

POLICE OPERATIONS AND DATA ANALYSIS REPORT

UPPER ARLINGTON POLICE DIVISION



POLICE OPERATIONS

CPSM[®]

CENTER FOR PUBLIC SAFETY MANAGEMENT, LLC
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ICMA

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

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

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

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

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

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted over 341 such studies in 42 states and provinces and 246 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

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SECTION 1. EXECUTIVE SUMMARY

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

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

Based upon CPSM's detailed assessment of the Upper Arlington Police Division, it is our conclusion that the division, overall, provides quality law enforcement services. The staff is professional and dedicated to the mission of the division. Throughout this report, we will strive to allow the reader to take a look inside the UAPD to understand its strengths and its challenges. The recommendations made in this report offer an opportunity for the division's strengths to become stronger and the challenges to become less challenging. We sincerely hope that all parties utilize the information and recommendations contained herein in a constructive manner to make a fine law enforcement agency even better.

As part of this Executive Summary, below we list general observations that we believe identify some of the more significant issues facing the division. Additionally, in this summary we also include a master list of recommendations for consideration; we believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the creation of new job classifications; others involve the reassignment/repurposing of job duties to other sections or units. Oftentimes, the recommendations we make require a substantial financial commitment on the part of a jurisdiction. In the case of the Upper Arlington Police Division, many recommendations can be accomplished by realignment of workload and/or reclassification of job descriptions. It is important to note that in this report we will examine specific sections and units of the department and will offer a detailed discussion of our observations and recommendations for each.

GENERAL OBSERVATIONS

- The UAPD's employees and command staff are dedicated, committed, and enjoy working as a team to provide police service to the community. This was clearly evident to us while speaking with employees individually and when speaking with them during focus groups. There is a strong sense of caring for fellow employees and a caring for the community that is rarely seen in many police departments.
- Morale of the division seems to be high; employees relay an immense sense of pride in their jobs. The labor-management relationship between the Fraternal Order of Police Lodge (FOP), the city, and the UAPD appears very healthy; the parties have consistent communication and work through routine issues easily.

- The Chief of Police appears to be well-respected and well-liked by members of the division. He also appears to be managing the department well, having led the agency through difficult times of an employee death, COVID, and the public response following the murder of George Floyd.
- The police facility is 50 years old and currently undergoing a modernization project. Due to the renovation, the division is working from two separate buildings. Employees are looking forward to returning to work under one roof in a modernized building. The renovation will result in the addition of space due to redesigned areas, hallways, and rooms. The renovated building will be equipped to accommodate the needs of the division many years into the future.
- The division provides excellent equipment for officers to do their jobs. The vehicles are well maintained and regularly rotated out for replacement. Personal equipment is in good condition and the computer hardware is regularly updated through scheduled replacements.
- For many years the division has focused on providing uniformed police officers as the face of policing in most roles. During difficult financial times, civilian positions were eliminated and not replaced. This singular focus on using sworn officers in nearly all positions has caused a significant deficiency in the structure and efficient function of the division. Now, many sworn officers are doing jobs that are filled by civilians in other police departments. Reorganizing the division, reclassifying a few sworn positions to civilian, and adding civilian positions should be a significant priority.
- Many years ago, the division eliminated patrol lieutenant positions and created a schedule with two sergeants per shift. Although the schedule may have met a financial need at the time, the long-term impact of the schedule has been detrimental to the organization. Sergeants do not work the same shifts as officers, officers work under the direction of multiple sergeants, and the structure results in lack of employee accountability and development. Changing the schedule of the sergeant and officers should be a significant priority.

As noted previously, a master list of recommendations follows; each is covered in detail throughout the report. These recommendations are offered to enhance the operation of the Upper Arlington Police Division. With each recommendation, we have included a reference to the level of priority we believe each issue should receive:

- High: Immediate or as soon as practical (3 to 6 months).
- Medium: 6 to 9 months.
- Low: 1 year or more.

The recommendations are intended to form the basis of a long-term improvement plan for the city and department. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country. The number of recommendations should in no way be interpreted as an indictment of what we consider to be a fine department. The recommendations are aimed at ensuring that law enforcement resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining a high level of service to the citizens of the City of Upper Arlington.

CPSM staff would like to thank Chief of Police Steve Farmer and the entire staff of the Upper Arlington Police Division for their gracious cooperation and assistance during this study.

RECOMMENDATIONS

Administration

(See pp. 16-19.)

1. It is recommended that the current lieutenant vacancy be filled as soon as practical. *Priority: High*
2. CPSM recommends the UAPD form an internal committee, to include the Assistant City Manager and a Human Resources Division representative, to engage in a significant reorganization of the division's administrative processes and work flow. New administrative positions should be added into a structure that includes supervision and management positions. The new structure should clearly define roles responsibilities and a clear chain of command. *Priority: Medium*
3. In addition to the reviews of the civilian staffing, patrol schedule, and potential reallocation of resources as a result, consideration should be given to aligning the lieutenants to more traditional middle management duties and creating a Captain or Deputy Chief position that is outside the bargaining unit. *Priority: Low*
4. CPSM recommends the current review committee complete its work and publish the revised Strategic Plan and Mission Statement and Core Values before the end of 2022. The strategic plan should include a goal to complete the reorganization process in 2023. *Priority: High*

Performance Assessment

(See pp. 19-20.)

5. It is recommended that the organization conduct a strategic planning process inclusive of a new organizational structure to reduce the gradual shift in objectives throughout the various sections and units of the department over the past few years. *Priority: Medium*
6. CPSM recommends a yearly evaluation of the impact of responding to certain types of calls for service to determine adjustments in response protocols. *Priority: Medium*
7. It is recommended that UAPD develop internal engagements for sworn and professional staff to identify joint issues and develop collaborative solutions to the current operational and administrative challenges. *Priority: High*
8. The recommendation for internal retreats should be carried a step further with a quarterly state-of-the-department engagement with all personnel to improve communications and provide up-to-date decisions and developments. *Priority: High*
9. CPSM recommends the development of a communication plan to expand the messaging of operational changes to gain support from all members of the police department and the community. The plan should include an evaluation of the use of Power DMS and the addition of modern communication tools such as smartphones for field staff, department-wide intranet, acquisition or development of an internal app, etc. *Priority: High*
10. CPSM recommends the regular leadership agenda-based meetings currently happening among sergeants, lieutenants, and the Chief of Police add time for deliberate focus on crime trends as a team as well as open discussion on operational, administrative, and community-based topics. *Priority: High.*

Critical Policies

(See pp. 20-21.)

11. CPSM recommends that UAPD expand its current use of general orders (policy) system and assess a subscription-based policy approach to establish a more comprehensive model of updating, tracking, and training all UAPD personnel. *Priority: High*
12. It is recommended that the UAPD maintain awareness of best practices and national studies on policing by expanding memberships to national and state police chief and executive command associations to the lieutenants and some sergeants. *Priority: High*
13. It is recommended that policy development and management responsibility be delegated to a new civilian position (as part of the larger reorganization) in the Administrative Section's Training Unit for management of policy approval and personnel acknowledgment. *Priority: High*
14. It is recommended that UAPD consider a practice of allowing bargaining units a defined period (such as seven days) to review draft policies and changes prior to staff approval. This would encourage policy support and increase trust and confidence. *Priority: High*

Administrative Investigations

(See pp. 21-22.)

15. CPSM recommends the UAPD utilize a subscription-based or internal system to establish an early warning system for employee performance related to risk management incidents. *Priority: Medium*
16. CPSM recommends a subscription-based or internal digital system to track all risk management incidents to include personnel investigation, public complaints, pursuits, and force encounter. It would also offer the ability to track de-escalated incidents and good work performed by personnel. *Priority: Medium*
17. CPSM recommends the UAPD alter its decision-making model regarding police employee discipline and risk management reviews for a more robust and open discussion. A recommended model is inclusive of executive staff, internal subject matter experts, and legal counsel to offer recommendations prior to the final policy and discipline decisions by the Chief of Police. *Priority: High*

Criminal Investigations Section

(See pp. 24-35.)

18. CPSM recommends an assessment of the work responsibilities of the current CIS professional staff assistant to ensure the workload is related to the Investigative Bureau and the various Bureau sections. *Priority: Medium*
19. CPSM recommends as workloads increase the UAPD will need to reevaluate the detective structure and assess the need for realignment. *Priority: Medium*
20. CPSM recommends that the Investigative Bureau develop a detective reference manual separate from the department General Orders. This should include common forms, search warrant samples, operational guidelines, and local resources. *Priority: Medium*
21. CPSM recommends that UAPD fill the fourth detective position as soon as practical to increase clearance rates and apprehend suspects. *Priority: Medium*
22. It is recommended that UAPD coordinate with the City Attorney's Office and their victim advocate to track the number of crime victims referred to local victim advocacy groups

from domestic violence incidents. This will enhance community relationships and help identify trends related to victim advocacy. *Priority: Medium*

23. CPSM recommends that the UAPD reduce the DEA task force to one officer and transfer the position into the detective cadre. *Priority: High*
24. It would benefit UAPD to develop a case management system utilizing the records management system for caseload assignments and which would enable the development of investigative dashboards for trends and emerging issues. This approach would eliminate stand-alone reporting systems currently in use due to the lack of confidence in the RMS system. *Priority: Low*
25. CPSM recommends that UAPD evaluate the use of civilian support staff or volunteers to be assigned to the Investigative Bureau to perform other non-essential investigative functions and less urgent missing person investigations. *Priority: Low*
26. It is recommended that UAPD conduct an annual staff-level review of all unsolved violent crimes for the current year as well as reaching back as far as current records allow. *Priority: Medium*
27. CPSM recommends the development of an after-hours, weekend, and holiday on-call system for one detective to respond to critical investigations while offering expertise for patrol personnel. *Priority: High*

Crime Analysis

(See pp. 35-37.)

28. The crime analysis position should continue to be maintained; to ensure that efforts coincide with "Best Practices" in crime analysis, it is recommended the crime analyst maintain membership in the International Association of Crime Analysts. *Priority: Medium*
29. CPSM recommends the current crime analysis position be converted to a part-time or full-time civilian position, allowing the current police officer to be redistributed into the detective cadre. *Priority: Low*

Crime Scene Forensics

(See pp. 37-38.)

30. CPSM recommends UAPD develop a civilian forensic position and continue to develop policy and procedures for future effort. *Priority: Low*

Records Section

(See pp. 38-42.)

31. CPSM recommends that the RMS system challenges be placed at the highest of priority for UAPD to improve the current set of technical issues being experienced. A few areas of RMS-based statistical data needed for this assessment were not available or are not tracked by UAPD. *Priority: High*
32. It would benefit UAPD to develop an online (web-based) report system for the public to access an online self-reporting system for simple reports such as minor thefts or vandalism incidents with little or no suspect information. *Priority: Medium*
33. CPSM recommends UAPD convert original police reports and other documents to a digital system for storage and discontinue "hard-copy" storage better secure documents and reduce boxed storage in various locations. *Priority: Low*

34. Based on the previous recommendation, CPSM recommends that UAPD conduct a strategic assessment with the city's Information Technology department and develop an immediate approach to resolving the RMS struggles with Central Square Technology and as well review current technologies being used by UAPD. *Priority: Medium*
35. Currently, many administrative duties traditionally handled by civilians, such as vehicle impounds, warrant returns, and other duties, are being handled by sworn personnel. UAPD should consider establishing a civilian supervisor to manage the various records operations, and possibly expanding the position's span of control to other civilian-based operations such as public requests for documents, body-cam and in-car video management, policy management, and other related duties. *Priority: High*

Patrol Modifications

(See pp. 61-65.)

36. Empanel a Shift Review committee to explore options for shift configuration and determine which, if any, are suitable for use in the UAPD. *Priority: High*
37. CPSM recommends that the UAPD implement Option 4 and staff patrol using six, 12-hour shifts with personnel deployed according to Tables 6-9 and 6-10. This will result in patrol staffing of 2 lieutenants, 6 sergeants, and 28 police officers. *Priority: High*

Tactical Capacity & Mobile Response Team

(See pp. 66-69.)

38. CPSM recommends that the UAPD work with Franklin County to continue developing policies and training consistent with national standards regarding emergency responses referencing organizations such as the National Tactical Officers Association, Police Executive Research Forum (PERF), and the International Association of Chief of Police (IACP). *Priority: High*
39. It is recommended UAPD develop a training matrix specific to tactical operations and mission planning for all detective personnel utilizing internal subject matter experts. *Priority: High*
40. UAPD command staff should review how their officers and supervisors conduct threat assessments and consider employing a response matrix for when UAPD would request the services of a regional SWAT team. *Priority: High*
41. CPSM recommends UAPD continue to work with Franklin County to ensure the mobile field force training meets industry standards and is consistent throughout the County. *Priority: Medium*
42. Although the division trains officers in crisis intervention techniques (CIT), it is also recommended that UAPD develop internal crisis negotiations training, assess the need for a crisis negotiation team, and expand that proficiency skill to as many personnel as possible. *Priority: Low*
43. UAPD should continue to provide leadership and tactical training for the Chief, Deputy Chiefs, and Lieutenants to fully understand the emergency tactical response and the use of a mobile response team. *Priority: High*
44. It is recommended that UAPD review the February 2022 Police Executive Research Forum's latest "critical issues in policing series" entitled "Rethinking the Police Response to Mass Demonstrations." The UAPD's approach should continue with the development of best practices for crowd management and demonstrations. *Priority: High*

45. It is recommended that UAPD increase tactical training to include the service of tactical search warrants and provide an additional section in the Unusual Occurrence Manual to include when UAPD services search warrants, inclusive of a threat matrix, levels of search warrant service, and UAPD limitations of search warrant service. *Priority: Medium*

Recruitment/Hiring

(See pp. 71-73.)

46. CPSM recommends UAPD continue to monitor and revise the recruitment plan biannually and work with the Human Resources Division to continue to become a more diversified department. *Priority: Medium*
47. CPSM recommends the UAPD and City review the number of over-hire positions available and, if possible, increase the number to five positions over budget to better fill gaps left during attrition. *Priority: High*
48. CPSM recommends UAPD utilize its social media accounts that are currently managed by the city to actively share positive stories and highlight employees doing great things in order to leverage recruitment opportunities. *Priority: High*
49. Reorganize the functions of the hiring process into one section or bureau, under one manager, and remove the responsibility of performing background investigations from the Investigations Section sergeant. *Priority: High*

Public Information

(See pp. 73-74.)

50. CPSM recommends the city and UAPD evaluate the possibility of creating and staffing a civilian public information officer position. *Priority: Medium*
51. We also recommend that the division review its current social media accounts and examine the feasibility of creating profiles on additional platforms in order to adequately engage with all demographics the division serves. *Priority: Medium*

Training Section

(See pp. 75-78.)

52. Currently there is a heavy emphasis on sworn training. It is recommended that UAPD expand more training opportunities to professional staff. *Priority: High*
53. CPSM recommends UAPD use a law enforcement-based, off-the-shelf database system to store training data and generate reports, and move the data entry to civilian staff. *Priority: Low*
54. The UAPD currently invests in training every officer in Crisis Intervention Training (CIT). In addition, we recommend consideration of force encounter training on de-escalation from a national best practice system such as, Integrating Communications, Assessment and Tactics (ICAT) from the Police Executive Research Forum (PERF) or Active Bystandership for Law Enforcement (ABLE) from Georgetown Law School. *Priority: Medium*

Property and Evidence

(See pp. 79-82.)

55. It is recommended that UAPD convert the police officer property custodian position to a professional staff (non-sworn) position. *Priority: High*

56. It is recommended that UAPD increase evidence security and replace the token/key system with a two-way locker system. *Priority: Low*
57. It is recommended that UAPD begin to use the RMS system or use a software product to design a digital logging system and eliminate all written logs. *Priority: Medium*
58. CPSM recommends the UAPD request the vendor to repair the system-based officer notification system in order to reduce the workload created by the challenges of the RMS. *Priority: High*
59. CPSM recommends that UAPD consider an outside auditing firm to review the operations and protocols of the Property and Evidence room. *Priority: Medium.*
60. During the audit process, CPMS recommends that UAPD take affirmative steps to dispose of unnecessary property and evidence, including the assignment of staff who completes the work. Although this has been done in the past, COVID has caused delays and complications. We recommend getting back into systematic disposition of evidence as soon as possible. *Priority: High*
61. UAPD will also need to ensure that annual audits conducted of the Property and Evidence Section include reports on total inventory on hand and the number of items received as well as the number of items disposed of during the time period of the audit. *Priority: Medium*
62. CPSM recommends that the Property Technician attend formal property management training and join a national association such as the International Association for Property & Evidence (IAPE). *Priority: High*

Northwest Regional Emergency Communications Center (NRECC)

(See pp. 82-90.)

CPSM acknowledges that UAPD has little direct control over operations of the NRECC outside of its contract. However, we are providing recommendations of our observations in order to offer discussion points for UAPD and NRECC to better improve the existing operations between the two agencies. Many of the recommendations below should not be viewed as the responsibility of the UAPD.

63. CPSM recommends that the vacant supervisor positions be filled as soon as practical. *Priority: High*
64. It is recommended that NRECC assess the potential to hire per-diem dispatchers to be used during emergencies, special staffing needs, or periods when shortages occur. *Priority: Low*
65. The NRECC will need to assess increases in annual total telephone call volume and evaluate if the current staffing levels are appropriate. *Priority: Low*
66. CPSM recommends that the NRECC increase probationary police officer rotations through the NRECC (upon completion of training) as well as more frequent visits and engagement between supervisors at the UAPD and the regional dispatch center. This will assist UAPD personnel in becoming more aware of the dispatch functions and responsibilities. *Priority: High*
67. It is recommended that the NRECC work with the various police departments to establish a training and education component on best practices of when to use MDT push buttons for out-of-service notifications. *Priority: Medium*

SECTION 2. METHODOLOGY

Data Analysis

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

All data, analysis, and recommendations, especially for patrol operations, are based upon CPSM's examination of 28,743 calls for service during the period of April 1, 2021, through March 31, 2022, which are those calls handled by the department's patrol officers. Also, there were a number of calls not included in the data examination for various reasons, such as no units dispatched or the call being canceled.

Interviews

This study relied extensively on intensive interviews with personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with a representative cross-section of employees within the division.

Document Review

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

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol; investigations; support services such as records, communications, and property and evidence; and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is the case in this study as well. In this report we will discuss workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

COMMUNITY

Upper Arlington is a city in Franklin County, Ohio, located on the northwest side of the Columbus metropolitan area. Upper Arlington first incorporated as a village in 1918 and became a city in 1941. The city encompasses an area of 9.87 square miles and according to the 2020 Census has a population of 33,686. The city is governed under a City Council/Manager form of government. The City Manager is responsible for day-to-day operations and reports to the City Council.

The City of Upper Arlington is a heterogeneous community. According to the 2020 Census the city's demographic makeup is 94.7 percent White, 3.5 percent Asian, 1 percent Hispanic, 0.6 percent African-American/Black, 0.1 percent Native American, and 0.8 percent two or more races.

The 2020 Census also reported there are 13,985 households in the city, out of which 31.9 percent have children under the age of 18 living with them, 59.1 percent are married living together, 6.9 percent have a female householder with no male partner present, and 32.0 percent are non-families. As well, 28.2 percent of householders are living alone, and 12.9 percent have someone living alone who is 65 years of age or older. The average household size is 2.39 and the average family size is 2.95.

In the city the population is categorized by age group as follows: 75 percent are over the age of 18 years, 2.6 percent are 20 to 24 years, 15.5 percent are 25 to 44 years, 16.9 percent are 45 to 54 years, and 21.1 percent are 62 years and older. The median age is 43 years.

LAW ENFORCEMENT SERVICES

The Upper Arlington Police Division provides a wide range of law enforcement services, excluding custody operations.

Uniform Crime Report/Crime Trends

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how crime rates in the City of Upper Arlington measure up against those of other local Ohio agencies as well as the State of Ohio and the nation overall.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, representing the most serious crimes, the UCR index is split into two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

The following tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2010 through 2020, along with clearance rates for 2020.

In comparing Upper Arlington's data with other Ohio cities, one can see that Upper Arlington reports a violent crime rate that is lower than both the state and national rates, and a property crime rate that is also lower than the comparable cities in the table as well as lower than the state and national rates.

TABLE 3-1: Reported Crime Rates in 2019 and 2020, by Jurisdiction

Municipality	State	2019				2020			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Bexley	OH	13,956	86	2,150	2,236	13,805	116	2,543	2,658
Dublin	OH	49,626	52	864	916	49,954	44	745	789
Delaware	OH	40,616	148	1,174	1,322	42,064	136	872	1,008
Gahanna	OH	35,847	123	2,006	2,128	35,738	168	1,721	1,889
Grove City	OH	42,423	97	2,812	2,909	42,551	188	2,477	2,665
Pickerington	OH	21,590	134	1,028	1,163	22,631	97	870	968
Westerville	OH	40,903	181	1,875	2,056	41,652	94	1,645	1,738
Whitehall	OH	19,121	596	5,763	6,360	19,014	826	4,428	5,254
Upper Arlington	OH	35,754	34	1,024	1,058	35,557	31	945	976
Ohio		11,689,100	293	2,056	2,349	11,799,448	309	1,850	2,159
National		328,239,523	379	2,010	2,489	331,449,281	399	1,958	2,357

Note: Indexed per 100,000 population. Source: FBI Uniform Crime Report.

The following figure and table illustrate the trend in Part 1 crime in Upper Arlington over the past ten years. It shows violent crime has remained relatively consistent from 2011 to 2020. The property crime rate started seeing a general decline in 2013 and reached its lowest point in 2019 (excluding 2020 due to COVID anomalies).

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FIGURE 3-1: Upper Arlington Reported Violent and Property Crime Rates, by Year, 2011–2020

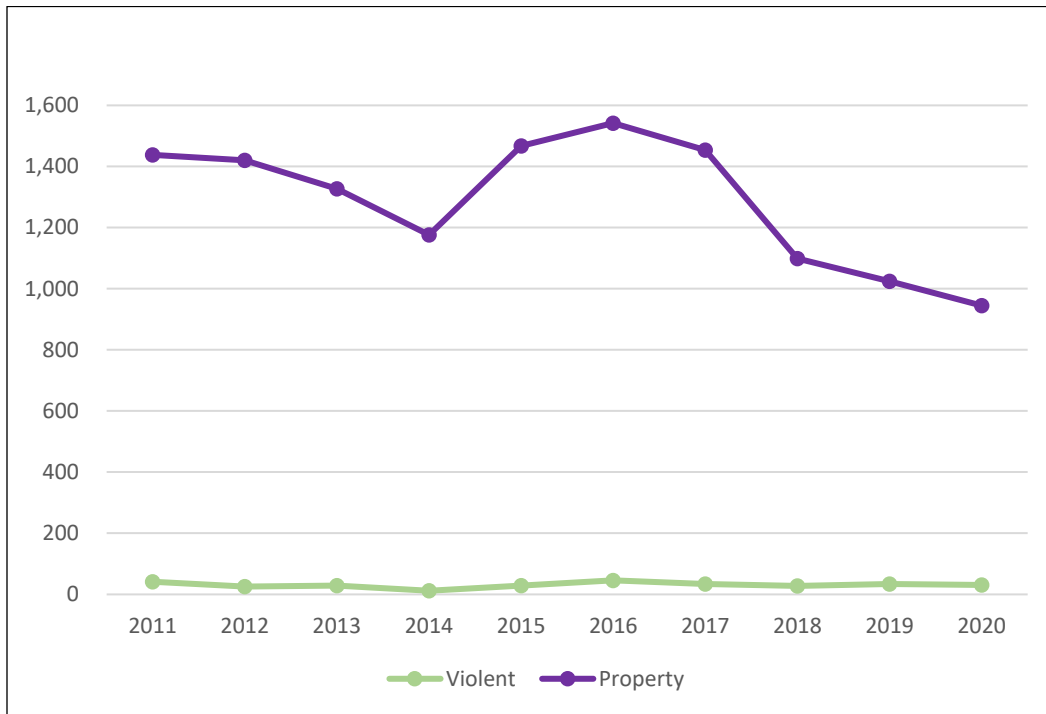
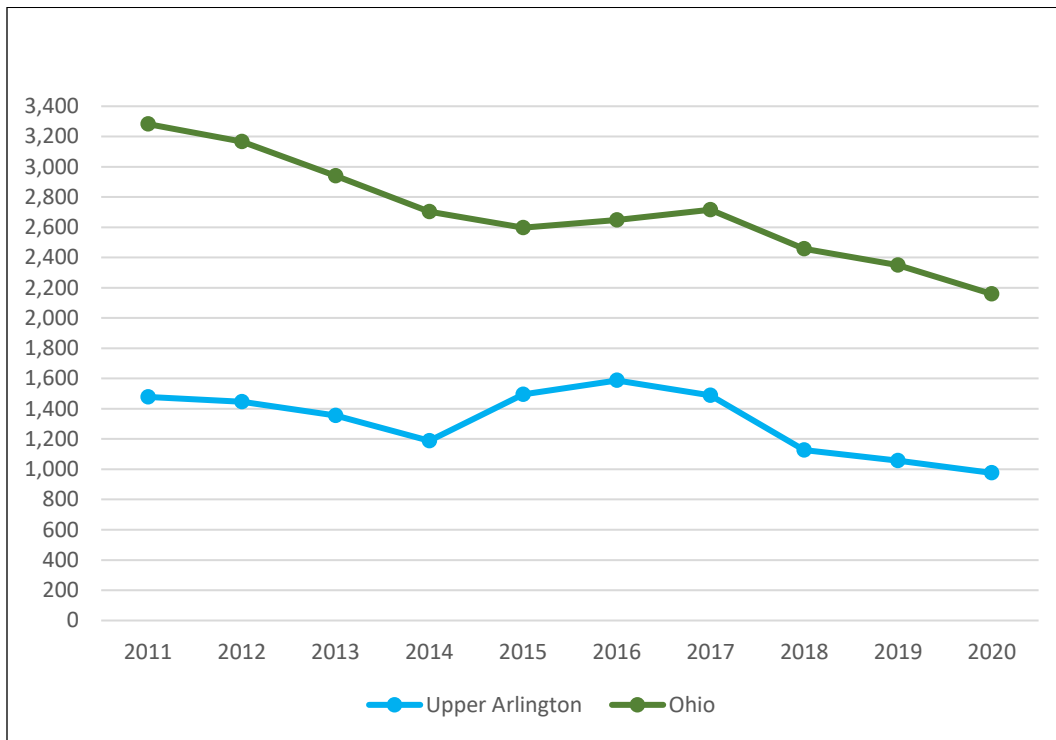


TABLE 3-2: Reported Upper Arlington, Ohio, and National Crime Rates, by Year, 2011–2020

Year	Upper Arlington				Ohio				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2011	33,796	41	1,438	1,479	11,753,515	286	2,996	3,282	317,186,963	376	2,800	3,176
2012	34,221	26	1,420	1,446	11,695,268	286	2,881	3,166	319,697,368	377	2,758	3,135
2013	34,369	29	1,327	1,356	11,692,534	274	2,666	2,940	321,947,240	362	2,627	2,989
2014	34,600	12	1,176	1,188	11,697,114	264	2,439	2,703	324,699,246	357	2,464	2,821
2015	34,838	29	1,467	1,495	11,717,241	266	2,332	2,598	327,455,769	368	2,376	2,744
2016	35,150	46	1,542	1,587	11,718,158	289	2,359	2,649	329,308,297	383	2,353	2,736
2017	35,214	34	1,454	1,488	11,658,609	298	2,419	2,717	325,719,178	383	2,362	2,745
2018	35,572	28	1,099	1,127	11,689,442	280	2,177	2,457	327,167,434	369	2,200	2,568
2019	35,754	34	1,024	1,058	11,689,100	293	2,056	2,349	328,239,523	379	2,010	2,489
2020	35,557	31	945	976	11,799,448	309	1,850	2,159	331,449,281	399	1,958	2,357

The following figure shows that since 2011 the State of Ohio has seen a consistent drop in crime rates. Other than a brief uptick from 2014-2017, the City of Upper Arlington essentially mirrored the state trends in lower overall crime rates during this 10-year period.

FIGURE 3-2: Reported City and State Crime Rates, by Year, 2011–2020



The following table compares Upper Arlington's crime clearance rates to the state and national averages. These clearance rates are based on the department's reporting to the UCR. Upper Arlington's relatively low crime rate and means of classification make some of the categories difficult to compare. As can be seen, the department's clearance rates are consistent or better than those of the state and nation in the areas of larceny and vehicle theft. The murder/manslaughter category is lower than the state and national averages because of the way Upper Arlington tracks certain overdose cases. The other categories have so few of those crimes reported in Upper Arlington that it is difficult to make comparisons.

TABLE 3-3: Reported Upper Arlington, Ohio, and National Crime Clearance Rates, 2019

Crime	Upper Arlington			Ohio			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	5	1	20%	442	184	42%	14,325	8,796	61%
Rape	1	0	0%	4,236	794	19%	124,817	41,065	33%
Robbery	5	1	20%	6,558	1481	23%	239,643	73,091	31%
Aggravated Assault	1	0	0%	15,852	6129	39%	726,778	380,105	52%
Burglary	52	3	6%	33,660	3813	11%	981,264	138,358	14%
Larceny	299	56	19%	132,488	25341	19%	4,533,178	834,105	18%
Vehicle Theft	15	3	20%	13,614	1197	9%	655,778	90,497	14%

Note: *Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI.

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SECTION 4. PERFORMANCE ASSESSMENT, CRITICAL POLICIES, & ADMINISTRATION

ADMINISTRATION

Strategic Plan

Strategic planning is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes/results, and assess and adjust the organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does, and why it does it, with a focus on the future.

Effective strategic planning articulates not only where an organization is headed, and the actions needed to make progress, but also how it will know if it is successful.

The Upper Arlington Police Division has a multiyear strategic plan that is updated annually. The plan is a continuously evolving document with five goals for each year. The goals from the previous year are reported on and the goals for the next year are identified and documented. The division seeks input from a variety of sources that ultimately leads to the formation of the goals in the plan. The input comes from city management, elected officials, and the community. The City of Upper Arlington regularly engages in a community survey, which not only helps measure resident satisfaction but also assists in framing goals and objectives.

Succession Planning

For many smaller police departments such as Upper Arlington succession planning is difficult and often informal. Upper Arlington is no different, as most of its succession planning strategies are informal and inadequate. Personnel and financial resources are scarce, which limits training and development time in many areas to just the required training necessary to keep up with industry standards. Successful succession planning requires an organizational commitment for both personnel and human resources to dedicate time and money to developing employees for future opportunities in the organization.

The Upper Arlington Police Division may experience significant attrition in key positions in the coming years. For example, all three members of the Upper Arlington Police Division's executive team are eligible to retire. Other ranks and specialty assignments may experience substantial attrition as well. There have been informal efforts to identify individuals to succeed people in key positions and some development of those people has been undertaken. However, CPSM recommends the Upper Arlington Police Division undertake a formal succession planning process.

Mission Statement/Values

The Upper Arlington Police Division's Mission Statement and set of Core Values are listed below. The division has a committee that is reviewing the Mission Statement and Core Values and updating the strategic plan. The new strategic plan, Mission, and Core Values are scheduled to be published later this year. CPSM recommends the committee complete its work and publish

the revised strategic plan and Mission Statement and Core Values before the end of 2022. The current Mission Statement and Core values are as follows:

Mission Statement

In the spirit of partnership and service to the community, the Upper Arlington Division of Police shall maintain Integrity, Dedication, Professionalism and Courtesy while working to protect the constitutional rights and freedoms for all.

Values

Integrity: *We are committed to the highest standard of ethical conduct, honesty, and accountability for our actions.*

Dedication: *We are dedicated to the delivery of effective and efficient police service in order to meet the needs of the community and enhance the quality of life.*

Professionalism: *We are committed to maintain the highest level of professional standards in order to inspire trust and confidence, and we strive for excellence through training, education, and innovation.*

Courtesy: *We treat all persons impartially, with dignity, respect, compassion, and consideration.*

ADMINISTRATIVE PROCESSES

The Upper Arlington Police Division has various administrative functions that are spread throughout the division. Of the 56 employees of the division, only three are civilian administrative employees. Policing that utilizes so few civilian positions is an outdated model of police administration. Over the last 20 years the policing profession has developed many administrative expertise areas now performed by civilian personnel. Typically, a police department will have 20 percent or more of its total workforce comprised of civilian positions. With the ever-increasing training and performance standards for police officers, along with increases in the professionalization standards of policing, the cost of using sworn officers to perform administrative functions has become woefully inefficient. In addition, many of the administrative areas have become more technical and require expertise not possessed by many sworn officers.

One of the expertise areas typically staffed with civilian employees is in a dispatch center. The UAPD currently contracts with Dublin for 9-1-1 call taking and emergency dispatching; the Dublin center utilizes civilian employees to perform these duties. The dispatching contract is one reason the civilian numbers are low in Upper Arlington, but even when taking the dispatch contract into account, the civilian numbers are significantly lower than where they should be for a police department the size of the Upper Arlington Police Division.

We identified job functions that are currently being performed by sworn staff but which could be performed by civilian staff. Most departments organize many of these functions through a Records Unit, which Upper Arlington does not really have other than on paper. UAPD has one records technician who performs some traditional records functions but other duties as well. Many of the administrative duties assigned to sworn personnel should be performed by a Records Unit led by a records manager and with at least two records technicians.

Administrative tasks should all be funneled through a more organized administrative chain of command. The three administrative people report to different sworn staff in each of the two divisions.

Our focus groups identified a significant lack of organizational understanding of administrative roles and responsibilities. Sworn personnel currently performing many of these administrative functions are spread throughout the department on different shifts. Our interviews revealed a sense of haphazard assignments given to people based on personality and ability, but their primary assignment or shift is often incompatible with the administrative duty assigned, therefore leading to frustration and inefficiencies. The current system also does not have any centralization; the employees performing traditional Records Unit work report to various supervisors, which leads to frequent gaps and shortcomings.

CPSM recommends the division form an internal committee, to include the Assistant City Manager and a Human Resources Division representative, to engage in a significant reorganization of the division's administrative processes and work flow. New administrative positions should be added into a structure and should include supervision and management positions. CPSM believes the division should have a Records unit staffed by a supervisor and at least two employees to handle routine police administrative work. Some of the work a Records Unit would traditionally perform is identified in the following table, as are other administrative functions typically handled by civilian staff members. The information in the table should be considered in a reorganization plan.

Our consultants identified two additional reasons for confusion over administrative roles and responsibilities. One of the factors appeared to be the vacant lieutenant position. When the vacancy occurred, the position's duties were spread to other personnel throughout the division. CPSM recommends the lieutenant vacancy be filled as soon as practical.

The other factor is lack of consistent and effective communication. Communications challenges are covered in other sections in this report, but an important example is the issuance of directives in the form of memos distributed via email. These directives are difficult for line employees to find in the weeks, months, or sometimes even years later until the directives may (or may not be) incorporated into policy. Also, there should be a more comprehensive communications plan put into place. Field personnel should have access to policies, directives, and other resources in the field. The division should equip each of its officers in the field with a smartphone so as to enhance communications and enable them to access resources easily. Access to smartphones would help in other ways as well. There are several off-the-shelf mobile apps designed to assist police departments with solutions to improve operations and enhance communication.

In addition to the review of administrative duties and the patrol staffing (addressed in later recommendations) CPSM recommends UAPD consider adding a Captain or Deputy Chief position in the future. Currently, lieutenants have a hybrid of duties that involve traditional middle manager functions along with executive level functions. After changes are made to the patrol schedule and supervision in patrol, along with the administrative workflow changes, UAPD should create a more traditional command structure that has the Chief and Captain or Deputy Chief performing as executives and the lieutenants performing more as middle managers. This structure will allow for more consistent oversight, accountability, and longer term strategic and succession planning for the city and division.

TABLE 4-1: Duties that can be Handled by a Records Unit and Other Civilian Staff in the UAPD

Job Duties	Currently Performed by Sworn or Civilian	Recommendation
Warrant Processing/Filing	Sworn: Desk Officer	Civilian: Records Unit
Vehicle Impounds	Sworn: Patrol Sergeant	Civilian: Records Unit
Crime Analysis	Sworn: Crime Analyst	Civilian: Crime Analyst
Public Information (media)	Sworn: Training Officer	Civilian: PIO
Desk Officer	Sworn: Patrol Officer	Civilian: Records Unit
Property and Evidence	Sworn: Property Officer	Civilian: Property Evidence Technician
Fleet Management	Sworn: Patrol Sergeant	Civilian
CAD/RMS Administrator	Sworn: Crime Analyst	Civilian: Records Unit
Temporary Protective Order Process	Sworn: Patrol Sergeant	Civilian: Records Unit
Police Action Form Process	Sworn: Patrol Sergeant	Civilian: Records Unit
Scheduling	Sworn: Patrol Sergeant	Civilian: Admin Analyst
Special Event Scheduling/Billing	Sworn: Patrol Sergeant	Civilian: Records Unit
Traffic Accident Reports	Sworn: Patrol Officers	Civilian: Community Services Officer
Minor Crime Reports (no suspect)	Sworn: Desk Officer/Patrol Officers	Civilian: Community Services Officer
Background Investigations	Sworn: Detective Sergeant	Civilian: Community Services Officer or Contract
CALEA Accreditation Manager	Sworn: Lieutenant	Civilian: Manager
Alarm Permitting and Response	Civilian: Administrative Assistant	Civilian: Records Unit
Public Records Requests	Civilian: Admin Asst. and Records Technician reporting to different supervisors	Civilian: Records Unit

PERFORMANCE ASSESSMENT

Based on CPSM's assessment that consisted of onsite inspections, interviews with senior command staff members, frontline personnel, and administrative staff, several recommendations were developed. The CPSM staff conducted focus group engagements with police officers, the police officer labor group, and sergeants.

During these meetings challenges were identified and discussed in detail. The top concern was the need for enhancing communication throughout the department with consistent and formalized methods among the supervisor group and the leadership team. The issues identified included communication gaps in introducing new policies, procedures, and changes in daily protocols. The communication gaps over the years have led to other issues in operational and administrative responsibilities as well as concern for the division of labor within the sergeant rank. It was clear that all members of the UAPD were very proud to serve their community and they

believed they were very well supported by the top leadership, the Chief of Police, and the City Manager's Office but they also recognized the current challenges the division is facing. The most common concerns included:

- Managing the ability to use time-off away from work.
- Patrol sergeants being drawn away from patrol to conduct training.
- The need to redistribute the volume of administrative functions being by UAPD sergeants.
- Expanding the approval of training courses beyond certain ranks or groups for a more inclusive approach.
- Several requests to increase the interaction between the Chief of Police and lieutenants with frontline personnel, especially the third shift.

The engagement groups believed their work to be purposeful and to be supported and trusted by the public. It was also evident that officer/employee wellness was a top priority throughout the department. The UAPD has experienced high levels of trauma with the loss of life of a UAPD officer and the challenges created locally from the global pandemic and the social justice movement in 2020 and 2021.

Through these engagements, CPSM also found the work ethic and levels of commitment by UAPD personnel to be extremely high and clearly measurable by the efforts being produced. At the same time UAPD members were concerned with the pace of solving problems and the administrative work associated with developing solutions is becoming increasingly difficult to manage throughout the department. CPSM listened to the concerns and discovered that many of the challenges that UAPD is experiencing resemble those of other police departments around the country, particularly those resulting from the pandemic and the demands for changes in policing. CPSM concluded that UAPD must establish a process to redefine its purpose and as well its goals and objectives so that the core values of UAPD are clearly understood and accepted.

CPSM believes that UAPD should reestablish a communication platform by holding monthly leadership meetings with the sergeants and lieutenants with specific written agendas to document topics and progress. UAPD would also benefit from a communication plan for all UAPD members as well as a communication plan to ensure continued support from the community.

Based on the challenges that were identified in this assessment, UAPD should consider undergoing a series of frontline retreats to better identify challenges and allow UAPD members to offer recommendations they will own jointly with the leadership team. The frontline retreats would enable the UAPD to prepare a process not only to restructure the resources of the UAPD but to also reorganize the department to better define special assignments, work responsibilities, and other areas to correct the gradual shifting of objectives over the past decade. This approach will provide the Chief of Police the opportunity for quarterly meetings to discuss progress and preparation of a strategic plan, redefining UAPD goals objectives, and a timeline for changes.

CRITICAL POLICIES

Like any modern police organization, UAPD requires constant change and enhancements to improve organizational performance, enhance culture, and develop ongoing professional

development. To achieve these goals, it is imperative UAPD continue to improve its use of technology, best practices, and policy development. During our assessment, CPSM found concerns from frontline personnel and from sergeants about the notification process of policy or procedure changes as well up-to-date laws and court decisions. It should be noted that General Orders and policies focus on federal and state law mandates and enable individual police departments to develop additional language for policy guidance without violating the state and federal mandates.

CPSM recommends that UAPD consider expanding its current general orders format to a subscription-based policy system that is inclusive of department notifications with updates and changes as well as tracking and training personnel.

CPSM also recommends that UAPD provide the labor association the opportunity to review all policy or procedure changes for a seven-day period to answer questions and concerns, and to allow for higher levels of support of the changes needed to enhance policing services. It is also recommended that UAPD shift oversight of the General Orders (policy) manual to one centralized section of the police department for consistency and better management. CPSM has found that these recommendations are national best practices proven to enhance organizational performance and achieve its goals and objectives.

ADMINISTRATIVE INVESTIGATIONS

CPSM reviewed the risk management process concerning public complaints, personnel investigations, vehicle pursuits, force encounters, and other critical incidents. We found that the UAPD uses an antiquated model that is commonly in use in American policing in which critical incidents are individually reviewed by division supervisors and managers and processed up to the Chief of Police for discussion and final decisions. This process has merit; however, the need for higher level accountability, review, and subject matter input is essential to improve decisions and performance. It is recommended that UAPD design a risk management panel of the executive staff to review critical incidents in a closed session of a staff meeting to also include the training sergeant, one subject matter expert, and a city attorney to provide insight and recommendations for the Chief of Police prior to a final decision on policy and discipline decisions.

UAPD maintains excellent tracking and management of force encounters and exceeds industry standards for an organization the size of UAPD. The detail of information is well defined and useful to establish quality training and protocols for officers to understand. The review of the Excel spreadsheets includes categorical use of force such as kicks, baton, and tasers and lists non-categorical use of force such as pushing, pulling away, and joint manipulation. Since 2017 the UAPD has experienced four incidents of categorical use of force to include two strikes by officers, two taser deployments, and 20 additional incidents of non-categorical use of force. The level of detail is excellent and offers the Chief of Police a full view of the challenges officers face daily. UAPD is only one of a small percentage of departments activity tracking de-escalated events.

Based on CPSM review, we commend the UAPD for its force encounter tracking model, but nonetheless recommend that UAPD consider a subscription-based service/system to track use of force incidents and to provide special reporting and identification of trends. In addition, CPSM recommends an internal process to establish an early warning and intervention system (EI) for addressing specific types of occurrences. The EI model is a national best practice standard and can identify needed remedial training on uses of force encounters, communications, and other types of risk management incidents to include public complaints and vehicle pursuits. These

systems also provide the ability to track positive performance and good behavior by all personnel.

Equally, our review of the complaint statistics and dispositions identified a detailed model in tracking complaint statistics. A reduction in complaints was noted from 2019 through 2021:

- 2019: 24 Investigations with 11 sustained outcomes.
- 2020: 9 Investigations with 3 sustained outcomes.
- 2020: 3 investigations with 2 sustained outcomes.

Following are CPSM's recommendations in the areas discussed above, particularly those to establish a risk management panel to review final decisions regarding personnel investigations and to implement a subscription-based platform to track and report on personnel investigations on a monthly schedule.

Recommendations, Administration, Performance Assessment, and Critical Policies:

Administration

- It is recommended that UAPD fill the vacant lieutenant position as soon as practical. (Recommendation No. 1)
- CPSM recommends the division form an internal committee, to include the Assistant City Manager and a Human Resources Division representative, to engage in a significant reorganization of the division's administrative processes and work flow. New administrative positions should be added into a structure that includes supervision and management positions. The new structure should clearly define roles responsibilities and a clear chain of command. (Recommendation No. 2.)
- In addition to the reviews of the civilian staffing, patrol schedule, and potential reallocation of resources as a result, consideration should be given to aligning the lieutenants to more traditional middle management duties and creating a Captain or Deputy Chief position that is outside the bargaining unit. (Recommendation No. 3)
- CPSM recommends the current review committee complete its work and publish the revised Strategic Plan and Mission Statement and Core Values before the end of 2022. The strategic plan should include a goal to complete the reorganization process in 2023. (Recommendation No. 4.)

Performance Assessment

- It is recommended that the organization conduct a strategic planning process inclusive of a new organizational structure to reduce the gradual shift in objectives throughout the various sections and units of the department over the past few years. (Recommendation No. 5.)
- CPSM recommends a yearly evaluation of the impact of responding to certain types of calls for service to determine adjustments in response protocols. (Recommendation No. 6.)
- It is recommended that UAPD develop internal engagements for sworn and professional staff to identify joint issues and develop collaborative solutions to the current operational and administrative challenges. (Recommendation No. 7.)

- The recommendation for internal retreats should be carried a step further with a quarterly state-of-the-department engagement with all personnel to improve communications and provide up-to-date decisions and developments. (Recommendation No. 8.)
- CPSM recommends the development of a communication plan to expand the messaging of operational changes to gain support from all members of the police department and the community. The plan should include an evaluation of the use of POWER DMS and the addition of modern communication tools such as smartphones for field staff, department-wide intranet, acquisition or development of an internal app, etc. (Recommendation No. 9.)
- CPSM recommends the regular leadership agenda-based meetings currently happening among sergeants, lieutenants, and the Chief of Police add time for deliberate focus on crime trends as a team as well as open discussion on operational, administrative, and community-based topics. (Recommendation No. 10.)

Critical Policies

- CPSM recommends that UAPD expand its current use of general orders (policy) system and assess a subscription-based policy approach to establish a more comprehensive model of updating, tracking, and training all UAPD personnel. (Recommendation No. 11.)
- It is recommended that the UAPD maintain awareness of best practices and national studies on policing by expanding memberships to national and state police chief and executive command associations to the lieutenants and some sergeants. (Recommendation No. 12.)
- It is recommended that policy development and management responsibility be delegated to a new civilian position (as part of the larger reorganization) in the Administrative Section's Training Unit for management of policy approval and personnel acknowledgment. (Recommendation No. 13.)
- It is recommended that UAPD consider a practice of allowing bargaining units a defined period (such as seven days) to review draft policies and changes prior to staff approval. This would encourage policy support and increase trust and confidence. (Recommendation No. 14.)

Administrative Investigations

- CPSM recommends the UAPD utilize a subscription-based or internal system to establish an early warning system for employee performance related to risk management incidents. (Recommendation No. 15.)
- CPSM recommends a subscription-based or internal digital system to track all risk management incidents to include personnel investigation, public complaints, pursuits, and force encounter. It would also offer the ability to track de-escalated incidents and good work performed by personnel. (Recommendation No. 16.)
- CPSM recommends the UAPD alter its decision-making model regarding police employee discipline and risk management reviews for a more robust and open discussion. A recommended model is inclusive of executive staff, internal subject matter experts, and legal counsel to offer recommendations prior to the final policy and discipline decisions by the Chief of Police. (Recommendation No. 17.)

SECTION 5. INVESTIGATIONS

The Upper Arlington Police Department's organization chart includes an Investigative Bureau with the detective section referred to as the Criminal Investigations Section. Under the command of a lieutenant, the Bureau has multiple units of operation with one sergeant overseeing these responsibilities.

The first level of the command includes the following sections/units comprised of criminal investigators (detectives) at the rank of police officer:

- Property Crimes.
- Violent Crimes.
- Financial Crimes .
- Internet Crimes Against Children Task Force Program.
- DEA Task Force.

The second level of command includes:

- Crime Analysis Unit (one officer).
- Records Section (one records specialist).

Ancillary duties are:

- Police recruit background investigations performed by the CIS sergeant.

POLICIES

As CPSM explores the various functions of departments, we examine policies that guide department operations and how the department operating units comply with those guidelines. As we examined the Investigative Bureau, we noted an absence of section procedural manuals to guide personnel through the many facets of section work at the investigative level. Section manuals also assist with the professional development of personnel as this resource offers sample documents and databases available for the investigative process. The Upper Arlington Police Division conducts policy updates in-house with consultation from city attorneys and other policy experts. Per General Order chapter 42, UAPD's Investigative Bureau utilizes policy guidelines and procedures for all police investigations and the management of crime scenes. There are no other guiding documents that dictate investigative guidelines

The Upper Arlington Investigative Bureau General Orders (policies) are developed to provide guidance in daily investigative responsibilities as well as guide decisions related to criminal investigations. The General Orders manual was initially approved by the Chief of Police in October 2019 and revision dates are listed on each general order. It would be useful for UAPD to establish a singular point of policy management with one unit to oversee the leadership and development of all General Orders. CPSM found instances of employees being unaware of changes while others were unsure of how General Orders are updated. This aspect of policy management is more closely reviewed under the performance and critical policy section of this CPSM report.

The department's General Order on criminal investigation is a well-structured document, with strong guidance on case screening systems and case file management. The General Order referenced that detectives are available for call-backs but does not specifically outline an on-call process for major investigations and critical incidents that occur after hours and on holidays or weekends. This issue was discussed with the detective cadre and they confirmed UAPD does not have a year-round on-call schedule.

To better support the General Order manual, CPSM recommends UAPD develop structured section procedures, inclusive of resources and examples of work to further the professional development of newly assigned detectives on the core functions of investigations. For instance, there is no defined procedural that guide operations of the detective functions (specialized crimes, on-call process, or training requirements); however, the UAPD pursues a rigorous process in ensuring the assignment of cases are balanced, as well as ensuring training for essential positions.

Another example is the crime scene forensic aspect of investigations that includes general orders about crime-scene responsibilities and the collection of preservation of crime scenes without a defined crime scene specialist. All crime scene responsibilities are assigned to patrol officers or the on-scene detective. This area of review is more closely assessed in a following section.

STAFFING

The following table shows authorized (budgeted) staffing levels. The UAPD utilizes one police sergeant to supervise the Criminal Investigations Section. The uniqueness and limited resources of UAPD requires the CIS sergeant to review historical unsolved major cases such as homicides and missing persons as well as conduct background investigations of police officer candidates. The frequency of these responsibilities does not require a great amount of supervisor time; however, CPSM recommends regular review of the CIS sergeant workload for closer assessment.

TABLE 5-1: Upper Arlington Authorized Staffing Levels

Ranks & Positions	Chief	Lt.	SGT.	Officer	Task Force	Civilian	Total
Patrol Bureau		1	6	28		1	35/1
Investigative Bureau (CIS)		1	1	4*	3**(1)	2	9/2
Special Services Bureau		1	1	6		2	8/2
Reserve Officers				5			(5)
Overall Budgeted Personnel	1	3	8	38	3 (1)	5	52/5

Source: Upper Arlington Police Administration. **Notes:** *The seven officers include 3 detectives, 1 crime analysis officer, but not task force officers. **The three task force positions represent two officers in the DEA task force and a vacant Internet Crimes Against Children Task Force detective position.

In reporting to follow, each section/unit will be assessed and evaluated to allow the reader to better understand how each section, collectively, supports the mission of the Upper Arlington Police Department.

CIS employs one executive support specialist who manages the workflow, Excel spreadsheets, and other professional services related to managing the Investigative Bureau. CIS includes one crime analyst assigned to detectives to manage crime trends, case clearances, and other tasks related to detective investigations and electronic databases. This aspect of CIS is reviewed under the civilian assessment later in this segment.

UAPD has one CIS sergeant assigned to oversee all personnel and who reports directly to the Bureau lieutenant. The work schedule for all CIS personnel to include the CIS sergeant is from 7:30 a.m. to 4:00 p.m., Monday through Friday. Based on the current workload of cases, additional supervision is not recommended nor is the need to increase the number of police officers assigned to CIS. The recommendations offered in this segment can be achieved by redistributing the current allotment of police officer positions.

Crime Investigators

The Investigative Bureau serves as the core (traditional) investigative body of the department. Its purpose is to investigate the most serious and significant of crimes, regardless of the category, while less serious crimes are parceled out to either patrol officers or school resource officers as needed and based on detective caseload, report correction, or case sensitivity. As such, the Criminal Investigations detectives investigate murders, rapes, robberies, aggravated assaults, complex financial crimes, burglaries with significant losses, or any other serious offense as well as officer-involved-shootings in coordination with regional police agencies.

UAPD has structured its detectives as generalists in two categories of violent and property crimes and the current detective positions have six officers assigned on ten-year rotations. Cases assigned to detectives/officers are guided by the General Order and cases remain in active (open) status until such time that the investigation is concluded. Upon conclusion, a case carries one of the following designations per the General Order:

- *Suspended* – Available leads have been exhausted but the case has not been brought to final conclusion and may be reopened pending new information.
- *Unfounded* – The incident is found to be false or baseless due to an offense having not occurred or not attempted.
- *Cleared* – A warrant or summons has been issued but not served for an incident.
- *Lack of Prosecution* – An incident meets the requirements of exceptionally cleared but the complainant or victim does not wish to prosecute.
- *Arrest* – A person has been arrested and charged with this crime or summons has been personally served. This includes juveniles who are released to their parents/guardians.
- *Closed for Information Only* – Incidents where no crime occurred and the report was filed for informational purposes.
- *Direct Indictment* – Incidents where the facts of the case are presented directly to a grand jury for indictment.
- Referral –
 - Adults who qualify may be referred to the City Attorney's Diversion Program.
 - Juveniles who qualify may either be referred to the Juvenile Diversion Program Coordinator or a recognized social agency.
 - Referral of the investigation to an outside law enforcement or social agency.
- *Exceptionally Cleared* – A case is cleared by exception if any of the following questions can be answered affirmatively:
 - Has the investigation established the identity of the offender?

- Is there a reason outside of law enforcement control that precludes arresting, prosecuting, or charging the offender?
- Is a foreign agency filing criminal charges against the offender resulting from the same incident?

After case assignments, the offense and/or incident report(s) (including related documents) are forwarded to the records specialist for processing. The records specialist then forwards all assigned cases to the UAPD criminal administrative assistant for creation of a case file folder. The report is forwarded to the assigned detective and/or officer.

Only active case file folders are kept by the investigating detective/officer. Once an investigation is complete, the investigator makes the appropriate computer data entries. The case file is then forwarded to the Detective sergeant and Investigative Bureau lieutenant for final review and approval. The case file is then forwarded to the administrative assistant for Uniform Crime Report (UCR) purposes or more currently into the National Incident Based Reporting System (NIBRS) entries and filed in the records storage room. All open case files assigned to a detective are secured in a locked cabinet. Accessibility is restricted to personnel and Division supervisors per General Order chapter 42.

Upon final disposition, case files are processed as specified earlier, and maintained in the records storage room if the case remains open. If the case is inactive it is stored in the blue storage room, located in the lower level of the municipal services center. Routinely, arrest case files are retained until the records specialist transfers the case files that are older than four years old to the "Blue Room" for storage.

CPSM's review of the case intake, filing, and storage of reports concluded that UAPD has implemented secure protocols with locked cabinets, logging of cases, and proper storage of evidence in the property room. However, CPSM recommends that UAPD begin to develop a digital process to file reports to avoid hardcopy storage in separate areas of the division. The current records management system does not have the full capacity to digitally store and track police reports, photographs, and other investigative items; CPSM recommends the UAPD rectify the RMS web-based system with the vendor.

The department recognizes the importance of specialists in areas such as the DEA task force and violent crime; however, UAPD should continue its evolution in expanding the department's expertise in major crime investigations. Given the size of the agency, and its limited Investigative Bureau staffing levels, we are not suggesting that a detective only work on cases involving their specialty, but rather, they would serve as the lead investigator for those crimes and assist other detectives regarding other types of crimes as necessary. The Upper Arlington Police Division has generally embraced that principle in its training and responsibility of CIS detectives within that structure.

Workload and Schedules

The Criminal Investigations Section detectives and all personnel are assigned to work Monday through Friday, generally from 7:30 a.m. to 4:00 p.m. While not a firm recommendation, we suggest the UAPD should consider a work study analysis to determine if a 4/10 work schedule would benefit detectives with longer rest periods, particularly as an on-call rotation is possibly considered by the UAPD.

To this point, we have discussed staffing, work schedules, and case intake procedures. Here, we will examine how the detective functions are positioned to manage workload demands. We were constantly briefed on the challenges with the current records management system, which

is a web-based platform offered by Central Square. The confidence in the RMS product was consistently low, with no positive comments about its performance or ability to offer workable benefits. As such, CPSM strongly suggests the RMS be evaluated and specific problems identified so that the vendor is made aware of the challenges. These issues have led to work-arounds with off-the-shelf products and internal systems such as Excel to track and manage data and investigative data.

Based on our examination of the workload, we conclude that the UAPD should fill the fourth detective position as soon as practical and reduce the average number of cases per detective as reviewed in the case management section of this assessment. This recommendation will be furthered explain through our review of national standards and UAPD data. It should be noted that due to internal challenges with UAPD's RMS system there are no reporting numbers for 2021 and YTD 2022. Also, the clearance rates listed from the UCR national reporting numbers do not reflect the up-to-date numbers provided by UAPD for 2019 and 2020.

The following data tables are a review of UCR Part 1 crime data along with clearance rates for 2019 and 2020; 2021 data is not available due to the challenges with the RMS. Useful data that is not included in these tables is limited gang-based statistics, number of crime victims referred to victim advocate organizations, and crime statistics by crime type. It is recommended that UAPD track the number of crime victims referred to local victim advocacy groups from cases such as domestic violence incidents. This will enhance community relationships and help identify trends related to victim advocacy. It is recommended that UAPD consider assigning criminal cases by crime type to expand the professional expertise of all detectives.

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TABLE 5-2: Reported Upper Arlington, Ohio, and National Crime Clearance Rates, 2019

Crime	Upper Arlington			Ohio			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	5	1	20%	442	184	42%	14,325	8,796	61%
Rape	1	0	0%	4,236	794	19%	124,817	41,065	33%
Robbery	5	1	20%	6,558	1481	23%	239,643	73,091	31%
Aggravated Assault	1	0	0%	15,852	6129	39%	726,778	380,105	52%
Burglary	52	3	6%	33,660	3813	11%	981,264	138,358	14%
Larceny	299	56	19%	132,488	25341	19%	4,533,178	834,105	18%
Vehicle Theft	15	3	20%	13,614	1197	9%	655,778	90,497	14%

TABLE 5-3: Reported Upper Arlington, Ohio, and National Crime Clearance Rates, 2020

Crime	Upper Arlington			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	18,109	9,851	54%
Rape	0	0	NA	110,095	33,689	31%
Robbery	9	3	33%	209,643	60,377	29%
Aggravated Assault	2	1	50%	799,678	371,051	46%
Burglary	44	2	5%	898,176	125,745	14%
Larceny	285	55	19%	4,004,124	604,623	15%
Vehicle Theft	7	0	0%	727,045	89,427	12%

Case Intake (Challenges with the Records Management System)

Law enforcement agencies vary widely in case intake policies and practices relative to investigative division functions. In some agencies all cases are assigned to detectives for review and follow-up investigation as appropriate. In others, only felony cases are generally referred to detectives, while patrol officers are responsible for the investigation to completion of misdemeanor cases. Various hybrids are utilized by others. Decisions as to the case intake processes are often driven by staffing levels and crime trend data.

UAPD utilizes a review process by the CIS sergeant to assign cases and evaluate workloads. Based on increased investigative caseloads, lower-level crimes might be returned to patrol for additional investigative efforts, requiring patrol officers to complete additional work before assigning the case to CIS. The patrol case assignments are not tracked by the CIS sergeant and oftentimes the case work by patrol officers is not tracked in the records management system. When a crime occurs in Upper Arlington, patrol officers generally serve as the first responder and take the initial report. If the case qualifies as a major or serious crime, the case will ultimately be investigated by the Criminal Investigations Section. For major investigations related to homicides and officer-involved shooting, the UAPD utilizes an agreement with the Ohio State Highway Patrol's Office of Criminal Investigation for resources and uses Columbus Police Department resources as needed. Although a regional agreement is in place, UAPD responds to all initial major crimes, homicides, and officer-involved shootings. Examples of the crimes responded to are:

- Homicide.
- Robbery.
- Sexual Assault.
- Aggravated Assault.
- Special circumstances criminal incidents.
- Officer-involved shootings under a regional agreement plan for outside police agencies to assist with OIS and major investigations.

Less urgent and minor crimes such as simple assault, burglaries, general thefts, auto thefts, and similar crimes are also assigned to CIS detectives; however, as previously mentioned, depending on the workload these cases may occasionally be retained by the original handling unit, usually a patrol officer. Case assignment decisions are carefully decided by the CIS sergeant based on the complexity and the seriousness of investigations. In the event an investigation requires expertise beyond that of the patrol officer, and a significant commitment of time, the case may be reassigned to detectives to either assume control of the investigation or assist the patrol officer.

Central Square Technologies (CST) provides the department's web-based RMS. Within this product is a case management system; however, it is not used by the UAPD. There is an opportunity for UAPD to better understand the system's abilities and enhanced use of CST as a universal tool but it requires a joint effort with CST. This phenomenon is not an uncommon occurrence for police agencies; when CAD/RMS systems are implemented there is a need for retraining and consistent usage to achieve successful implementation. UAPD's challenges with a new RMS are being overcome through training and better understanding of the CST system; however, the challenges confronting many areas of the department are becoming more serious

as employees develop work-arounds to make up for the web-based system's failures. This concern should be immediately discussed with the department, city IT, and the CST vendor.

It would benefit UAPD to reach a point where the CST system is the primary tracking mechanism for caseload assignments, which would also then allow for the development of investigative dashboards to identify trends and emerging issues.

It is a universal challenge in policing to utilize only one system; thus, the creation of "stand-alone" databases or management software is not uncommon. In determining if there is a reasonable likelihood of solving the case, supervisors track this process in the stand-alone systems separate from the CST system.

Case Management/Case Clearance Rates

Examination of the types of crimes being investigated provides some insight into the relative workload and associated staffing. The following table includes the number of detectives, total cases assigned, average cases assigned per detective, and the average workload per detective:

TABLE 5-4: Detective Section Case Assignment and Closed Cases for 2020 & 2021

Detectives	Average cases	Assigned	Clearances	Clearance Rate
2019 (4) Detectives	94.5	370	175	47.29
2020 (3) Detectives	115	324	98	30.24

Source: Upper Arlington Police Department

There are no absolute standards to determine appropriate caseload for police investigators. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. Nonetheless, the International Association of Chiefs of Police (IACP) suggests that a detective caseload of between 120 and 180 cases per year (10 to 15 per month) is manageable. The 2019 overall caseload for UAPD's four detectives was 94.5 (total of 378) and increased to 115 in 2020 (total of 347) while the number of detectives declined to three. It should be noted that these national Uniform Crime Reporting numbers are often higher than the internal numbers provided by the police department. This occurs because internal numbers of detectives are particular to the number of specific detectives while the national UCR numbers represent all investigative cases. There are occurrences where cases are cleared through other means or through the efforts of other law enforcement agencies.

Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year. However, over the past few years changes in investigative techniques and mandates have altered the trajectory of investigative work. Many basic search warrants require a much higher level of investigation and time commitment due to the need to examine such things as smartphones and information such as cell tower data from hundreds of cell towers (as an example). This has increased the complexity of investigative work by the number of technology systems utilized. Therefore, the time required to investigate a case with pursuable leads has likely increased over the past few years with no empirical metric yet developed as a "benchmark" for police agencies.

The anomaly represented in this assessment is that UAPD does not identify the specific type of cases assigned to each detective, thus making it difficult to measure clearance rates. As an example, the national average clearance rate is 45.6 percent for violent crime and 17.6 percent for property crime, an average of 31.6 percent overall. UAPD does not separate violent and property clearance rates. As an example, in 2019 UAPD exceeded the national average clearance rates with four detectives but was below the national standard in 2020 with only three detectives. CPSM recommends that UAPD fill the fourth detective position as soon as practical to reduce the workload per detective.

The various technology systems used by the Upper Arlington Police Division are listed below; this list offers an indication of the effort and time required to research, review, and act on investigative data. The inability to use modern investigative software and technology prolongs case investigative time, requires additional personnel, and limits an investigator's ability to manage caseloads.

- Mapping and analytic software.
- Microsoft SQL Server Reporting Services, data storage, query, and analyzing.
- Crystal Reports, customized data reports.
- Location data intelligence for existing incidents, calls, and other resources.
- Comprehensive collection and data analysis applications.
- Visual analysis tool for social networks and geospatial/tumoral views to connect patterns in data.
- CellHawk, cell phone data analysis system.
- Central Square Inform Records Enterprise, manages local government systems.
- Vigilant License Plate Reader.
- Flock License Plate Reader.

Our review of the case management and clearance system showed that the reports created and maintained as specialized documents are separate from the Central Square Technologies software program. UAPD would benefit from utilizing one reporting system after the RMS challenges are identified and resolved. This level of report system would enable case updates, audit abilities, and ensure detectives are actively pursuing case investigation leads and regularly reporting outcomes under a universal system.

In terms of solvability factors, CPSM would offer a structure that we believe provides greater definition of solvability factors, and while providing guidance, allows detective supervisors greater discretion in determining whether a case warrants investigation. These factors include but are not limited to the following:

- The suspect is named.
- The suspect can be identified.
- The address of the suspect is known.
- The suspect can be located.
- The license plate number of the vehicle used in the crime is known.

- The vehicle can be identified.
- There was traceable stolen property.
- There were identifiable latent fingerprints lifted from the scene.
- There was potentially identifiable forensic/biological evidence collected.
- A significant modus operandi has been recognized in the case.
- It is reasonably suspected that there was a limited opportunity to commit the crime.
- There is reason to believe that further investigative effort will lead to the solving of the crime.

These solvability factors, while offering greater discretion to the reviewing supervisor, are consistent with best practices.

While these fall within generally accepted objectives of case management, other important elements of an effective case management system are not included. These include automated notification to supervisors of investigations exceeding normal completion periods and/or case updates, and clearance rate percentages by individual detective. We note here as well, that as we attempted to acquire historical case management data, we were advised that it could not be accurately extracted from the case management system due to the RMS and its vendor, Central Square Technologies.

According to the national benchmarks, it would appear that Upper Arlington Police Department has adequate resources to manage criminal investigations when considering caseload and staffing levels. CPSM recommends that UAPD would need to fill the current detective vacancy and rearrange the detective structure to reduce workload levels and return to hire clearance rates.

Unsolved Murder Cases/Missing Persons (Proposed)

The use of the term “unsolved murder” cases, also known as “cold-cases,” continues to be part of the CPSM’s review of investigative practices. The purpose of this effort is to ensure justice will be served for those who have lost loved ones to violent crimes or continue to be classified as missing persons. UAPD tracks and manages unsolved and critical cases beyond the five-year period and is currently conducting examination of a 1980 missing person case involving an eight-year child. The investigation is being conducted by the CIS sergeant. It is recommended that UAPD conduct an annual staff level review of all unsolved violent crimes for the current year as well as reaching back as far as current records would allow. This will continue to hold UAPD accountable to police investigations while bringing potential relief and closure to the families of the victims while also locating missing persons.

CIS TRAINING

Currently, UAPD ensures CIS detectives receive proper internal training for their individual types of investigations; it should also list required courses in the policy manual. The Ohio Peace Officer Training Academy (OPOTA) does not require perishable skill training in the investigative knowledge and experience domain; however, the OPOTA website offers both online and in-person courses for officer development. CPSM recommends that UAPD follow a training matrix of classes for all investigative positions to further their investigative expertise. This should include usage of OPOTA’s website to register and attend courses regionally or arrange for courses to be held at UAPD.

The adherence to a formal training plan ensures best practices and contemporary investigative approaches. New detectives should receive training within a designated and reasonable time period upon their appointment. A training matrix listing required/desired training should be available for each assignment within the division. By developing specialties of assignments training can be tailored as necessary.

Supervisors can then track their employees to ensure that this training is prioritized over other training offerings that may be available. For instance, as training requests are submitted, the course curriculum can be evaluated to determine if it is relevant to the assignment, especially if core courses have yet to be attended.

It is equally important and recommended that CID develop a reference manual for detectives and supervisors separate from the department policy manual. This should include common forms, search warrant samples, and operational guidelines. Examples of manuals are available from other police departments. These operational manuals benefit new detective staff and supervisors, easing the transition into Investigations.

ON-CALL AND ROTATION SCHEDULE

As stated previously, CPSM recommends the implementation of a year-round on-call schedule to provide for at least one detective to respond to emergency crime scenes or incidents involving special circumstances or requiring investigative expertise. CPSM would suggest that the current model of call-out availability does not serve the best interests of the department, workforce, or the community. There are a number of reasons for such an action but CPSM realizes the challenges of establishing an on-call schedule.

CPSM also recommends continuing the detective rotation of three to five years. This allows for a performance review at three years to ensure a detective is meeting or exceeding investigative expectations, with the option to extend up to five years or longer as deemed necessary. And while we will address this here, it applies throughout the department, and certainly for regional task forces as previously stated. Reasons for a shorter rotation period include:

- Providing an opportunity for other employees to gain valuable experience in special assignments.
- Avoids potential stagnation.
- New energy and ideas may be brought into the workforce.
- Officers rotating out of investigative assignments bring valuable experience into their new assignments that they can share, especially relative to patrol or other enforcement-related assignments.
- As personnel are promoted, they bring more diverse experience into their supervisory/leadership roles versus being largely singularly dimensional. This enables for them to be more informed decision-makers for the betterment of the entire department, not just focused on that section in which they spend the majority of a career.

That said, some assignments require a high degree of training and expertise to be effective. These include, but are not limited to, homicide, high-tech crimes, financial crimes, crimes against children, and multidisciplinary accident investigations. A term of three to five years, a normal rotation schedule in many agencies, is generally sufficient to master the skills and experience necessary to effectively investigate such. A policy that allows for department discretion in

extending such special assignments is appropriate, and CPSM would encourage that those mentioned here receive high consideration for such an extension, in some cases indefinitely. The challenge of returning experienced detectives to patrol is an investment in the department but one that requires strategic decision-making and further discussion.

CIVILIAN STAFF (PROPOSED)

Virtually all law enforcement agencies of the UAPD's size and complexity utilize civilian support staff in their Investigative divisions. They perform clerical and investigative support functions in a wide variety of ways. The Upper Arlington Police Division has one professional staff and a records specialist. The use of a police officer for the crime analysis position was a routine policing practice in the early 2000s; however, this mindset has transitioned with the expanding professionalism, education, and expertise of civilian workforces. It is considered a best practice to hire civilian (professional staff) for crime analysis positions. In this area of review, CPSM will recommend professional staff positions for CIS; however, a detailed listing of specific recommended positions can be found in the performance review section of this assessment. An example of best practices in use of professional staff and properly training volunteers include the following list of responsibilities:

- Transcription services.
- Gun release approval and documentation.
- Freedom of Information Act requests specific to Investigations.
- Preparing case transmittals for patrol-generated arrests.
- Assisting with missing persons (non-critical).
- Assisting or certain duties at crime scenes.
- Crime analysis reports, crime trends, and special crime reports.

Each of these duties, and more, are suitable to be performed by a civilian employee at a substantially reduced cost while freeing up commissioned officers to perform more critical duties. We strongly suggest that consideration be given to redistributing appropriate duties to civilian employees, freeing up detectives to perform more critical investigative functions. CPSM recommendations begin an assessment of the work responsibilities of the current CIS professional staff assistant to ensure the workload is related to the Investigative Bureau. A review of the division of labor shows that (due largely to vacancies and the number of available employees) many of the work responsibilities unevenly traverse the department and a review of work duties would better serve the organization as vacancies are filled among the other administrative positions.

WORKLOAD OF THE CRIME ANALYSIS POSITION

The workload of the Crime Analysis Unit is based on the specialized requests for analytical efforts from patrol and detectives, to include the DEA task force as needed. The workload over the past three years has continually increased with special reports and other specific needs are guided by General Order 40.2. These job duties include:

Investigations/Intelligence

- Offer analytical, investigative, and/or coordination assistance during major case investigations, such as lead tracking, link construction and analysis, and crime mapping
- Investigative leads (RMS) review and assignment, and corresponding investigative lead write-up.
- Generate crime and intelligence bulletins, and disseminate crime analysis reports.
- Establish and maintain repeat offenders list that encompasses prolific violent and property offenders; identify offenders who may be targets of additional intelligence gathering.
- Offender and location workups for investigative purposes.
- Collect intelligence from a variety of sources to create usable and actionable intelligence information, including social media and open-source intelligence.
- Track stolen/recovered firearms, as well as stolen/recovered vehicles to monitor for patterns and/or repeat locations.

Administration

- Weekly Event Brief highlighting events in and around Upper Arlington.
- Plan, oversee, and carry out administrative and strategic analyses to be used by Command Staff and City Council for planning, budgeting, and improvements in operations.

Other Department-wide Responsibilities

- Compile analytical bulletins and general intelligence bulletins, as well as products to assist in the identification of offenders; products distributed as necessary both internally and externally.
- Nuisance violations and code enforcement calls (total CFS by type).
- License Plate Reader requests.
- Serve as a liaison or point of contact to outside agencies including local, state, and federal, as well as community organizations and local colleges/universities.
- Maintain analytical software for tracking, monitoring, and evaluating criminal activity.
- Detective-assigned cases.
- Annual reports.
- Crime bulletins.
- Officer activity reports specific to beats and crime trend activity.
- Crime offense reports.
- Comparable agency statistics.
- Calls for service (CFS) per hour/day of week.

The data/information utilized by the crime analysis officer in the development of these reporting instruments is derived from a variety of software programs. These include:

- RMS and CAD reports.
- Crime analysis software.
- License Plate Readers.
- Social media monitoring.
- Geographic information system, crime mapping.
- Social media: Facebook, Instagram, Twitter, Snap Chat.

While the above duties consume the efforts of a full-time sworn employee and supported by professional staff assistance, UAPD will need to conduct a further assessment to civilianize this position for future growth and opportunity.

To ensure that efforts coincide with “Best Practices” in crime analysis, it is recommended the crime analyst maintains membership in the International Association of Crime Analysts. CPSM also recommends the current crime analysis position be converted to a professional staff (civilian) position, allowing the current police officer to be redistributed into the detective cadre. The position could be used for conversion into a specialized domestic violence, ICAC, and crimes against children detective position. The challenges with the current crime analysis position are difficult to overcome due to significant issues related to workload and the RMS system. The workload of the crime analyst requires the development of many internal digital reports and special coding to develop the various crime reports for frontline police officers and command staff, as well as special reports used to update city government and council members.

FORENSIC SPECIALIST POSITION

The Criminal Investigations Section maintains evidence technicians on a 24-hour call-out basis without a specific on-call process. If the patrol supervisor deems it necessary to contact a criminal investigator to respond to a crime scene, he/she contacts the Criminal Investigations supervisor who determines which personnel should be contacted to respond to the scene. This could either be current UAPD officers assigned as detectives for call-out or personnel from the Ohio State Highway Patrol or the Columbus Police Department.

This detective/evidence technician is used to supplement UAPD patrol officers at major crime scenes and, if necessary, assume crime scene responsibility in coordination with the patrol personnel. A CIS sergeant or lieutenant can authorize any CIS detective to assume primary responsibility for processing of the crime scene as they coordinate with uniformed officers to ensure that the crime scene is thoroughly processed. This process is guided by General Orders; however, very limited “how-to” processes were available for CPSM’s review.

The use of a specific position as a forensic technician requires additional forethought and growth as the UAPD considers expanding its services. The current forensic specialist work is either conducted by an on-scene shift patrol officer or a detective. Ohio State Highway Patrol crime scene investigators or the Columbus Police Department are used for response and evidence collection. As these larger police agencies become increasingly busier there is a potential for response times to increase or incidents when outside resources are unable to immediately respond. As such, UAPD should assess this challenge, as it is also a growing problem across the United States and UAPD will be able to prepare for the future. Therefore, UAPD should assess the

need to establish a civilianized forensic specialist for crime-scene evidence documentation and collection. The responsibility can also include responses to traffic-related fatalities.

The duties of crime scene forensic technicians are specifically related to evidence collection/processing at crime scenes to include:

- Photography.
- Video walk-through (major incidents).
- Evidence collection/packaging/voucher +Any additional lab processing.
- Latent print processing.
- DNA/trace evidence collection.
- Attend all autopsies for death incidents.
- Assist with arson/fire investigations.

Other duties include:

- Courtroom testimony to include extensive pre-testimony preparation.
- Public fingerprinting.
- Assist at major accident investigation scenes.
- Assisting outside agencies with crime scene processing and analysis

The ability to establish new positions for current and future needs is a strategic effort that is difficult at best to secure future funding for essential police services. Crime scene forensic specialist is a specialized assignment that would reduce the workload of field personnel as well as detectives, allowing for their focus to shift to locating suspects, interviewing victims and witnesses, and preparing search warrants for premise searches and technology-related efforts. UAPD should continue to expand its workforce in specialized areas of police work by shifting specialty work to qualified, well-trained civilians to reduce cost and expand opportunities.

RECORDS SECTION

The Records Section of the UAPD employs one records specialist who works closely with the CIS sergeant on a daily basis. The computer-aided dispatch (CAD) system is owned and operated by the Northwest Regional Emergency Communications Center (NRECC) within the Dublin Police Department. NRECC includes the City of Dublin, Upper Arlington, Norwich Township, Washington Township, and the City of Worthington. As such, UAPD does not manage or control the CAD system; however, it regularly utilize the system's data to generate internal reports and evaluate crime trends. Since August 2021, UAPD has used the Central Square Technologies (CST) Records Enterprise records management system (RMS) combined with a field-based reporting (FBR) system in a simplified, browser-based user experience to give officers the ability to stay in the field and complete their patrol, investigations, and report responsibilities. A single consolidated RMS and FBR system offers cross-department workflow, resulting in a creation of cases, tasks, and assignments.

This web-enabled platform delivers the ability to work on reports and investigations from any location and any device that uses a supported web browser. As stated before, CPSM found a

very low confidence level in the use of the CST/RMS system by the Criminal Investigation Section detectives, sergeant, crime analysis officer, records specialist, and others within the UAPD. CPSM recommends that the RMS system challenges be placed at the highest of priority for UAPD to repair and improve as soon as practical. A few areas of RMS-based statistical data needed for this assessment were not available or are not tracked by UAPD. As an example, NIBRS-related data was not available nor were crime statistics from the RMS system.

The Records Enterprise system creates PDF copy of an officer's report, automatically saves the report during data entry, and provides a way to add comments to a report. Agencies can configure their application to conform to the Federal Bureau of Investigation (FBI) Criminal Justice Information System (CJIS) password policy. UAPD patrol officers are responsible for inputting all police report data into the RMS system and the report is later reviewed by the detective sergeant for approval. The report is also reviewed by the records specialist in order to prepare other reports related to the Uniform Crime Report System (UCR) and the National Incident Based Reporting System (NIBRS).

The RMS web user interface (Web UI) is web-enabled for accessibility from any location or device using a supported web browser. Advantages of this are:

- Makes the capabilities of records management available in the field.
- Runs on multiple internet browsers for use on tablets, laptops, or personal computers.
- Updates and hotfixes/patches managed centrally for ease of maintenance and distribution.
- The Data Entry Designer enables customized data entry templates, layouts, fields, labels, required sections, required fields, custom fields, default values, and code table values
- The Workflow Designer enables the creation and customization of workflows for each type of report and each data entry template without requiring a static, linear workflow for every department.
- Queues: Allows customized queues on landing page to meet individual preferences.

The Records Section is also responsible for producing monthly statistical crime data for various reports and reporting to the National Incident Based Reporting System (NIBRS). The NIBRS reporting system is likely to produce an initial increase in crime reported due to changes from the UCR's summery reporting system to the NIBRS reporting system. NIBRS allows up to 10 offenses to be reported per incident. Under NIBRS, each crime within an incident is one crime to be counted, potentially leading to a higher reporting number. However, UAPD is currently unable to report its crime statistics to the FBI reporting system due to technical issues with the Central Square Technologies. CPSM again recommends that UAPD address this challenge as soon as practical.

Audits

The Records Section is inspected and audited every three years by the Criminal Justice Information System–Technical Security Inspection Team. The inspection is conducted by Ohio State LEADS (Law Enforcement Automated Data System), with the last audit on August 18, 2021. The audit included the following reviews:

- General questions related to network updates and security policies.
- Third-party vendor contractors.

- Data storage.
- Written policies.
- Security practices/awareness.
- Agency infrastructure.
- Remote access.
- Physical protection/workstation security.

The report was reviewed by the UAPD and the UA-Informational Technology Department; issues identified and corrected from the audit included:

- Virtual storage and logging of criminal justice information (issue was explained, no action required).
- Further explanation by UAPD in use of 802.11x wireless technology access to Criminal Justice Information (no issue, required listing of the wireless technology).
- Security awareness training logs were reviewed to ensure compliance with CJIS.
- Further explanation of how UAPD utilizes the city's informational technology with the CJIS systems.

Police Reports

All CJIS audit items were corrected mostly through discussions with CJIS. No other audits or inspections were conducted at the state or national level. Another area of CPSM's work included the review of police reports to provide a snapshot of total reports written by UAPD. The UAPD generally prepares about four police reports per day over the course of a year:

- 2019–1,503 reports.
- 2020–1,439 reports.
- 2021–1,518 reports.
- 2022–977 reports (YTD).

During our review of the police report process, intaking of information, and use/storage of reports, CPSM noted a couple of findings.

First, it would benefit UAPD to develop an online (web-based) reporting system for the public to use to report such things as minor thefts or vandalism incidents with little or no suspect information. This type of reporting can generally reduce by 3 percent to 5 percent the minor police reports officers would otherwise have to write. This type of approach is highly supported by the community and helps to keep officers available and thus reduce response times through higher availability.

Second, based on our review of the UAPD's police report writing, filing, and storage processes, we believe the UAPD would benefit by converting its current police report system into all-digital storage. CPSM recommends UAPD convert original police reports and other documents to a digital system for storage and discontinue "hard-copy" storage. A digital filing system will help to increase security of documents and reduce boxed storage in various rooms.

In this review, CPSM found that every police report is reviewed by the detective sergeant and about four police reports are entered into the system each day by patrol officers. The report system requirements include the standards by the Federal Bureau of Investigations 2021 requirement of reporting crime under the newly developed National Incident-Based Reporting System (NIBRS) and the Ohio Incident-Based Reporting System. As previously mentioned, the state audits are conducted every three years by Ohio Law Enforcement Automated Data System (LEEDS) and the last state audit was reviewed for this assessment.

Clearance rates are an important measure of a department's performance and can lead to the identification of training needs, additional supervisory oversight, and in some cases reassignment from a detective unit. Staff indicated that CIS is responsible for maintaining information on clearance rates, managed by office staff and the crime analysis technician; this requires a direct relationship between the CIS sergeant and the records specialist.

CPSM maintains that while preventing a crime is of utmost importance to any law enforcement agency, solving crime should have parity. The solving of crimes which results in the prosecution of offenders not only prevents future crime, it provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Report (UCR), are the benchmark for a department's effectiveness in solving crimes; however, the Criminal Justice Information Services (CJIS) developed new standards on crime reporting beginning in 2021.

Historically, the UCR had established a strict three-prong criteria for clearing of a case. For UCR reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. Convictions or acquittals are not factored into clearance rates.

More recently, the Criminal Justice Information Services (CJIS) Advisory Policy Board (APB) decided in 2016 that the FBI UCR Program would transition to a National Incident Based-Reporting System (NIBRS) data collection by January 1, 2021, requiring all federal, state, local, and tribal agencies to meet the requirement through a transition plan for crime report conversation. This would allow police agencies to begin reporting NIBRS crime statistics in January 2022. UAPD met that deadline and began to report Part I and Part II crimes into the new group reporting system under the NIBRS data collection system; however, as of August 2021 due to the challenges with the RMS system, UAPD reported under the NIBRS requirement. NIBRS requires crimes to be reported under group A or group B types with three classifications:

- Crimes against persons.
- Crimes against property.
- Crimes against society.

As mentioned earlier, the operational challenges presented by the RMS limits the transition to one stand-alone system. The information is currently not being collected due to technical issues with CST.

At the conclusion of this operations assessment, it was clear that the CST web-based system is the most pressing challenge for UAPD. The system offers advanced capabilities for UAPD with tremendous opportunity to manage data, improve investigative research abilities, and provide real-time crime-trend snapshots for all personnel. A functional RMS system also provides storage, retrieval, retention, archiving, and support of multiple reporting systems; fortunately, UAPD has been able to regularly achieve these objectives. CPSM recommends that UAPD collaborate

with the city's IT department to resolve the challenges with the RMS system. This would benefit the UAPD and the community of Upper Arlington; however, the current challenges with the CST web-based system is limiting UAPD's opportunity for growth.

CPSM recommends the UAPD should consider establishing a civilian supervisor to manage the various records operations possibly expanding its span of control to other civilian-based operations such as public requests for documents, body-cam and in-car video file management, policy management, and other related duties.

Criminal Investigations Section Recommendations:

- CPSM recommends an assessment of the work responsibilities of the current CIS professional staff assistant to ensure the workload is related to the Investigative Bureau and the various Bureau sections. (Recommendation No. 18.)
- CPSM recommends as workloads increase the UAPD will need to reevaluate the detective structure and assess the need for realignment. (Recommendation No. 19.)
- CPSM recommends that the Investigative Bureau develop a detective reference manual separate from the department General Orders. This should include common forms, search warrant samples, operational guidelines, and local resources. (Recommendation No. 20.)
- CPSM recommends that UAPD fill the fourth detective position as soon as practical to increase clearance rates and apprehend suspects. (Recommendation No. 21.)
- It is recommended that UAPD coordinate with the City Attorney's Office and their victim advocate to track the number of crime victims referred to local victim advocacy groups from domestic violence incidents. This will enhance community relationships and help identify trends related to victim advocacy. (Recommendation No. 22.)
- CPSM recommends that the UAPD reduce the DEA task force to one officer and transfer the position into the detective cadre. (Recommendation No. 23.)
- It would benefit UAPD to develop a case management system utilizing the records management system for caseload assignments and which would enable the development of investigative dashboards for trends and emerging issues. This approach would eliminate stand-alone reporting systems currently in use due to the lack of confidence in the RMS system. (Recommendation No. 24.)
- CPSM recommends that UAPD evaluate the use of civilian support staff or volunteers to be assigned to the Investigative Bureau to perform other non-essential investigative functions and less urgent missing person investigations. (Recommendation No. 25.)
- It is recommended that UAPD conduct an annual staff level review of all unsolved violent crimes for the current year as well as reaching back as far as current records allow. (Recommendation No. 26.)
- CPSM recommends the development of an after-hours, weekend, and holiday on-call system for a detective to respond to critical investigations while offering expertise for patrol personnel. (Recommendation No. 27.)

Crime Analysis Recommendations:

- The crime analysis position should continue to be maintained; to ensure that efforts coincide with “Best Practices” in crime analysis, it is recommended the crime analyst maintain membership in the International Association of Crime Analysts. (Recommendation No. 28.)
- CPSM recommends the current crime analysis position be converted to a part-time or full-time civilian position, allowing the current police officer to be redistributed into the detective cadre. (Recommendation No. 29.)

Crime Scene Forensic Recommendations:

- CPSM recommends UAPD develop a civilian forensic position and continue to develop policy and procedures for future efforts. (Recommendation No. 30.)

Records Section Recommendations:

- CPSM recommends that the RMS system challenges be placed at the highest of priority for UAPD to improve the current set of technical issues being experienced. A few areas of RMS-based statistical data needed for this assessment were not available or are not tracked by UAPD. (Recommendation No. 31.)
- It would benefit UAPD to develop an online (web-based) reporting system for the public to file simple reports such as minor thefts or vandalism incidents with little or no suspect information. (Recommendation No. 32.)
- CPSM recommends UAPD convert original police reports and other documents to a digital system for storage and discontinue “hard-copy” storage to better secure documents and reduce boxed storage in various locations. (Recommendation No. 33.)
- Based on the previous recommendation, CPSM recommends that UAPD conduct a strategic assessment with the city’s Information Technology department and develop an immediate approach for resolving the RMS struggles with Central Square Technology and review current technologies being used by UAPD. (Recommendation No. 34.)
- Currently, many administrative duties traditionally handled by civilians, such as vehicle impounds, warrant returns, and other duties are being handled by sworn personnel. UAPD should consider establishing a civilian supervisor to manage the various records operations, possibly expanding the position’s span of control to other civilian-based operations such as public requests for documents, body-cam and in-car video management, policy management, and other related duties. (Recommendation No. 35.)

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SECTION 6. OPERATIONS DIVISION

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

This analysis covers several major elements of the UAPD operations. Patrol allocation and deployment will be addressed first. Several recommendations and options will be offered to increase both effectiveness and efficiency. The analysis will also briefly discuss the administrative and investigative posture of the division. The last section discusses the potential to mitigate workload demands along with a recommendation to leverage strategic planning to bear on crime, traffic, and disorder in the community.

PATROL ALLOCATION, DEPLOYMENT, AND STAFFING

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

Allocation

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

To understand *actual workload* (the time required to complete certain activities) it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Analysis of this type allows for identification of activities that are really “calls” from those activities that are some other event.

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

In general, a “Rule of 60” can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service, which includes all activities that occupy an

officer's time, including calls from the public, self-initiated work, and administrative task. This commitment of 60 percent of their time is referred to as the *Patrol Saturation Index*.

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

This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It reflects the extent that patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to undertake activities such as proactive enforcement, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once such a threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call. Sixty percent of time spent responding to calls for service is believed to be the saturation threshold.

Rule of 60 – Part 1

According to the division personnel data from the May 8, 2022, Organizational Chart, patrol was staffed by 34 sworn police officers (1 lieutenant, 6 sergeants, and 27 police officers). These 34 of the 49¹ sworn officers represent 69.4 percent of the sworn officers in the UAPD. It would appear that the UAPD has more officers assigned to patrol than anticipated. Inspection of the personnel roster, however, indicates that there are several vacancies in non-patrol assignments. Filling these positions would better balance the allocation of sworn personnel in the division.

This part of the "rule" is not hard-and-fast. Taken on its face, however, this part of the "rule" must be considered when examining the operational elements of the division when staffing recommendations are taken into consideration. The data presented here indicate that the UAPD should consider short-term and long-term plans to rebalance the personnel allocation among units in the division.

Rule of 60 – Part 2

The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to

1. At the time of the site visit there were two officers in the Police Academy receiving entry level training. When they graduate the actual personnel headcount for the department will be 51 sworn officers.

the service demands of the community. The remaining 40 percent of the time is the “discretionary time” for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is “saturated” by CFS.

It is CPSM’s contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. A SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS and workload demands. A SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer’s time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60.

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

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

Figures 6-1 through 6-8 represent workload, staffing, and the “saturation” of patrol resources in the UAPD during the two months (seasons) on which we focused our workload analysis. By “saturation” we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is “saturated” with workload demands. This “saturation” is the comparison of workload with available manpower over the course of an average day during the months selected. The figures represent the manpower and demand during weekdays and weekends during the months of summer 2021 and winter 2022. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

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FIGURE 6-1: Deployment and Workload, Summer 2021, Weekdays

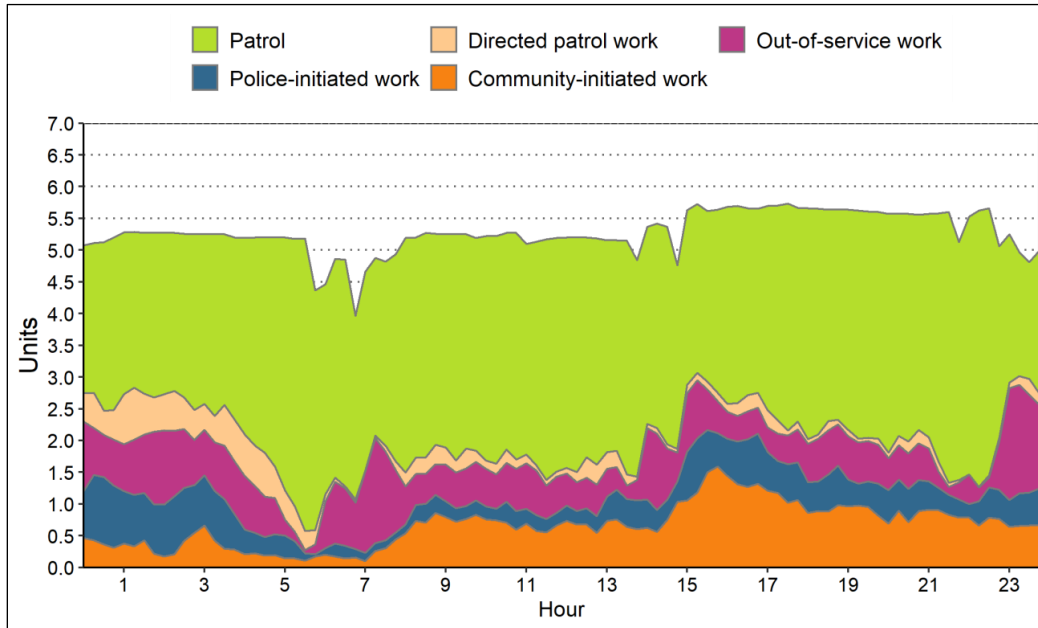
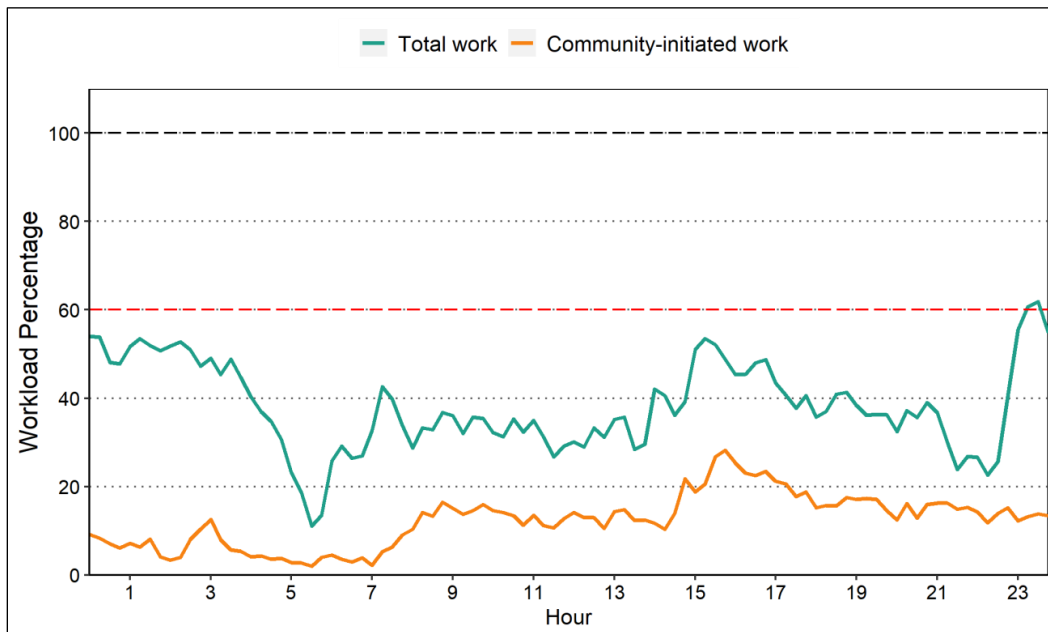


FIGURE 6-2: Workload Percentage by Hour, Summer 2021, Weekdays



Workload v. Deployment – Weekdays, Summer

Avg. Deployment	5.3 officers per hour
Avg. Workload:	2.0 officers per hour
Avg. % Deployed (SI):	38 percent
Peak SI:	62 percent
Peak SI Time:	11:30 p.m.

Figures 6-1 and 6-2 present the patrol workload demands and SI for weekdays in summer. As the figures indicate, the SI exceeds the 60 percent threshold once at around 11:30 p.m. The SI ranges from a low of approximately 15 percent at 6:00 a.m. to a high of 62 percent at 11:30 p.m., with a daily average of 38 percent.

Figure 6-1 illustrates the level of patrol staffing throughout the day with the light green area on the graph. According to the figure, patrol deployment averages approximately 5.3 officers during the weekdays in summer, with a fairly uniform level of officers assigned throughout the day. This can be seen by the somewhat flat line at the top of the light-green shaded area in the figure. The short, jagged lines at the top of the figure represent staffing swings during shift change.

The workload demands from the Upper Arlington community present a typical daily distribution in policing. Call volume is low in the early morning hours and increases throughout the day, peaking in the late afternoon and evening. The supply of officers also fits an expected pattern consistent with the three 8-hour shifts as they are configured. The workload, as represented by the Saturation Index, however, is moderate. Figure 6-2 illustrates that workload saturation stays below the acceptable threshold throughout the day. The one time that workload saturation exceeds the acceptable threshold is at 11:30 p.m. This is around the time of shift change from evening shift to midnight shift, and the workload is actually driven by a high level of out-of-service time during this period. Apparently, many of the officers are out-of-service during this time as they go on or off duty.

Figure 6-1 also shows a fairly substantial amount of time dedicated to "out-of-service" work. This can be seen by the magenta area in the Figure. As discussed, workload dedicated to administrative functions is high during shift change, but also high throughout the day. The out-of-service area of the Figure is prominent all day and rivals both officer-initiated workload (blue), and, at times, workload demands from the community (orange). UAPD patrol commanders should be charged with exploring this issue in greater detail. It appears that out-of-service time is high throughout the day and becomes more pronounced during shift change.

The next six figures represent weekends in winter and then weekdays and weekends in summer. They illustrate a similar pattern as the one described above.

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FIGURE 6-3: Deployment and Workload, Summer 2021, Weekends

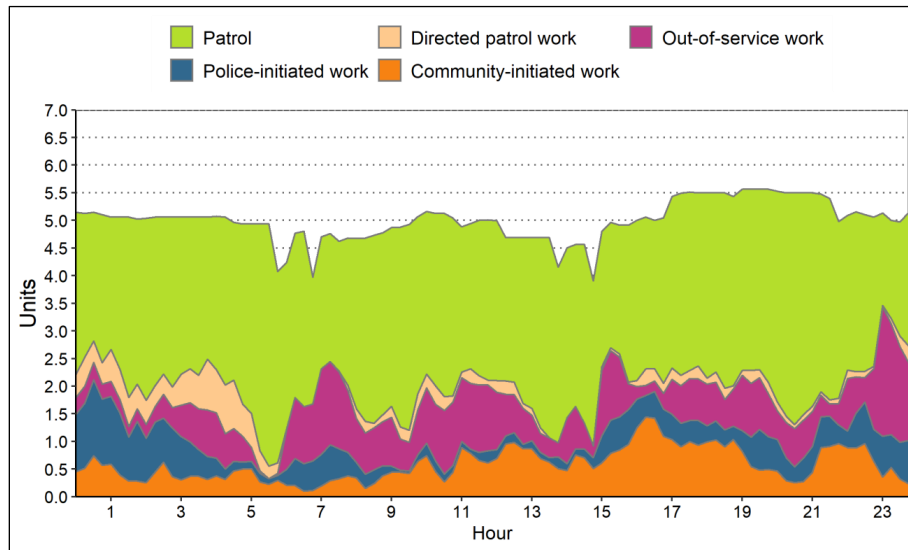
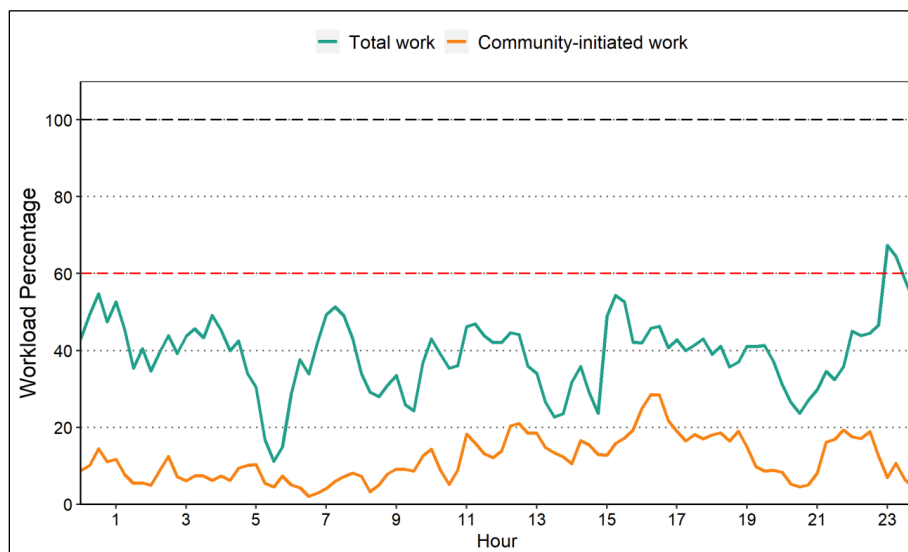


FIGURE 6-4: Workload Percentage by Hour, Summer 2021, Weekends



Workload v. Deployment – Weekends, Summer

Avg. Deployment:	5.3 officers per hour
Avg. Workload:	2.0 officers per hour
Avg. % Deployed (SI):	39 percent
Peak SI:	67 percent
Peak SI Time:	11:00 p.m.

Figures 6-3 and 6-4 present the patrol workload demands and SI for weekends in summer. The workload exceeds the 60 percent threshold once. The SI ranges from a low of approximately 15 percent around 6:00 a.m. to a high of 67 percent at 11:00 p.m., with a daily average of 39 percent.

FIGURE 6-5: Deployment and Workload, Winter 2022, Weekdays

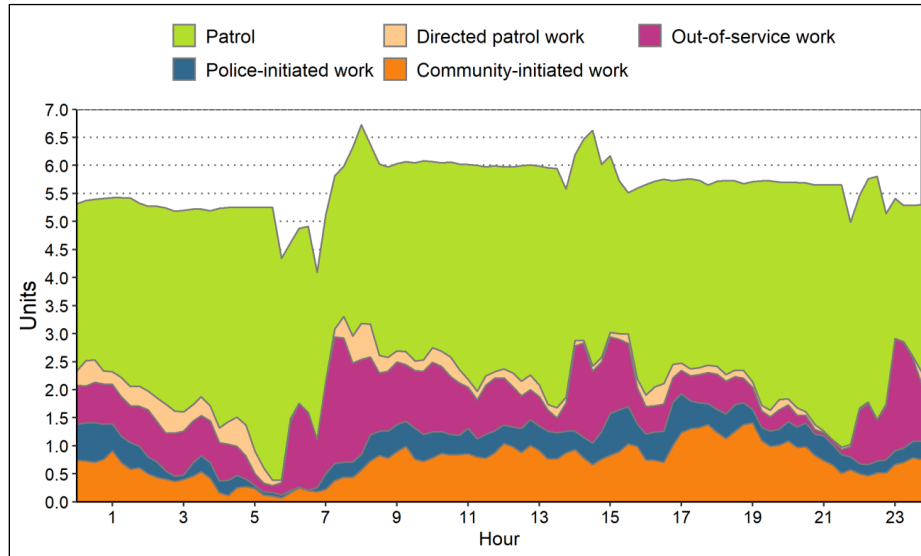
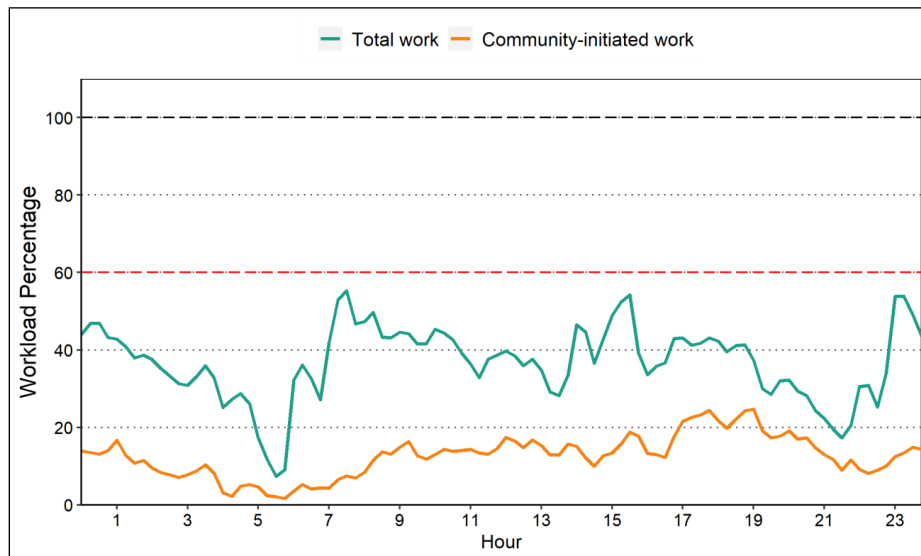


FIGURE 6-6: Workload Percentage by Hour, Winter 2022, Weekdays



Workload vs. Deployment – Weekdays, Winter

Avg. Deployment:	5.6 officers per hour
Avg. Workload:	2.1 officers per hour
Avg. % Deployed (SI):	37 percent
Peak SI:	55 percent
Peak SI Time:	7:30 a.m.

Figures 6-5 and 6-6 present the patrol workload demands and SI for weekdays in summer. The workload never exceeds the 60 percent threshold. The SI sees a low of approximately 10 percent at 6:00 a.m. and hits a high of 55 percent at 7:30 a.m., with a daily average of 37 percent.

FIGURE 6-7: Deployment and Workload, Winter 2022, Weekends

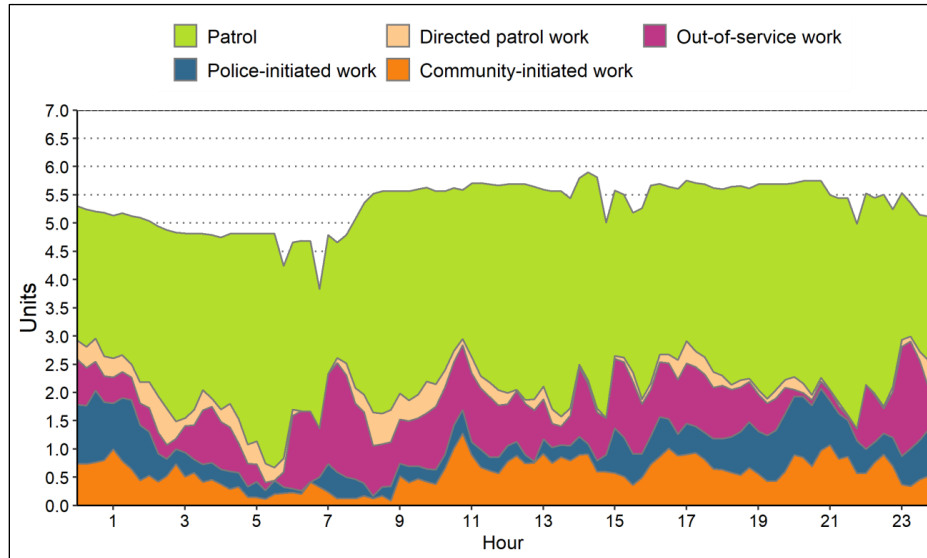
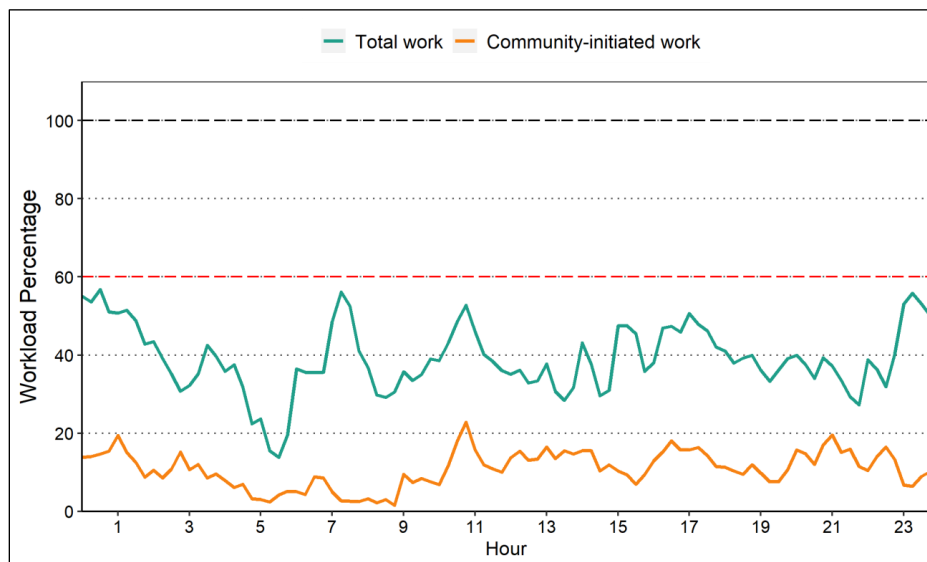


FIGURE 6-8: Workload Percentage by Hour, Winter 2022, Weekends



Workload v. Deployment – Weekends, Winter

Avg. Deployment:	5.3 officers per hour
Avg. Workload:	2.1 officers per hour
Avg. % Deployed (SI):	39 percent
Peak SI:	57 percent
Peak SI Time:	12:30 a.m.

Figures 6-7 and 6-8 present the patrol workload demands and SI for weekends in summer. The workload never exceeds the 60 percent threshold. The SI ranges from a low of about 17 percent at 5:30 a.m. to a high of 57 percent at 12:30 a.m., with a daily average of 39 percent.

The following table summarizes the workload and deployment in the four periods observed.

TABLE 6-1: Summary of Workload and Deployment

	Summer Weekdays	Summer Weekends	Winter Weekdays	Winter Weekends
Avg. Deployment	5.3	5.0	5.6	5.3
Avg. Workload:	2.0	2.0	2.1	2.1
Avg. % Deployed (SI):	38%	39%	37%	39%
Peak SI:	62%	67%	55%	57%
Peak SI Time:	11:30 p.m.	11:00 p.m.	7:30 a.m.	12:30 a.m.

When the 60 percent workload threshold is breached it means the workload is getting too high and officers then have a tendency to shift their focus from being proactive to being reactive. They do this because they want to be available for calls as they come in from the public, respond to emergencies, and be available to back-up their fellow officers. If service demands from work get high, officers will not seek out self-initiated activities that will pre-occupy them because they need to be available for other things that might be coming their way.

The workload demands from the Upper Arlington community present a typical daily distribution in policing. Call volume is low in the early morning hours and increases throughout the day, then peaks in the evening. The supply of officers also fits an expected pattern consistent with the schedules configured in the UAPD. Workload, as represented by the Saturation Index, however, is moderate, and the data suggest that there are ample resources on patrol to handle the workload.

Although the current allocation and deployment of personnel to patrol is sound, there are opportunities to make things more efficient and more effective and which would result in adding greater value to the community. Managing demand and supply in this context involves manipulating three "levers." First, the workload itself must be examined. What kinds of calls are the officers handling, can they be reduced, are there other mechanisms the division can take to minimize service demands placed on the officers?

The second step would be to examine shift schedules. Are the schedules designed in a way that puts officers on duty during the times when they are needed the most? Oftentimes adjustments can be made to better align the supply of personnel and the demand for their services.

The last step, after exhausting the first two, is to examine the number of personnel assigned to patrol. When workload is too high officers often resist proactive patrol, service quality to reactive CFS suffers, and the general negative outcomes of overwork and burnout manifest themselves.

All three of these steps are considered in the following analysis.

DEMAND MITIGATION

It was reported to the CPSM team at the time of the site visit that the division considers no call too small to warrant a response and no case is too small to warrant an investigation. CPSM recommends a more judicious approach that triages CFS and attempts to redirect non-emergency calls away from patrol officers.

Effective and efficient management of patrol operations necessitates minimizing CFS assigned to officers on patrol and preserving scarce resources for emergencies. When examining options for the division's direction, the city and the division face the choices of providing a full-service

patrol response, or take steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol. CPSM recommends that the division explore mechanisms to alleviate workload demands on patrol.

There are several major categories of CFS that should be examined with an eye towards drastically reducing or eliminating an immediate police response. It is also recognized that community stakeholders may not be in favor of eliminating any CFS from the police responsibility. Nonetheless, it is recommended that the UAPD engage in a process where these CFS are examined and a determination made to either discontinue immediate response to certain calls or modify the approach to responding to these CFS.

TABLE 6-2: Calls for Service, with Average Units per Call and Average Time Spent per Call

Category	Community-initiated			Police-Initiated		
	Calls	Units per Call	Minutes per Call	Calls	Units per Call	Minutes per Call
Accident	444	1.8	76.8	33	1.1	40.1
Alarm	1,161	2.1	12.2	1	1.0	4.6
Animal call	173	1.3	20.0	10	1.2	10.6
Assist citizen	115	1.2	17.6	77	1.2	34.0
Assist other agency	378	2.0	27.0	39	1.2	17.3
Crime-person	157	2.6	79.7	10	1.3	83.7
Crime-property	604	1.6	74.5	141	1.2	44.4
Disturbance	612	2.1	32.7	36	1.3	21.8
Investigation	253	1.9	45.7	48	1.1	48.5
Juvenile	82	1.8	35.6	9	2.0	35.6
Mental health	126	2.9	70.4	2	2.0	70.3
Miscellaneous	623	1.5	28.5	1,542	1.1	37.3
Suspicious person/vehicle	568	2.0	19.4	315	1.6	12.8
Traffic enforcement	795	1.3	23.8	6,447	1.3	13.8
Warrant/prisoner	141	1.3	111.7	76	2.0	80.2
Weighted Average/Total Calls	6,232	1.8	36.6	8,786	1.3	19.6

Table 6-2 presents information on the main categories of calls for service received from the public that the division handled between the period of April 1, 2021, to March 31, 2022. In total, division officers were dispatched to approximately 15,000 calls during that twelve-month period, or approximately 41 calls per day.

To evaluate the workload demands placed on the division, it is useful to examine the number of CFS received from the public in relation to the population size. With a population estimated to be approximately 35,500, the total of 15,000 CFS translates to about 0.42 CFS per resident. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS-to-population ratio ranging between .40 and 1.00 CFS per person per year.

Lower ratios typically suggest a well-managed approach to CFS, or a low level of service demands from the community. The value of 0.42 CFS/per person/year would suggest a well-

managed process for triaging nonemergency calls and low service demands. A well-managed dispatch system includes a system where CFS are screened and nuisance calls eliminated before they are dispatched. Considering the UAPD does not have a process of screening out non-emergency police CFS, it would appear that the Upper Arlington community (residents, businesses, and visitors) generate fewer CFS than expected for a community of this size. As the following discussion will demonstrate, the UAPD conducts a high number of traffic stops that inflate the CFS volume and reinforce the idea that there are low service demands.

It also appears, however, that the Upper Arlington Police Division could be more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. There are many categories of CFS that are non-emergency in nature and do not require an immediate response by the police. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services are not essential. Sparing these officers from responding to non-emergency CFS allows them to remain available and on patrol in the community.

CPSM recognizes that triaging CFS will be a difficult undertaking. Community expectations might be inconsistent with changing the response protocols. However, this is an extremely critical area for the stakeholders in Upper Arlington to explore. This study presents the data, and an opportunity to evaluate this issue in a collaborative way to minimize the number of CFS handled by patrol officers in Upper Arlington and preserve scarce emergency resources. The following categories of CFS could be examined in order to reduce the response by the UAPD.

Out-of-Service Time

As indicated, officers are occupied by a very high level of out-of-service work. This workload is represented by the magenta area in Figures 6-1, 6-3, 6-5, and 6-7. The time involved with this out-of-service work is categorized in the following table. The various codes officers use to account for their time off patrol are in the table, but the specific activities related to these codes is uncertain. It seems that a big part of this time is roll call. The officers sign on first, go out of service, go into briefing, and go back into service 30 minutes later. They also use this time as a catch-all for follow-up, paperwork etc. The division should use a code for roll call and other activities to be able to better know how the officers are spending their time.

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TABLE 6-3: Activities and Occupied Times by Description

Description	Occupied Time	Count
Busy	53.5	3,982
FU (Follow up)	44.8	721
Fuel	5.8	127
Training	79.6	124
Car wash	6.5	455
Miscellaneous	95.9	13
No detail	25.1	57
Administrative - Weighted Average/Total Activities	47.7	5,479
13W (Work out on duty)	62.5	1,357
23 (Meal break)	29.2	165
Special duty	96.8	344
Personal - MEAL - Average/Total Activities	65.9	1,866
Weighted Average/Total Activities	52.3	7,345

Typically, officers will be out-of-service for one of many reasons. They could be on personal or meal break. They could be at court or other administrative hearing. They could be conducting follow-up investigations for offenses that they handled on that tour or a previous one. They could be attending in-service training during their shift. They could be writing reports related to the CFS they handle. They could be doing research related to operational initiatives they are involved in or following up on those initiatives. There could also be a general avoidance of patrol and an overabundance of “water cooler” activities with other officers. The exact nature of the out-of-service time is unclear, but what is clear is that the UAPD is an outlier when it comes to the scope and frequency of its use.

A typical police department studied by CPSM will report about 15 percent of all committed work time will be related to out-of-service activities. In Upper Arlington this time is closer to 50 percent. In other words, for every hour officers on patrol handling a CFS, they spend another 30 minutes out-of-service on administrative or non-patrol activities. This is one of the main drivers of the high workload in the UAPD and is compromising the division’s ability to provide efficient police services.

The prevalence and frequency of these administrative activities is relatively consistent throughout the day and appears on weekdays and weekends in both winter and summer. Therefore, the time spent on these activities is not isolated to a particular shift or time of the day or year, but is an elementary function of patrol operations. Determining the exact nature of these activities and whether or not they are required is well beyond the scope of this assessment and report. However, the common nature in all periods examined suggests these activities are “baked” into the operation.

Similarly, oftentimes, policies are promulgated, rules are issued, forms are created, and processes implemented that at the time are appropriate. But as time goes on, these processes remain in place without a clear rationale for them anymore. They are vestiges of past issues of importance, but no one takes the time to discontinue them. These rules often contribute to meaningless activities that could be discontinued or streamlined.

Effective report writing and operational planning are essential components of police work. Relentless follow-up is also critical. Empirical research suggests that crime clearance rates are

significantly related to the quality of preliminary investigations. Officers on patrol should not be discouraged from using out-of-service time; however, they should be discouraged from engaging in wasteful and frivolous time away from patrol.

As we cannot know the frequency and extent of the time actually used for these purposes, CPSM recommends that the UAPD establish a committee to explore the issue. This committee should consist of representative groups of UAPD personnel and be charged with identifying the cause of this seemingly excessive out-of-service time usage, as well as recommendations to ensure it is used judiciously. The individual categories of out-of-service time should be measured and tracked, and supervisors should be held accountable for the time their officers spend out of service on these activities. In addition, it is strongly recommended that the lieutenants assigned to patrol be held strictly accountable for minimizing out-of-service time and ensuring officer are on patrol to the greatest extent possible.

False Alarms

False alarms are a source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. During the study period the UAPD responded to more than 1,100 alarm calls. The response to the overwhelming majority of these calls is undoubtedly unnecessary, and an inefficient use of police resources.

Chapter 6-68 of the Upper Arlington City Code articulates the regulations related to Alarm Systems. The Code requires that the user of every alarm system maintained in the city register the alarm. There is a \$10 fee for a residential alarm. Penalties are imposed for false alarms. There are significant penalties starting with the second false alarm in a 12-month period. A third false alarm in a 12-month period has a penalty of \$150 and this escalates to \$1,000 for the 10th or more alarm. This is one of the most stringent penalty schedules seen by CPSM.

Even though Upper Arlington has an aggressive alarm management program, officers responded to more than 1,100 alarms in the study period, with undoubtedly most of them being false. In addition to the fine program, the UAPD could take additional steps to mitigate false alarm responses.

The UAPD should consider analyzing data on false alarm activations much in the way they analyze crime data. Undoubtedly, with a greater level of analysis patterns and trends will emerge. The UAPD could identify problematic locations and/or alarm installation companies that are generating a large number of false alarms and work with them to reduce or eliminate future occurrences.

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

In general, responding to false burglar alarms is an inefficient use of police emergency resources. The city should be more aggressive and should explore avenues to minimize these responses to the greatest extent possible.

Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer is questionable. In the period under observation the UAPD responded to about 475 motor vehicle accidents. CPSM recommends that the policy of responding to and investigating routine traffic accidents (property damage only, no criminality) be minimized or discontinued altogether.

Most accidents involve only property damage to vehicles and the role of an officer is simply report preparation. When injuries occur or vehicles are inoperable and blocking traffic, however, police response is important. Proper training of dispatchers and inquiries by dispatchers during the initial call-taking process can easily triage vehicle accident calls to determine which ones require a police response. Police departments around the country have discontinued assigning police officers to handle property damage-only accidents. CPSM supports this development and contends that dispatching police officers to all vehicle crashes is a policy that should be revisited.

As well, police departments across the country are utilizing non-sworn uniformed personnel to handle minor non-emergency calls for service. Individuals in these positions can provide support to sworn officers on patrol. Properly trained and equipped civilian personnel can respond to accident scenes and other non-emergency CFS and handle the incidents without the need of a sworn officer.

Whether it is demand reduction or deploying civilian personnel, adopting a more aggressive stance towards minor traffic accidents is necessary and will minimize the number of accidents dispatched to patrol officers. The combination of these approaches will result in a more efficient use of personnel resources and improve traffic safety in Upper Arlington.

Traffic Enforcement/Traffic Stops

Traffic safety is one part of the core mission of any police department. Similarly, complaints about traffic are generally the most frequent kind of complaint that the police receive from the public. Therefore, traffic conditions and reducing traffic crashes and injuries from those crashes is an important responsibility for the police.

During the period studied, the UAPD engaged in more than 7,200 traffic-related CFS. These account for approximately 48 percent of all CFS handled by the division. This is an enormous amount of activity, in both sheer numbers and in context of total work and signifies a very robust approach to traffic enforcement. It is not clear, however, if this enforcement is contributing to any improvement in overall traffic safety in the community.

CPSM recommends that patrol officers in the UAPD minimize making random traffic stops. Instead, the division should leverage traffic crash data to focus enforcement efforts to the locations deemed most prone to accidents, and towards drivers deemed to be at the highest risk of causing them. Routine, or random, motor vehicle stops should be eliminated. Without any direction about where to focus, or for what types of violations, officers are left to conduct this enforcement as their shift permits. It is this type of unfocused traffic enforcement that should be discontinued.

Under this approach, traffic safety would become part of the strategic emphasis of the entire division. Patrol officers would need traffic intelligence to focus their enforcement activities. The city traffic engineer would need to be engaged to assess roadway sections to possibly improve their design or change signage to improve safety. And perhaps most important, at-risk drivers need to be identified and engaged through both targeted enforcement and education.

Considering the UAPD has well-regarded school resource officers, it would be a natural fit for these SROs to conduct traffic safety education courses. In addition, traffic safety could be a good opportunity for UAPD personnel to engage the organized community by attending meetings to deliver traffic safety information.

Part of the traffic safety strategy must also include careful attention paid to the demographics of motorists stopped. Not only is it important that enforcement be focused, but it must also be free from discrimination and bias. The UAPD is to be commended for the extensive reporting of these data. The division should consider including impacted community groups in the analysis and reporting of this data. Within this community-based approach the information could be analyzed for patterns and trends to identify any racially disparate stops.

CFS EFFICIENCY

It appears that patrol beat integrity is a feature of CFS response in Upper Arlington. Officers are expected to handle the CFS that originate on their Beats and having one officer leave their assigned Beat to handle a CFS in another Beat is frowned upon. This approach has advantages and disadvantages. On the positive side, Beat integrity ensures that the community has a uniformed patrol presence and that police officers do not get bunched up in areas of high CFS volume. It also ensures that officers “pull their own weight” and that slow or inefficient work of one officer is not displaced to other officers on patrol. On the negative side, however, maintaining Beat integrity could contribute to extended response times and result in some officers working more than others depending upon their assignment.

It is important to balance these competing issues. CPSM notes that in general Beat integrity is a sound practice and the positives outweigh the negatives. However, the implementation of this practice in Upper Arlington might require closer supervision. For example, CPSM observed officers on patrol with numerous CFS pending assignment in various Beats in the city. Instead of triaging these CFS in order of priority and dispatching them accordingly (regardless of Beat for high-priority CFS), officers self-selected which CFS they wanted to handle. This “cherry-picking” of CFS appeared to be permissible due to the underlying requirements of Beat integrity and somewhat lax supervision of response protocols. Therefore, because CFS are allowed to go unassigned pending the availability of the Beat car, the officers have the ability to pick and choose which CFS would be answered and in which order, creating a “self-service” approach. And without close supervision this can lead to extended response times and mis-prioritization of responses.

Consideration should be given to implementing a more rigorous approach to assigning CFS. Patrol supervisors should be more rigorous managing these assignments. Beat integrity, while valuable in certain respects, should not be so rigid that it compromises timely responses and the equal distribution of workload.

Further examination of various elements of the CFS and patrol response data also warrant discussion. Data from various tables and charts in the data analysis section of this report provide a wealth of information about demand, workload, and deployment in Upper Arlington. Several key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure 8-2, Percentage Events per Day, by Category; Table 8-6, Primary Unit's Average Occupied Times, by Category and Initiator; Table 8-7, Number of Responding Units, by Initiator and Category; and Table 8-16, Average Response Time Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 8-6, Upper Arlington patrol units on average take 36.6 minutes to handle a call for service generated from the community. This figure is approximately 30 percent higher than the benchmark time of about 28.7 minutes for a CFS, based on our experience. Also, the Division, according to Table 8-7, dispatches 1.8 officers per CFS. The number of officers dispatched (like occupied time) varies by category of call, but is higher than policing norms of about 1.6 officers per CFS.² The average police-initiated CFS lasts about 19.6 minutes and involves 1.3 officers on average. The service time here within range of the average benchmark of other departments studies by CPSM.

In general, high service times, while not necessarily a problem, can point to other issues in the UAPD. These data need to be evaluated along with data from other parts of the report.

Similarly, according to Table 8-16, response time for CFS in Upper Arlington averages 10.2 minutes per call. This is lower than the 11.0 minute average response time observed by CPSM, and also lower than the 15-minute benchmark used throughout the nation for response time. The response time to high-priority CFS is, however, higher than expected. The UAPD posts an average of 6.0 minutes to respond to a high-priority CFS, which is longer than the average response time of 5.0 minutes in other communities studied by CPSM. This suggests that the units on patrol are stressed handling CFS. Response times are likely delayed because units are not readily available to accept assignments or take more than one assignment at a time. The result is higher than average response times to high-priority CFS.

TABLE 6-4: CFS Efficiency

Variable Description	Benchmark	Upper Arlington	UAPD v. Benchmark
Patrol Percent	66.1	69.4	HIGHER
CFS Rate	1	0.42	LOWER
Avg. Service Time, Police CFS	17.7	19.6	HIGHER
Avg. Service Time, Public CFS	28.7	36.6	HIGHER
Avg. # of Responding Units, Police CFS	1.2	1.3	SAME
Avg. # of Responding Units, Community CFS	1.6	1.8	HIGHER
Total Service Time, Police CFS (officer-min.)	22.1	25.7	HIGHER
Total Service Time, Community CFS (officer-min.)	48.0	65.9	HIGHER
Workload Percent, Weekdays Summer	28.7	38	HIGHER
Workload Percent, Weekends Summer	31.8	39	HIGHER
Workload Percent, Weekdays Winter	26.6	37	HIGHER
Workload Percent, Weekends Winter	28.4	39	HIGHER
Average Response Time, Summer	11.2	10.2	LOWER
Average Response Time, Winter	11.0	10.3	LOWER
High-priority Response Time	5.0	6.0	HIGHER

2. CPSM benchmarks are derived from data analyses of police agencies similar to the UAPD.

SCHEDULE

The UAPD's main patrol force is scheduled on eight-hour shifts. Police officers on patrol work five 8-hour shifts and have two days off. Sergeants, however, work four 8.5-hour shifts and have three days off. There are three patrol companies (A, B, and C) that provide basic shift coverage. A-Company works days, B-Company works evenings, and C-Company works the midnight shift.

Each Company is supervised by a sergeant, and officers have fixed days off. The days off are staggered throughout the week to provide consistent coverage, so the same group of officers/supervisors do not work together on a daily basis. This presents numerous logistical and communications obstacles as the division attempts to communicate with officers on patrol.

The following table presents the combination of personnel assignments for patrol:

TABLE 6-5: Patrol Strength by Shift

Company	Hours	Sgt.	PO
A	7:00 a.m. to 3:00 p.m.	2	9
B	3:00 p.m. to 11:00 p.m.	2	10
C	11:00 p.m. to 7:00 p.m.	2	8
		6	27

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A recent study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options.³ The length of the shift is secondary to the application of that shift to meet service demands.

The 10-hour shift is very popular in policing in the U.S. This shift offers the advantages of being not as taxing physically as the 12-hour shift, and still offers an extra day off compared to the standard workweek. The study cited above also presented evidence that the 10-hour shift had the most positive work- and personal-related benefits compared to the other shifts studied.

The major disadvantage of a 10-hour shift plan is that it is difficult to schedule. Ten is not a factor of 24, so organizing the 10-hour shift into a 24-hour day presents challenges. Using the conventional three-shift patrol model creates 10-hours of additional shift time. Similarly, 10-hour shifts present challenges with scheduling days off. Providing police service requires around-the-clock coverage. Eight- and 12-hour shifts feature natural opportunities to create rotating days on/off to adapt to the 24x7 service demands. Ten-hour shifts are cumbersome to schedule. For a standard workweek for an enterprise that is closed on weekends, there are no real challenges, but when applied to seven-day coverage the problems arise and days off get "shoe-horned" into place with no natural combinations available.

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

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

together each shift. This promotes better supervision and better esprit de corps among employees.

On the negative side, a 12-hour shift configuration with four equally staffed squads results in a constant and fixed level of patrol staffing throughout the day. However, service demands vary, peaking in the evening hours and waning in the early morning hours. With a constant supply of personnel and a variable demand for their services, there will be a continual cycle of either a surplus or shortage of resources. Also, with a four-squad configuration a "silo" effect is often created. The natural rotation of this shift configuration creates four separate squads that do not interact often; this creates personnel "silos." Similarly, it is difficult to communicate between the "silos" and between the squads and the executive management of the division. Lastly, shifts configured with two 12-hour shifts meeting face-to-face do not have any overlap. This creates problems, particularly in the evening when CFS volume is high. One shift stops taking CFS near the end of their deployment, and the oncoming shift delays taking CFS on the start of theirs. This creates gaps in patrol coverage.

Eight hour shifts also offer advantages and disadvantages. Like the 12-hour shift it lends itself to a natural and consistent rotation of days off and divides equally into the 24-hour day. It is easy to implement and follow for the officers working it. The main disadvantage is that officers are required to work an extra day each week, or 52 times more per year

CPSM recommends that consideration be given to altering the patrol schedule. The adjustment recommended below will improve CFS responses and structure patrol staffing in a way that can be more effective at implementing a strategic approach to community conditions.

PATROL MODIFICATIONS

In order to address the liabilities presented by the structure of the current patrol schedule the UAPD could explore one or more modifications to the schedule. All of the modifications presented below will ensure that the UAPD continues to meet demand while becoming more efficient.

Option 1 – 8.5-hour Shifts with Rotating Days Off

The least disruptive approach to implementing a new shift schedule would be to build upon the current 8-hour shift length, and add 30 minutes to each police officers' shift. Currently, officers on patrol work five, 8-hour days per week, which results in 260 days per year, or 2,080 hours per year. Working 8.5 hours per day would then result in working 244 days or 16 fewer appearance per officer per year. This would ensure that the officers and sergeants are working the same schedule, at the same time, and on the same days.

The additional time each day could be used for training and patrol coverage. The current approach in UAPD is to assign two officers as "early cars" so they arrive for duty earlier than the rest of the officers working that day to ensure continuous patrol coverage. Having the entire squad appear early would eliminate the need for specific officers to be assigned as "early cars." It would also allow for better communication with the officers, and better training, which could occur every day during the overlap.

The extra days off each year would be built into a days-off rotation. Officers would work 5 days, have off 2 days, work another 5 days, then have 3 days off. Assigning nine officers to each A, B, and C Companies would result in six officers always working and three officers always off on any given day. The following table illustrates this configuration.

TABLE 6-6: Company Schedule in an 8.5-hour Shift Configuration

Officer	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M
1	W	W	W	W	W	○	○	W	W	W	W	W	○	○	○
2	W	W	W	W	W	○	○	W	W	W	W	W	○	○	○
3	W	W	W	W	W	○	○	W	W	W	W	W	○	○	○
4	W	W	○	○	○	W	W	W	W	W	○	○	W	W	W
5	W	W	○	○	○	W	W	W	W	W	○	○	W	W	W
6	W	W	○	○	○	W	W	W	W	W	○	○	W	W	W
7	○	○	W	W	W	W	W	○	○	○	W	W	W	W	W
8	○	○	W	W	W	W	W	○	○	○	W	W	W	W	W
9	○	○	W	W	W	W	W	○	○	○	W	W	W	W	W

Note: W=Work, ○=OFF.

Option 2 – 10-hour Shifts

We will include a discussion on a 10-hour shift plan, but demonstrate the thread-bare coverage it would create and conclude that it is not recommended

Option 2a – 10-hour Shift with Flexible Days Off

A unique approach to staffing patrol would be to build a plan with wide-ranging flexibility. Under such a plan, the division would set minimum staffing, and officers would select the days they want to work while ensuring that the minimum staffing is always met. Currently, four officers are required at any given time.

There are numerous ways to selection of work days could be accomplished. Seniority, rotating, or a combination could be used, but the basic approach is that officers take turns scheduling themselves across a fixed time period.

For example, over a 28-day period officers are required to work 16 shifts. Starting with the officer with the most seniority that officer selects any 16 days to work over the 28-day period. This could be the same four days each week with the same three days off. This might also be 16 consecutive days with 12 days off in a row. The only restriction is that an officer may not select a day over the minimum if there is a day available where the minimum has not been met.

There are 9 officers assigned to Day Shift. The combined number of officer days is 144 across a 28-day period. Over that same period there are 140 (28 days x 5 positions) minimum shifts required. Therefore, there should be ample opportunity for officers to schedule themselves, as well as accounting for vacation, training, etc.

The division commander or one of the patrol lieutenants would be responsible for the overall scheduling and could even block-out specific days during the period to ensure more officers are assigned. Special events, such as July 4th could be designated as “must appear” days ensuring more officers are assigned than the minimum requirement.

This approach would be an attractive recruitment tool and offer officers more flexibility in their schedules. For most, the schedule would probably be similar (or identical) to what they work now, but for others it would allow a better work-life balance.

TABLE 6-7: 10-hour Shift Configuration, with Self-Selecting Schedules

	Hours Worked	Sgt.	PO
A	0600X1600	2	9
B	1600X0200	1	5
C	1000X2000	1	5
D	2000X0600	2	9

Option 3 – 12-hour Shifts

Another possibility for the UAPD is to implement a 12-hour shift rotation. Police departments all around the country implement this shift length successfully. The major advantage of this schedule is that it maximizes the amount of resources that are available at any time during the day. At a minimum, 25 percent of the patrol force is working at all hours of the day. Another advantage is that the patrol squads work together at the same time as their supervisors, and always work together as a squad. Officers, therefore, have the same supervisor every day, and work with the same officers every day. This establishes unity of command and a high degree of esprit de corps with the squad. This shift rotation has disadvantages as well. With the patrol force divided equally into four squads, the same number of personnel are assigned to work every hour throughout the day. When the workload fluctuates throughout the day, but the level of personnel assigned remains the same. This shift model requires 2 lieutenants, 4 sergeants, and 28 police officers deployed in squads as illustrated in the following table.

Leadership of these personnel would be provided by the two lieutenants acting as shift commanders. One lieutenant would be the day watch commander and work hours aligned with the day shift, and the other would be the night watch commander and work hours aligned with the night shift. Their days off would be flexible and determined by operational need.

TABLE 6-8: 12-hour Shift Configuration

Squad	Shift	Lt.	Sgt.	PO	Total
A	0600X1800	1	1	7	9
B	1800X0600	1	1	7	9
C	0600X1800		1	7	8
D	1800X0600		1	7	8
		2	4	28	34

Note: Lieutenants are carried in Squads A and B for illustration purposes. The flexible nature of their days off would permit them to be working with either squad during the shift.

Option 4 – 12-Hour Shift with a Community Response Team

The shift model with considerable potential is an option which features six 12-hour shifts. There are four main patrol shifts primarily responsible for handling CFS. Layered on top of these four shifts would be Community Response Teams. These teams would work the same rotation of days off and be assigned to overlap the patrol teams during the times when workload demands are highest. Personnel assigned to the teams would also be responsible for conducting proactive enforcement, engage in long-term problem-solving, and act as a primary resource to the organized community. One officer in each team would be assigned to be the liaison with specific community groups in Upper Arlington. On a day-to-day basis the CRT would interact

with the organized communities in these neighborhoods, work on their long-term issues, and be available as a team to conduct enforcement operations directed at crime, disorder, and traffic.

The following table is an example of how the patrol division might be organized under this model:

TABLE 6-9: Alternative 12-hour Shift Configuration

Squad	Shift	Lt.	Sgt.	PO	Total
A	0600X1800	1	1	6	8
B	1800X0600	1	1	6	7
C	0600X1800		1	6	6
D	1800X0600		1	6	6
CRT-1	1200x2400		1	2	3
CRT-2	1200x2400		1	2	3
		2	6	28	36

For all of the 12-hour shifts CPSM recommends a rotation that limits the number of consecutive days worked and provides for every other weekend off for the personnel working it. Days off under this plan would rotate on a bi-weekly basis. Each squad would have an alternating rotation of two- and three-day combinations. The rotation shown in the following table is commonly known as the "Pitman" schedule. The four squads work opposite each other. Two share the same work hours, and the other two share the same day-off rotation. The rotation permits each squad to have every other weekend off. This schedule calls for seven 12-hour shifts over the two-week period. This will result in 84 work hours. This will require the UAPD to fund the extra hours each period or require officers to use the overage number of hours of time each period. The logistics of the 84-hour period would need to be determined by the division.

TABLE 6-10: Rotation and Days Off, 12-hour Shift Configuration

	Day:	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Shift	Sqd	M	T	W	H	F	Sa	Su	M	T	W	H	F	Sa	Su
6X18	A	ON	ON	OFF	OFF	ON	ON	ON	OFF	OFF	ON	ON	OFF	OFF	OFF
18X6	B	ON	ON	OFF	OFF	ON	ON	ON	OFF	OFF	ON	ON	OFF	OFF	OFF
6X18	C	OFF	OFF	ON	ON	OFF	OFF	OFF	ON	ON	OFF	OFF	ON	ON	ON
18X6	D	OFF	OFF	ON	ON	OFF	OFF	OFF	ON	ON	OFF	OFF	ON	ON	ON
12x24	CRT	ON	ON	OFF	OFF	ON	ON	ON	OFF	OFF	ON	ON	OFF	OFF	OFF
12x24	CRT	OFF	OFF	ON	ON	OFF	OFF	OFF	ON	ON	OFF	OFF	ON	ON	ON

Under this model, the lieutenants could be tasked with overall responsibility of carrying out the strategic plan of the division and use their resources to reduce crime, disorder, and improve traffic safety and the response to community problems. Considering that many problems are unique to day and night, the temporal assignment of responsibility, as opposed to geographic or spatial, might make more sense for the UAPD. The daytime shifts could be focused on traffic, daytime burglaries, park conditions, etc., and the nighttime teams focused on disorderly bars and clubs, car theft, DUI enforcement, etc.

Each shift would have an operational plan and the lieutenants would be responsible for executing that plan and using the experience and authority to marshal divisional resources to

achieve the goals of that plan. Under this model, each squad would have six officers assigned to specific Beats and be expected to carry out the strategic priorities of the division. These teams would be supported by the CRT assigned to patrol. These CRTs would work with the community and other units of the police division and city/state/federal officials to identify and solve community problems. These problems can range from crime, to traffic, to disorder, to schools, etc. Essentially, this approach incorporates the “S.A.R.A” process of community policing (scanning, analysis, response, and assessment) with problem-oriented policing to eliminate community problems.

Option 5 – Combination of 12-hour and 10-hour Shifts

This model involves two “sides” of patrol staffing. One group of officers would work Monday through Thursday on 10-hour shifts. The start and end times would be the same as discussed above. The other group of officers would work 12-hour shifts on Friday, Saturday, and Sunday. There would be two squads that would work opposite each other.

TABLE 6-11: Combination of 10-hour and 12-hour Shifts

	Hours Worked	Days Worked	Sgt	PO
A	0600X1600	M-Th	1	5
B	1600X0200	M-Th	1	3
C	1000X2000	M-Th	1	3
D	2000X0600	M-Th	1	5
E	0600X1800	F, S, Su	1	6
F	1800X0600	F, S, Su	1	6

Patrol Modifications Recommendations:

- Empanel a Shift Review committee to explore options for shift configuration and determine which, if any, are suitable for use in the UAPD. (Recommendation No. 36.)
- CPSM recommends that the UAPD implement Option 4 and staff patrol using six, 12-hour shifts with personnel deployed according to Tables 6-9 and 6-10. This will result in patrol staffing of 2 lieutenants, 6 sergeants, and 28 police officers. (Recommendation No. 37.)

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TACTICAL CAPACITY & MOBILE RESPONSE FORCE

This section of our review is focused on the collateral units of operations referred to as the tactical component of the UAPD. Although UAPD does not operate with a Special Weapons and Tactical Team component, the division utilizes contemporary training methods conducted internally with subject matter experts. UAPD has developed General Orders for emergency responses, an Unusual Occurrence Manual to provide guidance and structure, and all UAPD police officers are trained in the use of firearms and long rifles (M-16s) as well as building tactical proficiencies in responding to critical incidents.

Special weapons and tactics (SWAT) teams and crisis negotiators (CN) have a history in law enforcement dating back to the late 1960s. SWAT units were established to provide specialized support in handling critical field operations where intense negotiations and/or special tactical deployment methods beyond the capacity of field officers appear to be necessary. Many American police agencies are unable to maintain fulltime or collateral tactical teams due to budget restraints, limited resources, or the low frequency of events requiring tactical responses. UAPD does not operate with a SWAT capacity; however, it has the proficiency and proper training to respond to emergency incidents within city limits. UAPD has mutual aid agreements and communication capacity to request immediate tactical assistance or SWAT teams. UAPD maintains a specific mutual aid agreement with the Franklin County Sheriff's Office SWAT team and the Columbus Division of Police SWAT team for emergency responses and crisis negotiation experts.

The need for tactical team development and special response preparation has become a national necessity due to the increase in active shooter events, mass casualty events, and school/workplace violence incidents. Preparation ensures the community that the local police department possess the capacity to act, respond, and stop violence immediately. This segment of the report will review aspects of UAPD's tactical capability and mobile field force response to crowd control events.

Policy Review

Though the potential for violent encounters is a part of everyday law enforcement, from time-to-time agencies are confronted with situations where specialized equipment and training are advantageous in attempting to safely resolve an incident. For that reason, virtually all agencies have developed, equipped, and trained teams of personnel for such a response. UAPD has established General Orders to manage, train, and develop proficiency skills related to special weapons. General Order 4.3 (Weapon and Training) provides oversight on the type of weapons and ammunition, demonstrating proficiency, annual/biennial proficiency training requirements, and management of the firearms range. The General Order is contemporary and meets the requirements to maintain, track, and train with handguns and long rifles.

Our review of General Order 46.1 found that the policy meets the expectation for responding to critical incidents and provides command function and incident command system. It is an essential element of any police department to ensure responding officers and sergeants possess the tactical proficiency for decision-making capacity, command structure, public communication, managing personnel, and after-action reporting. UAPD meets those national standards through the General Orders and through its regular training with firearms and long rifles.

General Order 46.1.11 provides further guidelines and direction regarding crowd control capabilities and managing crowd control response training. The General Order is supported by

the UAPD's Unusual Occurrence Manual, which provides specific strategies, training, and crowd control methods for responding personnel, supervision, and command staff responses.

CPSM recommends that the UAPD work with Franklin County to continue developing policies and training consistent with national standards regarding emergency responses referencing organizations such as the National Tactical Officers Association, Police Executive Research Forum (PERF), and the International Association of Chief of Police (IACP). Although UAPD does not manage a SWAT team it remains imperative that policy development guides and prepares the department for any emergency response in the community.

Based on our review of General Orders and the Unusual Occurrence Manual, we suggest that the UAPD would benefit from a tactical matrix that provides thresholds of emergency responses. UAPD General Order 46.2.2 outlines the following patrol function response to critical events:

- Establish perimeters.
- Collect intelligence.
- Ensure medical assistance is rendered to injured persons.
- Establish a command post.
- Control crowds and traffic.

However, a more thorough response matrix such as the following would offer more comprehensive decision-points for first responders:

- Identify location of threat and ensure it is neutralized.
- Determine if victims need to be evacuated or sheltered in place.
- Establish Command and a Command Post.
- If threat is no longer an issue, formulate search teams for recues and secondary suspects.
- Collection points for people.
- Ingress & egress points.
- Evacuation sites/site liaisons/evacuation routes.
- Unify of command with fire department and city leaders.
- Emergency plans development.
- Roster of victims.
- Crime scene security and response by investigative teams.
- Mutual aid notifications.
- Public information officers/media sites.
- Radio broadcast and controls by dispatch.
- Ongoing notifications.

A more comprehensive risk assessment matrix would provide for increased training in proficiency skills related to tactical responses. The Unusual Occurrence Manual would benefit from a more detailed threat matrix and response checklist.

The training aspect related to tactical and mobile field force capabilities is reviewed in detail under the UAPD's Special Services Bureau

Staffing

UAPD is comprised of 41 officers capable of tactical response but does not employ a formal tactical response team nor a crisis negotiation team. The Mobile Field Force is comprised of all department members on an as-needed response basis. The 2020 and 2021 national social justice movement required UAPD response to public demonstrations to the City of Columbus for approximately five days to assist with outer and inner perimeter duties. Currently, UAPD does not possess contemporary crowd management equipment other than tactical helmets (no face shield) and assigns all personnel professional grade gas masks. The team incorporates response tactics and strategies within the Unusual Occurrence Manual and trains to the content when feasible. Based on our review of the General Orders and UOM, it is recommended UAPD further its mobilization strategy regarding demonstrations and protests. It is recommended that UAPD review the February 2022 Police Executive Research Forum's latest "critical issues in policing series." This publication is entitled "Rethinking the Police Response to Mass Demonstrations." The UAPD's approach should continue with the development of best practices for crowd management and demonstrations.

Tactical Workload

A review of the annual workload to include calls for service, occurrence of critical incidents, protests, and the service of search warrants shows that UAPD workload is consistent for its size and the number of full-time police officers. Since 2019, the Upper Arlington community has experienced one critical incident requiring regional SWAT resources. In that time, UAPD responded to over 125,000 calls for service. It also had to respond to two protests in the city during the national social justice movement in 2020. More critical to the assessment of resources is the 476 search warrants served since 2019, with approximately 13 percent of these or about 15 being on-site search warrant services per year. On-site search warrant service requires a tactical operation to either conduct a surround and call-out, surveil the location until suspect(s) are arrested, or requiring a tactical team to enter the location. Tactical resources are needed for on-site search warrant service and as such requires training of personnel for search warrant operations. CPSM recommends that UAPD track the type of search warrants served and conduct regular reviews of how search warrants were served for opportunities for operational enhancements.

The UAPD Unusual Occurrence Manual provides two areas of tactical responses to include section XII (Hostage/Barricaded Person Situation) and section XIII (Officer Involved Critical Incidents). To expand UAPD's tactical knowledge, experience, and capability, CPSM recommends UAPD increase tactical training to include the service of tactical search warrants. The UAPD should also develop an additional section in the Unusual Occurrence Manual to include when UAPD services search warrants, inclusive of a threat matrix, levels of search warrant service, and UAPD limitations of search warrant service.

TABLE 6-12: Tactical Operations and Warrant Service in Relation to Total Calls for Service, 2019–2020YTD

Year	2022 (YTD)	2021	2020	2019	Total
All Calls for Service	19,973	34,717	34,442	35,978	125,070
Tactical Operations / Protest Responses					
Year	2022 (YTD)	2021	2020	2019	Total
Critical Incidents (SWAT Assistance from outside PD)	1	0	0	0	1
Protests/Demonstrations	0	0	2	0	2
Search Warrants Served Total	95	109	118	151	473
Totals	96	109	120	151	476

Source: Upper Arlington Police Department

Tactical & Mobile Response Team Recommendations:

- CPSM recommends that the UAPD work with Franklin County to continue developing policies and training consistent with national standards regarding emergency responses referencing organizations such as the National Tactical Officers Association, Police Executive Research Forum, and the International Association of Chiefs of Police. (Recommendation No. 38.)
- It is recommended UAPD develop a training matrix specific to tactical operations and mission planning for all detective personnel utilizing internal subject matter experts. (Recommendation No. 39.)
- UAPD command staff should review how their officers and supervisors conduct threat assessments and consider employing a response matrix for when UAPD would request the services of a regional SWAT team (Recommendation No. 40.)
- CPSM recommends UAPD continue to work with Franklin County to ensure the mobile field force training meets industry standards and is consistent throughout the county. (Recommendation No. 41.)
- Although the division trains officers in crisis intervention techniques (CIT), it is also recommended that UAPD develop internal crisis negotiations training, assess the need for a crisis negotiation team, and expand that proficiency skill to as many personnel as possible. (Recommendation No. 42.)
- UAPD should continue to provide leadership and tactical training for the Chief, Deputy Chiefs, and Lieutenants to fully understand the emergency tactical response and the use of a mobile response team. (Recommendation No. 43.)
- It is recommended that UAPD review the February 2022 Police Executive Research Forum's latest "critical issues in policing series" entitled "Rethinking the Police Response to Mass Demonstrations." The UAPD's approach should continue with the development of best practices for crowd management and demonstrations. (Recommendation No. 44.)
- It is recommended that UAPD increase tactical training to include the service of tactical search warrants and provide an additional section in the Unusual Occurrence Manual to include when UAPD services search warrants, inclusive of a threat matrix, levels of search warrant service, and UAPD limitations of search warrant service. (Recommendation No. 45.)

COMMUNITY ENGAGEMENT

The Upper Arlington Police Division uses various ways to connect with the community. In addition to formalized community programs, it appears the patrol officers regularly interact with resident and businesses throughout their shifts in non-enforcement scenarios. Our interviews with employees clearly demonstrated a pride in the level of engagement and service they offer the Upper Arlington community.

Some of the formalized community engagement programs include:

- **Safety Town:** This is an innovative, longstanding program developed by the department to begin building interactions with children at a very young age. The program is a week-long program where parents drop their kids off at a school where they are greeted by officers and teachers who teach them about safety in a variety of environments. The topics range from pedestrian safety, bicycle safety, and stranger awareness to common hazardous materials in the home (cleaners, paints etc.). These children are entering elementary school and the program is designed around creating positive interactions between the police, kids, and their parents. The program started as a police-only program but has since evolved into engaging other city departments and hiring of part-time certified teachers. The officers participating are School Resource Officers who continue to interact with these children throughout their school ages.
- **School Resource Officer (SRO) Program:** This is a partnership between UAPD and the school district to provide SROs in the elementary, middle, and high schools. Currently, the partnership includes four officers for which funding is a shared responsibility and one additional officer funded solely by the city.
- **DARE Officer:** The city continues to offer a DARE program even after many departments have ceased using the program for a variety of reasons, including questions about the efficacy of the drug prevention part of the program. UAPD has continued to offer the program as it, along with the school district and community, see tremendous value in the interactions between the DARE officer and the students.
- **Citizens Academy:** Twice a year the UAPD staff holds a Community or Citizens Academy. The Academy is one night per week for approximately 10 weeks; it covers all aspects of policing.
- **Diversity Equity and Inclusion (DEI) Officers:** Recently the Division created three DEI officers. This is an auxiliary duty performed by three officers who have received specialized training to engage various community organizations. The focus is to particularly engage with groups that may feel or have felt marginalized.
- **CARES Team:** This is a social service response team of police officers and firefighters. The CARES Team consists of three officers working with Fire Department personnel to follow-up on calls involving mental illness, homelessness, etc. The program is currently an auxiliary program and has been in operation for about 18 months.

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SECTION 7. SUPPORT SERVICES DIVISION

The Support Services Bureau of the Police Division offers various safety resources, education programs and events, as well as public information to stay safe, avoid being victimized, and home and business safety advice.

The Support Services Bureau is responsible for maintaining the division's accredited status, is responsible for overseeing the Reserve and Auxiliary Programs, operates a six-hour temporary holding facility, and is responsible for receiving and processing all evidence as well as lost/recovered property.

UAPD'S Training Unit is structured within the Support Services Bureau along with Court & Property Section, School Resource Officers (SRO), Reserve Officers. It is commanded by one UAPD Lieutenant who oversees all Bureau activity. The Bureau includes five SRO officers, management of six reserve officers who work patrol duties, one police officer functioning as a Property Section Custodian, a bureau administrative assistant, and one training sergeant and a training section officer. All personnel work from 7:30 a.m. to 5:00 p.m., Monday through Friday.

RECRUITMENT

UAPD has authored and maintains a recruitment plan in accordance with CALEA standards. The plan outlines who within the police division is responsible for recruitment and includes specific Human Resources Division responsibilities as well. The plan also clearly identifies the current demographics of the department in significant detail. Our review of the plan showed the demographics of UAPD to be reflective of the Upper Arlington community. However, when compared to the county and surrounding areas, UAPD is not as diverse as the surrounding populations. There is a biannual review of the plan involving the UAPD and Human Resources to set goals and measure performance on previously identified goals. This is a relatively new system. It has a great deal of promise to improve on the diversity of the Upper Arlington Police Division. CPSM recommends UAPD continue to monitor and revise the plan biannually and work with the Human Resources Division to continue to become a more diversified department.

At the time of our site visit, the Upper Arlington Police Division had only one sworn officer vacancy. Several officers were off due to injuries, other long-term leave issues, or still in academy or field training. Therefore, the effective staffing/vacancy rate was more significant than just one vacant position. The department traditionally has not experienced much difficulty attracting qualified candidates for positions. The staffing challenges experienced by the UAPD currently appear to be from people not being available rather than the budgeted positions not being filled. The division also anticipates several upcoming retirements. In preparation for attrition, the city has authorized UAPD to hire over its budgeted amount by two police officers in order to get officers hired and trained before the retirements actually take place and avoid gaps in staffing coverage. CPSM recommends the department and city review the number of over-hire positions available and if possible, increase the number to five positions over budget to better fill gaps that are created by attrition.

UAPD utilizes the training sergeant to coordinate recruitment efforts. The training sergeant coordinates with the investigations sergeant, who does background investigations on candidates. The hiring function is managed by the Support Services Bureau lieutenant. The two sergeants coordinate with the lieutenant to send officers out to job fairs at colleges and

universities. They also will respond to special invitations for activities that come up where recruitment opportunities arise.

In addition, the design of the diversity equity and inclusion (DEI) officer program includes utilizing the DEI officers to recruit in disadvantaged communities. They utilize events catering to marginalized communities to do outreach about the opportunities offered by UAPD. This concept is relatively new but has a great deal of potential. UAPD is to be commended for its creative approach to reach out to underrepresented populations, not only for community engagement, but also for recruiting.

UAPD does not administer its own social media pages and consequently it is missing an opportunity to utilize social networks as recruitment tools. Many agencies throughout the country utilize their social media channels effectively to positively represent their agencies to target recruitment demographics. It has been a proven way to not only recruit, but to effectively recruit to targeted populations. Currently, people hear so much negativity about policing, police departments must be telling their own story and the positives about the profession in order to attract a diverse candidate pool to hire quality applicants. In addition to the community engagement and media relations component (covered elsewhere in this report), CPSM recommends the UAPD utilize its social media accounts that are currently managed by the city to actively share positive stories and highlight employees doing great things to leverage recruitment opportunities.

HIRING

The hiring process is managed by the Support Services Bureau lieutenant. The background investigations are conducted by the Investigations Section sergeant. Recruitment efforts are handled by the training sergeant and other parts of the process are coordinated through Human Resources. Thus, the hiring process is a collaborative effort among several employees reporting to different chains of command. It appears there would be an opportunity during the recommended reorganization and civilianization process to also reorganize the duties and responsibilities related to hiring. The background investigation function should be removed from the Investigations Section sergeant and assigned to a position outside of Investigations. It appears the reasoning behind the duties being placed with the sergeant was that he had done this job previously in another department and could handle the workload. The Investigations Section sergeant reads every departmental report written and oversees the follow-up on all criminal matters investigated by the division. The position also liaisons with local prosecutors, other departments, and more.

There should be one manager dealing with the Human Resources Division on behalf of all the people involved from the division in hiring. The importance of effective recruitment and hiring cannot be overstated. Consistent involvement from a designated UAPD manager and HR manager working together is crucial. CPSM recommends the UAPD reorganize the hiring process to streamline it into one section or Bureau, under one manager. Further, CPSM recommends removing the background investigations from the responsibility of the Investigations Section sergeant. Options for picking up this responsibility include training a sworn officer or sergeant from another assignment outside of investigations, hiring a qualified civilian who could be trained to handle background investigations as an auxiliary duty, hiring a part-time retired police officer with the ability to conduct the investigations, or contracting out the function.

Recruitment/Hiring Recommendations:

- CPSM recommends UAPD continue to monitor and revise the recruitment plan biannually and work with the Human Resources Division to continue to become a more diversified department. (Recommendation No. 46.)
- CPSM recommends the UAPD and City review the number of over-hire positions available and, if possible, increase the number to five positions over budget to better fill gaps left during attrition. (Recommendation No. 47.)
- CPSM recommends UAPD utilize its social media accounts that are currently managed by the city to actively share positive stories and highlight employees doing great things in order to leverage recruitment opportunities. (Recommendation No. 48.)
- Reorganize the functions of the hiring process into one section or bureau, under one manager, and remove the responsibility of performing background investigations from the Investigations Section sergeant. (Recommendation No. 49.)

PUBLIC INFORMATION

At the time of our visit, public information responsibilities were being handled by the former training officer who had since been promoted and was working on graveyard shift as a patrol sergeant. There is a backup person who also is a patrol sergeant who previously held the training officer position and is qualified. There has been some internal discussion about where the responsibilities should ultimately fall in the division, since the training officer position is going to be held vacant for the time being.

With turnover always happening in police departments, there should be robust plans for succession planning for key positions. UAPD has a large number of auxiliary assignments for people assigned to normally demanding responsibilities. This is not necessarily uncommon for an agency the size of Upper Arlington. However, with so few civilian positions, the problem of burdensome auxiliary assignments is exacerbated, naturally resulting in a diminished capacity and/or performance in normal and auxiliary responsibilities.

The public information officer duties for any police department are very important responsibilities. Given the current complexities of policing, the ever-increasing demands for information from the media and the community, along with the rise of influence in social media, the position of public information officer must be given proper priority. UAPD has not been very proactive in the public information space, especially since COVID and the national fallout over policing behavior. The division turned over control of its social media accounts to the city PIO after a social media post went viral and caused some negative connotations for the organization. Since then, the division will send over proposed posts to the city PIO. Some accounts were blended with the city main accounts and all information now comes from the city.

We did find there were some quality posts. However, the number of platforms being used is minimal and engagement is nonexistent. In years past it was standard practice for police departments to post information but not engage in comments with users. Over the last few years that has changed and departments across the country have found that active social media engagement is a very effective way to engage with the community. However, this does require the use of multiple social media platforms in order to reach different demographics. For example, some information may be best put out on NextDoor and focused on a specific neighborhood. Other information may be better shared on Facebook to target an older

demographic or some information may be posted on Instagram to target a younger demographic. Finally, some information may need to be posted on all platforms.

In order to engage properly on social media a staff person needs to have daily time to interact with users and speak on behalf of the division. Many agencies have turned to civilian employees for public information roles. CPSM recommends the city and UAPD evaluate the possibility of creating and staffing a civilian public information officer position. We also recommend that the division review its current social media accounts and examine the feasibility of creating profiles on additional platforms to adequately engage with all demographics the division serves. There are many media consultants available to assist with this process if necessary.

Public Information Recommendations:

- CPSM recommends the city and UAPD evaluate the possibility of creating and staffing a civilian public information officer position. (Recommendation No. 50.)
- We also recommend that the division review its current social media accounts and examine the feasibility of creating profiles on additional platforms in order to adequately engage with all demographics the division serves. (Recommendation No. 51.)

FACILITIES

The department's main police facility is in a building located at 3600 Treemont Rd. The building is approximately 50 years old and as currently constructed does not meet the needs of the division. The building is adjacent to other city facilities in a complex that includes City Hall. The police building is currently undergoing a modernization project that will add square footage through a redesign and modernization of space. The new space will include redesigned and all new men's and women's locker rooms, administrative offices, and other space for various function of the division. During our site visit, we observed the construction and viewed the new plans. It appears the newly redesigned space will accommodate the needs of the division for the foreseeable future.

FLEET

The Upper Arlington Police Division maintains a marked patrol vehicle fleet of 19 vehicles. In addition it has a few unmarked vehicles for detectives and managers. The marked fleet is managed by a patrol sergeant who reports to the Operations lieutenant. The unmarked fleet is managed by a detective sergeant who reports to the Investigations lieutenant. The lieutenants coordinate with Public Works and the City Manager's Office on major issues and replacement vehicles. Based on our observations and interviews, it appears the division and the city do a good job of maintaining and replacing vehicles. The average mileage on the marked police fleet during the month of our visit (July 2022) was 41,550 miles, with the highest mileage vehicle having 126,090 miles. There was only one other vehicle with more than 100,000 miles at 100,190 miles.

As we have found in several agencies, the staff we spoke to discussed the difficulty of finding replacement vehicles due to the supply chain issues caused by the pandemic. Normally, police vehicles have been replaced every three to five years and at around 100,000 miles. The fleet was found to be in very good shape and well managed.

FUTURE GROWTH

Upper Arlington was founded March 20, 1918. On February 8, 1941, the City of Upper Arlington was organized as a home-rule, Municipal Corporation organized under the laws of the State of Ohio. The City covers 9.77 square miles, and is located just northwest of downtown Columbus.

The current population from the 2020 census data is 36,800, a 9 percent increase over the population in 2010. Based on planned development and limited space, the city does not anticipate an increase in population above 1,500 over the next 10 years without major rezoning. There are future projects being planned for multistory, multifamily housing in Upper Arlington that are much more substantial than currently exist. Economic growth in the Columbus region remains strong and the Columbus region continues to be ranked as one of the fastest growing metropolitan areas in the Midwest. A recent announcement of Intel's plans further cements the region's position in the U.S. economy. This regional strength is reflected in Upper Arlington and increased growth and zoning changes should be anticipated. Planning for a similar growth rate of 9 percent over the next ten years is a reasonable assumption.

In addition to anticipated growth, the policing profession has become much more complex. The level of training, technology, and transparency combined with the complexity of issues such as mental health and homelessness have combined for tremendous demands on policing resources. Upper Arlington should be planning to grow the Upper Arlington Police Division modestly over the next 10 years. Our consulting team believes the first priority would be to add professional civilian staff to the organization to streamline administrative tasks and free up sworn officer time for crime prevention and intervention. The details of the civilian position recommendations are included in the Administrative Section of this report.

The addition of civilian staff and reorganizing the division is a significant undertaking and will likely take two to three years to create classifications, recruit, hire, and train personnel properly. Once the division has added civilian staff and reorganized work flows, it should turn its attention to making plans for the future. CPSM would anticipate the need to add one to two sworn officers per year for five years following the addition of civilian positions.

TRAINING

Training is one of the most important functions in a police department. Effective training is critical in providing essential information and minimizing risk and liability. The outcome of effective training can be measured in part by such measures as a high level of proactive policing and low level of citizen complaints, low numbers of claims or lawsuits, high citizen satisfaction with the police, well-written and investigated reports, safe driving records, and appropriate implementation and documentation of use-of-force incidents.

All aspects of training within UAPD are handled by one UAPD officer who works directly for the UAPD training manager (sergeant). The training manager reports to the Bureau lieutenant. The administrative duties of the training manager are to develop and implement all training in the department based upon demand and required mandates and to ensure officers and staff meet compliance requirements set by Ohio Police Officer Training Commission (OPOTC). The training policy for UAPD is guided by the General Orders and revised on a regular basis and supported by the UAPD Unusual Occurrence Manual. The purpose of the General Orders is to administer a training program that will provide for the professional growth and continued development of UAPD personnel, ensuring the department's personnel possess the knowledge and skills necessary to provide a professional level of service that meets the needs of the community.

The training manager has developed and maintains a quarterly department training plan that was reviewed by CPSM. A well-designed training plan that addresses the needs of police officers should include civilian employees as well. The UAPD training plan does not include the civilian (professional staff) and it is recommended that UAPD consider expanding training to professional staff. Although, the number of professional staff is limited, the number of the civilian workforce will expand in the years to come. An advantage to having a master training plan is that as training priorities shift based upon the community, politics, or issues, the plan provides a guideline so vital training is not forgotten. UAPD's training plan efficiently outlines the required training for all department positions.

The training plan must be reviewed and updated on an annual basis. This update is achieved through an annual training needs assessment of the department. The training manager should be assisted by a standing training committee. A training committee enables the review of incidents to determine whether training would likely improve future outcomes or reduce or prevent the recurrence of any undesirable issues related to the incident.

As stated, the UAPD Training Section is comprised of one police sergeant and one police officer assigned to an off-site police range and training center. The facility is shared with the UA Fire Department in a multi-use station. The training staff works a Monday through Friday work shift from 7:30 a.m. to 5:00 p.m. in workspace in the basement of the facility; the area includes personal offices and storage space. The Training Section provides regular training for all sworn UAPD personnel on firearms and long-rifle proficiency as well as tactical training. The training hours for 2021 were provided by the UAPD; the records properly document, track, and monitor all department firearms and tactical training. The hours and type of training are maintained in a spreadsheet.

It appears the training sergeant and officer spend considerable time entering data into various spreadsheets related to training attended by personnel, training certificate details, or information from training courses. Our review indicates the training sergeant and officer spend upwards of 20 percent or more of their time entering data from training or details of training courses and certifications. It would benefit UAPD to reduce the time used by sworn personnel entering computer data as well as using various spreadsheets and databases to track the details. CPSM recommends UAPD use a law enforcement-based, off-the-shelf database system to store data and generate reports, and as well move the data entry process to civilian staff. This would reduce time, workload, and allow the sworn personnel to provide additional training for personnel.

UAPD provides annual basic firearms qualification and additional tactical training that exceeds the state mandates. In review of the Ohio Police Officer Training Academy (OPOTA) website and discussions with the Ohio Police Officer Training Commission (OPOTC) training commission, the state doesn't specifically require annual tactical training for police officers. OPOTA/OPTOC requires four hours of use of force training with a total of eight annual additional hours required under the Continuing Professional Training (CPT) for use of deadly force and response to protests and demonstrations.

- Firearms Training: 18 hours (need all hours).
- Defensive Tactics: 2 hours.
- Less lethal/de-escalation: 2 hours.
- Tactical Scenario Training: 4 hours.
- Mass Protests/Demonstrations: Required with unspecified number of hours.
- Use of deadly force: Required with unspecified number of hours.

In addition to this training the OPTOC recommends the following eight hours of training to include the following areas:

- Law Enforcement Response to Mass Protests and Demonstrations.
- Standards for Law Enforcement Vehicular Pursuit.
- Investigation of Employee Misconduct.
- Bias Free Policing.
- Law Enforcement Telecommunicator Training.
- Body-worn Cameras.
- Use of Deadly Force.
- Employee Recruitment and Hiring.
- Community Engagement.
- Agency Wellness.

The UAPD should consider implementing training on de-escalation by using the national best practice system, Active Bystandership for Law Enforcement (ABLE). This will increase confidence and skill sets for officers while reducing liability exposure and negative public opinions. The current use of force policy developed by UAPD meets national standards and provides the guidance that police officers need in the twenty-first century. It is also recommended that UAPD develop internal crisis negotiations training for all personnel while considering the need for a crisis negotiation team. This would provide UAPD the ground-level response capability that can lead to peaceful resolutions before an incident escalates.

The UAPD should continue to provide leadership and tactical training for the Chief and command staff so they fully understand emergency tactical response and the use of a mobile response team.

The Ohio Peace Officer Training Academy (OPOTA) offers a series of in-person courses such as firearms and specialty munitions and special response operations, and it would benefit the UAPD to assigned UAPD personnel to attend these courses as often as possible. Those serving search warrants and conducting field operations should also attend the courses offered by OPOTA. It is recommended that UAPD establish a training matrix to identify annual training for personnel to increase skill sets, improve decision-making, and reduce liability.

Police Range (Inside Facility)

The UAPD's police range is located offsite at a facility shared with the Upper Arlington Fire Department. Although the facility is shared, UAPD occupies a portion of the basement to include training rooms and personal office spaces for the training sergeant and officer. The range is located in a secured environment with access through a keypad and monitored by video. The police range is designed to meet the regular standards of an indoor police range with the safety, sound devices, and equipment of a contemporary facility. The records maintained by the training sergeant are regularly updated and secured on an Excel database and addresses police officers who fail to pass or attend handgun and rifle training. The shooting targets used for training are appropriate and professionally address the issues of biases under stressful conditions. In addition, safety conditions are also met with the requirement of protective bulletproof vests and ear and eye protection. The range appears to be well-kept, there were no expanded rounds on the ground, and appropriate sound proofing was evident.

Early Warning and Intervention Systems for Training

Finally, in our review of the UAPD's internal tracking of use of force incidents, complaint processes, and defense tactics, the following data offered insight to the positive work being achieved by UAPD in the area of public engagement, force encounters, and the responses to over 34,000 calls for service each year. These areas of review are found more specifically in the administrative review section of CPSM's report. In general, UAPD operates a professional, well operated, risk management effort in how it reviews critical events, force encounters, and officer performance. These aspects are generally overseen by the training unit of any police department to ensure that training is being applied to all members of a police department while ensuring remedial training for personnel for performance improvement. As such, CPSM found that the UAPD does not have a specific early warning and intervention program managed by a training section.

As CPSM evaluated the division's early intervention and warning approach to improve officer wellness, safety, and reduce liability exposure to liability, we found the UAPD focuses on these by providing services and training when feasible. CPSM found that UAPD should continue to expand its early warning systems through a formal process. An Early Intervention (EI) system is a data-based management tool designed to identify officers whose performance exhibits problems, and then to provide interventions, usually counseling or training, to correct those performance problems. EI systems have emerged as an important mechanism for ensuring police accountability while also improving officer wellness and confidence in the work they perform. EI systems do much more than just focus on a few problem officers. An EI system is a proactive management tool useful for identifying early trends in field incidents as well as spotlighting outstanding performance during critical and dangerous incidents. It offers the ability to provide remedial training on use of field equipment and improve force encounters through communication and constraint models.

CPSM recommends that UAPD develop an early intervention & warning system to formerly track incidents of force encounters, complaints, and vehicle pursuits, while documenting incidents of de-escalation, and good work performed by all personnel during all types of calls for service, investigations, and community engagement. The U.S. Department of Justice, Community Oriented Policing Services (COPS), offers policy guidance, program creation, and management guides to establish an early intervention & warning system.

Training Section Recommendations:

- Currently there is a heavy emphasis on sworn training. It is recommended that UAPD expand more training opportunities to professional staff. (Recommendation No. 52.)
- CPSM recommends UAPD use a law enforcement-based, off-the-shelf database system to store training data and generate reports; as well, the division should move the data entry process to civilian staff. (Recommendation No. 53.)
- The UAPD currently invests in training every officer in Crisis Intervention Training (CIT). In addition, we recommend consideration of force encounter training on de-escalation from a national best practice system such as, Integrating Communications, Assessment and Tactics (ICAT) from the Police Executive Research Forum (PERF) or Active Bystandership for Law Enforcement (ABLE) from Georgetown Law School. (Recommendation No. 54.)

PROPERTY AND EVIDENCE

The intake, processing, storage, and disposal of evidence and property are important and high-risk functions of any law enforcement agency. It is especially true for weapons, narcotics and dangerous drugs, currency, and jewelry. Police agencies across the country regularly face consequences of mismanaged property and evidence sections, resulting in terminations and arrests of police employees, from janitors to police chiefs, for thefts of narcotics, cash, jewelry, guns, and other items of value. In some cases, audits revealed unaccounted-for property and evidence that led to the termination of police executives, though they were not suspected of being implicated in the theft/loss of the evidence. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function.

Staffing and Operations

The Property and Evidence function falls under the direction of the Support Services Division lieutenant and is operated by a full-time police officer. Property and Evidence staff work Monday through Friday, 7:30 a.m. to 5:00 p.m.; the property room is closed during off-hours, weekends, and holidays. The property custodian is on standby and can be called to return to the police department for special evidence handling and other emergencies.

The UAPD Property and Evidence Section is guided by UAPD General Orders that meet the national standards for structure, audits, and accountabilities. The UAPD has developed a master manual that defines a “how-to” for the property custodian and provides the guidance needed. The manual also provides direction on handling hazardous material and provides department training for all UAPD personnel. CPSM inspected the hazardous material disposal and found that UAPD utilizes a large hazardous material metal container at the city's municipal building in a secured environment. The Property and Evidence Room is located within the UAPD facility and secured with a motion/audio alarm, door motion sensor, glass breakage sensors, and secured with a video camera system.

While the UAPD utilizes a sworn police officer as a full-time property custodian the industry standard across the nation has generally transitioned to having a professional (civilian) staff in these positions to reduce cost, increase internal civilian opportunity, and enhance the utilization of sworn positions. CPSM recommends that UAPD convert the police officer property custodian position to a professional staff (non-sworn) position and thus align with national practices regarding property custodians. This would allow UAPD to repurpose the sworn position while reducing the cost for this position.

Intake

The intake process is as follows. Officers seizing property and/or evidence transport the items to the Property and Evidence facility. UAPD uses a token locker system requiring officers to use a token to obtain an evidence locker key; upon securing the locker the key is placed in a secure key box. The property custodian accesses the key box each day to inventory the secured evidence. It is recommended that UAPD increase evidence security and eliminate the token/key system with a two-way locker system.

During intake officers complete a handwritten property and evidence form with information that includes the owner, nature of item, chain of custody, etc. P&E staff manually input the information from the handwritten form into the web-based Central Square Technologies RMS system module. From there it is assigned a storage location.

CPSM notes three concerns. The first is the ongoing challenges with the RMS system. The second is the need for a separate secure safe for narcotics and another one for weapons. The third is the need for the property custodian to maintain a written log for property item entries.

The inability for the RMS system to generate automatic notices to officers regarding correction or concerns with evidence storage has created a challenge for the property custodian, who must follow-up with email requests. This is a time-consuming process and it is something that should be easily rectified by the RMS vendor. CPSM recommends the UAPD request the vendor to repair the system-based officer notification system to reduce the workload that is being created by the system's failure. CPSM also recommends that UAPD purchase secure safes to separately store firearms and another to store narcotics.

The number of items taken in is listed in the following table. The number of items taken in per year since 2019 has been in the range of 800 to 900 items. UAPD regularly inventories items and has a priority of reducing the inventory of items each year. The number of disposed items increased to nearly 900 in 2021 and is on pace for about the same amount in 2022. Currently, the total number of property items stored in the property room is 1,193 items; to UAPD's credit it is maintaining a high standard of a quality disposal program. It should continue to release and remove property items on an ongoing process.

TABLE 7-1: Items Checked In and Disposed of, 2019–2022YTD

	2022 (YTD)	2021	2020	2019
Checked in	391	862	835	900
Checked out (temporarily for court, etc.)	n/a*	n/a	n/a	n/a
Disposed	412	881	675	709
Net number of Items added to inventory*	-21	-19	160	191

Source: Upper Arlington Police Department's Property Room.

Note: As indicated by a *, this category box that has no data as no property items were checked out for court process.

Facility

The main police property facility is located within the police department and includes an evidence testing space with the adjacent main property and evidence storage room. Access to the office and testing areas is restricted to the property and evidence technician (police officer) while access to the main property and evidence storage room is limited to the evidence technician and the Bureau lieutenant. The weapons are stored within the secured property and evidence room but in an open area and this creates a concern for chain of custody as well as security issues.

As noted, the main property and evidence facility, and the smaller areas/safe within it, are accessible only by the property and evidence technician. The door from the office area into this secure area is alarmed. A standard security keycard system is in place with a video recording system utilized.

Upon inspection of the building facilities, CPSM staff did not note any strong odor of mold or mildew or uncomfortable smells from the storage areas. This is a positive sign of a well-kept property room and provides a safe working environment for the property custodian.

Inventory Control

CPSM inquired as to how many items are stored within the Property and Evidence facility. Staff indicated that 1,193 items are currently stored in the property/evidence room and the property custodian maintains a written log of all items. It is recommended that UAPD begin to use the RMS system or use a software product to design a digital logging system and eliminate all written logs.

In August 2021, the department upgraded its property and evidence software suite to Central Square Technologies and as of that time the department began accurately tracking both the intake of property and evidence as well as its release and/or disposal. Records reviewed by CPSM on released/disposed of items included the method of release (i.e., to owner, to court, destroyed, etc.). These records were found to be comprehensive, but again, only addressed recent activity.

Audits

Annually, the department conducts a limited audit of property and evidence. The audit is performed by the section property custodian and reviewed by the Bureau lieutenant. The inspecting lieutenant (which rotates between the CIS and Patrol lieutenants) prepare a yearly audit report. In addition to the annual audit, UAPD sergeants also conduct approximately three audits per year and that process also generates a staff report. CPSM recommends that UAPD consider an outside auditing firm to review the operations and protocols of the Property and Evidence room.

CPMS recommends that during the audit process the UAPD take affirmative steps to dispose of unnecessary property and evidence, including the assignment of staff who completes the work. UAPD will need to ensure that annual audits conducted of the Property and Evidence Section include reports on total inventory on hand, the number of items received, as well as the number of disposed items during the time-period of the audit. These recommendations will ensure proper accountability and responsibility of the Property and Evidence Section and provide the Bureau lieutenant and Chief of Police an annual report for review. Finally, CPSM recommends that the property technician attend formal training in managing a property and evidence facility and as well as join national associations such as the International Association for Property & Evidence (IAPE).

Property and Evidence Recommendations:

- It is recommended that UAPD convert the police officer property custodian position to a professional staff (non-sworn) position. (Recommendation No. 55.)
- It is recommended that UAPD increase evidence security and eliminate the token/key system with a two-way locker system. (Recommendation No. 56.)
- It is recommended that UAPD begin to use the RMS system or use a software product to design a digital logging system and eliminate all written logs. (Recommendation No. 57.)
- CPSM recommends the UAPD request the vendor to repair the system-based officer notification system to reduce the workload created by the challenges of the RMS. (Recommendation No. 58.)
- CPSM recommends that UAPD consider an outside auditing firm to review the operations and protocols of the Property and Evidence room. (Recommendation No. 59.)

- CPSM recommends that during the audit process the UAPD take affirmative steps to dispose of unnecessary property and evidence, including the assignment of staff who complete the work. Although this has been done in the past, COVID has caused delays and complications. We recommend getting back into systematic disposition of evidence as soon as possible. (Recommendation No. 60.)
- UAPD will also need to ensure that annual audits conducted of the Property and Evidence Section include reports on total inventory on hand and the number of items received as well as the number of items disposed of during the period of the audit. (Recommendation No. 61.)
- CPSM recommends that the Property Technician attend formal training in managing a property and evidence facility as well as join national associations such as the International Association for Property & Evidence (IAPE). (Recommendation No. 62.)

COMMUNICATIONS

Northwest Regional Emergency Communications Center

Often the first point of contact for a citizen seeking assistance, 911 operators play a significant role in setting the tone for the community's attitude toward the agency. The efficiency with which they collect information from callers and relay that information to responding personnel significantly impacts the safety of citizens and officers alike. For crimes in progress, their work substantially affects the chances of apprehending criminals. For the Upper Arlington Police Department and other police agencies in Franklin County, that first point of contact is through the regional dispatch center known as the Northwest Regional Emergency Communications Center (NRECC). As such, this assessment is focused on the regional dispatch system inclusive of the Upper Arlington Police Department.

The Northwest Regional Emergency Communications Center (NRECC) was established in 2013 and is located inside of the Dublin Justice Center. NRECC began dispatching for the UAFD in 2017 and UAPD has been with NRECC since its inception. NRECC serves as the Public Safety Answering Point (PSAP) for the Cities of Dublin, Hilliard, Upper Arlington, and Worthington. Overall, the NRECC serves approximately 145,000 residents inside a service area of nearly 55 square miles. The NRECC has served as the Public Safety Answering Point (PSAP) for the Upper Arlington Police Division for more than a decade. The Communications Center is located on the third floor of the City of Dublin police facility. The Dublin police building is a newer facility with open space and expanded work areas throughout the building. The dispatch center is functionally designed, with multiple dispatch positions, up-to-date equipment, and ergonomically designed work stations to prevent risk management issues for every dispatcher. The department also has an Emergency Operation Center inclusive of computers, phonelines, and television displays. It is also equipped with emergency plans in the event of internal radio failures and regional disasters.

The NRECC operates under a regional and mutual agreement with several cities in Franklin County for police, fire, and medical services. The NRECC has a joint powers authority board and provides an in-house command structure that was carefully reviewed by CPSM. CPSM reviewed the NRECC and UAPD policies and the Unusual Occurrence Manual and found these documents routinely exceed national standards regarding communication centers and 9-1-1 operators. A review of the dispatchers' training manual was also conducted and was found to cover all aspects of a dispatcher's training. The average training period is six months. In 2021, NRECC promoted three communication managers, four supervisors, and trained three communication technicians.

Communication Staffing

The Communications Center and its personnel operate under the direction of a professional staff (civilian) manager who serves on the executive staff at the equivalent of the sworn rank of lieutenant. Three civilian managers are responsible for overall operations, budgets, and oversight, while six supervisors are assigned to the 24/7 operation on every shift. The NRECC supervisors are “working” supervisors, staffing a full-time communications position. Twenty-nine full-time dispatchers staff all shifts around the clock, and there are no part-time or per diem dispatchers available on the working roster. Two supervisors are assigned to each shift and one manager is also assigned to each shift 24/7/365.

The current challenge for the Communications team is that there are three vacant shift supervisor positions that need to be filled. CPSM recommends that the vacant supervisor positions be filled as soon as practical. It is also recommended that NRECC assess the potential to hire per-diem dispatchers to be used in the event of emergencies, special staffing, or periods of time when shortages occur. NRECC is a national best practice model of reducing cost and expanding services through regional policing, fire, and medical services. The mere fact that the NRECC has no dispatch vacancies is an excellent accomplishment and one that CPSM rarely observes.

The following table reflects all authorized (budgeted) staffing assigned to Communications. It shows authorized positions, actual staffing, and vacancies. The annual budget for the NRECC is approximately \$4.7 million

TABLE 7-2: Dispatch/Communications Personnel

Rank	Authorized	Actual	Vacant
Dispatch Manager	3	3	0
Dispatch Supervisor	6	3	3
Dispatcher – Full-time	29	29	0
Dispatcher – Part-time (per-diem)	0	0	0
Total	38	35	3

Source: Northwestern Regional Emergency Communications Center.

As workload data is discussed and staffing levels reviewed, we will make recommendations regarding staffing adjustments as warranted. These recommendations will be reflected in a staffing summary subsection that will follow our workload assessment.

The position of 911/dispatch operator is challenging, with a fast tempo, high stress, and a constant pace throughout the shift. Virtually every agency studied by CPSM reports that finding qualified applicants who can complete the rigorous training program required to perform these duties is a struggle but that has not been a problem for the NRECC. Another highlight to note is the unusual occurrence of dispatchers lateralling to other police agencies, yet the NRECC has been very successful in hiring laterals. The NRECC is to be credited with developing a positive regional and statewide reputation with a very positive work environment for dispatchers and supervisors.

NRECC offers upward mobility with the various dispatch leadership positions and this serves as another highlight of its accomplishments. There are a variety of reasons for civilianization of the Communications Division. These include, but are not limited to, (1) the development of expertise, (2) providing a career ladder for civilian staff, and (3) personnel costs. Below we will briefly

discuss each. These are positive characteristics of the Communications Center and its dispatch culture.

First, as but one example, relative to expertise, the current administrator overseeing the civilian division has prior dispatch experience and will not rotate from that position. The administrator position is not intended to rotate, which allows consistency in leadership and avoids the rotational schedule that usually accompanies sworn personnel at the management level.

Secondly, under this organization structure, the six dispatch supervisors and frontline dispatchers have future opportunity for upward mobility and professional growth. NRECC's structure provides creativity and innovation for all dispatch personnel.

Finally, ensuring professional staff mobility in dispatch with civilian supervisors and a division civilian command will reduce long-term cost for the NRECC.

Supervisory Responsibilities

As reported, there are presently six supervisory positions (three vacant) in the Communications Center; all hold the rank of civilian supervisor. All perform administrative duties daily and perform direct call-taker or dispatch duties when necessary.

Most law enforcement agencies of this size operate under the same model as the NRECC with civilian administrators and dispatch supervisors. It is commonplace in police dispatch centers that dispatch supervisors perform administrative duties in support of the administrative manager, along with some routine dispatch and/or call-taker duties during peak call demand times. NRECC should continue to provide civilian opportunities in leadership. Based on our review, we find the number of dispatch supervisors with two on each shift to exceed national best practices and an excellent objective to continue.

Supervisor work hours are not backfilled with overtime with two supervisors assigned to each shift, and one manager, all trained and capable of filling in during shortages. All schedules are consistent with the frontline dispatch schedules listed in the next section. The schedules for the management team vary during the week to cover the 24/7 work shifts. The role of a manager on every shift is consistent and similar with maintaining a police lieutenant as a watch commander on police deployment shifts.

Work Schedules

The workweek for Communications operator personnel consists of five 8-hour shifts and the number of dispatchers per shift varies between five and seven. Supervisors will hire overtime based on need and when necessary but they do not follow a universal minimum staffing schedule requirement. The NRECC allows all dispatchers, supervisors, and managers to bid for work shifts once a year.

TABLE 7-3: Dispatch Work Shifts and Minimum Staffing Levels

Dispatch Work Shifts
Shift One: 6:45 a.m. – 2:45 p.m.
Shift Two: 2:45 p.m. – 10:45 p.m.
Shift Three: 10:45 p.m. – 6:45 a.m.

Minimum Staffing Hours	Staffing Levels
Sundays: 6:45 a.m. - 10:45 p.m. 10:45 p.m. - 6:45 a.m.	6 dispatchers 5
Mon.-Thurs.: 6:45 a.m. - 10:45 p.m. 10:45 a.m. - 10:45 p.m. 10:45 p.m. - 6:45 a.m.	6 7 5
Fri./Sat.: 6:45 a.m. - 10:45 p.m. 10:45 a.m. - 10:45 p.m. 10:45 p.m. - 2:45 a.m. 2:45 a.m. - 6:45 a.m.	6 7 6 5

NRECC will hire for overtime to fill frontline dispatch positions as needed or to prepare for larger events such as 4th of July celebrations and other special events. In 2021, NRECC hired for 3,592 hours of overtime to fill needed positions. The overtime hours represent 449 work shifts or an average of 1.2 shifts per day. The 29 frontline dispatchers represent 60,320 work hours per year, which is reduced by 5,800 hours to 54,520 work hours based on the universal approach of deducting five weeks for vacation, sick, and other time off. CPSM usually takes into consideration the number of vacancies for the size of the NRECC that commonly exceeds five dispatchers to demonstrate the compounding cost of overtime; however, with a zero-vacancy rate this was not an issue for this assessment.

Facilities

The dispatch center is located within the Dublin Justice Center in a secured environment internally and externally for parking and walking. The Dispatch Center is located on the third floor and requires entry via through a secure entry point. Each workstation is equipped to enable operators to both provide dispatch services and make and receive telephone calls, including 911 as well as business calls.

The dispatch managers' offices are located directly outside of the dispatch work center and the managers have the capability to listen in on and accessing the police radios and computers. The Dublin Justice Center is equipped for both an Operation Center (DOC) as well as an Emergency Operations Center (EOC) with desktop computers, telephone lines, and monitors. The work area is spacious and the facility has ample room for dispatchers to function in their own workspace. The facility was clean, organized, and CPSM concluded that the NRECC work area exceeds all national standards.

Training

The Ohio Department of Administrative Services administrates statewide standards for dispatchers and all certification is achieved via the dispatch training system. The training is handled by communications operators who have attended a "Train the Trainer" course.

The members of NRECC receive initial training and on-boarding consisting of the Association Public-Safety Communications Officials (APCO) Public Safety Telecommunicator course delivered by in-house trainers. Additionally each member is certified in Emergency Medical Dispatching (EMD) and CPR to help provide potentially life-saving instruction over the phone during a medical emergency. Each year all NRECC members receive continuing education in a variety of delivery formats to include:

- In-service training on topics specific to operations.

- City-wide wellness and development.
- Industry specific conferences.
- Training courses at other agencies.
- Online courses.
- Education incentives for personal college courses.

All dispatchers are trained in receiving call types present at the center through communication by 9-1-1, text to 9-1-1, 10-digit non-emergency, or a responder providing information. When a call arrives for a medical event via the phone the dispatchers use national standard emergency medical dispatch medical cards to guide selection of the best response type based on the information provided with the ability to give the caller additional pre-arrival instructions that can provide life-saving information.

The NRECC dispatchers are also trained in dispatching of EMS and fire equipment, which is different than the standard law enforcement training program. One unique process is the station alerting system that sends a notification to the fire house prior to the radio channel being opened which sounds a tone over the speakers with the response type. After that the speakers open to the radio channel and the Automated Voice Dispatch system reads the information for the location, call type, cross street, equipment, and radio channel. This provides the information in a consistent way and allows the dispatcher to concentrate on either additional emergencies or adding more information to the run.

Communications operators receive ongoing advanced professional training through attending regional and internal training and at the time of CPSM's visit had just concluded with a "tabletop" exercise for responses to violent incidents. The NRECC is equipped with section manuals, reference books, and additional training material for remedial education for all personnel.

Call / Workload Demand & Ancillary Duties

The communications function is a vital component of an effective law enforcement agency. 911/communications operators serve in two primary rolls: (1) answering 911 and non-emergency telephone calls, and (2) radio communications operator duties. In the case of the NRECC, all full-time personnel are cross-trained in the roles of police and fire services and trained to answer medical-related calls. The Communications Center operates its computer-aided dispatch system.

NRECC answers both 911 and non-emergency calls for participating jurisdictions 24 hours a day, seven days a week, 365 days a year. NRECC provides dispatch service for the following agencies:

- Dublin Police.
- Worthington Police and Fire.
- Upper Arlington Police and Fire.
- Hilliard Police.
- Washington Township Fire.
- Norwich Township Fire.

The NRECC is equipped with a local tornado warning system for their immediate area and is designed with operational and procedural handbooks at one unique console. The Dublin Emergency Warning System is sounded whenever a tornado is sighted or the National Weather Service has issued a Tornado Warning for the Upper Arlington and Franklin/Delaware county area. Through the NRECC the sirens will activate for three minutes followed by silence for seven minutes.

To enhance citizen awareness during emergencies, Area residents are encouraged to sign up for the ALERT Franklin County mass notification and warning system and Smart911 community notification system. Dublin's newest emergency communications tool, Smart911 provides localized alerts specific to Dublin. Smart911 enables residents to sign up for severe weather alerts that are automated and sent to registrants immediately after the National Weather Service issues a severe weather warning for the Franklin County region to include Upper Arlington. ALERT Franklin County enables officials to provide critical information directly to residents countywide via text message, phone, and e-mail as emergencies happen. Individuals and businesses whose information is listed in the white and yellow pages are already included in the ALERT Franklin County system and will receive emergency notifications through landlines only. Both systems are customizable and allow residents to choose what kind of community notifications they want to receive and how they would like to receive them.

Calls for Service Workload

As we examine calls for service workload, we consider both the activities that result from a telephone call (community-initiated activity), as well as activities initiated by police officers in the field. The computer-aided dispatch system has been programed to assign priorities to calls based upon the nature of the call. The NRECC assigns calls as priority 1 through priority 3 (and other ancillary types of calls not relevant to this analysis).

Priority 1 calls should be limited to life-safety and in-progress crimes. It is these calls for which it is imperative that officers be dispatched to and arrive on scene without delay.

The NRECC Communications Center priority matrix is essential to how calls are dispatched; NRECC uses a three-priority classification as shown in the following table.

TABLE 7-4: Call Priority Classification by the NRECC

Category	Emergency	Priority
Priority One (Emergency)	In progress or just occurred with threat to people and in progress with imminent threat to property.	No delay in assignment. Assign unit at once. Notify a supervisor when appropriate.
Priority Two (Urgent)	In progress or just occurred with no imminent threat to people or property.	Maximum delay in assignment of 10 minutes (stack time). After 20 minutes notify a supervisor for disposition.
Priority Three (Routine)	Not in progress nor just occurred.	Maximum delay in assignment is 90 minutes (stack time). Notify a supervisor for disposition.

Source: Northwest Regional Emergency Communications Center

In addition to serving as the 911 Public Safety Answering Point (PSAP) where all 911 calls are received, the Communications Center also receives various other calls via the departments'

telephone general business telephone lines. This applies 24/7/365. For calendar year 2021, the division handled a total of 201,405 telephone calls. This equates to an average of 552 calls per day and 23 calls per hour to include medical calls. This represents an increase of over 28,306 calls annually and 2022 is on pace for similar call levels. The NRECC will need to assess the annual overall telephone call increases and evaluate if the current staffing levels are appropriate.

The 2021 and YTD 2022 call data represents a significant increase in volume of non-emergency call activity in comparison to prior years. In keeping with the fact that the NRECC receives general business calls as well, the ratio of 911 calls to non-emergency calls, and of outgoing calls to incoming calls, is generally consistent with other national law enforcement agencies operating under this model.

In the following table, we compare call demand from 2019 through June 2020.

TABLE 7-5: Telephone Call Load, 2019–2022

Year	911 Calls	Total Incoming Phone Calls	Total phone calls incoming and outgoing combined
2019	46,535	139,476	181,076
2020	42,860	133,849	173,099
2021	51,278	155,291	201,405
2022	24,120	75,046	96,401

Source: Northwest Regional Emergency Communication Center

Communications Staffing Summary

The NRECC does not use a minimum staffing matrix but supervisors have the authority to hire as necessary and based on CFS and call-taking workloads. Minimum staffing is just that, minimum, not optimal and is the bottom threshold of standard operation during normal call for service periods. Should calls for services peak, a special or unplanned event occur, or a critical incident emerge, minimum staffing levels will prove to be insufficient, which would impact patrol operations as well. NRECC’s methodology on staffing is appropriate for the workload and CFS volume in the region.

NRECC expended 3,592 hours of overtime in 2021 and that is an exceptionally low number based on prior CPSM studies and the staffing levels of the NRECC.

As previously noted, there are two primary duties in communications centers: one is as a radio communications operator, and one is answering 911 emergency and general telephone calls. Best practices for a city of this size and workload calls for (1) a lead communications operator who is responsible for all radio communication between field units, with minimal telephone answering responsibilities, (2) a call taker/back-up communications operator whose primary duty is to manage all incoming calls, both 911 and general calls. Given these generally accepted staffing and deployment practices, CPSM asserts that the NRECC has adequate staffing for all communications and ancillary functions.

The NRECC should establish a quarterly meeting between the NRECC and area sergeants to discuss operations, administration, and for enhanced communications. CPSM found that the relationship between the NRECC and regional sergeants is very positive but many are unable to visit due to the workloads and responsibility. Quarterly meetings would ensure ongoing

communication and positive relationships to develop based on the constant rate of promotions and internal transfers.

Quality Control Audits

Periodic reviews of random tape-recorded phone calls and radio dispatched calls handled by each 911 dispatcher or call taker is important to ensure quality control and help to identify training and or performance issues. An audit involves a review of tape-recorded conversations between the parties, timeliness of dispatch of the call, etc. This is an important aspect of managing a 911/dispatch operation. Monitoring communication calls for service can also assist in identifying troublesome areas that specific employees may have and provides an opportunity to correct that individual employee's training or performance deficiencies. At present, the communications supervisor conducts random audits as duties permit, though not with any regularity. In addition, the audits are also conducted by the shift manager with a monthly report reviewed by the NRECC Bureau Director.

Every quality call audit (QCA) should adhere to the following four core objectives necessary for achievement of a credible quality assurance program:

- Ensure that employees understand their duties.
- Measure and evaluate employee compliance relevant to their duties.
- Thoroughly review the effects of compliance, evaluating effectiveness, accuracy, and safety.
- Make the necessary changes and assure subsequent improvements in compliance through continuing education and feedback to both the employee and the supervisor.

Many communication centers have well-written, thorough policies and procedures regarding quality control and CPSM found the NRECC to exceed the industry standards in this area. Each dispatch supervisor monitors calls per shift and per month for quality assurance. The dispatch supervisors also spend time listening and auditing radio traffic regularly.

CPSM evaluated various radio procedures and radio broadcasting protocols among dispatchers and police officers and we were informed of the inconsistent use of the push button feature on MDTs vs the car/handheld radio usage. While the default use of these devices is based on an officer's safety determination, there are many low-risk and safe scenarios for officers to use the technology for MDT button push notifications. Additionally, this approach also has a secondary and less urgent outcome of reducing the opportunity for transcription error. It is recommended that the NRECC work with the various police departments to establish a training and education component on best practices of when to use MDT push buttons for out-of-service notifications.

Northwest Regional Emergency Communications Center Recommendations:

CPSM acknowledges UAPD has little direct control over operations of the NREC outside of its contract. However, we are providing recommendations of our observations in order to offer discussion points for UAPD and NREC to better improve the existing operations between the two agencies. Many of these recommendations should not be viewed as the responsibility of the UAPD.

- CPSM recommends that the vacant supervisor positions be filled as soon as practical. (Recommendation No. 63.)

- It is recommended that NRECC assess the potential to hire per-diem dispatchers to be used during emergencies, special staffing needs, or periods when shortages occur. (Recommendation No. 64.)
- The NRECC will need to assess ongoing increases in annual total telephone call volume and evaluate if the current staffing levels are appropriate. (Recommendation No. 65.)
- CPSM recommends that the NRECC increase probationary officer rotations through the NRECC (upon completion of training) as well as more frequent visits and engagement between supervisors at the UAPD and the regional dispatch center. This will assist UAPD personnel in becoming more aware of the dispatch functions and responsibilities. (Recommendation No. 66.)
- It is recommended that the NRECC work with the various police departments to establish a training and education component on best practices of when to use MDT push buttons for out-of-service notifications. (Recommendation No. 67.)

§ § §

SECTION 8. DATA ANALYSIS

This data analysis report on police patrol operations for the Upper Arlington Police Division focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this analysis was developed using data recorded by the Northwest Regional Emergency Communications Center's computer-aided dispatch (CAD) system.

CPSM collected data for one year from April 1, 2021, through March 31, 2022. The majority of the first section of the report, concluding with Table 8-9, uses call data for that one-year period. For the detailed workload analysis, we use two eight-week sample periods. The first period is from July 7 through August 31, 2021, or summer, and the second period is from January 4 through February 28, 2022, or winter.

WORKLOAD ANALYSIS

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove test records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based on its description.
 - We indicate whether the call is "zero time on scene" (i.e., units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no unit time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered several issues when analyzing Upper Arlington's dispatch data. We made assumptions and decisions to address these issues.

- 973 events (about 3 percent) involved patrol units spending zero time on scene.
- Three calls lacked accurate busy times. We excluded these calls when evaluating busy times and work hours.
- The computer-aided dispatch (CAD) system used approximately 94 different event descriptions, which we condensed into 18 categories for our tables and 11 categories for our

figures (shown in Chart 8-1). Table 8-20 in the appendix shows how each call description was categorized.

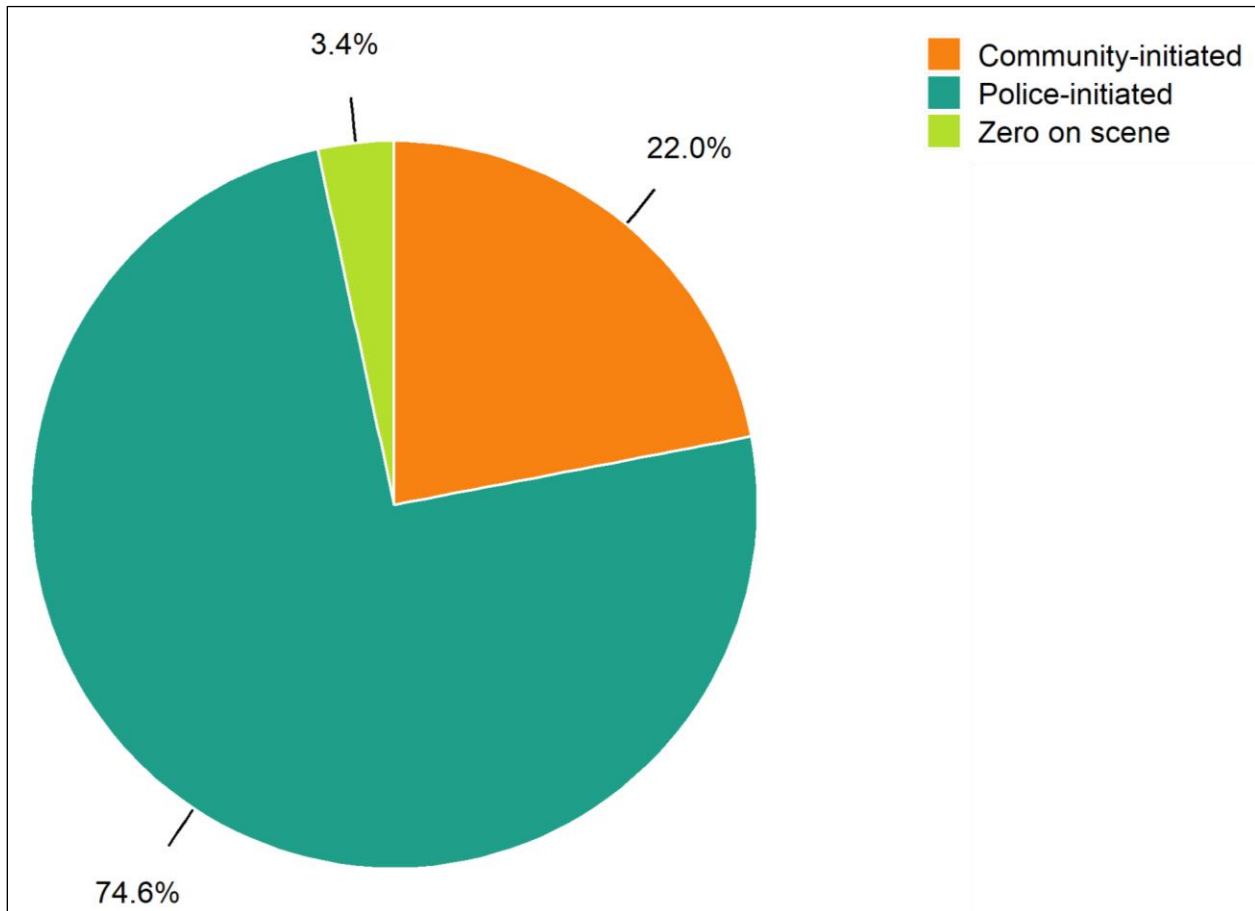
Between April 1, 2021, and March 31, 2022, the communications center recorded approximately 28,743 events involving a responding patrol unit. When measured daily, the department was dispatched to an average of 78.7 patrol-related events per day, approximately 3 percent of which (2.7 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

CHART 8-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist citizen	Assist
Assist other agency	
Crime–person	Crime
Crime–property	
Directed patrol	Directed patrol
Disturbance	Disturbance
Animal	General miscellaneous
Juvenile	
Miscellaneous	
Warrant/prisoner	
Investigation	Investigation
Mental health	Mental health
Out of service–administrative	Out of service
Out of service–personal	
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	

FIGURE 8-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 28,743 events.

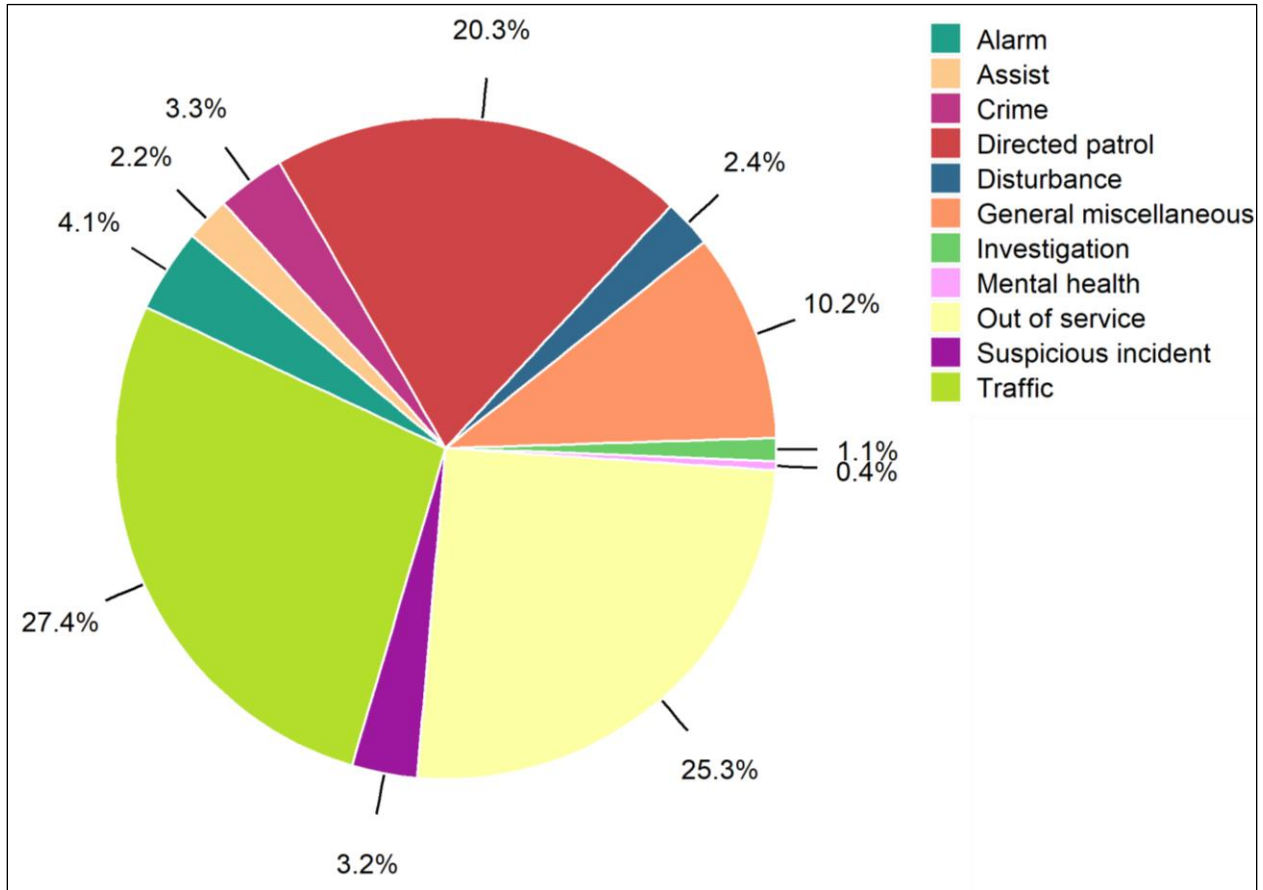
TABLE 8-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	6,321	17.3
Police-initiated	21,449	58.8
Zero on scene	973	2.7
Total	28,743	78.7

Observations:

- 3 percent of the events had zero time on scene.
- 75 percent of all events were police-initiated.
- 22 percent of all events were community-initiated.
- There was an average of 79 events per day or 3.3 per hour.

FIGURE 8-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 8-1.

TABLE 8-2: Events per Day, by Category

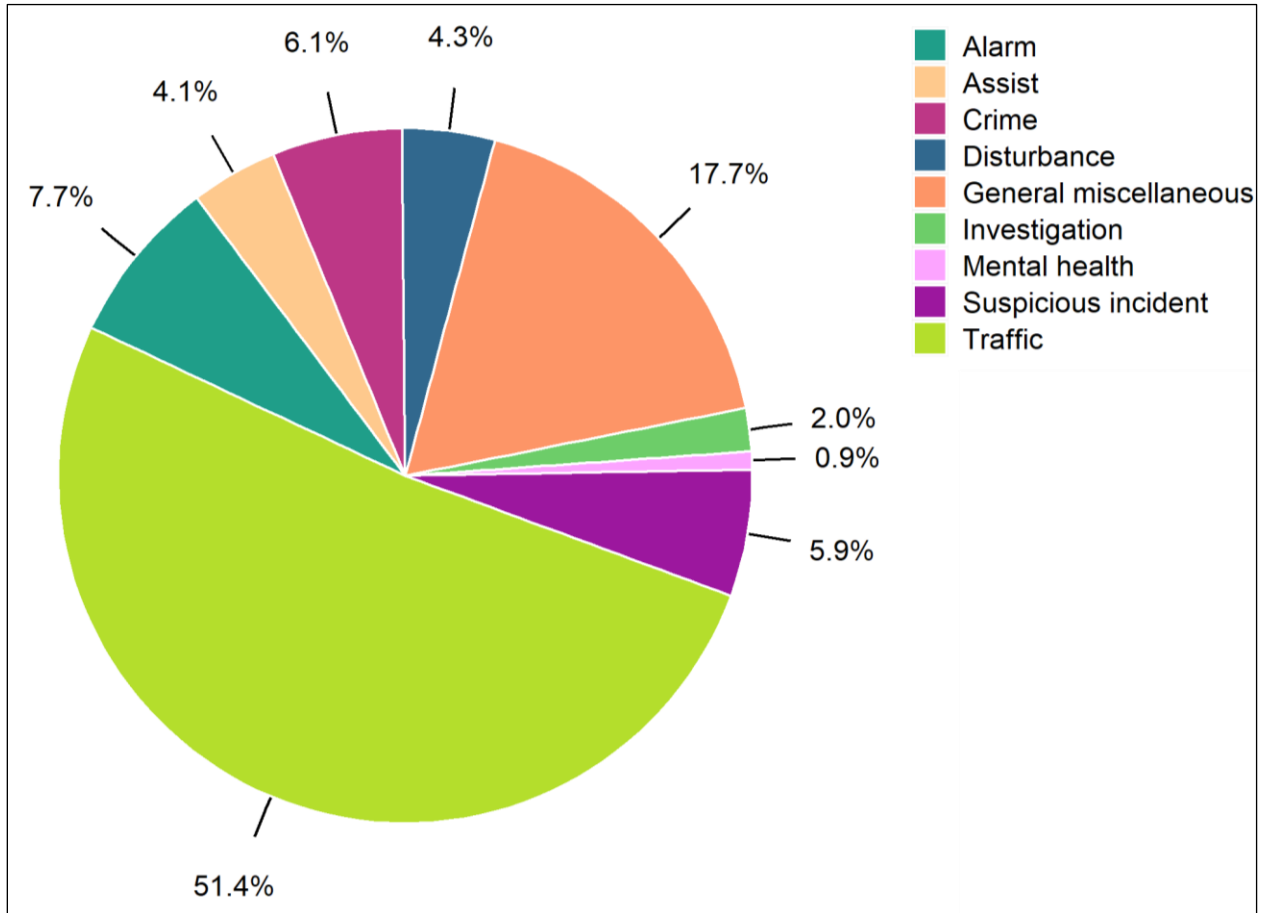
Category	No. of Events	Events per Day
Accident	492	1.3
Alarm	1,179	3.2
Animal	194	0.5
Assist citizen	200	0.5
Assist other agency	426	1.2
Crime-person	173	0.5
Crime-property	784	2.1
Directed patrol	5,838	16.0
Disturbance	676	1.9
Investigation	319	0.9
Juvenile	93	0.3
Mental health	129	0.4
Miscellaneous	2,436	6.7
Out of service-administrative	5,394	14.8
Out of service-personal	1,878	5.1
Suspicious incident	919	2.5
Traffic enforcement	7,394	20.3
Warrant/prisoner	219	0.6
Total	28,743	78.7

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- The top four categories accounted for 73 percent of events.
 - 27 percent of events were traffic-related.
 - 25 percent of events were out of service events.
 - 20 percent of events were directed patrol events.
 - 10 percent of events were general miscellaneous events.
- 3 percent of events were crimes.

FIGURE 8-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 8-1.

TABLE 8-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	477	1.3
Alarm	1,162	3.2
Animal	183	0.5
Assist citizen	192	0.5
Assist other agency	417	1.1
Crime-person	167	0.5
Crime-property	745	2.0
Disturbance	648	1.8
Investigation	301	0.8
Juvenile	91	0.2
Mental health	128	0.4
Miscellaneous	2,168	5.9
Suspicious incident	883	2.4
Traffic enforcement	7,242	19.8
Warrant/prisoner	217	0.6
Total	15,021	41.2

Note: The focus here is on recorded calls rather than recorded events. We removed 973 events with zero time on scene, 5,692 directed patrol events, and 7,057 out-of-service activities.

Observations:

- On average, there were 41.2 calls per day or 1.7 per hour.
- The top three categories accounted for 77 percent of calls:
 - 51 percent of calls were traffic-related.
 - 18 percent of calls were general miscellaneous calls.
 - 8 percent of calls were alarms.
- 6 percent of calls were crimes.

FIGURE 8-4: Calls per Day, by Initiator and Month

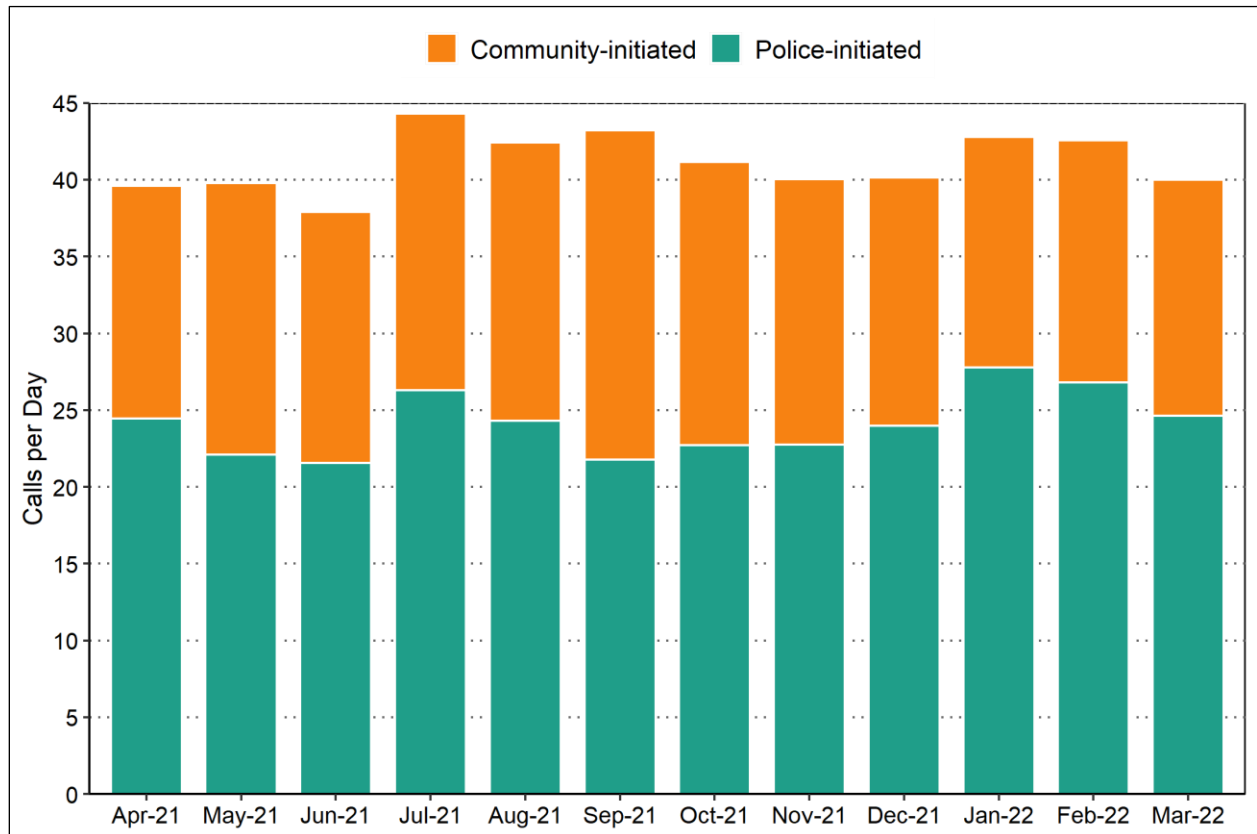


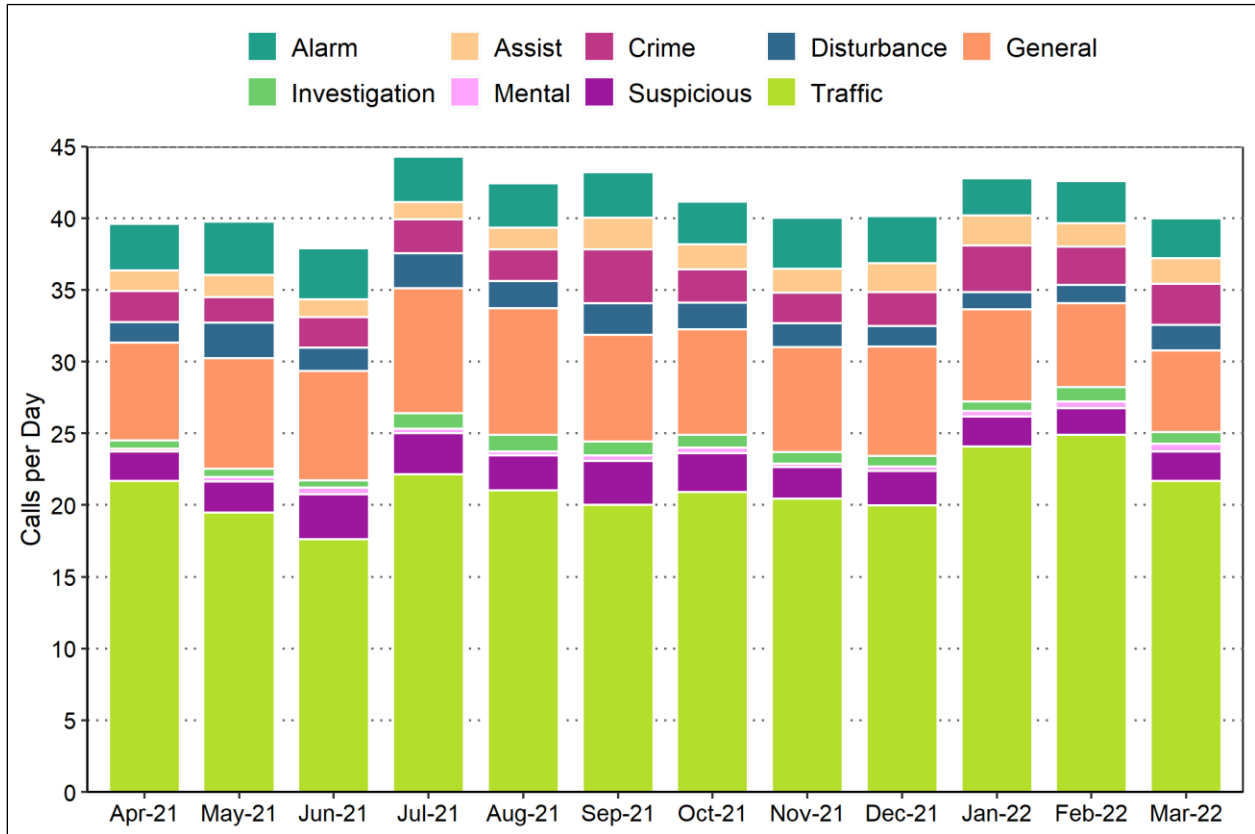
TABLE 8-4: Calls per Day, by Initiator and Months

Initiator	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Community	15.2	17.7	16.3	18.0	18.1	21.4	18.5	17.3	16.2	15.0	15.8	15.4
Police	24.4	22.1	21.6	26.3	24.3	21.8	22.7	22.7	24.0	27.8	26.8	24.6
Total	39.6	39.8	37.9	44.3	42.4	43.2	41.2	40.0	40.1	42.8	42.6	40.0

Observations:

- The number of calls per day was lowest in June.
- The number of calls per day was highest in July.
- The months with the most calls had 17 percent more calls than the months with the fewest calls.
- January had the most police-initiated calls, with 29 percent more than June and September, which had the fewest.
- September had the most community-initiated calls, with 43 percent more than January, which had the fewest.

FIGURE 8-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 8-1.

TABLE 8-5: Calls per Day, by Category and Month

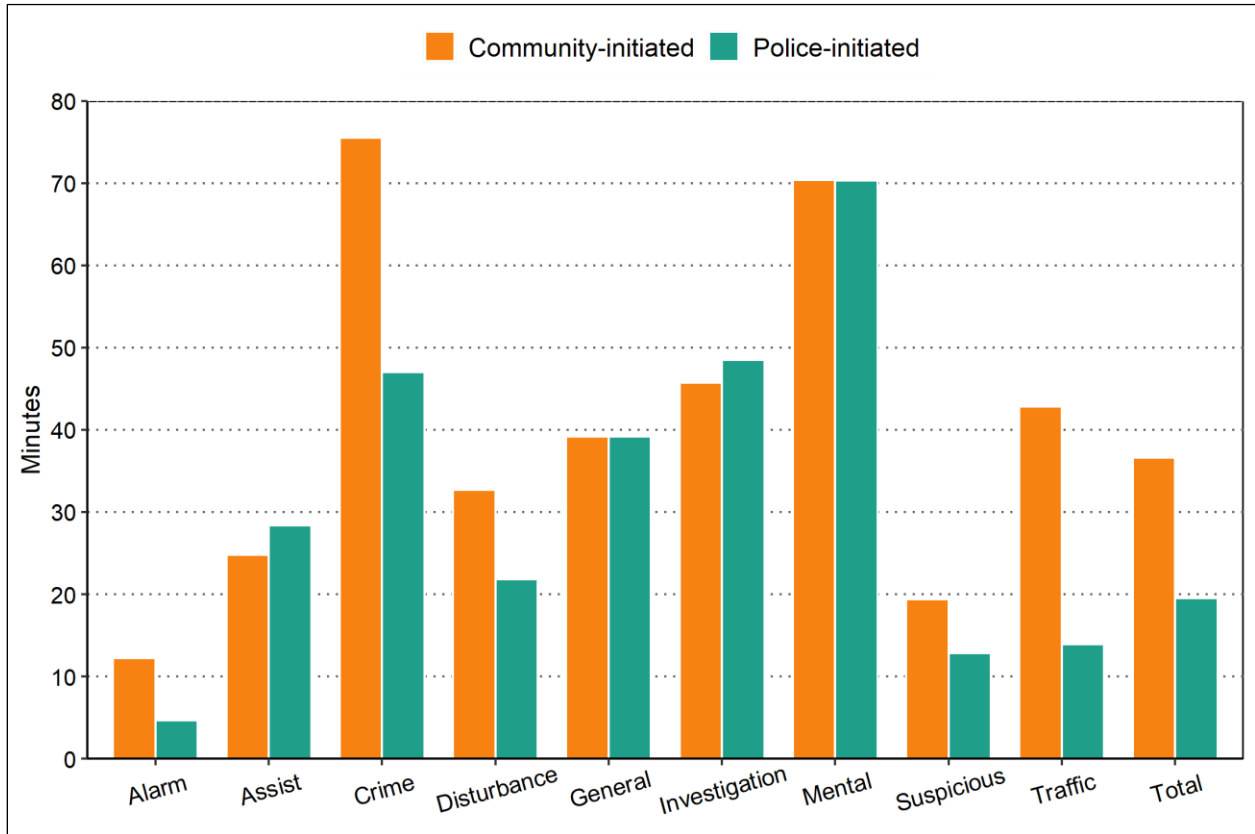
Category	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Accident	1.1	1.3	1.3	1.1	1.4	1.6	1.6	1.4	1.6	1.0	1.2	1.1
Alarm	3.3	3.7	3.6	3.2	3.1	3.2	3.0	3.6	3.3	2.6	2.9	2.8
Animal	0.5	0.7	0.5	0.5	0.7	0.4	0.5	0.7	0.4	0.3	0.4	0.4
Assist citizen	0.3	0.4	0.2	0.2	0.4	0.9	0.8	0.4	0.7	0.7	0.7	0.8
Assist other agency	1.1	1.2	1.1	1.0	1.2	1.3	1.0	1.3	1.3	1.4	1.0	1.0
Crime-person	0.5	0.4	0.7	0.5	0.7	0.7	0.3	0.4	0.5	0.3	0.2	0.2
Crime-property	1.7	1.4	1.4	1.8	1.5	3.1	2.1	1.7	1.9	2.9	2.4	2.7
Disturbance	1.4	2.5	1.6	2.4	1.9	2.2	1.8	1.7	1.5	1.2	1.3	1.8
Investigation	0.6	0.6	0.5	1.1	1.2	1.0	0.9	0.8	0.7	0.7	1.0	0.8
Juvenile	0.2	0.2	0.3	0.6	0.3	0.2	0.4	0.2	0.1	0.1	0.1	0.1
Mental health	0.2	0.3	0.4	0.3	0.3	0.4	0.4	0.2	0.3	0.4	0.5	0.5
Miscellaneous	5.3	6.3	6.2	7.2	7.0	6.2	5.8	5.8	6.7	5.2	4.9	4.6
Suspicious incident	2.0	2.2	3.1	2.9	2.4	3.0	2.7	2.2	2.4	2.1	1.9	2.1
Traffic enforcement	20.6	18.2	16.4	21.0	19.7	18.5	19.3	19.0	18.4	23.1	23.6	20.6
Warrant/prisoner	0.8	0.5	0.5	0.4	0.7	0.7	0.6	0.6	0.4	0.8	0.4	0.6
Total	39.6	39.8	37.9	44.3	42.4	43.2	41.2	40.0	40.1	42.8	42.6	40.0

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 71 and 80 percent of calls throughout the year:
 - Traffic calls averaged between 17.6 and 24.9 calls per day throughout the year.
 - General miscellaneous calls averaged between 5.7 and 8.8 calls per day throughout the year.
 - Alarm calls averaged between 2.6 and 3.7 calls per day throughout the year.
- Crime calls averaged between 1.8 and 3.8 calls per day throughout the year and accounted for 4 to 9 percent of total calls.

FIGURE 8-6: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

TABLE 8-6: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-initiated		Police-initiated	
	Minutes	Calls	Minutes	Calls
Accident	76.8	444	40.1	33
Alarm	12.2	1,161	4.6	1
Animal	20.0	173	10.6	10
Assist citizen	17.6	115	34.0	77
Assist other agency	27.0	378	17.3	39
Crime-person	79.7	157	83.7	10
Crime-property	74.5	604	44.4	141
Disturbance	32.7	612	21.8	36
Investigation	45.7	253	48.5	48
Juvenile	35.6	82	35.6	9
Mental health	70.4	126	70.3	2
Miscellaneous	28.5	623	37.3	1,542
Suspicious incident	19.4	568	12.8	315
Traffic enforcement	23.8	795	13.8	6,447
Warrant/prisoner	111.7	141	80.2	76
Weighted Average/Total Calls	36.6	6,232	19.6	8,786

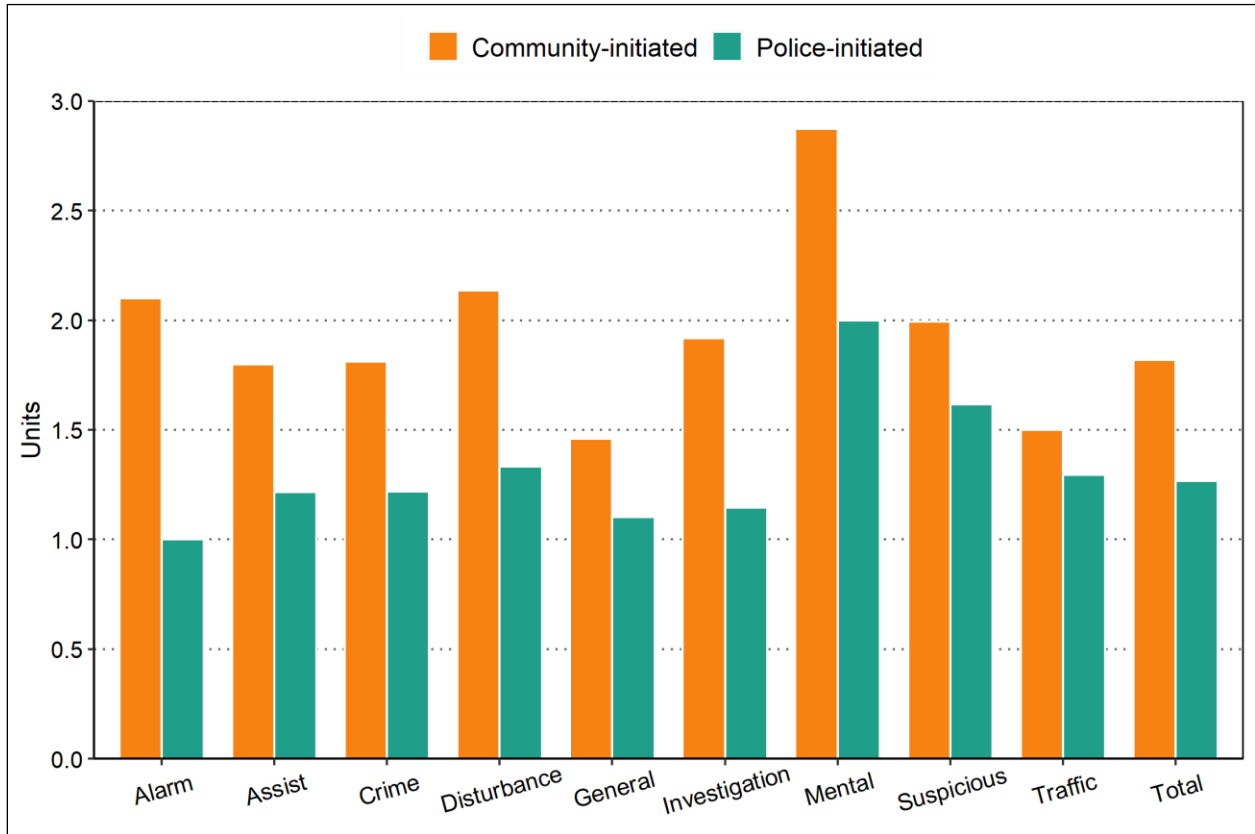
Note: For this table, we removed three calls with inaccurate busy times.

The information in Figure 8-6 and Table 8-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 5 to 76 minutes overall.
- The longest average times were for community-initiated crime calls.
- The average time spent on crime calls was 76 minutes for community-initiated calls and 47 minutes for police-initiated calls.

FIGURE 8-7: Number of Responding Units, by Initiator and Category



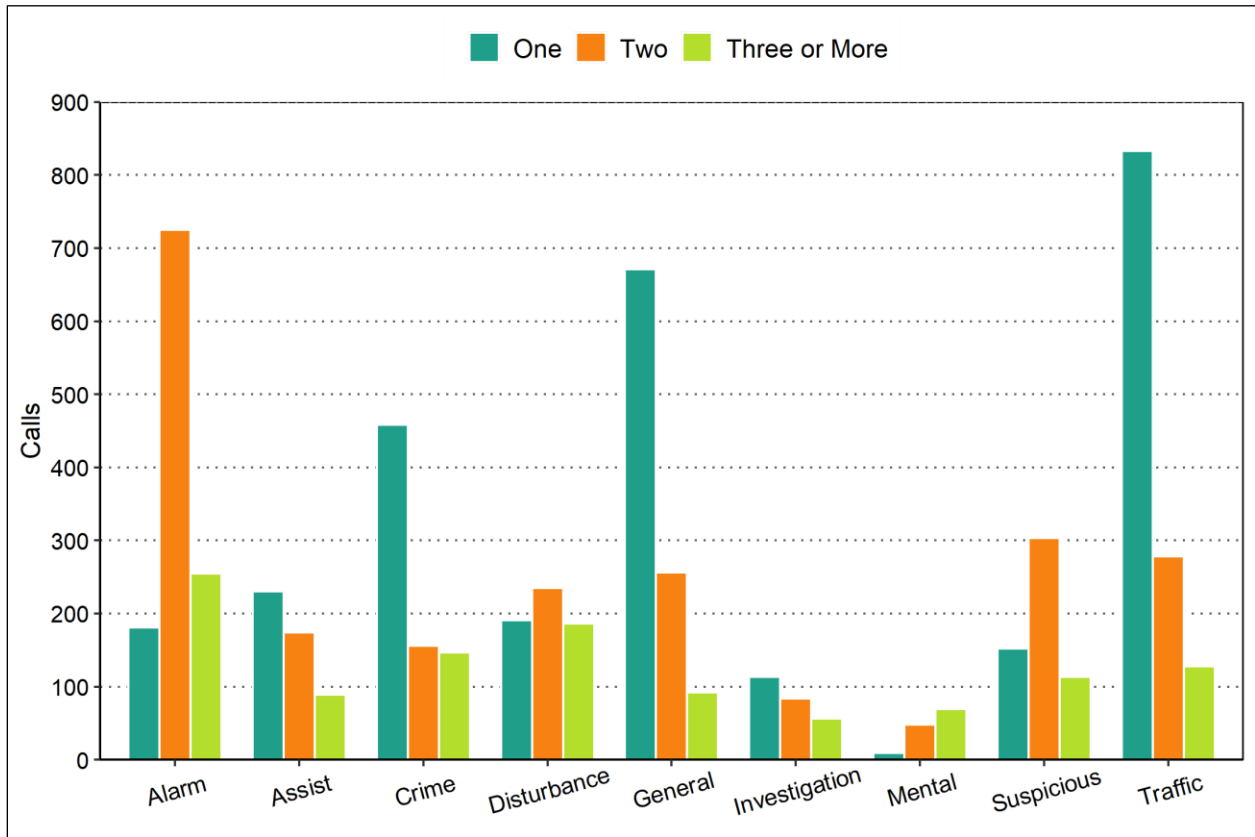
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

TABLE 8-7: Average Number of Responding Units, by Initiator and Category

Category	Community-initiated		Police-initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.8	444	1.1	33
Alarm	2.1	1,161	1.0	1
Animal	1.3	173	1.2	10
Assist citizen	1.2	115	1.2	77
Assist other agency	2.0	378	1.2	39
Crime–person	2.6	157	1.3	10
Crime–property	1.6	604	1.2	141
Disturbance	2.1	612	1.3	36
Investigation	1.9	253	1.1	48
Juvenile	1.8	82	2.0	9
Mental health	2.9	126	2.0	2
Miscellaneous	1.5	623	1.1	1,545
Suspicious incident	2.0	568	1.6	315
Traffic enforcement	1.3	795	1.3	6,447
Warrant/prisoner	1.3	141	2.0	76
Weighted Average/Total Calls	1.8	6,232	1.3	8,789

Note: The information in Figure 8-7 and Table 8-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 8-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

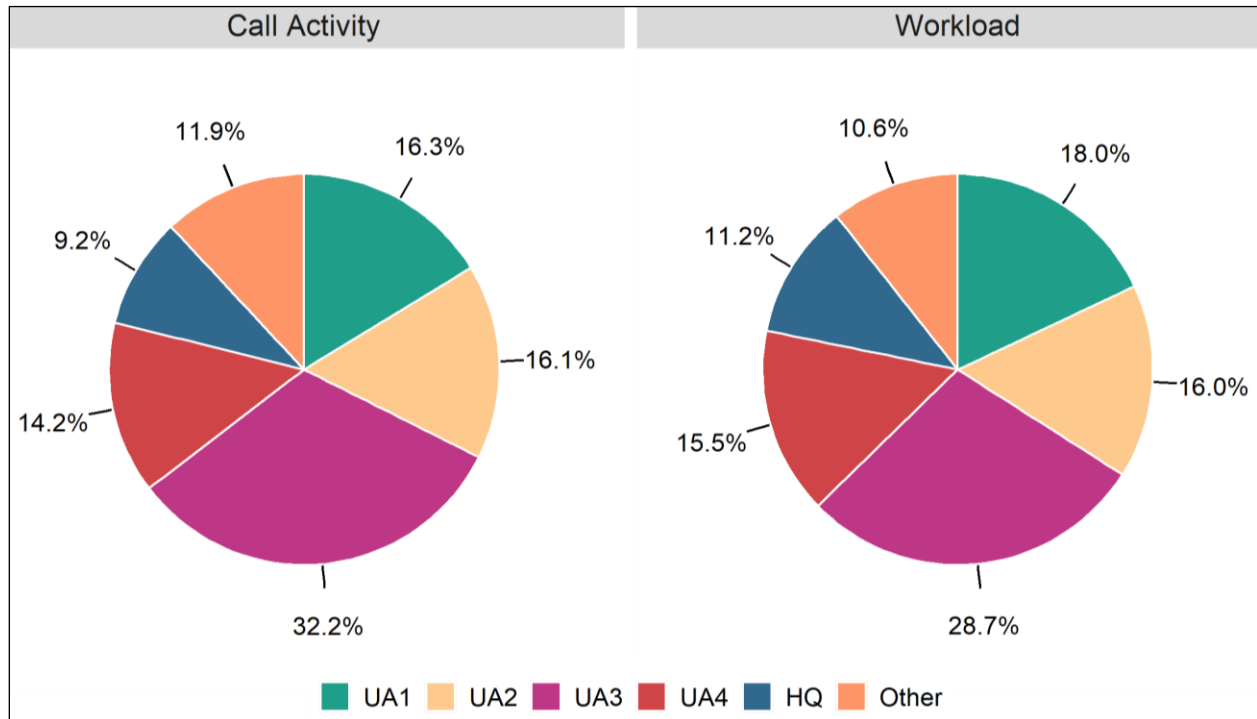
TABLE 8-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	228	131	85
Alarm	181	725	255
Animal	134	33	6
Assist citizen	91	22	2
Assist other agency	139	152	87
Crime-person	53	39	65
Crime-property	405	117	82
Disturbance	191	235	186
Investigation	113	84	56
Juvenile	41	27	14
Mental health	9	48	69
Miscellaneous	390	170	63
Suspicious incident	152	303	113
Traffic enforcement	605	147	43
Warrant/prisoner	106	26	9
Total	2,838	2,259	1,135

Observations:

- The overall mean number of responding units was 1.3 for police-initiated calls and 1.8 for community-initiated calls.
- The mean number of responding units was as high as 2.9 for mental health calls that were community-initiated.
- 46 percent of community-initiated calls involved one responding unit.
- 36 percent of community-initiated calls involved two responding units.
- 18 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved alarms.

FIGURE 8-9: Percentage Calls and Work Hours, by District



Note: The other category included calls missing district information and a few calls with miscellaneous districts, for example, GH6, H4, and D4.

TABLE 8-9: Calls and Work Hours by District, per Day

Beat	Per Day		Area (Sq. Miles)	Population (2020)
	Calls	Work Hours		
UA1	6.7	4.6	1.7	8,031
UA2	6.6	4.1	2.8	10,706
UA3	13.3	7.4	2.6	10,397
UA4	5.9	4.0	2.8	7,252
HQ	3.8	2.9	NA	NA
Miscellaneous	0.7	0.5	NA	NA
Unknown	4.2	2.3	NA	NA
Total	41.1	25.8	9.9	36,386

Note: Of the calls with an unknown beat, nearly all were outside the city limits.

Observations:

- Beat 3 had the most calls (13.4 per day) and workload (7.4 hours per day), and it accounted for 32 percent of total calls and 29 percent of the total workload.
- Excluding calls located at headquarters and missing beat information, an even distribution would allot 8.1 calls and 5.0 work hours per beat.

FIGURE 8-10: Percentage Calls and Work Hours, by Category, Summer 2021

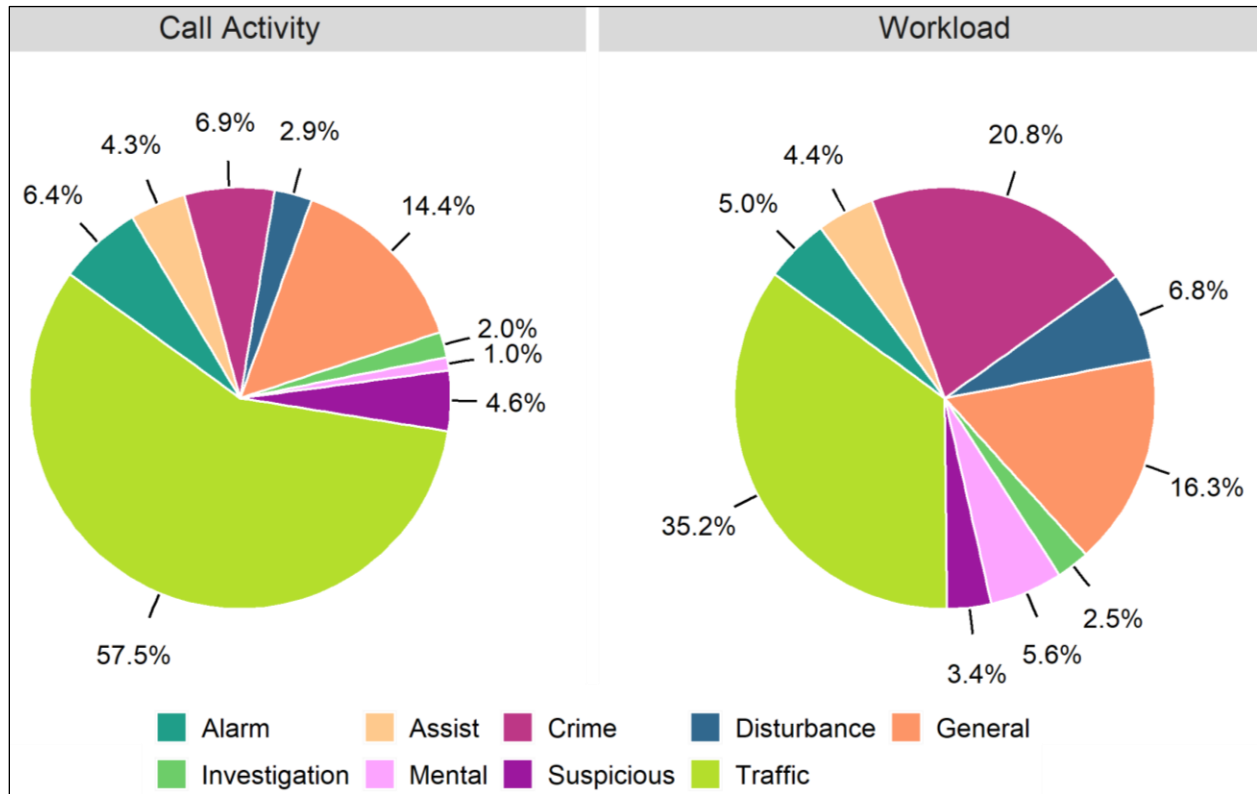


TABLE 8-10: Calls and Work Hours per Day, by Category, Summer 2021

Category	Per Day	
	Calls	Work Hours
Accident	1.3	1.9
Alarm	3.2	1.0
Animal	0.6	0.3
Assist citizen	0.3	0.1
Assist other agency	1.1	0.8
Crime–person	0.6	1.3
Crime–property	1.6	2.7
Disturbance	1.7	1.2
Investigation	1.2	1.5
Juvenile	0.4	0.2
Mental health	0.3	0.7
Miscellaneous	7.0	4.1
Suspicious incident	2.5	1.1
Traffic enforcement	20.1	7.8
Warrant/prisoner	0.6	1.3
Total	42.4	26.0

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average daily workload was higher in summer than in winter.
- Total calls averaged 42 per day or 1.8 per hour.
- Total workload averaged 26 hours per day, meaning that on average 1.1 units per hour were busy responding to calls.
 - Traffic calls constituted 50 percent of calls and 37 percent of the workload.
 - General miscellaneous calls constituted 20 percent of calls and 23 percent of the workload.
 - Alarm calls constituted 7 percent of calls and 4 percent of the workload.
- These top three categories constituted 78 percent of calls and 64 percent of the workload.
- Crime calls constituted 5 percent of calls and 15 percent of the workload.

FIGURE 8-11: Percentage Calls and Work Hours, by Category, Winter 2022

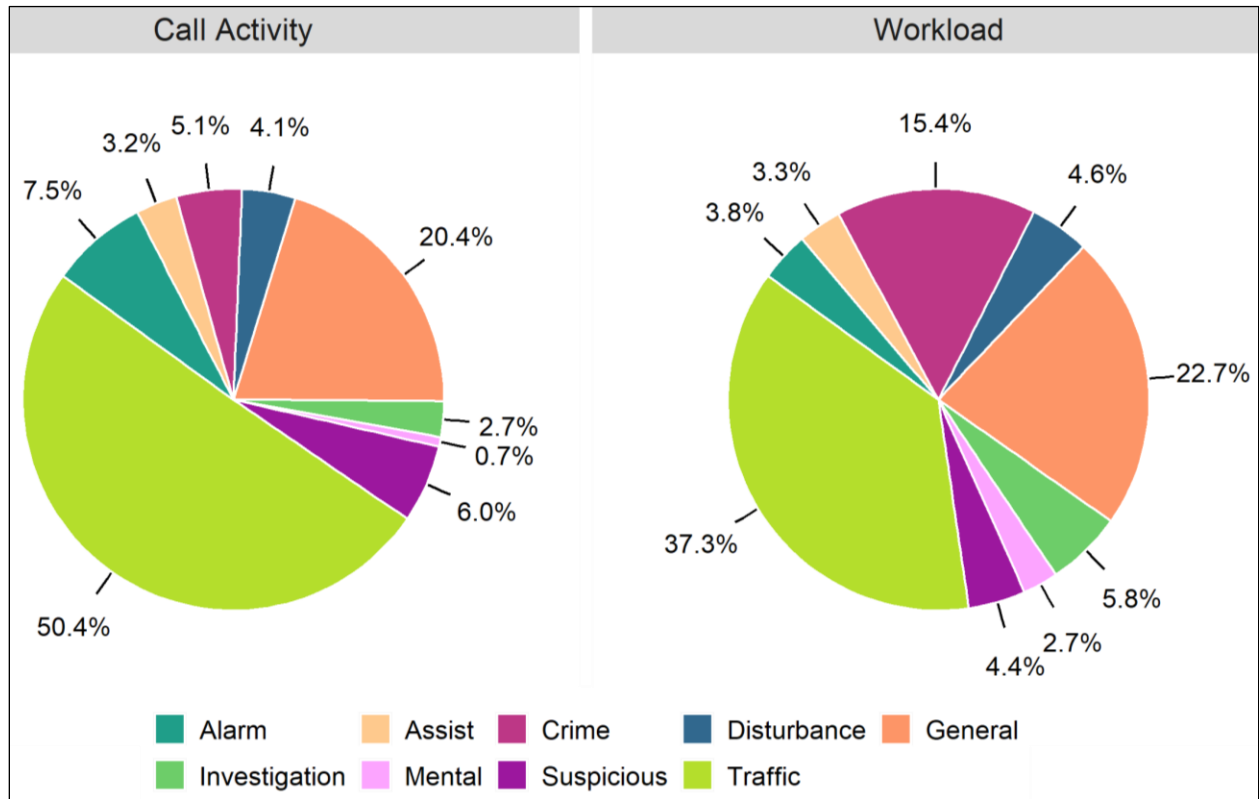


TABLE 8-11: Calls and Work Hours per Day, by Category, Winter 2022

Category	Per Day	
	Calls	Work Hours
Accident	1.2	2.0
Alarm	2.8	1.3
Animal	0.4	0.1
Assist citizen	0.7	0.3
Assist other agency	1.2	0.9
Crime-person	0.3	1.2
Crime-property	2.7	4.1
Disturbance	1.2	1.8
Investigation	0.8	0.7
Juvenile	0.1	0.2
Mental health	0.4	1.5
Miscellaneous	5.1	3.0
Suspicious incident	2.0	0.9
Traffic enforcement	23.5	7.1
Warrant/prisoner	0.6	0.9
Total	42.8	25.9

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- The average number of calls and work hours per day were similar in winter as in summer.
- Total calls averaged 43 per day or 1.8 per hour.
- Total workload averaged 26 hours per day, meaning that on average 1.1 units per hour were busy responding to calls.
 - Traffic calls constituted 57 percent of calls and 35 percent of the workload.
 - General miscellaneous calls constituted 14 percent of calls and 16 percent of the workload.
 - Alarm calls constituted 6 percent of calls and 5 percent of the workload.
- These top three categories constituted 78 percent of calls and 56 percent of the workload.
- Crime calls constituted 7 percent of calls and 21 percent of the workload.

OUT-OF-SERVICE ACTIVITIES

In the period from April 1, 2021, through March 31, 2022, the dispatch center recorded out-of-service activities that were assigned or not assigned call numbers. We focused on those out-of-service activities that involved a patrol unit. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted fewer than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.

After these exclusions, 7,345 activities remained. These activities had an average duration of 52.3 minutes.

In this section, we report out-of-service activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in winter and summer.

TABLE 8-12: Activities and Occupied Times by Description

Description	Occupied Time	Count
Busy	53.5	3,982
FU (Follow up)	44.8	721
Fuel	5.8	127
Training	79.6	124
Car wash	6.5	455
Miscellaneous	95.9	13
No detail	25.1	57
Administrative - Weighted Average/Total Activities	47.7	5,479
13W (Work out on duty)	62.5	1,357
23 (Meal break)	29.2	165
Special duty	96.8	344
Personal - MEAL - Average/Total Activities	65.9	1,866
Weighted Average/Total Activities	52.3	7,345

Observations:

- The most common administrative out-of-service activities were for “busy.”
- The most common personal out-of-service activities were workouts.

FIGURE 8-12: Activities per Day, by Month

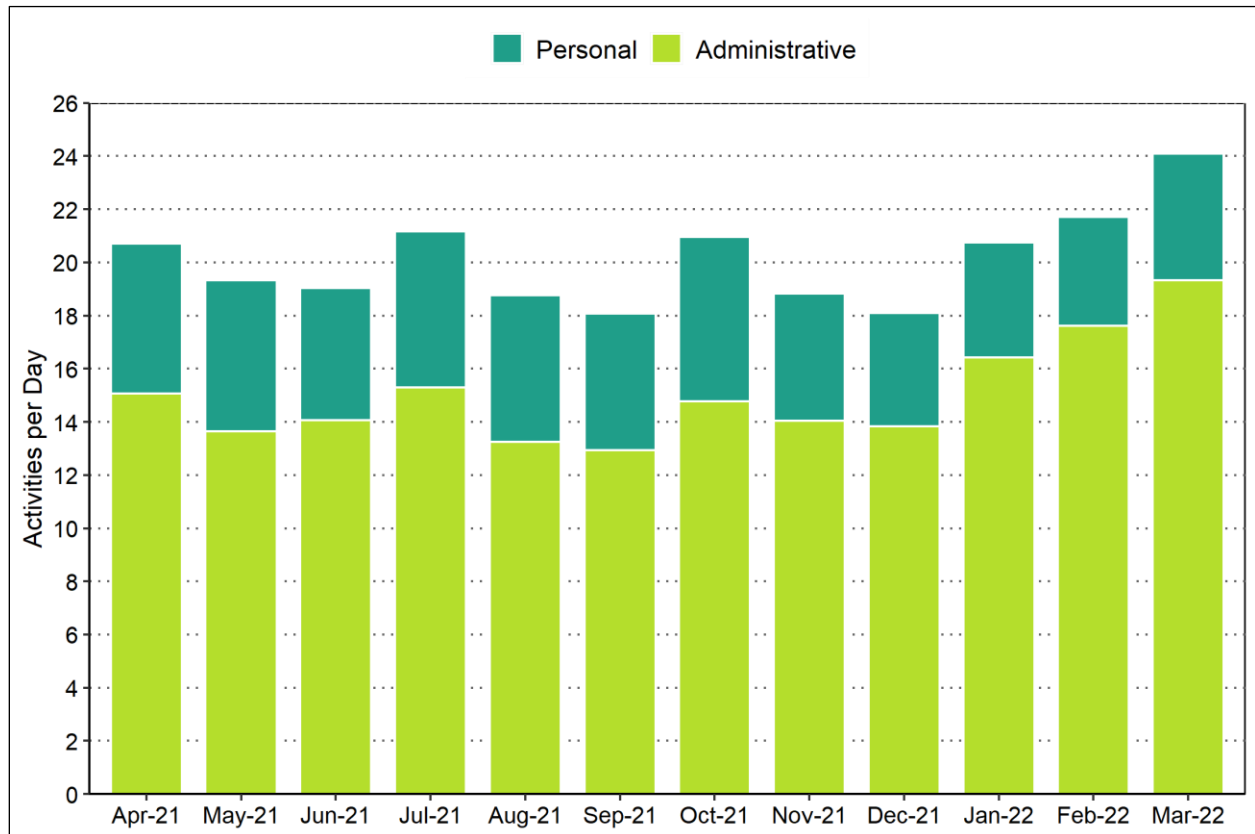


TABLE 8-13: Activities and Work Hours per Day, by Month

Activities	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Administrative	15.1	13.6	14.1	15.3	13.3	12.9	14.8	14.0	13.8	16.4	17.6	19.3
Personal	5.6	5.7	5.0	5.9	5.5	5.1	6.2	4.8	4.3	4.3	4.1	4.8
Total	20.7	19.3	19.0	21.2	18.8	18.1	21.0	18.8	18.1	20.7	21.7	24.1

Observations:

- The number of activities per day was lowest in September and December.
- The number of activities per day was highest in March.

FIGURE 8-13: Activities per Day, by Day of Week

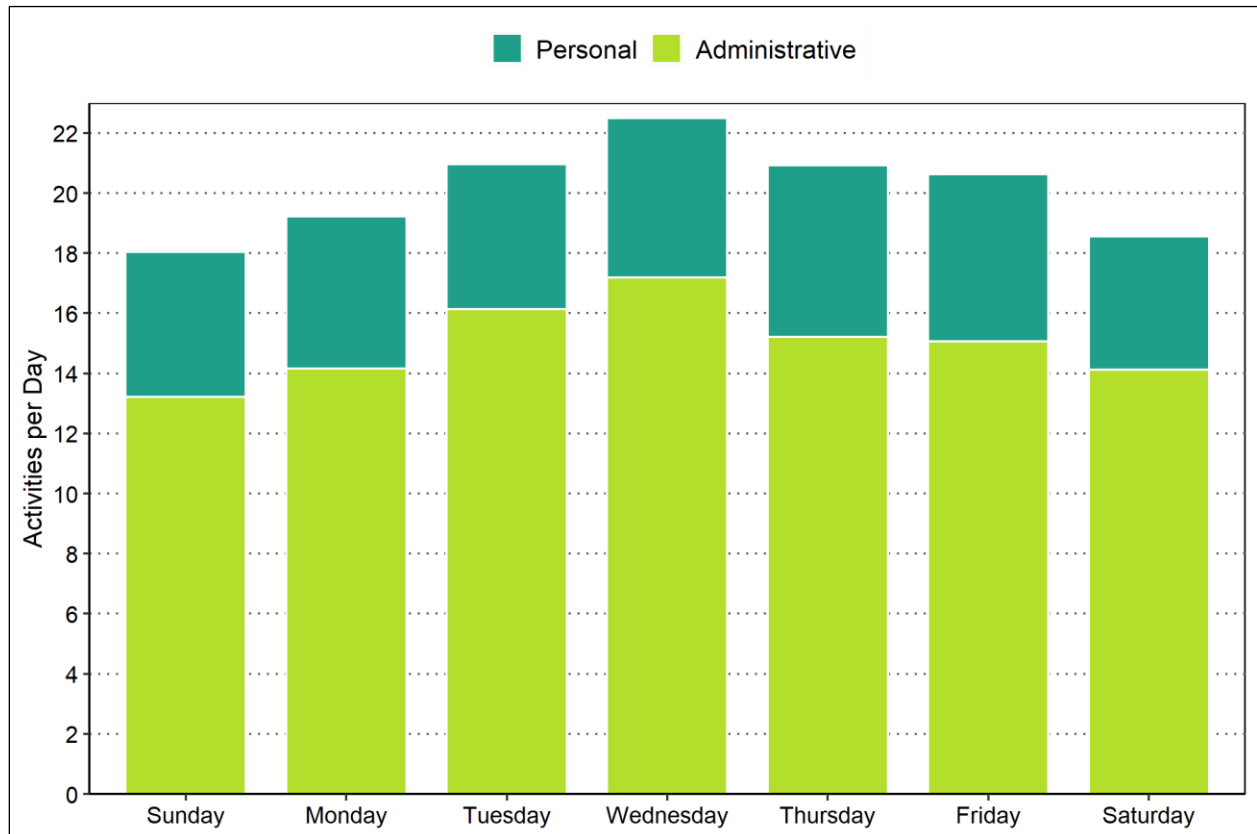


TABLE 8-14: Activities and Work Hours per Day, by Day of Week

Day of Week	Administrative	Personal	Activities per Day
Sunday	13.2	4.8	18.0
Monday	14.2	5.1	19.2
Tuesday	16.1	4.8	21.0
Wednesday	17.2	5.3	22.5
Thursday	15.2	5.7	20.9
Friday	15.1	5.6	20.6
Saturday	14.1	4.4	18.6
Weekly Average	15.0	5.1	20.1

Observations:

- The number of activities per day was lowest on weekends.
- The number of activities per day was highest on Wednesdays.

FIGURE 8-14: Activities per Day, by Hour of Day

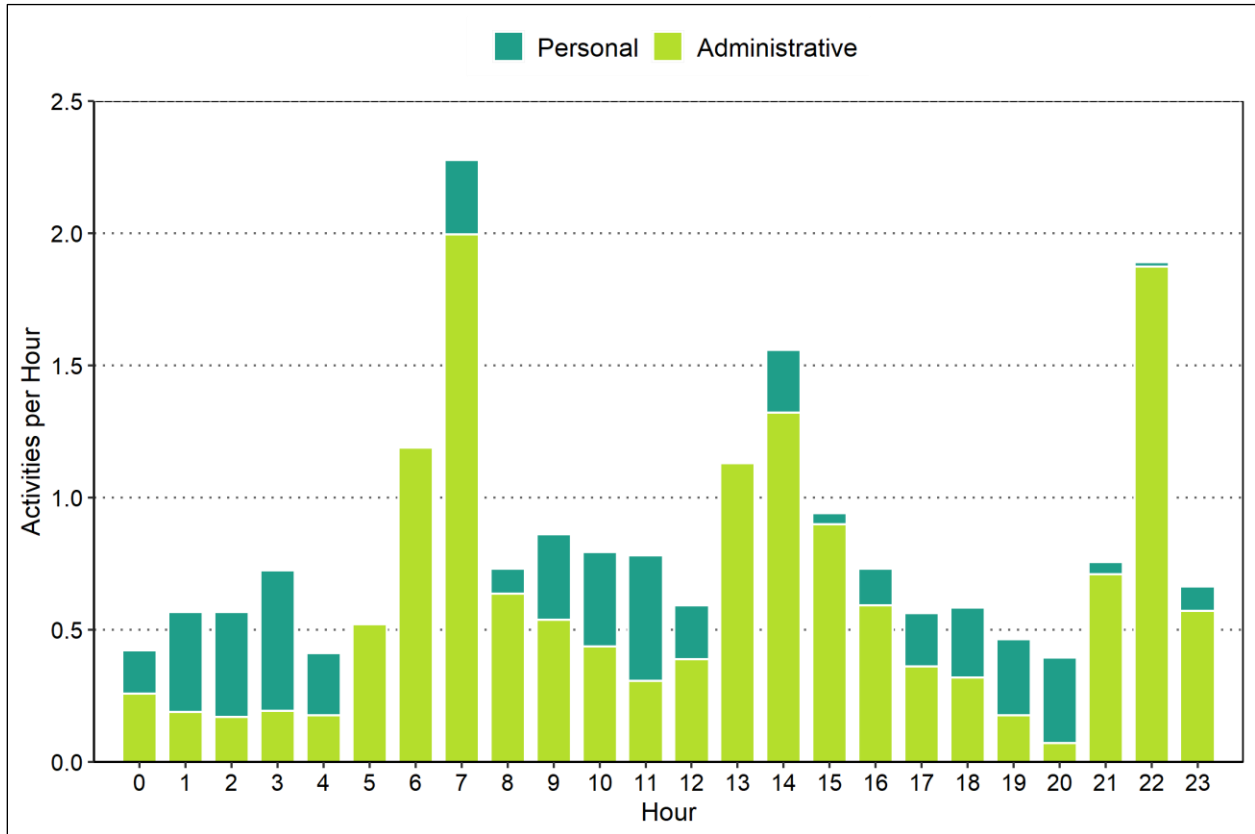


TABLE 8-15: Activities and Minutes per Hour, by Hour of Day

Hour	Personal	Administrative	Total
0	0.16	0.26	0.42
1	0.38	0.19	0.57
2	0.40	0.17	0.57
3	0.53	0.19	0.72
4	0.24	0.18	0.41
5	0.00	0.52	0.52
6	0.01	1.19	1.20
7	0.28	1.99	2.28
8	0.10	0.64	0.73
9	0.32	0.54	0.86
10	0.36	0.44	0.79
11	0.47	0.31	0.78
12	0.20	0.39	0.59
13	0.01	1.13	1.14
14	0.24	1.32	1.56
15	0.04	0.90	0.94
16	0.14	0.59	0.73
17	0.20	0.36	0.56
18	0.27	0.32	0.58
19	0.29	0.18	0.46
20	0.32	0.07	0.39
21	0.05	0.71	0.76
22	0.02	1.87	1.89
23	0.09	0.57	0.66
Hourly Average	0.21	0.63	0.84

Observations:

- The number of activities per hour was highest between 7:00 a.m. and 8:00 a.m.
- The number of activities per hour was lowest between 8:00 p.m. and 9:00 p.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in summer (July 7 through August 31, 2021) and eight weeks in winter (January 4 through February 28, 2022). The department's main patrol force consists of patrol officers and sergeants. Patrol officers operated on eight-hour shifts starting at 7:00 a.m., 3:00 p.m., and 11:00 p.m. Sergeants worked on an 8.5-hour schedule per day starting at 6:45 a.m., 2:45 p.m., and 10:45 p.m. The police department's patrol force deployed an average of 5.2 units per hour during the 24-hour day in summer 2021 and 5.5 units per hour in winter 2022.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.
- Next, we compare “all” workload, which includes community-initiated calls, police-initiated calls, directed patrol, and out-of-service activities.
- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

FIGURE 8-15: Deployed Units, Weekdays, Summer 2021

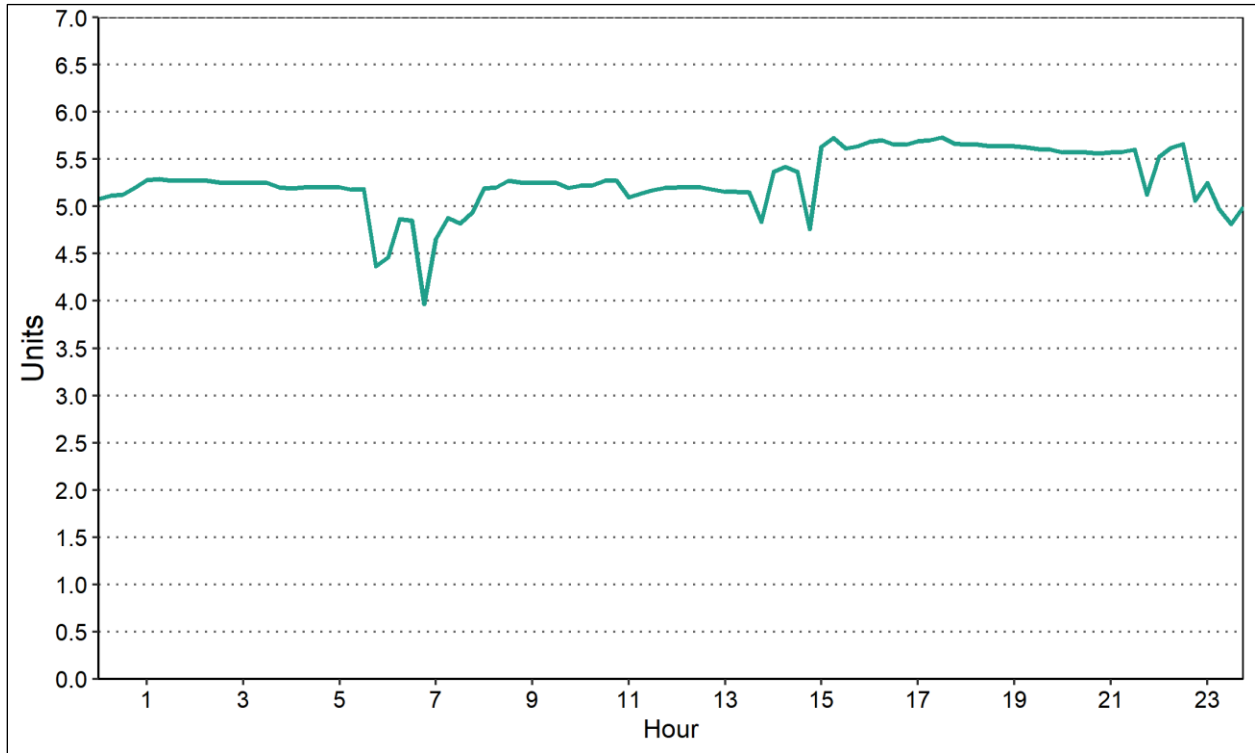


FIGURE 8-16: Deployed Units, Weekends, Summer 2021

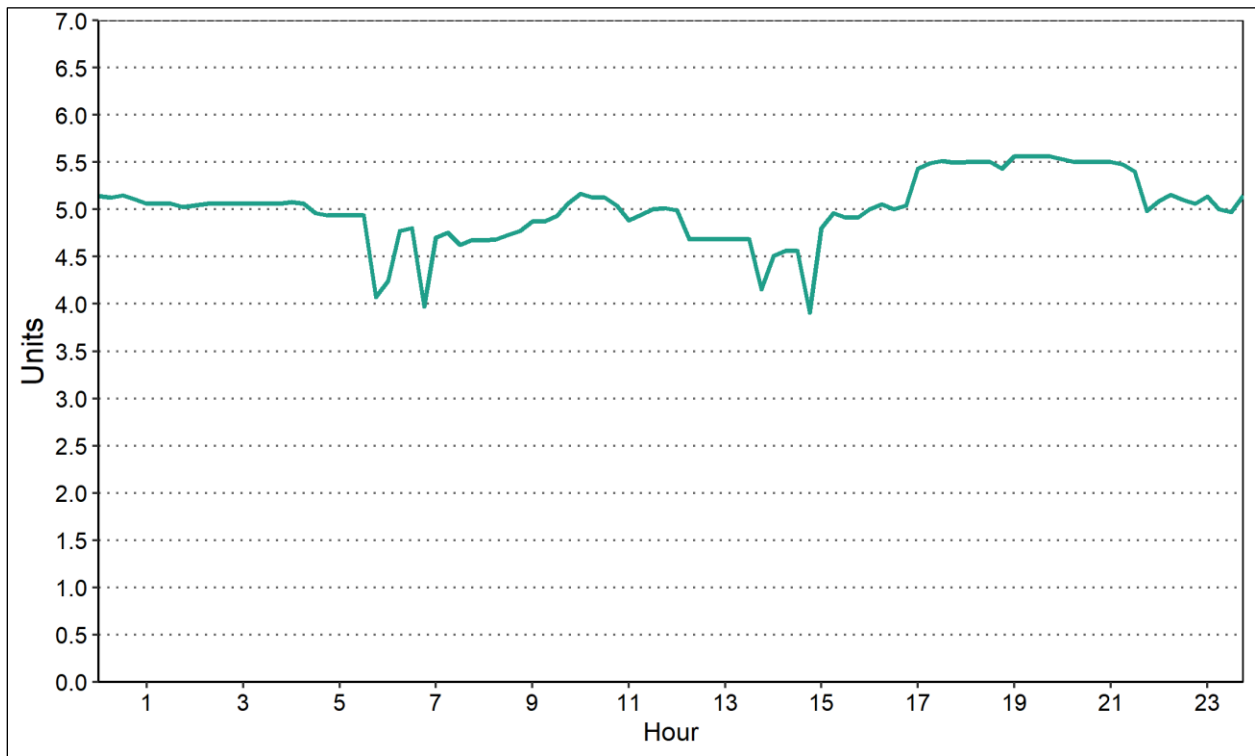


FIGURE 8-17: Deployed Units, Weekdays, Winter 2022

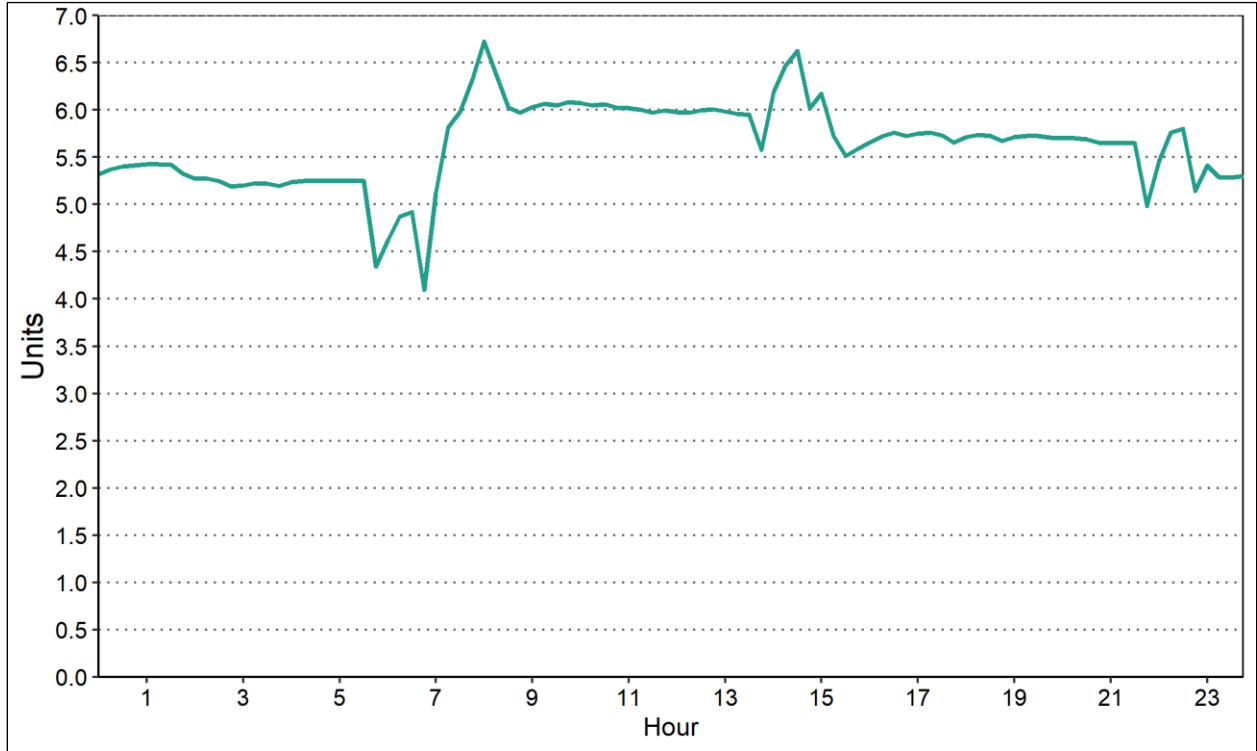
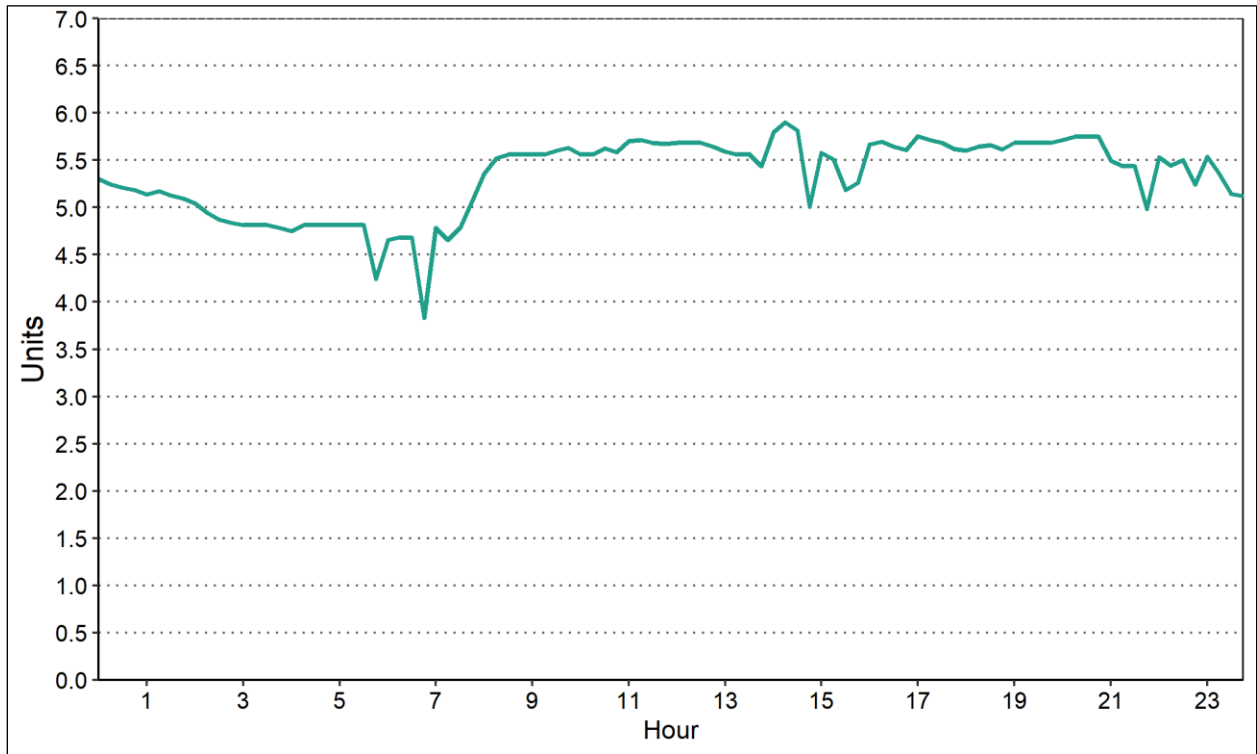


FIGURE 8-18: Deployed Units, Weekends, Winter 2022



Observations:

- For Summer (July 7 through August 31, 2021):
 - The average deployment was 5.3 units per hour during the week and 5.0 units per hour on the weekend.
 - Average deployment varied from 4.0 to 5.7 units per hour on weekdays and 3.9 to 5.6 units per hour on weekends.
- For Winter (January 4 through February 28, 2022):
 - The average deployment was 5.6 units per hour during the week and 5.3 units per hour on the weekend.
 - Average deployment varied from 4.1 to 6.7 units per hour on weekdays and 3.8 to 5.9 units per hour on weekends.

FIGURE 8-19: Deployment and All Workload, Weekdays, Summer 2021

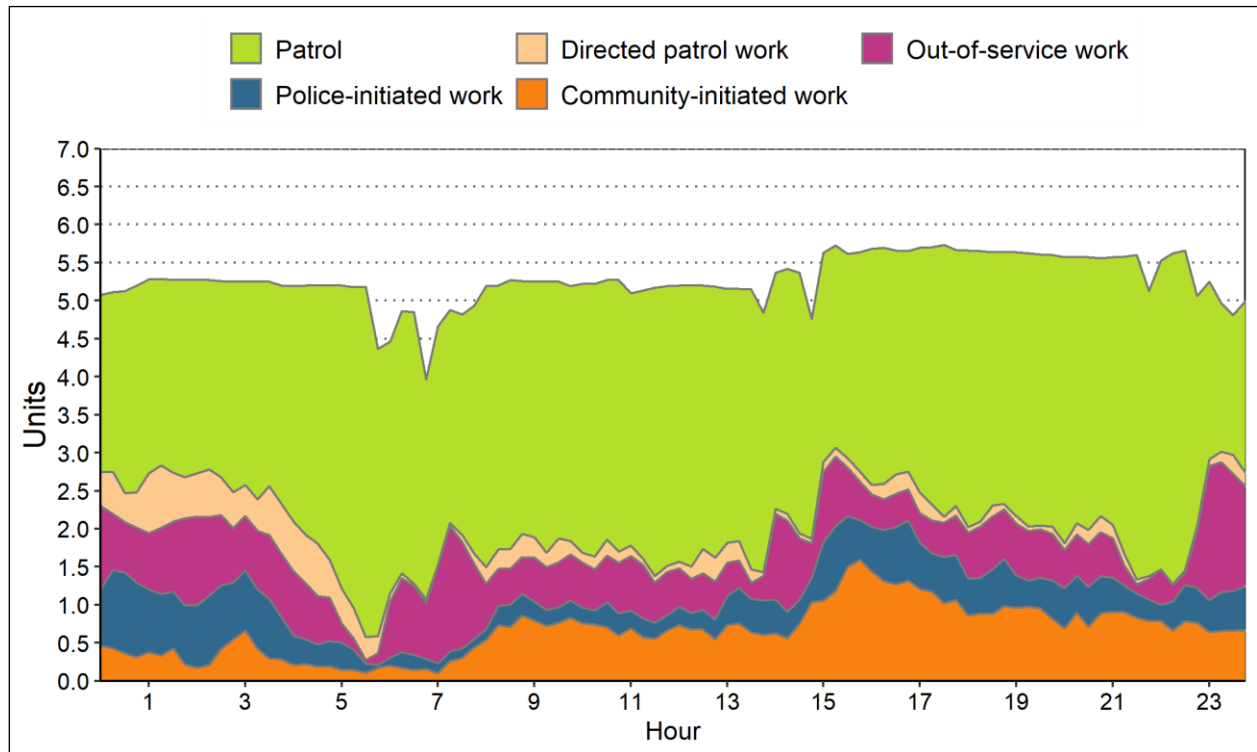


FIGURE 8-20: Deployment and All Workload, Weekends, Summer 2021

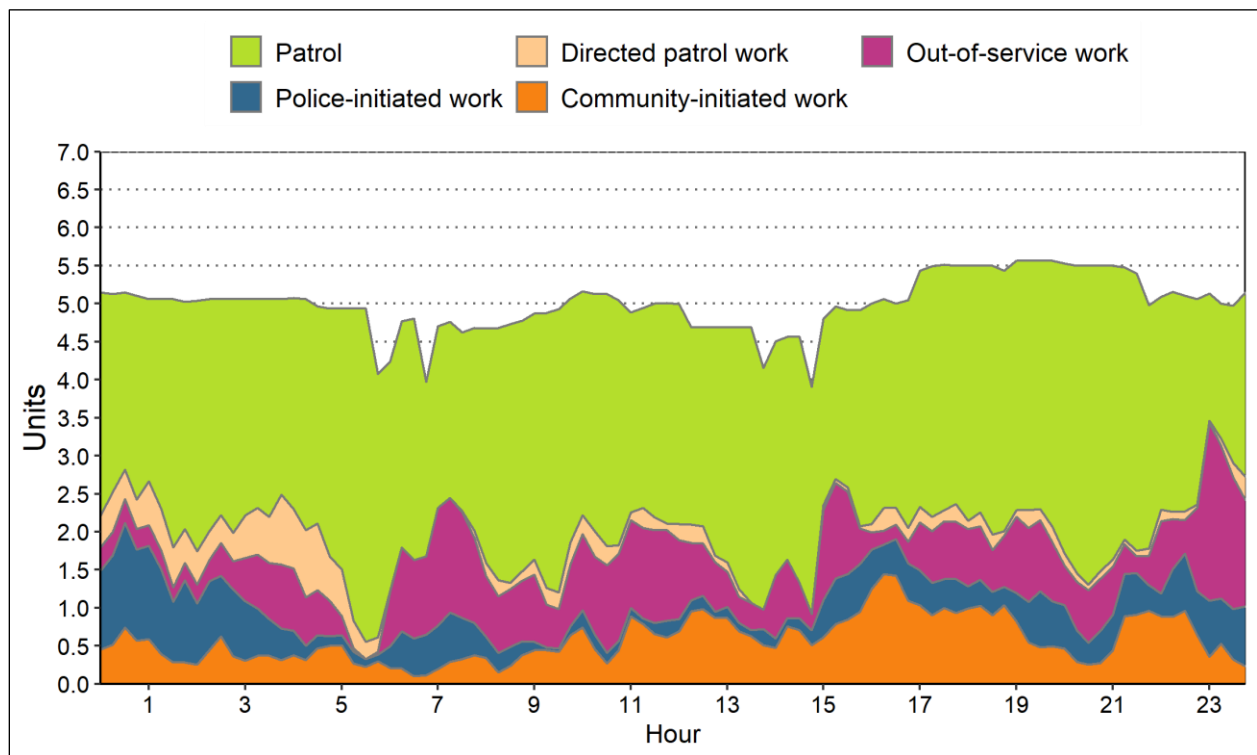


FIGURE 8-21: Deployment and All Workload, Weekdays, Winter 2022

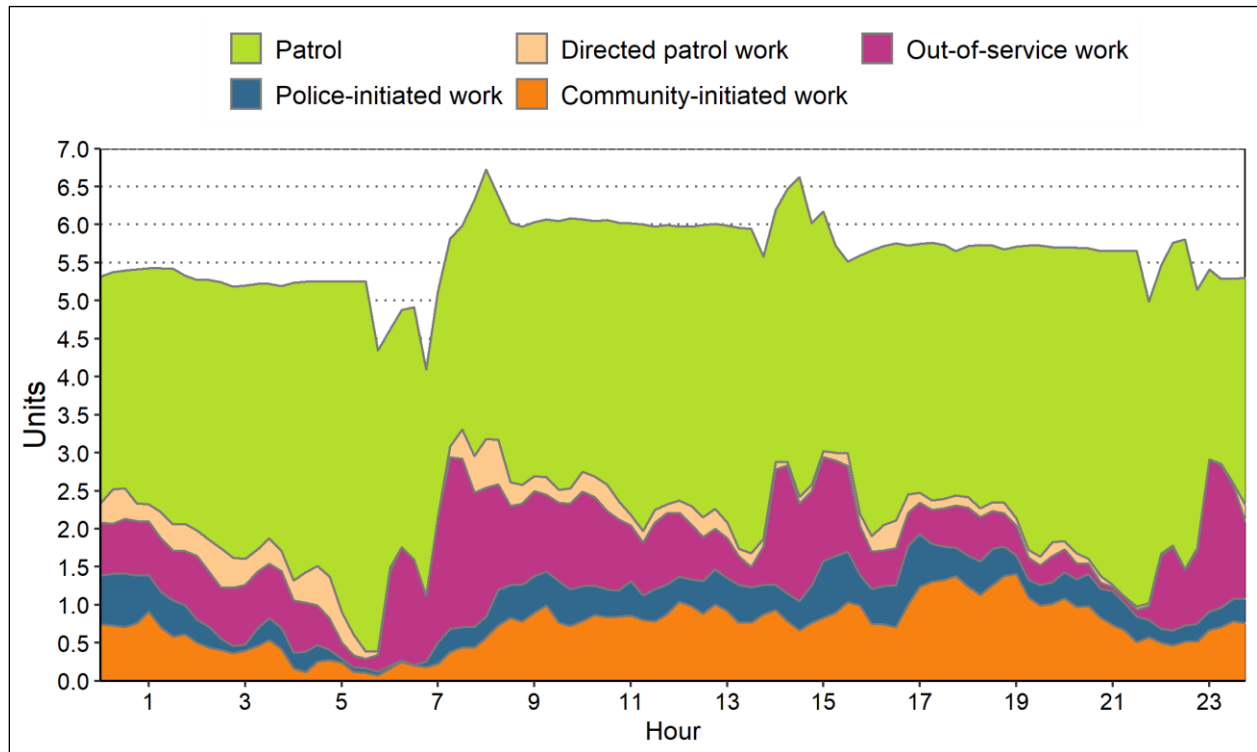
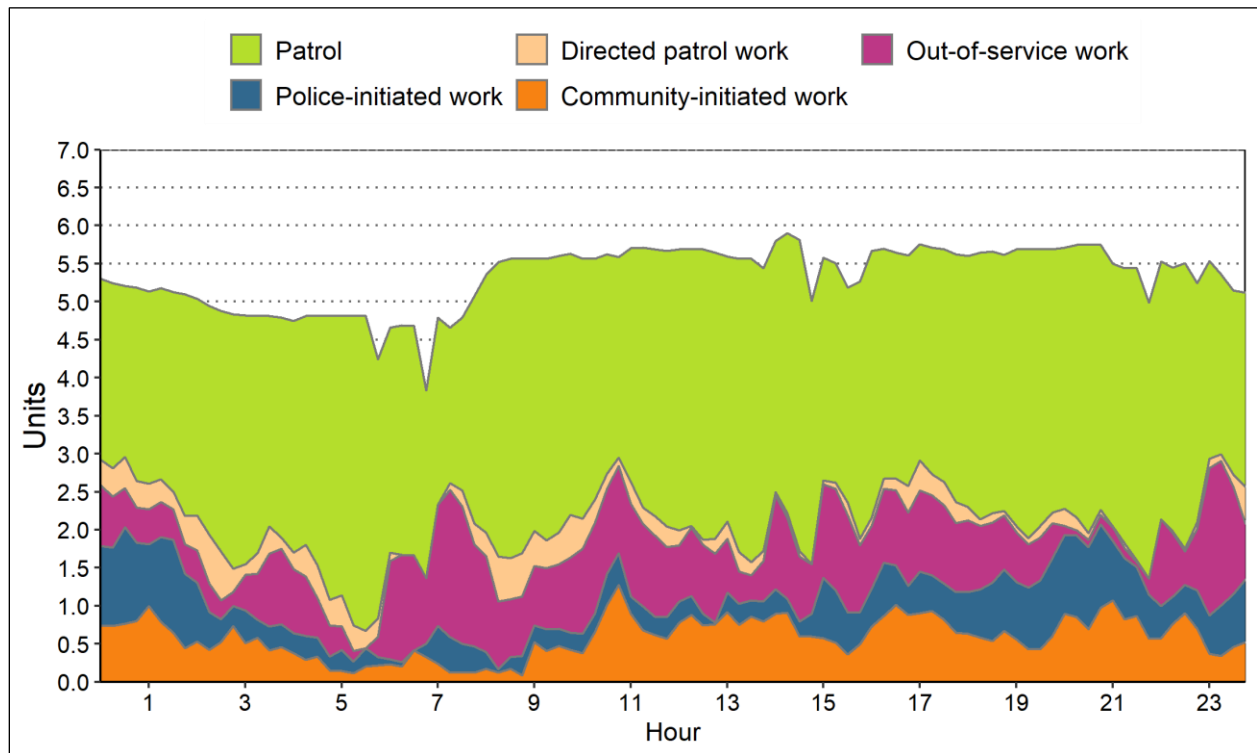


FIGURE 8-22: Deployment and All Workload, Weekends, Winter 2022



Note: Figures 8-19 to 8-22 show deployment along with all workloads from community-initiated calls and police-initiated calls, directed patrol work, and out-of-service work.

Observations:

Summer:

- Community-initiated work:
 - Average community-initiated workload was 0.7 units per hour during the week and 0.6 units per hour on weekends.
 - This was approximately 13 percent of hourly deployment during the week and 12 percent of hourly deployment on weekends.
- All work:
 - Average workload was 2.0 units per hour during the week and 2.0 units per hour on weekends.
 - This was approximately 38 percent of hourly deployment during the week and 39 percent of hourly deployment on weekends.

Winter:

- Community-initiated work:
 - Average community-initiated workload was 0.7 units per hour during the week and 0.6 units per hour on weekends.
 - This was approximately 13 percent of hourly deployment during the week and 11 percent of hourly deployment on weekends.
- All work:
 - Average workload was 2.1 units per hour during the week and 2.1 units per hour on weekends.
 - This was approximately 37 percent of hourly deployment during the week and 39 percent of hourly deployment on weekends.

FIGURE 8-23: Percentage of Workload, Weekdays, Summer 2021

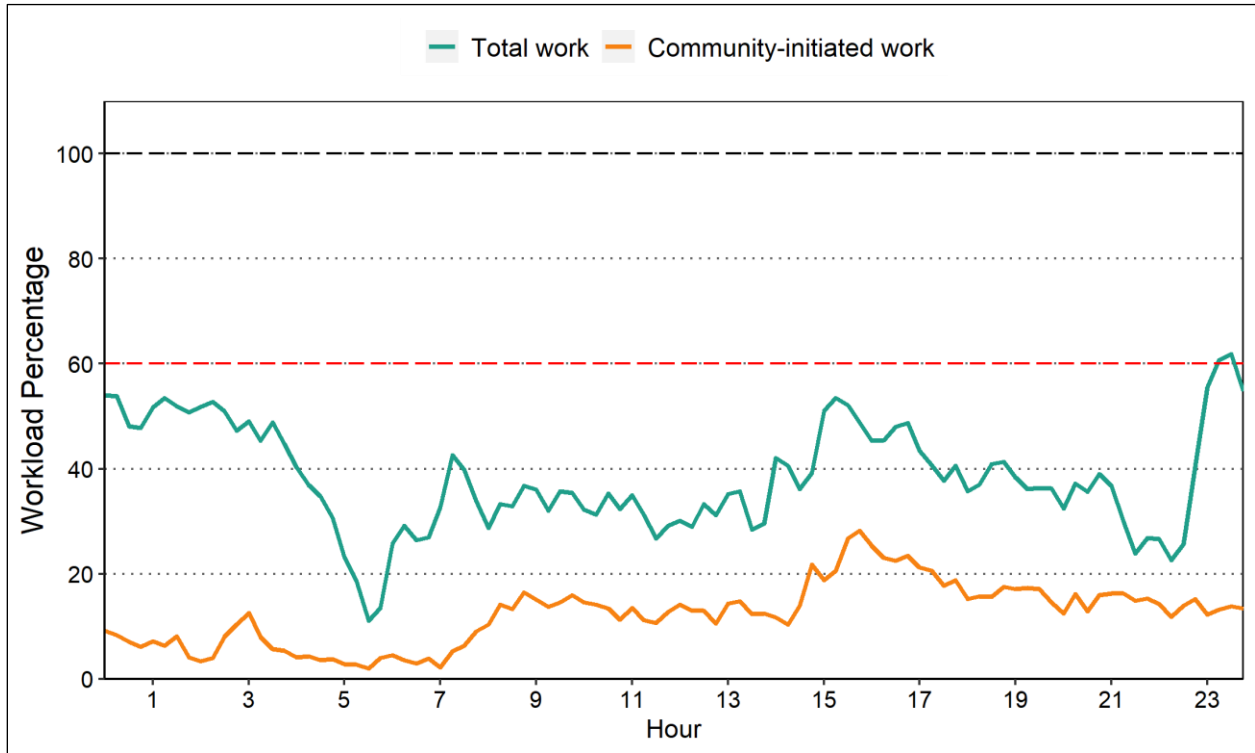


FIGURE 8-24: Percentage of Workload, Weekends, Summer 2021

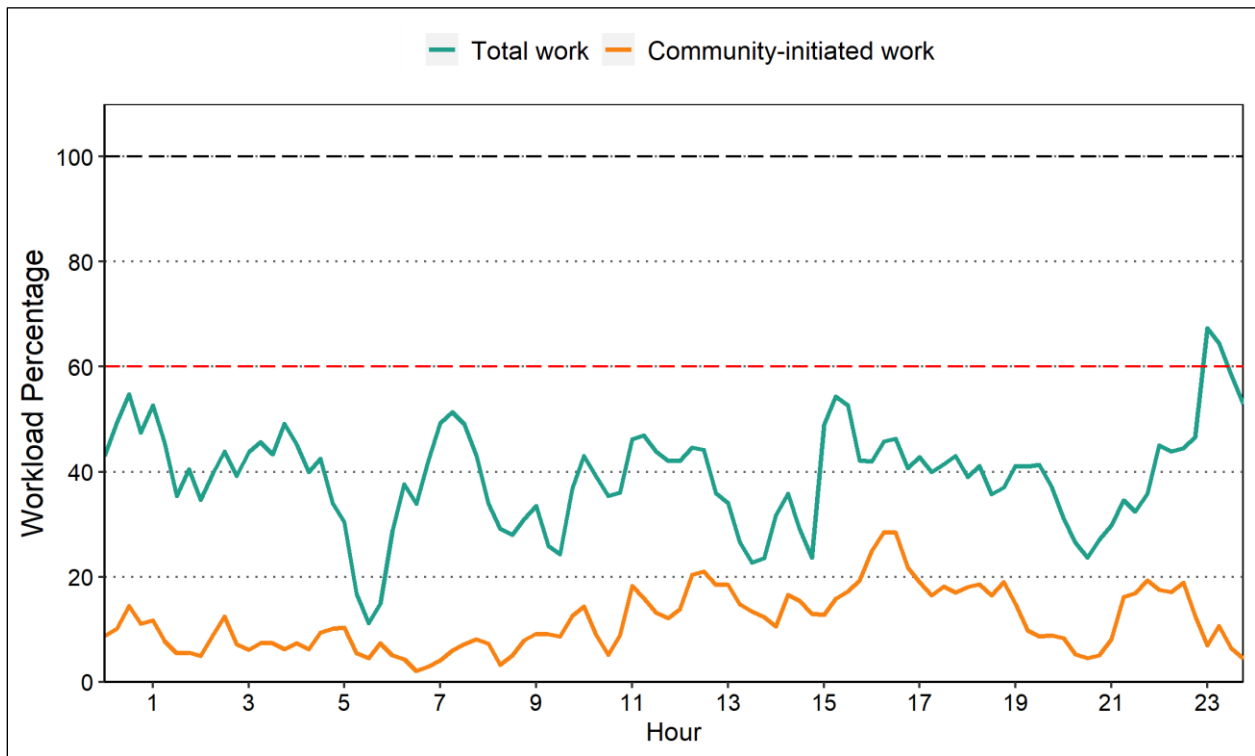


FIGURE 8-25: Percentage of Workload, Weekdays, Winter 2022

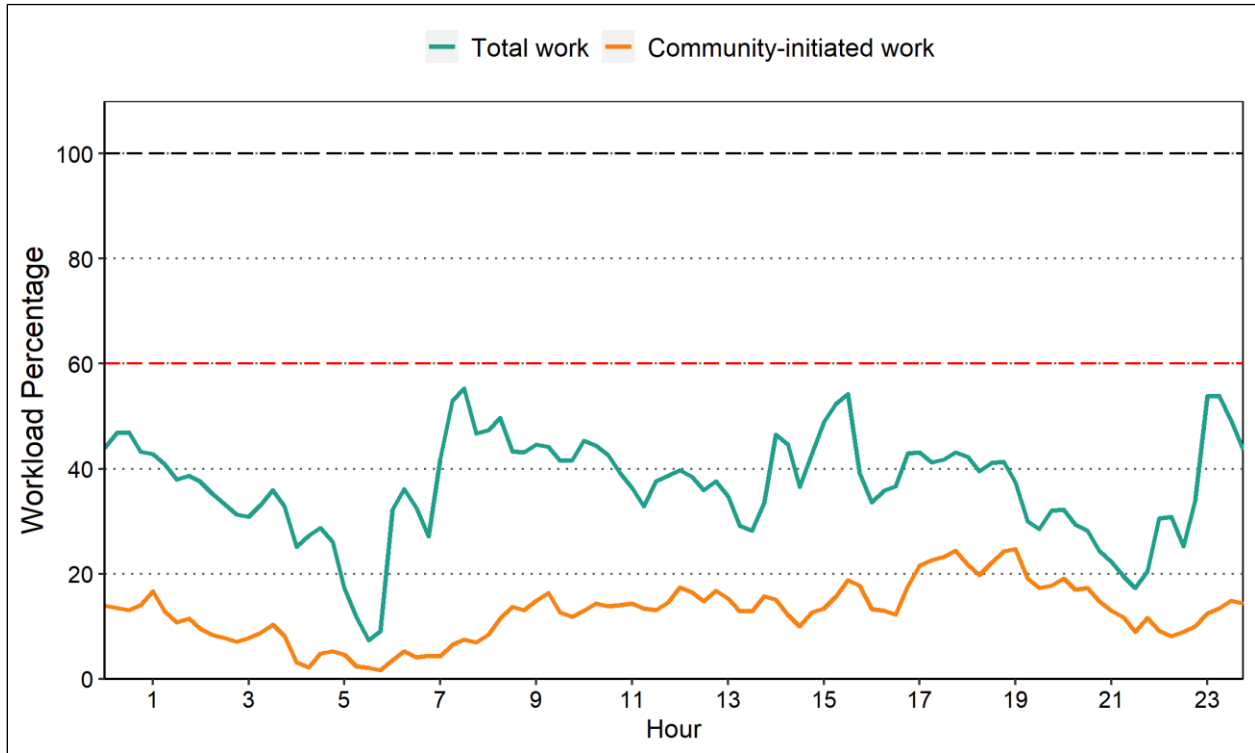
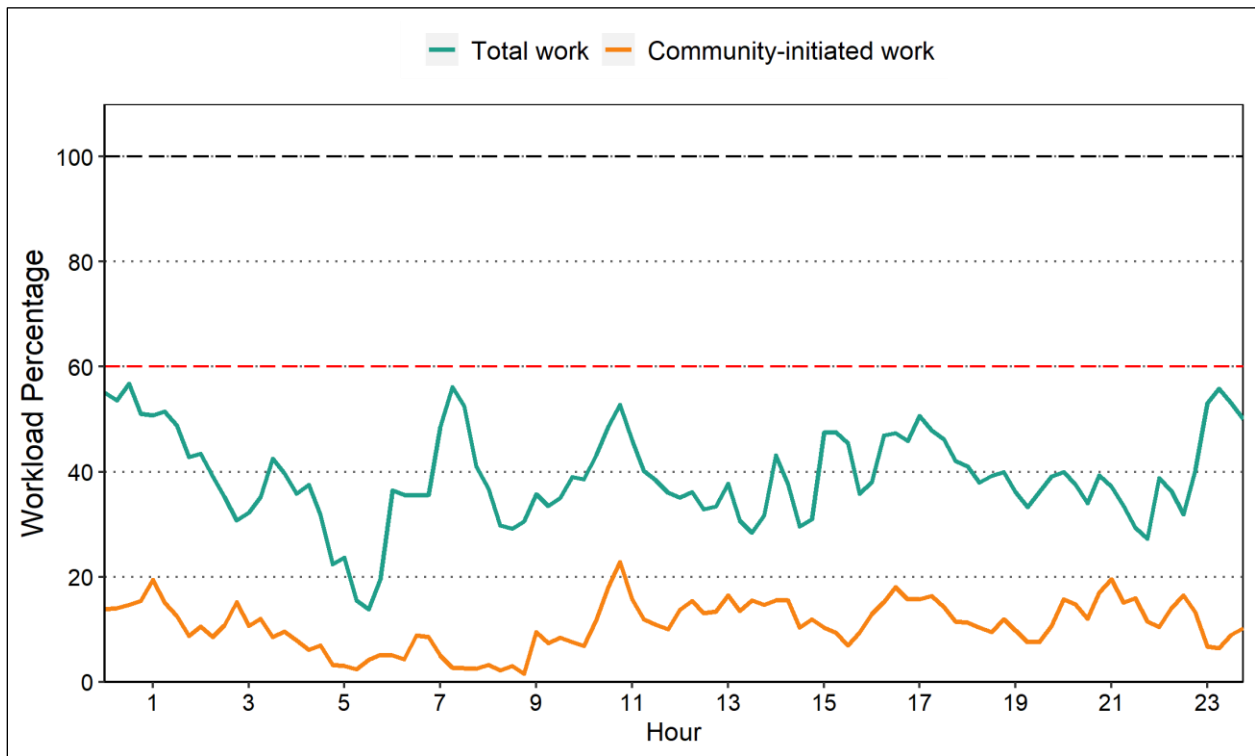


FIGURE 8-26: Percentage of Workload, Weekends, Winter 2022



Observations:

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 28 percent of deployment between 3:45 p.m. and 4:00 p.m.
 - On weekends, workload reached a maximum of 29 percent of deployment between 4:15 p.m. and 4:45 p.m.
- All work:
 - During the week, workload reached a maximum of 62 percent of deployment between 11:30 p.m. and 11:45 p.m.
 - On weekends, workload reached a maximum of 67 percent of deployment between 11:00 p.m. and 11:15 p.m.

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 25 percent of deployment between 5:45 p.m. and 6:00 p.m. and between 6:45 p.m. and 7:15 p.m.
 - On weekends, workload reached a maximum of 23 percent of deployment between 10:45 a.m. and 11:00 a.m.
- All work:
 - During the week, workload reached a maximum of 55 percent of deployment between 7:30 a.m. and 7:45 a.m.
 - On weekends, workload reached a maximum of 57 percent of deployment between 12:30 a.m. and 12:45 a.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

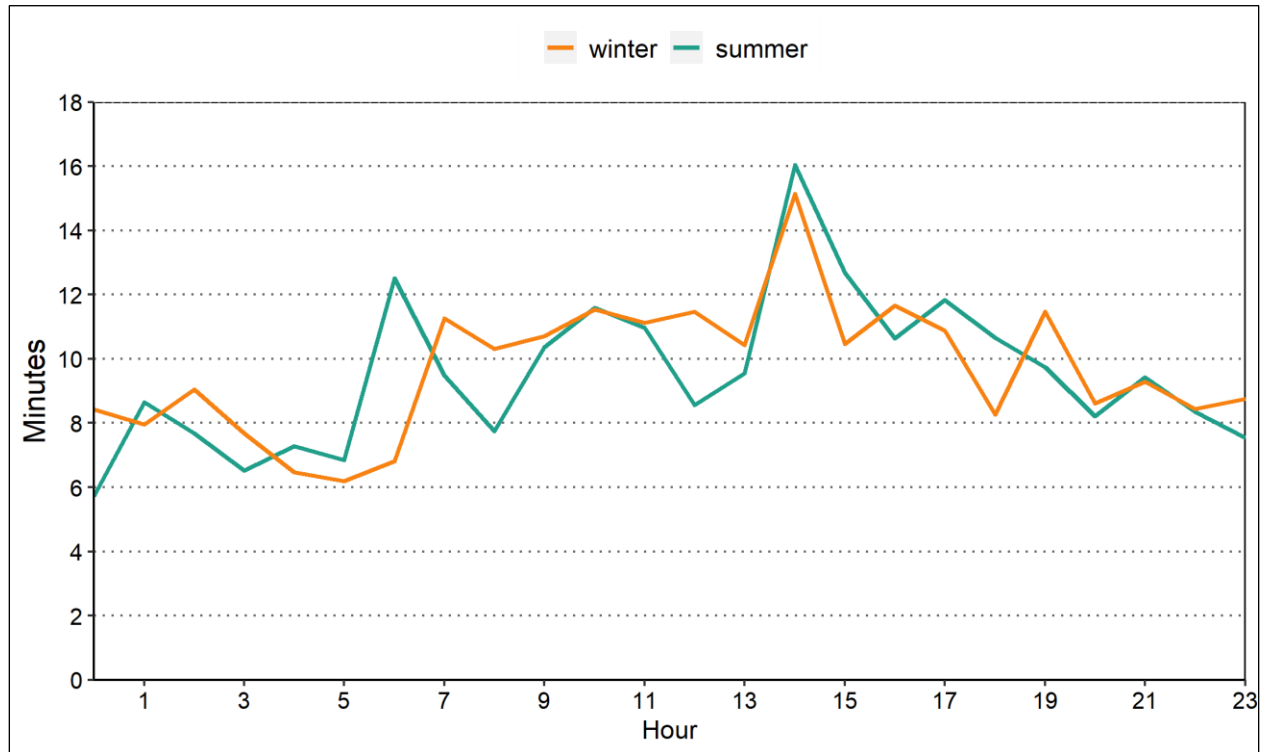
We begin the discussion with statistics that include all calls combined. We started with 2,376 calls for summer and 2,399 calls for winter. We limited our analysis to community-initiated calls, which amounted to 987 calls for summer and 870 calls for winter. Also, we removed a few calls lacking a recorded arriving unit and calls located at headquarters. We were left with 889 calls in summer and 778 calls in winter for our analysis. For the entire year, we began with 15,021 calls and limited our analysis to 6,232 community-initiated calls. With similar exclusions, we were left with 5,584 calls.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares the summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter versus summer), we show differences in response times by category.

FIGURE 8-27: Average Response Times, by Hour of Day, Summer 2021 and Winter 2022



Observations:

- Average response times varied significantly by the hour of the day.
- In summer, the longest response times were between 2:00 p.m. and 3:00 p.m., with an average of 16.0 minutes.
- In summer, the shortest response times were between midnight and 1:00 a.m., with an average of 5.7 minutes.
- In winter, the longest response times were between 2:00 p.m. and 3:00 p.m., with an average of 15.1 minutes.
- In winter, the shortest response times were between 5:00 a.m. and 6:00 a.m., with an average of 6.2 minutes.

FIGURE 8-28: Average Response Time by Category, Summer 2021

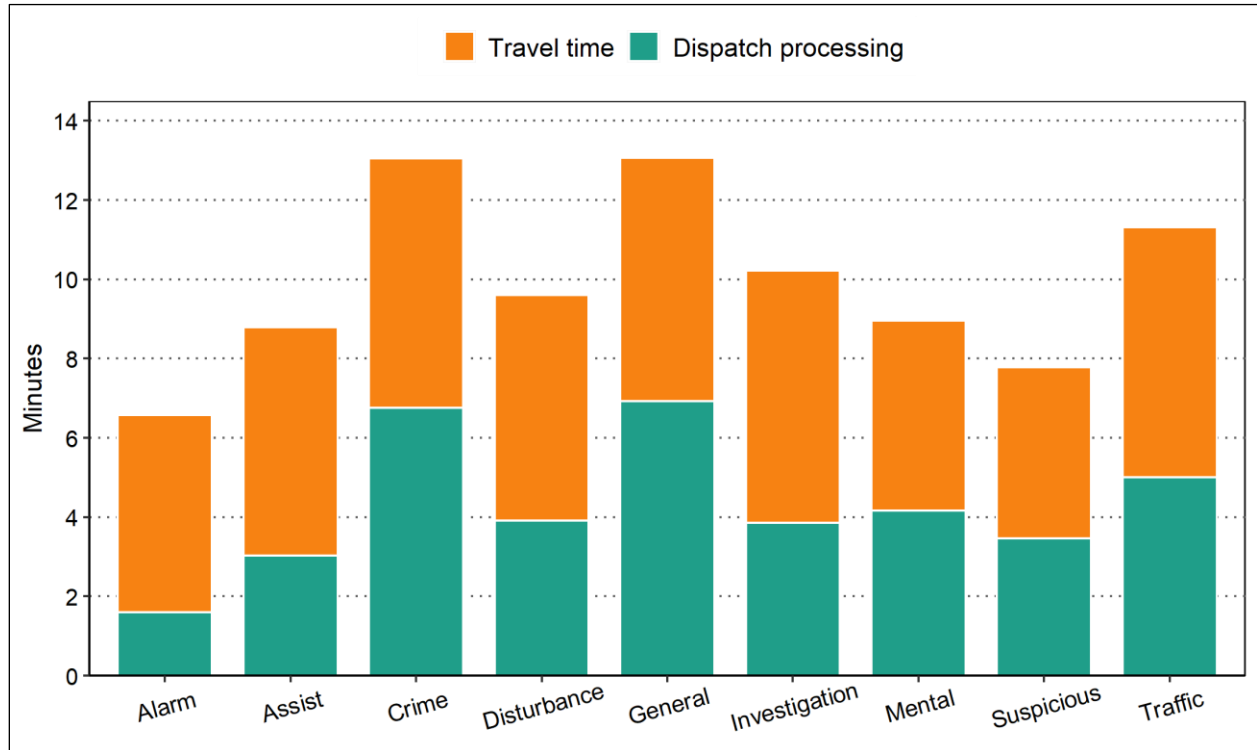


FIGURE 8-29: Average Response Time by Category, Winter 2022

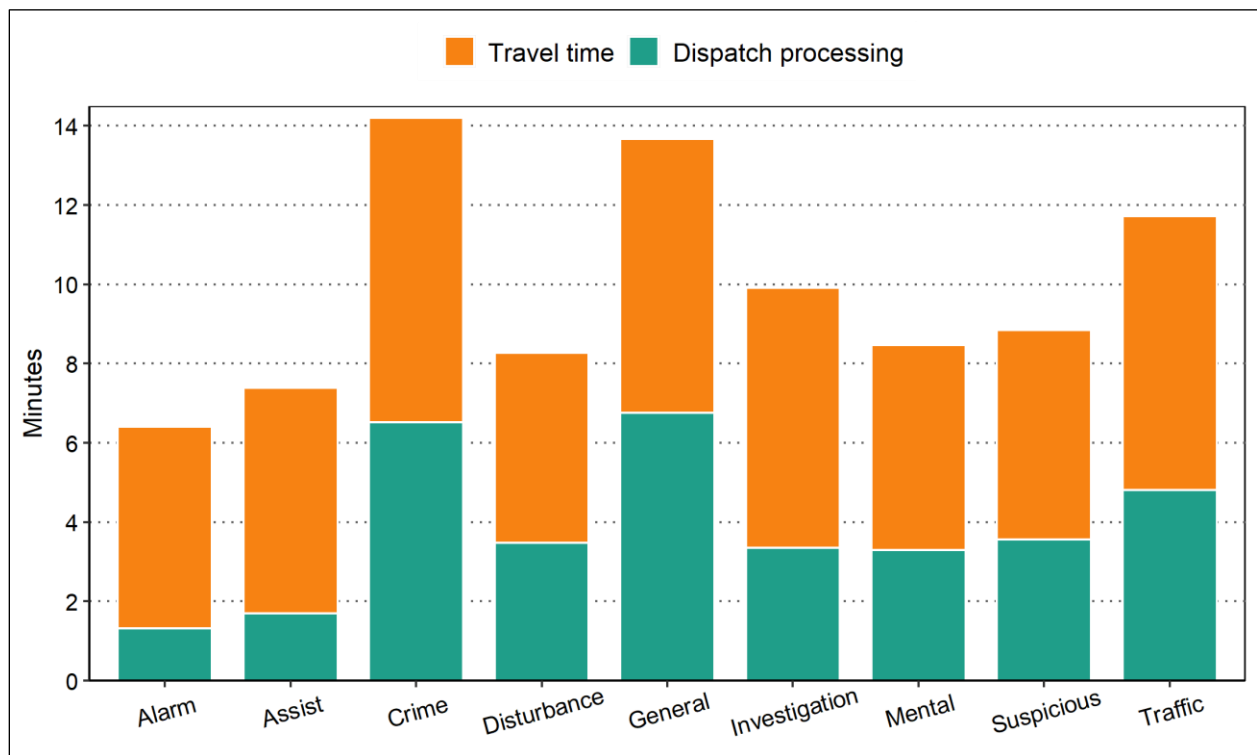


TABLE 8-16: Average Response Time Components, by Category

Category	Summer				Winter			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	3.7	6.3	10.0	67	3.9	6.4	10.3	56
Alarm	1.6	5.0	6.6	156	1.3	5.1	6.4	135
Animal	6.1	5.7	11.8	29	7.3	6.1	13.4	18
Assist citizen	7.0	7.3	14.3	13	3.4	9.0	12.5	18
Assist other agency	1.9	5.4	7.3	48	1.1	4.5	5.5	49
Crime-person	5.9	5.2	11.1	32	4.2	5.4	9.5	15
Crime-property	7.1	6.8	13.9	70	6.9	8.0	14.9	102
Disturbance	3.9	5.7	9.6	81	3.5	4.8	8.3	62
Investigation	3.9	6.4	10.2	50	3.4	6.6	9.9	37
Juvenile	3.8	6.5	10.2	21	3.0	4.5	7.5	7
Mental health	4.2	4.8	9.0	17	3.3	5.2	8.5	24
Miscellaneous	8.3	5.4	13.7	80	7.1	6.8	13.9	71
Suspicious incident	3.5	4.3	7.8	85	3.6	5.3	8.8	65
Traffic enforcement	5.7	6.3	12.0	133	5.3	7.1	12.4	115
Warrant/prisoner	4.5	15.3	19.8	7	5.7	15.7	21.4	4
Total Average	4.4	5.7	10.2	889	4.1	6.2	10.3	778

Note: The total average is weighted according to the number of calls per category.

Observations:

- In summer, the average response time for most categories was between 7 minutes and 13 minutes.
- In summer, the average response time was as short as 7 minutes (for alarm) and as long as 13 minutes (for crimes and general miscellaneous calls).
- In winter, the average response time for most categories was between 6 minutes and 14 minutes.
- In winter, the average response time was as short as 6 minutes (for alarm) and as long as 14 minutes (for crimes).
- The average response time for crimes was 13 minutes in summer and 14 minutes in winter.

TABLE 8-17: 90th Percentiles for Response Time Components, by Category

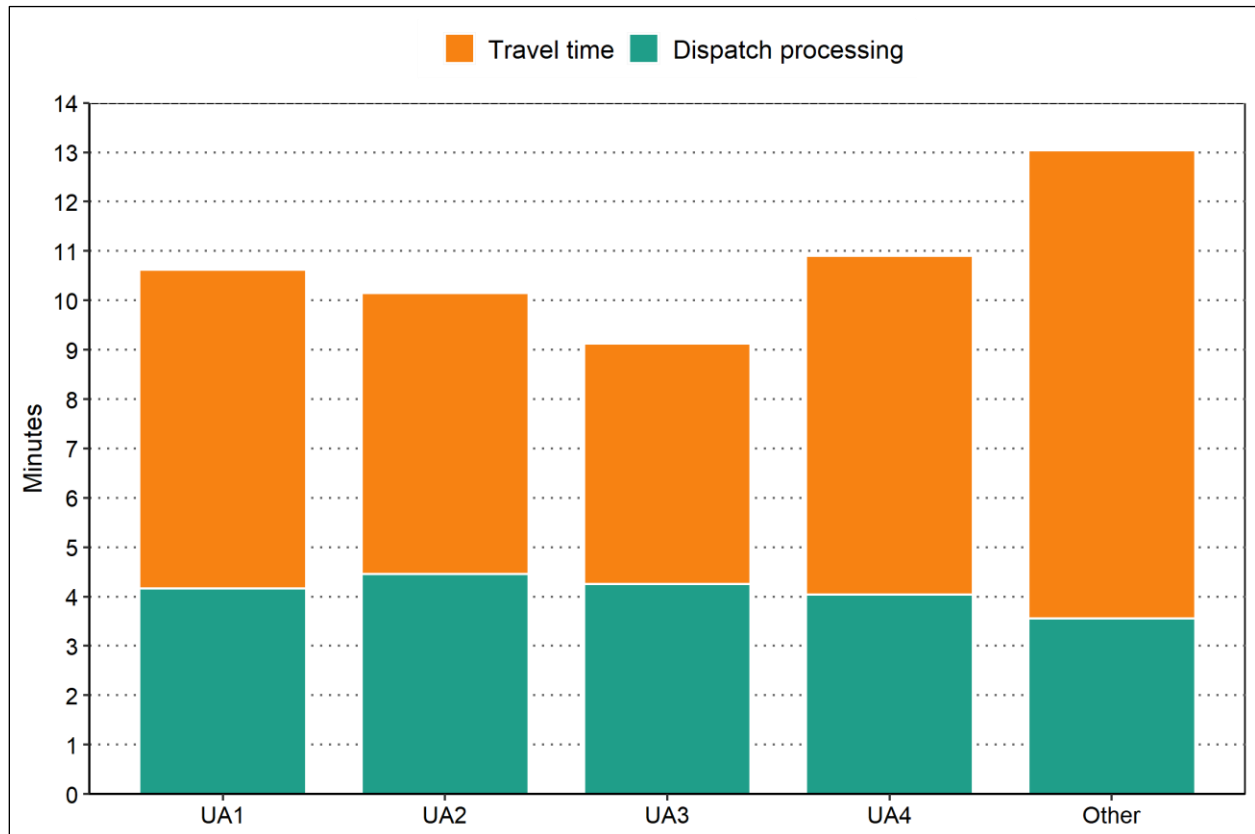
Category	Minutes in Summer			Minutes in Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	8.0	11.6	17.1	6.7	11.6	19.0
Alarm	4.0	8.1	10.5	2.3	8.9	10.4
Animal	14.2	9.5	21.9	27.8	11.6	31.7
Assist citizen	21.8	13.9	34.9	6.7	12.3	15.9
Assist other agency	3.1	9.3	14.9	2.6	7.9	9.8
Crime-person	22.8	9.6	25.4	12.7	6.5	14.3
Crime-property	21.3	13.3	37.6	22.3	15.5	36.8
Disturbance	6.7	9.6	16.4	6.3	8.1	11.7
Investigation	7.3	10.9	16.7	5.5	15.0	20.6
Juvenile	7.4	12.3	16.8	4.6	6.2	9.1
Mental health	5.1	7.9	11.5	6.6	9.3	12.9
Miscellaneous	28.3	11.6	42.0	14.3	14.2	29.5
Suspicious incident	6.1	7.4	12.1	5.2	8.7	14.1
Traffic enforcement	14.7	11.8	21.8	14.5	12.8	21.5
Warrant/prisoner	10.4	38.6	43.6	13.4	25.8	32.8
Total	9.5	10.6	19.2	9.3	11.3	20.0

Note: A 90th percentile value of 20.0 minutes means that 90 percent of all calls are responded to in fewer than 20.0 minutes. For this reason, the columns for dispatch processing and travel time may not be equal to the total response time.

Observations:

- In summer, the 90th percentile value for response time was as short as 11 minutes (for alarms) and as long as 31 minutes (for general miscellaneous calls).
- In winter, the 90th percentile value for response time was as short as 10 minutes (for alarms) and as long as 36 minutes (for crimes).

FIGURE 8-30: Average Response Time Components, by District



Note: The other category included calls missing district information and a few calls with miscellaneous districts, for example, GH6, H4, and D1.

TABLE 8-18: Average Response Time Components, by District

Beat	Minutes			Calls	Area (Sq. Miles)	Population (2020)
	Dispatch	Travel	Response			
UA1	4.2	6.5	10.6	1,228	1.7	8,031
UA2	4.5	5.7	10.1	1,240	2.8	10,706
UA3	4.3	4.9	9.1	1,787	2.6	10,397
UA4	4.0	6.9	10.9	1,209	2.8	7,252
Miscellaneous	1.9	9.8	11.7	22	NA	NA
Unknown	3.9	9.4	13.3	98	NA	NA
Total	4.2	5.9	10.2	5,584	9.9	36,386

Observations:

- District 4 had the shortest dispatch processing time, which is about 4.0 minutes.
- District 3 had the shortest response time, which is about 9.1 minutes.

High-priority Calls

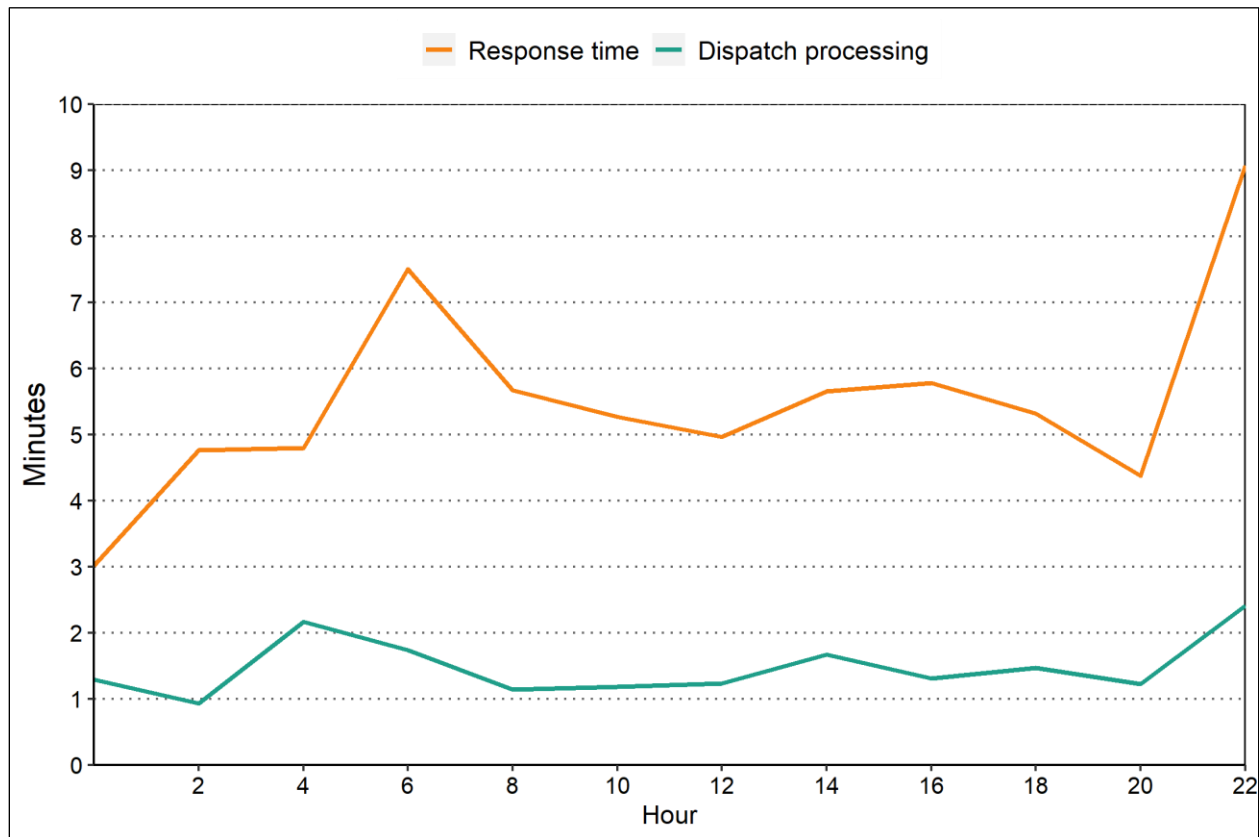
The department assigned priorities to calls with priorities "1," "2," "3," and "P" as the highest priorities. The following table shows average response times by priority of call. Also, we identified the majority of injury accidents based upon their call descriptions, "4-ACCIDENT INJURIES," "4A-HIT SKIP INJURY," and "4F-ACCIDENT FATAL," to see if these provided an alternate measure for emergency calls.

TABLE 8-19: Average and 90th Percentile Response Times, by Priority

Priority	Minutes			Calls	Minutes, 90th Percentile
	Dispatch	Travel	Response		
1	1.3	4.7	6.0	54	7.2
2	2.3	4.9	7.2	22	11.9
3	1.0	4.0	5.0	66	9.1
4	2.9	5.4	8.4	3,216	14.0
5	6.2	6.9	13.0	2,096	27.8
6	8.8	3.2	12.0	44	39.3
7	8.6	5.7	14.3	37	33.7
8	4.7	4.1	8.7	11	9.6
P	1.4	3.9	5.3	53	7.7
Unknown	6.0	9.3	15.3	34	37.1
Total	4.2	5.9	10.2	5,584	19.6
Injury accident	1.3	3.9	5.3	49	9.1

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

FIGURE 8-31: Average Response and Dispatch Processing Times for High-priority Calls, by Hour



Note: To improve the accuracy of our averages, we calculated averages in two-hour increments.

Observations:

- High-priority calls had an average response time of 5.5 minutes, lower than the overall average of 10.2 minutes for all calls.
- Average dispatch processing was 1.4 minutes for high-priority calls, compared to 4.2 minutes overall.
- For high-priority calls, the longest response times were between 10:00 p.m. and midnight, with an average of 9.9 minutes.
- For high-priority calls, the shortest response times were between 12:00 a.m. and 2:00 a.m., with an average of 3.3 minutes.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from April 1, 2021, to March 31, 2022, were classified into the following categories.

TABLE 8-20: Call Type, by Category

Call type Code	Call Type Description	Table Category	Figure Category
12AL	12AL BURGLAR ALARM	Alarm	Alarm
50ALB	50ALB-ROBBERY ALARM BUSINESS		
50ALR	50ALR-ROBBERY ALARM RESIDENCE		
13K	13K-KIND CALL PROGRAM	Assist citizen	Assist
78	78-VEHICLE LOCKOUT		
RAP	RESIDENT ASSISTANCE PROGRAM		
STREET	STREETS OR UTILITIES ISSUE		
TRAFFS	TRAFFIC SIGNAL OR SIGN PROBLEM	Assist other agency	
10	10-ASSIST OTHER AGENCY		
28	28-FIRE RUN		
29	29-EMS RUN	Crime-person	Crime
100	100-BOMB THREAT		
20	20-DOMESTIC		
26	26-FIGHT		
40	40-PERSON WITH A GUN		
40A	40A-PERSON WITH A KNIFE		
48	48-RAPE		
48B	48B-SEX OFFENSE		
50	50-ROBBERY		
52A	52A-SHOTS FIRED		
8	8-ASSAULT		
8A	8A-MENACING THREATS		
8B	8B-TELEPHONE HARASSMENT		
102	102-NARCOTICS		
12	12-BURGLARY		
14	14-FRAUD BAD CHECK		
36	36-THEFT		
46	46-PROWLER		
56	56-STOLEN VEHICLE		
56B	56B-RECOVERED STOLEN VEHICLE		
64	64-VANDALISM	Directed patrol	Directed patrol
61	61-HOUSE CHECK		

Call type Code	Call Type Description	Table Category	Figure Category
61A	61A-EXTRA PATROL		
61B	61B-TARGET PATROL		
913	913-FOOT PATROL		
BIKE	BIKE PATROL		
SRO	SCHOOL RESOURCE OFFICER		
24	24-INTOXICATED PERSON	Disturbance	Disturbance
90	90-DISTURBANCE 2 UNITS		
90A	90A-DISTURBANCE 1 UNIT		
16A	16A-DECEASED ANIMAL	Animal	General miscellaneous
18	18-ANIMAL BITE		
18A	18A-ANIMAL COMPLAINT		
18B	18B-BARKING DOG		
34	34-JUVENILE COMPLAINT	Juvenile	
13	13-MISCELLANEOUS CALL	Miscellaneous	
13C	13C-COMMUNITY SERVICE EVENT		
19R	19R-PHONE MESSAGE		
25	25-HEADQUARTERS		
36C	36C-COURTESY CARD		
INFOP	INFORMATION ONLY - POLICE		
13T	13T-PRISONER TRANSPORT	Warrant/prisoner	
15	15-WARRANT SERVICE		
16	16-DECEASED PERSON	Investigation	Investigation
36B	36B-FOUND PROPERTY		
38	38-MISSING PERSON		
38	38A-MISSING PERSON RETURNED		
38A	38A-MISSING PERSON RETURNED		
42A	42A-911 HANG UP CALL		
911	911 NO RESPONSE		
BOLO	BOLO		
MAYDAY	42-UNKNOWN EMERGENCY	Mental health	Mental health
58A	58A-SUICIDE ATTEMPT		
96	96-MENTAL	Out of service–administrative	Out of service
BUSY	BUSY		
COURT	COURT		
FU	FOLLOW UP		
FUEL	FUEL GAS PUMPS		
IT	IT REQUEST		
RANGE	RANGE TRAINING		
TRAINP	TRAINING DETAIL POLICE		
WASH	VEHICLE WASH		
13W	13W-WORK OUT ON DUTY		Out of service–personal

Call type Code	Call Type Description	Table Category	Figure Category
23	MEAL BREAK		
SPECDU	SPECIAL DUTY		
12B	12B-OPEN DOOR OR WINDOW	Suspicious incident	Suspicious incident
42	42-UNKNOWN CIRCUMSTANCES		
60	60-SUSPICIOUS PERSON		
60A	60A-SUSPICIOUS VEHICLE		
2	2-ACCIDENT NON INJURY	Accident	Traffic
2A	2A-HIT SKIP NON INJURY		
2P	2P-ACCIDENT PRIVATE PROPERTY		
4	4-ACCIDENT INJURIES		
4A	4A-HIT SKIP INJURY		
4F	4F-ACCIDENT FATAL	Traffic enforcement	
24A	24A -OMVI		
62	62-TRAFFIC DETAIL		
70	70-TRAFFIC VIOLATOR		
72	72-SPEEDER OR RECKLESS DRIVER		
74	74-DISABLED OR MOTORIST ASSIST		
76	76-VEHICLE BLOCKING		
76A	76A-PARKING VIOLATOR		
80	80-ROADWAY OBSTRUCTION		
TC	TRAFFIC COMPLAINT		

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2010 through 2020, along with clearance rates for 2020. Crime rates are expressed as incidents per 100,000 population. State-level clearance rates were not available for 2020.

TABLE 8-21: Reported Crime Rates in 2019 and 2020, by City

Municipality	State	2019				2020			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Bexley	OH	13,956	86	2,150	2,236	13,805	116	2,543	2,658
Dublin	OH	49,626	52	864	916	49,954	44	745	789
Delaware	OH	40,616	148	1,174	1,322	42,064	136	872	1,008
Gahanna	OH	35,847	123	2,006	2,128	35,738	168	1,721	1,889
Grove City	OH	42,423	97	2,812	2,909	42,551	188	2,477	2,665
Pickerington	OH	21,590	134	1,028	1,163	22,631	97	870	968
Westerville	OH	40,903	181	1,875	2,056	41,652	94	1,645	1,738
Whitehall	OH	19,121	596	5,763	6,360	19,014	826	4,428	5,254
Upper Arlington	OH	35,754	34	1,024	1,058	35,557	31	945	976
Ohio		11,689,100	293	2,056	2,349	11,799,448	309	1,850	2,159
National		328,239,523	379	2,010	2,489	331,449,281	399	1,958	2,357

FIGURE 8-32: Reported Upper Arlington Violent and Property Crime Rates, by Year, 2011–2020

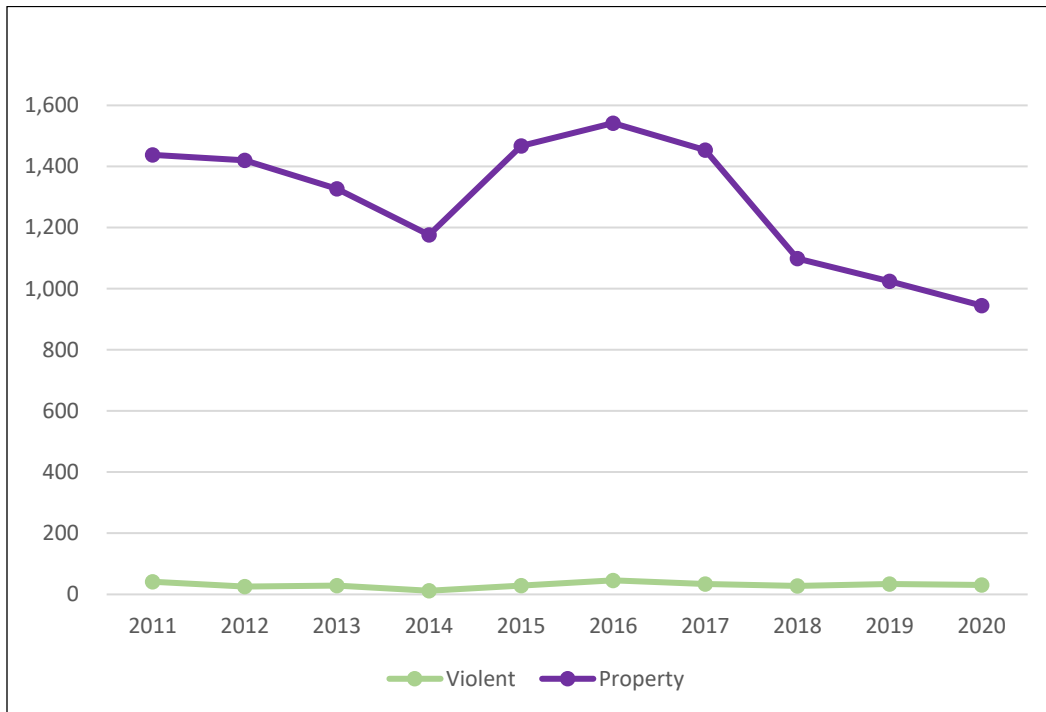


FIGURE 8-33: Reported City and State Crime Rates, by Year, 2011–2020

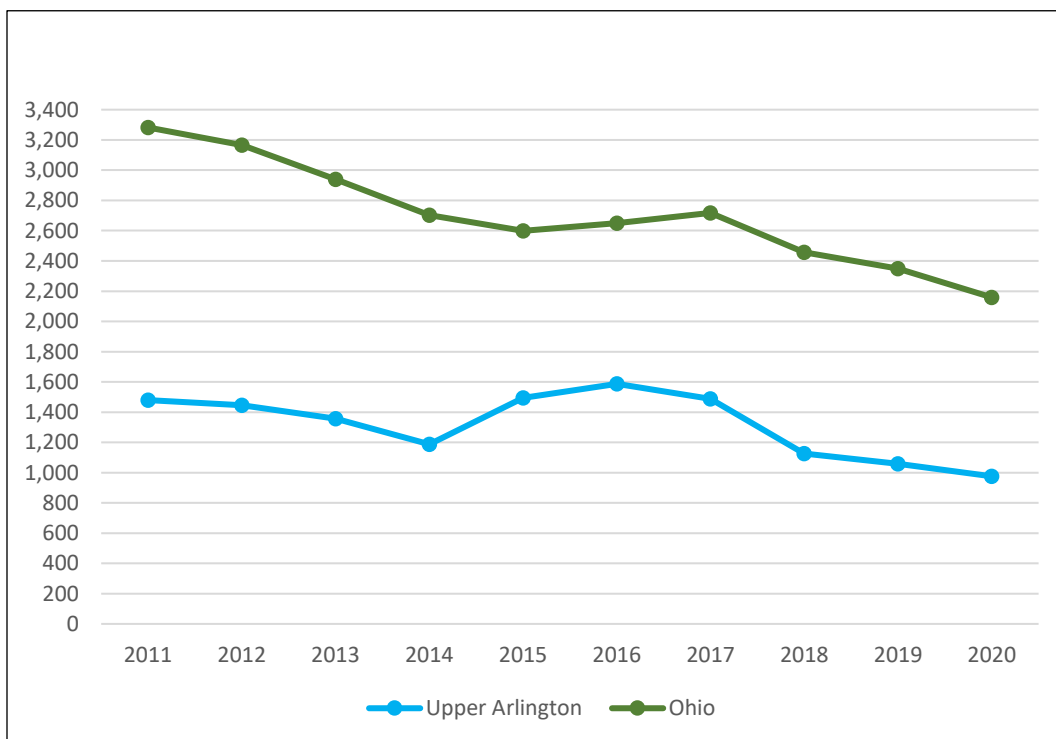


TABLE 8-22: Reported Upper Arlington, Ohio, and National Crime Rates, by Year

Year	Upper Arlington				Ohio				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2011	33,796	41	1,438	1,479	11,753,515	286	2,996	3,282	317,186,963	376	2,800	3,176
2012	34,221	26	1,420	1,446	11,695,268	286	2,881	3,166	319,697,368	377	2,758	3,135
2013	34,369	29	1,327	1,356	11,692,534	274	2,666	2,940	321,947,240	362	2,627	2,989
2014	34,600	12	1,176	1,188	11,697,114	264	2,439	2,703	324,699,246	357	2,464	2,821
2015	34,838	29	1,467	1,495	11,717,241	266	2,332	2,598	327,455,769	368	2,376	2,744
2016	35,150	46	1,542	1,587	11,718,158	289	2,359	2,649	329,308,297	383	2,353	2,736
2017	35,214	34	1,454	1,488	11,658,609	298	2,419	2,717	325,719,178	383	2,362	2,745
2018	35,572	28	1,099	1,127	11,689,442	280	2,177	2,457	327,167,434	369	2,200	2,568
2019	35,754	34	1,024	1,058	11,689,100	293	2,056	2,349	328,239,523	379	2,010	2,489
2020	35,557	31	945	976	11,799,448	309	1,850	2,159	331,449,281	399	1,958	2,357

TABLE 8-23: Reported Upper Arlington, Ohio, and National Crime Clearance Rates, 2019

Crime	Upper Arlington			Ohio			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	5	1	20%	442	184	42%	14,325	8,796	61%
Rape	1	0	0%	4,236	794	19%	124,817	41,065	33%
Robbery	5	1	20%	6,558	1481	23%	239,643	73,091	31%
Aggravated Assault	1	0	0%	15,852	6129	39%	726,778	380,105	52%
Burglary	52	3	6%	33,660	3813	11%	981,264	138,358	14%
Larceny	299	56	19%	132,488	25341	19%	4,533,178	834,105	18%
Vehicle Theft	15	3	20%	13,614	1197	9%	655,778	90,497	14%

TABLE 8-24: Reported Upper Arlington, Ohio, and National Crime Clearance Rates, 2020

Crime	Upper Arlington			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	18,109	9,851	54%
Rape	0	0	NA	110,095	33,689	31%
Robbery	9	3	33%	209,643	60,377	29%
Aggravated Assault	2	1	50%	799,678	371,051	46%
Burglary	44	2	5%	898,176	125,745	14%
Larceny	285	55	19%	4,004,124	604,623	15%
Vehicle Theft	7	0	0%	727,045	89,427	12%

END