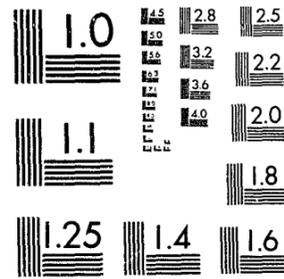


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ENHANCING POLICE OPERATIONAL AND ORGANIZATIONAL STRATEGY



Executive Summary

92148

Police Study Project Phase II

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ENHANCING POLICE OPERATIONAL
AND ORGANIZATIONAL STRATEGY

Executive Summary

Prepared For:

✓
Colorado Springs
Police Department
224 East Kiowa Street
Colorado Springs, Colorado

Prepared By:

Colorado Springs
Police Study Project

James W. Ross
Project Director

October 1, 1983

U.S. Department of Justice
National Institute of Justice

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TABLE OF CONTENTS

<u>Title</u>	<u>Page</u>
EXECUTIVE SUMMARY	1
CHAPTER OVERVIEWS AND RECOMMENDATIONS	
Chapter I - Phase I Implementation.	4
Chapter II - General Investigations	8
Chapter III - Special Operations.	12
Chapter IV - Airport Security Detail.	15
Chapter V - Traffic Operations.	17
Chapter VI - Tactical Operations.	21
Chapter VII - Training Programs	23
Chapter VIII - Career Development	26
Chapter IX - Marshal's Office	29
Chapter X - Organizational Analysis	32
APPENDIX A.	35
APPENDIX B.	43

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EXECUTIVE SUMMARY

Introduction

On March 29, 1982, Chief of Police John L. Tagert initiated a study of his Department's operations. The study was intended to take advantage of the many studies that had recently been completed nationwide to test many long-standing tenets of policing and to develop new systematic approaches to management and delivery of police services. Also, a steady escalation of criminal activity over recent years had necessitated substantial increases in the Department's budget, and the Chief determined it was time to demonstrate the Department's continuing commitment to be both cost conscious and cost effective in the Department's approach to law enforcement. A Project Study Office was organized to conduct this study. The first phase study effort was completed, and the majority of the recommendations implemented. This Executive Summary highlights the major findings culminating from the Phase II study effort. The detailed findings are presented in a separate 528-page technical report.

A self-study approach was selected because the Chief of Police reasoned that it was basic to human nature that understanding one's own shortcomings is the first step to making improvements. It is also basic that new ideas and changes are more likely to be acceptable to persons in an organization if they are generated from within. Further, even good operations can be refined and improved. Department personnel should view this self-study as constructive criticism fulfilling the inherent responsibility of all managers to optimize resource utilization.

The Study Project staff was comprised of police officers of various ranks, plus a staff member of the Office of Budget Management who furnished technical guidance and analytical approaches. Personnel from other departments rendered support relative to their area of expertise.

The Phase I study effort, which primarily addressed the need to allocate patrol personnel to better equalize the calls to service work load, was completed on August 3, 1982. The Patrol Division was studied first because of the sizeable portion of the Department's resources allocated to it (some 71.4 percent of the Department's personnel) and the fact that patrol, more so than any other area of the Department, had the greatest impact on the type and level of services rendered to the public.

The series of Phase I recommendations were intended to increase patrol productivity by as much as 28 to 30 percent. Phase I recommendations that have been implemented include: Changing three equal rotating shifts, plus a fourth overlapping shift, to three unequal permanent shifts, eliminating four overlap days that had been set aside for training, scheduling manpower that more closely matched time of day and day of week calls for service and crime occurrence work load, initiating new shift starting times for the three permanent patrol shifts, utilizing a matrix approach to shift changes, enlarging the East Substation facilities, and improving supervision, plus other related changes. As a result of increased efficiencies from implementation of Phase I recommendations, 11 police officer positions were deleted, resulting in an annual savings of \$237,466, and a reduction in overtime costs totalling \$394,000.

Organization of Phase II Report

The technical report includes a preface, an acknowledgment section, and ten key chapters, which present insight to the subjects studied. Each chapter includes a summary of findings, a set of recommendations, and detailed study findings. This Executive Summary presents an overview of the more important findings of the Phase II study, and additionally includes the summaries and recommendations of each of the chapters.

The first chapter provides an overview of Phase I implementation, both in terms of the process used to implement Phase I recommendations and the results of enhancements made. It also proposes a number of modifications to fine tune patrol operations under the permanent shift arrangement. Chapter II examines the general investigative process in which the Department plays a role. It identifies the nature and process by which crime reports are taken by police officers, the decisions which are made in determining whether a case shall be pursued, and insight to the disposition of such cases. Chapter III addresses the Department organizational units which are concerned with undercover investigations. Chapter IV is an examination of security furnished by the Police Department at the Colorado Springs Municipal Airport. Chapter V presents insight to the Department's mode of traffic operations, and Chapter VI addresses the Department's tactical operations, including the Special Weapons and Tactics Unit and the Special Anti-Crime Squad activity. Chapter VII has as its focus the development and management of training programs. The need for and composition of a career development program is addressed

in Chapter VIII. Insight to operations of the Marshal's Office is presented in Chapter IX, and considerations of organizational analysis are presented in Chapter X.

Presentation of Study Findings

As directed by Chief Tagert, the Phase II report addresses in a candid fashion the Department's need for improvement. The Department has a reputation of being one of the finest police departments in the nation, and the Chief of Police believes it was only by constant self inspection and reflection on its central mission that the Department can continue to be highly regarded by both Colorado Springs and the law enforcement community.

Overview of Major Findings

As a result of the breadth, depth, and scope of the Phase II study effort, many key findings surfaced, indicating the need to enhance Department organizational strategy and operations. The majority of these key findings and recommendations for improvement are subsequently presented. A summation of the major study findings are listed below:

1. MANAGEMENT CAPABILITIES AND APPROACHES NEED TO BE SUBSTANTIALLY IMPROVED.
2. THE DEPARTMENT NEEDS TO COMMIT ITSELF TO SUSTAINING PHASE I RECOMMENDATIONS, WHICH WERE DESIGNED TO IMPROVE SERVICE DELIVERY TO THE PUBLIC AND ENHANCE POLICE OFFICER WORK CONDITIONS.
3. THE DEPARTMENT NEEDS TO BE REORGANIZED TO IMPROVE BUDGET AND POSITION SPAN OF CONTROL, MANAGEMENT PLANNING AND CONTROL PROCESSES, AND LINES OF AUTHORITY.
4. THE DEPARTMENT DOES NOT REQUIRE ADDITIONAL POSITION AUTHORITIES BUT IT DOES NEED TO MAKE INCREASED USE OF CAPABLE MANAGERS, ADMINISTRATORS, AND TECHNICIANS.
5. SYSTEMS AND PROGRAMS ARE NEEDED WHICH BETTER ENSURE OPTIMUM USE OF ALL HUMAN RESOURCES.
6. THE DEPARTMENT'S CRIMINAL INVESTIGATIVE PROCESS NEEDS TO BE SUBSTANTIALLY IMPROVED.
7. THE DEPARTMENT'S FACILITIES ARE INADEQUATE AND NEED TO BE REPLACED WITHIN THE IMMEDIATE FUTURE.

Chapter Overviews
and Recommendations

Chapter I - Phase I Implementation

*Authors: Police Captains Pat McElderry and Victor B. Morris
and Police Officers Scott Murray and Alexander
Weiss*

The purpose of this chapter is to provide insight to the status and degree of success from Phase I recommendations. The Phase I study effort primarily addressed the need to allocate patrol and traffic personnel to better equalize calls for service work load. A consumed-time method of measuring work load was selected to provide the most comprehensive single measure of police activity. Time expended in 1981 toward calls for service and cover calls, officer-initiated activity, personnel/administrative activities, training, uncommitted time, and overtime were studied in Phase I.

The Phase I study resulted in major findings in several operational areas impacting on patrol and traffic manpower utilization. The more important of the Phase I recommendations approved by the City Manager for Police Department implementation were:

1. A new patrol and traffic allocation system which changes three equal rotating shifts, plus a fourth overlapping shift, to three unequal permanent shifts; and eliminate the four overlap days within each 28-day scheduling period used for conducting in-service training.
2. Overlap patrol shifts to provide for a 10-minute lineup at the beginning of each shift and a 15-minute debriefing period at the end of each shift.
3. Approve shift starting times so as not to coincide with peak work load times.
4. Install fuel dispensing facilities at the Department's East and West Substations.
5. Develop a totally new in-service training program.
6. Develop a generalist approach toward traffic operations.
7. Eliminate 11 police officer positions in the Uniformed Services 1983 budget.

The Police Study Project staff assumed the lead in the implementation process. Project staff completed all plans necessary to transcend from rotating to permanent shifts, distributed shift selection information to all personnel, conducted the actual selection process, and administered training sessions to ensure that all members of traffic and patrol, along with personnel in other critical operations, were sufficiently informed of the changes, the reason for those changes, and to answer any question. Permanent shifts, along with most of the recommendations, were implemented on October 4, 1982 and Project staff monitored the implementation process to resolve any operational problems that might develop. The transition period was successful overall.

Two issues with regard to permanent shifts need additional attention. One concerns unity of command and the other scheduling. Field sergeants on certain shifts have been assigned supervisory responsibilities over personnel with substantially different work patterns. This can be rectified by returning to a modified team policing concept in which sergeants supervise officers with identical or similar days-off patterns. With regard to scheduling, some officers have indicated they would rather have rotating days off as opposed to fixed days off. The current permanent shift configuration provides each officer a fixed pattern of days off for a year's period. Fixed days-off patterns increase staff available to meet work load which increases from Sunday through Saturday. Project staff does not recommend rotation of patrol officers through these fixed days-off patterns. The present system generally ensures that senior officers are distributed among the shifts. This is fair to the majority of officers, because approximately two-thirds have at least one weekend day off every two-week period. The nature of police service delivery dictates that employees work irregular hours, and it is unreasonable to assume that new officers with little experience should have equality with senior officers in work schedule assignments.

Just prior to the release of this report, it was learned that the Chief of Police had determined officers on all shifts should be provided rotating days off and the swing and graveyard shifts should return to full team policing. Such action is to be implemented on January 1, 1984 and will result in constant manning six days of the week, Monday through Saturday. Four additional sergeants will be required to implement full team policing on those two shifts. Service delivery will not be as efficient under the Chief's scheduling plan, however, the Chief believes patrol officers will be more satisfied with his plan than with the permanent days-off plan now in effect.

Several recommendations were made with regard to the need for improved patrol management. A position of administrative sergeant was developed to assist the shift commander; a different role was proposed for the Master Patrol Officer. The need for a debriefing period at the end of each shift was identified, and the need for improved management reporting was also proposed. Improvements in each of these areas are still necessary. The days off for the administrative sergeant should be scheduled away from the days off for the shift commander, and his duties should be more clearly prescribed to ensure the commander is free from administrative chores to address questions of deployment, tactical approaches to crime problems, and personnel matters. Certain Master Patrol Officers can and should be used in directing officers in a directed patrol assignment and assisting field sergeants in certain administrative duties. They should not generally be used to supplement officer supervision because they are required as a primary unit to meet the calls for service work load. A debriefing period at the end of each shift was planned to facilitate officer accountability and permit an exchange of information. Debriefing periods were conducted for only a short time after Phase I recommendations were implemented. These periods are still justified and should be reinstated. The level of management reporting has not materially changed and, therefore, the quality of management decision-making can still be substantially improved. Information sources used to determine the need for Phase I enhancements is not being utilized by patrol.

Even though calls for service work load dispatched to patrol continues to decline from 1981 highs, the Communications Section maintains that additional manpower, resources, and different operational approaches are required. Recommendations in a report prepared by that office identified the need for six additional dispatchers and four additional police complaint clerks, a merit raise of five percent for sworn personnel to commence three months after assignment to the Communications Center, an additional radio channel, along with other recommendations. At the request of the Chief of Police, the Police Project Study staff reviewed the Communications report, indicating that insufficient information was available to support the existence of a manpower work load problem, that the information provided on the number and makeup of calls for service was insufficient to draw meaningful conclusions, and that a staffing approach which better related staff resources to known work load over the hour-of-day and day-of-week should be implemented. Recently, the Department implemented a form of permanent shift scheduling, transferring additional personnel from patrol to the radio room, to supplement existing staffing.

A number of performance indicators were monitored following the implementation of Phase I recommendations. These indicators reflect slightly improved response to calls for service; reduction in complaints lodged by citizens against officers; reduction in officer-involved traffic accidents and injuries; increase in the use of sick time, which must be closely monitored; and a substantial reduction of overtime. A minor problem developed with respect to officers assigned the graveyard shift attending court. This can be rectified by Department negotiation with State courts whereby officers would not appear in court on their days off, and, if possible, a court date for each officer being established.

The Phase I study revealed that patrol officers devoted approximately 28 percent of their on-the-job man-hours to calls for service, with approximately 27 percent uncommitted time. Monitoring the Phase I implementation process revealed that of committed time, calls for service decreased to 24.4 percent. In spite of a substantial amount of time being available for directed patrol assignments, it appears the level of such assignments has decreased.

A new approach to traffic operations was proposed in the first-phase report. One of the chief objectives was to substantially increase the traffic accident investigations conducted by traffic officers. Traffic accidents investigated by traffic officers increased from 40 percent in 1981 to 65 percent in October and November 1982. Accidents investigated from January through March 1983, however, decreased to 57 percent.

Improvements proposed in the Phase I report still to be implemented include installation of fueling facilities at substations and a procedure whereby evidence and personal property items can be placed into custody at the substations. Funds have been provided and design completed for the installation of the fueling facilities in the fall of 1983. Placing evidence and personal property items into custody at the substations has been proven beneficial; however, the Department has yet to act on this proposal.

In conclusion, Phase I improvements have enhanced Department conditions and operations, and such benefits can be substantially increased if there are slight improvements and Department support is increased.

Chapter I recommendations are:

- (1) Sustain the recommendations from the Phase I study effort, approved by the City Manager, with Department management increasing commitment to their accomplishment.

- (2) Implement decentralized evidence and personal property collection.
- (3) Thoroughly investigate the nature and makeup of current Communications Section work load and: (a) consider implementing work load reduction alternatives, (b) project future communications work load, and (c) in the interim implement a work schedule for personnel in the Communications Center consistent with the schedule now utilized by patrol.
- (4) Refine the duties of the administrative sergeant, redesign work schedules for shift commanders and administrative sergeants to better ensure an effective and uninterrupted patrol management program, and ensure that shift commanders are adequately fulfilling their responsibilities in planning and monitoring field activities.
- (5) Develop standardized duties for Master Patrol Officers more consistent with that of a patrol officer and not a field supervisor.
- (6) Ensure that effective lineup and debriefing periods are reinstated and supervisors are held accountable for the quality of these efforts.
- (7) Devise a court appearance procedure that provides for officers more effective notification of previously disposed cases, court appearances more consistent with duty hours, and officers assigned permanent court days, or at least, not having to attend court on days off or during vacation.
- (8) Increase the use of directed patrol assignments so as to make more effective use of the significant amount of uncommitted patrol time currently existing, utilizing the directed patrol approach as detailed in the technical report.

Chapter II - General Investigations

Authors: Police Captain Victor B. Morris, Police Lieutenant Ken Bayens, Police Sergeants Tom Butler and Michael R. Ranne, Police Officers Donald English and J. R. Hayden, and Crime Analyst Tom Briggs

The purpose of this chapter is to present findings of a study of the Colorado Springs Police Department's criminal investigation process and outcomes. The criminal investigation process includes the initial investigation of crime scenes, case screening, management of continuing investigations, police/prosecutor relationships, monitoring of investigations systems, and police agency organization and allocation decisions. Considerable insight is provided to: (1) various criminal investigation process studies conducted in recent years, (2) the role played by the Investigations Division in this City's investigative process, (3) problems with the current case management process and recommendations regarding new case report forms, investigative procedures, organizational strategy, and information systems, (4) the Department's investigative performance, and (5) fleet assignment practices.

In conducting the study of the investigative process, information was solicited from those involved in the actual work. To that end, a number of investigators and supervisors were interviewed to gain insight to their day-to-day activities. Investigative staff also participated in several survey and sampling processes. Information obtained was used to flow chart the different case investigative processes. Concerns that surfaced included the fact that key investigative records were being destroyed, there is a lack of uniformity on case assignment criteria, management was not administering an overall case management goal approach, there was almost no use of patrol officers in follow-up investigation, the Department was not conforming with City home garaging policies, and record-keeping systems were not centralized.

The ultimate measure that should be used to continuously evaluate investigative unit performance is the filing of cases with the District Attorney and successful conviction of suspects. Because management of the Police Department does not track overall success in case filing and conviction of suspects, case reports were sampled to gain insight to the Department's investigative performance. The data base used to conduct the sampling effort was case reports taken during the first quarter of 1981. Information extracted from the case reports sampled include the nature of the case, elements of preliminary investigation, patrol/investigator case enhancements, actions taken by the prosecutor, and the ultimate dispositions prescribed by the courts. The sampling approach was intended not only to provide insight to the success of the Department's efforts to the investigative process, but also to test a new case screening approach. This and other sampling efforts conducted during the study period revealed the following major findings:

1. Management of the Department's investigative process can be substantially improved.

2. The most important factor in solving a case is the information patrol officers obtain from the crime victim.
3. Approximately 20 percent of all reported crime is assigned for follow-up investigation. Of these assigned cases, 27 percent is accepted for filing by the prosecution, with 59 percent* of the prosecuted cases, or slightly more than 3 percent of total reported crime, resulting in the suspects receiving any negative sanctions for crimes committed with few being sentenced to jail.
4. The majority of patrol officers and investigators have demonstrated their concerns with this City's criminal elements. Even so, the level of conviction and prosecution resulting from cases investigated is lower than what should be acceptable. Improved investigative goals must be established. It is the responsibility of the Investigations Division to work in conjunction with the District Attorney to ensure successful prosecution of suspects.
5. A new case management process which makes use of urgency factors and weighted solvability and severity factors with which to assign cases is essential for management to monitor case filing performance and the extent to which cases filed reach successful prosecution.
6. The Department should comply with the City's policy on home garaging.

* The percent of persons receiving negative sanctions would be higher than 59 percent if one tracks individuals as opposed to cases due to multiple-suspect cases.

Chapter II recommendations are:

- (1) Adopt the Case Management Process as presented in the technical report, including:
 - (a) A Case Management Unit which is integrated with Crime Analysis and Management Information Systems.
 - (b) A case screening process which makes use of solvability, severity, and urgency factors, the first two of which includes the proposed weighted assignment criteria.

- (c) The new check-off type offense report and other supportive reports.
 - (d) The use of Patrol and other uniformed services units in follow-up investigation.
- (2) Prepare for City Manager approval a master plan of information systems which includes a multi-year perspective and is based on Department goals and objectives, planning constraints and assumptions, cost analysis and projections, and a PERT schedule.
 - (3) Prepare new investigative goals and performance indicators which emphasize the filing of cases and successful conviction of criminals.
 - (4) Implement a time-keeping system for investigators which tracks time spent on cases.
 - (5) Concerning fleet administration:
 - (a) Comply with the City's home garaging policy and restrict home garaging of emergency vehicles to within City limits. Employees authorized home garaging of City vehicles and who live outside the City limits shall secure their vehicle at a City facility nearest the employee's residence.
 - (b) Annually submit for City Manager approval emergency vehicles proposed for home garaging.
 - (c) Establish vehicle pools at appropriate police facility locations, and, to better accommodate downtown parking needs, lease the necessary parking spaces in the City's Parking Garage No. 1.
 - (d) Arrange for disposal of all confiscated vehicles in accordance with appropriate procedures.
 - (e) Investigators shall not be assigned cars for daily use.

Chapter III - Special Operations

Authors: Police Captain Arthur W. Dalton, Police Lieutenant Ronald W. O'Connell, Police Sergeant Norman W. Short, and Police Officer Richard F. Jeffords

Chapter II provided insight to the Department's role of the investigative process by which reported crime is addressed. Chapter III deals with the manner in which the Department addresses criminal activities which are seldom reported, some of which are commonly referred to as "victimless crime." Such crime normally stems from individuals who have working relationships with organized crime and typically include such offenses as gambling, narcotics trafficking, white-collar crime, business extortion, infiltration of legitimate businesses, commercialized vice and pornography, fencing activities etc.

Department operations which, on an ongoing basis actively conduct undercover investigative activities or directly support such undercover operations include: The Metropolitan Specialized Criminal Apprehension Team (Metro S.C.A.T.), the Department's component of the State of Colorado Organized Crime Strike Force (O.C.S.F.), the Special Anti-Crime Squad (S.A.C.S.), the Intelligence Unit, and the Department's Crime Stoppers Program. Primary responsibilities of Metro S.C.A.T. address narcotics and vice crimes. The Department participates in O.C.S.F. to enhance the investigation of organized crime which cuts across jurisdictional boundaries of local law enforcement agencies. S.A.C.S.'s primary responsibility is the reduction of robbery and burglary rates. However, in recent years it has become increasingly involved in vice and narcotics distribution undercover investigative activities. Almost all of the activities of the Intelligence Unit are directed toward collecting, evaluating, and retaining pertinent information on organized crime subjects and activities and disseminating this information to other Departmental units and outside agencies for appropriate action. The Crime Stoppers Unit acquires information which assists in the follow-up investigation of reported crime, and will occasionally acquire information leading to the arrest and conviction of individuals committing so called "victimless crime."

Investigation into the organizational strategies, operations, procedures, and work load accomplishments of these units revealed that they are not as effective as they should be. These units are dispersed throughout the Department and have developed and followed their own missions and goals. Because of these problems, many lower-level problems have developed, including lack of coordination and communication among the units and with other police agencies; separate filing systems,

with some not being available to other units, differences in the manner in which Department rules, regulations, and policies are adhered to; duplication of equipment; insufficient enforcement in certain criminal areas, duplication in use of informants; and personality conflicts.

These problems can be resolved by consolidating all undercover investigative activities with justifiable purpose and developing a comprehensive short- and long-range action plan. Additionally, resource requirements within the consolidated organizational approach need to be altered. The Metro S.C.A.T. Unit should be terminated and the Metropolitan Narcotics Unit and Vice Unit reestablished. The number of officers donated by the Department to the Organized Crime Strike Force should be reduced from three to two. A position of crime analyst should be added to the Intelligence Unit. The S.W.A.T./Explosives Unit should be consolidated with the undercover investigative units to ensure sufficient manpower is available to address organized crime threats that may exist. As proposed in Chapter VI, S.A.C.S. has met its primary responsibilities; however, it is appropriate that this unit be terminated.

The action plan to be developed for the consolidated units must include clear and concise goals which must be given strict attention on a continuing basis. Consolidated rules and regulations concerning internal operations should be developed. Intra-unit coordination and flow of information among the units must be stressed. An inventory of all equipment of the units consolidated should be taken, with outmoded and obsolete equipment being turned into salvage and funds requested to purchase additional equipment deemed necessary to the division's operations. All files should be centralized in the Intelligence Unit with all inappropriate file material being destroyed. A program by which vehicles needed for specific undercover operations can be leased should be established.

Chapter III recommendations are:

- (1) Consolidate undercover investigative activities into a new "Special Operations Division" to be organized and staffed as follows:
 - (a) The division is to be commanded by a police captain and is to encompass a Specialized Crime Attack Section (S.C.A.T.) and a Tactical Section, each supervised by a police lieutenant.

- (b) The S.C.A.T. Section is to include the following units and personnel:

<u>Unit</u>	<u>Staff</u>
Metro Narcotics	1 - Police Sergeant 5 - Police Officers
Vice	1 - Police Sergeant 3 - Police Officers
Organized Crime Strike Force	2 - Police Officers

- (c) The Tactical Section is to include the following units and personnel:

<u>Unit</u>	<u>Staff</u>
Intelligence	1 - Police Sergeant 3 - Police Officers 1 - Crime Analyst
S.W.A.T./Explosives Unit	2 - Police Sergeants 10 - Police Officers
Security Unit	1 - Police Sergeant 6 - Police Officers 2 - Security Officers

- (d) Clerical assistance to consist of two secretaries.
- (e) With the approval of the El Paso County Sheriff, one of the three sheriff deputies assisting the Department in undercover operations is to be assigned to the Narcotics Unit, one to the Vice Unit, and one to the Intelligence Unit.
- (f) All personnel and activities of the new "Special Operations Division" to be immediately located in a consolidated office environment.

- (2) Approve the S.W.A.T./Explosives Unit, when not involved in primary assignments, being used in special investigative activities.

- (3) Establish a uniform business approach for all the Division's operations, including:

- (a) Long- and short-range goals and objectives.

- (b) Policy and procedures manual.

- (c) Contractual agreements with the State of Colorado and El Paso County Sheriff's Office which adequately define purpose, goals, working relationship, and cost considerations.

- (d) Budgeting process.

- (e) Vehicle use and rotation program.

- (f) Scheduling and overtime use.

- (g) Consolidated filing and information system, as an integral component of the Department's system.

- (4) Approve the concept of cars being leased on an as-needed basis in support of undercover activities.

- (5) Direct the Department to research and report on the adequacy of its electronic and surveillance equipment and addition of such equipment needed by the new division.

- (6) Direct the new division commander to conduct a training needs assessment and, in concert with the Department's Training Section, to develop and implement the necessary training required.

Chapter IV - Airport Security Detail

Authors: Police Lieutenant James Lilly, Police Sergeant C. R. Cornelison, and Police Officer Donald English

This chapter addresses the responsibilities of the Colorado Springs Police Department to the Colorado Springs Municipal Airport relative to airport security. The study of this activity area was conducted by the Special Operations Unit, Uniform Services Division, in coordination with the Police Study Project, with the participation of Airport Administration, Airport Security Detail, and the Federal Aviation Administration (FAA).

The primary responsibility of the Colorado Springs Police Department to the Airport is to assist that agency in complying with Parts 107 and 108 of the Federal Aviation Regulations relative to airport security requirements. In addition, it enforces city, state, and federal laws on the Airport grounds and provides general security support.

Repeated acts of air piracy throughout the world resulted in the FAA establishing strict security requirements. These requirements under Part 107 of the FAA Regulations required screening for weapons and explosive devices prior to passengers boarding aircraft. Subsequent revisions to Parts 107 and 108 resulted in the need for law enforcement officers to be on duty on airport grounds at all times during airport operations and that such officers have probable cause arrest powers. Colorado Springs police officers staff the Airport Security Detail because of their probable cause arrest authority.

The Airport Security Detail presently consists of a sergeant and four police officers with primary responsibility to provide Law Enforcement Support which involves a response to the screening area within ten minutes. The Detail enforces all federal, state, and local laws on Airport grounds not strictly required under the Airport Master Security Program. Enforcement covers serious and non-serious incidents, plus traffic violations. A considerable amount of time is also devoted to general security services, both of a regular and periodic nature. Security checks are made of the screening area, office doors of both public and private agencies after closing, property perimeters, hangars, and parking areas. The Detail also administers a lost-property program.

At the present time, staffing of the Airport Security Detail to accomplish all of the above responsibilities is between 6:00 a.m. and midnight daily. This manpower schedule corresponds with the schedule of flights occurring throughout each day of the week.

The Airport Security Study confirmed that the Police Department has efficiently and effectively deterred the threat of criminal violence and air piracy in connection with Airport operations. It was determined that improvement could be made in manpower scheduling, vehicle fueling, communications, training, work load and record keeping, and prescribed responsibilities. Changes in three of six of these areas were effected during the study process. Areas in which improvements have already been made include manpower scheduling, work load and record keeping, and vehicle fueling. Improved communications requires that five 6-channel Convertacom radios be provided the Airport Security Detail. The Airport Security Detail training program should be expanded to include a comprehensive in-service training program. The responsibilities of the Police Department and Airport and their business relationship should be set forth in a written agreement.

Chapter IV recommendations are:

- (1) That the Police Department and Municipal Airport execute the proposed agreement, as detailed in the technical report, subsequent to City Attorney review, which sets forth:

- (a) Responsibilities of the Parties.
- (b) Resource commitments.
- (c) Operational policies and procedures.

- (2) That the Airport Security Detail's training program be expanded to include in-service training.
- (3) That \$13,000 be included in the Police Department's 1984 Budget to purchase five 6-channel Convertacom radios equipped with Police Channels 1, 2, 3, 4, and 5 and the Airport frequency.

Chapter V - Traffic Operations

*Authors: Police Captains Victor B. Morris and Pat McElderry,
Police Lieutenant James A. Rankine, and Police
Officers Alexander Weiss and Scott Murray*

Traffic responsibilities and performance by the Colorado Springs Police Department are reviewed in this chapter. The study was primarily conducted by two officers formerly assigned to the Department's Traffic Section and the previous commander of the unit. The study objective was to determine the extent to which the Police Department has an effective plan for managing its traffic enforcement responsibilities and the extent to which it is effectively carrying out such duties.

The primary study methodology was an analysis of existing operations and experiences, and observations of officers involved in traffic activity. The Police Project Phase I study included a review of the level and temporal nature of traffic accidents reported and traffic tickets issued. The Phase II study effort includes an analysis of Phase I impacts on work load performance and employee relation considerations, plus an in-depth study of the locations and nature of traffic accidents, work load performance, and special programs administered by the Traffic Section. The result of this analysis is a modification of the work schedule of a number of traffic officers from that proposed in Phase I.

In 1982 the City of Colorado Springs experienced 12,593 traffic accidents reported, or one accident for every 41 minutes. Included were 29 fatal accidents, 2,198 injury accidents, and 10,366 accidents involving property damage only.

The estimated cost of these accidents totaled \$27,286,020, more than double the value of property stolen in the City in that year. Although the number of accidents reported appears to be generally increasing at a rate less than the rate population is increasing, the number of traffic fatalities is increasing at an unacceptably high rate. Traffic fatalities over the last 17-year period have increased at 8.4 percent annually.

Using 1981 data, Project staff identified the 25 City locations in which the greatest number of traffic accidents occurred, considering frequency, severity of injury, and property damage. Of these 25 locations, the five most hazardous locations were in the intersections of Chelton and Platte, Uintah and Wahsatch, Murray and Platte, Murray and Palmer Park, and Platte and Powers. The accident reports in 1981 for these five intersections and a certain number of accident reports for the others were analyzed. Insight was gained on temporal aspects of the work load, causes of improper driving action and demographics of drivers. Several significant findings were developed from this analysis, the most important of which concerned the causes of the majority of accidents. The primary cause was improper left turns in front of traffic, and a secondary cause was the disregard of traffic control devices.

Also reviewed was the problem of alcohol-related traffic accidents, a subject which has received substantial national interest in recent years. This interest is probably founded on the fact that 40 to 55 percent of the fatally injured drivers had alcohol concentrations high enough to indicate intoxication. Study findings reveal that for Colorado Springs, 51 percent of the 1981 and 1982 traffic fatalities involved drivers which had been consuming alcohol. Drivers driving under the influence of alcohol continue to be a problem, even though the Department's D.U.I. program, since its inception in 1978, has resulted in increased arrests at an annual average rate of 71.98 percent. Arrests have increased from 336 in 1978 to 3,367 in 1982.

A review of work load accomplishments revealed that the efficiency and effectiveness in which traffic services are provided can be substantially improved. The two officers assigned to the school enforcement program cannot possibly accommodate all of the City's schools in enforcing traffic regulations in school zones and making safety education presentations. The level of investigation and number of cases cleared by the Hit and Run Unit needs to be increased. The level of traffic enforcement is below what it should otherwise be. Report preparation is not of satisfactory quality. Supervisors have not developed a traffic management program sufficient for effective use in allocating and directing manpower resources to improve the City's traffic conditions.

There is a need to substantially increase the use of selective enforcement programs and to better direct and evaluate individual officer performance levels.

The current traffic organizational structure has proven ineffective and, given the much broader line of authority problem that exists in the Uniform Services Division, a new strategic approach is required. It is proposed that the Traffic Section be decentralized. Such activities should be made the direct responsibility of each shift commander, with each shift having a traffic unit headed by a police sergeant. That unit would have a work schedule which closely correlates to that of the patrol officers on the shift. This organizational approach permits the continuance of traffic specialization, believed vital to further reductions in accidents and accident severity. However, it also ensures a single direction with increased accountability for a unified work force. The Hit and Run Detail should be transferred to the General Investigations Division, in keeping with the general investigative nature of the unit. The D.U.I. program should be made the primary responsibility of the graveyard shift, with all officers assuming primary program responsibility. The parking enforcement activity in the Marshal's Office should be transferred to the Police Department and assigned to the traffic sergeant on the day shift. With the assistance of staff, the Patrol Bureau deputy chief should be responsible for the development of a traffic management program, including such components as training, management, selective enforcement, accident investigations, hazardous condition control, planning, and evaluation. It should include both short- and long-range planning and provide for strong participation in intra-governmental environmental planning.

It is believed these changes should reduce the accident rate and resultant number of injuries, thus enhancing the vehicular safety environment for the City.

Chapter V recommendations are:

- (1) That the Traffic function be reorganized as follows:
 - (a) Decentralize the Traffic Section, delegating to the patrol commander traffic responsibilities relative their respective shifts, with specialized support.
 - (b) Reassign the Traffic Commander position and replace it with a Traffic Sergeant position.
 - (c) Assign traffic staff in accordance with the scheduling plan contained in this chapter of the technical report.

- (d) Create a position of Traffic Analyst for the development and administration of traffic information systems.
 - (e) Transfer the Hit and Run Detail to the General Investigations Division.
 - (f) Assume the responsibilities for parking enforcement activities currently administered by the Marshal's Office.
- (2) That the Department develop a complete traffic information data base and prepare a traffic management program oriented toward accident prevention, with special emphasis on injury accidents, containing both short- and long-term goals and action plans.
 - (3) That Departmental policy be modified to conform with state law, which requires police to investigate traffic accidents exceeding \$500 property damage only and that the Department comply with all traffic responsibilities set forth in Chapter 22, Article 1, of the City Code of Colorado Springs.
 - (4) That the Department assume a more active posture in the City's environmental design program relating to traffic and, in particular, participate in the Land Development Technical Committee.
 - (5) That the Department's D.U.I. program be improved by:
 - (a) Expanding data collection and analysis systems.
 - (b) Utilizing civilians proposed to be transferred from the Marshal's Office in processing D.U.I. arrests.
 - (c) Providing D.U.I. training to gain the use of all officers assigned to the graveyard shift in D.U.I. detection.
 - (d) Converting from two-man to one-man D.U.I. units.
 - (e) Making use of roadblocks in D.U.I. detection.
 - (6) That traffic officer performance be regularly evaluated.

Chapter VI - Tactical Operations

Authors: Police Captain Victor B. Morris and Police Officers Donald English and John Borini

Chapter VI provides insight into the findings of an operations audit of the Police Department's Tactical Enforcement Unit (T.E.U.) and its Special Anti-Crimes Squad (S.A.C.S.). Not included in the study is the Airport Security Detail, which is a component of the S.A.C.S. Unit.

The S.A.C.S. Unit was activated in September 1974 and initially was partially funded with funds from the Federal Law Enforcement Assistance Administration. The purpose of this unit was to reduce the number of burglaries and robberies by 15 percent in selected target areas and by 5 percent city-wide. T.E.U. became operational in the beginning of 1977 and was formed to meet the need for a flexible, highly-trained, and well-equipped unit to handle large-scale riot situations, armed barricaded suspects, terrorist activities, hostage situations, and V.I.P. security. Unlike the S.A.C.S. program, T.E.U. has, since its inception, been totally funded with City funds.

Both the S.A.C.S. and T.E.U. programs have accomplished their primary objectives. S.A.C.S. has had a substantial impact on the number of burglaries and robberies occurring within the target areas it has worked and T.E.U. has performed exceedingly well in S.W.A.T. and tactical call situations.

In recent years, the S.A.C.S. organizational and operational strategies have changed having the effect of deluding the purpose for which it was originally created. The unit is now responsible for explosives detection, disarmament, and transportation; for the installation and monitoring of cameras and alarm systems in business establishments experiencing high robbery rates; and for administration of false alarms reported by private alarm systems. Even though the S.A.C.S. Unit does continue to impact on the occurrence of robberies and burglaries, the Department's burglary and robbery arrest clearance rates have not substantially improved as a result of this unit's activities. Given that the level of burglaries and robberies reported since 1974 have largely leveled out, it is appropriate that the S.A.C.S. Unit be disbanded with the majority of officers transferred back to patrol. This action is in compliance with a recommendation made by the Rand Corporation in 1977, which recommended that police departments employ strike forces selectively and judiciously. In all likelihood, Rand reported, the relative advantage of strike force operations in a particular department will not persist; so the

department must accustom itself to creating and then terminating strike forces as circumstances may dictate. Any special approach that may be required to combat burglary and robbery rates should be assumed by patrol on an as-needed directed patrol basis.

Although the T.E.U. performance level is rather high, the work load for which it was created does not by itself justify the high expense for maintaining this unit's current organizational posture. T.E.U. responded to only 34 S.W.A.T. and tactical calls throughout 1981 and 1982. Such calls consumed only 835.7 man-hours, which represents only 2.3 percent of man-hours worked. The majority of their time was spent in training, special assignments, directed patrol, stakeouts, and other activity. Although a need exists to maintain a S.W.A.T. team integrity, cost-effectiveness considerations dictate that the unit spend less time in training and more time in productive activities. One of the recommendations of Chapter X of this report is that patrol be responsible for responding to all calls for service and be assisted by T.E.U. in S.W.A.T. and tactical situations. A need exists for increased undercover investigations in vice and narcotics, in servicing felony warrants, enforcing liquor laws, and for staffing other special details, which more befits the training, experience, and scheduling of the S.W.A.T. team.

It is worth noting that S.A.C.S. and T.E.U. personnel have traditionally been among the Department's most motivated and dedicated officers. The demise of the S.A.C.S. Unit will allow for persons assigned this unit returning to the Patrol Division to impact favorably on the shift to which they are assigned.

Chapter VI recommendations are:

That the Special Operations Unit be deactivated and its activities and personnel be reassigned as follows:

- (1) Special Weapons and Tactics (S.W.A.T.) be reassigned to the proposed Tactical Section of the Special Operations Division; S.W.A.T. to include two police sergeants and ten police officers, including Explosives Unit administration. Other officers in the division to be cross-trained in S.W.A.T. operations.
- (2) Special Anti-Crime Squad (S.A.C.S.) be disbanded and speciality burglary and robbery prevention and apprehension target-hardening programs, to the extent needed, be provided by patrol through directed patrol approaches and that S.A.C.S. personnel be reassigned as follows:

- (a) Two officers involved in the alarms management installation and monitoring program, to additionally assume the false alarm administrative duties, being transferred to the General Investigations Division.
- (b) One police sergeant and one officer (positions included in position total of Recommendation No. 1) representing the Explosives Unit being transferred to the Tactical Section of the proposed Special Operations Division to be supported by explosives officers assigned patrol shifts.
- (c) One police sergeant and four police officers assigned the Airport Security Detail being transferred to the Tactical Section of the Special Operations Division.
- (d) The remaining officers being transferred to patrol.

Chapter VII - Training Programs

Authors: Police Captain Pat McElderry, Police Lieutenant Paul Ricks, and Police Sergeant Larry Kraus

The Phase I study effort revealed the need to evaluate all elements of the Department's training program, to centralize all training functions, to eliminate four overlap days each deployment period used to conduct in-service training, and to terminate in-service training pending additional research planned for the Phase II study. Information was required on the type and level of in-service training that should be provided, the best scheduling approach for presenting the new in-service training curriculum, and how it complemented all other types of training. This chapter presents the findings of a study of all the Department's training programs.

For a training program to be efficient and effective, it must be developed using a systems approach. Considerable attention must be given to organizational goals and objectives, job classifications, job descriptions, organizational setting, community profile and nature of work load, job analysis, scientific and technological changes, resources and capabilities available for training, and a continuous needs assessment process. All of these issues were considered in the development of a study approach by which all aspects of the Department's training program could be reviewed. However, because the Department does not give sufficient consideration to all of these issues on an ongoing basis, the scope of the training study was narrowed to considerations of organizational setting for an operational approach and curriculum of training only.

Types of training the Department provides its officers can be categorized according to in-house and outside training. In-house training includes recruit and reserve training, recruit field training, in-service training, firearms training, and roll call training. Outside training consists of attendance at seminars and workshops for specialized training and providing reimbursement for college courses. A comprehensive needs assessment approach was developed to systematically analyze the training needs of officers in all of the Department's organizational units for the different training areas described.

The results obtained from each of the tasks that made up the needs assessment process were extremely poor, in that little information of value was obtained. It is believed the needs assessment process failed because many officers failed to participate; responses varied so widely, particularly among rank groups and different assignments, that there was almost no consensus as to training requirements; and some consistently responded with negative responses, polarizing the positive comments and invalidating the responses. The majority of sergeants failed to provide any insight to subordinates training needs. Little input of value was obtained from members of management.

Although the overall needs assessment effort was largely unsuccessful, certain key conclusions were able to be drawn:

1. The schedule for recruit and reserve academies should be held during summer months to the extent possible so as not to conflict with the proposed in-service training schedules.
2. Functional responsibility over all training should lie with the Training Division.
3. Training staff should be increased by the addition of two police officers (to be obtained by transfers) to permit improved planning, implementation, monitoring, and accounting of all the Department's training programs.
4. The recruit field training program should continue being operated on the swing and graveyard shifts, with recruits periodically being rotated from one shift to the other. Further, the program should continue including a remedial training program to assist recruits in attaining the level of performance required to pass the program and the added two weeks whereby recruits are permitted to work with detectives in follow-up investigations.

5. The in-service training program should initially be developed using the list of topics cited in the Findings Section of this chapter, but must be revised per findings of a new comprehensive needs assessment effort, which should be accomplished as soon as possible.
6. Managerial training ranks among the least satisfactory of all training programs and its development should receive the highest priority.
7. The Department should develop a training program master plan which provides for the accumulation and use of substantial information on talents, capabilities, and deficiencies of Department personnel.

Chapter VII recommendations are:

- (1) Establish the Training Division as the Department's central training authority, expanding staff by two police officer positions.
- (2) Implement a mini-academy in-service training program for all sworn personnel, with academies scheduled to coincide with low annual work load periods.
- (3) Implement roll call training, supplemented by a monthly roll call bulletin.
- (4) Structure and implement a managerial and supervisory development program in coordination with the City Personnel Office.
- (5) Design and implement a night and combat firearms course as part of the in-service training program.
- (6) Structure an ongoing systematic needs assessment effort to determine individual and organizational training needs.
- (7) Purchase a microcomputer on which to automate all training related information.

Chapter VIII - Career Development

Authors: Police Deputy Chief William P. Flanagan, Police Captain Pat McElderry, and the Director of the Operations Resource Unit, Thomas F. Paine

In July 1982, the Colorado Springs Police Department awarded a contract to the consulting firm of Seberhagen and Associates to develop the requirements for a Career Development Program. Career development is a general term which includes personnel programs involving a combination of accurate job descriptions; conscious planning of job design to match organizational goals and objectives; job-related training; conscious planning of horizontal and vertical movement of employees; and integration of employee interests with the needs of the organization to the extent possible. The Department realized human resource planning could be substantially improved and that a Career Development Program tailored to meet the needs of the Department was necessary. The program needed to encourage and maximize employee growth and development and job satisfaction, while contributing to the achievement of organizational objectives. This chapter presents insight to the specific project goals and consultant findings and recommendations. In addition, it identifies that portion of the consultant's recommendations which are proposed for immediate implementation.

The Project commenced with a consultant's visit to the Colorado Springs Police Department on August 2-3, 1982. The main purposes of this visit were to open lines of communication, review the objectives of the Project, make final revisions to the technical approach, and collect available documents relative to the Project. The consultant attended group meetings and conducted interviews with top staff, the City Personnel Director, and various officers and civilian employees. He obtained and reviewed available City, Police Department, and outside documents relative to the Project. He designed questionnaire surveys to permit sworn and various civilian employees to have input to the study process. The consultant analyzed the questionnaire survey results and other documents, conducted follow-up interviews and observed work firsthand, to the extent feasible, to form preliminary findings and recommendations. His preliminary findings and recommendations were reviewed by Police Study Project staff and an Ad Hoc Project Review Committee appointed by the Chief of Police.

The major career development concerns identified by employees as reported by the consultant are:

- * Difficulty in obtaining transfers to desired job assignments;

- * Poor matching between job assignments and career interests;
- * Assignment of work on the basis of favoritism and seniority rather than the ability to do the work;
- * Poor training for future jobs within the Colorado Springs Police Department;
- * Promotional examinations which are not job-related.

The consultant found current Department management personnel practices have the effect of discouraging transfers, proper training for future jobs, development of police generalists, and optimum use of available human resources.

The consultant submitted recommendations on such subject matters as job descriptions, employee transfers, employee training, civilianization of sworn positions, merit pay, performance appraisal, and steps to implement a Career Development Program. The consultant recommended the establishment of a formal program of job rotation and job-related training for sworn officers and supervisors with emphasis on upgrading the duties and responsibilities of the patrol function. He recommended the development of a technical career track as a supplement to the existing supervisory career track. He suggested that civilian talent exists to place in job assignments not requiring the capabilities of sworn personnel. To ensure proper development and implementation of the Career Development Program, he recommended the establishment of a Human Resources Division in which to consolidate record keeping, planning and personnel management functions needed to administer the program. The consultant developed job descriptions to assist management in deployment, budgeting, and reorganization decisions.

The Police Study Project and the Ad Hoc Project Review Committee determined that the consultant's recommendations were sound in concept and deserved consideration. It was noted, however, that action was already being taken with regard to certain of the recommendations and elements of others were deemed inappropriate for the organization at this time. For example, organization/operational changes to be recommended in the Police Project Phase II study make it inappropriate at this time to civilianize some of the positions that the consultant had found did not require the capabilities of sworn officers. Both the Police Study Project and the Ad Hoc Project Review Committee concluded that the most important of the recommendations submitted was regarding the development of a master plan for the development of police generalists, which includes regular transfers as a key element of the plan. The second most

important recommendation involves the development and use of a police technical career track. These and other actions deemed appropriate at this time are addressed in the attached Recommendations section of this chapter.

Chapter VIII recommendations are:

- (1) Establish a mandatory system of job rotation for sworn personnel in ranks of Police Officer through Deputy Chief which generally provides for all personnel transferring into the Patrol Division within specified time periods.
- (2) Take the required steps to develop a Technical Police Operations Career Track through which officers would rotate in order to increase officer job satisfaction and advancement opportunities by the development of non-supervisory police generalists.
- (3) Establish an annual merit compensation awards system for recognizing, through monetary payments, outstanding police officer performance.
- (4) Conduct job analysis of all unique civilian positions, as well as those positions currently occupied by uniformed police officers for which civilianization seems appropriate, and design necessary classifications to ensure meaningful civilian career tracks.
- (5) Establish a formal light-duty assignment policy similar to the policy that applies to civilian personnel to effectively handle the problems associated with officers who are temporarily unable to perform normal assignments due to physical or emotional disabilities.
- (6) Restructure the Department's training system as discussed in Chapter VII of the technical report to provide a centralized, coordinated approach through which organization and individual training needs can be assessed and a program can be designed to develop police generalists, effective managers, and other skilled personnel necessary to accomplish the Department's objectives.

- (7) Support Personnel Department efforts to develop valid, job-related promotional examinations for all police civil service promotional positions by providing whatever resources and cooperation necessary to successfully complete the project.
- (8) Design and regularly administer an effective performance appraisal procedure for all Colorado Springs Police Department employees.
- (9) Institute a new position of Staff Programs Supervisor within the proposed Administrative Bureau to be responsible for the development and administration of the Career Development Program, along with other Department personnel functions to be consolidated into this Bureau.

Chapter IX - Marshal's Office

Authors: Police Lieutenant James A. Rankine and Police Officer J. R. Hayden

The Police Study Project's orientation is mainly the operational analysis of the Colorado Springs Police Department; however, a determination was made to include in the Phase II effort the study of the Marshal's Office. This City's marshals, pursuant to interpretation of the State Criminal Code, have peace officer status and are therefore authorized to enforce federal, state, and local laws. The City Manager, however, has limited the Marshal's Office role to that primarily involved in providing law enforcement services for the Municipal Court only. The purpose in studying the Marshal's Office was to answer such questions as:

1. To what extent is there overlapping jurisdiction between the Police Department and the Marshal's Office responsibilities and service delivery efforts?
2. Are all of the activities performed by the Marshal's Office necessary, and if so, are they being performed in an efficient manner?
3. Is there a more optimal plan for rendering such services?

The Marshal's Office has three primary areas of responsibilities, and the manner in which resources are utilized in fulfilling these are as follows:

<u>Responsibility</u>	<u>Estimated Percent Resource Commitment</u>
Serving of legal documents	54.0
Prisoner and cash transport and courtroom security	13.0
Parking meter enforcement	<u>33.0</u>
	<u>100.0</u>

Legal documents served include warrants, subpoenas, complaints and summonses, show cause orders, bad-check follow-up, and miscellaneous papers. Prisoner and cash transport and courtroom security encompass the transporting of City prisoners and bond and fee monies from County Jail to Municipal Court and Violations Bureau, respectively; transporting of Violations Bureau receipts to the Office of the City Clerk-Treasurer; and maintenance of order during courtroom hearings. Parking meter enforcement covers 2,204 parking meters located almost entirely in the downtown area.

The Police Study Project Phase I recommendations were partially aimed at increasing the amount of patrol time available for directed assignments at certain times of the day and day of the week. Monitoring of the Phase I enhancements, as discussed in Chapter I of this report, has revealed that sufficient blocks of uncommitted time now exist to accommodate the development of a substantially improved patrol management program. Plans for utilizing this time include improved traffic enforcement, expansion of D.U.I. program, increased crime prevention, a role in follow-up of reported crime investigation, directed patrol assignments, and legal document service. Legal documents to be served include misdemeanor and felony warrants out of County and District Courts, respectively.

The transfer of misdemeanor warrants out of Municipal Court from the Marshal's Office to the Police Department, along with other legal document services furnished by the Marshal's Office, would be extremely cost effective. Uncommitted patrol time exists to perform these activities, and the transfer of these responsibilities to the Police Department could either permit a budget reduction or enable the saved man-hours to be applied to other critical police service needs. Should the uncommitted patrol time eventually be consumed on more critical service requirements, the document service requirements of a less conflicting nature could be assumed by other job categories.

Affected Marshal's Office positions can be reclassified and utilized in the "desk assignment" and in supporting the expansion of the D.U.I. program. Improved supervision can be provided to and levels of service received from the parking meter enforcement, prisoner transport, and courtroom security programs, if they also are transferred to the Police Department.

Chapter IX recommendations are:

- (1) That the Marshal's Office be transferred from the Office of the City Clerk-Treasurer to the Police Department and the Police Department be responsible for coordinating the drafting of the enabling legislation and developing an implementation strategy for accomplishing this action.
- (2) That the Marshal's Office be integrated into the Police Department by reclassifying/utilizing Marshal's Office positions in the following manner subject to Personnel Department approval of job duties, classification, and pay levels:

<u>No. Positions</u>	<u>Present Classification</u>	<u>Proposed Classification</u>	<u>Proposed Use</u>
4	Parking Enforcement Officer	No Change	Parking Enforcement
1	Marshal Chief	Police Service Aide	Supervisor of Desk, DUI & Teleserve
4	Marshal	Deputy Police Service Aide	Desk & DUI
2	Marshal	Security Officer	Court Security & Prisoner Transport
1	Secretary	No Change	Clerical
1	Clerk Dispatcher	Dispatcher	Radio Room
1	Clerk Adm. II	No Change	Case Status

- (3) That patrol officers assume the responsibility of serving legal documents now served by the Marshal's Office.

- (4) That parking citations be excused in conformance with the provisions of City Code 4-5-105, as to be modified, and with a policy to be developed for the City Manager's consideration which defines the procedural process.
- (5) That vehicles accumulating three unpaid parking tickets be entered in the Police Department's Want and Warrant Program and this be the point from which the Boot List is prepared and that all owners of vehicles against which a parking ticket goes unpaid be sent a delinquent notice.
- (6) That the letter program for warrant servicing used by the Marshal's Office be expanded by the Police Department to include a second follow-up letter.
- (7) That the Police Department complete a study of all costs involved to service: (1) warrants and propose appropriate adjustments to the \$10 and \$20 fees now in use along with its application to show cause orders, and (2) subpoenas requested by the defendant and propose a fee to recover such service process costs.

Chapter X - Organizational Analysis

Author: James W. Ross, Project Director

Recommendations proposing organizational change were included in almost all of the previous chapters. A new organizational strategy, which incorporates all of the prior recommendations for organizational change, is included in this chapter.

The Police Department is currently comprised of four bureaus, the Operations Bureau, the Inspection Services Bureau, the Staff Services Bureau, and the Support Services Bureau, each headed by a deputy chief. This configuration has been in effect since November, 1974. By far, the largest bureau is the Operations Bureau, which is comprised of the Investigations Division and the Patrol Division. The Operations Bureau includes 348 positions, or 68.5 percent of the Department employment authority. Department employment authority totals 508, with 121 civilians and 387 uniformed officers.

The proposed organizational strategy includes three bureaus and an Executive Support Office. The Patrol Bureau, the Investigations Bureau, and the Executive Support Office are to be headed by deputy chiefs. The Administrative Bureau is to be headed by a director of administration, which will initially be filled by one of the existing deputy chiefs.

The proposed organization strategy provides for the Department's budget programs being expanded from seven to nine; substantially improves position and budget span of control; includes 11 new administrative/management positions, to be offset by the reduction of uniformed positions of various ranks, from various organizational units; provides for the consolidation of all undercover investigative activities; substantially improves uniformed field operations lines of authority; permits the Department's management concept to be expanded through the exemption of police captains from the Civil Service system; incorporates position authorities transferred from the Marshal's Office; and establishes an Operations Support Division in the Executive Support Office in which to consolidate and develop an integrated management information system and develop improved management capabilities for utilizing such information generated.

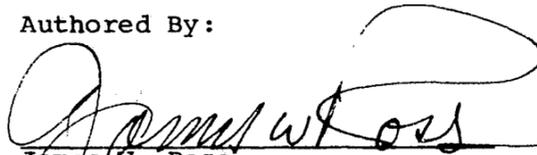
Eleven police officer positions were eliminated from the Department employment authority as a result of the Phase I study, and it has been found that additional police officer positions can be eliminated due to the Department's continuing reduced work load. Inasmuch as almost all of the Department's police officer positions are filled, reductions will take place over time. Such reductions will permit the hiring of civilian managers and technical personnel required in such areas as planning, computers, financial administration, and property management. The Department does not require additional position authorities, it simply needs a different mix of existing position authority.

Chapter X recommendations are:

- (1) Approve the Police Department implementing the proposed organizational strategy presented in Appendix A of this Executive Summary.
- (2) Approve the budget program structure presented in Appendix B of this Executive Summary.
- (3) Approve the proposed reclassification of positions presented in Table X-3 of the technical report.
- (4) Initiate action to exempt future police captains from the Civil Service System.

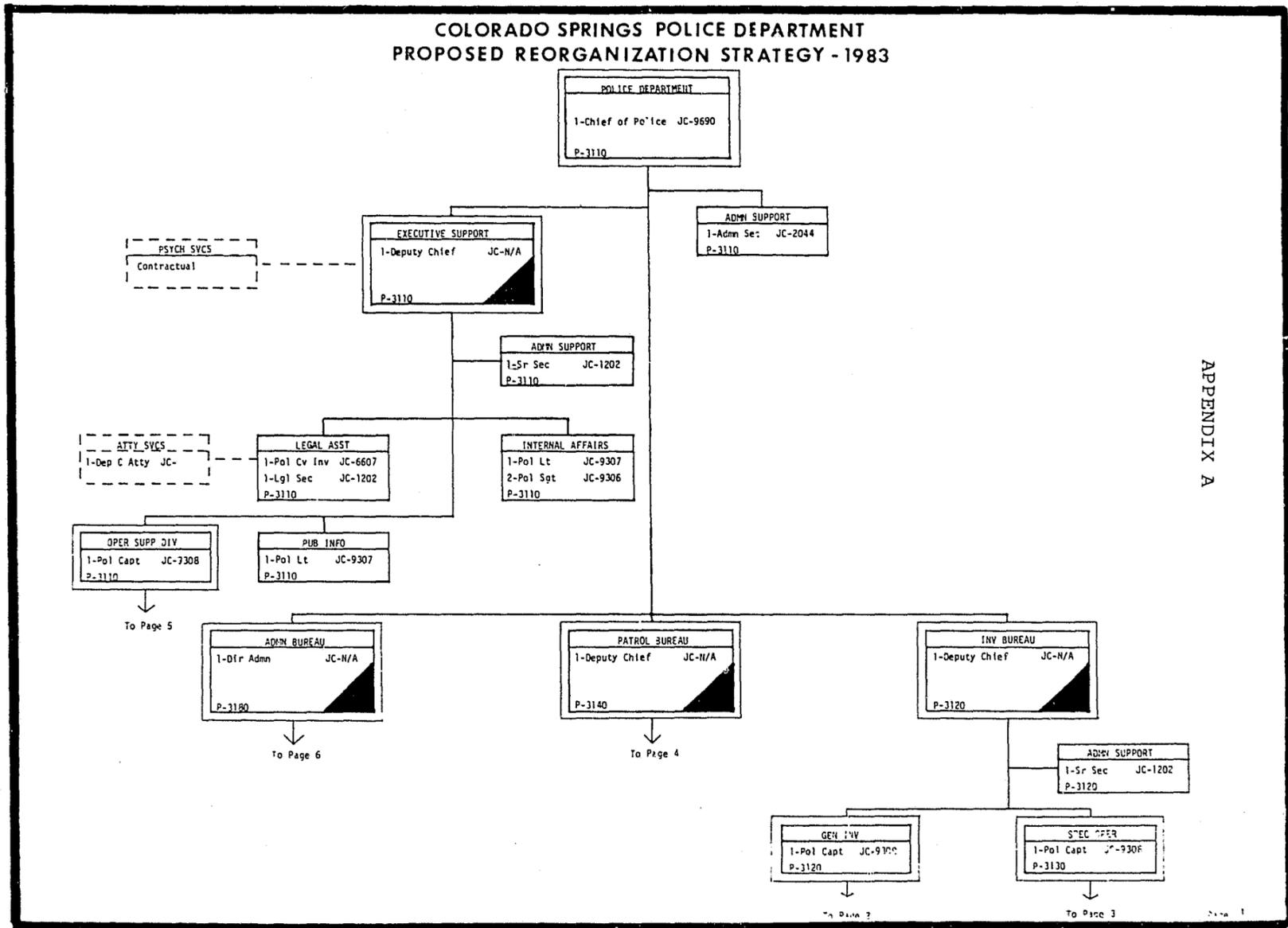
- (5) Direct the Police Department to prepare a master plan by which all Phase II recommendations may, on a timely basis, be realized, including the conducting of a space study by which new facility construction is addressed, with this master plan being administered by the Steering Committee.

Authored By:



James W. Ross
Project Director

**COLORADO SPRINGS POLICE DEPARTMENT
PROPOSED REORGANIZATION STRATEGY - 1983**



APPENDIX A

35

To Page 2

To Page 3

To Page 1

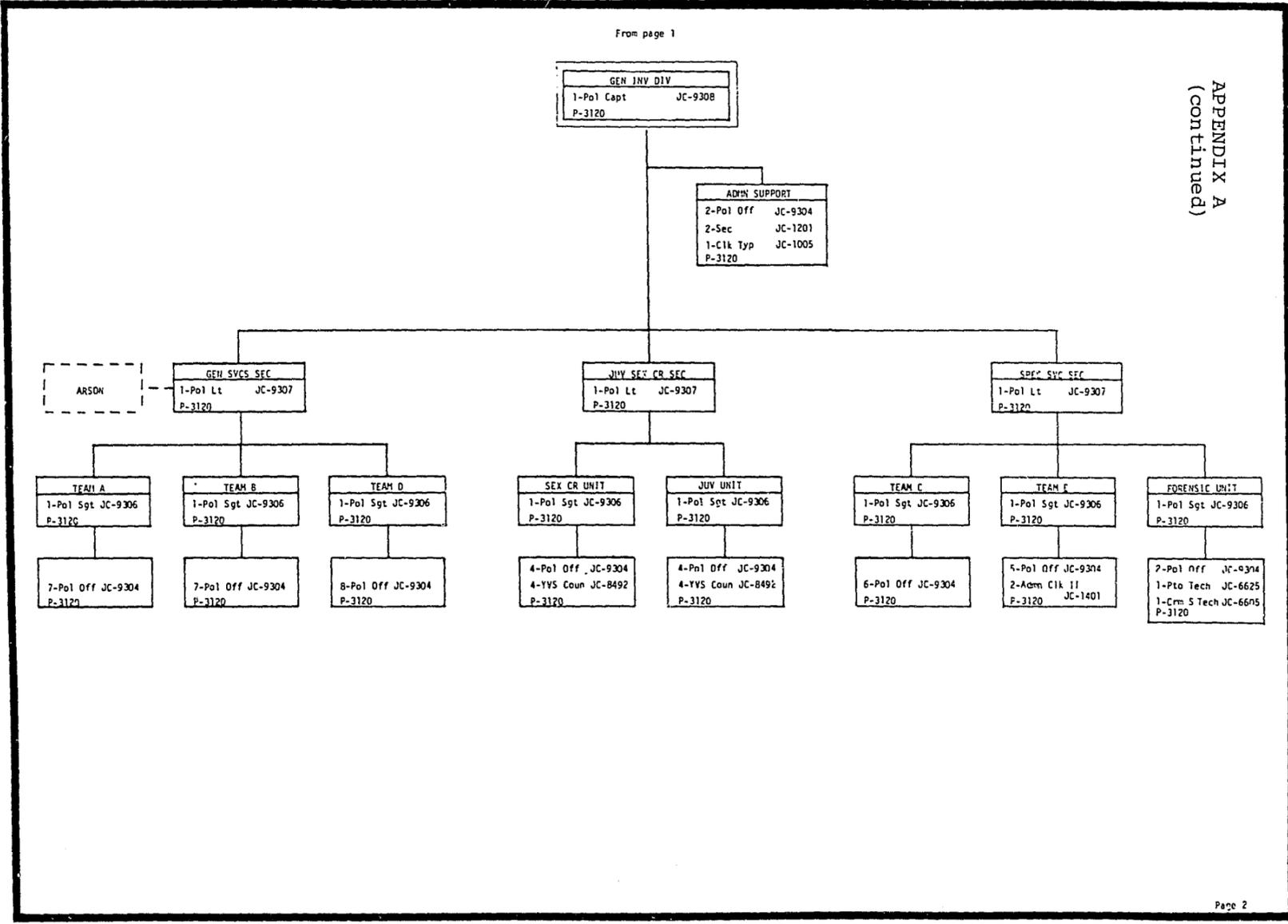
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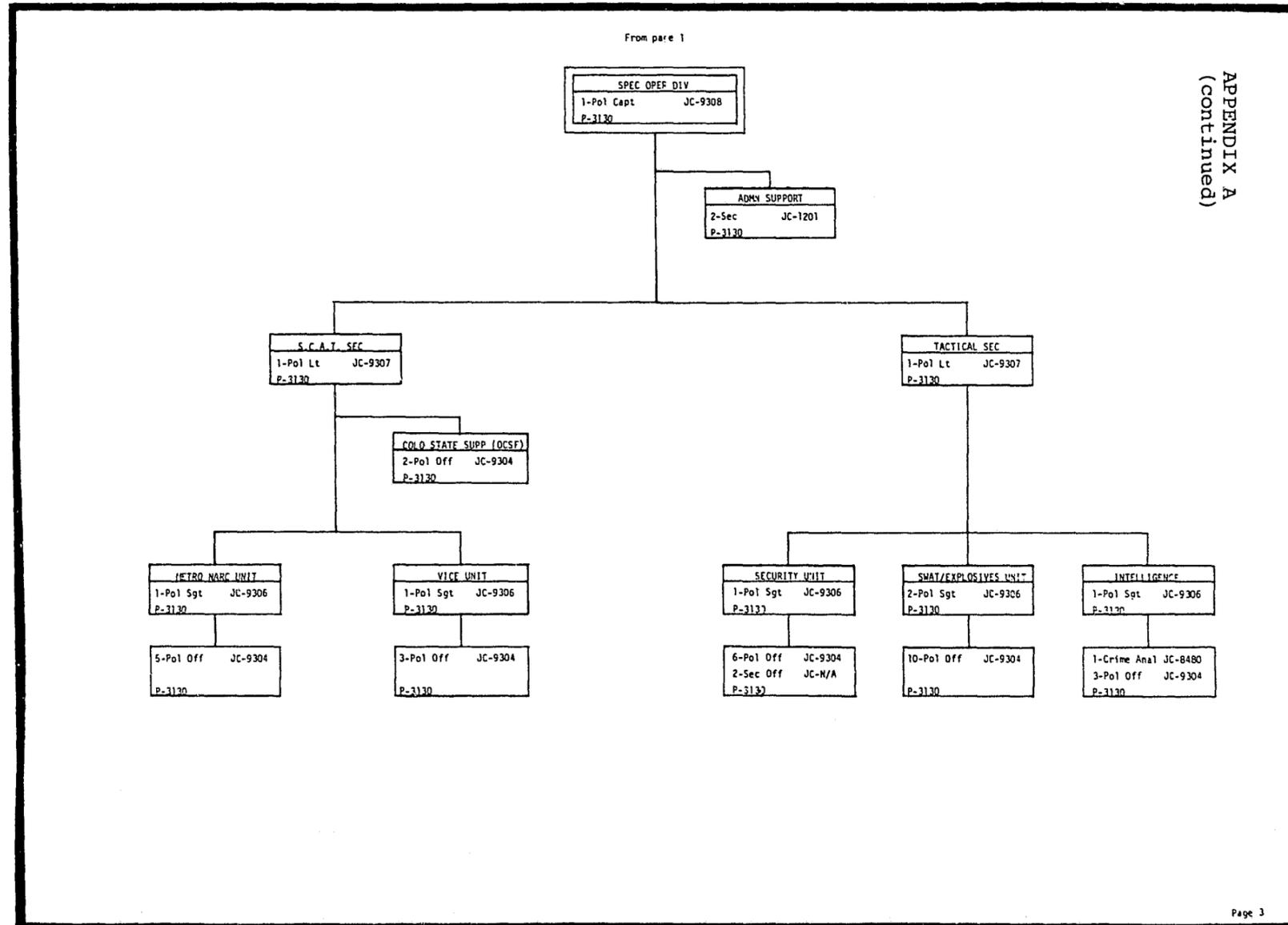
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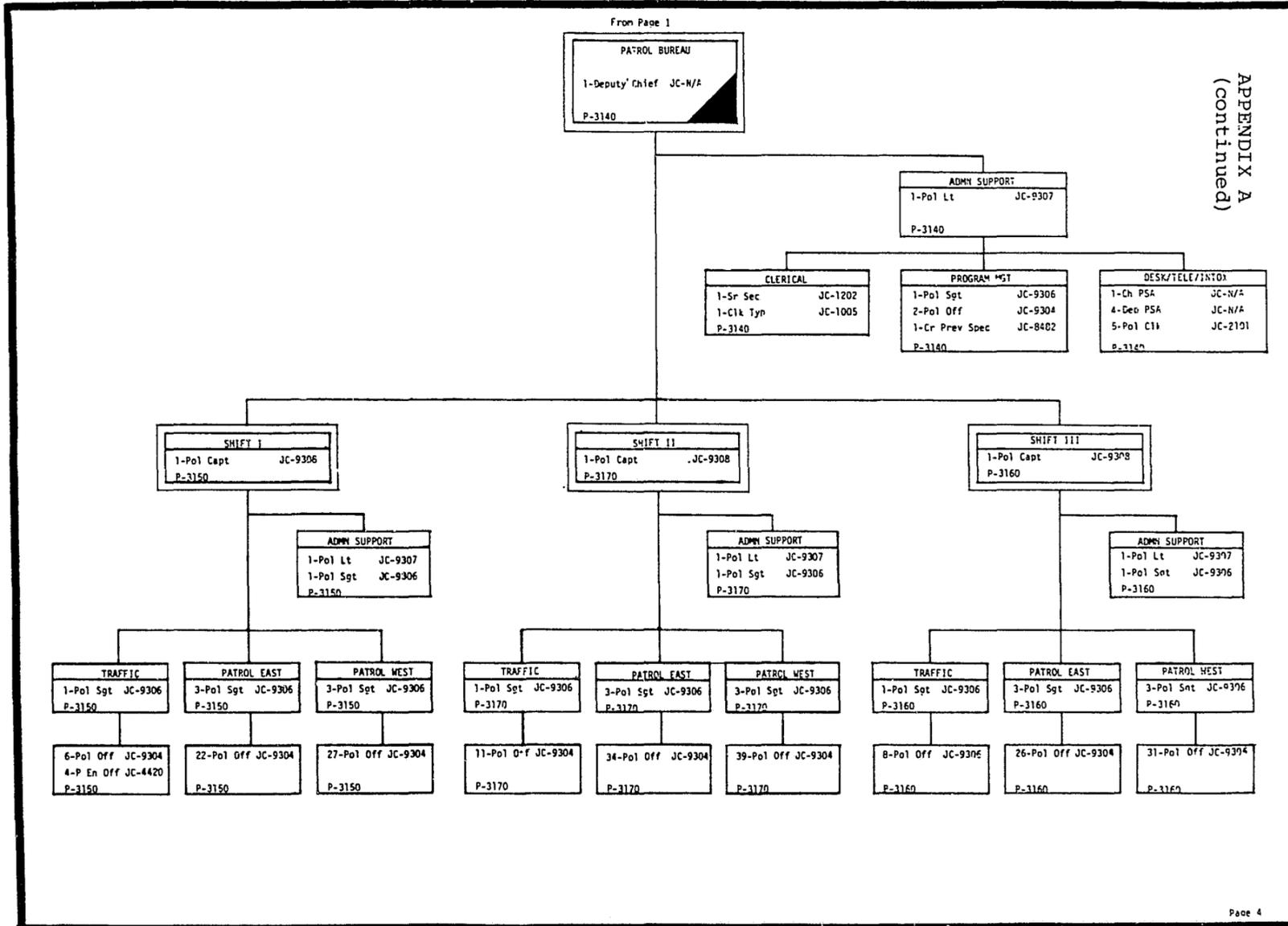
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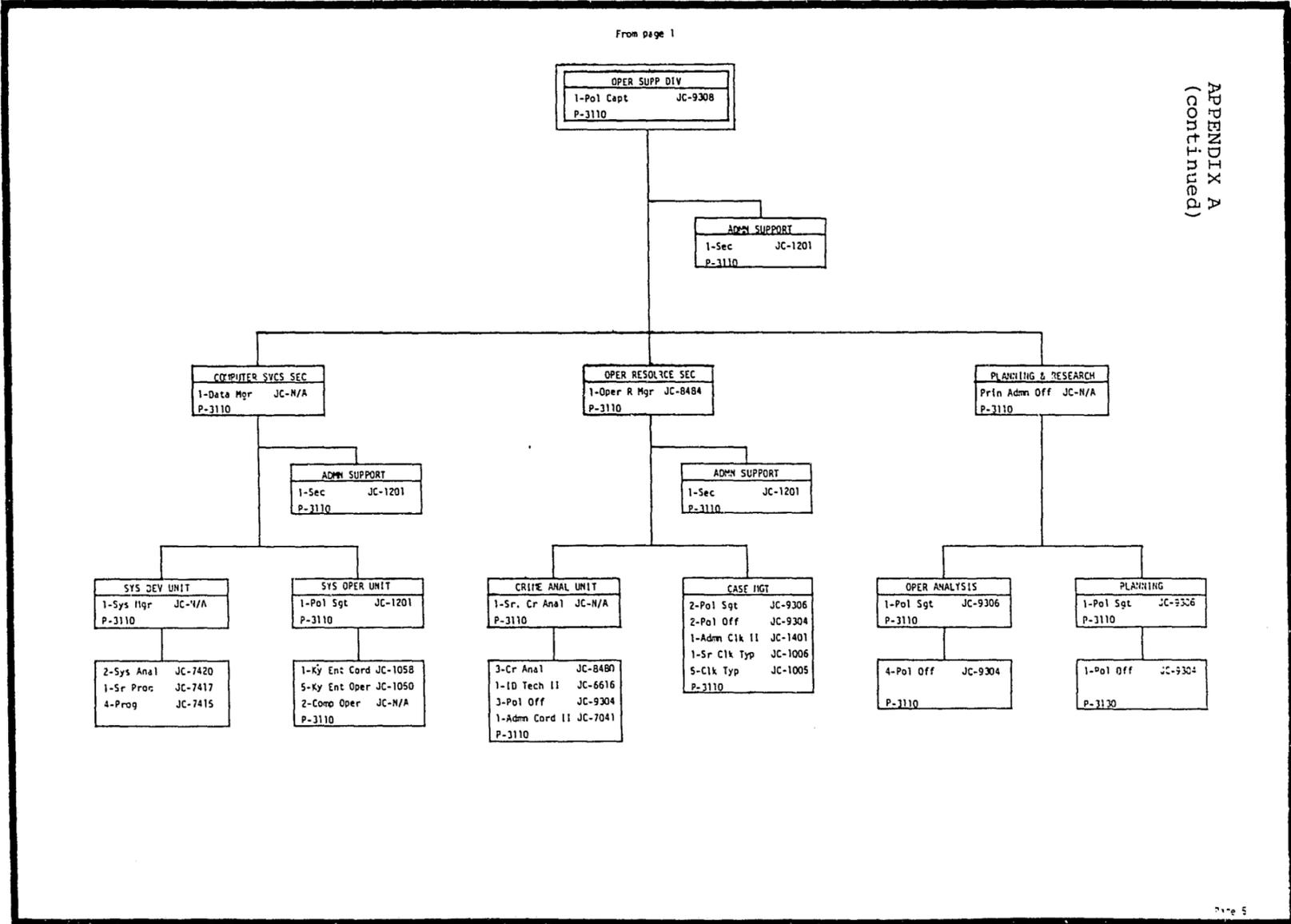


36

APPENDIX A
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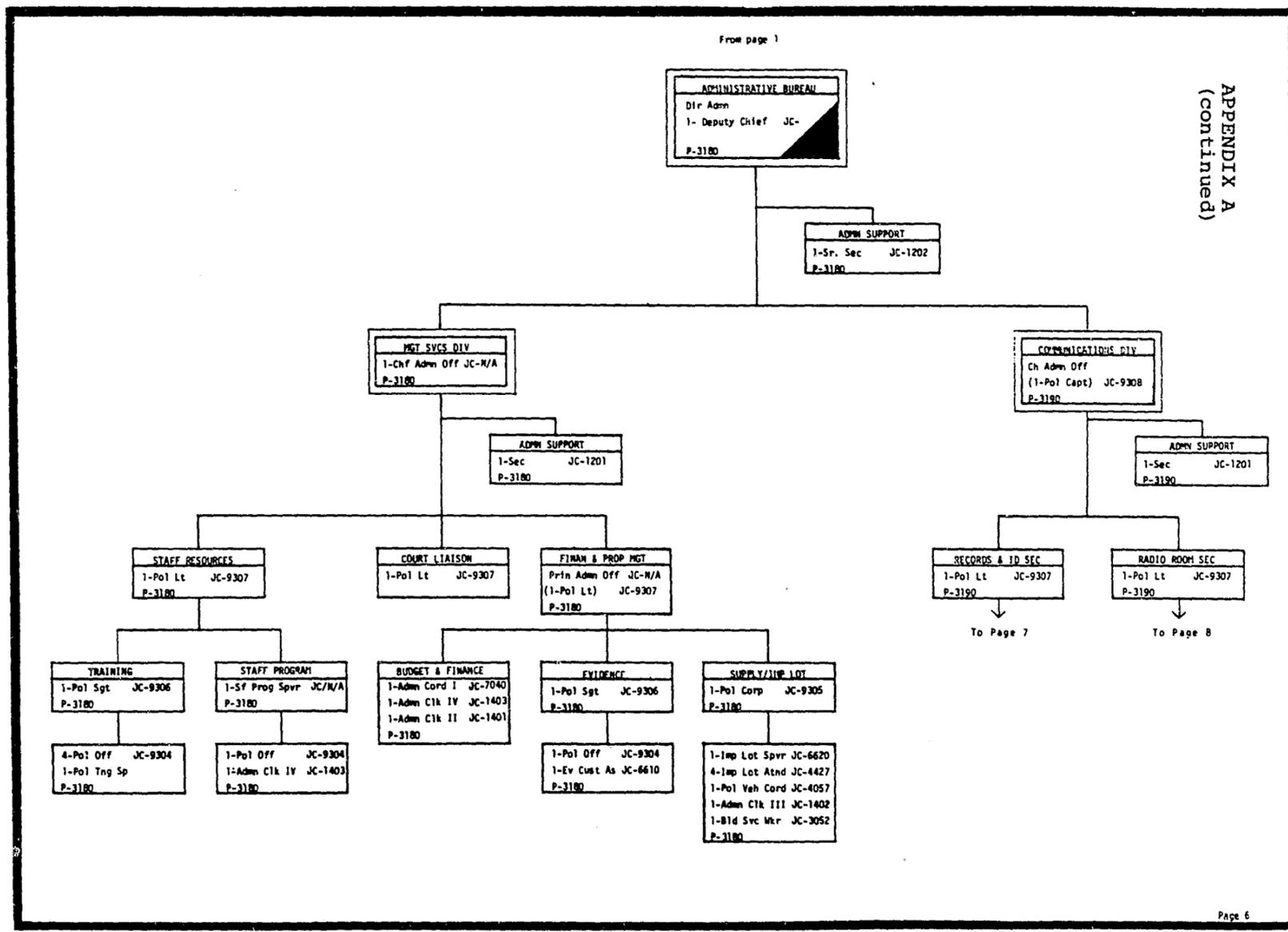


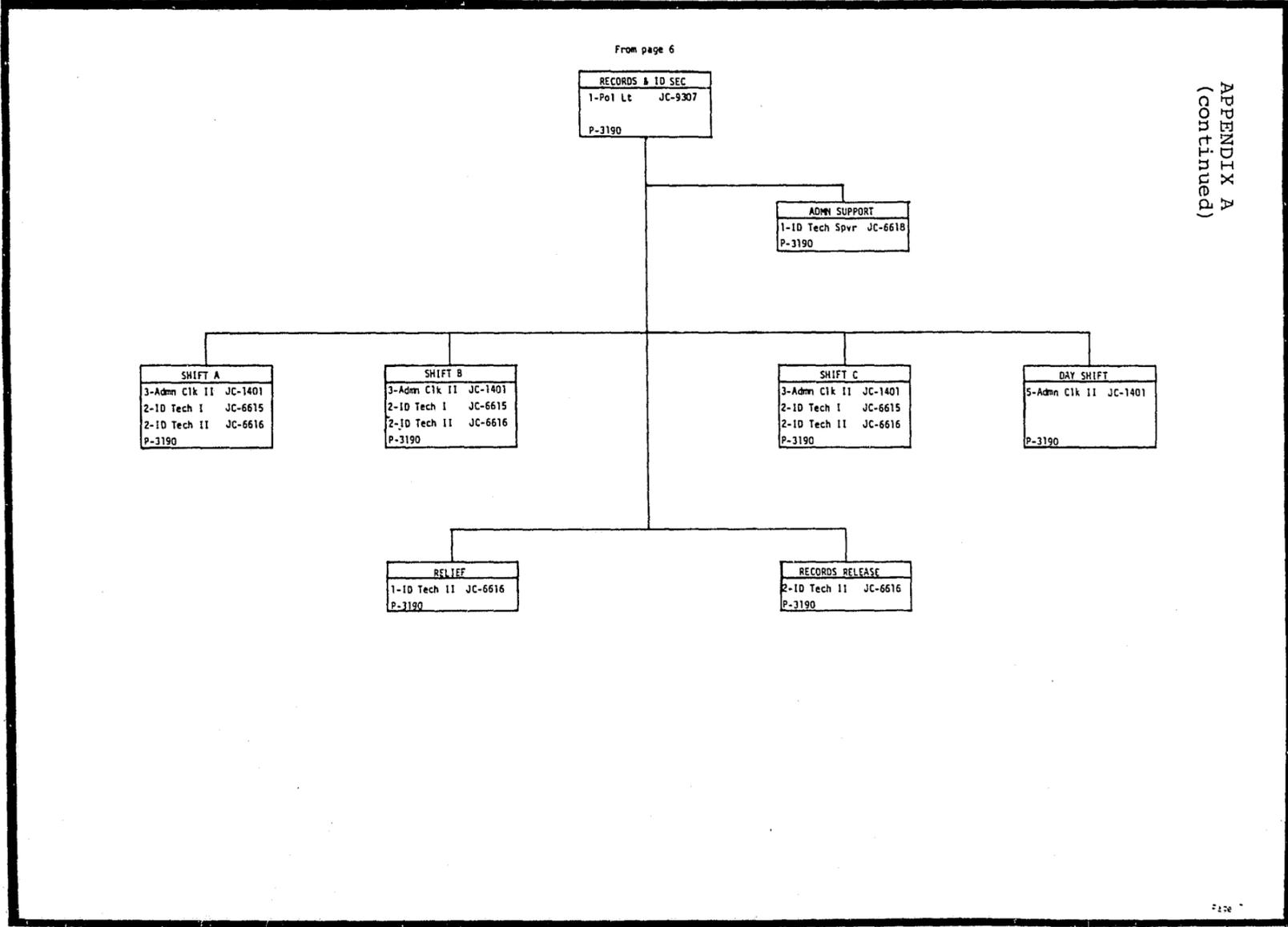
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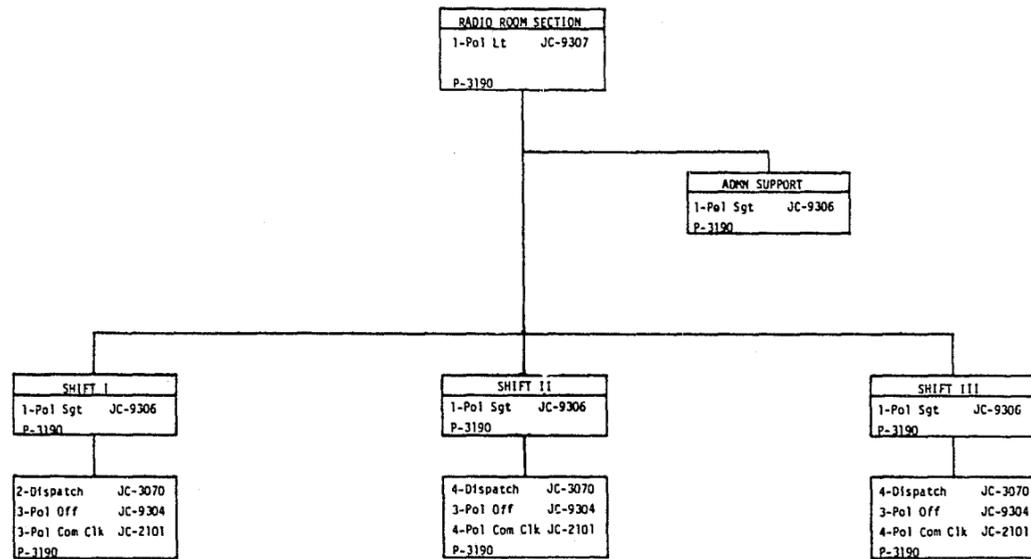




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APPENDIX B

COLORADO SPRINGS POLICE DEPARTMENT
 PROPOSED EMPLOYMENT AUTHORITY
 BY BUDGET PROGRAM, JUNE 1983

Job Title	* Budget Program						Total Authority			
	3110	3120	3130	3140	3150	3160	3170	3180	3190	
<u>Civilian</u>										
Youth & Victim Srvc Mngr										
Youth & Victim Srvc Couns		8								8
Police Volunteer Coord								1		1
Police Training Spec										
Police Project Director										
Crime Prevention Spec				1						1
Crime Analyst	3		1							4
Systems Analyst	2									2
Programmer Spec Senior	1									1
Programmer	4									4
Administrative Coord I								1		1
Photographic Tech		1								1
Police Impound Lot Supv								1		1
I.D. Tech Supv									1	1
I.D. Tech II	1								9	10
I.D. Tech I									6	6
Evidence Custodian Asst								1		1
Police Civil Investigator	1									1
Crime Scene Tech		1								1
Police Impound Lot Attdt								4		4
Police Vehicle Coord								1		1
Dispatcher									9	9
Bldg Srvc Worker III								1		1
Police Complaint Clerk									11	11
Police Clerk				5						5
Clerk Adm IV								2		2
Clerk Adm III								1		1
Clerk Adm II		2						1	14	17
Secretary Adm	1									1
Secretary Senior	1	1		1				1		4
Secretary	3	1	2					1	1	8
Secretary Legal	1									1
Key Entry Coordinator	1									1
Key Entry Operator	5									5
Clerk Typist Senior	1									1
Clerk Typist	5	1		1						7
Adm Coord II	1									1
Data Manager	1									1
Systems Manager	1									1
Operations Resource Mngr	1									1
Senior Crime Analyst	1									1
Computer Operator I	2									2
Prin Adm Officer	1							1		2
Chief Adm Officer								1	1	2
Director of Admin								1		1
Staff Programs Supervisor								1		1
Subtotal	38	15	3	8				20	52	136

APPENDIX B

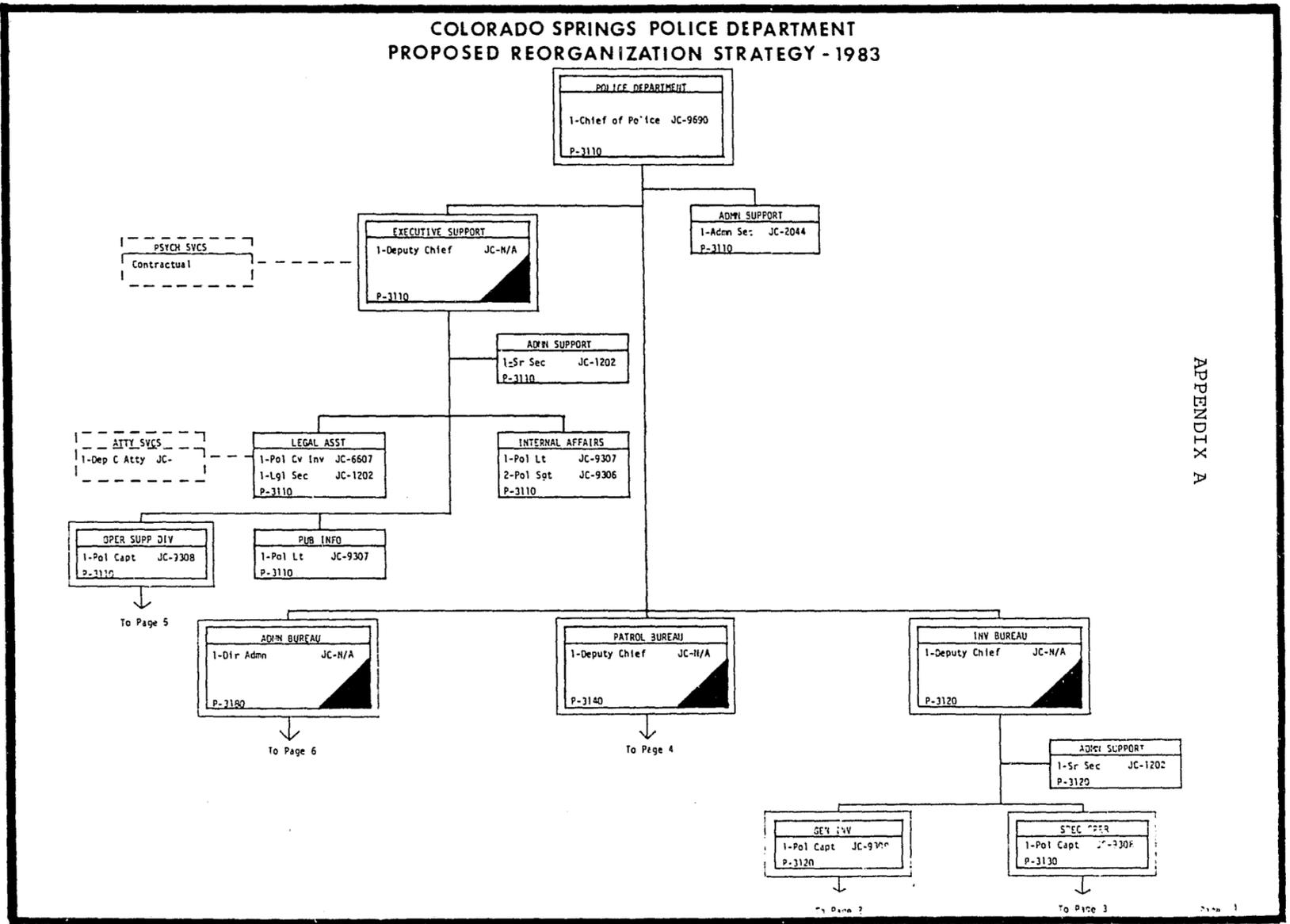
COLORADO SPRINGS POLICE DEPARTMENT
 PROPOSED EMPLOYMENT AUTHORITY
 BY BUDGET PROGRAM, JUNE 1983
 (Continued)

Job Title	* Budget Program									Total Authority
	3110	3120	3130	3140	3150	3160	3170	3180	3190	
<u>Marshal's Office</u>										
Parking Enforcement Offcr					4					4
Marshal Chief										
Marshal										
Secretary		1								1
Clerk Dispatcher										
Clerk Adm II	1									1
Deputy PSA				4						4
Chief PSA				1						1
Security Officer			2							2
Dispatcher									1	1
Subtotal	1	1	2	5	4				1	14
<u>Uniformed</u>										
Police Chief	1									1
Police Deputy Chief	1	1		1						3
Police Officer	10	45	29	2	55	65	84	6	9	305
Police Corporal								1		1
Police Sergeant	7	8	6	1	8	8	8	2	4	52
Police Lieutenant	2	3	2	1	1	1	1	2	2	15
Police Captain	1	1	1	1	1	1	1			6
Subtotal	22	58	38	5	65	75	94	11	15	383
TOTAL	61	74	43	18	69	75	94	31	68	533

* Police Budget Programs

Number	Title
3110	Executive Office
3120	General Investigations
3130	Special Investigations
3140	Patrol Administration
3150	Patrol - Day Shift
3160	Patrol - Midnights
3170	Patrol - Swings
3180	Administrative Management Services
3190	Administrative Communications

**COLORADO SPRINGS POLICE DEPARTMENT
PROPOSED REORGANIZATION STRATEGY - 1983**



35

APPENDIX A

To Page 5

To Page 6

To Page 4

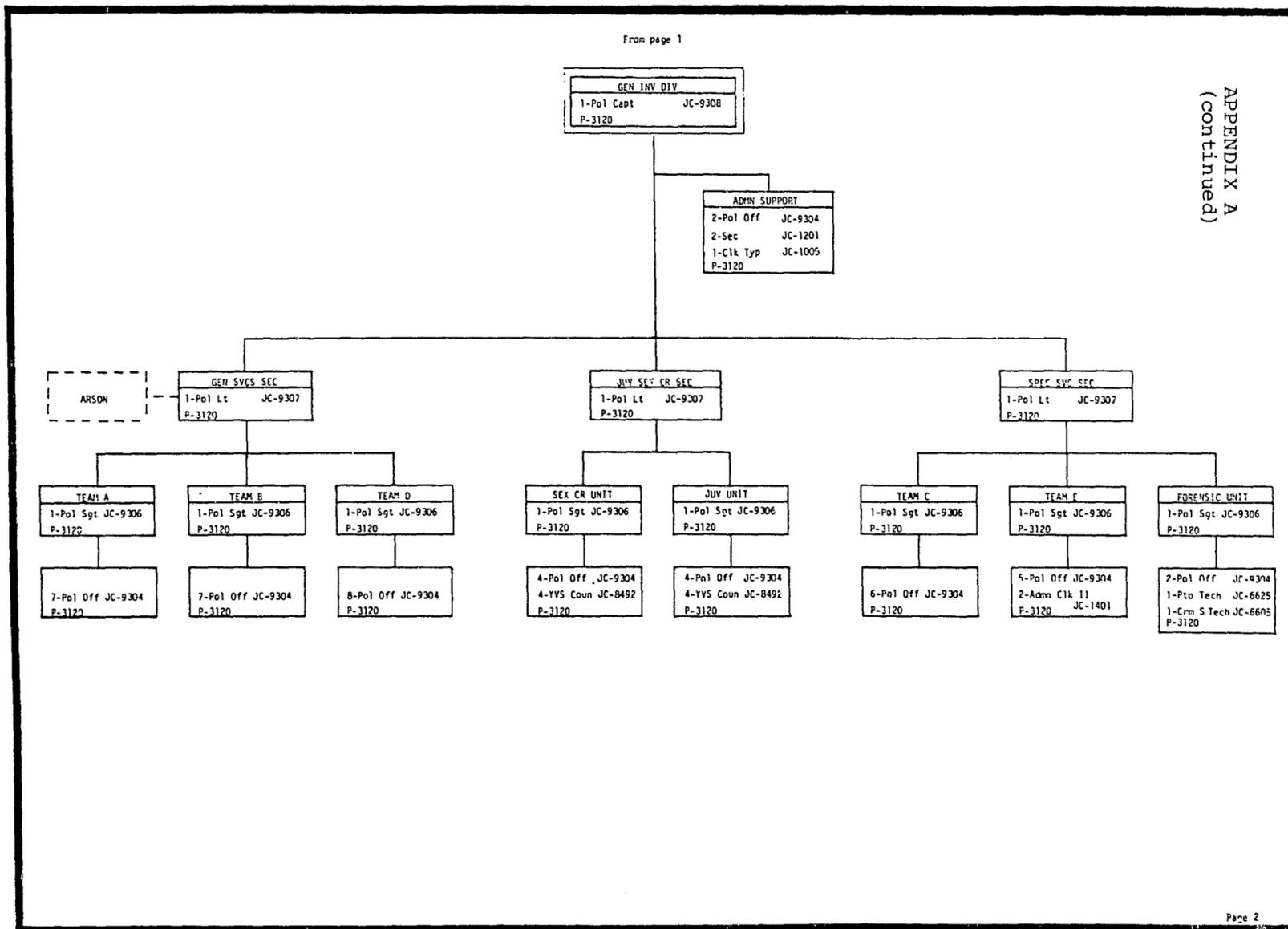
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To Page 3

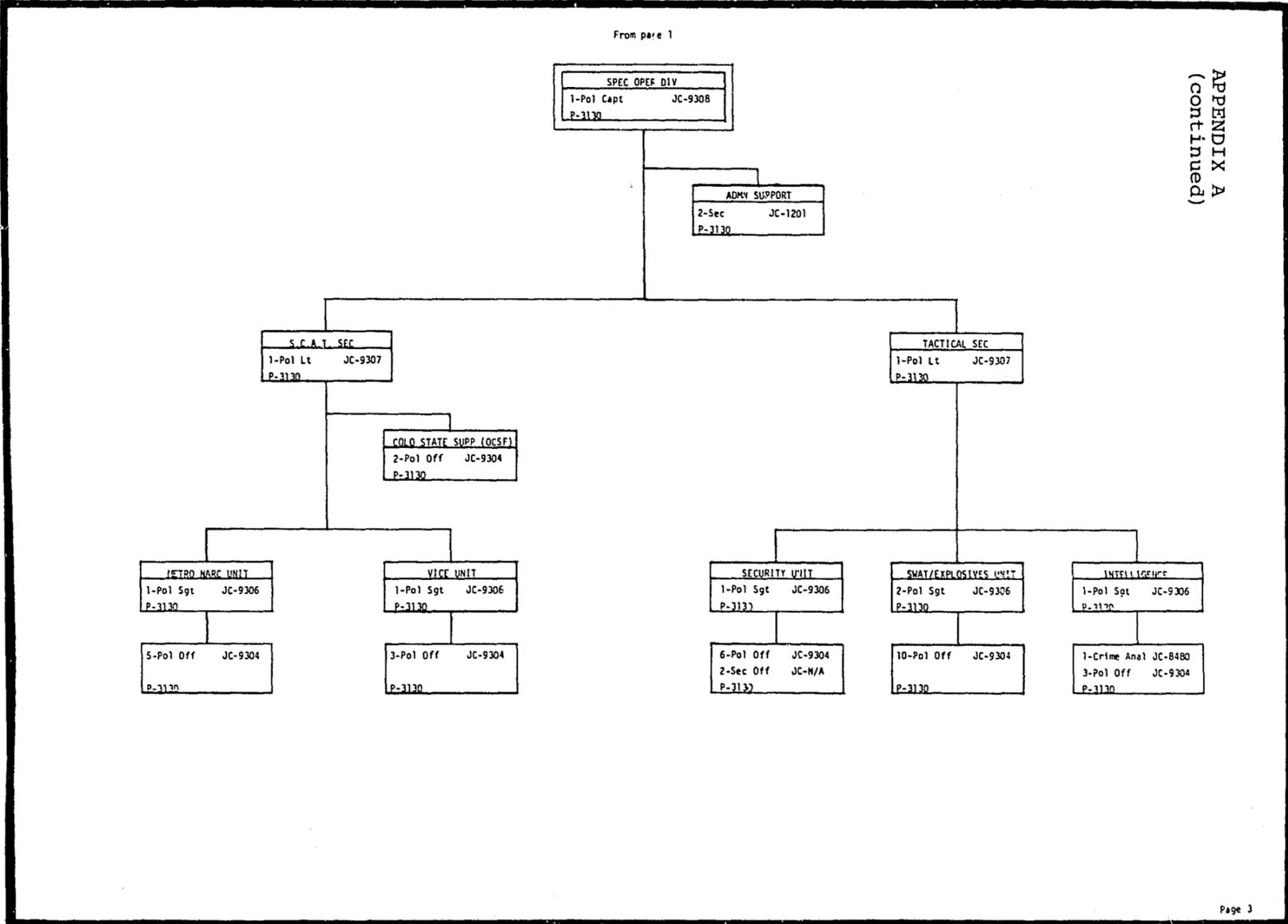
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From page 1

APPENDIX A
(continued)

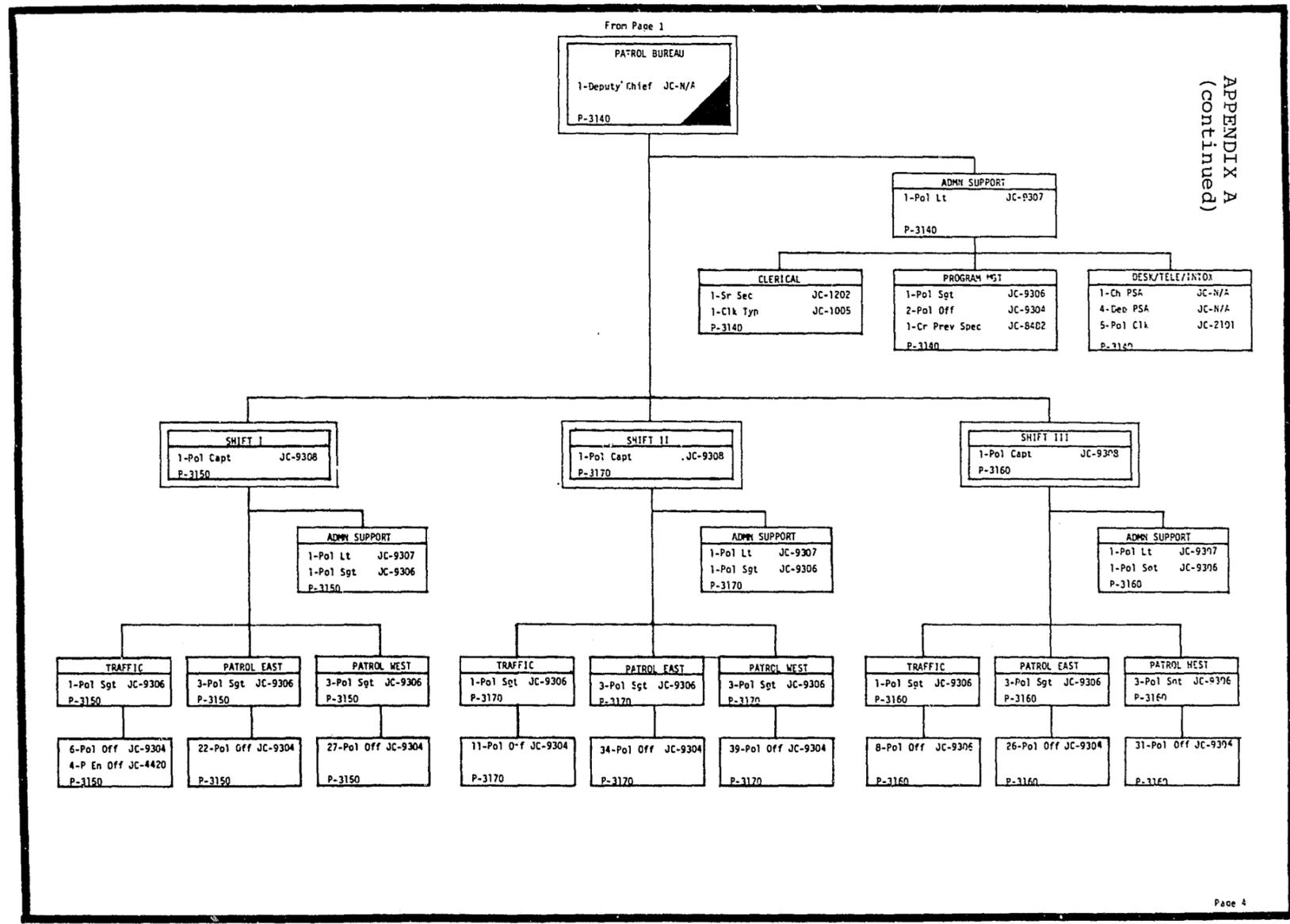


36

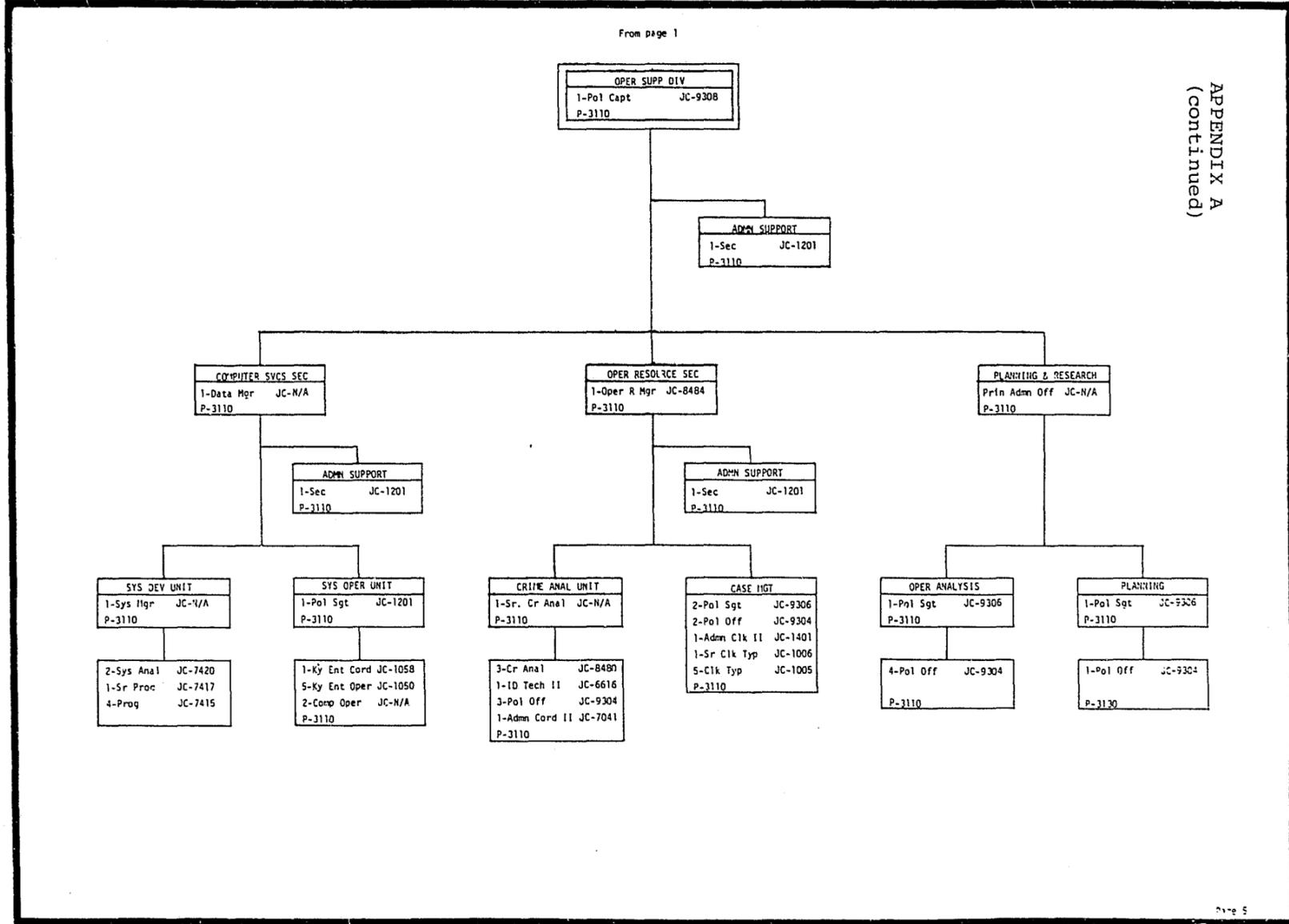


APPENDIX A
(continued)

37

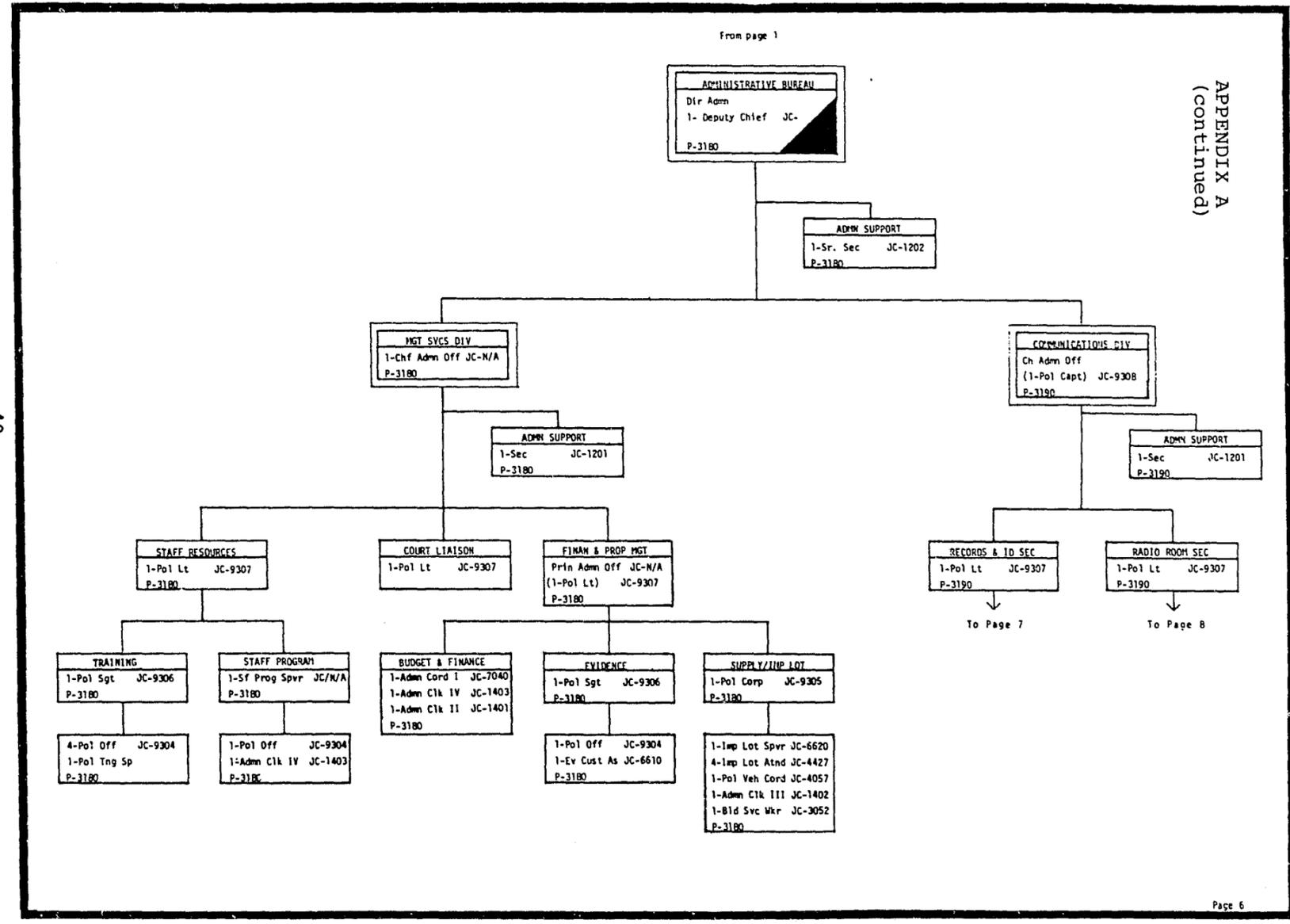


APPENDIX A
(continued)

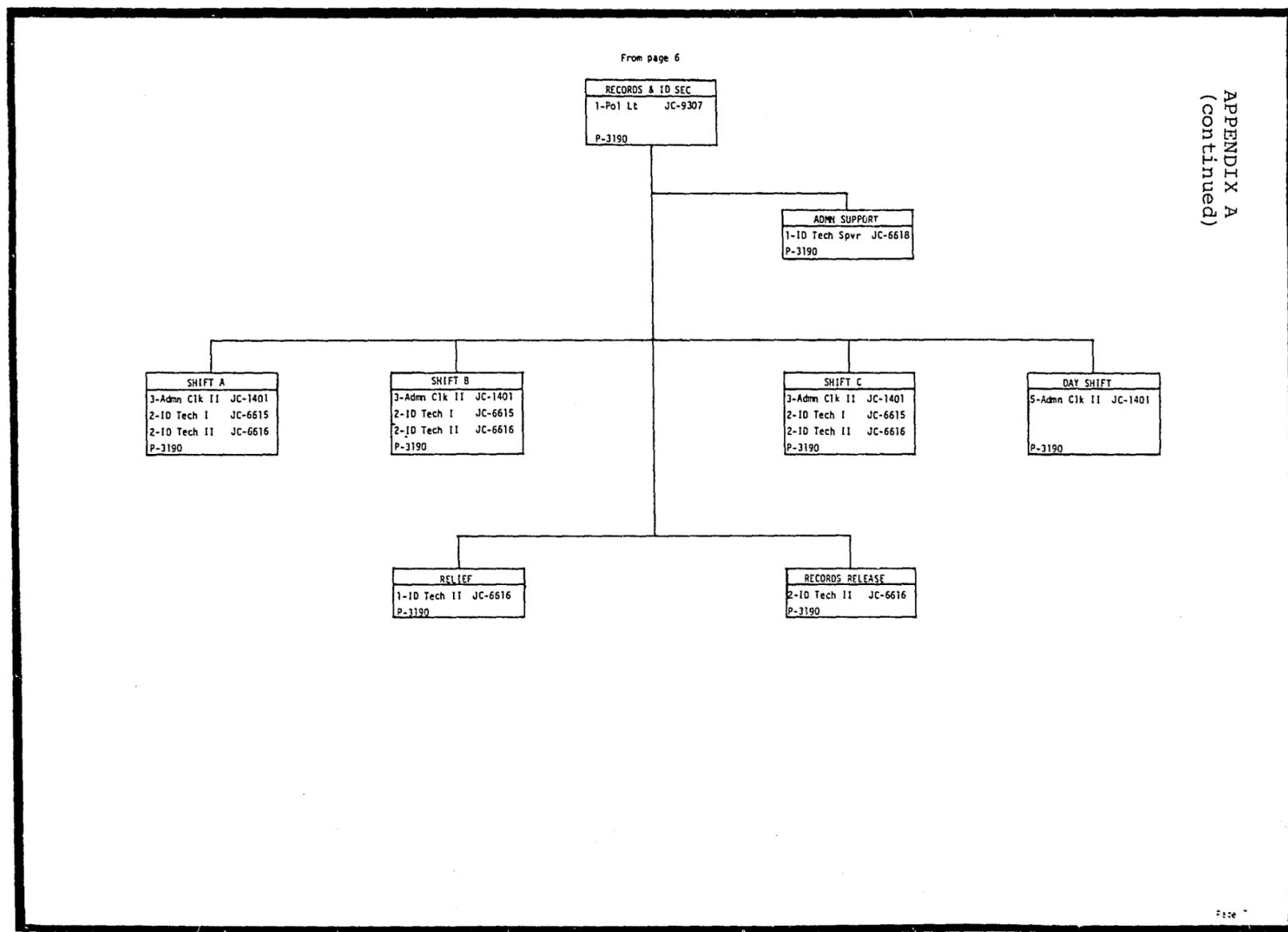


APPENDIX A
(continued)

40

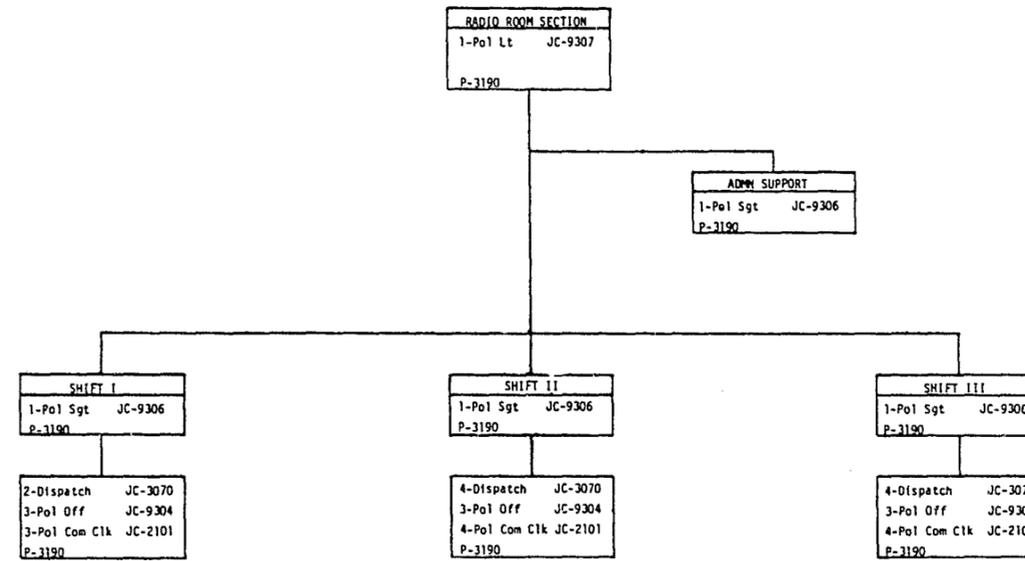


APPENDIX A
(continued)



APPENDIX A
(continued)

From page 6



APPENDIX B

COLORADO SPRINGS POLICE DEPARTMENT
 PROPOSED EMPLOYMENT AUTHORITY
 BY BUDGET PROGRAM, JUNE 1983

Job Title	* Budget Program							Total Authority		
	3110	3120	3130	3140	3150	3160	3170		3180	3190
<u>Civilian</u>										
Youth & Victim Srvc Mngr										8
Youth & Victim Srvc Couns		8								
Police Volunteer Coord										8
Police Training Spec								1		1
Police Project Director										1
Crime Prevention Spec				1						1
Crime Analyst	3		1							4
Systems Analyst	2									2
Programmer Spec Senior	1									1
Programmer	4									4
Administrative Coord I								1		1
Photographic Tech		1								1
Police Impound Lot Supv								1		1
I.D. Tech Supv									1	1
I.D. Tech II	1								9	10
I.D. Tech I									6	6
Evidence Custodian Asst								1		1
Police Civil Investigator	1									1
Crime Scene Tech		1								1
Police Impound Lot Attdt								4		4
Police Vehicle Coord								1		1
Dispatcher									9	9
Bldg Srvc Worker III								1		1
Police Complaint Clerk									11	11
Police Clerk				5						5
Clerk Adm IV								2		2
Clerk Adm III								1		1
Clerk Adm II		2						1	14	17
Secretary Adm	1									1
Secretary Senior	1	1		1				1		4
Secretary	3	1	2					1	1	8
Secretary Legal	1									1
Key Entry Coordinator	1									1
Key Entry Operator	5									5
Clerk Typist Senior	1									1
Clerk Typist	5	1		1						7
Adm Coord II	1									1
Data Manager	1									1
Systems Manager	1									1
Operations Resource Mngr	1									1
Senior Crime Analyst	1									1
Computer Operator I	2									2
Prin Adm Officer	1							1		2
Chief Adm Officer								1	1	2
Director of Admin								1		1
Staff Programs Supervisor								1		1
Subtotal	38	15	3	8				20	52	136

APPENDIX B

COLORADO SPRINGS POLICE DEPARTMENT
 PROPOSED EMPLOYMENT AUTHORITY
 BY BUDGET PROGRAM, JUNE 1983
 (Continued)

Job Title	* Budget Program									Total Authority
	3110	3120	3130	3140	3150	3160	3170	3180	3190	
<u>Marshal's Office</u>										
Parking Enforcement Offcr				4						4
Marshal Chief										
Marshal										
Secretary		1								1
Clerk Dispatcher										
Clerk Adm II	1									1
Deputy PSA				4						4
Chief PSA				1						1
Security Officer			2							2
Dispatcher									1	1
Subtotal	1	1	2	5	4				1	14
<u>Uniformed</u>										
Police Chief	1									1
Police Deputy Chief	1	1		1						3
Police Officer	10	45	29	2	55	65	84	6	9	305
Police Corporal								1		1
Police Sergeant	7	8	6	1	8	8	8	2	4	52
Police Lieutenant	2	3	2	1	1	1	1	2	2	15
Police Captain	1	1	1		1	1	1			6
Subtotal	22	58	38	5	65	75	94	11	15	383
TOTAL	<u>61</u>	<u>74</u>	<u>43</u>	<u>18</u>	<u>69</u>	<u>75</u>	<u>94</u>	<u>31</u>	<u>68</u>	<u>533</u>

* Police Budget Programs

Number	Title
3110	Executive Office
3120	General Investigations
3130	Special Investigations
3140	Patrol Administration
3150	Patrol - Day Shift
3160	Patrol - Midnights
3170	Patrol - Swings
3180	Administrative Management Services
3190	Administrative Communications

END