

COBB COUNTY, GEORGIA POLICE DEPARTMENT

Police Operations and Management Study

A Study by the International Association of Chiefs of Police



MAY 2017

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
INTRODUCTION	3
ACKNOWLEDGMENTS	5
CHANGING CONDITIONS.....	5
PRINCIPAL FINDINGS AND RECOMMENDATIONS – SUMMARY	5
CHAPTER I. THE POLICING ENVIRONMENT	9
CHAPTER II: CULTURE AND LEADERSHIP	38
CHAPTER III: OPERATIONS, ORGANIZATION STAFFING, AND STRUCTURE.....	58
CHAPTER IV: PATROL STAFFING AND OPERATIONS.....	85
CHAPTER V: COMMUNITY POLICING AND COMMUNITY ENGAGEMENT	146
CHAPTER VI: JUVENILES	161
CHAPTER VII: EMERGENCY COMMUNICATIONS.....	163
CHAPTER VIII: INVESTIGATIONS AND STAFFING	165
CHAPTER IX: POLICY REVIEW	187
CHAPTER X: IMPARTIAL POLICING.....	193
CHAPTER XI: DATA AND TECHNOLOGY	200
CHAPTER XII: TRAINING AND EDUCATION	204
CHAPTER XIII: RECRUITMENT, RETENTION, SELECTION, AND PROMOTION	212
CHAPTER XIV: INTERNAL AFFAIRS.....	223
CHAPTER XV: ASSET MANAGEMENT	231
CHAPTER XVI: FINDINGS AND RECOMMENDATIONS	233
CHAPTER XVII: SUMMARY	255
APPENDIX A: SUPPLEMENTAL TABLES AND FIGURES	257

LIST OF TABLES

TABLE 1: Population Trends.....	11
TABLE 2: Population Ages	11
TABLE 3: Population Projections.....	14
TABLE 4: Cobb County Operating Budget	14
TABLE 5: Cobb County Police Department Budget	15
TABLE 6: Sworn Staffing Levels	15
TABLE 7: Historic Staffing Levels	16
TABLE 8: Diversity Profile	16
TABLE 9: Gender Profile.....	17
TABLE 10: Part I Crimes	18
TABLE 11: Part II Crimes	20
TABLE 12: Part I and II Crimes.....	21
TABLE 13: Part I Case Clearance Rates	21
TABLE 14: Part II Case Clearance Rates	22
TABLE 15: Crime Rate Comparisons - 2015.....	23
TABLE 16: Adult and Juvenile Arrests	24
TABLE 17: Traffic Crash Reports by Type/Year/Precinct	26
TABLE 18: Traffic Enforcement	27
TABLE 19: Personnel Comparisons to Benchmark and IACP Study Cities.....	32
TABLE 20: Population Ratios Comparisons	33
TABLE 21: Annual Separations by Category	34
TABLE 22: Annual Separations - Comparisons.....	34
TABLE 23: Experience Profile	35
TABLE 24: Respondent Profile.....	48
TABLE 25: Survey Responses.....	49
TABLE 26: Organizational Climate	51
TABLE 27: CAGE Unit Activity - 2015.....	65
TABLE 28: VIPER Unit Activity 2011-2015	65
TABLE 29: Tactical Unit Activity 2015.....	66

TABLE 30: STEP Unit Non-Callout Activity 2011-2015	67
TABLE 31: STEP Unit Callout Activity 2011-2015.....	67
TABLE 32: Hit and Run Unit Activity	68
TABLE 33: Motors Unit Activity 2011-2015	68
TABLE 34: Motors Unit Traffic Complaints 2011-2015	68
TABLE 35: Rangers Unit Activity 2011-2015.....	69
TABLE 36: K-9 Unit Activity 2011-2015.....	70
TABLE 37: Sworn Police Staffing.....	87
TABLE 38: Patrol Watch Shift Hours	88
TABLE 39: Patrol and Supplemental Patrol Unit Hours.....	89
TABLE 40: Most Frequent Officer-Initiated Activity	92
TABLE 41: Time Spent on Officer-Initiated Activity	92
TABLE 42: Call Volume and Duration by Category	94
TABLE 43: Top Five Citizen-Initiated Calls by Category - Frequency	95
TABLE 44: Top Five Officer-Initiated Calls by Category - Frequency	96
TABLE 45: Top Five Citizen-Initiated Calls by Category - Time Spent	97
TABLE 46: False Alarm Unit Tasks	98
TABLE 47: Top Five Officer-Initiated Calls by Category - Time Spent.....	99
TABLE 48: Percentage of CFS Distribution by Day of the Week	101
TABLE 49: Percentage of CFS Distribution by Hour of the Day.....	102
TABLE 50: Patrol Allocations by Shift and Precinct	103
TABLE 51: Total Activity by District and Percentage.....	103
TABLE 52: Total Count of CFS by Precinct and Beat; Officer- and Citizen-Initiated	105
TABLE 53: Per Shift Totals by Beat Volume	106
TABLE 54: Beat Count and Citizen-Initiated CFS by Precinct	107
TABLE 55: Total CFS by Priority	108
TABLE 56: Response Time by Priority - Citizen Initiated	108
TABLE 57: Total Response Time In vs. Out of Beat	109
TABLE 58: Back-Up Response.....	110
TABLE 59: Call Types Averaging Three or More Responding Units.....	112
TABLE 60: Patrol Availability (Hours)	114

TABLE 61: Required Positions per Precinct (Minimum Beat Staffing)	115
TABLE 62: Population and CFS per Officer Totals; Benchmark City Survey Data.....	117
TABLE 63: Obligated Patrol Workload – Model 1	120
TABLE 64: Obligated Patrol Workload – Model 2	122
TABLE 65: Obligated Workload – Patrol 30% Model.....	122
TABLE 66: Officer Workload Survey Results - Reports	123
TABLE 67: Officer Workload Survey Results - CFS.....	123
TABLE 68: Patrol and Investigation: Comparison to Benchmark City Survey	128
TABLE 69: Patrol Allocation and Volume by Precinct	133
TABLE 70: Traffic Incidents by Frequency - 2016	136
TABLE 71: Traffic Incidents by Time Spent - 2016.....	137
TABLE 72: Traffic Enforcement and Crash Trends.....	138
TABLE 73: Headquarters Duty Officer Data - 2015	142
TABLE 74: Precinct Desk Officer Data from CAD - 2016.....	143
TABLE 75: Investigations Bureau Staffing	170
TABLE 76: Investigations Availability	171
TABLE 77: Cases Assigned by Year/Unit	173
TABLE 78: Cases Assigned by Year – Percentage Change	174
TABLE 79: Case Assignment in Domestic Violence Unit	174
TABLE 80: Case Assignment and Clearance by Unit	175
TABLE 81: Average Annual/Monthly Caseloads - 2015	176
TABLE 82: Investigative Capacity per Detective – 2015 (Model 1)	177
TABLE 83: Investigations Survey	178
TABLE 84: Investigative Capacity per Detective – 2015 (Model 2)	179
TABLE 85: Investigation Duration by Category of Assignment - 2015	180
TABLE 86: Crimes Against Persons Case Data - 2016	181
TABLE 87: High Tech Crimes Case Data - 2016	181
TABLE 88: Self-Reported Current and Preferred Investigative Caseload.....	182
TABLE 89: Self-Reported Case Closure Expectations in Days Active	183
TABLE 90: Investigation Assignments: Agency Comparisons	184
TABLE 91: Biased Policing Complaints	195

TABLE 92: General Statistics – Pct. 2, August 2016	201
TABLE 93: Criminal Statistics – Pct. 2, August 2016.....	201
TABLE 94: Overall Attrition Rates – IACP Management Study Cities.....	216
TABLE 95: Attrition Rates by Category – IACP Management Study Cities	217
TABLE 96: Law Enforcement Turnover Rates – Comparative Studies.....	217
TABLE 97: 2015 Officer Separations by Reason (IACP survey - cities).....	218
TABLE 98: Complaint Case Dispositions 2011-2015; all counts.....	228
TABLE 99: Internal and External Complaints	229

LIST OF FIGURES

Figure 1: Cobb County Area Map	10
Figure 2: County Governmental Structure	13
Figure 3: Department of Public Safety Organizational Chart	29
Figure 4: Cobb County Police Department Organizational Chart.....	30
Figure 5: Precinct Map.....	85
Figure 6: Citizen- vs. Officer-Initiated CFS	91
Figure 7: Calls by Day of Week	100
Figure 8: Calls by Time of Day	101
Figure 9: Calls by Precinct and Beat	104
Figure 10: Self-Reported Supplemental Workload	126
Figure 11: City Average Staffing by Average Citizen CFS, by Hour and Day	129
Figure 12: Precinct 1 CFS Averages	130
Figure 13: Precinct 2 CFS Averages	131
Figure 14: Precinct 3 CFS Averages	131
Figure 15: Precinct 4 CFS Averages	132
Figure 16: Precinct 5 CFS Averages	132
Figure 17: CFS by Hour of Day – Heat Map	134
Figure 18: Motor Vehicle Crashes by Hour of the Day	139
Figure 19: Cobb County PD Website Photo 1	152
Figure 20: Cobb County Website Photos 2 and 3	153
Figure 21: Investigations Bureau Organizational Structure	165
Figure 22: Crimes Against Persons Organizational Structure.....	166
Figure 23: Special Operations Organizational Structure.....	168
Figure 24: Selected Crimes – Pct. 2, January – August 2016	202
Figure 25: Training Academy Organizational Structure.....	204
Figure 26: IA Investigation/Complaint Routing.....	224
Appendix Figure 1: Precinct 1 Beats.....	257
Appendix Figure 2: Precinct 2 Beats.....	257
Appendix Figure 3: Precinct 3 Beats.....	258

Appendix Figure 4: Precinct 4 Beats.....	258
Appendix Figure 5: Precinct 5 Beats.....	259

EXECUTIVE SUMMARY

In the summer of 2016, the Cobb County, Georgia Police Department (CCPD) contracted with the International Association of Chiefs of Police (IACP) to conduct a study of the Cobb County Police Department. The IACP team conducted a number of onsite visits and initiated a series of interviews with staff and select community members identified by CCPD. Citizens had the opportunity to provide online feedback and staff from the department completed an in-house workforce survey. Additionally, IACP conducted significant analysis of current data and new data generated as a part of this study. This report outlines our findings and recommendations.

Studies of this nature are predisposed toward the identification of areas requiring improvement, and accordingly, they have a propensity to present what needs work, without fully acknowledging and highlighting positive aspects of an organization. Admittedly, this report follows a similar progression. Because of the numerous recommendations contained within this study, those consuming this report might mistakenly conclude that the police department is in a poor condition. We wish to state the opposite quite clearly.

Notwithstanding the recommendations outlined in this report, the Cobb County Police Department (CCPD) is a generally efficient and well-organized agency with a strong commitment to community policing and collaborative problem solving efforts. Staff at all levels present a high level of commitment and pride in their work. The Cobb County Police Department provided us unfettered access to staff and all data at their disposal, without reservation or hesitation. It was evident to our team that the command staff at the CCPD want what is best for the agency and the community, and they are willing to take the necessary steps to ensure positive and appropriate change takes place.

This study examined numerous areas of department operation, and our analysis determined that several areas within the police department require adjustment in order to meet service demands and improve relationships and trust between the police department and the community. Our study provides 34 recommendations, separated into three prioritized categories: Priority One Recommendations, Priority Two Recommendations and Priority Three Recommendations. These recommendations follow several major themes.

- Recruiting, hiring, and properly training new officers.
- Building relationships and trust with the community in a co-production model of policing, with modern policing methods and practices.
- Implementing adjustments to staffing and deployments.
- Adjusting organizational leadership actions to support the transition to a co-production policing model and procedural justice focused management style.

This report outlines the process and methodology used to conduct our analysis of the police culture and practices of the Cobb County Police Department. We believe that our analysis is balanced, and that it fairly represents the conditions, expectations, and desired outcomes that we studied, and those which prompted and drove this inquiry. Where we used external data for comparison purposes, we have provided references.

Although we stand behind the core statements and purpose of our recommendations, we recognize that the details concerning implementation may require modification or revision in order to meet departmental needs. Accordingly, we consider our implementation suggestions as but one possible method for accomplishing the stated goal, and understand that the department may need or choose to take a different approach for a variety of reasons.

We wish to express our appreciation for the opportunity to collaborate with you on this very important project.

The IACP team

INTRODUCTION

In 2016, Cobb County, Georgia, contracted with the International Association of Chiefs of Police (IACP) to conduct a study of the Cobb County Police Department (CCPD). The primary focus of this study was on the culture and practices of the Cobb County Police Department, but the study included a review of all aspects of police operations. This report outlines those efforts.

The IACP comprehensive study of CCPD focused on the following areas:

- Policing Characteristics and Trends
- Mission, Goals, Values, and Objectives
- Policing Style
- Crime and Crime Workload
- Organization
- Diversity, Internally within the Department and Externally in the Community
- Staffing Requirements and Resource Leveraging
- Community Services – Patrol, Traffic, and Investigations
- Crime Prevention and Fear Reduction
- Crime Analysis and Data-Driven Policing
- Professional Standards and Trust Building
- Community Relations and Perceptions
- Management Support Services
- Legal Support
- Human Resources
- Career Development
- Information Management
- Communications
- Resources and Resource Management

The IACP team conducted this study in six phases:

Phase I – Project Organization

Phase II - Data Collection

Phase III – Preparation of Findings and Recommendations

Phase IV – Report Preparation and County Review

Phase V - Final Report Preparation and Presentation

Phase VI – Implementation Assistance

Phase I focused on organization of resources and identification of information necessary to conduct the study. We used a specific methodology for this study to ensure objectivity and a comprehensive review of all aspects of police operations.

Phase II focused on the collection of information about CCPD operations and policing conditions. The IACP team engaged a combination of data collection techniques, obtaining data from existing sources, and generating new primary research data in areas targeted. As part of the data collection process, our team interviewed more than 50 personnel (command, non-command, and non-sworn), and numerous stakeholders and private citizens. IACP staff observed numerous department operations and rode along in a dual role with officers selected by CCPD, conducting an interview with the officer, and making operational observations. Policy statements, rules and regulations, statistical reports, and other written documents were gathered by IACP staff, along with a broad array of data sets including calls for service data, personnel leave data, caseloads for detectives, and training records. Data collection included a staff survey to include respondent profile items (assignment, years of service and time in rank, rank/title, age, race, gender, and education), 75 content items (opinion, perception), 7 organizational climate items, and an open comments option. The survey elicited employee responses in 26 different categories. Additionally, we provided an opportunity for online community feedback, soliciting open-ended remarks from the public. We also held two community forums to gather additional information concerning the views of the public.

Phase III concentrated on analysis and evaluation of data, development of improvement recommendations, and preparation of several drafts of our report. Evaluation involved subject matter expert reviews, and comparison of policies, procedures, and operations with contemporary professional police standards, which included a composite of policies and best practices favored by the IACP staff. This phase also involved collection of supplementary data, and corroboration of information obtained earlier in the study.

Phase IV, which overlapped with Phase III, involved the development of preliminary findings and recommendations. This was a collaborative process involving the study team, in-house IACP advisors, and external subject matter experts. The IACP team shared these results with CCPD executives and Cobb County Commissioners to assess their compatibility with client expectations. This process required repeated efforts to corroborate information collected earlier, to fill data gaps, and to obtain feedback on a number of innovations and proposals in the report.

Phase V entailed the preparation of this final report.

Phase VI involves an ongoing process in consultation with Cobb County Officials.

ACKNOWLEDGMENTS

IACP wishes to thank the following individuals for their unwavering assistance and support in the development of this report:

- Cobb County Manager David Hankerson (ret.)
- Director of Public Safety Sam Heaton
- Cobb County Chief of Police John R. Houser (ret.)
- Executive Assistant Captain James Ferrell

Most of all, our thanks go to all of the men and women of the Cobb County Police Department who participated in interviews, allowed our staff to ride-along with them, and completed surveys and/or took the time to provide information, ideas, and suggestions. We would also like to acknowledge here that of the many police studies recently undertaken by IACP, none exceeded the level and depth and timeliness of the data we were provided. This level of participation shows a commitment to the project, but it also speaks to the ability of the agency to provide such data; this demonstrates a high level of technological capacity, and it suggests the potential to use these types of data in a variety of processes to improve law enforcement services. We also wish to thank the good citizens of Cobb County who took the time to participate in community meetings and respond to the online survey.

CHANGING CONDITIONS

The Cobb County Police Department is a dynamic and ever changing organization. We recognize that numerous changes have taken place since the start of this study in the summer of 2016. Conditions examined in this report may have changed in the time that has elapsed between report preparation and delivery. Understandably, we have had to freeze conditions in order to prepare the report. The most current information on the conditions of the organization resides with the command staff of the police department, including information on actions, which constitute consideration and implementation of our recommendations.

PRINCIPAL FINDINGS AND RECOMMENDATIONS - SUMMARY

Overall, the IACP found the CCPD to have the characteristics of an effective law enforcement agency. However, this report contains numerous recommendations for the CCPD to improve further its operations. We have provided a brief summary list of the priority recommendations below. Each of our recommendations includes a priority rating, and an indication of which section within this report the recommendation emanates from. Additional information pertaining to our recommendations is contained with the individual sections. We have also provided a full list of recommendations at the end of this report.

It is our recommendation that the agency should implement Priority 1 recommendations as soon as possible, followed by Priority 2 recommendations, and lastly, Priority 3 recommendations. We also recognize there are multiple ways in which an agency may implement necessary changes. Accordingly, while our recommendations provide one pathway for improving operational functions, we understand that the agency may engage alternate strategies that seek to achieve the same results we identify in our recommendations.

Priority 1 Recommendations

Recommendation: Engage a more Interactive and Inclusive Leadership Style
Chapter II Section IV Leadership Style

Recommendation: Increase Mid- and Upper-Level Management Training
Chapter II Section VII Mentoring and Coaching

Recommendation: Review and Revise the Performance Appraisal Process
Chapter II Section VIII Performance Appraisal

Recommendation: Ensure Full and Consistent Staffing of Public Service Technician Positions (PSTs)
Chapter III Section III Administrative Support

Recommendation: Immediate Planning and Preparation for Stadium Opening
Chapter III Section VI Community Assets

Recommendation: Establish and Fill Operational Minimums in Patrol Division and the Department
Chapter IV - Patrol Staffing

Recommendation: Prioritize Patrol Staffing
Chapter IV - Patrol Staffing

Recommendation: Expand TRU/PDO Function and other Alternate Reporting
Chapter IV - Alternative Reporting

Recommendation: Reemphasize Community Policing as a Department Strategy
Chapter V - Community Policing

Recommendation: Acknowledge and Address Public Perceptions of Racism and Discriminatory Policing by CCPD
Chapter V - Community Policing

Recommendation: Engage a Co-Production Police Model
Chapter V - Community Policing

Recommendation: Prioritize Criminal Investigations Staffing
Chapter VIII - Investigations Staffing

Recommendation: Collect Race Contact and Outcome Data
Chapter X - Impartial Policing

Recommendation: Review Disqualification Policies and Practices
Chapter XIII - Recruitment and Selection

Priority 2 Recommendations

Recommendation: Review and Revise CCPD Approach to Traffic Enforcement.
Chapter I Section V Traffic

Recommendation: Improve Organizational Communication
Chapter II Section IV Leadership Style

Recommendation: Improve Morale of Civilian and Sworn Personnel
Chapter II Section IV Leadership Style

Recommendation: Improve Public Image of SWAT and VIPER Units
Chapter III Section II Policing Philosophy and Operations

Recommendation: Establish a Formal Role for the Community/Citizen Advisory Committee
Chapter V - Community Policing

Recommendation: Collect and Analyze Investigations Case Data, Monitor Workloads
Chapter VIII - Investigations Staffing

Recommendation: Create a Formal Policy Review Process
Section IX - Policy Review

Recommendation: Review Department Pursuit Policy
Chapter IX - Policy Review

Recommendation: Simplify Return of Personal Property at Precinct Level
Chapter IX - Policy Review

Recommendation: Develop a Multiple Contact Monitoring System
Chapter X - Impartial Policing

Recommendation: Review and Revise CCPD Basic Curriculum
Chapter XII - Training and Education

Recommendation: Examine Core Attrition Causes
Chapter XIII - Retention

Recommendation: Improve Promotion Selection Transparency
Chapter XIII - Promotion

Recommendation: Review IAD SOPs for Revision on Employee Notifications
Chapter XIV - Internal Affairs

Recommendation: Consider Proactively Publishing IA Disposition Data
Chapter XIV - Internal Affairs

Recommendation: Analyze Needs of High-Tech Crimes Section
Chapter XV - Department Equipment

Priority 3 Recommendations

Recommendation: Strategize Approaches to Improve the Organizational Climate
Chapter II Section X Workforce Survey

**Recommendation: Consider the Value of Allowing Officers to Work Fill Shifts or
Temporary Assignments in Other Precincts**
Chapter III Section I Organizational Structure

Recommendation: Reinstitute the “Knock and Talk” Philosophy
Chapter V - Community Policing and Community Engagement

Recommendation: Develop a LGBTQ Policy
Chapter IX - Policy Review

CHAPTER I. THE POLICING ENVIRONMENT

Examination of the policing environment is an essential prerequisite to informed judgment regarding policing culture, practice, policy, operations, and resource requirements. The geography, service population, economic conditions, levels, and composition of crime and disorder, workload, and resources in Cobb County, are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. We examine these factors in this chapter.

The Cobb County Police Department has authorization for 690 sworn positions. Currently the CCPD has a total of 637 sworn officers and 66 non-sworn civilian positions for a total of 702 employees. There are 136 officers assigned to support Patrol Operations as investigators or in specialty units, with 407 officers assigned the primary responsibility to respond to Calls for Service (CFS). The primary function of the patrol officer is to provide public safety by maintaining order, responding to CFS, conducting traffic enforcement, maintaining high visibility to deter criminal activity, and to have positive interactions with the citizens of Cobb County to help establish a good rapport. Additional patrol officer responsibilities include conducting preliminary investigations, identifying, pursuing, and arresting suspects, rendering aid to victims, including psychological, emotional, and physical care, preparation of cases for court, including testimony, and writing reports that document accurate accounts of events.

SECTION I: SERVICE POPULATION

On Dec. 21, 1830, the Georgia General Assembly enacted legislation that claimed “all the Territory within the limits of Georgia, and now in the occupancy of the Cherokee tribe of Indians.”¹ Eventually this territory was divided into nine new counties, Cass (later renamed Bartow), Cobb, Floyd, Forsyth, Gilmer, Lumpkin, Murray, Paulding, and Union.² Cobb County, founded in 1832, received its name from Thomas Willis Cobb, who was a U.S. Representative and Senator from Georgia in the early 1800s. Cobb County encompasses a total 340 square miles, 4 square miles of which are water.³ Cobb County, Georgia is the fourth largest county by population in the state of Georgia.

Located just northwest of Atlanta, and soon to be the new home of the Atlanta Braves professional baseball team, Cobb County is a growth area, with population estimates predicting more than 900,000 people by 2030.⁴ The current population based on U.S.

¹ <http://georgiainfo.galileo.usg.edu/topics/counties/cobb>

² <http://georgiainfo.galileo.usg.edu/topics/counties/cobb>

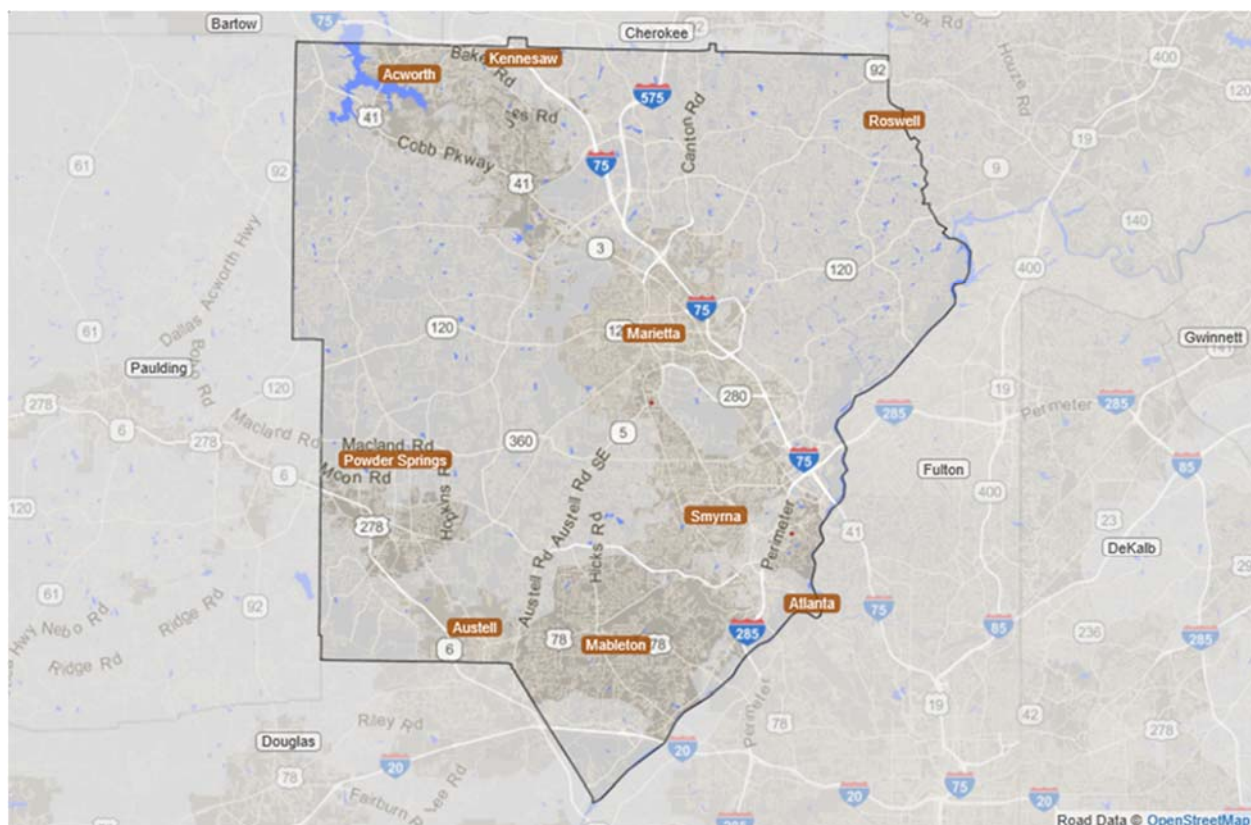
³ https://en.wikipedia.org/wiki/Cobb_County,_Georgia

⁴ http://www.georgialibraries.org/lib/construction/georgia_population_projections_march_2010.pdf

census estimates is 741,334 residents (although other estimates place the current population as somewhat lower). The county seat is in the city of Marietta, with an estimated 2013 population of 59,089 residents. Marietta is also the most affluent city in Georgia.⁵ Cobb County is largely a suburban area; however, there are concentrated population centers in the cities/towns of Marietta, Kennesaw, Smyrna, Acworth, Austell, Powder Springs, and Mableton. Although predominantly white, there are significant African American and Hispanic/Latino populations, with 15% of the overall population being foreign born, making Cobb County a diverse and unique policing environment.⁶

In Figure 1 below, we provide a map that depicts Cobb County and the areas immediately adjacent to it. Of note is that the city of Marietta, Georgia, which is the county seat and the largest city in Cobb County, is located directly in the center of the county; additionally, Atlanta, which is the capital of Georgia, abuts Cobb County to the southeast.

Figure 1: Cobb County Area Map



<http://statisticalatlas.com/state/Georgia/Overview>

⁵ https://en.wikipedia.org/wiki/Marietta,_Georgia

TABLE 1: Population Trends

POPULATION	1980 Census	1990 Census	2000 Census	2010 Census	2014 ACS Est.	2020 Projected
Population	297,718	447,745	607,751	688,078	708,920	729,762
Increase		150,027	160,006	80,327	20,842	41,684
% Change		50.39%	35.74%	13.22%	3.03%	6.06%

Data Source: U.S. Census Bureau

Table 1 above shows that population trends and projections are headed upward in Cobb County. This will ultimately affect work volume and CFS for the department. It is important to note here that IACPs workload model does not rely on population as a variant for calculating staff demands. However, we recognize that increases in population typically result in additional workload, and these shifts are often predictable and measurable.

TABLE 2: Population Ages

Population by Age	Census 2000	Census 2010	2010 Percent	ACS 2014 Number	2014 Percent	Percent Change 2010- 2014	Projected 2020	Projected 2020 Percent
0 - 4	43,938	48,318	7.02%	48,000	6.77%	-0.66%	47,682	6.53%
5 - 9	44,858	49,463	7.19%	50,056	7.06%	1.20%	50,649	6.94%
10 - 14	44,295	48,641	7.07%	49,789	7.02%	2.36%	50,937	6.98%
15 - 19	39,535	47,982	6.97%	48,530	6.85%	1.14%	49,078	6.73%
20 - 24	40,708	44,950	6.53%	46,813	6.60%	4.14%	48,676	6.67%
25 - 34	110,283	100,817	14.65%	101,715	14.35%	0.89%	102,613	14.06%
35 - 44	111,675	108,793	15.81%	108,827	15.35%	0.03%	108,861	14.92%
45 - 54	86,185	104,692	15.22%	106,234	14.99%	1.47%	107,776	14.77%
55 - 59	26,597	40,682	5.91%	43,714	6.17%	7.45%	46,746	6.41%
60 - 64	17,641	33,768	4.91%	36,589	5.16%	8.35%	39,410	5.40%
65 - 74	24,079	35,949	5.22%	42,383	5.98%	17.90%	48,817	6.69%
75 - 84	13,801	17,521	2.55%	19,520	2.75%	11.41%	21,519	2.95%
85+	4,156	6,502	0.94%	6,750	0.95%	3.81%	6,998	0.96%
Total	607,751	688,078		708,920			729,762	

Data Source: U.S. Census Bureau

The above table reflects a community of working-age people, ages 25-54, who are more likely to be using the roadways at the same time during peak commuting hours, necessitating a commensurate police presence and response. Conversely, this working-age population also leaves many empty houses, apartments, and condominiums, presenting potential targets for criminals during working hours. This age demographic

(25-54) represented 46% of the entire Cobb County population in 2010 census. Nationally, young males ages 15-24 perpetrate the majority of the violent crimes.⁷ As Cobb County continues to grow, it is important to monitor the evolving population numbers in different age demographics, as these can affect (either upward or downward) workload volumes.

GROWTH IN COBB COUNTY GEORGIA

Cobb County is a growth area both in population and as a desirable business location. The move of the Atlanta Braves professional baseball team from Turner Field in Atlanta, to the newly constructed Sun Trust Park in Cobb County, is indicative of the business and economic growth of the area. Increases in population and business establishments clearly affect staffing needs. However, it is important to note here (as we indicated above) that the IACP staffing model does not calculate staffing needs based on a ratio of population to number of officers alone, as we believe this is an imperfect and a poor measure for defining staffing needs. Increasing population generally does result in measurable increases in work demands for police departments. However, increases in demands for service can vary widely, depending upon myriad factors. Accordingly, it is difficult to predict with certainty how these factors will affect demands for service. Increases in demands for service may be nominal, or significant. In contrast, adding land mass, automatically adds to the workload of a police agency (although we would not anticipate additional land acquisition for Cobb County). In short, an increasing population is an important factor in determining the current and near future demands upon the CCPD, but is not the only factor.

SECTION II: COBB COUNTY GOVERNMENT

County government functions are normally based in the county seat, and generally housed in the county courthouse. As an arm of state government, county governments carry out many functions for the state, such as elections, road building and repair, health and welfare programs, record keeping, and automobile licensing. The state constitution requires the election of four officers in each county: the sheriff, clerk of the superior court, tax commissioner, and judge of the probate court. Local law establishes the county's form of government, as either a board of commissioners, or a sole commissioner.⁸

Cobb County is governed by a five-member board of commissioners, which has both legislative and executive authority within the county. The chairperson of the board is elected countywide. The other four commissioners are elected from each of the districts.

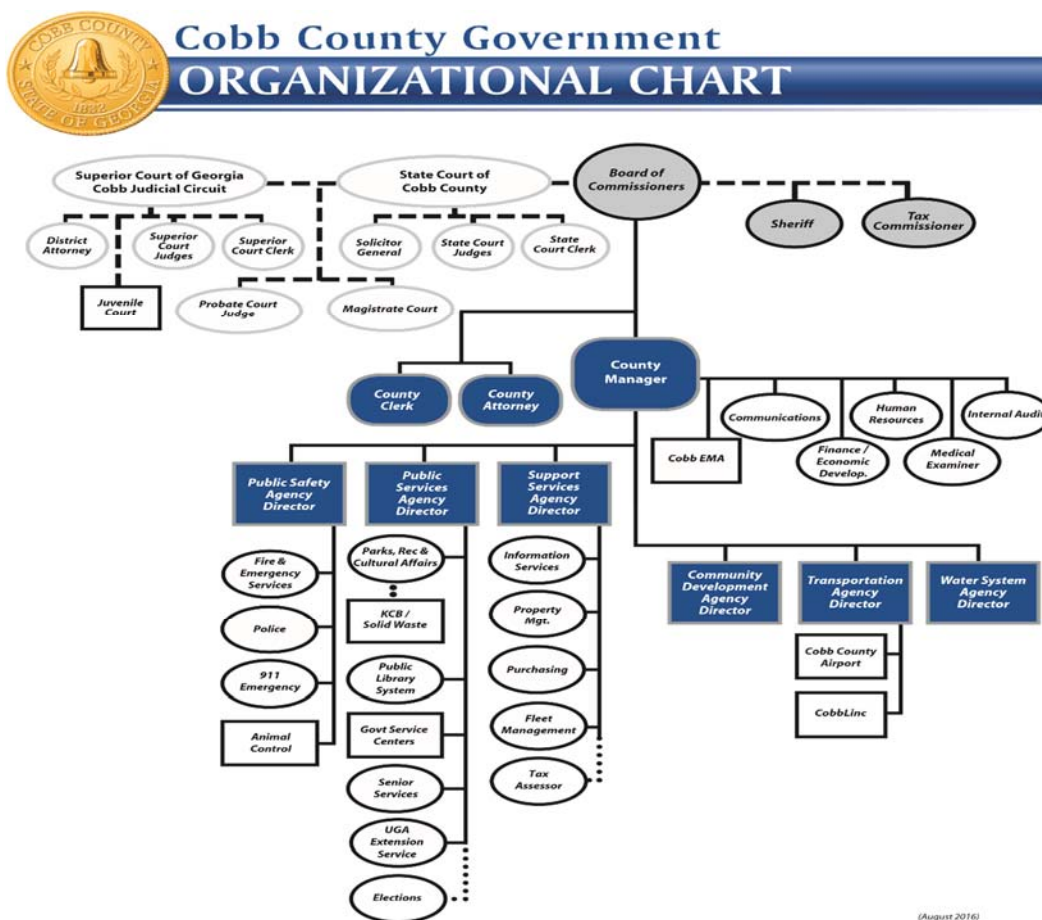
⁷ <https://www.nij.gov/topics/crime/Pages/delinquency-to-adult-offending.aspx>

⁸ <http://www.georgiaencyclopedia.org/articles/government-politics/government-and-laws-overview>

The board hires a county manager who oversees day-to-day operations of the executive departments within the county.

The county has an elected sheriff who oversees the jail, to which everyone arrested in Cobb County under state law is taken, regardless of the city or other area of the county where the arrest occurs. In addition to the county sheriff, Cobb County has a separate police department under the authority of the Board of Commissioners. This countywide police organization is the Cobb County Police Department (CCPD), the subject of this study. Each city within Cobb County also has a separate police department, answerable to its governing council. Marietta, Smyrna, and Austell also have separate fire departments. The Cobb County Fire Department has jurisdiction over Kennesaw, Acworth, Powder Springs, and various unincorporated areas.⁹ Below in Figure 2 we provide the organizational structure of the Cobb County government.

Figure 2: County Governmental Structure



Data Source: <http://cobbcounty.org/>

⁹ https://en.wikipedia.org/wiki/Cobb_County,_Georgia

SECTION III: BUDGET

In the examination of the Cobb County Police Department budget, there are a number of factors to consider. Operationally, there are several core functions under the control of the Department of Public Safety. For example, the 911 Communications Center, Animal Control, Internal Affairs, and some administrative functions, fall under the Department of Public Safety. To what extent this funding, or shifts in this funding, impact the overall CCPD budget, is not a part of our examination. The focus of the IACP is to look at overall funding trends, whether up or down, and how those trends connect to staffing, population trends, calls for service, and to the general the ability of the officers within the department to do their jobs.

The following data reflects a CCPD budget that has been essentially level-funded for the past six years. During this same period, the overall county budget has increased, by just under 7%.

TABLE 3: Population Projections

POPULATION	2010 Projection	2015 Projection	2020 Projection	2025 Projection	2030 Projection
Population	720,496	779,807	845,458	917,603	981,054
Increase		59,311	65,651	72,145	63,451
% Change		8%	8%	9%	7%

Data Source: State of Georgia: Population Projections 2010 to 2030

http://www.georgialibraries.org/lib/construction/georgia_population_projections_march_2010.pdf

Table 3 above highlights the upward population trends of Cobb County, while Table 4 below reflects the Cobb County budget changes over the past five years.

TABLE 4: Cobb County Operating Budget

	2012 Adopted	2013 Actual	2014 Adopted	2015 Adopted	2016 Proposed	% Change 2012-2016
General Fund	\$321,948,188	\$325,382,746	\$325,382,746	\$340,788,261	\$343,012,400	6.54%
Total Budget	\$723,318,778	\$722,090,453	\$743,163,936	\$764,696,613	\$772,336,567	6.78%
Percent Change		1.07%	0.00%	4.73%	0.65%	

Data Source http://cobbcounty.org/index.php?option=com_content&view=article&id=1045&Itemid=507

During the period (2012 – 2016) shown in Table 4 above, the Cobb County budget grew commensurately with general population increase (see Table 3 above). During this same period, the CCPD budget essentially remained level-funded; see Table 5 below. Although they are not directly connected, significant changes in population, such as those projected in Table 3 above, will push workloads upward, eventually requiring

increases to the workforce at CCPD. Again, the IACP model relies on workload calculations, not population trends, but significant increases in population typically result in more work volume, and Cobb County will need to monitor these trends carefully in the future.

TABLE 5: Cobb County Police Department Budget

	2012 adopted	2013 actual	2014 adopted	2015 adopted	2016 proposed	\$ Change 2015-2016
Expenditures	\$55,209,903	\$57,719,608	\$54,602,325	\$57,765,452	\$57,757,337	(\$8,115)
Percent Change		4.55%	-5.40%	5.79%	-0.01%	

Source: http://cobbcounty.org/index.php?option=com_content&view=article&id=1045&Itemid=507

Note: E911 and Public Safety – Training are listed separate from the police budget.

CCPD Staffing levels, shown in Table 6 below, have gradually increased by 9% between 2012 and 2016. Interestingly, this increase in sworn officers did not have a commensurate impact on the CCPD budget (see Table 5 above). Normally, police departments are salary-driven organizations, and an increase in personnel typically results in an increase to the budget. IACP knows from experience that there are a number of rationales for why this could happen. These can occur when personnel that the department is authorized to hire are included in the budget, but when they have not yet hired or replaced. It can also occur when specific departmental costs, which were previously paid for out of the police budget, are now absorbed by some other entity within the Cobb County budget. Additionally, these numbers can fluctuate from previously budgeted one-time expenses, which are now applied or added to other line items to cover increases, like salary and wages, or reductions in overtime and/or in backfilling vacancies caused by general leave, sick leave, or other vacancies, including those generated by injuries.

TABLE 6: Sworn Staffing Levels

	2012	2013	2014	2015	2016
Chief of Police	1	1	1	1	1
Deputy Police Chief	2	2	2	2	2
Police Major	3	3	3	3	7
Police Captain	10	10	10	10	10
Police Lieutenant	35	35	35	35	35
Police Sergeant	86	86	86	86	86
Police Officer II	445	449	461	461	461
Police Officer III	24	23	50	50	50
Police Officer I	1	1	0	0	0
TOTAL	607	610	648	648	652

Source: Cobb County Data

Comparatively, police Staffing levels show relative parity with the population increases in Cobb County, which have been roughly 9% between 2011 and 2015. Additional staffing increases ultimately result in the need for additional supervisors. Although there is no hard and fast rule, a general rule of thumb regarding span of control is one supervisor for every five followers, although some have suggested this ratio could be higher, at one supervisor for 8-10 followers.¹⁰ We will show some comparative statistics regarding personnel allocations by position within the CCPD in a later table, but we note here that the span of control within CCPD appears appropriate and adequate.

TABLE 7: Historic Staffing Levels

Year	Population	# of Officers	#Civilians	Total staffing
2011	697,534	584	58	642
2012	707,846	570	56	626
2013	717,935	566	67	633
2014	731,018	610	56	666
2015	741,334	641	66	707

Data Source: Cobb County Data

In Table 7 above, we provide the total staffing numbers (sworn and civilian) for the CCPD. In Table 8 below, the diversity profile shown includes only sworn personnel.

TABLE 8: Diversity Profile

Position	Asian	African American	Hispanic	Native American	White	Grand Total
Chief	0	0	N/A	N/A	1	1
Deputy Chief	0	0	N/A	N/A	2	2
Major	1	1	N/A	N/A	5	7
Captain	0	2	N/A	N/A	8	10
Lieutenant	0	2	N/A	N/A	32	34
Sergeant	3	9	N/A	N/A	74	86
Police Officer I	5	27	N/A	N/A	93	125
Police Officer II	3	46	N/A	N/A	327	376
TOTAL*	12	87	0	0	542	641
Percentage	1.87%	13.57%	0.00%	0.00%	84.56%	

Data Source: CCPD

¹⁰ http://highered.mheducation.com/sites/007241497x/student_view0/part2/chapter4/chapter_outline.html

In Table 8 above, we provide a breakdown of the racial diversity within the Cobb County Police Department. CCPD sworn staffing is predominately white at 84.56%, with minority officers comprising the remaining 15.44% of sworn personnel. The percentage of white vs. non-white officers is disproportionate to the Cobb County population, which has an African American population of 25.6%, and a white population of 67.1%. The remaining population is primarily a mix of Hispanic/Latino and Asian.¹¹ This variance between community and department diversity, validates claims by Cobb County officials and community members that minority recruitment should to be a key priority; CCPD assures us that this is the case.

Table 8 above also displays the diversity of the CCPD by rank. There are 140 supervisory positions within the CCPD, ranging from sergeant to chief. Out of those 140 positions, 14 are African American, reflecting 10.0% of the total. This is well below the percentage of African Americans within the community population. Even when adding the four supervisors who are Asian, the total percentage of minorities in supervisory ranks is only 12.8%; this statistic is one that CCDD should seek to improve.

TABLE 9: Gender Profile

Position	Female	Male	Grand Total
Chief	0	1	1
Deputy Chief	0	2	2
Major	0	7	7
Captain	0	10	10
Lieutenant	2	32	34
Sergeant	4	82	86
Police Officer I	14	351	365
Police Officer II	25	105	130
Grand Total	45	590	635
Percentage	7.09%	92.91%	

Data Source: CCPD

Table 9 above displays the gender profile of the CCPD. Overwhelmingly, males dominate the workforce, with 92.91% of sworn staff. There are currently 54 executive-level positions (lieutenant and above) within the police department, and females staff only two of these positions, representing only 3.7% of the total. In addition, if we add the sergeants to this data, there are 140 supervisory positions within the CCPD, and women only occupy 6 of those positions, or .43%. The number of women in supervisory

¹¹ <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk>

positions and executive positions is very low in comparison to other agencies we have studied, and based on national statistics. However, this number is even low when compared against the total population of women within the CCPD, which is 7.09%. Although the racial make-up of the CCPD is somewhat under-represented, female representation is even more visibly disparate. We did not study potential barriers to the hiring of or advancement of women within the CCPD ranks, but the disparate numbers reflected here suggest the need for CCPD to examine what issues might be contributing to the low representation of women within the department, and overall in supervisory positions.

SECTION IV: CRIME, ARRESTS, AND DEPARTMENT OPERATIONS

Crime

Table 10 below shows a significant increase in the violent crimes of Rape, Robbery, and Aggravated Assault between 2014 and 2015. This upturn in violent crime between 2014 and 2015 is concerning and will need to be monitored to see if it is an anomaly or trend. We also note an increase in the Entering Auto category as well.

TABLE 10: Part I Crimes

Crime Type	2011	2012	2013	2014	2015	5 Year Average	Variance from Avg.	2014-2015 Trend
Homicide	20	13	18	15	18	17	1	20.00%
Rape	95	84	82	69	115	89	26	66.67%
Robbery	384	400	404	289	427	381	46	47.75%
Aggravated Assault	409	462	434	435	564	461	103	29.66%
Burglary	2,887	2,648	2,262	1,947	1,940	2,337	-397	-0.36%
Burglary Comm.	530	438	399	460	501	466	35	8.91%
Entering Auto	2,562	2,561	2,782	3,097	4,107	3,022	1,085	32.61%
MV Theft	880	754	774	866	883	831	52	1.96%
Theft	1,257	1,132	1,198	1,285	1,284	1,231	53	-0.08%
Total	9,024	8,492	8,353	8,463	9,839	8,834	1,005	16.26%
Arson*	32	34	29	23	37	31	6	60.8%

Data Source: CCPD

*Source: FBI Uniform Crime Reports

During our study, the IACP identified a local term called *flipping*, where perpetrators walk around and *flip* the handles of vehicles to see if the vehicle is unlocked. It is possible that there has been a significant increase in the numbers of these *flipping* incidents, or it may be that people reported more in 2015 than in the past. Like the other more serious crime categories, we suggest monitoring these numbers to determine if

this increase represents a trend, and if so, we would recommend that CCPD examine the issue further to determine what actions they can take to mitigate these increases.

We also want to point out that under the FBI Uniform Crime Reporting (UCR) Guidelines, Part I crimes include Murder, Rape, Robbery, Aggravated Assault, Burglary, Theft, Motor Vehicle Theft, and Arson. There are three variations from this protocol in Table 10 above. First, Table 10 reflects *burglary* in two categories, general burglary, and commercial burglary. Although this is likely a helpful separation for CCPD analysis purposes, it is not a standard UCR separation. Second, *entering auto* is not a separate category under UCR. In some cases, entering an auto can result in a theft, but this is not always the case. When a theft occurs, regardless of where it occurs, it is reflected within a single category under UCR guidelines. Again, we can see the utility here in separating these, but not all of these reports would be considered Part I crimes within UCR. Lastly, we noted that there are no statistics for arson provided within the data we received from CCPD.

We checked the FBI UCR for the years 2011-2015 and found the data that we included in Table 10 above.¹² We are aware that the Cobb County Fire Department has their own investigation unit under the Department of Public Safety, and that they conduct arson investigations separately from CCPD. It is not clear to what extent the fire department shares these data with CCPD, although we would certainly recommend this. The increase in the number of arsons from 2014-2015 is high, at nearly 61%. However, the 2015 numbers are similar to those from 2011 and 2012, and although the spike in 2015 from 2014 is noteworthy, it is not a cause for alarm.

Table 11 below tracks Part II crimes over a five-year period. In analyzing the data, there is generally relative consistency from year to year in the number and frequency of Part II crimes. In the case of Fraud, there is a sizable jump in numbers between 2014 and 2015, which is cause for concern, and CCPD should monitor these numbers. In the case of Sale of Synthetic Drugs, Opium, and Vagrancy, because of the low numbers year to year, the spikes reflected in 2015 are not significant enough to establish any upward trend, despite the percentage increases, which appear relatively high. Again, it would be advisable to continue to monitor these numbers to see if they continue to rise.

¹² <https://ucr.fbi.gov/crime-in-the-u.s>

TABLE 11: Part II Crimes

Part II Offenses (selected)	2011	2012	2013	2014	2015	% Change 2014-2015
FORGERY	110	124	77	99	85	-14.14%
FRAUD	79	100	89	117	312	166.67%
EMBEZZLEMENT	1	1		2	1	-50.00%
STOLEN PROP - RECEIVE, POSSESS, BUY	203	196	176	193	216	11.92%
VANDALISM	668	671	560	652	698	7.06%
WEAPONS OFFENSE	108	117	99	100	113	13.00%
PROSTITUTION AND COMMERCIALIZED VICE	33	33	61	12	17	41.67%
SEX OFFENSES (EXCEPT 02 AND 160)	451	545	410	460	451	-1.96%
SALE OF OPIUM/COCAINE	3	16	20	15	23	53.33%
SALE OF MARIJUANA	141	153	146	100	96	-4.00%
SALE OF SYNTHETIC DRUGS	4	5	3	1	3	200.00%
SALE OF OTHER DRUGS	108	103	114	110	103	-6.36%
POSSESSION OF OPIUM/COCAINE	167	210	265	231	209	-9.52%
POSSESSION OF MARIJUANA	1,133	1,266	1,286	1,103	1,281	16.14%
POSSESSION OF SYNTHETIC DRUGS	65	90	59	46	41	-10.87%
POSSESSION OF OTHER DRUGS	50	65	103	105	123	17.14%
OFFENSES AGAINST FAMILY & CHILDREN	437	468	387	419	458	9.31%
DRIVING UNDER THE INFLUENCE	2,013	1,863	1,610	1,334	1,620	21.44%
LIQUOR LAWS	149	150	131	111	91	-18.02%
DRUNKENNESS	55	50	43	71	67	-5.63%
DISORDERLY CONDUCT	328	320	233	229	211	-7.86%
VAGRANCY	1	1	0	2	3	50.00%
ALL OTHER (EXCEPT TRAFFIC)	4,994	4,857	4,602	4,654	5,218	12.12%
RUNAWAY	529	580	489	570	532	-6.67%
ALL OTHER OFFENSES	20,312	20,764	19,847	21,142	22,056	4.32%
	32,142	32,748	30,810	31,878	34,028	6.74%

Data Source: CCPD CAD Data

Table 12 below combines the data from Tables 10 and 11 above, and shows relative consistency from year to year in all crimes, with a slight upward trend in overall crime between 2014 and 2015. Although overall crime is increasing, taken as a whole, Part 2 crimes have remained relatively stable over the five-year period tracked. What is more concerning is the increase in Part 1 crimes over the five-year period, with an overall increase of 16.26%. Again, IACP did not study the reasons behind these trends, and we cannot speculate as to what may be causing them. However, we do note that the population of Cobb County was 688,000 in 2010 (see Table 1 above), and estimates suggest that the population was closer to 780,000 people in 2015 (see Table 3 above). These shifts in population may be connected to the change in crime rates.

TABLE 12: Part I and II Crimes

	2011	2012	2013	2014	2015	2011-2015 Change	2014-2015 Change
Part I Crimes	9,024	8,492	8,353	8,463	9,839	9.03%	16.26%
Part II Crimes	32,142	32,748	30,810	31,878	34,028	5.87%	6.74%
Total	41,166	41,240	39,163	40,341	43,867	6.56%	8.74%

Source: CCPD CAD Data

Table 13 below also shows relative consistency from year to year in the clearance rates of Part I crimes. We feel it is important to point out that readers should not view the variance in clearance rates for Homicide between 2014 and 2015 as a concerning downward trend in the overall solvability rate for these crimes. When calculating percentages for low number of occurrences, one or two additional clearances can make a big difference in the percentage of cases cleared. As we noted above in the increases in certain Part II crimes, these percentages may seem large, but when considered against the actual number of occurrences, the deviation is relatively small.

TABLE 13: Part I Case Clearance Rates

Part 1 Offenses vs. Clearances (Exceptionally Cleared or by Arrest)	2013 Offenses	2013 Cleared	2013 Pct. Cleared	2014 Offenses	2014 Cleared	2014 Pct. Cleared	2015 Offenses	2015 Cleared	2015 Pct. Cleared
Homicide	18	15	83.33%	15	12	80.00%	18	9	50.00%
Rape	82	52	63.41%	69	40	57.97%	115	72	62.61%
Robbery	404	114	28.22%	289	127	43.94%	427	121	28.34%
Aggravated Assault	434	318	73.27%	435	342	78.62%	564	409	72.52%
Burglary	2,262	323	14.28%	1,947	289	14.84%	1,940	286	14.74%
Burglary Comm.	399	45	11.28%	460	72	15.65%	501	38	7.58%
Entering Auto	2,782	248	8.91%	3,067	251	8.18%	4,107	246	5.99%
MV Theft	774	242	31.00%	866	274	32.00%	883	258	29.00%
Theft	1,198	312	26.04%	1,285	372	28.95%	1,284	344	26.79%
Totals	8,353	1,669	19.98%	8,433	1,779	21.10%	9,839	1,783	18.12%

Violent Crimes	938	499	53.20%	808	521	64.48%	1,124	611	54.36%
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Source: Cobb County DATA

NOTE: Violent Crimes include Murder, Rape, Robbery, and Aggravated Assault.

Despite relative clearance consistency, as mentioned above, this table does reflect an upward trend overall in Part I crimes. Again, as we indicated previously, we note that the number of robberies has increased significantly from 2014 to 2015. While the actual

number of Robbery cases cleared is consistent between 2014 and 2015, the *percentage* of cases cleared is not. There is a significant drop in clearance rates for Robbery, with 43.94% cleared in 2014, and 28.34% in 2015. This is a significant drop in percentage of cases cleared and it could be attributable to the larger number of robbery cases requiring investigation in 2015 as compared to 2014. To support this theory, we note that in 2013, there were 404 robberies with a 28.22% clearance rate. These numbers are very similar to the 2015 numbers, and suggest that staffing for these investigations might be one factor to consider as to why the clearance rates have dropped. In any event, CCPD needs to examine the reasons for the drop off in the robbery clearance rates for 2015.

TABLE 14: Part II Case Clearance Rates

Part 2 Crime Clearances	2011	2012	2013	2014	2015	% Change 2014-2015
FORGERY	98	107	66	88	71	-19.32%
FRAUD	68	85	67	87	234	168.97%
EMBEZZLEMENT	1	0		2	1	-50.00%
STOLEN PROP - RECEIVE, POSSESS, BUY	182	161	144	154	176	14.29%
VANDALISM	405	271	225	274	284	3.65%
WEAPONS OFFENSE	108	111	92	92	104	13.04%
PROSTITUTION AND COMMERCIALIZED VICE	26	31	61	9	14	55.56%
SEX OFFENSES (EXCEPT 02 AND 160)	303	369	292	266	295	10.90%
SALE OF OPIUM/COCAINE	4	12	19	14	23	64.29%
SALE OF MARIJUANA	138	152	141	99	93	-6.06%
SALE OF SYNTHETIC DRUGS	5	4	2	2	3	50.00%
SALE OF OTHER DRUGS	106	98	107	103	102	-0.97%
POSSESSION OF OPIUM/COCAINE	169	199	240	208	198	-4.81%
POSSESSION OF MARIJUANA	1,139	1,245	1,266	1,081	1,269	17.39%
POSSESSION OF SYNTHETIC DRUGS	57	85	54	40	39	-2.50%
POSSESSION OF OTHER DRUGS	51	64	99	101	119	17.82%
OFFENSES AGAINST FAMILY & CHILDREN	381	431	341	362	401	10.77%
DRIVING UNDER THE INFLUENCE	1,988	1,831	1,587	1,317	1,588	20.58%
LIQUOR LAWS	147	147	126	109	94	-13.76%
DRUNKENNESS	52	47	40	69	65	-5.80%
DISORDERLY CONDUCT	317	315	225	226	204	-9.73%
VAGRANCY	1	1		2	3	50.00%
ALL OTHER (EXCEPT TRAFFIC)	3,627	3,548	3,075	3,492	3,956	13.29%
RUNAWAY	569	585	493	564	529	-6.21%
ALL OTHER OFFENSES	19,984	20,497	19,095	20,438	21,827	6.80%
Grand Total	29,926	30,396	27,857	29,199	31,692	8.54%

Source: CCPD CAD Data

Table 14 above shows similar numbers of Part II crimes cleared between 2011 and 2015. Again, there are several anomalies related to the low incidences of crime in the categories of Fraud, Embezzlement, Prostitution, Synthetic and Opium Drug Sale, and Vagrancy. Because these crime category numbers are low to begin with, significant changes in the percentage of solvability from 2011 to 2015 are not a cause for concern. Generally, the table shows similar percentages of clearance rates from year-to-year. The consistency in overall Part II crimes from year-to-year, and the consistency of clearance rates of Part II crimes year-to-year, reflects well on the ability CCPD to effectively identify and investigate crime.

TABLE 15: Crime Rate Comparisons - 2015

County/City	Population	Violent Crime Rate Per 100,000	Violent crime	Murder and Non-Negligent Manslaughter	Rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny-theft	Motor vehicle theft	Arson	Total officers
Clayton County Police Department	273,955	439	1,202	18	88	550	546	8,275	2,513	4,604	1,158	7	243
Cobb County Police Department	708,920	170	1,208	17	107	445	639	11,982	2,410	8,702	870	37	641
DeKalb County Police Department	691,893	518	3,583	70	143	1,820	1,550	24,255	6,823	13,719	3,713	129	825
Fulton County Police Department	920,581	107	988	14	36	420	518	5,828	1,226	3,724	878	0	715
Gwinnett County Police Department	805,321	196	1,578	22	113	714	729	13,906	2,915	9,681	1,310	39	689
Henry County Police Department	203,922	180	367	6	40	136	185	4,428	1,069	2,969	390	8	212
Atlanta	420,003	1,239	5,203	94	170	1,995	2,944	25,556	4,781	16,493	4,282	50	1781
Savannah-Chatham Metropolitan	379,199	308	1,168	54	59	519	536	9,236	1,872	6,241	1,123	20	551
Columbus	202,824	558	1,132	19	68	547	498	11,295	2,560	7,678	1,057	37	488
Averages			1,825	35	92	794	905	12,751	2,908	8,201	1,642	36	683
Cobb County Police Department	+ or -		-617	-18	15	-349	-266	-769	-498	501	-772	1	-42

Source: FBI Uniform Crime Reports
Georgia Counties and Cities over 200,000

Table 15 reflects that in comparison, Cobb County crime rates are about even with or below crime rates of similar county population centers. We wish to note that it is

difficult to draw crime rate comparisons between county population areas and metropolitan population areas, because of the population density variances and other differing factors. However, the violent crime rate is a relevant factor, as it reflects the likelihood that a person will become a victim of a violent crime, based on 100,000 people. The violent crime rate in Cobb County, which includes the categories of murder, rape, robbery, and aggravated assault, is the second lowest among the comparable jurisdictions.

Arrests

CCPD provided IACP with the following information with regard to adult and juvenile arrests:

The arrest statistics below represent all *in custody* arrest made for the specified years. If a suspect is known and an arrest warrant is taken, but they have not been arrested, they will not be included in the data. Offenders age sixteen and below are considered juveniles and 17 years of age and up are considered adults under Georgia law. 17 year olds can also be charged with a “status offense” (i.e. Curfew Violation) and sent to juvenile court, but for any criminal law or traffic violation they are sent to adult court and adult jail.

We provide the CCPD arrest data in Table 16 below.

TABLE 16: Adult and Juvenile Arrests

5 Year Arrest Statistics			
Year	Adult	Juvenile	Total
2011	12,816	900	13,716
2012	12,590	890	13,480
2013	11,782	799	12,581
2014	10,113	609	10,722
2015	11,072	801	11,873

Source: CCPD CAD Data

Table 16 above reflects the totals for all arrests of adults and juveniles. There is significant disparity between numbers of adults arrested compared to the relatively low number of juveniles. However, as mentioned in our comments for Table 2 above, the age demographic that commits the most crime includes those individuals who are ages 15–24. In Georgia, an adult is considered 17 years of age or older. Therefore, in the adult category here, there are likely many younger offenders included that might be considered juveniles in other settings or states; however, because these are not broken down by age, we cannot quantify that number. Additionally, it is common to treat juveniles differently than adults, and to offer alternative programs might reduce these

arrest totals; this has been a growing trend nationally in recent years. Accordingly, it is likely that CCPD prosecuted more juveniles or held them accountable for more crimes than what the data in this table reflects.

SECTION V: TRAFFIC

We examined various traffic data for this study. The number and rate of motor vehicle crashes provides one of the most common measures of the success of traffic functions within law enforcement agencies. Table 17 below depicts the various types of motor vehicle crashes responded to by CCPD for which there was some type of a report filed. In summary, CCPD handled 21,283 motor vehicle crashes in 2015, which represents a 13.78% increase over the 2014 total, of 18,690. Various factors may be contributing to this increase. As we have noted elsewhere in this section, the population of Cobb County has been increasing, and this is true for the entire metropolitan area that surrounds, and is adjacent to Cobb County. Population increases translate into more vehicles on the roadways, which typically results in more crashes.

In addition to the number of vehicles on the roadway, the design and capacity of the roadway system can affect the number of motor vehicle crashes. The increase in crashes between 2014 and 2015 is substantial and includes an additional 2,593 incidents. Of that total, angle and rear-end crashes involved 1,756 incidents, which represents 67.72% of the increase in crashes between 2014 and 2015. This is noteworthy, because angle crashes are typically intersection-related, while rear-end crashes typically involve following too closely. Although we did not study the roadway system in Cobb County, these increases in these two categories suggest roadway capacity and/or engineering issues that Cobb County may need to address. This is particularly concerning as we contemplate the additional traffic that will naturally result from the opening of Sun Trust Park; we suspect the additional traffic will push crash numbers higher.

The data provided in Table 17 below relates to calendar years 2013-2015. However, during the course of this study, we examined CAD data from 2016. Within that CAD data, we examined the top five citizen initiated CFS within various categories. In Table 33 below, we listed motor vehicle crashes and injury crashes, totaling 22,479 incidents. This represents an additional 1,196 crashes over the 2015 total and an increase in motor vehicle crashes of 20.27% over 2014 totals.

Table 17 below also shows that Precinct 1 consistently leads all other precincts for total crashes year-to-year. This is interesting, because overall, Precinct 1 is fourth out of the five precincts in terms of citizen-initiated CFS (see Table 40 below). In addition, Precinct 1 is fourth out of the five precincts in terms of the total number of officers assigned to it (see Table 39 below).

TABLE 17: Traffic Crash Reports by Type/Year/Precinct

2013	ANGLE	HEAD ON	REAR END	SIDESWIPE - SAME DIRECTION	SIDESWIPE - OPPOSITE DIRECTION	NOT A COLLISION WITH A MOTOR VEHICLE	GRAND TOTALS
Precinct 1	1,429	98	2,059	406	78	396	4,466
Precinct 2	1,083	94	1,369	349	78	470	3,443
Precinct 3	1,433	75	1,730	515	81	403	4,237
Precinct 4	1,310	101	1,460	301	59	387	3,618
Precinct 5	572	79	1,027	147	48	407	2,280
Totals	5,827	447	7,645	1,718	344	2,063	18,044

Accidents by Type of Collision

2014	ANGLE	HEAD ON	REAR END	SIDESWIPE - SAME DIRECTION	SIDESWIPE - OPPOSITE DIRECTION	NOT A COLLISION WITH A MOTOR VEHICLE	GRAND TOTALS
Precinct 1	1,522	94	2,047	488	80	448	4,679
Precinct 2	1,161	81	1,528	394	78	504	3,746
Precinct 3	1,514	84	1,513	497	98	388	4,094
Precinct 4	1,335	84	1,591	325	66	395	3,796
Precinct 5	613	87	1,052	192	53	378	2,375
Totals	6,145	430	7,731	1,896	375	2,113	18,690

Accidents by Type of Collision

2015	ANGLE	HEAD ON	REAR END	SIDESWIPE - SAME DIRECTION	SIDESWIPE - OPPOSITE DIRECTION	NOT A COLLISION WITH A MOTOR VEHICLE	GRAND TOTALS
Precinct 1	1,755	102	2,386	500	92	496	5,331
Precinct 2	1,424	118	1,801	465	105	590	4,503
Precinct 3	1,648	100	1,805	728	109	476	4,866
Precinct 4	1,299	102	1,655	348	72	417	3,893
Precinct 5	650	98	1,209	193	52	488	2,690
Totals	6,776	520	8,856	2,234	430	2,467	21,283

Department Wide Totals by Year/Type

	ANGLE	HEAD ON	REAR END	SIDESWIPE - SAME DIRECTION	SIDESWIPE - OPPOSITE DIRECTION	NOT A COLLISION WITH A MOTOR VEHICLE	GRAND TOTALS
2013	5,827	447	7,645	1,718	344	2,063	18,044
2014	6,145	430	7,731	1,896	375	2,113	18,690
2015	6,776	520	8,856	2,234	430	2,467	21,283
Variation*	631	90	1125	338	55	354	2,593

Source: CCPD Data

*(The variation shown is from 2014-2015)

However, despite having the second to lowest number of personnel, Precinct 1 has the highest level of officer-initiated activity (see Table 40 below). We feel it is important to note that Precinct 1 is located in the northwest corner of the county, with several major thoroughfares traversing through the precinct (Interstate I-75, I-575 and US 41). We suspect this, combined with the presence of the major arterial routes, are likely the main contributing factors as to why the crash totals in Precinct 1 are higher than the other precincts.

TABLE 18: Traffic Enforcement

VIOLATION	2014	2015	2016
SPEEDING	15514	15948	9257
EXPIRED TAG / NO TAG	7669	8321	5366
FOLLOWING TOO CLOSELY	5782	6668	4726
FAILURE TO MAINTAIN LANE/IMPROPER LANE CHANGE	3776	4675	3466
BRAKE LIGHT ACTUATION & TURN SIGNAL REQUIREMENTS	3019	4546	3572
VIOLATION OF TRAFFIC CONTROL DEVICE	2904	3242	2432
NO BRAKE LIGHTS OR WORKING TURN SIGNALS	2086	1938	1201
LICENSE: 60 DAYS TO CHANGE NAME/ADDRESS	2011	2306	1442
SAFETY BELT REQUIREMENTS (> 8 YOA)	1896	1450	701
NO PROOF OF INSURANCE	1764	1912	1315
DRIVING WHILE LICENSE SUSPENDED OR REVOKED	1749	1857	1164
TAG LIGHT REQUIRED	1521	1792	1690
DRIVING WITH SUSPENDED TAG	1494	1694	1182
HEADLIGHT REQUIREMENT	1469	2131	1648
DRIVING WHILE UNLICENSED OR EXPIRED / INVALID LICENSE	1410	1599	994
FAIL TO YIELD WHILE TURNING LEFT	1176	1287	797
FAIL TO YIELD WHEN ENTER/CROSS ROADWAY	1076	1108	775
MARIJUANA - POSSESSION - LESS THAN ONE OUNCE	959	1147	810
RUNNING A STOP SIGN	947	1110	751
TURNING MOVEMENTS AND REQUIRED SIGNALS	934	1059	702
NO LICENSE ON PERSON	896	1040	702
STOP SIGN VIOLATION	884	965	940
TAILLIGHTS / LENSES REQUIRED	881	919	645
DISPLAY OF LICENSE PLATES (OBSCURING COVERS/FRAME)	746	968	669
HEADLIGHTS REQUIRED	697	983	555
Sub-Total (Top 25)	63,260	70,665	47,502
Percent of Total Citations	78.20%	79.72%	79.55%
Total Citations	80,896	88,642	59,716

Source: CCPD Data

The number of motor vehicle crashes is an important consideration from a public safety perspective, but it is also important in terms of the time officers must engage in order to

manage those incidents. We will discuss this further in another section, but as we reported in Tables 33 and 35 below, based on 2016 CAD data, officers in Cobb County spent approximately 22,119 hours handling 22,479 crashes. This represents a significant amount of resources, and as noted above, we suspect these numbers will increase, which will put an additional strain on the time officers have available.

In Table 18 above, we provide a breakdown of the top 25 traffic violations for which officers in Cobb County issued a citation. Table 18 shows that speeding violations are the most frequent *moving* violation issued by CCPD officers. Following Too Closely, followed speeding, as the second most frequent *moving* violation. Table 18 also reflects a significant number of *non-moving* citations issued. Violations such as expired tag (plate) or no tag (plate) represent the second most frequent category of citation after speeding. Review of this data also shows a significant number of equipment violations, as well.

Several of the online citizen feedback comments from this study reported a perception of an over-response and over-focus by police on minor motor vehicle violations. These data seem to demonstrate a focus on traffic enforcement within the CCPD, and this is particularly true for years 2014 and 2015. However, we also noted a dramatic decrease in overall citations issued from 2015 to 2016, with Table 18 above showing a 33% decrease in total citations issued.

In looking at the data in Table 18 more closely, we see that the categories of Speed, Follow Too Closely, Traffic Control Device, Stop Signs, and Lane Use violations, comprised 22,712 citation in 2015. That amount represents 47.81% of the total number of citations issued. These types of violations are common contributing factors in motor vehicle crashes. Accordingly, we applaud the officers of the CCPD for their efforts in addressing these violations. However, the CCPD should not discard the comments from citizens concerning their perceptions regarding traffic enforcement. These sentiments can contribute to feelings of animosity from the public toward the police, and accordingly, the CCPD should address and/or mitigate them.

Accordingly, IACP recommends a review and re-focus of CCPDs approach and philosophy related to the enforcement of motor vehicle offenses. Based on the crash data reported above, we believe that CCPD needs to continue to focus closely on traffic safety. However, CCPD can easily revise some of their practices to improve public perceptions of traffic enforcement, while still ensuring that their efforts work to improve safety on the roadways within Cobb County. We suggest that CCPD engage an aggressive educational campaign regarding traffic safety, to include the use of media and social media. We would also encourage CCPD to develop a literature piece that describes various traffic safety concerns, which officers could provide to all drivers on traffic stops. This educational piece will help to legitimize the purpose for officers conducting traffic enforcement, and it will educate the citizens at the same time. We would also encourage CCPD to engage in the issuance of written and/or verbal

warnings, and to track these data, along with race data, for all citations and traffic stops (always providing drivers with the educational literature as noted above). There may also be some value in exploring alternatives to citations, to include, for example, traffic safety classes for certain low-level offenders. However, this practice may require coordination with the prosecutor, and will need to conform to specific legal requirements in the State of Georgia. As a result, we recommend close consideration of these factors prior to implementation.

Lastly, we recommend that CCPD continually analyze the most frequent crash locations and the factors contributing to those crashes. Based on this analysis, CCPD could explore engineering issues and solutions that may provide long-term solutions to reducing crashes in those areas. Location and contributing factor data should also be shared with officers so that they know where and when to enforce traffic violations, and so that they can address these concerns with the public during traffic enforcement activities.

SECTION VI: ORGANIZATION

The primary responsibility of the CCPD is for protecting and safeguarding the lives and property of Cobb County residents through enforcement of criminal laws and safety education. CCPD is a County Government Agency under control of the Department of Public Safety. Figure 3 below provides an organizational overview of the Public Safety Department.

Figure 3: Department of Public Safety Organizational Chart

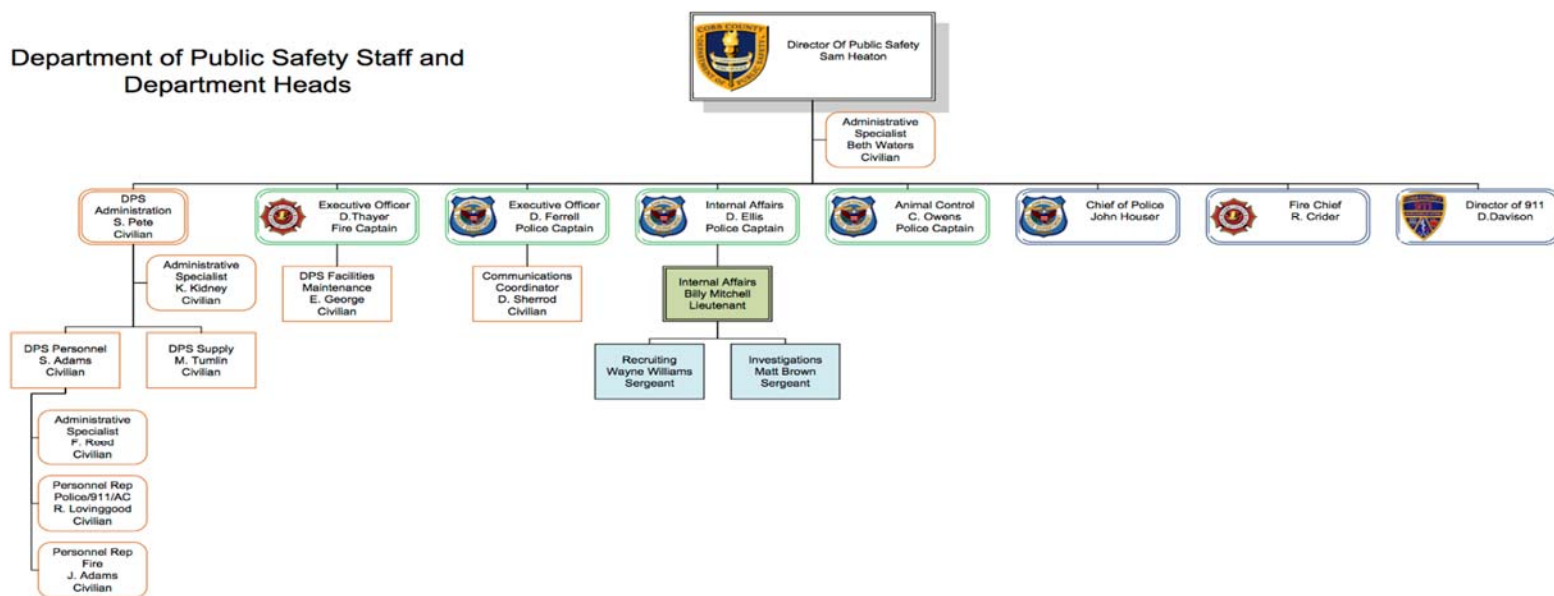
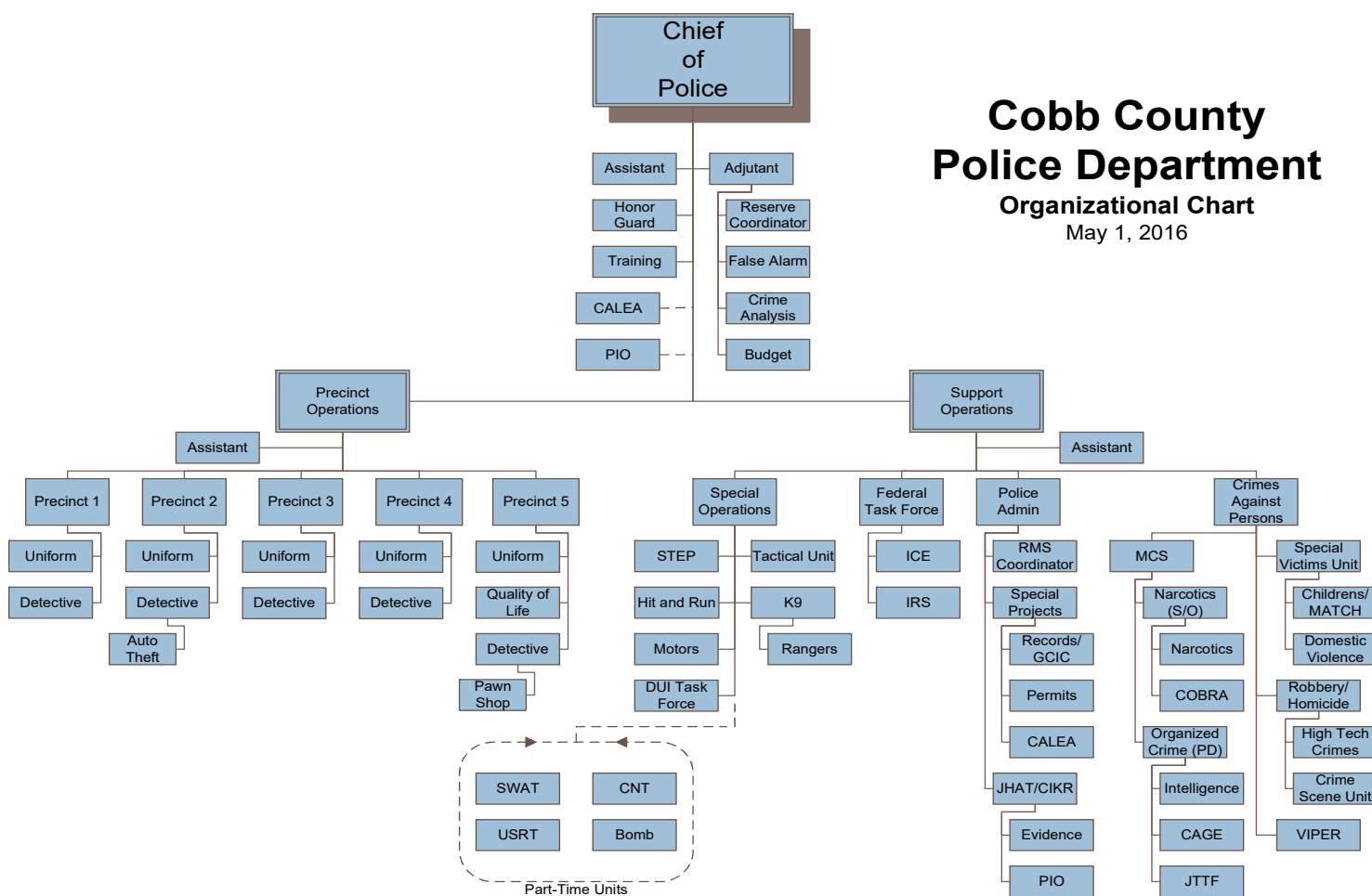


Figure 3 above shows several core positions and divisions that normally are under Police Department control fall under direct control of the Department of Public Safety. Although in practice, the DPS grants the Chief of Police great latitude in direction and operation of these areas, the CCPD Executive Officer, Internal Affairs, Animal Control, and 911 technically fall under DPS.

Figure 4 below shows the extended flow of the chain of command under the Chief of Police, who is responsible for overall operations of the police department. The department carries out their core functions through two bureaus: The Precinct Operations Bureau and the Support Operations Bureau. Precinct Operations are under the control of a Deputy Chief, who is responsible for the operation of five precincts, each of which are under the direct command of a Major.

Figure 4: Cobb County Police Department Organizational Chart



The Support Operations Bureau is also under the command of a Deputy Chief, and it is comprised of all investigative units to include, Crimes Against Persons, Domestic Violence, Crimes Against Children and the Elderly, and High Tech Crime. The Support Operations Bureau also oversees Special Operations Units, the Training Academy, and Administration. A Captain supervises the Training Academy and Administration sections, and a Major directly supervises Special Operations.

Staffing

CCPD has a total sworn officer cadre of 652 officers. Table 6 below (repeated) shows that staffing levels have been relatively stable over the past three-years, during a period of continued growth in Cobb County.

Table 6 (repeated): Sworn Staffing Levels

	2012	2013	2014	2015	2016
Chief of Police	1	1	1	1	1
Deputy Police Chief	2	2	2	2	2
Police Major	3	3	3	3	7
Police Captain	10	10	10	10	10
Police Lieutenant	35	35	35	35	35
Police Sergeant	86	86	86	86	86
Police Officer II	445	449	461	461	461
Police Officer III	24	23	50	50	50
Police Officer I	1	1	0	0	0
TOTAL	607	610	648	648	652

Source: Cobb County Data

When examining staffing levels and allocations, and other organizational metrics and measures, it can be helpful to compare one organization against another to help illustrate any significant variances between them. As we will use similar references throughout this report, we think it would be helpful to explain the origins of these comparative numbers. IACP has conducted numerous prior staffing and organizational studies, and we often look back at these data for this expressed purpose. In various sections of this report, we will reference *IACP Example* cities, or *IACP Study* cities. These data emanate from management studies conducted by the IACP in recent years.

Another resource that we often reference is the survey of *Benchmark Cities*. Several police chiefs created this survey in 1997 as a means to establish comparative statistics.

As of 2015, there are 30 agencies currently contributing data to this survey, and we find the site very valuable and informative.¹³ Table 19 below shows the percentage of personnel allocated within the organizational structure for several *Benchmark cities* and several *IACP Study Cities*, and the comparison to the personnel allocations within CCPD.

TABLE 19: Personnel Comparisons to Benchmark and IACP Study Cities

	Population	Authorized Officers	Executive	Mid-Level Supervisors	First-Line Supervisors	All Officers
Benchmark Averages	164,560	231	3.50%	3.30%	12.10%	81.20%
IACP Example City 1	148,892	304	12	15	41	236
Ex. City 1			3.95%	4.93%	13.49%	77.63%
IACP Example City 2	251,893	516	18	14	51	433
Ex. City 2			3.49%	2.71%	9.88%	83.91%
IACP Example City 3	244,745	755	16	28	108	603
Ex. City 3			2.12%	3.71%	14.30%	79.87%
IACP Example City 4	559,600	719	15	33	74	597
Ex. City 4			2.09%	4.59%	10.29%	83.03%
Cobb County PD	708,920	636*	21	30	74	511
CCPD			3.30%	4.72%	11.64%	80.35%

*Current number of staff at the time of this report.

Despite the value in looking at benchmarks and metrics from other communities, it is worth mentioning that these comparisons have limitations; accordingly, our analysis of various organizational and operational factors rely more heavily on data specific to the agency we are studying. Still, benchmark data, and data from other studies, provide a strong comparative value, and we will reference them at various points within this report.

In examining the data in Table 19 above, we can see that CCPD compares favorably with the benchmark cities and IACP sample cities in terms of supervision and span of control ratios. In short, the percentage of personnel allocated to various ranks within CCPD is consistent with the benchmark cities, and other IACP study cities.

Using the data from Table 19 above, we created Table 20 below, which shows the ratio of officers per 1,000 residents for the benchmark cities, IACP study cities, and Cobb

¹³ <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

County. In looking at the data in Table 20 below, we can see that there are significant variances in the officer to population ratios, and Cobb County has the lowest ratio among these examples. *To be very clear, the IACP does not believe in using officer to population ratios to determine staffing levels for police organizations, and Table 20 provides an excellent example as to why we do not use this type of analysis to draw staffing conclusions.*

TABLE 20: Population Ratios Comparisons

	Population	Authorized Officers	Ratio/1,000
Benchmark Averages	164,560	231	1.40
IACP Example City 1	148,892	304	2.04
IACP Example City 2	251,893	516	2.05
IACP Example City 3	244,745	755	3.08
IACP Example City 4	559,600	719	1.28
Cobb County PD	708,920	636	0.90

Source: IACP/CCPD Data; Benchmark Cities Data

Based on our calculations of their staffing needs in relation to actual workloads, each of the organizations represented in Table 20, including Cobb County, have adequate staffing (with some minor adjustments). Accordingly, while we can look to comparative statistics to assess certain industry standards such as supervisor to officer ratios, other data like officer to population ratios, do not translate equally, *and agencies (and government officials) should not use them as a standard.*

TABLE 21: Annual Separations by Category

Reason	2010	2011	2012	2013	2014	2015	Total	Average
FAILED/RESIGNED (Required Standards)	4	2	1	6	7	16	36	6
FTO-TERMINATED	1		1		1		3	1
FURTHER EDUCATION			2			1	3	1
INVOLUNTARY					1		1	0
LEFT BEFORE ACADEMY STARTED			1	2		2	5	1
MEDICAL	1	1		4	1	2	9	2
MILITARY	1		2	2	1		6	1
OTHER DEPT	11	14	13	13	18	6	75	13
RELOCATION	2	1	1	3		3	10	2
RESIGNED	1	11	13	7	10	7	49	8
RESIGNED DURING FTO PHASE	3	4	6	11	7	19	50	8
RESIGNED DURING INVESTIGATION	10	5	5	3	1	7	31	5
RESIGNED IN LIEU OF TERMINATION						1	1	0
RETIRED	18	4	10	19	13	15	79	13
TERMINATED AFTER INVESTIGATION				1	1		2	0
Grand Total	52	42	55	71	61	79	360	60

Source: Cobb County Data

Table 21 above reflects CCPD separation rates by category, with the highest separation categories including retirement and officers leaving to go to another department. Additionally, the table shows separation rates related to training, resignation, medical and other voluntary and involuntary categories.

In Table 22 below, we have collapsed annual separations from Cobb County (from Table 21 above) into three categories, voluntary resignation, retirement, and discharged.

TABLE 22: Annual Separations - Comparisons

Reason	2010	2011	2012	2013	2014	2015	Total	Average	% of Officers*
Voluntary Resignation	16	27	32	31	30	21	157	26	4.08%
Retirement	18	4	10	19	13	15	79	13	2.04%
Discharged	18	11	13	21	18	43	124	21	3.30%
Grand Total	52	42	55	71	61	79	360	60	9.43%

Source: Cobb County Data; IACP Study Data.

*Percentage of officers based on workforce of 636 officers.

Attrition also complicates other aspects of the police operation. It has been our experience, and our observation, that when vacancies occur within a police agency, regardless of where they occur within the ranks, the true vacancy usually occurs in

Patrol and/or Investigations. This is not necessarily immediate, but when retirements occur or there is an opening in a specialty assignment area within the agency, those positions are typically backfilled using Patrol or Investigations staff. It appears that the CCPD has worked hard to hire staff to fill these vacancies, but achieving full staffing has been hampered by a lengthy hiring and training process, and the patrol division has operated below optimal staffing levels as a result. These factors, along with the inability to hire at a rate that maintains a minimum sworn strength authorized by the county (referred to as over-hires), have contributed to operational vacancies (untrained personnel who, although employed, cannot perform their job function without the guidance and assistance of a training officer or supervisor) within the department, which can negatively affect organizational effectiveness. Again, this has been particularly true for the patrol division. There is a need to reduce overall attrition, but also to ensure the minimizing of operational vacancies.

We will discuss separation rates in greater detail later in this report in the section on recruiting, hiring and retention, but the above table provides a snapshot of these rates.

Table 23 below, which expresses the length of service for officers within CCPD, reflects that senior leadership is very experienced. No one serving at the rank of lieutenant or above has less than eleven years of experience. Of the 86 sergeants, none has less than 6 years of experience, with the average being 16-20 years of experience. Approximately two-thirds of police officer II positions have more than 6 years of experience, while slightly more than one third of the police officer II positions have less than five years of experience. Police officer I positions are first level appointments that automatically go to police officer II after 18 months of satisfactory service.

TABLE 23: Experience Profile

Years of Service	< 1 year	1 - 5	6 - 10	11 - 15	16 - 20	21 - 25	26 - 30	Over 30	Grand Total
Chief								1	1
Deputy Chief						1		1	2
Major						3	3	1	7
Captain				1	1	3	5	1	11
Lieutenant				2	15	8	9		34
Sergeant			7	21	30	18	10		86
Police Officer II		141	94	66	50	14	10	1	376
Police Officer I	2	80							82
Reserves		6	5						11
Grand Total	2	227	106	90	96	47	37	5	610

Source: Cobb County Data

SUMMARY

Population growth in Cobb County has been steady, and this growth will likely continue. Despite population growth in the county and county budget, police department staffing and the police department budget have not significantly increased in recent years. As we noted above, population markers are not an adequate measure of determining staffing levels. Instead, the methodology engaged by IACP involves determining staffing levels, based on workloads. We will expand upon our methodology and our assessment later in this report, but current staffing levels at CCPD appear adequate. Despite this assessment, we also note that various factors, including population increases, can affect workload, and Cobb County must continually monitor these changes and allocate resources accordingly.

We observe that the police department has a somewhat diverse workforce, but we feel there is room for improvement, particularly with respect to gender. Like many U.S. police agencies, attrition is an ongoing issue at CCPD, both for sworn officers, and for recruits. We will address this elsewhere in this report, but this area requires additional focused attention.

Crime rates, arrest/clearance rates, and other enforcement data, are within the general expected ranges for a county like Cobb County. There is some concern over increases in violent crime categories. However, these statistics are not significantly disparate, and they do not suggest the need for significant change in policing approach. Still, as we noted above and will address elsewhere in this report, there are some staffing issues with respect to hiring, training, and retention, and improving some of these issues may result in improvements in other operational categories.

RECOMMENDATIONS

Recommendation: Review and Revise CCPD Approach to Traffic Enforcement.

Chapter I Section V Traffic

Priority 2

Details:

Based on the crash data provided in Table 17 above, it is evident that CCPD must continue to focus upon and engage in traffic enforcement as part of maintaining roadway safety, and as a part of the overall public safety strategy for the county. Despite the need for this ongoing focus, the IACP online community feedback opportunity conducted as part of this study, revealed that a significant number of respondents felt that CCPD focuses too much on minor traffic violations. Even in the generally positive comments, there were references to over-response by CCPD to minor traffic crashes and other traffic incidents. Additionally, there were also perceptions noted that traffic stops and over-response are more likely for minority drivers than for non-minority drivers.

To address these issues and perceptions, the IACP recommends revisiting the traffic stop philosophy in use by the CCPD. As noted above, we suggest a focus on education and the use of a literature piece to inform drivers of the main purpose for CCPDs traffic enforcement efforts. We also recommend using crash data to focus traffic stops in the areas in which traffic crashes are most common, and to target the driver behaviors that typically contribute to those crashes. Additionally, we encourage the use of alternative outcomes in traffic stops, to include verbal and written warnings, and perhaps a traffic safety, education diversion program, if this is an option in Cobb County.

Lastly, we encourage CCPD to track all traffic stops (including warnings), and to collect the perceived race of drivers involved in those stops. We believe that these data will help CCPD address any ongoing concerns over discriminatory enforcement practices.

As a final note, we wish to add that it is not our intent to discourage the enforcement of traffic laws by CCPD, either in the type of violation, or the location of those violations. In general, the purpose of a citation is to hold people accountable, with the hope of modifying future driver behavior, and in many cases, a citation is the proper tool to produce this outcome. We intend for our recommendations here to shape and refine the views of the CCPD officers with regard to traffic safety, and ultimately, those of the public as well.

CHAPTER II: CULTURE AND LEADERSHIP

SECTION I: MISSION, VISION, GOALS, AND OBJECTIVES

CCPD has a Mission Statement included in the department policy manual highlighting “serving our community” and a commitment to “aggressively enforce all laws in an impartial manner,” to “reduce the fear and incidence of crime,” and to “demonstrate professional excellence.” The Mission Statement is in keeping with good policing practices, and similar to many IACP reviews as part of or police management studies.

Goals and objectives are defined in the department policy manual, policy 1.06. Every officer is expected to play a role in the development of specific goals and objectives for their unit and to submit suggestions and recommendations through their chain of command. Every commander is required to determine goals and objectives for the units under their command, based on officer input, and to submit these to the chief of police. The chief and senior staff then formulate the annual department goals and objectives, with the inclusion of the unit submissions. Approved goals and objectives help form the basis for departmental programs, enforcement efforts, strategic approaches, and department planning for the coming year.

SECTION II: ACCOUNTABILITY

CCPD has detailed and comprehensive accountability processes, which are laid out in the department policy manual. Additionally, although not as detailed and comprehensive, the Cobb County Code of Conduct provides guidelines for police activities and accountability. The annual goals and objectives for the department provide a measure of outward accountability and expectations regarding the department focus from year to year. There are defined measures for the stated goals, and despite the difficulty in measuring many aspects of policing, these goals provide a good mechanism for public accountability. Additionally, Cobb County has a Neighborhood Safety Committee (NSC), comprised of citizen stakeholders across the county. CCPD meets monthly with the NSC where a variety of public safety topics and department operations are discussed. By all accounts, the exchange between the NSC and CCPD is candid and open, and provides a forum where community members can air their concerns.

The CCPD has experienced some issues with its public image in recent years, and other than an ongoing on-line public survey, we are unaware of a stated goal that seeks public input or collaboration with the police department on a routine basis. There is also evidence of intervention by the county manager in speaking publicly for the department and setting public expectations. This level of involvement is rare; however, it is indicative of a belief by some that leadership within the police department has not

met the general policy expectations of the governing body, and what the county officials feel are the expectations of the community. To resolve these perceptions, the department needs to engage the community more directly, and establish goals and objectives that establish accountability for doing this.

Goals and objectives submitted by precinct commanders through the chain of command provide guidance in this regard. Recommendations submitted as part of the annual formulation of the department goals and objectives for 2015 include:

- Outreach and communication with businesses and the public using PENS (email alert system) and other electronic and direct person to person communications
- Public speaking classes for officers to improve their interaction with public
- Increased interactions with officers and community by having more public forums and meetings
- Increased bike patrol by the Ranger Unit

Based on our observations of the goals and objectives, all serve to improve outward accountability and transparency of department activities with the public. Still, while these goals and objectives are informational and seek to improve direct interaction with the public, they do not encourage public participation in policy- and decision-making for CCPD, which is a targeted goal of a co-production policing model.

In reviewing the 2016 goals and objectives of CCPD tactical units (SWAT, VIPER), the IACP notes there is an absence of any reference to public accountability and input in the focus and direction of unit activities. Generally, CCPD has been proactive in developing programs to support community relations such as the Police Athletic League (PAL), the Quality of Life Unit, the Police Explorers, and other initiatives. However, the actions of a few in tactical units and a recent YouTube video of a sergeant from the VIPER unit acting inappropriately, have damaged the reputation of the department.

In addition to outward accountability, the police department needs to ensure internal accountability. We recognize the difficulty and complexity in managing discipline and other personnel matters, and that frequently, leadership cannot comment with respect to specific incidents, disciplinary matters, or other personnel actions. However, using clear and transparent processes consistently, often contributes to trust in these circumstances, and there may be a need to improve organizational communication in this regard. Interviews with Cobb County officers indicate that the discipline process is fair and respected, although some perceive that it is sometimes slow in resolution.

SECTION III: ETHICS AND INTEGRITY

The overarching ethos of the CCPD is one of honesty and integrity. In almost every interview, officers expressed that leaders within CCPD will not tolerate dishonesty, and

that lying it is the quickest way for an officer to lose his or her job. The public (generally) seems equally convinced that CCPD is an honest and ethical law enforcement agency. In the public interviews we conducted and the survey results we compiled, we found no substantive indication of impropriety or unethical behavior by members of the CCPD. Despite normal criticism and other general concerns, essentially all of the CCPD officers we interviewed expressed the belief that CCPD was the preeminent police department in the county, and beyond; many citizens we interviewed were equally complimentary.

SECTION IV: LEADERSHIP STYLE

The IACP team had an opportunity to observe organizational leaders in various meetings, and in our interviews with them. Based on our interviews, review of various department documents and reports, and our observations, we found the leadership, at all levels within the department, competent and engaged, and concerned with making decisions that benefit the community and the organization. We noted robust discussion concerning various department matters, and significant attention to detail, including how decisions might affect the community, the organization, and individuals. From our vantage point, organizational leaders are working collaboratively (particularly at the command level) to address the various issues that arise in the functional operation of a police agency. However, our team had access to organizational leaders and decision-making meetings that line-level supervisors and officers do not have. In interviews with officers, we found that many did not equally share these same perceptions.

The Cobb County Police Department has a clearly delineated chain of command, as explained in detail in CCPD policy manual policy #1.04. Virtually all of the officers interviewed expressed a good relationship with their immediate supervisor. This was particularly true at the line-level where officers indicated they felt supported, that they had open communication with their supervisor, and that their supervisor was competent and treated them fairly and appropriately. When asked, most of the officers interviewed indicated that the process of *Safety in Dialogue* works well (*Safety in Dialogue* refers to the process of supervisors and followers feeling free to talk out issues openly and confidentially, without fear of reprisal). Officers expressed that they feel empowered to complete their work, and that they know they can get help from their supervisor if they need it. At the line-level, officers felt communication regarding department matters was good and that their supervisor conveyed information to them that was available, and in a timely manner.

Conversely, officers interviewed or surveyed, felt that the command staff made decisions regarding policies and other matters, without an inclusive process, and without a firm understanding of how those decisions would affect them and the operation. Officers expressed that there is very little quality communication between patrol and the command staff. A common thread in comments by line officers was that

they rarely saw the police chief. Mid-level supervisors also expressed a lack of in-person interaction with senior staff, and although they regard them as competent, some mid-level supervisors indicated that senior staff communicate primarily through email, and not typically in a direct or in-person manner. Additionally, there is a prevailing feeling that senior staff does not act upon the recommendations from field officers in a timely fashion.

One incident reported to IACP as an illustration of the relationship disconnection between line staff and senior staff, involved the retirement of a 30-year veteran CCPD. Those in attendance at the retirement party expected that the police chief would attend, or at least make an appearance, but he did not. There could be myriad reasons why the chief was unable to attend, but his conspicuous absence at this event, led to a belief by some that it was not important to him.

Some expressed a belief that the police chief may be constrained by the Director of Public Safety and his immediate supervisor, the County Manager, in what he can and cannot do. Some felt that various decisions were out of the control of the police chief. This may be more of a perception than a reality, since our interviews with the County Commissioners indicate a frustration that the police chief has not been more visible and proactive and *out front* in his leadership of the department, and in interactions with the public. Whichever is the case, the perception that the police chief needs to engage more with the department (particularly line staff) and the community, is an issue that requires attention.

IACP also notes that there is a clear difference between leadership and supervision. Supervisors and managers get the work done. They monitor the plan to get the work done, break the work down into steps and sequences, identify what is required and what resources staff needs, and take corrective action when necessary. Leaders are role models, accept responsibility, make difficult decisions, see through the eyes of others, and value people more than procedures.¹⁴ As noted above, we feel that the leaders at CCPD, across all ranks, are working hard to do the right things. However, based on feedback we received, this is not always apparent to everyone throughout the organization. Accordingly, the IACP recommends that CCPD take a close look at the overall leadership style currently employed, particularly by senior leaders, and how it is perceived by County Commissioners and line staff, and that leaders modify their behaviors to match follower needs and expectations.

¹⁴ <http://aboutleaders.com/management-and-supervision-vs-leadership/>

SECTION V: COMMUNICATION

CCPD publishes a weekly in-house newsletter to all department members highlighting activities and accomplishments. However, there is a lack of direct face-to-face communication between senior leadership and street level officers and their immediate supervisors. Based on feedback we received, organizational leaders use email correspondence almost exclusively to communicate within the department, rather than engaging in telephonic or face-to-face conversations. There is a *roll call* before patrol shifts to bring officers up to date before assuming their duties, but several officers we interviewed indicated that those from senior leadership rarely attend. Communication is good between supervisors and followers at the line level, and ongoing safety in dialog communication is prevalent at the precinct level. There are myriad written forms of communication between staff related to incident and activity reporting, submission of yearly goals and objectives, commendations, discipline, policy and procedures, performance evaluations, and other required documenting paperwork. These written processes seem to be meeting categorical communication needs.

SECTION VI: MANAGEMENT AND SUPERVISION

CCPD embraces a decentralized form of management and supervision, allowing precinct commanders and individual officers to *do their job* without interference and undo micromanaging. CCPD has a thorough set of guidelines for determining department policy, procedures, and response, as outlined in the CCPD Policy Manual and Officer Code of Conduct. More than any supervising authority, these documents provide clear guidance for response and actions by officers in the field. There are also mutual aid agreements with other police agencies in the county, governing incoming and reciprocal CCPD police activities.

CCPD uses a variety of methods to determine precinct operations and response. Each unit and division submits annual goals and objectives through the chain of command to senior leadership to set overall annual measures for success. Monthly reports from each precinct outline activities and police responses. Unit Commanders meet routinely with senior leadership to discuss enforcement, and logistical and deployment strategies. Although current management and supervision methods seem to meet the immediate departmental needs and requirements, there is some room for improvement. Line officers expressed that they would like to see senior leadership respond more routinely in a timely manner to their recommendations and concerns, and they are seeking additional interaction with senior leaders.

SECTION VII: MENTORING AND COACHING

The Cobb County Police Academy is a highly-regarded training institution, which does an excellent job of preparing new hires in the core competencies of police work. CCPD

also has an effective Field Training Officer (FTO) program for newly hired police officers, to guide and mentor them through their initial weeks and months on the job. However, officer interviews indicate that once the probation period is over, supervisors and leaders expect officers to operate as a fully functional and independent unit. As discussed in Section IV Leadership Style above, a direct chain of command management style prevails. However, distance and autonomy by individual officers in the field provides great latitude outside the normal span of control of first-line supervisors. Our observations and interviews with line officers and first line supervisors supports this view. Because of the large geographical areas county police are responsible for covering, each officer is expected to make decisions and take action on their own. This level of autonomy can be efficient, but it can also have drawbacks. Without feedback and critique by other officers or first-line supervisors, individual officer practices and protocols can become inconsistent with accepted departmental norms and policies. Accordingly, it is important to continually monitor officer actions and decisions, and to support those in the field through ongoing feedback and mentoring.

It is our observation that there appears to be an unofficial *Safety in Dialog* process, where junior officers feel comfortable discussing policing activities and incident responses with their immediate supervisors. This kind of open dialog is important and fits the Procedural Justice model, which we discuss further in detail in Chapter X on Impartial Policing. However, there is still room for improvement and additional opportunities for supervisory mentoring should be explored.

The department has an awards and recognition program (Policy 2.15) that recognizes outstanding performance or contributions by officers either on or off duty. We view recognition by peers within the organization as a form of mentoring and coaching, as this type of process validates positive contributions from one or more officers, which helps to set the standards and expectations of the department. It also tends to encourage similar behavior, and it provides meaningful feedback on positive behavior, instead of focusing on negative behaviors or outcomes.

An existing program that fits with a mentoring and coaching model is the Sergeant Training Program. The department pairs newly promoted sergeants with a senior sergeant, and under the guidance of the senior sergeant, the new sergeant must successfully complete a series of activities commonly associated with the new position. This process is similar to an FTO process for new officers. However, in practice, we noted that the Sergeant Training Program only lasts for two-or-three weeks, and some expressed concerns that this is not long enough to prepare a new first-line supervisor for his or her duties. The IACP believes strongly in leadership training, mentoring, and personnel development, and we would recommend that CCPD examine their FTO

process for first-line supervisors, to ensure that it is meeting the needs of the department.

Many CCPD supervisors above the rank of sergeant expressed concern that they did not have the prerequisite supervisory training to do their job. Typically, modern management training programs include mentoring and coaching as central to good personnel management. IACP would also recommend providing formal management training to CCPD supervisors as time and budgets allow.

SECTION VIII: PERFORMANCE APPRAISALS

Several officers and line-level supervisors that we interviewed challenged the efficiency and effectiveness of the current personnel appraisal system in use by Cobb County. Those involved with the process indicated that the time and effort the appraisal system demands is quite significant, and they questioned the value of the outcome of going through the exercise. Some that we interviewed indicated a prevailing belief that the appraisal process has no apparent nexus with regard to internal advancements and promotions, and failing any other obvious benefit, several indicated that the process has seemingly little value.

Departments traditionally use performance appraisals to engage staff in a process that supports the vision, mission, and values of the department. They are a means by which supervisors formally interact with staff to mentor and promote their success, as well as to identify areas where training may improve performance. The process should be fair and transparent, develop growth and learning, and should identify problems early so that interventions can bring a problem to resolution before it becomes unmanageable. In addition, supervisors should view performance appraisals as a helpful tool that they can complete in a timely manner. We also note that CALEA standard 35.1.4 prescribes that the “criteria used for the performance evaluation are specific to the assignment during the rating period.” Although some supervisors in the police department reported that given enough time and effort, the current performance appraisal system is useful, they suggested that many consider it flawed in several ways.

First, merit salary increases are part of the current appraisal system. As such, some supervisors are hesitant about being fully truthful in providing feedback concerning the performance of an employee, particularly if they know that doing so will affect a step raise and/or merit increase. Although we found no evidence of this, it is also possible that some supervisors could use performance appraisals in such a way as to keep a worthy officer from getting a raise. Many that we spoke with had concerns about the connection between pay increases and the appraisal system, and they conveyed to us that they preferred a separation of these items (ultimately, these sentiments serve to undermine the perceived validity of the current process).

Second, the current performance measurement instrument is too lengthy and it takes too long to complete. Some supervisors reported that a meaningful appraisal could potentially be up to 10 pages in length and take days to complete. In their estimation, they felt that the department could create a well-designed appraisal form that is no more than a few pages long, which would take no more than an hour or so, to complete. Feedback from those we interviewed suggested that the more important part of the appraisal process could be the personal interaction and discussion between the supervisor and the officer, as opposed to generating a lengthy sterile document.

Third, the performance measures should be specific to the policing tasks performed during the rating period. For patrol officers these could include such items as *understands the principles of community policing and engages appropriately with members of the community* or *writes clear, concise and accurate police reports*. For task force officers, there might be a rating category such as *interfaces and collaborates well with multiple agencies and updates supervisor regularly regarding relationship and joint case progress*. The current appraisal system does not allow for such distinction, which might be helpful from an accountability perspective, to help officers work toward organizational goals and objectives, and to aid them in their personal growth.

Although CCPD has developed two ancillary forms to prepare and then track progress of officers in the appraisal process, the development of a new department specific performance appraisal form is need. Given direction and approval to do so, it should be possible for the Cobb County PD to create a new performance appraisal instrument of their own that would be well-received, specific to the department, and far easier to complete.

SECTION IX: UNION/LABOR MANAGEMENT

County Civil Service Rules cover all officers within the CCPD; Georgia does not have collective bargaining for Public Safety Officers.

IACP requested data on grievances filed and found that there was one grievance filed in 2013, which was resolved in favor of the department. There were no grievances filed in the years 2012, 2014, or 2015. Although not conclusive, the lack of grievances is an indication of positive working relationships between management and line staff.

SECTION X: WORKFORCE SURVEY

Workforce perceptions, attitudes, and expectations constitute essential information for understanding the current culture and effectiveness of the CCPD, diagnosing opportunities for constructive change, and managing organizational transformation. The IACP surveyed the workforce to capture this information and to broaden staff involvement in the study.

Survey Structure

The electronic survey consisted of respondent profile items (assignment, years of service and time in rank, rank/title, age, race, gender, and education), 75 content items (opinion, perception), 7 organizational climate items, and an open comments option. The survey elicited employee responses in 26 different categories:

- Command Staff
- Leadership
- First Line Supervisors
- Trust and Ethics
- Fairness
- Communications – Internal
- Technology
- Job Satisfaction and Commitment
- Community Needs and Problem Solving
- Community Policing/Engagement
- Patrol Staffing and Schedule
- Investigations Staffing and Schedule
- Organizational Standards
- Work Volume
- Job Safety
- Valuing Diversity
- Pay and Benefits
- Responsibility
- Warmth and Support
- Clarity/Goals
- Conformity
- Rewards
- Training
- Policies
- Accountability
- Equipment

The content section of the survey consisted of forced-choice questions, a contrasting perspectives portion relating to organizational climate factors, and a final section that provided space for open-ended responses to any of the survey items or other topics.

At our request, the police department distributed the survey electronically via a link provided through the CCPD email system, to every member of the agency, sworn and civilian. Chief Houser promoted participation in the form of an internal email. Survey protocols promoted anonymity.

Survey Response

The county authorizes the police department to employ roughly 707 full-time personnel. The department distributed surveys to all personnel, and 211 persons completed it fully, which amounts to approximately 30% of authorized full-time staff (assuming full distribution and that all positions are filled). Assessed by total number of respondents, distribution by rank, and years of service, we consider the respondent profile sufficiently representative to reflect the perceived culture of the CCPD. The percentage of respondents is notable for a couple of reasons. First, a typical survey return rate is often closer to 20%. This is particularly true in reference to external surveys (community). Although internal surveys often fare better than external ones, a 30% return rate (actually higher – given current vacancies) is substantial. In addition, the return rate reflects strong participation, particularly when considered in relation to

the number of surveys and questionnaires the department has asked staff to complete recently. We consider this rate of return significant, and indicative of the desire of staff to engage in the process of self-analysis and improvement.

Respondent Profile

In Table 24 below, we have identified the profile of those who responded to the survey. Salient characteristics of the population sample that responded include:

- **Experience:** 67.77% of those who responded have at 10 years or more experience within the agency.
- **Age:** 84.83% of the responses were from persons aged 30 and above. This demonstrates a very mature respondent pool.
- **Rank/Title:** 60.18% of the responses were from line-level officers, with ranking officers comprising 29.38%, and civilians making up 10.42% of the responses.
- **Unit/Assignment:** 89.57% of the responses were from sworn officers, including command, investigations, patrol, and other sworn staff.

TABLE 24: Respondent Profile

Unit Assignment	Total
Executive and Command Staff, Sworn	14
Non-Sworn Supervisor or Manager	3
Other Non-Sworn Personnel	19
Patrol - Sworn Officer	104
Investigations Division - Sworn	51
Specialty Division or Assignment - Sworn	20

Rank/Title	Total
Lieutenant and Above	26
Sergeant	36
Sworn Officer	127
Civilian Non-Supervisor	19
Civilian Supervisor	3

Years of Service	Total	In-Rank
0-4 Years	40	84
5-9 Years	28	41
10-14 Years	40	38
15-19 Years	47	30
More than 20 Years	56	18

Age	Total
21-29	32
30-39	47
40-49	83
50 or over	49

Education	Total
High School	32
Associate Degree	19
Less than 4 Yr. Degree	61
Bachelor's Degree	79
Some Graduate Work	7
Graduate Degree	13

Race	Total
African American	19
Hispanic	8
White	169
Asian	3
Multi-Race	4
Other	8

Gender	Total
Male	181
Female	30

Source: Cobb County Personnel Survey

Survey Analysis – Content Section

Survey results are most useful to isolate conditions and practices, which need attention, and/or those that offer an opportunity to advance the effectiveness of operations, achievement of outcomes, and the overall health of the workplace. For each content survey dimension, respondents chose between the following responses: never, occasionally, usually, frequently, or always. We assigned numeric values of 1-5 (with 1 being low and 5 being high), respectively. In some cases, if the question did not apply, respondents could also choose an N/A type response. Table 25 below provides the final average scoring for each of the 26 categorical areas in the content section of the survey.

TABLE 25: Survey Responses

Survey Category	Average
Command	3.52
Leadership	2.93
First Line Supervisor	3.98
Trust and Ethics	3.28
Fairness	3.08
Communication	3.30
Training	3.37
Policies	3.97
Accountability	3.05
Equipment	3.83
Technology	3.43
Job Satisfaction	3.81
Work Volume	3.12
Job Safety	4.30
Valuing Diversity	3.85
Pay and Benefits	2.12
Community Needs and Problem Solving	3.66
Community Policing/Engagement	3.10
Patrol Staffing and Schedule	2.59
Investigations Staffing and Schedule	2.75
Org. Climate Standards	4.13
Org. Climate Responsibility	3.40
Org. Climate Warmth and Support	3.95
Org. Climate Clarity/Goals	3.68
Org. Climate Conformity	2.70
Org. Climate Rewards	2.78

Source: Cobb County Personnel Survey

Of the 26 dimensions in the survey, the average employee ratings were at or over 3.0 in all but six categories. We have highlighted the average responses that fell below a 3.0 rating in the table above. Three of these dimensions relate directly to leadership areas, including the organizational climate categories of conformity and rewards. Pay and benefits rated the lowest among all dimensions, while staff rated Patrol Staffing and Investigative Staffing, low overall.

Organizational Climate

The second portion of the survey involved an analysis of the organizational climate. These questions intend to address many of the same categories in the content section, and to a certain extent, they are duplicative. However, by their construction, these

questions provide a different vantage point, and a readily observable range, both in reference to how the organization currently functions, and ideally how it should function, based on the opinions of the respondents. We have provided these data in Table 26 below.

Table 26 shows members of the department are most concerned with lack of reward and recognition. The current assessment is 4.99 and the desired level is 8.81. This speaks to the need of individual employees to feel valued in their respective contributions to the organization. During IACP consultant interviews with civilian employees, the same lack of reward and recognition was expressed. IACP would recommend senior leadership examine ways in which the efforts of employees could be celebrated, valued, and rewarded, as we believe this will contribute to employee wellness and improve morale overall.

There are three important aspects of the organizational climate survey from Table 26, which make this a versatile tool. The first aspect relates to the *correct* or *right* response. Each organization is different, and accordingly, there is no pre-identified proper level associated with any of these questions. The responses reflect the collective desires of the staff at CCPD, and as such, they are representative of the current and desired culture of the CCPD, as opposed to an arbitrary standard that is set elsewhere.

The second aspect of this tool is that it has great utility. The categories in this questionnaire are clear and the agency can easily identify, based on the responses, which areas require focused attention.

The third notable aspect of this tool is that it is brief and easily replicable. The agency can re-administer this survey at various intervals. Doing so can provide the agency with comparative data, to examine the prior condition against the current perceptions of staff, and the results can help the agency recognize whether their efforts are shifting in one or more of these cultural areas, and whether they are successful.

TABLE 26: Organizational Climate

CONFORMITY: The feeling that there are many externally imposed constraints in the organization; the degree to which members feel that there are rules, procedures, policies, and practices to which they have to conform, rather than being able to do their work as they see it.		
Conformity is very characteristic of the organization		
Current 7.36		Desired 6.12
Conformity should be a characteristic of the organization		
RESPONSIBILITY: Members of the organization are given personal responsibility to achieve their part of the organizations goals; the degree to which members feel that they can make decisions and solve problems without checking with supervisors each step of the way.		
There is great emphasis on personal responsibility in the organization		
Current 6.76		Desired 8.53
There should be great emphasis on personal responsibility in the organization		
STANDARDS: The emphasis the organization places on quality performance and outstanding production; the degree to which members feel the organization is setting challenging goals for itself and communicating those goals to its members.		
High challenging standards are set in the organization		
Current 6.63		Desired 8.27
High challenging standards should be set/expected in the organization		
REWARDS: The degree to which members feel that they are being recognized and rewarded for good work rather than being ignored, criticized, or punished when things go wrong.		
Members are recognized and rewarded positively within the organization		
Current 4.99		Desired 8.81
Members should be recognized and rewarded positively within the organization		
ORGANIZATIONAL CLARITY: The feeling among members that things are well organized and goals are clearly defined rather than being disorderly or confused.		
The organization is well-organized with clearly defined goals		
Current 6.14		Desired 8.71
The organization should be well-organized and have clearly defined goals		
WARMTH AND SUPPORT: The feeling of friendliness is a valued norm in the organization; that members trust one another and offer support to one another. The feeling that good relationships prevail in the work environment.		
Warmth and support are very characteristic of the organization		
Current 6.04		Desired 8.69
Warmth and support should be very characteristic of the organization		
LEADERSHIP: The willingness of organization members to accept leadership and direction from other qualified personnel. As needs for leadership arise, members feel free to take leadership roles and are rewarded for successful leadership. Leadership is based on expertise. The organization is not dominated by, or dependent on one or two persons.		
Members accept and are rewarded for leadership based on expertise		
Current 5.75		Desired 8.67
Members should accept and be rewarded for leadership based on expertise		

Source: Cobb County Personnel Survey

Compensation and Benefits:

In reviewing the comments, a large number of the respondents indicated that the pay and benefits at CCPD are low compared to the surrounding jurisdictions, which some believe has contributed to morale issues, and losing top applicants and junior officers to other police agencies. Some of the respondents indicated that the pay scale for the CCPD department is affecting the number and quality of applicants for the department, particularly in civilian positions. Some respondents suggested that it is unreasonable for Cobb County to expect to attract and retain extremely well qualified applicants, given the pay and benefit disparities with surrounding agencies. Several respondents felt that if the county adjusted the pay and benefits for CCPD, it would make the agency more competitive within the region, and improve the quality of applicants, as well as overall retention. In addition to concerns regarding the overall pay of the agency, there were some comments about pay equity issues between and among various sworn and non-sworn positions within the organization. We do not have the data to analyze these statements, so we offer them here as notable, with a suggestion that leadership consider and examine this issue for any disparities that require adjustment.

SUMMARY

We have provided the above list of responses and themes in Tables 24-26 without substantive commentary; this is by design. We believe that these statements, whether accurate or perceived, provide an opportunity for organizational leaders to examine practices, have further discussion, and to seek remedies for those areas that seem to require focus. Although some of the comments appear negative, we felt that the general tenor of the responses was positive, and even in those circumstances in which staff offered contrary perspectives, we concluded that they conveyed them professionally, and with a genuine desire to improve the organization.

As we have mentioned already, we believe that the CCPD is a well-run and functional agency. However, there are perceptions by some that areas of improvement exist within the overall leadership and communication for the organization. This is not unique to CCPD, but these sentiments are a call to action for leaders within the department. There are several mechanisms available that senior leadership can engage in improving these areas; however, we note that some supervisors have indicated a lack of formal leadership training for formal organizational leaders. Providing some additional training to these critical personnel may afford them additional knowledge and tools to assist them in developing behaviors that are more effective. This could include an additional focus on coaching and mentoring.

We also note that, for a variety of reasons, there is an apparent lack of confidence in the current appraisal system. Feedback is a critical mechanism for accountability, personnel growth, and ensuring that staff are consistently working toward organizational and

operational goals and objectives. However, in its current state, many that we spoke with questioned whether the performance appraisal system is accomplishing its intent.

RECOMMENDATIONS

Recommendation: Engage a more Interactive and Inclusive Leadership Style Chapter II Section IV Leadership Style

Priority 1

Details:

The routine, and not so routine daily demands on mid- and upper-level leaders can be significant, and they can easily consume all of the time leaders have at their disposal. This can result in followers feeling neglected or underappreciated, and it can lead to morale issues, distrust, and other negative outcomes. Based on our analysis of the organizational climate survey, and through our interviews with staff, we have observed that staff has a desire to engage more frequently with mid- and upper-level leaders. This includes both general interactions and inclusivity in various process and procedural decisions that may have operational implications for them; these feelings are not unique to Cobb County, and we have found similar sentiments in other organizations we have studied.

Although we recognize the time constraints under which leaders operate, it is imperative that leaders and followers develop appropriate relationships, based on mutual respect and trust, and that everyone develops an alignment toward unified objectives. In addition, more and more, officers entering the workforce today have a greater need to be involved in key decisions, and to feel valued in those processes. Accordingly, we recommend that leaders consciously consider personal actions that engage followers more intentionally, whether in settings that are informal, or with regard to important policy and operational decisions where follower buy-in is critical to success.

Recommendation: Increase Mid- and Upper-Level Management Training Chapter II Section VII Mentoring and Coaching

Priority 1

Details:

Although the IACP initiated workforce survey reflects a well-educated department, within any organization, professional development is of paramount importance. During our interviews, we heard from several personnel who indicated there is a lack of available leadership training for those at CCPD. New and important innovations in the field of law enforcement are happening every day. Computer technology plays an important role in both crime solvability and crime activity. Senior management and mid-level supervisors need to be up-to-date on these changes and innovations so they do not leave them behind. Conversely, many of the line officers are often more current with new technologies and procedures, because of their age and interest in technology.

Organizational leadership needs to be on the cutting edge of the technologies available, if they are to lead bright, young, and well-educated officers effectively.

We recommend an intentional focus on providing leadership training for command and executive leaders, line- and mid-level leaders, and for those who aspire to leadership positions. All too often, the first opportunity an officer has to attend leadership training occurs after his or her promotion. We advocate for a process that engages these opportunities much sooner (before promotion, if possible), and with greater regularity. The IACP has several leadership programs available, including Leading Police Organizations, Leading by Legacy, and the Women's Leadership Institute. Any or all of these could be worth consideration by CCPD.

Recommendation: Review and Revise the Performance Appraisal Process

Chapter II Section VIII Performance Appraisal

Priority 1

Details:

By all accounts, the current Cobb County appraisal instrument used by CCPD is a tool that accurately evaluates officer performance, strengths, and weakness, even if it is only in a general sense. Based on feedback we received from officers and the supervisors who must complete the appraisals, there are concerns over the length and complexity of the document, the connection between appraisals and pay increases, a lack of utility and application of the results from appraisals as part of the promotional process, and potential favor, or disfavor, affecting results and ratings. Additionally, the current process lacks flexibility in relation to specific duties for particular assignments, and the some complained about the lack of direct supervisor to follower interaction as a part of this process.

We recognize that performance appraisal systems are difficult to implement and that those on the receiving end are not always satisfied with the outcomes. Still, when appraisal systems influence salary increases, there are additional layers of complexity. Whether real or perceived, some staff raised concerns about the use of appraisals as part of the promotional process, which has apparently created some friction. Finally, the appraisal process should be an opportunity for supervisors and followers to discuss a variety of job related tasks and requirements openly. Complicated and detailed appraisal instruments can hinder this process, and can distract the focus away from a constructive work-related conversation. Finally, because policing is a unique occupation, we feel that using an appraisal instrument that is flexible, and one that can leaders can adjust to focus on specific policing activities, would be beneficial and more effective.

It is not our intent to suggest that there is anything inherently wrong with appraisal systems that tie performance to pay increases. However, appraisal systems of this nature are often subjected more critical examination and complaints. We recommend

that CCPD seek authorization from the County Manager/Public Safety Director, to examine the current appraisal system for possible revisions and enhancements, so that the system is more effective, and so that those involved feel the process is more valid and fair.

Recommendation: Improve Organizational Communication

Chapter II Section IV Leadership Style

Priority 2

Details:

Through our observations and the interviews that we conducted, the IACP team learned that communication between mid-level supervisors and line officers is exceptional. Communication occurs regularly through roll calls, frequent and direct face-to-face meetings, open safety in dialog communication between supervisors and followers, and even through the often-maligned appraisal process. However, based on our study, the opportunity for line officers to speak with or to receive direction and clarification from senior leadership is an area for improvement. During our interviews, the IACP team heard repeatedly that senior leadership communicates primarily and almost exclusively by email or through mid-level supervisors, rarely meeting in person with line staff. While IACP can appreciate the demands of command (as noted above), we feel that there is a need for direct personal contact between line staff and mid- and senior-level leaders. CCPD is not so large that direct personal contact could not take place. Accordingly, we feel that mid- and senior-level leaders need to prioritize internal, in-person communications.

During the IACP interviews with CCPD officers and supervisors, some expressed concerns that senior management did not listen to their concerns, and/or that information that went up the chain took too long for leadership either to make a decision, or to act upon or respond to feedback presented to them. The IACP understands that leadership cannot always address each concern in a way that is amenable to the person or group that brought it forward, and that in some cases decisions take time or have other complicating factors (e.g. political, budget constraints). Still, all good ideas or good suggestions start with an idea or a suggestion. When management seems unresponsive to questions, comments, or suggestions, personnel may simply stop providing their feedback, which is counterproductive to the overall success of the organization. Accordingly, the IACP recommends that CCPD consider a rapid feedback process that ensures a timely response to questions, comments, or suggestions, even if the message back to those who initiated the process is that the issue is under consideration. It may also benefit the organization for CCPD to create a daily message brief that leadership could disseminate to everyone, which outlines various decisions, policies, or other key operational aspects that senior leadership is working on. This type of process could help create a uniform understanding of the issues and actions facing the agency, and it might serve as an

impetus to solicit additional feedback or information that might prove beneficial to those processes that are in queue or under consideration.

Recommendation: Improve Morale of Civilian and Sworn Personnel

Chapter II Section IV Leadership Style

Priority 2

Details:

As reflected in the Workforce Survey, some officers and other staff indicated that they did not feel rewarded for their contributions to the organization. Additionally, direct IACP interviews with various employees identified the same problem. Some sworn members suggested that poor morale is linked to pay and/or pension concerns, while the civilian members attributed the issue to poor pay scales and a lack of incentives, like the education incentives provided to sworn members of the department. Although there can be myriad causes, morale issues often occur when staff do not feel valued within the organization, and with respect to their personal contributions to the organization.

We recognize that CCPD has a recognition program for personnel, and we applaud the organization for having this program in place. However, the feedback from staff (sworn and non-sworn) suggests that the program may not be providing the level of recognition and/or reward for which it was intended. We would encourage CCPD leadership to examine the current system, and to look for ways to improve upon it, and to ensure that supervisors adopt a philosophy of catching people doing something *right*, and recognizing them for those efforts.

Another issues that can affect morale relates to how staff feel they are treated by leaders, and in particular, whether they feel that leaders value their input and contributions. One way that CCPD can address these types of concerns is to adopt the *Procedural Justice* model promoted by the Department of Justice COPS office. The four pillars of Procedural Justice are, *fairness* in the processes, *transparency* in actions, opportunities for *voice* and *impartiality* in decision making.

One of the key components of Procedural Justice is to give *voice* to all the member of the organization, regardless of rank or status. This inclusive philosophy has a proven record of job satisfaction and greater acceptance of existing policy, procedures, and incentives. When the department has adopted and fully implemented procedural justice philosophy, staff will find that they have a greater opportunity to provide input into decision-making and change processes, and this level of inclusivity leads to improved morale, and greater buy in concerning department objectives.¹⁵ We will discuss this

¹⁵ <https://www.cops.usdoj.gov/Default.asp?Item=2866>

later in the report, but the procedural justice philosophy must occur both internally and externally.

Recommendation: Strategize Approaches to Improve the Organizational Climate
Chapter II Section X Workforce Survey

Priority 3

Details:

The cultural survey and organizational climate questionnaire provided significant feedback concerning employee perceptions of the operational culture and leadership at CCPD. The nature of the Organizational Climate survey provides leaders with a vantage point to understand both current and desired conditions within the agency, as perceived by staff. Leaders should analyze these responses and identify strategies that contribute to categorical improvements.

SECTION I: ORGANIZATIONAL STRUCTURE

The structure of the CCPD is similar to the majority of the police departments across the country. Preventive patrol and rapid response to calls for service, laid out years ago in the important book by O. W. Wilson on Police Administration, seem as appropriate and applicable today as they were at the time Wilson wrote about them.¹⁶ The department has laid out the five precincts at the CCPD with preventive patrol and rapid response in mind, and the departmental structure and organizational alignment support that mission.

A senior leader with the rank of Major supervises each precinct, and each Major reports directly to a Deputy Chief of Police. The Deputy Chief of Police then reports directly to the Chief of Police. Each Precinct is independent from the other, even to the extent that officers from one precinct generally do not cover for officers that take leave from another precinct. Some officers we spoke with indicated that although cross-precinct coverage is not prohibited by policy, the practice has been discouraged by their supervisors.

All of the precincts include patrol, community relations, and school and neighborhood safety, and all have investigative support from those assigned the Crimes Against Persons (CAP) investigations unit. Additional support is available to each precinct from a variety of specialty units like VIPER (Violent Incident Prevention & Early Response), SWAT or TAC Team (Special Weapons & Tactics), CAGE (Criminal Apprehension & Gang Enforcement), STEP (Selective Traffic Enforcement Program), DUI Task Force (Driving Under the Influence), K-9 Unit, Crises Negotiation Team, the Bomb Squad, and the Quality of Life (QOL) Task Force.

With a few notable exceptions, we believe that the organizational structure of the CCPD is appropriate, and that it provides a good combination of decentralized decision-making, along with corporate oversight. From our analysis, the organizational layout, including the varied levels of command, is logical and functional. Our assessment is that there is a proper span of control, both for sworn and non-sworn personnel.

Despite our stated opinion relating to span of control, the IACP conducted a lengthy interview with one senior commander, who suggested that there is a need within the agency to increase command staff levels, because of high daily workload. We heard similar sentiments from those in other command staff levels within the agency.

¹⁶ O. W. Wilson, (1943), Police Administration

Statistically, CCPD supervisory staff is comparable to other benchmark departments. However, because of the geographical size of Cobb County, CCPD deploys officers to five separate precincts, which requires a level of supervision and management that is commensurate with independent management of those resources. Although we did not observe an imbalance with respect to the span of control issues, it is possible that the overall work volume and assignments, may be straining the capacity of some senior leaders. This could be the result of span of control issues, or the need to diversify and delegate certain work duties and responsibilities to others, or other ranks. Because of the critical role that senior leaders perform, we recommend that CCPD look more closely at their work assignments, to determine the need for any adjustments.

One area of particular note is the organizational relationship between county government officials and the chief of police. The police chief reports directly to the director of public safety, who has overall responsibility for Fire, Police, and 911 Communications. In turn, the director of public safety reports directly to the county manager. This dynamic appears to have created some confusion for line-level police officers, since many believe the chief is constrained in what he can and cannot do. There is another element of the organizational structure with the CCPD, which may be contributing to the sense by some that the police chief has limited authority. The IACP team noted that those in the Internal Affairs (IA) division report directly to the director of public safety. Although in practice, we are aware that the chief and other CCPD supervisors review IA files, making recommendations and/or taking appropriate steps with regard to training or corrective action, the alignment of IA reporting directly to the public safety director may contribute to perceptions regarding the overall authority of the police chief.

Based on our observations and understanding of the organization, it is evident to the IACP that the police chief has broad authority and autonomy over the CCPD; however, there are some who have developed alternate perceptions. We believe that it is important for members of the CCPD to have confidence in the ability of the police chief to make decisions and to carry out operational goals and objectives, without undue concerns over hierarchical constraints. Accordingly, we would encourage ongoing collaboration between the public safety director and the police chief, and we suggest that the public safety director be aware of these perceptions, to avoid actions that might bolster them.

SECTION II: POLICING PHILOSOPHY AND OPERATIONS

One of the unique factors of American Policing is the diversity and complexity of the policing system. In many other countries, a state or national police organization encompasses all of the public safety components, which the U.S. typically divides among many agencies. In fact, there are approximately 18,000 individual police departments across the U.S., and each has their own command structure, operations,

philosophy, and police authority, bestowed upon them by the local, county, state, or federal government. This creates a complicated maze of overlapping jurisdictions, authority, and occasionally, it can cause conflict, disagreement, and confusion. It is important to understand this when analyzing any department. One size does not fit all, and each organization is always somewhat different from the other. For this reason, when we address issues of community policing, patrol practices, staffing, operational capabilities, and other resource operations and deployments, depending upon the presence of other policing resources and overlapping jurisdictions in the same geographical area, differing conclusions may be drawn. Such is the case in Cobb County with the overlapping services and authority of the Sheriff's office, and local police departments in the cities and towns of Marietta, Kennesaw, Smyrna, Acworth, Austell, and Powder Springs, all operating in the same geographical area. Additionally, there is a separate police department within the school system, which operations under the authority of the Cobb County Schools.

One of the central components of our analysis includes an assessment of the policing philosophy and the prioritized focus of the organization. This is important, because our staffing model includes substantial discretionary time, which functions best in an environment that is predisposed to promoting community policing. In our discussions with various personnel throughout the organization, we heard consistently that the department has an excellent reputation for honesty and integrity in the community. However, even within the ranks, there were decidedly different opinions in terms of how effective community policing efforts have been, and public perceptions of the police department relative to fair and impartial law enforcement. We also heard consistently that officers lack sufficient time to engage in community policing efforts in a meaningful way; we will discuss this further in Chapter V of this report. In addition to a community policing philosophy, we determined that the agency engages significant efforts in using data-driven and intelligence-led policing strategies. As noted previously, the department utilizes a COMPSTAT type system to monitor crimes, rates of crimes, and mitigating strategies engaged by command staff. We observed this process and found it appropriate and effective.

In addition to engaging data for COMPSTAT purposes, the department also utilizes intelligence data for deploying resources and in predictive policing efforts. Based on our review, the department is using these data appropriately, and in a manner that intends to address crime and disorder issues. The unfortunate byproduct of using data in this manner is that it can lead to community perceptions of discriminatory policing practices. In fact, we found some community members who expressed this opinion. We also heard from both community members and some department officers, that units like VIPER and SWAT, while important to police operations, can sometimes be counterproductive to police relations with the public. Conversely, one ranking officer in the VIPER unit contended that because they are often out of the cars and on foot in the

neighborhoods, they have a better relationship with the public than patrol; if accurate, this is certainly a positive aspect of the operation of that unit.

It is our assessment that the department uses data and analytics to deploy resources intentionally, in terms of where the community needs them the most. Despite the intentional disparate distribution of resources, we did not find any department policing or personnel deployment strategies that appear discriminatory, nor did we find evidence of discriminatory practices within the CCPD. Some in the community would argue this point, and indeed, some provided the IACP with feedback along these lines. In any case, as we note elsewhere in this report, concerns over discriminatory policing are a prompt for a *co-production policing model*, which more directly engages the community in establishing policing priorities.

SECTION III: SUPPORT SERVICES, SPECIALTY PROGRAMS, AND ASSIGNMENTS

In this section, we provide a description of the various units and programs within the CCPD that provide the resources for officers to do their job and meet the demands of the public. We will briefly overview the areas of community outreach, recruitment and training, enforcement and tactical support, records, administrative support, communication, and internal affairs investigations, all of which exist for the purpose of supporting the core mission of effectively policing Cobb County.

Before we provide an overview of the various units and divisions, it is important to recognize that many functions of the CCPD are reliant on the work of non-sworn personnel. Although they primarily involve office positions, the important and critical work performed by these staff members cannot be overstated; their presence is vital to the operational success of the CCPD. Unfortunately, in interviews and based on a review of personnel statistics, it is clear that attrition of these important civilian employees is an ongoing problem. Although money and benefits are the primary reason given for civilian employees leaving the department, there is also the issue of validation and recognition. As we have discussed earlier and recommended, we suggest that CCPD leadership take steps to address morale issues, to include implementation of the procedural justice model.

Overall, the Cobb County Police Department does an exceptional job of providing a wide variety of services and emergency units to meet every contingency. The core patrol activity in each of the five precincts receives support and follow-up investigation from a multi-focused investigations bureau. Additionally, although specialty enforcement and tactical units are not typically deployed around the clock, they are available and on call as needed, to support the community, and individual neighborhoods or precincts.

We also wish to point out that a number of the services and programs that we will mention in this section, receive additional attention and focus in different areas of this report, along with appropriate recommendations and operational details.

In the following section of this report, we will provide a brief overview of the areas included in the Crimes Against Persons and Special Operations divisions of the CCPD. Our team interviewed various persons from these divisions, and from within the individual sections. In addition to the information we received from our interviews and other data we received, we also found one resource particularly helpful. CCPD provided us with a memo written by Lt. Scherer to Deputy Chief Prince, which outlined various duties, staffing, and data, associated with various sections within the Crimes Against Persons and Special Operations divisions. We have directly copied significant portions of this document into this report, due to their high quality and value, and because they do a very good job of quantifying the activities of these sections. In fact, we have included Tables 27-36, which come directly from that report (although we reconfigured them to match our other tables). We commend Lt. Scherer for the quality work in the memo.

Crimes Against Persons Division¹⁷

The Crime Against Persons (CAP) division has several different sub-sections. Each of these sections has a specific focus. The average caseload for investigators in this unit is about twenty cases per month, unless investigators are working on a significant case, such as a complex homicide.

The CAP unit utilizes OSSI for case and records management. OSSI allows supervisors to view all open and active cases, as well as being able to track work progress. The system can also notify supervisors, if a case has been sitting idle too long, and the assigned investigator has not worked on it for a specified timeframe. The system also color codes cases based on case status, for easy identification. While the system incorporates solvability factors, the major crimes unit does not use them to determine whether to open a case, since this unit always investigates all major crimes.

Homicide/Robbery

The Homicide/Robbery Unit is responsible for the investigation of most deaths, robberies, certain sex offenses, kidnapping, missing persons, threats, and others as assigned.

¹⁷ A substantial amount of information in this section was taken directly from a 2016 Support Services Workload Assessment memo, written and submitted to Deputy Chief Prince by Lt. L.R. Scherer

Current Staffing

2	Police Lieutenants
5	Police Sergeants
16	Police Officers (detectives)
4	Crime Scene Technicians
2	Administrative Specialist II

High Tech Crimes

The purpose of the High Tech Crime Squad (HTCS) is to investigate criminal activity which was perpetrated through (or assisted with) the use of computers or advanced information technology. The HTCS is the primary support resource for the investigative units of the CCPD in providing digital/electronic investigative and forensic support. HTCS fulfills these needs through electronic data seizure, search, analysis, and preservation assistance of any and all digital devices and electronic storage media. The HTCS also provides these services to other law enforcement agencies as time and resources permit.

Current Staffing

4	Detectives
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Crime Scene Unit

The purpose of Crime Scene Unit (CSU) is to provide scientific investigative services to all branches of the CCPD and any outside agencies, particularly city police departments, requesting such services. CSU is the primary resource for the investigative units of the CCPD in providing crime scene processing and Automated Fingerprint Identification System (AFIS) investigations.

Current Staffing

4	Crime Scene Technicians
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Percentage of Time Dedicated to Specific CSU Duties

45%	Crime Scene/Evidence
30%	Latent Prints/AFIS
20%	Report Writing
5%	Other Admin Duties

Special Victims Unit

The Special Victims Unit is responsible for investigating both crimes against children, and domestic violence/stalking incidents. These include, but are not limited to:

- Investigation of child abuse/neglect of persons under the age of 18
- Sexual offenses where either the perpetrator or victim is a juvenile
- Domestic snatching (parental kidnapping), and juvenile missing persons (if foul play is evident, the Homicide/Persons Unit will investigate)
- All aggravated assault and/or aggravated battery involving persons under the age of 17 (unless death appears imminent, then the Homicide/Persons Unit will investigate)
- Family Violence cases involving a juvenile victim
- Robbery involving intimidation between juveniles
- Offenses on school property which involve illegal drugs
- Domestic Violence
- Stalking
- Family Violence cases involving Department employees, or sworn officers from other jurisdictions
- Family Violence cases involving in-patient hospitalization, serious injury, or other specific factors, will be referred to the DVS unit.

Current Staffing

1	Police Lieutenants
2	Police Sergeants
13	Police Officers (detectives)
2	Administrative Specialist II

Auto Theft

This unit is responsible for title fraud as well as auto theft. They carry a large caseload, which typically involves over 1200 reported auto thefts per year, handled by the two detectives assigned to this unit.

Criminal Apprehension and Gang Enforcement (CAGE) Unit

The purpose of the CAGE Unit is to identify gangs, gang activity, and gang members in Cobb County. They investigate illegal activity conducted by gangs and gang members, and pursue charges based upon gang related statutes. The CAGE Unit will also perform a community education role by educating the public on gang activity.

Current Staffing

1	Police Lieutenant
1	Police Sergeant
6	Police Officers

TABLE 27: CAGE Unit Activity - 2015

Activity	2015
New Gangs Identified	8
Gang Members Identified	146
Gang Incidents Investigated	40
Gang Presentations	16

Source: 2016 Support Services Memo; Lt. Scherer

Narcotics Unit

This is a multi-jurisdictional task force, focused on drug interdiction and investigation. CCPD has assigned one lieutenant and two sergeants to the unit.

Intelligence Unit

This is a multi-jurisdictional task force, charged with investigating activities such as human trafficking, prostitution, gambling, and homeland security. The homeland security component is more of a clearinghouse to share information with the agent assigned to the Joint Terrorist Task Force. The intelligence unit also focuses on crime rings and organized crime. The intelligence unit has one lieutenant, one sergeant, and five investigators assigned to it from Cobb County.

Violent Incident Prevention and Early Response (VIPER) Unit

The primary mission of the VIPER Unit is to reduce the occurrences of street level violent crimes.

Current Staffing

- 1 Police Lieutenant
- 1 Police Sergeant
- 6 Police Officers

TABLE 28: VIPER Unit Activity 2011-2015

Type of Activity	2011	2012	2013	2014	2015
Robbery	388	405	407	400	447
Felony Arrests	254	250	250	194	221
Misdemeanor Arrests	337	282	284	334	298

Source: 2016 Support Services Memo; Lt. Scherer

Internal Affairs (IAD)

Internal Affairs Division (IA)

Although IA reports directly to the director of public safety, the IA director is a police captain, and this captain has a lieutenant from the police department assigned as the executive officer for the unit. The IA division is broken into two sections, Recruiting and Hiring/Background Investigations, and Employee Misconduct.

Special Operations Division - Special Supporting Units

Tactical Unit

The Tactical Unit supports both Precinct and Support Operations. The unit provides directed patrols in high crime areas, high risk warrant service, and covert surveillance of entities likely to be victims of violent crimes. The unit provides assistance to outside agencies as well. This unit also responds to high risk calls for service to include, barricaded suspects, high risk warrant service, VIP protection, and other incidents involving guns and threats of violence.

Current Staffing

- 1 Police Lieutenant
- 1 Police Sergeant
- 8 Police Officers

TABLE 29: Tactical Unit Activity 2015

Activity	2015
Citations Issued	107
Accident Reports	26
Incident Reports	63
Felony Arrests	19
Misdemeanor Arrests	25
Outside Agency Assists	35
Administrative Details	1402 (3494 hours)
SWAT / Tactical Unit Activations	33

Source: 2016 Support Services Memo; Lt. Scherer

DUI Task Force

The DUI Task Force is responsible for enforcement of laws governing DUI. This unit focuses on drunk driving and selective DUI enforcement in high volume areas, to

include aggressive enforcement in known drunk driving areas surrounding bars and restaurants.

Current Staffing

1 Police Lieutenant
1 Police Sergeant
5 Police Officers

Selective Traffic Enforcement Program (STEP)

STEP is responsible for investigating fatal traffic crashes and enforcement of traffic laws in those areas which analysis indicates an elevated mean of traffic crashes and disregard for traffic laws, administration and execution of the Stop Arm program, special security details, and investigation of traffic crashes involving department vehicles when requested.

Current Staffing

1 Police Lieutenant
3 Police Sergeants
11 Police Officers
2 Administrative Specialist II

TABLE 30: STEP Unit Non-Callout Activity 2011-2015

Activity	2011	2012	2013	2014	2015
Citations Issued	7810	7829	9256	6131	8146
Felony Arrests	25	27	16	14	17
Misdemeanor Arrests	151	155	133	85	84
Accidents (non-callout)	259	272	292	302	457
Special Details/Precinct Assists Hours	3206	2989	4542	5837	4822

Source: 2016 Support Services Memo; Lt. Scherer

TABLE 31: STEP Unit Callout Activity 2011-2015

Activity	2011		2012		2013		2014		2015	
	Serious Injury	Fatality	Serious Injury	Fatality	Serious Injury	Fatality	Serious Injury	Fatality	Serious Injury	Fatality
Type of Crash	29	34	22	41	22	38	30	37	15	34
Assisting other Agency/unit	7		8		9		18		11	
Callout Total	74		71		70		82		64	

Source: 2016 Support Services Memo; Lt. Scherer

Hit & Run

The unit investigates traffic crashes in which an involved party fails to report the crash or leaves the scene. Additionally, they regularly provide security at the BOC/Zoning meetings, and perform other tasks as assigned.

Current Staffing

2 Police Officers

TABLE 32: Hit and Run Unit Activity

Task	Task Time	#/Month
Hit and Runs Assigned to Investigators	2 hours/ea.	80
BOC / Zoning Meeting Security	24 hours/mo. total	5

Source: 2016 Support Services Memo; Lt. Scherer

Motors

Motorcycle officers are utilized for investigating traffic complaint areas, Motor Carrier Safety Assistance Program enforcement, extended traffic direction details, and police escorts.

Current Staffing

2 Police Sergeants

11 Police Officers

TABLE 33: Motors Unit Activity 2011-2015

Activity	2011	2012	2013	2014	2015
Citations Issued	14,391	19,276	18,646	11,758	11,037
Felony Arrests	19	6	4	8	5
Misdemeanor Arrests	124	117	89	31	39

Source: 2016 Support Services Memo; Lt. Scherer

TABLE 34: Motors Unit Traffic Complaints 2011-2015

Activity	2011	2012	2013	2014	2015
Traffic Complaints	91	122	92	88	72
Resulting Citations Issued	459	950	608	600	450

Source: 2016 Support Services Memo; Lt. Scherer

Rangers

The primary mission of the Ranger Services Unit is to patrol the parks in Cobb County. This includes parks with structures and playing fields, passive parks, and undeveloped park properties. In addition, the unit conducts bicycle and motorized patrols of the 12.8 mile section of the Silver Comet Trail within Cobb County and of the 1,450 acre Army Corps of Engineers property in northwest Cobb County. The Ranger Services Unit ensures that the laws of the State of Georgia and Cobb County ordinances are being followed in the parks, creating a safe and welcoming environment for the citizens of the county.

Current Staffing

2 Police Sergeants
5 Police Officers

TABLE 35: Rangers Unit Activity 2011-2015

Tasks	2011	2012	2013	2014	2015
Total Citations	1308	1111	1000	402	389
Accidents	65	64	74	71	89
Misdemeanor Arrests	39	106	89	61	37
Felony Arrests	17	23	49	20	8
V.G.C.S.A. Arrests	4	36	48	28	6
Wanted Person Located	10	33	29	14	10
Park Checks	13,303	6558	7630	9086	8410
Precinct Assists	151	622	570	556	866
Corp Property Hours	87	105	160.07	91	112
Bike patrol Hours	639	278	202	85	115
Special Event Hours	2405	1767	1626	1279	1013

Source: 2016 Support Services Memo; Lt. Scherer

Crises Negotiation Team

Crisis negotiators respond to incidents involving hostage, barricaded, or distraught subjects. Crises negotiators are available to precinct commanders and SWAT team as required.

Bomb Squad

The bomb squad has five certified bomb technicians to respond to suspicious packages, devices, and other suspicious incidents. Similar to other specialty units, the bomb squad commander also has other responsibilities and duties, to include the Evidence Unit, the Public Information Office, and the Crime Prevention unit. The bomb squad also

provides security sweeps and other proactive preventive activities related to public events.

Dive Team

This unit is a part time team of current CCPD officers, who are available for underwater recovery, rescue, and water crime scene investigation as needed.

K9

Canines are used for the detection and apprehension of criminals, detection of contraband, and any other duties which deters criminal activity or supports the welfare of the community. This unit has five trained dogs. Four are trained to identify narcotics and one to identify explosives.

Current Staffing

1 Police Lieutenant
1 Police Sergeant
7 Police Officers

TABLE 36: K-9 Unit Activity 2011-2015

Activity	2011	2012	2013	2014	2015
Callouts/assists	520	412	375	512	515
Searches	622	503	491	564	531
Arrests	196	147	82	121	134

Source: 2016 Support Services Memo; Lt. Scherer

Quality of Life Task Force

This unit enforces zone and code violations, with the emphasis on making the community environment more safe and livable. During interviews, it was stated that the Quality of Life Task Force also patrols the Six Flags amusement park on foot for visibility and accessibility.

Summary

In conducting these studies, the IACP has found it rare for agencies to have substantive data that relate to specialty units. In many cases, agencies have a fundamental belief that the specialty units in their departments are valuable, but they often lack quantifiable data to support those sentiments. In contrast, CCPD has provided substantive data that demonstrates the value of these units, and data that is trackable and valuable from a comparative perspective. We are impressed with these efforts, and

we certainly recommend that CCPD continue to monitor and track specialty unit efforts in this regard.

There are two other items worth noting with regard to several of the specialty units. First, many of these units engage in a variety of proactive activities, and accordingly, it can be difficult to fully quantify their efforts. As we have indicated above, we think CCPD is doing a good job in this regard, but we also recognize that the numbers included here do not express the full extent of the work and activity associated with these units.

Second, although each of these units has a primary function related to a specialty purpose, many also engage in handling CFS, and/or by generating their own work through proactive policing. Again, we applaud these efforts, but also note that some of this work involves *supplanting* the patrol function. In other words, in some cases, these units manage work activity that would otherwise be handled by patrol officers assigned to handling CFS. As we have noted elsewhere, supplanting in this regard makes it more difficult to calculate the full workload obligation for the patrol division.

Training

Police Academy

The Police Academy is responsible for the administration of the Georgia Peace Officers Standards and Training Council mandates for training new police officers. The academy also serves as the primary training facility for the police department and maintains training records on all personnel. The training academy conducts basic officer training, yearly re-qualification of veteran officers, remedial training, and specialized training, such as Active Shooter and Officer Survival. The academy range is open to retired and current officers for additional practice beyond mandates.

The academy is under the control of a police captain who answers directly to the deputy chief of police. Although the chain of command routes through the police department, the academy is actually a joint service facility for police and fire, and it falls under the purview of the director of public safety for funding and capital improvements. The majority of instructors at the academy come from the police department, and are sworn officers. As a side note, during IACP staff interviews, we were told that the majority candidates who fail out of the training academy, occur due to failures in firearms and emergency vehicle operations training (EVOC).

Recruitment and Hiring

Hiring is under the control and responsibility of the Internal Affairs Unit (IA), and more specifically, the background and recruitment section. The recruitment process entails

advertisement through job fairs, social media, the departmental web site, word of mouth referrals, and other venues. Candidate must complete and pass the application process, background investigation, interview, polygraph, medical, psychological testing, and the Cobb County Physical Abilities Test (PAT). The candidate must also successfully complete the academy POST-approved basic officer training course, before assuming police powers. If a CCPD officers refers a candidate for hire, and that candidate makes it through the process, the officer is provided 8-hours of compensatory time off, for the referral.

Administrative Support Services

Field Data Records

This section documents and monitors all data from incidents that occur in the field, and this includes tracking all citations and incidents involving motor vehicle crashes. This unit can generate reports based on precinct, time of day, day of week, reason for citation, race, gender, etc. We learned that officers are not required to include race or gender on traffic violations; however, a majority of the citations include this information.

Central Records Section

The central records office manages the Georgia Crime Information Center (GCIC) and National Crime Information Center (NCIC) inquiries. The office confirms the validity of warrants, stolen property (vehicles, guns, articles, etc.), and missing people/runaway juveniles with originating law enforcement agencies, and accurately enters, modifies, clears or cancels missing persons, runaway juveniles, stolen vehicles, guns, boats, securities, and other articles entered into the GCIC/NCIC systems.

Public Service Section

The Public Service Section is staffed by Public Service Technicians (PST), who assist and serve the public by generating incident and accident reports via the records management system. PSTs also record expungement requests while assisting customers with criminal history consent forms for input into the Georgia Crime Information Center (GCIC). They also receive payment for generated reports and other related services. PTCs also assist the staff and public with various inquiries and complaints via telephone, to aide in resolving miscellaneous issues and grievances. They also coordinate with the courts, law enforcement agencies, state and local government, and various other agencies, to assist with the research of open records requests. Additionally, they prepare and scan documents as part of the records retention policies required by the State of Georgia. While the majority of Filed Data Records, Central

Records, and the Public Service Records sections are civilian employees, overall administration and responsibility for records is a police position at the rank of Captain.

Administration includes not only the Records Management Section, but Permits, Licensing, and Evidence and Accreditation. CCPD is one of a relative few departments in the U.S. to have achieved Accreditation through Commission on Accreditation for Law Enforcement (CALEA).

Communication (911)

The Emergency Communications Center (ECC)

This section is under the control of a civilian Emergency Communications Director. The Computer Aided Dispatching (CAD) manager is also a civilian position. Both the Emergency Communications Director and CAD Manager, fall under the control of the Director of Public Safety, and both are supervised and funded separately from the police department. The 911 call center dispatches for both the fire and police departments, and communicates and coordinates resources directly with other units in the county. Despite the operational control and funding separation of the ECC from the police department, this unit is critical to the police function in relation to for calls for service, dispatching back-up and critical support units, and for cataloging and maintain CFS data.

Community Outreach

PAL (Police Athletic League)

The Cobb County Police Athletic League (PAL) is a charitable non-profit 501(c)(3) organization whose mission is to make a positive difference in the lives of young people ages 4-15. Cobb PAL focuses on juvenile crime prevention through athletic and recreational activities for Cobb County's high-risk neighborhoods, primarily in the South Cobb area. As a registered 501(c)(3) charity, the PAL program is eligible to receive tax exempt donations and is exempt from income taxes. Accordingly, PAL must be registered annually with the Georgia Department of State Office, prior to April 1 of each year. In accordance with the Georgia Department of State, it is not required to register to solicit online donations, unless annual revenue exceeds \$25,000.

The Police Services Coordinator (PSC) for PAL is a civilian employee. Currently PAL offers a soccer camp, baseball camp, track and field camp, and a football camp. The camp locations are in the 2nd and 3rd Precincts. In addition, the PAL program sponsors and maintains a track team for a full track season. PAL even sponsored a trip for these athletes to California to compete in the Junior Olympics. The PSC explained that CCPD officers volunteer during off-duty time to support the camps. Staffing requirements are

for 30 officers during baseball camp, 15 officers during soccer camp, and 10 officers during football camp. PAL provides uniforms and equipment for the participating children.

The CCPD also has a separate Boys and Girls club that is not yet affiliated with the PAL program, but it is expected to be combined with PAL in the near future. The CCPD also assists with the Make-A-Wish 5k race. The PSC explained that having a budget analysis to assist, is sufficient to run the program, supplemented by the police officers who volunteer for the PAL events, and other programs.

During the interview process, the IACP team learned that the CCPD has worked with Habitat for Humanity and they have assisted in building several homes for the less fortunate. Although not a part of the study, we felt it was important to mention, as this is indicative of the community philosophy within the CCPD. We will expand upon community policing initiatives and outreach efforts further in Chapter V of this report.

SECTION IV: STAKEHOLDER RELATIONSHIPS

As part of our efforts, we interviewed a variety of professional stakeholders, including both those with a professional affiliation to CCPD, and those from the community at large. We also interviewed staff with respect to various stakeholder relationships.

Based on our discussions with staff and other stakeholders, it appears that the relationships with private companies and businesses are generally good; however, we were told that CCPD has some challenges relating to other law enforcement agencies. In particular, some officers discussed the amount of time consumed in the transportation and processing of arrested persons by CCPD to the Sheriff's Detention facility. Officers feel that the time involved in these processes is excessive, and they indicated it is in need of improvement. The IACP does not have sufficient information to suggest a solution, but we would recommend that CCPD leaders discuss the matter internally, to determine whether there is an opportunity to improve the efficiency of this process.

Others we interviewed indicated that the relationship between city and town police departments within Cobb County is somewhat mixed. For example, we were told that the one larger police department sometimes refuses to handle crash reports that are clearly in their area. Additionally, a CCPD Central Records Unit supervisor also expressed some frustration in sharing and obtaining information from other agencies, although this seemed to be an issue primarily with agencies outside of the county. Again, the IACP lacks the detail required to address these issues; however, we reiterate the need for CCPD leaders to engage staff in these types of discussions, with the intent of identifying both issues and solutions.

On the positive side, the Executive Director of the Pro-Immigrant Alliance of Cobb County, who is also a leader in the Cobb County community, noted that under Chief Houser's command, relationships with all groups, including the Southern Christian Leadership Conference (SCLC), the National Association for the Advancement of Colored People (NAACP), and the Hispanic community, have improved.

Another community member and successful business owner stated that CCPD has strong precincts and a good physical structure setup, which is appropriate for the communities in which they serve. He went on to say that CCPD has a good reputation within the community. Still another business owner, born and raised in Cobb County, stated that in his view the CCPD is responsive, professional, and thorough in their crime fighting activities. He believes that CCPD has no issues with transparency and that they provide information to the public in a timely manner.

Despite the positives there was some indication that relationship between the public and CCPD could be improved. One business owner expressed a perception that the police response to minor traffic accidents, especially those involving African Americans and Latino's, is "excessive," indicating that the police response often involves multiple units, which seems unnecessary. Another business owner responded that community engagement could be better and noted that the presence in the community is low and the visibility of the chief of police is low as well.

SECTION V: ACCREDITATION

In March of 2014, the Cobb County Police Department received an assessment report and letter regarding the most recent assessment of the CCPD, conducted by CALEA (The Commission on Accreditation for Law Enforcement). The letter explained that, contingent upon the recommendation of the review committee, the Police Department would receive its award at the Awards Banquet in Garden Grove, California on March 22, 2014. The CCPD later received their full accreditation award.

CALEA accreditation is a major achievement. Preparing for an assessment takes diligent effort, requires exacting systems and procedures, and it involves a concerted effort by many members of the department. The CCPD has one full-time accreditation manager whose job it is to ensure that standards are met. According to the report, the CCPD met all of the 310 mandatory compliance standards, 63 non-mandatory standards. The department elected to opt out of only 11 optional standards, and identified 97 standards that were not applicable for a total of 481.

The summary report showed that the CCPD is well-prepared, presented files that were complete and left few questions unanswered, and that personnel throughout the agency were well-informed about the process, including those working outside the main police facility in areas like the academy, the IA office, and the precinct stations. The report

indicated that all files were found to be in compliance, that all annual reports had been submitted, and that the onsite assessment was not problematic. Other observations of the assessors included a commitment by the CCPD to community policing, and an active perpetual survey of citizens through the agency website.

It should be noted that CALEA recently instituted the requirement that future assessments must be conducted in electronic format by using the PowerDMS platform. This new file management system will necessitate considerable work and commitment by the department to upload and highlight policies and proofs of compliance electronically. It is commendable that the CCPD has designated a full-time officer to the position of accreditation manager, rather than scurrying to complete tasks at the last minute by assigning the position on a temporary basis. This commitment contributes to accreditation as an ongoing process, as opposed to an assessment that occurs as a snapshot of the current condition.

CALEA is at its best when it aids a police department to reach for higher and higher levels of professionalism. In order to achieve CALEA accreditation, an agency must have well-developed policies, procedures, and systems in place, and they must commit to following those policies and mechanisms to ensure compliance throughout the organization. It appears that this is the case for CCPD.

SECTION VI: COMMUNITY ASSETS

During the course of our study, the IACP team learned of the impending opening of Sun Trust Park, and we felt that our study would be incomplete without providing some direct commentary on how this will affect police operations. Our information and analysis below, emanate from data we gathered from the Baltimore Maryland Police Department, home of the Baltimore Orioles and Baltimore Ravens, and the Foxboro Massachusetts Police Department, home of the New England Patriots. Executives from those agencies provided an extensive response to our inquiries regarding the operational components of managing a stadium associated with a professional sports team. The IACP is aware that CCPD has engaged other experts in planning for these service demands, and accordingly, we provide these materials here to supplement your other efforts. The IACP was aware that the stadium would open prior to the completion of our study and this report. Accordingly, we provided much of the information below to CCPD in the form of a memorandum, in early 2017.

The Cobb County Police Department (CCPD) will soon be responsible for the security of patrons and property in and around Sun Trust Park, the new home of the Atlanta Braves professional, major league baseball team. This will be no small undertaking, and we believe this will place a great strain on the available resources of the CCPD. To begin this discussion, it is important to recognize that major league sports teams are, first and

foremost, profit-centered business enterprises. We do not make this statement in a derogatory sense, but rather to frame the issue appropriately.

From a business standpoint, security concerns exist to the extent that they affect ticket sales and attendee safety, because these issues relate to successful presentation of the event, and the creation of an atmosphere conducive to patron business. Concessions in and around the stadium are important revenue sources; however, access and security are paramount to successfully *sell the product*. Because sports/entertainment venues focus on making money, other activities are often held at the venue to limit non-productive downtime. Other sporting events, concerts, bazaars, flea markets, home shows etc., fill time between the scheduled principle events. In the case of concerts, the type of concert and expected crowd, could actually require greater security demands than the main sporting events held at the venue.

Policing of a professional sports event (or other large-scale events in stadiums) is a different paradigm from the normal law enforcement practices of most police organizations. Similar to the referee or umpire on the field, the police role in stadium security is to keep things running smoothly and in an orderly fashion, so the event itself is the focal point, and so that patrons are happy and will spend their money. This does not prevent officers from making arrests and keeping the peace, but officers working these events should understand that public relations is a major component of event planning and success.

To ensure a thorough understanding of the effects of a large stadium on police and community resources, the IACP contracted with key subject matter experts (SMEs) who have deep experience in policing professional major league sporting events, and other large-scale stadium events. We asked these SMEs to describe and outline the operational demands and issues their agencies experience on an ongoing basis. The following information summarizes their observations, and is presented to CCPD for consideration in the preparation and implementation of security procedures at SunTrust Park.

Staffing Levels

Staffing is contingent on the type of event and expected crowd in attendance. A rational approach is to look at the areas the agency will be required to protect. These may include parking lots, ingress and egress roadways, sections within the stadium itself, premium seating, general seating, field security, locker rooms, dugouts, and concession stands. There should be a command center nearby or onsite, but not inside the stadium, and there should be supervising personnel (sergeant(s) or above) sufficient to manage the deployed officers assigned in and around the complex. SMEs recommend that for major league baseball there should be approximately 40 officers inside, plus supervisors, and 40-50 officers outside, plus supervisors. Additionally, they recommend a bomb tech and dog, and that emergency fire, medical, and tactical personnel are

onsite, and available as needed. For major league football and large concerts, deployment estimates range between 100-130 officers inside the stadium, with roughly 70 officers outside to handle traffic, tailgating, and crowd control (with associated supervisory personnel). A common rule of thumb for football is 2.5 officers for every 1000 patrons.

All staffing levels assume that stadium has private security/ushers who will handle normal patron seating, questions, concerns, and making the call on ejections of a non-criminal nature within the stadium. Supervisors should be deployed in each section/sector of the stadium to supervise officers deployed to that area. It is also a good idea, whenever possible, to deploy the same officers to the same locations, since many patrons are season ticket holders, and this can help the officers and patrons get to know each other, which can make it easier to police these events. Additionally, executive/dignitary, and team protection and transportation, may also be a factor, depending on the event.

Pre-Event

For baseball, it is recommended that officers be deployed about 2.5 hours before the first pitch. For football, officers should be deployed about 3.0 hours before kickoff, or as soon as parking lot gates open (football has the added phenomenon of tailgate parties that need to be monitored and policed). Although these pre-event timelines may be flexible, it is important that officers be deployed early enough to assist in getting the vehicles into parking lots and parking garages as quickly as possible; this helps to prevent traffic jams in and around the stadium. As a rule of thumb, 25% of police personnel should be onsite when parking lot gates open. SMEs report that mounted units, bicycle units, and the use of golf-carts are very effective in policing parking lots and outside areas where there is greater distance to cover in crowded conditions. SMEs stress the importance of ensuring that an ingress/egress *corridor* is maintained before, during, and after the event, for emergency services, should ambulances, fire equipment, or additional security need to be deployed to the stadium.

Event

Patrons usually arrive in large numbers around 45 minutes prior to start of the game. Fan screening is a critical task and officers need to be positioned to be able to visually observe all patrons approaching and entering the stadium. Metal detectors and bag checks should be done at the gate before patrons reach the ticket takers and actual entry points. Depending on event and ticket marketing, scalping and other illegal activities like selling non-official sports memorabilia, may be a problem just prior to the game. Once most of the patrons are in the stadium, the officers monitoring entry points can be re-deployed inside the stadium. Typically, roving teams of police respond to problems brought to their attention by patrons or security. Usually, there are few problems at the

beginning of the event; however, the potential for problems increases when either the events of the game itself, or the consuming of alcohol begin to take a toll. Most arrests take place during this period, and depending on the event and size, a dozen or more arrests can be expected (this estimate can vary greatly of course, with a number of factors playing a role). Usually there is an assigned *arrest team*, which will handle processing of arrestees, detainment, and transportation, as required.

Post-Event

As with traffic entering the venue and the surrounding area, safely facilitating traffic exiting the parking lots and parking garages, is as important at the end of the game as it is in the beginning. Following these events, there is also the added problem of alcohol consumption, and often loss of daylight, which compounds numerous safety factors. Clear signing, lighting, direction, and overall organization, is critical at this stage. Pedestrian and vehicle traffic exiting the venue may also occur before the last inning or the clock running out, depending on the score and importance of the game, so personnel must be ready for post-event traffic even prior to the scheduled end time of the event. Arrest teams should remain vigilant and available throughout this period, as the final hours of the event are a prime time for arrest situations.

Community Impact

In general, normal patrols in and around the stadium should be maintained throughout the event. Additionally, if there is a particular area of the community that is affected by these events, due to overload street parking or heavily traveled egress areas for example, additional patrols may need to be deployed. Of particular note is the impact on stadium events on local hotels, restaurants, and bars. Hotels in particular, often sell out the night before an event, and partying patrons may require a higher than normal level of police response, which can strain the ability of staff to manage the overall volume of activity, based on typical police deployments and coverage.

Costs

Most costs directly related to the operation and security of the stadium are typically paid by the stadium authority; however, police/safety services are often subject to negotiation with the stadium owners by the appropriate government entity. For example, based on the experience of our SMEs, approximately 80% of all additional security costs necessitated by the event, are paid by the stadium for baseball games, with the stadium paying about 50% (sometimes more) for football events. Tax revenues, employment opportunities for community residents, and ancillary business impacts, all play a role in negotiations. Officers can expect to be assigned to shifts up to 6-8 hours for baseball games, and 7-9 hours for football games. Extended duty assignments like this necessitates relief for officers to allow for bathroom breaks and meals without

impact on security. All these factors impact the overall cost. Major league sports teams often have security expense protocols that are used as guidelines, as to what they will and will not pay. CCPD may wish to discuss these as part of the negotiation process. Police contracts and overtime policies may also impact costs, and these should also be considered in negotiation with the stadium/team authorities.

Lessons learned

Public Safety is the main priority. Agencies should make sure they have sufficient resources available, even minimally so, to immediately respond to a critical incident or terrorist attack. Law enforcement is encouraged to work closely with stadium private security, so the private security staff know their role, and what they can and cannot handle. It is helpful to break down the stadium complex into sectors, and to work with stadium officials to ensure exits, entrances, and sectors are clearly marked, so that emergency personnel and attendees alike can locate them quickly and easily.

Rehearsal is important in successful event planning. It is vital to know if something will work before the event, not as part of the after-action assessment. Particular attention should be paid to vendors who serve alcohol, to ensure compliance with age requirements, including ID checks and denying service to intoxicated patrons.

In parking lot areas or other gathering spots outside the stadium, police need to be visible and proactive. Defusing potentially violent situations before they start, checking IDs, and removing incapacitated/inebriated patrons before they cause trouble (to themselves or others), are important preventive tactics. All officers should remember the vast majority of people in attendance are good people who will follow the rules. Additionally, patrons are *customers* who have paid to be at the event, and they are there to have a good time and enjoy themselves. Police should not interfere with normal and reasonable expression of exuberance and revelry. As mentioned earlier, like a good umpire or referee, police should let the game play out and only intercede when rules are broken or public safety is at risk.

There are a number of online resources that can be accessed related to crowd control and major special events that may prove helpful. The COPS office, DOJ, and FBI all have publications. One site recommended by one of our SMEs is; Spectator Violence at Stadiums.

Summary

The above information provides a cursory description of the issues that pertain to large stadium settings; clearly this requires significant logistical and personnel planning. We feel it is important to add that the personnel-demands on the agency are dramatic, and those demands also include the use of equipment. We encourage CCPD to thoughtfully

consider how these needs may strain available resources, and whether supplemental personnel or equipment might be required, either through CCPD, or through outsourcing.

SUMMARY

The CCPD has a traditional organizational structure, following a hierarchical and chain of command format. The department is separated into five precincts, each of which have an independent command structure. We noted that the CCPD has numerous divisions and sections, with various specialty units, to include sworn and non-sworn staff, providing operational support. It is our assessment that the structure of the organization and the span of control, are appropriate for the functional deployments within the CCPD. Our assessment is supported by the fact that CCPD is a CALEA accredited agency. We place great value in CALEA accreditation, and achieving such a standard is significant.

The police department has a community policing philosophy. This is evident in both the communicated organizational objectives, and in practice. We will discuss this further in Section V of this report, but we see obvious efforts within CCPD to engage the community in a variety of ways. In our interviews, we heard from several community stakeholders that the relationship with the CCPD is positive, and the apparent result of intentional efforts and leadership on the part of the police chief. Despite these observations, some officers have communicated having difficulty in finding time to engage in meaningful community policing activities, and some community members indicated that relationships with the CCPD could be improved.

One challenge facing CCPD is the addition of Sun Trust Park. As we have noted above, we expect that the addition of this facility will increase a variety of service demands upon the CCPD, and it will be important for the department monitor these demands, and to secure additional resources as necessary.

During the course of our analysis, we examined each of the support services sections to understand their workload and staffing levels, and any imbalance. We concluded that some of the specialty units, sworn and non-sworn, have personnel needs. However, it is our assessment that each unit is authorized for a sufficient and proper number of personnel, but many are operating with vacancies. Accordingly, we recommend ensuring full staffing of all of the authorized positions.

RECOMMENDATIONS

Recommendation: Ensure Full and Consistent Staffing of Public Service Technician Positions (PSTs)

Chapter III Section III Administrative Support

Priority 1

Details:

Public Service Technicians (PSTs) deal directly with the public generating incident and accident reports, record expungement requests, and assist citizens filing criminal history consent forms. PSTs handle payments for generated reports and other related services for CCPD. They also take telephone requests and complaints and resolve a variety of miscellaneous complaints and issues related to reports and record requests. PSTs provide data to the courts, law enforcement agencies, state and local government agencies, and others, who make open records requests. Their work requires initiative, independence, and discretion in the performance of their duties. The unit is currently staffed by 3 full-time personnel, but is authorized to have 7 full-time personnel. Although there are also 5 part-time persons authorized, and this complement is filled, there is a need to fill the 4 vacant full-time positions, and to maintain consistent full-time staffing, due to the high volume of work required within the unit. The PST position is a critical civilian position that supports the day-to-day mission and administrative functions of the department, and the work done by this unit also reduces the workload demand on the sworn staff of the department. Accordingly, we recommend ensuring staffing of these full-time positions on a consistent basis.

Recommendation: Immediate Planning and Preparation for Stadium Opening

Chapter III Section VI Community Assets

Priority 1

Details:

Continue development of plans and strategies for the opening of the Atlanta Braves Stadium at Sun Trust Park in cooperation with other public and private agencies. IACP strongly recommends CCPD prioritize their efforts in preparation of stadium opening in the spring. (In the interest of time, specific recommendations have already been sent to CCPD for their review).

Recommendation: Improve Public Image of SWAT and VIPER Units

Chapter III Section II Policing Philosophy and Operations

Priority 2

Details:

In both citizen surveys and comments by CCPD staff, IACP received comments regarding the negative effect that the tactical units (primarily VIPER, but also SWAT) have had on community relations. During police interviews we learned that one particular incident was captured on video and posted to YouTube, which reflected poorly on the VIPER unit, and on CCPD in general, damaging the reputation of both.

In the IACP review of the 2016 CCPD annual goals and objectives submitted by the various departmental units, we noted that the goals for VIPER and SWAT do not mention, highlight, or identify the importance of building, maintaining, or improving police community relations. While the IACP recognizes the tactical nature of both VIPER and SWAT, in our view, it is important for these units to recognize that although their function is important to the operation, they have a responsibility to act in a manner that builds positive relationships and perceptions within the community.

The IACP is well aware of the tragic history of CCPD, when in 1999, two SWAT members were killed, with a third officer wounded, in a successful hostage rescue incident. At the end of the day, everyone wants to go home safe, and that philosophy applies both to officers and the citizens they are sworn to protect; this can be done with a defensible and appropriate response to threats, which the majority of the community will intellectually understand and agree with. However, recent events make clear that the public also wants police to exhaust all possible de-escalation techniques before resorting to force, particularly lethal force. We recognize that the balance between tactical safety, threat assessment, and de-escalation techniques is difficult. However, 21st century policing practices demand that departments assess their tactical response in a more holistic way, taking into account public perception and reaction.

To address public perceptions of these units, the IACP recommends a review of the procedures for each unit, to ensure that training, operational deployments, and tactics used, meet contemporary policing standards. This review should include consideration of when these units will be deployed, and ensuring that command-level personnel at CCPD are involved deployment, and major tactical decisions. In addition, IACP recommends that CCPD create and seize opportunities to educate the public on the purpose and function of these units. These educational opportunities could include community events, citizen academies, or other planned events. CCPD could also consider creating a web-based video or section on the website that provides an overview of these units and their purpose. In addition, CCPD may benefit from adding transparency to the efforts of these units, to include publishing information concerning their efforts, either monthly, annually, or even based on a specific event, if that is warranted.

We would also note that if the department moves toward a co-production policing model (as we recommend elsewhere), those involved in that process would also engage in deployment decisions for these units.

Recommendation: Consider the Value of Allowing Officers to Work Fill Shifts or Temporary Assignments in Other Precincts

Chapter III Section I Organizational Structure

Priority 3

Details:

During the course of our interviews, the IACP team learned that officers are typically not allowed to work in other precincts to fill shifts or temporary vacancies. Based on our search of the policy manual, we were unable to find a policy restricting this, although we noted there is a policy relating to formal precinct-to-precinct transfers. IACP inquired with senior leadership about this issue and we were informed that with supervisor permission, officers can work out-of-precinct; however, interviews with officers indicate that in practice, this does not occur.

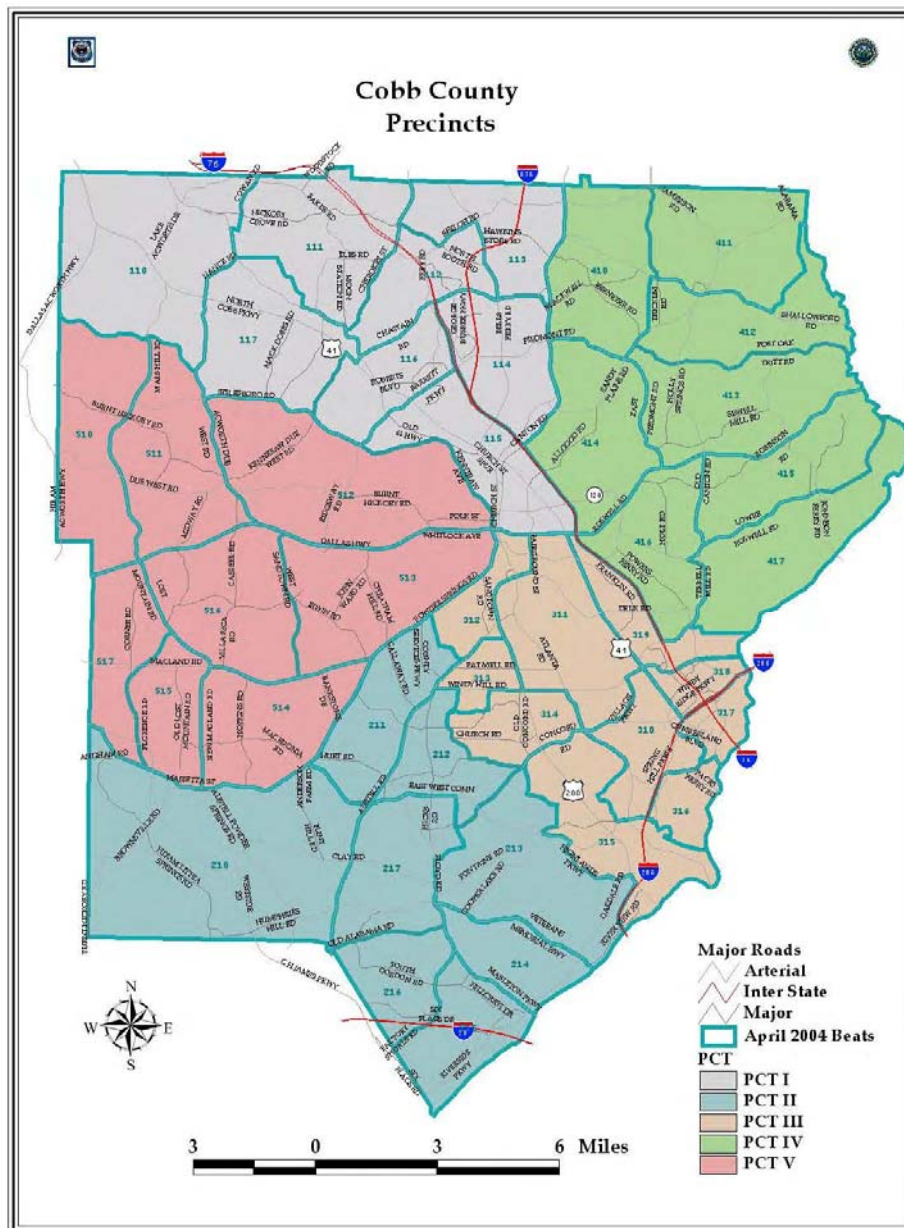
Certainly, an argument can be made that this is a sound decision given the lack of familiarity officers may have with the other precinct, which might include operational differences that could affect their efficiency and effectiveness. In addition, IACP has previously positively commented in this report on the decentralized and successful way in which each precinct is allowed to operate. Despite the arguments against allowing inter-precinct work for officers, other arguments can be made in favor of the benefits for officers and the organization by allowing this practice. By working in another precinct, even on a short-term basis, officers may gain new perspectives, learn new procedures or methodologies, and they may be exposed to working with colleagues perhaps not known to them before. Lastly, and perhaps most importantly, this practice would allow officers the opportunity to meet new citizen constituents, and to learn more about the county they serve. IACP recommends that CCPD review this policy and practice, whether written or unwritten, to allow for more flexibility.

CHAPTER IV: PATROL STAFFING AND OPERATIONS

SECTION I: PRECINCT/BEATS AND PERSONNEL DEPLOYMENT

Figure 5 below shows there are five Precincts in Cobb County. Within each precinct, there are multiple beats. Northern (Precinct 1) has 8 beats, Eastern (Precinct 4) has 8 beats, Southern (Precinct 2) has 8 beats, and Western (Precinct 5) has 8 beats and the southeastern (Precinct 3) has 10, for a total of 42 beats.

Figure 5: Precinct Map



CCPD assigns officers to each of these beats, and policy dictates that officers remain in their respective beat unless called away. Although this is the current policy, in practice, this is not the typical case. Based on our interviews and observations, and our study of the CAD data, we learned that it is typical that officers handle calls outside of their assigned shift beat. This occurs for a variety of reasons, and we will expand upon this issue later in this report.

In Table 37 below, we provide an overview of the staffing and allocations of sworn personnel for the CCPD. This table provides staffing levels by rank, for each of the bureaus within the department, as well as the various divisions and sections within each bureau. Of note is the inclusion of 53 recruit officers who are unassigned to a specific duty or responsibility while in training. Although recruits are considered sworn officers, until assigned to independent duty, they do not contribute to staffing levels for workload purposes. Accordingly, the actual sworn staffing level at the time of this report was 583 sworn officers. This is 107 officers below the authorized staffing level for CCPD, which is 690. Additionally, it is important to point out that the IACP workload and staffing model for patrol, relies upon calculating the actual time available for those officers who actually routinely respond to CFS. For CCPD, this includes only those at the officer rank, assigned to each precinct; that number is 301.

We feel it is important to note here that police staffing levels are always in flux, as are position assignments and unit allocations. We recognize that some of the numbers reflected in Table 37 may be slightly out of alignment with respect to the current conditions at the time of the release of this report. These minor fluctuations do not bear significantly upon this study or our findings, and accordingly, they are within an acceptable margin of error.

We will address staffing allocations and structural deployments elsewhere in this report, but it is our assessment that CCPD has deployed the resources of the department reasonably, and that a sufficient and appropriate span of control exists within the bureaus, divisions, and sub-units.

TABLE 37: Sworn Police Staffing

Administration	Chief	D/C	Major	Capt.	Lt.	Sgt.	Officer	CIU/Lt.	CIU/Sgt.	CIU/Det.	Recruits	Totals
Director's Office				1								1
Animal Control				1								1
Permits						1	1					2
Internal Affairs				1	1	2	5					9
Academy				1	1	4	7				53	66
Police HQ	1	2	0	1	3	3	4					14
Sub-Totals	1	2	0	5	5	10	17	0	0	0	53	93
Uniform Patrol	Chief	D/C	Major	Capt.	Lt.	Sgt.	Officer	CIU/Lt.	CIU/Sgt.	CIU/Det.	Recruits	Totals
Precinct One			1	1	3	9	60	1	2	5		82
Precinct Two			1	1	3	9	63	1	2	8		88
Precinct Three			1	1	3	9	69	1	2	6		92
Precinct Four			1	1	3	9	64	1	2	4		85
Precinct Five			1	1	3	6	45		2	3		61
Sub-Totals	0	0	5	5	15	42	301	4	10	26	0	407
Major Crimes	Chief	D/C	Major	Capt.	Lt.	Sgt.	Det.	CIU/Lt.	CIU/Sgt.	CIU/Det.	Recruits	Totals
Crimes Against Persons			1	1	2	5	20					29
Crimes Against Children					1	2	8					11
Domestic Violence							5					5
Narcotics/Org Crime					2	4	16					22
Violent Crimes (Uniform)					1	1	6					8
Sub-Totals	0	0	1	1	6	12	55	0	0	0	0	75
Special Operations	Chief	D/C	Major	Capt.	Lt.	Sgt.	Officer	CIU/Lt.	CIU/Sgt.	CIU/Det.	Recruits	Totals
Special Ops. Admin			1									1
DUI Task Force					1	1	5					7
Motors						2	11					13
STEP					1	2	10					13
Hit and Run						1	2					3
TAC					1	1	6					8
Ranger						2	5					7
K9					1	1	7					9
Sub-Totals	0	0	1	0	4	10	46	0	0	0	0	61
Totals	1	2	7	11	30	74	419	4	10	26	53	637

Source: Cobb County Data. Note – above reflections actual staffing at the time of this study; the department is authorized for 690 sworn officers.

Table 38 below shows the staggered start and finish times of day, evening, and morning shifts in Precinct 1, 2, 3 and 4. One item of note in Table 38 is that the 10-hour shift schedule was designed to over-lap and cover peak CFS periods and improve crime suppression during times of peak criminal activity. Precinct 5 is still on a fixed 8-hour shift for day, evening and morning shifts. It is evident that the CCPD has carefully analyzed CFS and other crime data and they have come up with a schedule designed to maximize police effectiveness. CCPD provided IACP with documentation explaining the rationale for 10-hour, staggered shifts, which was compelling and thorough. IACP applauds CCPD for their obvious efforts in maximizing staffing levels in relation to CFS demands.

TABLE 38: Patrol Watch Shift Hours

Precinct	SHIFT	BEGINS	ENDS	HOURS
1-4	Days A	0530	1530	10
1-4	Days B	0730	1730	10
1-4	Evening A	1200	2200	10
1-4	Evening B	1600	0200	10
1-4	Morning A	2000	0600	10
1-4	Morning B	2200	0800	10
5	Days	0630	1430	8
5	Evenings	1430	2230	8
5	Mornings	2230	0630	8

Source: CCPD Data

Table 39 below shows a partial list of allocated work hours captured by CAD data in 2016. We separated these into categories that indicate patrol functions, and non-patrol functions. It is important to understand the distinction between the different categories in Table 39. Patrol refers to those officers who routinely are responsible for handling CFS. Supplemental Patrol refers to those officers who support the patrol function, and who may occasionally answer CFS, but for whom CFS response is not a primary responsibility. Non-Patrol includes work volume that relates to officers who are not responding to CFS. Although this information relates to work performed by CCPD, it is not considered part of the primary CFS workload, and determining this value is a critical element in exercising the IACP workload calculation formula.

Arguably, some of the time allocated in the patrol category does not relate to calls for service within patrol. Similarly, some of the time within the non-patrol category may be in support of a call that patrol handled. However, without a case-by-case breakdown, we believe these allocations accurately reflect obligated patrol response and that variations within the categories would not significantly affect the categorical totals.

TABLE 39: Patrol and Supplemental Patrol Unit Hours

Patrol	(Time) HH:MM:SS
Patrol	112601:08:22
Patrol Floater*	10056:11:15
STEP	882:03:40
Off Duty Officer	637:00:20
Cobb Rangers	553:09:44
Motorcycle	211:04:46
DUI Taskforce	150:29:50
Sub-Totals	125091:07:57
Supplemental Patrol	(Time) HH:MM:SS
Patrol Supervisor & Up	6664:41:58
K9	697:57:58
Desk Officer	105:29:16
DPS Training	53:05:38
Hit & Run	19:31:06
Sub-Totals	7540:45:56
Non Patrol	(Time) HH:MM:SS
GSP	8118:33:39
Detective	2070:39:26
VIPER	370:15:03
TAC	365:11:50
Sheriff	158:22:53
Powder Springs PD	124:48:21
HQ Admin Staff	99:02:31
Natl. Park Svc	82:57:26
Marietta PD	29:45:36
MCS Narc Unit	12:41:38
Animal Control	6:54:41
Fire	1:25:47
Fire	1:10:43
Ambulance	0:04:21
Sub-Totals	11441:53:55
Grand Total	144073:47:48

Source: CCPD 2016 CAD Data

Work effort by patrol, patrol supervisors, and other supporting unit officers, combine for approximately 132,631 hours of obligated time. Time recorded in CAD for non-patrol functions is roughly 11,442 hours. It is worth mentioning (as indicated above) that the time allocated in the non-patrol category is work volume, too. Accordingly, the department must allocate personnel to manage this work. However, it appears that

these data are not part of the primary obligated workload of the patrol division. Based on this analysis, it is evident that patrol officers and patrol supervisors are responsible for the bulk of the obligated time associated with calls for service.

SECTION II: PATROL CALL LOAD AND DISTRIBUTION

We examine workload data in several places in this report, most notably those that relate to patrol/field staffing requirements and investigations demand. We use calls for service (CFS) as a means to calculate obligated workload within the patrol division. CFS data are also critical in analyzing timeliness of police response, geographic demands for service, and scheduling and personnel allocations. For analysis purposes, we will provide numerous tables and figures that outline various aspects related to CFS.

Methodology

The project team obtained a comprehensive CAD data set for calendar year 2016 from CCPD. The data set contained records totaling nearly 225,000 hours of work effort. This total number of hours reflected actual workload hours within CAD, but there were two primary issues inflating these numbers, specifically as they relate to obligated patrol workload. First, numerous data did not appear to represent primary response to CFS within patrol. These data belonged to various units with the department, including investigations, VIPER, TAC, and headquarters staff, to name a few (see Table 39 above).

The second issue involved officer-initiated, as opposed to citizen-initiated activity. The IACP workload model relies upon a separation of these activities, and accordingly, we split these data. The total number of obligated citizen-initiated workload hours for patrol was approximately 136,000, and the number of officer-initiated workload hours was approximately 88,500. We will expand upon these calculations later in this section as they relate to calculating the full workload of those officers who are the primary CFS responders (see Table 62 below).

SECTION III: CALLS FOR SERVICE (CFS) ANALYSIS

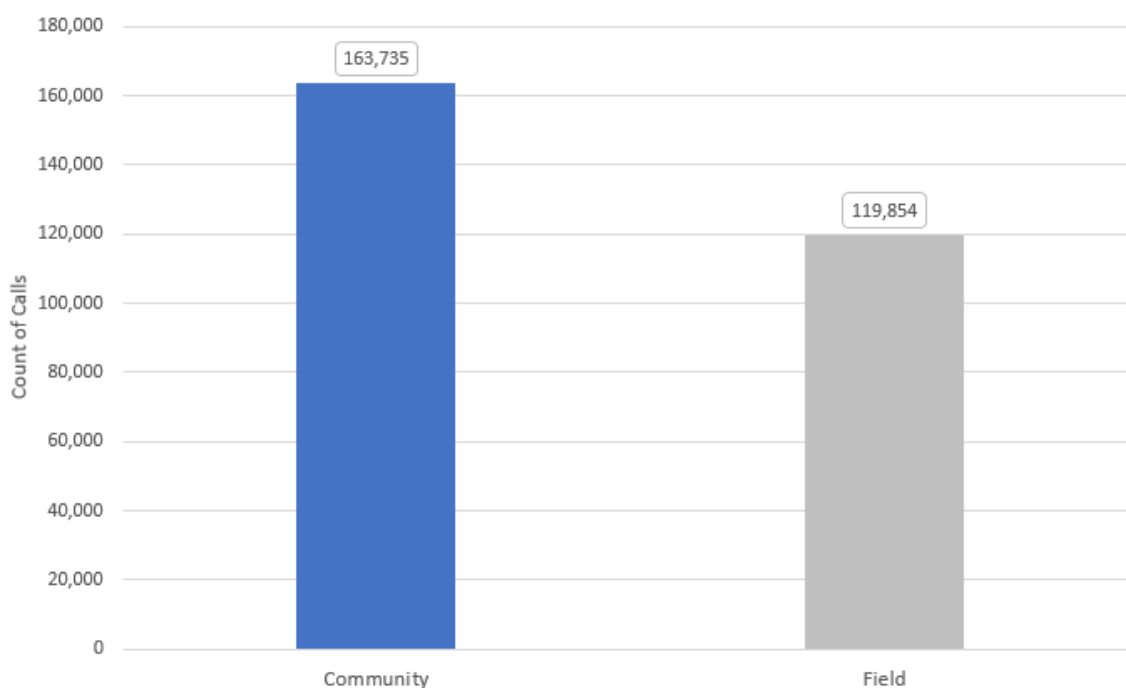
In this section, we will examine the data related to the CCPDs response to Calls for Service (CFS), both citizen-initiated and officer-initiated, and we will provide an analysis of this information. CFS response represents the core function of American policing, and responding to citizen complaints and concerns is one of the key measures of effective policing in every community. Leaders can also use data related to CFS to measure the confidence and reliance the public has on their police department. In many places around the globe, the public is reluctant to call the police when they have a problem, whether it is big or small. However, in America, despite the current challenges facing the profession of law enforcement, citizens in need of help will call the police

(generally), regardless of how serious or simple the incident may be, and this is a fact that distinguishes American policing from many other countries.

We often hear the term *quality of life*. Quality of life represents not only measurable factors such as, clean air, a clean environment, a good salary and working conditions, good health and healthcare, and the time to enjoy the finer things in life, but it also relates to a sense of security and protection. The police provide this sense of security and protection, because the public knows that the police will *always* answered their CFS.

Figure 6 below provides an overview of the total CFS for CCPD in 2016, including citizen and officer-initiated activities. The total volume of activity shown in Figure 6 is 283,589 incidents. It is IACP's experience that citizen initiated CFS always exceed officer-initiated activity, and that is true for CCPD.

Figure 6: Citizen- vs. Officer-Initiated CFS



Source: CCPD 2016 CAD Data (does not include unknown CFS)

Based on these data, we can see that 57.73% of the total activity for patrol relates to citizen-initiated CFS, as opposed to officer-initiated activity (Field), which is at 42.27%. In our recent studies of four agencies, ranging in size from 350 to 720 officers, we found that officer initiated activity ranged from 41% to 58%, as compared against the total work volume in patrol; the average among those agencies was 47.25%. For CCPD, the rate of officer-initiated activity is within the expected range, and the percentage of

officer-initiated activity seems to suggest that patrol officers are making good use of their available time.

TABLE 40: Most Frequent Officer-Initiated Activity

Incident Type	Count of Incidents	Pct. of Total
TRAFFIC STOP	70267	58.63%
ADMIN DETAIL	11570	9.65%
ZONE PATROL	10208	8.52%
SUSPICIOUS	7024	5.86%
PART TIME JOB	6921	5.77%
STREET HAZARD	3139	2.62%
FOLLOW UP	1766	1.47%
AUTO ACCIDENT	1600	1.33%
SUBJECT STOP	837	0.70%
STRANDED MOTORIST	739	0.62%
Grand Total	119854	

Cobb County PD 2016 CAD Data

Table 40 above predictably illustrates that traffic stops are clearly the most frequent officer initiated-activity, with more than 70,000 incidents, comprising 58.63% of the total. The *cumulative* total of the other officer-initiated activities is less than 42%.

TABLE 41: Time Spent on Officer-Initiated Activity

Incident Type	Sum of Hours/Minutes	Percent
PART TIME JOB	34693:53:38	39.25%
TRAFFIC STOP	23099:22:16	26.14%
ADMIN DETAIL	14526:47:12	16.44%
SUSPICIOUS	3986:52:45	4.51%
ZONE PATROL	2412:04:53	2.73%
FOLLOW UP	1162:37:40	1.32%
STREET HAZARD	968:36:27	1.10%
TRAFFIC VIOLATOR	931:04:32	1.05%
AUTO ACCIDENT	919:40:09	1.04%
1099 SUBJECT LOCATED	658:31:54	0.75%
Grand Total	88383:43:15	

Source: CCPD 2016 CAD Data

Table 41 above illustrates that administrative detail and other police part-time duties account for the largest segment of time spent by officers on officer-initiated activities. It is important to examine the data from Table 41 further, because the presence of part-time work in this table skews the time allocations for patrol officers. In Table 40 above, we indicated that the volume of traffic stops by CCPD represents nearly 60% of the most frequent activity for patrol officers. In that same table, the *frequency* of part-time

work was only 5.77%. In looking at Table 41, we can see that the reverse is true for time allocated to these activities. Part-time work represents 39.25% of the time allocated to officer-initiated activity, whereas traffic stops, account for only 26.14%. This is important, because part-time work, although perhaps valuable to whomever hired the officer, does not contribute to the community and overall public safety in the same manner as proactive officer-initiated activity, by officers who are assigned to patrol duties.

We can expand upon these numbers further to illustrate how much time officers are using to engage proactive policing. If we remove the part-time work hours from Table 41 above, 53,690 hours of officer-initiated activity remains. Based on the distribution of personnel at CCPD, we know that the department allocates 301 officers to the patrol function, see Table 37 above. We also know that, after removing vacation hours, training hours, etc., each patrol officer has approximately 1,789 hours of available time per year, see Table 59 below. Assuming that all officers work 10-hour shifts (which we know does not include precinct 5) we calculate that the 301 officers combine to work approximately 53,879 annual shifts (179×301). This number is nearly identical to the number of hours of officer-initiated activity, after removing the part-time hours.

Based on these calculations, each patrol officer for CCPD is averaging approximately 1 hour of *documented* proactive activity per shift (as identified in Tables 40 and 41). For a 10-hour shift, this equates to roughly 10% of the officer's time. This analysis, along with other data, which we will discuss later in this report, suggests that officers have time available to conduct more proactive work. It is difficult to track and calculate all of the time that officers have available. We provide some of this analysis in reference to Figure 10 below, but it may be valuable for CCPD to examine other important areas of work that should be tracked, and establish parameters for collecting these data.

Table 42 below depicts citizen calls as well as officer-initiated calls, along with the time spent in each category. This data shows a very different pattern when comparing citizens calls and police initiated calls. Citizen calls most often relate to service, whereas officer-initiated calls most often relate to traffic. Although the majority of officer-initiated CFS relate to traffic, officers spend twice the amount of time on the service calls. From Table 42, using the number of CFS and the time spent, we can calculate the average time spent on a CFS. Based on these data, the average time per CFS is 46 minutes. We can make a similar calculation with regard to officer-initiated traffic stops. Based on the data below, the average time spent on a traffic stop is approximately 23 minutes.

TABLE 42: Call Volume and Duration by Category

Citizen Initiated	Count of Calls	% of Total Calls	Time Spent	% of Time Spent
Crime	26,932	16%	26565:43:03	21%
Service	102,828	63%	70275:35:14	56%
Traffic	33,975	21%	28249:49:40	23%
Community	163,735		125091:07:57	
Officer Initiated	Count of Calls	% of Total Calls	Time Spent	% of Time Spent
Crime	1,529	1%	1019:37:29	1%
Service*	40,716	34%	58283:00:29	66%
Traffic	77,609	65%	29081:05:18	33%
Field	119,854		88383:43:15	
All Activity	Count of Calls	% of Total Calls	Time Spent	% of Time Spent
Crime	28,461	10%	27585:20:32	13%
Service	143,544	51%	128558:35:43	60%
Traffic	111,584	39%	57330:54:58	27%
Grand Total	283,589		213474:51:13	

Source: CCPD 2016 CAD Data

*Includes part-time hours.

Table 43 below breaks down citizen-initiated CFS in the three categories displayed in Table 42 above, showing the top five most frequent CFS within each category. The most common criminal incident is theft, with 4.9% of the total volume for criminal response. It is notable that the top five types of criminal incidents comprise only 10.8% of the agency total. This suggests that, other than theft, there is a very broad distribution of criminal CFS by category.

The other notable items involve the relatively high percentage of alarms and motor vehicle crashes. We will discuss this further below, but Table 43 shows that alarms make up 14.1% of all service calls, and motor vehicle crashes involve 13.7% of patrol CFS.

TABLE 43: Top Five Citizen-Initiated Calls by Category - Frequency

Citizen Initiated	Count of CFS	Pct. of Total
Crime		
THEFT	7,980	4.9%
HIT AND RUN	3,466	2.1%
DAMAGE/VANDALISM	3,261	2.0%
BURGLARY AO	1,597	1.0%
DISCHARGING FIREARMS	1,382	0.8%
Crime	26,932	16.4%
Service		
AUDIBLE ALARM	23,061	14.1%
VERBAL DISPUTE	16,673	10.2%
SUSPICIOUS	14,975	9.1%
ADMIN DETAIL	7,521	4.6%
NOISE VIOLATION	5,176	3.2%
Service	102,828	62.8%
Traffic		
AUTO ACCIDENT	18,543	11.3%
STREET HAZARD	5,603	3.4%
INJURY ACCIDENT	3,936	2.4%
ILLEGAL PARKING	1,570	1.0%
STRANDED MOTORIST	761	0.5%
Traffic	33,975	20.7%
Citizen Initiated	163,735	100.0%

Source: CCPD 2016 CAD Data

Table 44 below breaks down officer-initiated CFS in the three categories displayed in Table 42 above, showing the top five most frequent CFS within each category. Officer-initiated response to criminal CFS is very low. We would expect this type of distribution, since most criminal CFS occur based on a citizen-initiated call. In the service call category, the most common activities involve administrative details, and zoned patrol. Suspicion and Part-Time Job are also over 5% of the most common events. We know that officers handle various service CFS that are self-initiated; however, because of their relatively low frequency, they are not listed in this table. As expected, the most frequent officer-initiated activity involves traffic stops, which make up 88.5% of the traffic related volume, but comprise 57.3% of the overall officer-initiated volume.

TABLE 44: Top Five Officer-Initiated Calls by Category - Frequency

Officer Initiated	Count of CFS	Pct. of Total
Crime		
THEFT	506	0.4%
ORDINANCE VIOLATION	326	0.3%
DAMAGE/VANDALISM	166	0.1%
HIT AND RUN	105	0.1%
ILLEGAL DRUGS	81	0.1%
Crime	1,529	1.3%
Service		
ADMIN DETAIL	11,367	9.5%
ZONE PATROL	10,131	8.5%
SUSPICIOUS	6,955	5.8%
PART TIME JOB	6,896	5.8%
FOLLOW UP	1,760	1.5%
Service	40,716	34.0%
Traffic		
TRAFFIC STOP	68,696	57.3%
STREET HAZARD	3,461	2.9%
AUTO ACCIDENT	1,412	1.2%
STRANDED MOTORIST	854	0.7%
TRAFFIC VIOLATOR	637	0.5%
Traffic	77,609	64.8%
Officer Initiated	119,854	100.0%

Source: CCPD 2016 CAD Data

Table 45 below shows the top five types of incidents within the categories of crime, service, and traffic, based on the amount of time spent on those incidents. As we noted above, theft is the most frequent criminal incident, at 4.9% of the volume of criminal CFS. In Table 45, we can see that the amount of time spent on theft CFS is 5.2%, which is consistent with the frequency. Again, the remaining criminal categories are not substantial in terms of the percentage of frequency in each category.

In terms of service CFS, the most common type involves verbal disputes. At 15.5%, this involves a substantial portion of the CFS in this category. Suspicious incidents are next, and include 9.2% of the overall CFS volume. Both verbal disputes and suspicious incidents are common CFS within police agencies, and due to the nature of policing, these CFS will typically dominate overall service demands. In contrast, agencies can reduce the frequency of and time spent on alarms with focused effort.

TABLE 45: Top Five Citizen-Initiated Calls by Category – Time Spent

Citizen Initiated	Time on CFS	Pct. of Total
Crime		
THEFT	6547:44:54	5.2%
HIT AND RUN	2475:47:01	2.0%
DAMAGE/VANDALISM	2192:37:22	1.8%
BURGLARY AO	1898:00:02	1.5%
THEFT IN PROGRESS	1693:50:14	1.4%
Crime	26565:43:03	21.2%
Service		
VERBAL DISPUTE	19333:03:53	15.5%
SUSPICIOUS	11508:50:00	9.2%
AUDIBLE ALARM	7810:00:09	6.2%
PD & BLS RESPONSE	5266:47:23	4.2%
ADMIN DETAIL	5050:57:38	4.0%
Service	70275:35:14	56.2%
Traffic		
AUTO ACCIDENT	15819:48:11	12.6%
INJURY ACCIDENT	5688:47:55	4.5%
STREET HAZARD	2538:36:50	2.0%
ILLEGAL PARKING	618:34:36	0.5%
SUBJECT HIT BY AUTO	612:38:37	0.5%
Traffic	28249:49:40	22.6%
Citizen Initiated	125091:07:57	100.0%

Source: CCPD 2016 CAD Data

In Table 45, we can see that alarms consume 7,810 hours of annual activity involving 23,061 incidents (see Table 43 above). Based on Table 59 below, we know that each CCPD patrol officer has an average of 1,789 hours available for CFS response per year. Based on the IACP workload model, officers should spend no more than 30% of their time actually responding to CFS. This means that each CCPD patrol officer has roughly 536 hours available each year to respond to CFS. Based on these totals, alarms consume the available CFS response time of nearly 15 officers (7,810/536).

Like other CFS, agencies cannot simply make alarms go away. In fact, alarms can be helpful when they work properly. However, most alarms do not occur because of a criminal or other incident that requires police attention, and the time spent responding to them is generally *lost*. Agencies can reduce the time spent on alarms by targeting

repeat false alarm locations, and working with those individuals or businesses to reduce or eliminate false alarms.

During our study, we learned that CCPD dedicates an officer to the task of dealing with false alarms. The person assigned to this duty is responsible for educating the public on the alarm ordinances, maintaining the no-response alarm list, and reducing the incidents of residential and commercial false alarms. A list of tasks for this unit is provided in Table 46 below.

TABLE 46: False Alarm Unit Tasks

Task	Task Time	Frequency
Review alarm dispatches from previous day	1-2 hours	Daily
Review daily U-file (did not import and correct)	1 hour	Daily
Verify addresses – new alarm applications	1 hour	Daily
Responding to citizen calls/emails	1 hour	Daily
Process permit changes	2-3 hours	Daily
Appeals for false alarm fines	3-5 hours	Weekly
Limited response review	2-3 hours	Weekly
Scan/send alarm registrations to vendor	1-2 hours	Weekly
Correct 911 alarm discrepancies	2-3 hours	Weekly
Review previous month's billing statement	1 hour	Monthly

Source: 2016 Support Services Memo; Lt. Scherer

Again, the amount of time lost in police agencies in responding to alarms, and in Cobb County, is substantial. We commend CCPD for recognizing the drain this has on resources, and we encourage continued focus on this area to reduce false alarms and the loss of time associated with them.

The other major draw on police resources involves motor vehicle crashes. Based on data from Tables 33 and 35 above, CCPD responded to 22,479 crashes in 2016, and these incidents consumed 22,199 hours of officer time. Using our calculations above on officer availability, this translates into the total available time of roughly 41 officers. As with alarms, the department cannot eliminate motor vehicle crashes. However, by using targeted enforcement for specific violations in high-crash areas, the department may be able to reduce these totals. As we indicated in data describing Table 18 on traffic enforcement, there is an apparent nexus between increasing motor vehicle crashes, and reduced traffic enforcement. Again, we suggest a more proactive and targeted approach.

TABLE 47: Top Five Officer-Initiated Calls by Category – Time Spent

Officer Initiated	Time on CFS	Pct. of Total
Crime		
THEFT	360:42:33	0.4%
ORDINANCE VIOLATION	154:19:16	0.2%
ILLEGAL DRUGS	74:46:31	0.1%
DISCHARGING FIREARMS	72:16:42	0.1%
HIT AND RUN	65:11:25	0.1%
Crime	1019:37:29	1.2%
Service		
PART TIME JOB	33753:12:29	38.2%
ADMIN DETAIL	14735:02:17	16.7%
SUSPICIOUS	3866:26:00	4.4%
ZONE PATROL	2487:40:54	2.8%
FOLLOW UP	1200:32:58	1.4%
Service	58283:00:29	65.9%
Traffic		
TRAFFIC STOP	24956:21:07	28.2%
AUTO ACCIDENT	1153:10:28	1.3%
STREET HAZARD	892:32:02	1.0%
TRAFFIC VIOLATOR	831:08:16	0.9%
WORK TRAFFIC	555:45:48	0.6%
Traffic	29081:05:18	32.9%
Officer Initiated	88383:43:15	100.0%

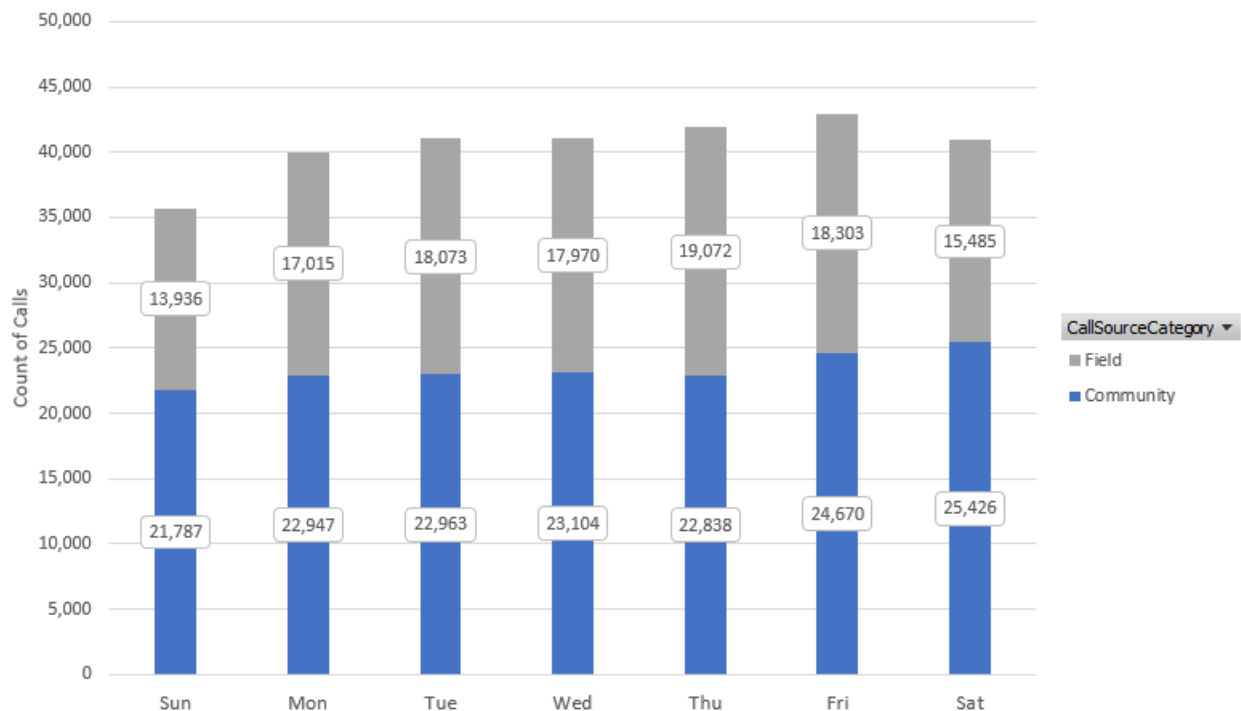
Source: CCPD 2016 CAD Data

Table 47 above depicts the time spent on officer-initiated activity. As with our other points of analysis on officer-initiated activity, crime, service, and traffic totals and time spent are not surprising, and the time-spent totals track with the frequency totals. Again, the part-time hours in Table 47 skew the totals, as these hours comprise nearly 38.2% of the total officer-initiated service hours in CAD.

Figure 7 below follows shows the number of CFS by day of the week, showing both citizen-initiated CFS (Community) and officer-initiated (Field) activity. This figure presents a familiar pattern seen by the IACP in past studies. There are only slight variations in the totals of citizen CFS by day of the week. The IACP has observed that in most organizations, CFS are highest on the weekends, and that is true for CCPD as well. We also see reductions in officer-initiated activity on the weekends. This can occur for a variety of reasons, which can include reduced traffic (Sundays, in particular), and

overall CFS volume, which can cause consume the time of officers, and affect their ability to work on proactive policing (e.g., Saturday). Reductions in proactive activity on the weekends could also result from less personnel working if leave requests are imbalanced in this regard. Despite the variations by day of week, the total change from highest to lowest (Saturday to Sunday, respectively), is only about 10 CFS. Accordingly, we would not see a need to adjust staffing or scheduling by day of the week based on service demands.

Figure 7: Calls by Day of Week



Source: CCPD 2016 CAD Data

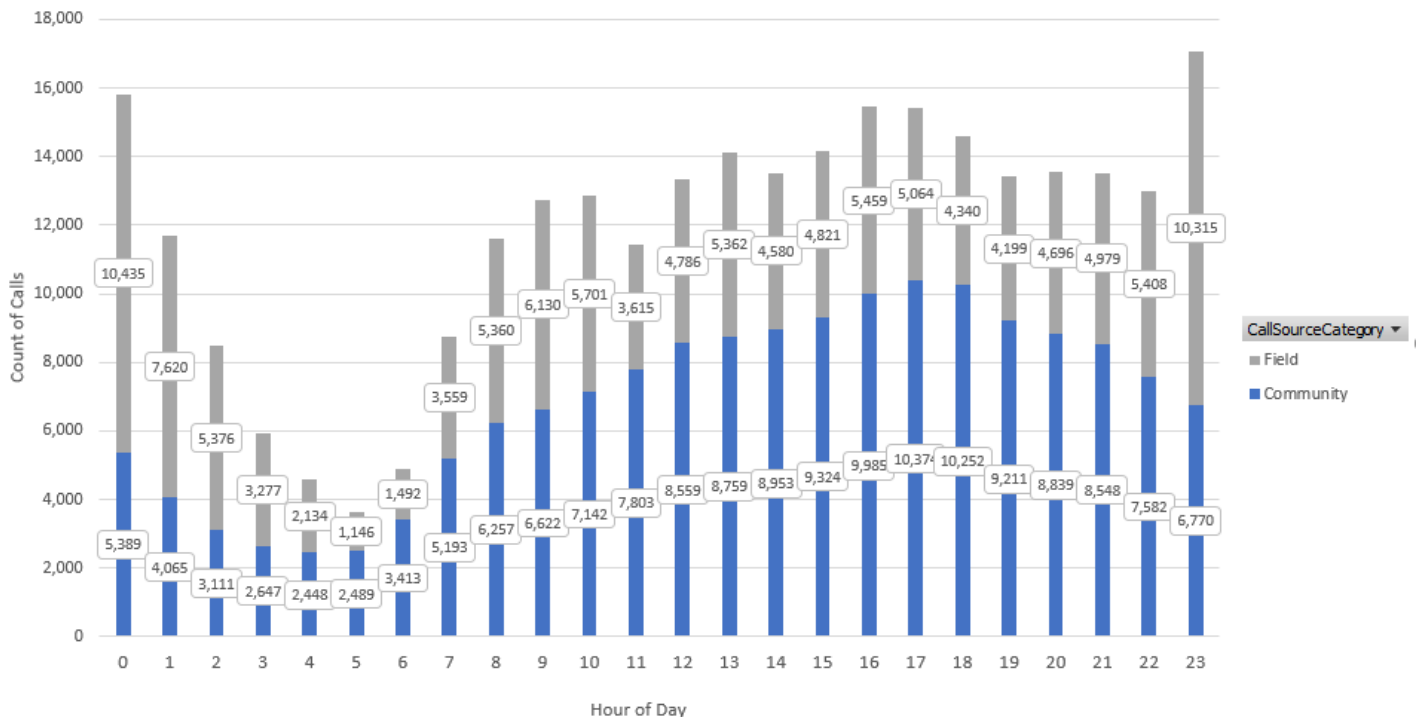
In Table 48 below, we depict the data from Figure 7 based on the percentage of overall CFS volume. Again, there is a small deviation between the percentage of CFS on Saturday at 15.53%, which is the highest, and Sunday at 13.31%, which is the lowest.

TABLE 48: Percentage of CFS Distribution by Day of the Week

Day	CFS	Percent
Sunday	21787	13.31%
Monday	22947	14.01%
Tuesday	22963	14.02%
Wednesday	23104	14.11%
Thursday	22838	13.95%
Friday	24670	15.07%
Saturday	25426	15.53%
Total	163735	100%

Figure 8 below shows the distribution of CFS by hour of the day, including both citizen-initiated CFS and officer-initiated activities. Again, this figure shows a familiar pattern of activity, which is similar to other studies that the IACP has conducted. Based on this table, we can see that citizen-initiated CFS peak at around 5:00 PM, dipping to their lowest total at about 4:00 AM.

Figure 8: Calls by Time of Day



Source: CCPD 2016 CAD Data

In Table 49 below, we depict the data from Figure 8 based on the percentage of overall CFS volume by hour of the day. We have separated the CFS data in Table 49 between 11:00 PM to 7:00 AM, 7:00 AM to 3:00 PM, and 3:00 PM to 11:00 PM.

TABLE 49: Percentage of CFS Distribution by Hour of the Day

Hour	CFS Total	Percent	
2300	6770	4.13%	
0000	5389	3.29%	
0100	4065	2.48%	
0200	3111	1.90%	
0300	2647	1.62%	18.53%
0400	2448	1.50%	
0500	2489	1.52%	
0600	3413	2.08%	
0700	5193	3.17%	
0800	6257	3.82%	
0900	6622	4.04%	
1000	7142	4.36%	
1100	7803	4.77%	36.21%
1200	8559	5.23%	
1300	8759	5.35%	
1400	8953	5.47%	
1500	9324	5.69%	
1600	9985	6.10%	
1700	10374	6.34%	
1800	10252	6.26%	
1900	9211	5.63%	45.27%
2000	8839	5.40%	
2100	8548	5.22%	
2200	7582	4.63%	
Total	163735	100.00%	

The data in Table 49 is very important, because it provides a clear picture of CFS distribution based on different sections of the day. The CCPD uses a combination of different starting times and different shifts (see Table 50 below), and Table 49 above cannot account for each of these variables. Still, it is helpful to examine these numbers in consideration of determining the distribution of personnel among and between the daily shifts.

In Table 50, we show the breakdown of patrol officer allocations by shift, and by precinct. Precincts 1-4 have a similar number of officers and percentage of the personnel allocation, with Precinct 5 having a smaller number of officers. Based on an initial view, it appears that the number of officers assigned to each shift category is relatively equal (days, evenings, and mornings). However, for Precincts 1-4, there are intentional shift

overlaps, with officers working 10-hour shifts. These overlaps appear to respond appropriately to the CFS distribution by time of day.

TABLE 50: Patrol Allocations by Shift and Precinct

Shift/Precinct	1	2	3	4	5	Totals
Days A & B	19	21	20	22	16	98
Evenings A & B	20	22	25	23	15	105
Mornings A & B	21	20	24	19	14	98
Totals	60	63	69	64	45	301
Pct. of Officers*	19.93%	20.93%	22.92%	21.26%	14.95%	100.00%

Days includes hours between 0530 to 1730, evenings includes hours between 1200 to 0200, and mornings includes hours between 2000 to 0800 (see Table 28 above)

In Table 51 below, we provide the distribution of activity by precinct, for both citizen-initiated CFS and officer-initiated incidents. In Table 51, we can see that the percentage of citizen-initiated CFS for Precincts 1 and 3 are very close to the personnel distributions shown in Table 39. For the remaining precincts, the percentages of personnel compared to citizen-initiated CFS are not in alignment. Personnel allocations for Precinct 2 are short by about 7%, Precinct 4 has roughly 2.5% more personnel than the percentage of CFS, and Precinct 5 has an additional personnel allocation of roughly 4.2%.

TABLE 51: Total Activity by District and Percentage

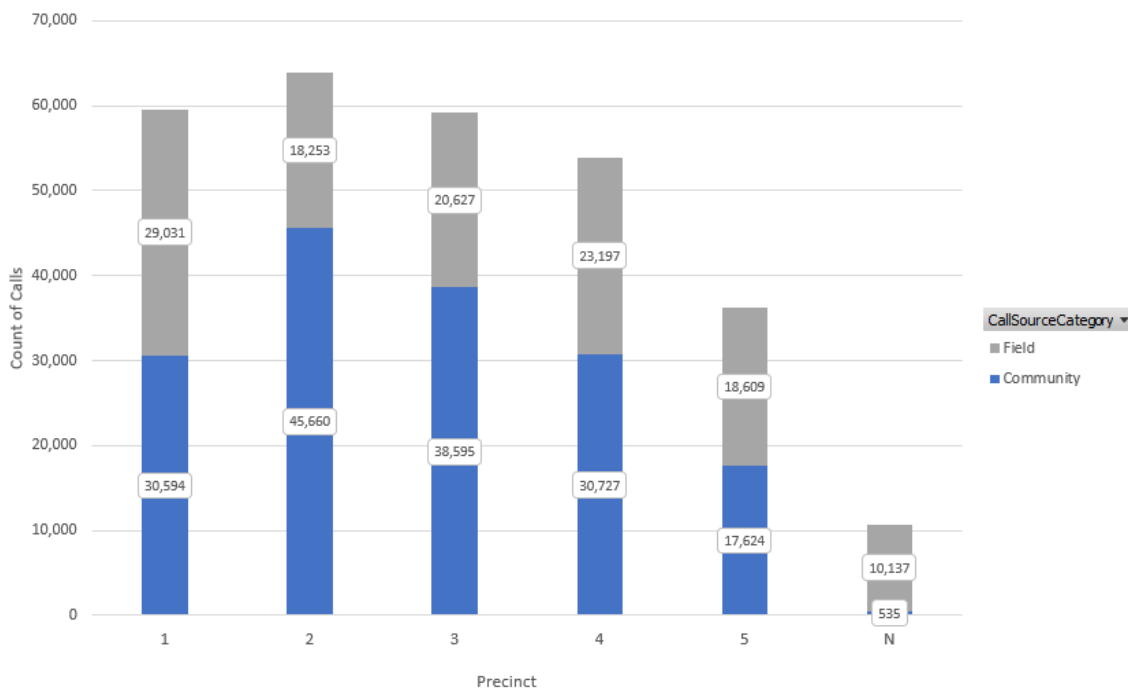
Precinct	Citizen CFS	Percent	Officer CFS	Percent	Grand Total	Percent
1	30,594	18.69%	29,031	24.22%	59,625	21.03%
2	45,660	27.89%	18,253	15.23%	63,913	22.54%
3	38,595	23.57%	20,627	17.21%	59,222	20.88%
4	30,727	18.77%	23,197	19.35%	53,924	19.01%
5	17,624	10.76%	18,609	15.53%	36,233	12.78%
null	535	0.33%	10,137	8.46%	10,672	3.76%
Totals	163,735		119,854		283,589	

Source: CCPD 2016 CAD Data

Our analysis here involves only one calendar year and looking at prior years may provide a different distribution. Despite the best efforts of the department, it is likely that there will always be some variances between CFS workloads and personnel distributions. However, larger deviations (like 4.2% and 7%) suggest an ongoing condition that demands additional scrutiny. This type of analysis should occur at least annually, and agency leaders should consider this analysis against personal allocations. We also want to reinforce our concerns about the increases in CFS volume that will naturally occur with Sun Trust Park opening this year. This new venue will undoubtedly add work volume, and it will affect personnel distributions. Again, we recommend monitoring these changes carefully.

In Figure 9 below, we provide a visual depiction of the CFS and officer-initiated activity, broken down by precinct (using the same data from Table 51 above). This figure shows the disparity of CFS distribution between the precincts, with Precinct 2 having the highest volume, and significantly so, particularly in comparison to Precincts 1, 3, and 5.

Figure 9: Calls by Precinct and Beat



Source: CCPD 2016 CAD Data; N = Unknown Precinct

The other aspect of Figure 9 that is worth mentioning is that the officer-initiated activity in Precinct 5 exceeds the CFS volume by roughly 1,000 incidents. We lack sufficient data to draw a distinctive conclusion as to why this is the case, but one possible reason for this distribution of activity may relate to the fact that there are several beats within this precinct with low CFS volumes (see Table 52 below). When combined with the fact that the precinct has roughly 4% more personnel than the CFS distribution percentage among precincts, it may be that the officers in Precinct 5 simply have more unallocated time available to them.

In Table 52 below, we provide a comprehensive breakdown of both citizen-initiated CFS and officer-initiated activity. We show this data by precinct and beat within each precinct. Within Table 52, we have highlighted in orange, those beats that exceed 6,500 CFS annually, and we have highlighted in green, those beats that are below 2,500 CFS per year. These numbers are not arbitrary, as we will explain in detail below.

TABLE 52: Total Count of CFS by Precinct and Beat; Officer- and Citizen-Initiated

Precinct Beat	Citizen CFS	% of Calls	Officer Initiated	Grand Total	Precinct Beat	Citizen CFS	% of Calls	Officer Initiated	Grand Total
1	30,594	18.69%	29,031	59,625	3	38,595	23.57%	20,627	59,222
110	2,519	1.54%	2,935	5,454	310	3,631	2.22%	3,117	6,748
111	3,491	2.13%	2,489	5,980	311	4,208	2.57%	3,259	7,467
112	4,501	2.75%	4,450	8,951	312	2,737	1.67%	920	3,657
113	3,899	2.38%	2,229	6,128	313	4,323	2.64%	1,658	5,981
114	6,804	4.16%	6,931	13,735	314	2,285	1.40%	512	2,797
115	3,511	2.14%	2,713	6,224	315	5,180	3.16%	1,914	7,094
116	3,833	2.34%	5,553	9,386	316	2,937	1.79%	2,080	5,017
117	2,036	1.24%	1,731	3,767	317	4,753	2.90%	3,064	7,817
					318	4,520	2.76%	2,681	7,201
2	45,660	27.89%	18,253	63,913	319	4,021	2.46%	1,422	5,443
210	7,743	4.73%	2,977	10,720					
211	7,553	4.61%	4,265	11,818	4	30,727	18.77%	23,197	53,924
212	4,141	2.53%	1,328	5,469	410	3,585	2.19%	2,495	6,080
213	3,920	2.39%	1,764	5,684	411	2,885	1.76%	2,837	5,722
214	3,383	2.07%	1,784	5,167	412	3,113	1.90%	2,302	5,415
215	7,889	4.82%	3,431	11,320	413	4,476	2.73%	4,850	9,326
216	4,796	2.93%	1,131	5,927	414	3,900	2.38%	2,517	6,417
217	6,235	3.81%	1,573	7,808	415	3,378	2.06%	3,205	6,583
					416	5,650	3.45%	2,681	8,331
5	17,624	10.76%	18,609	36,233	417	3,740	2.28%	2,310	6,050
510	2,141	1.31%	1,868	4,009					
511	2,641	1.61%	3,561	6,202	N	535	0.33%	10,137	10,672
512	2,949	1.80%	3,835	6,784	NULL	535	0.33%	10,137	10,672
513	2,502	1.53%	2,962	5,464	Totals	163,735	100.00%	119,854	283,589
514	3,706	2.26%	3,557	7,263					
515	1,133	0.69%	1,036	2,169					
516	1,779	1.09%	1,052	2,831					
517	773	0.47%	738	1,511					

Source: CCPD 2016 CAD Data

Just as it is important to evaluate personnel deployments against CFS volumes within each precinct, it is also important to examine beat volumes within each precinct, so that the department can allocate allotted personnel properly. Table 52 shows that CFS volumes vary greatly between the different beats and precincts. These amounts range from a low of 773 CFS in beat 517 in Precinct 5, to a high of 7,889 CFS in beat 215 in Precinct 2.

We wish to point out that we recognize that various factors can affect CFS numbers within beats. These numbers can fluctuate greatly due to demographics, population density, and the types of activities occurring in those areas (such as a professional sports stadium). In some cases, departments need to staff a geographic area, even though CFS totals may be low. This might occur because of geographical factors, such as roadway access and waterways, for example, which could affect response times. It is important to take all of these factors into account when considering personnel deployments. Still, this type of analysis should occur regularly, to ensure efficient and effective resource deployments.

We also want to make mention of the distribution of officer-initiated activity within each precinct, and each beat. Although we will not provide a detailed analysis of this information, we offer it as an opportunity for CCPD to examine officer-initiated activity. It is notable that some of the busiest beats, from a CFS perspective, also have comparatively high officer-initiated activity.

We indicated above that we highlighted CFS totals by beat for those that exceeded 6,500, or for those that were under 2,500. In Table 53 below, we show the total CFS per beat, and per shift, based on a range of annual CFS totals.

TABLE 53: Per Shift Totals by Beat Volume

Beat CFS Total	Daily CFS Total	Per Shift Total
2,500	7	2.33
4,500	12	4
5,200	14	4.66
6,500	18	6

Source: IACP Calculations

As we have indicated previously, the IACP workload model suggests that officers should not spend more than 30% of their time actually responding to or managing CFS. Based on data from Table 42 above, we have determined that the average citizen-initiated CFS takes approximately 46 minutes to complete (irrespective of report writing, etc.). Here is how this translates into practice. If an officer works a 10-hour shift, they have 600 minutes (10 hours x 60 minutes) available. If we take 30% of that time, it leaves them 180 minutes to respond to CFS. Using our factor of 46 minutes per CFS, we can calculate that the maximum number of CFS an officer should handle per shift (on average) is 4 (180 minutes, divided by 46 minutes, and rounded up from 3.91). For an 8-hour shift, the maximum number of CFS is 3 (144 minutes, divided by 46 minutes, and rounded down from 3.13).

It is important to understand that the data in Table 52 above, does not explain how many officers the department assigns to each of the beats. What we do know is that CCPD uses shift overlaps with the 10-hour shifts, to account for some of these

variances. The main point is that to achieve maximum effectiveness and efficiency, and to ensure that officers do not exceed the 30% workload percentage, the department will need to allocate personnel in a manner that conforms to these numbers.

TABLE 54: Beat Count and Citizen-Initiated CFS by Precinct

Precinct	# of Beats	Citizen CFS	Average	Low	High
1	8	30,594	3,824	2,036	6,804
2	8	45,660	5,708	3,383	7,889
3	10	38,595	3,860	2,285	5,180
4	8	30,727	3,841	2,885	5,650
5	8	17,624	2,203	773	3,706
null		535			
Totals	42	163,735			

Source: CCPD 2016 CAD Data

In Table 54 above, we provide the low, high, and average CFS numbers by precinct and beat. Notably, the high beat totals in Precincts 1, 2, and 4, would challenge the ability of officers to manage those CFS. It is also worth mentioning at this point that we know CFS distribution is not equal (see Figure 8 and Table 49 above). This means that the department must examine CFS activity by beat and by time of day, to ensure proper staffing.

For example, consider beat 215 in Precinct 2, which had 7,889 CFS in 2016. Based on the data from Table 49, 18.53% of CFS occur between 11:00 PM and 7:00 AM (Mornings), 36.21% occur between 7:00 AM and 3:00 PM (Days), and 45.27% occur between 3:00 PM and 11:00 PM (Evenings). If the distribution of CFS in beat 215 follows this pattern, it would mean that the morning shift would handle 4 CFS daily, the day shift would handle 8 CFS daily, and the evening shift would handle 10 CFS daily (rounded up). Again, these variations suggest the need to ensure that staffing is adjusted accordingly.

Table 55 shows the breakdown of CFS by priority. Most CFS are priority 2, 3, or 4 calls. Priority 1 calls require immediate response by the closest available units. Priority 2 calls also require immediate response, but if no unit is available, dispatch will notify a supervisor within two minutes to assign someone to the call. Priority 3 requires a rapid response, and dispatch will notify a supervisor within 10 minutes to assign someone, if no unit is immediately available. Priority 4 requires a routine response. Priority 5, 6, and 7 relate to animal control and not patrol officers, so are not included in this table. Priority 9 does not require an immediate response, and staff will handle the CFS as time and staffing permits.

TABLE 55: Total CFS by Priority

CALL PRIORITY	# of Incidents	Pct. Total
1	237	0.001%
2	49,569	30%
3	71,930	44%
4	39,490	24%
9	2,507	2%
Grand Total	163,735	100%

Source: CCPD 2016 CAD Data

Table 56 below shows CCPD response times for the various priorities. The response times reflected in Table 56 are within an acceptable range, and they are consistent with other studies the IACP has conducted.

TABLE 56: Response Time by Priority – Citizen Initiated

Priority	Avg. Response	# of CFS
0	0:04:48	2
1	0:04:07	237
2	0:10:47	49,569
3	0:13:00	71,930
4	0:19:00	39,490
9	0:21:48	2,507
Grand Total	0:13:52	163,735

Source: CCPD 2016 CAD Data

It is important to understand that calculating response times can occur in two different manners. Table 56 above, and all of the associated response-time tables in this report, calculate response time from the point dispatch received the call, to the time the first officer arrived on the scene. This represents the actual time from the point the citizen placed the call, to the time the first officer arrived. When conducting a *workload analysis*; however, we calculate obligated workload time from the point the officer received the call, to the time the officer finishes the call.

When departments calculate response times, they generally do so considering the first assigned time, to the time the first officer arrived on the scene. Departments use this metric, because this aspect of response time is the one over which they have the most control. The department-established response policies remove the lag time between the time a dispatcher received the phone call, and the time the dispatcher assigned that call to an officer. In short, when the department considers response time to CFS, they ignore the time it takes for the dispatcher to collect and dispatch the CFS. From the perspective of the department, this is an accurate measure. From the citizen's perspective; however,

response time includes the point in which they actually placed the call, until an officer arrives or handles their request.

Again, in our analysis and representation of these data, we examine call for service response times inclusive of the time between the initial call, and the time dispatch assigned it to an officer. Although both perspectives have value, we provide our analysis here using the full response time from point of call receipt, until the arrival of the first officer. For this reason, our response times may vary from response times reported elsewhere from the agency.

The average response time for priority CFS among the benchmark cities (equivalent to Priority 2 CFS in Cobb County) from point of dispatch to first officer arrival, is 5.36 minutes.¹⁸ The CCPD response time for priority CFS from first dispatched to first arrived (Priority 2), as depicted in Table 56, is 10 minutes and 47 seconds. This number is a bit higher than the benchmark cities, but it is important to note that our calculation includes *lag time* within the dispatch center, whereas the benchmark average does not. Additionally, Cobb County is vast, and it may differ geographically from the cities contributing data to the benchmark cities study. In a recent study conducted by the IACP, which involves a count of similar size and personnel to Cobb County, the priority response times ranged from 9 minute and 11 seconds, to 14 minutes and 4 seconds. These numbers are consistent with CCPD. In short, is it our assessment that the response times reflected in Table 56, are reasonable, and that they conform to industry standards.

TABLE 57: Total Response Time In vs. Out of Beat

	# of Incidents	Total Time*	% of Total	Avg. Time
In Beat	97708	19552:16:52	61%	0:12:52
Out Beat	54204	12733:09:13	39%	0:15:09
Grand Total	151912	32285:26:05		0:13:41

Source: CCPD 2016 CAD Data

Table 57 above, separates overall CFS responses based on whether the officer who handled the CFS, responded to the call within their assigned beat, or outside of their assigned beat. The average response time for in-beat CFS is just under 13 minutes. The average response time for out of beat is about 15 minutes; this is irrespective of the type of CFS. The variance between in beat versus out-of-beat response is 2 minutes and 17 seconds. Taken as an average, this is not a concerning number. What is more important to consider; however, is how this contributes to staffing issues. CAD data will capture travel time from the point of dispatch, to the time the officer arrives on the scene. What

¹⁸ <http://www.opkansas.org/wp-content/uploads/downloads/beNChmark-city-survey-section-b-general.pdf>

it will not do (without intentionally collecting this information) is capture the amount of time that it takes officers to return to their beat after leaving it to take a call. *Return time*, which is the time it takes to get back to an assigned beat, is essentially lost time. Theoretically, if it takes an officer five minutes to respond from one beat to another, it will take another five minutes to get back.

When an officer responds to a CFS within his or her beat, the officer is able to return to their patrol duties immediately when they clear the CFS. Conversely, when an officer must respond out of beat to a CFS, three things can happen. First, when an officer leaves his or her beat to take a CFS, and another CFS occurs in the original beat, another officer must leave his or her beat to take it. This creates a cascading effect, which ultimately affects multiple officers/beats. Second, because of return time, 39% of the CFS for CCPD also include lost time; this is significant. If we calculate the *return* time associated with 39% of the CFS for CCPD, we find that the department is losing the equivalent workload capacity of nearly 24 officers (12,733 *lost* hours, divided by 536 available hours per officer). Third, this process elongates overall response times, because officers often respond to a CFS in their assigned beat, from another beat.

We feel it is vitally important for CCPD to utilize and maintain a beat structure. This is important from a staffing, availability, and response time perspective, but also with respect to community policing. In addition, determining the number of beats and allocation of personnel should not be arbitrary, and should occur based on an analysis of the types of data we have provide above.

Cover Cars

Table 58 below reflects the amount of back-up response related to citizen-initiated CFS, and officer-initiated activity.

TABLE 58: Back-Up Response

Citizen-Initiated	# of Incidents	Total Time	% of Time
Backup	158,412	58460:06:41	47%
Primary	170,515	66631:01:16	53%
Total	328,927	125091:07:57	
Officer-Initiated	# of Incidents	Total Time	% of Time
Backup	44,652	18182:57:07	21%
Primary	118,653	70200:46:08	79%
Total	163,305	88383:43:15	
Grand Total	492,232	213474:51:13	

Source: CCPD 2016 CAD Data

Based on the data in Table 58, we can see that the amount of back-up time on citizen-initiated CFS (47%) is very close to the primary response time (53%). It is important to note that Table 58 reflects total back-up time, to include all officers who provided back up on the CFS; however, the table does not identify how many units responded to each CFS. According to policy, for citizen-initiated CFS, the field supervisor will determine the need for backup, based on all available information.

We note that the percentage of back-up time reflected in Table 58 above for citizen-initiated CFS, at 47%, is relatively high. In prior studies by the IACP, we have noted back-up response percentages of 35.8, 38, 39, and 42.4. We wish to note that the 39% total comes from our study of a very similarly sized county to Cobb County. The IACP recognizes the importance of officer safety, and we do not intend for our observations to suggest a change in practice, which could compromise this very important practice. Still, there may be value in monitoring these responses.

In contrast to the citizen-initiated CFS numbers, backup for officer-initiated activity is much lower. Based on Table 58, backup comprises 21% of the time spent on officer-initiated activities. This number compares to backup percentages of 14, 15.3, and 38 in other IACP studies. The amount of backup for officer-initiated activity is within this range, and seems appropriate.

In addition to looking at the amount of time spent on CFS between primary and backup units, we also looked at which CFS included multiple-unit responses, and we provide these data in Table 59 below. IACP notes that in keeping with contemporary policing standards, multiple responses of three or more units are typically limited to calls of a serious nature.

In looking at the data in Table 59 below, we note that all of the categories listed appear to be serious enough to warrant the response of multiple personnel. However, we noted that the average number of units assigned to vehicle pursuits was 15, which we consider substantial. We are aware that the CCPD policy on pursuits (5.17) indicates that only two additional units should be involved in a pursuit, unless approved by a supervisor, and that approval is subject to various factors. We lack sufficient context to conclude whether these numbers were appropriate, but we would recommend that CCPD review these incidents, to determine whether the officers involved followed the policy, and/or whether CCPD should consider changing it.

TABLE 59: Call Types Averaging Three or More Responding Units

Event Type	Distinct Count of Incident Number	Average of Count Units
VEHICLE PURSUIT	9	15.42
BOMB THREAT	13	14.01
PERSON SHOT	93	11.01
BURGLAR IN BUSINESS	43	10.11
BACKUP REQUEST	322	9.09
KIDNAPPING IP	6	9.07
ARMED ROBBERY IP	209	8.89
PERSON STABBED	41	7.42
AIRCRAFT CRASH	5	7.26
SEXUAL ASSAULT IN PROGRESS	7	7.23
SEARCH LOST PERSON	171	7.22
BURGLAR IN RESIDENCE	510	6.42
SUBJECT HIT BY AUTO	282	6.35
PRIORITY BOLO	37	6.08
BOMB DEVICE LOCATED	2	6.00
PERSON ARMED	648	5.98
ESCAPED PRISONER	3	5.31
INJURY ACCIDENT EXTRICATION	58	5.25
TRAIN DERAILMENT	1	5.00
INJURY SEXUAL ASSAULT	8	4.97
1099 SUBJECT LOCATED	189	4.89
UNARMED ROBBERY/SNATCH	64	4.86
THEFT IN PROGRESS	801	4.83
PHYSICAL FIGHT IN PROGRESS	689	4.70
ARMED ROBBERY AO	103	4.50
INJURY ACCIDENT INTERSTATE	190	4.19
PROWLER/TRESPASS	291	3.91
SUICIDE	50	3.82
INJURY ACCIDENT	2962	3.81
FORGERY IN PROGRESS	12	3.76
INFO FOR OFFICER	226	3.68
SUICIDE THREATS	755	3.52
GAMBLING	27	3.42
PERSON DEAD	79	3.36
SUICIDE ATTEMPT	266	3.33
PUBLIC INDECENCY	146	3.30

Event Type (Table 59 Continued)	Distinct Count of Incident Number	Average of Count Units
DAMAGE/VANDALISM IN PROGRESS	47	3.28
DISCHARGING FIREARMS	1498	3.25
IMPAIRED DRIVER	450	3.25
MONEY TRANSFER	3	3.22
TROUBLE UNKNOWN	769	3.18
PERSON SCREAMING	255	3.12
DISORDERLY SUBJECT	150	3.07
AUTO FIRE ROADWAY	51	3.07
SEXUAL ASSAULT	123	3.07
PD & ALS RESPONSE	1317	3.02
FIRE	33	3.01
ILLEGAL DRUGS	903	3.01
ELECTRICAL WIRES DOWN	68	3.01
SEXUAL OFFENDER VERIFICATION	1	3.00

Source: CCPD 2016 CAD Data

SECTION IV: PATROL WORKLOAD VS. OFFICER AVAILABILITY

As we have noted previously, our patrol staffing requirements are determined by evaluating the total workload in hours against hours of officer availability. Officers are not able to work for a variety of reasons including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs, deploy officers properly, and evaluate productivity, it is necessary to calculate the actual amount of time officers are available to work. We obtained leave data from CCPD (average hours used by patrol and investigations in 2015).

Table 60, which we have already referenced, helps us understand the amount of time patrol officers have available to answer CFS. Table 60 starts with the assumption that officers work a 40-hour work week. This computation is $52\text{wks} \times 40\text{hrs} = 2,080$ hours per year. However, in order to have a more accurate picture of how many hours per year the average officer is available to work, various leave categories must first be deducted from this total. The table below shows that after subtracting leave categories from the total, the average officer is actually available to work 1,789 hours per year not 2,080 hours, as is often thought.

TABLE 60: Patrol Availability (Hours)

Annual hours worked	2,080
<i>Leave Category</i>	
Annual Leave	119
Holiday	23
Sick Leave	31.5
Military Leave	10.5
Workers Compensation	2
Training Hours	105
Sub-Total	291
Average Annual Availability (hours)	1,789

Source: CCPD Data

Shift Relief Factor

The shift relief factor is the number of officers required to staff one shift position every day of the year. To calculate the shift relief factor, we used the average availability for each officer displayed in Table 60. Because CCPD uses two different patrol schedules, we will calculate the shift relief factors in two ways. First, we will start with the 10-hour shifts. One position requires 3,650 hours per year to staff (10 hours X 365 days = 3,650 hours). Therefore, the shift relief factor is calculated to be 2.04 ($3,650/1789 = 2.04$). To determine the shift relief factor for one position over a 24-hour period, we multiplied this number times three. Therefore, the daily shift relief factor is 6.12 for each position. It is important to note that this calculation represents the number of personnel needed to staff one position. It does not represent the number of personnel needed to respond adequately to workload demands; this number also reflects shift overlaps.

Next, we will look at the 8-hour shifts. One position requires 2,920 hours per year to staff (8 hours X 365 days = 2,920 hours). Therefore, the shift relief factor is calculated to be 1.63 ($2,920/1789 = 1.63$). To determine the shift relief factors for one position over a 24-hour period, we multiplied this number time three. Therefore, the daily shift relief factor is 4.89 for each position. In contrast to the above, this relief factor does not include shift overlaps.

Understanding the shift relief factor is important from a scheduling standpoint. Police agencies tend to complete their work schedule based on the total number of personnel available, as opposed to the workload capacity of those personnel. The result is an imbalance between the structure of the schedule, and the number of hours officers can actually work.

To determine the proper number of officers required for patrol, agencies must first consider how many positions they want to staff at any given time. Once the department

determines this number, they can calculate personnel needs. As we have indicated previously, we know that precincts 1, 2, 4, and 5 each have 8 beats, for a total of 32 beats. Precinct 3 has 10 beats, so the total combined beat total is 42.

Table 50: Patrol Officer Allocations by Shift and Sector (repeated)

Shift/Precinct	1	2	3	4	5	Totals
Days A & B	19	21	20	22	16	98
Evenings A & B	20	22	25	23	15	105
Mornings A & B	21	20	24	19	14	98
Totals	60	63	69	64	45	301
Pct. of Officers*	19.93%	20.93%	22.92%	21.26%	14.95%	100.00%

Table 50 above is repeated here to highlight the number of patrol staff that are assigned to each shift within each precinct for the purpose of answering CFS. The numbers in Table 50 represent the number of staff allocated, not the number of positions those personnel are intended to fill.

We created table 61 below to show the number of personnel CCPD would require to staff one officer in each beat, within each precinct. This table uses the number of beats for each precinct, and the shift relief factor, to calculate the number of personnel required to ensure consistent staffing of each beat, assuming the availability of hours as calculated in Table 60 above. The numbers in Table 61 are rounded up.

TABLE 61: Required Positions per Precinct (Minimum Beat Staffing)

Shift/Precinct	1	2	3	4	5	Totals
Beats	8	8	10	8	8	42
Days A & B	17	17	21	17	14	86
Evenings A & B	17	17	21	17	14	86
Mornings A & B	17	17	21	17	14	86
Totals	51	51	63	51	42	258
Pct. of Officers*	19.81%	19.81%	24.76%	19.81%	15.83%	100.00%
Relief Factor	2.04	2.04	2.04	2.04	1.63	

Variation	9	12	6	13	3	
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Based on these calculations, it would take a total of 258 officers assigned to handling CFS within patrol, to consistently staff one officer per beat. *We are not suggesting that this is the number that CCPD should assign*, but rather, we are showing in Table 61 that it would require 258 officers to staff 42 beats across the three shifts among the five precincts. Based on the comparison of personnel assigned to each shift/precinct (as

shown in Table 50), we have provided the variation, or number of additional personnel available after filling all of the beats with one officer.

We also think it is very important to point out that this level of staffing does not account for variations in CFS volume throughout the day. In Table 49, we explained that the distribution of CFS throughout the day is approximately 18% for mornings (2300-0700), 36% for days (0700-1500), and 45% for evenings (1500-2300). The distribution of personnel shown in Table 61 also does not account for variations in high- and low-volume beat areas, which we provided in Table 52.

Additionally, these numbers reflect only what it would take to staff one officer in each beat, with no additional personnel to assist with back-up, or covering another call within a beat if the primary officer assigned to that beat is busy. As we have indicated previously, officers responding out of their assigned beat is a drain on resources, and it also works against the continuity of assignment that we feel is critical in establishing relationships in a community-policing agency. Lastly, the numbers in Table 61 presume the CCPD has at least 258 officers available to staff these positions, which we know has not been true consistently, even though on paper, they have allocated 301 officers to this function.

As is evidenced by our analysis above, determining the number of required personnel is a complicated process, as is understanding how to deploy them properly. We will provide additional details below, but it is our assessment that the CCPD can properly staff the positions they need, and they can manage the current workload, assuming that they are able to staff the full number of the 301 positions allocated. As we mentioned briefly before, this will likely require the use of over-hires, to ensure continuity of staffing.

In Table 62 below, we provide an analysis of the total number of CFS handled on average by CCPD officers, based on CFS and staffing totals. In looking at the totals for the benchmark cities, each patrol officer handles an average of 588 CFS per year. When looking at the numbers for CCPD, they initially reflect that CCPD is well within the norm of benchmark cities for individual officer handling of CFS; however, this is based on the availability of 301 patrol officers. However, as shown in Table 62, after adjustment for hours lost in various leave categories, CCPD has the equivalent of 259 officers available for citizen initiated CFS. This adjusted number of available officer places CCPD at the upper level of CFS handled by each patrol officer. Additionally, Table 62 does not show the consistent number of vacancies and/or non-operational personnel (e.g., injured, out on medical or military leave). If these numbers were applied to the table, it would drive the annual CFS total even higher.

Another way to calculate and analyze these totals is to use the amount of shifts available to determine the capacity of the officers. As we have indicated in Table 60

above, officers in patrol with CCPD have approximately 1,789 hours available to work shifts, after removing leave time. Using 10-hour shifts as a baseline that equates to 179 shifts per officer, per year (rounded up). If we multiple 179 shifts per officer times the number of officers allocated (301), we get approximately 54,000 annual shifts. Dividing this against the total number of CFS, it results in approximately 3 CFS per officer per day. If we calculate these numbers based on 259 officers, we get roughly 46,000 shifts, which results in approximately 3.49 shifts per day. As we indicated in Table 53 above, the average number of CFS for a 10-hour shift should not exceed 4 on a consistent basis. Given all of this analysis, it appears that the number of officers assigned to CFS for CCPD is adequate to manage the work volume.

TABLE 62: Population and CFS per Officer Totals; Benchmark City Survey Data

Benchmark City	Population	Total Calls for Service	Officers in Patrol	CFS Per Officer in Patrol
Bellevue, WA	134,400	51,493	89	578.57
Boise, ID	217,730	75,613	184	410.94
Boulder, CO	103,163	59,341	117	507.19
Broken Arrow, OK	105,000	33,137	76	436.01
Cedar Rapids, IA	128,642	84,789	121	700.74
Chesapeake, VA	228,513	131,305	224	586.18
Columbia, MO	117,381	77,905	94	828.78
Coral Springs, FL	121,096	72,460	105	690.10
Fort Collins, CO	155,400	60,344	94	641.96
Fremont, CA	220,000	78,497	119	659.64
Garland, TX	233,206	143,028	152	940.97
Grand Prairie, TX	183,816	103,251	144	717.02
Irving, TX	227,030	122,806	162	758.06
Lakewood, CO	147,220	68,130	154	442.40
Naperville, IL	143,289	36,367	100	363.67
Norman, OK	117,520	63,368	113	560.78
Olathe, KS	132,437	40,344	105	384.23
Overland Park, KS	184,706	60,296	108	558.30
Peoria, AZ	164,825	51,478	122	421.95
Richardson, TX	101,820	56,305	85	662.41
San Angelo, TX	100,111	54,029	89	607.07
Springfield, MO	164,560	87,765	180	487.58
Totals	155,994	73,275	124	588.98

Cobb County PD	708,920	162,090	301	538.50
*Adjusted Total			259	626.10

Source: Benchmark City Survey 2014 Data

Totals include citizen-initiated CFS only; officer totals are based on current staffing.

Scheduling Options

Balanced Schedule

It is of some value at this point to discuss *balanced* as opposed to *on-demand* schedules. In short, in a balanced schedule, the department fully schedules all its personnel based on 40 hours per week, or 80 hours per pay period, throughout the year. For example, if a department had 10 officers working a 6-on, 3-off, 8.5-hour schedule, that would be 60 shifts over the 9-day cycle, or about 6.5 shifts per day. The issue here is that in this model, the agency has a *maximum* of 6 shifts per day, which means that the department either has to agree to operate with a smaller number of shifts when people want to take leave, or the department will have to use overtime to backfill any openings.

This type of schedule works fine if the department has enough people on the schedule to accommodate vacancies due to leave. We refer to this type of scheduling as over-scheduling, and it relies on scheduling more staff than necessary for existing demands, in order to respond to requests for leave. In theory, because the department has *over-scheduled*, if someone takes leave, there is no need to backfill the opening, because the schedule still contains enough staff to cover shift minimums.

Although over-scheduling works, its effectiveness is impeded by peaks and valleys in the use of leave time by staff. Invariably, we find that staff within agencies take leave in larger increments during certain portions of the calendar year (e.g., during summer months or over the holidays). This often results in an imbalance between the number of leave requests and the ability of the schedule to release staff on leave, without creating a shortage in staffing, or the need to pay overtime to cover peak demands. Conversely, during periods when nobody takes leave (e.g. February), staffing is at its peak. This also tends to happen when service volumes are lower, which results in a certain amount of inefficiency.

There is a delicate balance between using over-scheduling as a means to accommodate leave, and having too many resources available. For those creating the schedule, it is also important to note that when using a balanced or over-scheduling system, it may appear that the schedule is very heavy with resources. This can create a tendency to think that there are too many staff assigned to a beat, precinct, or division. In reality, as those staff take leave, which often averages 400 hours per staff member (for holiday, personal leave, and training), the schedule will thin out. Despite this, it is likely that there will be peaks and valleys in this type of system.

When there are peaks of resources, administrative staff can redirect personnel to specific projects or special enforcement duties. When there are valleys (shortages of staff), the department will need to use overtime as a means to cover minimum staffing levels. Staffing using a proper shift relief factor will minimize this, but there will likely

be some need to pay overtime to meet minimums, assuming that leave requests follow similar industry patterns.

On-Demand Scheduling

One alternative to using a balanced schedule is to use a *short-schedule*, or one in which officers actually owe time back to the schedule on a monthly basis. This type of schedule follows the Fair Labor Standards Act (FLSA) 7k exemption for public safety scheduling, and does not use the traditional 40-hour workweek to define the schedule, or payment of overtime.

There are myriad variations of short schedules, but the theory is rather simple. In a short schedule, the department schedules officers less hours than required during any given month. This results in a circumstance in which the employee owes the agency time, which the agency can schedule as the need demands (with appropriate advanced notice). This process typically involves the creation of a schedule shell in which the department ensures filling all shift minimums. In this format, there is also some over-scheduling involved, which allows for immediate backfilling of shifts vacated due to leave requests; however, the design of these schedules does not include the significant peaks that often occur within a balanced schedule. Instead, the over-scheduling of staff is smaller, which creates more efficiency in terms of personnel usage.

In contrast to a balanced schedule, when staff request leave time (for whatever purpose – other than sick leave), and there are insufficient over-scheduled resources to accommodate the request, the agency can use *owed time* from staff to fill the void. This can provide tremendous flexibility for the agency, help ensure that staff are able to take leave time when requested, even during peak demand periods, and help reduce overtime costs. Owed hours can also be used to cover training time.

Although on-demand scheduling works and has value, there are a couple drawbacks to using this system. First, this is new to most agencies and officers and finance departments, and there are some bookkeeping complexities. In short, the agency pays each officer 80-hours of straight pay (a *salary* of sorts) per pay period, regardless of how many hours they work. This means they may work 66 hours and collect 80 hours of pay, or they may work 95 and collect only 80 hours. The second issue is that using an on-demand schedule will likely reduce overtime greatly within the agency. From a fiscal perspective for the agency, this is a very good thing; however, some staff become reliant on a regular stream of overtime pay, and when this stops, they may face personal budget issues. Finally, as the pay reference above suggests, it is important to track the actual hours of staff, and this adds a layer of oversight to those constructing, working with, and monitoring the work schedule. This is more labor-intensive, and it requires constant attention in order to ensure that all officers and scheduling complies with FLSA regulations.

Despite these issues, the use of short scheduling has many benefits, and we encourage agencies to consider this as an option. The IACP has worked with agencies to develop this type of scheduling system, and if this is something that CCPD wishes to consider, we can work with the department to outline some possible schedule options.

Workload Model and Analysis

Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements. The primary standards employed for the CCPD study follows:

- Operational labor
- Administrative labor
- Uncommitted time

Operational Labor

Operational labor is the aggregate amount of time consumed by patrol officers to answer calls for service generated by the public and to address on-view situations discovered and encountered by officers. It is the total of criminal, non-criminal, traffic, and back-up activity initiated by a call from the public, or an incident an officer comes upon (obligated workload). When expressed, as a percentage of the total labor in an officer's workday, operational labor of first response patrol officers should not continuously exceed 30%. In order to quantify the amount of workload volume, the IACP team conducted a thorough examination of CAD data provided by Cobb County PD. We reflect these numbers in Table 63 below.

TABLE 63: Obligated Patrol Workload - Model 1

Patrol Workload Calculation	
Total 2015 CAD Hours	224,915
Removal of Non-Patrol workload	-11,441
Removal of Officer-Initiated Activity	-88,383
Add Officer-Initiated Criminal CFS	2,993
Add Patrol Supplemental Hours	7,540
Adjusted Patrol Workload	135,624

We began with the total hours recorded in the 2016 CAD dataset, which was 224,915 hours. As our calculations relate to those assigned to CFS as a primary response within patrol, we removed the non-patrol workload, which involved 11,441 hours (see the details on these hours in Table 39 – repeated below). We also removed officer-initiated activity, which involved 88,383 hours.

TABLE 39: Patrol and Supplemental Patrol Unit Hours (repeated)

Patrol	(Time) HH:MM:SS
Patrol	112601:08:22
Patrol Floater*	10056:11:15
STEP	882:03:40
Off Duty Officer	637:00:20
Cobb Rangers	553:09:44
Motorcycle	211:04:46
DUI Taskforce	150:29:50
Sub-Totals	125091:07:57
Supplemental Patrol	(Time) HH:MM:SS
Patrol Supervisor & Up	6664:41:58
K9	697:57:58
Desk Officer	105:29:16
DPS Training	53:05:38
Hit & Run	19:31:06
Sub-Totals	7540:45:56
Non Patrol	(Time) HH:MM:SS
GSP	8118:33:39
Detective	2070:39:26
VIPER	370:15:03
TAC	365:11:50
Sheriff	158:22:53
Powder Springs PD	124:48:21
HQ Admin Staff	99:02:31
Natl. Park Svc	82:57:26
Marietta PD	29:45:36
MCS Narc Unit	12:41:38
Animal Control	6:54:41
Fire	1:25:47
Fire	1:10:43
Ambulance	0:04:21
Sub-Totals	11441:53:55
Grand Total	144073:47:48

Source: CCPD 2016 CAD Data

Once we removed these hours, we turned our attention to incidents which would likely have resulted in a CFS, had the officer not discovered them independently. We calculated these hours at 2,993 and added them back into the total. In addition, we added various supplemental hours to this total, again, as these hours involve CFS activity that patrol officers would have had to handle, had they not been managed by

others (again, see Table 39). The result of these calculations was a total estimated workload total of 135,624 hours.

In addition to looking at these numbers, we also looked at certain officer-initiated activity by other units that we attributed to primary CFS activity. We refer to these hours as *supplanting* hours, because the work done by these units *supplants* and replaces work effort that would otherwise have been engaged by those officers assigned to patrol to manage CFS. We added these hours into Table 64 below, which resulted in a revised estimated workload total of 149,623 hours.

TABLE 64: Obligated Patrol Workload - Model 2

Patrol Workload Calculation - Model 2	
Total 2015 CAD Hours	224,915
Removal of Non-Patrol workload	-11,441
Removal of Officer-Initiated Activity	-88,383
Add Officer-Initiated Criminal CFS	2,993
Add Patrol Supplemental Hours	7,540
Possible Supplanting Hours	13,999
Adjusted patrol workload, excluding reports	149,623

Table 65 below captures the data from Tables 63 and 64, and reflects them as the obligated workload for patrol.

TABLE 65: Obligated Workload - Patrol 30% Model

	Literal Explanation and Formula	Model-1	Model-2	Model-3
A	Total Patrol Unit Obligated Hours - Citizen CFS	135,624		
	Supplanting Hours - Patrol (13,999)		149,623	
	Patrol Hours including Out of Beat Response Time (12,733 Hours)			162,356
B	Available Hours per Officer	1,789	1,789	1,789
C	Authorized Strength in Patrol	301.00	301.00	301.00
	Actual Strength in Patrol			
D	Current Patrol Hours Available (B*C)	538,489.00	538,489.00	538,489.00
E	Current % Obligated to Citizen CFS (A/D)	25.19%	27.79%	30.15%
F	Target Obligated Workload (30%)	30.00%	30.00%	30.00%
G	Officer Workload Hours Available at 30% (B*F)	536.70	536.70	536.70
H	Patrol Officers Required to Meet Target Workload (A/G)	252.70	278.78	302.51
	Additional Primary CFS Response Officers Needed (H minus C)*	-48	-22	2

In Table 60 above, we calculated that CCPD officers on average are available to work a total of 1,789 hours per year. We used this figure in Table 65 above to calculate the total available patrol hours based on a total of 301 patrol officers. Using this calculation, we determined what percentage of available work hours are consumed by CFS.

The IACP workload staffing model suggests that CFS should not exceed 30% of available work hours. Looking at Model 1 in Table 65, we can see that the obligated workload for patrol is just over 25%. However, these calculations do not account for the full range of workload volume. As shown in Table 64 above, there are additional workload hours that we attribute to patrol services. In Model 2 in Table 65 above, we have included these hours. Based on the inclusion of these hours, the obligated percentage for patrol officers is approximately 28%.

As part of our study, we asked officers to complete a worksheet and survey related to CFS they handled during two of their work shifts (we did not identify which shifts to record). Based on the self-reported survey that we provided, patrol officers reported an average of 1.4 reports per shift, with the average duration of approximately 31 minutes, see Table 66 below). These numbers are important, because we can use them to engage a comparison of CFS data in CAD, and to validate our calculations from Table 65 above.

TABLE 66: Officer Workload Survey Results - Reports

Title	Number
Number of Responses	368
Number of Written Reports	1080
Average Reports per Shift	1.4
Average Minutes per Report	31.04

In the same survey, officers also reported the number of incidents they responded to, as well as the time it took them to complete each of those incidents. These numbers are reflected in Table 67 below. The results show that in total, officers handled 3,939 CFS, with an average of 9.42 CFS per shift, each averaging 32.8 minutes. This self-reported data does not include report-writing time, but only includes on-scene time associated with handling the CFS.

TABLE 67: Officer Workload Survey Results - CFS

Title	Number
Number of Responses	418
Number of CFS Reported	3,939
Average CFS per Shift	9.42
Average Minutes per CFS	32.8

Based on our evaluation of the data received, we concluded that some officers reported officer-initiated activity in addition to citizen-initiated activity. Unfortunately, this comingling of data skewed the average CFS per shift totals. However, in order to validate the data from Table 65, we engaged in another series of calculations.

Based on the data we obtained from CAD, as represented in Table 42 above, we determined that the average time spent on a CFS was approximately 46 minutes. This translates into about 125,000 hours of activity, from the 162,000 CFS recorded in CAD. When we look at the data from Table 66 above, officers reported that they wrote, on average, 1.4 reports per shift. Using this number, we can calculate the approximate number of CFS that involve a police report. As we have indicated previously, the patrol division is short of its full allotment of personnel. However, if we calculate the number of annual work shifts for each officer, which is roughly 179, we find that collectively, those assigned to patrol work between 46,000 to 54,000 work shifts per year. Calculating 46,000 shifts times 1.4 reports per shift, we can estimate that the patrol officers handle roughly 64,000 reports CFS per year.

It has been the experience of the IACP that non-report CFS take officers about half the time (on average) to complete, as those involving a report (excluding the report writing time). Again, based on data from Table 42, we calculated that the total average time for a CFS was approximately 46 minutes. However, officers reported that their average time for a CFS was roughly 33 minutes (see Table 67 above). If we use 33 minutes as an average for non-report CFS, and we calculate this times 98,000 non-report CFS, the total hours are roughly 54,000. If we then double this amount to 66 minutes, and calculate the time associated with report CFS, that total is approximately 70,500 hours. Combined, these two categories equal about 125,000 hours of workload activity, which is consistent with our other calculations.

Based on our evaluation of these data, and in consideration of the calculations we made in Model 2 in Table 65 above, we note that the number of officers required for CCPD to achieve a 30% workload commitment within patrol is roughly 279. As we have noted above, and in consideration of our staffing example (with one officer assigned per beat, per shift), we conclude that the allocation of 301 officers to managing CFS within patrol, is sufficient and adequate. However, we want to reiterate that this number presumes that all of these positions are staffed on a consistent basis, which we know has not occurred.

With Table 65 above, we also included Model 3. We are not making a staffing recommendation based on this model, but we have included it for illustration purposes. Model 3 includes an estimate of the *lost hours* associated with out-of-beat response by officers, to include nearly 13,000 hours of lost time. As Model 3 suggests, out-of-beat response has a dramatic effect on the overall availability of officers. Accordingly, we

recommend increased emphasis on beat integrity, and staffing of patrol positions, such that out-of-beat response is significantly reduced.

Administrative Labor

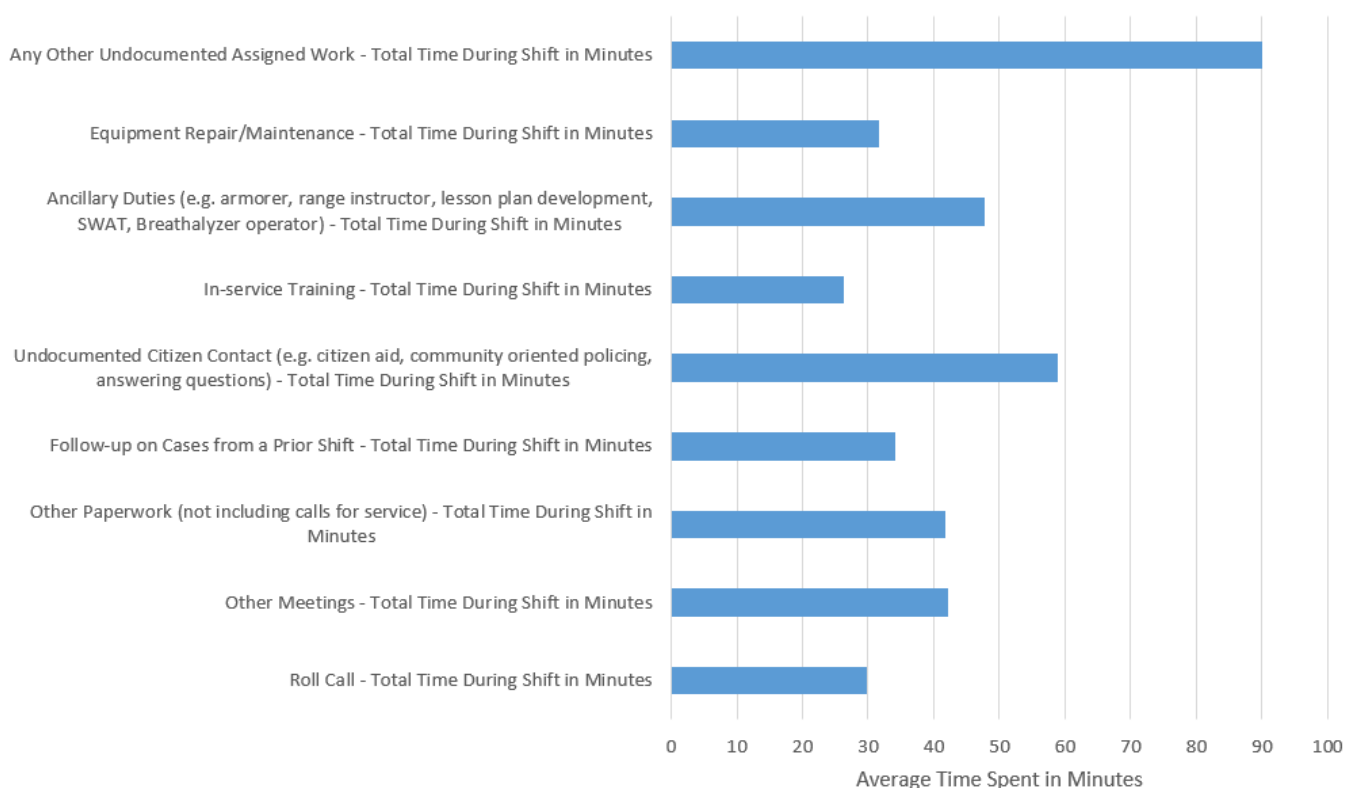
Precise information is not available in CAD for many administrative activities, due to variances in officer *call outs* for these activities. Nevertheless, our interviews and field observations suggest that administrative time appears to be at the norm. We estimate that administrative time generally accounts for approximately 25 – 30% of an officer's average day, and such appears to be the case in Cobb County. This percentage can seem high to those not acquainted with the patrol function. However, a review of typical patrol activities supports this average.

- Report-writing and case follow up (variable)
- Patrol Briefings - 15 minutes
- Administrative preparation/report checkout – 30 minutes
- Meal and personal care breaks – 30 minutes
- Court attendance (dayshift)
- On duty training, not otherwise captured
- Vehicle maintenance and fueling (15 minutes per day)
- Meetings with supervisors (variable)
- Special administrative assignments (variable)
- Personnel/payroll activities (health fairs, paperwork review and paperwork training (variable)
- Field Training Officer (FTO) time for both trainee and trainer (variable); on-duty training for officers
- Equipment maintenance (computer, weapons, radio). (variable)

In order to attempt to illustrate allocations of administrative time that are unaccounted for in CAD, we asked the patrol officers to complete a worksheet and survey during two of their patrol shifts (we reported some of these data in Tables 66 and 67 above). We asked officers to record time spent on certain activities and to report this back to us via an online survey. We received roughly 400 responses, and we have provided the results of the survey data in Figure 10 below.

The average time reported for supplemental work by each officer, for each shift, was approximately 200 minutes. This does not include reports associated with CFS. It is also noteworthy that this survey spanned only two of the officer's normal shifts (we did not identify which shifts to use). While representative of the supplemental workload, we suspect that a longer period of analysis might provide varied results. Regardless, the numbers above help to demonstrate substantive administrative workload, which is otherwise not typically captured or considered. The CCPD may wish to implement a process to capture additional data points for future reference.

Figure 10: Self-Reported Supplemental Workload



Uncommitted Time

The cumulative operational and administrative labor that officers must engage, should not be so significant that they are unable to respond to emergencies in a timely fashion or engage in mission-critical elective activities and problem solving efforts. A proportion of the workday must be uncommitted to any other type of labor. Uncommitted time allows officers to do the following:

- To have and initiate public-service contacts
- To participate in elective activities selected by the agency, such as community policing and problem solving
- To make pedestrian and business contacts
- To conduct field interviews
- To engage proactive traffic stops and proactive patrol efforts.

Uncommitted time is the time left over after officers complete the work associated with both obligated/committed time and administrative time.

A general principle for distribution of time for patrol is 30% across the board for administrative, operational, and uncommitted time with a 10% flex factor. Ideally, particularly for service-driven organizations, the remaining 10% becomes uncommitted

time, allowing officers more time for proactive community engagement. For a jurisdiction, the size of Cobb County, and with its stated focus on exceptional service and community policing, no less than 40% uncommitted patrol time is ideal.

It has been our experience that the percentage of administrative time generally mirrors operational labor totals. In other words, if a patrol officer is spending 35% of his or her time engaging in obligated workload, administrative time will likely capture 35% of his or her daily responsibilities. If either the operational or administrative percentages are over 30%, the percentage of uncommitted time will be negatively affected.

Patrol Staffing

As we have indicated, Table 65 above reflects that with a staffing level of 301 Patrol Officers, CCPD is within the 30% obligated workload target, and we recommend and support continued staffing at this level. We provide additional analysis and rationale below; however, our assessment that staffing is adequate assumes full staffing within the allocation of patrol officers and we know this has not been the cases on a consistent basis.

It is also important to point out here that our recommendation of staffing at 301 officers reflects our assessment as to the optimal number of officers required to operate and to respond to CFS effectively and efficiently. This number is considered the *operational minimum*, and it is the baseline for staffing, not the maximum. Equally as important is understanding that the department occasionally has personnel who are non-operational, meaning that due to FMLA, military leave, or injury, they are unable to fulfill their duties. For calculating staffing needs, non-operational personnel are essentially vacancies, which must be filled to ensure staffing at the *operational minimum* level. Just as we discuss over-hires for the purpose of satisfying known attrition rates, we would also recommend using over-hires to manage any consistent non-operational vacancies. We do not have information from CCPD regarding the number of personnel who are considered non-operational (meaning that they are unavailable for work for 30-days or more). However, because the non-operational numbers are consistent, they are essentially vacant positions, which require filling.

In addition to conducting the analysis above, we also examined the allocation of personnel within the CCPD in terms of the percentage of distribution to patrol and investigations. Table 68 below shows that CCPD compares favorably with other cities and towns generally, and IACP comparison study cities specifically. In Table 68, we use the number of patrol officers allocated to CFS, which is 301, plus the number of sergeants allocated to the patrol function, which is an additional 42 officers, for a total of 343 personnel.

TABLE 68: Patrol and Investigation: Comparison to Benchmark City Survey

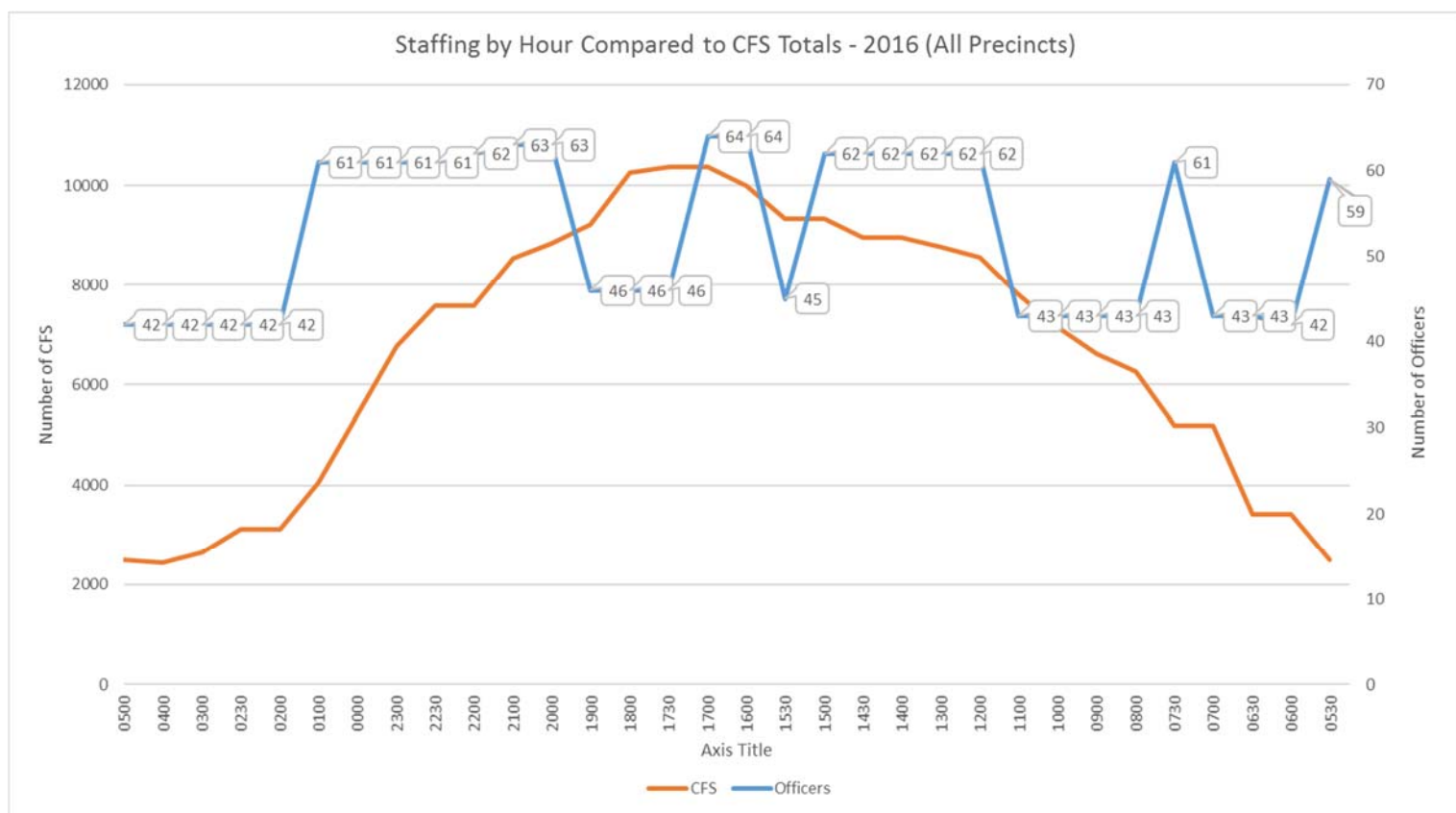
Benchmark Cities	Total Officers	Assigned to Patrol	Percent of Officers	Assigned to Investigation	Percent of Officers
Bellevue, WA	180	89	49.44%	32	17.78%
Boca Raton, FL	203	116	57.14%	39	19.21%
Boise, ID	294	165	56.12%	47	15.99%
Boulder, CO	179	116	64.80%	30	16.76%
Broken Arrow, OK	135	80	59.26%	20	14.81%
Carlsbad, CA	115	66	57.39%	24	20.87%
Cedar Rapids, IA	213	125	58.69%	39	18.31%
Chesapeake, VA	391	224	57.29%	74	18.93%
Chula Vista, CA	225	135	60.00%	43	19.11%
Columbia, MO	165	99	60.00%	28	16.97%
Coral Springs, FL	208	108	51.92%	47	22.60%
Edmond, OK	123	75	60.98%	19	15.45%
Fort Collins, CO	203	99	48.77%	38	18.72%
Fremont, CA	192	118	61.46%	30	15.63%
Garland, TX	334	165	49.40%	62	18.56%
Grand Prairie, TX	259	148	57.14%	47	18.15%
Henderson, NV	389	174	44.73%	58	14.91%
Irving, TX	346	162	46.82%	65	18.79%
Lakewood, CO	261	156	59.77%	65	24.90%
Lawrence, KS	155	95	61.29%	27	17.42%
Lincoln, NE	323	212	65.63%	57	17.65%
Naperville, IL	168	99	58.93%	38	22.62%
Norman, OK	179	112	62.57%	31	17.32%
Olathe, KS	173	105	60.69%	23	13.29%
Overland Park, KS	250	116	46.40%	43	17.20%
Peoria, AZ	195	118	60.51%	35	17.95%
Plano, TX	364	192	52.75%	75	20.60%
Richardson, TX	156	90	57.69%	30	19.23%
San Angelo, TX	165	89	53.94%	32	19.39%
Springfield, MO	352	180	51.14%	71	20.17%
Average Totals	230	128	55.52%	42	18.40%
Cobb County	636	343	53.93%	123	16.66%
IACP City #1	304	130	42.76%	45	14.80%
IACP City #2	512	221	43.16%	108	21.09%
IACP City #3	720	374	51.94%	157	21.81%
IACP City #4	755	295	39.07%	169	22.38%

Source: 2015 Benchmark City Data - <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/> Patrol excludes specialty assignments (e.g., K-9, Traffic) and division commanders (Lieutenant) and above. Investigations includes intelligence, task forces, narcotics, and general investigations.

The data in Table 68 exclude those in specialty assignments (K-9, etc.), and those at the lieutenant level and above. Based on these numbers, the CCPD allocates 53.93% of its sworn officers to patrol. This is very close to the average among the benchmark cities, which is 55.52%. It is also the highest percentage of personnel allocation that the IACP has seen in our recent studies. Again, it is our assessment that the allocation of personnel to patrol is appropriate and adequate, and that it conforms to agency needs.

Figure 11 below provides a graphic visual snapshot of the average of actual CCPD staffing levels for the months of February and July of 2016. These staffing totals are shown against the annual hourly CFS totals, taken from Figure 8 above.

Figure 11: City Average Staffing by Average Citizen CFS, by Hour and Day



Based on our calculations (as shown in Table 61 above), Cobb County would require a minimum of 42 officers on duty in order to staff at least one officer per beat; the data in Figure 11 indicate that this has been done consistently.

We also note that actual patrol staffing matches reasonably well with CFS volume, with the number of officers deployed increasing and decreasing with the ebb and flow of CFS. While not perfect, IACP observes that the staggered start times of shift assignments and utilizing 10-hours shifts in 4 out of the 5 Precincts, (with Precinct 5 still

on 8-hours shifts) is working well. We do note some disparity between the hours of 3pm to 8pm when CFS are beginning to peak, and patrol deployment drops for brief periods. However, patrol deployment during this period never drops to the lowest levels seen in the early morning hours. Generally, the graph supports current CCPD officer deployment and ability to handle CFS.

Figures 12-16 below show the citizen and officer initiated CFS, color-coded and tracked by time of day, broken down by precinct.

Figure 12: Precinct 1 CFS Averages

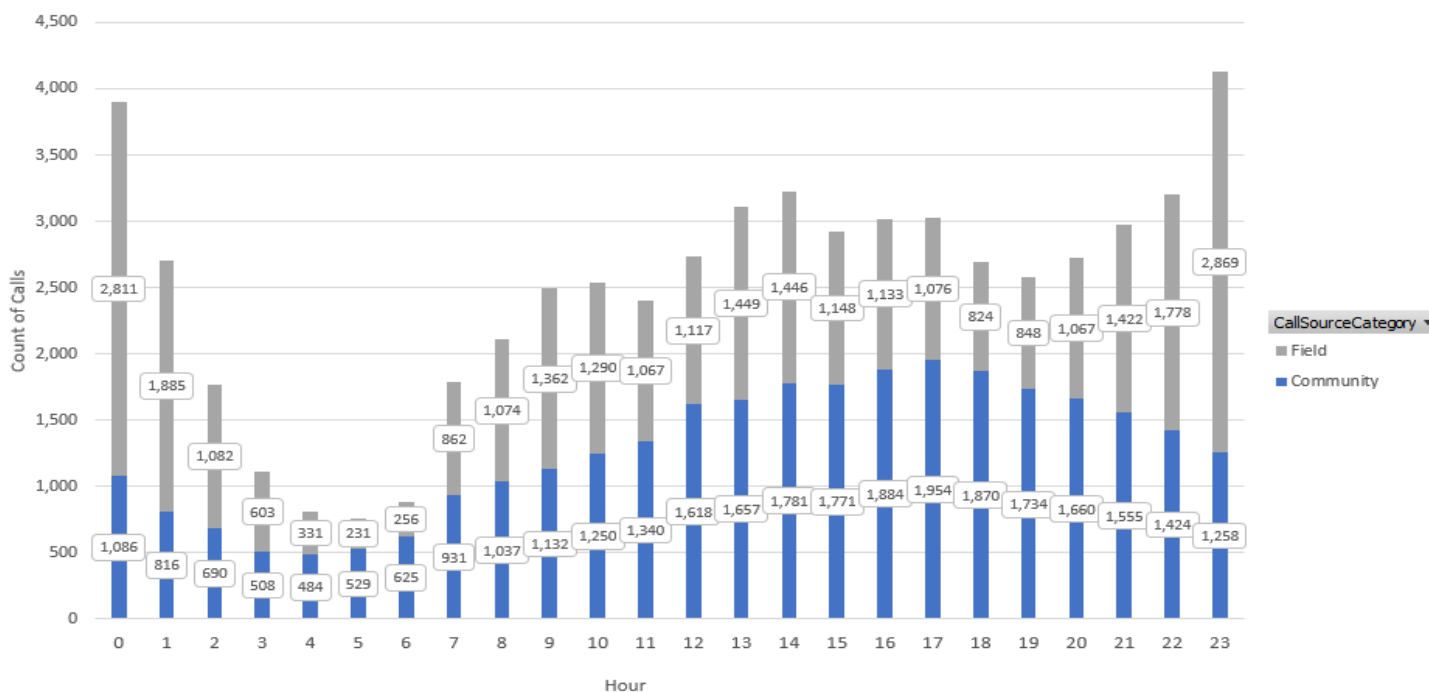


Figure 13: Precinct 2 CFS Averages

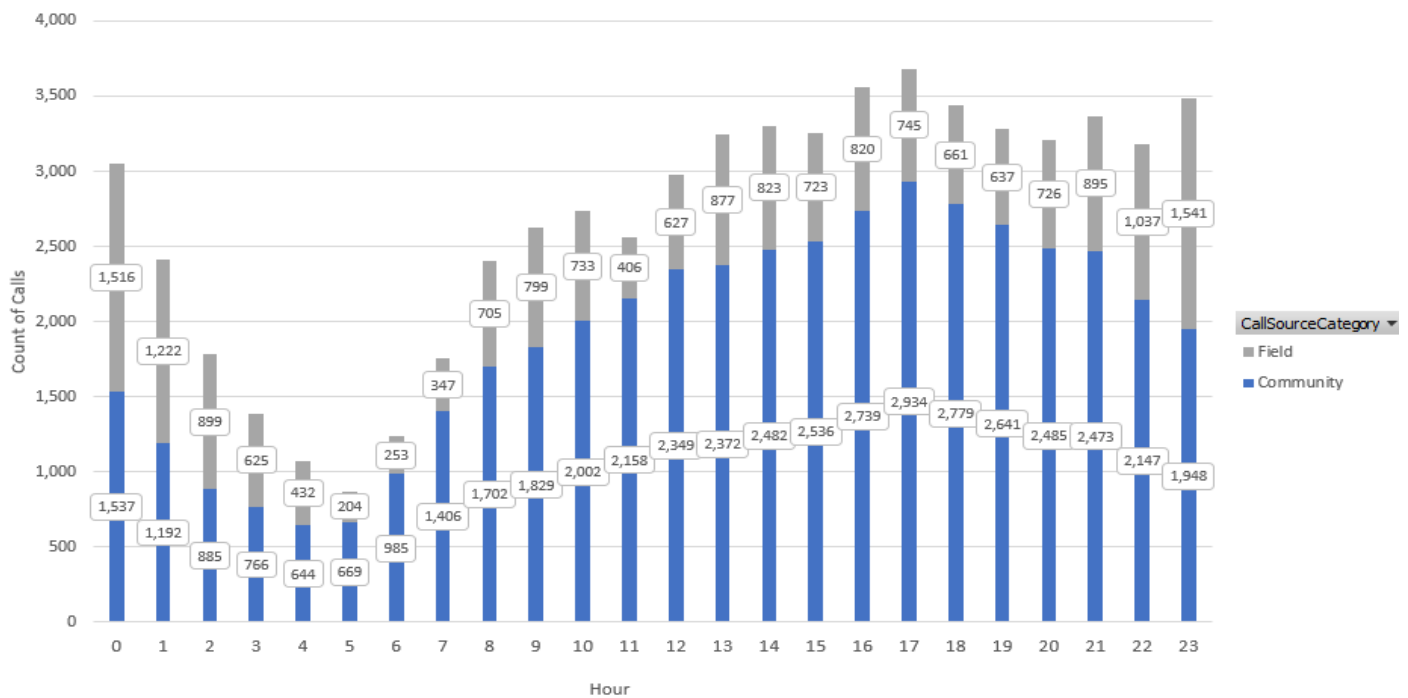


Figure 14: Precinct 3 CFS Averages

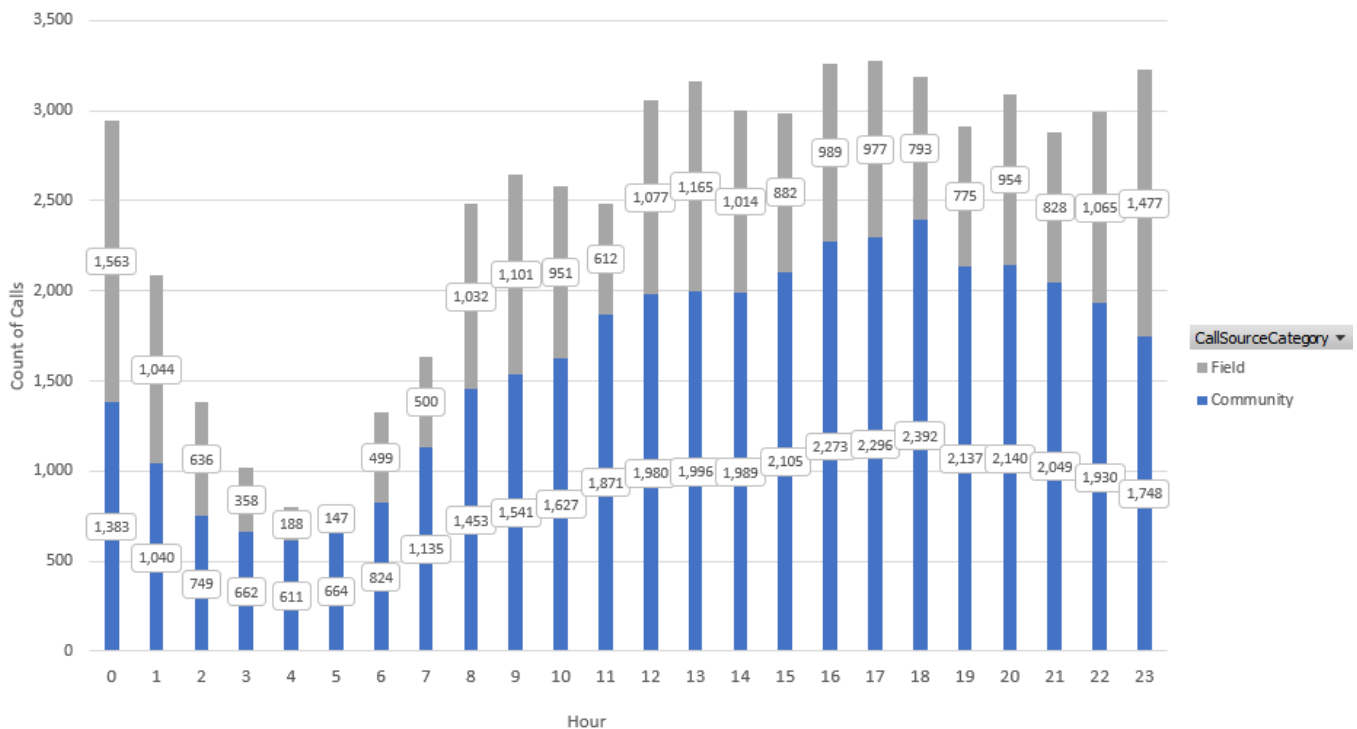


Figure 15: Precinct 4 CFS Averages

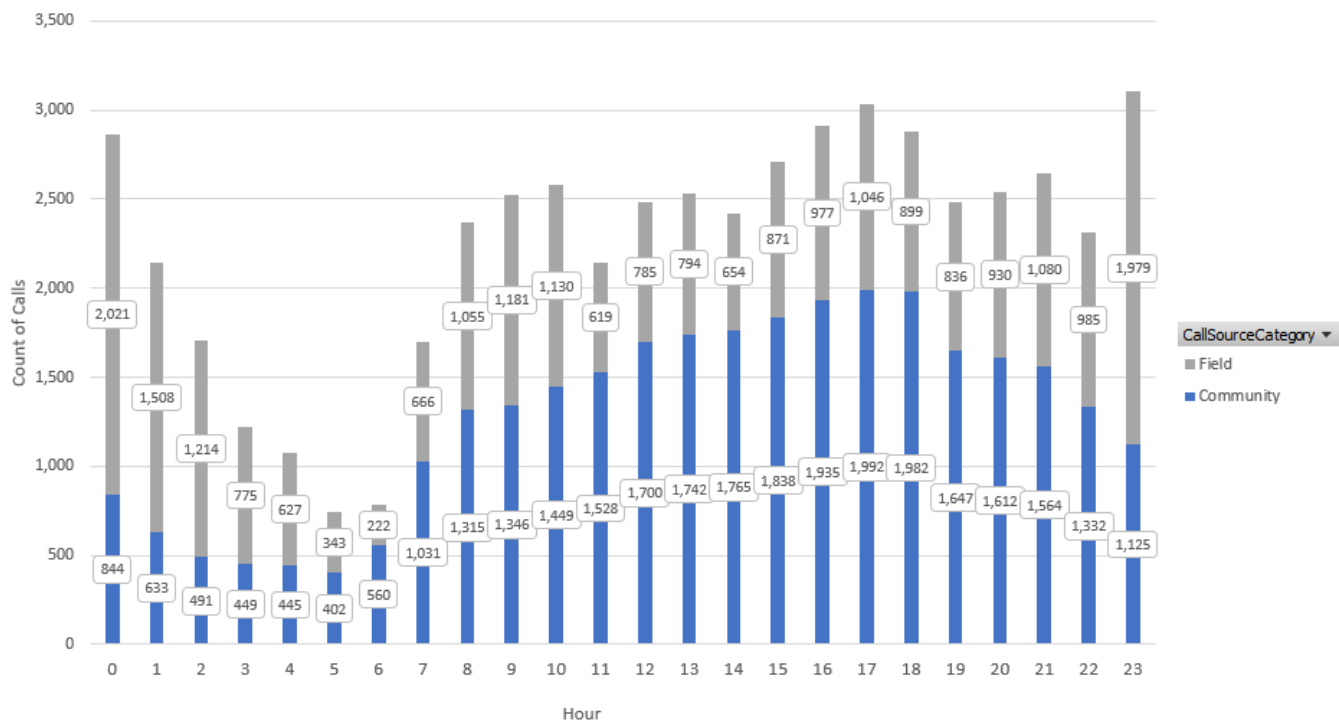
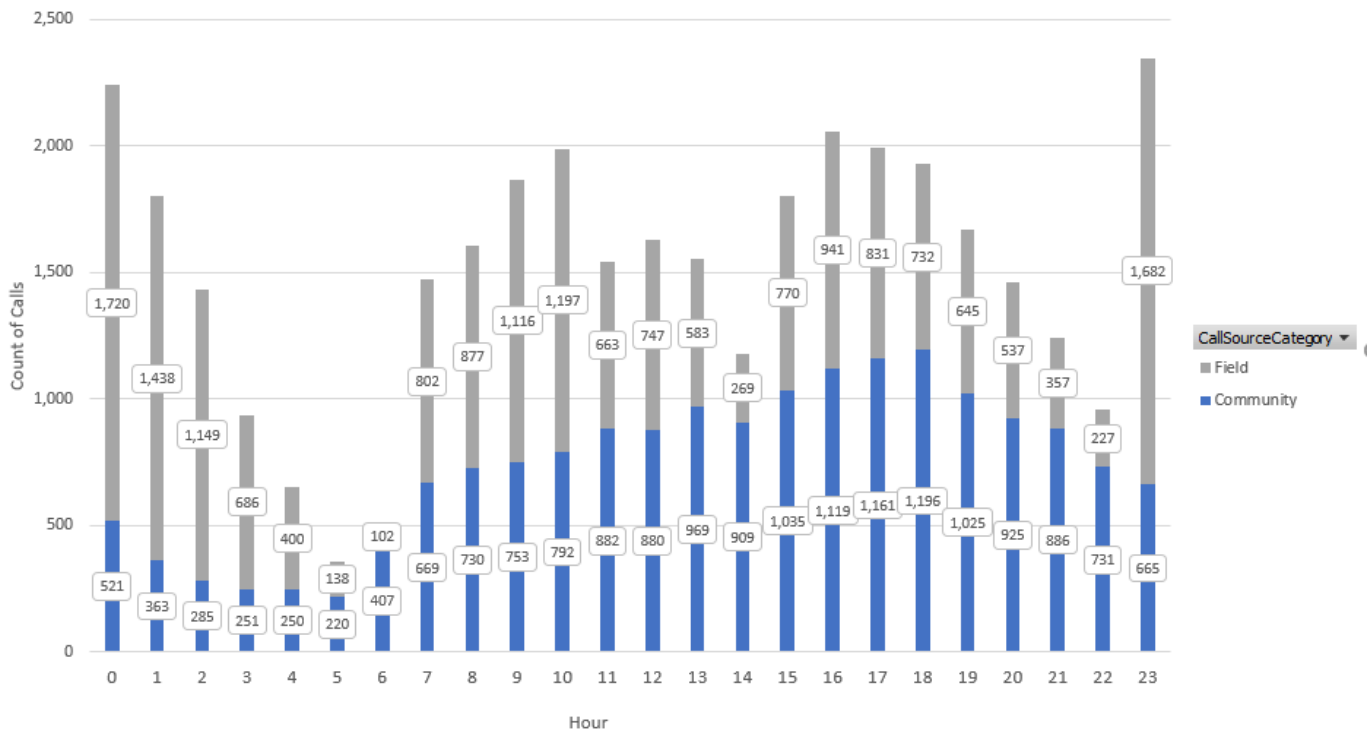


Figure 16: Precinct 5 CFS Averages



Figures 12-16 help provide a visual depiction of the amount of work within each precinct, as separated by hour of the day and citizen- versus officer-initiated. When

looking at these totals, it is evident that officers engage in a substantial amount of work in both categories. However, there are disparities between the precincts in terms of how much time officers spend in each category. Notably, precincts 1 and 5 have very similar totals in each category. Conversely, precincts 2, 3, and 4, which have a much higher volume of citizen-initiated CFS, have significantly lower officer-initiated activity. To illustrate this more clearly, we have included Table 69 below, which shows these totals in comparison to one another.

TABLE 69: Patrol Allocation and Volume by Precinct

Officers/Precinct	1	2	3	4	5	Totals
Patrol Officers Allocated	60	63	69	64	45	301
Pct. of Officers	19.93%	20.93%	22.92%	21.26%	14.95%	100.00%
Volume of Activity						
Citizen initiated	18.69%	27.89%	23.57%	18.77%	10.76%	163,745
Officer Initiated	24.22%	15.23%	17.21%	19.35%	15.53%	119,854
Officers to Citizen Volume	1.24%	-6.96%	-0.65%	2.49%	4.19%	

As we noted earlier in Tables 50 and 51, there is a disparity between the allocation of personnel the precincts, and this is most pronounced in precincts 2 and 5. In precinct 5, the total citizen-initiated volume is approximately 45,500 CFS, and the officer-initiated activity is roughly 18,000, or about one-third. In precinct 5, citizen-initiated CFS are about 17,500, and officer-initiated activity is roughly 18,500. In both of these cases, there appears to be an imbalance between demand for services, and personnel allocations.

Figure 17 below provides a color visual or heat map of what previous tables and figures have shown regarding peak and low periods of CFS. Red areas show the busiest periods and green areas are slower periods. The hours of 4:00 PM through 6:00 PM Monday through Friday are normal peak CFS hours. This heat zone expands, beginning on Friday, and then it continues to expand from noon to midnight on Saturday.

Figure 17: CFS by Hour of Day – Heat Map

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Grand Total
0	1092	708	658	610	679	731	911	5389
1	889	455	448	503	461	554	755	4065
2	682	347	366	386	353	431	546	3111
3	527	311	325	297	341	350	496	2647
4	454	327	286	289	321	321	450	2448
5	363	351	355	363	325	388	344	2489
6	330	540	566	539	486	582	370	3413
7	421	820	872	869	831	837	543	5193
8	600	957	1041	997	928	973	761	6257
9	719	957	988	980	990	976	1012	6622
10	872	1006	1044	1000	1055	1028	1137	7142
11	995	1099	1133	1117	1063	1140	1256	7803
12	1074	1240	1180	1217	1162	1257	1429	8559
13	1187	1223	1195	1193	1227	1332	1402	8759
14	1192	1294	1282	1258	1223	1333	1371	8953
15	1260	1321	1320	1327	1266	1407	1423	9324
16	1242	1457	1429	1506	1450	1480	1421	9985
17	1252	1521	1547	1531	1562	1621	1340	10374
18	1324	1448	1486	1585	1506	1523	1380	10252
19	1150	1314	1325	1348	1329	1375	1370	9211
20	1175	1298	1227	1248	1232	1314	1345	8839
21	1113	1157	1131	1133	1188	1333	1493	8548
22	998	1016	968	957	1004	1210	1429	7582
23	876	780	791	851	856	1174	1442	6770
CFS Totals	21787	22947	22963	23104	22838	24670	25426	163735

Prioritize Patrol Staffing

We think it is important at this juncture to discuss the prioritization of patrol staffing. Few would argue that the core function of any police agency is the patrol division. Despite this, as we have mentioned previously, when vacancies occur, these often result in reductions to the patrol operation. We found that in Cobb County the department has backfilled many patrol positions from those in specialty assignments, and we applaud CCPD for doing this. Still, we know that additional positions within patrol have remained unfilled; this works against the overall capability of the organization and the effectiveness of the patrol division, and it ultimately results in service reductions. It also affects the capacity of patrol personnel to perform supplemental duties and community policing activities. The department should take a position that all patrol assignments are *essential*, backfilling any vacancies in patrol from less-

essential roles (as determined by the department) within the organization (excluding investigations – see below).

This recommendation builds upon the first recommendation to fully staff the patrol division, and though it may seem logical and intuitive to adopt this practice, this is not the case in many police agencies, and it has not been the norm at CCPD. The staffing recommendations we have offered represent *operational* minimum, what we believe to be the minimal staffing level to ensure workload obligations remain at or below 30%, and that patrol officers can effectively and efficiently perform their duties.

It is our overall assessment that closing the workload to work capacity gap will allow officers to serve the community better. This means that officers will have more time to spend on CFS when warranted (such as D/V cases), and it means that officers will have more time to dedicate to community policing efforts. This is particularly true at this critical juncture in policing in America.

Establish Minimum Operational Patrol Staffing

A safe and effective patrol workforce is essential to maintaining a safe community. To ensure that officers are safe and effective, and to ensure that service levels are met, the department should establish minimum shift levels that correlate with the staffing recommendations of this study, and maintain these levels consistently. As we have discussed, there is a need to ensure full staffing in the patrol division, and other efforts to reduce the work burden for patrol will improve the functionality of that division.

We recommend setting an *operational* minimum staffing level (which we have identified as 690 officers), and then making sure that the patrol staffing level of 301, does not fall below this number. As indicated above, non-operational personnel do not count within this total, and CCPD should hire at a rate that maintains our suggested total as the minimum staffing level; we will also address this later in the report.

Once the department establishes these minimal levels, they must become a standard. Setting this standard involves a commitment to temporary reassignment of personnel, or using overtime to fill any gaps. This will ensure continuity of patrol operations, and the ability of patrol officers to engage in proactive projects, and not allowing obligated workload time to jeopardize them.

SECTION V: TRAFFIC ENFORCEMENT

We have already discussed traffic enforcement in Section I of this report, see Tables 17 and 18 above. Here we expand upon the initial discussion to include additional analysis of the traffic enforcement function.

Activity

Table 70 below shows the frequency of traffic-related incidents within Cobb County.

TABLE 70: Traffic Incidents by Frequency - 2016

Incident Type	Citizen Initiated	Officer Initiated	Grand Total
AUTO ACCIDENT	20,103	1,600	21,703
STREET HAZARD	5,645	3,139	8,784
INJURY ACCIDENT	2,962	91	3,053
ILLEGAL PARKING	1,577	425	2,002
STRANDED MOTORIST	793	739	1,532
TRAFFIC VIOLATOR	623	614	1,237
ABANDONED AUTO	616	188	804
IMPAIRED DRIVER	450	30	480
WORK TRAFFIC	289	459	748
SUBJECT HIT BY AUTO	282	10	292
INJURY ACCIDENT INTERSTATE	190	2	192
MULTIPASS ACCIDENT	150	1	151
ELECTRICAL WIRES DOWN	68		68
INJURY HIT AND RUN	63	1	64
INJURY ACCIDENT EXTRICATION	58		58
AUTO FIRE ROADWAY	51		51
LARGE TRUCK FIRE	31		31
VEHICLE PURSUIT	9	8	17
TRAFFIC STOP	6	70,267	70,273
BUS ACCIDENT INJURIES	5		5
INJURY ACCIDENT INTERSTATE EXTRICATION	4		4
WORK TRAFFIC SCHOOL XING		20	20
INTOXIMETER		15	15
Grand Total	33,975	77,609	111,584

Source: CCPD 2016 CAD Data

As expected, motor vehicle crashes and traffic stops comprise the bulk of traffic-related activity for CCPD. The other significant categories in this table include street hazards, parking, and stranded motorists.

TABLE 71: Traffic Incidents by Time Spent - 2016

Incident Type	Citizen Initiated	Officer Initiated	Grand Total
AUTO ACCIDENT	15819:48:11	1153:10:28	16972:58:39
INJURY ACCIDENT	5688:47:55	239:42:41	5928:30:36
STREET HAZARD	2538:36:50	892:32:02	3431:08:52
ILLEGAL PARKING	618:34:36	88:45:23	707:19:59
SUBJECT HIT BY AUTO	612:38:37	13:51:21	626:29:58
IMPAIRED DRIVER	489:08:16	36:58:29	526:06:45
INJURY ACCIDENT INTERSTATE	447:55:26	3:48:13	451:43:39
STRANDED MOTORIST	437:07:15	179:42:19	616:49:34
WORK TRAFFIC	366:05:57	555:45:48	921:51:45
ABANDONED AUTO	310:23:33	60:46:02	371:09:35
TRAFFIC VIOLATOR	277:18:45	831:08:16	1108:27:01
INJURY ACCIDENT EXTRICATION	220:17:31		220:17:31
MULTIPASS ACCIDENT	112:22:49	0:08:10	112:30:59
ELECTRICAL WIRES DOWN	110:24:49		110:24:49
INJURY HIT AND RUN	73:30:44	0:19:54	73:50:38
AUTO FIRE ROADWAY	48:52:40		48:52:40
VEHICLE PURSUIT	35:26:50	40:07:16	75:34:06
LARGE TRUCK FIRE	29:20:33		29:20:33
BUS ACCIDENT INJURIES	5:04:01		5:04:01
INJURY ACCIDENT INTERSTATE EXTRICATION	4:59:48		4:59:48
TRAFFIC STOP	3:04:34	24956:21:07	24959:25:41
WORK TRAFFIC SCHOOL XING		18:09:32	18:09:32
INTOXIMETER		9:48:17	9:48:17
Grand Total	28249:49:40	29081:05:18	57330:54:58

Source: CCPD 2016 CAD Data

Again, not surprisingly, motor vehicle crashes and traffic violations make up the largest time commitment by CCPD officers. When combining all traffic violations and motor vehicle crashes, the time spent on these activities involves approximately 52,000 hours, or 90.7% of the traffic-related volume.

Unit/Responsibility

As we have already mentioned, CCPD has several different units that focus their attention on traffic enforcement.

Selective Traffic Enforcement (STEP) – This unit investigates all fatal crashes and engages in traffic enforcement in areas where crash volumes are high.

Hit & Run Unit – This is an extension of STEP unit, which focuses on targeting on violators who leave the scene of motor vehicle crashes.

Motorcycle Unit – This unit provides police escorts, selective enforcement, and special traffic routing.

Although CCPD has these units to work on traffic matters, it is also evident that patrol officers within the department spend considerable time engaging in traffic enforcement and traffic-related activities. It is also evident, based on our analysis, that there is a need for ongoing traffic enforcement. However, as we have mentioned previously, we feel CCPD would benefit from changing the focus of traffic enforcement to one that is more educational, and one that more intentionally targets high-crash volume areas.

Trends

As we examined the traffic enforcement and crash data, and as we pulled together the data from prior years, we noted a significant trend, which we have already mentioned, but which we feel is worth expanding upon. In Table 61 below, we have provided the data regarding motor vehicle crashes and citations issued, for the calendar years 2014-2016.

TABLE 72: Traffic Enforcement and Crash Trends

Year	Crashes	% Change	Citations	% Change
2014	18690		80896	
2015	21283	13.87%	88642	9.58%
2016	23817	11.91%	59716	-32.63%
Total Change		27.43%		-26.18%

In looking at the crash statistics in Table 72, we can see that the number of motor vehicles crashes has risen significantly since 2014. In fact, although this chart shows 23,817 crashes in 2016, if we include the officer-initiated data, this number actually increases to 25,522. We do not have the same comparative data for years 2014 and 2015, so we cannot provide the full numbers to include officer-initiated activity during those periods. However, even without those numbers, the increase has been dramatic, particularly because this is only a three-year period. As we have indicated before, we also have serious concerns about potential increases in motor vehicle crashes, given the presence of the new Sun Trust Park stadium.

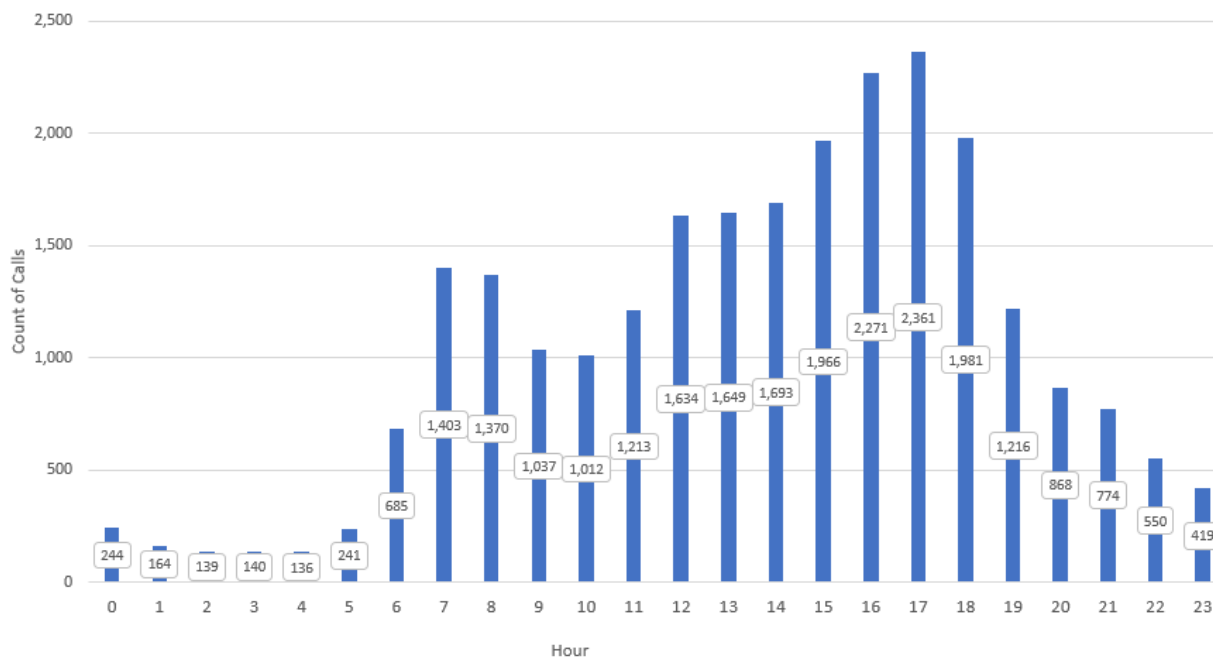
In examining Table 71 above, we determined that CCPD officers spent 24,392 hours working on motor vehicle crashes in 2016. When we calculate this against the number of hours that officers have available to manage CFS (536 – see Table 60), we determined that managing motor vehicle crashes consumes all of the available time of

approximately 45 officers; this represents 15% of the total allocation of patrol personnel (301 officers).

In addition to the increase in motor vehicle crashes, as we have noted previously, and as Table 72 above shows, traffic citations have reduced significantly during this same three-year period. Citations are down more than 25% from 2014, which is concerning, particularly when considered against the dramatic increases in motor vehicle crashes. We are unable to draw any conclusions as to why citation numbers have declined so sharply, but there is significant data to show that traffic enforcement reduces motor vehicle crashes, and the data in Table 72, although not scientific, seems to point to an inverse phenomenon. Again, as we have noted previously, we recommend adjustments in the traffic enforcement strategy for CCPD.

In Figure 18 below, we also provide a breakdown of motor vehicle crashes by time of day. This figure shows clear trends in crash times, which correspond to commuter hours and high traffic periods.

Figure 18: Motor Vehicle Crashes by Hour of the Day



Source: CCPD 2016 CAD Data

(NOTE: Includes all calls with keyword “accident”, citizen- and officer-initiated)

We believe the above information is very useful in terms of understanding when crashes are occurring, as this can help CCPD consider the timing of personnel deployments that target motor vehicle crashes. We also suggest that CCPD engage a

similar analysis concerning the locations of crashes and the causal factors, and that these criteria be used to form a more intentional traffic enforcement strategy.

SECTION VI: ALTERNATIVE RESPONSE

We have discussed staffing within the patrol division, and as we have indicated, we believe the division is adequately staffed. However, additional department actions can further reduce the burden on patrol officers, enhancing their effectiveness in the process. These include the creation of a Telephone Reporting Unit (TRU) and encouraging its use by the public, and creating and engaging the use of online reporting. In aggregate, these recommendations will reduce obligated demands on patrol, and the combination of these efforts will improve officer outputs.

Alternate Reporting

There are two primary methods for alternate reporting, TRUs and online reporting. We learned that CCPD does not have a formal TRU, although the Desk Officer acts in this capacity. We also learned that CCPD does not currently have an online reporting process.

Online Reporting

In our discussions with CCPD, we were told that they had explored the idea of using online reporting, but that the data systems currently in use are not conducive to this process. IACP is aware that there are various products available, which can capture data of this type, even from older CAD and RMS systems. We would encourage CCPD to pursue this matter further, to explore whether this may be an option.

Online reporting systems are not new, and many agencies have been using them successfully for low-level offenses. One agency that we recently studied recently started accepting online reports, and their system will allow for reports in the following categories:

- Vandalism
- Destruction of Property
- Theft up to \$5,000
- Theft from automobile
- Theft of auto parts and accessories
- Vehicle Tampering
- Attempted Auto Theft
- Credit/Debit Card Theft
- Identity Theft
- Lost Property

- Telephone Misuse
- Trespassing
- Noise Violations
- Loitering
- Disorderly Conduct
- Alcohol Violations

Many police reports, like the categories listed above, are conducive to online reporting. One additional online reporting area, which may be of value to CCPD, is online crash reporting. Some crash reports require that the agency, and the driver, file a report with the state, others do not. In either case, CCPD could set up online crash reporting, such that individuals could file their reports online with the police department. If the functionality does not exist already, CCPD could engage some minor programming to allow the data to move from the online report to a state crash format. As noted previously, crash reports consume a significant amount of CCPD time and effort, so any mechanism to reduce this time would be worth the investment.

Although we advocate for online reporting, we also urge caution in this regard for three reasons. First, many citizens still feel a need to engage the police directly, and an online reporting system may not be agreeable to them. We encourage agencies to make these systems available, but to leave the opportunity open for citizens to make police reports in a traditional fashion. This is particularly true in today's policing environment, where there is an ongoing need to build and maintain community confidence, trust, and support for the police department.

The second issue involves the types of reports that CCPD might choose to place online. It is important to consider which reports to place in this queue carefully, keeping in mind that the police department should handle cases with witnesses and evidence, in person.

The final item involves secondary contact and follow-up. It is important that no case fall between the cracks, so the department should ensure that there is an error-free mechanism in place to double-check any reports that come into the agency through an online portal. This system should also involve a follow-up contact with the victim in some fashion, whether by email or phone so that the citizen knows the police department received their report. It also adds a personal touch that demonstrates a focus on customer service.

Telephone Response Unit

The Cobb County Police Department does not have a fully staffed TRU; however, CCPD does staff desk officers at headquarters and at the precinct level. There are two sworn officers at headquarters that serve as desk officers. They are available Monday -

Friday to take reports over the phone, to answer phone calls, to assist the public, or to take walk in police reports. Table 73 below shows the volume reported to IACP regarding the activities of the desk officers at headquarters for 2015.

TABLE 73: Headquarters Duty Officer Data - 2015

Incident Type	Number of Incidents
Incoming Calls (Duty Officer)	10,382
Reports (phone and in person)	554
Assist to other agencies	71

Source: CCPD Data Provided

In addition, each precinct typically assigns an officer as a Precinct Desk Officer (PDO) during day and evening hours, Monday – Friday. The officer assignment varies according to daily staffing demands, and might not be filled if available staffing is not sufficient. Calls that are directed to the PDO are listed in CAD reports, but these would be limited to calls that originate through E-911 (which would not include walk-ins, or calls directly to the precinct). On average Precinct PDOs take approximately 200 calls per month received through E911.

Table 74 below reflects the data for CFS handled by the TRU in 2016. The number of CFS shown here is significant, and if added to the patrol workload, it would be burdensome. In other words, in their function as a part-time TRU, the PDOs are already performing an important role. Using some general calculations, with 46 minutes as a baseline for each CFS handled, the volume of activity currently being diverted to PDOs is roughly 2,180 hours, or the equivalent of the total available time for four full-time officers.

Although CCPD currently uses PDOs to function as a TRU (or for walk-ins), the department does not fully staff these positions (except for headquarters). We recommend that CCPD consider increasing the staffing of this unit to ensure that it is available for day and evening CFS needs. We would also recommend that CCPD consider using non-sworn personnel for these positions. Although some CFS will require the assistance of an officer, many walk-ins and call-ins by the public can be managed with non-sworn personnel, which could provide a significant cost savings to CCPD. In addition, despite ready access to officers on light duty, we would recommend staffing the TRU/PDOs with other personnel for two reasons. First, the department should staff the TRU/PDO positions fully, regardless of the availability of officers on light duty. Second, using sworn personnel for this unit works against the concept of the cost-savings associated with a TRU.

TABLE 74: Precinct Desk Officer Data from CAD - 2016

Call Type	# of Incidents
THEFT	1192
VERBAL DISPUTE	317
ADMIN DETAIL	305
DAMAGE/VANDALISM	183
THREATS	176
FOUND PROPERTY	152
SUSPICIOUS	90
HIT AND RUN	80
VERBAL BUSINESS DISPUTE	77
AUTO ACCIDENT	61
MISSING/RUNAWAY	29
SEXUAL ASSAULT	28
JUVENILE ABUSE NEGLECT ALREADY OCCURRED	22
1099 SUBJECT LOCATED	18
TRAFFIC STOP	17
CALL PHONE NUMBER	12
BURGLARY AO	12
PHYSICAL FIGHT IN PROGRESS	6
DISORDERLY JUVENILE	6
All Others (under 5 CFS each)	61
Total	2,844

Source: CCPD 2016 CAD Data

As we have indicated, the PDOs already manage a significant volume of activity. Still, PDOs could handle a larger number of CFS in the categories listed in Table 63. Expanding the role and staffing of the PDOs would further reduce the workload burden on patrol.

RECOMMENDATIONS

Recommendation: Establish and Fill Operational Minimums in Patrol Division and the Department

Chapter IV - Patrol Staffing

Priority 1

Details:

Based on our calculations, the patrol bureau needs a minimum of 301 officers in order to address obligated workload service demands. Based on our overall assessment of the CCPD, the department as a whole requires 690 officers. We are recommending that the county establish an *operational staffing level*, as opposed to an *authorized staffing level*. Many police agencies have an authorized staffing level, but due to attrition, they nearly

always work short of this number; this is true in Cobb County, too. Although the current authorized strength of the police department is 690 (based on this year's budget), the agency is operating well below that number (636 officers at the time of this study). Moreover, even if the agency could immediately fill all of the vacant positions, there would be a personnel shortage of 60 within one year. It is also worth noting here that of the 636 officers on the payroll for Cobb County, 53 of those are recruits, and effectively, they do not count as functional sworn personnel. Accordingly, the actual number of functional personnel at the time of this study was 583, which is 107 positions below the authorized strength of the agency.

Additionally, the attrition rate at CCPD is constant, and even with concentrated effort, it will likely continue at a rate of 55-60 officers. Due to the lag-time associated with hiring and training personnel, it is necessary for the department to hire at a rate that ensures optimal operational staffing levels; by necessity, this must exceed the current authorized hiring level.

We project that CCPD will need to hire an additional 60 officers (over and above the 690 officers) to maintain optimal staffing. As we have indicated elsewhere in this report, the *operational* level identifies the minimal staffing level required to optimize effective and efficient delivery of police services. Failing to maintain this level of staffing on a consistent basis will affect various aspects of service delivery, which we have enumerated within this report. Accordingly, we believe it is critical that that Cobb County adjust the *authorized staffing* level for CCPD to 750. This will ensure that the department will be able to maintain operational minimums, and that it will be able to consistently staff critical positions throughout the organization. We would also add that as we have noted above, it will be necessary to hire additional personnel above the 750 number, based on the consistent number of non-operational personnel within the agency, once that number is identified.

Recommendation: Prioritize Patrol Staffing

Chapter IV – Patrol Staffing

Priority 1

Details:

The core function of any police agency is the patrol division. Despite this, when vacancies occur, they often result in reductions to the patrol operation. Although CCPD has moved some officers from specialty units to staff patrol, some patrol positions still remain vacant. Again, as we have noted, this works against the stability of the organization and the patrol division, and often results in service reductions. It also affects the capacity of patrol personnel to perform supplemental duties and community policing activities.

The CCPD should make the patrol function a priority as part of the overall the strategy to maintain public trust and improve relationships. This requires a restructuring and

refocusing of the entire organization to support the function of patrol as the core element of police service delivery. The department should take a position that all patrol assignments are *essential*, backfilling any vacancies in patrol from less-essential roles (as determined by the department) within the organization.

Recommendation: Expand TRU/PDO Function and other Alternate Reporting

Chapter IV – Alternative Reporting

Priority 1

Details:

The CCPD already uses desk officers (PDOs) to handle a variety of CFS. These staff handle various phone calls and walk-ins, and in doing so, they absorb a volume of activity that would otherwise likely find its way to the patrol division, which would clearly increase their workload. We applaud the use of PDOs in this fashion, but suggest that expanding this function would continue to reduce workload demands for patrol, particularly in reference to CFS that do not require an officer response. We have already recommended fully staffing the Public Service Technician (PST) positions, and we see the potential for combining duties between these resources. We would recommend that CCPD examine the use of PDOs and PSTs, to determine whether there would be a benefit in merging and/or expanding these roles.

In addition, as we noted above, we believe that CCPD should consider revisiting the issue of online reporting. Many people prefer this method of reporting, and for certain incidents, it can be a tremendous time saver for the agency. Despite initial information CCPD received that suggested that the current system is not capable of such a process, it has been our experience that even very old and archaic systems can be configured to work with a variety of online reporting systems that are in use currently in the field.

CHAPTER V: COMMUNITY POLICING AND COMMUNITY ENGAGEMENT

Community Policing

This section outlines a variety of efforts by the CCPD to engage with the public in various community oriented policing activities. Community Policing is a core organizational strategy of the CCPD, and this commitment is enshrined in the CCPD Policy Manual, Policy 5.28. As stated in the manual:

Community relations are based upon the principle that, in our society, the police are an integral and indivisible element of the public they serve. Community relations are manifest by positive interactions between the community and the police and represents unity and common purpose.

Community-Based Programs and Partnerships

The CCPD is engaged in a variety of community policing programs, which we will expand upon below. They include:

- Neighborhood Safety Commission (NSC)
- Bridging the Gap
- The Police Athletic League (PAL)
- CCPD Explorer Program
- The Quality of Life Task Force
- The CCPD Ranger Unit
- Neighborhood Watch
- Safety Blitzes

Cobb County also has established a Neighborhood Safety Commission (NSC), where a variety of community concerns and issues are discussed between the community and the police on a monthly basis. CCPD Policy Manual, Policy 6.03 *Public Information*, recognizes the right of the public and media to have up-to-date information on police activities, which provides transparency and accountability of noteworthy police investigations or incidents. For example, after the Ferguson Missouri incident, CCPD took the proactive step of initiating an outreach program titled *Bridging the Gap*. Bridging the Gap brings together professionals from law enforcement, the judiciary, prosecution, clergy, and interested citizenry, to have an open discussion regarding the relationship of the public with the police and criminal justice system.

To further foster good community relations, the CCPD has implemented a number of programs and initiatives designed exclusively to promote good relations between the

community and the police. The Police Athletic League (PAL) is a major undertaking, committing both department time and resources to engage young people through various athletic programs. Cobb County police officers routinely volunteer their time to PAL as coaches and mentors. Equipment, uniforms, and other expenses are paid through grants and donations to PAL, which is a charitable non-profit 501(c)(3) organization, whose mission is to make a positive difference in the lives of young people ages 4-15. CCPD assigns a full-time civilian Police Services Coordinator (PSC) to oversee all PAL activities, and coordinate volunteers.

Along with PAL, the PSC and the Special Projects Sergeant oversees the CCPD Explorer Program, which welcomes young adults ages 14-21, who have an interest in law enforcement, with the possibility that they might enter the field later in life. Participants are offered the opportunity to attend training in various police related topics and disciplines, with an emphasis on responsibility, personal discipline, and integrity.

The Quality of Life (QOL) Task Force within the CCPD is considered a community policing entity. This unit engages the public on *quality of life* issues like enforcement of zoning and code violations, which makes the community environment more safe and livable. Studies have shown that it is common for the public to see issues like trash pickup, junk cars in their neighborhood, construction noise, and other code/ordinance violations, as more important to their quality of life than robberies and stolen cars, especially if those things have never happened to them. Activities such as foot patrol at Six Flags amusement park, puts the QOL Task Force in direct contact with community members, allowing them to provide directions, answer questions, and to otherwise engage the public in a positive and proactive manner.

The CCPD Ranger Unit has patrol responsibility for all of the unincorporated Cobb County area parks and recreation facilities, sections of the Silver Comet Trail, and 1,450 acres of the Army Corps of Engineers property in NW Cobb County. In the course of their duties, the Ranger Unit will often patrol these areas on bicycles, in more casual attire. This allows for proactive and non-enforcement interaction with the public, and this type of contact supports the community policing mission of the department.

The CCPD PENS program, which sends email alerts and information to subscribing members, is particularly effective. Results of the IACP survey conducted as part of this study included numerous positive comments about the program and appreciation for the information provided. We view this process as another positive mechanism for community contact and transparency by the CCPD.

Although the Cobb County public schools are policed separately by the Cobb County School District Police Department (CCSDPD), the CCPD has found a variety of avenues for outreach to school-age children throughout the county. The CCPD Public

Information Office maintains and updates the social media for the department, which includes Facebook, Twitter, and Swift Reach automated alerts. CCPD also distributes crime prevention materials to the public at various venues, supports a Neighborhood Watch program, and provides presentations to students on safety, drugs, alcohol, and other issues, at the four high schools within the boundaries of Cobb County. Additionally, Cobb County patrol officers routinely hand-out CCPD stickers to children as a community policing effort. We also learned that CCPD supports Habitat for Humanity projects within the county and generally staff are open to volunteer efforts for various good causes within the community. In addition to all this, CCPD reaches out to the community in a variety of other ways, some official and some unofficial. Reading at local schools, community meetings, and *Safety Blitzes* also take place within the different precincts, based primarily on the initiative of individual supervisors and officers.

Despite the above efforts by the CCPD, which we think are robust and representative of good practices in exercising community policing, we were told by numerous officers that although community policing is an organizational philosophy, lack of available time makes it more difficult for them to undertake meaningful community policing efforts. Based on our analysis of staffing within CCPD, we can understand these sentiments and statements by the officers. Although the allocation of 301 personnel to the patrol division is substantial, and it meets operational needs, at the time of this report, the department was operating more than 100 officers below its authorized strength. As most of these vacancies occur within the patrol division, those within that division are burdened with absorbing the additional volume. This works against their capacity to engage 30% of their time to proactive policing efforts, including those associated with community policing.

Problem Solving

CCPD has demonstrated a proactive problem solving approach to deal with several businesses operating within the county. IACP is aware of two specific instances where CCPD has petitioned the Cobb County Business License Manager (CCBLM) to revoke or not renew a business license in order to stop the *root cause* of criminal activity. In one case, a corner market was recommended to be shut down because of the criminal element and criminal activities taking place within and around the market itself. In another case, the CCPD recommended that the CCBLM not issue a license to a halfway house, which continually displayed all the attributes of a *disorderly house* as defined by law.

A third example of problem solving activities involves utilizing the well-known SARA method as part of a project called the *Six Flags Drive Crime Reduction Initiative*. This ongoing initiative is an attempt to reduce crime in disproportionately affected neighborhoods in south Cobb County, which is where precinct two is located. While

ongoing, the multiple methodology and approaches utilized are in keeping with the problem-solving paradigm approach to crime prevention and suppression.

Additionally, the yearly goals and objectives developed by CCPD (for 2015), which include additional outreach and communication with businesses and the public, public speaking classes for officers, increased bike patrol by the Ranger Unit, and more community interactions through public forums and meetings, are all examples of a proactive, problem-solving approach to law enforcement. Again, we recognize the intentionality and substantive nature of these efforts.

Community Surveys/Feedback

In the summer of 2016, the IACP, together with the CCPD, initiated an online citizen feedback mechanism to measure the attitudes and opinions of Cobb County citizens regarding CCPD policing practices. This process involved a single open-ended question, which asked respondents to provide feedback from their perspective. The nature of this question provided citizens with an unrestricted forum to offer their thoughts, ideas, and opinions, outside of the confines of a format that forces them to choose a rating on numeric scale, or to take an *agree or disagree* position on an issue. Although qualitative surveys of this nature are harder to quantify, by their design, they provide a very broad level of understanding as to what people think and feel about the police department. Our analysis of the responses involves the development of themes and similarities, so that we can more easily report the findings.

As a result of the survey, the IACP receive 418 narrative responses. Based on our review of the responses, the IACP categorized them as follows: Very Positive, Somewhat Positive, Negative, and Very Negative. Of the responses, we classified 354, or 91.5% as Very Positive or Somewhat Positive, with 64 responses, or 8.5% being categorized as either Negative or Very Negative. Cumulatively, we consider the positive response rate of 91.5% to be a very good marker of the general impressions of the community toward the police department.

Because of the free-flow narrative style of the survey, many respondents also commented on their personal interactions and other observations of the CCPD. Many of the positive comments focused on a personal sense of safety, living in Cobb County under the watchful eye of the CCPD, whom they considered very competent. Other common themes included how professional CCPD officers are, and their quick response and follow-through to citizen complaints and problems. In addition, medical emergencies came up several times, with positive reviews on how the CCPD handled and responded to them. The PENS program, which provides information and alerts via email to the public, was also mentioned positively numerous times throughout the comments.

On the negative side, and even within some of the responses that would otherwise be considered positive, there was a sense that CCPD focuses too much on minor traffic offenses. Additionally, and again, even within positive comments, there were references to over-response by CCPD to minor traffic accidents and other incidents. Several respondents also mentioned, in both positive and negative comments that there is a perception that minorities citizens are more likely to be stopped, and/or that the department has a tendency to over-respond to incidents involving minorities. Another common theme involved suggestions for more patrol and enforcement in and around certain areas, which typically relate to where the respondent lives.

There were also many suggestions in the public responses of how to improve the CCPD, and training was a common theme. A number of respondents felt officers might benefit from training in de-escalation techniques, and bias and cultural sensitivity issues. In this regard, several comments mentioned tracking motor vehicle violations by race and gender, to better understand the impact of these interactions on the minority community. There were no references to training in the typical core competences for policing (e.g., tactics, report writing, etc.). This left us with the impression that the public is either unable to assess some of these areas or they are less concerned about them, for whatever reason. Other suggestions worth mentioning related to improving the relationship between CCPD and other partner agencies in the county, and a desire for more public oversight. To be expected, there were several very negative comments that typically reflected an interaction between the respondent and police in which the respondent felt they were treated unfairly. Conversely, there were many more comments by respondents who told stories of positive interactions with the Cobb County Police.

We also want to point out that the CCPD has an open community survey on their website, which is ongoing. We reviewed a report from CCPD concerning citizen comments received through this survey over a 2 ½ year period from 2011 to 2013. During this time 289 surveys were received. The report we reviewed contained general and demographic data about the citizen comments, as well as documentation of each comment. The report provides a general overview of the findings and responses, which we feel is valuable for CCPD as they move forward. We believe this is a useful tool, and recommend that CCPD continue to utilize this process.

Community Forums

As a part of our study, the IACP team held two separate community forums, during which members of the public were invited to provide information to the IACP team on their thoughts regarding the CCPD. The two forums were held in different parts of the county to provide citizens with a convenient location to attend. More than 100 people attended the two forums, and many in attendance provided feedback. Like the

community survey, there were positive comments and negative comments, and all followed similar themes as to those expressed in the written survey.

Many in attendance spoke positively about the police department. They described them as professional, and several provided very positive personal anecdotes regarding situations in which the police treated them very well. This included various protected-class persons. Some explained that they wanted a better relationship with the police department, and they suggested the need for officers to get out of the cars and interact more directly with the public on a consistent basis.

Others in attendance described personal situations they encountered, or that they became aware of, which they considered an example of discriminatory or biased policing, and some asked that CCPD implement a practice of collecting race data with regard to public contacts. Several people raised concerns over issues of public trust and accountability, suggesting the need for more transparency. Some in attendance also raised concerns over the internal affairs process, including the ease of the process, and the lack of public participation or oversight. There were also negative references to the VIPER unit, and the over-emphasis of tactical/militaristic actions.

Public Perception Themes

We feel it is important to point out that as we indicated from the survey data above, the overall feedback we received regarding the CCPD was very positive. Even during the community forums, in which more people raised issues and concerns, the general sentiments toward the police department were very good, and several in attendance indicated they feel there is a need for more officers. Still, there were a variety of negative comments, or those intended to improve the police department, and these followed a handful of specific themes:

- Militaristic look and use of military tactics
- Over-response to minor incidents
- Perceptions of discriminatory and biased policing
- Relationship building and community interaction
- More training on dealing with mental illness
- Community trust and accountability
- Need for more transparency and public oversight
- Increase women and minorities within the police department

As we looked at the negative issues emanating from the survey and the community forums, we also looked at some of the things that might be contributing to these issues or perceptions. Despite their best efforts, sometimes organizations actually contribute to these types of perceptions by the public. Since most residents have little or no contact with the police, the images they see, whether on the CCPD webpage or out in the

public, contribute to how they judge the department. Images of *Smokey Bear* hats, assault rifles, handcuffed suspects, and officers in tactical gear, with an ominous looking brick building in the background, all promote the image of a militaristic or *warrior* organization, rather than a community centered *guardian* focused department.¹⁹ The image below, shown in Figure 19, may appeal to those interested in joining the police force. However, those in the public may consider the pictures too *forceful* or *militaristic*.

Figure 19: Cobb County PD Website Photo 1



Another example of how the public may develop negative perceptions of the CCPD is the *Recruiting Video* available on the department webpage to invite prospective applicants. While extremely well-done, the video is heavily imaged in a militaristic style. The majority of the video depicts SWAT, Bomb Squad, armored assault vehicles and other more tactical duties and equipment associated with the job, and less day-to-day routine duties and interaction with the public.²⁰

¹⁹ <https://www.ncjrs.gov/pdffiles1/nij/248654.pdf>

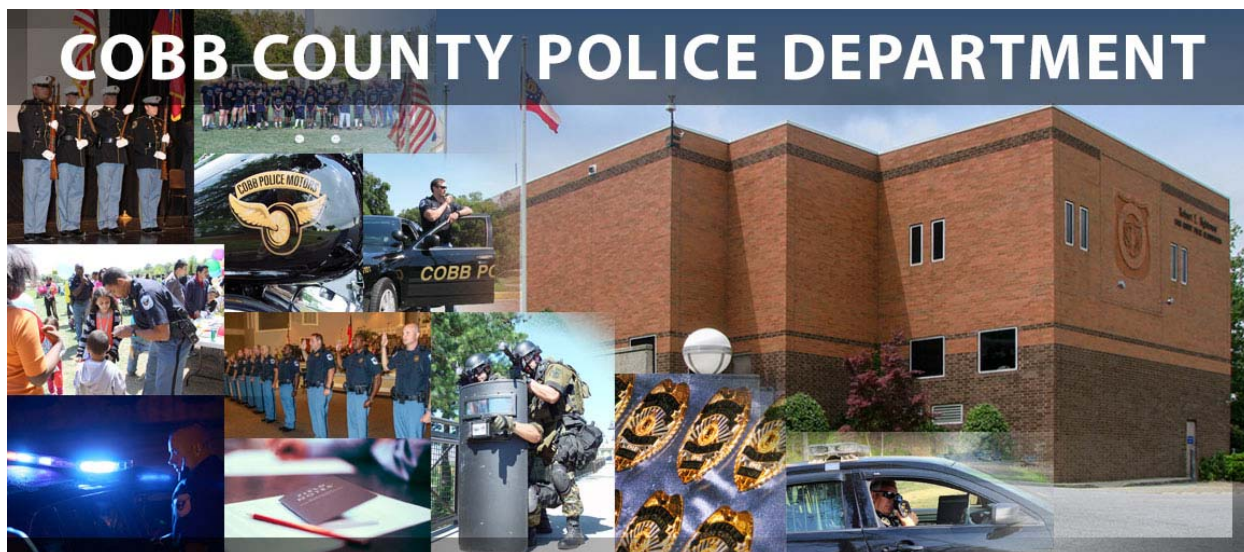
²⁰ https://cobbcounty.org/index.php?option=com_content&view=category&layout=blog&id=612&Itemid=2166

The truth is that for many, perception is reality. The department may be doing everything right in terms of practice, but if the public sees the police force as too heavy-handed, or militaristic, this will feed into negative beliefs. It is for this reason that many private companies and corporations spend millions of dollars to create a *brand* for their company that portrays them in the best possible light. Similarly, we believe that CCPD should consider their *brand* in a multidimensional way, to include for example, a review of the police uniform and equipment requirements, vehicle markings and design, and the mission and image of tactical and other specialized units within the organization (VIPER, SWAT, TAC team).

We feel it is important to note here that in the introduction to this report, we mentioned that numerous changes often take place within organizations during the time of these types of projects. Such is the case here. One of those observations involves changes to the Cobb County Government website, and the linked CCPD homepage, as well. The following images are now currently displayed on the police department homepage.

Figure 20: Cobb County Website Photos 2 and 3





These new images are good examples of what we were referencing when we mentioned a focus on proper *branding* for the police department. We congratulate the Cobb County Government and CCPD for having the foresight to update and improve the images displayed on these public portals, and we encourage officials to continue this analysis to seek ways to improve the public image of the police department.

An important tenant of community policing is the utilizing of a problem-solving approach to understand and identify the core(s) issue, and not to just treat the symptoms. In this regard, it would be prudent for the CCPD to review the Basic Officer Training Academy Program, where police image and department philosophies all start. By all accounts, the police academy does an excellent job of ensuring new officers have the knowledge, skills, and abilities (KSAs) to successfully perform their duties. However, the theme and foundations for why things are taught, and how those subjects match-up with the overarching policing philosophy, core competencies, and job descriptions, are equally important.

Co-Production Police Model

There is ample evidence to suggest that there is a community-trust gap with some citizens with respect to the CCPD. Correcting this requires intentional relationship building and connection with the community. Although community policing is an effective strategy, and true community policing involves the entire organization, these efforts often focus on individual issues or problems, leaving out the broader scope of community involvement.

Traditionally, police agencies have set the course for policing priorities within the community, and arguably, police officials have the best vantage point from which to form the basis for these strategies. However, making these decisions independently,

and without community input and involvement, works against the notion of transparency, and it can foster mistrust and damage relationships.

The President's Task Force on 21st Century Policing report addresses the co-production of policing directly. Within the section of the report that involves community-policing (pillar four), the authors appropriately point out, "Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community."²¹ The report suggests further, "Neighborhood policing provides an opportunity for police departments to do thing with residents in the co-production of public safety rather than doing things to or for them."

This concept is in keeping with the policing philosophy of Sir Robert Peel, crafted in 1829, but which still holds true today, which states,

The police at all times should maintain a relationship with the public that gives reality to the historic tradition that *the police are the public and the public are the police*; the police are only the members of the public who are paid to give full-time attention to duties which are incumbent upon every citizen in the intent of the community welfare.²²

We believe that although the CCPD has been effective and intentional with respect to data-driven and intelligence-led policing efforts, these processes have not fully engaged the public, and consequently, there is a perception of a lack of transparency. Further, without engaging the public in these decisions, the department has not created any community buy-in to the strategies engaged. Accordingly, in keeping with the President's report, we recommend that the CCPD fully engage a co-production policing model.

Citizen Oversight/Complaint Review Board

One area that the IACP was asked to review as a part of this study was consideration of a citizen oversight and/or citizen complaint review board. Currently, CCPD does not have a citizen oversight or complaint review board.

The question of whether to implement some form of oversight or review board is complicated. From a community perspective, boards of this nature provide a level of

²¹ Final Report of The President's Task Force on 21st Century Policing - http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

²² https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf

accountability, which many people feel contributes to transparency and community trust. From an administrative perspective, there are numerous issues that require resolution, to include the authority, make-up, and role of the board, and other things such as data privacy and staff confidence in the process. Additionally, boards of this nature can be expensive, particularly if they have their own investigative authority. In some circumstances, these types of review boards can also come under scrutiny due to politics, or in particular, if they seem to always find the same conclusion as the police who conducted the investigation.²³

The IACP does not have a position on whether communities should create such a board, and if they do, how the board should be configured, and/or what the focus or authority of the board should be. However, the IACP stands behind the recommendations of the 21st Century Policing Task Force, which include the creation of a citizen advisory committee to assist in developing crime prevention strategies and agency policies, as well as provide input on policing issues. We recommend that CCPD establish a committee of this nature, but we also recommend that CCPD thoughtfully consider the committee's purpose, structure, authority, and make-up.

RECOMMENDATIONS

Recommendation: Reemphasize Community Policing as a Department Strategy

Chapter V - Community Policing

Priority 1

Details:

The CCPD needs to reemphasize and revitalize their commitment to a Community Oriented Policing (COP) philosophy. This renewed emphasis must include clear direction for staff, and a culture of accountability. The infrastructure of the COP approach presently exists within the Cobb County PD, as indicated by the goals and objectives of the department, the training regimen within the department, and most importantly, as demonstrated by individual officers who care about their community and want to establish positive relationships with the citizens. To accomplish this, leaders should do the following:

- Communicate clear expectations to all command staff as to the purpose and mission of the agency, and that the community policing philosophy is mandatory for all command staff.
- Hold commanders accountable for their actions and behavior toward accomplishing short and long-term goals of the agency, particularly with respect to community policing efforts.

²³ <http://www.pbs.org/wgbh/frontline/article/is-civilian-oversight-the-answer-to-distrust-of-police/>

- Articulate and clearly communicate the vision for the CCPD to those within the department, to include the importance of community policing in building and/or repairing community relationships and public trust.
- Emphasize the core values and expectations of the agency, and communicate to officers how they can demonstrate these through community policing.
- Perform a SWOT or similar exercise to form the basis of a strategic plan for the agency moving forward within the context of community policing (and co-production policing).
- Within the strategic plan, outline some short-term goals focused on community policing that can be accomplished and recognized to sustain momentum in accomplishing the long-term goals. Make these short-term successes public within the department and in the community.
- Prioritize non-criminal interaction with youth as part of the community policing philosophy, and embrace the many programs that integrate youth into police interactions.

Recommendation: Acknowledge and Address Public Perceptions of Racism and Discriminatory Policing by CCPD

Chapter V - Community Policing

Priority 1

Details:

Cobb County PD leadership must recognize that the root cause of the strained relationships and lack of public trust with some members of the community, is the result of public perceptions of racism on the part of police officers and the agency as a whole. CCPD leadership must develop a strategy to correct that perception, identify current practices that feed this perception, and immediately modify/eliminate those practices.

Although we acknowledge the possibility that some officers may engage in disparate or discriminatory practices, in our assessment, racism is not an institutional problem within the CCPD. However, this perception has become a reality for some citizens, and they view all actions by all officers through this prism. Effective communication at multiple levels must be a key element of any strategy.

The executive leadership team must acknowledge that there is a concerning deficit of public trust in and among a portion of the population of the County. This acknowledgement must be accompanied by a shared resolve to do whatever it takes to restore the public trust, starting with personal accountability at all levels of the organization.

Suggested action steps for the executive team include:

1. Set up a meeting with every member of the CCPD in appropriately subdivided groups, to rearticulate the uncompromising agency core values, to include fair and impartial policing for everyone.
2. Provide a vision, both short-term and long-term, for the future operation of the CCPD. Discuss the importance of building and maintaining community trust, and the steps the department plans to take, particularly in those areas within the community in which some community members have expressed concerns.
3. Emphasize the great work of the majority of officers, and clearly restate that executive leadership expects staff behaviors that are consistent with agency core values.
4. Use the very best communication and change-management strategies, and ensure staff participation and buy-in as a part of this process.
5. Issue all members of CCPD personalized business cards to give out during all public interactions, to encourage a personal connection with the residents and future positive interactions. The cards could also include a link to the department survey on the website.
6. Develop a strategic plan that addresses the core issues facing the agency, including its relationship with the community. The plan should acknowledge the perceptions of racism by some within the community, articulate the core values of the agency, and identify specific measurable goals and the actions the department will take to effect necessary changes. It should also include an emphasis on co-production policing, as identified in this report, and as recommended.
7. Provide a copy of the strategic plan to the public, and assure the community that the department will provide continuing feedback on the progress of the agency toward meeting these objectives.

Recommendation: Engage a Co-Production Police Model

Chapter V - Community Policing

Priority 1

Details:

There is a need for the community to have a greater level of involvement in the decision-making processes that drive much of the policing strategies that affect them directly. Engaging a co-production policing model will contribute to community involvement, add to transparency, and build relationships and public trust.

To further expound upon and identify the concept of co-production policing, we offer the following, taken from a recent evidence assessment of the 21st Century Policing Recommendations,

The “co-production” of public safety by police and citizens through collaborative problem-solving is the core tenet of community-oriented policing, which is the focus of Pillar 4. Community-oriented policing is defined by three key features: community partnerships; problem-solving; and organizational transformation (Office of Community Oriented Policing Services, 2014; Skogan, 2006). Thus, community policing is not a policing strategy in itself, but a philosophy or framework within which the police can deploy other innovations such as hot spot policing or problem-oriented policing in partnership with the community (Scheider, Chapman, & Schapiro, 2009).²⁴

Accordingly, we make the following recommendations, which emanate directly from the report of The President’s Task Force on 21st Century Policing²⁵

- Schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.
- Engage youth and communities in joint training with law enforcement, citizen academies, ride-alongs, problem-solving teams, community action teams, and quality of life teams.
- Establish formal community/citizen advisory committees to assist in developing crime prevention strategies and agency policies as well as provide input on policing issues.

Recommendation: Establish a Formal Role for the Community/Citizen Advisory Committee

Chapter V - Community Policing

Priority 2

Details:

One of our recommendations for CCPD is to engage a co-production model of policing, and one of the components of such a strategy involves the creation of a community/citizen advisory committee. The primary purpose for such a committee is to provide ongoing input to CCPD leaders concerning agency policies, policing strategies, and organizational and operational priorities. This type of a committee can be of great value in helping to establish/maintain transparency and public trust, and also in identifying community wants and needs.

In addition to these important aspects, some communities have used a board of this nature to aid the department in ensuring accountability for the actions and/or inactions

²⁴ An Evidence-Assessment of the President’s Task Force on 21st Century Policing Recommendations, George Mason University, 2017

²⁵ The President’s Task Force on 21st Century Policing - http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

of agency staff. The IACP has no position on whether agencies should engage a board for this purpose, but we do suggest that agencies consider the need for this type of review, including how a board of this nature would function and contribute to organizational objectives. Accordingly, we recommend the creation of an advisory committee, and a thoughtful consideration by agency and government leaders as to the scope and role of that body.

Recommendation: Reinstitute the “Knock and Talk” Philosophy
Chapter V - Community Policing and Community Engagement
Priority 3

Details:

The CCPD used to have a Knock and Talk program where officers on patrol would stop, knock on a random door, and engage the public, in an effort to create good will and establish positive communication. This was initially recommended by an officer during IACP consultant interviews, and while we believe this is a good idea, it is simply one method the department can use to improve the relationships between the public and the police.

The IACP is aware that the VIPER and SWAT units have faced some scrutiny and negative perceptions by the public. Using this philosophy, CCPD officers could go door-to-door during or after the involvement of these units in a given neighborhood, to provide information to the public concerning the reasons for their presence. This would not only build better relationships with the public in general, but it may help improve the image of these units. Additionally, this process could provide additional opportunities for community members to engage the CCPD in a positive manner, and to ask questions or offer feedback to the department.

The IACP would suggest that CCPD consider this process and philosophy, and that the department look upon this practice as another proactive and innovative approach to community policing.

CHAPTER VI: JUVENILES

Policies

CCPD Policy Manual specifically addresses Juvenile Procedures (Children under the age of 17) in Policy 5.27. This policy outlines various alternatives to arrest and detention CCPD officers can take for minor violations of by-law or criminal law. This by no means shields juveniles from prosecution or responsibility for their actions, but rather, acknowledges the differences between how to treat adult offenders verse juveniles. There are specific protocols for Custody, Interrogation, Fingerprinting and Transportation options. Additionally, the CCPD Investigation Unit recognizes the need for special handling of crimes against children and domestic violence, and has set-up a special unit for this expressed purpose.

School Resource Officers (SRO)

As noted in other sections within this report, agency interactions with juveniles are an important element of policing. Positive police interactions with juveniles contribute to improved relationships and trust between the police and youth. Further, programs and projects that contribute to engaging youth in decision-making, problem solving, and collaborative efforts (such as restorative justice, youth courts, and peer interventions), lead to a sense of citizenship and contribute to reducing juvenile crime. Although CCPD does not have a school resource officer per se, considerable efforts and resources are devoted to developing relationships and providing direction and guidance for the youth of Cobb County. As discussed in Chapter V, Cobb County public schools are policed separately by the Cobb County School District Police Department (CCSDPD) who have direct access to students through a variety of their own programs and mandates.

Programs

The CCPD Public Information Office maintains the social media for the department which includes Facebook, Twitter, and Code Red. CCPD also distributes crime prevention materials to the public at various venues to include schools, and supports a Neighborhood Watch program and lectures students on safety, drugs, alcohol and other issues at the four high schools within the boundaries of Cobb County. Additionally, Cobb County patrol officers routinely hand-out CCPD stickers to children they come in contact with, which has proved to be wildly popular with younger juveniles.

The signature program of CCPD is the Police Athletic League (PAL) program. PAL offers a variety of athletic programs to the youth of Cobb County to include a Baseball Camp, Soccer Camp, Track and Football Camp. Along with PAL, CCPD offers an

Explorer Program, which welcomes young adults ages 14-21 who have an interest in law enforcement with the possibility that they might enter the field later in life.

We think it is relevant to point out that The President's Task Force on 21st Century Policing contains numerous recommendations concerning juveniles. These include recommendations for agencies to:

- Adopt policies and programs that address the needs of children and youth most at risk for crime or violence, and reduce aggressive law enforcement efforts that stigmatize youth and marginalize their participation in schools and communities.
- Work to reform policies that presently *push* youth toward the criminal justice system.
- Work with schools to keep kids in school, and encourage alternatives to suspension and expulsion through restorative justice, diversion, counseling, and family interventions.
- Work with schools to develop alternate strategies that involve youth decision making, such as restorative justice, youth courts, and peer intervention.
- Work with schools to develop an approach to discipline that encourages development of new behavior skills and positive strategies to avoid conflict.
- Work with schools to develop a memoranda of understanding for SROs that minimize law enforcement's role in student discipline.
- Engage youth in decision-making and problem-solving, and develop collaborations and interactions between police and youth.²⁶

It is our assessment that in aggregate, the policies and practices of the CCPD follow these contemporary philosophies, particularly with regard to those issues that relate directly to the CCPD. We would encourage CCPD to continue with their youth-based initiatives and focused policies, and to continue to work with the schools to find alternatives to criminal charges for youth for minor offenses.

²⁶ The President's Task Force on 21st Century Policing
http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

CHAPTER VII: EMERGENCY COMMUNICATIONS

The main purpose for the Communications Section is to answer 9-1-1 calls and to handle radio communications for the Cobb County Police and Fire Departments, Marietta Police and Fire Departments and Powder Springs Police Department. Cobb County 9-1-1 handles approximately 1,200 emergency calls and 1,000 non-emergency calls daily, for a total of 800,000 calls per year.²⁷

9-1-1 is supervised by a civilian Emergency Communications Director and a Computer Aided Dispatching (CAD) manager. The call center uses 800 mhz radios, and their tower site unit communicates with other agencies. There is a back-up location for 911 calls located in precinct one, in case of an emergency, should the headquarters location be rendered temporarily unusable.

The 9-1-1 system faces challenges due to attrition and multiple overlapping shifts in precincts, which can be overwhelming for dispatchers. Precinct desk officers (PDOs) take telephone reports if they are routed through dispatch, or if the person contacts the precinct directly. IACP learned that there are also some interoperability concerns with other counties to the north of Cobb County, but these have not had a significantly negative impact on radio operations.

Information received by IACP interviewers revealed that there is a problem with current CAD reports, because they cannot breakdown beats with specific times and days with complete accuracy. We were also told that the 9-1-1 unit is updating to new software to assist with call center responsibilities, and that Cobb County has requested a new system, but a vendor has not been identified.

Although we were told there are issues with data concerning the CFS within the beats, our IACP team was able to identify these readily through the CAD system. It is possible that these data are not easily available and/or accessible to staff within the communications center, or that staff are trying to answer a question with these data that was not fully articulated to us, or that they do not know how to access them. In any case, we were able to perform an analysis of the beats, using the CAD data provided. We would add, however, that the data we accessed was associated with a particular beat, based on the address, and a more granular analysis could occur, if data could be plotted using a geo-positioning system. If CCPD wanted to revise the current beats, and to reconstruct them in a way that balanced CFS and other factors, a system that has geo-mapping capabilities would be required; we do not know if the current system has this functionality.

²⁷ https://cobbcounty.org/index.php?option=com_content&view=category&layout=blog&id=527&Itemid=2032

Call Routing with Dispatch

Communications Officers screen all incoming requests for service and determine the appropriate response. The individual dispatcher will radio the field unit and provide the appropriate information for officer(s) to deal with the request. The field unit will respond to dispatch so there is no confusion as to who the call was assigned to and that call was properly received. There is exact protocol of both dispatcher and responding units to follow regarding safety, understanding, and clarity of purpose.

Priority Dispatching Protocols

Call Priorities are determined by dispatch but Field supervisors have the authority and responsibility to change the response mode of any call due to existing conditions and manpower. There are eight (8) priorities assigned to calls outlined in the DPS Communications Policy. Priority 1 calls require immediate response by closest available units, priority 2 calls also require immediate response but if no unit is available supervisor will be notified within two minutes to assign someone to the call. Priority 3 requires a rapid response and supervisor will be notified within 10 minutes to assign someone if no unit immediately available. Priority 4 requires a routine response. Priority 5, 6, and 7 are related to animal control and not patrol officers. Priority 9 does not require an immediate response and will be handled as time and manpower allow.

Communications Center Staffing

Employees of the Cobb County E911 Communications Bureau work under the authority of the Cobb County Director of Public Safety and therefore are under the staffing purview of the CCPD.

IACP staff were told that attrition and maintaining staffing within the communications center has been an ongoing issue. Due to the critical nature of these positions, we recommend additional focus and attention on ensuring full staffing within this unit.

Units Dispatched

For some calls, a back-up unit is recommended at the time of the original dispatch to ensure field unit safety. Those call types are identified on the list of signals at the end of the policy. The need for additional backup units will be determined by the field supervisor based on all available information

CHAPTER VIII: INVESTIGATIONS AND STAFFING

Second only perhaps to patrol, the investigative function of any police organization is vitally important to operational and organizational success. CCPD has structured its centralized investigative unit, called Crimes Against Persons, to include the major sections of Organized Crime, Narcotics, Crimes Against Persons, Crimes Against Children/Domestic Violence, and the Violent Incident Prevention and Early Response (VIPER) unit. Sub-sections include High Tech Crimes and the Special Victims Unit. Figure 21 below shows the organizational reporting structure of the centralized investigations units of the CCPD.

Figure 21: Investigations Bureau Organizational Structure

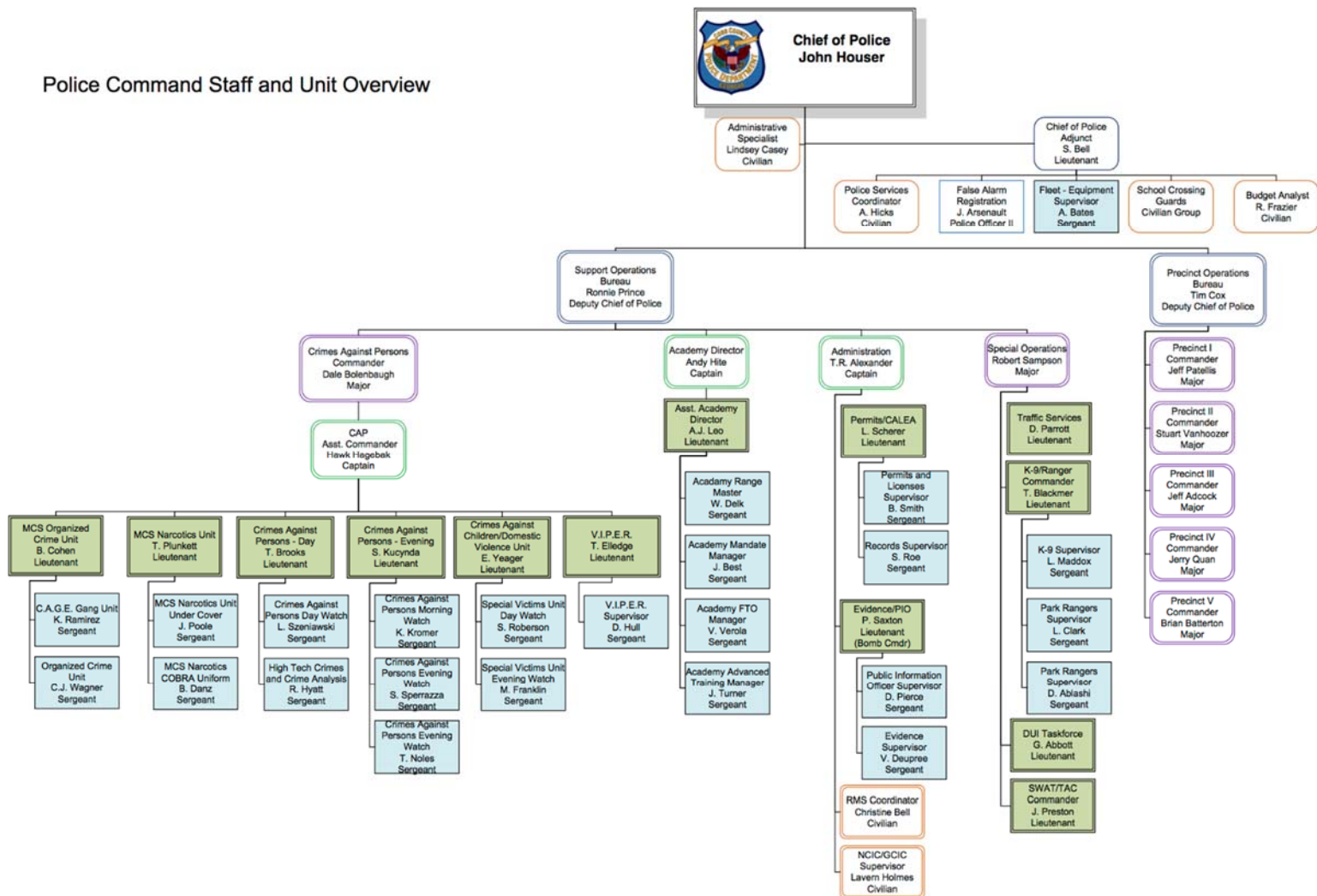


Figure 22: Crimes Against Persons Organizational Structure

Support Operations

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graph TD
    CAP[CAP Asst. Commander  
Hawk Hagebak] --> CAPE[Crimes Against Persons  
Commander  
Dale Bolenbaugh  
Major]
    CAP --> CAPV[Crimes Against Children/Domestic  
Violence Unit  
E. Yeager  
Lieutenant]
    CAP --> MCSO[MCS Organized  
Crime Unit  
B. Cohen  
Lieutenant]
    CAP --> MCSN[MCS Narcotics  
Unit  
T. Plunkett  
Lieutenant]

    CAPE --> CAPEA[Crimes Against Persons - Evening  
S. Kucynda  
Lieutenant]
    CAPE --> CAPEM[Crimes Against Persons Morning  
Watch  
K. Kromer  
Sergeant]
    CAPE --> CAPEE[Crimes Against Persons Evening  
Watch  
S. Spornazza  
Sergeant]
    CAPE --> CAPEA[Crimes Against Persons - Evening  
S. Kucynda  
Lieutenant]

    CAPEA --> CAPEA_S[Administrative  
Specialist  
L. Dodson  
Civilian]
    CAPEA --> CAPEA_S[Administrative  
Specialist  
S. Brantley  
Civilian]
    CAPEA --> CAPEA_S[Crimes Against Persons Evening  
Watch  
T. Noles  
Sergeant]
    CAPEA --> CAPEA_S[Crimes Against Persons Morning  
Watch  
K. Kromer  
Sergeant]
    CAPEA --> CAPEA_S[Crimes Against Persons Evening  
Watch  
S. Spornazza  
Sergeant]

    CAPEM --> CAPEM_S[Crimes Against Persons Evening  
Watch  
T. Noles  
Sergeant]
    CAPEM --> CAPEM_S[Crimes Against Persons Morning  
Watch  
K. Kromer  
Sergeant]
    CAPEM --> CAPEM_S[Crimes Against Persons Evening  
Watch  
S. Spornazza  
Sergeant]

    CAPEE --> CAPEE_S[Crimes Against Persons Evening  
Watch  
T. Noles  
Sergeant]
    CAPEE --> CAPEE_S[Crimes Against Persons Morning  
Watch  
K. Kromer  
Sergeant]
    CAPEE --> CAPEE_S[Crimes Against Persons Evening  
Watch  
S. Spornazza  
Sergeant]

    CAPV --> CAPV_S[V.I.P.E.R.  
D. Hull  
Sergeant]
    CAPV --> CAPV_S[Special Victims Unit  
Evening Watch  
M. Franklin  
Sergeant]
    CAPV --> CAPV_S[Special Victims Unit  
Day Watch  
S. Roberson  
Sergeant]

    CAPV_S --> CAPV_S_S[V.I.P.E.R.  
M. Bradshaw  
Uniform Officer]
    CAPV_S --> CAPV_S_S[V.I.P.E.R.  
R. Cooper  
Uniform Officer]
    CAPV_S --> CAPV_S_S[V.I.P.E.R.  
G. Roach  
Uniform Officer]
    CAPV_S --> CAPV_S_S[V.I.P.E.R.  
P. Rose  
Uniform Officer]
    CAPV_S --> CAPV_S_S[V.I.P.E.R.  
M. Walker  
Uniform Officer]
    CAPV_S --> CAPV_S_S[V.I.P.E.R.  
B. Williams  
Uniform Officer]

    CAPV_S --> CAPV_S_S[Children's Crimes  
L. Foglia  
Detective]
    CAPV_S --> CAPV_S_S[Children's Crimes  
J. Harder  
Detective]
    CAPV_S --> CAPV_S_S[Children's Crimes  
J. McFarland  
Detective]
    CAPV_S --> CAPV_S_S[Children's Crimes  
W. Neno  
Detective]
    CAPV_S --> CAPV_S_S[Domestic Violence  
A. Worthinton  
Detective]
    CAPV_S --> CAPV_S_S[Domestic Violence  
K. Adamczyk  
Detective]

    CAPV_S --> CAPV_S_S[Children's Crimes  
T. Bastis  
Detective]
    CAPV_S --> CAPV_S_S[Children's Crimes  
A. Lopez  
Detective]
    CAPV_S --> CAPV_S_S[Children's Crimes  
H. Llewellyn  
Detective]
    CAPV_S --> CAPV_S_S[Children's Crimes  
S. Tschappat  
Detective]
    CAPV_S --> CAPV_S_S[Domestic Violence  
C. Northen  
Detective]
    CAPV_S --> CAPV_S_S[Domestic Violence  
L. Wells  
Detective]
    CAPV_S --> CAPV_S_S[Domestic Violence  
B. Williams  
Detective]

    CAPV_S --> CAPV_S_S[Administrative  
Specialist  
A. Wardlaw  
Civilian]
    CAPV_S --> CAPV_S_S[Administrative  
Specialist  
Barksdale  
Civilian]

    MCSO --> MCSO_S[MCS Organized  
Crime Unit  
B. Cohen  
Lieutenant]
    MCSO --> MCSO_S[Organized Crime  
Unit  
C.J. Wagner  
Sergeant]

    MCSO_S --> MCSO_S_S[C.A.G.E. Gang Unit  
K. Ramirez  
Sergeant]
    MCSO_S --> MCSO_S_S[Organized Crime  
Unit  
C.J. Wagner  
Sergeant]

    MCSO_S_S --> MCSO_S_S_S[Criminal  
Intelligence Analyst  
D. Walker  
Civilian]
    MCSO_S_S_S --> MCSO_S_S_S[Criminal  
Intelligence Analyst  
S. Harrah  
Civilian]

    MCSO_S_S --> MCSO_S_S_S[U/C Gang Agent  
C. Tompkins]
    MCSO_S_S_S --> MCSO_S_S_S[U/C Gang Agent  
S. Vereen]
    MCSO_S_S_S --> MCSO_S_S_S[Uniform Gang  
Officer  
C. Denson]
    MCSO_S_S_S --> MCSO_S_S_S[Uniform Gang  
Officer  
J. Piper]
    MCSO_S_S_S --> MCSO_S_S_S[Uniform Gang  
Officer  
D. Rodas]
    MCSO_S_S_S --> MCSO_S_S_S[Uniform Gang  
Officer  
F. Smith]

    MCSO_S_S --> MCSO_S_S_S[Organized Crime  
Agent  
J. Israel]
    MCSO_S_S_S --> MCSO_S_S_S[Organized Crime  
Tech  
D. Ryan]
    MCSO_S_S_S --> MCSO_S_S_S[Organized Crime  
Agent  
C. Vill]
    MCSO_S_S_S --> MCSO_S_S_S[ICE Agent  
D. Schweizer]
    MCSO_S_S_S --> MCSO_S_S_S[Organized Crime  
Tech  
S. Brawner]
    MCSO_S_S_S --> MCSO_S_S_S[JTF Agent  
B. Clere]

    MCSN --> MCSN_S[MCS Narcotics  
COBRA Uniform  
B. Danz  
Sergeant]
    MCSN --> MCSN_S[MCS Narcotics Unit  
Under Cover  
J. Poole  
Sergeant]

    MCSN_S --> MCSN_S_S[Uniform Narcotics  
C. Robles]
    MCSN_S_S --> MCSN_S_S[Uniform Narcotics  
B. Abernathy]
    MCSN_S_S --> MCSN_S_S[Uniform Narcotics  
Vacant]

    MCSN_S --> MCSN_S_S[U/C Narcotics  
W. Jarrell]
    MCSN_S_S --> MCSN_S_S[U/C Narcotics  
C. Isbell]
    MCSN_S_S --> MCSN_S_S[U/C Narcotics  
Vacant]
    MCSN_S_S --> MCSN_S_S[U/C Narcotics  
Vacant]
    MCSN_S_S --> MCSN_S_S[HIDTA Agent  
Vacant]
```

The Crimes Against Children/Domestic Violence Unit, also referred to as the Special Victims Unit (SVU), has one lieutenant, two sergeants, and twelve investigators. SVU investigates Crimes Against Children, Elder Abuse, Stalking, and Domestic Violence.

There are two detectives assigned to Auto Theft under the command of a sergeant. Auto Theft has a substantial case load, with typically over 1200 reported auto thefts per year, plus title fraud investigations. This unit is allocated two additional detectives, but the positions are not currently filled.

CAGE is a Multi-jurisdictional anti-gang task force with four investigators assigned to the task force from CCPD. CAGE conducts street level crime stops, assist with requests for enforcement from precincts, and participates in educational programs for adults and children.

The Intelligence Unit is a multi-jurisdictional task force that investigates activities such as human trafficking, prostitution, gambling, and homeland security issues. The homeland security component is more of a clearing house to share information with the agent assigned to the Joint Terrorist Task Force. The Intelligence unit also focuses on crime rings and organized crime. The Unit has one lieutenant, one sergeant, and five investigators assigned to the task force from Cobb County.

The Narcotics Unit is a multi-jurisdictional task force, focused on drug interdiction and investigation. One lieutenant and two sergeants are assigned to the task force from CCPD.

There is another specialty unit called the Violent Incident Prevention and Early Response unit (VIPER). Although not an investigative unit per se, VIPER supports the investigative function and provides a proactive police response to predicted violent criminal activities, based on investigative intelligence. The function of VIPER is to combat street robberies, and reduce gun crimes; they also assist with some narcotic and gang activities as well. This unit has one lieutenant, one sergeant, and currently has six officers, although they are authorized to have twelve officers. This unit works a combination of uniformed and plain clothed assignments.

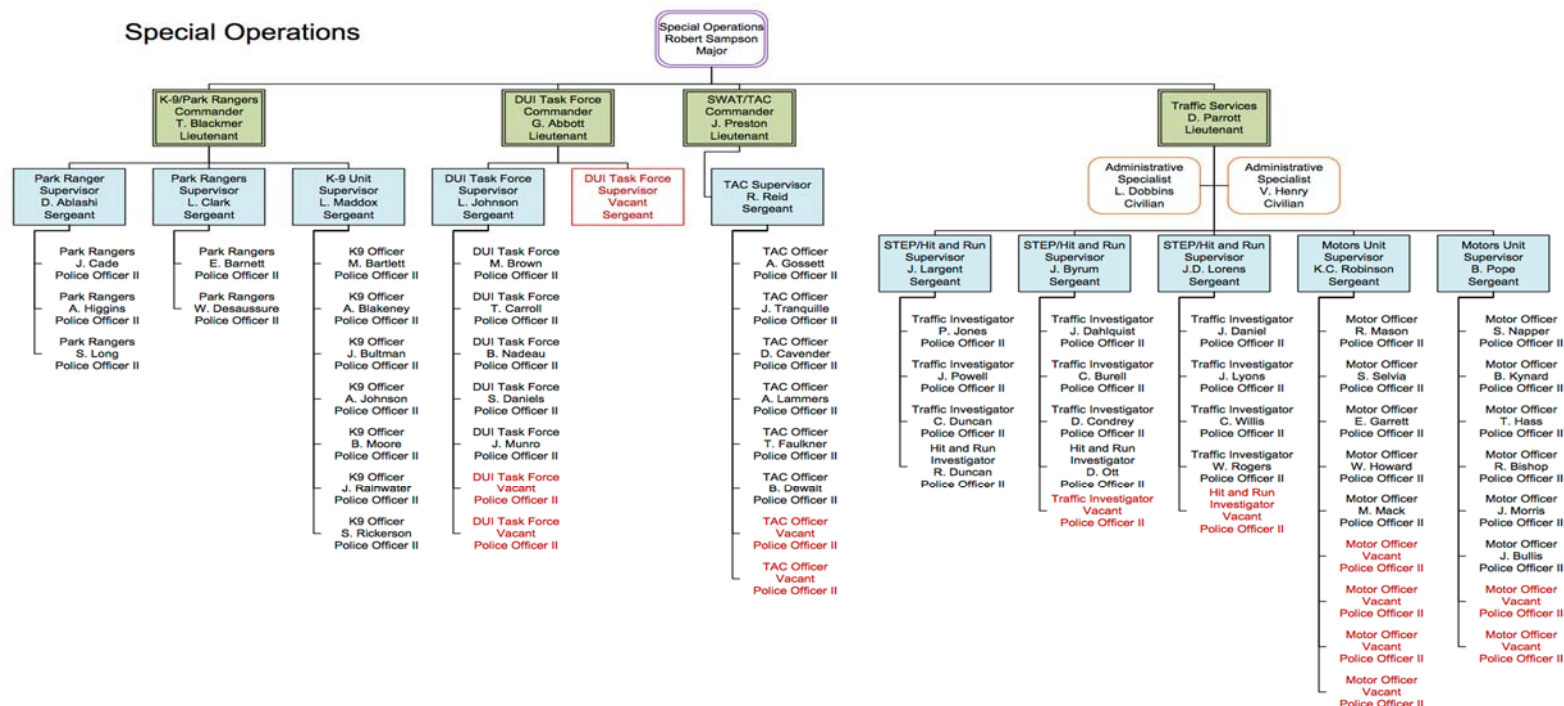
The aforementioned numbers on staffing were communicated to IACP consultants during staff interviews and may not exactly match staffing numbers reflected in Figure 22 above (or the data provided by Lt. Scherer). We would attribute any discrepancy to fluctuations in staffing and assignments.

In Figure 23, we provide the organizational chart for the Special Operations division, which is separate and distinct from the CAP division. There are elements of investigation related to hit and run and traffic investigation within this unit, but these are primarily traffic-related. Special Operations are under the command of a major, with four reporting lieutenants, each of whom commands one of the following operational categories:

- K-9 and Park Rangers
- DUI Task Force
- SWAT/TAC
- Traffic Services

The Special Operations division provides enforcement and prevention units in the areas of impaired drivers, accident investigation, tactical operations, K-9, narcotics, explosive detection, and off-road park and recreation policing services.

Figure 23: Special Operations Organizational Structure



Staffing

Determining appropriate staffing levels within the investigations division, and particularly staffing for criminal investigations, is complicated; however, this section provides our assessment of the staffing needs of the investigations function within the CCPD, which we will outline in detail below. However, before doing so, we feel compelled to discuss some of the content of two documents submitted by Lt. Scherer to Deputy Chief Prince in 2016. As we have already mentioned, we have pulled various information and data directly from these documents, and we have included them in this report. We have pulled additional data from those documents for this section, and they are included below. Again, as noted previously, we commend Lt. Scherer on these documents; they are well done and very informative.

In the opening remarks of the report to Deputy Chief Prince regarding staffing of the Special Victims Unit, Lt. Scherer indicates that IACP does not have a formula for determining investigative staffing needs. The statement is correct in one sense, in that there is no uniform industry formula for this, as the process is very complex. This is because there are no set standards for determining such staffing levels. Each agency is different, and the myriad variables make it impossible to conduct a straight agency-to-agency analysis. For example, it is difficult to track actual hours on a case, time spent on

cases is not consistent among investigators, in some cases multiple investigators work on the same case, some supervisors are more attentive and close cases that are not progressing more quickly, different types of cases take longer to investigate, and various factors contribute to differences in determining which cases should be investigated, and which should be inactivated.

In calculating the needs assessment for SVU, Lt. Scherer used a process that has merit, but one that does not account for all of the variables above. In fact, Lt. Scherer appropriately noted several limitations to the findings of the memo. Still, the process used was generally sound. In short, it involved determining how many cases are assigned, how long they take to complete, and how much time investigators have available to do the work. We will use a similar process below, but would add the same cautionary to our process as we have observed in Lt. Scherer's process. There are many variables involved in determining investigative staffing. It is our assessment that no process fully assesses these needs, due to a wide range of variables. However, we have used a variety of calculations and analyses to draw our conclusions, and our narrative below outlines our findings. Generally speaking, our assessment relies on workload and work outputs, and we will examine these further in this chapter. Our process also relies on our collective experience in assessing staffing levels within police agencies, and on national and other comparative data we have at our disposal.

Table 75 below reflects a total of 55 detectives assigned to Crimes Against Persons investigations, and 46 officers/detectives assigned to Special Operations.

TABLE 75: Investigations Bureau Staffing

Crimes Against Persons	Major	Capt.	Lt.	Sgt.	Detective
Crimes Against Persons	1	1	2	5	20
Crimes Against Children			1	2	13
Narcotics/Org Crime			2	4	16
Violent Crimes			1	1	6
Total	1	1	6	12	55

Special Operations	Major	Capt.	Lt.	Sgt.	Detective
Special Operations Admin		1			
DUI Task Force			1	1	5
Motors				2	11
STEP			1	2	10
Hit and Run				1	2
TAC			1	1	6
Ranger				2	5
K9			1	1	7
Total	0	1	4	10	46

Source: Cobb County Provided Data

Although not reflected in Table 75 above, there are four lieutenants, nine sergeants, and twenty-six detectives assigned to investigations at the precinct level, which includes a sergeant and two investigators working in auto thefts out of precinct two.

Work Schedules

During IACP interviews with investigation unit personnel, we were informed that due to the nature and importance of investigations, especially major crime investigations, there are no overtime limitations. We were also told investigators handle about 20 cases per month and supervisors routinely conduct investigations as well, on an as-needed basis. It is possible that investigators are carrying 20 cases (or more) per month, but the data we examined does not support this statement.

We were also told, and observed within the organizational charts, that both the Crimes Against Persons and Special Victims Units operate with a day and evening shift. This provides for greater flexibility of these units and we believe this is a very positive and helpful staffing structure.

Based on a normal work schedule, investigators are scheduled to work 2,080 hours per year. However, negotiated leave and vacation time, sick and injured time off, training requirements, and compensatory time off, means that in actuality, investigators are only available to conduct work assignments for about 1719.6 hours per year. This is a

significant discrepancy between total hours charged to the department, and the actual availability to conduct investigations, see Table 76 below.

TABLE 76: Investigations Availability

Annual Hours Worked	2080
Leave Category	
Annual Leave Hours	145.8
Holiday Leave Hours	50.9
Sick Leave Hours	45.3
Military Leave Hours	6.4
Workers Comp Hours	2.5
Training	109.5
Sub-Total	360.4
Average Annual Availability	1719.6

As with patrol, we will use this number to calculate available time in other portions of this section.

Case Management

Cases are tracked by a case management system called OSSI. The system color codes cases based on status for easy identification. OSSI will show all open and active cases as well as show work progress. The system can also notify supervisors if a case has been sitting and not worked on for any specified time frame. The system does incorporate solvability factors, but they are not used in major crimes as they all are investigated, which also serves to increase workload. Unit supervisor reviews the individual reports, and makes the determination to assign to a detective for follow-up or electronically filed if no follow up is required. The supervisors have access to each detective's electronic *Dash Board*. The Dash Board shows current cases assigned to an individual detective, dates assigned and types of cases. Supervisors can select any individual case, expand the information and check current status of the case from this screen. This feature allows for supervisors to quickly determine the caseload of individual detectives.

Based on the information we received, it appears that OSSI is functioning well, and serving the general needs of the CCPD. However, we heard from some that there are improvements that could be made to the program. We also heard that CCPD has been in discussions with the vendor to make some of those changes. We encourage continuation of those processes.

Policies and Procedures

CCPD has a number of policies governing activities and assignment to the Investigation Bureau. To even become an investigator an officer must apply under the guidelines of the Transfers and Specialty Assignment Requests - Policy 2.12. Along with Transfers and Specialty Assignment Requests, there is also governing policy for Evidence Documentation, Classification, Packaging, Storage and Disposal, - policy 3.12, 3.13, 3.14 and 3.15, Confidential Informants - Policy 3.17, Surveillance, Undercover, and Decoy Operations - Policy 3.18, Interrogations and Confessions - Policy 5.10.

There is also a very comprehensive policy related to Detective Operations – Policy 6.01, which covers call-out procedures, case screening, case assignment, case management, case solvability, and case-hold, in cases where there are no solvability factors and no further action will be taken, inactive cases, and closed cases.

We also found and reviewed SOPs relating to Crimes Against Children, Crimes Against Persons, Domestic Violence, High Tech Crimes, and Bomb Squad Investigations.

Generally, we found the policies, procedures, and SOPs for CCPD to be robust and thorough. Additionally, in our review of the policies and SOPs, we found that significant attention has been paid to the issue of domestic violence. However, we could find no evidence in practice or procedure, to indicate that CCPD uses a lethality assessment as part of their domestic violence investigation and intervention strategy. We would encourage CCPD to examine this issue further, and to consider adopting this philosophy.

Workload and Caseloads

In this section, we will provide various data and tables that outline the workload and caseloads of those who conduct investigations within the CCPD. These data emanate from various sources, to include 2015 CAD data, 2015 data supplied by CCPD, 2016 CAD data and CCPD supplied data, and data culled from Lt. Scherer's report, which we have mentioned previously. There are numerous discrepancies and variations among and between these data, and a close comparison of these tables will reveal that fact. Regardless, we do not feel that these variances significantly affect our analysis.

In Table 77 below, we provide the total number of cases assigned to investigators from 2013-2015, separated by unit.

TABLE 77: Cases Assigned by Year/Unit

Investigations Unit	2013	2014	2015
Criminal Investigations Unit Pct. 1	863	780	537
Criminal Investigations Unit Pct. 2	919	815	786
Criminal Investigations Unit Pct. 3	1104	928	848
Criminal Investigations Unit Pct. 4	665	709	742
Criminal Investigations Unit Pct. 5	418	463	550
Crimes Against Persons	1636	1520	1513
Crimes Against Children	837	952	1014
Domestic Violence	619	500	510
Auto Theft	387	369	372
STEP	265	536	358
Intelligence	76	11	7
Uniform Investigative	40	101	104
Narcotics	1	1	0
High Tech Crimes	23	10	20
Arson	23	37	30
Animal Control	0	3	21
Animal Control Investigative	0	0	184
Fraud	0	1	1
Quality of Life	0	0	0
Total	7876	7736	7597

Source: Cobb County Provided Data

To put this into perspective, for 2015 the CIUs handled a total of 3,429 cases. The CIUs have 35 sergeants and detectives assigned to them. Using this number, we calculate that the average annual caseload is 98, with a monthly caseload of about 8 per investigator/sergeant.

We can make a similar calculation for the Crimes Against Persons and SVU investigators. For 2015, these units handled 3,057 cases, and based on the assignment of 40 detectives and sergeants, the annual caseload per investigator was 76. The average monthly caseload was approximately 6. We will analyze these numbers in greater detail below, but these monthly caseloads are not outside of the norm for police investigation units.

In Table 78 below, we provide the total number of cases assigned for investigation for years 2013-2015. Overall, the number of case assignments has not changed dramatically.

TABLE 78: Cases Assigned by Year – Percentage Change

Year	Counts	% Change
2013	7876	
2014	7736	-2%
2015	7597	-2%

Source: Cobb County Provided Data

Table 79 below shows the case assignments by category in the domestic violence unit.

TABLE 79: Case Assignment in Domestic Violence Unit

Offense	2013	2014	2015
SIMPLE ASSAULT/SIMPLE BATTERY	129	80	94
BATTERY / ASSAULT OFFENSE-OTHER	85	71	55
HARASSING/THREATENING COMMUNICATIONS	84	57	43
STALKING	55	55	57
DOMESTIC DISPUTE	40	35	17
AGGRAVATED STALKING	24	25	33
VIOLATION OF A COURT ORDER	23	14	24
NEGLECT ELDERLY	17	15	33
TERRORISTIC THREATS / INTIMIDATION	27	18	11
PERSON DOWN/PERSON INJURED/EMOTIONALLY DISTURBED PERSON	8	8	16
AGG ASSAULT/ BATTERY-KNIFE OR CUTTING INSTRUMENT	8	13	12
WELFARE CHECK	6	9	6
AGGRAVATED ASSAULT-FAMILY WEAPON (IDENTIFY WEAPON)	14	8	5
CRIMINAL TRESPASS	13	6	4
ALL OTHERS	86	86	100
TOTALS	619	500	510

Source: CCPD Data (showing case categories with 10 or more cases)

In this table, we have included only those categories in which the annual total for one of the three years was more than 10. We have grouped the remaining offenses in a category called *all others*.

What is notable in Table 79 is that offenses assigned to this unit are down substantially over the three-year period. The overall totals are down 17.6%, and totals related to Simple Assault and Battery, are down 30.37%. This does not necessarily mean that the number of these offenses is down by the same amount, but it indicates less cases being assigned to this unit for investigation and/or follow-up.

In Table 80 below, we provide the number of cases assigned to each unit for 2012-2015. Additionally, we provide the number of cases cleared, and the percentage rate for clearance of cases within each unit category.

TABLE 80: Case Assignment and Clearance by Unit

Investigations Category	2012			2013			2014			2015		
	Assgn.	Clrd.	Pct. Closed	Assgn.	Clrd.	Pct. Closed	Assgn.	Clrd.	Pct. Closed	Assgn.	Clrd.	Pct. Closed
CRIMES AGAINST CHILDREN	1037	768	74.06%	843	621	73.67%	983	684	69.58%	1021	781	76.49%
DOMESTIC VIOLENCE	714	509	71.29%	619	169	27.30%	513	182	35.48%	532	245	46.05%
CAC/DV TOTALS	1751	1277	72.93%	1462	790	54.04%	1496	866	57.89%	1553	1026	66.07%
CRIMES AGAINST PERSONS	168	134	79.76%	12	12	100.00%	1326	938	70.74%	1529	1014	66.32%
HOMICIDE	1175	979	83.32%	1229	1036	84.30%	137	127	92.70%	0	0	0.00%
ROBBERY	369	80	21.68%	394	86	21.83%	68	23	33.82%	0	0	0.00%
HIGH TECH CRIME SERVICES	22	18	81.82%	23	20	86.96%	10	8	80.00%	26	25	96.15%
CAP TOTALS	1734	1211	69.84%	1658	1154	69.60%	1541	1096	71.12%	1555	1039	66.82%
CIU1	991	305	30.78%	859	257	29.92%	784	296	37.76%	540	222	41.11%
CIU2	1159	354	30.54%	918	280	30.50%	822	303	36.86%	798	349	43.73%
CIU3	1274	365	28.65%	1102	287	26.04%	930	273	29.35%	780	168	21.54%
CIU4	687	320	46.58%	653	241	36.91%	708	286	40.40%	744	316	42.47%
CIU5	377	186	49.34%	374	202	54.01%	426	225	52.82%	507	278	54.83%
CIU TOTALS	4488	1530	34.09%	3906	1267	32.44%	3670	1383	37.68%	3369	1333	39.57%
ANIMAL CONTROL	0	0	0.00%	0	0	0.00%	1	1	100.00%	202	196	97.03%
ARSON	24	9	37.50%	24	6	25.00%	34	14	41.18%	31	24	77.42%
AUTO THEFT SQUAD	336	210	62.50%	373	222	59.52%	345	212	61.45%	338	228	67.46%
HIT & RUN	555	384	69.19%	233	141	60.52%	487	282	57.91%	318	203	63.84%
ORGANIZED CRIME UNIT	44	35	79.55%	84	74	88.10%	20	10	50.00%	10	9	90.00%
PAWN SHOPS	58	47	81.03%	45	37	82.22%	39	30	76.92%	47	41	87.23%
PRECINCT - UNIFORM - ALL	14	12	85.71%	20	13	65.00%	16	13	81.25%	89	57	64.04%
S.T.E.P.	59	59	100.00%	31	30	96.77%	38	38	100.00%	38	32	84.21%

Source: Cobb County Provided Data

We wish to point out here that in calculating the numbers above, we considered an unfounded case to be a cleared case. Our reasoning here is that the case was assigned for investigation, and although it did not result in a charge, it was necessary to actually investigate the case, which contributes to overall workload.

Our analysis of the case clearance rates in Table 80 is that they are excellent. Although there are no national standards for clearance rates, whether in aggregate, or by division, clearance rates that consistently exceed 50% are very good. In the case of CCPD, the CAP clearance rate is between 66%-71% over the four-year period. For the SVU, the clearance rates are between 54%-72% of the same period. The types of crimes investigated by CAP and SVU often have a higher clearance rate, as their solvability factor is often much better than for other types of crimes. Still, these consistent clearance rates are impressive, and they indicate a competent workforce and process. Even in examining the clearance rates for the CIUs, we note at the percentages run between

34%-39%. Again, these rates are strong, considering that many of the crimes investigated by the CIUs are property-related, with much lower solvability rates. In aggregate, the clearance rates shown in Table 80 are very good.

Detective Caseloads

We have already mentioned caseloads in our discussion concerning Table 77 above. In Table 81 below, we provide an analysis of the caseloads based on unit. Using staffing information provided in Table 75, we calculated the average caseloads for investigations personnel. Because of the variety of investigative responsibilities by unit and detective, along with the potential complexities of any type of investigation, average caseloads per investigator, by themselves, are not an appropriate metric for measuring performance. However, they do provide a level of awareness of the workload. Table 81 below provides insight into this metric, which reflects variations in the caseloads per detective, in the different categories. These variations are typical, and are commensurate with the category of crime.

TABLE 81: Average Annual/Monthly Caseloads - 2015

Unit	Assigned	# of Det.'s*	Avg. Caseload
Auto Theft**	338	3	9.39
Crimes Against Children	1553	15	8.63
Crimes Against Persons	1555	25	5.18
CIU1	540	7	6.43
CIU2	798	7	9.50
CIU3	780	7	9.29
CIU4	744	6	10.33
CIU5	507	5	8.45

*Includes sergeants

**These detectives work out of CIU2

The caseloads shown here follow a similar pattern in terms of durations relative to unit type. Investigators assigned to crimes against persons tend to have fewer cases assigned per month than those who investigate property crimes. Again, CAP and CAC units have relatively low monthly case totals, compared to the CIU and Auto Theft investigators. As with our other calculations, we have included sergeants in the investigator totals. We recognize that supervisors may not carry a full caseload, and this may skew the numbers to some degree.

In Table 82 below, we calculated the average amount of hours each investigator has available for each case. This model engages the workload hours available as calculated in Table 76 above. Like case clearance rates, there are no set standards for case assignments. To illustrate this, in other engagements, the range of monthly case assignments for crimes against persons was 3.3-9.6, and the range for property crimes

was 5.5-9.2. Admittedly, these are broad ranges, but they point to the imperfect nature of calculating investigative caseload.

One of the numbers reflected in Table 82 below is the total number of hours available for each investigator for each case. However, the data in Table 82 assumes two important things. First, it assumes that each unit was fully staffed for the duration of the year. Second, it assumes that investigators use all of their available time to work on cases. We are aware that neither of these is true. To understand overall workload and capacity better, we provide additional information below.

TABLE 82: Investigative Capacity per Detective – 2015 (Model 1)

Investigation Unit	Cases Assigned	Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
Auto Theft (from CIU2)	338	3	112.67	9.39	1719.6	143.30	15.26
Crimes Against Persons	1553	25	62.12	5.18	1719.6	143.30	27.68
Crime Against Children	1555	15	103.67	8.64	1719.6	143.30	16.59
CIU1	540	7	77.14	6.43	1719.6	143.30	22.29
CIU2	798	7	114.00	9.50	1719.6	143.30	15.08
CIU3	780	7	111.43	9.29	1719.6	143.30	15.43
CIU4	744	6	124.00	10.33	1719.6	143.30	13.87
CIU5	507	5	101.40	8.45	1719.6	143.30	16.96

*Averages assume staffing at the allocated number.

Other Workload Data

Based on our observations and interviews with detectives and supervisory personnel, we know that other duties and consume a substantial amount of daily activity for investigators. To quantify investigative and non-investigative work efforts, we provided an Internet-based survey to the detectives; we did not collect any identifiable information in the survey. Table 83 below shows the results of the workload question from the survey.

TABLE 83: Investigations Survey

	CCPD	City #1	City #2	City #3	National Survey Averages		
Category Options	Avg. Pct. of Time	Avg. Pct.	Avg. Pct.	Avg. Pct.	Detectives	Supervisors	Combined
Administrative/Other	7.71	6.56	9.22	11.79	5	8	7
Arrest	3.20	3.49	2.06	5.74	3	3	3
Community Contact	2.82	1.16	3.75	6.17	3	3	3
Crime Lab	0.20	0.58	0.65	0.58	3	1	1
Crime Scene Processing	2.89	0.60	0.45	0.89	4	4	3
Court/Trial Prep	2.68	3.74	3.05	2.89	2	2	2
District Attorney Follow-Up	1.70	2.64	3.06	2.07	2	1	1
Evidence Views/Disposition	2.54	1.24	1.23	1.00	2	1	1
Interviews	8.86	9.98	5.42	5.52	9	8	8
Investigations	19.65	22.76	20.39	16.81	21	14	14
Legal (e.g. Search Warrant, Arrest Warrant)	4.31	6.52	5.83	5.52	3	3	3
Meetings	2.77	6.07	5.99	3.58	4	4	5
Phone Calls/Emails	8.15	6.86	9.66	8.11	8	8	7
Report Writing	19.41	13.29	9.03	11.15	22	16	16
Supervisory Duties	4.51	0.42	6.84	4.67	0	14	15
Surveillance	1.98	4.63	2.81	4.47	4	4	4
Teaching	0.74	1.32	0.58	0.76	1	1	1
Threat Assessment	0.68	0.54	1.00	0.92	1	1	1
Training	1.63	1.44	3.30	1.44	2	2	2
Travel/Driving	3.55	6.17	4.36	5.92	3	2	3
Total	99.98	100.01	98.68	100.00	102	100	100

Source: IACP Investigations Self-Reported Survey CCPD

*Totals do not equal 100% due to rounding.

**Results come from a national survey (2016), involving 906 responses, which includes 347 supervisors

Within the survey, investigators were asked to quantify the percentage of time they spend conducting various activities. From this self-reported data, we note that administrative/other, meetings, teaching, and phone call/emails, account for roughly 19% of the time available for detectives (highlighted in orange above). These self-reported figures are consistent with other IACP studies, which range from 20%-25%, and a national survey, which suggests investigators across the U.S. spend about 18% of their time on the same activities.

Assuming this data is relatively accurate, these four categories alone would significantly reduce the available time for investigations to handle cases. It is also noteworthy that those queried reported that investigation activities only consume about 20% of their time. Admittedly, some of the other categories of work relate to investigations (e.g. phone calls, report writing, legal), but the breakdown of work, and the limited percentage of time actually spent investigating cases, is remarkable, and

worthy of understanding by supervisors evaluating the work and case progress of investigators.

One aspect of work that we did not identify in Table 83 above is community policing. The fact that certain officers work in the investigations unit does not mean they cannot or should not engage in community policing efforts. Those assigned to investigations tend to include the most tenured and capable officers in the department. Accordingly, they have much to contribute from a community policing perspective. Police agencies in general, and CCPD in particular, would benefit from engaging detectives in the community policing process. Whether this occurs independently or collaboratively, we encourage this practice. However, doing so will reduce further the available hours' detectives have available for investigative work, so integrating detectives into the community policing process should be done with an understanding of how this shifts the work burden, and the need for additional personnel in the investigations bureau.

Using the data from Table 83 above, we determined that CCPD investigators spend approximately 19% of their time on non-investigative activities (within the four orange categories), and this equates to 395 hours. Based on the loss of hours to leave time from Table 76, and with the removal of these non-productive hours, investigators have only about 1,326 hours per year to investigate cases, see Table 84 below.

TABLE 84: Investigative Capacity per Detective - 2015 (Model 2)

Investigation Unit	Cases Assigned	Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
Auto Theft	338	3	112.67	9.39	1326	110.50	11.77
Crimes Against Persons	1553	25	62.12	5.18	1326	110.50	21.35
Crime Against Children	1555	15	103.67	8.64	1326	110.50	12.79
CIU1	540	7	77.14	6.43	1326	110.50	17.19
CIU2	798	7	114.00	9.50	1326	110.50	11.63
CIU3	780	7	111.43	9.29	1326	110.50	11.90
CIU4	744	6	124.00	10.33	1326	110.50	10.69
CIU5	507	5	101.40	8.45	1326	110.50	13.08

*Averages assume staffing at the allocated number.

What we are showing in Table 84 is what we would consider a worst-case scenario. It is more likely that some of the time investigators attribute to non-productive activities is actually supporting their investigations. It is also important to note that the time available per case is actual time focused on that particular investigation. When we consider the actual productive work time per case, the above numbers, even those from Table 84, cover a significant amount of work effort. Still, these calculations are why it is so difficult to assess investigative staffing, and they also illustrate how quickly

investigator productivity can deteriorate, when they are tasked with multiple and competing objectives.

In Table 85 below, we provide data regarding the duration that cases are open for the respective investigative units. With the exception of Auto Theft and CIU2, all of the units report case closure averages within a month. When Auto Theft and CIU2 are removed from these totals, the average case closure timeline is roughly 20 days. These numbers are significant, because one of the main issues for investigators is carrying cases for extended periods. The fact that cases within CCPD investigations are turning over each month, helps ensure that investigators are able to catch new cases as they come in.

There is another very important point about the data in Table 85. If we were looking at case closure rates exclusively, one could make an argument that CCPD simply inactivates or closes cases if they are not promptly solved. It would actually be a believable argument, except that the crime clearance rates shown in Table 80 are very high, which points to a high percentage of case resolution, not simply to cases being discarded because they are no longer fresh.

TABLE 85: Investigation Duration by Category of Assignment - 2015

Unit	Cases Assigned	Avg. Days to Close
Auto Theft	183	63.60
Crimes Against Children	808	21.77
DOMV	244	19.32
Crimes Against Persons	973	22.69
HTCS	25	24.08
CIU1	220	19.97
CIU2	283	43.12
CIU3	178	20.61
CIU4	318	21.29
CIU5	274	13.39
Totals	3506	28.45

Source: Cobb County Provided Data

In Table 86 below, we provide a list of investigator-specific data from 2016. For confidentiality purposes, we have removed the names of the investigators, and listed them only by a number. In Table 86 we can see that these 17 investigators averaged about 26 hours per case, and that they had an average monthly caseload of about six.

Because these are crimes against persons, we would expect to see more investigative time on these cases, as opposed to property crimes cases. Additionally, we would expect to see smaller caseloads, because of the additional time required for each case.

Based on the data from Tables 82 and 84, CAP investigators have between 21-27 hours to dedicate to each case. The numbers in Table 86 are on the higher side of this equation, but they are within the range.

TABLE 86: Crimes Against Persons Case Data - 2016

Detective	Cases Assigned	Avg. Hours per Case	Avg. Mo.
#1	45	23.66	3.75
#2	60	33.55	5.00
#3	58	34.32	4.83
#4	82	25.31	6.83
#5	77	22.63	6.42
#6	49	13.63	4.08
#7	85	20.75	7.08
#8	58	35.62	4.83
#9	48	21.4	4.00
#10	92	23.43	7.67
#11	88	24.13	7.33
#12	80	26.08	6.67
#13	81	25.4	6.75
#14	89	23.6	7.42
#15	66	33.55	5.50
#16	63	36.38	5.25
#17	58	34.63	4.83
Total	1179	26.68	5.78

Source: 2016 Support Services Memo; Lt. Scherer

Similar to Table 86 above, Table 87 below shows the average time per case and average caseload for the High Tech Crimes investigators. Again, the number of cases is slightly higher, as these cases are more property-related. Additionally, the average number of cases is higher, but it is not significantly higher.

TABLE 87: High Tech Crimes Case Data - 2016

Detective	Cases Assigned	Avg. Hours per Case	Avg. Mo
HT - #1	74	23.58	6.17
HT - #2	150	12.76	12.50
HT - #3	38	51.97	3.17
HT - #4	96	19.88	8.00
Totals	358	21.07	7.46

Source: 2016 Support Services Memo; Lt. Scherer

In the same survey in which we asked investigators to quantify and self-report their non-investigative time, we also asked them to provide data related to their current and preferred caseloads; we reflect their responses in Table 88 below.

TABLE 88: Self-Reported Current and Preferred Investigative Caseload

	CCPD	National	CCPD	National	CCPD
Investigations Caseload	Current Load	Avg.	Preferred Load	Avg.	Responses
Fraud/Financial Crimes	No Data	18	No Data	11	No Data
Homicide/Violent Crime	14	15	8	9	17
Other Crimes Against Persons	14	18	9	12	26
Property Crimes	19	18	12	11	33
General Investigations	23	14	11	9	10
Other Specialized Unit	5	13	4	9	13
Task Force	65	10	5	7	1
Vice/Narcotics	6	11	4	7	4
Total					104

Source: IACP Investigations Self-Reported Survey CCPD

*Results come from a national survey (2016), involving 906 responses, which includes 347 supervisors

The self-reported actual caseloads for investigators at CCPD are very similar to those reported nationally. In addition, the self-reported preferred caseloads are very similar to those reported nationally. Again, as we noted above, the case closure rates for CCPD suggest that there is very little carryover of cases on a monthly basis. In Table 89 below, we provide additional survey data from CCPD and IACPs national survey of investigators.

TABLE 89: Self-Reported Case Closure Expectations in Days Active

Current and Reported	CCPD	CCPD	Natl.	CCPD	CCPD	Natl.	CCPD	CCPD	Natl.	CCPD	CCPD	Natl.	CCPD # of
Case Closure Timelines	0-30	Pct.	Pct.	31-60	Pct.	Pct.	61-90	Pct.	Pct.	Over 90	Pct.	Pct.	Responses
Serious Persons	11	18.97%	54.95%	9	15.52%	17.77%	27	46.55%	11.68%	11	18.97%	15.61%	58
Other Persons	8	14.29%	38.16%	26	46.43%	40.32%	17	30.36%	14.61%	5	8.93%	6.90%	56
Property Crimes	14	23.33%	30.04%	31	51.67%	35.72%	13	21.67%	19.76%	2	3.33%	14.48%	60
Fraud/Financial	6	17.14%	17.98%	14	40.00%	25.17%	9	25.71%	27.39%	6	17.14%	29.46%	35
Optimal	Natnl.	Natnl.	CCPD	Natnl.	Natnl.	CCPD	Natnl.	Natnl.	CCPD	Natnl.	Natnl.	CCPD	Total Natnl.
Case Closure Timeline	0-30	Pct.	0-30	31-60	Pct.	31-60	61-90	Pct.	61-90	Over 90	Pct.	Over 90	Responses
Serious Persons	413	52.02%	25.42%	170	21.41%	25.42%	99	12.47%	25.42%	112	14.11%	23.73%	794
Other Persons	283	37.78%	26.67%	296	39.52%	41.67%	115	15.35%	20.00%	55	7.34%	11.67%	749
Property Crimes	212	28.08%	36.07%	302	40.00%	50.82%	161	21.32%	8.20%	80	10.60%	4.92%	755
Fraud/Financial	127	17.16%	24.32%	232	31.35%	0.00%	206	27.84%	18.92%	175	23.65%	13.51%	740

Source: IACP Investigations Self-Reported Survey CCPD

*Results come from a national survey (2016), involving 906 responses, which includes 347 supervisors

As we have indicated above, case closure timelines are an important factor in determining proper staffing levels for investigations. When investigators carry a caseload that is too large, it can result in reduced case clearance rates, and/or investigations that become stale. Based on the information IACP was provided during our study, the typical expectation is for investigators to close cases within 30 days. In fact, there is evidence to support this policy and practice, as we have outlined in Table 85 above.

In the top portion of Table 89, we asked investigators to identify what they felt the expected case closure timeline was within their agency, based on the listed categories. In the bottom portion of Table 89, we asked investigators to identify what they felt would be an optimal timeline for case closures in the same categories. In terms of current expected case closure timelines, CCPD investigators generally reported closure timelines that were longer in duration than national averages. With respect to optimal closure rates, CCPD investigators responded more similarly to the national responses.

Crime Victim Advocate

The Cobb County Police Department does not employ a Crime Victim Advocate. This position is filled and falls under the responsibility of the District Attorney's Office.

SUMMARY

During the course of our study, we examined numerous investigations data, we interviewed various investigators, both line-level and supervisors/command staff, and we reviewed the documents produced by Lt. Scherer, among others. In some cases, those we interviewed discussed the need for additional staff. However, more consistently, we heard about the need to staff the positions that are already authorized, but that are currently vacant. In Table 90 below, we repeat a portion of the data from Table 68 above. Table 90 shows the percentage of sworn personnel from CCPD who are assigned to investigations.

TABLE 90: Investigation Assignments: Agency Comparisons

Benchmark Cities	Assigned to Investigation	Percent of Officers
Average Totals	42	18.40%
IACP City #1	45	14.80%
IACP City #2	108	21.09%
IACP City #3	157	21.81%
IACP City #4	169	22.38%
Cobb County*	106	16.66%

Source: 2015 Benchmark City Data

<http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

Investigations includes intelligence, task forces, narcotics, and general investigations.

*Includes CCPD CAP Units and Precinct CIUs

Based on current staffing levels (636 at the time of this report), the CCPD currently allocates 16.66% of its sworn workforce to investigations within CAP and the precinct-level CIUs. If CCPD was fully staffed, without increasing the number of investigators assigned to these areas (based on an authorized strength of 690), the percentage of sworn officers assigned to investigations would be 15.36%. Both of these percentages are low, relative to prior IACP studies, and relative to the average allotment of personnel to investigations among the benchmark cities. Based on these percentages alone, it appears that CCPD may be understaffed in the investigations units. However, other data within this section do not necessarily support that position.

We observe that case clearances within the investigative units are good, and in some cases, they are in the 70-80% range. Additionally, although we do not have the full range of data to determine how much time investigators from each unit spent on their assigned cases, the data we have available and that we have reviewed, suggests that the amount of time spent is appropriate. We also note that despite some beliefs to the contrary, caseloads for investigators are not prohibitive. This is particularly true for crimes against persons, but even the general investigations and property crimes case numbers are not so high that they are a cause for concern. Lastly, our calculations

regarding the available time for investigators suggest that the time they have at their disposal, closely aligns with the time required for investigating the cases within their units.

In the end, based on our assessment, we do not conclude that there is a need to increase staffing within any of the investigative units. However, we do have two recommendations regarding investigative staffing. First, we recommend fully staffing all of the allocated positions within the investigative units. As we noted previously, we believe that the patrol function should be staffed first, but we consider the investigations units to be the next immediate priority. Second, we believe there is a need to closely monitor the time absorbed in conducting each investigation, and to use this data to calculate staffing needs. This will require that CCPD create a mechanism to track data by case, by unit, if this process does not already exist.

RECOMMENDATIONS

Recommendation: Prioritize Criminal Investigations Staffing

Chapter VIII – Investigations Staffing

Priority 1

Details:

As with the bureau of patrol, the department should take a position that all criminal investigations assignments (both within CAP and at the district level) are *essential* and backfill any vacancies in investigations from personnel in less-essential roles within the organization.

We are aware that there have been vacancies within the investigative units, and these vacancies not only tax the capacity of those units to function properly, they also work against the ability to assess and determine staffing needs. We recognize the good work that occurs in various specialty units, and indeed, CCPD has done a very good job of documenting this. However, we believe that the core functions of the department, patrol and investigations, are paramount to organizational success. Accordingly, we recommend staffing these positions first, and vigorously working to backfill all agency vacancies.

Recommendation: Collect and Analyze Investigations Case Data, Monitor Workloads

Chapter VIII – Investigations Staffing

Priority 2

Details:

There are several ways to determine workload demands within the investigations units, and we have used a number of different analysis points to draw our conclusions. However, one of the more valuable datasets involves calculating the investigation time associated with cases, so that an analysis of those data, and that unit, can occur.

To calculate workload demands, one must know the number of cases assigned by unit, the number of hours available for anyone working in that unit, and the average number of hours exhausted in the investigation of all cases assigned to that unit. In some of the data we reviewed, there was a co-mingling of data concerning hours of investigative effort, which did not allow for a clear analysis of each section of work. In other words, time spent must be broken out by investigator assignment, such as Domestic Violence, Missing Persons, Sexual Assault, etc. These crimes take different lengths of time to investigate, and accordingly, they cannot be grouped into CAP as a whole.

We recommend that CCPD design a system to collect these data, with a high level of granularity, and that CCPD monitor investigator effort and availability, to assess and identify any observable imbalance. We would also recommend continued analysis of case clearance rates, open case durations, and monthly caseloads, to form an aggregate analysis of staffing needs. We would obviously recommend that CCPD take any appropriate steps to identify any staffing deficiencies identified in this process.

CHAPTER IX: POLICY REVIEW

Critical Policies

As part of the CCPD management study, IACP staff conducted a general review the department's Policy Manual which is approved by the Chief of Police. There is an additional controlling document titled Police Department Code of Conduct, promulgated and approved by the Department of Public Safety. At first glance it might appear that two documents that deal with police conduct and behavior might prove cumbersome. Conversely, we found them to be complimentary, with no apparent conflict. There are also other regulatory documents applicable to CCPD officers such as Cobb County Employee Handbook, the Cobb County Civil Service Rules, Standard Operating Procedures, and daily verbal directives from their supervisors. However, the CCPD Policy Manual and DPS Code of Conduct are most instrumental in governing behavior and proper procedure for police activities, and therefore we have focused this review on those documents. We reviewed both in tandem as we focused on three major topics:

1. The overall organization of the manuals, with emphasis on a user's ability to easily locate subject matter;
2. The composition of the manuals in terms of its inclusiveness of relevant and contemporary topics, with emphasis on those orders that are critical to officer safety and accountability, and departmental liability; and
3. Whether critical topics provide officers with sufficient guidance and direction to perform their duties in accordance with departmental requirements.

In addition to a general review, our team reviewed the manuals for inclusion of several policies, which we deem critical, and which cover the types of complaints most commonly subject to litigation. This list, which is not all-inclusive, includes:

- Impartial Policing (Biased Policing)
- Off-Duty Conduct
- Sexual Harassment-Discrimination
- Selection/Hiring
- Internal Affairs
- Special Operations
- Responding to the Mentally Ill
- Use of Force
- Pursuit/EVOC
- Search/Seizure-Arrest
- Care, Custody, Control/Restraint of Prisoners

- Domestic Violence
- Property-Evidence
- Officer Wellness
- LGBTQ Policies

From an overall standpoint, IACP staff found the manuals to be complimentary and reflective of police department best practices. The manuals are comprehensive, well organized and professionally written, and upon general review, reflect contemporary police best practices in the field. IACP review found only one of the above listed critical policies absent from CCPD Policy and accompanying DPS Code of Conduct. Although touched on in several related policies such as Bias Free Policing Policy 5.30 and in the code of conduct manual related to harassment and courtesy, we found no stand-alone policy related to LGBTQ.

During the course of IACP interviews, several officers expressed frustration with certain policies of the agency. Of particular note is the Vehicle Pursuit Policy. IACP reviewed the Vehicle Pursuit Policy 5.17 (revised 5/01/2016) and found it meets or exceeds normal professional standards for safety, measured response, and procedure. IACP can understand the concerns of patrol officers relative to the scope, requirements, and detail of the policy (this policy covers a full 10 pages in the manual). However, the policy addresses the very real concerns for officer safety, public safety, and protection of life and property.

Officers expressed frustration at the time it takes to return *found property* to the proper owner after it has already been stored and secured at the precinct or at headquarters. IACP would recommend a review of CCPD Policy related to the storage and release of found property (Policies 3.11, 3.12, 3.13, 3.14 and 3.15), to streamline the process and speed-up return of personal property.

The *Tattoo Policy* also came into question during IACP interviews with officers. The policy on Tattoos/Branding is listed under Grooming Standards Policy 2.07 IV. IACP has included a review and recommendation of this policy in Chapter XIII: Recruitment, Retention, Selection, and Promotion.

As noted, our review revealed only a few suggestions for improvement, which we have included as recommendations at the end of this chapter.

Policy Advisory Committee

We are aware that CCPD is an accredited agency and that the accreditation manager often works on policy development for the department. In the case of CCPD, the Special Projects Unit is primarily responsible for periodical review of department policies. Accordingly, Policy 1.02 *Policy Review and Revision* provides for opportunities for

feedback and suggestions from affected units and officers, and those officers will receive a reply to suggestions when appropriate. Final consideration and authority for policy adoption rests with the Chief of Police. We have two recommendations regarding policy development.

Although Policy 1.02 indicates that the Special Projects Unit is responsible for drafting all proposed policies or revisions, and Section II B. provides that further review may be required by the units affected by the policy, command staff, the director of public safety, human resources, and the county attorney's office, this is not stated in the policy as a requirement. This could easily lead to the development of policies in which those who must execute the work have had no input. It is our belief that those who actually do the work on a consistent basis, have the best vantage point from which to construct the rules and operating guidelines regarding operational functions. Persons in those positions often have ideas or suggestions, which if not for their inclusion in the process, would be unknown. Accordingly, we recommend that CCPD form a formal committee that is responsible for review and input on any new or revised policies. This committee should be made up of a cross-section of operational personnel, and all policy revisions should be subject to this review. However, this committee would not replace the need to consult with others within the department, or outside the department, should the policy require additional review, scrutiny, input, or buy-in from others.

As a second item, just as we recommend inclusion of those within the department as an advisory arm of policy construction, we also recommend engaging the public in the process of developing or revising critical agency policies. The IACP has already recommended that CCPD engage in a co-production policing model, and we reiterate that here. We encourage CCPD to engage the public in policy decisions and policing strategies. There are various methods for doing so, but the police advisory committee we have referenced previously would be a natural fit for this type of activity. Regardless of the mechanism, we recommend that CCPD establish formal reviews of proposed policies or policy changes, to include an internal policy review group, and a process that engages the public in this process.

Redundant, Outdated, or Conflicting Policies

We did not find any evidence of outdated or conflicting policies.

Risk Management

We feel that the policies in place by the police department meet or exceed national standards. Many of these policies appropriately target high-risk areas, and they are constructed to mitigate these issues.

Training and Policy Dissemination

Every new officer is issued a copy of the CCPD Policy and DPS Code of Conduct during entry level training. Policy Manuals are available at work areas for each unit and electronic copy available on request. Any revisions, deletions or additions are distributed in electronic format. Documentation of policy review is sufficient; however, we did not find any information concerning ongoing training on department policies as a whole. We would encourage CCPD to establish a regular training and review process for all existing department policies.

RECOMMENDATIONS

Recommendation: Create a Formal Policy Review Process

Section IX – Policy Review

Priority 2

Details:

Although Policy 1.02 describes seeking input from others, the CCPD manual does not outline a formal policy review board or committee. A strong set of guiding rules and procedures is a critical need for the efficient and effective operation of any police agency. Indeed, CCPD has an extensive set of guidelines, which we find instructional and functional. However, those governed by the rules have a vested interest in the development of the standards for which they will be held accountable, and expected to follow. These same individuals often possess significant operational knowledge that leaders can call upon in the development of such processes. We are aware that the CCPD reviews proposed policies by appropriate member groups of the department, and others, when deemed appropriate, and we applaud this practice. However, this practice is not outlined in policy, and we feel it should be formalized.

Accordingly, we recommend that CCPD establish an internal policy advisory committee, comprised of line-level officers and supervisors, along with suitable command-level personnel. The purpose of this unit would be to review existing policies for revision, and to assist leadership in developing new policies, as needed. Additionally, in keeping with our recommendations on co-production, we also recommend that CCPD establish a practice of engaging the public on key department policies. The format for this may vary, depending upon organizational preferences and needs, but as we have mentioned before, if CCPD were to establish a police advisory committee, this activity would be one they could engage.

Recommendation: Review Department Pursuit Policy

Chapter IX - Policy Review

Priority 2

Details:

During the course of IACP interviews, several officers expressed frustration with the Vehicle Pursuit Policy. IACP review of the Vehicle Pursuit Policy 5.17 observes that it meets or exceeds normal professional standards for safety, measured response and procedure. The pursuit policy addresses the very real concerns for officer safety, public safety and protection of life and property. However, IACP would be remiss if we did not relay precinct officer level frustration and concerns that the pursuit policy as it currently exists, is too restrictive and confining when engaged in an ongoing police pursuit.

The IACP takes no position on the details contained within the policy. Still, due to the concerns raised by staff, this may be a policy that is in need of further review. We would encourage CCPD to consider convening a group to review the policy, and/or to engage in a feedback process with officers, to understand their concerns fully. Once CCPD leadership has a clear understanding of the issues and concerns raised, they can make an informed decision about maintaining or adjusting the current policy.

Recommendation: Simplify Return of Personal Property at Precinct Level

Chapter IX - Policy Review

Priority 2

Details:

The CCPD procedure for securing, storage and release of personal property that comes into possession of shift officers in the course of their duties, is detailed and exacting, see CCPD Policy 3.13 Property/Evidence Packaging and Storage. IACP interviews with officers and precinct shift supervisors indicate a level of frustration that they are not able to return personal property in a timely manner, resulting in frustrated citizens who do not understand the reason for delay.

Currently, policy requires that all property seized or held be transported to the Property and Evidence Unit, located at Headquarters, by the end of shift. Citizens retrieving their property cannot pick it up at the local precinct office, and need to travel to headquarters. Because of normal work hours, this does not allow access to property retrieval on a 24-hour basis. Alternatively, property temporarily stored at the precinct needs Property and Evidence Unit approval before being released. Either way, there is a delay in return of personal property.

Again, the IACP recognizes the importance of strict protocol of property and evidence control, and we do not take a position on the appropriateness of the current policy, which involves operational matters. Still, based on concerns expressed, we do

recommend a departmental review to determine if policy revisions might result in the expedited return of personal property to Cobb County citizens and others.

Recommendation: Develop a LGBTQ Policy

Chapter IX - Policy Review

Priority 3

Details:

In our review of the CCPD policy manual, we found no specific policy or reference to members of the LGBTQ community. Policy 5.30 clearly explains that members of the CCPD are not to engage in biased policing practices relating to numerous protected class groups, and gender identity is mentioned among them. However, there are operational aspects of engaging people in the LGBTQ community, which may be appropriate to outline in policy. Those include issues such as person searches, personal pronoun references, jail location (male or female population), and use of restrooms, to name a few.

Because of the sensitive issues that surround those within the LGBTQ community, we recommend that CCPD consider modifying Policy 5.03, or that CCPD create a separate policy/procedure for dealing with these individuals.

CHAPTER X: IMPARTIAL POLICING

“Biased policing and the perceptions of it threaten the relationship between police agencies and the diverse communities that they serve.”²⁸

Issues regarding fair and unbiased treatment of all citizens have been a concern for law enforcement agencies across the U.S. for many years. However, these issues have been heightened in America recently in the wake of the shooting of Michael Brown in Ferguson, Missouri in 2014, and several subsequent high-profile incidents that have followed. Accordingly, police practices have come under great scrutiny, and in some cases, for good reasons. The IACP recognizes that community trust is imperative, and that effective policing relies upon this base principle. Actions by the police that are biased, or that the public perceives as biased or unfair, work against this concept, and serve to undermine the ability of the police department to effectively carry out its mission. Therefore, it is incumbent upon every police agency and leader to ensure that all citizens are equally protected and treated fairly and properly in their encounters with the police. In this section, we analyze the efforts of CCPD to meet this critical standard.

Data Collection and Agency Practice

During the course of our study, the IACP team learned that although race data is collected on many citations, collection of this data is not a requirement, nor is it a consistent practice in all citizen encounters. This is due, in part, to the fact that adding race data must occur manually as a part of the data entry process. We believe that collecting this data is important, and that CCPD should do this consistently in all of their contacts with those in the community. However, it is also important that CCPD take the added step of tracking what occurs as a result of citizen contacts. This means, for example, tracking whether a contact resulted in a warning, citation, arrest, pat-down or other personal search, a search of their vehicle or other property, or whether the person was detained and/or handcuffed. It also requires collection of police deployment strategies and tracking the outcomes of those involvements. Collection of data in this regard will allow police leaders to monitor policing practices to ensure their efforts and those of their officers, are not discriminatory.

Like many police agencies in the United States, the CCPD uses data-driven policing strategies to deploy resources. This includes using various data analytics related to prior crime, and engaging predictive policing models to determine when and where crime might be likely to occur in the future. Using these data and strategies, CCPD

²⁸ https://cops.usdoj.gov/html/dispatch/February_2009/biased_policing.htm

intentionally deploys personnel disparately throughout the county. The purpose of this type of deployment relates to suppressing crime and arresting those responsible for it. These types of personnel deployments are indeed *disparate*, but that does not necessarily mean that they are *discriminatory*. Deploying personnel where the crimes or criminals are, or where analytic data suggests they will be, is an important aspect of resource management and crime suppression. What is more important than *where* the personnel are deployed, is *how personnel conduct themselves* and how they treat each community contact or encounter. The IACP believes that data-driven policing practices are appropriate, but law enforcement agencies must make sure that the personnel deployed do not engage in biased policing.

Policy

The CCPD does not use the term *Impartial Policing*, but the department policy manual specifically references Bias Free Policing in Policy 5.30. It is strictly forbidden to select individuals for enforcement action of any kind based on race, ethnic background, national origin, gender, gender identity, sexual orientation/identity, religion, economic status, disability, age, cultural group, and/or any other identifiable characteristics. There are two other aspects of the policy that are worth noting. First, the policy dictates that officers will receive annual training on bias policing/bias based policing issues. Second, the policy directs that the department will collect, investigate, and appropriately respond to any complaints regarding bias based policing by their officers.

Although this policy is good and appears effective, it does not specifically address implicit bias, impartial policing, or the components of procedural justice, which include:

- Treating people with dignity and respect
- Giving individuals *voice* during encounters
- Being neutral and transparent in decision-making
- Conveying trustworthy motives

The policy infers or references some of these aspects, and we have no doubt that the training received by staff includes them. However, the department may wish to consider providing some clarity and specificity to these items within the policy.

In addition to the policy on Bias Free Policing, the CCPD also has a Police Department Code of Conduct promulgated by the Department of Public Safety. Section 1.25 of the Code of Conduct manual addresses officer courtesy as follows:

Personnel shall at all times be courteous and respectful to the public and to one another. Personnel shall be tactful in the performance of their duties, shall control their tempers, and exercise patience and discretion. In the performance of their duties, personnel shall not use coarse, violent, profane, or insolent language

or gestures, and shall not express any prejudice concerning sex, gender, race, ethnic background, religion, age, politics, national origin, lifestyle, or similar personal characteristics.

We also note that the CCPD policy manual contains the Law Enforcement Code of Ethics, and the Law Enforcement Oath of Honor, both of which serve to set professional standards for service delivery and treatment of those within the community. In summary, notwithstanding our comments above, the CCPD has adequate policies relating to bias policing.

Biased Policing Complaints

As mentioned above, CCPD policy 5.30 notes that the department will track and investigate all bias policing complaints. The CCPD through the Internal Affairs (IA) unit, investigates any and all complaints brought to its attention made against officers for any reason. IA reports directly to the Department of Public Safety allowing for greater impartiality and a layer of protection from interference by police department personnel. In 2015 CCPD investigated eight bias complaints. Six cases were unfounded; one complaint was exonerated, and one case was sustained (as a courtesy and performance issue) and appropriate action taken. Table 91 below provides a list of the number of biased policing complaints received and investigated by CCPD from 2011 to 2015.

TABLE 91: Biased Policing Complaints

Year	# of Incidents
2011	14
2012	14
2013	19
2014	15
2015	8

Source: CCPD Biased Policing Complaint Data

During the course of our study, the IACP team reviewed the bias policing complaint summary reports for the years 2011-2015. We noted that the reports broke down the officer activity, and race of the officer and the complainant. The reports indicated that all of the complaints were investigated. Most of the complaints involved traffic stops, and based on the reports, in-car cameras quickly exonerated officers in most cases. We also found evidence that supervisors are quickly reviewing and investigating these matters consistently, and that supervisors randomly review officer video footage, to ensure appropriate behavior.

As noted above, officers receive regular training on biased policing, to include training on ethics and other legal updates. It is our assessment that CCPD has taken several steps to ensure fair treatment of all persons with whom they have contact.

Procedural Justice

The IACP review of the policy manual did not find any specific reference to Procedural Justice. However, the IACP feels that implementation of Procedural Justice (as mentioned above) would increase communication, cultivate positive organizational change, and benefit the department in the eyes of their officers and the public. Procedural Justice is a concept embraced and promoted by the COPS Office. Procedural Justice is an interdepartmental process that operates off of four pillars, Impartiality (in decision making), Transparency (in actions), Voice (opportunities for voice) and Fairness (In the process).

We feel it is important to point out here that Procedural Justice is a philosophy that relates to both internal and external dynamics and encounters. Embracing the aforementioned pillars has been shown internally to increase adherence to internal rules and processes, increase morale, and to decrease grievances by officers over new rules, procedures, and promotions. It has also been shown to contribute to the generation of new ideas and innovation, as it allows all stakeholders affected by departmental decisions to give insight, opinion, and perspective.

From an external perspective, Procedural Justice improves relationships with the public, and contributes to community trust in the police department. We see this as a critical element of contemporary policing, and we encourage CCPD to adopt a Procedural Justice philosophy, both internally, and externally.

Training

Bias Free Policing policy 5.30 requires annual training for all enforcement personnel on Bias Policing. The IACP is aware that CCPD has engaged in training on the topics of biased policing, implicit bias, and procedural justice. We encourage continued training in these areas, to include training at the academy level.

Perceptions of Bias

During our study, particularly during the course of our community meetings and through the online survey, several citizens expressed concerns over biased or discriminatory policing by the CCPD. Despite the concerns and the issues raised, we do not conclude that discriminatory practices within the CCPD are common or condoned. On the contrary, those from the CCPD with whom we spoke, consistently condemned such behavior, and stated unequivocally that it is not acceptable, nor will leadership

tolerate it. However, regardless of our opinion or the lack of evidence to support the concerns, some community members perceive that racism is a problem with the CCPD, and it is incumbent upon leaders to acknowledge these concerns and to engage policies and practices that guarantee that officers do not engage in discriminatory behavior.

It is important for consumers of this report to understand that we do not intend to be dismissive of the complaints of residents who believe that the CCPD engages in and condones discriminatory behavior. Although we lack specific evidence to support these claims, we acknowledge that it is likely some officers have acted inappropriately in the past. We understand that one's perspective is a significant factor in these matters, and we cannot supplant our own opinions or assumptions for those of the community who share these concerns. We believe that, like many U.S. law enforcement agencies, the CCPD has a need to take steps to build and/or rebuild public trust. We reviewed a recent OJP study of another police agency facing these same issues, and we believe their recommendations to that agency are equally applicable to CCPD. To that end, we parrot those recommendations here, and suggest that the department take steps to engage regular and ongoing training for entry-level and seasoned staff, in the following areas:

- Cultural Sensitivity and Understanding
- Impartial Policing
- Implicit Bias
- Procedural Justice

These recommendations are also part and parcel to the recommendation we made in Section V of this report, where we outlined a recommendation and a plan to address these types of issues.

Proactive Accountability

During the community forums and through the online feedback process, some expressed concerns about enforcement efforts by the CCPD that seem to target individuals, or persons of color. Again, we did not find evidence of this practice, but we also lacked the data to determine whether this occurs, and if so, to what degree. However, the IACP recently learned about an agency that is using technology to monitor and address these types of concerns, and to address those individuals who repeatedly come into contact with the police. We believe this is an excellent process, which supports legitimate proactive law enforcement efforts, but which also provides an early warning system for leaders to monitor behavior of officers that might be inappropriate.

The process involves Multiple Contact Monitoring with individuals. In short, the process involves configuring the police records system to flag any person who comes into contact with an officer from CCPD, three or more times within a 60-day period.

This is done through a sub-program that monitors name entries into the records management system. If the system identifies a person, the contact information for that person is routed to the Professional Standards/Internal Affairs Division. At that point, an IA investigator makes contact with the person to inquire about the multiple contacts with the department. That contact can result in one of three outcomes, 1) all of the contacts appear legitimate and the frequency is nothing more than an anomaly, 2) the multiple contacts point to concerns about the person being involved in criminal activity, warranting additional investigation and/or monitoring, or 3) the contacts point to unreasonable unfair policing practices, which require additional attention. For any multiple contacts falling into category 3 above, the IA investigator may look into the matter further, and/or they may refer the officer or officers back to their supervisors for additional conversation and/or training.

The point of such a system is two-fold; it aids the department in identifying those persons who may be involved in substantial criminal activity, warranting additional attention, and it helps the department monitor officer activities involving multiple contacts with the same person, so that individuals or groups of officers, do not target specific persons. The IACP believes that such a system has great utility and value, and that it contributes to professional accountability and public trust, and we recommend that CCPD take steps to implement a similar system.

RECOMMENDATIONS

Recommendation: Collect Race Contact and Outcome Data

Chapter X - Impartial Policing

Priority 1

Details:

Given the societal concerns over biased-policing, we believe it is important for CCPD to consistently collect race data regarding all citizen contacts that result in any type of documentation of police efforts. In addition to collecting race data on contacts, CCPD should also ensure the collection of data that documents what occurred within the contact, or as a result of the contact. This includes, for example, documenting whether the contact resulted in a warning, citation, arrest, pat-down or other personal search, a search of their vehicle or other property, or whether the person was detained and/or handcuffed. Additionally, because CCPD engages in proactive policing and data-driven policing efforts, we recommend collection of this data in concert with collecting race and disposition data, as the two datasets are often intertwined. We would also recommend analysis of gender data within this same frame.

Recommendation: Develop a Multiple Contact Monitoring System

Chapter X - Impartial Policing

Priority 2

Details:

Those who come into contact with the police frequently, fall into three distinct categories, those who are criminals and worthy of greater attention, those who are unlucky, and come into contact with the police for a variety of legitimate reasons, and those who may be targeted by one or more persons, which may point to improper or unfair actions on the part of the officer(s). The technology exists to use the police records system to flag such multiple encounters, and we recommend that CCPD engage a process of this nature.

CHAPTER XI: DATA AND TECHNOLOGY

Information and Technology

During the course of our study, we had the opportunity to observe officers working in the field, as well as in the office setting. We noted that officers had access to various records management and field reporting software typical to police agencies. We learned that the OSSI system used for case management is working well for the investigations bureau, and we were also told that the IA division is using the Sun Guard RMS to manage their cases effectively.

We found that officers embraced the technology available to them, and in fact, they hoped for system enhancements that could improve their capacity to perform their jobs. Based on our observations and interviews, the department is meeting the IT needs of staff. Although we heard from some that certain areas of technology could use improving (e.g., Records Management System, improving certain functions of OSSI), we did not find any reason for immediate concern regarding a lack technology, or technology that was so ineffective, it was impeding officer or unit performance or department efficiency.

We found that CCPD has an extensive communications policy, which relates to the use of radios, call signals, and procedures for functioning if the radio system goes down. Similarly, CCPD has a policy for what to do in the event of a partial or full failure of the CAD system. Although these are good systems and practices, we did not find a continuity of operations policy relating to what officers should do in the event that the department computer systems fail, particularly if they are in a failure status for an extended period. As agencies have moved further toward a reliance on computer systems, many officers have either forgotten how to function in a paper system, or they never had this experience in the first place. We would recommend that CCPD examine their procedures in this regard, and that if no contingency system exists, we recommend that they craft one and distribute this to staff.

Data Driven Practices

The CCPD is a data rich organization. The depth and volume of information captured is impressive. We found good examples of this through the report written by Lt. Scherer, which we have referenced numerous times, and through the myriad data provided to us by Captain Ferrell as a part of this study. These data included historical data from prior years, and statistical shifts. We are also aware that CCPD uses data to determine personnel deployments, to assess crime trends, and to make other determinations. For example, we reviewed a report by Captain Ferrell, which used myriad data to provide a basis for revisions to the work schedule. We also learned that CCPD is in the process of acquiring a new piece of software that will create a *dashboard* for officers to use in their

squad cars. This dashboard will reportedly provide officers with greater ease in monitoring their duties and conducting field work. Based on our observations of these reports and practices, it is evident that CCPD has used data effectively for various operational functions.

Crime Analysis

As we have noted in this section and elsewhere in this report, the CCPD uses crime analysis for various reasons, including providing information for reports and for briefing command staff. We asked for an example of a report that utilizes the crime analysis data, and we were provided with a monthly report for Precinct 2. We found the report to be well done, and to contain numerous valuable data that agency leaders can use for various operational decisions. We have included Tables 92 and 93 below, which we have recreated from that report.

TABLE 92: General Statistics – Pct. 2, August 2016

	Current Month	Last Month	Current Month Last Year
Total Citations	976	795	1147
Under 21 Citations	89	124	149
Total Accidents	445	447	337
Misd. Arrests	163	157	201
Felony Arrests	52	58	33
Physical Arrests	215	215	234
Use/Force Incident	0	2	5
Vehicle Pursuits	0	1	1

Source: Precinct Two Unit Monthly Report

TABLE 93: Criminal Statistics – Pct. 2, August 2016

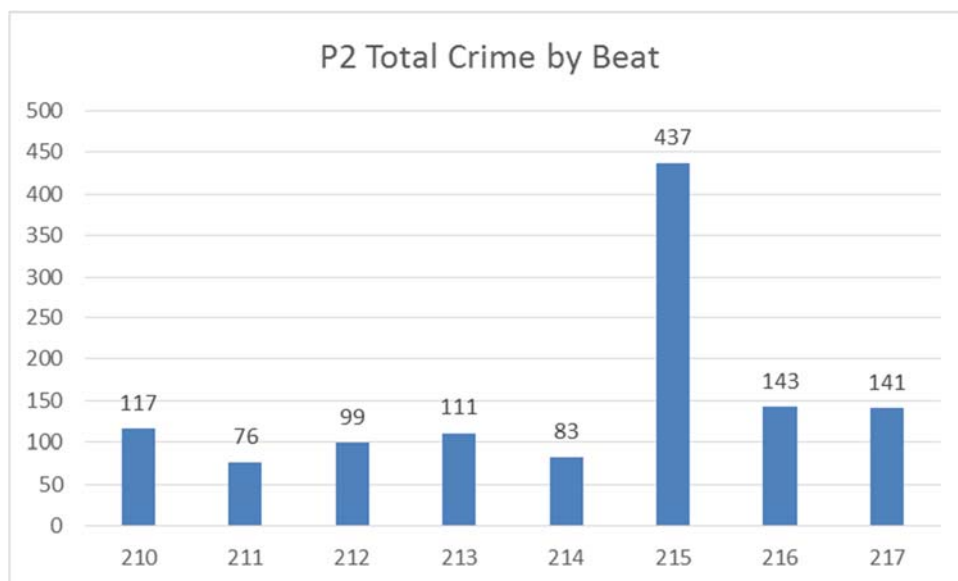
Offense	12 Month Avg.	15-Aug	16-Aug	# Difference Last Year	% Difference Last Year
Criminal Homicide	0	0	0	0	0%
Forcible Rape	3	2	1	-1	-50.00%
Robbery	16	9	21	12	133.33%
Agg. Assault	17	15	13	-2	-13.33%
Burglary Residential	53	54	16	-38	-70.37%
Burglary Commercial	18	12	21	9	75.00%
Entering Auto	100	139	55	-84	-60.43%
Motor Vehicle Theft	32	24	28	4	16.67%
Theft	123	145	127	-18	-12.41%
Total	362	400	282	-118	-29.50%

Source: Precinct Two Unit Monthly Report

Table 92 above, provides an overview of citation and arrest totals, among other details. It also provides comparative data from the prior month, and from the prior year. In Table 93 above, Part 1 crimes are listed, to include year to date data, and comparative data from the prior year. Both of these tables are very useful, and point to an ongoing process of data analysis.

From the same report, we pulled Figure 21 below. This figure shows statistics by precinct for the selected crimes of entering autos, residential and commercial burglaries, and robberies.

Figure 24: Selected Crimes - Pct. 2, January - August 2016



Source: Precinct Two Unit Monthly Report

Again, this figure reflects an intentional use of the data, and a very good visual aid to illustrate the crime patterns, showing the dramatic variance in beat 215 within precinct 2, as compared to all of the other beats.

The report we reviewed contained a robust narrative regarding crime trends and patterns, including a list of solutions implemented, and an evaluation of their success. Overall, we round this report to be well done, comprehensive, and indicative of best practices in using data to inform leaders and staff.

Use of Technology

We are aware that CCPD uses a wide range of technology in their daily operations, to include AVL systems, in-car cameras, body-work cameras, in-car ticket printing, and automated license plate readers, and we applaud the use of these systems. We also

found that CCPD has video conferencing equipment, online reporting for officers, and kiosks in the precincts for minor report filing by the public.

Still, there are other technologies available that the CCPD could engage (e.g., bio-metric devices, automated crash-reporting and information exchange, etc.), which are not possible, either due to limitations with the current data systems, or they are simply not available. We encourage the CCPD to inquire with other agencies regarding their use of technologies to improve officer efficiencies, to learn how these systems work and are integrated with data systems within those agencies. This process can help inform CCPD in terms of making decisions related to future data systems and the acquisition of other technology for the workforce.

Cost and Implementation

We feel it is important at this point to mention two additional factors relating to technology, the acquisition of technology, including the cost to obtain and maintain it, and the implementation of technology within the work operation, to include integration with and modification of existing systems.

There are numerous technologies available that can contribute greatly to the effective and efficient delivery of police services. Many of these technologies have the benefit of helping the department address and solve crime, while also providing a substantive return on investment. Unfortunately, many of these systems are costly, both for acquisition and maintenance, and funding for these products is always difficult, particularly given the reduction of availability of grants and other subsidized funding mechanisms. Despite the financial impediments, professional policing demands that agencies keep up with technological advances in the field, and this requires capital investment.

The second component of this equation relates to the implementation of these new processes. Like any change, implementation is a critical part of the process. In many cases when new technology is deployed in the field, there are various complications, and if not managed properly, this can result in end-users losing confidence in the new tool. Proper implementation of new technologies should involve significant monitoring during the rollout period, as well as robust training and mentoring for staff as they learn the new systems and how these integrate with existing processes. As with the cost of acquisition, implementation processes are expensive, but the success of new technologies is highly dependent upon proper implementation, and we strongly encourage leaders to factor this into the deployment strategy.

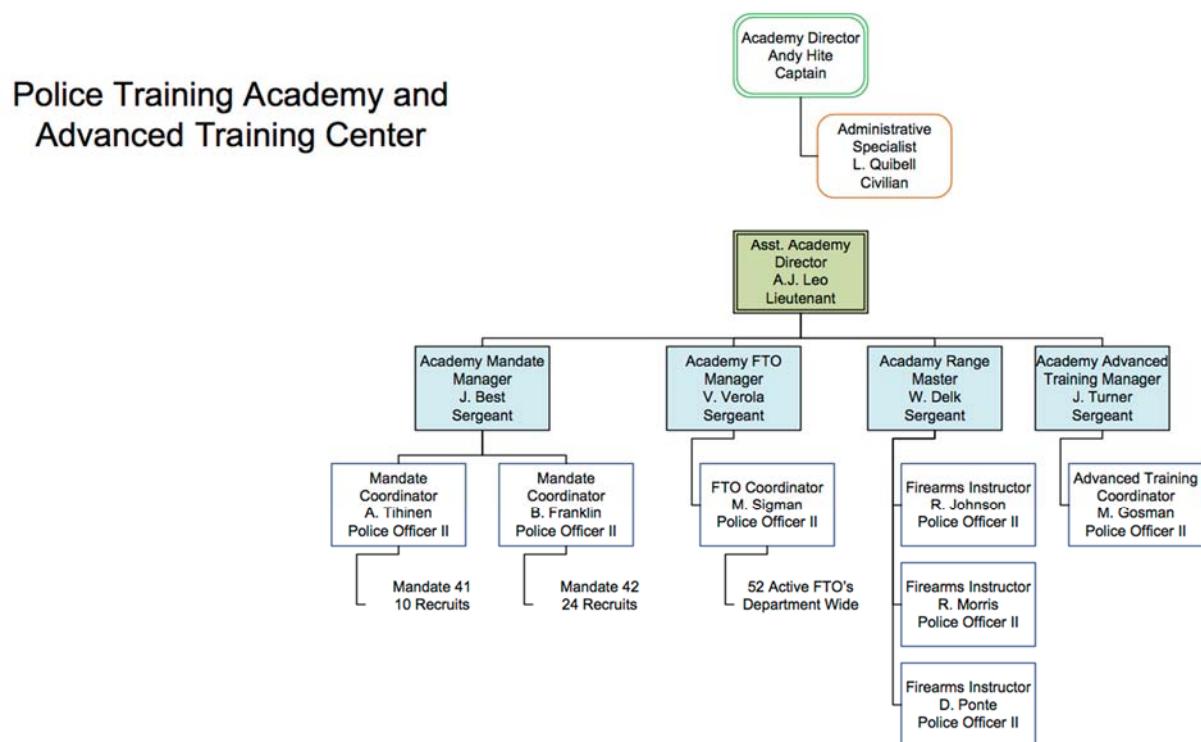
CHAPTER XII: TRAINING AND EDUCATION

Within this section, we describe the training function for the CCPD. This includes academy training and in-service training. Again, we have incorporated substantive information from Lt. Scherer's memo in this section, as it very thoroughly outlines the various functions of this section of the department.

Training Unit²⁹

The Training Unit provides a variety of training, testing, and certification services for Department members. Most of this training is provided in-house, including in-service, recruit, FTO training, firearms training, driver training, and much more. Outside training and certification services are also coordinated through this unit. Figure 25 below provides the organizational structure for the Training Unit within CCPD.

Figure 25: Training Academy Organizational Structure



²⁹ Significant portions of this section were taken from the 2016 Support Services Memo from Lt. Scherer

The Training Unit is broken down into four sub units, each with their own distinct area of responsibility.

- Advanced Training
- Mandate Training
- Field Training (FTO Training)
- Weapons Training

While these units have their own distinct responsibilities, they also work with each other to achieve the common goal of producing and maintaining a superior training environment for new and incumbent officers. The Training Unit is staffed as follows:

Current Staffing

1	Police Captain
1	Police Lieutenant
4	Police Sergeants
7	Police Officers
2	Administrative Specialist II

Advanced Training Unit

The Advanced Training Program is coordinated by one Sergeant along with one officer. This unit is responsible for the training of incumbent officers, and the Advanced Training Coordinator has three main areas of responsibility.

A. Annual Training

The Advanced Training Coordinator is responsible for ensuring that all current officers receive a minimum of 20 hours of in-service training, as required by POST, to maintain their certification as a peace officer in the state of Georgia.

The Advanced Training Coordinator is responsible for taking into consideration the training needs of the department and for keeping track of required certifications, such as CPR and ASP recertification, and adjusting the training on an annual basis to fulfill those training responsibilities.

B. Advanced Training

The Advanced Training Unit offers certification classes and police training in advanced areas to bolster the knowledge base of officers and to meet the needs of the department. These classes include;

- Instructor Training Certification

- Field Training Officer Certification
- Basic Investigation
- Search and Seizure
- Criminal Procedure
- Speed Detection
- Supervision Levels I, II, and III
- Defensive Tactics Instructor

In some cases training that is required is offered in another jurisdiction or by an outside entity. When this occurs, the Advanced Training Unit is responsible for coordinating the attendance of the student in the class or coordinating the outside instructor to teach at the Cobb County Training Center.

C. Physical Fitness Training

The Advanced Training Unit is responsible for overseeing the administration of the annual PAT. The PAT is required to gauge the general physical preparedness of incumbent officers.

Mandate Training Unit

All newly hired officers, who are not certified police officers will first attend the Basic Law Enforcement Training Course (BLETC) prior to any police duty assignment. The Mandate Training Unit is responsible for all BLETC training. The unit consists of one sergeant and two officers.

BLETC is approximately 20 weeks, but may be longer depending on the needs of the department. The curriculum includes the minimum courses required by POST, which are based on a job task analysis completed by POST and it includes departmental standards that go above the minimum standards set by POST

The Mandate Training unit is responsible for the physical training and academic training of all BLETC students.

Field Training Officer Unit

The Field Training Officer Unit is coordinated and managed by a sergeant and an officer. The Manager is responsible for the administration of field training.

When BLETC has been successfully completed, the Police Training Academy will coordinate assignment of recruits to the Uniform Bureau Precincts for the weeks of field training as required in the FTO Manual under the supervision of a certified Field Training Officer (as described in the FTO Manual). Field training records are

maintained by the FTO and reviewed by the FTO Program Manager and FTO Coordinator assigned to the field training program. Shift supervisors and precinct commanders also provide input and recommendations to the FTO Manager and FTO Coordinator.

Upon the successful completion of field training, recruit officers will be assigned as beat officers and will be closely supervised by the shift sergeant assigned to monitor this training (as described in the FTO Manual). The sergeant will maintain documentation on performance to standards and forward eight weekly observation reports to the DPSTC Police Training Academy FTO Program Coordinator.

Weapons Training Unit

The weapons training unit consists of a sergeant and three officers. The personnel within the weapons training unit have several responsibilities and train both BLETC (Recruit Officers) and incumbent officers.

The Weapons Training Program is responsible for the following areas:

- Training all sworn officers in the proper and effective use of department issued firearms.
- Training all sworn officers in the proper and effective use of department issued chemical agents.
- Training all sworn officers in the proper and effective use of department issued less lethal weapons.
- Training all sworn officers in the use of the department issued Taser ECD.
- Training all sworn officers in the proper and effective use of force guidelines in the above areas.
- To provide remedial training for sworn officers as needed.
- To maintain reasonable records of weapons training regarding sworn officers of the department.
- To ensure proper repair of all department weapons.
- To ensure that weapons training is compliant with POST, CALEA, and other such agencies standards.
- Coordination of the firearm's range schedule with all user agencies.

Academy

The CCPD Police Academy is certified by the Georgia Peace Officer Standards and Training Council referred to as the State POST agency. CCPD officers must successfully complete all of the state mandated POST requirements for entry level *Peace Officers* before becoming a full-time police officer with powers of arrest and other inherent authority. There are 12-Regional Police Academies certified by Georgia POST, including the CCPD Training Academy. Additionally, there are seven state academies, eight

college and university police academies, and two miscellaneous training units, all certified by the Georgia POST.³⁰

CCPD training policies and requirements are outlined in Policy 6.02 on training, which was updated in December 2013. The Cobb County DPS Police Training Unit is identified as the primary training venue for CCPD (although the policy does not preclude other training venues as acceptable to meet department and state standards).

The CCPD Police Academy offers POST certified basic officer training, oversees the mandated Field Training, annual in-service training and specialized training. A major component of the academy program is the firearms range located on-site. The CCPD Academy has a full-time staff under the direction of a director at the rank of captain and a deputy director at the rank of lieutenant. The facility is a joint-use facility, used by both police and fire, under the control of the CCDPS. Classrooms limit class size to 25-30 students, which is in keeping with recommended adult learning principles and practices.

During IACP consultant interviews, academy staff emphasized the need for additional personnel, and the director and deputy academy director both indicated they have had to bring in other personnel from the department on a part-time basis for certain training, due to scant full-time academy resources. The IACP does not take a position on whether agencies should engage part-time or full-time personnel resources for the training academy; this requires careful consideration. Full-time academy staff may be appropriate for a variety of training needs; however, using operational personnel on a part-time basis, who are active in the field, can also have its benefits. In the end, we believe the assignment and use of personnel in the training academy should be based on overall demand, and what works best for the organization, and we would defer to the academy staff to identify their full range of needs, and which model is most suitable for their operation.

IACP consultants also learned that the CCPD Basic Academy program is more than twice as long as the mandated Georgia Post requirement. Georgia POST requires 406 hours of mandated basic training. CCPD Basic Officer Training program requires 928 hours of training. Some of the additional hours required by CCPD are department-specific, such as a swearing-in ceremony, and performance appraisal and department required fitness-testing. However, the majority of the additional hours are related to subjects such as lethal weapons training (long rifle & shotgun), active shooter and building clearing training, less than lethal weapons training (Taser, OC & ASP exposure/certification), and additional motor vehicle subjects, such as pursuit

³⁰ <https://www.gapost.org/Rules/2defin.html>

termination and stopping techniques, impaired driving, and vehicle stops. In general, competencies related to officer survival, defensive tactics, weapons training, and police pursuit/driving techniques, far exceeded state mandates. A review of the CCPD specific basic training curriculum reveals limited or same-as-state mandated training in competencies of de-escalation, crises intervention, suicide prevention, mediation, and other more holistic problem solving techniques.

The IACP would recommend a review of the CCPD basic curriculum, to ensure that topics such as procedural justice, implicit bias, impartial policing, cultural sensitivity, community policing, critical thinking and problem solving, interpersonal communication, and the guardian philosophy, are included. We would also recommend inclusion of the topics outlined in the 21st Century Policing Task Force Report. In addition, in keeping with our recommendations regarding co-production policing, we would also recommend a review of the curriculum by the police advisory committee (should CCPD choose to establish one), and/or the general public, to identify and prioritize any additional curriculum sections that should be included beyond POST mandates.

Higher Education

CCPD minimum hiring requirements dictate that applicants must be a minimum of 21 years of age, possess a high school diploma, and be a U.S. citizen. Advanced degrees are not required, however CCPD officers are encouraged to attend a higher education degree program. CCPD has a tuition-reimbursement program, which provides an added incentive for officers to pursue a college degree. There is also incentive pay for officers that have obtained degree status from approved college and university institutions. These financial incentives are one thousand dollars per year for an Associate Degree, two-thousand dollars per year for a Bachelor's Degree, and three-thousand dollars per year for a Master's degree.

Incentives

Along with tuition reimbursement and competitive salary, CCPD offers a generous shift differential of .50 cents per hour on evening shifts, and \$1.00 per hour for morning/overnight shifts. Eligible Veterans receive G.I. bill benefits while attending the basic academy program, and up to an additional 18 months during initial deployment in the FTO program and during the probationary period. All equipment and clothing is provided by CCPD at no expense to the employee, and there is a competitive healthcare program officered through the County.³¹

³¹ https://cobbcounty.org/index.php?option=com_content&view=article&id=5889:salary-and-benefits&catid=612&Itemid=2166

Partnerships

Officer Development

The academy provides training throughout the year in specialty areas as requested by the department, and also provides four days of annual mandatory in-service training for officers. CCPD also encourages officers to attend outside training programs and to pursue degree programs as part of their professional development.

CCPD offers a Recruit Indoctrination Program (RIP) to prevent losing newly hired police officers waiting for a new academy class to begin. The RIP program allows the agency to immediately hire applicants after they have completed all of the required background checks, to include the psychological and medical requirements. Once the candidate has completed all the prerequisites to attend the academy, they are given a hire letter and a start date to attend the RIP program. Since they can be paid during this period, the candidate is less likely to leave for another department, and therefore wait for the next academy class to commence. A side benefit of the program is that the CCPD has noted an increase in the graduation rates at the academy, for prior RIP students.

Records

The academy is also the primary source for in-service training for CCPD officers, and they maintain all records of officer training.

Required and In-Service Training

In addition to the required four days of annual in-service training for CCPD officers, the department also conducts routine *Role Call* training throughout the year, on a wide range of topics.

Use of Force

CCPD has a Code of Conduct promulgated by the Department of Public Safety, designed for and applying specifically to police. Item 1.48 titled Use of Force states, "Officers shall not use more force in any situation than is reasonable under the circumstances. Force shall be used in accordance with the law and Department policy." This referral back to case law and department Policy then allows the department to set their own specific use of force guidelines and procedures.

CCPD Use of Force Policy 5.22 is clearly more detailed and spells out a series of definitions and use of force options. As typical around the country, CCPD utilizes a *force continuum* design to explain the various levels of control techniques officers can use, starting with mere presence, and ending with use of deadly force. CCPD policy

cites a number of controlling statutes and case law to clarify and explain the rules relating to the use of deadly force. The policy contains reporting, safety, and medical aid requirements and procedures, that officers must follow for both use of deadly force, and non-lethal use of force. The policy also covers on-duty and off-duty incidents, and includes references and adherence to training standards as “approved by the Cobb County Public Safety Training Center.” IACP examination finds that the CCPD Use of Force policy is detailed and clear, and that it provides officers with specific guidelines and requirements for the use of force at each stage on the force continuum.

RECOMMENDATIONS

Recommendation: Review and Revise CCPD Basic Curriculum

Chapter XII - Training and Education

Priority 2

Details:

IACP would recommend a review of the subjects taught in the academy. Currently there are 406 mandated POST subject hours of training that are not discretionary and an additional 522 discretionary hours determined exclusively by CCPD. Although some of the 522 discretionary hours are clearly necessary and Cobb County specific, related to in-house procedures and processes, we suspect that the amount of hours available would allow CCPD to include robust training in several areas, to include:

- Procedural justice
- Implicit bias
- Impartial policing
- Cultural sensitivity
- Community policing
- Critical thinking and problem solving
- The guardian philosophy
- 21st Century Policing
- Interpersonal communication

We recognize that the current curriculum likely includes training on some or much of the above. However, we would recommend an analysis of these topical areas to ensure that CCPD is providing new recruits with the best and most up to date training on these topics.

In addition, in keeping with our recommendations regarding co-production policing, we would also recommend a review of the curriculum by the police advisory committee (should CCPD choose to establish one), and/or the general public, to identify and prioritize any additional curriculum sections that should be included beyond POST mandates.

CHAPTER XIII: RECRUITMENT, RETENTION, SELECTION, AND PROMOTION

As the law enforcement profession currently faces great challenges, we at the IACP believe that one critical element is garnering and maintaining public trust, which includes, in part, staffing policing agencies with officers that are representative of the communities they serve. Law enforcement departments across the United States have struggled with these issues traditionally, but there is mounting evidence that departments are facing even greater difficulty in their hiring practices today.³² As the 21st Century Policing Task Force Report noted:

To build a police force capable of dealing with the complexity of the 21st century, it is imperative that agencies place value on both educational achievements and socialization skills when making hiring decisions. Hiring officers who reflect the community they serve is also important not only to external relations but also to increasing understanding within the agency. Agencies should look for character traits that support fairness, compassion, and cultural sensitivity.³³

Because of the importance of attracting and hiring quality personnel, the IACP has engaged considerable resources in analyzing and evaluating recruiting and hiring processes used by agencies. In this section, we outline the processes in use by the CCPD, and we offer our insights and recommendations from some of our more recent work on this subject.

Recruitment and Selection

In calendar year 2015, the Background and Recruitment Section within the Internal Affairs Unit (IA) at the CCPD, processed 3,466 police applicants. CCPD hired a total of 107 of those that applied, which amounts to only 4% of the applicant pool. The recruitment process involves an application, background investigation and an in-person interview, polygraph, medical and psychological testing, and successful completion of the Cobb County Physical Abilities Test (PAT). Recruitment of prospective candidates comes from advertisements through job fairs, social media, the departmental web site, word of mouth, and referrals by CCPD officers who receive 8-hours of compensatory time off for referring a candidate. The IA unit 2015-2016 *strategic plan* recommends additional efforts for recruiting via social media, and better targeting of job fairs, to increase identification of potential candidates.

³²<http://www.economist.com/news/united-states/21713898-stronger-economy-partly-blame-police-departments-struggle-recruit-enough> (Posted: January 7, 2017)

³³ Final Report of the President's Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services; Published 2015; page 52

A number of officers we interviewed felt the hiring policy on marijuana use and tattoos was too restrictive and that it was having an adverse effect on hiring. In the case of tattoos, IACP interviewers were told that a candidate cannot have a tattoo that covers an area larger than a playing card. In reviewing CCPD Policy, Grooming Standards, Policy 2.07, we noted that tattoos below the elbow may be no larger than 3" x 4". Due to the prevalence and wide acceptance of tattoos in society, in the entertainment business, sports, the military, and the general public, this policy may be overly restrictive, and it may be responsible for excluding good candidates. The IACP does not have a position on the policy, but rather, we recommend that CCPD consider various policies, to include this one, which may be in need of revision.

To some extent, similar arguments can be made relating to minor drug use, or with regard to minor criminal incidents. This is particularly true when significant time has passed since the applicant last engaged in those behaviors. In many states where IACP conducts management studies, marijuana use is legal, or at most, it is a civil violation. Additionally, more states are passing laws that allow for recreational or medical use of marijuana, and other states have decriminalized its use. As these changes have been occurring in society, marijuana use has become more socially acceptable, and the likelihood that applicants will have used it prior to hire, is ever-increasing. The current policy in Cobb County disqualifies a candidate based on marijuana use of more than 15-times in their lifetime. Given the shifts in marijuana use throughout the country, this policy may require further scrutiny. Again, the IACP is not making a recommendation to change or eliminate this policy, but we reiterate the need for CCPD to examine all of its hiring practices, and to make decisions on what is best for the department and the community.

We would also point out that the IACP is aware that some applicants in other communities have been ejected from the hiring process due to minor prior criminal behavior, or even fairly serious property crimes, which occurred while the applicant was a juvenile, or for which the person was never prosecuted. The IACP favors a process that looks for character traits that support fairness, compassion, and cultural sensitivity, and one that points to a spirit of service in the applicant. To that end, we believe that to hire 21st century officers, departments need to change their orientation and focus hiring on those candidates that model the values and vision of the community and the police department. In some cases, this may require that agencies re-evaluate prior disqualification factors, which may not be as applicable in today's society.

Based on our interviews, the Physical Abilities Pre-Testing for police candidates is another area that appears to have an adverse effect on hiring. The Physical Ability Test (PAT) required by CCPD is a *content* test, or sometimes called a Job-Task Simulation Test (JTST). This kind of test is meant to determine the ability of candidates to perform the core physical demands of the job. Jumping, climbing, running, carrying, dragging

and crawling, all while wearing a 15lb weighted vest, to match the weight of a duty belt and other equipment, are common components of content testing. In the past, many departments used construct tests, or Physical Fitness Tests (PFT), which were in vogue in the 70s, 80s, and early 90s.

Construct tests were designed to measure the level of overall fitness, and assume, based on empirical evidence, an underlying physical ability to perform specific job tasks. However, there have been difficulties with PFTs for police, to include numerous court challenges and negative public perceptions of agencies in trying to connect the results of a construct test to the underlying physical ability to do specific core job competencies. As a result, many departments moved away from push-ups, bench press, sit-ups, and other construct testing protocols, to the more direct measures of content testing, such as those we described above.

In the case of CCPD, there appears to be the added dimension of memory, or *thinking while doing*, not present in most content test protocols. For example, this includes striking a series of randomly placed numbers on a wall with a baton, in numerical order. Failure to do so correctly, results in the applicant needing to start over, which may lead to failing the overall test, due to time constraints. This is just one of several cognitive dimensions in the CCPD PAT test that IACP has not seen in other departments. This cognitive component may have the adverse effect of screening out candidates that might otherwise meet the physical criteria. Remembering that many of the candidates have not had the occasion to make decisions under stress, cognitive testing components like this may eliminate candidates that, had they received the benefit of Academy training, might perform otherwise.

In short, the exacting measures and metrics used in selecting police candidates for CCPD, while undoubtedly identifying exceptional people, may be counter-productive in attempting to more closely mirror the population being policed. A better approach might be to select a demographic of candidates who pass reasonable job related standards, including an applicable construct PAT, and then to charge the academy with the responsibility to train-up to the core competencies expected of applicants by the department.

Retention

In the previous section, we mentioned that CCPD hired 107 officers in 2015. During this same time period, 79 officers left the department for a variety of reasons. The prevailing belief of officers we interviewed is that those who left, did so for better pay and benefits. Another problem articulated in interviews was *the millennium generation* (born

between 1980 and 2001), with some suggesting that generational issues within this group may be contributing to attrition.³⁴ Paradoxically, officers interviewed felt that CCPD is becoming more competitive with other agencies as a result of recent perks, which include a take home car, shift-differential pay, and education incentives. Time will tell if these better benefits positively affect recruitment and retention going forward. There is also the added requirement that CCPD Officers pass a yearly PFT, which many other departments do not require. Although there is tracking of resigning officers, with a notation for the reason (e.g., retired, military, resigned during FTO phase, job with other department etc.), without a formalized exit interview process, no accurate conclusions can be drawn as to why officers leave prematurely. We certainly would recommend that the department conduct exit interviews at all levels, to assess common factors that might be contributing to attrition.

For all the reasons discussed in this section, it is clear CCPD is experiencing difficulty in identifying, selecting, hiring, and retaining qualified personnel throughout the hiring and initial training process. Table 22, reproduced below, graphically shows the high number of *resignations* and *discharges* at CCPD for the past six years (which include academy and FTO separations).

TABLE 22: Annual Separations - Comparisons (repeated)

Reason	2010	2011	2012	2013	2014	2015	Total	Average	% of Officers*
Voluntary Resignation	16	27	32	31	30	21	157	26	4.08%
Retirement	18	4	10	19	13	15	79	13	2.04%
Discharged	18	11	13	21	18	43	124	21	3.30%
Grand Total	52	42	55	71	61	79	360	60	9.43%

Source: Cobb County Data; IACP Study Data.

*Percentage of officers based on workforce of 636 officers.

In Table 23 (in Section I), we identified the surprisingly high rate of resignations during the FTO phase. Traditionally, field training is the final step in preparing a new officer for the rigors of the job. The pairing of a veteran officer with a new officer is meant to be a mentoring process, not a deselection process. We are concerned with the rate of resignations during FTO (19), as well as the rate of academy dropouts (16). It is our assessment and it has been our experience that when significant numbers of applicants do not complete the academy or field training, there is an issue with either the hiring process, the training process, or both. Accordingly, the IACP would strongly recommend a complete review of the selection and training process for new officers. The good news is that the issues facing CCPD in this regard are not unique, and there is

³⁴ <http://www.thetrophykids.com/>

information available to inform agencies on ways to improve, some of which we will outline below.

Like Cobb County, for many U.S. police departments, attrition presents an ongoing challenge in terms of maintaining adequate staffing. Based purely on statistics, the average separation rate for officers should be about 3.33%, assuming departments only lose people through retirement. However, as a practical matter, we recognize that the distribution of hiring is often not equal; not everyone stays for 30 years in the profession (or in one place), and some areas are more conducive to lateral transfers among officers. Accordingly, in most agencies, annual retirements usually fall below the 1/30th calculation rate. Of course, we also know that some officers in the department will leave for other reasons, which invariably increases the overall separation rate.

Determining what is a high separation rate is difficult, as there can be myriad factors that affect officers leaving. However, we can compare data from other sources to assess the level of attrition in different agencies. In Table 94 below, we show attrition rates from five recent IACP studies, and for Cobb County. These rates include all separations combined, including voluntary resignation, retirement, and discharge. The range of attrition for these agencies was between 5.27% and 10.23%; the overall separation rate average is 7.71%. The separation rate for CCPD is in the mid to high range of these cities.

TABLE 94: Overall Attrition Rates - IACP Management Study Cities

IACP Sample City Studies	Average Annual Attrition	Actual Annual Attrition Rate Pct.	*Expected (3.33%)	Difference per year
Example City #1 (720 officers)	47	6.53%	24	23
Example City #2 (512 officers)	27	5.27%	17	10
Example City #3 (755 officers)	48	6.36%	25	23
Example City #4 (310 officers)	28	9.03%	10	18
Example City #5 (577 officers)	59	10.23%	19	40
Cobb County (636 officers)	57	8.81%	21	39

Source: IACP Studies; CCPD Data. CCPD data is based on five-year attrition from 2010-2014.

In Table 95 below, we provide attrition data from five recent management studies conducted by the IACP, separated by category (this table excludes Cobb County data). Based on this table, the average retirement rate for those agencies was 2.87% over a five-year period, and the range is between 2.35% and 4.09%. Total separations for these agencies was 6.50%. In addition, voluntary separations among these agencies was 3.24% on average. Based on the data in Table 22 above, CCPD has a resignation rate of 4.08%, a retirement rate of 2.04%, and a discharge rate of 3.30%. For all of these rates, CCPD is in a disfavored position.

TABLE 95: Attrition Rates by Category – IACP Management Study Cities

Reason	Year 1	Year 2	Year 3	Year 4	Year 5	Average
Voluntary Resignation	2.20%	2.92%	3.35%	4.01%	3.70%	3.24%
Retirement	2.46%	4.09%	2.61%	2.35%	2.83%	2.87%
Discharged	0.52%	0.58%	0.26%	0.30%	0.30%	0.39%
Grand Total Percentages*	5.19%	7.59%	6.23%	6.66%	6.84%	6.50%

Source: IACP Management Studies, 2015-2017 (Note: not all cities contributed data for all 5 years)

*Total reflects all sworn separations. Discharged includes medical and forced separation.

In trying to understand attrition rates more generally, the IACP turned to another source. In a recent study (2013), three researchers examined separation data collected from two different studies, which were conducted in 2003 and 2008. The researchers combined and compared these data, examining various separation categories, and breaking down attrition rates in a variety of methods. In Table 96 below, we show a portion of the cumulative data from that analysis.

TABLE 96: Law Enforcement Turnover Rates – Comparative Studies

LEMAS 2003 Study	% of Officers
Resignations	2.81
Retirements	1.94
All Voluntary Separations (retirements and resignations)	4.76
Total Turnover (all categories)	6.13
CSLLEA 2008 Study	% of Officers
Resignations	2.86
Retirements	1.85
All Voluntary Separations (retirements and resignations)	4.71
Total Turnover (all categories)	6.06

Data from 261 extra-large agencies, 300-1,999 officers.³⁵

Within the data provided in Table 96 above, turnover rates were separated by agency size (we have only provided data related to extra-large agency sizes). All of the agencies studied by the IACP reflected in Tables 94 and 95 above, fall into the extra-large agency category, and are therefore comparative to the data in Table 96. Based on the data reflected in Table 96 above, the retirement range for extra-large departments was between 1.85% - 1.94%.

³⁵ Rates and Patterns of Law Enforcement Turnover: A Research Note, Jennifer Wareham, Brad W. Smith, and Eric G. Lambert. Criminal Justice Policy Review, published online 23 December 2013
DOI: 10.1177/0887403413514439

In an effort to better understand the issues surrounding recruiting and hiring of police officers, the IACP recently (2106-2017) conducted a targeted survey of ten large U.S. law enforcement agencies. The IACP identified agencies nationwide that demonstrated greater success in creating a diverse organization by recruiting and hiring women and minorities. These agencies were contacted and agreed to complete an extensive survey, to provide their insights into building law enforcement agencies that are truly representative of the communities they serve (the names of the agencies have been redacted for anonymity purposes).

Table 97 below shows that the rate of retirements from the survey agencies ranges from 1.05% to 7.42%. However, the average rate of retirements for these agencies is 3.29%. This average is higher than the data provided in Tables 93 and 94, and it is a positive sign, as it indicates a certain amount of longevity within the departments we surveyed for this project. In our opinion, this is another indication of *best practices* in terms of retaining personnel. Table 97 also provides additional data regarding separations by category (in addition to retirement data). Again, a review of these data shows that most of the agencies we surveyed have a relatively low attrition rate, particularly in those areas that involve terminations or those who voluntarily quit; this tends to indicate that these departments have strong recruiting and vetting processes.

TABLE 97: 2015 Officer Separations by Reason (IACP survey - cities)

Department	Retirement	Medical	Quit	Termination	Total
Mid-Size #1	4.76%	0.45%	3.85%	0.23%	9.29%
Mid-Size #2	2.98%	0.00%	4.84%	1.12%	8.94%
Mid-Size #3	*	*	*	*	*
Mid-Size #4	1.05%	0.00%	1.68%	0.00%	2.73%
Mid-Size #5	2.46%	0.00%	1.64%	0.00%	4.10%
Extra-Large #6	*	*	*	*	*
Extra-Large #7	7.42%	0.56%	2.96%	1.05%	11.99%
Extra-Large #8	2.31%	0.10%	2.02%	0.19%	4.62%
Extra-Large #9	1.55%	0.11%	1.09%	0.29%	3.04%
Extra-Large #10	3.85%	0.24%	1.28%	0.08%	5.45%

*Department did not provide this data.

Another area to examine with regard to attrition rates is the discharged or termination rate. The average discharge rate among the agencies recently studied by the IACP, as shown in Table 95 above, is .39%. The average discharge rate for the IACP survey agencies shown in Table 97 is .37%. However, some of the agencies surveyed reported

no discharges, and some reported discharge rates below .25%. In any case, we consider these discharge rates to be very low, and indicative of strong recruiting, hiring, and retention strategies. Again, as we noted above, the discharge rate for CCPD is 3.30%.

The final area to examine regarding attrition rates, relates to voluntary separations. As with the prior categories, we can examine these data comparatively. The voluntary separation rate among the IACP study cities, as shown in Table 95 above, is 3.24%. Based on the data in Table 96 above, the rate of voluntary resignation for extra-large departments was 2.81% for the 2003 LEMAS study, and 2.86% for the 2008 CSLLEA study. For the eight agencies who responded to the IACP survey, the average resignation rate was 2.42% (see Table 97 above). Again, the voluntary attrition rate for the survey cities is lower (better) than the rate of the other cities IACP has studied, and it is better than the rates reflected from the prior studies (LEMAS and CSLLEA). This rate is a further indication of *best practices* among the survey cities. Again, the voluntary separation rate for CCPD is 4.08%.

Promotion

In addition to recruiting and hiring, the IACP also studied the promotional process for CCPD. The department has a very detailed promotional process outlined in the policy manual, Policy 2.05. Promotion to the ranks of sergeant and lieutenant involves the combination of a written test and an assessment center. The written test is a multiple-choice test based on a 100-point scale. The assessment center is a job-related performance-based exercise, evaluated by two or more assessors chosen from police departments other than CCPD. The final score is a compilation of the written test score and assessment center score.

There is a time in grade requirement for promotions, and the policy also outlines an appeal process with the Cobb County Director of Human Resources, who is the final arbitrator for all appeals. Successful candidates will be notified whether they achieved a passing score in the process, and if so, they are placed on a list that is good for two-years. Although policy indicates that the Chief of Police shall *consider* a number factors in the selection process for promotions of sergeant, lieutenant, and captain, the chief can choose *any* candidate for promotion who has successfully completed the testing process and is placed on the list of eligible candidates. Promotion to ranks higher than lieutenant, also referred to as command staff appointments, are done at the sole discretion of the chief of police, with the only requirement that the chief conduct an interview with the candidate prior to appointment (although the chief may engage other processes).

Despite the elaborate and structured promotional process for the positions, which is articulated in the department policy manual, many of the officers we interviewed felt the process was unfair. The primary complaint was that once the approved list is sent to

the police chief, he or she has total discretion on these appointments, and there is no transparency of the process or any reasoning provided for the chief's selection. The same is true of promotion for command staff, with a general feeling that there is limited transparency in the process. IACP Interviewers heard the term *the Cobb Way*, in reference to the CCPD promotional process, and some expressed concerns that favoritism, not qualification, often prevails.

Workforce Diversity

Selection

CCPD has a detailed and exacting selection process. As discussed, the current tattoo policy and prior marijuana use prohibitions may screen out a number of candidates that might otherwise be good police officers. The PAT is also a high hurdle for some candidates who, because of cognitive ability under stress, are eliminated for failure to successfully complete a series of non-physical tasks in specific order within a specific time frame.

IACP feels these factors and others related to recruitment efforts, may have an adverse impact certain candidates, which could have an impact on department diversity. Accordingly, IACP would recommend that current requirements and standards be reviewed with an eye toward allowing the police training facility (Academy) to do their job of imparting the necessary KSAs to perform the core competencies of police work to a more diverse student officer base. Should a candidate fail the Academy, then the department would have clear documentation and assurance that the trainee did not meet core competencies. The IACP has noted that some jurisdictions have disqualified candidates based on rigid or outdated policies, or on the basis of disqualification factors that are no longer an example of contemporary industry or community standards. Accordingly, we recommend that CCPD examine these aspects of their hiring process, to determine whether adjustments are warranted.

Summary

In analyzing the best practices from the survey agencies in IACP's recent project, the following common core themes emerged as critical to their success in recruiting and hiring the most qualified personnel as sworn police officers, who are both reflective of their communities, and possess the skills and abilities needed for 21st century policing.

- Efficient and effective hiring process
- Significant police department involvement in all phases of hiring process
- Extensive use of social media and electronic recruiting
- Tracking applicant sources of interest

Although these concepts may not be new, their importance is affirmed by our findings. As a reference, the IACP also recommends that the CCPD review the recently released joint report by DOJ and EEOC titled, *Advancing Diversity in Law Enforcement*.³⁶ The IACP also has additional data from our hiring and recruiting project, which we can provide to the CCPD to support this review and analysis process.

RECOMMENDATIONS

Recommendation: Review Disqualification Policies and Practices

Chapter XIII - Recruitment and Selection

Priority 1

Details:

The IACP is aware that many agencies have policies and disqualification factors in place, which are prohibiting otherwise qualified candidates from successfully navigating the hiring process. The IACP promotes hiring process that looks for character traits that support fairness, compassion, and cultural sensitivity, and one that points to a spirit of service in the applicant. To that end, we believe that to hire 21st century officers, departments need to change their orientation and focus hiring on those candidates that model the values and vision of the community and the police department. This shift in orientation may require agencies to make adjustments to existing policies or practices, and we recommend that CCPD examine these carefully, to identify any areas that are in need of adjustment.

The IACP feels it is important to reiterate that we are not supportive of *reducing* hiring standards. Our recommendation is that CCPD thoughtfully consider the important attributes they are seeking in qualified candidates, and if current policies or practices exist, which are in conflict with these goals, we would recommend revising them.

Recommendation: Examine Core Attrition Causes

Chapter XIII - Retention

Priority 2

Details:

Although CCPD tracks the stated reasons for attrition (e.g., retirement, resignation, discharge), the department does not engage in a process that thoroughly examines the core factors that contribute to unwanted separations, whether those result from an amicable separation, or one that is forced.

Although there are no firm numbers that quantify the cost of hiring and training an officer, some have suggested that the process costs at least \$50,000. The failure rates for

³⁶ <https://www.eeoc.gov/eeoc/interagency/police-diversity-report.cfm>

the academy and the FTO process are substantial, and so are the associated costs with losing those personnel after they were hired and the department invested substantially in their development. If, through a thoughtful and careful analysis, the department could reduce these attrition numbers – even by half – the cost savings and operational benefits to the department would be dramatic. Accordingly, we recommend that CCPD implement a thorough process to study these separations on an ongoing and permanent basis.

Recommendation: Improve Promotion Selection Transparency

Chapter XIII - Promotion

Priority 2

Details:

IACP recommends a review and revision as necessary of the promotion process to improve transparency. On balance, the current promotional process employed by CCPD is a good one. As outlined and defined in CCPD Policy 2.05 Promotions and Command Staff Appointments, the process is clear, appropriate and transparent. The area of concern is in section VI, sub-section 2. That section states, “The Chief of Police is not under any obligation to select a promotional candidate in order of test ranking.”

Essentially, despite the establishment of a *list of eligible candidates*, ranked in order of the highest scores on the written test and assessment center combined, the police chief can choose any of the persons on the eligible candidates list, at his or her discretion. Although the police chief does need to notify the Cobb County Human Resource Department in writing as to his or her rationale for choosing a candidate for promotion, this latitude offered to the chief in this process opens up senior leadership to criticism and conjecture.

From the perspective of an administrator, providing the police chief with the broad authority to promote who he or she feels will be the most successful, the best fit, and in the best position to benefit the department, is a very favorable process. However, this type of process contributes to perceptions of favoritism, and arbitrary processes, which work against the concept of internal procedural justice. The IACP does not take offense to the current policy or practice, but we note that, based on our interviews, it is viewed as unfair, and this contributes to feelings of mistrust and it can ultimately lead to morale issues internally. We recommend that the CCPD examine this process thoroughly, and that consideration be given to adding transparency to the process, through whatever mechanisms might serve the interests of both those in the administration, and those who seek to join their ranks.

CHAPTER XIV: INTERNAL AFFAIRS

The Internal Affairs Division (IAD) is broken into two main subcomponents; Recruiting and Hiring /Background Investigations, and Employee Misconduct. In this section, we will provide our analysis of the Employee Misconduct section of the IAD, to include citizen complaints that are routed through the general chain of command, as opposed to the IAD. Although the IAD also investigates complaints against Fire, 911, and Animal Control, we will not explore those areas, as they are beyond the scope of this study.

Complaint Processing and Routing

The CCPD has an extensive set of guidelines within department policy 2.13, which governs *Disciplinary Investigations*. Complaints against agency staff can be received from within the organization, or from outside the organization. External complaints can be filed by email, website, telephone, mail, and walk-ins. Internal complaints can be filed the same way as an external complaint; however, they are normally through email, direct complaints to the IAD, or through the chain of command. Regardless of how complaints are submitted, they are all tracked via computer database (combination of Sungard Data System and Microsoft Word).

The complaint policy outlines that supervisors are to take all complaints, but in the event that a supervisor is not available, anyone can take the complaint and route it to their supervisor, who will route it as appropriate. The policy also dictates that staff are not to redirect complainants to another location to file the complaint, even if the complaint relates to another precinct or section of the department; all complaints are handled at the time the person comes forward. We believe that these components of the policy are excellent, and they help ensure that those with legitimate concerns do not feel dismissed.

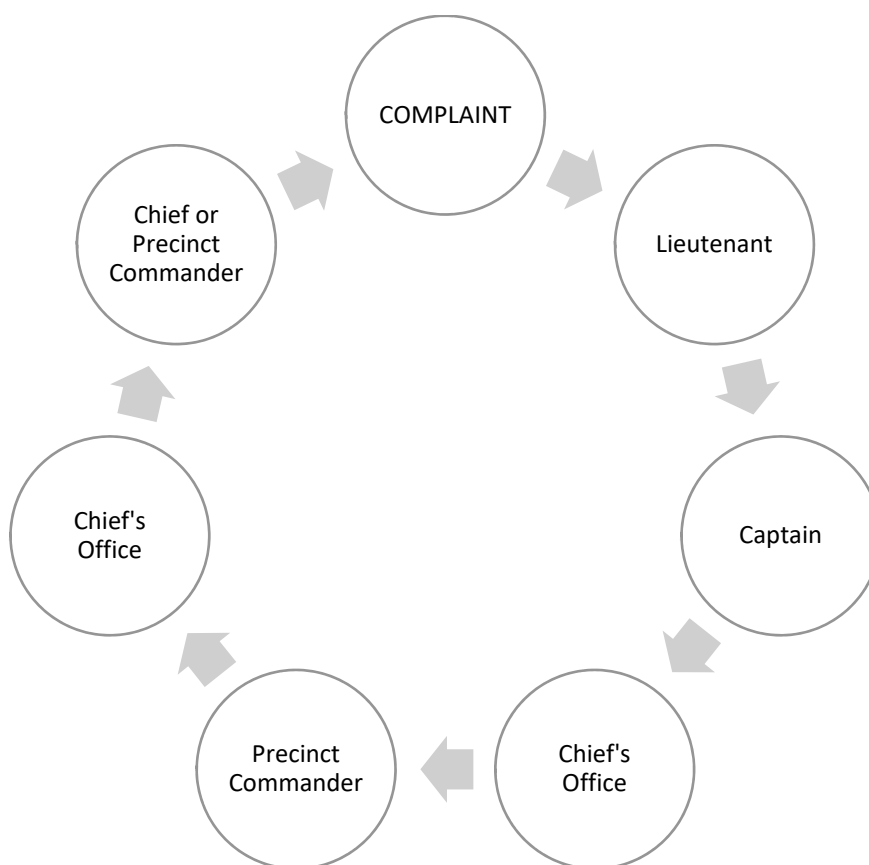
Complaints filed, regardless of their origin, are categorized as either serious complaints (criminal activity, sexual harassment, fitness for duty, drug/alcohol violations, etc.), or less serious infractions (courtesy, vehicle operations, report writing, etc.). When a complaint is received, the supervisor will review it and refer it for investigation. The CCPD has an extensive set of Standard Operating Procedures (SOPs) for the IAD and the handling of complaints, which outline how complaints will be classified and who will investigate them. The SOPs describe investigative outcomes, and various procedures for engaging employee interviews. The SOPs also outline the timing of notifications to complainants, and that IAD investigations should be completed within 45 days, but the unit commander can extend this period at his or her discretion.

Upon review of the SOPs, we noticed that although there is an expectation of notification to the complainant of any extension of the 45-day timeline, we found no mention of this as it relates to the employee under investigation. In keeping with our

philosophy regarding internal procedural justice, we believe that the employee under investigation should have a reasonable understanding of the progress and timing of the investigation, and we believe that the department should communicate this information to the employee in a timely manner, and with regularity. We would recommend that CCPD review the SOPs, and consider including language relating to notification of employees under investigation, as to the status and timing of any investigations involving them.

The routing and review process for IA investigations is shown in Figure 26 below.

Figure 26: IA Investigation/Complaint Routing



Once the case is completed it goes to the lieutenant, and it is ultimately routed to the precinct commander, where a synopsis of the report and disciplinary recommendations are made. From there, the complaint goes to the chief's office for review and approval, and the disposition is then served either by the chief or a precinct commander.

Dispositions

Once an investigation is completed, the disposition goes to the chief's office for review and signature of approval, as indicated above, and an email and/or letter then goes to the complainant to advise them of the outcome of the investigation. When a complaint is sustained by the investigation, the chief or a precinct commander will notify the officer and serve them with the outcome and any associated discipline. It is also noteworthy that not all sustained findings result in punitive discipline; some cases are referred as counseling or training issues. We see this as a positive aspect of the IA process, because in some cases, even when the investigation reveals that staff acted improperly, there can be mitigating factors, and not all violations are severe enough to warrant formal discipline. In addition, when the IAD investigates cases, they also review the policies of the department to see if there is any need for a change or revision to current practices. This is a step that is often missed by agencies, and the IACP applauds CCPD for taking this perspective.

If the finding of the investigation is not sustained, the officer will be notified via email. Ten days after an investigation is finalized, the investigation is releasable to the public upon request; however some information may be redacted. Once an investigation is completed, it will fall into one of four categories: unfounded, exonerated, not sustained, or sustained. If complaint is sustained there are three levels of action: counseling, training or punitive action, which can include written reprimand, suspension, or dismissal.

The IAD does not investigate criminal complaints, they let the appropriate judicial investigative organization conduct the criminal investigation (e.g., District Attorney's Office, FBI, etc.). Once any criminal investigation is completed, the IA investigation officially begins. Although the IA process occurs after the criminal investigation, there are times when the IA investigator will shadow the criminal investigator so they are familiar with the investigation. The IA investigator also has the ability to provide insight or input, as long as that does not interfere with the rights of the officer or officers. Additionally, as of March 2016, the Georgia Bureau of Investigation (GBI) conducts all criminal investigations regarding departmental shootings. The IACP views this as a positive change, and one that helps ensure public trust in the process.

Oversight

The CCPD is an agency under the authority of the Cobb County Department of Public Safety, and all IAD investigations fall under the purview of the DPS. However, the investigators assigned to internal affairs are direct employees and officers of the CCPD. By practice, the chief of police or his or her designee can issue disciplinary action against officers found responsible after investigation.

There is currently no civilian oversight of the IAD function, but CCPD does engage with a Neighborhood Safety Commission (NSC) on various police matters.³⁷ The NSC is made up of 15 members, appointed by the county commissioners. This group, formed in 1999, includes citizen stakeholders, who meet with the police department on a monthly basis to discuss a variety of topics ranging from Department Policy (current, updates or future changes), and equipment and short and long term plans. Members of the commission openly interact during these meetings, presenting any concerns they might have, and offer their thoughts on how they see the policy or procedures of the department impacting their community.

As we have indicated elsewhere in this report, we believe that the CCPD should establish a Community/Citizen Advisory Committee, and that committee should have a defined purpose. We see the NSC as a good primer for this process, but would suggest that CCPD expand their involvement through the co-production model we have recommended.

Statistical Data

As part of our analysis, we asked CCPD to provide us with data regarding complaints against the department, and the disposition of those complaints. We have provided this data in Table 98 below.

There are several elements of Table 98 that we feel are important to mention. First, this table separates the complaints into two distinct categories, IA (internal affairs), and CC (chain of command). As we noted previously, complaints are categorized as either serious or less serious, and based on that categorization, they are routed either to IA, or to the appropriate precinct chain of command. We applaud this structure, and feel that it helps to ensure continuity of supervision and monitoring, particularly on the less critical issues. We also believe that when minor cases are managed at the precinct level, officers have less stress about the process, and are they are more likely to be comfortable with the outcome.

The second item of note is that Table 98 includes all of the counts involved with each complaint. Accordingly, the number of *complaints* below is somewhat misleading, as some complaints have multiple counts, which are reflected in Table 98. A third element of Table 98 that is worth mentioning relates to the percentages of sustained complaints for 2015, both in the IA and CC categories. The CCPD sustained 44% of all of the complaints filed (which includes internal and external complaints). The percentage of sustained violations suggests that the process in use by the CCPD has a high degree of

³⁷ https://cobbcounty.org/index.php?option=com_content&view=article&id=1691&Itemid=601

integrity, and that the CCPD is appropriately holding staff accountable. From our vantage point, this data is relevant in terms of building and maintaining public trust in the complaint system.

The last notable item relates to the number of complaints/counts from 2011 to 2015. In 2011, there were 412 complaints/counts, and in 2015 there were 259. This represents a reduction of 37%. We also note that this decline has been steady. Although we lack the data to draw conclusions as to this downward trend, based on our observations of the number of sustained cases, we believe these numbers reflect positively on the agency, and suggest that officers are being held accountable, which may be modifying behavior accordingly.

TABLE 98: Complaint Case Dispositions 2011-2015; all counts

Category	2011	2012	2013	2014	2015	2015 Pct.
IA Sustained	17	23	24	18	18	6.95%
CC Sustained	120	67	91	67	96	37.07%
<i>Total Sustained</i>	<i>137</i>	<i>90</i>	<i>115</i>	<i>85</i>	<i>114</i>	<i>44.02%</i>
IA Not Sustained	5	12	6	1	2	0.77%
CC Not Sustained	41	24	20	17	13	5.02%
<i>Total Not Sustained</i>	<i>46</i>	<i>36</i>	<i>26</i>	<i>18</i>	<i>15</i>	<i>5.79%</i>
IA Exonerated	15	15	10	22	6	2.32%
CC Exonerated	110	93	42	52	37	14.29%
<i>Total Exonerated</i>	<i>125</i>	<i>108</i>	<i>52</i>	<i>74</i>	<i>43</i>	<i>16.60%</i>
IA Unfounded	13	28	6	10	7	2.70%
CC Unfounded	85	69	67	94	63	24.32%
<i>Total Unfounded</i>	<i>98</i>	<i>97</i>	<i>73</i>	<i>104</i>	<i>70</i>	<i>27.03%</i>
IA MISC	4	14	2		2	0.77%
CC	N/A	N/A	N/A	N/A	N/A	N/A
<i>Total MISC</i>	<i>4</i>	<i>14</i>	<i>2</i>	<i>0</i>	<i>2</i>	<i>0.77%</i>
IA FFD	2	2	0	1	1	0.39%
CC	N/A	N/A	N/A	N/A	N/A	N/A
<i>Total FFD</i>	<i>2</i>	<i>2</i>	<i>0</i>	<i>1</i>	<i>1</i>	<i>0.39%</i>
IA Pending	0	0	0	5	3	1.16%
CC Pending	0	0	8	12	11	4.25%
<i>Total Pending</i>	<i>0</i>	<i>0</i>	<i>8</i>	<i>17</i>	<i>14</i>	<i>5.41%</i>
Total Complaints	412	347	276	299	259	

IA = IA Case, investigations involving allegations of serious employee misconduct (criminal activity, excessive force, drug/alcohol violations, etc.)

CC = Chain of Command Complaint, Investigations involving allegations of less serious infractions (courtesy, vehicle operation, report writing, etc.)

MISC = Miscellaneous IA cases; they do not have any policy violations

FFD = Fitness for Duty IA cases

In Table 99 below, we provide a breakdown of the actual number of complaints (not the counts) between 2011 and 2015, including the number of complaints that were internal, as opposed to those that came from an external source.

TABLE 99: Internal and External Complaints

Category*	2011	2012	2013	2014	2015
CC Internal	77	32	56	42	51
IA Internal	11	11	7	9	9
Total Internal	88	43	63	51	60
CC External	153	131	111	98	90
IA External	13	22	12	4	8
Total External	166	153	123	102	98
Total CC	230	163	167	140	141
Total IA	24	33	19	13	17
Total IA and CC Complaints	254	196	186	153	158

*The legend for this table is the same as Table 98

Again, as we noted above, there is a steady decline in the total number of complaints overall; the total from 2011 to 2015 is 39.76%. We would also point out that out of the 158 complaints registered in 2015, roughly two-thirds were external. It would appear that the complaint process is working, both from an external perspective, and an internal one. Based solely on the number of sustained complaints, we conclude that CCPD is holding staff accountable appropriately, whether the impetus for the complaint occurs based on an internal or an external observation.

As we noted previously, certain data from IA cases (whether internal or external) become public after 10 days. In our review of the above data, we find that the CCPD has a strong IA process, and one that appears to address improper behavior appropriately. We believe that the CCPD would benefit from publishing these data proactively, as opposed to this occurring on a per-request basis. We believe that doing so would contribute to public trust in the process overall.

Special Note

During the course of preparing this report, the IACP received a direct and unsolicited complaint about how the CCPD handled a specific case related to an arrest back in 2014. This complaint alleged that CCPD did not adequately investigate the incident in question, and the complainant felt aggrieved by the outcome. IACP explained to the complainant that the resolution of this case is beyond IACP study mandate; however, IACP does have an interest in the *process* of how this and all other complaints are handled. The IACP requested documentation from CCPD of their review of this incident, and we are satisfied that *process* was followed, in accordance to existing policy and professional practices.

RECOMMENDATIONS

Recommendation: Review IAD SOPs for Revision on Employee Notifications

Chapter XIV - Internal Affairs

Priority 2

Details:

The IACP believes that the internal affairs function of any police agency is critical to maintaining an ethical workforce, and to ensuring accountability for the actions and inactions of staff. These principles are of paramount importance and they are a necessary element of building and maintaining public trust. However, those who are investigated, based on an allegation of wrongdoing or misconduct, have rights too, and the investigative process can be very stressful for staff, even when those involved know that the outcome will ultimately resolve in their favor. In our review of IAD policies and procedures, the IACP did not find any language that outlines and identifies regular communication and updates between investigators and the employees under investigation.

The philosophy of internal procedural justice suggests that organizational leaders should be attentive to staff and mindful of how the actions of the agency can affect them. Accordingly, we recommend an analysis of the current policies and practices relating to the notification of employees under investigation, including updates as to the status of the investigation, a projected timeline, and any changes to those projections.

Recommendation: Consider Proactively Publishing IA Disposition Data

Chapter XIV - Internal Affairs

Priority 2

Details:

As community trust issues continue to press upon law enforcement agencies, it has become more and more important that departments engage any and all processes they can, which can contribute to building and maintaining public trust. To that end, we feel that agencies should seize upon the opportunities that provide greater transparency, as doing so tends to improve the confidence the public has in the department.

One of the more critical areas of *transparency* includes the internal affairs function. For many, there is a belief that the police lack the capacity to conduct internal investigations objectively and fairly. Producing data that demonstrates that the agency is taking appropriate steps to hold staff accountable for their actions and inactions, serves to increase the trust of the public in the ability of the agency to police themselves. Accordingly, we recommend that CCPD proactively publish IA data on a regular basis. We would suggest a review of these processes, and establishment of a policy and practice that includes releasing these data on a prescribed and consistent timeline.

CHAPTER XV: ASSET MANAGEMENT

During our study, the IACP team had an opportunity to review the equipment available and in use by the department, and we also had occasion to discuss facilities, space utilization, and fleet issues with officer. This section provides an overview of our observations.

Department Equipment

Numerous officers and staff commented to us positively about the equipment available to them. This included vehicles, personal equipment, department equipment, and technology. Although some commented that certain equipment could be improved, particularly with regard to technology, most indicated that they had sufficient equipment to do their jobs, even if they felt an upgrade would be helpful. Some officers even indicated that they have the *best equipment around*.

We noted that each officer is fully equipped with the general equipment expected (baton, mace, etc.), but we also noted that each has a Taser, and a primary and secondary firearm issued to them. Additionally, we learned that each patrol vehicle is equipped with an AR-15 rifle, and a less-lethal force option, delivered by a shotgun. Overall, this suggested to our team that CCPD has paid attention to the equipment and safety needs of their officers, as well as equipping them with the appropriate tools for the task at hand.

From a technology perspective, we learned that CCPD has a wide range of surveillance equipment available, and they also use body cameras and have access to video-conferencing equipment. Squad cars are equipped with computers and ticket-writers, as well as software that supports operational functions, including online reporting.

Although we concur that some software or technology items could use upgrading, we did not find any particularly pressing needs, except that we were told that the high-tech crimes investigations section may require some specific focus. Those we interviewed who are familiar with this area suggested that they are lacking some equipment to perform the appropriate analysis on the ever-expanding range of electronic devices. Expanding the equipment for this section also means additional software, and training for the technicians. The IACP recognizes that the analysis of various electronic devices is becoming a routine aspect of criminal investigations, and accordingly, we recommend that CCPD examine the needs of the high-tech crimes section, and add equipment and software, and provide training, as appropriate.

Facilities and Space Utilization

Our study did not involve a specific analysis of the size of facilities, or the space utilization for CCPD. However, we had an opportunity to visit a number of CCPD facilities, and from our observations, we found them sufficient. In addition, during our interviews and in the review of data provided to us by CCPD, there was little to no mention of space concerns, or discussion regarding expanding or repurposing any current work spaces. Accordingly, we found no reason to highlight any issues in this section.

Fleet Management

We are aware that CCPD has a large fleet of vehicles available to them, with roughly 400 patrol vehicles in the fleet. As we have noted above, we are aware that each patrol vehicle is equipped with various technology and the corresponding software, as well as other appropriate equipment (e.g. rifle, less-lethal shotgun, alco-sensor). As with the facilities, we heard no complaints about access to vehicles, condition of vehicles, or the functionality of the vehicles, or the equipment within them. As a result, we have no recommendations for this section.

We also took note that CCPD has recently engaged a take-home car program for officers. Several officers commented positively about this change, and they indicated to us that they felt it was a positive step in attracting and retaining officers. We have observed other departments engaging in a take-home car program for this purpose, among others, and we feel it is a nice amenity to provide for officers.

RECOMMENDATIONS

Recommendation: Analyze Needs of High-Tech Crimes Section

Chapter XV – Department Equipment

Priority 2

Details:

It is now commonplace that criminal investigations involve the need to analyze various electronic equipment. This need creates a significant demand for the equipment and software necessary to conduct this type of analysis, as well as trained personnel who can perform these functions. Unfortunately, the technology world is constantly evolving, and it is important for departments to continually analyze their capabilities to perform this work, and to add equipment, software, and to train personal, as needed. We have been told that the high-tech crimes section has some needs in this regard, and we recommend that CCPD analyze those needs, and respond appropriately.

CHAPTER XVI: FINDINGS AND RECOMMENDATIONS

Full List of Recommendations

Recommendation: Review and Revise CCPD Approach to Traffic Enforcement.

Chapter I Section V Traffic

Priority 2

Details:

Based on the crash data provided in Table 17 above, it is evident that CCPD must continue to focus upon and engage in traffic enforcement as part of maintaining roadway safety, and as a part of the overall public safety strategy for the county. Despite the need for this ongoing focus, the IACP online community feedback opportunity conducted as part of this study, revealed that a significant number of respondents felt that CCPD focuses too much on minor traffic violations. Even in the generally positive comments, there were references to over-response by CCPD to minor traffic crashes and other traffic incidents. Additionally, there were also perceptions noted that traffic stops and over-response are more likely for minority drivers than for non-minority drivers.

To address these issues and perceptions, the IACP recommends revisiting the traffic stop philosophy in use by the CCPD. As noted above, we suggest a focus on education and the use of a literature piece to inform drivers of the main purpose for CCPDs traffic enforcement efforts. We also recommend using crash data to focus traffic stops in the areas in which traffic crashes are most common, and to target the driver behaviors that typically contribute to those crashes. Additionally, we encourage the use of alternative outcomes in traffic stops, to include verbal and written warnings, and perhaps a traffic safety, education diversion program, if this is an option in Cobb County.

Lastly, we encourage CCPD to track all traffic stops (including warnings), and to collect the perceived race of drivers involved in those stops. We believe that these data will help CCPD address any ongoing concerns over discriminatory enforcement practices.

As a final note, we wish to add that it is not our intent to discourage the enforcement of traffic laws by CCPD, either in the type of violation, or the location of those violations. In general, the purpose of a citation is to hold people accountable, with the hope of modifying future driver behavior, and in many cases, a citation is the proper tool to produce this outcome. We intend for our recommendations here to shape and refine the views of the CCPD officers with regard to traffic safety, and ultimately, those of the public as well.

Recommendation: Engage a more Interactive and Inclusive Leadership Style

Chapter II Section IV Leadership Style

Priority 1

Details:

The routine, and not so routine daily demands on mid- and upper-level leaders can be significant, and they can easily consume all of the time leaders have at their disposal. This can result in followers feeling neglected or underappreciated, and it can lead to morale issues, distrust, and other negative outcomes. Based on our analysis of the organizational climate survey, and through our interviews with staff, we have observed that staff has a desire to engage more frequently with mid- and upper-level leaders. This includes both general interactions and inclusivity in various process and procedural decisions that may have operational implications for them; these feelings are not unique to Cobb County, and we have found similar sentiments in other organizations we have studied.

Although we recognize the time constraints under which leaders operate, it is imperative that leaders and followers develop appropriate relationships, based on mutual respect and trust, and that everyone develops an alignment toward unified objectives. In addition, more and more, officers entering the workforce today have a greater need to be involved in key decisions, and to feel valued in those processes. Accordingly, we recommend that leaders consciously consider personal actions that engage followers more intentionally, whether in settings that are informal, or with regard to important policy and operational decisions where follower buy-in is critical to success.

Recommendation: Increase Mid- and Upper-Level Management Training

Chapter II Section VII Mentoring and Coaching

Priority 1

Details:

Although the IACP initiated workforce survey reflects a well-educated department, within any organization, professional development is of paramount importance. During our interviews, we heard from several personnel who indicated there is a lack of available leadership training for those at CCPD. New and important innovations in the field of law enforcement are happening every day. Computer technology plays an important role in both crime solvability and crime activity. Senior management and mid-level supervisors need to be up-to-date on these changes and innovations so they do not leave them behind. Conversely, many of the line officers are often more current with new technologies and procedures, because of their age and interest in technology. Organizational leadership needs to be on the cutting edge of the technologies available, if they are to lead bright, young, and well-educated officers effectively.

We recommend an intentional focus on providing leadership training for command and executive leaders, line- and mid-level leaders, and for those who aspire to leadership

positions. All too often, the first opportunity an officer has to attend leadership training occurs after his or her promotion. We advocate for a process that engages these opportunities much sooner (before promotion, if possible), and with greater regularity. The IACP has several leadership programs available, including Leading Police Organizations, Leading by Legacy, and the Women's Leadership Institute. Any or all of these could be worth consideration by CCPD.

Recommendation: Review and Revise the Performance Appraisal Process

Chapter II Section VIII Performance Appraisal

Priority 1

Details:

By all accounts, the current Cobb County appraisal instrument used by CCPD is a tool that accurately evaluates officer performance, strengths, and weakness, even if it is only in a general sense. Based on feedback we received from officers and the supervisors who must complete the appraisals, there are concerns over the length and complexity of the document, the connection between appraisals and pay increases, a lack of utility and application of the results from appraisals as part of the promotional process, and potential favor, or disfavor, affecting results and ratings. Additionally, the current process lacks flexibility in relation to specific duties for particular assignments, and the some complained about the lack of direct supervisor to follower interaction as a part of this process.

We recognize that performance appraisal systems are difficult to implement and that those on the receiving end are not always satisfied with the outcomes. Still, when appraisal systems influence salary increases, there are additional layers of complexity. Whether real or perceived, some staff raised concerns about the use of appraisals as part of the promotional process, which has apparently created some friction. Finally, the appraisal process should be an opportunity for supervisors and followers to discuss a variety of job related tasks and requirements openly. Complicated and detailed appraisal instruments can hinder this process, and can distract the focus away from a constructive work-related conversation. Finally, because policing is a unique occupation, we feel that using an appraisal instrument that is flexible, and one that can leaders can adjust to focus on specific policing activities, would be beneficial and more effective.

It is not our intent to suggest that there is anything inherently wrong with appraisal systems that tie performance to pay increases. However, appraisal systems of this nature are often subjected more critical examination and complaints. We recommend that CCPD seek authorization from the County Manager/Public Safety Director, to examine the current appraisal system for possible revisions and enhancements, so that the system is more effective, and so that those involved feel the process is more valid and fair.

Recommendation: Improve Organizational Communication

Chapter II Section IV Leadership Style

Priority 2

Details:

Through our observations and the interviews that we conducted, the IACP team learned that communication between mid-level supervisors and line officers is exceptional. Communication occurs regularly through roll calls, frequent and direct face-to-face meetings, open safety in dialog communication between supervisors and followers, and even through the often-maligned appraisal process. However, based on our study, the opportunity for line officers to speak with or to receive direction and clarification from senior leadership is an area for improvement. During our interviews, the IACP team heard repeatedly that senior leadership communicates primarily and almost exclusively by email or through mid-level supervisors, rarely meeting in person with line staff. While IACP can appreciate the demands of command (as noted above), we feel that there is a need for direct personal contact between line staff and mid- and senior-level leaders. CCPD is not so large that direct personal contact could not take place. Accordingly, we feel that mid- and senior-level leaders need to prioritize internal, in-person communications.

During the IACP interviews with CCPD officers and supervisors, some expressed concerns that senior management did not listen to their concerns, and/or that information that went up the chain took too long for leadership either to make a decision, or to act upon or respond to feedback presented to them. The IACP understands that not leadership cannot always address each concern in a way that is amenable to the person or group that brought it forward, and that in some cases decisions take time or have other complicating factors (e.g. political, budget constraints). Still, all good ideas or good suggestions start with an idea or a suggestion. When management seems unresponsive to questions, comments, or suggestions, personnel may simply stop providing their feedback, which is counterproductive to the overall success of the organization. Accordingly, the IACP recommends that CCPD consider a rapid feedback process that ensures a timely response to questions, comments, or suggestions, even if the message back to those who initiated the process is that the issue is under consideration. It may also benefit the organization for CCPD to create a daily message brief that leadership could disseminate to everyone, which outlines various decisions, policies, or other key operational aspects that senior leadership is working on. This type of process could help create a uniform understanding of the issues and actions facing the agency, and it might serve as an impetus to solicit additional feedback or information that might prove beneficial to those processes that are in queue or under consideration.

Recommendation: Improve Morale of Civilian and Sworn Personnel

Chapter II Section IV Leadership Style

Priority 2

Details:

As reflected in the Workforce Survey, some officers and other staff indicated that they did not feel rewarded for their contributions to the organization. Additionally, direct IACP interviews with various employees identified the same problem. Some sworn members suggested that poor morale is linked to pay and/or pension concerns, while the civilian members attributed the issue to poor pay scales and a lack of incentives, like the education incentives provided to sworn members of the department. Although there can be myriad causes, morale issues often occur when staff do not feel valued within the organization, and with respect to their personal contributions to the organization.

We recognize that CCPD has a recognition program for personnel, and we applaud the organization for having this program in place. However, the feedback from staff (sworn and non-sworn) suggests that the program may not be providing the level of recognition and/or reward for which it was intended. We would encourage CCPD leadership to examine the current system, and to look for ways to improve upon it, and to ensure that supervisors adopt a philosophy of catching people doing something *right*, and recognizing them for those efforts.

Another issues that can affect morale relates to how staff feel they are treated by leaders, and in particular, whether they feel that leaders value their input and contributions. One way that CCPD can address these types of concerns is to adopt the *Procedural Justice* model promoted by the Department of Justice COPS office. The four pillars of Procedural Justice are, *fairness* in the processes, *transparency* in actions, opportunities for *voice* and *impartiality* in decision making.

One of the key components of Procedural Justice is to give *voice* to all the member of the organization, regardless of rank or status. This inclusive philosophy has a proven record of job satisfaction and greater acceptance of existing policy, procedures, and incentives. When the department has adopted and fully implemented procedural justice philosophy, staff will find that they have a greater opportunity to provide input into decision-making and change processes, and this level of inclusivity leads to improved morale, and greater buy in concerning department objectives.³⁸ We will discuss this later in the report, but the procedural justice philosophy must occur both internally and externally.

³⁸ <https://www.cops.usdoj.gov/Default.asp?Item=2866>

Recommendation: Strategize Approaches to Improve the Organizational Climate
Chapter II Section X Workforce Survey

Priority 3

Details:

The cultural survey and organizational climate questionnaire provided significant feedback concerning employee perceptions of the operational culture and leadership at CCPD. The nature of the Organizational Climate survey provides leaders with a vantage point to understand both current and desired conditions within the agency, as perceived by staff. Leaders should analyze these responses and identify strategies that contribute to categorical improvements.

Recommendation: Ensure Full and Consistent Staffing of Public Service Technician Positions (PSTs)

Chapter III Section III Administrative Support

Priority 1

Details:

Public Service Technicians (PSTs) deal directly with the public generating incident and accident reports, record expungement requests, and assist citizens filing criminal history consent forms. PSTs handle payments for generated reports and other related services for CCPD. They also take telephone requests and complaints and resolve a variety of miscellaneous complaints and issues related to reports and record requests. PSTs provide data to the courts, law enforcement agencies, state and local government agencies, and others, who make open records requests. Their work requires initiative, independence, and discretion in the performance of their duties. The unit is currently staffed by 3 full-time personnel, but is authorized to have 7 full-time personnel. Although there are also 5 part-time persons authorized, and this complement is filled, there is a need to fill the 4 vacant full-time positions, and to maintain consistent full-time staffing, due to the high volume of work required within the unit. The PST position is a critical civilian position that supports the day-to-day mission and administrative functions of the department, and the work done by this unit also reduces the workload demand on the sworn staff of the department. Accordingly, we recommend ensuring staffing of these full-time positions on a consistent basis.

Recommendation: Immediate Planning and Preparation for Stadium Opening
Chapter III Section VI Community Assets

Priority 1

Details:

Continue development of plans and strategies for the opening of the Atlanta Braves Stadium at Sun Trust Park Stadium in cooperation with other public and private agencies. IACP strongly recommends CCPD prioritize their efforts in preparation of stadium opening in the spring. (In the interest of time, specific recommendations have already been sent to CCPD for their review).

Recommendation: Improve Public Image of SWAT and VIPER Units

Chapter III Section II Policing Philosophy and Operations

Priority 2

Details:

In both citizen surveys and comments by CCPD staff, IACP received comments regarding the negative effect that the tactical units (primarily VIPER, but also SWAT) have had on community relations. During police interviews we learned that one particular incident was captured on video and posted to You Tube, which reflected poorly on the VIPER unit, and on CCPD in general, damaging the reputation of both.

In the IACP review of the 2016 CCPD annual goals and objectives submitted by the various departmental units, we noted that the goals for VIPER and SWAT do not mention, highlight, or identify the importance of building, maintaining, or improving police community relations. While the IACP recognizes the tactical nature of both VIPER and SWAT, in our view, it is important for these units to recognize that although their function is important to the operation, they have a responsibility to act in a manner that builds positive relationships and perceptions within the community.

The IACP is well aware of the tragic history of CCPD, when in 1999, two SWAT members were killed, with a third officer wounded, in a successful hostage rescue incident. At the end of the day, everyone wants to go home safe, and that philosophy applies both to officers and the citizens they are sworn to protect; this can be done with a defensible and appropriate response to threats, which the majority of the community will intellectually understand and agree with. However, recent events make clear that the public also wants police to exhaust all possible de-escalation techniques before resorting to force, particularly lethal force. We recognize that the balance between tactical safety, threat assessment, and de-escalation techniques is difficult. However, 21st century policing practices demand that departments assess their tactical response in a more holistic way, taking into account public perception and reaction.

To address public perceptions of these units, the IACP recommends a review of the procedures for each unit, to ensure that training, operational deployments, and tactics used, meet contemporary policing standards. This review should include consideration of when these units will be deployed, and ensuring that command-level personnel at CCPD are involved in deployment, and major tactical decisions. In addition, IACP recommends that CCPD create and seize opportunities to educate the public on the purpose and function of these units. These educational opportunities could include community events, citizen academies, or other planned events. CCPD could also consider creating a web-based video or section on the website that provides an overview of these units and their purpose. In addition, CCPD may benefit from adding transparency to the efforts of these units, to include publishing information concerning their efforts, either monthly, annually, or even based on a specific event, if that is warranted.

We would also note that if the department moves toward a co-production policing model (as we recommend elsewhere), those involved in that process would also engage in deployment decisions for these units.

Recommendation: Consider the Value of Allowing Officers to Work Fill Shifts or Temporary Assignments in Other Precincts

Chapter III Section I Organizational Structure

Priority 3

Details:

During the course of our interviews, the IACP team learned that officers are typically not allowed to work in other precincts to fill shifts or temporary vacancies. Based on our search of the policy manual, we were unable to find a policy restricting this, although we noted there is a policy relating to formal precinct-to-precinct transfers. IACP inquired with senior leadership about this issue and we were informed that with supervisor permission, officers can work out-of-precinct; however, interviews with officers indicate that in practice, this does not occur.

Certainly, an argument can be made that this is a sound decision given the lack of familiarity officers may have with the other precinct, which might include operational differences that could affect their efficiency and effectiveness. In addition, IACP has previously positively commented in this report on the decentralized and successful way in which each precinct is allowed to operate. Despite the arguments against allowing inter-precinct work for officers, other arguments can be made in favor of the benefits for officers and the organization by allowing this practice. By working in another precinct, even on a short-term basis, officers may gain new perspectives, learn new procedures or methodologies, and they may be exposed to working with colleagues perhaps not known to them before. Lastly, and perhaps most importantly, this practice would allow officers the opportunity to meet new citizen constituents, and to learn more about the county they serve. IACP recommends that CCPD review this policy and practice, whether written or unwritten, to allow for more flexibility.

Recommendation: Establish and Fill Operational Minimums in Patrol Division and the Department

Chapter IV - Patrol Staffing

Priority 1

Details:

Based on our calculations, the patrol bureau needs a minimum of 301 officers in order to address obligated workload service demands. Based on our overall assessment of the CCPD, the department as a whole requires 690 officers. We are recommending that the county establish an *operational staffing level*, as opposed to an *authorized staffing level*. Many police agencies have an authorized staffing level, but due to attrition, they nearly always work short of this number; this is true in Cobb County, too. Although the

current authorized strength of the police department is 690 (based on this year's budget), the agency is operating well below that number (636 officers at the time of this study). Moreover, even if the agency could immediately fill all of the vacant positions, there would be a personnel shortage of 60 within one year. It is also worth noting here that of the 636 officers on the payroll for Cobb County, 53 of those are recruits, and effectively, they do not count as functional sworn personnel. Accordingly, the actual number of functional personnel at the time of this study was 583, which is 107 positions below the authorized strength of the agency.

Additionally, the attrition rate at CCPD is constant, and even with concentrated effort, it will likely continue at a rate of 55-60 officers. Due to the lag-time associated with hiring and training personnel, it is necessary for the department to hire at a rate that ensures optimal operational staffing levels; by necessity, this must exceed the current authorized hiring level.

We project that CCPD will need to hire an additional 60 officers (over and above the 690 officers) to maintain optimal staffing. As we have indicated elsewhere in this report, the *operational* level identifies the minimal staffing level required to optimize effective and efficient delivery of police services. Failing to maintain this level of staffing on a consistent basis will affect various aspects of service delivery, which we have enumerated within this report. Accordingly, we believe it is critical that that Cobb County adjust the *authorized staffing* level for CCPD to 750. This will ensure that the department will be able to maintain operational minimums, and that it will be able to consistently staff critical positions throughout the organization. We would also add that as we have noted above, it will be necessary to hire additional personnel above the 760 number, based on the consistent number of non-operational personnel within the agency once that number is identified.

Recommendation: Prioritize Patrol Staffing

Chapter IV – Patrol Staffing

Priority 1

Details:

The core function of any police agency is the patrol division. Despite this, when vacancies occur, they often result in reductions to the patrol operation. Although CCPD has moved some officers from specialty units to staff patrol, some patrol positions still remain vacant. Again, as we have noted, this works against the stability of the organization and the patrol division, and often results in service reductions. It also affects the capacity of patrol personnel to perform supplemental duties and community policing activities.

The CCPD should make the patrol function a priority as part of the overall the strategy to maintain public trust and improve relationships. This requires a restructuring and refocusing of the entire organization to support the function of patrol as the core

element of police service delivery. The department should take a position that all patrol assignments are *essential*, backfilling any vacancies in patrol from less-essential roles (as determined by the department) within the organization.

Recommendation: Expand TRU/PDO Function and other Alternate Reporting

Chapter IV – Alternative Reporting

Priority 1

Details:

The CCPD already uses desk officers (PDOs) to handle a variety of CFS. These staff handle various phone calls and walk-ins, and in doing so, they absorb a volume of activity that would otherwise likely find its way to the patrol division, which would clearly increase their workload. We applaud the use of PDOs in this fashion, but suggest that expanding this function would continue to reduce workload demands for patrol, particularly in reference to CFS that do not require an officer response. We have already recommended fully staffing the Public Service Technician (PST) positions, and we see the potential for combining duties between these resources. We would recommend that CCPD examine the use of PDOs and PSTs, to determine whether there would be a benefit in merging and/or expanding these roles.

In addition, as we noted above, we believe that CCPD should consider revisiting the issue of online reporting. Many people prefer this method of reporting, and for certain incidents, it can be a tremendous time saver for the agency. Despite initial information CCPD received that suggested that the current system is not capable of such a process, it has been our experience that even very old and archaic systems can be configured to work with a variety of online reporting systems that are in use currently in the field.

Recommendation: Reemphasize Community Policing as a Department Strategy

Chapter V - Community Policing

Priority 1

Details:

The CCPD needs to reemphasize and revitalize their commitment to a Community Oriented Policing (COP) philosophy. This renewed emphasis must include clear direction for staff, and a culture of accountability. The infrastructure of the COP approach presently exists within the Cobb County PD, as indicated by the goals and objectives of the department, the training regimen within the department, and most importantly, as demonstrated by individual officers who care about their community and want to establish positive relationships with the citizens. To accomplish this, leaders should do the following:

- Communicate clear expectations to all command staff as to the purpose and mission of the agency, and that the community policing philosophy is mandatory for all command staff.

- Hold commanders accountable for their actions and behavior toward accomplishing short and long-term goals of the agency, particularly with respect to community policing efforts.
- Articulate and clearly communicate the vision for the CCPD to those within the department, to include the importance of community policing in building and/or repairing community relationships and public trust.
- Emphasize the core values and expectations of the agency, and communicate to officers how they can demonstrate these through community policing.
- Perform a SWOT or similar exercise to form the basis of a strategic plan for the agency moving forward within the context of community policing (and co-production policing).
- Within the strategic plan, outline some short-term goals focused on community policing that can be accomplished and recognized to sustain momentum in accomplishing the long-term goals. Make these short-term successes public within the department and in the community.
- Prioritize non-criminal interaction with youth as part of the community policing philosophy, and embrace the many programs that integrate youth into police interactions.

Recommendation: Acknowledge and Address Public Perceptions of Racism and Discriminatory Policing by CCPD

Chapter V - Community Policing

Priority 1

Details:

Cobb County PD leadership must recognize that the root cause of the strained relationships and lack of public trust with some members of the community, is the result of public perceptions of racism on the part of police officers and the agency as a whole. CCPD leadership must develop a strategy to correct that perception, identify current practices that feed this perception, and immediately modify/eliminate those practices.

Although we acknowledge the possibility that some officers may engage in disparate or discriminatory practices, in our assessment, racism is not an institutional problem within the CCPD. However, this perception has become a reality for some citizens, and they view all actions by all officers through this prism. Effective communication at multiple levels must be a key element of any strategy.

The executive leadership team must acknowledge that there is a concerning deficit of public trust in and among a portion of the population of the County. This acknowledgement must be accompanied by a shared resolve to do whatever it takes to restore the public trust, starting with personal accountability at all levels of the organization.

Suggested action steps for the executive team include:

1. Set up a meeting with every member of the CCPD in appropriately subdivided groups, to rearticulate the uncompromising agency core values, to include fair and impartial policing for everyone.
2. Provide a vision, both short-term and long-term, for the future operation of the CCPD. Discuss the importance of building and maintaining community trust, and the steps the department plans to take, particularly in those areas within the community in which some community members have expressed concerns.
3. Emphasize the great work of the majority of officers, and clearly restate that executive leadership expects staff behaviors that are consistent with agency core values.
4. Use the very best communication and change-management strategies, and ensure staff participation and buy-in as a part of this process.
5. Issue all members of CCPD personalized business cards to give out during all public interactions, to encourage a personal connection with the residents and future positive interactions. The cards could also include a link to the department survey on the website.
6. Develop a strategic plan that addresses the core issues facing the agency, including its relationship with the community. The plan should acknowledge the perceptions of racism by some within the community, articulate the core values of the agency, and identify specific measurable goals and the actions the department will take to effect necessary changes. It should also include an emphasis on co-production policing, as identified in this report, and as recommended.
7. Provide a copy of the strategic plan to the public, and assure the community that the department will provide continuing feedback on the progress of the agency toward meeting these objectives.

Recommendation: Engage a Co-Production Police Model

Chapter V - Community Policing

Priority 1

Details:

There is a need for the community to have a greater level of involvement in the decision-making processes that drive much of the policing strategies that affect them directly. Engaging a co-production policing model will contribute to community involvement, add to transparency, and build relationships and public trust.

To further expound upon and identify the concept of co-production policing, we offer the following, taken from a recent evidence assessment of the 21st Century Policing Recommendations,

The “co-production” of public safety by police and citizens through collaborative problem-solving is the core tenet of community-oriented policing, which is the focus of Pillar 4. Community-oriented policing is defined by three key features: community partnerships; problem-solving; and organizational transformation (Office of Community Oriented Policing Services, 2014; Skogan, 2006). Thus, community policing is not a policing strategy in itself, but a philosophy or framework within which the police can deploy other innovations such as hot spot policing or problem-oriented policing in partnership with the community (Scheider, Chapman, & Schapiro, 2009).³⁹

Accordingly, we make the following recommendations, which emanate directly from the report of The President’s Task Force on 21st Century Policing⁴⁰

- Schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.
- Engage youth and communities in joint training with law enforcement, citizen academies, ride-alongs, problem-solving teams, community action teams, and quality of life teams.
- Establish formal community/citizen advisory committees to assist in developing crime prevention strategies and agency policies as well as provide input on policing issues.

Recommendation: Establish a Formal Role for the Community/Citizen Advisory Committee

Chapter V - Community Policing

Priority 2

Details:

One of our recommendations for CCPD is to engage a co-production model of policing, and one of the components of such a strategy involves the creation of a community/citizen advisory committee. The primary purpose for such a committee is to provide ongoing input to CCPD leaders concerning agency policies, policing strategies, and organizational and operational priorities. This type of a committee can be of great value in helping to establish/maintain transparency and public trust, and also in identifying community wants and needs.

³⁹ An Evidence-Assessment of the President’s Task Force on 21st Century Policing Recommendations, George Mason University, 2017

⁴⁰ The President’s Task Force on 21st Century Policing - http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

In addition to these important aspects, some communities have used a board of this nature to aid the department in ensuring accountability for the actions and/or inactions of agency staff. The IACP has no position on whether agencies should engage a board for this purpose, but we do suggest that agencies consider the need for this type of review, including how a board of this nature would function and contribute to organizational objectives. Accordingly, we recommend the creation of an advisory committee, and a thoughtful consideration by agency and government leaders as to the scope and role of that body.

Recommendation: Reinstitute the “Knock and Talk” Philosophy

Chapter V - Community Policing and Community Engagement

Priority 3

Details:

The CCPD used to have a Knock and Talk program where officers on patrol would stop, knock on a random door, and engage the public, in an effort to create good will and establish positive communication. This was initially recommended by an officer during IACP consultant interviews, and while we believe this is a good idea, it is simply one method the department can use to improve the relationships between the public and the police.

The IACP is aware that the VIPER and SWAT units have faced some scrutiny and negative perceptions by the public. Using this philosophy, CCPD officers could go door-to-door during or after the involvement of these units in a given neighborhood, to provide information to the public concerning the reasons for their presence. This would not only build better relationships with the public in general, but it may help improve the image of these units. Additionally, this process could provide additional opportunities for community members to engage the CCPD in a positive manner, and to ask questions or offer feedback to the department.

The IACP would suggest that CCPD consider this process and philosophy, and that the department look upon this practice as another proactive and innovative approach to community policing.

Recommendation: Prioritize Criminal Investigations Staffing

Chapter VIII - Investigations Staffing

Priority 1

Details:

As with the bureau of patrol, the department should take a position that all criminal investigations assignments (both within CAP and at the district level) are *essential* and backfill any vacancies in investigations from personnel in less-essential roles within the organization.

We are aware that there have been vacancies within the investigative units, and these vacancies not only tax the capacity of those units to function properly, they also work against the ability to assess and determine staffing needs. We recognize the good work that occurs in various specialty units, and indeed, CCPD has done a very good job of documenting this. However, we believe that the core functions of the department, patrol and investigations, are paramount to organizational success. Accordingly, we recommend staffing these positions first, and vigorously working to backfill all agency vacancies.

Recommendation: Collect and Analyze Investigations Case Data, Monitor Workloads

Chapter VIII – Investigations Staffing

Priority 2

Details:

There are several ways to determine workload demands within the investigations units, and we have used a number of different analysis points to draw our conclusions. However, one of the more valuable datasets involves calculating the investigation time associated with cases, so that an analysis of those data, and that unit, can occur.

To calculate workload demands, one must know the number of cases assigned by unit, the number of hours available for anyone working in that unit, and the average number of hours exhausted in the investigation of all cases assigned to that unit. In some of the data we reviewed, there was a co-mingling of data concerning hours of investigative effort, which did not allow for a clear analysis of each section of work. In other words, time spent must be broken out by investigator assignment, such as Domestic Violence, Missing Persons, Sexual Assault, etc. These crimes take different lengths of time to investigate, and accordingly, they cannot be grouped into CAP as a whole.

We recommend that CCPD design a system to collect these data, with a high level of granularity, and that CCPD monitor investigator effort and availability, to assess and identify any observable imbalance. We would also recommend continued analysis of case clearance rates, open case durations, and monthly caseloads, to form an aggregate analysis of staffing needs. We would obviously recommend that CCPD take any appropriate steps to identify any staffing deficiencies identified in this process.

Recommendation: Create a Formal Policy Review Process

Section IX – Policy Review

Priority 2

Details:

Although Policy 1.02 describes seeking input from others, the CCPD manual does not outline a formal policy review board or committee. A strong set of guiding rules and procedures is a critical need for the efficient and effective operation of any police agency. Indeed, CCPD has an extensive set of guidelines, which we find instructional

and functional. However, those governed by the rules have a vested interest in the development of the standards for which they will be held accountable, and expected to follow. These same individuals often possess significant operational knowledge that leaders can call upon in the development of such processes. We are aware that the CCPD reviews proposed policies by appropriate member groups of the department, and others, when deemed appropriate, and we applaud this practice. However, this practice is not outlined in policy, and we feel it should be formalized.

Accordingly, we recommend that CCPD establish an internal policy advisory committee, comprised of line-level officers and supervisors, along with suitable command-level personnel. The purpose of this unit would be to review existing policies for revision, and to assist leadership in developing new policies, as needed. Additionally, in keeping with our recommendations on co-production, we also recommend that CCPD establish a practice of engaging the public on key department policies. The format for this may vary, depending upon organizational preferences and needs, but as we have mentioned before, if CCPD were to establish a police advisory committee, this activity would be one they could engage.

Recommendation: Review Department Pursuit Policy

Chapter IX - Policy Review

Priority 2

Details:

During the course of IACP interviews, several officers expressed frustration with the Vehicle Pursuit Policy. IACP review of the Vehicle Pursuit Policy 5.17 observes that it meets or exceeds normal professional standards for safety, measured response and procedure. The pursuit policy addresses the very real concerns for officer safety, public safety and protection of life and property. However, IACP would be remiss if we did not relay precinct officer level frustration and concerns that the pursuit policy as it currently exists, is too restrictive and confining when engaged in an ongoing police pursuit.

The IACP takes no position on the details contained within the policy. Still, due to the concerns raised by staff, this may be a policy that is in need of further review. We would encourage CCPD to consider convening a group to review the policy, and/or to engage in a feedback process with officers, to understand their concerns fully. Once CCPD leadership has a clear understanding of the issues and concerns raised, they can make an informed decision about maintaining or adjusting the current policy.

Recommendation: Simplify Return of Personal Property at Precinct Level

Chapter IX - Policy Review

Priority 2

Details:

The CCPD procedure for securing, storage and release of personal property that comes into possession of shift officers in the course of their duties, is detailed and exacting, see CCPD Policy 3.13 Property/Evidence Packaging and Storage. IACP interviews with officers and precinct shift supervisors indicate a level of frustration that they are not able to return personal property in a timely manner, resulting in frustrated citizens who do not understand the reason for delay.

Currently, policy requires that all property seized or held be transported to the Property and Evidence Unit, located at Headquarters, by the end of shift. Citizens retrieving their property cannot pick it up at the local precinct office, and need to travel to headquarters. Because of normal work hours, this does not allow access to property retrieval on a 24-hour basis. Alternatively, property temporarily stored at the precinct needs Property and Evidence Unit approval before being released. Either way, there is a delay in return of personal property.

Again, the IACP recognizes the importance of strict protocol of property and evidence control, and we do not take a position on the appropriateness of the current policy, which involves operational matters. Still, based on concerns expressed, we do recommend a departmental review to determine if policy revisions might result in the expedited return of personal property to Cobb County citizens and others.

Recommendation: Develop a LGBTQ Policy

Chapter IX - Policy Review

Priority 3

Details:

In our review of the CCPD policy manual, we found no specific policy or reference to members of the LGBTQ community. Policy 5.30 clearly explains that members of the CCPD are not to engage in biased policing practices relating to numerous protected class groups, and gender identity is mentioned among them. However, there are operational aspects of engaging people in the LGBTQ community, which may be appropriate to outline in policy. Those include issues such as person searches, personal pronoun references, jail location (male or female population), and use of restrooms, to name a few.

Because of the sensitive issues that surround those within the LGBTQ community, we recommend that CCPD consider modifying Policy 5.03, or that CCPD create a separate policy/procedure for dealing with these individuals.

Recommendation: Collect Race Contact and Outcome Data

Chapter X - Impartial Policing

Priority 1

Details:

Given the societal concerns over biased-policing, we believe it is important for CCPD to consistently collect race data regarding all citizen contacts that result in any type of documentation of police efforts. In addition to collecting race data on contacts, CCPD should also ensure the collection of data that documents what occurred within the contact, or as a result of the contact. This includes, for example, documenting whether the contact resulted in a warning, citation, arrest, pat-down or other personal search, a search of their vehicle or other property, or whether the person was detained and/or handcuffed. Additionally, because CCPD engages in proactive policing and data-driven policing efforts, we recommend collection of this data in concert with collecting race and disposition data, as the two datasets are often intertwined. We would also recommend analysis of gender data within this same frame.

Recommendation: Develop a Multiple Contact Monitoring System

Chapter X - Impartial Policing

Priority 2

Details:

Those who come into contact with the police frequently, fall into three distinct categories, those who are criminals and worthy of greater attention, those who are unlucky, and come into contact with the police for a variety of legitimate reasons, and those who may be targeted by one or more persons, which may point to improper or unfair actions on the part of the officer(s). The technology exists to use the police records system to flag such multiple encounters, and we recommend that CCPD engage a process of this nature.

Recommendation: Review and Revise CCPD Basic Curriculum

Chapter XII - Training and Education

Priority 2

Details:

IACP would recommend a review of the subjects taught in the academy. Currently there are 406 mandated POST subject hours of training that are not discretionary and an additional 522 discretionary hours determined exclusively by CCPD. Although some of the 522 discretionary hours are clearly necessary and Cobb County specific, related to in-house procedures and processes, we suspect that the amount of hours available would allow CCPD to include robust training in several areas, to include:

- Procedural justice
- Implicit bias
- Impartial policing
- Cultural sensitivity

- Community policing
- Critical thinking and problem solving
- The guardian philosophy
- 21st Century Policing
- Interpersonal communication

We recognize that the current curriculum likely includes training on some or much of the above. However, we would recommend an analysis of these topical areas to ensure that CCPD is providing new recruits with the best and most up to date training on these topics.

In addition, in keeping with our recommendations regarding co-production policing, we would also recommend a review of the curriculum by the police advisory committee (should CCPD choose to establish one), and/or the general public, to identify and prioritize any additional curriculum sections that should be included beyond POST mandates.

Recommendation: Review Disqualification Policies and Practices

Chapter XIII - Recruitment and Selection

Priority 1

Details:

The IACP is aware that many agencies have policies and disqualification factors in place, which are prohibiting otherwise qualified candidates from successfully navigating the hiring process. The IACP promotes hiring process that looks for character traits that support fairness, compassion, and cultural sensitivity, and one that points to a spirit of service in the applicant. To that end, we believe that to hire 21st century officers, departments need to change their orientation and focus hiring on those candidates that model the values and vision of the community and the police department. This shift in orientation may require agencies to make adjustments to existing policies or practices, and we recommend that CCPD examine these carefully, to identify any areas that are in need of adjustment.

The IACP feels it is important to reiterate that we are not supportive of *reducing* hiring standards. Our recommendation is that CCPD thoughtfully consider the important attributes they are seeking in qualified candidates, and if current policies or practices exist, which are in conflict with these goals, we would recommend revising them.

Recommendation: Examine Core Attrition Causes

Chapter XIII - Retention

Priority 2

Details:

Although CCPD tracks the stated reasons for attrition (e.g., retirement, resignation, discharge), the department does not engage in a process that thoroughly examines the

core factors that contribute to unwanted separations, whether those result from an amicable separation, or one that is forced.

Although there are no firm numbers that quantify the cost of hiring and training an officer, some have suggested that the process costs at least \$50,000. The failure rates for the academy and the FTO process are substantial, and so are the associated costs with losing those personnel after they were hired and the department invested substantially in their development. If, through a thoughtful and careful analysis, the department could reduce these attrition numbers – even by half – the cost savings and operational benefits to the department would be dramatic. Accordingly, we recommend that CCPD implement a thorough process to study these separations on an ongoing and permanent basis.

Recommendation: Improve Promotion Selection Transparency

Chapter XIII - Promotion

Priority 2

Details:

IACP recommends a review and revision as necessary of the promotion process to improve transparency. On balance, the current promotional process employed by CCPD is a good one. As outlined and defined in CCPD Policy 2.05 Promotions and Command Staff Appointments, the process is clear, appropriate and transparent. The area of concern is in section VI, sub-section 2. That section states, “The Chief of Police is not under any obligation to select a promotional candidate in order of test ranking.”

Essentially, despite the establishment of a *list of eligible candidates*, ranked in order of the highest scores on the written test and assessment center combined, the police chief can choose any of the persons on the eligible candidates list, at his or her discretion. Although the police chief does need to notify the Cobb County Human Resource Department in writing as to his or her rationale for choosing a candidate for promotion, this latitude offered to the chief in this process opens up senior leadership to criticism and conjecture.

From the perspective of an administrator, providing the police chief with the broad authority to promote who he or she feels will be the most successful, the best fit, and in the best position to benefit the department, is a very favorable process. However, this type of process contributes to perceptions of favoritism, and arbitrary processes, which work against the concept of internal procedural justice. The IACP does not take offense to the current policy or practice, but we note that, based on our interviews, it is viewed as unfair, and this contributes to feelings of mistrust and it can ultimately lead to morale issues internally. We recommend that the CCPD examine this process thoroughly, and that consideration be given to adding transparency to the process, through whatever

mechanisms might serve the interests of both those in the administration, and those who seek to join their ranks.

Recommendation: Review IAD SOPs for Revision on Employee Notifications

Chapter XIV - Internal Affairs

Priority 2

Details:

The IACP believes that the internal affairs function of any police agency is critical to maintaining an ethical workforce, and to ensuring accountability for the actions and inactions of staff. These principles are of paramount importance and they are a necessary element of building and maintaining public trust. However, those who are investigated, based on an allegation of wrongdoing or misconduct, have rights too, and the investigative process can be very stressful for staff, even when those involved know that the outcome will ultimately resolve in their favor. In our review of IAD policies and procedures, the IACP did not find any language that outlines and identifies regular communication and updates between investigators and the employees under investigation.

The philosophy of internal procedural justice suggests that organizational leaders should be attentive to staff and mindful of how the actions of the agency can affect them. Accordingly, we recommend an analysis of the current policies and practices relating to the notification of employees under investigation, including updates as to the status of the investigation, a projected timeline, and any changes to those projections.

Recommendation: Consider Proactively Publishing IA Disposition Data

Chapter XIV - Internal Affairs

Priority 2

Details:

As community trust issues continue to press upon law enforcement agencies, it has become more and more important that departments engage any and all processes they can, which can contribute to building and maintaining public trust. To that end, we feel that agencies should seize upon the opportunities that provide greater transparency, as doing so tends to improve the confidence the public has in the department.

One of the more critical areas of *transparency* includes the internal affairs function. For many, there is a belief that the police lack the capacity to conduct internal investigations objectively and fairly. Producing data that demonstrates that the agency is taking appropriate steps to hold staff accountable for their actions and inactions, serves to increase the trust of the public in the ability of the agency to police themselves. Accordingly, we recommend that CCPD proactively publish IA data on a regular basis. We would suggest a review of these processes, and establishment of a policy and practice that includes releasing these data on a prescribed and consistent timeline.

Recommendation: Analyze Needs of High-Tech Crimes Section

Chapter XV – Department Equipment

Priority 2

Details:

It is now commonplace that criminal investigations involve the need to analyze various electronic equipment. This need creates a significant demand for the equipment and software necessary to conduct this type of analysis, as well as trained personnel who can perform these functions. Unfortunately, the technology world is constantly evolving, and it is important for departments to continually analyze their capabilities to perform this work, and to add equipment, software, and to train personal, as needed. We have been told that the high-tech crimes section has some needs in this regard, and we recommend that CCPD analyze those needs, and respond appropriately.

CHAPTER XVII: SUMMARY

Our analysis of the Cobb County Police Department suggests that leaders are consciously engaged in running the department in progressive and positive manner, and that those within the organization, from command to line staff, take great pride in providing exemplary service to the public. Irrespective of the recommendations we have provided, we found the Cobb County Police Department to be a full-service, community-oriented police agency that has worked hard to respond to increasing service demands.

Despite all of the positive aspects of the work environment we observed at the CCPD, as our recommendations suggest, there are opportunities for improvement. The two most notable categories of recommendations include hiring and staffing, and building and maintaining community trust.

During the course of this study, we heard from several unit and division commanders that they were in need of additional personnel. Most of these requests involved sworn personnel, and most involved patrol and investigations. Although we do not want to be dismissive of these requests, we conclude that if the department was appropriately staffed, maintaining an *operational minimum* of 690 sworn officers, most, if not all of these requests, would likely be resolved. It is our assessment that the driving factor in requests for additional personnel, is the lack of personnel in general, even at the current authorized staffing level. Based on our analysis, we do not believe that a staffing increase is necessary at this time.

However, in general, we believe that the overall staffing of the agency is a concern (both sworn and non-sworn), and we feel it is vital that Cobb County establish a new *operational minimum* level of sworn staffing, along with a new *authorized* hiring level (to include compensating for non-operational personnel). In our judgment, the department also needs to re-emphasize the importance of the patrol and investigative functions, ensuring that adequate staffing is present in both. For patrol, at present, this includes hiring sufficient staff to offset attrition, and to ensure that operational minimums are maintained (at the time of this study, the patrol division was effectively short by 107 personnel). For investigations, we believe filling the current vacancies is a starting place; we also recommend additional review of these units, once staffing is stabilized. We also think that CCPD needs to pay close attention to improving their workforce diversity, both from a gender and race perspective. Additionally, CCPD needs to examine the causal factors relating to the attrition rate of the agency, and to adjust accordingly.

Although the IACP was engaged by the county to complete a full study of the operation of the CCPD and our overall focus was broad, at the outset of this study, we were informed that the department, like many other large agencies, has encountered difficulties in building and maintaining trust with the community. In fact, during our

study, we received feedback from members of the community who echoed these concerns; accordingly, we focused considerable time, effort, and analysis on this aspect, and many of our recommendations track along these lines.

The IACP did not find evidence that the CCPD engages in discriminatory practices, nor did we find evidence that these behaviors are condoned within the agency, at any level. Instead, our study revealed a department that has strong policies and procedures in place, and we found that the department holds staff to a very high standard of professionalism and ethical behavior. Additionally, contrary to some opinions, we also found that the CCPD has a very good policy on receiving and investigating complaints against staff, and we found evidence that the agency responds to and investigates those complaints appropriately, including taking appropriate disciplinary actions where warranted.

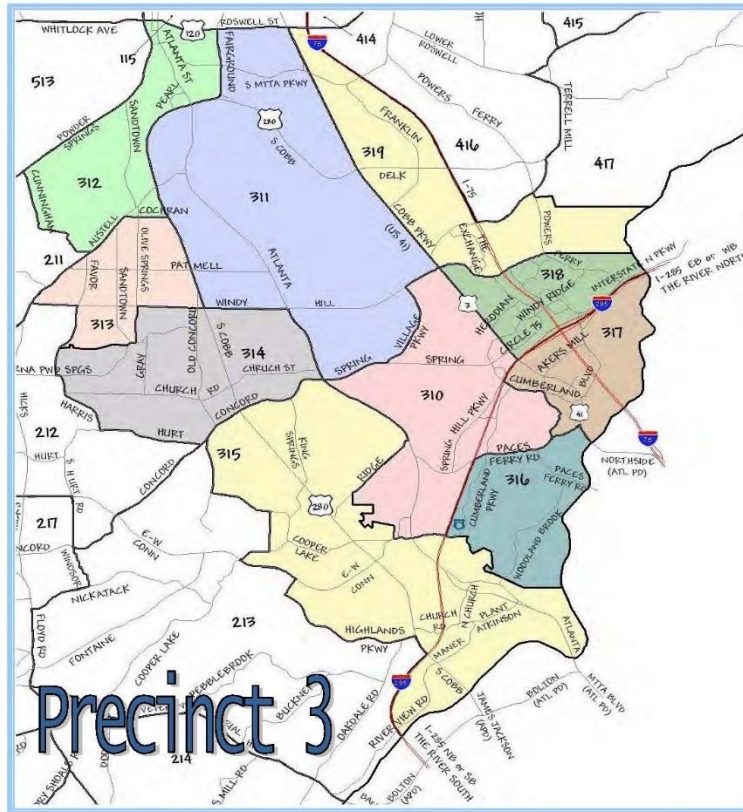
Regardless of the above, we are keenly aware that there are those within Cobb County who have described different experiences, and who have other beliefs and opinions, and we acknowledge that many of those likely emanate from a legitimate perspective. Indeed, it is the presence of these concerns and perceptions, which points to the need for CCPD to work intentionally with the community to build and maintain trust. To that end, we have made several recommendations that intend to increase agency transparency and engagement with the community, following a co-production policing model. The co-production policing model includes the involvement of representative community members, who take an active role in advising and assisting CCPD senior management on significant issues related to operation, management, resource deployment, discipline policies and procedures, strategic planning, and community policing. It is our assessment that the co-production practices, which we have outlined in detail within this report, will contribute positively to relationships between the CCPD and the community.

We have also recommended additional focus by the department on the concept of procedural justice, both internally and externally. This approach builds trust among all involved, by treating people with dignity and respect, ensuring that everyone has the opportunity to be heard, being neutral and transparent in decision-making, and by conveying trustworthy motives. For this process to be effective, however, it must be exercised by all department members, and it must become an overarching philosophy.

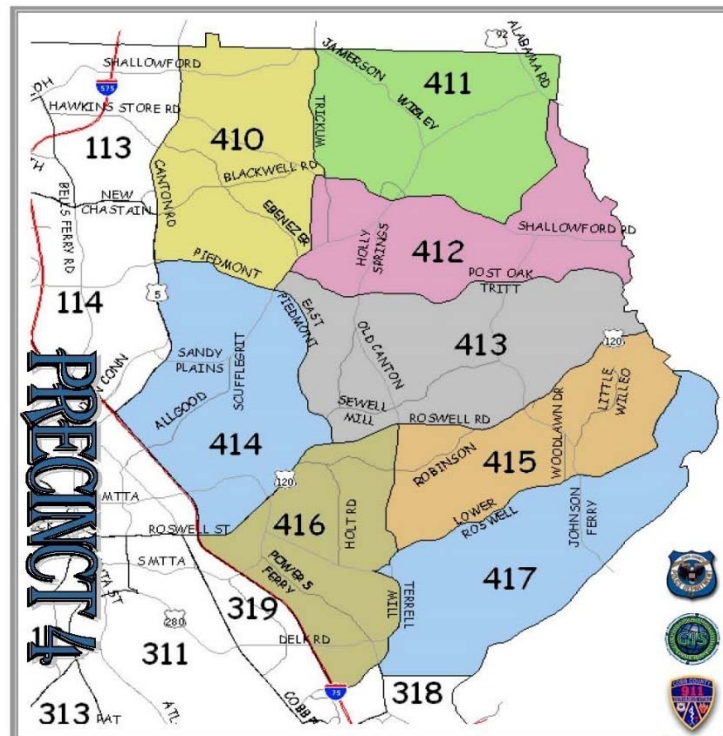
It is our sincere hope that this report and the associated recommendations, serves to provide positive guidance, and that it is viewed as a valuable resource, not only for the Cobb County Police Department, but also the Cobb County Department of Public Safety and County Commissioners, who work together on behalf of the citizens of the county to provide policing excellence for the community.

The IACP Team

Appendix Figure 3: Precinct 3 Beats



Appendix Figure 4: Precinct 4 Beats



Appendix Figure 5: Precinct 5 Beats

