CENTER FOR PUBLIC SAFETY MANAGEMENT, LLC

POLICE OPERATIONS AND DATA ANALYSIS REPORT

SUGAR LAND, TEXAS

CPSM®

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The International City/County Management Association (ICMA) is a 100-year-old, nonprofit professional association of local government administrators and managers, with approximately 9,000 members spanning thirty-two countries.

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

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

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

Center for Public Safety Management, LLC (CPSM) is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA. The Center for Public Safety Management, LLC maintains the same team of individuals performing the same level of service that it has for the past seven years for ICMA.

CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and identify and disseminate industry best practices. We have conducted more than 269 such studies in 37 states and 204 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Ind.).

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SECTION 1. EXECUTIVE SUMMARY

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

CPSM analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key police and administration personnel, focus groups with department personnel and volunteers/community members, on-site observations of the job environment, data analysis, comparative analysis, SWOT analysis, and the development of alternatives and recommendations.

Based on CPSM's detailed review of the Sugar Land Police Department, it is our opinion that the department reflects a modern police agency that is professional and trying to be responsive to the community's needs. However, the community is experiencing rapid growth, which adds challenges to service delivery. We found the staff to be professional and dedicated to the mission of the department and the community members to be supportive of the department and the quality of service provided by the department to the community.

Key recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operation of the Sugar Land Police Department and in no way reflect any departmental deficiencies. The recommendations provided are to ensure that police resources are optimally deployed, operations are streamlined for efficiency, and services proved are cost-effective, all while maintaining the high level of police services currently being provided to the citizens of Sugar Land, Texas.

CPSM staff would like to thank City Manager Allen Bogard, First Assistant City Manager Steve Griffith, Reena Varghese, Strategic Initiatives Director, Chief Doug Brinkley, and the entire staff of the Sugar Land Police Department for their gracious cooperation and assistance during this project.

RECOMMENDATIONS

1. Create a CFS working group to explore the potential for eliminating workload demands and nonemergency CFS from patrol workload. This would include exploring the potential for an alarm registration and fee ordinance. Response to minor traffic accidents should also be evaluated by the working group. If changes are made to any of these categories, a significant education campaign to inform the public of the changes should be undertaken. (See p. 23.)
2. The number of false alarm responses and identified chronic locations should be actively monitored and reported upon at monthly command staff meetings and to the city manager. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms. False alarm reduction should be considered a priority and a major goal of the SLPD and should be included in its multi-year strategic plan (e.g., reduce the total number of false alarms responses during 2018 by 10 percent). These efforts must be coordinated with an effective community outreach and public information campaign to convey the importance of false alarm reduction. (See p. 23.)
3. While the workload is manageable during peak hours, the SLPD should consider monitoring peak hours to determine if shift start times need to be revised to meet any future demand during the peak hours of calls for service. (See p. 32.)
4. In light of the city's annexation of a significant geographic area on the day of the site visit (12/12/17), CPSM recommends monitoring the geographical beats for changes in the volume of calls for service and response times. This will assist in determining in the future if the geographical beats need revision to better serve the community. (See p. 38.)
5. Consider installing one License Plate Reader (LPR) in a patrol vehicle on each shift in the beats not currently monitored by stationary LPR. (See p. 38.)
6. The glass protecting the lobby officer is not bulletproof. CPSM recommends the department consider installing bulletproof glass for additional security. (See p. 40.)
7. Fill the two officer vacancies in the Traffic Unit to cover beats 1 and 6. (See p. 42.)
8. Adopt a strategic approach to traffic safety. Place the responsibility for traffic safety with the patrol commander and use the Traffic Unit as the research and planning arm to support this effort. (See p. 42.)
9. Fill the one vacancy in the Impact Unit to increase productivity. (See p. 43.)
10. SLPD may want to consider adding psychological screening to the S.W.A.T. selection process when a candidate is screened for selection as a tactical operator. (See p. 44.)
11. It is recommended that the department conduct an audit of its FBI UCR reporting practices, specific to clearance rates, to ensure compliance with FBI reporting guidelines. (See p. 51.)
12. Consideration should be given to reducing the number of permanent detectives (limited to assignments involving highly complex investigations) and converting the remaining positions to rotational assignments consistent with that of the current investigator classification. Consideration should also be given to extending the assignment term to four years, with an optional fifth year. (See p. 51.)
13. Consideration should be given to converting the victim assistance position to civilian status after the retirement / reassignment of the currently assigned police officer. (See p. 51.)

14. Consideration should be given to civilianizing all personnel within the crime scene investigations function. With the resulting salary savings, a third crime scene investigator should be added to this unit. (See p. 58.)
15. Have the city's risk manager assess the movable shelving units for suitability based upon the nature of use. (See p. 59.)
16. Enhance the audit process to include the selection of items for auditing from other record sources (for example, detective or records section files) in addition to those records maintained in Property and Evidence. (See p. 59.)
17. Examine alternatives to utilizing Property and Evidence staff for duties incompatible with this function, such as registration of sex offenders and public fingerprinting. Should the crime scene Investigators positions be civilianized, and additional staff hired, these may be appropriate functions for those personnel. (See p. 59.)
18. Assess the workload impact of producing copies of audio/video recordings and identify adequate staffing outside of Property and Evidence to handle these duties. (See p. 59.)
19. Consideration should be given to providing civilian support for the clerical duties associated with the warrant officers, especially in matters involving traffic infractions. This would allow the warrant officers to focus on the apprehension of more serious offenders. (See p. 62.)
20. Both the department's crime analyst and the CID analyst must be active participants in all beat accountability and weekly IMPACT meetings and be understood as partners in all planned investigative and tactical operations. It is imperative that these analysts receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that they provide. (See p. 70.)
21. The department must clearly articulate the duties and responsibilities of the "crime analyst" and "CID analyst" positions. In light of their current duties and responsibilities, it is suggested that the crime analyst be designated "systems administrator" and that the CID analyst be designated "crime analyst." (See p. 70.)
22. The newly-designated crime analyst should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, the Center for Evidence-Based Crime Policy, the BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for support in developing and maintaining his/her analytical skills. (See p. 70.)
23. Going forward, the detention sergeant and the Support Services captain should be charged with developing additional performance measures for the detention unit. Measures could include such things as: the number of persons booked/held; average length of stay; stays exceeding three hours; number of civilian/prisoner complaints; number of uses of force by detention staff; etc. Detention officers should be engaged in the process of identifying meaningful measures of both the quantity and quality of work performed by this unit. (See p. 71.)
24. Technical training should also include on-going "updates" for users, such as police officers, detectives, and supervisors. Such in-service training has proven to be quite valuable in terms of time and cost savings. The department's training officer and crime analyst should work together to develop and deliver this training. (See p. 77.)
25. Officers who do not complete their field reports in a reasonably prompt manner must be monitored and, if necessary, disciplined. (See p. 77.)
26. The department has a clear and comprehensive mission statement. This statement must be regularly reviewed and revised as necessary. It is strongly recommended that review and

revisions be performed by a committee made up of sworn and unsworn members of the department of various ranks. Any alteration to this mission statement must be communicated to all members of the department, as well as to the wider community. (See p. 78.)

27. The assistant chief responsible for administration and support should convene a committee to review and evaluate current recruitment practices and revise or enhance them as necessary. To devise an effective long-term strategy, specific performance goals or benchmarks should be established. It is recommended that the department's training unit supervisor and a representative from the city's HR department be included as members of this committee. The assistant chief responsible for administration and support should convene a committee to review and evaluate current recruitment practices and revise or enhance them as necessary. To devise an effective long-term strategy, specific performance goals or benchmarks should be established. It is recommended that the department's training unit supervisor and a representative from the city's HR department be included as members of this committee. (See p. 80.)
28. This committee should assist the HR department in periodically reviewing and revising, as necessary, the written examination for police officer, and consider a comprehensive multiyear recruitment strategy utilizing such efforts as a targeted social media campaign, a "high-profile" recruitment vehicle, etc. (See p. 80.)
29. Uniformed members who serve on "oral boards" for job applicants should be certified field training officers (FTOs) who currently or formerly performed field training of probationary officers. (See p. 80.)
30. The duties and responsibilities associated with the position of "training supervisor" should be enhanced. The training supervisor should take an active role in reviewing and reporting on both the quantity and quality of training received by members of the department. The training supervisor should review all use-of-force reports, firearms discharge reports, department vehicle accident reports, and line-of-duty injury reports to identify training or retraining opportunities. (See p. 83)
31. The training sergeant must attend and actively participate in all monthly staff meetings. The primary purpose of this participation will be to identify training opportunities and to report on current training efforts. (See p. 83.)
32. The department should develop a multiyear training plan (as opposed to a training "calendar"). This training plan should identify specific training goals and objectives for all sworn and nonsworn members of the department, and the plan should be incorporated into the department's newly created multiyear strategic plan. The department's training supervisor would be chiefly responsible for developing, reviewing, and revising the training plan as necessary. (See p 83.)
33. The department should create a standing training committee. This would be a body of sworn and nonsworn employees of various ranks, chaired by the department's training supervisor. The committee would consider the training needs of the department and set the agenda and specific training goals for the entire department. The training committee would also solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and report on the success of training received by members of the department. (See p. 83.)
34. The department should include nonsworn personnel in the training committee. The training committee should consider and address the training needs of all members of the department. (See p. 83.)

35. The training committee should assist the training supervisor in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for each of its units). It should be revised continually as necessary. (See p. 84.)

36. The department's training supervisor must work with the lieutenant-field training coordinator to ensure that initial training delivered to officers, both the substance of this training and the means of evaluation, in the field training program is consistent. (See p. 84.)

37. FTOs must periodically undergo updated training in the use of the department's various information systems (e.g., RMS) to ensure that they in turn train probationary officers uniformly and effectively. (See p. 84.)

38. It is rather common for a field training program to be coordinated by the Patrol Division in a department the size of the SLPD. Nevertheless, every effort must be made to ensure that the ongoing efforts of the field training program are coordinated and properly integrated with the various other training activities conducted within the department. We therefore recommend that the department's newly-designated training supervisor coordinate with the field training lieutenant to ensure that the activities of the field training program are incorporated into and coordinated with the department's overall multiyear training plan. (See p. 84.)

39. Every effort should be made to select senior officers for assignment as FTOs. The department should review the current salary structure and consider enhancing the pay of experienced FTOs. (See p. 84.)

40. It is recommended that a mandatory "in-house technology refresher course" be developed jointly by the department's training officer and the crime analyst and delivered to all members of the department annually (at a minimum). Once developed, this course can be delivered to personnel at various ranks (perhaps first to lieutenants, then sergeants, etc.). (See p. 84.)

41. It is recommended that officers taking "fit breaks" should only do so at the headquarters building. Officers requesting such a break must request permission from the patrol supervisor and inform dispatch when the break begins and ends. (See p. 84.)

42. Both the city and the SLPD must take an active role in tracking and reporting out specific information regarding the length of time that department vehicles are "out of service" for installations, repairs, and routine maintenance. Efforts should be made to reduce both the time and costs (to the city) of making these repairs. DPW should coordinate and cooperate in this effort. (See p. 87.)

43. The department should consider combining the current beat accountability meetings and Impact meetings. Many departments the size of the SLPD have had considerable success when combining "patrol" meetings with "detectives' meetings" and "special/directed enforcement unit meetings." This is not to say that detectives or members of the Impact unit should not continue to meet amongst themselves. Rather, a comprehensive monthly staff meeting should bring together all supervisors to jointly review and address crime, disorder, traffic, investigations, crime prevention, etc. These issues should be addressed in a logical order and all units (such as training, traffic) should be represented. These meetings should normally take no longer than 90 minutes, if well-structured and properly conducted. These meetings should be renamed (perhaps "staff meetings") and should be conducted monthly. (See p. 91.)

44. All sergeants and above should attend staff meetings, as well as the department's primary training officer, SROs, etc. (See p. 91.)

45. All the department's operational and support units should be represented at all staff meetings. This would include patrol, detectives, SRO, training, etc. This will ensure more open channels of communication and will foster organizational learning. (See p. 91.)

46. A review of patrol operations, detective investigations and case updates, narcotics enforcement, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every monthly staff meeting. (See p. 91.)

47. Minutes should be recorded and maintained for appropriate follow-up at subsequent meetings. Minutes should be distributed to all participants via the department's e-mail system. (See p. 91.)

48. The "monthly report" that is currently being prepared can form the basis of a data dashboard system that can record and track any or all typical measurements. (See p. 91.)

    - The total number of training hours performed, and the type and total number of personnel trained.
    - The type and number of use-of-force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances.
    - The geographic location (i.e., beat) and time of all arrests.
    - The geographic location and time of citations issued.
    - The type and number of civilian and internal complaints (and dispositions).
    - The type, number, location, and time of civilian vehicle accidents.
    - The type, number, location, and time of department vehicle accidents, both "at fault" and "no fault" accidents.
    - The type, number, location, and nature of all firearm discharges.
    - The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.).
    - The type, location, and number of any Terry stops (i.e., investigatory stops of suspects, otherwise known as stop, question, and frisks, or field investigations) performed, as well as a description of all individuals involved in these stops and a description of all actions taken. Data obtained in connection with these stops should be analyzed and actively tracked. It is important for the department to know: 1) how many stops are being made, 2) by whom, 3) who is being stopped, 4) where, 5) when, and 6) for what reason(s). Note: Information of this type is recommended by the Final Report of the President's Task Force on 21st Century Policing.

49. Once again, the department is currently tracking many of the above areas. It is recommended that the department identify a useful subset of information from these databases and combine them into a user-friendly data dashboard. (See p. 92.)

50. An effective performance dashboard should also include traditional administrative and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime. (See p. 92.)

51. It is likely that a variety of administrative issues will be raised during staff meetings. For example, a meeting might address an increase in overtime that was experienced because of directed patrols, or budgetary issues relating to the purchase of equipment. Many police departments across the country have found that meetings that were originally designed for crime-fighting purposes quickly evolve into crime-fighting meetings that regularly address

relevant administrative issues and provide meaningful feedback concerning the department's relative degree of success in achieving goals that are stated in its multiyear strategic plan. CPSM recommends that the department remain open to introducing into staff meetings any relevant administrative issues as they arise. (See p. 92.)

52. The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all members of the department. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified later. These indicators should always form the basis of discussions at staff meetings. (See p. 92.)

53. CPSM recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, staff meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings. (See p. 92.)

54. CPSM recommends that the Chief establish a formal Chief's Advisory Group. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many departments for building trust and legitimacy by illustrating to community leaders that the department engages in procedural justice and fairness under the law. (See p. 93.)

SECTION 2. METHODOLOGY

Data Analysis

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

Interviews

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

Document Review

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

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, special enforcement, investigations, and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Implementing the Report's Recommendations

CPSM's conclusions and recommendations provide a blueprint for both the city and police administrations to move forward. The city administration should have periodic meetings with the SLPD to ensure that CPSM's recommendations are implemented. It is strongly recommended that the Chief identify and task one individual with responsibility for implementing these recommendations. This person should establish a liaison with the Chief of Police and should be given the authority and responsibility to effectuate the recommended changes. This includes ensuring the recommendations are executed in a timely fashion and then evaluating the department's progress every six months. If the city desires, CPSM can provide a service to review, monitor, and evaluate the department's progress to help ensure that the recommendations are being implemented properly. If the police administration continues to have difficulty implementing the recommendations, CPSM can assist with implementation.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

The City of Sugar Land is in Fort Bend County, Texas. The city was incorporated in 1959. In 1981, a special election was held, and the voters approved the adoption of a home rule charter. The charter provided for a mayor-council form of government. In 1986, a special election was again held and approved amendments to the charter changed the city's form of government to that of a council-manager form of government. In this form of government, the city manager is the chief administrative officer of the city. An amendment on May 5, 1990, changed the composition of the city council to a Mayor, four council members to be elected from single-member districts, and two council members to be elected at-large.

As of the 2010 Census, the city has a total land area of 32.38 square miles and an estimated population (in 2016) of approximately 88,177. However, it should be noted that at the time of the CPSM site visit, December 2017, the city annexed a large geographical area. The police department staff was not able to provide CPSM with geographic or population data related to the annexed area. However, according to the Sugar Land Texas website (https://www.sugarlandtx.gov/213/Population-History), the city population is projected to be 117,869 in 2018.

Mission Statement of the Sugar Land Police Department:

The Sugar Land Police Department places an emphasis on quality law enforcement, crime prevention, and community policing. The overall goal of the organization is to develop partnerships and joint problem-solving techniques with the community that will increase the safety and quality of life for residents and visitors of the City of Sugar Land.

DEMOGRAPHICS

The city of Sugar Land is a heterogeneous community. According to Data USA, the city's 2015 population was comprised as follows: 42.7 percent white (alone, not Hispanic or Latino), 7.2 percent African-American, 37.6 percent Asian, 10.3 percent Hispanic/Latino, and the remainder multiracial, other, Native American, or Pacific Islander.

The city has a higher educational and economic profile compared to state averages. While 92.9 percent of the city's population has a high-school diploma compared to 81.6 percent statewide, college graduates account for 56.5 percent of the city's population age 25 and higher, compared to 27.1 percent for the state. The mean value of an owner-occupied housing unit is $283,400 for the city, compared to $131,400 for Texas as a whole. The most recently available information shows median household income was $108,504 for the city, compared to $52,576 for the state, and the percentage of persons living below the federal poverty level was 5.1 percent for the city and 15.9 percent for the state.

These demographics reflect a community that is heterogeneous, highly educated, and representative of an above-average socio-economic lifestyle. Table 3-1 provides a demographic comparison between the City of Sugar Land and the State of Texas.

TABLE 3-1: Demographics Comparison between City of Sugar Land and State of Texas

Demographics Category	Sugar Land	Texas
Land Area in Square Miles, 2010	32.38	261,231.71
Persons per Square Mile, 2010	2,434.2	96.3
2016 Population	88,177	27,469,114
2010 Population	78,595	25,146,105
Percent Change from 2010 to 2015	12.2%	9.2%
Persons under 5 years, percent, 2010	5.3%	7.7%
Persons under 18 years, percent, 2010	24.6%	27.3%
Persons 65 years and over, percent, 2010	10.4%	10.3%
Female persons, percent, 2010	50.4%	50.4%
White alone, not Hispanic or Latino percent, 2010	42.7%	45.3%
Black or African American, percent 2010	7.2%	11.8%
American Indian and Alaska Native, percent, 2010	.1%	0.7%
Asian, percent, 2010	37.6%	3.8%
Native Hawaiian/Other Pacific Islander, percent, 2010	0%	0.1%
Hispanic/Latino, percent, 2010	10.3%	37.6%
Two or More Races, percent, 2010	1.7%	2.7%
Foreign born persons, percent, 2012-2016	35.2%	16.5%
Language Other than English Spoken at Home, Age 5+, 2012-2016	44.0%	34.9%
High School Graduate, age 25+, 2012-2016	92.9%	81.6%
Bachelor's Degree or Higher, Age 25+, 2012-2016	56.5%	27.1%
Veterans, 2012-2016	3,212	1,564,501
Mean Travel Time to Work in Minutes, Workers Age 16+, 2012-2016	30.7	25.2
Households, 2012-2016	28,020	9,013,582
Persons per Household, 2012-2016	3.03	2.83
Housing Units, 2010	27,727	9,977,436
Homeownership Rate, 2012-2016	81.9%	62.7%
Median Value of Owner-Occupied Housing Units, 2012-2016	$283,400	$131,400
Median Gross Rent, 2012-2016	$1,617	$870
Civilian Labor Force, Percent of Population Age 16 years+, 2012-2016	63.9%	64.4%
Median Household Income, 2012-2016	$108,504	$52,576
Persons in Poverty	5.1%	15.9%

Source: United States Census Bureau. Retrieved from https://www.census.gov/quickfacts/fact/table/sugarlandcitytexas/PST045216, https://www.sugarlandtx.gov/214/2010-Census

UNIFORM CRIME REPORT/CRIME TRENDS

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments in the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, the UCR indexes incidents in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft.

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how communities in Texas compare to one another in terms of crime rates. As indicated in Table 3-2, in 2016, Sugar Land had a UCR Part I violent crime rate of 85 per 100,000 and a property crime rate of 1,621 per 100,000.

In comparing Sugar Land with the other municipalities listed, it can be seen that only the cities of Friendswood and League City had lower violent crime rates at 69 and 81 per 100,000, respectively. However, Sugar Land's population is significantly higher than Friendswood, 90,088 compared to 39,402.

Sugar Land's property crime rate was relatively low, 1,621 per 100,000. The only cities with lower property crime rates were Friendswood at 766, and Lake Jackson at 1,601. Again, both of these comparison cities had substantially lower populations, with Friendship having a population of 39,402 and Lake Jackson with a population of 27,676.

TABLE 3-2: 2016 Comparison of Reported Crime Rates by City

City	State	Population	Crime Rates		
			Violent	Property	Total
Alvin	TX	26,100	215	2,471	2,686
Angleton	TX	19,546	297	1,903	2,200
Dickinson	TX	20,131	353	2,136	2,489
Friendswood	TX	39,402	69	766	835
Galveston	TX	50,667	482	3,495	3,977
Lake Jackson	TX	27,676	195	1,601	1,796
League City	TX	101,436	81	1,910	1,990
Marshall	TX	23,876	574	4,113	4,687
Missouri City	TX	75,607	190	1,670	1,861
Pearland	TX	112,814	175	1,814	1,988
Rosenberg	TX	36,360	294	1,700	1,994
Stafford	TX	18,602	516	3,833	4,349
Texas City	TX	48,095	518	3,657	4,175
Sugar Land	**TX**	**90,088**	**85**	**1,621**	**1,706**
Texas		**27,862,596**	**434**	**2,760**	**3,194**
United States		**323,127,513**	**386**	**2,451**	**2,837**

Figure 3-1 displays the trends in violent crime and property crime rates per 100,000 for the City of Sugar Land for the period of 2007 through 2016. The figure shows that the violent crime rate has remained somewhat consistent with the lowest rate of 85 per 100,000 in 2016, followed by the next-lowest rate of 93 in 2015. Slight spikes in violent crime occurred in 2008 with a rate of 169, in 2010 with a rate of 180, and in 2012 with a rate of 131.

Property crime showed fluctuations in the rate over the 10-year period but ended lower at the end of the period. The greatest spike was an increase in property crimes in 2010 with a rate of 2,384. In 2016, property crime was at its lowest for Sugar Land over this 10-year period. The reasons for the fluctuation in crime rates are beyond the scope of this study.

FIGURE 3-1: Reported Sugar Land Violent and Property Crime Rates, by Year

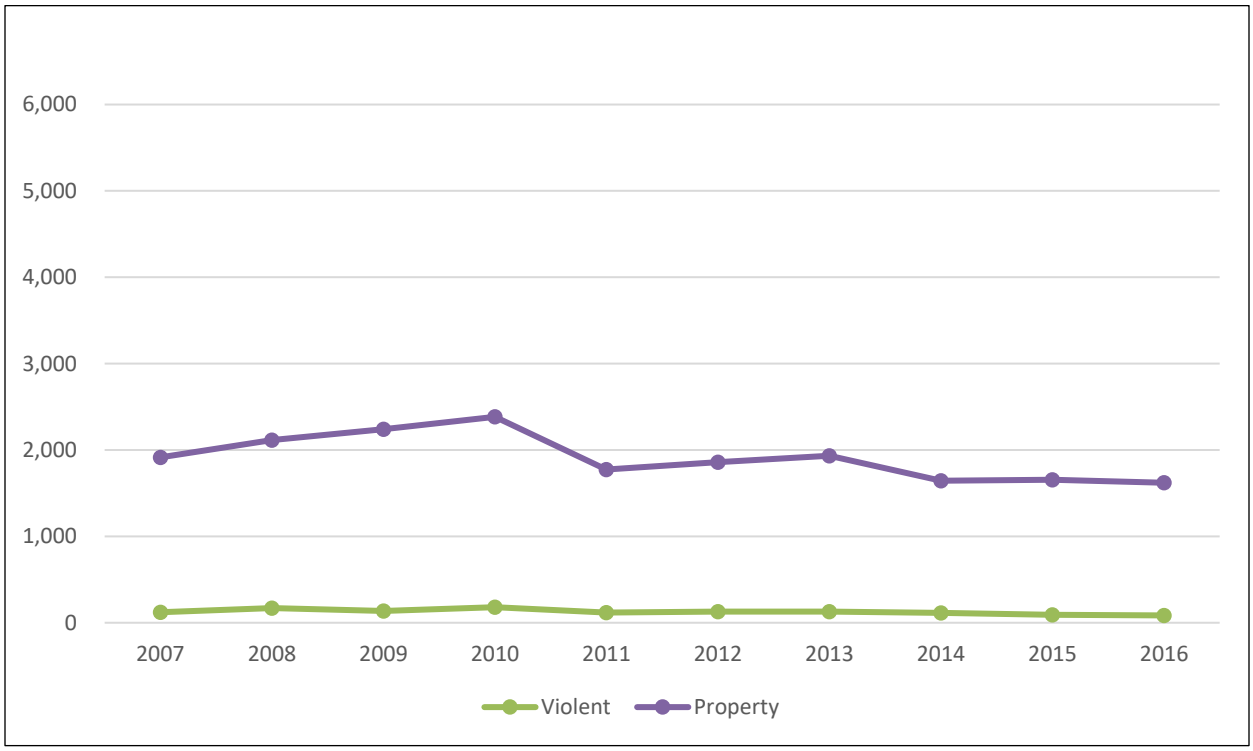


Figure 3-2 compares the overall crime rate between the City of Sugar Land and the State of Texas during the period of 2007 through 2016. Over that period, the City of Sugar Land experienced a substantially lower violent crime rate as compared to the State of Texas. However, the state experienced a consistent reduction in overall crime rate during the 10-year period. The city experienced a greater fluctuation in overall crime rate. In Sugar Land, spikes in the overall crime rate occurred in 2008, 2009, 2010, and 2013. Further analysis would be needed to determine the factor(s) that contributed to these changes and to explain the differences between Sugar Land and Texas; however, that analysis is beyond the scope of this study.

FIGURE 3-2: Reported Overall Crime Rates, 2007-2016, Sugar Land and Texas

Table 3-3 compares the city of Sugar Land crime rates to both the state and national rates year by year for the period 2007 through 2016. Sugar Land had a lower violent crime rate, property crime rate, and overall crime rate in comparison to both Texas and the nation during the 10-year period. The reasons for these differences in crime rates are beyond the scope of this study.

TABLE 3-3: Reported Sugar Land, State, and National Crime Rates, by Year (2006 to 2015)

Year	Sugar Land				Texas				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2007	82,402	121	1,915	2,036	23,977,218	509	4,104	4,613	306,799,884	442	3,045	3,487
2008	81,763	169	2,115	2,283	24,401,987	506	3,971	4,477	309,327,055	438	3,055	3,493
2009	82,696	137	2,242	2,379	24,855,177	489	4,000	4,490	312,367,926	416	2,906	3,322
2010	78,817	180	2,384	2,564	25,218,692	449	3,767	4,215	314,170,775	393	2,833	3,225
2011	80,475	119	1,776	1,895	25,756,300	406	3,463	3,869	317,186,963	376	2,800	3,176
2012	82,924	131	1,858	1,990	26,143,479	407	3,349	3,756	319,697,368	377	2,758	3,135
2013	83,460	129	1,933	2,062	26,533,703	399	3,235	3,634	321,947,240	362	2,627	2,989
2014	85,055	116	1,646	1,762	27,043,226	404	2,995	3,399	324,699,246	357	2,464	2,821
2015	88,810	93	1,655	1,749	27,555,914	410	2,818	3,228	327,455,769	368	2,376	2,744
2016	90,088	85	1,621	1,706	27,862,596	434	2,760	3,194	323,127,513	386	2,451	2,837

Clearance rates measure the effectiveness of the police department in investigating and successfully solving crimes. Solving crimes in this context of clearance rates is when an individual (or individuals) is charged with the crime. Clearance rates are calculated by dividing the number of solved crimes by the total number of crimes during a given time period. Clearance rates are one of many factors that can be used to evaluate the effectiveness of a police department. However, there are many variables that affect crime. As a performance measurement tool, clearance rates are best used by the police department to evaluate the police department's performance from year to year as an internal measurement. Table 3-4 is presented for only informational purposes; it shows the clearance rates for Part 1 crimes for the city of Sugar Land, the state of Texas, and the nation.

TABLE 3-4: Reported Sugar Land, State, and National Clearance Rates for 2016

Crime	Sugar Land			Texas			National		
	Crimes	Clearances	Rate	Crimes	Clearances*	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	1	NA	1,472	982	67%	15,566	9,246	59%
Rape	16	12	75%	13,291	4,930	37%	111,241	40,603	37%
Robbery	43	23	53%	33,242	7,940	24%	306,172	90,627	30%
Aggravated Assault	18	20	100%	72,582	35,900	50%	744,132	396,622	53%
Burglary	250	19	8%	147,878	15,500	11%	1,393,570	182,558	13%
Larceny	1,162	361	31%	548,563	91,600	17%	5,211,566	1,063,159	20%
Vehicle Theft	48	8	17%	68,461	9,310	14%	714,041	94,967	13%

Note: The Texas 2016 clearances were estimated, based upon the provided crimes and clearance rates. Direct clearances were not available at this time and estimates are provided to three significant digits.

COMPARISONS/BENCHMARKS

The Benchmark City Survey was begun in 1997 by a group of police chiefs from across the country to establish a measurement tool to determine if their departments were providing the best service possible to their communities in an efficient manner. The 2014 survey included 29 police departments; the average population of these cities was 164,560, with a median population of 147,220. While communities differ from one another, comparisons can be helpful in benchmarking the performance of a police department.

The most recent available data from the Benchmark City Survey for 2014 reports that the participating police departments' budgets averaged 28.5 percent of their city's total budget. In comparison, the 2017 Sugar Land Police Department budget was $19,861,179 and the total city budget was $259,203,788. Thus, the Sugar Land Police Department budget is 7.66 percent of the total city budget, which is lower than the participating police departments' average of 28.5 percent.

Another budget comparison that can be made from the 2014 Benchmark City Survey is the breakdown of a police department's cost per citizen. In the 2014 survey, the average police department budget equated to $233.10 per citizen. By comparison, the Sugar Land Police Department's budget equated to $220.46 per citizen, which is 5.73 percent lower than the Benchmark City Survey average.[1] Thus, one can state that the Sugar Land Police Department is employing very effective cost-effective strategies in providing police services to the community.

DEPARTMENT'S FINANCIAL SUSTAINABILITY

The department has secured a robust budget and has seen incremental yearly increases. Table 3-5 shows the annual budget for the Sugar Land Police Department for fiscal years 2015, 2016, and 2017. The budget figures include personnel costs including overtime, operating budget, and capital outlay. The table shows a 16.27 percent increase in funding over this three-year period.

Table 3-6 shows the budgeted overtime costs for fiscal years 2015, 2016, and 2017. The table shows a 22.71 percent increase in overtime funding over this three-year period. The city has provided appropriate financial support to the department during a period in which many police departments experienced decreases or minimal increases in funding.

TABLE 3-5: Annual Budget for Fiscal Years 2015-2017

2015 Budget	2016 Budget	2017 Budget
$17,080,812	$18,006,696	$19,861,179

TABLE 3-6: Overtime Budget for Fiscal Years 2015-2017

2015 Budget	2016 Budget	2017 Budget
$689,612	$778,380	$846,261

[1] Benchmark City Survey, 2014 Data. Retrieved from http://www.olatheks.org/files/police/A%20-%20Benchmark%20City%20Survey%20-%202014%20Data%20-%20Demographics.pdf

Grant Awards 2015-2017 and Forfeiture Funding, 2014-2017

The department reported grant funding for 2015, 2016, and 2017 as shown in Table 3-7. These awards were provided to the department by various funding sources. During the three-year period, the department received $462,599 in grant funding.

Table 3-8 displays the state forfeiture funds received in 2015, 2016, and 2017. For the three-year period, the department received $429,466.02 in state forfeiture funds. Table 3-9 displays the federal forfeiture funds received in 2015, 2016, and 2017. This three-year period resulted in the department receiving $50,528.35 in federal forfeiture funds. The department should be commended for their success in obtaining grant and forfeiture funding.

TABLE 3-7: Grant Funding Summary, 2015, 2016, and 2017

Year	Amount
2015	$197,601
2016	$143,069
2017	$121,929
Total	**$462,599**

TABLE 3-8: State Forfeiture Funding Summary, 2015, 2016, and 2017

Year	Amount
2015	$163,804.75
2016	$127,853.22
2017	$137,808.05
Total	**$429,466.02**

TABLE 3-9: Federal Forfeiture Funding Summary, 2015, 2016, and 2017

Year	Amount
2015	$9,522.42
2016	$7,872.85
2017	$33,133.08
Total	**$50,528.35**

SECTION 4. OPERATIONS

PATROL DIVISION

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

To determine the appropriate allocation of personnel resources to patrol, three variables must be considered. The service demands faced by patrol officers should be examined to ensure that officers are responding to only emergency calls. In many communities, there is a tendency to over-rely on the police for services. Perhaps it is because they are easily contacted through a simple phone call, or because of their mobility, or they are available 24 hours a day, every day. Regardless of the reason, communities request police to respond to incidents that are not police emergencies or even police matters. Preserving scarce police resources for addressing crime and public safety requires a diligent effort on the part of police managers to prevent 911 from becoming a catch-all for public complaints. Departments must ensure that police resources are available during the times of the day when they are most needed. This is accomplished by the design of shift schedules that meet demands appropriately, as well as supplying enough officers during the times they are needed. Decisions regarding the supply and demand of police services are often political decisions. The determination of how many officers to provide and for what purpose defies an exact calculus and must be made through a series of informed, and sometimes difficult, choices. Each of these elements will be explored in the following sections of this report.

Demand

It was reported by the SLPD to the CPSM team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. The result of this policing philosophy is the delivery of comprehensive policing services to the community. The department has the hallmark of a small-town approach to policing, in which people are not just anonymous citizens but members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high.

This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach. The patrol division must be staffed with enough officers to respond to these calls.

When examining options for the department's direction, the city and the department face the choices of a) continue to police the community as they do now, or b) take steps to rethink how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol. That is, the department must decide whether to sustain its comprehensive level of police service or take the steps necessary to manage public demand. Essentially, this is a political decision regarding the quantity of police services offered to the Sugar Land community. But quality doesn't need to suffer. The recommendations offered

regarding operations, if implemented, will permit the Sugar Land Police Department to continue its full-service model of policing, yet run the agency more efficiently.

TABLE 4-1: Calls for Service

Category	Community-initiated			Police-initiated		
	Minutes	# of Units	Calls	Minutes	# of Units	Calls
Accident	38.4	1.9	4,297	34.9	1.7	420
Alarm	12.7	1.5	7,939	3.8	1.3	3
Animal	25.5	1.4	595	22.1	1.1	70
Assist citizen	33.7	1.4	1,010	15.9	1.2	402
Assist other agency	39.0	2.1	892	26.0	1.4	189
Check	35.4	2.1	1,296	18.8	1.4	73
Crime–drug/alcohol	38.5	2.5	60	100.7	2.3	9
Crime–person	60.3	2.8	914	39.2	2.3	36
Crime–property	52.0	1.9	3,005	42.1	1.5	116
Disturbance	32.8	2.6	1,105	27.4	2.5	45
Investigation	38.1	1.6	1,702	32.2	1.2	258
Miscellaneous	33.0	1.5	260	13.0	1.0	6
Prisoner and warrant	NA	N/A	0	79.6	1.2	1,113
Suspicious incident	24.0	2.0	3,243	14.9	1.4	1,310
Traffic enforcement	22.5	1.7	3,128	17.8	1.2	1,293
Traffic stop	NA	N/A	0	8.2	1.1	30,823
Violation	18.3	1.4	841	8.6	1.1	686
Weighted Average/Total Calls	**29.1**	**1.8**	**30,287**	**11.7**	**1.1**	**36,852**

Table 4-1 presents information on the main categories of calls for service received from the public that the department handled during the CPSM study period, which was August 1, 2016 to July 31, 2017. In total, department officers were dispatched to approximately 67,139 calls during that 12-month period, or approximately 183 calls per day.

In general, CFS volume in Sugar Land is within acceptable bounds.[2] To evaluate the workload demands placed on the department, it is useful to examine the number of CFS received from the public in relation to the population size. With a service population estimated to be approximately 90,088, the total of 67,139 CFS translates to about 745.9 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS-to-population ratio ranging between 400 and 1,000 CFS per 1,000 persons per year. Lower ratios typically suggest a well-managed approach to CFS. The value of 745.9 CFS/per thousand/year would suggest CFS volume on the higher end of the scale of expected calls. Considering the SLPD does not have a process for screening out nonemergency police CFS, it would appear that the Sugar Land community (residents,

[2] CPSM benchmarks are derived from data analyses of police agencies similar to the SLPD.

businesses, and visitors) generate a higher level of CFS than expected for a community of this size.

It appears that the Sugar Land Police Department should consider being more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. False alarms generate a considerable amount of often needless response. For motor vehicle accidents involving only property damage, the police role is largely administrative in nature: preparing and filing reports. Also, the indiscriminate assignment of police officers to medical calls results in officers doing nothing more than observing a patient being loaded into an ambulance and transported to the hospital. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services are not essential. This is particularly important given the small number of officers assigned on patrol during any given shift. Sparing these officers from responding to nonemergency CFS allows them to remain available and on patrol in the community.

Alarm Reduction Program

False alarms are a source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. During the study period the SLPD responded to 7,942 alarm calls, or about 12 percent of all CFS. The response to the overwhelming majority of these calls is undoubtedly unnecessary, and an inefficient use of police resources.

Currently, Sugar Land does not have an active alarm reduction program. Many communities around the country have adopted municipal ordinances designed to regulate and reduce the number of unnecessary alarms. Common features of these ordinances are requirements that alarm installers must be properly licensed, monetary penalties for repeated false alarms, and a process to eliminate response to chronic alarms.

For example, the Prescott, Ariz., Police Department has one of the most effective false alarm management programs in the country. This program minimizes false alarms and raises fees through fines that fund the entire program. The alarm ordinance requires the registration of alarms, a fee schedule for repeated false alarms, and an administrative apparatus to manage the process. If an officer is dispatched to respond to an alarm and it is discovered that the alarm is unnecessary, the homeowner/business is informed of the false alarm and the consequences of future alarms. Upon the third (and successive) false alarm in a "rolling" 12-month period, the homeowner/business is assessed a $100 fee. In addition, anecdotal accounts indicate the alarm companies are active partners with the Prescott PD in encouraging clients to register their alarms and helping them manage their systems better to prevent false alarms from occurring in the first place. The rationale of the program is not to raise money or tax the community, but to make the delivery of services more efficient.

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

Automobile Accidents

Automobile accidents are another category of call for which automatic response by a sworn officer is questionable. In the period under observation the SLPD responded to 4,717 motor vehicle accidents, or about 7 percent of all CFS. Examination of Table 4-1 shows that 4,297 of the 4,717 accident calls were citizen-initiated CFS during the study period. Arguably, most of these calls were administrative in nature and did not necessarily warrant the response of a sworn police officer.

According to Texas law, a crash report, Form CR, must be filed when an accident occurs that results in injury or death, or when damage to property or vehicles is more than $1,000, if law enforcement does not come to the accident scene or complete a report. In all other types of vehicle accidents there is no duty to respond and the SLPD officers simply facilitate the exchange of motorist information on a "Blue Form" and generally keep the peace. In the pursuit of good customer service and community relations the SLPD policy is to respond to all reported accidents when called by a motorist. However, for a substantial share of the traffic accident CFS handled by the SLPD, a police response was not necessarily required.

The department should consider modifying its approach to vehicle traffic accidents in Sugar Land. The SLPD should take a more aggressive stance towards responding to "property damage only" accidents. Adopting a more aggressive stance towards minor traffic accidents will minimize the number of accidents dispatched to patrol officers.

It is recommended, therefore, that the SLPD establish a committee that includes all the principal stakeholders in this process and which has the responsibility of evaluating the CFS workload with an eye toward recommending ways to reduce response to nonemergency CFS. This committee should begin with the two categories of CFS response, alarms and accidents, and should formulate recommended protocols for these CFS. CPSM recommends that from a policy perspective the responses to major categories of CFS be reduced, including responses to traffic accidents involving only property damage; that an alarm reduction program be instituted; and that 911 call takers and dispatchers be trained to trigger a police response in cases only when warranted. Again, the CPSM recommendations presented here do not call for an immediate cessation of responding to these types of CFS. However, best practices in American policing indicate that by working in collaboration with stakeholders in the community a dialogue can begin, and a critical evaluation of appropriate responses to these types of calls can be started. With community input and approval, a decision can be made about the necessity of a police response to these CFS. If the community maintains that a police response is necessary, then the funds need to be committed to ensure sufficient police personnel are available. Good government and efficient management, however, require that scarce resources be committed only when and where they are absolutely necessary, and this is an area that is ripe for evaluation.

The analysis provided here regarding demand management provides an illustration of an improvement opportunity for the SLPD. In this case, there appears to be room to reduce response to nonemergency CFS to free up time for officers on patrol. The analysis is not intended to create a metric whereby staffing levels are evaluated. For example, if the SLPD implemented all the recommendations and realized a 10 percent reduction in the number of CFS processed by the department, this would not necessarily translate into the potential to eliminate 10 percent of the officers on patrol. On the contrary, the elimination in CFS volume would generate opportunities for officers to direct their attention to other, more important public safety functions, such as crime reduction, traffic safety, or community policing. Additionally, resources could be made more available for CFS requiring a response with a sworn officer in the newly annexed communities.

CFS Efficiency

Further examination of various elements of the CFS and patrol response data also warrants discussion. Data from various tables and charts in the data analysis section of this report provide a wealth of information about demand, workload, and deployment in Sugar Land. Several key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section 12 under Figure 12-2, Percentage Calls per Day, by Category; Table 12-5, Primary Unit's Average Occupied Time, by Category and Initiator; Table 12-6, Average Number of Responding Units by Initiator and Category; and Table 12-15, Average Response Time Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 4-1, Sugar Land patrol units on average take 29.1 minutes to handle a call for service initiated by the public. This figure is slightly higher than the benchmark time of about 28.7 minutes for a CFS, based on CPSM's experience. Also, the department, according to Table 4-1, dispatches 1.8 officers per CFS initiated by the public. The number of officers dispatched (like occupied time) varies by category of call but is slightly higher in the SLPD than policing norms of about 1.6 officers per CFS. In other words, the SLPD uses slightly more time and more officers to handle a CFS than the average police response of other agencies studied by CPSM.[3]

Similarly, according to Table 12-15, response time for CFS in Sugar Land averages 10.1 minutes per call in the winter and 10.4 minutes per call during the summer. Generally, an acceptable response should be fifteen minutes or less per call. The SLPD Patrol Division should be commended for its prompt response to CFS. Additionally, the response time to "high-priority" CFS is low. The SLPD averaged 4.3 minutes to respond to a high-priority CFS in comparison to the mean of 5.0 minutes. Again, the SLPD Patrol Division is to be commended for its prompt response to high-priority CFS.

Overall, the SLPD demonstrates a high degree of efficiency in processing CFS. This reflects a department that is practicing strategic deployment of resources to best serve its community.

[3] CPSM benchmarks are derived from data analyses of police agencies similar to the SLPD.

TABLE 4-2: CFS Efficiency

Variable Description	Mean	Minimum	Maximum	Sugar Land	SLPD vs. CPSM Comps
Population	67,745.7	5,417.0	833,024.0	90,088	
Officers per 100,000 Population	201.2	35.3	465.1	185.37	LOWER
Patrol Percent	66.1	32.4	96.8	61.0	LOWER
CFS Rate	1,004.8	2.2	6,894.2	745.9	LOWER
Avg. Service Time, Police CFS	17.7	8.1	47.3	11.7	LOWER
Avg. Service Time, Public CFS	28.7	16.0	42.9	29.1	HIGHER
Avg. # of Responding Units, Police CFS	1.2	1.0	1.6	1.1	LOWER
Avg. # of Responding Units, Public CFS	1.6	1.2	2.2	1.8	HIGHER
Total Service Time, Police CFS (officer-min.)	22.1	9.7	75.7	12.87	LOWER
Total Service Time, Public CFS (officer-min.)	48.0	23.6	84.0	52.53	LOWER
Workload Percent, Weekdays, Winter	26.6	5.0	65.0	44	HIGHER
Workload Percent, Weekends, Winter	28.4	4.0	68.0	53	HIGHER
Workload Percent, Weekdays, Summer	28.7	6.0	67.0	53	HIGHER
Workload Percent, Weekends, Summer	31.8	5.0	69.0	51	HIGHER
Average Response Time Winter	11.0	3.1	32.2	10.1	LOWER
Average Response Time Summer	11.2	2.4	33.3	10.4	LOWER
High-priority Response Time	5.0	3.2	13.9	4.3	LOWER

Recommendations:

- Create a CFS working group to explore the potential for eliminating workload demands and nonemergency CFS from patrol workload. This would include exploring the potential for an alarm registration and fee ordinance. Response to minor traffic accidents should also be evaluated by the working group. If changes are made to any of these categories, a significant education campaign to inform the public of the changes should be undertaken. (Recommendation 1.)
- The number of false alarm responses and identified chronic locations should be actively monitored and reported upon at monthly command staff meetings and to the city manager. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms. False alarm reduction should be considered a priority and a major goal of the SLPD and should be included in its multi-year strategic plan (e.g., reduce the total number of false alarms responses during 2018 by 10 percent). These efforts must be coordinated with an effective community outreach and public information campaign to convey the importance of false alarm reduction. (Recommendation 2.)

PATROL DEPLOYMENT AND STAFFING

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

Deployment and Workload

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

According to *Public Management* magazine, "A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems."[4]

Essentially, "discretionary time" on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is "discretionary" and intended to be used at the discretion of the officer to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are not available in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time officers are idle. This is an indication that the department could be overstaffed.

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

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

[4] John Campbell, Joseph Brann, and David Williams, "Officer-per-Thousand Formulas and Other Policy Myths," Public Management 86 (March 2004): 22–27.

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

In general, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the patrol saturation index.

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

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

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

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

Rule of 60 – Part 1

According to the department personnel data available at the time of the CPSM site visit (December 12, 2017), patrol is staffed by 99 sworn officers (6 lieutenants, 17 sergeants, and 76 police officers). Additionally, there is an administrative sergeant, one parks officer, and one lobby officer. This brings the basic patrol staffing level to 102. This equates to patrol being allocated 61 percent of the sworn positions in the department. However, patrol is structured to include two additional units, the Traffic Unit and the Impact Unit. The Traffic Unit is staffed with 1 sergeant and 10 officer positions; however, 2 positions were vacant at the time of the site visit. The Impact Unit has 1 sergeant and 5 officer positions; however, 1 position was vacant at the time of the site visit. When basic patrol, the Traffic Unit, and the Impact Unit are combined, the number of sworn budgeted positions in patrol is 120, and of that number ,117 are filled. When utilizing the number of filled positions, patrol accounts for 70 percent of the sworn positions.

Accordingly, the department has a slightly higher than expected percentage of sworn officers dedicated to the patrol function. This part of the "rule" is not hard-and-fast. Smaller agencies tend to have more officers on patrol as a function of the entire department. Also, specialized units may add to the number of officers assigned to patrol, but the primary function may not be to respond to CFS. Taken on its face, a value of 70 percent is not problematic.

Rule of 60 – Part 2

The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the "discretionary time" for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is "saturated" by CFS.

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

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. This is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

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

Figures 4-1 through 4-8 represent workload, staffing, and the "saturation" of patrol resources in the SLPD during the two months (seasons) on which we focused our workload analysis. By "saturation" we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is "saturated" with workload demands. This "saturation" is the comparison of workload with available manpower over the course of an average day during the months selected. The figures represent the manpower and demand during weekdays and weekends during the months of January 4 through February 15, 2017 (winter), and July 7 through August 18, 2017 (summer). Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship

between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

FIGURE 4-1: Deployment and Workload, Winter Weekdays

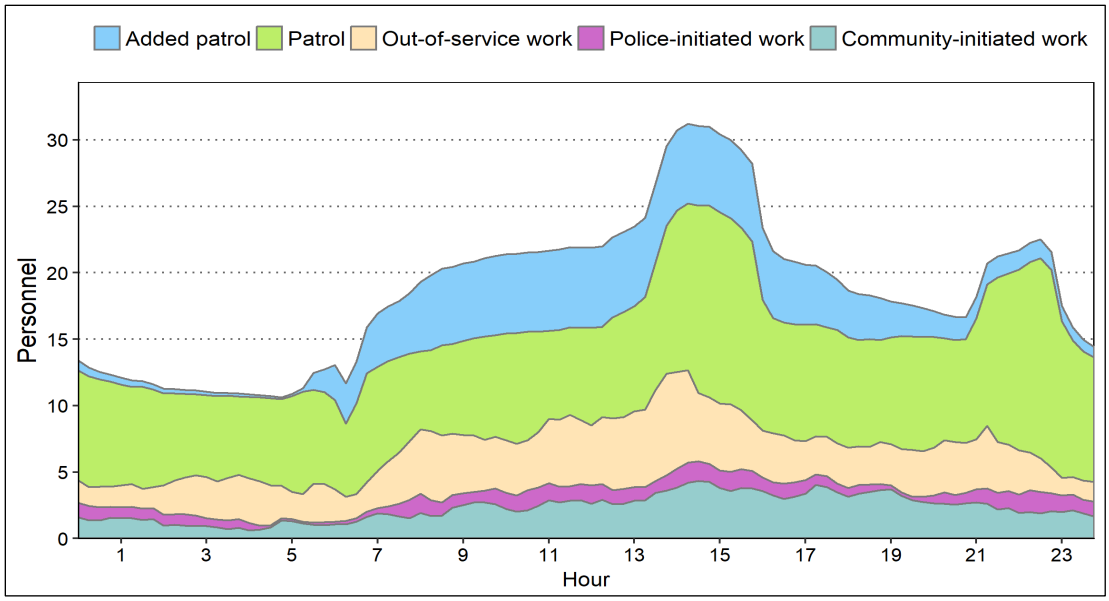
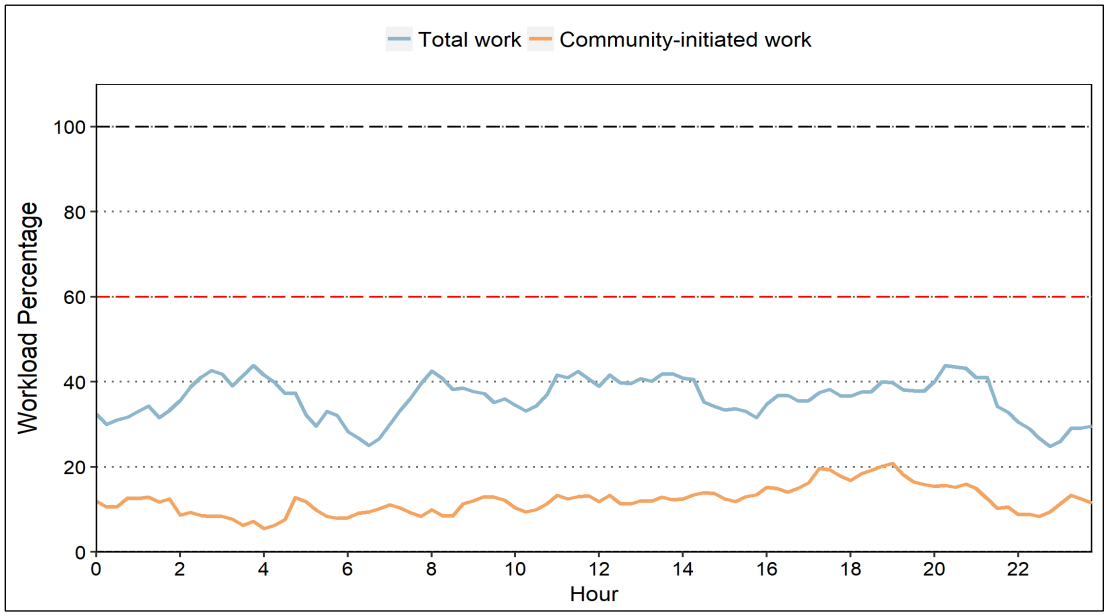


FIGURE 4-2: Workload Percentage by Hour, Winter Weekdays



Workload v. Deployment – Winter Weekdays

Avg. Workload:	6.8 officers per hour
Avg. % Deployed (SI):	36 percent
Peak SI:	44 percent
Peak SI Time:	3:45 a.m. to 4:00 a.m., 8:15 p.m. to 8:45 p.m.

Figures 4-1 and 4-2 present the patrol workload demands and SI for weekdays in winter. As the figures indicate, the SI never reaches the 60 percent threshold. The average SI is 36 percent, with

the peak SI at 44 percent between 3:45 a.m. and 4:00 a.m., and again at 8:15 p.m. to 8:45 p.m. The SI is the lowest at approximately 11:00 p.m. at 25 percent.

FIGURE 4-3: Deployment and Workload, Winter Weekends

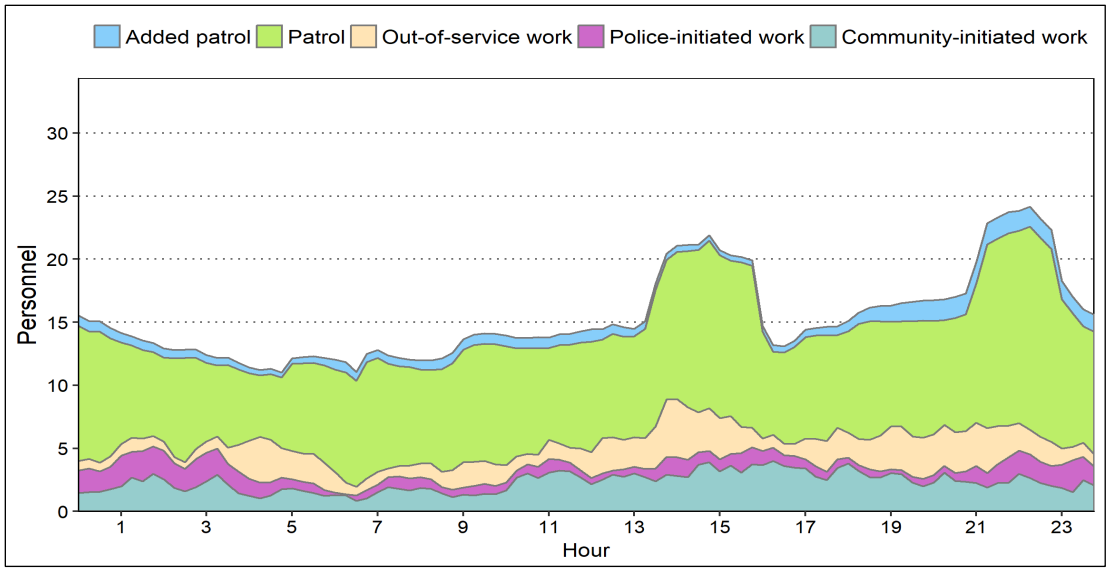
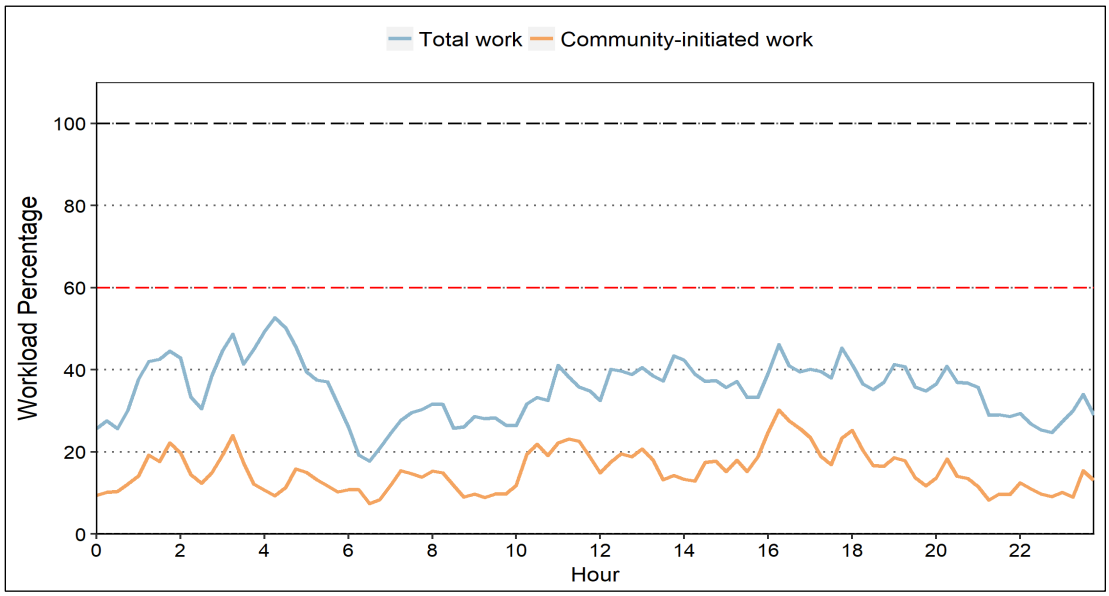


FIGURE 4-4: Workload Percentage by Hour, Winter Weekends



Workload v. Deployment – Winter Weekends

Avg. Workload:	5.4 officers per hour
Avg. % Deployed (SI):	35 percent
Peak SI:	53 percent
Peak SI Time:	4:15 a.m. to 4:30 a.m.

Figures 4-3 and 4-4 present the patrol workload demands and SI for weekends in winter. The workload never exceeds the 60 percent threshold. The average SI is 35 percent, with the peak SI

at 53 percent between 4:15 a.m. and 4:30 a.m. The SI is the lowest at approximately 6:30 a.m., at 19 percent.

FIGURE 4-5: Deployment and Workload, Summer Weekdays

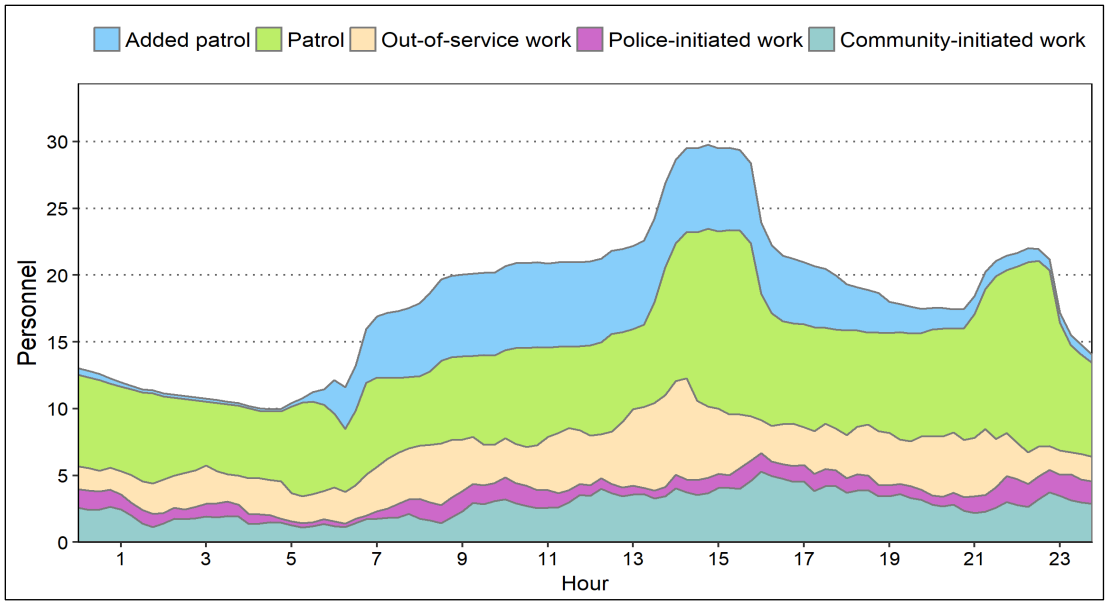
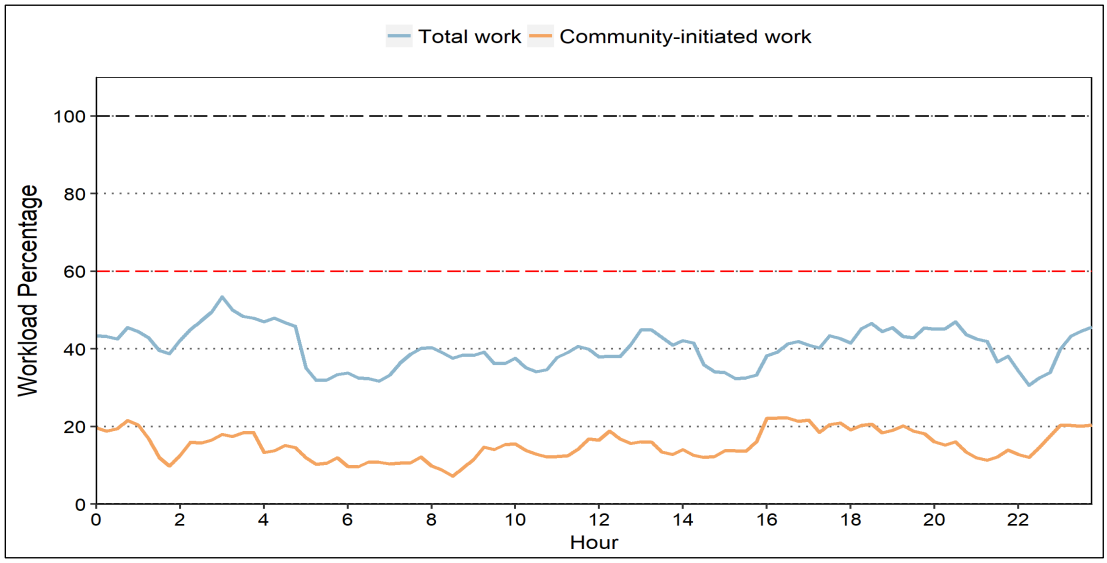


FIGURE 4-6: Workload Percentage by Hour, Summer Weekdays



Workload vs. Deployment – Summer Weekdays

Avg. Workload:	7.2 officers per hour
Avg. % Deployed (SI):	40 percent
Peak SI:	53 percent
Peak SI Time:	3:00 a.m. to 3:15 a.m.

Figures 4-5 and 4-6 present the patrol workload demands and SI for weekdays in summer. The workload never reaches the 60 percent threshold. The average SI is 40 percent, with the peak SI

at 53 percent between 3:00 a.m. and 3:15 a.m. The SI is the lowest at approximately 10:15 p.m., at 31 percent.

FIGURE 4-7: Deployment and Workload, Summer Weekends

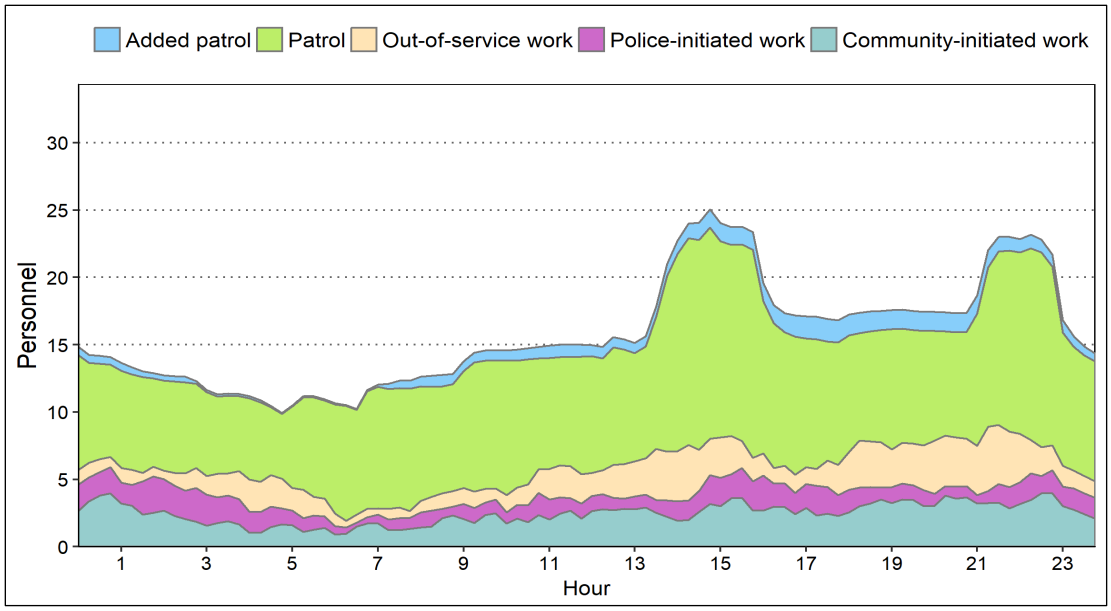
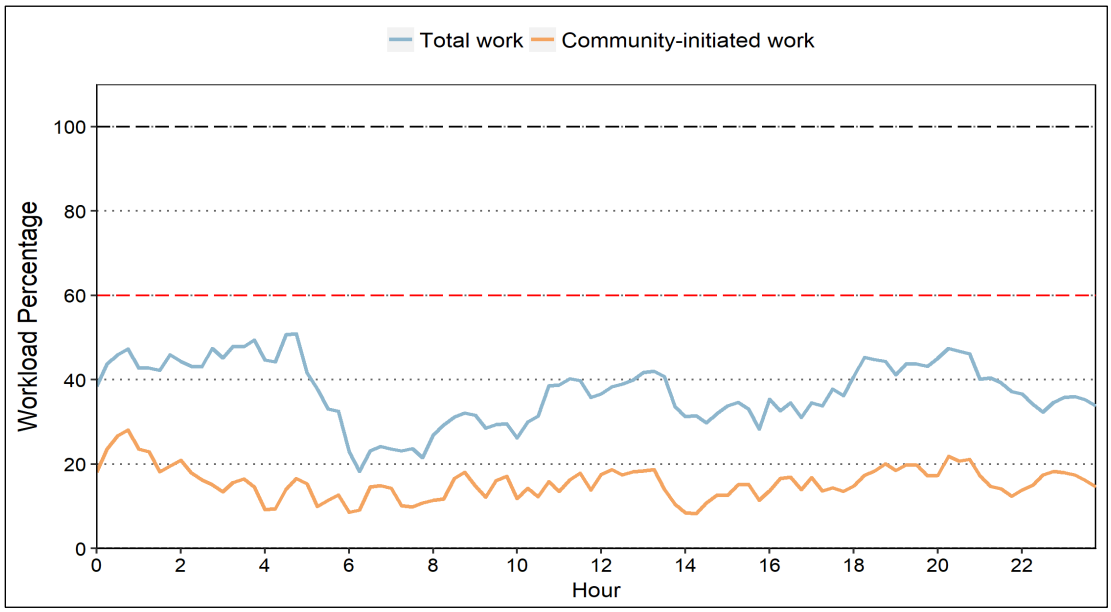


FIGURE 4-8: Workload Percentage by Hour, Summer Weekends



Workload v. Deployment – Summer Weekends

Avg. Workload:	5.9 officers per hour
Avg. % Deployed (SI):	37 percent
Peak SI:	51 percent
Peak SI Time:	4:30 a.m. to 5:00 a.m.

Figures 4-7 and 4-8 present the patrol workload demands and SI for weekends in summer. The workload never exceeds the 60 percent threshold throughout the day. The average SI is 37

percent, with the peak SI at 51 percent between 4:30 a.m. and 5:00 a.m. The SI is the lowest at approximately 6:15 a.m., at 19 percent.

Discussion

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

Examination of the workload and deployment figures (Figures 4-1 through 4-8) illustrates several important points to consider when evaluating service demands in Sugar Land. Specifically, when examining Figures 4-1, 4-3, 4-5, and 4-7, and when comparing the demand for police services that are both police-initiated and community-initiated, the supply of available personnel is appropriate to meet both police-initiated and community-initiated service demands. Out-of-service time (Non-call Activities, see Data Analysis Report, Table 12-11), accounted for a weighted average of 28.4 minutes spent on each of approximately 39,000 administrative activities and 35.6 minutes on approximately 53,000 personal activities. This is a reasonable amount of time spent on administrative and personal activities. When these additional activities are included in the equation, it can be seen that the demand for police services is met sufficiently by the supply of available personnel. This signifies an appropriate balance of staffing throughout the day and is a sign of a well-staffed patrol function.

Schedule and Staffing

The SLPD's main patrol force is scheduled in three 10-hour shifts. Day shift is 6:00 a.m. to 4:00 p.m., evening shift is 1:00 p.m. to 11:00 p.m., and night shift is 8:30 p.m. to 6:30 a.m. Each shift is self-relieving, in that staff is deployed on each shift to cover a seven-day period. The rotation schedule for each shift is 4 days on and 3 days off. Bidding for shift occurs yearly for patrol staff.

Each shift is staffed with two lieutenants. The staffing of sergeants ranges from 5 on day and night shifts to 7 on evening shift. Day shift has 25 officers assigned, evening shift has 29 officers assigned, and night shift has 22 officers assigned. Thus, evening shift staffing accounts for the greatest percentage of staffing at 38.38 percent, followed by day shift with 32.32 percent, and night shift with 29.29 percent. Table 4-3 shows the schedule, staffing, and percent of officers assigned to each shift.

TABLE 4-3: Schedule and Staffing Levels for Patrol Operations (12/12/17)

Shift	Lt.	Sgt.	Police Officers	Shift Total	Percent of Officers Assigned to Shift
Day Shift 6:00 a.m. to 4:00 p.m.	2	5	25	32	32.32%
Evening Shift 1:00 p.m. to 11:00 p.m.	2	7	29	38	38.38%
Night Shift 8:30 p.m. to 6:30 a.m.	2	5	22	29	29.29%
Total	**6**	**17**	**76**	**99**	**100%**

Compressed work schedules in which police officers work longer days and a shortened work week have become more popular in the police industry. In a study conducted by the Police Foundation, "The Shift Length Experiment: What we Know About 8- 10- and 12-Hour Shifts in

Policing," found that alternatives to the 8-hour shift, such as the 10-hour shift, had advantages to both officers and the organization. Law enforcement agencies throughout the nation are reconsidering alternatives to the 8-hour shift. For example, in 2005, 40 percent of law enforcement agencies utilized an 8-hour shift. By 2009, this percentage had dropped to 29 percent. The study found that officers who worked an 8-hour shift had significantly more overtime as compared to officers assigned to 10- or 12-hour shifts. Specifically, officers assigned to 8-hour shifts worked an average of 5.75 hours of overtime in a two-week period, compared to 0.97 hours for those working 10-hour shifts and 1.89 hours for those working 12-hour shifts. The 10-hour shift offers an important benefit to the police department when management is focused on reducing overtime costs. Furthermore, the study indicated that police officers on 10-hour shifts received significantly more sleep and reported greater quality of life as compared to officers on 8-hour or 12-hour shifts. Officers receive 52 more days off a year when assigned to a 10-hour shift as compared to an 8-hour shift.[5]

Ten-hour shifts provide six additional hours of coverage during a 24-hour period, which may be advantageous in reducing response times during peak hours of calls for service. The peak times for calls for service during the winter and summer months that CPSM examined are shown in Table 4-4.

TABLE 4-4: Peak Hours for Calls for Service, Winter 2017 and Summer 2017

Winter Weekdays	Winter Weekends	Summer Weekdays	Summer Weekends
3:45 a.m. and 4:00 a.m., 8:15 p.m. and 8:45 p.m.	4:15 a.m. to 4:30 a.m.	3:00 a.m. to 3:15 a.m.	4:30 a.m. to 5:00 a.m.
Peak SI: 44%	Peak SI: 53%	Peak SI: 53%	Peak SI: 51%

In Sugar Land, there is a somewhat consistent pattern of peak hours for calls for service. The peak hours of calls for service generally occur sometime between 3:00 a.m. and 5:00 a.m. The night shift (8:30 p.m. to 6:30 a.m.) has the responsibility to handle nearly all the peak SI hours. While the workload is manageable during the peak hours, SLPD should consideration monitoring peak hours to determine if shift start times need to be revised to meet any future demand during the peak hours of calls for service. Currently, the night shift has the least amount of staffing. Day shift overlaps evening shift by three hours, evening shift overlaps the night shift by 2.5 hours, and night shift overlaps day shift by one-half hour. In our experience, balancing the shift overlap should be based on the service demands, with consideration given to peak hours for calls for service.

Recommendation:

- While the workload is manageable during peak hours, the SLPD should consider monitoring peak hours to determine if shift start times need to be revised to meet any future demand during the peak hours of calls for service. (Recommendation 3.)

[5] Amendola, K., Weisburd, D., Hamilton, E., Jones, G., & Slipka, M. (2011) The Shift Length Experiment: What we Know About 8- 10- and 12-Hour Shifts in Policing, Police Foundation.

Spatial Representation of Demand

The figures presented previously (Figures 4-1 through 4-8) provide a thorough examination of the service demands placed on the SLPD during different times of the day and week. In addition to these "temporal" demands, it is also possible to illustrate the "spatial" demands on the SLPD. Examining the spatial demands permits the exploration of where incidents are occurring.

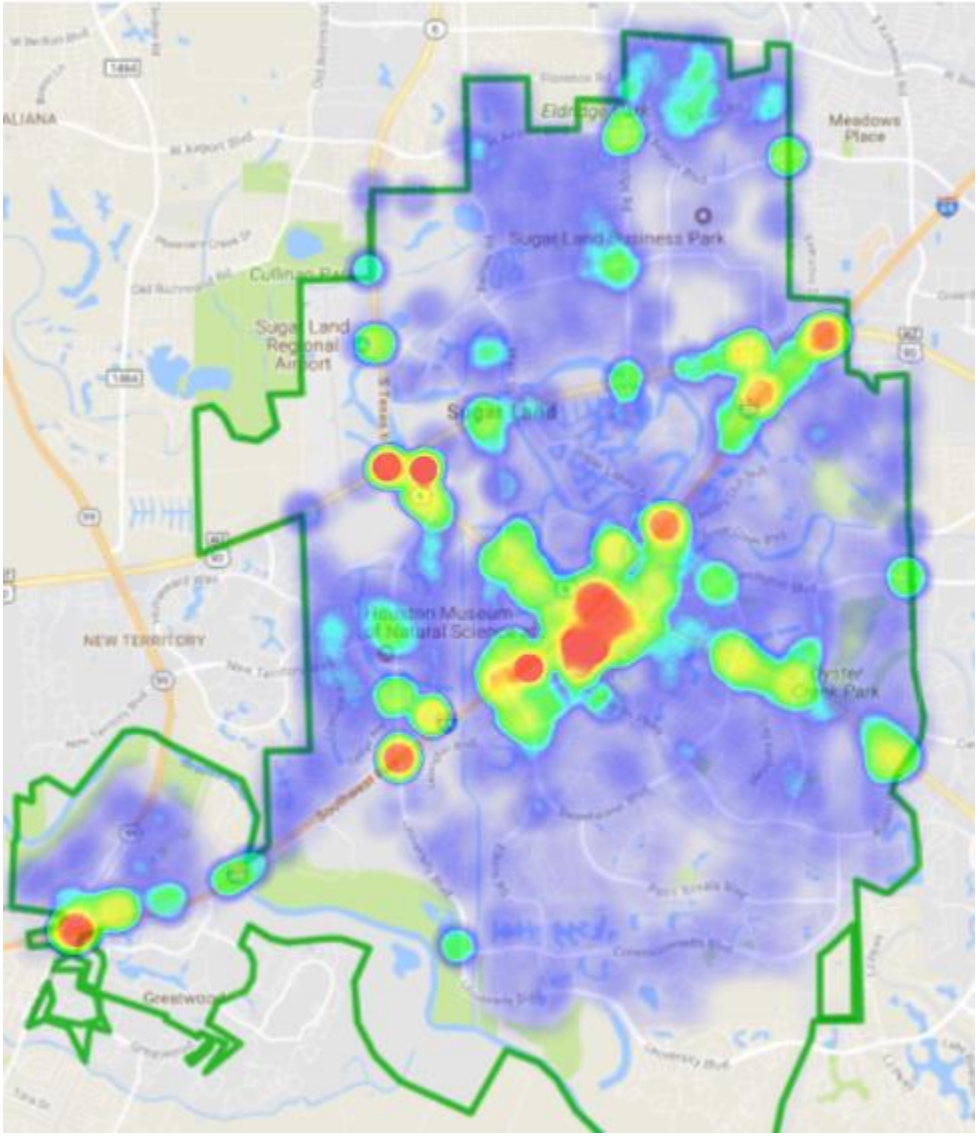
As can be seen in Figures 4-9 and 4-10, there are several distinct incident "hot spots" in the community. It is clear that retail, commercial, and traffic conditions along Interstate 69 and State Road 6 command a great deal of attention from the SLPD. There are numerous discernable hotspots in this area, as well as sizeable concentrations of CFS in retail and commercial locations throughout the city. This comes as no surprise as these areas are vibrant and well-traveled part of the community and presumably would demand a large share of attention from the police department.

Each one of the actual "hot spots" in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion's share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive fashion. For example, the SLPD could work with private security at Colony Mall and other commercial establishments identified as "hot spots" to minimize theft, which would minimize the demand placed on patrol resources. Other strategies could incorporate patrol officers working in collaboration with property managers to minimize problems caused by disorderly tenants or housing complexes.

SLPD could work with the commercial establishments in the city to regulate activities more aggressively. Also, consideration should be given to deploying a dedicated unit(s), or some other specified resource, to deal specifically with CFS emanating from the commercial establishments, and to provide a more consistent and long-term approach to dealing with the crime, quality-of-life, and service demand issues that originate from the most troublesome areas. The department should look at deploying a combination of resources (e.g., patrol, detectives, power squads) in a coordinated approach to policing these areas.

To parallel this effort, the SLPD should consider creating a nonemergency call system. Calls not requiring an immediate response of the police could be routed to the nonemergency system and a message could be left by the caller for the CRT to handle at the appropriate time and day. This system would have the added benefit of removing these types of CFS from patrol officers and would help keep them available to handle emergencies and to provide backup for one another. Social media can be leveraged for this process as well. Members of the community could be encouraged to communicate their nonemergency issues via social media, which would be monitored by the SLPD.

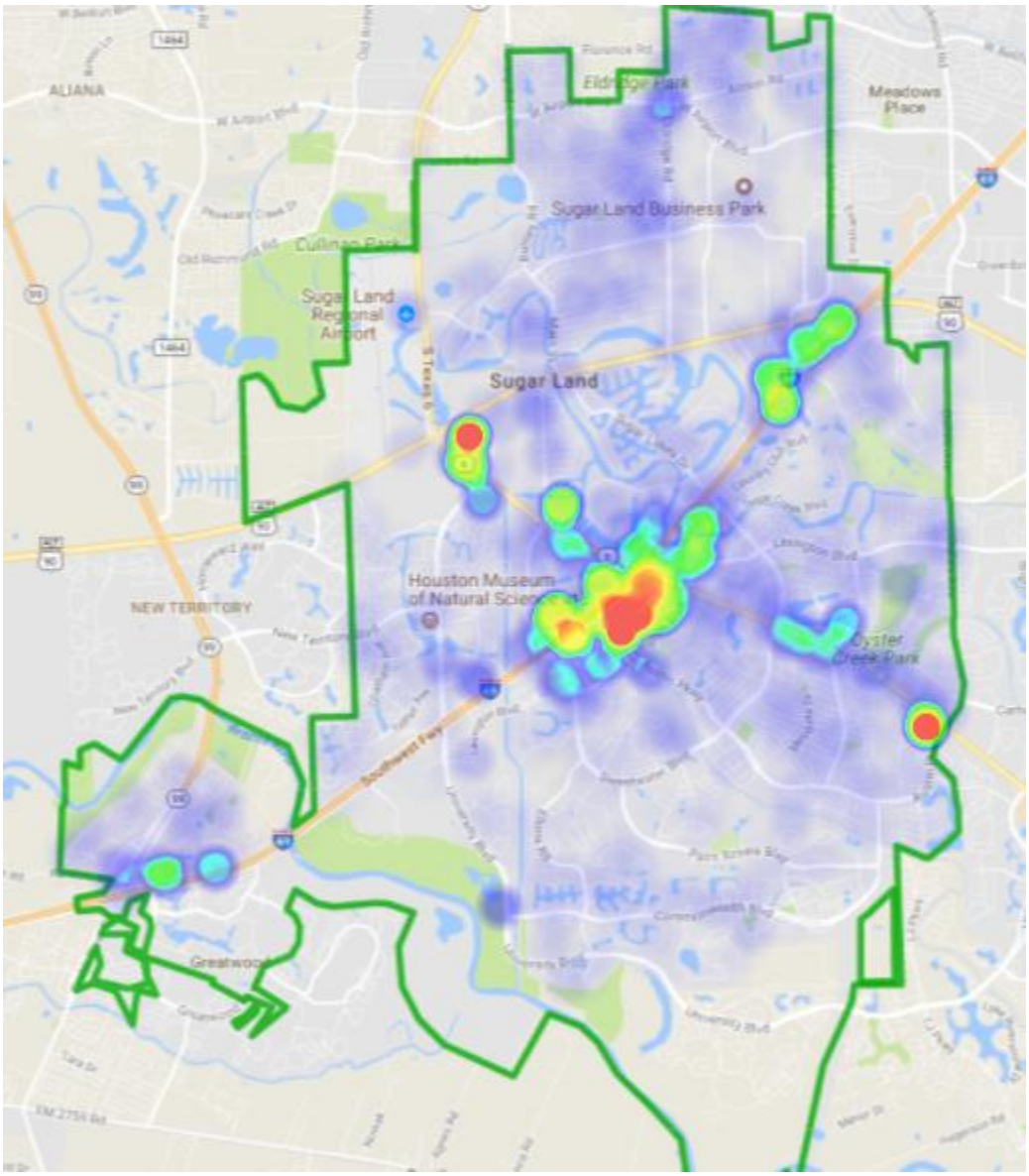
FIGURE 4-9: Spatial Representation of Other-initiated CFS (Red > 150 CFS)



Key for Figure 4-9, Top Locations, Other-initiated CFS

Runs	Location	Place
252	1200 S SH 6	Police HQ*
241	345 N SH 6	Sam's Club area
180	16675 N SOUTHWEST FWY	Sugar Land Methodist Hospital
172	6 S SH 6 FRONTAGE RD/W US 90A	SH 6 & ALT 90 area
155	16535 N SOUTHWEST FWY	Apple First Colony Mall area
154	16511 N SOUTHWEST FWY	Mall/Macy's area
141	16535 N SOUTHWEST FWY	Apple First Colony Mall area
140	20901 N US 59	River Park Shopping Ctr area
139	17520 S SOUTHWEST FWY	Costco area
129	15200 S US 59	Sugar Lakes & US 59 area
126	17801 N US 59	Best Buy area
125	1317 LAKE POINTE PKWY	St. Lukes Hospital
118	9919 W US 90A/DAIRY ASHFORD RD	US 90A/Dairyt Ashford area
113	20400 S US 59	River Park Shopping Ctr area
113	13900 S US 59	Dairy Ashford & US 59 area
112	17800 S US 59	Best Buy area
112	19800 S SOUTHWEST FWY	River Park Shopping Ctr area
112	15900 S US 59	Texas Childrens Health Ctr area
103	530 S SH 6	H-E-B Grocery area
103	12500 W AIRPORT BLVD/DAIRY ASHFORD RD	Advenir At Woodbridge Reserve Apts
99	7500 BRANFORD PL	Telfair Lofts Apts area
99	16300 S SOUTHWEST FWY	Target area
95	13101 N US 59	First Colony Commons area
94	13100 S US 59	First Colony Commons area
94	15890 S SOUTHWEST FWY/N SH 6	Azuma on the Lake area

FIGURE 4-10: Spatial Representation of Crime CFS (Red > 50 Crime CFS)



Key for Figure 4-10, Top Locations, Crime CFS

Runs	Location	Place
109	345 N SH 6	Walmart/Sam's Club area
95	16511 N SOUTHWEST FWY	Mall/Macy's area
76	16535 N SOUTHWEST FWY	Apple First Colony Mall area
72	16535 N SOUTHWEST FWY	Apple First Colony Mall area
56	4610 S SH 6	Fitness Connection area
46	16675 N SOUTHWEST FWY	Sugar Land Methodist Hospital
40	16610 S SOUTHWEST FWY	Colony Square area
40	1331 N SH 6	LifeTime Fitness area
40	16300 S SOUTHWEST FWY	Target area
38	14111 N SOUTHWEST FWY	24 hour Fitness area
37	530 S SH 6	H-E-B Grocery area
33	16517 N SOUTHWEST FWY	Colony Square area
29	13420 S SOUTHWEST FWY	Sugar Land Hotel | Extended Stay America
28	16529 N SOUTHWEST FWY	Colony Square area
28	14444 S SOUTHWEST FWY	Holiday Inn Express area
26	15505 N SOUTHWEST FWY	Home Depot area
24	16090 CITY WALK BLVD	Sugar Land Town Square area
23	2222 SETTLERS WAY BLVD	Foundation at Edgewater Apts area
23	2222 TEXAS DR	Sugar Land Town Square area
22	19800 S SOUTHWEST FWY	River Park Shopping Ctr area
22	3301 S TOWN CENTER BLVD	AMC First Colony Theater area
22	722 BONAVENTURE WAY	Hilton Garden Inn area
21	2745 N TOWN CENTER BLVD	Saks/Nordstrom area
20	15300 UNIVERSITY BLVD	Sugar Land Memorial Park area
19	15900 S SOUTHWEST FWY	Whole Foods Market area
19	17520 S SOUTHWEST FWY	Costco area

Patrol Beats Workload

Table 4-5 shows the number of calls for service, square miles, population, and response time for each of the five patrol beats (geographical zones) and one "Other" category by which patrol is deployed. SLPD should be commended for efficient response times. The response times for all beats are substantially lower than the CPSM recommended standard of less than 15 minutes for a normal response time to a call for service. SLB2/SLB9 had the highest amount of calls for service yet had the smallest population and smallest geographical area. Conversely, SLB4 had the highest population, yet had the lowest amount of calls for service and the second largest geographical area. In light of the city's annexation of a significant geographic area on the day of the site visit (12/12/17), CPSM recommends monitoring the geographical beats for changes in the volume of calls for service and response times. This will assist in determining in the future if the geographical beats need revision to better serve the community.

TABLE 4-5: Patrol Beats Profile

Patrol Beat	Calls	Area (Sq. miles)	Population	Response Time
SLB1	4,675	10.19	18,596	10.2
*SLB2	6,499	*3.47	*7,056	9.6
*SLB9	2,101	*3.47	*7,056	9.5
SLB3	4,572	5.63	16,883	10.7
SLB4	3,762	8.95	24,906	11.4
SLB5	4,727	8.21	11,448	10.3
Other	87	N/A	N/A	7.6
Total	26,423	36.45	78,889	10.3

***Note:** SLB9 us a subset of SLB2. Population and area estimates were provided by the City of Sugar Land's GIS Division.

Recommendation:

- The response times for all beats are substantially lower than the CPSM recommended standard of less than 15 minutes for a normal response time to a call for service. However, in light of the city's annexation of a significant geographic area on the day of the site visit (12/12/17), CPSM recommends monitoring the geographical beats for changes in the volume of calls for service and response times. This will assist in determining in the future if the geographical beats need revision to better serve the community. (Recommendation No. 4.)

Technology on Patrol

The SLPD equips each patrol vehicle with a wide array of technology that is consistent with industry standards. Each marked patrol vehicle is equipped with a mobile digital terminal capable of accessing the CAD and RMS systems. Each car is also equipped with a heavy-weapons rack. Officers are equipped with Glock-17 handguns and AR-15s. Each vehicle is equipped with Stalker Dual DSR radar equipment.

One piece of widely used technology that is not present in patrol unit is automatic license plate readers (LPRs). Recent research has shown that license plate readers are very effective tools for apprehending auto thieves and recovering stolen vehicles. They cost around $20,000 to $25,000 per device and can check license plates almost ten times faster than an officer manually checking license plates. Their use can result in double the number of arrests for and recoveries of stolen vehicles.[6] Agencies that employ LPR technology report that over the next five years they plan on increasing the deployment of these devices to equip approximately 25 percent of their patrol cars. It is strongly recommended that the SLPD implement this technology and install LPRs in patrol vehicles. Ideally, one vehicle on each shift should be equipped with this technology. The vehicles with an LPR should be assigned to the beats that do not have stationary LPRs.

Recommendation:

- Consider installing one License Plate Reader (LPR) in a patrol vehicle on each shift in the beats not currently monitored by stationary LPR. (Recommendation No. 5.)

[6] Police Executive Research Forum study of LPR effectiveness in the Mesa, Ariz., police department.

The patrol administrative lieutenant oversees the Traffic Unit, Impact Unit, and the administrative sergeant, who supervises special events, the park patrol officer, and the lobby officer. The administrative lieutenant was recently transferred to this position and works Monday through Friday, 0800 to 1600 hours.

Patrol Administrative Sergeant

The patrol administrative sergeant supervises special events, the park patrol officer, and the lobby officer. The administrative sergeant has been with SLPD for 15 years and has been assigned to his current position for the last year. The administrative sergeant works Tuesday through Friday, 0500 to 1500. The administrative sergeant describes his position as a "problem-solving" position. Apart from his supervisory duties, the administrative sergeant is responsible for the workload assessment for patrol. He uses the workload assessment to generate staffing schedules for patrol. The administrative sergeant works with the crime analyst to generate data reports for patrol, tracks call histories, collects the shift bids, when needed attends department Compstat meetings, and serves in an emergency management role.

A significant responsibility of the administrative sergeant is the coordination of special events. The administrative sergeant meets with promoters of events, city officials, and the Event Review Committee (consisting of the administrative lieutenant and other city departments). The administrative sergeant organizes the schematics for the event on his iPad Pro, projects staffing needs, notifies staff of the availability of the special event, and schedules staff for the event. The administrative sergeant also tracks how many officers are working the event, how many hours each officer worked, and ensures the officers receive payment. Some of the venues are very large, such as the Smart Financial Event Center, which can seat 6.500 people. Table 4-6 shows the number of events the department handled in 2015, 2016 and 2017.

TABLE 4-6: Number of Special Events for 2015, 2016, and 2017

Year	Number of Events
2015	71
2016	76
2017	33

Both the administrative lieutenant and the administrative sergeant play an important role in supporting the Operations Bureau. CPSM has no recommendations for either of these positions.

Lobby Officer

A uniformed officer is assigned to the position of lobby officer. This position handles calls that are routed from city dispatch, assists walk-in citizens, and assists citizens who call the department by phone. The position also responds to requests for information and assistance with civil, legal, and crime-related issues. The position takes reports from citizens. This position also serves as security to verify the identity of all walk-in visitors. The lobby officer works Monday through Friday, 1000 to 1800 hours. The lobby officer position is not staffed on the weekends due to the low call volume documented by the department. SLPD reports in its Workload Assessment, April 1, 2016 to March 31, 2017, that the lobby officer handled 3,733 calls for service during the period of 2015 through March 2017. The lobby officer's work space is equipped with a computer and radio. It should be noted that the glass protecting the lobby officer is not bulletproof. Consideration should be

given to upgrading the glass protecting the lobby officer for security reasons. SLPD is commended for implementing an alternative response to calls for service.

Recommendation:

- The glass protecting the lobby officer is not bulletproof. CPSM recommends the department consider installing bulletproof glass for additional security. (Recommendation No. 6.)

Parks Officer

The City of Sugar Land funds a sworn officer to patrol the city's parks. Each of the six beats contains city parks. This position patrols the parks by patrol car and also utilizes an ATV for trail patrol. SLPD is commended for implementing this strategic approach to park safety.

Traffic

The SLPD Traffic Unit has been in existence since 1998; it is staffed by one sergeant and eight officers. There are currently two vacant officer positions for beats 1 and 6. The sergeant of the Traffic Unit reports to the administrative patrol lieutenant.

The Traffic Unit sergeant works Monday through Friday, either 0700 to 1500 or 0800 to1600 hours. This sergeant has been assigned to the unit for 4-1/2 years. Per the department's general order, Specialized Duration Specialized Assignments, the traffic officer position is rotational, with a minimum cycle of 2 years and a maximum of 5 years in the position. Four of the officers work Monday through Friday, 0600 to 1600 hours, three officers work Monday through Friday, 0900 to 1900 hours, and the traffic investigator works Monday through Friday, 0700 to 1700 hours. The unit also adjusts its schedule to respond to the needs of the department.

Previously, the Traffic Unit had one officer who worked DWI investigations between the hours of 1900 to 0500; however, this position has not been filled for the past two years. Patrol has been responsible for working DWI investigations. The Texas Department of Transportation provides funding for Selective Traffic Enforcement Programs (STEP) and the Houston Galveston Regional Council provides funding for selective dates for DWI enforcement. The funded dates include projected dates with a probability of a high incidence of DWI, such as spring break and Fourth of July. Funds are allocated only for overtime use. The sergeant of the Traffic Unit projects how many officers can be funded for the amount of money received and posts the special detail in the read-off room for sworn members to work during their days off. Generally, the request is for three to four officers for the traffic enforcement or DWI detail.

The unit is responsible for general traffic enforcement; responding to major traffic crashes including all fatalities; responding to minor traffic accidents if patrol officers are not available; traffic education for the community; special traffic events; accident investigation and reconstruction; and acting as liaison with the Texas Department of Transportation and city engineers and planners. Through a partnership with the Texas A & M Transportation Institute and the Texas Department of Transportation, SLPD has produced two excellent community education pamphlets, "Drivers Age 25 and Under Crash Statistics 2014-2016" and "Traffic Crash Statistics 2014-2016."

The Traffic Unit has various vehicles that include marked vehicles, eight motorcycles, and two stealth vehicles. Two members of the Traffic Unit are certified as motorcycle instructors. The unit trains eight hours a month.

Table 4-7 shows a three-year history of primary cause factors for traffic accidents in Sugar Land. It is recommended the department take a more focused and proactive approach to improve traffic safety. In general, traffic safety is improved by the rigorous application of the three "E's": enforcement, education, and engineering. The SLPD, and the community, would be better served if the Traffic Unit tracked accidents as the measure of their performance; it should also leverage enforcement, education, and engineering to reduce accidents. A more focused approach involves using enforcement and education directed at the causes of traffic crashes at the locations where they are most frequent. Additionally, the city traffic engineer or equivalent position could work with the Traffic Unit to examine problematic intersections to reengineer them for improved traffic safety.

The Traffic Unit should determine why there are a substantial amount of traffic accidents with an unknown or not entered causes. Nonetheless, the data does report the primary causes of a large amount of the traffic accidents. The top three causes are consistent for 2015, 2016, and YTD 2017.

TABLE 4-7: Primary Cause Factor for Accidents in Sugar Land 2015-September 5, 2017

Year	Total Accidents	Unknown or Not Entered Causes	Top Three Causes
2015	4,061	1,933	Failure to Control Speed (n=775) Changed Lane When Unsafe (n=179) Disregard Stop and Go Signal (n=131)
2016	3,806	1,822	Failure to Control Speed (n=699) Changed Lane When Unsafe (n=178) Disregard Stop and Go Signal (n=128)
January - September 5, 2017	2,594	1,241	Failure to Control Speed (n=468) Changed Lane When Unsafe (n=134) Disregard Stop and Go Signal (n=94)

An opportunity for improvement for this section involves expanding the performance management approach (using traffic data to drive deployment and enforcement decisions) toward traffic accidents and injuries, and which would include more robust education directed towards high-risk drivers as well as redesign of high-risk roadways. This approach could be the focus of the unit and could also be migrated to the rest of the Patrol Division. Adopting a strategic approach to traffic safety and engaging the entire department in this effort will magnify the current enforcement-centered approach and make the overall traffic safety plan of the SLPD more effective. The scope of this effort is beyond the unit itself and must be embraced by the patrol commander. Under this approach, the Traffic Unit supervisor would be responsible for the overall traffic safety plan of the SLPD. The Traffic Unit would develop the plans necessary to focus the effort of the rest of the department. This approach would entail the creation of written traffic safety plans, monthly reports using traffic crash data to identify times/days/locations/causes of traffic crashes, and holding patrol shifts accountable for implementing this plan.

The SLPD is commended for proactive enforcement of traffic violations. Table 4-8 displays the number of traffic citations and warnings combined for 2015, 2016, and January through September 5, 2017.

TABLE 4-8: Citations and Warnings for 2015, 2016, and Jan. through Sept. 5, 2017

Year	Warnings and Citations
2015	23,859
2016	22,912
January – September 5, 2017	13,018

Recommendations:

- Fill the two officer vacancies in the Traffic Unit to cover beats 1 and 6. (Recommendation No. 7.)
- Adopt a strategic approach to traffic safety. Place the responsibility for traffic safety with the patrol commander and use the Traffic Unit as the research and planning arm to support this effort. (Recommendation No. 8.)

Impact Unit

The Impact Unit is part of the Patrol Division. Now in its twelfth year, the unit focuses on street crimes and hot spots. The Impact Unit is supervised by a sergeant who reports to the administrative patrol lieutenant. The sergeant has been with the SLPD for 31 years. The sergeant has served nearly five years in the Impact Unit and is scheduled for mandatory rotation in the near future. Officers can be assigned to the unit for no more than three years. There are currently five officers assigned to the Impact Unit.

The sergeant and officers work Monday through Friday, 0800 to 1800 hours. However, their work hours are flexible to meet the demands. Many times, the unit will work at night and during weekends if an assignment requires different hours of availability. Table 4-9 shows the quarterly work activity for the Impact Unit for the period of January 1 to November 30, 2017.

TABLE 4-9: Impact Unit Quarterly Statistics for Jan. 1 to Nov. 30, 2017

Activity	Quarter 1	Quarter 2	Quarter 3	Quarter 4
Traffic Stops	514	351	373	176
Suspicious Person/Vehicle	172	150	135	52
Citizen Contact	258	174	161	72
Field Interview Cards	0	0	0	0
City Ordinance Violation	1	0	0	0
Citations	4	7	24	10
Arrests	29	15	12	5
Total Activity for Quarter	**978**	**697**	**705**	**315**

The Impact Unit's activities are driven by crime analysis and self-initiated activity. Crime analysis currently provides heat maps, graphs with crime activity by zones, times of occurrence, and types of incidents. The Impact Unit attends monthly meeting with the regional criminal investigations divisions from other departments to obtain and exchange intelligence. Ten to fifteen law enforcement agencies attend the regional criminal investigation monthly meeting. The Impact Unit has worked with Houston Police Department on major burglary cases involving

organized crime with Columbians. When the Impact Unit is not pursuing a crime trend, it is involved in high-visibility activities for crime prevention and intervention. The Impact Unit uses both uniform and plain cloths strategies; it also utilizes Enterprise Leasing to use different vehicles for crime interception.

It should be noted that the decrease in activity from the beginning of the year forward can be attributed to several factors, including the unit functioning with only four officers when five officers are budgeted. Also, the unit's workload will vary due to the amount of time required for its activities. The Impact Unit is commended for its high level of productivity, use of crime analysis, and self-initiated activities. The Impact Unit plays a vital role in supporting patrol.

Recommendation:

- Fill the one vacancy in the Impact Unit to increase productivity. (Recommendation No. 9.)

S.W.A.T./Crisis Negotiation Team

SLPD participates in a multijurisdictional S.W.A.T. team referred to as the East Fort Bend Regional S.W.A.T. team. Missouri City and Stafford City are also members of this unit. An interlocal cooperation agreement with detailed articles exists among these three cities.

The commander of the S.W.A.T. team is a lieutenant assigned to the Support Services Division. The lieutenant has been a member of the S.W.A.T. team for 16 years. The lieutenant's role of S.W.A.T. commander includes: coordinating the selection, training, and evaluation of the team; planning, implementing, executing, and managing all tactical intervention plans; evaluating the performance and readiness levels of all team members; coordinating all administrative affairs of the unit; and providing tactical leadership for all S.W.A.T. activities. A sergeant assigned to the Criminal Investigations Division serves as team leader and has been a S.W.A.T. team member for 12 years. Missouri City and Stafford City each has a team leader and assistant team leader. The S.W.A.T. team has explosive breaching capabilities and snipers. SLPD contributes 16 tactical operators including 2 medics to the team, Missouri City contributes 9 tactical operators, and currently Stafford City has no tactical operators assigned.

General order 46002R1 governs the S.W.A.T. team structure, organization, and selection criteria. This policy outlines the team composition, eligibility requirements, selection process, team appointment, command and control, training, and documentation. The S.W.A.T. manual details the activation process for the S.W.A.T. team. The policy states the minimum requirements for consideration for the team, that is, two years of experience in law enforcement and performance evaluations with at least a "meets expectations" rating. The performance evaluations should also reflect that the applicant possesses good verbal communication, interviewing, and problem-solving skills, as well as good judgment.

The policy also provides for selection and testing procedures, physical requirements, and weapons qualifications. The policy does not state that upon selection as a tactical operator, the tactical operator will be psychologically screened. The National Tactical Officers Association notes most selection processes consist of an application, job-related physical proficiency test, oral interview, background investigation, and assessment of mental stability. SLPD may want to consider adding a psychological screening when the candidates are selected as tactical operators.

Newly selected S.W.A.T. members must successfully complete the Texas Commission on Law Enforcement Officer Standards and Education-approved SWAT school as soon as practical following appointment to the team. Newly selected S.W.A.T. members who have not completed

that training can only serve in a support role until completion of the S.W.A.T. school. S.W.A.T. members are required to train for 16 hours a month. The team leaders assist in coordinating the monthly training. This amount of training meets the recommended standard set by the National Tactical Officers Association, which recommends "monthly 16- to 40-hour critical skills maintenance based upon mission capabilities and current operational tempo." Additionally, the S.W.A.T. team has members that have attended the Texas Tactical Police Officer Association Conference (3 to 5 days), Basic Explosives (40 hours), and Master Explosive Breaching (80 hours). A review of the S.W.A.T. lesson plan, Linear Vehicle Assaults, revealed a comprehensive and detailed lesson plan. The commander also maintains a monthly S.W.A.T. training log. The East Fort Bend Regional S.W.A.T. team utilizes a threat assessment document for all warrant service.

The S.W.A.T. commander indicated that the team has excellent equipment. However, in light of an incident in which a tractor trailer was ramming cars on the Interstate highway, the team could use a .50 caliber rifle.

The S.W.A.T. team also has a Crisis Negotiation Team. The sergeant assigned to the Crime Prevention Unit serves as the team leader for the Crisis Negotiation Team. The sergeant has been a negotiator for 10 years. SLPD contributes four negotiators to the Crisis Negotiation Team, while Missouri City contributes four negotiators and Stafford City contributes one.

General order 46-03 R1 provides for the composition of the team, eligibility requirements, selection process, training, command and control, and documentation. The eligibility requirements are the same as for the tactical operators; however, the selection process consists of the applicant submitting a letter of intent and participating in a review board consisting of current crisis negotiators. Also, an applicant may receive a psychological screening including testing and a clinical interview by a licensed psychologist or psychiatrist.

Negotiators also must attend the Texas Commission on Law Enforcement Officer Standards and Education-approved basic negotiation school within 12 months of being appointed to the team. The Crisis Negotiation Team trains for eight hours every other month. Additionally, the SLPD negotiators participate in quarterly training sessions consisting of four to eight hours with the negotiators from other departments.

The tactical operators and negotiators all have other primary job duties and being a member of the team is an additional duty. The S.W.A.T. commander receives $250.00 per month and S.W.A.T. and Crisis Negotiation Team members receive $125.00 per month additional pay for being on S.W.A.T. The team was activated for 18 incidents in 2016 and 12 incidents between January 1 and December 6, 2017.

Recommendation:

- SLPD may want to consider adding psychological screening to the S.W.A.T. selection process when a candidate is screened for selection as a tactical operator. (Recommendation No. 10.)

SECTION 5. CRIMINAL INVESTIGATIONS

Criminal Investigations is a division of the Police Operations Bureau. Under the direction of the Assistant Chief of Police – Operations, a police captain is charged with management of day-to-day operations of the Criminal Investigations Division. The division is responsible for a variety of functions to include detectives, crime scene investigations, property and evidence, federal and regional task forces, and victims' services.

CPSM will report on each of these functions separately.

DETECTIVES

Under the direction of a police lieutenant, detective functions in the Criminal Investigative Department (CID) are separated into investigative teams including Crimes Against Persons, Property Crimes, and Special Crimes (financial crimes and auto-related crimes).

Staffing / Work Schedule

Each function is headed by a sergeant and is staffed by detectives who serve in a permanent duty capacity. Additionally, the Property Crimes and Special Crimes Units are each staffed with investigators who serve on a two- to three-year rotational basis. As a result of the recent annexation, additional detective staffing was approved for the Property Crimes and Special Crimes Units. While investigative personnel may hold the title of detective or investigator, both hold the rank of police officer. The sole difference is that detectives are assigned permanently (are not on a rotation schedule but may promote or opt out of the assignment), while investigators generally serve for three years before rotating out of the assignment.

CPSM suggests that the department reconsider the number of permanent detective positions in place, reduce that number, and add additional rotational positions. We would further suggest that the term of the rotational positions be extended to four years, with an optional fifth. While some may argue that detective work requires considerable experience and expertise, we would suggest that this is true only for highly specialized positions such as financial/computer crimes, homicide, etc. Crimes such as burglary, theft, and auto crimes do not require a decade of experience to be proficient. With nearly 90 percent of available assignments "locked down," patrol officers have little opportunity to gain valuable experience that comes with such an assignment. Additionally, as personnel rotate back to patrol, they take valuable experience with them which, when shared with the younger, less experienced patrol workforce, enhances the quality of work performed in patrol.

As well, victim services serves under the umbrella of the Crimes Against Persons Unit. The Victim Assistance Program is staffed by a police officer (referred to as a police officer in lieu of detective) and one part–time civilian support person. Both serve as crime victim liaisons for the department.

Personnel generally work a 4/10 schedule, with reporting times varying from 6:00 a.m. to 10:00 a.m., Monday through Friday. This allows for coverage between the hours of 6:00 a.m. and 6:00 p.m. on Monday, and 6:00 a.m. and 8:00 p.m. Tuesday through Friday. Through a rotation schedule, staff are available on call 24/7. As well, staff may flex their work schedule as necessary to facilitate investigative needs.

CPSM believes that these deployment hours are reasonable given the relatively low crime rate in Sugar Land. To validate this conclusion, we asked staff involved in both patrol and detective functions about the demand for night detectives and all responses agreed that there is rarely a need to call out detectives after hours. Given these observations, there appears to be insufficient workload to necessitate a night detective team at this time.

Table 5-1 reflects authorized staffing for the Criminal Investigation Department (does not include task forces, etc.) for the past three years. We also identify current vacancies.

TABLE 5-1: CID Authorized Staffing Levels - Fiscal Years 2016-2018

Position	2016	2017	2018	Current Over/Vacant
Administration				
Lieutenant	1	1	1	
Administration Total	**1**	**1**	**1**	
Persons Section				
Sergeant	1	1	1	
Detective	4	4	4	
Persons Section / Crime Victim Liaison				
Officer	1	1	1	
Civilian (P/T)	.5	.5	.5	
Persons Section Total	**6.5**	**6.5**	**6.5**	
Property Section				
Sergeant	1	1	1	
Detective	5	5	7*	2
Investigator	1	1	1	
Property Section Total	**7**	**7**	**9**	**2**
Special Crimes Section (Financial/Auto)				
Sergeant	1	1	1	
Detective	3	3	4*	1
Investigator	1	1	1	
Special Crimes Total	**5**	**5**	**6**	**1**
Total Authorized Personnel	**18.5**	**18.5**	**21.5**	**3***

Notes: * Indicates personnel added due to annexation. Staffing effective February 2019.

Case Management

General Order 41-03 R1 is among a number of policies that direct the processes to be followed in management of investigative functions. This order specifically covers receipt of crime reports, case screening, defining high-priority cases that require follow-up investigations, and the criteria for suspending investigative efforts.

Initial crime reports are generally investigated by the Patrol Section. Initial reports are prepared by patrol officers, approved for content by patrol sergeants, and then forwarded to the Criminal Investigation Department for follow-up investigation. Upon receipt of a crime report, detective sergeants review the report for solvability factors. These factors include:

- Solvability factors – Factors may include available description of suspect, potentially identifiable loss items, physical and/or forensic evidence, etc.
- Priority of the case – Cases including homicides, suicides, fatalities, sex crimes, robbery, child abuse, missing or abducted children, family violence, and stalking are considered high-priority cases and are fully investigated.
- Availability of investigative resources (personnel).
- Notwithstanding the screening process mandates, sergeants may suspend cases without further investigation at the initial screening, or upon recommendation of the assigned detective after completion of investigative efforts if the following conditions exist:
  - No leads; or all leads and solvability factors have been exhausted.
  - Case does not warrant further investigation based upon the insufficient degree of seriousness.
  - Lack of availability of investigative personnel.

Actions suspending any case must be approved by a detective sergeant.

In the event that a case is assigned to a detective for further investigation, supplemental reports are due within ten days (GO 41-03 RI B. 3.). At that point, the detective sergeant shall determine if the case is to be returned for further investigation or suspended based upon the criteria as defined above.

To facilitate case management, the department utilizes a records management system (RMS) that operates on a Sunguard OSSI (Operations Support Systems Interface) platform. CPSM requested and was provided several samples of the modules/reporting instruments utilized for investigative case management. Our review included cases from 2015, 2016, and 2017 YTD. There are two primary modules utilized; (1) *Investigator Assignment by Date,* and (2) *Investigator Assignment / Clearance Report by Investigator.*

The *Investigator Assignment by Date* report reflects the investigator's name, cases assigned by date and case number, the nature of the case (i.e., theft), the due date and status, and where applicable, the number of days that the supplemental report is overdue. CPSM reviewed these documents, more than two hundred pages in length, and noted that for most detectives, reports were submitted in a timely fashion. There were a few where a high number of overdue reports were noted. Nonetheless, this is an excellent case management tool for use by supervisors in tracking the status of cases assigned to personnel under their command.

The *Investigator Assignment / Clearance Report by Investigator* module provides a summary by month and year. This includes the total number of cases assigned to each investigator, the number of active and inactive cases, the number of arrests and clearances, and the percentage of cases cleared. Again, this is an excellent case management tool for use by supervisors.

CPSM submits that the case management processes and systems in place are consistent with best practices and commends SLPD for its efforts in this area.

Workload

There are no absolute standards to determine appropriate caseload for police detectives. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. As well, departments across the country utilize varying models to conduct investigations. In some, patrol

officers are responsible for the investigation to completion of all misdemeanor crimes and occasionally some felony crimes as assigned. In others, the detectives conduct follow-up investigations for all crimes, to include misdemeanors.

The Sugar Land model includes patrol officers handling many cases from arrest to completion. These include shoplifting arrests, driving under the influence, theft or vandalism, etc., and may include minor felonies such as an auto burglary arrest. More involved cases requiring follow-up are referred to the CID for review as reported above under the section on case management.

CPSM reviewed Sunguard caseload records for 2015, 2016, and 2017 YTD. On average, detectives were assigned approximately 140 cases per year. Given the case management system, along with patrol management of some cases to completion, the case screening process for solvability factors, and the low crime rate, the caseload for detectives is very manageable. The caseload provides ample time for thorough investigations.

As we noted, there are no absolute standards to determine appropriate caseload per detective. The International Association of Chiefs of Police, however, suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded every year. In 2016, Sugar Land recorded 1,537 Part 1 Index Crimes (77 violent crimes and 1,460 property crimes).

According to both of these benchmarks, the SLPD is staffed appropriately. This workload is manageable, and detectives have ample time to dedicate to investigations. Given the expected service level for residents of Sugar Land, no change in personnel or operations is recommended.

Training

The CID has an exceptional training program for both supervisors and new trainees. For both, checklists exist to ensure that all new personnel are fully trained in both administrative and operational aspects of their new function. CPSM reviewed these documents and found them to be comprehensive. Few departments have such a formal process for newly assigned detective personnel, another example of excellence in the SLPD.

Clearance Rates

While preventing crime is of utmost importance to law enforcement agencies, solving crime should also have parity. The solving of crimes, which results in the prosecution of offenders, not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Reporting (UCR) Program, are the benchmark for a department's effectiveness in solving crime.

The UCR establishes a three-pronged rule, each of which must be met to clear a case. For UCR reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

In our review of the FBI UCR data for Sugar Land compared to the state and the nation (see Table 5-2), we noted an anomaly relative to the clearance rates reported by Sugar Land PD. In most of the categories of crime, and all violent crimes, Sugar Land reported clearance rates at approximately twice the State of Texas and National averages. In prior studies, we have found that when such an anomaly exists, it is generally the result of departments defining a case as cleared because of an arrest, even if formal charges are not filed and no prosecution results. The SLPD data may be an accurate reporting of clearance rates, but it is worthy of further examination. This is a simple process, especially given the low crime rates in Sugar Land. CPSM would suggest that the department conduct an audit of 2016 reported violent crimes. Verification that the prosecuting authority filed formal charges, and that prosecution is in process or has taken place will allow for confirmation of the accuracy of the SLPD reporting. It is important to note that a conviction is not required to clear a case, but rather, the arrest, formal charging by the prosecutor, and the commencement of court proceedings together define clearance.

Should the data be in error, CPSM recommends that training be provided to appropriate staff to ensure the correct criteria are adhered to in reporting of crime and clearances. Based upon the complexity of coding criteria, coding should be the responsibility of a limited number of staff, not to exceed four.

TABLE 5-2: Reported Sugar Land, State, and National Clearance Rates, 2016

Crime	Sugar Land			Texas			National		
	Crimes	Clearances	Rate	Crimes	Clearances*	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	1	NA	1,472	982	67%	15,566	9,246	59%
Rape	16	12	75%	13,291	4,930	37%	111,241	40,603	37%
Robbery	43	23	53%	33,242	7,940	24%	306,172	90,627	30%
Aggravated Assault	18	20	100%	72,582	35,900	50%	744,132	396,622	53%
Burglary	250	19	8%	147,878	15,500	11%	1,393,570	182,558	13%
Larceny	1,162	361	31%	548,563	91,600	17%	5,211,566	1,063,159	20%
Vehicle Theft	48	8	17%	68,461	9,310	14%	714,041	94,967	13%

Note: The Texas 2016 clearances were estimated based upon the provided crimes and clearance rates. Direct clearances were not available at this time and estimates are provided to three significant digits.

VICTIM ASSISTANCE

The Victim Assistance Program falls under the direction of the Crimes Against Persons Unit sergeant. It has been in existence since 2009. The impetus for the creation of the unit was the Crime Victims Compensation Act. The unit is staffed by a full-time police officer and a part-time civilian. This is a permanent, nonrotational assignment.

This unit provides a wealth of services to the community and the department. These include; assistance to victims of domestic violence in acquiring protective orders; services to victims of sexual assault, assault, child abuse, and stalking; assistance to crime victims in obtaining reparations where appropriate; accompanying crime victims to court in a support role; providing training in the recognition of human trafficking; information packets for crime victims and which officers can distribute when appropriate; and other related functions.

The workload for the unit is significant. In 2015, 2,863 victims were served, 3,416 in 2016, and through August 2017, 2,277 persons were served by the program.

Victim assistance services as comprehensive as those provided at SLPD are not often available in many departments around the country. These services greatly assist Sugar Land residents at one of their most vulnerable times. The city and department are commended for this commitment to its crime victims.

The staff assigned to the unit were found to be extremely dedicated. The police officer assigned shared that her personal life experiences were similar to many of the victims she now serves. In addition to the work described above, she also serves as the President of the Fort Bend County Crime Victims Response Team and provides annual training to teachers, therapists, and other service providers including other law enforcement agencies.

CPSM was highly impressed with the police officer assigned to this unit, and based upon her unique qualifications for this position, supports her permanent status in this role. Nonetheless, this is a position whose duties can be appropriately performed by a similarly qualified civilian at a reduced cost. Upon the retirement of the currently assigned officer, consideration should be given to changing this position to civilian status.

Overall, CPSM was highly impressed with the Criminal Investigation Department, its staff, tracking systems, and functions. It is among the finest we have encountered.

Criminal Investigation Department Recommendations:

- It is recommended that the department conduct an audit of its FBI UCR reporting practices, specific to clearance rates, to ensure compliance with FBI reporting guidelines. (Recommendation No. 11.)
- Consideration should be given to reducing the number of permanent detectives (limited to assignments involving highly complex investigations) and converting the remaining positions to rotational assignments consistent with that of the current investigator classification. Consideration should also be given to extending the assignment term to four years, with an optional fifth year. (Recommendation No. 12.)

Victim Assistance Program Recommendation:

- Consideration should be given to converting this position to civilian status after the retirement / reassignment of the currently assigned police officer. (Recommendation No. 13.)

CRIME SCENE UNIT (CSU)

The Crime Scene Unit is charged with identifying, collecting, and processing evidence at major crime scenes. More routine crime scenes such as a burglary or a recovered stolen vehicle are handled by patrol officers. As well, the property and evidence function of the department falls under the umbrella of the Crime Scene Unit.

Under the direction of the Crime Scene Unit supervisor, staffing includes two sworn police officers, referred to as crime scene investigators, and two civilians, referred to as crime scene technicians. Essentially, the unit is divided into two functions; (1) Crime Scene Investigation, and (2) Property and Evidence. Generally, sworn crime scene investigators are responsible for crime scene processing, or processing of latent fingerprints collected by patrol officers. In this role, they may be supported by civilian crime scene technicians. Civilian crime scene technicians are responsible for the property and evidence function related to intake, storage, and disposition of submitted items. The crime scene investigators have no role in this aspect of the property and evidence function.

For purposes of reporting, we will separate the functions, with Property and Evidence to follow Crime Scene Investigations.

Crime Scene Investigations

Forensic investigation of crime scenes is a highly specialized duty. Successful identification and collection of evidence, especially trace and biological evidence, is of paramount importance in successfully solving crimes. Investigators must have a high degree of training, experience, skill, and commitment to master this art. Each is of vital importance to this effort.

General Order 82-03 R2 establishes guidelines to be followed in the processing of crime scenes. The order separates crime scenes into two classifications: minor and major. Minor crime scenes are defined as follows:

> *"Minor crime scene investigations are those that are limited to simple diagrams, simple fingerprint dusting, or collecting and preserving items for laboratory processing. Misdemeanor offenses and property (crimes) frequently fall within this category."*

Responsibility for minor crime scene investigations rests with patrol officers. In reality, this is often limited to the collection of fingerprint evidence. Training related to crime scene investigation is provided to police officers by the CSU staff to ensure proficiency within the limits of the duties required. This eight-hour training block is provided during the field training program. CSU staff indicated that only a handful of patrol officers have sought additional training in crime scene investigations. This is not uncommon, as CPSM has found that most patrol officers have limited interest in this aspect of policing.

Major crime scenes are defined as follows:

> *"Major crime scene investigations are those that require expertise or specialization in the collection of evidence (such as photography, swabs, casts, or collection of fluids, fibers, and hair, special fingerprinting techniques, and complex measurements). Crime scene officers or crime scene investigators will conduct major crime scene investigations."*

Responsibility for major crime scene investigations rests with the department's Criminal Investigations Division, Crime Scene Unit. Given the relatively low incidence of major crime in Sugar Land, most crime scene investigations, approximately 80 percent, are handled by patrol

officers. As a result, crime scene staff generally respond to only about six or seven crime scenes per month, inclusive of after-hours call-outs. The remaining workload is handled by patrol officers. The vast majority of the crime scene investigators' time is spent in the department's crime lab processing fingerprint evidence, much of which is submitted by patrol officers.

Crime scene investigators serve in a permanent assignment capacity. As well, they undergo substantially more training than that provided to patrol officers. To ensure that they establish/maintain proficiency, there is a training matrix which identifies required/desired training. This training has allowed for the crime scene investigators to be certified by the International Association for Identification, the largest professional crime scene investigators association that establishes standards for forensic excellence.

The following list shows the service requests and call-outs for the calendar years 2015, 2016, and 2017 YTD handled by this unit. As a point of clarification, these numbers reflect both cases in which CSU personnel responded to a request to process a crime scene, and those in which a patrol officer collected physical evidence (generally fingerprints) for processing. As was previously mentioned, the CSU typically responds to approximately 75 to 80 crime scenes per year. The remaining are crime scenes processed by patrol officers and again, generally involve the collection of fingerprint evidence. These numbers reflect cases in which evidence, generally fingerprint evidence, is collected. There are no records maintained relative to the number of cases in which a patrol officer unsuccessfully attempted to collect fingerprint evidence.

- 2015 - 425
- 2016 - 453
- 2017 - 297 (through August 31)

The section maintains comprehensive records on its overall workload. The report, titled Monthly Performance Measures, was reviewed by CPSM. It includes entries for the number of cases worked, information on the number of fingerprints submitted through the Automated Fingerprint Identification System (AFIS), the number of DNA samples submitted for match through the Combined DNA Index System (CODIS), matching "hits" for both AFIS and CODIS records, and a variety of other data. It is important information, very comprehensive, and something few agencies track.

The existing crime scene investigation structure relies on a combination of full-time sworn crime scene investigators and collateral duty personnel, including civilian crime scene technicians and sworn patrol officers. It is not an ideal structure, as apart from the full-time crime scene investigators, those who serve in this role as a collateral duty cannot be expected to achieve the required proficiency. It is CPSM's experience that, with some exceptions, given it is a collateral duty to their regular duty, it is unlikely that personnel who are not technicians will have the interest in crime scene investigation that propels them to excel in this area.

CPSM would encourage the department consider the creation of a forensics unit staffed by full-time civilian forensic specialists under the supervision of a civilian forensics supervisor. Such units are common in mid-sized and larger police departments and operate at reduced personnel costs compared to units staffed by sworn personnel without any compromise in the quality of work. Indeed, such personnel generally become more highly trained and experienced than their sworn counterparts. We are not suggesting any fault with the existing personnel, who we found to be highly dedicated. We simply want to point out that utilizing civilian personnel for this important can reduce costs without compromising service.

As the City of Sugar Land continues to grow, a dedicated professional forensics team made up of civilians who specialize in the identification, collection, and preservation of physical evidence will be able to expand at substantially reduced costs as opposed to the existing model. In the case of Sugar Land PD, the present sworn crime scene investigators are currently assisted by civilian crime scene technicians.

This brings up an important point. In reporting on the property and evidence function, which follows, we point out that these crime scene technicians are burdened by a significant and growing workload. Assisting crime scene investigators adds to that burden. By converting the sworn crime scene investigator positions presently occupied by a sergeant and two police officers to civilian positions, a third crime scene investigator could be hired with minimal if any added cost. This would provide added coverage and reduce the reliance upon collateral duty personnel.

Property and Evidence

The intake, processing, storage, and disposal of evidence and property are important functions of any law enforcement agency. It is especially true for weapons, narcotics and dangerous drugs, currency, and valuable jewelry. Too frequently, law enforcement agencies across the country have faced the consequences of mismanaged property and evidence sections. This has resulted in terminations and arrests of police employees ranging from janitors to police chiefs for thefts of narcotics, cash, jewelry, and guns. In some cases, audits that revealed unaccounted-for property and evidence led to the termination of police executives. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function.

Law enforcement officers take custody of physical evidence, lost and stolen property, and contraband that can directly or indirectly solve a crime. The integrity of these items depends upon the proper handling of the items from the moment law enforcement takes possession of them until they are presented to the court, legally returned to their owners, sold, destroyed, or retained for agency use. Property and evidence rooms are not just warehouses; rather, they must provide for the security and orderly storage of valuable and sensitive items.

General Order 83-01-R4 provides for standard operating procedures for property and evidence control. These procedures are designed to preserve a chain of custody that enables the admission of evidence in subsequent court proceedings. The mishandling of property and evidence by law enforcement agencies reduces the public's confidence in law enforcement and, ultimately, in the integrity of the criminal justice system. The application of comprehensive property and evidence policies can mitigate these issues by informing department personnel of their responsibilities, outline acceptable procedures to follow, establish general performance standards, and create consistency among employees in carrying out their numerous tasks.

The property and evidence function is under the direction of the Crime Scene Unit sergeant. Two full-time crime scene technicians manage the day-to-day operations, among other duties to be addressed herein. Property and evidence staff work Monday through Friday, covering the hours of 6:00 a.m. to 5:00 p.m. Both work a 4/10 schedule, with one off on Mondays, and the other on Fridays. Public access for the release of property is available Monday through Friday, 8:00 a.m. to 5:00 p.m.

Intake

Upon receipt of property/evidence by an officer, a determination must be made as to whether the item(s) needs be booked into the property and evidence facility, or immediately returned to the owner. An important procedure of the policy calls for the officer to photograph and return

these items to the lawful owner when possible. This is an important guideline to follow, as it limits the lack of access to the rightful owner, provides for a more efficient processing of the property/evidence, and aids in minimizing the volume of property which must be stored and ultimately disposed of.

The department uses a SunGard OSSI software program to manage records associated with the intake, storage, tracking, and disposition of property and evidence. This system is a module of the department's SunGard records management system. This allows for necessary transfer of records (for example, to a crime report) for better efficiency.

If the item must be held in the possession of the police department, the intake process is as follows. Officers seizing property and/or evidence transport the items to the property and evidence facility. There, officers enter the item(s) into the SunGard OSSI evidence management system. This begins the official tracking record of property. Once completed, most items are placed into a two-way locker or "mail" slot at the main evidence facility. Larger items are temporarily stored in the department's secure sally port, and once entered into evidence by the crime scene technicians are moved into a secure conex container stored in the secure parking area. Further information on these facilities is addressed in reporting on the property and evidence facilities that will follow.

Subsequently, the property and evidence staff collect the items, update the SunGard OSSI property management status, and assign storage areas. As part of this process, bar codes are printed and attached to each item. Staff reports that this is a cumbersome process when more than one item is booked in on a case, something that is commonplace. Unlike the prior software program (Quetel) that was in use from 2009 to 2014, which allowed for all bar codes to be printed simultaneously, the SunGard system requires redundancy in the process for each item. As well, the item is not as clearly identified on the bar code label. The advantage of the SunGard system is that officers need not manually re-enter property records in their police crime report, as they had to do with the Quetel system, since the crime reports are prepared in a SunGard reporting module and the information can simply be attached through a file transfer. Nonetheless, it has created additional workload for the property and evidence staff and may be correctable through a modification in the software program in collaboration with SunGard.

Property and Evidence Facilities

The department has both primary and secondary secure areas for storage of property and evidence. Primary areas include the main evidence room located on the first floor of police headquarters, and the bulk storage container (conex box) located in the parking lot behind the police department. The bulk storage facility is used for bulky items such as bicycles. No items of significant value are stored in this container. Only the evidence supervisor and two technicians have keys to these facilities.

The secondary area, the vehicle sally port, is used for short-term storage for items such as bicycles until such time as the property and evidence staff can transfer items to the permanent storage container. Vehicles requiring processing may also be stored in the sally port until such time as staff has the opportunity to do so. As well, the sally port serves as the drying area for items such as blood-soaked clothing. Specific instructions are included within the general order when these types of facilities are used. The General Order identifies the city maintenance facility as a secondary site should any item not fit within the other facilities. That would rarely, if ever, occur.

The main facility contains the staff office, laboratory for evidence testing, and the main property and evidence storage room. Access to the main evidence storage room is limited to the Crime

Scene Unit sergeant and the civilian evidence technicians. The crime scene investigators do not have access to this area unless accompanied by one of the three authorized personnel listed.

The main evidence storage facility is accessed by a locked door. Only the Crime Scene Unit sergeant and the two evidence technicians have keys to access this door.

The main evidence room is equipped with movable shelving units for storage of property and evidence. These units, approximately eight feet in height, roll on a track and allow for optimal storage capacity in this space. Such units are commonplace in property and evidence rooms. CPSM noted that these units were lighter duty than most we find in use. We would encourage the city's risk manager to assess the suitability of their use for such a purpose.

Also located within this room is a series of locked cabinets used to store rifles and shotguns (long guns). They are stored here as there is limited space available in the room utilized for the storage of handguns, narcotics, fine jewelry, and currency.

Within the main property and evidence storage room is a smaller secondary room that is used to store handguns, narcotics, fine jewelry and currency. Access to this room is again limited to the property and evidence technicians and the sergeant. A separate key is required for entry. Item in this room are stored on fixed shelving units. The size of this room does not lend itself to use of movable shelving units. This room is also at about ninety percent capacity.

Overall, the facilities appeared to be clean and orderly.

Cameras

Security cameras are vital to the integrity of any property and evidence function. Sugar Land has an extensive camera system in place. Cameras provide video recordings of the hallway leading to the doorway into the main evidence facility and specifically, the access door into the main property room. As well cameras record access to the storage room for handguns, narcotics, fine jewelry, and currency. Additional cameras (two) are located within the crime laboratory facing each of the two entry doors.

Inventory / Inventory Control

At present, the department holds property and evidence dating back at least to the 1980s. Some of this property must be retained due to the nature of the case (e.g., a homicide), and some is being held due to directives from the court or prosecutor. Staff estimated that there are approximately 100,000 items of evidence in storage at this time, though that number is an estimate. The difficulty in identifying the exact amount lies in the fact that property and evidence was booked into the facility via three different processes/systems over time. Prior to 2009, paper files were utilized to track evidence. In 2009, the department computerized the system using Quetel, a property and evidence tracking software program. And in 2014, the department converted to SunGard. The Quetel and SunGard systems don't allow for a records interface, and of course, the paper system provides the same challenge. And the sheer volume of property and evidence make it a daunting task to track inventory numbers.

The Crime Scene Unit monthly performance measures report that we addressed in the Crime Scene Investigations section does capture numbers of property and evidence items received by the section on an annual basis. Based on our review of that document, it appears that the property and evidence function receives approximately 8,000 items per year. A visual examination of the facility revealed that it appears to be at about 90 percent capacity as presently configured.

The report also reflects the number of items that are removed from inventory. Based on our review of the past several years reports, while variations exist from year to year, it appears that the number of items that are permanently removed through destruction, release to owner, etc., on average, largely matches the intake numbers. Nonetheless, with approximately 100,000 items on hand, working to ensure that unneeded property and evidence is disposed of on an ongoing is an important aspect of maintaining the integrity of the property function.

General Order 83-01 R4 subsection E.1. calls for property no longer needed to be disposed of within six months after legal requirements have been met. As noted, it appears that staff diligently attempts to do so. At times, and at a rate that P&E staff indicate as too commonplace, the prosecuting attorneys demand that items be held that staff believe should be eligible for destruction. An example cited involves evidence from a case in which the defendant pled guilty and was on probation and simply owed a monetary fine. In this case, it is not realistic to expect that evidence held will be further needed, but the prosecutor would not authorize the release of the property. This undoubtedly accounts for some of the current storage volume. If this is a significant problem, it may be incumbent upon department leadership to collaborate with leadership in the prosecutor's office to set reasonable standards relative to the retention of evidence.

Audits

General Order 83-02 R1 addresses the timing and nature of audits. It calls for four distinct processes:

- A semi-annual (at a minimum) inspection to be conducted by the Crime Scene Unit (evidence) supervisor to ensure that procedures used for the control of property are being adhered to.
- An inventory of the property and evidence facility at any time an evidence supervisor is assigned to, or transferred from, the unit.
- An annual audit of the facility by a supervisor not connected to the property and evidence function as assigned by the division captain.
- Unannounced annual inspections of the facility as directed by the Chief of Police.

The methodology used in conducting audits includes review of a "sufficient" random sampling of documentation and property to ensure the integrity of the property and evidence function. This may include the selection and review of a file from the SunGard Property and Evidence module, the Quetel system, or a paper file, followed by verification of the presence of the item(s) of record. Alternatively, an item can be selected from its storage location, and records then back-tracked to ensure that reporting documents are complete.

CPSM suggests that in addition to the current methodology, a sampling of reports from the Records Section be examined to find cases in which property/evidence was booked. Those cases should then be utilized for purposes of conducting the audit. If the sampling only draws from records within the property and evidence facility, as is reported as the current practice, it would not be possible to identify property that had been misappropriated had the evidence report simply been destroyed if the item was removed from the facility. Let us be clear, we are in no way suggesting that this has occurred, rather, we are simply introducing an alternative audit process which we believe to be superior.

Audit reports are maintained by the CALEA manager. Staff reports that no items have been found to be missing, and only occasionally has an item been found to be stored at a shelving location other than as identified on the property record.

In addition to their duties in the Property and Evidence function and in support of the crime scene investigators, the crime scene technicians have been assigned significant additional collateral duties including audio/video recording production, sex offender registration, and providing fingerprinting for members of the public.

Audio and Video Recordings

One of the many duties performed by the property and evidence technicians is the processing of requests for the release of video/audio tapes from the patrol vehicle dash cameras and body cameras. Such recordings are routinely requested for court or investigative proceedings, and to a lesser degree, by media outlets and the public. Such recordings are considered public records, and with limited exception, must be provided upon demand.

This is an emerging issue for all law enforcement agencies. Demands for recordings can become a daily occurrence, and this will impact their efforts to manage the property and evidence function. In most agencies, this is a function that is conducted outside of property and evidence. Some agencies utilize supervisors in their records sections to handle these requests, others use civilian support staff assigned to their investigations divisions, and still others have found it necessary, based upon the volume of requests, to hire staff to handle these public records requests exclusively.

Sex Offender Registration

Another duty of the Property and Evidence staff is the registration of sex offenders. While this does not have a significant impact on their time (approximately two per month over the past four years), it is a duty usually assigned outside of the property and evidence function. P&E staff are responsible only for registration, including fingerprinting. Crime Prevention Unit staff are responsible for ensuring compliance with requirements imposed on registrants.

Public Fingerprinting

A more significant burden on the P&E staff is public fingerprinting. This may include applicants for certified positions or those requiring certifications for other purposes. In the last fiscal year, the P&E staff processed 523 persons, and as some require multiple fingerprint cards, they rolled 914 sets. And because they have no access to Live Scan, an electronic fingerprinting system, each must be rolled individually.

This is a much more labor-intensive process than live scan, and less reliable in terms of quality. As well, both the public and sex offenders must access the property and evidence offices to complete this fingerprinting. It is not uncommon for property and evidence to be on the desks of the P&E staff in close proximity to the public.

Again, this is a function that is not necessarily appropriate for P&E staff in a more traditional sense. It would appear that these duties have less to do with their property and evidence function, and more to do with their role as crime scene technicians. Nonetheless, it is not an ideal situation.

Crime Scene Unit Recommendations:

Crime Scene Investigations;

- Consideration should be given to civilianizing all personnel within the crime scene investigations function. With the resulting salary savings, a third crime scene investigator should be added to this unit. (Recommendation No. 14.)

Property and Evidence Recommendations:

- Have the city's risk manager assess the movable shelving units for suitability based upon the nature of use. (Recommendation No. 15.)
- Enhance the audit process to include the selection of items for auditing from other record sources (for example, detective or records section files) in addition to those records maintained in Property and Evidence. (Recommendation No. 16.)
- Examine alternatives to utilizing Property and Evidence staff for duties incompatible with this function, such as registration of sex offenders and public fingerprinting. Should the crime scene Investigators positions be civilianized, and additional staff hired, these may be appropriate functions for those personnel. (Recommendation No. 17.)
- Assess the workload impact of producing copies of audio/video recordings and identify adequate staffing outside of Property and Evidence to handle these duties. (Recommendation No. 18.)

TASK FORCES

The department participates in four regional task forces, though participation in one is currently inactive. General Order 41-08-R1 describes the purpose, policies, and procedures relative to these task forces. The task forces include: FBI Joint Terrorism Task Force (JTTF); the Fort Bend County Narcotics Task Force; the Houston Area Internet Crimes Against Children's Task Force; and the Sugar Land/Missouri City/Stafford Special Crimes Unit (currently inactive).

FBI Joint Terrorism Task Force

Following 9/11, regional Joint Terrorism Task Forces (JTTF) made up of law enforcement officials from federal, state, and local agencies were established across the United States to enhance the sharing of criminal intelligence related to terrorist activities. Such units work to collect, investigate and analyze available information relative to reports of suspicious activities. As well, the JTTFs serve as an information conduit, up and down, with FBI headquarters. The Houston area JTTF serves a six-county region, with home offices in Texas City, as well as regional offices, including Sugar Land.

Sugar Land PD has elected to assign one investigator to this unit. This is a rotational assignment, typically for five years. At present, the Sugar Land investigator's assignment is pending a background investigation, which is required for security clearance prior to assignment to any JTTF. An agency's participation in a JTTF is voluntary, but desirable. Participation ensures that Sugar Land PD has immediate access to the most currently available intelligence relative to potential terrorist threats to the community, provides an investigative resource to the community, and allows for the development of expertise in this field for assigned personnel. As well, the City is served well by the JTTF decision to assign two FBI agents to be housed at the Sugar Land Police Department.

Fort Bend County Narcotics Task Force

As with many crimes, narcotics trafficking and related activity knows no borders. To combat drug crimes, many agencies, including SLPD, participate in regional task forces in lieu of maintaining a dedicated narcotics unit in house. The Fort Bend County Narcotics Task Force is made up of five agencies that share resources in the investigation of mid-level to major drug trafficking operations, something small- to mid-sized agencies do not have the resources to do. Fourteen investigators from these five agencies make up the staffing complement of the task

force. The NTF works out of a secure location within the county, but outside of the city of Sugar Land. Sugar Land has one full-time investigator assigned to this task force. This is a rotational assignment, generally five years in duration. The Fort Bend County Sheriff's Department (FBCSD) serves as the lead agency, and task force cases are filed through the FBCSD.

Cases are generated via criminal intelligence as well as the work of patrol officers who receive information and/or make arrests that require additional investigative efforts. Referral to the NTF allows for the cases to be more thoroughly investigated. This may involve surveillance, additional criminal intelligence gathering, service of search warrants, etc. These are activities not necessarily appropriate for patrol officers. Staff estimated that 20 percent of cases worked by the NTF had some nexus to Sugar Land, but statistics were not readily available.

Houston Area Internet Crimes Against Children's Task Force

The protection of children from sexual predators is a complex task made far more difficult based upon social media and Internet-based sites that provide some level of anonymity to perpetrators who may be operating from anywhere in the world. Few agencies have the resources and/or skills necessary to independently and effectively combat this sickening crime. Therefore, agencies have banded together through task forces such as this to better prevent and investigate such crimes in the protection of children. Sugar Land has one part-time sergeant and two part-time detectives assigned to this task force. In reality, these personnel are assigned full-time at SLPD and work cooperatively with other ICAC task for members as necessary. The SLPD personnel generally work those cases originating from Sugar Land. This is a collateral duty to their permanent detective assignment.

Sugar Land / Missouri City / Stafford Special Crimes Unit (SMSSCU)

This unit is a multi-agency task force serving the noted cities. If operates under the direction of a board of directors made up of the Chiefs' of Police from the participating agencies. General Order 41-08 R1 defines the responsibility of this unit. It states that the "….primary function of this multi-agency investigative task force is the enhanced drug enforcement for the citizens of Fort Bend County." As well, it indicates that they may assist in or investigate other major criminal cases.

However, CPSM was advised that the task force focusses less on drug enforcement and more on gangs and street level crime. While these problems are more common in Missouri City and Stafford, they are not ongoing problems for Sugar Land, Therefore, the department is rethinking its commitment to this task force. At this time, the position is vacant, and consideration is being given to the value of continuing participation.

Task forces serve as force multipliers for law enforcement agencies; they provide human resources, equipment, and expertise commonly unavailable in small- to mid-size agencies. The City of Sugar Land is commended for its participation in this wide array of task forces. It is also commendable that the department is reviewing its continued participation when the cost/benefit suggests the participation is no longer warranted, as is the case with the SMSSCU.

SECTION 6. COURT SECURITY UNIT

The City of Sugar Land operates a municipal court, co-located within the same facility as that of the police department. The court occupies one-half of the ground floor, with the police department occupying the other half. A shared lobby provides access to both agencies. Cases heard in the municipal court involve relatively minor matters, generally misdemeanors and traffic offenses.

Under the supervision of a police sergeant, whose serves as head of the Court Security Unit as a collateral duty to his assignment as the detention sergeant and the citywide radio administrator, the unit provides security for municipal court operations and a warrant service detail. Staff support includes two warrant officers, a bailiff, and support from detention officers when there are no prisoners being housed in the temporary holding facility.

Court Security / Bailiff Unit

A police officer serves as the municipal court bailiff and security officer. When court is not in session, he conducts security checks at the doorway leading to the courtroom. As noted above, when available, detention officers assist with court security needs.

In the summer of 2017, the department conducted an internal assessment of its responsibilities related to court security. Reference is made to General Order 72-01-R1, which provides guidelines to ensure that security practices are in compliance with CALEA standards for court operations.

Warrant Unit

General Order 81-10-R1 provides direction for the processing and serving of arrest warrants. The policy addresses the process for both Sugar Land Municipal Court (SLMC) warrants and those issued outside of the SLMC, be they state or federal warrants. Generally, only those warrants issued out of SLMC are processed by the Warrant Unit. The policy was found to provide clear direction to staff.

The Warrant Unit is staffed by two police officers. Once a warrant is received from SLMC, the warrant officers are charged with serving the warrants. These warrants are generally for minor violations, be they misdemeanor, or more commonly, traffic-related.

In reality, much of the time spent on service of arrest warrants appears to be clerical in nature. Officers attempt contact with violators via telephone and/or written correspondence in an effort to have the subject address the warrant. In some cases, that is sufficient to cause the violator to either surrender or pay the fine. Records were not available to identify precise numbers. This component of the warrant officers' duties is work that could clearly be done by civilian support staff, freeing up time for the warrant officers to physical serve warrants of a more serious nature.

A more thorough assessment of the role of the warrant officers should be conducted by the department. If the situation is as it appears, civilian support staff could complete the necessary clerical functions, then give the warrant officers lists of warrants for which the offender refused to respond to the written correspondence or telephone calls urging them to clear up the warrant. Additionally, if sufficient time were made available, the warrant officers could assist detectives in the apprehension of wanted persons for whom a warrant has yet to be issued.

If this were a practical option, this unit could serve as the departments Fugitive Apprehension Team.

Recommendation:

- Consideration should be given to providing civilian support for the clerical duties associated with the warrant officers, especially in matters involving traffic infractions. This would allow the warrant officers to focus on the apprehension of more serious offenders. (Recommendation No. 19.)

SECTION 7. INTERNAL INVESTIGATIONS / PUBLIC COMPLAINTS

The internal affairs function falls under the direction of Assistant Chief of Administration/Support.

Public trust is vital to the law enforcement mission. This trust rests on departmental responsiveness to community needs and expectations. The department must receive complaints with professional interest and courtesy and give appropriate supervisory and management attention to the allegations. This fosters public confidence and promotes constructive communication. To facilitate the acceptance of complaints, the department has made complaint forms available in the SLPD lobby as well as the department's web page.

Personnel complaints consist of any allegation of misconduct or improper job performance against any department employee that, if true, would constitute a violation of department policy, or federal, state, or local law. Such complaints may originate from the community or an internal source.

The SLPD protocol for reporting and investigating allegations of employee misconduct is established in General Order, 51-01 R-4, Internal Affairs - Receiving and Processing Allegations of Police Misconduct. This is a comprehensive nine-page policy that provides step-by-step processes for the receipt, investigation, and disposition of such complaints.

Upon receipt of a complaint, the matter is classified as follows according to the policy:

Class 1 Allegation – Misconduct that is reasonably seen to potentially involve criminal act(s), death or serious bodily injury of a person, use of force resulting in bodily injury, discharge of a firearm, those involving notification of intent to sue, and violations of General Orders/City Policies of a serious nature [examples include, but are not limited to, conduct unbecoming an officer, abuse of authority).

Class 2 Allegation – Misconduct that is reasonably seen to potentially involve sexual harassment or violence in the workplace (in violation of City of Sugar Land Employee Policy Manual Sections 1.05 & 1.06) or theft/fraud (in violation of City of Sugar Land Inter-Departmental Policy & Procedure AD106) concerning City of Sugar Land property/interests.

Class 3 Allegation – Any other misconduct not covered in Class 1 or Class 2 above (examples include, but are not limited to, discourtesy, use of force that does not involve bodily injury).

Class 4 Allegation – An allegation where a supervisor determines during the investigation that there was no misconduct, either due to the issue being a service-related complaint or immediate and conclusive evidence showing the allegations to be baseless.

Each class of allegation has its own specific investigative procedures to be followed based upon the severity of the allegations. The department provided complaint data for calendar years 2015, 2016, and 2017 to date. This included the total number of complaints, nature of complaint, and disposition. Tables 7-1 and 7-2 capture that information.

TABLE 7-1: Personnel Complaints, 2015 through 2017 YTD*

Nature of Complaint	2015	2016	2017 YTD
Conduct Unbecoming	3	3	2
Excessive Force	2	1	
Racial Profiling	1		
Other Misconduct	1	1	
Discourtesy		1	1
Misuse of Criminal Justice Information Systems		1	
Mishandling of Evidence		1	
Harassment		2	
Family Violence			1
Abuse of Prisoner / Falsifying Report			1
Total	**7**	**10**	**5**

*Through July 2017.

Upon completion of the investigation, a conclusion of fact is determined. Possible findings upon conclusion of an investigation are defined by policy as:

Exonerated – The acts/omissions the allegation of misconduct was based upon occurred but were lawful and appropriate [and there is no finding of Policy Failure].

Unfounded – The acts/omissions the allegation of misconduct was based upon did not occur.

Not Sustained – Insufficient evidence found to prove or disprove the allegation of misconduct.

Not Formalized – Citizen complainant refused or failed to provide sworn affidavit and severity of alleged misconduct does not justify internally generated document.

Policy Failure – The acts/omissions the allegation of misconduct was based upon occurred and were **either** inappropriate but in accordance with existing General Orders/Procedures/Policies **or** appropriate but not in accordance with existing General Orders/Procedures/Policies.

Sustained – Misconduct occurred [and there is no finding of Policy Failure].

These findings are commonly used in most law enforcement agencies and are appropriate for use.

TABLE 7-2: Findings of Personnel Complaint Investigations, 2015 through 2017 YTD

Disposition	2015	2016	2017 YTD
Exonerated	1		1
Unfounded	2	5	1
Not Sustained	2	1	1
Not Formalized			
Policy Failure			
Sustained	2	4	2
Total	**7**	**10**	**5**

Cases in which the allegations are sustained are addressed through a notice of discipline. The severity of discipline is determined by the nature of the allegation that has been sustained, along with the disciplinary history of the involved employee. The following are the disciplinary options: Counseling; Written Reprimand; Suspension or Involuntary Demotion; or Termination.

Given the number of employees at Sugar Land Police Department, CPSM found that the volume of public complaints was lower on average than many of the agencies that we have worked with. This is not surprising, given the professionalism of the organization and the community demographics.

As well, in practice, many complaints and/or allegations of misconduct can and are handled informally. The practice of informally resolving complaints from the public, or internally for that matter, is appropriate. It is beneficial for police supervisors to personally meet with complainants, both to be more informed about facts surrounding an incident and to offer an explanation for an officer's conduct. Many times, complainants are satisfied and choose not to file a formal complaint. Other times, supervisors may elicit more information that was omitted from a complaint form, forming the basis for a more thorough investigation. Those complaints determined to be more egregious may become formal investigations.

Formal investigations are generally those in which the allegations, if true, may result in a suspension, demotion, or termination. Those that would be limited to counselling or a written reprimand are considered informal. While those informal cases are tracked internally in the department's AIM system (discussed below), they are not included in Tables 7-1 and 7-2.

Administrative Investigations Management AIM)

Data regarding administrative investigations and public complaints are valuable as a risk management tool to identify training needs, performance deficiencies, or patterns of misconduct. SLPD utilizes an administrative investigations management system (AIM) software program for tracking investigations and for maintaining statistics on complaints or administrative investigations to include number, nature of allegation, names of involved parties, findings, and disciplinary action, if any. This is a robust system that is well-designed for its purpose. Additional modules are available within AIMS that would enable the department to track not only personnel complaints, but also other incidents which are of importance in monitoring high-risk activities. In this vein, in addition to personnel complaints, the department tracks pursuits, traffic collisions, and uses of force.

Included within the AIM system is a tracking feature commonly referred to as an early warning system. This feature provides for an automated notification to department administrators when any employee reaches a predetermined threshold of reportable incidents. The notification in and of itself does not suggest a definitive problem with an employee, but rather, informs the administration of a high rate of total incidents. Again, this is a number determined by the department. The department can look at the employee's pattern of conduct and determine if there may be a problem. If so, it may address the problem through counselling, training, or as otherwise called for.

CPSM found that the internal affairs process followed by SLPD is consistent with best practices. No recommendations are offered.

SECTION 8: SUPPORT SERVICES

The Support Services Division consists of the following units:

- Crime Prevention Unit.
- Crime Analysis and Systems Support.
- Detention.
- Accreditation.

CRIME PREVENTION UNIT

The Crime Prevention Unit was recently transferred from the Operations Division to the Support Services Division in November 2017. The Crime Prevention Unit consists of one sergeant and six sworn officers. Each officer is assigned to one of the six patrol beats. The sergeant reports to the captain of the Support Services Division. The sergeant has been assigned to the Crime Prevention Unit for the past six years and has been with the department for sixteen years. The sergeant's work hours are Monday through Friday, 0700 to 1500. All the officers work Monday through Friday 0800 to 1600, except for one officer who works 0700 to 1500. The crime prevention positions are not subject to mandatory rotation. This policy of no mandatory rotation has been beneficial to the performance of the Crime Prevention Unit because it takes time to build a rapport with community members and neighborhood leaders. The tenure of the officers in the Crime Prevention Unit ranges from three months to 14 years. The officer with the tenue of 3 months was transferred into the unit to meet department needs after the recent annexation.

While the Crime Prevention Unit has been transferred to Support Services Division, the unit maintains a calendar of all its scheduled events that is viewable by patrol staff. Therefore, supervisors and officers in patrol have the ability to check what events are occurring in the six patrol beats. This is an excellent way to keep patrol informed as to the events occurring in a particular neighborhood.

The Crime Prevention sergeant tracks the officers' workload by maintaining monthly statistics on each officer. The sergeant creates a monthly report on the entire unit's workload, and also creates a quarterly report of the unit's activities for accreditation standards. The Chief receives a copy of the quarterly reports. Table 8-1 displays a portion of the unit's accomplished activities for the third quarter (July – September) 2017.

TABLE 8-1: Crime Prevention Unit's Accomplished Activities for Third Quarter 2017

Activity	Number
Conducted/Participated in Citizen Police Academy	9
Conducted/Participated in Crime Prevention Safety Programs	71
Conducted/Participated in Residential Safety Surveys	5
Conducted Child Safety Seat Inspections and Installations	160
Conducted Police Department Tours	14
Participated in Child/Senior Identification Events	12
Participated in Neighborhood Watch Programs	8
Alarm Billing Question	230
Attended Homeowners Association Meetings	13
Conducted Sex Offender Verifications/Registrations	28
Handled Phone Messages for Crime Prevention Programs Offered	387
Number of Citizens Attending Events	3,656
Assisted Impact Team with Operations, Surveillance, and Stings	950 Hours
Civilian Response to Active Shooter Events (CRASE)	4

The quarterly report also details additional activities performed by the unit, concerns that are communicated by citizens, and recommended actions for handling the citizens' concerns. The Crime Prevention Unit is very active with the community. The 2017 National Night Out resulted in over 134 communities in Sugar Land celebrating the event. SLPD has been progressive and proactive in providing the community with neighborhood watch, business security, and crime prevention programs.

General Order 44-03, Crime Prevention Input, states that the department "shall provide crime prevention input into the development and/or revision of zoning policies, building codes, fire codes and residential/commercial building permits." The department is commended for having a proactive approach to crime prevention through environmental design.

The department also takes a proactive approach to citizen input and surveys its citizens every three years. The survey asks citizens their opinions on the performance of the department, competence of employees, department members' attitudes and behaviors towards citizens, citizens' concerns over safety and security, and recommendations for improvements. It should be noted that the department's efforts to collaborate with citizens have proven very successful. Volunteers have significantly contributed to the department. Table 8-2 illustrates the number of volunteers, hours of service, and number of citizen police academy graduates for 2015, 2016, and 2017.

TABLE 8-2: Number of Volunteers, Hours of Service, and Citizen Academy Graduates, 2015-2017

Year	Number of Volunteers	Number of Service Hours	Number of Citizen Academy Graduates
2015	42	4,631	39
2016	39	1,707	37
YTD Oct. 2017	32*	1,558	45**

*Notes: *10 additional volunteers signed up for the November Volunteer Training, bringing the total to 42 volunteers for 2017. **25 adult graduates from citizen academy and 20 graduates from teen academy for a total of 45.

CPSM found the philosophy and practices of the Crime Prevention Unit to reflect best practices. The sergeant clearly captures the unit's workload. Additionally, the internal calendar of events enables patrol to stay apprised of the events and activities occurring in the six beats. The Crime Prevention Unit provides proactive communication and programs for the community of Sugar Land. The department is commended for the performance of the Crime Prevention Unit.

No recommendations are offered.

CRIME ANALYSIS AND SYSTEMS SUPPORT

The department employs one nonsworn individual who is designated as the "crime analyst," but who performs both the crime analysis and systems operation/support function. In addition to performing traditional crime analysis and intelligence functions, this individual has intimate knowledge of all the department's information systems and regularly draws performance data, prepares reports (such as council member reports, city manager reports, and monthly beat meeting reports), and performs a wide array of analyses regarding organizational performance. The consultants reviewed these reports in detail and found that they suggest a high level of statistical and research capabilities. The analyst also serves as the "system administrator" for the department's CAD system, RMS, and the LPR camera system. As such, he provides and terminates access to these systems. This individual essentially serves as the department's de facto chief information officer (CIO).

The crime analyst also regularly performs numerous *ad hoc* queries and analyses for command staff and other supervisors.

There is also a CID analyst position. This individual performs more tactical analyses and actively tracks "hot spots" and "hot people" for investigators. At the time of the consultants' site visit, this position was vacant. We have been advised that it has since been filled.

Based upon our review, we concluded that a great deal of internal crime analysis is being performed. As part of their ongoing duties, patrol and CID supervisors query the RMS and pull up case reports. As one supervisor noted, "it is relatively simple, just fill in the fields, it's not a difficult query." A variety of monthly reports are prepared and circulated throughout the department, such as a commercial burglary report, a residential burglary report, and a robbery report.

The consultants questioned several members of the department regarding the specific duties and responsibilities and the actual job titles of both the crime analyst and the CID analyst. We were informed that the crime analyst operates more at the "macro level," that is, deals primarily with information systems and analyses, whereas the CID analyst functions more at the "micro level" by identifying and tracking specific crimes and specific criminals. We agree that each

performs a necessary function and that, in practice, both complement each other and operate rather seamlessly. We would suggest altering the job titles, however, and clarifying the duties and responsibilities of each.

As a member of a multidepartment consortium that utilizes a common RMS and CAD system, the SLPD can access original crime reports that have been prepared and stored by other participating police departments. In addition to knowing the time and location of each incident (such as a crime or a motor vehicle accident) SLPD officers can open and read original reports from other agencies and read narratives. This has proven to be quite helpful to investigators.

Members of the SLPD do not regularly attend the HPD's Compstat meetings, and HPD members do not attend SLPD "Beat accountability" or IMPACT meetings.

Members of the SLPD's CID regularly attend "regional CID meetings." These are monthly meetings attended by CID supervisors, detectives, and analysts from police departments in the region. These meetings began in 2009 when the HPD began convening an informal meeting of investigators and analysts from approximately ten police departments. Meetings last approximately 1 hour and focus upon region crime trends, patterns, and wanted persons. These meetings are focused exclusively upon crime, and emphasize crimes against the person, property crimes, and motor vehicle burglaries/thefts. Participating departments take turns hosting these meetings. When the SLPD has hosted, meetings have been held in the department's training room.

In addition to the information exchanged at regularly-scheduled IMPACT and beat accountability meetings, crime bulletins and alerts (e.g., BOLOs, such as descriptions and photographs of suspect vehicles) are regularly forwarded to all uniformed members of the service via the department's e-mail system and at roll calls. The department's LPR camera system has proven to be an excellent source of such information. (We were advised that the LPR system makes over 400,000 license plate "reads" per day.) Similar information is provided to the SLPD by other agencies and fusion centers.

The Houston Police Department (HPD) operates a Real-Time Crime Center. SLPD officers have the ability to access information from the center while in the field.

The state Department of Public Safety operates a fusion center in Houston. There are several other fusion centers located throughout the state.

The department utilizes Lexis/Nexis-Community Crime Map to provide timely and accurate crime data to the community via on-line crime maps. The consultants reviewed information on this site and found it to be relatively up-to-date. The provision of timely and accurate crime maps to the community should be considered a necessity in terms of developing transparency and accountability for police operations (two characteristics that are strongly encouraged in the Final Report of the President's Commission on 21st Century Policing (2015) as well as the fostering of open communications with all segments of the community.

It should be noted that the Lexis/Nexis-Community Crime Map allows the SLPD to perform a variety of useful analyses without the need of a sophisticated analytical package. The system is easily queried and can list crimes by day of the week, date, location, or time of day.

Recommendations:

- Both the department's crime analyst and the CID analyst must be active participants in all beat accountability and weekly IMPACT meetings and be understood as partners in all planned investigative and tactical operations. It is imperative that these analysts receive

timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that they provide. (Recommendation No. 20.)

- The department must clearly articulate the duties and responsibilities of the "crime analyst" and "CID analyst" positions. In light of their current duties and responsibilities, it is suggested that the crime analyst be designated "systems administrator" and that the CID analyst be designated "crime analyst." (Recommendation No. 21.)
- The newly-designated crime analyst should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, the Center for Evidence-Based Crime Policy, the BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for support in developing and maintaining his/her analytical skills. (Recommendation No. 22.)

DETENTION CENTER

The SLPD Detention Section operates a jail located on the ground floor of the headquarters building. The facility is staffed by one sergeant and five civilian detention officers. The sergeant also supervises the officer who serves as bailiff / court security and two individuals who serve municipal court warrants.

The jail has a total of six cells, with two cells for females and four for males. These can be used for single or multiple occupancy. There is also one holding cell and one "detox" cell (which has a camera positioned inside). Hallway/corridors are monitored by video cameras. All cameras were inspected and found to be operable at the time of our site visit. Cameras have pan, zoom, and tilt capabilities. Hallways were properly secured at the time of our visit.

The reception and booking area, as well as the holding areas, were secure during our visit and appear to be appropriately designed.

Cells were inspected and were found to be clean, secure, functional, and appropriate for their intended purposes. Lighting and temperature control were appropriate. Seating areas were appropriate for their intended use.

Cells are used for the temporary detention of individuals charged with class "C" offenses (municipal charges), low-level misdemeanors, and summonsable offenses. Prisoners charged with felonies are transported directly to the Fort Bend County Jail in Richmond (approximately 15 minutes away from SLPD headquarters).

There are two "visitor rooms" located off the main booking area. These confidential interview rooms were inspected and were found to be clean, secure, and appropriate for their intended use.

A general supply room and the shower area were inspected and found to be clean and secure. The supply room did not contain any unnecessary items.

Two computer terminals are used for booking prisoners. LiveScan is used for fingerprinting. Intoxilyzer testing is conducted on-site. The consultants reviewed the "detention manual" and found all policies and procedures for securing and processing prisoners (e.g., handling of health emergencies, inventory of prisoners' personal property, delivering and accounting for prisoner meals, bonding procedures, etc.) to be appropriate. We also observed a booking procedure and noted that published policies and procedures were being followed and the individual being booked was being processed in an efficient and professional manner.

There is a central control panel that controls access and egress through all doors in the detention area. Prisoners brought in by vehicle are driven into the garage. Once the garage door is secured, prisoners are removed from the vehicle and "wanded" (i.e., searched with a handheld metal detector) before entering the building. Prisoners are searched again once they are in the booking area.

According to state standards, prisoners may not be housed for longer than 72 hours. We were advised that prisoners are generally not held overnight and that the average length of detention is approximately four hours. The consultants examined the "jail activity report" for November 2017 and verified that it is not the SLPD's usual practice to hold prisoners for more than 24 hours.

The facility does not hold or process prisoners from other agencies.

Juveniles are not held in cells, rather they are transported directly to the Fort Bend County Detention Center.

Current staffing levels appear to be appropriate.

As part of the SLPD's overall effort to develop meaningful performance measures, the department has identified several measures relating directly to the detention function. For example, the department now actively tracks the number of prisoners held each month, length of stay, average length of stay/month, the number of meals served, and the percentage of inmates who are checked in their cells every 30 minutes.

Every Monday morning, the detention/court sergeant attends a Support Services Division "weekly update meeting" that is also attended by the Support Services lieutenant, the crime prevention sergeant, and the training sergeant. The purpose of the meeting is to actively monitor the activities of these support units.

Recommendations:

- Going forward, the detention sergeant and the Support Services captain should be charged with developing additional performance measures for the detention unit. Measures could include such things as: the number of persons booked/held; average length of stay; stays exceeding three hours; number of civilian/prisoner complaints; number of uses of force by detention staff; etc. Detention officers should be engaged in the process of identifying meaningful measures of both the quantity and quality of work performed by this unit. (Recommendation No. 23.)

ACCREDITATION

The Commission on Accreditation for Law Enforcement Agencies (CALEA) is an independent credentialing authority created in 1979 in cooperation with the International Association of Chiefs of Police (IACP), the National Organization of Black Law Enforcement Executives (NOBLE), the National Sheriff's Association (NSA), and the Police Executive Research Association (PERF). It is considered the "gold standard" in defining and measuring excellence in policing policies and procedures to enhance the professionalism of law enforcement agencies. In the case of Sugar Land, that involves meeting 1,148 standards imposed by CALEA. Notably, participation in the accreditation process is voluntary and reflects a participating department's commitment to excellence.

Records reflect that Sugar Land PD was first accredited by CALEA in 2000. Reaccreditation is required every four years, with annual remote validations of compliance. In 2015, the department underwent its fifth re-accreditation review. A report released by CALEA in February 2016 indicated that the department successfully completed the re-accreditation process and accreditation was renewed through 2019.

In that report, CALEA commended Chief Brinkley and the department for its commitment to providing the "highest quality of law enforcement service." Given our assessment of the department, CPSM would concur.

SECTION 9. ADMINISTRATION

RECORDS MANAGEMENT / INFORMATION TECHNOLOGY

The department is a member of a consortium of approximately 15 agencies that utilize a common records management system (RMS) and computer aided dispatch (CAD) system. This has likely resulted in a considerable cost savings for the city, as well as a number of efficiencies in terms of interoperability and data exchange. The RMS and CAD systems are SUPERION products. Numerous members of the department indicated that both systems are highly-functional, reliable, and relatively easy to use.

The department's crime analyst attends monthly meetings of system administrators for member departments. He also frequently communicates with other system administrators via various e-mail groups.

Patrol officers prepare reports in the field via the mobile data terminals (MDTs) in their vehicles. There is a report writing room at headquarters for the preparation of long or detailed reports (such as a multi-vehicle accident with injuries). One a report is prepared by a patrol officer, it is automatically forwarded to the patrol supervisor for review and approval. Supervisors typically review the reports prepared by their direct reports, but any patrol supervisor may approve a report from the field. This ensures that reports do not remain unreviewed for long periods of time due to vacations, etc.

Once a report is approved by a supervisor, it is electronically forwarded to the Records Department. Records clerks are then responsible for the "name candidating" process. This entails searching the database to determine whether an individual is "already in the system." That is, a search is made for any incident reports, arrest reports, etc. containing the name of this same individual, so that all records can be linked for further reference. As there are several agencies utilizing the same database, this step is necessary in order to maintain the integrity of the database or, as one individual explained, to "keep the data clean." Records clerks are also charged with performing "daily records review," which entails reviewing all reports to ensure completeness and accuracy. Records clerks are unable to electronically/automatically correct or return a report to its author.

The department employs one records manager and two full-time records clerks. At the time of our site visit, we were informed that the department would be hiring two additional records clerks (one of them the current receptionist) to be assigned to the records unit. A "warrants clerk" is assigned to the CID.

In addition to name candidating and daily records reviews, records clerks handle open records (i.e., freedom of information) requests from the public. CPSM was advised that the department receives approximately 400 such requests per quarter. Records clerks also prepare packets of documents for the prosecutor's office, and perform "validations" (that is, pull files and verify/confirm that certain information in the department's RMS, such as a report of a stolen firearm or stolen license plates is consistent with the information contained in other data systems, such as TCIC). Validations are performed each month (approximately 100/month) and are relatively time-consuming. Clerks also seal files pursuant to restricted access/nondisclosure court orders; respond to interagency requests for information; make mandatory sex offender notifications to schools; perform accreditation "proofs" (that is, provide written evidence to CALEA that particular standards have indeed been met); prepare monthly uniform crime reports (UCR reports); perform background checks; perform a cashier function for citizens having

fingerprints taken. Prints are taken Tuesday and Thursday from 0900 to 1100 hours and 1300 to 1500 hours by a volunteer or a member of the CID if no volunteer is available.

The SLPD is not an entirely paperless department. For example, the department's information systems are not presently able to submit police accident reports directly (i.e., electronically) to the state. Instead, hard copy reports are bundled (approximately 50) and mailed. The consultants were advised that the RMS has this capability, but the department does not have this function available. This matter should be examined more closely and then addressed.

Older hard copy files, which were generated before the RMS came on-line, are being scanned into the department's RMS. This is a time-consuming process that is performed when time allows. Once scanned, original records can be destroyed. During our site visit, we noted that old records were waiting to be purged. It is, therefore, unclear whether the SLPD is in conformity with the state records retention policy. This matter should be examined further.

Other hard copy documents that are routinely generated, such as sworn affidavits for shoplifting cases, blood draw warrants, and orders of protection, must be scanned into the system in the ordinary course of business. A hard copy receipt book is used by the records unit staff.

We were advised that it is not uncommon for some police reports to remain uncompleted for several weeks after an initial incident, such as a motor vehicle accident or an arrest. Most police departments encounter this problem to a certain degree, but most monitor officers closely to ensure that any lengthy delay is explainable by some emergency, vacation, etc. Most departments proactively search for habitual offenders and, if necessary, discipline officers who routinely are delinquent in completion and submission of official reports. Unexplained delay could result in a citizen not being able to obtain necessary information for insurance claims, not having an automobile returned, or some other instance where community relations have been unnecessarily weakened with involved persons.

The city has a 311 call center. Call centers of this type are highly recommended, as they have generally been found to reduce workload for police departments, by providing information and placing service requests with appropriate departments for nonemergency callers.

Records clerks work Monday through Friday, 0800-1700hrs.

On-line access to motor vehicle accident reports is provided via the department's website.

The RMS has numerous modules for distinct functions:

- Incident reporting module.
- Case management module (used by detectives and traffic investigators).
- Custody module (for the processing of arrests).
- Traffic module.
- Property and evidence management/inventory module.
- Racial profiling module (to record all vehicle stops and investigatory (Terry) stops, the reason for each stop, whether consent was obtained prior to search, the outcome of the stop (arrest/citation/release), etc.).
- Evidence management module (items are bar coded and scanned, the system can perform necessary tracking and audits, such as listing all firearms currently in the department's possession or tracking a particular piece of evidence as it is transferred to and from the laboratory for analysis).

- Citations module.
- Mug shot imaging module.
- Gang intelligence module.
- Quartermaster module.
- Employee module (for the tracking of applicants).
- A module for recording residential security checks

The citations module of the RMS is not used, as the SLPD utilizes another system for that purpose (a Brazos / Tyler Technologies system). The SLPD is transitioning from a paper-based ticket book to electronic hand-held devices for issuing citations. Data will be automatically downloaded and transferred directly to the court system when these devices are docked. This will likely be far more efficient.

The internal affairs module of the RMS is not used. Rather, the SLPD uses a separate system for managing and tracking internal investigations. A captain is responsible for this system.

The RMS is not used for fleet management. The city's Department of Public Works utilizes its own information management system for this purpose.

The pawn shop management module is not used as there are no pawn shops within the city.

In addition to the RMS and CAD, the department utilizes a separate "jail management [information] system." This is an information management system that records the various functions associated with the operation of a jail facility, such as booking, the performance of cell welfare checks, administration of medications, inventory of prisoners' property, registration of tattoos, delivery of meals, etc. This jail management system was inspected by the consultants and was found to be appropriate for its intended use.

The dispatch function is performed by a separate city department. A full review of that department is beyond the scope of the present study. Nevertheless, we learned that both dispatchers and police officers are satisfied with the current CAD, as well as the performance of police dispatchers. Should the dispatch center go down, it is possible for dispatchers to move over to city hall and perform the dispatch function there via handheld radios.

Patrol vehicles are equipped with mobile data terminals (MDTs), which enable officers to prepare reports and access necessary information in the field. The department experimented with several different models before deciding upon Panasonic CF 54 ToughBooks.

Patrol officers are equipped with body cameras. The department has a rather sophisticated body camera program, which is administered by a lieutenant. At the time of the consultants' site visit, the department had 142 body cameras for use by patrol and traffic officers. The department utilizes a private vendor (evidence.com) for data storage on an off-site private server. Such services have proven to be more efficient and more cost effective for many police departments that the consultants have reviewed. Departments that store bodycam footage on their own servers are often confronted with high costs and considerable expenditure of resources in connection with burdensome freedom of information (FOI) requests, the redaction of videos, etc.

Patrol and traffic vehicles are also equipped with interior and front-facing/dash videos. Video produced from these units is automatically downloaded via a wireless system whenever patrol

vehicles return to police headquarters. Video from body cams is downloaded whenever the unit is docked in its holder.

The department conducted an internal pilot or beta test of body cameras prior to committing to a purchase. Four units were initially purchased, used in the field for several months, then evaluated. The first large-scale purchase took place in 2014 and the SLPD was one of the first departments in the region to equip its officers with body cams. Officers are currently using two different models manufactured by AXON/TASER.

As the SLPD was one of the first agencies in the region to use body cameras, it was necessary for it to develop a comprehensive policy for their use (rather than simply follow policies promulgated by another entity). The department's accreditation manager was charged with identifying and studying policies used by other agencies and working with command staff to modify and adapt those polices to meet the needs of the SLPD and ensure compliance with all applicable laws. This process was apparently undertaken cautiously and thoughtfully.

The consultants have reviewed the department's policies and procedures for the use of body cams and vehicle cameras as well as the handling and storage of video (G.O. #01-10R7 effective 9/11/15 and G.O. #1-16R1 effective 2/3/17) and find that they are indeed appropriate, as they meet or exceed those of similarly-sized American police departments. Vehicle cameras are automatically activated when the vehicle light bar or front strobe lights are engaged. Officers are directed to activate bodycams during "any adversarial contact," vehicle stop, etc.

The City of Sugarland is unique, in that it has undertaken a comprehensive program whereby fixed electronic motor vehicle license plate readers (LPRs) have been positioned at various locations throughout beat 1 (the beat that borders the City of Houston). This system, which became fully operational in 2015, has proven to be quite effective from both an investigative and crime prevention standpoint. CPSM was advised that the SLPD has recovered more than 55 stolen motor vehicles due to the use of this technology. Indeed, during the consultants' site visit, a stolen vehicle was detected by the LPR system. It also provides a considerable deterrent for criminals, as they are likely to know that their vehicular movements will be recorded in this area of the city. Crime data supports this contention. For example, the initial number of "plate hits/alerts" recorded by the system was 31,453 during the period October-December 2015. That number dropped to 9,374 during October-December 2016 (2016 Annual Report), suggesting that criminals became aware of this surveillance system and altered their behaviors accordingly. Other data indicate that UCR Part 1 crime increased city-wide at a rate of 2.2 percent from October-December 2014/15 to October-December 2015/16, whereas crime decreased in the "LPR Phase I Area) by a rate of 2 percent. Clearly, the system has yielded benefits in terms of crime reduction. Plans are underway to expand the "Crime Prevention Camera Program" city-wide during Phase 2 of the project.

The department no longer uses LPRs in patrol vehicles.

The department has strict guidelines regarding the use of these cameras, as well as the retention and sharing of data (see Policy Resolution #13-08). LPR data is stored for a period of 30 days on a department server. In-car video is stored for 180 days on the department's digital evidence server.

Traffic enforcement cameras are positioned at most major intersections throughout the city. The SLPD has the ability to access these cameras to view these intersections live but cannot perform searches through this system.

The SLPD also has several fixed and panning video camera/LPR units located in city parks and in the Town Square area. Park cameras are GENETC products and are maintained by a service

contract with a private company (Minuteman Securities). Three mobile trailers and six rapid deploy systems are also used. The department accounts for and reports the number and locations of LPR-video cameras via its annual report. At the time of our site visit, approximately 98 cameras were employed at 24 locations.

During our site visit and interviews with city officials, department personnel, and members of the community, it became clear that the SLPD has earned a reputation for the quantity and quality of equipment and technology that it employs. The consultants agree and note that the SLPD's technological capabilities generally exceed those of similarly-sized police departments studied by CPSM.

Members of the department generally reported satisfaction with the city's radio system. Handheld and vehicle-mounted radios are manufactured by Motorola and they are maintained and serviced by the Harris County 911 system.

However, the radio system was not initially designed to support an LPR system that generates such a high volume of video. While the system currently has the capacity to support radio transmissions and video transfer, it is likely that it has insufficient bandwidth to support an LPR system extending throughout all six sectors of the city. We were informed that the city is aware of this challenge and has commissioned an engineering study to examine this issue in-depth.

A computer room is located on the second floor of the headquarters building. It was inspected and found to be clean, well-maintained, and suitable for its intended purpose. Again, the equipment for both the RMS and CAD systems is housed off-site. While the temperature and humidity of the room appeared to be properly monitored and controlled at the time of our site visit, it was noted that this room is not equipped with a waterless fire suppression system. This should be considered a liability issue as any water damage to this room and its contents (via a burst pipe or fire suppression efforts) could result in the loss of extremely expensive equipment.

A full-time city employee is assigned to the SLPD as support specialist. This individual is provided office space within police headquarters and performs all traditional IT support functions, such as the installation, troubleshooting, and upkeep of hardware and software used by the department. Members of the department uniformly report that their IT needs are currently being met.

Personnel at or above the rank of sergeant are provided department telephones.

Members of the department generally expressed satisfaction with the department's telephone system (which is maintained by the city's IT department)

Recommendations:

- Technical training should also include on-going "updates" for users, such as police officers, detectives, and supervisors. Such in-service training has proven to be quite valuable in terms of time and cost savings. The department's training officer and crime analyst should work together to develop and deliver this training. (Recommendation No. 24.)
- Officers who do not complete their field reports in a reasonably prompt manner must be monitored and, if necessary, disciplined. (Recommendation No. 25.)

PERFORMANCE EVALUATIONS

Comprehensive annual performance evaluations are prepared for all personnel. A commercial software package ("Success Factors") is used for evaluating all city employees. This package has been used by the city for approximately ten years and includes distinct steps for performing and documenting "performance planning." This entails a meeting between supervisor and employee to "set expectations for the year." These meetings typically occur during January and February. An effort is made to describe necessary skills and performance expectations, as well as a distinct path of development and training that is required. Approximately 90 days later, a "periodic update" takes place. This is again a one-on-one meeting between supervisor and employee whereby a review and discussion take place concerning the employee's relative rate of progress. These meetings can be held as often as is necessary. As one individual noted, it is an effective means of simply "checking in." The next step in the evaluation process is a "self-evaluation" prepared by the employee. These are typically not quantitative reports, but narratives describing the employee's perceptions. Supervisors who receive self-evaluations have access to performance data contained in the department's information systems to make quantitative comparisons to peers. Evaluations are then "submitted up the chain of command for approval." Another process then takes place, known as "department calibration." The chief and the two assistant chiefs meet to review the performance of the entire department. An effort is apparently made to establish performance baselines and to identify outliers. The final step in the performance evaluation process is a supervisor/employee post-evaluation meeting. Employees and supervisors sign the evaluation and the process is completed.

We were advised by several members of the department that the Success Factors software is "easy to use" and that annual performance evaluation process is generally perceived as being "fair."

The consultants reviewed the department's policies and practices for performing reviews and found that they meet or exceed those of other similarly-sized American police departments. The forms that are used for evaluations were examined and were found to be well-designed and appropriate for their intended use with personnel of various ranks and assignments. The focus is on performance variables rather than personal characteristics. Participative goal-setting takes place during these evaluations. That is, ample opportunity is provided to state with particularity what each employee's personal goals and objectives are for the upcoming evaluation period. Forms include feedback from raters to promote on-going employee development.

Recommendation:

- The department has a clear and comprehensive mission statement. This statement must be regularly reviewed and revised as necessary. It is strongly recommended that review and revisions be performed by a committee made up of sworn and unsworn members of the department of various ranks. Any alteration to this mission statement must be communicated to all members of the department, as well as to the wider community. (Recommendation No. 26.)

RECRUITMENT, HIRING, AND SELECTION

Members of the department's training/recruitment staff perform recruitment by visiting area military bases and colleges. Recruiters have visited Ft. Hood, have established contacts with Ft. Polk and Ft. Sam Houston, and have visited local colleges and universities, including Texas State University, Sam Houston State University, and the University of Houston. A billboard advertisement

for the SLPD examination was once placed near a large military base. Members of the department who we met with were generally unaware of other media used for advertising, other than announcements on the department's and city's website.

The city's human resources (HR) department, however, is primarily responsible for announcing, advertising, and conducting police officer testing. Openings are posted on the department's website. A separate page describes the entire selection process. We were advised that the city only offers the police officer examination when there are positions open.

To become a police officer, an applicant who is not yet a certified peace officer must either have a bachelor's degree from an accredited institution or a minimum of two years of military service with an honorable discharge. Individuals who are already certified as police officers must have at least 2 years of experience as a sworn peace officer, or at least 30 credits from an accredited institution, or at least 24 months of active duty military service with an honorable discharge.

Prior to our site visit, a police officer examination was administered (December 2, 2016) for five open positions. We were advised that 16 individuals took the exam, and that 10 passed it. We note that this is a relatively small number of candidates for a department the size of the SLPD. Even if these candidates have prior experience, the department still needs a robust pool of candidates in order to be selective and maintain the highest standards.

Increasing the number of viable candidates must become a priority for the SLPD and should ultimately be made a strategic objective of its multiyear strategic plan. Universities such as Sam Houston State have very robust undergraduate criminal justice programs with many young men and women looking to enter the field of law enforcement. Every effort should be made to contact those academic departments directly to develop ongoing relationships.

Interestingly, we were generally advised that "recruitment is not a problem [within the SLPD]." A city ordinance mandates that a salary survey be conducted each year, to ensure that SLPD salaries are competitive and consistent with those of similar departments in the region. CPSM was advised that the department's overall turnover rate has been approximately 5 percent a year, and that turnover has traditionally not been a problem for the department. The results of the recent exam suggest otherwise but could have simply been an aberration.

Nevertheless, CPSM notes that the overall recruiting environment has become far more competitive recently, as American police departments aggressively vie for a shrinking pool of qualified applicants. In many of the departments we have recently studied (by conducting internal "SWOT" analyses), this has consistently been identified as a distinct operational "threat."

An effective recruitment strategy must be formulated, enacted, and monitored.

Individuals who pass the police officer examination then undergo an "initial screening interview," and "physical readiness testing" (administered offsite at the Imperial Parks and Recreation Center). Candidates are then scheduled for a "preliminary interview," an oral review board (chaired by a lieutenant, plus four other uniformed members of the department), background investigation, and polygraph examination. Background investigations are conducted by the sergeant and police officers assigned to the training/recruitment unit. Polygraph exams are administered by either the Sheriff's Office or a certified private party (a retired state trooper).

Candidates who successfully complete the foregoing are scheduled for a personal interview with the Chief. Conditional offers of employment are then made, and individuals are scheduled for medical examinations, psychological testing, and drug screens.

Recommendations:

- The assistant chief responsible for administration and support should convene a committee to review and evaluate current recruitment practices and revise or enhance them as necessary. In order to devise an effective long-term strategy, specific performance goals or benchmarks should be established. It is recommended that the department's training unit supervisor and a representative from the city's HR department be included as members of this committee. (Recommendation No. 27.)
- This committee should assist the HR department in periodically reviewing and revising, as necessary, the written examination for police officer, and consider a comprehensive multi-year recruitment strategy utilizing such efforts as a targeted social media campaign, a "high-profile" recruitment vehicle, etc. (Recommendation No. 28.)
- Uniformed members who serve on "oral boards" for job applicants should be certified field training officers (FTO's) who currently or formerly performed field training of probationary officers. (Recommendation No. 29.)

TRAINING

The training function is performed by the training/recruitment unit. At the time of our site visit, this unit was staffed by a sergeant and three police officers (all of whom are certified field training officers). We were advised that a fourth officer would be assigned shortly.

A large, well-equipped training room is located at police headquarters. The room is equipped with computer and projection equipment and holds approximately 50 persons. The training/recruitment unit is located in commercial premises near the police headquarters building (1108 Silverfield).

The department's field training program is administered by the Patrol Division (discussed below).

The department has a training calendar but does not have a comprehensive multiyear training plan with specific training goals and objectives for sworn and nonsworn personnel. Selection of training topic topics is done thoughtfully and collaboratively.

Recruit Training

Individuals without prior law enforcement experience attend recruit school at The Gus George Law Enforcement Academy to obtain basic peace officer certification. This academy is operated by the county. The curriculum is 904 hours long and lasts approximately 26 weeks. Upon completion, individuals are eligible to take the Texas Commission on Law Enforcement (TCOLE) peace officer licensing exam.

The consultants reviewed the content and structure of the training curriculum at the Gus George Law Enforcement Academy and found it to be appropriate.

If necessary, recruits may also attend other TCOLE-accredited police academies located throughout the state.

Field Training

Upon completion of recruit training, hired officers undergo the SLPD's "officer development program." Lateral hires (those with prior police experience) are required to attend this program as well. This is a six-week orientation and training program during which newly hired officers are

introduced to the SLPD's policies and procedures, data systems (RMS and CAD), undergo additional firearms and defensive tactics training, including "reality-based training" such as vehicle stops, building searches and "force on force" training using simunitions. At the conclusion of the ODP, probationary officers begin field training.

The department's field training program is conducted by the Patrol Division. There is one lieutenant and approximately 20 field training officers (FTOs) who administer the program. Each patrol shift has a field training sergeant and three FTOs. There is a formal selection process for assignment as an FTO. A minimum of two years of patrol experience is required. This is a relatively low standard, as most departments currently require a minimum of four years of patrol experience for this assignment.

The field training program lasts for 16 weeks but can be extended to 22 weeks if necessary. Even lateral hires/transfers are required to undergo a minimum of 16 weeks of field training. Each probationary officer must be evaluated by a minimum of three FTOs. Probationary officers rotate shifts and assignments throughout the course of their training.

The probationary period for new hires is one year from date of hire for laterals, and one year from date of graduation from a police academy and swearing in.

We were advised that recently, a total of 17 probationary police officers were undergoing field training in the SLPD at the same time (a cohort of 14, a group of 2, and one "hold-over"). This is an unusually high number of probationary officers being trained at the same time for a department the size of the SLPD. This accounts for the two-year patrol experience requirement for FTOs, as the department is challenged to have sufficient FTOs for such a large class. It is also a challenge to ensure that probationary officers receive the benefit of working with FTOs with a range of experience during their training period.

All forms, schedules, etc. are web-based and electronically linked to the department's CAD (OSSI). Daily observation reports can be completed by MDT or smart phone.

The consultants carefully reviewed the content and structure of field training, including all manuals, forms, policies, and practices related to this four-phased training program, such as:

- Required recruit competencies/performance expectations.
- The preparation and use of daily observation report.
- Weekly observations; end-of-phase evaluations.
- The duties and responsibilities of the probationary police officer, the field training coordinator and FTOs; etc.

These policies, practices, and procedures are clear and comprehensive and meet or exceed those of similarly-sized American police departments.

In-Service Training

In addition to mandatory recertifications in such areas as firearms qualifications, EVOC, etc., the department delivers a good deal of in-service training. This training is delivered "in house," that is, this training is delivered by SLPD personnel. In addition to a robust in-service program, officers attend specialized courses that are offered at police training facilities throughout the state. The State of Texas requires that police officers attend a total of 80 hours of in-service training every two years (annual requirement = 40 hrs.).

The department utilizes a "block training" format for delivery of in-service courses. CPSM notes that this is generally the most efficient (in terms of time and cost) and effective means of delivering quality training to police personnel. A three day "block" of training is scheduled each month (except for December and January). While the department does not have a formal multiyear training plan, the lieutenant meets with the members of the training unit to "plan out what topics to include in block training." All personnel are required to attend each block of training. Schedules will be adjusted, and overtime paid if necessary, but every effort is made to minimize such costs. Upon reviewing the department's training calendar, the consultants note a certain rhythm or pattern of courses. For example, a recent session included Taser training, de-escalation training, CPR training/recertification (which is repeated every two years). We were informed that it is often quite difficult to identify a qualified firearms/Taser instructor who is available to deliver scheduled training, as these individuals are assigned to squads and must have their schedules changed. CPSM notes that this problem is not uncommon. The key is to schedule training far enough in advance to give the firearms instructor's supervisor ample time to backfill that officer's position.

We were advised that the department is considering extending each block (from three to five days) to include more courses that are "hands on." This would be consistent with the nationwide trend to emphasize de-escalation and increase the skills of officers called upon to deal with emotionally ill persons in crisis. From a liability standpoint, such training is essential.

Every lesson delivered in-house requires a lesson plan. Once drafted, lesson plans are submitted to the Gus George Training Academy for review, in order to ensure that the material complies with state standards and is consistent with other training. Once approved, it is again reviewed in-house, then delivered. Guest speakers from outside the department are used as well and must comply with the lesson plan approval protocol.

We were advised that the Sheriff's Office offers a five-day "mental health" training course. Several members of the department initially attended this course and received certification, then trained other members of the department. To date, all sworn officers have received mental health certification. We cite this as evidence of a robust in-service training program. A large percentage of SLPD officers have received state certification as general topics instructors (approximately 100).

Officers from agencies (such as school district police departments, small police departments, and constables) frequently attend training courses offered by SLPD trainers (or guest trainers) at the SLPD.

Officers are regularly advised of relevant upcoming training classes offered throughout the state. Training requests must be approved by a lieutenant.

We were informed that officers are afforded an opportunity to exercise while on duty, up to a maximum of three hours/week. Although exercise equipment is available at police headquarters, officers can take "fit breaks" off site.

Executive Development

The State of Texas requires that individuals promoted to the rank of sergeant attend a first-line supervisor course. This course if offered at many locations throughout the state and could in fact be offered at the SLPD.

Individuals promoted from the rank of sergeant to lieutenant typically attend an "executive leadership development" course. This course is not required, however.

All the department's chiefs and many captains and lieutenants have attended the FBI National Academy. This is a particularly high percentage of the department's leadership. CPSM has rarely observed a department this size as committed to the professional development of its managers.

CPSM notes that a relatively large percentage of the SLPD attend undergraduate and/or graduate school while off-duty. As one member of the department indicated, "There is a focus on education here." Incentive pay is available for individuals with associates, bachelor's, and master's degrees.

Supervisors attend a variety of professional development schools.

The city has designed an internal Leadership Development Program for senior-level managers in both the police and fire departments. The purpose of this program is to provide executive development for participants and to assist in the selection process for the position of chief.

Citizens' Police Academy

The department periodically conducts a citizens' police academy. The crime prevention unit is responsible for offering this program to the public. Information about upcoming sessions as well as applications are made available via the department's website. The consultants were advised that these sessions have generally been quite successful and are well received by the public.

Recommendations:

- The duties and responsibilities associated with the position of "training supervisor" should be enhanced. The training supervisor should take an active role in reviewing and reporting on both the quantity and quality of training received by members of the department. The training supervisor should review all use-of-force reports, firearms discharge reports, department vehicle accident reports, and line-of-duty injury reports to identify training or retraining opportunities. (Recommendation No. 30)
- The training sergeant must attend and actively participate in all monthly staff meetings. The primary purpose of this participation will be to identify training opportunities and to report on current training efforts. (Recommendation No. 31.)
- The department should develop a multiyear training plan (as opposed to a training "calendar"). This training plan should identify specific training goals and objectives for all sworn and nonsworn members of the department, and the plan should be incorporated into the department's newly created multiyear strategic plan. The department's training supervisor would be chiefly responsible for developing, reviewing, and revising the training plan as necessary. (Recommendation No. 32.)
- The department should create a standing training committee. This would be a body of sworn and nonsworn employees of various ranks, chaired by the department's training supervisor. The committee would consider the training needs of the department and set the agenda and specific training goals for the entire department. The training committee would also solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and report on the success of training received by members of the department. (Recommendation No. 33.)
- The department should include nonsworn personnel in the training committee. The training committee should consider and address the training needs of all members of the department. (Recommendation No. 34.)

- The training committee should assist the training supervisor in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for each of its units). It should be revised continually as necessary. (Recommendation No. 35)
- The department's training supervisor must work with the lieutenant-field training coordinator to ensure that initial training delivered to officers, both the substance of this training and the means of evaluation, in the field training program is consistent. (Recommendation No. 36.)
- FTOs must periodically undergo updated training in the use of the department's various information systems (e.g., RMS) to ensure that they in turn train probationary officers uniformly and effectively. (Recommendation No. 37.)
- It is rather common for a field training program to be coordinated by the Patrol Division in a department the size of the SLPD. Nevertheless, every effort must be made to ensure that the ongoing efforts of the field training program are coordinated and properly integrated with the various other training activities conducted within the department. We therefore recommend that the department's newly-designated training supervisor coordinate with the field training lieutenant to ensure that the activities of the field training program are incorporated into and coordinated with the department's overall multiyear training plan. (Recommendation No. 38.)
- Every effort should be made to select senior officers for assignment as FTOs. The department should review the current salary structure and consider enhancing the pay of experienced FTOs. (Recommendation No. 39.)
- It is recommended that a mandatory "in-house technology refresher course" be developed jointly by the department's training officer and the crime analyst and delivered to all members of the department annually (at a minimum). Once developed, this course can be delivered to personnel at various ranks (perhaps first to lieutenants, then sergeants, etc.). (Recommendation No. 40.)
- It is recommended that officers taking "fit breaks" should only do so at the headquarters building. Officers requesting such a break must request permission from the patrol supervisor and inform dispatch when the break begins and ends. (Recommendation No. 41.)

PROMOTIONAL PROCESS / SPECIAL ASSIGNMENT

The department has clear guidelines for promotion in rank. These guidelines are contained in the department's general orders and are available online to all members of the department. Guidelines were reviewed and found to be appropriate and consistent with those of similarly-sized police departments.

There is a written examination for promotion from the rank of police officer to sergeant. The examination is administered and graded by a private vendor. Once ranked, the top eight scorers must also pass an assessment center. Assessors include a "private assessor" plus supervisors from other agencies. A minimum of 30 college credits is required for promotion to the rank of sergeant.

There is no written examination for promotion from the rank of sergeant to lieutenant, only an assessment center. Eligibility lists are promulgated each year whether or not there are any openings.

Promotion from the rank of lieutenant to captain is based solely upon an interview process.

Advancement from police officer to detective is considered a lateral transfer.

The department's policies for promotion and transfer are clearly stated and consistent with those of similarly-sized departments.

The department has a formal policy of rotating personnel through various special assignments (G. O. #13-01 R4). The policy states that personnel will work a maximum of five years in these assignments. CPSM was advised that this policy was implemented to "develop these talents" and to "build capacity." One individual noted that "there is a big effort here to develop people."

Such a policy is laudable and quite useful, given that it is implemented uniformly and fairly. It is also particularly important that the rationale and practice of job rotation be clearly communicated to all members of the department

Unfortunately, it is often quite difficult to rotate all individuals whose assignment is generically referred to or understood as "special." For example, it would be unwise to rotate all investigative positions within a detective unit, as some individuals will have undoubtedly developed advanced and unique skills over the years, such as in the areas of homicide and sex crimes investigations. In the event of a high-profile crime, any department would insist that its most skilled and seasoned investigators be assigned to the case. To address this, the SLPD has chosen to select only some detective positions to be subject to the mandatory rotation policy and has identified these as "Rotational Investigator" positions (Department memorandum dated September 5, 2017).

We were advised that two detective positions rotate and that twelve do not.

Each applicant's immediate supervisor is required to submit an evaluation/recommendation of the applicant's work history, abilities, etc. Applicants are required to undergo an interview with CID personnel and possibly an in-basket exercise prior to appointment.

CPSM generally agrees with the position that not all detective positions should be subject to the rotation requirement. However, failure to convey the rationale for this decision to the rank and file is likely to result in a morale problem, at least among some officers. That is what appears to have occurred in the SLPD. Several members of the department who were interviewed by the CPSM team indicated that the selection of rotational positions (versus nonrotating positions within the same unit) appeared, to them personally, to be somewhat inequitable, that is, arbitrary and capricious.

The percentage of detective positions subject to rotation should be carefully examined and, if necessary, adjusted.

Every effort should be made to ensure that all members of the department fully understand the rationale of this job rotation policy. Additionally, when an individual in a special assignment is scheduled to be "rotated out" of their position, his/her replacement must be afforded ample time to learn the new position. This training should be structured and monitored.

FACILITIES AND RESOURCES

The department's headquarters facility was inspected and found to be well-maintained, fully functional, and well-suited to support the operations of the SLPD. The headquarters lobby was found to be well-secured at the time of our site visit. The lobby to police headquarters lobby and municipal court is open Monday through Friday from 0800 to 1700 hours. After hours, the lobby area is closed, but "walk-ins" (that is, citizens requesting assistance) may use a red telephone to contact dispatch. Dispatch will assign an officer to assist, if necessary.

A bailiff performs court security. At the time of our site visit, a nonsworn detention officer was present and was "wanding" individuals as they entered the courtroom. A patrol officer was also assigned to handle walk-in CFS during regular business hours.

Sufficient office space is provided for all personnel and equipment needs appear to be met.

A sergeant presently serves as fleet/equipment manager and de facto quartermaster for the department. He meets with vendors and is charged with purchasing necessary equipment such as motor vehicles, body cameras, in-car cameras, weapons, leather products, bullet-resistant vests, pepper spray, etc. Large purchases must be approved by a captain.

The department's fleet of vehicles are maintained by the city's Department of Public Works (DPW). DPW utilizes its own system for fleet management. Vehicle repairs and equipment installations take place at the DPW "maintenance barn." Vehicles were inspected and found to be well-maintained. Oil changes are scheduled based on mileage and patrol officers are responsible for bringing in a vehicle at the mileage stated on the window sticker. Officers may be disciplined for failure to do so, even though vehicles are not permanently assigned to officers. The software system used by DPW for fleet maintenance does not send out electronic notices to the SLPD's fleet/equipment management sergeant or any other member of the SLPD.

A master inventory of all vehicles is maintained in the city's AS400 data system, but the fleet/equipment management sergeant has no access to this system.

High-mileage patrol vehicles are repurposed for other uses. It is the practice of the SLPD to "rotate vehicles out" of patrol after five years. If a patrol vehicle is approaching its fifth year of service, but has relatively low mileage, it will be used as a "ghost car" or provided to officers performing "extra-duty" assignments. Older vehicles with high mileage are auctioned off. This is an efficient use of resources.

The majority of the patrol fleet at the time of our site visit was less than four years old. Internal departmental records show a total of 124 vehicles in the fleet.

The consultants examined the number of patrol vehicles purchased by the department each year, as well as the process for installation of necessary equipment, such as light bars, etc. (i.e., vehicle "build-outs"). We note that, according to SLPD records, the average time expended by DPW personnel in building out a patrol vehicle appears to well above normal (approximately two to three months per vehicle). CPSM did not perform a quantitative assessment of all such buildouts over the past several years and did not examine the software or other records used by DPW to manage such repairs, but a preliminary review of SLPD records suggests that the time expended is indeed excessive. Additionally, we note that these installations are apparently performed on an overtime basis by DPW personnel. This does not seem to be necessary, as work of this type should be incorporated into the normal course of DPW's operations during the work day.

This issue needs to be examined further. It is quite possible that the city could experience a considerable cost savings by either contracting with a private vendor to perform these services, or more carefully tracking and reporting out the time and costs expended in connection with each build out. The city should identify a newly purchased vehicle's "time to the road" as a performance metric for both the SLPD and the DPW. "Out-of-service time" should also be reported for other maintenance services such as oil changes, tire replacement, etc.

Recommendation:

- Both the city and the SLPD must take an active role in tracking and reporting out specific information regarding the length of time that department vehicles are "out of service" for installations, repairs, and routine maintenance. Efforts should be made to reduce both the time and costs (to the city) of making these repairs. DPW should coordinate and cooperate in this effort. (Recommendation No. 42.)

ORGANIZATIONAL STRUCTURE

As stated elsewhere in this report, in addition to the patrol captain and the CID captain, there is both a "support" captain and a "professional services" captain, for a total of four captains. The consultants note that it is relatively rare for a department the size of the SLPD to have two captains assigned to oversee what is essentially the administrative function for the department. Indeed, administrative and support units are assigned to report to either "support" or "professional services," with no apparent underlying logic; it is quite likely that one captain could perform both supervisory functions. In addition to the captains, having two lieutenants supervising sergeants in support services and professional services might also be unnecessary. Nevertheless, in light of the recent annexation and anticipated openings at the senior command staff level, CPSM offers no specific recommendation to reduce staffing in this regard.

It should also be noted that several of the administrative and support functions that are presently being performed by uniformed members of the service could be performed by non-sworn personnel. This should be considered by the department going forward.

SECTION 10. STRATEGIC PLANNING / PERFORMANCE MANAGEMENT

Prior to the CPSM site visit, the department underwent a reorganization. This was done in large part due to the now completed annexation that increased the city's population by approximately 30,000. As noted elsewhere in this report, Sugar Land generally has a culture of growth and development and has annexed adjoining areas "fairly consistently" over the years. As a result, the SLPD has needed to increase and adjust its operations (e.g., adjusting beat boundaries) to support any resulting increase in service demands. In preparation for the December 2017 annexation, the department and the city attempted to forecast future service demands and thus hired an additional 21 police officers. An internal workload assessment looking at the period of 4/1/16-3/31/17 estimated that total calls for service (CFS) would increase 14 percent due to the annexation. City and department officials note that such projections are often an inexact science, and they are prepared to make adjustments as necessary. Indeed, the department has developed a rather sophisticated performance management framework that will allow managers to utilize CAD and RMS data to determine the level of work being generated by the recently annexed area. The department has also established a process whereby the patrol captain will periodically prepare a comprehensive internal "workload assessment." Several members of the department indicated that the department's workload and performance are "actively monitored." As one individual noted, "we try to establish a baseline, then track it from there [i.e., identify and explore fluctuations]." Workload assessments contain data drawn from the CAD system, such as total calls for service (CFS); total hours spent on CFS; breakdown by type/category of call and percentage; average time expended per call; analysis of CFS by day of the week; CFS by hour of the day; CFS hourly average; CFS by month; and CFS by patrol beat. These reports are quite detailed and extremely useful when managing and measuring organizational performance.

Patrol supervisors have generally been directed to preserve 'beat integrity' as much as possible, to assist in the assessment of workload demand within each beat. However, it is not uncommon for a patrol officer to be directed to handle a call originating in a different beat. An emphasis is placed upon timely response. Only 'low priority' calls are held and only with a supervisor's approval.

Since 2014, the city has been conducting internal "departmental assessments." These assessments are coordinated by the city's Director of the Office of Strategic Planning. Specific performance measures are designed for each department. One-third of the city's departments are assessed each year. Prior to 2014, the city did not have a formal process of departmental assessments yet still actively tracked an array of performance measures specific to each department. The city has methodically developed a strategic plan and process for the entire city using the balanced scorecard method. It appears that the city is moving cautiously by reviewing all performance measures prior to finalizing the overall plan and process. CPSM commends the city for this, as many municipalities merely utilize a standard set of performance measures for all departments or simply develop and impose measures upon departments that do not yield meaningful information. It appears that the SLPD is actively involved in the design and development of this process. A considerable amount of thought went into the selection of these measures.

The current set of performance measures address various specific functions of the SLPD. For example, there are several measures related to the internal affairs (IA) function (such as number

of IA complaints, number of sustained IA complaints, and percent of IA investigations completed "in a timely manner"); the jail and detention function (percent of time prisoners are checked every 30 minutes while in custody); patrol (percent of officers responding to priority calls within six minutes); investigations (percent of cases submitted and filed for prosecution within 45 days); traffic enforcement (number of motor vehicle accidents with injuries at the city's top three accident-prone locations); crime prevention (percent of citizens who indicated 'satisfaction' [by indicating either 4 or 5 on a Likert scale survey] with the department's crime prevention programs/activities); and general administration (total overtime expenditures and rate of employee turnover).

The city plans to launch the city-wide strategic plan in October 2018. We recommend that all SLPD units (e.g., training/recruitment unit, records unit, crime prevention unit, etc.) work diligently to develop useful performance measures specific to their unique operations and objectives. These will be ultimately woven into the larger strategic plan for the department.

In light of this "performance culture" within the city, the SLPD has developed its own rather sophisticated capacity for data analysis and performance-based management in order to guide and measure its various activities.

One member of the department noted, "We compare ourselves to ourselves." Another explained, "In recent years, we have become more of a learning organization." These are comments that the consultants rarely hear during a site visit. This sentiment is apparently widely shared among the supervisory ranks and there is ample evidence that this comment is true. Indeed, the SPD presently can sense and respond to subtle changes in the internal and external work environments.

In sum, the SPD presently possesses a level of management sophistication (in terms of both capacity and proficiency) that far surpasses most American police agencies of its size.

Monthly command staff meetings are held. These meetings are called "beat accountability meetings" and have been held since approximately 2003. Beat accountability meetings are used to actively track the rate of reported crime in all beats, as well as the impact of various police initiatives such as the use of "ghost cars" (unoccupied patrol vehicles placed at specific locations to convey omnipresence) and extra/directed patrols. Beat commanders are called upon to know where crime is occurring, to identify patterns or trends, to devise a specific response, and to know whether these efforts are having any demonstrable impact. One member of the department stated, "They [beat commanders] own it, everything that happens in their beats, including traffic."

Beat accountability reports are prepared, distributed, and actively discussed at these meetings. Reports contain data concerning UCR monthly and year-to-date crime totals, rate of change, arrest numbers, motor vehicle accidents, alarms, vandalism, field contacts, directed patrols and location checks performed, recovered property, a traffic analysis including primary cause factors, and monthly workload statistics for individual patrol officers. In sum, a great deal of performance data is analyzed and used during these meetings.

Beat meetings are also used to coordinate the efforts of the Impact Unit. Once a pattern or "hot spot" of crime and disorder is identified, the Impact officers are used for purposes of suppression, such as additional enforcement, surveillance, etc. Impact officers will perform traffic enforcement insofar as it is part of a wider crime suppression effort. Impact officers perform these duties in uniform and in plainclothes.

Patrol sergeants do not normally attend beat meetings. This should be viewed as a missed opportunity to broaden internal communication, personnel evaluation and organizational learning.

The department's assistant chiefs run the beat accountability meetings. Meetings are held on the second Tuesday of each month in the administrative conference room. This room is spacious, equipped with a projection system, and is generally a suitable venue for such meetings. The crime analyst attends and presents data and analyses such as month-to-month and year-to-date comparisons.

Agendas are not published in advance of beat accountability meetings. One member of the department indicated that agendas are not necessary as participants "all know the rhythm and flow of the meetings."

Separate "Impact meetings" are held each week whereby members of the Impact Unit coordinate their activities with members of the Crime Prevention Unit, the Parks Unit, and CID. The crime analyst also attends and participates in these meetings.

Monthly regional crime meetings are also held. All police departments, the sheriff's office, and constables in the county regularly attend.

The department shares an array of performance metrics with the City Manager and City Council.

The department publishes annual reports. The 2016 report was reviewed and found to contain, among other things:

- UCR Part 1 totals and rate of reported crime.
- Investigative case clearance rates.
- Arrest totals with analysis by type.
- Total calls for service by beat.
- Top 10 call locations.
- Police response times (and percentage of emergency calls responded to within seven minutes).
- Number of traffic stops.
- Number of citations/warnings issued (by type).
- Number of motor vehicle accidents (with top three primary collision factors).
- Top accident locations.
- Major accomplishments for the department, including "Civilian Response to Active Shooter" training delivered, community events, equipment purchases, etc.

All the above information is quite useful and must continue to be shared with community stakeholders on an ongoing basis to comply with the transparency and accountability recommendations contained in The Final Report of the President's Task Force on 21st Century Policing (2015). It should also be noted that the department has complied with Senate Bill 1074, Code of Criminal Procedure Art. 2.132 sub. 6, by collecting, analyzing and reporting demographic data (2016 Yearly Biased Based Profiling Report) regarding traffic stops leading to citation or arrest.

While helpful, the report serves primarily as a recapitulation of the prior year's activities and does not contain performance projections or specific benchmarks for the upcoming year. For example, the 2016 report lists "priorities for 2017 [the upcoming year]" including "expand Facebook/social media [presence]" and "commercial vehicle enforcement." These activities should indeed be undertaken, but are quite easily quantified, and should be measured. For example, the department could attempt to "double the number of the department's friends/followers" on a particular social media site, or "increase the number of hits [on a particular site] by 20 percent, or "increase the number of truck inspections by 20 percent." Similarly, it could choose to "reduce the number of truck-involved vehicle accidents in Sugar Land by 10 percent." Ideally, the annual report and departmental strategic plan would set out specific performance targets such as these in advance, then serve as mechanisms for identifying to what extent the SLPD accomplished its stated goals for the year. In sum, the annual reports could certainly be enhanced as the department's broader performance efforts progress.

An annual retreat is held for the department's command staff (at and above the rank of lieutenant).

Recommendations:

- The department should consider combining the current beat accountability meetings and Impact meetings. Many departments the size of the SLPD have had considerable success when combining "patrol" meetings with "detectives' meetings" and "special/directed enforcement unit meetings." This is not to say that detectives or members of the Impact unit should not continue to meet amongst themselves. Rather, a comprehensive monthly staff meeting should bring together all supervisors to jointly review and address crime, disorder, traffic, investigations, crime prevention, etc. These issues should be addressed in a logical order and all units (such as training, traffic) should be represented. These meetings should normally take no longer than 90 minutes, if well-structured and properly conducted. These meetings should be renamed (perhaps "staff meetings") and should be conducted monthly. (Recommendation No. 43.)
- All sergeants and above should attend staff meetings, as well as the department's primary training officer, SROs, etc. (Recommendation No. 44.)
- All the department's operational and support units should be represented at all staff meetings. This would include patrol, detectives, SRO, training, etc. This will ensure more open channels of communication and will foster organizational learning. (Recommendation No. 45.)
- A review of patrol operations, detective investigations and case updates, narcotics enforcement, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every monthly staff meeting. (Recommendation No. 46.)
- Minutes should be recorded and maintained for appropriate follow-up at subsequent meetings. Minutes should be distributed to all participants via the department's e-mail system. (Recommendation No. 47.)
- The "monthly report" that is currently being prepared can form the basis of a data dashboard system that can record and track any or all typical measurements. (Recommendation No. 48.)
  - The total number of training hours performed, and the type and total number of personnel trained.

- The type and number of use-of-force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances.
- The geographic location (i.e., beat) and time of all arrests.
- The geographic location and time of citations issued.
- The type and number of civilian and internal complaints (and dispositions).
- The type, number, location, and time of civilian vehicle accidents.
- The type, number, location, and time of department vehicle accidents, both "at fault" and "no fault" accidents.
- The type, number, location, and nature of all firearm discharges.
- The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.).
- The type, location, and number of any Terry stops (i.e., investigatory stops of suspects, otherwise known as stop, question, and frisks, or field investigations) performed, as well as a description of all individuals involved in these stops and a description of all actions taken. Data obtained in connection with these stops should be analyzed and actively tracked. It is important for the department to know: 1) how many stops are being made, 2) by whom, 3) who is being stopped, 4) where, 5) when, and 6) for what reason(s). Note: Information of this type is recommended by the Final Report of the President's Task Force on 21st Century Policing.

- Once again, the department is currently tracking many of the above areas. It is recommended that the department identify a useful subset of information from these databases and combine them into a user-friendly data dashboard. (Recommendation No. 49.)
- An effective performance dashboard should also include traditional administrative and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime. (Recommendation No. 50.)
- It is likely that a variety of administrative issues will be raised during staff meetings. For example, a meeting might address an increase in overtime that was experienced because of directed patrols, or budgetary issues relating to the purchase of equipment. Many police departments across the country have found that meetings that were originally designed for crime-fighting purposes quickly evolve into crime-fighting meetings that regularly address relevant administrative issues and provide meaningful feedback concerning the department's relative degree of success in achieving goals that are stated in its multiyear strategic plan. CPSM recommends that the department remain open to introducing into staff meetings any relevant administrative issues as they arise. (Recommendation No. 51.)
- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all members of the department. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified later. These indicators should always form the basis of discussions at staff meetings. (Recommendation No. 52.)
- CPSM recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, staff meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities.

Authentic and spontaneous dialogue should be encouraged at these meetings. (Recommendation No. 53.)

- CPSM recommends that the Chief establish a formal Chief's Advisory Group. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many departments for building trust and legitimacy by illustrating to community leaders that the department engages in procedural justice and fairness under the law. (Recommendation No. 54.)

BEST PRACTICES EMBRACED BY THE SUGAR LAND POLICE DEPARTMENT

The Sugar Land Police Department embraces the following best practices that are usually recommended to police departments by CPSM. SLPD should be commended for its efforts in these important performance areas.

1. A department should utilize an electronic fingerprinting system (i.e., Live Scan) in lieu of manually rolling fingerprints whenever possible.
2. Upgrade various radio system "high-sites" and/or construct new ones. This determination should be made as soon as possible, and every effort should be made to ensure that an adequate transmission infrastructure is in place to support a city-wide LPR program.
3. A department should create a technology task force. This would be a group of sworn and nonsworn employees of various ranks who would be charged with meeting regularly to determine the department's current and future technology needs as well as any steps needed to ensure that the department remains current regarding technological advancements (e.g., body cams, less than lethal weapons, drones, etc.). The task force should meet on a regular schedule and should: 1) identify the department's current technology needs; 2) identify any deficiencies of the department's current communications systems (i.e., radios, telephones, CAD) and RMS; 3) revise and update the department's website, as necessary; and 4) make specific recommendations for improvements, where necessary. CPSM notes that, as a member of a consortium, the department must rely upon other entities to ensure that the CAD and RMS systems function efficiently and effectively. Nevertheless, every effort should be made to identify and communicate the department's unique needs with regard to these systems and to ensure these needs are being met.
4. A technology task force should be charged with developing a detailed, multiyear technology plan for a department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. The technology task force should also be charged with field testing, evaluating, and reporting on any new technologies adopted or tested.
5. A department's crime analyst should serve as chair of the technology task force.
6. A task force should develop a formal replacement plan for all the department's IT equipment and software.
7. A department's training officer should serve ex officio as a member of the technology task force and should be charged with identifying and developing necessary training that supports use of technology. Training should be considered a necessary part of developing and implementing new technologies.
8. A department should document and report out the actual number of open records requests it handles each year.
9. A department should designate one supervisor to serve as the department's primary training supervisor.
10. A department should encourage and actively support members of the department to apply to the FBI National Academy.
11. A department should monitor and report on its performance via monthly reports.

12. A department should build internal performance measures and continue its planned development (working with internal and external stakeholders) to develop and publish a multiyear strategic plan. It is imperative that a department develop reasonable and obtainable performance goals as well as mechanisms for tracking the relative degree of progress in achieving these goals from year to year. The development of a functional strategic plan should be considered a necessity. Plan development should be a thoughtful and inclusive process.
13. A department should develop its multiyear strategic plan thoughtfully and methodically. Ample time should be allotted for an inclusive development process.
14. It appears that the SLPD has advanced to the point where it is routinely using timely and accurate data to inform its management decisions (both crime-fighting and administrative decisions).
15. Staff meetings should frequently reference the multiyear department strategic plan (once developed and implemented) as well as individual unit goals, as a means of checking overall progress toward these stated goals.
16. An agenda should be published in advance of all staff meetings. All supervisors should be encouraged to suggest agenda items, as necessary.
17. As each serious or significant crime is discussed, field commanders and detectives should continue to be challenged to explain what investigatory steps were taken after each incident (as they currently do at beat accountability meetings), such as debriefs of suspects and witnesses and the canvassing of neighborhoods. These discussions should involve members of the department's other units, as necessary. It is important for supervisors in other operational units to learn and understand where the department's work is currently being performed, what efforts are being taken, and whether or not these efforts are having any impact.
18. A department must take many effective steps to assemble useful performance metrics. It is recommended that a department review the performance information that is currently being compiled and referred to during beat accountability meetings, Impact meetings, and more informal meetings (such as detectives' meetings) with an eye toward combining the information into a [single] usable performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be regularly consulted/retrieved by managers and used to actively manage daily operations. This dashboard can serve as an activity report or performance assessment for the entire agency and can be consulted daily by police supervisors. It is critical to have a central source of key performance data. Multiple sources and locations of information generally hinder a department's ability to engage in proactive management. It is critical that a department task one member of the service to obtain timely and accurate data to be used in this manner and incorporate it into the "monthly stat reports" that are currently being prepared. We recommend that a crime analyst be charged with this on-going task.
19. The specific performance measures to be tracked and reported at staff meetings and/or included in the data dashboard are entirely at the discretion of a department. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon a department; they should be derived from within. It is recommended that all members of a department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed.

20. It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals to determine seasonal variation and to obtain overall performance levels. There is likely to be much seasonal variation in the work of a department. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing and resource levels.
21. It is recommended that a department's crime analyst focus on the production of crime data and draw useful administrative data from its internal systems (such as overtime expenditures by unit, training and budget data) to be presented at staff meetings.
22. Any substantive changes to the current performance management framework must be communicated to, understood by, and acted upon by all members of a department.
23. The questioning of patrol supervisors and detectives must take the form of a collaborative dialogue. In other words, there must be an active give-and-take in which field personnel are challenged to explain why crime is occurring and to set out their plans for crime reduction. A critical aspect of these discussions is to identify lessons learned. There is a critical distinction between holding patrol and detective supervisors personally accountable for these crimes (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these crimes to reduce future occurrences.
24. Open discussions of this type challenge managers and enhance organizational learning opportunities. Staff meetings should be used to reflect upon the following questions: What is happening (in the community)? How do we know this? What should be done? Are our efforts having any effect? and, How can we tell?
25. The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals, for example, "a city-wide reduction in the number of domestic violence incidents" or "a 20 percent reduction in motor vehicle accidents with personal injuries."
26. It must be mentioned that training must be represented and must actively participate at all staff meetings. A department's primary training supervisor must be intimately involved in reviewing current police practices and policies, use of force reports, etc., to identify future training opportunities, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions.
27. Staff meetings should not be used primarily as a recapitulation of past events. Rather they should be used to generate new knowledge and specific action plans. Staff meetings have great potential for encouraging brainstorming and innovative problem solving.
28. As discussed, a department's crime analyst essentially serves as the department's chief information officer (CIO). A crime analyst should be utilized to measure the relative effectiveness of major initiatives such as increased enforcement activities in designated hot spots. If directed patrols or undercover operations are planned (such as an upcoming selective enforcement unit operation), police supervisors should be asked in advance to define what success looks like. In other words, if such initiatives are undertaken, a crime analyst would be asked to determine whether desired results were obtained. Results would then be shared openly during staff meetings.
29. Regardless of whether the staff meetings will address matters beyond traditional crime-fighting issues, a department should develop a comprehensive system (i.e., a data dashboard) for reviewing and regularly reporting out department-wide performance data. A

department should review and perhaps increase the quality and quantity of information that it routinely provides to a City Manager and the City Council.

30. A distinction must be made between performance measurement that is undertaken for internal purposes (that is, for managing police operations via staff meetings) and performance measurement for the primary or exclusive purpose of reporting out to city officials or other entities. Not all internal performance data should be reported out. Therefore, a department should carefully select those metrics that are believed to be relevant for purposes of public reporting. City officials must be engaged in the process of selecting performance categories that are most useful to them. Once this decision is made, a template or "dashboard" could easily be developed so that any reports that are forwarded to third parties will appear in a standardized fashion. Performance indicators can be added or removed as necessary. Narrative reports or memoranda should only be used to supplement information provided in these reports. They should not be used as the primary means of transmitting this information.
31. It is recommended that a department utilize a standard template to convey pertinent performance information to city officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that a Chief and City Manager agree to include.
32. A Chief must meet monthly with the City Manager to discuss the ongoing management of the department.
33. The exact list of performance indicators discussed at these enhanced monthly meetings between the Chief and City Manager should be determined by the Chief and city officials. The important thing is that: 1) regular (i.e., monthly) meetings continue to take place, 2) that timely and accurate performance information be conveyed on a regular basis to city officials, and 3) that performance discussions follow a uniform/standardized template or format.
34. Once a comprehensive multiyear strategic plan is formulated for a department and properly vetted, this plan should be broadly communicated within a department and throughout the community.
35. A department should prepare and publish comprehensive annual reports. Annual reports should not, however, simply contain aggregate data for work performed during the previous year. Annual reports must make explicit reference to the department's overall strategic plan. Specifically, annual reports should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of progress/success the department has had in achieving each of these goals. Annual reports should be posted on a department's website.
36. Unit goals and individual performance targets and goals for members of the service should all be linked to the goals and objectives in a department's overarching strategic plan. Ideally, a department's strategic plan would be directly linked to the goals of each of its operating units and to the annual performance evaluations of personnel.
37. A department should maintain its CALEA accreditation.

SECTION 11: SUMMARY

The Sugar Land Police Department is a very progressive, full-service law enforcement agency that applies the practices of modern policing. CPSM staff observed the practices of the department through data analysis, interviews, document review, and operational/administrative observations. It is the opinion of CPSM staff that the entire department is dedicated to executing the department's mission, which is:

The Sugar Land Police Department places an emphasis on quality law enforcement, crime prevention, and community policing. The overall goal of the organization is to develop partnerships and joint problem-solving techniques with the community that will increase the safety and quality of life for residents and visitors of The City of Sugar Land.

CPSM staff was very impressed with the leadership of the department and the dedication of the department staff for ensuring public safety. The Sugar Land Police Department is focused on instituting best practices in law enforcement. This commitment to excellence in service has trickled down to the sworn officers who work a beat every day. During a ride-along, CPSM staff asked a sworn officer what values are important to him in his every day work. The officer responded that three things were most important to him:

- Go home to my family.
- My co-workers go home to their families.
- I go home with my ethics and integrity.

(Officer T. Tran, 12/12/17).

Clearly, leadership has created a culture that embodies high values, high expectations, and a sincere reflection of the importance of ethics and integrity. Department leadership is commended for creating a culture of excellence.

The leadership of the department is focused on and embraces critical analysis of all operations. This has resulted in the department being an exemplary police department. Progressive departments are able to strategically focus on continuous improvement. As described by Jim Collins in Good to Great (2001), "Leadership does not begin just with vision. It begins with getting people to confront the brutal facts and to act on the implications" (p. 89). It is clear to us the Sugar Land Police Department demonstrates the ability to critically examine its operations in the spirit of continuing to strive for excellence in police services. The Chief and all members of the department are commended by CPSM for their professionalism and dedication to policing and meeting the needs of their community. The recommendations offered in this report should not be viewed as criticism of the department, but as opportunities to enhance the practices and procedures of a progressive, well-managed, full-service police department that has a desire and vision for greatness.

SECTION 12. DATA ANALYSIS

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

All information in this analysis was developed using the data provided by the department from its computer-aided dispatch (CAD) system.

CPSM collected data for about a one-year period of August 1, 2016 through August 22, 2017. The majority of the first part of the analysis, concluding with Table 12-8, uses call data from a one-year period, from August 1, 2016 through July 31, 2017. For the detailed workload analysis, we use two six-week sample periods. The first period is from January 4 through February 15, 2017, or winter, and the second period is from July 7 through August 18, 2017, or summer.

WORKLOAD ANALYSIS

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

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

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

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

- 902 events (about 1.3 percent) involved patrol units spending zero time on scene.
- One call lacked an accurate busy time. We excluded this call when evaluating busy time and work hours.
- The computer-aided dispatch (CAD) system used approximately 63 different event descriptions, which we condensed to 17 categories for our tables and 11 categories for our figures (shown in Chart 12-1 and 12-2). Chart 12-1 shows how each call description was categorized while Chart 12-2 summarizes the categories that we use in the rest of our report.

Between August 1, 2016, and July 31, 2017, the communications center recorded approximately 68,042 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 186 patrol-related events per day, approximately 1.3 percent of which (2.5 per day) had fewer than 30 seconds spent on the call.

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

CHART 12-1: Call Type, by Category

Call Type	Table Category	Figure Category
ACCIDENT MAJOR	Accident	Accident
AIRCRAFT INCIDENT		
ALERT 2 AIRCRAFT TROUBLE		
ALERT 3 AIRCRAFT CRASH		
MINOR ACCIDENT		
TRAIN ACCIDENT		
ALARM BURGLAR	Alarm	Alarm
ALARM HOLD UP		
ALARM PANIC		
ASSIST CITIZEN	Assist citizen	Assist
FLAGDOWN		
ASSIST BY LAW	Assist other agency	
HAZMAT		
OFFICER ASSIST		
OVERDOSE / POISONING		
STRUCTURE FIRE		
SUICIDE ATTEMPT / PSYCHIATRIC		
WELFARE CONCERN	Check	Check
NARCOTICS VIOLATION	Crime–drug/alcohol	Crime
ABUSE NEGLECT CHILD ELDERLY	Crime–person	
ASSAULT		
DISORDERLY CONDUCT		
HARASSMENT		
ROBBERY		
SEXUAL ASSAULT		
SHOOTING		
STABBING/SHOOTING		
THREAT TERRORISTIC		
VIOLATION OF PROTECTIVE ORDER		
WEAPONS OFFENSES		
BURGLARY	Crime–property	
CRIMINAL MISCHIEF		
FORGERY		
FRAUD		
ID THEFT		
THEFT		
TRESPASS		
UNAUTHORIZED USE OF M/V		
DISTURBANCE	Disturbance	Disturbance
LOUD MUSIC NOISE		
ANIMAL CONTROL PROBLEM	Animal	General noncriminal

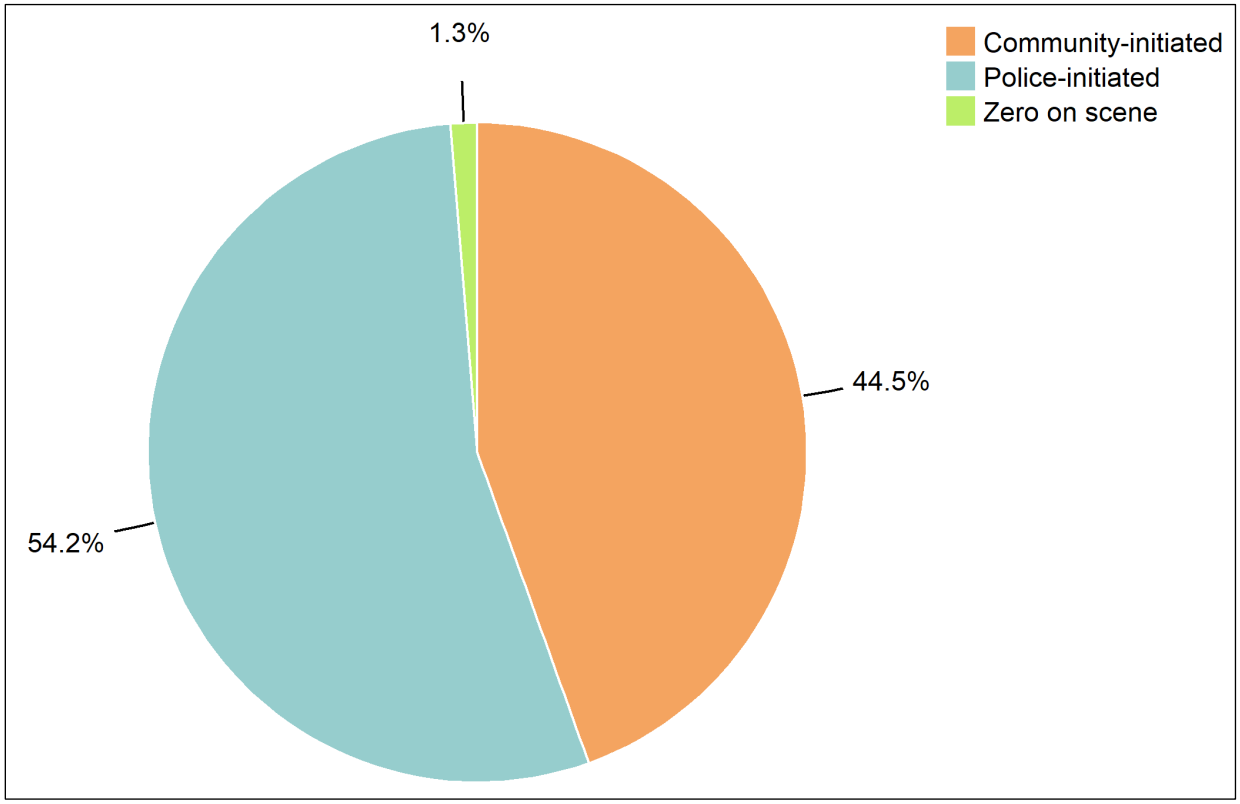
Call Type	Table Category	Figure Category
CIVIL PROBLEM STANDBY	Miscellaneous	
FINGERPRINTS		
PRIVATE TOW REPOSESSION		
PARKING VIOLATION	Violation	
VIOLATION CITY ORDINANCE		
911 HANG UP	Investigation	Investigation
DEATH INVESTIGATION		
FOLLOW UP		
LOST MISSING RECOVERED ABDUCTD		
PROPERTY LOST RECOVERED		
PRISONER PROCESS	Prisoner and warrant	Prisoner and warrant
WARRANT SERVICE		
SUSPICIOUS CIRC PERSON VEHICLE	Suspicious incident	Suspicious incident
ABANDONED VEHICLE	Traffic enforcement	Traffic
CVE INSPECTION		
DISABLED VEHICLE		
INTOXICATED DRIVER PERSON		
RECKLESS DRIVER CONDUCT		
TRAFFIC HAZ PROB DIRECT RELAT		
VEHICLE IN THE DITCH		
POLICE PURSUIT	Traffic stop	
TRAFFIC STOP		

Note: Call descriptions for the department's calls for service from August 1, 2016 to August 18, 2017 were classified to table and figure categories.

CHART 12-2: Event Descriptions for Tables and Figures

Figure Category	Table Category
Accident	Accident
Alarm	Alarm
Assist	Assist citizen
	Assist other agency
Check	Check
Crime	Crime–property
	Crime–drug/alcohol
	Crime–person
Disturbance	Disturbance
General noncriminal	Violation
	Animal
	Miscellaneous
Investigation	Investigation
Prisoner and warrant	Prisoner and warrant
Suspicious incident	Suspicious incident
Traffic	Traffic stop
	Traffic enforcement

FIGURE 12-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 68,042 events.

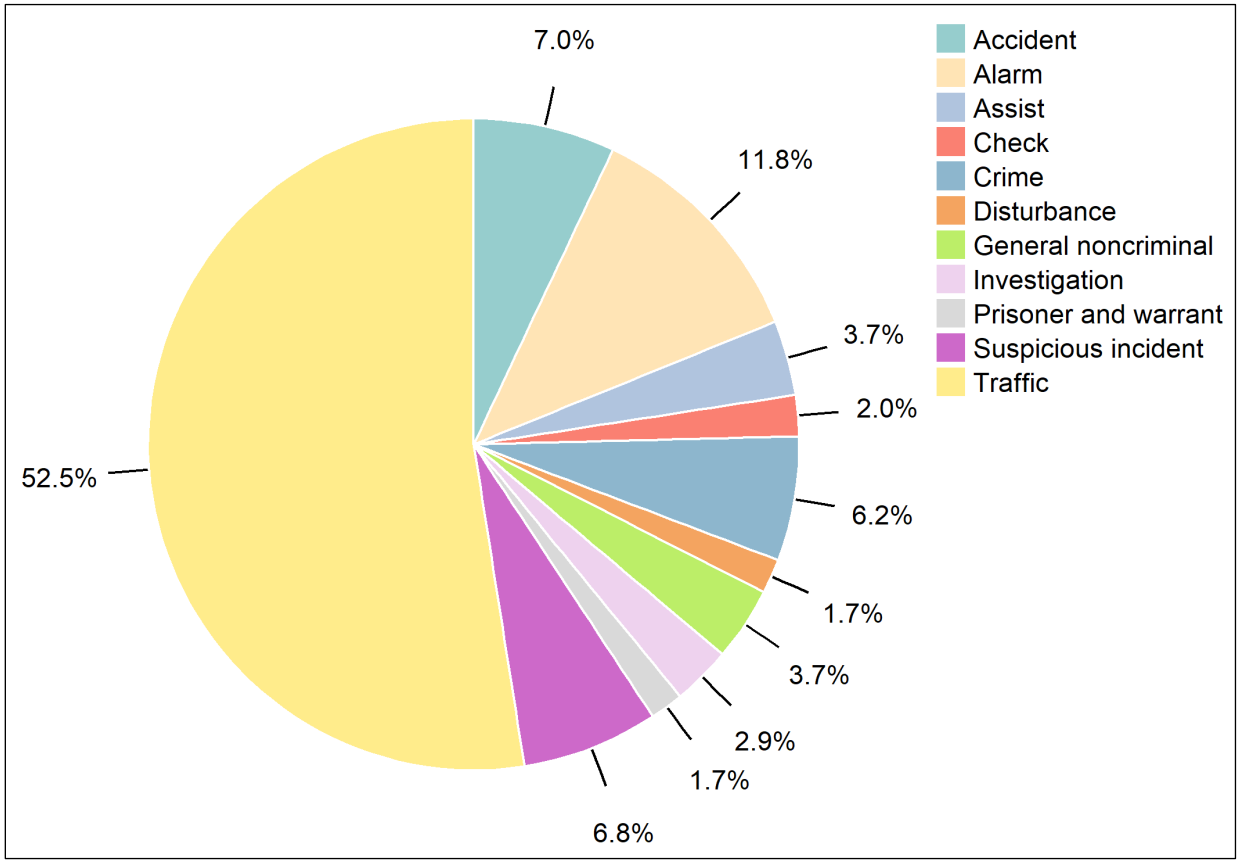
TABLE 12-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	30,287	83.0
Police-initiated	36,853	101.0
Zero on scene	902	2.5
Total	**68,042**	**186.4**

Observations:

- 45 percent of all events were community-initiated.
- 55 percent of all events were police-initiated.
- 1 percent of the events had zero time on scene.
- On average, there were 186 events per day, or 7.8 per hour.

FIGURE 12-2: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 12-2.

TABLE 12-2: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	4,717	12.9
Alarm	7,942	21.8
Animal	665	1.8
Assist citizen	1,412	3.9
Assist other agency	1,082	3.0
Check	1,369	3.8
Crime–drug/alcohol	69	0.2
Crime–person	950	2.6
Crime–property	3,121	8.6
Disturbance	1,150	3.2
Investigation	1,960	5.4
Miscellaneous	266	0.7
Prisoner and warrant	1,113	3.0
Suspicious incident	4,553	12.5
Traffic enforcement	4,421	12.1
Traffic stop	30,823	84.4
Violation	1,527	4.2
Total	**67,140**	**183.9**

Note: The focus here is on recorded calls rather than recorded events. We removed 902 events with zero time on scene.

Observations:

- On average, there were 183.9 calls per day, or 7.7 per hour.
- The top three categories accounted for 71 percent of calls:
  - 52 percent of calls were traffic-related.
  - 12 percent of calls were alarms.
  - 7 percent of calls were accidents.
- 6 percent of calls were crimes.

FIGURE 12-3: Calls per Day, by Initiator and Month

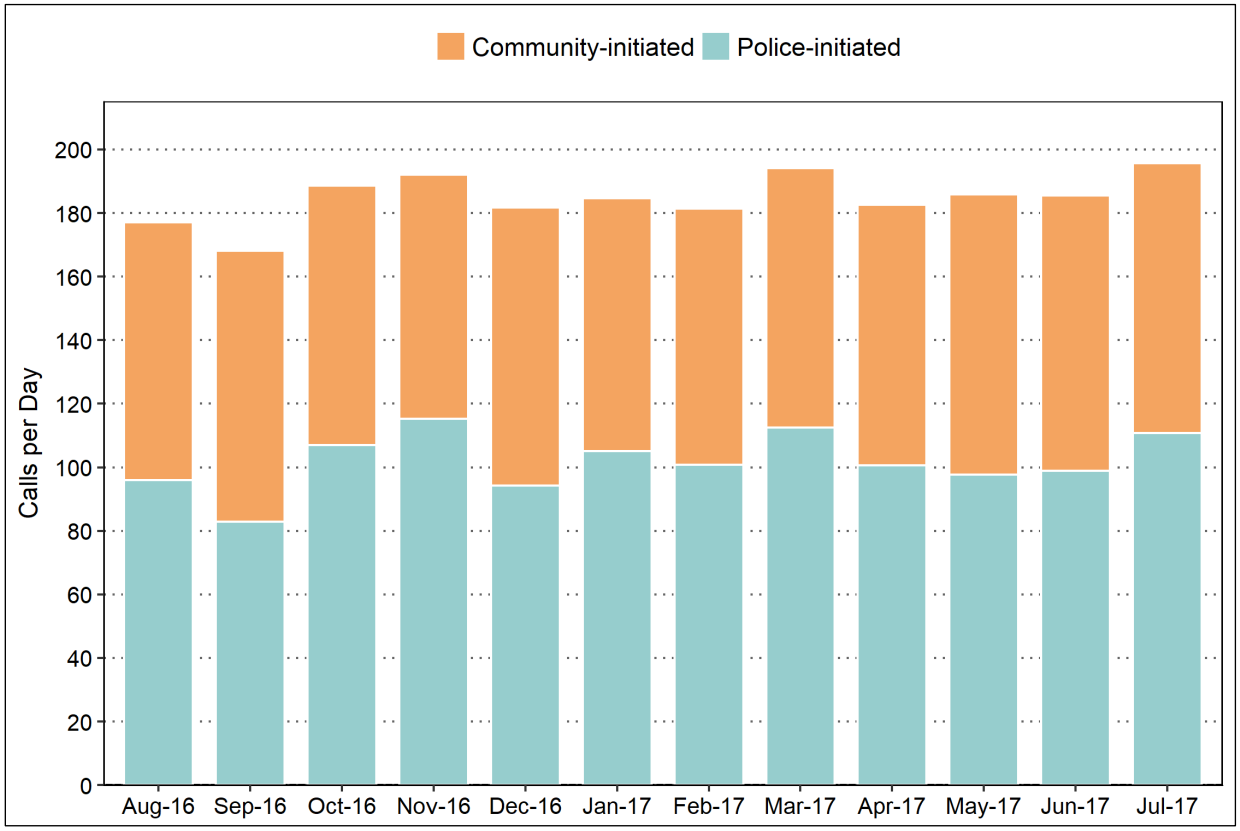


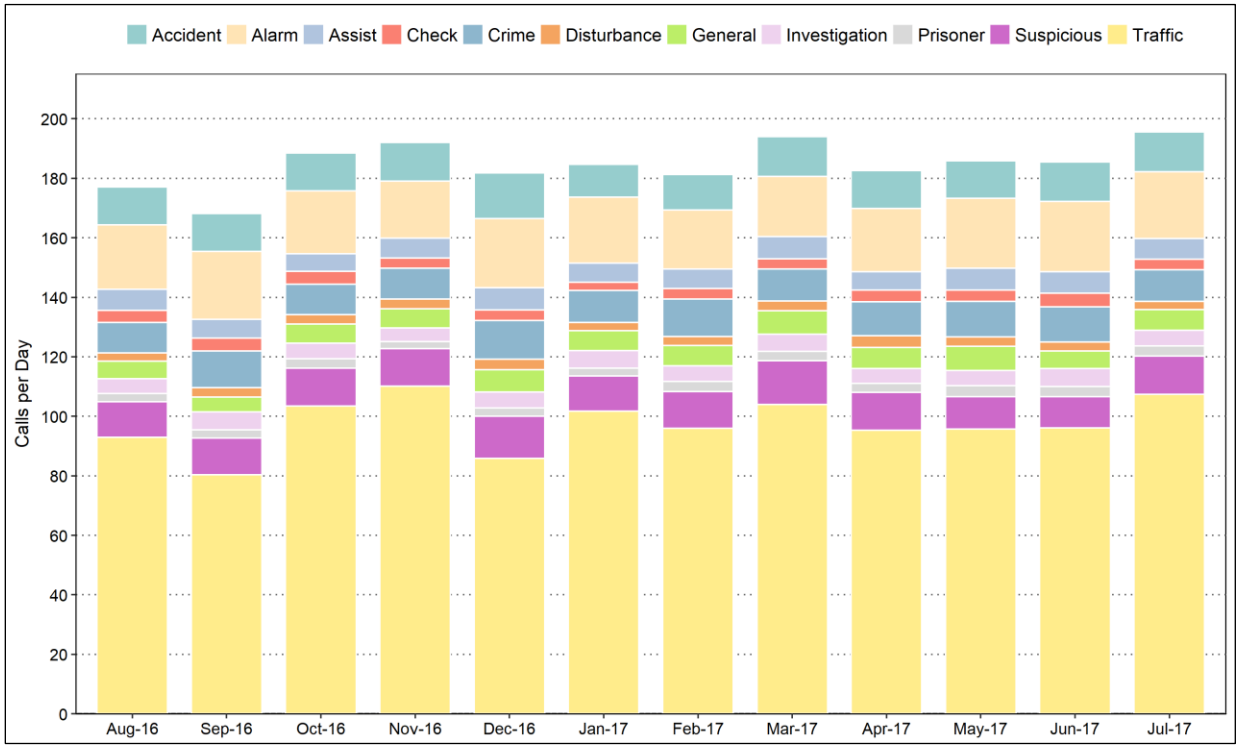
TABLE 12-3: Calls per Day, by Initiator and Month

Initiator	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul
Community	81.0	85.2	81.6	76.7	87.6	79.6	80.5	81.6	82.0	88.2	86.5	84.8
Police	95.2	82.1	105.9	114.3	93.5	104.2	99.8	111.5	99.6	97.1	97.8	110.1
Total	**176.3**	**167.3**	**187.5**	**191.1**	**181.0**	**183.8**	**180.3**	**193.2**	**181.6**	**185.3**	**184.4**	**194.9**

Observations:

- The number of calls per day was lowest in September.
- The number of calls per day was highest in July.
- The month with the most calls had 16 percent more calls than the month with the fewest calls.
- November had the most police-initiated calls, with 39 percent more than the period of September, which had the fewest.
- December and May had the most community-initiated calls, with 15 percent more than the period of November, which had the fewest.

FIGURE 12-4: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 12-2.

TABLE 12-4: Calls per Day, by Category and Month

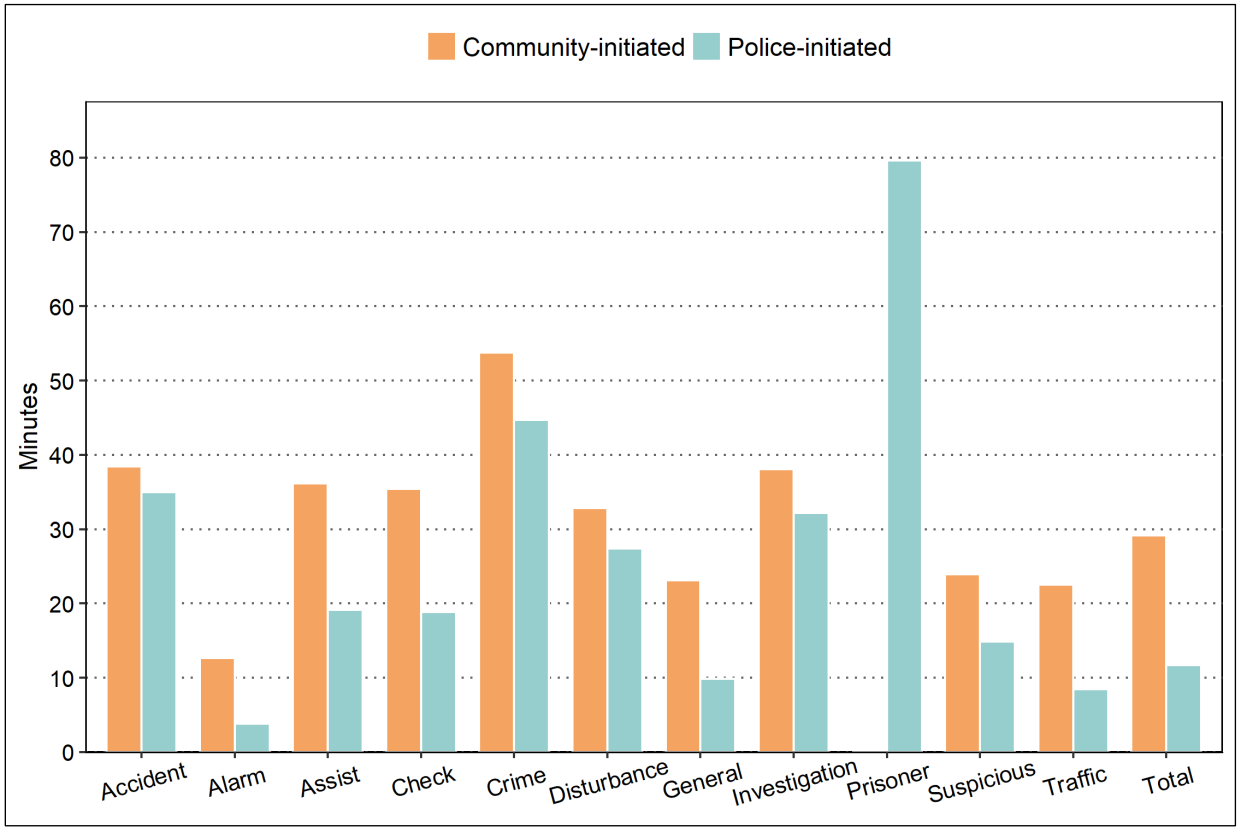
Category	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul
Accident	12.7	12.7	12.8	12.9	15.3	11.1	12.0	13.5	12.8	12.6	13.2	13.4
Alarm	21.6	22.8	21.0	19.3	23.2	22.1	19.9	20.2	21.2	23.6	23.6	22.5
Animal	1.7	1.7	1.6	1.2	1.1	2.1	2.0	1.5	2.5	2.8	1.7	2.0
Assist citizen	4.3	3.4	3.6	4.0	4.2	3.8	3.3	4.3	3.2	4.2	4.2	3.7
Assist other agency	2.8	3.0	2.4	2.6	3.4	2.6	3.2	3.2	2.9	3.1	3.1	3.3
Check	4.1	4.3	4.3	3.4	3.5	2.7	3.5	3.3	4.0	3.8	4.6	3.5
Crime–drug/alcohol	0.4	0.2	0.2	0.2	0.2	0.2	0.1	0.1	0.1	0.2	0.2	0.2
Crime–person	2.5	2.3	2.4	2.3	3.0	2.1	2.5	2.8	3.0	3.2	3.2	2.1
Crime–property	7.4	9.9	7.5	7.9	9.9	8.6	10.0	7.9	8.2	8.6	8.5	8.3
Disturbance	2.7	3.1	3.2	3.3	3.6	2.7	3.1	3.3	3.9	3.2	3.0	2.8
Investigation	5.0	6.0	5.3	4.6	5.3	5.9	5.2	5.7	5.0	5.2	6.0	5.2
Miscellaneous	0.7	0.6	0.9	0.7	0.6	0.9	0.8	0.8	0.9	0.7	0.8	0.5
Prisoner and warrant	2.7	2.8	3.2	2.4	2.8	2.5	3.5	3.2	2.9	3.7	3.4	3.5
Suspicious incident	11.9	12.2	12.8	12.6	14.2	11.8	12.3	14.7	12.7	10.9	10.5	12.8
Traffic enforcement	11.2	12.2	12.5	10.4	11.5	11.9	11.5	12.0	11.7	13.7	12.6	14.0
Traffic stop	81.1	67.4	89.8	98.8	73.5	89.0	83.4	91.1	82.6	81.4	82.4	92.7
Violation	3.4	2.7	3.9	4.5	5.7	3.8	4.0	5.7	3.8	4.5	3.4	4.4
Total	**176.3**	**167.3**	**187.5**	**191.1**	**181.0**	**183.8**	**180.3**	**193.2**	**181.6**	**185.3**	**184.4**	**194.9**

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 68 and 74 percent of calls throughout the year:
  - Traffic calls (stops and enforcement) averaged between 79.6 and 109.2 calls per day throughout the year.
  - Alarms averaged between 19.3 and 23.6 calls per day throughout the year.
  - Accidents averaged between 11.1 and 15.3 calls per day throughout the year.
- Crimes averaged between 10.1 and 13.0 calls per day throughout the year and accounted for from 5 to 7 percent of total calls by month.

FIGURE 12-5: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 12-2. For this graph and the following table, we removed one call with an inaccurate busy time.

TABLE 12-5: Primary Unit's Average Occupied Times, by Category and Initiator

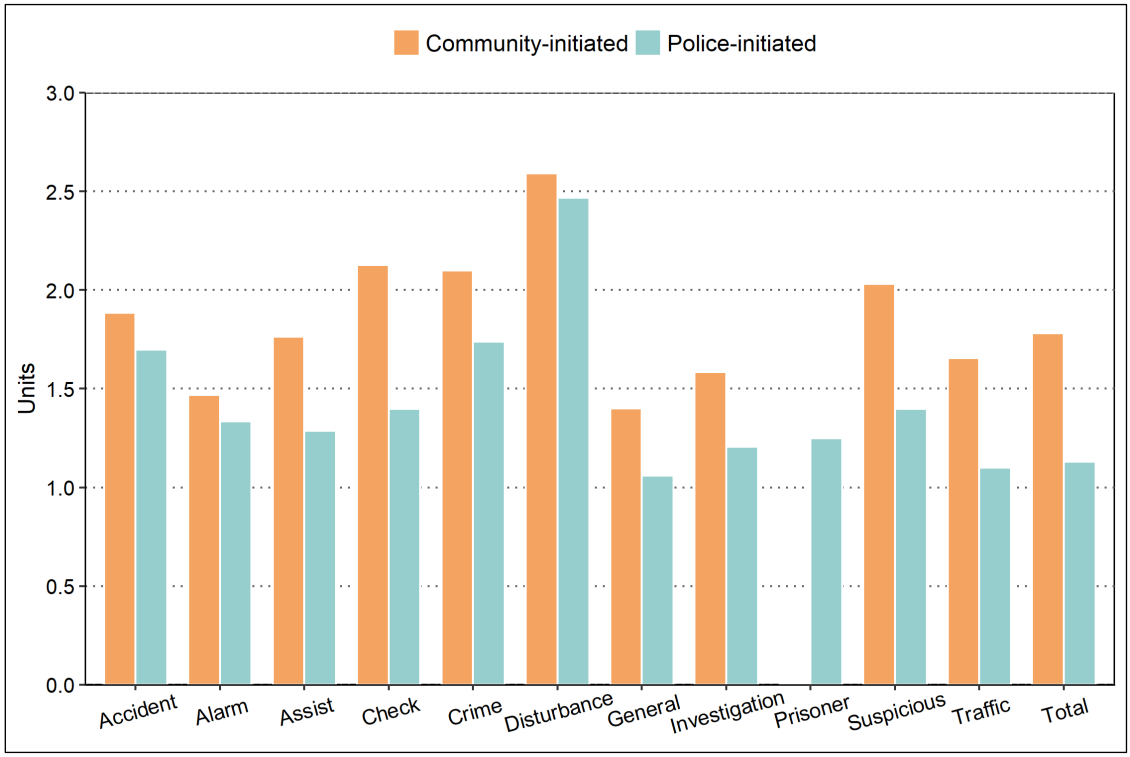
Category	Community-initiated		Police-initiated	
	Minutes	Calls	Minutes	Calls
Accident	38.4	4,297	34.9	420
Alarm	12.7	7,939	3.8	3
Animal	25.5	595	22.1	70
Assist citizen	33.7	1,010	15.9	402
Assist other agency	39.0	892	26.0	189
Check	35.4	1,296	18.8	73
Crime–drug/alcohol	38.5	60	100.7	9
Crime–person	60.3	914	39.2	36
Crime–property	52.0	3,005	42.1	116
Disturbance	32.8	1,105	27.4	45
Investigation	38.1	1,702	32.2	258
Miscellaneous	33.0	260	13.0	6
Prisoner and warrant	NA	0	79.6	1,113
Suspicious incident	24.0	3,243	14.9	1,310
Traffic enforcement	22.5	3,128	17.8	1,293
Traffic stop	NA	0	8.2	30,823
Violation	18.3	841	8.6	686
Weighted Average/Total Calls	**29.1**	**30,287**	**11.7**	**36,852**

Note: The information in Figure 12-5 and Table 12-5 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 4 to 80 minutes overall.
- The longest average times were for prisoner and warrant calls.
- The average time spent on crimes was 54 minutes for community-initiated calls and 45 minutes for police-initiated calls.

FIGURE 12-6: Number of Responding Units, by Initiator and Category



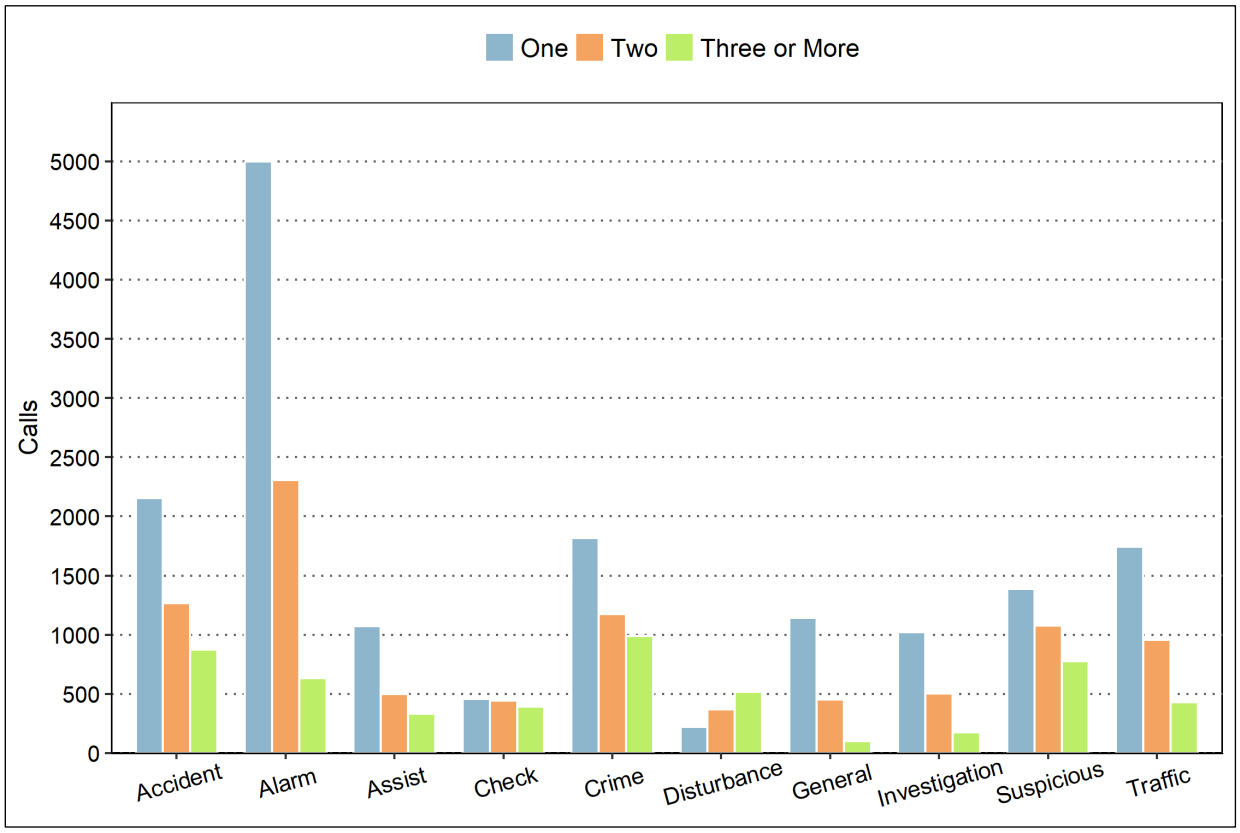
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 12-2.

TABLE 12-6: Average Number of Responding Units, by Initiator and Category

Category	Community-initiated		Police-initiated	
	No. Units	Calls	No. Units	Calls
Accident	1.9	4,297	1.7	420
Alarm	1.5	7,939	1.3	3
Animal	1.4	595	1.1	70
Assist citizen	1.4	1,010	1.2	402
Assist other agency	2.1	892	1.4	190
Check	2.1	1,296	1.4	73
Crime–drug/alcohol	2.5	60	2.3	9
Crime–person	2.8	914	2.3	36
Crime–property	1.9	3,005	1.5	116
Disturbance	2.6	1,105	2.5	45
Investigation	1.6	1,702	1.2	258
Miscellaneous	1.5	260	1.0	6
Prisoner and warrant	NA	0	1.2	1,113
Suspicious incident	2.0	3,243	1.4	1,310
Traffic enforcement	1.7	3,128	1.2	1,293
Traffic stop	NA	0	1.1	30,823
Violation	1.4	841	1.1	686
Weighted Average/Total Calls	**1.8**	**30,287**	**1.1**	**36,853**

Note: The information in Figure 12-6 and Table 12-6 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 12-7: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 12-2.

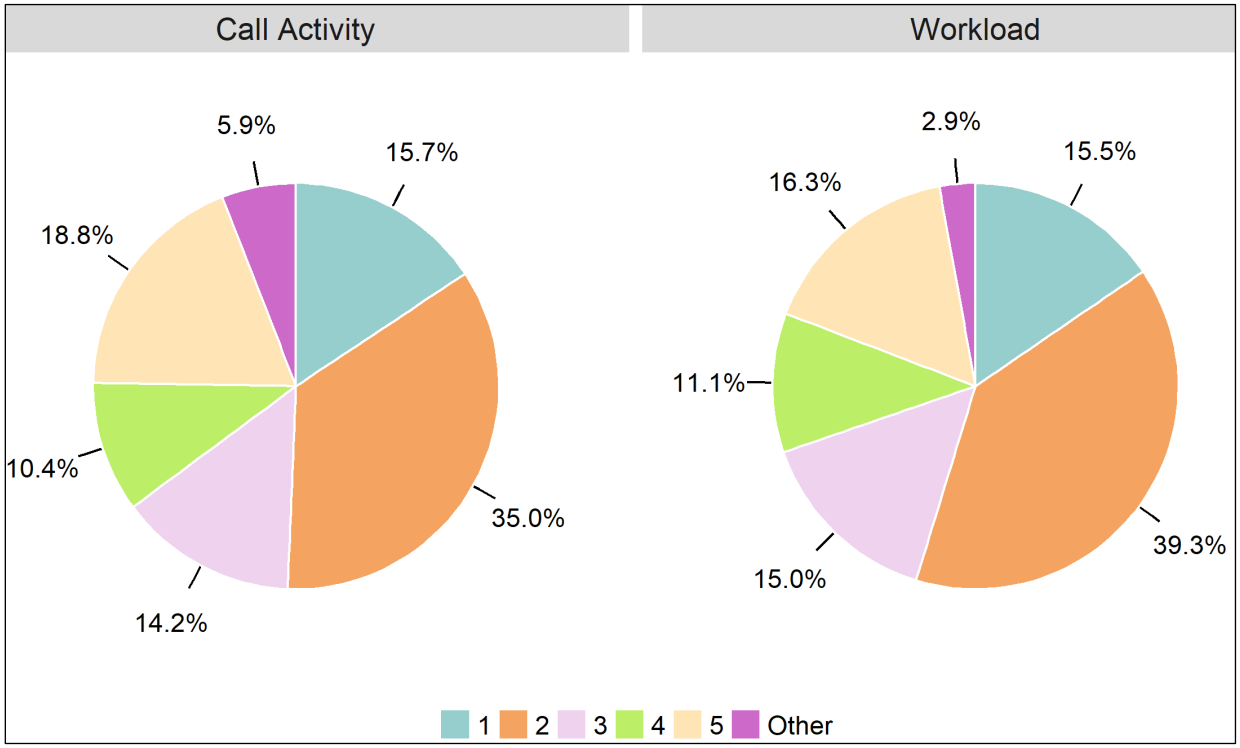
TABLE 12-7: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	2,156	1,266	875
Alarm	4,999	2,309	631
Animal	404	160	31
Assist citizen	693	237	80
Assist other agency	378	262	252
Check	459	445	392
Crime–drug/alcohol	11	22	27
Crime–person	267	227	420
Crime–property	1,541	924	540
Disturbance	220	370	515
Investigation	1,023	502	177
Miscellaneous	162	69	29
Suspicious incident	1,387	1,078	778
Traffic enforcement	1,742	957	429
Violation	574	225	42
Total	**16,016**	**9,053**	**5,218**

Observations:

- The overall mean number of responding units was 1.8 for community-initiated calls and 1.1 for police-initiated calls.
- The mean number of responding units was as high as 2.6 for disturbance calls that were community-initiated.
- 53 percent of community-initiated calls involved one responding unit.
- 30 percent of community-initiated calls involved two responding units.
- 17 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved crime.

FIGURE 12-8: Percentage Calls and Work Hours, by Beat



Note: The "other" category includes 3,936 calls without a beat record.

TABLE 12-8: Calls and Work Hours by Beat, per Day

Beat	Per Day		Area (Sq. miles)	Population (2016)
	Calls	Work Hours		
SLB1	28.8	12.8	10.19	18,596
SLB2	53.8	25.9	3.47	7,056
SLB9	10.6	6.7		
SLB3	26.1	12.4	5.63	16,883
SLB4	19.2	9.2	8.95	24,906
SLB5	34.6	13.6	8.21	11,448
Other	10.8	2.4	NA	NA
Total	**183.9**	**83.0**	**36.45**	**78,889**

Note: SLB9 is a subset of SLB2. Population and area estimates were provided by the City of Sugar Land's GIS division.

Observations:

- SLB2 had the most calls and workload. It accounted for 35.0 percent of total calls and 39.3 percent of total workload.
- Excluding the "Other" beat, an even distribution among beats would allot 34.6 calls and 16.1 work hours per beat.

FIGURE 12-9: Percentage Calls and Work Hours, by Category, Winter 2017

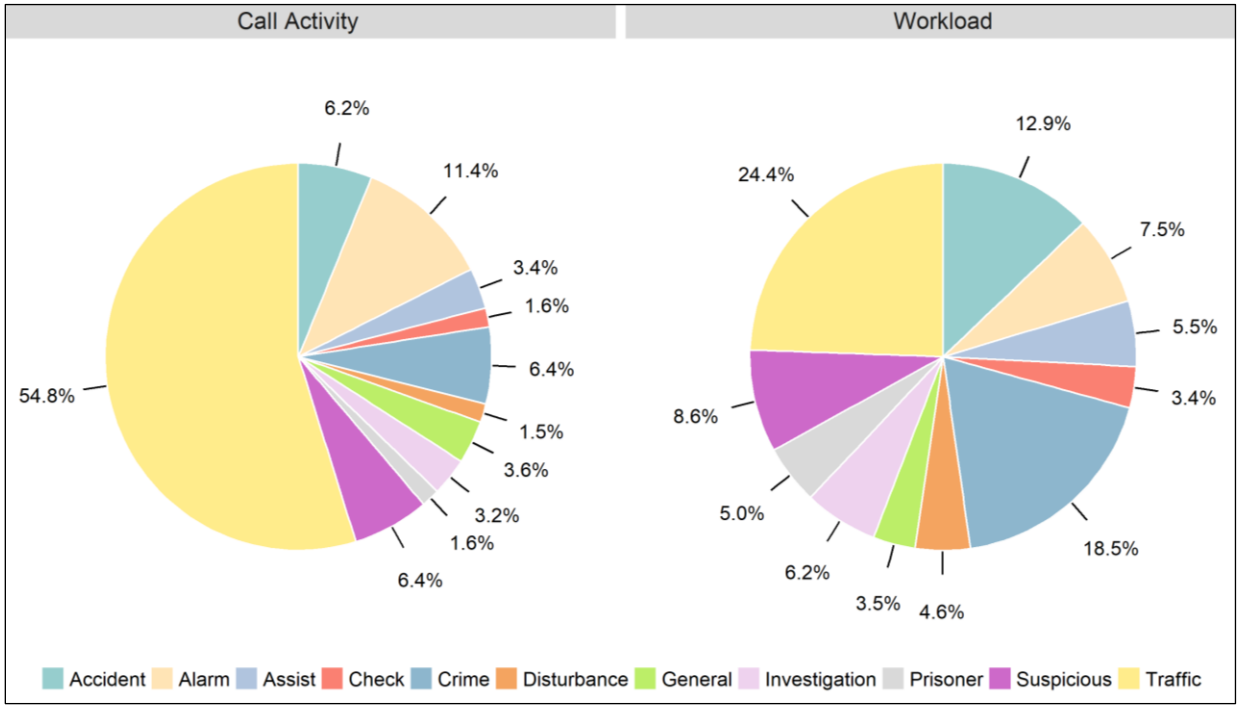


TABLE 12-9: Calls and Work Hours per Day, by Category, Winter 2017

Category	Per Day	
	Calls	Work Hours
Accident	11.5	10.1
Alarm	21.3	5.9
Animal	2.0	0.9
Assist citizen	3.7	2.0
Assist other agency	2.7	2.3
Check	3.0	2.7
Crime–drug/alcohol	0.2	0.3
Crime–person	2.3	4.0
Crime–property	9.5	10.3
Disturbance	2.9	3.6
Investigation	5.9	4.9
Miscellaneous	0.8	0.5
Prisoner and warrant	2.9	3.9
Suspicious incident	12.0	6.7
Traffic enforcement	11.7	5.8
Traffic stop	90.8	13.4
Violation	3.8	1.4
Total	**187.0**	**78.7**

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- On average, there were 187 calls per day, or 7.8 per hour.
- Total workload averaged 79 hours per day, meaning that on average 3.3 officers per hour were busy responding to calls.
- Traffic calls constituted 55 percent of calls and 24 percent of workload.
- Alarm calls constituted 11 percent of calls and 7 percent of workload.
- Accident calls constituted 6 percent of calls and 13 percent of workload.
- These top three categories constituted 72 percent of calls and 45 percent of workload.
- Crime calls constituted 6 percent of calls and 18 percent of workload.

FIGURE 12-10: Percentage Calls and Work Hours, by Category, Summer 2017

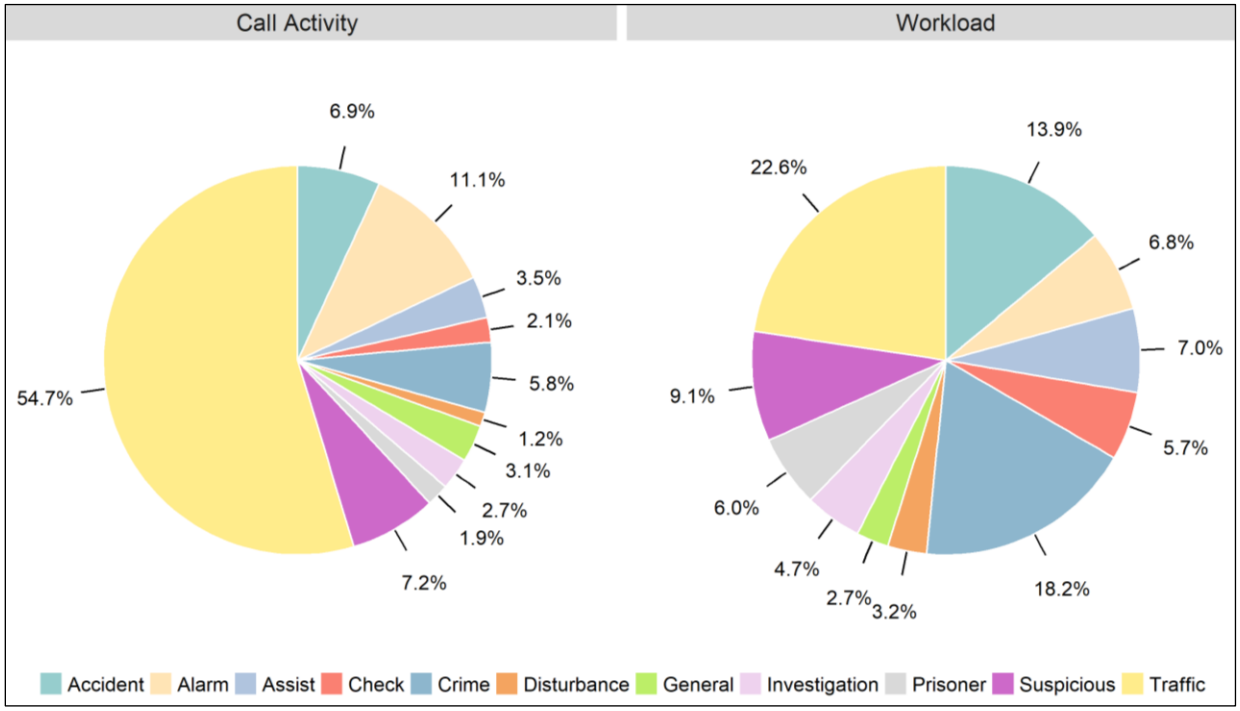


TABLE 12-10: Calls and Work Hours per Day, by Category, Summer 2017

Category	Per Day	
	Calls	Work Hours
Accident	14.0	12.8
Alarm	22.6	6.2
Animal	2.1	1.0
Assist citizen	3.7	2.3
Assist other agency	3.4	4.1
Check	4.2	5.2
Crime–drug/alcohol	0.2	0.1
Crime–person	2.6	6.8
Crime–property	9.0	9.9
Disturbance	2.5	3.0
Investigation	5.4	4.4
Miscellaneous	0.7	0.6
Prisoner and warrant	3.8	5.5
Suspicious incident	14.7	8.4
Traffic enforcement	14.1	5.8
Traffic stop	97.3	15.1
Violation	3.4	0.9
Total	**203.7**	**92.1**

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day was higher in summer than in winter.
- The average daily workload was higher summer in than in winter.
- On average, there were 204 calls per day, or 8.5 per hour.
- Total workload averaged 92 hours per day, meaning that on average 3.8 officers per hour were busy responding to calls.
- Traffic calls constituted 55 percent of calls and 23 percent of workload.
- Alarm calls constituted 11 percent of calls and 7 percent of workload.
- Accident calls constituted 7 percent of calls and 14 percent of workload.
- These top three categories constituted 73 percent of calls and 43 percent of workload.
- Crime calls constituted 6 percent of calls and 18 percent of workload.

NONCALL ACTIVITIES

In the period from August 1, 2016 through July 31, 2017, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted fewer than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 52,725 activities remained. These activities had an average duration of 30.2 minutes.

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

TABLE 12-11: Activities and Occupied Times by Description

Status Code	Description	Occupied Time	Count
ADM, CADM	Administrative	53.2	3,631
BPAT	Business patrol	15.5	5,614
CT	Court	83.6	129
EQUP	Equipment maintenance	38.5	1,625
FLUP	Follow up	46.5	886
MISC*	Miscellaneous	53.9	185
PREM	Premise check	12.5	1,689
REPT	Report	36.6	5,045
RPAT	Residential patrol	15.6	2,335
SDET	Special detail	58.7	1,895
STEP	STEP program	13.2	3,185
SZ	School zone	15.7	1,309
TRF	Traffic-related	14.6	2,416
TRN	Training	87.8	853
VM	Vehicle maintenance	12.5	3,922
XPAT	Extra patrol	29.3	4,167
ZO	Unit out of service	38.2	190
Administrative - Weighted Average/Total Activities		28.4	39,076
BRK	Break	15.6	367
MB	Meal break	36.2	13,282
Personal - Weighted Average/Total Activities		35.6	13,649
Weighted Average/Total Activities		30.2	52,725

Note: Individual descriptions that include less than 100 activities are grouped as "MISC." For example, "COMM (Community outreach)," "JAIL (Jail)," "WS (Warrant service)," and "PRIS (Prisoner process)" are all within the miscellaneous description.

Observations:

- The most common administrative activity description was business patrol.
- The most common personal activity description was meal break.
- The description with the longest average time was training.
- The average time spent on administrative activities was 28.4 minutes and for personal activities it was 35.6 minutes.

FIGURE 12-11: Activities per Day, by Month

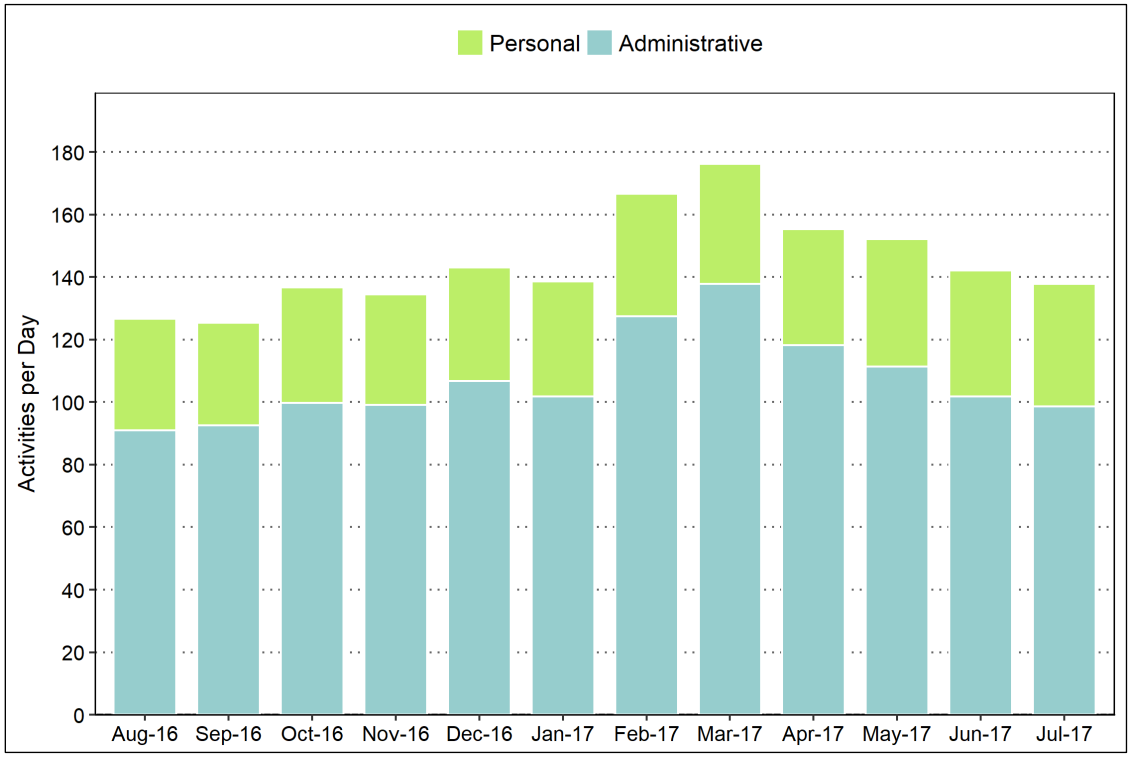


TABLE 12-12: Activities per Day, by Month

Activities	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul
Personal	35.7	32.7	37.0	35.4	36.3	36.9	39.2	38.3	37.1	40.8	40.2	39.2
Administrative	90.9	92.6	99.7	99.0	106.8	101.8	127.4	137.8	118.2	111.3	101.9	98.6
Total	**126.6**	**125.4**	**136.7**	**134.4**	**143.1**	**138.7**	**166.6**	**176.1**	**155.3**	**152.1**	**142.0**	**137.8**

Observations:

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

FIGURE 12-12: Activities per Day, by Day of Week

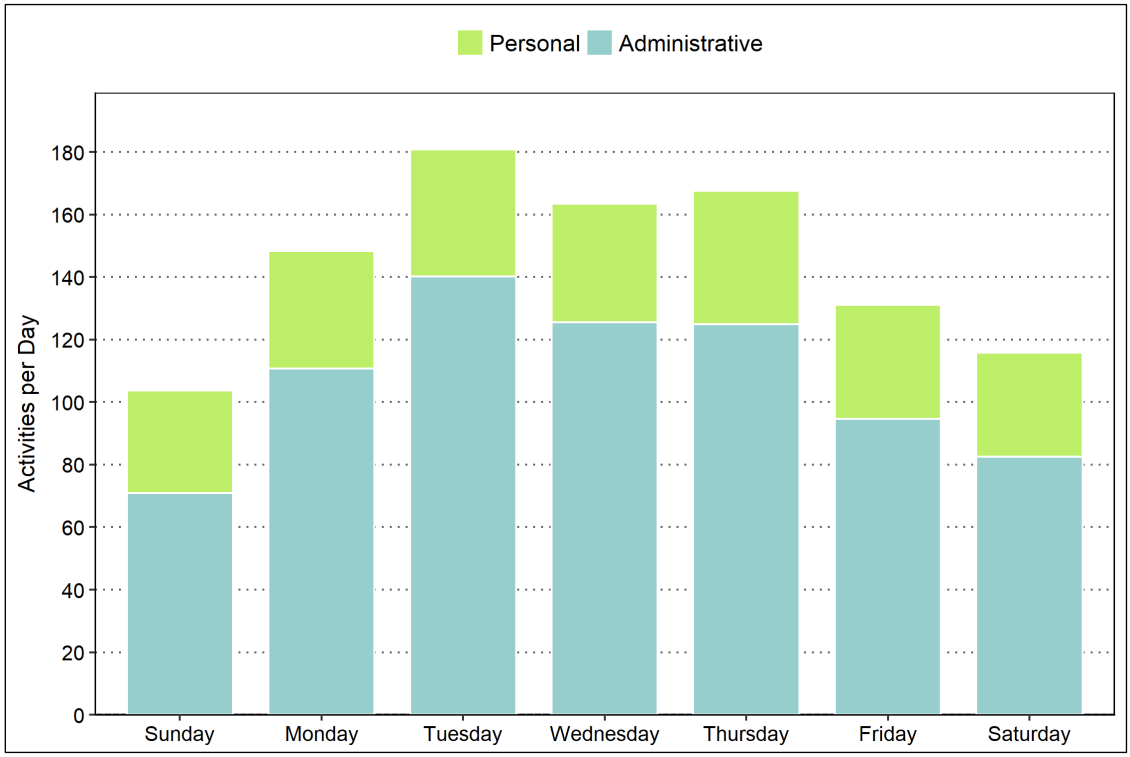


TABLE 12-13: Activities per Day, by Day of Week

Day of Week	Personal	Administrative	Activities per Day
Sunday	32.9	70.8	103.8
Monday	37.5	110.8	148.3
Tuesday	40.7	140.2	180.9
Wednesday	38.0	125.5	163.5
Thursday	42.8	124.8	167.7
Friday	36.5	94.7	131.2
Saturday	33.4	82.5	115.8
Weekly Average	**37.4**	**107.0**	**144.5**

Observations:

- The number of noncall activities per day was lowest on Sundays.
- The number of noncall activities per day was highest on Tuesdays.

FIGURE 12-13: Activities per Day, by Hour of Day

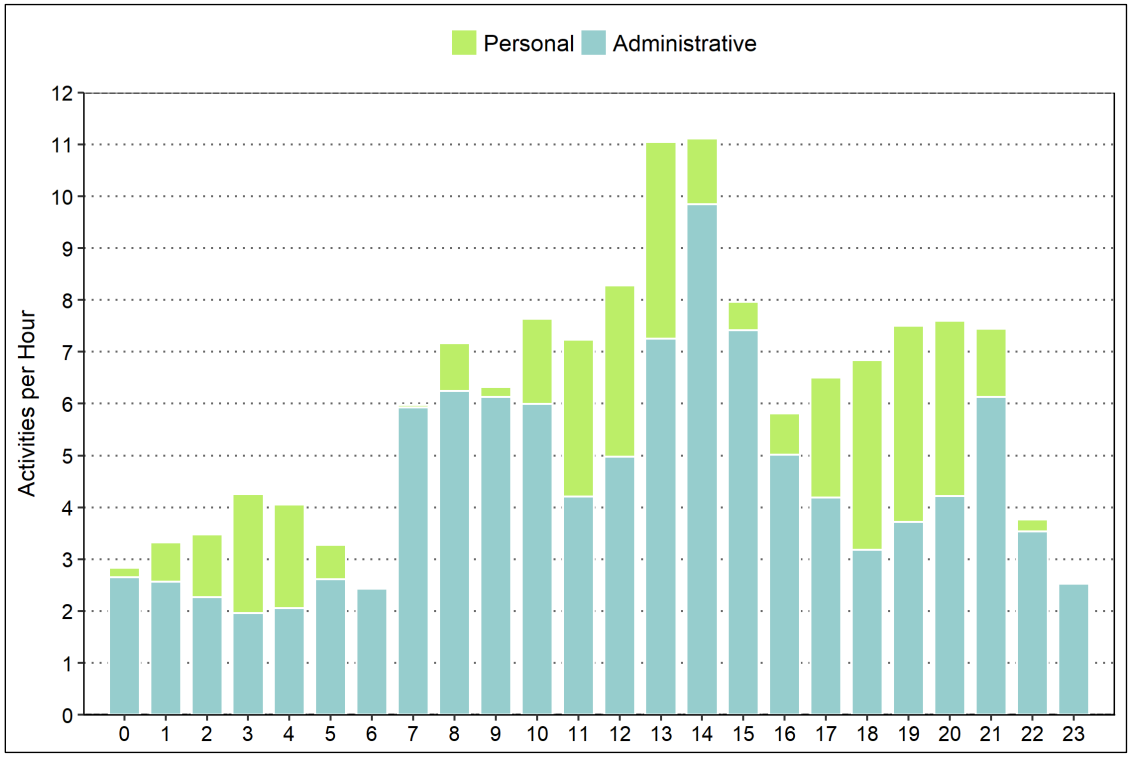


TABLE 12-14: Activities per Day, by Hour of Day

Hour	Personal	Administrative	Activities per Day
0	0.2	2.7	2.8
1	0.8	2.6	3.3
2	1.2	2.3	3.5
3	2.3	2.0	4.3
4	2.0	2.1	4.1
5	0.7	2.6	3.3
6	0.0	2.4	2.4
7	0.1	5.9	6.0
8	0.9	6.2	7.2
9	0.2	6.1	6.3
10	1.6	6.0	7.6
11	3.0	4.2	7.2
12	3.3	5.0	8.3
13	3.8	7.2	11.0
14	1.3	9.8	11.1
15	0.6	7.4	8.0
16	0.8	5.0	5.8
17	2.3	4.2	6.5
18	3.7	3.2	6.8
19	3.8	3.7	7.5
20	3.4	4.2	7.6
21	1.3	6.1	7.4
22	0.2	3.5	3.8
23	0.0	2.5	2.6
Hourly Average	**1.6**	**4.5**	**6.0**

Observations:

- The number of activities per hour was highest between 1:00 p.m. and 3:00 p.m.
- The number of activities per hour was lowest between 6:00 a.m. and 7:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for six weeks in winter (January 4 through February 15, 2017) and eight weeks in summer (July 7 through August 18, 2017). The department's main patrol force consists of patrol officers and patrol sergeants operating on 10-hour shifts starting at 6:00 a.m., 1:00 p.m., and 8:30 p.m. The police department's main patrol force deployed an average of 15.1 officers per hour during the 24-hour day in winter 2017 and 14.9 officers per hour during the 24-hour day in summer 2017. When the added traffic officers and sergeants are included, the department averaged 17.7 officers per hour during the 24-hour day in winter 2017 and 17.5 officers per hour during the 24-hour day in summer 2017.

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

- First, we focus on patrol deployment alone.
- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, and out-of-service(non-call) activities.
- Finally, we compare workload against deployment by percentage.

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

FIGURE 12-14: Deployed Officers, Weekdays, Winter 2017

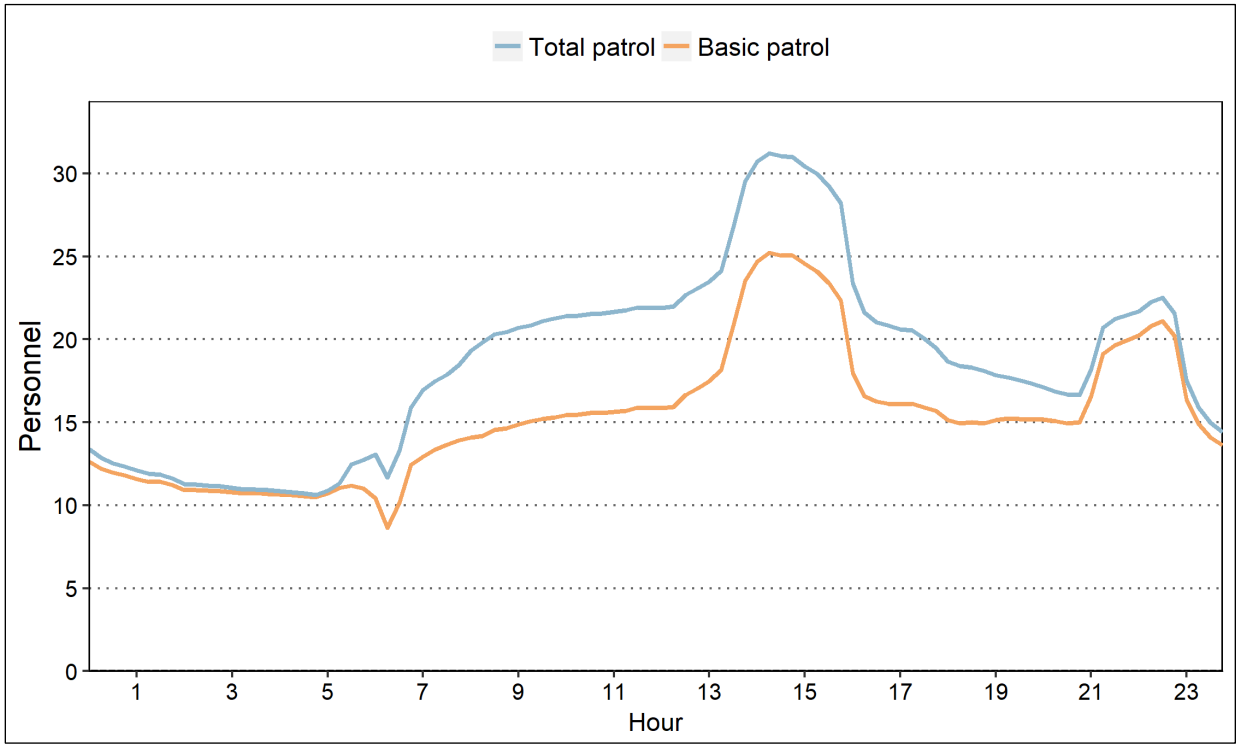


FIGURE 12-15: Deployed Officers, Weekends, Winter 2017

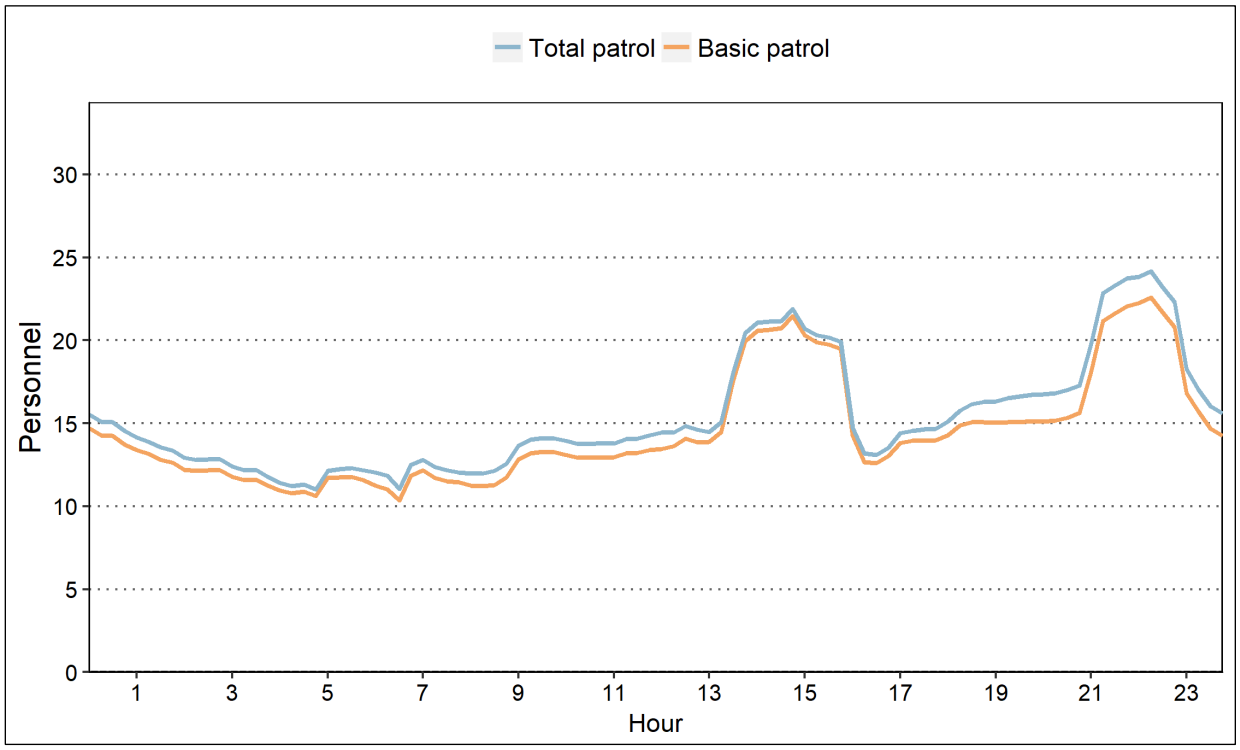


FIGURE 12-16: Deployed Officers, Weekdays, Summer 2017

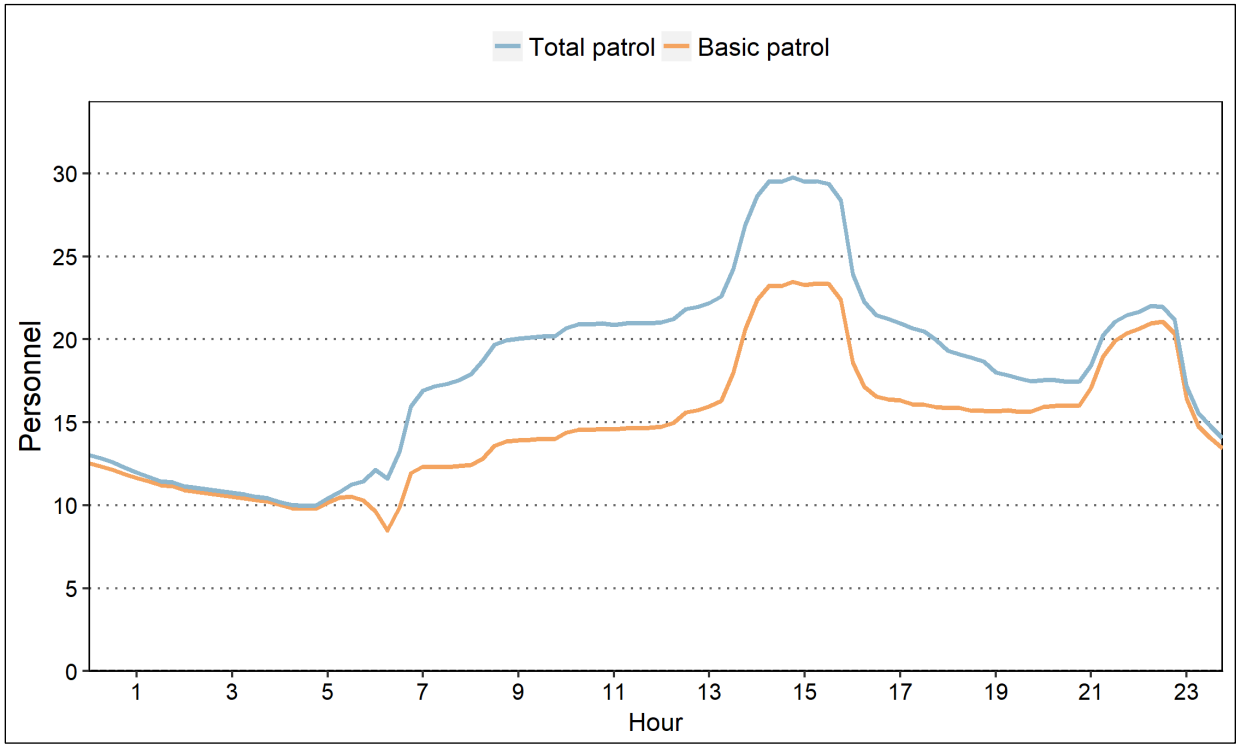
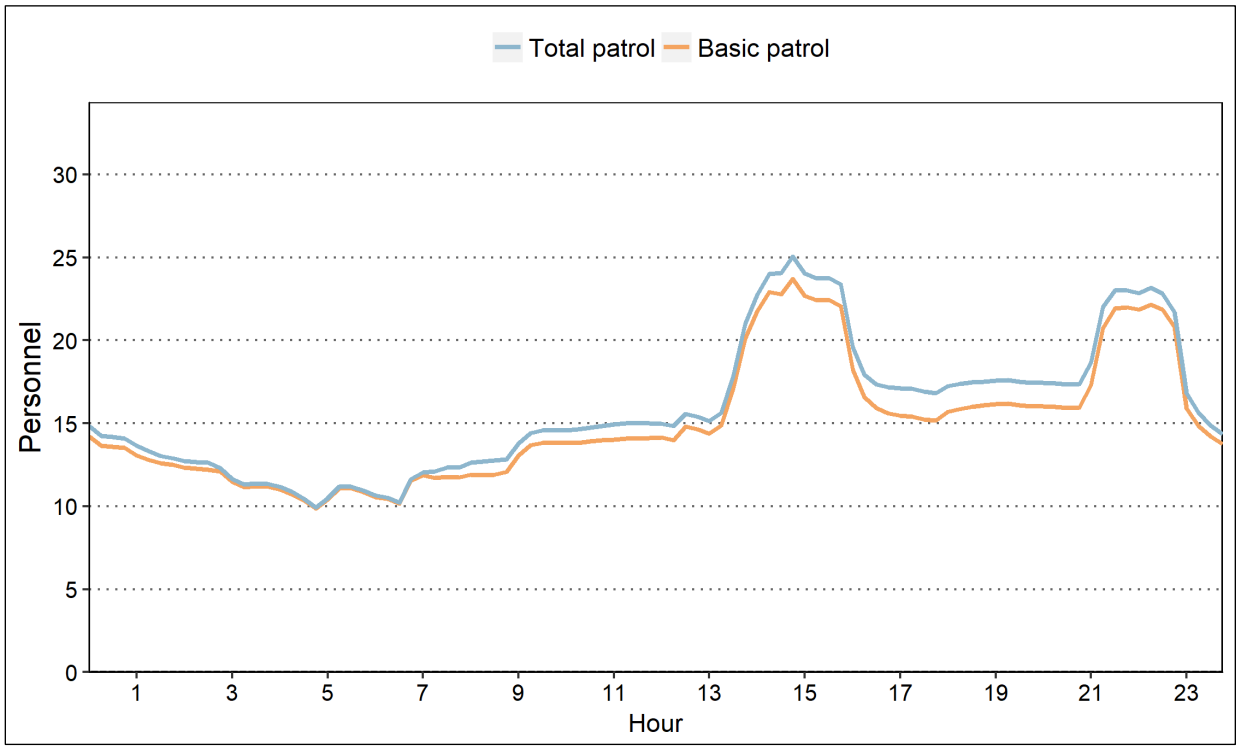


FIGURE 12-17: Deployed Officers, Weekends, Summer 2017



Observations:

- For winter (January 4 through February 15, 2017):
  - The average deployment was 18.6 officers per hour during the week and 15.4 officers per hour on the weekend.
  - Average deployment varied from 10.6 to 31.2 officers per hour on weekdays and 11.0 to 24.2 officers per hour on weekends.
- For summer (July 7 through August 18, 2017):
  - The average deployment was 18.2 officers per hour during the week and 15.8 officers per hour on the weekend.
  - Average deployment varied from 10.0 to 29.8 officers per hour on weekdays and 9.9 to 25.0 officers per hour on weekends.

FIGURE 12-18: Deployment and All Workload, Weekdays, Winter 2017

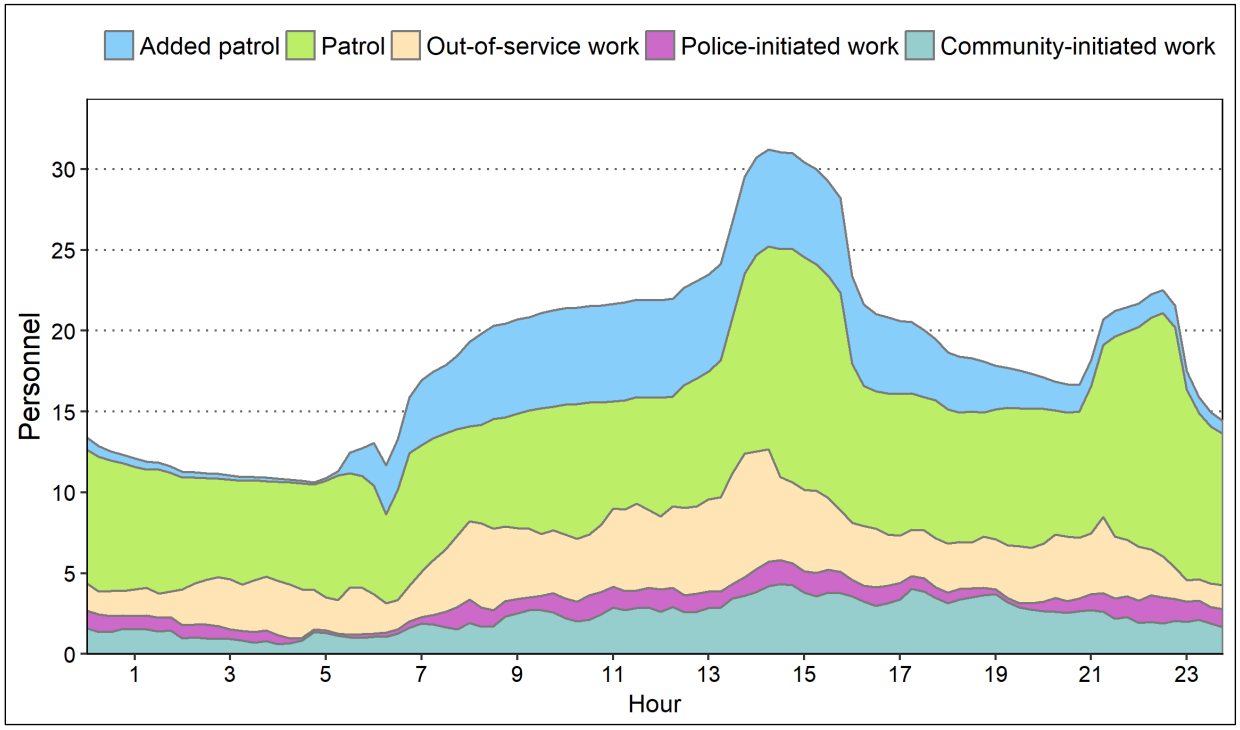


FIGURE 12-19: Deployment and All Workload, Weekends, Winter 2017

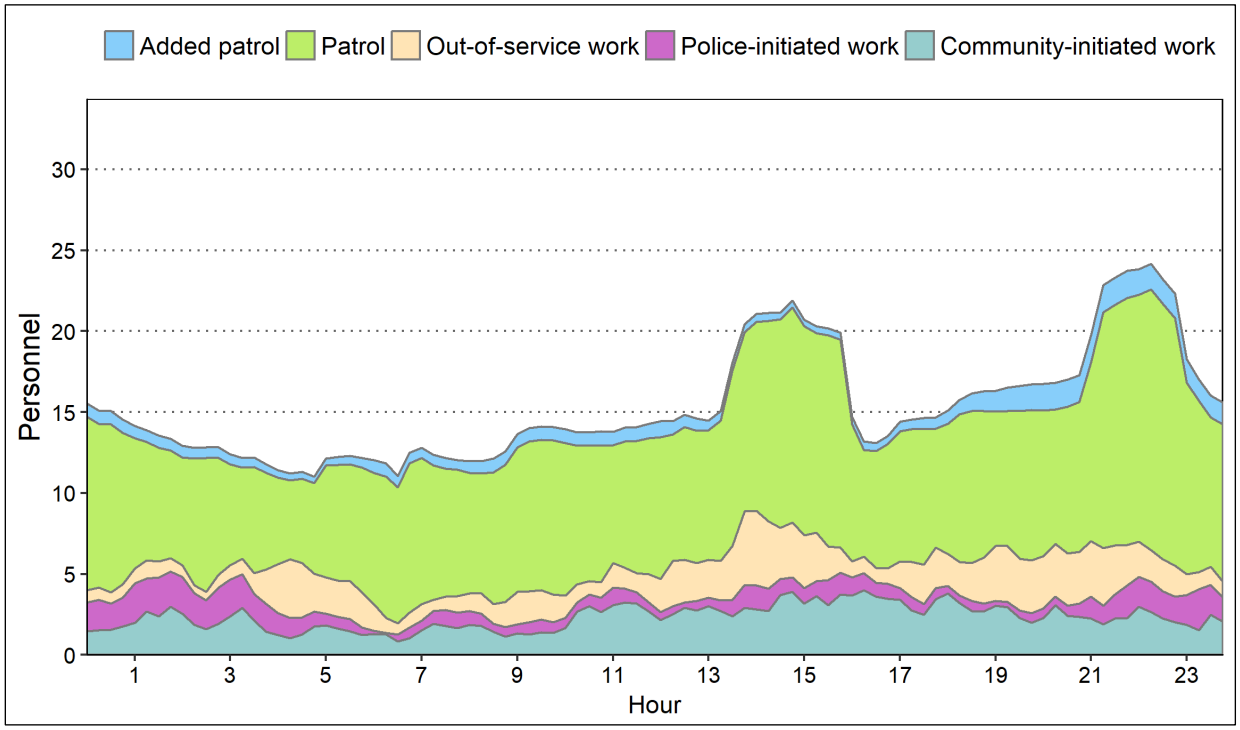


FIGURE 12-20: Deployment and All Workload, Weekdays, Summer 2017

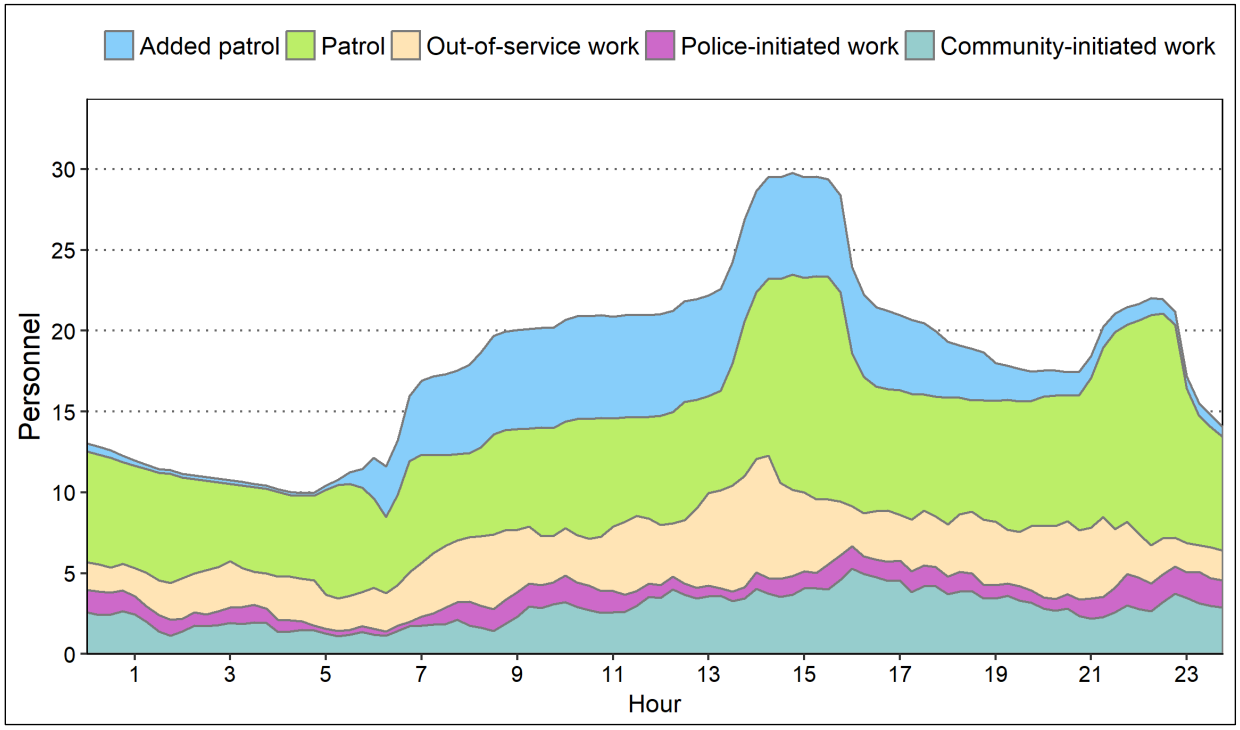
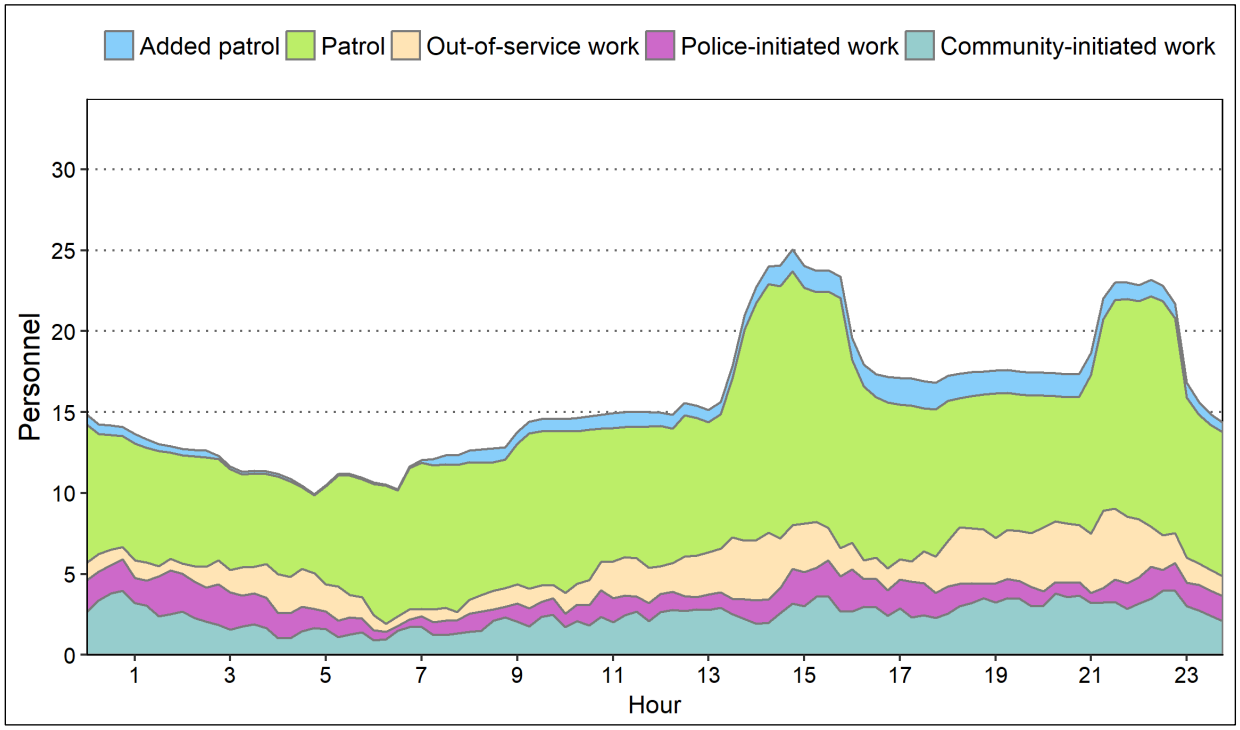


FIGURE 12-21: Deployment and All Workload, Weekends, Summer 2017



Note: Figures 12-18 to 12-21 show deployment along with all workload from community-initiated calls and police-initiated calls and out-of-service work.

Observations:

Winter:

- Community-initiated work:
  - Average community-initiated workload was 2.3 officers per hour during the week and 2.3 officers per hour on weekends.
  - This was approximately 12 percent of hourly deployment during the week and 15 percent of hourly deployment on weekends.
- All work:
  - Average total workload was 6.8 officers per hour during the week and 5.4 officers per hour on weekends.
  - This was approximately 36 percent of hourly deployment during the week and 35 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:
  - Average community-initiated workload was 2.8 officers per hour during the week and 2.5 officers per hour on weekends.
  - This was approximately 15 percent of hourly deployment during the week and 16 percent of hourly deployment on weekends.
- All work:
  - Average total workload was 7.2 officers per hour during the week and 5.9 officers per hour on weekends.
  - This was approximately 40 percent of hourly deployment during the week and 37 percent of hourly deployment on weekends.

FIGURE 12-22: Percentage of Workload, Weekdays, Winter 2017

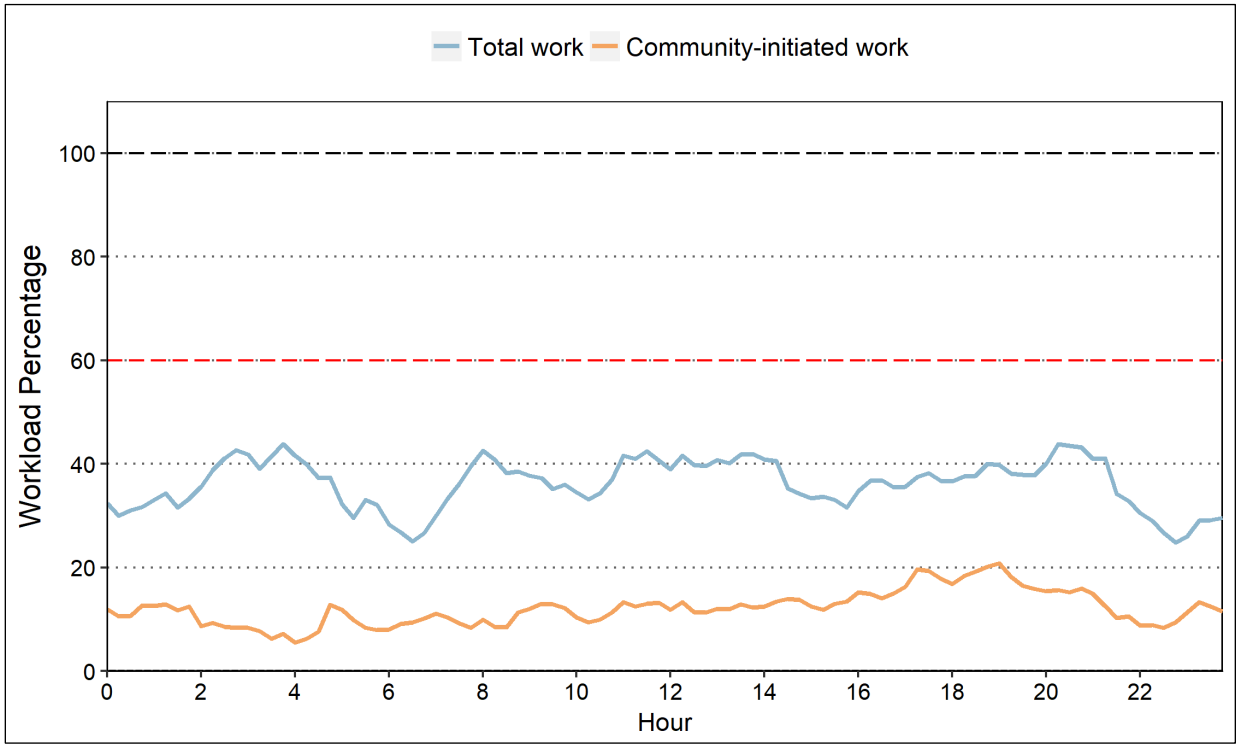


FIGURE 12-23: Percentage of Workload, Weekends, Winter 2017

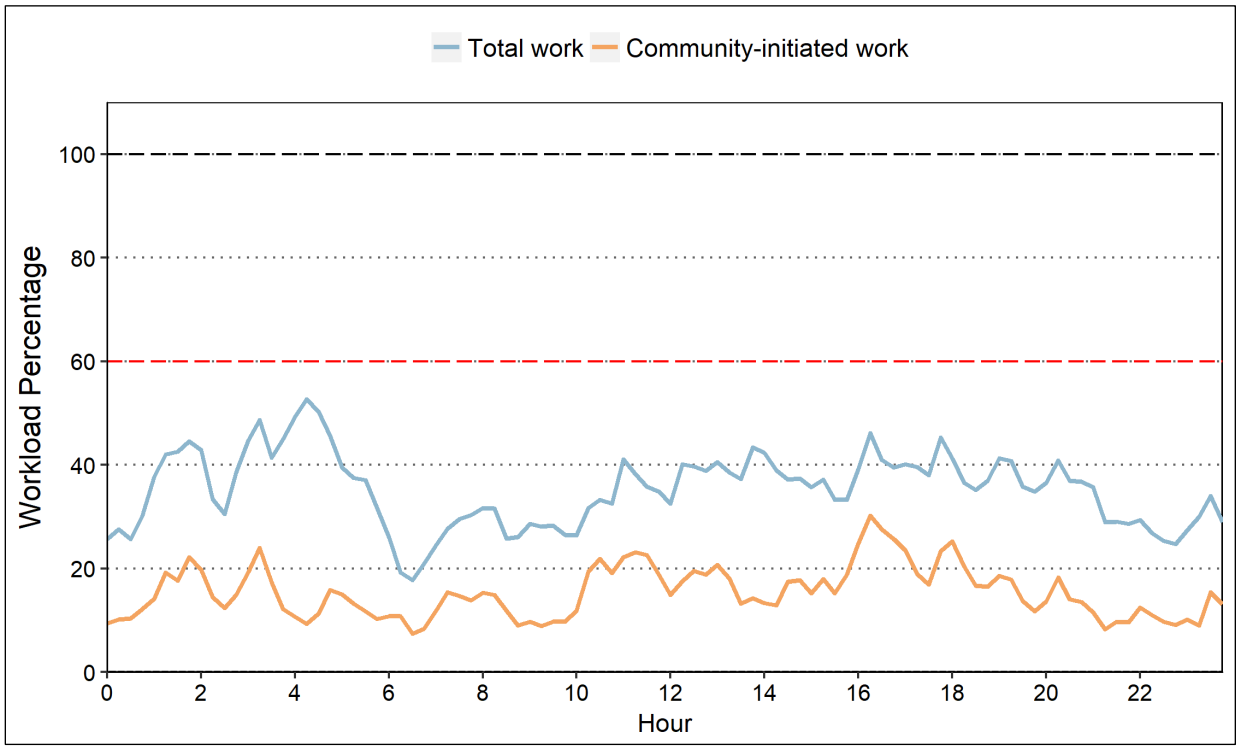


FIGURE 12-24: Percentage of Workload, Weekdays, Summer 2017

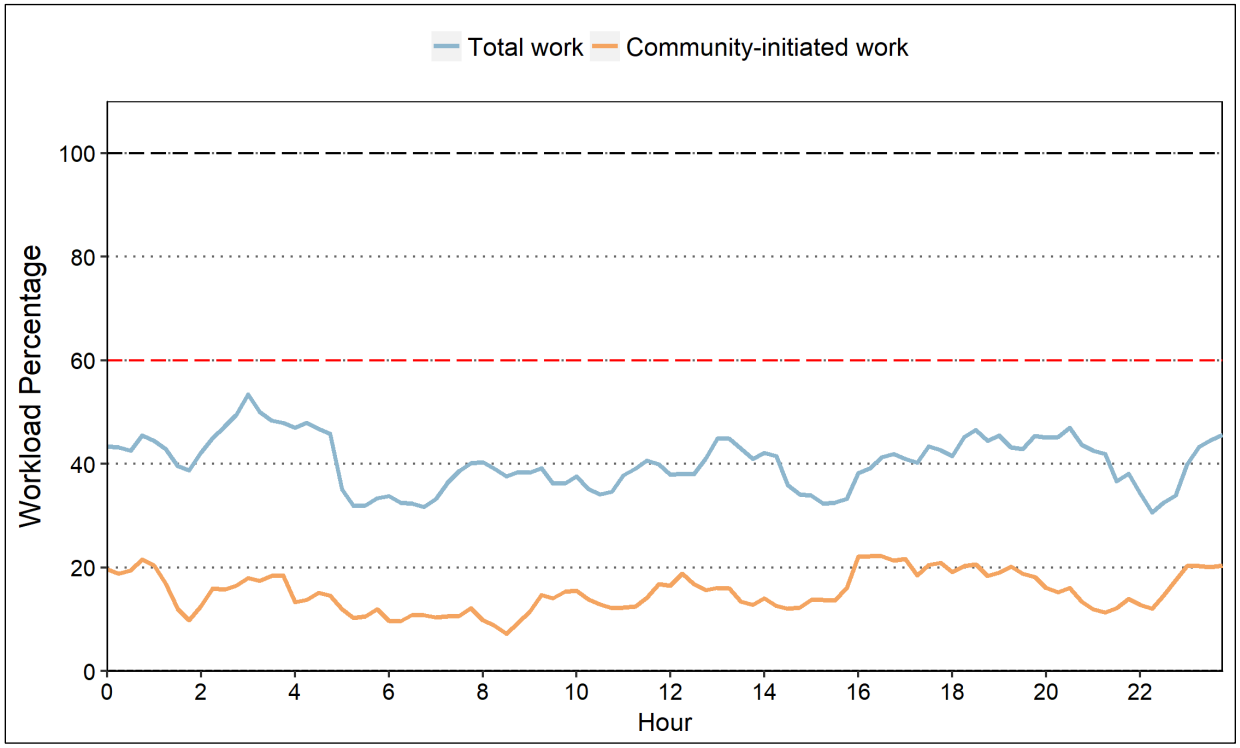
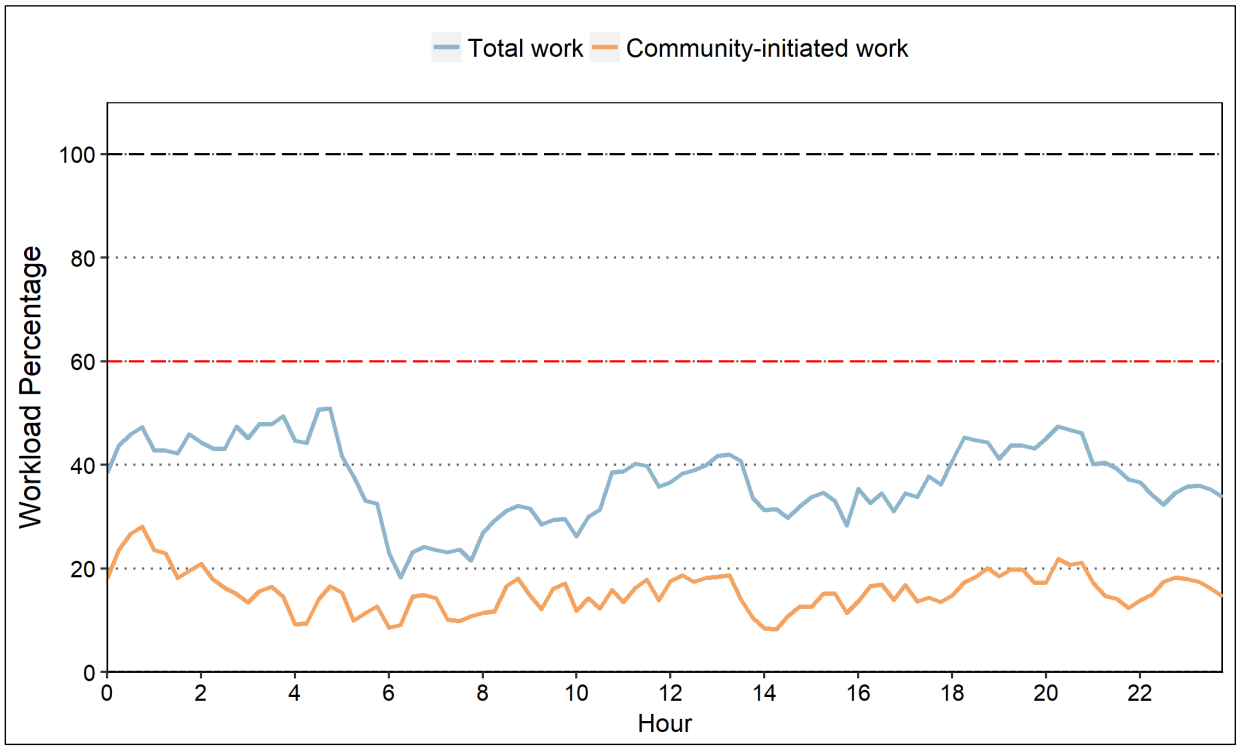


FIGURE 12-25: Percentage of Workload, Weekends, Summer 2017



Observations:

Winter:

- Community-initiated work:
  - During the week, workload reached a maximum of 21 percent of deployment between 7:00 p.m. and 7:15 p.m.
  - On weekends, workload reached a maximum of 30 percent of deployment between 4:15 p.m. and 4:30 p.m.
- All work:
  - During the week, workload reached a maximum of 44 percent of deployment between 3:45 a.m. and 4:00 a.m. and between 8:15 p.m. and 8:45 p.m.
  - On weekends, workload reached a maximum of 53 percent of deployment between 4:15 a.m. and 4:30 a.m.

Summer:

- Community-initiated work:
  - During the week, workload reached a maximum of 22 percent of deployment between 12:45 a.m. and 1:00 a.m., between 4:00 p.m. and 4:30 p.m., and between 5:00 p.m. and 5:15 p.m.
  - On weekends, workload reached a maximum of 28 percent of deployment between 12:45 a.m. and 1:00 a.m.
- All work:
  - During the week, workload reached a maximum of 53 percent of deployment between 3:00 a.m. and 3:15 a.m.
  - On weekends, workload reached a maximum of 51 percent of deployment between 4:30 a.m. and 5:00 a.m.

RESPONSE TIMES

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

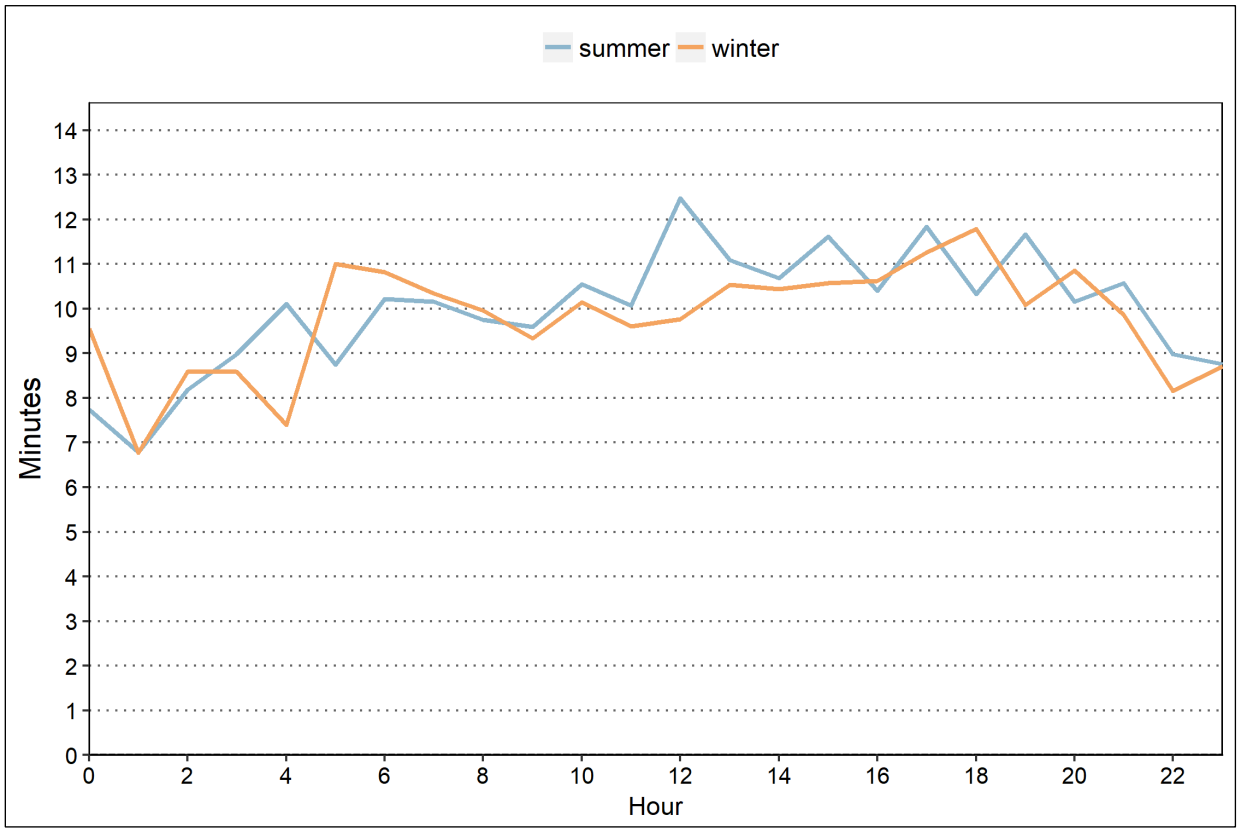
We begin the discussion with statistics that include all calls combined. We started with 7,892 calls for winter and 8,596 calls for summer. We limited our analysis to community-initiated calls, which included 3,382 calls for winter and 3,670 calls for summer. After excluding calls without valid arrival times and excluding calls located within the Sugar Land Police Department's building, we were left with 2,985 calls in winter and 3,188 calls in summer for our analysis. For the entire year, we began with 67,456 calls, limited our analysis to 30,287 community-initiated calls, and further focused our analysis on 26,423 calls after excluding those lacking valid arrival times or those located at the Sugar Land Police Department's headquarters.

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

All Calls

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

FIGURE 12-26: Average Response Time and Dispatch Delays, by Hour of Day, Winter and Summer 2017



Observations:

- Average response times varied significantly by hour of day.
- In winter, the longest response times were between 6:00 p.m. and 7:00 p.m., with an average of 11.8 minutes.
- In winter, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 6.8 minutes.
- In summer, the longest response times were between noon and 1:00 p.m., with an average of 12.5 minutes.
- In summer, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 6.8 minutes.

FIGURE 12-27: Average Response Time by Category, Winter 2017

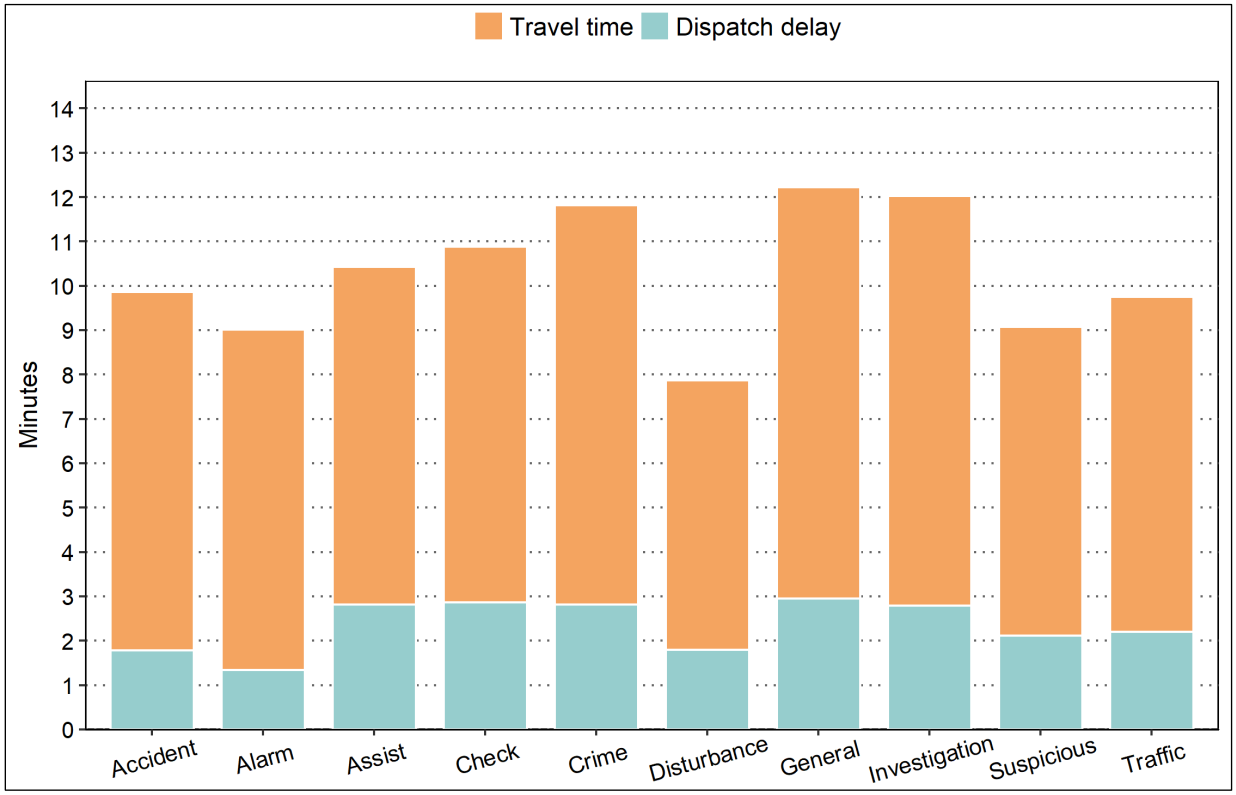


FIGURE 12-28: Average Response Time by Category, Summer 2017

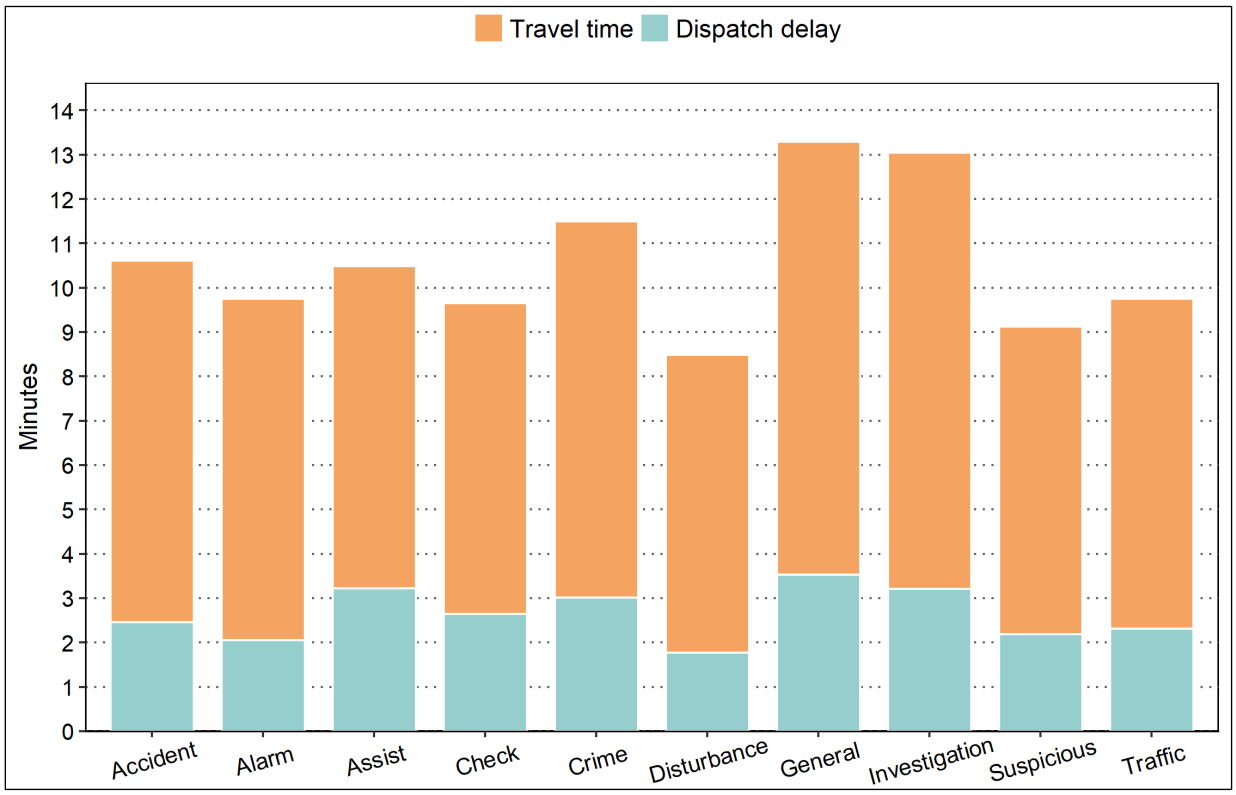


TABLE 12-15: Average Response Time Components, by Category

Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	1.8	8.1	9.9	2.5	8.2	10.6
Alarm	1.3	7.7	9.0	2.0	7.7	9.7
Animal	2.3	9.1	11.5	3.2	9.2	12.4
Assist citizen	3.5	8.6	12.0	4.7	8.8	13.5
Assist other agency	1.9	6.3	8.2	1.9	5.8	7.7
Check	2.9	8.0	10.9	2.6	7.0	9.7
Crime–drug/alcohol	1.5	6.0	7.5	3.9	5.8	9.8
Crime–person	2.9	7.9	10.8	2.4	7.5	10.0
Crime–property	2.8	9.3	12.1	3.2	8.8	12.0
Disturbance	1.8	6.1	7.9	1.8	6.7	8.5
Investigation	2.8	9.2	12.0	3.2	9.8	13.1
Miscellaneous	4.2	8.8	13.0	4.3	7.9	12.2
Suspicious incident	2.1	7.0	9.1	2.2	6.9	9.1
Traffic enforcement	2.2	7.5	9.7	2.3	7.4	9.8
Violation	3.0	9.6	12.6	3.6	11.2	14.8
Total Average	**2.1**	**8.0**	**10.1**	**2.5**	**7.9**	**10.4**

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

Observations:

- In winter, the average response time for most categories was between 8 minutes and 12 minutes.
- In winter, the average response time was as short as 8 minutes (for disturbance) and as long as 12 minutes (for general noncriminal).
- In summer, the average response time for most categories was between 8 minutes and 13 minutes.
- In summer, the average response time was as short as 8 minutes (for disturbance) and as long as 13 minutes (for general noncriminal).
- The average response time for crime was 12 minutes in winter and 11 minutes in summer.

TABLE 12-16: 90th Percentiles for Response Time Components, by Category

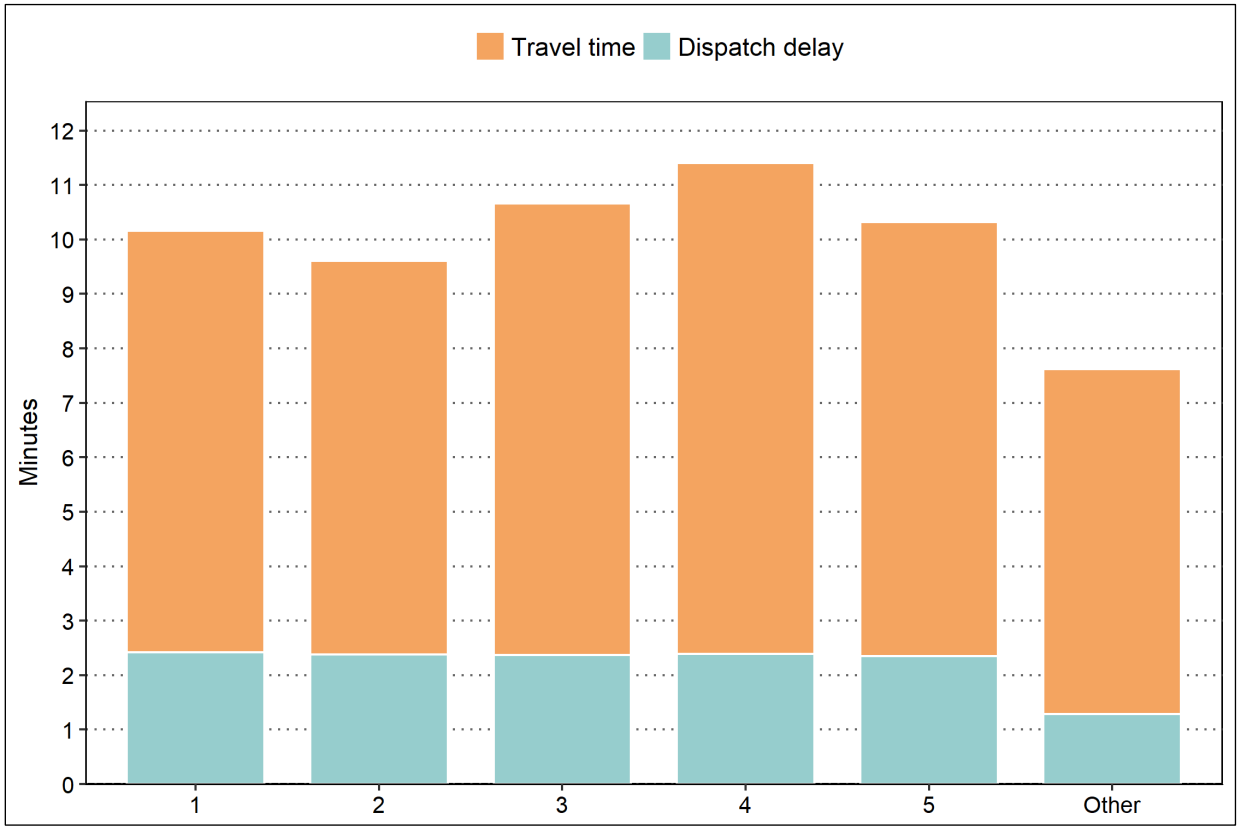
Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	3.3	13.9	15.9	5.1	15.2	18.4
Alarm	2.4	13.8	15.4	3.7	13.4	16.6
Animal	4.1	14.8	18.2	7.2	16.5	22.8
Assist citizen	7.6	16.2	18.7	7.6	16.7	28.4
Assist other agency	4.2	11.8	14.5	5.0	9.0	13.3
Check	6.6	14.0	19.5	4.6	13.4	16.9
Crime–drug/alcohol	2.6	11.0	13.0	7.9	8.5	17.3
Crime–person	4.9	14.3	18.3	4.6	15.8	20.6
Crime–property	5.7	17.9	22.4	6.0	17.2	21.9
Disturbance	3.1	10.0	13.0	3.3	11.5	14.6
Investigation	4.9	16.6	21.8	6.1	19.6	26.0
Miscellaneous	8.9	13.6	23.7	6.3	14.8	21.2
Suspicious incident	3.8	13.1	16.2	4.1	12.8	16.7
Traffic enforcement	4.1	14.1	17.9	4.0	13.2	17.8
Violation	6.9	18.0	22.3	7.8	20.0	24.6
Total Average	**4.2**	**14.4**	**17.6**	**4.9**	**14.5**	**18.9**

Note: A 90th percentile value of 15.9 minutes means that 90 percent of all calls are responded to in fewer than 15.9 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 13 minutes (for disturbance) and as long as 22 minutes (for crime).
- In summer, the 90th percentile value for response time was as short as 15 minutes (for disturbance) and as long as 26 minutes (for investigation).

FIGURE 12-29: Average Response Time Components, by Beat



Note: Beat "Other" includes calls without beat record (87 calls).

TABLE 12-17: Average Response Time Components, by Beat

Beat	Dispatch	Travel	Response	Calls	Area (Sq. miles)	Population (2016)
SLB1	2.4	7.7	10.2	4,675	10.19	18,596
SLB2	2.3	7.3	9.6	6,499	3.47	7,056
SLB9	2.6	6.9	9.5	2,101		
SLB3	2.4	8.3	10.7	4,572	5.63	16,883
SLB4	2.4	9.0	11.4	3,762	8.95	24,906
SLB5	2.4	8.0	10.3	4,727	8.21	11,448
Other	1.3	6.3	7.6	87	NA	NA
Weighted Average/ Total	**2.4**	**7.9**	**10.3**	**26,423**	**36.45**	**78,889**

Note: SLB9 is a subset of SLB2. Population and area estimates are provided by the city's GIS division.

Observations:

- Ignoring the beat "Other," SLB2 had the shortest average response time and SLB4 had the highest average response time.
- All beats have a dispatch delay of fewer than 3 minutes.

High-Priority Calls

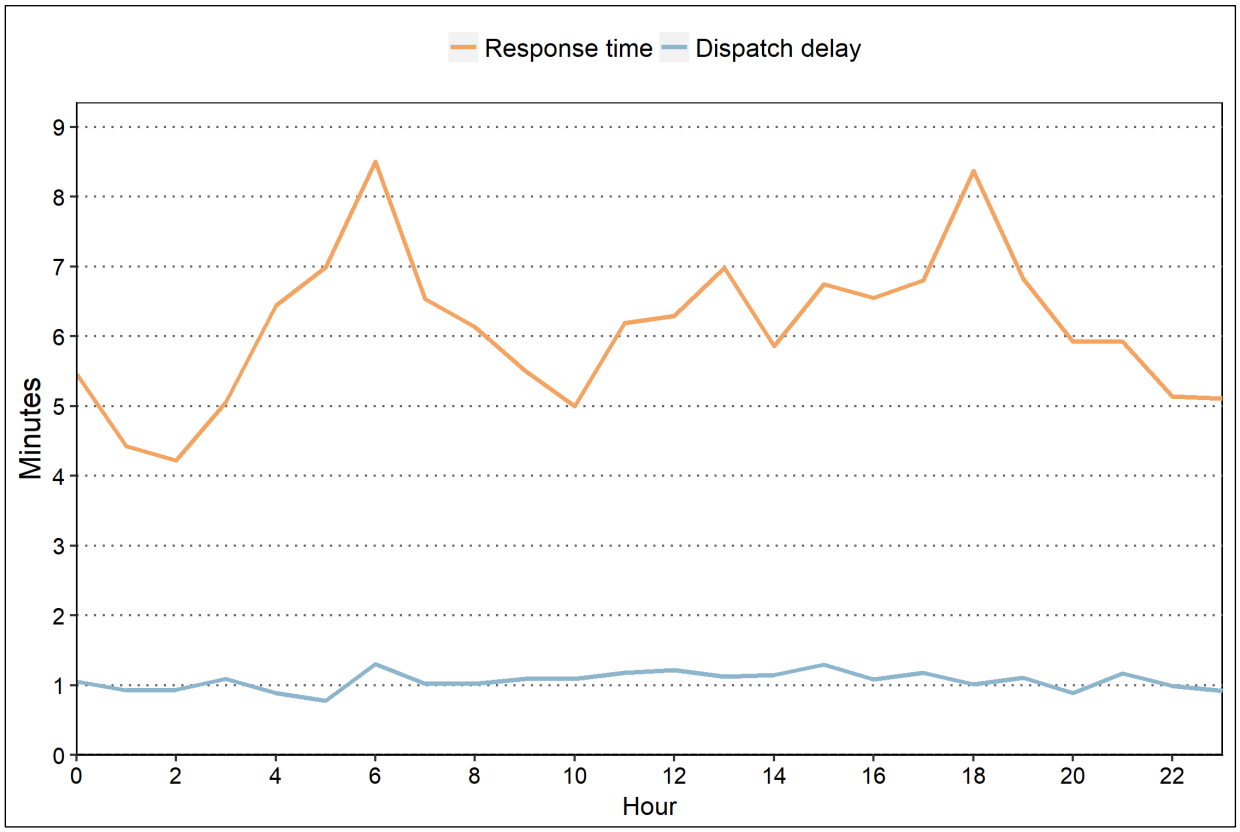
The department assigned priorities to calls with Priority "p" and "1" as the highest priority. Table 12-18 shows average response times by priority. Figure 12-30 focuses on Priority "P" and "1" calls only.

TABLE 12-18: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch Delay	Travel Time	Response Time	Calls
P	1.0	3.3	4.3	99
1	1.1	5.3	6.5	1,340
2	2.1	7.7	9.8	17,137
3	3.3	8.7	12.0	7,701
Other	3.5	7.6	11.1	146
Weighted Average/Total	**2.4**	**7.9**	**10.3**	**26,423**
Injury accidents	1.0	5.4	6.4	331

Note: The total average is weighted according to the number of calls within each priority level. The "other" category includes 141 calls without an assigned priority and 6 calls with various priority numbers.

FIGURE 12-30: Average Response Times and Dispatch Delays for High-Priority Calls, by Hour



Observations:

- High-priority calls had an average response time of 6.3 minutes, lower than the overall average of 10.3 minutes for all calls.
- Average dispatch delay was 1.1 minutes for high-priority calls, compared to 2.4 minutes overall.
- For high-priority calls, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 8.5 minutes.
- For high-priority calls, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 4.2 minutes.
- Average dispatch delay for high-priority calls was consistently 1.3 minutes or less, except between 6:00 a.m. and 7:00 a.m.
- Average response time for injury accidents was 6.4 minutes, with a dispatch delay of 1.0 minute.

APPENDIX A: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI) and the Texas Department of Public Safety (TxDPS). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2007 through 2016, along with clearance rates for 2016. Crime rates are expressed as incidents per 100,000 population.

TABLE 12-19: Reported Crime Rates in 2016, by City

City	State	Population	Crime Rates		
			Violent	Property	Total
Alvin	TX	26,100	215	2,471	2,686
Angleton	TX	19,546	297	1,903	2,200
Dickinson	TX	20,131	353	2,136	2,489
Friendswood	TX	39,402	69	766	835
Galveston	TX	50,667	482	3,495	3,977
Lake Jackson	TX	27,676	195	1,601	1,796
League City	TX	101,436	81	1,910	1,990
Marshall	TX	23,876	574	4,113	4,687
Missouri City	TX	75,607	190	1,670	1,861
Pearland	TX	112,814	175	1,814	1,988
Rosenberg	TX	36,360	294	1,700	1,994
Stafford	TX	18,602	516	3,833	4,349
Texas City	TX	48,095	518	3,657	4,175
Sugar Land	**TX**	**90,088**	**85**	**1,621**	**1,706**
Texas		**27,862,596**	**434**	**2,760**	**3,194**
United States		**323,127,513**	**386**	**2,451**	**2,837**

FIGURE 12-31: Reported Sugar Land Violent and Property Crime Rates, by Year

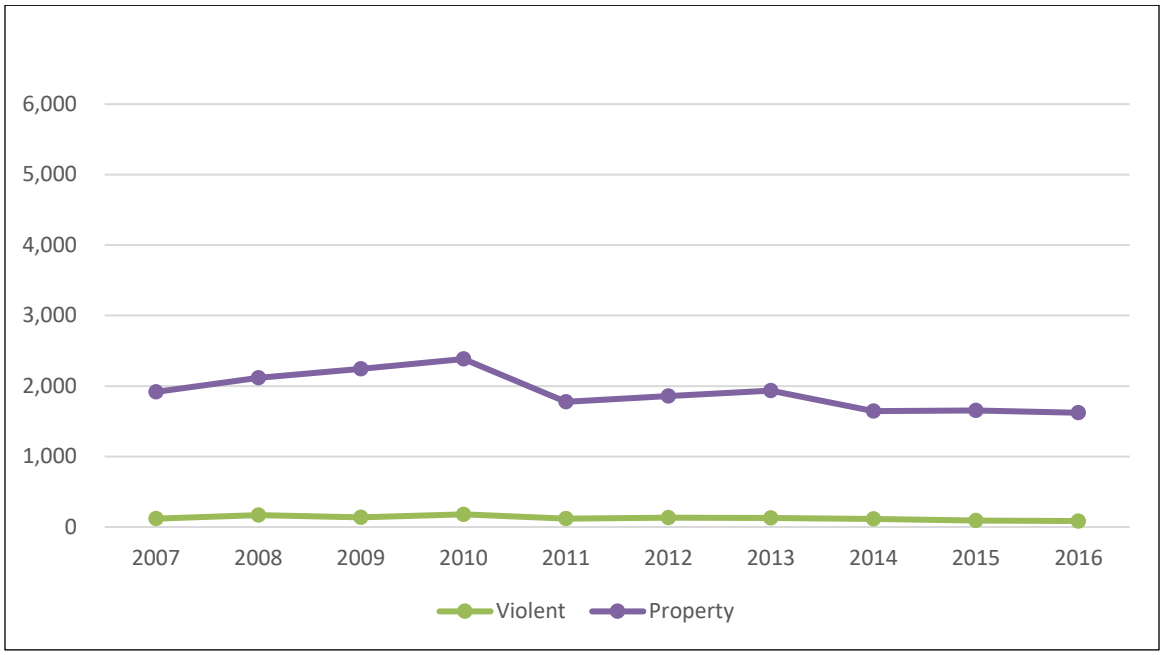


FIGURE 12-32: Reported City and State Crime Rates, by Year

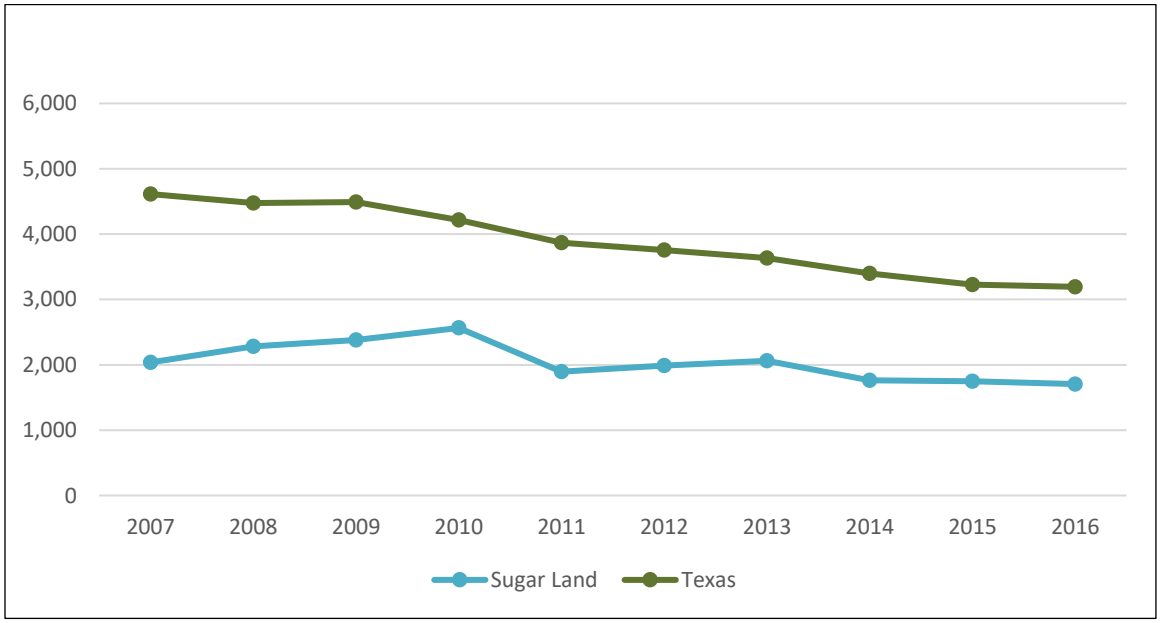


TABLE 12-20: Reported Sugar Land, State, and National Crime Rates, by Year

Year	Sugar Land				Texas				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2007	82,402	121	1,915	2,036	23,977,218	509	4,104	4,613	306,799,884	442	3,045	3,487
2008	81,763	169	2,115	2,283	24,401,987	506	3,971	4,477	309,327,055	438	3,055	3,493
2009	82,696	137	2,242	2,379	24,855,177	489	4,000	4,490	312,367,926	416	2,906	3,322
2010	78,817	180	2,384	2,564	25,218,692	449	3,767	4,215	314,170,775	393	2,833	3,225
2011	80,475	119	1,776	1,895	25,756,300	406	3,463	3,869	317,186,963	376	2,800	3,176
2012	82,924	131	1,858	1,990	26,143,479	407	3,349	3,756	319,697,368	377	2,758	3,135
2013	83,460	129	1,933	2,062	26,533,703	399	3,235	3,634	321,947,240	362	2,627	2,989
2014	85,055	116	1,646	1,762	27,043,226	404	2,995	3,399	324,699,246	357	2,464	2,821
2015	88,810	93	1,655	1,749	27,555,914	410	2,818	3,228	327,455,769	368	2,376	2,744
2016	90,088	85	1,621	1,706	27,862,596	434	2,760	3,194	323,127,513	386	2,451	2,837

TABLE 12-21: Reported Sugar Land, State, and National Clearance Rates, for 2016

Crime	Sugar Land			Texas			National		
	Crimes	Clearances	Rate	Crimes	Clearances *	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	1	NA	1,472	982	67%	15,566	9,246	59%
Rape	16	12	75%	13,291	4,930	37%	111,241	40,603	37%
Robbery	43	23	53%	33,242	7,940	24%	306,172	90,627	30%
Aggravated Assault	18	20	100%	72,582	35,900	50%	744,132	396,622	53%
Burglary	250	19	8%	147,878	15,500	11%	1,393,570	182,558	13%
Larceny	1,162	361	31%	548,563	91,600	17%	5,211,566	1,063,159	20%
Vehicle Theft	48	8	17%	68,461	9,310	14%	714,041	94,967	13%

Note: The Texas 2016 clearances were estimated based upon the provided crimes and clearance rates. Direct clearances were not available at this time and estimates are provided to three significant digits.