

**Police Department Organizational Assessment**  
**BOROUGH OF CARLISLE, PENNSYLVANIA**



**December 14, 2015**

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# **1. INTRODUCTION AND EXECUTIVE SUMMARY**

In September 2015 the Matrix Consulting Group began the project to conduct an Organizational Assessment of the Carlisle Police Department. This document is the final report of the project team's work and includes chapters on the analysis of the management of the Police Department, evaluation of police operations and investigations. Also included are Appendices from the study process – a Descriptive Profile of the Police Department and the Results of the Employee Survey.

The focus and purpose of this Organizational Assessment was to evaluate the workload, staffing and operations as well as the organizational structure and management systems of the Department. This project comes at a time when management and responsibility for the Department is changing to "Home Rule" in which the Borough Manager will have direct responsibility for supervising the Police Chief and overall management of the Police Department. Assessing the impacts of this change and defining appropriate relationships were among the primary factors in the initiation of this study.

This report provides the analysis and assessment of the organizational structure, effective functioning, operations, staffing, organizational culture and management of the Police Department as well as resulting recommendations. The analysis and recommendations in this report are designed to assist the Carlisle Police Department in making appropriate changes to improve its organizational focus, functioning and service to the Carlisle community.

## **1. METHODOLOGY USED FOR THIS PROJECT.**

To understand and evaluate these issues the project team embarked on a

thorough assessment of the management systems and operations in the Department.

The principal approaches utilized by the project team in this study included the following:

- **Internal Interviews** – members of the project team individually interviewed over 25 staff as part of this study, including managers and supervisors as well as many line staff who were randomly selected by us.
- **External Stakeholder Interviews** – members of the project team also met with external stakeholders including:
  - Each member of the Borough Council
  - The Lieutenant in charge of the Cumberland County Drug Task Force
  - A representative of the Cumberland County Communications Center
  - The Borough Administrator and the Human Resources Director
- **Anonymous Employee Survey** – individual interviews were supplemented by an anonymous on line survey to further elicit views within the scope of this study. Almost all employees in the Department took the opportunity to participate through this input device.
- **Data Collection** – the project team collected a wide variety of external and internal data documenting the structure, operations and organization, including:
  - Policies and procedures
  - Management planning and goal setting
  - Deployment and reassignment processes
  - Disciplinary and internal affairs processes
  - Arbitrator's report regarding the Carlisle Police Association's grievance filed with the Borough of Carlisle regarding an officer's termination
  - Internal investigations
  - Training and career development
  - Internal communications
  - Communication and engagement in the community
  - Human Resources employee files and Department employee files

Throughout this process the project team reviewed findings and issues with Department staff as well as with Borough administration.

## **2. CONTEXT FOR THIS STUDY.**

Over the last two years there have been significant changes that have impacted

the Department:

- The change from an “in-house” dispatching system and dispatchers to contracting with Cumberland County Communications on a common radio system.
- The transition to a new RMS system, CNET (Pennsylvania Crime Network), that is not “user friendly” and requires significantly more time to complete reports.
- The internal stress and public scrutiny that came with the investigation of, firing and re-hiring of an officer.
- Reduced staffing level in 2015 due to the number of Officers that have been off on injuries.
- The re-organization of the Department resulting in the loss of one Lieutenant position and the elevation of a Detective position to a Sergeant position.

These items still affect the Department and employees in varying ways and serve to provide a context for this study.

In the course of a police department review and study the focus tends to be on the areas within the organization where improvement opportunities exist or where change is needed. The following sections provide some positive attributes and also some specific needs and improvement opportunities in the Police Department.

The following section highlights some of the positive attributes of the organization and also summarizes the most important current needs in the Police Department.

### **3. POSITIVE ATTRIBUTES OF THE POLICE DEPARTMENT.**

It can be said of all law enforcement agencies that improvement opportunities always exist, hence the emphasis in many police departments on “continuous improvement” of the organization. The project team believes that it is important at the beginning to provide not only the context of this study, as was done in the previous section, but also some specific positive attributes of the Carlisle Police Department.

These include:

- The Carlisle Police Department has been certified by the Pennsylvania Law Enforcement Accreditation Commission (PLEAC) since June 2011. Initial accreditation and re-accreditation requires extensive internal review of processes and procedures and passing the PLEAC review and audit. Although it takes a significant amount of staff time to maintain accreditation external evaluation has value for police departments.
- The Department's General Orders Manual is generally up to date and policies are reviewed and updated as needed.
- Employees are dedicated to providing high quality service to the community and report that the Department responds to almost all requests for service by members of the community (this was also seen by project team members during observations of operations). A dedicated and engaged staff is one of the most significant factors in providing high quality service to Carlisle residents.
- The Department's employees are generally satisfied employees as evidenced by the following responses:
  - 83% of stated in the survey that their opinions are listened to and considered, and they are kept informed of important Departmental information.
  - A significant majority of employees, 72%, report that there is a positive organizational culture at the Police Department.
  - 82% report that they plan on staying with the Carlisle Police Department for their career.
- The Carlisle Police Department provides a high level of training for its employees. To maintain the needed special operations response capability for Cumberland County the law enforcement agencies staff a regional Special Response Team (SRT) and provide leadership for this group. As the largest police agency in the County, the Department is well represented on the Team and these Officers receive additional special skills training which is valuable for the PD. The Department has been able to provide training with very little use of overtime.
- The Carlisle Police Department has been proactive in seeking grants – they recently received a \$43,000 grant from the federal government for body cameras for Officers.
- The Department has newer, well equipped vehicles and Officers are provided good equipment for the job.

These are positive features for any police department, especially a smaller one. The project team recognizes many of these attributes in the analysis in this report.

#### **4. IMPROVEMENT OPPORTUNITIES AND CURRENT NEEDS IN THE POLICE DEPARTMENT.**

The Police Department also has areas where it should improve as soon as possible as well as other improvement opportunities that should be undertaken, principally in the coming year. Many of the needs and improvement opportunities can be accomplished within the Police Department but others will require working together with Borough administration to accomplish.

The upcoming transition to Home Rule in Carlisle presents a transformational moment for its Police Department. This transition needs to result in more transparency to the community and more accountability for performance. These issues were always important for a police department regardless of size, in today's environment not only in Carlisle but nationally, achieving a high level of transparency and accountability is critical. These are important and all encompassing issues for the Carlisle Police Department. As a result, the project team believes that the most significant and immediate needs in the Department include:

**(1) The Department and the Chief need to address a comprehensive set of 'leadership' issues internally and the Department externally.** The dimensions of this issue include:

- The development of new defining principles internally and externally including Department goals and objectives.
- The development of appropriate mechanisms to communicate internally to staff and externally to the public.
- The development of performance reporting mechanisms to ensure that staff and financial resources are appropriately utilized.

A plan should be developed by the Chief, working with the Borough Manager, in the next six months to address these issues and implemented six months after the plan is developed. The report provides many specific recommendations to address these issues.

**(2) The Department and the Chief need to address issues relating to the handling of citizen complaints and employee disciplinary processes.** The dimensions of this issue include:

- Thorough investigation and documented resolution of all complaints against members of the Department to promote a professional culture and eliminate the perception of “lax command” of the Department.<sup>1</sup>
- Improving the policies governing internal investigations so that they conform to best practices.
- The investigation of complaints by someone other than the Chief.
- Making employee discipline by a supervisor or the Chief more consistent through the use of disciplinary guidelines.

These critical issues should be addressed within the next year. The body of the report has many specific recommendations to address these issues.

**(3) The Borough Administrator, Borough Council and the Chief need to implement changes to the reporting and the accountability for performance and policy.** The dimensions of this issue include:

- The Chief needs to be accountable for meeting internal performance goals.
- The Borough Manager needs to ensure that the Chief and the Department are meeting external service and budget goals.
- The Borough Council needs to be responsible for establishing service goals and funding these goals.

The reporting and management mechanisms defining these relationships should be developed by the Chief, Borough Manager and Borough Council should be developed in the next three months. The body of the report has many specific recommendations to address these issues.

These are critical starting points for any police department. The issues in the

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<sup>1</sup> Arbitrator's report dated March 16, 2015 in the matter of the Arbitration between the Carlisle Police Association and the Borough of Carlisle, p. 111.



past couple of years and the imminent transition to Home Rule provide the catalyst for change.

Several other areas for recommended improvements in the Department are noted below:

- Assign the Detective Sergeant as the Administrative Sergeant.
- Re-align administrative roles to balance the workload among command staff (the Chief, Lieutenant and Administrative Sergeant).
- End the practice of using an “Officer in Charge” as a Patrol supervisor and increase the number of Corporal positions to provide an actual supervisor (Sergeant or Corporal) on Patrol 24/7 which is a law enforcement best practice; eliminate the position of Officer in Charge.
- Conduct a training needs analysis and develop a multi-year training plan that can be used for the Borough to fund necessary training and for the Department to use as a guide to develop and maintain needed skills of Department members.
- The Chief should initiate a process to develop internal targets for supervisory and management training for Corporals, Sergeants and the Lieutenant. Each manager should receive a minimum of 40 hours of training per year that includes leadership, organizational change, community policing and problem solving.
- A police department’s engagement of the community to determine policing needs and desires is needed in all municipal policing agencies. As the head of the Department the Chief should have relationships with a wide variety of stakeholders in the community. In addition to the existing informal relationships with members of the community the Chief should develop formal relationships with stakeholders and at least one service organization.
- Develop internal performance measures that can regularly be tracked and regularly reported (quarterly or semi-annually) to Borough Administration, such as response time to emergency and urgent calls for service, crime rate and crime clearance rate for FBI Part 1 crimes.
- Work with the District Attorney’s Office to improve operations of the Cumberland County Drug Task Force to comply with law enforcement best practices and reduce risk and liability for the assigned personnel and the Borough. Specific needs include supervision of all field operations by a Sergeant and requiring a written operation plan for field operations.

There are additional improvement recommendations made in this report but the

above list represents the more important ones.

## **5. SUMMARY OF RECOMMENDATIONS.**

Throughout this report the project team provides evaluation and analysis of the organization, operations and services provided by the Police Department and, where appropriate, makes suggestions for improvements. The table below provides a summary list all of the recommendations and/or opportunities for improvement that appear in this report.

<b>Recommendations</b>
<b>Chapter 1 – Department Management and Organizational Structure</b>
Review the Department's mission, vision and values statement within the next 18 months, using a representative cross-section of Department employees.
Continue to send supervisors and the Lieutenant to supervisory and management training programs but also identify other possible management training programs for executive level training of management personnel.
The Chief should be tasked with working with the Borough's Human Resources Manager to improve the personnel evaluation system to include specific criteria for evaluating Officers In Charge, Corporals, Sergeants and the Lieutenant. This should include a methodology to prepare supervisors and managers to perform their functions successfully as well as assume the responsibilities of their supervisor when needed.
Develop a mentoring program where those interested have the opportunity to work with a person in a higher rank to develop additional job skills and also gain knowledge of the the responsibilities of higher ranking positions in the Department.
Formally assign the Detective Sergeant as an Administrative Sergeant to provide additional assistance in accomplishing administrative and operational tasks.
The Department should reassign job responsibilities to better distribute management and administrative responsibilities among the Chief, Lieutenant and Sergeant positions.
Revise the job descriptions for Chief, Lieutenant, Administrative Sergeant and Sergeant to reflect new roles and responsibilities.
Create two additional Corporal positions to provide 24/7 supervision of Patrol by either a Sergeant or a Corporal; eliminate the "Officer in Charge" positions. The approximate additional salary cost is \$4,000 annually.
The Chief should initiate a process to develop internal targets for supervisory and management training. Each manager should receive a minimum of 40 hours of training per year that includes leadership topics, organizational change, community policing and problem solving.

Recommendations
The Department and the Borough need to support new supervisor and manager training on promotion to a new position.
The Chief should be tasked with hosting a training needs assessment process and developing a 1-3 year training plan for the Department. This process should be with the cooperation and participation of the Human Resources Department and be able to be funded by the Borough.
The Department should purchase a software program to manage all Department training and training records.
The Borough Manager and Police Chief should develop an annual process to establishing relevant performance goals and measures for the Department.
The Chief should provide a semi-annual report to the Borough Manager and Council regarding Department performance of established goals.
The Police Chief should be informally and formally involved with community members and service organizations.
The Police Chief, Lieutenant and Sergeants should develop relevant performance measures for the Department to evaluate activities and service on a monthly or quarterly basis.
The Police Department should dedicate a portion of one or more front desk 'dispatchers' with the responsibility to compile the more important performance indicators in an internal monthly report.
The Chief should not be the primary investigator of any IA but should assign a Sergeant or other appropriate person to investigate the allegations and report back to the Chief.
The Department's Internal Affairs policy should provide additional guidance for these investigations by revising the current policy to include the items suggested above.
The Department should develop an Internal Affairs process checklist to ensure files have all of the needed documentation.
Locate an appropriate Internal Affairs training course and send at least two supervisors within the next four months.
The Chief should implement a Discipline Decision Guide or "matrix" that is in accordance with the State laws and City policies.
The Borough Human Resources Manager, Police Chief and Lieutenant should develop a policy regarding appropriate documentation included in both the HR and the Police Department Personnel Files that conforms to best practices.
The Human Resources Manager should provide training to appropriate Police Department staff to ensure that they understand the appropriate file format and the practices for appropriately maintaining departmental and Borough personnel files.
The Human Resources Manager and the Police Department should make sure that every employee has signed policy acknowledgement documents on file.

Recommendations
Police Department personnel files should only be accessible to and the employee's direct chain of command, Department managers and supervisors, authorized Human Resources staff and legal advisors.
All Police Department managers and supervisors staff should sign a standardized confidentiality agreement.
Any Police personnel files retained in the Department should remain in locked cabinets in the Chief's Office or other secure location in the Department.
Human Resources Manager should supervise the viewing of any employee files requested, and that person making copies of any documentation requested.
The Human Resources Manager should maintain detailed records of all record requests and any copies made from files.
With the transition to Home Rule the relationships between the Chief, Borough Manager and Council need to be defined to foster transparency and accountability to the public as well as ensure that performance targets are reported.
<b>Chapter 2 – Patrol Operations</b>
Review patrol utilization on a quarterly basis in order to track the proactivity of patrol units in addressing issues and engaging within the community.
Make no changes to the number of staff assigned to patrol functions.
The front desk 'dispatchers' should be reclassified as Police Service Aides and, while continuing to provide assistance to the public who come to the police facility, phone in requests for service should be transferred to Cumberland County Communications.
<b>Chapter 3 – Investigations</b>
Maintain current staffing in the Criminal Investigations Section. Since one of the Detectives is on a long term disability resolve that issue as soon as possible. Alternatively, backfill the position from patrol or authorize an overfill or temporary position until that long term disability is resolved at which time that position would become permanent.
As part of this resource issue, once the second full time detective is on board, return the Drug Task Force Detective to full time in that capacity.
Finally, once the second full time detective is on board cease the practice of the Sergeant handling cases on an overflow basis.
Investigations needs to strengthen its case management processes to manage detective workloads and investigations handled by patrol officers. This includes improvements in case assignments between investigations and patrol, as well as case monitoring once assignments are made.
Patrol supervisors need to be trained in effective case management approaches.
Utilize the "Dispatcher" positions for C-NET data management.

Recommendations
Continue to work with regional partners to improve C-NET so that it can be utilized as an effective case management system.
The Police Chief should meet with the Cumberland County District Attorney to discuss the need for proper supervision of Task Force operations and written operations plans for street actions.
Once the second Detective position is filled on either a temporary or full time basis, the Drug Task Force Detective should be dedicated to that effort full time except in unusual circumstances.

## **2. ASSESSMENT OF DEPARTMENT MANAGEMENT AND ORGANIZATIONAL STRUCTURE**

This chapter provides an analysis and evaluation of the current management practices and the organizational structure of the Carlisle Police Department and identifies the improvement opportunities and the project team's suggestions where applicable.

In reviewing both the immediate and longer range management needs of the Police Department, the project team focused on the organization's stated mission and goals, the roles of management in the Department, policies and procedures development and use, internal and external reporting of performance. It also includes evaluation of employee performance evaluations, training and career development and the internal affairs process.

This chapter reviews and evaluates the Police Department's leadership, organizational structure, training, internal and external reporting of performance, investigation of citizen complaints, personnel file maintenance and some aspects of operations management.

The next sections evaluate several important areas of management operations and a significant change that will occur in Borough oversight of the Police Department in 2016.

### **1. THERE ARE ORGANIZATIONAL LEADERSHIP ISSUES WHICH NEED TO BE ADDRESSED.**

There are many facets of leadership within an organization that provide appropriate and effective motivation, guidance and accountability for all employees.

The leadership facets discussed in this section include revising the current mission statement, internal communication and improving a career development plan and mentoring process. Each of these topics are discussed and recommendations are summarized at the end of the section.

**(1) While the Carlisle Police Department Has an Organizational Mission Statement It Needs to Be Simplified and Updated.**

The Carlisle Police Department currently has a mission statement which reads:

*The principal mission of the Carlisle Police Department is to preserve the rights of citizens and reduce fear in the community through the 1) prevention of crime, 2) protection of persons and property, 3) maintenance of public order, 4) enforcement of applicable laws and 5) to anticipate and respond to events that threaten public order and the protection of life and property. It is essential that all members keep in mind that in the execution of their duties they act not for themselves but for the good of the public. Members shall respect and protect the rights of individuals and perform their services with honesty, zeal, courage, discretion, fidelity, and sound judgment.*

*Police Officers must seek and preserve public confidence by demonstrating impartial service to law, and by offering service and trust to all members of the public.*

*It is the expressed policy of this department that police officers shall use force only when the exercise of persuasion, advice and warnings are found to be insufficient to obtain cooperation to an extent necessary to secure observance of the law or to restore order and to use only the minimum degree of physical force which is necessary upon any particular occasion for achieving a police objective.*

While it is understandable to have an all-encompassing mission statement, this is not its purpose.

Mission statements are helpful to organizations in providing an external focus for

their efforts in working with the community and also an internal organizational focus toward employees. The Carlisle Police Department's mission statement provides clear statements of the Police Department's plan in serving the community; it is also goes beyond the general purpose of mission statements when addressing use of force (which is a guiding principle but should not be included in a mission statement any more than purposing to conduct police pursuits as safely as possible). However, this statement does not include an internal focus on employees by the Borough and Department. Mission statements are only valuable if they have the "buy in" and ownership of current employees. This typically means that they need to be re-visited every five years. While there is no date on the mission statement it is general consensus that it was created more than five years ago and therefore it would be valuable for today's employees to have the opportunity to develop a collective organizational focus for the future.

The development of a relevant and current mission statement is valuable to an organization and it does not have to be a painstaking process to revise or adopt a new mission statement. The "way" or process that is used to develop the mission statement and choosing goals is just as important to employees, if not more important, than the final product. Selecting a cross-section of the organization to help draft new defining statements is important so that the goals will reflect all levels of the Department. Clear and succinct organizational goals are one of the important factors in developing a focus and direction of the Department to the community and also to employees. Reviewing and updating these goals in the next 12-18 months is a step that will be important to do to maintain a relevant mission statement for current employees and those more recently hired.



**(2) While The Department Has Internal Meetings Among Command and Supervisory Staff There Are Issues with Frequency and Accountability.**

While most members of the Department responded in the survey that they have the information to do their job, it is important for command staff to frequently and clearly communicate with their “direct reports” in informal and formal settings. While it is easier to communicate with everyone in small organizations and it is common for line level employees to interact with the Chief, it should not be relied upon as the primary method of communication. Communicating effectively in police organizations (particularly due to the 24/7 work schedules) takes a significant amount of time and diligence to keep all employees reasonably informed of decisions and general information in a timely manner.

The Chief and Lieutenant formally meet with the Sergeants 4-5 times per year. In a Department the size of Carlisle these should be formally set on a bi-monthly basis (i.e., every two months). The Chief, Lieutenant and Detective Sergeant also meet informally every week to keep updated on projects, issues, work tasks and future plans. Additionally, the Lieutenant typically meets individually and regularly with all five Sergeants and Detectives to maintain communication updates on work tasks.

Although it is difficult to schedule a time for the Lieutenant to meet with all of the Sergeants it would be valuable to have quarterly formal meetings during the year to discuss crime analysis reports and crime trends, develop strategies to address crime and neighborhood concerns, identify performance measures and report on them. The SARA (Scanning, Analysis, Response, Assessment) is a simple and effective problem solving methodology that may be employed for many projects and tasks which should be adopted to provide structure to this.

**(3) Leadership Training, Career Development, Employee Evaluation and Succession Planning Are Poorly Addressed in the Department.**

Advanced training for law enforcement employees and managers is critical to ensure ethical behavior, effective functioning and the overall health of an organization. Perishable skills training for line level personnel is important and necessary to provide basic police services. Advanced training courses for development of Sergeants and police managers typically are longer courses that result in more time away from the workplace (and also more work for the individual) but are critical in developing good leadership and management skills. Outside training is important to maintain currency in the profession, develop effective problem solving abilities and an outward focus for the Department. The Department participates in many advanced training programs sponsored by various public and private vendors, but management and supervisory training is deficient. More will be said later in this report about the need to develop and fund a formal training plan.

The Department evaluates employees every six months using one form for all employees. Employees report and the files show that evaluations are completed according to schedule. The evaluation areas are comprehensive for sworn line level employees but the form does not have additional categories for supervisory or management skills for higher ranks. While the Department is included in the general Borough-wide evaluation system, the development of additional evaluation criteria or a separate form to evaluate Corporals, Sergeants and the Lieutenant would be beneficial in the evaluation of job performance for supervisors and assisting them in identifying any areas where improvement may be needed.

Career development and succession planning often tend to be informal

processes in small Departments but should have some formal aspects to ensure that all employees interested have the opportunity to participate and learn. This is true in the Carlisle Police Department. The argument can be made that career development and succession planning is more important in small Departments as there are fewer employees in the “pool” to step up to the next level. Supervisors and managers must be able to perform at the next higher level of the organization in the event a vacuum occurs. A mentoring program is often one of the processes used to help organizations develop proficiency of employees in their current rank but also to provide employees with coaching and exposure to additional job responsibilities in preparation for promotional opportunities. A formal program with identified/trained mentors to expose Officers, Corporals and Sergeants to the role and duties of the next higher rank would be beneficial to CPD. This is particularly important for Corporals as they are the most likely candidates for promotion to Sergeant.

Establishing a mentoring program for new employees as well as newly promoted personnel would be a positive step to ensure personnel at all levels in the CPD are successful in their positions. A mentoring program helps build relationships that promote professional growth, inspire personal motivation and enhance the effectiveness of service to the community. The best reason for creating a formal mentoring process is that every employee is afforded the opportunity and benefit of mentoring and this promotes loyalty and inclusiveness within the organization. The International Association of Chief of Police (IACP) identifies the following steps as being needed to institutionalize a mentoring program:

- Teach mentoring skills to all employees (sworn and civilian). The Chief must demonstrate and support total agency mentoring. Establish a formal new hire

mentoring process:

- Appoint a mentor coordinator
  - Identify employee workgroup to develop the mentoring process
  - Draft mentoring policies and procedures
  - Define mentor / protégé roles and responsibilities
  - Select and train mentors
  - Pair mentors and new hires
  - Evaluate and fine tune process
- Create career development mentoring system:
  - Identify command coordinator
  - Identify supervisory workgroup
  - Draft career planning/goal setting policies and procedures
  - Define mentor/protégé roles and responsibilities
  - Select and train mentors and protégés.
  - Pair mentors and protégés
  - Evaluate and fine tune process
- Succession planning:
  - Chief mentors the Lieutenant and the Administrative Sergeant
  - Lieutenant mentor supervisors
  - Supervisors mentor line employees
  - Officers/civilian employees mentor colleagues and new hires.

This type of mentoring program in small Departments should not be time consuming or burdensome for administrators but rather a sponsored and directed process where employees are provided an opportunity to gain job knowledge of other ranks in the Department.

***Recommendations:***

***Review the Department's mission, vision and values statement within the next 18 months, using a representative cross-section of Department employees to participate in this process.***

***Continue to send supervisors and the Lieutenant to supervisory and management training programs but also identify other management training programs for executive level training of management personnel.***

***The Chief should be tasked with working with the Borough's Human Resources***

***Manager to improve the personnel evaluation system to include specific criteria for evaluating Officers In Charge, Corporals, Sergeants and the Lieutenant. This should include a methodology to prepare supervisors and managers to perform their functions successfully as well as assume the responsibilities of their supervisor when needed.***

***Develop a mentoring program where those interested have the opportunity to work with a person in a higher rank to develop additional job skills and also gain knowledge of the the responsibilities of higher ranking positions in the Department.***

Development of Department defining principles does not by itself provide the leadership needed; addressing leadership development through training and mentoring does not either. Leadership issues are pervasive in the Department. The next sections of this chapter continue to evaluate issues relating to critical management systems issues in the Carlisle Police Department.

## **2. ORGANIZATIONAL STRUCTURE CHANGES ARE NEEDED AS WELL AS A CHANGE IN DEPARTMENT ROLES AND RESPONSIBILITIES TO BETTER BALANCE WORKLOADS FOR MANAGEMENT AND SUPERVISORY STAFF.**

The current structure of the Police Department budgets the following management and supervisory staff: one Chief, one Lieutenant, five Sergeants and four Corporals. Prior to 2014 there were two Lieutenant and four Sergeant positions. The new Sergeant position added in 2014 was in some measure to compensate for the loss of a Lieutenant's position. The new Sergeant was assigned as the Detective supervisor but has ended up also spending a significant portion of his time handling administrative tasks due to the volume of tasks that must be accomplished.

### **(1) Management and Supervisory Roles and Structure Need to Be Changed.**

Although the Carlisle Police Department is a small organization there still are a significant number of administrative and operational responsibilities and tasks that must be performed by management staff. However, currently, there is an imbalance of duties

and responsibilities between the two top managers in the Department – the Chief and the one Lieutenant. The Lieutenant now is tasked with most of the operational and administrative duties that were previously handled by two Lieutenants. The current allocation of duties between the Chief and Lieutenant is shown below:

Work Unit	Classification and Authorized Staffing		Key Roles and Responsibilities
<b>Office of the Chief</b>	Chief	1	<ul style="list-style-type: none"><li>• Provides the overall leadership, guidance, management and administration of the Department personnel and police services.</li><li>• Manages and coordinates police services in the Borough to meet objectives set by the Mayor.</li><li>• Supervises the Lieutenant.</li><li>• Supervises the full time Administrative Assistant.</li><li>• Reviews policies / procedures, goals / objectives.</li><li>• Develops and maintains good working relationships with peers in the regional and state law enforcement community.</li><li>• Develops and maintains relationships with business leaders, community leaders and school officials.</li><li>• Performs routine administrative functions in the day to day management of the Department.</li><li>• Determines outcomes in internal affairs investigations; will follow up or reassign.</li></ul>

Work Unit	Classification and Authorized Staffing		Key Roles and Responsibilities
	Lieutenant	1	<ul style="list-style-type: none"> <li>• Reports to the Chief of Police.</li> <li>• Supervises the four (4) Patrol Sergeants and one (1) Detective Sergeant.</li> <li>• Supervises the part time Administrative Assistant.</li> <li>• Functions as the State Accreditation manager (and assisted by light duty personnel).</li> <li>• Develops patrol schedule.</li> <li>• Responsible for management of risk; Department liaison on workers comp issues.</li> <li>• Monitors performance/productivity standards of staff to ensure compliance with policy.</li> <li>• Reviews and develops policies and procedures, goals and objectives.</li> <li>• Coordinates the recruiting, hiring and promotional processes for the Department.</li> <li>• Interfaces with other law enforcement agencies, including Dickenson College, the Army War College, County, local and State agencies.</li> <li>• Oversees budget development for the Police Department.</li> <li>• Coordinates building and fleet maintenance; assists with information technology issues with the Detective Sergeant.</li> <li>• Keeps the Chief informed of significant or newsworthy incidents.</li> <li>• Responsible for the Department training program, ensuring that training goals are met and officers receive mandated and desired training.</li> <li>• Secondary position for property and evidence.</li> <li>• Works on other special projects.</li> </ul>

The recent re-organization requires that all of these tasks be reassessed and reallocated, something that was not addressed completely when the organizational change was made. Responsibilities are not balanced, resulting in the Lieutenant carrying a great management load, the Detective Sergeant being brought into administrative roles as well and the Chief not sharing equally in these responsibilities. It is common in smaller Departments for the Police Chief to have direct responsibility for some administrative and operational tasks to relieve some of the workload from other managers.

The project team evaluated whether a new administrative position is needed –

either a second Lieutenant or an Administrative Sergeant. The project team has concluded that for a department the size of Carlisle's, it is reasonable to retain the current allocation of positions but reassign the Detective Sergeant as an Administrative Sergeant – a role that he has already partly undertaken due to the needs in the Police Department. This will require a formal reallocation of the administrative and operational duties among the Chief, Lieutenant and Administrative Sergeant – both the Chief and Administrative Sergeant should be assigned some of the duties and responsibilities current assigned to the Lieutenant. This will require a greater involvement of the Chief in daily operations of the Department.

Additionally, Patrol Sergeants and even Corporals can have more assigned collateral duties to assist in the administrative management of the Department and to provide important career development opportunities for them.

The following matrix provides suggestions for the responsibilities and tasks for the Chief, Lieutenant, Sergeants and Corporal positions.



Position	Job Responsibilities and Tasks
Chief	<ul style="list-style-type: none"> <li>• Supervise, mentor and develop the Lieutenant, Administrative Sergeant and Administrative Assistant.</li> <li>• Perform routine administrative functions in the day to day management of the Department.</li> <li>• Works closely with the Lieutenant and Administrative Sergeant to coordinate supervision of staff; assists on tasks and projects as needed.</li> <li>• Create or revise the Department's job description paperwork for Chief, Lieutenant, and Administrative Sergeant.</li> <li>• Develops and oversees the PDs succession planning and mentoring program</li> <li>• Chairs the committee that develops the new mission statement for the Department.</li> <li>• Works with the Borough Manager to develop the annual goals for the Department.</li> <li>• Oversees budget development.</li> <li>• Assigns and reviews all Internal Affairs investigations; makes findings and imposes discipline.</li> <li>• Reviews policies and procedures, goals and objectives; individual responsibility for some policy development (e.g. body cameras).</li> <li>• Department liaison on workers compensation cases and issues.</li> <li>• Develops and maintains good informal and formal working relationships with local business leaders, community leaders and school officials.</li> <li>• Develops and maintains good working relationships with peers in the regional and state law enforcement community.</li> </ul>
Lieutenant	<ul style="list-style-type: none"> <li>• Reports to the Chief of Police.</li> <li>• Supervises the four Patrol Sergeants and one part time Administrative Assistant.</li> <li>• Works closely with the Administrative Sergeant and assists on tasks and projects as needed.</li> <li>• Oversees the Cumberland County Communications contract and ensure that the Patrol Sergeants maintain liaison with County Communications supervisors to resolve issues and improve service.</li> <li>• Liaison with the Fire Police.</li> <li>• Functions as the State Accreditation manager.</li> <li>• Monitors performance/productivity standards of staff to ensure compliance with policy.</li> <li>• Reviews and develops policies and procedures, goals and objectives.</li> <li>• Coordinates the recruiting, hiring and promotional processes for the Department.</li> <li>• Interfaces with other law enforcement agencies, including Dickenson College, the Army War College, County, local and State agencies.</li> <li>• Coordinates building and fleet maintenance; assists with information technology issues with the Detective Sergeant.</li> <li>• Keeps the Chief informed of significant or newsworthy incidents.</li> <li>• Responsible for the Department training program, ensuring that training goals are met and officers receive mandated and desired training.</li> <li>• Secondary position for property and evidence.</li> <li>• Works on other special projects as assigned.</li> </ul>

**BOROUGH OF CARLISLE, PENNSYLVANIA**  
**Organizational Assessment of the Police Department**

Position	Job Responsibilities and Tasks
Detective / Administrative Sergeant	<ul style="list-style-type: none"> <li>• Reports to the Chief of Police.</li> <li>• Supervises Detectives and manages their workload.</li> <li>• Works closely with the Lieutenant and assists on tasks and projects as needed.</li> <li>• Develops a training plan and manages all Department training.</li> <li>• Primary responsibility for managing the fleet, equipment, uniforms and technology.</li> <li>• Functions as the Department's representative on the CNET users group.</li> <li>• Conducts Internal Affairs Investigations</li> <li>• Reviews written work and reports of Officers for completeness and quality.</li> <li>• Works on other special projects as assigned.</li> </ul>
Patrol Sergeants (4)	<ul style="list-style-type: none"> <li>• Report to the Lieutenant (and directly to the Chief in the absence of the Lt.)</li> <li>• Supervises Corporals and Police Officers on patrol to ensure field resources are being utilized properly to address problems in the Borough.</li> <li>• Act as the Watch Commander for their shift.</li> <li>• Develops and manages the patrol schedule; receives/approves all leave requests.</li> <li>• Oversees daily patrol operations to ensure adequate staffing in the field.</li> <li>• Identifies issues and problems requiring proactive police attention and develops directed patrol efforts to address these issues.</li> <li>• Ensures that Officers daily work assignments and reports are completed.</li> <li>• Responds to routine and major incidents; coordinates field responses as appropriate.</li> <li>• Keeps the Chief and Lieutenant informed of significant or newsworthy incidents.</li> <li>• Reviews written work and reports of Officers.</li> <li>• Coordinates with Investigations Sergeant on field incidents involving response of Detectives.</li> <li>• Conducts regular reviews of Officers performance in the field and written work.</li> <li>• Trains, counsels, mentors and audits employees' performance; takes corrective or disciplinary action.</li> <li>• Some Sergeants also have collateral responsibilities (e.g. SRT supervisor).</li> </ul>
Patrol Corporals (4)	<ul style="list-style-type: none"> <li>• In the absence of the Sergeant a Corporal is the shift supervisor and responsible for the supervisory activities described above.</li> <li>• When both a Sergeant a Corporal are on duty the Corporal is responsible for direct patrol duties as performed by an Officer.</li> <li>• Some Corporals also have collateral responsibilities (e.g. firearms instructor).</li> </ul>
Administrative Secretary	<ul style="list-style-type: none"> <li>• Provide clerical and administrative support to the Chief, Lieutenant and Administrative Sergeant.</li> <li>• Type transcripts of Internal Affairs and other tape recorded statements.</li> <li>• Collect and report the UCR crimes to the State monthly.</li> <li>• Maintain Department files (e.g., incident reports, accident reports, etc.).</li> <li>• Make copies of reports for citizens.</li> <li>• Maintain intern files, primarily for ride longs.</li> <li>• Process various permits such as transient vendors and special events.</li> <li>• Other projects and duties as assigned.</li> </ul>

The above matrix is a more reasonable allocation of duties assuming the formal re-assignment of the Detective Sergeant as the Administrative Sergeant. It is intended to distribute all of the necessary administrative and management tasks to appropriate

positions in the Department. This matrix should be considered a first draft that is subject to modification as needed. Once the job tasks are determined it will be necessary to revise the formal position classifications to reflect the current responsibilities and specific tasks for each position.

**(2) Field Supervision Should Be Accomplished with Sergeants and Corporals with the Officer-in-Charge Classification Phased-Out.**

Adequate and effective field supervision is critical for any police department and the scrutiny that police departments are under today makes this more important than ever. Currently, the Carlisle Police Department has three levels of supervisors or staff that can fill in for supervisors – Sergeants, Corporals and Officers in Charge. Current practice is that a Sergeant, Corporal or Officer in Charge may be designated as the supervisor of a patrol shift. The position of Officer in Charge (OIC) is intended to give OICs greater exposure supervision duties and responsibilities under the guidance of the Sergeant or Corporal on their team. The OIC positions do not require a formal promotional process, as is required for Corporal and Sergeant, but are based on a memo of interest, command staff evaluation and appointment by the Chief. The seniority and experience level of OICs may vary greatly. OICs do not have a formal training program but are sometimes sent to supervisor schools. The OIC will function as the shift supervisor when the Sergeant and Corporal assigned to the shift are both gone. The project team estimates that 15% - 20% of the shifts during the year are supervised by an OIC. The project team evaluated the need for additional Corporals that will allow 24/7 supervision of patrol operations by an actual supervisor – by either a Sergeant or Corporal.

As noted above, field supervision is one of the most critical in any law

enforcement organization and a formal process to test, select, train and mentor supervisors is a law enforcement best practice. The field supervisor is responsible for routine call management and the work of Officers in the field but also for management of critical incidents that may occur and related decision making. Holding Officers accountable for their work and use of time is an important supervisor function and very difficult to do by another Officer who is their peer most days of the year.

The project team recommends that Carlisle take the necessary steps to eliminate the position of OIC and provide additional full time Corporal positions to provide the needed full time supervision on Patrol. This is not a recommendation to increase the total number of positions on Patrol but rather upgrading two OIC positions to Corporal. The additional cost of upgrading two positions from Officer to Corporal is approximately \$4,500 per position (approximately 6.9% higher than an Officer's pay rate) minus the \$1,250 annual cost savings from the elimination of the OIC positions. The total approximate salary cost will be \$4,000 (\$9,000 minus \$5,000 savings for elimination of OIC positions).

***Recommendations:***

***Formally assign the Detective Sergeant as an Administrative Sergeant to provide additional assistance in accomplishing administrative and operational tasks.***

***The Department should reassign job responsibilities to better distribute management and administrative responsibilities among the Chief, Lieutenant and Sergeant positions.***

***Revise the job descriptions for Chief, Lieutenant, Administrative Sergeant and Sergeant to reflect new roles and responsibilities.***

***Create two additional Corporal positions to provide 24/7 supervision of Patrol by either a Sergeant or a Corporal; eliminate the "Officer in Charge" positions. The approximate additional salary cost is \$4,000 annually.***

**3. THE CARLISLE POLICE DEPARTMENT PROVIDES A SIGNIFICANT LEVEL OF TRAINING FOR SWORN STAFF.**

Two related areas are addressed in this section – the development and funding of a Police Department training plan and providing a system to adequately manage all training records of the Department and employees.

**(1) The Carlisle Police Department Provides a High Level of Training to Officers but Development of a Training Plan is Needed to Focus Future Training on the Highest Priorities.**

Training is often driven by state mandates and Department priorities for many of the hours as it is necessary to provide refresher training for defensive tactics, handcuffing, firearms, slow speed and emergency driving, ethics, use of criminal history automated systems, harassment, first aid and CPR to name just a few topic areas. The in-service training courses provided by CPD are appropriate and cover needed topics.

Carlisle Police Officers receive an average of over 115 hours of training per year. The following table shows the types of training provided and the number of hours – these hours are from estimates provided by staff based on required mandates of the Pennsylvania Municipal Police Officers Education and Training Commission (MPOETC) and Department provided training classes.

Type of Training	Hours
Annual Department In-Service Course	40
MPOETC (State Mandated)	16
Firearms Qualifications	8
“Away” Training Courses	20
Special Response Team (SRT)	33
<b>Estimated Total</b>	<b>117</b>

The annual Department In-Service Course has been 40 hours but in 2016 the Department has increased it to 80 hours to provide additional training for active shooters (20 hours) and Mobile Field Force tactics – crowd control (20 hours). This

'average' is comparatively high for a police department.

However, this 'average' number of training hours includes Special Response Team (SRT) training which is only provided to the seven Carlisle Officers who are on the regional SRT. This is a significant commitment by Carlisle to the SRT but the project team concurs that it is necessary for Cumberland County to have these special skills when critical incidents occur. The seven Carlisle Officers each receive approximately 136 hours annually of SRT training (one day per month and two weeks annually, minus average absences) or a total of 952 training hours which averages 33 hours for all 29 CPD sworn staff (not including the Chief and Lieutenant).

With SRT factored out of 'average' training, the other 22 CPD sworn staff receive approximately 84 hours of training annually. This is still "above average" for police departments but is a positive feature of the Department as it provides a higher level of refresher skills and other training opportunities.

Officers also have the opportunity to attend "away" training courses that the Department sends them to develop/improve a needed skill or an Officer may initiate the training request and, with approval from management, attends the training course in lieu working their patrol shift(s). Some Officers may attend several courses in a year while others may not attend any – 20 hours is the estimate average for all 29 sworn staff.

While 84 hours is a significant level of training hours, the Police Department schedules training so that it does not require the use of overtime funds to accomplish it. The firearms training and MPOETC training is conducted during an Officer's shift or when other Officers can provide field coverage. The annual 40 hour in-service course is given two or three times so that groups of Officers can attend on straight time hours.

Overall, the CPD has done a very good job of providing this level of training using only straight time hours.

**(2) Training of Supervisory and Management Personnel Should be Improved.**

Carlisle Police Department General Order 33.8 provides guidance for career development within the Department and training of supervisors (defined in the policy as Lieutenants and Sergeants). Although it is not mandated by Pennsylvania law, the policy also specifies that newly promoted supervisors and managers attend a supervision / management course provided by Penn State University within the first year after promotion. However it appears that attendance at these courses may not always occur as some reported they did not receive this supervisory training. A guided training program for new supervisors is a critical need in the development of new supervisors to help in the transition from a line level employee to supervising line level employees. Even though the Department has been accredited through the Pennsylvania Law Enforcement Accreditation Commission (PLEAC) the accreditation agencies offer few specific guidelines for management and supervisory training. While entities such as the Federal Bureau of Investigation, the Southern Police Institute and the Northwestern University Center for Public Safety offer management academies, opportunities which command staff in the past have availed themselves of, this training does often not address the daily demands of managing police services in a municipal environment.

All supervisory and management personnel should minimally receive appropriate training in the following categories:

- Leadership and Organizational Change.
- Community Policing and Problem-Solving.

- Performance management.
- Discipline and Ethics.

The courses specified in G.O. 33 provide education in some of these areas. As with line staff, the Sergeants and Lieutenant should receive a minimum amount of training – on management and leadership issues. An effective best practice target could be established at 40 hours per year on ‘leadership’ and ‘management’ topics for management and administrative personnel. This training would be in the place of non-mandated, non-management topics. The Chief should initiate a process to develop internal targets for supervisory and management training for Corporals, Sergeants and the Lieutenant. Each manager should receive a minimum of 40 hours of training per year that includes the topics listed above.

**(3) A Department Training Needs Assessment Should Be Conducted to Develop a Training Plan.**

Although Officers are provided over 100 hours of training during the year the Department has not developed a formal training plan to guide the type and amount of training that is most needed. The project team recommends that Departments regularly (every 2 years) conduct a training needs assessment and develop a plan to accomplish the necessary annual “perishable skills” training and also courses to improve/increase skill levels of managers, supervisors and line level employees. The needs assessment should provide direction and guidance for what training will be provided over the next 1 – 3 year budget cycle. A training needs assessment must be a cooperative effort of the Borough and Police Department as any plan decided upon must be able to be funded by the Borough to accomplish it.

Training of 1<sup>st</sup> line supervisors is a major need in the Department and should be



given high priority in the training plan. The Borough and Department must make a concerted effort to provide needed training for new Sergeants that will provide a successful transition to this very important supervisory position. When a person is promoted to Sergeant there should be specific steps to be accomplished during the first year after promotion – this should include schools, training and coaching. Well trained and confident supervisors will help ensure that line staff are properly supervised and productive during their work hours.

A formal training plan for managers (Chief and Lieutenant positions) should also be identified and funded. The Carlisle Police Department has sent managers to courses put on by the FBI's LEEDA (Law Enforcement Executive Development Association), the Advanced Leadership Consortium for 21<sup>st</sup> Century Policing that focus on advanced leadership skills and also risk management courses taught by Gordon Graham (a well known police and private industry instructor) and the FBI National Academy. All of these courses are beneficial to managers to increase their skills in effectively running a police organization.

**(4) Software Is Needed to Manage Training Records.**

All Police Departments as a best practice must maintain comprehensive records of training that is provide by the Department as well as all training that employees have attended. Currently the Carlisle Police Department does not have an adequate training records system and is just starting to create a file folder record of employees training. Keeping a hard copy file with copies of training certificates and classes attended is important but a comprehensive computer software program is essential to adequately track Department training and employee training. Software for police agencies have

been in use by agencies for many years are user friendly, thorough and cost effective. In addition to having a data base of all records the system will pro-actively notify the training manager anytime an Officer has not completed necessary recertification classes. One of the programs available in Pennsylvania is "Power DMS" which also integrates some on-line training and documents an Officer's completion of the training segments. Whatever software program is selected, purchasing one that best meets the Department's needs should be given a high priority.

***Recommendations:***

***The Chief should initiate a process to develop internal targets for supervisory and management training for these staff members. Each manager should receive a minimum of 40 hours of training per year that includes leadership topics, organizational change, community policing and problem solving.***

***The Department and the Borough need to support new supervisor and manager training on promotion to a new position.***

***The Chief should be tasked with hosting a training needs assessment process and developing a 1-3 year training plan for the Department. This process should be with the cooperation and participation of the Human Resources Department and be able to be funded by the Borough.***

***The Department should purchase a software program to manage all Department training and training records.***

**4. EXTERNAL AND INTERNAL REPORTING OF PERFORMANCE NEEDS TO BE IMPROVED, ESPECIALLY NOW THAT THE BOROUGH IS TRANSITIONING TO A NEW GOVERNANCE MODEL.**

On January 1, 2016 the Borough of Carlisle is transitioning to "Home Rule" in which the Police Chief will no longer solely report to the Mayor but will administratively report to the Borough Manager with policy oversight the responsibility of the Borough Council. This transformational event will be dealt with more fully later in the report. However, the Departmental transparency that will be required in this new governance

model needs to be dealt with in a specific context.

When referring to “external” reporting the project team is referring to any and all reports and information that are provided to others outside of the Police Department – this includes the Borough Manager, Council, Department website and other entities such as neighborhood associations. The first external reporting discussed in this section is to the Borough.

**(1) Establishing Goals for the Police Department Needs to Be Established in the Process of Redefining the Role of the Department in the Community.**

As part of the Borough planning process described earlier in the report, the Police Chief and the Borough Council meet to develop a more comprehensive set of goals for the Police Department. The following four goals were developed in February 2014 for calendar years 2014 and 2015:

- Achieve a High Level of Citizen Satisfaction Regarding Police Services.
- Increase Efficiency and Effectiveness in the Delivery of Police Services.
- Review and Update as Necessary Department Policies Pertaining to Professional Standards.
- Decrease Part I Crimes by 5% Per Year for 2014 and 2015 and meet or Exceed the Cumberland County average of 33% Part I Crime Clearance Rate.

For each of these goals there were also specific “strategies” established that define specific steps to be taken in the achievement of the goal.

The goal setting process is an integral step for the Police Department to communicate with the Council and understand their priorities in providing service to the community. This process creates the opportunity for communication between the Council, Borough Manager and Police Management and can help to educate Council Members about police operations, create trust and demonstrate professional

management of the Department. It is important for a community, Borough Council and Borough Manager to established service goals for the Police Department that are able to be measured and the performance results reported back to each of these entities. However, except for very large metropolitan areas, most municipalities have part time Council members that typically do not have experience in providing direction and guidance for police departments. Therefore, it is important for Borough Managers and Police Chiefs to work with Council members in establishing appropriate and meaningful goals and periodically report on progress toward meeting those goals.

The fourth goal, decreasing the crime rate, is very clear, specific and can easily be measured and reported by the Department to the Borough Manager and Council – this is the type of goal that if kept for multiple years can establish a historical record that serves as a base to know whether or not the Police Department is effective in delivering services to the community. The project team recommends these type of goals be maintained and reported on semi-annually.

Another similar goal is establishing target response times to emergency calls for service and to urgent calls for service. A measure such as this should have two parts – for example a targeted total response time of 5 minutes to emergency calls for service (from the time the call was received in the County Communications until the first Officer arrived at the scene) and Police Department travel time of 4 minutes to emergency calls (from the time the call was dispatched to an Officer until the first Officer arrived at the scene). Similar response time targets could be established for urgent calls for service. Again, these measures should be established and reported semi-annually.

**(2) There Is No Established Process to Report Performance to the Borough Administrator, the Borough Council or to the Community.**

The reporting of performance is the critical tool for determining whether performance goals are met. No formal performance reports exist that are metric-based and relate directly to Department goals and objectives. Additionally, internal work units do not formally set long or short term objectives. With no expressed work product outcome through the goal and objective setting process the Department has no accountability mechanisms in place.

Performance metrics tracked in the Department are quite limited either for internal use or for use by the Borough Manager, Borough Council or the community. The issue of performance metrics, monitoring and reporting is an important one and is a significant issue for the Carlisle Police Department. Without the tracking of performance measures it is impossible to know if service commitments and objectives are being met and if all staff are productive and accountable for their time on duty.

Reporting the Department's performance on the current goals established for 2015-16 provides valuable information to the Borough Manager, Council and the public regarding the effectiveness of the Carlisle Police Department in the delivery of policing services to the community. The tracking of performance in meeting these goals can also be used by the Borough Manager and Council to decide if additional resources need to be provided to the Police Department for the purpose of improving performance to a higher and more desirable level (e.g. improving response time or the crime clearance rate).

A process should be established for the Police Chief to develop and provide a semi-annual report to the Borough Manager and Council explaining the Department's

performance on each of the current goals and any that may be established in the future.

Some reasonable performance targets and goals for police departments include:

- Response time to emergency calls for service of 5 minutes or less 90% of the time – this is from the time a 911 call was received in the Communications Center until the arrival of the first Officer. This time should also be broken down into the call processing time (from receipt of the 911 call until an Officer is dispatched) and the Officers' travel time (from time of dispatch until the arrival of the first Officer). A reasonable target for call processing time is 1 minute or less.
- Response time to urgent calls for service of 10 minutes or less 90% of the time – this is from the time a 911 call was received in the Communications Center until the arrival of the first Officer. This time should also be broken down into the call processing time (from receipt of 911 call until an Officer is dispatched) and the Officers' travel time (from time of dispatch until the arrival of the first Officer). A reasonable target for call processing time is 2 minutes or less.
- Crime Rate – target 10% fewer crimes compared to similar cities in Pennsylvania.
- Crime Clearance Rate – target a clearance rate for FBI Part 1 crimes (for each violent crime and each property crime) that is 10% above the State of Pennsylvania or national average clearance rate.

These performance goals are reasonable for most police departments but can also be adjusted based on local or unique circumstances in a Department (e.g. how long it takes the County Communications Center to receive and process police calls for service).

### **(3) Internal Reporting of Performance Is Limited.**

The types of reports discussed above regarding external reporting should also be provided internally to Police Department staff. Information of the established performance goals and measures should be provided to all staff so that everyone can assist in the achievement of the goals.

This information should be provided in a various ways, including discussion at monthly supervisor meetings, Chief's meetings, the annual in-service training course, e-

mail and the Department's website. This process can be used to provide a focus to employees of community needs and help them be aware of these needs and goals as they go about the routine tasks of their job.

The Carlisle Police Department does not have a crime analyst and a department its size would have difficulty maintaining a dedicated resource to perform these duties. The Department could, however, task one or more of the front desk 'dispatchers' with the responsibility to track the most critical statistical information on patrol and investigative performance and develop a monthly report.

**(4) The Police Chief Should Have Formal as Well as Informal Relationships with Community Members and Stakeholders.**

The current Police Chief has been in officer for over 20 years and has long term relationships with many members of the community. These are valuable in a police organization to provide a feeling of access to the Department for residents of Carlisle. However, in addition to these informal connections and relationships the Chief should develop formal relationships with organizations and stakeholders in the Carlisle community. The most common method is to be involved with at least one service club in Carlisle and participate as an active member. This often provides the opportunity to meet and establish relationships with other community stakeholders such as business association leaders, other city officials, school officials and neighborhood association leaders. These are all important relationships that should be established and maintained.

Membership in these types of organizations also provides the opportunity to show the Department's transparency by speaking about current issues, crime problems and Department accomplishments. These formats also can provide input to the Chief

on the problems, needs and services desired by the community – both on an informal basis and also development of a formal process for obtaining community input to be used in the Department's goal setting process.

***Recommendations:***

***The Borough Manager and Police Chief should develop an annual process to establishing relevant performance goals and measures for the Department.***

***The Chief should provide a semi-annual report to the Borough Manager and Council regarding Department performance of established goals.***

***The Police Chief should be informally and formally involved with community members and service organizations.***

***The Police Chief, Lieutenant and Sergeants should develop relevant performance measures for the Department to evaluate activities and service on a monthly or quarterly basis.***

***The Police Department should dedicate a portion of one or more front desk 'dispatchers' with the responsibility to compile the more important performance indicators in an internal monthly report.***

**5. THE DEPARTMENT'S APPROACH TO INTERNAL INVESTIGATIONS AND EMPLOYEE DISCIPLINARY PROCESSES NEED TO BE COMPLETELY REVISED.**

Investigation of complaints from members of the public and employees are commonly referred to as "Internal Affairs Investigations" and as part of this project a review of the Internal Affairs (IA) files was conducted as well as a review of Department policy regarding these investigations and resulting employee disciplinary processes. Internal Affairs investigations are a significant responsibility for all police departments and particularly in light of the intense public scrutiny of law enforcement practices over the last several years they have taken on greater significance. The proper handling and investigation of citizen complaints is an important factor in maintaining public trust by showing that the agency is properly receiving and addressing complaints reported to



them.

The following table shows the number of IA investigations for each of the years reviewed and the number of more significant complaints the project team believes were appropriately categorized as an IA investigation. The other complaints are classified as “minor” complaints and normally handled by the Officer’s immediate supervisor.

Year	IAs	# That Are Appropriately IA’s
2011	12	5
2012	9	3
2013	4	2
2014	10	6
2015 (YTD - September)	7	5
Total	42	21 (50%)

All of these were external complaints except 3 or 4 complaints that were generated internally but none of them by supervisors.

Overall, a review of Carlisle PD’s IA files showed the investigative processes used and the file documentation to be very deficient. Significant improvements must be made to conform to law enforcement best practices in this important area. The following sections describe specific issues and improvement needs.

**(1) The Project Team’s Review of Internal Affairs Files Raised Issues Relating to the Completeness and Consistency of File Maintenance.**

The project team reviewed Internal Affairs files in September 2015. A total of 42 files from 2011 – 2015 (YTD) were reviewed for organization and content. The primary purpose of the file review is to determine appropriate file maintenance, organization, that the appropriate processes were used and presence of evidence and documents; it is not to re-investigate the incident or determine if the findings were appropriate. There were several overall findings associated with this review by the project team, including:

- The investigation files varied significantly in their content and sometimes lacked basic information and documentation such as interview statements or transcripts of the involved parties, documentation of the case findings/resolution and letters to the Reporting Party at the end of the investigation.
- Most of the “interviews” of the subject Officer had the Officer preparing a memo of his/her side of the story instead of an actual interview of the employee.
- A complaint was made alleging an Officer was rude to a person during a traffic stop and issued a citation for a traffic violation. The file documents showed that an “Unfounded” finding was made but the original traffic citation issued is still in the IA file – it was not filed with the court which indicates the penalty for the violation was not paid.
- There were seven case files (two in 2011, one in 2012, two in 2013, one in 2014 and 2015) where a complaint was received and some investigation was completed by the Department but there was no additional paperwork documenting resolution of the complaint investigation and a letter sent to the reporting party.
- In some of the cases the investigation was assigned by the Chief to the Lieutenant or a Sergeant, but in most of the cases it appeared that the Chief was the primary investigator or at least directly involved in some of the investigative steps.

These are significant issues that should be corrected and improved immediately.

The current process of handling IA investigations should be changed as soon as possible to include the following:

- Provide training for the designated IA investigators.
- Provide a written notice to the subject Officer notifying him/her of the complaint and allegations.
- Individual interviews of each involved party, including the reporting party, witness Officers, subject Officer, other witnesses.
- Tape or video record each interview.
- List evidence items in the case when applicable, maintain in file when possible.
- Findings made by the Chief for each allegation.
- Documentation of action taken to address inappropriate action(s) and any

discipline imposed.

- Written notice of the allegations, findings and any intended disciplinary action for the subject Officer and an appointment to meet with the Chief to present his/her explanation (Loudermill hearing).
- At the completion of the investigation send a letter to the reporting party informing him/her of the outcome of the investigation.
- Files well organized, documentation of each step of the investigation with dates, times & signatures.

The handling and investigation of the more serious complaints should have the highest priority for improvement, including correcting the investigations that have already occurred in 2015 where possible.

As indicated above, the Chief has assigned a significant number of fairly minor complaints (e.g., rudeness, improper vehicle operation, incomplete information in a report, etc.), commonly are handled at the field supervisor level, as Internal Affairs investigations. This is not a good practice for several reasons – it is not a good use of IA investigators time to investigate very minor complaints and also the field supervisors should be handling minor complaints made against their Officers. In most police agencies these types of minor complaints are reviewed by the Chief or designee and then assigned to the Officer's supervisor to investigate, resolve and document. Minor complaints are normally handled at the supervisor level because oversight of employees' conduct is a primary supervisor responsibility. Additionally, handling complaints at the supervisor level normally provides a quicker resolution of the complaint and is also less stressful for the subject Officer.

**(2) Internal Affairs Policies Need to Be More Comprehensive, Conform to Best Practices and Provide for Supervisory Training.**

The written policy governing internal affairs investigations for the Police

Department is found in General Order 52.1. It includes explanation of the IA function and the different types of investigations ('formal' for serious violations, 'informal' for minor violations and 'inquiries' to answer questions raised) and elements of the investigative process. Section 52.1.11C requires a final report be submitted to the Chief that includes a summary of the investigation, statements, and relevant documents and records.

Other sections describe procedures for the filing and receiving a complaint, providing written acknowledgement of the complaint to the reporting party, notification of the involved employee(s), a targeted completion time for the investigation of 30 days (a best practice guideline) and annual compilation and posting of internal affairs statistics on the website and in the building.

Overall the policy contains good general guidance but could be improved by including additional information or providing more detail for items such as:

- A detailed description of the step by step process that will be followed.
- Report format guidelines for all routine complaint and IA investigations.
- A summary explanation of the procedures that CPD will follow to ensure employees' rights rather than just a reference to the 'Garritty' and 'Loudermill' court cases.
- Policy that requires tape recording of all interviews.
- Guidelines for allowing the presence of an employee representative; whether or not an attorney is allowed to be present during an interview.
- The types of 'findings' that may be made for each allegation and the definition of each finding.
- If the investigator is only the 'finder of facts' or if he/she also makes a 'findings' recommendation to the Chief.
- Procedures for when there is a concurrent criminal investigation.

- Any appropriate appeals process after a finding is made by the Chief.

Additionally, a summary 'checklist' listing all of the steps in the process (e.g. receiving a complaint, initial procedures, interviews, evidence collection, documentation, report review, findings made and any discipline imposed) is helpful to include as the first page in the IA report file to ensure that the proper procedures have been followed and the necessary documentation is in the file.

The above list is not an exhaustive list of what could be included in policy but only some additional items that should be included in a more comprehensive Department IA policy. The International Association of Chiefs of Police has published a best practices guide on this subject called "Internal Affairs: A Strategy for Smaller Departments" which also provides a good overview of the internal affairs process.

Training designated Sergeants and the Lieutenant is also necessary. The Department should locate an appropriate school<sup>2</sup> as soon as possible to properly train those supervisors who will be conducting this critical investigative process.

**(3) Disciplinary Systems and Processes Need to Be More Structured and Consistent.**

The discipline system in the Department Manual defines wrong-doing and the possible outcomes (e.g., suspension, demotion, termination, etc.). General Order 26.1 identifies prohibited conduct for employees – specific acts constituting 'conduct unbecoming an Officer', prohibited use of intoxicants / drugs, insubordination, neglect of duty, disobedience of orders and harassment. It also provides a good overview of the Police Department disciplinary system and provides that training, counseling and written

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<sup>2</sup> Training providers such as the Public Agency Training Council, AELE (Americans for Effective Law Enforcement) and the Legal & Liability Risk Management Institute provide relevant training courses.

reprimands are the first steps for supervisors to take for minor violations. Suspension, demotion and termination are reserved for very serious violations or a pattern of prohibited behavior.

Discipline is handled at the Chief's level in consultation with appropriate staff but the Chief will make the final decision. There are no specific guidelines that describe how discipline may be applied to incidents by category. This open-ended approach to decisions regarding discipline can lead to unequal discipline being administered and the perception of bias in the process. The survey indicates that "only" 52% of the employees agree that discipline is fair and consistent in an otherwise very positive survey. This perception by employees can and should be improved. The project team believes an effective method to improve this is to establish and follow a "Disciplinary Decision Guide".

A "Disciplinary Decision Guide" would assist by being a point of reference in determining discipline. This will avoid the problem of unequal levels of discipline for similar acts of misconduct, which adversely affects employee morale and fosters a sense of favoritism. All police chiefs want to provide clear expectations for their employees and discipline that is consistent and fair. Most police agencies struggle with this issue and spend a lot of time and energy trying to resolve conflicts related to IA issues. Most do not have clearly defined discipline or sanctions for prohibited behavior. In almost all agencies the Chief makes the final determination of discipline and may consider separate cases over the span of several years differently – believing specific types of misconduct may warrant more or less severe discipline. Additionally, in many police organizations there may be two or three Chiefs over 10 years which makes it

more difficult to provide a consistent message to line level employees of the discipline that will result from prohibited behavior.

Adopting a disciplinary guideline that lists the discipline that will result from prohibited behaviors is a model that is attracting more discussion and gaining ground in law enforcement agencies nationally. The project team believes that a Disciplinary Guide or “disciplinary matrix” is consistent with progressive discipline – guidelines that provide ranges of discipline are beneficial to both management and employees. The guidelines provide information for the employee prior to an incident and inform them of the discipline that could be imposed by the Chief for different levels of “sustained” misconduct. Likewise, they assist command staff in knowing the parameters of discipline that may be imposed, absent exigent circumstances. The next chart shows a sample disciplinary matrix followed by definitions of the “offense class”.

	First Offense		Second Offense		Third Offense	
Offense Class	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
1	N/A	Supervisor Counseling	N/A	Written Reprimand	Supervisor Counseling	1 Day Suspension
2	Supervisor Counseling	Written Reprimand	Supervisor Counseling	1 Day Suspension	Written Reprimand	3 Day Suspension
3	Supervisor Counseling	1 Day Suspension	Written Reprimand	3 Day Suspension	1 Day Suspension	5 Day Suspension
4	Written Reprimand	3 Day Suspension	1 Day Suspension	5 Day Suspension	3 Day Suspension	10 Days or Demotion <sup>3</sup>
5	1 Day Suspension	10 Days or Demotion	3 Day Suspension	10 Days or Demotion	10 Days or Demotion	Termination
6	10 Day Suspension or Demotion	Termination	10 Day Suspension or Demotion	Termination	Termination	N/A
7	Termination	N/A	N/A	N/A	N/A	N/A

The levels listed in the matrix above range from minor misconduct, level 1, to

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<sup>3</sup> Demotions only apply to Sergeants or above.

level 7, which is the most severe policy or misconduct violation. The above “offense class” levels, and corresponding misconduct examples, could also be modified to fewer levels. Listed below are examples of the types of prohibited conduct in each of the “offense class” levels. It is important for all parties to understand that these examples should be used only as guidelines for the Chief in making disciplinary decisions and are not intended to be blindly followed; the circumstances of a particular incident may warrant discipline more or less severe than listed in the guideline.

- **Class 1**
  - not prepared for duty
  - conducting personal business on duty
  - leaving the city without authorization
  - failure to provide name and ID number to any person
  - meal or coffee break exceeding allowed time
  - becoming inappropriately involved in a neighborhood dispute while off duty
  
- **Class 2**
  - unexcused tardiness
  - failure to report for court
  - neglect or inattentiveness to duty
  - criticizing the instructions of a supervisor
  - speaking critically of the nationality, race, sex or beliefs of another person while on duty
  - losing or damaging Department property
  - using position as a Department employee to seek favors
  
- **Class 3**
  - sleeping on duty
  - use of rude or insulting language or conduct offensive to the public or Department employees
  - failure to properly complete an investigation and necessary reports
  - failure to properly process property or evidence
  - feigning illness/injury for the purpose of escaping duty or assignment
  - failure to submit reports within time limits
  - failure to properly perform required supervisory responsibilities
  - failure to comply with policies, orders, regulations when such violation does not involve a misuse of authority or an ethical offense and has minimal adverse impact on public safety or the professional image of the



Department

- **Class 4**
  - failure to obey a direct and lawful order
  - absent from duty without approved leave
  - failure to respond to an assigned call for service
  - failure to take police action when necessary
  - failure to report illegal or detrimental activity of another employee
  - through carelessness or omission creating or causing to be created a false, inaccurate, or misleading departmental report or record
  - failure to comply with policies, orders, regulations when such violation involves a misuse of authority or an ethical offense and/or creates a clear, serious adverse impact on public safety or the professional image of the Department
- **Class 5**
  - knowingly issuing an unlawful order
  - willfully damaging Department property
  - concealment, falsification, destruction, removal, tampering with or withholding property or evidence
  - driving intoxicated while off duty
  - failure to comply with policies, orders, and regulations, when such violation involves a misuse or abuse of authority, or an ethical offense and/or creates a clear, serious adverse impact on public safety or the professional image of the Department
- **Class 6**
  - Illegal use of legal drugs (medication prescribed by a physician)
  - accepting or soliciting money or any gratuity for performing job duties
  - being at fault in an on-duty motor vehicle accident resulting in an injury and/or serious damage to the vehicle or property
  - failure to comply with policies, orders, regulations when such violation involves untruthfulness or ethical offenses, or offenses that create or potentially create a critical adverse impact on public safety or the professional image of the Department
- **Class 7**
  - failure to reply truthfully to any questions or requests for information in any investigation, hearing, or procedure
  - knowingly making a false statement or entry in any departmental report, record, application, interview, hearing or judicial proceeding
  - accepting or soliciting a bribe or gratuity for permitting an illegal act
  - abandonment of position
  - commission of a felony
  - driving on duty with the presence of an alcoholic beverage in his/her system

- willfully under the influence of illegal drugs

This is not a comprehensive list of misconduct, but some specific examples of the different “classes” or levels of misconduct. A list of misconduct should not attempt to be comprehensive in trying to document all of the specific acts of misconduct, but rather provide sufficient examples of the types of conduct that fit into that level. Development and adoption of this type of a guide will help to mitigate concerns regarding the administration of discipline and reinforce a sense of fairness in the decision process.

The following summarizes the improvement suggestions made in this section.

***Recommendations:***

***The Chief should not be the primary investigator of any Internal Affairs investigations but should assign a Sergeant or other appropriate person to investigate the allegations and report back to the Chief.***

***The Department’s Internal Affairs policy should provide additional guidance for these investigations by revising the current policy to include the items suggested above.***

***The Department should develop an Internal Affairs process checklist to ensure files have all of the needed documentation.***

***Locate an appropriate Internal Affairs training course and send at least two supervisors within the next four months.***

***The Chief should implement a Discipline Decision Guide or “matrix” that is in accordance with the State laws and City policies.***

**6. CHANGES IN THE MAINTENANCE OF EMPLOYEE PERSONNEL FILES NEED TO CONTINUE.**

As part of the Matrix Consulting Group’s study for the Carlisle Police Department, the project team conducted a review of personnel files for sworn officers during September 2015. The main personnel files of Police Department employees had been

moved earlier in the year from the Police Department building to Borough Hall. The project team recommends that an employee's main file that contains hiring documents, documentation of job qualifications, medical testing and information, health records and other documents (described in detail later in this section) continue to be kept in the Human Resources Office.

However, it is also appropriate and necessary for the Police Department to have a second "Department" file that contains different documentation such as the original background investigation, training certificates and a copy of the semi-annual performance reviews (original should be kept in the HR file).

The project team has developed the following recommendations for the maintenance, organization, and security of Borough HR files and Police personnel files which conform to 'best practices' in this important administrative function.

**(1) The Borough Should Develop a Clear Policy About Which Documents Must Be Present in the HR Personnel Files.**

The Borough's main personnel file already contains much of an employee's personal information. The following table shows a suggested organization and contents of the Human Resources employee file.

Recommended Human Resources File Organization	
<b>Section 1 - Basic Employment Information</b>	
<ul style="list-style-type: none"><li>• Employment application and resume</li><li>• Conditional offer letter</li><li>• Offer of employment letter</li><li>• Current contract (for Council appointees)</li><li>• Background checks results for non-CPD employees.</li></ul>	
<b>Section 2 - Salary Information</b>	

- Promotions and demotions
- Career plan progressions
- Reassignments with budgetary impact
- Out of class for interim assignments in a different pay grade
- Leave without pay (that occur for an entire pay period or more)
- Any other pay changes

### **Section 3 – Commendations**

- Quality of service awards, Borough-wide recognition awards
- Other commendations if forwarded by the department

### **Section 4 - Disciplinary Actions**

- Corrective action forms
- Coaching session forms if forwarded from the department

### **Section 5 - Testing and Educational Records**

- Drug test pass/fail results that do NOT reveal the complete or specific results
- Policy acknowledgement documents
- Required certifications and training for the position
- Non-required certifications and training if forwarded from the department

### **Section 6 - Performance Evaluations**

- Semi-annual evaluations

### **Section 7 – Confidential Records**

- Tax filing information forms.
- Social security card copy.
- Correspondence and records relating to formal grievances.
- Correspondence and records relating to internal investigations.
- Specific information about the reason for employees' FMLA leave or worker's compensation.
- Medical records and complete drug test results.

The above list provides summarizes the information that should be in the Human Resources Department Personnel File. It is important to note that State laws may classify some employee's information as "criminal history" and require any Borough employee viewing these files to comply with required training and recertification that can be provided by the Police Department's designated representative.

**(2) The Police Department Should Also Maintain a Personnel File Containing Appropriate Documents and Develop a Standardized Format for Personnel Files.**

The Police Department, likewise, in coordination with the Human Resources Department should establish a written policy for maintaining appropriate documentation on each of their employees. The Police Department is not responsible for maintaining all of the documents required of Human Resources (e.g. tax filing information, grievances, medical records) and should limit their file to information that is both relevant to an Officer's policing record and appropriate for the employee and their supervisor to access. The following table distinguishes which information should and should not be kept in the Police Department's personnel file.

Recommended Employee Personnel File Contents – Police Department File	
Included	Excluded
<ul style="list-style-type: none"><li>• Basic employment information (application, background check, driver's license).</li><li>• Policy acknowledgement documents.</li><li>• Training documentation and firearm certification.</li><li>• Injury and vehicle accident reports.</li><li>• All promotions, demotions, and reassignments.</li><li>• Salary adjustments.</li><li>• Commendations and disciplinary actions.</li><li>• A copy of performance evaluations (original in HR file).</li><li>• Information about FMLA leave and worker's comp that does NOT reveal employee's medical condition or reason for leave.</li><li>• Notes regarding an officer's positive or negative drug/alcohol tests that do NOT include the specific or complete results of the test.</li></ul>	<ul style="list-style-type: none"><li>• Tax filing information forms.</li><li>• Social security card copy.</li><li>• Correspondence and records relating to formal grievances.</li><li>• Correspondence and records relating to internal investigations.</li><li>• Specific information about the reason for employees' FMLA leave or worker's compensation.</li><li>• Medical records and complete drug test results.</li></ul>

Currently the Department is developing a new employee filing system due to the move of all employee files to Human Resources earlier this year. The Department should adopt a consistent and organized file structure for the documents contained in their Police personnel files. This will make it easy to add new information and

determine whether included information is accurate, complete, and up-to-date.

The following table shows a suggested organization and contents of the Police Department employee file.

<b>Suggested Personnel File Organization – Police Department File</b>	
<b>Section 1 - Basic Employment Information</b>	
<ul style="list-style-type: none"><li>• Employment application and resume</li><li>• Offer of employment letter</li><li>• Original background investigation file</li></ul>	
<b>Section 2 - Salary Information</b>	
<ul style="list-style-type: none"><li>• All promotions and demotions and interim assignments</li><li>• Career plan progressions</li><li>• All reassignments</li><li>• Leave without pay (that occur for an entire pay period or more)</li><li>• Any other pay changes</li></ul>	
<b>Section 3 - Performance Records</b>	
<ul style="list-style-type: none"><li>• Commendations and service awards, Borough-wide recognition awards</li><li>• Corrective action forms</li><li>• A copy of the semi-annual evaluations</li></ul>	
<b>Section 4 – Incidents and Records of Absence</b>	
<ul style="list-style-type: none"><li>• Injury and vehicle accident reports</li><li>• Information about FMLA leave and worker's comp (such as requests, approvals, disapprovals) that does NOT reveal employee's medical condition or reason for leave</li></ul>	
<b>Section 5 – Testing, Educational and Training Records</b>	
<ul style="list-style-type: none"><li>• Drug test pass/fail results that do NOT reveal the complete or specific results</li><li>• Signed policy acknowledgement documents</li><li>• All certifications and training, including current firearm certification</li></ul>	

All documents of the same type should be found in one place within a file to ensure they can be accounted for and that there are no duplicates. Organizing and categorizing files could be accomplished through a concentrated effort to complete all files within a certain time frame or a more gradual approach over a year.

**Recommendations:**

***The Borough Human Resources Manager, Police Chief and Lieutenant should develop a policy regarding appropriate documentation included in both the HR and the Police Department Personnel Files that conforms to best practices.***

***The Human Resources Manager should provide training to appropriate Police Department staff to ensure that they understand the appropriate file format and the practices for appropriately maintaining departmental and Borough personnel files.***

***The Human Resources Manager and the Police Department should make sure that every employee has signed policy acknowledgement documents on file.***

***Police Department personnel files should only be accessible to and the employee's direct chain of command, Department managers and supervisors, authorized Human Resources staff and legal advisors.***

***All Police Department managers and supervisors staff should sign a standardized confidentiality agreement.***

***Any Police personnel files retained in the Department should remain in locked cabinets in the Chief's Office or other secure location in the Department.***

***Human Resources Manager should supervise the viewing of any employee files requested, and that person making copies of any documentation requested.***

***The Human Resources Manager should maintain detailed records of all record requests and any copies made from files.***

These recommendations will promote the organization and synchronization of employee records, and help the Borough maintain up-to-date files and documents that are easy to find. It will better align the Police Department with 'best practices' in these matters.

**7. WITH THE CHANGE TO HOME RULE, ESTABLISHING APPROPRIATE ROLES FOR THE CHIEF, BOROUGH MANAGER AND COUNCIL IS AN IMMEDIATE PRIORITY.**

The change to 'Home Rule' in January 2016 will result in the Police Chief being supervised by the Borough Manager rather than in the previous model of Borough

government in which the Police Chief reported to the Mayor.

This change means new working relationships be established between the Police Chief, Borough Manager and Council. This new relationship provides the opportunity for Department administrative oversight by a professionally trained municipal manager rather than by an elected Mayor who may or may not have that professional background. It is important for the implementation of any of the accepted recommendations made in this report that accountability is fostered within the Department. To achieve this, the project team has developed the following guidelines to reflect appropriate working relationships, roles and communication in this new governmental structure.

#### **Police Chief**

- Keeps the Borough Manager informed on all significant Department issues and operations. During the first six months of 2016 the Chief should provide a morning daily briefing to the Manager; this should continue until the Chief clearly understands the amount of information that he wants on a daily basis.
- During the first six months of 2016 the Manager and Chief should meet weekly to develop specific roles and responsibilities for the Chief. Weekly meetings should continue until clear performance guidelines are established and the Manager develops a thorough understanding of Department management and operations.
- Maintain regular informal communication with the Borough Manager on an ongoing basis.
- After June 2016 the Manager and Chief should meet at least monthly to share information, report on performance measures, collaborate on Borough needs and develop longer term goals for the Police Department.
- The Chief should attend most of the Borough Council meetings during the first six months to develop a thorough understanding of Manager and Council operations and a wide range of Borough projects and issues.
- Seek to provide training opportunities that will provide insight for the Borough Manager into police operations.



- During the first six months of 2016 the Chief, Lieutenant and Sergeants in a coordinated effort with the Borough Manager should develop a performance report for the Council and the community.

### **Borough Manager**

- Maintain daily communication and schedule weekly meetings with the Police Chief during the first six months of 2016 to stay informed about daily operations and issues and develop a good working relationship with the Chief and understand of the Department.
- To develop a better understanding of operations and getting to know Department employees the Manager should spend at least two hours at the front desk with a Communications Specialist and also go on 4 – 6 ‘ride alongs’ of four or more hours with Officers, Corporals and Sergeants. This should be accomplished in the first four months of 2016. Additionally, several hours should be spent with a Detective learning about their role in the Police Department and conducting follow-up investigations.
- Establish a process for the Mayor and Council Members to communicate with the Police Department on questions and issues.
- In conjunction with Police Department managers and supervisors establish a performance reporting process to determine from Council the type and frequency of information they desire to be provided to them from the Police Department.
- With the Human Resources Manager revise the current job description for the Chief to reflect the structural changes and new responsibilities that may be added.
- In the first year develop a formal process to obtain input from the community to determine their policing needs and desires; develop a plan to implement it and a performance reporting process back to the community.

### **Mayor and Borough Council**

- Any questions or inquiries for the Chief or Police Department should be via the Borough Managers Office. Direct communication with the Chief should not be to request an inquiry, staff work or a report.
- The Mayor’s Office should be moved from the Police Department to Borough Hall in January 2016.
- Each member should schedule two or more ‘ride alongs’ of four or more hours with Corporals or Sergeants. This should be accomplished in the first four months of 2016.

- Continue the annual goal setting process for the Police Department.

The implementation of these roles will foster accountability for the management of one of the most important Borough functions while simultaneously fostering transparency for these services within the Department, the governing body and for the community.

***Recommendation:***

***With the transition to Home Rule the relationships between the Chief, Borough Manager and Council need to be defined to foster transparency and accountability to the public as well as ensure that performance targets are reported.***

### **3. EVALUATION OF PATROL OPERATIONS**

The following sections contain the process and results of the project team's analysis of patrol workload, deployment, and staffing.

#### **1. ANALYSIS OF PATROL WORKLOAD**

The following sections provide an overview of the analysis of community-generated patrol unit workloads, as well as the remaining time available to conduct proactive policing activities.

##### **(1) Methodology**

Our project team has calculated the community-generated workload of the department by analyzing recorded incidents in the computer aided dispatch (CAD) database over the last year. For incidents to be included in the results of this process, the following conditions needed to be met:

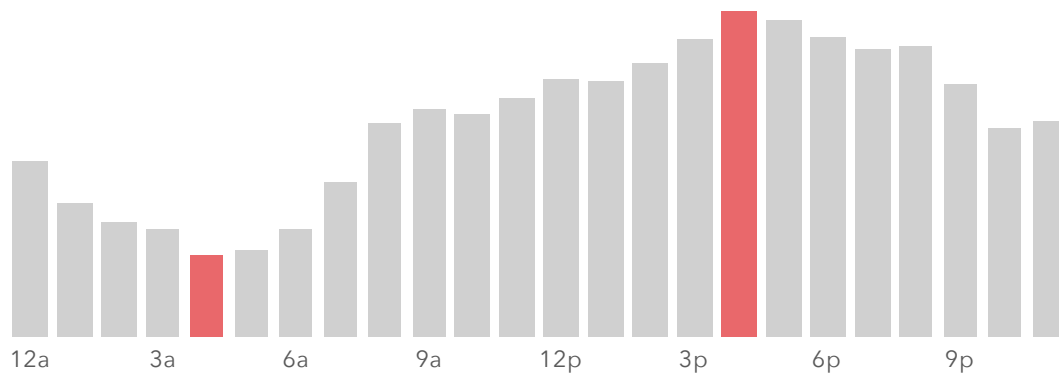
- The incident must have been unique.
- The incident must have occurred within the specified time period, with a call creation time stamp signifying this.
- The incident must have involved at least one Carlisle Police Department patrol officer, sergeant, OIC, or corporal (using the unit code naming conventions offered by the patrol watch sheets.
- The incident must have been originally initiated by the community (911 or non-emergency telephone source), as well as a valid call type corresponding to community-generated activity.
- There must be no major data irregularities/issues with the incident's record that would prevent sufficient analysis.

After filtering through the data as listed above, the remaining calls represent the community-generated calls for service handled by the department.

## (2) Calls for Service by Hour and Weekday

The following table displays the total number of calls for service handled by patrol units by each hour and day of the week:

Calls for Service by Hour and Weekday								
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	57	40	37	44	44	45	94	361
0100	59	27	27	33	38	35	57	276
0200	50	19	26	22	25	30	64	236
0300	55	33	25	22	30	22	32	219
0400	39	16	22	23	15	18	33	166
0500	20	28	23	22	35	17	30	175
0600	35	32	39	25	34	24	31	220
0700	43	49	50	38	41	58	39	318
0800	54	58	74	61	62	76	52	437
0900	54	70	77	62	60	81	64	468
1000	58	68	64	74	60	68	67	459
1100	74	67	68	74	60	69	80	492
1200	65	80	81	70	73	82	79	530
1300	70	85	71	65	73	91	69	524
1400	81	89	74	75	75	77	92	563
1500	77	87	104	96	90	84	75	613
1600	93	104	97	115	79	93	90	671
1700	81	109	93	100	97	94	77	651
1800	82	96	95	89	94	98	65	619
1900	94	90	78	90	88	79	72	591
2000	88	82	76	74	104	85	91	600
2100	71	81	84	68	49	83	85	521
2200	55	65	58	54	55	79	61	427
2300	50	50	52	71	61	84	76	444
<b>Total</b>	<b>1,505</b>	<b>1,525</b>	<b>1,495</b>	<b>1,467</b>	<b>1,442</b>	<b>1,572</b>	<b>1,575</b>	<b>10,581</b>



As the previous chart illustrates, calls for service totals vary extensively by hour

of the day. Rather than reach a 'plateau' during the afternoon and early evening, call volume rises somewhat steadily before reaching a peak at 4:00pm. In the hours afterward, the number of calls decreases at around the same rate until after midnight, at which point the volume drops off significantly.

From these trends, it is clear that the needs of the community for responding to calls for service are very different depending on the time of day. As a result, it can be concluded that the number of patrol units that are needed to be deployed and on-duty vary as well by the same rate.

### **(3) Calls for Service Workload by Priority Level**

Priority levels in Carlisle are assigned to CAD incidents based on the specific type of call. The following table presents the number of calls for service that were assigned to each priority level, including the average handling and travel times:

**Calls for Service by Priority Level**

<b>Priority</b>	<b># of CFS</b>	<b>Avg. Travel Time (min)</b>	<b>Avg. Handling Time (min)</b>
1	1,509	6.9	30.3
2	4,691	7.1	18.6
3	2,392	10.5	23.9
4	1,878	11.7	16.3
5	98	7.0	14.9
6	1	—	7.4
9	12	23.0	37.9
<b>Overall</b>	<b>10,581</b>	<b>8.4</b>	<b>21.1</b>

In most cases, higher-priority calls have both shorter travel times and longer handling times. Priority 2 calls, however, which account for 44% of all calls for service handled by the department, have an average handling time of just 18.6 – below the overall average.

## **2. ANALYSIS OF PATROL UNIT PROACTIVITY AND STAFFING**

The following sections detail the process of calculating patrol unit proactivity from workload and availability considerations, which forms the basis of determining patrol staffing needs.

### **(1) Summary of Patrol Unit Staffing**

The Carlisle Police Department follows a 12-hour shift schedule for patrol units, with one workday every two weeks being worked as an 8-hour shift in order to conform to the 40-hour workweek. The following chart and its accompanying notes provide a representation of how staff are scheduled for deployment:

### Current Patrol Shift Schedule

Shift	Start	End	Week 1							Week 2							Week 3							Week 4							# of Staff Assigned			
			S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	Ofc.	Sgt.	Cpl.	OIC
A	1900	0700																												2	1	1	1	
B	0700	1900																												2	1	1	1	
C	1900	0700																												2	1	1	1	
D	0700	1900																												2	1	1	1	
CP/T A	1800	0400																												2	0	0	0	
CP/T B	1800	0400																												2	0	0	0	
CP/T C	0700	1700																												0	0	0	1	

### Notes:

- For shift teams A, B, C, and D, one eight-hour day is worked once every two weeks in order to meet the 80 hours over a biweekly pay period.
- “CP/T” shifts represent the units within the Community Policing/Tactical Team.
- Because personnel in the team work different schedules, they are shown as three separate shifts, when in actuality, they comprise a single team organizationally.

In the following sections, the analysis will present a summary of workload factors, and then the different availability factors which demonstrate how staff are actually deployed, in comparison with scheduled deployment.

**(1) Summary of CFS Workload Factors**

Each call for service represents a certain amount of workload, much of which is not captured within just the handling time of the primary unit. The following table presents the various factors which also must be considered, some of which – as a result of limitations in the measurability of certain workloads – are normative values that have been developed based on the experience of the project team:

**Summary of Patrol Workload Factors**

<b>Category</b>	<b>Value</b>	<b>Pct.</b>
<b>Total Number of Calls for Service</b>	<b>10,581</b>	
Avg. Primary Unit Handling Time (min.)	21.1	39%
<b>Backup Units Per CFS</b>	<b>0.80</b>	
Avg. Backup Unit Handling Time (min.)	15.8	23%
<b>Reports Written Per CFS</b>	<b>0.33</b>	
Time Per Report (min.)	45.0	27%
<b>Jail Transports/Bookings Per CFS</b>	<b>0.10</b>	
Time Per Jail Transport/Booking	60.0	11%
Avg. Workload Per Call (min.)	54.7	
<b>Total Workload Hours</b>	<b>9,649</b>	

- The rate of backup unit responses is an estimate used by the project team, as limitations in the data prevented an accurate capture of this statistic. While it is typical to estimate backup rate at between 0.50 and 0.70 additional units per primary unit response, a much higher rate of 0.80 was used in this case due to the role that the department's first-line supervisors perform in responding to calls for service as a responder, rather than only as a supervisor.
- The average backup unit handling time, report writing rate and time, and jail transport time are also estimates based on the experience of the project team.



- Report writing and jail transport times are additional workloads that are part of handling calls for service workload, but are not included in the actual handling time of a call.

Overall, an average of 21.1 minutes of primary unit handling time per call is well below the typical range for departments, as is the overall average for workload per call, at 54.7 minutes. It is important to note, however, that these findings do not necessarily indicate that there are issues with either the quality or method of response to community-generated calls, as a number of factors may be contributing to that statistic.

In the following sections, the total number of community-generated workload hours – the total ‘committed’ time of patrol units – will be compared against the total number of hours in which patrol units are actually on-duty and available.

## **(2) Methodology Used to Determine Patrol Unit Availability Rates**

The estimated availability of patrol units represents the average number of hours per year that a patrol unit has available to work after accounting for all hours of leave (including vacation, sick, long term disability, military leave, etc.), court time, time spent on administrative functions (e.g., briefing, lunch, vehicle refueling, etc.), and on-duty training hours. These calculations are made using data obtained from the personnel management systems used by the department, covering an entire year of data. In the case of administrative, supervisory, and court time, the estimates used are based on the experience of the project team in working with law enforcement agencies.

The table below presents the results of the net availability calculations for patrol officers:

**Patrol Officer Net Availability**

<b>Category</b>	<b>Value</b>
Annual Work Hours	2,080
Total Leave Hours	266
On-Duty Training Hours	109
On-Duty Court Time Hours	20
Administrative Time Per Shift (min)	90
Total Administrative Hours	240
<b>Net Available Work Hours Per Officer</b>	<b>1,446</b>
<b>% Net Availability</b>	<b>69.5%</b>

Patrol officer net availability serves as the ‘base rate’ for the availability of other classifications, because they have no added supervisory or review responsibilities. The next section will discuss how the impacts of serving in a supervisory role – either in a full-time capacity, or as needed to fill in for absent personnel – affects the other positions’ overall net availability rates.

**(3) Special Considerations for the Impact of Administrative and Supervisory Duties on Unit Availability**

In a department the size of the Carlisle Police Department, first-line supervisors play an active role in handling calls for service, either as the primary unit on-scene, or in a backup response capacity. This would not be true in a larger department, where their roles would be focused almost entirely around workloads relating to first-line supervisory duties, including the review of reports written by officers. While these responsibilities are true for supervisors in Carlisle as well, they do not require the same amount of time to complete, and spans of control are more narrow than what is typical for larger departments.

As a result of these considerations, in order provide an accurate estimate of the time sergeants have in order to handle workloads and conduct community policing

activities, the project team estimates that three additional hours are spent on-duty on administrative and supervisory tasks.<sup>4</sup>

However, it is also true that corporals, and even sometimes OICs, function in a supervisory role. Corporals are automatically made the first-line supervisor when no patrol sergeants are on-duty, and OICs are made the supervisor when neither a sergeant or a corporals are on-duty. Because of this, we can assume that the three added hours of administrative time for sergeants would also apply to corporals and OICs when they function in that position. Based on leave and training data (including vacation, sick leave, training, and court time), it is possible to estimate how often this is true for both corporals and OICs.

Given these factors, the following assumptions can be estimated for the purposes of calculating patrol unit availability:

- **Sergeants** have been estimated to spend *an additional three hours per shift* in which they are on-duty.
- For the number of shifts in which they function as supervisors, **corporals** receive an added three hours of administrative time.
- Likewise, **OICs** receive three added hours of administrative time for number the shifts that they work as supervisors.

The result of these added impacts staff availability are presented in the table below, showing the overall net hours each classification is estimated to be able to handle workloads:

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<sup>4</sup> The estimate applies to the number of actual shifts in which they are actually *on-duty* for (on average) – after vacation and other types of leave and absences have already been factored out – rather than adding three hours of administrative time to all *scheduled* shifts.

**Net Available Hours by Classification**

<b>Rank</b>	<b>NA Hours Per Position</b>	<b>% Net Availability</b>	<b># of Positions</b>	<b>Total Available Hours</b>
Officers	1,446	69.5%	9	13,010
OICs	1,399	67.3%	5	6,993
Corporals	1,352	65.0%	4	5,406
Sergeants	965	46.4%	4	3,861
<b>Total</b>	<b>–</b>	<b>–</b>	<b>22</b>	<b>29,270</b>

Overall, after accounting for estimated differences in the amount of time that each classification spends on supervisor-related duties, patrol personnel combine for a total of 33,607 hours available per year to handle workloads.

**(4) Analysis of Patrol Unit Proactivity**

Proactive time is calculated through an analytical approach that examines the community-generated workload handled by patrol units, as well as the current staffing levels of the division, in order to produce a realistic estimation of the department's staffing needs at its targeted service levels. The data required to complete the analysis has been obtained from the computer aided dispatch system and other statistical data maintained by the Carlisle Police Department. A number of assumptions have been made in the approach in order to provide an accurate model of patrol workload. The following dot points provide a summary of these factors:

- Proactivity is calculated by subtracting the time spent by units handling community-generated workload from the total actual availability of patrol units.
- While proactivity needs depend on the community served by the department, at least 35% of the actual time worked in the field by patrol units should be used to handle community-generated workload. The remaining portion of time should be used to conduct proactive patrol and community policing.
- Proactivity analysis focused only on patrol units; the activity and staffing of all other functions provided by the department – including all investigative, support, management, and special services – are not included in any of the calculations. The availability and workload handled by the Community Policing/Tactical Unit,

however, *is* included.

- In some cases, data is not available to exactly represent every aspect of the department covered by the proactivity model. Time spent writing reports when not assigned to a call, for example, based on project team experience.
- The percentage of proactive time available to patrol units is understood as an overall average that varies constantly from day to day.

Overall, the goal of the analysis is to accurately model the ability of patrol units to be proactive given current staffing allocations, and should not be considered a performance measure of how the proactive time is being used. Instead, the analysis ties the workload completed by patrol units to staffing levels in order to provide the opportunity for effective proactive policing. A department should generally target at least 35 to 40% overall as a minimum effective level of proactivity.

The following table presents the results of this analysis:








**Overall Patrol Unit Availability and Proactivity**

<b>Category</b>	<b>Value</b>
# of Incidents	10,581
Total Committed Hours	9,649
Net Available Staff Hours	29,270
<b>% Proactivity</b>	<b>67.0%</b>

Overall, patrol units have approximately 67.0% of their on-duty available time to initiate community policing and other proactive activities. This is a very high level overall, and represents the capability for a high level of patrol service to be delivered. Such a high level of proactivity also indicates that staffing resources are sufficient to handle community-generated workloads. By contrast, if overall proactivity was below 35%, that would indicate the need for either additional staffing resources or the restructuring of how those staff are deployed. Given the results of the proactivity analysis, we recommend no change to the number of authorized positions assigned to

patrol services.

Because proactivity is not constant throughout a 24-hour period, it is also critical to examine how it fluctuates throughout the day in order to determine the most effective allocation and deployment of resources. The table below displays proactivity levels, as well as the average number of responders on-duty, in four-hour time blocks, beginning at 0200 hours:

Proactivity by Time Block			
Time	Avg. Units	% Proac.	
0200 - 0600	3.2	84.7%	
0600 - 1000	2.9	69.9%	
1000 - 1400	3.1	59.5%	
1400 - 1800	3.0	47.9%	
1800 - 2200	4.0	62.7%	
2200 - 0200	4.0	76.0%	
Overall	3.4	67.0%	

While proactive time drops to about 53.1% of available time between the hours of 1400 and 1800, it nonetheless represents a very high level of service. Given the high levels of proactivity across the day, it is evident that no major issues exist with the allocation and deployment of patrol units.

It must also be considered, however, that due to the current system in which some calls are dispatched from the station – although the vast majority of these incidents are included in the calls for service statistics – that officer-initiated workloads should be taken into account. If all incidents from the last year of available data are included, and assigned the same added workload factors (e.g., report writing time, jail transport booking time, etc.), we are able to calculate the *total utilization* of patrol units, a representation of both community-generated workloads, as well as how the proactive

time of patrol units is managed and used to generate self-initiated incidents.

The table below provides the results of these calculations, showing the percentage of available time that patrol units spend in completing both community-generated and proactive workloads:

**Total Patrol Unit Utilization – All Incidents**

<b>Category</b>	<b>Value</b>
# of Incidents	18,371
Total Workload Hours	17,008
Total Staff Hours	29,270
<b>% Utilization</b>	<b>58.1%</b>

With all other incident types added as well, uncommitted time remains above 40%. As a result, it must be concluded that current resources are sufficient for the workloads handled by the department, including activity that is generated from the community as well as proactively by patrol units.

***Recommendations:***

***Review patrol utilization on a quarterly basis in order to track the proactivity of patrol units in addressing issues and engaging within the community.***

***Make no changes to the number of staff assigned to patrol functions.***

**3. ALL DISPATCHED REQUESTS FOR SERVICE SHOULD BE ROUTED THROUGH THE CUMBERLAND COUNTY COMMUNICATIONS CENTER.**

Before the merging of emergency communications in Carlisle with Cumberland County Communications, the Carlisle Police Department had its own dispatch center serving the Borough. With the merger, the number of Communications Specialists (or 'dispatchers') have through attrition been reduced in numbers to the current complement of two (2) full time staff and four (4) part time staff. Their duties, at present, include the following:

- They staff the front desk seven days each week from 7 am to 7 pm.
- They assist the public at the front desk.
- They take call ins from the public and either handle the calls or transfer them to County Communications.
- They handle NCIC verifications when on duty.

Now that emergency communications has been consolidated with the County, their classification as Communications Specialists does not appropriately capture their duties. Moreover, the calls that are directly dispatched from the front counter from the non-911 lines should now be transferred to County Communications. It is important that there be one source of emergency dispatching in a community.

Staffing the front counter for expanded business hours on a seven day basis is a high level of service to the community. Many communities today staff a police counter during weekdays. After discussions with staff, the project team recognizes that with this level of staffed service there is capacity for these employees to accomplish other tasks. Selected front county staff could assist with data entry, compiling statistical information or other research for the Department.

***Recommendations:***

***Reclassify the Communications Specialists as Police Service Aides or comparable generalized service classification.***

***All calls for service that result in the dispatch of a police unit should be routed through the County Communications Center.***

***Task these staff with other responsibilities due to the time available to them. Task examples could include data entry and statistical compilation.***



## **4. EVALUATION OF INVESTIGATIONS**

This section provides summary workload activities for the Criminal Investigations Section (CIS). CIS is staffed with one (1) Sergeant and three (3) Detectives. Setting the stage for this assessment is the fact that one Detective is assigned to Cumberland County Drug Task Force but continues to handle local cases, one Detective has been on long term leave and the Sergeant divides his time between unit supervision, case handing and administrative assignments (principally related to information systems). The Sergeant is a new position created in the Department's recent reorganization when the second Lieutenant's position was lost.

The current philosophy is that the Department is that Detectives are only assigned serious cases, while patrol officers follow-up on many minor cases. This allows Detectives to focus on the more serious crimes occurring in Carlisle.

### **1. HOW INVESTIGATIVE SERVICES ARE EVALUATED**

The evaluation of detective staffing levels takes on a unique approach because, unlike patrol services, subjective and qualitative determinants of workload and work practices are as important as quantitative ones. The following are the considerations and factors which guide the assessment of detective staffing levels:

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies, and thus making direct comparisons to evaluate staffing is insufficient.
- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level property crime cases to detectives varies. Also, the extent to which patrol performs preliminary or complete investigations vary widely and impacts detective caseloads.
- Some law enforcement agencies utilize non-sworn personnel (or civilian

investigators) to provide case support or even to handle cases.

- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, and the time devoted to clerical tasks.
- The nature of the caseload is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of leads, suspect description, and other available information. The way information in a single case combines with information on other cases also impacts investigative actions.
- The nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

In general, then, investigative workloads have numerous qualitative considerations when compared to that which depicts typically quantitative-driven patrol workload. And while there are some important quantitative metrics available, qualitative issues must also be considered and further emphasized.

The Matrix Consulting Group utilizes a two-pronged approach to evaluate investigative staffing needs which incorporates an assessment of the effectiveness of case management and the active caseloads being worked by detectives. The next section describes these approaches and the existing practices and caseloads in Carlisle.

## **2. MAJOR CRIME TRENDS IN CARLISLE**

One indicator of the work that detectives do in a community is the serious crime that it investigates. It is very important to monitor and evaluate crime statistics over many years to determine if significant changes are just a one year decrease, or spike in crime, or a multi-year trend.

The FBI publishes annually a survey of “major crime” in every community in the

county. Called the Uniform Crime Report (or UCR) it allows for trend and comparative analysis of the most serious violent and property crimes committed. For this report the project team obtained the UCR crime data for Carlisle for calendar years 2010 - 2014. They are listed in the following table:

**UCR Part I Crimes in Carlisle**

<b>Crime</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013<sup>5</sup></b>	<b>2014</b>	<b>% Change 2010 to 2014</b>
Homicide	0	0	0	No Report	0	0%
Rape	10	8	10	No Report	7	(30%)
Robbery	27	26	19	No Report	13	(52%)
Aggravated Assault	17	24	14	No Report	17	0%
Burglary	72	53	60	No Report	50	(31%)
Larceny – All	482	405	547	No Report	472	(2%)
Motor Vehicle Theft	3	6	3	No Report	4	33%
Arson	4	4	3	No Report	0	N/A
<b>Total</b>	<b>611</b>	<b>522</b>	<b>658</b>	No Report	<b>563</b>	<b>(8%)</b>
<b>Violent Crime</b>	<b>54</b>	<b>58</b>	<b>48</b>	No Report	<b>37</b>	<b>(31%)</b>
<b>Property Crime</b>	<b>557</b>	<b>464</b>	<b>610</b>	No Report	<b>526</b>	<b>(6%)</b>
<b>Total Crime Rate<sup>6</sup></b>	<b>32.7</b>	<b>27.9</b>	<b>34.4</b>	No Report	<b>29.7</b>	<b>(9%)</b>
<b>Violent Crime Rate</b>	<b>2.89</b>	<b>3.09</b>	<b>2.51</b>	No Report	<b>1.95</b>	<b>(32%)</b>
<b>Property Crime Rate</b>	<b>29.77</b>	<b>24.76</b>	<b>31.93</b>	No Report	<b>27.72</b>	<b>(7%)</b>

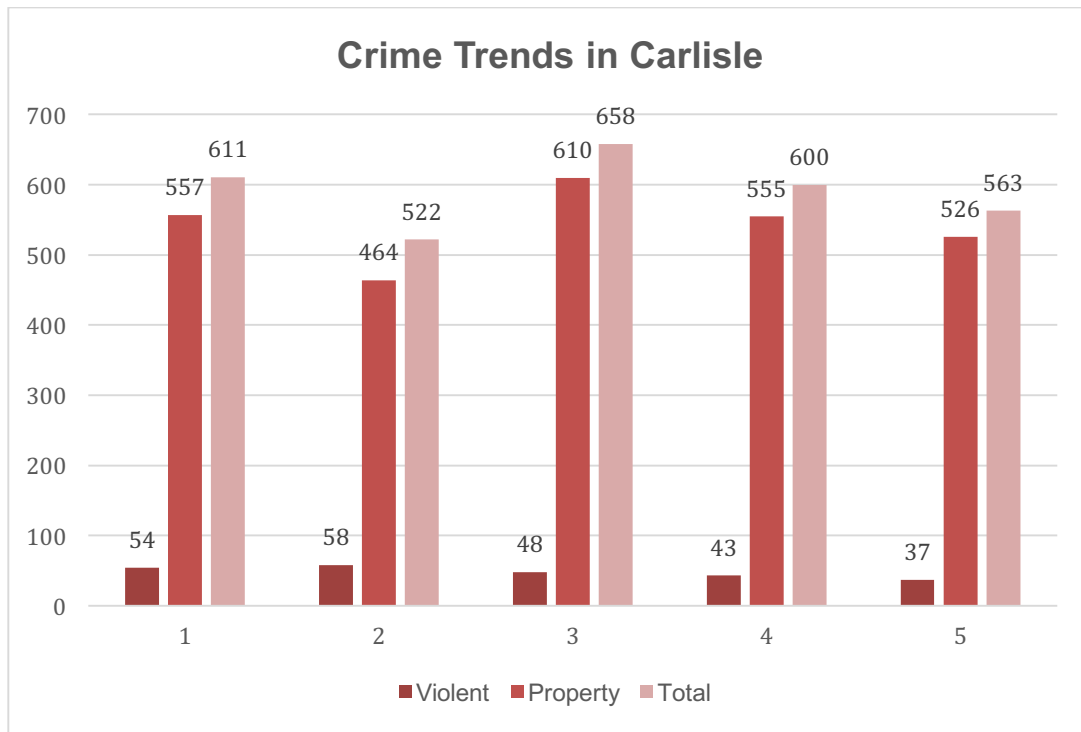
From 2010 to 2014 the Borough of Carlisle experienced a 9% decrease in overall crime and a 32% decrease in violent crime. Almost all categories of crime have declined (except motor vehicle theft but a very low number of offenses) and significant drops in virtually all violent crime categories. At current levels, a major violent crime occurs about once each week; the number of major property crimes about twice times each day. While major crime has declined throughout most of the country, Carlisle is a low crime community. To illustrate this point, the rate of violent crime in non-metropolitan communities in Pennsylvania is 2.18 per 1,000 population; in Carlisle the rate is 1.95, or about 12% lower.

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<sup>5</sup> The Carlisle Police Department did not report major crime to the FBI in 2013.

<sup>6</sup> The number of offenses in each category per 1,000 population.

The following chart graphically portrays these trends in violent crime in the Borough.



Case clearances (typically 'solving' a case through arrest) are also an important measure and say something of the effectiveness of the investigative processes in a community as well as the type of crime in a community. While these data are incomplete and inconsistent in the FBI database it appears that Carlisle clearance rates for violent and property crimes are consistent with the national average for communities in the 10,000 – 25,000 population range.

The next section describes how the investigation of major crime is handled in Carlisle.

### **3. INVESTIGATIVE CASE MANAGEMENT AND CASELOADS IN CARLISLE.**

In Carlisle, cases are screened and assigned by the Detective Sergeant and assignments given to the investigators. Because Carlisle is a small police department,

discretionary time available to Patrol Officers is used to be involved in some case follow-ups, where the crime is minor, the case can be resolved relatively easily, often within a day or two. As a result, the Detective Sergeant keeps track of cases retained in the field. The process can be summarized as follows:

- The Detective Sergeant reviews reports generated by Patrol Officers.
  - Virtually all cases are assigned that are not retained in Patrol.
  - Cases are logged into C-Net, the Departments Records Management System whether they are retained in Patrol or assigned to Detectives.
- The Sergeant assigns cases to individual Detectives.
- The Sergeant reviews reports written by Detectives after they are assigned.
- The Detective Sergeant meets with Detectives regularly and discusses their assigned cases.

This approach is typical of many detective units whether large or small. In Carlisle, however, this 'theoretical' practice is complicated by a number of factors that result in investigative case management not working as effectively as this. These issues include:

- There is no comprehensive system in which 'solvability factors' are utilized in the assignment of cases. Essentially, everything is assigned regardless of priority or whether there are leads or suspects.
- The C-Net records management system does not easily allow anyone to utilize it to manage caseloads – it is essentially a case inventory system. This has a number of impacts on Carlisle, including:
  - Since patrol personnel are involved in follow-up investigations, it is difficult to track their cases unless their activities are logged into the system.
  - The assignment of cases to patrol is not uniform among both patrol officers and patrol supervisors. This is further impacted by the 12 hour shift.
  - Even within the detective unit it is difficult to track case trends,

assignments and activities.

- The system is not a true case management system. It does not allow case assignments based on solvability or priority factors, does not have a true review due date process, and case reports cannot be posted to it.
- The Section's staffing levels have been impacted by:
  - One Detective has been unavailable for almost a year because of a long term disability.
  - Another Detective is close to retirement. As a result, long term investigations of serious crimes have not been assigned to this Detective.
- The impacts of these staffing issues on the Section have included:
  - The Detective assigned to the Cumberland County Drug Task Force has been drawn into handling cases.
  - The Sergeant is self-assigning cases or is assisting Detectives on other cases.
- The Sergeant's time available to provide oversight and supervision to a case management process that includes detectives and patrol officers is further impacted by:
  - He is the principal staff person responsible for property and evidence.
  - He is the lead staff position on regional CNET issues.
  - He is the principal data entry person for CNET.
  - He provides due diligence on warrants.
  - He works on special projects, as assigned, by the Lieutenant and/or the Chief.

An effective case management system is important to an agency and to the community it serves. Key factors in its use are:

- It prioritizes the time of detectives.
- In a system in which patrol is also involved, as in Carlisle, it coordinates cases which may have the same suspect.

- It provides the foundation for effective crime analysis.
- It provides victims and the community with information on crime trends and readily obtainable updates to crimes in which they are victims.

These impacts can be seen in representative case assignments when the project team was conducting its fieldwork in Autumn 2015. It shows the results of 'desk audits' of detective caseload on selected snapshot dates. The desk audit process distinguishes between "open cases" in the sense that they have not been "cleared" or "solved" from "active cases", cases that are actually being worked on by detectives. This is an important distinction in the assessment of case management and detective needs – a case that is open but not being worked should not be factored into a workload evaluation. Active cases might not be worked for many reasons – lack of leads, identified suspect with an outstanding warrant, in court, etc. For purposes of the project team's analysis any case which had received no work for at least 30 days was not "active".

**Detective Caseload in 2015 (September)**

Detective	Open Cases	Active Cases	Major / Other Crime	Average Active Case Age
1 – Griest	13	10	6 / 4	1.5 months
2 – Collare (Task Force)	5	5	4 / 1	5.0 months
3 – Freedman (Sgt.)	4	2 <sup>7</sup>	2 / 0	3.0 months

The findings from these cases are as follows:

- The only available full time detective had 13 open cases at the time of the desk audit, of which 10 were active.
- In the absence of the second full time case detective others in the Section were handling overflow cases:

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<sup>7</sup> Both of the active cases were complex multi-event yet linked robberies.

- The Task Force Detective had 5 open and active cases.
- The Sergeant had two complex sets of robberies.
- A relatively high percentage of open cases are active, speaking highly of the supervision that the Sergeant provides over his direct reports.
- A high percentage of active cases are major or Part 1 crimes (in the FBI's UCR definition).
- What is not known, however, are the cases held in patrol.

With the number of active cases established through a representative desk audit it is possible to determine staffing needs for the Section. Based on the full range of responsibility for a detective including both direct case responsibilities, indirect ones, supporting victims, research, assists to other agencies, extraditions, etc. case standards have been developed by the firm (and other research organizations). These active case standards are:

- 8 – 10 active cases for a person crime detective.
- 15 – 20 active cases for a property crime detective.
- Depending on the mix of crime, 10 – 12 cases for a 'generalist' detective.

It is clear that the Carlisle Police Department, then, has sufficient caseload for two detectives. However, at present, there is only one detective in the Section with the other caseload being handled by the Task Force Detective and the Detective Sergeant.

This has resulted in the following:

- Less than full time presence in the Drug Task Force. Carlisle is the largest community in the Task Force service area and in the method of operation for the Task Force each agency takes the lead in that agency's effort. Reducing the Task Force effort on a de facto basis impacts drug enforcement efforts.
- Fragmenting the time of the Detective Sergeant on non-supervisory activities, including case follow-up, C-NET data management and other administrative activities which were addressed in the first Chapter of this report.



As a result, there are several steps the Borough should take to address the investigative resource issues identified in this Chapter of the report:

***Recommendations:***

***Maintain current staffing in the Criminal Investigations Section. Since one of the Detectives is on a long term disability resolve that issue as soon as possible. Alternatively, backfill the position from patrol or authorize an overfill or temporary position until that long term disability is resolved at which time that position would become permanent.***

***As part of this resource issue, once the second full time detective is on board, return the Drug Task Force Detective to full time in that capacity.***

***Finally, once the second full time detective is on board cease the practice of the Sergeant handling cases on an overflow basis.***

In addition to these resource issues there are investigative management issues which need to be addressed. These are discussed in the next section.

**4. CRIMINAL INVESTIGATIONS SHOULD FORMALIZE THE CASE SCREENING AND MONITORING PROCESSES USING SOLVABILITY FACTORS.**

In order to ensure consistency in approach not only among Detectives but between Investigations and Patrol and to help prioritize work for investigative follow-up, a case screening checklist with relevant solvability factors should be consistently utilized. This is consistent with progressive case management philosophies as well as with the Commission on Accreditation for Law Enforcement Agencies (CALEA) case-screening system criteria (Section 42.1.2).

The Department should review and revise its case screening approaches and work with its regional partners to address C-NET deficiencies to enable these improvements.

The first step is formal case screening. This screening can take several forms.

For example, many police agencies with which the project team has experience use the following criteria to determine the initial disposition of a case. If a crime report has a preponderance of the solvability factors noted below, it should be assigned for investigative follow-up. The criteria are:

- Witnesses to the crime;
- Knowledge of the suspect's name;
- Knowledge of where the suspect can be located;
- Reasonable description of suspect;
- Identification of suspect probable;
- Property with traceable, identifiable characteristics, marks or numbers;
- Existence of a significant modus operandi;
- Presence of significant physical evidence;
- Reasonable description of the suspect's vehicle;
- Positive results from a crime scene evidence search;
- Belief that crime may be solved with publicity and/or reasonable additional investigative effort.

These criteria can also be used to determine whether a case should be retained in Patrol or followed-up by a Detective.

The second step is case monitoring. Even in a small agency a formal review is essential – it provides both a supervisory and a collaborative effort to review case status and opportunities to move a case forward (or not). This should be accomplished at regular intervals and should involve the Detective / Administrative Sergeant and both Detectives. Because this involves both CIS and Patrol a collaborative effort is required reinforced by the Lieutenant.

Finally, C-NET data management should not be the responsibility of the Detective Sergeant. The Borough and Department should make this the responsibility of one or more of the “Dispatchers”. Before this can occur, changes need to be made in C-NET to allow this system to be utilized at least as the foundation for a case management system. The Detective Sergeant is part of a regional task force to address issues such as this in C-NET. Case management should be a higher priority for this group.

***Recommendations:***

***Investigations needs to strengthen its case management processes to manage detective workloads and investigations handled by patrol officers. This includes improvements in case assignments between investigations and patrol, as well as case monitoring once assignments are made.***

***Patrol supervisors need to be trained in effective case management approaches.***

***Utilize the “Dispatcher” positions for C-NET data management.***

***Continue to work with regional partners to improve C-NET so that it can be utilized as an effective case management system.***

**5. THE POLICE DEPARTMENT NEEDS TO REMAIN DEDICATED TO THE CUMBERLAND COUNTY DRUG TASK FORCE.**

Carlisle Police Department participates in the Cumberland County Drug Task Force operated out of the Office of the Cumberland County District Attorney. The Task Force is supervised by a Lieutenant from the Office of the District Attorney but all other members are Detectives and Sergeants from local law enforcement agencies in Cumberland County. This Task Force is operated differently than many other regional units of this type in which all members are assigned full time to the Task Force and work together each day out of a common office location. There are approximately 15 active Task Force members and all work out of their own Police Department facilities – they

only meet at the Task Force office, as necessary. Three of the active members spend most of their work hours conducting “Task Force work” and the other active members only spend a portion of their time on Task Force related work. The law enforcement agencies in Cumberland County are small which provides additional challenges to operating a regional Drug Task Force but improvements to several current processes need to occur as soon as possible to conform to law enforcement best practices and to reduce risk and liability of all involved parties. These aspects are discussed below.

**(1) Task Force Detective Supervision and Safety Concerns Need to Be Addressed.**

When a Task Force Detective investigation is initiated and a street drug buy is planned, the initiating Detective will call other Task Force Detectives and schedule a time and location to meet and conduct the operation – it will involve a minimum of three personnel and often four personnel; it may or may not include a Sergeant. When operating in Carlisle, the initiating Detective will notify the duty Lieutenant to discuss the planned operation but the Lieutenant typically is not present to coordinate the street operation. The Detectives will meet to brief before the planned operation but a written Operations Plan is not required.

This practice has been used in Cumberland County for many years however there are several current procedures that are not safe and do not conform to current law enforcement best practices. The needed changes are:

- A supervisor should always be present and coordinate any street drug buy or enforcement action. The project team strongly believes it is unsafe and increases risk to law enforcement personnel and other involved parties to allow street operations without a supervisor’s oversight and coordination.
- A written Operations Plan should be prepared for each operation. These plans document the personnel involved, code words, contact information, planned

target(s), addresses, vehicles, suspect information, criminal history, potential threats, nearest medical facility and serve as a checklist to ensure that all of the details of the operation and proper tactics are discussed prior to commencement of the operation.

- When working on drug investigation tasks in the field the assigned Carlisle Detective should work with another Task Force Detective or local Police Department assistance.

The project team believes that these practices should change to reduce the risk and liability to Task Force personnel and that the Carlisle Police Department. The Chief should meet with the District Attorney as soon as possible to discuss these items. Until they are satisfactorily resolved the project team believes it is unsafe for Carlisle personnel to participate in drug buys or enforcement actions conducted using the current practices.

## **(2) The Borough Needs to Re-Commit to the Regional Task Force Concept.**

As stressed elsewhere in this Chapter, less than full time presence in the Drug Task Force is a significant issue for the Borough. Carlisle is the largest community in the Task Force service area and in the method of operation for the Task Force each agency takes the lead in that agency's effort. Reducing the Task Force effort on a de facto basis impacts drug enforcement efforts. Once the second Detective position is filled on either a temporary or full time basis, the Drug Task Force Detective should be dedicated to that effort full time except in unusual circumstances.

### ***Recommendations:***

***The Police Chief should meet with the Cumberland County District Attorney to discuss the need for proper supervision of Task Force operations and written operations plans for street actions.***

***Once the second Detective position is filled on either a temporary or full time basis, the Drug Task Force Detective should be dedicated to that effort full time except in unusual circumstances.***

## **APPENDIX A: DESCRIPTIVE PROFILE OF THE POLICE DEPARTMENT**

This descriptive profile of the Carlisle Police Department (CPD) provides information regarding the current organization, staffing and operations of the CPD using information collected from in September and October 2015. The information contained in this profile was developed through interviews of Police Department staff, review of policy, procedures, budgets and other documents, call for service data, investigator workloads and other data provided to the project team. The profile is the first report in this project and summarizes the organization's staffing and job tasks. Data describing Department operations and services (e.g. calls for service) is still being evaluated and will be included in an updated document at a later point.

This profile is organized as follows:

- Overview and Department staffing levels
- Personnel Roles and Responsibilities
- Department Budget
- As noted above, later versions of this profile will contain workload and service level data for Police Department operations.

This report is descriptive only and does not contain analysis, recommendations or suggestions for improvement.

### **1. OVERVIEW AND STAFFING LEVELS**

The Carlisle Police Department provides a wide range of law enforcement services for approximately 18,927 residents (estimated 2013 US Census) and covering 5.5 square miles. The population of Carlisle has changed very little over the last 10

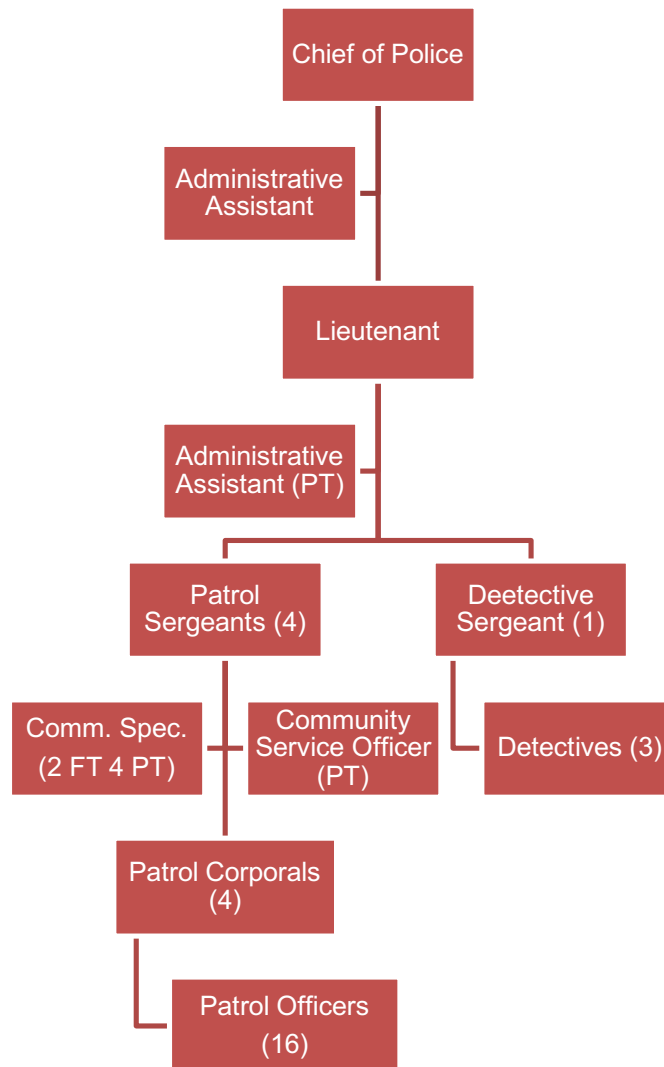
years.

	1990	2000	2010
<b>Borough Population</b>	18,419	17,970	18,682

It is important to note that on January 1, 2016 that the Borough of Carlisle is transitioning to 'Home Rule' through an election of voters in the Borough earlier this year. Of relevance to this study is the reporting relationship of the Chief to the Borough Manager and responsibility of the Department.

- In the existing structure the Police Chief is hired by the Council and reports to the Mayor.
- Under Home Rule the Borough Manager is responsible for oversight of the Police Department.

To provide law enforcement services in Carlisle, the Chief is assisted by a management team consisting of a Lieutenant, down from two Lieutenants recently. The managers have responsibility for the two major work units – Field Services Division which includes patrol and investigations; and the Support Services Division which includes communications and administrative services. An organization chart showing the functions, reporting relationships and staffing of the Carlisle Police Department is provided below.



The following sections provide a summary of the organization and staffing levels of the CPD.

The police department has 31 sworn staff (1 position is currently vacant) and 3 full time and 6 part time civilian staff for a total of 34 currently funded full time and 6 part time positions. The sworn staff is allocated in the following work areas by rank:



	Chief	Lieut.	Patrol Sgt.	Det. Sgt.	Corp.	Officer	Total
Office of the Chief	1	1					2
Field Services			4		4	17	25
Detectives				1	3		4
<b>Total</b>	<b>1</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>7</b>	<b>16</b>	<b>31</b>

The civilian staff is allocated in the following work areas by position function (not title) and work area:

	Admin. Asst. (FT/PT)	Communications (FT/PT)	CSO (FT/PT)
Office of the Chief	1/1		
Support Services		2/4	0/1
<b>Total</b>	<b>1/1</b>	<b>2/4</b>	<b>0/1</b>

## 2. PERSONNEL ROLES AND RESPONSIBILITIES

The table below provides a summary of the primary roles and responsibilities of the personnel within the CPD; it is not a comprehensive list of all tasks performed:

Work Unit	Classification and Authorized Staffing		Key Roles and Responsibilities
<b>Office of the Chief</b>	Chief	1	<ul style="list-style-type: none"> <li>Provides the overall leadership, guidance, management and administration of the Department personnel and police services.</li> <li>Manages and coordinates police services in the Borough to meet objectives set by the Mayor.</li> <li>Supervises the Lieutenant.</li> <li>Supervises the full time Administrative Assistant.</li> <li>Reviews policies and procedures, goals and objectives.</li> <li>Develops and maintains good working relationships with peers in the regional and state law enforcement community.</li> <li>Develops and maintains good working relationships with local business leaders, community leaders and school officials.</li> <li>Performs routine administrative functions in the day to day management of the Department.</li> <li>Determines outcomes in internal affairs investigations; will follow up on selected complaints (or assigns).</li> </ul>

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Work Unit	Classification and Authorized Staffing	Key Roles and Responsibilities
	Lieutenant 1	<ul style="list-style-type: none"> <li>• Reports to the Chief of Police.</li> <li>• Supervises the four (4) Patrol Sergeants and one (1) Detective Sergeant.</li> <li>• Supervises the part time Administrative Assistant.</li> <li>• Functions as the State Accreditation manager (and assisted by light duty personnel).</li> <li>• Develops patrol schedule.</li> <li>• Responsible for management of risk; Department liaison on workers comp issues.</li> <li>• Monitors performance/productivity standards of staff to ensure compliance with policy.</li> <li>• Reviews and develops policies and procedures, goals and objectives.</li> <li>• Coordinates the recruiting, hiring and promotional processes for the Department.</li> <li>• Interfaces with other law enforcement agencies, including Dickenson College, the Army War College, County, local and State agencies.</li> <li>• Oversees budget development for the Police Department.</li> <li>• Coordinates building and fleet maintenance; assists with information technology issues with the Detective Sergeant.</li> <li>• Keeps the Chief informed of significant or newsworthy incidents.</li> <li>• Responsible for the Department training program, ensuring that training goals are met and officers receive mandated and desired training.</li> <li>• Secondary position for property and evidence.</li> <li>• Works on other special projects.</li> </ul>
	Administrative Assistant 1 FT	<ul style="list-style-type: none"> <li>• Provides daily administrative support to the Chief.</li> <li>• Maintains Department files (e.g., incident reports, accident reports, etc.).</li> <li>• Makes copies of reports for citizens, as necessary.</li> <li>• Maintains intern files, primarily for ride longs.</li> <li>• Handles and processes various permits, for example, transient vendors, etc. Will coordinate applications, background checks, fees, etc.</li> <li>• Handles permitting for special events.</li> <li>• Receives complaints from the public; forwards complaints to the Chief.</li> <li>• Takes minutes at departmental meetings.</li> <li>• Coordinates background requests for information for federal government applicants.</li> <li>• Can assist with the direction of CSO activities.</li> <li>• Coordinates testing for employment applicants.</li> <li>• Conducts research for the Chief. as necessary.</li> </ul>

**BOROUGH OF CARLISLE, PENNSYLVANIA**  
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Work Unit	Classification and Authorized Staffing	Key Roles and Responsibilities
	Administrative Assistant  1 PT	<ul style="list-style-type: none"> <li>• Assists the Lieutenant in his assigned roles.</li> <li>• Assists with the review and dissemination of policies and procedures.</li> <li>• Assists with the record keeping needed for Accreditation.</li> <li>• Responsible for tracking payroll and personnel data relating to overtime, compensatory time, training and light duty. Reports payroll for staff, in addition to crossing guards. Reports payroll to the Borough.</li> <li>• Tracks time off for leaves as well as training.</li> <li>• Responsible for various records, for example, arrest reports, expungements and sentencing orders.</li> <li>• Compiles Officer dailies.</li> <li>• Annotates shift schedule for actual experience on each shift.</li> <li>• Assists the Lieutenant in developing monthly reports.</li> <li>• Assists the Lieutenant in grants research.</li> <li>• Orders office supplies.</li> </ul>
Patrol	Sergeant  4	<ul style="list-style-type: none"> <li>• Supervises Corporals and Police Officers on patrol to ensure field resources are being utilized properly to address problems in the Borough.</li> <li>• Act as the Watch Commander for their shift; one Sergeant is assigned to each shift.</li> <li>• Oversees patrol staff scheduling to ensure adequate staffing in the field.</li> <li>• Develops directed patrol efforts.</li> <li>• Ensures that Officers daily work assignments and reports are completed.</li> <li>• Responds to routine and major incidents; coordinates field responses as appropriate.</li> <li>• Keeps the Chief and Lieutenant informed of significant or newsworthy incidents.</li> <li>• Reviews written work and reports of Officers.</li> <li>• Sergeants have collateral duties; one Sergeant, in particular, has responsibility for training and SWAT.</li> <li>• Coordinates with Investigations Sergeant on field incidents involving response of Detectives.</li> <li>• Conducts regular reviews of Officers performance in the field and written work.</li> <li>• Trains, counsels, mentors and audits employees' performance; takes corrective or disciplinary action.</li> </ul>

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Work Unit	Classification and Authorized Staffing	Key Roles and Responsibilities
	Corporal	4 <ul style="list-style-type: none"> <li>• In the absence of the Sergeant a Corporal is the Officer in Charge responsible for the supervisory activities described above.</li> <li>• When both a Sergeant a Corporal is on duty the Corporal is responsible for direct patrol duties, as described below.</li> <li>• Selected corporals also have collateral responsibilities, for example, relating to firearms.</li> </ul>
	Officer	17 <ul style="list-style-type: none"> <li>• Some officers are designated as 'officers in charge' and function as a supervisor on their shift in the absence of a Sergeant or Corporal.</li> <li>• Respond to all calls for service in the Borough, including crimes against persons, property crimes, domestic disputes, traffic collisions, disturbances.</li> <li>• Write reports; conduct preliminary investigations of crime, conducts follow-up investigations as appropriate, book prisoners, transport prisoners.</li> <li>• Engage in neighborhood patrols, directed patrol, traffic enforcement and other proactive activities.</li> <li>• Provide follow ups on minor crimes.</li> <li>• Respond to questions, concerns and requests from the general public and provides information and problem resolution as necessary.</li> <li>• Identify / address crime and quality of life issues.</li> <li>• Patrol staff work 12 hour shifts starting at 7 am or 7 pm and are scheduled to work 80 hours every two weeks.</li> <li>• Staff are deployed 4-5 per shift with a 2 person tactical (overlapping) 10 hour shift. 7 zones but staff are not assigned to them as 'beats'.</li> <li>• Minimums of three officers on duty.</li> <li>• it should be noted that three (3) positions have been on long term disability.</li> </ul>

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Work Unit	Classification and Authorized Staffing		Key Roles and Responsibilities
<b>Detectives</b>	Sergeant	1	<ul style="list-style-type: none"> <li>• Works closely with the Lieutenant to manage and lead the Detective Unit.</li> <li>• Supervises the three Detectives; reads reports and assigns cases to Detectives.</li> <li>• Meets with Detectives regularly and discusses their assigned cases.</li> <li>• Reviews written work of Detectives, including case follow-up reports, search warrant requests, etc.</li> <li>• Directly oversees daily operations and workload of the Unit; may respond to major incidents.</li> <li>• Due to a position vacancy the Sergeant handles cases.</li> <li>• Keeps the Chief and Lieutenant informed of significant or newsworthy incidents.</li> <li>• Principal staff person responsible for property and evidence.</li> <li>• Lead staff position on CNET issues (the regional records management system).</li> <li>• Provides due diligence on warrants.</li> <li>• Works on special projects as assigned.</li> </ul>
	Detectives	3	<ul style="list-style-type: none"> <li>• Conduct follow-up investigations for all assigned cases, including: homicides, robbery, rape, sexual assaults, domestic violence, child &amp; elder abuse, missing persons, death investigations, burglary, theft, fraud, stolen vehicles and other cases needing follow-up.</li> <li>• Write reports, search warrants, review cases with the prosecutor.</li> <li>• Detectives are subject to call-out as needed.</li> <li>• One Detective is assigned to the County Narcotics Task Force, though in practice this detective handles many local cases.</li> <li>• It should also be noted that one position has been vacant due to a long term disability.</li> </ul>
<b>Front Counter / "Dispatch"</b>	Dispatchers	2 FT 4 PT	<ul style="list-style-type: none"> <li>• Formerly 'dispatchers' until the recent transfer of emergency communications to Cumberland County.</li> <li>• Staff the front desk seven days each week from 7 am to 7 pm.</li> <li>• Assist the public at the front desk.</li> <li>• Take call ins from the public and either handle the calls or transfer them to County Communications.</li> <li>• Handle NCIC verifications when on duty.</li> </ul>
	CSO	1 PT	<ul style="list-style-type: none"> <li>• Conducts mail and report runs to and from Borough Hall.</li> <li>• Handles minor administrative responsibilities.</li> </ul>

### **3. OTHER DATA COMPILED.**

#### **(1) Carlisle Police Department Patrol Schedule Summary.**

Most Patrol staff work 12-hour shifts – day shift begins at 0700 and ends at 1900 and night shift works 1900 and ends at 0700. A 10 hour tactical shift covers Wednesday through Saturday from 1800 through 0400. Minimum staffing is three (3) officers.

#### **(2) Carlisle Police Department Patrol Officer Availability.**

While the scheduled staffing is an important component, it is important to realize that not all scheduled personnel report to work on each scheduled workday. The use of vacation, sick, compensatory and other leaves impact the actual staffing and availability of personnel in Patrol.

The following table summarizes the estimated availability of patrol officers after deducting leave hours, training, and administrative hours:

<b>Patrol Officer Net Availability</b>	
<b>Category</b>	<b>Value</b>
Annual Work Hours	2,080
Total Leave Hours	266
On-Duty Training Hours	109
On-Duty Court Time Hours	20
Administrative Time Per Shift (min)	90
Total Administrative Hours	240
<b>Net Available Work Hours Per Officer</b>	<b>1,446</b>
<b>% Net Availability</b>	<b>69.5%</b>

A Carlisle Police Officer is at work and able to provide police services for approximately 83% of their paid work hours or 1,730 hours annually, a comparatively high level of availability.

**(3) Patrol Zones**

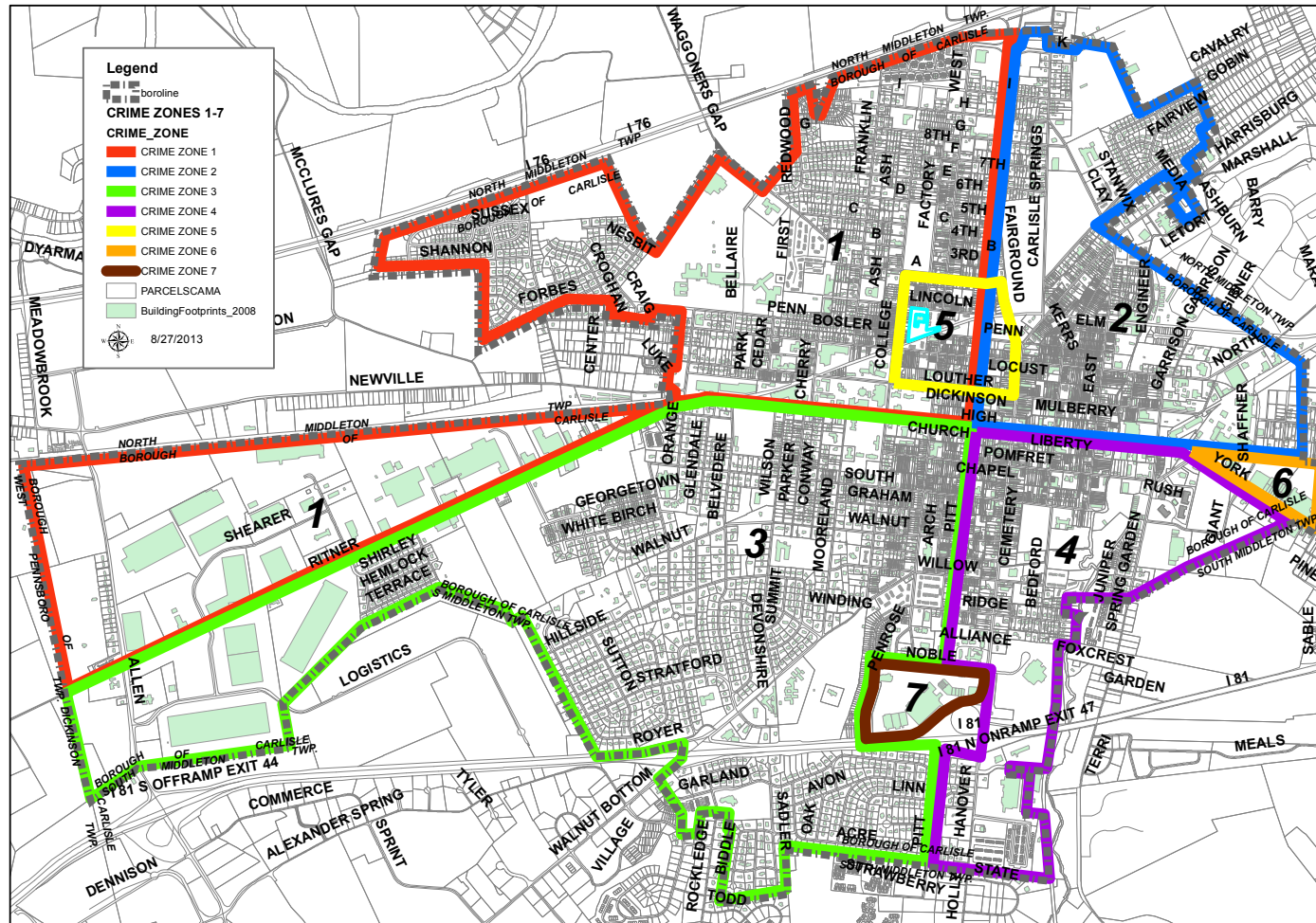
As noted in the patrol summary, the Department operates seven (7) zones in field services. A map depicting the zones follows this page.

**(4) Schedule and Actual Patrol Officer Staffing**

The charts on the following pages show the Carlisle PD “zone map” and the average patrol staffing on a (1) scheduled and (2) actual basis (i.e., after leaves and training are considered).



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### Current Patrol Shift Schedule

Shift	Start	End	Week 1							Week 2							Week 3							Week 4							# of Staff Assigned			
			S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	Ofc.	Sgt.	Cpl.	OIC
A	1900	0700																												2	1	1	1	
B	0700	1900																												2	1	1	1	
C	1900	0700																												2	1	1	1	
D	0700	1900																												2	1	1	1	
CP/T A	1800	0400																												2	0	0	0	
CP/T B	1800	0400																												2	0	0	0	
CP/T C	0700	1700																												0	0	0	1	

### Notes:

- For shift teams A, B, C, and D, one eight-hour day is worked once every two weeks in order to meet the 80 hours over a biweekly pay period.
- “CP/T” shifts represent the units within the Community Policing/Tactical Team.
- Because personnel in the team work different schedules, they are shown as three separate shifts, when in actuality, they comprise a single team organizationally.

### Average On-Duty Staffing and Proactivity by Time of Day:

Time	Avg. Units	S	M	T	W	Th	F	Sa
0200 - 0600	3.8	83%	90%	89%	90%	88%	90%	81%
0600 - 1000	3.3	75%	78%	71%	75%	78%	65%	74%
1000 - 1400	3.4	63%	66%	65%	65%	68%	58%	57%
1400 - 1800	3.3	51%	53%	53%	52%	57%	51%	53%
1800 - 2200	4.6	66%	66%	65%	68%	63%	64%	76%
2200 - 0200	4.6	82%	83%	83%	76%	77%	77%	77%
<b>Overall</b>	<b>3.8</b>	<b>72%</b>	<b>73%</b>	<b>71%</b>	<b>71%</b>	<b>72%</b>	<b>69%</b>	<b>72%</b>

## **APPENDIX B: ANALYSIS OF THE RESULTS OF THE POLICE DEPARTMENT EMPLOYEE SURVEY**

As part of the Operational Management Study for the Carlisle Police Department, our project team conducted an anonymous survey of Police employees using the online service Survey Monkey to gain their input and insight into issues related to community service / policing, department vision, work expectations, and organizational culture. Although participation was voluntary, almost 29 out of 34 (full time employees) responded to the survey (there are 6 more part time civilian employees).

### **1. INTRODUCTION TO THE PURPOSE AND STRUCTURE OF THE SURVEY**

The survey consisted of two sections. The first section contained 32 statements to which respondents were asked to select one of the following responses: “strongly agree,” “agree,” “disagree,” and “strongly disagree.” For those that had no opinion, this additional selection was also provided. The statements in this section of the survey were designed to provide an understanding of the perceptions, attitudes, and opinions of Carlisle Police Department employees with respect to the following key areas:

- **Level of Service to the Community:** Employees responded to statements about the level of service provided to the community by the Department.
- **Departmental Vision and Communication:** Employees responded to statements about clear communication of the Police Department of its vision to its employees, along with the ability of the employees to contribute to the Department’s vision.
- **Staffing and Performance Expectations:** Employees responded to statements concerning work expectations, annual performance evaluations and staffing levels within the Department.
- **Policies and Procedures:** Employees responded to statements regarding Departmental policies and procedures.

- **Training and Discipline:** Employees responded to statements about the Department's current training opportunities and ways to discipline employees.
- **County Communications Center:** Employees responded to statements regarding the accuracy and responsiveness of the County Communications Center.
- **Organizational Structure and Culture:** Staff was asked to respond to statements concerning departmental culture and employee morale.

In the second section respondents were asked to characterize management using a variety of different statements and approaches.

While the survey was confidential, respondents were asked in the beginning to indicate their work assignment, level within the organization, and length of employment with the Department. The following tables present this descriptive information.

**Breakdown of Respondents by Work Assignment**

Current Work Assignment	# of Resp.	% of Total	Avg. Years
Administrative Services Division and Chief's Office	7	24%	16.7
Field Operations Division	22	76%	11.2
<b>Total</b>	<b>29</b>	<b>100%</b>	<b>12.5</b>

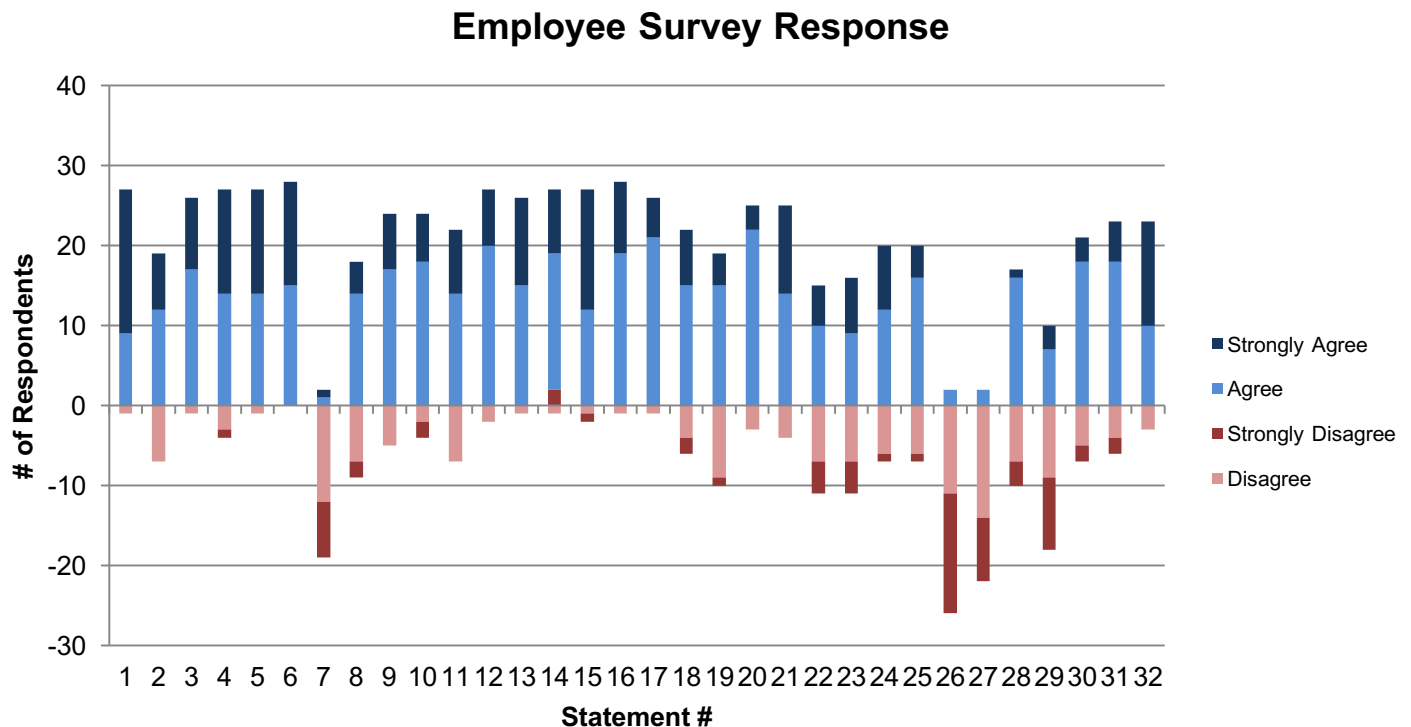
**Breakdown of Respondents by Level in Organization**

Current Level in Organization	# of Resp.	% of Total	Avg. Years
Manager or Supervisor	6	21%	19.2
Line Employees	23	79%	10.8
<b>Total</b>	<b>29</b>	<b>100%</b>	<b>12.5</b>

As expected, employees in Administrative Services or employees that are Manager or Supervisors have been employed for longer periods of time at the department than Field Operations employees.

**2. THE MAJORITY OF RESPONDENTS GENERALLY HAD POSITIVE VIEWS REGARDING THE POLICE DEPARTMENT, BUT NEGATIVE VIEW ABOUT STAFFING AND RECENT / UPCOMING CHANGES.**

This section of the survey provided respondents with an opportunity to discuss issues related to organization, operations, governance, and service levels associated with the Police Department. The chart below provides a visual representation of the number of 'agree' and 'disagree' responses to each statement in this section. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



As the chart above shows, overall employees generally had positive reactions to most of the statements.

The following subsections examine responses to each question in more detail.

## **(1) Community Service / Community Policing**

The following multiple-choice questions covered the Department's ability to meet the needs of the community, including if "Community Policing" is a high priority for the department:

Statement	Agree	Disagree	No Opinion
The Carlisle Police Department provides a high level of service.	93%	3%	4%
Borough residents view our Department as a high priority.	66%	24%	10%
Our approach to policing improves the quality of life in Carlisle.	90%	3%	7%
"Community Policing" is a high priority for the Department.	83%	14%	3%
We are effective in dealing with problems in the community.	93%	3%	4%
We deal with citizens effectively when they request service.	97%	0%	3%
The transition to Home Rule will make the Department more accountable to the Community.	7%	66%	27%

- Respondents overwhelmingly agreed that the Department had a high level of service, that their approach to policing improves the quality of life, and that they are effective in dealing with problems and citizens in the community.
- Nearly a third of respondents, 66%, felt that the transition to Home Rule would not help the Department become more accountable to the Community.

Overall, Police Department employees felt that the Department provided a high level of service to the community, but that transitioning to the Home Rule would not help the department become more accountable to the community.

## **(2) Departmental Communication and Vision**

Employees were asked to respond to statements concerning the department's vision and the ability of employees to communicate directly with supervisors, including the ability of their opinions to impact decisions at the agency:

Statement	Agree	Disagree	No Opinion
Our Department has a clear vision / direction for the future.	62%	31%	7%
I am kept informed of important Departmental information.	83%	17%	0%
My opinions are listened to and considered in this Department.	83%	14%	3%
We do a good job anticipating problems in the organization.	76%	21%	3%
When problems and issues arise, they are resolved quickly.	66%	34%	0%
We make decisions effectively in the Department.	86%	10%	4%
Our Department is innovative.	69%	24%	7%

- The majority of respondents strongly agreed that not only were they kept informed of important Departmental information, but that their opinions are listened to and considered in the department. Additionally, a higher proportion of respondents (86%) agreed that decisions are made effectively.
- Employees seemed to be less confident about the Department's vision, the ability of problems / issues to be resolved quickly and the innovative nature of the Department, compared to other aspects of organizational communication skills. It is interesting to note that the

Employees generally seem to have a positive outlook regarding the Department's ability to communicate information to its employees including resolving issues and problems in effective and innovative ways.

### **(3) Performance Expectations and Staffing Levels**

Police Department employees were asked to provide their perspective regarding performance expectations and current staffing levels including planning and scheduling work assignments:

Statement	Agree	Disagree	No Opinion
The Department has set high performance expectations of me.	76%	24%	0%
The CPD's expectations regarding my work performance are clear.	93%	7%	0%
My supervisor evaluates me fairly.	90%	3%	7%
The Police Department's expectations regarding standards of conduct are clear to me.	87%	10%	3%
I receive an annual written performance evaluation from my supervisor.	93%	7%	0%
Our Department does a good job planning and scheduling our work assignments.	69%	24%	7%
We have the staff we need to perform safely and effectively during incidents.	7%	90%	3%

- Even though 93% of employees believed that the expectations regarding their work performance are clear, only 87% felt that the standards of conduct expectations were clear, while an even smaller majority (75%) believed those expectations to be high.
- Employees overwhelmingly (greater than 90%) agreed that their supervisor evaluates them fairly and they receive these written evaluations annually.
- While overall 69% of employees agreed that the Department does a good job planning and scheduling their work assignments, employees who have been with the Department between 15-20 years have a different opinion as nearly 57% of those employees disagreed with the Department's ability to do a good job planning and scheduling work assignments.
- Approximately 90% of employees felt that the Department was understaffed.

Employees felt that not only does the department have high performance expectations but that those performance expectations are clear to them, both in terms of work and in terms of standards of conduct. However, employees strongly believe that their current staffing resources are insufficient for them to perform safely and effectively during incidents.

#### **(4) Policies and Procedures**

The following table shows responses to the two questions asked regarding Departmental Policies and Procedures:

Statement	Agree	Disagree	No Opinion
CPD's written policies and procedures provide appropriate direction and guidance.	97%	3%	0%
Our policies and procedures are up to date and consistently followed by staff.	90%	3%	7%

An overwhelming majority of staff agreed that the written policies and procedures provide the necessary guidance and direction as well as being updated consistently.

#### **(5) Employee Training and Discipline**

The following table shows responses to three statements concerning training opportunities, employee discipline, and accountability within the Department:

Statement	Agree	Disagree	No Opinion
I receive the appropriate training to do my job well.	86%	14%	0%
When employee discipline is needed it is fair and consistent.	52%	38%	10%
Employees at all levels of the organization are held accountable for their actions.	55%	38%	7%

- Approximately 86% of employees agreed that they have the necessary training to do their job well.
- A slight majority of employees agreed that employee discipline is consistent and that based upon that employees are held accountable throughout the organization.
  - It is interesting to note that 56% of employees who have worked for the Department for more than 10 years disagreed that when employee discipline is needed it is fair and consistent.
  - If the responses are filtered based upon division / assignment, less than a clear majority (45% - 50%) of field division employees agreed with the current employee discipline and accountability standards within the department.



Overall, employees agreed that they had the necessary training to do their job well, but employees from the Field Operations Division and those that had been with the Department for over 10 years disagreed with employee discipline practices and that employees were held accountable at all levels of the organization.

#### **(6) County Communications Center**

The following table shows responses to the two questions asked regarding the County Communications Center:

Statement	Agree	Disagree	No Opinion
The County Communications Center provides accurate information on calls.	7%	79%	14%
The County Communications Center is responsive when problems need to be resolved.	59%	34%	7%

- While employees believe that the Communication Center does not provide accurate information on calls, they do believe that the Center is responsive at least when problems need to be resolved.
- It is interesting to note that a 100% of employees who have been with the Department for more than 20 years disagree that the County Communication Center is responsive when problems need to be resolved.
- If the responses are filtered by work assignment, similar to the older staff, the plurality of respondents (43%) disagreed that the Communications Center is responsive in the face of problems.

Overall, employees disagree with the accuracy of information provided by the County Communications Center, but do agree that the Center is at least responsive whenever there are problems that need to be resolved.

#### **(7) Organizational Culture / Structure**

The following table shows responses to statements regarding organizational structure, culture, employee morale, and the intention of the employee to make a career at the Carlisle Police Department:

Statement	Agree	Disagree	No Opinion
Our organizational structure is appropriate for a department our size.	34%	62%	4%
There is a positive organizational culture at the CPD.	72%	24%	4%
My general morale about my job is good.	79%	21%	0%
I plan to make a career at the Carlisle Police Department.	82%	11%	7%

- The majority of employees disagreed that the organizational structure is appropriate for a department their size. However, if these responses are filtered by length of employment 75% of employees who have been with the Department for less than 5 years, agreed that their organizational structure is appropriate for a department their size.
- Employees generally agreed that there is a positive culture at the organization, which could help contribute to positive job morale at the agency.
- Respondents generally intend to make their Career at CPD. Additionally, 92% of respondents who have been with the department for 10 or fewer years intend to make their career with the Department.

Employees disagreed with the Department's current organizational structure based upon their small size, but felt positively regarding all other aspects of organizational culture, including nearly a 100% of all new employees (less than 5 years) intending to make their career with the Department.

### **3. EMPLOYEES GENERALLY CHARACTERIZED MANAGEMENT AS BEING OPEN AND SUPPORTIVE OF STAFF.**

In the second section of the survey respondents were asked to check which statements not only could characterize the management of the Department, but also most closely reflected their attitude towards management and supervisory approaches in the Department. The following table ranks each of the characteristics based upon the number of responses.

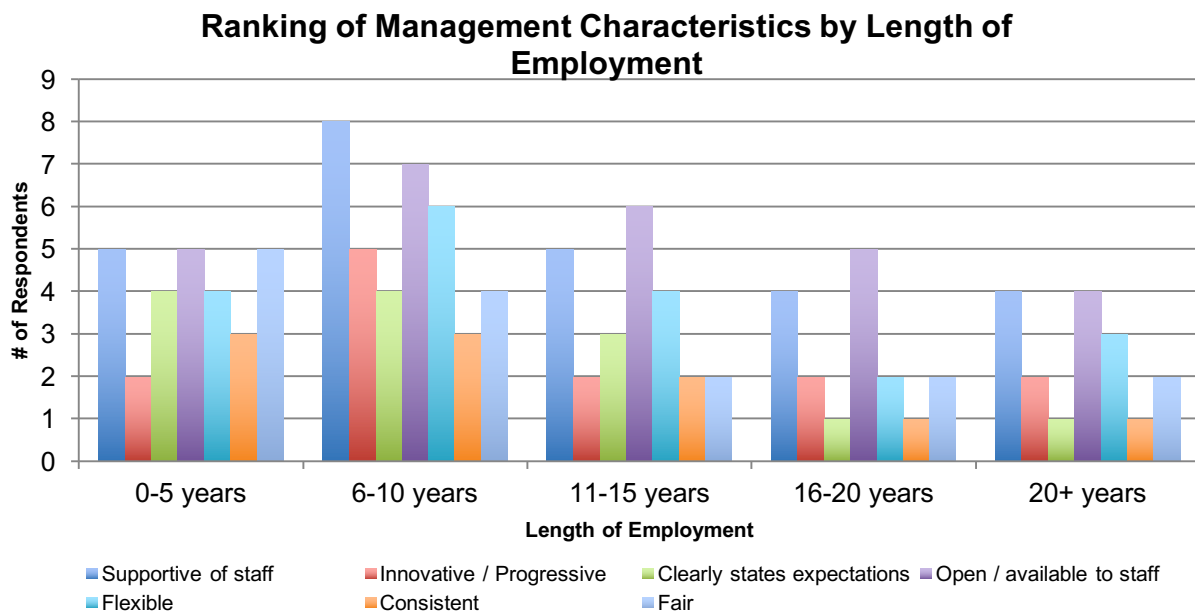
**Breakdown of Characteristics by Number of Responses**

Beat Number	# of Resp.	% of Resp.
Open / Available to Staff	27	93%
Supportive of Staff	26	90%
Flexible	19	66%
Fair	15	52%
Clearly States Expectations	13	45%
Innovative / Progressive	13	45%
Consistent	10	34%

Based upon the table above, the majority of respondents generally characterized management as being available and supportive of staff; with consistency in their management / supervisory approaches garnering the least number of responses.

If these response patterns are filtered by division assignment, the first two characteristics remained the same for both divisions. However, the characteristic tied for third for Field Operations Division was “clearly states expectations” and being “fair” compared to being flexible.

The next graph shows the ranking of characteristics based on tenure in the PD.



As the graph on the previous page shows, that based upon length of employment the ranking of characteristics can vary, for example for employees that have been with the agency for between 6 – 20 years, the highest ranked characteristic was openness / availability to staff. Alternatively, being innovative / progressive was the lowest ranked characteristic for employees that have been with the agency for less than 5 years.

Overall, depending upon the division and length of employment, employees had varying perspective regarding management. The majority of employees agreed that overall, management was open and available to staff along with being supportive of staff, even if it was not always consistent.

#### **4. NARRATIVE SURVEY RESPONSES.**

In addition to the survey's forced choice questions, respondents were asked to provide narrative responses to three open-ended questions. The responses to the questions were grouped and summarized by the project team.

##### **(1) Positive Attributes About the Department.**

For those who chose to respond to the open-ended statements, the number one positive attribute listed for the Department was hard working employees. Some of the common themes are summarized below:

- Well-trained / Hard working employees
- Strong and Supportive Leadership
- Good Training opportunities
- Service oriented department
- Good facilities

Most respondents believed that the hard working nature of the current

employees, including their professionalism was the greatest attribute for the department. Additionally, respondents stated that leadership is very supportive along with providing good training opportunities to its employees. These open-ended responses are consistent with the multiple choice responses noted in the previous sections.

**(2) Changes Which Could Be Made to Improve the Department.**

The overwhelmingly general consensus of respondents for this question had to do with increasing staffing and addressing technological / work equipment issues. The technological or work equipment issues had to do with record management systems and improving these systems. Very few staff also noted that if possible they would like to see additional training offered to employees, but generally, employees listed staffing or improving equipment as the primary changes for improving the department.

**(3) The Single Highest Priority to Address.**

Similar to the previous statement, an overwhelming number of employees responded with the need for increasing staffing as their primary priority. A few individuals noted that either a change in leadership or improved accountability should also be a focus of the study. These two sentiments are consistent with the multiple choice responses as employees generally agreed that current staffing resources are insufficient, and only a slight majority of employees felt that staff was held accountable at all levels of the organization.