

Final Report
Comprehensive Analysis of
Law Enforcement Services
Laramie, Wyoming, Police Department



POLICE OPERATIONS

POLICE OPERATIONS

C E N T E R F O R P U B L I C S A F E T Y M A N A G E M E N T

CPSM

Center for Public Safety Management, LLC

475 K Street, NW, Suite 702
Washington, DC 20001
www.cpsm.us – (716) 969-1360

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

ICMA

Leaders at the Core of Better Communities

General Information

International City/County Management Association(ICMA)

The International City/County Management Association (ICMA) is a 100-year-old, non-profit professional association of local government administrators and managers, with approximately 9,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to its citizens in an efficient and effective manner. ICMA's work spans all of the activities of local government — parks, libraries, recreation, public works, economic development, code enforcement, brownfields, public safety, etc.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Our work includes both domestic and international activities in partnership with local, state and federal governments as well as private foundations. For example, we are involved in a major library research project funded by the Bill and Melinda Gates Foundation and we are providing community policing training in Panama working with the U.S. State Department. We have personnel in Afghanistan assisting with building wastewater treatment plants and have teams in Central America providing training in disaster relief working with SOUTHCOM.

The **ICMA Center for Public Safety Management (ICMA/CPSM)** is one of four Centers within the Information and Assistance Division of ICMA, and provides support to local governments in the areas of police, fire, EMS, emergency management, and homeland security. In addition to providing technical assistance in these areas we also represent local governments at the federal level and are involved in numerous projects with the Department of Justice and the Department of Homeland Security. In each of its Centers, ICMA has selected to partner with nationally recognized individuals or companies to provide services that ICMA has previously provided directly. Doing so will provide a higher level of services, greater flexibility, and reduced costs in meeting members' needs as ICMA will be expanding the services it can offer to local governments. For example, The Center for Productivity Management (CPM) is now working exclusively with SAS, one of the world's leaders in data management and analysis. And the Center for Strategic Management (CSM) is now partnering with nationally recognized experts and academics in local government management and finance.

Center for Public Safety Management, LLC (CPSM) is now the exclusive provider of public safety technical assistance for ICMA and 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. The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service that it has for the past seven years for 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, as well as industry best practices. We have conducted more than 180 such studies in 34 states and 155 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Ind.).

Methodology

The Center for Public Safety Management team follows a standardized approach to conducting analyses of police, fire, and other departments involved in providing public safety services to the public. We have developed this standardized approach by combining the experience sets of dozens of subject matter experts in the areas of police, fire, and EMS. Our collective team has more than one hundred years of conducting research in these areas for cities in and beyond the United States.

The reports generated by the operations and data analysis team are based upon key performance indicators that have been identified in standards and safety regulations and by special interest groups such as the International Association of Chiefs of Police (IACP), International Police Association, the International Association of Fire Chiefs (IAFC), the International Association of Fire Fighters (IAFF), and the Association of Public Safety Communication Officials International, and through the Center for Performance Measurement of ICMA. These performance measures have developed following decades of research and are applicable in all communities. For that reason, comparison of reports will reveal similar reporting formats, but each community's data are analyzed on an individual basis by the CPSM specialists and represent the unique information for that community.

The CPSM public safety management team begins most projects by extracting calls for service and raw data from a public safety agency's computer-aided dispatch system. The data are sorted and analyzed for comparison to nationally developed performance indicators. These performance indicators (e.g., response times, workload by time, multiple-unit dispatching) are valuable measures of agency performance regardless of departmental size. The findings are shown in tables and graphs organized in a logistical format. Despite the size and complexity of the documents, a consistent approach to structuring the findings allows for simple, clean reporting. The categories for the performance indicators and the overall structure of the data and documents follow a standard format, but the data and recommendations are unique to the organization under scrutiny.

The team conducts an operational review in conjunction with the data analysis. The performance indicators serve as the basis for the operational review. The review process follows a standardized approach comparable to that of national accreditation agencies. Prior to the arrival of an on-site team, agencies are asked to provide the team with key operational documents (e.g., policies and procedures, asset lists, etc.). The team visits each locality on-site to interview agency management and supervisory personnel, rank-and-file officers, and local government staff.

The information collected during the site visits and through data analysis results in a set of observations and recommendations that highlight strengths, weaknesses, opportunities, and threats of the organizations and operations under review. To generate recommendations, the team reviews operational documents; interviews key stakeholders and observes physical facilities; and

reviews relevant literature, statutes and regulations, industry standards, and other information and/or materials specifically included in a project's scope of work.

The standardized approach ensures that the Center for Public Safety Management measures and observes all of the critical components of an agency, which in turn provides substance to benchmark against localities with similar profiles. Although agencies may vary in size, priorities, and challenges, there are basic commonalities that enable comparison. The approach also enables the team to identify best practices and innovative approaches.

In general, the standardized approach adopts the principles of the scientific method: We ask questions and request documentation upon project start up; confirm accuracy of information received; deploy operations and data analysis teams to research each unique environment; perform data modeling; share preliminary findings with the jurisdiction; assess inconsistencies reported by client jurisdictions; follow up on areas of concern; and communicate our results in a formal, written report.

Center for Public Safety Management Project Contributors

Thomas J. Wieczorek, Director

Leonard A. Matarese, Director, Research & Project Development

Dov N. Chelst, Director of Quantitative Analysis

Wayne Hiltz, Senior Associate

Marilyn Diaz, Senior Associate

Dennis Kouba, Editor

Contents

General Information	ii
International City/County Management Association(ICMA)	ii
Methodology.....	iii
Center for Public Safety Management Project Contributors.....	iv
Contents.....	v
Tables	vii
Figures.....	viii
Executive Summary.....	1
Laramie Police Department	2
Laramie Demographics	2
Uniform Crime Report/Crime Trends	2
Operations Division.....	4
Patrol.....	6
Demand.....	6
Patrol Staffing and Deployment.....	9
Deployment.....	9
Schedule and Staffing.....	15
Supervision.....	16
Traffic	17
Investigations	18
Narcotics (Drug Task Force)	20
School Resource Officers	21
Property and Evidence	22
Animal Control	25
Organizational Chart	25
Operations Division.....	25
LARC/Police and Community Services Division.....	25
Administration	27
Laramie/Albany Records Communications (LARC) / Police and Community Services Division (PCS)	30
LARC	31
Records.....	31

Communications	35
Training	39
Crime Prevention	42
Crime Analysis.....	43
Internal Affairs	43
Recruitment and Retention	49
Information Technology.....	50
Policy Manual.....	51
Budget.....	52
Workers' Compensation	52
Employee Evaluations	53
Appendix: Data Analysis.....	55
Introduction	55
Workload Analysis.....	56
Deployment.....	77
Response Times	87
All Calls	88
High-Priority Calls.....	93
Attachment – Call Type Classification.....	95

Tables

TABLE 1: UCR Crime Rates, 2012 (per 100,000).....	3
TABLE 2: Event Descriptions for Tables and Figures.....	7
TABLE 3: Events per Day, by Initiator.....	8
TABLE 4: Calls and Work Hours by Beat, per Day	12
TABLE 5: Traffic Citations	17
TABLE 6: Detective Caseloads	19
TABLE 7: Property & Evidence Inspection.....	23
TABLE 8: Dispatch Delay by Priority of Call.....	36
TABLE 9: Daily Call Sample	37
TABLE 10: Personnel Complaints, 2013-2014.....	44
TABLE 11: Disposition of Personnel Complaints, 2013-2014.....	45
TABLE 12: Use-of-Force Reports, 2013-2014.....	47

Figures

FIGURE 1: Laramie and Wyoming Crime Rates, 2003-2012 (per 100,000).....	3
FIGURE 2: Percentage Events per Day, by Initiator	8
FIGURE 3: Percentage Calls and Work Hours, by Beat.....	12
FIGURE 4: Percent Workload – Weekdays, Winter 2014.....	13
FIGURE 5: Percent Workload – Weekends, Winter 2014	14
FIGURE 6: Percent Workload – Weekdays, Summer 2014	14
FIGURE 7: Percent Workload – Weekends, Summer 2014.....	15
FIGURE 8: Proposed LPD Organization Chart.....	26

Executive Summary

The Center for Public Safety Management, LLC, (CPSM) was commissioned to review the operations of the Laramie Police Department (LPD). While our analysis covered all aspects of the department's operations, particular areas of focus of this study include: (1) identifying the appropriate staffing of the agency given its workload, community demographics, and crime levels, (2) the department's organizational structure, and (3) use of technologies.

We analyzed departmental workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators, which allowed us to understand the implications of service demand on current staffing. We reviewed the department's organizational design to determine if the many functions required of a modern police agency are staffed appropriately.

Our study involved data collection, interviews with key police and administration personnel, on-site observations of the job environment, data analysis, comparative analyses, and development of alternatives and recommendations.

The Laramie Police Department was found to be a well-managed organization. Staff throughout the organization appeared to be committed to the betterment of the organization and community. Staff development through executive courses and line personnel training is a high priority, as appropriate. As well, the agency utilizes a comprehensive array of technologies, thus setting it above and apart from many similarly sized agencies. Overall, CPSM consultants were impressed with the department.

There are a number of recommendations being put forth by CPSM and which will be found within the reporting of each subject area. Though the recommendations are numerous, they are in no way a reflection of any departmental deficiency. Rather, these recommendations point out opportunities to build upon the strengths of the organization, offering steps that might be taken to improve operations.

CPSM staff thanks the city and police administrations of Laramie for their assistance in completing this project. In particular, CPSM commends Police Chief Dale Stalder for his enthusiasm and cooperation with CPSM staff regarding documentation requests and ensuring staff availability for interviews.

Laramie Police Department

Laramie Demographics

Laramie, the county seat of Albany County and its largest city, had an estimated population of 31,814 as of 2013, an increase of 3.2 percent since 2010. The city encompasses an area of approximately 16.33 square miles and is home to the University of Wyoming, Laramie Community College, and Wyoming Technical Institute. The university is the city's largest employer.

The city's population demographics are: 83.8 percent White, 9.2 percent Latino, 3.2 percent Asian, and 1.3 percent Black. Its university student population is estimated to be between 12,000 and 13,000. The percentage of persons living below the poverty level from 2009 to 2013 in Laramie was 29 percent, nearly two and one-half times the Wyoming state average of 11.5 percent. This may be attributable to the transient student population; however, this is unclear. Laramie has a relatively low crime rate compared to state averages and no gang activity.

Uniform Crime Report/Crime Trends

The FBI's Uniform Crime Report (UCR) contains seven major Part 1 offenses used to measure the extent and distribution of serious crime in a geographic area. Part 1 crimes are the seven most serious violent and property felony crimes: murder, robbery, rape, aggravated assault, burglary, larceny, and motor vehicle theft.

One must be cautious in interpreting comparative crime data. Many variables unique to communities can affect crime rates. The data that follow — the FBI's violent and property crime rate per 100,000 residents — show that Laramie has a relatively low crime rate compared to other Wyoming cities, and significantly lower than the national average.

As shown in Table 1, Laramie had a UCR Part I violent crime rate of 107 violent crimes and a property crime rate of 2,235 crimes 100,000 residents in 2012. The violent crime rate in Laramie is 47 percent lower than the state average and 72.4 percent lower than the national average. The property crime rate in Laramie is 2.5 percent lower than the state average and 22 percent lower than the national average. This table of comparative crime rates is not meant to compare Laramie with other Wyoming cities; rather, it is meant as an illustration of communities in Wyoming and their crime rates.

TABLE 1: UCR Crime Rates, 2012 (per 100,000)

Jurisdiction	State	Population	Violent	Property	Total
Casper	WY	56,801	151.4	3,464.7	3,616.1
Cheyenne	WY	60,969	229.6	3,413.2	3,642.8
Evanston	WY	12,460	40.1	2,367.6	2,407.7
Gillette	WY	29,816	127.4	4,004.6	4132.0
Green River	WY	12,805	577.9	1,546.3	2,124.2
Laramie	WY	31,767	107	2,235.0	2342
Riverton	WY	11,025	381	5,024.9	5,405.9
Rock Springs	WY	23,566	377.7	2,643.6	3,021.3
Sheridan City	WY	17,771	146.3	2,594.1	2,740.4
Wyoming		576,412	201.4	2,293.8	2,495.2
National		313,914,040	386.9	2,859.2	3,246.1

FIGURE 1: Laramie and Wyoming Crime Rates, 2003-2012 (per 100,000)

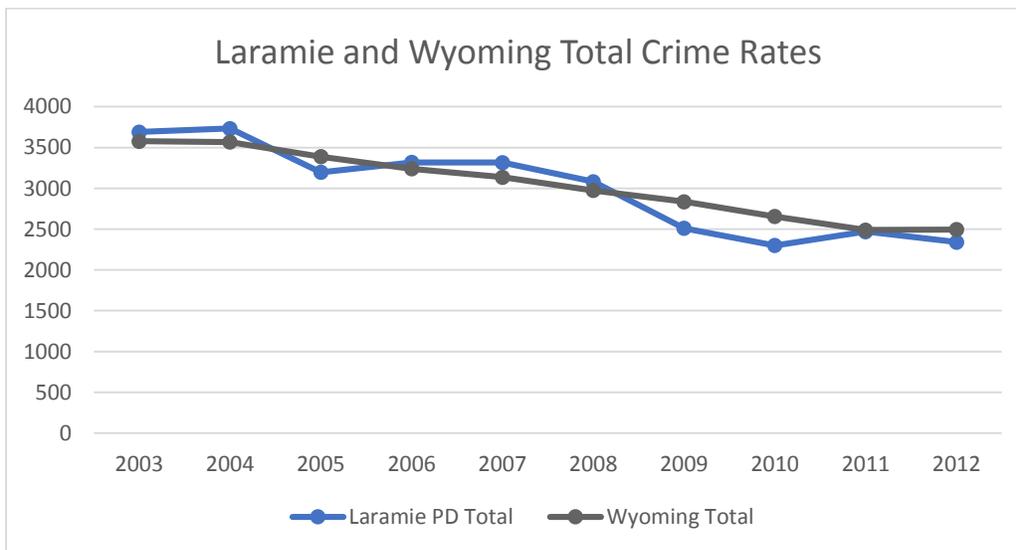


Figure 1 shows the trend in the overall crime rate in Laramie from 2003 to 2012, which has tracked downward throughout the time period while the population rose slightly. These are the most current available data.

Operations Division

A commander oversees the Operations Division, which is divided into three sections: Investigations, Patrol, and Animal Control. All three sections deliver an excellent level of community service. The Laramie Police Department provides its officers with opportunities to work a variety of special assignments, response teams, and to attend specialized instructor training. CPSM staff was impressed with the overall operation of the division and found the men and women of the LPD to be competent, committed, and caring professionals. This report's recommendations are designed to enhance an already high-performing organization.

Among the LPD's tactical resources that do not appear in the organizational chart are the hostage negotiation team (HNT) and the regional special response team (SRT). The HNT has no rotational policy; officers may remain as team members indefinitely. The SRT handles high-risk tactical operations and consists of members from the LPD, University of Wyoming PD, the Laramie Fire Department, and the Albany County Sheriff's Office.

Though this portion of the assessment focuses on the Operations Division, CPSM offers three administrative recommendations for staff to consider, two of which fall under the Police and Community Services Division. These are based on positive observations made during our site visits.

A series of promotions was made recently and more will be forthcoming, and there is the potential for senior manager retirements within the next several years. This highlights the need for the department to develop a roadmap for the next three to five years to ensure that emerging managers will embrace the shared departmental goals and provide clear direction to all the members of the LPD. To help accomplish this, CPSM recommends that the LPD develop a three- to five-year strategic plan.

The LPD should consider embracing greater use of news media and social media to enhance its outreach and public relations efforts. During our study, CPSM learned of impressive achievements, heroic actions, and the wide array of specialized service and teams at the LPD, and this information should be used to inform, educate, and interact with the public. Outreach efforts could begin with a police blotter, followed by noteworthy LPD notices and achievements. The department might consider creating a website that accurately reflects the professionalism, accomplishments, and community outreach that the LPD embraces. The site could also include public documents of interest, such as an annual report and updated crime statistics.

Lastly, CPSM recommends that the department create an annual report to memorialize progress toward achieving its goals and objectives. The report should also highlight the police department's organization, achievements, resources, crime statistics, and outstanding work, promotions, and retirements. Many departments publish their annual reports online.

Recommendations:

CPSM offers the following recommendations for the Operations Division. Each recommendation will be discussed in the report:

- Develop and implement a three- to five-year strategic plan.
- Use the local media and social media more effectively to share crime information and police department news.
- Prepare an annual report.
- Reassign background investigations from detectives to employment services; staff this function with an officer transferred from patrol.
- Assign a detective to monitor social media for illegal activity.
- Reassign supervision of school resource officers from Investigations to day shift patrol.
- Install video cameras in new property and evidence (P&E) and station areas; all locker areas; and gun, jewelry, and narcotics storage rooms.
- Implement a two-person money counting policy for the property and evidence function and which is consistent with IAPE (International Association for Property and Evidence) guidelines.
- Consider using a handheld bar-code reader to expedite the P&E custodian's duties.
- Create a protocol for use of the 24-hour temporary storage lockers.
- Review and expand the General Orders ADM directive on Property and Evidence to reflect best practices.
- Develop a comprehensive Property and Evidence operational manual based on IAPE guidelines.
- Implement and document ongoing audits and inspections of P&E.
- Reassign the P&E function from the detective sergeant to the detective lieutenant.
- Consider a transparent peer evaluation process during supervisory promotional testing by allowing candidates to be present during their peer evaluation.

Patrol

The LPD provides the community with a full range of police services typical of larger departments. Given Laramie's size and relative isolation, patrol officers are well-trained and equipped to handle traditional and special calls tailored to community needs. Many officers are subject matter experts and instructors in a wide array of topics; this enhances the quality of service to the public. At the time of the CPSM visit the LPD had five vacant police officer positions.

Demand

The LPD has the hallmark of a small-town approach to policing in which people are not just citizens but members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high. This is underscored by the high percentage of police personnel who are Laramie residents.

When fully staffed the LPD has sufficient staffing to continue its full service delivery to the community, including follow-up investigations. Over the past few years staffing shortages due to retirements and resignations have strained resources. Consequently, several specialized positions have remained vacant due to patrol staffing shortages.

Table 2 is a reference for the event descriptions for subsequent tables and figures. The first column shows the categories of calls used in the tables; general groupings appearing in the far-right column are used in the figures.

Our analysis of LPD's calls for service covers a one-year period, November 1, 2013, through October 31, 2014. Police officers responded to 28,313 events during this period. Figure 2 depicts the percentage of events or calls initiated by either the public (other-initiated) or the police. As can be seen in Table 3, police-initiated events totaled 17,082, or more than 60 percent of all events. The public generated 10,718 events, or 38 percent of all events. In the table, the "zero on scene" events (1.4 percent of all events) refers to those events during which officers spent less than 30 seconds on an event. The average number of events per day was 78, or 3.2 per hour.

TABLE 2: Event Descriptions for Tables and Figures

Table Categories	No. of Events	Events per Day	Figure Categories
Prisoner–arrest	1,099	3.0	Arrest
Prisoner–transport	215	0.6	
Assist other agency	461	1.3	Assist other agency
Crime–persons	223	0.6	Crime
Crime–property	1,489	4.1	
Directed patrol	534	1.5	Directed patrol
Animal calls	1,469	4.0	General noncriminal
Juvenile	426	1.2	
Miscellaneous	1,286	3.5	
Alarm	194	0.5	Investigations
Check/investigation	914	2.5	
Out of service–administrative	6,409	17.6	Out of service
Out of service–personal	3,254	8.9	
Disturbance	196	0.5	Suspicious incidents
Suspicious person/vehicle	212	0.6	
Accidents	1,189	3.3	Traffic
Traffic enforcement	8,743	24.0	
TOTAL	28,313	77.6	

FIGURE 2: Percentage Events per Day, by Initiator

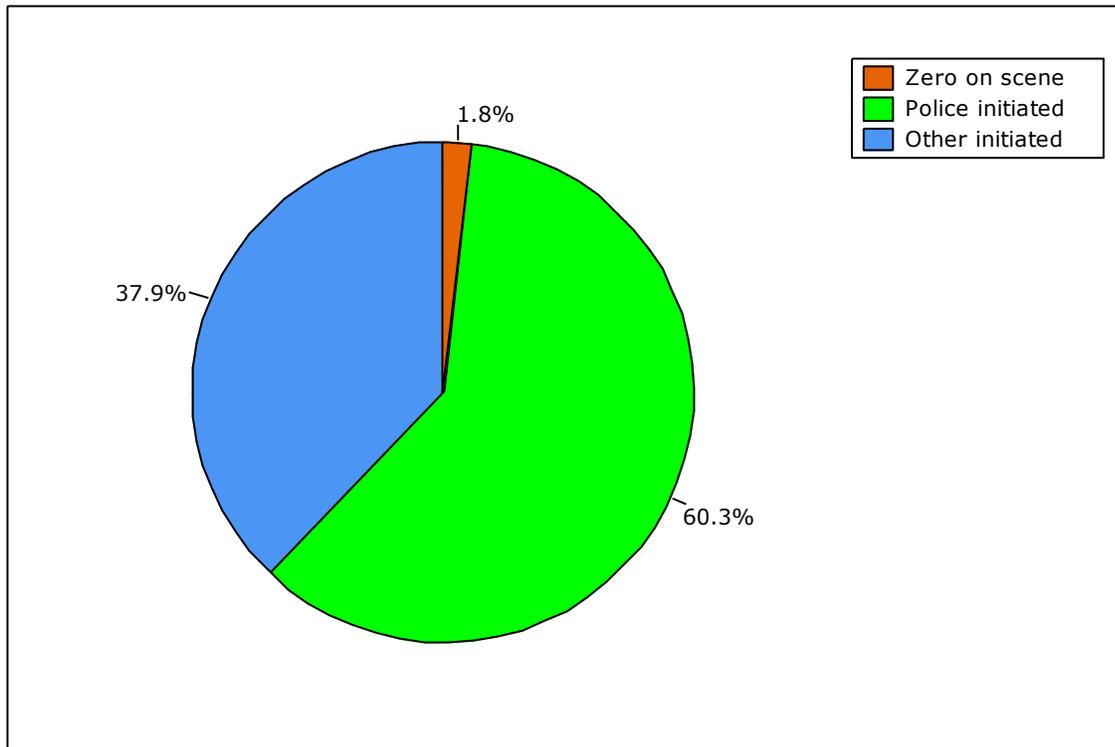


TABLE 3: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Zero on scene	513	1.4
Police-initiated	17,082	46.8
Other-initiated	10,718	29.4
Total	28,313	77.6

The four top categories of events (traffic, out of service, and suspicious incidents) accounted for 85 percent of events. Thirty-five percent of events were traffic accidents and enforcement, 34 percent were out-of-service activities, and 9 percent of events were suspicious incidents (disturbance and suspicious person/vehicle). Seven percent of the events were crime.

Other-initiated calls for service are low compared to Laramie’s population. The total of 10,718 other-initiated events, which could be considered calls for service, translates to 337 CFS per 1,000 persons, per year. CPSM’s experience with community studies shows a CFS-to-population ratio between 400 and 1,100 CFS per year as the average range. A value of 337 is usually indicative of a lower crime rate as well as a sign that call takers are effectively screening out calls that do not require an immediate police response.

Patrol Staffing and Deployment

Uniformed patrol is considered the backbone of policing. Bureau of Justice Statistics indicate that more than 95 percent of U. S. police departments roughly the size of the LPD provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of departmental resources. Proper allocation of these resources is critical to having officers readily available to respond to calls for service and to provide law enforcement services to the public.

Deployment

Some police administrators suggest that there are national standards for the number of officers per thousand residents, but this is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions. An article on this topic published in *Public Management* concludes, “A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems.”¹ The concept of discretionary time is crucial to understanding CPSM’s analysis of workload, deployment and staffing.

“Discretionary time” on patrol is the amount of time available each day during which officers are not committed to handling calls or other demands from the public. It is discretionary in that the officer can use his or her discretion about how to best use this time to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not have an opportunity to address problems that do not arise through 911, and may be unavailable in times of a serious emergency.

The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time officers are idle. This is an indication that the department is overstaffed.

Staffing decisions, particularly in patrol, must be based on *actual workload*, defined as the time required to complete essential activities. The actual workload must be determined first and then the amount of discretionary time. Only then can staffing decisions be made consistent with the department’s policing philosophy and the community’s ability to fund it.

¹ John Campbell, Joseph Brann, and David Williams, “Officer-per-Thousand Formulas and Other Policy Myths,” *Public Management* 86 (March 2004): 22–27.

As mentioned, the LPD is a full-service police department. 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 this style of policing has in the context of community demand.

Understanding actual workload requires reviewing 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. Doing this analysis allows the activities that are really “calls” to be differentiated from other types of activities. Understanding the difference between the various types of events and staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to the time being spent to currently provide services.

From an officer’s standpoint, once a certain level of CFS activity is reached, the officer’s focus shifts to a CFS-based reactionary mode. Once a threshold is reached, the patrol officer’s mindset begins to shift from a proactive approach in which he or she looks for ways to deal with crime, traffic, and quality-of-life conditions in the community to an approach in which he or she continually prepares for the next CFS. After saturation, officers cease proactive policing and engage in a reactionary style of policing. Uncommitted time is spent waiting for the next call. The saturation threshold for patrol officers is believed to be 60 percent.

CPSM uses a “Rule of 60” to evaluate patrol staffing. The Rule of 60 has two parts. The first part maintains that 60 percent of the sworn officers in a department should be dedicated to the patrol function, and the second part maintains that no more than 60 percent of staffing should be “saturated” by workload demands from the community.

Rule of 60 – Part 1

According to the LPD “Patrol and Traffic Schedule” dated April 2014, patrol in the LPD is staffed by one lieutenant, six sergeants, and 24 officers in a CFS response capacity. Two additional traffic officers are assigned to patrol to handle and initiate traffic-related duties. These 33 of the 49 sworn officers — or approximately 67 percent of the entire department — are on patrol. This is an appropriate patrol deployment sufficiently close to CPSM’s recommended 60 percent.

The LPD strives to maintain 33 police officers assigned to patrol in its beats and also deploys a balanced number of sergeants and officers to each shift.

As the department experiences vacancies it resorts to overtime and assignment transfers to maintain minimum staffing levels. This works on a short-term basis and is essential to ensure adequate patrol staffing. The downside in the long term is the depletion of specialized units and fatigue among staff.

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 deployed patrol 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 calls for services. The remaining 40 percent of the time is discretionary time for officers to be available to address community problems and for serious emergencies. For example, officers may use their discretionary time to do traffic enforcement, investigate suspicious activity, walk a foot beat, or engage in other crime prevention activity. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is saturated by CFS.

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

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.

The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the department to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

To understand workload and deployment in Laramie, we first need to examine variation among the three patrol beats. LPD patrol operations are organized into West/Downtown, North, and South. Figure 3 shows call activity and workload in the three beats. Workload is the time required for an officer to complete essential activities associated with a call.

Figure 3 shows the percentage of calls per beat and work hours and Table 4 shows that data plus the area in square miles of each beat. The West beat, the largest at 9.6 square miles, had the most calls (18.5 per day) and work hours (11.3). The South beat, with only 3.49 square miles, had the fewest daily calls (13.7) and the lowest workload hours per day (7.9). The West beat accounted for 38 percent of total calls and 38 percent of total workload

FIGURE 3: Percentage Calls and Work Hours, by Beat

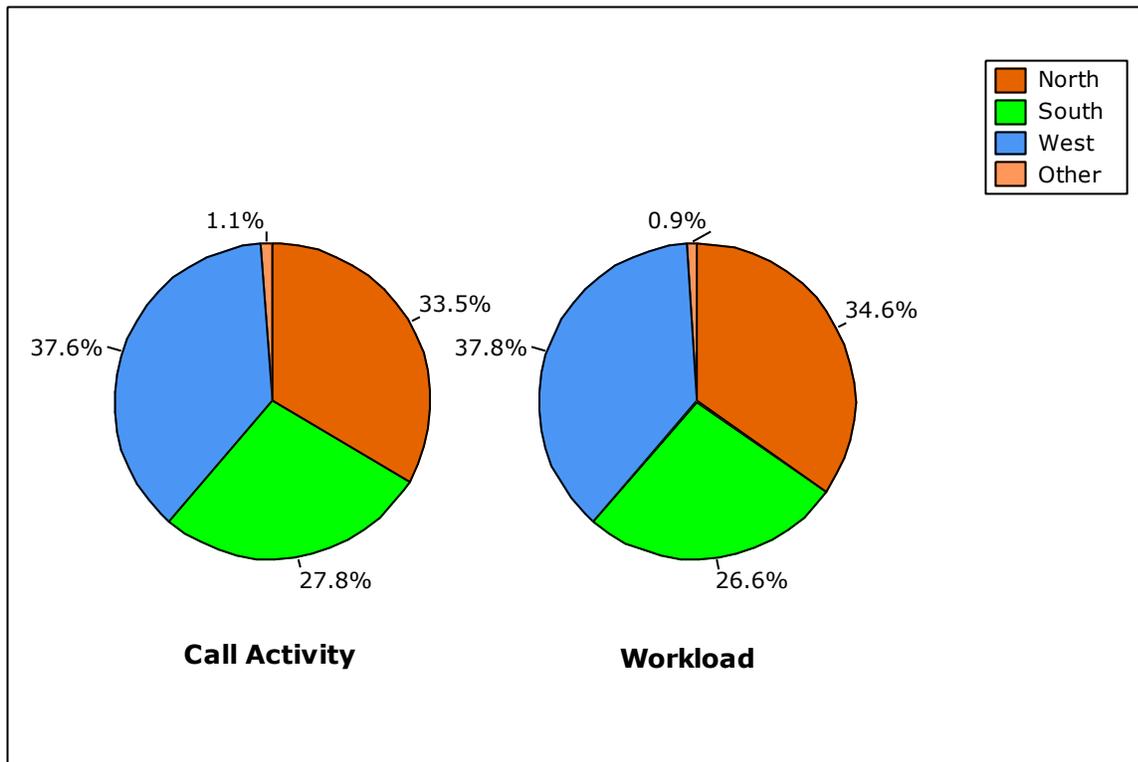


TABLE 4: Calls and Work Hours by Beat, per Day

Beat	Per day		Area (Sq. Miles)
	Calls	Work Hours	
North	16.4	10.3	4.65
South	13.7	7.9	3.49
West	18.5	11.3	9.62
Other	0.5	0.3	NA
Total	49.1	29.8	17.76

CPSM captured workload data for both weekdays and weekends for two months, one month in winter and one month in summer, 2014. Again, workload is the number of officers needed per hour to handle the CFS in Laramie, and the saturation index (SI) is the percentage of that workload in terms of the total hours available from all officers assigned to work at that time. The SI should not exceed 60 percent for long periods. A sixty percent SI is the point at which CFS consume considerably more than 60 percent of an officer's time. The second half of the Rule of 60 refers to the saturation point, the point at which officers stop being proactive and instead simply wait to respond to the next call.

The four workload charts that follow reflect both officer-initiated calls and other-initiated calls in a 24-hour period. The graphs in Figures 4 through 7 illustrate the following conclusions:

- In Figure 4, for weekdays in winter, there is one brief period, at 7:30 p.m., during which the workload peaked above 60 percent.
- Figure 5, winter weekends, shows a slight rise above the 60 percent threshold just after 2:00 a.m.
- Figure 6, summer weekdays, shows a 60 percent SI at 8:45 a.m., again, only briefly.
- The workload shown in Figure 7, for summer weekends, did not approach the 60 percent SI at any point.

The results of this workload analysis show that the LPD has sufficient staffing to meet workload demands, as officers nearly consistently have more than 40 percent discretionary time for proactive patrol.

FIGURE 4: Percent Workload – Weekdays, Winter 2014

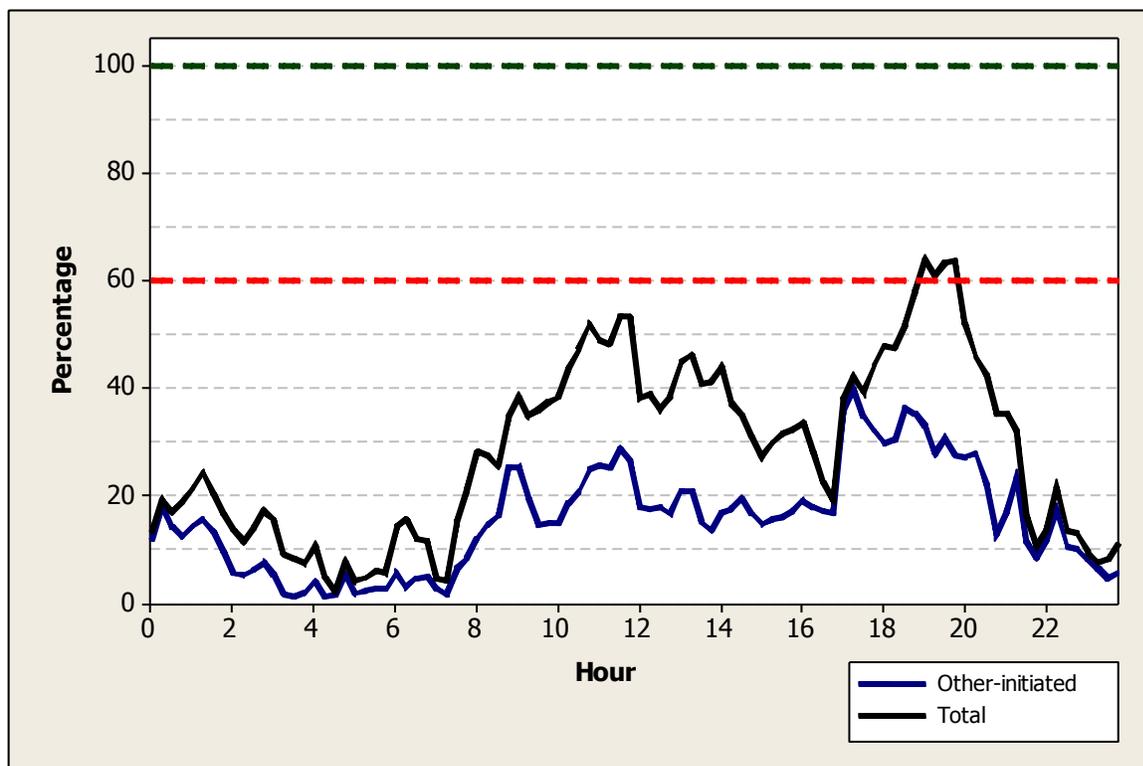


FIGURE 5: Percent Workload – Weekends, Winter 2014

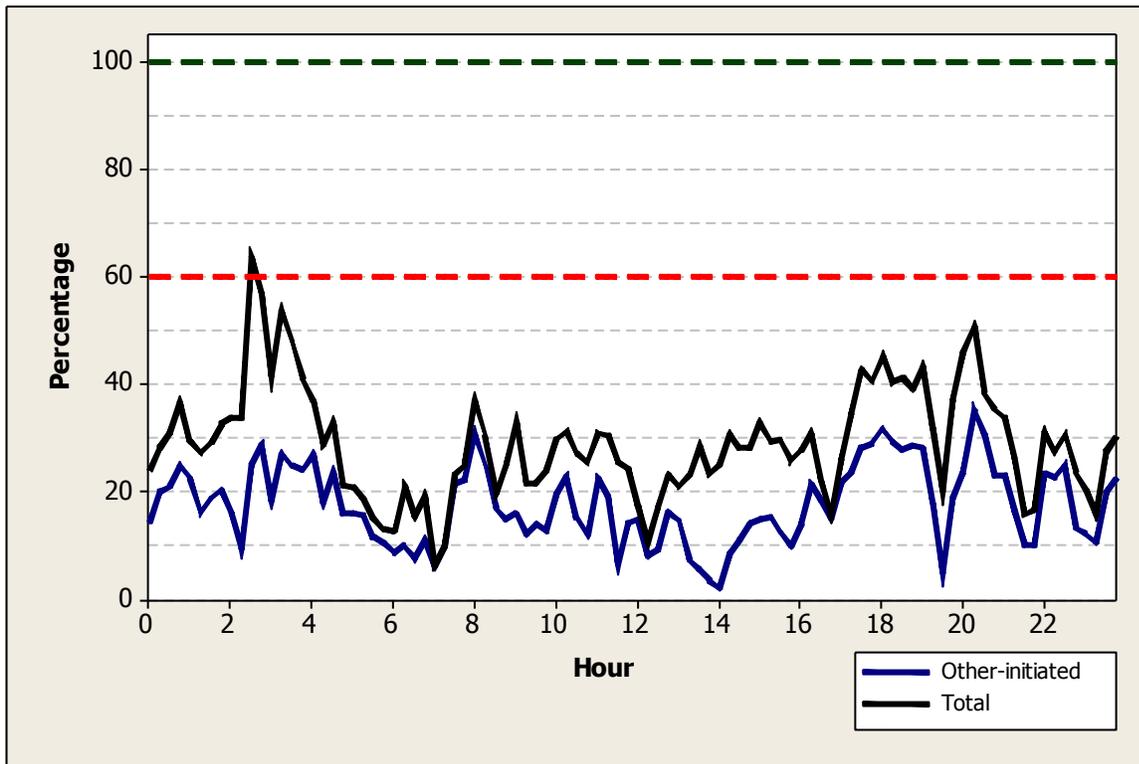


FIGURE 6: Percent Workload – Weekdays, Summer 2014

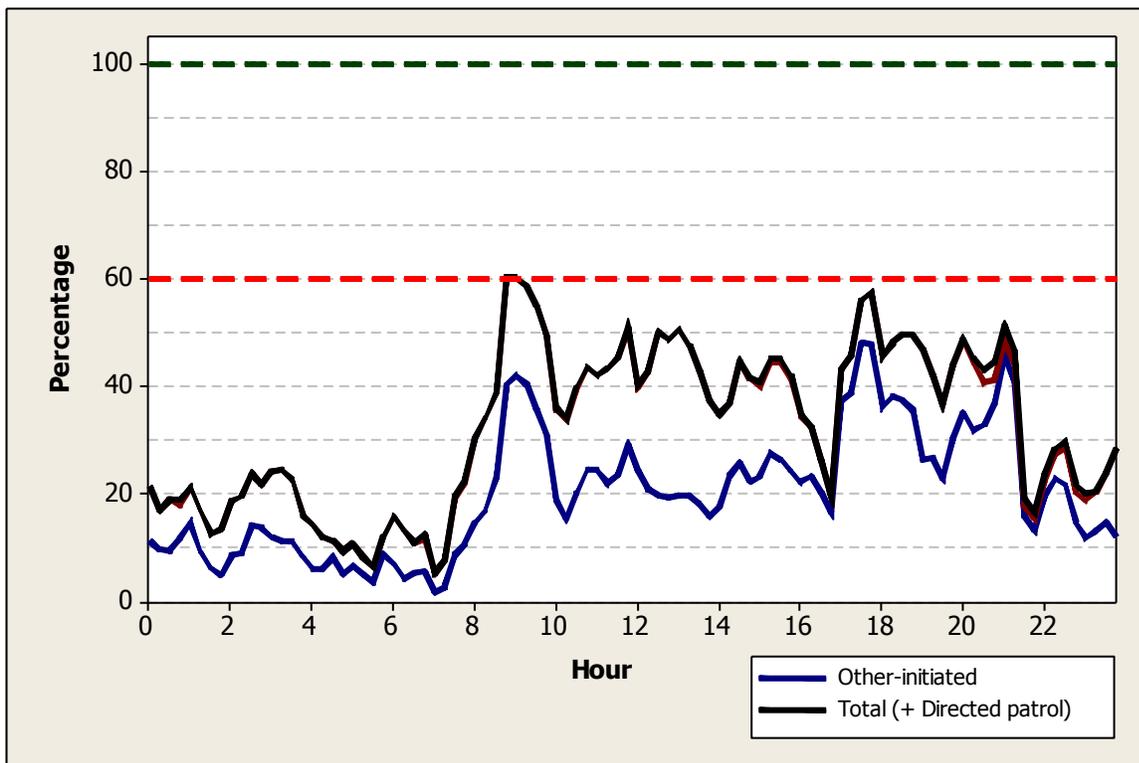
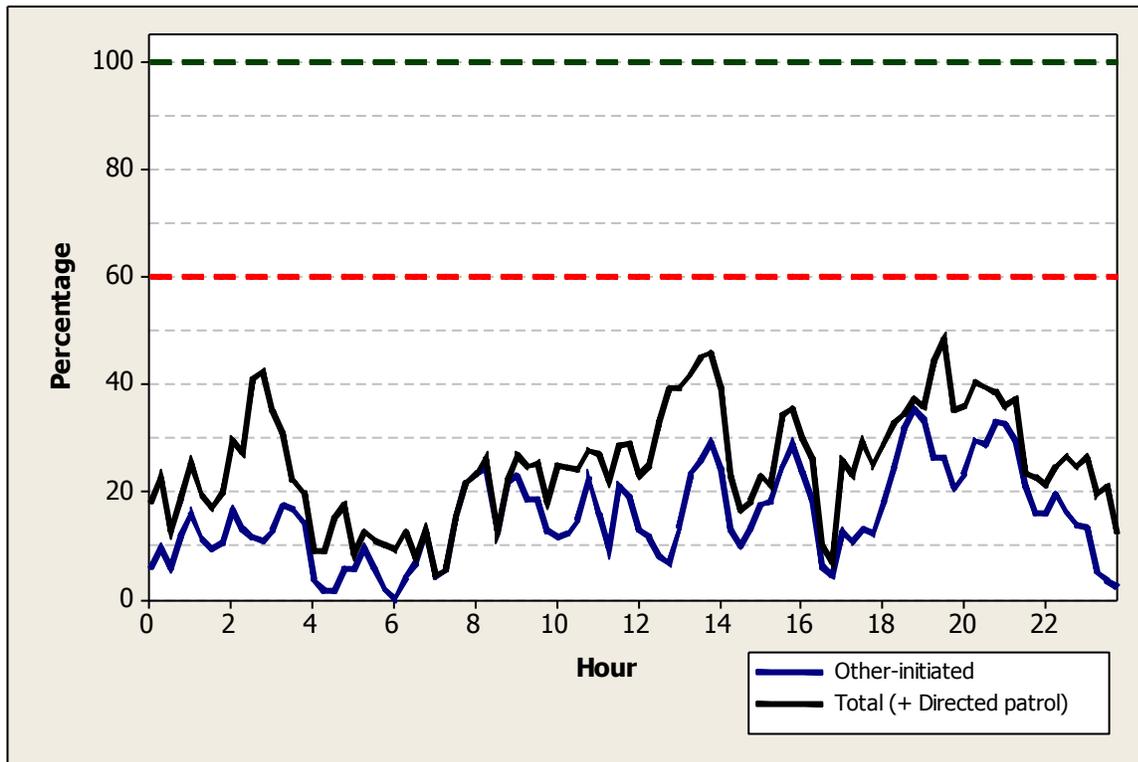


FIGURE 7: Percent Workload – Weekends, Summer 2014



Schedule and Staffing

The Laramie Police Department’s main patrol force is scheduled in three 10-hour shifts. Two of these shifts start at 7:00 a.m. and 9:30 p.m. daily. The third shift, known as the cover shift, starts at noon on Sundays through Wednesdays and at 4:30 p.m. on Thursdays through Saturdays. The start days for the cover shift are staggered throughout the week. The two daily shifts overlap for 30 minutes from 7:00 a.m. to 7:30 a.m. The cover shift overlaps one of the other shifts for a five-hour time period each day, and the second of the other shifts for a thirty-minute period each day. For example, on Tuesday, the cover shift will overlap the day shift from noon to 5:00 p.m. and the midnight shift from 9:30 p.m. to 10:00 p.m.

Officers change shifts every four months. Minimum staffing consists of a sergeant and four officers per shift. When staffing permits, an additional two officers are assigned to the Traffic Enforcement Unit (TEU) to work the cover shift and handle traffic enforcement and complaints. TEU officers also handle CFS when needed. Two day-shift civilian community service officers (CSOs) handle non-injury traffic collision and minor cases with no suspect leads.

The staffing and workload analysis indicates that day shift patrol may have adequate personnel availability to be able to transfer an officer to a special assignment. This is based on the Rule of 60, which espouses a desirable maximum of 60 percent of available officers’ time for responding to calls for service. The average workload for LPD officers falls comfortably below that threshold on the day shift, with one brief fifteen-minute spike at 8:00 a.m. on summer weekdays. SROs are

already assigned to patrol during summer school break, and when the Traffic Enforcement Unit is staffed to augment patrol, there appears to be sufficient staffing to be able to reassign a patrol officer to Employment Services. If this is done, the officer could assist the training sergeant as needed. Another option to consider is a rotational assignment to the Investigations Unit. A four-month assignment would expose the officer to the investigations process and the importance of thoroughly investigated and well-written reports. The experience would enhance officers' understanding of the detectives' role and function.

Supervision

Patrol is commanded by a lieutenant, and six sergeants supervise the day, cover, and midnight shifts. The lieutenant works day shift five days a week, and handles operational oversight and administrative duties that require regular business hours. In addition to supervising the patrol sergeants, the lieutenant is currently responsible for the following:

- Reviewing calls for the past 24 hours.
- Supervising Police and Community Services.
 - Hiring.
 - Training.
 - Crime prevention officer.
- Updating General Orders.
- Building maintenance.
- Internal affairs.

The current patrol lieutenant is assuming these collateral duties while a second lieutenant completes the FBI National Academy. The patrol lieutenant's responsibility for General Orders and internal affairs is addressed in the section on LARC/PCS.

In the absence of the lieutenant, the sergeant is the ranking officer responsible for managing patrol shift operations. If a sergeant is unavailable for a shift, a field training officer assumes command, followed by an approved senior police officer. Ideally a sergeant should command each shift when possible.

While employment practices are discussed in the section on Police and Community Services, one thing deserves mention here. It came to the attention of CPSM that the testing process for sergeants may warrant a review. Chapter 10 of the city of Laramie's civil service rules for the police department describes the promotion process, which consists of a written exam, an interview, and a peer review. The peer review is performed by a sergeant, lieutenant, and commander, and is a privately conducted assessment of a candidate. The written exam and interview are each weighted at 25 percent and the peer evaluation counts for 50 percent of a candidate's score.

CPSM recommends that the department consider a more open peer review process. Some police departments use a similar three-part testing process, but allow candidates to be present with the evaluation team during the assessment. Candidates may be allowed to designate an advocate from the management team to speak on their behalf. This forum allows candidates to clarify misunderstandings or negative perceptions a rater may have as well as bring up positive traits and achievements not previously known to the board. Most importantly, it provides a forum for candidates to hear directly from review board members how they are perceived. The group’s numerical assessment of candidates should be done privately after candidates have had an opportunity to appear before the panel.

Recommendations:

- When fully staffed, consider transferring a day shift patrol officer to Employment Services, or to Investigations on a rotational assignment.
- Consider a transparent peer evaluation process during supervisory promotional testing.

Traffic

The LPD has two Traffic Enforcement Unit officer positions assigned to patrol. Both positions have been vacant for more than eight months due to patrol staffing shortages. When staffed, officers are assigned to the cover shift in patrol, but deploy according to traffic needs. They hold their own briefings.

General Order TFC 3 describes the selection, responsibilities, and primary traffic duties of the TEU. The department has a traffic management plan, which includes enforcement, neighborhood concerns, and public education presentations. Traffic officers are responsible for reviewing traffic collision data for primary collision factors and identifying problem intersections, neighborhood traffic concerns, and other data to create monthly traffic reports. TEU officers prepare a yearly traffic report. Pursuant to TFC 3, traffic officers may be used to respond to patrol calls for service as needed.

In the absence of a TEU, the LPD relies on a state-generated monthly traffic report called Report Beam that captures traffic collision data. An examination of patrol activity shows that the most common officer-initiated event is traffic. A review of traffic enforcement from 2011 to 2013 shows a significant increase in citations, though the data do not break down moving and parking citations.

TABLE 5: Traffic Citations

Traffic activity	2011	2012	2013
Traffic stops	6,082	6,164	6,310
Total citations	2,702	3,836	4,632

The department will soon be acquiring electronic ticketing devices that will streamline recordkeeping. The LPD was awarded a DUI/High Visibility Traffic Enforcement grant. CPSM encourages the department to continue staffing the TEU when personnel availability permits.

Investigations

The Investigations Unit includes a detective sergeant who supervises three detectives, two narcotics task force officers assigned to the Southeast Enforcement Team (SEET), one Property and Evidence custodian, and three school resource officers (SROs). Due to the need to cover patrol staffing shortages, the third SRO position was vacant at the time of the CPSM visit.

The three detectives work staggered 4-10 shifts Monday through Friday. One week a month each detective and the sergeant rotate through on-call status one week a month. The on-call period starts at 5:00 p.m. on Friday through the following Friday at 7:00 a.m. If called out to a crime scene the detective determines if more detectives are needed to assist, depending on the complexity of the case.

The detective sergeant manages a \$660,000 budget, the office's training budget, and hosts training webinars. At the time of CPSM's visit, the detective sergeant was performing the additional duties of the lieutenant, a position that was vacant. The sergeant is responsible for tracking and managing the detectives' caseload, and also performs as a "working" sergeant, handling some investigative follow-up.

All detectives attend training in homicide investigations, sexual assaults, forensic evidence collection (crime scene processing), blood spatter analysis, and background investigations. Though patrol officers collect evidence at crime scenes, detectives are trained more extensively in processing forensic evidence collection at major crime scenes. The forensic-related training needed to maintain and update detectives' expertise is comprehensive. Several detectives are considered experts in their fields, including child abuse and fingerprint examiner. One detective used to monitor Internet chat rooms for child sex crimes, but her workload precludes her from doing so. CPSM recommends that when staffing permits, the detective should resume monitoring Internet chat rooms for child exploitation case

In addition to a caseload, each detective is responsible for conducting employee background investigations. A background investigation takes about a month to complete. In reviewing three of the detectives' caseloads for 2012-2013, CPSM developed the information found in Table 6.

TABLE 6: Detective Caseloads

	Background Investigations		Criminal Cases	
	2012	2013	2012	2013
Det. 1	2	2	18	17
Det. 2	7	4	24	23
Det. 3	3	3	13	14
Total	12	9	55	54

The detective sergeant's caseload is not reflected. In the fourteen months he has been assigned to detectives he has also carried a caseload in addition to handling seven background investigations. In the case of detective 3, the criminal caseload was thirteen criminal cases and three background investigations in 2012, and fourteen and three, respectively, in 2013. The number of background investigations in 2014 has risen to a higher level than previous years due to the need to fill many staffing shortages.

Aside from the background investigations, the criminal caseload for detectives is relatively light compared to other agencies. The difference for LPD detectives is their additional role as crime scene technicians, an unusual role for a detective and one which can be time-consuming on a major crime investigation. Detectives also respond to patrol requests to assist or assume responsibility for more complex crimes than patrol officers may be able to handle. Those cases, however, are included in the data.

CPSM commends the LPD for cross-training personnel to acquire a variety of valuable skills. This works to the advantage of the department in most cases. However, background investigations are time-consuming and require a specialized skill set, and using detectives to perform background investigations is an inefficient use of resources. As mentioned earlier, CPSM recommends that the department staff the Employment Services unit with an officer transferred from patrol. In addition, salary savings from vacancies could be used to hire a retired police officer part-time to assist with background investigations. The change would allow detectives to resume monitoring Internet chat rooms, follow up more efficiently on cases, and assist patrol.

Detectives respond to patrol requests for assistance in complex investigations as described in General Order ORG 3–Preliminary Investigations and Follow-up. The directive states that the Investigations Unit may be called upon to assist the Patrol Unit with preliminary investigations that may require the special skills of the Investigations Unit. A patrol sergeant may notify the detective sergeant of the request when needed, such as for violent or suspicious deaths, felony sex crimes, felony assaults, officer-involved shootings, robberies, or cases requiring detectives' expertise.

While the department's RMS and SunGard systems are used to track the status of criminal cases, the detective sergeant uses an Excel spreadsheet to manage open cases for the detectives. According to staff, tailoring SunGard to manage detectives' caseload would be prohibitively expensive. CPSM

examined the spreadsheet and each detective's caseload. The three detectives all had current case updates and all had one or more open cases.

Recommendations:

- Reassign responsibility for background investigations from detectives to employment services, in the LARC/Police and Community Services Division.
- When staffing permits, reassign a detective to monitor Internet and social media.

Narcotics (Drug Task Force)

The LPD uses a federal High Intensity Drug Trafficking Area (HIDTA) grant through the Office of National Drug Control Policy (ONDCP) and a federal Justice Assistance Grant (JAG) to staff two narcotics officer positions. Both officers are assigned to the Wyoming Department of Criminal Investigations Task Force called the Southeast Enforcement Team (SEET). The task force includes officers from the state and neighboring counties. SEET works major narcotics cases throughout Southeast Wyoming and brings significant regional and state resources to bear against higher-level drug investigations and operations in the Laramie community. According to the division commander and detective sergeant, the SEET task force has been highly successful in its arrests and seizures, though no statistical data were readily available.

The SEET task force benefits the LPD by exposing its two officers to a rich array of experience and resources. The more significant cases provide limited asset forfeiture recovery. The only drawback to SEET is the lack of lower-level narcotics enforcement beyond relatively small amounts of marijuana and readily accessible subject matter experts for patrol.

The detective sergeant is responsible for supervising the narcotics officers; however, the sergeant rarely sees them due to their off-site work locations. If patrol officers make an arrest or seize a significant amount of narcotics, SEET officers respond to follow up and assume responsibility for the investigation. The SEET officers test patrol's felony drug seizures and conduct follow-up investigations. Patrol officers perform preliminary drug tests on misdemeanor cases, which are forwarded to the city attorney for filing consideration.

The vast majority of patrol drug arrests are for marijuana. The Wyoming state legislature directed the state Department of Criminal Investigation to gather from municipal police departments and Sheriff's offices data on police officer seizures of marijuana and its origin. This was in response to the state of Colorado's recent legalization of marijuana in January 2014. Laramie is about 60 miles north of Fort Collins, Col.

The division commander receives quarterly reports from HIDTA on SEET's activity and prepares annual reports for the ONDCP in compliance with grant requirements. Once a year the division commander meets with DCI regarding the narcotics task force officers' performance.

School Resource Officers

A detective sergeant supervises the three school resource officers. SROs work 4-10 schedules to provide school services from 7:00 a.m. to 5:00 p.m., Monday to Friday, and attend 7:00 a.m. patrol roll call briefing. During the summer school break the SROs redeploy to patrol.

SROs handle school-initiated calls for service at all K-12 schools. Laramie has two high schools, including a continuation school, one middle school, and seven elementary schools. One SRO is assigned to the middle school and three elementary schools. The special education class at the middle school generates the greatest number of calls. The other SRO handles the high schools and remaining elementary schools. The main high school, Laramie High, provides an office for the SRO. Occasionally, SROs assist patrol by handling off-campus calls for service. SROs follow up their own school-related criminal investigations.

The school district pays a flat rate of \$130,000 toward the SRO's salaries, which is 79 percent of their combined \$164,528 yearly salaries. During CPSM's visit only two SRO positions were filled due to patrol staffing shortages.

The deployment of SROs to schools is an excellent use of resources. SROs' work in the schools is critical to creating and maintaining positive interactions and relationships with staff and students. In addition to providing campus security, SROs play a key role in gathering intelligence about drugs, gangs, and other crimes common in the school-age population.

When the SROs are not at the middle or high schools they go to the elementary schools, walkthrough campus, talk to kids, and check in with principals. SROs conduct school safety programs, Stranger Danger, bicycle safety, and bullying presentations. According to one SRO, the average weekly school calls vary from one to six a week, and the most common calls are fights, and sexual and child abuse. Calls peak during the holidays. SROs attend several specialized training courses and belong to a statewide SRO association.

SROs are perhaps the best suited of anyone in the LPD to foster positive and trusting relationships with youth. This creates an ideal opportunity to recruit candidates for a police Explorer program, which the LPD may want to consider when staffing is stable. The police Explorer program has a long history of success and has often been a fertile ground for shaping future police officers.

CPSM recommends that supervision of the SROs be transferred to patrol under the direction of the day shift sergeant for the following reasons: SROs work a uniformed assignment and already report to day shift patrol briefings; they take school calls that would otherwise be dispatched to patrol officers; they handle their criminal cases in a manner similar to patrol officers by following up on their own investigations whenever possible; they augment patrol during staffing shortages; and during the summer they are redeployed to patrol until school resumes. All in all, the roles of the SROs are more closely aligned with patrol.

Recommendations:

- Reassign supervision of the school resource officers from Investigations to the day shift patrol sergeants.

Property and Evidence

A detective sergeant supervises the Property and Evidence (P&E) custodian, a civilian community service officer who is the only full-time staff managing the unit. A records clerk trained in P&E is the back-up. The P&E custodian works Monday through Friday from 8:00 a.m. to 5:00 p.m. and presently works out of both the police station and the off-site P&E storage facility.

In January 2013, a fire heavily damaged the building behind the police department that housed P&E and specialized police vehicles and equipment. The vehicles and equipment were destroyed, but the P&E section did not sustain damage. Subsequently, the LPD moved about 12,000 pieces of property and evidence from the burn site to an Albany County Sheriff's building used for its P&E function and search and rescue. The facility is a short drive from LPD and is referred to as SAR (search and rescue). The SAR entrance requires an LPD-issued card key to gain entry. LPD officers have access to a P&E booking area and a separate secured room with evidence lockers. The lockers vary in size and are equipped with self-locking mechanisms that activate when the locker door is closed. The P&E custodian has access to the lockers from a secured area on the other side. Officers also have access to wall-mounted, self-locking lockers at the station. Monday through Friday the P&E custodian empties the lockers of evidence and property and takes it to SAR for intake and storage.

A new LPD P&E facility is under construction on the former site of the burned building. Completion is expected in spring 2015. CPSM staff walked through the construction site and examined a diagram of the new P&E facility. The layout and security is generally consistent with best practices. Though the building will be alarmed, it was unclear whether the interior will be equipped with video cameras. CPSM strongly recommends that cameras be installed at the booking room, evidence lockers, and the gun, jewelry, and narcotics storage rooms. According to the president of the International Association for Property and Evidence (IAPE) the most common thefts occurring in police department P&E facilities across the country is of drugs, specifically oxycodone. Cameras serve as a deterrent and a tool in investigations where they have been instrumental in both clearing and identifying staff involved in misconduct. The IAPE website highlights the security concern by featuring current news briefs of thefts from police P&E rooms.

Once the new P&E facility opens CPSM recommends that the department consider providing a handheld bar-code reader for the P&E custodian to read booked items more efficiently instead of repeatedly returning to her desk computer.

The LPD uses a stand-alone evidence management software program called the Crime Fighter BEAST. The program issues barcodes and performs all necessary recording and tracking functions. A computer with the BEAST program is located inside the police station in the property booking area and at the SAR building. When the P&E custodian collects the day's evidence she checks it to ensure that a report has been written and that it matches the booked evidence or property. The

P&E custodian enters misdemeanor and felony arraignment court dates in the system to begin the tracking process and personally takes all evidence in major cases to court. The BEAST notifies the P&E custodian when a case is completed and the evidence or property is ready for disposition.

P&E uses cloud-based Evidence.com software for storing digital evidence. Officers dock their Axon body cameras at the end of their shift to automatically upload data. The system tracks interviews, digital cameras, audio recorder files, and .jpg photos, etc. Both The BEAST and Evidence.com allow the reviewing of audit trails of all action taken with evidence.

Fifteen lockers are available to officers for temporary property storage in the P&E custodian's former station office. Officers use numbered locks to store property in the lockers when it is likely that the property can be returned to the owner within 24 hours. During an inspection CPSM staff noticed that most, but not all, of the locks had identifying numbers. It was not possible to identify the owner of the unmarked lock or access the locker's contents. According to the detective sergeant and the P&E custodian, the temporary lockers are occasionally checked, but not regularly. CPSM recommends that the General Orders policy on Property & Evidence include guidelines on use of these temporary lockers. The room should be equipped with a video camera.

With the assistance of the P&E custodian, CPSM reviewed four randomly selected cases in The BEAST system from 2013-2015. Each case report contained the correct description of evidence, which was properly marked and packaged in the right location. These cases are listed in Table 7.

TABLE 7: Property & Evidence Inspection

Case	Crime	Evidence
13-4757	Hit & Run	Undercarriage car part
13-1865	Stalking	CD digital photos
14-4223	Tobacco violation	Cigarettes
15-0073	Shoplifting	Surveillance video

CPSM reviewed General Order ADM11–Evidence Handling, Found Property and Impounds. The only other reference manual for P&E is a three-ring binder notebook with memos and protocols that the P&E custodian has compiled. CPSM strongly recommends that the General Orders policy be reviewed and updated to ensure that the following is included in its guidelines:

- Submission of evidence.
- Temporary storage locations.
- Temporary storage – security.
- Temporary storage – commingling of evidence.
- Documentation – packaging initial receipt (booking employee).
- Documenting evidence.

- Documenting evidence – releases.
- Documenting – found property: employee finding or retrieving.
- Documenting – safekeeping: officer’s responsibilities.
- Signing out evidence.
- Purging evidence.
- Audits.
- Inventories.

Some of the topics are covered in the General Orders; however, more specificity should be included. For example, no protocol for two-person money counts is included in General Order ADM11. Audits and inspections should be carried out on a regular basis and documented. Though General Orders require an inventory when a P&E custodian leaves the unit, if a P&E custodian is assigned for more than five years, an inventory should be scheduled sooner than an extended departure date. According to the P&E custodian the last full inventory was done in 2008, and the last P&E audit was in 2012. No full audit has been done since the P&E move to the SAR building in 2012. The detective sergeant performs smaller random audits, and a lieutenant does an annual audit of guns, drugs, and jewelry. CPSM learned that an inventory is planned when the new P&E building is completed and ready for moving in.

LPD requires that the P&E custodian get approval from the training sergeant for obtaining court orders approving destruction of evidence, including drugs. The use of a supervisor outside the operations division for approval of evidence destruction is an excellent policy consistent with best practices.

CPSM recommends that LPD develop a comprehensive P&E operational manual. This should include, but not be limited to: staffing, training, supplies and maintenance, review and update of property & evidence directives, security, audits and inspections, etc. CPSM recommends that LPD follow IAPE guidelines for updating its General Orders and in the development of the P&E operational manual.

Ideally, the P&E function should be placed in an “accountability neutral” division. For example, this could be in a Professional Standards Unit in the Police and Community Services Division where the custodian is supervised by personnel outside the division directly served for property and evidence functions. This lessens the likelihood of impropriety with property and evidence and is consistent with best practices. Such a move, however, would disproportionately burden PCS. To minimize the potential for conflict of interest, the P&E function should be under the direction of the detective lieutenant.

Recommendations

- Install cameras in P&E booking areas, all locker areas, and gun, jewelry, and narcotics storage rooms.

- Implement a General Order that requires a two-person money counting team in the P&E function.
- Consider using a handheld bar-code reader to expedite the P&E custodian's duties.
- Create a protocol for use of 24-hour temporary storage lockers.
- Review and expand the General Orders ADM directive on Property and Evidence to reflect best practices.
- Develop a comprehensive Property and Evidence operational manual.
- Implement and document ongoing audits and inspections of P&E.
- Assign the P&E function to the detective lieutenant.

Animal Control

The operations division commander oversees the animal control unit, which is staffed with one supervisor, three animal control officers, and a shelter custodian. Animal control staff provide seven-day coverage from 8:00 a.m. to 6:00 p.m. The animal shelter is located downtown, about two and one-half miles from the police station. Police officers respond to a limited number of animal calls during off hours.

Animal control services appears to be well-run. It follows the best practices of the Humane Society of the U.S. Animal control officers' authority and the animal codes are codified in Title 6 of the city of Laramie Municipal Code. The department's General Orders do not refer to animal control except for a brief section for officers handling animal calls.

Organizational Chart

CPSM recommends that the LPD consider changing its organizational structure for greater efficiency. A proposed revision that incorporates our recommendations is provided here.

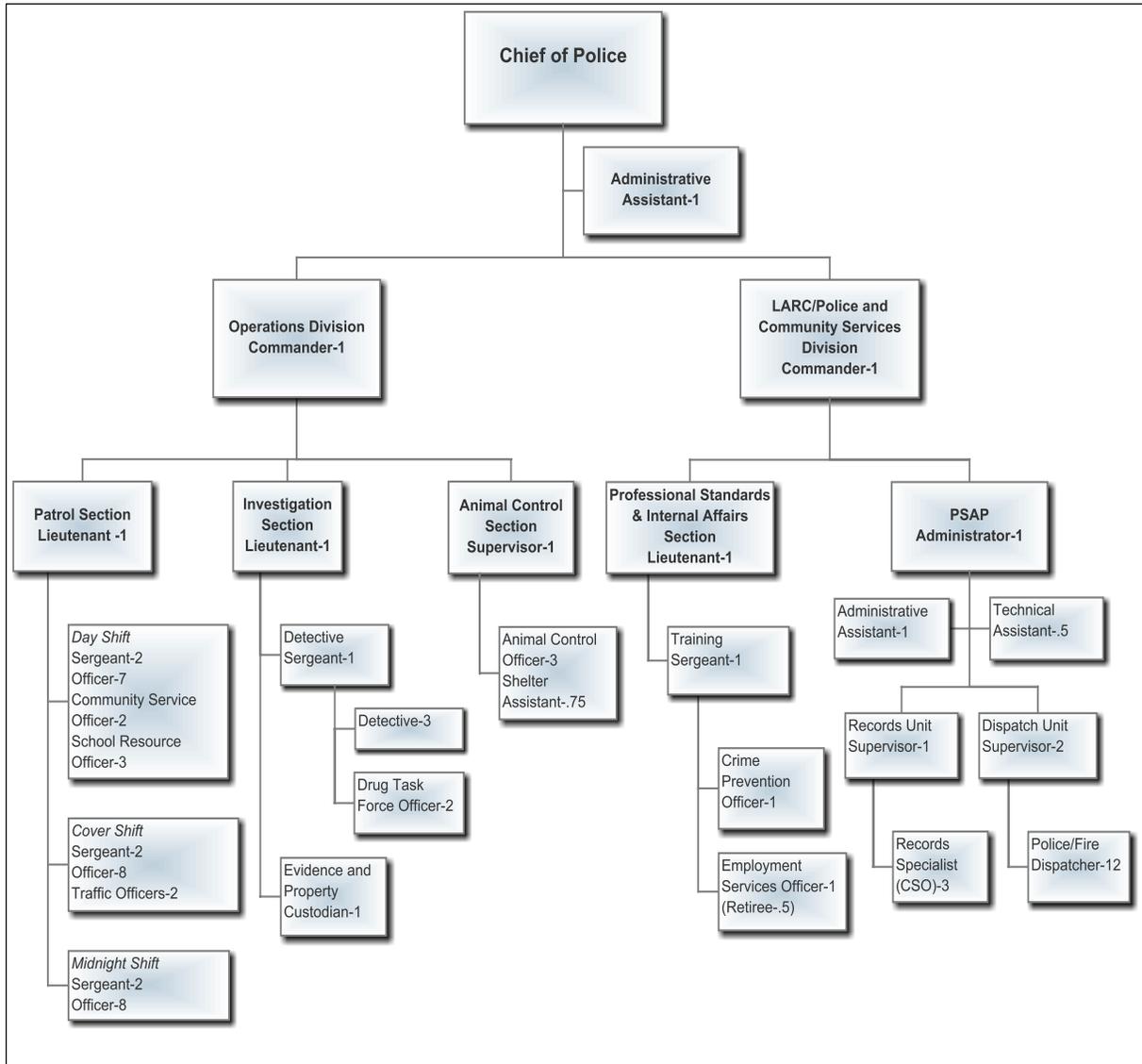
Operations Division

- Transfer the school resource officers from detectives to day watch patrol.

LARC/Police and Community Services Division

- Create a Professional Standards Unit commanded by a lieutenant to oversee internal affairs, training, employment services, and crime prevention.
- Create an employment services office staffed by transferring a day shift patrol officer.
- Consider hiring a retired police officer part-time in Employment Services to do background investigations as needed.
- Transfer the .5 FTE records specialist CSO under the direction of the PSAP administrator.

FIGURE 8: Proposed LPD Organization Chart



Administration

The Laramie Police Department is led by the chief of police who is appointed by, and serves at the pleasure of, the city manager. The department has two divisions: (1) Laramie/Albany Records and Communications (LARC) / Police and Community Services Division (PCS), and (2) the Operations Division.

The Laramie Police Department provides a full range of law enforcement services, operating with the philosophy that virtually no citizen request should go unanswered. The city of Laramie serves as the county seat and is only incorporated city within Albany County. The LPD and the Albany County Sheriff's Office work closely on a wide array of issues. Regional communications and records services are shared, both agencies provide personnel and support for a regional SWAT team, and Laramie PD houses its prisoners at the county jail, operated by the Sheriff's Office, to name a few areas of collaboration.

Among the major objectives of the CPSM study, in addition to a comprehensive overall assessment, are to evaluate and make recommendations for the appropriate staffing levels, evaluate and make recommendations as to the appropriate organizational alignment, and make recommendations as to potential technological improvements.

Recommendations:

The following recommendations are offered for consideration. While we believe each recommendation will provide added value/professionalism to the city of Laramie and the Laramie Police Department, it is recognized that budgetary and operational constraints must be considered.

Supporting documentation is provided for each recommendation in the sections that follow.

- Consideration should be given to discontinuing the practice of accepting cash for report copies, background services, etc., and moving to a system for accepting only credit/debit cards or checks.
- The .5 FTE records specialist CSO should be transferred under the direction of the new PSAP administrator, when that position is filled.
- Upon hiring of the PSAP administrator, he/she should work with the Sheriff's Office to remedy the problems associated with the redundancy created by Records staff having to first transcribe Sheriff's Office reports into a Word document, then reformat them as they are entered into the SunGard system.
- CPSM recommends that a team from the Communications Unit be established to review and amend the present call priorities to ensure that in-progress crimes and life safety needs are reflected at the highest priority classification. The team should further develop a written protocol for dispatching high-priority calls. This will provide for increased victim safety and enhanced opportunities for apprehension of suspects.

- In order to reduce the intake of nonessential calls into the Communications Unit, consideration should be given to creating a protocol whereby officers provide their contact telephone number and extension to their voice mailbox on their business cards or direct individuals to contact them via a police department telephone line.
- The department's website should be reviewed, and direct telephone numbers should be added to enable parties to reach their destination without having to call into and then be transferred by the Communications Unit.
- Research should be conducted with an eye toward replacing the medical emergency card file with an electronic version in the Communications Unit.
- Training management software should be acquired for use in tracking all department training by both courses offered and by individual.
- In-house training files/syllabus should be reviewed to ensure that the information is current and complete.
- A two-year master training calendar should be developed for recurring departmental training. This should be an active document, subject to modification as needed.
- For those officers who are not CIT-trained, abbreviated training should be offered to assist them in recognizing symptoms of mental illness, and techniques to aid in crisis de-escalation.
- The training policies should be reviewed and amended as necessary to ensure that the department is complying with all policies and directives.
- A supervisor development guide should be created for new supervisors, both sworn and civilian.
- A standardized training schedule for roll call training should be developed to ensure uniformity and regularity of training.
- Establish a Professional Standards Section within the Police and Community Services Division. Headed by a lieutenant, this section's responsibilities would include, at a minimum, Internal Affairs, Training, Employment Services, and policy manual maintenance. Research and Development projects could be coordinated, though not necessarily handled, through this office as well.
- Transfer a police officer position from the Operations Division/Patrol to the Police and Community Services Division to assist with the functions of Employment Services, Training, and R&D, as well as other assigned duties.
- All formal complaints against officers, both internal and external, should be managed and tracked by the Professional Standards Section lieutenant and reported to the chief of police.
- A citizen complaint form should be developed to enable citizens, not the department, to articulate the complaint.

- Establish/define classifications of complaints against personnel to enable the department to identify any trends in complaints.
- Develop a monthly internal affairs report directed to the chief. The report should list all cases initiated in the month, open cases carried over from prior months, and cases closed, including disposition. The report should reflect, at a minimum, the date opened and the nature of the complaint, progress status, the involved personnel, and any supplemental information that would be a value to the chief concerning any specific case. This report should be reviewed with the command staff in a closed session of a regularly scheduled command meeting.
- The department should establish a threshold that triggers a multilevel review of a use-of-force incident. Criteria may include discharge vs. display of firearms/Tasers, injury to citizens or officers vs. noninjury incidents, etc.
- If a decision is made to employ thresholds, it is suggested that a committee be formed to identify those thresholds and make recommendations to the chief for consideration.
- The early warning system feature available in the IA Pro software program should be utilized.
- A report should be developed to track employee separation numbers and the reason for that separation, i.e., retirement, termination, lateral transfer, left for better pay, etc.
- An incentive program should be considered for employees who successfully recruit a lateral candidate.
- Utilizing salary savings from vacancies, hire retired police officers on a temporary, part-time basis to perform preemployment background duties to lessen the burden of such activities on both Investigations and Patrol.
- Recruitment and preemployment background investigations should fall under the direction of the present PCS lieutenant as an Employment Services function. The Training Unit sergeant, who presently oversees recruitment efforts, could be assigned to this function, with support from part-time staff, as mentioned above.
- Consideration should be given to researching the value of retaining professional services to assist in the maintenance of the policy manual.
- Consideration should be given to providing the same benefit levels for all injured sworn public safety employees.
- Add to the employee evaluation form a *SELF-ASSESSMENT* category to complement the existing *GOALS AND OBJECTIVES* category, and which would be completed by the employee. The self-assessment component not only aides the employee in reflecting upon his or her own strengths, weaknesses, and career objectives, but also allows a supervisor to assess the employee's thought processes as well.

- On the employee evaluation form, under the Instructions for Completing Form, add a bullet point requiring supervisor comments for ratings of *Superior*, *Exceeds Standards*, *Meets Standards*, *Needs Improvement*, and *Unacceptable*.
- To provide a broader middle range of ratings for the employee evaluation form, modify the numbering system for ratings as follows: Superior (7), Exceeds Standards (6), Meets Standards (3, 4, 5), Needs Improvement (2), and Unacceptable (1). This broader rating allows supervisors to suggest that the average employee, with a 5 rating, can easily improve to an Exceeds Standard, but more importantly, puts an employee with a 3 rating on notice that his or her performance is bordering on subpar.

Laramie/Albany Records Communications (LARC) / Police and Community Services Division (PCS)

The LARC and Police and Community Services Division, as presently configured on the organization chart, is made up of four units: Records, Communications, Training, and Crime Prevention. The present configuration reflects that the Division is led by a commander. However, the LARC/PCS commander retired on January 8, 2015, and that position remains vacant at present, pending Chief Stalder's review of the CPSM assessment and his decision about organizational realignment.

In the FY 14/15 operating budget, a new position, Public Safety Answering Point (PSAP) administrator, was approved to oversee the LARC (Records and Communications) as well as focus on the department's IT needs. This position, a civilian management position, has yet to be filled.

Operationally, the LARC and other Police and Community Services units function independently. In fact, while the Training and Crime Prevention Units operate out of the police headquarters facility, LARC is housed at a county-owned satellite facility on Ivinson Ave.

In the absence of the LARC/PCS commander, Chief Stalder is temporarily overseeing LARC/PCS operations. Supervisory support for the division, as presently configured, includes one lieutenant, one Training Unit sergeant, one Records Unit supervisor, and two Communications Unit supervisors. Additionally, the division's lieutenant is presently assigned to the Operations Division. This is due to a temporary vacancy in Operations resulting from an assignment of the patrol lieutenant to the FBI National Academy until late March. As well, the Training Unit sergeant has been promoted to lieutenant, and temporarily remains in the Police and Community Services Division. He is presently performing both Training Unit and PCS lieutenant duties, as assigned, pending the return of the lieutenant attending the FBI National Academy.

Additional staffing includes one administrative assistant, one crime prevention officer (sworn), 3.5 records specialist CSOs, and twelve law enforcement/fire dispatchers.

LARC

Consistent with many agencies similar to Laramie in relatively sparsely populated counties, the Records and Communications Units not only provide services for the city of Laramie, but for Albany County, and nine regional volunteer fire districts. Support is also provided to the U.S. Forest Service law enforcement area complement. The LARC is the Public Safety Answering Point (PSAP) for all public safety agencies in Albany County.

LARC operates under a memorandum of understanding between the city of Laramie and Albany County. An advisory board consisting of the Laramie city manager, Laramie police chief, Laramie fire chief, the Albany County sheriff, and the Albany County attorney meets quarterly to review operations, including staffing, budget, any expansion discussions, budget, etc. Operational costs to include staffing are apportioned based upon city/county utilization and demand. Records and Communications operations are housed at a satellite facility, owned and maintained by Albany County.

Staff assigned to LARC operations are city of Laramie employees and governed by city rules and regulations. As policies of the county and city may vary, there are limited specific exceptions built into the MOU that allow for differing policies for participating agencies, for instance, each has its own records retention schedule.

As mentioned above, the division staffing includes an administrative assistant. The duties of this position include maintenance of the Master Street Address Guide (MSAG), a geodata file. Approximately 75 percent of the assistant's available time is committed to MSAG duties. The remainder of the position's time is divided between various tasks including managing/tracking budget expenditures, handling payroll duties, ordering and maintaining supplies, and authorizing payment of vendors as necessary. The position presently reports directly to Chief Stalder. It is anticipated that upon hiring of the PSAP administrator, this administrative assistant will be a direct report to that position. CPSM supports this alignment.

Records

As previously mentioned, leadership of the LARC is in transition. Chief Stalder presently oversees this function. The unit is led by a civilian CSO records supervisor. Additional staffing includes 3.5 records specialist CSOs. The unit is housed at the satellite facility on Iverson Ave.

The Records Unit is staffed from 6:00 a.m. to 4:00 p.m., Monday through Friday, and is open to the public from 10:00 a.m. to 4:00 p.m. during that period. All employees in the Records Section work an eight-hour, five-day week with the exception of the part-time CSO.

Contrary to the common perception that functions performed in law enforcement records units are as simple as filing reports and providing copies as needed, there is an exhaustive list of duties to perform. Also, the LARC Records Unit serves not only the Laramie Police and Fire/EMS Departments, but the Albany County Sheriff's Office as well. While there are a number of regional fire districts, the Records Unit does not provide any services to those agencies.

Among the general duties performed daily are: processing incoming police, fire, and EMS reports; processing pawn shop slips (6,205 in 2014); conducting criminal history checks, data input for citations and reports; responding to telephone inquiries; handling all walk-in customers at the front desk; preparing statistical reports including those for the state of Wyoming and the FBI; auditing of internal cash accounts; preparing files for delivery to prosecutors and the court for trials; entering court dispositions; and more. Additionally, the Records Unit provides call activity information to the local media daily on normal business days.

Other duties performed weekly, biweekly, monthly, quarterly, and annually include reports and notifications to the University of Wyoming and the Wyoming Technical Institute, Probation, Game and Fish, Wyoming DCI, etc.

One of the more time-consuming duties is the daily transcribing of dictated police reports, both from LPD as well as the Sheriff's Office. While the method of receipt is the same for the LPD and ACSO, records staff process reports differently.

For the Laramie PD, the reports are transcribed directly into the SunGard platform. They are then sent to a file for supervisor review. Once approved, the file is secured (locked), and can only be opened for supplemental reporting by Records staff. Such amendments are rare.

For ACSO, the reports are not entered into the SunGard platform initially. Rather, a report is transcribed into a Microsoft Word document, and returned to the appropriate deputy for review. Once approved, it is then entered into SunGard. Due to incompatibility of the files, once the report is entered in SunGard, Records staff must go back into the file for some editing to ensure that the report is properly formatted. Reformatting, though minor, must take place for close to 100 percent of the cases. Once Records staff completes that task, the file is locked to further entry.

Due to the wide variety of duties for Records staff, and depending upon the frequency and complexity of reports to be transcribed, it is difficult to accurately determine just how much time is committed to this function. Based upon interviews with staff, it was estimated by CPSM to be as much as 40 to 50 percent of the total Records workload.

In addition to citizens self-reporting crimes, often via an Internet link, there are generally three methods used by law enforcement agencies to prepare police reports: (1) officers prepare reports via computer/mobile data terminal, (2) a private transcription service is contracted for, and (3) in-house staff transcribes reports. While the method utilized by the Laramie PD is the least common, it appears to work well in this case.

Availability of technology for completing a police report by the handling officer via a personal computer was discussed with Records staff as well as patrol supervisors, officers, and the department's administrators. Without exception, all preferred the existing method. Nonetheless, CPSM suggests that, at a minimum, the new PSAP manager review this practice with a focused effort on eliminating the redundancy created by the practice of ACSO having the reports transcribed into a Word document, therefore necessitating Records to "handle" the document twice due to Word's incompatibility with SunGard.

As previously mentioned, among the duties of a Records Section is the compilation of statistical reports in the form of crime occurrence and case clearance rates. The FBI tracks this and other data and annually produces a Uniform Crime Report (UCR) on all reported crime in the United States. The report is further broken down by region, state, and local agency. Specific guidelines are provided for reporting both crimes and clearances. A variety of other reporting criteria must be followed as well. This requires that Records Unit staff review each police report to ensure that the proper criteria for classification is met, another time-consuming, yet unavoidable, duty. Classification accuracy is conducted when the police report is initially received at the Records Unit. Clearances are validated by the Records Supervisor. CPSM queried Records Unit staff and found that they had a good understanding of the criteria for classifying and clearing cases, both by arrest and exceptional means. The UCR reports appeared to be complete and accurate.

Subsequent to the site visit, CPSM learned of a Department of Justice (DOJ) Quality Assurance Review of UCR data provided to the FBI. The review covers all aspects of UCR reporting including accuracy in classification, thoroughness of reporting, and accuracy in declaring clearances. In a ten-page report prepared by DOJ, Laramie was determined to "Meet UCR Guidelines" in all categories.

In addition to the myriad of daily, weekly, monthly, and quarterly duties, two other vitally important functions performed by the Records Unit include the release of "public records," and ensuring that records are maintained in accordance with applicable statutes. United States Code (USC) 5 USC 552 and Wyoming Statute 16-4-202 govern the release of "public records." Laramie Police Department General Order REC 1–Release of Records, establishes the policy to be followed to ensure compliance. That policy was reviewed and found to be comprehensive. It was last revised in January 2014, and an audit of the currency of the policy was conducted on November 14, 2014.

CPSM examined the mechanism for the release of records to the public. This would include items such as police reports and background check information. As it relates to the release of police reports, there are on-line vendors that coordinate this service, for a fee. In discussing this option with Records staff, it was indicated that this has been considered, but the decision was made not to pursue that option based upon the desire to have greater control over the release of records, and the relatively limited demand for reports. There were 476 requests in the fourth quarter of 2014. Given the limited number of requests, it may be prudent to continue with the current process, but on-line access may become beneficial in the future, both to the department and to citizens/business seeking records, and should remain a consideration if demand and/or convenience value changes.

With respect to ensuring that records are maintained in accordance with law, the Records Unit maintains retention schedules for both the city and county and which specify the time periods for which categories of files must be maintained. These schedules were reviewed by CPSM staff. The schedules were last updated in 2005 and 2008, respectively. The documents appeared to be thorough, and though somewhat dated, relevant. Typically, the retention period runs from two to four years, but may be as short as six months, or as long as 20 years. This is not a simple task. The city's listing is ten pages and the county's is eleven pages; the combined number of classifications of reports with individual retention periods is approximately 200. Records staff advised CPSM that

they were current in meeting the retention/destruction schedule, a duty performed at the end of each calendar year.

One area of concern was noted. Cash payments are presently accepted for report copies, background services, etc. Weekly, the cash drawer is audited and deposits are made to Municipal Services. Credit and debit card payments are far more desirable and lessen the burden of processing and accounting for cash. As well, many customers indicate a preference to pay with credit/debit cards.

A charge of \$5 is assessed for the release of a police report, and background checks are charged at \$10. However, fees are waived for all government entities as well as schools. For the fourth quarter of 2014, records reflect that there were 476 police reports released, and 319 background checks conducted. If no fees had been waived, at \$5 per police report, the total amount collected for reports would be \$2,380 in revenue. For background checks, at \$10 each, revenue would amount to \$3,190. Combined, the total revenue for the quarter would be \$5,570 if no fees had been waived. Reported revenues for the quarter were \$1,445. The difference of \$4,125 is explained in the waiving of charges for the entities described. CPSM is not inferring that this is evidence to suggest that these funds have been misappropriated in any fashion, but rather to illustrate that cash payments present an unnecessary burden and liability. In checking with the city's business manager, it was determined that payment by credit or debit card is an option, though the amount of funds handled is relatively small.

One other area noted pertained to staffing. The Records supervisor presently supervises the .5 FTE records specialist CSO. This employee presently works from home and rarely is seen by the Records supervisor. There is virtually no supervisory oversight conducted, as the position's duties do not align with the supervisor's. The duties of the CSO include limited input of fire/EMS records (non-HIPPA), but more importantly in terms of time impacts, is her work on MSAG duties. The MSAG duties are different than, but in line with those of the full-time administrative assistant who will be reporting to the new PSAP administrator. A future reassignment of supervisory oversight of this position is worthy of consideration.

Recommendations:

- Consideration should be given to discontinuing the practice of accepting cash for report copies, background services, etc., and moving to a system for accepting only credit/debit cards or checks.
- The .5 FTE records specialist CSO should be transferred under the direction of the new PSAP administrator, when that position is filled.
- Upon hiring of the PSAP administrator, he/she should work with the Sheriff's Office to remedy the problems associated with the redundancy created by Records staff having to first transcribe Sheriff's Office reports into a Word document, then reformat them as they are entered into SunGard.

Communications

Like the Records Unit, the Communications Unit is housed at the Ivinson Ave. location. It provides 24-hour services for the Laramie Police Department, Laramie Fire/EMS, Albany County Sheriff, nine regional volunteer fire districts, and limited service to the area's U.S. Forest Service law enforcement officers.

Under the temporary direction of Chief Stalder, the unit is led by two communications supervisors and staffed by twelve law enforcement/fire dispatchers. Communications supervisor positions are "working supervisors" and are part of the regular shift deployment. There is presently one vacancy at the dispatcher position. All Communications Unit positions are staffed by civilian employees. As is the case with virtually all communications units for agencies this size, the unit provides a variety of functions beyond answering 911/telephone calls and radio communications with field units. Dispatchers process and input warrant information and update a variety of databases throughout the day.

Communications staff works a hybrid schedule of four-, eight-, and twelve-hour shifts. Primary shifts are twelve hours in length, beginning at 6:00 a.m. and 6:00 p.m. The supervisors are scheduled so as to provide for seven-day coverage, and generally work between the hours of 10:00 a.m. and 10:00 p.m. in order to provide some supervisory coverage to both primary shifts. While the combinations may vary, each employee, regardless of the shift plan, works 40 hours per week. Shifts are selected at four-month intervals, with bidding based upon seniority. This scheduling generally provides for three dispatchers to be on duty at any given time on a 24-hour basis. Given the responsibilities associated with the Communications Unit, this number appears reasonable. Realistically, however, with vacancies, vacation, training, and sick time factored in, the staffing level oftentimes falls below three.

While Communications Unit staffing is addressed in the department's General Orders, the Communication Unit's manual, which provides protocols to be followed, calls for minimum staffing at two dispatchers. Based upon vacancies, training status, FMLA leave, etc., the available staffing level does commonly fall to two dispatchers. To determine this, the following was considered: If each of the 14 current authorized positions were filled, and each employee was entitled to 120 hours of vacation per year, 1,680 hours of work time would be lost to vacation time off. Add to that the training mandated by the Peace Officers Standards and Training (POST) Council of 10 hours per year (POST mandates 20 hours in 24 months), and another 140 hours are lost. Finally, CPSM requested a sick time usage report for Communications staff over a twelve-month period. This was done both to see the frequency of use of sick time, and also to evaluate how it impacts staffing. As is common with the vast majority of communications centers, sick time usage was high. A total of 920.25 hours of sick time were recorded for the thirteen currently filled positions, or an average of more than 70 hours per employee. Based upon those numbers, a fully staffed Communications Unit would lose another 990 hours of work time to sick time.

Given this scenario, a total of 2,810 hours (approximately 1.25 FTE) of combined vacation, training, and sick time would be utilized if every position were filled. As noted, there is currently a vacancy at the dispatcher position, so that number would be even higher today (4,890).

The Communications Unit is a vital component of an effective police department. Its interaction with callers plays a significant role in setting the tone for the community’s attitude toward the department. As well, the efficiency with which dispatchers collect information from callers and relay that information to responding units significantly impacts the chances of apprehension of criminals in high priority and in-progress cases. It is essential that timely communication is provided to field units in high-priority and in-progress calls.

CPSM utilized data provided by the IT manager for Albany County to determine response times, as is addressed in the data portion of this report. Table 8 shows the average time of delay for dispatch of calls for 2013, by priority. This delay reflects the time between the first keystroke entry of a call and the dispatch of a unit to handle that call. Also shown are the total calls dispatched, by priority:

TABLE 8: Dispatch Delay by Priority of Call

Priority of Call	Average Delay (Min.)	Total Calls
Priority 1	2.2	779
Priority 2	1.3	210
Priority 3	10.5	49
Priority 4	7.7	7,937
Priority 5	15.3	6
Priority 6	12.7	448

CPSM found this information to be troubling. As it relates to priority 1 calls, a 2.2 minute delay in dispatching represents nearly 35 percent of the total response time of 6.4 minutes experienced by the Laramie Police Department. Priority 1 calls are generally considered the most serious of calls, reserved for in-progress crimes and/or life safety emergencies. Reducing this dispatch delay time is vitally important.

Time between receipt of a call and dispatching the call to units often represents the only opportunity to reduce overall response time. The effect of this 2.2 minute delay can significantly delay a response well beyond that 35 percent portion of a response. For example, if a priority 1 call were to be received relative to an armed robbery, and the nearest unit is driving at 30 mph in a direction away from that crime scene, unaware that an incident was in progress, the unit would travel approximately 1.1 miles further from the scene in 2.2 minutes. When the call is dispatched to that unit, it may need to return that 1.1 miles, plus additional mileage. The added travel time of the officer could now amount to 4.4 minutes from initial call receipt, though probably less as the officer would likely return at a speed greater than 30 mph. This travel time represents more than 69 percent of the average 6.4 minute response time in the worst-case scenario.

This example is obviously used for illustration, and the reduction in response time savings would vary based upon a number of factors. As well, upon receipt of an emergency call, some information must be obtained to form the basis of initiating a response and therefore a zero time dispatch delay is clearly not possible. However, some response time savings would be realized if the 2.2 minute

period is reduced. In the example provided, with a reduced dispatch delay, the officer could arrive at the call more than four minutes sooner. In some circumstances, this could significantly alter the outcome of an incident.

In reviewing this data with Communications Unit supervisors, they indicated a lack of awareness of the prioritization of calls in classifications of priority 1 to priority 6, and agreed that a 2.2 minute delay in dispatching a high-priority call was not acceptable. Digging further into this important issue, it was determined that the Communications Unit does not presently dispatch based upon an adopted priority schedule. It was determined that the priorities utilized by CPSM as indicated above were those established by a former LARC employee who now serves as the IT manager for Albany County and who assisted in providing data used for this report. Among the calls included as priority 1 responses were some for marijuana and liquor violation-related incidents. Clearly, these should not be among the highest priority call types. CPSM anticipates that if such calls were extracted from the data, the average dispatch delay time for priority 1 responses would decline. Consequently, a broader review of the priority status for all calls is warranted.

Communications staff did indicate that those that they consider to be high-priority calls are dispatched without delay, even if all information has yet to be collected from the caller. This is highly prudent and can significantly reduce response time to high-priority calls. It was clear in discussions with Communications Unit supervisors that they, independent of the priority schedule, had a solid grasp on what calls required an emergency response and the Communications Unit was dispatching those calls appropriately. However, these practices are not presently, but should be, recorded in the department's General Orders or the Communications Unit manual.

The Communications Unit, via 911, generally serves as the initial contact point for police/fire/EMS when someone is in crisis, or is in need of some form of assistance. However, it also serves as the primary call center for many general business calls.

Detailed records on telephone call volume were requested in an effort to analyze the nature of calls processed, i.e., emergency vs. general calls, what percentage of calls received required dispatching of a police/fire/EMS crew, and how many calls were transferred to an in-house extension. Staff indicated that those numbers were not readily available, but were able to provide data for a single day, October 1, 2014, a Wednesday.

Table 9 shows the number of calls processed by the Communications Unit for that date. A single day is insufficient to determine with any certainty the average daily call volumes; however, the percentage of 911 calls compared to total calls is within 10 points of studies at other agencies where more data were available.

TABLE 9: Daily Call Sample

Total Calls	911 Calls	911 as a Percent of Total	In-house Transfer
190	21	11	53

These numbers reflect the fact that the Communications Unit serves as a general call center as well as an emergency dispatch center. Incoming calls include citizens calling in to speak with specific officers, many of whom may not presently be on duty. In this situation the dispatcher, after conversing with the caller, transfers them to the appropriate office, or to a voicemail box for the desired officer to allow for the caller to leave a message.

Each officer has a personal voicemail box. An outside telephone line presently exists; it would enable general business callers seeking to speak with a specific officer to leave a message in the officer's voicemail box. This line number could easily be added to officers' business cards along with their personal voicemail box number. This would help to bypass Communications Unit staff involvement in the call and would free them up to focus on higher-priority duties. Given the fact that the Communications Unit often operates at minimum staffing, this simple solution could provide some immediate relief.

The customer service that dispatchers provide, both in terms of technical competence as well as compassion, often sets the tone for how the customer feels about the agency as a whole. Just as it is important that police officers have body cameras to record interactions with citizens, recorded telephone lines provide an opportunity for review of a dispatcher's technical expertise and customer service. Quality control checks are a valuable tool to ensure that the proper service level is provided. To its credit, LPD conducts such checks monthly for each dispatcher. CPSM reviewed redacted (name removed) survey information and found the review to be objective. Reviews properly pointed out areas where improvement could be made, while not doing so in a manner which reflected an overtone of discipline.

While the CPSM effort was largely focused on the law enforcement side, the LARC does, of course also provide dispatch services to fire and EMS. EMS services require that the dispatchers have some degree of medical training to address medical emergencies. Presently, the dispatchers have a manual reference card file available to assist them with this issue. It requires that they search through the file to retrieve the card that they need to assist in guiding them in providing information/direction to paramedics as well as the caller. Present software technology exists, with an interface to a call dispatch screen, which would enable dispatchers to quickly retrieve this medical guidance. A screen drop-down menu helps to guide them in determining what recommendations the dispatcher may give in a medical emergency.

Recommendations:

- CPSM recommends that a team from the Communications Unit be established to review and amend the present call priorities to ensure that in-progress crimes and life safety needs are reflected at the highest priority classification. The team should further develop a written protocol for dispatching high-priority calls. This will provide for increased victim safety and enhanced opportunities for apprehension of suspects.
- In order to reduce the intake of nonessential calls into the Communications Unit, consideration should be given to creating a protocol whereby officers provide their contact

telephone number and extension to their voicemail box on their business cards or direct individuals to contact them via a police department telephone line.

- The department's website should be reviewed, and direct telephone numbers should be added to enable parties to reach their destination without having to call into and then be transferred by the Communications Unit.
- Research should be conducted with an eye toward replacing the medical emergency card file with an electronic version in the Communications Unit.

Training

The Training Unit of the Laramie Police Department presently falls within the organizational command of the LARC / Police and Community Services Division. The Training Unit is responsible for coordinating and recording the training provided to all LPD employees. The unit is staffed with one full-time sworn police sergeant. By policy, that position receives limited support from a training committee, made up of personnel from throughout the organization who are supposed to meet at least twice per year to review training needs and make training recommendations. However, this does not regularly occur. General Orders TNG 1 and TNG 2 serve as the directives for managing training. General Order TNG 1 guides the department's training committee, while TNG 2 provides a broad range of directives addressing all aspects of training. Both documents were reviewed in detail.

The state of Wyoming Peace Officers Standards and Training (POST) Council mandates that sworn personnel receive 40 hours of recurring training biannually. Training can be provided at the State Training Academy, regional academies, or in-house through POST-certified courses and trainers. The Laramie Police Department has developed an extensive list of in-house training courses to aid in ensuring that officers receive the required/desired training pertaining to the way Laramie PD expects them to perform, and to minimize the cost impacts of providing training. Assistance is provided from specialty experts in areas such as firearms and defensive tactics through teams made up of in-house experts in these fields.

Scheduled training is recorded by the Training Unit sergeant on a Microsoft Outlook program. While this program serves as a schedule for upcoming training, and records the training provided, it does not serve as a reminder of the need to provide specific training, nor can it be easily accessed to identify specific training classes taken, nor training provided to a specific individual.

There is no formal master training calendar in use at present. A master training calendar serves as a reminder to ensure training is provided as is legally mandated, along with that training which deals with incidents involving high risk, though low frequency, occurrences. As well, no training management software program is in use.

There are several vendors that offer software programs that can significantly aid in managing and tracking training, including that of individual personnel. At present, should information be sought on the training received by a specific officer, Wyoming POST would need to be contacted to obtain

that officer's file. Records would need to be hand-searched to locate schedules for past training offerings by category.

CPSM staff contacted a representative at Wyoming POST. Information provided indicated that POST files flag officers who are nearing loss of certification due to noncompliance with training mandates. POST had not specifically audited the Laramie PD files, but when asked if it (POST) was aware of any deficiencies in LPD's training compliance, POST responded that Laramie was "one of the better ones" in terms of compliance.

As mentioned, CPSM staff looked extensively at TNG 2, and more specifically, the subsections of *In-Service, Roll-Call, Leadership Development, and Specialized Training*.

Relative to *In-Service* training, the policy provides for training opportunities in 19 categories. While this is a comprehensive list, it does not establish a schedule for providing this training. A two-year master training calendar would be a useful tool to ensure that required/desired training is made available on a schedule and not neglected/forgotten as other training priorities come up. The calendar should reflect the month(s) during which training will be provided, and with specificity where called for. For example, the months for which firearms training is to occur should indicate *Firearms / Duty Weapon, or Firearms / Duty Weapon / Patrol Rifle*. For less lethal munitions training, the document might reflect *Less Lethal / Taser, or Less Lethal / Gas*. Custody and control training should reflect the specific training to be provided, such as, *Defensive Tactics / Baton or Defensive Tactics / Pain Compliance, or Defensive Tactics / Verbal Judo*.

Other months may include items such as *CPR, Intoximeter/SFST recertification, Use-of-Force or Pursuit Policy Review*. This calendar should be reviewed by the training committee at least annually, subject to revision at any time at the discretion of management, and available for review by all employees. This is a vitally important document to ensure that necessary and appropriate recurring training is provided. As training priorities shift, it is too easy to neglect to include vital training without such a document. The Outlook program in use today for scheduling training has value, but does not address the breadth of needs addressed by a master training calendar.

In our review of training offerings, one critical area of training was absent. There was no indication that employees were receiving training in dealing with the mentally ill, or in recognizing some physical disabilities that may be inaccurately interpreted as criminal or combative actions. A 2009 Bureau of Justice Statistics study reflected that 13 percent of inmates were being treated for mental health issues through a combination of counseling and/or medication. Of that population, nearly 50 percent were incarcerated for crimes of violence. Countless others were untested/untreated. A recent news report on an in-custody death of an inmate with mental health issues at Rikers Island in New York state indicated that as many as 40 percent of inmates in that facility were mentally ill. And a news report just released on a California Department of Corrections and Rehabilitation study reflected that 28.4 percent of the California's' prison population was diagnosed with a mental illness. As outside treatment options for the mentally ill have declined in recent years, those numbers are rising. There are ample anecdotal examples of violent and tragic encounters between

the mentally ill and police officers that polarize relationships between the community and police and create substantial liability for the city.

This assessment was reinforced when CPSM reviewed the LPD's 2013 report on use of force provided to the city council. The following excerpt is taken from that document; "...officers end up using force in a variety of calls, but primarily when they are called to a location for some reason *and when attempting to detain someone who is having a mental crisis* (71 percent of all uses for force)." In an internal report generated from IA Pro, the department's software used for tracking use-of-force incidents, officers reported that in 26 percent of force utilizations, the subject was mentally unstable and/or suicidal. In another 24 percent of cases, the officers were unable to make a judgment as to the reason for the subject's behavior.

It is highly commendable that Laramie P.D. has developed a Crises Intervention Team (CIT) to deal with the mentally ill. Under this four-year old program, officers receive 40 hours of training in a variety of topics, including recognizing symptoms of mental illness vs. otherwise combative or noncompliant behavior, as well as de-escalation skills needed to diffuse a situation. To date, nine members of the department have undergone this training. The department should strive to continue to train its personnel in this area, even if that training is more limited in scope.

Relative to *Roll-call Training*, the policy calls for supervisors to plan roll-call training as needed. The training is to be designed to encourage participation through discussion and/or hands-on experience. Finally, training is to be documented and submitted to the PCS (Training Unit) to be evaluated annually by the training committee. This is a cumbersome process, provides great latitude to individual supervisors, and is destined for failure in meeting its intended objective. Discussions with department staff confirmed that this is policy is not being followed.

CPSM staff conducted a random audit of the training files to ensure that a training syllabus was on file for in-house training that is offered. While most of the requested material was provided, a few of the files were empty, or missing.

Leadership Development Training includes a listing of desired training for each supervisory classification. It is impressive that the department is committed to this training. And it is not just reflected in word, but indeed, as presently, the Operations Patrol lieutenant is attending the FBI National Academy, even though this is disruptive given the present state of the management staffing. This action is commendable, and is a reflection of the department's commitment to leadership development and training.

Some agencies have developed a guide for new supervisors. One such agency, the Carlsbad, California, Police Department, utilizes a 40-page guide/reference for new first-line supervisors, both sworn and civilian. This is a tool that may be of value to Laramie. Law enforcement agencies routinely share such material, and Laramie is encouraged to take advantage of that opportunity and modify another department's supervisor guide to meet Laramie's needs.

Under the category of *Specialized Training*, a listing of desired training is provided by job title. It addresses most specialty positions within the police department. This plan serves as a guide for

basic courses to be taken by position. It serves as a good starting point for specialty training, but should be considered as the baseline of training for each position. Advanced courses in each category are generally available and desirable.

Recommendations:

- Training management software should be acquired for use in tracking all department training by both courses offered and by individual.
- In-house training files/syllabus should be reviewed to ensure that the information is current and complete.
- A two-year master training calendar should be developed for recurring departmental training. This should be an active document, subject to modification as needed.
- For those officers who are not CIT-trained, abbreviated training should be offered to assist them in recognizing symptoms of mental illness, and techniques to aid in crisis de-escalation.
- Training policies should be reviewed and amended as necessary to ensure that the department is complying with all policies and directives.
- A supervisor development guide should be created for new supervisors, both sworn and civilian.
- A standardized training schedule for roll-call training should be developed to ensure uniformity and regularity of training.

Crime Prevention

The Crime Prevention Unit presently falls within the LARC/Police and Community Services Division under the direction of the division lieutenant and Training Unit sergeant. It is staffed by one full-time police officer who works a 4-10 schedule, and who adjusts his schedule to meet demands.

The Crime Prevention Unit officer performs a wide variety of duties, as is common in agencies of Laramie's size. Some of the more common duties performed include liaison to Neighborhood Watch groups; assisting in security assessment for residential, commercial, schools, and churches; serving as the department's liaison to community based organizations (CBOs) such as COPSA (Coalition to Prevent Substance Abuse) and A-Team at the University of Wyoming; presenting a wide array of community training such as bicycle safety courses, gun safety, stranger danger, and steps to follow when confronted with a crime; and conducting police facility tours.

The Crime Prevention officer has other significant responsibilities. The officer is charged with grant application and administration for some of the department's grants. Administration includes, at a minimum, determining dates/locations and when/where grant activities are to be carried out, making appropriate personnel assignments, recording/reporting of related activities/enforcement, and financial accounting and reimbursement. Included in the list of grants administered by the Crime Prevention officer is the EUDL (Under-age Drinking Laws) and a tobacco compliance grant.

No recommendations are offered.

Crime Analysis

The department has no formal crime analysis program. Given the size of the city, the crime rate, and nature of calls for service, this is not seen as a deficiency. In significantly larger agencies there is value in having a robust crime analysis function; however, the cost and time required for such a function is not warranted in Laramie.

Internal Affairs

The protocol for receiving, investigating, and tracking personnel complaints involving employees of the Laramie Police Department are governed by General Order ADM 10–Complaint Administration.

Personnel complaints can be received by a variety of means, including *In Person, Telephone, On Line, or Mail*. Complaints from an anonymous source, or from prisoners, receive the same level of review as any other complaint. The policy directs, under *Procedures - Receiving Complaints Section 2*, that all complaints, formal or informal, are to be investigated and recorded, electronically or in writing *unless the complaint can be resolved immediately*.

There is no citizen complaint form in use on which a citizen may prepare a written complaint. For those complaints determined by the department to be serious, the citizen is asked to sign a document, prepared by staff, outlining the facts of the complaint. Many agencies utilize a complaint form that a citizen may complete and submit. In fact, in some states, such a form is required by law. These forms have value as they allow the citizen to articulate the complaint, not the department.

It is commendable that LPD has acquired an outstanding internal affairs tracking software program, IA Pro. This program provides a wide range of options including managing and tracking complaints, recording city vehicle-involved accidents/damage, an early warning system for potentially problematic behavior, and a tracking system for positive performance as well. This software program was put into use in January 2013. Complaint data collected prior to that date were not adequate for the department's needs.

Complaints, formal or informal, external or internal, are entered into IA Pro and assigned for investigation. Minor complaints are generally entered into IA Pro and handled by first-line supervisors. Their investigation report is forwarded up the chain of command for review and approval by the chief of police. Serious allegations are assigned by the chief for comprehensive investigation.

These more serious allegations require a PSI complaint form to be completed. If the complaint is initiated by a citizen, the nature of the complaint is completed by the investigating officer and signed by the complainant. The citizen is asked to sign this to certify that the information is true and correct.

There is no departmental form on which a citizen can write out a complaint; however, a citizen may complete a written statement and that document is scanned into the complaint file. As is the case with informal complaints, these formal complaints are ultimately reviewed and the disposition approved by the chief of police.

In reviewing a 2013 report on citizen complaints that was given to the city council, as well as IA Pro documents, it was noted that the general categorization of the nature of complaints was not provided. The department has taken the position that there are such a broad range of potential natures of complaints that categorizing complaints is not practical. While CPSM agrees that the categorization of complaints could be nearly endless, most complaints fall within a few broad categories that, when utilized, can provide valuable information about trends. Such categories may include *Use of Force* (all types), *Improper Procedure* (may include failure to properly handle a call, investigation, evidence processing), *Conduct Unbecoming* (may include rudeness, insubordination, unethical / immoral conduct), and *Criminal Conduct*. IA Pro enables such broad categories to be established and provides the ability to easily view commonalities in the nature of complaints.

As is the case with use-of-force incidents, IA Pro is the reporting/tracking mechanism for complaints, citizen and internal. The department began to collect data in system on January 1, 2013. Table 10 summarizes complaints for calendar years 2013 and 2014.

TABLE 10: Personnel Complaints, 2013-2014

	2013		2014	
	PCS/LARC	Operations	PCS/LARC	Operations
Citizen Complaints	0	17	1	16
Inquiry	3	5	3	4
Internal Complaint	1	2	6	2
Total	4	24	10	22

Four findings are possible for case disposition:

- Substantiated – Complaint is supported by sufficient evidence.
- Unsubstantiated:
 - i. Incident did not occur or member was not involved.
 - ii. Insufficient evidence to prove or disprove the complaint.
- Unfounded – The complaint is false or not factual.
- Exonerated – The incident occurred but the department member acted lawfully and/or appropriately.

Table 11 presents the disposition of complaints for 2013 and 2104.

TABLE 11: Disposition of Personnel Complaints, 2013-2014

	2013		2014	
	PCS/LARC	Operations	PCS/LARC	Operations
Exonerated	0	3	1	3
Substantiated	4	9	12	6
Unfounded	0	7	2	11
Unsubstantiated	2	6	1	1
Total	6	21	16	21

Note: It is noted that there is a discrepancy between the number of dispositions and the number of complaints investigated. This generally results from the fact that multiple personnel may be subject to a single investigation.

Due to privacy issues associated with personnel files, the assessment did not include a review of any individual complaints or resulting investigations. Therefore, CPSM draws no conclusion as to the reasonableness of the findings. However, the overall numbers of investigations appears consistent with those of organizations of similar size and reflects a commitment to professional policing. One unusual spike was noted. There was a 150 percent increase in the number of investigations for the PCS/LARC division between 2013 and 2014.

The retention period for files for complaints is as follows:

- PSI investigations:
 - Substantiated – Retained for four years after the employee leaves the department.
 - Unsubstantiated – Retained for two years after close of investigation.
- Informal complaint investigations – Retained for two years after close of investigation.

CPSM looked at whether the department could more effectively address complaints early in the process when the complainant is first contacted by a supervisor. As mentioned above, General Order ASM 10 provides for this option and in such cases, calls for no recording of the complaint. This by no means infers that a complainant should be dissuaded from filing a complaint, but rather is an acknowledgement that oftentimes a lack of understanding about police practices and policies leads to a complaint.

A supervisor meeting personally with a complainant will generally be well-received and it creates an opportunity for both to be enlightened about the facts surrounding the encounter that led to the complaint. In many cases, once the actions of an employee are explained, the complainant is satisfied and chooses not to pursue further action.

In other cases, the supervisor may elicit valuable information that provides the basis for a more thorough investigation. In either case, the interaction is an opportunity to build a positive relationship between the department and the citizens it serves, and in some cases leave the complainant feeling better about the department than they felt before the initial encounter that led to the complaint.

While there are no statistics recorded that reflect the numbers of complaints that are handled *informally* at the front desk or on the telephone as allowed for in policy, several first-line supervisors indicated a reluctance to handle complaints in such a fashion due to scrutiny of management. However, as more than 50 percent of complaints are found to be exonerated, unfounded, or unsubstantiated, the opportunity for informal resolution may be underutilized and should be evaluated.

Recommendations:

- Establish a Professional Standards Section within the Police and Community Services Division. Headed by a lieutenant, this section's responsibilities would include, at a minimum, Internal Affairs, Training, Employment Services, and policy manual maintenance. Research and Development projects could be coordinated, though not necessarily handled, through this office as well.
- Transfer a police officer position from the Operations Division/Patrol to the Police and Community Services Division to assist with the functions of Employment Services, Training, R&D, as well as other assigned duties.
- All formal complaints, both internal and external should be managed and tracked by the Professional Standards Section lieutenant and reported to the chief of police.
- A citizen complaint form should be developed to allow citizens, not the department, to articulate the complaint.
- Classifications of complaints should be established/defined to enable the identification of trends.
- Develop a monthly IA report directed to the chief. The report should list all cases initiated in the month, open cases carried over from prior months, and cases closed, including disposition. The report should reflect, at a minimum, the date opened and the nature of the complaint, progress status, the involved personnel, and any supplemental information which would be a value to the chief concerning any specific case. This report should be reviewed with the command staff in a closed session of a regularly scheduled command meeting.

Use of Force

Use of force by the Laramie Police Department is governed by General Order LEG 3–Use of Force, Response to Resistance, and Firearms. This 22-page policy was reviewed and found to be comprehensive and detailed. It provides specific guidelines for use of various forms of force as well as required documentation and review of that use of force. There is a requirement to thoroughly document any use of force above routine handcuffing.

IA Pro is the reporting/tracking mechanism for use-of-force incidents. As is the case with internal affairs complaints, use-of-force data began to be collected in that system on January 1, 2013. Table 12 shows the number and category of use-of-force incidents for calendar years 2013 and 2014.

TABLE 12: Use-of-Force Reports, 2013-2014

	2013	2014
Use-of-force incidents, Total	121	138
Officers involved in incidents	232	268
Use was within policy	105	122
Within policy with training notes	9	12
Process errors (First year of using IA Pro)	9	12
Dispositions pending	0	4

While on the surface, these numbers may appear to be high, they reflect the strict reporting requirements established by the Laramie Police Department. This reflects the department's concern about this important issue. The vast majority of these incidents involve the simple use of control holds/and or the display of firearms or Tasers where no injury occurred to either citizens or officers. In calendar year 2014, citizens were injured in fifteen incidents while officers reported seven injuries.

With each use of force, involved personnel are required to complete a "*Blue Team*" entry/report. This is a reporting of the use of force. As each officer reports his or her individual use of force, there are more reports of use of force than incidents in which force was used. This is reflected in the above numbers.

Each "*Blue Team*" report triggers a multilevel review. This review includes viewing of the video from the officer's body camera and review of applicable police reports on the incident. That level review is completed by everyone in the review process and may include the first-line supervisor, the division lieutenant, training sergeant, the department's expert on use of force as applied (PMK), and the appropriate division commander. At each level of review, comments are required from the reviewer. Ultimately, the chief reviews the actions associated with the incident.

While review of use-of-force incidents is imperative, the procedures in place in the LPD provide no real threshold for the degree, or level, which triggers a complete, multilevel review of a use-of-force incident. In other words, a simple display of a firearm at a felony traffic stop calls for the same level of review as a baton strike resulting in injury to a suspect. This is the source of significant frustration throughout much of the organization. It was suggested that in some cases, just the PMK review and analysis may take as much as one hour. For calendar years 2013 and 2014, there were 259 use-of-force incidents reviewed and which involved a collective 500 personnel. As each officer's use of force is recorded separately, this resulted in 500 use-of-force reviews over a two-year period. In each case, the use of force was found to be within policy, though 21 had notes designed to suggest that while the force was within policy, other options could have been considered.

While reporting of each use as defined is commendable and appropriate, CPSM believes that the degree to which each is reviewed can reasonably be established by setting thresholds. For instance, uses of force resulting in injury to citizens or officers, a firearm discharge, a Taser activation, etc. could be reviewed based upon existing protocols. Use of control holds, Ripp restraints, Taser or firearm displays, etc., could be handled with two levels of review, that is, by both the sergeant and the lieutenant, subject to full review at the discretion of the commander and chief of police.

In reviewing the nature of uses of force, and the findings rendered for the past two years, this appears to be a reasonable practice for the review of the use of force. It will ensure that all present uses remain under review, while lessening the impact on the organization in limited force applications.

Recommendations:

- The department should establish a threshold that triggers the full multilevel review of a use-of-force incident. Criteria may include discharge vs. display of firearms/Tasers, injury to citizens or officers vs. noninjury incidents, etc.
- If a decision is made to employ thresholds, it is suggested that a committee be formed to identify those thresholds and make recommendations to the chief of police for consideration.

Early Warning System (EWS)

The IA Pro software program tracks internal affairs complaints, use-of-force incidents, and traffic collisions, and also has the capability of tracking commendations and serving as an early warning system for potentially troubling personnel practices. Thresholds can be established in the system to alert management to a seeming pattern of problematic behavior. For instance, a threshold can be established to notify management that a particular officer has been involved in a specific number of incidents (use of force) over a specified period of time. It can also be used to notify management of commendable behavior in the same way.

With respect to potentially problematic behaviors, it is important to recognize that none of the incidents triggering a notification may have been found to indicate misconduct, but rather, may shed light on behaviors that lead to complaints. As well, it must be recognized that patrol officers, and especially those who work weekend nights, will generate more activity that would likely result in an IA Pro entry. In these situations, the officer's assignment must be considered.

For these reasons, a simple notification from such an EWS is not sufficient to suggest that there is some problem associated with a particular employee. Rather, it simply gives management the opportunity to ensure that there is not a pattern of activity that presents a liability to the employee or the organization.

Recommendation:

- The early warning system feature available in the IA Pro software program should be utilized.

Recruitment and Retention

Recruitment and retention have long been issues for law enforcement agencies across the country. So much so that in 2006, California's Commission of Peace Officers Standards and Training released a 240-page best practices article on how to compete for and retain police officers. The article is available on line. Cited among those things most effective in recruiting police officers were: pay and benefits, a robust advertising effort, and department employees involved in aiding in the recruitment effort by strongly endorsing the agency as a desirable place to work. Some agencies go so far as to pay recruitment bonuses to personnel who successfully recruit an officer. This is simply illustrative of the degree of difficulty agencies have in locating and hiring qualified police officers. The Laramie Police Department appears to be an agency that is experiencing retention issues.

Over the past two years, thirteen police officers have left the department. Presently, Laramie has five police officer vacancies, or approximately 10 percent of its workforce. In conversations with various employee groups, it was learned that at least two additional police officers are planning to, or have strongly considered, leaving the department.

Anecdotal information suggested a wide variety of reasons for this number of separations, and CPSM is not in a position to conclude if there is a common denominator. However, the number of separations for this size of an agency, regardless of the reasons, places great stress on the agency.

For example, the Investigations Unit, charged with conducting criminal investigations in serious crime incidents, has transferred some of that responsibility to patrol officers in many cases. One reason has been the time required for detectives to conduct preemployment background investigations. This of course, has resulted in an increased workload for patrol officers. While there is value in patrol officers conducting start-to-finish investigations for some routine calls, serious calls, such as sexual assaults/rapes, should be handled by detectives. Presently, that is not always the case.

Because the workload demand for background investigations is so high, many agencies have sought solutions to ease the impacts. Some have contracted out background investigations with private vendors, but many are now hiring back retired officers on a temporary, part-time, no-benefits status. Funding for this activity is derived from the salary savings from the vacant positions. Once the positions are filled, the temporary employee ceases to work. CPSM supports this viable option. It would be of great value to Laramie.

Recommendations:

- A report should be developed to track employee separation numbers and the reason for that separation, i.e., retirement, termination, lateral transfer, left for better pay, etc.
- An incentive program should be considered for employees who successfully recruit a lateral candidate.
- Utilizing salary savings from vacancies, hire retired police officers on a temporary, part-time basis to perform preemployment background duties to lessen the burden of such activities on both Investigation and Patrol.
- Recruitment and preemployment background investigations should fall under the direction of the present PCS lieutenant as an Employment Services function. The Training Unit Sergeant, who presently oversees recruitment efforts, could be assigned to this function, with support from part-time staff, as mentioned above.

Information Technology

The SunGard HTE public safety system serves as the department's computer-aided dispatch/records management platform. In addition to serving as the platform for LARC, it is utilized and provides a link for LARC to the courts and county jail. Other city departments such as Finance utilize other SunGard modules, but LARC has no open access to Finance Department information. Both Records and Communications staff indicated that the SunGard system, which went on line with LARC in approximately 2004, serves them well and no complaints were voiced.

Other significant technologies include the IA Pro software package that tracks complaints, use of force, accidents, and has other available features. This serves as a valuable platform for assisting in the management of high-liability activities.

All field personnel are equipped with body cameras to record interactions with citizens during the course of official business. As well, the department recently received a grant for electronic issuance of citations. This will eliminate the hard-copy, handwritten citations that require manual data entry in some cases.

The Laramie Police Department is to be commended for its use of a wide array of technologies.

Policy Manual

Review and updates of the policy manual are among the many duties of the PCS lieutenant. Developing and maintaining a departmental policy manual is a monumental task. The sheer volume of policies required and the ever-changing state of federal, state, and local laws make ensuring that the manual is current, provides for best practices, and is relevant, a virtually impossible task for an individual with a variety of other duties.

A simple illustration of this can be found in reviewing one of the more significant policy categories sent to CPSM, that is, General Orders TNG 1 and TNG 2. These training policies, written in 2006, reviewed in 2014, and prepared for an electronic distribution in January 2015, bore the signature line not of Chief Stalder, but rather, that of a former chief. In fact, at least three different police chiefs' names can be found on different policies. While this may simply reflect that no changes have been made to a policy since the arrival of Chief Stalder, in litigation, an argument would likely be brought forth that the policy has not been duly reviewed in years, and this could potentially impact the department and the city in a negative way.

Another example pertains to the communications policies. While there is a policy that directs a dispatcher at which dispatch station to sit during his or her shift, there is no policy relative to the protocol to dispatch high-priority calls, or even what defines a high-priority call.

Finally, and most importantly, in a review of the training policy, and discussions with staff, it is clear that directives within the policy are not being followed. This presents a high degree of liability, especially in a policy as important as training.

Pointing these examples out is not intended to be an indictment of the review process, but again, simply an illustration of the overwhelming task of maintaining a policy manual that is not up to date with not only simple things such as identification of the chief of police, but the truly complex task of ensuring that policies meet operational needs, follow best police practices, and match the current state of the law. The reviewed policies were among those in a 634-page file.

A great many agencies, especially small- to medium-sized agencies, have turned to utilizing the services of a professional policy management firm to ensure that their policy manuals meet today's needs. It is such a significant issue that there are examples of a Joint Powers Insurance Authority requiring that an agency contract with such a firm as a condition of becoming an insured member.

Lexipol is an example of one such firm that provides these services not only to law enforcement agencies, but fire and EMS services as well. As it relates to law enforcement agency manuals, a participating agency begins by completing a detailed questionnaire about the agency's structure, units, and services. Based upon the responses, Lexipol prepares a draft of a complete manual. This is merely a draft, and upon review, the agency is encouraged to edit or add new policies to meet the individual department's needs. The policies are color-coded to identify federal and state legal mandates, best practices, and policies that the department may reasonably choose to modify at its discretion. The vendor's legal staff provide routine policy updates to member agencies as the law or court interpretations dictate, usually several times per year. The effect is to ensure that the policy

manual complies with the current state of the law, both legislated and court interpretations. Nonetheless, the agency has full control over the content of each policy, and can amend the policies at any time.

CPSM does not endorse Lexipol or any other company that provides such services. If Laramie were interested in such services, it is encouraged to research providers that meet the needs and budget constraints of the city.

Recommendation:

- Consideration should be given to researching the value of retaining professional services to assist in the maintenance of the policy manual.

Budget

Under the direction of Chief Stalder, budget expenditures are tracked/managed at two centers. The Operations and Police Community Services Budgets are overseen by the administrative assistant to the chief. The LARC budget is overseen by the administrative assistant to LARC. CPSM staff met with both individuals to review current budget documents. Both individuals had detailed knowledge of their budgets, and were able to readily answer questions about expenditures and budget categories.

FY 14/15 budget expenditure reports were reviewed through December/January. Expense categories of personnel services, contractual services, materials and supplies, and equipment and capital were reviewed. Overall, the department is under budget. This is in large part related to the vacant positions. There are a few categories that are well overexpended, most of which are the result of prepaying contract services. This is not uncommon and year-end expenditures should meet budget allocations in most cases. The category of overtime was well over budget, at 81 percent expended year to date, where it should be at 58 percent. Based upon the number of vacancies, this is to be expected in a 24/7 operation with minimum staffing levels. Most importantly, salary savings from the vacancies that drive this over-expenditure more than make up for the overage. Overall the personnel services category is under budget for the year.

Both the police department and LARC budgets appear to be well-managed.

Workers' Compensation

Injuries and exposure to health hazards and which result in workers' compensation claims are inherent in policing. While workplace safety training is necessary and helpful in some circumstances, the unpredictable and volatile nature of policing makes it impossible to prevent claims. The LPD is not alone in coping with this disruptive and costly reality.

Under Wyoming law, injured employees who are temporarily totally disabled (TTD) and unable to work are paid a minimum of two-thirds of their normal salary. The city of Laramie has opted not to carry coverage that would provide payment for the remaining salary lost to the injured worker, nor can injured workers use accrued vacation or sick time in order to minimize the effect of wages lost.

This is a policy decision for the city and it is not the position of CPSM to pass judgment as to the appropriateness of such policies except to the extent that they impact operational efficiencies.

Workers' compensation claims are managed by the Operations Commander. The department reported a total of twelve workers' compensation claims resulting in 16 lost work days for 2013. In 2014, there were fourteen claims filed. These numbers, both in terms of total claims and lost time, are low compared to many other communities where laws and policies are more employee friendly. In some states lost time claims cover 100 percent of the employee's salary, tax free, creating an incentive for the employee to be declared temporarily totally disabled. In CPSM studies at agencies operating under such liberal policies, the claims rates and costs are exceedingly high. It is common to see lost-time claims representing 20 percent to 30 percent of the total cost of claims. When a claim results in lost time, five to ten days lost is not uncommon, with some in the range of 100 to 200 days. Virtually all such agencies that operate with these conditions report significant operational impacts and exceedingly high claims costs. That is not the case at the LPD.

There were no significant patterns detected in review of the claims.

As noted above, based upon the volatile nature of work for police as well as fire employees, some injuries are unavoidable. One unusual finding was the reported disparity between compensation levels for police and fire employees at the city of Laramie. Police employees, whose injury rates are generally higher than fire department rates, receive only two-thirds of their salary when they are temporarily total disabled and cannot work, while firefighters receive 100 percent of salary when TTD. It is highly unusual that public safety employees are subject to this disparity when injured.

Recommendation:

- Consideration should be given to providing the same benefit levels for all injured sworn public safety employees.

Employee Evaluations

The annual evaluation of employees is a tremendous opportunity to guide their development, enhance their opportunity for a successful career, and increase their value to the organization. In many organizations, supervisors fail to take advantage of this opportunity to the detriment of both the employee and the organization. While the performance evaluation instrument in and of itself will not ensure that the annual review takes full advantage of this opportunity, it does contribute to the process. As well, senior management review of the evaluations gives insight as to which supervisors are putting forth worthwhile effort in reviewing and developing their personnel.

In Laramie, annual performance evaluations are conducted for all employees utilizing a fairly comprehensive performance evaluation form referred to as the Standardized Yearly Performance Rating (SYPR). This form, utilized for sworn personnel and dispatchers, was adapted from the city's universally utilized form, which continues to be used for other classifications of police department

employees. The form was reviewed and found to be fairly comprehensive, with a few opportunities for enhancement.

Recommendations:

- Add to the employee evaluation form a *SELF-ASSESSMENT* category to complement the existing *GOALS AND OBJECTIVES* category, and which would be completed by the employee. The self-assessment component not only aides the employee in reflecting upon his or her own strengths, weaknesses, and career objectives, but also allows a supervisor to assess the employee's thought processes as well.
- On the employee evaluation form, under the Instructions for Completing Form, add a bullet point requiring supervisor comments for ratings of *Superior*, *Exceeds Standards*, *Meets Standards*, *Needs Improvement*, and *Unacceptable*.
- To provide a broader middle range of ratings for employee evaluation, modify the numbering system for ratings as follows: Superior (7), Exceeds Standards (6), Meets Standards (3, 4, 5), Needs Improvement (2), and Unacceptable (1). This broader rating allows supervisors to suggest that the average employee, with a 5 rating, can easily improve to an Exceeds Standard, but more importantly, puts an employee with a 3 rating on notice that his or her performance is bordering on subpar.

Appendix: Data Analysis

Introduction

This data analysis report on police patrol operations for the Laramie, Wyoming, Police Department, was conducted by the Center for Public Safety Management (CPSM). This analysis 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 directly from the data collected by the Laramie Police Department and the Albany County Information and Technology Department.

The majority of the first section of this analysis, concluding with Table D-8, uses call and activity data for the period of one year, from November 1, 2013, to October 31, 2014. For the detailed workload analysis and the response-time analysis, we use two four-week sample periods. The first period is from February 1-28, 2014, or winter, and the second period is from August 1-28, 2014, or summer.

Workload Analysis

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

1. We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event and 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.
2. At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based upon its description.
 - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "other-initiated."
3. We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
4. At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes out-of-service activities and events with no officer time spent on scene.

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

As with similar cases around the country, we encountered a number of issues when analyzing the dispatch data from Laramie. We made assumptions and decisions to address these issues.

- About 510 events (2 percent) involved patrol units spending zero time on scene.
- The computer-aided dispatch (CAD) system used approximately 120 different event descriptions (or "call types"), which we condensed to 17 categories for our tables and 9 categories for our figures (shown in Chart D-1). Table D-16 in the appendix shows how each call description was categorized.

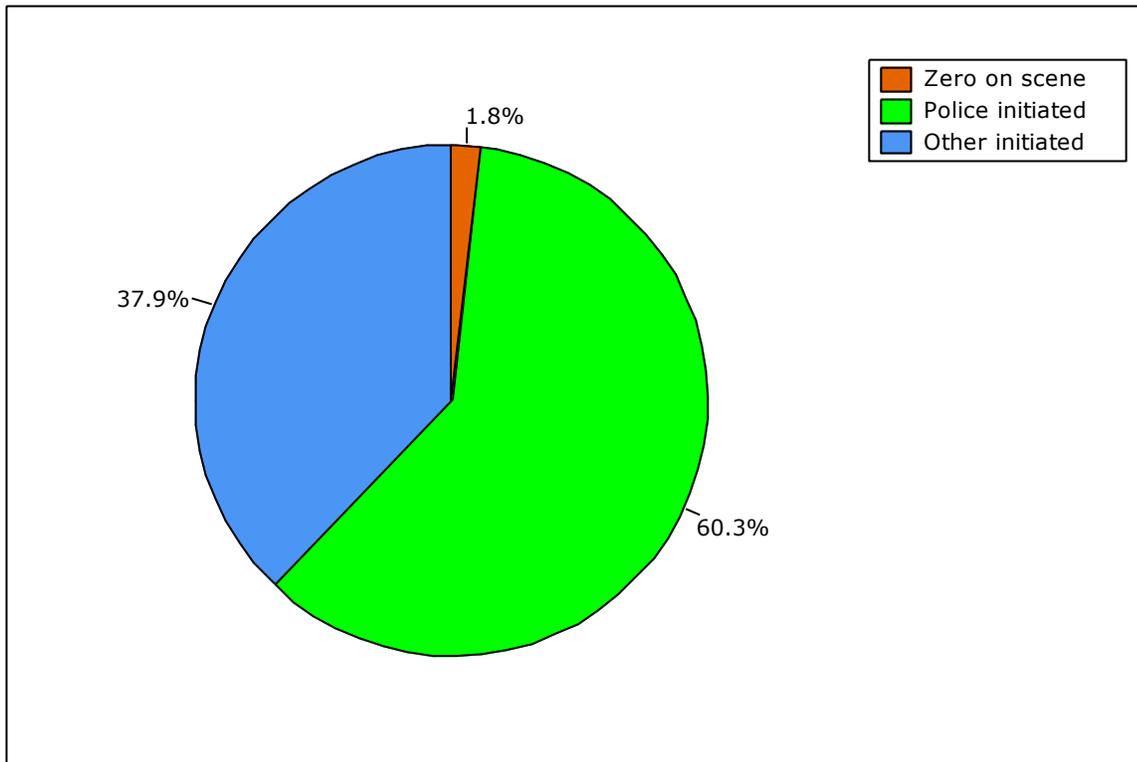
Between November 1, 2013, and October 31, 2014, the communications center recorded approximately 34,600 events that were assigned call numbers. Of those events, about 28,300 calls included an adequate record of a patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 78 patrol-related events per day, approximately 2 percent of which (1.4 per day) had fewer than 30 seconds spent on the call.

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

CHART D-1: Event Descriptions for Tables and Figures

Table Categories	Figure Categories
Prisoner–arrest	Arrest
Prisoner–transport	
Assist other agency	Assist other agency
Crime–persons	Crime
Crime–property	
Directed patrol	Directed patrol
Animal calls	General noncriminal
Juvenile	
Miscellaneous	
Alarm	Investigations
Check/investigation	
Out of service–administrative	Out of service
Out of service–personal	
Disturbance	Suspicious incidents
Suspicious person/vehicle	
Accidents	Traffic
Traffic enforcement	

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



Note: Percentages are based on a total of 28,313 events.

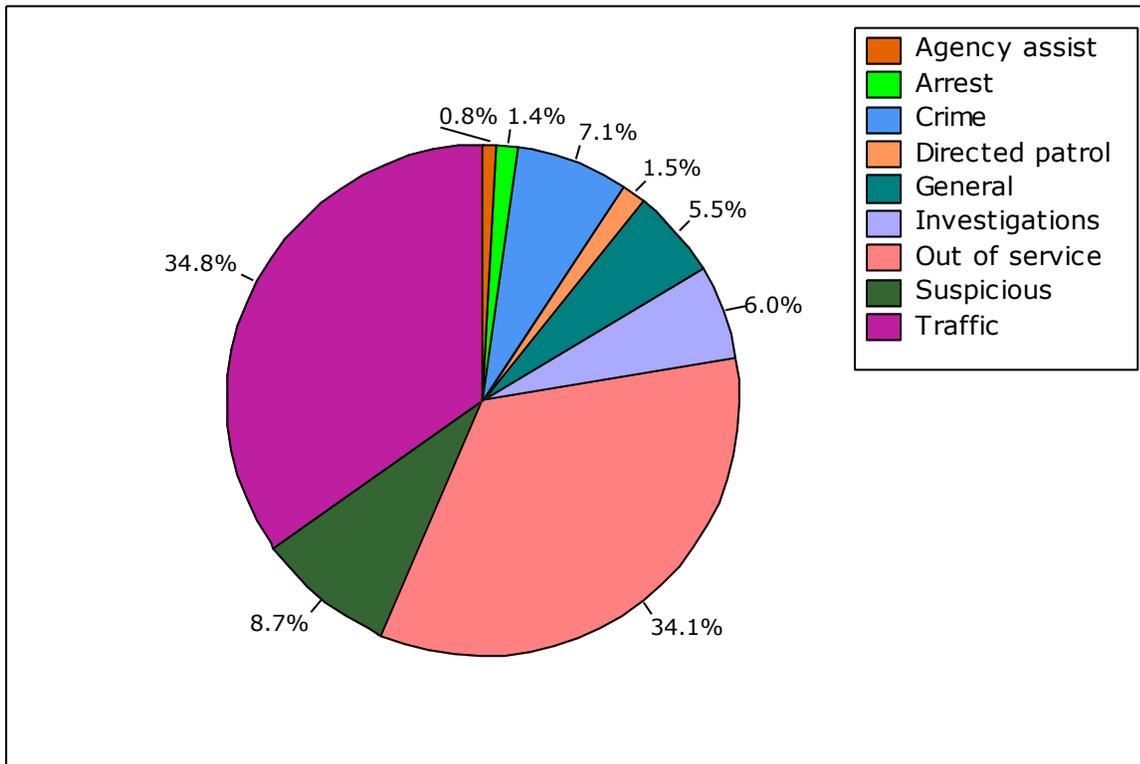
TABLE D-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Zero on scene	513	1.4
Police-initiated	17,082	46.8
Other-initiated	10,718	29.4
Total	28,313	77.6

Observations:

- 2 percent of the events had zero time on scene.
- 60 percent of all events were police initiated.
- 38 percent of all events were other initiated.
- There was an average of 78 events per day, or 3.2 per hour.

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



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

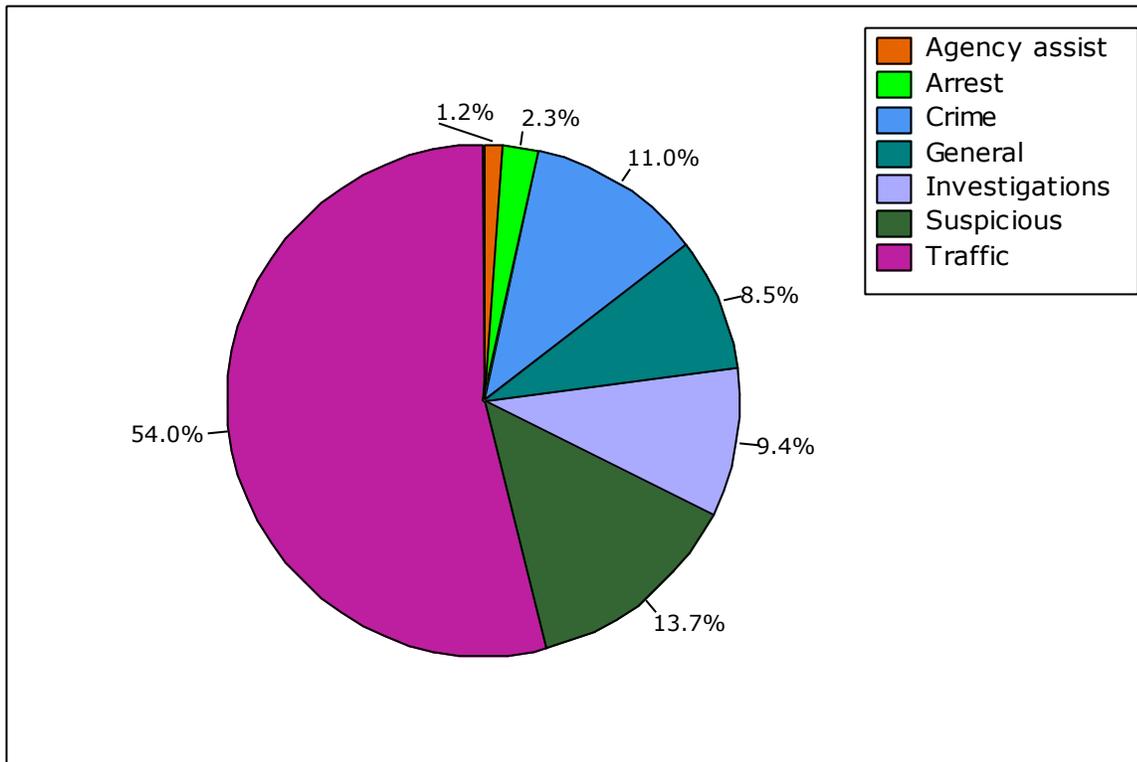
TABLE D-2: Events per Day, by Category

Category	No. of Events	Events per Day
Accidents	1,099	3.0
Alarm	215	0.6
Animal calls	461	1.3
Assist other agency	223	0.6
Check/investigation	1,489	4.1
Crime–persons	534	1.5
Crime–property	1,469	4.0
Directed patrol	426	1.2
Disturbance	1,286	3.5
Juvenile	194	0.5
Miscellaneous	914	2.5
Out of service–administrative	6,409	17.6
Out of service–personal	3,254	8.9
Prisoner–arrest	196	0.5
Prisoner–transport	212	0.6
Suspicious person/vehicle	1,189	3.3
Traffic enforcement	8,743	24.0
Total	28,313	77.6

Observations:

- The top four categories (traffic, out of service, and suspicious incidents) accounted for 85 percent of events.
 - 35 percent of events were traffic related (accidents and enforcement).
 - 34 percent of events were out-of-service activities.
 - 9 percent of events were suspicious incidents (disturbance and suspicious person/vehicle).
 - 7 percent of events were crimes.

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



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

TABLE D-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accidents	1,094	3.0
Alarm	215	0.6
Animal calls	444	1.2
Assist other agency	211	0.6
Check/investigation	1,468	4.0
Crime—persons	531	1.5
Crime—property	1,450	4.0
Disturbance	1,274	3.5
Juvenile	194	0.5
Miscellaneous	887	2.4
Prisoner—arrest	195	0.5
Prisoner—transport	210	0.6
Suspicious person/vehicle	1,177	3.2
Traffic enforcement	8,587	23.5
Total	17,937	49.1

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

Observations:

- There was an average of 49.1 calls per day, or 2.0 per hour.
- The top four categories (traffic, suspicious incident, crime, and investigations) accounted for 88 percent of calls.
 - 54 percent of calls were traffic-related.
 - 14 percent of calls were suspicious incidents.
 - 11 percent of calls were crimes.
 - 9 percent of calls were investigations.

FIGURE D-4: Calls per Day, by Initiator and Months

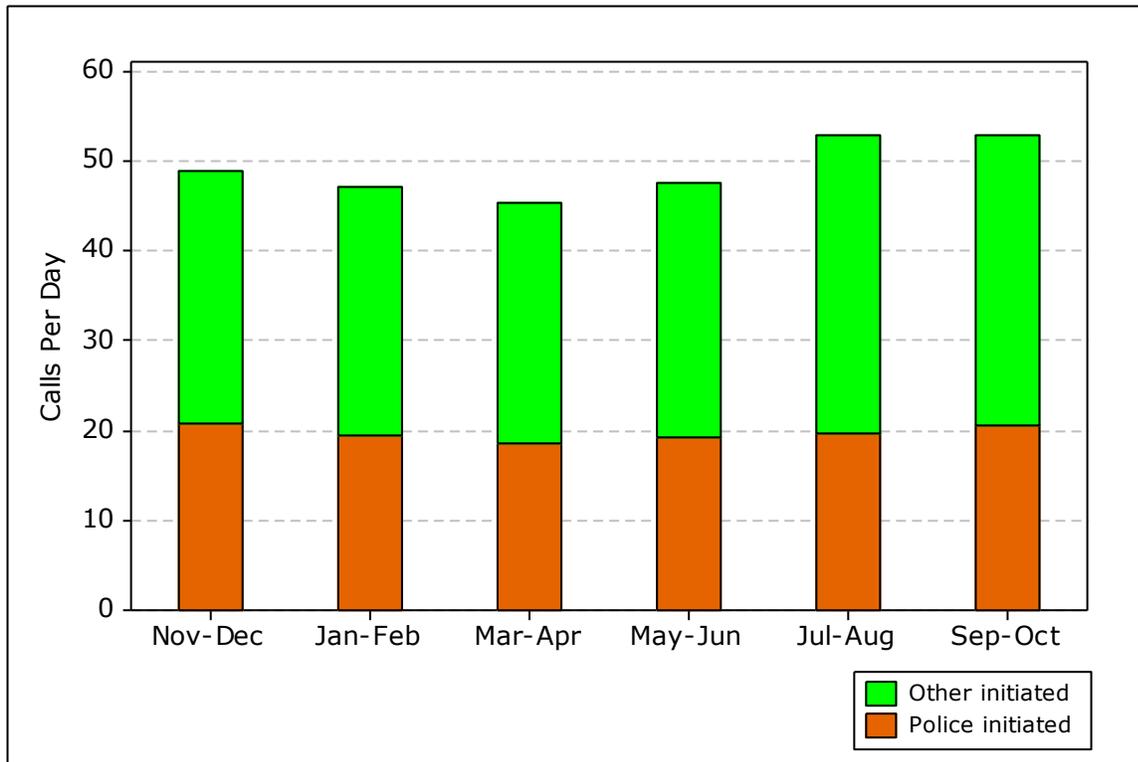


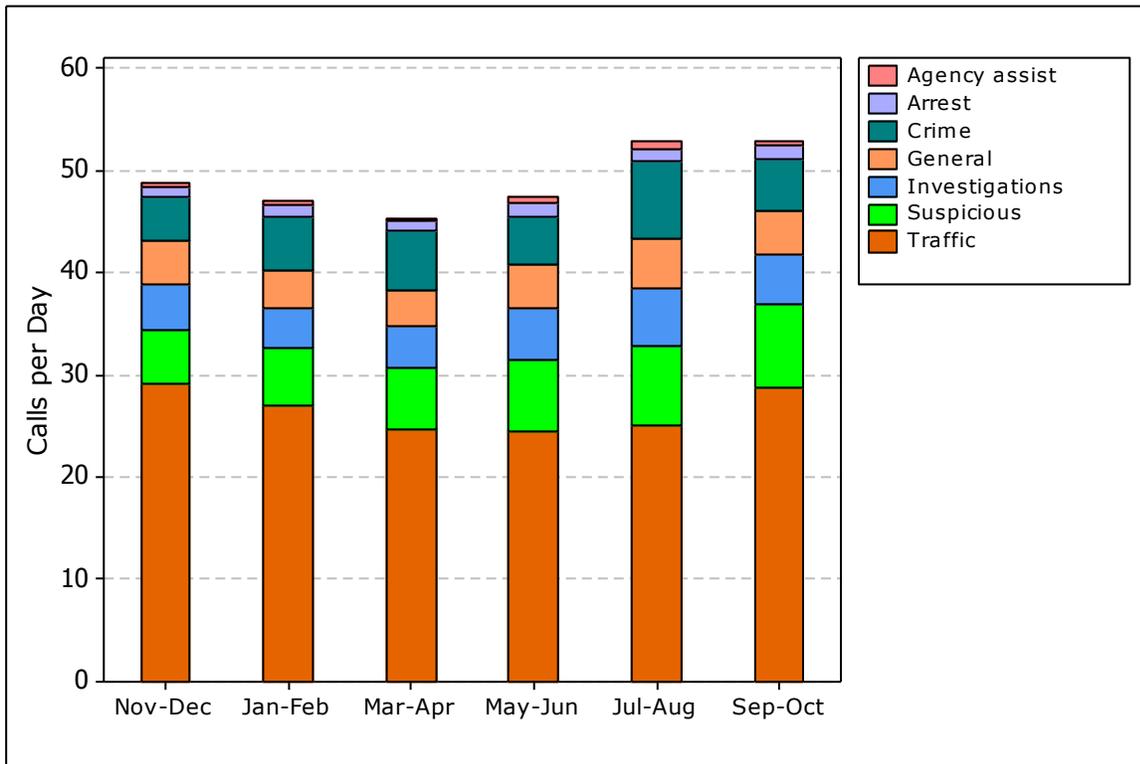
TABLE D-4: Calls per Day, by Initiator and Months

Initiator	Nov.-Dec.	Jan.-Feb.	Mar.-Apr.	May-June	July-Aug.	Sept.-Oct.
Police-initiated	20.9	19.4	18.6	19.3	19.7	20.7
Other-initiated	28.0	27.7	26.7	28.2	33.2	32.3
Total	48.9	47.1	45.4	47.5	52.9	53.0

Observations:

- The number of calls per day was lowest in March-April.
- The number of calls per day was highest in July-August and September-October.
- The months with the most calls had 17 percent more calls than the months with the fewest calls.
- November-December had the most police-initiated calls, with 12 percent more than the period of March-April, which had the fewest.
- July-August had the most other-initiated calls, with 24 percent more than the period of March-April, which had the fewest.

FIGURE D-5: Calls per Day, by Category and Months



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

TABLE D-5: Calls per Day, by Category and Months

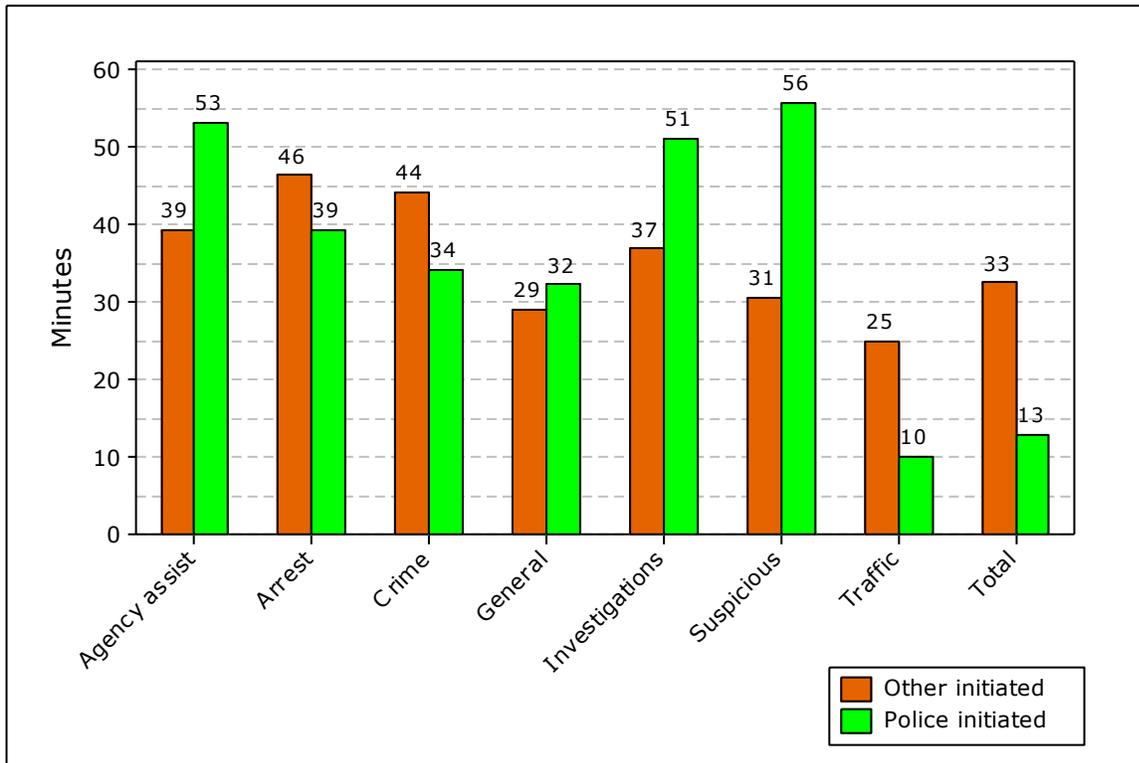
Category	Nov.- Dec.	Jan.- Feb.	Mar.- Apr.	May- June	July- Aug.	Sept.- Oct.
Accidents	4.1	3.6	2.5	1.9	2.4	3.5
Alarm	0.8	0.6	0.6	0.4	0.6	0.5
Animal calls	1.0	0.7	0.7	1.8	1.8	1.3
Assist other agency	0.5	0.5	0.3	0.7	0.9	0.5
Check/investigation	3.7	3.2	3.4	4.5	5.0	4.3
Crime–persons	1.4	1.4	1.7	1.3	1.3	1.6
Crime–property	3.0	3.7	4.1	3.3	6.2	3.4
Disturbance	3.4	2.9	3.2	3.6	3.8	4.0
Juvenile	0.7	0.7	0.5	0.4	0.4	0.4
Miscellaneous	2.5	2.3	2.3	2.2	2.7	2.6
Prisoner–arrest	0.4	0.6	0.5	0.6	0.6	0.5
Prisoner–transport	0.4	0.5	0.5	0.7	0.5	0.8
Suspicious person/vehicle	2.0	2.8	2.9	3.4	4.0	4.2
Traffic enforcement	25.0	23.4	22.2	22.6	22.7	25.2
Total	48.9	47.1	45.4	47.5	52.9	53.0

Note: Calculations were limited to calls rather than events.

Observations:

- The top four categories (traffic, suspicious incident, crime, and investigations) averaged between 86 and 89 percent of calls throughout the year.
 - Traffic calls averaged between 24.6 and 29.1 calls per day throughout the year.
 - Suspicious incident calls averaged between 5.4 and 8.3 calls per day throughout the year.
 - Crime calls averaged between 4.4 and 7.5 calls per day throughout the year.
 - Investigations calls averaged between 3.8 and 5.6 calls per day throughout the year.
- Crime calls accounted for 9 to 14 percent of total calls.

FIGURE D-6: 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 D-1. For this graph we removed thirty calls with inaccurate busy times.

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

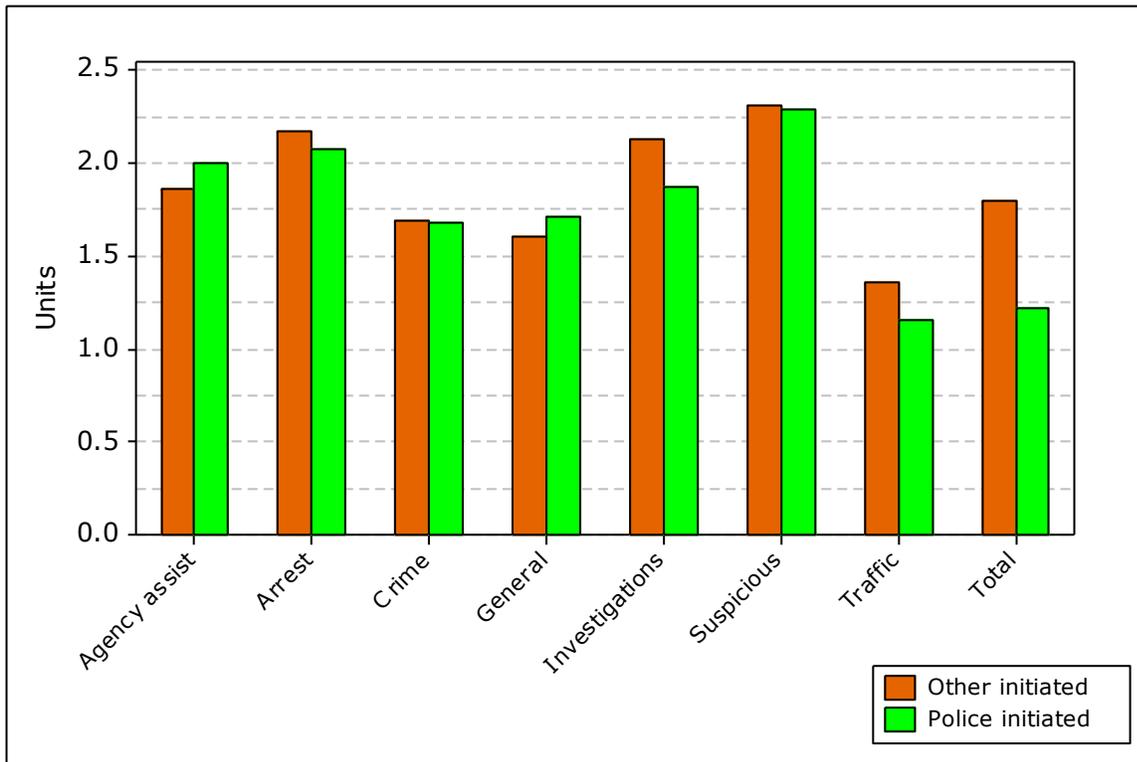
Category	Police-Initiated		Other-Initiated	
	Minutes	Calls	Minutes	Calls
Accidents	38.4	33	38.4	1,059
Alarm	N/A	0	15.9	215
Animal calls	15.5	25	19.7	419
Assist other agency	53.2	21	39.3	190
Check/investigation	51.2	76	40.1	1,391
Crime–persons	43.2	129	56.5	394
Crime–property	22.7	100	40.6	1,346
Disturbance	54.1	59	32.6	1,210
Juvenile	55.1	48	63.2	144
Miscellaneous	24.3	85	27.8	801
Prisoner–arrest	39.5	108	52.1	87
Prisoner–transport	33.5	2	44.0	208
Suspicious person/vehicle	59.2	29	28.6	1,143
Traffic enforcement	9.9	6,501	18.2	2,084
Weighted Average/Total Calls	12.9	7,216	32.5	10,691

Note: The information in Figure D-6 and Table D-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 call was received 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 10 to 56 minutes overall.
- The longest average times were for police-initiated suspicious incident calls.
- The average time spent on crime calls was 44 minutes for other-initiated calls and 34 minutes for police-initiated calls.

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

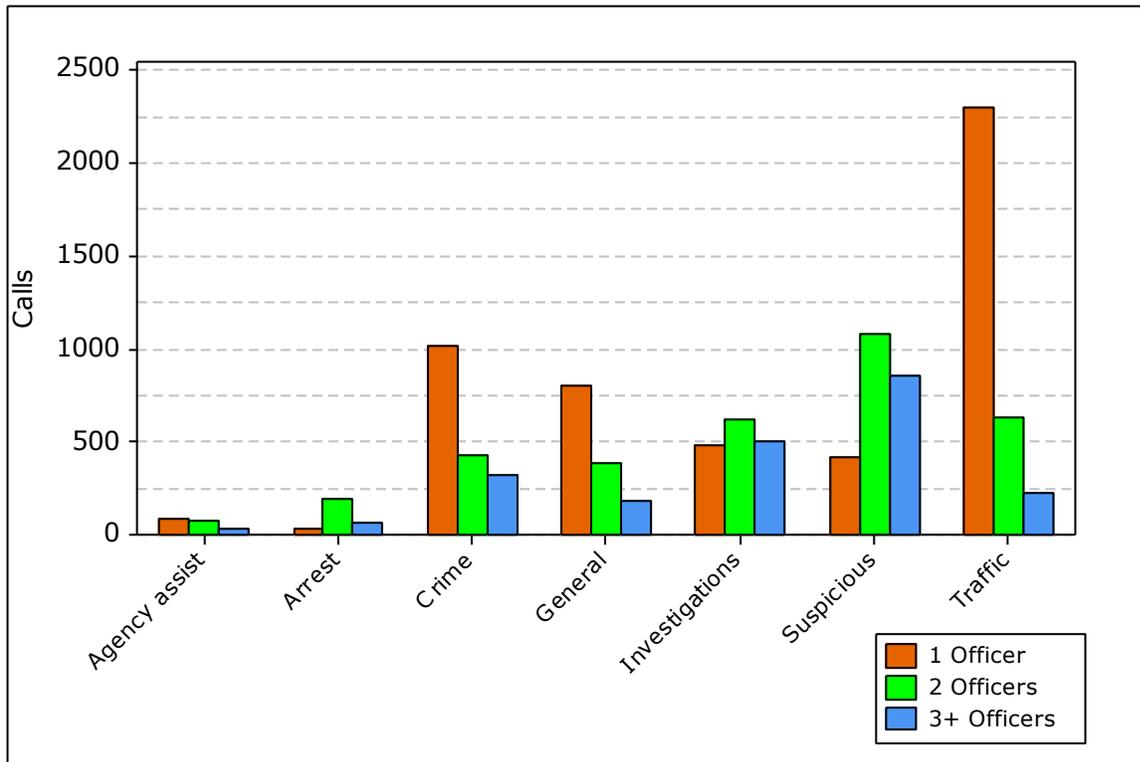


Note: The figure combines categories using weighted averages from the following table according to the description in Chart D-1.

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

Category	Police-Initiated		Other-Initiated	
	No. Units	Calls	No. Units	Calls
Accidents	1.7	33	1.5	1,061
Alarm	N/A	0	2.5	215
Animal calls	1.3	25	1.3	419
Assist other agency	2.0	21	1.9	190
Check/investigation	1.9	76	2.1	1,392
Crime—persons	1.9	129	2.0	402
Crime—property	1.3	101	1.6	1,349
Disturbance	2.4	59	2.5	1,215
Juvenile	2.2	49	2.7	145
Miscellaneous	1.6	85	1.6	802
Prisoner—arrest	2.1	108	2.4	87
Prisoner—transport	2.5	2	2.1	208
Suspicious person/vehicle	2.1	30	2.1	1,147
Traffic enforcement	1.1	6,501	1.3	2,086
Weighted Average/Total Calls	1.2	6,719	1.7	10,160

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



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

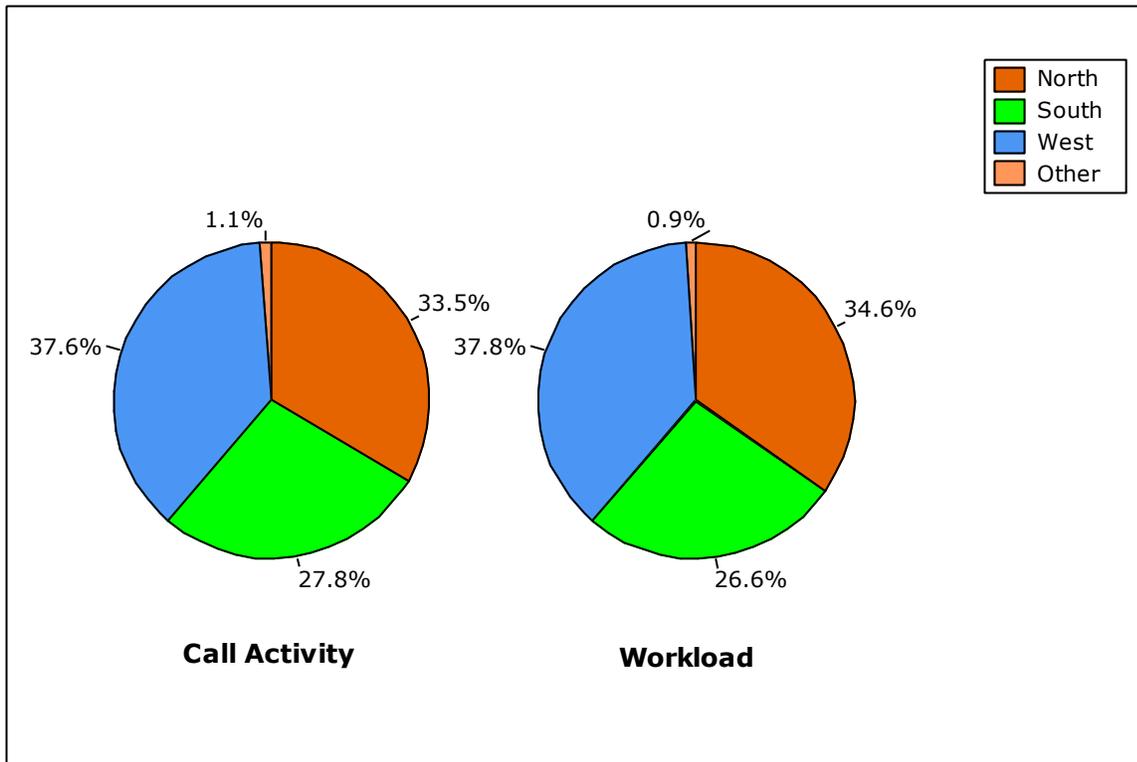
TABLE D-8: Number of Responding Units, by Category, Other-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accidents	690	248	123
Alarm	10	115	90
Animal calls	320	78	21
Assist other agency	81	72	37
Check/investigation	476	506	410
Crime—persons	168	111	123
Crime—property	843	312	194
Disturbance	117	600	498
Juvenile	14	58	73
Miscellaneous	467	251	84
Prisoner—arrest	12	37	38
Prisoner—transport	21	159	28
Suspicious person/vehicle	304	483	360
Traffic enforcement	1,608	378	100
Total	5,131	3,408	2,179

Observations:

- The overall mean number of responding units was 1.2 for police-initiated calls and 1.8 for other-initiated calls.
- The mean number of responding units was as high as 2.3 for suspicious incident calls that were other-initiated.
- 48 percent of other-initiated calls involved one responding unit.
- 32 percent of other-initiated calls involved two responding units.
- 20 percent of other-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved suspicious incidents.

FIGURE D-9: Percentage Calls and Work Hours, by Beat



Note: “SO” and unassigned beats are included in “Other” category.

TABLE D-9: Calls and Work Hours by Beat, per Day

Beat	Per day		Area (Sq. Miles)
	Calls	Work Hours	
North	16.4	10.3	4.65
South	13.7	7.9	3.49
West	18.5	11.3	9.62
Other	0.5	0.3	NA
Total	49.1	29.8	17.76

Observations:

- West beat had more calls and workload than other beats.
- West beat accounted for 38 percent of total calls and 38 percent of total workload.

FIGURE D-10: Percentage Calls and Work Hours, by Category, Winter 2014

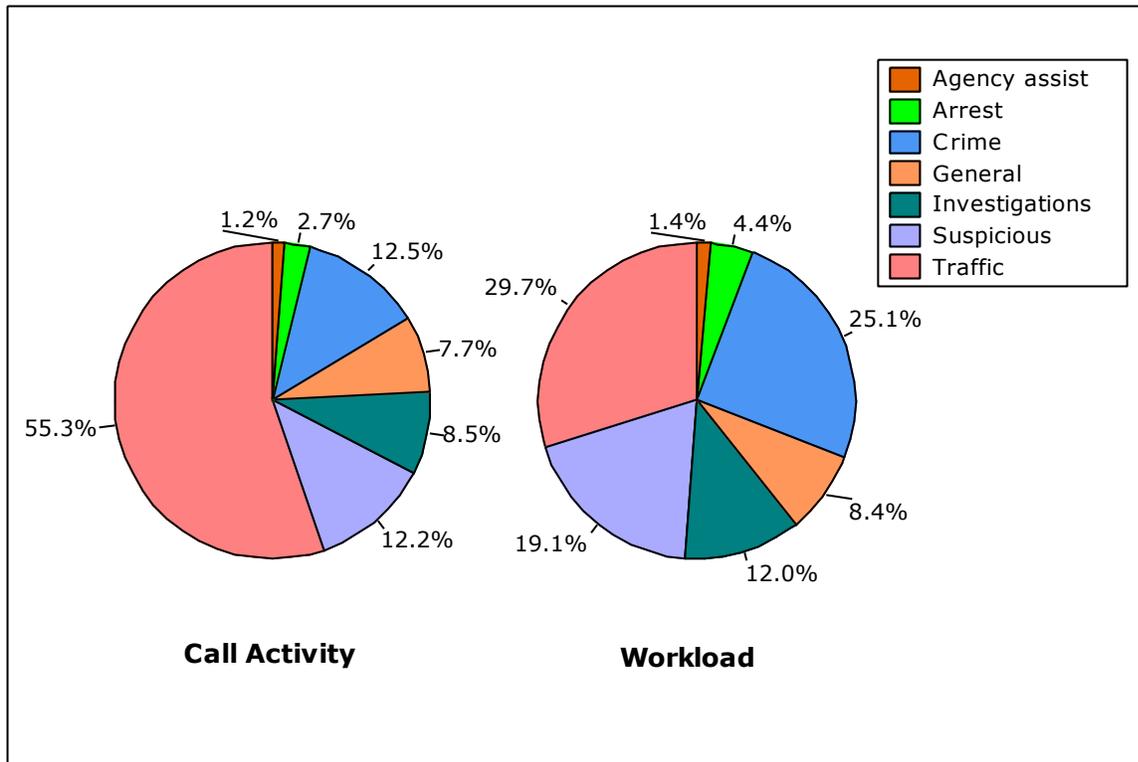


TABLE D-10: Calls and Work Hours per Day, by Category, Winter 2014

Category	Per Day	
	Calls	Work Hours
Arrest	1.3	1.3
Assist other agency	0.6	0.4
Crime	5.9	7.5
General noncriminal	3.6	2.5
Investigations	4.0	3.6
Suspicious incident	5.7	5.7
Traffic	25.9	8.9
Total	46.9	29.9

Observations:

- Total calls averaged 47 per day, or 2.0 per hour.
- Total workload averaged 30 hours per day, meaning that on average 1.2 officers per hour were busy responding to calls.
- These top four categories constituted 88 percent of calls and 86 percent of workload:
 - Traffic calls constituted 55 percent of calls and 30 percent of workload.
 - Crime calls constituted 12 percent of calls and 25 percent of workload.
 - Suspicious incident calls constituted 12 percent of calls and 19 percent of workload.
 - Investigations calls constituted 9 percent of calls and 12 percent of workload.
- For crime calls, the workload required 7.5 personnel hours for 5.9 calls per day. On average, each call required 1.3 hours of work divided among all responding units.

FIGURE D-11: Percentage Calls and Work Hours, by Category, Summer 2014

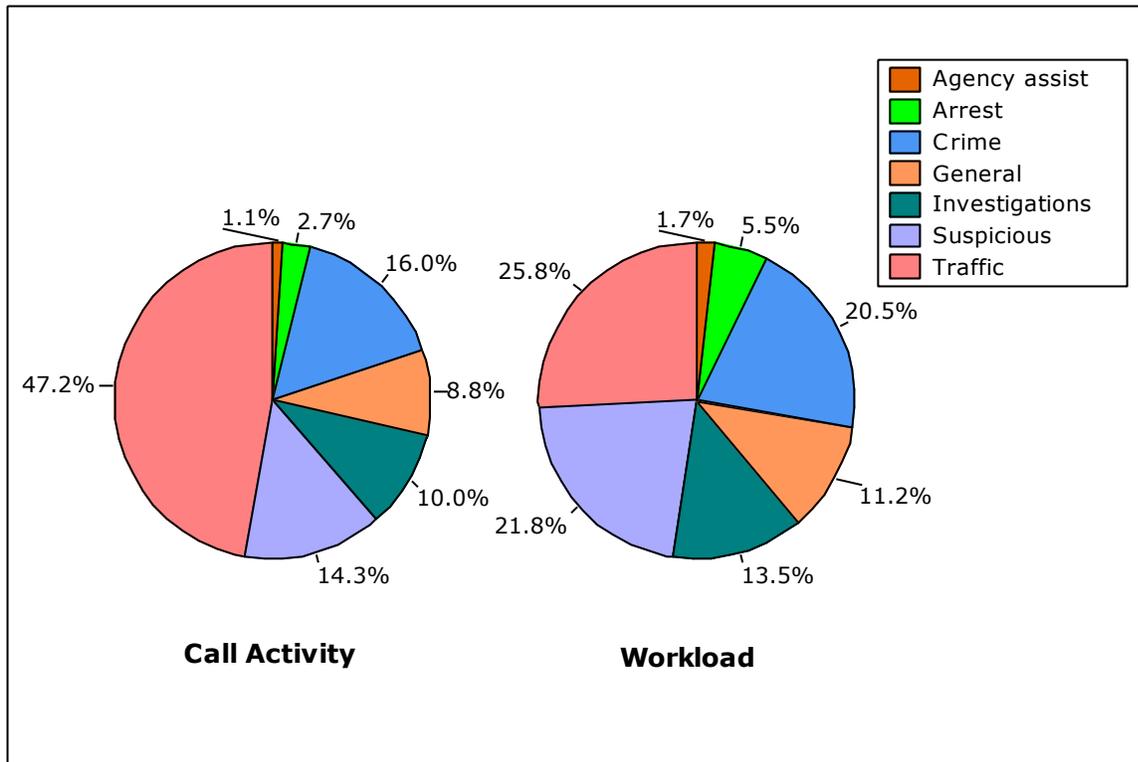


TABLE D-11: Calls and Work Hours per Day, by Category, Summer 2014

Category	Per Day	
	Calls	Work Hours
Arrest	1.4	1.7
Assist other agency	0.6	0.5
Crime	8.4	6.3
General noncriminal	4.6	3.4
Investigations	5.3	4.1
Suspicious incident	7.5	6.7
Traffic	24.8	7.9
Total	52.5	30.7

Note: Workload calculations focused on calls rather than events.

Observations:

- The average number of calls per day and the average daily workload was higher in August than in February.
- Total calls averaged 53 per day, or 2.2 per hour.
- Total workload averaged 31 hours per day, meaning that on average 1.3 officers per hour were busy responding to calls.
- These top four categories constituted 87 percent of calls and 82 percent of workload.
 - Traffic calls constituted 47 percent of calls and 26 percent of workload.
 - Crime calls constituted 16 percent of calls and 21 percent of workload.
 - Suspicious incident calls constituted 14 percent of calls and 22 percent of workload.
 - Investigations calls constituted 10 percent of calls and 13 percent of workload.

Deployment

For this study, we examined deployment information for four weeks in winter 2014 (February 1 to February 28) and four weeks in summer 2014 (August 1 to August 28). The police department's main patrol force includes patrol officers and supervisors. In addition, the department uses nonsworn community service officers (CSOs) as additional patrol units.

The Laramie Police Department's main patrol force is scheduled in 10-hour shifts. Two of these shifts start at 7:00 a.m. and 9:30 p.m. daily. The third shift starts at noon on Sundays through Wednesdays and at 4:30 p.m. on Thursdays through Saturdays. CSOs follow the 10-hour shift; they start at 7:00 a.m. and only work from Monday through Friday. The daily shifts overlap for 30 minutes from 7:00 a.m. to 7:30 a.m. The cover shift overlaps either the morning or midnight shift for a five-hour time period each day, and the second of the other shifts for a thirty-minute period each day. For example, on Tuesday, the cover shift will overlap the morning shift from noon to 5:00 p.m. and the midnight shift from 9:30 to 10:00 p.m. On Friday, the cover shift overlaps the morning shift from 4:30 p.m. to 5:00 p.m., and the midnight shift from 9:30 p.m. to 2:30 a.m.

The department deployed an average of 5.7 officers per hour in winter and 5.4 officers per hour in summer. When CSOs are included in the average, the department deployed an average of 6.2 officers per hour in winter and 5.7 officers per hour in summer. The department intentionally maintains a minimum of four officers on duty throughout the day.

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 deployment against workload based on other-initiated calls for service.
- Finally, we compare "all" workloads, which include police-initiated calls and directed patrol activities.

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

FIGURE D-12: Deployed Officers, Weekdays, Winter 2014

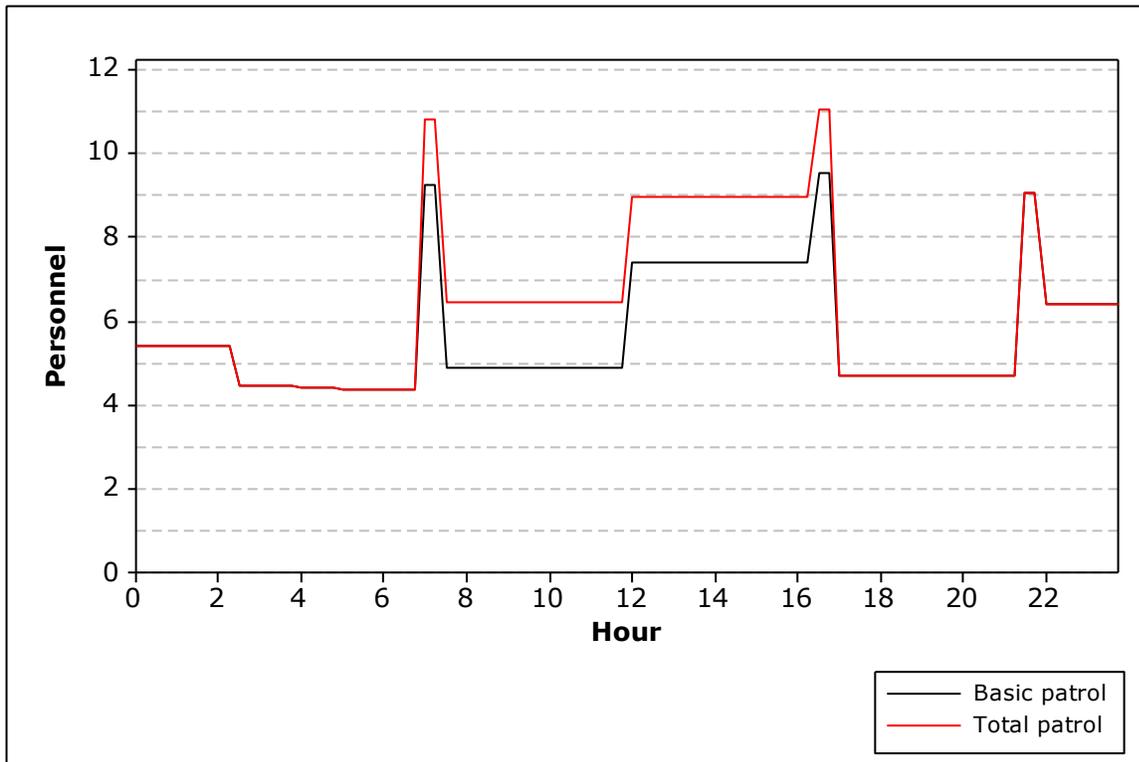


FIGURE D-13: Deployed Officers, Weekends, Winter 2014

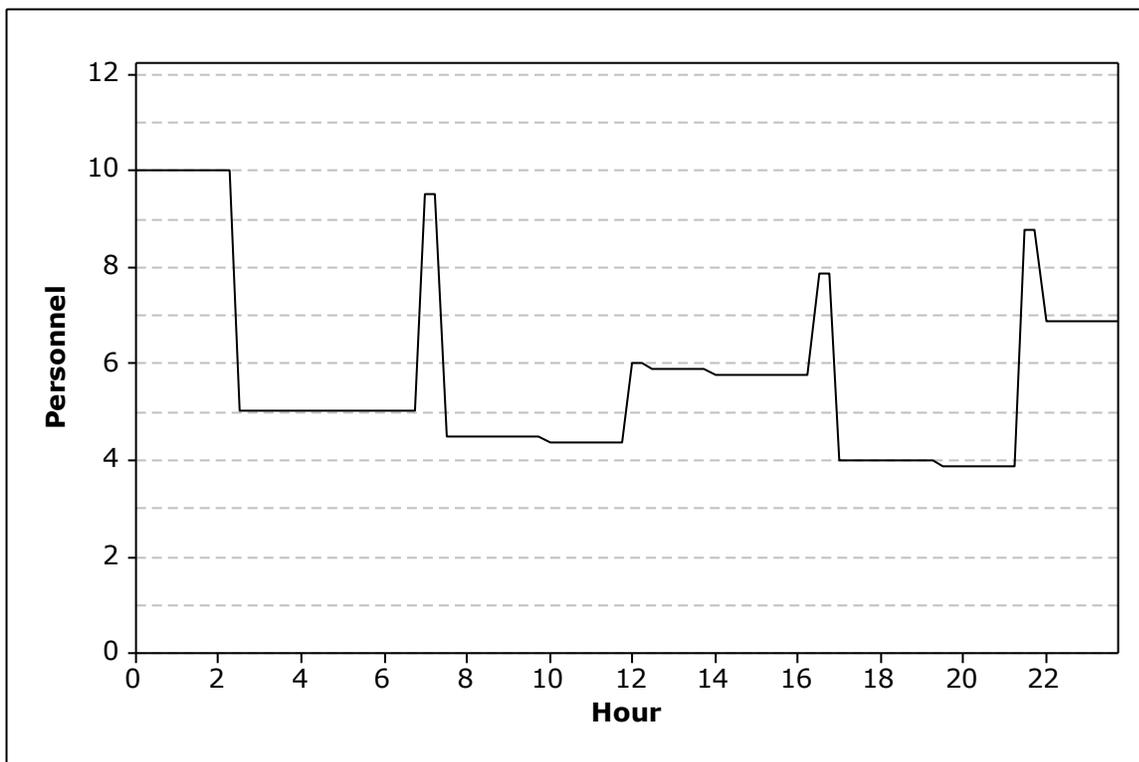


FIGURE D-14: Deployed Officers, Weekdays, Summer 2014

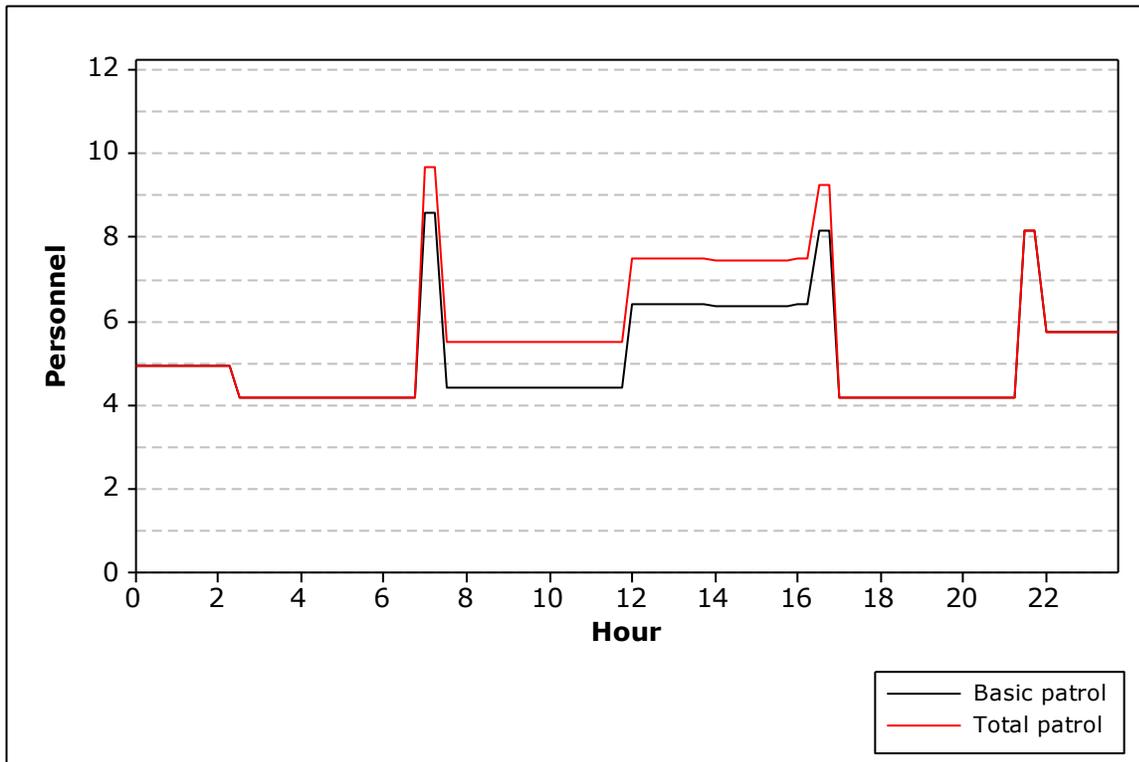
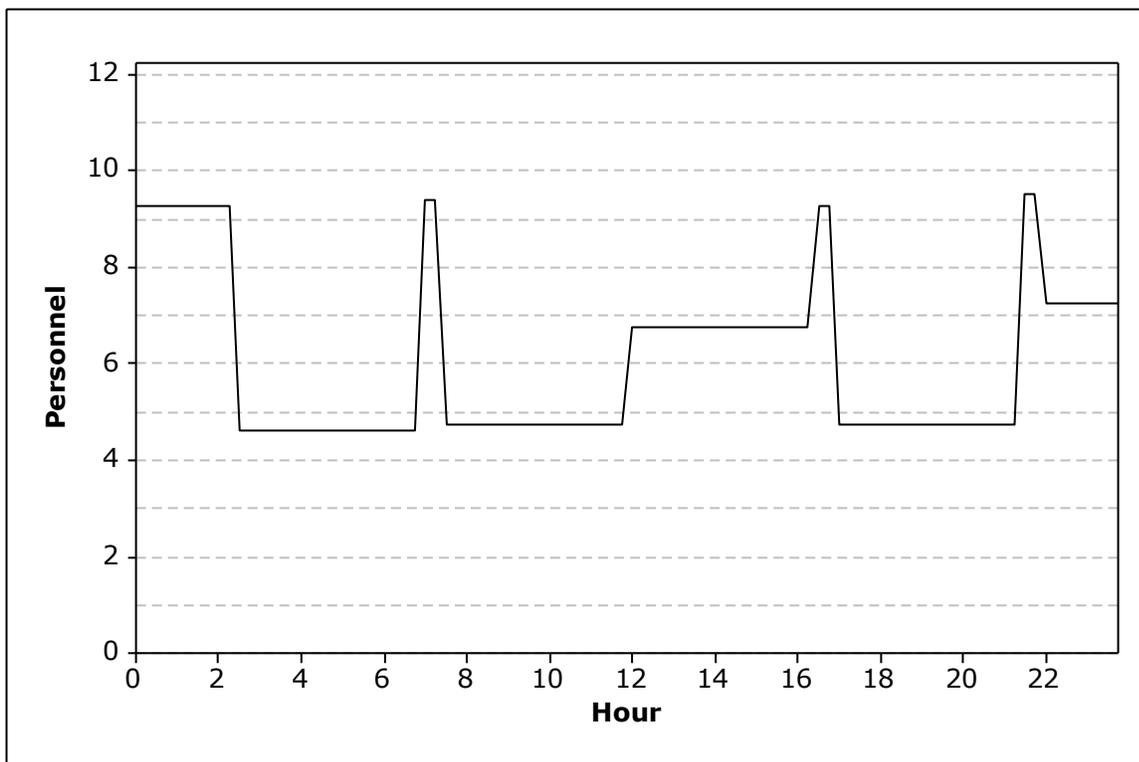


FIGURE D-15: Deployed Officers, Weekends, Summer 2014



Observations:

- For winter 2014:
 - The daily average deployment was 6.3 officers per hour during the week and 5.8 officers per hour on the weekend.
 - Average hourly deployment ranged from 4.4 to 11.1 officers per hour on weekdays and 3.9 to 10.0 officers per hour on weekends.
 - When the three shift overlaps are discounted, the average deployment peaks at 9.0 officers on weekdays and 10.0 officers on weekends
- For summer 2014:
 - The daily average deployment was 5.5 officers per hour during the week and 6.1 officers per hour on the weekend.
 - Average hourly deployment ranged from 4.2 to 9.7 officers per hour on weekdays and 4.6 to 9.5 officers per hour on weekends.
 - When the three shift overlaps are discounted, the average deployment peaks at 7.5 officers on weekdays and 9.3 officers on weekends

FIGURE D-16: Deployment and Other-Initiated Workload, Weekdays, Winter 2014

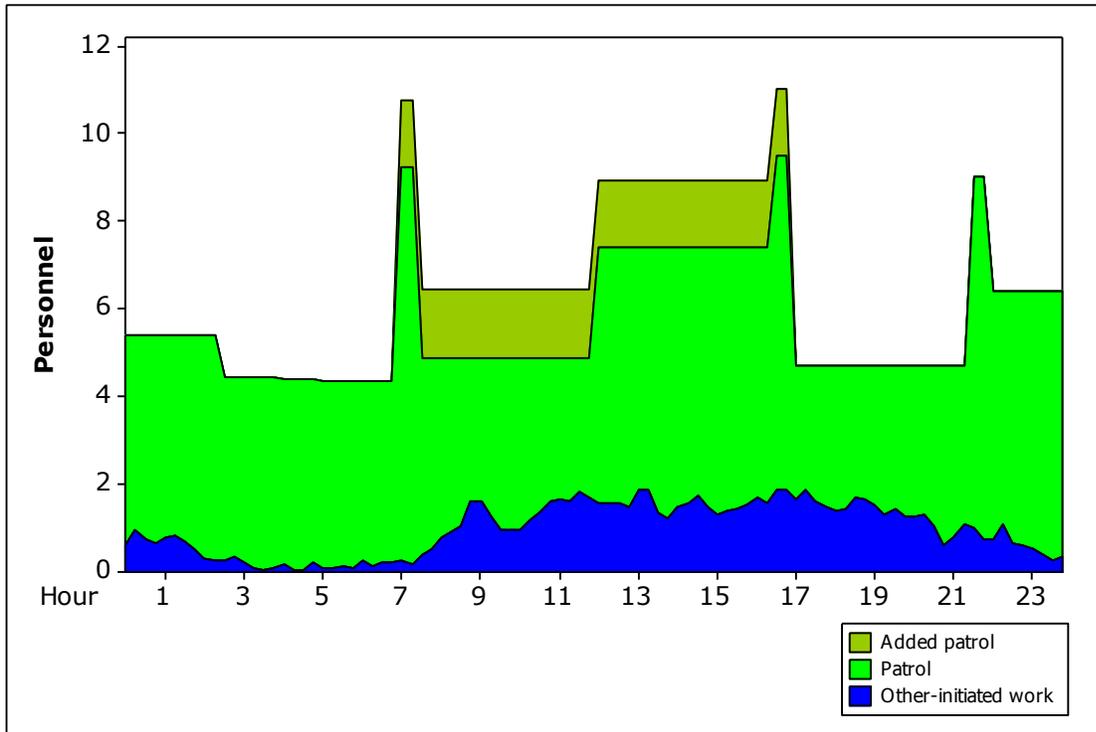


FIGURE D-17: Deployment and Other-Initiated Workload, Weekends, Winter 2014

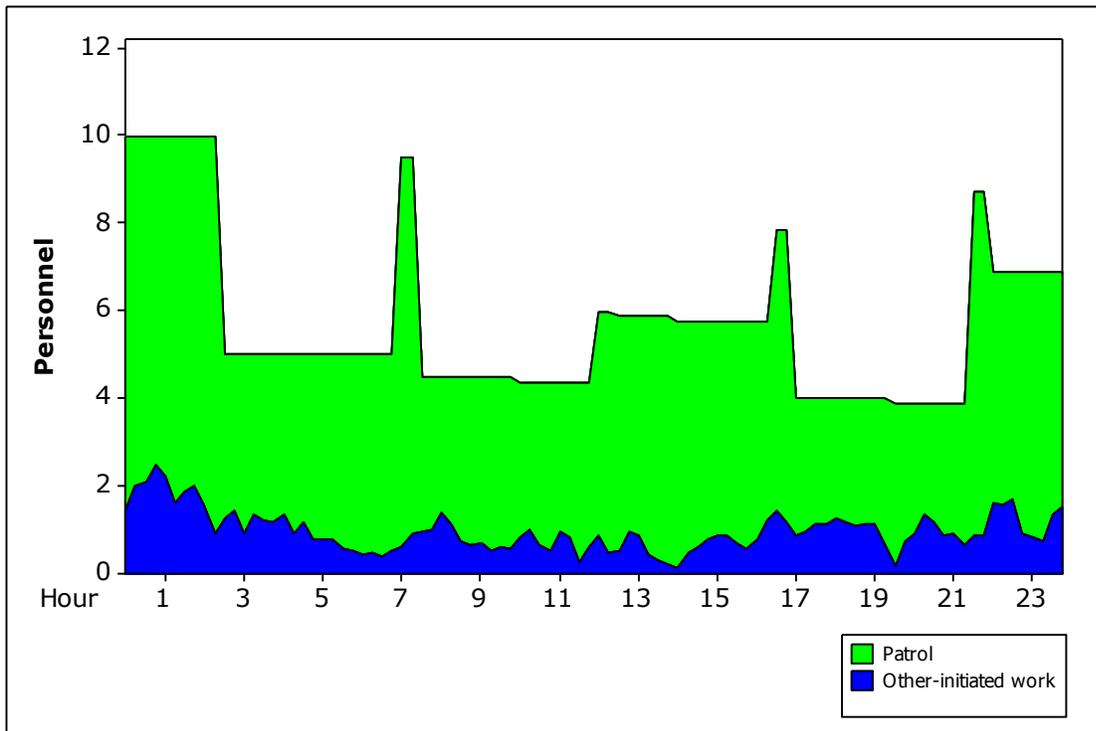


FIGURE D-18: Deployment and Other-Initiated Workload, Weekdays, Summer 2014

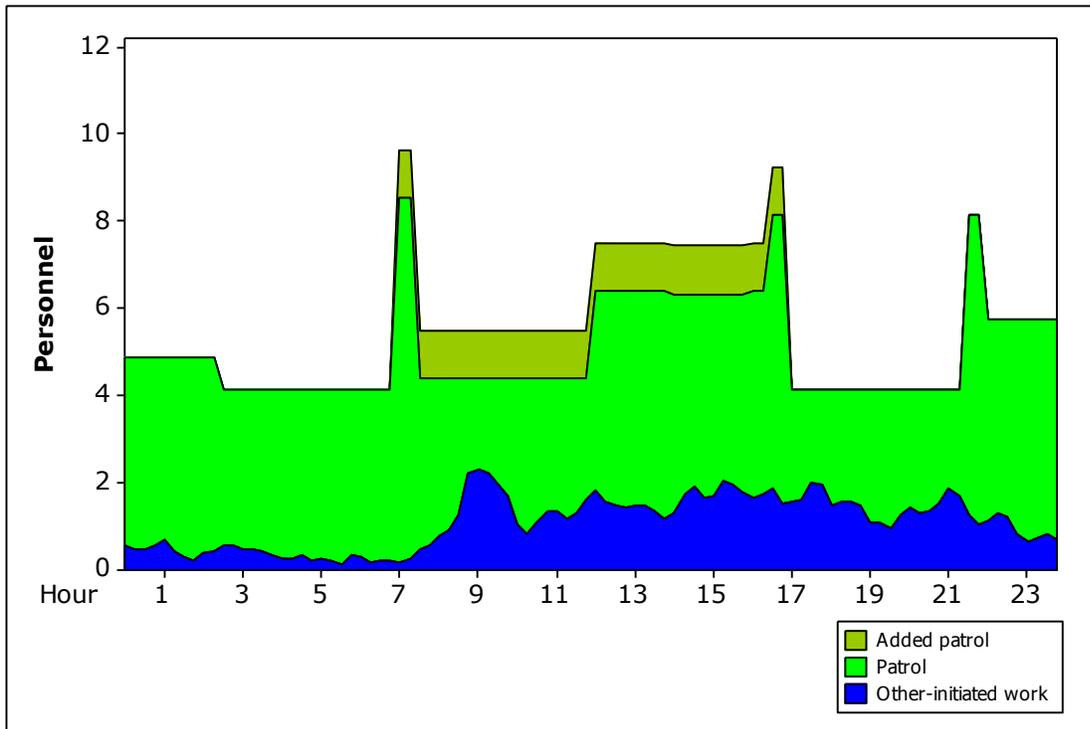
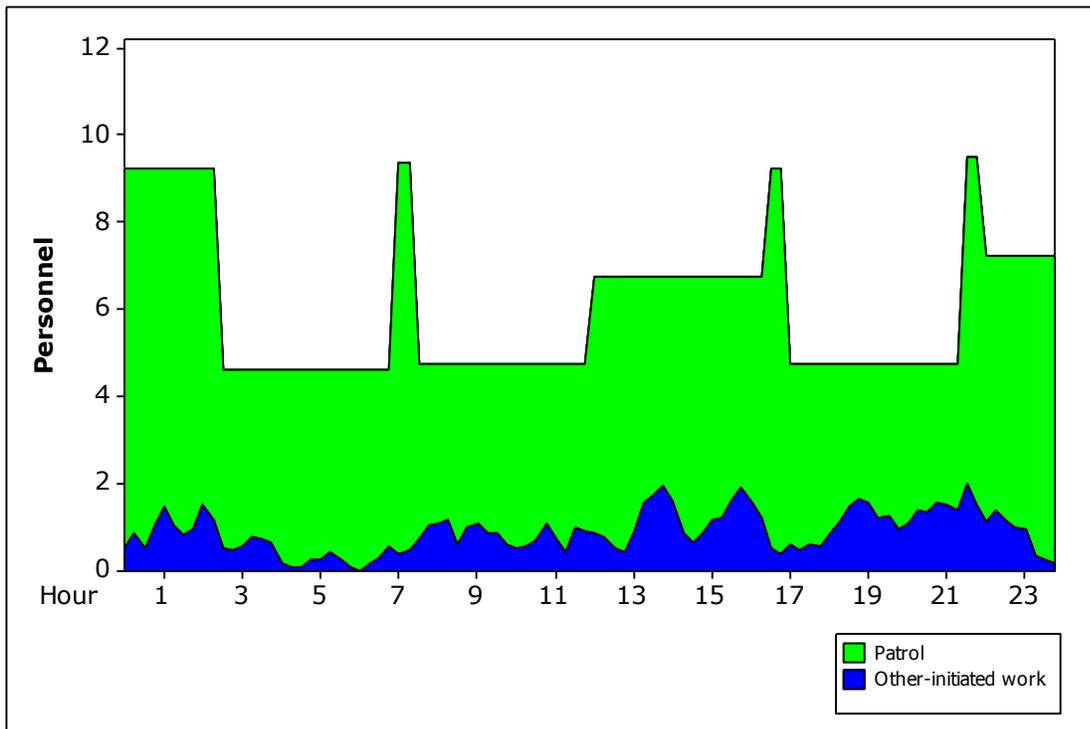


FIGURE D-19: Deployment and Other-Initiated Workload, Weekends, Summer 2014



Observations:

- For winter 2014:
 - Average other-initiated workload was 1.0 officers per hour during the week and 1.0 officers per hour on weekends.
 - This was approximately 15 percent of hourly deployment during the week and 17 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 40 percent of deployment between 5:15 p.m. and 5:30 p.m.
 - On weekends, workload reached a maximum of 35 percent of deployment between 8:15 p.m. and 8:30 p.m.
- For summer 2014:
 - Average other-initiated workload was 1.1 officers per hour during the week and 0.9 officers per hour on weekends.
 - This was approximately 20 percent of hourly deployment during the week and 15 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 48 percent of deployment between 5:30 p.m. and 6:00 p.m.
 - On weekends, workload reached a maximum of 35 percent of deployment between 6:45 p.m. and 7:00 p.m.

FIGURE D-20: Deployment and All Workload, Weekdays, Winter 2014

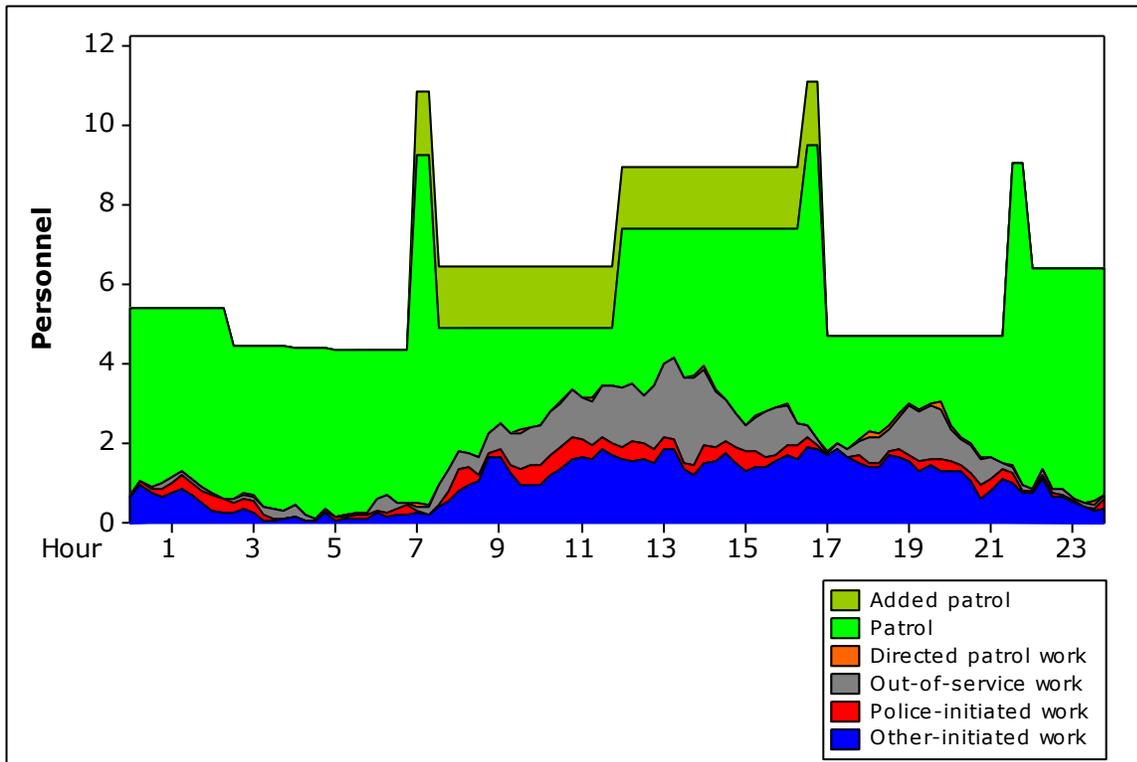


FIGURE D-21: Deployment and All Workload, Weekends, Winter 2014

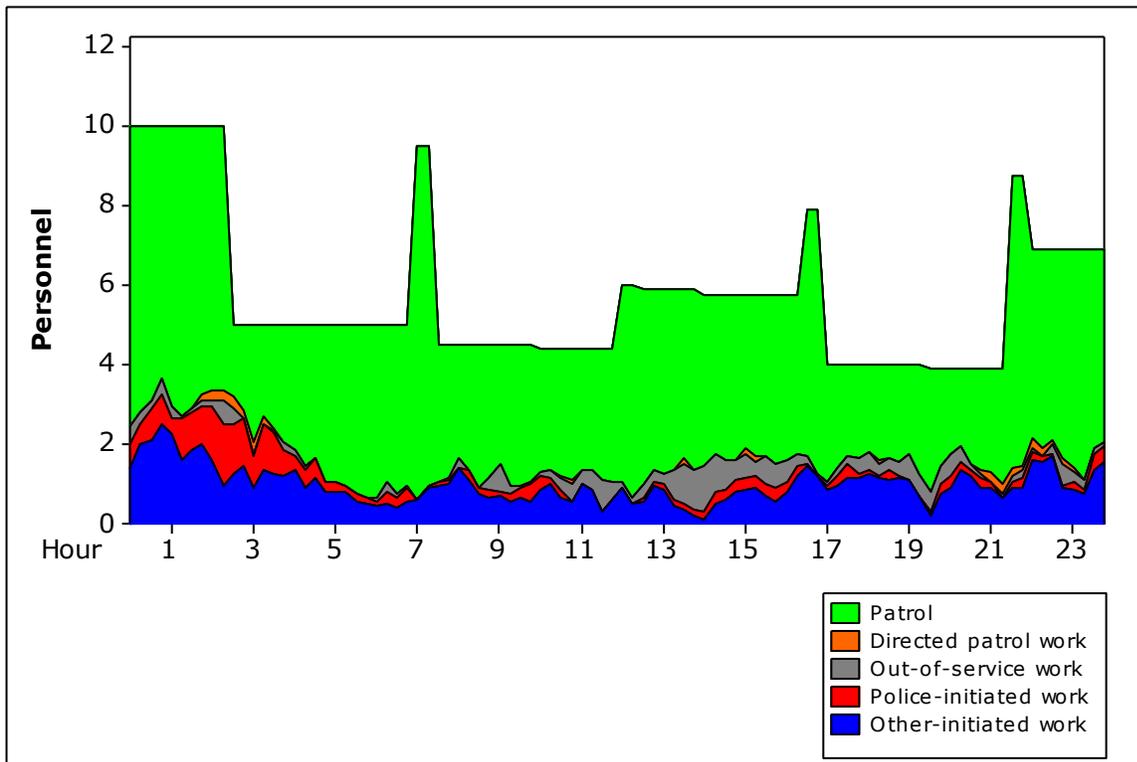


FIGURE D-22: Deployment and All Workload, Weekdays, Summer 2014

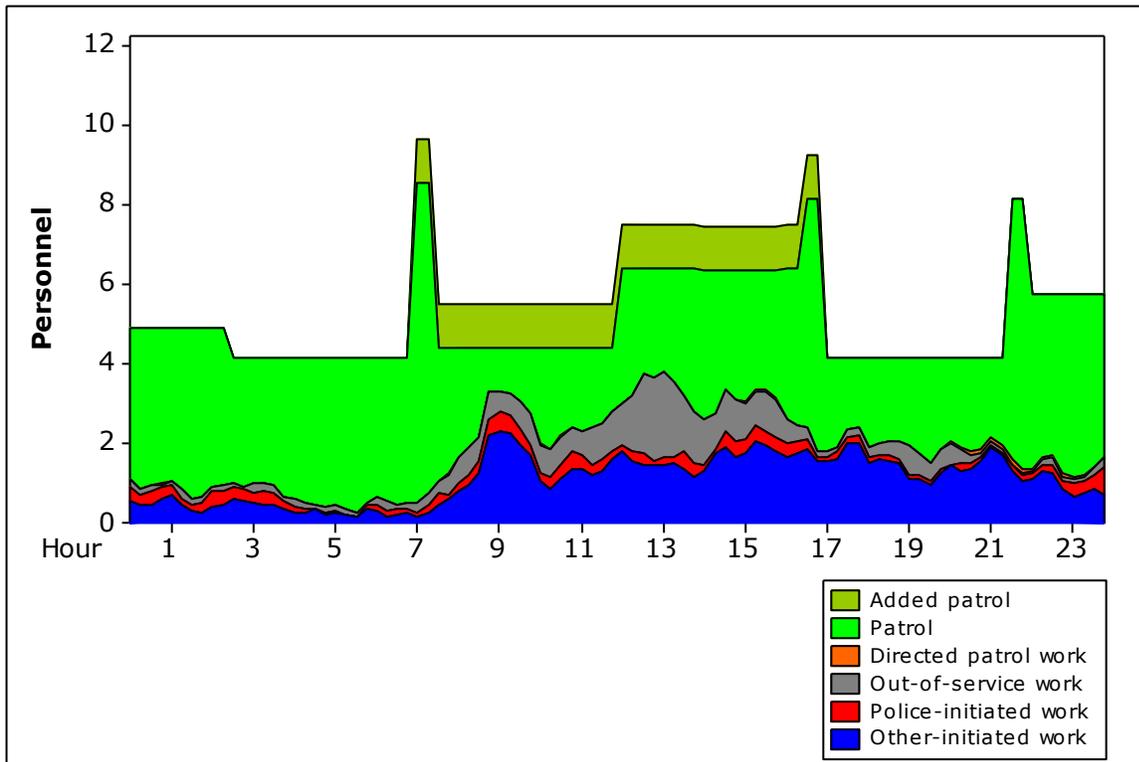
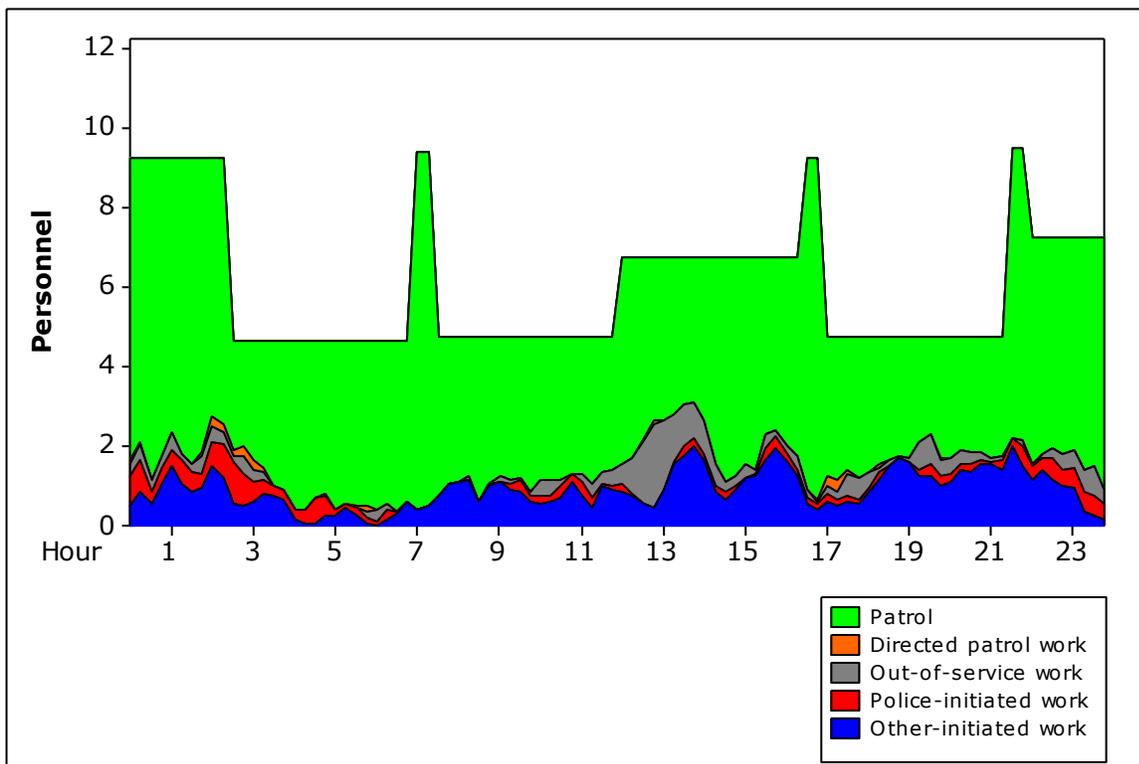


FIGURE D-23: Deployment and All Workload, Weekends, Summer 2014



Note: Figures D-20 to D-23 show deployment along with all workload from other-initiated and police-initiated calls and directed patrol and out-of-service activities.

Observations:

- For winter 2014:
 - Average workload was 1.8 officers per hour during the week and 1.6 officers per hour on weekends.
 - This was approximately 29 percent of hourly deployment during the week and 28 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 64 percent of deployment between 7:00 p.m. and 7:15 p.m. and between 7:45 p.m. and 8:00 p.m.
 - On weekends, workload reached a maximum of 63 percent of deployment between 2:30 a.m. and 2:45 a.m.
- For summer 2014:
 - Average workload was 1.8 officers per hour during the week and 1.5 officers per hour on weekends.
 - This was approximately 33 percent of hourly deployment during the week and 24 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 60 percent of deployment between 8:45 a.m. and 9:15 a.m.
 - On weekends, workload reached a maximum of 48 percent of deployment between 7:30 p.m. and 7:45 p.m.

Response Times

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

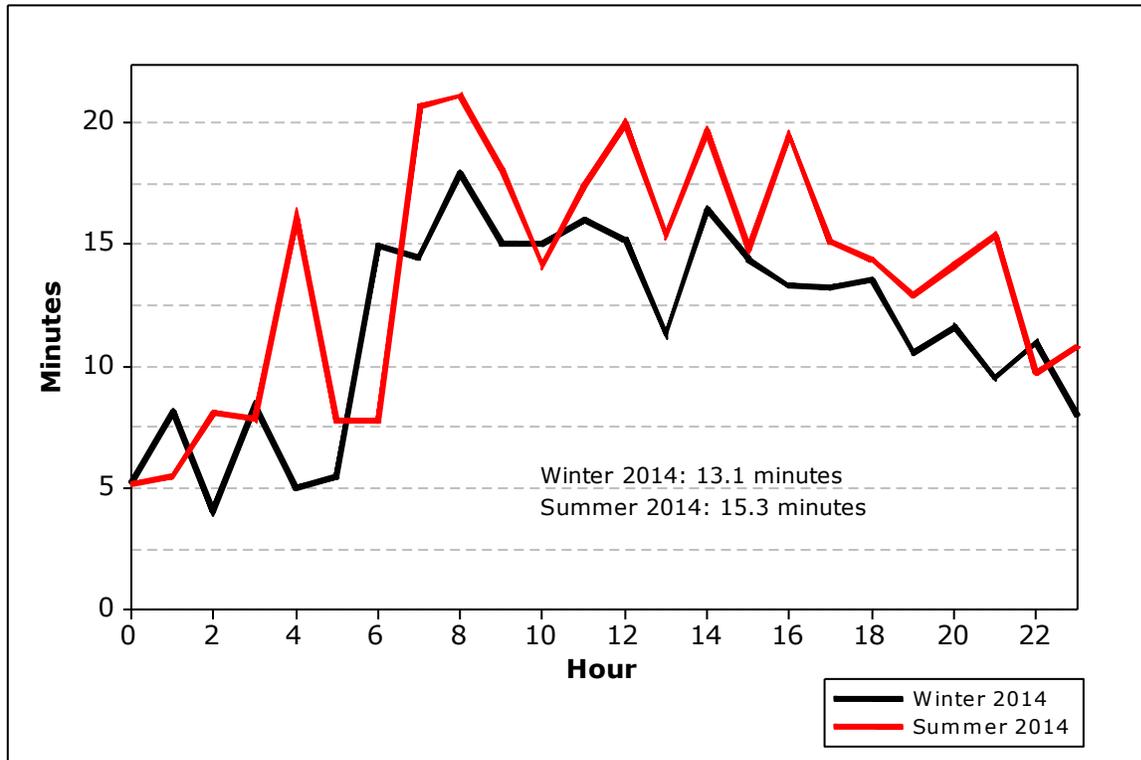
We begin the discussion with statistics that include all calls combined. We started with 2,161 events for winter 2014 and 2,243 events for summer 2014 and limited our analysis to other-initiated calls. After excluding calls without arrival times, we were left with 755 calls in winter and 797 calls in summer for our analysis.

Our initial analysis does not distinguish calls on the basis of their priority; instead, it examines the difference in response for all calls by time of day and compares 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 D-24: Average Response Time, by Hour of Day, Winter 2014 and Summer 2014



Observations:

- Average response times varied significantly by hour of day.
- In winter, the longest response times were between 8:00 a.m. and 9:00 a.m. with an average of 17.9 minutes.
- In winter, the shortest response times were between 2:00 a.m. and 3:00 a.m. with an average of 4.0 minutes.
- In summer, the longest response times were between 8:00 a.m. and 9:00 a.m. with an average of 21.1 minutes.
- In summer, the shortest response times were between 12:00 a.m. and 1:00 a.m. with an average of 5.2 minutes.

FIGURE D-25: Average Response Time by Category, Winter 2014

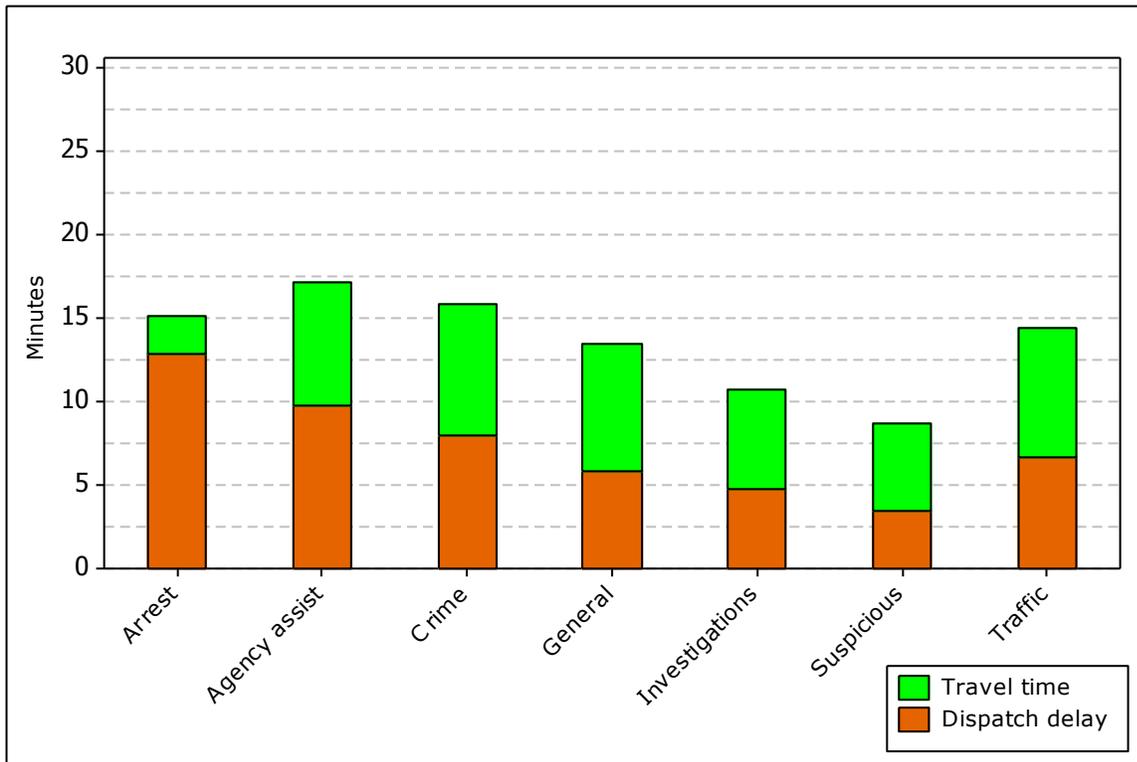


FIGURE D-26: Average Response Time by Category, Summer 2014

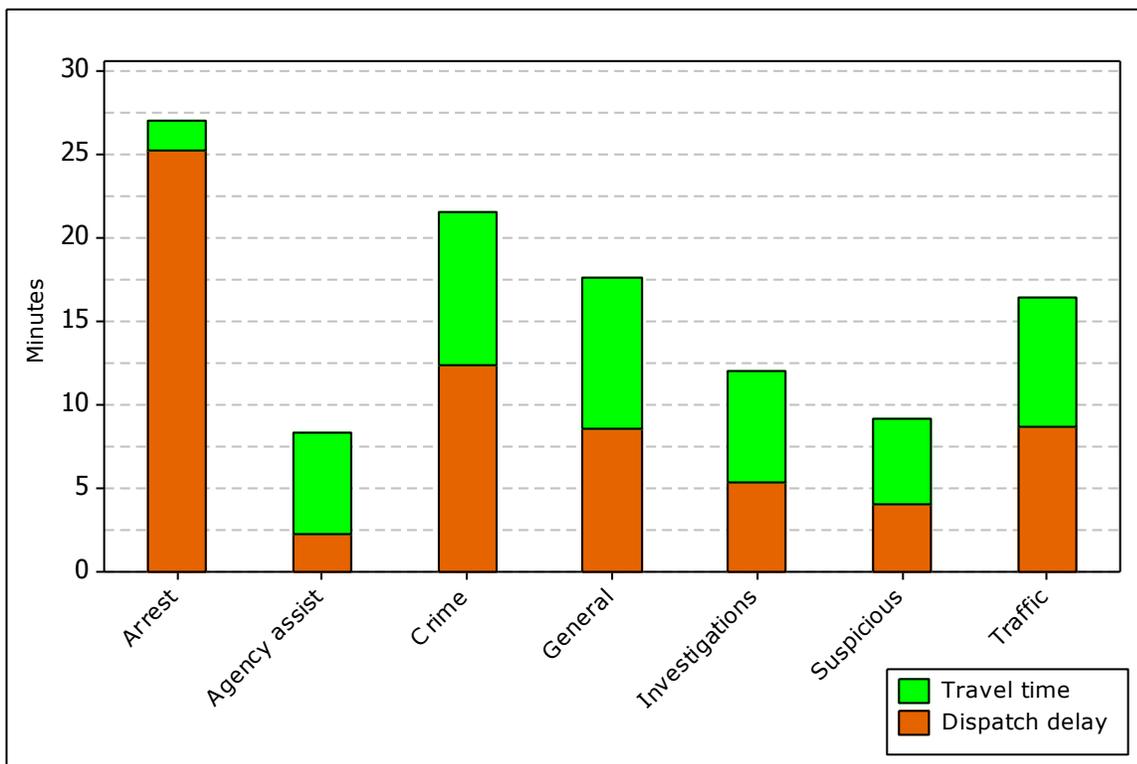


TABLE D-12: Average Response Time Components, by Category

Category	Winter 2014			Summer 2014		
	Dispatch Delay	Travel	Response	Dispatch Delay	Travel	Response
Arrest	12.9	2.2	15.1	25.2	1.8	27.0
Assist other agency	9.8	7.3	17.1	2.3	6.1	8.4
Crime	7.9	7.9	15.8	12.4	9.1	21.5
General noncriminal	5.8	7.6	13.4	8.6	9.0	17.5
Investigations	4.7	6.0	10.7	5.4	6.7	12.0
Suspicious incident	3.4	5.2	8.7	4.0	5.2	9.2
Traffic	6.6	7.8	14.4	8.7	7.6	16.4
Total Average	6.1	6.9	13.1	8.1	7.2	15.3

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

Observations:

- In winter, the average response time was as short as 9 minutes (for suspicious incidents) and as long as 17 minutes (for agency assists).
- In summer, the average response time was as short as 8 minutes (for agency assists) and as long as 27 minutes (for arrest calls).

TABLE D-13: 90th Percentiles for Response Time Components, by Category

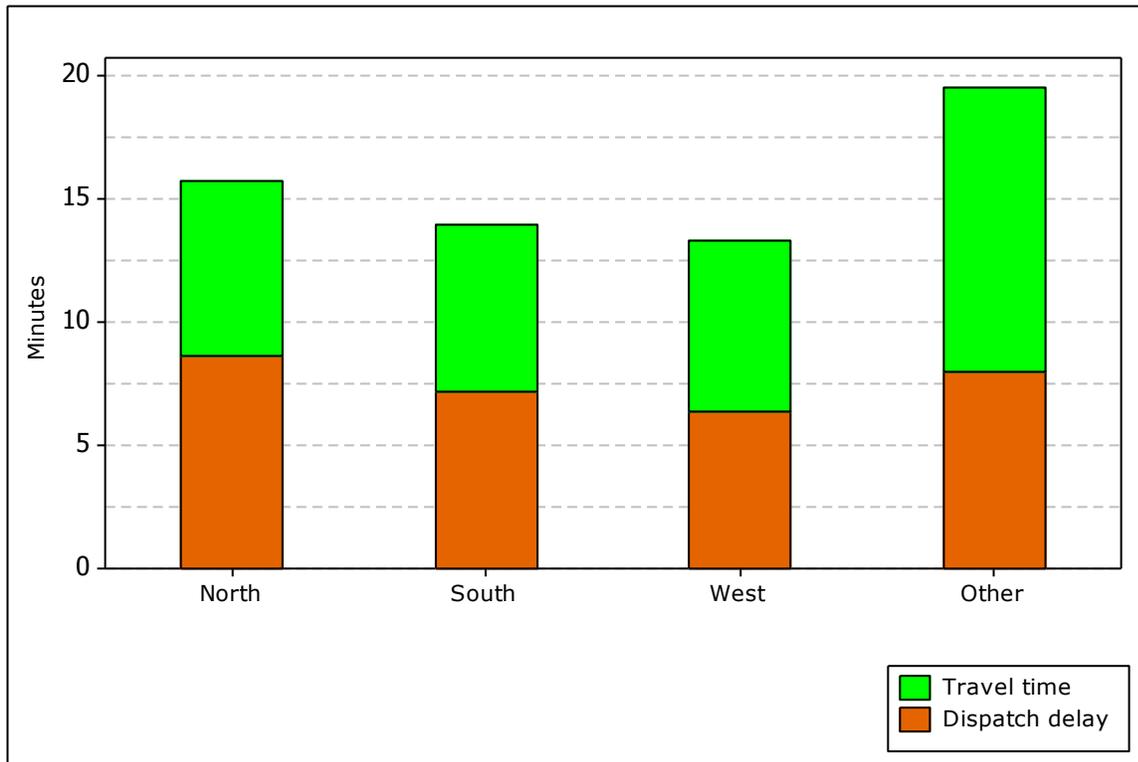
Category	Winter 2014			Summer 2014		
	Dispatch Delay	Travel	Response	Dispatch Delay	Travel	Response
Arrest	37.8	8.1	37.9	48.4	4.7	50.9
Assist other agency	49.6	26.1	57.5	5.9	18.0	20.2
Crime	22.6	14.8	37.9	42.1	17.4	50.7
General noncriminal	15.8	15.2	24.2	25.1	18.5	40.2
Investigations	12.6	10.7	24.5	14.3	14.1	25.7
Suspicious incident	6.6	10.7	16.4	8.5	9.6	18.3
Traffic	18.5	15.9	29.5	24.1	15.8	34.7
Total Percentile	17.9	14.1	27.1	24.8	15.1	35.4

Note: A 90th percentile value of 27 minutes means that 90 percent of all calls are responded to in fewer than 27 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In winter, 90th percentile values for response times were as short as 16 minutes (for suspicious incidents) and as long as 58 minutes (for agency assists).
- In summer, 90th percentile values for response times were as short as 20 minutes (for agency assists) and as long as 51 minutes (for crime calls).

FIGURE D-27: Average Response Time by Beat



Note: These averages reflect all calls with valid response times for the study period—a total of 9,486 calls.

TABLE D-14: Average Response Time Components, by Beat

Patrol Area	Dispatch Delay	Travel	Response	Calls	Area (Sq. Miles)
North	8.6	7.1	15.7	3,457	4.65
South	7.2	6.8	13.9	2,686	3.49
West	6.4	6.9	13.3	3,290	9.62
Other	8.0	11.5	19.5	53	NA
Weighted Average/ Total	7.4	7.0	14.4	9,486	17.76

Observations:

- The average response times for calls with assigned beats were as short as 13.3 minutes (for West beat) and as long as 15.7 minutes (for North beat).
- Dispatch delays for calls with assigned beats averaged between 6.4 minutes (for West beat) and 8.6 minutes (for North beat).

High-Priority Calls

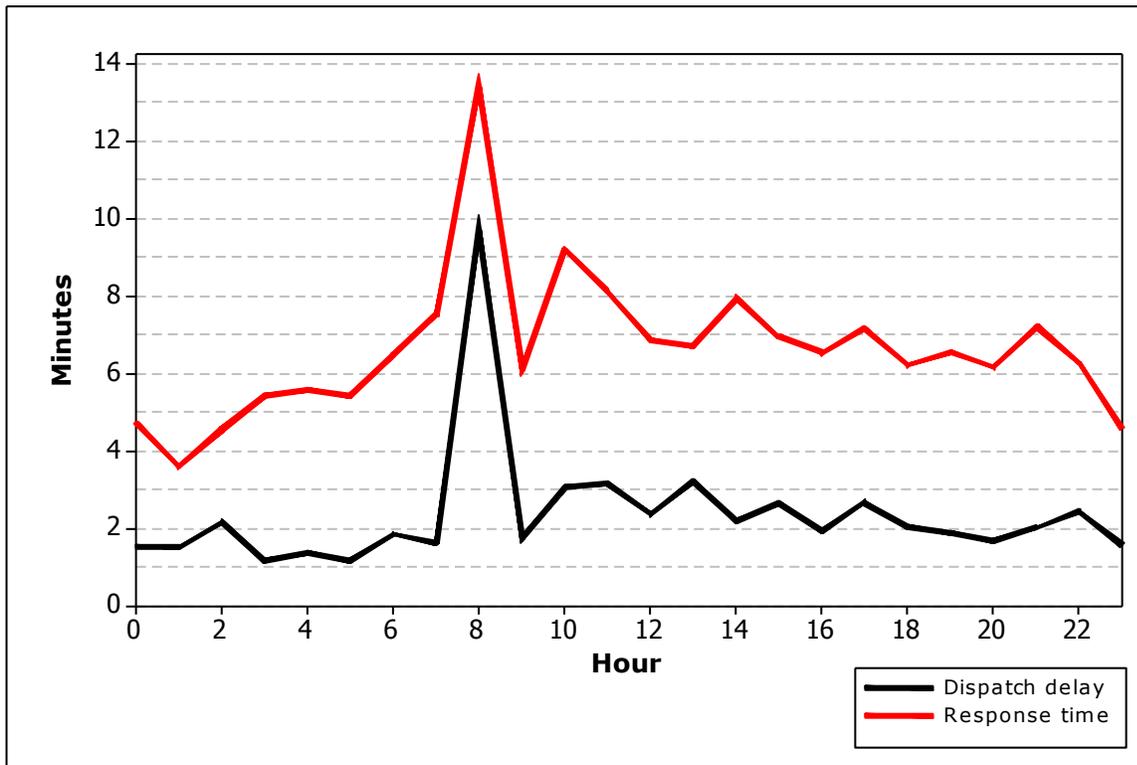
A priority code is assigned to calls by the department, with 1 as the highest priority. Table D-15 shows average response times, by priority, with an additional line for injury accidents. Figure D-28 focuses on calls whose police response was labeled as “high.” These average times comprise nonzero-time-on-scene, other-initiated calls throughout the year from November 1, 2013 to October 31, 2014. As noted previously, there were 9,486 other-initiated calls with valid response times.

TABLE D-15: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch Delay	Travel	Response	Calls
1	2.2	4.2	6.4	779
2	1.3	3.2	4.5	210
3	10.5	8.1	18.5	49
4	7.7	7.2	14.9	7,937
6	15.3	10.1	25.4	7
7	12.9	8.6	21.5	504
Total Average/ Calls	7.4	7.0	14.4	9,486
Injury Accidents	4.3	4.1	8.4	46

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

FIGURE D-28: Average Response Times and Dispatch Delays for High-Priority Calls, by Hour



Observations:

- High-priority calls had an average response time of 6.4 minutes, lower than the overall average of 14.4 minutes for all calls.
- Average dispatch delay was 2.2 minutes for high-priority calls, compared to 7.4 minutes overall.
- Average response time for injury accidents was 8.4 minutes, with a dispatch delay of 4.3 minutes.
- For high-priority calls, the longest response times were between 8:00 a.m. and 9:00 a.m. with an average of 13.5 minutes.
- For high-priority calls, the shortest response times were between 1:00 a.m. and 2:00 a.m. with an average of 3.6 minutes.
- Average dispatch delay for high-priority calls was consistently 3.2 minutes or less, except between 8:00 a.m. and 9:00 a.m.

Attachment – Call Type Classification

Call types for the department’s calls for service from November 1, 2013 to October 31, 2014, were classified within the following categories.

TABLE D-16: Call Type, by Category

Call Type	Table Category	Figure Category
ARREST ON WARRANT	Prisoner–arrest	Arrest
CUSTODY EXCHANGE	Prisoner–transport	
TRANSPORT/PRISONER		
ASSISTANCE/OTHER AGENCY	Assist other agency	Assist other agency
FIREWORKS		
AGGRAVATED ASSAULT/FIREARM	Crime–persons	Crime
AGGRAVATED ASSAULT/HANDS & FEET		
AGGRAVATED ASSAULT/KNIFE		
ASSAULT AND BATTERY/SIMPLE		
COURT VIOLATIONS		
DISTURBANCE/CHILD ABUSE-NEGLECT		
DISTURBANCE/HARASSMENT/THREATS		
EXPLOSIVES/THREAT (BOMB THREAT)		
LIQUOR/FALSE ID		
LIQUOR/MUI-MIP		
LIQUOR/OPEN CONTAINER		
LIQUOR/SELLING TO A MINOR		
LITTERING		
NARCOTICS/PARAPHERNALIA		
NARCOTICS/POSSESSION-ALL OTHER		
NARCOTICS/POSSESSION-MARIJUANA		
NARCOTICS/SALE-MARIJUANA		
RECKLESS ENDANGERMENT		
RESISTING ARREST/INTERFERENCE		
ROBBERY/FIREARM		
ROBBERY/KNIFE		
ROBBERY/STRONG ARM		
SEX OFFENSE/ALL OTHER		
SEX OFFENSE/ATTEMPTED SEXUAL ASSAULT		
SEX OFFENSE/INCEST-CHILD MOLESTING		
SEX OFFENSE/INDECENT EXPOS-LEWD CON		
SEX OFFENSE/SEXUAL ASSAULT		
SEX OFFENSE/SOLICITATION		

Call Type	Table Category	Figure Category
STALKING		
TOBACCO VIOLATION/JUVENILE	Crime–persons	Crime
TOBACCO VIOLATION/SMOKING ORDINANCE		
WEAPON/VIOLATION		
ARSON	Crime–property	
BURGLARY/ATTEMPTED (BUS & RES)		
BURGLARY/BUSINESS		
BURGLARY/RESIDENTIAL		
BURGLARY/UNLAWFUL ENTRY/BUSINESS		
BURGLARY/UNLAWFUL ENTRY/RESIDENTIAL		
BURGLARY/UNLAWFUL ENTRY/VEHICLE		
BURGLARY/VEHICLE		
COMPUTER CRIMES		
FRAUD/CHECKS-EMBEZZLEMENT-BAILEE		
FRAUD/DEFRAUDING INNKEEPER-BUSINESS		
FRAUD/FORGERY		
LARCENY/ALL OTHER		
LARCENY/BICYCLE		
LARCENY/BUILDINGS		
LARCENY/IDENTITY THEFT		
LARCENY/MAIL THEFT-TAMPERING		
LARCENY/POCKET PICKING		
LARCENY/SHOPLIFTING		
LARCENY/VEHICLE PARTS-ACCESSORIES		
TRESPASSING		
VANDALISM		
VANDALISM/GRAFFITI		
VEHICLE/STOLEN-UNAUTHORIZED USE		
EXTRA PATROL/HOUSE WATCH	Directed patrol	Directed patrol
REDDI REPORT		
ANIMAL/BITE	Animal calls	General noncriminal
ANIMAL/DOMESTIC (DOGS,CATS,ETC)		
ANIMAL/LIVESTOCK		
ANIMAL/WILDGAME		
CANINE ACTIVITY		
DISTURBANCE/JUVENILE	Juvenile	
DISTURBANCE/RUNAWAY		
TRANSPORT/JUVENILE		
TRUANCY/JUVENILE SCHOOL		

Call Type	Table Category	Figure Category
ASSISTANCE/MOTORIST	Miscellaneous	
ASSISTANCE/OPEN BUILDING		
ASSISTANCE/TRANSIENT		
ATTEMPT TO LOCATE/EMERGENCY MESSAGE	Miscellaneous	General noncriminal
CIVIL/COMPLAINTS		
CONDITION REPORT		
MISC		
PHONE MESSAGE		
SNOW REMOVAL		
ALARM/BUSINESS BURGLARY		
ALARM/RESIDENTIAL BURGLARY		
911 HANGUP/ABANDONED	Check/investigation	Investigations
ATTEMPT TO LOCATE/WELFARE CHECK		
DEAD BODY FOUND/NATURAL CAUSES		
EMERGENCY DETENTION		
EXPLOSIVES/NON CRIMINAL		
LIQUOR/BAR CHECK		
MISSING PERSON		
NCIC/HIT		
PHONE/NUISANCE-OBSCENE-THREATS		
PROPERTY/LOST,FOUND ETC		
SOLICITORS COMPLAINT		
SUICIDE		
SUICIDE/ATTEMPT		
SUICIDE/THREAT		
CODE 6/UNIT BUSY	Out of service—administrative	Out of service
CODE 7/BREAK	Out of service—personal	
DISTURBANCE/BREACH OF PEACE	Disturbance	Suspicious incident
DISTURBANCE/DISORDERLY CONDUCT		
DISTURBANCE/DOMESTIC		
DISTURBANCE/FIGHT		
DISTURBANCE/NOISE		
REMOVE SUBJECT		
SUSPICIOUS ACTIVITY/SUBJECT-VEHICLE	Suspicious person/vehicle	
ACCIDENT/HIT AND RUN	Accidents	Traffic
ACCIDENT/NO INJURY		
ACCIDENT/PRIVATE PROPERTY		
ACCIDENT/WITH PERSONAL INJURY		
CODE 5/TRAFFIC STOP	Traffic enforcement	

Call Type	Table Category	Figure Category
LIQUOR/DWUI		
TRAFFIC/PARKING		
TRAFFIC/PERMIT PARKING		
TRAFFIC/VIOLATION	Traffic enforcement	Traffic
VEHICLE/ABANDONED		
VIN INSPECTION		