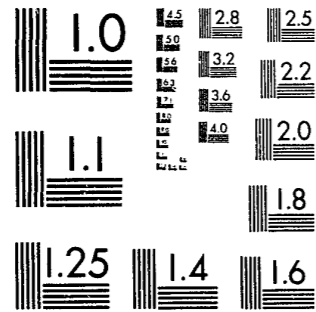


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ENHANCING POLICE OPERATIONAL AND ORGANIZATIONAL STRATEGY



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Police Study Project Phase II

ENHANCING POLICE OPERATIONAL
AND ORGANIZATIONAL STRATEGY

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October 1, 1983

U.S. Department of Justice
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PREFACE

On March 29, 1982, Chief of Police John L. Tagert released a memorandum to all Department bureau and section managers which contained the following statement:

"The Colorado Springs Police Department is recognized not only locally, but also nationally as an innovative, highly professional police department. In recent years, several new crime prevention, deterrence, and apprehension programs have been implemented and the stature of the Department has grown. Even so, a significant effort has recently been undertaken nationwide to test many long-standing tenets of policing and to develop new systematic approaches to management and delivery of police services, some of which may be applicable to our own setting. Also, a steady escalation of criminal activity over recent years has necessitated substantial increases in the Department's budget, and it is time to demonstrate this Department's continuing commitment to be both cost-conscious and cost-effective in our approach to law enforcement, therefore, I am initiating a comprehensive study of all areas and facets of this Department's operations and activities."

It is by this statement that the Department commenced a study of its own operations resulting in a Phase I report with recommendations that have already been implemented, and with this report, the culmination of the Phase II effort.

There were many options available for conducting this study, and the one selected was the self-study approach. The Chief of Police reasoned that it is basic to human nature that understanding one's own shortcomings is the first step in 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, and Department personnel should view the self-study as constructive criticism fulfilling the inherent responsibility of all managers to optimize resource utilization.

The Law Enforcement Assistance Administration (LEAA) was initiated in 1968 for the purpose of developing, funding, and evaluating a myriad of criminal justice programs designed to more efficiently and effectively provide police services to the public. Although LEAA no longer exists, the management techniques and police programs it helped to develop need to be considered as to the extent to which they can improve this City's delivery of police services.

A determination was made that the Study Project staff should be comprised of police officers of various ranks plus a staff member of the Office of Budget and Management who was to furnish technical guidance and analytical approaches. Personnel from other departments were to be utilized in rendering support relative to their area of expertise. A project office was created and staff selected to conduct the phased approach study.

The study team was directed by a member of the Office of Budget and Management Analysis. Phase II staff included three police captains, five police lieutenants, five police sergeants, six police officers, a crime analyst, and two secretaries. Project staff was assisted by representatives of the City's Management Information Center, Personnel Department, and staff of the Department of Public Works. Several consultants were used for the purpose of developing work programs and study methodologies and approaches. These consultants are identified in the Acknowledgment Section of this report.

The stated Police Study Project objective was to:

"Complete a study of all areas and facets of the Colorado Springs Police Department in order to:
Assess the effectiveness in which the Department delivers police services; ascertain the efficiency with which it utilizes the resources provided it;
and develop and implement plans to take advantage of any opportunities for improvement that might be identified."

The Phase I effort primarily addressed the need to allocate patrol personnel to better equalize the calls for service work load. Further, 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, has the greatest impact on the type and level of services rendered the public.

The Phase I study report was released on August 3, 1982 and included a series of recommendations intended to increase patrol productivity by as much as 28 to 30 percent. The report recommended a new patrol and traffic allocation system which changed the three equal rotating shifts with a fourth overlapping shift to three unequal permanent shifts. It recommended the elimination of four overlap days that had been set aside for training, manpower assignments that more closely matched time of day and day of week calls for service and crime occurrence work load, the use of a debriefing period at the end of each shift, new starting times for the

three patrol shifts, the use of a matrix approach to shift changes, the need for on-site fuel dispensing facilities at the East and West Substations to improve officer availability, various methods for improved supervision, and certain other procedural changes. The report indicated that if these recommendations were implemented, 11 police officer positions could be deleted, resulting in an annual savings of \$237,466. All of these recommendations were approved by the City Manager and permanent shifts were implemented on October 4, 1982.

The Phase II effort was initiated by Chief Tagert on October 8, 1982. The scope of the Phase II study effort included the monitoring of Phase I enhancements, a study of the City Marshal's Office, a reconstruction of the Department's training program, which was impacted by Phase I recommendations, and the study of all remaining activities in which uniformed officers are primarily employed. Because of the breadth, depth, and scope of study planned for the Phase II effort, the Phase II study period was planned to continue through August 1983.

This report presents the findings and recommendations of the Phase II study effort. It is divided into key chapters which present insight to the subjects studied. There are ten chapters and each includes a summary of findings, a set of recommendations, and detailed study findings. 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. 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 the 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 (crimes stemming from organized crime). 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 (S.A.C.S.) 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.

Progress meetings were held with the Project's Steering Committee comprised of the Chief of Police, Director of Personnel, and Director of the Office of Budget and Management,

to inform them of progress being made on the approved work plan. Also, more frequent progress reports were provided to the Chief of Police and special reports were presented from time to time to him and the other members of the Steering Committee.

As requested by Chief Tagert, this 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 it is only by constant self-inspection and reflection on its central mission that the Department will continue to be highly regarded in the world of law enforcement.

The Project Office was initiated in April 1982 and through completion of Phase II will have incurred actual out-of-pocket expenses totalling approximately \$48,500. Some \$5,300 of this out-of-pocket cost represents furniture and equipment purchases which, upon the Project's completion, will be reassigned for use by other Police Department operations.

From a pure cost-accounting perspective, it can be argued that the salaries and benefits of those City employees who participated in the Project should be added to the above cost. However, the salaries and benefits paid to Project participants would have been paid whether they worked on the Project or their normal assignments. Further, involvement of these individuals provided a learning experience which will benefit the Department for years to come and, therefore, should be viewed as an investment in the future of the Department.

Not included in the above are costs associated with the Phase I recommendations and costs that will stem from Phase II recommendations. It is estimated that the cost of Phase I study recommendations will total \$86,536. It is difficult to calculate the costs of Phase II recommendations. There will be minor costs associated with position reclassifications and the proposed reorganization; however, they cannot be even roughly predicted at this time.

The Phase I recommendations provided for the elimination of 11 police officer positions, resulting in an annual savings of \$237,500. Also, the impact of the Project has resulted in an estimated annual savings of \$394,000 in overtime costs. These are savings which will be realized each and every year hereafter. These continuing savings more than offset the one-time cost realized as a result of the Project's existence. Even more important, are the improvements in police delivery systems resulting from Project recommendations. This value is impossible to measure from a monetary point of view.

ACKNOWLEDGMENTS

The Police Study Project would not have been possible without the full support of John L. Tagert, Chief of Police, and George H. Fellows, City Manager. The City Manager approved the Police Department conducting the study on a self-examination basis and City funds being used to finance the effort. The Chief of Police, with the assistance of the Director of Budget and Management and the Director of Personnel, provided overall Project direction and ensured the harmonious atmosphere that prevailed throughout the study period. The support provided by the many Police Department personnel and by the staff of other City departments and the input from numerous individuals who participated in the study via study team interviews and telephone contacts contributed considerably in the preparation of the Phase II report. A special debt is owed Rudy Madrid, Civil Engineer II, Department of Public Works, for his assistance with capital construction requirements; Brian Alvey, Programmer Analyst, Management Information Center, for his support in computerized data systems design and outputs; Stephen David, Assistant Director of Personnel, Personnel Department, and Tom Paine, Director of the Operations Resource Unit, Police Department, for their valuable input to the development of the proposed career development program; and Richard Hiegert, Senior Personnel Representative, Personnel Department, for his assistance in the preparation of the proposed training program.

Many others contributed advice, time, and effort. Appreciation and gratitude must be expressed to the staff and several consultants who provided the Study various knowledge, expertise, and support, particularly:

- * Timothy D. Crowe, General Manager of Reston Consultant and Training Services, Inc., Reston, Virginia, for his overall guidance throughout the Phase I and Phase II study periods. He provided valuable input to the overall study approach and process and insight to effective police structures and programs, highlighting particularly on those that involved direct delivery service.
- * William G. Gay, Senior Research Associate, University City Science Center, Washington, D.C., for his assessive activities and review of staff's findings and recommendations of these activity areas.
- * Glen Kaminsky, Police Captain, Boulder, Colorado, Police Department, and Robert Nordeman, Consultant for the John Olive Corporation, who provided overall guidance in the enhancements made to the Department's training program.

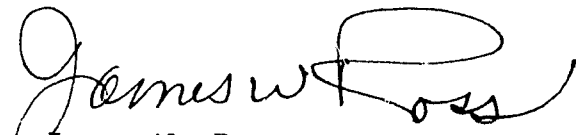
* Bob Heck, Program Manager, Special Emphasis Division of the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, Washington, D.C., for his critique of the Phase II study report.

* Dr. Noel Bufe, Director of the Traffic Institute, Northwestern University, and his staff, particularly Mr. Stephen Caruso, Chairman, Traffic Option-Police Administration Training Program, and Dr. William Stenzel, Assistant Director of Research and Development, who provided valuable assistance in the areas of traffic management and manpower allocation.

* Dr. Lance Seberhagen, Seberhagen and Associates, and Dr. Mark McConkie, Professor of Public Administration, University of Colorado at Colorado Springs, who assisted in developing the requirements for a career development program.

Most important, sincere thanks must be given the officers and civilian employees who conducted the Phase II study. These include Police Captains A. W. Dalton, J. P. McElderry, and V. B. Morris; Police Lieutenants E. W. Adams, K. J. Bayens, J. W. Lilly, R. Mays, R. W. O'Connell, J. A. Rankine, and P. C. Ricks; Police Sergeants T. W. Butler, L. D. Clayton, C. R. Cornelison, L. S. Kraus, M. R. Ranne, and N. W. Short; Police Officers J. Borini, D. English, J. R. Hayden, R. J. Jeffords, S. M. Murray, and A. Weiss; Crime Analyst T. Briggs; and Senior Secretary Linda Limmer. They have completed one of the best analytical efforts ever undertaken of a police department. Special thanks is due Carolyn Myers, Jane Schroder, Jamie Barter, and my wife who typed and edited the endless numbers of correspondence, memoranda to file, and drafts of this report. My gratitude for their loyalty, dedication, and excellent work cannot be exaggerated.

All of these individuals/agencies contributed to the success of the study effort.


James W. Ross
Project Director

CHAPTER I

PHASE I IMPLEMENTATION

SUMMARY

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 have been assigned supervisory responsibilities which are proper only for field sergeants. 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.

RECOMMENDATIONS

- (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 detailed in this chapter.

STUDY FINDINGS

I. Introduction

A. Overview of Phase I Findings

The Police Project Phase I study addressed the need to allocate patrol and traffic personnel to better equalize calls for service work load. Additionally, the impact of the Department's approach toward manpower allocation, shift changes, report preparation, vehicle fueling and washing, and training on manpower utilization and work load performance was studied.

A significant amount of information was analyzed in this first-phase effort. Primary data sources included calls for service and cover call incident data, daily field activity reports, time book detail, and overtime data. Information was obtained from interviews with police officers, sergeants, lieutenants, and other Departmental personnel. Relevant studies conducted by or for other police departments and analysis performed by consultants on relevant subjects were studied. In-state police departments were visited and out-of-state departments were surveyed by telephone.

The breadth of statistical information studied was restricted to 1981 work load activity, including calls for service work load, the extent and manner in which patrol resources were used to satisfy this work load, and the extent to which the response could have been improved by better manpower allocation and approaches.

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 and administrative activities, training, uncommitted time, and overtime were studied. All of these activities were broken into man-hours consumed and displayed in temporal frequency distributions by time of day, day of week, and month of year in which the activity occurred. Calls for service were viewed in terms of priority of call, type of crime reported and from a crime occurrence point of view.

The Phase I study resulted in major findings in several operational areas impacting on patrol and traffic manpower utilization. These areas included manpower scheduling, shift change process, training schedules, vehicle fueling and washing, and supervision.

The Phase I study findings and recommendations were transmitted through the Project Steering Committee to the City Manager on August 16, 1982, four and one-half months after the project had been initiated. The City Manager approved all of the recommendations, with the City Council reviewing same on August 18, 1982.

The Phase I recommendations are contained in Appendix I-1. The more important of these recommendations are:

1. Implement 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 a 10-minute lineup at the beginning of each shift and a 15-minute debriefing period at the end of each shift, approve shift starting times so as not to coincide with peak work load times, and accomplish shift changes using a matrix approach.
3. Install fuel dispensing facilities at the Department's East and West Substations.
4. Develop an in-service training program and disperse the field training program throughout the proposed three-shift configuration.
5. Develop a generalist approach toward traffic operations.
6. Improve patrol supervision by scheduling Master Patrol Officers to assist sergeants, and establish a shift administrative sergeant position to support patrol commanders.

7. Eliminate 11 police officer positions in the Uniformed Services 1983 budget.

B. Phase I Implementation

The Police Study Project staff assumed the lead in the implementation process and the majority of the Phase I recommendations were implemented on October 4, 1982. With regard to personnel assignments, officers were placed on one of the three shifts based on a number of factors including, but not limited to, officer hardship, educational endeavors, suitability to particular assignments, officer choice, and seniority. The primary vehicle for shift assignments was officer seniority, however, all assignments were made subject to the approval of the Uniform Division commander.

Information regarding shift selection was distributed to all personnel, both through intra-departmental correspondence and prominent posting. Sufficient time was provided those personnel on vacation to make their arrangements for selection. Employees who sought to transfer to the Patrol Division were given that opportunity.

The actual selection process took place on September 2 and 3, 1982. Ten officers, based on seniority, were scheduled to appear every hour on the hour for the purpose of identifying their preferences. Each officer was asked to identify preferences according to east or west zone assignment; Shifts 1, 2, or 3; and days-off pattern. Secondary assignment priorities were also requested. Shift commanders and shift sergeants indicated their preferences by seniority and rank prior to these dates.

The transition period was successful with some problems developing in the Communications Center, due, in part, to the reconciling of a non-work load based communications staff scheduling approach with a proportionally based patrol allocation to work load approach. Project staff worked closely with the Communications Center throughout the Phase I period to minimize the operational problems.

Project staff also assisted with the installation of the new temporary, portable facility at the East Substation. This addition was necessary because of the increased staff on the swing shift required to service the high work load demands

of the afternoon and early evening hours and the fact that the existing facilities were extremely deficient in space and accommodations.

In order to add this facility, approvals of the City Planning Commission and the Regional Building Commission were obtained. The Regional Building Committee approved the request, but cited two concerns. The Committee was concerned with the length of time the portable facility would be on the site and the adequacy of parking for police and personal cars. Project staff in attendance assured the Committee that the City will have made "significant progress" toward relocating the East Substation operations to a permanent site with facilities to accommodate growth by the end of the three-year variance period. The Committee approved the siting of the facility.

Staff indicated that on-site parking was sufficient to accommodate City police vehicles in addition to a few vehicles of office staff only, and that arrangements were being made for parking personal cars at the Rustic Hills North shopping center, across the street from the East Substation. Subsequent to that meeting, arrangements were made for parking police officers' personal cars near the Otero Savings office at 1550 North Academy Boulevard.

The East Substation facility is deficient in quantity and quality of space. As proposed in Chapter X of this report, the Department will need to complete a facility study within the immediate future and develop plans for constructing new facilities prior to the termination of the three-year variance approved for siting the modular facility.

The Phase I report received considerable attention from the City Council, local media, and the public. The City Council congratulated the Chief on the quality of the report and his utilization of Department staff for conducting the study.

C. Chapter Purpose

The purpose of this chapter is to provide insight to the status and degree of success from Phase I recommendations.

II. Results of Phase I Improvements

A. Permanent Shifts

The major recommendation in the Phase I report was the need to implement a permanent shift arrangement which provided proportional staffing to work load by hour-of-day and day-of-week. This arrangement has been successful.

Project staff, assisted by the Special Operations Division, established and implemented the new allocation system, which involved the movement of equipment and vehicles and providing relief officers for the transition. Project staff was on hand at both substations and the Communications Center before and after implementation to provide assistance.

Project staff briefed Patrol Division personnel on the new schedule and the intent of Phase I recommendations. Topics included new administrative and supervisory responsibilities, increased communications, matrix sector staffing, revised vehicle scheduling, and traffic staffing and plans for facilities modification.

Response to the selection process was generally favorable. Interestingly, many officers who had filed special requests before the actual selection process were accommodated by their routine selection. As a result, no assignment changes to accommodate officers with special circumstances were made to the schedules.

Many operational and personnel issues were considered in designing this schedule, and two issues need further attention. These include decisions on unity of command and scheduling of days off.

1. Unity of Command

Previously used team policing involved one supervisor assigned to a particular group of officers, with the sergeant and his assigned officers having the same days off. Under the Phase I permanent shift configuration, field supervision on each shift lies generally with the three sergeants assigned each side of town. It was the intent of the Police Study Project that these sergeants would assume a collective supervisory role; however, this approach has had implementation difficulties.

In a broad perspective, police field supervision can be separated into three components. The first involves the broader aspects of work planning, direction, monitoring and control; the second is supervision required in field situations; and the third, certain administrative type responsibilities, such as development and maintenance of work schedules, coordinating intra-departmental communications, investigating complaints against officers, and monitoring adherence to work schedules. It appears some confusion exists as to the sergeants' role in these three different areas of supervision.

The majority of operations planning, direction, monitoring, and control should emanate from the shift commander, with sergeants serving primarily as a conduit of such decision making. In this respect, it makes little difference which sergeant supervises which patrol officers. With regard to supervision of field responses and basic administrative activities, some difficulties can arise.

The Department's operations manual does not specifically require uniformity in each field situation, and sergeants may occasionally have different approaches to a work setting. A modified team policing concept could eliminate some of these concerns. This would involve sergeants supervising officers with identical or similar days-off patterns. Currently, sergeants are assigned days-off patterns consistent with officers in groups B, D, and F, presented in Table I-1. Under the current work schedule, the sergeant on the F group could supervise officers on the A and F group. Whereas there would be a strong correlation between the work days of officers being supervised and the work days of sergeants in the F and D groups, this would not be the case with the sergeant in the B group.

TABLE I-1

PATROL DIVISION
DAYS-OFF SCHEDULE

Group	Days of Week													
	M	T	W	T	F	S	S	M	T	W	T	F	S	S
A	X	X	X	X										
B					X	X	X	X						
C								X	X	X	X			
D									X	X	X	X		
E												X	X	X
F	X	X	X											X

There is an alternative that will provide improved supervision, but requires a change in the sergeant's day-off groups. The sergeant with the F group days-off pattern would have to change to the group A days-off pattern. The B group sergeant would change to a 5-day-on and 2-day-off work pattern with Saturdays and Sundays off. The D group sergeant would remain unchanged. This new sequence of sergeant's days-off pattern is presented in Table I-2, and would permit the sergeants in the group A and D days off to be on duty nine of the ten working days worked by all their subordinates in a two-week period, and on their tenth working day, to supervise one-half their subordinates. The sergeant in the B group days-off pattern would be on duty eight of ten working days worked by his subordinates.

TABLE I-2

ALTERNATIVE SERGEANT STAFFING APPROACH

	M	T	W	T	F	S	S	M	T	W	T	F	S	S
Sgt. A	X	X	X	X										
Sgt. B						X	X						X	X
Sgt. D								X	X	X	X			

A flaw of this scheduling approach, however, is that the sergeants in the A and D groups would have their days off during the week, as opposed to the other sergeant who would always have Saturday and Sunday off.

Another issue associated with the current shift configuration is the geographic distribution of personnel being supervised. It is conceivable that officers supervised by a sergeant could be distributed throughout one-half of the City. It would be beneficial if the officers, in addition to having days off similar to that of their sergeant, could also be given sector assignments that might closely associate with a zone (there are two zones per each side of town). The only difficulty in effecting this approach is when there are three sergeants on duty at the same time or when precise officer groupings do not occur.

2. Scheduling

The Phase I shift configuration secures for each officer and sergeant a set work schedule, in which the shift and side of town worked and days off are fixed for one year.

Work load analysis conducted in Phase I reflected that calls for service not only varies during the day but also varies among the days of the week. During the day, calls for service work load is high at midnight, falling steeply until about 6:00 a.m., rising gradually to peak at about 3:00 to 4:00 p.m., thereafter declining slightly. Calls for service work load during the week generally increases from Sunday through Saturday. It is because of this work load phenomena that a permanent shift configuration was selected in which increased manpower is available to handle calls for service variations as they occur during the day and during the week. Such manpower scheduling, however, could only be accomplished by having fixed days-off patterns. The Uniform Division commander is adamant about providing proportional staffing on weekends to accommodate the increased work load.

Although the current allocation system in use is constructed with the concept of fixed days-off patterns, employees could be rotated through the various group patterns. As reflected in Table I-3, each shift on either side of town has equal numbers of officers in each group pattern, which thereby permits rotation through the various days-off patterns to be accomplished and still maintain proportional staffing by day of week.

TABLE I-3

SWING SHIFT DAYS-OFF PATTERNS

		West - 36 Officers													
		M	T	W	T	F	S	S	M	T	W	T	F	S	S
A		X	X	X	X										
B					X	X	X								
C							X	X	X	X					
D									X	X	X	X			
E												X	X	X	X
F		X	X	X											X
On		24	24	24	24	30	30	24	24	24	24	24	30	30	24
Off		12	12	12	12	6	6	12	12	12	12	12	6	6	12

East - 30 Officers

	M	T	W	T	F	S	S	M	T	W	T	F	S	S	
A	X	X	X	X											5
B				X	X	X	X								5
C							X	X	X						5
D								X	X	X	X				5
E											X	X	X	X	5
F	X	X	X											X	5
On	20	20	20	20	25	25	20	20	20	20	20	25	25	20	
Off	10	10	10	10	5	5	10	10	10	10	10	5	5	10	

Although rotating days off would appear to provide relief to employees that have group A and D days off, Monday through Thursday, to do so may cause other problems. One of the first concerns is the distribution of experienced personnel among the shifts. The majority of the Department's patrol officers are young with few years on the job. Excluding the 15 police officers placed in the field training mode in May of 1983, there are 157 officers in Patrol. Of this number, 109 were hired after January 1, 1979. This unusually high percentage of young officers indicates consideration must be given to distributing the more experienced officers among the shifts. This was a major consideration in the selection system designed by the Police Study Project.

It was hypothesized that there is a natural inclination for most officers to select the day shift with weekends off. It is conceivable that the 43 positions allocated to the day shift could have been filled entirely by experienced officers, leaving the four remaining senior officers to be distributed among the other shifts. In order to ensure that experienced officers were properly distributed among the shifts, a selection system was devised to permit employees to select the side of town, the shift, and the sequence of days off. These three selection criteria ensured that experienced officers were generally distributed among the shifts.

Tables I-4 and I-5 identify the extent to which the selection process provided for officers hired before 1979 and those officers

since January 1979 were somewhat evenly distributed among the shifts. As can be seen, 15.6 percent of the officers hired before 1979 selected the swing shift (Shift #2) and 29.4 percent selected the graveyard shift (Shift #3). Thirteen officers, or 11.9 percent of the officers hired since 1979, were able to select the day shift. It is believed that any effort to reduce the number of selection criteria may significantly alter this beneficial mix of senior and junior officers.

TABLE I-4

DISTRIBUTION OF OFFICERS HIRED SINCE JANUARY 1, 1979 BY SHIFT

Year Hired	Shift 1	Shift 2	Shift 3	Total
1979	9	13	10	32
1980	1	8	6	15
1981	3	31	22	56
1982	0	2	4	6
Total	13	54	42	109
Percent	11.9	49.5	38.6	

TABLE I-5

DISTRIBUTION OF OFFICERS HIRED PRIOR TO JANUARY 1, 1979 BY SHIFT

Shift	Number of Personnel	% of Personnel Hired Before 1979	% of Total Personnel In Shift
1	26	55.3	68.0
2	7	14.9	13.0
3	14	29.8	26.3
Total	47		

Another dimension is the number of persons who currently enjoy a weekend day off. Currently, there are 66 officers on the swing shift. Twenty-one, or 32 percent, have every other weekend off, and 19, or 29 percent, have every other Sunday off. This amounts to 61 percent of the employees on that shift having at least one weekend day off in each 14-day cycle. This increases to 65 percent on the graveyard shift and 70 percent on the day shift. It is unlikely that a significant portion of the officers would sacrifice this advantage to accommodate the minority, some of whom may be dissatisfied with their sequence of days off.

Another consideration is the impact rotating days off would have on the permanent shift concept. First, it would re-introduce inconsistency in scheduling, a factor identified as undesirable in Phase I. Second, officers would no longer have the benefits now realized with permanent shifts. Third, rotating days off would create long days-on and -off patterns. For example, individuals moving from group A to group B to group C would experience an 84-day period incorporating four consecutive 4-days-off and 13-days-on cycles, then experiencing 7-days-off and 10-days-on, ending with one day off. Although the employee would still work 60 days and have 24 days off, these long stretches increase fatigue and reduce productivity.

Members of the Police Study Project believe there is only minor opposition to the permanent shift configuration now in effect. One reason is that 65 percent of all personnel have at least one weekend day off in a two-week period. Second, two vacancies recently became available on the day shift. One vacancy had one weekend every two weeks off; the other a Sunday off every two weeks. The Department determined that employees on the graveyard shift should have the opportunity to transfer into these two-day shift positions and that the transfer criteria should be based on seniority. Remarkably, the graveyard shift commander asked 16 employees before finding two that agreed to the transfer.

The nature of police service delivery dictates that employees must work irregular hours with the majority of the officers working weekends. It is not reasonable for less-experienced employees to share equality with senior officers in work schedule assignments. Equity for all will worsen both employee relations and service to the public.

B. Patrol Management

The Phase I report included several improvements for supervision and management systems in patrol and traffic operations. Recommendations included the need for an administrative sergeant to assist the shift commander, a different role for the Master Patrol Officer (M.P.O.), the need for a debriefing period at the end of each shift, and the need for improved management reporting. Insight to the status of these recommendations follows:

1. Administrative Sergeant

At the time of the Phase I study effort, shift commanders performed such administrative details as responding to telephone complaints, recording monthly work schedules, signing evidence invoices, issuing press releases on just-occurred crime, reviewing and critiquing offense reports, maintaining and indexing recently generated policy and procedure changes, as well as performing other time-consuming duties. To ensure proper resource utilization, commanders needed to be free from these administrative chores to address questions of deployment, tactical approaches to crime problems and personnel matters which could not be resolved at other levels. In order to accomplish this, the addition of a shift administrative sergeant was recommended. The existing sergeant positions were sufficient to accomplish this purpose. The results of implementing this administrative sergeant position on each of the three shifts has been generally favorable; however, certain issues warrant further inquiry.

As part of the Phase I implementation strategy, a schedule was developed in which the commander and the administrative sergeant for each shift were scheduled non-corresponding days off. The Department subsequently altered this schedule

so the shift commander and administrative sergeant now have the same days off. On those occasions when both the lieutenant and administrative sergeant are on their days off, this arrangement has resulted in the shift being managed by a relief lieutenant and occasionally, in his absence, a patrol sergeant, who is not totally familiar with the management and administrative activities with which he is charged to dispense. The administrative sergeant's days off need to be scheduled opposite of those of the shift commander.

This report includes recommendations for reorganizing the Department, which requires new and changed job descriptions. Future job descriptions should clearly define specific task responsibilities of the administrative sergeants. Clear and precise job descriptions should eliminate existing problems within the current patrol management structure. Patrol commanders need to increase the level at which they plan, analyze, and perform their field work load.

2. Master Patrol Officer

At the time of the Phase I study effort, the Department operated a Master Patrol Officer (M.P.O.) program designed to provide a career track for highly competent patrol officers, who may not have taken promotional exams. A fundamental concept inherent to this program was that certain officers possess skills, knowledge, and abilities which were not fully utilized. The program was not intended to be a training program for prospective supervisors.

The Phase I report recommended that M.P.O.'s be scheduled to assist sergeants in providing full supervisory coverage over assigned officers under the new shift configuration. It was intended that M.P.O.'s would assist the sergeants with sector assignments, patrol vehicle assignments, assembling materials for briefing, and assisting in the coordination of specific crime problems and directed patrol activities, not actually provide supplementary supervision.

Phase I enhancements have revealed that the swing and graveyard shifts have altered the role for the M.P.O. to include substantially more supervisory responsibilities than was intended. On these two shifts, M.P.O.'s are assigned a zone to patrol rather than a sector and are not normally assigned as the primary unit on calls for service. The M.P.O.'s will patrol the zone and respond as back-up units and to specific requests from officers only. Further, on those occasions when there is a shortage of sergeants, an M.P.O. will be assigned as the acting supervisor and will be compensated with acting pay.

There are two problems associated with this increased role of the M.P.O. First, it creates another unnecessary level of supervision and the M.P.O. lacks sufficient authority to adequately function at that level. The responsibilities of the field sergeants and the M.P.O.'s have become sufficiently similar and interchangeable that the delineation between these positions has become increasingly ambiguous. Supervision of field forces must be performed by the field sergeant only. There are certain situations in which M.P.O.'s can be used in a supervisory capacity. M.P.O.'s can and should be used in directing officers in directed patrol assignments. Almost all M.P.O.'s are senior officers with a vast experience that is invaluable in developing strategies and in monitoring the progress of such assignments. Additionally, M.P.O.'s can serve as the principal investigating officer on major crime cases, particularly those that are more complicated in nature.

Second, the original manpower allocation plan called for 172 police officers to adequately man the City. M.P.O. positions are included in this 172 officer count. An adequate response to calls for service dictates that M.P.O.'s be assigned to a sector as a primary unit, as opposed to a zone with only secondary calls for service responsibility.

3. Debriefing

The debriefing period was necessary to facilitate officer accountability, permit an effective exchange of information, and to provide

officers the opportunity to verbalize frustrations. Under the prior shift structure, debriefing was non-existent. Team sergeants reported to work 30 minutes before the shift commenced and left 20 minutes before the shift ended. Outgoing officers arrived at the sub-station, turned in their reports and left. There was no supervision during the period the shift was being terminated.

Monitoring the Phase I enhancements revealed that the 15-minute formal debriefing period was only held for two to three weeks after the October 4 implementation date before being terminated. The Police Study Project supports the debriefing concept and recommends that it be more accurately monitored by patrol managers.

4. Management Reporting

The level of management reporting has not materially changed and; therefore, the quality of management decision-making can still be substantially improved. Data sources were developed in Phase I to improve decision-making, but are not used.

C. Communications

Because of the impact permanent shifts had on the delivery of communication services, a study of the Communications Center was initiated by the Staff Services Bureau Deputy Chief. This study primarily consisted of a work load analysis and a review of radio room operations of police departments with operations similar to that of the Colorado Springs Police Department. Data used in the study was obtained from calls for service work load occurring during the period September 19 through October 16, 1982, 27 days. Recommendations included:

- * One additional radio channel.
- * Change from two-zone dispatching to four-zone dispatching.
- * Six additional dispatchers and four additional police complaint clerks.

- * Change Shift #4 from 1000 hours - 1800 hours to 0900 hours - 1700 hours.
- * A merit raise of five percent to sworn personnel to commence three months after assignment to the Communications Center.
- * The administrative radio function to be replaced by a non-radio position, manned by a police clerk.
- * Permanent or semi-permanent shifts or additional shifts manned at specific hours.

At the request of the Chief of Police, the Police Study Project Office completed a brief review of the Communications staff study. Conclusions drawn from that review included: (1) The Communications Section report did not present sufficient information to support the existence of, or the extent to which there is a manpower/work load problem. Calls for service dispatched to the field are continuing to decline from 1981 highs. (2) The information provided on the level and makeup of calls for service is insufficient to draw meaningful conclusions. (3) A staffing approach which better relates staff resources to known work load over the hour-of-the-day and the day-of-the-week should be implemented.

In addition to these conclusions, the Police Study Project Office submitted several suggestions which appeared to be more appropriate than taking action on the recommendations of the Communications Section. These suggestions were provided to the Chief of Police in a communication dated April 6, 1983, and include:

1. Conduct an hourly work load analysis to develop a proportional staffing pattern. This would require an analysis of time spent by functional activity, including receiving calls, dispatching calls, and administrative activities.
2. The problem in scheduling may, in part, be due to inappropriate job assignments rather than a shortage of personnel. If ten persons are assigned to a shift, there should be sufficient personnel to always have six employees working. The flexibility is reduced because complaint

clerks are not trained to dispatch. As a long-term solution, it may be beneficial to convert to civilian dispatchers and upgrade the current complaint clerks to dispatcher status. If sworn officers are assigned to the Communication Center, they should be assigned as complaint clerks to answer phones and screen calls. Also, the Teleserve clerks could be cross trained under this concept and incorporated to the Communications Center personnel pool. Increased use of volunteers during peak times also appears to be a solution worth further consideration. The whole summary of personnel assignment within the Communication Center should be reevaluated before additional personnel are authorized.

3. Another consideration is better utilization of Communications Center sergeants. The staff study infers that dispatching is an inappropriate activity for sergeants to perform. Many supervisors, particularly sergeants, perform primary and secondary operational activities. The training lieutenant teaches classes and patrol sergeants will, on occasion, respond to primary and back-up calls. A working Communications supervisor should be considered. The administrative sergeant's position seems questionable.

The study also alludes to increased work load due to the implementation of the Computerized Dispatch System (C.A.D.). However, the study does not furnish any insight to the nature of this problem.

The amount of air time and the corresponding employee time demands might be reduced by eliminating a percentage of the non-calls for service transmissions and phone calls. This could be accomplished by training, stricter patrol supervision, policy and procedure changes, and new technology.

A new scheduling approach for the Communications Center which should substantially lessen any existing work load problems was also transmitted to the Chief of Police. This work schedule was based on 35 personnel, which includes one additional

position than was utilized at the time of the Communications Section study. The proposed schedule provides more than adequate coverage during all shifts. The proposed schedule is attached as Appendix I-2 and includes the following:

1. The addition of one complaint clerk by the transfer of this position from another operational area.
2. A staffing level generally higher than the existing schedule, never falling below six persons.
3. The staffing is proportional according to known work load demands, increased on evening shifts and weekends.
4. The schedule permits four-zone dispatching during the swing and graveyard shifts, and will also accommodate three- or two-zone dispatching on the day shift.
5. Shift hours coincide more closely with patrol shift hours.
6. Unity of command is maintained with a supervisor per shift.
7. Employee off-duty wishes can better be accommodated.
8. The five-day-on/two-day-off configuration could eliminate some of the stress and fatigue that might exist by employees working ten consecutive working days.

The memorandum to the Chief of Police concluded with a statement that the proposed schedule would be more consistent with that followed by the Patrol Division and should be easier to manage and less physically demanding for employees.

A Communications master plan is critically needed. The Department is considering the development of new data bases accessed by officers through the radio room. Such direction must be carefully planned and approval obtained to minimize problem areas.

D. Performance Indicators

This section reviews certain performance indicators for the purpose of determining the impact of the new work schedule on productivity and efficiency. Some of these performance indicators provide considerable insight to the inter-relationship between organizational goals and employee interests.

1. Response to Calls for Service

A timely response to calls for service is critical to police service delivery. Accordingly, an attempt was made in the Phase I study to determine the Department's performance in responding to high priority calls. Failure standards were established for priorities 1 and 2 to determine performance to: (1) dispatch (time elapsed between receipt and dispatch of call to a field unit); (2) to arrive (time elapsed between dispatch and arrival at the call location); and (3) for total response (time elapsed between receipt of call by Department and the officer's arrival at the call location). Failure standards established are listed in Table I-6.

TABLE I-6

PRIORITY 1 AND 2 FAILURE STANDARDS

Priority	Dispatch	Arrive	Total Response
1	4 minutes	6 minutes	9 minutes
2	10 minutes	9 minutes	18 minutes

Table I-7 illustrates the response and failure rates for priorities 1 and 2 for periods before and since the implementation of the new manpower allocation strategy. The number of priorities 1 and 2 calls and failure rates are provided for the first and fourth quarters of 1981, the fourth quarter of 1982, and the first quarter of 1983.

TABLE I-7

RESPONSE TO CALLS FOR SERVICE

I. Pre-Phase I Performance

A. First Quarter 1981

	Total	Failures	Percentage
Priority 1	7,210	2,282	31
Priority 2	12,974	4,007	30

B. Fourth Quarter 1981

	Total	Failures	Percentage
Priority 1	8,524	2,933	34
Priority 2	13,189	4,690	36

II. Post-Phase I Performance

A. Fourth Quarter 1982

	Total	Failures	Percentage
Priority 1	7,359	1,997	27 (-7%)
Priority 2	7,805	1,931	25 (-11%)

B. First Quarter 1983

	Total	Failures	Percentage
Priority 1	7,087	1,903	26 (-5%)
Priority 2	6,035	1,588	26 (-4%)

Note that the number of priority 1 calls in the fourth quarter of 1982 and the first quarter of 1983 declined from the levels experienced in the first and fourth quarter of 1981. This is in line with the general decrease in reported crime that has been taking place since 1981. You will note also that the number of priority 2 calls since

the new shift configuration dropped significantly. This drop is the result of the radio room having down-graded several priority 2 type calls to a priority 3 level.

Priority 1 calls for service and failure rates for the fourth quarter of 1982 and first quarter of 1983 have been compared on a temporal basis with work load and failure rate trends during 1981. Priority 1 calls that occurred during the fourth quarter of 1982 and first quarter of 1983, when viewed on an hour-of-day basis, were similar in trend to priority 1 calls during 1981. Generally speaking, the same similarity was found in trend of failure rates. The only difference is that the highest level of failures experienced during the day after Phase I implementation occurred approximately two hours earlier than in 1981. In 1981 the highest failure rate was associated with the hour of 3:00 to 4:00 p.m., followed by the second highest level which occurred between 11:00 p.m. and midnight. Both of these hours were associated with shift changes.

The hours in which the highest priority 1 failures occurred in the fourth quarter of 1982 and first quarter of 1983 were between 1:00 and 2:00 p.m., followed by a second peak in failures of between 3:00 and 4:00 p.m., with a third peak occurring between 9:00 and 11:00 p.m. The high level of failures between 1:00 and 2:00 p.m. and 9:00 and 11:00 p.m. are generally associated with the new shift change hours.

In conclusion, work load trends have not changed considerably from the 1981 trends studied during the Phase I study process. However, the overall calls for service, including priorities 1 and 2 calls, have decreased. Further, the Department's ability to respond to priorities 1 and 2 calls within the accepted standards that were established in Phase I appears to have improved somewhat. Such failure levels are higher than should be acceptable and are largely due to operational imperfections found during the Phase I study that continue to persist.

2. Manpower Availability

The determination of the number and time officers should be assigned to patrol duty should be through a careful and systematic analysis of work load to be performed, considering each officer's productivity. During the Phase I study period, 1981 work load and man-hours expended were analyzed for the purpose of determining exactly how police officers spend their time. The study effort revealed that patrol officers devoted approximately 28 percent of on-the-job man-hours toward calls for service, with approximately 27 percent of their time uncommitted. Almost all of the data used for this analysis were manually developed by the Police Study Project staff.

Time consumed by calls for services is now captured by the Department's C.A.D. system, with manpower availability being reported by each shift administrative sergeant on a weekly basis. With information provided from these sources, fourth quarter 1982 and first quarter 1983 manpower availability was determined.

Patrol man-hours consumed in calls for service during these periods is 24.4 percent of man-hours expended, 3.6 percent less than was expended to calls for service throughout 1981. In fact, this should actually be somewhat less due to certain inconsistencies in the manner which administrative sergeants report manpower availability. In some instances, administrative sergeants failed to report that any officers were being assigned a shift. Further, traffic officers who also respond to calls for service work load were not listed in the manpower availability reports. These circumstances combine to make the percent of man-hours devoted to calls for service greater than is the actual case. This means that patrol and traffic officers have more free time than was indicated in the Phase I report, which reinforces the need for the Department to aggressively pursue an effective directed patrol program.

3. Complaints Against Officers

It was theorized that permanent shifts would be less fatiguing for officers than rotating shifts and that a decrease in complaints against officers should be expected. Complaints against officers for the first and fourth quarter of 1981 was compared to the complaints received during the fourth quarter 1982 and the first quarter 1983. The number of complaints lodged by citizens against officers during the first and fourth quarter of 1981 totalled 42, compared with 39 in the fourth quarter 1982 and the first quarter 1983. Thus, there has been a slight decrease in complaints lodged against officers; however, a direct cause-and-effect relationship in this regard is unknown.

4. Officer-involved Traffic Accidents and Injuries

It was also theorized that a reduction in officer fatigue that might be expected from permanent shifts might also reduce the number of police vehicle accidents and injuries. The combined officer injuries and traffic accidents experienced for the first and fourth quarter 1981 totalled 143. For the fourth quarter 1982 and the first quarter 1983, accidents and injuries totalled only 112, a 21.7 percent decrease. This reduction is significant because the new shift configuration has placed larger numbers of vehicles in the field at peak traffic volume times. Whereas an increase in accidents could have been expected from this staffing change, the predicted opposite occurred.

5. Use of Sick Time

A significant portion of literature that exists on the effects of shift work suggests the use of permanent shifts tends to reduce the use of sick time. This was not the case during the six-month period immediately following the Department's implementing of permanent shifts.

Because the number of officers currently deployed in the field is greater than when the Department operated on a rotating shift basis, the comparison of sick leave used should be based on the percent of man-hours taken in sick leave. The data analyzed included all leave taken by

sergeants and patrolmen who were sick, injured on duty, or on Worker's Compensation status. The comparison was of sick leave experienced during the first and fourth quarters of 1981 and the fourth quarter of 1982 and first quarter of 1983.

This analysis resulted in the following findings:

- a. Sick leave usage experienced in the two quarters of 1981 totalled 2.9 percent of available man-hours; whereas sick leave usage in the two quarters after permanent shifts was implemented totalled 5.6 percent.
- b. The increase in sick leave usage has been experienced on all three shifts. The day shift experienced the highest sick leave usage in November and December 1982 and in January and March 1983. The graveyard shift experienced the highest usage in October 1982 and February 1983.
- c. Before permanent shifts, the graveyard shift experienced the highest sick leave usage of the three shifts. Since converting to permanent shifts, this has increased from 3.7 to 5.9 percent.
- d. Strangely enough, the largest increase in sick leave usage has occurred on the day shift, from 2.4 to 6.6 percent.

6. Overtime Usage

The Police Study Project has had a tremendous impact on the usage of overtime. In 1981, the Department was budgeted \$352,027 in its Uniform Services Overtime Account. That year, the Department expended \$620,232, an overrun of \$268,205. In 1982, only \$225,000 was budgeted, \$127,027 less than in 1981. That year, the Department expended \$282,631, an overrun of \$57,631. In 1983, the Department budgeted \$247,500, and the City Controller anticipates that the Department will expend only \$226,200 of this amount in overtime payments based on one and one-half times base pay, resulting in a surplus of \$21,300. If this expenditure level is

attained, the overtime expenditure level of 1981 will have been cut by \$394,032, or 63.5 percent. None of these figures includes minimum court appearance costs, estimated to be \$91,000 this year.

The purpose for which overtime was expended in the fourth quarter of 1982 and the first quarter of 1983 is presented in Table I-8. Overtime incurred is depicted by hours expended toward miscellaneous duties (which includes court overtime), report preparation, follow-up, late calls, arrests, prisoner booking, hold-over, and call out. The largest number of overtime hours expended was for miscellaneous purposes; second, report preparation; third, follow-up; and fourth, late calls. Minimum amounts of overtime were expended for completing an arrest, booking a prisoner, being held over, and call-out purposes.

TABLE I-8

OVERTIME USAGE
FOURTH QUARTER OF 1982
AND FIRST QUARTER OF 1983

Category	Fourth Quarter 1982 Hours	First Quarter 1983 Hours
Miscellaneous	574	545
Report Preparation	508	494
Follow-up	220	230
Late Calls	150	138
Arrests	93	83
Prisoner Booking	50	61
Hold-over	42	47
Call out	19	21
Total	<u>1,656</u>	<u>1,619</u>

7. On-Duty Court Time

Police officers will attend court during on-duty and off-duty hours, the latter of which involves overtime. The amount of time totally consumed in court is rather small, particularly while on duty. As determined from the Phase I study effort, only .7 percent of police officer's time is spent in court while on duty.

Police Study Project staff met with personnel of the Violations Bureau during the implementation of Phase I recommendations to devise a court scheduling plan to minimize both overtime and negative impact on calls for service. No attempt was made at that time to modify the county court and district court scheduling approaches.

An analysis of on-duty court time expended during the fourth quarter of 1982 and first quarter of 1983 was conducted. Table I-9 depicts this time on an hour-of-day basis. The time of day during which more on-duty court time was consumed than any other was between 1:00 and 2:00 p.m. The amount of on-duty court time expended in the first quarter 1983 was greater than in the fourth quarter of 1982. If this trend increases, it may have a favorable effect on total overtime expenditures; however, it should be monitored to ensure that it does not negatively affect the manner in which calls for service are handled.

TABLE I-9

ON-DUTY COURT TIME
(IN HOURS)

Time	Fourth Quarter 1982 Hourly Average	First Quarter 1983 Hourly Average
8:00 AM	0.0	1.3
8:30	3.8	4.6
8:45	15.8	18.5
9:00	14.0	18.3
9:15	.9	1.8
9:30	2.8	4.3
9:45	5.1	5.7
10:00	6.3	3.4
10:15	1.3	2.2
10:30	.6	1.1
10:45	.9	.5
11:00	2.6	.4
11:15	0.0	0.0
11:45	0.0	0.0
12:00 PM	0.0	.8
12:15	0.0	.2
12:30	2.3	10.1
12:45	1.6	0.0
1:00	3.4	9.6
1:15	6.5	4.4
1:30	37.6	55.3
1:45	14.0	21.2
2:00	1.5	5.9
2:15	3.4	1.2
2:30	18.2	24.8
2:45	2.8	5.3
3:00	5.9	6.1
3:15	.7	.1
3:30	1.0	2.3
3:45	1.4	1.3
4:00	0.0	.6
4:30	0.0	.1
Total	<u>154.4</u>	<u>211.6</u>

8. Court Overtime

An analysis of overtime expenditures for appearing in court while off-duty was also conducted. Data from all overtime slips submitted for the period January 1, 1983 through March 31, 1983 were used for this analysis. There are two bases for which overtime can be paid police officers for attending court on off-duty time. If an officer appears at court and remains for more than one hour and fifteen minutes, he is compensated at an overtime rate of one and one-half times base pay. Any time less than this is compensated at the employee's regular rate for a minimum of two hours. This latter payment policy is to ensure that officers are always adequately compensated for travel time to and from the court, in which their presence is either not required or is needed for only a short duration. The total number of overtime slips for off-duty court attendance that was analyzed totalled 1,493. Some slips contained two or more separate appearances or contained incomplete information. Thus, variations exist in population for statistical analysis presented.

Of all overtime slips reviewed, 437 were for appearance in City court and 1,032 were for appearance in a State court (district or county court). This indicates that 70.2 percent are for attendance at a State court. Overtime slips showed that only 436, or 30 percent, involved overtime with the remainder, or approximately 70 percent, involving minimum court time. Viewed another way, officers scheduled to appear in a State court were paid at a minimum court time rate 65.8 percent of the time, while officers scheduled to appear in City court were paid at a minimum court time rate 78.7 percent of the time.

One of the elements analyzed was the actual amount of time consumed in court while off duty. The time consumed during the three-month period totalled 110,962 minutes, or 1,849.3 hours. This equates with approximately 3.56 man-years spent annually in court appearances. The average time spent in court per officer was 1 hour and 14.6 minutes. The most frequent length of time spent was 30 minutes.

It was considered that court appearances may have a significant negative effect on personnel assigned the graveyard shift. This is because those individuals can only attend court on an overtime basis. An analysis was conducted of court overtime usage by officers on that shift.

The number of court overtime slips submitted by officers on the graveyard shift totalled 706; slips were submitted by 59 officers, or an average of 11.9 overtime slips per officer. Ten officers submitted 20 or more overtime slips, which cumulatively totalled 223, or 31.6 percent of the overtime slips submitted. The greatest number of the overtime slips submitted by an officer totalled 26.

Because an officer can and will occasionally attend more than one court on any given day, a review was also conducted of the number of days officers attended court. The greatest number of days any one officer attended court was 24 during the three-month period.

The time of the day which officers assigned the graveyard shift appeared in court was also reviewed. In this instance, the number of overtime slips reviewed totalled 739, 33 more than previously stated, because of the addition of overtime slips generated by the field sergeants. The following table presents these 739 overtime slips by time of day on a before- and after-noon basis. As can be seen, nearly two-thirds of all court appearances are in the afternoon.

TABLE I-10

TEMPORAL ANALYSIS OF OVERTIME SLIPS SUBMITTED
BY OFFICERS ASSIGNED TO GRAVEYARD SHIFT
JANUARY - MARCH 1983

I. Before Noon

Time	Number of Slips	Percent of Total
8:00	5	.6
8:15	16	2.2
8:30	16	2.2
8:45	78	10.6
9:00	39	5.3
9:15	3	.4
9:30	21	2.8
9:45	59	8.0
10:00	12	1.6
10:15	15	2.0
10:30	4	.5
10:45	3	.4
11:00	5	.7
11:30	1	.1
11:45	6	.9
Subtotal	<u>283</u>	<u>38.3</u>

II. After Noon

Time	Number of Slips	Percent of Total
12:00	13	1.8
12:15	2	.2
12:30	11	1.5
12:45	3	.4
1:00	29	4.0
1:15	51	7.0
1:30	183	24.8
1:45	53	7.2
2:00	27	3.7
2:15	3	.4
2:30	12	1.6
2:45	21	2.8
3:00	30	4.1
3:15	3	.4
3:30	8	1.1
4:00	2	.2
4:30	2	.2
5:00	2	.2
5:15	1	.1
Subtotal	<u>456</u>	<u>61.7</u>
Total	<u>739</u>	<u>100.0%</u>

Another dimension of the issue is the extent to which court dates fall on the officer's scheduled days off. During the three-month period, each day-off group had a slight variation in the number of days off (varying from 24 to 28 days off). Table I-11 shows the days-off group for the ten officers who were scheduled the most court appearances during the study period. The number of days off in the three-month period is shown along with the number of days each spent in court and the percent of days off the officer appeared in court. The officer who had the most time in court on his days off spent seven days, or 31.8 percent of his 24 days off. The average for all ten officers was 17.9 percent.

TABLE I-11

DAYS-OFF COURT ATTENDANCE
FOR TEN GRAVEYARD OFFICERS
FIRST QUARTER 1983

Officer Number	Day-off Group	Number Days Off	Number of Days in Court During Days Off	Percent
1	C	28	5	17.8
2	B	25	5	20.0
3	B	25	4	16.0
4	F	24	7	29.2
5	E	25	4	16.0
6	F	24	7	31.8
7	D	28	4	14.3
8	B	25	0	0.0
9	C	28	5	17.8
10	E	25	4	16.0

Officers with Monday, Tuesday, Wednesday, and Thursday off would more than likely have the highest number of court dates scheduled for their off-days. This, however, was not found to be the case. Referring again to the ten officers who had the greatest number of court appearances on their off-duty hours, five of the officers were scheduled for Thursday, Friday, Saturday, and Sunday off; four were scheduled for Sunday, Monday, Tuesday, and Wednesday off; and one was scheduled for Monday, Tuesday, Wednesday, and Thursday off. In summary, five of the ten officers who most often appeared in court have only two of their four days off during the normal work week.

Attendance at court on off-duty hours was also reviewed in terms of consecutive days in which court appearance was required of the ten officers who most often attended court; one attended court a maximum of four consecutive days, five attended court a maximum of three consecutive days, and the remaining four attended court a maximum of two consecutive days.

Several conclusions can be drawn from the aforementioned insight. First, the majority of scheduled court appearances result in the payment of minimum court time which could be further minimized by improved management over court scheduling. Second, although there does not appear to be a significant problem with off-duty court appearances for personnel assigned the day and swing shifts, there is a slight problem for those assigned the graveyard shift. Some officers may look forward to overtime to supplement their income and may be attracted to the graveyard shift for that reason.

The Department should negotiate with the State courts a procedure whereby officers will not have to appear in court on their days off. Further, the Department should consider proposing to the State courts the implementation of a court day for each officer assigned the graveyard shift which could be as frequent as once a week. Also, some type of night court might be in order.

Despite the general perception that court overtime has increased, in fact, court overtime has been drastically reduced.

E. Directed Patrol

The Department's Operations Resource Unit conducts crime analysis, which results in information used to plan directed patrol assignments. The number of Operations Resource Unit memoranda containing this type of information in the first quarter of 1983 was 24 percent above the level generated in the first quarter of 1982. The number of crime pattern memoranda that actually resulted in directed activities, however, is unknown. The Patrol Division does not respond to these memoranda in each case, and the Department has failed to develop

a management reporting system by which the memoranda can be adequately monitored.

As reflected in Figures I-1 and I-2, calls for service work load and Parts I and II offenses continue to decline from 1981 levels. As previously cited, committed time to calls for service and cover calls has also continued to decline. Sufficient time should have existed for patrol to substantially increase directed patrol assignments. However, it appears that this has not been the case.

The Operational Support Division is to assume primary responsibility for monitoring the directed patrol process, including document and warrant service, and will continue to provide analytical background to support officers, citizens, Crime Stoppers, or division-initiated directed patrol activities. The division shall organize tactical briefings on major crime patterns in order to inform and coordinate police directed patrol efforts. Documented responses shall be required to any assignment initiated by the Operational Support Division within due dates and according to procedures to be developed by that division.

FIGURE I-1

COLORADO SPRINGS POLICE DEPARTMENT
CALLS FOR SERVICE

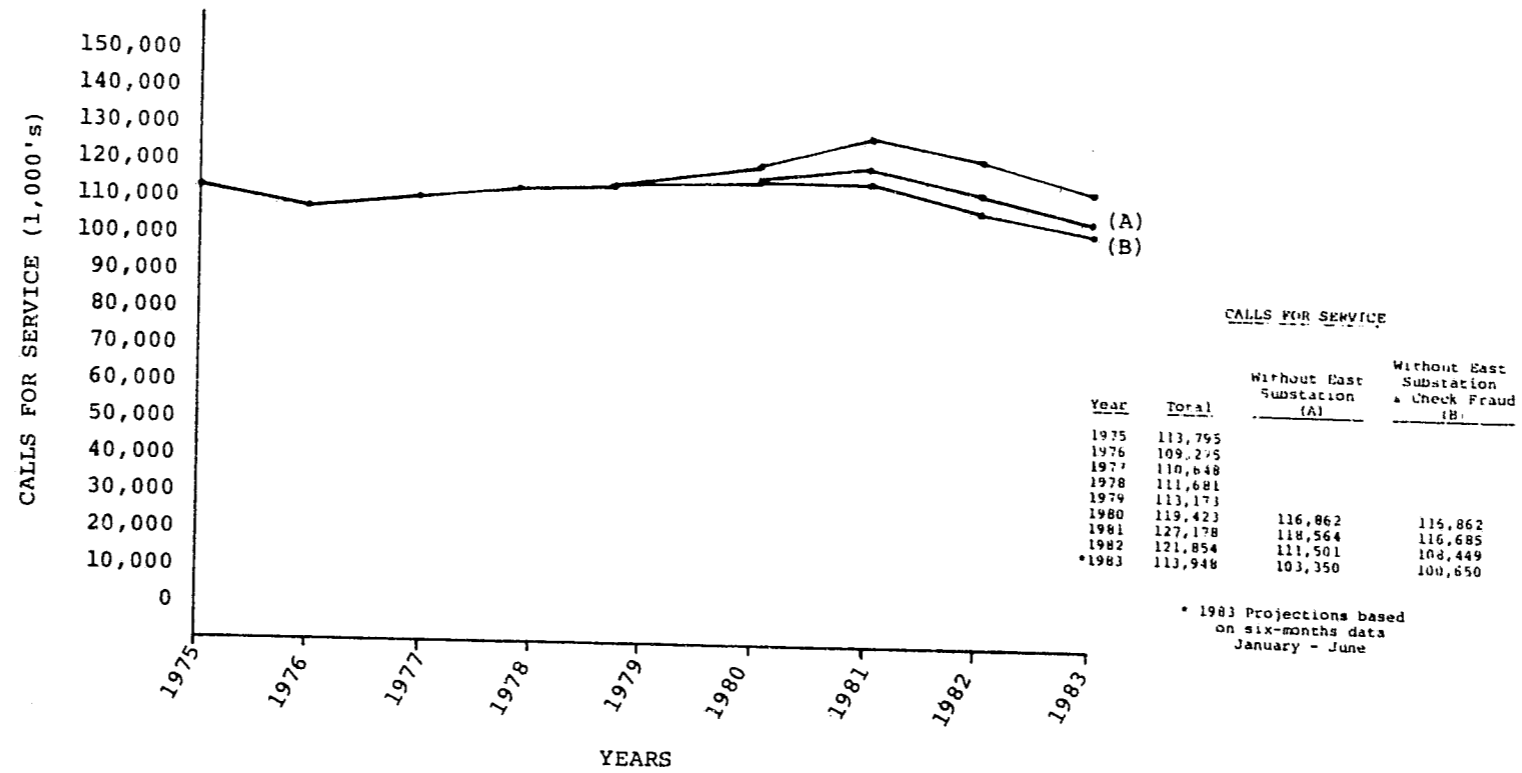


FIGURE I-2

COLORADO SPRINGS POLICE DEPARTMENT
PART I & II OFFENSES



* 1983 projections based
on six-months data
January thru June

F. Traffic Accident Investigation

One of the goals of the new manpower allocation plan was to increase traffic officer availability during peak traffic times for the purpose of increasing their share of traffic accident investigations. Prior to Phase I implementation, traffic officers investigated only 40 percent of traffic accidents.

The percent of traffic accidents investigated by traffic officers for the three months immediately following Phase I implementation (October, November, and December 1982) totalled 65 percent, 65 percent, and 63 percent, respectively. After January 1, 1983, it became somewhat more difficult to track traffic officer performance in this regard. This was due to a change made by the Department to C.A.D. generated reports.

In order to evaluate the level of traffic accidents being investigated by traffic officers after January 1, Project staff sampled accident investigation activity for ten percent of the days during January, February, and March 1983. This effort indicated that 57 percent of the traffic accidents were investigated by traffic officers, an eight percent reduction since October 1982, the month immediately following Phase I implementation. This decrease in productivity is in line with the continuing decline in traffic officer work performance presented in Chapter V, and further illustrates the need for increased direct supervision and accountability of traffic officers.

It appears the Department has reinstated a "radar car" which may be having an adverse affect on accident investigation. Speed control detection should be an assignment based on need, to be worked by any of the traffic officers.

III. Phase I Recommendations Yet to be Implemented

The majority of Phase I recommendations have been implemented. As previously indicated, however, patrol needs to formalize line-ups at the beginning of each shift and debriefing periods at the end of each shift. Also, a few adjustments are required as a result of findings from the monitoring of Phase I enhancements. Two issues, for which a substantial amount of additional work is still required, include the construction of fueling facilities at the East and West Substations and the initiation of evidence and personal property being accepted by the Department's custodian at the Department's substation facilities.

A. Fueling Facilities

The Phase I report recommended the installation of fueling facilities at the East and West Substations, consisting of a 10,380-gallon unleaded gasoline tank, along with two gasoline dispensers, each with two pumps, and a canopy with lights. The basis of this recommendation was that 25 percent of the vehicles coming on shift need refueling which requires traveling from headquarters, substations, and special unit locations to the City's two fueling facilities. Time expended in traveling from these locations to the fueling facilities was significant. The cost of installing these facilities was estimated at \$58,190, which can be recouped within a nine-month period.

To date, the City Council has provided construction funds, the facilities have been designed, and as of this report, bids were being solicited for the installation of such facilities. The facilities, as planned, will be keyed by two cards, one that identifies the car and the other the driver of the car. Liability will be minimized and such dispensing facilities will be components of the City's overall computerized vehicle maintenance program.

B. Custody of Evidence and Personal Property

The Police Study Project staff conducted two surveys to determine the benefit of placing evidence and personal property items into custody at the East and West Substations, as opposed to turning them into the Custodian's Office at headquarters, as is presently the case. The first survey was conducted between August 24 and September 10, 1982,

an 18-day period. The purpose of this survey was to determine the amount and type of evidence or personal property the Department receives for which custody must be maintained and that portion which could be placed into custody at the substations.

A definition was developed for critical items that would continue to be deposited at the custodian's main facility at headquarters. All other items could be deposited at the substations. This policy definition reads as follows:

Evidence obtained from or relating to serious felonies, i.e., homicides, sexual assaults, first degree assaults, and large quantities of narcotics or narcotics having a high street value would still have to be transported to police headquarters and secured within the Evidence Custodian's Office. In addition to the above, evidence too large or bulky for the substation lockers or flammable liquids and monies in excess of \$200 would have to be transported to the Evidence Custodian's Office.

By application of this definition to the evidence and personal property items deposited with the custodian during the survey period, 64.5 percent of all evidence and personal property taken in by the Department could be placed into custody at the substations. Approximately 11 invoices could be turned in daily at the substations.

The second survey took place between October 23 and 31, 1982 and was conducted to gain insight to the time consumed in placing evidence and personal property items into custody at the Custodian's Headquarters Office and the cost savings that would be realized by placing non-critical items into custody at the substations. Approximately \$19,210 in uniform salaries could be saved annually from the alternative plan.

During the past six months, Project staff has transmitted a number of Departmental communications to the Department regarding this proposal. It was suggested that a three-month program be initiated in which such non-critical items would be deposited at the substations, which should thoroughly prove out the merits of this change in procedure. Suggestions were made on how this

program could be planned and implemented. The Department has not yet initiated such a pilot program, reasoning that the Department was short manpower required to pick up such personal property and evidence items from the substations for transportation to the main custodian's office. This is an extremely important issue the Department should address within the near future.

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APPENDIX I-1

POLICE STUDY PROJECT
PHASE I RECOMMENDATIONS

- I. Implement a new patrol and traffic allocation system which:
 - A. Changes the three equal rotating shifts to unequal permanent shifts.
 - B. Eliminates the present fourth shift.
 - C. Eliminates the four overlap days.
 - D. Changes patrol's days on and off from a rotating to a permanent ten-and-four configuration.
 - E. Better proportions patrol and traffic shift assignments to more closely match time-of-day and day-of-week calls for service and crime occurrence work load.
 - F. Because of permanent shift assignments, require an additional \$47,320 in the 1983 budget to cover a graveyard shift differential.

- II. Make the following changes to improve the shift change process:
 - A. Overlap patrol shifts in order to provide field coverage for a 10-minute lineup at the beginning of each shift and a 15-minute debriefing at the end of each shift.
 - B. Approve the following starting times for the three patrol shifts so as to not fall in peak work load times:
 - 5:20/6:20 a.m. - 1:30/2:30 p.m.
 - 1:20/2:20 p.m. - 9:30/10:30 p.m.
 - 9:05/10:05 p.m. - 5:15/6:15 a.m.
 - C. Accomplish shift changes on the east and west sides of town using a matrix approach.
 - D. Include in the Police Department's 1983 budget \$27,867 for a new lineup and debriefing facility at the East Substation and to add lockers and

make other necessary changes to the East and West Substations to accommodate the deployment of increased police officers.

- III. Approve the following with regard to patrol vehicle fueling and use:
- A. Include in the Police Department's 1983 budget \$58,190 to install fuel dispensing facilities at the Department's East and West Substations (the West Substation is leased).
 - B. Instruct the Utilities Department to contract for the Police Department's gasoline requirements, adding to the purchase price a service fee necessary to cover contracting costs only.
 - C. Designate specific parking spaces for each fleet vehicle and approve the concept of officers not being assigned the same vehicle each day.
- IV. Implement the following training changes:
- A. Disperse the Field Training Program on the fourth shift throughout the proposed three-shift configuration, with training officers allocated uniformly with work load among the shifts and assigned the same zone on each shift.
 - B. Approve the In-service Training Program to use manpower not essential to accommodate calls for service instead of setting aside three overlap days for this purpose.
- V. Make the following changes to improve traffic operations:
- A. Reassign the two police officers currently assigned to radar operations to spot enforcement and integrate the radar activity into other Traffic Section functions.
 - B. Reassign the three police officers currently assigned to motorcycles and one of the two police officers currently assigned to the Hit and Run Detail to spot enforcement.
 - C. Change the title of spot enforcement officers to accident specialist and assign them work hours to provide greater coverage during afternoon commute hours and late-night/early-morning weekend hours to service all traffic accidents at these times.

VI. Improve supervision by:

- A. Scheduling Master Patrol Officers to assist sergeants in providing full supervisory coverage over each shift on each day of the year and assign three sergeants to each side of town each shift for supervision of two police teams on a seven-day-a-week basis.
- B. Supporting commanders through the creation of a shift administrative sergeant position. Sufficient sergeant positions currently exist to allow three being assigned this new duty.
- C. Providing improved management reporting, necessitating increased support from the Management Information Center.

VII. Approve the reduction of 11 police officer positions in Uniform Services 1983 budget, positions which are currently vacant and are no longer required as a result of Phase I operational analysis and increased efficiencies expected from the above recommendations.

VIII. Consider the need to reinstitute a municipal night court in order to minimize overtime costs which will otherwise occur when officers working night duty appear at day court.

APPENDIX I-2

PROPOSED SCHEDULE FOR COMMUNICATION CENTER

I. The current staffing level for the Communication Center is as follows:

- 1 Police Lieutenant (commander)
- 4 Police Sergeants (1 Administrative Sergeant)
- 18 Dispatchers, 9 civilian & 9 officers
- 11 Police Complaint Clerks

II. Proposal

- A. One additional dispatcher to be added by recommendation of Police Project Phase II report.
- B. Schedules for dispatchers - 18 personnel (can also serve as complaint clerks).

1. Shift #1 hours - 5:00 a.m. to 1:00 p.m.

- a. Staff - 4 dispatchers & 1 sergeant
- b. Schedule

	M	T	W	T	F	S	S
1	X	X					
1			X	X			
1					X	X	
1	X						X
	<u>2</u>	<u>3</u>	<u>3</u>	<u>3</u>	<u>3</u>	<u>3</u>	<u>3</u>

On duty

c. Relief - sergeant can relieve on Monday (off Tuesday and Wednesday)

2. Shift #2 hours - 1:00 p.m. to 9:00 p.m.

- a. Staff - 7 dispatchers
- b. Schedule

	M	T	W	T	F	S	S
1	X	X					
1		X	X				
1			X	X			
1				X	X		
1					X	X	
1						X	X
1	X						X
	<u>5</u>	<u>5</u>	<u>5</u>	<u>5</u>	<u>5</u>	<u>5</u>	<u>5</u>

(All days exceed maximum by one)

c. Sergeant days-off schedule include Sunday and Monday

3. Shift #3 hours - 9:00 p.m. to 5:00 a.m.

- a. Staff - 7 dispatchers
- b. Schedule

	M	T	W	T	F	S	S
1	X	X					
1		X	X				
1			X	X			
1				X	X		
0					X	X	
2						X	X
1	X						X
	<u>5</u>	<u>5</u>	<u>5</u>	<u>5</u>	<u>6</u>	<u>5</u>	<u>4</u>

On

c. Sergeant days off include Sunday and Monday

C. Schedules for police complaint clerks - 12 personnel

1. Shift #1 hours - 5:00 a.m. to 1:00 p.m.

- a. Staff - 4 police complaint clerks
- b. Schedule

	M	T	W	T	F	S	S
1	X	X					
1		X	X				
1			X	X			
1				X	X		
1					X	X	
1	X						X
	<u>3</u>	<u>3</u>	<u>3</u>	<u>3</u>	<u>3</u>	<u>3</u>	<u>2</u>

2. Shift #2 and #3 hours - 1:00 p.m. to 9:00 p.m. and 9:00 p.m. to 5:00 a.m., respectively.

- a. Staff - 3 clerks each

b. Schedule

	M	T	W	T	F	S	S
1	X	X					
		X	X				
1			X	X			
				X	X		
1					X	X	
	X						X
	2	2	2	2	3	2	2

3. Overlap shift

a. Staff - 2 police complaint clerks

b. Schedule

	M	T	W	T	F	S	S
	X	X					X
	X	X					X

8:00 a.m. to 6:00 p.m.
6:00 p.m. to 4:00 a.m.

D. Summary of Staffing

1. Shift #1 - 5:00 a.m. to 1:00 p.m.
M-F 1 Lt. 1 Adm. Sgt. (8:00 a.m. to 5:00 p.m.)

	M	T	W	T	F	S	S
Sup. Sgt.	1	0	0	1	1	1	1
Dispatch	2	3	3	3	3	3	3
Clerk	3	3	3	3	3	3	2
			1	1	1	1	
							Overlap (8:00 a.m. to 1:00 p.m.)
Total	6	6	7	8	8	8	6

2. Shift #2 - 1:00 p.m. to 9:00 p.m.

	M	T	W	T	F	S	S
Sgt.	0	1	1	1	1	1	0
Disp.	5	5	5	5	5	5	5
Clerk	2	2	2	2	3	2	2
			1	1	1	1	
							Overlap (1:00 p.m. to 9:00 p.m.)
Total	7	8	9	9	10	9	7

3. Shift #3 - 9:00 p.m. to 5:00 a.m.

	M	T	W	T	F	S	S
Sgt.	0	1	1	1	1	1	0
Disp.	5	5	5	5	6	5	4
Clerk	2	2	2	2	3	2	2
			1	1	1	1	
							Overlap (9:00 a.m. to 4:00 a.m.)
Total	7	8	9	9	11	9	6

CHAPTER II

GENERAL INVESTIGATIONS

SUMMARY

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 followup 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 individual as opposed to cases due to multiple-suspect cases.

RECOMMENDATIONS

- (1) Adopt the Case Management Process presented in this chapter, including:
 - (a) A Case Management Unit 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 include the proposed weighted assignment criteria presented in Section V.
 - (c) The new check-off type offense report and other supportive reports presented in Section III.
 - (d) The use of Patrol and other uniformed services units in followup 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.

STUDY FINDINGS

I. Introduction

A. Chapter Overview

This chapter presents the findings of a study of the Colorado Springs Police Department's criminal investigation process and outcomes. As reported in "Managing Criminal Investigations," prepared by the University Research Corporation, the purpose of the criminal investigation process is to:

"Increase arrests for serious crimes that are prosecutable, ultimately leading to an increased number of convictions."

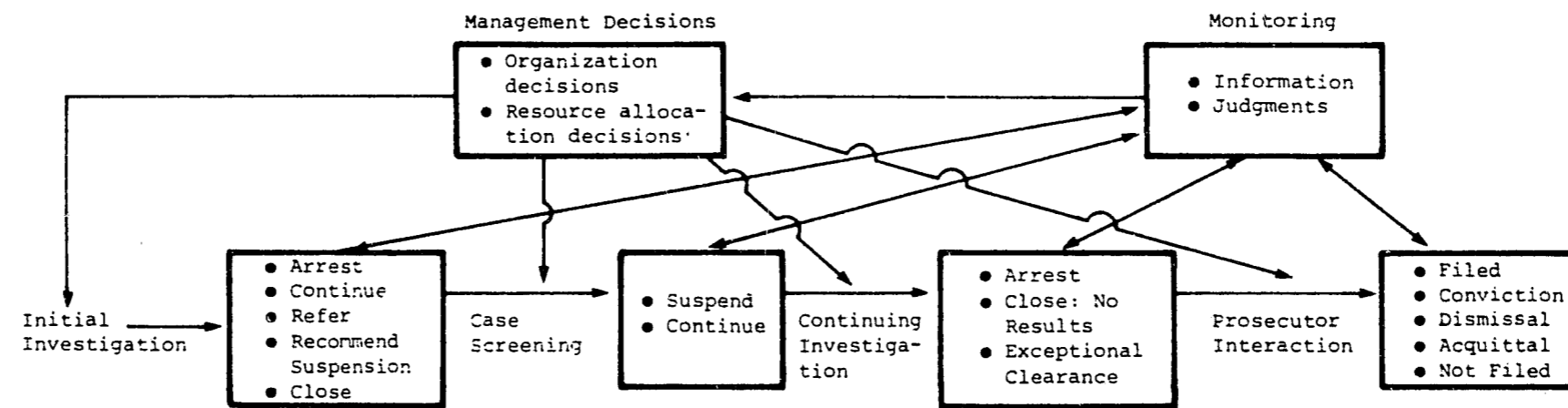
As also reported in that report, there are six key components of the criminal investigation process:

1. Initial investigation.
2. Case screening.
3. Management of continuing investigations.
4. Police/prosecutor relationships.
5. Monitoring of investigations system.
6. Police agency organization and allocation decisions.

A schematic of these six investigative components, along with types of outcome, are presented in Figure II-1.

FIGURE II-1

THE CRIMINAL INVESTIGATION SYSTEM AND OUTCOME



9-II

Included in this section is an overview of chapter makeup; insight to the findings and recommendations of a study of the Department's investigative operations submitted in 1979 by George Sicaras, then Deputy Chief of Police, Hartford, Connecticut Police Department; and a summary of several studies of the criminal investigations process conducted in the last decade. Section II presents an overview of the Department's Investigations Division, including responsibilities, goals, organization, resources utilized, an overview of case management procedures followed and problems observed with such process, and insight to a proposed case screening process. Section III presents insight to the current offense report utilized by the Department to capture information on reported crime, procedures used in completing that form, and problems with document flow. It also presents a new offense report plus supportive forms which the Department should adopt. Section IV addresses key information systems that relate to the investigative process. To adequately comprehend the existing investigations process and the extent to which it results in successful conclusions requires the collection and evaluation of actual case report data, which is the purpose of Section V. A systematic sampling of every tenth case report taken in the first quarter of 1981 was conducted to gain such insight. Additional insight was gained from 468 separate case reports assigned to and investigated by Department detectives. Analysis of these case reports provided considerable insight to the nature of the cases, the elements and quality of preliminary investigation, and extent to which detectives enhance cases, actions of the prosecutor, and the ultimate dispositions of those cases as prescribed by the court. Section VI presents insight to the Investigation Division fleet management program.

B. Prior Study of Department Investigative Operations

At the request of the Chief of Police, George Sicaras on April 15-18, 1979, assessed the Department's investigative process. His findings and recommendations were transmitted to Chief Tagert on April 22, 1979, and a summary of his findings and recommendations follows:

1. Offense reports are not submitted in a timely fashion. It is recommended that a rigid Departmental policy be promulgated which requires all offense reports to be submitted at the conclusion of each officer's tour of duty.
2. The Department has no formal procedure which articulates investigative responsibilities. At present, copies of all offense reports are routinely routed to Investigations regardless of crime type or apparent need for follow-up. It is recommended that the Department consider a policy which clearly identifies which crime types are the responsibility of the various specialized divisions. The uniformed officer should be given increased responsibility in the investigative process.
3. The Department has offense reports which include solvability factors; however, there is almost total non-compliance in the utilization of these factors as a vehicle for achieving case screening. Uniformed and investigative personnel must be trained in the use/importance of solvability factors.
4. The quality of offense reports submitted by uniformed officers is good, but substantial improvement can be achieved through the initial quality control review by an officer's immediate supervisor. It is recommended that strong quality control procedures be developed and implemented which hold the immediate supervisor, shift commander, and Records Division responsible for assuring reports are of good quality and meet Department standards.
5. Case routing and case screening are vital components of the managing criminal investigations program. It is recommended that the Department utilize case screening as the principle mechanism of improving the number of cases which have the greatest promise of solution. The Department may

also desire to experiment with the use of primary and secondary solvability factors as a means of simplifying case assignment decision-making.

6. The role of sergeants and lieutenants in Investigations should be redefined. Case review and assignment responsibilities should be transferred to a specialized unit.
7. Interviews with personnel of various specialized investigative units reveal that almost none use the valuable data collected by crime analysis. It is recommended that personnel from the Operations Resource Unit meet with the investigative managers and supervisors at least initially to acquaint them with the value of information contained in their tactical bulletins.
8. It is advisable that small specialized units be absorbed by larger divisions.
9. Communication among investigators and uniformed personnel is minimal. It is suggested that daily briefings be conducted within each division to improve the exchange of information.
10. Consideration should be given to a policy where investigators are required to provide supplemental reports whenever they perform any investigative task related to a case assigned to them. Progress reports should be submitted prior to the conclusion of the investigator's tour of duty.

As recently reported by Bill Gay, University City Science Center, and as determined by Project Study staff, it appears that no action was taken on a majority of these recommendations, and the above problems still exist.

C. Various Criminal Investigation Process Studies

There has been considerable study in recent years of the criminal investigation process. Studies have been conducted by the federal government, various police associations, consultants under contract to police departments, and by staffs of various police departments. Just a few of the more important studies include:

- * "Managing Case Assignments: The Burglary Investigation Decision Model Replication," John Eck, Police Executive Research Forum, 1979.
- * "Managing Investigations: The Rochester System," Peter B. Block and James Bell, Police Foundation, 1976.
- * "Managing Criminal Investigations, Participants Handbook," prepared for the Law Enforcement Assistance Administration, United States Department of Justice, 1977.
- * "What Happens After Arrest," Inslaw, Inc., 1981.
- * "The Criminal Investigation Process, Volume I," Peter Greenwood and Joan Petersilia, Rand Corporation, 1975.
- * "The Criminal Investigation Process, Volume III," Peter Greenwood and Jan Chaiken, Rand Corporation, 1975.
- * "Solving Crimes: The Investigation of Burglary and Robbery," John Eck, Police Executive Research Forum, 1983.

Probably the most talked about of all the above reports is the 1975 Rand Corporation report on the criminal investigation process. Its objectives were to describe on a national scale current investigative organization and practices, to assess the contribution police investigations make to the achievement of criminal justice goals, to ascertain the effectiveness of new technology and systems being adopted to enhance investigative performance, and to reveal how investigative effectiveness is related to differences in organizational form, staffing, procedures etc. The scope of the Rand study included police investigation of serious reported crime: homicide, rape, assault, robbery, burglary, and theft. It did not address misdemeanor offenses, the investigation of which is substantially different from felony offenses. The report concluded that:

"Our data consistently revealed that an investigator's time is largely consumed in reviewing reports, documenting files, and attempting to locate and interview victims on cases that

experience shows will not be solved. For cases that are solved, i.e., a suspect is identified, an investigator spends more time in post clearance processing than in identifying the perpetrator."

It further concluded that almost all cases are cleared as a result of routine police procedures.

Two studies also listed above have taken issue with the major conclusions drawn by the Rand study. The first study, "Managing Investigations: The Rochester System," reports that the Rochester system produces quite different results from those reported in the Rand study. That system involves assigning detectives to work with patrol officers in a team approach toward crime investigation. The report indicates that the Rochester system has demonstrated that a team approach can improve arrest and clearance rates.

The second report that takes issue with the Rand report is "Solving Crime: Investigation of Burglary and Robbery." This study suggests that investigations are not necessarily as wasteful or mismanaged as earlier studies have suggested, perhaps because those studies stimulated management improvements. It reports that police detectives and patrol officers contribute equally to the solution of burglary and robbery cases.

The primary criteria used to assess the value of followup investigative efforts in the latter two studies were the degree to which detectives enhanced the case and made arrests and the extent to which such cases were cleared. They did not address the extent to which cases resulted in suspects being convicted.

The primary goal of criminal investigations is to control crime, and this can only be accomplished through deterrence, incapacitation, and rehabilitation. These mechanisms can only function if suspects are convicted, and convictions can only be obtained if suspects are identified, arrested, and prosecuted.

Section V of this chapter presents evidence which generally supports the conclusions drawn by the Rand Corporation that investigation processes

are not well managed, that most cases receive only superficial attention, and that the most important factor in solving a case is the information patrol officers obtain from the crime victim.

II. Investigations Division

A. Responsibilities/Goals

The Investigations Division plays a key role in the investigative process, and this section provides an overview of that role. The results of the Division's efforts will be addressed in a later section.

The Code of the City of Colorado Springs does not contain a specific mission for the Investigations Division; however, the Division's responsibilities are spelled out in the Police Department's Operations Manual and in the City's budget program structure. The Department's Operations Manual (Section A 1200.5 through A 1221.95) identifies the responsibilities of the Investigations Division as:

1. Investigate, prepare and file criminal cases with the District Attorney.
2. Maintain liaison with the District Attorney on complaints and warrants; allied agencies for conducting joint and reciprocal investigations.
3. Obtain and execute arrest and/or search warrants.
4. Develop information on suspects and informants.
5. Assist the District Attorney with judicial process.
6. Collect and preserve evidence and properties; authorize the release and disposition of seized property.

The Operations Manual also identifies the activities of the investigative process, which is addressed in Section L 1800.

The police Investigations Budget Program identifies goals and work objectives for the investigative program. The program goals are to:

"Provide coordination, technical assistance and support in the investigation of criminal activities, and insure that cases which are suitable for prosecution are presented to the District Attorney."

Work objectives include:

1. Maintain clearance rates above the national average by arrests for auto theft, burglary, assaults and robbery.
2. Maintain a monetary amount of recovered property resulting from burglary and robbery.
3. Increase the number of felony narcotics arrests.
4. Increase the number of cases cleared by arrests as a result of polygraph examinations.
5. Increase the number of sexual assault cases cleared by arrests.
6. Provide coordination and support in all sexual assault investigations.
7. Enforce laws relating to vice activities and increase the arrests by five percent over previous calendar year.

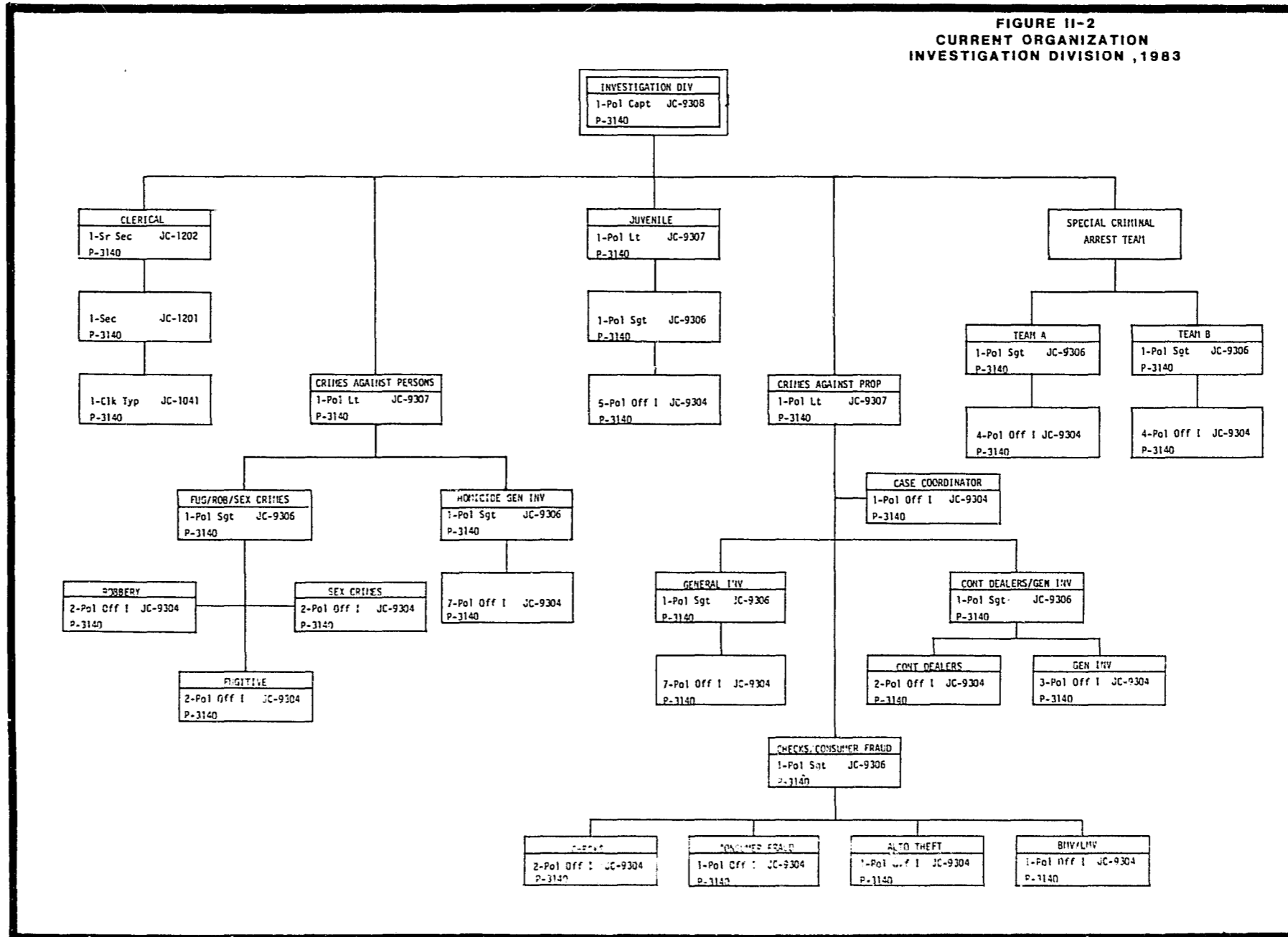
The manner in which these responsibilities, goals and objectives are accomplished is addressed in the remainder of this chapter.

B. Organization and Resources

As reflected in Figure II-2, the Investigations Division is part of the Operations Bureau and consists of four major sections: Crimes Against Persons, Crimes Against Property, Juvenile, and Special Criminal Apprehension Team. The followup of crime reports on an ongoing basis more commonly relates to the first three investigative sections. The Division is staffed by 1 captain, 3 lieutenants, 8 sergeants, 46 investigators, and 3 civilians.

The 1983 operating budget for the Division is \$1,888,877, and of that amount, \$1,642,638, or 87 percent, is allocated for salaries. The remainder consists of \$115,289 for operational expenses and \$30,950 for capital outlay. The Division has 43 vehicles at its disposal that are assigned at the discretion of the captain in charge.

**FIGURE II-2
CURRENT ORGANIZATION
INVESTIGATION DIVISION, 1983**



II-15

With the exception of a two-man night shift, those assigned to the Crimes Against Persons, Crimes Against Property and Juvenile Sections work a 7:00 a.m. to 4:00 p.m. or 8:00 a.m. to 5:00 p.m. shift Monday through Friday. Work hours for the Special Criminal Apprehension Team are according to need.

The Division is housed in a converted appliance store. A number of problems are associated with this facility, including severe overcrowding, poor lighting, inadequate telephone system and inferior heating and cooling systems. It is believed these factors impact on the overall productivity and effectiveness of this Division.

C. Interview and Surveys

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 their supervisors were interviewed to gain insight to their day-to-day activities.

Division staff also participated in survey processes. The interviews began in November 1982 and were largely completed by the end of January 1983. Several members of the Crimes Against Persons, Crimes Against Property and Juvenile Sections were interviewed. To ensure uniformity in the interview process, each interviewee was asked the same series of questions:

1. What process approach do you use in accomplishing your work?
2. What type of direction do you receive from your supervisor?
3. How are your needs identified within the unit?
4. What limitations, time and other, are placed on the unit?
5. What resources are made available to you to perform your work, and what additional resources do you require?
6. What record-keeping system do you utilize?

Information obtained was used to flow-chart the different case investigative processes, and several major concerns surfaced from the interviews. It

was learned that certain key investigative records are being destroyed, instead of being added to the Department's central archives; there is a lack of uniformity on case assignment criteria; management does not administer an overall case management goal approach which leaves the majority of work load planning and accomplishments to each investigator's discretion; there is almost no use of patrol officers in the followup investigative process; practically all investigators are assigned a vehicle with home-garaging privileges, even though most are never called out to a crime scene; the case report form does not ensure uniformity of information, or that key information is always provided; almost all units maintain their own record-keeping system, and the Investigative Management Information System (IMIS) is not fully implemented; and increased clerical support is required.

A survey of the investigators assigned to the Crimes Against Persons and Crimes Against Property Sections was conducted to gain insight to the investigator's perception of the amount of time spent on various investigative activities. Activity categories included: (1) on-scene investigation, (2) case followup, (3) District Attorney's office, (4) case packaging, (5) other administrative duties, and (6) time lost due to inadequate facilities. Also, investigators were asked to identify time spent on activities not listed.

Thirty-three investigators are assigned to the Crimes Against Persons and Crimes Against Property Sections, and 26 survey responses were received, or 79 percent of assigned staff. Of those responding, the majority felt that less than ten percent of their time was spent on on-scene investigation. Only two investigators thought that more than ten percent, but less than 20 percent, was spent on this activity. The majority felt that 50 to 60 percent of their time was spent following up on cases. Most respondents estimated that less than ten percent of their time was spent interfacing with the District Attorney's office. Eighty-five percent felt that case packaging took less than 20 percent of their time. Other administrative duties were thought to use less than 20 percent of the investigator's time. Time lost due to inadequate facilities was cited only as a minor factor in time consumed.

Solvability factors are present in almost all crimes, and it is reasonable to assume that if more clues are available, the possibility of solving the case is greatly enhanced. In an effort to focus on the solvability of crime, the current Department case report contains ten questions that must be answered by officers completing the report. These questions are listed on the front page of the case report form in order to enable the reader to quickly identify the investigative leads of a case. These solvability questions are:

1. Was there a witness to the crime?
2. Can a suspect be named?
3. If arrests are made, indicate the number of arrests.
4. Can a suspect be described?
5. Can a suspect be identified?
6. Can the suspect's vehicle be identified?
7. Can the stolen property be identified?
8. Is there significant physical evidence present?
9. Is there a significant M.O. present?
10. Is there a significant reason to believe that the crime may be solved with a reasonable amount of investigative effort?

Those supervisors responsible for assigning cases were surveyed to determine the value of these solvability factors. Those responding were asked to score each factor individually by its importance and usefulness with values ranging from zero to ten. Comments were also invited.

The results of the survey indicated the respondents were generally dissatisfied with the solvability factors currently used. Most respondents contend that the factors are of little value in determining whether a case should be assigned. It was generally indicated that the entire case must be read before a decision could be made on case assignment.

While it is true that those officers surveyed felt the current solvability factors were of little value, both the interview process previously discussed and an analysis of cases, in which case a decision had already been made on whether to assign a case, indicated that issues of solvability do play a critical role in the assignment decision. A more detailed examination of case assignment decision-making follows later in this section.

D. Flow Charting of Current Case Management Process

In order to fully comprehend the intricacies of the investigative process, the various investigative functions were flow-charted and documented. Prior to this effort, little formal documentation existed concerning the investigations process. Basic information concerning the activities of the investigator were obtained primarily from interviews with the detectives assigned to the various units. As previously indicated, the investigators were asked a series of structured questions, which provided the Police Study Project insight to the investigations process. A rough draft of the flow chart was prepared and presented to the members of that corresponding unit. The chart was reviewed with members of the unit, and their input concerning changes or modifications was solicited. Once the flow chart reflected the actual procedures present in the unit, a final draft was prepared and approved by the members of the corresponding investigations unit.

The flow charts depict manual case tracking systems, which are still being used, even though the computerized IMIS has almost been fully implemented. Some IMIS enhancements are necessary before these manual case tracking systems can be eliminated.

Ten flow charts follow which provide detailed insight to the Department's investigative process. The first flow chart provides insight to the Department's general case investigative process. It depicts investigations starting with the preliminary investigation, proceeding through case evaluation to investigator case assignment, case monitoring control and management decision-making through prosecutorial action. The second flow chart provides an overview of the case evaluation process, depicting the manner in which cases are sorted and issues addressed in determining whether the case should be assigned. The next eight

flow charts elaborate on the general investigative process. The first four address Crimes Against Property cases and depict the decision-making process with regard to general property, gold and silver, pawn tickets and check fraud activities. The next flow chart displays decisions and processes which occur with case reports assigned the Juvenile Section.

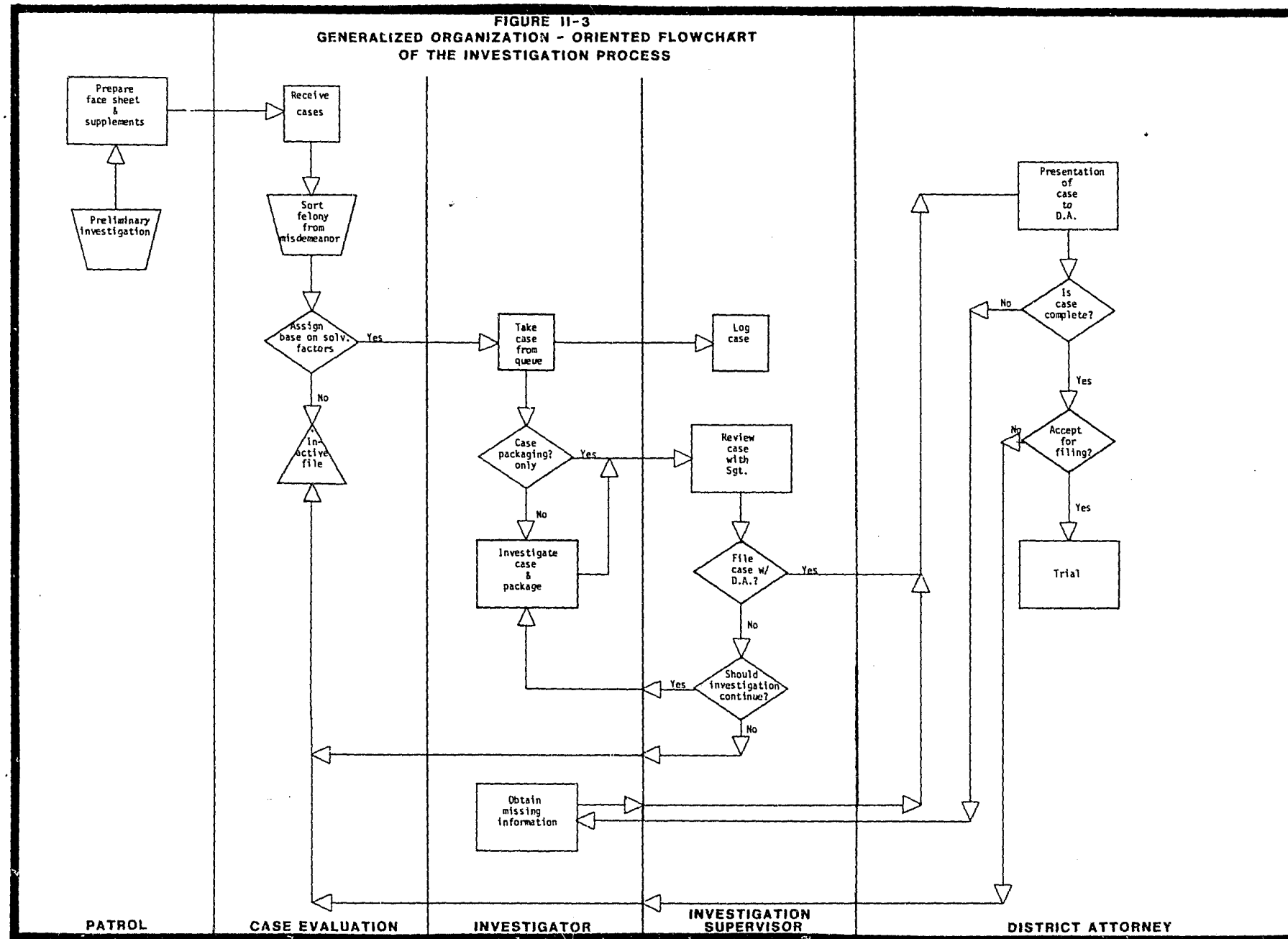
The last three flow charts address the investigative activities within the Crimes Against Persons Section; one dealing with assault, homicide and menacing; one dealing with sexual assault and robbery investigation; and one dealing with the fugitive investigation process. All this information was used to determine the extent to which enhancement should be made to the Department's investigative process.

1. General Case Investigation Process

Figure II-3 displays the Department's generalized investigation process. Elaborations of this process are contained in following subsections. The process is initiated with the preliminary investigation conducted by the patrol officer. The patrol officer prepares the offense/case report, which includes the face sheet and supplements; the case report is sent to the case evaluator, who sorts the felony cases from the misdemeanor cases; the misdemeanor cases are automatically rejected, and subsequently, the investigator's copy is destroyed. Felonies are evaluated for solvability factors and if there is sufficient number of factors the case will be placed in the assignment queue. If there are insufficient solvability factors, the case is placed in the inactive file.

The investigator takes the case from the case queue, and signs the case assignment log. The investigator's supervisor obtains a listing of investigator assignments from this log. The investigator then determines if the case is merely a case-packaging situation, and if so, the appropriate supplements are generated and the case is reviewed with the investigator's sergeant. If the case requires more than case packaging, the investigator initiates the investigation and works it for a period not to exceed the established review date.

II-21



When the investigator feels the case is ready for filing or the established review date has expired, the investigator meets with the sergeant to review the status of the case. If the case is not ready for filing, the sergeant determines whether investigation should continue. If not, the case is relegated to the inactive file. If the case is ready for filing, the investigator will present it to the filing Deputy District Attorney, a position filled by a paralegal, not an attorney. If the filing Deputy District Attorney believes the case is incomplete, the investigator will obtain the missing information.

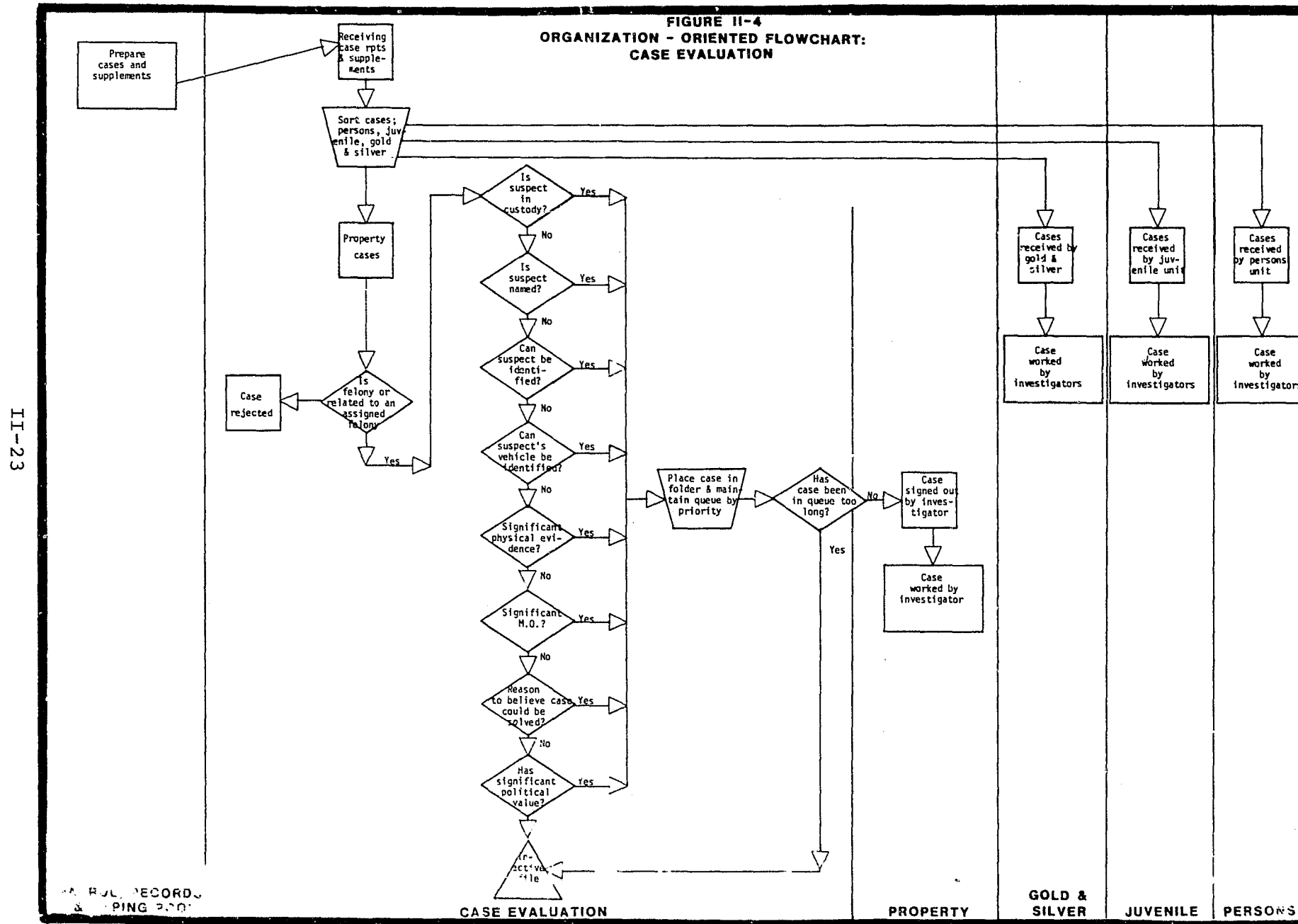
Once all the information is obtained and the case completed, the filing Deputy District Attorney determines whether the case will be accepted for filing. If not, a copy of the case will be placed in the inactive file. If the case is accepted for filing, the investigator will attend all necessary pre-trial hearings and the subsequent trial of the case.

2. Case Evaluation Process

Figure II-4 displays the type decisions made in the case evaluation process. The case evaluator receives case reports directly from patrol, or via Records and Identification and the typing pool.

Upon receiving the cases, the case evaluator sorts them by Crimes Against Persons; type juvenile, in which case there is a juvenile suspect and/or victim; gold and silver thefts; and other Crimes Against Property. The first three types of cases are distributed to the appropriate investigations unit. The remaining property cases are retained by the case evaluator.

The case evaluator determines for the retained case whether it is felony or a misdemeanor. If the case is not a felony or related to an assigned felony, the copy is destroyed. If the case is a felony, the case evaluator applies the following assignment criteria, which closely correspond to the solvability questions on the case report:



II-23

PROPERTY RECORDS
& INDEXING SECTION

- a. Is the suspect in custody?
- b. Is the suspect named?
- c. Can the suspect be identified?
- d. Can the suspect's vehicle be identified?
- e. Is there significant physical evidence?
- f. Is there a significant M.O.?
- g. Is there reason to believe the case could be solved with a reasonable amount of effort?
- h. Does the case have significant political value?

If the answer to all of these questions is "no," the case is placed in an inactive file maintained by the case evaluator. If the answer to any of these questions is in the affirmative, the case is placed in the assignment folder.

The assignment folder is arranged in a manner which places the most urgent cases at the top. The case evaluator continually evaluates the queue to ensure that the most serious cases are at the top of the stack. Cases which have remained at the bottom of the stack for a prolonged period of time are relegated to the inactive file. The reason for this is that these cases had very few solvability factors initially, and as time passes, the probability of successful investigation decreases dramatically.

Investigators in the Crimes Against Property Section continually take cases from the top of the folder, and in so doing, sign a corresponding case assignment log. The investigators are instructed to take the case from the top of the stack and not to rummage through the queue looking for cases on which they would prefer to work. The property supervisor enters this information into the manual case management system and IMIS, and manages the review and filing of cases from these information sources.

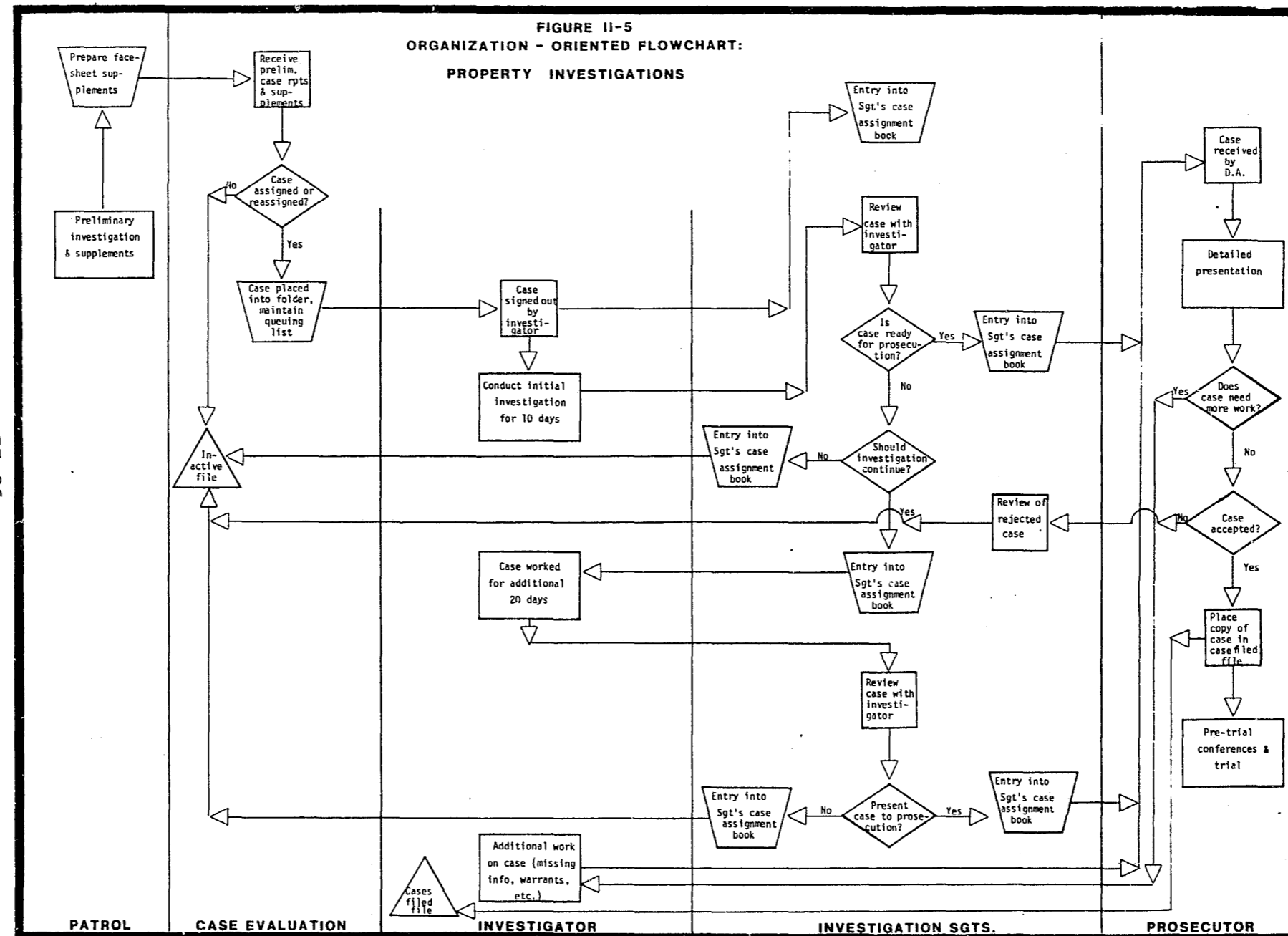
The current case evaluation system exhibits several inherent problems. First, property misdemeanor cases are routinely disposed of regardless of case seriousness or solvability. Second, there is no mechanism by which cases can be returned to patrol for followup investigation. Third, the assignment criteria are subjective, and subsequently, the solvability value of cases assigned may vary significantly depending on when the case is assigned. During heavy work load periods or a shortage of investigators, the solvability value of the cases being worked is much higher than in periods when the case load is low available investigators are plentiful. Also, cases relegated to the inactive file cannot be retrieved according to their solvability value. Therefore, the assignment of cases is tied to the current influx of case reports, which further accentuates the rollercoaster effect with respect to the solvability value of cases being worked. Finally, the random assignment of cases prevents the investigator from receiving the type case which he demonstrates skill in investigating or all of the cases present in a crime pattern.

3. Property Investigations Process

The Property Investigations Flow Chart (Figure II-5) displays the processes and decisions which occur when the cases are received by this section, not including cases assigned to the Gold and Silver and Check Fraud Units. As just mentioned, property cases are sorted from the nonproperty crimes by the case evaluator, and the case assignment criteria applied to these cases. The cases which meet the criteria are placed in the assignment folder from which investigators initiate their own case assignments.

Once an investigator has signed out a case, a review date of ten days after the assignment date is established. At the review, the investigator and the sergeant will review the case and determine if it is ready for prosecution. If so, an entry will be made in IMIS and by the sergeant in his case assignment book, and the case will be presented to the filing Deputy District Attorney. Should the case not be ready for prosecution, a determination is made whether an investigation of the case will continue. If the investigation of the case is

II-26



discontinued, an appropriate entry will be made in IMIS and in the sergeant's case assignment book, and the case will be relegated to the inactive file.

The case will be continued if it is determined that additional work could result in a case being accepted for filing. If continued, entry is made in IMIS and in the sergeant's case assignment book, and a review date in 20 days is established. The investigator will continue with the case until the investigation is complete, but not later than the 20-day review date, at which time the case is reviewed with the sergeant, and a determination made to either discontinue working the case or to present it for filing. If the case is complete, an entry is made in IMIS and in the sergeant's case assignment book, and the case is presented to the filing Deputy District Attorney. If the case is not ready for presentation, an entry is made in IMIS and the sergeant's case assignment book, and the case is relegated to the inactive file.

The case is presented by the investigator to the filing Deputy District Attorney who determines whether the case needs additional work, and if so, the case will be extended. The investigator will develop the additional information which often consists of warrants, missing victim information, witness listings etc., and present it to the filing Deputy District Attorney. At this time, the decision is made on whether to accept or reject the case for filing. If the case is not accepted for filing, the investigator's sergeant will review the circumstance with the investigator, and the case will be deactivated and relegated to the inactive file. Cases accepted for filing are placed in "cases filed." The investigator will attend the necessary pre-trial conferences and any ultimate trial.

The Crimes Against Property Section has developed a system which closely monitors the assignment and subsequent investigation of property cases. Cases are carefully tracked to the point where the case is presented to the District Attorney. Cases which need additional work, however, are not given a specific time limitation. In other words, the completion of the case to the satisfaction of the District

Attorney could extend over an indefinite period of time.

The property case management system is designed for the sergeant to oversee the work of the investigators. It does not, however, facilitate a pooling of information from throughout the Investigations Division, by which one can monitor the ultimate goal of case disposition, that being the successful filing of cases with the District Attorney and subsequent case actions.

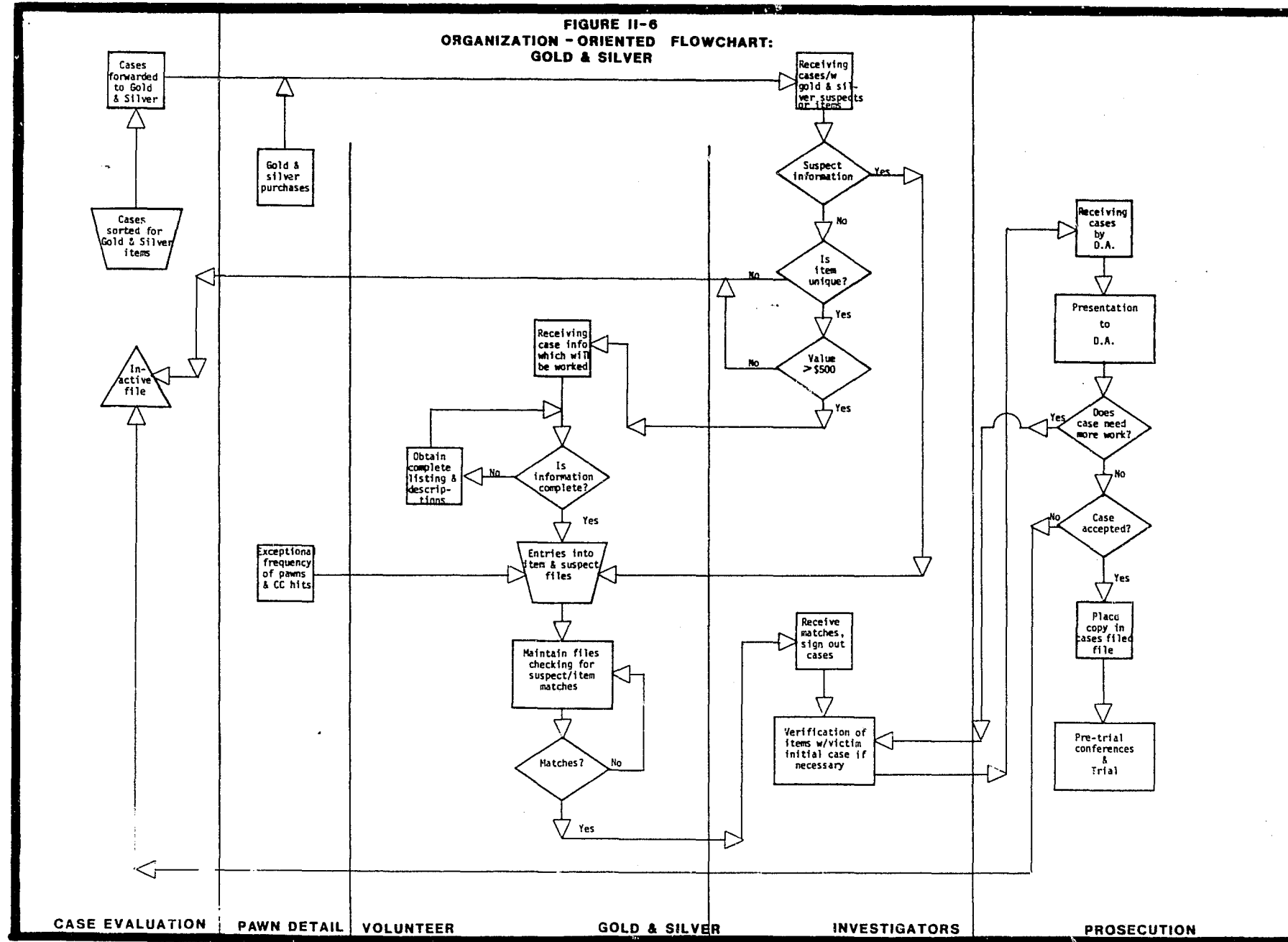
4. Gold and Silver Process

The processes and decisions which take place in the Gold and Silver Unit, a component of the Crimes Against Property Section, are depicted in Figure II-6. This Unit's work load includes case reports received from the case evaluator in the Crimes Against Property Section, gold and silver purchase records from dealers, and gold and silver dealer purchase forms picked up by the Department's Pawn Detail. Gold and silver dealer sales slips are mailed to the Unit or carried in by the dealers no later than seven days from purchase.

Information received from all sources is sorted into suspect and item information. If the information contains suspect data, the information is entered in the Suspect File. If the information is item-specific, it is entered in the Item File, organized by item description. Both are manual files and are the primary investigative tools used by this Unit.

The only stolen items entered in the Item File are those unique and which have a value greater than \$500. In such instances, the case is sent to the Unit's volunteer, who determines whether the stolen item information is complete. If the description is not complete, the volunteer will obtain from the victim a complete listing and description of the item or items. Only when the information is complete are entries made to the Item File.

Stolen items in the Item File are then compared with gold and silver purchase records picked up from the pawn shops by the Pawn Detail. When a "hit" occurs, the Pawn Detail notifies the appropriate investigator, who will pick up the stolen items from the pawn shop to retain as



evidence pending subsequent filing of criminal charges.

In addition to pawn and sales records, the Pawn Detail sends the Gold and Silver Unit a list of persons who are exceptionally active in pawning property items. All this information, in conjunction with the suspect descriptions of individuals involved in gold and silver crimes, constitutes the Suspect File.

The Gold and Silver Unit continually interfaces the Suspect File with the Item File, in the hopes of matching an item with the corresponding suspect. Additionally, the unit volunteer attempts to match pawned gold and silver items to stolen items and suspects to individuals pawning gold and silver items.

Once a match is made, it is forwarded to a Unit investigator, who pulls the related case report. The investigator verifies the suspect/item description with the victim. If a case has not been previously initiated, the investigator will do so at this point. When the case work is complete, it will be reviewed with the investigator's sergeant and then presented to the filing Deputy District Attorney. This process is not found on the Gold and Silver flow chart, but is identical to the procedure described in the Property Investigation flow chart presented in Figure II-5.

There are several problems with the current unit framework approach. First, the Gold and Silver Unit represents another example of how the Investigations Division's data base is splintered. This Unit has established specific files for suspect and item crime correlation, unique from all others maintained in the Investigations Division. However, they are separate from the general case filing system maintained by that section. To obtain information on gold and silver cases, one must first know that the case included such items, and then must obtain the needed information directly from that Unit's files. Second, one of the criteria used to determine whether an item qualifies for entry to the Item File is that it must have a value of \$500 or greater. It is not readily discernible as to whether

these criteria change as a result of fluctuations in the gold and silver market. Third, there does not appear to be any mechanism for redirecting the goal of the Unit should gold and silver thefts become less significant than they are currently and a more popular crime target emerges.

5. Pawn Detail Process

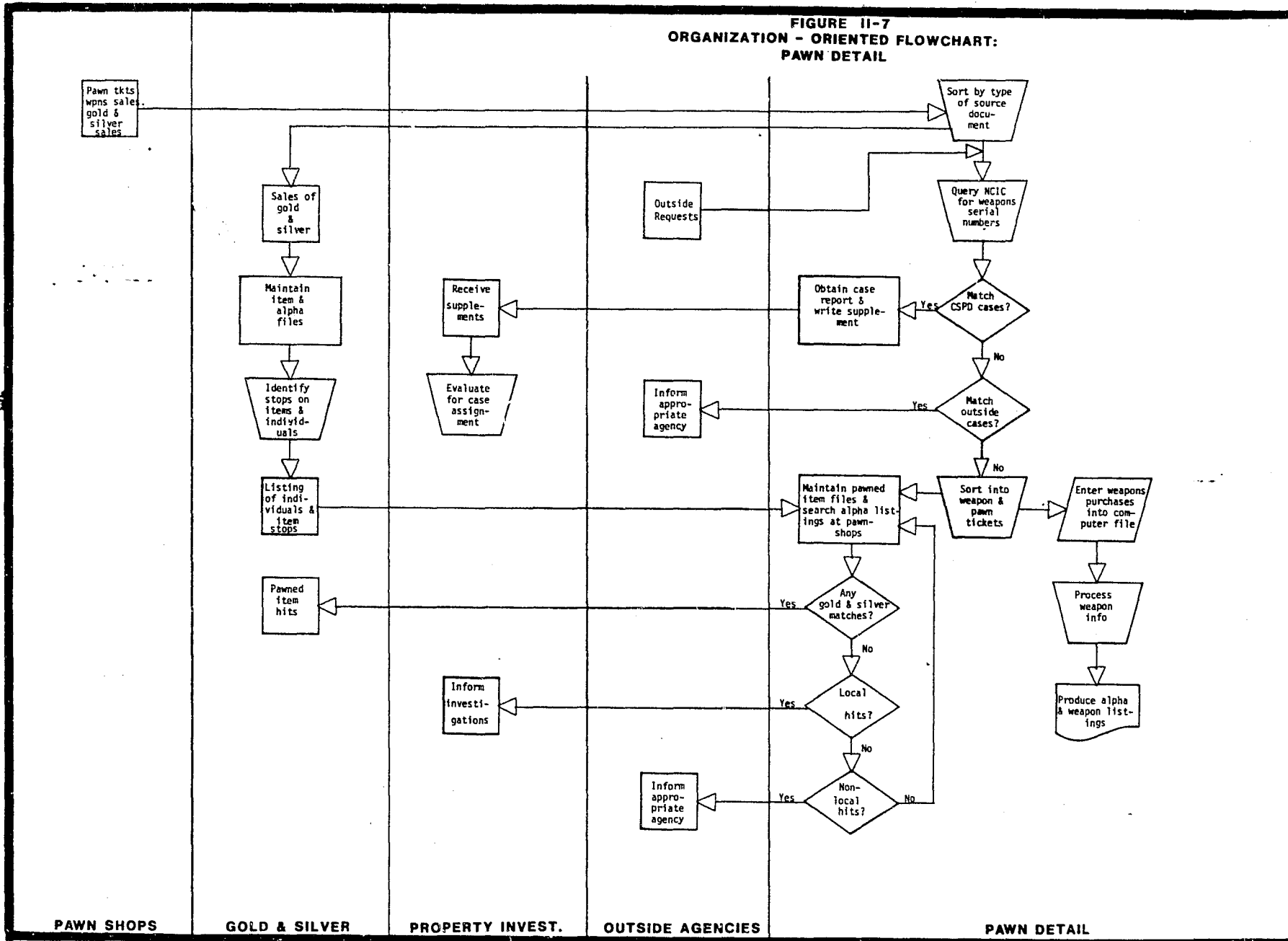
Figure II-7 describes the processes and operations of the Pawn Detail, a component of the Staff Services Bureau. As previously mentioned, it is the responsibility of the Pawn Detail to pick up the pawn tickets of weapons sales and gold and silver purchases from the pawn shops.

The Pawn Detail sends all of the gold and silver purchase records which it collects to the Gold and Silver Unit. Due to the large volume of pawn tickets (approximately 13,000 per month), the serial-numbered items are not checked against the National Crime Information Center (NCIC) which maintains a serial number data base. The pawn tickets are stored in a manual file organized by serial number, item description, and brand name. These files are the means by which the Pawn Detail makes ad hoc searches requested by investigators and matches gold and silver hits with pawned articles.

The Pawn Detail obtains a listing of gold and silver suspects from the Gold and Silver Unit. This listing is checked against the manual alphabetic name file maintained at each individual pawn shop, and the Gold and Silver Unit is informed of all matches.

While maintaining the Pawn Item File and checking alphabetic listing maintained by the pawn shops, the Pawn Detail is constantly checking for items/suspect matches, frequent pawn users and instances of exceptionally large number of pawned articles and pawns made by career criminals. This informal process is designed to identify both local and nonlocal item matches. Once a local match is identified, the property investigations case evaluator is notified. The outside agencies are informed of item "hits".

FIGURE II-7
 ORGANIZATION - ORIENTED FLOWCHART:
 PAWN DETAIL



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The weapons purchased information is entered by the Pawn Detail into a computer file that produces sorts by weapon type and purchaser. This document is used throughout the Department for tracing the involvement of weapons in the commission of a crime and the purchase of weapons by a person convicted of a crime of violence.

This Unit does not conduct any investigations. Instead, it refers all matches to the appropriate Department investigative unit or to another police agency.

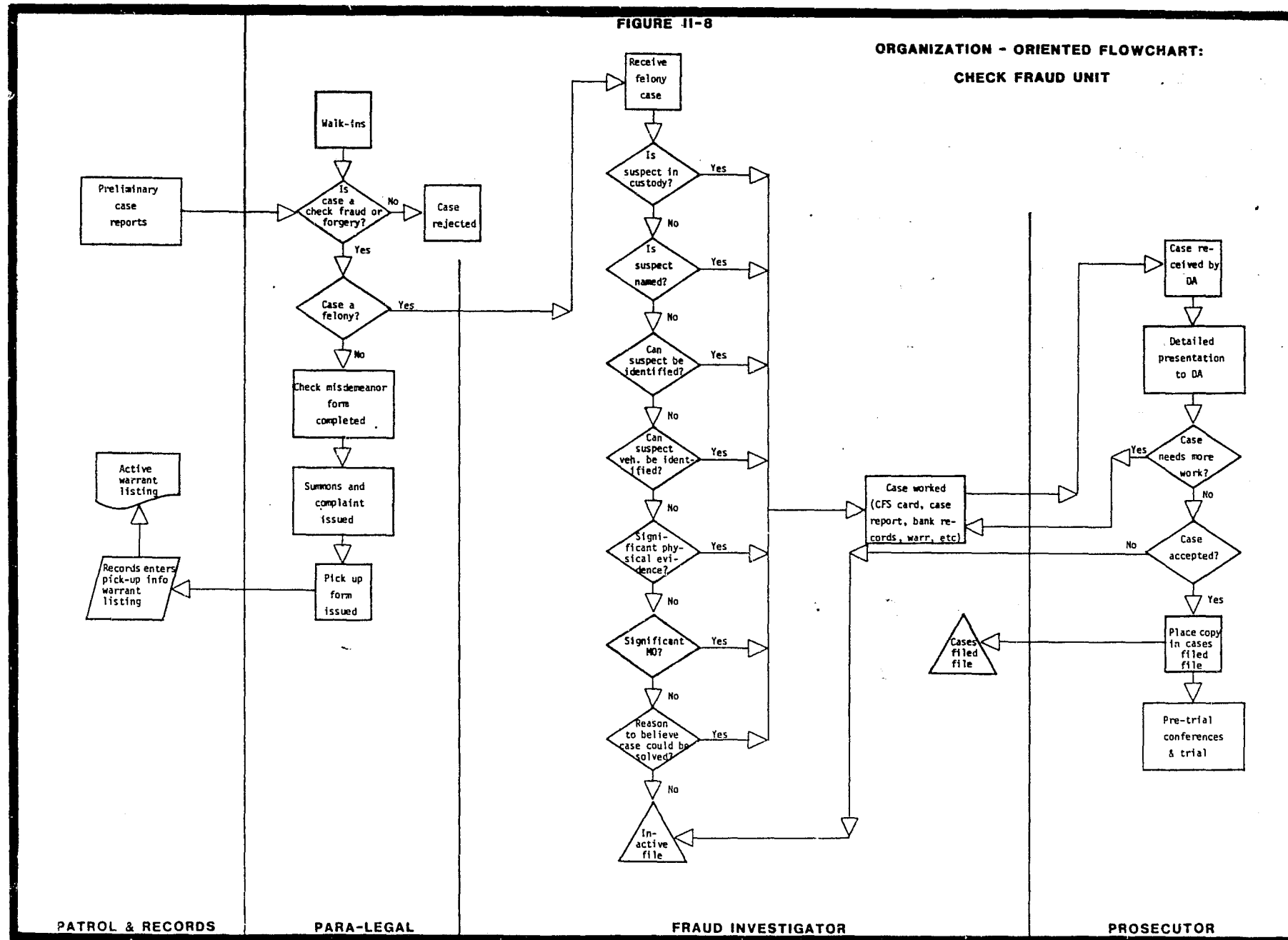
Several problems exist with this Unit's investigative process. First, the Pawn Detail provides yet another example of a unit with separate and unique files, which are difficult for the rest of the Department to access. The separation of the Pawn Detail from the Crimes Against Property Section also intensifies the difficulty of routing cases which have item matches to the property investigator. Finally, the process by which the Pawn Detail checks for nonserial item hits is highly unstructured and operates only by specific request. It would appear that this process could be enhanced by formalizing a structured input system. The Unit should be merged with the Gold and Silver Unit.

6. Check Fraud Process

Figure II-8 displays the decisions and processes which occur when cases are received by the Check Fraud Unit, a component of the Crimes Against Property Section. The few check fraud cases taken by patrol are routed to the Check Fraud Unit. The Unit also has a significant number of walk-ins who directly report the crime committed against them.

It is the job of the Unit's paralegal to determine whether a case is a check fraud or a forgery crime. If it is a check fraud or forgery case, a determination is then made as to whether it is a felony. If a felony, it is assigned to a fraud investigator. If it is a misdemeanor, the paralegal completes the check misdemeanor form, issues a Summons and Complaint, and sends a pick-up form to Records and Identification which enters the pick-up information into the Wants and Warrants File.

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The felony cases which are received by the fraud investigator are screened with respect to the solvability factors contained in the cases, which are the same questions present on the case report face sheet, i.e., "Is the suspect in custody?" etc.

If the answer to any of those questions is "yes," the case is assigned. If the answer to all of the questions is "no," the case is placed in the inactive file maintained within the Check Fraud Unit. Working active cases includes obtaining the calls for service card, case report supplements, bank records, warrants etc. Cases are monitored and reviewed in accordance with the procedure described in the Property Investigations flow chart, Figure II-5.

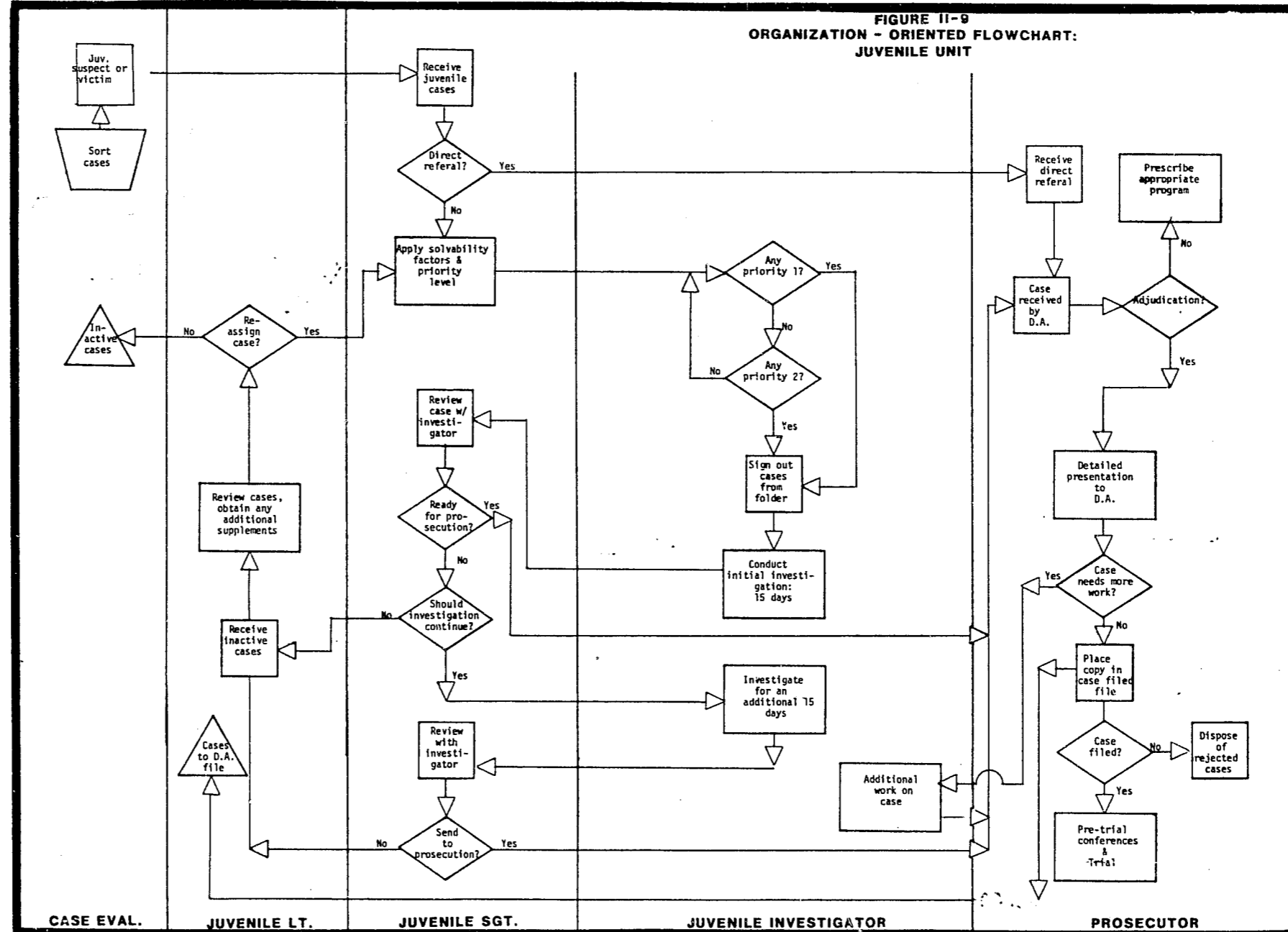
The Check Fraud Unit is a joint venture of the Colorado Springs Police Department, the El Paso County Sheriff's Office, and the District Attorney. The Unit is housed some distance from the Investigations Division. The files maintained by the Check Fraud Unit are unique and are not readily available to Investigations Division personnel. The Unit's case management system is assignment-specific and fails to provide an overview of the entire process results. Also, it lacks a defined time limit for the completion of cases requested by the District Attorney.

7. Juvenile Process

The flow chart in Figure II-9 captures the flow of case reports into and out of the Juvenile Section and highlights the decisions, processes, and responsibilities which are integral to the investigation of juvenile-related crimes.

Juvenile cases are sorted from the adult-related crimes by the Crimes Against Property case evaluator. Cases involving a juvenile victim and/or suspect are sent to the sergeant in charge of the Juvenile Section, who determines if the case can be directly referred to the District Attorney or needs additional investigation. If the case requires investigation, the solvability factors and priority levels are applied to the cases. Top priority is given to Crimes Against Persons cases, with

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secondary priority given to Crimes Against Property cases. The cases are selected for assignment in a manner which ensures that all "priority one" crimes are assigned before any "priority two" crimes. The investigator signs the case log and works the case for a maximum of 15 days, after which time, the investigator meets with the Juvenile sergeant and reviews the case. If the case work is complete, a presentation is made to the Juvenile District Attorney. If the case is not ready to be filed, a determination is made as to whether the investigation should continue. If so, it is returned to the investigator for an additional 15-day period. Cases which are not continued are given to the Juvenile lieutenant who reviews the case and holds the case for 30 days, checking for additional information which would permit the reassignment of the case. If additional information is received, the case is given to the sergeant for a determination on assignment. If no additional information is received during the 30-day period, the case is deactivated and returned to the respective crime-specific files in the Investigations Division.

Cases sent to the investigator for an extended 15 days are reviewed at the end of that period by the Juvenile sergeant. If the case is deactivated, it is again sent to the Juvenile lieutenant for another hold-and-review period. If the case is ready for filing, it is sent to the Juvenile Deputy District Attorney who determines if the case should go before the court or whether an appropriate corrective program should be prescribed. Cases which receive adjudication are presented in detail by the investigator to the filing Deputy District Attorney. If more work is required, the case is returned to the investigator for completion. Copies of cases which do not need additional work are placed in the "cases presented to the District Attorney" file. The District Attorney determines which cases are acceptable to be filed. The accepted cases are the focus of pre-trial and trial functions which require the presence of the investigator.

This organization-oriented flow chart highlights two interesting consequences of the existing case flow. First, this is the only unit in which a lieutenant takes an active role in case review and case reassignments. Second, in the event of a juvenile suspect, this Unit does not know in all situations which cases are accepted for filing by the District Attorney. There is no feedback to inform the Juvenile Section of which cases the District Attorney has rejected.

8. Assault, Homicide and Menacing Process

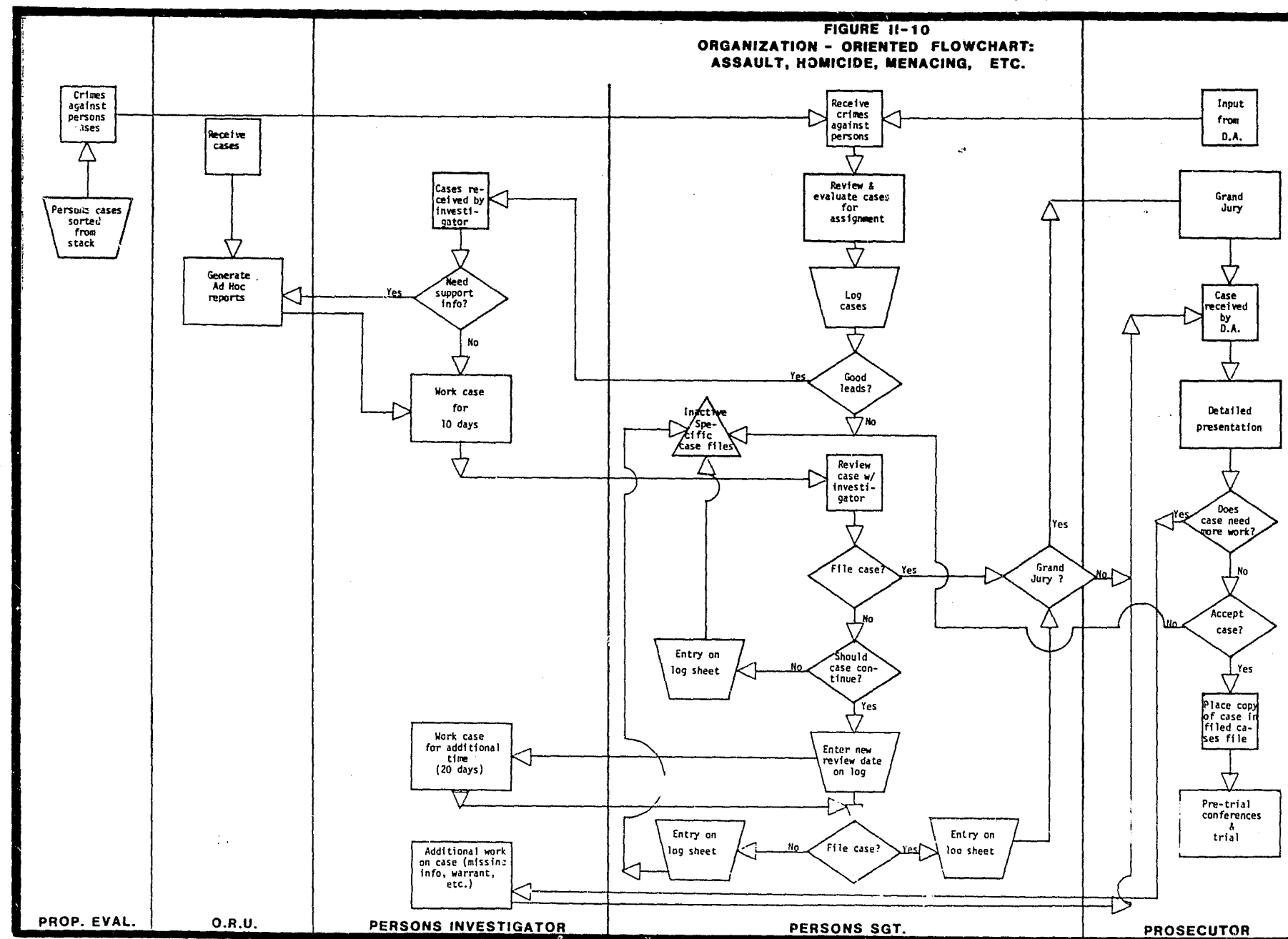
The organization-oriented flow chart for assault, homicide and menacing investigative activities within the Crimes Against Persons Section is depicted in Figure II-10. After the property case evaluator separates Crimes Against Persons from other cases, he will then separate these cases by crime type, with assault, homicide and menacing cases being sent to the Crimes Against Persons sergeant who logs all cases and determines which will be assigned. Assignment criteria used consist of the question, "Which cases have good leads?" If the case has good leads, it is assigned to an investigator, if not, the case is filed in the "specific case inactive" file with a notation being made on the "cases received" log sheet.

The investigator determines if the case needs additional information, and if so, obtains the required data. The case is worked for a period not to exceed ten days.

At the end of the ten days or when the case is complete, if sooner, the investigator will review the case with his supervisor. A determination is made on whether to present it to the filing Deputy District Attorney. If the case is not ready for presentation, a determination is made on whether the investigation should continue. If further investigation is inappropriate, a notation will be made on the "cases received" log and the case will be filed in a specific inactive case file.

If further investigation is in order, a new review date is established and entered in the case log and the case is returned to the

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investigator. The investigator will work the case for a period not to exceed 20 days and when the case is complete or the period expires, will review the case with his sergeant.

A determination is then made on whether the case should be presented to the District Attorney. If the case is not sufficient for presentation, it is discontinued, entry is made in the "cases received" log sheet, and the case is filed in the specific case inactive file. If the case is presented to the District Attorney, the District Attorney will subsequently determine if the case should be presented to the Grand Jury. Technically, any case may involve a Grand Jury, in practice; however, a Grand Jury is limited to homicides, conspiracies, narcotics and other complex cases. The Grand Jury is convened at the discretion of the District Attorney and adds an extra step in the filing of a case. For the cases presented to the District Attorney, the remaining procedure is the same as that presented for property cases, except that if the case is rejected, the deactivated case file is maintained by the Crimes Against Persons Section.

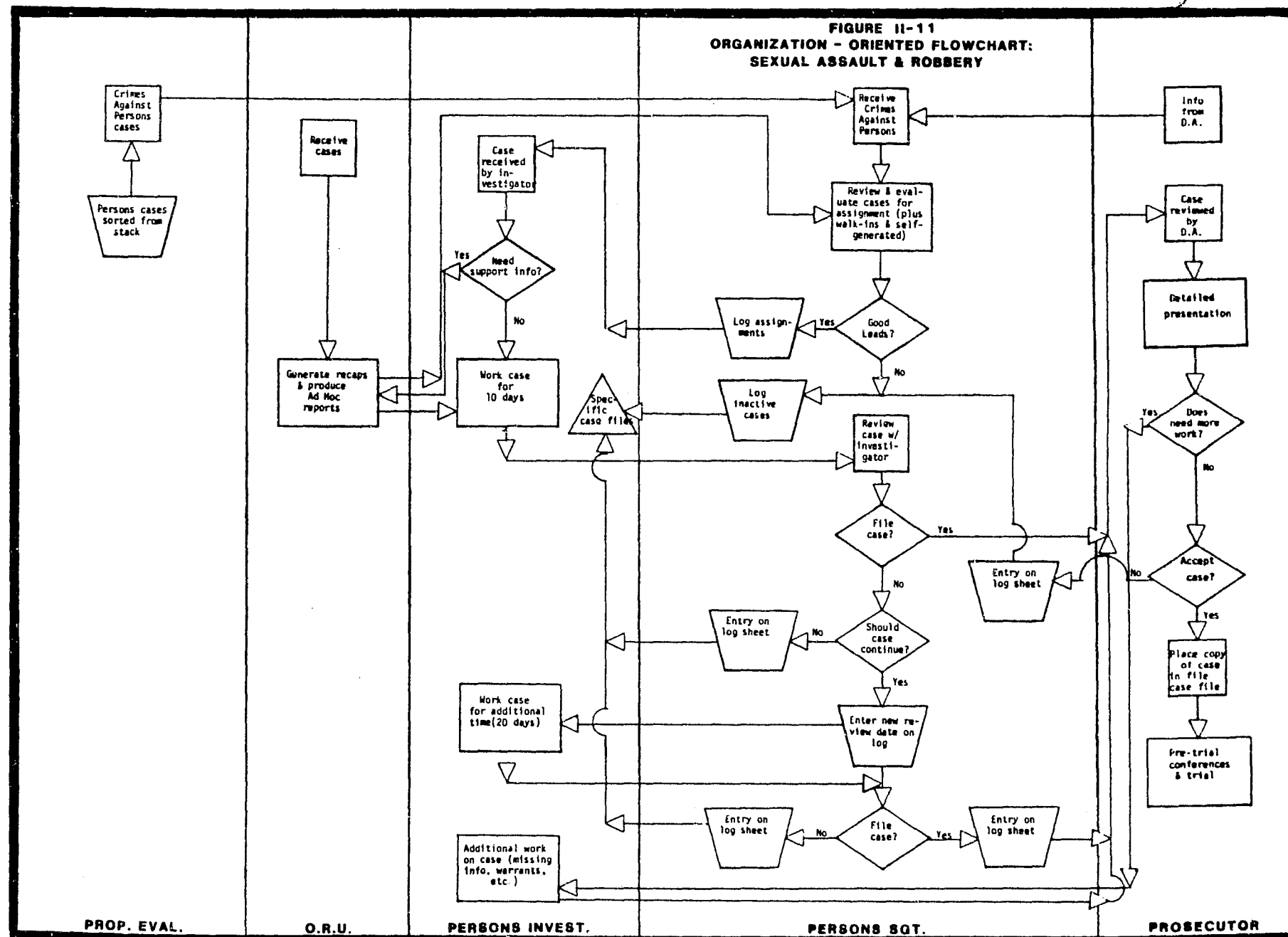
The assignment of cases, and subsequent flow of assault, homicide and menacing cases experiences the same problems exhibited by other units of the Crimes Against Persons Section. These problems are (1) the assignment criteria are highly subjective and therefore lack consistency, (2) files are maintained in the Crimes Against Persons Section which makes it difficult for persons outside the Section to access, and (3) the additional work required for case acceptance is not limited to a specific time period.

9. Sexual Assault and Robbery Process

Figure II-11 depicts the process which takes place with cases assigned the Sex Crimes and Robbery Units. These Units are components of the Crimes Against Persons Section.

As previously mentioned, the Crimes Against Property case evaluator separates Crimes Against Persons cases and thereafter, sorts

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these cases by the specific type Crimes Against Persons. The sexual assault and robbery cases are transmitted to the sergeant, who supervises these activities. The sergeant determines which cases should be assigned by determining which cases have good leads. Those with good leads are assigned to an investigator and the appropriate entry made in IMIS and the sergeant's assignment log. Cases which are not assigned are logged into the inactive log and are filed in the specific case inactive file.

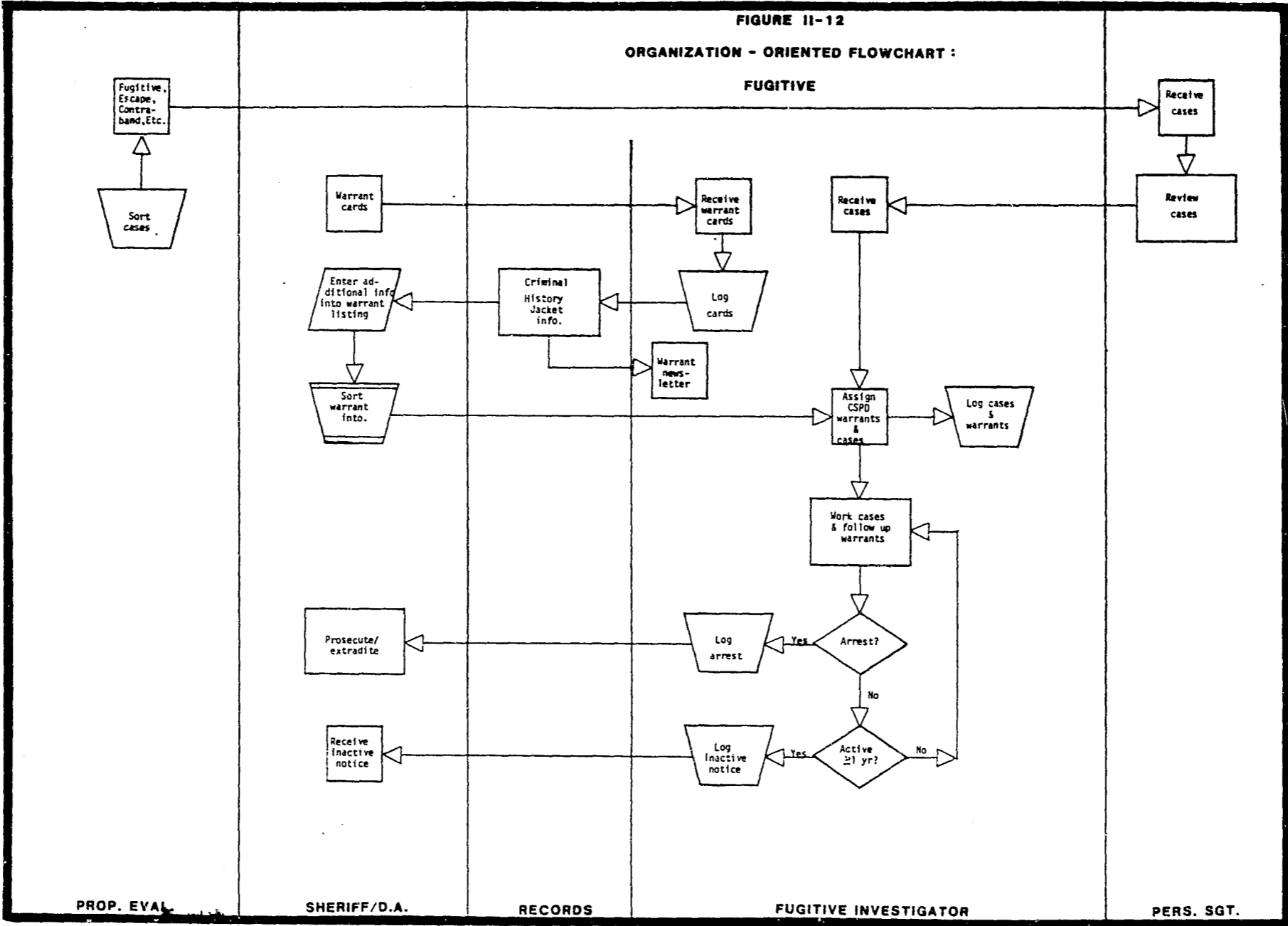
The investigator makes contact with the Operations Resource Unit and obtains whatever information they may have generated on the assigned case. The investigator will work the case for an initial period of ten days at which time he then reviews the case with the sergeant. The investigative process for sexual assault and robbery continues in accordance with the steps previously related for property crimes.

There are several problems with this investigative process which are largely the same as previously related for other investigative units. First, highly subjective criteria are used for determining whether a case will be assigned which leads to inconsistency in the value of case assignments. Second, the Sex Crimes and Robbery Units still maintain their own active and inactive files much as do most of the other units. Such files make the access of the respective cases extremely difficult. Third, some of the information generated by these units occasionally fails to be filed with Records and Identification which maintains the Department's central archives. Finally, there is no specified time limit established for cases which, according to the filing Deputy District Attorney, require additional work. This can result in a case being worked for a period which exceeds an appropriate time span.

10. Fugitive Process

Figure II-12 depicts the investigative process for the cases worked by the Department's Fugitive Unit. The type cases assigned to the Fugitive Unit are escape and contraband generated by Department officers, cases originating from local correctional facilities, as well as fugitives from justice cases.

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The cases assigned to the Fugitive Unit are initially sorted by the Crimes Against Property case evaluator, and are then sent to the Fugitive Unit's supervisor, a sergeant assigned to the Crimes Against Persons Section. Upon review by the sergeant, all cases are forwarded to the Fugitive Unit for logging and assignment. Although not noted on the flow chart, the Fugitive Unit also receives requests to locate fugitives from other agencies. Outside-agency requests which result in an arrest are documented by a Department case report.

The Fugitive Unit also receives from the Sheriff's office all warrant cards issued by the County and District Courts of El Paso County for the purpose of updating suspect information and providing photographs to the warrant cards. This process is administered by a full-time volunteer who assists the Unit. A log is maintained by the Unit to record which Department felony warrant cards have been received, and subsequently worked. The assignment of a case is solely contingent upon whether the original charge was generated by a Department investigation. If the charge was initiated as a result of a Department investigation, the warrant will be assigned to the Fugitive Unit. Warrant cards meeting the criteria for the warrant information newsletter are identified by the volunteer and placed into the current weekly issue of the newsletter.

The warrant cards are turned in to the Sheriff's Office where the information which has been added to them is entered into the computerized warrant system. The warrant information is sorted by computer to produce a listing which contains all individuals who are wanted on warrants that have been issued either by the County or District Court of El Paso County.

After the Sheriff's Office has made computer entries of the warrant cards, the warrant cards are then returned to the Fugitive Unit where they are assigned and worked by the fugitive investigators. The warrant cards and cases assigned to the Fugitive Unit are worked to a point where an arrest is made. Once an arrest is made the case is presented to the District Attorney for prosecution or extradition. If an

arrest is not made, and a case is active for more than one year, the case is deactivated. The deactivation of a case is logged by the Fugitive Unit, and the warrant card is sent to the Sheriff with a description of the attempts made to arrest the suspect.

The Fugitive Unit is unique in that it does not have a case presentation review with the sergeant. This is due in part to the manner in which warrants are issued. It is implied that the District Attorney will actively pursue all persons arrested as a result of warrants issued by that office.

The Fugitive Unit is a highly independent functioning unit within the Investigations Division. Therefore, it is critical that the management information generated by this unit is integrated into the overall case management system of the Investigations Division.

E. Overview of Investigative Process Problems

As discussed, problems are associated with each of the investigative processes and the problems of each are largely the same as those associated with the other investigative processes. Cumulatively, these problems substantially inhibit the Department's overall investigative effort. The more important of the process problems already related are discussed below.

First, several different approaches are used by investigative units for determining the degree to which a case is solvable, which is the basis on which cases are assigned. Some supervisors utilize standardized questions to determine solvability, whereas others use a generalized approach which emphasizes their opinion as to the existence of "good leads." Simply put, there is a wide range of interpretation as to the solvability of cases.

A need exists to have an objective scoring of a set of uniform solvability factors. This will make sure that the most solvable cases overall are assigned and being worked and will enable the Department to retrieve cases which have been relegated to the inactive file, when case load would permit the assigning of such cases that could not previously be assigned during high-volume periods. This would eliminate the wide variation in solvability of cases, which are ultimately assigned for followup.

Second, the random assignment approach used in the assignment of property cases frustrates the efforts of crime analysis. Crime analysis involves the identification of crime patterns and correlation of suspects to their respective crimes. The existing system in which the property investigator is required to sign out the first case in the assignment queue is neither an efficient nor effective approach to assigning cases. The approach may result in several cases, which constitute a crime pattern, being assigned to several investigators. This more than likely decreases the probability of multiple-case clearance. Also, this random assignment of cases disregards the application of unique skills that an investigator may possess in working a particular type case.

Third, current approaches to the assignment of cases do not adequately consider seriousness of cases. The evaluation of case seriousness would give additional dimension to case assignment. An objective scoring approach such as later presented should be developed and applied to all cases to ensure that seriousness, along with solvability factors and urgency, is considered as a basis for assignment.

Fourth, the proliferation of filing systems has resulted in a splintered investigations data base. Most sections/units have generated their own separate and distinct filing system. This makes it difficult for an investigator to be aware of all the available information sources. Such separate filing systems also make it difficult for individuals not members of a unit to obtain information concerning a case.

Fifth, a systematic review of special unit case criteria does not currently exist. It is conceivable that a special investigations unit could have outlived its usefulness in that the crime problem for which it was created has since diminished.

Sixth, the existing case management approach, although including defined initial subsequent investigation deadlines, does not provide for a date by which the investigator must have completed followup investigation as requested by the filing Deputy District Attorney. Thus, the case completion loop is not limited by an absolute time constraint. It is conceivable that a case could

be relegated to a case completion phase, which could exceed an appropriate amount of investigative time.

F. Proposed Case Management Process

Figure II-13 displays the proposed case management flow process. Under the proposed scheme, the patrol officer completes the face sheet of a new offense form and certain other supportive forms, all of which are later presented, in a handwritten form. Lengthy supplements will be dictated. All forms will be transmitted to the patrol supervisor for review and approval, and subsequently will be forwarded to the proposed Case Management Unit.

The Case Management Unit will review the case for completeness and a copy of the case report may be returned through the patrol supervisor to the patrol officer for additional information. When complete, the case report will be returned through channels to the Case Management Unit.

The Case Management Unit will score the solvability and urgency levels of this and other cases, which are two of the more important management tools contained in the proposed offense report. This scoring will dictate which cases will be initially assigned. Certain type cases will automatically be assigned.

A crime will be designated as urgent if it meets any of the following conditions:

- * Is it part of a crime pattern?
- * Does the patrol officer believe that the case could be solved with reasonable effort?
- * Does the case exhibit the presence of unique urgency factors?

The case will also be evaluated according to its solvability which will be determined by applying the objective values, identified later in this chapter, to the clues that exist.

Whenever an unassigned case exhibits an urgency or solvability score which exceeds the assignment threshold, the case should be assigned. A decision must be made at this time on whether to type any attached tapes. If the case is assigned

to the Investigations Division for followup, an investigations supervisor will assign it to an investigator and monitor its progress until it is either deactivated or filed with the District Attorney.

All case information will be entered into the Crime Classification/UCR System, which will serve as one of the data bases for the Case Management Unit. As soon as the information is entered into the new information system, it will become part of the crime analysis data base. Crime analysis will continually use the information to make "hits" between suspects and crimes and to identify crime patterns.

The Crime Classification System will automatically evaluate each case with respect to its relative seriousness score. The computerized system will produce searches and sorts of cases based on seriousness score values. A report will be produced identifying all cases which exceed the seriousness score threshold. These cases should also be assigned and sent to the appropriate Department Division for followup investigation. Cases which do not meet the seriousness score or solvability or urgency thresholds and have not been affected by crime analysis followup will be relegated to the inactive file.

Under the proposed system, a case may be transmitted to patrol for followup investigation. In that instance, the patrol supervisor will make the assignment and subsequently monitor the progress of the case investigation.

The Operations Resource Unit, which performs crime analysis, and the Department's computerized management system, should be located with the Case Management Unit in the same organizational division. All of these organizational units should be in close proximity to the Chief of Police.

III. Case Report Forms Procedures and Flow

A. Current Forms

The forms currently used by the Department to gather information regarding crime occurrence are products primarily of two periods of change. Reports used by the Department prior to 1977 included: (1) two specialty case reports, the Dog Bite Report, and the two-part Stolen Bicycle Report, and (2) the multi-part Offense Report. The latter was used to capture information on all reported crimes not captured on the two specialty reports. This latter report was complemented by a "supplemental form" on which the officer could provide additional information of whatever type he deemed critical to the case. Dependent on the nature of case investigation, several specialized forms could be completed and attached to a case report. The orientation of the Offense Report was narrative as opposed to check-off.

On January 1, 1977 the Department implemented a new set of case report forms to replace the Offense Report and which were part of the multi-part forms developed by the State of Colorado to standardize a computerized format for reporting by local enforcement agencies of criminal events. Forms the State proposed be adopted by these agencies included an Offense Report (face sheet), a Continuation/Supplemental Sheet, a Personal Descriptors form, a Modus Operandi Descriptors form, a two-part Custody Report, and a Vehicle Impound/Recovery Report, all of which were multi-part forms. Of these reports, the Department adopted the Offense Report, the Continuation/Supplemental Sheet, the Personal Descriptors form, and the Modus Operandi Descriptors form.

These forms were used by the Department until approximately August 1, 1977, only eight months, after which time the Department drafted and implemented a new Offense Report form. The new report was prepared at the direction of the Chief of Police for the purpose of incorporating solvability factors not previously used by the Department. In addition, the new form was designed to be compatible with the State form.

It was shortly after this time that the Department discontinued using the State's Continuation/Supplemental Sheet, the Personal Descriptors form, and the Modus Operandi Descriptors form. The State's Modus Operandi Descriptors form and the Personal Descriptors form were discontinued because the State failed to generate statewide crime reports, as originally planned. The Department decided the Continuation/Supplemental Sheet should be replaced with two forms, a supplemental form and a separate continuation form. The Department still uses the two-part Stolen Bicycle Report, but not the Dog Bite form, in that such reporting is now handled by the Humane Society with which the City contracts for animal services.

The current Offense Report identifies the type offense, statute number, location of offense, victim and suspect information, solvability factors, property stolen/damaged, space for a narrative, along with various administrative and management information. The Supplemental Report is lined. The Continuation Sheet, however, is in two forms, one lined and the other unlined. The lined report is used whenever the investigator decides to hand-write the report. The unlined Continuation Sheet will be used when the report is to be typed. Copies of the current Offense Report, Supplemental Report, and Continuation Sheets are presented as Figures II-14, II-15, and II-16.

The supervisor will review the report for completeness, sign it, and add it to other case reports for delivery to headquarters. The supervisor is not provided the opportunity to review supplementals which have been dictated and are to be typed by the typing pool, which is located at headquarters. The report, companion paperwork, and tapes, if any, are transmitted to headquarters by either a field sergeant or Master Patrol Officer on the next shift. Case reports are transmitted from the substations to headquarters three times a day, seven days a week.

Once the case reports reach headquarters, they are given to the on-duty lieutenant or administrative sergeant. The yellow copy of the multi-part form is separated and transmitted to the Investigations Division. The other three copies are retained in the Commander's Office pending review the next day by the appropriate shift lieutenant or shift administrative sergeant. If these individuals are on their days off, the case reports may be reviewed and separated by the relief shift lieutenant. Otherwise, the reports may not be reviewed and processed for four days.

Upon review, the three copies are separated and placed in the appropriate pick-up tray. The white copy is for the Records and Identification Bureau, the goldenrod copy is for the Operators Resource Unit, and the pink copy is for local media use.

The yellow copy will normally be picked up by the Investigations Bureau's Case Coordinator three times a day. The first pickup is normally at approximately 7:15 a.m., the second at 9:30 a.m., and the last at approximately 1:30 p.m. More recently, the pickup of the yellow copy has been accomplished by two sergeants supervising the Crimes Against Property Section. Upon receipt of these reports, the case evaluator and now the Property Crime sergeants will sort the reports according to type, which are crimes against persons, auto theft, first degree criminal trespass, gold and silver cases, check fraud cases, and any crimes pertaining to juveniles. The remaining flow process is as previously described in Section II of this chapter.

The white copy of the case report is picked up by the Records and Identification Bureau's Administrative Clerk approximately three times a day. The Administrative Clerk will match the case number with a printout of case numbers issued, determine and assign the UCR code and victim score, prepare stolen property information for entry to CCIC/NCIC files, and then place the white copy in a numerical file folder. The folder is then transmitted to key punch for computer entry of critical information. Subsequently, the Administrative Clerk may receive previously completed stolen property slips which have been entered into CCIC/NCIC for addition to the case file folder. All supplemental information subsequently developed on that case will also be filed in the case file folder.

The goldenrod copy of the report is received by the Operations Resource Unit. All of the cases are reviewed for career criminal information and the target crimes of robbery, burglary, and sexual assault are sorted from the mass of cases. Recap reports of each target crime are prepared and serve as the working document for crime analysis and computer entry. The recaps contain time, place, M.O., suspect vehicle, suspect description, and suspect idiosyncracies. All cases containing suspect information are entered into a suspect/vehicle file maintained on the unit's microcomputer. Additionally, the unit reviews assaults, indecent exposure, auto theft, vandalism, and unique property on a less formal basis. The goldenrod copy is the last copy of the report and is sometimes not very legible. In some cases, a copy of the original face sheet maintained by Records and Identification must be obtained.

The pink copy, which is for the local media use, is placed on a clipboard at the front desk.

In 1981 the Department's Operations Resource Unit conducted a study of the Offense Report flow process. Three recommendations included in the study report were:

1. Patrol officers must complete and forward all reports before the end of their shift.

2. A process must be established requiring review/ forwarding of reports by sergeants and lieutenants who are not the immediate supervisor of the reporting officer.
3. Patrol officers should be encouraged to handwrite low priority reports instead of having them typed by the typing pool.

No evidence could be found that the Department acted on any of these recommendations.

Two surveys were conducted during Phase II to determine the extent to which case reports were being received late by the Records and Identification Bureau and the cause thereof. The first survey involved identifying the length of time required for Records and Identification to receive case reports for case report numbers issued on March 15 and 16, 1983.

Fifty case report numbers were assigned on March 15. Of this number, one was eventually cancelled and four were for summons and complaints issued individuals in which case, case reports were not actually completed. Thus, only 45 case reports were to be received by Records and Identification. Of this number, 3 were received on the 15th, the date the case report number was issued; 23 were received on the 16th; 12 were received on the 17th; and 7 on the 18th. Thus, 15 were received approximately 48 hours after the case report number was issued, and 7 were received approximately 72 hours after the case report number was issued.

A total of 54 case report numbers were issued on March 16. Six of these involved summons and complaints and thus, only 48 resulted in case reports. Of this 48, 20 were received on the 16th, the same day the case report number was initiated; 25 were received on the 17th; and 3 on the 18th.

The extent to which case reports were backlogged in the typing pool was also surveyed. A total of 27 tapes were logged between March 15 and 17, 1983, with some containing dictation on two or more cases. Eight tapes were generated by use of the telephone recording system, with the remaining 19 tapes being generated by dictation in the field and the tapes being transmitted from outlying offices. All of these tapes were typed

on the day in which they were logged. All typed supplements were delivered to the Commander's Office at the end of each of the typing pool shifts.

Although the results of these surveys may not be conclusive, it appears that the delays in the receipt of the case reports by Records and Identification do exist and the reason for such delays are primarily due to failure of patrol officers to forward their reports on a timely basis. Certainly, typing backlogs may and occasionally will exist.

The Phase I study report included two recommendations which should have improved case report flow. It was recommended that patrol shifts be overlapped to accommodate a 10-minute lineup at the beginning of each shift and a 15-minute debriefing period at the end of each shift. This debriefing period should have better ensured that reports were completed and handed in on time. However, debriefing periods were terminated a few weeks after their initiation. The Phase I report also provided for a shift Administrative Sergeant, which position should have shortened the time to review, approve, and forward case reports.

D. Summary of Problems

In summary, several problems that exist with the current case report form and flow process are:

1. The current case report narrative format is extremely time-consuming to complete. Subdivision titles must be entered in the narrative portion of the report with an explanation of action taken. The process mandates that many categories of report be dictated. Under our present system, this requires officers to be unavailable for calls for service for substantial periods of time in order to use a phone or recorder. This causes a significant erosion of available officer resources.
2. The time-consuming report preparation process prompts officers to turn in only the face sheet prior to going off duty and in many instances these face sheets are turned in one, two, and three days later. Case report face sheets will

occasionally not be reviewed by the commander on a timely basis. The effect of these actions delays the processing of case reports.

3. Critical information is not presented in a form conducive to computerization. Also, modus operandi and personal descriptors are not collected in a uniformed fashion, are often incomplete, and sometimes are not included in the report at all. All of this causes substantial problems conducting meaningful crime analysis.
4. Because of lengthy narratives, case review is extremely time-consuming.
5. The current format makes it difficult to delete suspect information or other privileged information when copies of case reports must be provided to non-police agencies and citizens.
6. The current process is complex and difficult to effectively manage.

E. Proposed Case Report Forms

A new case management process was described in Section II of this chapter. A new case report form is required to incorporate the decision-making elements (solvability, severity, and urgency factors) discussed in that section. Additionally, it must be computer-oriented.

The Department should discontinue the use of its current Offense Report, Supplemental Report, and Continuation Sheet and should implement the Offense Report, Continuation/Supplemental Report, Modus Operandi Report Sheet, and Property Descriptors Report presented in Figures II-17, II-18, II-19, and II-20, respectively. All are to be multi-part forms. All reports, with the exception of the Continuation/Supplemental Report, are in a check-off format. These reports are near final form and should resolve all of the above problems. They should reduce the average time for report preparation by as much as 50 percent; allow more reports to be completed without going out of service; speed up the filing of reports; provide uniformed data in a standardized format for case review; increase

the structure, uniformity, and completeness of preliminary investigations; further reduce overtime spent on report preparation; permit increased information to be computerized for crime analysis; and provide a means by which cumulative case management decisions can be monitored.

FIGURE II-17

**COLORADO SPRINGS POLICE DEPARTMENT
OFFENSE REPORT**

(X) IF KEY REPORT
CASE REPORT NUMBER

OFFENSE	OFFENSE	STATUTE NUMBER	LOCATION OF OFFENSE	GEO CODE
REPORTED BY DISPATCH ON VIEW CITIZEN SUPERVISOR	DATE AND TIME REPORTED	DATE AND TIME OCCURRED	UCR CODE	
	MONTH DAY YEAR TIME	MONTH DAY YEAR TIME	UCR SCORE	
VICTIM	Name (Last, First, Middle)		RACE	SEX
	Address Res.		Zip Code	Telephone (X-Day) ()
	Bus.		()	
	Name (Last, First, Middle)		RACE	SEX
REPORTING PERSON	Name (Last, First, Middle)		RACE	SEX
	Address Res.		Zip Code	Telephone (X-Day) ()
	Bus.		()	
	(X) IF REPORTING PERSON IS SAME AS VICTIM AND DO NOT COMPLETE THIS SECTION			
CLASSIFICATION	<input type="checkbox"/> (X) If included in Report <input type="checkbox"/> SUSPECT(S) WITNESS(ES) <input type="checkbox"/> ADDITIONAL VICTIM(S) SUSPECT VEHICLE(S) <input type="checkbox"/> PROPERTY DESCRIPTION(S) PHYSICAL EVIDENCE <input type="checkbox"/> VICTIM STATEMENT(S) WITNESS STATEMENT(S) <input type="checkbox"/> SUSPECT STATEMENT(S) OBSERVATION(S)			
	Victim/Offender Relationship S <input type="checkbox"/> Spouse X <input type="checkbox"/> Ex-Spouse F <input type="checkbox"/> Other Family Member A <input type="checkbox"/> Friend or Acquaintance O <input type="checkbox"/> Other Relationship N <input type="checkbox"/> No Relationship		Extent of Force A <input type="checkbox"/> Weapon Used B <input type="checkbox"/> Weapon Seen, and Use Threatened C <input type="checkbox"/> Weapon Seen, but No Use Threatened D <input type="checkbox"/> Weapon Threatened but Victim Never Saw Weapon E <input type="checkbox"/> Physical Force Used F <input type="checkbox"/> Physical Force Threatened but Not Used N <input type="checkbox"/> No Weapon, No Physical Force Involved in Incident	
	Residence Status R <input type="checkbox"/> Resident C <input type="checkbox"/> Commuter T <input type="checkbox"/> Tourist M <input type="checkbox"/> Military Only S <input type="checkbox"/> Student Only		Other Business C80 <input type="checkbox"/> Real Estate Office/Insurance Office C85 <input type="checkbox"/> Professional Offices C90 <input type="checkbox"/> Other Services C10 <input type="checkbox"/> Factory/Plant Public	
	Level of Injury D1 <input type="checkbox"/> Death P1 <input type="checkbox"/> Permanently Disabled or Disfigured S1 <input type="checkbox"/> Serious Injury M1 <input type="checkbox"/> Minor Injury (Physically Injured, But Not Seriously) G1 <input type="checkbox"/> Threatened with a Gun T1 <input type="checkbox"/> Other Threat N1 <input type="checkbox"/> No Injury		Place of Occurrence R10 <input type="checkbox"/> Single Family Dwelling R20 <input type="checkbox"/> Multiple Dwelling R30 <input type="checkbox"/> Public-Housing Project R40 <input type="checkbox"/> Institutions/Dormitories R60 <input type="checkbox"/> Common Areas Inside Residence V10 <input type="checkbox"/> Attached Private Garage V20 <input type="checkbox"/> Detached Garage R50 <input type="checkbox"/> Other Residences	
	Medical Treatment Codes H <input type="checkbox"/> Hospitalized T <input type="checkbox"/> Treated and Released R <input type="checkbox"/> Refused Treatment N <input type="checkbox"/> Not Treated		Commercial C20 <input type="checkbox"/> Financial Institution C70 <input type="checkbox"/> Jewelry Store C72 <input type="checkbox"/> Liquor Store C74 <input type="checkbox"/> Grocery Store C78 <input type="checkbox"/> Convenience Store C60 <input type="checkbox"/> Gas Station C55 <input type="checkbox"/> Auto Repair Shops	
	Type of Injury G <input type="checkbox"/> Gunshot Wound K <input type="checkbox"/> Knife Wound B <input type="checkbox"/> Broken Bones/Teeth I <input type="checkbox"/> Internal Injury C <input type="checkbox"/> Loss of Consciousness S <input type="checkbox"/> Bruises/Scratches O <input type="checkbox"/> Other Injury N <input type="checkbox"/> No Physical Injury		Property Type A <input type="checkbox"/> Cash Money B <input type="checkbox"/> Check, Credit Card, Negotiable Instrument C <input type="checkbox"/> Jewelry, Precious Metal D <input type="checkbox"/> Clothing	
	UCR Disposition OPEN <input type="checkbox"/> CLEARED BY ARREST <input type="checkbox"/> UNFOUNDED <input type="checkbox"/> EXCEPTIONAL CLEARANCE <input type="checkbox"/>		Patrol Investigation continuing Yes () No ()	
	Assigned to _____ Date _____		CONNECTING NUMBERS _____	
	OFFICER SIGNATURE/NUMBER _____		Supervisor _____ Date _____	

White--I.D.Bureau; Canary--Investigations; Pink--Press; Goldenrod--O.R.U.

FIGURE II-18

**COLORADO SPRINGS POLICE DEPARTMENT
CONTINUATION/SUPPLEMENTAL REPORT**

CASE REPORT NUMBER

OFFENSE	OFFENSE	STATUTE NUMBER	UCR RECLASSIFICATION TO	UCR CODE				
GENERAL	VICTIM'S NAME (LAST, FIRST, MIDDLE)		DATE OF THIS REPORT					
	IF PROPERTY ITEMIZATION, USE THE FOLLOWING FORMAT							
NARRATIVE	Item No.	Quantity	Brand Name	Property Description	Serial Number	Stolen (\$)	Recovered (\$)	UCR Property Type
UCR DISPOSITION <input type="checkbox"/> OPEN <input type="checkbox"/> CLEARED BY ARREST <input type="checkbox"/> UNFOUNDED <input type="checkbox"/> EXCEPTIONAL CLEARANCE		OFFICER SIGNATURE/NUMBER _____		Supervisor _____	Date _____	Page _____ Of _____		

FIGURE II-19

COLORADO SPRINGS POLICE DEPARTMENT
MODUS OPERANDI DESCRIPTOR SHEET

(61) COMPLAINANT		(17) OFFENSE/INCHARGE		(14) DATE OF REPORT		(15) REPORTING OFFICER		(1) SERVICE NO.				
(57) CODE: S - SUSPECT		MP - MISSING PERSON		A.P. - ARRESTED PERSON		DESCRIPTION						
CODE	NAME	ADDRESS	ARREST NO.	NICKNAME OR ALIAS	RACE	SEX	AGE	D.O.B.	WT.	HT.	HAIR COL.	EYE COL.
(54) POSSIBLE CAUSE OF ABSENCE		(59) COMPETENCY (PHYSICAL)		(60) COMPETENCY (MENTAL)		(61) POSSIBLE DESTINATION						
(62) HAIR LENGTH (01)		HAIR STYLE (02)		FACIAL HAIR (03)		GLASSES (04)		TATTOO (05)		GENL APPEARANCE (06)		SPEECH (07)
TEETH (08)		COMPLEXION (09)		SCARS BIRTHMARKS (10)		EYES (11)		SUSPECT WORE (12)		H. L. HANDS (13)		
(15) FURTHER SUBJECT DESCRIPTION												
(63) LOCATION OF COMPLAINT (01)		SOLICITED/OFFERED (02)		TELEPHONE (03)		CHARACTERISTICS OF SUSPECT (04)						
RAPE - ATTEMPT RAPE M.O.		ROBBERY M.O.		BURGLARY - ATTEMPT BURGLARY M.O.		SUSPECT'S ACTIONS (05)		FORCE (06)		COMPLAINANT WAS (07)		
POINT OF ENTRY (01)		POINT OF EXIT (02)		METHOD OF BREAKING (03)		INSTRUMENT USED (04)		ALARM (05)				
BURGLARY ELEMENTS (06)		SUSPECT'S ACTIONS (07)		COMPLAINANT WAS (08)		PRESENT		OUT OF TOWN		SHIPPING EVENT		

FIGURE II-20

COLORADO SPRINGS POLICE DEPARTMENT
PROPERTY DESCRIPTORS

OFFENSE		STATUTE NUMBER		DATE OF THIS REPORT		CASE REPORT NUMBER						
VICTIM'S NAME (LAST, FIRST, MIDDLE)												
Property	A. Currency	B. Jewelry	C. Clothing	D. Vehicle (Local)	E. Office Equipment	F. Radio, TV, Camera	G. Fire Arms	H. Household Goods	I. Computers	J. Tools	K. Misc	L. Total
STOLEN	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
RECOVERED	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
Item No.	Quantity	Brand Name	Property Description		Serial Number	Stolen (\$)	Recovered (\$)	UCR Property Type				
VEHICLE												
Vehicle Year		Vehicle Make		Vehicle Model		Vehicle Style		Vehicle License Number				
Vehicle License Number		License Type		License Year		License State		Vehicle Colors - Top/Bottom				
Vehicle Identification Number/Motorcycle Frame Number		Vehicle Engine Number		Vehicle License Colors - Prime Numerals		Vehicle Insured By						
Vehicle		Interior		Exterior		Modified		Body Damage		Wheels		
() Stolen () Suspect () Towed () Victim () Outside Recovery		0 Bucket Seats 1 Bench Seats 2 Custom 3 Trim 4 Equipment Added 5 Equipment Missing 7 Stereo Tapes 8 Floor Mats 9 Other		0 Painted Inscription 1 Sticker/Decal 2 Placard/Plaque 3 Vinyl Taps 4 Decal/Plaque 5 Level Altered 6 Flecked 7 Other		0 Front 1 Rear 2 Other		0 Left 1 Right 2 Front 3 Rear 4 Top 5 Other		0 Mag 1 Chrome Rims 2 Unique Size 3 Other Lights Qty: 1 Left Front 2 Right Rear 3 Left Rear 4 Front 5 Rear		
OFFICER SIGNATURE/NUMBER		Supervisor		Date		Page		01				

The new Offense Report (face sheet) includes information required for case assignment decisions. A block is provided at the top of the face sheet to permit the officer/analyst to identify whether this case might be one of a series of connected cases. All issues with respect to crime severity, solvability, and urgency are also presented on the face sheet. Crime classification system categories are coded to expedite computer entry and case assignment procedures.

The Continuation/Supplemental Report form is to be used when the officer provides supplemental information. It is to be handwritten, except when substantial additional information is to be provided, in which case it is to be dictated. Dictating equipment needs to be provided each officer for this purpose. Dictated tapes are to be handed in with the face sheet at the end of each shift and will be typed only after a determination is made that the case includes substantial solvability, severity, and urgency factors to dictate assignment or possible assignment.

The Modus Operandi (M.O.) Descriptor Sheet addresses the need for complete suspect and crime scene descriptors. The M.O. descriptors are categorized into three target crime areas, which are sexual assault, robbery, and burglary. The form can be modified to include descriptors for other crimes such as criminal mischief, criminal trespass etc. The M.O. information is provided for easy computer input and matching. The use of this form is critical if the Operations Resource Unit is to be made an integral part of the investigative process, as opposed to only occasionally being utilized as is the present case.

The Property Descriptors form provides a clearly defined format for itemizing stolen and recovered property. Note that the format permits data to be easily computerized.

Presented in Figure II-21 is the witness list form currently used by the District Attorney for case filings. Witness identification information has typically been somewhat of a problem in that there is no standard format as to how and where names, addresses, phone numbers etc. are to be recorded. Since copies of offense reports will occasionally be provided to non-police agencies

and citizens, this information should be provided on a separate form. The Department should adopt this form for use by the patrol officer. It should be completed during the preliminary investigation as witnesses are identified.

FIGURE II-21

1 Defendant (Last-First-MI)	2 Police Officer	3 Police Agency	4 Agency Case No
-----------------------------	------------------	-----------------	------------------

WITNESS LIST

5	6 Witness Name (Last-First-MI)	7 Date of Birth	8 Age	9 Sex <input type="checkbox"/> M <input type="checkbox"/> F	10 Race <input type="checkbox"/> Black <input type="checkbox"/> White <input type="checkbox"/> Span American <input type="checkbox"/> Indian <input type="checkbox"/> Oriental <input type="checkbox"/> Other
11 Victim? <input type="checkbox"/> No <input type="checkbox"/> Yes	12 Witness Type <input type="checkbox"/> Lay <input type="checkbox"/> Exp <input type="checkbox"/> Eye <input type="checkbox"/> Pol <input type="checkbox"/> CW <input type="checkbox"/> Pay <input type="checkbox"/> Other	13 Juvenile? <input type="checkbox"/> No <input type="checkbox"/> Yes	14 Employment Status <input type="checkbox"/> Employed <input type="checkbox"/> Unemp <input type="checkbox"/> Student <input type="checkbox"/> Military <input type="checkbox"/> Inmate <input type="checkbox"/> Unk		15 Occupation
16 Employer/School Name			17 Mail Name (Care Of), if any		
ADDRESSES					
R E S I D E N C E	18 Street	19 City	20 State	21 Zip	22 Phone No
B U S	23	24	25	26	27
28 Relationship to defendant <input type="checkbox"/> Spouse <input type="checkbox"/> Family <input type="checkbox"/> Lives with defendant <input type="checkbox"/> Friend/acquaintance <input type="checkbox"/> Co-defendant <input type="checkbox"/> Stranger <input type="checkbox"/> Guardian/custodian <input type="checkbox"/> Social Worker/counselor <input type="checkbox"/> Other (Specify)					
29 Witness will testify to					
			30 Subpoena Service <input type="checkbox"/> P.H. <input type="checkbox"/> P.T.		31 Type of Service <input type="checkbox"/> Hearing <input type="checkbox"/> Trial <input type="checkbox"/> Pers. <input type="checkbox"/> Mail <input type="checkbox"/> Out-of-state <input type="checkbox"/> Other

5	6 Witness Name (Last-First-MI)	7 Date of Birth	8 Age	9 Sex <input type="checkbox"/> M <input type="checkbox"/> F	10 Race <input type="checkbox"/> Black <input type="checkbox"/> White <input type="checkbox"/> Span American <input type="checkbox"/> Indian <input type="checkbox"/> Oriental <input type="checkbox"/> Other
11 Victim? <input type="checkbox"/> No <input type="checkbox"/> Yes	12 Witness Type <input type="checkbox"/> Lay <input type="checkbox"/> Exp <input type="checkbox"/> Eye <input type="checkbox"/> Pol <input type="checkbox"/> CW <input type="checkbox"/> Pay <input type="checkbox"/> Other	13 Juvenile? <input type="checkbox"/> No <input type="checkbox"/> Yes	14 Employment Status <input type="checkbox"/> Employed <input type="checkbox"/> Unemp <input type="checkbox"/> Student <input type="checkbox"/> Military <input type="checkbox"/> Inmate <input type="checkbox"/> Unk		15 Occupation
16 Employer/School Name			17 Mail Name (Care Of), if any		
ADDRESSES					
R E S I D E N C E	18 Street	19 City	20 State	21 Zip	22 Phone No
B U S	23	24	25	26	27
28 Relationship to defendant <input type="checkbox"/> Spouse <input type="checkbox"/> Family <input type="checkbox"/> Lives with defendant <input type="checkbox"/> Friend/acquaintance <input type="checkbox"/> Co-defendant <input type="checkbox"/> Stranger <input type="checkbox"/> Guardian/custodian <input type="checkbox"/> Social Worker/counselor <input type="checkbox"/> Other (Specify)					
29 Witness will testify to					
			30 Subpoena Service <input type="checkbox"/> P.H. <input type="checkbox"/> P.T.		31 Type of Service <input type="checkbox"/> Hearing <input type="checkbox"/> Trial <input type="checkbox"/> Pers. <input type="checkbox"/> Mail <input type="checkbox"/> Out-of-state <input type="checkbox"/> Other

5	6 Witness Name (Last-First-MI)	7 Date of Birth	8 Age	9 Sex <input type="checkbox"/> M <input type="checkbox"/> F	10 Race <input type="checkbox"/> Black <input type="checkbox"/> White <input type="checkbox"/> Span American <input type="checkbox"/> Indian <input type="checkbox"/> Oriental <input type="checkbox"/> Other
11 Victim? <input type="checkbox"/> No <input type="checkbox"/> Yes	12 Witness Type <input type="checkbox"/> Lay <input type="checkbox"/> Exp <input type="checkbox"/> Eye <input type="checkbox"/> Pol <input type="checkbox"/> CW <input type="checkbox"/> Pay <input type="checkbox"/> Other	13 Juvenile? <input type="checkbox"/> No <input type="checkbox"/> Yes	14 Employment Status <input type="checkbox"/> Employed <input type="checkbox"/> Unemp <input type="checkbox"/> Student <input type="checkbox"/> Military <input type="checkbox"/> Inmate <input type="checkbox"/> Unk		15 Occupation
16 Employer/School Name			17 Mail Name (Care Of), if any		
ADDRESSES					
R E S I D E N C E	18 Street	19 City	20 State	21 Zip	22 Phone No
B U S	23	24	25	26	27
28 Relationship to defendant <input type="checkbox"/> Spouse <input type="checkbox"/> Family <input type="checkbox"/> Lives with defendant <input type="checkbox"/> Friend/acquaintance <input type="checkbox"/> Co-defendant <input type="checkbox"/> Stranger <input type="checkbox"/> Guardian/custodian <input type="checkbox"/> Social Worker/counselor <input type="checkbox"/> Other (Specify)					
29 Witness will testify to					
			30 Subpoena Service <input type="checkbox"/> P.H. <input type="checkbox"/> P.T.		31 Type of Service <input type="checkbox"/> Hearing <input type="checkbox"/> Trial <input type="checkbox"/> Pers. <input type="checkbox"/> Mail <input type="checkbox"/> Out-of-state <input type="checkbox"/> Other

10/79 CDAC

Presented in Figure II-22 is a proposed Victim/Witness Contact Information form for use by the followup investigator. This form provides quick reference regarding victims/witnesses contacted by the investigator and should be particularly useful in instances when a case is deactivated, and then, because of new evidence or information, is later reactivated.

FIGURE II-22

CASE NUMBER: _____

INVESTIGATOR COMMENTS: _____

VICTIM/WITNESS CONTACT INFORMATION

Circle: V=Victim W=Witness RP=Reporting Party

Last			First	M.I.	TYPE OF CONTACT:			DATE	REPORT	
V	W	RP	_____		<input type="checkbox"/>	In Person			_____	_____
Address _____			Ph	_____	<input type="checkbox"/>	Ph. Citizen Initiated			_____	_____
Bus. Address _____			Ph	_____	<input type="checkbox"/>	Ph. OS Initiated			_____	_____
Foreign language needed? Yes No Type _____					<input type="checkbox"/>	Ph. Inv. Initiated			_____	_____
Reason for contact/notes: _____					<input type="checkbox"/>	F/U Letter			_____	_____
_____					<input type="checkbox"/>	Prop. Release			_____	_____
_____					<input type="checkbox"/>	Case Status Change			_____	_____
_____					<input type="checkbox"/>	_____			_____	_____
I.D. No.	Name									

Last			First	M.I.	TYPE OF CONTACT			DATE	REPORT	
V	W	RP	_____		<input type="checkbox"/>	In Person			_____	_____
Address _____			Ph	_____	<input type="checkbox"/>	Ph. Citizen Initiated			_____	_____
Bus. Address _____			Ph	_____	<input type="checkbox"/>	Ph. OS Initiated			_____	_____
Foreign language needed? Yes No Type _____					<input type="checkbox"/>	Ph. Inv. Initiated			_____	_____
Reason for contact/notes: _____					<input type="checkbox"/>	F/U Letter			_____	_____
_____					<input type="checkbox"/>	Prop. Release			_____	_____
_____					<input type="checkbox"/>	Case Status Change			_____	_____
_____					<input type="checkbox"/>	_____			_____	_____
I.D. No.	Name									

COMMENTS: _____

IV. Investigations Information Systems

The Colorado Springs Police Department, as do almost all other police departments, collects a substantial amount of information which can be used for management decision purposes. The majority of the information can be used to improve resource allocation, meet legal reporting requirements, and improve the deterrence of crime and apprehension of criminals. Some of the more important data collected by the Police Department include information on calls for service, crime incidences, wants and warrants, arrests, organized crime, and intelligence reports.

As reported in Section I of this chapter, there are six key components of the criminal investigation system. They include management decisions, initial investigation, case screening, continuing investigations, prosecutor interaction, and monitoring. Four information systems which are crucial to these six criminal investigation components include the Investigative Management Information System (IMIS), Crime Classification System (CCS), Computer Aided Dispatch (CAD), and the Prosecutor's Management Information System (PROMIS). The first three are administered by the Police Department and the latter by the El Paso County District Attorney's Office.

The Department's IMIS and CAD systems have been partially implemented with the Department's CCS system still in a test mode. The District Attorney's PROMIS system has been fully implemented. It is extremely important that all of these systems be fully implemented and interfaced if the ultimate benefits of this City's criminal investigation system are to be realized. Each of these systems and their importance to the criminal investigation system are discussed below.

A. Investigative Management Information System

The Investigative Management Information System (IMIS) consists of an automated data base and associated computer programs designed to help the Department manage criminal investigations. The specific system objectives are to collect and present information to:

- manage investigative work load
- assess unit and individual performance

- support budget requests
- provide victim/witness feedback

The IMIS software was developed by Simcon, Inc. for the International Association of Chiefs of Police, under contract with the Law Enforcement Assistance Administration.

IMIS offers numerous reports to management with which to evaluate investigative functions. It provides the baseline and subsequent data whereby the impact of improved management practices might be evaluated. Also, it provides the means whereby feedback on case status can be provided to the patrol officer who conducted the initial investigation as well as the victim of the crime. In addition, it provides a mechanism whereby feedback can be provided from prosecutors to the Police Department.

The IMIS system operates on the Operations Resource Unit's microprocessor. Data are entered, updated, and queried from the Investigations Division by means of either of two remote terminals. The system operates in a multi-task environment which includes the Crime Classification System, Police Management System, and Crime Analysis Support System. Inquiries may be made in a variety of ways including name searches and special searches using different data elements such as: case number, type offense, date of offense, location of offense, identification of preliminary investigator, date assigned to investigator, schedule review dates, identification of follow-up investigator, and victim information.

IMIS was primarily in a test mode until January 1, 1983 at which time it replaced manual systems that had been used to track work load statistics, the status of individual cases, and investigator and unit work load.

IMIS is a key ingredient in the case management system described in Section II of this chapter. The Case Evaluation Unit will make the determination as to which cases are assigned. Such assignment will be tracked by IMIS whether the assignment is made to Patrol, Special Investigations, General Investigations, or some other unit in the Department. Although all case assignments are currently being logged into IMIS, information on solvability

factors and prosecutor outcome are not now entered. IMIS generates ten management reports; however, the majority of these reports are utilized at the sergeant and lieutenant levels only.

B. Crime Classification System

The Crime Classification System (CCS) incorporates a data base and computer program designed by Simcon, Inc. for the Police Executive Research Forum, under contract with the Bureau of Justice Statistics, U.S. Department of Justice. CCS was initially tested in Peoria, Illinois; New Orleans, Louisiana; and Colorado Springs, Colorado, during January through March 1981. The Police Department is currently in the second phase of testing the system's reliability and benefits.

The purpose of CCS is to develop an information system which explains the nature and extent of crime to the public and provides police management personnel with information concerning changing crime patterns and trends, thus facilitating management decisions. The system collects extensive victim data and generates reports which include: victim/offender relationship; victim status; victim age, sex, race, and ethnicity; level of injury; type of injury to victim; extent of force inflicted on the victim; and weapon used on the victim. It is considered that with more complete understanding of crime, the public will be better prepared to take measures to protect themselves, their property, and to make more informed decisions about local law enforcement efforts.

The Uniform Crime Report (UCR) system has been used nationally since 1927 as the primary method for classifying and reporting crime. Whereas the UCR system provides a uniform method for compiling and reporting numbers of crime, it does not provide, as does CCS, for specific victim/offender data being collected and reported. Initially, CCS was considered as a replacement for UCR. It may be that the CCS will never replace the UCR system; however, the Department's CCS software program has been modified to incorporate UCR reporting requirements.

Most of the City's crime reports, including those in the UCR format, are prepared by the City's Management Information Center on software referred

to as "Stat Pack." The software program is written in COBOL and is used to generate the Department's monthly and annual reports, reports required by state and federal agencies, plus several special management-oriented reports as prepared by the Police Department in a batch mode. The new CCS program has the capability to generate the UCR reports plus other crime reports and should replace the "Stat Pack" program. CCS operates on the Operations Resource Unit's microprocessor which is an on-line/user-oriented report generating system which is a more efficient approach. CCS will have to be slightly modified to accommodate the proposed case management program.

C. Computer Aided Dispatch

The Computer Aided Dispatch (CAD) system is used to assist the Communications system in handling calls for service. Communication terminals are used to access the Univac 90/40 in which calls for service information is entered, verified, and used to effect a timely and efficient response.

The Communication Center divides its operational responsibilities between call clerks and dispatchers. The task of the call clerk is to answer a citizen's request for a call for service and obtain all pertinent information concerning that request. The task of the dispatcher is to dispatch field units to these calls and record its progress through completion. The CAD system is used by the call clerk and dispatcher as follows:

When a call for service is received, the call clerk keys in the pertinent data (location, nature of call, suspects etc.) via the call entry screen. The computer handles the verification of information and displays any errors, sector/area of call, call number, date/time of call, and all other information entered. When sufficient data have been entered, the call is automatically routed to the correct dispatcher. The dispatcher determines which of the available field units (those recommended by CAD are displayed on the status screen) to dispatch. The dispatcher then radios the unit and keys in the primary unit number and any backup units required. CAD logs the units assigned and records times to the call record along with setting a time-out timer to alert the dispatcher when a unit fails to call in

that the call has been completed. When the call is completed, the dispatcher enters the information and logs the time.

The CAD system is designed to enable a response to any on-line transaction to take place within five seconds. To ensure that high priority calls are properly responded to, the CAD system maintains a list of calls pending, calls in progress, cleared calls, all available and assigned field units, patrol assignments, duty rosters, city and county addresses, sector and reporting areas, and all information with regard to each call. CAD is intended to reduce human error by eliminating repeated handling of manual cards requiring the transfer of data from one source to another; relieve operators of tedious, manual tasks, thus improving performance; carry out dispatching of calls much faster than was possible with the manual system. Such tasks as file updating and inquiries provide a more efficient way of keeping track of calls, resources and assignments, enables the Communication Center personnel to make better decisions, and for management to have a clear, concise up-to-date picture of field activities.

CAD operates on a 24-hour-a-day, 7-day-a-week basis. Vast amounts of information are collected and can be made available to management for improved resource allocation decision purposes. Although designed to generate key management reports, such reports have not been generated due to management failing to have identified the kinds of information they require to make resource utilization decisions.

A manual card system has been designed to accommodate down time due to crashes or scheduled system maintenance. The manual card system includes four printers located in the Communications room. Thus, computer redundancy does not exist.

D. Prosecutor's Management Information System

The Prosecutor's Management Information System (PROMIS) is a computer-based information system designed to assist prosecutors in their operational and management functions and to enhance inter-jurisdictional communication, allowing the examination of pending and completed cases throughout the regional PROMIS network. This network includes nine major judicial districts in Colorado. PROMIS

covers some 60,000 square miles of territory along Colorado's front range, from Fort Collins in the north to Pueblo in the south. This is an area in which slightly more than half of the State's adult felony cases occur.

From an operational point of view, PROMIS permits immediate access to case and defendant information through the inquiry function. It also produces subpoenas, calendars, dockets, weekly activity reports, and generalized inquiry responses from the many kinds of data stored in the system.

PROMIS was developed with Law Enforcement Assistance Administration funding and is utilized in many different areas throughout the United States. Approximately 200 separate elements, or pieces of information can be stored in the system. Most of the information is input to the data base at the time of filing or at the time the case is rejected for prosecution. Information captured includes:

Criminal Incident: time, location, date, charges etc.

Defendant: identification, aliases, other pending cases against etc.

Case Status: arrest information, court events, all scheduled events, reason for all action taken etc.

Parties: victims, witnesses, police officers, special expert witnesses, prosecutors etc.

Although PROMIS contains information from which the Police Department's investigations performance can be determined, the Department has made little use of this data source. Department management does not track the extent to which its cases are filed with or rejected by the District Attorney, nor the extent to which filed cases are successfully prosecuted.

E. Master Plan of Information System

All four of the above information systems need to be accessible, more user-oriented, and operated in conjunction with each other and with other information systems utilized by the Department.

The Department needs to develop a master plan by which an integrated information system can be accomplished to ensure that the substantial amount of data that exist is fully utilized to improve management decision-making. As the reader will conclude in the following section of this chapter, the results of the investigative process can be substantially improved, and data such as that captured in the four information systems described above are critical in this respect.

Issues that need to be considered in the development of an information system master plan include Department goals and objectives, planning constraints and assumptions, cost analysis and projections, an outline of major planning activities, a project evaluation and review technique (PERT) schedule, a year-by-year listing of planned activities by individual systems, and a review of the impact of external agencies on long-range system plans. Numerous advisory committees need to be established to provide insight to such issues ranging from computer acquisition to the establishment of performance standards of on-line information systems. Participants in these advisory committees should include representatives of the Office of Budget and Management Analysis, Management Information Center, and consultants. The master plan should be based on detailed long-range plans drawn for each of the Department's individual systems, whether they be operational, under development, planned, or only conceptually defined.

The master plan should consist of three related planning documents, the general plan, encompassing all individual systems; a document including plans for each of the individual systems; and a planning framework and procedures document. The master plan should incorporate a multi-year horizon extending minimally from three to five years. It should be based on the assumption that no new major funds for systems development and implementation will be available and the overall thrust should be to complete and integrate existing information systems. Such a master plan should identify the proper mix of computer hardware which complements system requirements. Microcomputers, minicomputers and mainframes should be assigned tasks which correspond to their operating strengths.

V. Investigation Results

A. Study Approach

Few people would be deterred from committing crimes if the police made few arrests and failed to provide prosecutors with evidence sufficient to result in convictions. Therefore, 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. Measures that are not in one way or another related to producing convictions are of little use. Because management of the Colorado Springs Police Department does not track overall success in case filing and conviction of suspects, the Police Study Project determined that case reports would have to be sampled to gain insight to the Department's investigative performance.

A highly structured approach in conducting the sampling effort was developed. The data base used by the sampling effort was crime reports captured by the Crime Classification System (CCS) during the first quarter of 1981. These cases included all crime reports except statutory offenses, which were not included because of their victimless nature. Information extracted from the case reports sampled included the nature of the case, elements of the preliminary investigation, Patrol and 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 in the investigative process, but also to test a new case screening approach alternative to the case assignment procedures described in Section II of this chapter.

The CCS data base was utilized because the information was old enough to be static and the majority of the case information was computerized. The data base included a seriousness score providing insight to the impact of crime on the victim and the cases in that data base were sufficiently old to ensure any prosecutor action would have by now been taken. The seriousness score was established by application of the Sellin-Wolfgang Weighted Formula which operates with the weights presented in Table II-1 and the Police Study

Project staff determined that severity of crime should be a key component in the case screening process. Two other key components that should be used are solvability factors and the degree of case urgency.

TABLE II-1

CCS SERIOUSNESS SCORE

<u>Elements</u>	<u>Score</u>	<u>Weights</u>
I.	For each victim of bodily harm	
	(A) Minor injuries	1
	(B) Treated and discharged	4
	(C) Hospitalized	7
	(D) Killed	26
II.	For each forcible sex offense	
	(A) Sex offense	10
	(B) Intimidation by weapon	2
III.	Intimidation (except II above)	
	(A) Physical or verbal only	2
	(B) By weapon	4
IV.	Number of premises forcibly entered	1
V.	Number of vehicles stolen	2
VI.	Value of property stolen, damaged or destroyed	
	(A) Under \$10	1
	(B) \$10-\$250	2
	(C) \$251-\$2,000	3
	(D) \$2,001-\$9,000	4
	(E) \$9,001-\$30,000	5
	(F) \$30,001-\$80,000	6
	(G) Over \$80,000	7

A review of the current solvability factors used by the Department revealed that new factors should be developed. The Police Study Project developed eight new solvability factors and a numeric value for each. These values were developed after a

review of existing literature and based on members' professional experience. The solvability factors and point values are presented in Table II-2. Note that the greatest value is given to Suspects Arrested and Suspect Can be Named/Located, with relatively little value given to the presence of critical physical evidence and that the crime was recently committed.

TABLE II-2

PROPOSED SOLVABILITY FACTORS
AND POINT SCORE

<u>Solvability Factors</u>	<u>Points</u>
Suspect(s) Arrested	10
Suspect(s) Can be Named/Located	10
Suspect Vehicle can be Identified/Located	5
Stolen Property can be Identified	3
Suspect Can be Described/Identified	2
Witness with Critical Facts Other Than Victim	2
Was there Critical Physical Evidence	1
Was the Crime Recently Committed	1

Whereas both solvability and severity are critical to case assignment, it was further determined that there were several other reasons for assigning a case which can be considered "urgency factors". Such factors include: (1) may be solved with reasonable effort, (2) part of a crime pattern, and (3) other exceptional reason. It was these three types of factors that the Police Study Project staff determined should be used to assess the value of the Department's Investigation Division's case screening process and to test an alternative approach to case assignment by which management might be able to monitor case filing performance and the extent to which cases filed reach successful prosecution.

A file dump was executed on the first quarter 1981 CCS data base which produced a listing of 5,126 cases. The multiple-victim entries were eliminated, leaving 4,920 cases. A systematic sampling of every tenth case generated 492 cases for analysis.

A coding sheet was developed to capture information from each of these case reports. On-line queries were made of the data file and each case report was individually reviewed. Determinations were made on Patrol's quality of investigation, nature of incident, quality of report completed, presence of new solvability factors, presence of urgency factors, the extent to which the Patrol Officer was assisted by other staff and the extent to which investigative staff enhanced the case. Prosecutor action and court dispositions were obtained from the District Attorney's Prosecutor's Management Information System (PROMIS) and this information was also coded. A copy of the coding sheet and insight to the coding process are identified in Appendices II-1 and II-2.

Information coded on the 492 sample cases was entered into a microcomputer located in the Operations Resource Unit. Programs were expressly written to organize these data to meet analytical requirements of the Study Project.

In addition to coding all critical information from the 492 sample cases, critical information was also coded on a separate population which totaled 468 cases that had been assigned and worked by investigative staff. Although this number of cases is not a census of all cases assigned during the first quarter, it was enough to gain sufficient insight to the type of cases assigned to investigators and resultant prosecutor outcomes. In addition, it was considered that the analysis of the 468 assigned cases would permit verification of conclusions drawn from the tenth case sample (492) from which overall conclusions were to be drawn.

The remainder of this section is grouped in four situational constructs, plus an overview. The first provides insight to the tenth case sample. The second consists of a comparison of assigned and unassigned cases within the tenth case sample. The third provides insight to the 468 cases which were assigned to investigators, and the last provides insight to the application of proposed assignment criteria to the cases assigned for investigation (468) and a tenth case sample (492). The data for all these four constructs are displayed in Appendices II-3 through II-6.

B. Observations of the Tenth Case Sample Data

1. Validity of sample

The results of the tenth case sample are displayed by frequency distribution in Appendix II-3. As the reader will note in this Table, the tenth case sample population closely matches the make-up of all crime reported in the first quarter of 1981. The tenth case sample varies by crime type no more than a few percentage points from the distributions of crime type exhibited for crime reported through that three-month period by the Department's monthly report system.

TABLE II-3

COMPARISON OF TENTH CASE SAMPLE
TO FIRST QUARTER 1981 CASES, BY CRIME TYPE

Crime Type	Tenth Case Sample Percent of Total	First Quarter Case Reports Percent of Total
Larceny	38.2	42.0
Burglary	23.8	22.4
Vandalism	16.7	13.9
Motor Vehicle Theft	4.4	3.3
Other (including traffic)	4.3	Not comparable
Assault	4.0	2.7
Robbery	3.0	3.3
Disorderly Conduct	1.8	2.1
Sexual Offenses (other than rape)	1.2	1.3
Other (non-traffic)	1.0	1.8
Fraud	.6	1.6
Rape	.4	.6
Family Offenses	.3	.1
Stolen Property	.3	.0

The tenth case sample solvability, severity and urgency scores are displayed in Appendix II-3, Tables II-3b, -3c and -3d. Comparisons of mean scores and standard deviations between the tenth case sample and the crime population of the first quarter 1981 are not possible for solvability scores. It is possible, however for seriousness scores. The mean seriousness

score for the tenth case sample is 4.07 with a standard deviation of 3.14. These values of central tendency and dispersion closely match the values exhibited by the entire population of CCS case reports during the first quarter 1981 crimes. The mean seriousness score of this three-month population is 4.41 with a standard deviation of 3.15 (see Summary Report on the Crime Classification System for the City of Colorado Springs, Colorado). The similarity of mean and standard deviation of the two populations strengthens the validity of the tenth case sample.

2. Characteristics of Tenth Case Sample

The solvability and seriousness scores were compared to determine if there were any relationship between the two. A correlation coefficient was conducted and an "r" value of .08 was produced. This indicates that virtually no relationship exists between solvability and severity. These concepts appear to be separate and distinct, which necessitates unique measurement techniques for each construct.

The solvability mean average is 4.36 with a standard deviation of 6.68. This indicates that the solvability score has a wide dispersion or spread within the range of scores.

Coding of the tenth case sample included capturing the responding officer's unit. Patrol responded to 85.0 percent of the cases. Teleserve took 11.2 percent of the reports over the phone, with investigators, traffic officers, arson investigators and officers assigned to the Tactical Enforcement Unit taking only 3.8 percent of the case reports. For details, refer to Table II-3E of the Appendix.

Information was collected on the completeness of preliminary investigations conducted by Patrol officers. It was found that most cases (88.8 percent) contained a complete face sheet. A tally of cases which were approved by a field supervisor showed that only 368, or 74.8 percent, bore a signature in the designated box.

Very few of the cases sampled exhibited any case assistance during the preliminary investigation, which includes Patrol's use of crime laboratory, investigators, supervisors, etc. Only 48 cases (9.7 percent) contained any mention of case assistance provided to the responding officer. Most case assistance came from the officer's supervisor or a Master Patrol Officer.

Enhancement of cases, defined as an additional effort to add to the case beyond simply taking the report, occurred in 54 cases, or 11.0 percent of the tenth case population. The most common enhancement was a neighborhood follow-up (42.6 percent) and a vehicle registration check (22.2 percent). The least common enhancements included latent fingerprints (1.8 percent), pawn ticket check (1.8 percent), utilities listing (1.8 percent) and the use of Operations Resource Unit files (1.8 percent). Insight to these enhancements is presented in Table II-3I of the Appendix.

Some 380 cases, or 77.2 percent of the 492 sample cases, contained supplements written by Patrol. The majority of these supplements, 76.3 percent, were handwritten/dictated. A complete listing of sources of case supplements other than Patrol and Investigations is found in Table II-3J of the Appendix.

Information was also gathered on the individual solvability factors. These factors are displayed in Table II-3K of the Appendix. Some 18.2 percent of the cases sampled contained the name of the suspect or identified a suspect was in custody, some 25 percent contained a physical description of the suspect and 6 percent contained a vehicle identification.

3. Conclusion

In conclusion, the tenth case sample is a valid sample which allows the identification of several characteristics or trends with regard to type of crime, preliminary investigation, follow-up investigation, use of case assistance and enhancements and prosecutor outcomes. The validity of the sample was indicated by the discovery that the tenth case sample and the first quarter 1981 population of cases had

virtually equal values of central tendency and dispersion for seriousness scores. Additionally, the validity was strengthened by a comparison of case type distributions between the tenth case sample and the first quarter 1981 case report population. Major findings with regard to case preparation, investigation and outcomes include:

1. The preliminary case report is not usually enhanced and is characterized solely by the act of completing a face sheet and structured supplement.
2. Patrol and Teleserve initiated almost all preliminary case reports.
3. A considerable number of case reports, 25.2 percent, were not signed by appropriate supervisory personnel.
4. The majority of preliminary reports were accompanied by supplements of which the majority were typed by the Typing Pool.
5. A significant number of the cases involved a suspect in custody or identify the subject by name.

C. Comparison of Assigned and Unassigned Cases Within the Tenth Case Sample

Appendix II-4 contains several tables which provide insight to assigned versus unassigned cases within the tenth case sample. Table II-4 provides insight to the number and types of cases within the tenth case sample that were assigned for follow-up investigation. Of the 492 sample cases, 98, or 19.9 percent, were assigned for followup investigation. The determination as to whether a case was assigned was made by whether the case file contained a supplement written by an investigator. If the case file contained only the originating documents, it was assumed that the case had not been assigned.

TABLE II-4

TENTH CASE SAMPLE, ASSIGNED CASES
BY U.C.R. CLASSIFICATION

Offense	Total Cases	Cases Assigned	% of Total Assigned
Larceny	188	33	33.7
Burglary	117	27	27.5
Vandalism	82	5	5.1
Motor Vehicle Theft	22	8	8.3
Other (incl. Traffic)	21	0	0.0
Assault	20	6	6.2
Robbery	15	6	6.2
Disorderly Conduct	9	0	0.0
Sex Offense (non-rape)	6	4	4.0
Fraud	3	3	3.0
Other (non-traffic)	5	3	3.0
Rape	2	2	2.0
Family Offense	1	1	1.0
Stolen Property	1	0	0.0
	<u>492</u>	<u>98</u>	<u>100.0%</u>

As noted in Table II-4, the majority of the cases assigned included Larceny and Burglary. These two type offense cases represented 61.2 percent of all assigned cases.

Table II-5 presents a comparison within the tenth case sample of the percent of total cases (492) to the percent of assigned cases (98) by type offense. Several observations can be made: (1) vandalism represents 16.7 percent of the total cases, but only 5.1 percent of the assigned cases; (2) motor vehicle theft represents 4.4 percent of the total cases, but accounts for 8.3 percent of the assigned cases and fraud represents only .6 percent of the total cases, but accounts for 3 percent of the assigned cases. It is clear that the assignment of cases is not directly related to the number of cases taken during a given period.

TABLE II-5

COMPARISON OF PERCENT ASSIGNED CASES
TO PERCENT OF TOTAL TENTH CASE SAMPLE BY CRIME TYPE

Type Offense	Percent of Total Cases Within Tenth Case Sample	Percent of Assigned Cases Within Tenth Case Sample
Larceny	38.2	33.7
Burglary	23.8	27.5
Vandalism	16.7	5.1
Motor Vehicle Theft	4.4	8.3
Other (incl. Traffic)	4.3	0.0
Assault	4.0	6.2
Robbery	3.0	6.2
Disorderly Conduct	1.8	0.0
Sex Offense (non-rape)	1.2	4.0
Other (no Traffic)	1.0	3.0
Fraud	.6	3.0
Rape	.4	2.0
Family Offenses	.3	1.0
Stolen Property	.3	0.0
	<u>100%</u>	<u>100%</u>

The solvability, seriousness and urgency scores of the assigned and unassigned cases appear in Tables II-4B, -4C and -4D of the Appendix. The mean solvability score of the assigned cases is 11.66 with a standard deviation of 9.88. The mean solvability score of the unassigned cases is 2.52 with a standard deviation of 3.84. The mean seriousness score of assigned cases is 5.07 with a standard deviation of 3.45. The mean seriousness score of the unassigned cases is 3.82 with a standard deviation of 3.00.

A further analysis of the assigned and unassigned solvability and seriousness scores was conducted. A t-test was conducted to determine if the solvability and seriousness scores of the two groups, assigned and unassigned cases, were significantly different. The value of "t" generated for the solvability scores was 8.42 and for the seriousness was 3.30. The .001 confidence level for an infinite number of scores is 3.30. Therefore, the difference between the solvability scores of the assigned and unassigned cases is quite significant, while the difference between the seriousness scores of the two data sets is barely above chance level (a probability slightly greater than 1 in 1,000).

A review of urgency factors showed that all 11 of the cases involving "exceptional circumstance" were assigned. However, only a little more than half (28 of 53 cases) of the cases which the responding officer felt could be solved with a reasonable effort were assigned to an investigator.

The comparison of cases by responding unit showed differing probabilities of the case being assigned to an investigator. Cases generated by Patrol were found to be equally represented in the assigned and unassigned situations. Approximately 88 percent of assigned cases were those taken by Patrol and 85 percent of the unassigned cases were written by Patrol. Approximately 2 percent of the assigned cases were those taken by Teleserve with approximately 13.7 percent of the unassigned cases having been taken by Teleserve. Approximately 57.2 percent of the cases taken by the Special Anti-Crime Squad were assigned. All of the cases taken by investigators were assigned and approximately 25 percent of the cases taken by the Tactical Enforcement Unit were assigned.

Certain types of cases tended to be assigned more than others. Property cases represented approximately 78 percent of the assigned cases and 90 percent of the unassigned cases. Crimes Against Persons on the other hand represented approximately 21 percent of the assigned cases and only 9 percent of the unassigned cases. With regard to the extent to which the case form was complete, it appeared that there was no relationship between assignment and the extent to which all facts were present in the case report.

There was a very strong relationship between cases assigned and the extent to which the Patrol officer had requested assistance and enhanced cases. The cases in which the officer chose to request assistance or decided to enhance it showed assignment rates of 26 and 23 percent, respectively while the unassigned cases exhibited assistance or enhancement rates of 5 percent and 8 percent only, respectively. The majority of enhancements (both assigned and unassigned) consisted of neighborhood follow-up (23), vehicle registration (12), and NCIC/CCIC checks (10). Enhancements added by the detectives are identified in Table II-4K. Investigators accounted for 42 enhancements within the 98 assigned cases. The most common enhancements included photo line-up (8), CHJ/AA checks (7), vehicle registration checks (7), and pawn ticket checks (6).

A wide variance in presence of individual solvability factors in assigned cases versus unassigned cases was noted. Some 22.4 percent of the assigned cases involved an arrested suspect and 48.0 percent contained the suspect's name. For unassigned cases, less than 1 percent contained an arrested suspect and less than 5 percent contained a named suspect. The identification of a vehicle was contained in 17.3 percent of the assigned cases and only 3 percent of the unassigned cases. The presence of identifiable property occurred at roughly the same rate, 41.9 percent in the assigned cases and 34 percent in the unassigned cases. Suspect physical descriptions occurred in approximately 63.3 percent of the assigned cases and less than 14 percent of the unassigned cases. Almost 47 percent of the assigned cases included a witness other than a victim, while witnesses occurred in a mere 1 out of 20 in the unassigned cases. Significant physical evidence was contained in 26 percent of the assigned cases and only 5 percent of the unassigned cases. Finally, 51 percent of the assigned cases were recently committed (24 hours or less) while less than 33 percent of the unassigned cases contained a recent status.

Table II-4L identifies the manner in which the 58 suspects were identified. Suspects were identified by Patrol officers at the scene of the crime in 29 instances, as a result of Patrol officers' efforts to enhance the case in 9 instances, by the combined efforts of Patrol officers and investigators in 7 instances and through the sole efforts of the investigator in 13 instances. Thus, suspects were identified solely by Patrol officers in 65 percent of the cases and by investigators in only 23 percent of the instances.

Prosecutor dispositions were obtained from PROMIS or the Juvenile District Attorney's records for 27 of the 98 cases assigned to investigators. It is presumed that filings were not accepted for other 71 cases. Table II-4M of the Appendix identifies details of the dispositions of these 27 cases. Of the filed cases, 16 resulted in some form of negative sanction or treatment prescribed by the court. The remaining 11 cases were dismissed by the District Attorney, could not be prosecuted, were referred to the Department of Social Services, or are pending.

The following major conclusions have been derived as a result of comparing assigned and unassigned cases:

1. Existing methods for assigning cases, however non-scientific in approach, do clearly select the more highly solvable cases for assignment. A few solvable cases are also found among the unassigned cases.
2. With respect to seriousness score, assigned cases do vary from the unassigned cases, but at a level slightly above chance.
3. A review of urgency factors indicate that although all cases in which suspects are in custody are assigned, almost half of the cases which the responding officer indicates should be solved with reasonable effort are not assigned. None of the cases assigned or unassigned involve crimes which were identified as "part of a crime pattern".
4. Patrol and the Tactical Enforcement Unit have a low rate of case assignment, with cases taken by the detectives and the Special Anti-Crime Squad having a higher probability of case assignment.
5. The assignment probability of major divisions of crime, e.g., Crimes Against Property and Crimes Against Persons, is directly related to the nature of the crime.
6. Crimes Against Persons have more solvability factors and virtually every robbery, sexual assault and assault have suspect descriptions. Just the opposite the case in property crimes, particularly burglaries, larcenies, and auto thefts.

7. The responding officer appears to be aware of the case assignment criteria in that officers tend to ask for assistance and to spend more time enhancing those cases which tend to be assigned to investigators.
8. Investigators tend to add less than one half enhancement per case, which tends to demonstrate that the bulk of the investigator's activities are involved with case packaging and administrative details.
9. Some six out of ten suspects are identified as a direct result of Patrol's efforts.
10. The analysis of prosecutor and court dispositions of the subject cases indicates that 33 percent of assigned cases are accepted for filing by the District Attorney and less than 15 percent of assigned cases are likely to result in suspects receiving any punishment for crimes committed.

D. Results of 468 Investigated Cases

In addition to the analysis of the tenth case sample, the Police Study Project was able to identify some 468 cases that were determined to have been assigned for follow-up investigation. This data set is considerably larger than the 98 cases that were investigated within the tenth case sample and an analysis of this population was conducted to substantiate conclusions drawn from the tenth case sample.

Appendix II-5 includes a number of tables providing insight to this particular data set. Table II-5A, which is duplicated below, provides insight to the type cases within the 468 data set. The majority of the type cases are larceny, burglary and assault which account for 61.4 percent of the cases in this population. Also included are 19 rapes, 15 sex offenses, 34 robberies and 1 homicide.

TABLE II-5A

INVESTIGATED CASES
DISTRIBUTED BY UCR CLASSIFICATION

UCR Crime Type	Frequency	Percent of Total
Larceny	115	24.6
Burglary	114	24.4
Assault	58	12.4
Motor Vehicle Theft	38	8.1
Vandalism	34	7.3
Robbery	34	7.3
Rape	19	4.0
Sex offenses (other than rape)	15	3.2
Fraud	14	3.0
Other (including Traffic)	7	1.5
Forgery	6	1.3
Disorderly conduct	5	1.1
Other (no Traffic)	4	.8
Arson	3	.6
Family offenses	1	.2
Homicide	1	.2
	<u>468</u>	<u>100.0%</u>

The solvability, severity and urgency of these assigned cases are identified in Tables II-5B, -5C, -5D of the Appendix. The mean average solvability score is 11.32 and the mean average seriousness score is 6.17. The urgency factors identified 249 cases as being sufficiently urgent to dictate assignment. Some 205 were considered by Patrol officers to be solvable with a reasonable effort, six were identified as part of a crime pattern and 38 were based on other exceptional circumstances.

As indicated in the one tenth sample, Patrol accounted for the majority of case reports. Patrol wrote 409 or 87.3 percent of the 468 cases.

The majority of the cases, some 69 percent, were Crimes Against Property and 85.5 percent of the total cases involved a completed face sheet. In only 77, or 16.5 percent of the cases, did the Patrol officer require assistance, and Patrol officers chose to enhance cases only 29 percent of the time.

The case reports included 88 persons having been arrested, 229 suspect names and 70 suspect vehicle identifications. In addition, 204 included identification of stolen property and 276 contained descriptions of suspects. Some 109 of the cases identified witnesses other than the victim.

Investigators added 241 enhancements to assigned cases. Table II-5L of the Appendix identifies the type enhancements made, the majority of which were suspects developed by detectives, photo line-ups and CHJ/AA checks, all of which accounted for 52.3 percent of the enhancements. The least common of the enhancements included matches with Gold and Silver Unit data, use of utility listings, use of parole/probation information, and the use of an informant.

With regard to suspect identification, 67 were identified by the Patrol officer at the scene of the crime, 129 were identified as a result of Patrol officer follow-up, 98 were identified as a result of the combined efforts of Patrol and Investigations, and 72 were identified by the sole efforts of the investigator. Thus, suspects were developed solely by Patrol 53.6 percent of the time and by investigators 19.7 percent of the time.

The dispositions of the assigned cases were obtained from PROMIS and the Juvenile District Attorney's records. It was determined that 135, or approximately 28.8 percent, of the assigned cases were filed with the District Attorney. Of the total 135 cases filed, only 68, or 50 percent of the filed cases or 14.5 percent of the investigated cases, had prosecution dispositions containing negative sanctions, e.g., probation, incarceration, restitution etc. or some form of treatment. Actual incarceration of a perpetrator was found in 25 instances. Thus, only 18.5 percent of the cases filed, or 5.3 percent of cases investigated, have thus far resulted in prison sentences.

In conclusion, the make-up of and the results obtained from the larger population of assigned cases (468) strongly corresponds with the make-up

of and the results obtained from the assigned cases within the tenth case sample (492). Property crimes provided the bulk of the assigned cases in both instances. Finally, the tenth case sample assigned cases and the 468 assigned cases had comparable means and standard deviations for the solvability and seriousness scores.

A t-test was generated to determine if the larger set of assigned cases and the assigned cases within the tenth case sample varied significantly with respect to solvability and seriousness scores. The values determined for "t" were .31 for solvability and 2.76 for seriousness. Neither of these values is greater than 3.29, which is the infinite degree of freedom value for the .001 confidence level. Simply put, the chances of the larger set of assigned cases and the smaller set of assigned cases identified by the tenth case sample having a significant difference with respect to solvability and seriousness scores is 1 in 1,000.

It was determined that 53 percent of the cases in the larger group of assigned cases should have been assigned as a result of case urgency. The percent of cases within the tenth case sample that should have been assigned based on urgency is only 40 percent.

The rate of face sheet completion in the larger assignment group was 85 percent, while completion of the face sheet in the tenth case sample was 90 percent. Review of case reports in the tenth case sample identified that 78 percent received field supervisor approval, while in the larger group of assigned reports, the supervisor approval rate was only 68 percent. The rate of Patrol enhancement was 23 percent for the tenth case sample and for the larger group of assigned cases was 28 percent. The rate of detective enhancements in both sets of data was one-half per case. Recall that enhancement does not indicate value was added to the case, only that the investigator made an effort to enhance the case.

Lastly, the District Attorney had disposition records for 27 percent of the tenth case sample investigated reports and 29 percent of the larger group of assigned cases. The rate of negative sanction for cases assigned in the one tenth case sample

was 59 percent with a slightly lower negative sanction of 50 percent found for the larger group of assigned cases. Recall that negative sanction does not mean incarceration, but can include probation, restitution, or treatment.

E. Application of Proposed Assignment Criteria to Case Samples

As earlier discussed, the Police Study Project designed new criteria for use in determining which cases should be assigned for additional follow-up. It was determined that the current case screening approaches described in Section II do not utilize key criteria that should be considered in assigning cases. More important, they do not provide management an overall view of the consequences of individual case screening decisions. Project staff developed assignment values for solvability and severity by fiat. It was determined that a case should be assigned if it provided a solvability score of six or greater, and seriousness score of seven or greater or whenever a case had an urgency factor present. Solvability and severity factor values were previously presented, but are again reviewed in Tables II-5 and II-6 below.

TABLE II-5

CCS SERIOUSNESS SCORE

<u>Elements</u>	<u>Weights</u>
I. For each victim of bodily harm	
(A) Minor injuries	1
(B) Treated and discharged	4
(C) Hospitalized	7
(D) Killed	26
II. For each forcible sex offense	
(A) Sex offense	10
(B) Intimidation by weapon	2
III. Intimidation (except II above)	
(A) Physical or verbal only	2
(B) By weapon	4
IV. Number of premises forcibly entered	1
V. Number of vehicles stolen	2
VI. Value of property stolen, damaged or destroyed	
(A) Under \$10	1
(B) \$10-\$250	2
(C) \$251-\$2,000	3
(D) \$2,001-\$9,000	4
(E) \$9,001-\$30,000	5
(F) \$30,001-\$80,000	6
(G) Over \$80,000	7

TABLE II-6

PROPOSED SOLVABILITY FACTORS AND POINT SCORE

<u>Solvability Factors</u>	<u>Points</u>
Suspect(s) Arrested	10
Suspect(s) can be Named/Located	10
Suspect Vehicle can be Identified/ Located	5
Stolen Property Can be Identified	3
Suspect can be Described/Identified	2
Witness with Critical Facts Other than Victim	2
Was there Critical Physical Evidence	1
Was the Crime Recently Committed	1

The Police Study Project applied these values to both type cases in the tenth case sample and the larger group of assigned cases in order to test the assignment criteria. The assignment criteria were first applied to the tenth case sample data which revealed that 142 cases should have been assigned in addition to those the Department actually investigated. Types of cases that would have been assigned are listed by frequency in Table II-6A of the Appendix. The overwhelming majority, 89.5 percent, are property crimes, including 61 larceny, 37 burglary, 11 motor vehicle theft and 11 vandalism. Approximately 70 percent of the cases that would have additionally been assigned would be due to seriousness score. Solvability scores would account for 25 percent and 2.5 percent would be due to solvability and seriousness scores, both of which exceed the threshold assignment. Finally, 2.5 percent of the cases would have been assigned because of urgency.

The application of the proposed assignment criteria to cases, within the tenth case sample, the Department did investigate, indicated that 13 should not have been assigned. Table II-6B of the Appendix identifies the type case by frequency that should not have been assigned. All of these cases had a solvability score of less than six, a seriousness score of less than seven, and in which case, none involved any degree of urgency.

In summary, the Department assigned 98 cases for followup investigation. Application of the assignment criteria indicated 13 should not have been assigned and that an additional 142 cases should have been assigned. The total cases that would have been investigated if the proposed criteria had been used is 227. In other words, of the 492 sample cases, 46.1 percent would have been assigned, as opposed to the 98 cases, or 19.9 percent of the 492 sample cases that were actually worked. This results in a net increase of 232 percent in cases assigned for investigation. Most of the additional cases would be assigned as a result of their seriousness score.

The proposed assignment criteria were also applied to the larger group of assigned cases (468). The application of the criteria identified 68 cases that should not have been assigned. These cases should have been relegated to the inactive file. Insight to these 68 cases is provided in Table II-6C of the Appendix. Some 74.8 percent of the 68 cases are crimes against property.

The most important aspect of the proposed assignment criteria is that it permits management to monitor all aspects of the criminal investigations process, including the myriad of individual investigative decisions. In addition, it will ensure that all case screening decisions are uniform in nature and sufficient consideration is given not only to the solvability of cases, but also to the severity and urgency nature of such case.

F. Overview

The sampling of case reports has produced data sets which exhibit validity and were internally consistent. Such sampling has provided considerable insight to the nature of case reports taken by the Department and the quality of preliminary investigation, followup investigation, and prosecutor action. It has been determined that the solvability, seriousness and urgency of cases are critical factors in determining which cases should be assigned and the assignment process should be computerized with appropriate management reports generated. Department management has not given sufficient attention to the pursuit and conviction of criminals and the proposed systems should substantially assist Department management in improving their performance level in this respect.

The majority of Patrol officers and investigators have demonstrated their concerns with this City's criminal elements. Even so, the level of convictions and prosecutions resulting from cases investigated is lower than what should be acceptable. Improved investigative goals must be established. Follow-up investigation must be redirected to ensure better prosecutor outcomes.

CONTINUED

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VI. Fleet Administration

A. Home Garaging

In late 1980 and early 1981, several detectives' vehicles were vandalized at night while parked on the street and in the lot behind the Investigations Division. Lack of parking space made it necessary to park some of the vehicles on the street after hours. The vandalism included slashed tires, broken windows, broken grills, and damaged antennae. Also, damage to the interiors resulted from attempts to break into the vehicles and remove police radios.

Due to this vandalism, in early 1981 the Department authorized detectives to home garage assigned vehicles at night. Although there have been no reported major incidents or vandalism to other police vehicles that continue to be parked at Headquarters at night, this procedure has remained in effect until the present, without any review of alternatives. Currently, 91 percent of the Investigations Division vehicle fleet is home garaged.

The home garaging of detectives' vehicles did provide some relief to after-hours parking congestion and may have offered a temporary solution to the vandalism problem. However, this practice is not consistent with current City policy. The City's Administrative Regulations regarding the usage of City-owned vehicles classify all City vehicles in one of the following categories:

* Management Vehicles

Vehicles assigned to a top-level manager due to the nature of the position and as a portion of his compensation.

* General Transportation Vehicles

Vehicles used primarily for intra-City travel in conducting City business which does not require special equipment.

* Specialized Vehicles

A vehicle with special features or equipment which is vital to the performance of the employee's job.

* Emergency Specialized Vehicles

A vehicle with special features or equipment which is vital to the performance of the employee's job and with which the employee must respond to a situation which requires immediate attention due to a threat to life or property.

* Carpool Vehicles

Department heads are authorized to approve carpool arrangements using City vehicles when City vehicles are available and there are a minimum of three City employees wishing to carpool.

The regulations continue by stating:

City vehicles may only be taken home on an ongoing basis by executives and emergency category personnel as defined previously. Other categories of vehicles may only be taken home by employees subject to Department head approval for special incidents which would make departure from the employee's home more reasonable due to the nature of the circumstances. When City vehicles are driven between work and home locations, no stops are to be made except for official or emergency reasons.

In addition to not complying with City policy, certain problems have developed from the take-home car procedure:

* Unmarked vehicles are not available to other Department members when needed.

* If a detective is on a day off or on sick leave, the vehicle is not available for use unless arrangements are made to pick the vehicle up at the detective's home.

* Vehicles which are taken home and not secured in a garage are still susceptible to vandalism.

* There are additional fuel and maintenance expenses associated with take-home use.

* Possible misuse of the vehicle by utilizing it for personal business.

* Preventive maintenance service is not performed as scheduled because the detective generally does not make the assigned vehicle available for scheduled service due to purported work load demands.

* Disparity in accumulated mileage partially due to varying travel distances to and from work.

While examining this problem area, it was determined that other areas of the Department have developed a liberal approach to approving home garaging. Table II-7 presents vehicle assignments and the number of such vehicles approved for home garaging by Department unit in 1982. As indicated, 31.8 percent of the entire Police Department fleet is home garaged, and the majority of which are not done so in accordance with City policy.

TABLE II-7

COLORADO SPRINGS POLICE DEPARTMENT
VEHICLE ASSIGNMENT ANALYSIS - 1982

Budget Program/Position	Number of Assigned Vehicles	Number of Vehicles Home Garaged	Percent of Total Home Garaged
3110-Chief of Police	1	1	100.0
3120-Support Services	11	6	55.0
1 Captain			
1 Lt. (Neighborhood Watch)			
1 P.O. (Crime Stoppers)			
1 P.O. (School Resource Officer)			
1 P.O. (Crime Prevention)			
1 Civ. (Training)			
3130-Staff Services	12	0	0.0
3140-Investigations	43	39	91.0
1 Deputy Chief			
1 Captain			
1 Lt. (Persons)			
1 Sgt. (Persons)			
8 P.O. (Detectives)			

TABLE II-7

COLORADO SPRINGS POLICE DEPARTMENT
VEHICLE ASSIGNMENT ANALYSIS - 1982
(Continued)

Budget Program/Position	Number of Assigned Vehicles	Number of Vehicles Home Garaged	Percent of Total Home Garaged
1 Lt. (Property-SCAT)			
15 P.O. (Detectives)			
1 Sgt. (Juvenile)			
3 P.O. (Juv Dets)			
2 Sgt. (SCAT)			
5 P.O. (Detectives)			
3150-Uniform Services	119	8	6.7
1 Captain			
1 Admin. Lt.			
1 Lt. (Traffic)			
1 Sgt. (Traffic)			
Special Operations			
1 Lt.			
1 Sgt. (T.E.U.)			
1 Sgt. (Bomb)			
1 P.O. (Bomb)			
3170-Inspection Services	6	4	67.0
1 Deputy Chief			
1 Lt. (Inspections)			
1 Lt. (Intelligence)			
1 Sgt. (Intelligence)			
3180-Training	6	5	83.0
1 Deputy Chief			
1 Lt. (Training)			
1 Sgt. (Reserve Liaison)			
1 P.O. (Crime Stoppers)			
1 P.O. (Range Officer)			
	<u>198</u>	<u>63</u>	<u>31.8%</u>

Two of the vehicles listed on the 1982 vehicle assignment list are home garaged outside the City limits, one near Palmer Lake and the other near Falcon. The approximate round-trip mileage for both these vehicles is 88 miles. Using an estimated round-trip mileage for the remainder of the

home garaged vehicles, plus five vehicles not included in Table II-7 which are known to be home garaged, of eight miles per vehicle, and assuming an average of four miles per vehicle per day for other personal use, an attempt was made to calculate the cost of home garaging 57 vehicles not meeting City policy for such practice. At the rate of 20¢ per mile and 260 workdays per year, the approximate annual cost for unjustified home garaging was determined to be \$39,312.

No other vehicles, other than management vehicles, should be home garaged outside the City limits. Home garaging emergency vehicles should be accomplished by parking the vehicle at a City facility within City limits nearest the employee's residence.

"Top-level Managers," as discussed within the City's Administrative Regulations on vehicle use, include all executive positions as prescribed in the City's Salary Schedule. Relative to the Police Department, this includes the Chief of Police and deputy chiefs only; it does not include police captains. Other vehicles taken home on an ongoing basis must meet the requirements of the "Specialized Vehicle" or "Emergency Specialized Vehicle" categories.

Personnel subject to call out do not necessarily require a take-home vehicle. Provisions in the City's Personnel Policies and Procedures Manual allow reimbursement for use of personal vehicles on official City business. Such Manual provides:

An employee who is authorized to operate a private vehicle on official City business shall be reimbursed for such usage at a rate prescribed by the City Manager.

The current rate of reimbursement is 20¢ per mile, which is the same as the IRS allowable rate.

The employee's personal vehicle insurance covers liability should the employee become involved in an accident while operating his private vehicle on official City business. However, if the employee's insurance carrier refuses to provide coverage, the City assumes responsibility for the liability. Also, if the actual amount of liability exceeds the limits of the employee's

personal insurance coverage, the City's insurance carrier will make up the difference.

Three insurance companies were contacted to determine the impacts on rates and coverage when an employee uses a personal vehicle for business purposes:

- * Allstate Insurance Company
Southgate Shopping Center
- * American Family Insurance Company
3530 Austin Bluffs Parkway
- * State Farm Insurance
2300 North Academy Boulevard

Representatives of each of these companies stated that anyone who has automobile insurance coverage under their company is covered up to the policy limits of coverage should the insured, while using his personal vehicle for occasional business purposes, be involved in an accident. There is no rate increase for occasional business use nor will the company refuse to provide coverage in the event of a claim. If the vehicle is used for business more than 50 percent of the time, it must be declared as a business vehicle and higher rates will then apply. The increased rates for declared business vehicles range from 10 to 40 percent over the usual rate.

Table II-8 presents the recommended list of assignments/persons who should be assigned vehicles for home garaging on an ongoing basis, which list is in accordance with City policy. The implementation of the proposed reorganization may dictate some changes; however, any changes should remain consistent with City policy.

Five of the eleven vehicles proposed for home garaging are used by top-level management, with six vehicles to be assigned based on job-related need. Four are required for use by the Special Operations commander, S.W.A.T. sergeant, and two S.W.A.T. officers who are subject to call outs and who carry special equipment, i.e., weapons, ballistic vests, etc., which should be home garaged for security and quick response reasons. Two are required by members of the Explosives Unit (one sergeant and one police officer) who

are also subject to call out at any time. The latter two vehicles are needed to carry special equipment used in explosives investigations.

No other vehicles need to be taken home on an ongoing basis; however, special situations may occasionally develop in which a member of the Police Department will have to take a vehicle home. Such situations should be closely evaluated and monitored.

TABLE II-8

COLORADO SPRINGS POLICE DEPARTMENT
1982 VEHICLE ASSIGNMENTS
PROPOSED HOME GARAGING

Budget Program/Position	Number of Assigned Vehicles	Number of Vehicles Home Garaged	Percent of Total Home Garaged
3110-Chief of Police	1	1	100.0
3120-Support Services	11	0	0.0
3130-Staff Services 1 Deputy Chief	12	1	8.0
3140-Investigations 1 Deputy Chief	43	1	2.0
3150-Uniform Services Special Operations 1 Lt. 1 Sgt. (T.E.U.) 2 P.O. (T.E.U.) 2 Bomb Tech. (Sgt. & P.O.)	119	6	5.0
3170-Inspection Services 1 Deputy Chief	6	1	16.0
3180-Support Services (TNG) 1 Deputy Chief	6	1	16.0
	<u>198</u>	<u>11</u>	<u>5.5%</u>

B. Overview of Investigations Division Fleet

As reflected in Table II-9, there are currently 43 vehicles assigned to the Investigations Division. Three of the vehicles, a 1970 Ford Bronco, a 1972 Volkswagen, and a 1976 Chevrolet 4X4 pickup, are vehicles that were confiscated by court authority and added to the fleet. Not included in the 43 vehicles are two confiscated motorcycles, a 1974 Kawasaki and a 1977 Yamaha. The year of manufacture of the 43 vehicles ranges from 1970 to 1981 and the mileage ranges from 16,000 to 134,000 miles.

TABLE II-9

AGE AND MILEAGE OF
VEHICLES ASSIGNED TO THE
INVESTIGATIONS DIVISION
1982

Year	Mileage in Thousands						Total
	0-15	16-30	31-45	46-60	61-75	76+	
1970						2	2 (1 confiscated)
1971						1	1
1972						1	1 (1 confiscated)
1974		1				1	2
1976					1	2	3 (1 confiscated)
1977				4	7		11
1978		1	2	3	2		8
1979		1	4	3	1		9
1980		1					1
1981		2	3				5
		<u>6</u>	<u>9</u>	<u>10</u>	<u>11</u>	<u>7</u>	<u>43</u>

Table II-9 indicates, as of mid-1982, the distribution of the vehicles by year of manufacture and approximate mileage in 15,000-mile increments. Twenty-eight vehicles, or 65 percent of the 43 vehicles assigned to the Investigations Division, are five or more years old, and 18 vehicles, or 42 percent, have been driven over 60,000 miles. The high mileage is largely due to home garaging; however, the retention of aging and high-mileage vehicles may be attributed to the lack of an effective vehicle replacement program.

According to the information provided by the Investigations Division, approximately 37 percent of their fleet has major problems, including bad transmissions and engines. The City's preventive maintenance program is not soundly based and, according to the Department's fleet coordinators, the preventive maintenance schedule the City uses is not being followed in all instances.

C. Confiscated Vehicles

As previously mentioned, three vehicles and two motorcycles of the Investigations Division fleet were confiscated as public nuisances under the provisions of Colorado Revised Statutes 16-13-301 through 314. Confiscation was permitted due to the vehicles being used for the sale, dispensing, and/or transport of narcotics and other dangerous drugs. Additionally, a 1970 Jeep Wagoneer was confiscated by the Juvenile Unit after it was determined that the vehicle was used in connection with a sexual assault. This vehicle is presently assigned and used on a regular basis by S.A.C.S.

According to the above-cited State statutes, the court may order any property seized as a public nuisance to be sold by the sheriff. Such statutes further provide that the proceeds from the sale of such seized property or portion thereof may be delivered to the seizing agency if the court finds that the proceeds can be used by such agency. Also, in lieu of ordering the sale of such property, the court may order it delivered to the agency which seized it if the court finds that it can be used by that agency. Such was the case when the City took title to the previously identified confiscated property.

Although the confiscated vehicles can be looked upon as a 'gift,' the cost to repair and maintain them is rather high. For example, maintenance records indicate that in January 1982, \$1,336 was spent to repair the confiscated 1970 Ford Bronco. The cost to repair and maintain that vehicle throughout 1982 totaled \$2,756. The cost to repair and maintain the confiscated 1976 Chevrolet 4X4 pickup in 1982 totaled \$1,860.

On January 31, 1983, the establishment of a Special Investigation Fund for El Paso County was approved by the Board of El Paso County

Commissioners. Revenue for this fund is derived from seizures and forfeitures under the public nuisance statute and is to be used to finance special investigations and undercover operations in El Paso County.

The fund is not to be used to pay for the cost of investigations normally funded through its regular operating budget. The following are types of expenses for special investigations that may be paid from revenues in the fund:

1. Overtime pay incurred during the course of a special investigation. Normal salaries will not be paid from this fund.
2. Professional services of consultants.
3. Professional services of auditors.
4. Specialized investigative equipment and associated maintenance costs.
5. Specialized training required to conduct investigations.
6. Cash to be used in the purchase of drugs or other contraband.
7. Informants' fees or costs.
8. Travel and per diem costs for investigations.
9. Rental costs of items required for special investigations.
10. Other costs related to special investigations.

It is reported that Colorado Springs Police Department personnel have proposed to representatives of the El Paso County Sheriff's Department that an agreement be developed between the agencies to permit the Police Department to utilize this fund. If this were to occur, property seized by the Police Department would be disposed of by the Sheriff's Department with the proceeds being placed in the fund. The Police Department would then have the right to spend the proceeds in accordance with the provisions of the fund. Police Department representatives intend to propose this action to coincide with the County's 1984 budget

process. Until such time as this proposal is approved, Police Department representatives intend to place revenues derived from selling seized property into the Metro S.C.A.T. buy fund.

The size of the vehicle fleet should be determined by the total needs of the Department and the acquisition of the required vehicles should be accomplished through the annual budgetary process. The addition to the fleet of confiscated vehicles will simply increase the fleet size above the required level, with probably less than desired quality vehicles.

In the absence of a City policy governing the sale or use of seized property/vehicles, it appears appropriate that such vehicles be disposed of in accordance with the provisions of the State statutes and the proceeds from the sale be deposited into the City's General Fund. Any exceptions deemed necessary to this procedure should be handled on a case-by-case basis and be subject to review and approval of the City Manager.

D. Vehicle Pools

Strict compliance with City policy regarding take-home vehicles would facilitate having additional vehicles available when needed for specific situations. The pooling of Department vehicles rather than assigning them to individuals or organizational units would further enhance vehicle use.

By pooling vehicles at specific locations as was proposed by the City Manager on April 30, 1979, i.e., plain vehicles at the West Substation and plain vehicles at Headquarters, use of the vehicles would be more evenly distributed and maintenance programs could be more easily controlled. Some units seldom use their assigned vehicles, while other units make considerable use of their vehicles, and at times have need for additional vehicles.

By pooling vehicles, an individual can sign out a vehicle for an assigned task then return it when that task is completed. This should result in better compliance with maintenance schedules.

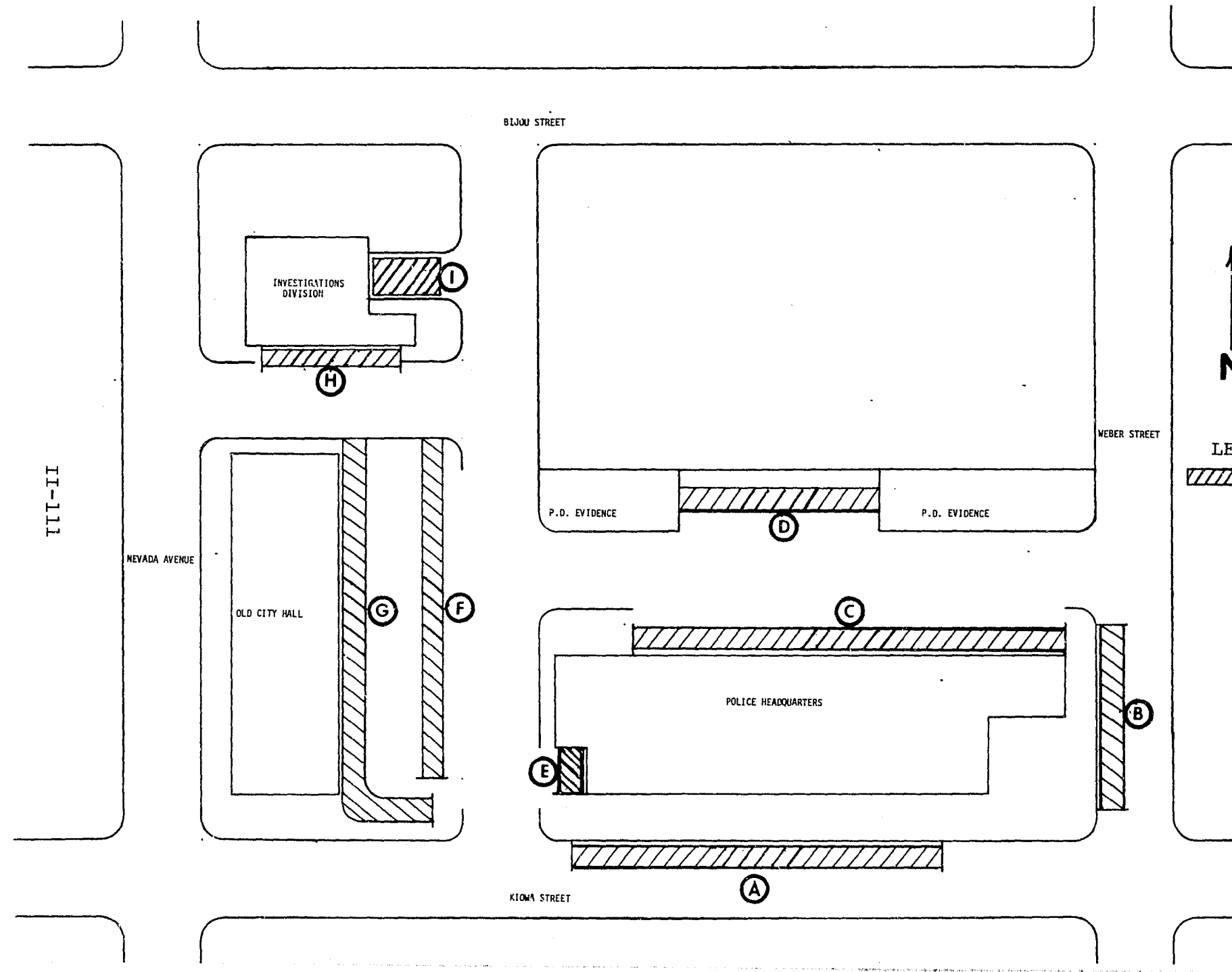


Figure II-1

Keys to all vehicles in each of the pools could be kept on a keyboard at the sign-out location. Two or more sign-out locations may be necessary at the Headquarters location. Each person who signs out a pool vehicle would have the responsibility of ensuring that it has at least one-quarter tank of fuel when it is returned.

E. Headquarters Parking

The Department is faced with a severe parking shortage at each of its facility sites, particularly Headquarters. There are 88 Department vehicles utilized at Headquarters for which there are only 62 parking spaces dedicated for police use. Figure II-23 identifies the location of such parking spaces, plus 18 joint-use spaces shared with the Marshal's Office and Municipal Court judges. Table II-10 identifies the use of each of the parking areas.

TABLE II-10

HEADQUARTERS PARKING BY USE

Area	Parking Spaces	Number of Parking	Type of Parking Use
Dedicated:			
A	7	Street	Patrol Mgmt. and other
B	5	Street	Traffic
C	11	On-site	Traffic and Administrative
D	5	On-site	Traffic and Administrative
E	2	On-site	Management
F	14	On-site	Traffic and Administrative
H	5	On-site	Investigations
I	13	On-site	Investigations
	<u>62</u>		
Joint Use:			
G	<u>18</u>	On-site	Marshal's Office Judges and Police

Because of this shortage, spaces are not readily available for volunteer workers or officers to travel to Headquarters for occasional business. Also, this shortage exists even with home garaging.

During daytime hours, the lack of available parking prompts officers to illegally park on the street at metered spaces which causes an adverse reaction from citizens. This practice was monitored with it being found that for the majority of any workday, an average of seven unmarked police vehicles are parked at metered spaces, generally in front of or near the Investigations Division offices. Such cars include undercover vehicles assigned to Metro S.C.A.T. and Investigations and Intelligence. Some officers choose to park on the street to better ensure their car is not identified as a police vehicle. For security purposes, undercover vehicles should not be mingled with the remainder of the police vehicle fleet.

Adequate parking can be provided by utilizing City Parking Garage No. 1 at Kiowa Street and Nevada Avenue. Preliminary discussions have been held with the City's senior traffic analyst to reserve 75 parking spaces for police vehicles on the top level of that garage at a monthly cost of \$30 per space. The proposed reorganization presented in Chapter X of this report may dictate some changes; however, approximately 75 parking spaces will be required to accommodate current parking needs. This represents only about three-fourths of the available parking on the top level of the garage and annual costs total \$27,000. This cost is approximately \$12,000 less than the cost of home garaging vehicles which do not meet City policy. Such funds will be paid into the Parking Meter Fund which, after expenses, will be used to finance additional parking accommodations. Approximately 40 spaces can be made available by September 1983, with all 75 being available within a year's time. Included in the 75 spaces are three spaces for volunteer workers, which parking should be provided free of charge.

Nighttime and weekend security officers can be furnished, with increased security also being accomplished by programming the elevator so it will not travel to the top level after a specified weekday time and on weekends. Keys can be provided

for after-hours needs, providing access via the locked stairway. When an adequate number of spaces at the parking garage have been secured, all or a portion of the on-street parking used by the Police Department, Areas "A" and "B," can be returned to public parking.

Utilization of the garage will provide better security, better control for "pooling," and will create a favorable reaction from citizens by eliminating parking violations.

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APPENDIX II-1

CASE SAMPLE CODING SHEET

INVESTIGATIVE CLASSIFICATION

INCIDENT # [] [] [] [] [] [] [] [] [] [] [] []
UCR CODE [] [] [] [] [] [] [] [] [] [] [] []
SERIOUSNESS SCORE [] [] [] [] [] [] [] [] [] [] [] []
LEVEL OF INJURY [] [] [] [] [] [] [] [] [] [] [] []
TYPE OF INJURY [] [] [] [] [] [] [] [] [] [] [] []
MEDICAL TREATMENT [] [] [] [] [] [] [] [] [] [] [] []

OFFENSE # [] [] [] [] [] [] [] [] [] [] [] []
STATUS [] [] [] [] [] [] [] [] [] [] [] []
EXTENT OF FORCE [] [] [] [] [] [] [] [] [] [] [] []
WEAPON USED [] [] [] [] [] [] [] [] [] [] [] []

ORIGINATING OFFICER [] [] [] [] [] [] [] [] [] [] [] []
TYPE OF CASE [] [] [] [] [] [] [] [] [] [] [] []
COMPLETED FACE SHEET [] [] [] [] [] [] [] [] [] [] [] []
INTERVIEWS [] [] [] [] [] [] [] [] [] [] [] []
WITNESS [] [] [] [] [] [] [] [] [] [] [] []
SUSPECT [] [] [] [] [] [] [] [] [] [] [] []
CASE REVIEW APPROVED [] [] [] [] [] [] [] [] [] [] [] []

SECTION [] [] [] [] [] [] [] [] [] [] [] []
SUPPLEMENTS [] [] [] [] [] [] [] [] [] [] [] []
BY FIELD OFF. [] [] [] [] [] [] [] [] [] [] [] []
OTHER [] [] [] [] [] [] [] [] [] [] [] [] (I.E., TELESERVE, ETC.)
CASE ASSISTANCE [] [] [] [] [] [] [] [] [] [] [] []
ENHANCEMENTS [] [] [] [] [] [] [] [] [] [] [] []

SOLVABILITY FACTORS ON FACE SHEET	POINTS	
SUSPECT(S) ARRESTED	10	[]
SUSPECT(S) CAN BE NAMED/LOCATED	10	[]
SUSPECT VEHICLE CAN BE IDENTIFIED/LOCATED	5	[]
STOLEN PROPERTY CAN BE IDENTIFIED	3	[]
SUSPECT CAN BE DESCRIBED/IDENTIFIED	2	[]
WITNESS WITH CRITICAL FACTS OTHER THAN VICTIM	2	[]
WAS THERE CRITICAL PHYSICAL EVIDENCE	1	[]
WAS THE CRIME RECENTLY COMMITTED	1	[]
TOTAL		[]

CASE ASSIGNED TO [] [] [] [] [] [] [] [] [] [] [] []
CASE PACKAGED ONLY [] [] [] [] [] [] [] [] [] [] [] []
SUPPLEMENTS [] [] [] [] [] [] [] [] [] [] [] []
NUMBER SUSPECTS ARRESTED [] [] [] [] [] [] [] [] [] [] [] []
HOW SUSPECT WAS IDENTIFIED [] [] [] [] [] [] [] [] [] [] [] []
ELAPSED TIME - OFFENSE TO ARREST [] [] [] [] [] [] [] [] [] [] [] []
PROSECUTION [] [] [] [] [] [] [] [] [] [] [] []

DETECTIVE IBM [] [] [] [] [] [] [] [] [] [] [] []
ENHANCEMENTS [] [] [] [] [] [] [] [] [] [] [] []
URGENCY - DUE TO [] [] [] [] [] [] [] [] [] [] [] []

Appendix II-2

Insight to Case Sample Coding Alternatives
(for selected entries only)

TYPE CASE

Property

Those cases in which property of another was removed or misused. These cases included burglary, theft, criminal trespass, check fraud, auto theft, theft of auto parts, consumer fraud, procuring food or accommodations under false pretenses, and arson.

Persons

Those cases that relate to physical contact with another person or threat of physical harm. These cases include homicide, assault, sexual assault, robbery, extortion, and kidnapping.

Victimless Crimes

Those cases that include prostitution, narcotics, contraband, escape, possession of explosives, fugitive from justice, gambling, and criminal tampering.

SUPPLEMENTS (to cases)

Typed by Officer

Means the officer typed the supplement, generally at assigned work station.

Handwritten

A supplement that could be handwritten by the officer.

Typed From Dictation

Those supplements that are generally more extensive in content and are typed by Department civilians.

CASE ASSISTANCE

Youth/Victim Counselors

Trained civilian personnel within the Department and outside agencies, such as Department of Social Services, that are requested by field officers for assistance and per written policy of the Department.

Investigators

Sworn, plain clothes personnel who are assigned to the Investigations Division for the purpose of case follow-up and case presentation to the next judicial process.

Crime Lab

Sworn and non-sworn personnel with specially equipped vehicles for some forensic capabilities generally used at serious crime scene. Personnel have training in latent fingerprint identification, ballistics comparison, and photographic specialties.

Supervisor/MPO

Supervisor will generally be a field sergeant or lieutenant. In their absence the Master Patrol Officer (MPO) can assist. Their requested presence generally is for photographs and dusting for fingerprints of a crime scene or clarification on a point of view.

Arson Team

A special unit structured under the Colorado Springs Fire Department but housed within the Investigations Bureau of the Police Department who respond to most suspicious fires and have been specifically trained in arson investigations and followup work of those cases.

S.A.C.S.

Special Anti-Crime Squad. Utilizes sworn uniform and non-uniform personnel on specific crimes of burglary and robbery. Maintains robbery alarms and cameras in susceptible business targets on a temporary basis. Basically serves as an assist to Uniform Division in targeting areas of excessive amounts of criminal activity using different types of covert and overt techniques.

Bomb Squad

A two-man unit with special equipment and training in the area of explosive devices and materials.

T.E.U.

Tactical Enforcement Unit. Commonly called S.W.A.T. (Special Weapons and Tactics). Called on by field officers through command personnel or staff officers in hostage situations and other potentially dangerous situations.

Polygraph

Also referred to as "lie detector". Used at the request of officers as an investigative aid. Administered to suspects with consent or victims of crimes under extenuating circumstances. Testing of pre-employment applicants for sworn police and fire applicants and some civilian applicants of the City of Colorado Springs.

APPENDIX II-3

OVERVIEW OF 10TH CASE SAMPLE (492)
CASE REPORTS TAKEN DURING
FIRST QUARTER 1981

TABLE II-3A

10th Case Sample
Distributed by UCR Classification

<u>UCR Crime Type</u>	<u>Frequency</u>	<u>Percent of Total</u>
Larceny	188	38.2
Burglary	117	23.8
Vandalism	82	16.7
Motor Vehicle Theft	22	4.4
Other (incl. Traffic)	21	4.3
Assault	20	4.0
Robbery	15	3.0
Disorderly conduct	9	1.8
Sex offenses (other than rape)	6	1.2
Other (no Traffic)	5	1.0
Fraud	3	.6
Rape	2	.4
Family offenses	1	.3
Stolen property	1	.3
	<u>492</u>	<u>100.0%</u>

TABLE II-3B

10th Case Sample
Distributed by Solvability Score

<u>Solvability Score</u>	<u>Frequency</u>	<u>Percent of Total</u>
0	165	33.5
1	49	10.0
2	25	5.2

TABLE II-3B
 10th Case Sample
 Distributed by Solvability Score
 (continued)

<u>Solvability Score</u>	<u>Frequency</u>	<u>Percent of Total</u>
3	104	21.2
4	44	8.9
5	12	2.4
6	4	.9
7	2	.4
8	8	1.6
9	2	.4
10	5	1.0
11	1	.2
12	2	.4
13	8	1.6
14	5	1.0
15	15	3.1
16	6	1.2
17	1	.2
18	3	.6
19	2	.4
20	2	.4
21	1	.2
22	2	.4
23	3	.6
24	2	.4
25	4	.8
26	3	.6
27	1	.2
28	0	0.0
29	3	.6
30	0	0.0
31	3	.6
32	0	0.0
33	0	0.0
34	2	.4
Error	3	.6
	<u>492</u>	<u>100.0%</u>

Mean solvability score - 4.36
 Standard Deviation - 6.68

TABLE II-3C
 10th Case Sample
 Distributed by Seriousness Score

<u>Seriousness Score</u>	<u>Frequency</u>	<u>Percent of Total</u>
0	33	6.7
1	33	6.7
2	186	37.8
3	35	7.1
4	15	3.0
5	21	4.3
6	20	4.1
7	64	13.0
8	57	11.6
9	15	3.0
10	4	.9
11	3	.6
12	2	.4
13	2	.4
18	1	.2
26	1	.2
	<u>492</u>	<u>100.0%</u>

Mean seriousness score - 4.07
 Standard Deviation - 3.14

TABLE II-3D
 10th Case Sample
 Distributed by Urgency Factors

May be solved with reasonable effort	53
Part of a crime pattern	0
Other	<u>11</u>
	<u>64</u>

TABLE II-3E

10th Case Sample
Distributed by Responding Unit

<u>Unit</u>	<u>Frequency</u>	<u>Percent of Total</u>
Patrol	418	85.0
Teleserve	55	11.2
SACS	7	1.4
Detectives	5	1.0
TEU	4	.8
Arson	2	.4
Traffic	1	.2
	<u>492</u>	<u>100.0%</u>

TABLE II-3F

10th Case Sample
Distributed by Type of Case

<u>Type</u>	<u>Frequency</u>	<u>Percent of Total</u>
Property	431	87.6
Persons	57	11.6
Statutory	1	.2
Unknown	3	.6
	<u>492</u>	<u>100.0%</u>

TABLE II-3G

10th Case Sample
Distributed by Face Sheet Completion

<u>Type</u>	<u>Frequency</u>	<u>Percent of Total</u>
Completed Face Sheet	437	88.8
Incompleted Face Sheet	55	11.2
	<u>492</u>	<u>100.0%</u>

TABLE II-3H

10th Case Sample
Distributed by Case Assistance

<u>Type Assistance</u>	<u>Frequency</u>	<u>Percent of Cases With Assist</u>
Supervisor/MPO	23	47.9
Youth/Victim Counselors	9	18.8
Crime Lab	9	18.8
SACS	3	6.3
Polygraph	2	4.2
Investigators	1	2.0
TEU	1	2.0
	<u>48</u>	<u>100.0%</u>

TABLE II-3I

10th Case Sample
Distributed by Patrol Case Enhancements

<u>Type</u>	<u>Frequency</u>	<u>Percent of Total</u>
Neighborhood followup	23	42.6
Vehicle Registration		
Check	12	22.2
NCIC/CCIC Check	7	13.0
CHJ/AA Check	4	7.6
Parole/Probation	2	3.7
Pawn Ticket Check	1	1.8
Utilities Listings	1	1.8
Latent Fingerprints		
Obtained	1	1.8
Use of ORU files	1	1.8
Confession	2	3.7
	<u>54</u>	<u>100.0%</u>

TABLE II-3J

10th Case Sample
Distributed by Supplements and Supplement Sources

Type Supplements	Frequency	Percent of Total
Handwritten	41	10.8
Typed by Officers	3	.7
Dictated and Handwritten	290	76.3
Dictated	46	12.2
	<u>380</u>	<u>100.0%</u>

Sources of Supplements Other Than Patrol and Investigations	Frequency	Percent of Total
Teleserve	85	92.4
Fire Department	1	1.0
Pawn Detail	2	2.2
Other	4	4.4
	<u>92</u>	<u>100.0%</u>

TABLE II-3K

10th Case Sample
Distributed by the Presence of Solvability Factors

Factor	Frequency	Percent of Total
Suspect(s) arrested	25	5.0
Suspect(s) named	65	13.2
Suspect Vehicle ID	30	6.0
Stolen property identifiable	175	35.6
Suspect described	123	25.0
Witness other than victim	46	9.3
Critical physical evidence	46	9.3
Recently committed crime	178	36.0

APPENDIX II-4

10TH CASE SAMPLE (492)
COMPARING ASSIGNED AND UNASSIGNED CASES

TABLE II-4A

10th Case Sample
Displaying Investigated and Unassigned Cases
Distributed by U.C.R. Classification

Offense	Cases Assigned	% of Total Assigned	Cases Unassigned
Larceny	33	33.7	155
Burglary	27	27.5	90
Vandalism	5	5.1	77
Motor Vehicle Theft	8	8.3	14
Other (incl. Traffic)	0	0.0	21
Assault	6	6.2	14
Robbery	6	6.2	9
Disorderly Conduct	0	0.0	9
Sex Offense (non-rape)	4	4.0	2
Fraud	3	3.0	0
Other (non-traffic)	3	3.0	2
Rape	2	2.0	0
Family Offense	1	1.0	0
Stolen Property	0	0.0	1
	<u>98</u>	<u>100.0%</u>	<u>394</u>

TABLE II-4B

10th Case Sample
Displaying Investigated and Unassigned Cases
Distributed by Solvability Score

Solvability Score	Assigned Cases	Unassigned Cases
0	8	157
1	6	43
2	4	21
3	10	94
4	12	32
5	4	8
6	2	2
7	0	2

TABLE II-4B

10th Case Sample
 Displaying Investigated and Unassigned Cases
 Distributed by Solvability Score
 (continued)

<u>Solvability Score</u>	<u>Assigned Cases</u>	<u>Unassigned Cases</u>
8	1	7
9	1	1
10	2	3
11	0	1
12	0	2
13	4	4
14	4	1
15	8	7
16	5	1
17	0	1
18	3	0
19	2	0
20	2	0
21	0	1
22	1	1
23	3	0
24	1	1
25	4	0
26	2	1
27	1	0
28	0	0
29	3	0
30	0	0
31	3	0
32	0	0
33	0	0
34	2	0
Error	0	3
	<u>98</u>	<u>394</u>

Note:

Mean of investigated cases - 11.66
 Standard Deviation of investigated cases - 9.88
 Mean of cases not investigated - 2.52
 Standard Deviation of cases not investigated - 3.84

TABLE II-4C

10th Case Sample
 Displaying Investigated and Unassigned Cases
 Distributed by Seriousness Score

<u>Seriousness Score</u>	<u>Assigned Cases</u>	<u>Unassigned Cases</u>
0	6	27
1	5	28
2	24	162
3	4	31
4	6	9
5	9	12
6	7	13
7	12	52
8	12	45
9	5	10
10	3	1
11	1	2
12	2	0
13	1	1
18	1	0
26	0	1
	<u>98</u>	<u>394</u>

Note:

Mean of investigated cases - 5.07
 Standard Deviation of investigated cases - 3.45
 Mean of unassigned cases - 3.82
 Standard Deviation of unassigned cases - 3.00

TABLE II-4D

10th Case Sample
 Displaying Investigated and Unassigned Cases
 Distributed by Urgency

<u>Urgency Type</u>	<u>Assigned Cases</u>	<u>Unassigned Cases</u>
May be solved with reasonable effort	28	25
Part of crime pattern	0	0
Other	<u>11</u>	<u>0</u>
	<u>39</u>	<u>25</u>

TABLE II-4E

10th Case Sample
Displaying Investigated and Unassigned Cases
Distributed by Responding Unit

<u>Unit</u>	<u>Cases Assigned</u>	<u>% of Total Assigned</u>	<u>Cases Unassigned</u>
Patrol	86	88.0	332
Teleserve	2	2.0	53
SACS	4	4.0	3
Detectives	5	5.0	0
T.E.U.	1	1.0	3
Arson	0	0.0	2
Traffic	0	0.0	1
	<u>98</u>	<u>100.0%</u>	<u>394</u>

TABLE II-4F

10th Case Sample
Displaying Investigated and Unassigned Cases
Distributed by Type Case

<u>Type</u>	<u>Cases Assigned</u>	<u>% of Total Assigned</u>	<u>Cases Unassigned</u>
Property	76	78.0	355
Persons	21	21.0	36
Statutory	1	1.0	0
Unknown	0	0.0	3
	<u>98</u>	<u>100.0%</u>	<u>394</u>

TABLE II-4G

10th Case Sample
Displaying Investigated and Unassigned Cases
Distributed by Face Sheet Completion
and Supervisor Approved

	<u>Cases Assigned</u>	<u>% of Total Assigned</u>	<u>Cases Unassigned</u>
Complete face sheet	88	90.0	349
Incomplete face sheet	10	10.0	45
	<u>98</u>	<u>100.0%</u>	<u>394</u>

Note:

Preliminary case approved by field supervisor.

TABLE II-4H

10th Case Sample
Displaying Investigated and Unassigned Cases
Distributed by Case Assistance
Requested by Patrol

<u>Type Assistance</u>	<u>Cases Assigned</u>	<u>% of Total Assigned</u>	<u>Cases Unassigned</u>
Supervisor/MPO	17	17.3	6
Youth/Victim counselor	0	0.0	9
Crime lab	6	6.0	3
SACS	2	2.0	1
Polygraph	1	1.0	1
Investigators	0	0.0	1
T.E.U.	0	0.0	1
No assistance	72	73.7	372
	<u>98</u>	<u>100.0%</u>	<u>394</u>

TABLE II-4I

10th Case Sample
Displaying Investigated and Unassigned Cases
Distributed by Patrol Enhancements

Type	Cases Assigned	% of Total Assigned	Cases Unassigned
Neighborhood followup	8	32.0	15
Vehicle registration	6	24.0	6
NCIC/CCIC check	3	12.0	4
CHJ/AA check	3	12.0	1
Parole/Probation	1	4.0	1
Pawn ticket check	1	4.0	0
Utilities listing	1	4.0	0
Latent fingerprints	1	4.0	0
Use of ORU files	0	0.0	1
Confession	1	4.0	1
	<u>25</u>	<u>100.0%</u>	<u>29</u>

TABLE II-4J

10th Case Sample
Displaying Investigated and Unassigned Cases
Distributed by Solvability Factors

Factor	Cases Assigned	% of Total Assigned	Cases Unassigned
Suspect(s) arrested	22	22.4	3
Suspect(s) named	47	48.0	18
Suspect Vehicle I.D.	17	17.3	13
Stolen Property I.D.	41	41.9	134
Suspect(s) described	62	63.3	61
Witness other than victim	26	46.9	20
Critical physical evidence	26	26.5	20
Recently committed crime	50	51.0	120

TABLE II-4K

10th Case Sample
Investigated Cases Distributed by
Detective Enhancements

Type Enhancement	Number of Enhancements	% of Total Enhancements
Photo lineup	8	19.0
CHJ/AA check	7	16.6
Vehicle registration	7	16.6
Pawn ticket	6	14.3
NCIC/CCIC	3	7.1
Suspect(s) developed by assigned detective	3	7.1
Suspect(s) developed by committing other crime	2	4.9
Gold/silver ticket	1	2.4
Parole/Probation	1	2.4
Latent fingerprints identified	1	2.4
Citing other cases	1	2.4
Confidential informant	1	2.4
Neighborhood followup	1	2.4
	<u>42</u>	<u>100.0%</u>

TABLE II-4L

10th Case Sample
Investigated by
How Suspect was Identified

Type Identification	Frequency
Suspect identified by patrol officer at scene of crime	29
Suspect identified as a result of officer's followup effort	9
Suspect identified by the combined efforts of patrol and investigations	7
Suspect identified by investigator's efforts	13
	<u>58</u>

TABLE II-4M

10th Case Sample
 Distributed by Prosecutor Disposition
 (Sentences Default to the Most Serious
 Based on the Following Hierarchy:
 Incarceration, Fine/Restitution,
 Community Service, and Probation -
 Suspended Sentences are not Considered)

<u>Disposition</u>	<u>Frequency</u>
Adult:	
Pending charge - felony	1
Plea to felony - sentence 1 - 5 years incarceration	1
Plea to felony - sentence probation one or more years	3
Plea to felony - sentence restitution/fine	1
Plea to misdemeanor - sentence 1 - 10 days incarceration	1
Plea to misdemeanor - sentence restitution/ fine	4
Plea to misdemeanor - probation one year or more	2
Charge felony - dismissed/victim unavailable	1
Charge felony - dismissed/witness no show (voluntary)	1
Charge felony - dismissed/prosecutor discre- tion	1
Charge felony - deferred sentence	1
Juvenile:	
Case filed - restitution	1
Case filed - probation	1
Case filed - medical treatment	1
Case filed - diversion	1
Case filed - six-month review	2
No file - dismissed	1
Victim refused to prosecute	2
Referred to Department of Social Services	2
	<u>27</u>

APPENDIX II-5

RESULTS OF INVESTIGATED CASES (468)
 CASE REPORTS TAKEN DURING
 FIRST QUARTER OF 1981

TABLE II-5A

Investigated Cases
 Distributed by UCR Classification

<u>UCR Crime Type</u>	<u>Frequency</u>	<u>Percent of Total</u>
Larceny	115	24.6
Burglary	114	24.4
Assault	58	12.4
Motor Vehicle Theft	38	8.1
Vandalism	34	7.3
Robbery	34	7.3
Rape	19	4.0
Sex offenses (other than rape)	15	3.2
Fraud	14	3.0
Other (including Traffic)	7	1.5
Forgery	6	1.3
Disorderly conduct	5	1.1
Other (no Traffic)	4	.8
Arson	3	.6
Family offenses	1	.2
Homicide	1	.2
	<u>468</u>	<u>100.0%</u>

TABLE II-5B

Investigated Cases
 Distributed by Solvability Score

<u>Solvability Score</u>	<u>Frequency</u>	<u>Percent of Total</u>
0	33	7.0
1	17	3.6
2	16	3.4
3	64	13.7

TABLE II-5B
Investigated Cases
Distributed by Solvability Score
(continued)

<u>Solvability Score</u>	<u>Frequency</u>	<u>Percent of Total</u>
4	38	8.2
5	23	4.9
6	12	2.6
7	7	1.5
8	12	2.6
9	3	.6
10	14	3.0
11	5	1.2
12	9	1.9
13	32	6.8
14	18	3.8
15	23	4.9
16	27	5.8
17	6	1.3
18	6	1.3
19	7	1.5
20	8	1.7
21	8	1.7
22	8	1.7
23	11	2.3
24	7	1.5
25	11	2.3
26	15	3.2
27	3	.6
28	4	.8
29	6	1.3
30	1	.2
31	8	1.7
32	1	.2
34	5	1.2
	<u>468</u>	<u>100.0%</u>

Mean average solvability score - 11.32
Standard deviation of solvability - 8.96

TABLE II-5C
Investigated Cases
Distributed by Seriousness Score

<u>Seriousness Score</u>	<u>Frequency</u>	<u>Percent of Total</u>
0	19	4.1
1	10	2.1
2	88	19.0
3	31	6.6
4	32	6.8
5	30	6.4
6	43	9.2
7	75	16.0
8	65	14.0
9	24	5.1
10	6	1.3
11	10	2.1
12	4	.9
13	6	1.3
14	2	.4
15	3	.6
16	8	1.7
17	1	.2
18	2	.4
19	1	.2
20	1	.2
21	1	.2
22	1	.2
23	1	.2
30	1	.2
37	1	.2
46	2	.4
	<u>468</u>	<u>100.0%</u>

Mean average seriousness - 6.17
Standard deviation of seriousness - 4.19

TABLE II-5D

Investigated Cases
Distributed by Urgency Factors

<u>Factor</u>	<u>Frequency</u>
May be solved with reasonable effort	205
Suspect in custody (indicated by face sheet only)	38
Part of a crime pattern	<u>6</u>
	<u>249</u>

TABLE II-5E

Investigated Cases
Distributed by Responding Unit

<u>Unit</u>	<u>Frequency</u>	<u>Percent of Total</u>
Patrol	409	87.4
SACS	17	3.6
Detectives	14	3.0
Teleserve	10	2.1
TEU	9	2.0
Arson	5	1.1
Park	3	.6
Traffic	<u>1</u>	<u>.2</u>
	<u>468</u>	<u>100.0%</u>

TABLE II-5F

Investigated Cases
Distributed by Type of Case

<u>Type</u>	<u>Frequency</u>	<u>Percent of Total</u>
Property	323	69.0
Persons	137	29.3
Statutory	1	.2
Unknown	<u>7</u>	<u>1.5</u>
	<u>468</u>	<u>100.0%</u>

TABLE II-5G

Investigated Cases
Distributed by Face Sheet Completion

<u>Type</u>	<u>Frequency</u>	<u>Percent of Total</u>
Complete Face Sheet	400	85.5
Incomplete Face Sheet	<u>68</u>	<u>14.5</u>
	<u>468</u>	<u>100.0%</u>

TABLE II-5H

Investigated Cases
Assistance Requested by Patrol Unit

<u>Type</u>	<u>Frequency</u>	<u>Percent of Total Assistance</u>
Supervisor/MPO	25	32.5
Youth/Victim		
Counselors	21	27.3
Crime Lab	16	20.7
Polygraph	6	7.8
Investigation	5	6.5
TEU	2	2.6
SACS	<u>2</u>	<u>2.6</u>
	<u>77</u>	<u>100.0%</u>

TABLE II-5I

Investigated Cases
Distributed by Patrol Cases Enhancements

<u>Type</u>	<u>Frequency</u>	<u>Percent of Total</u>
Neighborhood follow-up	39	29.0
Vehicle Registration	23	17.0
NCIC/CCIC check	21	15.7
CHJ/AA check	18	13.5
Photo lineup	8	6.0
Pawn	<u>7</u>	<u>5.2</u>

TABLE II-5I

Investigated Cases
Distributed by Patrol Case Enhancements
(continued)

Type	Frequency	Percent of Total Enhancements
Suspect developed from other crime	5	3.7
Latent fingerprints obtained	4	3.0
Cite other cases	3	2.2
Utilities listings	2	1.5
Confession	2	1.5
Confidential informant	1	.85
Parole/Probation	1	.85
	<u>134</u>	<u>100.0%</u>

TABLE II-5J

Investigated Cases
Distributed by Type of Patrol Supplements

Type Supplements	Frequency	Percent of Total Supplements
Handwritten	195	47.4
Typed by Officer	33	8.0
Dictated & handwritten	69	16.8
Dictated	114	27.8
	<u>411</u>	<u>100.0%</u>

TABLE II-5K

Investigated Cases
Distributed by Solvability Factors

Factor	Frequency	Percent of Total Cases Having Factor
Suspect(s) arrested	88	18.8
Suspect(s) named	229	48.9
Suspect Vehicle I.D.	70	15.0
Stolen Property Identifiable	204	43.6
Suspect(s) described	276	59.0
Witness other than victim	109	23.3
Critical physical evidence	133	28.4
Recently committed crime	272	58.1

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TABLE II-5L

Investigated Cases
Distributed by Detective Enhancements

Type	Frequency	Percent of Total Enhancements
Suspect(s) developed by detective	48	20.0
Photo lineup	46	19.0
CHJ/AA	32	13.3
Vehicle registration	21	8.8
Pawn shop ticket	19	7.9
Cite other cases	19	7.9
Suspect(s) developed by other case	17	7.0
Neighborhood follow-up	11	4.5
NCIC/CCIC	11	4.5
Latent fingerprints	5	2.0
Confession	5	2.0
Informant	4	1.9
Gold/Silver	1	.4
Utilities	1	.4
Parole/Probation	1	.4
	<u>241</u>	<u>100.0%</u>

TABLE II-5M

Investigated Cases
Distributed by Type of Detective Supplements

Type	Frequency	Percent of Total Supplements
Handwritten/typed by detective	29	8.1
Dictated	191	53.5
Handwritten/typed and dictated	137	38.4
	<u>357</u>	<u>100.0%</u>

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TABLE II-5N

Distributed by Method
of Suspect Identification

<u>Type Identification</u>	<u>Frequency</u>
Suspect identified by patrol officer at scene of crime	67
Suspect identified as a result of patrol officer's follow-up effort	129
Suspect identified by the combined efforts of patrol and investigations	98
Suspect identified by investigator's efforts	72
	<u>366</u>

TABLE II-50

Investigated Cases Distributed by
Prosecution Disposition (Sentences Default
to the Most Serious Based on the
Following Hierarchy: Incarceration,
Fine/Restitution, Community Service, and
Probation - Suspended Sentences are not Considered)

<u>Disposition</u>	<u>Frequency</u>
Adult:	
Pending charge - felony	13
Plea to felony - sentence life in prison	1
Plea to felony - sentence 6 - 10 years	2
Plea to felony - sentence 1 - 5 years	8
Plea to felony - sentence less than one year	1
Plea to felony - restitution/fine	2
Plea to felony - probation: one year or more	8
Plea to misdemeanor - sentence 1 - 5 years	2
Plea to misdemeanor - sentence 121 - 364 days	2
Plea to misdemeanor - sentence 61 - 120 days	3
Plea to misdemeanor - sentence 11 - 60 days	1
Plea to misdemeanor - sentence 1 - 10 days	1
Plea to misdemeanor - restitution/fine	6
Plea to misdemeanor - community service	1
Plea to misdemeanor - probation one year or more	6

TABLE II-50

Investigated Cases Distributed by
Prosecution Disposition (Sentences Default
to the Most Serious Based on the
Following Hierarchy: Incarceration,
Fine/Restitution, Community Service, and
Probation - Suspended Sentences are not Considered)
(continued)

<u>Disposition</u>	<u>Frequency</u>
Adult:	
Plea to misdemeanor - suspended sentence	1
Plea to misdemeanor - sentence unknown	1
Guilty to felony - sentence 1 - 5 years	1
Guilty to felony - sentence 1 - 120 days	1
Guilty to felony - deferred sentence	6
Guilty to felony - restitution/fine	3
Not guilty to felony	1
Charge felony - nolle/victim refused to testify	3
Charge felony - nolle/restitution paid	4
Charge felony - nolle/filed as misdemeanor	1
Charge felony - nolle/insufficient evidence	6
Charge felony - dismissed/no probable cause found	2
Charge felony - dismissed/victim unavailable	2
Charge felony - dismissed/double jeopardy	1
Charge felony - dismissed/victim refused to testify	2
Charge felony - dismissed/other defendant problems	1
Charge felony - dismissed/lacks elements of offense	1
Charge felony - dismissed/prosecutor's discretion	1
Charge felony - dismissed/defendant passed polygraph	1
Charge felony - dismissed/plea to other case	3
Charge felony - dismissed/witness no show (voluntary)	1
Guilty to misdemeanor - sentence 61 - 120 days	1
Juvenile:	
Case pending	1
Case filed - 1 - 30 days incarceration	1
Case filed - fine/community service	1
Case filed - restitution	3

TABLE II-50

Investigated Cases Distributed by
Prosecution Disposition (Sentences Default
to the Most Serious Based on the
Following Hierarchy: Incarceration,
Fine/Restitution, Community Service, and
Probation - Suspended Sentences are not Considered
(continued)

<u>Disposition</u>	<u>Frequency</u>
Juvenile:	
Case filed - probation	1
Case filed - medical treatment	2
Case filed - diversion	5
Case filed - six-month review	2
Plea to another case - dismissed	3
No file - dismissed	9
Victim refused to prosecute	2
Victim could not be located	1
Referred to Department of Social Services	2
Defendant given immunity	1
	<u>135</u>

APPENDIX II-6

APPLICATION OF THE
PROPOSED ASSIGNMENT CRITERIA TO THE
10TH CASE SAMPLE & INVESTIGATED CASE DATA

TABLE II-6A

10th Case Sample,
Cases Which Met the Proposed Criteria
But Were Not Assigned
Distributed by U.C.R. Classification

<u>Offense</u>	<u>Frequency</u>	<u>Percent of Total</u>
Larceny	61	43.0
Burglary	37	26.0
Motor Vehicle Theft	11	7.7
Vandalism	11	7.7
Assault	8	5.6
Other (including traffic)	6	4.3
Robbery	5	3.5
Disorderly Conduct	2	1.4
Stolen Property	1	.8
	<u>142</u>	<u>100.0%</u>

NOTE:

- (1) Cases included due to solvability score = 36
- (2) Cases included due to seriousness score = 100
- (3) Cases included due to solvability and seriousness score = 3
- (4) Cases included due to solvability and seriousness and
urgency score = 3

TABLE II-6B

10th Case Sample,
Cases Which Did Not Meet the Proposed Criteria
But Were Assigned
Distributed by U.C.R. Classification

<u>Offense</u>	<u>Frequency</u>	<u>Percent of Total</u>
Larceny	5	38.5
Burglary	4	30.8
Vandalism	2	15.5
Family Offenses	1	7.6
Other (except traffic)	1	7.6
	<u>13</u>	<u>100.0%</u>

TABLE II-6C

468 Investigated Case Population,
Cases Investigated Which Did Not
Meet the Proposed Criteria
Distributed by U.C.R. Classification

<u>Offense</u>	<u>Frequency</u>	<u>Percent of Total</u>
Larceny	19	28.0
Burglary	19	28.0
Assault	7	10.4
Robbery	7	10.4
Motor Vehicle Theft	6	8.8
Vandalism	3	4.4
Other (including traffic)	2	3.0
Arson	1	1.4
Sex Offenses (other than rape)	1	1.4
Forgery	1	1.4
Family Offenses	1	1.4
Other (except traffic)	<u>1</u>	<u>1.4</u>
	<u>68</u>	<u>100.0%</u>

CHAPTER III
SPECIAL OPERATIONS

SUMMARY

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 on going 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 of 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 a 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 re established. 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 and 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.

RECOMMENDATIONS

(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" are 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.

STUDY FINDINGS

I. Introduction

This chapter addresses those Department operations which either on an on going basis actively conduct undercover investigative activities or directly support such undercover operations. Department operations which are almost continually involved in conducting undercover investigations include the Metropolitan Specialized Criminal Apprehension Team (Metro S.C.A.T.), and Department personnel who are assigned to the State of Colorado Organized Crime Strike Force (O.C.S.F.). The Department's Special Anti-Crime Squad (S.A.C.S.) is primarily responsible for reducing burglary and robbery rates; however, it will occasionally conduct undercover investigations. A portion of Chapter VI of this report provides considerable insight to the S.A.C.S. operations approach and work load accomplishments. S.A.C.S. will be addressed in this chapter only as it relates to its involvement in undercover investigative activity. Two Department units, Intelligence and Crime Stoppers, support undercover investigations by collecting, processing, and disseminating information in specified crime problem areas. A substantial amount of the information developed by the Intelligence Division and a great deal of the information generated by the Crime Stoppers Unit relate to organized crime and narcotics. Much of this information is typically passed onto Metro S.C.A.T. and O.C.S.F. for follow-up investigation and appropriate enforcement action.

All of these organizational units have responsibilities which are inter related, and it was determined they must be considered in order to provide a complete awareness of the adequacy of protection provided to the citizens of Colorado Springs and the El Paso County area. It was determined that such investigation would include a review of administrative and operational policies; organizational strategy; program planning, implementation, direction, and control; resource utilization; and intra- and inter-unit cooperation.

Most of the crime in which the Department's undercover investigative units are concerned involves criminal activities which are seldom reported by the victim to the Police Department. Such crime normally stems from individuals who have working relationships with organized crime and typically includes such offenses as gambling, narcotics trafficking, white collar crime,

business extortion, infiltration of legitimate businesses, commercialized vice and pornography, fencing activities etc. Many of these crimes are commonly referred to as "victimless crime." A victimless crime is defined by E. M. Schur in "Crimes Without Victims" as:

"Situations in which one person obtains from another in a fairly direct exchange, a commodity or personal service which is socially disapproved and legally proscribed."

The most common victimless crimes are gambling, prostitution, and narcotics, however, such crimes may also include certain types of sexual acts and pornography.

The majority of the Colorado Springs Police Department's enforcement activities are generally oriented to react to a crime report or to the observation of a crime in progress. Limited resources are directed toward victimless crime. Insofar as there are no real immediate victims of such crime, there are few complaints to such crime and, therefore, the extent of the victimless crime problem is largely unknown. The Colorado Springs Police Department, as do other police departments nationwide, combat these types of crimes not only because it is their responsibility, but because these types of crimes can lead to a commission of other crimes.

There is no accurate way to assess the level or type of organized crime taking place within the City. Because the nationwide crime problem appears to be worsening, President Reagan formed a special commission to conduct three years of investigations and hearings throughout the nation on the influence of organized crime. Additionally, 12 federal anti-narcotics task forces have been established in recent months to impact on this problem area. Each task force has been assigned 18 federal agents, six from the FBI, six from the Drug Enforcement Administration, and six from the Treasury Department. One of the 12 task force headquarters is located in Denver, considered to be one of the nation's major drug trafficking destinations.

The study process consisted of the study team first conducting interviews with staff and supervisors of each of the respective units, as well as the District Attorney, the courts, federal agencies involved in narcotics and vice suppression, military officials, and other involved police agencies.

The second phase of the investigation involved the review and analysis of files, policies and procedures, work load accomplishments, and resource use. The purpose of the study was to determine the Department's effectiveness in combating and reducing the crime problem confronted by undercover investigators.

The remainder of this chapter consists of three sections, the first of which provides an overview of the authority, responsibilities, and overall program approach of the above-cited organizational units. The second section identifies the problems with and among the units which surfaced during the study. The third section identifies corrective measures to improve the overall efficiency and effectiveness of the Department's undercover investigative activities.

II. Overview of Undercover Organizational Units

A. Metro S.C.A.T.

The Metro S.C.A.T. Unit was formed as a combined narcotics and vice operation on January 1, 1982. Previously, the personnel assigned to Metro S.C.A.T. were assigned to three separate units: Vice, Narcotics, and the Gold and Silver Task Force. The personnel previously assigned to these three units included one police sergeant and five police officers to the Narcotics Unit, one sergeant and two police officers to the Vice Detail, and one sergeant and two police officers to the Gold and Silver Task Force. In addition to supervising the Vice Detail, the police sergeant over that unit additionally served as the planning and research officer for the Department. The personnel from all three of these units, with the exception of the Vice Detail police sergeant, were combined into the Metro S.C.A.T. Unit. The El Paso County Sheriff's Office contributes two officers to this unit.

The forming of the Metro S.C.A.T. Unit was dictated by the need for large amounts of manpower and equipment required in the narcotics cases being worked at that time. In addition, the consolidation of personnel into that unit from the Gold and Silver Task Force was permitted by the extent to which gold and silver thefts had declined in recent months. It was determined that the unique investigative process devised for the Gold and Silver Task Force was no longer justified and that gold and silver theft investigations could be absorbed by the Crimes Against Property Section.

Currently, the Metro S.C.A.T. Team is a component of the Investigations Division and consists of two investigative teams, each comprised of a police sergeant and four police officers. Both teams report to the police lieutenant in charge of the Crimes Against Property Section who, in turn, reports to the police captain in charge of the Investigations Division.

The Department's operations manual has not been updated to reflect the formation of Metro S.C.A.T. Sections A 1221.50 and A 1221.95 still identify the responsibilities of the Narcotics Unit and Vice Detail respectively. Responsibilities cited for the Narcotics Unit are:

"Receives narcotics traffic information and investigates as required."

"Responsible for enforcing narcotics and/or dangerous drug violations."

Responsibilities cited for the Vice Detail are:

"Investigates or assists in the investigation of offenses such as gambling, prostitution, liquor law violations, and pornography."

"Maintains information on individuals, groups, organizations involved in the above-listed activities."

Vice and narcotics activities are funded in the Police Investigation budget program. Objectives set forth in that budget program related to Vice and Narcotics are:

"Increase the number of felony narcotics arrests, enforce laws relating to vice activities, and increase the arrests by five percent over previous calendar year."

Measurement indicators for 1983 show that 120 felony narcotics arrests and 300 vice arrests are to be made.

B. Organized Crime Strike Force

According to available sources, the Organized Crime Strike Force (O.C.S.F.) was organized approximately nine years ago to be a statewide elite crime-fighting unit. Its emphasis is to "investigate organized crime which cuts across jurisdictional boundaries of local law enforcement agencies." O.C.S.F.'s approach involves a merging of State and local police agency resources into a tactical plan to impact on organized crime. Participating agencies and level of personnel donated, as reported in 1982, include:

<u>Police Departments</u>	<u>Number of Donated Positions</u>	<u>Percent</u>
Aurora	1	
Colorado Springs	3	
Denver	1	
Durango	1	
Englewood	1	
Glenwood Springs	1	
Grand Junction	1	
Pueblo	1	
Rangely	<u>1</u>	35.5
Subtotal	<u>11</u>	
 <u>Sheriff Departments</u>		
Arapahoe	1	
Boulder	1	
Grand	1	
LaPlatte	1	
Larimer	1	
Weld	<u>1</u>	19.4
Subtotal	<u>6</u>	
 <u>State</u>		
Colorado Bureau of Investigation	<u>14</u>	<u>45.1</u>
TOTAL	<u>31</u>	<u>100.0%</u>

In early 1982, O.C.S.F. became a focus of the State legislature with regard to charges of misconduct by some of its members. At that time, it was under the direction of the State Attorney General; however, in April 1982 it was moved to the Colorado Bureau of Investigation, a component of the State Department of Local Affairs. Some \$221,000 was appropriated for 12 months of funding. It was an outgrowth of those hearings that a bill was finally considered to legalize the Strike Force under State law. Although a bill was subsequently adopted to accomplish this action, State funding to permanently continue the Strike Force was not made available. At the time of this writing, the

Strike Force was still operating, but on a very limited basis with most of the funding being provided by the local law enforcement agencies.

The Colorado Bureau of Investigation, in a report titled "Report to the Colorado General Assembly, 1982," provided work load accomplishments of the Strike Force for the period May through December 1982, the first eight months in which the Strike Force was under the jurisdiction of the Colorado Bureau of Investigation. Work load accomplishments were conveyed in terms of major cases worked, value of narcotics seized, stolen property recovered, white collar crime theft identified, number of arrests made, cases monitored, and calls for service responded to. The report indicates the Strike Force completed 1,613 intelligence investigations, seized \$1,984,780 worth of narcotics and dangerous drugs, recovered \$369,990 in stolen property, identified \$2,050,300 in white collar crime losses, made 102 arrests, monitored seven criminal cases, and responded to 795 calls for service. Insight was also provided to other activities accomplished by the Strike Force.

The report also related the extent to which the Strike Force Program had been reconstructed to address the shortcomings previously identified by the Strike Force's Advisory Committee and the Colorado Senate Judiciary Committee. Program changes identified included:

1. Revitalization of the role of the Advisory Committee.
2. Improved organization to ensure that all areas of organized crime and white collar crime are addressed.
3. Improved supervision and administrative controls.
4. Improved personnel selection criteria.
5. Improved operational criteria.
6. Establishment of a moonlighting policy.

The Strike Force Advisory Board is responsible for providing advice relative to operations and general direction of the Strike Force. Each chief executive of the participating agencies is a member of the Advisory Board along with the Director of the

Colorado Bureau of Investigation, the Executive Director of the Department of Local Affairs, and the State Attorney General. Chief John Tagert is this City's representative on that Advisory Committee.

The Strike Force is currently organized into two investigative sections, one addressing organized crime and the other narcotics distribution.

The City's participation in Organized Crime Strike Force is currently via an agreement entered into on May 19, 1982 by the Police Department with the Colorado Bureau of Investigation. The agreement provides insight to the management direction and rules and regulations with which officers assigned the Strike Force must comply. It additionally defines the financial responsibilities of the various parties. Specifically, it states that all officers shall be under the direct management of the Director of the Colorado Bureau of Investigation. As such, participating officers have all powers, protection, defenses and immunities provided by statute or otherwise to agencies of the Bureau. All assigned officers are to perform all services authorized by the director only and in accordance with rules and regulations governing State employees except when Departmental policy is more stringent. Regular salary, normal benefits, and overtime are to be paid by the participating police department with the State providing each officer with an automobile and special investigative equipment necessary to perform assigned duties. The State is also to pay the reasonable expenses incurred by such officers during the performance of duties related to the contract.

C. Special Anti-Crime Squad (S.A.C.S.)

The S.A.C.S. organizational strategy, responsibilities, work load accomplishments, and overall operational approach are fully explained in Chapter VI, "Tactical Operations." As explained in that chapter, S.A.C.S. in recent years has increasingly been used in conducting undercover investigative activities. The majority of such activities have been in regard to fencing operations, vice, and narcotics distribution. Undercover activity in the fencing of stolen property directly relates to their primary operational responsibilities. This is not the case with narcotics and vice activities. Vice suppression operations conducted have

involved the sale of liquor by after-hour liquor establishments, professional gambling, and prostitution. Undercover narcotics activities have involved their assisting the United States Army Criminal Investigations Division (CID) in the investigation of off-post purchases of drugs and in identifying suspected drug dealers and users operating in Acacia Park.

D. Intelligence

The Department's Intelligence Unit is under the command of a police lieutenant who reports directly to the Deputy Chief of the Inspection Services Bureau. The unit further consists of a police sergeant, three police officers, and a secretary.

The major objective of the unit, as set forth in the Department's Operations Manual, Section A 1245.10, is to investigate the activities of organized crime and provide the bureaus of the Department with such tactical intelligence or assistance as may be necessary for those bureaus to fulfill their functions and goals. The Police Inspection Services budget program identifies the unit's major objectives as:

1. Conduct technical investigations/surveillance upon request of other Departmental units and outside law enforcement agencies.
2. Provide intelligence information and protection for VIPs during their stay in the Colorado Springs area.
3. Collect, evaluate, and retain all pertinent information on general criminal and organized crime activities and subjects and disseminate the information to other Departmental units as well as outside agencies if warranted.
4. Provide the Chief of Police and staff members with information on unreported criminal activities in the City of Colorado Springs and the surrounding area.
5. Conduct electronic surveillance 65 days per year.

A staff inspections report was prepared on the Intelligence Unit in 1981. The operational approach of the Intelligence Division has not changed from that presented in that report, which is as follows:

The Intelligence Unit, by definition, is an information-gathering unit. Each of the three Intelligence officers has assigned to him various groups that he is responsible to monitor and, if warranted, to document information on such groups. These groups include motorcycle gangs, primarily the Sons of Silence; the various low-rider groups; liquor establishments having any possible connection with organized crime; the Ku Klux Klan; and any other subversive group.

As an information-gathering unit, numerous files are maintained within the Intelligence office. These files are divided into two categories, permanent and temporary. The permanent files (which are computerized) are maintained for a period of five years and contain information that can be confirmed and is of an on going nature. The temporary (manual) files contain information which is not confirmed, is not of an on going nature, and does not warrant being maintained for more than one year. Information in the temporary files is purged monthly. The information in the permanent files is maintained for more than five years if the information is continually updated and is pertinent to current Colorado Springs Police Department operations.

The permanent files, those maintained for five years or more, include the following: Law Enforcement Intelligence Unit (LEIU) organized crime figures file; organized crime photo file; organized crime organizations file; criminal M.O. file; criminal master file, name crossed with associates and organizations; businesses related to organized crime file; and dossier file on business, individuals, militants, and liquor applicants associated with organized crime.

In addition to the above files, members of the Intelligence Unit compile lists of previous offenders, felons who purchase weapons from licensed gun dealers in Colorado Springs. This information is distributed to concerned units advising officers of all previous offenders within their areas who have purchased weapons. The unit also works very closely with the Federal Alcohol, Tobacco, and Firearms Bureau, advising them of previous offenders who have purchased weapons.

Personnel assigned to the Intelligence Unit generally work an 8:00 a.m. to 5:00 p.m. schedule, Monday through Friday. Due to the nature of their activity, however, hours and days worked may vary somewhat from time to time. Overtime is kept to a minimum.

The majority of work in the Intelligence Unit is directed around collecting, evaluating, and retaining all pertinent information on organized crime subjects and activities and disseminating this information to other Departmental units and outside agencies. This same information is also provided to the Chief of Police and Department staff.

The majority of this information is obtained from police sources in the form of intelligence reports, with most being provided by patrol officers. Information obtained is categorized, analyzed, filed, and disseminated as needed. Additional follow-up may be conducted to verify the information or to add to that information already received. Special attention is paid to any information received on organized crime figures, narcotics, vice, fencing operations, and motorcycle gangs. Additional information is gathered from informants by follow-up on anonymous information, surveillance, background checks, and wire taps.

E. Crime Stoppers

Crime Stoppers is a program through which citizens are encouraged to volunteer vital information that may be helpful to the Colorado Springs Police Department. Two basic premises lie at the heart of the program. The first is that many citizens do not provide information to the Police Department because they are afraid of becoming involved for fear of being harmed by the criminal element. Crime Stoppers overcomes this fear by allowing callers to the program to remain anonymous. The second premise is that some citizens are apathetic to crime. Crime Stoppers overcomes this apathy by offering cash rewards to persons who call the program office with information leading to the solution of major crimes or the capture of wanted persons.

Crime Stoppers involves a unique partnership between local concerned citizens and the Colorado Springs Police Department. A board of directors composed entirely of citizen volunteers establishes policy,

and the amount and method of the reward system, and is responsible for raising funds. The administration and investigative activities are carried out by the Police Department. All monies raised are by private donations, and no tax dollars are used to pay Crime Stoppers rewards.

The Crime Stoppers Program was initiated in October 1981. Through July 1983, Crime Stoppers has assisted in solving 257 crimes, arresting 173 persons, and recovering \$274,836 of stolen property and narcotics. Through May 1983, the program had paid out \$11,085.

The Department's Crime Stoppers Program is a component of the Support Services Bureau and is manned by two sworn police officers and three volunteers.

When a call is received, the caller is given a code number which is used in all subsequent transactions to assure anonymity. The information is screened to determine its validity before being turned over to investigators for action. If the information does lead to the arrest and conviction of suspects or the capture of a fugitive, the caller is eligible for a cash reward. Contact for payment is made through the media using the established code number, and rewards are paid in cash to further preserve the caller's anonymity.

III. Problems Identified

The Department's undercover investigative operations are not as effective as they should be, primarily because of an ineffective organizational strategy and there not being a comprehensive action plan for attacking organized crime. Because of these two problems, many lower-level problems have developed.

As previously stated, operations involved in undercover investigations are spread among the Department's four bureaus. The Organized Crime Strike Force and Intelligence Units are components of the Inspection Services Bureau. Crime Stoppers is a component of the Support Services Bureau. A degree of intelligence analysis is provided by the Operations Resource Unit, a component of the Staff Services Bureau, and the Special Anti-Crime Squad is a component of the Operations Services Bureau, of which Metro S.C.A.T. is also a component. This splintered organizational approach has resulted in each unit developing, for the most part, their own method of operation including different approaches to training; separate equipment inventories; policies, procedures, and guidelines unique to their own operation; and in large part, their own mission-setting.

Because of the separateness and uniqueness in the operational approaches of several of the units, problems of cooperation and coordination among the units and with other police agencies have developed. For example, files maintained by officers assigned to the O.C.S.F. are not permitted to be accessed by the other undercover investigative operations. The Metro S.C.A.T. Unit maintains intelligence files with limited distribution and no purging system. Compliance with Department rules, regulations, and policies is different among the units. Certain units have refused to work with members of other units and to work information provided by other units. Some of these problems are due to personality conflicts, with many due to a lack of management direction, which is in part due to improper chain of command in some units. Lack of management direction was particularly apparent in the Metro S.C.A.T. and O.C.S.F. Units. There is also a problem of duplicating the use of informants.

Because several of the units budget, purchase, and inventory their own equipment, much of the equipment maintained by the various units is not compatible with equipment kept by other undercover units. There is a good amount of equipment maintained by some of the

units which is duplication of equipment maintained by the others. Also, some equipment is outdated and should be replaced and other specialized equipment essential to undercover activities should be purchased. Vehicles occasionally required for undercover investigations purposes should be leased on an as-needed basis.

A rotation policy for assigned officers was found in only one of the undercover investigations units. The personnel selection criteria which exists for officers assigned to the O.C.S.F. generally provides that personnel assigned to the Strike Force will be restricted to a duty tour of no more than two years. All three officers currently assigned to the Strike Force have worked tours of duties in excess of two years, with one as long as six and one-half years. The need for and benefit of a rotational policy is addressed in Chapter VIII, titled "Career Development."

IV. Proposed Solutions

As related previously, the major problems identified with undercover investigative activities stem from the Department's failure to develop an appropriate organizational strategy and a comprehensive short- and long-range action plan. Solutions to these two major problems plus the lower-level problems identified are discussed in this section.

To improve the direction, focus, and results of the Department's undercover investigative activities, all undercover operations should be consolidated into a Special Operations Division. Units that should be consolidated include the Department's component of the O.C.S.F., narcotics and vice operations, the Intelligence Unit, and the Special Weapons and Tactics/Explosives operations. The Metro S.C.A.T. Unit should be terminated, and the Metropolitan Narcotics Unit and Vice Unit re established. The number of officers donated by the Department to the Organized Crime Strike Force should be reduced from three to two, in line with the Strike Force's own personnel selection criteria. The Metropolitan Narcotics Unit should consist of one police sergeant and five police officers, the Vice Unit one police sergeant and three police officers, and the Organized Crime Strike Force two police officers, all of whom should report to a police lieutenant.

The Intelligence Unit should be enlarged to include a crime analyst to ensure that all good intelligence leads are followed up. The Special Weapons and Tactics/Explosives Unit, as proposed in Chapter VI, titled "Tactical Operations," should be transferred to the proposed division and report to the Intelligence lieutenant. The latter unit should consist of two police sergeants and ten police officers, which is believed to be adequate staff to not only accommodate their primary responsibilities of handling S.W.A.T., tactical, and explosives type calls, but this unit could also provide a human resource pool to bolster the intelligence, vice, and narcotics operations to ensure that organized crime threats that do exist are sufficiently addressed in the City. Both lieutenants should report to the division commander, a police captain.

As proposed in Chapter VI, S.A.C.S. has met its primary responsibilities and it is appropriate that this unit be disbanded, with patrol assuming the tasks of burglary and robbery investigations. The majority of information acquired by the Crime Stoppers Program relates to previous case reports and should be consolidated with the case analysis unit as a means of optimizing the data.

A substantial number of goals and objectives currently exist relative to narcotics, vice, and intelligence operations. Subsequent to the consolidation of these activities, the division should develop both short- and long-term action plans based on perceived severity of the crimes confronted. Division goals should be clarified and monitored on an on going basis. Certainly, vice activities should be given a higher priority than was the case in 1982. The Department estimated that the number of vice arrests that Metro S.C.A.T. would make in 1982 was 350. Review of Metro S.C.A.T.'s work load statistics, however, fail to indicate any arrests for pornography, gambling, prostitution, liquor violations, or pimping and, in fact, the entire Department made only 328 vice arrests. The majority of the vice arrests were as a result of the "John" detail, which mainly consists of misdemeanor arrests of patrons of prostitutes.

The rate of drug abuse appears to have increased dramatically nationwide during the past ten years, and this rate of increase also appears to apply to the City of Colorado Springs. It is believed that many illicit narcotics and drug abusers are not sufficiently affluent to support their habit and that money used to buy drugs is often acquired as a result of criminal activities, including burglary, robbery, prostitution, theft, and many other crimes. The Department cannot afford to have several organizational strategies to fight narcotics trafficking. The Organized Crime Strike Force, as it regards our participation in that operation, and the Metropolitan Narcotics Unit must work in a coordinated, cooperative fashion if the level of narcotics used in this City is to decrease.

Almost all of the work of the Intelligence Unit is directed toward collecting, evaluating, retaining, and distributing pertinent intelligence information on organized crime subjects and activities. Much of this information is of significant value in detecting and suppressing narcotics, vice, fencing operations, and criminal activities of subversive groups. The Intelligence Unit has developed and refined a comprehensive computerized information base and should be made responsible for maintaining the files for all activities of the new division. Intelligence files now maintained by Metro S.C.A.T. should be reviewed and all appropriate records that meet LEIU guidelines should be maintained, with all others being destroyed.

The Intelligence Unit presently does background investigations on liquor license applicants in an attempt to determine the extent of bar owner affiliation with

organized crime figures. In addition, the unit also attempts to track the 463 liquor licenses that have already been issued, which include 94 tavern licenses, 76 package store licenses, 137 3.2 percent beer licenses, 17 beer and wine licenses, 119 hotel and restaurant liquor licenses, 17 club liquor licenses, 1 drugstore liquor license, 1 race track liquor license, and 1 liquor license for the County's Pikes Peak Center. The consolidation of the S.W.A.T./Explosives operations into this new division should provide an adequate liquor establishment enforcement program.

The new division should develop a consolidated, comprehensive set of rules, regulations, and policies as it concerns their internal operations. This is meant as a supplement to the Department's rules and regulations. Such rules and regulations would ensure that staff are cross trained to the extent necessary, that schedules are developed and followed which ensures effective use of all manpower and overtime, vehicle use policies are adhered to, overtime is kept to a minimum and is evenly distributed, and that inter-unit competition and personnel conflict are suppressed. Inter-unit coordination and flow of information among units must be stressed.

An inventory of all of the equipment of the units consolidated into the division should be taken with outmoded and obsolete equipment being turned into salvage and a request developed to fund additional equipment deemed essential to the division's operations. Equipment the new division anticipates it will require is presented in Appendix III-A.

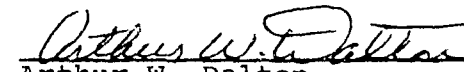
The division should develop and implement a computerized program for assigning and monitoring all work assignments within the division. It is believed the Investigations Management Information System (I.M.I.S.) currently being used by general investigators could be used for this purpose. The Department's Durango micro-computer could be used to operate the modified I.M.I.S., and the Department's Incoterm could be dedicated to the Special Operations Division on which to maintain the Intelligence five-year computerized files, and other files which the division may deem appropriate.

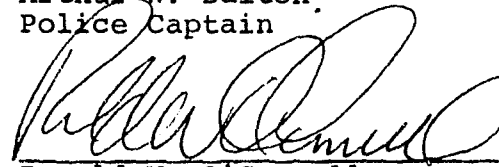
The division must have access to the leasing of vehicles for specific undercover operations. The Department's past practice has dictated that unmarked vehicles purchased are normally in accordance with

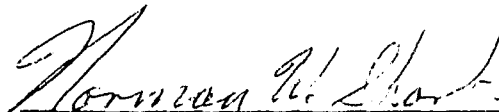
police cruiser standards and that the main difference between the cruiser and plain sedan is only color, red lights, siren, screens etc. These unmarked cars are readily recognized as being a police vehicle.

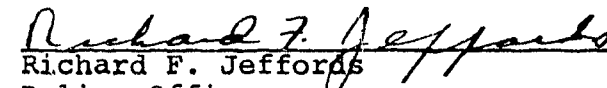
Different types and styles of cars must be available on quick notice for short durations when effecting a covert strategy. It does not pay to purchase such cars because of the cost of acquiring and disposing of vehicles is prohibitive when the period of time the car can be used for such assignments is considered. The most reasonable solution is to enter into agreements with leasing agencies for rental of whatever vehicle is determined required for that particular undercover investigation. The availability of switching one leased vehicle for another in a short period of time is excellent, and the overall cost of such a program is considered minimal.

Authored By:


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APPENDIX III-A

ANTICIPATED EQUIPMENT NEEDS

I. Immediate Needs

- A. Six mobile chargers for the MX-340 8-channel radios.
- B. One mobile in-car repeater radio unit for outlying areas of county.
- C. Four MX-340 8-channel voice privacy radios.
- D. Trade in present, older AID transmitters and receivers for four new state-of-the-art equipment.
- E. Binoculars - six.
- F. High-power spotting scopes, two each, adaptable to Canon camera (35 millimeter).
- G. Trade in high-mileage vehicles for new vehicles.

II. Long-Range Needs

- A. Cameras
 - 1. Four Polaroid cameras with auto focus and auto flash.
 - 2. Two Canon AE-1 cameras with 70 to 260 millimeter lenses, one 600 to 1200 millimeter F 3.5 or less lens, one heavy block tripod, and one hard camera case for the above equipment.
- B. One VTR with camera to include one 9 millimeter spike lens and two standard lenses. This should be a color unit.
- C. Three Lanier VIP/C cassette recorders and one transcriber with headset.
- D. Two IBM Selectric II correcting typewriters.
- E. Two manual typewriters.
- F. Four desks for officers to complete work at.

- G. Two long-term transmitters on compatible body mike frequencies so they can be monitored by the suitcase receivers.
- H. Two Hekimian lab slave units for overriding drops in line current on Title III equipment.
- I. Twelve sets of remote transmitter buttons and earphones for MX-340 and 360 radios.
- J. One parabolic microphone for monitoring conversations at long distances.
- K. Two Pearlcoorders with covert microphones.
- L. Four combination rifle/shotgun cases.
- M. Six monoculars and cases.

CHAPTER IV

AIRPORT SECURITY DETAIL

SUMMARY

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.

RECOMMENDATIONS

- (1) That the Police Department and Municipal Airport execute the attached agreement 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.

STUDY FINDINGS

I. Introduction

Although the Project Study Office was organized in early 1982 to study all facets of the Department's operations, the Special Operations Unit of the Uniform Services Division obtained approval to conduct a study of a division of its own operation. The organizational unit studied was the Airport Security Detail. The commander of the Special Operations Unit, a former member of the Police Study Project who participated in the Phase I effort, developed the study program and work schedule and supervised two members of his staff during this investigative process.

The study determined the efficiency and effectiveness in operational strategy and resource allocation of the Airport Security Detail. Coordinated with the Police Project Study Office, the study effort was very thorough in breadth and depth of study approach and encompassed the collection and review of applicable federal, state, and local laws, Police Department and Airport rules and regulations, and the Colorado Springs Municipal Airport Master Security Program; interviews of key personnel; review of objectives, work load indicators, and performance data; and analysis of operational strategies and performance and condition of office space, equipment, vehicles, and supplies utilized in this operational area.

Recognition must be given to the officers assigned the Airport Security Detail, the Federal Aviation Administration (FAA), and to the Director of Aviation, Assistant Director of Aviation, and other Airport personnel who provided insight and data during the study process. Without their cooperation and support, the quality of study findings and conclusions would have suffered.

The following summarizes the findings and conclusions drawn during the self-examination study effort.

II. Municipal Airport Overview

The Airport is owned and operated by the City of Colorado Springs and is operated as a division of the Department of Public Works. It is managed by the Director of Aviation, with the assistance of the Assistant Director of Aviation.

The Airport is a Category II airport as defined by the FAA. Airport categories are determined by the number of persons passing through the screening area annually. Airports which screen 500,000 to 2,000,000 persons annually are classified as Category II airports. In 1981, approximately 503,000 persons were screened at the Colorado Springs Municipal Airport.

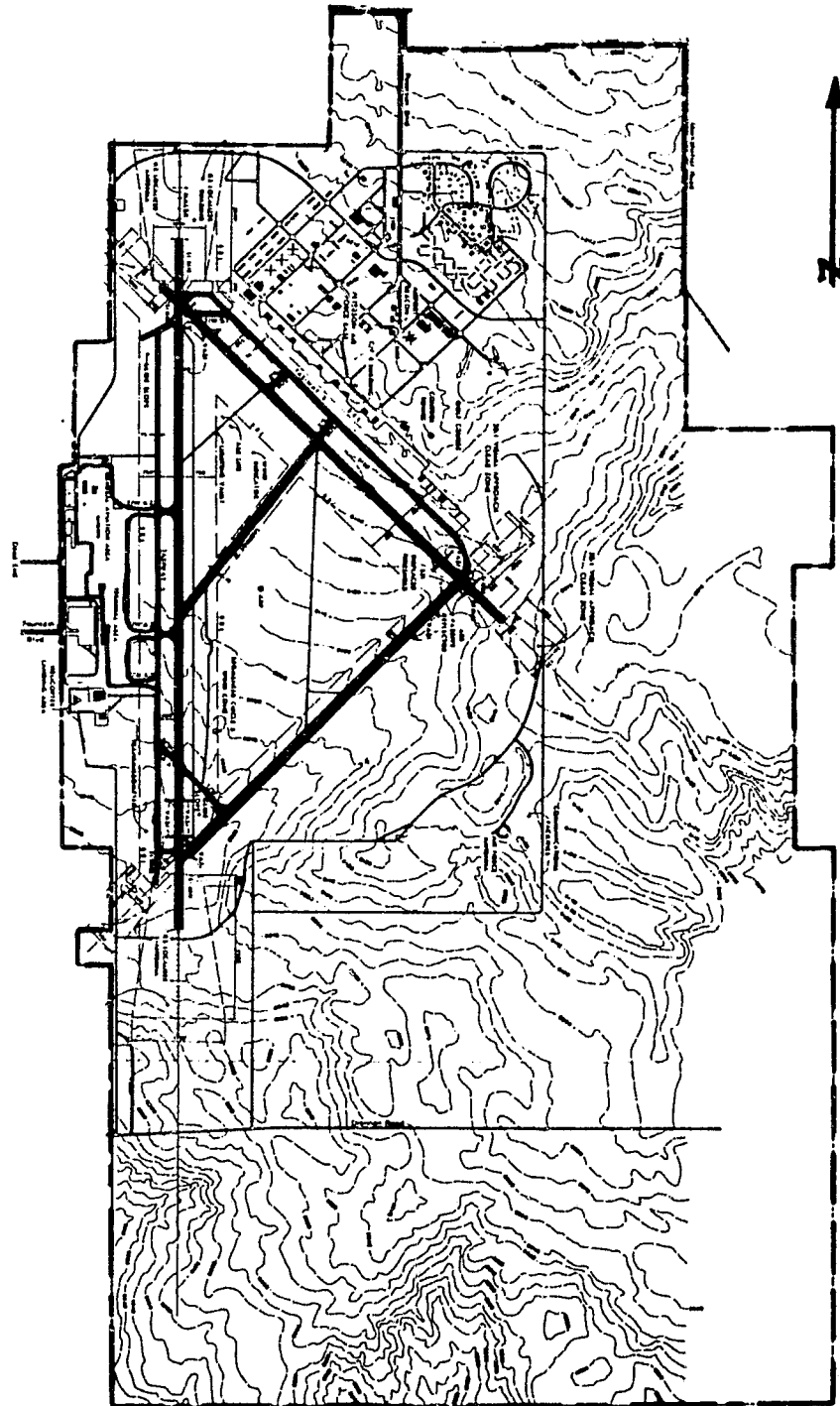
The Airport is presently operational from 6:00 a.m. to 12:00 midnight each day for commercial aircraft operations. The Airport is open for operations by aircraft on a 24-hours-per-day, 7-days-per-week basis. At present, there are 41 commercial flights per day, which include those flights wherein scheduled passengers are screened and are not screened.

The Airport encompasses approximately 6,000 acres, all within the City of Colorado Springs (see Figure IV-1). Initially, the primary Airport facilities were located in that area of the Airport which is now utilized for military purposes. In July 1966, Municipal Airport activities were relocated to their current sight. The elevation of the Airport is 6,172 feet above sea level, which is an important consideration regarding reports of barometric pressure explosives aboard aircraft.

The Airport provides space and facilities for various public and private uses. Government activities at the Airport include those of the United States Air Force, the FAA, and the State of Colorado. Space and facilities for private purposes are generally for three types of activities: (1) those furnished by major airlines for which boarding passengers must be screened (Frontier Airlines, TWA, Continental, and Aspen Airlines); (2) those in which passengers may board aircraft or in which persons may enter restricted areas of the Airport without being processed through a screening area (Pikes Peak Air Service, Aero Rampart Corporation, Colorado Interstate Gas, Hedrick Beechcraft, Inc., Garden Valley Aviation, Pioneer Airlines, and Rocky Mountain Airways); and (3) those furnished by private companies. These latter activities are furnished without the need to have access to the Air Operations Area,

FIGURE IV-1

COLORADO SPRINGS MUNICIPAL AIRPORT



which is that portion of the Airport used or intended for use by aircraft in landing, take-off, and service maneuvering (various car rental agencies, Apco Parking, Air Host Food Service, and Air-Ground Transportation Company).

III. History of Airport Security

Prior to 1973, Airport security requirements were defined solely by Airport Administration. Security guards were not formally trained and were basically "night watchmen". The City Manager, under Chapter 2, Article 6, Section 203 of the City Code, empowered these security guards as "special policemen" with powers, privileges, and duties specified in their letter of appointment. The "special policemen" were uniformed, armed, and identified as Airport Police by a shoulder patch.

In 1973, after repeated acts of air piracy throughout the world, the FAA established strict security regulations under Part 107 of the Federal Aviation Regulations. The new regulations required screening of all persons for weapons and explosive devices prior to boarding aircraft and the presence of a Law Enforcement Officer at the pre-board screening area.

At the time these new Federal Aviation Regulations were implemented, the Airport Security Detail consisted of only four officers. To comply with the new Federal Aviation Regulations, four additional security officers were hired and all eight attended and passed the Police Department's recruit academy.

In March 1979, a revision to the Federal Aviation Regulation Part 107 became effective which redefined the requirements of Law Enforcement Officer. Previously, a Law Enforcement Officer had to be readily identifiable by uniform and display or carry a badge or other form of identity, be armed with a firearm and authorized to use it, and have completed a training program meeting stipulated requirements. The revision additionally made it necessary for a Law Enforcement Officer, while on duty at the Airport, to have authority to arrest, with or without warrant, in cases in which a crime was committed in the officer's presence or when the officer had reason to believe a suspect had committed a felony offense. This made it necessary for the security officers to have probable cause arrest powers.

Only occupation classifications specified in Chapter 18, Article 1, Part 9 of the State of Colorado Criminal Code have Peace Officer status authorizing them to make probable cause arrests. The occupation of Airport Police is not included within that list and, therefore, did not have probable cause arrest authority. It was concluded that only a Colorado Springs police officer could meet the definition of Law Enforcement Officer under the revised Federal Aviation Regulations.

A plan was developed to replace the eight Municipal Airport Security Officers with eight police officers from the Colorado Springs Police Department. One sergeant and seven police officer positions were budgeted for this purpose. Because of staffing problems that existed at the time, the Police Department initially utilized one sergeant and police officers on an overtime basis to staff this new assignment during the time the Municipal Airport Police Officers were being phased out and until a new academy class had graduated.

In September 1981, a revision to Federal Aviation Regulation Part 108 became effective which simplified and consolidated all airport security regulations. These revisions, as they apply to this City's Airport, permitted a "law enforcement flexible response extension" whereby a Law Enforcement Officer no longer had to be stationed in the pre-board screening area. The effect of the new requirement was that the Law Enforcement Officer must remain on Airport property while on duty and be able to respond to the screening area within ten minutes. It was concluded at this time that this more liberal approach to airport security could be met by a sergeant and four full-time police officers, rather than the one sergeant and seven officers, required under the March 1979 revision to Part 107.

Accordingly, the Police Department reduced the amount of overtime usage in connection with the Airport Security Detail from eight to four equivalent police officer positions. It was not until March 1982 that the Police Department was able to finally fill the four full-time police officer positions which had been budgeted for the Airport Security Detail. The cost of these positions and supporting expense and capital items is initially paid for from the Police Department budget, with the General Fund being subsequently reimbursed with Airport revenue. Financial considerations are discussed later in this report.

IV. Airport Security Operations

Officers assigned to service the Airport have three overall areas of responsibility: rendering law enforcement services in support of the Airport Master Security Program, enforcing city, state, and federal laws on the Airport grounds and providing general security support.

A. Master Security Program

In accordance with Federal Aviation Regulations, the Airport has developed a Master Security Program which addresses security of the Air Operations Area, Law Enforcement Support, maintenance of permanent records of all law enforcement actions taken in furtherance of Parts 107 and 108 of Federal Aviation Regulations, and the testing of prescribed primary communication alerting systems. The Program further details the responsibilities of tenant airlines and other Airport tenants. Law Enforcement Support must be sufficient to implement all provisions of the Master Security Program, including support to the passenger screening effort.

It provides that police officers shall serve the function of Law Enforcement Officer, supported and assisted by the El Paso County Sheriff's Office, Colorado State Patrol, Peterson Air Force Base Security Police, Police Department, and Federal Bureau of Investigation. The Program identifies special equipment to be made available to the officers and identifies the authority such officers must be vested, the degree to which each must be trained in firearms and the wearing of uniforms, badges, and insignias. It further identifies the need for a timely response to the passenger screening area as well as certain tasks in those instances.

Only passengers boarding flights of certain airlines and visitors to the sterile concourse must undergo the screening process. Such airlines are those which regularly accommodate flights of 60 persons and more and fly out of state. The screening area for these flights is located on the upper level of the main terminal at the entrance to the boarding areas. Passengers boarding flights of regional airlines which have received a waiver from FAA, such as Rocky Mountain Airways and Pioneer Airlines, do not undergo the screening process. Such passengers board these flights through Gate A located on the lower level of the main terminal. These regional airlines have

passenger configurations of less than 60 persons. However, screening and law enforcement presence must be provided if and when the FAA identifies a security threat or if passengers have uncontrolled access to sterile areas.

The screening area is presently staffed from 6:00 a.m. to 10:00 p.m. each day. Staffing is provided by the C & D Security Company and includes one person at the metals detection area, one person at the X-ray position, and a supervisor who oversees the entire screening operation and acts as a liaison with the officers.

The primary duty of the screening personnel is to screen all persons desiring to enter the sterile area and all property prior to its introduction into a sterile area or classified aircraft. This screening procedure was designed to prevent and deter the carriage aboard an aircraft of any explosive or incendiary device, weapon, or other dangerous object. Individuals must pass through a metal detector or consent to a 'pat down' type search with satisfactory results before being allowed to enter any sterile area or board an aircraft. All carry-on luggage and other hand-carried items are X-rayed or physically inspected to the satisfaction of the screening personnel. Persons who refuse to comply with screening procedures or refuse to permit a physical inspection of their belongings when requested are not permitted to enter the sterile area or board an aircraft. Persons who attempt to introduce explosive or incendiary devices, weapons, or other dangerous objects into a sterile area are detained and appropriate law enforcement action taken.

When an officer is contacted by pager, he immediately contacts the Police Department Communications Center. The officer must respond to the screening area within ten minutes. If his presence in the screening area requires enforcement action, the officer will take appropriate action and initiate a case report of the incident and complete such other reports as may be necessary. If upon investigation, an explosive or incendiary device, weapon, or other dangerous object is detected, the officer is instructed to arrest the suspect, collect and preserve any evidence relative to the case, notify the FBI and FAA immediately, and prepare necessary written reports for submission to the FAA. Weapon violations found on "meeters and greeters" are usually handled on a local level; however, the FBI and/or FAA may choose to file charges if the violation is severe. Weapons violations involving ticketed passengers are usually investi-

gated by the FBI; however, they may refer the case to the local level if the violation is not severe. Increased insight to operating procedures is provided later in this report.

As previously discussed, FAA Regulations and the Airport Master Security Program require testing of primary alerting systems. Such tests must be conducted at random on a daily basis; records must be kept of such tests which include certain prescribed data.

The alerting system consists of covert and overt alarms linked directly to the Police Department Communications Center. The overt alarm system is a direct line telephone system from the screening area to the Communications Center. The covert system has two alarm activation switches located at the screening area and is used by screening personnel only in emergency and test situations. Activation of the covert alarm system results in an audible and visual alarm being sounded at the third console in the Police Department Communications Center. When such alarms are activated, the dispatcher immediately pages the police officers who then contact the Communications Center to receive whatever information is available and respond to the screening area.

Alarm systems are tested three times daily. Two of these are scheduled for 6:00 a.m. and 2:00 p.m. The screening personnel call the Communications Center stating they are about to conduct a test. They will then activate the toggle switches (covert system), with the Communications Center confirming that the alarms functioned properly. The third test is conducted each day at random. Screening personnel place a phone call to the Communications Center and state, "This is a response test." The paging procedure will then be completed with the dispatcher advising the officer that it is a response test. A log of all response times to the screening area is maintained in compliance with FAA Regulations.

B. Law Enforcement

Officers also enforce federal, state, and local laws on Airport grounds not specifically required under the Master Security Program. This includes serious and non-serious incidents plus traffic regulations.

C. General Security

Police officers also provide general security services to the Airport, both of a regular and periodic nature. Regular rounds include checking the boiler rooms for any deficiencies which could create a hazard, making final security checks of the screening area after the last flight, checking the Airport perimeters, hangars, and office doors of private agencies after they have closed, and locking the doors to the main terminal building at midnight. Periodic checks are made of the fence line around the Airport property and of businesses and other facilities situated on the Airport property. They also administer found personal property items.

General security between midnight and 6:00 a.m. daily, hours in which no Airport Security Detail Officers are on duty, is rendered by a guard provided by the Eagle Security Company. This service is provided on a contract basis and has no involvement in meeting screening area security requirements. The private security guard arrives at 10:00 p.m. and makes an initial check of businesses on the Airport property. He then assists a police officer with securing the terminal building. Once the terminal is secured, the guard will remain outside in a mobile response mode, periodically making security checks of buildings. One-half hour before the end of his shift, he will commence unlocking the terminal doors.

To assist in the administration of the Airport Security Detail, a manual was prepared which addresses certain definitions, policies, and procedures unique to security and enforcement requirements of that facility. The manual addresses such subjects as alarms, badges, building maintenance, concessionaires, dangerous and deadly weapons, disasters, found items, maps, business leases, screening process, and law enforcement duties.

V. Major Study Findings

The airport security study effort confirmed that the Police Department was rendering efficient and effective police services in deterring the threat of criminal violence and air piracy against scheduled and public charter operations operating out of the Airport. The Airport Security Detail's organizational strategy and operational approach is quite effective. However, improvement could be made in manpower scheduling, vehicle fueling, communications, training, work load and record keeping, and in better defining the Police Department relationship and responsibilities to the Airport. Insight to these major findings are discussed below.

A. Manpower Scheduling

As previously mentioned, the Airport is operational 24 hours each day. However, the terminal is open from 6:00 a.m. to midnight only which corresponds to the present schedule of flights occurring throughout each day. In order to meet the FAA Regulations airport security requirements, at least one police officer must be on duty at all times during these hours. It is this basic requirement that resulted in a sergeant and four police officers being assigned to the Airport Security Detail.

When this Airport security study began, it was found that the sergeant worked five 8-hour shifts, Monday through Friday, with Saturday and Sunday off. The four officers worked nine straight shifts, at nine hours per shift, for a total of 81 hours each biweekly payroll period, then taking five days off.

This manpower scheduling approach did not appropriately distribute manpower. Also, it was concluded that a new schedule could be designed to eliminate the need to regularly pay overtime. Three operational parameters were considered in designing a new work schedule: (1) the requirement to staff the Airport 18 hours each day, seven days a week, (2) the need to conform to an 80-hour biweekly payroll period, and (3) the need to utilize the fewest number of officers possible in manning the Detail.

Two manpower scheduling approaches generally satisfy these parameters. The first is a five-day-on/two-day-off, three 8-hour shift approach with working hours of 6:00 a.m. to 2:00 p.m., 10:00 a.m. to 6:00 p.m., and 4:00 p.m. to midnight. The second

is a four-day-on/three-day-off, two 10-hour shift approach with working hours of 6:00 a.m. to 4:00 p.m. and 2:00 p.m. to midnight. Tables IV-1 and IV-2 reflect the work schedules of each of these two plans.

After considering ease of administration, numbers of shifts per day, effectiveness in manpower utilization, vacation and holiday relief, numbers of officers receiving weekend days off, and supervision, it was concluded that the four-day-on/three-day-off, two 10-hour shift approach had greater attributes. This approach is simple to administer; requires only the sergeant to serve as vacation relief, with holidays scheduled for double staffing days; provides one day a week in which everyone is on duty for training and coordination with other Department operations; permits easy rotation of staff among shifts and ensures each officer has at least one weekend day off. The other approach requires a sergeant and an officer to serve as vacation and holiday relief and does not permit all officers at some point during the week to have contact with each other.

To minimize the payment of overtime and to improve the administration of manpower scheduling, it was determined that the four-day-on/three-day-off scheduling approach should be implemented immediately rather than await approval along with other study recommendations. Police Department management reviewed the scheduling proposal and the new plan went into effect on September 6, 1982.

B. Vehicle Fueling

A Police Department vehicle is available for the exclusive use of the Airport Security Detail. The vehicle which was reassigned from Patrol is a marked 1980 Dodge equipped with a light bar, siren, police radio, Airport radio with Airport standard frequency, and an Airport ground control radio. The vehicle receives periodic use by the Airport Security Detail only and is inactive between midnight and 6:00 a.m., during which time the Detail is not staffed. The problem identified in this operational area is the need to leave Airport grounds to fuel the vehicle.

At the time of the study, the vehicle was fueled at the East Garage located at 2910 East Willamette Place. The most direct route from the Airport round trip was measured at 9.8 miles and the average round trip travel time was 21 minutes, not including the time for refueling the vehicle. This approach toward vehicle fueling

TABLE IV-1

5-Days-On, 2-Days-Off, Three 8-Hour Shift Plan

	M	T	W	T	F	S	S
Officer	1	1	1	1	1	X	X ⁽¹⁾
Officer	X	X	2	2	2	2	2
Officer	3	3	X	X	3	3	3
Officer	2	2	3	X	X	1	1
Sergeant	2	2	2	3	2	X	X
On Duty	4	4	4	3	4	3	3

TABLE IV-2

4-Days-on, 3-Days-Off, Two 10-Hour Shift Plan

	M	T	W	T	F	S	S
Officer	1	1	1	X	X	X	1
Officer	X	X	1	1	1	1	X
Officer	2	2	2	X	X	X	2
Officer	X	X	2	2	2	2	X
Sergeant ⁽²⁾ (10 AM-6 PM)						X	X
On Duty	3	3	5	3	3	2	2

NOTE: (1) X - Off Duty

(2) Sergeant not used in daily manning schedule, reserved for supervision only.

presented a problem when only one officer was on duty and the vehicle needed fueling. The officer could not leave to fuel the vehicle because it would negate his compliance with the ten-minute response time requirement. Also, his absence would violate the FAA requirement that at least one officer be on airport grounds at all times during airport operating hours. Although this problem could, for the most part, be solved by improved scheduling, it was determined the best solution would be to locate an alternative site on the Airport.

The Airport Manager suggested that on an as-needed basis this be rectified by refueling the vehicle at the Airport Fueling Depot located on the military portion of the Airport. This facility is staffed Monday through Friday from 8:00 a.m. to 4:30 p.m. At other times of the day, and on weekends, it was suggested that the police officers be given access to the secured Fuel Depot to fuel the vehicle themselves.

The distance from the main terminal to the Airport Fueling Depot is approximately 2.9 miles and the average round-trip travel time is approximately 12 minutes. This refueling alternative permits an officer enroute or at the Fueling Depot to return to the terminal within the ten-minute response time requirement. This refueling alternative has been implemented.

C. Communications

At the time of the study, the Airport Security Detail encompassed a communications network including five Motorola MX330 portable radios, two ground control radios (one portable and one mounted in the Airport Security Detail vehicle), a Motorola "Motran" radio, a four-channel Convertacom radio, and three Mountain Bell bellboy pagers. The five Motorola radios, the two ground control radios, and three bellboy pagers were furnished by the Airport. The four-channel Convertacom radio and the Motorola "Motran" radio are Police Department owned.

The five Motorola radios are equipped with two channels, Police Department Channel 1 and the Airport frequency. The Convertacom radio is equipped with Police Department Channels 1, 2, 3, and 4. The Motorola "Motran" radio is equipped with Police Department Channels 1 and 3 and the Airport frequency.

The Airport Security Detail vehicle is equipped with the four-channel Convertacom radio, the three-channel Motorola "Motran" radio, and the Airport ground control radio. These devices meet the communication requirements projected for an officer while in a mobile response mode.

The five Motorola MX330 portable radios and the three Mountain Bell bellboy pagers are for use by officers while on duty away from the screening area. Two of these radios are also used by the night security guard and the Weather Bureau Offices at hours when the Airport Security Detail is not operational. The pagers are to permit the Communications Center to notify the officers of the need to respond to the screening area. The radios are mainly for use by the officer to communicate with the Communications Center to gain insight to the nature of the response.

The Communications equipment consisting of the Mountain Bell bellboy pagers and Motorola MX330 portable radios are insufficient. The Mountain Bell bellboy pagers receive beeper messages only and cannot be used for transmitting or receiving verbal messages. The Motorola MX330 portable radios are equipped with only two channels and communication linkage with the Communications Center could be disrupted at times when Channel 1 is being utilized in a Code 1 mode.

To ensure that communication linkage between the officer and the Communications Center is ensured at all times, five additional Police Department pagers with voice paging capability were assigned, which permit the dispatcher to verbally advise officers of the reason for the page and as to the nature and anticipated duration of Channel 1 commitment for Code 1 purposes. These five pagers were placed into operation on October 14, 1982. It was determined that the two-channel radios should be replaced with six-channel radios equipped with Police Channels 1, 2, 3, 4, and 5 and the Airport frequency.

Procedures adopted with regard to the new pagers include:

1. After coming on duty, each officer must contact the Communications Center on Channel 3 requesting a test of the pager for both audible page tone and voice page.

2. Communications Center personnel must duplicate all messages transmitted over the pager.
3. The use of voice pagers be primarily restricted for dispatches requiring a response to the screening area.
4. Communications requiring a response to the screening area must be followed up by the officer notifying the Communications Center at such time as he is on scene at the screening area.

D. Training

Two types of specialized training are provided each officer at the time of his assignment to the Airport Security Detail. The first type involves basic orientation of duties of the assignment and policies and procedures that apply only to that particular duty assignment. This orientation is provided by the sergeant as supervisor of the Detail.

Airport Security Officers also receive comprehensive training by attending the Transportation Safety Institute School in Oklahoma City, Oklahoma. This school is under the auspices of the Department of Transportation and provides 40 hours of training in support of Federal Aviation Regulation Security Requirements. Subjects covered in this school include:

- * Federal Aviation Regulation 129 Foreign Air Carrier Security
- * Air Carrier Threat Evaluation
- * Air Carrier Security Programs
- * Pre-board Passenger Screening
- * Passenger Screening Stations
- * Detection Devices and X-rays
- * Special Screening Situations
- * Baggage Inspection
- * Legal Considerations
- * Aircraft Security

- * Aviation Explosives Security
- * Aircraft Ground Search Procedures
- * Airport Security - General Aviation
- * Airport Security - FAA Parts 107 and 108
- * Airport Emergency Procedures

All costs for officers to attend the school are funded by the Airport. Three of five officers assigned the Airport Security Detail have completed this training program.

Both types of training described above are directed to the newly assigned officer only and do not address the need for ongoing training to maintain service performance and to stay abreast of new and revised laws, policies, procedures, and rules regarding Airport and Police Department operations.

Upon reviewing all the study findings, it was concluded that a structured, formal in-service training program for Airport officers should be devised. A training needs assessment should be conducted and this effort, along with training program design and implementation, should be coordinated with the Police Department Training Office. Additionally, improved record keeping of all training should be maintained and copies of such records furnished the Training Office.

E. Work Load and Record Keeping

During the study it was noted that the Airport Security Detail was not responding to general calls for service on the civilian portion of the Airport. A police sector unit was being dispatched on such calls. An analysis of the manpower availability and work load revealed that sufficient time existed for this work load to be accommodated by the Airport Security Detail. Table IV-3 depicts arrests, case reports written and citations issued in 1981 and 1982. The Detail was instructed that in the future, only calls for service in which the investigation would be extremely lengthy could the incident be referred to a sector unit or to the Investigations Division. This expansion in responsibilities was made effective September 10, 1982.

The Airport Security Detail has also assumed responsibility for administering all found property. A review of this process revealed that such property

TABLE IV-3

Airport Security Detail
1981-82 Work Load Accomplishments

	<u>1981</u>	<u>1982</u>
I. Arrests		
Felony	0	3
Misdemeanor	<u>17</u>	<u>13</u>
Total	<u>17</u>	<u>16</u>
II. Case Reports		
Accidental Injury	3	1
Cold Accident	0	1
Aircraft Crashes	2	1
Burglary	1	1
Aggravated Robbery	0	1
Traffic Accident	1	1
Criminal Mischief	0	2
Weapons Violations	17	12
Possession of Drugs	0	1
Resisting Arrest	0	2
Lost or Stolen Item	0	1
Theft	<u>0</u>	<u>7</u>
Total	<u>24</u>	<u>31</u>
III. Parking Summonses	<u>(1)</u>	<u>3,570</u>

Note: (1) Not recorded

EXHIBIT IV-1

COLORADO SPRINGS MUNICIPAL AIRPORT
INCIDENT REPORT

Type of Incident _____ Date _____

Time of Incident _____ Time Arrived _____ Time Completed _____ Total _____

Name _____ DOB _____

Ht. _____ Wt. _____ Hair _____ Eyes _____ Sex _____ Race _____ SSN _____

Street Address _____ Home Ph _____ Bus Ph _____

City & State _____ Zip _____

Name _____ DOB _____

Ht. _____ Wt. _____ Hair _____ Eyes _____ Sex _____ Race _____ SSN _____

Street Address _____ Home Ph _____ Bus Ph _____

City & State _____ Zip _____

Vehicle/Aircraft Make _____ Mod _____ Yr _____ Color _____

VIN _____ Lic _____

Description of Incident _____

Action Taken or Disposition _____

WITNESS

Name _____ Street Address _____

City & State _____ Zip _____ Home Ph _____ Bus Ph _____

Reporting Officer _____ IBM _____ Case # _____ Acc # _____

was being retained indefinitely at the Airport which was deemed undesirable. This matter was discussed with the Department's property custodian and it was determined that this property should be transferred to the Custodian's Office, if not claimed after seven days.

Improved data collection was necessary for the record keeping process. Information relative to Airport incidents were presented in one of two formats. A police case report was prepared in all instances dictated by Police Department policy. Information on all other incidents was written in a memorandum and transmitted to the Airport Administrative Office only. Records of summonses issued by Airport Security Officers for parking violations were kept in the unit's time book. These summonses were transmitted to the Violations Bureau, with no copy being retained for Department record keeping purposes. Revenue derived from parking summonses is paid to the Airport. It was determined that a multi-use three-part, self-carbon form should be developed for collecting data on all incidents occurring on the Airport property requiring the presence of a Law Enforcement Officer. One copy would be maintained in the Airport Security Office, one transmitted to the Airport Administrative Office, and the other to the Special Operations Office. It should be titled "The Colorado Springs Municipal Airport Incident Report," and a draft copy is presented in Exhibit IV-1. The copy which is transmitted to the Special Operations Office should be passed on to the Communications Center for input to the computerized dispatch system. This form is now in use.

Additional necessary record keeping includes information regarding response times to the screening area and the need for the Airport Security Detail to prepare quarterly and annual reports reflecting manpower utilization and the level and nature of work load during those periods.

F. Business Relationship

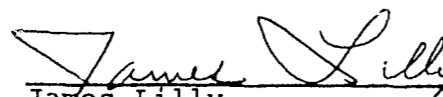
Staff of the Police Department and the Airport have always had an excellent relationship, which has improved since the Police Department began supporting the Airport in its Master Security Program. Communications between the Departments are excellent and police officers assigned to the Airport Security Detail have taken their duties seriously and diligently.

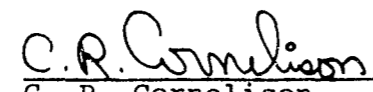
In order to ensure the continuity of this relationship and to comply with good business practices, the Airport security portion of this relationship should be in the form of a written agreement, an agreement not to introduce legalities and accountabilities, but only to firmly set out responsibilities of the parties, communications and procedures, and financial relationships. This type agreement will best ensure that should any differences surface, they are quickly and easily resolved. A draft agreement, reviewed and generally approved by Airport Administration and the Chief of Police, is attached.

The Police Department and the Airport annually determine the amount the Airport will reimburse the General Fund for expenses incurred by the Police Department in staffing the Detail. For 1983, the Airport has agreed to reimburse the General Fund approximately \$168,867. The basis on which this amount was calculated is identified in Table IV-4 and is expressed on a daily-cost basis. Daily costs associated with the Airport Security Detail approximately total \$621. Reimbursement from the Airport is made at the first of the month.

As expressed above, the Police Department does not track actual expenses for use in determining reimbursements that should be made by the Airport. Both the Police Department and the Airport believe the current approach of estimating costs to be fairly inexpensive and very manageable. To maintain an exact accounting of costs incurred by the Airport Security Detail, given the current state of the City's accounting system, would be somewhat complex, time-consuming, and considerably more expensive than the current approach.

Authored By:


 James Lilly
 Police Lieutenant


 C. R. Cornelison
 Police Sergeant

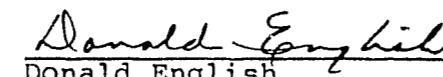

 Donald English
 Police Officer

TABLE IV-4

1983 Computed Daily Cost of
 Airport Security Detail Based On
 2,080 Hours Per Year Per Officer

Salaries			
Sergeant (\$28,236 annual salary)	\$108.60		
Police Officer First Class (four positions) (\$23,964 annual salary per officer)	<u>368.68</u>		
Total			\$477.28
Benefits			
Worker's Compensation (2.6%)	\$ 12.41		
Life Insurance (\$0.475 per \$1,000 of life insurance based on 1.5 times annual salary)	.34		
Pension (combination old/new plan - 14.9%)	71.11		
Health Insurance (family plan \$140.28 per month)	32.37		
Dental Insurance (\$9.43 per month)	<u>2.18</u>		
Total		<u>118.41</u>	
Total Salaries			\$595.69
Expenses			
Cleaning Allowance (\$350 per year per officer)	\$ 6.73		
Vehicle Maintenance (\$4,800/yr assumed)	<u>18.46</u>		
Total			<u>25.19</u>
Total Daily Cost			<u>\$620.88</u>

CONTINUED

3 OF 8

A G R E E M E N T

This AGREEMENT made and entered into this _____ day of _____, 1983, by and between the Colorado Springs Municipal Airport and the Colorado Springs Police Department.

I. Purpose of Agreement

To define the relationship between and basic responsibilities of the Colorado Springs Municipal Airport and the Colorado Springs Police Department relative to current and future specialized law enforcement support provided at the Municipal Airport.

II. Definitions

* Federal Aviation Regulations

Requirements established by the Federal Aviation Administration (FAA) regarding operation of airports, flights, and processes.

* Security Program

A program designed in accordance with Federal Aviation Regulations which provides for the safety of persons and property traveling by air transportation.

* Air Operations Area

That area of the airport used for landing, taking off, and maneuvering of aircraft.

* Law Enforcement Officer

An individual which, while on duty:

- Has probable cause arrest authority.
- Is readily identifiable by uniform and carries a badge.
- Is armed with a firearm and authorized to use it.
- Has completed a prescribed training program.

* Sterile Area

An area in which access is controlled by the inspection of persons and property in accordance with an approved security program.

III. Responsibilities

A. The Colorado Springs Municipal Airport is responsible for:

1. Developing and maintaining a Master Security Program in compliance with Federal Aviation Regulations.
2. Supporting the Colorado Springs Police Department in meeting its obligations as prescribed by the Airport Master Security Program.
3. Reimbursing the General Fund of the City of Colorado Springs for costs incurred by the Colorado Springs Police Department associated with its obligations for law enforcement support at the Airport, as follows:
 - a. The salaries and benefits for four (4) uniformed police officers, ranked as Police Officer First Class, as presently required.
 - b. The salary and benefits for one (1) uniformed Police Sergeant, as presently required.
 - c. Expenses for supplies, training and equipment necessary for the above-described officers to fulfill their law enforcement obligations at the Airport.
 - d. Expenses for fuel and maintenance, and replacement costs for one (1) marked police vehicle assigned to the Airport, as presently required.

B. The Colorado Springs Police Department is responsible for:

1. Providing all agreed-upon staff, supplies, materials, equipment, and support necessary to fully satisfy all Law Enforcement Officer obligations specified in the Airport Master Security Program and Federal Aviation Regulations, to enforce all federal, state, and local laws, and to render general security services. Proposed changes in Airport Security Detail personnel will be discussed with Airport Administration.
2. Rendering the following services:
 - a. On-site services required, as prescribed in the Airport Master Security Program.

- b. Enforcement on Airport property of all federal, state, and local laws.
 - c. General security services which shall include security checks of fence lines, buildings, hangars, the ramp and screening area.
 - d. Control of vehicles and pedestrian traffic.
 - e. Assist and aid persons on the Airport.
 - f. Maintain a "lost and found" program.
3. Assigning quality staff trained in Airport rules and regulations, all facets of airport security, law enforcement, and general security services.
 4. Rendering off-site support to the Airport Security Detail and police assistance as required between midnight and 6:00 a.m. daily (hours not presently covered by the Airport Security Detail).
 5. On or before June 1 of each year, providing the Airport with written estimates of costs for rendering agreed-upon levels of security service for the upcoming calendar year.

IV. Term

This AGREEMENT shall become effective on date executed and will continue indefinitely, unless otherwise cancelled by one or both parties or modified by both parties.

V. Operational Procedure

Officers assigned the Airport Security Detail shall comply with those operational procedures presented in the attached exhibit.

Colorado Springs Police Department

By: _____
Chief of Police

Colorado Springs Municipal Airport

By: _____
Director of Aviation

COLORADO SPRINGS MUNICIPAL AIRPORT

POLICE SECURITY PROCEDURES

I. Alerting Systems

- A. At all times while on duty, officers shall carry a pager and mobile radio.
- B. Officers shall remain mobile, either on foot or in a vehicle, throughout the terminal and Airport property.
- C. During Airport normal Administrative Office hours (8:00 a.m. - 5:00 p.m.), officers, while on foot patrol, shall monitor the Airport radio frequency. After normal business hours they shall monitor Colorado Springs Police Department Channel 1. Officers shall also remain alert for calls for assistance which may be reported over the Airport public address system.
- D. While officers are patrolling in a vehicle, they shall monitor Colorado Springs Police Department Channel 1 and the Airport radio frequency and, when traveling in the Air Operations Area, the ground control radio.
- E. Officers will assure a response to the screening area within ten minutes from receipt of a call for assistance.
- F. Officers will respond as quickly and safely as possible when summoned for all other non-screening related incidents that require the presence of a Law Enforcement Officer.
- G. In the event the alarm system at the screening area becomes inoperative, an officer will maintain a physical presence at the screening area until the alarm system is operative and any related problems are corrected.

II. Dangerous and Deadly Weapons at the Airport

A. Screening Area

1. Upon being notified that baggage being screened contains a dangerous or deadly weapon, explosives or incendiary device or that any unauthorized person is attempting to enter the sterile area with

a dangerous or deadly weapon, explosives or incendiary device, the officer will detain the person or owner of the baggage and confiscate the weapon. The weapon and the person will be kept separate.

2. The officer will notify the local Federal Bureau of Investigation (FBI) office. If the incident is after hours, 5:00 p.m. to 8:00 a.m., or during weekends or holidays, the officer will contact the Colorado Springs Police Department Communications Center and request they contact the local agent-on-call either through the local phone number or through the Denver FBI office.
3. After the FBI agent has been given details of the incident, the agent will decide if the FBI will file charges for the violation.
4. If the FBI decides to file charges, they will respond to the scene and conduct the investigation.
5. If the FBI declines to file charges and the subject was in possession of a loaded firearm, explosive or incendiary device as defined in Colorado Revised Statute (CRS) 1973 9-7-103, the subject shall be charged with a violation of CRS 18-9-118, "Firearms, Explosives, Incendiary Devices in Facility of Public Transportation," a Class 5 Felony.
6. If the FBI declines to file charges and the State statute does not apply, the subject shall be charged with a violation of City Ordinance 21-7-102, "Unlawful Concealment" and a summons issued.

B. Check-Through-Baggage.

1. If any type of explosive, incendiary device or loaded firearm with a live round under the firing pin is found in check-through-baggage, the FBI will file charges and will respond to the scene to conduct the investigation.
2. If a firearm is found in check-through-baggage and it is loaded, but without a live round under the firing pin, and the weapon has not been declared with the air carrier, the owner or person checking in the baggage shall be charged with a violation of CRS 18-9-118, "Firearm in Facility of Public Transportation," a Class 5 Felony.

3. Legal firearms may be shipped in check-through-baggage if:

- a. The owner of the baggage declares to the air carrier that a weapon is in the baggage.
- b. The owner declares that the weapon is unloaded and makes a written declaration of same.
 - 1) One copy of the declaration is placed inside the baggage.

C. Restricted Areas.

1. The FBI will be notified of all situations where a person is detected possessing a dangerous or deadly weapon, explosive, or incendiary device on any restricted portion of the Airport.
 - a. If the FBI decides to file charges, an agent will respond to the scene and conduct the investigation.
 - b. If the FBI declines to file charges, the officer shall charge the person with a violation of the appropriate State statute or City ordinance.

D. Terminal and Unrestricted Areas.

1. Persons in the terminal or in unrestricted areas of Airport property, who are in possession of a dangerous or deadly weapon, shall be charged with a violation of the appropriate State statute or City ordinance.
 - a. It is not necessary to notify the FBI unless there has been a violation of a federal law.

E. The officer will notify Airport Administration of any weapons or other identified violations and notify the Federal Aviation Administration (FAA) as required.

III. Bomb Threats

A. Airport Property

1. The Colorado Springs Police Department Explosives Unit will be called on all reported bomb threats on Airport property.

2. A case report of a bomb threat will be made by the Airport officer on duty, unless relieved by another officer.
 3. Members of the Explosives Unit will complete all follow-up supplemental reports.
 4. Bomb threats in the buildings or facilities at the Airport will be investigated in accordance with the Colorado Springs Police Department policies and procedures.
 5. The FBI will be notified of all reported bomb threats against Airport property; however, they may or may not respond to the scene.
 6. The Director of Aviation or his representative will immediately be notified of all bomb threats.
 - a. If the threat is received after normal working hours or on weekends or holidays, the Director of Aviation or his representative will be contacted at home.
 7. The Director of Aviation or his representative may order the evacuation of the terminal if a bomb threat is received against it.
 8. In the absence of the Director of Aviation or his representative, the Airport officer on duty may order the evacuation of the terminal if he deems it necessary.
- B. Commercial Aircraft
1. If an aircraft is in flight or if it is on the ground with the door closed and a bomb threat is received against it, the FAA and FBI will conduct the investigation.
 2. If an aircraft is on the ground with the door open and a bomb threat is received against it, the FBI will conduct the investigation.
 3. The Colorado Springs Police Department Explosives Unit will be called to assist on all bomb threats against aircraft, which are on the ground or inbound to Colorado Springs.
 4. Officers will not enter any aircraft on a reported bomb threat without authorization to do so by representatives of the FAA or FBI.

5. The air carriers will be responsible for the removal of baggage from an aircraft which has received a bomb threat against it.
 - a. The baggage will be inspected by members of the Explosives Unit.
 - b. Officers will not inspect the baggage without authorization to do so by members of the Explosives Unit.
 6. The Director of Aviation or his representative will immediately be notified of all bomb threats against aircraft.
 - a. If the bomb threat is received after normal working hours or on weekends or holidays, the Director of Aviation or his representative will be contacted at home.
- C. The Airport Administration will notify the FAA of all bomb threats.

IV. False Information

A. "Dumb Statements"

1. Definition

- a. Statements made by passengers at the screening area regarding weapons, explosives or incendiary devices which are either in their baggage or on board an aircraft and which are a poor attempt at humor.
2. Most "dumb statements" are recognized as such and either the screening personnel or the officer will caution the individual about making such statements.
3. Aggravated cases such as a hijacking hoax or statements made which would cause a delay in a flight or an inconvenience to other passengers or employees shall be investigated.
4. Prosecution of aggravated cases.
 - a. Notify the local FBI office and have the agent determine if the FBI will file charges.
 - b. If the FBI decides to file charges, an agent will respond to the scene.

c. Immediately notify the Director of Aviation or his representative and the FAA if required.

d. If the FBI decides not to file charges, the person may be charged with a violation of CRS 18-9-111(d), "Harassment."

V. Aircraft Crashes and Accidents

A. Commercial Aircraft

1. All reports of crashes and accidents involving commercial aircraft will be made to the FAA and National Transportation Safety Board (NTSB) by the tower personnel and/or the Director of Aviation or his representative.
2. All commercial aircraft crashes and accidents occurring either on or off Airport property will be investigated by the FAA and NTSB.
3. Commercial aircraft crashes and accidents occurring within the corporate limits of the City of Colorado Springs will also be investigated by a Traffic Unit from the Colorado Springs Police Department under the supervision of the FAA and NTSB.
 - a. Officers of the Colorado Springs Police Department will provide perimeter security and may take photographs if requested to do so by the Director of Aviation, his representative, or other official in charge.

B. General Aviation Aircraft

1. All reports of crashes and accidents involving general aviation aircraft will be made to the FAA by the tower personnel and/or Director of Aviation or his representative.
2. The NTSB and FAA will investigate crashes and accidents involving general aviation aircraft; however, depending on the type of aircraft and the severity of the accident, the investigative responsibility may be delegated to the General Aviation District Office.
3. General aviation aircraft crashes and accidents occurring within the corporate limits of the City of Colorado Springs will also be investigated by a Colorado Springs Police Department Traffic Unit or the Airport officer.

a. Officers of the Colorado Springs Police Department will provide perimeter security and may take photographs if requested to do so by the Director of Aviation, his representative, or other official in charge.

C. Military Aircraft

1. Military personnel will investigate all crashes and accidents involving military aircraft.

a. Officers of the Colorado Springs Police Department will render assistance if requested to do so.

D. Officer Emergency Relief

1. In the event the Airport officer's presence is required at the scene of an aircraft crash or other emergency which would create a prolonged absence from the terminal area, the officer shall immediately call for assistance to cover the terminal and screening area.

E. Emergency Plans

1. Airport Detail officers shall become familiar with the Airport Emergency Plan and the City Emergency Plan.

VI. Fires

A. Peterson Field Crash Fire Rescue Unit

1. Responds to all aircraft and grass fires on Airport property.
2. Has primary responsibility for structural fires on the military side of the Airport.
3. Assists the Colorado Springs Fire Department with structural fires on the civilian side of the Airport.

B. Colorado Springs Fire Department

1. Has primary responsibility for all structural fires on the civilian side of the Airport.
2. Assists on aircraft and grass fires on Airport property.

- a. Will be escorted by an Airport officer or Airport official if they must enter the Airport Operations Area.

C. Colorado Springs Police Department

1. Will provide crowd control, perimeter security and assist as needed at the request of the Director of Aviation or his representative.

VII. Reporting Procedures

A. Case Reports

1. Airport officers will be responsible for the investigation and applicable case report preparation of all incidents occurring on the civilian portion of the Airport.
 - a. Incidents requiring follow-up investigation or lengthy investigations may be referred to sector officers or the Investigations Division.
2. A copy of all case reports of those incidents occurring on Airport property will be maintained in the Airport Security Office, and a copy will be forwarded to the Airport Administrative Office.

B. Incident Reports

1. An Incident Report will be prepared on all incidents requiring police action.
2. The Incident Report will be prepared in addition to a case report.
3. A copy of each Incident Report will be maintained by the:
 - a. Airport Detail Supervisor
 - b. Airport Administration
 - c. Special Operations Commander
4. Incident Reports may be used in lieu of FAA Form 1650-8 Screening Activities Arrest Report.
5. Incident Reports may be used to record information for future reference.

- a. Officer observations which do not require action.
- b. Military aircraft crashes, etc.

C. Custody Reports

1. The arresting officer will be responsible for the preparation of Custody Reports and Preliminary Information Sheets on felony arrests.

D. Evidence

1. All evidence will be handled in accordance with Colorado Springs Police Department policies and procedures.

VIII. Found or Abandoned Property

- A. All found or abandoned property will be tagged with a Personal Property Tag and a Custodian's Invoice will be filled out.
- B. A description of the property will be entered in the Found or Abandoned Property Logbook along with the date of receipt, location found, the name of the person finding the property and which officer took control of it.
- C. A sequential control number will be obtained from the logbook, placed on the property tag, and under the article description on the Custodian's Invoice. Both copies of the invoice will be retained at the Airport Security Office with the property until it is transported to the Property Custodian's Office.
- D. When an article is returned to the owner, the release form on the reverse side of the Custodian's Invoice will be completed along with "Released To" and "Date Released" in the logbook.
- E. Found or abandoned property shall be retained at the Airport Security Office for a period not to exceed seven days. Items not returned to the owner within seven days shall be taken to the Colorado Springs Police Department Property Custodian's Office along with the Custodian's Invoice.
- F. Property of discernible, substantial value shall be turned into the Property Custodian's Office before the end of the officer's tour of duty.

1. If sufficient manpower is available, the Airport officer will be responsible for transporting the property to the Custodian's Office.
2. If sufficient manpower is not available, a sector car may be called to transport the property.

(Upon installation of property lockers at the East Substation, officers may have the option of transporting the property to that location.)

IX. Suspicious Abandoned Parcels

- A. Extreme caution should be exercised when abandoned parcels are observed.
- B. Officers should consider that any abandoned parcel may contain explosives, incendiary devices, or hazardous materials.
- C. If a suspicious abandoned parcel is observed, officers should:
 1. Isolate the parcel.
 2. Keep the area clear of unauthorized persons.
 3. Maintain visual contact with the parcel.
 4. Notify the Explosives Unit.
 5. Notify the Director of Aviation or his designated representative.
- D. If the parcel is declared safe by the Explosives Unit, it shall be handled in accordance with the procedure for Found Property.

X. Ground Travel on Airport Operations Area

- A. Ramp Travel
 1. Ground vehicles may travel on the ramp without clearance from the tower Ground Control, but the police vehicle must monitor the tower radio.
- B. Taxiway and Runway Travel
 1. Ground vehicles will contact the tower Ground Control and obtain authorization prior to using or crossing any taxiway or runway.

2. Vehicles not equipped with a Ground Control radio will be escorted by a vehicle so equipped.
3. Visual contact must be maintained with the cab on top of the tower for light signals in the event of a radio malfunction.
 - a. Steady Green - Cleared to cross or proceed as directed.
 - b. Steady Red - All movement of vehicles, equipment, or personnel must stop. Not cleared to proceed.
 - c. Flashing Red - Vehicles, equipment, and personnel must immediately clear (get off) the taxiway and/or runway.
 - d. Flashing White - Vehicle must return to starting point on Airport.
 - e. Alternating Red and Green - General warning, exercise extreme caution.

C. Aircraft Right of Way

1. Aircraft always have the right of way.
2. Ground vehicles must maintain a distance of at least 150 feet from any moving aircraft and a distance of at least 25 feet from any parked aircraft.
3. Extreme caution should be used if a ground vehicle must pass in front of an aircraft regardless of whether the aircraft is in motion or stationary.

XI. Training

- A. The supervisor in charge of the Airport Security Detail or his designee shall be responsible for providing initial and continuing training for the officers assigned to the Colorado Springs Municipal Airport so the necessary skill levels may be maintained. Such training shall be coordinated with the Police Department's Training Unit.
- B. Subject matter and frequency of training shall be at the discretion of the supervisor or his designee, and approved by the Police Department's training officer, to assure compliance with FAA requirements, if any.

C. Accurate training records shall be maintained by the supervisor, with a copy forwarded to the Training Division, and shall include:

1. Date of training
2. Subject matter
3. Names of officers attending
4. Names of instructors and/or guest speakers
5. Location of training
6. Time expended on training
7. Goals and objectives

XII. Colorado Springs Police Department Policies and Procedures

A. In addition to the procedures outlined above, the officers assigned to the Colorado Springs Municipal Airport will comply with the policies and procedures as specified in the Colorado Springs Police Department Operations Manual.

CHAPTER V

TRAFFIC OPERATIONS

SUMMARY

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 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

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.

RECOMMENDATIONS

- (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 Chapter Section XIII.
 - (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.
- (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) Making use of 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.

STUDY FINDINGS

I. Introduction

This is an analysis of the traffic operations of the Colorado Springs Police Department. It is, for a number of reasons, a particularly timely inquiry. The City's population has increased from 176,620 in 1975 to 228,500 in 1982, a 3.75 percent annual growth rate which, it is believed, will be matched or exceeded in future years. At the same time, the resources available for highway construction and maintenance are decreasing. It is believed that the combination of these two factors will result in greater congestion and traffic accidents in future years. The current Colorado Springs police traffic approaches need to be evaluated in light of the current level of traffic accidents and safety problems and with respect to the increased demand for traffic services expected in the future.

In a recent report, the National Highway Traffic Safety Administration predicted that a number of factors will affect the incident of traffic fatalities from 1980 to 1990. The factors and their anticipated outcomes are:

<u>Traffic Factor</u>	<u>Increase/Decrease Fatalities</u>
A greater percentage of smaller and lighter vehicles	+10,000
Increase in number of licensed drivers	+ 5,000
Somewhat older driving population (percent under 25)	- 3,000
An increase in vehicles and travel per licensed driver	+ 4,000
Repeal of the 55-miles-per-hour speed limit	up to + 5,000
Increased use of motorcycles, mopeds, and bicycles	+ 2,500
Increase in pedestrian fatalities	+ 5,000

The personal and financial loss caused by traffic accidents is staggering. The National Safety Council (Accident Facts, 1981 Edition) estimates that in 1980, the loss from traffic accidents (not including costs of governmental agencies and time lost due to employee injury) was \$39.3 billion. The loss from alcohol-related accidents alone (including lost productivity) was \$24 billion. More than 11 million American families have seen a member killed or seriously injured by a drunk driver in the past ten years.

In 1982, there were 12,593 traffic accidents reported in Colorado Springs, or one accident every 41 minutes. Using data supplied by the National Safety Council (1979) for the average cost of traffic accidents, the cost of accidents in this City can be estimated.

COST OF COLORADO SPRINGS ACCIDENTS, 1982

<u>Type Accident</u>	<u>Number of Accidents</u>	<u>Cost Per Accident</u>	<u>Total Cost</u>
Fatals	29	\$160,000	\$ 4,640,000
Injury	2,198	6,200	13,627,600
Property Damage	10,365	870	9,018,420
Total			<u>\$27,286,020</u>

This cost is more than double the \$10,611,248 of property stolen in 1982 in the City.

The National Safety Council uses two parameters to measure the safety of a community. Cities are ranked by fatal accidents per 100,000 population and per 10,000 registered vehicles. In the 17 cities surveyed with populations of 200,000 to 350,000, the rates and their ranking are shown on the next page. As can be noted, Colorado Springs is one of the 17 cities surveyed. In 1980, it experienced 13.5 fatal accidents per 100,000 population and 1.8 fatal accidents per 10,000 registered vehicles. It ranked eighth among the 17 cities in fatal accidents per 100,000 population and sixth in fatal accidents per 10,000 registered vehicles. Both rates were slightly better than the average rates for all cities.

TABLE V-1

COMPARISON OF ACCIDENTS IN SEVENTEEN CITIES IN 1980

City (Listed Alphabetically)	Fatal Accidents Per 100,000 Population		Fatal Accidents Per 10,000 Registered Vehicles	
	Rate	Rank	Rate	Rank
Albuquerque, NM	16.9	15	2.1	8
Anaheim, CA	10.6	14	1.3	3
Anchorage, AK	11.9	6	1.3	3
Austin, TX	16.0	12	2.0	7
Baton Rouge, LA	11.3	4	2.5	9
Birmingham, AL	13.6	9	1.8	6
Colorado Springs, CO*	13.5	8	1.8	6
Corpus Christi, TX	19.1	16	2.6	10
Mobile, AL	15.4	11	2.9	11
Oakland, CA	10.0	3	1.7	5
Richmond, VA	4.1	1	0.6	1
Rochester, NY	7.5	2	1.0	2
Shreveport, LA	12.9	7	1.8	6
Tampa, FL	14.4	10	1.6	4
Tucson, AZ	28.7	17	4.4	12
Virginia Beach, VA	11.8	5	2.0	7
Wichita, KS	16.4	13	2.0	7
All Cities	14.2		2.0	

NOTE: Rank is by best to worse case.

The objective of this study is to determine the extent to which the Colorado Springs Police Department has an effective plan for managing its traffic enforcement responsibilities. Further, recommendations are developed for improving the delivery of such traffic services as the need might exist. The primary methodology is an analysis of existing operations and experiences and observations of officers involved in traffic activity. It is the hope of the authors that any recommendations provided will facilitate accident reductions.

II. Police Department Traffic Responsibilities

It is important that this City's Police Department, the City Attorney, and the Municipal Court have common objectives and work in harmony in the traffic enforcement process. Each plays an important role in the program. Administrative coordination is extremely important if all these resources are to be efficiently and effectively utilized.

The legal responsibilities for police traffic services are established in Chapter 22, Article 1, of the Code of the City of Colorado Springs. These responsibilities are rather specific and provide an excellent basis for evaluating the Department's traffic service performance. Some of the more pertinent sections are as follows:

22-1-301: TRAFFIC DUTIES OF THE POLICE DEPARTMENT:

It shall be the duty of the Chief of Police and other members of the Police Department to enforce the provisions of this Chapter and the State Motor Vehicle laws applicable to traffic in this City, to make arrests for traffic violations, to investigate traffic accidents, to cooperate with the Traffic Engineer and/or other officials of this City in the administration of this Chapter and in developing ways and means to improve traffic conditions, and to carry out those duties especially imposed by this Chapter. (Ord. 75-86; 1968 Code § 6-26-1)

22-1-304: TRAFFIC ACCIDENT STUDIES:

Whenever the accidents at any particular location or along any particular street or highway within this City become numerous, the Police Department shall cooperate with the Traffic Engineer or other designated official responsible for traffic operations in conducting studies of such accidents and determining remedial or corrective measures. (Ord. 75-86; 1968 Code § 6-26-4)

22-1-306: DRIVERS' RECORDS MAINTAINED AND STUDIED:

A. The Police Department or the Traffic Violations Bureau shall maintain a suitable record of all traffic accidents, warnings, arrests, convictions and complaints reported for each driver, which shall be filed alphabetically under the name of the driver concerned.

B. Said Department shall study the cases of all drivers charged with frequent or serious violations of the traffic laws or involved in frequent accidents or any serious accident, and shall attempt to discover the reasons therefor, and shall take whatever lawful and reasonable steps to prevent further violations and accidents including, where desirable, recommendations to the proper authorities for the suspension or revocation of the driver's licenses of such persons.

C. Such records shall accumulate during at least a three-year period and from that time on, such records shall be maintained complete for at least the most recent three-year period. (Ord. 75-86; 1968 Code § 6-26-6)

22-1-307: ANNUAL TRAFFIC SAFETY REPORT:

The Police Department shall prepare an annual traffic report which shall be filed with the City Manager and shall contain information on traffic matters in this City as follows:

- A. The finances, personnel, training, facilities and physical plant of the Department;
- B. The number of traffic accidents, the number of persons killed, the number of persons injured, and other pertinent traffic accident data;
- C. The number of traffic accidents investigated and other pertinent data on the safety activities of the police;
- D. The number and types of traffic violations and totals of each type of violation;
- E. The plans and recommendations of the Department for future traffic safety activities. (Ord. 75-86; 1968 Code § 6-26-7)

III. Traffic Enforcement Objective/Guidelines

Objectives for the delivery of traffic services are set forth in the Police Department's Operations Manual and in the City's Budget. Section L 1400.2 of the Department's Manual presents these objectives, the most important of which is:

ENFORCEMENT - TRAFFIC LAWS: The traffic enforcement objective of the Colorado Springs Police Department is to reduce traffic accidents and to aid in the safe and expeditious flow of vehicular and pedestrian traffic. The Department seeks to achieve this objective through a combination of effective enforcement, public education, and cooperation with the City's Traffic Engineer.

Traffic enforcement objectives are also included in the City's Budget. The 1983 Budget objectives are as set forth in the Police Uniform Services Budget Program and are:

1. Continue a selective traffic enforcement program that applies the enforcement effort against the types of violations which are causing accidents at the times and places when and where accidents are occurring;
2. Increase D.U.I. arrests to 3,500;
3. Maintain the clearance rate for hit and run accidents.

Measurement indicators for these objectives include the following:

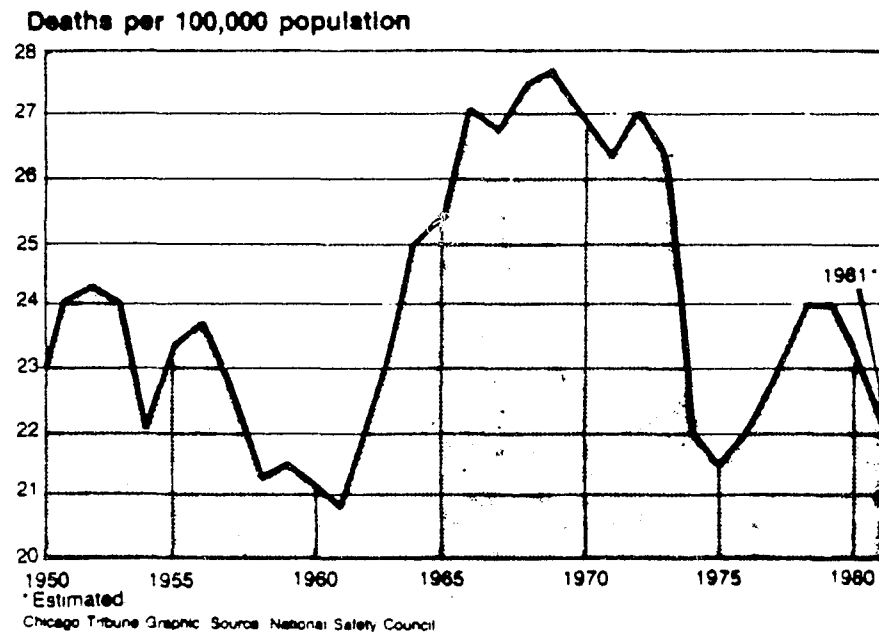
<u>Measurement Indicators</u>	<u>1981 Actual</u>	<u>1982 Estimate</u>	<u>1983 Estimate</u>
Selective Traffic Enforcement Locations	20	20	20
Arrest for D.U.I.	2,225	2,000	3,500
Hit and Run Clearance Rate	33.7%	30%	30%
Hit and Run Clearance Rate w/Follow-Up Information	60.8%	70%	70%

IV. Historical Traffic Safety Trends

The National Transportation Safety Board recently reported that the number of highway traffic deaths fell by 11 percent to 43,990 during the last year (see Figure V-1 for vehicle death rate trends). This is the lowest level of highway traffic deaths since 1963 when 41,723 people were killed on the nation's highways. The chairman of the National Transportation Safety Board has indicated that the reduced number of fatalities may be more a result of reduced driving during the economic recession than safer driving or the improved design of cars.

FIGURE V-1

Motor vehicle death rate 1950-'81



The City of Colorado Springs has experienced only a slight increase in the number of accidents reported between 1975 and 1982. Figure V-2 reflects the number of accidents occurring over this period of time. The number of accidents increased from 8,043 in 1975 to 9,379 in 1982, an overall annual increase of 2.22 percent. Population of the City during this same period increased from 176,620 to 228,500, or 3.75 annual percent. Thus, accidents have increased annually at a rate less than that experienced in population increase.

FIGURE V-2

COLORADO SPRINGS POLICE DEPARTMENT
NUMBER OF ACCIDENTS
REPORTED TO POLICE

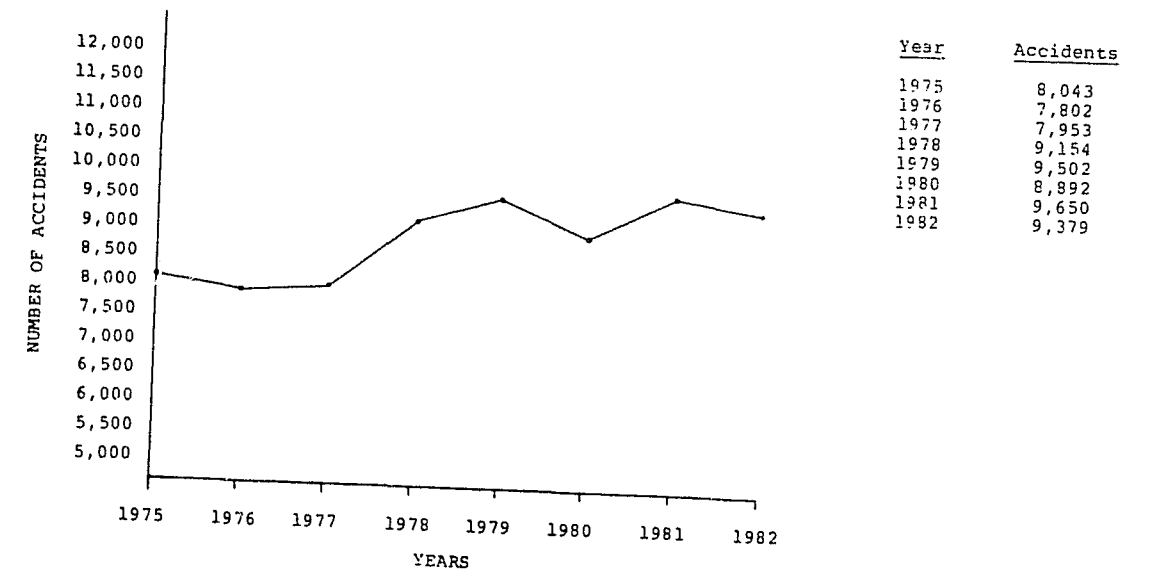


Figure V-3 demonstrates this fact by reflecting the number of accidents per 1,000 population. Accidents per 1,000 population in 1975 total 45.5, and decreased over the seven-year period to 41.05 in 1982.

FIGURE V-3

COLORADO SPRINGS POLICE DEPARTMENT
NUMBER OF ACCIDENTS
PER THOUSAND POPULATION
REPORTED TO POLICE

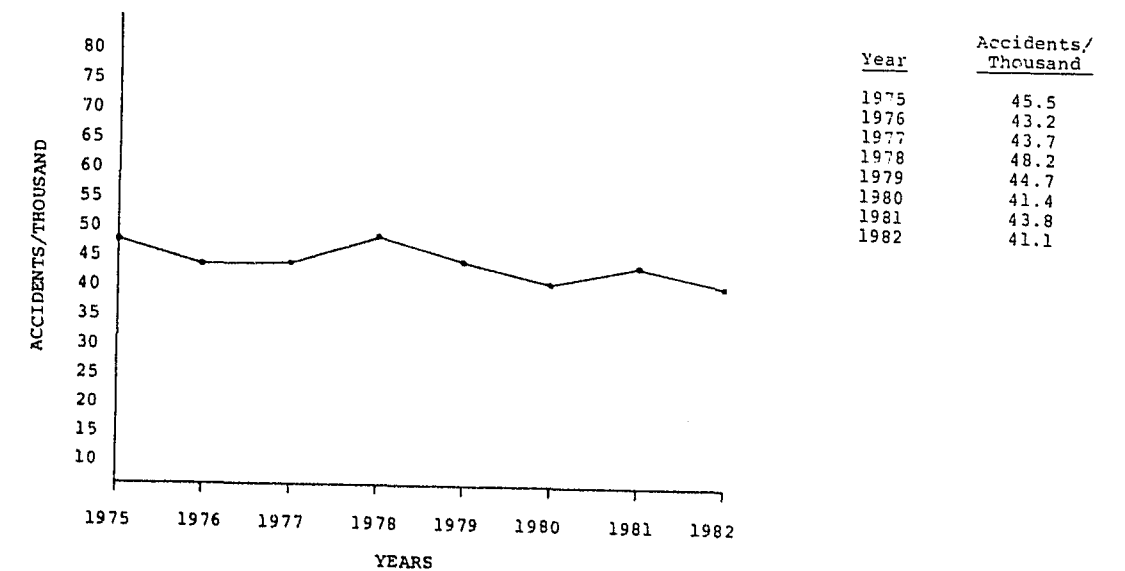
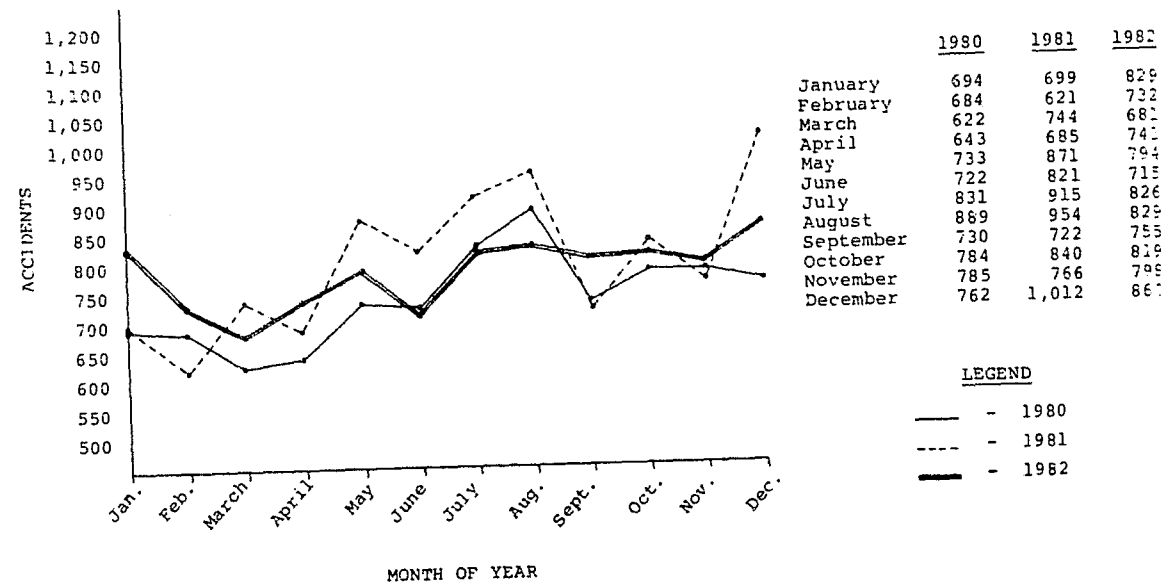


Figure V-4 presents accidents by month for 1980, 1981, and 1982. This figure reflects that approximately the same number of accidents occur each month and that when there is a slight deviation in a given month, such deviation is experienced each year.

FIGURE V-4

COLORADO SPRINGS POLICE DEPARTMENT
ACCIDENTS BY MONTH
1980-1982



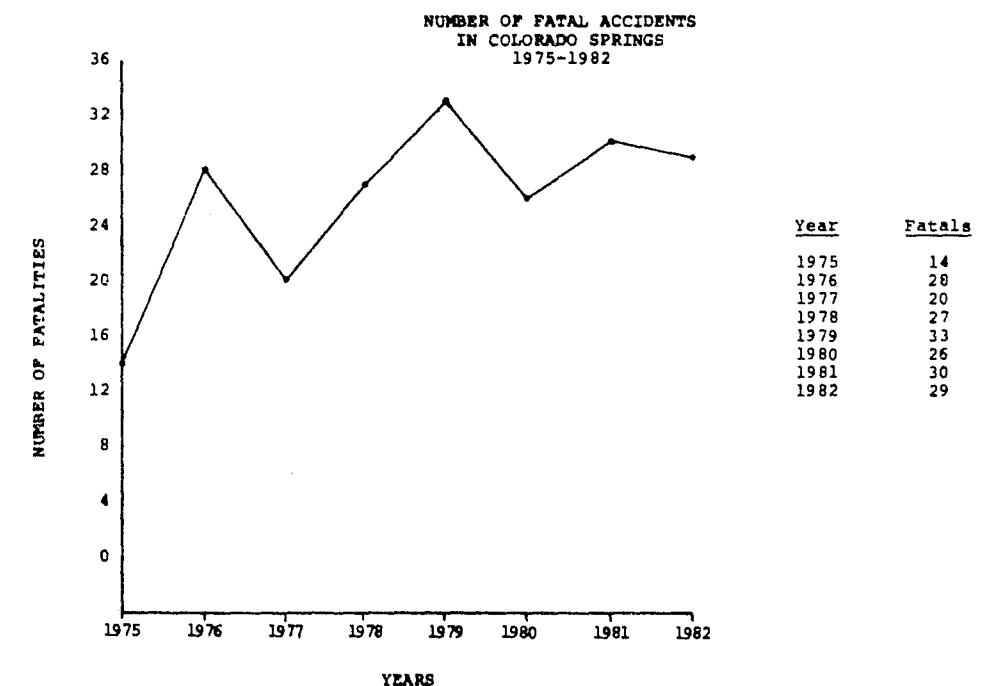
These statistics reflect reported accidents only, which do not include accidents reported by the use of the cold accident report form. This form is given to traffic accident victims of minor accidents for their completion and mail in to the Police Department. It may be that by adding accidents reported by cold accident reports to other accidents, the total may represent an accident rate higher than population increase rate.

The "cold" traffic accident report is designed to collect data from traffic accidents in those cases where an on-scene investigation is not feasible. During times of inclement weather, the number of accidents often exceeds the number of officers available to conduct on-scene investigations. The shift commander or the on-duty traffic supervisor has the authority to suspend on-scene investigations. In such times the cold report is used in those accidents where there is no injury or where the vehicles can be driven from the scene. Officers respond to accident scenes, facilitate the return of traffic to its normal flow, and distribute

the cold traffic accident forms. Citizens can then either mail in the report or return it in person at Headquarters. The form is also used on private property accidents and when persons report accidents for insurance purposes only. A copy of this form is presented in Figure V-5.

More important than the number of traffic accidents occurring is the number of traffic fatalities being experienced. The statistic of traffic accidents occurring does not reflect the severity of the accident. Probably a better gauge of the degree of traffic safety problem that exists is the number of fatalities that occur which typically is expressed by 100,000 population or per 10,000 registered vehicles. Figure V-6 presents the number of traffic fatalities that have occurred in the City between 1975 and 1982. There were 14 fatalities in 1975, increasing to 29 in 1982, for an overall annual increase of 10.95 percent. Over the last 17 years, fatalities have increased from 8 in 1966 to 29 in 1982, an annual increase of 8.38 percent. These increases are substantially greater than the increase in population.

FIGURE V-6



V. Traffic Management Program

A. Police Components

Section IV above presented a traffic fatality picture for the City during recent years. The level and trend of traffic fatalities is at what should be an unacceptable high level. This level and trend can only be impacted on through a well thought-out and concerted accident prevention program. The Department's D.U.I. program efforts have certainly helped the situation; however, new and improved enforcement methods are in order. Such new traffic enforcement approaches should be the direct product of the development and implementation of a traffic management program.

The major components of an effective traffic management program, as detailed in "Effectiveness and Efficiencies in Police Traffic Services Programs" by the National Highway Traffic Safety Administration, include:

- * Training
- * Management
- * Selective Enforcement
- * Accident Investigations
- * Hazardous Condition Control
- * Planning
- * Evaluation

Both uniform and periodic training in all aspects of police functions relative to driver, vehicular, and pedestrian highway safety, including the use of appropriate instructional materials and techniques, is required. The management component consists of organization, rules, policies, and procedures for personnel assigned traffic duties. Included is cost-effective operational strategies, analysis, interpretation and use of accident and other traffic records for management decision-making purposes, court appearances, and prompt and reliable post-accident response, including skilled aid for the injured and control of hazardous conditions and materials and other post-accident responsibilities. Selective enforcement is the cost-

effective approach under which personnel are assigned for the purpose of reducing accidents, injuries, fatalities, and the costs of accidents. Accident investigation involves use of the forms and procedures for investigating recording and reporting of accidents. Hazardous conditions involves the recognizing, reporting, and controlling of hazardous highway defects and conditions. The planning component involves the regular examination of new developments in highway safety and/or police traffic safety services area for the purpose of identifying and developing new programs and responses to current traffic problems. No management program can be complete without the appropriate and periodic evaluation of all the operating and support program components, i.e., are the goals and objectives being met on a cost-effective basis? Both program and officer evaluation must be completed.

B. Traffic Engineer Components

The efforts of the City's Traffic Engineering Office have a tremendous impact on traffic officer manpower distribution. Optimum traffic control installations may reduce the need for traffic officers, thus making manpower available for patrol and other duty. When there are fewer citizen complaints, the highest optimal traffic flow, and fewer accidents, demands on traffic officers' time are reduced.

The duties and powers of this City's Traffic Engineer are set forth in the Colorado Springs City Code, Chapter 22, Article I, Section 309, and are stated as follows:

It shall be the general duty of the Traffic Engineer to determine the installation and proper timing and maintenance of official traffic control devices, to conduct analysis of traffic accidents and to devise remedial or corrective measures, to conduct investigation of traffic conditions, to plan the operation of traffic on the streets and highways of this City, and to cooperate with other City officials in the development of ways and means to improve traffic conditions and to carry out such additional powers and duties as are imposed by this chapter.

One of the departments the Traffic Engineer works very closely with is the Colorado Springs Police Department. As reflected in Section II of this chapter, the Police Department is required to cooperate with the Traffic Engineer in conducting studies of accidents for the purpose of determining remedial and corrective measures. Further, the Police Department, in its annual traffic safety report to the City Manager, is required to identify plans and recommendations of the Department for future traffic safety activities. Thus, each has a sizeable responsibility in the City's transportation safety program. Whereas the Traffic Engineer's responsibilities are aligned to the planning, engineering, and administration of the City's transportation system, the Police Department's responsibilities are more directed toward the enforcement of state and city vehicle laws and providing data to the Traffic Engineer and others on ways and means to improve traffic conditions.

C. Working Relationships

In the 1950's and early 1960's, a close working relationship generally existed between police agencies and traffic engineering offices. A great degree of importance was given the "three E's": education of driver behavior, engineering, and enforcement. These agencies worked closely together in planning and administering a transportation program encompassing these three basic transportation functions. Police being trained in traffic control and enforcement activities offered, on an ongoing basis, sound advice to transportation engineers and probable responses to expansions and changes contemplated to the transportation system. In the mid-60's, however, huge amounts of federal and state funds were injected with which to design and construct new transportation projects. In concert with this action, transportation planning became increasingly divorced from project implementation considerations. The working relationship between the traffic engineer and the police agency diminished considerably during this period of time.

Beginning in 1975, promulgation of federal transportation planning regulations were altered considerably. During the entire previous decade of transportation planning, the solution to trans-

portation problems was generally found by investing greater sums in capacity expansion. The new 1975 federal regulations were designed to improve the existing transportation network through operating, regulatory, and service policies. The new types of projects emphasized by the new federal regulations included such concepts as restricted carpool lanes on freeways and restricted downtown parking projects. The new federal regulation emphasis, by necessity, has resulted in a return to a close working relationship between transportation planners and police agencies. Most of this working relationship, however, is based on day-to-day problem solving. It normally has not involved police agencies participating on an ongoing basis in long-range transportation planning processes.

Currently, there is an extremely good amount of cooperation between the Traffic Engineering Office and the Colorado Springs Police Department traffic operations. However, the working relationship between these agencies is based on day-to-day operational concerns only. Although there may be communications concerning a new stop sign or changing a speed limit, there is little input from the Police Department on environmental design issues.

Transportation safety can be improved substantially by traffic officers improving their direction and accomplishments in the enforcement of traffic controls and investigation of traffic accidents. Also, improved traffic accident data and planning systems can and should be submitted by the Police Department to the Traffic Engineer as a basis for improved traffic systems. It is the public that suffers when there is less than maximum working relationship between these two agencies.

The Police Department needs to become actively involved in the transportation planning process. The City maintains a Land Use Technical Committee that reviews all planning and zoning decisions of a major nature. Many transportation planning issues are included on its agenda. The Police Department has previously been represented on this committee; however, no one has attended in almost two years. The Police Department needs to renew its participation on this committee.

VI. Police Traffic Management Study, 1979

In September of 1979, the Arthur Young and Company completed for the Colorado Springs Police Department a police traffic services management study. The central objective of this study was to develop a plan for the Department to manage its traffic enforcement responsibilities; however, it also provided:

1. An assessment of current police traffic services functions, including its strengths and weaknesses.
2. An identification of police traffic service needs.
3. An analysis of community growth trends and their impact on police traffic services in the next five-year period.
4. An identification of opportunities for improvement in management operations of the delivery of police traffic services.
5. The development of recommendations to improve police traffic services' delivery effectiveness.
6. An assessment of present and future use of automation of information to support traffic planning analysis and evaluation efforts.
7. The development of a five-year plan.

Largely speaking, the Department's legal responsibilities and goals and objectives in the area of traffic services at the time the Arthur Young and Company study was completed are identical to those that exist at this time. The report presented several areas in which the Department's traffic activities were inefficient and ineffective. Some of the problem areas identified are as follows:

1. There are several inconsistencies in traffic accident data.
2. Productivity with respect to enforcement activities by both patrol and traffic officers is low. Tickets issued by traffic officers in 1978 are slightly more than two citations per shift worked. While this level of enforcement activity might be reasonable if officers were busy and not available for enforcement or general patrol efforts, such was not the case. Neither traffic nor patrol officers were

assigned an excessive number of accident investigations, an average of approximately one per shift per traffic officer.

3. The emphasis in enforcement was on speeding, stop sign violations, and careless driving, and that too little emphasis was given to accident-causing actions such as right-of-way and improper turn violations.
4. The percent of accidents investigated by police where tickets were issued was exceedingly low.
5. Data are not developed nor used for the purpose of assessing the effectiveness of enforcement efforts or measuring productivity and work load requirements.
6. There are a few unit meetings and no lineup is held for traffic personnel.
7. Although the Department has a policy manual covering accident investigative activities and general traffic services, there are no formal written policies for the Traffic Unit.
8. There are no policies with respect to performance standards, locations of enforcement activities, D.U.I. arrests, tolerance, or the issuance of warnings.
9. Reports are not necessarily completed on the day the accident is investigated but may be filled out some days later.
10. No supervisors regularly or routinely monitor or observe officers' court appearances.
11. The level of enforcement activity is not sufficient to positively impact (decrease) the occurrence of traffic accidents.

The report presented several recommendations of a management, organizational, operational, and procedural nature. The more important of these recommendations addressed the need to establish more specific goals relative to the short and long term, to establish priorities for allocating resources, and to provide a system by which the goals and objectives could effectively be monitored.

The majority of the police traffic management study recommendations were not implemented, which was because of the lack of management support for the recommenda-

tions submitted. At the time of the study, the Department was not adequately meeting its responsibilities and there existed no traffic management program. As a result, productivity and program effectiveness is very low. A traffic management program has yet to be developed and, as a result, productivity and program effectiveness remain at a particularly low level.

At the time the report was released, a number of officers purported that the proposal to establish minimum performance standards was, in effect, the establishment of quotas. There was substantial news media coverage and Council consideration given to this matter. The Chief of Police gave assurance that the Department had not and would never establish a quota system for the issuance of warnings or citations. The perception that the report solely proposed performance criteria was incorrect. More specifically, it simply proposed the development and administration of a comprehensive short- and long-range traffic management program. The recommendations were sound and, if implemented, might have prevented the accident levels experienced in the last few years.

VII. Traffic Enforcement Performance

A. Historical Perspective, 1970-1982

There are various techniques that are used to evaluate traffic enforcement performance. The majority of these indicators were developed in the 1940's and none have received any significant improvement since that time. Although traffic engineers use fairly sophisticated statistical techniques to determine the extent to which a particular accident reduction countermeasure might be effective, none of them are very effective in determining the extent to which traffic enforcement successfully reduces accidents, particularly the more severe accidents.

Probably the most frequently used indicator of traffic enforcement performance is the Enforcement Index. The Enforcement Index is arrived at by dividing the number of convictions for hazardous moving violations by the number of injury and fatal accidents. An effective enforcement program dictates that the Enforcement Index will never be less than 20. The Enforcement Index assumes a direct cause-and-effect relationship exists between the number of tickets issued and the occurrence of injury and fatal accidents.

Two problems were encountered in determining the Enforcement Index for the City of Colorado Springs. First, the City does not record traffic conviction rates. Second, the City does not record those violations which were considered of a hazardous nature. To resolve these problems, the Enforcement Index was calculated based upon using the total number of moving violations issued and assuming a 90 percent conviction rate. Table V-2 identifies the number of tickets issued, the number of those convicted based on a 90 percent conviction rate of tickets issued, the number of injury and fatal accidents, and the derived Enforcement Index value. Statistics were unavailable for calendar years 1971 and 1974.

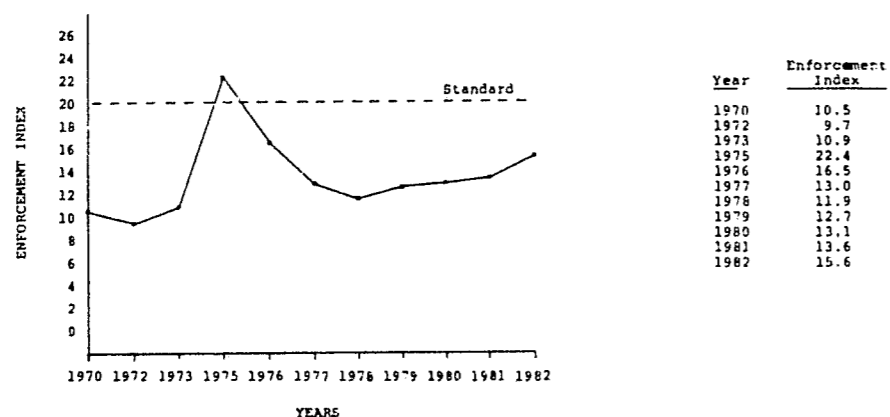
TABLE V-2

ENFORCEMENT INDEX				
Year	(A) Tickets	(B) 90% Conviction Rate	(C) Injury & Fatal Accidents	(B÷C) Enforcement Index
1970	17,410	15,669	1,484	10.5
1971	NA	NA	NA	NA
1972	19,078	17,170	1,768	9.7
1973	22,380	20,142	1,832	10.9
1974	NA	NA	NA	NA
1975	37,813	34,031	1,519	22.4
1976	33,382	30,043	1,819	16.5
1977	28,748	35,873	1,985	13.0
1978	28,479	25,631	2,148	11.9
1979	32,021	28,818	2,266	12.7
1980	33,182	29,863	2,277	13.1
1981	35,760	32,184	2,350	13.6
1982	38,525	34,672	2,227	15.6

Figure V-8 compares the Enforcement Index calculated for the Colorado Springs Police Department to the standard Enforcement Index which minimally should be attained. As can be seen, 1975 was the only year the Department met the recommended Enforcement Index of 20; however, the Department's performance has improved slightly since 1978, rising from 11.9 to 15.6. In 1982, the number of tickets the Department would have issued had it attained the recommended Enforcement Index of 20 is 48,994 tickets, or 10,469 greater than the number actually issued.

FIGURE V-8

COLORADO SPRINGS POLICE DEPARTMENT
TRAFFIC ENFORCEMENT PERFORMANCE
1970-1982



B. Tickets Compared to Accidents by Time of Day

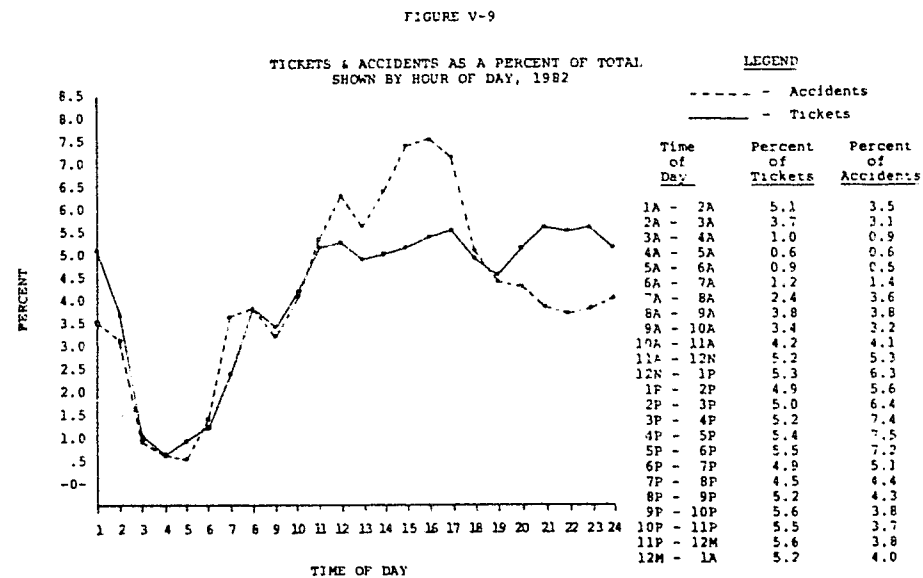
Table V-3 reflects the number of regular tickets issued and percent of total and the number of accidents that occurred and percent of total for 1982 by time of day.

TABLE V-3

COLORADO SPRINGS POLICE DEPARTMENT
TICKETS AND ACCIDENTS BY HOUR OF DAY, 1982

Time of Day	Regular Tickets Issued		Accidents	
	Number	Percent	Number	Percent
1A - 2A	1,977	5.1	328	3.5
2A - 3A	1,442	3.7	294	3.1
3A - 4A	420	1.0	89	0.9
4A - 5A	257	0.6	58	0.6
5A - 6A	351	0.9	46	0.5
6A - 7A	494	1.2	140	1.4
7A - 8A	947	2.4	342	3.6
8A - 9A	1,470	3.8	362	3.8
9A - 10A	1,339	3.4	306	3.2
10A - 11A	1,634	4.2	386	4.1
11A - 12N	2,017	5.2	498	5.3
12N - 1P	2,052	5.3	596	6.3
1P - 2P	1,888	4.9	522	5.6
2P - 3P	1,956	5.0	602	6.4
3P - 4P	2,015	5.2	698	7.4
4P - 5P	2,078	5.4	707	7.5
5P - 6P	2,130	5.5	675	7.2
6P - 7P	1,885	4.9	480	5.1
7P - 8P	1,744	4.5	417	4.4
8P - 9P	2,006	5.2	402	4.3
9P - 10P	2,148	5.6	353	3.8
10P - 11P	2,117	5.5	348	3.7
11P - 12M	2,164	5.6	355	3.8
12M - 1A	1,994	5.2	375	4.0
TOTAL	38,525	100.0	9,379	100.0

The percent of tickets issued and percent of accidents investigated by time of day is presented in Figure V-9.



Note the strong correlation between tickets issued and accidents investigated at all hours of the day with the exception of early afternoon and late evening hours. If the issuance of tickets has a positive impact on the occurrence of accidents, then a significantly greater number of tickets should have been written in the late afternoon hours to reduce accidents. The work schedule proposed later in this chapter should permit the number of tickets issued during these times to be substantially increased.

C. 1981 Officer Enforcement Performance

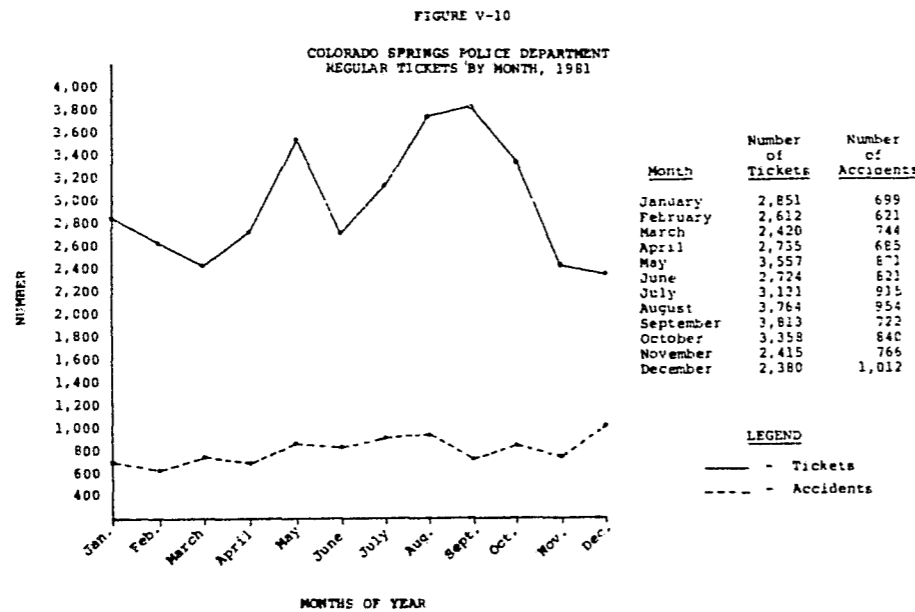
An analysis was conducted of the work load activity of all traffic officers with the exception of those assigned to the hit and run investigative activity. The source of data analyzed was a 1981 report on officer activity compiled by the Department's Record and Identification Section. Data covered the number of regular and parking tickets issued and accidents investigated by each officer. Full credit was given each officer for tickets he wrote alone and accidents he alone investigated and half credit was given each officer for tickets he and another officer jointly issued and accidents he and another officer jointly investigated.

Table V-4 depicts the 1981 work level performed by the 26 officers. The total number of regular tickets the officers individually wrote totals 10,575. The number of tickets issued by two or more officers totals 7,061. Allowing half credit for the tickets jointly issued, it can be concluded that the Traffic Section should be credited with a total of 14,105 regular tickets issued for 1981. This represents approximately 39.4 percent of the 35,760 regular tickets issued by the Department in 1981. The average number of tickets written per officer totals 542.5 and the number of tickets written by each during an eight-hour shift averages 2.09. The average daily number of tickets written by assignment include 4.3 for radar officers, 1.3 for accident investigators, 2.1 for spot enforcement officers, and 1.0 for school enforcement officers. Each investigated only .65 accidents per shift, which is less than when the Arthur Young study was being conducted. One reason the Traffic Section and the Department as a whole might be writing fewer regular tickets than might otherwise be expected might be due to inclement weather.

TABLE V-4
TICKETS ISSUED AND ACCIDENTS INVESTIGATED
PER OFFICER, 1981

Officer #	Regular Tickets		Accident Investigated		Parking Tickets	
	Alone/Joint		Alone/Joint		Alone/Joint	
1	1,789	681	143	1	110	0
2	171	98	222	1	5	1
3	661	740	284	0	33	11
4	555	596	80	2	10	14
5	14	475	17	14	14	38
6	254	783	81	0	2	1
7	107	91	43	0	45	2
8	506	301	297	1	118	18
9	174	737	118	0	17	0
10	525	71	347	0	98	0
11	127	509	114	1	4	2
12	394	35	255	4	22	0
13	445	602	146	1	32	0
14	324	59	317	1	20	0
15	178	117	126	0	12	0
16	198	20	215	1	22	0
17	143	50	148	6	4	1
18	143	53	13	0	0	0
19	239	179	90	0	24	0
20	18	187	33	0	0	1
21	65	305	38	0	17	16
22	253	42	384	1	48	0
23	296	51	399	1	31	0
24	197	127	359	4	87	0
25	612	123	349	1	44	2
26	1,987	29	10	0	0	0
TOTAL:	10,575	7,061	4,342	40	819	107

Figure V-10 depicts the number of regular tickets issued and number of accidents investigated by month in 1981. Note that there are fewer tickets written in winter months and the middle of the summer than in the spring and fall. The number of accidents being reported, however, is rather uniform throughout the year.

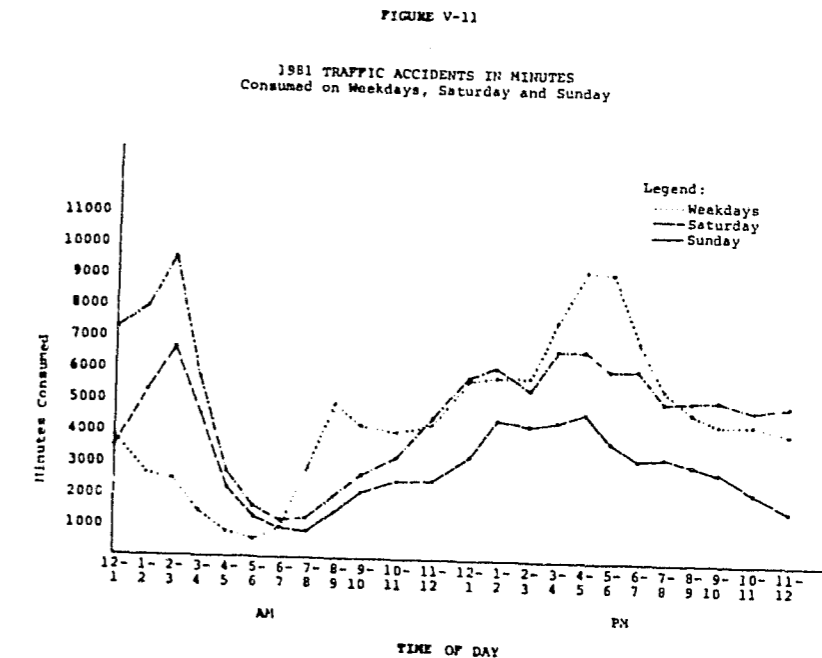


D. Police Project Study Phase I Performance Results

During the Phase I study period, it was determined that accidents represented ten percent of the traffic and patrol officers' committed time, with a high of 16 to 17 percent during afternoon commuting hours. This level of afternoon accidents corresponded with a similar increase in other types of calls, thus compounding late afternoon staffing problems.

It was determined that the majority of traffic accidents occurred between 11:00 a.m. and 7:00 p.m. with an increase in accident activity between 1:00 and 3:00 a.m. on weekends. With such work load insight, 16 traffic officers were designated accident specialists and assigned work schedules better coinciding with the known work load. Two were assigned to work 6:00 a.m. to 2:00 p.m. Monday through Friday, ten were assigned

to work 11:00 a.m. to 7:00 p.m. on a ten-day-on/four-day-off rotating schedule. Four officers were assigned a four-day/ten-hour-day plan with hours between 5:00 p.m. and 3:00 a.m. Monday through Saturday. The 1981 traffic accident trends for weekdays, Saturday, and Sunday is depicted in Figure V-11.



It was theorized that the proposed schedule would increase the percentage of accidents investigated by the Traffic Section, thus allowing the Patrol Division to handle the majority of the other types of calls for service. Also, it was considered that the proposed schedule would also provide for an increase in traffic ticket productivity. The monitoring of Phase I improvements revealed that traffic accidents investigated by the Traffic Section increased, particularly initially. The number of tickets being issued, however, has not increased but decreased.

The job duties and work load accomplishments of those work classifications most relative to investigation of accidents and the issuance of traffic tickets are as follows:

1. Accident Specialists

There are 16 officers assigned as accident specialists with the responsibility of investigating non-injury traffic accidents, including hit and run, issuing traffic citations, traffic control, marking of abandoned vehicles, and traffic enforcement. They are assigned a particular zone which can be changed daily. While assigned to a zone, the accident specialists are responsible for all traffic-related calls for service in that zone.

Table V-5 presents the work performance levels of accident specialists for the period October through December 1982, the three-month period immediately following the implementation of Phase I recommendations. Two of the 16 Accident Specialist positions were vacant during this three-month period. Work level performance is presented on an officer basis according to the shift worked. The number of tickets written per shift per officer ranges from less than one ticket written per shift to a high of 19 tickets written per shift. The number of accidents investigated per shift ranges from less than one accident per shift to a high of 6.2 accidents written per shift. The average number of tickets written per shift totals 6.2, which is compared to the 2.1 tickets written per shift by spot enforcement during all of 1981.

As was expected, the accident and ticket activity for officers assigned the 11:00 a.m. to 7:00 p.m. shift was considerably higher than for officers assigned to the 6:00 a.m. to 2:00 p.m. or 5:00 p.m. to 3:00 a.m. shifts. This shift encompasses the high traffic volumes that occur at lunch time and the after-work travel periods. Note the range of work load activity on this shift. Officer No. 1 averaged only 3.5 tickets per shift and investigated only 3.4 accidents per shift while Officer No. 5 issued 14.8 tickets per shift and investigated 3.7 accidents per shift. Despite the outstanding performance of a few officers, the overall unit performance remains low. The work level performance for these officers for this three-month period was compared to their performance during the January through September 1982 period and in some instances officer performance had fallen from 16 to 45 percent.

TABLE V-5

ACCIDENT SPECIALIST WORK PERFORMANCE
OCTOBER THROUGH DECEMBER, 1982

Assignment/ Officer	Tickets Per Shift	Accident Investigations Per Shift
A. Two Accident Specialists (6:00 AM - 2:00 PM)		
Officer 1	1.6	1.5
Officer 2	1.5	1.5
B. Ten Accident Specialists (11:00 AM - 7:00 PM)		
Officer 1	3.5	3.4
Officer 2	9.4	6.2
Officer 3	9.5	6.1
Officer 4	7.7	3.8
Officer 5	14.8	3.7
Officer 6	3.8	4.2
Officer 7	10.2	3.3
Officer 8	19.0	2.8
Officer 9	Vacant	Vacant
Officer 10	Vacant	Vacant
C. Four Accident Specialists (5:00 PM - 3:00 AM)		
Officer 1	.9	.9
Officer 2	1.0	1.2
Officer 3	1.4	1.3
Officer 4	2.6	1.3
Average - 6.2		

2. Accident Investigators

A total of four officers are assigned this classification, with two officers assigned the 7:00 a.m. to 5:00 p.m. shift and two officers assigned the 5:00 p.m. to 3:00 a.m. shift. As noted before, the officers work four 10-hour shifts.

Accident investigators are responsible for investigation of injury and fatal/felony traffic accidents (including hit and run accidents

and City vehicle accidents). Their duties include all at-scene investigation as well as all follow-up investigation; accident investigators handle their case filings with the District Attorney's Office. Except for investigation of an occasional non-injury accident and the issuance of traffic tickets, accident investigator responsibilities are primarily limited to those just described.

Table V-6 reveals the work performance level of accident investigators for the three-month period of October through December 1982. Note the low level of tickets written per shift by all four officers and also the low level of accidents investigated. The Department has long believed that accident investigators must remain uncommitted in order to have a timely response to injury and fatal traffic accidents.

TABLE V-6

ACCIDENT INVESTIGATION WORK PERFORMANCE
OCTOBER THROUGH DECEMBER, 1982

<u>Assignment</u>	<u>Tickets Per Shift</u>	<u>Accidents Per Shift</u>
A. Two Accident Investigators (7:00 AM - 5:00 PM)		
Officer 1	1.6	.9
Officer 2	.6	.6
B. Two Accident Investigators (5:00 PM - 3:00 AM)		
Officer 1	1.2	1.0
Officer 2	1.7	1.0

The issuance of tickets and the performance of other traffic enforcement activities is not seen as a long-term commitment of accident investigators. Accident investigators can and should be heavily used in such short-term traffic enforcement activities which would include the issuance of regular and parking tickets.

The number of accidents investigated and traffic violations issued in the first quarter of 1982 was compared to that accomplished in the first quarter of 1983. The work load data used in this analysis was that performed by the same traffic officers. In 1982, three manned accident cars and eight worked "spot cars." In 1983, three still worked accident cars while the other eight served as accident specialists. The functional responsibilities of accident specialists are largely the same as existed for spot cars.

The number of accidents investigated by the 11 officers during the first quarter of 1982 totaled 821 while the accidents investigated in 1983 totaled 608, or 212 less accidents investigated. The number of accidents investigated per officer per shift in the first quarter of 1982 totaled 1.24, while in 1983 it totaled only .92.

The number of violations issued for the first quarter of 1982 totaled 1,202 as compared with 1,131 issued in the first quarter of 1983. This equates to each officer issuing 1.8 violations per shift during the first quarter of 1982 as opposed to 1.7 violations per shift during the first quarter of 1983. This is another indication that traffic enforcement performance continues to degrade over time.

E. Need for a Selective Enforcement Program

Research has shown that the most effective use of traffic enforcement resources is through the use of a quality traffic management program encompassing all those characteristics as previously discussed in Section V of this chapter. Assignments must correlate with locations where the greater number and more severe accidents occur. Through improved planning, management decision-making, direction, monitoring, and control, it is believed

that the number and severity of accidents can be reduced. In 1980, the Minneapolis, Minnesota, Police Department assigned seven officers to investigate fatal accidents and enforce traffic laws at the most hazardous locations. The program concentrated on 11 locations with the officers citing every violation they observed. The results were very impressive, with fatal accidents declining by 32 percent and total accidents declining by 26 percent. The number of traffic tickets written during this period of time increased 100 percent with 59 percent of the total written at the target locations.

Subsequent sections of this chapter will provide insight to the characteristics of the traffic management program suggested for the City of Colorado Springs Police Department.

VIII. Traffic Accident Analysis

The frequency and severity of traffic accidents are two primary indicators of the extent to which a city might have a traffic problem. These two indicators are particularly important in determining whether a traffic management program is successfully reducing traffic accidents and other elements of the traffic problem. Such a program can be deemed successful if it reduces accidents, their severity, or at least slows the rate of increase of such accidents. The Colorado Springs Police Department has for a number of years tracked the frequency of traffic accidents at intersections; however, it has not determined the severity thereof nor has it analyzed the causes of such accidents. This chapter section presents the findings of an analysis conducted by the Police Study Project staff of the 25 most hazardous locations in the City.

Accidents must be weighted to ensure that a serious accident counts more heavily than a minor one. Not to do so ignores the fact that some accidents are much more serious than others and that at some locations the proportion of serious accidents is greater than at others. As stated in the Transportation and Traffic Engineering Handbook, authored by the Institute of Transportation Engineers:

Studying locations where accidents are severe offers greater possibilities for loss reduction than studying locations where accidents are less severe.

The Project staff developed a system founded on severity of injury and property damage. A value of five was given a fatal accident, three a personal injury, and one a property damage. These values were used to determine the accident rate, which is simply an expression of risk or hazard. The formula in which the values were utilized is:

$$R = \frac{(2)F \times 1,000,000}{365 \times T}$$

The letter R represents the accident rate. The number 2 simply doubles the traffic count, which is taken for one-direction traffic only. The 1,000,000 permits the rate to be stated as accident involvements per 1,000,000 users. The figure 365 represents the days of the year, and T represents the annual average daily traffic count, which is obtained from the City Traffic Engineer's Office.

Table V-7 identifies the 25 most hazardous locations in the City as derived from traffic data used in the above-described formula. These locations are in rank order with Column 1 reflecting the level of accident rate computed per location. Column 2 identifies the frequency of accidents occurring by location. Columns 3, 4, and 5 identify the number of accidents in which there was a fatality, personal injury, and property damage at each of the locations. Column 6 identifies the traffic volume and Column 7 identifies the severity factor. The severity factor is simply the cumulative derived value for the fatal, personal injury, and property damage accidents occurring at a particular location.

TABLE V-7

THE TWENTY-FIVE MOST HAZARDOUS LOCATIONS IN THE CITY OF COLORADO SPRINGS, BASED ON 1981 SAMPLE DATA

(1) Location	(2) Accident Rate	(3) Total Accidents	(4) Number of Fatalities	(5) Number of Personal Injury Accidents	(6) Number of Property Damage Accidents	(7) Traffic Volume	(8) Traffic Factor
Chelton & Platte	9.55	46	1	15	30	45,900	80
Uintah & Wahsatch	7.79	15		3	12	21,800	31
Murray & Platte	7.75	32		13	19	41,000	58
Murray & Palmer Park	7.43	16		8	7	22,850	31
Platte & Powers	7.18	15		9	6	25,150	33
Colorado & 21st St.	6.96	18		6	12	23,600	30
Arvada & Nevada	6.89	18	1	7	10	23,600	36
Nevada & Platte	6.66	22		7	15	29,600	36
Academy & Airport	6.60	33		11	22	45,600	55
Fillmore & Nevada	6.16	28		12	16	46,200	52
Academy & Fountain	6.15	30	1	9	20	46,300	52
Cimarron & Nevada	6.15	22		9	13	35,600	40
Cimarron & I-25	5.21	17		9	8	28,450	33
Nevada & Uintah	5.14	17	1	5	11	33,000	31
Circle & Fountain	5.09	22		7	15	38,700	36
Academy & Astrozon	4.85	26		7	19	45,100	40
Circle & Platte	4.59	17		3	14	55,000	23
Constitution & Union	4.40	16		5	11	32,350	26
Garden of the Gods & I-25	3.99	15		5	10	34,250	25
Academy & Constitution	3.63	23		6	17	52,800	35
Circle & Pikes Peak	3.52	15		4	9	34,200	22
Cimarron & 8th St.	3.11	17		3	14	40,500	23
Academy & Palmer Pk.	2.98	18		8	10	57,000	31
Circle & Palmer Pk.	2.94	14		2	12	33,500	18
Bijou & I-25	2.94	15		2	13	35,300	19

The highest accident rate determined was for the intersection of Chelton and Platte, which accident rate is 9.55. There were 46 accidents at this location. One was a fatal, 15 involved personal injury, and 30 were limited to property damage. The value of the one fatal accident is five. The value of the personal injury accidents (15 accidents x the value of 3) is 45, and the value assigned to the property damage accidents (30 accidents x the value of 1) is 30, for a total value of 80.

Table V-8 shows the 25 locations in a different perspective. Column 1 shows the locations on a ranking by accident rate basis, Column 2 shows the locations on a ranking by frequency of accidents basis, and Column 3 shows the locations on a ranking by traffic volume and accident frequency basis, which ranking was compiled by the Traffic Engineer's Office.

TABLE V-8

RANKING OF 25 ACCIDENT LOCATIONS BY ACCIDENT RATE, BY ACCIDENT FREQUENCY, TRAFFIC VOLUME AND ACCIDENT FREQUENCY

(1) Location	(2) Ranking by Accident Rate	(3) Ranking by Frequency of Accidents	(4) Ranking by Traffic Volume and Accident Frequency
Chelton & Platte	1	1	14
Uintah & Wahsatch	2	52	98
Murray & Platte	3	3	19
Murray & Palmer Park	4	44	93
Platte & Powers	5	51	81
Colorado & 21st St.	6	29	89
Arvada & Nevada	7	28	90
Nevada & Platte	8	16	61
Academy & Airport	9	2	15
Fillmore & Nevada	10	6	13
Academy & Fountain	11	4	12
Cimarron & Nevada	12	14	29
Cimarron & I-25	13	33	69
Nevada & Uintah	14	37	40
Circle & Fountain	15	15	24
Academy & Astrozon	16	7	16
Circle & Platte	17	35	4
Constitution & Union	18	43	44
Garden of the Gods & I-25	19	48	35
Academy & Constitution	20	11	6
Circle & Pikes Peak	21	47	36
Cimarron & 8th St.	22	34	20
Academy & Palmer Park	23	27	3
Circle & Palmer Park	24	56	39
Bijou & I-25	25	46	32

All accident reports written in 1981 for accidents occurring at the nine locations with the highest accident rates were analyzed. These locations included the intersections of Chelton and Platte, Uintah and Wahsatch, Murray and Platte, Murray and Palmer Park, Platte and Powers, Fillmore and Nevada, Arvada and Nevada, Nevada and Platte, and Academy and Airport. In addition, a systematic random sampling of the remaining 16 locations was conducted, with ten percent of the accident reports at these locations being reviewed. The number of accidents analyzed totaled 246.

The findings of this investigative effort are as follows:

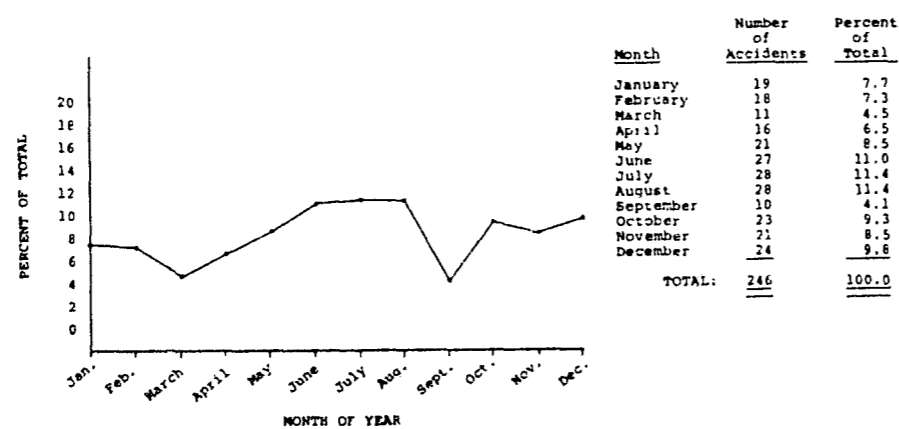
A. The accident rate formula approach used to identify the top 25 most hazardous locations resulted in 30.9 percent of the accidents involving personal injury. This is somewhat higher than the 24 percent cited in the Colorado Springs Police Department's 1981 annual report.

B. Temporal Conclusions

1. Accidents by Month

Figure V-12 presents the 246 accident reports analyzed on a by-month-by-percent-of-total basis. Two trends are visible from this presentation. One, there is a steady increase in accident activity from March through August, which generally is consistent with the increased vehicular traffic during this period. Second, there is a significant decrease after August followed by an increase toward year's end. This pattern of accident activity over the year is the same pattern found for accident activity at the Platte and Chelton location. In that instance, it is believed the accident activity is largely predicated on shopping activity at the Citadel Shopping Center.

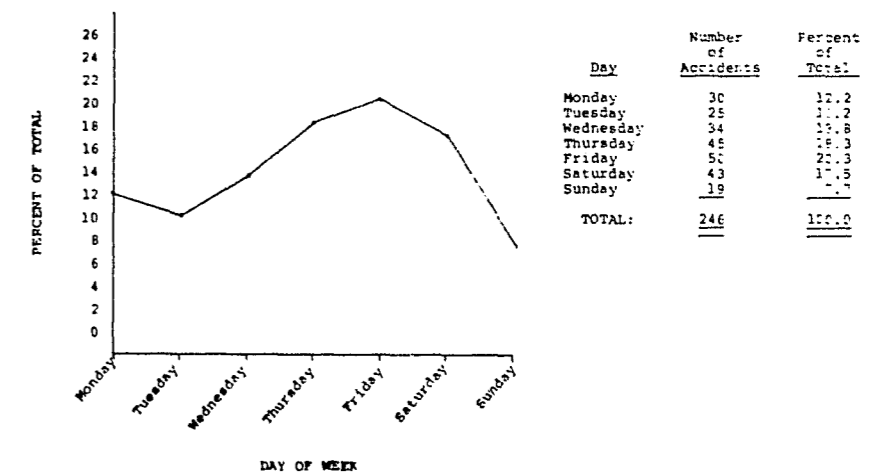
FIGURE V-12
ACCIDENTS BY MONTH
BY PERCENT OF TOTAL
SURVEY DATA, 1981



2. Day of Week

Figure V-13 presents the survey accident data on a by-day-by-percent-of-total basis. The accident activity on Monday is slightly higher than Tuesday with the accident activity increasing through Friday and decreasing on Saturday and Sunday. These daily accident patterns are generally consistent with non-accident call for service patterns developed in the Police Study Project Phase I analysis.

FIGURE V-13
ACCIDENTS BY DAY BY PERCENT OF TOTAL
SURVEY DATA, 1981

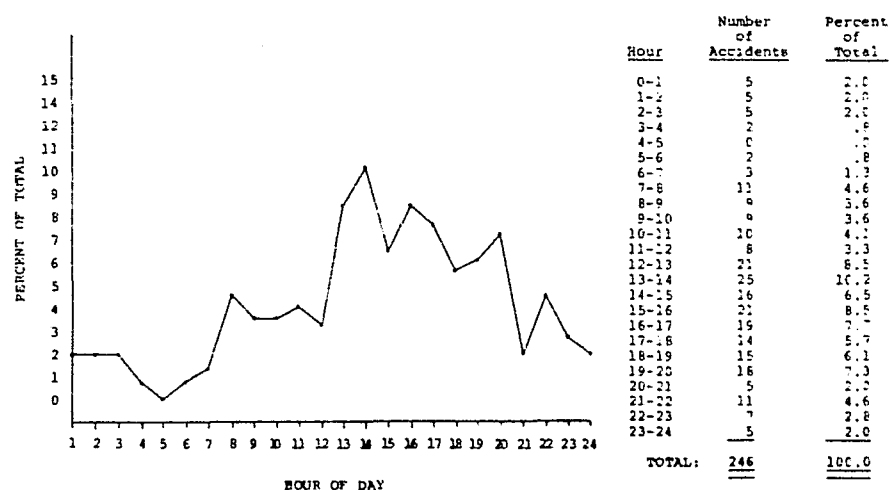


3. Hour of Day

One thing that almost all high-hazard accident locations have in common is the increased accident experience during peak traffic demand times. In other words, to the extent that accidents tend to conform to fluctuations in traffic volume, this would tend to exacerbate accident occurrence. Figure V-14 presents the sample accident data on a by-hour-by-percent-of-total basis. There is an increase in accident activity beginning at 5:00 a.m. building to approximately 8:00 a.m. and then leveling off until approximately noon. The accident activity then increases substantially during the noon period, remaining high until approximately 8:00 p.m.

FIGURE V-14

ACCIDENTS BY HOUR BY PERCENT OF TOTAL SURVEY DATA, 1981



C. Improper Driver Action

Approximately 47 percent of the collisions analyzed were as a result of failure to yield to through traffic on a left turn. The scenario of these accidents is very consistent. A vehicle, waiting to make a left turn, enters the intersection in anticipation of that turn. Normally, the person waits until the traffic signal turns amber to proceed. Another vehicle proceeding through the intersection fails to acknowledge the amber light or, worse, on seeing the amber light accelerates through the intersection. If the latter happens, energy in the collision is increased, increasing property damage and personal injury.

There are two basic conditions it is believed that have resulted in the high level of left-turn accidents. One involves a legal/enforcement condition and the other an engineering condition. The courts in Colorado and in Colorado Springs have adopted a somewhat liberal position on the adjudication of intersection accident cases. As long as a through vehicle does not enter the intersection on red, he is permitted to complete his movement in and through the intersection. Furthermore, Colorado Springs courts have interpreted the "intersection" to begin at the stop bar or pedestrian crosswalk. In some cases, this permits a vehicle to "enter" an inter-

section on an amber signal when, in fact, the vehicle is still 20 to 30 feet prior to the point where the streets actually intersect.

The second condition involves the design and operation of a traffic signal system. At most intersections studied, vehicles turning left are provided a green arrow to facilitate that turn. However, the duration of the signal is short and upon its completion, through traffic and left-turn traffic are given a solid green signal. Thus, the left-turn traffic is now forced to turn with no signal assistance. This situation could be improved by restricting left-turn traffic to the green arrow only. The engineering changes necessary to permit this could perhaps necessitate longer delays in turning left, but it is believed the safety of the turn would be improved substantially. Further research on this topic, including feasibility and cost, is required.

Table V-9 identifies the violations that were charged in the 246 accident reports analyzed, which totals 238. Two of the 22 bases on which the violations were charged account for 60.9 percent of the charges. One hundred and four, or 43.7 percent, of the charges were for failure to make a legal left turn and 41, or 17.2 percent, were for a failure to abide by traffic signal directions. In reviewing the 246 traffic accident reports, an effort was made to determine the type of improper driving action which resulted in the accident.

TABLE V-9

VIOLATIONS CHARGED IN ACCIDENT SAMPLE DATA, 1981

Charges	Number of Violations
Vehicles Turning Left	104
Traffic Signal Legend	41
No Violation Cited	27
Careless Driving	18
Following Too Closely	16
DUI	4
Position While Turning	4
Roadways Lane for Traffic	4
Unsafe Vehicle	4
Hit & Run	3
Failure to Yield to Emergency Vehicles	2
Reckless	1
No License	1
Flashing Signal	1
Improper Permit	1
Improper Backing	1
Excessive Speed	1
Improper Registration	1
Pedestrian Violation	1
Fail to Yield Row	1
Driving on Divided Highways	1
Special Hazards	1
TOTAL	238

Table V-10 identifies the types of improper driving action causing the accidents determined in this analysis. A few of these types of action are similar to the basis on which violations were charged as reflected in Table V-9. The improper driver action was able to be determined in only 231 of the accident reports. This analysis substantiated that improper left turns in front of traffic are the major cause of accidents and that the second highest number of accidents is caused by disregard of traffic control devices. Another substantial cause of accidents is following another car too closely.

TABLE V-10

TYPE OF IMPROPER DRIVING ACTION
IDENTIFIED IN SAMPLE DATA, 1981

<u>Action</u>	<u>Number</u>
a. No improper driving	2
b. Exceeded lawful speed limit	3
c. Exceeded safe speed for conditions	4
d. Failed to yield right of way at intersection	1
e. Improper left turn in front of traffic	108
f. Improper lane change/pass	6
g. Wrong side of road	0
h. Following too closely	22
i. Inattention to driving	5
j. Disregarded traffic control device	50
k. Parking violation	0
l. Improper backing	2
m. Improper pedestrian violation	1
n. Other improper action	<u>27</u>
 TOTAL:	 <u>231</u>

D. Demographics

1. Residence of Driver

The number of drivers involved in the 246 accidents totaled 469. Some 396, or 84.4 percent, of these drivers were residents of the City, 54, or 11.5 percent, were residents of other communities, and 19, or 4.1 percent, were residents of other states. The percentage of out-of-state residents involved in accidents in the City is less than the national average of 6.9 percent. This is particularly unusual given the significant number of tourists that visit this City and the Pikes Peak Region in general.

2. Sex of Driver

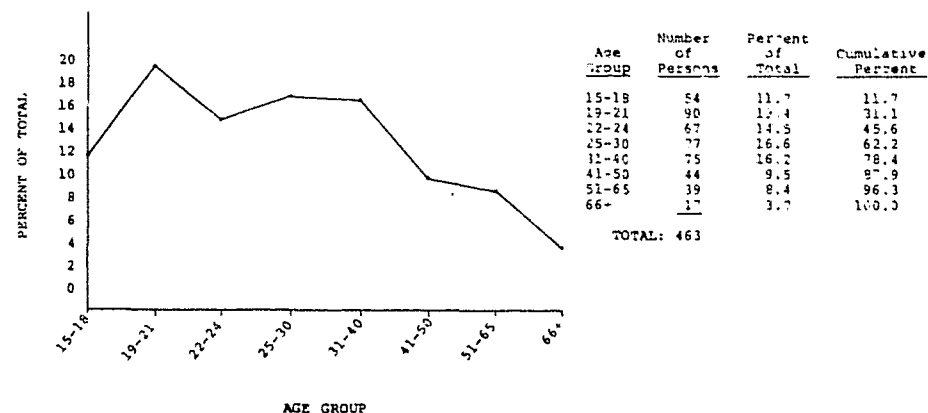
Of the 469 drivers involved in accidents, 308, or 65.7 percent, were male and 161, or 34.3 percent, were female. These percentages are consistent with figures presented in the National Safety Council's report, 1981 edition, that reveals of drivers in all accidents in 1980, 63 percent were male and 37 percent female. Interestingly, there is very little difference between the groups when accidents are viewed on an accident-per-mile basis.

3. Age of Driver

The National Safety Council reports that 51.4 percent of all drivers involved in accidents are under the age of 30. Figure V-15 presents the drivers in the 246 accidents by age by percent of total. This figure reveals that accidents are highest among the 19 to 21 age group and second highest in the 25 to 30 age group. In the City of Colorado Springs, the drivers involved in accidents under the age of 30 totals 62 percent, which is considerably higher than the national average of 51.4 percent. This fact may be related to the large number of young males assigned to military installations in the Colorado Springs area.

FIGURE V-15

DRIVERS INVOLVED IN ACCIDENTS BY AGE
BY PERCENT OF TOTAL
SAMPLE DATA, 1981



E. Alcohol Use in Accidents

From the data collected, it is difficult to accurately assess the extent of alcohol involvement in accidents. Officers who investigate traffic accidents are asked to provide information on alcohol use for each driver/pedestrian. Officers are asked to identify whether the driver was a) D.U.I./D.W.A.I., b) had been drinking, c) had not been drinking, and d) unknown if drinking. Of the 246 accident reports analyzed, 8 percent identified that the driver had been D.U.I./D.W.A.I., 5 percent had been drinking, 60 percent had not been drinking, and 26 percent were unknown if drinking.

With regard to the 26 percent level of "unknown if drinking," this figure may be higher than it otherwise should be because of officers' fear of civil liability or fear that they might have to justify their not having arrested a suspected drunk driver after having indicated alcohol use in the accident. In any case, it is generally believed that the level of accidents involving alcohol is generally higher than reported. This reporting problem needs to be rectified if an effective enforcement strategy is to be designed.

F. Degree of Injury

Research performed by the National Safety Council in Oklahoma City resulted in relative degrees of severity of injury in traffic accidents. Table

V-11 identifies the three levels of severity of traffic injury and compares the rate determined for Oklahoma City to that rate calculated from the Colorado Springs accident data. Note the significant differences between the two cities in the level of incapacitating accidents and the possible injury accidents. It is difficult to speculate as to the cause of the discrepancy; however, it appears that this City has an unusually high percentage of incapacitating accidents or, more likely, victims with "possible" injuries are being transported to the hospital by ambulance and in which case such service may be unnecessary.

TABLE V-11

COMPARISON OF SEVERITY OF TRAFFIC INJURY
OKLAHOMA CITY TO COLORADO SPRINGS, 1982

Severity of Traffic Injury	Oklahoma City	Colorado Springs
Percent Incapacitated	18.5	36.0
Percent Non-Incapacitated	31.0	34.0
Percent Possible Injury	48.7	30.0

G. General Comments

Review of the accident reports reveal that a number were of generally poor quality. It was extremely difficult in a number of cases to accurately identify the causes of the accident from the information provided. Sections were incomplete and the reports contained many grammatical and spelling errors. Supervisory review of traffic accident reports must be improved.

Many accidents, particularly rear-end collisions, occur as a direct result of an intersection, which are not so recorded. For example, if a vehicle stopping at a traffic signal on Colorado Avenue at 21st Street is struck in the rear by another vehicle, the collision may likely be classified as a 2100 block (if westbound), Colorado Avenue accident. This data collection problem needs to be rectified.

An observation made during the analysis was that the percent of injury accidents was considerably high and that data gathered in such accidents were not unlike that obtained from non-injury accidents. It is believed that the accumulation and use of data

from injury accidents may prove sufficient for the development of a data base for use in designing and operating a traffic management program.

IX. Alcohol and Traffic Safety

The problem of alcohol-related traffic accidents continues to be of significant interest to state and local governments. In recent years, a substantial number of studies has been done in this area. As a result of this research and increased interest in alcohol-caused motor vehicle accidents, a significant amount of legislation has been passed. A substantial amount of this legislation has been oriented toward the adoption of increased fines and penalties for those found guilty of driving under the influence of alcohol. Many states have raised the minimum legal drinking age from 18 to 21. A study conducted in 1980 by the University of Michigan Highway Safety Research Institute indicated that raising the minimum drinking age from 18 to 21 resulted in a 31 percent reduction in the number of 18 to 20 year old drivers involved in alcohol-related motor vehicle accidents.

According to the National Highway Traffic Safety Administration, 40 to 55 percent of the fatally injured drivers have alcohol concentrations and body fluids high enough to indicate intoxication. In Colorado Springs, 51 percent of our 1981 and 1982 traffic fatalities involved drivers which had been consuming alcohol. Alcohol is involved in some 26,000 traffic deaths annually. It is the leading cause of death of Americans 16 to 19 years of age. Just a few of the more important findings of research done in the area of drivers driving under the influence of alcohol are as follows:

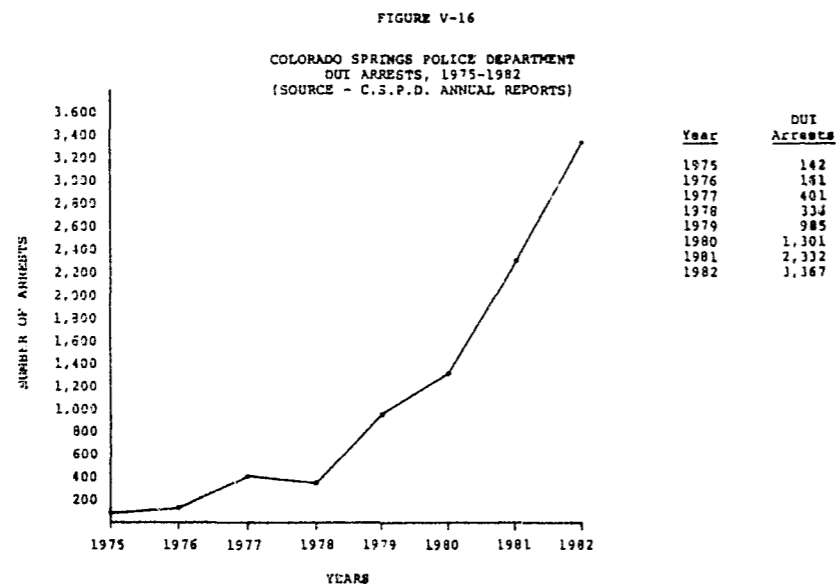
- * Drivers with high blood alcohol concentrations are more likely to be responsible for the accidents in which they are involved than the other drivers.
- * Accidents involving alcohol tend to be much more severe than those that do not. Historically, alcohol is involved in 10 percent of non-injury accidents, 20 percent of injury accidents, 50 percent of fatal accidents, and 60 percent of single vehicle fatal crashes.
- * A way of contrast, on the average 90 percent of the drivers at a given time have no alcohol in their system; thus, illustrating the overrepresentation of alcohol in traffic accidents.
- * Adult pedestrians who have been fatally injured by motor vehicles have substantially higher blood alcohol concentrations than average pedestrians.

- * Roadside surveys have revealed that on weekend nights as many as ten percent of drivers have blood alcohol contents at .10 or greater.
- * Only between 1 and 500 and 1 and 2,000 drivers with a blood alcohol content over .10 are arrested for driving under the influence.

There is a lack of concensus as to the most effective method in preventing drunk driving. There has been a plethora of theories generated by federal, state, and local jurisdictions - educators, private institutions, and task forces formed to study such matters. There is general agreement among most scholars that a deterrence-based system must include a high perceived risk of apprehension. In many D.U.I. enforcement programs, heightened publicity surrounding an enforcement campaign does have some deterrent effect until such time that the community perceives that the actual risk of apprehension has not increased. For this reason, it is believed that consistent, vigorous enforcement is a critical requirement of any D.U.I. program.

A. Historical Perspective

The Colorado Springs Police Department's annual reports between 1975 and 1982 reflect the Department's success in their current D.U.I. program. Figure V-16 presents the number of D.U.I. arrests made during this period of time. The number of D.U.I. arrests in 1975 totaled 142, increasing slightly through 1978, at which time the Department organized its current D.U.I. program. Since 1978, the number of arrests has increased significantly, at an annual average rate of 77.98 percent, to 3,367 in 1982.



The federally funded Alcohol Safety Action Project (ASAP) established a measure whereby the performance of D.U.I. arrests can be viewed. This measure involves viewing D.U.I. arrests as a percent of population. The ASAP Project applied this measure to the D.U.I. arrests in eight cities. D.U.I. arrest data used were between the years 1971 and 1974, and the results are reflected in Table V-12. The highest percent of D.U.I. arrests per population was 1.33 percent, which occurred in Tampa, Florida, in 1973. The lowest percent of D.U.I. arrests per population was .13 percent, which occurred in Sioux City, Iowa, in 1971. By comparison, the percent of D.U.I. arrests per population in the City of Colorado Springs in 1981 was 1.05 percent and in 1982 was 1.5 percent, this latter performance level being higher than the highest rate reflected in Table V-12. The source for the data reflected in Table V-12 was the 1975 Interim Assessment, Alcohol Safety Action Project report by the National Highway Traffic Safety Administration.

TABLE V-12

DUI ARRESTS AS A PERCENT OF POPULATION FOR CITIES SURVEYED BY ASAP, 1971-1974

City	1971	1972	1973	1974
Tampa, FL	.34	1.12	1.33	1.24
Indianapolis, IN	.19	.60	.69	.81
New Orleans, LA	.24	.71	.75	.59
Oklahoma City, OK	.46	.96	1.27	1.22
San Antonio, TX	.23	1.07	1.01	.87
Sioux City, IA	.13	.27	.57	.72
Minneapolis, MN	.34	.52	.74	.83
Los Angeles, CA	.21	.28	.62	.68

B. Current D.U.I. Operations

The Department's current D.U.I. Enforcement Team consists of three police officers whose schedule generally allows for one 2-man car per night and occasionally a second car is added. The officers' work schedule is from 7:00 p.m. to 3:00 a.m.

When the D.U.I. program was established in 1978, it was designed to increase D.U.I. arrests by using officers trained in detecting persons under the influence of alcohol. In addition, they were

to transport and process the persons they had arrested plus those that had been arrested by the patrol officers. It was considered that by alleviating patrol officers from the cumbersome, time-consuming alcohol testing and booking process, officers might be encouraged to initiate a greater number of D.U.I. arrests.

The goals and objectives on which the D.U.I. program was established were well founded and directed; however, several problems have occurred which prevent the concept from realizing even greater benefits than those now being experienced. First, the program did result in patrol officers substantially increasing the number of D.U.I. arrests made. In 1981, patrol arrested 82.3 percent of the 2,332 persons arrested for driving under the influence of alcohol. In 1982, patrol arrested 93 percent of the 3,367 persons arrested for driving under the influence. The increased number of arrests made by patrol resulted in the D.U.I. officers being primarily used for the transporting of D.U.I. arrestees at the beginning of the shift and thereafter, solely for the processing effort. Although the D.U.I. team has special training in the detection of drivers under the influence of alcohol, the sheer arrestee processing work load prevents this specialized training from being utilized. Even worse, because the majority of their time is now utilized almost totally in the processing effort, some evidence suggests that patrol officers, faced with the requirements of not only detection but also the transporting of persons arrested for driving under the influence, may not be enforcing D.U.I. laws in all instances.

The processing of a D.U.I. arrestee involves conducting a blood alcohol content test by means of a blood test or breath test. The current procedure of transporting suspects for the blood test to a hospital, although somewhat cumbersome, appears to be the most optimal approach. The breath test is performed at the station and can be performed by a work classification other than a police officer. Nothing in the Colorado State Department Health rules, by which the procedures for conducting such tests are established, requires that a police officer conduct such tests. The training requirements for certified operators are minimal (eight hours). This position could be staffed by a Police Service Aide, a classification that would not require full use of police powers and substantially less responsibility. The position would require a sig-

nificantly lower salary. The use of such civilian positions in the D.U.I. program would permit the D.U.I. team to increase their activity of detection for which they are trained and to support patrol in the transportation effort. The police service aides could be scheduled to work on peak D.U.I. activity nights. Some 21.9 percent of the D.U.I. arrests made are as a result of a traffic accident, and returning the D.U.I. team to the field should increase the number of arrests made through detection.

Second, when the D.U.I. program was established, the concept of a two-man car was prompted by the desire to alleviate the need for a backup vehicle for traffic stops. Because the vast majority of D.U.I. stops are made by patrol, one-man vehicle units, it has been concluded that the D.U.I. program could make better use of manpower if they operated as one-man vehicle units also. Although officers' safety is a viable concern, the experience of patrol and research conducted by the National Highway Traffic Safety Administration has proven that D.U.I. units can operate as safely as one-man vehicle units as can two-man vehicle units. Further, by working as one-man vehicle units, the D.U.I. detection activity will be substantially improved. The Police Foundation, in a study conducted in San Diego, also substantiated this finding. D.U.I. vehicles should be equipped with protective screens and the use of handcuffs on prisoners should be increased.

C. D.U.I. Statistics

In order to determine whether the substance of the City's D.U.I. program could be improved, an analysis was conducted of 1981 and 1982 D.U.I. arrestees. The principal source of information used for this analysis was records maintained by the Traffic Section. The total number of arrests made in 1981 and 1982 differs slightly from statistics reflected in the Department's annual reports. The reason is that the Traffic Section statistics reflect only D.U.I. arrests in which the Traffic Section was some way or another involved. It does not include D.U.I. arrests in which case a patrol officer made the arrest, transported, and processed the arrestee. The number of D.U.I. arrests recorded in the Traffic Section logbook totaled 2,200 for 1981 and 3,008 for 1982.

The entire population data for both years were used to determine the percent of arrestees who refused blood alcohol testing, the percent of persons whose blood alcohol content was below .10 percent, and the percent of arrestees related to an accident investigation. A ten percent data base sample of the populations was used to determine the age and sex of the arrestee and the month in which the arrest occurred. A ten percent sample was also used to determine the average blood alcohol content level and the extent to which the arrest was initiated by patrol.

1. Demographics

a. Age of Arrestees

The distribution by age of those arrested for driving under the influence of alcohol in 1981 and 1982 is reflected in Table V-13. The majority of D.U.I. arrestees are in the 21 to 30 age bracket and otherwise, 77.8 percent of the arrestees in 1981 were younger than 41 years of age. The arrest trends of 1981 are very similar to those reflected in the 1982 data. The number of persons 20 years of age and younger arrested for driving under the influence is substantially less than the number of persons in this age group involved in accidents. The number of persons arrested in 1981 for driving under the influence in this age group totaled 16 percent with only 8.6 percent arrested in 1982. The percent of persons in this age bracket involved in accidents, however, as reflected in earlier data, totals approximately 30 percent. The fact that substantially less persons in this age bracket are arrested as opposed to those that are involved in accidents, it is believed, relates to the fact that the legal drinking age in this state is 21 years of age. This is also believed to be a primary factor in the substantial number of persons arrested for driving under the influence in the age bracket of 21 to 30.

TABLE V-13

AGE OF DUI ARRESTEES, 1981 AND 1982

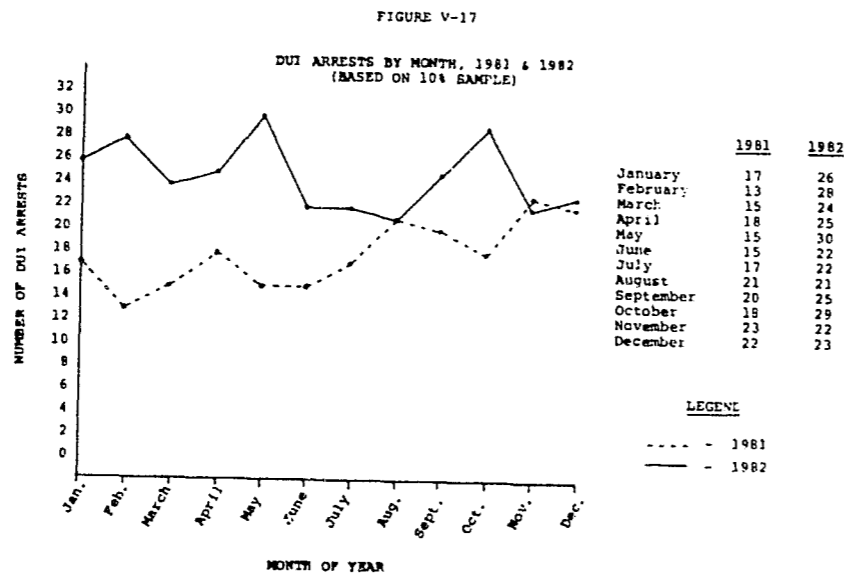
Age	1981 (%)	1982 (%)
20 and below	16.0	8.6
21-30	50.0	54.1
31-40	11.8	20.3
41-50	8.6	9.6
51-60	5.0	5.9
61 and above	8.6	1.3

b. Sex of Arrestees

In 1981, 85.4 percent of those arrested for driving under the influence were males with only 14.6 percent being females. In 1982, the percent of males arrested for driving under the influence had increased to 89 percent with the number of females arrested being 11 percent.

c. Arrests by Month

Figure V-17 presents the number of D.U.I. arrests by month for 1981 and 1982. The number of arrests made in 1982 per month is slightly greater than that in 1981, reflecting the fact that the number of D.U.I. arrests made in 1982 was 144 percent of that number made in 1981. It is interesting to note that the month in which the lowest number of D.U.I. arrests was made in 1981 was the month of February, which was one of the highest months in which D.U.I. arrests were made in 1982. Also, August was one of the months in which the highest number of arrests was made in 1981, which in 1982 was the month in which the lowest number of D.U.I. arrests were made. Overall, the average number of arrests made per month over the two-year period was 210.



2. Blood Alcohol Concentration

Average blood alcohol content is often used as an indicator of the effectiveness of a D.U.I. enforcement program. There is a presumption on which this theory is based that in an ineffective program only the most serious D.U.I. suspects are arrested, thus, resulting in the highest average blood alcohol content level. In an effective enforcement program, not only are the more serious D.U.I. suspects arrested, but through detection, those with lower blood alcohol content levels are also arrested. To support this contention, a federally funded D.U.I. enforcement project in Stockton, California, found through random, non-evidentiary blood alcohol testing a reduction in blood alcohol content after prolonged, increased enforcement. However, during this same period, the evidence of alcohol and traffic accidents was not reduced.

In Colorado Springs, the average blood alcohol content of those arrested in 1978 was .197 percent. In 1981, this percent had decreased to .171 and in 1982 had further decreased to .153 percent. The 1982 average blood alcohol content is significantly lower than the state average of .180 percent. In part, the reduction in the average blood alcohol content for those arrested in the City of Colorado Springs is due to the fact

that of the increased number of persons being arrested driving under the influence, a substantial number have blood alcohol contents with counts of .10 percent and below. In 1981, 7.4 percent of persons tested for blood alcohol content were below .10 percent. In 1982, that percent had increased to 9.2 percent. Such blood alcohol content trends among arrestees should be monitored closely.

3. Refusal to Permit Blood Alcohol Content Testing

In 1981, 17.1 percent of persons arrested refused testing. In the first six months of 1982, 11.5 percent refused testing. In July of 1982, the state raised the penalty for refusal to permit blood alcohol content testing from three months to nine months for license suspension. Interestingly, the refusal rate for the last six months of 1982 was 16.1 percent which seems to suggest that the increased penalties for refusal to permit testing have not had a positive effect.

D. New D.U.I. Enforcement Approach

An enforcement technique receiving considerable nationwide attention, and recently endorsed by the President's Commission on Drunk Driving, involves the use of D.U.I. roadblocks. Experts agree that the technique tends to increase the perceived risk of apprehension and, thus, increases general deterrence.

The reason for the technique's effectiveness is fairly simple. First, many persons who drink to excess think they can drive well enough to evade detection by police and, in fact, many officers only detect the more serious drunk drivers. The idea that the driver may encounter a roadblock tends to minimize his perception that he can evade detection.

The use of roadblocks for D.U.I. detection is highly efficient in terms of number of arrests made versus resources utilized. This enforcement approach should be utilized by the City of Colorado Springs.

X. School Enforcement Program

One of the Arthur Young Traffic Management Study recommendations implemented by the Department concerned the initiation of a School Enforcement Program. The original concept was to staff the program with two traffic officers to provide traffic enforcement in school zones and to make safety education presentations at schools. For a number of reasons, these objectives have not been adequately met.

The first problem is the enormity of tasks. Two officers cannot possibly enforce traffic laws in school zones and make traffic safety presentations at this City's 67 schools. Although the schools could have been ranked according to traffic volume and traffic speeds for the purpose of allocating the time of these two traffic officers, this has not been the case. At the directive of the Traffic Section commander, neither officer in recent months has made a traffic safety presentation. The level of their traffic enforcement productivity has been low, particularly when viewed from a tickets issued point of view.

The School Enforcement Program should be modified to provide as follows:

- * The day shift traffic sergeant, as proposed in a latter section, should serve as liaison to the school districts on traffic safety matters and coordinate all the Department's school enforcement activities. Such activity should not be limited to pedestrian safety when crossing streets but should include a broader perspective of students and traffic safety. The day shift sergeant should also coordinate with the Traffic Engineer's Office timing and location changes of traffic regulatory devices.
- * School enforcement should be a directed activity of patrol officers, with traffic officers assigned to specific locations for traffic enforcement purposes.
- * The Department should create a position of traffic analyst with one of several responsibilities being to track school zone enforcement activity to ensure timely and accurate information for resource allocation purposes.

XI. Hit and Run Accident Investigation

The Traffic Section Hit and Run Unit is staffed by three police officers and one volunteer. Their responsibility is the investigation of hit and run accidents in which case follow-up work has not been completed by the patrol officer.

Each day, a hit and run investigator will obtain from the traffic supervisor the hit and run reports for the prior day. All reports will be read and a determination made on whether that particular case will be assigned and extent of follow-up investigation conducted. Principal considerations in that determination are the probability of solving the offense and to a lesser extent, the gravity of the offense. Only those cases that are the most promising are assigned.

The most vital information provided on the case report is a license number of the "run" vehicle. In such instances, the owner is identified and a letter sent indicating his car was involved in an accident and requesting he telephone the Hit and Run Office to make an appointment for an interview. In the event a license plate number is from out of state or the registered owner fails to acknowledge the letter, follow-up investigation will be conducted for the purpose of locating and contacting the owner. Checking last known addresses and utilities listing will be done for local owners, and if the vehicle is registered out of state, contact is made with local military bases in determining whether the owner is in the military and under their jurisdiction.

When the owner of a vehicle involved in a hit and run incident responds to the letter sent him by the Hit and Run Office, an interview is scheduled approximately ten days thereafter. At the interview, the owner is advised of his constitutional rights as outlined in the Miranda Decision, and if after the interview sufficient probable cause is found to exist, a summons is issued for the appropriate charge. While no statistical data exist for verification, it is believed that approximately 90 to 95 percent of those owners contacted by letter makes contact with the Hit and Run Office.

All hit and run accidents where any death results or felony charges are pending, are assigned not to the Hit and Run Office but to traffic accident investigators. In the event that very little, if any, information exists for follow-up investigation, the report is filed.

In 1982, there were 2,634 hit and run accidents reported to the Police Department. This represents 21 percent of the 12,593 accidents reported in that year. Of this number, the Hit and Run Office conducted 992 follow-up investigations, or 37.7 percent of the total hit and run accidents reported. Of this number, 582, or 58.6 percent of the assigned cases, were cleared. Patrol officers cleared another 313 hit and run cases. Of the total 2,634 hit and run accidents reported, only 895, or 34 percent, were cleared.

Problems with the procedures used by the Hit and Run Office are as follows:

- * Hit and run accident reports are not checked against the counter reports (cold hit and run reports) completed and turned in by citizens to the Police Department.
- * No weighted criteria exists to establish priority of solvability and severity issues in the assignment of cases in which there is no license plate information provided.
- * A decision has been made not to work a particular case or to cease follow-up investigation and it is filed. There is no easy procedure for relating the priority of that file to any of the others when there may be surplus manpower available to work a case previously filed.
- * There is no written procedure that provides for the traffic supervisor to review on a regular basis cases being worked.

Investigative activity of the Hit and Run Office more closely relates to that carried out in the Investigations Division than that of the Traffic Section. It is recommended that the Hit and Run Office be transferred to the Investigative Division where management reports can be generated through the I.M.I.S. software program and closer supervision could be accomplished. The case screening approach cited in Chapter II should be utilized in determining which hit and run cases should be assigned.

XII. Traffic Supervision

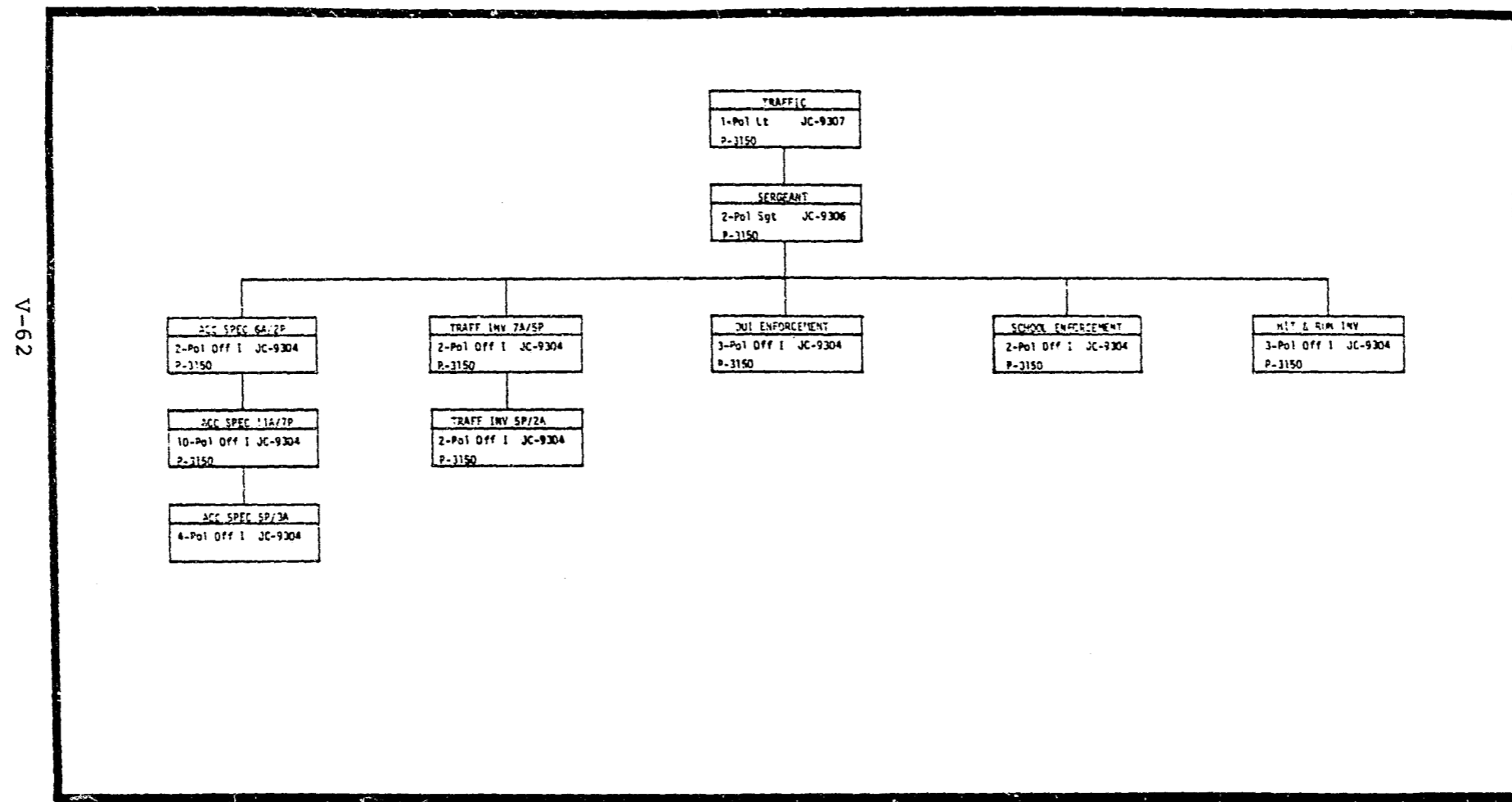
As discussed in several of the prior sections of this chapter, the traffic function can be operated at a much improved level. In order to accomplish this goal, improved supervision will be required. A traffic management program should be developed encompassing the concepts and methodologies presented in this chapter and be used as the basis for allocating and directing manpower resources. The emphasis should be on selective enforcement programs in which enforcement is proportional to accident locations at which the more frequent, severe accidents occur with respect to time. The specific enforcement activity utilized should be geared to reduce the incidence of motor vehicle crashes, crash-related injuries, and fatalities. In addition, it should facilitate the safe, orderly, and efficient movement of goods and persons on the roadway. All such activity should be closely monitored to ensure that resources are efficiently utilized to accomplish the intended purpose.

Traffic officer performance levels must be substantially improved. Supervisors need to identify traffic officer expectations and monitor their performance to ensure such goals are attained. Supervisor work hours should correspond to the extent possible with those of the traffic officers for whom they are responsible.

Currently, traffic activities are supervised by a police lieutenant assisted by two police sergeants (see attached organizational chart). The lieutenant and one of the sergeants work days with the other sergeant working nights. All three work a configuration of Monday through Saturday with Sunday off followed by a work period of Monday through Thursday with Friday, Saturday, and Sunday off. The day and evening sergeants rotate their schedule so they have opposite weekends off. This supervisory schedule approach is not as consistent as it should be with the hours of the traffic officers they supervise. The schedule was inappropriate before the Police Study Project Phase I implementation and is even less appropriate now. In some instances, as many as 17 traffic officers may be on duty, at which time there is no supervision. On the other hand, a traffic sergeant can be on duty and supervise as few as one traffic officer. During the 28-day schedule period of March 27 through April 23, 1983, some 55 percent of the traffic officer work hours were without supervision of a lieutenant or sergeant. During this work period, however, one sergeant was off on nine days of compensatory time. If he had not taken this time off, officers

FIGURE V-18

CURRENT TRAFFIC ORGANIZATION, 1983



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would not have been supervised 42 percent of the time.

Another supervisory problem is the fact that a majority of traffic supervisory time is spent in the traffic office and not in the field directing and monitoring officer performance. It can be reasoned that traffic officers are sufficiently trained and experienced as to not require hands-on supervision, however, the level of their work performance, as previously presented in this chapter, does not justify this position. Prior to December of 1982, neither the traffic police lieutenant nor traffic sergeants performed a consistent administrative review of traffic reports prepared by staff, nor planned, nor measured productivity measures.

A good traffic supervisor must monitor the quality and quantity of activity of each of the officers for whom he is responsible. He should monitor activity in: (1) accident investigation and reporting, (2) preventive patrol and enforcement, (3) traffic direction and control, (4) motorist assistance, and (5) court interaction. Currently, the only existing mechanism for obtaining insight to officer activities in this area is through the review of the daily field activity report (log sheet). This form, however, does not readily lend itself to evaluating traffic officer performance.

Figure V-19 that follows presents a report format that could be used for this purpose, in that it thoroughly describes the nature and quantity of traffic officer activity. Section I of the report identifies time spent on patrol, the number of stops made, and the major actions taken in those patrol stops. Section II identifies time spent in accident management/investigation and major enforcement actions taken. Section III identifies time spent on other police traffic services and the number of events for each. Section IV identifies time spent on non-traffic duties and in which case specifics must be provided. Section V identifies the number of specific charges filed as a result of officer action. Most importantly, note that Section VI addresses the disposition of charges. This form could be prepared on a daily basis with cumulative activity being reported on a weekly, monthly, and/or quarterly basis. This report is presented not on the basis that it is the most ideal report for use in monitoring Colorado Springs traffic officer performance, but merely as an example of types of information that can be generated to assist traffic supervisors in evaluating traffic officer performance.

FIGURE V-19

SAMPLE
TRAFFIC OFFICER ACTIVITY REPORT

SECTION ONE: TIME SPENT ON PATROL AND NUMBER OF STOPS MADE

PATROL TIME	MAJOR ACTIONS TAKEN IN PATROL STOPS				
	Arrests	Citations	Written Warnings	Verbal Warnings	No Actions
Moving Patrol					
Stationary Surveillance					
Traffic Road Checks					
Planned Selected Surveillance					

SECTION TWO: TIME SPENT IN ACCIDENT MANAGEMENT/INVESTIGATION AND MAJOR ENFORCEMENT ACTIONS TAKEN

ACCIDENT INVESTIGATION TIME	MAJOR ENFORCEMENT ACTION IN EACH ACCIDENT CASE			
	Hazardous Violation	Other Violation	No Enforcement	Investigation Continuing
Fatal Accidents				
Injury Accidents				
Property Damage Accidents				

SECTION THREE: TIME SPENT ON OTHER POLICE TRAFFIC SERVICES AND NUMBER OF EVENTS

ACTIVITY TIME	Number of Events
Highway Service/ Assistance	
Assigned TIX	
As Needed TIX	

SECTION FIVE: NUMBER OF SPECIFIC CHARGES FILED

	ARRESTS		CITATIONS		WRITTEN WARNINGS	
	Alcohol/Drug Related Traffic Offenses	Other Traffic Related Offenses	Moving Violations	Equipment/Regulatory Violations	Moving Violations	Equipment/Regulatory Violations
	Non-Traffic Offenses	Other Violations	Other Violations	Other Violations		

SECTION FOUR: TIME SPENT ON NON-TRAFFIC DUTIES (SPECIFY DUTIES)

ACTIVITY TIME

SECTION SIX: DISPOSITION OF CHARGES

CONVICTION	Bond Forfeiture (Violations Bureau)	
	Convicted as Charged (In Court)	
NON-CONVICTION	Convicted Lesser Offense	
	Not Guilty	
	Not Pius	
	Dismissed	

TOTAL DUTY TIME FOR THE DAY

DAILY POLICE TRAFFIC SERVICES ACTIVITY REPORT

Officer Name _____ Shield No. _____
 Date: ____/____/____
 Patrol Area/Beat _____
 Duty Shift _____

FOR SUPERVISOR'S USE ONLY:
 REPORT RECEIVED ____/____/____
 REVIEWED BY _____

XIII. Reorganization of Traffic Function

During the Police Project Phase I study period, some problems were noted with the Uniform Services Division organization structure. The Uniform Services Division is headed by a police captain to whom nine lieutenants reported. At that time, one lieutenant was in charge of administrative affairs; one each assigned to field training, special operations, and traffic; and five assigned to patrol. The police captain worked standard business hours of 8:00 a.m. to 5:00 p.m., Monday through Friday. Because the activities for which he is responsible are of a 24-hours-a-day, 7-days-a-week nature, the majority of hands-on supervision rested with the lieutenants. It was observed that coordination between sections sometimes suffered as a result. For example, patrol officers generally perceive that traffic activities should be performed by traffic officers. Traffic officers perceived that their sole responsibilities were traffic activities only and a tendency developed to concentrate on those matters rather than responding, if available to do so, to general calls for service.

Not only did this perception tend to create barriers to intra-departmental cooperation, it tended to alienate officers of one section against officers of another. The quality of service provided to the public tended to suffer accordingly.

In order to rectify the situation, improved lines of authority are required. An organizational framework is necessary that will improve goal setting, supervision, administration, and accountability. Specialty services should be preserved in context to an effective organizational framework. The situation where several supervisors of equal rank simultaneously direct field services provided the public cannot continue. There are several basic approaches in which the Patrol Bureau can be reorganized. Reorganization can be along a temporal, geographical and/or functional basis.

Given the problems identified in the Phase I and Phase II study periods, it is believed best to develop an organizational strategy primarily on a temporal basis. The police captain over the Uniform Services Division currently controls approximately 56 percent of Department staff. This level of responsibility is more appropriate to the level of deputy chief.

Rather than having the three shifts supervised by a commander, a lieutenant assisted by a relief lieutenant, this level of responsibility is more appropriately that

of a police captain. The police captain should have responsibility for his shift each day of the year and should be assisted by a police lieutenant and an administrative sergeant. The police captain, as commander of his shift, should be responsible for literally all uniformed police services provided in the field.

The SACS Unit is proposed to be deactivated with Patrol assuming the SACS responsibilities. Patrol should continue to be organized along an east and west configuration with three sergeants provided to supervise each side of town per shift.

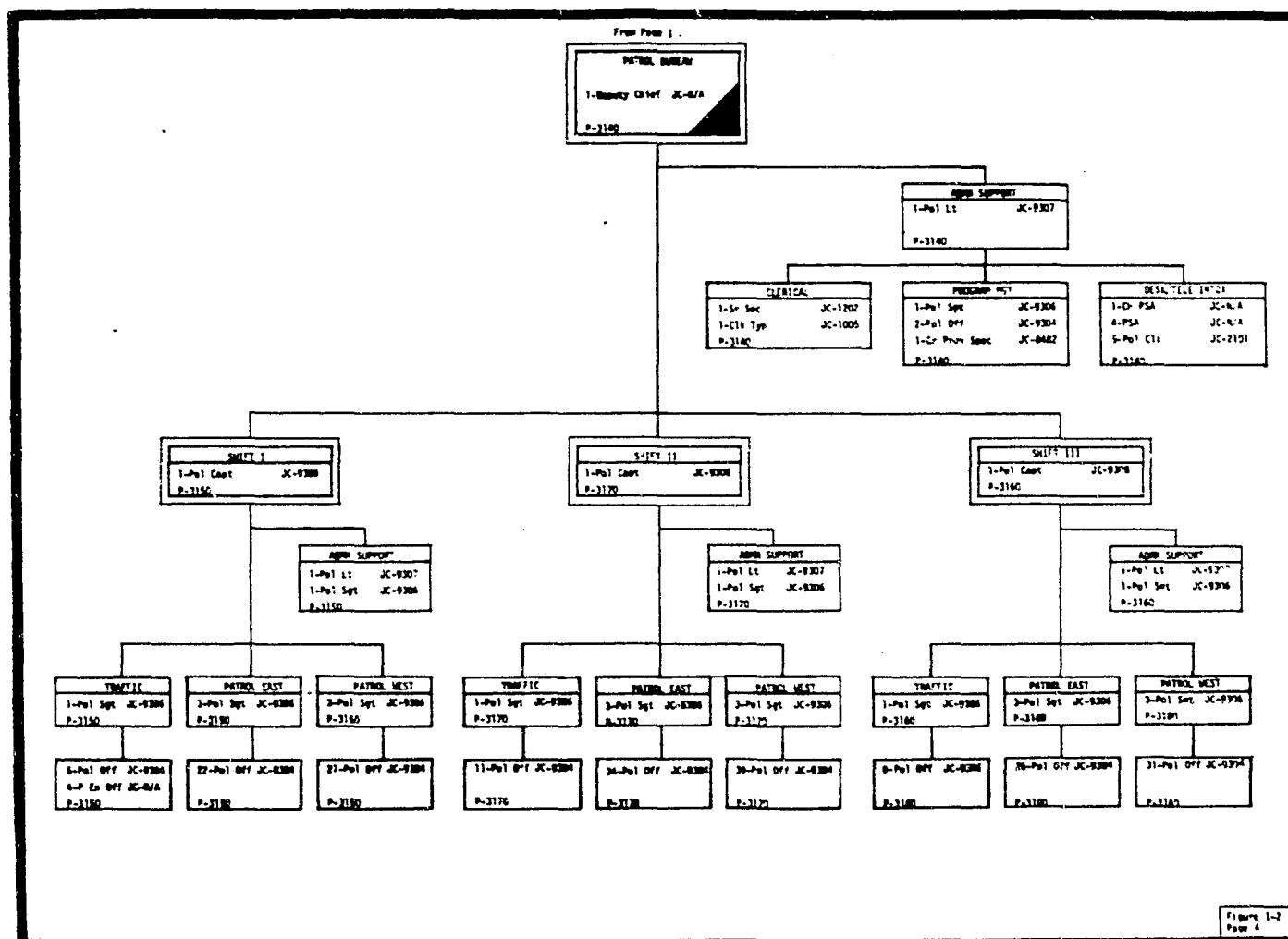
The maintenance of traffic specialties is extremely important if a traffic management program is to be effectively carried out. The current traffic organizational structure, however, has proven to be less than optimally effective and for purposes of improved patrol lines of authority, the Traffic Section should be decentralized with such activities placed in a reporting relationship directly to the shift commander.

During the Police Project Phase I study period, a number of traffic officers were rescheduled to more effectively respond to accident investigation work load. That schedule was initially effective resulting in a 25 percent increase in the percentage of accidents investigated by traffic officers. However, performance has since fallen substantially. The change in schedule did not affect the D.U.I. team, school enforcement, or supervision. The schedule developed was based on accident investigation work load only and did not provide for selective enforcement activities.

Under proposed reorganization, the Traffic Section is to be changed with such activities reporting directly to the shift commander (see Figure V-20). This necessitates another change in work schedule, which necessarily must closely relate to that of patrol officers. This will ensure that each shift has a single direction and melded into a unified work force with substantial accountability.

For purposes of determining the staffing levels for the new schedules, an hours consumed model was used. Column 1 of Figure V-21 identifies the hours consumed by time of day for accident investigation activities during 1981. Column 2 presents the number of response units required on that hour to investigate the level of accident activity presented in Column 1. Column 3 identifies a work factor required to not only perform accident investigation but also to perform various administrative functions and to conduct traffic enforcement. This work factor is

FIGURE V-20
 PROPOSED TRAFFIC REORGANIZATION, 1983



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FIGURE V-21

HOURS CONSUMED BY TIME OF DAY
FOR ACCIDENT INVESTIGATION
ACTIVITIES DURING 1981

	(1)	(2)	(3)	(4)
Hour	Hours Consumed	Units Required	x 3	x 1.5
M-1	501.75	1.38	4.123	6.19
1-2	452.8	1.24	3.72	5.58
2-3	481.0	1.32	3.95	5.93
3-4	299.1	0.819	2.46	3.69
4-5	150.9	0.413	1.24	1.86
5-6	97.3	0.266	0.79	1.19
6-7	117.0	0.320	0.96	1.44
7-8	280.0	0.77	2.30	3.5
8-9	472.2	1.3	3.89	5.8
9-10	431.3	1.18	3.54	5.3
10-11	436.6	1.12	3.59	5.4
11-12	473.0	1.3	3.9	5.8
12-13	635.4	1.74	5.22	7.83
13-14	662.2	1.81	5.44	8.16
14-15	651.0	1.78	5.35	8.03
15-16	818.8	2.24	6.72	10.1
16-17	959.7	2.63	7.88	11.8
17-18	924.9	2.53	7.6	11.4
18-19	741.0	2.03	6.1	9.14
19-20	603.5	1.65	4.96	7.44
20-21	541.4	1.48	4.44	6.67
21-22	511.4	1.4	4.2	6.3
22-23	488.8	1.34	4.02	6.02
23-M	451.2	1.23	3.7	5.6

derived simply by multiplying three times the units required as presented in Column 2.

Column 4 identifies the number of officers needed to accomplish the work factor presented in Column 3. It is derived simply by multiplying a relief factor of 1.5 times the work load factor of Column 3. The staffing level for the three shifts that most closely relates to the values presented in Column 4 dictates that six traffic officers be assigned the day shift with hours of 5:20 a.m. to 1:30 p.m., eleven traffic officers be assigned the swing shift with hours of 1:20 p.m. to 9:30 p.m., and eight traffic officers assigned the graveyard shift with hours of 9:05 p.m. to 5:30 a.m. The work schedules for these officers are depicted in Figure V-22. Note that the staffing plan provides for 24-hour traffic staffing. The officers on each shift will be supervised by a traffic sergeant who will report directly to the shift commander.

The day shift traffic sergeant, in addition to the six traffic officers will also be responsible for four parking enforcement officers proposed to be transferred from the Marshal's Office to the Police Department. An accident specialist will serve as unit supervisor when the sergeant is off duty. The accident specialist and sergeant have staggered days off to ensure that there is never an entire day without planned supervision.

It is proposed that two cars on each shift be designated as accident cars. On the graveyard shift, this will permit the remaining six traffic officers to concentrate their attention primarily to the D.U.I. enforcement program. Minor special projects for which planning is required is to be handled by the traffic sergeant of the shift during which the project is primarily scheduled. Major program planning efforts are to be the responsibility of the Patrol administrative lieutenant. As the need dictates, one or more traffic officers may have to be reassigned from field duty to assist in such planning efforts. The three officers involved in the Hit and Run Detail, as previously stated, are proposed to be transferred to the General Investigations Division.

A new position of Police Traffic Analyst is proposed for the purpose of collecting, analyzing, and disseminating accident and enforcement data as necessary for the development and implementation of an effective traffic management program. This position will be somewhat similar to a crime analyst; however, the focus of the effort will be totally toward traffic matters.

FIGURE V-22

PROPOSED NEW TRAFFIC SCHEDULE

- * Proposed Day Shift Staffing - 6 Officers
5:20 AM to 1:30 PM

	M	T	W	T	F	S	S	M	T	W	T	F	S	S	
Officers															
4						X	X						X	X	A
1							X	X	X	X					B
1	X	X	X											X	C
	5	5	5	6	6	2	1	5	5	5	6	6	2	1	

NOTE: Sgt. days off include Friday and Saturday each week.

- * Proposed Swing Shift Staffing - 11 Officers
1:20 PM to 9:30 PM

	M	T	W	T	F	S	S	M	T	W	T	F	S	S	
Officers															
2	X	X	X	X											A
1				X	X	X	X								B
2							X	X	X	X					C
2								X	X	X	X				D
2	X	X	X								X	X	X	X	E
2	X	X	X											X	F
	7	7	7	8	10	10	8	7	7	7	7	9	9	7	

NOTE: Sgt. works B shift.

- * Proposed Graveyard Shift - 8 Officers
9:05 PM to 5:30 AM

	M	T	W	T	F	S	S	M	T	W	T	F	S	S	
Officers															
1	X	X	X	X											A
2				X	X	X	X								B
2							X	X	X	X					C
1								X	X	X					D
1											X	X	X	X	E
2	X	X	X											X	F
	5	5	5	5	6	6	4	5	5	5	6	7	7	5	

NOTE: Sgt. works E shift.

Currently, the Traffic Section consists of 31 officers, including 1 lieutenant, 2 sergeants, and 28 traffic officers. The proposed reorganization provides for all traffic responsibilities continuing to be performed by 31 positions, not including the addition of the traffic analyst. The proposed reorganization, however, does provide for a different mixture of classifications and organizational strategies than now exist. The Police Lieutenant position over the Traffic Section is proposed to be reassigned and replaced with a Traffic Sergeant position. This will increase the number of traffic sergeants to three, one per shift.

The proposed organizational strategy should increase substantially the effectiveness and efficiency of the Department's traffic operations. Lines of authority and span of control problems that now exist will be eliminated, and improved planning and accountability should result. Conflict between patrol and traffic officers should be reduced in that both will report to the same supervisor.

Specialized traffic capabilities will be available at all hours of the day and days of the week, and considerably improved field supervision will be provided. Retention of the traffic function specialties will ensure that traffic responsibilities can be met in the most efficient, effective manner possible. In fact, one of the benefits of the proposed organizational strategy is that increased patrol time will be available to accomplish traffic goals and objectives.

The traffic sergeant on each shift will be responsible for reviewing all accident reports submitted by the officers on that shift. The report will then be routed through channels to the case screening section, proposed in Chapter II, and will be reviewed for quality, timely completion, and determination of additional work that may be necessary.

Currently, reports are prepared either in handwritten or typed form. If the report is typed, it is normally done by the traffic officer in the Traffic Office which

removes him from the street and from answering calls for service. In the future, reports should be handwritten in the field, permitting the officer to continue to be available for calls for service. If necessary, the officer can request to be shielded from calls for service if report preparation is somewhat time-consuming. This procedure will at least make the officer visible to passing motorists and he can be dispatched for accident investigation if a shortage of manpower should occur.

There is a need for fatal injury accident procedures to be more uniform and to be presented in report form in a consistent fashion. Many of the reports reviewed were typed by the investigating traffic officer and contained many spelling and grammatical errors. Fatal injury accident reports prepared by traffic officers not normally assigned as accident investigators were as in-depth and concise as those prepared by officers regularly assigned such activity.

Virtually all of the information on accident reports and traffic citations are coded and entered in the City's computer. This being the case, information is available for historical perspective and to determine current problem types and trends. Other traffic records are kept in manual record systems in which case such data are not readily available for management use. A new traffic information base must be developed for use in developing the traffic management program. This new information base should be developed by the traffic analyst in cooperation with the Department's computer services operations, which information should be provided to the shift commanders for traffic resource allocation purposes. Information such as that presented in this chapter should be developed and include temporal and geographical considerations of work load, accident cause and type, with demographic considerations. Alcohol-related traffic offenses should also be recorded, including such pertinent information as blood alcohol content and previous D.U.I. arrests.

A deficiency in our current traffic record system is the inability to report prosecution action on traffic offenses. This type information is an important indicator of enforcement quality. The information system to be developed must

provide this information. All of the above information should be prepared in an appropriate form for dissemination to the shift commanders. The traffic analyst should assist the commanders in developing long- and short-term strategies for effecting improved traffic operations. Bulletins should be prepared for patrol and traffic officers, describing target locations and offenses for enforcement. Among other alternatives are a daily printout of accidents and violations by zone, distributed to officers including spot maps, etc.

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CHAPTER VI

TACTICAL OPERATIONS

SUMMARY

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

CONTINUED

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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 manhours, which represents only 2.3 percent of manhours 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.

RECOMMENDATIONS

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

- (1) S.W.A.T. be reassigned to the proposed Tactical Section of the Special Investigations 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) S.A.C.S. be disbanded and specialty 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 Investigations 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 Investigations Division.
 - (d) The remaining officers being transferred to patrol.

STUDY FINDINGS

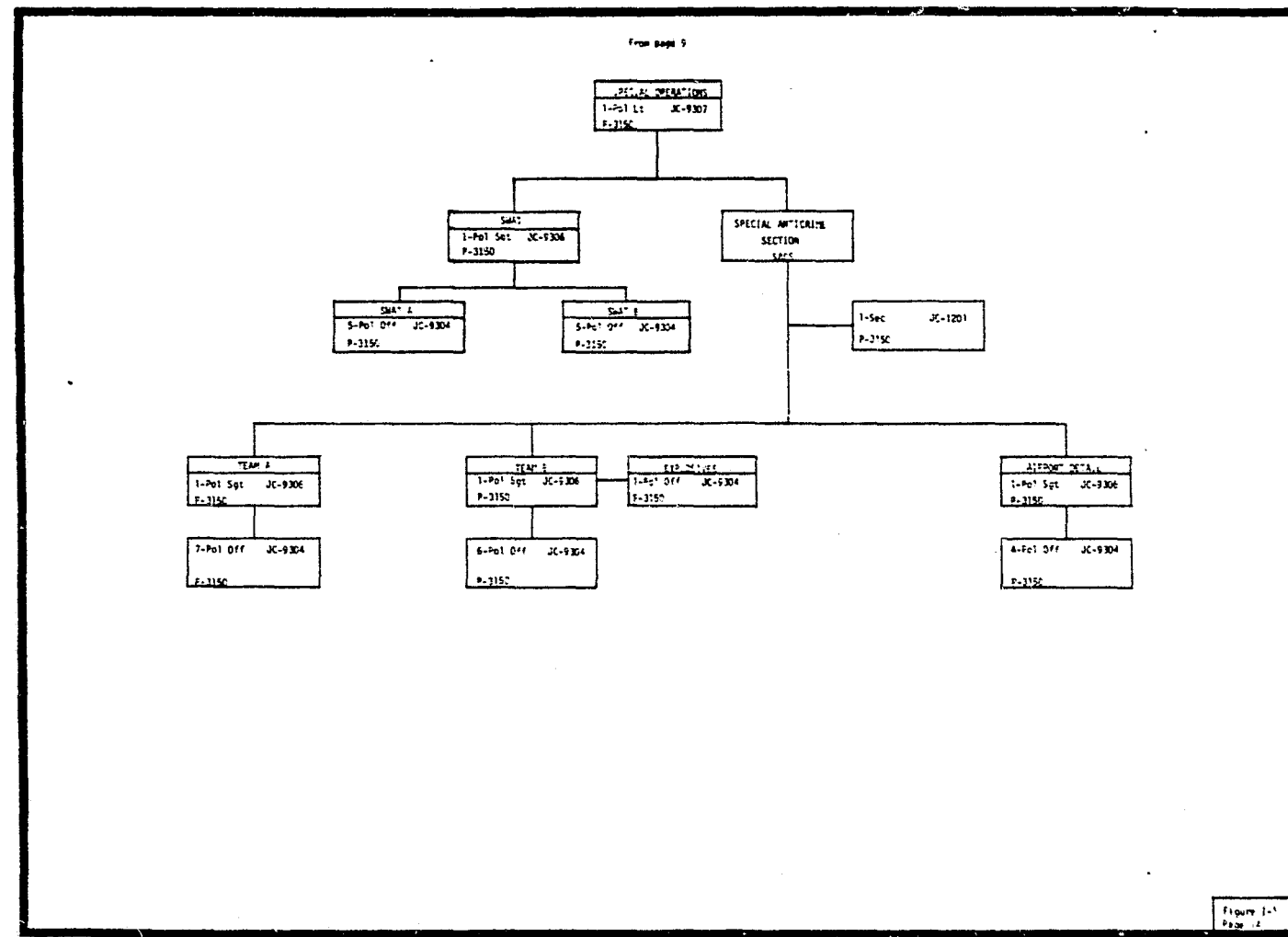
I. Introduction

The Police Study Project Phase I report addressed manpower utilization and work load issues of patrol operations and to a lesser extent activities of the Traffic Section. Patrol is the major component of the Uniform Services Division and an objective of the Phase II study effort was to complete the study of the Uniform Services Division. Two special units remained to be studied, which include the Special Operations Unit and the Traffic Section. Chapter V addresses Traffic Operations and this chapter will take up the activities of the Special Operations Unit less Airport Security, which is covered in Chapter IV.

The Special Operations Unit is headed by a police lieutenant who reports to the police captain heading the Uniform Services Division. The current organizational framework for this unit is depicted in Figure VI-1. In addition to the lieutenant, the unit consists of one secretary and thirty-two officer positions, including four police sergeants and twenty-eight police officers, two positions of which are vacant. Due to the Department's lack of sufficient office space, the Special Operations Unit is located in leased quarters at 1422 North Hancock Avenue, Suite 5 South.

The unit consists of the Tactical Enforcement Unit/ Special Weapons and Tactics (S.W.A.T.) and the Special Anti-Crimes Squad (S.A.C.S.), the latter including the Department's Explosives Unit and Airport Security Detail.

FIGURE VI-1
CURRENT SPECIAL OPERATIONS ORGANIZATION, 1983



VI-1A

II. Special Anti-Crimes Squad

A. History

In April 1974, the Colorado Springs Police Department received funds from the Federal Law Enforcement Assistance Administration (LEAA) to be matched with City funds to form a Special Anti-Crimes Squad (S.A.C.S.) to attack the City's increase in burglaries and robberies. The first-year grant totaled \$264,786 and covered a 14-month period. LEAA contributed \$237,951, or approximately 90 percent of the grant amount which was used to finance the salaries of one police sergeant, thirteen patrol officers, one clerk-typist, and a part-time keypunch operator, along with necessary supplies and equipment items. The City's \$26,835 share financed the salaries of the lieutenant and one crime analyst.

Specific S.A.C.S. program goals included reducing the number of burglaries in selected target areas, each representing approximately 10 percent of the City's population, by 15 percent, reducing the number of robberies in target areas by 15 percent, and reducing the number of burglaries and robberies city-wide by 5 percent, all compared to 1974, the baseline year. These impact objectives were to be met by conducting security inspections, crime prevention speaking engagements and technical crime scene searches, making street contacts, and completing all crime scene response and investigation responsibilities. In this respect, first grant year work load targets were established which included:

- * To conduct security inspections in 3,000 target area residences.
- * To conduct security inspections in 95 percent of the target area businesses.
- * To conduct 50 speaking engagements to civic groups.
- * To conduct technical crime scene searches at 75 percent of the burglaries in the target area.
- * To increase the clearance rate for burglary by 30 percent as compared to the previous year.
- * To increase the clearance rate for robbery by 25 percent as compared to the previous year.

* To conduct 2,000 on-street contacts of persons within the target area.

* To respond to robbery calls for service in an average of three minutes.

The need for the S.A.C.S. program was the substantial increase of burglaries and robberies in Colorado Springs that had occurred in recent years. Departmental statistics revealed that burglary incidents had increased from 1,925 incidents in 1970 to 2,186 in 1971, to 2,635 in 1972, and to 3,544 in 1973. This amounts to a 32 percent increase in such incidents in 1970, 14 percent increase in 1971, 12 percent increase in 1972, and 34 percent increase in 1973. Similarly, robbery incidents had also increased substantially. There were 285 incidents reported in 1970, 185 in 1971, 342 in 1972, and 478 in 1973. This amounts to an increase/decrease over the prior year of plus 52 percent in 1970, minus 35 percent in 1971, plus 85 percent in 1972, and plus 40 percent in 1973.

It was intended that the S.A.C.S. Unit would differ from other police units in that S.A.C.S. would respond to the specific crimes of robbery and burglary only. Additionally, it was intended that S.A.C.S. methods would differ from the traditional police approach. They were to spend the majority of their time in person-to-person contacts assisting target area residents in methods of preventing burglary and robbery. Also, they were to initiate aggressive patrol involving a significant number of "routine stops," and they were only to operate in designated target areas. The target neighborhoods were to be selected based on the rate of burglary and robbery incidences and on the probability of success in the area. The crime analyst was to assist in establishing crime patterns and the keypunch operator was to be used to enter pawn shop data. Colorado Springs had 20 pawn shops, more than any other Colorado city, which resulted in 350 to 400 pawn tickets being generated per day. This data system would enable stolen property to be compared with pawn property tickets.

The grant program provided for a second and third grant allocation. The Department's records indicate that the second grant year term was for 12 months and the project cost totaled \$216,787. Of this amount, \$75,824, or only 35 percent, was pro-

vided by the LEAA. Federal funds were used to finance a portion of the salaries of S.A.C.S.' 13 patrol officers. All other project expenses were met with the City's \$140,963 matching share. It is believed that project financing for the third grant year was similar in arrangement to the second grant year, with the City carrying the majority of the project cost burden. In any case, at the end of grant funding, the City Council elected to fund the entire program with General Fund money.

The S.A.C.S. program goals were largely met during the three-year grant period. As compared to 1974, city-wide burglary and robbery rates dropped 3.4 percent in 1975, 7.7 percent in 1976, and 15.3 percent in 1977. Again, compared to 1974, burglary rates for target areas decreased 10.3 percent in 1975, 24.7 percent in 1976, and 31.8 percent in 1977, while robbery rates dropped 47.2 percent in 1975, 58.3 percent in 1976, and 67.1 percent in 1977. The majority of the S.A.C.S. work load objectives were also met. During the three-year period, S.A.C.S. performed 6,970 residential security inspections, 2,197 business inspections, and 224 speaking engagements. They made contact with 2,744 suspicious persons and had an estimated overall response time to robbery calls for service of approximately two-and-one-half minutes. They made 530 arrests, 263 recoveries, and cleared 536 cases.

B. Current Operational Strategy

In recent years, the S.A.C.S. organizational and operational strategies have changed. The unit now consists of three teams, each supervised by a police sergeant. One of the teams, which includes four police officers, is responsible for providing security at the Colorado Springs Municipal Airport.

The other two teams include 14 police officers, one of which is assigned full time to an Explosives Detail for the detection, disarmament, and transportation of explosives. The majority of time of one of the police sergeants is also dedicated to this assignment.

Two officers are assigned full time to the installation and monitoring of cameras and alarm systems in business establishments experiencing high robbery rates. Site selections are determined by

crime analysis data with input from S.A.C.S. personnel and the Investigations Division. The alarms and cameras are regularly inspected and tested to ensure they function properly. In the event a robbery occurs, assigned personnel respond to the scene to retrieve the film for development. Photographs of the suspects are then distributed to patrol, Investigations, and S.A.C.S. personnel. Distribution of such photographs is usually completed within one hour from the time the alarm personnel are notified. Personnel assigned to the Alarm Unit are subject to off-duty call out in the event of an alarm/camera activation.

One of the officers is assigned full time to administer false alarms reported by private alarm systems used to report intrusion, holdup, burglary, and other emergencies related to private contracted agencies to the Police Department. Chapter 20, Article 3, Section 102, of the Code of the City of Colorado Springs provides:

The City Manager is hereby authorized to grant a revokable permit to any person in the city who has established a central office for the purpose of receiving alarms and transmitting them to the Police or Fire Departments for a response. Such permits shall authorize the installation of either a private line or lines or a regular business line to the Police or Fire Departments for the express purpose of providing direct telephone communication between said person and the Police or Fire Departments for the use to report intrusion, holdup, burglary, fire, or other emergency.

For several years there were more false alarms than any other type of call for service. Section 108 of this article, recently adopted by the Council, permits a service charge of \$25 being assessed an alarm user for each police response to more than four false alarms by the alarm user within any consecutive 180-day period.

This leaves only ten police officers to perform the traditional S.A.C.S. duties with regard to the suppression of burglaries and robberies, which officers' other duties in recent years have been substantially expanded. Of these ten officers, one is designated as the investigator for the unit. This assignment rotates from officer to officer with each such assignment being for an unspecified period of time.

This officer investigates those cases not taken by S.A.C.S. occurring in the target area being worked at the time. In addition, he prepares S.A.C.S. case reports for presentation to the District Attorney's Office for the filing of charges, assists in the preparation of affidavits for search and arrest warrants, coordinates follow-up investigations, and acts as liaison between S.A.C.S. and other units of the Police Department.

The broad range of S.A.C.S. activities is permitted by the Department's Operations Manual. Section A 1217.20 indicates S.A.C.S.:

Handles special crime problems occurring in specific areas of the city.

Develops and presents programs to educate private and public organizations about crime prevention techniques and police operations.

The unit's current approach to impacting on the City's burglary and robbery rate involves target areas being identified by the Department's Operations Resource Unit. Target areas are selected through crime pattern analysis based on crime data collected from patrol, the Investigations Division, etc., and input from S.A.C.S. personnel. Once a target area is selected, S.A.C.S. units implement the following target-hardening type techniques:

- * Saturation of the target area with marked police vehicles and uniformed officers to exploit the high visibility concept of crime prevention.
- * Strict enforcement of parking and traffic regulations.
- * Stopping and identifying suspicious persons in the target area (completing field interview reports).
- * Contacting citizens in the target area and making crime prevention presentations.
- * Obtaining home addresses and phone numbers of target area business owners and forwarding this information to the Communications Center to facilitate emergency notification.

- * The taking of burglary and robbery reports in the target area, including completing crime scene investigations and filing such cases when arrests are made.

- * The periodic use of undercover approach in the investigation of such crime.

C. Explosives Unit

As previously mentioned, one police officer of the S.A.C.S. Unit is assigned full-time Explosives Unit responsibilities. This officer reports to one of the three S.A.C.S. police sergeants whose time is also largely committed to this activity.

Duties of and procedures for the Explosives Unit are specified in the Department's Operations Manual in Sections L 2200.3 through L 2235.05. Section L 2227 provides insight into the responsibility of the Explosives Unit, which is to conduct investigations into incidents of accidental explosions, bombings, found bombs, explosives, fire bombings, and related incidents. In addition, the unit is to provide technical assistance, knowledge, and training when appropriate.

Section L 2235 details the unit's organization and mode of operation. It indicates that the Explosives Unit is to consist of one supervisor who shall coordinate the unit's activities and patrolmen who function in an autonomous manner. The Explosives Unit patrolmen are to be regularly assigned to patrol units. When an incident occurs involving explosives, bombs, etc., the Explosives Unit patrolmen are to respond to the scene and function jointly as the Explosives Unit. Upon completion of duties in the incident in that capacity, the members are to assume their normal duty assignment. The Explosives Unit supervisor is to be responsible to the Patrol Section watch commander.

In fact, the Explosives Unit is not organized in this manner. The supervisor of the unit does not report to the Patrol Section watch commander but in turn reports to the commander in charge of the Special Operations Unit. In addition, the Explosives Unit patrolmen are not regularly assigned to patrol units but are instead currently assigned within the S.A.C.S. and T.E.U. Units.

The police sergeant who serves as the supervisor of the Explosives Unit, the police officer who is assigned full time to the Explosives Unit, two T.E.U. officers, and one traffic officer have completed a three-week FBI school on hazardous devices at Redstone Arsenal in Huntsville, Alabama. The two T.E.U. explosives-trained officers are sometimes utilized as members of the Explosives Unit; however, the traffic officer is not a member of the Explosives Unit. In addition, each has also attended a 40-hour advanced course at the Colorado Law Enforcement Training Academy, Bomb Data Center, involving the identification of explosives, tools and equipment, X-ray and cryogenics, improvised explosive devices, safety and evacuation techniques, and search and secure sweeps. Each explosive patrolman receives annually 180 hours of training from the sergeant in charge and approximately 20 hours of training from explosives personnel of the 94th EOD Detachment at Fort Carson. A considerable amount of additional in-service training is scheduled with at least one day per month or as otherwise determined necessary by the sergeant in charge for training in this specialty operation.

In addition to performing the duties as outlined in the Operations Manual, explosives patrolmen track and conduct surveillance on terrorists and their activity, attend numerous seminars on terrorist activity and explosive techniques, conduct research and development on render safe devices and de-armor techniques, and provide training for other members of the Department. They are responsible for the court-ordered destruction of evidence via explosives, lend V.I.P. support with regard to search and secure sweeps, and provide intelligence information and support federal agencies. Their hours and method of deployment are flexible and are determined by the needs of the Department.

D. Work Load

Table VI-1 compares the crime investigated by the S.A.C.S. Unit in 1981 to that investigated in 1982. The total number of reported crime investigated in 1981 totals 498 and that investigated in 1982 totals 347. In 1981, 73 percent of the reported crime investigated represented burglary, attempted burglary, robbery, and attempted robbery. In 1982, 78 percent of crime investigated represented these categories. This table further demonstrates the varied services now furnished by the S.A.C.S. Units.

TABLE VI-1

COMPARISON OF CRIMES
INVESTIGATED BY S.A.C.S.
1981 TO 1982

	<u>1981</u>	<u>1982</u>
Burglary	327	249
Attempted Burglary	9	9
Robbery	28	12
Attempted Robbery	1	1
Theft	44	13
Criminal Mischief	12	3
Kidnapping	1	1
Escape from Custody	4	-
Intimidating a Witness	1	1
Harassment by Phone	-	1
Resisting Arrest	6	3
Sexual Assault	2	1
Narcotics	2	15
Assault	5	-
Recovery Stolen Property	1	2
Unlawful Use of Explosives	1	-
Found Explosives	2	-
False Reporting of Explosives	2	1
Menacing	2	-
False Reports to Authorities	1	-
First Degree Criminal Trespass	15	8
False Information	1	-
Fugitive from Justice	3	-
Motor Vehicle Theft	8	4
Lost or Stolen Property	2	-
Defrauding an Inkeeper	1	-
Traffic Accidents	17	23
Theft of Rental Property	-	1
	<u>498</u>	<u>347</u>

Table VI-2 provides a comparison of S.A.C.S.' 1981 work performed to that performed in 1982. Note that the performance for 1982 overall appears to be lower than that performed in 1981. Exceptions include the number of cases cleared by arrest and impact on city-wide burglary and robbery rates. In 1981, S.A.C.S. cleared 116 cases by arrest, or 23.3 percent of cases worked, and in 1982 cleared 147 cases by arrest, or 42.4 percent of cases worked. In 1981, the burglary/robbery rate for target areas decreased over the prior year by 13 percent, the same rate of decrease experienced for 1982.

TABLE VI-2

COMPARISON OF S.A.C.S.
WORK LOAD PERFORMED
1981 TO 1982

Activity	1981	1982
Cases Worked	498	347
Cases Assigned	406	199
Cleared by Arrest (less traffic)	116	147
Arrests	1,289	633 (1)
Calls for Service & Cover Calls	1,382	1,169
Traffic Tickets	1,297	522
Parking Tickets	1,784	545
Security Checks	872	295
Crime Prevention Speeches	24	7
FIR Contacts	812	- (2)
Intelligence Reports	35	20
City Wide - Burglary/Robbery		
% increase or decrease	+24%	-15%
Target Area - Burglary/Robbery		
% increase or decrease	-13%	-13%
Sick Leave Manhours	684	428

- (1) Does not include arrests from "John Detail"
(2) Not recorded

The reduced results for 1982 were partially due to several vacancies existing in the S.A.C.S. Unit during the first three months of the year and the unit focusing a considerable amount of its resources into the investigations of over 200 burglaries occurring in the Village Seven and Broadmoor areas. Substantial manpower was dedicated to these investigations, which resulted in 78 burglary cases being cleared by arrest and approximately \$90,000 in stolen property being recovered. Also, the S.A.C.S. Unit combined with the S.W.A.T. Unit to work a prostitution "John" detail. This activity lasted from October through December of 1982 and resulted in 133 arrests.

S.A.C.S. officers, as do patrol officers, complete daily log sheets citing therein all activity in which they were involved. Log sheets for ten days in the first month of each quarter for 1981 and 1982 were selected on a random sample basis in order to obtain insight into the manner S.A.C.S. officers spend their time. Table VI-3 provides insight into the results of this sampling exercise. On-duty time is broken down into four categories including directed patrol, calls for service, officer-initiated activity, and administrative activity. Because S.A.C.S. activity is proactive in nature, all time not specifically

reported against calls for service, officer-initiated activity, or administrative activity is assumed to have been spent in directed patrol activity. The minor amount of time spent in training, court time, and personal time is included in the administrative activity category, and cover calls are included in the calls for service category. Note the decrease in directed patrol time spent in 1982 over 1981.

TABLE VI-3

PERCENT OF S.A.C.S. OFFICERS'
TIME EXPENDED BY TYPE ACTIVITY
1981 & 1982

Type Activity	1981 (Percent)	1982 (Percent)
Directed Patrol	46	40
Calls for Service	16	18
Officer Initiated Activity	9	23
Administrative Activity	29	19
TOTAL PERCENT	100.0	100.0

Table VI-4 identifies the work performed by the Alarms Unit in 1981 and 1982. Not included is the work performed by the officer assigned to the false alarm program which position was created in January of 1982. The work load statistics for both years reflect a fairly consistent work load accomplishment. Approximately the same number of robberies occurred in both years at alarm locations with approximately the same number of arrests resulting from such installations.

TABLE VI-4

ALARMS UNIT WORK PERFORMANCE
1981 & 1982

Type Activity	1981	1982
Alarms	26	26
Alarm Cameras	20	29
Robberies occurring at alarm locations	51	45
Arrests as a result of alarm or camera	20	18
Number of times alarms or cameras were moved to another location	52	58

Tables VI-5 and VI-6 provide insight into the work accomplishments of the Explosives Detail. Much of the explosives problem emanates from the number of military establishments in the area.

TABLE VI-5

EXPLOSIVES CONFISCATED IN 1982

Type	Amount
● Civilian Ordnance	
Explosives	961 lbs.
Blasting Caps	1,311 pieces
Fireworks	800 lbs.
Improvised Explosive Devices	25 pieces
Picric Acid	1½ lbs.
● Military Ordnance	
Explosives	191 pieces
Pyrotechnics	25 pieces
Small arms ammo	2,100 pieces

TABLE VI-6

CASE REPORTS WRITTEN, CASES CLEARED, & ARRESTS INVOLVING EXPLOSIVES, 1982

Use of Explosives	53
Found Explosives	88
False Reporting of Explosives	65
Cases Cleared	58
Arrests	24

E. New Organizational Strategy

As previously indicated, the number of burglaries and robberies reported increased substantially during the three- to four-year period immediately preceding the formation of the S.A.C.S. Unit. Figures VI-2 and VI-3 present the number of burglaries and robberies reported between 1972 and 1982. Figure VI-2 demonstrates that the trend in burglaries began falling off in 1975, with the number of burglaries reported each year thereafter remaining fairly consistent through 1979, at which time reported burglaries began to increase climbing through 1981 until falling off in 1982.

FIGURE VI-2

CITY OF COLORADO SPRINGS
NUMBER OF REPORTED BURGLARIES
1972-1982

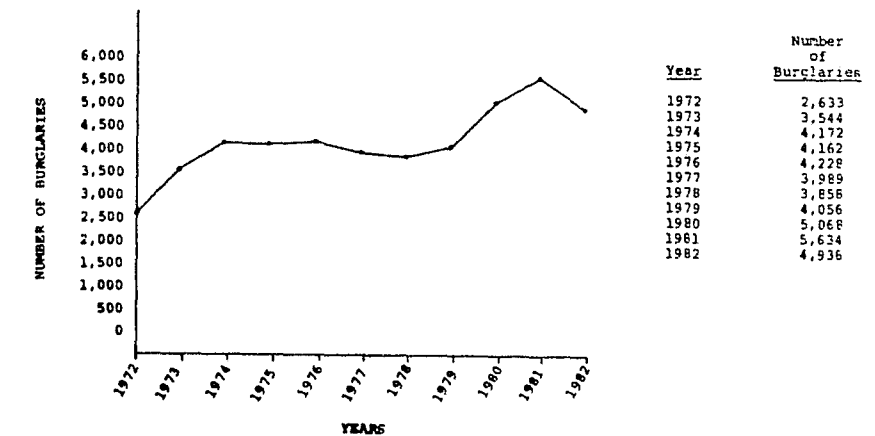
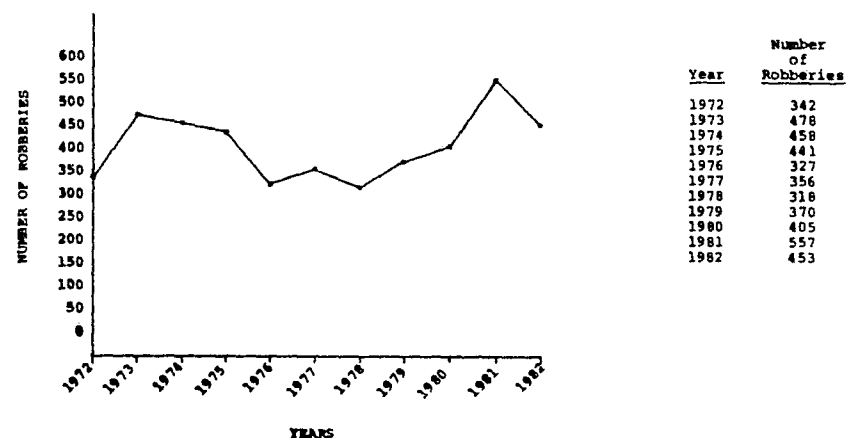


Figure VI-3 reflects a somewhat similar trend for robberies. In this instance, robberies began declining in 1973 continuing to decline generally through 1978, thereafter increasing at an increasing rate through 1981 before falling off in 1982.

FIGURE VI-3
CITY OF COLORADO SPRINGS
REPORTED ROBBERIES, 1972-1982



Figures VI-4 and VI-5 reflect reported burglaries and robberies on a per-thousand-population basis. Figure VI-4 reflects that reported burglaries have increased at a faster rate than has population. Reported burglaries per thousand population have increased at an annual rate of 1.4 percent.

FIGURE VI-4
CITY OF COLORADO SPRINGS
REPORTED BURGLARIES PER THOUSAND POPULATION
1972-1982

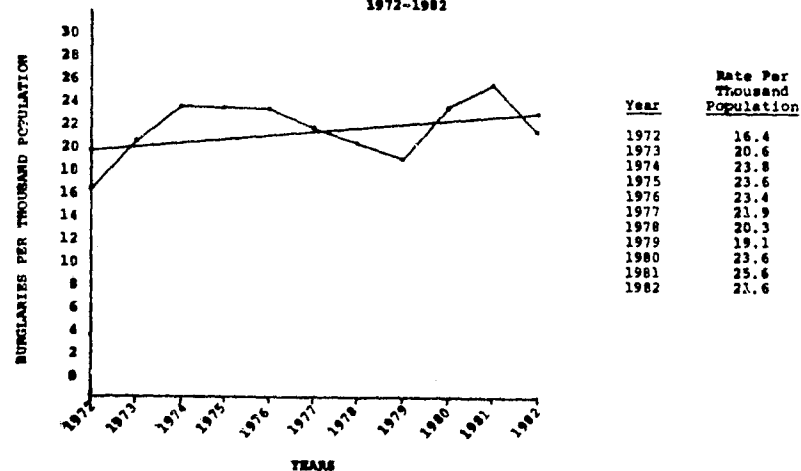
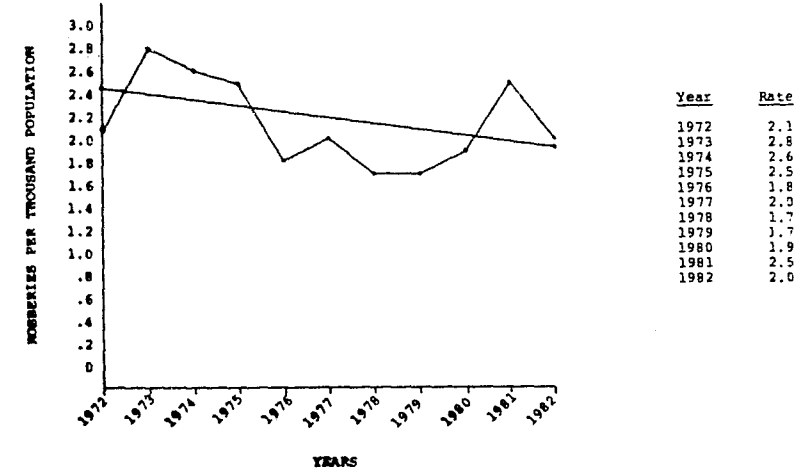


Figure VI-5 demonstrates that robberies have occurred at a rate less than population has increased. Reported robberies per thousand population have decreased at an annual rate of 2.3 percent over the 11-year period.

FIGURE VI-5
CITY OF COLORADO SPRINGS
REPORTED ROBBERIES PER THOUSAND POPULATION



It is difficult to determine to what extent the S.A.C.S. activities have had on the burglaries and robberies reported since the unit's inception in 1974. The unit was not activated until September 1, 1974, and probably had little impact on burglary and robberies reported in that year. As can be noted from Figures VI-2 through VI-5, the increase in burglaries reported in 1974 over 1973 was less than the increase in burglaries reported in 1973 over 1972. Also, the number of robberies reported in 1974 was actually less than the number reported in 1973. There are many factors affecting crime rate, only one of which is the level and nature of crime prevention and enforcement. From the review of work load statistics, it is certain that the S.A.C.S. Unit had a positive impact on the occurrence of robberies and burglaries; however, the extent of such impact is unknown.

Figures VI-6 and VI-7 compare nationwide and cities 100,000 to 249,999 population burglary and robbery arrest clearance rates between 1972 and 1981 to those for the City of Colorado Springs. Figure VI-6 demonstrates that the City of Colorado Springs burglary arrest clearance rate over this 11-year period has never exceeded the nationwide clearance rate nor the clearance rate for cities 100,000 to 249,999 population.

FIGURE VI-6

NATIONWIDE, CITIES 100,000 TO 249,999 POPULATION
AND THE CITY OF COLORADO SPRINGS
BURGLARY ARREST CLEARANCE RATE
1972-1981

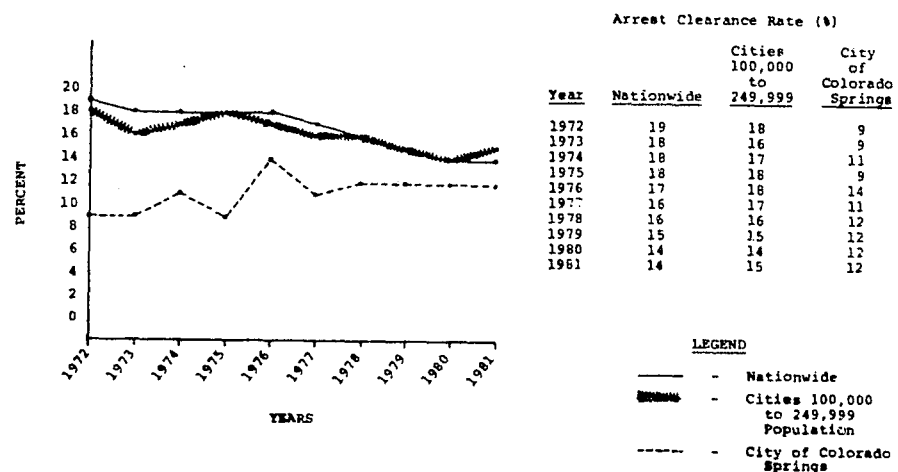
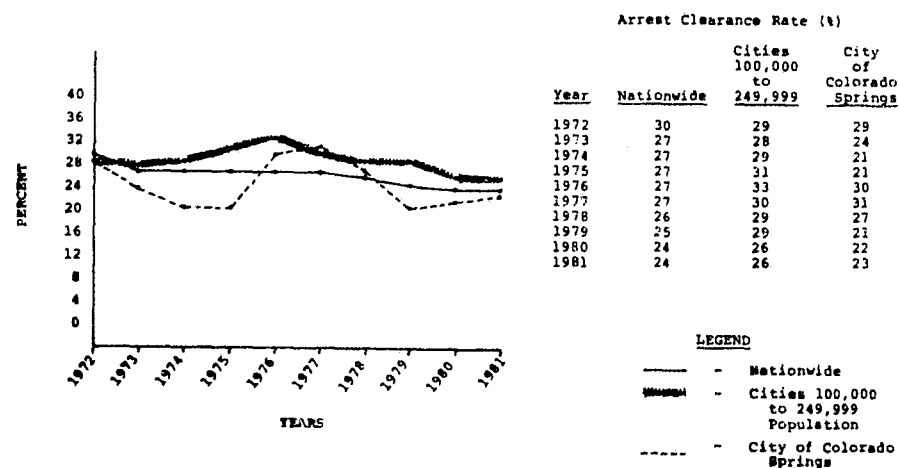


Figure VI-7 indicates that the City of Colorado Springs robbery arrest clearance rate over the 11-year period has, with the exception of three years, always been below the nationwide clearance rate and all but one year has been below the clearance rate for cities 100,000 to 249,999 population. From this data, one can conclude that whereas the S.A.C.S. Unit has in its target area approach to burglary and robbery crimes met with some degree of success, such affect has not appreciably impacted on the Department's overall burglary and robbery arrest clearance rate.

FIGURE VI-7

NATIONWIDE, CITIES 100,000 TO 249,999 POPULATION
AND THE CITY OF COLORADO SPRINGS
ROBBERY ARREST CLEARANCE RATE
1972-1981



The S.A.C.S. Unit has now been in existence for a period in excess of eight-and-one-half years and during this time work load statistics reveal that it has performed at a very high level. Whereas a need initially existed to have a special approach to combat increases in burglary and robbery rates, the number of burglaries and robberies occurring during the last five-year period, coupled with the current diversified work approach of the unit, indicate that the S.A.C.S. Unit should be disbanded with patrol assuming these responsibilities on an as-needed basis. S.A.C.S. officers are well trained and are among the most motivated of the Department's officers. Assignment of these officers to patrol, dispersed temporally and geographically, will best ensure that the other patrol officers generally take advantage of the experiences gained by the S.A.C.S. Unit since its inception. The explosives supervisor and one explosives patrolman should be transferred into the new proposed Investigations Division, with the other patrolmen trained in explosives being evenly distributed among patrol shifts.

III. Tactical Enforcement Unit/Special Weapons and Tactics

A. Background and Responsibilities

In early 1975, the Police Department determined a need existed 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. A staff study was completed and used as the basis for obtaining Council approval for the formation of a Tactical Enforcement Unit (T.E.U.). In 1976, three patrol officers and two police sergeants were selected to attend the National Police Academy in Quantico, Virginia, to receive extensive training in special weapons and tactics. T.E.U. became street operational at the beginning of 1977.

As previously reflected in Figure VI-1, T.E.U. currently is comprised of one police sergeant and ten patrol officers. Stringent selection procedures exist for a S.W.A.T. assignment and only the most motivated and capable officers are normally selected for this and S.A.C.S. assignment.

Responsibilities and duties of T.E.U. are specified in the Department's Operations Manual Section L 2200 and provide:

The Tactical Enforcement Unit of the Colorado Springs Police Department is designed to provide a mobile specially-trained strike force for meeting the needs of certain exceptional situations that may be encountered by the Department from time to time. Additionally, the Tactical Enforcement Unit assists other units, bureaus, and divisions of the Department in the accomplishment of their objectives and goals.

This section further provides:

As a guideline for decision-making, the following represent some typical situations where the resources made available through the Tactical Enforcement Unit may be utilized:

- Large fights (potential or known riots, gang fights, fights with weapons, civil disturbances, large bar fights, etc.)
- Sniper or a suspected sniper.
- Barricaded or suspected barricaded gunmen.

- Hostage or suspected hostage situations.
- Mass arrest situations.
- V.I.P. security.
- Enforcement/arrest/seizure raids.
- Serious crime-in-progress calls.
- Security for crime scene or bomb threat area.
- Hijack or suspected hijack when vehicle is in the City or aircraft is on the ground.
- Protection of Police and Fire Department units involved with mob actions, arsonists, etc.
- Officer-needs-help calls.
- Any situation which requires a highly mobile and flexible police unit.

It is the responsibility of the watch commander, his designee, or Department staff officer to make the decision to call out T.E.U. in response to any situation. When not required to meet those primary responsibilities listed above, T.E.U. manpower can be used to supplement patrol manpower during peak work load hours.

B. T.E.U. Operational Approach

T.E.U. is organized into one 10-man team, which works between 7:00 p.m. and 3:00 a.m., although their hours are flexible and often are adjusted as needed. Typically, their work days are structured so as to be available for increased activity on Fridays and Saturdays. At the writing of this report, the team was scheduled to be off three days, Sunday, Monday, and Tuesday, to work the following four days, Wednesday, Thursday, Friday, and Saturday, to be off on Sunday, and to work the next six days, Monday through Saturday.

When not assigned a special detail, T.E.U. will generally be deployed to a section of the City which has a high incidence of calls for service or a potential for increased activity, particu-

larly of the nature suitable for a S.W.A.T. response. As previously indicated, when so deployed they will work as two-man units. All supplies, equipment, and materials each officer might require at a S.W.A.T. or tactical scene is kept in the vehicle to which he is assigned for general patrol duty in order to expedite a call out. Supplementary equipment is kept in the T.E.U. van which is secured at the T.E.U. headquarters location. One of the officers is made responsible for ensuring that the T.E.U. van responds to a S.W.A.T. or tactical call on a timely basis.

Members of T.E.U. have a high level of dedication and generally make themselves available for off-duty call out. Each member is supplied with a pager and mobile radio to expedite off-duty call outs. Their immediate supervisor is notified in advance of any member anticipating not being available in the length of time thereof. This on-call procedure is followed to ensure minimum staffing levels of at least four T.E.U. members and one supervisor available for call out at all times.

C. Confrontation Management

The Colorado Springs Police Department has adopted the FBI confrontation management concept as the basis for its S.W.A.T. program. The word confrontation as used in this context refers to a crisis involving a higher-than-normal risk factor and requiring the response of a specially-trained tactical team. FBI involvement in S.W.A.T. training very early disclosed the need for a systematized approach for managing tactical units based on the belief that it would serve to reduce the impact of confusion and stress on the scene of a crisis. Confrontation management then is a discipline framework within which law enforcement is equipped with a logical and effective method of preparing and employing resources in a conflict situation. It includes a standardized thought process or checklist through which the myriad of considerations essential to preparing for and successfully resolving confrontation problems is adequately considered.

There are four phases of confrontation management:

- * Pre-confrontation phase.

- * Immediate action phase.

- * Planning phase.

- * Execution/resolution phase.

There are no distinct lines separating these phases. In fact there may, depending on the individual situation, be considerable overlapping between phases.

The first phase normally encompasses those activities and preparations conducted before the crisis occurs. Such actions serve as the foundation for the Department's response in succeeding phases. This phase includes training, contingency planning, the development of standard operating procedures, development of intelligence network, tactical planning, command and control provisions, order of command, and liaison and coordination. Probably one of the most important of the Phase I considerations is chain of command. Only one person can be designated as overall commander of S.W.A.T. situations, whether one agency is involved or the joint effort of multiple agencies is required.

Phase 2 involves that action required immediately at the outset of a confrontation. Such action is reduced to a standard operating procedure format of which all members of the Department need to be made readily aware. Types of action considered in Phase 2 include taking cover, communication, planning of counter efforts, containment of threats, and most important, taking control of the threat environment. Control is normally established through the use of two perimeters - the inner and outer. The inner perimeter normally is established during the initial containment effort, otherwise typically called a sterile zone. The outer perimeter encompasses the sterile zone and a sufficient area outside to protect citizens in the area and afford space for security personnel to work. Issues of evacuation negotiations, are also included within this phase.

Phase 3 involves the analysis of the situation and assessment of the threats/risk situation. A strategy is then developed in which the overall approach to the problem is determined. The strategy includes determining resources available and, additionally, the need for warning orders, inspection of personnel to ensure proper readiness, and the last step in Phase 3 is rehearsal of tactical planning and facilities permitting.

Phase 4 is the execution phase. Tactical intervention in the situation occurs at this point in time and may involve cover fire teams. A continuing responsibility is to probe for additional intelligence. Negotiation, which should have begun in an earlier phase, should continue through Phase 4. Once the scene is secure, consideration must be given to crime scene investigation. In all instances, termination of the confrontation should result in a debriefing being held immediately following the operation in order to exploit lessons learned and mistakes made.

D. T.E.U. Training

T.E.U. uses a highly systematic training approach in order to reduce the impact of confusion and stress at the scene of a crisis. The training approach used is that recommended by the FBI. For a city the size of Colorado Springs and given our environment, the FBI recommends a training level to maintain a Level 3 confrontation proficiency. This level of proficiency permits T.E.U. to handle any tactical situation encountered, short of a chemical and nuclear warfare. In order to achieve and maintain this level of proficiency, the FBI recommends a minimum of 200 hours basic training for each officer joining the S.W.A.T. program and a minimum of 32 hours in-service training each month. A minimum of three hours each week must be devoted to physical training. S.W.A.T. members designated as snipers require additional training commensurate with their marksmanship skills.

The FBI identifies the types of training that should be provided. Such training includes: organization and make up of a S.W.A.T. team, containment and entry techniques, explosive entry techniques, field survival, sniper and counter-sniper techniques, combat shooting, night firing, use of chemical agents, crowd and riot control, rappelling, physical training, and many other specialized training activities and areas. Classroom presentations and practical application are to be provided so that each team member fully understands his/her assignment and responsibilities, particularly with regard to the team effort.

The FBI also recommends that a tactical unit train and work together as a special unit in order to maintain team integrity. The objec-

tive of any tactical unit is a risk reduction and the concept of "teamwork" is essential in achieving that goal. Other considerations given for maintaining team integrity are:

- * Ensures quicker response times, an essential element in containing and stabilizing the risk situation.
- * Continuity of training.
- * Continuity of supervision to facilitate strict discipline.
- * Increased morale.

E. Work Load

The majority of T.E.U. call outs can be designated either a S.W.A.T. call or a tactical call. A S.W.A.T. call is defined as any situation involving barricaded or suspected barricaded gunmen, hostage situations, sniper or a suspected sniper, large fights or riot situations, crimes-in-progress calls involving the containment of a felony suspect, and aircraft hijackings. A tactical call is defined as a mass arrest situation, high risk warrant service, vice raid, V.I.P. security, and any other situation which is not within the parameters of a S.W.A.T. call but which requires a highly-trained and flexible police unit.

The FBI has established four risk levels of confrontation for analyzing S.W.A.T. calls. A Level 1 S.W.A.T. call includes a basic confrontation that any officer on the street might encounter during his regular tour of duty. A Level 2 call involves a barricaded or suspected barricaded gunman and crimes in progress involving contained felony suspects. A Level 3 call involves a barricaded gunman or terrorists who are holding hostages and in which case it may be necessary to rescue the hostages either by precise sniper fire or assaulting the building. A Level 4 call involves chemical and/or nuclear warfare.

Table VI-7 presents an analysis of on-duty S.W.A.T. manhours for 1981 and 1982. A total of 11 positions or 22,880 manhours, was authorized for both 1981 and 1982. Vacancies, sick leave, vacation, holidays, and compensated time off reduced on-duty manhours to 18,268 and 18,296 for 1981 and 1982, respectively.

TABLE VI-7
CALCULATION OF ON-DUTY
S.W.A.T. MANHOURS
1981 & 1982

	1981	1982
Total Authorized Manhours (11 positions)	22,880	22,880
Less: - Vacancies	1,124	1,860
- Sick Leave	368	460
- Vacation, Holidays, & Compensated Time Off	3,120	2,264
	<u>4,612</u>	<u>4,584</u>
ON-DUTY MANHOURS:	<u>18,268</u>	<u>18,296</u>

Table VI-8 provides insight into the usage of on-duty S.W.A.T. manhours in 1981 and 1982 by type of activity. In 1981, only 1.1 percent and 1.0 percent of on-duty time was involved in S.W.A.T. calls and tactical support calls, respectively. In 1982, the percent of on-duty time involved in S.W.A.T. and tactical calls was not appreciably greater with only 0.6 percent on-duty time involved in S.W.A.T. calls and 1.9 percent involved in tactical support calls. On-duty time spent supporting patrol and general calls for service accounted for only 6.6 percent of on-duty time in 1981 and only 5.4 percent in 1982. A considerable amount of time was spent both years in training with 24.6 percent of 1981 on-duty time and 20.8 percent of 1982 on-duty time spent in this activity. The majority of the unit's time in both 1981 and 1982 was spent in either special assignments such as directed patrol and stakeouts or was uncommitted.

TABLE VI-8
ON-DUTY S.W.A.T. MANHOURL USAGE
BY TYPE ACTIVITY
1981 & 1982

	1981 Hours	Percent of Total	1982 Hours	Percent of Total
• S.W.A.T. Calls	205.5	1.1	107.7	.6
• Tactical Support	183.0	1.0	339.5	1.9
• General Calls for Service	1,207.9	6.6	992.6 (2)	5.4
• Training	4,484.0	24.6	3,808.0 (2)	20.8
• Other (1)	12,187.6	66.7	13,048.2	71.3
TOTAL	<u>18,268.0</u>	<u>100.0</u>	<u>18,296.0</u>	<u>100.0</u>

Notes: (1) Time available for special assignments, i.e. directed patrol and stakeouts.

(2) Projected from six months of data.

A total of 22 S.W.A.T. calls occurred throughout 1981 and 1982. Of this number, 14 were Level 2 S.W.A.T. calls and 8 were Level 3 S.W.A.T. calls. In addition to these 22 S.W.A.T. calls, the S.W.A.T. team also responded to 12 tactical calls for a total of only 34 calls for service throughout the two-year period which required the talents and skills of a specialized unit trained to handle such work load. Figure VI-8 presents this work load on a monthly basis. Note that the majority of such calls occurred in January and in the spring and fall of the two years. There were no call outs in February and July.

FIGURE VI-8
S.W.A.T. AND TACTICAL CALLS
BY MONTH, 1981 & 1982

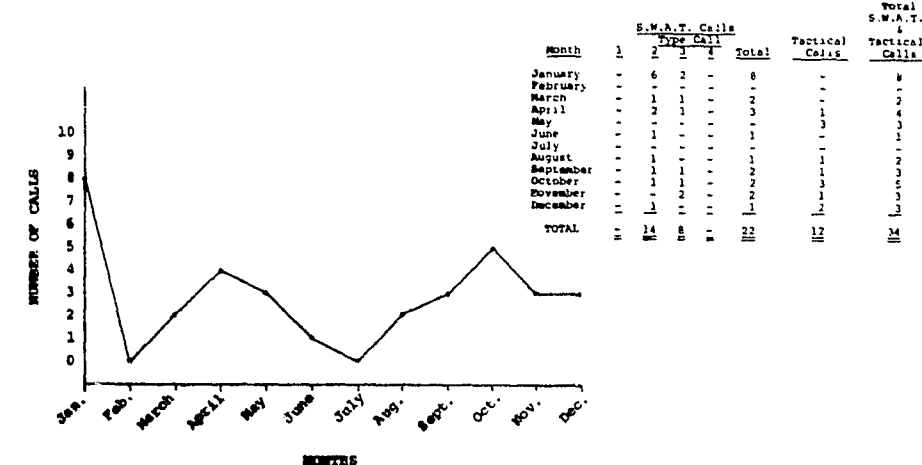


Table VI-9 presents the S.W.A.T and tactical calls by month for 1981 and 1982 on a manhours-consumed basis. This table vividly demonstrates the small amount of time throughout the year that T.E.U. is deployed on calls for which it was specifically trained. Of hours T.E.U. worked during this two-year period, only 835.7 hours, or 2.3 percent of hours worked were involved in S.W.A.T. and tactical calls, and during only four months, January, April, October, and December, did the percent of the time that S.W.A.T. and tactical calls represented of the total hours worked exceed this average.

TABLE VI-9

MANHOURS CONSUMED IN
S.W.A.T. & TACTICAL CALLS
BY MONTH, 1981 & 1982

	S.W.A.T. & Tactical Calls Manhours	Manhours Worked	Percent of Monthly Hours Worked
January	180.3	3,332	5.4
February	-	3,076	-
March	5.5	3,268	.2
April	60.0	3,004	2.0
May	256.0	3,252	7.9
June	10.0	2,860	.4
July	-	3,052	-
August	36.4	2,812	1.3
September	51.3	3,060	1.7
October	85.4	2,692	3.2
November	40.8	2,956	1.4
December	110.0	3,200	3.4
	<u>835.7</u>	<u>36,564</u>	<u>2.3</u>

Figure VI-9 depicts the S.W.A.T. and tactical calls occurring in 1981 and 1982 on a day-of-week basis. The highest number of such calls occurred on Sunday and Wednesday, with the fewest number of such calls occurring on Monday and Saturday. Recall that Sunday is one of the days in which T.E.U. officers are scheduled to be off-duty.

FIGURE VI-9

S.W.A.T. & TACTICAL CALLS
BY DAY OF WEEK
1981 & 1982

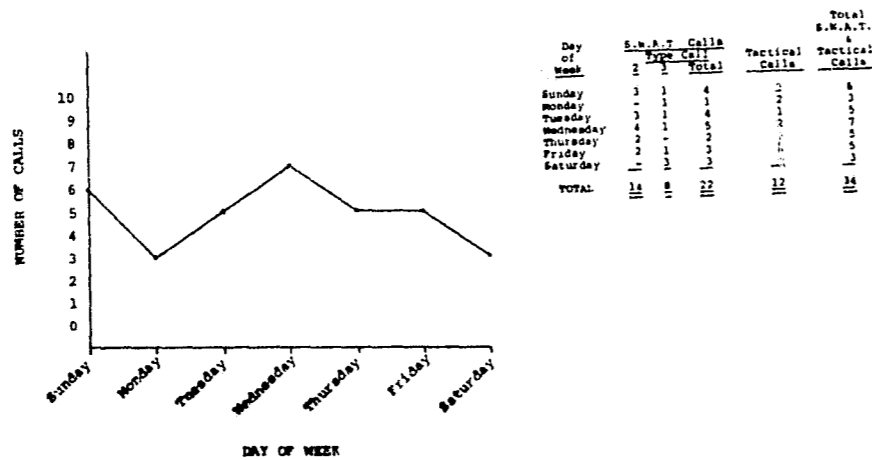
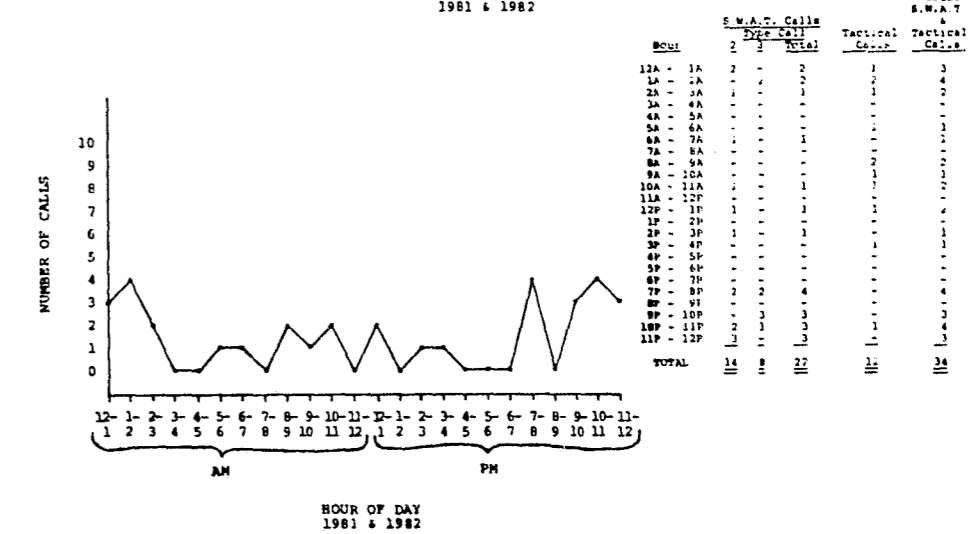


Figure VI-10 presents these calls on an hourly basis. Of the 34 S.W.A.T. and tactical calls occurring during this two-year period, 23, or 68 percent, occurred between the hours of 7:00 p.m. and 3:00 a.m. in the morning, the hours T.E.U. is scheduled to work. Only two S.W.A.T. and tactical calls occurred between 3:00 a.m. and 8:00 a.m., seven occurred between 8:00 a.m. and 1:00 p.m., and only two occurred between 1:00 p.m. and 7:00 p.m. The majority of the tactical calls occurred during daylight hours and the majority of S.W.A.T. calls occurred in late evening and early morning hours, with only four of the 22 S.W.A.T. calls occurring during off-duty scheduled hours.

FIGURE VI-10

S.W.A.T. & TACTICAL CALLS
BY HOUR OF DAY
1981 & 1982



The total work performed by T.E.U. in 1981 and 1982 was reviewed. Table VI-10 identifies the number of case reports written, tickets issued, arrests made, accident reports written, calls for service responded to, and intelligence reports prepared for these two years. Case reports for 1981 and 1982 include the S.W.A.T. and tactical calls for service responded to in which case such reports were prepared by T.E.U. This table also reflects work accomplished on a per-month basis and also on a per-officer-per-month basis. Activity reflected on a per-officer basis was calculated from hours worked and did not include time taken for vacation, holidays, and compensated time off.

TABLE VI-10

S.W.A.T. WORK ACCOMPLISHMENT
1981 & 1982

	1981	1982	Total	Per Month	Per Officer (2)
Case Reports	207	136	343	14.3	.8
Tickets	827	499	1,326	55.3	3.1
Parking Tickets	85	36	121	5.0	.3
Arrests	1,122	1,043	2,254	93.9	5.3
Accident Reports	25	35	60	2.5	.1
Calls for Service	2,167	1,738 (1)	3,905	162.7	9.2
Intelligence Reports	15	15	30	1.3	.1

(1) Projected from activity of first six months.

(2) Based on 17.6 man years worked over two year period.

The level of activity performed on a per-officer basis appears to be low, with each officer writing less than one case report per month, one parking ticket approximately every three months, one accident report approximately every ten months, and one intelligence report approximately every 10 months. The number of arrests appears to be somewhat high, this probably due to such special assignments as Nevada Avenue and Memorial Park details. Such special assignments normally result in a high level of arrests being made; however, the majority of such arrests are by the issuance of a summons with very few resulting in incarceration.

If T.E.U. work accomplishment appears to be somewhat low, this is probably due in part to the inefficiencies caused by T.E.U. working as two-man units as opposed to the rest of the Department working as one-man units. With the exception of the D.U.I. team, T.E.U. is the only Department unit that works as two-man units. The basis for working two-man teams is to enable T.E.U. to handle disturbances, fights, and other calls which would normally require dispatching two sector cars to the scene. The level of such calls, however, is relatively low and several units will normally respond to these types of calls in any case. Given the main purpose of T.E.U., and to affect work performance level, T.E.U. should work as one-man units.

Not necessarily reflected in the above statistics is level of assistance provided patrol, S.A.C.S., and the Investigations Division. T.E.U. is frequently called upon to effect entry and secure the premises on no-knock search warrants and narcotic and vice raids. They have also assisted in burglary and robbery stakeouts. For example, in October 1982, approximately 312 manhours were devoted to burglary surveillance after a series of burglaries occurred at mobile home sales lots in the northern part of the City. Although no arrests were made, the pattern of burglaries was disrupted and such burglaries eventually terminated. Also, in late October and November 1982, T.E.U. assisted S.A.C.S. in surveillance and directed patrol activities relative to numerous armed robberies at pizza restaurants in the northeast portion of the City. Again, no arrests were made; however, the directed patrol effort was instrumental in eliminating armed robberies of a similar method of operation. On two different occasions in 1982, S.W.A.T. assisted S.A.C.S. on a vice detail focusing on a prostitution problem on South Nevada Avenue. As a result, 133 persons were arrested for prostitution or related charges. In March of 1982, S.W.A.T. provided perimeter security at the Broadmoor for the NATO conference and in June of that year provided personal security for Princess Anne during her visit to Colorado Springs. These are just a few examples of how T.E.U. has been utilized which are not reflected in the above cited work load statistics.

F. Proposed Changes

As previously mentioned, training consumes a significant portion of T.E.U.'s on-duty time. In 1981, 24.6 percent of the on-duty time was spent in training and in 1982, 20.8 percent was spent in training. Although T.E.U. should strive to maintain a risk level pre-confrontation proficiency, it is generally believed that this can be accomplished without T.E.U. officers spending one day out of five in in-service training. In fact, training for T.E.U. has now been reduced to one day in every ten working days.

The overall work activity of T.E.U. can be improved if their primary duty when not responding to S.W.A.T. and tactical calls involves their support of the Department's undercover activities. Patrol should be responsible for responding to all general calls

for service utilizing the S.W.A.T. team's capabilities in situations for which they were intended. The S.W.A.T. team can be used for working undercover, vice, and narcotic activities; enforcing liquor laws; serving felony warrants; and working other special details more befitting their training and scheduling design.

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CHAPTER VII

TRAINING PROGRAMS

SUMMARY

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 of all of these issues on an ongoing basis, the scope of the training study was narrowed to considerations of organizational setting for and 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 concensus as to training requirements; and some consistently responded with negative responses, polarizing the positive comments and invalidating the response means. 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.

RECOMMENDATIONS

- (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.

STUDY FINDINGS

I. Introduction

The Phase I study effort revealed the need to evaluate all elements of the Department's training program, to centralize all training functions, and to eliminate overlap days used to conduct in-service training. These needs were based on the following observations:

- * The Department's training program was static and did not sufficiently embrace a systems approach.
- * Some training programs were planned and organized by the Training Division while others were planned and conducted by individual program managers.
- * Although the Department's field training program was largely considered to be effective in helping recruit officers make the transition from the classroom environment of the Police Academy to the field situation, the organizational approach of the program had a negative impact on calls for service response performance. The field training program was being operated solely on the fourth overlap shift, which worked evenings only. Officers on that shift were deployed throughout the City and for a period ranging from three to six months each year primarily trained recruits in field situations, assuming a secondary role in responding to calls for service.
- * This shift was comprised of two units, with each working four 10-hour days. One unit worked Wednesday through Saturday, and the other Sunday through Wednesday. This resulted in an overlap day on which all officers were scheduled to work, which day fell on Wednesday each week. Increased staffing on Wednesdays was not justified, in that higher levels of work load occurred on other days of the week.
- * The Department had an ineffective approach toward in-service training. The Department allocated its patrol manpower among three equal rotating shifts plus the just mentioned fourth overlap shift. The three equal rotating shifts were scheduled to work two sets of ten 8-hour work

days with four days off each 28-day deployment period. This resulted in four overlap days each deployment period during which all patrol officers on the three equal rotating shifts were scheduled to work. The overlap days fell on Tuesday and Wednesday of every second and fourth week within the 28-day deployment period. These overlap days, commonly referred to as the "all cop" days, permitted one-third of patrol staff to attend an eight-hour in-service training session on three of the four overlap days. Thus, each officer trained one full day each deployment period, resulting in approximately 96 hours of in-service training each year. Two problems were noted with this in-service training approach. First, this high level of in-service training was not determined to be justified. Second, only three of the four overlap days were used for training, with the fourth overlap day resulting in too many officers being on duty for the number of cars available and for the work load that occurred.

The effect of Phase I recommendations was to eliminate the four overlap days 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. To understand all dimensions of this problem, a study of all facets of the Department's training program was necessary.

II. Training Importance

Police officers must have specific knowledge, skills, and attitudes if they are to adequately perform in their environment. Well-trained officers will act more decisively with positive results, will be more efficient and effective, and will be able to effect, along with other officers, improved cooperation and unity of purpose. Considering the important effects training has on individuals, the Department, and the public as a whole, the development of this City's police human resources must assume a critically important status.

Some departments devote little, if any, emphasis to training while others invest large numbers of hours and vast quantities of material, sometimes with less than desired results. Effective training involves in-depth and continuous study of the needs of the organization and officers, development of specific instructional objectives, plus many other important training criteria.

Training issues are being spotlighted as the cause for many of the problems experienced by municipal law enforcement agencies. Poorly trained officers will normally render an inferior level of service. They may respond to fewer calls for service, write fewer tickets, and make fewer arrests. What work they do perform will often be of less than desired quality. Such actions negatively impact the Department's community relations image; have potential of causing injury to the public, other officers, and to themselves; and increase City liability.

Liability concerning failure to properly train officers has surfaced as a major problem for police administrators. Consistently, courts have held departments liable for damages resulting from failure to properly train officers. Many police department's training programs strictly adhere to State training standards and/or statutes which lead to a licensed/certified peace officer. Unfortunately, such requirements do not necessarily address the sufficiency or job relatedness of training, or the nature and extent of training that each individual officer may require. These police departments leave themselves open to extensive potential liability.

All training must be job related, with specific emphasis on safety of officers and the general public. Past practices relying on old training standards can

no longer be accepted and innovation and imagination need to be shown in developing new training techniques and procedures. A department that can show its training program is related to performing tasks, common to daily officer duties, will find that its position is more defensible in the courts. Regular training sessions in the so called police fundamentals plus training to meet changing conditions and to understand new equipment, techniques, and procedures, is an absolute necessity. Another critical element to guard against such liability is the extent to which the Department's training program is on a continual basis reviewed, evaluated, and modified to conform to the changes in community profile and within the criminal justice system.

III. Study Approach

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.
- * 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, as the reader may have concluded from information presented in prior chapters, Department management does not always actively develop long-range plans, continually guide its decision-making based on Departmental goals and objectives, operate by up-to-date, valid job descriptions, or operate within an effective organizational strategy. This being the case, it was determined that the scope of the training study would have to be narrowed, restricted to the very basic training considerations of organizational setting, operational approach, and curriculum.

The study approach involved reviewing all Department training materials and files, reviewing training studies prepared by the experts in the field, conducting surveys and interviews, and utilizing the services of a professional training consultant, along with input from training experts of other police departments to complete the study tasks. The focus of such interviews, surveys, and material reviewed was to assess the adequacies of the various elements of the Department's training program and to propose changes to effect necessary enhancements.

IV. Needs Assessment Approach

The 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. The remainder of this report will first describe the needs assessment approach used to determine needed changes to curriculum and will then provide an overview of each of the different types of training provided, including needed enhancements.

It was noted at the very beginning of the study that a common thread linking each of the different training areas just described was missing. It was concluded that a comprehensive needs assessment was imperative to systematically analyze the training needs of officers in all of the Department's organizational units and to indicate the overall organizational climate for conducting such training. The needs assessment process conducted included:

- * Obtaining from a sample of 38 officers of various ranks their perceptions of effectiveness of past training programs (later referred to as the Attitude Survey).
- * Obtaining opinions of Department managers as to training that should be provided subordinates.
- * Reviewing a recently conducted Department-wide performance evaluation process.
- * Reviewing complaints lodged against officers.
- * Analyzing the City's safety files which contain vehicle accident reports.
- * Organizing Position Requirements Committees for the purpose of clarifying officer duties and responsibilities. Officers, sergeants, and lieutenants from all Operations units were selected and attended meetings with the Study Project staff and the training consultant to identify their most important training needs and then comment on their current job description.

* Conducting a needs assessment survey utilizing information from all of the above efforts, aimed at all officers of the Department. This survey was by far the most important portion of the overall needs assessment process and is discussed in detail in the next section of this chapter.

The results obtained from all of the above efforts were poor, in that little information of value was obtained. The majority of the 38 officers interviewed to gain insight to their perception of past training programs felt that past training efforts were quite ineffective. The review of the Department-wide performance evaluation effort failed to indicate any specific topics for additional training. This review effort did indicate that the less experienced officers tended to be rated on the average much more favorably than did veteran officers. Further, it was generally noted that most of the evaluations had been completed in a somewhat simplistic manner, generally indicating that supervisors had spent little time in evaluating officer performance. Similarly, the review of complaints against officers and safety files failed to indicate any sound basis for developing new curriculum in these areas. Little input of value was obtained from members of management. Information developed by the Position Requirements Committee on position duties and responsibilities, along with information obtained from the needs assessment survey, probably provided the greatest insight to the Department's training requirements, but the value of even these efforts was minimal.

V. Needs Assessment Survey

The needs assessment survey form was designed in cooperation with Mr. Robert Nordeman, a consultant hired to assist the Police Study Project. Mr. Nordeman's training background includes serving as Training Director, Digital Equipment Corporation, Colorado Springs; consultant to the Utah Peace Officers Standards and Training Commission; and work with numerous other law enforcement agencies in a training capacity. He is presently involved in police training projects in Garden City, Kansas and Englewood, Colorado.

The instrument for conducting the needs assessment survey is attached as Appendix VII-1. It consists of an introduction plus three sections. The first section attempts to obtain biographical information, the second consists of a training needs analysis in which the respondent answers a series of questions using a continuum scale ranging from strongly negative to strongly positive, and the third captures narrative responses to nine open-ended questions.

A total of 396 survey questionnaires were distributed to Department staff, including 379 officers and 17 selected civilians. Approximately 264 envelopes were returned, of which 28 contained blank survey forms. The anonymity of the survey approach precludes identifying which 28 individuals returned these blank surveys. The number of survey forms completed in whole or in part which were returned totalled 236.

Survey forms were completed by all 17 civilians and by only 219 sworn officers. The forms, completed in whole or in part, were returned by 56 percent of the police officers, 65 percent of the police sergeants, 61 percent of the police lieutenants, 75 percent by police captains, and 50 percent of the deputy chiefs. Whereas 100 percent of the civilians returned their survey forms, only 58 percent of the uniformed officers returned completed forms. Responses by traffic officers are included in the police officer category, and it should be noted that only 33 percent of the traffic officers returned a completed form.

The needs assessment survey effort, as did the other needs assessment efforts, failed to identify critically needed training areas. It is believed the effort was unsuccessful because: (1) many officers failed to take the survey questionnaire seriously, which is probably the reason why 42 percent of the officers failed to return a completed form and others

gave it only cursory attention, (2) responses varied so widely, particularly among rank groups and different assignments, that there was almost no consensus as to training requirements, (3) many officers failed to answer several of the questions, the open-ended questionnaire was not completed by as many officers as was the Likert scale portion of the questionnaire, and (4) some consistently responded with negative responses, polarizing the positive comments and invalidating the response means. These observations are not limited to one rank group but apply to most ranks within the Department. The only training categories several officers indicated training should be provided are listed below in a prioritized order:

1. Officer survival.
2. Human relations.
3. Investigative skills.
4. Law updates.
5. Report preparation.
6. Search and seizure.
7. Policy and procedure.

The majority of sergeants failed to provide any insight to subordinates training needs. Types of training sergeants indicated they required differed almost totally from the training that lieutenants indicated sergeants should be provided.

Based on the limited success of this internal needs assessment attempt, alternate strategies may be mandated until the overall Department organizational attitude regarding employee development changes. One possibility would require the Department to retain outside experts with substantial police training background who can come in, observe, and make better comments and recommendations than are now available through an internal needs assessment process. These individuals could ride along with officers, conduct interviews, and observe the service delivery problems first hand.

VI. Analysis of Individual Training Programs

A. Recruit and Reserve Academy Training

The Colorado Law Enforcement Training Board (CLETA) has legal responsibility for the development of mandatory training curriculum required to be taught to all new police officers in the State of Colorado. The Colorado Springs Police Department's academy is certified by CLETA to provide this entry level training. Since 1981, 92 Colorado Springs Police Department recruits and 42 recruits from other law enforcement agencies have been trained at the Department's academy. The City has been reimbursed at the rate of \$397.49 for each academy attendee, including those attending from other law enforcement agencies.

In 1981, CLETA completed a redesign of recruit training curriculum. The modified CLETA curriculum is being taught at this Department's training academy. In addition to the required curriculum, additional subject matter that particularly relates to the Colorado Springs environmental setting and Police Department are taught at the Department's academy. All totalled, 528 hours of training are provided, which exceeds State training mandates by almost 200 hours. Of this level of instruction, approximately one-half is presented by Training Division staff, approximately 30 percent presented by staff of other Department divisions, with the remaining hours presented by instructors from other City and outside agencies.

What findings were derived from this training study effort tend to indicate that the current recruit and reserve training curriculum meets the basic and extended needs of new recruits and should not be modified. The schedule for recruit and reserve academies, however, should be held during summer months to the extent possible. This will ensure that the academies will not conflict with the proposed in-service training program schedules described later in this section. Further, a determination was made that two new training personnel should be added to the training staff, which initially should be filled by police officers. This will permit training staff to present all in-house academy training, freeing the officers from other divisions that used to assist in training to continue with their regular duties. Specialized topics such as explosives

identification and handling will continue having to be provided by experts, not members of the training staff. Also, this supplemental training staff will permit the Training Section to assume full responsibility for planning, implementing, monitoring, and accounting for all the Department's training programs.

B. Recruit Field Training

Field training is the continuation of the recruit academy experience accomplished by teaming new recruits with veteran officers during the initial 14 weeks of field assignment. Field training is combined with daily observations and evaluations to provide recruit officers with practical knowledge and expertise to perform their duties. The recruit field training program was instituted by the Department in 1980, and a substantial percentage of the officers in the Patrol Division have now been trained under this program concept. The program was patterned after the field training program developed by the San Jose, California Police Department.

The Patrol Division has been responsible for the recruit field training program since its inception. It was reasoned that the Patrol Division should have this responsibility since it is the practice of the Department to assign new recruits patrol duties upon their completion of entry level training requirements. As previously mentioned, this program operated on the fourth overlap shift.

As a result of the Phase I study effort and due to the need to plan a field training approach for recruits that would be graduating from the academy during the Phase II study period, new program organizational and operational approaches had to be developed and implemented prior to completion of all study tasks. These changes include:

1. Placing functional responsibility over the program with the Training Division. Line authority over Field Training Officers remains with the Patrol Division. This change was made to ensure the recruit a smoother transition from the recruit academy to the field environment; to improve coordination between the Training Division and Patrol Division; and to improve program planning, monitoring, and accountability.

2. Recruits were trained on the swing and graveyard shifts, with each recruit periodically being rotated from one shift to the other. It was considered that this approach would expose the recruits to the type environment and conditions that they would most likely encounter once they were permanently assigned to the field. This concept approach considerably increased the number of officers available to serve as a Field Training Officer.
3. The role of the staff psychologist was strengthened and more clearly delineated. He attended biweekly evaluation sessions and monitored the feedback concerning the progress of recruits. He has also counseled recruits on problems they were confronted with during the training phase.
4. A remedial training program was implemented to assist recruits to attain the level of performance required to pass the field training program.
5. Finally, two additional weeks of field training were added to the program to permit recruits to work with detectives in follow-up investigations. This was done in order to ensure the recruit had a clear understanding of the investigative process and how, as a patrol officer, they could better support the detective in his investigative role.

C. In-service Training

As previously mentioned, the Department, prior to the Phase I study, conducted in-service training for all police officers and police sergeants in the Operations Bureau. This training was provided on overlap days and resulted in each officer receiving eight hours of training each 28-day deployment period. The training varied with regard to curriculum design and instructional support. The majority of such training was provided by officers in various police organizational units and instructors from other City departments, police departments, and hired consultants. Staff of the Training Section played a very limited role in this training program.

Although such training was intended for all officers and sergeants in the Operations Bureau, in fact, the majority of detectives, officers assigned special units, and traffic officers avoided in-service training based on their belief that such training did not apply to their particular duties. Most respective managers of these units neither required their officers attend the training classes, nor attempted to provide input on how the training curriculum could be improved. The majority of police officers who actually attended these in-service training sessions consisted of patrol officers.

The extent to which individual training topics in these sessions were effectively grasped by the participants remains an open question. Testing and evaluation was utilized infrequently to determine whether learning actually took place. Additionally, little follow-up effort was made to identify changes in behavior as a result of the new information provided. Thus, it is extremely difficult to determine whether the training materials, instructors, and educational approaches were very effective in accomplishing their intended purpose. The value of in-service training provided is even more difficult to assess given that attendance records were not accurately maintained.

Because the past in-service training program was planned without consideration of manpower or work load analysis, did not require attendance of all officers and sergeants, did not result in accurate attendance records, and did not include a follow-up evaluation of curriculum provided, the Police Study Project determined that an attempt should be made to weigh officer opinions with regard to the quality of past in-service training. The approach used to gain insight to such perceptions was the Attitude Survey in which 38 of the Department's police officers, sergeants, and lieutenants participated. This process has been previously described and, as the reader may recall, the majority felt that training provided was unrelated to the needs of the officer or the Department. Also, they perceived that the instructors utilized were somewhat unqualified.

As a result of all of the problems with in-service training identified in the Phase I report, plus those that were additionally identified in the Phase II study effort, staff developed a totally

new approach to in-service training. The new structure is summarized below:

1. The in-service training program will be based upon identified needs to ensure topics are job related and that the subject matter is presented in a quality fashion.
2. The Training Division is to assume full responsibility for planning, developing, administering, and evaluating the new in-service training program.
3. Training Division staff will assume the lead role in presenting all in-service training subjects.
4. In-service training shall be provided via the use of a mini-academy approach. Such mini-academies will likely last from two through five work days, the length depending on the type and breadth of subject matter to be covered.
5. Relatively small groups of officers will be released to attend any one mini-academy session, resulting in several such academy sessions in order to present the subject matter to all personnel. Several other police departments have adopted this scheduling approach since its impact on service delivery is minimal.
6. In-service training should not be reinitiated until the in-service training curriculum is restructured, supplemental training staff has been provided, and program goals and objectives have been established with an evaluation process by which the quality of training delivered can be assessed. Training topics to be initially developed are presented in Table VII-1.

TABLE VII-1

INITIAL IN-SERVICE TRAINING TOPICS

PATROL

- (1) Officer safety - Officer survival
- (2) Human relations
- (3) Investigative skills
- (4) Law updates
- (5) Case report preparation
- (6) Police - Procedure update and review
- (7) Pursuit - Defensive driving
- (8) Warrant preparation

INVESTIGATIONS

- (1) Knowledge of law
- (2) Interview techniques
- (3) Case and time management
- (4) Interpersonal skills
- (5) Evidence collected - preservation - interpretation
- (6) Officer survival

TRAFFIC

- (1) Traffic accident investigation skills
- (2) Writing skills
- (3) Law knowledge
- (4) Department/Traffic policy
- (5) Communication skills

7. Such mini-academies should be held at times of the year in which calls for service work load is lowest and during which times recruit and reserve academy training is not scheduled.

D. Roll Call Training

To supplement in-service training, which is proposed to be presented each officer at only one time each year, roll call training should be provided. New information, memos, directives etc. originate year around. Such information should be disseminated by supervisors on a continuing basis and the best time to accomplish this is at lineups/roll call sessions. Relatively short periods of time are required to disseminate such information, and roll call sessions consisting of 5 to 15 minutes are sufficient for this purpose.

Roll call training has only been intermittently provided by the Department during past years. Certainly there has been no concerted organizational effort to provide such training. On an occasional basis, audio visual equipment was used to provide short films dealing with particular training subjects and certain other training matters were occasionally covered.

It is proposed that the Training Division assume the responsibility of coordinating materials which are appropriate for presentation to officers during roll call sessions. Further, such section should conduct an evaluation as to the effectiveness of the material presented and its application to officer's work setting. Also, it is suggested that a monthly training bulletin be developed for dissemination at roll call sessions, which would include law updates and changes, new concepts or practices occurring in law enforcement, other relevant training material not addressed in the in-service training cycle, plus updates on Departmental activities.

E. Firearms Training

The Colorado Springs Police Department maintains an outdoor firing range, which is used to provide firearms training to new recruit officers and reserve officers and by police officers of all ranks for quarterly firearms qualifications. The range is operated by two first-class patrolmen

with the assistance of a volunteer and is open to all officers for qualification Monday through Thursday, 8:30 a.m. to 4:30 p.m. The range is reserved on Fridays for use by recruits while in the academy, officers requiring special training, outside agencies, and for selective maintenance operations. Other agencies that utilize the range include the city of Fountain Police Department, the city of Manitou Springs Police Department, Fort Carson Criminal Investigations Division, United States Air Force Security Police, Colorado Springs Park Police, Colorado Springs Noise officers, City Fire Department arson investigators, City Marshals, and Pikes Peak Highway patrolmen.

The Department currently utilizes a 48-round modified firearms course, supplemented by shotgun training. All officers are required to qualify with a minimum 70 percent score quarterly. On-duty time is provided officers to meet firearms qualifications and with the advent of permanent shifts, officers assigned the graveyard shift are provided compensated time off for time spent during the day in such qualifications. A review of firearms records reveals that on the average 18 individuals utilize the range for qualification purposes each day. It has been estimated that each officer spends approximately 45 minutes to qualify, which results in 13.5 man-hours being spent daily at the range on the average.

Operation of the firearms range needs to be modified in several ways, which include:

1. Firearms training personnel need to develop a structured schedule for the use of the firearms range. As it now stands, outside agencies notify the range when they intend to use the facility. By advance scheduling, a more reliable allocation of time and resources should be able to be achieved.
2. Improved records need to be maintained of range usage and of services performed by range personnel.
3. Firearms qualification is currently restricted to day time and has as its purpose to maintain shooting proficiency and understanding by all Department members as to the operation of firearms. In addition to qualifications,

the Department should incorporate night and combat shooting into the in-service mini-academy training program, thus exposing all officers to varied shooting conditions. The Department should develop this new firearms training program incorporating performance standards for evaluation purposes.

F. Seminar/Workshop Training

Over the years, the Department has made varying use of outside training resources to develop and educate certain key personnel. What training of this type was provided was as a result of a manager recognizing a need for such specialized training and being fortunate enough to be budgeted necessary funds. Such specialized training was provided only in rare situations and was more a product of the budget process than overall need within a training context.

As a result of this study's needs assessment efforts, it was learned that most officers believe the process by which participants are selected for specialized training has not been very equitable. Also, individuals attending such special training sessions have not been required to summarize benefits received for the benefit of others in the Department.

No training should be provided which is not part of the overall training program master plan. Such training must be justified, cost effective, and be provided to those most in need. Specialized training, whether provided inside or by outside instructors, should be coordinated with the Training Section. The Training Section should make recommendations on the need for the specialized training and the method and cost by which such special training should be provided. The Training Section should maintain a catalog of specialized training programs and resources of which organizational unit managers might select.

G. Managerial/Supervisory Training

Of all the perceptions discussed to this point concerning past training functions, managerial training ranks among the least satisfactory. The majority of officers interviewed on this point indicated that no meaningful on-going

managerial or supervisory training existed within the Department. Certainly the results of all of the investigative efforts within the Phase II study process indicated that the quality of management could be substantially improved.

The City Personnel Department is responsible for administering a City-wide Managerial Development Program. This program affects managers and supervisors in all City departments. Review of attendance records at the sessions, however, indicates that Police Department managers are usually not included. The Managerial Development Program is specifically structured for individuals according to their level of responsibility. The majority of instructors are from local colleges and universities who provide courses ranging from basic supervision to executive development. The courses are held at various convenient locations throughout the City. Cost of such courses vary according to course level and length and qualifications of instructor. As such, course costs vary from between \$50 to \$200.

The Training Section needs to work closely with the Personnel Department's Training and Development Manager to ensure that the Managerial Development Program includes those topics that should be provided Department management and that all Department supervisors and managers participate in this program according to their individual needs.

All sergeants and lieutenants should be given the opportunity to meet periodically and address mutual concerns and issues. This has been attempted previously with some degree of success, but has been pursued only sporadically. This concept provides a much needed form that enables the first- and second-line supervisors, plus higher level managers, the opportunity to interact and to focus on common problems and concerns.

Additionally, a new supervisory training program needs to be developed for newly promoted sergeants. Currently, sergeants are promoted and assigned field supervisory responsibilities without the opportunity of becoming thoroughly knowledgeable about their new set of duties and responsibilities. This approach is not considered adequate for the level of duties and responsibilities the individual has just assumed. Basically, a new sergeant,

upon promotion, would accompany a field training sergeant for a set period of time, during which he will be trained and evaluated much as a new recruit is. Upon successful completion of the field training program, the new sergeant will assume patrol supervisory duties. Failure to complete the program successfully may be grounds to return the sergeant to patrolman status.

H. College Tuition Reimbursement

The Department maintains a College Tuition Reimbursement Fund to assist Department personnel in improving their education relative to contributing to organizational goals. College tuition is reimbursed only upon successful completion of the course work.

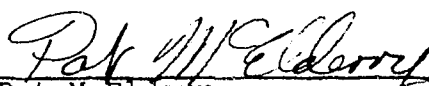
Review of reimbursement records indicates that courses taken by officers for which reimbursement has been requested include computer programming, accounting, personnel management, psychology, human relations, sociology, public speaking, police science, business law, economics etc. The amount of money budgeted for tuition reimbursement totals \$10,000, and approximately \$5,862 had been expended through July.


Approval of requests is presently a joint process performed by an in-house committee and the City Personnel Department staff. In-house approval should be by the Chief of Police based on recommendations from the Training Section. The Training commander's access to information concerning both individual and organizational needs should prove very valuable in this decision process.

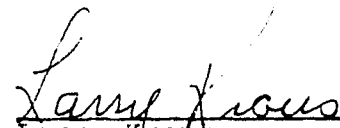
VII. Automated Training Information System

The development of a training program master plan requires the accumulation of substantial information on the talents, capabilities, and deficiencies of Department personnel. To gain such information, it is recommended that the Department design an automated training information system. A stand-alone micro-computer valued at \$7,000 to \$10,000 would accommodate the proposed system. The system would include a biographical data base on all Department personnel, total work experience and assignments within the Department, education and course work taken, plus areas needing improvement. Such data would be the basis for continually updating training curriculum.

Authored By:


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APPENDIX VII-1

INTRODUCTION

The following training questionnaire is intended to determine the current training needs of the Colorado Springs Police Department. Please be as objective as possible; only your objective comments will enable our Department to make the necessary adjustments in our training programs. Thank you.

GENERAL INSTRUCTIONS

1. Use a lead pencil and darken the appropriate answer on the accompanying answer sheet.
2. When necessary, please erase thoroughly.
3. Section 1 asks you to respond by indicating how each category applies to you specifically. The sample question below indicates how a police sergeant would answer.

#1 RANK;

- A. Patrolman
- B. Sergeant
- C. Lieutenant
- D. Captain or above
- E. Civilian

SAMPLE ANSWER #1 - A B C D E

4. Section 2 asks you to respond in a similar manner. Read the paragraph preceding each group of statements or questions and answer using the scale given. The sample question below indicates how Question #13 might be answered.

Strongly Disagree 1 2 3 4 5 6 7 Strongly Agree
Disagree Somewhat Disagree Neutral Somewhat Agree Agree

#13 First line supervisors are adequately trained to do their job.

SAMPLE ANSWER #13 - 1 2 3 4 5 6 7

Darkening #1 indicates you strongly disagree with this question. Darkening #7 indicates you strongly agree. Darkening any number from 2 - 6 corresponds with the category above each number.

5. Section 3 contains open ended questions designed to capture your attitude or opinion. Fill in this information directly on the survey.
6. Upon finishing, please place all materials back into the envelope and return it to your supervisor.

SECTION 1

BIOGRAPHICAL INFORMATION

All information in this section will be held in the strictest confidence; only our external training consultant will see individual response sheets.

1. RANK;

- A. Patrolman
- B. Sergeant
- C. Lieutenant
- D. Captain or above
- E. Civilian

2. AGE;

- A. Male - 25 or younger
- B. Male - 26 - 30
- C. Male - 31 - 35
- D. Male - 36 - 40
- E. Male - 41 - 50
- F. Male - 51 or older
- G. Female - 25 or younger
- H. Female - 26 - 30
- I. Female - 31 - 35
- J. Female - 36 - 40
- K. Female - 41 - 50
- L. Female - 51 or older

3. DIVISION;

- A. Patrol
- B. Investigations
- C. Support Services
- D. Special Operations
- E. Traffic
- F. Staff Services
- G. Inspection Services

4. EDUCATION LEVEL;

- A. High School or GED
- B. Associates
- C. BA/BS
- D. Masters or higher

5. ETHNIC GROUP/RACE;

- A. White
- B. Black
- C. Hispanic
- D. Asian
- E. American Indian
- F. Other

6. LENGTH OF TIME WITH THE C.S.P.D.;

- A. Less than 6 months
- B. 6 months to one year
- C. One year to two years
- D. Three to five years
- E. Six to ten years
- F. More than ten years

7. TOTAL LENGTH OF TIME IN POLICE WORK;

- A. Less than 6 months
- B. 6 months to one year
- C. One year to two years
- D. Three to five years
- E. Six to ten years
- F. More than ten years

8. LENGTH OF TIME IN YOUR CURRENT DIVISION;

- A. Less than one year
- B. One to two years
- C. Three to five years
- D. Over six years

9. DO YOU PLAN TO MAKE C.S.P.D. A CAREER? Mark the response that corresponds to your current division.

- | | | |
|---------------------|--------|-------|
| Patrol | A. yes | B. no |
| Investigations | C. yes | D. no |
| Support Services | E. yes | F. no |
| Special Operations | G. yes | H. no |
| Traffic | I. yes | J. no |
| Staff Services | K. yes | L. no |
| Inspection Services | M. yes | N. no |

10. DO YOU DESIRE TO ENTER THE MANAGEMENT CAREER PATH?

- A. Yes
- B. No
- C. I am in management and wish I were not

SECTION 2
TRAINING NEEDS ANALYSIS

The following statements refer to possible training subjects. The response categories from 1 thru 7 allow you to answer each question in a range from strong disagreement to strong agreement. Mark the one that best describes your attitude towards the subject.

1 2 3 4 5 6 7
 Strongly Disagree Disagree Somewhat Disagree Neutral Somewhat Agree Agree Strongly Agree

11. First line supervisors are adequately trained to do their job.
12. Supervisors seem to know more about the technical parts of work than they do about people management.
13. Supervisors seem to spend more time "fighting fires" than planning to avoid them.
14. Supervisors should have more coaching and counseling skills.
15. By the time people are eligible for supervisory jobs, they should have acquired the skills without special training or development.
16. Supervisory jobs are not as challenging as people think.
17. To attain a supervisory/management position indicates success in the C.S.P.D.
18. Supervisors generally do a good job of making timely decisions.
19. Supervisors and senior managers should regularly attend supervisory refresher and skill building courses.
20. After supervisors attend development courses, they don't seem to apply the course information.

1 2 3 4 5 6 7
 Strongly Disagree Disagree Somewhat Disagree Neutral Somewhat Agree Agree Strongly Agree

21. The C.S.P.D. does not seem to encourage the development of "people management" skills.
22. Generally speaking, I am quite satisfied with the overall performance of my supervisor/manager.
23. Recruit Academy Training teaches skills that are appropriate for performing the job of a new police officer.
24. The goals of the Recruit Academy Training Program are not clear.
25. The teaching quality of the Training Division's instructors needs improvement.
26. At the Recruit Academy, the mix of classroom theory and "real world" application is about right.
27. In comparison to other training divisions I am familiar with, the C.S.P.D. Training Division is the best.
28. The teaching quality of Recruit Academy instructors is unsatisfactory.
29. The information learned at the Recruit Academy is retained and used on the job.
30. The goals of the Training Division are clear.
31. The Recruit Academy teaches the right information and skills.
32. The amount and quality of human relations training presented to recruits is satisfactory.
33. The recruit FTO Program is successful.

Strongly Disagree 1 2 3 4 5 6 7 Strongly Agree
 Disagree Somewhat Disagree Neutral Somewhat Agree

34. In comparison to other recruit academy programs I'm familiar with, our Recruit Academy Training Program ranks among the best.

In the following statements, you will be asked to comment on how satisfied you are with specific job-related knowledge and skills that have been addressed in training. Mark the number that best describes your attitude toward the subject. Note that the response category now reflects a range from very dissatisfied to very satisfied.

Very Dissatisfied 1 2 3 4 5 6 7 Very Satisfied
 Dissatisfied Somewhat Dissatisfied Neutral Somewhat Satisfied Satisfied

35. Use and care of equipment.

36. Investigation skills.

37. Techniques for working traffic.

38. Report preparation.

39. Conflict resolution.

40. Knowledge of other support agencies (city or county).

41. Knowledge of relevant procedures, ordinances, statutes, and recent court decisions.

Very Dissatisfied 1 2 3 4 5 6 7 Very Satisfied
 Dissatisfied Somewhat Dissatisfied Neutral Somewhat Satisfied Satisfied

42. Crime prevention techniques.

43. Emergency first aid.

44. Understanding "victim" psychology.

45. Officer survival.

46. Firearms training.

In this section of the questionnaire, please think about the skill level of non-supervisory police officers on the job and indicate whether or not you perceive they require more and better training in the areas that are listed. Mark the number that best describes your attitude towards the subject. Note the response category changed.

Need Significantly More Training 1 2 3 4 5 6 7 Need No Additional Training
 Need More Training Need Slightly More Training Need Moderately More Training Need Slightly Less Training Need Less Training

47. Colorado criminal code

48. Colorado juvenile code

1 2 3 4 5 6 7

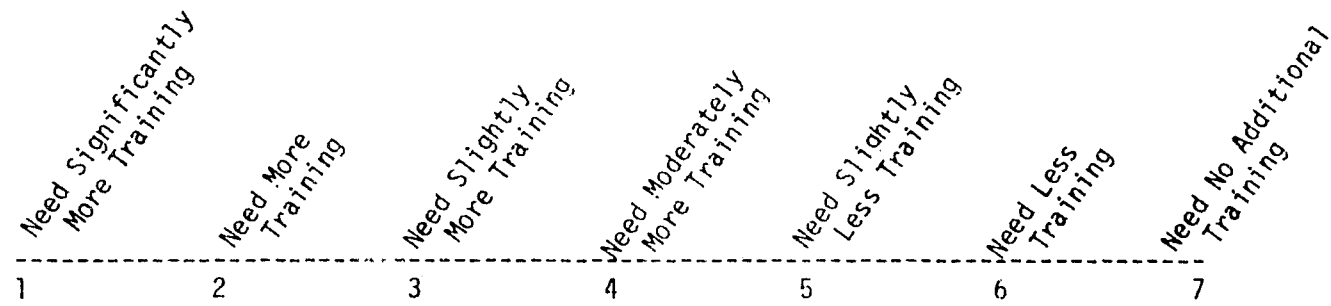
 Need Significantly More Training Need More Training Need Slightly More Training Need Moderately More Training Need Slightly Less Training Need Less Training Need No Additional Training

- 49. Civil code
- 50. Colorado liquor code
- 51. State traffic code
- 52. Municipal traffic code
- 53. Municipal criminal code
- 54. Miranda rights
- 55. Civil liberties
- 56. Arrest
- 57. Search and Seizure
- 58. Referral agencies
- 59. Recent court decisions
- 60. Court procedures
- 61. Geography of area
- 62. Department policies and procedures

1 2 3 4 5 6 7

 Need Significantly More Training Need More Training Need Slightly More Training Need Moderately More Training Need Slightly Less Training Need Less Training Need No Additional Training

- 63. Report writing
- 64. Relationships with the public
- 65. Relationships with other officers
- 66. Relationships with supervisors
- 67. Crime prevention
- 68. Firearms expertise
- 69. Hand-to-hand self defense
- 70. Defensive and pursuit driving
- 71. Interviewing skills
- 72. Interrogation skills
- 73. Preliminary investigation skills
- 74. Followup investigation skills
- 75. Non-testimonial identification orders
- 76. Handling the D.U.I. suspect



77. Radio procedures

78. Officer survival

79. Public speaking

80. Handling hazardous material

81. Use of force

SECTION 3

82. What is the greatest strength of the Recruit Training Academy?

83. What is the main strength of in-service training?

84. What is the major area requiring improvement for in-service training?

85. What is the greatest weakness of the Recruit Training Academy?

86. Considering your peer group, what training area needs the most improvement?

87. What training should be provided that currently is not?

88. If you could recommend specific training for your supervisor, what would that training be?

89. Considering your subordinates, what is the training area in which they need most improvement?

90. Other comments:

CHAPTER VIII

CAREER DEVELOPMENT

SUMMARY

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 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.

RECOMMENDATIONS

- (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 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.

STUDY FINDINGS

I. Introduction

The Colorado Springs Police Department realizes that quality service delivery is largely dependent upon motivated and dedicated employees. In order to ensure a high performance level in the future, the Department decided to examine the benefits that might be realized from a formal Career Development Program focused on maximizing employee growth, development, and satisfaction, while contributing to optimum achievement of organizational objectives. Career development is a general term used to describe personnel programs which involve a combination of:

- * Accurate, up-to-date position descriptions.
- * Conscious planning of job design to match organizational goals and objectives.
- * Job-related training and development of employees.
- * Conscious planning of the horizontal and vertical movement of employees through the organization.
- * Integration of employee interests with organizational needs to the extent possible.
- * Maintenance of an employee talent inventory system.
- * Job enrichment.

The available literature and studies dealing with career development in police agencies demonstrate the varying degrees to which the concept can be designed and implemented consistent with needs and desires of respective organizations and their employees. Models vary from programs dealing exclusively with educational development of top management to comprehensive systems of job redesign.

The Colorado Springs Police Department has demonstrated its commitment to the operational philosophies embodied in the federally funded Integrated Criminal Apprehension Program (ICAP) and has adopted this program concept to form its basic strategy for police operations. The ICAP components - patrol emphasis, directed activity, crime

prevention, crime analysis, and investigative case management - are considered to be processes that are basic to the efficient use of available resources. Similarly, career development is intended to maximize the potential capabilities of police personnel through increased motivation, job satisfaction, and professional mobility. Thus, both ICAP and career development are concerned with the best use of personnel resources, so it seems logical that they be integrated as a component of the Department's management plan.

The ICAP model has a number of important prerequisites:

- * Police officers must be developed as generalists, not specialists.
- * The patrol officer's and supervisor's jobs must be designed to include more directed activity, permitting greater mobility in job assignments from patrol to other units and back to patrol, rather than using patrol as a training ground.
- * Employee placement and mobility must be actively planned and controlled by management to accomplish Department objectives, rather than allowing those concerns to evolve on their own according to personal interests of employees.

In addition to these ICAP-mandated issues, the Colorado Springs Police Department has some other concerns relating to the need to initiate a Career Development Program at this time. Reduced growth following a period of rapid expansion has produced a relatively young group of supervisors, resulting in fewer opportunities for promotion and the need to provide more long-term, satisfying careers for non-supervisors. In addition, mobility of employees between work units is very restricted, contributing to tunnel vision and lack of coordination between units, causing career frustration and burnout for many officers, particularly those assigned to uniform patrol.

Faced with the above problems and having access to federal discretionary grant funds, the Colorado Springs Police Department elected to contract with a consultant to design the requirements for a Career Development Program for the Department. After an extensive search, the firm of Seberhagen and Associates of Vienna, Virginia, was selected in July 1982. Dr. Seberhagen had conducted similar studies in several cities and is nationally recognized as being at the forefront of the police personnel administration field.

The project included visits by the consultant to the Colorado Springs Police Department to interview Department managers and selected employees, work observation, relevant document review, and questionnaire administration to all sworn and a selected group of civilian employees. Based on the results of these efforts, the consultant prepared a report of general findings and recommendations. This report was then integrated with the analytical study of Department operations conducted by the Police Study Project. This chapter's recommendations are a composite of the consultant's report and the Police Study Project's analysis of the Department's organizational requirements. Several key findings were selected for primary consideration due to their scope, impact, and feasibility for implementation.

II. Study Overview

The consultant's project commenced with a visit to the Colorado Springs Police Department in August 1982. During this time, Dr. Seberhagen interviewed the Police Department's management staff, City Personnel director, police psychologist, and several patrol sergeants and officers with the purpose of opening lines of communication and refining the proposed research methodology. The consultant also obtained and analyzed all available City, Police Department, and outside documents relevant to the current personnel system for Colorado Springs Police Department employees and possible problem areas within that system.

Dr. Seberhagen designed and administered three questionnaire surveys to all sworn and some selected civilian employees. These questionnaires consisted of:

- * Position Description Questionnaire to provide current information about duties and qualifications for each job assignment.
- * Employee Talent Inventory to compile an inventory of the training and experience of each employee.
- * Employee Attitude Survey to evaluate current personnel practices and obtain constructive suggestions from the employee's point of view.

Approximately 67 percent of the employees receiving the survey instruments completed and returned them. The results were computer analyzed, and several follow-up interviews and work observation periods were scheduled to obtain missing information and verify the accuracy of existing information.

The consultant subsequently listed the major career development problems from the employee attitude standpoint as:

- * Difficulty in obtaining transfers to desired job assignments;
- * Poor matching between job assignment 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 are not job-related.

Dr. Seberhagen also observed that from the management standpoint, there is no active formal career planning for Police Department employees to coordinate transfers, training, and other personnel functions with the goals and objectives of the Department.

III. Consultant Recommendations

The consultant recommended a series of changes in existing Police Department personnel management practices. He theorized that the Department should establish a formal program of job rotation for all sworn officers, supervisors, and managers with emphasis on upgrading the duties and responsibilities of the patrol function. He further suggested creation of a Technical Career Track in addition to the existing Supervisory Career Track to facilitate the development of police generalists among non-supervisory employees. Employees would need to qualify for such positions and after an allotted time, would be rotated into another position. Dr. Seberhagen wrote new job descriptions for 87 Police Department job assignments and emphasized the need to update these descriptions regularly to reflect changes in organizational structure and other dynamic aspects of the work environment.

The consultant recommended sweeping changes in the Department's training program: centralizing training responsibility in the Training Division, developing a consolidated employee talent information system, and improving approaches to the delivery of in-service and supervisory development training. Dr. Seberhagen's training suggestions were embraced almost in their entirety and are addressed in detail in the Training Chapter VII of this report.

Another concept addressed by the consultant was civilianization. He identified 44 positions in the Department that could be incrementally civilianized, resulting in substantial salary savings with no drop in service levels. Suggestions to upgrade the existing evaluation system and to establish salary step ranges within the promotional ranks were also offered.

IV. Proposed Action

The Police Study Project reviewed the consultant's report in light of organizational and operational analysis undertaken during the course of the Project's overview of the Police Department. All of the consultant's recommendations were sound in concept and deserve consideration. However, some are already being accomplished and others were deemed inappropriate for the organization at this time. For example, civilianization of high-level jobs in the Police Department reduces promotional opportunities, and, until a viable Technical Career Track is actually established, it seems inappropriate to decrease promotional possibilities for sworn officers.

The issue of improving the job relatedness of promotional examinations is already being addressed by the Personnel Department. An independent effort on their part resulted in a much more effective, job-related sergeant's test being administered in May 1983 with plans to bring other ranks under a similar system in the future.

Several other recommendations were felt to be particularly promising for the Police Department's organizational strategy, and these have been recommended for implementation. The basic issues surrounding these selected recommendations will be explored in following sections.

A. Job Rotation System

The primary objective of a formal position rotation system is to increase horizontal mobility for Police Department employees, by permitting all officers to explore different jobs in the organization, thus knowledgeably pursuing their career interests. Other objectives are increased availability of properly prepared, experienced personnel for all positions; maintenance of a consistent cadre of well-trained, experienced officers in the uniform patrol function; improved employee morale through better access and understanding of career opportunities within the Police Department; and more equitable distribution of desired job assignments.

As was stated previously, the Police Department management has virtually no active strategy for employee mobility except in the case of punitive

or disciplinary transfers. Virtually no historical records of the actual numbers and types of employee transfers are available, but movement in and out of assignments is extremely limited.

Dr. Seberhagen listed four main reasons transfer opportunities have been so limited within the Police Department:

- * Management Policy. The Department has traditionally left transfer decisions to employees, except in disciplinary cases. One of the best examples of this practice came to light in the examination of undercover operations (Chapter III). Some undercover agents have remained in positions for more than six years. This is in direct opposition to commonly accepted personnel practices for these type operations.
- * Light Duty. Some employees have temporary physical disabilities which limit the range of job assignments they can perform acceptably. This category of employees is increasing, and they are often placed in special assignments determined almost exclusively by the disability rather than their ability.
- * Ineffective Workers. Some employees who have not performed well in regular job assignments have been transferred to 'closet jobs' rather than solving these employee problems in a more direct manner.
- * Favorable Job Assignments. When employees are fortunate enough to get a job assignment they like, they usually try to stay there as long as they can, sometimes even declining to compete for promotional opportunities.

If the Career Development Program is to be successful, the Police Department must increase the horizontal mobility opportunities for its employees. The Department should design a 'master plan' for the development of police generalists including regular, periodic transfers for all employees. This includes reassignments to the Patrol Division for most officers after every two years spent in a special assignment. There are some who argue that by rotating officers out of special assignments,

the service delivery quality of these units will be diminished. However, experience indicates this supposition might be erroneous. Initially, it is illogical to presuppose special units always have the best qualified persons in these assignments. In reality, very few employees in these units, including poor performers, are ever transferred. Thus, those employees who may in fact be more qualified are prohibited from entering the units because of limited opportunity.

The following rotation system assures a systematic exchange of personnel between patrol and non-patrol assignments. Through the use of staggered rotation, units can maintain continuity.

1. Rotation for Police Officers I-IV

The proposed organizational strategy illustrated in Chapter X allocates police officer positions as follows:

<u>Office/Bureau/Section</u>	<u>Assigned Police Officer</u>
Executive Office:	
Operations Support	10
Investigations Bureau:	
General Investigations	45
Special Operations	29
Administrative Bureau:	
Radio Room	9
Various	7
Patrol Bureau:	
Traffic	25
Administration	2
Patrol	<u>179</u>
	<u>306</u>

There are 128 positions outside of patrol and 179, or 58 percent of the officers, in patrol. Thus, it is necessary to have a system that maintains approximately 60 percent of police officers in patrol. Additionally, not all police officers are eligible to rotate. Guidelines dictate that fourth-class (probationary employees) are not included in the rotation and the third-, second-, and first-class years count as time in patrol. Thus, rotation of a new officer will not take place until the completion of the first-class year (four years of service).

Of the 179 officers currently in patrol, their anniversary dates are as follows:

<u>Cumulative Count</u>	<u>Status</u>
91	are first-class now
99	will be first-class November 1983
115	will be first-class April 1984
158	will be first-class October 1984
164	will be first-class January 1985
179	will be first-class January 1986

Another dimension to the initial movement is that virtually all of the persons in special units have exceeded the maximum time in those units and should be rotated back to patrol. The proposed plan concept that follows staggers this movement, transferring one-third of the unit for three years, thus maintaining continuity.

Table VIII-1 shows the proposed rotation patterns for police officers. It is important to note that although the diagram shows rotation by groups, this is merely illustrative. Career development plans will be delivered for each individual. The diagram depicts a typical rotation pattern and roughly approximates the percentages of personnel in special and patrol units. The table divides the 307 police officers into eight groups of approximately 38 employees. Each group is numbered at the left (1, 2, 3, . . .). The letters 'P' and 'S' stand for Patrol and Special (those units outside patrol). The numbers at the top of the chart represent years of assignment.

TABLE VIII-1

PROPOSED POLICE OFFICER ROTATION CONCEPT
(307 POLICE OFFICERS)

Group	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
1*	P	P	P	P	S	P	P	P	P	S
2*	S	P	P	P	S	S	P	P	P	S
3*	S	S	P	P	P	S	S	P	P	P
4**	S	S	P	P	P	S	S	P	P	P
5**	P	S	S	P	P	P	S	S	P	P
6**	P	P	S	S	P	P	P	S	S	P
7**	P	P	S	S	P	P	P	S	S	P
8***	P	P	P	S	S	P	P	P	S	S

#1, 2, 3 currently special.

**currently in patrol.

***fourth and third class.

NOTE: 5 groups in patrol; 3 groups in special units

As can be seen, for seven of the eight groups, the pattern is three years in patrol and two years outside of patrol. The eighth group may opt for four years in patrol and one in a special unit. This scheme maintains the approximate 60 percent ratio required in patrol. Groups 1, 2, and 3 would be for those persons who are now in special units.

By 1986, all employees will have begun their tour in patrol. Additionally, Groups 4, 5, 6, and 7, those who are now in patrol, will have begun their special assignment. Those in Group 8 are those who in 1987 will just become eligible for rotation. All employees will be reassigned within a five-year time frame.

2. Rotation of Police Sergeants and Above

Rotation of sergeants presents a more complex problem due to the disproportionate number of supervisory assignments outside the Patrol Bureau.

Fifty-eight percent of the Department's sergeants and 75 percent of lieutenants are in special assignments as compared with 42 percent of the police officers in similar

assignments. These figures indicate opportunity for substantial movement by present patrol supervisors into specialized positions. In actuality, there are no more upper-level transfers than at the police officer level under our existing distribution.

For the ranks of sergeant and above, the specialized assignments will be from three to six years in duration before returning to patrol for two or three years. This schedule will be more difficult to administer, but it allows even more flexibility in career planning for individual managers. Tables VIII-2 and VIII-3 present a rotation concept for police sergeants and police lieutenants, respectively.

TABLE VIII-2

PROPOSED POLICE SERGEANT ROTATION CONCEPT

Group	1984	1985	1986	1987	1988	1989
1	P	P	S	S	S	S
2	P	S	S	S	P	P
3	S	P	P	S	S	S
4	S	S	S	P	P	P
5	S	S	P	P	S	S

NOTE: Time in special assignment can be assigned according to need. Example: Assignments in special units can be divided into two 2-year assignments, one 3-year assignment (3 + 3 option), one 4-year assignment. Accommodates 52 sergeants: 21 in patrol and 31 in outside.

TABLE VIII-3

PROPOSED POLICE LIEUTENANT ROTATION CONCEPT

Group	1984	1985	1986	1987	1988	1989	1990	1991
1	S	S	P	P	S	S	S	S
2	S	S	S	S	S	S	P	P
3	S	S	S	S	P	P	S	S
4	P	P	S	S	S	S	S	S

NOTE: Six-year tours can be divided as needed.
Accommodates 16 police lieutenants:

Patrol	4	(includes 1 administrative lieutenant)
Exec.	2	
Gen. Inv.	3	
Spec. Inv.	2	
Admin.	5	(4 groups of 4 each)

All non-probationary sworn positions below the rank of Chief in the Police Department would be included in the rotation program. It is recognized that civilians should be considered in a long-range plan, but their inclusion at this time is not feasible.

The Police Chief will have the option of excusing certain individuals thought to be critical to Department operations. However, this should take place infrequently and only after all possible replacement alternatives are exhausted. Certain job assignments corresponding to the Technical Career Track discussed in a later section of this report could be designated as extended duty tours for job-related reasons. The technical skills required may not make it cost-effective for regular transfer, but the benefits accrued by horizontal mobility are so substantial that even these technical positions must rotate after two regular-duty tours.

Transfers into special units when unplanned openings occur can be handled according to existing transfer policy with applicants drawn from the group of officers next scheduled to rotate out of patrol. Disciplinary transfers are still a management option but should be used infrequently. Attempts should

be made to improve problem employees' performance through additional coaching, training, and counseling, culminating in either improvement or dismissal.

The new in-service training program explained in Chapter VII consisting of advanced mini-academies corresponding to special unit assignments and offered periodically throughout the year will facilitate preparing recently transferred officers for special duties. Conversely, officers rotated back to patrol after long assignments in special units could run through a limited version of the existing F.T.O. Program to quickly adapt to uniform responsibilities.

B. Technical Career Track

The Colorado Springs Police Department should develop a Technical Police Operations Career Track to supplement the existing supervisory track. This action would facilitate the development of non-supervisory police generalists, increase advancement opportunities and job satisfaction, provide opportunity for salary advancement, and develop increased technical skills and knowledge to apply to specific service delivery areas.

The Technical Track will exist independent of the Civil Service Promotional System. The Technical Track concept provides for recognition and additional compensation in the form of position or assignment pay for those positions within the Police Department which are identified as requiring specific knowledge, skills, and abilities (KSAs) in addition to those normally associated with positions allocated to a given rank or job classification. The criteria for identifying such positions will be:

- * The added KSAs must be of a sufficient magnitude to warrant special treatment
- * The duties and responsibilities which require such KSAs must be performed on a regular recurring basis.
- * The number of such positions shall be determined solely on the basis of need.

Selection procedures would be similar to the existing Master Patrol Officer Program, consisting of required time in grade, training and background requirements, proficiency tests when appropriate, and interviews by selected managers. The specific compensation for a given assignment will be based on an analysis of the nature and scope of the added KSAs. Satisfactory annual performance evaluations will be required in order to continue receiving such compensation.

The consultant suggested several job assignments for possible consideration in a Technical Track: Master Patrol Officer, Major Case Investigator, Accident Investigation Specialist, Field Training Officer, Special Tactics Officer, and Communications Specialist. It is recommended that the Police Department and Personnel Department initiate cooperative efforts to analyze all positions in the organization that might be appropriately grouped into a Technical Police Operations Career Track. Once assignments are identified, selection, compensation, and administration policies will be developed.

In addition, the Department should recognize the need to use both monetary and non-monetary incentives to motivate employees toward superior job performance. Various non-monetary rewards (choice of vacation, officer-of-the month/year, reserved parking space, etc.) have potential to positively affect employee performance. Annual merit compensation awards for outstanding performance by sworn police officers over a 12-month period should be provided. Compensation would be in a lump-sum payment equal to five percent of the employee's current annual base salary. All officers and managers in the Department would be eligible for consideration. Nomination and approval for merit pay will be in accordance with existing City policy on merit awards. More flexible use of compensation practices provides a solid opportunity to assure continuation of the type superior performance required of Police Department employees.

C. Civilianization

Dr. Seberhagen also analyzed each job assignment in the Police Department concerning the need for sworn status to perform the work. The consultant recommended the following criteria for deciding which positions should be filled by sworn officers:

- * The position makes arrests.
- * The position supervises employees who make arrests.
- * The position is in a natural career track with positions which make arrests.
- * The position is otherwise required by law to be sworn.

Based on these criteria, the consultant identified 44 positions now filled by sworn officers appropriate for civilianization:

TABLE VIII-4

SWORN POSITIONS RECOMMENDED FOR CIVILIANIZATION

Job Title	Total Positions	Sworn Salary	Est. Civil. Salary*	Total Savings All Positions
Abandoned Vehicle Officer	1	\$24,972	\$18,000	\$ 6,972
Building Security Officer	2	23,964	18,000	11,928
Communications Lt.	1	33,084	30,000	3,084
Communications Sgt., Administrative	1	28,236	24,000	4,236
Communications Sgt., Shift	3	28,236	20,000	24,708
Court Liaison	1	23,964	18,000	5,964
Crime Scene Tech.	1	23,964	21,924	2,040
Data Processing Sgt.	1	28,236	27,888	348
Desk Officer	5	23,964	14,586	46,890
Evidence Cust. Sgt.	1	28,236	25,213	3,023
Evidence Cust. Asst.	1	23,964	21,924	2,040
Forensic Lab Lt.	1	33,084	26,000	7,084
Personnel Sgt.	1	28,236	25,476	2,760
Planning & Research Officer	2	23,964	22,000	3,928
Police Dispatcher	9	23,964	17,232	60,588
Polygraph Operator	2	23,964	22,000	3,928
Range Master	1	23,964	20,000	3,964
Range Master Asst.	1	23,964	18,000	5,964
Records and ID Lt.	1	33,084	30,000	3,084
Staff Services Capt.	1	38,568	33,000	5,568
Substation Officer	2	23,964	14,586	18,756

CONTINUED

5 OF 8

TABLE VIII-4

SWORN POSITIONS RECOMMENDED
FOR CIVILIANIZATION
(continued)

Job Title	Total Positions	Sworn Salary	Est. Civil. Salary	Total Savings All Positions
Substation Sgt.	1	\$28,236	\$16,774	\$ 11,462
Supply Officer	1	23,964	16,000	7,964
Training Capt.	1	38,568	37,884	684
Training Lt.	1	33,084	31,776	1,308
Training Sgt.	1	28,236	28,000	236
	<u>44</u>			<u>\$248,511</u>

NOTE: Salary figures are based on City's 1983 salary schedule.

* Step 4 (maximum salary range).

As the figures show, the Police Department could save almost \$250,000 per year in salaries with no probable drops in service quality if the recommended 44 positions were civilianized. Other advantages of civilianization are:

- * Greater ability to fill specialized positions with persons who have expert training and experience.
- * Increased promotional opportunities for civilian employees.
- * More sworn officers available to achieve the operational goals and objectives of the Police Department.

Examination of Table VIII-4 points out that several supervisory, management, and technical positions are recommended for civilianization. While these recommendations are inherently sound and logical, they address positions within the current organization structure, and Chapter X of this report proposes a new strategy which dictates that almost all civilianization considerations be held in abeyance for the time being. Also, the Promotional Career Track is the only viable career development component actually in place at this time, and no

action should be taken to reduce promotional opportunities until alternate career paths are a reality. The technical positions need to be preserved to provide a greater spectrum of opportunities for officers in the mandatory rotation program. Obviously, the Police Department should fill each position with the best qualified person available, rather than artificially limit competition just to sworn officers for the purpose of creating promotional opportunities. However, after the rotation and training career development concepts have had a period of time to take effect, qualified candidates should exist within the sworn ranks to fill most of the administrative-type positions. Those that cannot or should not be consistently filled from the sworn ranks can be selected from civilian candidates. The negative aspects of extensive civilianization at this time outweigh the benefits.

The preceding comments should not preclude the Police Department from examining any jobs inappropriately occupied by sworn officers. Returning these individuals to regular duties and either filling their previous jobs with lower-paid civilians or consolidating the duties with other positions could provide a manpower supplement for line operational activities. Eliminating 'closet jobs' should have no negative impact on employee motivation and could provide additional opportunities for non-sworn horizontal and vertical mobility.

It is recommended that the Police Department request the Personnel Department to conduct job analyses on all non-generic civilian positions within the Police Department as well as those positions currently occupied by uniformed police officers for which civilianization seems appropriate. The expected result of such a project is to develop the proper number of classifications and job families in order to design a meaningful civilian career track within the Police Department. With the increased emphasis on civilian positions, such an effort would be beneficial in developing a technically trained and highly productive civilian work force. This effort would also facilitate the civilianization process for those uniformed positions identified as meeting the criteria for civilianization.

A new job classification titled "Police Service Aide" to accommodate the assignment of former

City Marshal's Office employees to civilian status in the Police Department should be among the new classifications to be developed (see Chapter IX). These employees would perform selected functions now being accomplished by police officers which do not require someone of sworn status. This would free one sergeant and three police officers to return to operational assignments determined most beneficial to the Department. The Police Service Aide classification would consist of the following titles and duties:

<u>Title</u>	<u>Duties</u>
Police Service Aide	Replace East Substation sergeant, supervise Teleserve clerks, and be responsible for security and facilities control at East Substation.
Deputy Police Service Aide	Serve as desk receptionist at Police Headquarters, assist with D.U.I. testing and processing, and serve subpoenas and Municipal Court process when necessary.

These job classifications will allow easy assimilation of former City Marshal's Office employees in the Police Department in positions similar in knowledge, skills, and abilities to their original duties.

D. Light-Duty Assignment Police

The Police Department must establish a formal light-duty assignment policy to more effectively deal with the organizational problems presented by officers who are unable to perform regular duties on a long-term basis due to physical or emotional disabilities. Increasing numbers of employees are being included in this category.

Presently, approximately ten Uniform Division officers and presumably some special unit workers are unable to perform regular patrol duties. The

proposed rotation plan requires employees to return to patrol at regularly scheduled intervals, so theoretically, all sworn employees must be able to perform uniform patrol duties. Long-term disabilities cause an erosion of the actual number of positions authorized to achieve the objectives of the Department. If an officer cannot perform regular duties due to temporary disabilities of some kind, it is appropriate to transfer the individual to a temporary light-duty assignment, possibly similar to that of a Police Service Aide in nature. The assignments can be handled as exceptions to mandatory job rotation upon approval by the Chief of Police.

The assignments should not be approved without documented medical opinion and then should be for a limited period of time in accordance with the City Personnel Police and Procedures Manual relating to temporary light-duty assignments. Once a transfer of this type is made, it must be closely monitored to assure the duration is within acceptable limits. At the termination of the light-duty assignment, the employee must:

- * Return to full-duty status.
- * Secure a disability retirement.
- * Apply for a civilian job within the Department if an opening exists for which he/she is qualified.
- * Apply for a limited time extension by the Police Chief based on extenuating circumstances.
- * Terminate employment with the Department.

E. Training

Presently, responsibility for employee training with the Police Department is divided among several units. According to Dr. Seberhagen, the result of this decentralized approach has been: (1) poor coordination of training needs assessment, (2) inefficient use of training resources, and (3) uneven training of Police Department employees. He recommends restructuring the Department's training system to more adequately address organizational and individual training

needs and provide a more centralized, coordinated approach designed to develop police generalists, managers, and other skilled personnel needed to accomplish the Department's objectives.

This approach includes redesign of in-service training into annual 'mini-academies' tailored to individual unit's training needs and scheduled to accommodate annual work load fluctuations. An automated personnel training skills inventory will be designed to track training needs and more adequately match employee skills and desires with organizational needs. A more structured approach to supervisory/management training will be implemented.

The Personnel Department presently provides management development seminars and regular participation in these programs will be scheduled coinciding with internally developed classes focused on the Department's specific needs. A more detailed explanation of recommended training changes can be found in Chapter VII, analyzing the Police Department's training function.

F. Promotional Examinations

The results of the Employee Attitude Survey clearly indicated that the majority of Police Department employees felt that non-job-related promotional examinations were contributing to some degree of ineffectiveness in progression through the organization's Management Career Path. This coincides with the City Attorney's Office opinions that sections of the present promotional examination procedures may not be structurally sound enough to withstand legal scrutiny under a Title VII challenge.

The Personnel Department recognized these issues prior to the Career Development Project. In 1982 they contracted with Dr. Steven Wollack, a leading authority in public safety selection procedures, to design a new promotional process for selection of police sergeants. This test was first administered in Colorado Springs in May 1983 and appears to be a more valid, effective selection device than was used previously. Plans are now being developed to design a similar process for other Department ranks.

Since the Police Department is fortunate enough to have the Personnel Department already engaged in this project, it is recommended that the Police Department continue to support the effort and provide whatever resources and cooperation deemed necessary to successfully complete the effort.

Also, the Police Department should solicit help from the Personnel Department in designing reasonable job-related selection criteria for the positions that are eventually to be included in the Police Technical Career Track.

G. Performance Appraisal

The Police Department currently has two evaluation procedures: one for civilian employees, distributed through the Personnel Department, and one recently developed for sworn officers. Prior to 1982, many Department employees had not had a formal performance evaluation in three or four years. The new promotional tests include a performance rating factor, but this does not provide detailed feedback to employees on how to improve future work performance.

Performance appraisal can play a significant role in the Career Development Program if it has the full backing and active support of Police Department management. The main responsibility of supervisors is to see that the work is accomplished properly so supervisors must constantly evaluate work performance. Therefore, top management should provide the necessary time and resources to develop and administer a good evaluation system.

Dr. Seberhagen provided several general suggestions which the Department should consider to ensure that present and future performance appraisal efforts are effective. The consultant recommended the following objectives for a performance appraisal system:

- * Focus work efforts toward the goals and objectives of the Police Department.
- * Improve communications between supervisors and subordinates.
- * Motivate employees by providing feedback on how they are progressing.

- * Identify performance problems which need correction.
- * Give recognition to a job well done.
- * Design individualized career development plans for employees to help them become police generalists and managers.
- * Provide a source of reliable, valid and defensible information for management decisions.

In order to best accomplish these objectives, redesign of the existing system should be considered.

The ratings should be frequent enough to ensure accuracy and prohibit small samples of recent work performance from exerting undue influence over much larger amounts of work performance. Quarterly ratings and an exit rating before transfer or promotion were recommended. Systematic documented observation of work performance was suggested, which would encompass keeping daily records of specific examples of good and bad performance, to assure these events would not be forgotten. More consistent review of the formal work product of subordinates was also suggested. Supervisors must maintain objective statistical data relevant to the work performance of each employee appropriate to each job assignment. Substantial amounts of narrative comment and opportunity for employee input are vital to an effective product.

Perhaps the most important part of any performance appraisal form is an "Employee Development Plan." This allows a supervisor to give specific advice to subordinates on what short- and long-term actions the individual can pursue to become a better employee. This section should include at least four major categories:

- * Work Behavior. Specific actions required on the job.
- * Training. Specific training which would improve performance.
- * Job Rotation. Specific transfer assignments in the Police Department which would be particularly good for employee development.

- * Other. Specific actions as appropriate to deal with individual problems.

To ensure proper use of the performance appraisal system, a detailed procedural manual should be developed and regular training on performance rating provided to supervisors.

V. Implementation

A successful Career Development Program requires the coordination of all Department personnel management functions toward a common set of objectives. Some activities will obviously have to be implemented and carried out incrementally over extended time periods. Each recommended change must be carefully monitored to ensure its utility for the Department.

The recommendations previously listed seem most appropriate for initial implementation. Managers and employees of the Department should have opportunities to comment and provide constructive criticism before the design is finalized. The communication concerning the proposed program could be accomplished through a combination of methods:

- * Brief memoranda for each employee.
- * Detailed briefings for supervisors and managers.
- * Development of new Department policies and procedures dealing with career development issues.

Once final decisions are reached by Police Department management, total support must be given to implementation of the recommendations in as timely a manner as possible. Some suggested changes will no doubt run counter to traditional Department practices thereby generating controversy. These concerns should not be allowed to hinder progress toward a more effective personnel management system within the Department. An implementation strategy with critical paths and time frames to accomplish the preceding recommendations must be established and progress toward goal achievement strictly monitored by the Police Chief.

The actual administration of the Career Development Program will be a complex, demanding effort, especially during the initial stages. It is recommended that a new position of Staff Programs Supervisor be instituted within the proposed Administrative Bureau in the Department. This position would be responsible for development and administration of the preceding Career Development recommendations and consolidation of other personnel functions presently performed with the Police Department. The position will require background

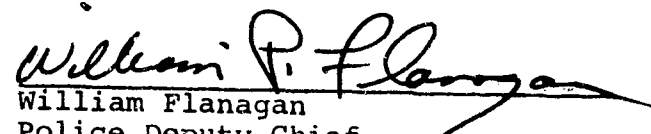
and experience in personnel management and police administration. Existing Department employees with personnel-related responsibilities, such as recruiting and volunteer coordination, would be consolidated under this position. Duties could include:

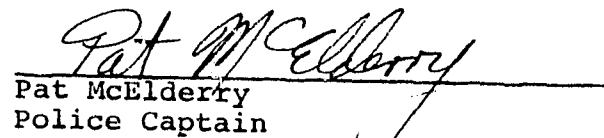
- * Regular updates of position descriptions, including assessment of the impact of changes to a position's assigned duties and responsibilities, and coordinate appropriate job audits with the Personnel Department.
- * Manage rotation and internal transfer program.
- * Maintain centralized Employee Information and Talent Inventory.
- * Assist Personnel Department in design of a Technical Career Track and oversee selection standards and compensation.
- * Design a phased civilianization program to achieve infusion of technical skills and produce salary savings.
- * Develop forecasting systems for manpower requirements at each level of the Department and succession planning for key positions.
- * Oversee volunteer services programs.
- * Counsel Department employees about available jobs and preparation required for each position.
- * Administer an effective performance appraisal system for both sworn and civilian employees.
- * Assume personnel duties which are the responsibility of the Police Department, including personnel transactions, record keeping, etc.
- * Liaison with Personnel Department on promotion, selection, and recruitment efforts.
- * Coordinate with Training Unit on training needs for selected positions.

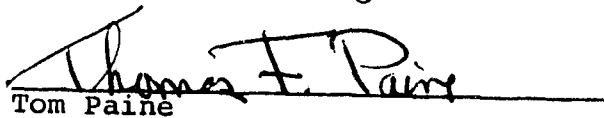
- * Assist in design of entry-level testing for certain Police Department jobs.
- * Monitor Department's Affirmative Action Program.
- * Assist Department managers in design and/or restructuring positions.

The intent of the Staff Programs Unit is to provide the increased level of service needed to ensure proper personnel management within the Police Department. The Personnel Department and/or Civil Service Commission would continue to set personnel standards and have final authority over everything within their respective jurisdictions. The Staff Programs Unit would handle those personnel matters that must be administered at the Department level.

Authored By:


 William Flanagan
 Police Deputy Chief


 Pat McElderry
 Police Captain


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 Operations Resource Unit

CHAPTER IX
 MARSHAL'S OFFICE

SUMMARY

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 manhours to be applied to other critical police service needs. Should the uncommitted patrol time eventually be consumed on more critical service requirements, certain of the document service requirements could be assumed by other job categories. Affected Marshal's Office positions can be re-classified 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.

RECOMMENDATIONS

- (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 and implementing a strategy for accomplishing this action.
- (2) That the Marshal's Office be integrated into the Police Department by re-classifying/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.

STUDY FINDINGS

I. Introduction

The City of Colorado Springs makes use of several different police officer-type classifications which include Police Officer, Marshal, Park Patrol Officer, Pikes Peak Highway Patrol Officer, and Noise Control Officer. While State law recognizes police officers, Marshals, and Park patrol police as "peace officers" with full authority to enforce all federal, state, and local laws and to make probable cause arrests, the City Manager under local law has chosen to limit the powers of Marshals and park patrol officers to those powers more uniquely required by their departments. Also, only limited powers have been granted to noise control officers and Pikes Peak Highway patrol officers. To ensure that a proper relationship exists among all these agencies, and that police services cumulatively are delivered on a cost-effective basis, a decision was made to encompass into the Police Study Project the study of police activities of other City departments. This chapter presents the findings and recommendations from a study of the Marshal's Office.

II. City Marshal's Office Overview

The Marshal's Office was established in 1973 as a division of the Municipal Court. Its original duties included those previously held by court bailiffs and, among others, the serving of warrants and subpoenas issued by Municipal Court. On June 1, 1977, the Marshal's Office was reassigned to the Office of the City Clerk.

Current authority for the Marshal's Office is found in Chapter 4, Article 6, of the Code of the City of Colorado Springs. It provides that the Chief Marshal, as well as each assistant and Deputy Marshal, shall be certified by the State of Colorado as peace officers or shall be appointed as special policemen by the City Manager. It further provides that all Marshals of the office shall exercise such law enforcement authority as provided to peace officers or special policemen by the laws of the State of Colorado and shall have the authority to enforce such ordinances of the City as may be designated by the City Manager. The jurisdiction of the Marshals extends to all areas within the City limits, upon all property owned, leased or rented by the City, and all places involving fresh pursuit and all places as provided by law.

The central function of the Marshal's Office is to provide law enforcement services for the Municipal Court. In exercising that responsibility, the office:

- * Is responsible for the service and execution of warrants, subpoenas, summonses, show cause orders, and all other legal processes issued by the Municipal Court;
- * Provides security services for the Municipal Court;
- * Conducts investigative work relative to locating individuals named in legal processes issued by the Municipal Court;
- * Transports and detains City prisoners enroute to and from Municipal Court and the lawful place of detention for such prisoners;
- * Enforces all parking ordinances of the City;
- * Cooperates with and, upon request, assists the Police Department and other law enforcement agencies both within and without the City;

- * Performs such other law enforcement services for the Municipal Court as the City Manager may direct.

The Marshal's Office consists of one Chief Marshal, six Marshals, four parking enforcement officers, one administrative clerk II, one secretary, and one clerk dispatcher, which totals 14 positions. This 1983 authority differs from that in 1982 by the addition of a clerk dispatcher and two Marshals and the deletion of a Senior Marshal.

The Marshal's Office 1983 approved budget totals \$282,996. Some \$239,944, or 85 percent of the budget, is for salaries; \$34,052, or 12 percent, is for operating expenses; and \$9,000, or 3 percent, is for capital outlays.

The Marshal's Office is located in the Municipal Court building at 107 North Nevada Avenue. Staff makes use of six vehicles which are obtained by lease through the General City Equipment Pool. Assigned vehicles include five sedans and one van; the latter is used for prisoner transport. Field communications is provided via six Colorado Springs Police Department handy talkies, which accommodate three police channels, and vehicle installed radios, which accommodate a channel shared with Traffic Engineering (signals) and Safety (barricades).

The Chief Marshal's duties are administrative in nature and although he is available to assist the Marshals in their regular field duties, he does not routinely do so. His duties are normally restricted to planning, organizing, and directing the activities of his staff. The Chief Marshal functions somewhat independently from the City Clerk to whom he reports.

The Marshal's Office hours are 8:00 a.m. to 5:00 p.m., Monday through Friday. All employees work these hours with the exception of one meter enforcement officer who works 8:00 a.m. to 5:00 p.m., Tuesday through Saturday.

III. Law Enforcement Authority of City Marshals

Definitions contained in Section 24-32-603(4) and 18-1-901(3)(1) C.R.S. 1973, as amended, provide that Marshals are peace officers. As peace officers they have full authority to enforce all federal, state, and city laws, to make arrests based upon probable cause, and to exercise deadly force in a matter permitted of police officers but not of private citizens. Colorado Springs City Marshals are the only city marshals in the state that have been interpreted by the Colorado Law Enforcement Training Academy (C.L.E.T.A.) as being town marshals, one of the several working classifications meeting the requirement of peace officer as defined in Section 24-32-603(4) C.R.S. 1973, as amended. Such interpretation thereby requires our city marshals the right to the same basic training required by C.L.E.T.A. as that initially provided to police officers.

While by state statute a Marshal may have the same law enforcement authority as that of a police officer, a municipality may elect to limit the authority and/or function of its Marshals. Section 4-6-103 of the City Code reflects such an attempt to limit the functional authority of Marshals employed by the City of Colorado Springs. This section establishes the responsibility of Marshals to that of providing law enforcement services for the Municipal Court. Section 4-6-102 of the City Code provides that all Marshals of the office shall exercise such law enforcement authority as provided to peace officers or special policemen by laws of the State of Colorado and shall have the authority to enforce such ordinances of the City as may be designated by the City Manager. By legal opinion of the City Attorney's Office, dated December 23, 1980, it was found that:

According to those persons involved in drafting of this provision, it was intended that marshals be precluded from engaging in a "police-type" law enforcement function unless specifically authorized and directed to engage in such activities by the City Manager. This section also provides that the City Manager may designate city ordinances to be enforced by the marshals but makes no mention of enforcement of federal or state law.

The legal opinion further comments:

It has never been a practice of the Marshal's Office to issue criminal citations for violations of federal law, state law, or municipal ordinances with the exception of parking violations.

It concludes:

The present ordinance, while somewhat vague, would preclude City Marshals from engaging in a non-Municipal Court related law enforcement function absent a specific request for assistance from another law enforcement agency.

Section 2-6-203 of the City Code provides the authority under which the City Manager may appoint persons in the employment of the City as a special policeman with such powers as may pertain to his particular department. Pursuant to such authority, the City Manager has appointed the current Chief Marshal and six Marshals as special policemen for the City of Colorado Springs. At the time of the study, the Chief Marshal and five Marshals were certified police officers of the State of Colorado. One Marshal was not so certified. A copy of the appointment, oath, and notice form used in the appointment of a special policeman for the City is found below.

Appointment, Oath and Notice

To the Mayor of the City of Colorado Springs:

I hereby recommend that you appoint _____
to the office of _____
of the City of Colorado Springs. The appointment is _____
Dated: _____

City Manager

The foregoing appointment is hereby approved. If the appointment is temporary it becomes permanent 90 days from this date unless withdrawn.
Dated: _____

Mayor

READ CAREFULLY

No employee shall resign, accept resignation or give notice to the City Manager or the head of the Department ten days' notice in writing. The official resignation to the City Manager may accept such resignation in writing before the expiration of the ten days. A violation of this ordinance may subject the offender to a penalty of not exceeding \$200.00 and forfeiture of salary due.

State of Colorado, _____
County of El Paso, _____

I, _____ do solemnly swear,
by the ever living God, that I will support the Constitution of the United States and of this State, and that I will faithfully perform the duties of _____ of the City of Colorado Springs, Colorado, so help me God.

Subscribed and sworn to before me this _____ day
of _____, 19____.

OS 436-76
Mayor

As both a peace officer and a special policeman, Marshals are authorized to carry weapons. The authority to carry such weapons, however, is limited to on-duty law enforcement activities only.

IV. Service of Legal Process

A majority of the Marshal's Office work load consists of the servicing of legal process. Documents served include warrants, complaints and summonses, and civil papers. For this purpose, the City is separated into four working geographical areas and a Marshal is assigned to each of these areas for the purpose of serving such documents, in which case the person to be served must be located and served personally.

In 1981, the Marshal's Office was asked to serve 8,280 documents. As reflected in Table IX-1, 5,131, or 62.0 percent of the total documents issued, were warrants; 138, or 1.6 percent, were complaints and summonses; and 3,011, or 36.4 percent, were civil papers. Also, of the total documents, 4,536, or 74.6 percent, were personally hand delivered by Marshals, police officers, or others. Some 1,548, or 25.4 percent, were hand delivered to the individual(s) coming into the Marshal's Office. The majority of walk-ins were a result of a letter program in which the defendant is instructed to appear at the Marshal's Office for the purpose of being served. This letter program is particularly successful with regard to warrants, with 42.2 percent of warrants served being by the individual responding to the letter. Some 6,084, or 73.5 percent of the documents assigned, were served by the Marshal's Office or with the assistance of other jurisdictions.

A. Warrants

A warrant is a writ issued by the court authorizing an officer to make an arrest, a seizure or a search, or to do other acts incidental to the administration of justice. Figure IX-1 presents a warrant form. Warrants may be issued by the Municipal, County, or District Court. A Municipal Court warrant is issued when a need arises to arrest a designated defendant for an alleged violation of a municipal ordinance violation. A conviction of a municipal ordinance violation can result in a fine and/or confinement up to 90 days. A County Court warrant is issued by a County Court judge in which case a defendant must be arrested for an alleged violation of a State misdemeanor statute. Conviction of a misdemeanor statute can result in a fine and/or confinement in a County Jail for a period up to two years. A District Court warrant is issued by a District Court judge in order to arrest a defendant for an alleged violation of a State felony statute. Conviction of a felony

TABLE IX-1

MARSHAL'S OFFICE

	Hand Delivered- Field	Hand Delivered- Office	Total Delivered	Percent Delivered	Not Delivered	Total Issued
I. Warrants						
- Traffic	837	960	1,797	NA	NA	NA
- Bench	1,032	321	1,353	NA	NA	NA
- Dog	181	219	400	NA	N7.	NA
- Execution	2	-	2	NA	NA	NA
Total	<u>2,052</u>	<u>1,500</u>	<u>3,552</u>	<u>69.2</u>	<u>1,579</u>	<u>5,131</u>
Percent Delivered	57.8	42.2				
II. Complaints & Summonses						
- Delinquent Liquor & Tax Payments	114	-	114	82.6	24	138
III. Civil						
- Violations Bureau						
Bad Checks	76	2	78	63.4	45	123
- Show Cause Orders	122	30	152	60.1	101	253
- Subpoenas	1,838	14	1,852	80.6	447	2,299
- Miscellaneous	334	2	336	100.0	-	336
Total	<u>2,370</u>	<u>48</u>	<u>2,418</u>	<u>80.3</u>	<u>593</u>	<u>3,011</u>
Total Documents Issued	<u>4,536</u>	<u>1,548</u>	<u>6,084</u>	<u>73.5</u>	<u>2,196</u>	<u>8,280</u>
Percent	74.6	25.4				

NOTE: NA-not available

IX-12

FIGURE IX-1

IN THE MUNICIPAL COURT OF THE CITY OF
COLORADO SPRINGS AND STATE OF COLORADO

CITY OF COLORADO SPRINGS, Plaintiff
vs. Defendant.

WARRANT

09243

People of the City of Colorado Springs, to any Marshal of the City of Colorado Springs, any Police Officer of the City of Colorado Springs, any Sheriff of any County or City of the State of Colorado, or any Official authorized by law to execute this warrant **Greetings** whereas, the above named defendant has been charged with violating the following sections of the ordinances of the City of Colorado Springs.

and the above named defendant failed to appear before the Municipal Court of the City of Colorado Springs, Colorado on the _____ day of _____, 19____ as required by law.

NOW, THEREFORE, You are hereby commanded to arrest the above named defendant and keep defendant custody until trial unless lawfully released on bond.

Judge of the Municipal Court

Bond Amount \$ _____ Date of Issuance _____
Payable _____ Court _____

White copy - Court Green copy - Marshal Yellow copy - Defendant Pink copy - Police Dept. Gold copy - Probation Dept

Warrant No. _____
AA/CHJ _____
Case No. _____
Tkt. No. _____
Bond Amt. _____

WARRANT

City of Colorado Springs, Colorado

vs.

Name _____
Last First Initial
Sex _____ Race _____
Date of Birth _____
SS No _____
Home Address _____
City _____ State _____
Telephone No -Home _____
Business Address _____
City _____ State _____
Telephone No -Business _____
Lic Plate _____ Lic Plate
Number _____ State of Issue _____
Lic Year _____ Lic Type _____
Vehicle Year _____ Vehicle Make _____
Vehicle Model _____ Vehicle Color _____

Warrant Received by _____ Date _____

Warrant Served on Defendant on _____ Date _____

by Officer _____
Defendant (circle one or more)
Paid Jailed Bonded

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statute offense can result in a fine and/or confinement in a penitentiary or death.

The Marshal's Office is responsible for the servicing of Municipal Court warrants only. When a warrant is received by the Marshal's Office, a letter to the defendant is normally generated (discussed later in greater detail). Should the defendant fail to respond to the letter, the clerk, using the Police Department geocoding system, places the active warrants in a file cabinet by coded area. When an appropriate number of warrants accumulate, the Marshal assigned that particular geographical area is detailed to serve the warrants.

Warrant procedures of the Marshal's Office call for the Marshal, when the individual is arrested on a warrant at his home, place of work, or in any other place, to accept the fine amount plus service fee, or if he enters a plea of not guilty, to accept a cash bond receipt for the appropriate amount plus service fee and to assign a date for appearance in court. If the individual cannot pay the fine amount plus fee or post bond and pay the warrant service fee, he must then be transported to the County Jail where he can attempt to arrange for the posting of the bond. In accepting payment, cash or a personal check, not greater than the amount due, may be accepted provided that the check is drawn on any bank within El Paso County.

On occasion, problem warrants are served, in which case two Marshals shall be utilized and the Police Department dispatcher notified. In any instance when a person is arrested on a warrant, the Police Department dispatcher is notified of the situation, the name of the person arrested, and the method and itinerary for transport.

Municipal warrants are categorized generally into four groups: traffic, dog, bench, and execution warrants. Traffic warrants are issued to defendants who fail to appear at the Violations Bureau within seven days from the date of violation for the purpose of paying fines or to make arrangements to address the court on the issue. A dog warrant is issued to defendants who fail to appear at the Violations Bureau within seven days after receiving a summons for a dog violation. Bench warrants are issued to defendants who were required to appear in court and failed to do so. An execution warrant

is a judicial writ empowering an officer to carry out a judgment on an individual who has appeared previously in court. A traffic and dog warrant is issued by the Violations Bureau with the other two types of warrants being issued by the court. With regard to execution warrants, the defendant must either pay or go to jail. There is no cash bond or appearance bond as may be set with a traffic, dog, or bench warrant.

As reflected in the previously discussed Table IX-1, 5,131 warrants were assigned to the Marshal's Office for serving in 1981. Of this number, 3,552, or 69.2 percent, were served. Some 2,052, or 57.8 percent, were served in the field while 1,500, or 42.2 percent, were delivered to the individual upon his appearance at the Marshal's Office.

Approximately 20 percent of the warrants serviced in the field are served by the Colorado Springs Police Department. These warrants are normally served through traffic and citizen contacts, not by a planned or concerted effort.

The Colorado Springs Police Department has a Fugitive Detail which actively pursues the serving of felony warrants. This Detail has not pursued Municipal Court warrants. The Police Department has two different programs which assist in the servicing of Municipal Court warrants. First, a daily hot sheet with current defendant names, addresses, and physical descriptions are distributed to all patrol and traffic officers. Defendant names remain on the hot sheet for a seven-day period and then are removed. Second, the Police Department provides Marshals space for name, picture, and physical descriptions and warrant details in the Fugitive Detail's Warrant Information Newsletter, a weekly publication.

The Marshal's Office warrant letter program is a successful mechanism through which warrants are served. Figure IX-2 depicts the letter format used in this instance. Whereas 42.2 percent of the warrants served in 1981 were via this letter program, 53 percent of the 1,602 warrants served in the period of January through June 1982 were via the letter program.

FIGURE IX-2

Colorado Springs Marshal's Division



Date: _____
Ref: _____

Dear

On _____, you were issued Summons and Complaint Number _____, alleging a violation of the Colorado Springs Municipal Code and directing you to appear in the Violations Bureau of the Colorado Springs Municipal Court within seven working days of that date to answer the allegation. Court records indicate that you failed to appear as directed and, therefore, a Warrant has been issued for your arrest.

Despite your failure to appear, it is still possible for you to take care of this matter without being physically arrested, provided you act immediately. If you wish to plead guilty and resolve this matter without further proceedings, you must sign the enclosed form and return it, either personally or by mail, to the Colorado Springs Marshal's Office, City Hall, P.O. Box 1575, Kiowa and Nevada Streets, Colorado Springs, CO 80901. Office hours are 9:00 A.M. to 5:00 P.M., Monday through Friday. (Do not report to the Police Department). No checks can be accepted. If you send a check it will be returned to you and the Warrant will be activated immediately. Bring cash or a money order in the amount of _____ (\$ _____), which includes

107 N Nevada Ave • Colorado Springs, Colorado 80903 • (303) 578-6955

Page 2

Warrant costs. If you wish to plead not guilty and have the case set for trial, it will be necessary to personally appear in the Marshal's Office between the hours indicated, post the above amount as a cash bond, and be given a date at which you will appear in the Municipal Court, formally enter your plea, and receive your trial date.

Whichever of the above options you elect, you must act quickly. Unless my office has heard from you not later than _____ the Warrant will be considered active, will be entered into the computer, and you may be subject to additional warrant costs further, at any time thereafter, you will be subject to arrest by either a Police Officer or City Marshal.

Sincerely,

COLORADO SPRINGS MARSHAL'S DIVISION
107 NORTH NEVADA AVENUE
COLORADO SPRINGS, COLORADO 80903

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Chapter 4, Article 3, Section 103, of the City Code provides that:

Cost, an amount not to exceed \$50, may be assessed by a municipal judge against any defendant who, after trial, is found guilty of a violation of the City Code.

It further provides that additional assessments may be made by a municipal judge against any defendant against whom a warrant was issued, but shall not exceed the expense incurred in connection with the execution and service of such warrant. Pursuant to this authority, the Marshal's Office instituted a \$10 fee to be paid whenever a defendant fails to respond in a timely manner to the citation and a follow-up letter must be sent. A \$20 fee is charged in those instances when a Marshal must personally serve the warrant. This fee is required whether the defendant is found guilty or not guilty.

B. Summons and Complaint

The Marshal's Office has a responsibility for serving summonses and complaints originated by either the Sales Tax Office or the City Liquor Enforcement Officer, which positions are served by the City Clerk. A summons and complaint is a document summoning an individual into court on an alleged violation of a municipal ordinance, State misdemeanor statute, or traffic law. Figure IX-3 depicts the form of a summons and complaint.

FIGURE IX-3

SUMMONS AND COMPLAINT

STATE OF COLORADO
COUNTY OF EL PASO
CITY OF COLORADO SPRINGS SS

SUMMONS AND COMPLAINT
Colorado Springs Police Department

NON-TRAFFIC
TRAFFIC
MINOR OPERATOR
JUVENILE

238633

By and on behalf of
THE PEOPLE OF THE STATE OF COLORADO VS. _____ DEFENDANT

Residence Address _____ FIRST _____ City _____ MO _____ State _____ LAST _____
Address _____ Phone _____

Employed by _____ Address _____ Phone _____

DOB _____ POB _____ Race _____ Sex _____ HI _____ WI _____ Hair _____ Eyes _____

SSN _____ Drivers Lic No _____ State _____

Veh Lic No _____ State _____ Lty _____ Veh Year _____ Make _____ Model _____ Style _____ Color _____

YOU ARE HEREBY DIRECTED TO APPEAR AS INDICATED

El Paso County Court located at 20 E Vermijo St., Colorado Springs, Colorado on the _____ day of _____ 19 _____ at _____ M

Colorado Springs Municipal Court located at 212 E Kiowa St., Colorado Springs, Colorado on the _____ day of _____ 19 _____ at _____ M

Municipal Violations Bureau located at 212 E Kiowa St., Colorado Springs, Colorado within 7 days after receipt of this Summons & Complaint

TO ANSWER CHARGES OF VIOLATION OF 1973 CRS as amended The code of the City of Colorado Springs, 1980 as amended

SECTION	TITLE	DESCRIPTION OF OFFENSE	PTS	C/S

OCCURRING ON THE _____ DAY OF _____ 19 _____ AT _____ M AT _____ AREA

Located within the City of Colorado Springs, County of El Paso, State of Colorado. I HEREBY ACKNOWLEDGE THE RECEIPT OF A COPY OF THIS SUMMONS AND COMPLAINT AND PROMISE TO APPEAR AT THE TIME AND PLACE INDICATED ABOVE.

DEFENDANT _____ failure to appear will result in a warrant being issued for your arrest

PLACE OF ARREST _____ On _____ 19 _____ M

The undersigned states that he has reasonable ground for believing that the aforementioned offense or offenses were or were committed in fact, and was or were committed by the Defendant against the peace and dignity of the People of the State of Colorado, County of El Paso, City of Colorado Springs

CIVILIAN COMPLAINANT _____

OFFICER COMPLAINANT _____

ACC/OFF No _____ | PD | | PI | Companion No _____ Booking No _____ CBPO/AA No _____

COURT

A summons and complaint can be entered by one citizen against another, by a peace officer, or by a special policeman who has been granted commensurate authority. The summons and complaint can be served to an individual only by a peace officer or by a person appointed to enforce such laws. With regard to sales and use tax violations, summonses and complaints are signed by the sales tax investigator and are notarized. Further, these documents are signed by the clerk of the Municipal Court, their deputies, or by a Municipal Court judge.

As reflected in the previously discussed Table IX-1, only 138 complaints and summonses for delinquent liquor and tax payments were assigned to the Marshal's Office in 1981. Of this amount, 114, or 82.6 percent, were served.

C. Civil Papers

This category of documents includes subpoenas, show cause orders, bad-check follow-up, and miscellaneous papers. As reflected in Table IX-1, 3,011 such documents were assigned to the Marshal's Office for serving in 1981. Of this amount, 2,418, or 82.2 percent, were served, and 2,370, or 98 percent, were served in the field.

A subpoena is a writ commanding a person to appear in court for testifying as a witness, under a penalty for failure to do so. A copy of the front and back sides of a subpoena is presented in Figure IX-4. They are generated by the City Attorney's Office and by defendants requesting the appearance of another person(s) for a pending court case. The Marshal's Office has established subpoenas as the highest priority document for serving.

Rule 217 of the Municipal Court Rules of Procedure calls for:

A subpoena may be served by any peace officer or any other person who is not a party and who is not less than 18 years of age. Service of a subpoena shall be made by delivering a copy thereof to the person ordered to appear.

This rule further provides that:

Failure by any person without adequate excuse to obey a subpoena served upon him may be deemed in contempt of court from which the subpoena was issued.

FIGURE IX-4

(front side)

STATE OF COLORADO,
County of El Paso }
City of Colorado Springs } ss.

MUNICIPAL COURT
City of Colorado Springs
State of Colorado
vs.

THE PEOPLE OF THE STATE OF COLORADO,

To _____

You are Hereby Comanded to appear before me, at the Municipal Court in the City Hall, Kiowa & Nevada, Colorado Springs, Colorado, on the _____ day of _____ A. D. 19____, at _____ o'clock _____ M., then and there to testify the truth in a matter wherein The City of Colorado Springs is Plaintiff, and _____

Defendant _____, and this you are not to omit, under penalty of the law.

Given under my hand and seal this _____ day of _____ A. D. 19____

Wm. S. Weston
Municipal Judge.

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(back side)

SUBPOENA

MUNICIPAL COURT
CITY OF COLORADO SPRINGS

THE PEOPLE OF
THE CITY OF COLORADO SPRINGS
and
THE STATE OF COLORADO
versus

Served _____, 19____
By Personally Delivering to

Name _____

Address _____

Bailiff or Officer

One could conclude that the only way to ensure that persons served with subpoenas adequately obey the notice is if the subpoena is served personally. Only in that instance would a witness exist to testify of the failure of the person served to obey the subpoena. Actual practice, however, reflects that the City Attorney's Office provides for most subpoenas being delivered by mail. Only a small percent is assigned to the Marshal's Office to be served. This mail-out policy has been in effect for some time and is followed because it is substantially less costly than personal delivery. The only subpoenas that are currently hand delivered are those involving complaining witnesses, except for shoplifting cases and cases initiated from the Detoxification Center.

A show cause order is issued for an individual who fails to comply with the order of the court. A copy of one of the show cause orders used is presented in Figure IX-5. It is prepared by the City Attorney's Office, Probation Office, or court, and signed by the judge who issued the order. It directs the named person to appear in court to show why he/she should not be held in contempt of court for failure to comply with the court's written instructions.

In 1981, 253 show cause orders were assigned to the Marshal's Office to be served. Of this amount, 152, or 60.1 percent, were served, the majority of which were by hand delivery.

Bad checks are received by the Violations Bureau and the City Clerk-Treasurer's Office. Normally, clerical personnel attempt to contact the individual who wrote the check to gain restitution. A number of these checks are assigned to be worked by the City Marshal's Office. In 1981, 123 bad checks were assigned to the Marshal's Office with 78, or 63.4 percent, being successfully followed up on.

FIGURE IX-5

SHOW CAUSE ORDER

MUNICIPAL COURT, COLORADO SPRINGS, EL PASO COUNTY, STATE OF COLORADO

Case No. _____ Summons & Complaint No. _____

ORDER TO SHOW CAUSE

PEOPLE OF THE CITY OF COLORADO SPRINGS, Plaintiff,

vs.

Defendant.

TO: _____

It appearing to this Court that you have failed to comply with the terms and conditions of your DEFERRED PROSECUTION/SENTENCING, to wit:

_____ which was granted on the _____ day of _____, 19 _____,

YOU ARE HEREBY ORDERED to appear before me in Division _____ of the Municipal Court in the City Hall, Kiowa Street and Nevada Avenue

on the _____ day of _____, A.D. 19 _____; at _____

o'clock _____ M, then and there to SHOW CAUSE why your previously deferred prosecution/sentencing should not be entered against you.

Given under my hand and seal this _____ day of _____,

A.D. 19 _____.

Municipal Judge

Served _____, 19 _____, by personally delivering to:

Name _____

Address _____

Marshal or Officer

V. Prisoner Transportation/Courtroom Security/Handling of Cash Receipts

A. Prisoner Transportation

Not only is the Marshal's Office responsible for transporting persons to County Jail, but also for the movement of prisoners arrested for violation of municipal laws from the County Jail to the municipal courtrooms and their return. A Marshal will travel to the County Jail, using the Marshal's Office van, and deliver prisoners to the Municipal Court. Prisoner transportation is accomplished by one Marshal, with the exception of those instances when four or more prisoners are to be transported. In this instance, two Marshals are assigned such duty. A review of the 1981 and 1982 prisoner transportation records revealed that an average of three prisoners are transported daily Monday through Friday; however, the number of prisoners transported is highest on Monday mornings when as many as ten prisoners can be transported from the County Jail to Municipal Court.

On January 1, 1983, a policy became effective which permits the El Paso County Jail and the Marshal's Office to issue personal recognizance bonds to individuals whose bond on a Municipal Court warrant is \$100 or less. This policy is effective only after the individual has attempted and exhausted all means to raise bond money. Currently, there are 166 municipal ordinances with set bond amounts. Of these ordinances, only 29 are not payable without a required court appearance.

B. Courtroom Security

The Marshal's Office always has at least one Marshal available to respond to the courtrooms or Violations Bureau in case of problems. In addition, the Marshal or Marshals transporting the prisoners are required to remain with same until their return to the County Jail. Further, police officers who are either spectators or witnesses retain their guns in their holsters while in the courtroom. They may keep them on their person while testifying unless there is an objection from the defendant or defense counsel, in which case the court will make a ruling.

C. Handling of Cash Receipts

Marshals handle cash with regard to (1) servicing warrants, (2) following up on bad checks, (3) collecting bond fee monies at County Jail, (4) receipt of cash at the counter, and (5) transporting receipts to and from the Violations Bureau to the City Clerk's Office on a daily basis. As previously discussed, when a warrant has been served, the defendant can pay the warrant service fee and the ticket amount or bond amount and fee or go to jail. Thus, funds/receipts are accepted in the field. If he does not have sufficient funds to pay the violation and fee or bond amount and fee, he will be transported to jail and be given the opportunity to post bond. Money is picked up by the Marshal's Office at the County Jail in the form of cash receipts and cash bonds. All these monies, plus monies received at the Marshal's Office counter, are transported to the Violations Bureau and from there to the City Clerk's Office. The Marshal's Office does not handle monies paid into parking meters, nor do they collect or handle monies from parking fines. Parking meter funds are picked up by Traffic Engineering and parking meter fines paid on time are paid to the Violations Bureau.

VI. Parking Enforcement

A. Overview

Chapter 4, Article 6, Section 103(e), provides the authority by which the Marshal's Office enforces all parking ordinances of the City. This responsibility was transferred from the Colorado Springs Police Department to the Marshal's Office in mid-1979. Parking enforcement occurs during normal business hours Monday through Saturday.

B. On-Street Parking Program

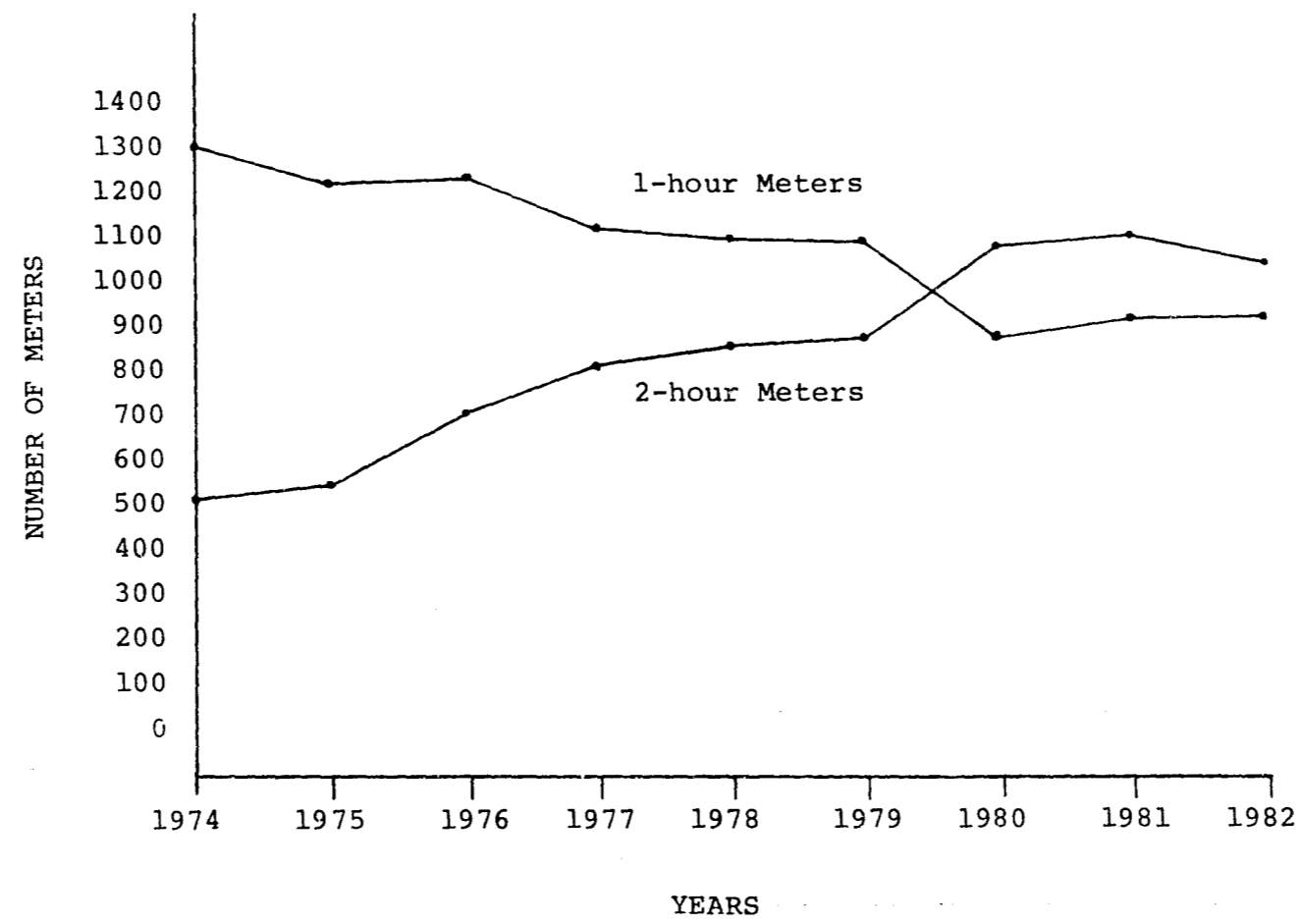
There are 2,204 parking meters installed in the City of Colorado Springs. The type parking meter used by the City for regulating parking is a mechanical time-measuring device. Table IX-2 identifies the different classes of parking meters installed. Currently, there are 93 meters restricting parking to one hour or less, 925 one-hour restricted parking meters, 1,052 two-hour restricted parking meters, and 82 parking meters with restriction in excess of two hours. This table also reflects the historical trends of installed meters between 1974 and 1982. Note that there is very little change in the total number of parking meters installed over that period. The composition of meters installed over that period of time, however, has changed considerably. There has been a definite trend from one-hour to two-hour restricted meters, as demonstrated in Figure IX-6.

TABLE IX-2
NUMBER OF PARKING METERS
BY CLASS

Years	Class of Meter				Total
	Less Than 1 Hour	1 Hour	2 Hours	More Than 2 Hours	
1974	108	1,313	512	183	2,116
1975	99	1,226	542	221	2,088
1976	94	1,239	706	113	2,152
1977	96	1,132	816	85	2,129
1978	94	1,104	863	81	2,142
1979	92	1,101	884	82	2,159
1980	83	889	1,091	82	2,144
1981	87	921	1,109	82	2,199
1982	93	925	1,052	82	2,204

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FIGURE IX-6
NUMBER OF ONE- AND TWO-HOUR
METERS INSTALLED IN COLORADO SPRINGS
1974-1982
(See Table IX-2)



Figures IX-7 and IX-8 depict the locations of parking meters in the City of Colorado Springs by time limitation. As reflected in these figures, the majority of the meters are in the downtown area with a small number of meters located in the vicinity of Colorado Avenue between 24th and 27th Streets. In the downtown area, meters extend from Cache La Poudre Street to the north to Moreno Avenue to the south and from Sierre Madre Street to the west to Corona Street to the east. The majority of meters with less than one-hour restrictions are in front of or adjacent to public buildings. The more central downtown area is served with one-hour restricted parking with outlying areas restricted by first two-hour and then four-hour parking.

The areas in which parking meters are installed has been separated into four parking enforcement districts, as reflected in Figure IX-9. A parking enforcement officer is assigned to each of these areas to enforce parking regulations. Districts 1, 2, and 3 serve the immediate downtown area. District 4 handles the periphery of the downtown area as well as the westside of Colorado Springs. Parking regulations enforced are those dealing with parking meters, alley parking, handicapped parking, specified parking areas, and various illegal parking methods. Responsibility for enforcing parking laws is city-wide.

According to Chapter 22, Article 1, Section 309, of the City Code, it is the duty of the traffic Engineer to determine the installation and proper timing and maintenance of official traffic control devices. This includes the installation of parking meters, designating parking meter spaces and establishing time limitations and rates; therefore, such determinations are by engineering and traffic investigations and analysis. Chapter 22, Article 15, addresses the installation and design of parking meters, the selection of parking meter spaces, the depositing of coins or tokens and time limits, the tampering with meters, permits for extended use of parking meters, and the collection of monies.

Parking meters are installed when the Traffic Engineer determines that adequate off-street parking is not available to accommodate trade traffic in a commercial area. Changes in location and time limitations normally are originated by requests received from the business community. When a request is received for the change of the time limitation on a meter(s), a survey is con-

FIGURE IX-7
 TIME ZONES AND
 PARKING METER LOCATIONS

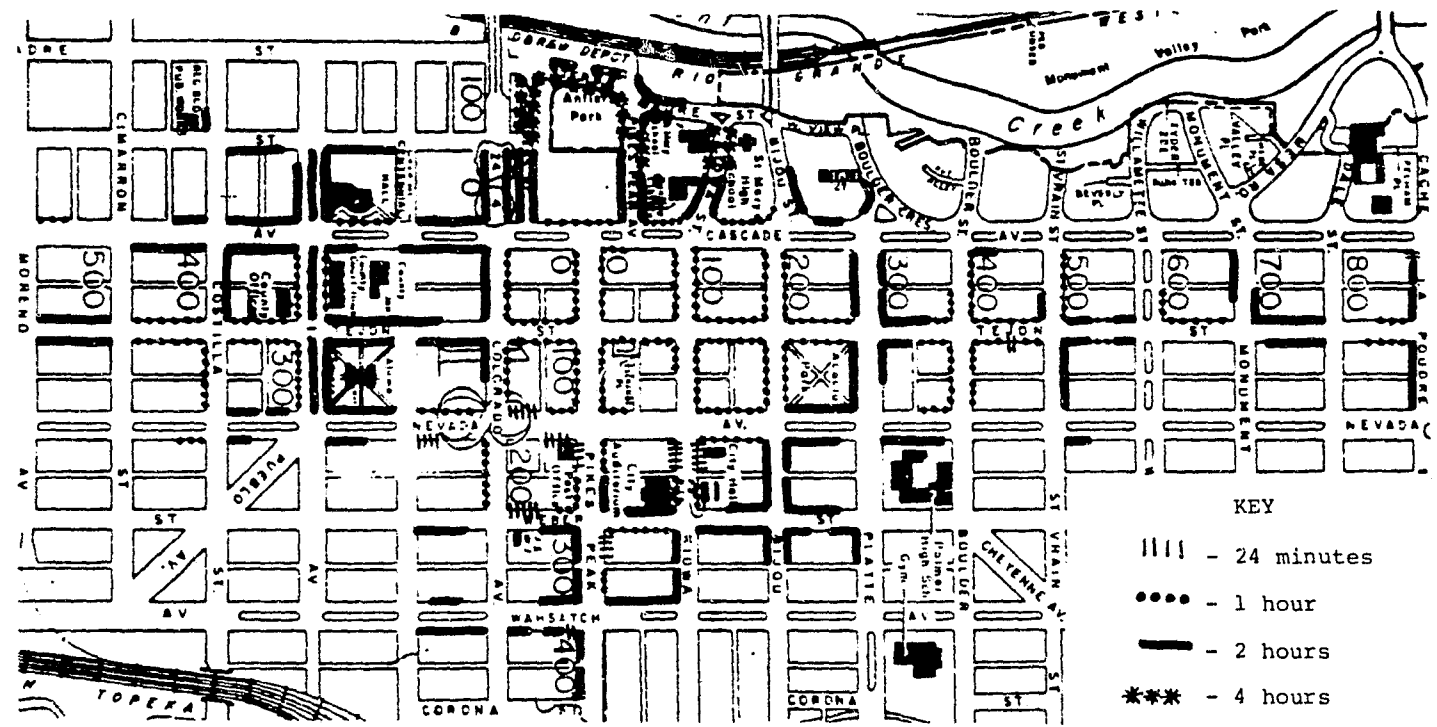
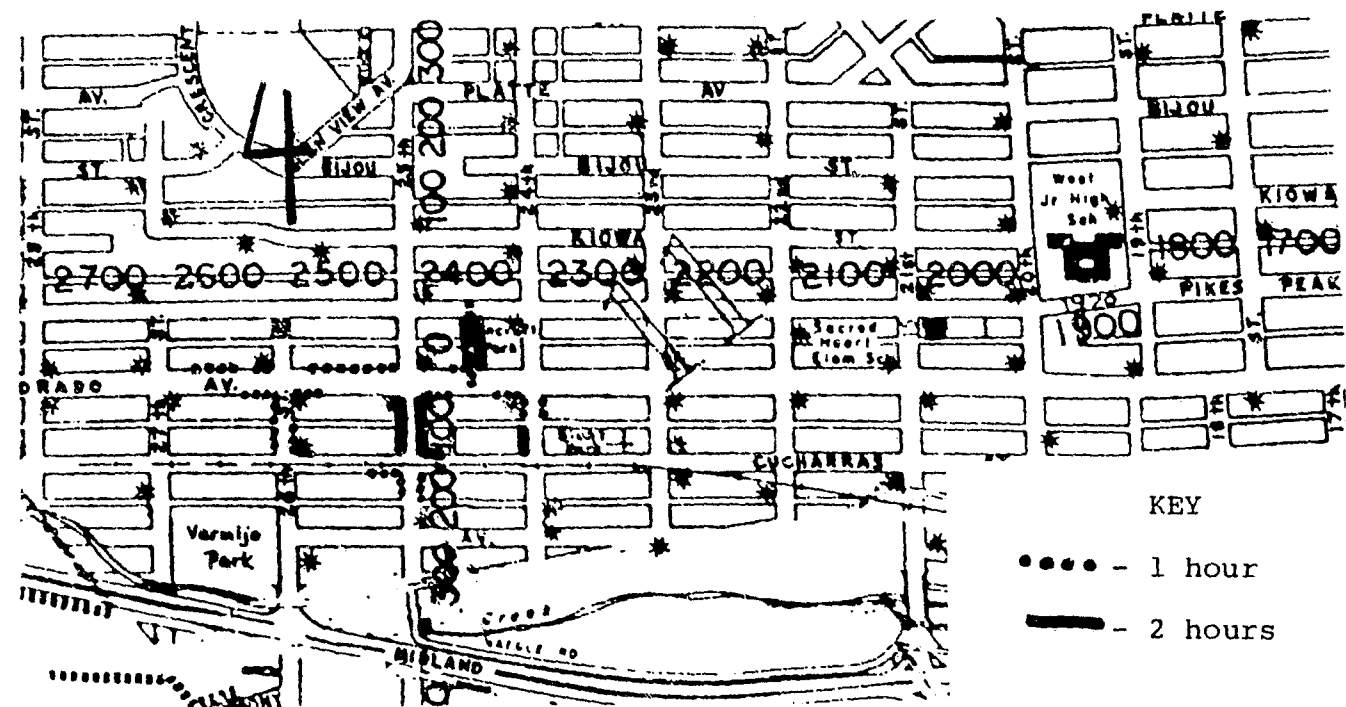


FIGURE IX-8

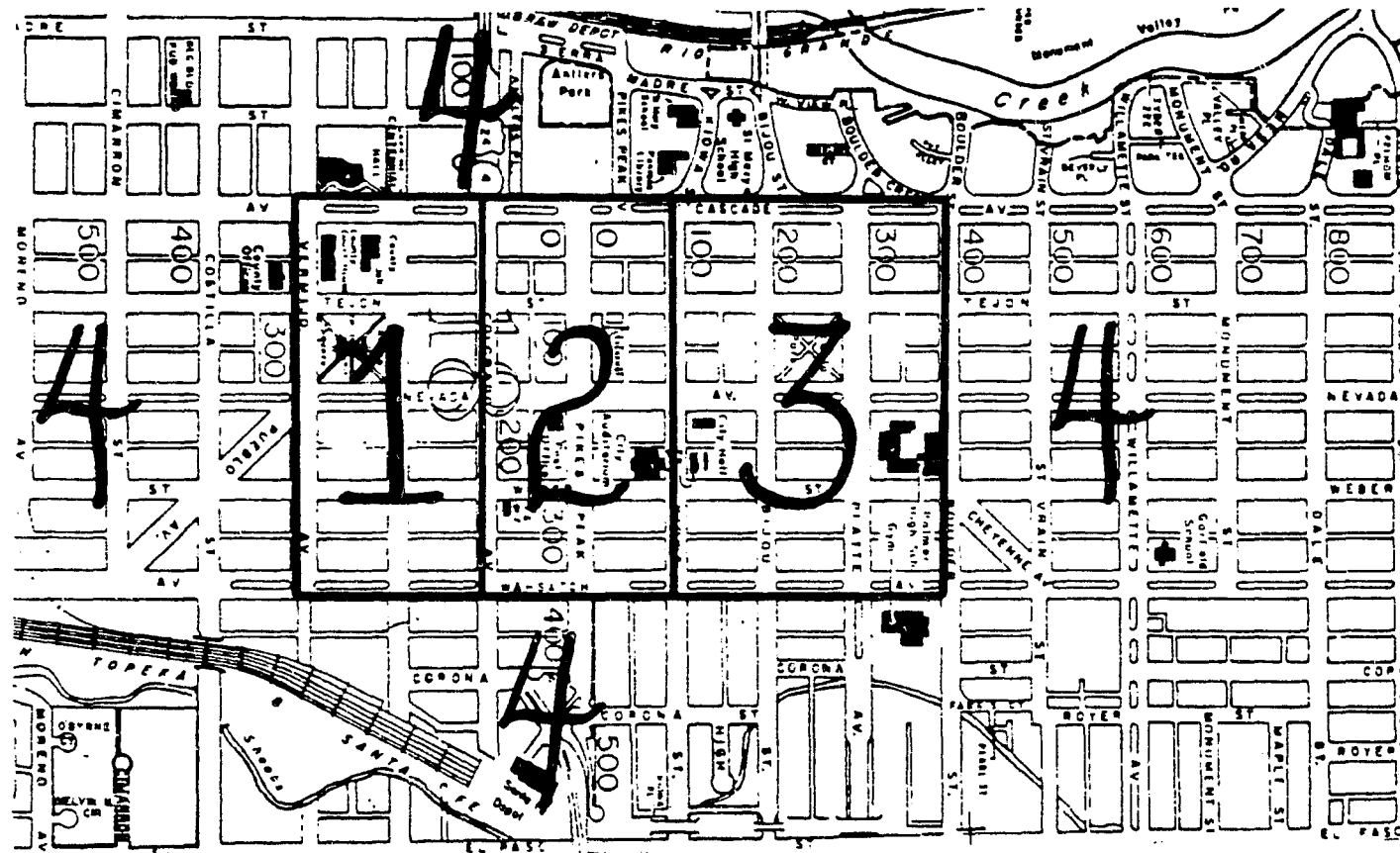
TIME ZONES AND
PARKING METER LOCATIONS



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FIGURE IX-9

PARKING ENFORCEMENT DISTRICTS



ducted. The survey will include all businesses in the entire block in order to determine the viewpoint of all regarding the proposed change.

Minimal parking enforcement results in overtime parking, which typically can result in a shortage of available parking space. Insufficient parking can result in illegal parking such as alley parking and parking in areas designated for other use.

Regarding meter maintenance complaints, traffic engineer meter maintenance personnel visit the City's Violations Bureau twice a day to pick up complaints made by citizens regarding the function of meters. Information obtained from the Traffic Engineer's Office indicates that meters for which complaints are received are checked within one working day and repaired as necessary.

C. Revenues, Fees, and Fines

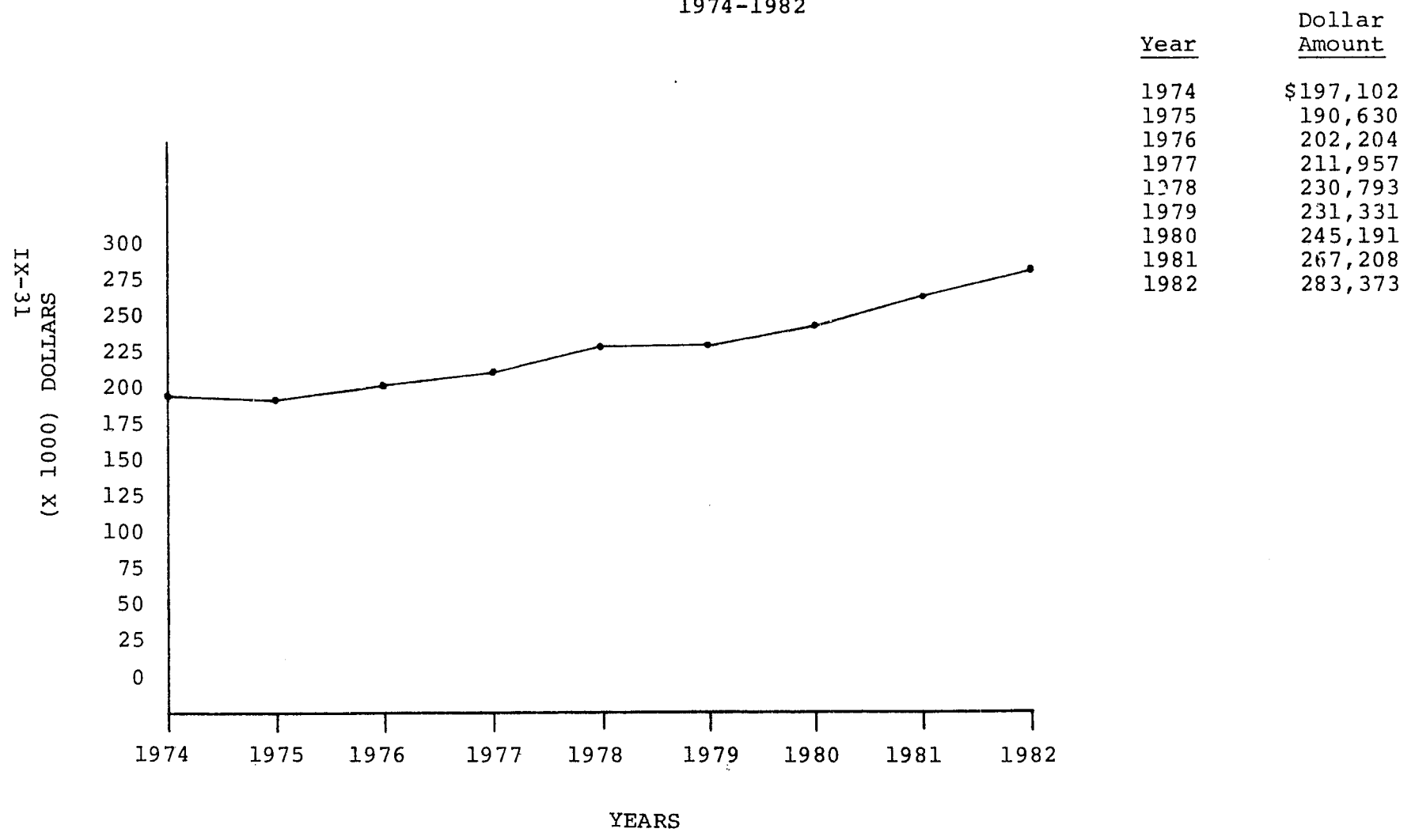
Monies collected through parking meters are deposited in the Parking Meter Fund. Such monies are used to purchase, lease, or otherwise acquire and install as many parking meters as may be necessary and to acquire off-street parking facilities for the purpose of promoting and advancing the proper and safe use of City streets by automobiles, motor vehicles, and pedestrians.

Figure IX-10 depicts the amount of revenue derived from monies deposited in parking meters between 1974 and 1982. As previously indicated, the meters installed in the City of Colorado Springs have not changed appreciably in recent years and, therefore, only a slight revenue increase was experienced between 1975 and 1981. An increase in the parking fee is the cause of the revenue jump in 1982, which totaled \$283,323. The amounts shown in this figure also include revenues derived from meter hood permits from 1967 forward.

Fines paid for parking meter violations are not deposited in the Parking Meter Fund; instead, they are deposited in the General Fund, except fines collected from Airport parking violations are sent to the Airport Enterprise Fund. The more common fines range from \$2 to \$10 (see Table IX-3).

FIGURE IX-10

REVENUE FROM PARKING METERS
(INCLUDING METER HOODS)
1974-1982



<u>Year</u>	<u>Dollar Amount</u>
1974	\$197,102
1975	190,630
1976	202,204
1977	211,957
1978	230,793
1979	231,331
1980	245,191
1981	267,208
1982	283,373

TABLE IX-3

CURRENT PARKING METER LAWS
WHICH ARE MORE FREQUENTLY VIOLATED AND FINES

Code	Description	Fine
22-15-104(C)	Meter Violation	\$ 2.00
22-15-104(D)	Overtime Parking	5.00
22-15-103(B)	Not Parking Within Meter Spaces	5.00
22-11-105	Alley Parking	10.00
22-14-106	Standing In Restricted Parking Zone	10.00
22-12-101	Parking in Specified Places	10.00

Figure IX-11 presents the amount of parking fine revenue that has been derived from the City's parking enforcement program for 1974 through 1982. The number of parking citations issued has increased over this period only slightly. This accounts for the slight increase in revenue derived from parking meter fines, with the exception of 1982 at which time the level of parking meter fines was increased.

According to Colorado Springs Police Department annual reports, the number of parking meter citations issued in 1970, 1971, 1972, and 1973 totaled 65,089, 66,307, 37,804, and 52,210, respectively. Figure IX-12 presents the face side of a parking meter citation.

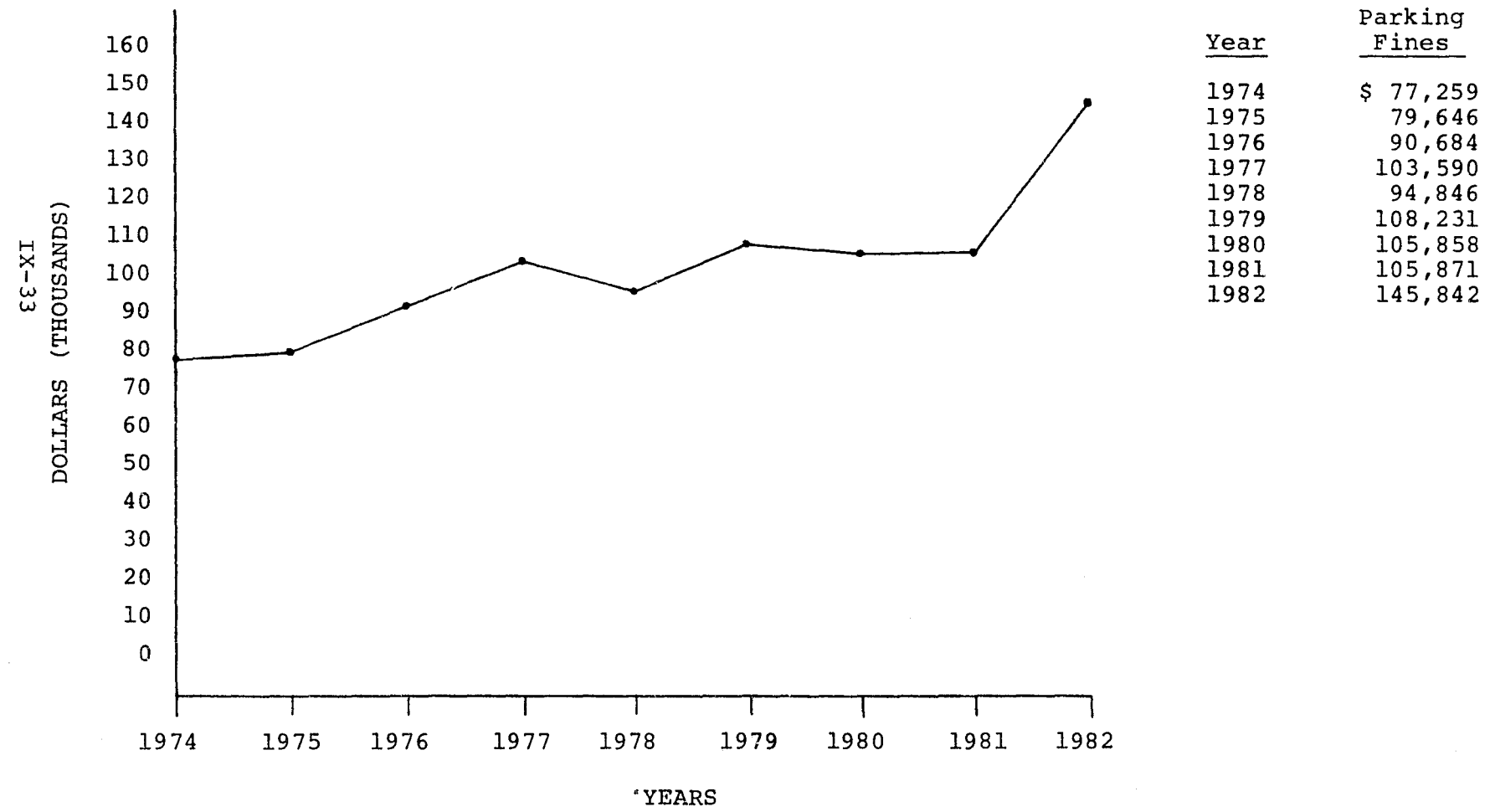
FIGURE IX-12

PARKING METER CITATION

PLATE TYPE	LICENSE NUMBER (TOP TO BOTTOM, LEFT TO RIGHT)	YEAR	STATE	MAKE	MODEL	STYLE	CITATION NO.
							M 071029
CODE	DATE OF VIOLATION	TIME OF VIOLATION	A.M.	METER NUMBER	NUMBER		
22-15-104(C)	NOV 14 1982	11:00					
PLACE OF VIOLATION							
DEPARTMENT							
ADDRESS							
CHARGE							
DESCRIPTION OF VIOLATION							
PENALTY ASSESSMENT NOTICE is the Municipal Court of the City of Colorado Springs, County of El Paso and State of Colorado							
THE PENALTY ASSESSMENT FOR EACH VIOLATION IS AS LISTED IN THE VIOLATION TABLE, MUNICIPAL COURT, CO. AND, REPUBLIC AND COURT STREET, P.O. BOX 1378, COLORADO SPRINGS, COLORADO 80901, 9:00 A.M. TO 5:00 P.M. (MONDAY THROUGH FRIDAY)							
WITHIN 72 HOURS							
PAYMENT OF THE PENALTY ASSESSMENT constitutes an acknowledgment of guilt of the offense(s) listed on the notice. If the driver or operator does not acknowledge guilt by payment to their regular insurer at the Violation Bureau within 72 hours of the date of receipt of notice or the receipt of the assessment of the Court of the City of Colorado Springs, \$95.00 in overtime FINE will be assessed within 72 hours and result in an ADDITIONAL CHARGE of \$100.00 FAILURE TO PAY THE TOTAL amount due or to appear at court in the amount of \$100.00 in overtime and Compliance to the registered owner of the vehicle cited and their own insurer at completion of hearing of the vehicle assessment							
VIOLATOR							
CODE	DESCRIPTION OF VIOLATION	FINE	CODE	DESCRIPTION OF VIOLATION	FINE	CODE	DESCRIPTION OF VIOLATION
22-15-104(C)	METER VIOLATION	\$1.00	22-14-106	STANDING IN RESTRICTED PARKING ZONE	\$10.00		
22-15-104(D)	OVERTIME PARKING	\$2.00					
22-15-103(B)	NOT PARKING WITHIN METER SPACES	\$5.00					
22-11-105	ALLEY PARKING	\$10.00					
OTHER VIOLATIONS DESCRIBE							

FIGURE IX-11

REVENUE FROM PARKING METER FINES
1974-1982



Statistics are not readily available for 1974 through 1978. The number of citations written for 1979, 1980, 1981, and 1982 totaled 52,816, 66,110, 67,904, and 59,290, respectively. Although variations exist from year to year, the statistics basically reveal that the number of parking meter citations issued in recent years has neither increased nor decreased substantially over time. Each parking enforcement officer produces approximately 15,400 parking citations per year, or about 65 per workday.

D. Boot Program

The Marshal's Office makes use of a Boot Program for those who either refuse or forget to pay their parking meter fines. A boot is a device which immobilizes a vehicle when applied to its wheel. The Boot List is prepared utilizing the license number of the vehicle for which there are several unpaid parking meter fines. This list is used by the four parking enforcement officers as a follow-up device for enforcing the payment of such fines. The boot device is applied by the parking enforcement officer whenever he comes in contact with a vehicle on the Boot List.

According to the Marshal's Office, an average of 13 immobilization boot orders are effected each month. At the time this study was being conducted, there were 1,040 vehicles on the immobilization Boot List.

E. Excusing of Parking Tickets

Chapter 4, Article 5, Section 105, of the City Code provides the legal basis for excusing parking citations. It provides that vehicles for which parking citations were written may be excused by the referee upon the recommendation of the City Manager or the Chief of Police. The types of vehicles for which parking citations may be excused include:

1. Government vehicles when used on official business.
2. Law enforcement vehicles.
3. Privately owned vehicles:
 - a. If on official City business, on approval of the immediate supervisor of the cited employee;

- b. Press, if parked within two blocks of City or County buildings and covering City government-related activities, on approval of the Public Affairs Administrator;
- c. Jurors, actual court attendance on first jury day for all local courts, on approval of the Jury Commissioner or judge of the respective court;
- d. Defendants and witnesses attending Municipal Court on approval of the Clerk of the Court or a municipal judge.

During the period in which the study of the Marshal's Office was conducted, it was noted that this policy is not complied with in all instances.

To determine the extent and nature of the problem, a two-day survey was conducted on April 22 and 25, 1983. The survey included identifying the number of tickets written against the number of tickets received by the Violations Bureau that had been excused. In addition, the fine amount for the violation excused and the agency responsible for the excused ticket was identified.

The number of tickets written by parking enforcement officers totaled 917, with 265 written on Friday, April 22, and 652 written on Monday, April 25. The number of excused tickets received by the Violations Bureau on these two days totaled 136. The number of tickets excused represents 14.8 percent of the tickets written during the survey period.

Table IX-4 identifies the agencies responsible for the tickets excused, the number of tickets excused, the value of the tickets excused, and the percent that each agency excused of the total. Of the 136 tickets excused, 117 were of a \$2 value, 6 were of a \$5 value, 10 were of a \$10 value, and 1 of a \$30 value. The value of these tickets totaled \$414. The Police Department excused a total of 75 tickets, or 52.2 percent of the total. The Colorado State Department of Probation excused a total of 37 tickets, or 27.2 percent of the total.

TABLE IX-4
 EXCUSED PARKING TICKETS
 APRIL 22 & 25, 1983
 BY AGENCY

Agency	Violation Value				Total Tickets	Total Dollars	Total Excused %
	2.00	5.00	10.00	30.00			
Colorado Springs Marshal's Office	2		2		4	\$ 24	2.9%
Museum	8				8	16	5.9%
Police Department	67		8		75	214	55.2%
Support Services			2	1	3	50	2.2%
City Manager	6				6	12	4.4%
State of Colorado Probation	32	5			37	89	27.2%
Unidentified	<u>2</u>	<u>1</u>	<u>-</u>	<u>-</u>	<u>3</u>	<u>9</u>	<u>2.2%</u>
TOTAL	<u>117</u>	<u>6</u>	<u>12</u>	<u>1</u>	<u>136</u>	<u>414</u>	

Table IX-5 identifies the reasons for excusing such tickets. Note that no reason was given for several of the tickets excused. Also, the majority of the violations were for either personal cars involving City business or City cars of an unmarked type. Tickets excused by the City Manager's Office were upon the recommendation of City department heads.

It is generally believed that there is plenty of off-street parking and on-street parking available. Short-term parking is available in both City parking garages. The problem of meter violations occurs because of the unwillingness of employees and citizens to park in the available spaces and to walk the distance to their destination. The general attitude is to park as close as possible to their intended destination in a defined parking space and to not pay, plug the meter, or let the meter go into overtime, or park in an alley or curb side not reserved for parking. The Colorado Springs Police Department and the State of Colorado Department of Probation were responsible for excusing 82.4 percent of the excused tickets.

TABLE IX-5

REASONS GIVEN FOR
EXCUSED PARKING TICKETS
APRIL 22 & 25, 1983

<u>Agency</u>	<u>Violation Value</u>	<u>Reason</u>
Colorado Springs		
Marshal's Office	2 - \$ 2.00	No reason given
	2 - \$10.00	No reason given
Museum	8 - \$ 2.00	Museum Business
Police Department	7 - \$ 2.00	Fire Vehicle (unmarked)
	1 - \$ 2.00	FBI Vehicle
	1 - \$ 2.00	District Attorney Personal Vehicle
	4 - \$ 2.00	Vehicle To Be Auctioned
	34 - \$ 2.00	Police Vehicle (unmarked)
	9 - \$ 2.00	Police Volunteer Personal Vehicles
	11 - \$ 2.00	Police Officer Personal Vehicle - Court
	2 - \$10.00	Police Officer Personal Vehicle - Court
	6 - \$10.00	Police Vehicle (unmarked)
	Support Services	1 - \$10.00
1 - \$10.00		CAB Contractor
1 - \$30.00		City Vehicle (parking in fire lane)
City Manager	3 - \$ 2.00	Citizen Vehicle - Meeting
	1 - \$ 2.00	Liquor Board Meeting
	1 - \$ 2.00	Citizen - CAB Business
	1 - \$ 2.00	City Employee - CAB Business
State of Colorado Probation	25 - \$ 2.00	Employee Vehicle - Business
	5 - \$ 5.00	Employee Vehicle - Business
Unidentified	1 - \$ 2.00	Farmer and Rancher
	1 - \$ 2.00	No reason given
	1 - \$ 5.00	No reason given

VII. Improved Operational Approaches

The Police Study Project Phase I effort addressed the need to allocate personnel to better equalize the calls for service work load, as this was the first necessary step toward developing an improved management patrol program. In the Phase I effort, it was found that approximately 33 percent of the officers' time in 1981 was uncommitted. It was concluded that this was a significant amount of time which could be used for directed patrol, crime prevention, and other constructive activities. Phase I implementation has been monitored and found that the amount of uncommitted time has increased. In 1981, calls for service and cover calls consumed 28.6 percent of on-duty time. As a result of monitoring Phase I, it was found that this percentage decreased to 25 percent in November 1982, to 23 percent in December, and to 22 percent in January 1983. This decrease is as a result of having increased staff available, a reduced work load, and work schedules now better temporally correlated to work load.

A significant effort in Phase II is the development of an improved patrol management program. Monitoring of Phase I indicates that a good amount of increase in directed patrol is taking place. Chapter II, which dealt with the investigation of reported crime, revealed that patrol will be asked to play a significantly increased role in follow-up investigations of reported crime. Chapter V revealed that patrol will play an increased role in DUI enforcement and other traffic enforcement activities. Chapter VI, which addresses tactical operations, revealed that the S.A.C.S. Unit is proposed for disbanding with their functions being transferred to the Patrol Bureau. Chapter X which follows addresses organizational analysis and will in part describe systems and processes through which patrol's time will be better utilized. One such process involves a computerized document servicing program which will be used to assist in managing County Court Misdemeanor Warrant and District Court Felony Warrant Servicing Programs.

As previously discussed, the majority of the Marshal's Office resources are involved in the processing of legal documents. Ninety percent of the documents served involved warrants and subpoenas only. It has been determined that this entire document servicing activity could be transferred to the Police Department for servicing by police officers in the Patrol Bureau during the time that would otherwise be uncommitted. The transfer of these activities would permit approximately half the Marshal's Office

positions to be either eliminated or to be assigned to other activities. There are various Police Department activities they could successfully accomplish.

Although the servicing of subpoenas is a high priority work load responsibility for the Marshal's Office, it is a relatively non-conflict service provided. Patrol time currently exists to assume this document service responsibility; however, should this uncommitted time eventually be consumed by responsibilities of a more police duty nature, the servicing of subpoenas could be assigned to another job category.

It would be in the City's interest to transfer the Marshal's Office to the jurisdiction of the Police Department. A program could be developed to gradually transfer the document service activities to the Patrol Bureau. The Chief Marshal and four of the six Marshals could be re-classified to Chief Police Service Aide and Police Service Aide, respectively. The police service aides could be used to perform the desk function at Headquarters and the East Substation and to support the Patrol Bureau in operating the D.U.I. program. It would permit the transfer of two police officers and one police sergeant to field duty. The chief police service aide could supervise these activities plus that of the Teleserve Program. The other two Marshals would be re-classified to Security Officer and continue the responsibilities of courtroom security, prisoner transport, and the transportation of cash. They would be supported during sick leave, vacation, and holidays by police officers. The administrative clerk II could be assigned to perform case packaging responsibilities in the General Investigations Division. The clerk dispatcher could be re-classified to Dispatcher to assist in the radio room. The four parking enforcement officers could be transferred to the Patrol Bureau and report to the day shift traffic sergeant. The Department is quite deficient in secretarial assistance and the Marshal's Office secretary could be utilized in a number of different activity areas.

It is considered that the responsibilities, experience, and education required to serve as a police service aide are of the same level as a Marshal. This being the case, it is appropriate that the incumbents in the Marshal positions be given the opportunity to apply for and be employed by the Police Department as police service aides. Incumbents in the other positions should be afforded the same benefit.

The Marshal's Office Warrant Letter Program should be continued and expanded. The Police Department, once the Marshal's Office has been transferred into its jurisdiction, should develop and utilize a second letter prior to attempting to hand deliver the warrant. The first letter should continue giving the defendant seven days in which to appear at the Violations Bureau. If the defendant fails to appear, a second letter more descriptive of the process that will follow if he fails to appear before the Violations Bureau should be sent. The second letter should require his appearance within five days or less.

The Marshal's Office Boot Program can be improved. Currently, a defendant within 72 hours must make payment of the parking penalty assessment. If the defendant lives in El Paso County and fails to do so, a notice is supposed to be sent. No follow-up notice is sent if he lives outside El Paso County. When several tickets against the same car (registered in El Paso County) accumulate, the car license number is taken from the delinquent file and added to the Boot List. There is no interface between the delinquent file and the Boot List and the Police Department's Want and Warrant Program. Also, the Boot List is not kept up-to-date at all times.

The license plate number for vehicles involving three or more parking tickets should be added to the Police Department's Want and Warrant Program, the Boot List being developed from this entry point. Also, out-of-state vehicles not associated with military bases and those added to the Boot List prior to two years from the current list should be deleted. Of the 1,040 vehicles that were on the Boot List at the time of the study, 207 vehicles were from out-of-state, it being unknown how many of these were owned by personnel assigned to Fort Carson and the other military bases in the area. Follow-up delinquent notices should be sent El Paso County residents and other in-state residents in each instance.

Currently, there are three policing agencies servicing warrants in the Colorado Springs area. They are the Marshal's Office, the Colorado Springs Police Department, and the El Paso County Sheriff's Office. It is very possible that two or more of these agencies may simultaneously attempt to arrest the same suspect on various warrants. Not only is this a waste of manpower, but problems could develop from a defendant in which case a lesser warrant is being served on the defendant and, at the same time, there are felony warrants outstanding. The Marshal's Office does not have a computer capability

positions to be either eliminated or to be assigned to other activities. There are various Police Department activities they could successfully accomplish.

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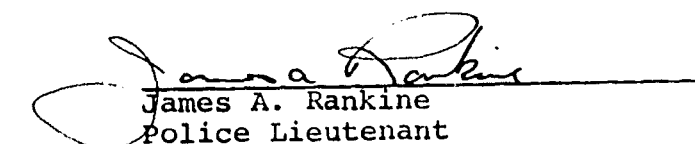
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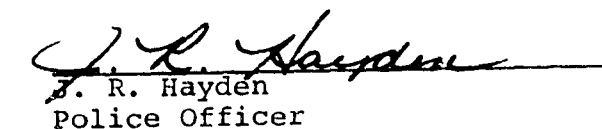
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to determine whether another agency has outstanding wants on an individual. The transfer of the servicing programs from the Marshal's Office to the Police Department will eliminate much of this problem.

Chapter 4, Article 5, Section 105, of the City Code provides only the referee upon recommendation of the City Manager or Chief of Police has the authority to excuse parking citations. This section of the code needs to be updated. Recommendations for excusing parking tickets should be restricted to the City Manager or his designee. Also, the basis on which such recommendations may be made should be expanded to include those instances which there is a clearly meritorious defense for the citation. A policy should be prepared for consideration by the City Manager which addresses the procedural process for compliance with this revised code section.

Authored By:


James A. Rankine
Police Lieutenant


J. R. Hayden
Police Officer

CHAPTER X

ORGANIZATIONAL ANALYSIS

SUMMARY

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.

RECOMMENDATIONS

- (1) Approve the Police Department implementing the proposed organizational strategy presented in Figure X-2.
- (2) Approve the budget program structure presented in Table X-2.
- (3) Approve the proposed reclassification of positions presented in Table X-3.
- (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.

STUDY FINDINGS

I. Introduction

This final chapter presents a new organizational strategy by which the Department can better complete its mission. The basis of the proposed strategy are the findings and recommendations from the Phase I and Phase II study processes.

Most of the chapters of this report include recommendations for organizational change. A considerable amount of organizational change was proposed in Chapter II with regard to the general investigative process, Chapter III with regard to undercover investigative operations, and Chapter V as it concerns traffic operational approaches. Chapter VI proposed that the S.A.C.S. operations be discontinued and that S.W.A.T./Explosive Unit responsibilities incorporate certain special investigative activities. Chapter VII proposed a reconstruction of training operations, and Chapter IX proposed eliminating the Marshal's Office, with the Police Department absorbing its personnel and responsibilities. The organizational strategy proposed in this chapter meld all of the organizational recommendations from the prior chapters into a single comprehensive organizational strategy.

II. Current Organizational Overview

Table X-1 presents the Police Department's current employment authority by budget program as of June 1983. Department authority totals 508, with 121 civilian and 387 uniformed (sworn) officer positions.

TABLE X-1

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

Job Title	* Budget Program							Total Authority
	3110	3120	3130	3140	3150	3170	3180	
<u>Civilian</u>								
Youth & Victim Srvc Mngr		1						1
Youth & Victim Srvc Couns		9						9
Police Volunteer Coord		1						1
Police Training Spec							1	1
Police Project Director			1					1
Crime Prevention Spec		1						1
Crime Analyst			3					3
Systems Analyst			1					1
Programmer Spec Senior			1					1
Programmer			1					1
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			10					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 Attnd			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			17					17
Secretary Adm	1							1
Secretary Senior		1		1	1	1		4
Secretary		3	1	1	1	1		7
Secretary Legal						1		1
Key Entry Coordinator			1					1
Key Entry Operator			5					5
Clerk Typist Senior			1					1
Clerk Typist			6	1				7
Subtotal	1	17	88	3	7	4	1	121
<u>Uniformed</u>								
Police Chief	1							1
Police Deputy Chief		1	1	1		1		4
Police Officer		4	12	46	218	7	2	309
Police Corporal			1					1
Police Sergeant			6	8	29	4	2	49
Police Lieutenant		1	3	1	9	2	1	19
Police Captain			1	1	1		1	4
Subtotal	1	6	24	59	277	14	6	387
TOTAL	2	23	112	62	284	18	7	508

* Police Budget Programs

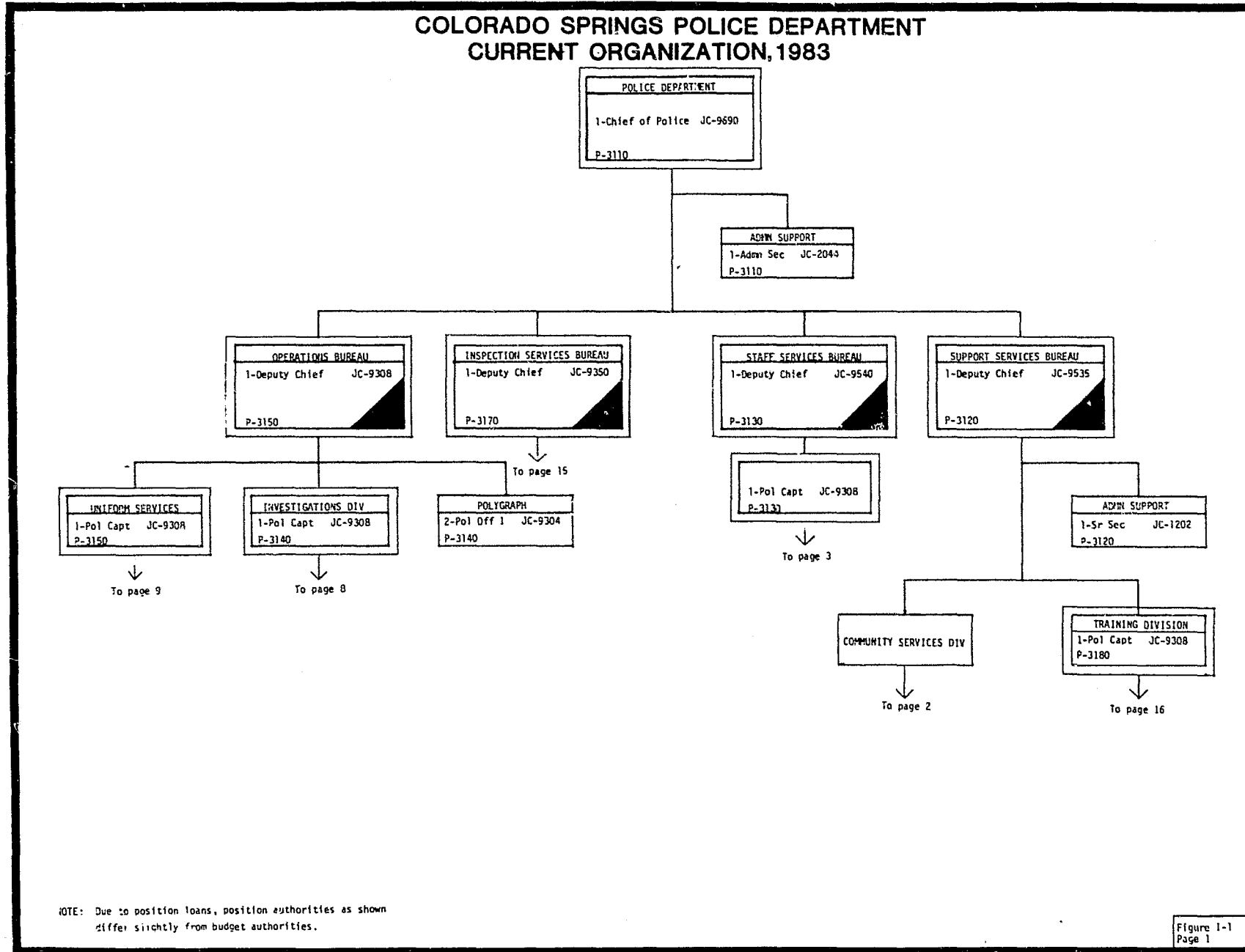
Number	Title
3110	Police - Administration
3120	Community Services
3130	Staff Services
3140	Investigations
3150	Uniformed Services
3170	Inspection Services
3180	Police - Training

The organizational structure within which these positions are utilized is presented in Figure X-1. This organization chart reflects that the Department is comprised of four bureaus, the Operations Bureau, the Inspection Services Bureau, the Staff Services Bureau, and the Support Services Bureau, with each headed by a deputy chief.

Table X-1 and Figure X-1 vividly demonstrate the extent to which span of control and lines-of-authority problems exist in the current organization. The deputy chief over the Support Services Bureau is responsible for 30 positions, or only 5.9 percent of Department employment, and the deputy chief over the Inspection Services Bureau is responsible for 15 positions, or only 3.0 percent of Department employment. The deputy chief over the Staff Services Bureau, on the other hand, is responsible for 112 positions, or 22 percent of Department employment, with the deputy chief over the Operations Bureau being responsible for 348 positions, or 68.5 percent of Department employment. Similar span-of-control problems exist at the police captain level.

Lines of authority problems can be demonstrated by the number of one-on-one relationships of police captains to deputy chiefs and police sergeants to police lieutenants. In some cases, police officers report directly to deputy chiefs. The Department does not make proper use of its management-level positions.

**COLORADO SPRINGS POLICE DEPARTMENT
CURRENT ORGANIZATION, 1983**

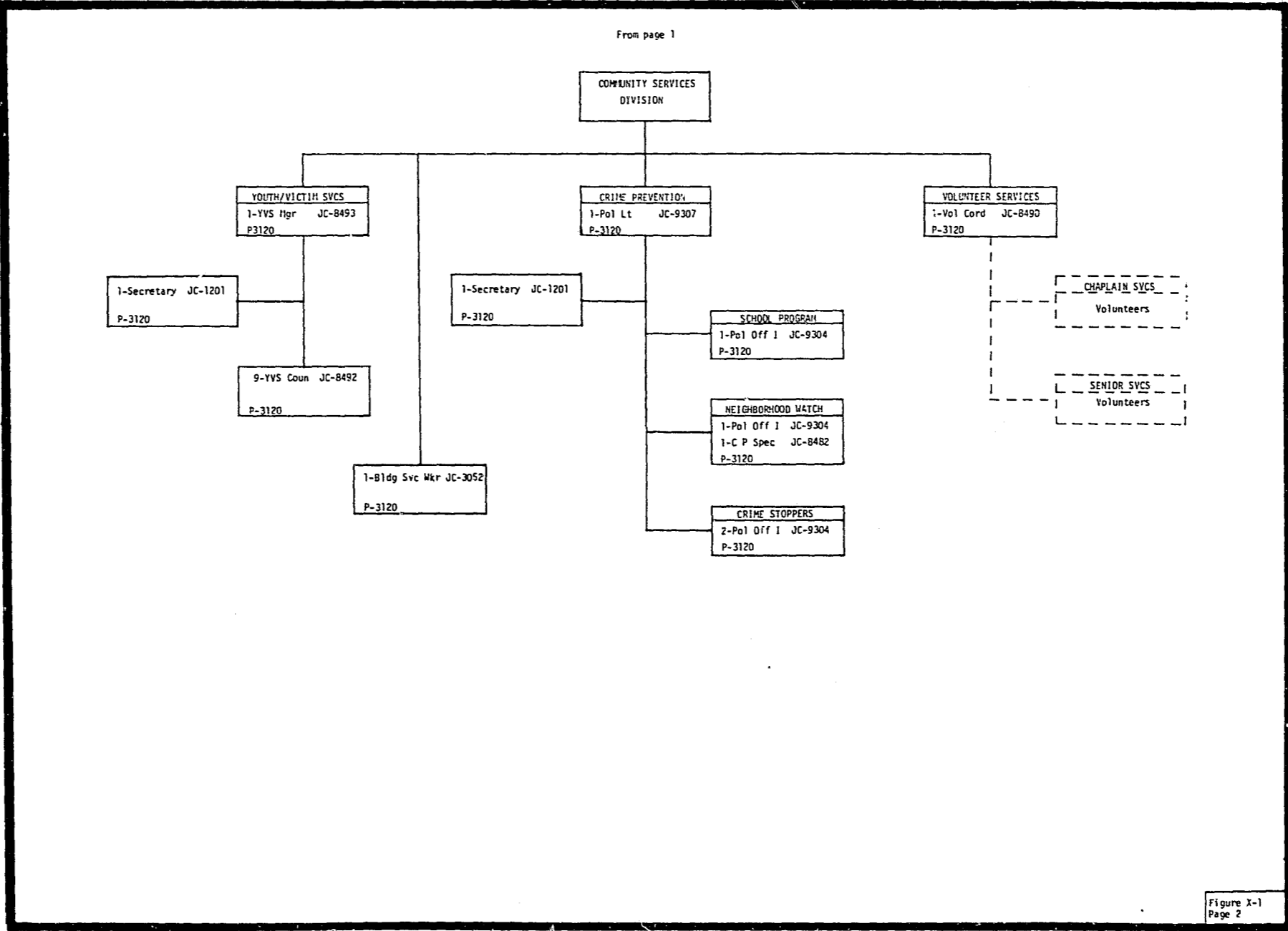


NOTE: Due to position loans, position authorities as shown differ slightly from budget authorities.

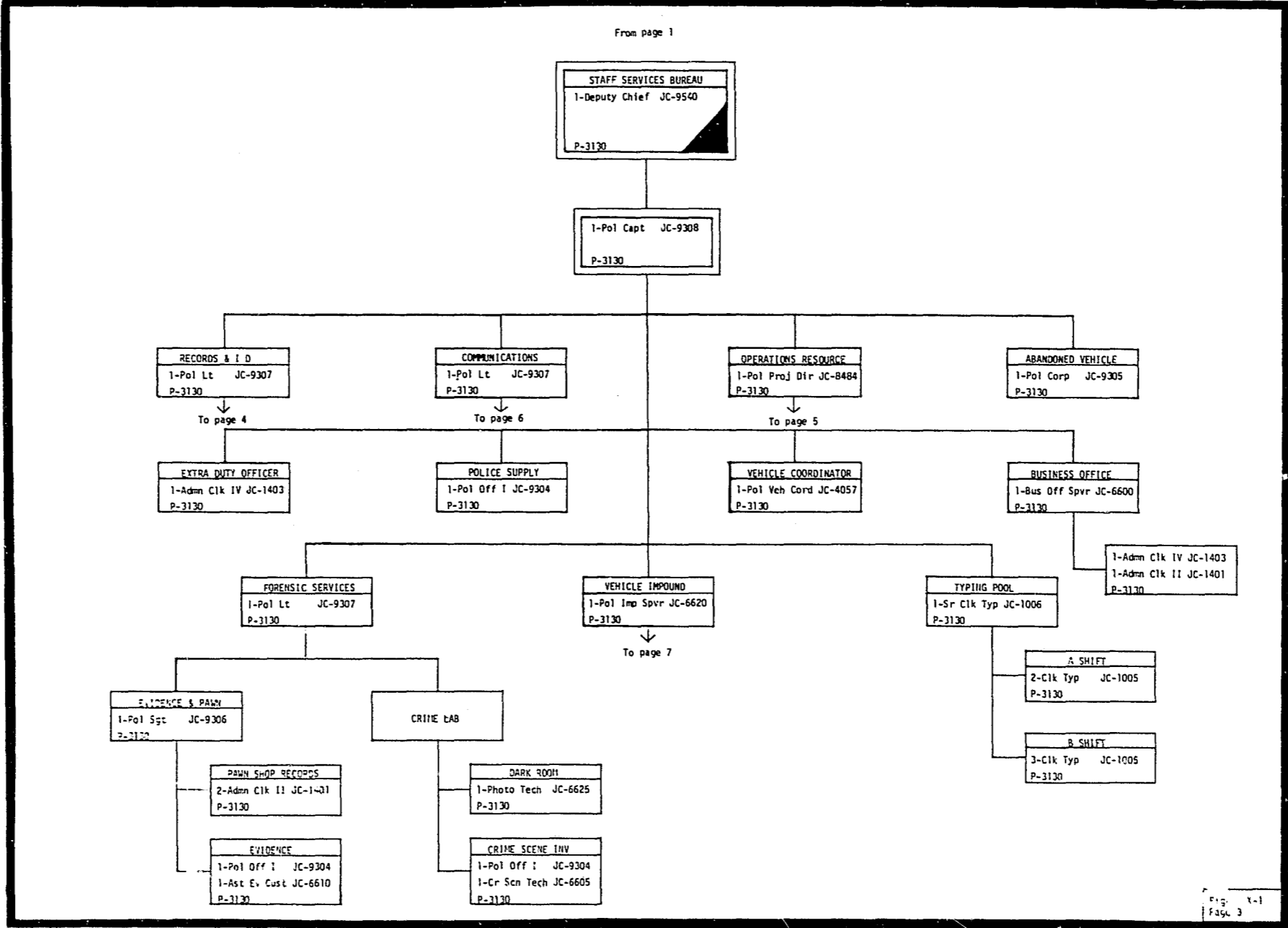
Figure 1-1
Page 1

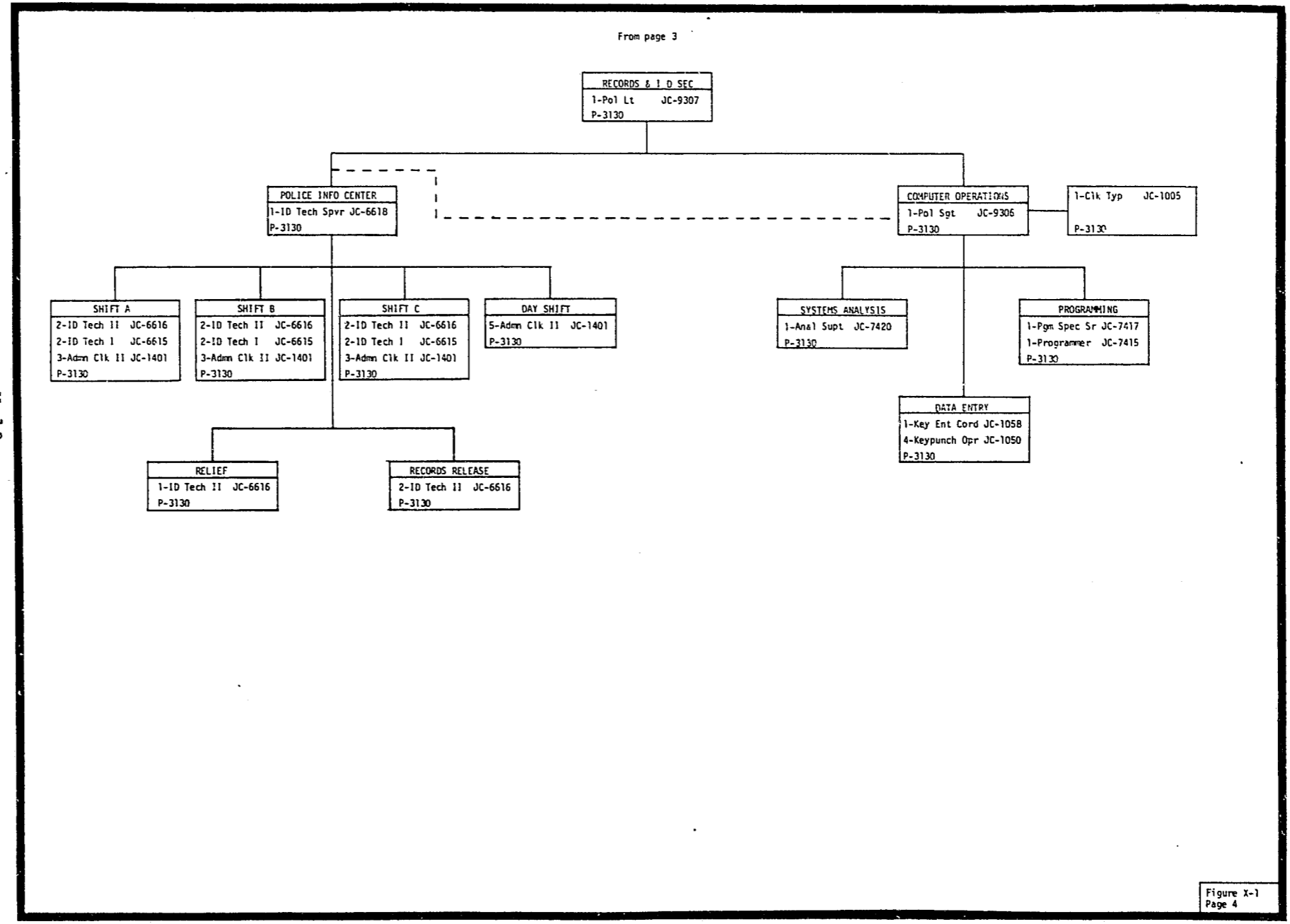
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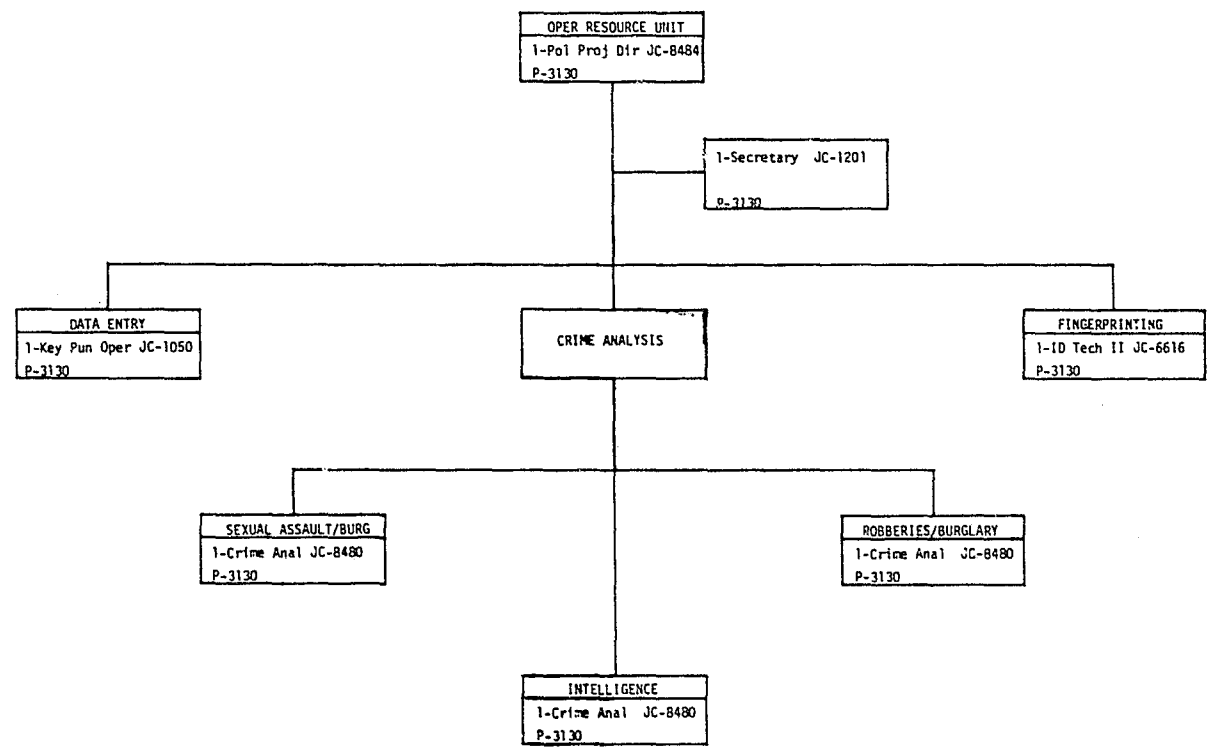




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Figure X-1
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From page 3



II-X

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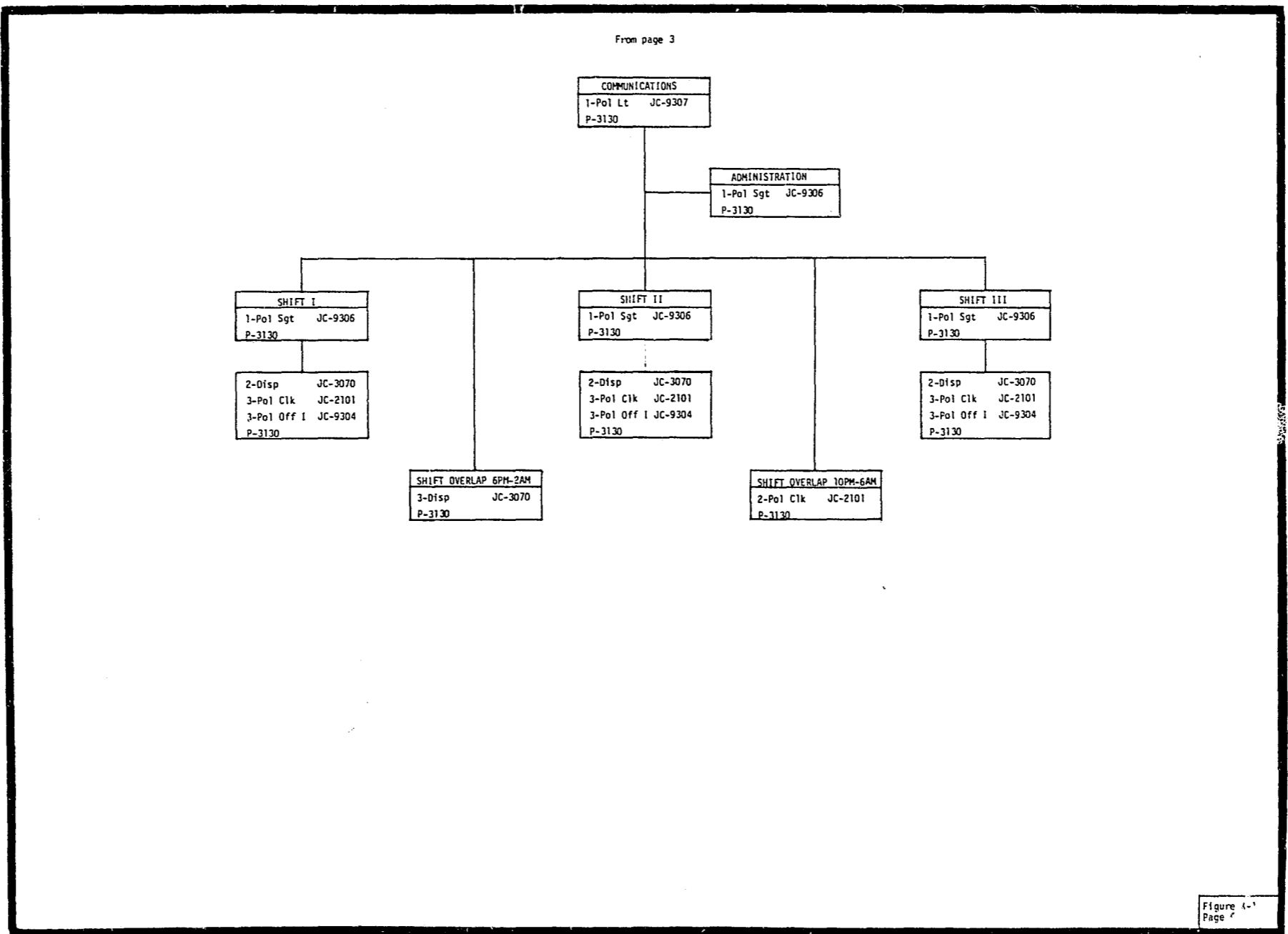
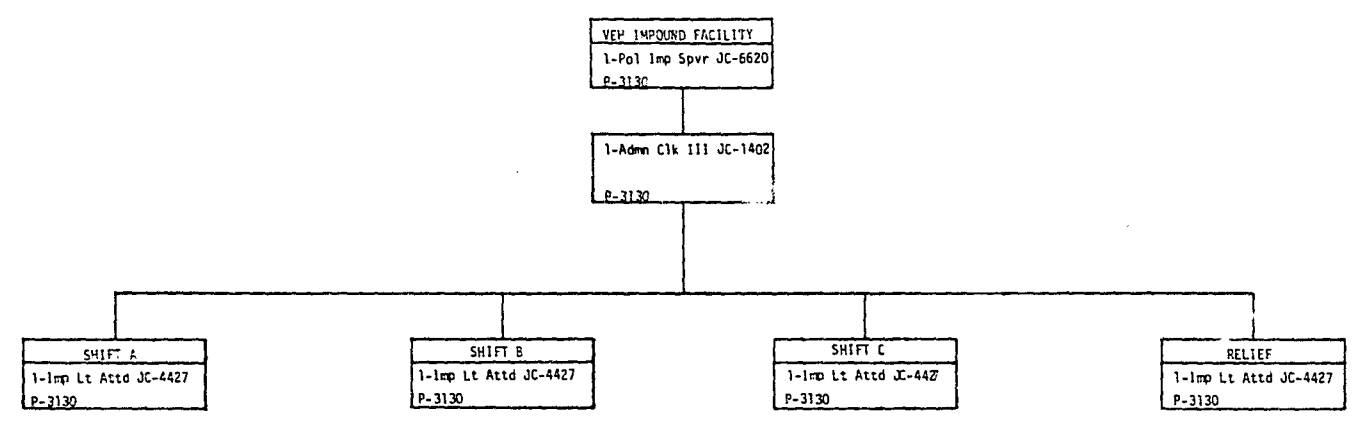


Figure 4-1
Page 2

From page 3



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X-14

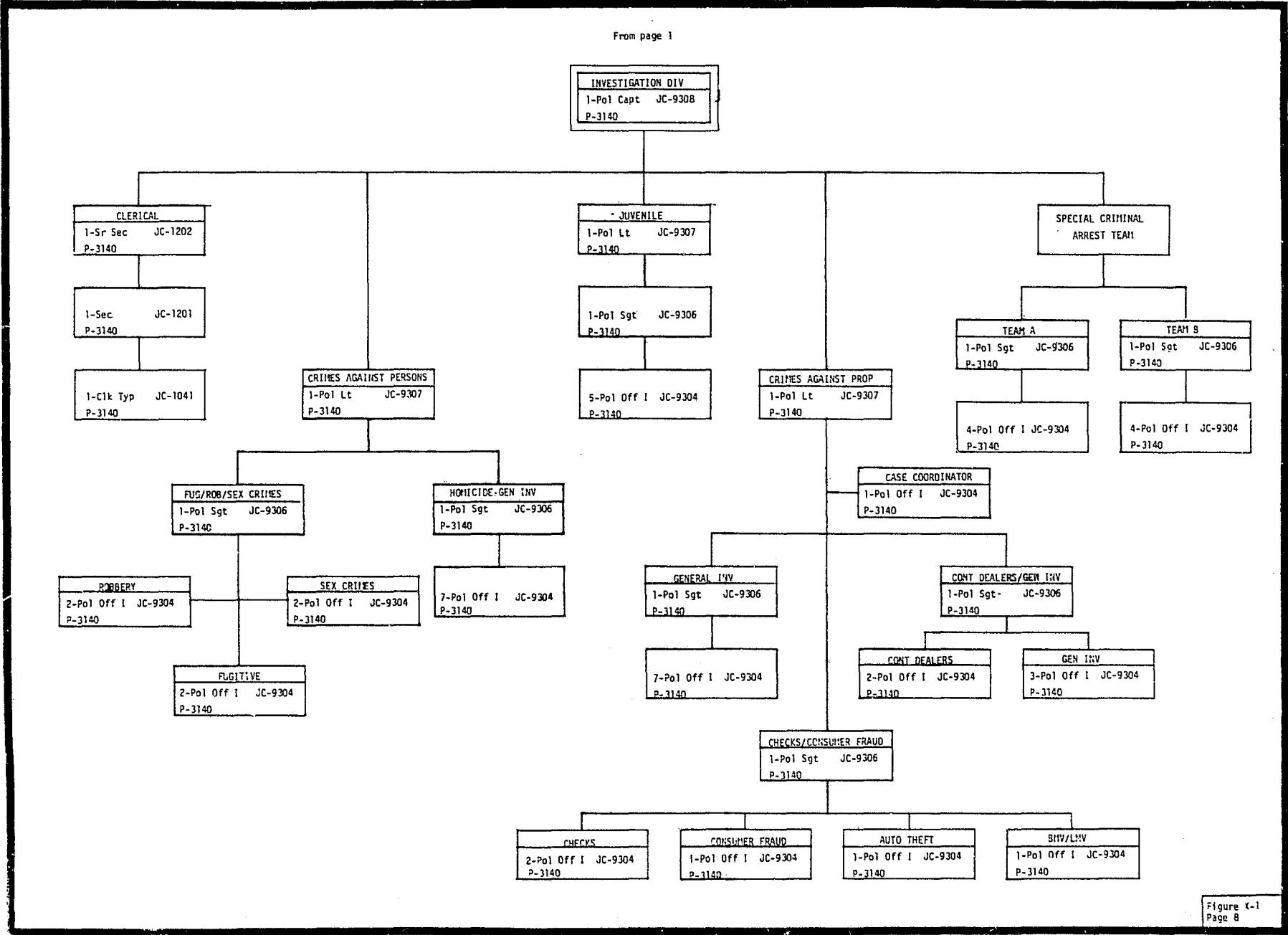
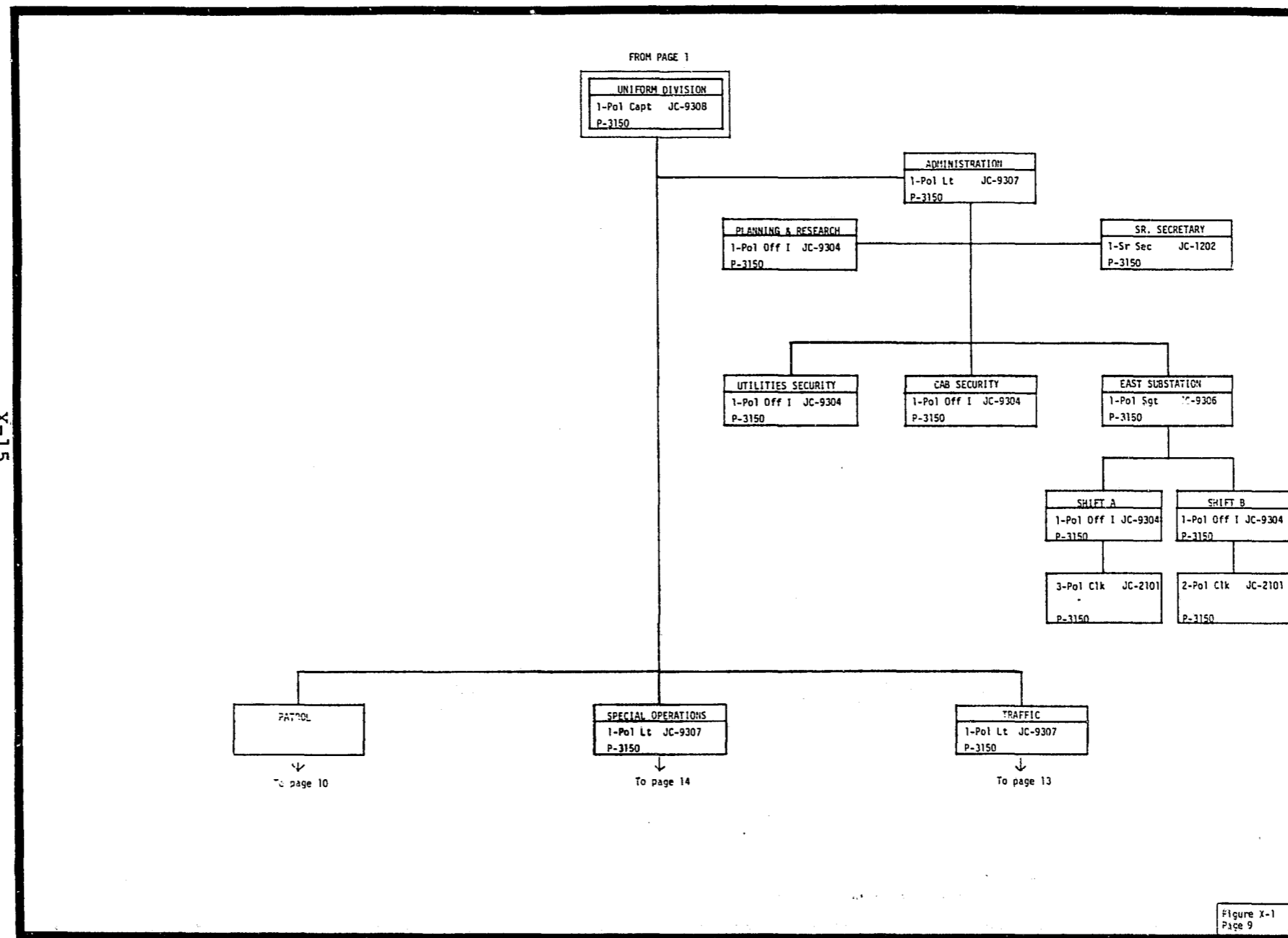
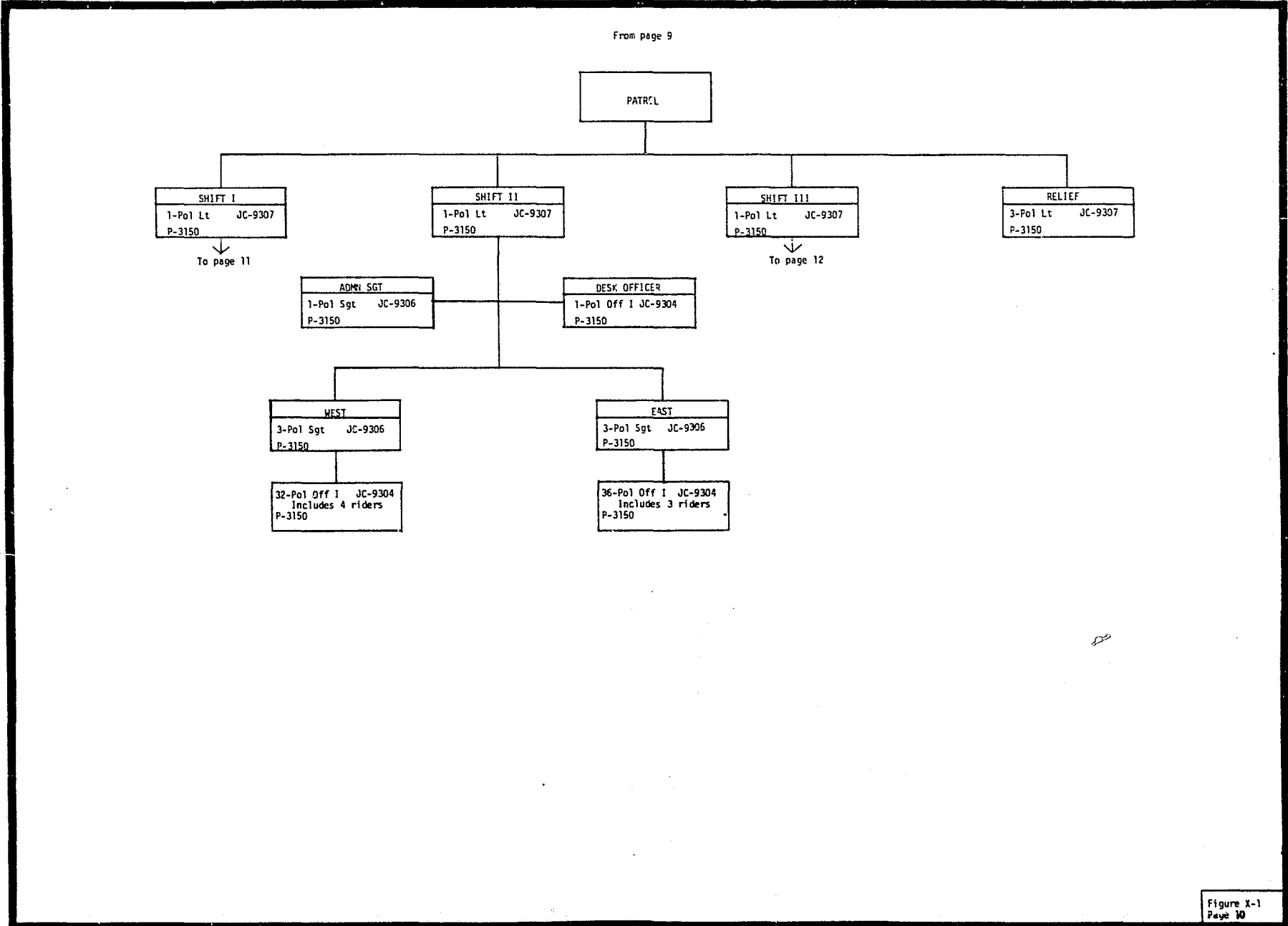


Figure X-1
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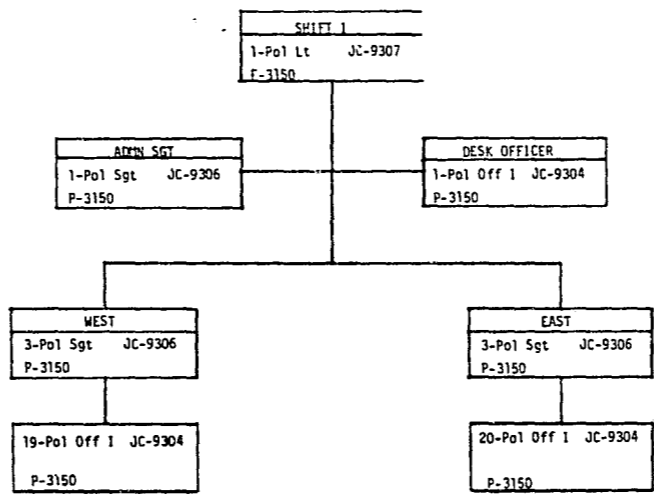




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Figure X-1
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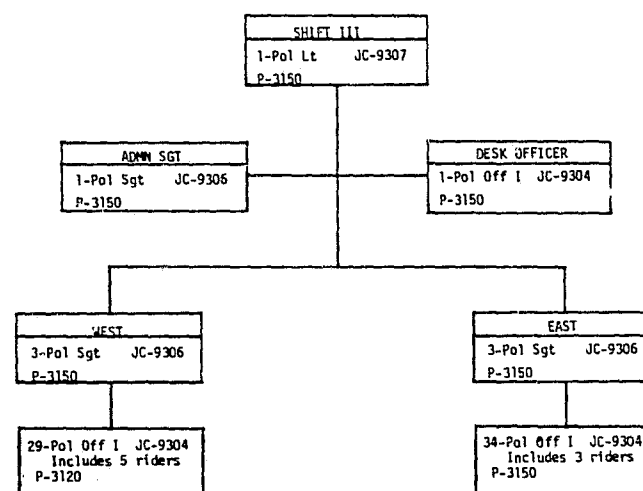
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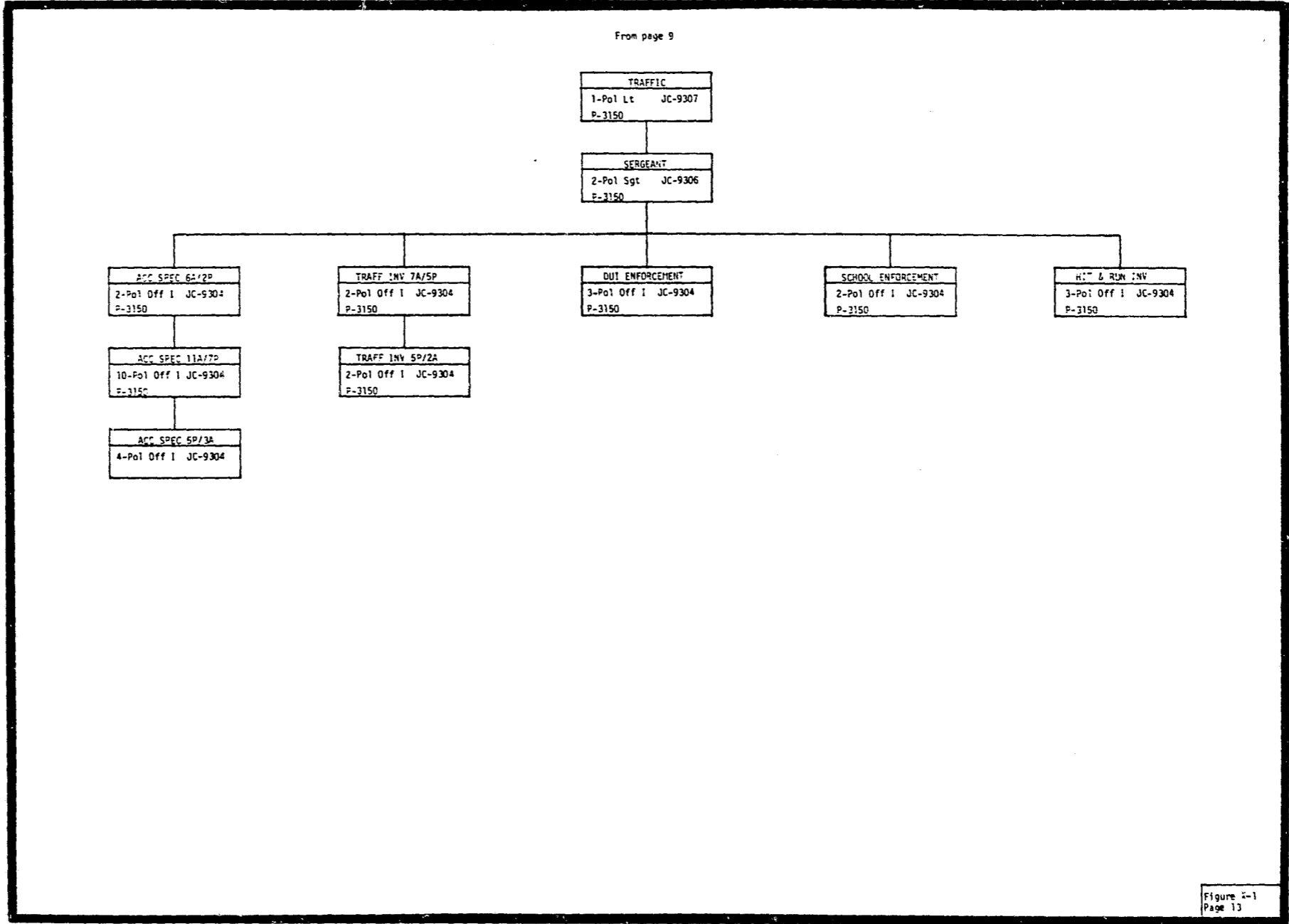
Figure X-1
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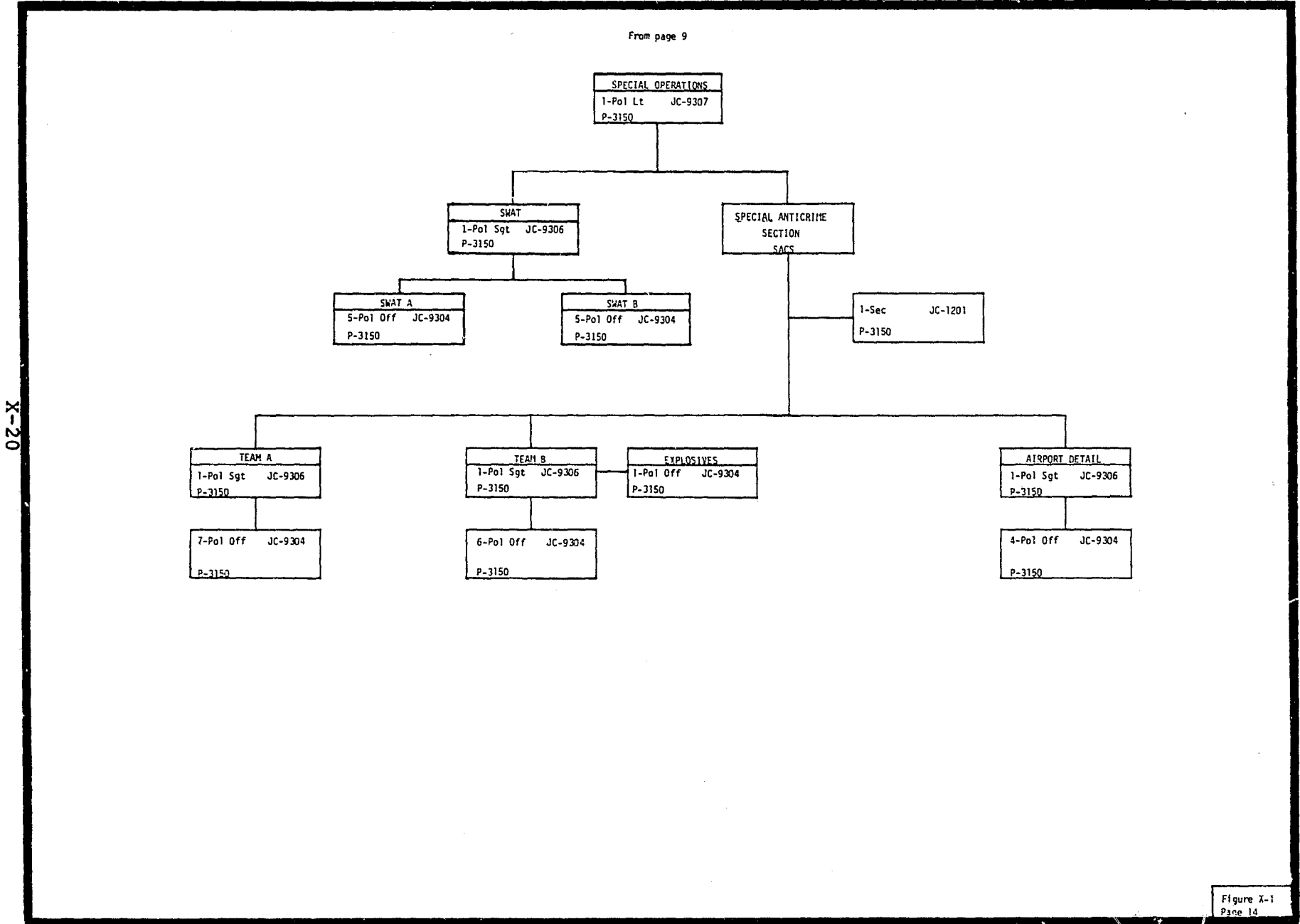


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Figure G-1
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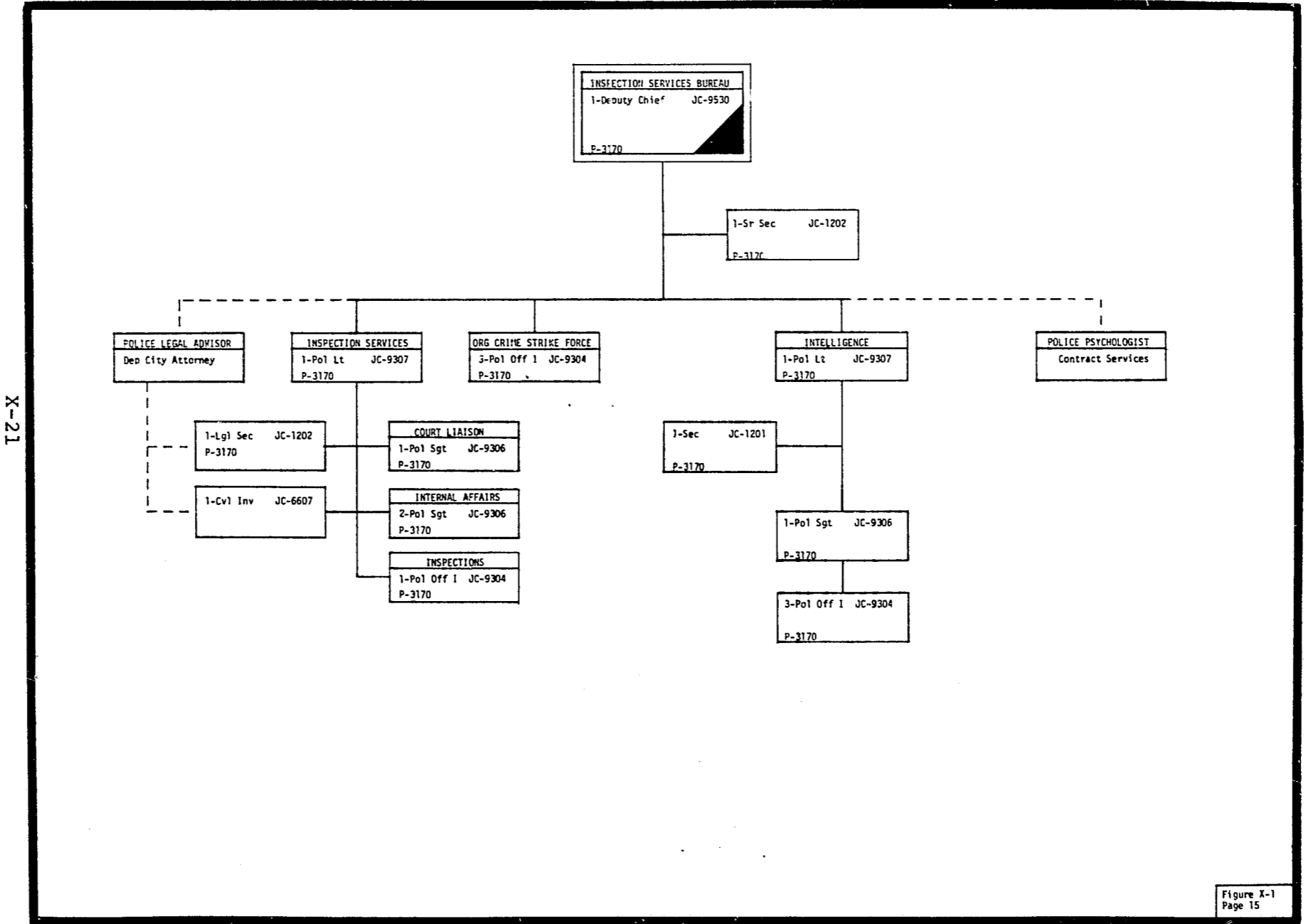


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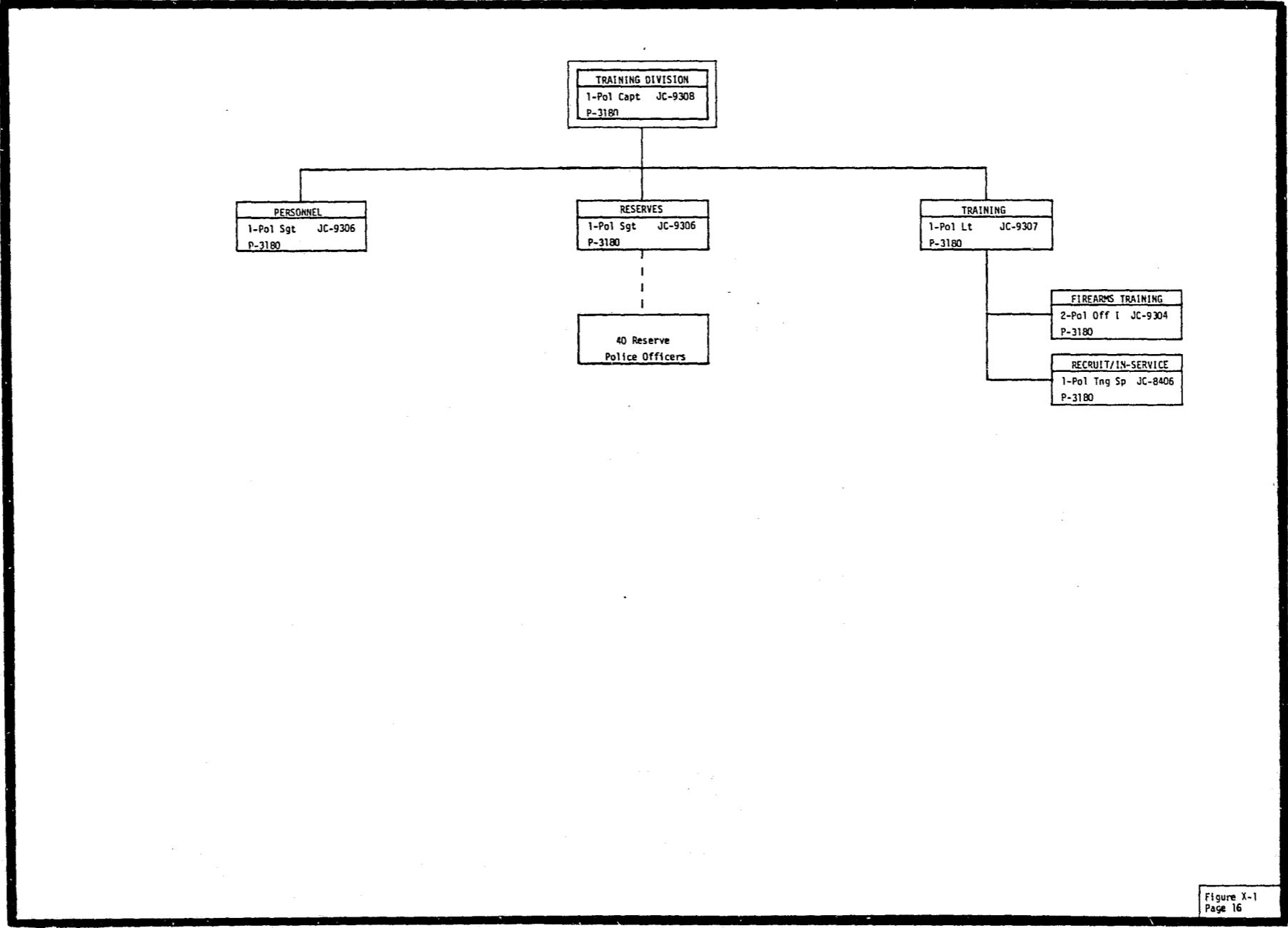
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Figure X-1
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Figure X-1
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III. Development Phase

All Project staff and the Department's four police captains provided input to the development of the proposed organizational strategy. Organizational goals considered in the development of this strategy included:

1. Must provide a reasonable span of control throughout the organizational structure.
2. Must provide for improved lines of authority with strong provisions for work load accountability.
3. Should make use of matrix organizational approaches, emphasizing a "team building" concept.
4. Must provide for substantially improved information for decision-making, communications, and coordination.
5. Must place substantial emphasis on work flow relationships and task similarities.
6. Must consider the need for an upgrade in management and technical skills.
7. Must be directed toward a police generalist, but with career orientation.

IV. Proposed Strategy

The organizational structure proposed is identified in Figure X-2, with the proposed employment authority presented by a new budget program structure in Table X-2. The proposed reorganization strategy presents a management structure which makes use of a Director of Administration and three deputy chiefs. The Director of Administration is to supervise the proposed Administrative Bureau, with one of the three deputy chiefs supervising the Patrol Bureau, one supervising the Investigations Bureau, and one supervising the Executive Support Office.

TABLE X-2

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								1		1
Police Training Spec										
Police Project Director				1						1
Crime Prevention Spec										
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							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

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 Officer					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	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

Some of the highlights of the proposed organization strategy are as follows:

1. Expands the number of Department budget programs from seven to nine for improved financial planning and control.
2. Substantially improves position and budget span of control, with the Director of Administration being responsible for 99 positions and two budget programs, the deputy chief of the Patrol Bureau being responsible for 256 positions and four budget programs, the deputy

chief of the Executive Office being responsible for 61 positions and one budget program, and the deputy chief of the Investigations Bureau being responsible for 117 positions and two budget programs.

3. Includes 11 administrative/management positions, to be offset by the reduction of uniformed positions of various rank, for purposes of improving management and technical support.
4. Establishes a Special Operations Division in which undercover investigative activities, currently dispersed throughout the Department, are to be consolidated.
5. Substantially improves uniformed field operations lines of authority by placing all such operations under the direct supervision of a deputy chief and placing a police captain over each shift, with responsibility over all uniformed field activities on his shift every day of the year.
6. To expand the Department's management concept requires that police captains be exempt from Civil Service.
7. 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 the information generated. This is probably the most important element of the proposed reorganization.
8. Establishes a Staff Resources Section in which to develop a comprehensive training and personnel component.

It is believed that the proposed organization re-establishes simplicity of structure, unity of purpose, with clear lines of authority throughout.

Insight to the activities proposed for the various bureaus and Executive Office is provided below:

A. Administrative Bureau

The Administrative Bureau is proposed to be commanded by a Director of Administration. In addition to the director, the program will be staffed by 4 police lieutenants, 6 police sergeants, 1 police

corporal, 15 police officers, and 73 non-sworn personnel. Three of the non-sworn positions will initially be staffed by sworn officers and will be civilianized upon their retirement, or possibly upon the retirement of an officer of equal rank. The positions slated for eventual civilianization are one Principal Administrative Officer position initially to be filled by a police lieutenant, one Chief Administrative Officer to be initially filled by a police captain, and the Director of Administration to be initially filled by a police deputy chief.

The Administrative Bureau is to be composed of two divisions, the Management Services Division and the Communications Division. A budget program is proposed to represent each of the two divisions.

1. Management Services Division

a. Staff Resources Section

This section will be commanded by a police lieutenant and will include the Training Unit and the Staff Program Unit. The Training Unit will be staffed by one police sergeant, four police officers, and one Police Training Specialist. This unit will plan and conduct recruit and reserve academies, general in-service training programs, educational reimbursement programs, and firearms training. The unit is to also provide functional supervision over the field training program, as well as review, recommend, and record specialized in-service training efforts.

The Staff Program Unit is to be staffed by one Staff Program supervisor (non-sworn position), one police officer, and one Administrative Clerk IV. This unit will coordinate the Department's volunteer program, employment processing, personnel records, career development, rotational program, affirmative hiring, as well as employment policies and practices.

b. Court Liaison Section

This section is to consist of one police lieutenant who will receive and disseminate court notices and subpoenas from local, state, and federal courts. This position

will also make appropriate notifications, reference court cancellations and act as a liaison between the Department and various courts to alleviate conflicts pertaining to scheduling and other areas as needed.

c. Financial and Property Management Section

This section will be commanded by a Principal Administrative Officer, initially to be filled by a police lieutenant and will include the Budget and Finance, Evidence, and Supply/Impound Lot Units. The Budget and Finance Unit will be staffed by one Administrative Coordinator I, one Administrative Clerk IV, and one Administrative Clerk II. Responsibilities for this unit will include the handling of Department business transactions and the development and administration of a comprehensive computerized budget system, with reports to program managers being generated every 28-day period.

The Evidence Unit is to be staffed by one police sergeant, one police officer, and one Evidence Custodian assistant. This unit is to be responsible for the receipt, storage, and processing of criminal evidence and found personal property.

The Supply/Impound Lot Unit is to be staffed by one police corporal, one Impound Lot supervisor, four Impound Lot attendants, one Police Vehicle Coordinator, one Administrative Clerk III, and one Building Services worker. This unit is to be responsible for the Police Impound Lot, building services, business systems, the Department's fixed asset inventory and control, fleet administration, and abandoned vehicles.

2. Communications Division

This division is to be commanded by a Chief Administrative Officer, initially to be filled by a police captain, and will include the Records and Identification Section and the Radio Room Section.

a. Records and Identification Section

This section will be staffed by 1 police lieutenant, 1 I.D. Tech supervisor, 14

Administrative Clerk IIs, 6 I.D. Tech Is, and 9 I.D. Tech IIs. This unit is to continue its present responsibilities of maintaining the centralized criminal records system through collection, dissemination, and storage of reports; entering, retrieving, and disseminating information from automated police systems; maintaining an archive system for the Department's records; providing fingerprint service for the Department and the public; being responsible for booking and handling of prisoners; and managing and supplying identification information on persons and property for the Department and other criminal justice agencies in accordance with the law and established procedures.

b. Communications Section

This section will be staffed by 1 police lieutenant, 4 police sergeants, 10 civilian dispatchers, 9 police officers, and 11 complaint clerks. This section provides the efficient continuing availability of Department resources through radio communications; receives calls for service to the Department; initiates immediate communications to field mobile units and with other criminal justice agencies pertaining to all major crimes occurring within this jurisdiction, when appropriate; and maintains records of all vehicles towed within the corporate City limits.

Several of these sections and units will change in terms of organizational reporting relationships only. Very little change is proposed with regard to operational approaches, numbers and levels of staff positions, and job duties. The majority of these activities are currently the responsibility of the deputy chief in charge of the Staff Services Bureau. The court liaison activity is currently the responsibility of the deputy chief in charge of the Inspection Services Bureau and the training activities are currently the responsibility of the police captain in the Support Services Bureau.

B. Patrol Bureau

The Patrol Bureau, to be commanded by a deputy chief, will include 3 police captains, 4 police lieutenants, 25 police sergeants, 206 police officers, 4 parking enforcement officers, 1 senior secretary, 1 clerk typist, 1 Crime Prevention Specialist, 1 Chief Public Service Aide, 4 Public Service Aides, and 5 police clerks. Total staffing will be 256 sworn and non-sworn personnel. The bureau will represent four budget programs, one for each of the patrol shifts and one for the Administrative Support Unit.

1. Patrol Shift #1

This patrol shift, and the other shifts, are proposed to be commanded by a police captain, rather than a lieutenant as is the present case, who will be assisted by a police lieutenant and a police sergeant. To ensure that the Department's top management ranks are always responsive to the Chief of Police, the rank of police captain, excepting those currently in rank, should be exempt from Civil Service. Shift #1 generally represents the day shift and includes the number of positions relative to work load occurring in daylight hours. The day traffic activities will be supervised by a police sergeant who will supervise six traffic officers and four parking enforcement officers, the latter of whom are proposed to be consolidated from the Marshal's Office. Patrol is proposed to continue to be organized according to east and west work load requirements. As such, three police sergeants are proposed to supervise the activities of each side of town, with 22 and 27 police officers assigned east and west, respectively.

2. Patrol Shift #2

The only difference between staffing of Shift #2 and Shift #1 is with regard to the number of officers required to handle the swing shift work load. The swing shift normally experiences a greater number of calls for service, including traffic accidents, than the other shifts. The number of traffic officers on this shift totals 11, and the number of police officers east and west totals 34 and 39, respectively.

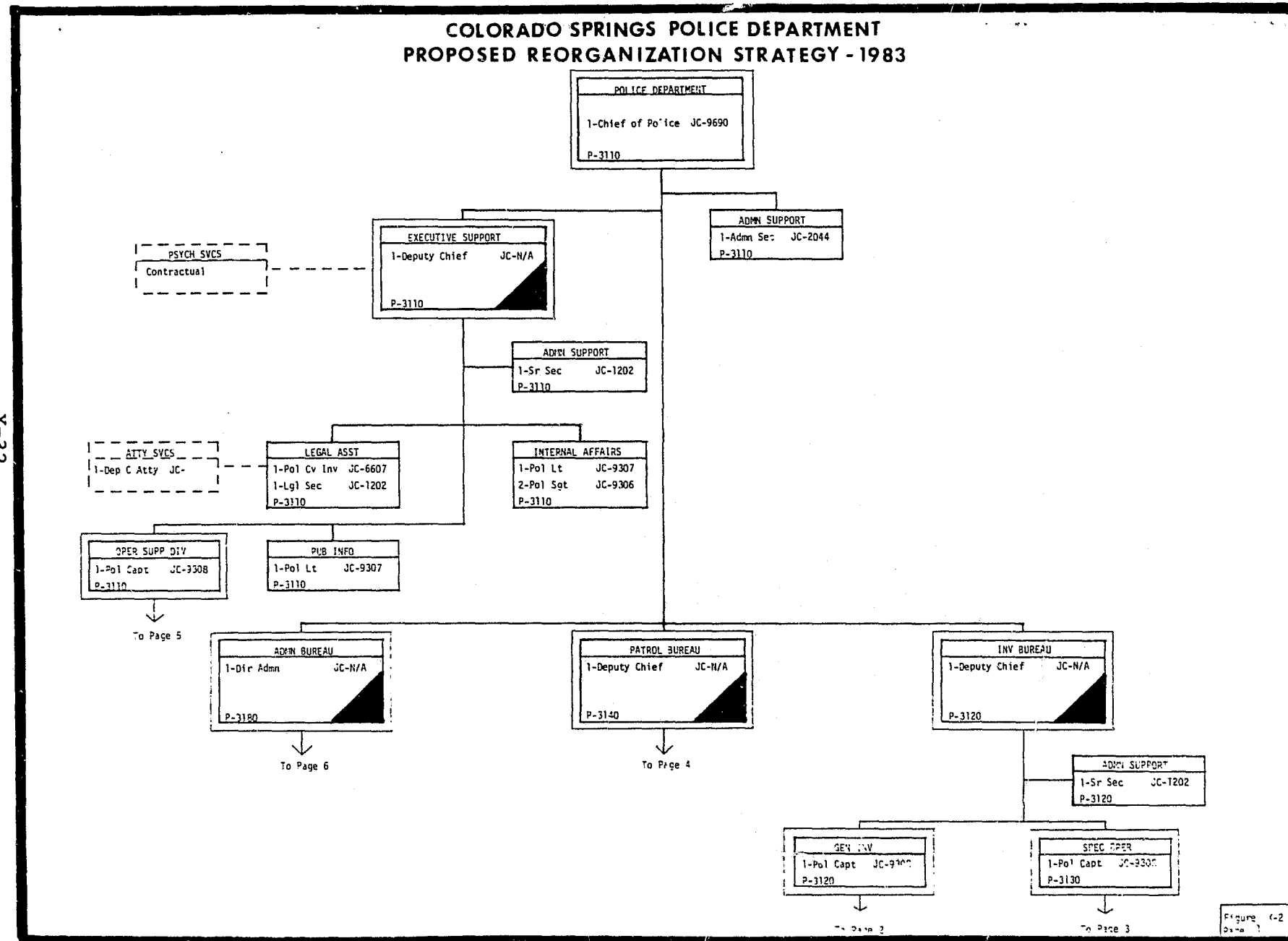
3. Patrol Shift #3

The organizational approach of Shift #3, commonly designated as the graveyard shift, is identical with that for Shifts #1 and #2. Eight traffic officers are provided, plus 26 and 31 police officers to accommodate the east and west work loads, respectively. The primary responsibility of traffic officers on this shift is the D.U.I. program.

4. Administrative Support

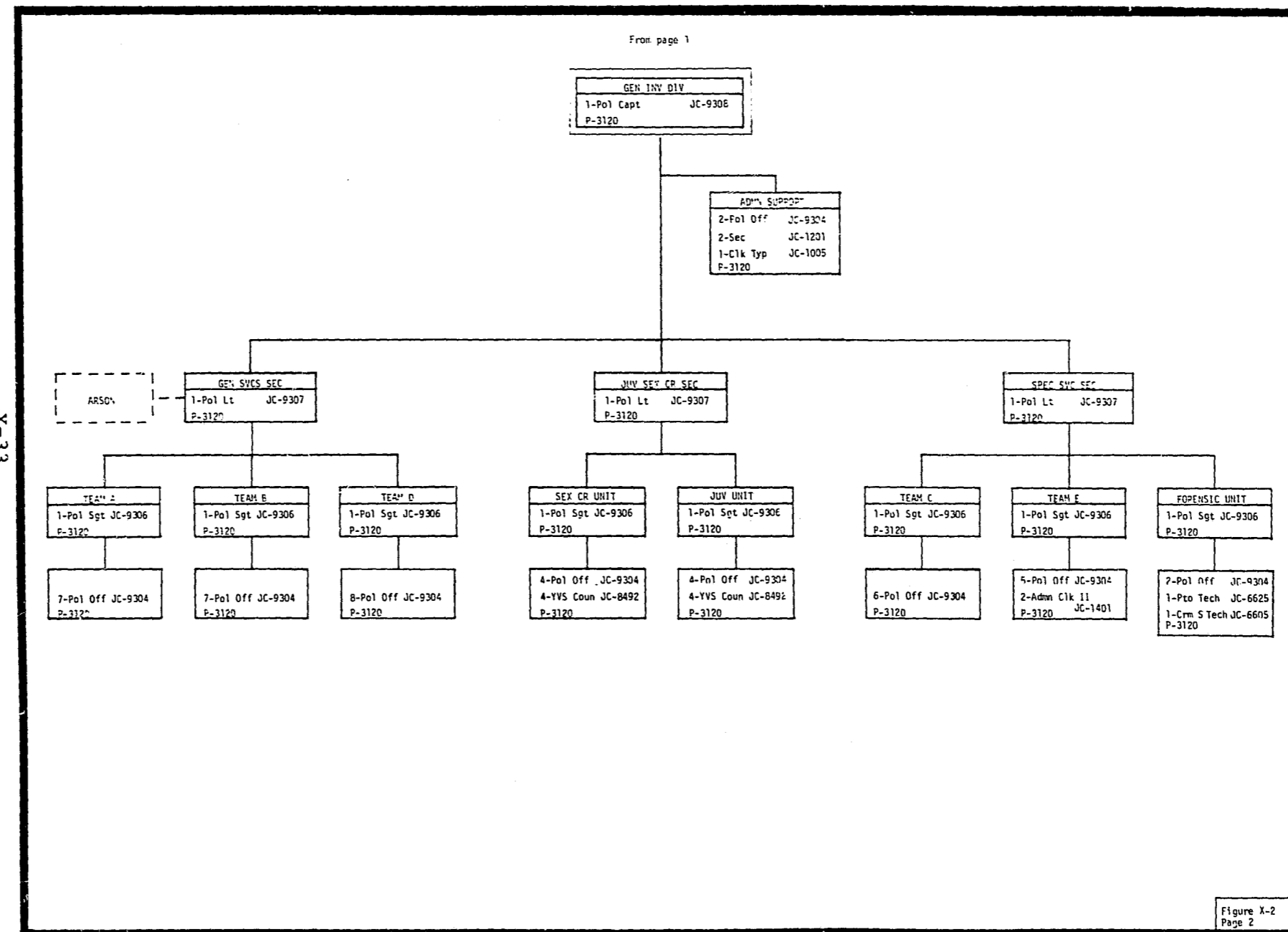
The Administrative Support Unit is to be commanded by a police lieutenant who will command three different areas of responsibility. The administrative lieutenant will manage the clerical staff for the Patrol Bureau; staff assigned to program management responsibilities; and staff assigned to the desk, teleserve, and intoxilizer activities. Program management activities include coordination of the police reserve program, Neighborhood Watch Programs, school liaison, and planning and research activities, including planning and coordinating the traffic program. The desk, teleserve, and intoxilizer activities are to be staffed by police clerks and a new classification titled, "Public Service Aide." These latter positions are to be filled by incumbents currently holding Marshal positions, which organizational change is addressed in Chapter IX.

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



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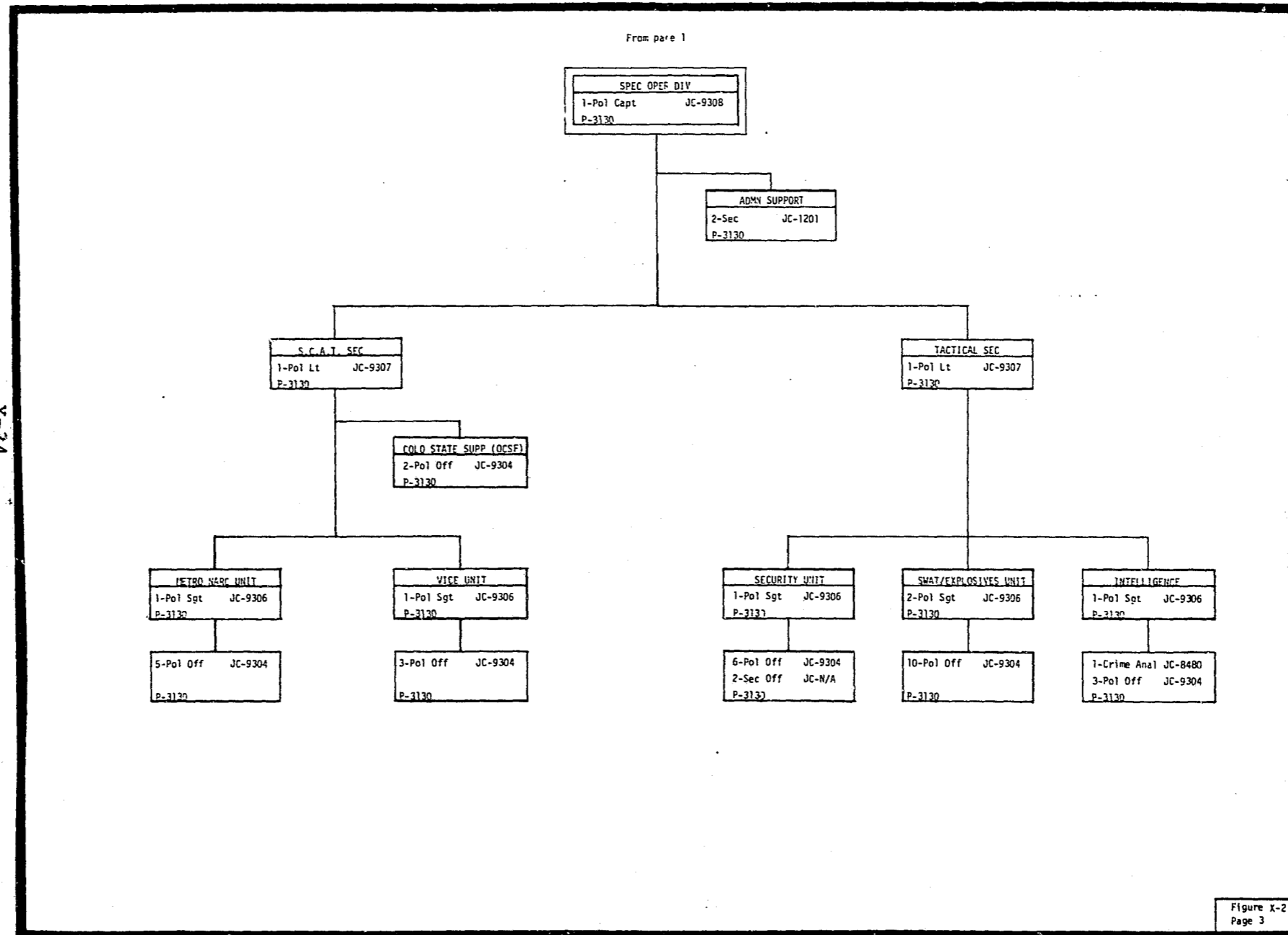
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Figure X-2
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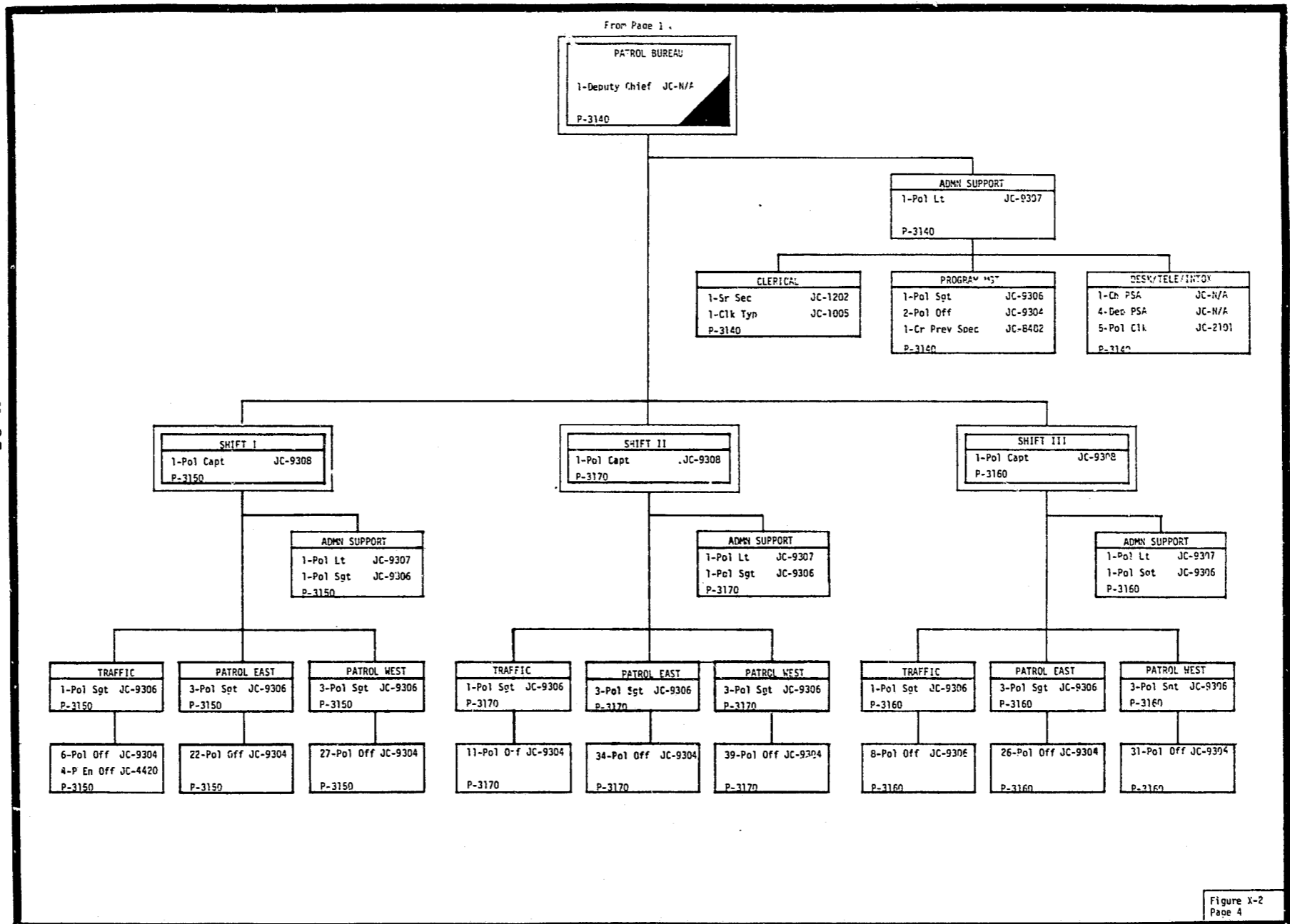
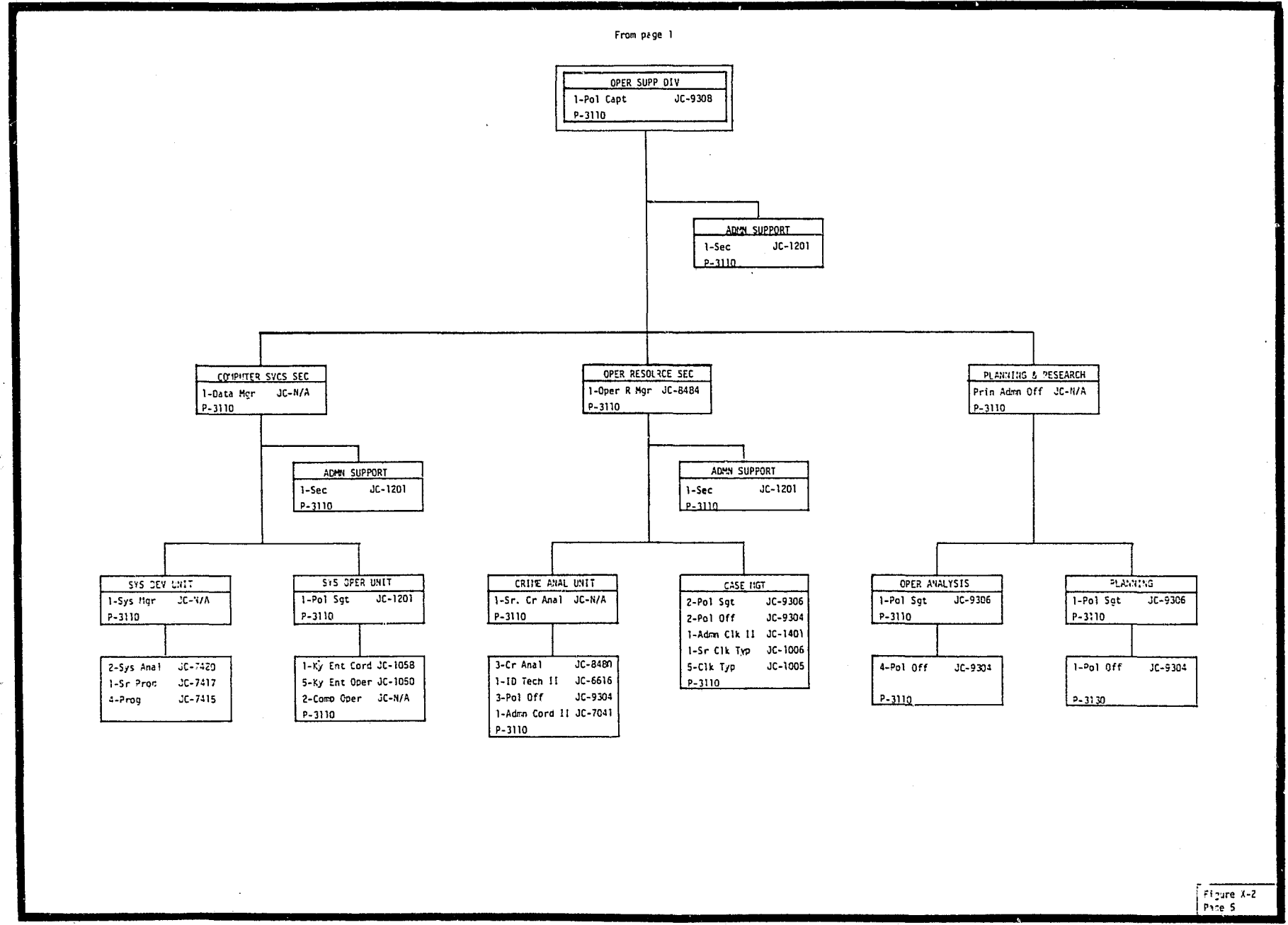
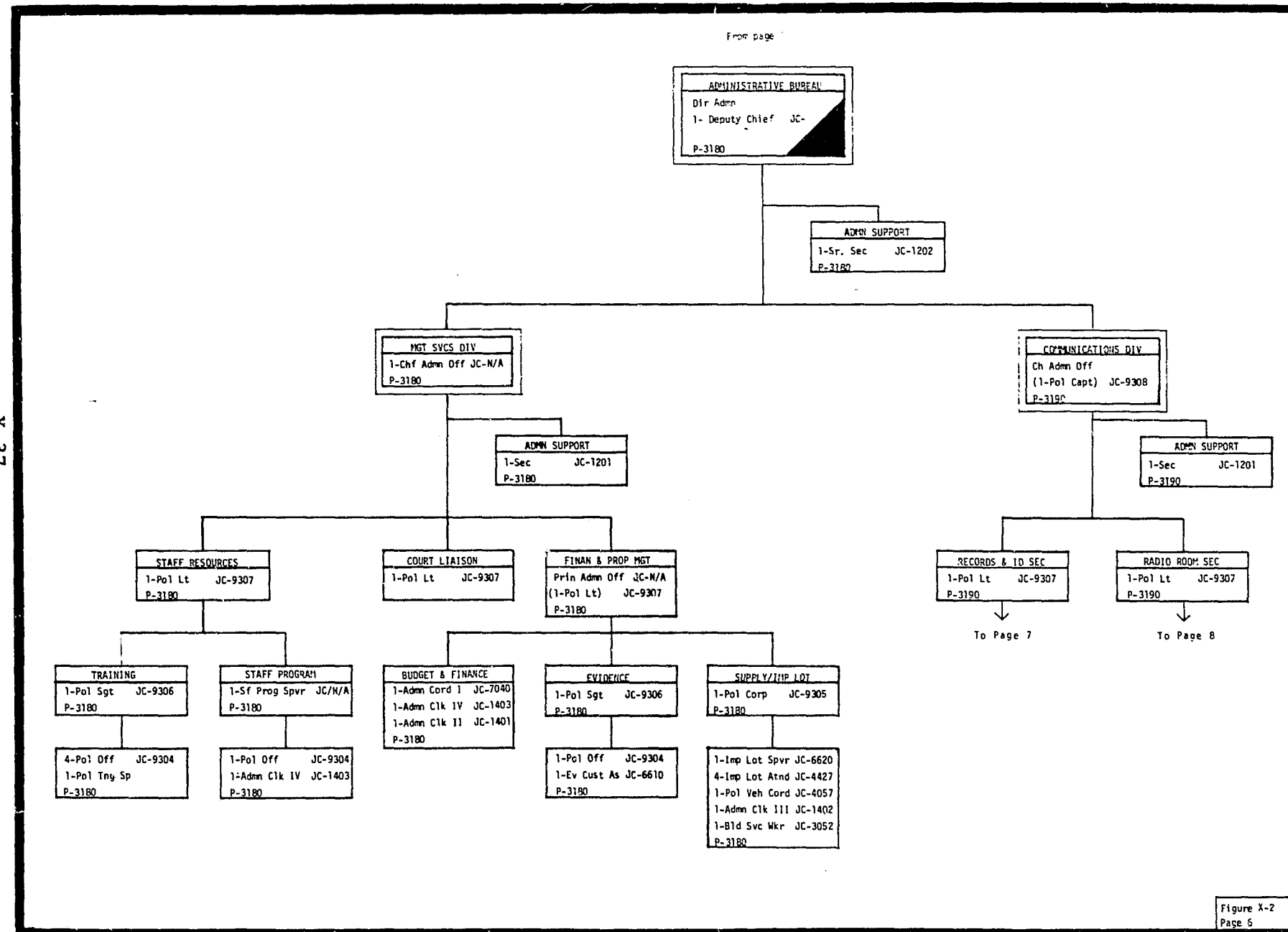


Figure X-2
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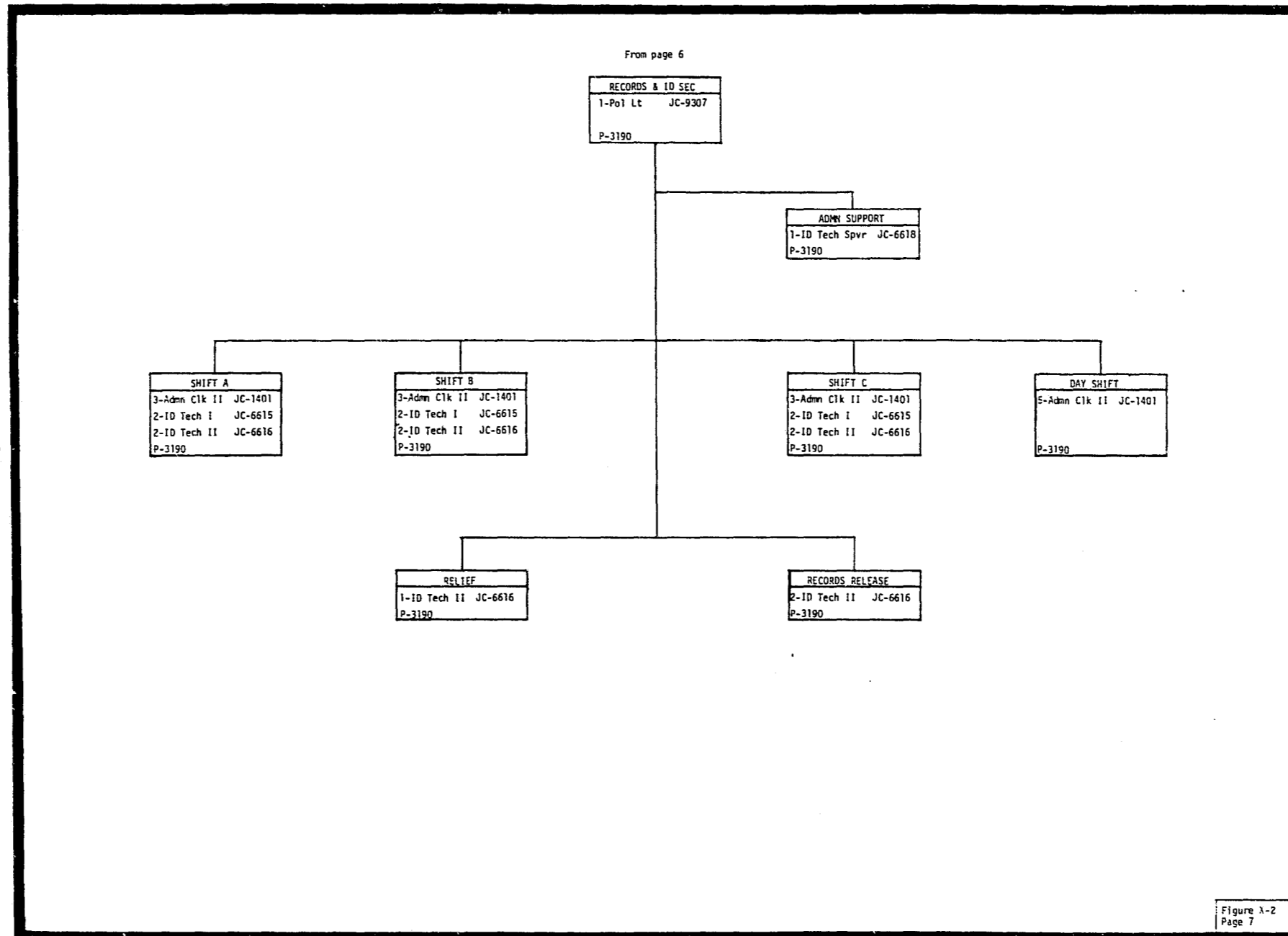
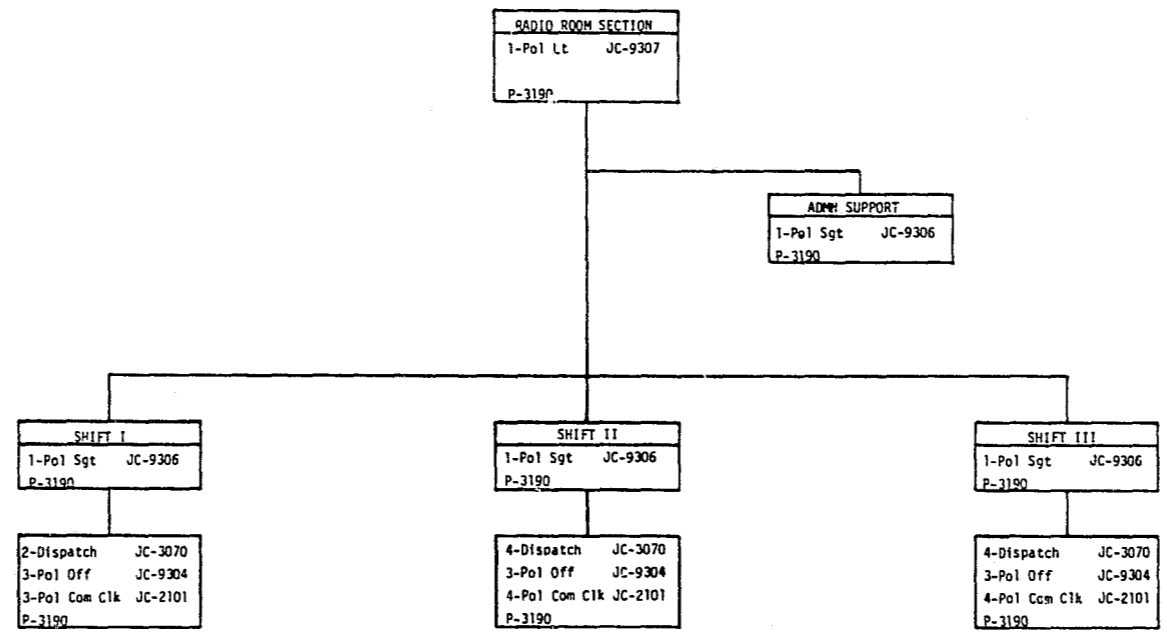


Figure X-2
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From page 6



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Figure (K-2)
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C. Investigations Bureau

The Investigations Bureau will be headed by a deputy chief and will comprise two divisions, the General Investigations Division and the Special Operations Division. The General Investigations will include 74 positions, and the Special Operations Division 43 positions, for a total of 117 positions in the bureau. Each of the divisions will be represented by a budget program.

1. General Investigations Division

The General Investigations Division will be commanded by a police captain and will be staffed by 3 police lieutenants, 8 police sergeants, 45 police officers, 8 youth and victim counselors, 2 secretaries, 1 clerk typist, 2 Administrative Clerk IIs, 1 photo technician, and 1 crime scene technician. The division is divided into an Administrative Support Unit and three sections, which include the General Services Section, Juvenile Sex Crimes Section, and Special Services Section.

a. Administrative Support

This unit is to be staffed by two police officers, two secretaries, and a clerk typist. Unit activities include polygraph operations; case coordination, including case packaging and report preparation; and clerical services.

b. General Services Section

The General Services Section consists of three teams, which are designated Team A, Team B, and Team D. Team A consists of a police sergeant and seven police officers. This unit is to be responsible for coordinating felony fugitive apprehensions; robbery investigations; and alarms, including the maintaining of the current AID (portable) alarms and cameras and false alarm follow-up in conjunction with the City's false alarm ordinance. Team B is to be staffed by one police sergeant and seven police officers and is to be responsible

for homicide investigations, serious assault, and those other person cases referred to the unit. Team D is to consist of one police sergeant and eight police officers and is to be responsible for various property cases involving burglaries, theft of rental properties, and other cases as may be assigned.

c. Juvenile Sex Crime Section

This section is to be headed by a police lieutenant and consists of two units, designated as the Sex Crimes Unit and the Juvenile Unit. The Sex Crimes Unit consists of one police sergeant, four police officers, and four youth and victim counselors. The Youth and Victim Services manager position is proposed to be reclassified to Administrative Coordinator II. This unit is to be responsible for investigating rape and other sex crimes by and against adults and juveniles. The professional counselors assigned to the unit are to provide counseling to victims and victim's families. The Juvenile Unit is to be staffed by one police sergeant, four police officers, and four youth and victim counselors. The unit is to be responsible for investigating those crimes committed by and against juveniles, except sex crimes. The assigned counselors are to provide counseling to juvenile offenders and victims as well as to the families of each.

d. Special Services Section

This section is to be commanded by a police lieutenant, and is to consist of two teams, designated Team C and Team E, and the Forensic Unit. Team C is to be staffed by one police sergeant and six police officers and is to be responsible for those crimes involving checks, fraud, auto theft, burglary of motor vehicles, larceny of motor vehicles, and white collar crimes. Team E is to be headed by a police sergeant and staffed by five police officers and two Administrative Clerk IIs. This team is to be responsible for collecting and maintaining all pawn tickets, enforcing the

City's pawn ordinance, maintaining lists of stolen gold and silver items, and acting as liaison with the gold and silver dealers. The Forensic Unit is to be staffed by one police sergeant, two police officers, one photo technician, and one crime scene technician. The unit is to continue being responsible for the services provided at crime scenes and for rendering general crime laboratory support. Additionally, the unit is to ensure that a sufficient number of officers in the field are trained to assist in field processing efforts.

The proposed organization includes several operations which currently operate away from the Investigations Division. Included in the proposed organization are hit and run investigations, which is currently performed by the Traffic Section; the alarms management program, which currently functions in Special Operations; the Pawn Shop Detail and the Forensic Unit, which currently function within the Staff Services Bureau; and Youth and Victim Counselor Services, which currently function in the Support Services Bureau. The effect of the proposed organizational strategy is to improve span of control, make investigative teams more specialized and yet provide a broader range of assignments for the investigators within each of the teams, improve the overall service level to victims and victim relatives, and to provide all essential support services under the command of the captain in charge of the division.

2. Special Operations Division

This division is to be commanded by a police captain and will additionally consist of 2 police lieutenants, 6 police sergeants, 29 police officers, 2 secretaries, 2 security officers, and 1 crime analyst. The division will comprise two sections, the Special Criminal Apprehension Team (S.C.A.T.) Section and the Tactical Section.

a. S.C.A.T. Section

This section is to be headed by a police lieutenant and will consist of the Department's component of the O.C.S.F., a Metropolitan Narcotics Unit, and a Metropolitan Vice Unit. The activities of

these units are obvious and are fully explained in Chapter IX.

b. Tactical Section

The Tactical Section is to be headed by a police lieutenant and will consist of three units, the Security Unit, the S.W.A.T./Explosives Unit, and the Intelligence Unit. The Security Unit will be responsible for airport security, security provided for the City Administration building and utilities building, and security provided for the Municipal Court, the latter which includes prisoner transportation and transportation of receipts. The primary responsibilities of the S.W.A.T./Explosives Unit are S.W.A.T., tactical, and explosive type calls for service. In addition, they are to be given special assignments, to include the Nevada Avenue detail; Memorial Park detail; V.I.P. protection; felony warrant service; and assistance in intelligence surveillance and in narcotics, vice, and other special undercover investigative activities. The Intelligence Unit is to continue performing the same kind and level of intelligence gathering and disseminating effort currently provided. Additionally, it will administer all the divisions' filing systems.

The concept behind the formation of this division is the consolidation of all key undercover investigative activities.

D. Executive Support Office

The Executive Support Office is to be headed by a deputy chief and additionally will be staffed by 1 police captain, 2 police lieutenants, 7 police sergeants, 10 police officers, and 38 civilians. This office is to be responsible for psychological services which will continue being provided under a personal services contract; attorney services provided by the City Attorney's Office; and such legal assistance as the assigned attorney may require, internal affairs, public information, and operations support activities. Discussion of the latter three activity areas is discussed below:

1. Internal Affairs

The Internal Affairs Office is to be staffed by a police lieutenant and two police sergeants. This unit will continue investigating all formal complaints alleging officer misconduct and will coordinate independent internal investigations as directed. Position authority has been increased to ensure that all complaints are thoroughly investigated and resolved.

2. Public Information

The Public Information Office will be staffed by a police lieutenant who will plan and administer the Department's public relations program. This is a new office and is meant to coordinate the release of all public information and, with the exception of press releases made by the Chief, will make the majority of all other press statements. Release of all such information will be coordinated with the City's Public Affairs Office.

3. Operations Support Division

This division is to be under the command of a police captain and is to consist of three sections, which are Computer Services Section, Operations Resource Section, and the Planning and Research Section. This division is being formed by the consolidation of departmental activities necessary to accomplish a comprehensive information system, to ensure that all Department resources are drawn upon in investigating offense reports, servicing warrants, supporting directed patrol, and other assignments. This organizational unit, more than any other in the Department, is critical to the improvement of productivity, efficiency, and overall quality of service provided to the community.

a. Computer Services Section

This section will be headed by a data manager and will be comprised of two units, the Systems Development Unit and the Systems Operations Unit. The Systems Development Unit will be headed by a

systems manager and will additionally be staffed by two systems analysts, a systems programmer, and four programmers. This unit will continue the developmental work on the Department's Computer Aided Dispatch system and will complete the plans and programming necessary to accomplish the consolidation and development of the Department's information system.

The Systems Operations Unit will be headed by a police sergeant and will additionally be staffed by a key entry coordinator, five key entry operators, and two computer operators. This unit will operate and maintain the Computer Aided Dispatch system and provide support for the Department's micro-computer operations and word processing services.

b. Operations Resource Section

This section will be headed by an Operations Resource manager and will be comprised of two units, one of which is the Crime Analysis Unit and the other is the Case Management Unit.

The Crime Analysis Unit will be headed by a senior crime analyst and will additionally be staffed by three crime analysts, one I.D. Tech II, three police officers, and one Administrative Coordinator II. This unit will be responsible for maintaining the career criminal program, the enhancing of offense reports, the identification of crime patterns, the single fingerprint retrieval program, the Crime Stoppers Program, and will support directed patrol assignments.

The Case Management Unit will consist of two police sergeants, two police officers, an Administrative Clerk II, one senior clerk typist, and five clerk typists. This unit will be responsible for reviewing all offense reports and determining which have sufficient solvability factors or are particularly severe or are sufficiently urgent to dictate assignment. It will assign offense reports to the various bureaus, monitor

and control such offense report assignments, and make assignments on the servicing of warrants, complaints, and subpoena servicing program. Clerical resources are provided for offense reports plus supplements and to assist in tracking all assignments made by the Case Management Unit.

c. Planning and Research Section

This section will be headed by a principal administrative officer and will comprise two units, the Operations Analysis Unit and the Planning Unit. The Operations Analysis Unit will consist of one police sergeant and four police officers and will be responsible for various operational analysis and police study implementation coordination. The Planning Unit will be staffed by one police sergeant and one police officer and will be responsible for intra- and inter-governmental relations, grant programs, the Department's legislative program, goal setting and monitoring, policy evaluation and revision, and the coordination with other departments in community environmental design.

The proposed organization appears to include 25 positions more than the Department is currently authorized. Fourteen of these positions are due to the absorption of positions from the Marshal's Office. The remaining 11 simply reflect the Department's need for increased management and technical support.

Table X-3 identifies 21 classifications which are proposed to be deleted from current employment authority and 32 classifications which are proposed to be added, for what appears to be a net increase of 11 positions. However, this increased position authority is to be offset by the attrition of 11 police officer position authorities of various ranks. Due to budget constraints, the management and technical positions should not be filled until the police officer positions have been vacated and eliminated.

TABLE X-3

BUDGET YEAR 1983
 COLORADO SPRINGS POLICE DEPARTMENT
 PROPOSED EMPLOYMENT CHANGES

<u>Job Title</u> <u>Deleted Classifications</u>	<u>No.</u>	<u>Monthly</u> <u>Position</u> <u>Salary</u>	<u>Total</u> <u>Annual</u> <u>Salary</u>
Police Volunteer Coord.	1	\$2,324	\$ 27,888
Youth/Victim Manager	1	2,461	29,532
Youth/Victim Counsel	1	2,183	26,196
Police Project Dir.	1	2,877	34,524
Police Deputy Chief	1	3,516	42,192
Police Officer	4	1,997	95,856
Police Lieutenant	4	2,757	132,336
Chief Marshal	1	2,018	24,216
Marshal	6	1,595	114,840
Clerk/Dispatcher	1	1,184	14,208
Total	21 (1)		

<u>Proposed</u> <u>Classifications</u>			
Admin. Coordinator II	1	\$2,296	\$ 27,552
Staff Programs Supv.	1	2,324	27,888
Crime Analyst	1	2,183	26,196
Systems Analyst	1	2,648	31,776
Programmer	3	1,972	70,992
Secretary	1	1,184	14,208
Computer Operator I	2	1,369	32,856
Data Manager	1	3,214	38,568
Systems Manager	1	2,353	28,236
Oper. Resource Mgr.	1	2,877	34,524
Senior Crime Analyst	1	2,353	28,236
Prin. Adm. Officer	2	2,757	66,168
Chief Adm. Officer	2	3,214	77,136
Director of Admin.	1	4,188	50,256
Police Sergeant	3	2,353	84,708
Deputy Police Srvc Aide	4	1,595	76,560
Chief Police Srvc Aide	1	2,018	24,216
Security Officer	2	1,595	38,280
Dispatcher	1	1,184	14,208
Police Captain	2	3,214	77,136
Total	32		

NOTE: Does not include planned deletion of 11 police officer positions.

The affect of these position changes is a move toward the use of professional civilian managers throughout the Department. The Department has not previously met the urgent demand that exists for highly skilled professionals in such areas as planning, computers, financial administration, and property management. The typical skills of a police officer are unrelated to the expertise needed to guide and ensure continuity within these functions; however, officers may be trained to perform some of these positions. As identified in the Career Development chapter, additional civilianization will be required in the future, thus freeing officers for patrol duty.

Eleven police officer positions were eliminated from Department employment authority as a result of the Phase I study, and it has been found that an additional 11 police officer authorities of various ranks can be eliminated because of the Department's continuing reduced work load. Offsetting police officer reductions at various ranks will permit the hiring of civilian managers and technical personnel without increasing the Department's salary account. There will be a slight increase in salaries due to the upgrade of certain positions. The Department does not require additional position authorities. It simply needs a different mix of existing position authority.

V. Implementation Phase

In addition to the recommendations for organizational change presented in this and previous chapters, many recommendations have been made with regard to the need to improve processes, procedures, policies, and operational approaches. The vehicle needed to provide a central focus and reference for the proposed reorganization and implementation of all of these recommendations is a master plan. The master plan will identify the what, who, when, why, and where issues regarding all of these changes. The proposed recommendations will require that decisions be made on personnel assignments, space utilization, development of new policies and procedures, budget modifications, vehicle assignments, job functions etc. A proper sequence and change mechanism must be established.

Management will need to play the primary role in the development of the master plan and the implementation of the reorganization plus other required changes. Since this is the final phase of the Police Study Project, project staff, upon their return, can be used for the development of the master plan. Once the master plan is complete, meetings should be held with organizational supervisors informing them of all aspects of the plan and the responsibilities that each of the superiors will have in implementation. Implementation issues, tasks, and responsibilities should be defined with specific assignments made. A rational and finite implementation sequence and time frame is critical for successful implementation. An orientation program for effecting the change should be conducted to ensure that all members of the Department are aware of the actions to be taken, thus ensuring a smooth transition. The Steering Committee should monitor the master plan implementation.

Once implemented, adjustments to the new organizational structure and new systems should not be made without proper management authorization. Unless there are clear reasons otherwise, only minor adjustments should be permitted until the new organization and systems have had a chance to prove themselves. A trial period should minimumly be for a six- to twelve-month period. Personnel in the management unit of the Operations Support Division should establish an effective monitoring system with which to identify any significant problems that might be developing and to have the facts available with which to make appropriate adjustments. The Steering Committee should oversee the monitoring process for at least one year.

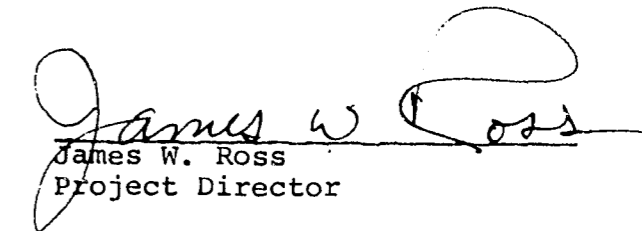
Major stumbling blocks to the reorganization that might be expected include personnel who may be resistant to change; insufficient clerical support; inadequate equipment, both of an administrative and technical nature; and inadequacy of Department facilities. Management capabilities must be improved and it is for this reason that the Department's employment authority has been recommended to be expanded. Additional administrative, management, and clerical support, however, will be required. Also, additional civilianization of positions now occupied by police officers that do not require the power of arrest should be considered. The Department's existing work load seems to indicate that additional police officers may not be required for some time.

Investigative findings from the study of undercover investigative activities indicate the need for additional specialized equipment necessary to conduct undercover investigative activities. There appears to be a need for additional binoculars, spotting scopes, privacy radios, radio chargers, cameras, recorders, and microphones. There is need for improved word processing equipment throughout the Department. Some of these equipment needs may impact on the implementation of this study's recommendations.

In mid-1981, a contract was awarded to Cannell and Chaffin Interiors to conduct a space study of police facilities. The study, however, was restricted to those police operations located in the downtown area only. The results of that study revealed that the police operations studied would require an additional 30,500 square feet in 1983. This study did not incorporate the substantial number of police operations located out of the downtown area.

The Police Department appears to have an extreme shortage of space for all of its operations. Department employment has grown steadily over the years, with modern, but space-consuming, systems and processes being implemented. The Department should conduct a comprehensive space study giving consideration to growth potential, community growth patterns,

siting requirements, and intra-organizational relationships. Once the amount, type, and location of space required is known, the Department should consider the benefit of asking the community to approve a general obligation bond issue with which to finance the design and construction of such facilities.


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Project Director

END