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MEMORANDUM

TO: Mayor and City Councilmembers
Citizens of the City of Spartanburg
Community Stakeholders
City of Spartanburg Employees

FROM: Ed Memmott, City Manager

SUBJECT: Police and Fire Department Organizational Study

DATE: February 24, 2016

Providing for the safety of our citizens is the City's highest priority. Because it is so important, it is appropriate to periodically assess how we are structured and how we go about our police and fire operations. The report from Management Partners is an independent review of the City's police and fire operations. I want to thank Police Chief Thompson and Fire Chief Blackwell and their respective command teams for the cooperation extended during the study. Taking the initiative to invite an independent third party to review operations is evidence that leadership of the police and fire departments is open-minded and committed to continuous improvement. The report, while making many recommendations, concludes that we are performing well in most areas. I was pleased to learn that in many instances our police and fire teams, in advance of the study, were exploring many of the recommendations made by the consultant. City management will take the findings and recommendations of the report seriously.

We must also be candid with the public about the level of service they can expect to receive from their police and fire departments. Over the past six years, the City has cut its workforce by approximately 60 full-time positions. While our police and fire departments were spared from these personnel reductions, federal resources (Community Oriented Policing – COPS grants) that once provided funding for eight (8) officers who were assigned specific neighborhoods is no longer available. Today, our patrol officers must cover significantly larger areas.

While we work diligently at the tactical level to prevent crime and improve public safety, we must also continue to fully engage in strategic collaboration with our social service agencies, educational partners, community development partners, state and federal partners, and private foundations to transform our most challenged neighborhoods. These strategic efforts, like the Northside Initiative and Way to Wellville, are complex, expensive, long-term endeavors that give Spartanburg its best chance for sustainable positive transformation.

All City employees, not just police and fire, must play a purposeful role in these endeavors as we work together to improve the City.



City of SPARTANBURG
Police Department

February 25, 2016

Mr. Ed Memmott
City Manager
City of Spartanburg

Dear Mr. Memmott:

Over the course of several months, the City of Spartanburg Police Department worked with the firm Management Partners to conduct a comprehensive review of our department, our existing procedures and practices, our resources, and our results. This process was especially valuable to the members of the department who had the opportunity to directly interact with the Management Partners team, and I believe the resulting independent review and its recommendations will prove to be likewise for the entire department for years to come. This review process allowed us to take a step back and critique our existing practices and beliefs, while also providing us with important exposure to new ideas.

Indeed, I believe the final report from Management Partners includes several practical recommendations that will improve our effectiveness and enhance some existing practices. Several of these recommendations either already have been or are in the process of being implemented. Some are contingent upon the acquisition of technological enhancements, such as the ongoing implementation of the new records management system. Other recommendations may be implemented based upon our continued assessment of crime trends, calls for service, and the availability of new or reorganization of current resources.

At the same time, I believe the report confirms what I have said since I was hired as Police Chief two years ago: the Spartanburg Police Department is in no way broken. The Spartanburg Police Department has maintained national accreditation for over 16 years. However, as with all organizations there are opportunities for growth. The Spartanburg Police Department has a deep commitment to community policing as a guiding organizational philosophy, and our leadership understands the importance of constantly challenging each member of our team to engage in building collaborative community partnerships, aligning our resources to support those partnerships, and proactively seeking opportunities to engage in problem-solving. By adhering to these practices, our team can strengthen our ability to combat issues of crime.

As we move forward, we will continue to conduct regular self-assessments, explore the effectiveness and feasibility of the recommendations in the Management Partners report, and pursue best practices that hold the most promise of enhancing the quality of life in our city. Thank you for your continued support and your dedication to enhancing the effectiveness of our team.

Sincerely,



Alonzo Thompson
Chief of Police

Policing in Partnership

P.O. Box 1746 · Spartanburg, S.C. 29304

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MEMO

DATE: 02/24/2016

TO: Ed Memmott, CM, CMO

FROM: Marion Blackwell, FC, SFD 

RE: Management Partners Study

The Fire Department has received and reviewed the study conducted by Management Partners. We have spent a great deal of time analyzing the recommendations and have already implemented several, incorporated others within our newly updated strategic plan, and will be further analyzing the remaining recommendations to determine their potential impact on fire department operations, our accreditation status, and our Insurance Service Office (ISO) rating.

Notably, this independent review helped us recognize the need to renew and update our strategic plan. This was also identified in our most recent accreditation site visit. The strategic plan has been rewritten to incorporate both S.M.A.R.T. objectives in accordance with accreditation requirements as well as suggestions contained in the Management Partners study.

Among the recommendations in the study that have already been implemented:

- Develop and implement a succession plan for the Fire Department: A policy has been developed to provide recommended classes to develop skills for each promotional position within the department.
- Implement a replacement selection and training program: Our promotional policy has been revised, and additional supervisory and management training is provided to staff.
- Develop a strategy for formalizing, routinizing, and standardizing practices among automatic/mutual aid agencies: Quarterly meetings are held with all automatic aid agencies and these agreements are reviewed annually.

- **Develop a strategy for reducing the false alarm rate:** The city has contracted with a third-party firm to analyze the false alarms for police and fire and to enforce the city alarm ordinance.
- **Codify after-action reporting protocols in department general orders:** An after-action review policy has been developed and implemented.
- **Distribute after-action reports throughout the Fire Department:** Reviews are now located on our internal server and all personnel are granted access to these reports.

In addition, we are actively analyzing the report's other recommendations, taking into account the unique budgetary, service delivery, operational, and accreditation factors associated with each. Additional implementation of recommendations must present positive outcomes for all involved.

The Fire Department will receive its second re-accreditation in March and the department will attempt to achieve an ISO 1 rating this spring. If successful, the department will be the first and only ISO 1 in the Upstate, as well as just one of two departments in the state of South Carolina and one of 38 in the nation that are nationally accredited with an ISO rating of 1. The Management Partners study has assisted the Fire Department in these efforts that will benefit not only city residents, but also the broader Spartanburg community.

I am excited about what the future holds for our department and our City. Thank you for your continued support of our efforts.

City of Spartanburg

Police and Fire Departments Organization Analysis

Management
Partners

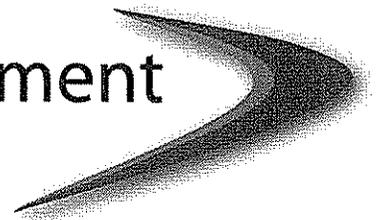


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Executive Summary

The City of Spartanburg recently changed from a consolidated Public Safety Department to separate Police and Fire Departments, both of which have had new leadership appointed within the last two years.

To ensure that the departments are set up for optimal effectiveness and efficiency, Spartanburg engaged Management Partners to conduct an organization review. Management Partners spent many hours on site with a team of experienced professionals and industry experts assessing each department. We learned that each department has been accredited by the appropriate state agency. This means they meet the requirements established by state law and recommended practices.

While both departments have already achieved a high level of professionalism, our team did identify areas for improvement that will lead to increased effectiveness and efficiency.

For the Police Department, recommended improvements include adopting a crime control model, using a community-oriented policing approach, investing in improving community and media relations capacity, and focusing on performance management and accountability.

In this report, we recommend developing a data-driven and performance-based approach similar to the New York Police Department's CompStat. Our analysis indicates that the Spartanburg Police Department has the resources and elements needed to implement a crime control model while simultaneously employing a community-oriented policing approach.

To improve relations with the public and media, we have made a number of recommendations for the Police Department in the areas of social media, incident follow-up, community policing, media relations, and public information.

The Fire Department could improve its operations and see gains in both effectiveness and efficiency if it addresses the looming succession needs,

takes a leadership role in regional strategic planning for fire services, and establishes an accountability system to monitor and manage operations.

The most critical need is to address the impact of retirements in coming years. At this time, over 45% of the workforce is eligible to retire in the next four years and the two assistant chiefs each face mandatory retirement within two years. Battalion chiefs, captains, and lieutenant ranks are all likely to experience significant turnover in the short term. Turnover potential demands development of a succession plan and process to achieve seamless leadership transition.

This report also stresses the need for Spartanburg to take the lead in developing regional strategies for the fire service. At a minimum, the Fire Department strategic plan must be updated to account for the fire chief's vision of the department, fire station location and serviceability, more formalized partnership practices, the high false alarm rate, and a realistic apparatus replacement methodology.

For both departments we describe a performance management system that will provide management with actionable operational data and improve accountability for achieving results.

Attachment A summarizes the 40 recommendations for modifications and improvements in the departments' policies, practices, and protocols.

Background

For over ten years Spartanburg municipal government operated with a Public Safety Department that combined police and fire services into a single operating department. Sworn personnel serving as police officers also responded to fire calls and worked as firefighters on the fire ground. The organization was led by a public safety director responsible for both police and fire service provision.

Recently, Spartanburg decided to change from the consolidated Public Safety Department concept and implement a traditional approach to public safety in the form of two completely separate agencies providing police and fire services. A new fire chief was hired approximately two years ago and a new police chief was hired approximately one year ago.

Spartanburg officials want to assure that the new organizational configuration of two departments is set up for optimal effectiveness and efficiency and that best industry practices are embedded in the operations of each agency. To get this assurance, Spartanburg engaged Management Partners to conduct organizational assessments of the Police and Fire Departments. The results of this external review can then be used by the City administration and the recently installed department leaders to make appropriate modifications to organizational structure, policies, procedures, and operations.

Methodology

Management Partners provided a seasoned team of analysts to assess the Police and Fire Departments. Team members spent several days interviewing the command staffs of each department. They toured Spartanburg with each department's command staff to become acquainted with the physical environment being served. Both departments were asked to provide information on budgets, demand profiles, workloads, organizational structure, job descriptions, operating protocols, and other subjects, as appropriate.

The information developed during the analysis phase of the project was aggregated and compared with best industry practices to identify differences. Preliminary recommendations were developed that identified actions and operations modifications to be implemented to incorporate industry best practices into each department's organization. The preliminary recommendations were discussed with Spartanburg City administrators and department senior staff. This report sets forth Management Partners' recommendations for improving efficiency and effectiveness in Spartanburg's Police and Fire Departments.

Police Department Analysis

The Spartanburg Police Department is a high-performance law enforcement agency as evidenced by its continued accreditation by the Commission on Accreditation for Law Enforcement Agencies (CALEA) and the South Carolina Law Enforcement Accreditation Council (SCLEA). The accreditation process is rigorous and most law enforcement agencies are not accredited. The leadership of the Police Department is eminently capable of implementing the 27 recommendations in this assessment and elevating the department to an even higher level of performance.

Current Organization and Budget

The Spartanburg Police Department has 126 sworn positions and 26 civilian positions. Table 1 shows the current number of positions by number and rank/title.

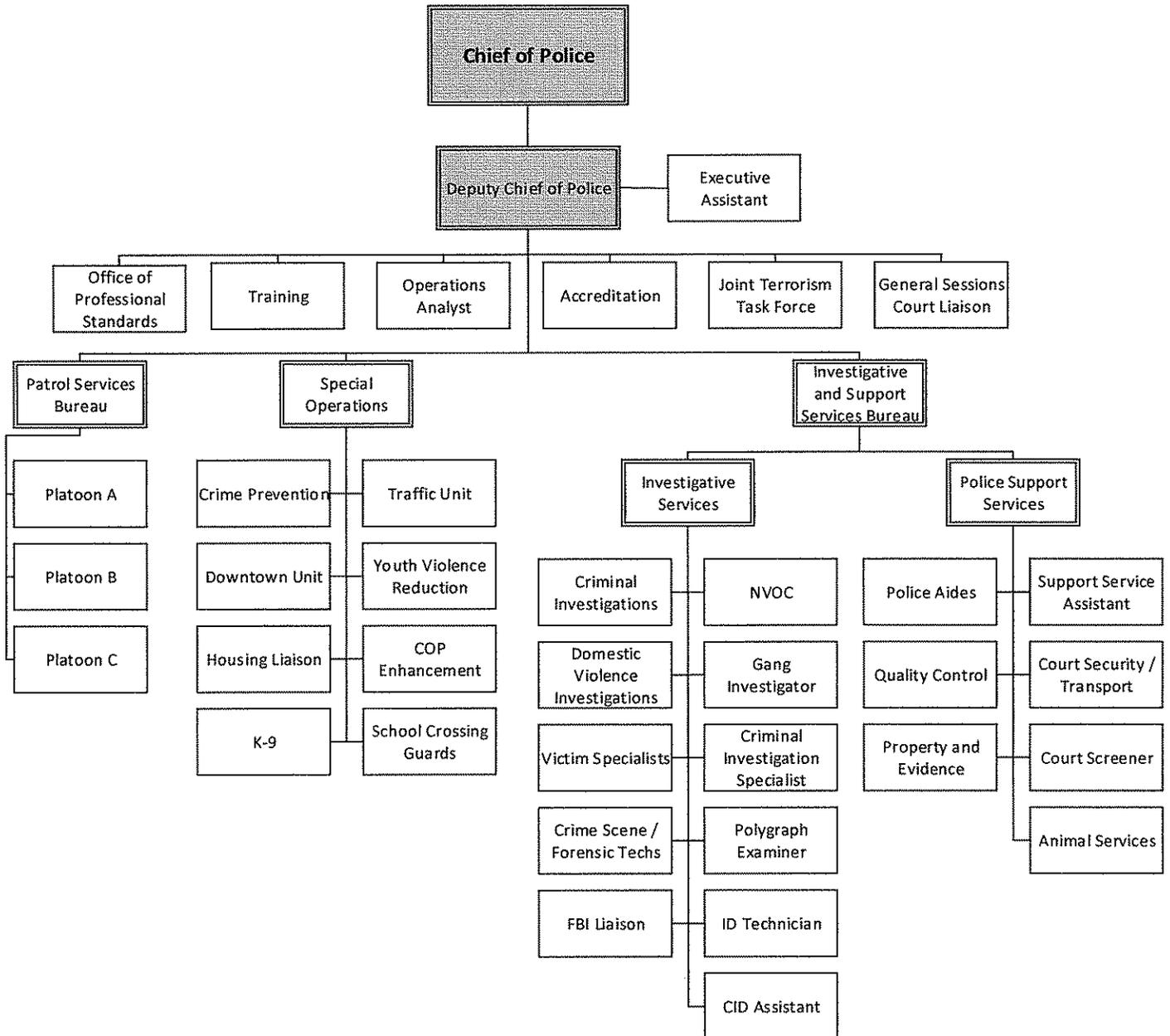
Table 1. Spartanburg Police Department Authorized Positions

Rank/Title	Authorized Number
Police Chief	1
Deputy Chief of Police	1
Major	2
Captain	1
Lieutenant	8
Sergeant	14
Officer	99
Sub-total Sworn	126
Support Service Manager	1
Executive Assistant	1
Operations Analyst	1
Accreditation	1
Criminal Investigation Assistant	1

Rank/Title	Authorized Number
ID Technician	1
Victim Specialists	2
Criminal Investigation Specialist	1
Crime Scene Tech	3
Quality Control Specialist	1
Police Aide	6
Support Service Assistant	1
Court Security/Transport	1
Court Screener	1
Property and Evidence	2
Animal Control	2
Sub-total Civilians	26
Total All	152

Figure 1 displays the organization chart for the Police Department.

Figure 1. Spartanburg Police Department Organization Chart



The current operating budget for the Police Department is \$9,443,059 consisting of \$8,170,358 in personnel cost and \$1,272,701 in other costs.

Service Environment Profile

Profiling the crime rate and the trend in the crime rate for Spartanburg provides insight into the policing models, department organization, and operations protocols that will optimize performance from existing resources. Crime tracking is divided into two general types of crimes: Part 1 crimes (violent crimes) and Part 2 crimes (property crimes). As will be evident from the tables below Part 1 crimes are the most serious in nature and typically result in sentencing to a state prison for one year or more. Part 2 crimes are less serious in nature and may result in a wide variety of responses from jail time (usually in a county facility) to probation.

Table 2 below shows the trend in Part 1 crimes in Spartanburg.

Table 2. Part 1 Crime Reports 2009 to 2013

Crime Type	2009	2010	2011	2012	2013	Percent Change 2009 to 2013
Murder/Non-negligent Manslaughter	4	6	5	2	3	-25%
Forcible Rape	19	18	12	20	24	+26%
Robbery	175	129	127	120	130	-26%
Aggravated Assault	602	493	513	395	370	-38%
Burglary	764	679	684	479	490	-36%
Larceny - Theft	2,390	2,207	1,952	2,120	2,060	-14%
Motor Vehicle Theft	227	201	220	95	118	-48%
Arson	36	14	24	14	13	-64%
TOTAL	4,217	3,747	3,537	3,245	3,208	-24%

From 2009 through 2013 Part 1 crime in Spartanburg decreased by 24%. To provide context to crime reports it is often useful to compare this information with other similar jurisdictions. Care must be taken in placing undue emphasis on benchmarking in that no two jurisdictions are exactly alike and may commit differing levels of resources to crime control. Nonetheless, there is value in benchmarking so long as the results are not deemed to be completely indicative of performance.

Management Partners identified ten other jurisdictions in the eastern United States similar to Spartanburg based on population and poverty rate. Table 3 shows the comparative crime statistics for each of those jurisdictions.

Table 3. Part 1 Crime Reports Comparison with Benchmark Partners 2009 to 2013

Jurisdiction	Population	Poverty Rate	Part 1 Crime Percent Change 2009 to 2013	Violent Crime Percent Change 2009 to 2013	Property Crime Percent Change 2009 to 2013
Spartanburg, SC	37,647	26.4%	-24%	-34%	-21%
Columbia, TN	35,558	23.5%	-16%	-28%	-13%
Salisbury, NC	33,604	24.8%	-5%	-2%	-6%
Hagerstown, MD	40,612	25.5%	+10%	+28%	+7%
Goldsboro, NC	36,306	25.7%	-12%	-12%	-12%
Dalton, GA	33,414	26.4%	+3%	-44%	+7%
Myrtle Beach, SC	29,175	26.6%	+16%	+27%	+15%
East Point, GA	35,512	26.6%	+14%	-3%	+16%
Cleveland, TN	42,774	27.2%	+1%	-13%	+16%
Charlottesville, VA	44,349	27.5%	-27%	-15%	-29%
Salisbury, MD	31,507	28.4%	-34%	-49%	-31%
NATIONAL	NA	NA	-8%	-12%	-8%

Compared to the ten benchmarked cities, Spartanburg had the third largest decrease in Part 1, violent, and property crimes between 2009 and the end of 2013. Spartanburg’s crime also decreased more than the national decrease in each crime category during that same period.

Part 2 crime reports are for less serious offenses and are not always as uniformly reported as Part 1 crimes. Comparative information for Part 2 crimes is not as readily available as Part 1 crimes so there is no ability to benchmark comparative experience. Spartanburg’s Part 2 crime experience is shown in Table 4.

Table 4. Spartanburg Part 2 Crime Report 2009 to 2013

	2009	2010	2011	2012	2013	Percent Change 2009 to 2013
Total All Part 2 Crimes	4,065	4,515	4,179	3,807	3,707	-8%

Table 4 indicates that, just as is the case with Part 1 crime, Part 2 crime has also decreased but by a more modest rate of 8%.

One other view of the crime profile in Spartanburg is necessary to round out the analysis of the service environment. When profiling the service environment, crime rates, or the number of crimes per 1,000 people, are a companion indicator. Spartanburg's Part 1 crime rate in 2013 was 85 Part 1 crimes per 1,000 people. Spartanburg's Part 2 crime rate in 2013 was 98 per 1,000 people.

While Spartanburg has experienced significant decreases in crime and crime reports between 2009 and 2013, continued emphasis on crime control operations and tactics is needed.

Management Partners' analysis of the Spartanburg Police Department's organization, operations, and service environment indicates a need for the department to become more analytical, flexible and tactical in deployment of its resources.

CompStat

As mentioned previously, Part 1 crime in Spartanburg decreased by 24% between 2009 and 2013. This reduction compares very favorably to ten peer cities as well as the national crime experience. Part 2 crime decreased by 8% over that same span. In spite of this decrease in volume of crime, the crime rate, the number of crimes per 1,000 people is still a source of concern

Industry best practices for effective crime control use a data-driven and performance-based approach exemplified in the New York crime control policing model, known as CompStat. Our analysis indicates that the Spartanburg Police Department has the resources needed to implement a crime control model. The police chief indicated his aim to organize the current resources of the department to implement a CompStat policing model.

The key element revealed by our assessment is that the Patrol Division has the time and resources to meet the International Association of Chiefs of Police standard: allocating one-third of patrol time to officer-initiated activity and tactically directed patrol while still meeting historical demand of dispatched calls for service and administrative requirements.

Another element already present is software support for crime analysis and mapping. In addition, personnel resources necessary for determining

crime patterns and planning countermeasures are already funded and present in the organization.

To implement the crime control model, the department must begin to hold performance review meetings, reorganize the special operations units of the department to provide tactical resources, deploy resources flexibly and situationally, and begin relentless assessment of operations.

While implementing this approach is the most important element of the assessment there are others that will also improve service quality. Making community policing practices department-wide in scope and instituting recommendations for community outreach, customer feedback tools, media relations and the use of social media will bring the department into closer partnership with the residents of Spartanburg and other stakeholders.

The CompStat policing model is based on five elements:

- Specific objectives,
- Timely and accurate intelligence,
- Effective strategies and tactics,
- Rapid deployment of personnel and resources, and
- Relentless follow-up and assessment.¹

Each element is described below.

Specific Objectives

The model begins with the police department command staff, in collaboration with city officials, designating three to five crime specific objectives for the year (or some other reasonable period of time). Some examples of objectives could be: reduce the number of aggravated assaults, reduce gang related crimes, or increase the number of weapons taken off the streets.

Objectives should be oriented to outcomes, not output and should not include “administrative” or “process” objectives. An administrative or process objective example would be “to allocate three officers to traffic control during rush hours.” By designating specific objectives, the focus

¹ McDonald, Phyllis Parshall. *Managing Police Operations*. 2002 California: Wadsworth/Thomson Learning, page 8

of the department is unified and resource allocation decisions can be better rationalized.

Department managers report that command staff will work with city officials to identify three to five crime specific objectives for the year.

Timely and Accurate Intelligence

Data on what crimes are occurring in what locations and at what intervals must be collected and analyzed on a rapid turnaround basis. Those data must then be turned into information about patterns and offenders and disseminated throughout the department's ranks so that crime control measures can be planned and implemented. Department managers report that all employees receive crime reports with statistical data on a daily basis.

Effective Strategies and Tactics

Crime is opportunistic and mobile. To be effective, crime control must be flexible. Developing effective strategies and tactics is best accomplished by having all units of the department convene on a regular basis to review and analyze crime pattern information and then identify appropriate countermeasures and tactics. It is also crucial that all staff levels participate in the design of strategies and tactics. Line officers and supervisors must be willing and able to convey problems and issues occurring in their areas and suggest solutions. Cross-division meetings are held periodically to discuss issues and strategies to mitigate those issues.

Rapid Deployment of Personnel and Resources

The Office of Management Analysis and Planning of the New York Police Department says the following about resource deployment.

Once a tactical plan has been developed, an array of personnel and other necessary resources are promptly deployed. Although some tactical plans might involve only patrol personnel, for example, experience has proven that the most effective plans require that personnel from several units and enforcement functions work together to address the problem. A viable and comprehensive response to a crime or quality of life problem generally demands that patrol personnel, investigators and

support personnel bring their expertise and resources to bear in a coordinated effort.²

The organizational format of the police department must be structured so that it is easy to mobilize the resources of each unit in the department for tactical deployment irrespective of unit specialization. Department managers report that officers' schedules are modified based on staffing and enforcement needs.

Relentless Follow-up and Assessment

Assessing and evaluating strategies and tactics is somewhat uncommon in law enforcement. Yet without this discipline, all other activities are not as effective. It is important to know what works and what does not work in terms of crime control tactics that have been deployed. What works can be replicated. What does not work can be halted. This approach uses every form of analysis and evaluation that is pertinent to assess the strategies and tactics for effectiveness. Factors such as changes in crime patterns, complaints from the public, and calls for service are all indicators of success or failure that should be tracked and analyzed. A "report card" should be prepared and shared appropriately with all the stakeholders.

Implementing a Crime Control Model

There are a number of operational and organizational implications for the Spartanburg Police Department as it goes about implementing a crime control model. This section of the report discusses those implications.

Patrol Bureau

In any police department, the patrol force has the single largest allocation of resources in terms of personnel and equipment. In this policing model, the patrol force is the "tip of the spear." The patrol force has the most contact with both the perpetrators and victims of crime, has the most interactions with other elements of the law enforcement system, and is the most familiar with the environment in which crime control services are rendered. To achieve the best results, the patrol force must have a

² *The CompStat Process*, prepared by the Office of Management Analysis and Planning, NYPD, 1995, page 2.

significant amount of its time available for internally initiated activity, sometimes called officer-initiated activity or directed patrol.

Patrol Staffing Standard

The International Association of Chiefs of Police (IACP) has developed a recommended standard for allocating patrol officers' time. This is sometimes referred to as the "gold standard" of patrol and it is considered to be the ideal. It is also called the gold standard because many police departments do not have the resources for reaching it.

The IACP standard for patrol time allocation is that 33% of an officer's time should be absorbed by responding to dispatched calls for service (DCFS), 33% of the time on administrative duties, and 33% of time on officer-initiated activity/directed patrol.

Dispatched calls for service are those incidents originating from a call to the E-911 center that result in a patrol unit being dispatched to the scene of the call for service. This is essentially a reactive response to an incident that has already occurred or is in progress.

Administrative duties include report writing, training, on-duty break time, and on-duty court time. These activities are essentially internally oriented to department management and have little or no interaction with the service environment.

Officer-initiated/directed patrol time is when an officer can proactively operate either on his/her own initiative or engage in tactics that have been determined as a result of department analysis. This type of activity has proven to be the best use of resources for effective crime control. Positive outcomes produced as a result of proactive policing based on analysis are more likely to control crime than random patrolling.

Many, if not most, police departments find that the time available for officer-initiated/directed patrol falls well short of 33%. To determine the viability of implementing a crime control model in the Spartanburg Police Department it was necessary to determine the degree of availability of patrol unit time for engaging in officer-initiated/directed patrol activities. If the time available for these activities is below 33%, additional resources will be required or response policy modifications will be needed.

Patrol Staffing Analysis

The key to this type of staffing analysis is determining the amount of time consumed by dispatched calls for service (DCFS). This is a function of the

total number of DCFS and the average amount of time per call. (The amount of time for a DCFS begins when the dispatch center radios a patrol unit with a call for service and ends when that unit radios the dispatch center that it is available to take another call.) The Spartanburg Police Department reports that in 2013 there were 37,099 DCFS and that the average time per DCFS was 34.29 minutes. This equates to 21,198 hours consumed by DCFS in 2013.

Once the time consumed by DCFS is known it is necessary to determine the average number of hours a year that a police officer is actually available for patrol. This is determined by subtracting the average number of hours of all types of leave (sick, vacation, military etc.) from the total number of hours a patrol officer is scheduled to work during the year.

Officers are scheduled to work 2,080 hours per year. In 2013, the Police Department reports that an average of 252 hours of leave was used per officer. This means that the average availability for patrol is 1,828 hours per officer. Since the target is to use 33% of available time for DCFS the number of hours per officer to be allocated for DCFS to meet the IACP standard is 603.24.

To determine how many officers are needed to meet the 33% standard it is necessary to divide the number of hours consumed by DCFS (21,198) by the average hours targeted for DCFS (603.24). The result of this calculation indicates that 35.14 positions are needed to provide 21,198 hours of DCFS response time.

To determine the number of personnel that must be hired to make 35.14 positions available it is necessary to determine the relief factor. Filling one position for eight hours for 365 days a year requires 2,920 hours. As shown above, average officer availability is 1,828 hours a year. The relief factor is derived by dividing 2,920 hours needed by 1,828 hours available. The result is 1.6. This means that to fill 35.14 officer positions in patrol it is necessary to assign 56 personnel to patrol to meet the 33% DCFS target standard (35.14 multiplied by 1.6).

Currently, there are 54 sergeants and officers assigned to the Patrol Division plus 2 personnel in the academy and 3 personnel on light duty. Therefore, the Spartanburg Police Department has the requisite number of personnel assigned to patrol to meet the IACP "gold standard" of limiting DCFS time to 33% of available time.

Recommendation 1. Implement a crime control policing model in the Spartanburg Police Department.

Department managers report the department is taking steps to enhance existing resources and formalize existing processes to implement the crime control policing model.

Specialized Units

Moving to a crime control model represents a significant change from the traditional model, where units often function independently from each another. In contrast, in the crime control model,

...patrol is held accountable for crime in a given geographic area while...all other specialized units are aligned to support the patrol activity. Specialized units that, in the past, functioned to achieve their own individual objectives are brought together in relationship to patrol...³

The Spartanburg Police Department currently has eight specialized units:

- K-9 unit,
- Downtown unit,
- Housing Liaison unit,
- Crime Prevention unit,
- COP Enhancement unit,
- Youth Violence Reduction unit,
- Traffic unit; and
- Joint Terrorism Task Force.

K-9 Unit

K-9 unit duties include tracking and apprehension of suspects and locating abandoned articles. The K-9 officers also conduct both general and narcotic searches of buildings, property, and vehicles; as well as provide demonstrations for the community through partnerships with various schools, churches and civic organizations. There are four K-9 teams, three that augment patrol staffing and one that supports the Narcotics Unit.

K-9 teams are deployed based on reviews of calls for service data and have a primary objective of assisting officers assigned to conduct patrol activities. They respond to calls for service as primary responding officers

³ McDonald, Phyllis Parshall. *Managing Police Operations*. 2002 California: Wadsworth/Thomson Learning, page 13.

and use non-directed time to increase police presence in crime hot spots. Standard Operating Procedures are enumerated in General Order 530.4A.

Four sworn positions are assigned to the K-9 unit: one sergeant; one master police officer; one senior police officer; and one police officer II. There are no civilian positions in the unit. The unit is funded entirely from the General Fund.

Downtown Unit

The Downtown Unit has six officers dedicated to patrolling the downtown business district. These officers respond to calls within their assigned area; but also serve as ambassadors for the City and department to build positive relationships with merchants and patrons alike. The unit conducts or assists with investigations of incidents that occur in the assigned geographical area and relieves general patrol officers from responding to calls for service in that area.

Officers assigned to the downtown business district are deployed based on scheduled activities and events, review of incidents, and business operations in the downtown. The shift schedule covers 8:00 a.m. to 3:00 a.m. but is occasionally changed based on scheduled activities or crime patterns. Standard Operating Procedures are specified in General Order 510.6A2.

The six officers assigned to the Downtown Unit include one sergeant; two master police officers; two senior police officers; one police officer II. There are no civilian positions assigned. The unit is funded entirely from the General Fund.

Housing Liaison Unit

This unit coordinates activities with Housing Authority management and other government-subsidized property management and law enforcement to promote safety and welfare of residents in public and subsidized housing. To promote safety in public housing, the unit presents educational programs on crime prevention, gang awareness, and general safety for property managers and tenants. The unit also assists with housing applicant background checks, collects and distributes crime reports to housing complex managers, and conducts security surveys at Housing Authority and other government subsidized properties.

The housing liaison also engages in activities that target crime in the areas of the housing complexes, and works with the residents to partner with

the police to help make the areas a more desirable place to live. Crime reports and intelligence are shared with patrol officers relating to identified crime trends in housing complexes. When asked, the unit assists in identifying and locating persons of interest or wanted persons who might be residing in housing complexes. The unit is also a source for intelligence for narcotics investigations.

The unit has a primary shift schedule of 8:00 a.m. to 5:00 p.m. The schedule is changed, however, based on needs identified through crime trend analysis or to meet with the stakeholders of public housing complexes.

The unit consists of one master police officer and is funded from the General Fund.

Crime Prevention Unit (includes School Resource Officers)

The Crime Prevention Unit is responsible for comprehensive crime prevention activities throughout the City. The section conducts home and business security checks, self-defense classes, Neighborhood Watch programs, and coordinates a variety of public presentations to increase awareness of crime prevention practices.

The unit is also responsible for scheduling, planning, and maintaining a course of instruction for programs in designated schools. School resource officers (SROs) work special events that are likely to be attended by middle and high school students. The unit provides leads based on intelligence gained through interactions in schools. SROs are responsible for being liaisons with the school district, identifying and handling any problems on assigned school property, and addressing truancy problems.

The unit's primary shift schedule is 8:00 a.m. to 5:00 p.m., however, shifts may be modified to account for scheduled events, activities and programs. SROs are assigned to patrol functions when schools are not in session.

There are seven sworn personnel assigned to the unit: one sergeant (vacant); two master police officers; two senior police officers; one police officer II; and one police officer I. There are no civilians in the unit.

One of the positions is funded by a grant that ends in August 2016. Four positions are funded by the school district. Two positions are funded by the General Fund.

Community Policing Enhancement Unit

This unit's responsibility is to enhance community policing activities through strategies that help reduce property crimes (burglaries and larcenies) and the fear of crime throughout the City, with enhanced focus on the Northside and Southside. The assigned officer is expected to implement a comprehensive community policing plan, including partnerships with public agencies and private organizations, and participating in regional law enforcement networks. The unit makes follow-up contact with victims of reported burglaries and larcenies in the assigned geographical area and attends neighborhood meetings.

There is one master police officer assigned to this unit. The primary shift schedule is 8:00 a.m. to 5:00 p.m., however, shift hours are flexible when needed to account for scheduled events and reported incidents in the assigned areas. This position is funded by a grant that expires in September 2016.

Youth Violence Reduction Unit

The Spartanburg Police Department works in partnership with the Spartanburg County office of the South Carolina Department of Juvenile Justice, local schools, and school resource officers to identify juvenile offenders and non-offenders who have had a first, second or third contact with law enforcement or who have engaged in disruptive behavior in school.

In lieu of prosecution, offenders are given the opportunity to participate in a host of diversionary programs aimed at reducing risk factors for behavioral, emotional, academic, and social problems; decreasing the likelihood of the offender engaging in subsequent criminal activity; and increasing academic attainment and the ability to make healthy life choices. The unit compiles files of juvenile offenders for transmittal to the prosecutor and juvenile justice partners.

There is one master police officer and no civilians assigned to the unit. The shift schedule is 8:00 a.m. to 5:00 p.m. The unit is funded by the General Fund.

Traffic Enforcement Unit

The Traffic Enforcement Unit is responsible for the planning, analysis, and coordination of the department's police traffic services. The unit investigates collisions, enforces traffic laws, coordinates public safety

checkpoints, and provides training and information at public functions such as schools and special interest group meetings. Unit personnel are available to assist patrol personnel on calls for service as needed.

The normal shift schedule is 7:00 a.m. to midnight, seven days a week. However, deployment schedules are flexible based on the collection and review of data relating to crashes, citizen complaints, and need for DUI enforcement.

There are 11 sworn positions assigned to the unit as follows: one sergeant; three master police officers; four senior police officers; two police officer IIs; one police officer I. There are no civilians assigned to the unit.

One position is funded by a grant that expires in October 2016. The other ten positions are funded by the General Fund.

Joint Terrorism Task Force

In December 2008, one officer was assigned to the FBI's Joint Terrorism Task Force (JTTF). The JTTF officer works collaboratively with other local and federal partners to reduce opportunities for terrorist activities within the region, state, and nation. The JTTF engages in surveillance, electronic monitoring, source development, and interviews in an effort to take action against terrorism. FBI task forces obtain written memoranda of understanding (MOUs) between participating law enforcement agencies. The FBI provides funds to pay for participating agencies' expenses, such as officer overtime, vehicles, gas, cell phones, and related office costs.

Currently, a sergeant is assigned to this position and works out of the FBI's Greenville Field Office. The sergeant fills -in as a patrol supervisor as needed. The position works a schedule as prescribed by task force activities.

This position is funded by the General Fund but overtime hours are reimbursed by the FBI.

Specialized Units Analysis

There are a total of 32 sworn positions assigned to the various specialized units described above, with specific duties and varying shifts.

The crime control model would integrate the activities and resources of each of these specialized units into an organizational entity that operates

in support of and is driven by patrol-based activity. Doing so will require a new organizational plan for these units.

In lieu of having eight specialized units each focused on its own narrowly defined set of duties and each with its own measures of accountability, there should be a single operational entity under a single commander who reports to the person in command of patrol operations. This grouping of resources would be known as the Tactical Bureau and would serve as an extension of patrol operations.

Recommendation 2. Consolidate the existing special units into a single Tactical Bureau.

Implementing this recommendation does not mean that, for example, there would no longer be any traffic enforcement operations or school resource officers. The basic change would be that these specialized units would no longer be “permanent” special units with a defined set of resources.

The activities of these units, such as traffic enforcement and housing liaison would now become situational and tactically driven in coordination with the overarching crime control strategy. In such an organizational configuration no one is considered to be a permanent housing liaison officer available only for those types of assignments. Instead, the resources of the Bureau could be shifted from time to time. For example, for a crime control operation that focuses on a downtown security issue, all resources could be temporarily brought to bear for the success of the operation. This may mean that at some times and in some situations traffic enforcement may be less important than a drug sweep in a housing development.

In this organizational mode, the department command staff can use timely and accurate intelligence to rapidly mobilize resources for focused crime control. This organizational plan provides the flexibility and tactical agility demanded for an effective implementation of operations.

When coordinated with the projected time available from patrol forces for officer initiated/directed patrol (the equivalent of 20 officers) the 32 personnel of the Tactical Bureau would generate over 50 officers available for hot spot operations and crime control and suppression tactics.

These 32 officers could also have underlying assignments such as K-9, downtown patrol, housing liaison, traffic, and others that are performed when they are not needed for tactical operations. Personnel in this Bureau would also be required to work on a flex time shift basis so they may

sometimes work from 8 a.m. to 5 p.m. but when needed, work a ten-hour Friday night shift.

Crime Analysis

The Police Department already has technology and software for effective crime analysis and planning. The department also has a person with crime analysis skill sets. These data and human resources must now be configured into an organizational protocol that systematically applies the information generated to implement tactics that control and suppress crime in Spartanburg. That operational protocol occurs in the form of regularly scheduled data review meetings.

Recommendation 3. Implement data review meetings weekly. Since a hallmark of the crime control model is timeliness, meetings should be scheduled on a weekly basis.

Department managers report that it has enhanced and formalized its data review meetings in line with the needs of the proposed crime control model.

Since the inception of the CompStat crime control model in 1994 in New York City, data review meetings have been refined and sharpened. Leadership styles, analytical methods, participation modes, results reporting, communication of results, and decisions have all undergone changes.

Police Department command staff should identify a jurisdiction that is both well-schooled and adept at the model, is similar to Spartanburg in service environment, and is willing to assist Spartanburg. Once that jurisdiction is identified, Police Department command staff should arrange to spend time with police staff from that jurisdiction to get first-hand experience in applying the model. This will help command and support staff members develop an implementation plan and a training plan for the police department.

Recommendation 4. Identify training resources and implement crime control model training program in the Police Department.

The department reports staff have already completed several training sessions, with more scheduled. Several personnel have completed Intelligence-Led Policing training and the crime analyst has completed advanced training in crime analysis.

An effective crime analysis infrastructure will position the department to develop and implement tactics and deployment patterns with patrol staff and specialized and support unit personnel to continuously improve crime control and suppression in Spartanburg.

Instituting the model as noted in the recommendations above will make the Police Department more analytical, flexible, and tactical, and should result in continued reduction in crime in Spartanburg.

Based on feedback from the command staff, it is evident the department embraces the crime control model of policing and is enhancing existing practices and initiating new protocols to implement a fully functioning crime control model.

Call Differentiation

A growing trend in law enforcement is known as call differentiation. This practice consists of triaging calls in the E-911 center in such a way that a patrol unit is not dispatched to each and every call for service. There is already a system for prioritizing calls so that more urgent calls are responded to before less urgent calls. Call differentiation takes this system one step further.

In call differentiation, a filtering system is established so that calls not requiring a trained officer with police powers are routed differently than those that do. The rule of thumb in such a system is that if the only action that can be taken by a responder is to take a report, a patrol unit dispatch is not necessary. This system is especially important in police departments where patrol units are routinely going from one 911 call to another with calls stacked up awaiting response.

The analysis carried out for Spartanburg's Police Department patrol staffing indicated that it is not the usual condition for patrol units to be continuously responding to 911 calls. Nonetheless, it is a more efficient use of trained, sworn personnel to be deployed in directed patrol or engage in officer-initiated activity than respond to an incident where the only activity is to take a report.

Implementing call differentiation would require operational changes in the Police Department. The most important is to develop the call filtering protocol to divert calls where only a report is required from a patrol unit dispatch to an alternative. This requires a careful "scripting" of the call filtering process so that a call-taker at the E-911 center can quickly and

accurately determine which calls require a patrol unit dispatch and which calls to divert to the alternative handling process.

Recommendation 5. Develop and implement a call differentiation protocol.

Once developed and scripted it will be necessary to work with personnel from the E-911 center for training and monitoring purposes.

The department reports that call types and reporting processes are being analyzed to modify dispatch protocols and orient Communications Center staff.

Another modification to operations would be to put alternative call handling systems in place in the Police Department.

Alternative Call Handling

A practice that is gaining momentum in alternative call handling is to use the internet and social media to allow user-friendly, quality-controlled online reporting. While electronic reporting is not for everyone, the growth of computer literate populations suggests that police departments should develop such capacity if for no other reason than good customer service.

Recommendation 6. Develop electronic online incident reporting capability in the Spartanburg Police Department.

For those callers who do not have the capacity or inclination for electronic reporting, another alternative is to have telephone reporting. In such a system, the 911 call is filtered and routed to a person trained in taking reports over the phone.

The staffing for telephone reporting has taken many shapes across the spectrum of police departments providing this service. One method is to use officers on light-duty assignments. Another method is to have permanent non-sworn staff detailed to take telephone reports. Yet a third is to have the caller leave a call-back number and a convenient call-back time for department staff to make a return call to take the report. Many police departments using call differentiation use all three of these practices for telephone reporting.

Recommendation 7. Develop telephone reporting protocols for incident reporting.

Currently, staff in the Records Section answer telephone calls to the Police Department among their many duties. Police records staff are on duty 20 hours a day from 6 a.m. to 2 a.m. A detailed workload analysis of the Records Section staff would have to be carried out to determine what, if any, additional staffing needs are necessary for effective performance of telephone reporting duties.

The department also has a position titled CID assistant that is responsible for making follow-up calls on cases that have low solvability factors. This position could also be part of a telephone reporting protocol. The department also has light duty officers from time to time who could also be temporarily assigned to take telephone reports. In effect, there is already infrastructure in the department that could be deployed to support call differentiation.

It is not possible to know the impact that call differentiation would have until a specific protocol is developed for diverting calls from patrol units. However, if 20% of the DCFS time from 2013 (21,198 hours) could be diverted to alternative call handling systems then an additional 4,000 hours of patrol time could be devoted to CompStat directed activities or free patrol.

The department reports there is ongoing effort to incorporate electronic reporting and telephone reporting into its response protocols.

Communications and Community Outreach

There are a number of opportunities for more effective use of social media and outreach practices that have been identified in our assessment of the Police Department.

Social Media

The use of social media for policing is evolving and becoming a powerful tool for improving crime control and community relations. Police departments are developing the skills and experience needed to extract information from social networking. The information that is mined turns into intelligence that is useful for crime control and tactical planning. The information is also useful for designing and enabling effective community outreach efforts.

The Police Department already has a criminal investigation specialist who provides support for department investigators on specific cases by researching social media. Using social media to solve crimes should be expanded in the department so that social media research becomes an

integral element of the crime analysis and tactical planning functions of the department.

The IACP has training programs and best practice models for the use of social media for effective crime control. The department should designate one staff member to be trained in state-of-the-art uses of social media for law enforcement. That person should then develop a strategy and plan for employing social media within the Spartanburg Police Department. That plan should focus on how to use social media for crime control as well as how to use it for improving community outreach efforts.

Recommendation 8. Develop a strategy and plan for the use of social media in the Spartanburg Police Department. Designate one person in the department to receive training in state-of-the-art application of social media to law enforcement.

The department has identified an officer with the necessary knowledge and skills to organize and strategically position the department's social media assets.

Reverse 911

One social media application that has been gaining ground in law enforcement agencies is Reverse 911. Reverse 911 allows the police department to provide emergency warnings to community groups based on either the address associated with a phone number or an opt-in system where people request to receive emergency notifications. The department has a Reverse 911 system and protocol in place and has also begun using a related communications platform called Nixle. Nixle enables real-time, two-way communication through text, email, voice messages, social media, and a mobile app.

Recommendation 9. Use Nixle to enhance Reverse 911 electronic information sharing with stakeholders.

Community Policing

Community policing's bedrock principle is that police and the community must work together to solve problems. Criminologist Mary Ann Wycoff suggests that

...police and citizens should experience a larger number of nonthreatening, supportive interactions that should include efforts by police to:

1. Listen to citizens, including those who are neither the victims nor perpetrators of crimes;
2. Take seriously citizens' definitions of their problems, even when the problems they define might differ from ones the police would identify for them;
3. Solve the problems that have been identified; and
4. Police and citizens should work together to solve problems.⁴

Community policing has three major elements. "The community policing department has an attitude of openness toward the community it serves, collaborates with its citizens to develop public safety, and cooperates with neighborhoods to marshal resources for problem solving."⁵

Community policing should be considered and practiced as a companion element to the crime control model. Where the model may be considered to be a "top down" police management practice, community policing is a "bottom up" management practice. Effective organizations allow for both types of management.

Where a crime control model gathers information by studying crime and criminal activity, community policing gathers information through interactions with residents. This bottom up system of information gathering should be included in the crime analysis process and the regularly scheduled data review meeting.

Many departments practice community policing by assigning specific officers as "community policing officers." Management Partners' project members believe that effective community policing requires that every officer be a community policing officer.

It has been established in the patrol staffing analysis section of this report that patrol staff should have one-third of their time for officer-initiated/directed patrol activity. One element of officer-initiated activity should be community policing duties. Beat integrity, a critical element of community policing, means that an officer must grow very familiar with the groups and people that populate his or her beat. Attending group meetings, dropping in on community gatherings and commercial

⁴Wycoff, Mary Ann. "The Benefits of Community Policing: Evidence and Conjecture." 1988. In *Community Policing: Rhetoric or Reality*, edited by Jack Greene and Stephen Mastrofski. New York: Praeger, page 105.

⁵McDonald, Phyllis Parshall. *Managing Police Operations*. 2002 California: Wadsworth/Thomson Learning, page 50.

facilities located in the beat, are just a few of the community policing practices that should be incorporated into patrol operations.

Information gathered in such contact activities should be sent up the chain of command so it can be integrated into the crime analysis process. Supervisors and beat officers should be trained in how to practice appropriate feedback to the residents and institutions on their beat so that the communications loop on problem solving is closed.

To effectively integrate community policing with the crime control model, department command staff and supervisors should either be initially trained or refreshed on community policing principles.

New department recruits receive training in community policing. Department managers report it also provides ongoing refresher training at roll call. There are excellent community policing training resources available through the International Association of Chiefs of Police (IACP) and other industry professional associations that could provide new continuous education options for the department.

Recommendation 10. Use community policing training resources available through national law enforcement associations.

A community policing policy is formalized in the department's General Orders, but in this area policies and practices continuously evolve. The department should research the latest trends in community policing and adopt those that are pertinent to the Spartanburg service environment.

Recommendation 11. Modify General Orders pertinent to community policing to accommodate pertinent best industry practices.

The integration of community policing with the crime control model provides a powerful crime control system that has strong community outreach elements. Building a stronger partnership between the Police Department and the community will result in better crime control and enhance confidence in the department and the feeling of security of city residents.

Incident Follow-up

It is a best practice in any service environment to solicit feedback about the quality of service received. We recommend that supervisors incorporate the following practice into their daily duties. Each supervisor should randomly select an incident report or an investigation report from

the previous day and contact by phone either the victim, person making the complaint, or the person contacted by the investigator. The following question should be asked: "Prior to yesterday you had an impression of the Spartanburg Police Department. Yesterday you had contact with (department employee name). After that contact with (department employee name) is your impression of the Spartanburg Police Department better or worse than it was before?" After the contact expresses their opinion, he or she should be asked what behavior caused them to answer in the way they did. The answers should be noted by the caller and should be sent through the chain of command for evaluation.

As appropriate, the chief and/or division commanders should act on the information received. Such actions could include a personal email thanking the employee, a department-wide congratulatory message to the employee, an identification of an individual training need, a note to a supervisor for the need for counseling, and other outcomes. The feedback information should be aggregated and analyzed periodically to determine if there are any patterns suggesting the need for unit or department training. They may suggest particularly effective or ineffective supervisors, new ideas for modeling desired behaviors, or other patterns needing management attention or acknowledgment.

Aggregated over time, this information should also be an element used in the department's formal employee recognition programs.

Recommendation 12. Implement an incident follow-up protocol.

This practice should be added to the current array of feedback mechanisms used by the department.

This practice has many advantages. As described above, it gives commanders and supervisors good information about individual and department performance. It is an excellent community relations tool because a person who has interacted with the department understands that feedback on performance is important. The person getting the call back is likely to form a favorable impression of the department even if the interaction was not initially positive. Finally, the next day callback practice is likely to heighten the sensitivity to the necessity of using good customer relations given that follow-up calls are being made.

Media Relations

One way the face of the Police Department, indeed the face of Spartanburg, is portrayed is through the media. Building effective media relations is a specific skill set that must be learned, practiced and refined.

Currently two senior officers are assigned public information officer (PIO) duties. These officers have received advanced media relations training. Department managers report that all executive command staff have been trained in media relations and can fill in as a PIO when necessary.

While the department has assigned personnel who have been trained in media relations it was not apparent from our interviews that an effective, proactive program for media relations is in place. Our view of the current media relations responsibilities and practices is that they are considered to be "associated" or "ancillary" duties of the assigned personnel. Indeed, those senior officers assigned to media relations have other important duties that present obstacles to the development of proactive programs designed to project a positive image of the department and of Spartanburg as a safe place to live and work.

An improved approach would be to assign a person (either sworn or civilian) whose primary responsibility is media and community relations programs. That person should be tasked with developing proactive programs for media and overall community relations that will effectively portray a positive image of the Police Department and thereby enhance Spartanburg's image as a good place to live and work. This establishes media and community relations as a program, not merely a set of practices.

The IACP has a number of resources available for developing police department media and community relations. These resources also help police leaders identify personal characteristics that are most likely to lead to successful media relations programs. A Police Department command staff member should be assigned responsibility for researching successful media relations models and identifying training resources. The command staff should identify a person best fitting the profile of what it takes to be a successful media/community relationship builder. That person should be provided the training needed to supplement his/her natural ability and then be appointed as public information officer (PIO).

Recommendation 13. Develop a media and community relations program assigned as a primary duty to one staff member.

This person should be assigned responsibility for developing state-of-the-art media relations protocols for the department and then providing in-house training sessions for watch commanders and supervisors in television, print and social media relations.

Recommendation 14. Provide media relations training for police command staff, watch commanders, and supervisors. The PIO should be able to provide this training.

The PIO function should also encompass responsibility for the department's community relations programs. The department already has some community relations programs such as the Citizen's Police Academy. The community relations efforts of the department need to be more robust and coordinated with the department's crime control tactics and operations and should be focused on community leaders. In addition, the community relations efforts of the Police Department need to be synchronized with the City's overarching marketing and outreach initiatives.

Recommendation 15. Assign the PIO coordination responsibility for Police Department community relations programs and efforts.

Investigative and Support Services

Investigative and support services in the department are organized in and administered by a separate bureau under the command of a police major. The organization plan was previously included as Figure 1 of the report.

Table 5 shows the authorized position complement of the bureau.

Table 5. Investigative and Support Services Bureau Authorized Positions

Position Title	Number
SWORN POSITIONS (Investigative Services)	
Major	1
Captain	1
Lieutenant	1
Sergeant	3
Investigator	19
Total Sworn	25
CIVILIAN POSITIONS (Investigative Services)	
CID Assistant	1
Identification Technician	1
Victim Specialist	2
Criminal Investigation Specialist	1
Forensic Technician	3
Total Civilian (Investigative Services)	8
CIVILIAN POSITIONS (Support Services)	
Manager	1
Quality Control Official	1
Support Services Assistant	1
Court Security/Transporter	1
Court Screener	1
Property and Evidence Technician	2
Police Aides	6
Animal Services Officer	2
Total Civilians (Support Services)	15
Total Bureau Sworn	25
Total Bureau Civilian	23
Total Bureau	48

Investigative Services

The primary mission of the Investigative Services Unit is to follow up on cases referred for investigation. Crime reports from calls for service are analyzed for solvability factors, that is, information likely to lead to an arrest. If a crime report has enough solvability factors it is assigned as a

case to one of the sworn officers in the unit based on the type of case it is. Cases that are not assigned for investigation are referred to the CID assistant who is responsible for making contact with the victim to seek new information and inform them about the status of the case.

Investigative Services is organized into four squads: Narcotics and Vice, Gang Investigations, Domestic Violence, and General Investigations. Sworn personnel in each squad are cross-trained to perform other types of investigation.

Personnel are assigned to two eight-hour shifts Monday through Friday: 8 a.m. to 5 p.m. and 3 p.m. to midnight. Sworn personnel are rotated to provide two on-call investigators during non-shift hours seven days a week.

Cases assigned for investigation are logged into the case log system which is monitored by bureau command staff and supervisors. Monthly monitoring establishes case status in the following categories: closed by arrest, active, unfounded, exceptionally cleared, arrested by another agency, located, closed not cleared, and closed administratively. Monthly monitoring outcomes should be incorporated into data review meetings.

Standards of Practice

There have been no workload standards for investigative services such as those established by industry professional associations such as IACP. Rather than focusing on workload, industry guidance for investigative services is promulgated in terms of standards of practice that are set forth in a certification format. The Spartanburg Police Department has been certified by the state accreditation agency as being in compliance with best practices for the entire range of police services, including investigative services.

Certification agencies conduct detailed audits on a periodic basis to determine accreditation. Management Partners' review, while not as detailed as an accreditation audit, indicates that investigative services as conducted by the Spartanburg Police Department comport with sound industry and management practices.

Rather than focusing on workload information, department command staff should monitor performance against the success profile established for the investigative service unit. (See the section on success profiles.) If performance is not meeting success profile targets, assigned personnel

resources may need to be adjusted (if it is determined that workload is an inhibiting factor).

Although investigative services are generally carried out in conformance to best practice there are two areas that need attention: case management and database management. Both are discussed below.

Case Management

As described during our interview with unit command staff, the case management system appears to be a spreadsheet-based process. This is a rather rudimentary case management system that does not lend itself to easily identifying crime patterns and trends. Sophisticated case management software is available that allows unit command staff and supervisors to monitor case activity on a more timely and more refined basis than is possible with the current system.

Recommendation 16. Acquire appropriate investigative case management software.

Department managers report a new records management system has been investigated and purchasing the Spillman system has been proposed.

Database Management

The Investigative Services Unit relies on accurate databases. As described during our interview with unit command staff, the "name" database has not been updated for some time. Unit command staff also expressed discomfort with the policy and practice of expunging data, which is governed by state code. It would be prudent for the department to identify the specific reasons for this discomfort and review its practices for comportment to state code. This review should be assigned to someone knowledgeable about but not responsible for state database management code.

Recommendation 17. Review database management practices for comportment with state code.

Property and Evidence Technicians

Management Partners was asked to review the civilian positions in the Investigative and Support Services Bureau to determine whether they were being used fully and appropriately in their current assignments.

Two positions are authorized for managing the property and evidence functions of the department. One assigned person is on medical leave. Duties and responsibilities include the following: intake, coding and perpetual inventory of items taken as property and evidence; analyzing marijuana; transporting items to state and county laboratories; maintaining evidence chain of custody and security; providing court testimony; returning or destroying case items released by the prosecutor; and maintaining and securing in-car camera records. These positions are appropriately civilian positions as none of the duties require police training or the exercise of police powers.

At the time this report was prepared there were approximately 38,700 items in the custody of the property and evidence unit. In 2014, 7,942 items were taken into custody (an average of over 20 items per day) and two to three marijuana tests per day were administered. In 2014, 1,800 cases were closed and 2,966 items were destroyed or returned. There are 775 items backlogged and waiting to be destroyed or returned.

The department is running out of storage space and attempts to meet a policy of "one item in requires one item out". The review of the property and evidence function indicates there is a need for more storage space. However, that need could be alleviated if the backlog of items awaiting destruction or return could be eliminated.

The department has found it necessary to assign light duty officers to support this function and is still experiencing 10 to 15 hours of overtime per pay period. Yet, the need for another part-time position in the unit is not clear since one of the assigned persons is on medical leave and light duty officers are not consistently available.

An appropriate approach to the issues confronting the Property and Evidence Unit would be to employ and train a part-time temporary person to eliminate the backlog of items for return or destruction. At a minimum this may alleviate the space issues being experienced. It would certainly be better customer service for people awaiting the return of their property. As the backlog is eliminated and the person on medical leave returns to duty a clearer analysis can be made of the staffing needs of this unit.

Recommendation 18. Employ a temporary person to eliminate the backlog of property and evidence items awaiting return or destruction.

Recommendation 19. Analyze property and evidence staffing needs after staffing is returned to the authorized complement and the backlog is eliminated.

Court Security and Inmate Transport

Two sworn positions are currently authorized for court security and inmate transport. These positions provide mutual support to each other.

The transport position is responsible for securely transferring persons from county lock-up to City Court, providing inmate security while in court, and transferring persons from City Court to county lock-up. This duty occurs each day during the five-day City Court week. The Police Department reports there were 844 prisoners transported to City Court in 2014 for an average of over three per court day. There were also 154 transports from City Court to county lock-up in 2014. This person also provides additional courtroom security. The current person filling this position is a class two police officer.

Court entrance security and City Hall security are the primary duties of the second position in this unit. This unit also provides courtroom security. When the number of prisoners that need to be transported to and from the county lock-up exceeds three, this position assists in providing secured transport. This position is currently filled by a class three police officer.

These two positions are primarily “post” positions. That is, they are assigned duties that require them to be present at a specified site. It appears that their duties as described are (with the exception of City Hall security) driven by City Court operating hours. While City Court is in session both of these positions will be fully occupied with their post duties. However, when City Court is not in session, it appears that these positions could be assigned other department support duties such as telephone reporting assistance or support of property and evidence non-secure operations.

Recommendation 20. Assign ancillary support duties to court security and transport staff to be carried out when City Court is not in session.

These positions are appropriately classified as lower class police officers since they could be required to use some aspect of police powers in the course of their duties.

Police Aides

There are six authorized police aide positions in the department, one of which was vacant at the time of this assessment. Police aides provide coverage seven days a week from 6 a.m. to 2 a.m. Duties include staffing the National Crime Information Center (NCIC) terminal; entering National Incident Based Reporting System reports (NIBRS), accident reports, field interview reports, trespass reports, warrants, and alarm reports; performing initial quality control of field reports; providing off-hours building access; covering City Hall switchboard and reception as needed; and monitoring the video security system. Police aides are all appropriately filled by civilians.

The duties of police aides are also post duties. While there is a small amount of freedom of movement, duties are primarily site-based. Freedom of movement occurs primarily when City Hall is not open and during hours when calls to the City Hall switchboard are minimal.

Covering 20 hours of operation requires three persons each working an eight-hour shift with four hours of overlapping time during the 20-hour cycle. Over the course of a year this schedule requires 10,950 labor hours. Information used to calculate the relief factor for patrol staffing indicates after leave use each person is available an average of 1,828 hours a year. At that availability it takes 5.9 persons to provide the required number of annual labor hours. This indicates that the unit is appropriately staffed to cover the schedule.

Table 6 shows available workload data for police aides for 2014.

Table 6. 2014 Police Aides Available Workload Data

Workload Type	Volume
NIBRS Entries	6,826
Wreck Report Entries	2,762
Alarm Report Entries	10,345
Field Interview Entries	3,410
Trespass Report Entries	1,351
Warrant Entries	1,134
NCIC Entries	273

Police Department staff report there are no backlogs in data entry and that all standards are being met for NCIC and NIBRS compliance.

Reported workloads and the breadth of assignments for police aides, as well as the fact that there are no backlogs indicate that there are an appropriate number of police aides.

Quality Control Position

The duties of the quality control position include reviewing every crime report; ensuring NCIC quality control and terminal security, expunging local FBI and state databases, updating department protocols for state and national crime reporting to maintain compliance, enforcing CALEA reporting and tracking standards, and conducting a random review of field incident reports.

This position is filled by a civilian with specialized training and clearances. In a jurisdiction the size of Spartanburg, this position is appropriate and necessary. Maintaining compliance with NCIC and NIBRS security and reporting requirements and standards is crucial to effective law enforcement. The FBI and state agencies apply a policy of zero tolerance for deviations for access to databases. Since reporting protocols undergo periodic modifications special training and designated responsibility is required for these duties.

Support Services Assistant

This position has a variety of administrative and clerical duties in the Investigative and Support Services Bureau. Duties include assistance with the following: department budget, department invoices, false alarm reports, requisitions, logistics for department training, uniform ordering and control, department supplies, public information, social media, and copier management. This position is appropriately filled by a civilian.

This is the single general clerical/administrative support position in a department of 152 persons and is well justified.

Criminal Investigation Specialist

This position is responsible for the crime analysis and mapping for the department. The position is filled by a civilian and is key to implementing the crime control model. This position should be reassigned from the Investigative and Support Services Bureau to the Operations Division. Such a reassignment would directly link crime analysis resources to the person directly responsible for developing tactics and initiatives for crime control.

Recommendation 21. Reassign the Criminal Investigation Specialist position to the Operations Division.

CID Assistant

The CID assistant is a civilian administrative and clerical support position assigned primarily to the Investigative Services Unit. This position provides follow-up and support on low solvability cases relieving sworn personnel of that duty. The position also provides routine case research to investigators (for example, new telephone numbers and contact information for case principals). This position transcribes interviews and scans reports and also has some department-wide duties such as payroll, accreditation documentation, and support for various staff meetings.

This position acts as an economical force multiplier in that it provides capacity for investigators to assign clerical type duties to an appropriate person rather than carrying out the work themselves. As such it is a position that should be retained.

Identification Technician

This identification technician is responsible for all fingerprinting activity of the department such as entering prints into the state and national databases, reviewing prints on the state and national data bases to see if there is a match, matching prints from the county jail to assure appropriate identification, providing fingerprinting service for individuals needing to submit fingerprints for hiring or clearance, acting as an expert witness, ensuring Automated Fingerprint Identification System (AFIS) compliance, and assisting with victim identification.

This position is filled by a civilian with specialized training and skill sets. If this position were not authorized, the services provided would have to be purchased in the marketplace or obtained from another law enforcement agency. The economy of purchasing the service is uncertain. The impact on quality/timeliness of relying on another law enforcement agency cannot be predicted. In our judgment this position should be retained.

Forensic Technician

The unit has three civilian forensic technicians, all of whom have specialized skills used to support most of the investigative activities of the department. In addition to crime scene analysis, these technicians are

also being trained to extract and mine social media data as a forensic crime analysis tool.

Forensic analysis is a key element of investigation activity. If this were not available in the department, Spartanburg would have to rely on another law enforcement agency to provide the service or go without this tool. It is not certain whether there is another law enforcement agency that could provide this service in the area. It is certain that without forensic analysis capacity, either internal or external, the police department would no longer receive accreditation.

Workload for this unit is a function of crime rate. There is no empirical standard for justifying staffing against case load. At present, analytical product from this staff is produced on a timely basis and no backlogs are reported. This would indicate that the unit is staffed appropriately. If the crime rate continues to decrease in the future, workload for this unit should also diminish.

Victim Specialist

There are state mandates for providing victim assistance service and guidelines for victims' rights. These two civilian positions are primarily grant-funded positions that meet state mandates for victims' rights. These positions either provide or broker social services in compliance with mandated victims' rights.

Department operational protocols have closely integrated the efforts of these specialists into its investigation methodology. Victim specialists routinely report their case activity to the assigned investigator and also try to ascertain information that would be helpful in terms of case solvability.

In 2013 there were 3,462 direct support activities provided to victims by these specialists.

The prosecutor also provides victim assistance of the same type as the Police Department. We could not clearly ascertain from our interviews the formula determining which victims work with the prosecutorial staff and which work with the Police Department. It is clear from our interviews with command staff that this service is considered to be an important tool for law enforcement. While there is no empirical evidence to support this, it is likely that victim assistance creates a positive impression of the department and the City of Spartanburg.

Since these positions are almost entirely supported by grant funds rather than general fund resources, it appears to be a net positive for the department to continue this service. If grant funding ends or diminishes significantly the department should work with other law enforcement agencies to determine the most economical and effective way to meet state mandates for victims' rights.

Accountability

Our assessment of department operations revealed no apparent accountability system other than annual performance reviews. The command staff should develop and implement an accountability system that applies to each organizational unit of the department. The elements of an effective accountability system are discussed below.

Success Profile

An effective accountability system begins with the development of a "success profile" for each organizational unit of the department. The unit success profile is the mission of the unit expressed in outcome terms. For example, the Criminal Investigations Unit success profile may be: "Close 70% of burglary investigations by arrest within two months." The success profile for the Victim Unit may be: "Score of eight or higher on 95% of customer satisfaction surveys." One of the success profile elements for the Property and Evidence Unit may be: "Destroy/return 95% of evidence cleared by the prosecutor within 30 days."

Success profile statements articulate what "doing a good job" looks like for the unit. It is axiomatic that what gets measured gets done. If customer satisfaction is being measured by the Victim Unit, it is likely that unit staff are going to strive to get high customer satisfaction scores. If closing burglary investigations by arrest is a measure for investigators it is likely they will aim for that target.

Success profile statements should encompass all of the primary responsibilities of the unit. For example, if the Property and Evidence Unit is responsible for destroying/returning evidence when cleared, tracking evidence in possession, maintaining chain of evidence records, and producing evidence immediately upon need, success profiles for each one of these duties should be developed.

Performance against the success profile of every unit should be assessed periodically and results reported to members of the unit and the chain of command. Periodic performance assessments help unit staff and

command staff understand that adjustments to work systems are necessary if performance falls short of targets. It also gives unit and command staff reason to celebrate success when targets are met or exceeded.

Success profiles and periodic performance assessments provide a basis for developing a "report card" on department performance. The report card results should be communicated to stakeholders as often as is appropriate. Internal unit and command staff stakeholders might see results on a weekly or monthly basis. Senior City management might see results on a quarterly basis. City Council members might get results semi-annually. Community groups and residents might see report card results on an annual basis. Department command staff and senior City management should establish performance reporting cycles that are appropriate to various stakeholders.

Recommendation 22. Develop success profiles for each organizational unit of the Police Department and assess performance against success profiles periodically.

Recommendation 23. Develop a department performance report card and report performance to stakeholders periodically.

Individual Performance Assessment

The Police Department has an annual performance report methodology for individuals. That methodology should be modified to incorporate elements of unit performance. If a unit is being successful in meeting its profile targets, one of the factors contributing to that success is the performance of unit members. Individual performance against unit success profile elements should be assessed and included in annual performance reporting. For example, if an element of Investigation Unit success is to "Close 70% of burglary investigations by arrest in two months" that element of success should also be tracked for each individual in the unit as appropriate and included in the annual performance review.

Incorporating unit success measures into individual annual performance reviews will be somewhat challenging to unit commanders and command staff since it is not a "cookie cutter" system. However, if unit success profiles are capably developed within a sound tracking system, it is usually possible to apply performance tracking to unit members.

Incorporating unit success measures into individual performance reviews injects objective aspects into the methodology. And, those objective aspects are what command staff has defined as doing a good job. Remembering that what gets measured gets done, it is good management to measure what you want done and include the results in an individual's annual performance review.

Recommendation 24. Modify the annual performance review methodology to include unit success profile factors.

Another element that should be included in annual performance reviews is any feedback obtained as a result of command staff follow-up contacts with customers as described earlier in this report. If an individual officer's performance has resulted in improving a resident's impression of the Spartanburg Police Department that should be noted when applicable. Conversely, if individual performance has detracted from public impression of the Police Department that should also be noted.

Recommendation 25. Incorporate customer feedback information into individual annual performance reviews where applicable and appropriate.

Sergeant Selection and Training Process

One of the most important decisions made by a police department is the selection and training of sergeants. Sergeants are first-line supervisors and have an important impact on the behavior and performance of street-level personnel. Because of this, police departments are well advised to devise a sergeant selection and training process that is carefully crafted to produce line supervisors who will model the culture desired by department command.

The Police Department should consider including the following elements in its sergeant selection and training process. The first step is to identify the three best sergeants in the department ("best" defined as those who typify the desired behavior and consistently produce desired outcomes) and include them in the selection process. Next, command staff should develop a written profile of the behaviors, skill sets, and practices of these sergeants and develop a selection process that surfaces the sergeant candidates that come closest to meeting the profile. (It will likely require professional help to devise such a screening process.)

After applying the initial screening process, candidates should be given an oral interview by the three sergeants. The sergeants should have professional assistance available in developing the oral interview process. The outcome of the oral interview would be a ranked list of candidates for promotion.

Personnel selected for promotion to sergeant should be placed in a training and mentoring program. The program should include training in line supervision, leadership, and management. Training should be sought from qualified organizations such as the American Management Association, the Menninger Institute, Center for Creative Leadership, or other national and state professional organizations.

The training program should be incorporated into a process of mentoring by the three model sergeants. The newly promoted personnel should spend two weeks shadowing each of the three sergeants prior to actually being assigned as an on-duty sergeant.

After assuming an on-duty sergeant post, the newly promoted sergeant should be shadowed by one of the mentor sergeants for a two-week period. Each of these shadowed periods should result in a written performance assessment noting strengths, weaknesses, and areas of concern. The performance assessment should be used by command staff and the new sergeant to implement any corrective action and monitoring plans that are appropriate. Throughout the probation period, the three mentor sergeants should have drop-in encounters with the new sergeants and prepare a written mentoring report on the session.

Toward the end of the probationary period, each of the three mentor sergeants should spend several shifts with the probationary sergeants to evaluate progress. An element of the process should be confidential interviews with shift personnel regarding the leadership qualities of the probationary sergeant.

Using the information gleaned over the course of the mentoring process, each of the three mentor sergeants should prepare an independent report on performance and progress of the probationary sergeant. These reports should be a primary tool for use of the command staff to determine if the new sergeant passes probation and is made a permanent sergeant.

The selection and training process detailed here obviously requires succession planning to determine the likely timing of vacancies in the sergeant ranks. Since retirements and vacancies have a cascading effect throughout an organization a succession plan should encompass all ranks of the department.

Recommendation 26. Develop and implement a sergeant selection and training process as specified in this report.

Recommendation 27. Prepare and maintain a department succession plan.

Court Attendance

This organizational assessment examined the policies and practices regarding officer court-related duties. Officer court time can result in excessive overtime expense for the department if sound policies and practices are not in place.

Court attendance policies are not solely the provenance of the Police Department. Three court systems have an impact on the police department: City Court, Magistrate Court and General Sessions Court. The department has worked with each of the three court systems to implement sound practices for minimizing the amount of time officers must devote to court duty while also optimizing the productivity of the judicial system. To coordinate Police Department practices with court operations and needs, the department has designated a sergeant to act as liaison.

City court issues a five day calendar of cases based on case type. Cases are scheduled with a view to hearing during an officer's on-duty time, particularly traffic cases, which are almost always heard during an officer's on-duty time. Probable cause hearings in Magistrate Court are handled by a specifically designated officer who is on duty.

Our assessment indicates that policies and practices for court appearances in City Court and Magistrate Court are drawn up with the cooperation of these courts to minimize the time off-duty officers must appear in these courts. In short, sound financial and personnel practices are in evidence.

The General Sessions Court handles more serious offenses than City Court. Court attendance must be coordinated with the prosecutor as well as judicial staff. Police Department staff report that sometimes more than one officer is subpoenaed for a General Session Court proceeding, but that is not the norm. The prosecutor has also implemented a policy of putting officers on standby status, meaning they do not actually have to report to and wait in the court room. Rather, the prosecutor monitors the proceedings to determine whether or not an officer's attendance is needed. This practice has served to minimize the amount of time officers must attend General Sessions Court.

Management Partners' review of court attendance policies and practices indicates that the department consistently works with the other elements of the judicial process to minimize officer court attendance, especially off-duty officer attendance.

Office of Professional Standards

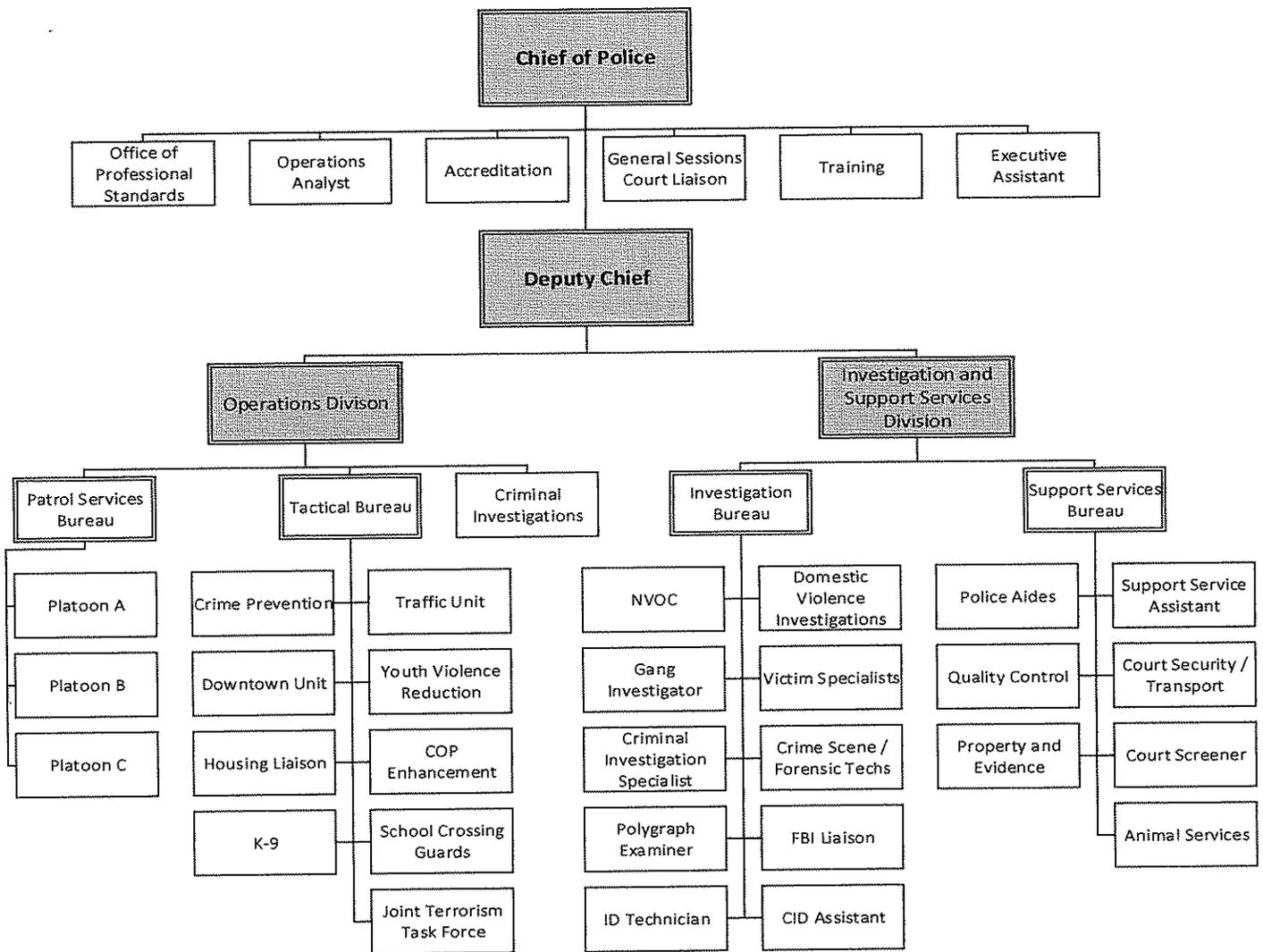
The Office of Professional Standards assures compliance with standards of practice, policies, procedures and rules of conduct codified in the department's general orders. It also investigates complaints from the public against department personnel. This unit is responsible for departmental inspections and audits and also manages the recruitment, screening and selection of candidates for police officer positions.

The unit is appropriately staffed with two lieutenants.

Department Organization

Implementing the recommendations in this report would require an adjustment in the organizational plan of the department. The new organization plan is shown in Figure 2.

Figure 2. Recommended Spartanburg Police Department Organization Plan



The differences between this plan and the current organization plan are described as follows.

The Tactical Bureau is currently called Special Operations and reports to the deputy chief. In this organization plan it is renamed as indicated and reports to the commander of the Operations Division.

The criminal investigation specialist is reassigned to the commander of the Operations Division as recommended earlier in the report.

The Joint Terrorism Task Force is reassigned from a direct report to the police chief to report to the Tactical Bureau commander.

The department is organized into three primary units: Office of the Chief; Operations Division; Investigation and Support Services Division.

Conclusion

While the department has already achieved a high level of performance, as evidenced by accreditation, it could make improvements in effectiveness by adopting a crime control model, using a community-oriented policing approach, investing in community relations, and focusing on performance management and accountability.

Fire Department Analysis

The Spartanburg Fire Department is responsible for providing fire suppression services inside the City. The Fire Department also has automatic and mutual aid agreements with surrounding jurisdictions for providing fire suppression services. Emergency medical service (EMS) in the City is provided by Spartanburg County EMS, an award-winning agency. The Fire Department has received accreditation from the Center for Public Safety Excellence.

The department operates at a very economical level due to several years of budget belt-tightening as the City has faced financial stress. Minimum operational staffing levels have been appropriately established at 18 per shift.

The primary challenges facing the Fire Department are in the areas of leadership succession, strategic planning, and organization.

Over 45% of the workforce is eligible to retire in the next four years and the two assistant chiefs each face mandatory retirement within two years. Battalion chiefs, captains, and lieutenant ranks are all likely to experience significant turnover in the short range. Turnover potential demands development of a succession plan and process to achieve seamless leadership transition.

An updated department strategic plan is needed to account for the vision of the fire chief who has been with the department for two years. The strategic plan update must also be crafted to promote regional cooperation in matters of automatic and mutual aid. The plan must address operating issues of fire station location and serviceability and deal with a high false alarm rate.

As attrition occurs, the current complement of three authorized assistant chiefs (one of which is vacant) should be reduced to two chiefs.

Commercial code enforcement, which includes residential structures of more than two dwelling units, is the responsibility of the Fire Department. Residential code enforcement, for one- and two-family

dwelling units, is the responsibility of a different City agency. To optimize the effectiveness of code enforcement as an environmental maintenance and economic development tool, commercial code enforcement should be transferred from the Fire Department to the Property Maintenance Inspections Department.

Current Organization and Budget

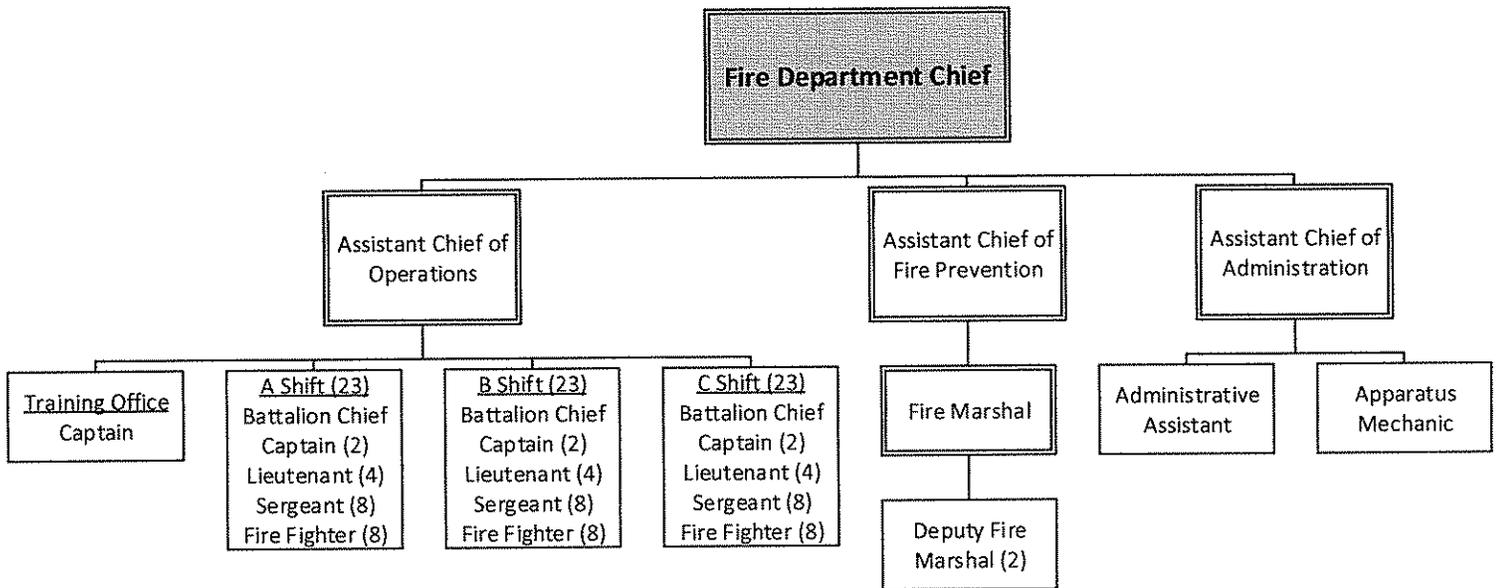
The Spartanburg Fire Department has 77 sworn positions and 2 civilian positions, a total of 79 personnel. Table 7 shows the authorized positions by rank and title.

Table 7. Spartanburg Fire Department Authorized Positions

Rank/Title	Number
Fire Chief	1
Assistant Chief	3
Battalion Chief	3
Fire Marshal	1
Captain	7
Lieutenant	12
Sergeant	24
Firefighter	24
Deputy Fire Marshal	2
Total Sworn	77
Administrative Assistant	1
Apparatus Mechanic	1
Total Civilian	2
Total All	79

Figure 3 displays the organization chart for the Fire Department.

Figure 3. Fire Department Organization Chart



The Fire Department budget for the current fiscal year is \$4,916,227 consisting of \$4,578,280 in salary and benefits cost and \$337,947 in other cost (not including capital equipment cost).

Service Environment Profile

Calls for Service

The Spartanburg Fire Department provides emergency fire suppression service inside the City of Spartanburg and has automatic and mutual aid fire suppression agreements with abutting jurisdictions. As mentioned previously, emergency medical service is provided by Spartanburg County for all jurisdictions within the County. Table 8 shows the demand profile for fire department service from 2010 through 2014 by type of run.

Table 8. Fire Department Runs by Type 2010 to 2014

Run Type	2010	2011	2012	2013	2014	Five-Year Average
Fire Runs	308	273	230	217	294	264
False Alarms	598	590	639	643	586	611
Rescues	91	74	33	81	45	65
Service Call	87	95	85	106	17	78
Good Intent Call	205	180	152	240	159	187
Hazardous Condition (No Fire)	53	51	30	58	1	39
All Other	776	844	738	878	1,065	860
Total	2,118	2,107	1,907	2,223	2,167	2,104
Mutual Aid (All Fire Runs)	49	26	52	57	68	50
Total All	2,167	2,133	1,959	2,280	2,235	2,154

The five-year average of runs by the department totals 2,154 of which 264 runs were for Spartanburg fires and 50 were for mutual aid fires, approximately 15% of the total runs. False alarms account for 28% of runs on average. For perspective, a recent fire department analysis for the city of Florence, Kentucky, which is equivalent in area, population and demographics to Spartanburg, the false alarm rate was 18% of total non-medical service runs. Fire runs in Spartanburg occur on average nearly once a day while false alarms occur on average nearly twice a day. The average number of runs per day for all reasons is 5.9. This is a manageable workload indicating that the current number of fire stations is appropriate.

Fire Runs

Table 9 displays the fire run volumes by type of fire for the years 2010 through 2014. These data indicate that on average over the five-year period Spartanburg and mutual aid building fires (highlighted) account for 139 fires, or nearly 44% of the total fire runs and 6% of the total number of runs for all reasons.

Table 9. Fire Run Volume by Type of Fire

Fire Type	2010	2011	2012	2013	2014	Five-Year Average
Cooking Fire Confined to Container	23	25	26	39	33	29
Building Fire	116	97	83	93	99	98
Outside Rubbish	30	25	36	16	39	29

Fire Type	2010	2011	2012	2013	2014	Five-Year Average
Vehicle Fire	46	40	28	29	41	37
Brush/Grass	69	57	38	28	52	49
Dumpster	17	25	16	7	15	16
All Other	7	4	3	5	15	7
Total	308	273	230	217	294	265
Mutual Aid Cooking Fire	2	3	2	7	10	6
Mutual Aid Building Fire	40	19	47	44	55	41
Mutual Aid All Other Fires	7	4	3	6	3	5
Total Mutual Aid	49	26	52	57	68	52
Total All	357	299	282	274	362	317

The seemingly low percentage of building fire runs is typical of the fire service nationally and should be viewed as a success. Since the 1950s the fire service has stressed the importance of prevention and education. That strategy has produced building code modifications and more fire-resistant materials that have reduced the incidence of building fires and the dollar value of fire loss. Brush/grass fires is the next largest category of fires at 49 fires or approximately 15% of the total.

Table 10 shows the dollar value of fire loss in Spartanburg from 2010 to 2014.

Table 10. Spartanburg Fire Loss 2010 to 2014

	2010	2011	2012	2013	2014
Dollar Value	\$3,338,318	\$1,694,650	\$768,054	\$1,084,834	\$1,503,270
Number of Fires	308	273	230	217	294
Average Loss per Fire	\$10,838	\$6,207	\$3,339	\$4,999	\$5,113

Fires in Spartanburg are seldom catastrophic, as indicated by the low average dollar loss per fire shown in Table 10.

Table 11 displays average response times for 2010 through 2014. The National Fire Protection Act (NFPA) standard for response time is 90% of runs responded to within four minutes. Response time is defined as "wheels turning time," from the time that the apparatus actually begins to leave the station to the time the apparatus arrives on scene. This table

applies only to response times within Spartanburg. Automatic/ mutual aid response times are not covered by NFPA standards.

Table 11. Fire Department Response Time Experience 2010 to 2014

	2010	2011	2012	2013	2014	Five-Year Average
Average Response Time	3:16	3:26	3:26	3:35	3:25	3:26
Median Response Time	2:54	3:03	3:04	3:08	3:00	2.94
Percent of responses 4 minutes or less	52.57%	49.71%	48.42%	48.97%	50.45%	50.02%
Percent of response 4.01 minutes to 5 minutes	19.36%	20.04%	19.75%	19.70%	19.51%	19.68%
Percent of responses 5 minutes or more	28.07%	30.25%	31.83%	31.33%	30.04%	30.30%

Table 11 indicates that average and median response times over the five-year period are both less than four minutes. The percentage of calls under four minutes, however, is lower than the recommended standard. The NFPA response time standard of four minutes was met an average of 50.02% of the time rather than 90%. This means that nearly half of the time the Fire Department does not meet NFPA response time standards. This would normally indicate a need for repositioning station locations.

The fire department accreditation standard for response time is less rigorous than the NFPA response time standard. The accreditation response time standard is 5 minutes 12 seconds “wheels turning” time. Table 11 indicates that even if the accreditation standard is applied to Fire Department response times, the standard is not met approximately 30% of the time. This further supports the need for repositioning station locations.

The fire chief reported that a repositioning study has been executed, including a recommendation to merge two existing stations into a single new station. It would appear from information provided by the department that the proposed new station positioning plan would provide better coverage that should more closely approach the NFPA response time standard. We understand that the City administration and City Council have taken the proposed plan under consideration and are examining funding potential.

The fire service demand profile for Spartanburg is typical of most cities in that actual building fires are a small minority of service demand and the dollar value of fire loss is a fraction of the assessed value of improved property.

Leadership and Succession

As noted, one of the primary issues facing the Fire Department is that over the next four years 45% of the department personnel will be eligible to retire. The retirement impact will be felt primarily in the command and officer ranks of the department: assistant chief, battalion chief, captain, and lieutenant. For example, both of the current assistant chiefs can retire at any time and face mandatory retirement within two years.

The fire chief has been in position for approximately two years and is progressive in his leadership style. For example, he recently engaged the National Institute of Standards and Technology, the leading industry agent for setting standards for fire prevention, to analyze traditional fire ground tactics. The result of that analysis called into question some long-held industry beliefs and practices about firefighting tactics. Seeking continuous improvement in how the job gets done is emblematic of progressive leadership.

Progressive leadership by the chief is a good start, but requires nurturing on a daily basis throughout the ranks to be embedded in the culture. To counter the loss of experience and impact on the organization, a succession plan should be established.

A sound succession plan identifies potential personnel turnover and implements a knowledge transfer system as well as a replacement selection and training program. The selection and training program should be structured so that replacement leaders have been identified and trained before there are leadership vacancies. That will ensure a seamless transition of department leaders.

Recommendation 28. Develop and implement a succession plan for the Fire Department.

Recommendation 29. Implement a replacement selection and training program. The Police Department analysis in this report includes extensive guidance on a process for selecting and training police sergeants. The same guidance should be adapted to the Fire Department in its selection and training of first line supervisors and command staff.

Strategic Planning

The Fire Department strategic plan is over a decade old. Since the development of the strategic plan, automatic and mutual aid improvements and modifications have had a profound impact on the

delivery of fire suppression service. The strategic plan was also adopted prior to the appointment of the current fire chief. The Fire Department's strategic service plan needs to be updated and revised to account for current trends in regional cooperation and the objectives of the fire chief. This section of the report itemizes issues that must be addressed in an updated strategic plan.

Regional Cooperation

Automatic/mutual aid is now commonplace in the industry. Automatic aid is a system in which a number of neighboring jurisdictions install a dispatch protocol that alerts and sends first responders irrespective of jurisdictional boundaries. Mutual aid is a system whereby neighboring jurisdictions enter into agreements to send assistance to one another upon request. These systems of regional cooperation have had a significant impact on service quality and cost containment.

While automatic/mutual aid is now an integral element of the system it is also true that not all partners are equal. Some departments, such as Spartanburg, are career service departments while others are combination departments (they have career leadership but also use volunteer forces). Other agencies operate totally with volunteers. Some jurisdictions staff with full-time career service personnel while others use a combination of full-time and part-time career service personnel.

Apparatus types, ages and reliability differ from jurisdiction to jurisdiction. And cost of apparatus has increased such that affordability is a looming problem. Jurisdiction demographics and build-out characteristics are dynamic and different than ten years ago. These are only a few of the environmental elements that impact service delivery in a system that places heavy reliance on automatic/mutual aid.

Given the appropriate reliance on automatic and mutual aid and the variety of department partners in that system, the best strategic planning process would be to engage all of the partners in the process. This will require participation of leadership from elected officials and senior managers in the partnership jurisdictions. As the largest department in the partnership, Spartanburg should assume the leadership role in convening and leading a regional strategic planning exercise.

Recommendation 30. Convene and lead a regional fire service strategic planning exercise.

It is possible, and even likely, that not all jurisdictions would be willing or able to participate. Nevertheless, that should be the starting point for the

effort and the exercise should proceed with those jurisdictions that choose to participate.

Service Issues

Our assessment indicates the need to analyze and address the following issues that will have a strategic impact on the Spartanburg Fire Department. These issues must be covered in the strategic planning effort.

Fire Station Locations and Appropriateness

Spartanburg currently has five fire stations. However, engine one is not in service 95% of the time. Engine one is taken out of service when there is not sufficient personnel available to safely staff the apparatus at the station. Taking the engine out of service does not create a service quality issue since it is within a mile of another station. The fact that the engine can be out of service frequently without a negative impact on service quality is a good indication that only four stations are needed.

As discussed previously in the response time section of the report, a better fire station location model would be to close the two fire stations within a mile of one another and build a new fire station in a more appropriate location. That should address the response time quality issue identified in that section of this report, based on information provided by the department.

We also noted during our assessment that the other three fire stations, while appropriately located, are not entirely serviceable in terms of present day fire service. The most noticeable drawback is that not all apparatus can fit into the stations nor can they service the apparatus on-site appropriately. The strategic planning exercise should evaluate the feasibility of the other three fire stations in terms of present day fire service methodology. Issues of location and serviceability should, if possible, be considered in the context of the regional service strategy. If other jurisdictions have location and/or serviceability issues also there may be a cooperative solution.

Recommendation 31. Address fire station location and serviceability issues in the updated strategic plan, including potential regional solutions.

In devising a strategy for addressing fire station issues, Spartanburg should analyze alternative options for funding fire station construction or

renovation. New development affects service levels and location needs for emergency services and can participate in paying for changes needed to address the impact. Public-private partnerships for the development of new stations may be economically advantageous instead of outright public funding.

Recommendation 32. Examine public-private partnership options for fire station construction and renovation funding.

Partnership Practices

Based on our interview with the assistant chief (the liaison with automatic/mutual aid partners) we did not develop an impression of a sophisticated working relationship among the partners. Such practices as cooperative procurement, standardizing equipment, routine inter-jurisdiction drills, and personnel pooling did not seem to be well developed. Partnership practices with automatic/mutual aid agencies need to be more formalized and routinized, and tactical actions need to be more standardized. More shared training activities should take place. As the largest department in the partnership, Spartanburg should take the lead in developing more formal partnership practices.

Recommendation 33. Develop a strategy for formalizing, routinizing, and standardizing partnership practices among automatic/mutual aid agencies.

False Alarms

We noted in the section on run volume that false alarms represented 28% of runs over the last five years. Data from the National Fire Protection Association Fire Analysis and Research Division indicates that in 2012 false alarms nationally decreased 6.1% from 2011 levels. In Spartanburg during that same period, false alarms actually increased by 8%. From 2010 through 2014 false alarms in Spartanburg decreased by only 2%. On a daily basis, false alarms occur at nearly twice the frequency of an actual fire run.

Data for 2012 on causes of false alarms nationally, as documented by NFPA, indicates that nearly 79% of false alarms were due either to system malfunctions or inadvertent triggering of alarms. Spartanburg has adopted an ordinance that provides for fines on the fourth false alarm in any year. A private contractor tracks false alarms and manages the application of Spartanburg's alarm ordinance.

False alarms constitute a hazard to Fire Department personnel who must respond in emergency mode and to the public who must be vigilant in granting right-of-way to emergency responders. False alarms are also costly in terms of absorbing labor hours of emergency service personnel and wear and tear on expensive rolling stock. The objective of a false alarm abatement program should be to reduce false alarms, not to merely collect fine revenue. The effectiveness of the current approach to false alarms is questionable given that the last five years have shown almost no decrease in the volume.

An alternative approach to false alarm abatement which recognizes that over three-quarters of the false alarms are related to either equipment malfunction or misuse is to focus the abatement program on the equipment providers. In a way, the equipment provider is selling the service of the emergency responder. Alarms themselves do not solve the emergency.

Spartanburg should consider instituting a substantial fine for false alarms to be paid by the alarm companies. This approach focuses on the proximate cause of the majority of false alarms, alarm system functionality. In addition, the business license of an alarm company should be subject to its performance in reducing the incidence of false alarms caused by its customers. These measures are more likely to result in a reduction of false alarms than the current approach, which does not seem to provide appropriate incentives for reducing false alarms.

Recommendation 34. Revise the false alarm ordinance to include requirements for and penalties to providers.

Apparatus Replacement

Our examination of the apparatus replacement schedule and experience indicates that Spartanburg has consistently invested in fire apparatus to maintain best practice standards for the department. This is a commendable practice and should be continued.

However, it appears that there is a methodology issue that could threaten Spartanburg's ability to maintain their practice of timely replacement of fire apparatus. The City uses an internal service fund for fire apparatus replacement (as well as for other vehicle replacements) by allocating an annual amount to the fund. The methodology for determining the apparatus replacement amount is based on the purchase price of the apparatus.

The issue with that method is that fire apparatus have a long useful life over which the purchase price is amortized. Because of that long useful life, the impact of inflation, as well as the increasing sophistication of apparatus and the shrinking pool of manufacturers all render the purchase price as an inadequate base for amortization. The result is that when it comes time to replace a rescue engine, for example, the internal service fund does not have sufficient funds for the replacement.

We realize that the funding methodology for the internal service fund is a matter of City budget policy. To aid City administrators to reach informed decisions on an appropriate method for internal service funding of fire apparatus replacement the Fire Department should annually update the apparatus replacement plan with current and projected replacement cost schedules. Given that a single piece of apparatus costs between \$700,000 and \$1,500,000 more accurate intelligence on replacement cost is imperative.

In addition to developing more accurate replacement cost information, the replacement schedule should also include a report on discussions with automatic/mutual aid partners on potential for regional approaches to apparatus replacement.

Recommendation 35. Develop an apparatus replacement costing model that provides annually updated estimates of internal service funding requirements for fire apparatus.

Recommendation 36. Explore regional approaches to apparatus replacement.

This activity will help City administrators make better informed decisions on internal service funding in the overall budget context.

Department Organization

The current organization plan for the department authorizes three assistant chief positions. One position is in charge of operations, a second is in charge of administration and support and a third is in charge of fire prevention and education.

Based on our interviews and analysis of duties and workload we believe the duties of the assistant chief for administration and support and the duties of the assistant chief in charge of fire prevention and education can be merged into a single position.

One of the responsibilities of the Fire Prevention and Education Bureau is to carry out commercial code enforcement on a complaint basis. Complaints on code violations pertaining to commercial occupancies (that are defined as any residential structure that has more than two dwelling units) are investigated and enforced by personnel of this bureau.

Personnel in the bureau are focused on and proactive in fire inspections. For example, 500 sites are inspected on a two-year cycle. Commercial code enforcement occurs on a complaint basis. Detailed inspection results and records are kept on fire code inspections. There is no comparable records system for commercial code enforcement.

Code enforcement is the most powerful tool in any city's arsenal for maintaining decent, safe and sanitary housing and commercial occupancies. In cities that are the most accomplished in using code enforcement to maintain and attract businesses and residents, it is a proactive practice that has a high priority. Spartanburg has, in our opinion, sub-optimized code enforcement as an economic development tool by bifurcating enforcement responsibility. The effectiveness of this tool is further diminished by its positioning in an agency that does not see it as part of its primary mission.

Code enforcement can be optimized as a community maintenance and economic development tool by unifying responsibility for commercial and residential code enforcement in a single agency.

We recommend that the responsibility for commercial code enforcement activity be transferred from the Fire Department to the Property Maintenance Inspections Department.

Recommendation 37. Transfer commercial code enforcement responsibility from the Fire Department to the Property Maintenance Inspections Department.

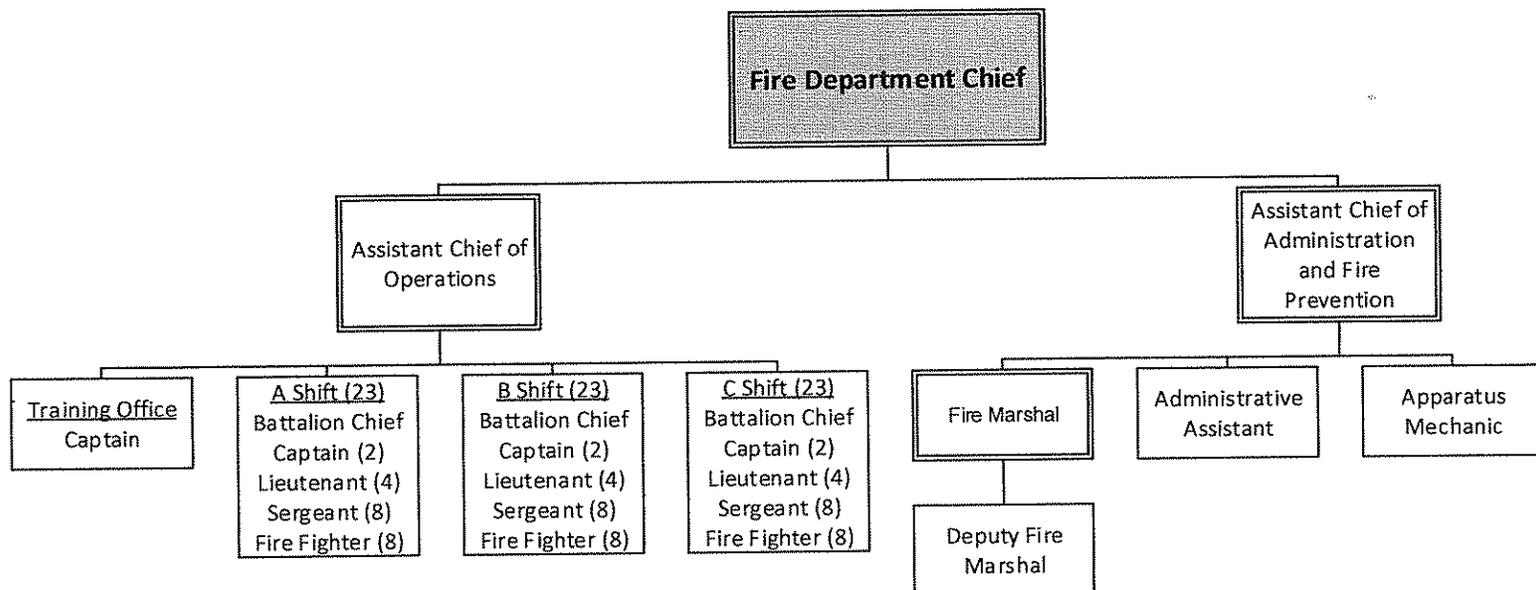
Currently a fire marshal and two assistant fire marshals in the bureau share responsibility for commercial code enforcement among their other duties. Management Partners' team members were told there is no real record system that would provide management information about demand, workload, and quality. Thus, we cannot directly and empirically establish the impact of the transfer of responsibility in terms of staffing. However, our analysis of the duties that remain after transfer indicates that a fire marshal and a single assistant fire marshal would be adequate staffing for the bureau. The two-year 500 site inspection workload is the equivalent of between one and two inspections per day. The fire marshal and assistant fire marshal make between 80 and 100 investigations of suspicious incidents per year. Between the two positions that is about one a week. Education activities are internally driven and can be adjusted to other workload or assigned to line companies.

Recommendation 38. Transfer one vacant fire department position to the Property Maintenance Inspections Department.

Transferring commercial code enforcement responsibility from the Fire Department enhances the feasibility of merging two assistant chief positions into a single position.

The new, recommended organization chart for the department after implementing these recommendations is shown below as Figure 4.

Figure 4. Recommended Fire Department Organization Plan



Performance Management

To improve accountability and provide management with additional intelligence about ongoing operations, the department should establish methods for collecting and acting on data.

Post-Incident Analysis Reports

A best practice that is not rigorously observed in the Spartanburg Fire Department concerns Post-Incident Analysis (PIA) reports. PIA reports are written analyses of what occurs on a fire ground, prepared immediately following the incident by the incident commander. They are a product of group discussion by the involved staff that focuses on what was done right or wrong and what could be done differently to achieve a better outcome. PIA reports, when done consistently, are an excellent analysis and learning tool.

PIA report format and protocols are codified in General Order 107.09. Application of General Order 107.09 needs to be stressed by command staff and accountability measures should be established, focused on Battalion Chiefs and company officers.

Recommendation 39. Develop a monitoring and accountability protocol for Post-Incident Analysis reporting.

PIA reports, when prepared, should be posted on the department intranet. They are valuable for other aspects of department operations in addition to suppression. General Order 107.09 should reflect the responsibility of department personnel for reviewing PIA reports. The training captain should be responsible for reviewing PIAs to determine if there are training needs that emerge from them. The fire marshal should review PIAs to determine if there are prevention or education activities or practices that are indicated. All other suppression companies should study PIAs for applicability to their tactics. This distribution tree will bear fruit in the form of improving overall department performance while enhancing personal safety of department members.

Recommendation 40. Modify PIA reporting protocols to include review responsibilities of appropriate department personnel.

Accountability

In the Police Department section of this report an accountability system is described. The same elements of that system should be implemented in the Fire Department. Those elements are briefly recapped below.

- Establish unit success profiles,
- Assess unit performance periodically,
- Develop department performance report card,
- Report performance to stakeholders,
- Align individual performance reviews to unit success profiles, and
- Incorporate customer feedback into individual performance reviews.

Conclusion

The fire department could improve its operations and see gains in both effectiveness and efficiency if it addresses the looming succession needs, takes a leadership role in regional strategic planning for fire services, and establishes an accountability system to monitor and manage operations.

Conclusion

For ten years, Spartanburg City government had a merged Public Safety Department that consolidated police and fire service responsibilities. Personnel on patrol as police officers also responded to firefighting duties.

Recently, City administrators decided to change the merged department model. A new fire chief has been in place for approximately two years. A new police chief has been in place for just over a year. Senior City managers decided that the change in service delivery model should be accompanied by an external assessment of police and fire operations. The primary purpose of the assessment is to validate or modify each department's operational policies and protocols.

Management Partners' assessment of the departments examined the specific service environments of each agency and the appropriateness of the policies, practices and protocols as they relate to the service environment. The assessment also examined the degree to which department operations transcended accreditation and incorporated industry best practices.

This report makes 40 recommendations for modifications and improvements in the departments' policies, practices and protocols.

Attachment A – List of Recommendations

- Recommendation 1. Implement a crime control policing model in the Spartanburg Police Department.
- Recommendation 2. Consolidate the existing special units into a single Tactical Bureau.
- Recommendation 3. Implement data review meetings weekly.
- Recommendation 4. Identify training resources and implement crime control model training program in the Police Department.
- Recommendation 5. Develop and implement a call differentiation protocol.
- Recommendation 6. Develop electronic online incident reporting capability in the Spartanburg Police Department.
- Recommendation 7. Develop telephone reporting protocols for incident reporting.
- Recommendation 8. Develop a strategy and plan for the use of social media in the Spartanburg Police Department.
- Recommendation 9. Use Nixle to enhance Reverse 911 electronic information sharing with stakeholders.
- Recommendation 10. Use community policing training resources available through national law enforcement associations.
- Recommendation 11. Modify General Orders pertinent to community policing to accommodate pertinent best industry practices.
- Recommendation 12. Implement an incident follow-up protocol.
- Recommendation 13. Develop a media and community relations program assigned as a primary duty to one staff member.
- Recommendation 14. Provide media relations training for police command staff, watch commanders, and supervisors.
- Recommendation 15. Assign the PIO coordination responsibility for Police Department community relations programs and efforts.
- Recommendation 16. Acquire appropriate investigative case management software.
- Recommendation 17. Review database management practices for comportment with state code.
- Recommendation 18. Employ a temporary person to eliminate the backlog of property and evidence items awaiting return or destruction.
- Recommendation 19. Analyze property and evidence staffing needs after staffing is returned to the authorized complement and the backlog is eliminated.
- Recommendation 20. Assign ancillary support duties to court security and transport staff to be carried out when City Court is not in session.
- Recommendation 21. Reassign the Criminal Investigation Specialist position to the Operations Division.

Recommendation 22. Develop success profiles for each organizational unit of the Police Department and assess performance against success profiles periodically.

Recommendation 23. Develop a department performance report card and report performance to stakeholders periodically.

Recommendation 24. Modify the annual performance review methodology to include unit success profile factors.

Recommendation 25. Incorporate customer feedback information into individual annual performance reviews where applicable and appropriate.

Recommendation 26. Develop and implement a sergeant selection and training process as specified in this report.

Recommendation 27. Prepare and maintain a department succession plan.

Recommendation 28. Develop and implement a succession plan for the Fire Department.

Recommendation 29. Implement a replacement selection and training program.

Recommendation 30. Convene and lead a regional fire service strategic planning exercise.

Recommendation 31. Address fire station location and serviceability issues in the updated strategic plan, including potential regional solutions.

Recommendation 32. Examine public-private partnership options for fire station construction and renovation funding.

Recommendation 33. Develop a strategy for formalizing, routinizing, and standardizing partnership practices among automatic/mutual aid agencies.

Recommendation 34. Revise the false alarm ordinance to include requirements for and penalties to providers.

Recommendation 35. Develop an apparatus replacement costing model that provides annually updated estimates of internal service funding requirements for fire apparatus.

Recommendation 36. Explore regional approaches to apparatus replacement.

Recommendation 37. Transfer commercial code enforcement responsibility from the Fire Department to the Property Maintenance Inspections Department.

Recommendation 38. Transfer one vacant fire department position to the Property Maintenance Inspections Department.

Recommendation 39. Develop a monitoring and accountability protocol for Post-Incident Analysis reporting.

Recommendation 40. Modify PIA reporting protocols to include review responsibilities of appropriate department personnel.