IDAHO FALLS
City Clerk's Office

The public is invited to observe City Council Work Sessions. However, the agenda for Work Sessions does not include an opportunity for public interaction. Seating in the Council Chambers may be limited. All seating is available on a first-come, first-serve basis. The public also may view this meeting via livestream on the City's website at https://www.idahofallsidaho.gov/429/Live-Stream.

This meeting may be canceled or recessed to a later time in accordance with law. If you need communication aids or services or other physical accommodations to participate or access this meeting of the City of Idaho Falls, you may contact City Clerk Corrin Wilde at 612-8414 or the ADA Coordinator Lisa Farris at 612-8323 not less than 48 hours prior to the meeting. They can help accommodate special needs.

CITY COUNCIL WORK SESSION
Times listed in parentheses are only estimates.

Call to Order and Roll Call

Municipal Services: **Review and Discussion:** Impact Fee Advisory Committee Annual Report (45)
Action: Council Direction to Staff (or take other appropriate action)

Police Department: **Presentation and Discussion: International Association of Chiefs of Police (IACP) Administrative and Operational Review, Evaluation, and Audit Report.** (90)
Action: Council Direction to Staff (or take other appropriate action)

Mayor and Council: **Mayor and Council Reports**: Calendars, Announcements Events, Reports, Updates, Concerns, Questions, and Discussion (30).
Action: Council Direction to Staff (or take other appropriate action)

Executive Session: **The Executive Session is being called pursuant to the provisions of Idaho Code Section 74-206 (1) (j)** to consider labor contract matters authorized under Idaho Code Section 74-206A (1)(a) and (b), Idaho Code. The Executive Session will be held in the City Annex Conference Room. The Council will not reconvene in an open session after the executive session.

DATED this 22nd, day of March 2024

Corrin Wilde
Corrin Wilde, City Clerk

Municipal Services

Chapter 12
Impact Fee Advisory Committee

2-12-3 Duties:

- Assist the governmental entity in adopting land use assumptions; and

- Review the capital improvements plan, and proposed amendments, and file written comments; and

- Monitor and evaluate implementation of capital improvements plan; and

- File periodic reports, at least annually, with respect to the capital improvements plan and report to the governmental entity any perceived inequities in implementing the plan or imposing the development impact fees.

- All other activities required by Idaho Code related to development impact fees.

Impact Fee Advisory Committee Members

- Brent Wilson, Chair
- Richard Stewart, Co-Chair
- TJ Nottestad, Committee Member
- Jeff Freiberg, Committee Member
- Nick Terry, Committee Member
- Julie Anglesey, Committee Member
- Pam Alexander, Impact Fee Administrator
- Jim Francis, Council Member

Impact Fee Advisory Committee 2023 Annual Report Overview

- Collection of Impact Fees.

- Public reporting and research of outstanding balances.

- Reporting of end of fiscal year balances by category, projects and funds spent.

- Examination of balances and revenue collected for abnormalities.

- Tracking and enforcing impact fee affordable housing waiver requirements (10-8-C of City Ordinance).

- Offer training for Development community.

Police
Department

Idaho Falls Police Department

Administrative and Operational Review, Evaluation, and Audit

December 2023

IACP
International Association of
Chiefs of Police

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Cover Photo Credit: Denis Tangney Jr

Acknowledgments

Contents

Table of Tables

Table of Figures

Acronyms

BCSO	Bonneville County Sheriff's Office
CAD	Computer-Aided Dispatch
CFS	Call(s) for Service
CWW	Compressed Work Weeks
ECC	Emergency Communications Center
ECO	Emergency Communication Officers
EMS	Emergency Medical Service(s)
FBI	Federal Bureau of Investigations
FTE	Full-Time Employee
IACP	International Association of Chiefs of Police
ICAC	Internet Crimes Against Children
IFPD	Idaho Falls Police Department
IT	Information Technology
NIBRS	National Incident-Based Reporting System
RMS	Records Management System
SRO	School Resource Officer
TRU	Telephone Reporting Units
UCR	Uniform Crime Reports
VIN	Vehicle Identification Number
VoIP	Voice over Internet Protocol

Executive Summary

In January of 2023, the City of Idaho Falls Police Department (IFPD) engaged the International Association of Chiefs of Police (IACP) to conduct a Police Department Administrative and Operational Review and Evaluation.

This study examined numerous areas of department operation, and the analysis determined that several areas within the police department require adjustment to meet service demands and improve relationships and trust between the police department and the community. This study provides 42 recommendations, following several major themes:

- Implementing adjustments to staffing levels and deployments, including scheduling.
  - Primary focus was on identifying the proper amount of patrol resources to respond to calls for service and actively engage with the community in meaningful problem-solving.
  - Implementing a schedule that addresses both the needs of the department and the welfare of its members.
- Engaging opportunities to consolidate various department units, including improving the efficient use of resources and non-sworn personnel.
- Implementing strategies to improve community policing in accordance with 21st century policing guidelines.

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. Quite the contrary, we found the Idaho Falls Police Department to be a modern and progressive police department. It is an organization 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. During this study the IACP team identified several effective policing practices to include:

- Department's commitment to employee wellness. IFPD officers are allowed 90 minutes per shift for physical wellness opportunities. Additionally, each employee is required to visit yearly a department-authorized mental health professional for mental health and wellness.

- **Department's commitment to training.** Beyond the POST requirements established by the state of Idaho, department members receive opportunities for advanced career development training.

- **Department's electronic forensic capabilities.** IFPD has invested significant resources in equipment and training to provide high quality and cutting-edge forensic analysis capabilities. IFPD leads forensics for other agencies in the region, often providing forensic assistance for many departments.

- **Decentralized shift level forensic team.** The department has trained and equipped patrol officers in advanced forensic collection capabilities. These officers handle evidence collection on cases where full-time forensic personnel are not available. This decentralized team has recently been used to support other agencies in officer involved shooting investigations. This program greatly expanded the department's basic forensic capabilities and provided a career enhancement for patrol officers.

The Idaho Falls Police Department provided the IACP unfettered access to staff and all data at their disposal, without reservation or hesitation. It was evident to the team that the command staff at the IFPD 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 report outlines the process and methodology used by the IACP team to conduct the analysis of the police culture and practices of the Idaho Falls Police Department. The IACP analysis is balanced, and it fairly represents the conditions, expectations, and desired outcomes studied, and those which prompted and drove this inquiry. Where external data was used for comparison purposes, references have been provided.

While the IACP stands behind the core statements and purposes of the recommendations provided, it is also important to understand and recognize that the details concerning implementation may require modification or revision to meet departmental needs. Accordingly, the IACP considers the proposed implementation suggestions as but one possible method for accomplishing the stated goal, and understandably, the department may need or choose to take a different approach for a variety of reasons.

Summary of Key Findings

Section I: The Policing Environment

1. Establish standard reports with the type and level of data needed from county systems.

2. Conduct yearly analysis and agency leaders should consider this analysis against staffing needs and personnel allocations.

3. Develop a culture of data-driven decisions / intelligence-led policing at all levels.

4. Create a fully functioning crime analysis program in accordance with professional best practices.

5. Evaluate adding an analyst as a medium to long term staffing goal to focus on the strategic component of crime analysis.

6. Implement the Citizen Connect aspect of the SOCRATA system.

7. Establish a system to capture incidents in the exact locations they occur.

8. Establish geographic accountability as a core element within the Idaho Falls Police Department.

Section II: Department Organization

1. Add a deputy chief position in the Administrative Division to oversee the day-to-day operations of the three bureaus.

2. Add a civilian budget specialist/accountant.

3. Increase the size of the Code Enforcement Unit by adding one additional officer.

4. Consider adding a full-time intelligence analyst.

5. Add a civilian evidence technician.

6. Add an in-house civilian IT position.

7. Add 1-2 new civilian position(s) in the Telephone Reporting Unit.

8. The IFPD should develop a robust, proprietary, internal communication system involving all divisions and all levels of the department.

9. IFPD should continue to charge fees to outside agencies for digital forensic examinations and explore enhancing financial reimbursement options for this specialized service.

Section III: Patrol Bureau Workload

1. IFPD should work with Bonneville County to identify key data needs and establish a series of regular weekly/monthly reports.

2. IFPD command and supervisory staff continuously monitor the number of units responding to calls.

3. Decide and implement the patrol staffing levels needed for the desired proactive time for patrol officers.

   a. Determine the level of proactive time for patrol officers.

   b. Determine the positions to be considered as primary call responders.

4. Establish a fully functioning traffic unit with a dedicated field supervisor (sergeant).

5. Establish a process to compile, analyze, and provide intelligence or data to the Traffic Unit to guide their deployment or enforcement activities.

6. Explore and, when feasible, implement online and/or telephone reporting for certain offenses. Start with two non-sworn positions and schedule their work based on calls for service time of occurrence for TRU-designated offenses.

7. Work with the City Council to enhance enforcement of the false alarm ordinance to reduce false alarms and thus free up more patrol officer time from response to false alarms.

Section IV: Patrol Scheduling

1. IFPD staff should analyze sick leave usage to determine if a lack of weekends off has led to potential sick leave abuse.

2. Increase the minimum staffing level between 0900-2100 hours.

3. IFPD command should work with department members to develop and implement a schedule that best creates an effective work-life balance for IFPD patrol officers.

Section V: Investigations and Special Operations Bureau

1. Establish a specific written policy outlining how cases are assigned and the criteria to be used in case assignments.

2. Modify how cases in the Investigative Section are assigned to ensure a more equal distribution of workload.

3. IFPD should implement the use of solvability factors and consider initiating the responsibility for completing a solvability factors checklist to patrol, and that this process be incorporated into the RMS and preliminary investigations protocols.

4. Add an additional, full-time position for forensic analysis and crime scene investigations.

5. Move the SRO section to the Patrol Bureau given the similarity of functions.

6. Reassign the gang investigation responsibility from Patrol to Special Investigations.

7. IFPD should consider joining a regional or multi-city SWAT team that meets NTOA standards for Tier 1 or Tier 2.

Section VI: Emergency Communications

1. Increase the staffing levels for ECOs (4 additional) and supervisors (1 additional).

2. Continue to track and analyze overtime usage in the ECC.

3. Conduct an analysis of attrition causes.

4. Ensure Communications Center staff are receiving recognition for their work.

5. Increase online and/or telephonic reporting of certain CFS incidents.

Section VII: Future Needs

1. IFPD should evaluate the neighborhood boundaries found in the Imagine IF document as future patrol beats.

2. IFPD should monitor future workloads for all aspects of the department, and make requests for additional personnel, as those demands increase and as data supports the increase in workload.

3. IFPD should explore training several officers in Crime Prevention through Environmental Design (CPTED).

Additional Position Recommendations

Position	Immediate (next budget cycle)	Mid Term (budget cycle 1 to 5 years out)	Long Term (budgets cycles 5 to 10 years out)
Patrol *	For 16% proactive time Primary CFS responders should be 69 Net increase needed is 12 additional patrol officers.	For 26% proactive time Primary CFS responders should be 86 Net increase needed is 29 additional patrol officers.	For 36% proactive time Primary CFS responders should be 134 Net increase needed is 57 additional patrol officers.
Organizational Structure	Deputy Chief	Budget/grants administrator	
Intelligence-Led Policing		1 crime intelligence analyst	
Investigations		1 forensic analyst	
Special Operations			2-3 additional investigators for street crimes unit
Communications	4 Dispatchers; 1 supervisor	Data Administrator	
Support Staff			
Future Growth Estimate #			Patrol – 7 Investigations -3 Non-Sworn – 7

Introduction

The Idaho Falls Police Department (IFPD) engaged the International Association of Chiefs of Police (IACP) to conduct an administrative and operational review, evaluation, and audit of the department. Specifically, the study sought to information to provide IFPD with the following:

- Assessment of current organizational structure to determine whether additional bureaus or administrators are necessary.

- Assessment of current staffing levels for both sworn and non-sworn.

- Assessment of current departmental efficiency.

- Assessment of future staffing needs for the following decade.

Methodology

This study analyzed information and statistical data provided by the IFPD, including interviews, surveys, and interactions with department members across all ranks. Data included but was not limited to:

- Response data (call for service, reported crime incidents, criminal investigations, etc.)

- Agency reference documents (policies and procedures, regulations, detailed organization charts, staff/unit rosters, annual reports, assessments, etc.)

- Administrative records (training, internal affairs, complaints, leave, schedules, staff demographics, etc.)

IACP conducted remote interviews during February and early March and one onsite visit in March to engage staff in one-on-one interviews, conduct focus groups, and participate in patrol ride-a-longs. Personnel interviewed were from all ranks and units and totaled about 50% of the total IFPD workforce. To the extent possible, particularly concerning line-level employees, personally identifiable information has been redacted in this report to protect the privacy and confidentiality of participants.

Workload Survey

To understand workload factors not captured in a computer aided dispatch (CAD) or other system, workload surveys were administered electronically to representative samples within patrol. The "Patrol Officer Administrative Workload" survey captured administrative activities *not* captured by CAD data. A representative sample from each shift completed the survey daily

for an entire duty rotation. Similarly, the "Investigations Workload" survey gathered information about the time spent on investigative activities.

How to Use This Report

This analysis has been organized into seven sections. Within this report are various tables and figures as visual aids and to validate and substantiate the observations from interviews, data and information gathered, and the associated recommendations. A summary of the recommendations may be found at the end of each respective section.

Section I.   The Policing Environment

Examining 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 Idaho Falls are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. These factors are examined in this chapter.

1.1   Idaho Falls Overview

Idaho Falls is a city in and the county seat of Bonneville County, Idaho, United States. It is the state's largest city outside the Boise metropolitan area. As of the 2020 census, the population of Idaho Falls was 64,818, with a metro population of 133,265.

Idaho Falls serves as the commercial, cultural, and healthcare hub for Eastern Idaho, as well as parts of western Wyoming and southern Montana. It is served by the Idaho Falls Regional Airport and is home to the College of Eastern Idaho, the Museum of Idaho, and the Idaho Falls Chukars minor league baseball team. It is the principal city of the Idaho Falls Metropolitan Statistical Area and the Idaho Falls–Blackfoot- Rexburg Idaho Combined Statistical Area. [1]

Service Population Demographics

Between 2010 and 2020 Idaho Falls' population grew by 10%, and the city's projection is that the population in 2030 will be 11% more than the 2020 census population. The current population estimate is 67,218 (2023). Figure 1 below shows the dramatic population growth that Idaho Falls has experienced since 1990. [2]

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[1] Idaho Falls Web page Economic Development

[2] Idaho Falls Web page Business Profile

Figure 1. Idaho Falls Population (1990-2030 (est.))
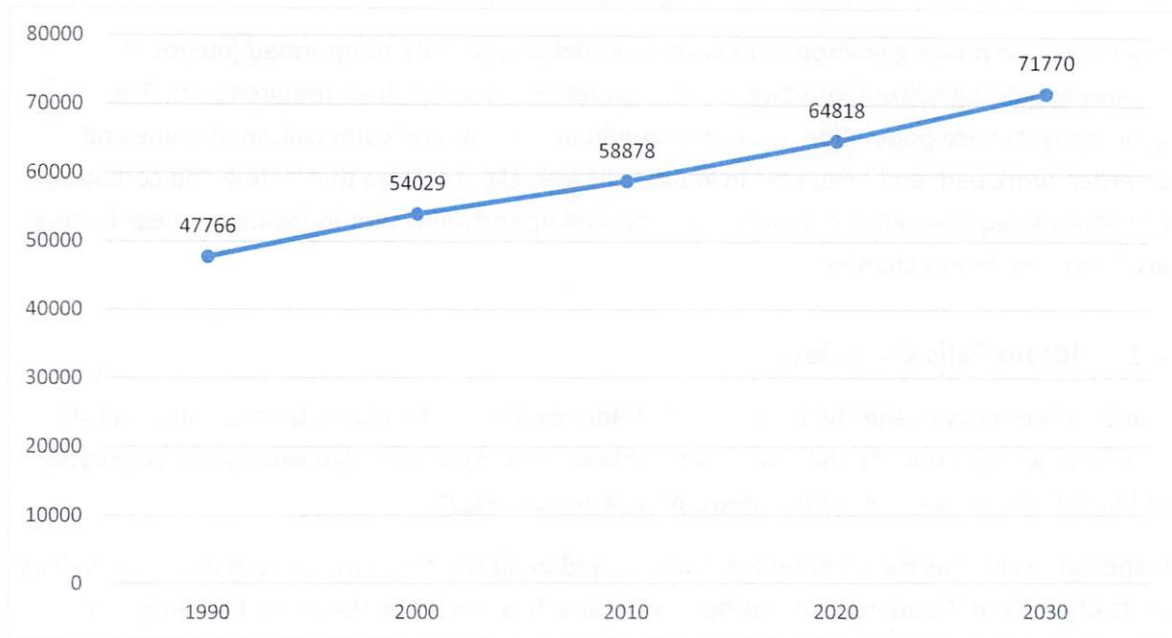
Source: Idaho Falls Website

The population of Idaho Falls is predominately white (78%), with Hispanic / Latino being the next largest segment of the population, at 15.5%. Table 1 below shows the population diversity within Idaho Falls as reflected in the 2020 US Census. These factors are important as police agencies work toward hiring, recruiting, and staffing police departments that are representative of the communities they serve.

Table 1. City of Idaho Falls Racial Demographics

Race	Percentage of Population
White	85.1%
Black or African American	0.6%
American Indian and Alaskan Native	0.8%
Asian	1.0%
Native Hawaiian or Pacific Islander	0.2%
Other	6.8%
Two or more races	5.5%
Total	100%
Hispanic or Latino	17.5%
Not Hispanic or Latino	82.5%

Source: US Census 2020

Census data indicates that 21.7% of the population has some college or an associate degree and 29% have a bachelor's degree, and the median household income is $57,412.

Census data indicates that Idaho Falls is a community of working-age people, with a median age of 33.6. This population cohort is more likely to be using the roadways at the same time during peak commuting hours, necessitating a commensurate police presence and response. While remote working is a factor, a significant cohort of this working-age population also leaves many empty houses, apartments, and condominiums, presenting potential targets for criminals during working hours. As the community grows, it is important to monitor the population numbers in different age demographics, as significant shifts (either upward or downward) can affect the IFPD's workload volumes.

While the staffing model does not rely on population as a variant for calculating staff demands, population increases typically result in additional workloads, and these shifts are often predictable and measurable.

1.2   Idaho Falls Police Department Overview

Mission, Vision, and Values

The department's mission statement clearly lays out the importance that the department places on addressing crime and the fear of crime:

> *"In partnership with the people of Idaho Falls, our mission is to make a
> positive difference in the community and help people live safer, more
> prosperous, and healthier lives."*

The department also has a vision statement that establishes clear guidance and core values that guide the department staff.

> *"The Idaho Falls Police Department is united in a spirit of teamwork to be
> open, courteous and community-minded organization devoted to quality
> public service. We are dedicated to live by values which reflect a genuine
> desire to care for the safety and well-being of the public we serve as well as
> the professionals who provide that service."[3]*

Core values are often described as the guiding principles for a police agency. These values and principles outline the key factors that agencies use in making decisions and how they interact with their community.

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[3] Ibid

Figure 2. IFPD Core Values

Integrity: Integrity is a concept of consistency of ethical actions, values, methods, measures, principles, expectations and outcomes. In ethics, integrity is regarded as the honesty and truthfulness or accuracy of one's actions. Integrity means doing the ethical, moral or correct thing even when no one else will know what you've done.

Honor: Honor is a concept of honesty, fairness or integrity in one's beliefs and actions. It is a source of credit or distinction which merits high respect and worth. Honor as a code of behavior defines our duties and obligations to the people we serve.

Trust: Trust is a willingness to show consideration, care and appreciation toward others with a dedication to building relationships based on truth and authenticity. It is an action that denotes a positive regard or feeling of esteem for a person or other entity. Trust is both given and received.

Excellence: Excellence is the quality of being outstanding. It is a talent or quality which is unusually and extremely good. It surpasses ordinary standards. Displays of excellence are shown through acts of integrity, innovation, meeting all obligations and continually learning and improving oneself in all aspects.

Courage: Courage provides the strength and drive to follow our values in the worst of times and against the greatest adversity. Courage is the foundation of our strength for facing fear, danger, and adversity. Courage begins with a humble acceptance of self. Courage gives us the ability to put aside our fear of failure and take the first step. Courage allows us to attempt things that we have not tried before, despite our fear of failure.

Policy Development Process and Recordkeeping

The IFPD has been awarded accreditation and subsequent re-accreditation by the Idaho Chiefs of Police Association (ICOPA) Professional Standards Program. The ICOPA is the state association accrediting body. Accreditation "is a certification process in which an agency meets a body of professional standards as demonstrated through formal inspection or audit by the authority granting the certification."[4] Prescribed professional standards help guide law enforcement agencies in developing written directives and policies that incorporate policing best practices.

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[4] https://icopa.org/wp-content/uploads/2018/06/Accreditation-Standards-and-Guideline-2014.pdf

The Idaho Falls Police Department Policy Manual outlines the policy development process, how policies are distributed, and the department's method of record keeping. Section 102.3 of the manual provides the Chief of Police with the "ultimate authority for the content and adoption of the provisions of the manual" and requires that the police chief "shall ensure compliance with all applicable federal, state and local laws." Section 102.6 further requires that the Chief of Police "will ensure that the Policy Manual is periodically reviewed and updated as necessary."

An electronic version of the policy manual is made available to all department employees. Section 102.5 requires employees to "acknowledge that he/she has been provided access to and has had the opportunity to review the Policy Manual and Departmental Directives. Members shall seek clarification as needed from an appropriate supervisor for any provisions that they do not fully understand."

Section 102.7 requires that all revisions to the policy manual "will be provided to each member on or before the date the policy becomes effective. Each member will be required to acknowledge that he/she has reviewed the revisions and shall seek clarification from an appropriate supervisor as needed." The policy further requires that "members are responsible for keeping abreast of all policy manual revisions and that each Bureau Commander will ensure that members under his/her command are aware of any policy manual revision." The process utilized by the IFPD provides for an effective method for policy development, distribution, and record keeping and is in accordance with effective policing practices.

Demographics

A goal of 21st Century police departments is to strive to have a sworn workforce that is reflective of the community demographics. While it is not unusual to have discrepancies between the demographic and gender percentages in the city's overall population and the department's population, as reflected in tables 2 and 3 below, the police department numbers by race are different and will require a significant long-term effort to improve.

Table 2. City of Idaho Falls / Police Department Ethnic Breakdown

Race	City Percentage	Department Percentage
White (non-Hispanic)	78%	89.3%
Hispanic / Latino	15.5%	6.4%
American Indian	0.7%	0%
Asian	1.3%	1.1%
Black	0.6%	2.1%
Two or more races	3.3%	1.1%

Source: Idaho Falls Web page, Business Profile Demographics

Table 3. Gender Profile

Gender	City Percentages	Police Percentages
Female	50.5%	8%
Male	49.5%	92%

Source: US Census quick facts and Idaho Falls PD

The number of female sworn personnel is lower than the city population and below the national averages for female sworn personnel. Of the eight female officers in IFPD only one holds a command level position (lieutenant and above) and there are currently no sworn female supervisors (sergeants). On a national level, 13.3% of sworn officers are female.[5] This is another area where a concerted effort should be made on recruiting qualified female candidates. Beyond the obvious advantage of being more reflective of the community, research has shown that female officers are less likely to have excessive force complaints.

Data Availability

For a modern police agency and police leaders, information is the key to effective and efficient operations. This includes open-source data that can be used to educate the public on community crime trends and police operations. From an internal operational perspective, a robust records management system (RMS) and computer-aided dispatch (CAD) are critical for making strategic decisions regarding the deployment of scarce police resources, supporting intelligence-led policing (ILP) initiatives, and local, regional, and national sharing tools. CAD tools that are critical to police operations are:

- Temporal and geographic analysis of calls for service (CFS) and crimes.

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[5] Statista.com Web page. Erin Duffin Oct 2022

- Response times to include:
  - Communications Center processing time.
  - Patrol officer response/travel time.
- Calls requiring multiple unit response.
- Total time spent on each call for service.

Using data systems and technology is a necessity for law enforcement in today's environment. Technology can have a positive impact by increasing efficiency, enhancing information sharing and improving informational and analytical capabilities, the cornerstone of the recommendations developed in operational analysis studies.

IFPD operates its own Emergency Communications Center (ECC) and provides dispatch services for the IFPD, Bonneville County Sheriff's Office, all Fire Rescue services in Bonneville County and several smaller police agencies. While this is not a unique situation, the fact that Bonneville County and the county IT office own/operates the systems (hardware and software) used for records management (RMS) and Computer Aided Dispatch (CAD) is unique and severely complicates data retrieval and analysis. As a result of this arrangement, IFPD faces challenges in obtaining accurate, timely and consistent data. For example, in analyzing critical data on calls for service, data was obtained from the Communications Center manager, crime analyst, and the analysis of the raw CAD data. All yielded different results. Because of the variety of sources there was also an inconsistency in the numbers obtained from the three different sources. Each time the source of the data is annotated and for the critical workload analysis calculations, the analysis of the raw/complete CAD data was used.

When accurate and usable data is unavailable, assumptions must be used to compensate for the lack of specific department data. That is the case in the study of Idaho Falls. Key elements such as the specific time units spend on backup and type of calls for service requiring backup units, were among the key data elements that were not available in sufficient granularity despite the best efforts of the IFPD to obtain that data.

So, to compensate for the lack of data, specific sources of data (such as IFPD CAD, IFPD crime analyst, analysis of data by the study team) are clearly identified in this study. This issue of the availability of timely, accurate and consistent data is of such importance that it is one of the primary recommendations for this study. The analysis for this study primarily involves only one calendar year (2022) and looking at other years may provide a different distribution. In addition, despite the best efforts of the IFPD, there will always be some variations between CFS workloads and personnel distributions.

It is strongly recommended that IFPD have the ability to obtain needed data and conduct this type of analysis at least annually, and agency leaders should consider this analysis against personnel allocations. Since IFPD does not have control of CAD and RMS, the department—and if needed, city leadership—should establish standard reports that it wants from Bonneville County IT. This can often be done by creating crystal reports that provide the data on a weekly, monthly, and yearly basis. This should ensure the timeliness, accuracy, and consistency of IFPD data.

✓ **Recommendation: Establish standard reports with the type and level of data needed from county systems.**

It is also important to note that significant increases in CFS volume will naturally occur with the further development of the city. New developments tend to add work volume, which will affect personnel distributions. This growth will require significant and ongoing monitoring to ensure staffing allocations are appropriate and that staff are able to manage workloads effectively. IFPD command and, if needed, city leadership need to work with the department's CAD provider to obtain this data in a complete and timely fashion.

✓ **Recommendation: Conduct yearly analysis and agency leaders should consider this analysis against staffing needs and personnel allocations.**

1.3 Crime Data

IFPD utilizes an incident-based reporting system, resulting in significantly different crime reporting than Part I and Part II crimes. The National Incident-Based Reporting System, or NIBRS, was implemented to improve the overall quality of crime data collected by law enforcement and captures details on each single crime incident—as well as on separate offenses within the same incident— including information on victims, known offenders, relationships between victims and offenders, arrestees, and property involved in the crimes. Unlike data reported through the Uniform Crime Report's (UCR) traditional Summary System— an aggregate monthly tally of crimes—the NIBRS data goes much deeper because of its ability to provide circumstances and context for crimes. It includes all offenses within a single incident and additional aspects about each event, like location, time of day, and whether the incident was cleared. Ultimately, NIBRS will improve the detail and overall quality of crime data, which will help the IFPD use resources more strategically and effectively.

NIBRS Group A offenses are used to report all incidents committed within a law enforcement agency's jurisdiction to the NIBRS and include crimes against persons (e.g., assault), property

crime (e.g., destruction/damage/vandalism of property), and crimes against society (e.g., weapons law violations).

Over the past three years, the persons crime rate in Idaho Falls increased by 2.5% from 2020 to 2022 and during the same time period the property crime rate fell by 17% as shown in figure 3 below.

Figure 3. Crime Data (2020-2022)

	2020	2021	2022
Grp A	3494	3408	3278
Persons	833	850	854
Property	1967	1752	1630
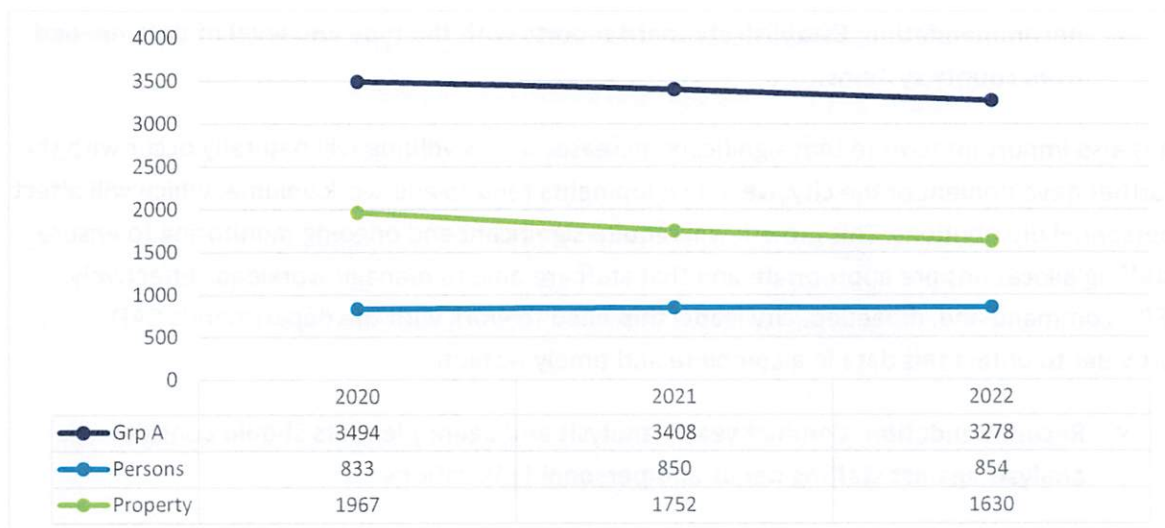
Source: Idaho State Police Crime in Idaho

Figure 4 shows more specific impacts of crime by looking at the occurrences per 1000. This type of comparison also takes into consideration changes in population.

Figure 4. Crime Data Crime per 1000 (2020-2022)

	2020	2021	2022
Grp A per 1000	55.06	52.6	50.59
Persons per 1000	13.13	13.12	13.18
Property per 1000	31	27.04	25.16
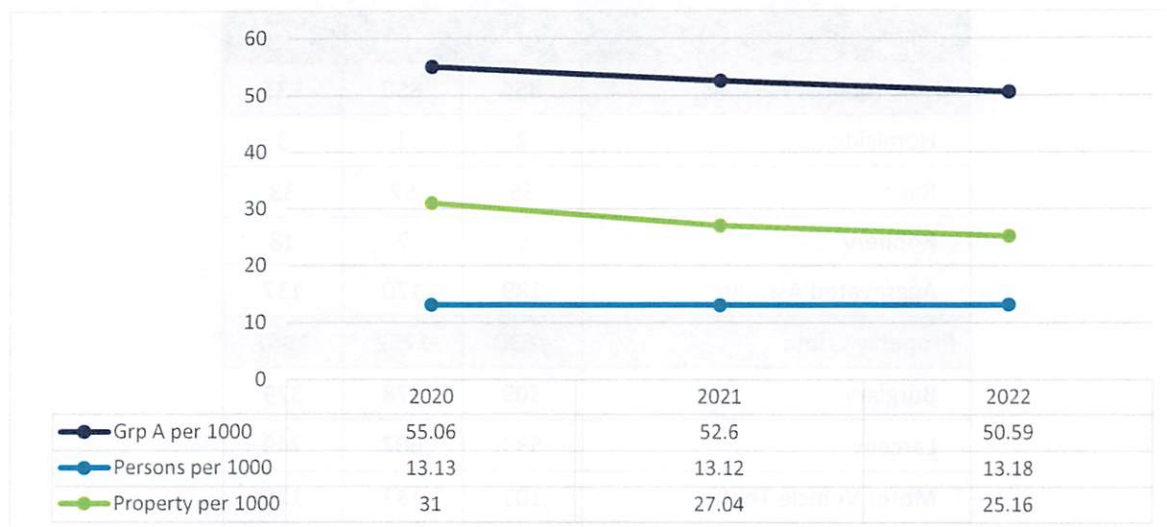
Source: Idaho State Police

While Idaho Falls experienced slight increases in persons crime between 2020 and 2021, there was a 57% increase in reported rapes. However, between 2021 and 2022 reported rapes declined by 32.7%, bringing the number more in line with 2020 numbers. Increases were also observed in reported aggravated assaults with a 24% increase found in comparing 2021 to 2020 and an 11% increase when comparing 2022 to 2021. While any increase in violent crime is troubling, there is insufficient data to understand the reasons behind the shifts in crime in these areas. Some of these variances may reflect a growing and/or changing population, or there may be other factors that are contributing to these changes. Accordingly, IFPD may wish to examine these crime areas more closely to identify any reasons for the increases and to consider any mitigating strategies to reduce them.

Table 4 below provides the data of specific serious crimes between 2020 and 2022.

Table 4. Serious Crime

Year	2022	2021	2020
Crime Against Persons	**854**	**850**	**833**
Homicide	2	1	3
Rape	35	52	33
Robbery	9	7	18
Aggravated Assault	189	170	137
Property Crime	**1630**	**1752**	**1967**
Burglary	309	278	329
Larceny	533	607	749
Motor Vehicle Theft	103	132	128
Arson	4	7	6

Source: Idaho State Police Data 2020, 2021, 2022

To better understand crime statistics for Idaho Falls, table 5 below provides a comparison of reported crime rates for 2022 among several similar sized Idaho communities based upon population, land mass and staffing levels. It is sometimes difficult to draw crime rate comparisons between certain communities or population areas, because of the population density variances and other differing factors. However, the crime rates are relevant factors, as they reflect the likelihood that a person will become a victim of a persons or property crime.

Table 5. Cities in Idaho Comparisons

Agency	Jurisdiction Population (2020 Census)	Size (Sq Miles)	Total Sworn (2021 data for all agencies)	Group A Offenses per 100,000
Caldwell	59,996	22.61	73	4,774.80
Pocatello	56,320	33.24	96	6,618.85
Coeur d'Alene	54,628	16.06	90	5,224.62
Idaho Falls	64,818	24	92	5,241.39

Source: Idaho State Police Crime 2021

A cursory review shows that while Idaho Falls has the second highest group A crime rate, Idaho Falls has the largest population and is the second largest in square miles. It is important to understand that there are many factors that can affect crime rates, such as economic conditions, population density, and police staffing and deployment.

A comparison of Group A crime rate per 100,000 of Idaho Falls and the rate statewide. Figure 5 shows this comparison. Group A crime rate statewide is 4282 offenses per 100,000 and the Idaho Falls group A rate is 5141 per 100,000, a 22% difference.

Figure 5. Group A Crime Rates 2021
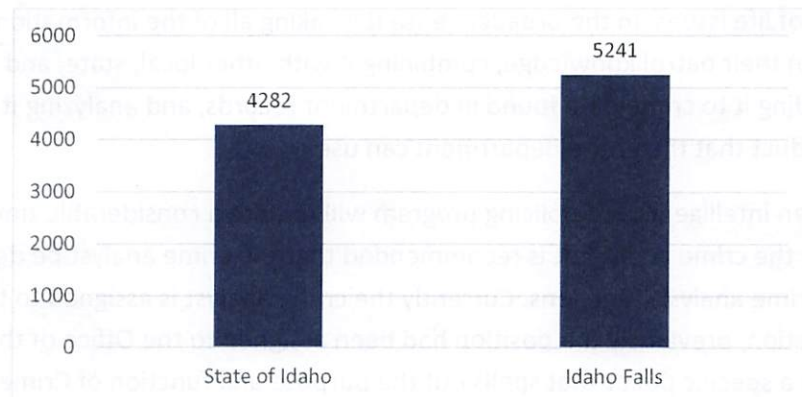
Source: Idaho State Police Crime 2021

Following the preliminary review, a deeper analysis of the IFPD and statewide comparison was conducted. In 2021 the City of Idaho Falls accounted for 3.4% of the state's population and 4.4% of the reported Group A offenses. This shows a close symmetry between the population numbers and reported group A offenses. While population size is clearly a factor, there are several other factors that the Idaho State Police identify as influencing crime rates:

- population size, density, and degree of urbanization
- population variations in composition and stability
- economic conditions and employment availability
- cultural factors and educational, recreational, and religious characteristics
- effective strength of the police force
- administrative and investigative emphases of law enforcement
- prosecutorial, judicial, and/or correctional policies
- values established by family, community, and society in general.
- citizens' attitude toward crime and police
- crime reporting practices of citizens.[6]

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[6] Crime in Idaho 2021

Intelligence-Led Policing

For a modern police agency to operate in the most efficient and effective manner it must have ready access to data and be able to rapidly convert that raw data into actionable strategies; that is the core of intelligence-led policing (ILP). Actionable strategies are used for management (such as deployment or staffing decisions), crime reduction and prevention strategies and to address quality of life issues. In the broader sense it is taking all of the information officers have based upon their patrol knowledge, combining it with other local, state, and federal intelligence, adding it to crime data found in department records, and analyzing it to create an intelligence product that the entire department can use.

Clearly to have an intelligence led policing program will require a considerable time commitment by the crime analyst. It is recommended that the crime analyst be dedicated solely to the ILP and crime analysis functions. Currently the crime analyst is assigned to the Investigative section, previously the position had been assigned to the Office of the Chief. The department has a specific policy that spells out the purpose and function of Crime Analysis in IFPD. Specifically, the policy says that:

> "Crime analysis should provide currently useful information to aid operational personnel in meeting their tactical crime control and prevention objectives by identifying and analyzing methods of operation of individual criminals, providing crime pattern recognition, and providing analysis of data from field interviews and arrests. Crime analysis can be useful to this department's long range planning efforts by providing estimates of future crime trends and assisting in the identification of enforcement priorities."[7]

While IFPD does a good job on tactical crime intelligence, improvements can be made in developing the actionable strategies that modern agencies use for management (such as deployment or staffing decisions), crime reduction and prevention strategies and to address quality of life issues. An effective and comprehensive crime analysis program that meets proven police practices needs to have several major focuses:

- **Crime Intelligence Analysis** - Crime intelligence analysis is the analysis of data about people involved in crimes, particularly repeat offenders, repeat victims, and criminal organizations and networks. Processes and techniques of crime intelligence analysis include:
  - Repeat offender and victim analysis

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[7] IFPD Policy 800 Crime Analysis

- Criminal history analysis
- Link analysis
- Commodity flow analysis
- Communication analysis
- Social media analysis

- **Tactical Crime Analysis** - Tactical crime analysis is the analysis of police data directed towards the short-term development of patrol and investigative priorities and deployment of resources. Processes and techniques of tactical crime analysis include:
  - Repeat incident analysis
  - Crime pattern analysis
  - Linking known offenders to past crimes

- **Strategic Crime Analysis** - Strategic crime analysis is the analysis of data directed towards development and evaluation of long-term strategies, policies, and prevention techniques. Its subjects include long-term statistical trends, hot spots, and problems. Processes and techniques of strategic crime analysis include:
  - Trend analysis
  - Hot spot analysis
  - Problem analysis [8]

As mentioned in the patrol staffing / workload analysis section (Section III) of this report, it is important that patrol officers have unobligated time to address crime problems and enhance community engagement. Key to this is the availability of data and data analysis for a fully supported and operational intelligence led policing (ILP) program. The department needs to develop a culture of data-driven decisions/ intelligence-led policing at all levels. This will be established when IFPD creates a fully functioning crime analysis program in accordance with professional best practices. While the chief and captains use data to make operational decisions, intelligence led policing calls for officers at all levels to use data to make decisions, solve community problems and solve crimes. This will require a sea change in the patrol force's operational culture. Instead of waiting for information/intelligence reports to be supplied by the crime analyst, an intelligence led policing officer seeks out the information they need to carry out their duties.

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[8] International Association of Crime Analysts (IACA) Definition and Types of Crime Analysis White Paper 2014-02 October 2014

✓ **Recommendation: Develop a culture of data-driven decisions / intelligence-led policing at all levels.**

✓ **Recommendation: Create a fully functioning crime analysis program in accordance with professional best practices.**

Properly developed intelligence and data can be used to provide directed activities during available proactive time. The work of Christopher Koper, PhD. of George Mason University shows an example of how proper data utilization can be used to positive policing action. Koper has done extensive research on policing in "hot spots" and developed the Koper Curve theory.

The theory is based on research that shows that most crime incidents occur in a small percentage of areas in a particular jurisdiction. Some studies have indicated that as much as 50% of crime occurs in less than 5% of blocks or street segments. Koper's research showed that by focusing on these "hot spots" crime rates can be reduced substantially. The Koper theory or "Koper Curve" found that instead of stationing officers in one place or telling patrol officers to patrol hot spots, Koper recommends proactive, random, and intermittent patrols of these hot spots for 10-16 minutes at least every two hours. Koper found that the key is intermittent, unscheduled patrols of a meaningful duration rather than regularly scheduled drop-ins. From a resource perspective, the Koper Curve principle has other advantages. For one, it makes better use of patrol officers' time. Secondly, it builds trust and credibility within the nearby community through increased presence and visibility. [9]

Clearly for IFPD to fully implement the full focus of an Intelligence-Led policing department an additional crime analyst will be needed. While not an immediate need as the department transitions to ILP in the future, an additional analyst position is recommended to focus on the strategic component of crime analysis. In addition, the analysts and department will benefit if the analyst(s) are provided with formal analytical training. A number of courses, including online courses, are offered by the International Association of Crime Analysts (IACA).

✓ **Recommendation: Evaluate adding an analyst as a medium to long term staffing goal and focus on the strategic component of crime analysis.**

It is important that the department utilizes its available technology appropriately and uses data and intelligence in decisions and deployment strategies. Idaho Falls uses the New World Systems for its CAD and RMS systems. As part of this software suite IFPD has access to the

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[9] 5 Things You Need to Know About Hotspot Policing& Koper Curve Theory. Police Foundation

SOCRATA tools within the New World software suite. The individual components of the
SOCRATA system are:[10]

1. Citizen Connect for Community Engagement
   a. Allows citizens to set up alerts on streets, addresses or neighborhoods.
   b. Automatically alerts citizens of activity in their area.
   c. Enables citizens to actively gain access to public information, allowing records
      staff to contribute elsewhere.
2. Law Enforcement Analytics for Comparative Data
   a. Visually represent crime trends and patterns
   b. Enact tactics and determine their success.
   c. Use data to improve operations and efficiency.
3. Law Enforcement Explorer
   a. Automatically updates data.
   b. Provides visual, map-based imagery of problem areas.
4. Decision Support (figure 6 below)
   a. Allows users to analyze information and answer questions by quickly aggregating
      large sums of data.
   b. Simplifies data by pre-calculating into user friendly dimensions for fast grouping,
      sorting, and filtering.
   c. Integrates with familiar tools, such as Microsoft Excel or Power B1.

Figure 6. Screen Shot of IFPD Performance Dashboard
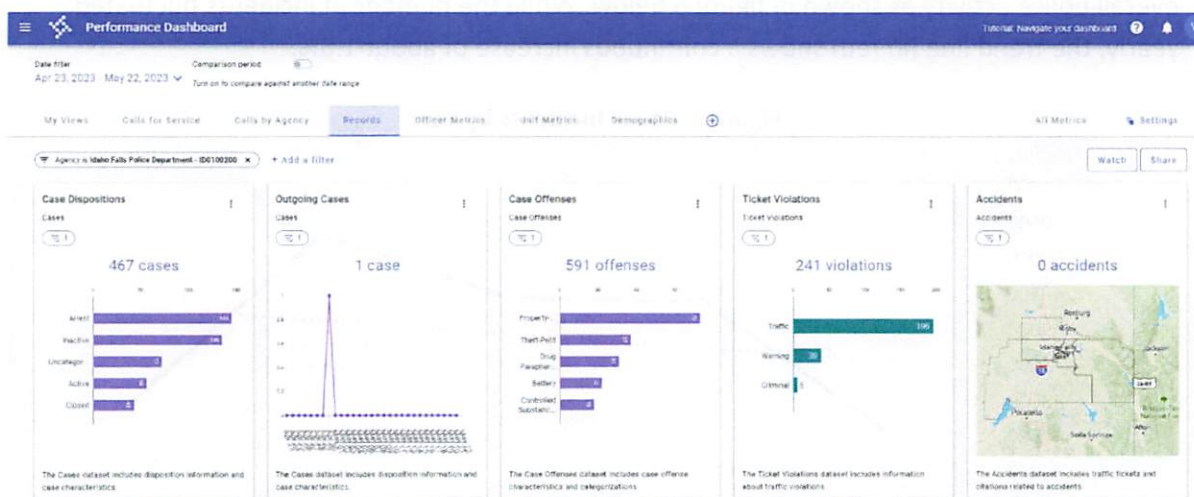
Source: IFPD Crime Analyst

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[10] New Worlds System website

This dashboard provides a vast amount of information that fulfills many of the needs for intelligence-led policing. It became fully operational in February 2023 and reports are now being provided to the command staff. The crime analyst is preparing a training program for department sergeants and other supervisors about how to use and access the data. This dashboard system is a best practice and as it becomes more widely used it will clearly improve the department's efficiency and effectiveness.

Unfortunately, the Citizen Connect component (as of this report's date) is not operational. Beyond the sharing of crime intelligence and information within the law enforcement community, ILP calls for the sharing of crime information with the public as a means of crime prevention. IFPD and the greater Idaho Falls community will benefit from enhanced information sharing of police data. Since the system in place already addresses this need, IFPD should be able to implement this with little or no additional resources.

✓ **Recommendation: Implement the Citizen Connect aspect of the SOCRATA system.**

1.4 Calls For Service (CFS)

Calls for Service (CFS) response represents the core function of policing and responding to citizen complaints and concerns is one of the key measures of effective policing in every community. CFS data can be used to measure the confidence and reliance the public has on their police department. Reported police incidents from 2018-2022 were examined to gauge overall police activity as shown in figure 6 below. While the number of incidents fluctuated yearly, the trend line (in red) shows a continuous increase of about 1.6%.

Figure 7. Police Incidents by Year

	2018	2019	2020	2021	2022
Incidents	47524	49428	49443	50344	48017
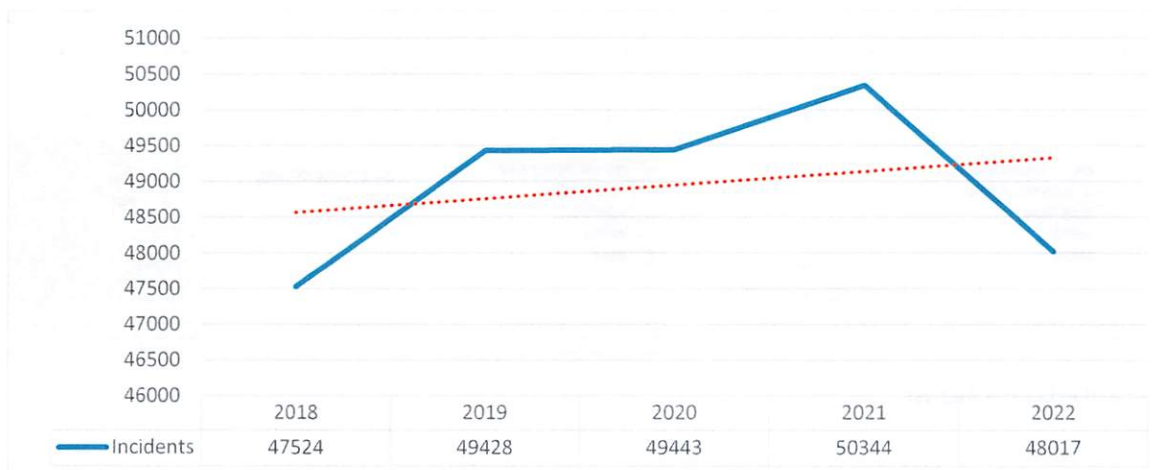
Source: IFPD CAD report 2017-2022 incidents

Police incidents / activity can usually be broken down into two categories; community-initiated calls for service and officer-initiated activity. In the workload analysis, community-initiated calls for service (CFS) are used to calculate obligated workload within the patrol division. Officer initiated activity is reflective of the amount of unobligated time an officer has to engage in proactive activities such as traffic enforcement and community engagement. IFPD provided the call data via their CAD records for 2022 as reflected in figure 7 below. Community-initiated calls accounted for 66% of the total reported incidents.

Figure 8. 2022 Police Incidents by Type (Community and Officer Initiated)
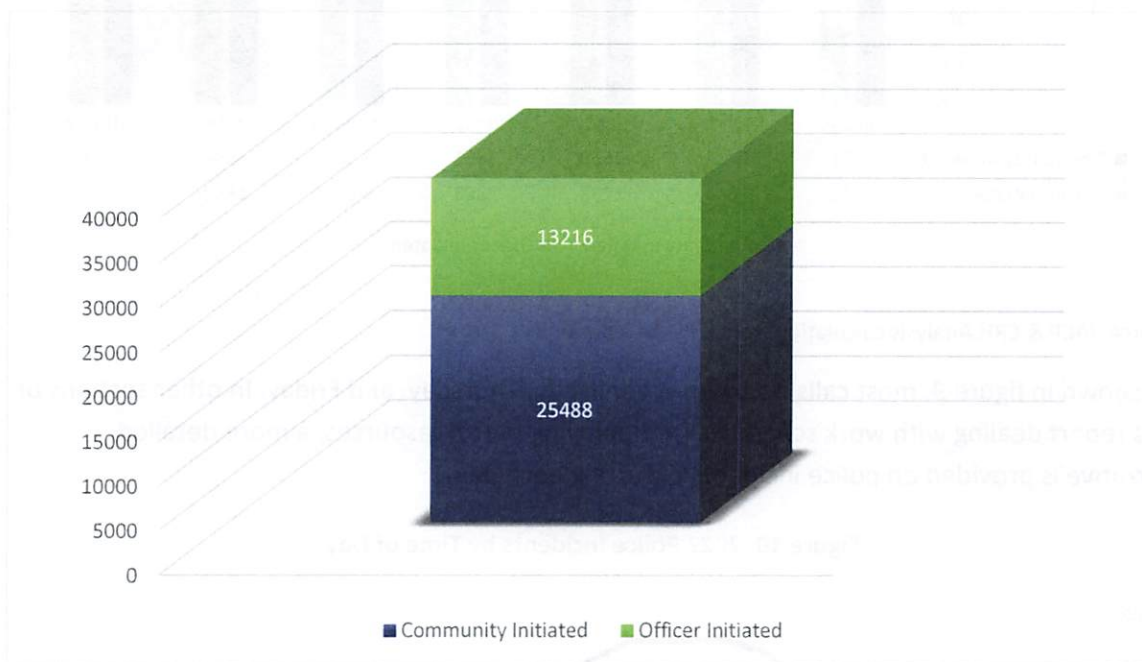
Source: Calculation from IFPD CAD data

Temporal Analysis

IFPD provides patrol coverage and calls for service response for the Idaho Falls community on a 24/7 basis. In doing a complete operational study it is important to analyze call time of call occurrence and the location of calls for service. By having a complete picture of time and location occurrence, IFPD can make more informed decisions on staffing needs and deployments. In conducting the analysis, calls for service were separated into community-initiated and officer-initiated calls. Figure 8 below provides graphic presentation of calls for service for both community and officer incidents in 2022 by day of the week.

Figure 9. Police Activity by Day of the Week

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
■ Community Initiated	2951	3712	3660	3861	3710	3998	3596
■ Officer Initiated	1132	1664	2278	2328	2429	1880	1505

■ Community Initiated ■ Officer Initiated
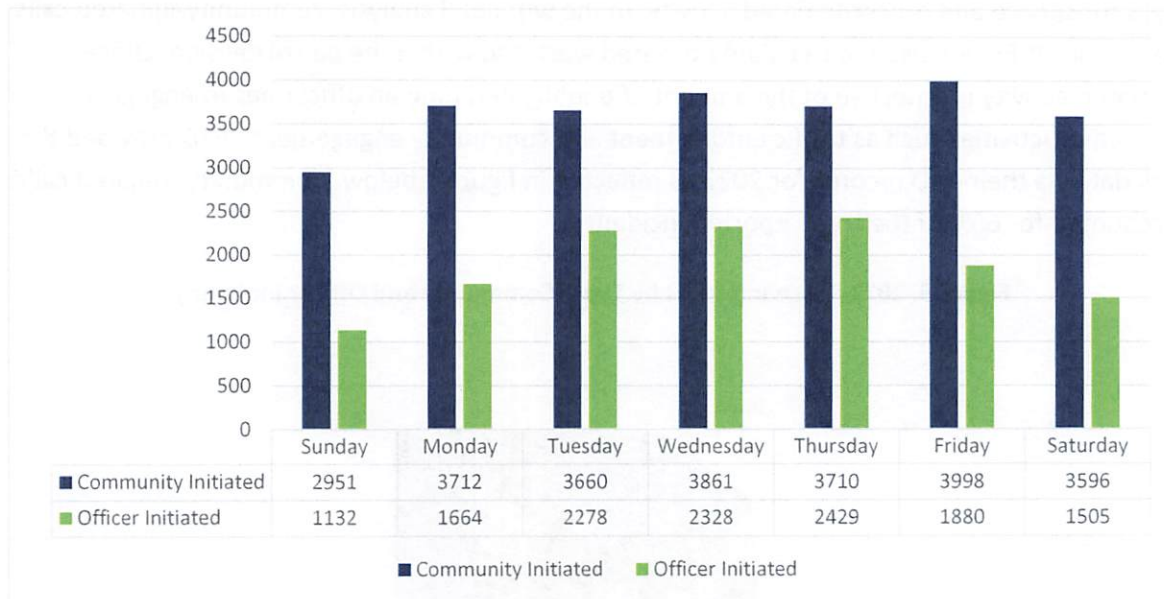
Source: IACP & CRH Analysis calculation from IFPD CAD data

As shown in figure 9, most calls occur on Wednesday, Thursday, and Friday. In other sections of this report dealing with work schedules for deploying patrol resources, a more detailed narrative is provided on police incidents occurring each day.

Figure 10. 2022 Police Incidents by Time of Day

Community Initiated   Officer Initiated
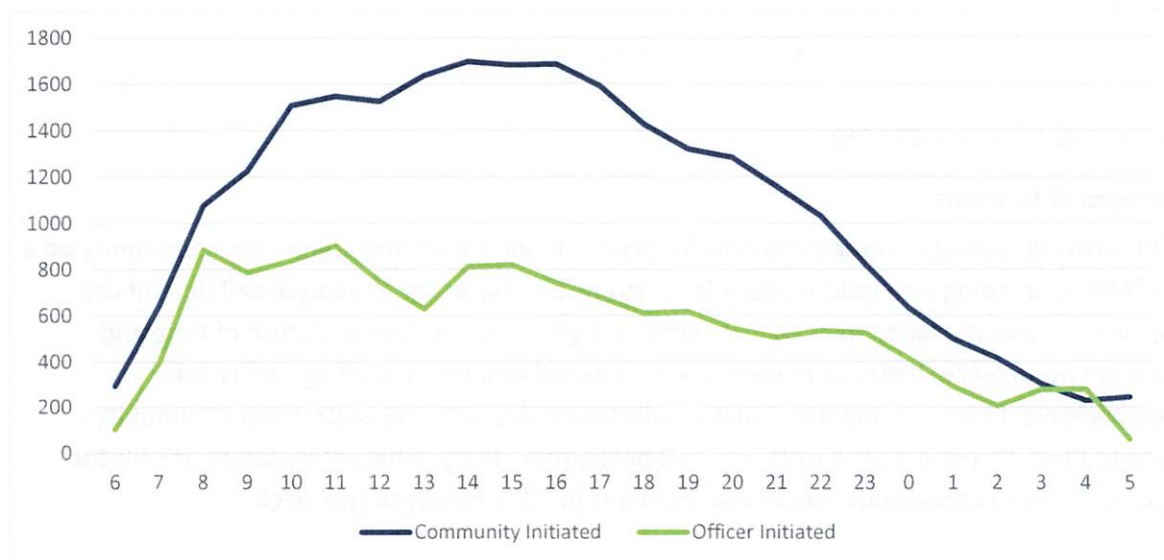
Source: Calculation from IFPD CAD data

The highest volume of community-initiated calls occurs during the time period of 1400 hours to 1700 hours, in contrast the volume of officer-initiated incidents occurred between 0800 and 1100 hours.

Table 6 below shows another way of conducting temporal analysis by blocking police activity by time groups. In analyzing community-initiated calls, it shows that early morning hours (0100-0600) account for 7.8%; morning (0700-1200) accounts for 29.6%; afternoon (1300-1800) accounts for 38.2%; and night (1900-0000) accounts for 24.6%. While percentages vary, the same breakdown is found in officer-initiated calls with the majority occurring between 1000-1500 hours.

Table 6. Times of 2022 Calls for Service

Time Period (hours)	# Community-Initiated Calls	Percentage	# Officer-Initiated Calls	Percentage
0100-0300	1219	4.8%	772	5.8%
0400-0600	768	3%	446	3.4%
0700-0900	2948	11.6%	2070	15.7%
1000-1200	4582	18%	2492	18.9%
1300-1500	5014	19.7%	2260	17.1%
1600-1800	4703	18.5%	2032	15.4%
1900-2100	3764	14.8%	1669	12.6%
2200-0000	2490	9.8%	1475	11.2%

Source: Calculation from IFPD CAD data

Geographic Accountability

Geographic accountability has long been a standard core component of effective community policing programs and is not a new concept. The U.S. COPS office identifies geographic accountability as one of the key organizational transformation steps that agencies must take as they develop and implement community policing in their community.

> "With community policing, there is a shift to the long-term assignment of officers to specific neighborhoods or areas. Geographic deployment plans can help enhance customer service and facilitate more contact between police and citizens, thus establishing a strong relationship and mutual accountability. Beat boundaries should correspond to neighborhood boundaries, and other

government services should recognize these boundaries when coordinating government public-service activities."[11]

Community opinions towards law enforcement are changing. Law enforcement officers are experiencing greater challenges within their communities. Besides upholding public safety, law enforcement is asked to be proactive, to build community relationships, to effectively address problems, and to access resources by utilizing a problem-solving process. To create bonds with the community, specific and continuous effort must be made to the development of relationships with members of the community and their law enforcement partners. To foster this, law enforcement officers need to be assigned long-term to specific areas of the community so that they develop connections and relationships through consistent interactions. Law enforcement visibility is increased through less formal interactions such as engaging in informal conversation with homeowners or storeowners. These informal interactions help in changing the negative views of law enforcement. Building one on one relationships provides opportunities for more personalized relationships, lessens differences, and strengthens mutual trust and understanding.

The City of Idaho Falls is divided into two patrol beats. Each beat appears similar in size, but are so large as reporting areas, that it is difficult if not impossible to track specific geographic areas where crime and/or workload is the highest, or in simple terms identify the "hotspot" areas responsible for criminal activity. A number of studies have shown that a relatively small number of geographic locations (3%) accounted for 50% of the calls for service. [12]

Figure 10 below is a heat map depicting the calls for service occurring in 2022.

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[11] Community Policing Defined, Community Oriented Policing Services, US Department of Justice

[12] The Evolution of Place Based Policing, NIJ Journal July 2019. Joel Hunt

Figure 11. IFPD CFS (2022) Heat Map
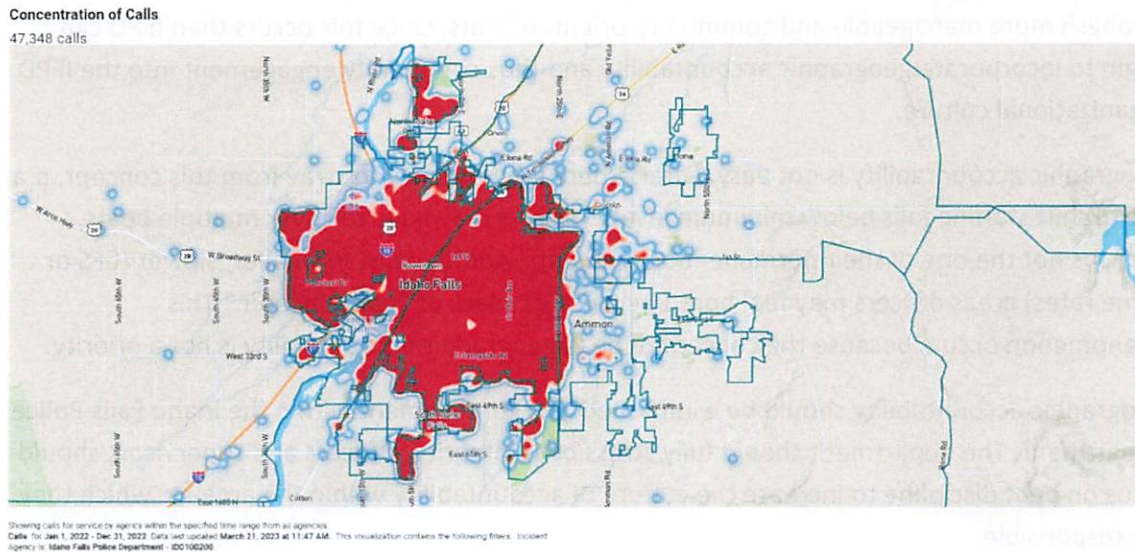
Source: IFPD crime analysts

As shown above, the specific geographic areas where actual calls are occurring are impossible to discern with the two-beat structure. In recent history IFPD operated with four beats, then three, and currently two beats. Whether the department keeps the two-beat structure or increases the number of beats, the department will need to establish a better system to capture incidents at the exact locations they occur. This is critical for workload analysis and crime analysis. IFPD could create neighborhood-based Police Reporting Areas (PRAs) within the existing two beat system or within the beats should the number increase. By establishing these smaller neighborhood areas, the department will be able to accurately deploy its officers to match workload and crime occurrences.

✓ **Recommendation: Establish a system to capture incidents in the exact locations they occur.**

Input from all levels of the department indicate that there is little community engagement between IFPD and the community. Certainly, workload and the availability of proactive time impacts this but so does organizational structure and culture. The Chief has made it clear that his goal is to make community engagement part of the IFPD culture not just an additional duty done by some officers and/or units. Additionally, officers do not routinely work the same geographic areas and because the areas are so large it is very difficult to make community contacts, track community problems and crime trends within neighborhoods all critical to effective community engagement.

The Idaho Falls Police Department must be organized to support the concept of geographic accountability and continuously strive to implement it. The first step as mentioned earlier is to establish more manageable and community-oriented beats. Once this occurs then IFPD can begin to incorporate geographic accountability and thus community engagement into the IFPD organizational culture.

Geographic accountability is not easy. Often, there is a tendency to stray from this concept. If a patrol shift staffing falls below minimum levels, officers may have to cover multiple beats, perhaps not the one of their permanent assignments. Additionally, in smaller, slower (CFS or crime rates) areas officers may feel bored because of a lack of "police action." This phenomenon occurs because the concept of beat/geographic accountability is not a priority.

Geographic accountability should be established as a core element within the Idaho Falls Police Department. The department should fully stress beat integrity. Officers and supervisors should focus on beat discipline to increase the culture of accountability within the area for which they are responsible.

> ✓ **Recommendation: Establish geographic accountability as a core element within the Idaho Falls Police Department.**
>
> > ♦ *Review how beats are set up and assigned and designate neighborhoods and geography for coverage by the same officers so that those officers are responsible for that geography.*

While not on an assignment, it is critical that officers know exactly what they should be doing during their "unobligated" time, as the concept of "random patrol" is no longer efficacious. Specific efforts should be based on crime analysis and Intelligence Led Policing (ILP) [data driven policing], concerns of residents, and supervisory direction regarding strategies, and every officer should know exactly what is expected of them when not on a call for service. Based on ILP and these related factors, expectations and efforts will be unique to each beat. These efforts may include checking in on businesses, presence, and visibility in a particular location, parking the vehicle and walking a beat, bike patrol, traffic control and direction, disrupting drug sales, outreach to homeless, identifying suspects, talking with residents, etc. All these efforts should be tracked by the Computer Aided Dispatch (CAD) system for specific function and for time, location, and duration.

Patrol sergeants should decide how patrol staff time should be spent on each tour of duty, which is the most critical component of community engagement. If each officer does not know how the department and department supervisors want them to spend their time while not on a

call for service, there is a critical information disconnect. Sergeants must ensure that officers are appropriately spending non-obligated time as directed by current crime patterns, community concerns, etc. There should not be one business, community group, or school (private or public), that does not know which officers are responsible for their area and who receives proactive contact on a routine basis from the agency.

Patrol Lieutenants' Role in Geographic Accountability

IFPD has three patrol lieutenants with each supervising two patrol squads. Beyond that, their specific functions and work schedules vary. The patrol commander stated that she wants the lieutenants to plan and implement strategies to deal with crime hotspots.

The lieutenant position is a principal manager in most police departments and Idaho Falls PD is no different. The lieutenant implements the chief's vision and guidance but also sets operational strategies for the patrol squads. From a community engagement perspective, the lieutenant position is at the perfect level to enhance community engagement and trust.

It is recommended that each of the two patrol lieutenants oversee one of the existing zones/beats as part of a geographic accountability sea change in addition to their temporal responsibility.

- Set up regular monthly meetings with residents and business owners to share information both ways, identify concerns and issues, work to gain some consensus on priorities, identify internal and external resources and partnerships who may play a role in impacting the issue, and collaboratively craft a plan with stakeholders to address the concerns.

- Efforts should be tracked, and results shared. Meetings should have a formal agenda and track issues and concerns, prioritization of those matters, plans to address them using all available resources, and results and updates on each issue in each meeting. This process fosters involvement and buy-in, reduces false expectations, and creates a strong partnership with the community, neighborhood by neighborhood, as trust is built. These meetings should take place regularly, regardless of whether attendance is robust. The fact that such a mechanism for input and problem identification and problem solving exists is critical to excellent communication and transparency and reducing frustration on the part of residents.

- Identify, implement and monitor hotspot locations and direct patrol resources to positively impact crime and community perception of public safety.

✓ **Recommendation: The two patrol lieutenants should each oversee one of the existing zones/beats as part of a geographic accountability in addition to their temporal responsibility.**

Summary of Recommendations

1. Establish standard reports with the type and level of data needed from county systems.

2. Conduct yearly analysis and agency leaders should consider this analysis against staffing needs and personnel allocations.

3. Develop a culture of data-driven decisions / intelligence-led policing at all levels.

4. Create a fully functioning crime analysis program in accordance with professional best practices.

5. Add an analyst to focus on the strategic component of crime analysis.

6. Implement the Citizen Connect aspect of the SOCRATA system.

7. Establish a system to capture incidents in the exact locations they occur.

8. Establish geographic accountability as a core element within the Idaho Falls Police Department.

Section II.   Department Organization

As part of the assessment, a review was conducted of the current organizational structure to determine if realignment within the bureaus or additional positions—in addition to the ones identified in sections III and V—are necessary.

2.1   Current Organizational Structure

The IFPD is organized into three bureaus—Patrol Bureau, Investigations and Special Operations Bureau, and Professional and Logistics Bureau—plus the Office of the Police Chief/Administration. Each bureau is commanded by a captain.

The organization and function of each bureau is listed in the IFPD Policy Manual Section 200. The Administrative Division consists of staff assignments that report directly to the Chief of Police.

- Chief's Administrative Assistant
- Public Information Officer (PIO)
- Crime Analysis Unit[13]

The Patrol Bureau consists of:

- Uniformed Patrol
- Traffic
- Neighborhood Police Officers (presently not staffed)
- Gang Unit (presently not staffed)
- Citizens Watch Patrol
- Desk Officers
- Special Events[14]

The Patrol Bureau also includes Airport Officers, K-9 Officers, and Code Enforcement Officers.

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[13] IFPD Policy 200.4

[14] IFPD Policy 200.3.1

The Investigations and Special Operations Bureau consists of:

- Investigations
- Special investigations Unit (SIU)
- School Resource Officers (SROs)
- SWAT
- Bomb Team
- Crisis Negotiation Team (CNT)
- Unmanned Air Support Unit (UAS)
- Records Division
- Property and Evidence Office
- Forensic Services
- Emergency Communications Center
- Coordination of juvenile operations[15]

The Investigations and Special Operations Bureau is also responsible for coordinating departmental crime scene investigations, participates as a member of the Internet Crimes Against Children (ICAC) Task Force, and has developed and maintained a very robust digital forensics investigative program.

The Professional Standards and Logistics Bureau consists of:

- Training Unit
- Internal Affairs
- Quartermaster
- Animal Control[16]

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[15] IFPD Policy 200.3.2

[16] IFPD Policy 200.3.3

Figure 12. CURRENT IFPD Organization Chart
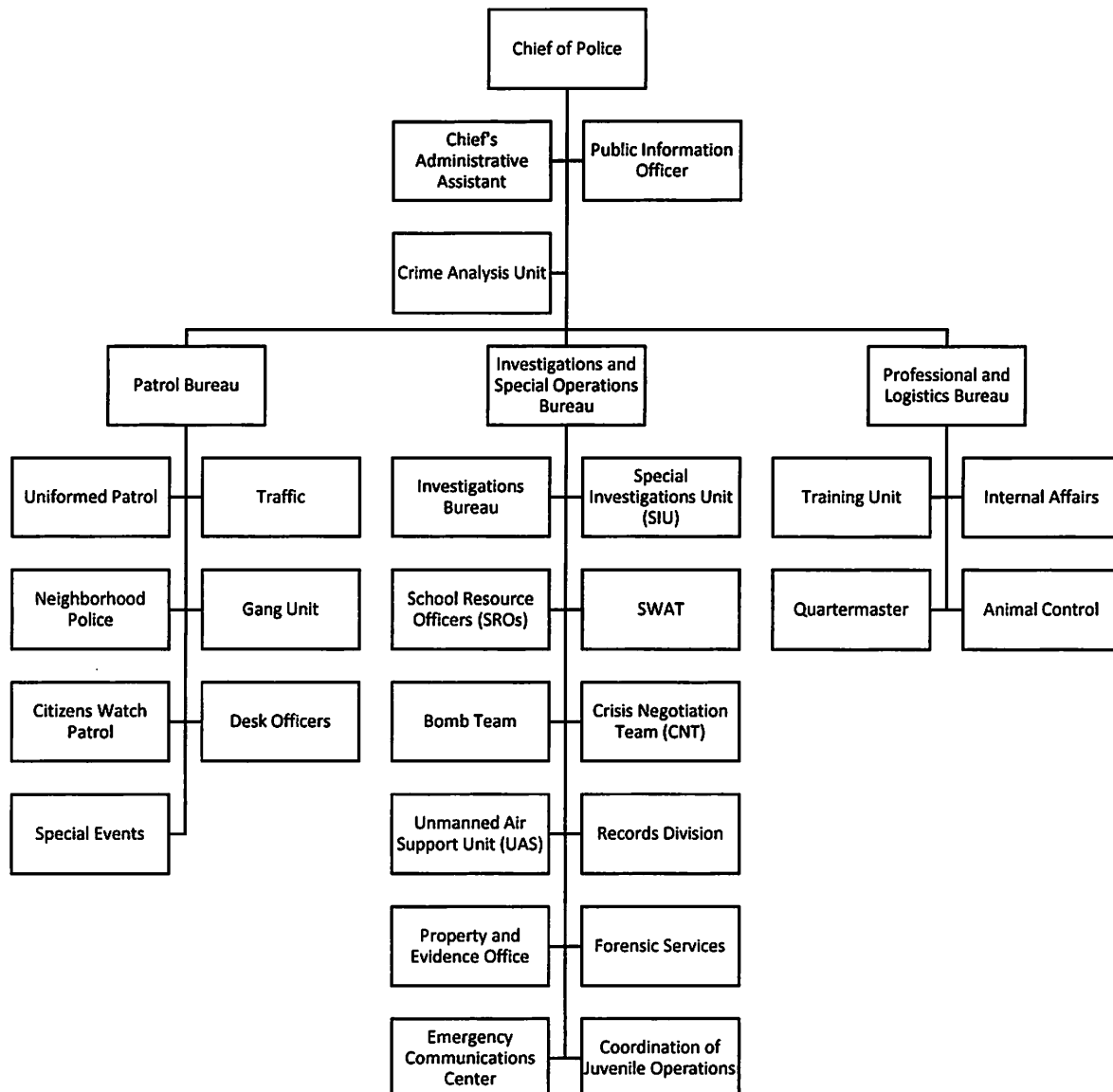
Authorized Staff

The Idaho Falls Police Department has an authorized full-time staff of 148, with 94 sworn officers and 54 civilian employees who serve in emergency communications, animal control, code enforcement, and other support services. There are an additional five sworn positions authorized but not funded. IFPD faces many public safety issues found in departments today,

particularly those serving a rapidly growing community. The following tables show the distribution of staff (both sworn and civilian) within IFPD.

Table 7. Authorized Staffing Levels by Bureau (Sworn and Non-Sworn)

Total Staffing Levels Sworn and Non-Sworn (148 total)

Bureau	Count
Administrative	3
Patrol *(includes Code Enforcement)*	68
Investigations and Special Operations *(includes Comm Center and Records)*	61
Professional Standards and Logistics *(Includes Animal Services)*	16

Source: Idaho Falls Police Document Organization Structure

Table 8. Authorized Sworn Staffing Levels Rank

Position/Rank	Count
Chief	1
Captain	3
Lieutenant	5
Sergeant	12
Officers	73
Total	**94**

Source: Idaho Falls Police Document Organization Structure

Table 9. Authorized Non-Sworn Staffing Levels by Position

Position	Count
Dispatch Staffing Levels	**25**
Manager	1
Supervisors	4
Emergency Communications Officers	20
Animal Control Staffing Levels	**10**
Manager	1
Shelter Coordinator	1
Animal Services Officers	8
Code Enforcement Staffing Levels	**3**
Lead	1
Code Enforcement Officers	2
Support Personnel	**12**
Records Supervisor	1
Records Specialists	5
Evidence Specialist	1
Crime Analyst	1
Executive Assistant	1
Administrative Assistants	2
Public Information Officer	1
Total	**50**

Source: Idaho Falls Police Document Organization Structure

Deployment of Sworn Personnel

The allocation of personnel within the IFPD in terms of the percentage of distribution to patrol / first response was also reviewed. IFPD has 99 sworn positions of which—as of this writing—five (5) are unfunded leaving a funded authorized sworn strength of 94. Of those 65 sworn positions (or 69%) are assigned to Patrol, 24 to Investigations and Special Operations and 4 to Professional Standards and Logistics as shown in figure 13 below.

Figure 13. Distribution of Sworn Personnel
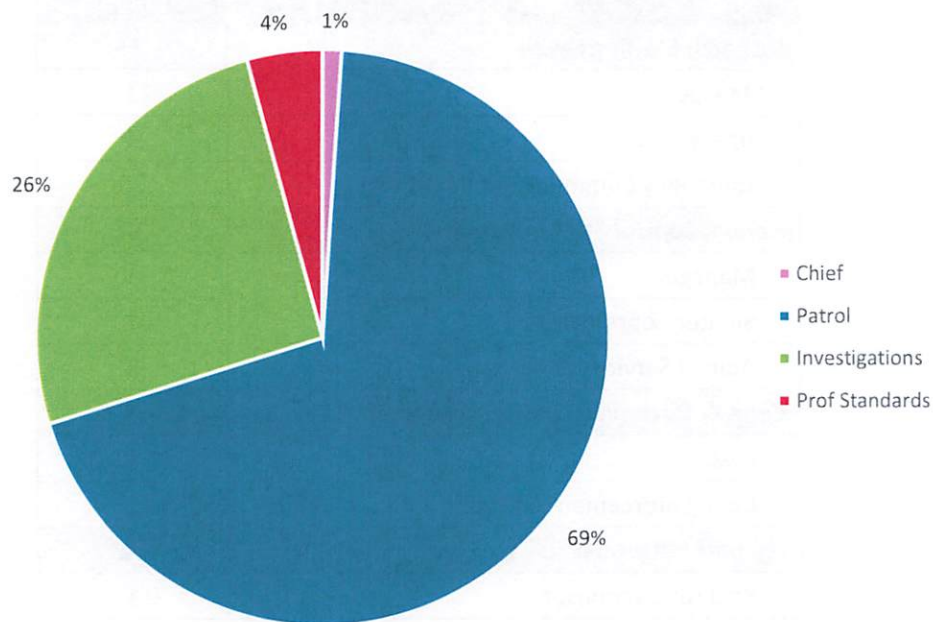
Within patrol, the department has indicated that it does not want sergeants (first line supervisors) and canine officers (currently at four) to be considered as primary first responder / call responders. Additionally, the department has three traffic officers who do handle crashes and some calls for service when there are no patrol units available. At this point the unit will not count traffic units as primary first responders. The IFPD has 45 officers or 47.45% of its sworn staff that it wants designated as primary call responders. If the five unfunded positions are added to patrol the percentage of designated primary call responders increases to 52%. A 2013 survey by the Bureau of Justice Statistics (BJS) of 12,000 police agencies found that the average number of sworn staff assigned to patrol was 60%.[17] A review of the 2017 benchmark city study showed that 59% of the sworn staff was assigned to patrol.[18]   Additionally, a study conducted by James McCabe, Ph.D. for the ICMA Center for Public Safety Management

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[17] Local Police Departments, 2013: Personnel, Policies and Practices. Brian A. Reaves. US Department of Justice, Office of Justice Programs, Bureau of Justice Statistics

[18] Benchmark City Survey- 2017 Data, Darcy Boorem Analyst. Overland Park Police Department.

recommends 60% of sworn assets should be assigned for patrol response.[19] Figure 14 shows the distribution of the patrol force identified as primary call responders.

Figure 14. Call Responder Designation in Patrol
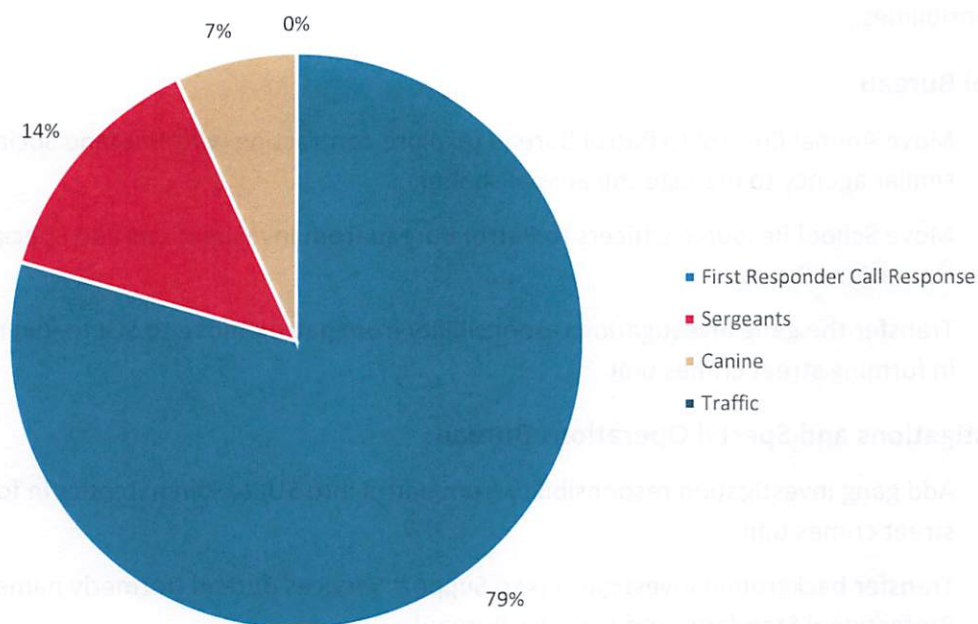
The deployment of resources is a decision by the Chief Law Enforcement Officer based on analysis of problems and issues facing the community. The deployment should be designed to achieve success in solving crime and community issues in the most effective and efficient manner.

There is no simple solution or recommendation for this issue, but it likely is one that can have an impact on IFPD's ability to perform its primary mission. It is recommended that IFPD review its deployment and taskings and review those units it chooses to exempt from primary call response duties. This is an operational and deployment decision by IFPD, but it does affect the number of officers available and the Department's overall response to calls for service.

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[19] An Analysis of Police Department Staffing: How many officers do you really need? James McCabe, Ph.D. ICMA Center for Public Safety Management

2.2 Bureau Realignments

Based on the assessment of the current structure and operations, it is recommended that the IFPD consider changes and adjustments to its organizational structure in order to improve workload balance and better align individual units and sections with related work responsibilities.

Patrol Bureau

- Move Animal Control to Patrol Bureau (explore contracting with Humane Society or similar agency to manage the animal shelter).

- Move School Resource Officers to Patrol Bureau from Investigations and Special Operations Bureau.

- Transfer the gang investigation responsibility from patrol; move to SUI to join narcotics in forming street crimes unit.

Investigations and Special Operations Bureau

- Add gang investigation responsibility from patrol into SUI to join narcotics in forming street crimes unit.

- Transfer background investigations to Support Services Bureau (formerly named Professional Standards and Logistics Bureau).

- Transfer Communications Center, Records Section, and Property and Evidence Section to Support Services Bureau.

- Move Internal Affairs Unit to Administrative Section.

Professional Standards and Logistics Bureau (Rename as Support Services Bureau)

- Add background investigations unit and consider civilianizing positions.

- Add Emergency Communications Center.

- Add Records Section.

- Add Property and Evidence Section.

Figure 15 shows the new organizational chart reflecting the recommended realignments as well as new positions recommended in section 2.3.

Figure 15. NEW Organizational Chart

```
                          Chief of Police

         Chief's                    Civilian Budget
     Administrative                   Specialist /
       Assistant                      Accountant

     Public Information
         Officer                    Internal Affairs

                          Deputy Chief

                        Crime Analysis Unit


    Patrol Bureau       Investigations and      Support Services
                        Special Operations          Bureau
                             Bureau
```

Patrol Bureau		Investigations and Special Operations Bureau		Support Services Bureau	
Uniformed Patrol	Traffic	Investigations	Special Investigations Unit (SIU)	Training Unit	Background Investigations Unit
K9 Unit	Airport Officers		Street Crimes Unit (formerly Gang Unit)	Quartermaster	Information Technology Support
School Resource Officers (SROs)	Neighborhood Police	SWAT	Bomb Team	Emergency Communications Center	Records Division
Citizens Watch Patrol	Desk Officers	Crisis Negotiation Team (CNT)	Unmanned Air Support Unit (UAS)		Civilian TRU Positions
Code Enforcement	Animal Control	Forensic Services	Coordination of Juvenile Operations	Property and Evidence Office	
Special Events					

Legend

New Unit ☐   Existing Unit (Moved) ☐

2.3   New Positions

Office of the Chief/Administrative Division

Deputy Chief

The Police Chief attends numerous city government meetings and serves on various boards and committees, including the following:

- Idaho State University board (in Pocatello)
- Officer Involved Shooting board
- U.S. Prosecutor's board
- State-wide CJIS board (ILETS)
- Domestic Violence Board
- Police Foundation

It would benefit both the department and the community if the Police Chief was available for more community engagement and to have time for more interaction with officers and employees. Having a deputy chief would allow the chief to establish effective, at-risk community liaison programs, and to be more deliberate and more focused on issues important to various communities (LGBTQ, African American). Additionally, a deputy chief would allow the chief more time to devote to attending town halls, community events, and meetings with special interest (faith groups, youth groups) communities.

> ✓ **Recommendation: Add a deputy chief position in the Administrative Division to oversee the day-to-day operations of the three bureaus.**

Civilian Budget Specialist/Accountant

Currently, the executive assistant to the Chief of Police has the primary responsibility for drafting and managing the day-to-day oversight of the department's annual budget. This position also drafts and manages grants, obtains quotes, and prepares purchase orders. These duties are in addition to the primary responsibilities of an executive assistant, which include preparing correspondence, scheduling, acting as primary point of contact, and performing human resource functions for the department. Having a full-time position devoted solely to budget matters and grant oversight would allow the IFPD to better estimate, track, and analyze expenditures, including use of overtime.

> ✓ **Recommendation: Add a civilian budget specialist/accountant.**

Patrol Bureau

Civilian Code Enforcement Officers

The IFPD places a strong emphasis on code enforcement as an integral component of neighborhood vitality and stability. According to its website, "Code enforcement plays an important role in maintaining healthy, attractive neighborhoods. A deteriorating neighborhood quickly becomes a magnet for serious crime. A decaying neighborhood diminishes the quality of life for the majority of citizens because of the constant barrage of petty crimes and disorder problems. When a neighborhood can combat petty crimes, it has been proven that more serious crimes are reduced."[20]

The Code Enforcement Unit is comprised of four non-sworn positions (a lead officer, two full-time officers, and one part-time officer). All code enforcement officers are equipped with ballistic vests, portable radios, body-worn cameras, Tasers, and OC spray. Code enforcement officers investigate city code violations (accumulation of litter and debris, excessive weeds, abandoned vehicles, fences, etc.), enforce parking regulations, and assist with towing of vehicles that are in violation of city ordinances. The workload in this unit was described by both staff and department leadership as being very heavy and staff recommended that an additional full-time position would allow the unit to keep up with current workload demands.

Title 49, Chapter 13 of the Idaho Motor Vehicle Code requires that "The driver of a vehicle involved in an accident resulting in injury to or death of any person, or damage to the property of any one (1) person in excess of one thousand five hundred dollars ($1,500) shall immediately, by the quickest means of communication, give notice of the accident to the local police department if the accident occurs within a city, otherwise to the office of the county sheriff or the nearest office of the state police." Section 49-1306 further requires that "Every law enforcement officer, who in the regular course of duty investigates a motor vehicle accident, either at the time of and at the scene of the accident, or thereafter by interviewing participants or witnesses, shall within twenty-four (24) hours after completing the investigation forward a written report of the accident to the department.[21]

IFPD should explore the possibility of further increasing the size of this unit and explore the potential of having Code Enforcement officers investigate and complete reports for minor vehicle collisions, which would reduce the workload for patrol and traffic officers.

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[20] https://www.idahofallsidaho.gov/296/Code-Enforcement
[21] https://legislature.idaho.gov/wp-content/uploads/statutesrules/idstat/Title49/T49CH13.pdf

✓ **Recommendation: Increase the size of the Code Enforcement Unit by adding one additional officer.**

Investigations and Special Operations Branch

Intelligence Analyst

The investigations and special operations branch consist of one administrative assistant, one crime analyst, one property and evidence clerk, and one part time crime scene/forensics investigator. The positions of crime analyst and intelligence analyst are incredibly different yet should be integrated and coordinated. A crime analyst will provide crime data and statistics regarding where, when and how offenses are occurring. They illustrate hot spots and can perform next hit predictions. A criminal intelligence analyst, however, provides specific information on who is performing criminal activity in a community, region, and state. They monitor organized criminal groups and use crime data provided by an analyst to examine who, within those areas and spaces, could be responsible for criminal activity. Essentially, they make crime data actionable for law enforcement. Given the differences in roles, it is recommended that IFPD consider the addition of a full-time intelligence analyst who can work side-by-side with the crime analyst. They would serve to receive, analyze, disseminate, and advise on criminal intelligence for all patrols and investigations.

✓ **Recommendation: Consider adding a full-time intelligence analyst.**

Civilian Evidence Technician

The IFPD currently only has one Evidence Technician. Having only one person responsible for such an important responsibility leaves the department vulnerable when the technician is unavailable. The responsibilities of the evidence technician are numerous, and many areas of evidentiary storage are at maximum capacity and more evidence purging is needed. According to department leadership, while the current technician is meticulous and organized, the purging procedure is often lacking due to insufficient staffing.

✓ **Recommendation: Add a civilian evidence technician.**

Professional Standards and Logistics Bureau

The Professional Standards Branch consists of one administrative assistant and one training coordinator and property manager. It is recommended that the IFPD maintain these valuable positions. During employee interviews, it was stated consistently how helpful these staff members are to sworn personnel throughout the department.

Civilian IT Position

The IFPD employs a significant amount of specialized technology and utilizes several servers related to sensitive investigations. The city information technology (IT) department provides support for the IFPD's technology equipment, including its sensitive servers. Having an in-house technology position would provide the IFPD with more timely assistance with IT issues as well as maintaining greater confidentiality for sensitive investigative platforms.

✓ **Recommendation: Add an in-house civilian IT position**

Civilian Telephone Reporting Unit positions (1-2 new positions in Records)

The IFPD provides limited on-line and no telephone reporting for minor incidents. Engaging alternative response strategies can help to reduce the overall workload in the Communications Center and reduce the obligated workload for patrol. Staffing the Records Section with one or two civilian report takers would help to reduce the workload in the Communications Center and for patrol officers as telephonic reporting of certain Calls for Service incidents could be scheduled during specific hours. Typically, these would be for incidents that are not in progress and for which there is no known suspect or evidentiary information to obtain.

The IFPD Records Unit consists of five full-time records specialists and one supervisor. There are also three part-time front desk clerks responsible for greeting and providing assistance to visitors into the IFPD headquarters building. The Records Unit clerks are responsible for processing police documents and performing quality control measures on reports, citations, written warnings, and crash reports to ensure compliance with state reporting guidelines and standards.

Online reporting has proven to be successful in Idaho Falls. However, the number of reports seems to be steadily declining. It is recommended that IFPD investigate what has caused the reduction in online reporting. Online reporting allows for ease of reporting for the community and increased operational efficiency, allowing officers to perform meaningful community engagement. Table 10 illustrates the number of online reports which required review and quality control from Records staff.

Table 10. Online Reports (2020-2022)

Year	Count
2020	655
2021	550
2022	185

Source: IFPD Data

Additionally, Records staff must process the warnings and citations issued by IFPD officers. Table 11 below shows the number of citations and/or written warnings processed by the Records Unit for the last three years. It is important to note that the lower number in 2020 is likely due to the COVID pandemic which required officers to reduce citizen interaction.

Table 11. Citations/Warnings Issued (2020-2022)

Year	Count
2020	3,849
2021	5,474
2022	4,812

Source: IFPD Data

It is recommended that IFPD consider the addition of two full-time clerks to take citizen reports over the telephone. This will allow citizens who are unfamiliar with online reporting or who do not have access to internet services to make a report without requiring an in-person response from operational personnel. Thus, allowing operational personnel more time for meaningful proactive community engagement. These clerks can also perform quality control and compliance inspections for online reports submitted by citizens.

✓ **Recommendation: Add 1-2 new civilian position(s) in the Telephone Reporting Unit.**

2.4   Additional Key Findings

In addition to the reorganization and additional staffing recommendations, the assessment of the current organizational structure and operations yielded key findings and recommendations in five additional areas:

Leadership Culture

- Described as situational; allows subordinates autonomy to make decisions; command staff is open to input.
- Highly ethical.
- The chief is well liked throughout the department.

Span of Control

- The IFPD increased the number of sergeant positions to achieve a current ratio of 6.7 subordinates per supervisor.

Decision-making Process

- Described as participatory and open to input and suggestions.

Internal Communication

- The need to improve internal communication was cited by many who were interviewed.

- Most interviewees described a major disconnect between supervisors (Lieutenants and Sergeants) and line staff.

- It was stated that the majority of internal communication occurs via email.

- IFPD uses several unsecure commercial platforms for communication (Discord; Telegram) – this practice increases the potential for being compromised by outside entities or falling victim to misinformation.

- There is little accountability to ensure communications are delivered and read.

- There is no proactive distribution of crime information to the entire workforce.

- ✓ **Recommendation: The IFPD should develop a robust, proprietary, internal communication system involving all divisions and all levels of the department.**

  - *The IFPD should establish an internal review committee, comprised of command staff, supervisors, and line-level personnel to identify effective strategies to disseminate information and provide department-wide updates regarding new or changed policies, equipment, or practices.*

Department Best Practices

Patrol Crime Scene Unit – IFPD recently created a patrol officer crime scene unit (13 officers), who have all necessary equipment and access to the lab; They have been beneficial to augment the crime scene staff.

Digital Forensics – IFPD engages in significant digital forensics examinations, not just for the city, but for numerous outside agencies. There used to be one full-time detective assigned for these investigations. A second detective has been trained to assist with the workload – at the expense of focusing on general department investigations. The IFPD needs to either expand this unit or reduce the workload.

IFPD staff have indicated that some outside requests for digital examinations are related to very routine investigations. IFPD has been authorized by the city to charge for these services and should continue this practice and explore enhancements for additional financial reimbursement where warranted.

Recommendation: IFPD should continue to charge and explore options to enhance charge fees to outside agencies for this specialized service.

Summary of Recommendations

1. Add a deputy chief position in the Administrative Division to oversee the day-to-day operations of the three bureaus.

2. Add a civilian budget specialist/accountant.

3. Increase the size of the Code Enforcement Unit by adding one additional officer.

4. Consider adding a full-time intelligence analyst.

5. Add a civilian evidence technician.

6. Add an in-house civilian IT position.

7. Add 1-2 new civilian position(s) in the Telephone Reporting Unit.

8. The IFPD should develop a robust, proprietary, internal communication system involving all divisions and all levels of the department.

9. IFPD should continue to charge and explore options to enhance fees charged to outside agencies for this specialized service.

Section III.   Patrol Bureau Workload

The Patrol Bureau consists of Uniformed Patrol, Traffic, Neighborhood Police, Citizens Watch Patrol, and Special Events. This section focuses on cumulative workload and the required number of officers to meet staffing needs under different workload models. Given the challenges with geographical accountability and the need to create more useable reporting areas for data and crime analysis, as discussed in Section 1.4, this analysis does not include a review of current patrol officer distribution by beat.

3.1   Patrol Workload Analysis

Personnel allocation is an imperfect process; the analysis involves one calendar year, and looking at prior years may provide a different distribution. In addition, despite the best efforts of the department, it is likely that there will always be some variations between CFS workloads and personnel distributions. However, larger deviations 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 personnel allocations.

Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements. The patrol staffing model evaluates the amount of time that patrol officers are required to use in responding to community-initiated calls for service. Community-initiated calls for service are those that are generated by communities. Calls initiated by patrol officers are considered proactive actions and are accounted for elsewhere in the workload model.

In evaluating this data, a patrol officer's time is classified into three parts:

- Administrative Time
- Obligated Time - Response to Community-Initiated CFS
- Community Engagement Time

The model used by the IACP states that CFS response should account for between 30-50% of a patrol officer's time, administrative time 30%, and the remainder should be devoted to specific proactive problem-solving and community engagement.

Administrative Time

Precise information is rarely available in CAD for many administrative activities due to variances in officer callouts for these activities. To gather a clear picture of administrative time, IFPD patrol officers were asked to track their administrative time via a survey. The survey was completed by 43 patrol officers and covered duties found on both day and night shifts. While

not completely scientifically accurate, the surveys combined with interviews and observations provide a valid picture of the administrative time used by IFPD officers. The data in table 12 below shows the activity and the average time used by IFPD officers, as well as the average time used by officers surveyed for previous IACP studies. The data for IFPD appears to be at the norm with previous IACP studies in all but the categories of report writing and meal/wellness breaks. It is recommended that IFPD command staff monitor report writing and decide whether department policy should have reports written prior to clearing calls or after to ensure the time usage complies with IFPD goals.

Profession-wide administrative time generally accounts for approximately 30% of an officer's average day. For IFPD, the average daily time used for administrative functions is 34%, as shown in table 12 below. This small difference from other studies is understandable, given the importance and emphasis that IFPD places on wellness. This percentage can seem high to those unfamiliar with the patrol function; however, a review of the following typical patrol activities supports this average.

Table 12. Daily Administrative Time Usage

Activity	IFPD Average Time (minutes)
Patrol briefings roll call	20.8
Training	32.8
Administrative preparation/report checkout	28.0
Meal and Wellness breaks	50.8
Vehicle maintenance and fueling	7.5
Meetings with supervisors	14.4
Report-writing and case follow-up	87.7
Daily Average time/percent of workday	242 minutes / 34%

Source: IFPD patrol officer survey

The numbers above demonstrate a substantive administrative workload that is not typically captured or considered. It is also important for the IFPD to recognize that these supplemental duties, while important, reduce the productive time for patrol officers to manage the obligated workload. Accordingly, it is important for the IFPD to carefully monitor the time burdens of these activities to ensure they are not unduly detracting from the opportunity for officers to perform their primary function.

Obligated Time

Obligated time is the aggregate amount of time consumed by officers to answer calls for service (CFS) 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 backup activity initiated by a call from the community. When expressed as a percentage of the total labor in an officer's workday, the obligated time of officers designated as first responders should fall between 30%-50%.

To quantify the workload volume, a thorough examination of CAD data provided by IFPD was conducted. As discussed in other sections of this report, the use of data is a critical component of intelligence-led or data-led policing. Leading practices in the police profession use data to determine staffing allocations, deployment plans, and shift schedules to achieve the maximum results with the limited police resources available. Key to this is the ability to obtain and analyze data such as calls for service. This is an area that challenges IFPD staff. The ability to obtain accurate and timely data from Bonneville County was difficult at best and, in several instances, restricted the ability to conduct a full analysis. It is recommended that IFPD staff work with Bonneville County to identify key data needs and establish a series of weekly/monthly reports (such as crystal reports) that provide the data and information needed regularly.

✓ **Recommendation: IFPD should work with Bonneville County to identify key data needs and establish a series of regular weekly/monthly reports.**

CFS are used to calculate the obligated workload within the patrol division. CFS data are also critical in analyzing the timeliness of police response, geographic demands for service, and scheduling and personnel allocations.

Table 13. Total Calls for Service by Source (2022)

Call Category	CAD Call Records	Average Time on Call	Total Time on Call
Community-Initiated	25,488	1 hour 42 minutes	43,327 hours
Officer-Initiated	13,215	1 hour 25 Minutes	18,661 hours
Totals	**38,703**		

Source: Calculation from IFPD CAD data

For 2022, IFPD CAD data indicated that there were 44,331 unique calls for service. The difference between the unique calls for service and the total shown in table 13 above is 5,628 records. These records are considered NULL as the CAD data associated with those calls do not

have a call source; thus, it is impossible to determine if they are community-initiated or officer-initiated and were not considered in the workload analysis. Because of this, 38,703 was used as the total volume of community-initiated and officer-initiated activity for 2022. Based on this data, 65.8% of the CFS workload relates to community-initiated CFS, and 34.1% is related to officer-initiated incidents. The percentage of community-initiated to officer-initiated activity can vary greatly.

The second part of data critical for workload analysis shown in table 13 above is the amount of time spent on community-initiated calls. In 2022, 43,327 hours were spent by IFPD officers responding as the primary units to community-initiated calls for service. This was obtained by using CAD data to tabulate the time call created to time call cleared for each community-initiated call.

Backup Time for Community-Initiated Calls for Service

Since IFPD operates one-person patrol units, a second unit, or in many cases, multiple units, often responds to community-initiated calls for service. It is important to track the time used by backup units to calls for service and to determine the number of backup units the total CAD data analyzed.

The analysis showed 33,713 CAD records indicating that backup units responded to CFS in 2022. It is important to emphasize that not all community-initiated calls for service require a backup unit. In a number of cases, there may have been multiple units that responded to a single reported incident. In those cases, each unit is considered a separate response for time accountability, and they are reflected in the 33,713 records for 2022. The number of backup records was further analyzed to identify those records resulting from community-initiated calls and officer-initiated calls. Analysis indicated that 85% of the backup records were for community-initiated calls, and 15% were for officer-initiated calls. Specific data is shown in figure 16 below.

Figure 16. Total Incidents for Backup by Source (2022)
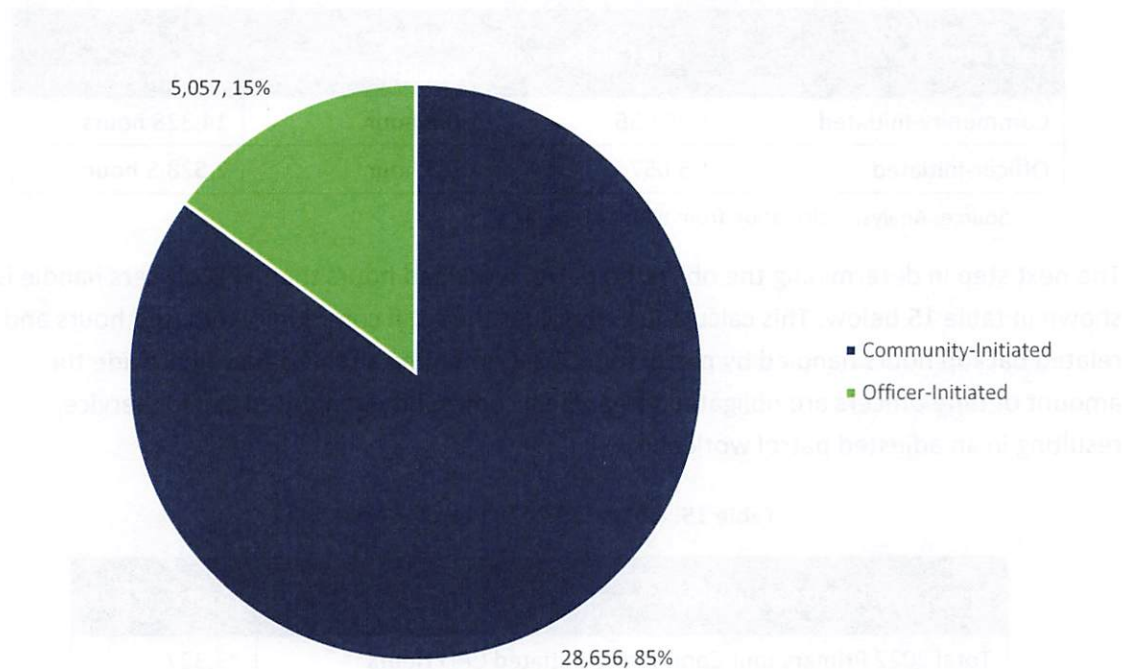
Source: Calculation from IFPD CAD data

In analyzing the provided CAD data, it is impossible to determine the exact number of units responding or the type of calls that had backups responding. It is recommended that the IFPD command and supervisory staff continuously monitor the number of units responding to calls. While officer safety must be of paramount concern, excessive and unnecessary unit response can create workload and perception issues. First-line supervisors (sergeants) need to make evaluations in the field on the number of units needed to respond and the time those units are out of service providing backup service.

✓ **Recommendation: IFPD command and supervisory staff continuously monitor the number of units responding to calls.**

The CAD data did not provide a clear indication of the time backup units spent on responding to calls for service in a backup capacity. Based upon observations, officer interviews, and IFPD command guidance, it is estimated that 30 minutes for each unit responding as a backup unit would provide an accurate time reflection. Using that breakdown in 2022, IFPD officers spent 14,328 hours responding as backups for community-initiated calls for service and 2,528.5 hours responding as back to officer-initiated calls for service.

Table 14. Total Incidents for Backup by Source (2022)

Call Category	CAD Call Records	Average Time Backup Response	Total Time on Backup Response
Community-Initiated	28,656	0.5 hour	14,328 hours
Officer-Initiated	5,057	0.5 hour	2,528.5 hours

Source: Analysis calculation from IFPD CAD data

The next step in determining the obligated patrol workload hours that IFPD officers handle is shown in table 15 below. This calculation combines the total community-initiated hours and related backup hours handled by patrol for 2022. Combining all this data will provide the amount of time officers are obligated to handle a community-generated call for service, resulting in an adjusted patrol workload.

Table 15. Obligated 2022 Patrol Workload

Patrol Workload Calculation	Hours
Total 2022 Primary unit Community-initiated CAD Hours	43,327
Community-initiated Backup calls time (30 minutes per unit)	14,328
Adjusted patrol workload	**56,210**

Source: Analysis calculation from IFPD CAD data

Community Engagement Time (uncommitted time)

The cumulative obligated 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 engage the community
- 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 in proactive traffic stops and proactive patrol efforts.

Patrol Officer Availability

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. To assist in these calculations, detailed leave data from the IFPD (average hours used by patrol in 2022) was obtained.

Table 16 below helps to demonstrate the amount of time patrol officers have available for shift work. This table starts with the information from IFPD that officers are budgeted to work 2,080 hours per year; however, to gain 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 available to work 1,638 hours per year, not 2,080 hours, as is often thought (understanding that this represents the cumulative average–individual availability can vary greatly).

Table 16. Sworn Officer Availability (hours) 2022

Category	Totals
Vacation Leave	16424.4
Comp Time Leave	4,038.75
Military Leave	1,678.51
Sick Leave	6,675.75
FMLA Leave	1,121.00
Worker's Comp	441.00
Training	11,125
TOTAL HOURS	**41,504 hrs.**
Average leave per officer (Total / 94)	**442 hr. per officer**
Average Available Work Hours per officer (2080 – 442)	**1,638 hours**

Source: IFPD Survey Data

Understanding the actual amount of work time available for officers is central to building appropriate staffing levels and ensuring that adequate shift coverage is attained in relation to CFS needs. It is also a critical component in calculating staffing demands based on an examination of workload against worker capacity. Often called the shift relief factor, it shows the relationship between the maximum number of hours an officer can work absent overtime (2080 hrs.) and the hours worked. Knowing this is necessary to estimate the number of officers

that should be assigned to patrol to ensure that the appropriate number is working and that those officers have the proactive time for community engagement that the department and community want.

As is evidenced by the analysis above, determining the number of required personnel is a complicated process, as is understanding how to deploy them properly. Additional details are provided below; however, it is likely that the department will need to adjust the work schedule to compensate for leave patterns and maximize efficiency and personnel deployments in a geographical policing format.

Workload Models

In this section, different workload analysis models are provided. The tables and narrative below provide a brief overview of the calculations used in determining the workload for patrol services. As noted, the model relies on removing workload that is not part of community-initiated calls for service unless it is part of the obligated workload (e.g., backup time). Each of the analysis methods will be described, but all are also shown in table 17 below.

The officers considered primary CFS responders in IFPD are the 45 assigned patrol officer positions. Analyses at several levels of obligated workload have been provided to give the chief and IFPD command staff a range of options. IFPD command staff advised that they do not consider the canine unit (four officers) as primary CFS responders. The traffic unit (three officers) responds to traffic crashes and incidents and, if no other units are available, will handle calls for service. Based on this information, the addition of 1.5 additional positions would have minimal impact in determining the overall staffing numbers needed.

Table 17. Patrol Workload Analysis

	Literal Explanation and Formula	Current Status	50% Obligated Workload	40% Obligated Workload	30% Obligated Workload
A	Total Patrol Unit Obligated Hours	56,210	56,210	56,210	56,210
B	Available Hours per officer	1,638	1,638	1,638	1,638
C	Current Number of First Responder Officers in Patrol	45	45	45	45
D	Current Patrol Hours Available (B*C)	73,710	73,710	73,710	73,710
E	Current % Obligated to Citizen CFS (A/D)	76%			
F	Target Obligated Workload		50%	40%	30%
G	Officer Workload Hours Available at targeted obligated workload (B*F)	1,048	819	655	491
H	First Responder Officers Required to Meet Target Obligated Workload (A/G)	45	69	86	114
	Additional Primary CFS First Responder Officers Needed (H-C)	0	24	41	69

Applying this analysis to the IFPD, the current allocation of patrol officers (45) spends 76% of their time handling obligated workloads. Models for 50%, 40%, and 30% obligated workload have been provided for IFPD command to evaluate and determine which model best serves the needs of the Idaho Falls community. While ultimately, this is a leadership decision, the current workload distribution does not provide sufficient time for proactive community engagement. The percentage of obligated time for patrol officers does not provide the time or opportunity for effective community policing. Additionally, there are other factors to be considered to redistribute the workload.

Figure 17 shows the impact on uncommitted time (time spent on community engagement) under the current status and under each of the obligated time model options.

Figure 17. Obligated, Administrative, and Uncommitted Time by Model
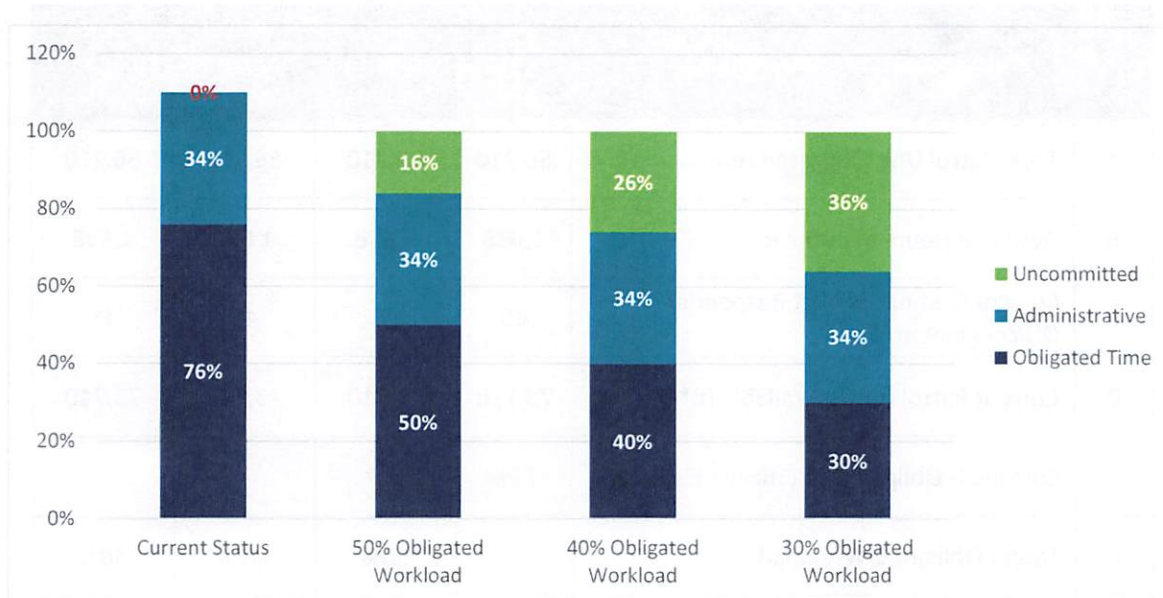
Other significant factors to consider are related workloads associated with alternate call response strategies, which will be addressed in Section 3.3 of this report. Additionally, the needed staffing numbers can be reduced by counting the unfunded five positions and reconsidering including traffic and canine units as first responders, as shown in table 18.

Table 18. Adjusted Patrol Staffing Needs

	50%	40%	30%
Proactive Community Engagement Time Available	16%	26%	36%
First Responder Officers Required to Meet Target Obligated Workload	69	86	114
Additional Primary CFS First Responder Officers Needed	24	41	69
Allocated but Unfunded positions	-5	-5	-5
Canine	-4	-4	-4
Traffic	-3	-3	-3
Net Total of New Positions Needed	**12**	**29**	**57**

✓ **Recommendation: Decide and implement the patrol staffing levels needed for the desired proactive time for patrol officers.**

♦ *Determine the level of proactive time for patrol officers.*

♦ *Determine the positions to be considered as primary call responders.*

3.2 Traffic Unit

The IFPD places importance on traffic safety and enforcement. Per the IFPD policy concerning traffic safety, "the ultimate goal of traffic law enforcement is to reduce traffic collisions. This department provides enforcement efforts toward violations, not only in proportion to the frequency of their occurrence in accident situations, but also in terms of traffic-related needs."[22] While the IFPD policy is clear in the emphasis it places on traffic safety, the organizational structure does not provide the necessary support for truly effective traffic safety and enforcement programs.

The current configuration in IFPD provides for no one (i.e., a sergeant) in the field directly supervising and mentoring traffic officers and traffic functions and as a result the traffic officers are potentially underutilized. The traffic officers (four authorized, three on hand) are currently assigned to patrol shifts. The department does not consider the traffic officers as primary call responders, and they are not considered when evaluating patrol officer workload. The lieutenant who supervises the traffic function also serves as the assistant patrol commander, which distracts attention from traffic responsibilities.

Analysis showed that even with the decentralized organization and short staff, the traffic officers handled a significant portion of traffic crashes and traffic-related enforcement activities. Figure 18 shows the percentage of work handled by the three traffic officers in April 2023.

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[22] IFPD Policy 500 <u>Traffic Function and Responsibility</u>

Figure 18. Percent of Traffic Activity Handled by Traffic Officers April 2023
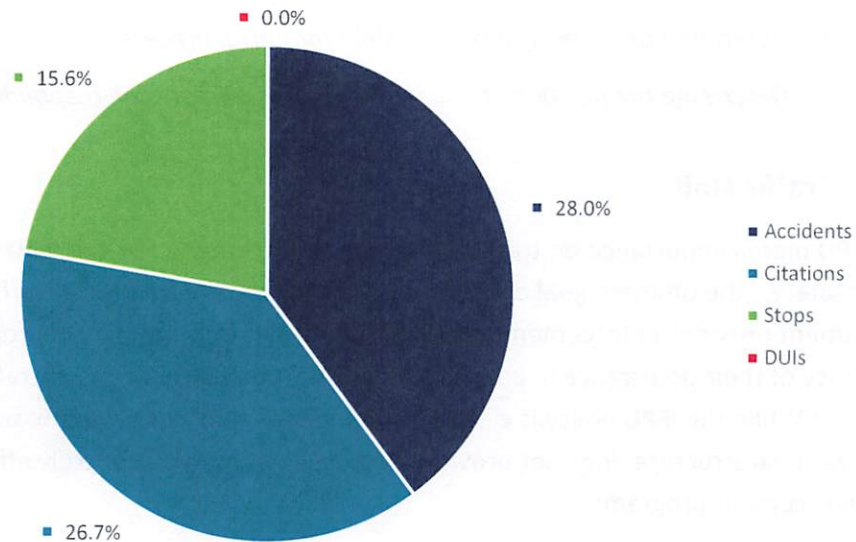
Source: IFPD Dashboard Data

During this period, the three traffic officers accounted for about 6% of the deployed patrol force yet handled 28.0% of the traffic crashes and issued 26.7% of the traffic citations. The numbers for March 2023 showed a similar distribution.

The most common activity, and the one that consumes the most time, is reported to be crash investigations. IFPD has established policies for handling traffic crashes as outlined in IFPD policy 501:

- 501.4.4 TRAFFIC COLLISIONS ON PRIVATE PROPERTY Traffic collision reports shall not be taken for traffic collisions occurring on private property, unless there is a death or injury to any person involved, a hit-and-run violation, or Vehicle Code violation.

- 501.4.5 TRAFFIC COLLISIONS ON ROADWAYS OR HIGHWAYS Traffic collision reports shall be taken when they occur on a roadway or highway within the jurisdiction of this department under any of the following circumstances: (a)When there is a death or injury to any persons involved in the collision. (b)When damage is estimated to exceed $1,500 to one vehicle.

- 501.5 NOTIFICATION OF TRAFFIC BUREAU SUPERVISION In the event of a serious injury or death related traffic collision, the Patrol Supervisor shall notify the Traffic Lieutenant

to relate the circumstances of the traffic collision and seek assistance from the Traffic Unit.[23]

Figure 19. Crashes by Type

	2017	2018	2019	2020	2021
Property Damage	1822	1862	1857	1873	2079
Injury	391	448	376	372	427
Hit & Run	551	615	623	634	695
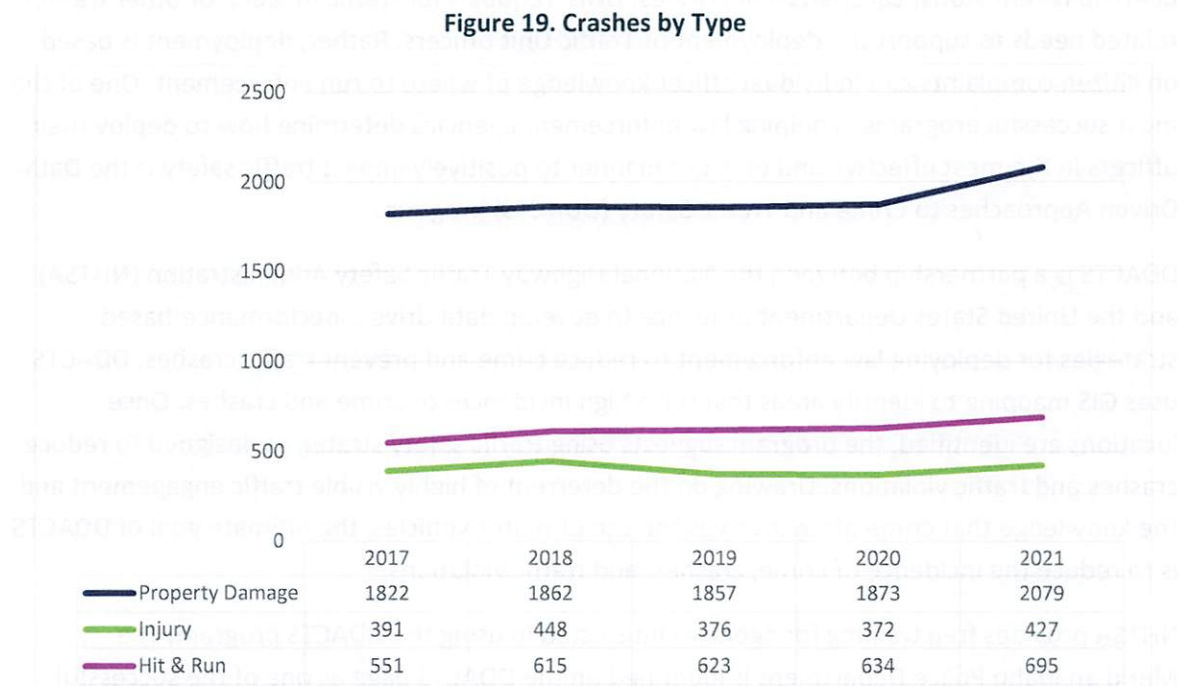
Source: IFPD 2022 Annual Report

Figure 19 above shows the type of crashes from 2017-2021. Numbers remained relatively constant until 2021, when there was an almost 10% increase in property damage crashes, a 14.7% increase in injury crashes, and a 9.6% increase in hit-and-run crashes.

This data supports interview statements from a traffic officer who stated that because of staff shortages in patrol, traffic officers can get pulled to cover a beat if needed. Because of shortages in staffing, there is less time for enforcement, which the traffic officer believes leads to more crashes. The lack of a dedicated field supervisor negatively impacts IFPD's enforcement efforts and ultimately impacts roadway safety. It is recommended that, as staffing allows, the IFPD establishes a fully functioning traffic unit with a dedicated field supervisor (sergeant).

✓ **Recommendation: Establish a fully functioning traffic unit with a dedicated field supervisor (sergeant).**

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[23] IFPD Policy 501 Traffic Collisions

IFPD does not have an established process to compile, analyze, and provide intelligence or data to the Traffic Unit to guide their deployment or enforcement activities. There appears to have been no recent statistical analysis of crashes, DUIs, requests for traffic officers, or other traffic-related needs to support the deployment of Traffic Unit officers. Rather, deployment is based on citizen complaints and individual officer knowledge of where to run enforcement. One of the most successful programs in helping law enforcement agencies determine how to deploy their officers in the most effective and efficient manner to positively impact traffic safety is the Data-Driven Approaches to Crime and Traffic Safety (DDACTS) program.

DDACTS is a partnership between the National Highway Traffic Safety Administration (NHTSA) and the United States Department of Justice to develop data-driven, performance-based strategies for deploying law enforcement to reduce crime and prevent traffic crashes. DDACTS uses GIS mapping to identify areas that have high incidences of crime and crashes. Once locations are identified, the program suggests using traffic safety strategies designed to reduce crashes and traffic violations. Drawing on the deterrent of highly visible traffic engagement and the knowledge that crime often involves the use of motor vehicles, the ultimate goal of DDACTS is to reduce the incidence of crime, crashes, and traffic violations.[24]

NHTSA provides free training for agencies interested in using the DDACTS program. The Meridian Idaho Police Department is identified on the DDACTS page as one of the successful users.

✓ **Recommendation: Establish a process to compile, analyze, and provide intelligence or data to the Traffic Unit to guide their deployment or enforcement activities.**

3.3 Alternative Response

As indicated above, based on the current workload, there is insufficient staffing within the patrol section. Additionally, IFPD command staff desires to improve the department's efficiency, and there are additional department actions that can further reduce the burden on patrol officers, enhancing their effectiveness in the process. These include the creation of alternate reporting procedures and programs, such as an enhanced false alarm reduction program. In aggregate, these recommendations could further reduce obligated demands on patrol, and the combination of these efforts would improve officer outputs.

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[24] http://www.iadlest.org/training/ddacts/documents

Alternate Reporting

There are two primary methods for alternate reporting: telephone reporting units (TRU) and online reporting. IFPD does not currently use either online or telephone reporting programs effectively. IFPD did develop a telephone reporting program and online reporting as part of its COVID response plan, but it is not currently widely in use, as seen in figure 20 below.

Figure 20. Change in Online Reports (2021-2022)

Month	Count of Incidents 2021	2022	CHANGE
January	42	22	-48%
February	37	22	-41%
March	32	14	-56%
April	42	23	-45%
May	44	18	-59%
June	54	9	-83%
July	42	10	-76%
August	53	16	-70%
September	66		
October	55		
November	41		
December	43		
Grand Total	**551**	**134**	

The IFPD would benefit from implementing alternate reporting strategies. The key to a successful TRU program is to have a core group that provides a consistent level of service to achieve the positive impact of reducing officer workload. Many leading practice agencies use non-sworn employees as full-time telephone reporting employees whom light-duty sworn officers can supplement as they become available. Many agencies have been using these systems successfully for low-level offenses, and this has proved useful in reducing the overall obligated workload for patrol.

Examples of report classifications that many agencies use alternate reporting for:

- 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; however, there are also reasons to urge caution in this regard. First, many communities still feel a need to engage the police directly, and an online reporting system may not be agreeable to them. Part of the development scheme is also a public education program to address potential community issues. The first issue is that the community needs to be informed of the reasons why these systems are needed, and that police investigations and services will not decline. However, IFPD must leave the opportunity open for communities 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 IFPD might choose to handle via alternate strategies. 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 and/or directly.

The final item involves secondary contact and follow-up. It is important that no case falls 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 follow-up contact with the victim in some fashion, whether by email or phone, so that the complainant knows the police department received their report. It also adds a personal touch that demonstrates a focus on customer service.

✓ **Recommendation: Explore and, when feasible, implement online and/or telephone reporting for certain offenses. Start with two non-sworn positions and schedule their work based on calls for service time of occurrence for TRU-designated offenses.**

False Alarms

The purpose of the False Alarm Ordinance is to encourage alarm owners and alarm companies to properly use and maintain the operational effectiveness of alarm systems in order to improve the reliability of alarm systems and reduce or eliminate false alarms. The City of Idaho Falls has an existing false alarm ordinance, but it is not as effective as it should be in reducing false alarms. During 2022, according to CAD data, IFPD responded to 124 false robbery alarms and 1021 false burglar alarms. Specific time was not available for these specific calls, but one can estimate a minimum of 30 minutes per response with a minimum response of two units. That equates to about 1,145 hours on this alarm response. Nationally 94-98% of all alarm calls are false, and responses to these calls reduce the officers available to handle emergencies, criminal complaints, and community engagement[25]. Considering the patrol officer availability number of 1638 hours, false alarms used the equivalency of 70% of an IFPD officer (1045 person-hours) in 2022. While this is not an alarming number, as the population of Idaho Falls increases and alarms become more prevalent, the number of person-hours expended will increase. The department and/or city should consider enhancing its enforcement of the existing false alarm ordinance. There are numerous resources available both regionally and nationally, such as the False Alarm Reduction Association (FARA) to help craft and/or improve legislation, and there are commercial companies that will handle the registration and billing, thus resulting in no additional staffing needed by IFPD to enhance a false alarm reduction program.

✓ **Recommendation: Work with the City Council to enhance enforcement of the false alarm ordinance to reduce false alarms and thus free up more patrol officer time by response to false alarms.**

Summary of Recommendations

1. IFPD should work with Bonneville County to identify key data needs and establish a series of regular weekly/monthly reports.

2. IFPD command and supervisory staff continuously monitor the number of units responding to calls.

3. Decide and implement the patrol staffing levels needed for the desired proactive time for patrol officers.

    a. Determine the level of proactive time for patrol officers.

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[25] False Burglar Alarms, Rana Sampson May 2002 NCJRS

b. Determine the positions to be considered as primary call responders.

4. Establish a fully functioning traffic unit with a dedicated field supervisor (sergeant).

5. Establish a process to compile, analyze, and provide intelligence or data to the Traffic Unit to guide their deployment or enforcement activities.

6. Explore and, when feasible, implement online and/or telephone reporting for certain offenses. Start with two non-sworn positions and schedule their work based on calls for service time of occurrence for TRU designated offenses.

7. Work with the City Council to enhance enforcement of the false alarm ordinance to reduce false alarms and thus free up more patrol officer time by response to false alarms.

Section IV.   Patrol Scheduling

Since the earliest police forces were established, the schedules and hours that police officers work have been an issue of concern to officers and chiefs. Of significant concern have been issues of safety, health, performance, quality of life, fatigue, and efficiency. Originally, police departments relied on a five-day, eight-hour scheduling framework with three standard shifts (day, evening, midnight) in each twenty-four-hour period. Over time, however, law enforcement agencies have adopted alternate schedule configurations in hopes of finding a better work-life balance. Compressed workweek schedules (CWWs), in which the workweek is shortened, and the length of the day is extended, have been popularized in many industries, including policing.

The current patrol shift schedule for IFPD involves a compressed workweek involving a three-day, 12-hour schedule. There are six time-based shifts with day shift hours (0600-1830), swing hours (1330-0200), and night shift hours (1800-0630). The current configuration creates a hole in the weekly schedule that is not covered by any of the existing six shifts. To cover this period, a seventh shift rotates between the day shift, cover shift, and night shift every week. Note this shift rotates each of the three days, not every week.

Each shift has its own sergeant, and the sergeant reports to the lieutenant (watch commander), who has the most common workdays with the shift. Shifts are bid yearly, covering shift assignment, work hours, cruiser assignment, and days off.

During the interview process, questions were asked about the work schedule of all participants regardless of rank and/or position. No one within the agency endorsed the current schedule. The consensus was that the schedule was confusing, inadequate in providing coverage, and did little for officer wellness. Considering the importance the chief and department place on wellness, the schedule creates a significant detriment. Because of staffing shortages, annual leave can be challenging to use for weekends, resulting in shift staffing shortages and potential sick leave abuse.

This report includes the latest research on the operational effectiveness and health impacts of various scheduling models. In addition to the research, analysis was done to determine the IFPD patrol coverage patterns relative to the community-initiated calls for service. Based upon the research and the analysis, shift recommendations have been made. There are a myriad of reasons why a department may choose to implement or maintain a particular work schedule. These reasons may include workforce survey satisfaction results, formal agreements with labor organizations and/or work life balance considerations. Ultimately it is the chief executive who

must determine the work schedule that best addresses the operational needs of the agency and the impact on the work life balance of the employees.

✓ **Recommendation: IFPD staff should analyze sick leave usage to determine if a lack of weekends off has led to potential sick leave abuse.**

4.1 Methodology

IFPD members from across the agency were interviewed, and workload data were analyzed to identify the days of the week and times of the day when the highest community-initiated calls for service occurred. This analysis will allow for IFPD to develop work schedules that:

- Maximize coverage during periods of greatest need.
  - Ensure appropriate staffing to cover peaks of workload.
  - Include supplemental staff to manage multiple CFS occurring and to assist with emergency/priority CFS.
  - Eliminate peaks and valleys in scheduling.
- Allow for the inclusion of additional work schedules as the workforce grows on a temporary or long-term basis, such as SROs during summer breaks.
- Provide flexibility to allow for vacations, specialized team-based and individual training, and sick leave.
- Reduce/eliminate overtime.
- Conform to the requirements of the Fair Labor Standards Act (FLSA).

Additionally, the latest research available on police work schedules was reviewed to provide IFPD with pertinent data to develop schedules that address both work and life considerations.

Research

The Task Force on 21st Century Policing recognized the importance of shift schedules and the impact that work time has on officer wellness and safety, and that it is critical to the officer, their colleagues, and their agencies but also to public safety. An officer whose capabilities, judgment, and behavior are adversely affected by poor physical or psychological health not only may be of little use to the community they serve but also may be a danger to the community and other officers.

> 6.3 recommendation: *The U.S. Department of Justice should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement.*

It has been established by significant bodies of research that long shifts can not only cause fatigue, stress, and decreased ability to concentrate but also lead to other more serious consequences. Fatigue and stress undermine not only the immune system but also the ability to work at full capacity, make decisions, and maintain emotional equilibrium. Though long shifts are understandable in the case of emergencies, as a standard practice they can lead to poor morale, poor job performance, irritability, and errors in judgment that can have serious, even deadly, consequences.

6.3.1 Action Item: *The U.S. Department of Justice should fund additional research into the efficacy of limiting the total number of hours an officer should work within a 24–48-hour period, including special findings on the maximum number of hours an officer should work in a high risk or high stress environment (e.g., public demonstrations or emergency situations).*[26]

Additionally, community policing requires alert, well-rested officers who engage their communities in positive ways, and there may be things agencies can do to help reduce fatigue, improve officers' quality of life at work, and more efficiently allocate resources.

Law enforcement agencies can use scheduling practices to improve efficiency and cost-effectiveness while at the same time improving the quality of life and health of their officers. Ultimately, these improvements will likely result in long-term cost reductions (reduced sick leave, health-related problems, crashes, injuries, etc.), not to mention monetary savings from overtime paid. While reduced overtime saves money in the short run, it could also contribute to longer-term reductions in healthcare costs and increased safety.

Rotating shifts, long work periods, and disrupted sleep patterns have long been known to negatively affect health. In December 2011, a study was published in the Journal of the American Medical Association (JAMA) titled Sleep Disorders, Health and Safety in Police Officers.

This study involved over 5,000 police officers and found that just over 40 percent of police officers screened positive for sleep disorders - almost double the 15 to 20 percent estimated rate of sleep disorders in the general population. According to the researchers, excessive sleepiness is common among police officers, whether they have sleep disorders or not. In fact, almost half of all participants (46 percent) reported having fallen asleep while

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[26] President's Task Force on 21st Century Policing.

> *driving. Approximately one-quarter (26 percent) reported that this occurs one to two times per month.* [27]

This study also looked at the impact of fatigue and sleep issues on officers' performance. It reported that:

> *Officers with sleep disorders had a higher risk of falling asleep while driving, committing an error or safety violation attributable to fatigue, and experiencing uncontrolled anger towards a suspect. These officers were also more likely to report committing a serious administrative error and had a higher rate of absenteeism than those without sleep disorders.* [28]

While some agencies have maintained the traditional five-day, 40-hour week, a recent survey showed a trend away from this schedule. In 2005, 40% of agencies reported running 8-hour shifts, but by 2009, that number had dropped to 29%. Although some law enforcement agencies still rely on eight-hour schedules, more and more agencies are using the compressed work weeks (CWW) schedules as a viable alternative as it is likely to address staffing shortages and improve officers' reported quality of work life while increasing the hours officers sleep and reducing overtime costs.

However, CWWs are not without issues. Schedules that include four-on followed by four-off result in fewer overall hours worked in a year and, as a result, increase agency costs when considering overall hours worked. A fixed four-on, three-off schedule eliminates that concern, although it can create periods with more officers than necessary. Therefore, agencies must consider when their peak demand periods are and when they need increased staff. Many agencies have considered reducing shifts to just two per day, requiring 12-hour shifts, as a strategy to improve efficiency and cut costs. However, the purported cost savings may not be worth it if increased fatigue is the result.

Various studies have revealed trends in sleep quantity and quality related to shift length, indicating that 10-hour shifts provide, on average, four additional hours of sleep compared to 8-hour shifts – and that the sleep was of subjectively higher quality. The improvement in sleep for those operating in 10-hour shifts also led to a higher quality of work life. Conversely, those

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[27] JAMA, December 21, 2011; Sleep Disorders, Health, and Safety in Police Officers. Laura K. Barger, PhD; Steven W. Lockley, PhD; et al

[28] JAMA, December 21, 2011; Sleep Disorders, Health, and Safety in Police Officers. Laura K. Barger, PhD; Steven W. Lockley, PhD; et al

working 12-hour shifts experienced greater sleepiness and diminished alertness, while 8-hour shifts led to more overtime than either extended shift option.[29]

In 2011, The Police Foundation published a report outlining the results of an experiment its researchers conducted in Arlington, Texas, and Detroit, Michigan, police departments. This study demonstrated that officers who worked four 10-hour days followed by three days off averaged significantly more sleep than those working 8-hour shifts—gaining nearly 185 hours of sleep (the equivalent of 23 additional nights annually). In addition, these officers worked 80 percent less overtime on the job, potentially resulting in cost savings to the department and potential cost savings in terms of improved health, possibly due to the increase in hours slept.[30]

This study of shift length provides important information for law enforcement leaders (management and union) and other policymakers to consider when examining the most efficient and effective practices in their agencies. The key findings from this study are as follows:

- **Ten-hour shifts have advantages over 8-hour shifts.**
  - Ten-hour shifts appear to offer some advantages over 8-hour shifts, both individually and organizationally, with no noted disadvantages. For example, those officers working 10-hour shifts got significantly more sleep per night (over half an hour) than those on 8-hour shifts and had a significantly higher quality of work life. Also, those on 10-hour shifts worked the least amount of overtime of the three groups, potentially resulting in cost savings.

- **The benefits of 10-hour shifts do not extend to 12-hour shifts.**
  - Although it may be expected that some advantages associated with 10-hour shifts would also carry over to those on 12-hour shifts, that was not found in this study. For example, while those on 10-hour shifts got significantly more sleep than those on 8-hour shifts, the same was not true for those on 12-hour shifts. Also, those on 10-hour shifts had a higher reported quality of work life than those on 8-hour shifts, but those on 12-hour shifts did not. While those on 12-hour shifts worked a lesser amount of overtime than those on 8-hour shifts, they still worked more than those on 10-hour shifts.

- **Twelve-hour shifts may pose safety risks to officers and the public.**

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[29] Effects of Extended Shifts on Law Enforcement; Scism, Rex. August 2021

[30] The Shift Length Experiment - What We Know About 8-, 10-, and 12-Hour Shifts in Policing. Karen L. Amendola, David Weisburd, Edwin E. Hamilton, Greg Jones, Meghan Slipka 2011 by the Police Foundation.

- Those assigned to 12-hour shifts had significantly lower average levels of alertness at work and were sleepier than those on 8-hour shifts, something that was not true for those on 10-hour shifts.

- **Eight-hour shifts may be costlier than organizations realize.**
  - Officers assigned to 8-hour shifts worked significantly more overtime than did those on 10- or 12-hour shifts. The study found that officers assigned to 8-hour shifts worked more than five times as much overtime per two-week period (5.75 hours) as those on 10-hour shifts (0.97 hours), and more than three times as much as those on 12-hour shifts (1.89 hours).

- **Shift length did not have a significant impact on any of our measures of performance, safety, work-family conflict, or health.**
  - The performance and safety measures used in the study (interpersonal interactions, shooting skills, risky driving behaviors, reaction time, fatigue, and self-initiated departmental activity) were not impacted by shift length.[31]

Another important consideration is the extent to which various individuals can cope with schedule changes, such as longer days and the potential health outcomes. Past research has indicated that age or certain health conditions may influence resiliency and coping with longer work hours. As a result, any scheduling strategy should consider policies on maximum hours worked per shift and per week, including overtime and off-duty employment.

As commonly experienced within the law enforcement profession, extended work weeks, excessive overtime, and multiple consecutive shifts contribute to a variety of health and safety issues related to sleep deprivation and fatigue. A 2000 study of fatigue among police officers found that 41% suffered from clinical levels of sleep deprivation, and 19% showed some level of actual impairment due to fatigue. The National Institute of Justice noted that sleep deprivation "dangerously hinders officers' ability to analyze situations and assess risk correctly, make proper decisions, and proceed towards safe outcomes."[32]

The circadian clock is the primary driving force behind regulating periods during which the human body requires rest. Unfortunately for shift workers, this biological function occurs regardless of the shift assigned, and, for most individuals, the circadian rhythms are synchronized with natural periods of daylight. Normal circadian rhythms correspond to these

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[31] The Shift Length Experiment - What We Know About 8-, 10-, and 12-Hour Shifts in Policing. Karen L. Amendola, David Weisburd, Edwin E. Hamilton, Greg Jones, Meghan Slipka 2011 by the Police Foundation.

[32] Human Fatigue in 24/7 Operations: Law Enforcement Considerations and Strategies for Improved Performance. Scism, Rex; Police Chief Magazine

time periods; therefore, the latter biological functions naturally stimulate or depress levels of activity so the body can obtain adequate periods of rest essential for recuperation. For most people, naturally occurring periods of wakefulness occur between 7:00 a.m. and 11:00 p.m. Considering the natural biological periods of reduced alertness due to circadian rhythmicity, most researchers agree on the importance of avoiding shift start times that coincide with those periods. *Since early start times often encroach upon optimal sleep periods, experts recommend shift start times be scheduled between the hours of 7:00 a.m. and 8 a.m. for day shifts, and 7:00 p.m. and 8:00 p.m. for night shifts while avoiding shift start times between 5:00 a.m. and 6:00 a.m.* [33]

4.2   Schedule Analysis

One of the reasons for analyzing CFS volumes by day of the week or hour of the day is to look for patterns that the department can use to analyze personnel allocations and staffing in hopes of more efficiently deploying personnel when the most activity occurs. While this is a significant aspect of work schedule design, the volume of activity is not the sole factor to consider in terms of personnel scheduling.

Workload Temporal Analysis

IFPD provides patrol coverage and calls for service response for the Idaho Falls community on a 24/7 basis. In doing a complete operational study, it is important to analyze the call time of call occurrence and the location of the call for service. By having a complete picture of time and location occurrence, IFPD can make more informed decisions on staffing needs and deployments. In conducting the analysis, the community-initiated calls for service were analyzed by day of the week for the calendar year 2022. The call total ranged from a high of 3998 CFS on Fridays (with Wednesday a close second at 3,861) to a low of 2,591 on Sundays (a range of 1,407 calls), separated by calls for service into community-initiated and officer-initiated calls. Figure 21 provides a graphic presentation of calls for service by percentage.

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[33] Human Fatigue in 24/7 Operations: Law Enforcement Considerations and Strategies for Improved Performance. Scism, Rex; Police Chief Magazine

Figure 21. 2022 Percent Calls for Service by Day of Week
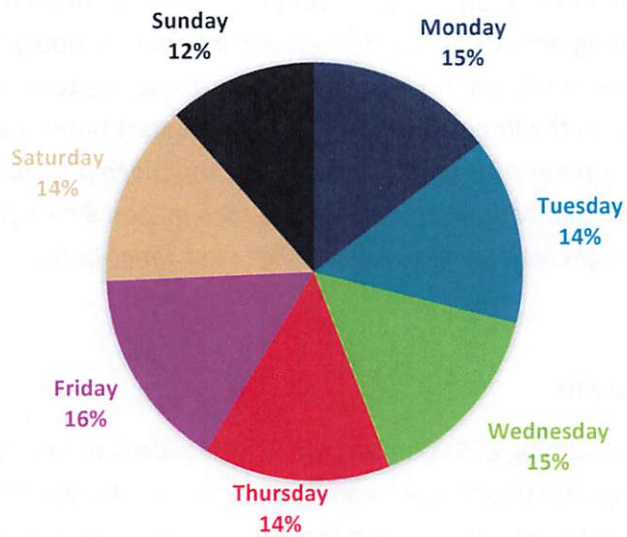
Source: IFPD CAD data

Figure 22 below represents the frequency of community-initiated calls for service by hour of the day for calendar year 2022. The highest volume of community-initiated calls occurs during the time period of 1400 hours to 1700 hours.

Figure 22. Community-Initiated Calls for Service by Time of Day (2022)

Source: Calculation from IFPD CAD data
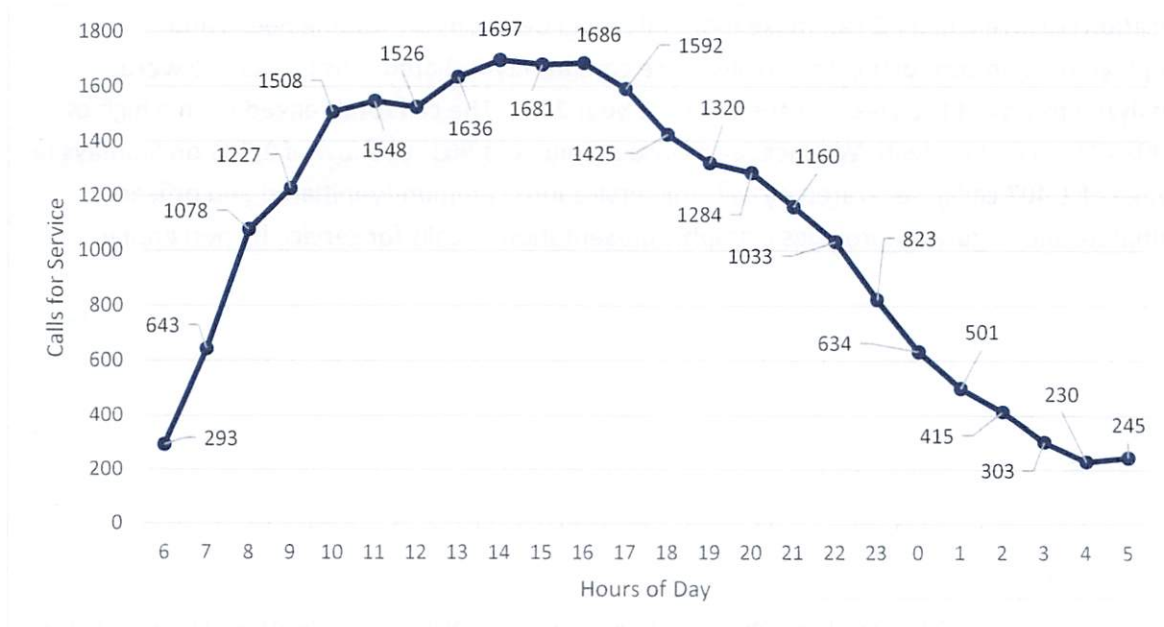
Figure 23 below displays the number of community-initiated calls for service by time of day graphed against the minimum number of patrol officers required to work. IFPD policy calls for one supervisor and five (5) officers between 0200-1330 hours and one supervisor and nine (9) officers from 1330 hours until 0200 hours. As seen in the graph's analysis, the current deployment scheme and minimum staffing numbers do not adequately address the community-initiated obligated workload. Specifically, there are insufficient patrol first responders deployed (minimum staffing) from 0800 hours through 1700 hours. Arguably, some of this excess workload could be addressed by traffic and canine officers, but as it was IFPD's request not to consider those positions as first responders, they were not included in the analysis.

Figure 23. CFS and Officer Minimum Staffing Deployment by Time of Day
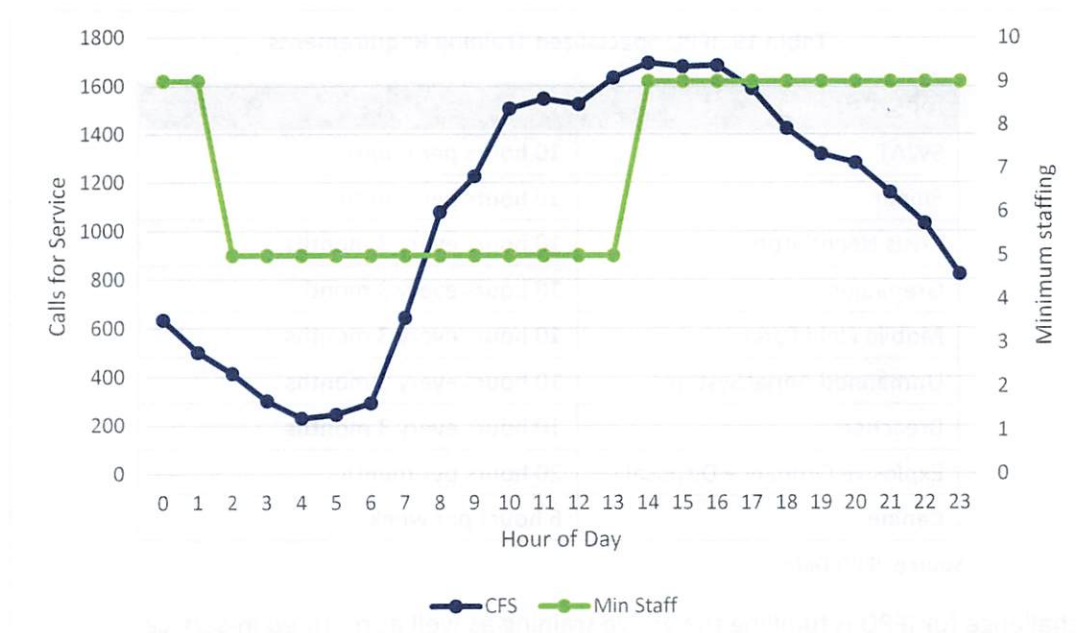
Based upon this analysis, the current minimum staffing established by IFPD policy does not appear to be sufficient to meet the workload and should be reviewed. While a line supervisor and five (5) are sufficient between 0000 and 0700, a higher minimum staffing level is recommended between 0900-2100 hours.

✓ **Recommendation: Increase the minimum staffing level between 0900-2100 hours.**

Staffing is subject to many variables, and the volume of activity should not be the sole factor to consider regarding scheduling personnel. For example, CFS that occur at night often involve

some of the most dangerous activities the police must deal with, and most of these incidents require multiple personnel. For this reason, work schedule design and personnel deployments must consider various operational aspects to ensure that workforce staffing—at all hours of the day—is sufficient to manage the workload and type of work that personnel will encounter and sufficient to provide for officer safety. While IFPD has emergency procedures for officer callbacks and mutual aid, those programs are designed for major incidents, and all take time.

Specialized Training Requirements

IFPD has a full range of police services to address community public safety issues and career enhancement for its officers. All of these functions are additional duties and require extensive training above and beyond the training requirements established by the State of Idaho and IFPD. Examples of the training and time requirements are listed in table 19 below.

Table 19. IFPD Specialized Training Requirements

Type of Training	Hours
SWAT	10 hours per month
Sniper	10 hours per month
Crisis Negotiators	10 hours every 3 months
Grenadier	10 hours every 3 months
Mobile Field Force	10 hours every 3 months
Unmanned Aerial Systems	10 hours every 3 months
Breachers	10 hours every 3 months
Explosive Ordnance Disposal	20 hours per month
Canine	6 hours per week

Source: IFPD Data

The challenge for IFPD is fulfilling the above training as well as required in-service requirements. With limited resources and the current work schedule, fulfilling training needs without negatively impacting staffing is impossible. In addition, while the exact data is not available, meeting the training requirements with the current work schedule costs the agency significant overtime money.

Considerations for Work Schedule Revision

Unfortunately, in terms of shift schedules, there is no utopian answer to solving the dilemma of fatigue within the 24/7 environment. While organizations must invest time and resources into developing a healthy workplace, it is also important to compare the operational expectations of that organization with the needs of those served. Shift scheduling plays a large role in this

process; however, how shifts are assigned should be reviewed and compared with the issues outlined herein. Rotational periods, shift start and end times, and schedule duration are all important factors that require constant review and reevaluation to determine what is best not only for the public and the organization but also for the employees assigned to 24/7 operations.

When it comes to the evaluation of shift periods, IFPD should consider the following factors to improve the overall utilization of shift schedules:

- Avoid quick shift changes.

- Schedule free weekends for all employees.

- Avoid overly extended leave periods between periods of work.

- Keep long work shifts and overtime to a minimum.

- Consider different shift lengths.

- Examine shift start and end times.

- Keep the schedule as regular and predictable as possible.

- Examine the viability of rest break periods.

Based on the information provided in this study, the current work schedule for the patrol divisions lacks flexibility, does not provide sufficient staffing, includes substantial overtime, and does not conform to a geographic style of personnel distribution.

Accordingly, IFPD should consider revising the work schedule, including consideration of the following areas:

- **Use geographic policing (permanent beat assignments).**

- **Personnel placement within the teams/beat assignments should remain consistent for one year, although officers could vary shifts during that time.**
  - This type of distribution will help with geographic policing, but it will also help with performance evaluations and consistency of supervision.

- **Recommend that officers be assigned to at least one different shift per year (morning vs. middle vs. night).**
  - This will help with the distribution of senior and junior personnel so that all of the personnel with the least seniority are not working simultaneously.
  - Stagger personnel with additional duties that require specific training across all patrol shifts to minimize the impacts of specialized training requirements on staffing levels.

- **Develop strategies to help ensure that personnel enjoy some part of the weekend off throughout the year.**
  - It is considered a best practice to allow employees an opportunity for weekends off to support a well-balanced family and personal life and to prevent an atmosphere of isolation.
    - There are many ways to accomplish this, including rotating shifts, regular shift allocation opportunities, shift preference periods, shift bidding, etc.
    - This is an opportunity for employees to work with command staff to offer suggestions to improve work conditions regarding schedules.

- **Develop scheduling alternatives that provide opportunities for individual and shift-level training without impacting overtime budgets.**
  - Remedies such as requiring officers to come in on days off for training or other strategies may address this concern but will negatively impact overtime.
  - When considering a 4/10 schedule with three shifts per day, the department has an overlap day.
    - These overlaps can be used to an agency's advantage for increased field staffing at peak demand periods, allowing for enhanced training without impacting overtime.

✓ **Recommendation: IFPD command should work with department members to develop and implement a schedule that best creates an effective work-life balance for IFPD patrol officers.**[34]

Summary of Recommendations

1. IFPD staff should analyze sick leave usage to determine if a lack of weekends off has led to potential sick leave abuse.

2. Increase minimum staffing level between 0900-2100 hours.

3. IFPD command should work with department members to develop and implement a schedule that best creates an effective work-life balance for IFPD patrol officers.

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[34] A draft 4/10 schedule has been provided in Appendix A and addresses the workload needs and many of the factors discussed in this section.

Section V.   Investigations and Special Operations Workload

The IFPD Investigations and Special Operations Bureau is commanded by a captain and has one lieutenant and two sergeants as supervisors. One sergeant (Investigations) is responsible for 13 detectives who investigate crimes. This number includes an investigator assigned to crime scene investigations, Crisis Intervention cases (mental health and homeless), and Internet Crimes Against Children (ICAC) cases, and one crime scene investigator. CIT, ICAC, and Crime Scene investigators do not handle any other cases and thus have not been counted in determining investigative workload. IFPD has ten (10) investigators who work as generalists and are regularly assigned cases.

The other sergeant (special operations) is responsible for five school resource officers and two special investigations detectives. The Communications and Records sections are also under this command. Those sections are analyzed in other chapters of this report regarding their operational needs and organizational placement. The department's Crime Analyst is also assigned to this bureau. The Intelligence-Led Policing chapter outlines the crime analysis program in IFPD and its needs.

5.1   Investigations Deployment

Investigations

It is the policy of the Idaho Falls Police Department to investigate crimes thoroughly and with due diligence and to evaluate and prepare criminal cases for appropriate clearance or submission to a prosecutor.[35]

Investigative Staffing

Understanding appropriate staffing levels for investigations units is difficult because there are no set standards for determining investigative staffing levels. Each agency is different, and the myriad of variables makes 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 suspended or inactivated.

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[35] IFPD Policy Manual, Policy 600.2

There are many considerations involved in determining investigative staffing, and no process fully assesses these needs due to the wide range of variables. However, the assessment uses a variety of calculations and analyses to draw the conclusions presented here, and the narrative below outlines those findings. This assessment relies on workload and work outputs, and these will be examined further in this section. This analysis process also relies on the collective experience of the assessment team in assessing staffing levels within police agencies and on national and other comparative data gathered.

Table 20 below provides a comparison of IFPD data to Benchmark city data reflecting percentages assigned to patrol and investigations. IFPD has a higher percentage assigned to patrol, the numbers assigned to investigations are also higher than the data provided by the 2017 Benchmark Survey departments. This indicates that in IFPD sworn assets are primarily assigned as direct service providers rather than support functions.

Table 20. Patrol and Investigation Comparisons to Benchmark City Survey

City	# Total Officers	# Assigned to Patrol	% Of Officers	# Assigned to Investigations	% Of Officers
Benchmark Cities (Avg)	236	132	55.90	30	12.70
Idaho Falls PD	99	65	65.7	15 (excludes SROs)	15.2

Source: IFPD Data and 2017 Benchmark City Data - http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/

Investigator Availability

Based on a normal work schedule, IFPD investigators, just like patrol officers, are scheduled to work 2,080 hours per year. However, similar to patrol officers' leave and vacation time, holidays, sick and injured time off, training requirements, and compensatory time off demonstrate that investigators are available to conduct work assignments for about 1,638 hours per year.

Case Assignments

The annual caseload within the Investigations section has been fluctuating each year, as reflected below in figure 24. In 2021, there were 732 cases assigned to detectives, and in 2022 there were 696 cases assigned to the Investigations section, a 4.9% decrease.

Figure 24. IFPD Case Assignments and Clearance Rates
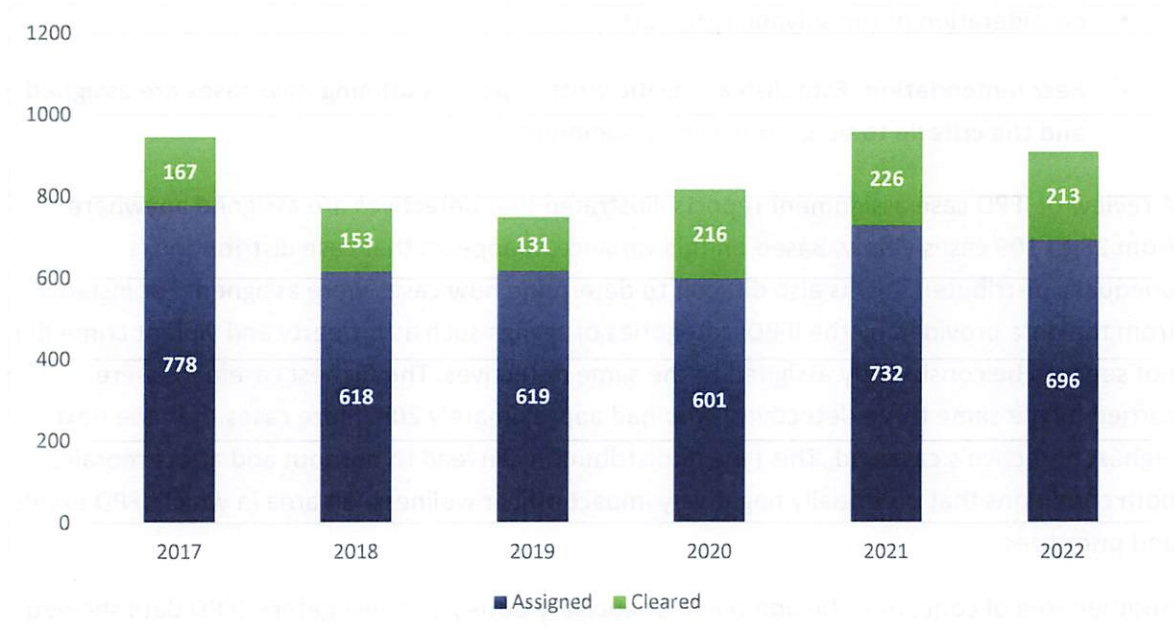
Source: IFPD Annual Reports

IFPD does not have a specific policy for establishing the workload for the Investigations Section nor a specific policy outlining which cases are assigned to investigators for follow-up. Rather, scattered throughout the policy manual are policy statements on specific types of crimes or events that dictate an investigator's response. While there is nothing wrong with this approach, a specific section in the Investigations policy (600) should be made establishing the general criteria for case assignment as well as general guidelines as to the number and criteria used to assign cases to investigators.

Often, departments have a specific policy statement that says, "It is the general practice that all felonies are assigned to the Investigations Section for follow-up, and misdemeanor cases are assigned to Patrol Officers for follow-up." This may be the practice in IFPD, but a specific policy statement to that effect could not be found. Thus, it is recommended that IFPD establish a specific written policy outlining how cases are assigned and the criteria to be used in case assignments. Factors to be used in deciding case disposition and assignment should include:

- policy and procedure,
- the totality of the circumstances,
- the gravity of the offense,
- urgency for action,

- experience of the detective, and

- consideration of the solvability factors.

✓ **Recommendation: Establish a specific written policy outlining how cases are assigned and the criteria to be used in case assignments.**

A review of IFPD case assignment reports illustrated that detectives are assigned anywhere from 28 to 109 cases yearly. Based on this variance, it appears that case distribution is unequally distributed. It was also difficult to determine how cases were assigned. For instance, from the data provided by the IFPD, categories of crimes such as property and violent crime did not seem to be consistently assigned to the same detectives. The highest caseloads were carried by the same three detectives, who had approximately 20% more cases than the next highest detective's caseload. This type of distribution can lead to burnout and affect morale, both conditions that potentially negatively impact officer wellness- an area in which IFPD excels and prioritizes.

Another area of concern is the additional or ancillary duties of investigators. IFPD data showed that eight of the 15 detectives, or 53% are also members of special teams, such as SWAT, Crisis Negotiations, Mobile Field Force, Bomb Squad, Unmanned Aircraft Systems and/or K9 teams. These additional duties and the required training to retain proficiency for these specializations add to the decreased time available for investigators to focus solely on their investigative workload.

It is recommended that the Investigative Section modify how cases are assigned to ensure a more equal distribution of workload. This will help with morale and with the balance of ancillary duties that detectives perform. This will also significantly improve work efficiency.

✓ **Recommendation: Modify how cases in the Investigative Section are assigned to ensure a more equal distribution of workload.**

The policy should also state that to maintain flexibility in case assignment, the Investigations sergeant will have the ability to manage case flow by assigning cases to a particular detective based on the following:

- Solvability factors.

- Experience and/or expertise in a specific area or skill.

- Priority investigation.

- Special circumstances in the best interest of the victim or community.

- Number of cases assigned or length of time an "open" case has been assigned to the detective.

Solvability Factors

Solvability factors, while an imperfect tool, allow police agencies to maximize the effectiveness and efficiency of limited investigative resources. The use of specific solvability factors is considered a leading practice and is a key element in making case assignment determinations and in prioritizing the investigative function. This can also be helpful for defending why a case was not assigned for additional investigation. Many departments that successfully use solvability factors base it on the seriousness of the case and the following other factors:

- Is there a witness to the crime?

- Can a suspect be named?

- Can a suspect be located?

- Can a suspect be identified?

- Can a suspect vehicle be identified?

- Is the stolen property traceable?

- Is there a significant M.O. (modus operandi – or crime method/pattern)?

- Is there significant physical evidence?

- Was there a definite, limited opportunity for anyone other than the suspect to commit the crime?

Most modern records management systems (RMS) have the capacity to include custom solvability factors, and these systems can be configured to act as a checklist for officers to complete when conducting preliminary investigations and writing their initial reports. Prompting initial reporting officers to complete a solvability factors checklist helps ensure that they conduct a thorough investigation, resulting in less immediate and future follow-up needs, and it also helps provide the case reviewer with an up-front understanding of the solvability factors, albeit from the perspective of the officer. This does not relieve the investigations reviewer from the responsibility of fully examining the case, but it can expedite the review and assignment process, particularly when the case should clearly be assigned or when it is evident that the likelihood of solving the case is extremely low.

✓ **Recommendation: IFPD should implement the use of solvability factors and consider initiating the responsibility for completing a solvability factors checklist to patrol, and that this process be incorporated into the RMS and preliminary investigations protocols.**

Case Clearance Analysis

According to data provided by the IFPD, in 2021, investigative services assigned 799 cases for an average of 80 cases per detective per year, or 6.7 cases per month (calculated if cases were divided evenly by ten detectives). In 2022, investigative services assigned 737 cases for an average of 73.7 cases per detective per year or 6.14 cases per month (calculated if cases were divided evenly by ten detectives). Figure 25 below provides a comparison of clearance rates for Group A Offenses for 2020-2022. For each of the studied years, Idaho Falls Group A clearance rates exceeded Bonneville County but fell below the clearance rates for the State of Idaho.

Figure 25. Group A Comparative Clearance Rate Percentages (2020-2022)

	2020	2021	2022
Idaho Falls	38.75	43.43	41.70
Bonneville County	36.85	36.95	36.86
State of Idaho	48.65	50.31	47.94
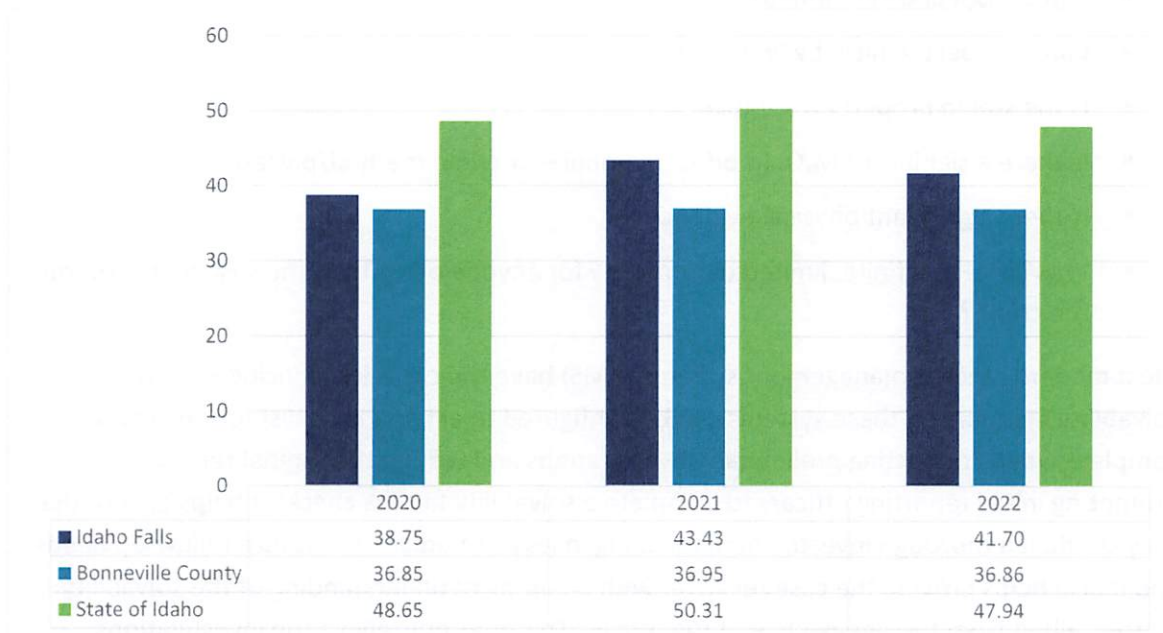
Source: Crime in Idaho 2020, 2021, 2022

Another way of looking at this analysis is a table below showing clearance rates for Part 1 crime for the Idaho Falls Police Department, Bonneville County Sheriff, and the State of Idaho for 2022. Additionally, data is provided on national clearance rates for 2019 (the last year provided by the FBI). IFPD clearance rates were above the national average in five of the seven categories. The closure rates for rape by IFPD are significantly lower than county, state, and

national levels. While one year may not indicate a trend, the variance is so great that IFPD needs to closely monitor the clearance rate for rape to determine the causation of this variance.

Table 21. Clearance Rates Comparison for Part 1 Crime

Category of Crime	IFPD (2022)	Bonneville County Sheriff (2022)	State of Idaho (2022)	National Averages (2019)
Murder	100	0	66.7	61.4
Rape	11.1	35.7	31	32.9
Robbery	33.3	100	48.4	30.5
Aggravated Assault	60	35.6	65.6	61.3
Burglary	19.7	13.6	20.6	14.1
Larceny	21	21.6	21.4	18.4
Motor Vehicle Theft	14.3	10.1	13	13.8

Source: Crime in Idaho, Idaho State Police 2022; Crime in US, FBI 2019

Finally, an analysis of the status of assigned cases was conducted, as shown in figure 26 below. During the period 2019-2022, 29.75% of the cases assigned to the Investigative section were cleared, 50.25 % were classified as inactive, and on average 16% of cases remained active.

Figure 26. Assigned Cases Status by Percent
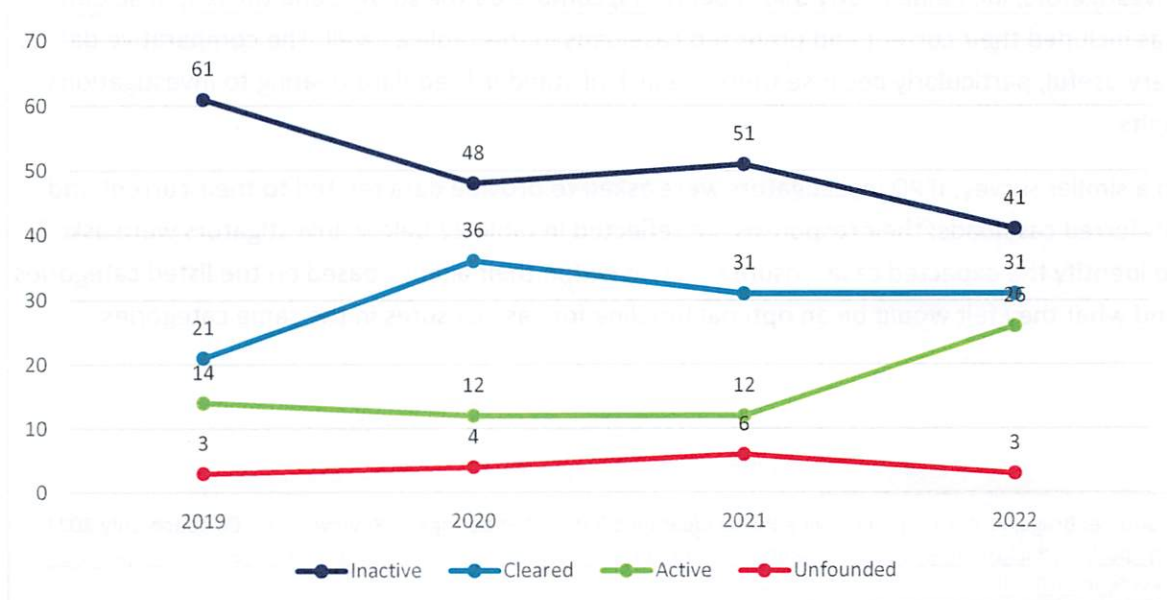
Source: IFPD Case Assignment Data

When analyzing the current workload for investigations, several areas of focus are important to consider when reviewing clearance rates, caseloads, and ancillary duties assigned to investigators. In a recent study analyzing homicide clearance rates, it was determined that "the available research evidence indicates that enhanced investigative resources, improved management structures, and oversight processes can increase homicide clearance rates and improve the chances that murderers are apprehended in even the most difficult cases to clear."[36] The study further indicated that "when additional investigative effort is expended, law enforcement improves its success in gaining the cooperation of key witnesses and increases the amount of forensic evidence collected and analyzed."[37]

5.2   Investigative Workload Analysis

Determining the workload and staffing for investigative units is a more complicated process than patrol workload. There is no standard for optimum caseload or the amount of time that a case is worked. Based on experience and observations and interviews with detectives and supervisory personnel, other duties and responsibilities consume a substantial amount of daily activity for investigators. To quantify investigative and non-investigative work efforts, the IFPD detectives were surveyed (no identifiable information was collected in the survey). Within the survey, investigators were asked to identify the current workload and the caseload that they believed to be optimum.

A similar national survey of police investigators was used for comparison. More than 900 investigators, including nearly 350 supervisors, completed the survey, and the response data has included their current and preferred caseloads in this table as well. The comparative data is very useful, particularly because there is a lack of standardized data relating to investigations units.

In a similar survey, IFPD investigators were asked to provide data related to their current and preferred caseloads; their responses are reflected in table 22 below. Investigators were asked to identify the expected case closure timeline within their agency based on the listed categories and what they felt would be an optimal timeline for case closures in the same categories.

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[36] Source: Braga, A. A. (n.d.). Improving Police Clearance Rates of Shootings: A Review of the Evidence. July 2021. https://media4.manhattan-institute.org/sites/default/files/improving-police-clearance-rates-shootings-review-evidence-AB.pdf

[37] Ibid.

Table 22. Expected and Optimum Closure Times

Case Closure (Days)	Expected Case Closure		Optimum Case Closure	
	IFPD %	National %	IFPD %	National %
0-30 days	30	35.28	35	31.76
31-60 days	20	29.76	30	33.07
61-90 days	30	18.36	25	19.25
Over 90 days	20	16.6	10	13.9

Source: IFPD Investigations Survey; IACP Team National Investigations Survey

In the data provided in the table above, the investigators from the IFPD identified the highest percentage for actual case closure expectations at 0-30 and 61-90 days. This is an interesting dichotomy and may indicate that some IFPD investigators do not have a clear understanding of the department's case closure expectations. This varies with the responses from the national survey, which found the highest percentage for actual closure in the 0–30-day range. Nationally, it is considered a leading practice that the closure and/or filing of supplemental reports should occur within 30 days of activation.

In looking at what IFPD investigators felt was a more optimal case closure timeline, their responses mirrored the responses obtained from the national survey.

Table 23. Investigative Capacity per Detective

Year	Cases Assigned	Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month @ 70%	Average Hours Available per Case
2021	732	10	73	6.08	1638	95.5	15.72
2022	696	10	69.6	5.8	1638	95.5	16.47

Source: IFPD data

In table 23 above, the average number of hours each investigator has available for each case was calculated. This model engages the number of cases assigned to the Criminal Investigations section (10 investigators) and the workload hours available. While the actual workload hours available per month is 136.5 hours (1638/12), in the survey, IFPD investigators responded that they spend 70% of their time (95.5 hrs.) doing investigations.

Based on the data shown above, criminal investigators have approximately 16.5 hours available, on average, to investigate each case. Again, although there are no set standards for available hours per case, this number is considered an acceptable range for each case. Based upon this analysis, there are adequate numbers assigned for investigations.

Forensics

IFPD has one full-time crime scene investigator and a part-time retired officer to assist with crime scenes and some forensic analysis. Other detectives within the section are also trained in forensic examination and can assist. However, this arrangement reduces investigators' time for case follow-up. IFPD command advised that the full-time investigator assigned to forensics will be retiring in the near future. In 2022 the department created a patrol officer crime scene unit composed of 13 officers assigned to the various patrol shifts. This team has crime scene equipment and access to the lab. IFPD reports that this team has been beneficial in augmenting the crime scene staff, and its success in the Eastern Idaho region is considered a best practice.

IFPD's digital forensics is highly regarded, and its examiner assists agencies throughout the region at no cost. As shown in figure 27 below, the department is experiencing a significant increase in electronic forensic analysis. During the calendar year 2023, the department is expected to see a 70% increase in requests over 2022. By the department's estimate, the cases are evenly split between internal (IFPD) and external (outside agencies) requests.

Figure 27. IFPD Forensic Exam Requests
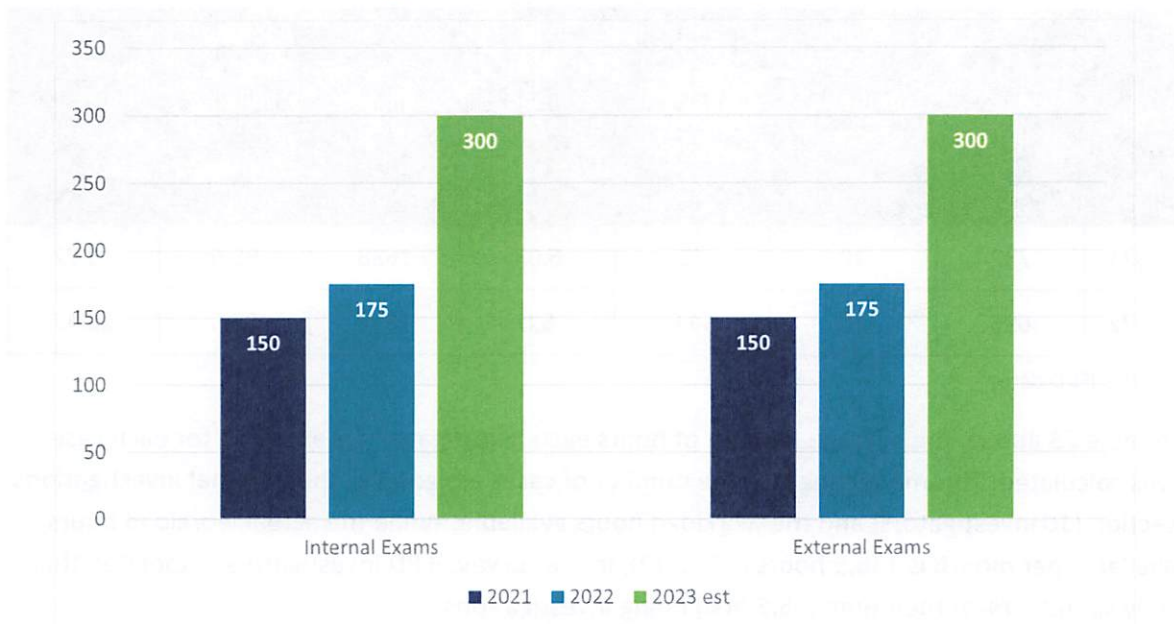
Source: IFPD data

The department has been able to update equipment through the internal budget, donations, and grants. However, the ongoing costs can be significant since this technology is constantly changing and needs updates. Based on the workload and the number of forensic examinations conducted, it is recommended that an additional position for forensic analysis be added. A sworn officer, retired officer, or qualified non-sworn asset could fill this position. This position could be held by a properly trained, non-sworn professional staff member. Additionally, IFPD should explore and implement a reasonable cost for external forensic exams. The revenue from this can be used to cover costs for equipment and software upgrades as well as funding for the additional position.

✓ **Recommendation: Add an additional, full-time position for forensic analysis and crime scene investigations.**

Cold Cases

Interviews with IFPD command indicated the desire for someone to handle cold cases. In 2019, IFPD announced the closure of a 12-year-old homicide. This case was closed through the diligent work of current members of the IFPD, not a dedicated cold case unit. The National Institute of Justice has identified five primary justifications for creating and maintaining a cold case unit:

1. Criminal justice
2. Public safety
3. Public trust
4. Clearance rates
5. Cost savings[38]

Most of the justifications are obvious. Citizens must have faith in the criminal justice system for it to succeed, and that is often achieved by ensuring that victims' rights are honored. It is the mission of every law enforcement agency to ensure public safety by using all available means to bring perpetrators to justice. Bringing offenders to justice builds public trust. At a time when public trust sometimes wavers, closing cold cases strengthens public trust. A study into the processing of untested sexual assault kits (SAKs) by the Stanford Graduate School of Business

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[38] National Best Practices for Implementing and Sustaining a Cold Case Investigation Unit, National Institute of Justice

concluded that "Every dollar the police spend on analysis returns $81 from averted sex crimes."[39]

Staffing a dedicated cold case unit can be a challenge. There are different models that are used:

- Internal department staffed with active investigators.
  - Staffed with light-duty personnel.
  - Staffed with retired volunteer investigators.
- Partnership unit with local prosecutor's office and crime lab.
- Regional Taskforce.

The National Institute of Justice recommends that a cold case unit should always maintain two investigators working together at all times. Having at least two investigators familiar with operations and current investigative efforts allows an agency to continue operations if one investigator leaves the unit. This also ensures transparency, officer safety, and an additional witness for interviews and other investigative activities.[40]

As of the writing of this report, IFPD reports that they have one cold case, a missing person. IFPD further reports that there are hundreds of inactive sex crimes, burglaries, and thefts, but the department does not have a way to differentiate cold cases from inactive cases. Based on the available data, there is currently not a need for additional investigators strictly for cold case investigations. The department is encouraged to consider assigning existing resources or exploring other options, such as a regional task force to handle cold cases.

Special Operations

The Special Operations section consists of one sergeant, five school resource officers (SROs), and two investigators. SROs are assigned to the high school, middle school and rotate among the elementary schools. The District 91 School District covers the cost of the SROs. There was no data provided regarding case assignments for longer-term investigations. However, there is evidence of the need for additional resources to combat increased drug-related offenses. Staffing in the SRO unit is able to meet current workload demands, and it appears that the school system is willing to fund additional positions as needed. It is recommended that the SRO section be moved to the Patrol Bureau because of the similarity of functions. Additionally, the SRO function should have a direct supervisor in patrol. Often problems in the community also

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[39] Ibid.

[40] Ibid

surface in the schools and vice versa. It is logical that the same resources are often used to address both community and school issues.

> ✓ **Recommendation: Move the SRO section to the Patrol Bureau given the similarity of functions.**

Special Investigations

IFPD currently has two investigators in Special Investigations in addition to the shared sergeant (from SRO). IFPD is part of a regional narcotics task force with the Bonneville County Sheriff (BCSO). BCSO has two investigators and a sergeant assigned in addition to the two from IFPD, and costs are shared for the covert building. There is also a state police narcotics unit that the task force works closely with. The department's leadership expressed a desire to make a bigger impact and spend more meaningful time combatting an increasing drug and gang problem in the community. In the current organizational structure, two (2) vacant gang officer positions are assigned to patrol, and it is recommended that the vacant gang positions in patrol be reassigned to Special Investigations to create a street crime capability in concert with the existing narcotic investigators. There is a clear nexus between gang and narcotic activity, and this structure will provide for better coordination of investigations and strategies to address both growing areas of criminal activity in Idaho Falls. In addition to remaining part of the regional task force, the additional two positions will allow for the creation of a Streets Crime Unit that can use its surveillance and covert capabilities to support other investigators.

> ✓ **Recommendation: Reassign the vacant gang positions in Patrol to Special Investigations.**

5.3   Specialized Units

SWAT

The Idaho Falls Police Department currently operates an independent SWAT team comprised of 16 members. The team is part-time, where members have full-time duty assignments and participate in SWAT membership as an ancillary duty. Three of the SWAT members are assigned to investigations, and one is a school resource officer. According to a 2022 SWAT Training Schedule provided by IFPD, the SWAT team trained once per month from March 2022 through December 2022. There were two IFPD SWAT activations in 2021 and seven in 2022.

In 2014, the International Association of Chiefs of Police (IACP), in partnership with the National Tactical Officers Association (NTOA), published a *National Special Weapons and Tactics (SWAT)*

Study.[41] The purpose of the study was to analyze national SWAT trends and make appropriate recommendations. 254 agencies of varying size participated in the study.

While there is an existing 10-year gap between the years studied and the present time, for the purposes of this workload analysis, the data is still relevant. In 2013, the mean number of SWAT activations reported by study participants was 14. More than 30% of agencies participated in a multi-agency SWAT team. The mean number of SWAT members in the western part of the United States is between 17.7 and 18.3. It is important to note that this is the mean, and comprises of large, mid-sized, and smaller agencies.

In June 2023, the NTOA published an updated guide for agencies titled *Tactical Response and Operations Standard for Law Enforcement Agencies.*[42] Contained within were specific requirements for team personnel for categorization as a Tier 1, 2 or 3 team. Given the current roster for the IFPD SWAT team, they do not meet the NTOA guidelines for any of the tiers.

Table 24 shows the chart from the NTOA which outlines requirements to meet certain Tier specifications.

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[41] National Tactical Officer Association (NTOA). (2018). *Tactical Response and Operations Standard for Law Enforcement Agencies.* https://ntoa.org/pdf/swatstandards.pdf

[42] Ibid

Table 24. NTOA Tier Specifications[43]

TYPE	CAPABILITIES	PERSONNEL
SWAT Tier 1- a single agency team, multi-jurisdictional team, regional team or through an MOA.	All mission capabilities in Section 3.0 of this standard and is capable of serving as a primary SWAT mutual aid team to another Tier 1 or 2 team.	26 members 1 Team Commander 3 Team Leaders 4 Snipers 18 Operators
SWAT Tier 2- a single agency team, multi-jurisdictional team, regional team or through an MOA.	All mission capabilities in Section 3.0 of this standard, except planned deliberate hostage rescues. Emergency hostage rescue operations only.	19 members 1 Team Commander 2 Team Leaders 4 Snipers 12 Operators
Tactical Response Team	Can conduct any single or combination of capabilities listed in Section 3.1.2-3.1.6.	15 members 1 Team Commander 2 Team Leaders 12 Operators
Perimeter Control and Containment Team	Can conduct all capabilities of Section 2.3 of this standard.	Any number of appropriately trained personnel

It is recommended that IFPD join a regional or multi-city SWAT team that meets the NTOA standards for a Tier 1 or Tier 2 team. This will provide the resources necessary to meet any tactical situation that may arise. This recommendation does not preclude IFPD members from taking immediate action in an emergency situation that requires police response to save lives. It is recommended that IFPD permit no more than 10 officers (or 10%) to participate in the regional team and they should be spread throughout the department to not draw an unproportional amount of personnel from one unit/department within the agency. This limitation will provide resources back to their full-time assignment(s) thus increasing organizational efficiency.

✓ **Recommendation: IFPD should consider joining a regional or multi-city SWAT team that meets NTOA standards for Tier 1 or Tier 2.**

Bomb Squad

The Idaho Falls Police Department bomb squad is comprised of a team commander, team leader, assistant team leader and two technicians. The Team Leader and Assistant Team Leader are with the Bonneville County Sheriff's Office. Both of the technicians are also detectives. They

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[43] Ibid.

are called to assist multiple jurisdictions in Idaho, Montana, and Wyoming, and respond to upwards of twenty calls per year.

It is recommended that the IFPD regional bomb squad add officers from additional jurisdictions to better balance the workload. The Bannock County Sheriff's Office and Pocatello Police Department both have assigned sworn personnel exceeding 50 and are located in close proximity to Idaho Falls. It is recommended that the regional team bring personnel from those jurisdictions to supplement the existing team. It is also recommended that participating personnel from IFPD not be from the same unit/shift.

Unmanned Aircraft Systems

The Idaho Falls Police Department unmanned aircraft systems team is comprised of a team leader, an assistant team leader and four pilots- two of whom are also detectives.

It is recommended that the IFPD retain their team as it does not place undue strain on current operations.

Crisis Negotiations Team

The Idaho Falls Police Department crisis negotiations team is comprised of a Team Leader, an Assistant Team Leader, and 5 negotiators- one is a detective, and one is a school resource officer. The Detective also serves on the Mobile Field Force team.

It is recommended that because crisis negotiations team more often respond jointly with a SWAT team, the IFPD CNT join a regional crisis negotiations team comprised of the same jurisdictions which make up the SWAT team. This will allow for joint training opportunities and continuity within command for both teams. The Bonneville County Sheriff's Office presently has a Crisis Negotiations Team which could be integrated into a regional team. It is also recommended that membership of a regional team be limited to 3-4 IFPD members.

Mobile Field Force

The Idaho Falls Police Department mobile field force team is comprised of a team leader, assistant team leader and six members. Two are also detectives, one is a K9 handler, and one is a crisis negotiator. While a crisis negotiator is not a typical member of the mobile field force team, it does provide benefits as they are trained in effective communication tactics which provide useful during incidents of civil unrest. It is appropriate and typical to have a K9 and handler as part of a Mobile Field Force Team.

A team of six is too small to manage a large-scale protest or riot. This is especially true if an arrest is made, and members of the mobile field force team are required to process the arrestee. It is recommended that the IFPD Mobile Field Force Team train and liaise with

neighboring jurisdictions as well as the Idaho State Police in case they need to call for additional resources. However, they should maintain their current team and train other members of the department in crowd control tactics and principles for familiarization.

K-9

The Idaho Falls Police Department K9 team is comprised of a team leader, five handlers and six canines. One of the canines is a bomb dog and another is trained to find electronic devices associated with child pornography. That dog is used regionally and is assigned to the detective working internet crimes against children cases.

The current K9 team allows for a dog on each shift in patrol as well as a bomb dog and electronic device detection dog. It is recommended that K9 units are not utilized as a primary response for dispatch unless they are the only available unit. If staffing falls below established minimums, it is recommended they are utilized as a primary response for dispatch as this will ensure appropriate response times for the community and ensure backup for other officers.

Summary of Recommendations

1. Establish a specific written policy outlining how cases are assigned and the criteria to be used in case assignments.

2. Modify how cases in the Investigative Section are assigned to ensure a more equal distribution of workload.

3. IFPD should implement the use of solvability factors and consider initiating the responsibility for completing a solvability factors checklist to patrol, and that this process be incorporated into the RMS and preliminary investigations protocols.

4. Add an additional, full-time position for forensic analysis and crime scene investigations.

5. Move the SRO section to the Patrol Bureau given the similarity of functions.

6. Reassign the vacant gang positions in Patrol to Special Investigations.

7. IFPD should consider joining a regional or multi-city SWAT team that meets NTOA standards for Tier 1 or Tier 2.

Section VI.   Communications

The Idaho Falls and Bonneville County Emergency Dispatch Center is a joint venture between the City of Idaho Falls and Bonneville County. The infrastructure and technology are supplied by the Bonneville County Sheriff's Office. The Communications Center staff handles incoming 911 calls and non-emergency calls for all of Bonneville County. Dispatch personnel also handle all emergency communications traffic and radio dispatch for police, fire, and emergency medical services (EMS) first responders in Bonneville County.

The Emergency Communications Center has a regional governing board that oversees its operations. Bonneville County provides IT support and is the keeper of 911 Center computer-generated data. Agencies served by the Communications Center include the City of Idaho Falls Police and Fire Departments, the Bonneville County Sheriff's Office, the City of Ucon Police and Fire Departments, the Swan Valley Fire Department, and the City of Ammon Fire Department. The largest number of calls for service are for the Idaho Falls Police Department, followed closely by calls for service for the Bonneville County Sheriff's Office. The Idaho Falls Fire Department is the next largest agency that generates calls for service. The remaining agencies only generate between one to two percent of all CFS combined. Bonneville County pays for 35% of the Communications Center personnel budget; the IFPD bills all other client agencies for the services of the Communications Center. [44]

6.1   Organizational Structure

The Emergency Communications Center is under the direction of the Communications Manager, who reports directly to the IFPD Investigations and Special Operations Bureau Commander. The manager's primary responsibility is the management and control over all emergency and service communications.[45] All of the Communications Center staff (emergency communications officers (ECOs), dispatch supervisors, and the communications center manager) are non-sworn employees of the IFPD. A few IFPD sworn officers (assigned on overtime or on light duty) sometimes work as dispatchers. All ECOs are generalists, meaning they are both call-takers and radio dispatchers for emergency communications.

The current authorized strength of the Communications Center is 25 paid positions, which include the center manager, four dispatch supervisors, and 20 ECOs.[46] All supervisory and

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[44] Interview with Chief Johnson on March 13, 2023

[45] IFPD Policy 200.5 Emergency Communications Center Division

[46] Source: CPT Galbreaith email dated February 27, 2023

dispatch staff work 12-hour shifts, and all staff are currently required to work mandatory overtime each week (four hours per week for ECOs and eight hours per week for supervisors). ECOs are scheduled to work three 12-hour shifts followed by an 8-hour shift each week. Dispatch supervisors are scheduled to work four 12-hour shifts each week. The communications center manager works four 10-hour days each week unless the schedule needs to be adjusted for special events, training, etc.

6.2   Communications Center Overview

A typical day shift (0700-1900 hours) will have one supervisor and 4-5 dispatchers working. The overnight shift (1900 – 0700 hours) typically operates with a supervisor and 2-3 dispatchers. Minimum staffing from 0300 to 1100 hours is three people. At all other times, the minimum staffing is four people. Currently, due to staffing shortages, supervisors are included in the minimum staffing numbers. Many of the staff work additional overtime hours each week as needed to meet minimum scheduling requirements. Overtime for non-sworn employees is calculated on a 7-day, 40-hour work week. Excessive overtime worked, both mandatory and voluntary, in a critical assignment such as the Emergency Communications Center can result in fatigue, burnout, higher attrition, lower morale, mistakes, and errors in judgment.

Six IFPD dispatchers are POST-certified trainers. Dispatch training starts with call taking, followed by training for fire and EMS dispatch before eventually being trained on the law enforcement radio and warrants channels. Total dispatch training takes approximately six months. According to dispatch training personnel, the failure rate for new dispatchers has typically been around 45 percent, although, since July 2022, eight new dispatchers were hired, and only one resulted in failure.

For most of 2022, there were 11 "deployable" dispatchers (those available to handle dispatch or call-taking on their own), four supervisors, and the communications center manager. At the end of 2022, there were 15 full-time, deployable dispatchers and four supervisors (four of the full-time positions were previously trainees until the end of the year). The total number of "deployable" dispatchers fluctuated at times throughout the calendar year 2022. As of June 2023, the Communications Center had 20 "deployable" dispatch positions, four supervisor positions, and the manager position for a total of 25 authorized positions.[47] When asked to estimate the ideal staffing levels for effective operations at the Communications Center, the manager recommended 31 total positions (five supervisors, 25 ECOs (dispatchers), and the

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[47] Source: Email from Communications Manager, dated June 3, 2023

manager). This level is consistent with projections in the IFPD's Strategic Plan which calls for dispatch center staffing to be 30 employees.[48]

A 2023 survey conducted by the International Academies of Emergency Dispatch and the National Association of State 9-1-1 Administrators looked at staffing levels in 9-1-1 centers throughout the United States and reviewed the challenges that Communication Centers face in recruiting and retaining an adequate workforce. The survey found that staffing shortages affect "every state and every type of 9-1-1 center, from rural to urban." The survey determined that the average vacancy rate in 9-1-1 centers was about 25%.[49]

The survey also cited reasons why 9-1-1 Center employees reported leaving the profession. The "stresses of the job and wages are two of the top reasons".[50] Long work hours were also cited as a primary reason for people leaving and the resulting staffing shortages often lead to employees being forced to work overtime to meet staffing levels. This condition, while addressing a short-term need, only exacerbates the problem and is not sustainable.

Performance Relative to National Standards

Despite staffing challenges, the Communications Center meets national Public Safety Answering Points (PSAP) standards for answering emergency calls. Information provided by the IFPD Communications Center indicates that the percentage of 9-1-1 calls answered in the first 15 seconds is 93.5. The percentage of 9-1-1 calls answered within 20 seconds is 95.8. The National Emergency Number Association, Inc. (NENA) model standard operating procedures for PSAPs that receive 9-1-1 calls require that ninety percent (90%) of all 9-1-1 calls arriving at the Public Safety Answering Point (PSAP) SHALL be answered within (≤) fifteen (15) seconds and that ninety-five (95%) of all 9-1-1 calls SHOULD be answered within (≤) twenty (20) seconds.[51]

6.3   Communications Center Staffing Analysis

To assess and recommend an ideal staffing level for the ECC, the annual available work hours were examined by reviewing leave usage and training to determine the actual net available annual work hours and the required relief factor for Emergency Communications Center

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[48] IFPD 5 Year Strategic Plan (2019-2024)

[49] https://prioritydispatch.widen.net/s/kmwkvgqfdx/iaed_nasna_staffing-survey-report-2023

[50] IFPD 5 Year Strategic Plan (2019-2024)

[51] NENA Standard for 9-1-1 Call Processing, 2020. Standard 2.2.1 (Standard for answering 9-1-1 Calls).
   https://cdn.ymaws.com/www.nena.org/resource/resmgr/standards/nena-sta-020.1-2020_911_call.pdf

personnel. This assessment also included a study of current staffing levels, the efficiency of current operations, and projected future staffing needs.

A typical work year (40 hours per week, times 52 weeks per year) consists of 2,080 annual work hours per employee. The actual (or net) available work hours are dependent on leave usage and training, both required and elective. IFPD Communication Center staff provided the average annual number of leave and training hours in 2022 for all ECC employees. This calculation was used to determine the average net annual work hours available for ECC staff.

There were fluctuations with "deployable" ECOs at various times during calendar year 2022. The Center staff recommended that 18 ECOs and four dispatch supervisors be used to compute the annual net work hours available. Once at full staffing (all authorized ECO positions fully trained and deployed), there will be 20 ECOs and four dispatch supervisors.

Table 25 shows the breakdown of annual gross and available net work hours.

Table 25. ECO Annual Gross and Available Net Work Hours

Gross work year	2080 hours
Leave & Training (averaged as a portion of work year):	396 hours (19%)
2080 (hours) x 22 positions (18 ECOs and 4 Supervisors) =	45,760 gross work hours / year
Net work year	**1685 hours**
(2080 hours) x (.81) =	1685 hours
1685 (hours) x 22 (positions) =	37,070 net work hours / year
Deficiency (gross v. net work hours available)	
45,760 (gross hours) minus 37,070 (net hours) =	8,690 fewer hours annually
8,690 / 52 =	167 fewer hours / week
167 hours / 40 hours	4.175 or 4 additional positions per week
Deficit between gross hours available and relief factor required to fill FT positions	**4 positions short of 40-hours workweek**

The tables above represent the average net number of hours available for each employee after leave, training, and other categories of time off are computed. The difference between 22 full-time employees working 2080 hours per year versus the same number of employees working their actual annual net work hours equates to the equivalent of having four additional positions.

Based on the deficit, IFPD should increase the staffing levels for ECOs by four and supervisors by one. These increases are supported by the relief factor calculations and the continued necessity

to address workload demands with overtime. These numbers may need to be changed in future years based on CFS increases and additional workload demands resulting from the use of new technologies in 9-1-1 Centers.

✓ **Recommendation: Increase staffing levels for ECOs (4 additional) and supervisors (1 additional).**

IFPD Communication Center staff also provided the number of hours of overtime used to sustain operations by center personnel and adjunct dispatchers in 2022. Table 26 below shows that 11,617 hours of overtime were utilized in 2022, an average of 223 hours per week. When calculated in terms of net work year hours available for a full-time employee, the overtime used in 2022 would equate to the equivalent of seven full-time positions. While some percentage of the overtime expenditures was used for training new, non-deployable ECOs, the amount of overtime needed to operate the 9-1-1 center is significant.

Table 26. ECC Overtime Used (2022)

Overtime Used	
11,617 hours of annual overtime	223 hours per week average
11,617 overtime hours / 1685 net FTE work year =	6.89 (equivalent of 7 FT positions)
Equivalent Number of Positions Filled by Overtime	**7 positions**

These calculations do not take into account meal periods and daily breaks, which also affect staffing availability. According to IFPD policy,

> "Sworn employees and dispatchers shall remain on duty subject to call during meal breaks. All other employees are not on call during meal breaks unless directed otherwise by a supervisor. The time period allowed for breaks will be as follows: Officers may check out for a 60-minute break during each 8-hour work shift, 75-minute for each 10-hour work shift, and 90-minute for every 12-hour work shift. Time spent on breaks/lunch will be included within the work shift. There will be no additional compensation to police officers who forego such periods."[52]

The IFPD should continue to track and analyze overtime usage in the ECC. The continued necessity to rely on significant overtime to address operational needs is indicative of the need for additional staffing to minimize this impact and to meet operational requirements. Long

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[52] Source: Idaho Falls Police Department – Policy 1016

work hours and sustained forced overtime can lead to employee burnout, lower morale, and higher attrition.

✓ **Recommendation: Continue to track and analyze overtime usage in the ECC.**

Maintaining adequate staffing within the communications center is of vital importance in ensuring public safety needs. The lag-time in the training of new personnel is lengthy, and for dispatchers, this can take up to six months or longer. Attrition within the communications center has reportedly been high, and the lengthy training period has challenged the dispatch center to maintain appropriate staffing levels. IFPD should analyze attrition causes to look for any common denominators that can be addressed.

✓ **Recommendation: Conduct an analysis of attrition causes.**

Further, Communication Center employees are often underrecognized and underappreciated for the important and stressful work that they perform on a daily basis. Recognition is common for police, fire, and EMS first responders, but often is lacking for 9-1-1 center employees since they work primarily behind the scenes. Officials at all levels of city and county government are encouraged to be mindful of the important work performed by these professionals and assure that they receive recognition for their work, as doing so may help to contribute to improving morale and increasing employee retention.

✓ **Recommendation: Ensure Communications Center staff are receiving recognition for their work.**

Communications Center Workload Examination

A comparison breakdown of all calls for service (CFS) between 2021 and 2022 showed a slight increase in 2022. As seen in table 27 below, total CFS increased by 1.4 percent between 2021 to 2022. CFS for Idaho Falls Police Department decreased by just over one percent and CFS for BCSO decreased by almost 3.5 percent. CFS for Idaho Falls Fire Department increased by 20% and CFS for all other agencies increased by 54% from 2021 to 2022 levels.

Table 27. Breakdown of Calls for Service by Agency (2021 and 2022)

| Agency	2021		2022	
	Number of CFS	Percentage of CFS	Number of CFS	Percentage of CFS
Idaho Falls PD	48,520	42%	47,985	41%
Bonneville County SO	48,138	42%	46,460	40%
Idaho Falls FD	16,816	15%	20,181	17%
Ucon PD	466	**	894	*
Ammon FD	250	**	285	*
Swan Valley FD	93	**	92	*
Ucon FD	52	**	55	*
Total	**114,335**	**100%**	**115,952**	**100%**

*All other agencies combined CFS (1,326) is less than 2% of total CFS
**All other agencies combined CFS (861) is less than 1% of total CFS
Source: IFPD provided data

The Emergency Communications Center staff reported annual increases in total CFS and 9-1-1 calls involving only City of Idaho Falls Police Department incidents between 2017 and 2021. As shown in figures 28 and 29 below, the ECC experienced a five percent increase in total IFPD CFS between 2017 and 2021 and a 25% increase in IFPD 9-1-1 calls during the same time period.
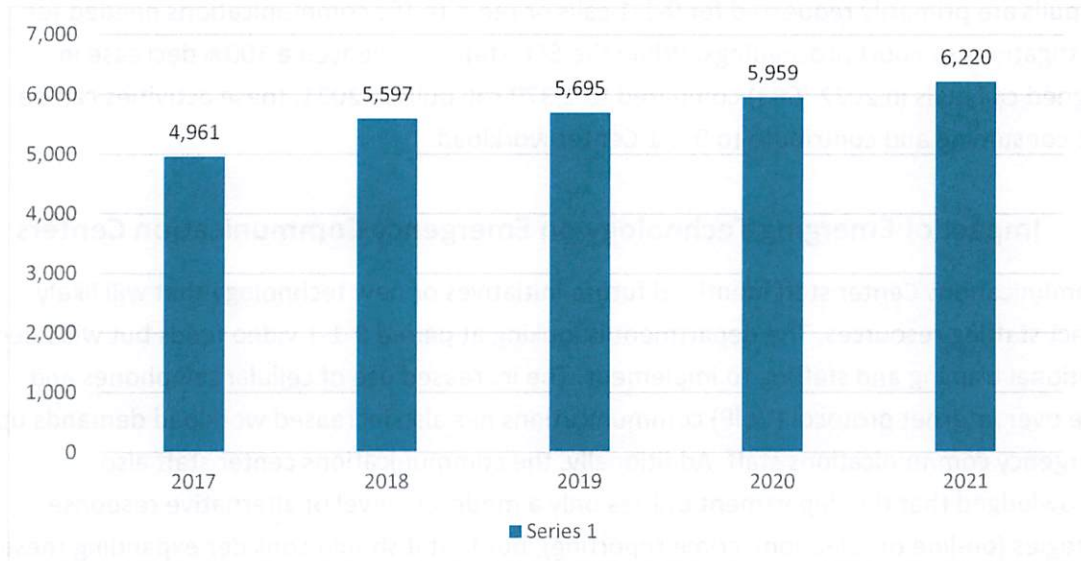
Figure 28. IFPD Incidents / Calls for Service
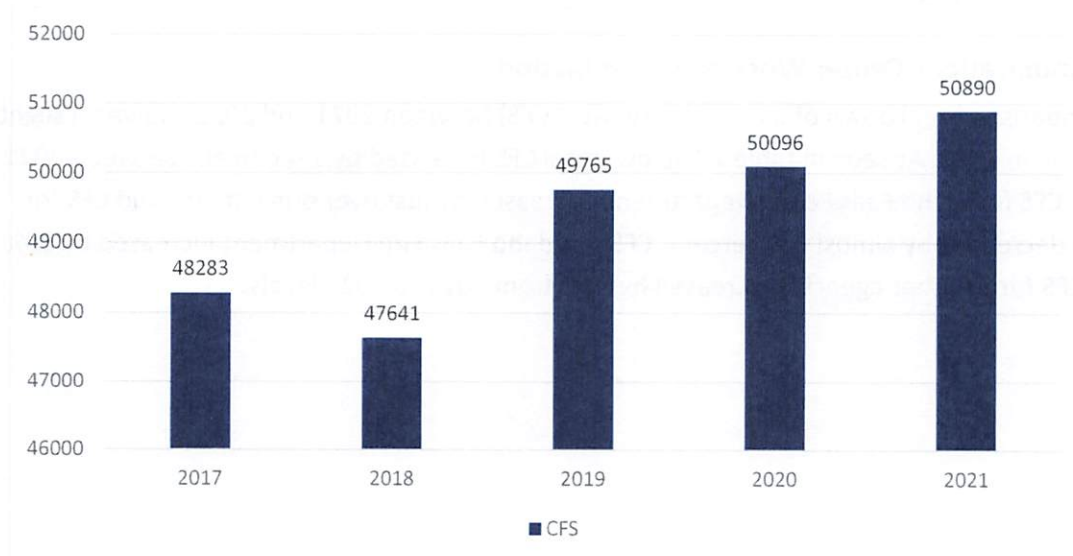
5% increase in Incidents / Calls for Service (between 2017-2021)
Source: 2022 Annual report

Figure 29. IFPD Total 911 Calls
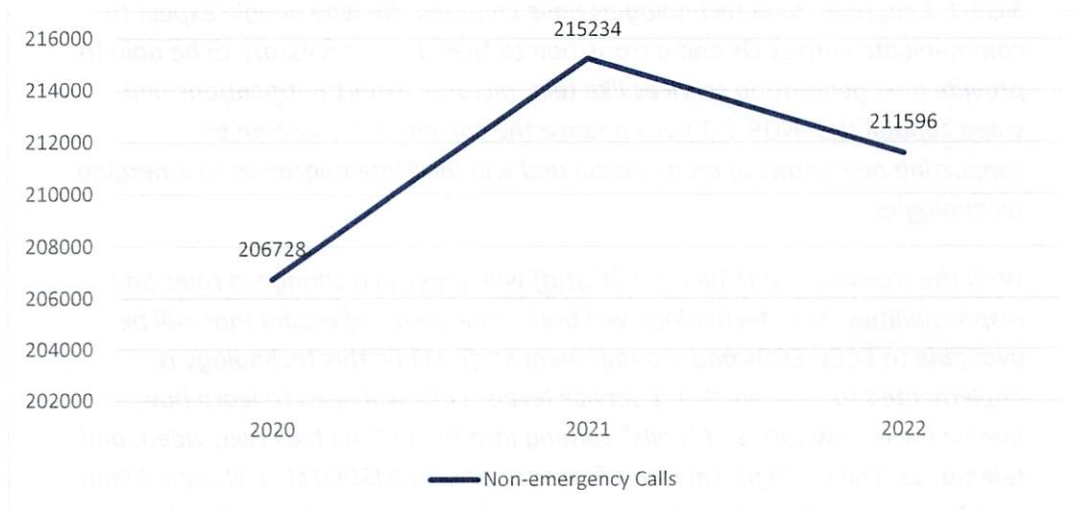

25% increase in 911 calls (5 years)
Source: 2022 Annual Report

As shown in figure 30 below, the ECC staff experienced a four percent increase in calls from the non-emergency line from 2020 to 2021 while experiencing a decrease of just under two percent in non-emergency calls from 2021 to 2022.

Figure 30. Calls to non-emergency phone lines

Source: IFPD provided data

Another workload measure to consider is the number of "call pulls" assigned to the ECC staff. Call pulls are primarily requested for 9-1-1 calls or radio traffic communications needed for investigations or court proceedings. While the ECC staff experienced a 100% decrease in assigned call pulls in 2022 (693) compared to 1,379 call pulls in 2021, these activities can be time consuming and contribute to 9-1-1 Center workload.

6.4   Impact of Emerging Technology on Emergency Communication Centers

Communications Center staff identified future initiatives or new technology that will likely impact staffing resources. The department is looking at paired 9-1-1 video feeds but will need additional training and staffing to implement. The increased use of cellular telephones and voice over internet protocol (VoIP) communications has also increased workload demands upon emergency communications staff. Additionally, the communications center staff also acknowledged that the department utilizes only a moderate level of alternative response strategies (on-line or telephone crime reporting), but that it should consider expanding these options.

According to the National E9-1-1 Implementation Coordination Office,

> *"The success of the migration to a NG9-1-1 environment depends on the readiness of network and ECC technology. The State of Idaho recognizes that NG9-1-1 will bring new capabilities and that there is a need to prepare and to provide next generation services and upgrade ECC CPE equipment to become NG9-1-1 capable. New technologies have changed the way people expect to communicate with ECOs and a transition to NG9-1-1 is necessary to be able to provide next generation services like text, pictures, smart notifications and video capabilities. NG9-1-1 will enhance the current 9-1-1 system by supporting new forms of multi-media and will facilitate migration to emerging technologies.*
>
> *With the transition to NG9-1-1, ECC staff will undergo a change in roles and responsibilities. New technology will breed new forms of media that will be available to ECCs' ECOs and management staff. While this technology is implemented to improve 9- 1-1 service levels, ECCs will need to learn how to handle these new forms of "calls" coming into the ECC such as text, video, and telematics. The US Department of Transportation's (USDOTs) "A National Plan for Migrating to IP-enabled Systems" notes: "The increased quantity of available multimedia data will enhance and expand existing call-taking functions. It may also extend the time it takes to process 9-1- 1 calls, increase*

*the workload of the call-taker, and significantly change the call taker's
experience (e.g., seeing the incident versus hearing the incident)."[53]*

There is an ongoing need to plan for increased staffing in Emergency Communication Centers. Advancements in technology in general and in NG9-1-1 technology will assuredly lead to increased workloads in ECCs. According to the State of Idaho's Enhanced / Next Generation 9-1-1 Plan, *"while ECC staffing is and will remain a local issue in the State of Idaho, staffing models must be assessed in preparation for the changes NG9-1-1 will cause within the ECC. The IPSCC will continue to be a resource for ECCs in developing changes to job descriptions and duties for staff positions, staffing numbers and requirements, impacted by the advent of the NG9-1-1 environment because of new technologies and applications. Staff expertise will become critical as different skills will be needed to attend to the new network and equipment, as well as call taking and dispatching."[54]*

6.5   Alternative Strategies to Reduce Workload

To effectively address shortcomings with current staffing and workload requirements, an agency either needs to increase staffing, reduce the workload, or implement some combination of these two strategies. Potential reductions in the current workload could include recommendations to increase online and/or telephonic reporting of certain CFS incidents. Typically, these would be for incidents that are not in progress and for which there is no suspect or evidentiary information to obtain.

   ✓ **Recommendation: Increase online and/or telephonic reporting of certain CFS
   incidents.**

Figure 31 below shows the number of incidents reported to the IFPD from 2019-2022. According to ECC and IFPD staff, the amount of online incident reporting decreased by 66% in 2022 compared to online reporting the previous year. That follows a 16% decrease in online reporting from 2020 to 2021. IFPD personnel also indicated that they do contact reporting parties via telephone, however, they do not track the volume of telephonic reporting. The study team recommends that the IFPD explore opportunities to increase the use of online and telephone reporting in order to assist in addressing workload capacities at the ECC.

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[53] 31 National E9-1-1 Implementation Coordination Office: A National Plan for Migrating to IP-Enabled 9-1-1 Systems, September 2009,1-4.

[54] State of Idaho, Enhanced/Next Generation 9-1-1 Plan. Update - May 7, 2020

Figure 31. Online Incident Reporting
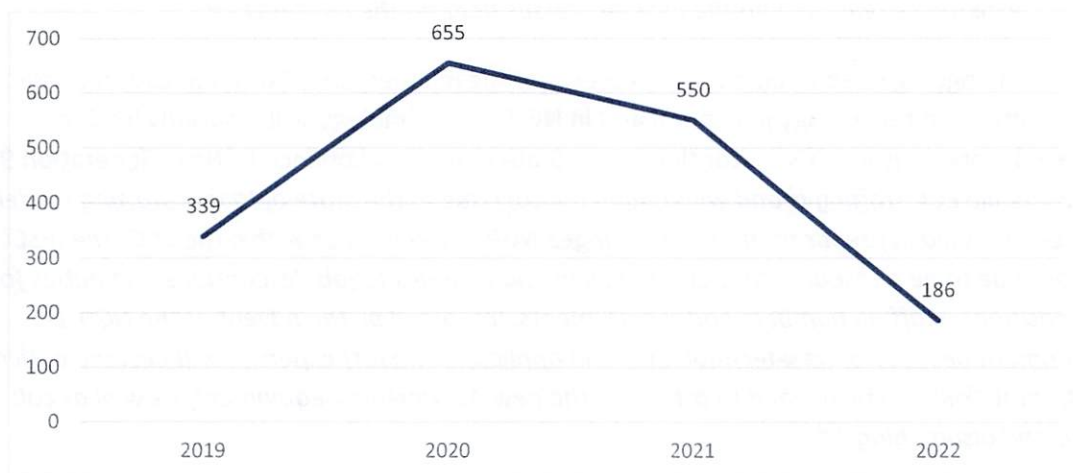
Source – IFPD provided data – Online Reports (2017-2022)

6.6   9-1-1 Funding

Funding of Basic 9-1-1 and wireless E9-1-1 is provided through an assessment of a fee on subscribers of local landline and wireless access in addition to interconnected VoIP service lines. The emergency communications fee cannot exceed $1.00 per month per access or interconnected VoIP service line. The fee is limited in its use to finance the initiation, maintenance, operation, enhancement and governance of a consolidated emergency communications system and provides for the reimbursement of telecommunications providers for implementing enhanced consolidated emergency systems. All emergency communications fees collected and expended are required to be audited by an independent, third-party auditor.

Idaho's PSAPs are permitted to use the 9-1-1 fees to pay for the lease, purchase, or maintenance of emergency communications equipment for basic and enhanced consolidated emergency systems. This includes necessary computer hardware, software, database provisioning, and training. Only those salaries that are directly related to enhanced consolidated emergency systems are eligible. Also eligible are costs of establishing enhanced consolidated emergency systems, managing, maintaining and operating hardware, and software applications. Agreed-to reimbursement costs of telecommunications providers related to the operation of enhanced consolidated emergency systems are also allowable. All other expenditures necessary to operate enhanced consolidated emergency systems and all other safety or law enforcement functions are the responsibility of local governing bodies.[55]

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[55] Emergency Communications Act, Idaho Code § 31-4804

Use of the emergency communications fee should, if possible, coincide with the strategic goals as identified by the Idaho public safety communications commission in its annual report to the legislature. However, the county or 9-1-1 service area governing board has final authority on lawful expenditures. All other expenditures necessary to operate such systems and other normal and necessary safety or law enforcement functions including, but not limited to, those expenditures related to overhead, staffing, dispatching, administrative, and other day-to-day operational expenditures, shall continue to be paid through the general funding of the respective governing boards; provided however, that any governing body using the emergency communications fee to pay the salaries of dispatchers as of March 1, 2006, may continue to do so until the beginning of such governing body's 2007 fiscal year.[56]

The Emergency Communications Act (Idaho Code § 31-4804 defines Use of Surcharge Fees: Use of fees. The emergency communications fee provided hereunder shall be used only to pay for the lease, purchase or maintenance of emergency communications equipment for basic and enhanced consolidated emergency systems, and next generation consolidated emergency systems (NG9-1-1), including necessary computer hardware, software, database provisioning, training, salaries directly related to such systems, costs of establishing such systems, management, maintenance and operation of hardware and software applications and agreed-to reimbursement costs of telecommunications providers related to the operation of such systems.

Summary of Recommendations

1. Increase the staffing levels for ECOs (4 additional) and supervisors (1 additional).

2. Continue to track and analyze overtime usage in the ECC.

3. Conduct an analysis of attrition causes.

4. Ensure Communications Center staff are receiving recognition for their work.

5. Increase online and/or telephonic reporting of certain CFS incidents.

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[56] Ibid

Section VII.   Future Needs

As discussed in the patrol workload section of this report, determining patrol staffing numbers is a complicated task, even when it is done to determine current staffing needs—when trying to gauge future staffing needs, the task becomes that much more difficult.

Many factors must be considered to determine future workload needs. The first is the projected community growth, including the *type* of growth: residential, commercial, retail, mixed use, etc. In addition to population growth, there are factors that are more difficult to predict such as economic trends and impacts, new crime problems (e.g., terrorism), and societal challenges that are difficult to anticipate, such as a pandemic.

Staffing needs should be based upon workload. In determining future workload, a preferred method is to identify current geographic areas that mirror a future development such as a new town center compared to an existing town center, or a new single-family development compared to a future single-family development. To do this, it is necessary to analyze existing community-initiated workload at very specific geo locations, something that is not possible with the current beat/zone configuration in Idaho Falls. Nonetheless, data from several sources were evaluated to develop an accurate picture of expected growth in Idaho Falls and analyze how the expected growth will impact future IFPD workload.

Representatives from Idaho Falls Planning and Economic Development departments were interviewed, and several city publications such as a City of Idaho Falls' Comprehensive Plan, *Imagine IF, A Plan to Move Idaho Falls Forward Together,* which was adopted by the City Council in 2022, were reviewed.

7.1   Growth in Idaho Falls

The City of Idaho Falls is a growing community, and growth is occurring in both a natural and an intentional manner. During the decade between 2010 and 2020, Idaho Falls experienced a 10% population increase and is projected to experience a similar increase in population from 2020 to 2030. The ability for remote working and a migration of people from the west coast partially fuel this growth. Figure 32 below shows the growth and projected growth. As of the 2020 census, the residential population was 64,818, and the daily population was 75,305.

**Figure 32. Project Population Growth in Idaho Falls**
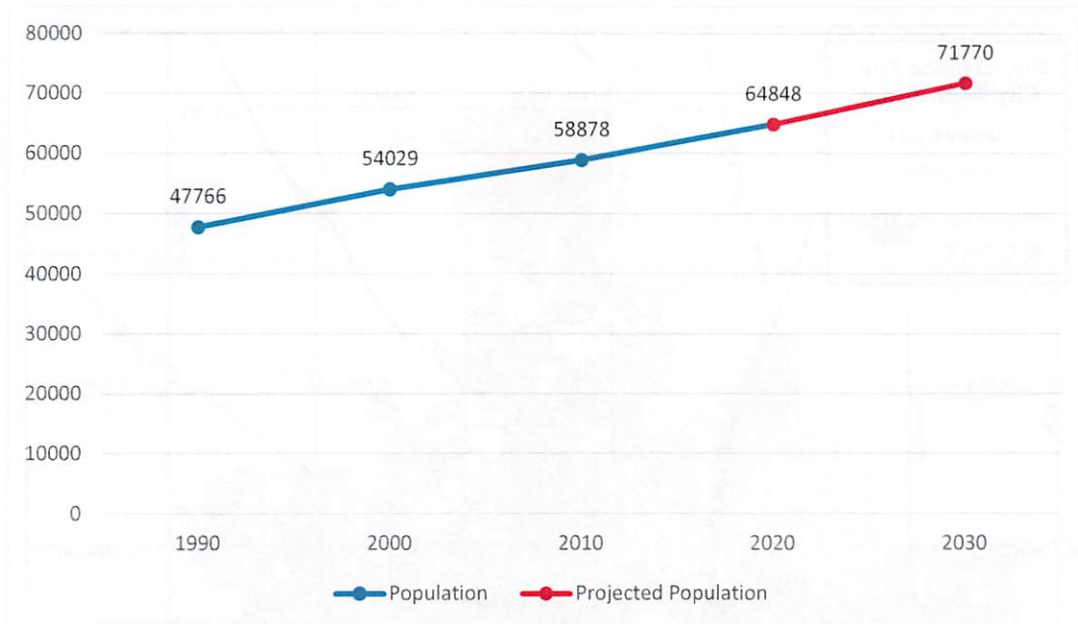
Source: Idaho Falls website

According to the Planning Department, about 8,000 housing units are in the approval pipeline; however, the recent increase in mortgage rates has slowed the development. The City of Idaho Falls annexes about 300 acres per year—these are owner-initiated annexations as the city has water and sewer services. Revitalization is also occurring in the downtown area. A planned potential freeway realignment may cause changes (a new interchange may connect US 20 and US 15) in 2028, which the Planning Department anticipates will increase residential and commercial development near the freeway. Given these contributing factors, the growth shown in figure 32 is a reasonable estimation.

As part of the analysis, the City Work Zone Map (shown in figure 33) was studied to identify future growth areas. Detailed maps for each of the five neighborhood areas identified in the Imagine IF for future development have been included in Appendix B. It is recommended that IFPD evaluate the neighborhood boundaries found in the Imagine IF document as future patrol beats.

✓ **Recommendation: IFPD should evaluate the neighborhood boundaries found in the Imagine IF document as future patrol beats.**

Figure 33. City Work Zone Map

Source: ImagineIF
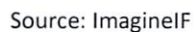
While increases in the population can generally result in measurable increases in work demands for police departments, increases in demands for service can vary widely and be nominal or significant, depending upon myriad factors. It is important to reiterate that the staffing and workload model does not calculate staffing needs based on a ratio of population to number of officers, as this is often an imperfect and poor measure for defining staffing needs. Accordingly, the IACP does not consider staffing needs for police agencies based on population but on workload demands. To calculate how the future development of Idaho Falls will affect the obligated workload for the IFPD and staffing levels, workload projections are based on current workload and projected growth.

Using an estimated current population for the City of Idaho Falls of 64,818 people and using the current adjusted obligated workload (65,210 hours), a CFS ratio was created, which relates to the size of the community. By adding population numbers to this table and using current CFS to current population, an estimate of how the obligated workload might expand was developed based upon the assumption that future CFS workload will mirror the current workload trends. Through this ratio, staffing estimates for patrol, detectives, and non-sworn personnel can be calculated. This data is presented in figure 34 below.

Figure 34. IFPD Staffing Projections

PATROL

Year	Estimated Population	Obligated Hours	Obligated Hours per Person (population)	Total Available Patrol Officer Hours	Patrol Officer Availability Hours at 50% Obligated Time	Estimated Patrol Staffing needed for 50% Obligated time
2023	64818	56210	0.867	1638	819	69*
2030	71770	62225				76

* Recommended staffing level in this report

INVESTIGATORS

Year	Current Number of Investigators	Current Ratio of Investigators to Patrol Sworn Staff	Estimated Number of Investigators Needed
2023	25	36.2%	
2030			28

NON-SWORN

Year	Estimated Population	Total Non-Sworn	Non-Sworn Ratio to Population	Estimated number of non-Sworn positions needed
2023	64818	65*	0.10%	
2030	71770			72

There are three very important aspects to these projections. First, it is important to note that the numbers of patrol officers, investigators, and non-sworn staff in the 2023 lines are based upon the assumption that the recommended new staffing positions outlined in this report have been filled and are counted as the new 2023 numbers. Second, it is important to clarify that these calculations do not rely on an officer-per-thousand ratio for staffing. These calculations consider the current workload that the community is generating and then use the obligated workload ratios to predict how the obligated workload might increase. The second item relates to the workload estimate based on the population. It is well known within the law enforcement profession that different populations require different service levels. For example, a population with a median age of 55 will result in a relatively low workload demand, but a population with a median age of 25 will demand a much higher workload. The predictions in figure 34 assume that the new population will have, on average, the same service demands for the police department. This is a big assumption, and the IACP team cannot reliably predict whether the new residents will require a more or less obligated workload. However, it is likely that these new residents will include a cross-section of people who are similar to the current population. If this is true, it is likely that the projected estimates above will be relatively accurate.

Lastly, it is important to note that the data in figure 34 is not intended to be a recommendation for additional staffing over and above what has already been recommended for the department. Instead, this data is intended to demonstrate to the IFPD and City of Idaho Falls

officials how future growth could increase the obligated workload for the IFPD. It includes a recommendation for the IFPD to closely monitor these workloads, and to make requests for additional personnel, as those demands increase and as data supports the increase in workload.

✓ **Recommendation: IFPD should monitor future workloads for all aspects of the department, and make requests for additional personnel, as those demands increase and as data supports the increase in workload.**

Community Needs

Based on various discussions from personnel internal and external to the police department, it is evident that the City of Idaho Falls intends to establish itself as an activity center, holding numerous community events, large and small. Additionally, the city now has an arena, which is expected to bring in significant attendees per event. Currently, staffing at the arena events and other large-scale community events are staffed via overtime and/or contracted secondary employment.

The department is not staffed to manage large-scale events on an ongoing basis. These will often require significant pre-planning to ensure adequate community safety needs are met. Large-scale community events require substantial community safety resources. These events often require traffic direction, road closures, medical services, and a wide range of police services. It is difficult to quantify the number of personnel required to staff each event, as this number will fluctuate based on the event's location and size. What is clear is that the IFPD is not appropriately staffed on a daily basis to manage such events in an effective manner. Accordingly, there is a need to provide additional staffing and personnel through overtime and contractual services to manage these events.

7.2 IFPD Involvement in the City Planning Process

The City of Idaho Falls has a robust planning process that involves many city agencies. There are many topic-specific master plans such as Parks and Recreation and Transportation that all support and compliment the City's overall Strategic Plan.

While public safety is a key component of the City's Strategic Plan, it appears that IFPD does not participate in the plan review and development review process. Law enforcement review of new development plans is a best practice. Similar to the way fire departments and fire marshals review development plans and provide input to improve fire safety and response, so too should law enforcement. Within the law enforcement profession departments use specially trained officers to provide law enforcement input into plan reviews in order to improve crime prevention and police response to new developments. This certification, known as Crime

Prevention Through Environmental Design (CPTED) provides police departments with the ability to review new development plans from a law enforcement perspective and to provide crime prevention suggestions to existing developments and structures, a real benefit to the Idaho Falls community. By definition, CPTED is:

> "Crime Prevention Through Environmental Design (CPTED) is a multi-disciplinary approach of crime prevention that uses urban and architectural design and the management of built and natural environments. CPTED strategies aim to reduce victimization, deter offender decisions that precede criminal acts, and build a sense of community among inhabitants so they can gain territorial control of areas, reduce crime, and minimize fear of crime."[57]

The IACP team recommends that IFPD explore training several officers in CPTED. Training is available from a number of sources including the International Crime Prevention through Environmental Design Association. With this training, IFPD will be able to provide detailed crime prevention information to both commercial and residential community members. It is just as important that the department be able to review new development plans and provide input designed to improve community safety and police response.

✓ **Recommendation: IFPD should explore training several officers in Crime Prevention through Environmental Design (CPTED).**

Recommendation Summary

1. IFPD should evaluate the neighborhood boundaries found in the Imagine IF document as future patrol beats.

2. IFPD should monitor future workloads for all aspects of the department, and make requests for additional personnel, as those demands increase and as data supports the increase in workload.

3. IFPD should explore training several officers in Crime Prevention through Environmental Design (CPTED).

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[57] The International Crime Prevention through Environmental Design Association web page, www.cpted.net

Appendix A: Model Schedule for IFPD

Patrol Work Schedule

- Move patrol to a 4/10 schedule.
    - Mirrors other components of department.
    - Research shows 4/10 provides a combination of best coverage and working environment for officers.
    - Provides one day per week when the entire patrol force is working for training.
- Schedule specialized training such as SWAT, Field Force, Negotiators, etc. on overlap day
    - Minimal impact on patrol operations.
    - Reduction in overtime expenditures.
- Overlap day will provide opportunity for team/shift base training on a regular basis.
- Uses 6 sergeants for patrol squads instead of the current 7 sergeants.
    - Adds additional officers to patrol shifts.

Schedule Model

- Two (2) platoons [A&B] each with 3 squads.
- Workday will have 3 shift times.
    - Day 0700-1700
    - Night 2100-0700
    - Middle – 1000-2000
      This shift time can fluctuate based upon CFS shifts by time of year. Summer months might require a later shift end time.
- Work Schedule
    - Platoon A works Sunday-Wednesday
    - Platoon B works Wednesday-Saturday
    - Wednesday is common day.
      Common day addresses specialized training requirements without impacting shift staffing or increasing overtime.

Sample Month Training	
Week 1	SWAT training; EOD
Week 2	Sniper; EOD
Week 3	Platoon A: Individual and team level training
Week 4	Platoon B: Individual and team level training
Quarterly	Other specialized training (negotiators, UAV, Field Force, Breachers) can replace team level training in weeks 3&4 of the month.

Advantages

- Wednesday is the second busiest day so maximum staffing is working.

- Each officer gets part of the weekend.

- Frees a sergeant position for use in other parts of department.
  - Potential upgrade for deputy chief position

Draft Weekly Schedule

| Time	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
0700	A1	A1	A1	A1 B1	B1	B1	B1
0800	A1	A1	A1	A1 B1	B1	B1	B1
0900	A1	A1	A1	A1 B1	B1	B1	B1
1000	A1	A1	A1	A1 B1	B1	B1	B1
1100	A1 A2	A1 A2	A1 A2	A1 B1 A2 B2	B1 B2	B1 B2	B1 B2
1200	A1 A2	A1 A2	A1 A2	A1 A2 B1 B2	B1 B2	B1 B2	B1 B2
1300	A1 A2	A1 A2	A1 A2	A1 A2 B1 B2	B1 B2	B1 B2	B1 B2
1400	A1 A2	A1 A2	A1 A2	A1 A2 B1 B2	B1 B2	B1 B2	B1 B2
1500	A1 A2	A1 A2	A1 A2	A1 A2 B1 B2	B1 B2	B1 B2	B1 B2
1600	A1 A2	A1 A2	A1 A2	A1 A2 B1 B2	B1 B2	B1 B2	B1 B2
1700	A2	A2	A2	A2 B2	B2	B2	B2
1800	A2	A2	A2	A2 B2	B2	B2	B2
1900	A2	A2	A2	A2 B2	B2	B2	B2
2000	A2	A2	A2	A2 B2	B2	B2	B2
2100	A3	A3	A3	A3 B3	B3	B3	B3
2200	A3	A3	A3	A3 B3	B3	B3	B3
2300	A3	A3	A3	A3 B3	B3	B3	B3
0000	A3	A3	A3	A3 B3	B3	B3	B3
0100	A3	A3	A3	A3 B3	B3	B3	B3
0200	A3	A3	A3	A3 B3	B3	B3	B3
0300	A3	A3	A3	A3 B3	B3	B3	B3
0400	A3	A3	A3	A3 B3	B3	B3	B3
0500	A3	A3	A3	A3 B3	B3	B3	B3
0600	A3	A3	A3	A3 B3	B3	B3	B3

Squad Composition (based upon 6 sergeants 45 officers, 5 not funded and 4 canines = total 54 officers)

- Each Squad 1 (day) should have 1 sergeant and 9 officers + canine = 10 officers

- Each Squad 3 (night) should have 1 sergeant and 7 officers + canine = 8 officers

- nine assigned to squads 1&3 in both platoons.
  - Night canine hours 1600-0200
  - Allows for canine to be deployed when most needed.

- Each Squad 2 should have 1 sergeant and 9 officers.

Minimum Staffing

- 2100-1100 – 1 sergeant and 7 officers
- 1100-2100 -- 1 sergeant and 14 officers

Figure 35. Minimum Staffing vs CFS Under New Staffing Numbers
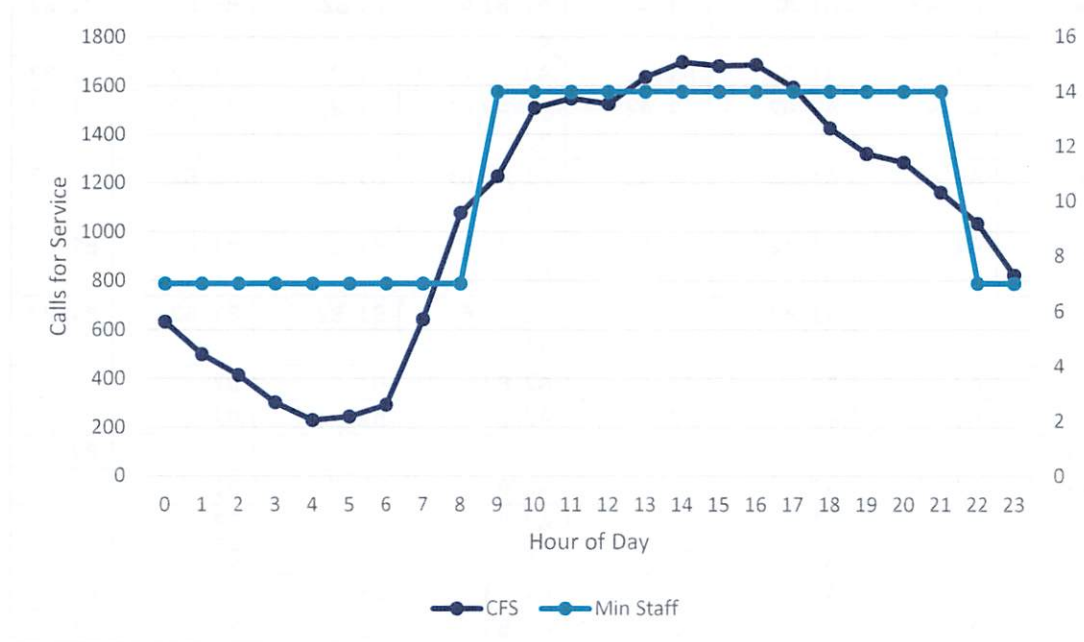
# Appendix B: Recognized Idaho Falls Neighborhoods

As noted in the Policing Environment section of this report, IFPD currently uses two (2) patrol areas. This does not allow for clear data analysis based on specific neighborhoods and/or geo-locations where crime and community-generated CFS occur. Nor does the current geo-deployment scheme support a proactive community engagement concept. The *President's Task Force on 21st Century Policing* cited the importance of officers' interaction with the community.

- **4.4.2 Action Item:** Law enforcement agencies should develop programs that create opportunities for patrol officers to regularly interact with neighborhood residents, faith leaders, and business leaders.

- **4.5.4 Action Item:** Law enforcement agencies should adopt community policing strategies that support and work in concert with economic development efforts within communities.

A major component of this study was identifying staffing levels needed for enhanced community engagement by IFPD. This is a clear goal of the Chief and the command staff. Chief Johnson stated he wants community engagement to be part of the IFPD culture. To accomplish this, recognized community neighborhoods should be used as the starting point for the new cultural sea change for the Idaho Falls Police Department. Below is the map that the *Imagine IF* plan uses to identify neighborhoods within Idaho Falls as well as descriptions of each neighborhood and maps showing current and future growth.
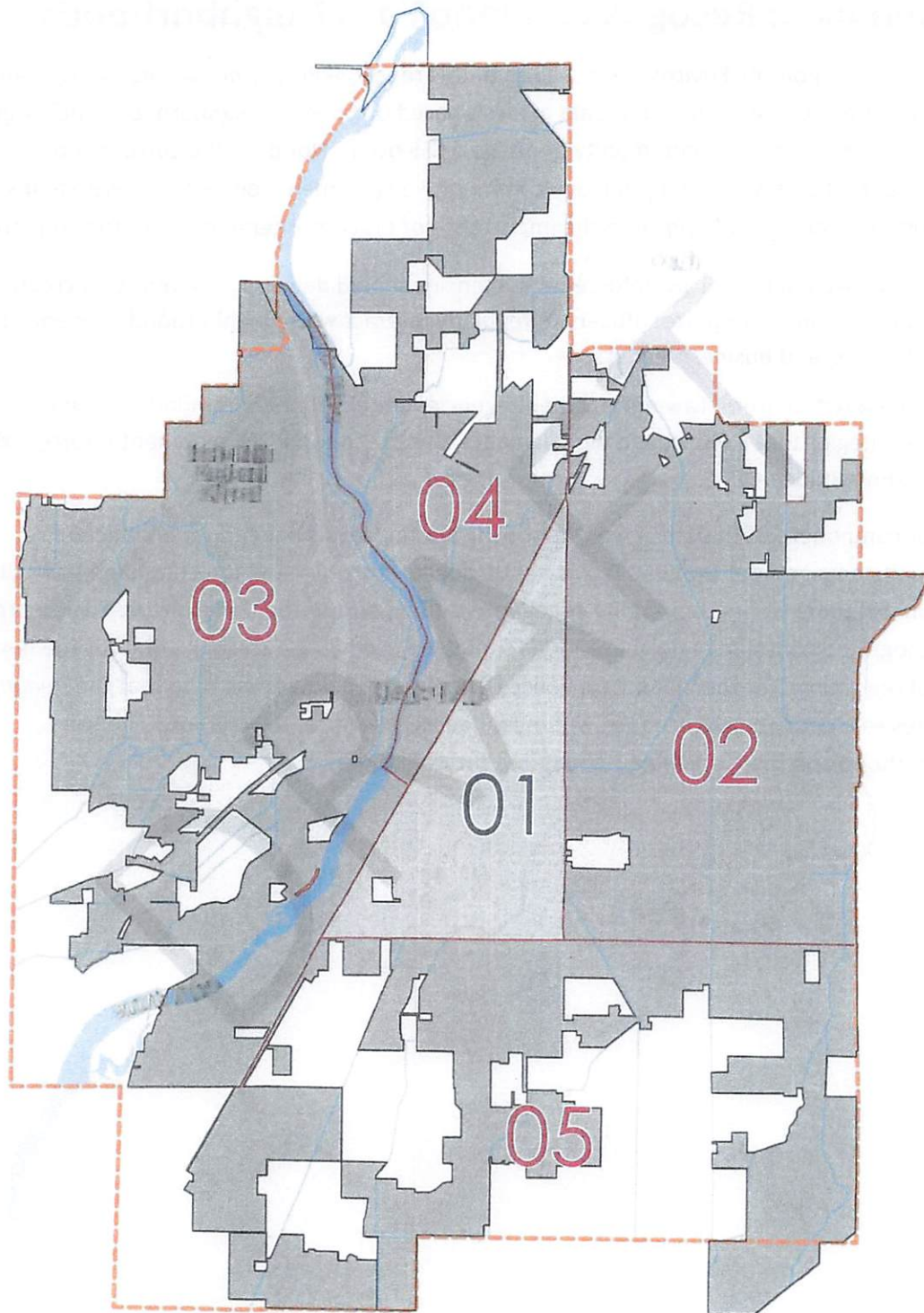
Area 1

"Area 1 is near the center of Idaho Falls. One of the older parts of town developed between the late 1800's and mid-1900's, it includes two historic districts and multiple historic structures. It includes a range of housing types on small narrower tree-lined streets, a variety of businesses, and multiple small neighborhood parks. Although this area is bordered by higher traffic roads, including Sunnyside Road and Holmes Avenue, the interior is a generally quiet but active neighborhood."[58]

Area 2

"Area 2 borders the east side of the city limits and is one of the more populated areas of the city with almost 26,000 people. This part of the city is east of Holmes Ave, north of Sunnyside and goes as far north as Iona Road. A well-established area, about 56% of the housing stock was built between 1950 and 1979, including some of the original suburban tract housing expansion from the core of the city. This includes a range of neighborhoods such as Bel-Air, a subdivision built in response to the Navy and INL workers coming to the area in the 1950s to more modern subdivisions such as Shamrock Park."[59]

Area 3

"One of the larger sections in the city, Area 3 encompasses the area west of the Snake River. Land uses are mostly residential, but also include the City's regional airport, the Riverwalk and the commercial corridors along West Broadway and Lindsey Boulevard. The "west side," as it is affectionally called by residents, also includes newer developments along the Snake River, including Snake River Landing and Jackson Hole Junction. During its high growth period, the convenient location relative to Idaho National Laboratory facilities was one of the main drivers of residential development. Residential growth continues to be strong in this area, primarily with multi-unit developments. However, growth of the airport has impacted where housing can be developed in Areas 3 and 4."[60]

Area 4

"Area 4's geography is broad and diverse. It includes a unique section in the heart of Idaho Falls, including the historic downtown and original Eagle Rock town site. It also includes the northernmost part of the city. It is bounded on the west by the Snake River and to the east by the Lewisville Highway that transitions to Holmes Avenue. This area has a large portion of the

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[58] Imagine IF 2022; Chapter 5 Neighborhoods Area 1

[59] Imagine IF 2022; Chapter 5 Neighborhoods Area 2

[60] Imagine IF 2022; Chapter 5 Neighborhoods Area 3

City's original housing south of the Historic Downtown and as well as some of the newest housing on the northern edge, north of Anderson Street. Between these two housing areas is Freeman Park, one of the City's largest and oldest parks, the Idaho National Laboratory's rapidly developing campus and a significant amount of vacant land. Area 4 includes three critical access points from US 20 to the city. From west to east we have Fremont Ave, Science Center Dr and then Holmes Ave. The US 20 and I-15 connection is being studied by the ITD for rebuild or possible relocation to the north. The Downtown and South Downtown areas are part of the City's recently adopted City Core Plan. The city is also currently working on development of an Innovation District Plan around the INL and University Place campuses, which are part of Area 4."[61]

Area 5

"Area 5 is in the southern part of the city, south of Sunnyside Road, between Yellowstone Highway and S 25th E. This area includes tracts of residential development, with some commercial and industrial along the major arterials interspersed with vacant and agricultural lands located in Bonneville County. Because this area of the City is surrounded by pockets of undeveloped land, residents currently experience the rural feel of the outskirts of the City, an aspect that is appealing to many. However, as these tracts of land develop, that will change over time. Area 5 is the newest area of the city, with approximately 50% of housing built after 1990. It is also largely homogeneous in terms of housing types with suburban neighborhoods of single-family detached housing accounting for 80% of all housing types."[62]

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[61] Imagine IF 2022; Chapter 5 Neighborhoods Area 4

[62] Imagine IF 2022; Chapter 5 Neighborhoods Area 5

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