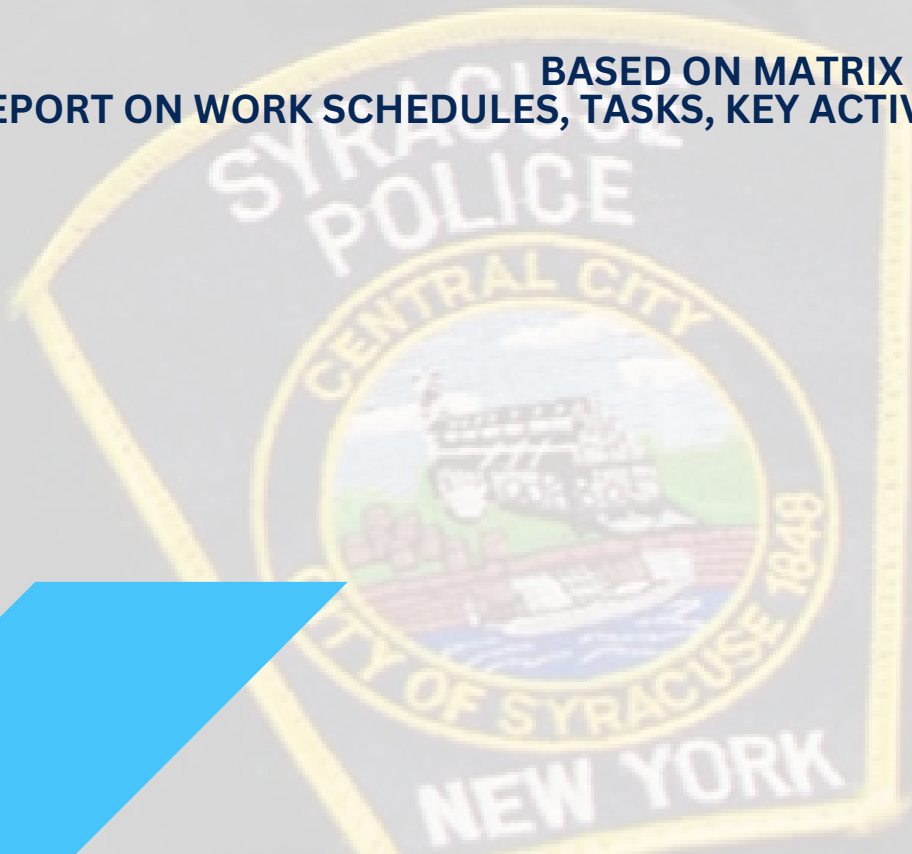# SWORN TO PROTECT

SYRACUSE POLICE DEPARTMENT STAFFING ANALYSIS AND RECOMMENDATIONS

BASED ON MATRIX CONSULTING GROUP
FINAL REPORT ON WORK SCHEDULES, TASKS, KEY ACTIVITIES, AND STAFFING

ALEXANDER MARION, MPA
SYRACUSE CITY AUDITOR

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Office of the Syracuse City Auditor

Hon. Alexander Marion, MPA, City Auditor
Kyle Madden, Deputy City Auditor
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Message From the City Auditor

September 6, 2024

The Syracuse Police Department represents the largest expense of City government each year. With more than $60 million allocated, it represents nearly one out of every 6 dollars that come into City coffers. Contributions to the Police and Fire Retirement System – which are aggregated for both public safety agencies – make up the City's 5th largest expense. This is a massive amount of money in a City the size and with the budget of Syracuse.

It begins to make more sense when you consider the myriad tasks the City police department is asked to perform: patrol, criminal investigations (like property crimes and homicides), special investigations (gangs and drugs), intelligence, community relations. Those are some of the most easily recognizable tasks, but many more fall to the department out of public view: internal investigations and professional standards, training, human resources, technology management, Freedom of Information requests, ordinance enforcement, parking enforcement, crossing guards, legal affairs, budgets, and fleet management all have a role in the Syracuse Police Department.

This gargantuan portfolio has grown over the years as new needs arise and additional responsibilities are added. That's why my office undertook this study, funded by the Common Council and using the external services of the Matrix Consulting Group, to better understand the most effective uses of the department's resources.

It's important to say what this study does not do: identify the number of police officers the City must have on the force. Because that number does not exist; the Syracuse Police Department has seen times of higher staffing and lower staffing numbers. Keeping the City safe is a byproduct of how efficiently and effectively the Syracuse Police Department deploys its resources.

This report is designed to provide a useful, digestible version of the longer staffing study. Here, we organize the recommendations thematically: sworn officer assignments, civilian assignments, departmental reorganization, data This comprehensive study offers more than 85 recommendations for changes at the Syracuse Police Department. Some are feasible, some are not. Some are new ideas, some have been tried in the past with mixed success. The study is not designed to be a rigid, prescriptive guide to what must occur; instead, it's designed to provide guidance to the department for how it can improve its effectiveness in the years to come. By organizing this report thematically, our goal is to describe areas where the department can focus their efforts.

One area of particular interest is civilianization: where duties currently undertaken or overseen by law enforcement officers are moved to civilian employees. In some cases, that could mean moving operations out of the police department entirely. This could not, nor should not, happen overnight; but rather happen methodically as City departments build additional capacity and only when operations can smoothly be transitioned.

I would especially like to extend our thanks to Chief of Police Joe Cecile and his leadership team – Deputy Chiefs Rich Shoff, Mark Rusin, Julie Shulsky, and Rich Trudell – as well as their staffs who put in tremendous time and effort into this process.

The future of the Syracuse Police Department will require serious choices related to resource allocation. This report helps put our City on the right track to ensuring a safe community and keeping track of our limited dollars.

Alexander Marion, MPA
Syracuse City Auditor

Executive Summary

Police staffing and overtime costs have become a routine matter of concern for the Syracuse Common Council and City Administration leaders as they carry out the budget process each year. In 2022, the Syracuse Common Council amended Mayor Walsh's Fiscal Year 2022-23 (FY23) budget to authorize funding for the Office of the City Auditor to conduct a staffing study of the Syracuse Police Department.

The Office of Budget and Management, along with the Department of Audit, developed a request for proposals and selected Matrix Consulting Group (Matrix) of San Francisco, CA to produce a report which could improve workload balance, management, and operations.

The Matrix report identified four district bureaus within the department and categorizes their recommendations based on those divisions of labor. In total, the Matrix team makes 87 specific recommendations. The final Matrix report, agreed to and approved by the Syracuse Police Department (SPD), is attached as Appendix 1.

Grouping recommendations based on those four bureaus an excellent way for the SPD to understand and implement changes but it is not particularly useful for the public. For ease of public consumption, the Office of the City Auditor re-categorized the Matrix recommendations into eight (8) categories which better help explain the types of changes suggested. The chart below identifies the number of Matrix recommendations by category.

Category of Recommendation	Recommendations
Sworn Officer Assignments	21
Civilian Assignments & Civilianization	20
Departmental Reorganization	7
Better Data Tracking	11
Planning, Training & Professional Development	13
Coordination with Others	7
Reporting & Public Information	4
Scheduling	4

Matrix conducted a thorough and meaningful review of the SPD. Their recommendations touch on thematic areas that need to be addressed, and that the SPD has agreed to pursue as part of their own evolution. Some recommendations from the Matrix report could be implemented quickly, while others require a longer time horizon, understanding capacity within the department and other city agencies or external partners. Other recommendations are subject to union bargaining agreements.

To further aid the public and lawmakers in understanding and implementing the recommendations, the Office of the City Auditor has identified ten (10) areas where SPD and the City should focus their attention to deliver the most efficient and effective improvements to the department and their delivery of service for the residents of Syracuse:

Implement Recommended Changes to Sworn Staffing

Develop Regional Approach to Mental Health; Syracuse Should Lead the Way

Continue to Work Towards Civilianization Where Appropriate

Make Significant Improvements to Website and Public Reporting

Acquire and Implement a Case Management Systems (CMS); Establish Procedures Manual

Work with Onondaga County to Make Improvements to 911 Prioritization

Create a City of Syracuse Police Department Civil Service List

Create New Administrative Bureau; Reassign Non-Police Functions to Other Departments

Address Police Academy Needs

Create New Community Service Officer (CSO) Roles and Adjust Salaries

Introduction

Police staffing and overtime costs have become a routine matter of concern for the Syracuse Common Council and City Administration leaders as they carry out the budget process each year. With data showing the Syracuse Police Department (SPD) overspends on overtime nearly every year, Common Councilors in 2022 sought to better understand the circumstances and look for solutions to keep spending in check.

During annual departmental budget hearings in spring 2022, Councilors asked Chief of Police Joseph Cecile about how the SPD determines the appropriate staffing for the Department, and whether they have considered any type of study or audit of their staffing to understand if the department was properly scheduling and staffing their operations. Chief Cecile stated that the department had done reports prior to his time in the Chief's office. He did agree that something like that would be welcomed but admitted he was not sure how it would be funded.

Later that month, at the budget hearing for the Department of Audit, Councilors asked then-City Auditor Nader Maroun his thoughts on such a report and inquired if his office would be interested in overseeing it. Auditor Maroun indicated he thought a police staffing report would be a good idea, made a lot of sense, and that his office could oversee a project like that, likely using an outside consultant. Similarly to Chief Cecile, he cautioned that such a report would be a large undertaking and that the Council would need to appropriate money to the budget to support that effort.

Following this budget testimony, the Syracuse Common Council amended Mayor Walsh's Fiscal Year 2022-23 (FY23) budget to authorize an additional $300,000 for the Office of the City Auditor to conduct a staffing study of the Syracuse Police Department.

Request for Proposals & Selection of Vendor

The Office of Budget and Management, along with the Department of Audit, developed a request for proposals to identify and select a qualified consultant to assist with the study. On September 22, 2022, the City's Office of Management & Budget issued Request For Proposals #23-078 seeking proposals for the staffing study, to be due no later than November 8, 2022.

The City received three (3) responses to the proposal:

Company	Location	Bid Amount
JJK Professional Services LLC In partnership with Callisto Consulting	Syracuse, NY	$120,000
CERTUS Public Safety Solutions, LLC	Wading River, NY	$133,400
Matrix Consulting Group	San Francisco, CA	$149,500

Matrix Consulting Group (Matrix) of San Francisco, California was selected. With more than 20 years' experience providing similar assessments for more than 400 other police departments, the firm was deemed qualified to produce a report which could improve workload balance, management, and

operations. The Common Council passed Ordinance #60-2023 on February 6, 2023, awarding the contract to Matrix. The City executed a contract with Matrix on March 30, 2023.

The Matrix Report

Between April 2023 and June 2024, Matrix worked with the former City Auditor and current City Auditor Alexander Marion to thoroughly examine SPD tasks and key activities, staffing, and scheduling, with the goal of delivering a fair and complete report on those findings. Matrix interviewed numerous members of the Syracuse Police Department (SPD), reviewed documents, and made assessments about the department based on available information. Matrix also conducted an employee survey of SPD personnel, which is included as an appendix to the Matrix report.

Since City Auditor Alexander Marion took over this project, the Office of the City Auditor has found Matrix to be an engaged and informed partner. Willingly and without objection, they produced several rounds of draft reports and were prompt in supplying updates and answers to questions. They were professional, thorough, and successfully balanced the needs of all parties in developing their final report.

In total, this study, authorized for up to $300,000, and bid for $149,500, came in under authorization and under budget at $145,147. The Office of the City Auditor is returning the nearly $155,000 remainder of these funds to the City's general fund for other uses.

The final Matrix report, agreed to and approved by the Syracuse Police Department, is attached as Appendix 1.

Summary of Recommendations

The Matrix report identified four distinct bureaus within the department and categorizes their recommendations based on those divisions of labor. The bureaus identified are: Office of the Chief of Police, Uniform Bureau, Investigations Bureau, and the Support Services Bureau.

Within those four bureaus, the Matrix team makes 87 specific recommendations with more than half – 47 – being recommendations for the Support Services Bureau, the largest of the bureaus.

Office	Chief of Police	Uniform Bureau	Investigations Bureau	Support Services Bureau
Recommendations	12	9	19	47

The full Summary of Recommendations, categorized by bureau, is available on pages 2 – 9 of the attached Matrix Report, with additional details and context on each recommendation available throughout the report.

It is important to remember that recommendations should be reviewed in the context of the report's findings. The full report "should be reviewed to understand the factual basis behind each recommendation as well as the analysis leading to each recommendation."

Auditor's Analysis Of Recommendations

Matrix made 87 recommendations grouped based on the natural divisions of labor which exist in the SPD. Grouping recommendations based on those four bureaus an excellent way for the SPD to understand and implement changes but it is not particularly useful for the public.

For ease of public consumption, the Office of the City Auditor has re-categorized the Matrix recommendations into eight (8) different categories which better help explain the types of changes suggested. The chart below identifies the number of Matrix recommendations by category. Each category of recommendation is expanded upon in the pages which follow.

Category of Recommendation	Recommendations
Sworn Officer Assignments	21
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Sworn Officer Assignments

The Matrix report makes 21 recommendations related to sworn officer assignments – the highest number of any category. These recommendations vary widely and include maintaining staffing levels in certain divisions and increasing or decreasing it in other areas.

It recommends transferring departmental supervisors who oversee police activities which are not criminal in nature into roles where "first-line police supervision is needed" and where "law enforcement training is the primary skillset."

The recommendations are based on Matrix's findings, and their understanding of the specific duties of officers and the needs of the department, based on the information available. They have provided a framework for the SPD to more effectively deploy resources, at a time when both recruitment and retention remain difficult.

- Transfer the current Audit and Budget Control Division Lieutenant position to where law enforcement training is the primary skill set, full police powers are warranted, and a sworn manager position is needed.

- In total, creating mental health crisis response teams (in either option) requires an additional 3 Officer positions and 3 Clinician positions (a new classification).
- Maintain existing staff in the Homicide Section of 2 Sergeants and 8 detectives.
- Increase detective staffing from 5 detectives in the APU to 8 detectives. Including 1 detective dedicated to Missing Persons, 1 detective dedicated to Youth Enforcement liaison duties, and 1 detective dedicated to Meghan's Law tracking, a total of 11 detectives and 1 sergeant should be assigned to the Family Services Section.
- Reduce Case Investigations Section detectives from 30 to 23, re-assigning these staff to Criminal Investigations Bureau assignments or elsewhere in the Department dependent upon need. Maintain the 1 JTTF detective and 5 sergeants.
- Increase detective staffing from 3 to 4 detectives in the Warrants Squad. Maintain 1 sergeant.
- Consolidate CSU staff with Patrol Evidence Tech positions under a Crime Scene Unit organizational structure. Reduce CSU detectives from 4 to 2 positions. The consolidation of evidence collection will result in a CSU of 12 investigative positions plus one supervisor.
- Maintain existing staff in the Narcotics Section of 1 Sergeant and 7 detectives.
- Reduce detective staffing from 3 to 2 detectives in Technical Ops. Maintain 1 shared sergeant position.
- Maintain existing staff in the Gang Violence Task Force of 1 shared Sergeant and 4 detectives.
- Maintain existing staff in the Regional Task Force of a Sergeant and 8 detectives.
- Maintain existing staff in the Criminal Intelligence Section of 1 shared Sergeant and 2 detectives.
- Replace the CSU Lieutenant with a Sergeant position equivalent to other CIB Sections.
- Re-allocate the net reduction of 6 detective positions in the current CIB operation to other Department assignments of need as described in this report.
- Transfer the current Property Section Sergeant position to where law enforcement training is the primary skill set, full police powers are warranted, and sworn first-line police supervision is needed.
- Transfer Police Officer position assigned to the Accreditation and Innovation Section to where law enforcement training is the primary skillset and full police powers are warranted
- Transfer Technology and Program Management Section sworn police officer position to where law enforcement training is the primary skill set and full police powers are warranted.
- Transfer the current Ordinance and Licensing Unit Sergeant position to where law enforcement training is the primary skill set, full police powers are warranted, and sworn first-line police supervision is needed
- Transfer the current Human Resources Division Lieutenant position to where law enforcement training is the primary skill set, full police powers are warranted, and a sworn manager position is needed.
- Increase In-Service Training Section full-time personnel by 1 Officer; for a total of 1 Sergeant and 2 Officers.
- Increase the number of collateral-duty sworn and non-sworn recruiter positions in the Recruitment Section.

Civilian Assignments & Civilianization

The Matrix report highlights 20 opportunities to reorganize or reassign current civilian jobs and increase overall civilianization by transferring activities currently being overseen by law enforcement to civilians.

Using their extensive experience working with police departments from across the United States and Canada, Matrix has identified these specific reassignments where the SPD can do more to reduce the burden on sworn officers through the transition or reassignment of duties to civilians.

SPD has made tremendous strides civilianizing positions in recent years, transitioning sworn officers out of certain management roles. The Department has expressed a commitment to continuing this work. It should be noted retention is a major issue among civilians, with some attempts to civilianize positions upended by turnover or individuals who were provisionally appointed but did not pass subsequent civil service exams.

Ensure duties assigned to the Secretary to the Chief of Police are in administrative support to only the Chief of Police and top executives.

- Increase Office to the Chief of Police staff by 1 Administrative Assistant to provide administrative support to remaining command level personnel.
- Transfer Audit and Control Budget Division Data Entry Clerk and associated responsibilities to a newly formed Human Resources / Budget Section within a newly formed Administrative Bureau.
- Increase staffing of CSO positions by 6 to be deployed in the field handling certain types of non-emergency calls for service that do not require a sworn response.
- Civilianize the patrol evidence technician role, reassigning the 6 officer positions to regular patrol roles.
- Create a new civilian Evidence Technician position and increase its staffing by 10 positions.
- Determine if an adjusted CSO pay structure is appropriate given the nature of each assigned position or specific job titles with commensurate pay according to closely defined job descriptions is more appropriate.
- Add 1 full-time non-sworn supervisory position to the Property Section.
- Increase the total number of Central Records Section Data Entry Clerks by 1; for a total of 3 positions.
- Add 3 Central Records Section Supervisor positions; for a total of 1 Records Manager, 3 Records Supervisors, 10 Community Services Officers, 3 Data Entry Clerks, and 1 Special Police Officer.
- Designate a Lead Records Section CSO for each shift to assume supervisory responsibilities when a Records Supervisor is not on shift.
- Assign management of CALEA accreditation process to a department non-sworn employee.
- Increase Technology and Program Management by 1 Information Technology Supervisor position; for a total of 1 Information Technology Supervisor, 1 Information Technology Technician, and 2 Community Services Officers.

- If special event applications exceed 200 in 2023, increase Special Events Section staffing by 1 Community Services Officer, for a total of 1 Special Events Coordinator and 2 Community Services Officers.
- Add 1 full-time non-sworn supervisory position to the Special Events Section.
- Create a Lead Crossing Guard position to take over program management and supervision from the Special Events Unit Sergeant.
- If the Ordinance and Licensing Unit, Parking Enforcement Unit, and School Crossing Guard Unit are not transferred outside the department as recommended, a non-sworn supervisory position is recommended to replace the Ordinance and Licensing Unit Sergeant position.
- Add 1 full-time non-sworn supervisory position to the Human Resources Division.
- Increase Recruitment Section staffing by 1 non-sworn Recruiter, for a total of 1 sworn Recruiter and 1 non-sworn Recruiter.
- Create a non-sworn Director position to manage the newly created Administrative Bureau.

Departmental Reorganization

The report identifies seven (7) recommendations for reorganizing the way the SPD and city government work. Matrix believes these changes would allow SPD, and the City in general, to be more efficient delivering services and deploying resources.

Matrix has identified multiple city functions which are not criminal in nature but are currently overseen by SPD supervisors including: Parking Enforcement, Ordinance Enforcement, Crossing Guards, and Human Resources.

Prior reports from the Office of the City Auditor have highlighted the decentralized operations of multiple city departments and have specifically called for transitioning management and administration of many of these functions into different or new city departments. For instance, the City Auditor recommended creating a new Department of Parking and Mobility charged with overseeing parking enforcement and crossing guards and recently called for creating a new Department of Permits, Licenses, and Inspections with full powers to investigate complaints and enforce City ordinances.

In addition to moving some functions out of the police department, Matrix also identified an opportunity to reorganize functions within the department through the creation of a new Administrative Bureau. Housing Human Resources, Records, Accreditation, Technology, and the Property Room, this new, civilian-led bureau would better organize administrative functions currently housed in the Office of the Chief of Police and the sprawling Support Services Bureau.

- Transfer broader payroll tasks to the City of Syracuse Finance Department when staffing and capacity allows.
- Evaluate the feasibility of consolidating police department vehicle maintenance resources with broader City of Syracuse vehicle maintenance resources.
- Transfer Ordinance Enforcement and Licensing Unit management and responsibilities to another city department when staffing and capacity allows.

- Transfer Parking Unit management and responsibilities to another city department when staffing and capacity allows.
- Transfer School Crossing Guard Unit management and responsibilities to another city department when staffing and capacity allows or explore option of transferring responsibilities to school district.
- When staffing and capacity allows, transfer broader human resource hiring and personnel management tasks to the City of Syracuse's Human Resources Department.
- Create an Administrative Bureau which will comprise Human Resources, Central Records, Accreditation and Innovation, Technology and Program Management, and the Property Room.

Better Data Tracking

During their research into staffing and scheduling, Matrix collected significant amounts of information to draw fair conclusions about the department's operations. Despite their best efforts, they did have to make some assumptions based on the limited information available.

The report highlights eleven (11) recommendations for the SPD to do a better job tracking the duties and workload of certain employees and functions to understand the department's true staffing needs. In areas including Legal Affairs, Public Relations, Central Records, and Special Events, Matrix recommends that the SPD do a better job measuring tasks and completion times to more accurately assess future staffing needs.

The Office of the City Auditor noted in their FY25 Budget Analysis "Making Dollars and Sense" the excellent activity indicators used by the SPD in their budget documents. The report praises the SPD, saying, "…the Syracuse Police Department's activity indicators [should] be the standard for other departments to work towards…the Police Department provides more than 150 unique measures of their activity."

The department has proven ability at tracking data, but may not be collecting the right information. Matrix encourages the department to do a better job assessing the duties and workloads of some employees to make proper future staffing decisions.

- Evaluate Office of Legal Affairs tasks to determine if mission creep, and/or similar or identical tasks are performed by other department personnel.
- Track assigned Office of Public Relations tasks and completion time to assess workload and analyze future staffing needs.
- In the Special Investigations Division, use the current staffing levels as a baseline for annual staffing adjustments.
- Based on community need and Department enforcement focus, annually revise staffing in the Special Investigations Division based on annual performance expectations and outputs related to narcotics seized, asset recoveries, arrests, warrants, firearm confiscated, regional partnership participation and other relevant metrics to inform decision-making.
- Conduct a job task analysis which provides a detailed overview of the knowledge, tasks, and responsibilities of each administrative position.

- Develop an auto-alert mechanism which notifies Property Section employees of property purge dates.
- Track Central Records Section workload and completion time to determine future staffing needs.
- Track Accreditation and Innovation Section workload and completion time to determine future staffing needs.
- Track completion time for Technology and Program Management Section tasks to assess workload and analyze future staffing needs.
- Track completion time for Special Events Section tasks to assess workload and analyze future staffing needs.
- Track workload hours associated with curriculum development to analyze future In-Service Training Section staffing needs.

Planning, Training and Professional Development

In addition to organizational changes, the report also makes thirteen recommendations which would make the SPD a stronger and more professional department. Related to training, development, planning, and procedures, these recommendations would improve wellness, skills, and procedures across the department.

The recommendations include establishing annual wellness checks and early intervention systems for employee issues. The department should also strive for more officers with Crisis Intervention Training. Matrix also recommends developing a Case Management System and clearly articulated plans for recruitment, hiring, in-service training, and retention.

- Create an Office of Professional Standards compliance audit process to ensure the current employee complaint reporting system functions as designed.
- Establish an early intervention system to identify employee issues early and provide employees with the resources necessary to correct performance-related issues.
- Increase the target percentage of officers who are CIT trained from 20% to 60% and set a goal of accomplishing this level within the next two years.
- Train Evidence Technician staff to the same standard as current CSU staff.
- Improve case management in the CIB by developing a Detective Case Management Procedure Manual to help facilitate common understanding and approaches to investigative services.
- Develop protocol concerning emergency and disaster planning to include procedures for removal, tracking, transportation, and relocation of property, and identify an alternate evidence/property storage area if evacuation is necessary.
- Develop and maintain a Central Records Section training manual and program for new employees.
- Form a technology steering committee, consisting of both sworn and non-sworn personnel, to evaluate and recommend technology. Develop a strategic plan to assist in acquiring recommended technology.

- Create a department training committee comprised of a cross-section of employees and community members.
- Conduct an in-service training needs assessment.
- Develop a yearly in-service training plan.
- Conduct annual department employee health and wellness surveys to establish a baseline which will assist with wellness program evaluation.
- Develop a comprehensive recruitment, hiring, and retention plan.

Reporting and Public Information

Through Matrix's investigation, they identified four (4) ways the department can do a better job providing reports or information to the public. Those changes include overhauling the SPD website to include more crime data and better resources for those looking to become an officer. Matrix also recommends the department create a long-term communications plan and publish an annual report from the Office of Professional Standards which provides the public with valuable data about police complaints and disciplinary actions taken in response.

- Publish an annual Office of Professional Standards report documenting statistical summaries, complaints received, types of offenses investigated, case dispositions, and discipline received when appropriate.
- Develop a long-term strategic communications plan with a focus on both external and internal audiences.
- Update the department's website to a modern look that serves as a frontline recruitment tool and consider publishing criminal investigation clearance data.
- Ensure evidence/property room hours of operation open to the public are posted on the department's website.

Coordination with Others

The Matrix report identifies seven (7) recommendations for improving SPD operations which would involve coordination with other governments or changes enacted by the Common Council. Matrix noted an unusually high number of Priority Level 1 calls and suggests developing a closer relationship with Onondaga County Emergency Communications to improve the prioritizing of 911 calls. Matrix also recommends working with county leaders and social services agencies to create a regional approach to police calls involving a mental health crisis.

Matrix also recommends doing more to increase fairness at the Regional Training Academy. Currently, the academy which trains all officers in all departments around the county is only being staffed full-time by individuals from the SPD. The findings also show some police classes having a student to teacher ratio of more than 20 to 1, far too high to ensure the personal, individualized police training recruits need.

- Work with emergency communications to split Priority 1 events into two categories to better delineate emergency and urgent responses to provide more useful response time performance statistics to the community.
- Establish three mental health crisis response teams staffed by an officer paired with a field clinician. Or alternatively, partner with Onondaga County to contribute teams and develop a regionalized approach to mental health crisis response.
- Maintain existing supervision, SPO and civilian staffing levels in the Central New York Crime Analysis Center.
- Ensure other police academy participating agencies supply academy staff officers as needed.
- Evaluate academy recruit to staff officer span of control prior to each academy start to ensure a 7:1 ratio exists.
- End current residency requirements for sworn and non-sworn employees to increase applicant pool.
- The City of Syracuse should explore the feasibility of creating an internal Civil Service Department to assist with recruitment and hiring issues. If not feasible, explore a Syracuse Police Department only civil service list through Onondaga County.

Scheduling

During the course of the Matrix study, SPD transitioned to a new work schedule. The department changed from a six-day schedule, with four days on, two days off and 8-hour shifts, to a new 15-day schedule modeled after the Onondaga County Sheriff's Department. The new schedule increased shifts to 10-hours, with four days on, three days off, four on, and four off. Despite some initial growing pains related to overtime expenses (footnote: https://centralcurrent.org/syracuse-slashed-the-police-overtime-budget-spd-spent-it-all-in-8-months/) , this new schedule appears to be increasing efficiency and coverage with patrol officers and is popular with SPD staff and the community.

As part of their investigation, Matrix reviewed the tasks completed by employees and evaluated their scheduling including the change to 10-hour shifts, as opposed to the prior 8-hour shift.

Overall, department staff largely support the new schedule and Matrix believes it should be maintained with some minor modifications to start times and some reassignments.

The Matrix analysis recommends the following changes:

- To balance patrol capabilities and service levels by time of day, shift five officers from swing shift (C Watch) to day shift (B Watch), and set the start times back for day shift and night shift (A Watch) back by 30 minutes.
- Increase the number of sergeant positions authorized to A Watch (1st Platoon) in Patrol by 1, for a total of 10 sergeants.
- Add 1 Lieutenant position to the Criminal Investigations Division to further facilitate management of the multi-shift assignment structure.
- Continue the three-shift deployment approach for the Criminal Investigations Bureau Case Investigations Section. Retain the 8-hour shift.

The fact that SPD made a substantial change in the middle of this review demonstrates the Department is willing to make changes to how they operate. This is a positive, change-forward mindset and is a commendable attitude from a large agency.

Recommendations

Matrix conducted a thorough and meaningful review of the SPD. Their recommendations touch on thematic areas that need to be addressed, and that the SPD has agreed to pursue as part of their own evolution. Some recommendations from the Matrix report could be implemented quickly, while others require a longer time horizon, understanding capacity within the department and other city agencies or external partners. Other recommendations are subject to union bargaining agreements.

The Office of the City Auditor has identified ten (10) areas where SPD and the City should focus their attention to deliver the most efficient and effective improvements to the department and their delivery of service for the residents of Syracuse.

Implement Recommended Changes to Sworn Staffing

The SPD is best positioned to know their needs and understand the unique situations and intricacies which impact their staffing mix. However, to the extent possible, the department should implement Matrix recommendations related to sworn reassignments and do a better job tracking workloads to justify positions.

Many sworn officers oversee functions which are not in criminal in nature. With recruitment and retention a growing concern, the department must be nimble in their staffing mix. Whenever possible, the department should ensure sworn police officers and supervisors are working in roles which require first-line police supervision. As the department struggles with record low numbers of officers, steps to ensure sworn officers are engaged in activities which require actual police training should be prioritized.

Develop Regional Approach to Mental Health; Syracuse Should Lead the Way

The City of Syracuse, as the center of the county and the epicenter of the resources for the mental health crisis in our community, should convene leaders from across the county to develop a regional approach to mental health calls. Despite the City having no official role to play in mental health treatment or care, the SPD responds to a growing number of mental health calls each year, putting a further tax on an already stressed police department.

Workload From Events Often Involving Mental Health Crisis

Call Type	# CFS	Avg. HT
MENTAL DISORIENTED PERSON	2,811	42.6
STATUS CHECK (CITIZEN)	1,874	35.4
SUICIDE	1,392	63.2
INTOXICATED PERSON	644	29.9
MENACING	453	94.9
LEWDNESS	207	32.8
Total	7,381	46.5

Regional law enforcement departments and social services providers should be eager to develop a county-wide approach to addressing mental health responses to lessen the burden on their police departments and ensure there is a coordinated plan for helping those impacted. The current patchwork system needs stronger government-led regional coordination and more staffing to be effective. This group should develop a call diversion program, implemented by the Onondaga County Department of Emergency Communications, making sure calls with mental health situations are being handled appropriately by the right agencies.

Matrix Suggested Mental Health Call Diversion Program
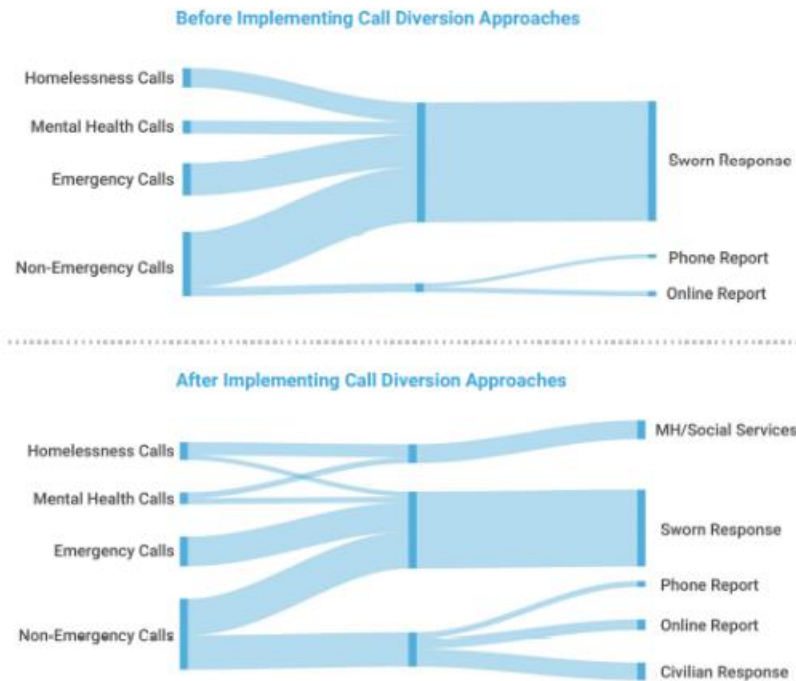
Additionally, Matrix recommends more SPD officers be properly trained to handle crisis situations. We believe the department should increase the number of officers in the Patrol Division with Crisis Intervention Training (CIT) certifications, ensuring a crisis-trained officer is one of the first to arrive at a scene with mental health implications.

Continue to Work Towards Civilianization Where Appropriate

The Matrix report makes twenty recommendations which would increase or improve civilianization in the department. A plan to implement these recommendations should be established, with a clear timeline to accomplish these objectives. Generally speaking, sworn officers should be in roles which involve directly protecting the public; other roles should be civilianized.

Matrix notes the SPD's evidence collection staffing is highly unusual with two parallel units operating at the same times, delineating work based on the severity of the crime involved. Streamlining this function and civilianizing these roles could be a priority. Recruitment positions, currently held by sworn officers provide another opportunity for more civilian positions.

As noted elsewhere in this report, CSOs may provide a good bridge to civilianization. Creating multiple levels or classes of CSOs (such as a CSO I, CSO II, and CSO III position) may provide the department more flexibility in staffing based on experience and skills.

Make Significant Improvements to Website and Public Reporting

Recommendations to improve the department's website and provide more information to residents should be implemented. Weekly updates are being made to crime statistic reports on the SPD website but otherwise, the site needs more regular updates. The site includes outdated media contact information, no annual reports for 2022 or 2023, and unsolved homicide information which appears not to have been updated since prior to Covid. The department should be proud of the work they do and publish more information more regularly. Increasing transparency and keeping the public informed would go a long way toward improving police-community relations.

In addition to updating the website and those items, Matrix recommends SPD begin providing an annual report on professional standards and internal affairs. The public deserves to have a better understanding of how complaints against officers are being handled.

Acquire and Implement a Case Management Systems (CMS); Establish Procedures Manual
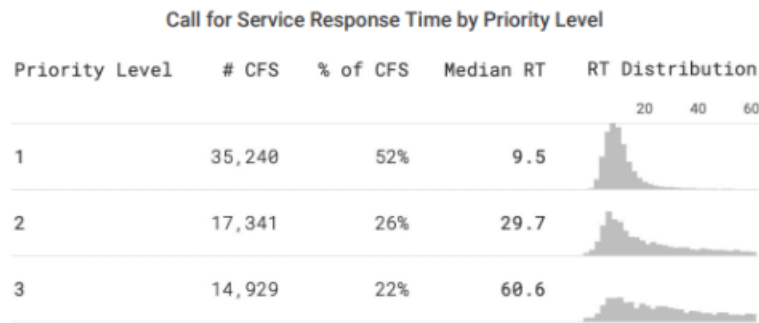
The SPD needs a Case Management System, or a CMS, which collects and tracks vital case information. Good CMS systems seamlessly link basic identifiers like case number and location with evidence such as witness statements and photographs. They provide searchability, reporting, and comprehensive casefile management. The SPD's current series of spreadsheets could be modernized and made more efficient.

The Office of the City Auditor has cautioned about the growing portfolio of city software programs, however, the Common Council should fund, and the SPD should solicit bids for a comprehensive and modern CMS which aids the department in the management of their casefiles and generates reports which can be useable to patrol and investigation officers. An investment in the right program should yield results in department deliverables and increases in public information.

In conjunction with this new program, the department should implement the Matrix recommendation to establish a CMS procedures manual for detectives.

Work with Onondaga County to Make Improvements to 911 Prioritization

The current prioritization system for the Onondaga County Department of Emergency Communications (911) System may need improvements. More than half of SPD's calls for service are prioritized as Priority Level 1 calls. Priority One designations should be for calls that are in-progress and emergency situations. A burglary which occurred overnight without witnesses and with no suspect left at the scene, while urgent, should be a Priority 2.

Call for Service Response Time by Priority Level

Priority Level	# CFS	% of CFS	Median RT	RT Distribution
1	35,240	52%	9.5	
2	17,341	26%	29.7	
3	14,929	22%	60.6	

The SPD should work with other police departments and Onondaga County Emergency Management leadership to reevaluate the prioritization model and ensure 911 call takers and dispatchers are triaging Priority 1 calls based on emergency need. Creating a "Priority Level 1-I", or, "One - In Progress," or creating a "Priority Level 4" may also give responding officers better information and allow for a more careful deployment of limited resources, and a better accounting of the types of calls being received. In emergencies, when seconds matter, it is important for officers to know which calls truly involve situations requiring an immediate response.

Create a City of Syracuse Police Department Civil Service List

The process to hire a police officer currently runs through Onondaga County Civil Service, and no specific list exists specifically for the Syracuse Police Department. The current list pools prospective officers from across the county into one group. (A Spanish-Speaking list exists, but again is countywide) This forces the City to compete against other municipal police departments in Onondaga County in a process which takes about three months.

The City should explore creating its own Civil Service list, specifically for the Syracuse Police Department. Urban policing can vary significantly from work in other areas of the county and some officers may be specifically drawn to the idea of working in the urban environment. Creating this list would create a new Syracuse-only pool from the department to choose from. Obviously nothing would prevent candidates from taking other tests, but no other departments would be able to hire off the Syracuse-only list.

Create New Administrative Bureau; Reassign Non-Police Functions to Other Departments

Many city functions which are not criminal in nature are overseen by police supervisors. These functions should be moved to other city departments and their supervising officers should be reassigned to where "first-line police supervision is needed" and where "law enforcement training is the primary skillset."

The Matrix recommendations further validate changes suggested by the Office of the City Auditor in past reports. In those reports, the City Auditor recommends transferring Parking Enforcement and Crossing Guards to a new Department of Parking and Mobility, and Licensing and Ordinance Enforcement to a new Department of Permits, Licenses, and Inspections.

Additionally, Matrix recommends creating a new 5th Bureau within the SPD – an Administrative Bureau. Matrix suggests this be overseen by a civilian and handle auxiliary functions of the department not in direct support of law enforcement actions. Most of the functions recommended for re-organization are currently housed within the Support Services Bureau – the largest and most sprawling bureau within the department; others are within the Office of the Chief of Police. Functions like budget, human resources, accreditation, and the property room do not provide direct police support but rather administrative support, and this reorganization should be implemented.

Matrix Proposed Reorganization with Administrative Bureau
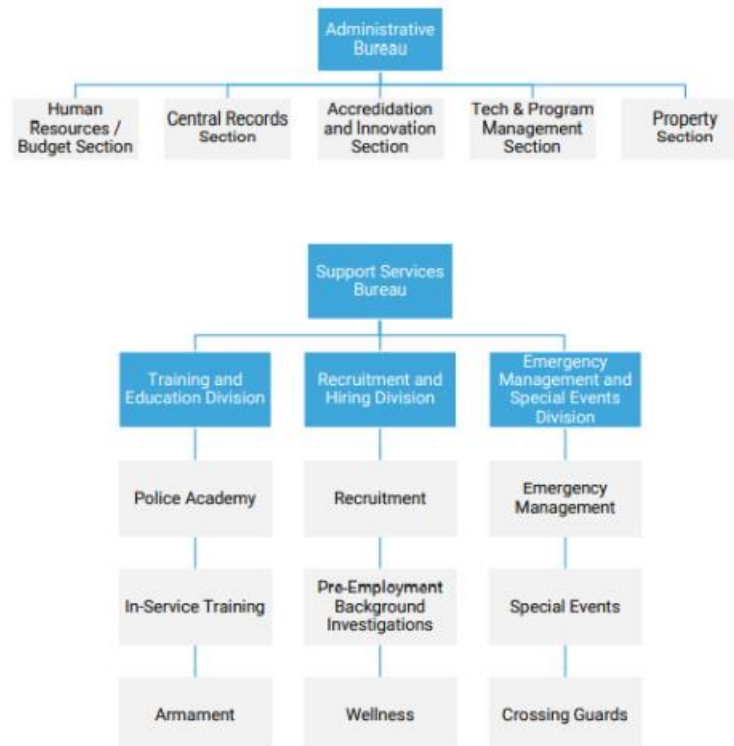
Address Police Academy Needs

The SPD is the only law enforcement agency providing full-time staff to the Syracuse Regional Police Academy. The Academy is responsible for training not just SPD recruits but officers from across the county, including officers who overlooked the Syracuse Department. Despite being a regional effort, no town or village departments nor the Onondaga County Sheriff's Department provide full-time staff support to the Academy. Some police agencies provide part-time support by teaching courses, however, both full-time staff are SPD members, and an additional City of Syracuse Special Police Officer (typically a retired officer) works approximately 25 hours a week.

Staffing at police academies is vitally important to officer development and the right mix can also impact the outcomes of a recruitment class. Statistics show when the student to staff ratio exceeds 7 to 1, a much higher percentage of recruits are likely to complete the academy. As this ratio gets higher, the number of recruits failing to complete the academy increases. At times in recent years, the two SPD staff at the academy have been in a more than 20 to 1 ratio of trainers to students, three times the recommended amount.

Staffing ratios are not being adequately maintained and more full-time staff at the academy seems warranted. When building out a larger training and development unit, other departments need to begin providing full-time staffing for the academy, lessening the burden on the SPD. Recruitment classes should strive for better than a 10 to 1 student to teacher ratio.

Create New Community Service Officer (CSO) Roles and Adjust Salaries

Responsible for a wide variety of tasks across city government, Community Service Officers (CSOs) are aiding the SPD in ways such as responding to non-emergency calls, assisting with licensure of taxi operators, and performing City Hall security. According to their job description, they can be overseen by either a sworn or civilian supervisors.

By definition, CSOs are not sworn officers, but they are frontline employees who wear uniforms, may drive marked city vehicles, and are typically entrusted with important tasks. Some currently play a small role in call diversion by answering a variety of calls which are non-emergency in nature.

The SPD should expand the use of CSOs and utilize them as a key component of a call diversion program which routes non-emergency and non-police calls to civilian responders. They can be a good bridge in the efforts to civilianize more positions in the department.

The department should also explore creating multiple classifications of CSOs such as CSO 1, CSO 2, and CSO 3 to further delineate roles based on experience, additional qualifications, and specific responsibilities, and create pay bands which are commensurate with the work being performed.

Appendix

Appendix 1. Matrix Consulting Group Report, Final Report on Work Schedules, Tasks, Key Activities, and Staffing, June 13, 2024

Appendix 2. Syracuse Police Department Organizational Chart

Final Report on Work Schedules, Tasks, Key Activities, and Staffing

SYRACUSE, NEW YORK

June 13, 2024

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Table of Contents

1.   Introduction and Executive Summary

Matrix Consulting Group was retained by the City of Syracuse to conduct a comprehensive scheduling and staffing analysis to determine appropriate and optimum staffing levels, while ensuring management of operations is efficient. This document provides the analysis and findings of that effort. Matrix Consulting Group, founded 21 years ago, has extensive experience with similar assessments for over 400 police departments in New York and across the country (as well as in Canada). Our firm has assisted police departments to improve workload balance, management, operations, and to attain 21st Century Policing goals.

(1)   Scope of Work

The scope of this study included the assessment of current law enforcement operations, response capabilities, staffing, and other resources necessary for the delivery of services to the city. A review of services and the delivery of those services should be performed periodically to ensure needs are being met. This project focused on the emergency services system delivery that included:

- Proactivity
- Resource allocations
- Current staffing
- Alternative service delivery
- Management of resources
- Responsiveness to the public

The study and this report also set the stage for longer-term planning in departmental operations.

(2)   Approaches Utilized in the Study

Data utilized in this study was developed based on the work conducted by the project team, including.

- Interviews conducted with staff, including onsite for patrol.
- Collection and analysis of workload and service data.
- A review of operational documents and reports, budget data, organizational structure, and key practices.

The report, that follows, demonstrates the comprehensive nature of these data and input foundations.

(3)   Recommendations to Civilianize Certain Police Department Positions

Recommendations to civilianize certain positions have been offered throughout this report. The goals of such recommendations are to bridge current vacancies in sworn police officer positions, deal with increasing demands for police services, and provide a fiscal responsible way to meet the needs of the Syracuse community. Civilianization of certain positions is designed to free up time for sworn police officers to complete tasks associated with crime prevention and reduction, community policing, and promote legitimacy and community relations.

While these recommendations have been offered, it is also important to address current systems and mandates in place which hinder recruiting, hiring, and retaining qualified employees. Systems and mandates such as residency requirements, established Onondaga County wide civil service lists, testing and hiring process length, and a single job title and pay structure for all non-sworn positions throughout the department exist. Recommendations have been offered to improve these systems and mandates throughout the report and must be remedied prior to implementing civilianization recommendations. Implementing these recommendations will assist in creating a stronger team of qualified employees, increase retention, and improve community satisfaction.

(4)   Summary of Recommendations

The following table provides a summary of short-term recommendations established in this report. The report itself should be reviewed to understand the factual basis behind each recommendation as well as the analysis leading to each recommendation.

Summary of Recommendations

Office of the Chief of Police

Ensure duties assigned to the Secretary to the Chief of Police are in administrative support to only the Chief of Police and top executives.

Increase Office to the Chief of Police staff by 1 Administrative Assistant to provide administrative support to remaining command level personnel.

Evaluate Office of Legal Affairs tasks to determine if mission creep, and/or similar or identical tasks are performed by other department personnel.

Create an Office of Professional Standards compliance audit process to ensure the current employee complaint reporting system functions as designed.

Publish an annual Office of Professional Standards report documenting statistical summaries, complaints received, types of offenses investigated, case dispositions, and discipline received when appropriate.

Establish an early intervention system to identify employee issues early and provide employees with the resources necessary to correct performance-related issues.

Track assigned Office of Public Relations tasks and completion time to assess workload and analyze future staffing needs.

Develop a long-term strategic communications plan with a focus on both external and internal audiences.

Update the department's website to a modern look that serves as a frontline recruitment tool and consider publishing criminal investigation clearance data.

Transfer broader payroll tasks to the City of Syracuse Finance Department when staffing and capacity allows.

Transfer Audit and Control Budget Division Data Entry Clerk and associated responsibilities to a newly formed Human Resources / Budget Section within a newly formed Administrative Bureau.

Transfer the current Audit and Budget Control Division Lieutenant position to where law enforcement training is the primary skill set, full police powers are warranted, and a sworn manager position is needed.

Uniform Bureau

Work with emergency communications to split Priority 1 events into two categories to better delineate emergency and urgent responses in order to provide more useful response time performance statistics to the community.

To balance patrol capabilities and service levels by time of day, shift five officers from swing shift (C Watch) to day shift (B Watch), and set the start times back for day shift and night shift (A Watch) back by 30 minutes.

Increase the number of sergeant positions authorized to A Watch (1st Platoon) in Patrol by 1, for a total of 10 sergeants.

Establish three mental health crisis response teams staffed by an officer paired with a field clinician. Or alternatively, partner with Onondaga County to contribute teams and develop a regionalized approach to mental health crisis response.

In total, creating mental health crisis response teams (in either option) requires an additional 3 Officer positions and 3 Clinician positions (a new classification).

Increase the target percentage of officers who are CIT trained from 20% to 60% and set a goal of accomplishing this level within the next two years.

Increase staffing of CSO positions by 6 to be deployed in the field handling certain types of non-emergency calls for service that do not require a sworn response.

Civilianize the patrol evidence technician role, reassigning the 6 officer positions to regular patrol roles.

Create a new civilian Evidence Technician position and increase its staffing by 10 positions.

Investigations Bureau

Maintain existing staff in the Homicide Section of 2 Sergeants and 8 detectives.

Increase detective staffing from 5 detectives in the APU to 8 detectives. Including 1 detective dedicated to Missing Persons, 1 detective dedicated to Youth Enforcement liaison duties, and 1 detective dedicated to Meghan's Law tracking, a total of 11 detectives and 1 sergeant should be assigned to the Family Services Section.

Reduce Case Investigations Section detectives from 30 to 23, re-assigning these staff to Criminal Investigations Bureau assignments or elsewhere in the Department dependent upon need. Maintain the 1 JTTF detective and 5 sergeants.

Increase detective staffing from 3 to 4 detectives in the Warrants Squad. Maintain 1 sergeant.

Consolidate CSU staff with Patrol Evidence Tech positions under a Crime Scene Unit organizational structure. Reduce CSU detectives from 4 to 2 positions. The consolidation of evidence collection will result in a CSU of 12 investigative positions plus one supervisor.

Train Evidence Technician staff to the same standard as current CSU staff.

Maintain existing staff in the Narcotics Section of 1 Sergeant and 7 detectives.

Reduce detective staffing from 3 to 2 detectives in Technical Ops. Maintain 1 shared sergeant position.

Maintain existing staff in the Gang Violence Task Force of 1 shared Sergeant and 4 detectives.

Maintain existing staff in the Regional Task Force of a Sergeant and 8 detectives.

Maintain existing staff in the Criminal Intelligence Section of 1 shared Sergeant and 2 detectives.

Maintain existing supervision, SPO and civilian staffing levels in the Central New York Crime Analysis Center.

In the Special Investigations Division, use the current staffing levels as a baseline for annual staffing adjustments.

Based on community need and Department enforcement focus, annually revise staffing in the Special Investigations Division based on annual performance expectations and outputs related to narcotics seized, asset recoveries, arrests, warrants, firearm confiscated, regional partnership participation and other relevant metrics to inform decision-making.

Replace the CSU Lieutenant with a Sergeant position equivalent to other CIB Sections.

Add 1 Lieutenant position to the Criminal Investigations Division to further facilitate management of the multi-shift assignment structure.

Continue the three-shift deployment approach for the Criminal Investigations Bureau Case Investigations Section. Retain the 8-hour shift.

Improve case management in the CIB by developing a Detective Case Management Procedure Manual to help facilitate common understanding and approaches to investigative services.

Re-allocate the net reduction of 6 detective positions in the current CIB operation to other Department assignments of need as described in this report.

Support Services Bureau

Conduct a job task analysis which provides a detailed overview of the knowledge, tasks, and responsibilities of each administrative position.

Determine if an adjusted CSO pay structure is appropriate given the nature of each assigned position or specific job titles with commensurate pay according to closely defined job descriptions is more appropriate.

Develop an auto-alert mechanism which notifies Property Section employees of property purge dates.

Ensure evidence/property room hours of operation open to the public are posted on the department's website.

Develop protocol concerning emergency and disaster planning to include procedures for removal, tracking, transportation, and relocation of property, and identify an alternate evidence/property storage area if evacuation is necessary.

Add 1 full-time non-sworn supervisory position to the Property Section.

Transfer the current Property Section Sergeant position to where law enforcement training is the primary skill set, full police powers are warranted, and sworn first-line police supervision is needed.

Track Central Records Section workload and completion time to determine future staffing needs.

Develop and maintain a Central Records Section training manual and program for new employees.

Increase the total number of Central Records Section Data Entry Clerks by 1; for a total of 3 positions.

Add 3 Central Records Section Supervisor positions; for a total of 1 Records Manager, 3 Records Supervisors, 10 Community Services Officers, 3 Data Entry Clerks, and 1 Special Police Officer.

Designate a Lead Records Section CSO for each shift to assume supervisory responsibilities when a Records Supervisor is not on shift.

Track Accreditation and Innovation Section workload and completion time to determine future staffing needs.

Assign management of CALEA accreditation process to a department non-sworn employee.

Transfer Police Officer position assigned to the Accreditation and Innovation Section to where law enforcement training is the primary skillset and full police powers are warranted.

Track completion time for Technology and Program Management Section tasks to assess workload and analyze future staffing needs.

Transfer Technology and Program Management Section sworn police officer position to where law enforcement training is the primary skill set and full police powers are warranted.

Increase Technology and Program Management by 1 Information Technology Supervisor position; for a total of 1 Information Technology Supervisor, 1 Information Technology Technician, and 2 Community Services Officers.

Form a technology steering committee, consisting of both sworn and non-sworn personnel, to evaluate and recommend technology. Develop a strategic plan to assist in acquiring recommended technology.

Evaluate the feasibility of consolidating police department vehicle maintenance resources with broader City of Syracuse vehicle maintenance resources.

Track completion time for Special Events Section tasks to assess workload and analyze future staffing needs.

If special event applications exceed 200 in 2023, increase Special Events Section staffing by 1 Community Services Officer, for a total of 1 Special Events Coordinator and 2 Community Services Officers.

Add 1 full-time non-sworn supervisory position to the Special Events Section.

Transfer Ordinance Enforcement and Licensing Unit management and responsibilities to another city department when staffing and capacity allows.

Transfer Parking Unit management and responsibilities to another city department when staffing and capacity allows.

Transfer School Crossing Guard Unit management and responsibilities to another city department when staffing and capacity allows or explore option of transferring responsibilities to school district.

Create a Lead Crossing Guard position to take over program management and supervision from the Special Events Unit Sergeant.

Transfer the current Ordinance and Licensing Unit Sergeant position to where law enforcement training is the primary skill set, full police powers are warranted, and sworn first-line police supervision is needed.

If the Ordinance and Licensing Unit, Parking Enforcement Unit, and School Crossing Guard Unit are not transferred outside the department as recommended, a non-sworn supervisory position is recommended to replace the Ordinance and Licensing Unit Sergeant position.

When staffing and capacity allows, transfer broader human resource hiring and personnel management tasks to the City of Syracuse's Human Resources Department

Add 1 full-time non-sworn supervisory position to the Human Resources Division.

Transfer the current Human Resources Division Lieutenant position to where law enforcement training is the primary skill set, full police powers are warranted, and a sworn manager position is needed.

Evaluate academy recruit to staff officer span of control prior to each academy start to ensure a 7:1 ratio exists.

Ensure other police academy participating agencies supply academy staff officers as needed.

Increase In-Service Training Section full-time personnel by 1 Officer; for a total of 1 Sergeant and 2 Officers.

Track workload hours associated with curriculum development to analyze future In-Service Training Section staffing needs.

Create a department training committee comprised of a cross-section of employees and community members.

Conduct an in-service training needs assessment.

Develop a yearly in-service training plan.

Develop a comprehensive recruitment, hiring, and retention Plan.

Increase Recruitment Section staffing by 1 non-sworn Recruiter, for a total of 1 sworn Recruiter and 1 non-sworn Recruiter.

Increase the number of collateral-duty sworn and non-sworn recruiter positions in the Recruitment Section.

End current residency requirements for sworn and non-sworn employees to increase applicant pool.

The City of Syracuse should explore the feasibility of creating an internal Civil Service Department to assist with recruitment and hiring issues. If not feasible, explore a Syracuse Police Department only civil service list through Onondaga County.

Conduct annual department employee health and wellness surveys to establish a baseline which will assist with wellness program evaluation.

Create an Administrative Bureau which will comprise Human Resources, Central Records, Accreditation and Innovation, Technology and Program Management, and the Property Room.

Create a non-sworn Director position to manage the newly created Administrative Bureau.

2.   Office of the Chief of Police

Assigned to the Office of the Chief is the 1st Deputy Chief of Police, Chief Accountability Officer, Secretary to the Chief of Police, Office of Legal Affairs, Office of Professional Standards, Office of Public Relations, and Audit and Control Division.

(1)   Secretary to the Chief of Police

The Chief of Police is supported by a secretary who provides support to the Chief and other command staff personnel. The Secretary to the Chief works Monday through Friday, 8:30am – 4:30pm.

Workload and Ability to Meet Unit Objectives

Workload associated with administrative positions are traditionally not well documented by police organizations. Completed work product and timely completion of tasks are typical performance measures related to administrative positions. To determine the breadth of current workload, the Secretary to the Chief of Police documented tasks during a two-week period. These tasks include the following:

- Receive, review, distribute and close "SeeClickFix" tickets generated from online programs at City Hall.

- Receive review and distribute constituent complaints/concerns that come through City Hall.

- Input and track all work orders that are requested for entire SPD building.

- Calendar maintenance and coordination for Chief of Police, 1st Deputy Chief, and 3 Deputy Chiefs.

- Administrative support, primary point of contact and liaison for a total of eight executive staff and command staff members.

- Constant communication with the Mayor's Office (meeting requests, complaints, and scheduling).

- Track, formulate, sign and seal retirement letters, accommodation letters, and anniversary letters for department.

- Receive orders/tops, obtain signatures, and scan them to various staff.

- Formulate, sign, and track all Common Council letters.

- Schedule "Chief's Panel" for recruit classes and organize packets, questions, and interview times.

- Schedule and prepare packets for all advancement interviews within the department.

- Escort all guests with appointments with the Chiefs to designated meeting location.

- Track time off/vacation time within the Chief's suite.

- Organize, edit, and distribute monthly Duty Chief schedules.

- Print and obtain signatures and distribute IA letters to open and close cases.

- Coordinate availability/scheduling of the cleaning of the Chief's suite.

- Maintain Chief's Suite office supplies, paper supplies, and machines.

- Coordinate Chief's schedules for swearing-in ceremonies and retirements.

- Internal communications on behalf of the Chief to department.

- Maintain schedules and communications of shared space within department calendars.

- Check, record, and distribute phone messages.

There are eight different department executive and command team members within the Chief of Police's suite. The Secretary to the Chief position is currently responsible for not only providing administrative support to the Chief of Police, but all department members within this suite. The Secretary to the Chief is responsible for administrative support and is the primary point of contact and liaison for all eight personnel in the suite. This includes managing various meetings and briefings, updating and consulting on individual calendars, and other time sensitive requests for each of them.

As discussed previously, completed work product and timely completion of tasks are typical performance measures related to positions such as the Secretary to the Chief of Police. Another performance measure used to analyze workload are backlogs associate with assigned tasks. Currently, there are no workload backlogs associated with this position. While there are currently no workload backlogs, responsibilities within the Chief's suite transcend throughout the entire department. While no standard exists, many departments the size of Syracuse have more than one administrative / support personnel assigned to executive teams. The Secretary to the Chief of Police should only be responsible for top executive support duties. One Administrative Assistant should be assigned to provide administrative support to the remaining command team members within the suite.

Recommendations:

Ensure duties assigned to the Secretary to the Chief of Police are in administrative support to only the Chief of Police and top executives.

Increase Office to the Chief of Police staff by 1 Administrative Assistant to provide administrative support to remaining command level personnel.

(2)   Office of Legal Affairs

The Office of Legal Affairs is staffed with one Detective who works Monday through Friday, 8am – 4pm. The Office of Legal Affairs manages department legal matters. Duties also include the following:

- Advising and assisting the Chief and his command in developing and reviewing new and existing policies, practices, and training.

- Confirming that department rules and regulations, policies, and training are in accordance with best practices.

- Assisting in the review, interpretation, application, and enforcement of local, state, and federal laws.

- Assisting the department in its participation in judicial, administrative, and legislative processes at the local, state, and federal levels.

- Liaison to the City of Syracuse Office of Corporation Counsel, as well as various local, state, and federal boards, offices, agencies, regarding department legal matters.

- Administrative review of actions performed by officers in the line of duty to ensure department alignment with state and federal law regarding department policies, training, and police practices.

Workload and Ability to Meet Unit Objectives

Projects assigned to the Office of Legal Affairs are broad in nature and transcend several different sections within the department. Current projects include the following:

- 911 Center / PIC / Call re-org.

- Barricaded back out policy.

- Vehicle storage / evidence / towing issues.

- Use of force instruction block for 40mm launchers.

- Synthetic local law proposal.

- RTK memo.

- Use of force reporting procedure.

- Monell claims training material.

- Local law reference book.

- Various policy updates.

- In-service training preparation.

There are no metrics to determine workload capacity for the Office of Legal Affairs other than workload backlog. There is currently no workload backlog associated with this position and project completion time is currently not tracked.

Many, if not all current duties assigned to the Office of Legal Affairs are primary functions in which other sections or units within the city government structure or police department are or should be responsible for. For instance, reviewing new policies is also a function of the Accreditation and Innovation Section and training updates are completed by the Training and Education Division. While a department must be knowledgeable in the review, interpretation, application, and enforcement of laws, city attorneys should be the primary conduit to these functions. It is important for a city to have an attorney representing a police department who is knowledgeable in topics such as police use of force, police training, and other high liability issues, as well as labor issues.

An assessment of current work tasks should be performed to avoid mission creep, or various personnel performing similar or identical tasks. This redundancy may create potential inconsistencies in operational tactics and practices.

Recommendation:

Evaluate Office of Legal Affairs tasks to determine if mission creep, and/or similar or identical tasks are performed by other department personnel.

(3)   Office of Professional Standards

The Office of Professional Standards is led by a Lieutenant and staffed with three Sergeants and two Special Police Officers. The Lieutenant and Sergeants work Monday through Friday, 8am – 4pm. The Special Police Officers are part-time employees who perform various administrative tasks and work limited hours each week.

The Office of Professional Standards is responsible for facilitating the process of receiving internal and external complaints alleging employee misconduct, investigating complaints against department employees, and preparing criminal, civil, and departmental charges when appropriate.

The Syracuse Police Department accepts all complaints of misconduct, including anonymous complaints. Personnel complaints are classified into the following categories:

- Informal – A matter in which the Division Commander is satisfied that appropriate action has been taken by a supervisor of rank greater than the accused member.

- Formal – A matter in which a supervisor determines that further action is warranted. Such complaints may be investigated by a supervisor of rank greater than the accused member or referred to the Office of Professional Standards, depending on the seriousness and complexity of the investigation.

- Closed / Pending – A matter in which the complaining party either refuses to cooperate or becomes unavailable after diligent follow-up investigation. At the discretion of the assigned supervisor or the Office of Professional Standards, such matters may be further investigated depending on the seriousness of the complaint and the availability of sufficient information.

The United States Department of Justice recommends a compliance audit process to verify employee complaints are taken properly and to ensure that all employees adhere to agency rules and standards. A compliance audit process can be instrumental in ensuring an established employee complaint reporting system functions as designed. The Syracuse Police Department does not currently have a complaint audit process.

Workload and Ability to Meet Unit Objectives

As described previously, Office of Professional Standards investigators and other department supervisors are responsible for investigating formal complaints. The following table depicts the total number of formal complaints investigated 2020 through 2022:

Formal Investigations 2020 - 2022

	2020	2021	2022
Office of Professional Standards	90	52	69
Other Department Supervisors	69	59	34
Total	159	111	103

As illustrated in the preceding table, the total number of formal investigations has declined by 32.2% during the three year period. The following chart displays the same information graphically:

Formal Investigations
2020 - 2022

Office of Professional Standards investigators and other department supervisors are also responsible for investigating citizen complaints. The following table depicts the total number of citizen complaints investigated 2022 through 2020:

Citizen Complaints 2020 - 2022

	2020	2021	2022
Office of Professional Standards	79	42	65
Other Department Supervisors	270	201	103
Total	349	243	168

As can be seen by the preceding table, the total number of formal investigations has declined by 50.7% during the three year period. The following chart displays the same information graphically:

Citizen Complaints
2020 - 2022
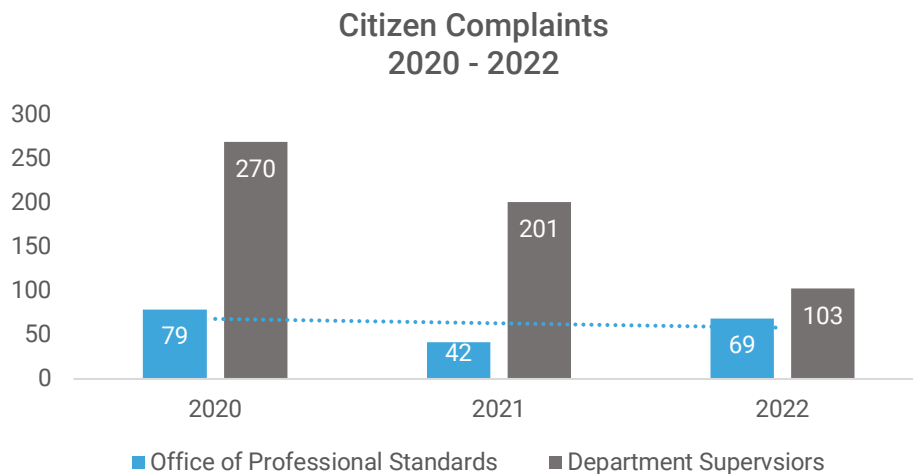
In reviewing Professional Standards and Internal Affairs investigative units, an average investigative case hours are used. This is developed by interviewing personnel in the unit, developing task hour metrics, and past project team experiences with similar agencies. It is important to understand that every case is different, and some cases are very complex and require significantly more hours to investigate and some cases are relatively

simple and do not require more than a few hours to investigate and document. The average hours are used as performance metric designed to establish approximate work hours for a typical internal affairs case.

Case Time Estimates for Administrative IA Investigations

Common Tasks	Processes	Avg. Time	% of Cases
Complaint Review	Determine if allegation is a policy violation. Time figure includes reviewing complaint.	**2 hours**	100%
Find relevant CAD entry, police report, video, or other documentation relevant to the complaint	Determine subject(s) of allegation. Time figure includes CAD enquiry and report(s) review.	**4 hours**	100%
Review Body Worn Camera or other Video / Audio Evidence	Document evidence to sustain or exonerate department member.	**8 hours**	100%
Interview Complainant	Determine all complaint allegations (including writing summary / notes)	**3 hours**	100%
Write Complaint and Allegation(s)	Determine which policy or policies could have been violated. Includes review and report writing time.	**4 hours**	100%
Schedule subject officer Interview	Includes sending written notice within proper timelines.	**1 hour**	100%
Write Interview Questions	N/A	**1 hour**	100%
Conduct witness interviews	(Includes Scheduling) - Some cases only have officer or complainant as witnesses	**6 hours**	100%
Conduct subject interviews	Interviews are recorded, and the time estimated includes report writing.	**4 hours**	100%
Write Investigative Finding	Includes report writing.	**16 hours**	100%
Total	On average	49 hours	

This list is not all inclusive and does not contain all steps that may be taken. Some cases may have several witnesses.

Like administrative investigations, it is important to understand that each citizen complaint is different, and some are very complex and require significantly more hours to review or investigate and some are relatively simple and do not require more than one hour to review.

Case Time Estimates for Citizen Complaint Review / Investigation

Common Tasks	Processes	Avg. Time	% of Cases
Complaint Review	Determine if allegation is a policy violation. Time figure includes reviewing complaint.	**2 hours**	100%
Find relevant CAD entry, police report, video, or other documentation relevant to the complaint	Determine subject(s) of allegation. Time figure includes CAD enquiry and report(s) review.	**4 hours**	100%
Review Body Worn Camera or other Video / Audio Evidence	Document evidence to sustain or exonerate department member.	**8 hours**	100%
Interview Complainant	Determine all complaint allegations (including writing summary / notes)	**3 hours**	100%
Document Finding	Includes report writing.	**2 hours**	100%
Total	On average	19 hours	

This list is not all inclusive and does not contain all steps that may be taken. Some cases may have several witnesses.

Summary of Workload Hours

Using the above case time estimates, the total caseload hours can be calculated. The following table details the associated work hours:

2022 Workload Hours

	Number	Investigative Hours	Total Hours
Formal investigations	69	49	3,381
Citizen complaints	65	19	1,235
Total	134	N/A	4,616

As depicted above, the total number of workload hours in 2022 is 4,616 hours. The base number of hours in an employee's work year is 2,080. After accounting for vacation, sick leave, training, and other absences a figure of 1,720 hours is typically more appropriate. Using this 1,720-hour figure, a total of two investigative positions is needed. The following table illustrates this calculation process:

<p align="center">Calculation of Investigator Staffing Needs</p>

Total caseload hours		4,616
Divided by total net available hours for 1 Investigator	÷	1,720
Total Number of Investigators Needed	=	2.68

As illustrated above, a total of 2.68 investigators is needed to meet current investigative workload. They Syracuse Police Department currently has 3 investigators assigned to the Office of Professional Standards.

Office of Professional Standards Statistics

The Syracuse Police Department publishes a department annual report to the public which lists cursory information related to employee complaints investigated and dispositions. To promote transparency within both the community and the department, many departments also publish yearly professional standards / internal affairs reports. Such reports include statistical summaries, to include the total number of complaints received, types of offenses investigated, case dispositions, and discipline received when appropriate. Professional standards / internal affairs annual reports can typically be located on a department's website for easy review. The Syracuse Police department does not currently publish annual professional standards / internal affairs reports.

Employee Early Intervention System

Many Police Departments throughout the United States have established Early Intervention System (EIS) policies and procedures to track employee data which assists in identifying personnel and performance related issues. An EIS system sets certain performance related threshold alerts which range from remedial training, policy review, coaching and counseling, and personal improvement plans. Departments track several different categories with pre-determined thresholds. These categories include:

- Uses of force

- Vehicle pursuits

- Vehicle crashes

- Citizen complaints

- Administrative internal investigations

- Personnel performance actions

- Reprimands / discipline

- Sick time usage

- Lawsuits

- Traumatic incidents

The use of an Early Intervention System can assist in identifying issues early and provide employees with resources which may be needed to correct performance issues. Such systems are important in providing employees with supportive resources. The goal of such systems is supportive in nature, not disciplinary. The Syracuse Police Department currently does not have an EIS system.

Recommendations:

Create an Office of Professional Standards compliance audit process to ensure the current employee complaint reporting system functions as designed.

Publish an annual Office of Professional Standards report documenting statistical summaries, complaints received, types of offenses investigated, case dispositions, and discipline received when appropriate.

Establish an early intervention system to identify employee issues early and provide employees with the resources necessary to correct performance-related issues.

(4)   Office of Public Relations

The Office of Public Relations is led by a Lieutenant and staffed with a Public Information Officer, an Information Aid, and a Special Police Officer. The office work schedule is Monday through Friday, 8am – 4pm. The Special Police Officer is a part-time employee who works a varied schedule of 20 hours each week.

During this analysis, an Office of Community Relations was formed. Tasks associated with community outreach / relations are now assigned to this office. Currently, the Office of Community Relations is staffed with one Police Officer.

The Office of Public Relations responds to crisis incidents, reporting to the community through local news media and the department's various social media platforms. Responsibilities include the following:

- Highlighting positive department accomplishments.

- Maintaining the department's website and various social media platforms.

- Assisting Media personnel in covering news stories at the scenes on incidents.

- Preparing and distributing agency media releases.

- Arranging for and assisting at media conferences.

- Coordinating and authorizing the release of information about suspects.

- Developing procedures for releasing information when other public service agencies are involved in a mutual effort.

- Providing guidelines for the use of social media.

- Assisting media personnel in conveying routine news media.

- Responding to media requests.

- Completing Crime Prevention Through Environmental Design (CPTED) projects.

Workload and Ability to Meet Unit Objectives

For a variety of factors, it is difficult to evaluate the level of staff resources that a department should allocate to units such as the Office of Public Relations. As a result, and because staffing levels are often driven by performance outcomes, the effectiveness of these types of units should focus on ensuring assigned staff are accountable to the success of established priorities. To evaluate the Office of Public Relations, activity levels are utilized to indicate whether the unit is productive.

Social Media

As previously mentioned above, the Office of Public Relations manages the department's various social media accounts. Duties associated with the management of these various accounts include attending community and department events to take videos and photographs. Responsibilities also include video and photo editing, writing, editing content, and posting the completed content. The following table illustrates the department's total number of followers:

Social Media Followers

	2022	2023	+ / -
Facebook	44,000	52,000	+18.2%
Twitter	3,546	4,250	+19.9%
Instagram	4,841	5,428	+12.1%
Tik Tok	3,187	3,328	+4.4%

As illustrated above, each social media platform saw an increase in followers from 2022 to 2023. The office does not track tasks or completion time related to social media workload.

Community Relations Events

The Office of Public Relations is responsible for scheduling, coordinating, and participating in various community relations events each year. The following table illustrates the total number of events 2020 through 2022:

Office of Public Relations Events

	2020	2021	2022	+ / -
Community Relations Events	91	140	141	+54.94%

As illustrated above, community relations events increased by 54.94% over the past three years.

On average each community event takes approximately 2 hours to schedule. This includes request form preparation, roster creation and distribution, scheduling, and roster updating and maintenance. In total, 282 hours of workload was dedicated to community event scheduling. This does not include physical time at various community events, which is currently not tracked. The below table illustrates this calculation process:

Community / Dome Event Scheduling Work Hours

Community event scheduling		141
Multiplied by 2 hours per event	x	2
Total workload hours	=	282

Crime Prevention Through Environmental Design (CPTED)

The Office of Public Relations is assigned to complete CPTED projects for the department. Currently, the office is working on a total of sixteen projects. It is important to understand that each project is different. While some projects are very complex and require significantly more hours to complete, others are relatively simple and do not require more than a few hours. The average hours are used as a performance metric designed to establish approximate work hours for a typical project. Average hours are developed by interviewing unit personnel and past project team experience.

CPTED Workload Estimate

Task	Process	Avg. Time
Initial review	Review and preparation of CPTED documents.	1 hour
Site visit	Review of site.	2 hours
Report writing	Documentation of project.	3 hours
Final presentation	Develop and presentation of final product.	2 hours
	Total Hours	8 hours

Using the above time estimates, total project hours can be calculated. In total, 128 hours of workload was dedicated to completing CPTED projects. The below table illustrates this calculation process:

CPTED Work Hours

CPTED projects		16
Multiplied by work hours	x	8
Total workload hours	=	128

Summary of Workload Hours

Using project completion times described previously, the total workload can be calculated. The following table details associated work hours:

Office of Public Relations Workload Hours

Task	Total Hours
Community event scheduling	282
CPTED project hours	128
Total	410

As depicted above, the total number of workload hours is 410. The base number of hours in an employee's work year is 2,080. After accounting for vacation, sick leave, training, and other absences a figure of 1,720 hours is typically more appropriate. Using this 1,720-hours figure, a total of 1,310 hours remain to complete other tasks assigned to the Office of Public Relations.

Strategic Communications Plan

Many departments throughout the United States have begun developing strategic communications plans tying current communication efforts to the department's broader goals and objectives. Such strategic communications plans focus towards effectively reaching both external and internal audiences. The Syracuse Police Department does not currently have a strategic communications plan.

As mentioned previously, the Office of Public Relations manages the department's website content. A department's website typically delivers a first impression to many community members and future employees. A police department's website should exemplify professionalism, a commitment to the community, as well as the diversity within the community. To promote transparency within the community, the department's policies, crime data, and procedures for investigating officer-involved shootings are accessible on the website. Many departments also include criminal investigation clearance data.

It is important for the community to have data available which gives them the same information that was available to the department when certain tactical and operational decisions were made. Sharing information with community partners to collaborate in addressing common problems is valuable and promotes interaction and collaboration. It is recommended the department's website be updated to a modern look, answer important community questions, provide investigative clearance data, and serve as a frontline recruitment tool.

Recommendations:

Track assigned Office of Public Relations tasks and completion time to assess workload and analyze future staffing needs.

Develop a long-term strategic communications plan with a focus on both external and internal audiences.

Update the department's website to a modern look that serves as a frontline recruitment tool and consider publishing criminal investigation clearance data.

(5)   Audit and Budget Control Division

The Audit and Budget Control Division is led by a Lieutenant and staffed with one Data Entry Clerk and two Account Clerks (authorized three). The Account Clerks are City Finance Department employees assigned to the police department who work on police department payroll processes. All Audit and Budget Control Division employees work Monday through Friday, 8am – 4pm. The Lieutenant also manages the Administrative Division and reports to the Support Services Bureau for these responsibilities.

Workload and Ability to Meet Unit Objectives

Audit and Budget Control Division responsibilities include the following:

- Manage department budget.
- Financial grant reporting.

- Invoice payments.

- Manage seizure funds.

- Manage officer secondary employment.

- Manage department cash funds.

- Manage employee travel arrangements.

- City Council budget preparations.

- Manage overtime in Telestaff.

As mentioned previously, the Account Clerks are City Finance Department employees. These employees are responsible for paying invoices and other financial tasks associated with police department operations. The Data Entry Clerk is responsible for inputting employee overtime from the Telestaff workforce management software into the City of Syracuse payroll system. Performance measures such as time to complete tasks and total tasks completed are currently not tracked by Payroll Section employees. Project team interviews indicate no backlogs are associated with current tasks assigned to the section.

The following organizational issues were highlighted during project team interviews:

- A consolidation of resources with the City Finance Department began in January of 2021. This consolidation has not been fully implemented, which causes a breakdown in certain financial processes.

- The Telestaff workforce management software program used by police department employees does not interact with the City financial software program. The inability of the two systems to interact forces police department accrued overtime hours to be inputted manually by the Data Entry Clerk.

The City Finance Department is in the process of obtaining a new software program which will interface with Telestaff. A determination regarding the consolidation of financial tasks should be evaluated immediately to fix breakdowns in financial processes. This need for an immediate determination should also address the three Finance Department employees assigned to the police department. These three positions report to a Finance Department supervisor, who does not work inside the police station. This may lead to a lack of supervisory oversight, which is important in a financial position.

As previously discussed, many tasks assigned to the division are performed by City Finance Department employees attached to the department. While certain police specific financial tasks are more suitable to be completed by the police department itself, broader financial tasks are more appropriate as a City Finance Department function. Transferring

broader financial tasks away from the department will allow for a more specific focus on police organization and crime prevention and reduction efforts.

Audit and Control Budget Division Staffing

As mentioned previously, the Audit and Budget Control Division is managed by a Lieutenant and staffed with one Data Entry Clerk and two Account Clerks (authorized three). The Account Clerks are City Finance Department employees. Many departments throughout the United States use non-sworn supervisory personnel to supervise non-sworn employees. Management and supervision of the division does not require a sworn police officer position. It is recommended that the Data Entry Clerk and duties associated with this position be reassigned to a newly created Human Resources / Budget Section located in a newly formed Administrative Bureau. The Lieutenant position should be transferred elsewhere within the department where law enforcement training is the primary skill set, full police powers are warranted, and a sworn police manager is needed.

Recommendations:

Transfer broader payroll tasks to the City of Syracuse Finance Department when staffing and capacity allows.

Transfer Audit and Control Budget Division Data Entry Clerk and associated responsibilities to a newly formed Human Resources / Budget Section within a newly formed Administrative Bureau.

Transfer the current Audit and Budget Control Division Lieutenant position to where law enforcement training is the primary skill set, full police powers are warranted, and a sworn manager position is needed.

3.   Uniform Bureau

1.   Patrol Workload Analysis

The following sections provide the analysis of patrol workload and other issues relating to the effectiveness of field services.

(1)   CAD Analysis Methodology

Our project team has calculated the community-generated workload of the department by analyzing incident records in the computer-aided dispatch (CAD) database, covering the entirety of calendar year 2022.

For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions must be met:

- The incident must have been unique.

- The incident must have been first created in calendar year 2022.

- The incident must have involved at least one officer assigned to patrol, as identified by the individual unit codes of each response to the call.

- The incident type of the event must have sufficiently corresponded to a community-generated event. Call types that could be identified with a high level of certainty as being either self-initiated (e.g., traffic stops) or other kinds of activity generated by the department (e.g., directed patrol) are not counted as community-generated calls for service.

- There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no unit code or lack of any time stamps.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service handled by SPD patrol units.

(2)   Calls for Service by Hour and Weekday

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

Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	443	346	325	335	365	352	503	2,669
1am	425	276	265	281	269	293	417	2,226
2am	407	219	221	202	225	256	396	1,926
3am	328	187	173	164	178	195	328	1,553
4am	272	161	150	152	173	181	260	1,349
5am	181	144	173	143	153	172	204	1,170
6am	211	204	197	190	173	217	210	1,402
7am	221	321	293	282	291	312	272	1,992
8am	313	380	404	392	388	417	343	2,637
9am	337	439	427	434	422	409	370	2,838
10am	433	434	434	424	451	458	416	3,050
11am	367	523	430	428	484	471	494	3,197
12pm	451	493	409	469	422	436	486	3,166
1pm	439	446	459	501	414	491	484	3,234
2pm	477	529	534	529	483	557	506	3,615
3pm	514	568	577	544	547	600	587	3,937
4pm	473	578	561	601	563	558	550	3,884
5pm	514	608	551	539	535	539	520	3,806
6pm	453	504	493	515	526	546	522	3,559
7pm	519	517	488	505	476	486	546	3,537
8pm	480	486	503	443	509	520	557	3,498
9pm	475	463	432	452	395	498	517	3,232
10pm	430	438	389	411	458	504	525	3,155
11pm	379	386	376	394	378	458	552	2,923
Total	9,542	9,650	9,264	9,330	9,278	9,926	10,565	67,555

Calls for service rise sharply to a higher activity level in the afternoon and early evening hours, before falling just as precipitously to lower levels during the nighttime and early morning hours. Interestingly, call activity is higher on the weekend – even during the daytime – in contrast with many municipalities.

The following table shows this activity visually by hour:

Call for Service Activity by Hour
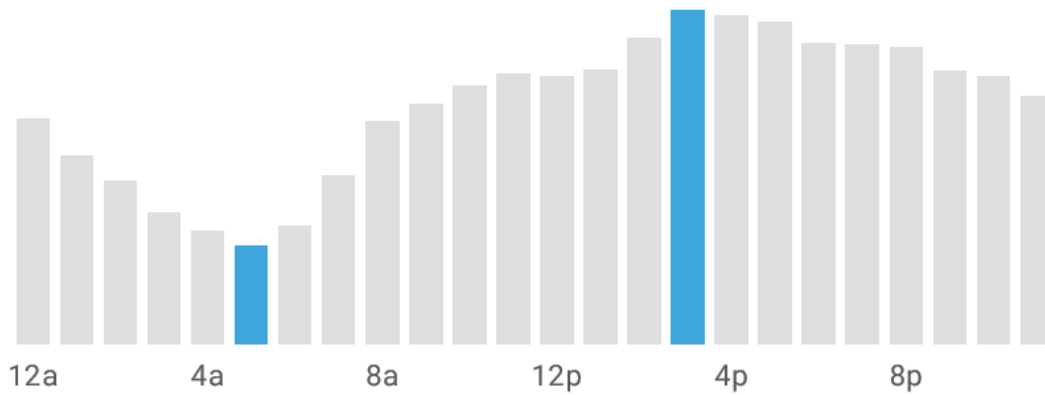
The rise and fall in call activity appears to occur in somewhat regular increments, reaching a short 'plateau' around 3:00 PM to 6:00 PM.

(3)   Calls for Service by Month

The following table displays calls for service totals by month, showing seasonal variation as a percentage difference from the quarterly average:

Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	5,063	
Feb	4,697	−10.1%
Mar	5,429	
Apr	5,267	
May	6,449	+6.9%
Jun	6,333	
Jul	6,645	
Aug	6,076	+9.0%
Sep	5,692	
Oct	5,651	
Nov	5,064	−5.8%
Dec	5,189	
Total	67,555	

Calls for service display very strong seasonality, reflective of the climate in upstate New York. Monthly call totals range from a low of 4,697 in February to as high as 6,645 calls in July.

(4)   Most Common Types of Calls for Service

The following table provides the ten most common incident categories of calls for service handled by patrol units over the last year, as well as the average call handling time (HT)[1] for each:

Most Common Call for Service Categories

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
DOMESTIC DISP. VERBAL	4,928	82.7						
DISPUTE	4,130	41.0						
ALARM BUSINESS	3,863	19.3						
DOMESTIC DISPUTE PHYS.	3,343	103.6						
HARASSMENT	3,276	51.3						
LARCENY	3,164	77.4						
MENTAL DISRNT. PERSON	2,811	42.6						
CALL FOR POLICE	2,193	24.7						
NOISE COMPLAINT	2,005	13.4						
STATUS CHECK (CITIZEN)	1,874	35.4						
All Other Types	35,968	64.4						
Total	67,555	59.1						

Verbal domestic disputes and other non-physical disputes together represent over 13% of all calls for service handled by the department, with high handling times of as much as 82.7 minutes for domestic disputes. Many of the most common incident types, excluding alarms and noise complaints, have relatively high handling times, reflecting an overall

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[1] Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.
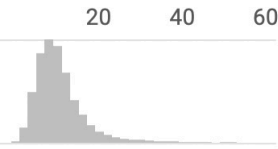
average of 59.1 minutes for all categories – well above the typical norm for many departments.

(5)   Call for Service Response Time by Priority Level

The priority level assigned to a call for service based on the circumstances of the call, and not necessarily the call type itself. For instance, an in-progress burglary could be Level 1, whereas a cold/past-tense burglary could be lower. In general, Level 1 refers to emergency incidents, Level 2 refers to urgent incidents, and Level 3 refers to non-emergency incidents.

The following table displays call for service statistics priority level, showing the distribution of calls by response time for each category, with the median (middle value) response time[2] indicated as a semitransparent blue line:

Call for Service Response Time by Priority Level

Priority Level	# CFS	% of CFS	Median RT	RT Distribution
				20 40 60
1	35,240	52%	9.5	
2	17,341	26%	29.7	
3	14,929	22%	60.6	

While response times to emergency incidents (Priority 1) are slightly high, this is more a function of the fact that this category includes over half (52%) of all calls for service handled by the department. As a result, the category includes both emergency calls and calls that are urgent and may not necessarily require an emergency response (i.e., lights and sirens). This category should be refined to separate emergency from urgent events in order to present a more accurate picture of response time performance.

However, the median response time to non-emergency events (60.6 minutes) is quite high and indicates that calls are often waiting in queue before a response can be made. Generally, this is a strong indicator of insufficient staffing, whether the issue is specific to certain times of the day or is prevalent on an overall basis.

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[2] Response time is defined in this report as the duration between the call creation timestamp and the arrival time stamp for the first patrol officer on the scene.

Recommendation:

Work with emergency communications to split Priority 1 events into two categories to better delineate emergency and urgent responses in order to provide more useful response time performance statistics to the community.

2.   Analysis of Patrol Resource Needs

Analysis of the community-generated workload handled by patrol units is at the core of analyzing field staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the service needs of the community, and by measuring the time used in responding and handling these calls, the staffing requirements for meeting the community's service needs can then be determined.

To provide a high level of service, it is not enough for patrol units to function as call responders. Instead, officers must have sufficient time outside of community-driven workload to proactively address public safety issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the service environment. As a result, patrol staffing needs are calculated not only from a standpoint of the capacity of current resources to handle workloads, but also their ability to provide a certain level of service beyond responding to calls.

With this focus in mind, the following sections examine the process used by the project team to determine the patrol resource needs of the Syracuse Police Department based on current workloads, staff availability, and service level objectives.

(1)   Overview of the Resource Needs Analysis

An objective and accurate assessment of patrol staffing requires analysis of the following three factors:

i.   The number of community-generated workload hours handled by patrol.

ii.   The total number of hours that patrol is on duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).

iii.   The remaining amount of time that patrol has to be proactive, which can also be referred to as "uncommitted" time.

This study defines the result of this process as, **patrol proactivity**, or the percentage of patrol officers' time in which they are *available and on duty* that is *not* spent responding to community-generated calls for service.

This calculation can also be expressed visually as an equation:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \text{\% Proactivity}$$

The result of this equation is the overall level of proactivity in patrol, which in turn provides a model for the ability of patrol units to be proactive given current resources and community-generated workloads. There are some qualifications to this, which include the following:

- Optimal proactivity levels are a generalized target, and a single percentage should be applied to every agency. The actual needs of an individual department vary based on a number of factors, including:

  - Other resources the department has to proactively engage with the community and address issues, such as a dedicated proactive unit.
  - Community expectations and ability to support a certain level of service.
  - Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.

- Sufficient proactivity at an overall level does not guarantee, based on workload patterns, and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, the Syracuse Police Department should generally target an overall proactivity level of at least 40% as an effective benchmark of patrol coverage. Any community engagement, proactive policing, and downtime in between calls would take place within the target range of proactive time. Should proactive time be less than those levels, however, it would come at the expense of each of these activities.

(2)   Patrol Unit Staffing and Net Availability

The Syracuse Police Department now follows a 10-hour shift configuration that assigns personnel to one of three shifts on a forward-rotating schedule of 4 on, 3 off, 4 on, 4 off. Prior to September 2023, an 8-hour shift schedule was used. For comparative purposes, both shift schedules and their performance are examined in this analysis.

The following table outlines this schedule, showing the number of positions that are assigned to each shift team (including those on long-term and injury leave, but excluding vacancies) for both the old (pre-September 2023) and new configurations:

Old Patrol Shift Configuration[3]

|	Shift	Start	End	Sgt	Ofc
A Watch	8 hrs.	2200	0600	10	59
	8 hrs.	2300	0700		
B Watch	8 hrs.	0600	1400	9	49
	8 hrs.	0700	1500		
C Watch	8 hrs.	1400	2200	11	63
	8 hrs.	1500	2300		
Total				30	171

New Patrol Shift Configuration

	Shift	Start	End	Sgt	Ofc
A Watch	10 hrs.	2000	0600	10	59
B Watch	10 hrs.	0600	1600	9	49
C Watch	10 hrs.	1400	0000	11	63
Total				30	171

While the tables provide the scheduled staffing levels, they do not reflect the numbers that are actually on-duty and available to work on at any given time. Out of the scheduled hours per year that each officer is scheduled to work in a year (excluding overtime), a large percentage is not actually spent on-duty and available in the field.

As a result, it is critical to understand the amount of time that officers are on leave – including vacation, sick, injury, military, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on administrative tasks such as attending shift briefings. The impact of each of these factors is determined through a combination of calculations made from SPD data and estimates based on the experience of the project team, which are then subtracted from the base number of annual work hours per position. The result represents the total **net available hours** of

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[3] Figures displayed in the table also include those in injury and long-term leave but exclude permanent vacancies in which the position slot is actually open.

patrol officers, or the time in which they are on-duty and available to complete workloads and other activities in the field:

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2,080 Work Hours Per Year
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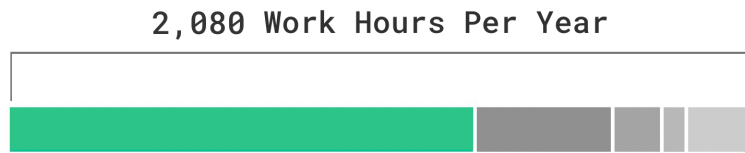
The table below outlines the calculation process in detail, outlining how each contributing factor is calculated:

Factors Used to Calculate Patrol Net Availability

Work Hours Per Year

The total number of scheduled work hours for patrol officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted from.

Base number: **2,080 scheduled work hours per year**

Total Leave Hours (subtracted from total work hours per year)

Includes all types of leave, as well as injuries and military leave – anything that would cause officers that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

Calculated from SPD data: **257 hours of leave per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours that each officer spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

Without any data recording on-duty court time specifically for patrol officers, the number of hours is estimated based on the experience of the project team.

Estimated: **20 hours of on-duty court time per year**

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year in training that are completed while on-duty and not on overtime.

Calculated from SPD data: **105 hours of on-duty training time per year**

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.

The number is calculated as an estimate by multiplying 90 minutes of time per shift times the number of shifts actually worked by officers in a year after factoring out the shifts that are not worked as a result of leave being taken.

Estimated: **90 hours of administrative time per year[4]**

Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all leave, on-duty training, court, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number:
1,424 net available hours per officer

The following table summarizes this calculation process, displaying how each net availability factor contributes to the overall net availability of patrol officers:

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[4] In order to provide a level comparison between the former shift schedule, which used 8-hour shifts, and the new configuration, which uses 10-hour shifts, the administrative time estimate is lowered from the former shift schedule. This is necessary given that the estimate is calculated on a per-shift basis, and an 8-hour configuration will have more shift days worked per year for officers. Overall net availability remains the same.

Calculation of Patrol Unit Net Availability

Base Annual Work Hours		2,080
Total Leave Hours	–	257
On-Duty Training Hours	–	105
On-Duty Court Time Hours	–	20
Administrative Hours	–	273
Net Available Hours Per Officer	=	1,424

The following chart shows this breakdown visually:

Overall, each officer combines for a total of 1,424 net available hours per year, representing the time in which they are on duty and able to respond to community-generated incidents and be proactive.

(3)   Adjusting for Two-Person Cars

The deployment of patrol cars with two officers represents another important factor in this analysis. Each patrol car is effectively a patrol unit, as they are tied together in response. While there are a number of advantages and efficiencies to deploying two-person cars, the practice also creates inefficiencies. Some responses or workloads involved in a response (e.g., transporting an arrestee to jail) require only one officer, while others could require an odd number of officers.

This analysis does not seek to determine whether SPD should alter its practice of deploying one versus two-officer cars. However, because the analysis is based on CAD data responses and the time spent by each patrol car on a call for service, the underlying availability assumptions must reflect the reality of deployment practices.

SPD does not uniformly deploy one or two-officer cars. The practices differ by shift, both based on officer safety issues, as well as officer preference. In order to account for these differences, the project team sampled watch sheets to determine the percentage of cars that are deployed as one and two-officer units. This yielded the following results; with the number of officers this represents able to be calculated backward from this breakdown:

Breakdown of One and Two-Officer Cars

Team	# 1-Ofc. Cars	# 2-Ofc Cars	Total Officers	Total Cars (Patrol Units)
A Watch	11	24	59	35
B Watch	37	6	49	43
C Watch	31	16	63	47

For instance, in A Watch, there are 11 one-officer cars (i.e., 11 officers deployed this way) and 24 two-officer cars (thus, 48 officers deployed this way), for a total of 35 cars/patrol units (59 officers deployed in total).

For staffing calculations, the relationship between the number of staff allocated and the number of cars is assumed to be consistent with the present configuration on an overall basis. This results in a need for officers that is 1.368 times greater in order to staff the required number of patrol cars. As previously noted, this is not intended as a rebuke of current deployment practices, but rather to ensure that this analysis is *consistent* with the department's deployment practices.

(4)   Overview of Call for Service Workload Factors

The previous chapter of the report examined various trends in patrol workload, including variations by time of day and of week, common incident types, as well as a number of other methods. This section advances this analysis, detailing the full extent of the resource demands that these incidents create for responding patrol personnel.

Each call for service represents a certain amount of workload, much of which is not captured within the handling time of the primary unit. Some of these factors can be calculated directly from data provided by the department, while others must be estimated due to limitations in their measurability.

The following table outlines the factors that must be considered in order to capture the full scope of community-generated workload, and provides an explanation of the process used to calculate each factor:

Factors Used to Calculate Total Patrol Workload

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers.

The calculation process used to develop this number has been summarized in previous sections.

Calculated from SPD data: **67,555 community-generated calls for service**

Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp.

In the experience of the project team, the average handling time is typically between 30 and 42 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps.

At 59.1 minutes per call, SPD is far above that range. This could indicate either a higher weighting of higher-workload calls than the typical norm or could suggest that a portion of report writing time is included in handling time (i.e., officers writing the report before clearing from the call).

Calculated from SPD data: **59.1 minutes of handling time per call for service**

Number of Backup Unit Responses

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served.

This number can also be expressed as the *rate* of backup unit responses to calls for service and is inclusive of any additional backup units beyond the first.

Calculated from SPD data: **0.96 backup units per call for service**

Backup Unit Handling Time (multiplied by the rate)

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units, representing the time from the unit being dispatched to the unit clearing the call.

Calculated from SPD data: **31.6 minutes of handling time per backup unit**

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units.

In this case, the number has been estimated based on the experience of the project team.

Estimated from SPD data: **0.33 reports written per call for service**

Report Writing Time (multiplied by the report writing rate)

The average amount of time it takes to complete a report or other assignment in relation to a call for service. Without any data detailing this specifically, report writing time must be estimated based on the experience of the project team. It is assumed that 45 minutes are spent per written report, including the time spent by backup units on supporting work assignments.

Estimated: **45 minutes per report**

Total Workload Per Call for Service

The total time involved in handling a community-generated call for service, including the factors calculated for primary and backup unit handling time, reporting writing time, and jail transport/booking time.

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 117,629 total hours in 2022.

Calculated from previously listed factors: **104.5 total minutes of workload per call for service**

Each of the factors summarized in this section contributes to the overall picture of patrol workload – the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail transport time.

These factors are summarized in the following table:

Summary of CFS Workload Factors

Total Calls for Service	67,555	57%
Avg. Primary Unit Handling Time	59.1 min.	
Backup Units Per CFS	0.96	29%
Avg. Backup Unit Handling Time	31.6 min.	
Reports Written Per CFS	0.33	14%
Time Per Report	45.0 min.	
Avg. Workload Per Call	104.5 min.	
Total Workload	**117,629 hrs.**	

Overall, each call represents an average workload of 104.5 minutes, including all time spent by the primary unit handling the call, the time spent by any backup units attached to the call, as well as any reports or other assignments completed in relation to the incident.

(5)   Calculation of Overall Patrol Proactivity

Using the results of the analysis of both patrol workloads and staff availability, it is now possible to determine the remaining time in which patrol units can function proactively. The result can then function as a barometer from which to gauge the capacity of current resources to handle call workload demands, given objectives for meeting a certain service level.

The following table shows the calculation process used by the project team to determine overall proactivity levels, representing the percentage of time that patrol officers have available outside of handling community-generated workloads:

Calculation of Overall Patrol Proactivity

Total Patrol Net Available Hours		177,994
Total Patrol Workload Hours	—	112,625
Resulting # of Uncommitted Hours	=	65,369
Divided by Total Net Available Hours	÷	177,994
Overall Proactive Time Level	=	**36.7%**

Overall proactive time is the same under both the former and current shift schedule configurations. The distribution of proactive time is, however, affected by the shift schedule and the staff allocated to each team. In many cases, this can be just as critical as the overall proactive time, which is more a measure of staffing capacity than a reflection of the experience of officers at certain times of the day and on certain days of the week.

(6)   Deployment and Shift Schedule Analysis

While **overall proactive time is a measure of whether staffing levels are adequate** – which this analysis will cover after this subsection – how proactive time is distributed reflects the effectiveness of the shift schedule. If there are certain periods with low proactive time and others with high proactive time, then it is often indicative of an imbalance between staffing levels by shift and the start times of each shift. For a shift schedule to be effective, it should match deployed resources in proportion to the workload on each shift, such that each shift has roughly the same level of proactive time, while ensuring that the night/graveyard shift has sufficient staffing for officer safety.

In order to examine the distribution of proactive time at a more detailed level, the following chart provides proactivity levels in four-hour blocks throughout the week for both the old and new shift schedules:

Proactivity by Hour and Weekday *(Old Shift Schedule)*

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	42%	65%	66%	67%	65%	62%	43%	**59%**
6am–10am	58%	40%	45%	48%	44%	48%	50%	**48%**
10am–2pm	36%	31%	36%	30%	37%	32%	36%	**34%**
2pm–6pm	29%	24%	21%	26%	23%	20%	29%	**24%**
6pm–10pm	39%	39%	39%	38%	37%	39%	31%	**37%**
10pm–2am	17%	27%	36%	25%	36%	20%	6%	**24%**
Overall	37%	37%	39%	38%	39%	36%	33%	**37%**

Proactivity by Hour and Weekday (New Shift Schedule)

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	28%	56%	57%	59%	56%	52%	29%	**48%**
6am–10am	48%	25%	31%	35%	29%	35%	38%	**34%**
10am–2pm	20%	13%	20%	12%	21%	14%	19%	**17%**
2pm–6pm	30%	25%	24%	27%	25%	24%	31%	**35%**
6pm–10pm	40%	39%	39%	37%	36%	38%	32%	**43%**
10pm–2am	24%	39%	46%	37%	45%	32%	17%	**43%**
Overall	37%	37%	39%	38%	39%	36%	33%	**37%**

Under the former shift schedule, there was a significant deficiency in the resources available during the late evening hours, with proactive time levels from 10pm to 2am falling as low as 6% on Saturday. This has been mitigated considerably in the new schedule. Proactive time levels on Saturday are higher, at 17%, although proactive time during the weekday evenings is arguably excessively high given competing demands for

staff other times of the day. In the new schedule during the 10pm to 2am period, four days have proactive time as high as 37-46% proactive time.

However, the change also reduces staffing during the 10am – 2pm period, decreasing proactive time levels by as much as 15-20% on most days during that period. The deficiency in proactive time from 10am to 2pm was not materially affected by the change, given the relative maintenance of that shift's staffing levels.

Focusing solely on the new schedule, its performance in matching resources against workload levels is slightly improved from the previous schedule, sacrificing proactive time during the daytime hours for the evening. Adjustments can be made to the staffing levels on each team in order to even out proactive capabilities, **however, at 37% proactive time, no schedule will result in adequate resources during both the daytime and evening hours.** Instead, this points to an overall staffing deficiency.

That being said, there are critical issues with the deployment of resources that can be mitigated with existing resources.

Examining the degree to which staffing shortages exist, as well as where more staff are deployed than the number required is needed to achieve the target proactive time level, can inform shift reallocation decisions. The following provides this analysis in a pair of charts, showing:

- **Deployed officers versus shortages:** Depicts the number of officers scheduled (in white columns with text) versus what is needed to reach 40% proactive time (red-shaded columns).

- **Needs versus surpluses:** Displays the number of officers that need to be scheduled to reach 40% proactive time (white columns with text), versus where the number currently scheduled exceeds that amount (green-shaded columns).

These charts factor in net availability and actual patrol workload to provide a quick visualization of where the needs are versus where there is room to redeploy, as shown below:

# of Officers Deployed vs Needed to Achieve 40% Proactive Time

Deployed / Shortages
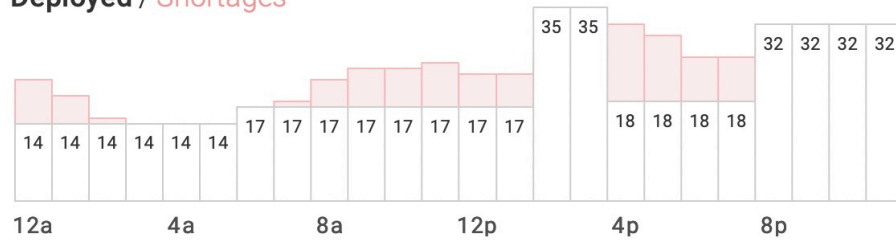
Needs / Surpluses
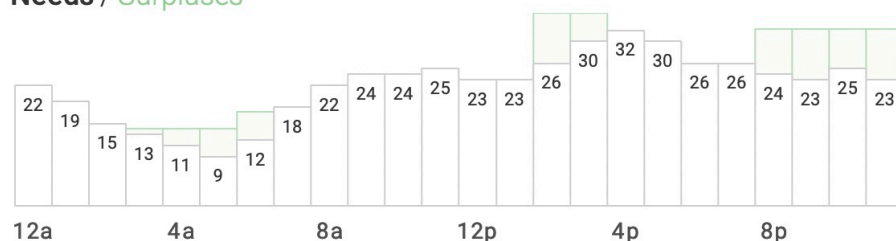
Fewer officers are deployed on day shift than on swing shift, despite having high workload levels on both. This in turn widens the gap between what is needed versus what is deployed, resulting in low proactive time.

In order to address the extremely low staffing relative to needs during the late morning and early afternoon period, it is clear that more staff are needed on the day shift. Pulling from the night/graveyard shift (A Watch) is difficult because officer safety must be provided for. Thus, the only means of addressing this issue with existing resources is by shifting officers from swing shift (C Watch) to day shift (B Watch).

To mitigate the severe level of proactive time during the daytime hours, an alternative shift configuration was examined that shifts five officers can be transferred from swing shift to day shift and moves the start time of the day and night shifts each back by 30 minutes. Under this configuration, day shift would work 0630 to 1630, with night shift working 2030 to 0630.

The effects of these changes can be shown in the following proactive time chart by hour and weekday:

Proactive Time by Hour and Weekday (Alternative Shift Configuration)

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	28%	56%	57%	59%	56%	52%	29%	**48%**
6am–10am	52%	31%	37%	40%	35%	40%	43%	**39%**
10am–2pm	28%	22%	28%	21%	29%	23%	28%	**26%**
2pm–6pm	34%	30%	28%	32%	31%	28%	35%	**38%**
6pm–10pm	30%	30%	29%	27%	26%	29%	21%	**33%**
10pm–2am	22%	37%	44%	35%	43%	30%	15%	**40%**
Overall	37%	37%	39%	38%	39%	36%	33%	**37%**

Clearly, there are still deficiencies in proactive time overall and by hour, but the issues are greatly ameliorated compared to current conditions. Based on the evidence, these changes should be made, contingent upon union agreement.

Recommendation:

To balance patrol capabilities and service levels by time of day, shift five officers from swing shift (C Watch) to day shift (B Watch), and set the start times back for day shift and night shift (A Watch) back by 30 minutes.

(6)   Patrol Staffing Levels Required to Meet Service Level Objectives

To determine staffing needs, it is also important to consider the number of vacancies that currently exist, as well as the rate of turnover. An agency will never be fully staffed, as there will always be vacancies occurring as a result of retirement, termination, and other factors. When these events occur, it takes a significant amount of time to recruit a new position, complete the hiring process, run an academy, and complete the FTO program before the individual becomes an on-duty officer. Given this consideration, agencies must always hire above the number needed to provide a targeted level of service.

The amount of 'buffer' that an agency requires should be based on the historical rate of attrition within patrol. Attrition can take many forms – if it is assumed that the majority of vacancies are carried in patrol staffing, a vacancy at the officer level in any other area of the organization would consequently remove one officer from regular patrol duties. Likewise, promotions would have the same effect, in that they create an open position

slot in patrol. Not included, however, are positions that become vacant while the individual is still in the academy or FTO program, and they are not counted in our analysis as being part of 'actual' patrol staffing.

Given these considerations, **an additional 9% *authorized* (budgeted) positions should be added on top of the actual number currently filled (actual) positions in order to account for turnover** while maintaining the ability to meet the targeted proactivity level. The resulting figure can then be rounded to the nearest whole number, assuming that positions cannot be added fractionally. It is worth noting that the number of officers needed without turnover is fractional, as it is an intermediate step in the calculation process.

These calculations are shown in the following table:

Calculation of Patrol Officer Staffing Needs

Total Workload Hours		112,625
Proactivity Target		40%
Staffed Hours Needed	=	*187,708*
Net Available Hours Per Unit	÷	1,424
Turnover Factor	+	9%
Patrol Units Needed	**=**	**144**
Adjustment for 2-Ofc. Cars	*=*	*1.368x*
Total Officer FTEs Needed	**=**	**197**

Based on workload, availability, and proactive time targets – and after accounting for the impact of turnover on staffing needs, SPD should allocate at least 197 officer positions to regular patrol roles. Current budgeted staffing levels are 210 patrol officers across the three shifts, reflecting a significant number of vacancies that exist currently. As a result, from a standpoint of authorized (budgeted) strength, SPD has sufficient staffing to meet patrol service demands. However, given the number of vacancies, it is clear that this is not the current experience of officers on duty.

It is also important to note that the effect of cumulative vacancies cannot be solved by authorized staffing alone. The turnover factor is designed to provide a balance against the rate of attrition, assuming new recruits can complete the academy and FTO program each year. If unfilled positions are lost at a rate greater than they are replaced over a

several-year timespan, then other adding more authorized positions is unlikely to solve that problem.

(7)   Additional Conclusions Regarding Patrol Proactivity and Resource Needs

The overall patrol proactivity level should function as a barometer of potential resource capacity to handle workloads and be proactive, and different levels have varying implications for the effectiveness of an agency in being proactive at addressing public safety issues and engaging with the community. These considerations can be summarized as follows:

- As proactive time reaches severely low levels (**20% and below**), calls are frequently queueing, and response times are measurably becoming much higher, particularly for lower priority calls for service. **At these levels, proactive time is more a measure of how diminished the service level becomes**, rather than one of the quality of proactive efforts.

- In agencies that are severely understaffed in patrol functions, and consequently have very little proactive time (**under 35% overall**), calls will frequently be held in queues as resources cannot handle the incoming workload. Proactivity also falls behind, as officers in such agencies would have little to no time to be proactive. When gaps do occur, the high rate of workload relative to available time can have a limiting factor on self-initiated generation, as officers avoid being tied up on a proactive activity such as a traffic stop in case priority calls for service occur.

- As proactivity increases (**around 35-45% overall**), the generation of self-initiated activity rapidly increases, as officers are able to deal with already-identified opportunities to proactively address issues in the community, some of which are prioritized and project-oriented engagements.

- Beyond those levels (**at least 45-50% overall)**, depending on scheduling and deployment efficiency, the time available for proactive policing increases further, and opportunities to engage in self-initiated activity expand. However, the number of priority needs for self-initiated activity (e.g., addressing narcotics activity) also decrease. Despite this, no limitations exist on the time that can be spent on activities such as saturation/directed patrols and community engagement activities.

The findings from this analysis are particularly notable given that as the proactivity level increases, the number of officers needed to raise it further grows exponentially. Whereas at low proactivity levels, adding several more officers would have a significant effect on overall proactivity, doing so at high proactivity levels (>60%) would have very little effect.

The following chart provides a visualization of this issue, showing the diminishing returns of adding additional officers on patrol proactivity and service levels:

Diminishing Returns: Officers needed to reach proactive time levels
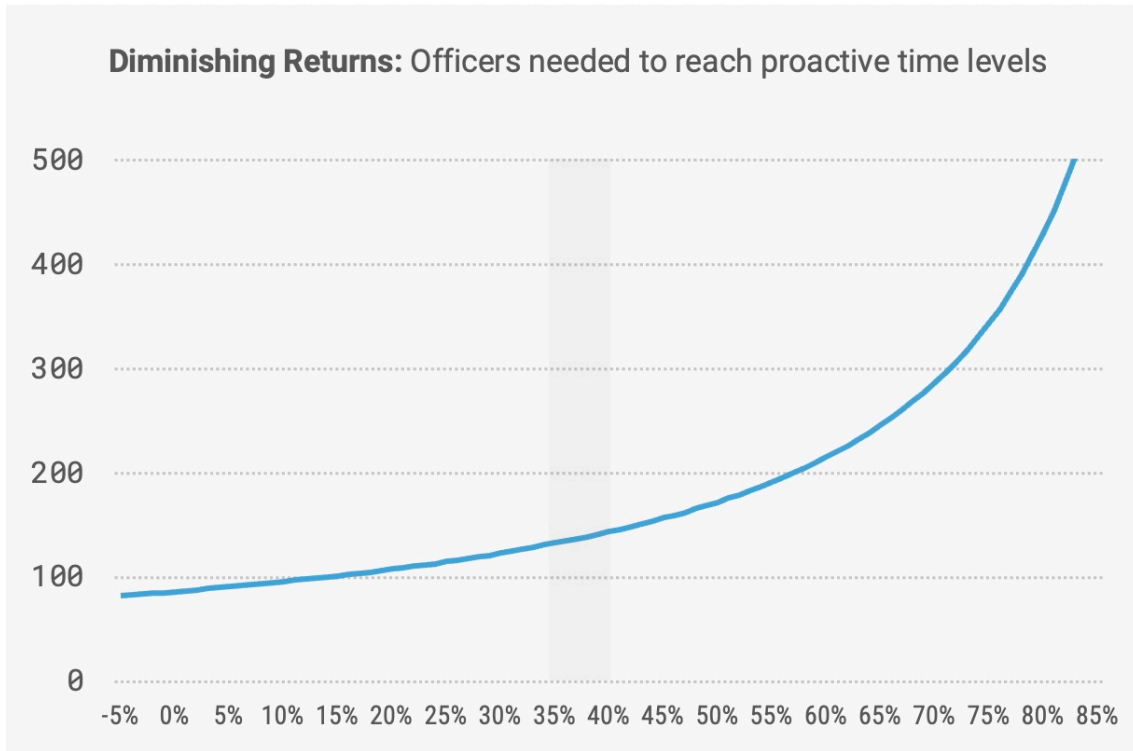
The Syracuse Police Department currently sits in the middle of the gray-shaded target range, at which point there is still considerable value gained per each additional position in terms of the effect on proactive time.

(8)   Patrol First-Line Supervision

Ensuring that patrol has adequate supervision is critical to the effectiveness of patrol operations in the field.

Staffing needs for patrol sergeants can be measured by span of control ratios, or the average number of officers assigned to sergeants. Many of the key drivers of sergeant workloads include report review, use of force and pursuit review, and performance evaluations, scale directly with the number of officers that are assigned to a sergeant. Consequently, the more officers that are assigned per sergeant, the less time that sergeants are able to be out in the field directly supervising them. In general, no sergeant should supervise more than about 9 officers.

These targets should be adjusted based on the administrative duties that sergeants are required to handle. If sergeants handle more responsibilities with significant workloads

than is typically the case, then the span of control that an agency should target for should be lower than normal, ensuring that sergeants supervise fewer officers.

The following table compares authorized sergeant and officer staffing levels by watch (shift team) to examine the span of control ratios for each group:

Span of control Ratios by Watch

Watch	# Sgt.	# Ofc.	# CSO	Span of Control
A	9	72	1	**8.1**
B	10	62	3	**6.5**
C	11	76	5	**7.4**

A Watch currently has one overhire (i.e., 10 actual positions over 9 budgeted). In order to be more consistent with the span of control ratios of other shift teams, this position should be made permanent. In effect, this results in an authorized staffing increase of 1 sergeant position for that team.

Recommendation:

Increase the number of sergeant positions authorized to A Watch (1st Platoon) in Patrol by 1, for a total of 10 sergeants.

3.   Self-Initiated Activity

The analysis to this point has focused exclusively on the reactive portion of patrol workload, consisting of community-generated calls for service and related work. In the remaining available time, which is referred to in this report as proactive time, officers are able to proactively address public safety issues through targeted enforcement, saturation patrol, community engagement, problem-oriented policing projects, and other activity. Equally critical to the question of how much proactive time is available is how and whether it is used in this manner.

There are some limitations on how the use of proactive time is measured, however. Not all proactive policing efforts are tracked in CAD data, such as some informal area checks, saturation patrol, miscellaneous field contacts, and other types of activity. However, many categories of officer-initiated activity are nonetheless recorded, such as traffic stops, predictive policing efforts, and follow-up investigations.

Nonetheless, CAD data does provide for a significant portion of officer-initiated activity to be analyzed to examined for how utilized uncommitted time is for proactive policing.

(1)   Self-Initiated Activity by Hour and Weekday

Self-initiated activity displays different hourly trends compared to community-generated calls for service, as illustrated in the following table:
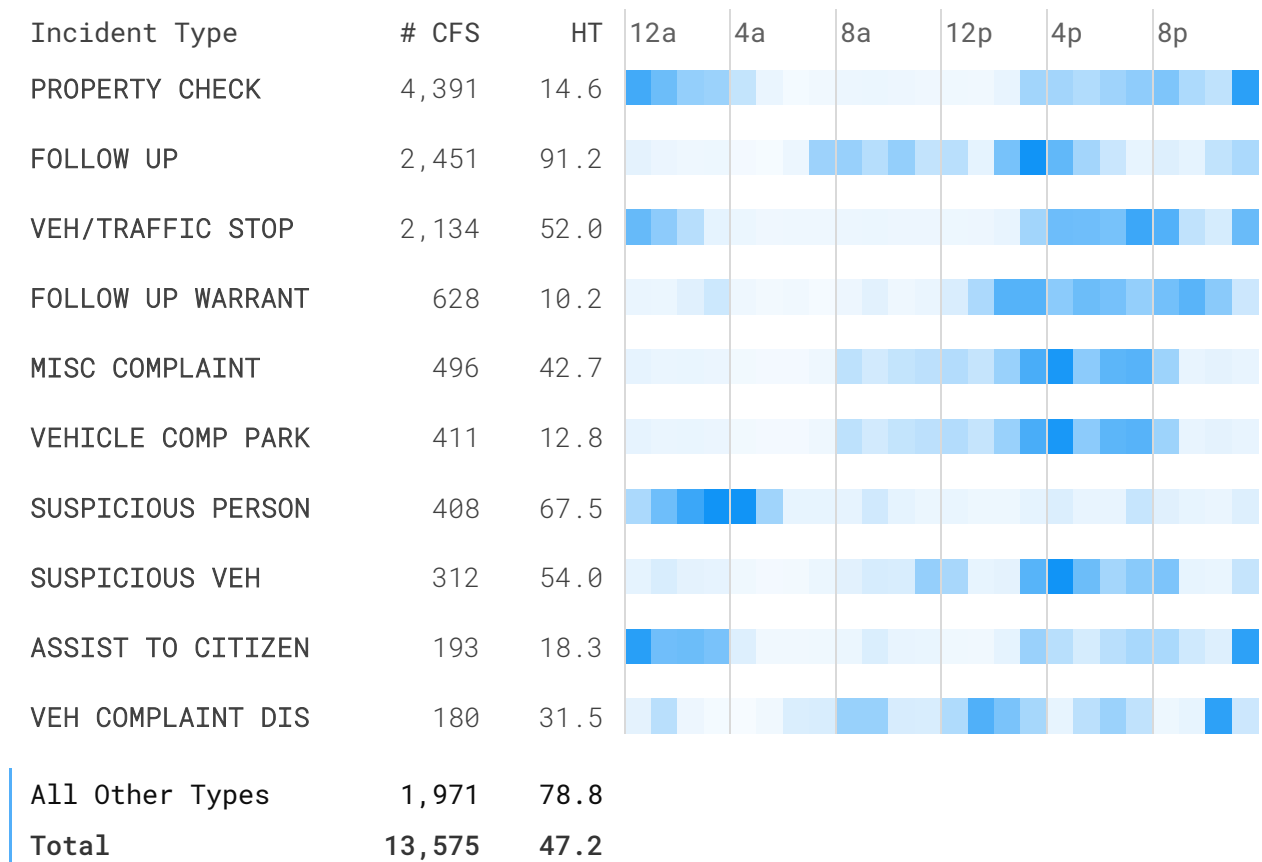
Self-Initiated Activity by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	83	119	132	133	120	150	96	833
1am	106	78	117	98	131	94	69	693
2am	81	72	94	100	81	93	79	600
3am	68	65	91	82	82	92	70	550
4am	47	55	56	67	47	65	62	399
5am	32	28	27	36	34	26	23	206
6am	22	25	30	26	22	20	20	165
7am	32	34	51	57	48	59	40	321
8am	42	60	55	69	69	67	50	412
9am	44	59	66	53	79	62	65	428
10am	32	77	59	67	54	77	59	425
11am	39	46	43	48	67	70	50	363
12pm	51	60	70	57	58	63	48	407
1pm	22	23	58	48	67	38	32	288
2pm	74	79	85	70	82	66	50	506
3pm	115	138	130	150	148	100	133	914
4pm	121	141	97	151	140	122	127	899
5pm	106	116	114	145	86	114	106	787
6pm	72	73	118	109	176	120	75	743
7pm	79	87	133	100	205	134	96	834
8pm	60	100	142	131	163	142	110	848
9pm	44	81	78	76	128	76	60	543
10pm	66	78	74	57	65	73	66	479
11pm	110	114	161	176	141	124	106	932
Total	1,548	1,808	2,081	2,106	2,293	2,047	1,692	13,575

Self-initiated events are generated at about a quarter of the rate that community-generated calls for service occur, reflecting the low proactive time during daytime hours when self-initiated activity is most valuable. Instead, the hours in which more self-initiated events are generated match the hours with higher proactive time under the new shift schedule.

(2)   Self-Initiated Activity by Category

Unlike community-generated calls for service, self-initiated activity is typically more concentrated over a few call types:

Most Common Categories of Self-Initiated Activity

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
PROPERTY CHECK	4,391	14.6						
FOLLOW UP	2,451	91.2						
VEH/TRAFFIC STOP	2,134	52.0						
FOLLOW UP WARRANT	628	10.2						
MISC COMPLAINT	496	42.7						
VEHICLE COMP PARK	411	12.8						
SUSPICIOUS PERSON	408	67.5						
SUSPICIOUS VEH	312	54.0						
ASSIST TO CITIZEN	193	18.3						
VEH COMPLAINT DIS	180	31.5						
All Other Types	1,971	78.8						
Total	13,575	47.2						

Property checks are by are the most common type of self-initiated activity, with only just over 2,000 traffic stops completed over the entire year – equating to a rate of under 6 stops per day.

(3)   Total Utilization

The usage of proactive time can be examined through total utilization – the percentage of officers' net available time that is spent handling both community-generated calls for service and self-initiated activity.

Below 70% or so utilization, there is ample time that is not spent either responding to calls or being proactive. The goal is not necessarily to reach 100%. During the nighttime, there are not as many opportunities to use proactive time. Furthermore, a utilization percentage

of 90% at a certain time, for instance, would still indicate officers routinely going from call to call without having substantive time to use for proactive policing.

The following chart shows the results of this analysis:

% of Available Time Utilized on Either Calls for Service or Self-Initiated Activity

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	77%	47%	47%	45%	47%	53%	75%	**56%**
6am–10am	57%	82%	79%	71%	78%	73%	67%	**72%**
10am–2pm	84%	91%	86%	94%	85%	92%	85%	**88%**
2pm–6pm	78%	84%	84%	83%	86%	86%	78%	**73%**
6pm–10pm	64%	66%	68%	69%	73%	68%	73%	**63%**
10pm–2am	44%	49%	43%	48%	42%	51%	56%	**63%**
Overall	68%	69%	67%	68%	68%	70%	73%	**69%**

The utilization analysis reflects the proactive time analysis (albeit in reverse), with the extremely high levels of utilization during the morning and daytime hours reflecting the fact that there is insufficient staffing during these times.

4.   Feasibility of Implementing Alternative Response Strategies

The following sections examine opportunities to divert calls for service from sworn patrol response to other means, allowing service levels to be improved with limited resources, while also providing the potential for quicker responses to lower-priority calls for service.

(1)   Overview of the Call Diversion Framework

In recent years, more and more has been asked of officers. Police have been called to function as social services in responding to issues of homelessness and mental health issues and serve numerous other roles beyond what was expected in the past. At the same time, service level expectations have not diminished. Perhaps more than ever, police have been asked to respond to minor, non-emergency calls such as non-injury accidents, and calls that simply do not need to be not law enforcement matters.

Although this analysis focuses on establishing a civilian field responder classification to handle low-priority calls for service, it is critical to stress that this is part of a greater

picture of call diversion. Reducing police workload involves using not only civilian field responders, but emphasizing and expanding phone and online reporting, as well as specialized teams to handle calls revolving around homelessness and mental health issues.

The following pair of diagrams provide an illustrative model for how call diversion can reduce the involvement of police in handling certain types of workload, handling those calls through other means instead:

Before Implementing Call Diversion Approaches
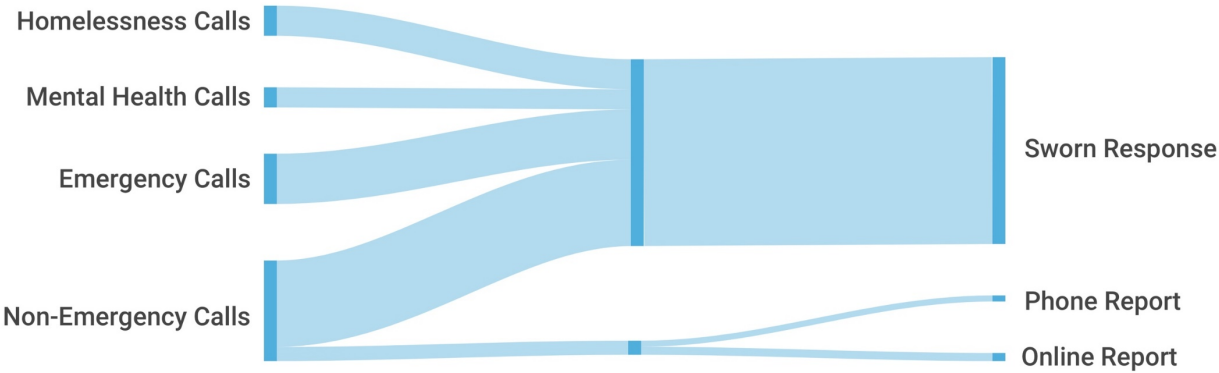
After Implementing Call Diversion Approaches
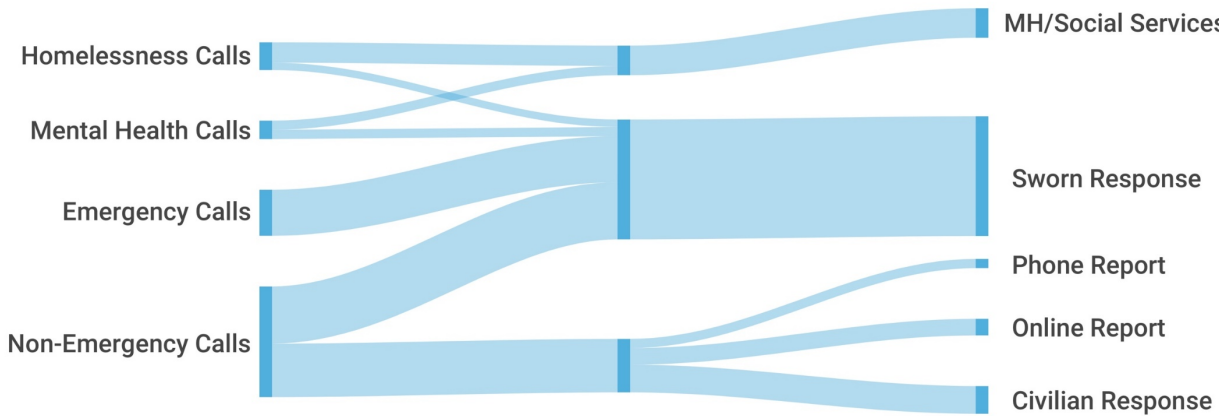
Reducing patrol workload through an array of different approaches can free patrol officers' time to focus on the types of activities that benefit most from their skillsets, such as proactive policing, responding to emergency calls for service, and engaging with the community.

This chapter examines the feasibility of implementing call diversion, particularly through alternative approaches to mental health crisis response and the expansion of SPD's CSO program to handle more lower-priority calls for service.

(2)   Mental Health Crisis Response

Specialized response to mental health crisis response has emerged as a critical need for departments. In the absence of any programs or training to respond to individuals experiencing crisis, particularly when underlying conditions are present, officers can be ill-equipped to respond effectively. In some cases, officers may unintentionally escalate situations that may have been avoided with better knowledge and training involving mental health disorders.

(2.1)   Workload Related to Mental Health Crisis

To identify the types of events that often involve mental health crisis, several relevant events were analyzed within the computer-aided dispatch (CAD) data, given that there are no incident types or flags that specifically correspond to mental health crisis. As a result, events must be selected that *most likely* correspond to such events. The following table provides these, as well as the total number of unique calls for service and the average primary unit handling time for each:

Workload From Events Often Involving Mental Health Crisis

Call Type	# CFS	Avg. HT
MENTAL DISORIENTED PERSON	2,811	42.6
STATUS CHECK (CITIZEN)	1,874	35.4
SUICIDE	1,392	63.2
INTOXICATED PERSON	644	29.9
MENACING	453	94.9
LEWDNESS	207	32.8
Total	7,381	46.5

Although not all of these events correspond to mental health crisis, in total, they account for approximately 5,721 hours of workload for the primary unit's handling time alone – excluding any report writing workloads and handling time by any backup unit responses. This underscores the significant potential for diversion of these events.

Of additional importance to decisions regarding how staff should be deployed who specialize in handling mental health crisis events is the times they occur. The following

chart provides a visualization of this, displaying the relative frequency in which these events are most likely to occur by hour using proportional circles:

CAD Incident Types Used as Proxy For Mental Health Crisis Events
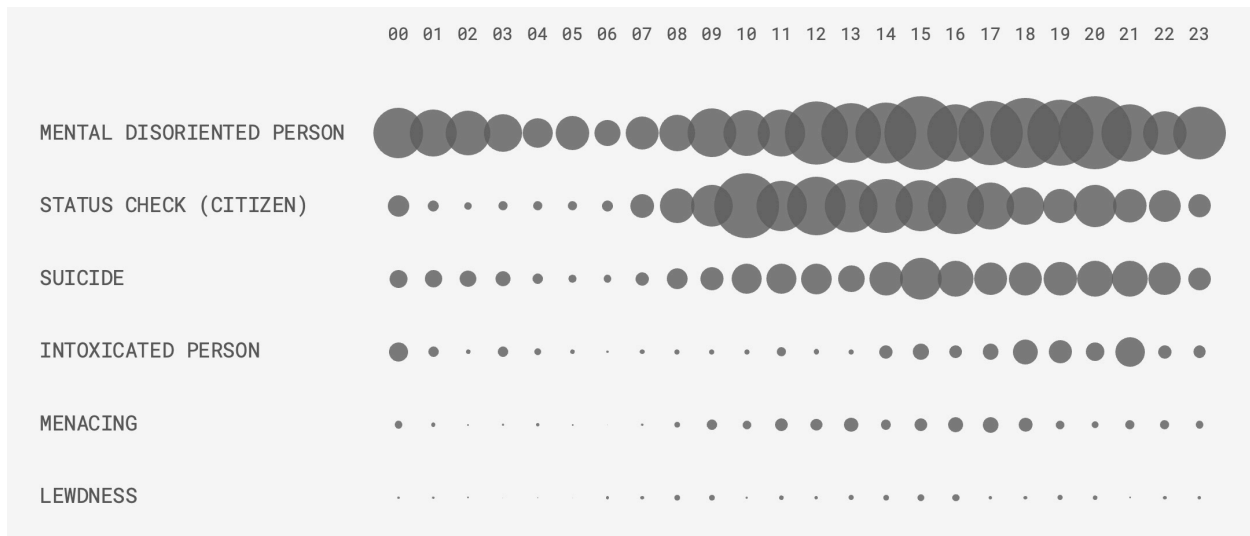
Clearly, the need for specialized response to mental health crisis events is nearly around the clock, with an uptick in the call type "MENTAL DISORIENTED PERSON" beginning around 9:00AM and only dropping off around 3:00AM – an 18-hour window. The most significant period for this activity is from around 12:00PM to 9:00PM – a 9-hour window.

The following subsections examine two different approaches to providing specialized response to these events: Crisis intervention training and a dedicated co-response model.

(2.2)   Crisis Intervention Training

Crisis intervention training (CIT) is a specialized training program that equips officers with the tools to be able to better respond to events centered around individuals experiencing mental health crisis. It provides officers with knowledge on symptoms to recognize in psychiatric disorders, what communication techniques may or may not work, and strategies to de-escalate the situation – many of which can differ from traditional approaches. The training is provided as a 40-hour module and has been developed in partnership with national law enforcement and mental health experts.

The Syracuse Police Department has been in the process of training more officers in CIT, an As a goal, the department aims for around 20% of patrol officers to have the training.

CIT-trained officers have been shown to refer or transport individuals experiencing mental health crisis less often than those that are not CIT-trained and are less likely for

the incident to result in an arrest being made[5] – thus showing clear effectiveness in diversion. In the absence of specialized teams, this is a particularly critical resource. However, the potential creation of specialized mental health crisis response teams does not erase the value of having more officers trained, as teams will not always be available or the first on scene. As a result, having a 'base' level of adeptness in responding to these types of events is highly valuable.

At a goal of 20% of officers with CIT training, it is unlikely that one of the first officers at the scene of a mental health crisis event will be CIT-trained, thus limiting the benefit of the training and ensuring that a CIT-informed response is not centered in operational practice. Consequently, this goal should be expanded to at least 60%. Given that CIT-trained officers may be promoted to sergeant, be reassigned to a specialized unit, or retire/separate from the agency – as well as to expedite the implementation of this important need – the department should strive to achieve the goal of 60% patrol officers being CIT-trained within the next two years.

(2.3) Co-Response Model

An emerging approach to mental health crisis response is to pair officers with clinicians in the field who deploy and respond to events centered around individuals experiencing crisis, typically referred to as the co-response model.

This strategy diverts the role of field crisis identification and communication from law enforcement to a highly specialized clinician, who is joined by a police officer to provide safety and security, arrest powers, and transport abilities if needed. As with the CIT (crisis intervention training) model, which gives officers a 40-hour course on recognizing and responding to mental health crisis. The practice can achieve significant outcomes in reducing instances of force being uses or even arrest in events centering around mental health crisis, although research on the subject is still evolving.

An advantage of the co-response model is that it does not depend on the implementation of wider changes to organizational culture. Another strength is that the model centers around clinicians whose only focus is on their behavioral health skillset and are not concurrently focusing on responding in the capacity of an officer to the scene of an emergency situation.

To make a co-response program effective, it is essential that the specialized teams are available when the calls principally occur. If the program is only staffed for day shift hours, then co-responders are not available during the hours when mental health crisis

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[5] Compton, Michael T., et al. "The police-based Crisis Intervention Team (CIT) model: II. effects on level of force and resolution, referral, and arrest." Psychiatric Services, vol. 65, no. 4, Apr. 2014, pp. 523–529, https://doi.org/10.1176/appi.ps.201300108.

events generally occur. Otherwise, when any co-response teams are not on duty, responsibility for responding to mental health crisis events would revert back to patrol officers.

Currently, a co-response program is provided through Onondaga County as a partnership with non-profit mental health groups and is available to respond across multiple shifts. To make this program more available within Syracuse specifically, the department should work with the county and non-profits to contribute staffing resources and form a regional partnership. This would increase both the number of teams that are deployed, as well as the hours and days that the units are available, and thus increase its availability – particularly in Syracuse where the gaps are most significant and events are frequent. Should it not be possible to form a regional partnership, the Syracuse Police Department should form its own mental health crisis response team.

In either option, an investment in staffing resources is needed in order to ensure that availability is maintained. As noted earlier, for a program such as this to be effective and used by officers in the field as a first priority, it needs to be available when mental health crisis events occur. If the program is consistently unavailable or if their response is likely to take too long, officers will be less likely to call on the team in the field or see it as a necessity.

Recommendations:

Establish three mental health crisis response teams staffed by an officer paired with a field clinician. *Or alternatively,* **partner with Onondaga County to contribute teams and develop a regionalized approach to mental health crisis response.**

In total, creating mental health crisis response teams (in either option) requires an additional 3 Officer positions and 3 Clinician positions (a new classification).

Increase the target percentage of officers who are CIT trained from 20% to 60% and set a goal of accomplishing this level within the next two years.

(3)   CSO Call Diversion

SPD currently staffs 7 CSOs (8 budgeted) across 3 shifts – 1 on A Watch, 3 on B Watch, and 4 on C Watch (5 budgeted).

CSOs currently provide several roles in SPD. They can be staffed at the station desk, assisting walk-ins and handling administrative tasks, and can also be deployed in the field, providing support to patrol officers and handling non-emergency calls for service that do not require a sworn officer to handle.

The following table provides the number of community-generated calls for service they responded to in the same year of data used for the patrol analysis, organized by incident type:

CSO Responses to Calls for Service

Incident Type	# CFS	HT
MV COLLISION DAMAGE ONLY	338	68.8
VEHICLE COMPLAINT PARK	313	32.3
VEHICLE COMPLAINT DISABLED	15	34.8
MOTOR VEHICLE COLLISION INJURIES	14	36.6
PROPERTY LOST/FOUND	10	48.5
MV COLLISION LEFT SCENE	8	57.7
MV COLLISION POSSIBLE INJURIES	5	37.8
TRAFFIC PROBLEM	3	28.7
FIRE CALL	3	51.1
PROP DAMAGE	2	91.1
AMBULANCE	1	33.7
MV COLLISION STRUCTURE INVOLVED	1	21.9
VEHICLE COMPLAINT ABANDONED	1	36.8
MOTOR VEHICLE COLLISION BUS	1	88.5
DISPUTE (CIVIL DISAGREEMENT)	1	22.0
VEHICLE COMPLAINT STOLEN	1	138.1
WATER PROBLEM, HYDRANT ETC.	1	30.0
HARASSMENT	1	0.2
HAZARDOUS CONDITION	1	35.1
Total	**720**	**50.5**

In as many as 92% of these incidents, CSOs were the primary responding unit, and no patrol officer responded to the call. In instances such as these, CSOs are able to directly relive patrol officers and reduce their workload, thus increasing the amount of time they have to be proactive. In essence, using CSOs to divert workload from patrol allows patrol officers to focus on the types of work they are best equipped to handle.

Among each of the most common types of incidents that CSOs handle, their responses represent a small percentage of the total number of calls for service in those categories.

This indicates that there may be opportunities to expand the program and increase the number of calls that they are able to divert from patrol officers.

To determine the number of calls that could feasibly be handled by a civilian CSO responder, the project team examined the same CAD dataset used for the patrol, examining only incidents that have been identified as community-generated calls for service handled currently by patrol officers.

(3.1)   Building a Call Diversion Program Based on the Experience of Other Agencies

Before the scope of an expanded CSO program can be determined, it is critical to examine what the scope would actually be comprised of – in terms of which calls the civilian responders could feasibly handle, and what percentage of those call types would a sworn officer be required to respond to.

To better inform the call diversion analysis, the project team used comparative data from other agencies that deploy civilian CSOs (i.e., civilian call responders) to handle calls for service in the field. In each of these agencies, CAD data has been analyzed using the same methodology in order to provide for a more level analysis.

While agencies can have vastly different approaches to categorizing calls, many of the types of calls relevant to this analysis are largely congruent across datasets, with differences mainly affecting the striation of severity between call subtypes (e.g., minor and major injury accident categories).

To ensure that this is the case, agencies were selected that are in the same state, partly for their similarity in call types, since many reflect penal code numbering systems. Nonetheless, some aggregation of call types was needed in order to group calls under the same broad categories. For instance, one CAD database may have a call type for "Missing Juvenile" but not "Runaway Juvenile", while others have distinct call types for both. On the issue of a different state being used, it should be noted that civilian responders would not require arrest or citation powers for the call types in question, thus removing some legal complexity in terms of the state they would be operating in.

The following table summarizes the results of this comparative analysis, showing percentage of calls that were diverted to CSOs in each agency by type of call:

% of Calls Handled by CSOs During Their On-Duty Hours

Type	Fremont	Rancho Cordova	Roseville	Mountain View	West Sacramento	Avg.	Max
Traffic Hazard	50%	11%		50%		37%	50%
Theft	25%	41%	39%	35%	53%	39%	53%
Accident (Non-Inj.)	20%	22%	14%	42%		25%	42%
Theft From Vehicle	65%	41%	56%	46%	66%	55%	66%
Auto Theft	66%	45%	42%	55%	62%	54%	66%
Recovered Stolen	65%	44%	35%	58%	21%	45%	65%
Lost/Found Property	70%	18%	47%	67%	50%	50%	70%
Graffiti	56%		80%		50%	62%	80%
Vandalism	15%	20%	37%	47%	49%	34%	49%
Runaway/Missing	50%	25%	40%	48%	37%	40%	50%
Burglary-Residential	60%	38%	39%	52%	50%	48%	60%
Burglary-Comm.	74%	60%	39%	60%	50%	57%	74%
Fraud		15%	33%	49%	63%	40%	63%
Parking Complaint	82%		27%	70%		60%	82%
Grand Theft		21%	31%	30%	59%	35%	59%
Accident (Min. Inj.)	16%	15%	12%	47%		23%	47%
Property Pickup		12%		93%		53%	93%
Diversion Rate[6]	20%	11%	10%	29%	12%	16%	29%

From this analysis, it is clear that there are prevailing practices and significant precedents for a wide range of calls to be handled by civilian responders as an alternative. This includes many calls involving the report of crimes, such as burglaries (cold only/past tense), fraud, and theft incidents; as well as a number of process-oriented workloads such as events involving lost/found property or recovered stolen property.

The common traits among the selected call types principally include the following:

- Lack of on scene suspects/perpetrators; consequently, low risk involved.

- Lack of two conflicting parties (such as in a domestic incident).

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[6] "Diversion Rate" refers to the percentage of calls of each type that were handled by CSOs as opposed to patrol officers.

- Arrests do not need to be made in responding to the call.

The maximum values for the percentage of diverted calls are most relevant in this analysis, as they show the upper potential for call diversion. Lower values could be caused by insufficient numbers of CSOs on duty and are not necessarily a result of their eligibility to handle the call.

(3.2)   Analysis of Call Diversion Potential

Based on the comparative analysis of other agencies that deploy CSOs to a wider of calls for service, the project team analyzed the feasibility of implementing a program with a similarly expanded scope in the Syracuse Police Department.

For each call type, not all calls can be diverted. Certain factors may prevent CSOs from being eligible or the right resource to handle the call. For instance, in burglaries, CSOs would only be able to handle cold burglaries, particularly when the resident has already re-entered the house. If the burglary is in progress, or the house needs to be checked before the resident can re-enter, then a CSO would not be able to handle the call. This results in a maximum diversion percentage that is well below 100% of all calls of that type.

SPD call types were mapped against the categories used in the comparative analysis, with percentages assigned that reflect rounded values from the upper potential (max) values of the comparative agencies. Translating the categories into the call type categorization SPD uses, the relevant calls are highly similar to those used in the comparative context. The following table categorizes them into broader groups, and lists their matching diversion percentage based on the comparative data:

Call Types Identified for Diversion

Category	Incident Type	% to Divert
Traffic/Parking	MV COLLISION DAMAGE ONLY	40%
	VEHICLE COMPLAINT PARK	80%
	HAZARDOUS CONDITION	50%
	VEHICLE COMPLAINT DISABLED	50%
	TRAFFIC PROBLEM	50%
Cold Report	BURGLARY	60%
	VEHICLE COMPLAINT STOLEN	65%
	IDENTITY THEFT	50%

Category	Incident Type	% to Divert
Miscellaneous	MISSING PERSON	50%
	PROPERTY LOST/FOUND	70%
Property	LARCENY	50%

It is also worth considering that agencies allow many of these call types to be reported online, such as non-injury accidents, thefts, thefts from vehicles, and property damage. The effectiveness of diversion can be increased by allowing for a spectrum of different parallel approaches, rather than relying on one method.

Nonetheless, as noted earlier, these percentages represent the maximum potential for diversion, rather than what is likely to take place based on staffing, deployment, and other factors.

Using these percentages, SPD CAD data (covering the same time period used for the patrol analysis) can be used to identify how this potential translates into workload being diverted from patrol officers. The following table presents the results of this analysis:

Estimated Potential for SPD Non-Emergency Call Diversion

Incident Type	# CFS	Avg. HT	% to Divert	# Diverted	Work Hours
MV COLLISION DAMAGE ONLY	1,802	78.5	40%	721	1,123
VEHICLE COMPLAINT PARK	1,693	24.2	80%	1,354	884
HAZARDOUS CONDITION	948	21.1	50%	474	285
VEH COMPLAINT DISABLED	541	34.3	50%	271	223
TRAFFIC PROBLEM	158	17.6	50%	79	43
BURGLARY	1,666	99.5	60%	1,000	1,909
VEHICLE COMPLAINT STOLEN	705	126.4	65%	458	1,080
IDENTITY THEFT	101	86.5	50%	51	86
MISSING PERSON	812	112.6	50%	406	863
PROPERTY LOST/FOUND	378	71.1	70%	265	380
LARCENY	3,164	77.4	50%	1,582	2,436
Total			–	**6,661**	**9,313**

This analysis demonstrates that, based on the experience of other agencies, up to 6,661 calls for service could be diverted to civilian response. This represents about 9.9% of all calls handled by the department.

The identified calls represent a total of 9,313 workload hours based on each call type's average handling time, and assuming that one out of every three calls will require a report in addition that takes 45 minutes on average to complete.

Reducing patrol officer workload at this level of magnitude would markedly increase their ability to be proactive and engage with the community, as well as work towards addressing service level inadequacies and inequities across all patrol areas. In isolation – without considering the effect of other recommendations, such as staffing level changes – **diverting 9.9% of all calls for service would increase patrol proactive time from 37% to 42%, significantly improving service levels.**

To realize the potential for call diversion, the analysis must consider how such a program would be staffing and deployed. It would not be feasible for call responders to operate on a 24-hour basis, so the hourly frequency of the identified call types is a critical area to examine.

The following chart provides a visualization of this by proportionally scaling hourly activity by call type, relative to the percentage of calls that are estimated to be divertible:

Hourly Frequency of Calls Identified for Diversion
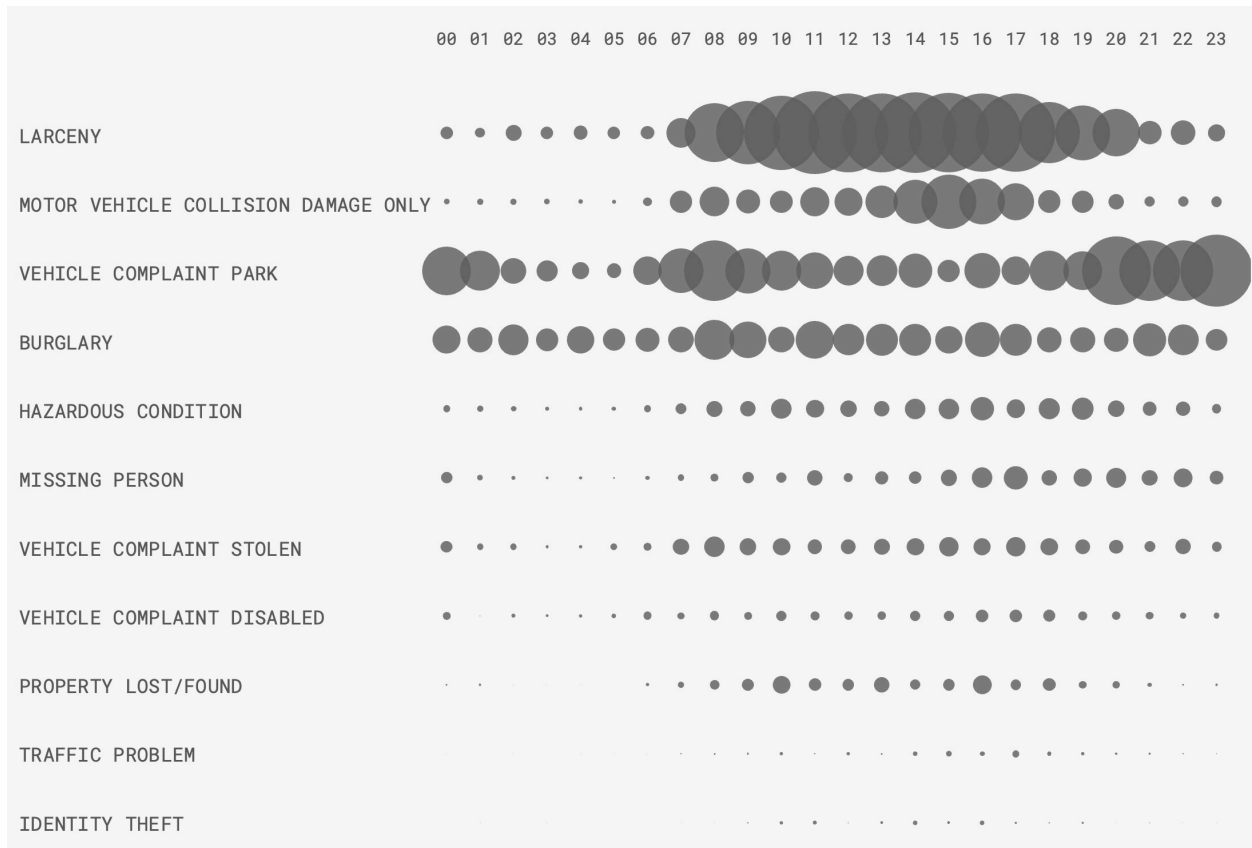
The majority of CSO workload is captured within the hours from 7:00AM through 9:00PM, excluding "VEHICLE COMPLAINT PARK[ING]" calls, although it is unclear the degree to whether this is potentially due to officers only being available to respond to these calls at night. SPD does deploy CSOs at night (A Watch); however, these are largely in administrative (desk) capacities. CSOs deployed in a field responder capacity are only feasible during day and swing shift (watches B and C) due to both the workload being sufficient at those times, as evidenced by the graph, as well as for their own safety.

From 7:00AM to 9:00PM, about 74% of calls eligible to be handled by civilians occur.

The following table outlines the staffing calculations for additional CSO positions focused on field call response, with a utilization rate of 75% assumed:

Civilian Call Responder Staffing Calculations

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Additional Calls Diverted             9,079
Workload Hours Diverted               7,065


Utilization Rate                        75%
Staffed Hours Needed                  9,420
Net Available Hours Per CSO           1,697
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Additional CSOs Required                  6
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In order to maximize the diversion of non-emergency calls for service, an additional 6 CSO positions (rounded up from 5.55) are required on watches B and C. This will allow for up to 9,079 calls for service to be diverted from a sworn response, which would free up significant time available to patrol officers to be more proactive in the field.

Recommendation:

Increase staffing of CSO positions by 6 to be deployed in the field handling certain types of non-emergency calls for service that do not require a sworn response.

5.   Alternative Staffing for Evidence Technicians

Syracuse has a relatively unique organization of crime scene response functions. Among those assigned to patrol, on any given day, six officers are assigned as Evidence Technicians in each patrol platoon. They function in the field as well as in the property room, responding to crime scenes to collect evidence, take photographs, and book property. This role is staffed 24 hours per day, 7 days per week with patrol personnel, with two on duty at a time.

Parallel to this, there is a separate Crime Scene Unit within the Criminal Investigations Division that is tasked with responding to major incidents, particularly homicides and suspicious deaths. That unit is staffed with one lieutenant and four detectives that cover weekday daytime hours only – 10 hours per day, 5 days per week on a staggered 4-10 schedule. When calls occur within their areas of focus (e.g., homicides), an on-call schedule is used to determine which of the detectives responds to the event.

It is highly unusual for police agencies to staff two separate units for crime scene response, with responsibilities delineated by the severity of the crime. Many agencies will task their homicide unit with initial response to homicides (Syracuse also does this in addition to the Crime Scene Unit) and retain a single crime scene response unit outside of that. Or less commonly, an agency will establish a night detective unit that will respond

on evening/graveyard shifts to homicides and other high-severity crime scenes. To have two crime scene units, with one working 24-7 and the other during daytime hours – with the daytime unit still handling all the responses to serious crimes that occur at night – is not a typical practice.

Establishing two separate crime scene units in parallel is costlier and operationally less efficient than running one crime scene response function. Given that crime scene response is inherently a 24-7 function, the Criminal Investigations Division's unit still must use an on-call responsibility for after-hours responses – even though there is another unit within patrol that does crime scene response 24-7 (albeit less specialized).

Furthermore, among most medium and large police departments, it is common for crime scene response and property and evidence functions to be completely civilianized. For crime scene response, examples include Sacramento and Fresno (CA), Madison (WI), and Austin (TX), among others.

The arguments for civilianizing crime scene response are also compelling. Including civilian benefits, the cost of civilianizing the function is significantly less than their sworn counterparts. Replacing sworn personnel with trained civilian evidence technicians can provide significant salary savings. However, that is not the only reason to do so. While crime scene response for a sworn officer may be a temporary – even daily – assignment without career development potential, civilian professional crime scene response technicians operate within an established career field and have greater career development aims and an expectation of working at the position long-term and are able to continually improve their skillsets in the role.

Lastly, it is important to stress that establishing a crime scene response unit is not designed to replace the need for officer positions. Rather, it is recognizing that there are better uses for these positions, such as reassigning all of the current sworn evidence tech roles to field patrol in order to address staffing shortages and improve proactive time.

Given these considerations, the department should civilianize the evidence tech function, and redeploy the 6 officers assigned to regular patrol functions. These changes will likely require negotiation with the union to complete; however, they will ultimately provide significant benefits by increasing staffing in patrol while also improving the efficiency and operations of crime scene response.

Under the current arrangement, as evidence technicians are not available due to leave, training, or other net availability factors, they are backfilled from patrol. This also underscores the need to transition away from this system to maintain patrol capabilities, but also the need to staff the new civilian evidence technician role adequately by incorporating net availability factors into staffing calculations. The following table

provides this analysis, showing the number of full-time positions required to staff the civilian evidence technician role with two fixed posts on each of the three shifts.

Evidence Technician Staffing Calculations

Fixed Posts		2
# of Shifts	×	3
Hours Per Shift	×	8
Hours to Staff Annually	=	17,520
Net Avail. Hours Per FTE	÷	1,750[7]
FTEs Required	=	10

Unlike patrol, the evidence technicians would work 8-hour shifts with the same start times as patrol, as there would be no need for overlap. With these considerations factored in, a total of 10 civilian evidence technicians are needed.

Recommendations:

Civilianize the patrol evidence technician role, reassigning the 6 officer positions to regular patrol roles.

Create a new civilian Evidence Technician position and increase its staffing by 10 positions.

6.   Patrol Services Division

The Patrol Services Division is led by a captain and contains a variety of specialized functions related to field service delivery, some of which interface directly with core patrol.

(1)   Traffic Section

The Traffic Section is responsible for a dual mission of responding to and investigating critical traffic incidents, including fatal accidents and other serious collisions, as well as proactively enforcing traffic laws and improving road safety. The section also manages and performs grant-funded DWI enforcement on an overtime basis. It is comprised of one sergeant, five officers, and one CSO. All staff work Monday through Friday, with three working daytime, one in the afternoon, and one working the overnight hours.
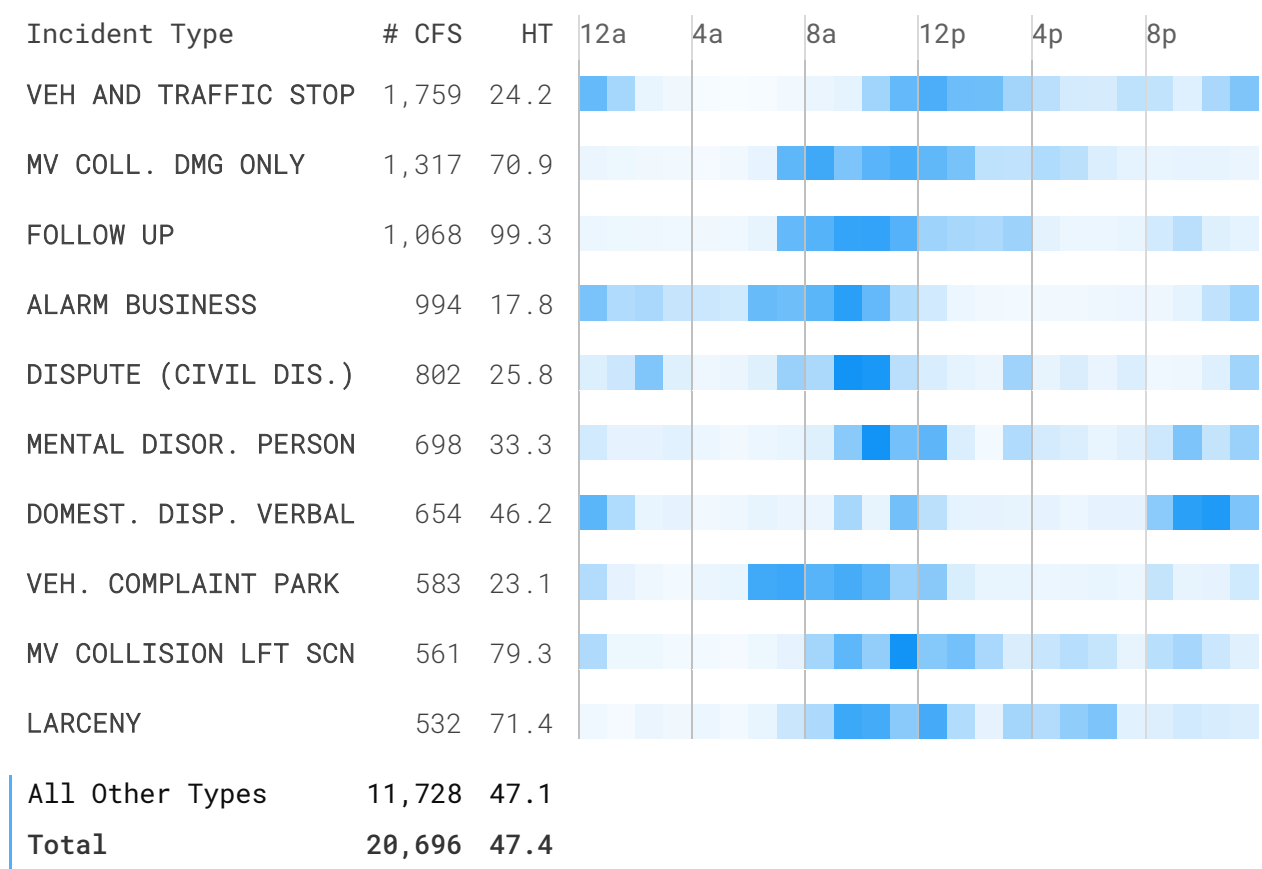
One of the five officers is assigned to and trained in the specialized role of commercial vehicle enforcement. Another officer is the primary lead crash investigator, and works

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[7] Assumes 257 hours of leave (equivalent to patrol officers) and 73 hours of training per year.

from 10:00AM to 6:00PM, and completes a dedicated course of 6-8 weeks to train on crash investigations. Additionally, one of the other officers is responsible for conducting follow up on every hit and run incident. The section as a whole is also responsible for investigating every accident, regardless of severity, involving a city-owned vehicle.

The following chart provides an overview of the unity's activity, showing all responses (whether in a primary or backup capacity), including both community-generated (e.g., accident) and self-initiated (e.g., traffic stop) activity:

Traffic Section Activity by Category (All Responses and Self-Initiated Incidents)

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
VEH AND TRAFFIC STOP	1,759	24.2						
MV COLL. DMG ONLY	1,317	70.9						
FOLLOW UP	1,068	99.3						
ALARM BUSINESS	994	17.8						
DISPUTE (CIVIL DIS.)	802	25.8						
MENTAL DISOR. PERSON	698	33.3						
DOMEST. DISP. VERBAL	654	46.2						
VEH. COMPLAINT PARK	583	23.1						
MV COLLISION LFT SCN	561	79.3						
LARCENY	532	71.4						
All Other Types	11,728	47.1						
Total	20,696	47.4						

This portrait of the unit's activity demonstrates their important role in handling traffic-related investigations, as well as their ability to function as a backup to patrol on numerous calls for service.

However, it also highlights the amount of time the unit spends conducting proactive traffic enforcement. Of the 1,759 traffic stops that the Traffic Section was involved in, 1640 were unique incidents. During the unit's workdays (Monday through Friday), this equates to the unit as a whole being involved in about 6.3 traffic stops per day. Divided by each of the five officers, this would represent around 1.3 stops per shift. At an average

handling time of 24.2 minutes, it is clear that it is not a significant driver of the unit's workload compared to accident response and investigation, as well as patrol backup responsibilities.

Given the lack of the unit's ability to focus on proactive traffic enforcement, it is clear that there is an underlying staffing issue. Augmenting patrol staffing, such as by civilianizing the evidence tech role, the Traffic Section will be less tied up with patrol backup responses. Additionally, the diversion of certain non-emergency calls for service that do not require a sworn response, such as damage-only motor vehicle collisions, will further reduce the unit's workload and allow for more of a focus on proactive activities.

Absent the implementation of these recommendations, additional staffing would be required in the Traffic Section. However, it is critical that each of the department's needs be viewed within a connected context and sworn resources should be maximized where they are most needed.

(2)   **K9**

The K9 unit provides specialized responses to incidents in the field, with all dogs trained for the dual purpose of patrol (apprehension), and either EOD or narcotics. The unit is comprised of two sergeants and five officers. This equates to seven K9 handlers, 4 of which are trained as EOD and the remaining 3 as narcotics. In order to maintain their availability across different days and hours, three are assigned to days, two to evenings, and one to nights.

K9 units are also available as backup units as needed, enhancing officer safety for patrol and providing more units on duty in the field than patrol staffing alone indicates. For this reason, K9 officers (but not sergeants) contribute to the fulfillment of patrol minimum staffing levels. However, it should be noted that K9 units were not included in the patrol analysis of this report as call responders.

The following table provides the FY2021-22 activity statistics for the K9 Unit, as per the unit's annual statistical report:

K9 Annual Activity Statistics

Category	FY21/22
Building Searches	74
Directed Searches	44
K-9 Tracking	10
Explosive Searches	35
Building Perimeter Checks	391
Narcotics Detection	9
Officer Protection	17
Apprehensions	20

As the table indicates, the vast majority of K9 usage is in the regular patrol role, while their specialized roles (EOD and narcotics) are less frequently used. This is typical and emphasizes the need to train all dogs in the regular patrol (apprehension) roles.

Overall, the unit's current staffing levels fulfill its demand for response, while also allowing for coverage to be maintained across all three shifts.

(3)   SIRP

SIRP is a school resource officer program, with officers assigned directly to all high schools in Syracuse and shared across middle schools.

The unit is staffed with nine officers and one sergeant and is funded entirely by the school district. This includes all overtime, such as the two-daily rover positions provided on overtime. The use of overtime for sporting events is also covered by the school district.

The following table provides the FY2021-22 activity statistics for the unit, as per the unit's own yearly statistical report:

SIRP Annual Activity Statistics

Category	FY21/22
Arrests	62
Disturbances	750
Weapons Recovered	7
Incident Reports	500

Of course, this does not represent all of the unit's work, the majority of which is not related to CAD incidents. The proactive engagement, mentoring, and education components of SIRP officers' work is not tracked.

Nonetheless, given the school district's role in managing the funding for the program, its staffing is fully determined by the school district's needs. Thus, no changes to the unit are recommended in this analysis.

4.   Investigations Bureau

The Criminal Investigations Bureau (CIB), performing a variety of investigative services for SPD, is composed of several core and proactive investigative sections and units designed to provide investigative efforts directed toward crime solving and crime suppression efforts.   The Bureau operates on a 24/7 three-shift basis with Patrol telephone call-in support provided by civilian personnel. The Command is led by a Deputy Chief who is supported by 2 captains.

1.   Part 1 Investigations Data

Various data sets are available to assist in a review of the Criminal Investigations Bureau operations. In reviewing investigative units, it is important to understand the amount of reported crime as this directly impacts potential caseloads. Most agencies report their crime statistics to the Federal Bureau of Investigation (FBI) for purposes of tracking crime nationally. SPD accomplishes this, but also reports to the New York State Division of Criminal Justice Services[8] from which the following data was taken. Part 1 Offenses are the most serious types of violent and property crime. Part 1 include: Homicide, Rape, Robbery, Aggravated Assault, Burglary, Larceny-Theft, Motor Vehicle Theft and Arson.

(1)   Part 1 Offenses by Type

Information for SPD include recent Part I crime history. This information reveals important Part 1 crime trends over the last five-year period. Note that certain data are only available through the 2020 or 2021 calendar year.

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[8] https://www.criminaljustice.ny.gov/crimnet/ojsa/tableau_index_crime_by_agency.htm

Uniform Crime Report – Crime by Part 1 Offense Type

	2019	2020	2021	2022
Violent Crime	1,129	1,191	1,228	1,295
Criminal Homicide	19	31	29	18
Rape	105	96	58	80
Robbery	246	222	264	287
Agg. Assault	759	842	877	910
Property crime	4,464	4,009	3,508	4,430
Burglary	850	1,032	886	1,171
Larceny-Theft	3,051	2,463	2,082	2,636
Motor Veh. Theft	563	514	540	623

4YR Violent Crime   **+ 15%** (19-2022)
4YR Property Crime   **- 1%.**   (19-2022)

Data show that over the time 2019 to 2022 (includes the Covid pandemic period) violent crime increase close to 15% while property crime decreased approximately 1%. With respect to detective workload impacts, these data suggest that over the most recent five-year period crime rate changes should not have a notable impact on changing overall detective staffing levels.

(2)   UCR Part 1 Case Clearances

Case clearance information is also available on a multi-year basis, as shown below. Cleared cases are done so through arrest or various exceptional means (e.g., if DA will not prosecute). These data represent other important macro-information which informs how investigative operations for Part 1 crimes are performing year-over-year. Clearance rates may indicate problems in the investigative process which may warrant further exploration for cause if such granular data is available.

The data and graphic were directly abstracted from the FBI's Uniform Crime Reporting (UCR) webpages[9]. At issue is the numeric data does not align well with the New York data shown previously. Our project team cannot reconcile this, and SPD should explore the discrepancy.   Nevertheless, the data trends are relevant, showing a relatively consistent pattern to case clearance relative to crime occurrences. As such, it can be

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[9] https://cde.ucr.cjis.gov/LATEST/webapp/#/pages/explorer/crime/crime-trend

implied that long-term detective staffing levels have not had a notable positive or negative impact on investigative performance with respect to case clearance.

Summary Crime Reported by the Syracuse Police Department 2012-2022
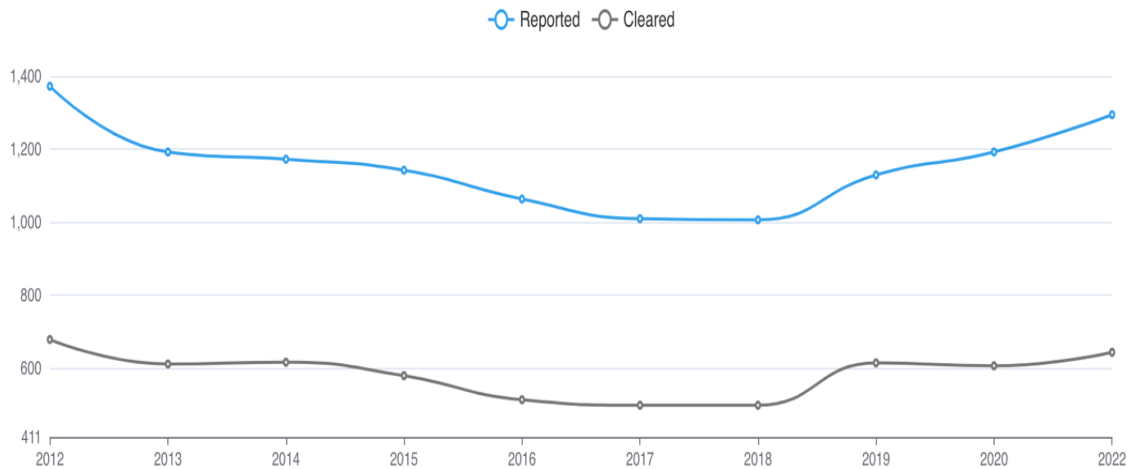
(3)   **UCR Part 1 Outcomes**

The following general observations are made with respect to the data.

•   Overall violent crime has had an upward trajectory over the past four years, with complex homicide cases fluctuating relatively dramatically (ranging from 19 to 31 per year).   However, violent crimes appear to be trending downward in 2023 compared to the prior two years.

•   Property crime fluctuates year-to-year dependent upon crime type. Notably motor vehicle theft is increasing which is a pattern in many communities throughout the United States.

•   Crime clearance data over a 10-year period suggests that investigative performance has generally remained the same over the long term, at least with respect to this metric. What can be inferred is that any detective staffing changes over this period have not had an important (negative or positive) impact on case clearance activity.

In summary, the UCR data provided does not reveal anything particularly dramatic with respect to historical patterns and trends related to the important Part I category other than a historical percentage increase in violent crimes that translates into approximately

one additional violent crime every three days. These UCR data, therefore, cannot readily serve to inform necessary detective staffing changes based on these metrics.

2.   Case Management Systems (CMS) and Staffing Analysis Impact

Most law enforcement agencies of medium to larger size have in place a computerized Case Management System (CMS) that is integrated into a police department's Records Management System. The CMS is designed to help facilitate effective case management among different work units and individual detectives. The Syracuse CIB has a CMS software program, but it is not integrated into the Department's Records Management System (RMS) and it lacks the sophistication of a robust CMS based on both interviews with CIB management and supervisors as well as our independent review.

(1)   SPD Case Management System Limitations

An illustration of the data provided by SPD regarding their CMS information is shown in the figure below. Essentially this data resulted in an Excel spreadsheet abstracting case information for the fields noted. The data lacks important information such as case closure dates, case progress information, and has absent information (open fields) such as assigned detective. In effect, this is a data repository as opposed to effective management software and thus has limitations impacting a thorough staffing analysis as well as CIB's ability to thoroughly administrate a case management approach for individual detectives and work units.

SPD CMS Data Run Example

CASETYPE	DATEREPORTED	DRNUMBER	DETECTIVE	ASSIGNED	STATUS/DISPOSITION
SHOT-Shots Fired	1/1/22 2:30 AM	22101141	0472	CID-3rd	Closed Pending
SHOI-Shots w/Injuries	1/1/22 3:00 AM	22101145	0163	CID-1st	Closed Pending
ROBB-Robbery	1/1/22 3:27 AM	22101167	1055	CID-1st	Closed Pending
SHOT-Shots Fired	1/1/22 3:30 AM	22101195	0323	CID-1st	Closed Pending
SHOI-Shots w/Injuries	1/1/22 3:30 AM	22101201	0163	CID-1st	Closed Pending
SHOT-Shots Fired	1/1/22 4:13 AM	22101197		CID-1st	File
MVCL-MV Collision/Left Scene	1/1/22 4:57 AM	22101238	0369	Patrol 03	Closed-All
RAPE-Rape	1/1/22 11:45 AM	22101159	0342	APU	Victim Refused to Cooperate
DOMI-Domestic/With Injuries	1/1/22 2:50 PM	22101399	0001	Patrol 02	Warrant/Summons Applied For
SHOT-Shots Fired	1/1/22 5:12 PM	22101734		CID-3rd	File
BURG-Burglary	1/1/22 8:21 PM	22101763	0125	CID-3rd	Closed Pending
SHOI-Shots w/Injuries	1/1/22 9:14 PM	22101848	0356	CID-3rd	Closed Pending
BURG-Burglary	1/2/22 2:50 AM	22102179		CID-1st	Arrest-Closed by Other Unit
ASLT-Assault	1/2/22 5:30 AM	22102077	0001	Patrol 01	Open
BURG-Burglary	1/2/22 12:00 PM	22102429	0114	CID-3rd	File

(2)   Case Management System Requirement

Whereas the scope of this project is largely dedicated to resource (staffing) needs, it does not preclude the identification of other critical resources required in order to enhance SPD operations. To that end, one of the most vital interests of the CIB is to fully implement a comprehensive Case Management System (CMS) software product to help facilitate investigations, case tracking, case management, and ultimately provide information to help determine investigative staff resources. A comprehensive CMS that facilitates the effective management of casework can be used in multiple ways and has the capability to transform how the CIB operates and is staffed. A CMS should ideally have many of the following characteristics which the current SPD CMS largely lacks:

•   Storage and rapid retrieval of important information such as witness, victim and suspect statements, and related supplemental reports.

•   Locating and retrieving audio and video files linked to cases.

•   Tracking physical evidence and the completion of processing related thereto.

•   Managing assigned major tasks to each case.

•   Determining caseloads by detective by time period.

•   Effectively determining case closures, by time frame, as a result of arrest or exceptional means. Relevant data is available for case clearance.

•   Cross-indexing all information with easy search capabilities for all investigators and supervisors assigned to the case.

•   Cross-indexing allows for the linkage of cases to develop patterns or series of crime.

•   Ability to regularly run investigative reports for supervision and management to include standard as well as customized reports.

•   Ideally, linkage to other information systems such as Records Management (RMS).

•   Ability to use reported information to help inform required investigative staffing levels.

In the absence of a robust CMS, as previously noted, the ability to help determine appropriate CIB investigative staffing levels is more limited. In summary, the benefits of a robust CMS are worth the financial investment, particularly for a law enforcement

agency the size of SPD. To that end, implementing a comprehensive CMS should be considered an important priority.

Recommendations:

Prepare a Scope Document developed by an internal CIB team to identify critical features of a computerized Case Management System (CMS) to be used at the Syracuse Police Department.

Based upon the development of a CMS Scope Document, devise a Request for Qualifications (RFQ) for select vendors, then purchase a comprehensive CMS based upon RFQ results and desired features.

3.   CIB Criminal Investigations Division Analysis Overview

To determine appropriate investigative staffing levels, there are a variety of approaches that can be used, some more sophisticated than others. Investigations has more subjective and qualitative determinants of workload and work practices need to be considered. Patrol has the benefit of numerous quantitative metrics to assist in the evaluation of staffing requirements whereas investigative services have fewer such measures. Factors making quantitative analyses more difficult include:

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies.

- What is investigated varies by agency. By example, SPD has largely forgone investigation of Financial Crimes.   The extent to which agencies assign misdemeanor level property crime cases to detectives varies. Also, the extent to which patrol performs preliminary investigation varies widely and thereby impacts detective caseloads.

- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies (CMS), time devoted to administrative tasks, etc.

- Complexity of caseloads is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, evidence availability, victim/witness cooperation, quality of information provided by the original report taker, and numerous other factors. The way information in a single case may combine with information on other cases (e.g. serial crime) also impacts investigative actions.

- Finally, the nature of the community itself is a factor in evaluating investigative

workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

Based on these considerations and unlike patrol, investigative workload does not have as many well-established performance metrics that can be converted into quantitative methodologies to arrive at required staffing levels. Qualitative issues must also be considered which are often difficult to measure. Investigative staffing requirements need to be examined from a variety of perspectives to obtain an overall portrait of staffing issues, case handling issues and operational philosophies that have an impact on staffing needs.

(1)   How Detective Staffing Numbers are Calculated

Not all investigative cases require the same number of investigative efforts or work hours. For example, a homicide investigation requires more investigative time (and resources) than a domestic violence investigation. The Matrix Consulting Group has developed a workload-based approaches to investigative assessments.

The firm's workload-based approaches were developed through dozens of recent studies with detectives working cases throughout the nation. Average hours to perform various tasks were developed and the frequency in which these tasks occurred was also devised based upon these participants' interviews on prior studies. This methodology to detective staffing assessments is based on the increasing complexity of case investigations over the years because of new technologies/approaches. This detective workload method was reviewed with the SPD Deputy Chief during our site-visit.

Based on case type, the following caseload workload hours are presented as the baseline for detective staffing analysis and may be supplemented by references to the prior table's monthly caseload metrics, as well as other information, where appropriate.

The following sections describe the staffing assessment for the sections and units within the Criminal Investigations Division[10]:

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[10] Based on SPD corrected profile deliverable sent 9/4/23.

Criminal Investigations Division Actual Staffing Levels

Section/Unit	Capt.	Lieut.	Sgt.	Det/Ofc	Total
Homicide	shared	shared	2	8	10
Case Investigations	shared	shared	5	30	35
Family Services	shared	shared	1	8	9
CSU	shared	1	0	4	5
Warrant Squad	shared	shared	1	3	4

(2)   Calculation of Detective Net Availability

Before determining availability and staffing needs, it is important to first review the number of net available hours detectives are available to conduct investigations. To conduct this analysis, it is critical to understand the amount of time that investigators are on leave – including vacation, sick, injury, military, off-site training or any other type of leave.

2,080 annual work hours are available to each detective per year. Leave information was provided by SPD and the average amount of leave taken in 2022 for CIB sergeants and detectives was 65 days. This translates into 1,560 net annual work hours (NAWH) available.

These baseline NAWH of 1,560 hours is the time available to work for a detective. However, there are other on-duty efforts detectives perform other than casework. These are extremely varied dependent upon the agency and range from court time to field response to meetings to off-site meal breaks. This information is rarely captured effectively but our prior experience suggests 20% of NAWH per year is spent in such activities over the course of a year (one in five workdays). As such, 312 hours is subtracted from NAWH for these "supporting tasks" resulting in an adjusted NAWH available to perform core casework of **1,248 per detective per year**.

4.   CIB Criminal Investigations Division Assessment

The Criminal Investigations Division staffing assessment is provided in the following sections of the report.

(1)   Homicide Section Detectives

The Homicide Section operates Monday-Friday on Day shift from 0700 to 1500 hours. As with all Division units operating Days it is overseen by a Captain with 2 sergeants providing direct supervision. The unit has 8 detectives which investigate exclusively homicides. The entire staff contingent that is available responds to daytime homicides

(defined as 0600 to 1800 hours) while 1 sergeant and two detectives are on-call from 1800 to 0600 hours. These are supported by other shift-assigned detectives.

Homicide cases are the major person crime which typically represent the most complex cases. These very sophisticated cases often require exhausted effort in the first 48 to 72 hours.

Data provided by SPD shows the homicide clearance rate from 2019-23 has averaged 81%; this is exceptional performance and exceeds the national average by approximately 30%.

The following Homicide table illustrates the average hours required by a primary detective assigned the case based on Matrix Consulting Group's (MCG's) devised workload metrics. It does not include support from other key staff in initial crime scene canvassing, suspect interview teaming, etc.

Approximate Homicide Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	4 hours (Includes submission and report)	100%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	4 hours (Includes Inspecting and writing report)	100%
Cell Phones	Cell Phone Downloads	30 hours (Some phones take much longer)	100%
Video	Review of video recovered from scene	80 hours (To review and write report)	100%
Social media / Electronic Records / Physical location	Warrants / Subpoenas / Review of Evidence Obtained	80 hours (Includes reviewing and report writing)	100%
	Surveillance (Locating suspect)	10 hours (Includes report writing)	100%
Postmortem Exam	Autopsy performed by ME (Dets. observe consult)	6 hours (Includes Inspecting and writing report)	100%
Witnesses	Witness Interviews (Locating)	40 hours (Includes report writing)	100%
Suspect	Suspect Interview	12 hours (Longer if lodged - Includes report writing)	70%

Common Tasks	Common Processes	Approximate Time	% of Time Completed
Jail Call Monitoring	Review Calls	40 hours	100%
DA Contact/Filing	Consult with DA	30 hours	100%
Total		336 hours- *If all tasks completed*	

This homicide table serves as a good illustration of how average case time is determined (for all case types). Estimated time is multiplied by the frequency of occurrence. 336 hours is the result of all tasks are performed, while 332.4 hours is the case average because of some homicide suspects not being identified or not being interviewed.

This list is not all inclusive and does not contain all elements. By example not every homicide will have same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be using records management searches, social media searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.) if available. It also assumes that detectives work as a team and not all investigative hours will be worked by the primary detective—more hours will likely be dedicated to support the primary detective's efforts in a support role, but these are extremely variable (above hours shown are for lead detective only). Some immediately solvable cases will not require the number of hours listed, but several cases may require significantly more.

Using the case time estimates shown in the table, the leading detective time translates to approximately **332.4 hours** allotted per solvable case. Based on 2022 UCR reported homicide data, an estimated 5,983 hours[11] distributed among 8 homicide detectives. If using the four-year homicide average from 2019-2022, the average number of homicides was 24.25 annually. This results in 8,060 hours for homicide detectives using the same formula.

The above calculations are based on the primary or lead detective only and not inclusive of a team approach. Syracuse, like most police departments, respond to each homicide as a team with nearly all available homicide detectives assisting with initial interviews, canvassing, locating evidence, writing warrants and coordinating follow up. Much of this work is done in the first 48-72 hours on both regular work hours and overtime. To account for this, an average of 16 hours regular time per homicide case for 6 on-site detectives[12] is used. The table below illustrates this calculation:

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[11] 18 homicides X 332.4 hours = 5,983
[12] Given absenteeism 8 x 1,560 NAWH = 6 detectives.

Additional Homicide Case Initial Investigative Hours

Number of Detectives	Hours per Detective	Total Hours per Case	Average Number of Cases per Year	Total Additional Hours per Case
6	16	96	24.25	2,328
TOTAL:				2,328

Using lead detective hours and team response hours the number of detectives needed for the unit can be determined. As mentioned above, Investigations is currently made up of 2 sergeants and 8 detectives to work assigned cases Using the previous calculation of net available caseload hours and total average homicide caseload, the number of detectives needed to investigate an "average" homicide case can be determined:

Calculation of Detective Staffing Needs

Total Caseload Hours		8,060
Total Initial Response Hours		2,328
TOTAL		10,388
Divided by total net available hours for 1 detective (1,248)	÷	*1,248*
Number of Detectives Needed	=	8.32

As the table indicates the number of detectives recommended to work the assigned caseload hours assigned is 8.32 and there are a total of 8 detectives currently assigned.

Homicide case work information from a 2008 *FBI Law Enforcement Bulletin* suggests that based upon a survey of 55 law enforcement agencies, a competent homicide detective can efficiently work an average of 5 homicide cases a year as the lead. With 8 detectives handling an average of 24.25 homicides per year over the last four years, this benchmark of 5 homicides per detective suggests that the CIB Homicide Section is modestly overstaffed; but this FBI metric is aged and does not necessarily capture the full suite of services now accomplished by most homicide detectives, particularly those that work in large teams.

Given SPD's successful emphasis in homicide investigations, the Homicides staffing levels should be retained.

Recommendation:

Maintain existing staff in the Homicide Section of 2 Sergeants and 8 detectives.

(2)   Family Services Section Detectives

The Family Services Section operates different schedules—the Abused Person Unit (APU) works a 4-day/10-hour overlap schedule while remaining staff work Monday-Friday on Day shift with similar hours to the Homicide Section. As with all Division units operating Days it is overseen by a Captain with 1 sergeant providing direct supervision. Eight (8) detectives are assigned with 1 detective dedicated to Missing Persons, 1 detective dedicated to Youth Enforcement liaison duties, and 1 detective dedicated to Meghan's Law tracking of approximately 700 registered sex offenders. The remaining 5 detectives (part of the APU) generally handle all sex offenses particularly emphasizing felony child abuse, neglect, and related crimes. Less complicated adult sex offenses are infrequently done by the Case Investigations Section.

These types of person crimes, sex assault and crimes against children, are complex cases and are treated very seriously by the judicial system. They tend to have more evidence and victim contact requiring more time in interviews and the recovering and processing of evidence when compared with some other person crimes (e.g. robbery). These cases generally involve the use of forensic interviewers who must be scheduled, and the interviews tend to be lengthier.

Data with respect to the CMS information provided in 2022 shows the following caseloads for the Family Services Section:

Family Services Section Caseload

Category	Value
Other	32
Child Off.	120
Sex Off./Rape	191
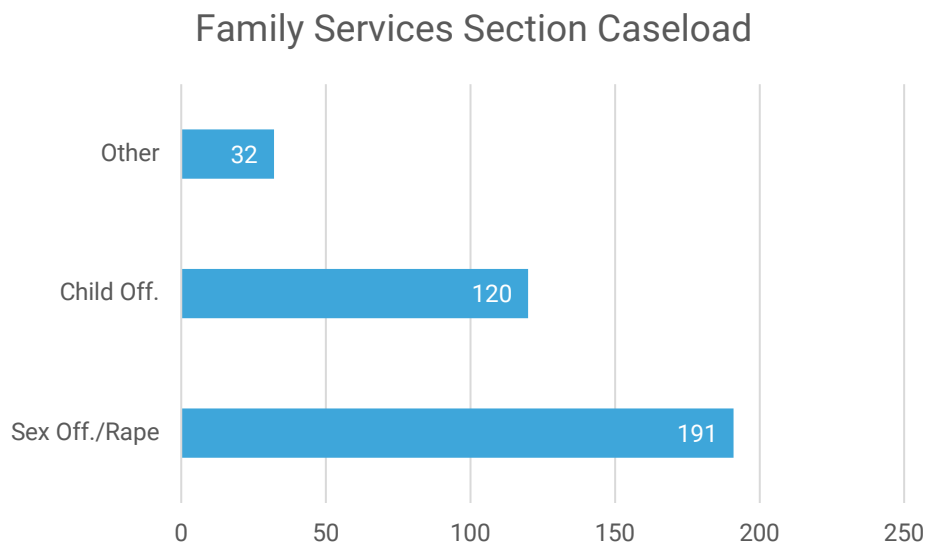
In summary, 343 cases were assigned to the Family Services Section based on CMS data in 2022. Most cases, representing over half the work, was sex offenses/rape with child offenses representing nearly one-third the workload. Caseload metrics for these

sensitive and sexual assault cases, like the homicide table previously shown, are provided in the following:

Sensitive and Sexual Assault Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	2 hours (Includes submission and report)	50%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	2 hours (Includes Inspecting and writing report)	50%
Cell Phones	Cell Phone Downloads	4 hours (Some phones take much longer)	40%
Video	Review of video recovered from scene	4 hours (To review and write report)	50%
Social Media/Electronic Records/physical location	Warrants/Subpoenas	30 hours (Includes reviewing and report writing)	33%
Surveillance	Surveillance (Locating suspect)	10 hours (Includes report writing)	20%
Sex Assault Kit	Sex Assault Exam	6 hours (Done by Hospital Staff, but a detective is required to be present at hospital and requires submission to lab)	90%
Victim Statement	Victim Interview	4 hours Interviews are recorded (Includes report writing)	100%
Witnesses	Witness Interviews	2 hours (Includes report writing)	100%
Suspect	Suspect Interview	2 hours (Includes report writing)	50%
Jail Call Monitoring	Review Calls	2 hours	20%
DA Filing	Consult with DA	1 hours	20%
Total		69 hours- *If all tasks completed*	

This list is not all inclusive and does not contain all elements of an investigation and not every case will have same amount of evidence, or interviews conducted. Included in these hours is the assumption that detectives will be using RMS searches, social media

searches, checking association files, and other investigative techniques (trackers, cell tower data, etc.), if available.

Some cases will not require the number of hours listed, particularly those classified in the graphic as "other", but some child or sexual assault cases may require significantly more. Based on the percentage for how often each subtask is completed, each solvable case equates to an average of approximately 30.6 hours or a probable maximum of 69 hours.

It should be noted that many of these sensitive crimes cannot be conducted quickly, but rather is a time investment over a longer period.

Using the case time estimates shown in the table, the l detective time translates to approximately **30.6 hours** allotted per solvable case. Applying this to all 343 cases results in, an estimated 10,496 hours of case work for the current staffing contingent of 5 detectives (as the 3 others are assigned specialties). It is assumed personnel should have a baseline 1,248 core work hours annually as described previously. Consequently, the staffing outcome is: 8.41 Family Services detectives at average case hours for each case.

Beyond average caseload hours, through our experience over many studies, we have found that a competent detective can efficiently work an average of 5 to 7 of these case types a month. This results in 60 to 84 cases assigned to each detective per annum. Based on this estimated caseload, this results in a requirement of 4-6 detectives needed for the caseload.

Based on the data available, while also considering the number of UCR reported rapes in 2022 of 80, the data suggest that casework detectives in the Family Services Section are understaffed.   To that end, Family Services should add 3 casework detectives, bringing the total to 8 investigative detectives and the 3 specialists dedicated to Meghan's Law tracking, Youth Enforcement and Missing Persons (which had 430 cases in 2022[13]). This staffing level should provide sufficient resources to help further support Missing Persons workload upon that detective's absence.

Recommendation:

Increase detective staffing from 5 detectives in the APU to 8 detectives. Including 1 detective dedicated to Missing Persons, 1 detective dedicated to Youth Enforcement liaison duties, and 1 detective dedicated to Meghan's Law tracking, a total of 11 detectives and 1 sergeant should be assigned to the Family Services Section.

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[13] Missing Persons time per case is far less than metrics shown in this section which is focused on complex sex crimes.

(3)   Case Investigations Section Detectives

The Case Investigations Section has operated over three shifts On Days, Evening and Midnight (1st through 3rd Platoon), is overseen by the Captain and Lieutenant during many working hours and has 5 sergeants providing supervision on a 24/7 basis. The Section has 30 detectives assigned through these three shifts that investigates core persons and property crimes investigations to include robberies, assaults, shootings, suicides, suspicious deaths, burglaries, ShotSpotter response, and periodically other case types. These staff regularly provide field response in support of Patrol. One of the detectives on Days is assigned the Joint Terrorism Task Force (JTTF).

Because this Division investigates an eclectic group of crimes to include both property and persons crimes, the following graphic portrays major caseload types:

Case Investigations Section Caseload (by Shift)
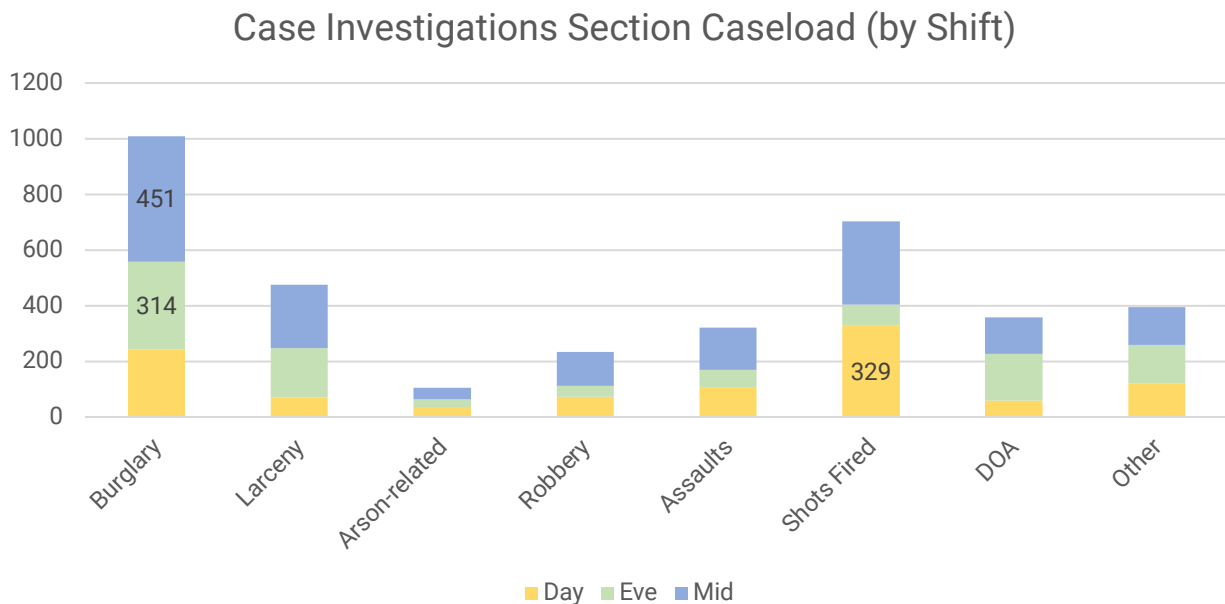
In summary, 3,598 cases were assigned to the Case Investigations Section in 2022 as reflected by CMS data. Burglaries had the highest number of cases assigned on Evenings and Midnights while Shots Fired was the most prevalent in Day Shift. Additionally, the following is noted:

- Major property crimes (e.g., Burglary, Larceny) totaled 1,588 cases in 2022.

- Major person crimes (Robbery, Assaults) totaled 555 cases in 2022.

- Specialty investigations such as Shots Fired and DOA totaled 1,061 cases in 2022.

- Various other types of cases totaled 394 cases in 2022.

As portrayed with other CID Sections previously, the following tables reflect caseload hour estimates based upon crime type/category.

Approximate Person Crime Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	3 hours (Includes submission and report)	10%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	4 hours (Includes Inspecting and writing report)	30%
Cell Phones	Cell Phone Downloads	10 hours (Some phones take much longer)	50%
Video	Review of video recovered from scene	10 hours (To review and write report)	50%
Social Media / Electronic Records / physical location	Warrants / Subpoenas	30 hours (Includes reviewing and report writing)	20%
Surveillance	Surveillance (Locating suspect)	10 hours (Includes report writing)	10%
Victim Statement	Victim Interview	1 hours (Includes report writing)	100%
Witnesses	Witness Interviews	1 hours (Includes report writing)	100%
Suspect	Suspect Interview	2 hours (Longer if lodged -Includes report writing)	50%
Jail Call Monitoring	Review Calls	10 hours	10%
DA Contact/Filing	Consult with DA	4 hours	10%
Total		82 hours- *If all tasks completed*	

The person crime component averages **22.6 hours** per case given the percentage of time certain tasks are completed. As noted, maximum calculated hours are 82 per case, though some investigations could take longer dependent upon the complexity of evidence.

Based on these various metrics, the following staffing assessment results from person crimes – 555 person crimes equate to an estimated 12,543 hours of work at 22.6 hours per case. This results in 10.05 detectives required at 1,248 NAWH per detective[14].

Beyond average caseload hours, through our experience over many studies we typically recommend no more than 6 to 8 major person crimes be assigned per detective per month, resulting in 72 to 96 cases assigned yearly. This metric results in a detective range of 5.78 to 7.71 staff.

Burglary / Property Crimes are typically less complex investigative cases than person crimes and generally require less investigative time or resources. These cases are treated less seriously by the judicial system, and they tend to have less witnesses. The following chart describes approximate investigative times for Burglary / Property Crimes:

Approximate Property Crime Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	2 hours	20%
Crime Scene Material	Evidence to property control, inspection, and report writing.	2 hours	20%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%
Video	Review of video recovered from scene and report writing.	2 hours	50%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	30%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	20%

[14] This includes 129 shots fired with injuries cases that was recommended to largely be transferred to the Homicide Section as discussed previously.

Common Tasks	Common Processes	Approximate Time	% of Time Completed
Victim / Witness Interviews	Interview(s), including report writing.	1 hours	50%
Suspect Interview	Interview(s), including report writing.	1 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	2 hours	10%
Consult with DA	Review case, perform follow up, includes report writing.	1 hours	10%
Total		*51.0 hours- if all tasks completed*	

Property crimes are calculated at **16.9 hours** per case with a maximum case average of 51 hours as shown. Importantly, however, the data provided by CMS data suggests a more granular analysis is required given how cases are assigned and tracked at SPD.

Regarding burglaries, national data suggests that only 14% of burglaries are solved. Most burglaries, typically around 3-in-4, do not have sufficient solvability factors to even be aggressively worked. Solvability factors include relevant witnesses, valid camera footage, physical evidence (DNA, prints, etc.), linkage to potential suspects through crime analysis patterns, etc. In effect, approximately 75% of burglary/property crime cases should be pre-screened and not assigned to detectives for case follow-up.

In 2022 based on UCR data shown previously, 1,171 burglaries occurred in Syracuse. CMS data indicated 1,009 (86%) of these were assigned to Case Investigations Section detectives; this is far more cases than could be solved.

A review of 2022 burglary cases status and disposition from CMS shows that 14% of cases were closed by arrest or warrant issuance. Moreover, 31% were classified as "File" (essentially information only) and 45% "closed pending (additional) leads." In effect, 76% of these cases were not relevantly workable. As a result, 24% of the 1,009 burglary cases are effectively workable, and thus subject to the property crime workload metrics shown previously.

Larceny and arson-related have similar related metrics. As a result, only one-quarter of these crimes will be calculated in the property crime metrics shown previously. In summary, of the 1,588 property crimes, 397 of these are subject to the workload metrics for "solvable" property crimes.

Based on these various metrics, the following staffing assessment results: 397 property crimes equate to an estimated 6,709 hours of work at 16.9 hours per case. This results in 5.38 detectives required at 1,248 NAWH per detective. To compensate for some minor work done on file/closed pending cases, 10% administrative time should be considered, resulting in a need for 5.91 detectives for property crime workload.

Beyond average caseload hours, through our experience over many studies, we typically recommend no more than 12 to 15 property crimes be assigned per detective per month, resulting in 144 to 180 cases assigned yearly. This metric results in a detective range of 2.21 to 2.76 staff.

The Case Investigations Section also is responsible for three other "specialty investigations" types to include:

- **Shots Fired.** This is an investigative effort related to ShotSpotter technologies. It is the second-most frequent investigative effort conducted by the Section at 703 events in 2022. Nevertheless, similar to property crime efforts, 91% of these cases were "closed pending leads" or "File" cases. To calculate detective needs, the following metrics are used:

  - For 9% of the cases a full person crime metric of 22.6 hours per case is used as several investigative techniques can be used to include but not be limited to: responding to location, collect shell casings, canvass for witness/video; interview witness(es); review city cameras; apply for geo-fenced cellphone warrant; further follow-up interviews; collect further warrant-based evidence; potential arrest warrant.

  - For 28% of the cases closed pending leads, MCG has a broader initial investigative response metric of 6 hours per case. This will be utilized for this proportion of cases.

  - For 63% of cases which are "File," a one-hour metric is typically used.

The above workload metrics, to include NAWH calculations, result in a detective staffing outcome of 2.45 for Shots Fired.

- **DOA.** This investigative effort represents the fourth-most frequent investigative effort performed by the Case Investigations Section at 358 cases assigned in 2022. Irrespective of case disposition, the previous initial investigative response metric of 6 hours per case is used. This workload metric with NAWH included results in a staffing outcome of 1.72 detectives for DOA response.

- **Other Crimes.** There are several other incident types not falling within the top-12 case types that are assigned to the Case Investigations Section. These numbered 394 cases in 2022 and ranged in type from lost/found property to suspicious person with weapon to domestic violence to forgery. Irrespective of case disposition, the previous initial investigative response metric of 6 hours per case is used. This workload metric with NAWH included results in a staffing outcome of 1.89 detectives for Other Crimes response.

In summary, the various caseload metrics for the Case Investigations Section as previously described results in the following summary table identifying calculated detective staffing needs.

Case Investigations Staffing Assessment

Case Assignment Type	Detectives based on Workload
Person Crime Workload	10.05
Property Crime Workload	5.91
Shots Fired Workload	2.45
DOA Workload	1.72
Other Crimes Workload	1.89
TOTAL:	22.02

Based on these workload calculations the Case Investigations Section is overstaffed by a relatively wide margin (32%) given 29 caseload detectives are presently assigned to the noted casework investigations (one is assigned to the JTTF). The explanations for this can vary widely, and can include, but not be limited to:

- The lack of a comprehensive Case Management System (CMS) limits the data available to make informed decisions as to detective staffing needs based on workloads, detective capacity, etc.

- Detectives are spending far more efforts in supporting efforts, as opposed to casework, than the 20% of time allocated (NAWH calculation) for such activities (e.g. Patrol field response when potentially not necessary).

- Detectives are spending more work effort on minimally solvable cases, or more time on solvable cases then possibly necessary (i.e. no relevant improvement in case clearance rate).

Given the totality of information, 7 of the 30 Case Investigations Section detectives should be considered for re-assignment. This includes moving 3 of the 7 to the Family Services Section. Other re-allocations are discussed elsewhere in this report.

Recommendation:

Reduce Case Investigations Section detectives from 30 to 23, re-assigning these staff to Criminal Investigations Bureau assignments or elsewhere in the Department dependent upon need. Maintain the 1 JTTF detective and 5 sergeants.

(4)   Warrant Squad Detectives

The Warrant Squad is part of the New York/New Jersey regional task force spearheaded by SPD. It includes 1 sergeant and 3 detectives assigned. Additional partners staff the Squad to include the DA's Office, US Marshalls, Onondaga Sheriff and State Troopers. The core objective of the Squad is to serve local/regional/state warrants based on warrants backlog and Task Force regional requests to include out-of-state extraditions, fugitive apprehension, etc. In effect, this is a proactive apprehension unit arresting higher profile offenders. Ancillary duties include warrant walk-in support each day for one-hour at the Justice Center and process summons paperwork bi-weekly.

Key performance workload is shown in the following table reflecting several years of warrant service by type:

Warrant Squad Key Performance Indicator (7-years)

Arrests	2016	2017	2018	2019	2020	2021	2022
Felony	387	489	495	555	545	758	949
Misdemeanor	866	1,088	1,110	1,310	1,164	1,726	1,924
Violation	426	1154	550	519	322	446	436
Family Court	3	9	3	10	1	0	2
Traffic	30	76	83	74	28	92	97
Total (charges)	1,712	2,816	2,241	2,468	2,060	3,022	3,408
Total (persons arrested)	**925**	**1,147**	**1,023**	**1,577**	**948**	**1,444**	**1,320**

Based on multi-year performance, annual arrests average 1,198. Assuming the NAWH previously calculated (1,248) applies to this multi-jurisdictional squad, this results in 156 workable days per year and an output of approximately 8 arrests per day. For a unit that has been approximately 10 total staff over the years, with the attendant absenteeism and other required duties, this performance is notable.

As discussed in greater detail later in this report, proactive enforcement units have the capability to flex in size given goals of the policing agency. Consequently, right-sizing these operations is a matter of executive policy. Interview suggests that this squad typically had 4 detectives given staff always work in pairs. For officer safety, this is reasonable given the riskier nature of dealing with high profile arrestees. As a result, given the Division has extra staff capacity in the Case Investigations Section as previously discussed, the Warrant Squad should be assigned 4 detectives as has been apparent historical precedent.

Recommendation:

Increase detective staffing from 3 to 4 detectives in the Warrants Squad. Maintain 1 sergeant.

(5)   Crime Scene Unit

The Crime Scene Unit (CSU) operates on a 4/10 4-day work schedule: 2 detective staff operate 0600-1600 hours Monday – Thursday and 2 detective staff operate 0800-1800 Tuesday – Friday. This provides This overlap coverage provides staff dedicated to this function for 48 hours in a 168-hour week (29% of the week). Detectives are on-call during off hours.   Detectives respond to all homicides, suspicious deaths, important impounded vehicles, and high-profile events to collect all field evidence using sophisticated techniques. Staff track evidence through processing/case completion. As an ancillary duty 2 of 4 detectives are Level III fingerprint analysts who will periodically evaluate scene fingerprints (homicide prints always go to regional lab); however, this activity is pending suspension with use of external labs to be used consistently.   Patrol's Evidence Technicians do other crime scene processing not performed by CSU which has been detailed elsewhere in this report. The CSU is overseen by a Lieutenant position.

Some data has been captured with respect to CSU operations in Excel spreadsheets. The following information provided summarizes key duties performed by CSU personnel.

CSU Key Performance Indicator (2021-22)

Month	Major Cases	Vehicle Processing	Search Warrants
Jan-21	2	5	0
Feb-21	2	5	2
Mar-21	2	5	0
Apr-21	3	9	2
May-21	4	5	3
Jun-21	5	11	0
Jul-21	3	13	3
Aug-21	6	10	0
Sep-21	5	10	1
Oct-21	4	9	1
Nov-21	1	13	0
Dec-21	5	10	0
Total	42	105	12

Month	Major Cases	Vehicle Processing	Search Warrants
Jan-22	2	8	2
Feb-22	1	2	5
Mar-22	2	6	4
Apr-22	2	3	3
May-22	1	5	4
Jun-22	4	5	4
Jul-22	2	8	1
Aug-22	3	4	1
Sep-22	1	6	3
Oct-22	3	5	1
Nov-22	1	1	0
Dec-22	4	1	1
Total	26	54	29

Based on these metrics[15] there were a total of 268 activities performed over the two-year period to include major case evidence collection/tracking, impounded vehicle processing and writing of search warrants. Assuming the Net Annual Work Hours (NAWH) for CSU is the same 1,248 hours, and the staffing of 4 detectives, this results in an average of 37.2 staff hours spent on each individual activity.

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[15] 5 months of calendar 2023 data shows no relevant difference in workload patterns.

Whereas some major crime scenes (e.g. complex homicide) could potentially take a week's worth of staff time to fully process, time to process vehicles and write search warrants does not reflect such an effort. Moreover, while data is not available, some of these activities were performed during callouts, are therefore not captured in the 1,248 annual hours of regular on-duty time, thereby extending the average time on each task.

In summary, therefore, the way the current CSU operates indicates it is likely overstaffed given data available. Nevertheless, as detailed in the Patrol chapter, there are currently 6 patrol officers serving as Evidence Technicians in the field with a recommendation to expand this contingent to 10 technicians. These perform less sophisticated evidence collection than the CSU on a 24/7 basis, but the core duties and responsibilities remain the same.

In the vast majority of law enforcement agencies MCG has worked with, evidence collection has been centralized under the supervision of one organizational unit typically in a Support or Investigative Bureau/Division. It is not bifurcated as in SPD, which limits the ability to effectively manage this vitally important task in a centralized fashion. Syracuse Police Department should centralize CSU operations under the current CSU organizational structure, re-locating the recommended 10 positions from Patrol to CSU and having a total staffing continent of 12 positions that could operate 24/7 -- 4 staff on Days, 5 Evenings, 3 Midnights—providing coverage with limited call-out requirements, or alternately on any schedule providing comprehensive field coverage based on data (which is currently not tracked). These staff should be trained to the higher standards of the CSU and operate under 1 supervisor.

Furthermore, as noted in the Patrol chapter on the Evidence Technicians, this is a job classification that can be effectively civilianized as has been done in many law enforcement agencies throughout the country. Beyond the performance afforded to staff who specialize in this career, such civilian positions are less expensive, and thereby allow sworn positions to be assigned elsewhere in SPD at assignments of particular need. It is recognized, however, that SPD faces certain restrictions regarding civilianization because of union contracts and civil service requirements. These challenges would need to be overcome to implement civilianization in the CSU operation.

Recommendations:

Consolidate CSU staff with Patrol Evidence Tech positions under a Crime Scene Unit organizational structure. Reduce CSU detectives from 4 to 2 positions. The consolidation of evidence collection will result in a CSU of 12 investigative positions plus one supervisor.

Train Evidence Technician staff to the same standard as current CSU staff.

4.   CIB Special Investigations Division Analysis Overview

This analysis reviews specialized investigative efforts to include the Central New York Crime Analysis Center and Criminal Intelligence Section reporting directly to the Deputy Chief. The Special Investigations Division is composed of the following functional units:

• Narcotics Section

• Gang Violence Task Force

• Regional Task Force

• Technical Ops

The key duties and responsibilities of these specialized investigative operations is to conduct proactive efforts dedicated to high profile criminals, gang members, regional crime, and other efforts designed to identify and apprehend the most serious offenders.

The detectives and officers assigned are supported by a Captain, sergeants, and civilian staff. Personnel are dedicated to these proactive efforts using a variety of investigative approaches, technologies, and regionalized partnerships. As with most law enforcement proactive units, member of the Special Investigations Division are responsible for developing their own cases, and unlike other "reactive" investigative units dedicated to specific case work, these units' caseloads are developed through other investigations, human intelligence or community generated tips.

Law enforcement specialized investigative units are dedicated to proactive efforts that require very close scrutiny given their unique roles. Staffing levels are often dictated by the perceived value of performance outcomes, management, and executive management's expectations regarding these units' abilities to suppress and resolve community crime and staff resource availability that is not dedicated to the more traditional core functions of Patrol and Detective reactive case investigations.

The allocation of staff resources to these types of functions is generally a policy decision driven by the law enforcement executives of the jurisdiction. There is no formula to evaluate the level of staff resources a community should allocate to these enforcement efforts because:

• Proactive investigations are, by their very nature, discretionary. These investigations relate to a community's values to address a wide variety of problems.

- Dedicated proactive investigative units are found in agencies which have the resources for such specialized full-time activities, and which are committed to addressing important quality of life issues.

- The caseloads of proactive investigative units are typically different from the kinds of caseloads handled by core investigative units. Caseloads for proactive investigative units are long-term oriented, rely on specific problem identification and varied targeting techniques. Results, then, need to be measured differently than for traditional case handling investigators – clearance rates and active cases are not a useful measure for proactive investigations.

- Proactive investigations are often regional in nature, and therefore can periodically rely on the support of other additional local, State and Federal agencies in higher profile cases.

As a result of these factors, and because staffing levels often become an outcome of performance, the effectiveness of proactive investigative units needs to focus more on the process of targeting problems in the community and making assigned staff accountable for results. In brief, proactive investigative units require close scrutiny given their unique roles and have established performance expectations.

(1)   Special Investigations Data Review

Special Investigations data consists of some relatively comprehensive performance indicators in an Excel spreadsheet for the Narcotics Section and Technical Ops, Word document annual narrative summaries for the Gang Violence Task Force, and no information (provided) for the Criminal Intelligence Section, Crime Analysis Center, and Regional Task Force.

In effect, the data available is one of the sole objective measures to determine the performance of proactive units.   As mentioned above, performance measures of proactive units should be tied to effective management of resources to address specific community issues. These performance metrics can help establish the perceived value of Special Investigations Division efforts and the required staffing in accomplishing community safety. In the absence of informative data, a public safety agency, such as SPD, is restricted in its ability to make fully informed staffing decisions and is handicapped regarding requesting staff resources from executive management and City leadership to include the city's governing body.

(2)　Narcotics Section

The Narcotics Section works Evening Shift, Monday - Friday, but flexes, as necessary. It is overseen by 1 Sergeant who supervises 7 detectives with support from one Drug Analyst assigned from the Air National Guard. The detectives generally operate "plain clothes" and assigned to mid and high-level narcotics cases using intelligence gathering, confidential informants (CI), etc. Detectives will support other Bureau units as necessary (e.g., search warrants).

Data has been captured for several years by the Narcotics Section with continued augmentation of what is tracked. The following table illustrates the key performance indicators (KPI) which Narcotics is utilizing.

Narcotics Section Key Performance Indicator (2016-22)

	2016	2017	2018	2019	2020	2021	2022
Cases Closed	109	83	154	133	60	72	73
Cases Opened	198	194	185	214	115	143	183
Search Warrants	189	156	161	220	165	168	193
Violations	151	104	132	111	35	16	34
Misdemeanors	592	320	669	813	235	234	273
Felonies	411	244	751	583	255	320	490
Charges	1,343	668	1,552	1,507	508	570	797
Persons Arrested	259	140	188	210	119	92	122
Search Warrant Attempts	45	35	40	30	10	10	3
Knock and Talk	10	15	2	5	1	2	0
Handguns Seized				42	53	44	80
Long guns Seized				44	17	10	12
Vehicles Seized				24	36	42	28
High Risk/SWAT Cases				10	11	8	19
Currency Seized				$1,036,469.	$657,406.	$1,323,248	$1,006,490
Fentanyl							31,179
Street Value							$2,338,350
Cocaine	2,537	2,937	55,590	12,329	28,722	27,799	45,263
Street Value	$253,700	$293,700	$2,779,500	$1,109,610	$2,010,540	$2,779,900	$1,610,000
Marijuana	16,434	44,956	42,840	70,511	10,453	51,438	270,802
Street Value	$197,208	$449,561	$428,400	$705,110	$104,530.	$514,380	$1,490,000
Heroin	1,028	4,527	521	3,068	5,689	6111	1333
Street Value	$154,200	$1,131,750.	$39,075	$276,120	$455,120	$611,100	$100,000
Ecstasy	307	13	1	106	4,471	1640	80

Street Value	$6,140	$260	$10	$1,060.	$44,710.	$16,400.	$800.
Crack (grams)	755	612	415	4,016	484	1234	1477
Street Value	$75,500	$61,200.	$20,750.	$301,200	$33,880.	$12,340.	$132,930
Prescription (pills)	1,465	231	310	1,111	4,623	252	4
Street Value	$11,720	$1,848	$2,480	$5,555	$55,476	$5,040	$80
Total Drug Street Value	**$698,468**	**$2,678,042**	**$2,828,57**	**$2,398,665**	**$2,704,256**	**$3,939,160**	**$5,672,160**
Money to Purchase Drugs	$44,360	$42,770	$49,165	$61,505	$18,260	$39,555	$73,619
Money for Informants	$15,330	$19,965	$30,775	$33,270	$13,570	$23,605	$27,220
Undercover Expenses	N/A	N/A	$450	$215	$270	N/A	N/A
Total Expense	$59,690	$62,735	$80,390	$94,990	$32,100	$63,160	$101,047

As shown by the data, the KPI's tracked by the Narcotics Section reflect an operation focused on effective proactive enforcement efforts. Evaluating only the dollar value of narcotics and currency seized, the overall staff costs made by SPD in the Narcotics Section is well exceeded by this "return on investment." This does not even calculate the qualitative value of arrests, weapons seized, etc., and the overall impact on the community's quality of life.

In sum, SPD's Narcotics Section appears a very successful operation, and as a result the size of this Section is certainly reasonable.

Recommendation:

Maintain existing staff in the Narcotics Section of 1 Sergeant and 7 detectives.

(3)   Technical Ops

Technical Ops works Day Shift, Monday - Friday. It is overseen by one Sergeant who also supervises the Gang Violence Task Force. Three (3) detectives are assigned to perform covert technology installs including cameras, GPS trackers, etc. They are also responsible for PD phones. Technical Ops emphasizes supporting the Bureau but will provide support to any operation in SPD.

Data has been captured for several years by Technical Ops like Narcotics though the number of KPIs is not as robust. The following table illustrates information which Technical Ops is utilizing.

Technical Ops Key Performance Indicator (2016-22)

Activities	2016	2017	2018	2019	2020	2021	2022
Pole Camera Installation	44	38	25	50	80	80	60
GPS Tracking	7	12	16	4	20	20	15
Search Warrant Photo CD's	150	127	75	130	79	79	0
SAFENET Submissions	219	231	231	215	96	106	106

Using a similar methodological approach to the CSU staffing as previously described each of these tasks can be attributed approximately 11.3 staff hours per event. While this certainly does not represent the only tasks performed by Technical Ops (as phone management is not included, by example), there does appear to be a significant amount of staff resources dedicated to these activities particularly in consideration of workloads declining as reflected by 2022 data as well as many of these camera installations being conducted on overtime. As such, a reduction of 1 detective in this operation does not seem unreasonable.

Recommendation:

Reduce detective staffing from 3 to 2 detectives in Technical Ops. Maintain 1 shared sergeant position.

(4)   Gang Violence Task Force

The Gang Violence Task Force works Day Shift, Monday - Friday. It is overseen by one Sergeant who also supervises Technical Ops. The Syracuse Gang Violence Task Force (GVTF) is a multiagency Task Force that aggressively targets violent gangs and their members. The Task Force uses long term investigations which are prepared and presented to the federal court system for prosecution. The continuing mission of the Gang Violence Task Force is to partner with federal, state, and local authorities to combat gang crime in the City of Syracuse.

Four (4) detectives are assigned to gather gang intelligence, proactive longer-term cases involving narcotics trafficking, ethnic gangs, gang homicides, RICO, etc. Gangs works closely with the Narcotics Section and at the time of this report was involved in a long-term wire-tap case.

The data provided by the Gang Violence Task Force was limited to a half-page narrative for each of three years (2020-22). In this, it summarized broadly major investigations performed and frequently referenced narcotics seizure. Insufficient information is

available to help determine any staffing allocation and as such this is an SPD executive policy decision.

Recommendation:

Maintain existing staff in the Gang Violence Task Force of 1 shared Sergeant and 4 detectives.

(5)   Regional Task Force

The Regional Task Force typically works Day Shift, Monday - Friday. It is overseen by one Sergeant with 8 detectives assigned to various regional efforts to include:

- 1 Detective to Homeland Security

- 1 Detective to US Postal

- 1 Detective to FBI

- 1 Detective to Attorney General's Office

- 4 Detectives to DEA

These detectives participate in these regional efforts and consolidate to assist/conduct various search warrants. As an ancillary duty, one of these detectives provides SWAT tactical management and related efforts.

There was no workload data provided by the Regional Task Force. As such, making any staffing determination is impractical, particularly since this is largely an executive management decision as to the level of participation SPD wishes in regional/federal efforts.

Recommendation:

Maintain existing staff in the Regional Task Force of a Sergeant and 8 detectives.

(6)   Criminal Intelligence Section

The Criminal Intelligence Section works Day Shift, Monday - Friday. It is supervised by one Sergeant who also supervises the CNYCAC. The operation is directly overseen by the Deputy Chief. Two (2) detectives, referred to as Field Intel Officers (FIO), are assigned to perform gun-related intelligence and investigation to include felony gun possession, gun trafficking, interface with probation and parole departments, and working with ATF. There is close coordination with the Gang Violence Task Force.

There was no workload data provided by the Criminal Intelligence Section. As such, making any staffing determination is impractical.

Recommendation:

Maintain existing staff in the Criminal Intelligence Section of 1 shared Sergeant and 2 detectives.

(7)   Central New York Crime Analysis Center (CNYCAC)

The Central New York Crime Analysis Center (CNYCAC) is supervised by one Sergeant who also supervises the Criminal Intelligence Section. The operation is directly overseen by the Deputy Chief. SPD participates in CNYCAC covering four counties (Syracuse largest entity). This is operated by a DCJS Director. Two (2) SPD crime analyst positions work in tandem with 17 other agencies' staff to support operations of the CNYCAC. Analysts respond to SPD inquiries, City Hall, Command staff requests and conduct weekly COMPSTAT presentations. They identify crime trends and patterns and prepare Significant Event Reports (SER). The CNCAC's "real time crime center" operation is supported by 8 SPO positions which are retired police officers monitor approximately 500 City cameras, support CIB, support covert camera installs, and support surveillance of proactive details.

There was no workload data provided by CNYCAC. As such, making any staffing determination is impractical, particularly since this is largely an executive management decision as to the level of participation SPD wishes in these regionalized efforts.

Recommendation:

Maintain existing supervision, SPO and civilian staffing levels in the Central New York Crime Analysis Center.

(8)   Special Investigations Division Staffing Summary

The fundamental issue with respect to staffing the Special Investigations Division is related to assessing the data available (or lack thereof) and making the determination are SID efforts worth the dedication and investment of 24 detectives, plus supporting management, supervision, civilian and SPO personnel. Some KPI data outputs are impressive for the Division, but some operations lack data clarity. In summary, the current staffing level should be used as the baseline for future adjustments based on performance expectations. The current outputs can serve as a potential baseline for future expectations, and staffing adjustments made accordingly.

Recommendations:

In the Special Investigations Division, use the current staffing levels as a baseline for annual staffing adjustments.

Based on community need and Department enforcement focus, annually revise staffing in the Special Investigations Division based on annual performance expectations and outputs related to narcotics seized, asset recoveries, arrests, warrants, firearm confiscated, regional partnership participation and other relevant metrics to inform decision-making.

5.   Criminal Investigations Bureau Management and Supervision

The importance of appropriately staffed management and supervision cannot be over-emphasized. The CIB has a Deputy Chief position overseeing the Bureau with an organizational structuring composed of Captains, Lieutenants, and Sergeants.

Based on spans-of-control and current shift schedules, there is insufficient Lieutenant managerial oversight in the CID. A Lieutenant position should be assigned to each working shift, irrespective of the Captain position. Moreover, it is unnecessary to have a Lieutenant rank supervising the CSU; this should be a sergeant position.

The following table demonstrates the current first-line supervision (generally a Sergeant) staff to supervision ratio.

First Line Supervision Ratio

Operation	Sergeants	Sgt to Staff Ratio
Homicide	2	4:1
Family Services	1	8:1
Case Investigations	5	6:1
Warrants	1	3:1
CSU	1[16]	4:1
Narcotics	1	7:1
Gang/Technical Ops	1	7:1
Regional Task Force	1	8:1
Criminal Intel/CNYCAC	1	8:1[17]

[16] This is a directly supervising Lieutenant instead of a Sergeant.
[17] Assumes SPO staff in CNYCAC are "half-time."

Supervision to staffing ratios typically should not fall outside the boundaries of 1: 6-9 in any law enforcement group except for high-profile units such as Homicide, special enforcement teams, and the like requiring close supervision that may demand even lower supervision to staffing ratios. Supervision levels beyond 1-to-9 is acceptable in some circumstances if line personnel are seasoned, do not require close supervision, do not have overly complicated tasks to perform, perform low risk duties, and can generally operate well in a supervisory "hands-off" environment.

Based on the first-line supervision ratios noted in the table above, current supervisor to staff ratios is appropriate.   Nevertheless, through staffing changes discussed in this report, some modifications are recommended.

Recommendations:

Replace the CSU Lieutenant with a Sergeant position equivalent to other CIB Sections.

Add 1 Lieutenant position to the Criminal Investigations Division to further facilitate management of the multi-shift assignment structure.

6.   CIB Civilians and Civilianization

There are civilian positions assigned throughout the CIB. As noted, there are crime analyst positions in the CNYCAC, but also 14 Community Service Officer (CSO) positions as part of the Deputy Chief's office.   CSOs take initial felony crime information from Patrol via call-in and enter preliminary investigative data into the Case Management System to be tracked by CIB staff for assignment purposes, case updates, etc. This CSO operation is 24/7. It should be noted that this CIB CSO deployment practice is not common among many national law enforcement agencies who have implemented comprehensive and integrated Records Management System (RMS), Case Management System (CMS), and remote Patrol Mobile Data Computer (MDC) technologies which essentially bypass the need for these CSO roles and responsibilities.

As it relates to civilianization opportunities in CIB, those are generally restricted to the Crime Scene Unit as previously discussed. This should strongly be considered a future opportunity for reducing costs and re-allocating sworn positions.   The potential for civilianizing the Technical Ops detective staff was considered, but their frequent field work in higher risk situations precludes this.

7.   Key CIB Operational Assessments

As part of the study MCG was requested to examine any key operational areas that would notably impact SPD's delivery of service. While the implantation of a comprehensive CMS

was previously discussed in the relevant CID section, there are other areas for further analysis.

(1)   Criminal Investigation Bureau Work Schedules

One operational area perceived as vitally important is the appropriate work schedule for CIB detectives. More specifically at issue is the functional utility of deploying on three shifts as opposed to two shifts (or even one shift), as well as adoption of an alternate daily shift schedule of a 5-day/2-day off 8-hour schedule or a 4-day/3-day off 10-hour schedule (typically referred to as the 4/10 or a 4/3) . It should be noted that 12-hour shift schedules are in use in a variety of public safety organizations but for detectives this is typically less practical and at SPD this is unlikely to be adopted in the near future.

We were asked as part of our assessment to review the memorandum submitted by CIB management/supervision to the Deputy Chief dated 8/10/23. The comprehensive memo has many qualitative statements about 8 and 10-hour schedules and two or three shift formats and the perceived benefits and disadvantages of each. Quantitative data is alluded to but not provided. From MCG's perspective perhaps the most interesting observations were:

- Detectives staff were nearly split in their preference for an 8-hour schedule versus a 10-hour schedule.

- The memo articulated a strong position that a third (Midnight) shift should be retained for investigative effectiveness.

It should be noted that law enforcement agencies have adopted all investigative schedules to some level of effectiveness, whether this be an 8, 10, or 12-hour shift and a one shift, two shift, or three shift operation. Some investigative operations work 24/7 or work some portion of the weekends, while others work Monday – Friday only. Few investigative operations work only four total days, with any agency using a 4-day/10-hour schedule typically having some time of schedule overlap so a minimum of the five weekdays are covered.

Ideally, decisions should be data-driven, and the emphasis on data can be weighed differently. As it relates to SPD, the following "data-related" observations should be considered:

- Information suggests that detectives are somewhat evenly split on preference for an 8-hour workday or a 10-hour workday. Policing agencies have had to become more accommodating to employee desires as part of "21st Century Policing." But, given a split in scheduling preference, other data can be focused upon.

- Some CIB units are already on a 4/10 work schedule to include the APU and the Crime Scene Unit. As such, CIB is making both 10-hour and 8-hour shift schedules work.

- SPD Patrol has become reliant on CIB detectives responding to the field to support preliminary investigative efforts.   The role of a patrol officer in preliminary investigations varies as widely throughout the nation as the types of work schedules. Some public safety operations rely almost solely on the patrol officers to conduct all preliminary investigative work, to include full follow-up on some cases, while other agencies will call detectives out on nearly every felony call and "high profile" event. SPD has chosen to be somewhere at the mid-point of these competing philosophies and as a result, developing a schedule that supports Patrol must be considered until this philosophical/cultural/operational approach at SPD changes.

Data regarding potential detective call-out is telling. Based on the aforementioned memo and our review of CMS 2022 data, MCG developed 15 case types in which detectives would certainly or likely be called into the field[18]. The following graphs portray caseload information by hour and then by shift.

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[18] It should be noted for information purposes this represents 30% of all cases assigned to the Criminal Investigations Bureau.

Probable Detective Call-out by Time (0000-2300 hrs)
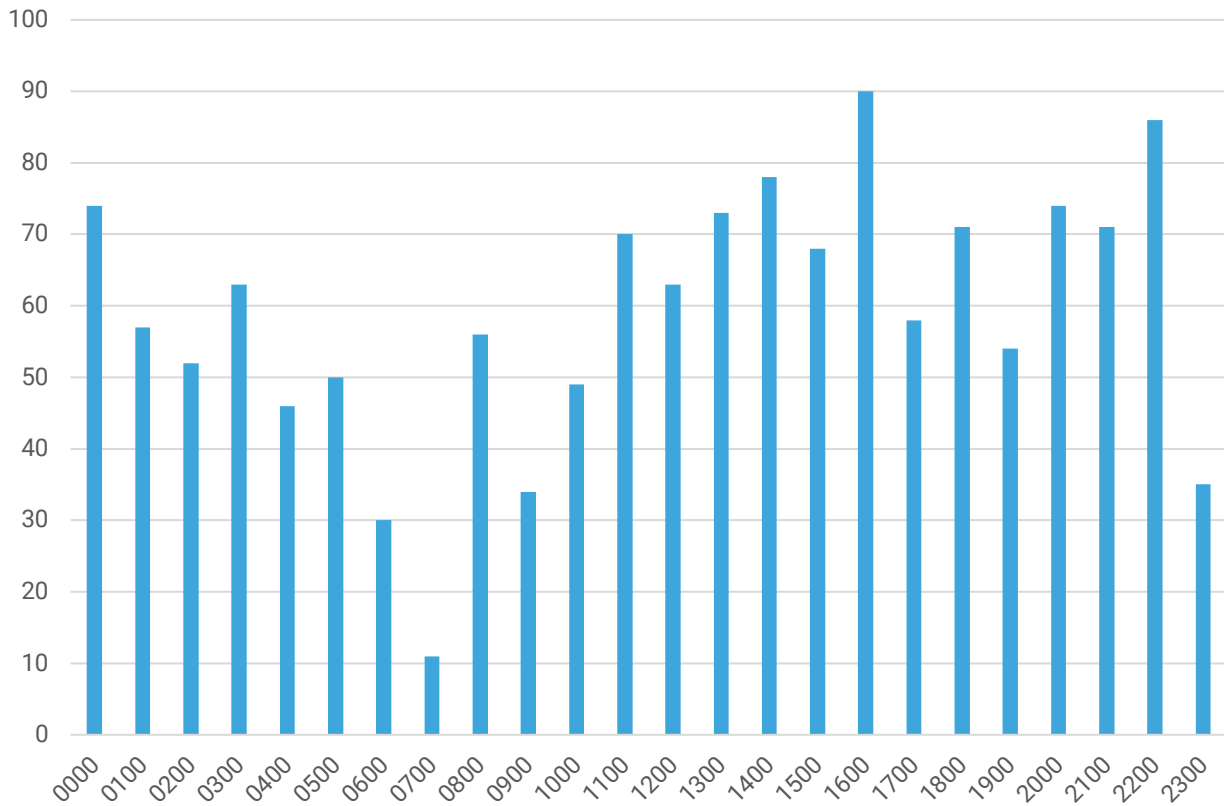
Probable Detective Call-out by Shift (1,413 Cases)

Day	31%
Eve	40%
Mid	29%
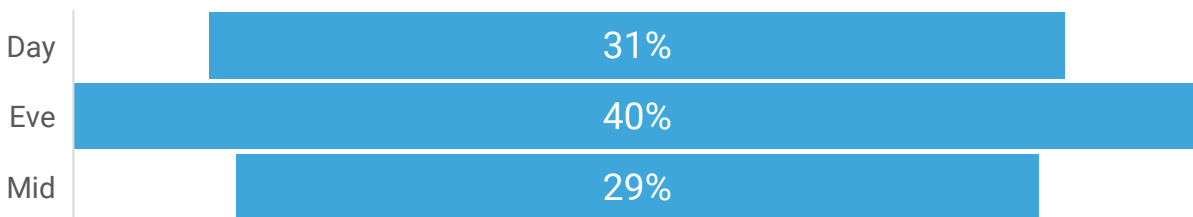
The data is relatively clear with regard how many shifts the CIB should operate. Except for the 0600-0700 timeframe, cases upon which a detective would be called are somewhat common. In fact, calls by shift show that these case types occur nearly as frequently on Midnight shift as they do on Day shift.

Consequently, under current operational protocols for the level of detective support provided to Patrol, data show that a three-shift schedule is the most practical work schedule. At issue is the length of each shift. The 4-day/10-hour shift provides no notable benefit in this instance, as the primary feature of such a schedule on a 24-hour basis is that it provides 6-hours of "overlap" that an operation, such as Patrol, might take advantage of to address peaks and valley in call for service workload. The 10-hour shift

is typically more resource intensive if the same number of days are required to be covered on a 24-hour basis. Fundamentally, given this 24-hour shift schedule need, the CIB should retain the 8-hour shift or alternatively convert to a 12-hour shift program if additional days-off for staff is a primary objective.

Recommendation:

Continue the three-shift deployment approach for the Criminal Investigations Bureau Case Investigations Section. Retain the 8-hour shift.

(2)   Case Management Issues

In addition to the detailed discussion earlier in this chapter regarding the vital need for a comprehensive Case Management System software solution, information suggests there are other steps that can be taken to enhance overall case management. Case management is critical in ensuring cases get processed properly, are assigned equitably among staff, and help support the need for additional (or fewer) detectives in a work unit, thereby allowing an investigative operation to adapt to changing circumstances. Beyond the actual limitations of SPD's CMS, there are further limitations in how case management is performed. The following observations are noted:

- 40% of the cases in CMS had no detective or other personnel assigned, severely restricting the utility of the software and making case management impractical as there is limited information on who is assigned what cases.

- Using the Case Investigations Section as an example, for detectives that had case assignments originating from at least 2 Patrol shifts, case workload ranged from 25 to 77 cases assigned per detective for the year. This workload variance is typically far too large for staff assigned to the same functional unit, and points to case assignment issues—an important aspect of case management.

- Interviews with all CIB sergeants indicate that many of them have a different approach to case management. This lack of consistency is problematic and should be addressed for operational continuity.

In summary, although the limitations of CMS exacerbate the problems associated with case management, further steps can be taken to enhance SPD's case management practices.

Improve case management in the CIB by developing a Detective Case Management Procedure Manual to help facilitate common understanding and approaches to investigative services.

8.   CIB Summary of Staff and Organizational Changes

Based on the information noted in this report, the following net staffing changes in the Criminal Investigations Bureau have been recommended.

- Add 3 detectives to Family Services.

- Add 1 detective to Warrant Squad.

- Reduce 7 detectives in Case Investigations.

- Reduce 2 detectives in CSU.

- Reduce 1 detective in Tech Ops.

- Add 1 sergeant to oversee CSU.

- Re-locate 1 Lieutenant from CSU to CIB oversight.

Net operational change is the addition of 1 CIB sergeant and the reduction of 6 detective positions from the current Criminal Investigations Bureau operation. Given the totality of the report, there are pending needs throughout SPD. As a consequence, the following options can be considered, but not limited to:

- Re-assignment of staff to Patrol.

- Re-assignment of staff to other Special Investigations Division operations dependent upon need.

- Re-initializing or creating new Criminal Investigations Division units such as Financial Crimes, Grand Theft Auto Task Force (as such crimes are increasing), Digital Forensics Unit, Homicide Cold Case Unit, or other operation of need.

Recommendation:

Re-allocate the net reduction of 6 detective positions in the current CIB operation to other Department assignments of need as described in this report.

5.   Support Services Bureau

The Support Services Bureau is led by a Deputy Chief and comprised of the Administrative Division, Emergency Management and Planning Division, Human Resources Division, and Training and Education Division.

(1)   Support Services Bureau Management and Supervisory Positions

The Support Services Bureau is comprised of four divisions, with several different sections and units within each division. These various sections and units transcend many different areas of the department. Although this organizational structure is not uncommon, the Support Services Bureau has many sworn police officers managing or supervising various sections and units which are only staffed with non-sworn/civilian employees. Recommendations are presented in each section to reduce the number of sworn personnel managing or supervising non-sworn personnel when appropriate.

(2)   Civilianization of Certain Support Services Bureau Functions

The Support Services Bureau has sworn police officers performing tasks which can be performed by civilian/non-sworn employees. Historically, law enforcement agencies were organized so that nearly all functions were performed by sworn police officers. Many departments now employ a significant number of non-sworn employees to provide support to police operations. Advantages of non-sworn employees include the following:

- Free up time for sworn police officers to complete tasks associated with crime prevention and reduction, including community policing.

- Non-sworn employees have skills more appropriate for immediate tasks.

- The cost of non-sworn personnel is less than sworn personnel.

- Promote improved community relations and assist with police legitimacy.

While much public discussion centers on achieving ways to increase the supply of police officers to effectively meet the demand for police services, it is also important to consider alternative ways to manage that demand. Recommendations to civilianize certain positions within the Support Services Bureau are presented within each unit when appropriate.

(3)   Community Services Officer (CSO) Positions

Community Services Officer (CSO) positions are civil service positions which transcend many different areas throughout the Syracuse Police Department. Duties are broadly described on the Onondaga Civil Service website as assisting police officers by

performing routine duties that do not require arrest powers. Assignments typically involve various assignments in the Uniform, Support Services, and Investigation Bureaus as needed. The website lists typical work activities for each of these bureaus. The Support Services Bureau typical work activities are listed as the following:

- Assists the public in the Public Safety Building and City Hall by answering questions and explaining departmental procedures.

- Answers telephone inquiries from the public and directs callers to sworn members of the department as needed.

- Completes routine record checks as requested by sworn members of the department.

- Performs clerical duties, such as, but not limited to, data entry, making copies and filing.

- Logs and tags inventory and property.

- Assists with deliveries and shipments within the Public Safety Building.

- Issues departmental orders or updates via departmental email.

- May be required to operate a motor vehicle.

While testing and hiring for one position which transcends many different areas throughout a police department has many advantages such as a broad job description and a streamlined recruitment and hiring process, it also has several disadvantages and creates inconsistencies. Disadvantages and inconsistencies which can be compounded given the nature of police functions. For instance, a CSO who is assigned to the Central Records Section reviews and processes police arrest reports and checks arrest warrant status. Processes which if not completed properly may result in a clerical error allowing a violent criminal to be released inadvertently, or an error in processing an arrest warrant check resulting in an innocent person being arrested. Errors which are not only of high liability concerns for a police department, but an entire community. It is important for a potential applicant to have a complete understanding of a job function in which they may find themselves in.

Community Services Officers (CSO) are assigned according to department needs. As such, a CSO may be assigned to areas such as Central Records, Technology and Program Management, and Special Events which allows the department to adjust for staffing concerns. It has also created a circumstance where a CSO working in a high-paced, high-liability technical position such as in Central Records receiving the same pay as a CSO

working in a non-technical position associated with other units. It may also cause a lack of unit cohesiveness and the specific historical knowledge base needed in high-liability units to function properly.

A job task analysis should be performed in each department administrative position to identify the work requirements of each position. The analysis should provide a detailed overview of the knowledge, tasks, and responsibilities which must be performed by workers in each occupational area to successfully perform each job. Once a job analysis has been completed, evaluate whether (1) CSO pay should be adjusted given the nature of each assigned position; or (2) specific job titles with commensurate pay are assigned according to closely defined job descriptions.

Recommendations:

Conduct a job task analysis which provides a detailed overview of the knowledge, tasks, and responsibilities of each administrative position.

Determine if an adjusted CSO pay structure is appropriate given the nature of each assigned position or specific job titles with commensurate pay according to closely defined job descriptions is more appropriate.

1.   Administrative Division

The Administrative Division is led by a Lieutenant and comprised of the Accreditation and Innovation Section, Central Records Section, Property Section, Technology and Program Management Section, and Transportation Section. The Administrative Lieutenant also manages the Audit and Control Division and reports to the 1st Deputy Chief of Police for these responsibilities.

(1)   Property Room Section

The Property Room Section is supervised by a Sergeant and staffed with five Special Police Officers and one Property Clerk. The Sergeant works Monday through Friday, 7:30am – 3:30pm. The Special Police Officers work varied shifts; four work three, eight hour days and one works three, four hour days. The Sergeant also supervises employees who work in the department's stock room. The stock room is staffed with one Stock Clerk and one Duplication Machine Operator. Both employees work Monday through Friday, 7:30am – 3:30pm.

Property Room

The Syracuse Police Department maintains a property/evidence room in which employees book property into, safeguard all property, and properly dispose of property

as needed. Only authorized personnel are allowed to enter the facility. Unauthorized employees must be escorted by a property room employee, as well as sign in and out of an entry log. The property room door is locked when not occupied by authorized personnel.

Submission of Property/Evidence

All department employees must scrutinize all items of evidence to determine its evidentiary value. When booking property/evidence, department employees describe the contents on an evidence label and place it inside appropriate packaging or container. Once packaging and labeling is complete, employees will place the property/evidence in temporary property lockers or temporary refrigerator lockers located inside the property receiving room. The Syracuse Police Department's written policy regarding property and evidence is detailed in describing the proper packaging methods concerning property/evidence.

All property/evidence taken into custody of the department must have (in addition to a property label) appropriate entries into the electronic property and evidence processing system used by the department. The circumstances under which the property/evidence came into custody must also be described in the narrative section of an employee's report.

Property Room Section employees are responsible for the following tasks:

- Complete property updates in the online evidence management system.

- Place all evidence in the main property room.

- Release evidence when appropriate.

- Send certified letters to owners of property as needed.

Follow procedures on court orders for disposition of property.

- Destruction of drugs and biohazard materials.

All property/evidence is categorized into one of the following three major categories:

Property/Evidence Categories

Evidence	Property that has evidentiary value in a criminal case or potential criminal case.
Found Property	The owner of the property is not known.
Safekeeping	The owner of the property is known, and the owner is expected to retrieve the property from the department.

The following table illustrates the total number of property/evidence items booked into the property/evidence room in the past five years (2022 - 1018):

Property Room Intake

	Evidence	Safekeeping	Found Property	Total Property
2022	14,570	759	251	15,580
2021	15,784	641	280	16,705
2020	18,187	616	294	19,097
2019	15,938	690	467	17,095
2018	16,549	530	284	17,363

From 2018 – 2022, property room employees took in an average of 17,168 pieces of property each year. The following chart displays the same information graphically:

Property Room Intake
2018 - 2022

Year	2018	2019	2020	2021	2022
Value	15,580	16,705	19,097	17,095	17,363
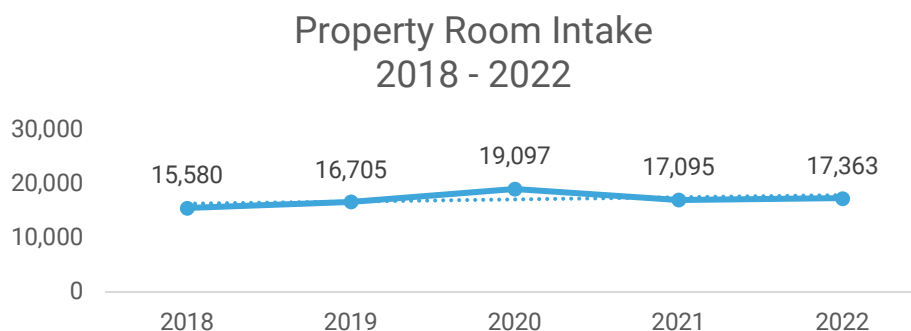
Property/Evidence Retention

The Syracuse Police Department has an established written policy regarding the retention and destruction of items. Employees must first receive written authorization from the District Attorney's Office prior to destruction of evidence. All property of a non-evidentiary nature may be destroyed or disposed of in compliance with existing laws.

Between the years of 2022 and 2018, the Property Room Section has purged a total of 24,163 items from inventory. Over the course of these five years, an average of 4,833

items were purged each year. The process for purging items is manual. Interviews indicate that there is a backlog of items to be purged, with a current focus on 2016 items. The department does not currently have a mechanism which auto-alerts employees of property purge dates.

Property/Evidence Room Audits

Syracuse Police Department policy requires a semi-annual inspection be conducted by the Commanding Officer of the Property Division or authorized designee to determine adherence to procedures used for the control of property and evidence.

The policy also requires that an audit be conducted whenever there is a change in the Commanding Officer of the Property Division. The department is currently working towards certification through the Commission on Accreditation for Law Enforcement Agencies (CALEA). The department's policy requires the audit sample size be within CALEA requirements. The policy also requires the following:

- An annual audit conducted by a member of the department who is not routinely or directly connected with the property room operations.

- Periodic, unannounced inspections of property room operations and storage facilities are conducted at least once a year.

- A report shall be completed identifying the items that were inventoried or audited.

Currently, the property room has a total of 143,659 items stored. This total does not include certain items which were kept within the property room prior to the department's electronic property and evidence processing system being implemented in 2009.

Diagnostic Assessment of the Property and Evidence Policy

The project team analyzed property and evidence practices and policies for the Syracuse Police Department against best practices or emerging practices for law enforcement property and evidence management. The assessment relies on both interviews and documents provided. There are three areas to the diagnostic assessment which are detailed below:

- **Best Practice / Operational Target** – The subject area under review and what is the best practice or operational target.

- **Meets Target / Does not meet Target** – An area that meets target has been reviewed and with analysis the project team identifies that the Syracuse Police Department generally meets best or emerging practice.

- **Comments / Improvement Opportunity** – This area identifies what the Syracuse Police Department is doing to meet the target or how it is not meeting the target.

Diagnostic Assessment of the Property and Evidence Policy

Organizational Structure

Best Practice/Operational Target	Meets Target?	Comments/Improvement Needs
The Department has written directives outlining the organizational structure of the evidence/property function. The directive clearly defines the chain of command and personnel assigned to include management position and evidence property technician.	Yes	SPD property division policy includes organizational structure and reporting chain of command.
Directives outline desired qualifications, applicable certifications, skills, and duties of personnel assigned to the unit to include assignment transfer policies associated with the evidence/property function.	Yes	SPD property division policy includes employee training requirements.
Directives identify initial and ongoing training plan for all personnel assigned to evidence/property function to ensure they remain current in best practice, statutes, and regulations.	No	SPD property division policy does not include ongoing training requirements.
Staff can provide number of items currently in inventory and how many items have been submitted over the past five years. Staff can provide number of items purged from inventory over the past five years.	Yes	SPD provided the total number of items in inventory and items submitted over the past five years. Staff provided number of items purged from inventory over the past five years.
Directives outline facility access procedures, staff call-out procedures, and hours of operation. Hours open to the public and regular internal hours are established.	No	SPD property division policy does not outline procedures related to facility access. SPD should post hours of operation on its website to ensure public notification.
Directives outline key control process for tracking and restricting access to the evidence/property facility.	Yes	SPD property division policy outlines process for tracking access to the evidence/property facility.

Best Practice/Operational Target	Meets Target?	Comments/Improvement Needs
Directives outline emergency and disaster planning to include personal duress alarm, procedures for removal, transportation, and relocation of property with method of tracking each item and identified appropriate alternate evidence/property storage area if evacuation is necessary.	No	SPD should draft a policy related to disaster planning.
Directives outline property and evidence handling procedures to include general handing procedures, explosives, ammunition, hazardous materials, firearms, narcotics/controlled substances, currency, electronic media, biological/DNA, and blood drying.	Yes	SPD property division policy outlines handling procedures.
Directives outline inspections and audits for the department.	Yes	SPD property division policy outlines inspections and audits.
Directives address automated property management system to include: • Integration of electronic property management system with CAD and RMS. • Established redundancies related to information storage and back up procedures. • Ability to account for chain of custody. • Ability to track and identify location of all items of evidence within the custody of the organization. • Reporting capabilities for statistics, workload studies and inventories.	Yes	SPD property division policy addresses automated property management system.
Alert mechanisms for notification of property purging/disposition.	No	SPD purging process is manual. An automatic alert mechanism should be established.

Property Section Staffing

All positions within the Property Section are currently occupied by non-sworn/civilian employees, excluding the section supervisor who is a Sergeant. Many departments throughout the United States use non-sworn supervisory personnel to supervise non-sworn employees. Management and supervision of the Property Section does not require a sworn police officer position. It is recommended that this supervisory position be transferred to a non-sworn supervisor position. The Sergeant position should be

transferred elsewhere within the department where law enforcement training is the primary skill set, full police powers are warranted, and sworn first-line police supervision is needed. Civilianization of the supervisory position will be at a cost savings for the department, promote improved community relations, and assist with police legitimacy.

Recommendations:

Develop an auto-alert mechanism which notifies Property Section employees of property purge dates.

Ensure evidence/property room hours of operation open to the public are posted on the department's website.

Develop protocol concerning emergency and disaster planning to include procedures for removal, tracking, transportation, and relocation of property, and identify an alternate evidence/property storage area if evacuation is necessary.

Add 1 full-time non-sworn supervisory position to the Property Section.

Transfer the current Property Section Sergeant position to where law enforcement training is the primary skill set, full police powers are warranted, and sworn first-line police supervision is needed.

(2)   Central Records Section

The Central Records Section is managed by a Records Manager (currently vacant) and staffed with ten Community Services Officers, two Data Entry Clerks, and one Special Police Officer. The Community Services Officers work Monday through Friday, either 7am – 3pm, 3pm – 11pm, or 11pm – 7am. The Data Entry Clerks work Monday through Friday, 8am – 5pm. The Special Police Officer is a part-time position and works varied hours.

Workload and Ability to Meet Unit Objectives

The Central Records Section maintains and manages department records. The Community Services Officers (CSO) and Data Entry Clerks are responsible for these tasks.

The Community Services Officer tasks include the following:

•   Process police reports, vehicle impounds, and traffic exchange forms.

•   Front desk customer service.

•   Produce copies of police reports and other documents to customers.

•   Process vehicles impound releases.

•   Data entry.

- Process warrants.

The Data Entry Clerks tasks include the following:

- Scan paperwork into the department's online report management system.

- Label and file paperwork for offsite storage.

In 2022, Community Services Officers processed a total of 59, 653 incident and crime reports. The following table illustrates various averages:

Incident / Crime Reports Processed 2022

	Total Reports	Monthly Avg.	Weekly Avg.	Daily Avg.
Records Section	59,653	4,971	1,147	163
CSO Average	5,965	497	115	16

Other performance measures and total task completion time are currently not tracked by Central Records Section personnel. Project team interviews indicate no backlogs associated with current tasks assigned to the Community Services Officers. Data Entry Clerk tasks are backlogged by six months, with Clerks currently working on paperwork submitted in January of 2023.

The Central Records Section currently does not have a formalized training manual or program for new employees. A formalized training manual and program is important given the department's use of the Community Services Officer position, and their unique ability to transfer to positions throughout the department. The lack of a formalized training manual and program can cause ambiguity and inconsistencies in how tasks are completed. A training manual can be used as a knowledge source, reducing new employee training time, avoiding mistakes, and increasing employee retention.

Central Records Section Management and First-Line Supervision

As previously mentioned, the Central Records Section is managed by a Records Manager (currently vacant) and staffed with ten Community Services Officers, two Data Entry Clerks, and one Special Police Officer. The Central Records Section operates 24 hours a day, Monday through Friday of each week. Employees work a variety of different schedules and shifts to accommodate operations.

Both management and first-line supervisory functions play a vital role in successful police records operations. While management functions are important in the overall oversight, planning, auditing, and budgeting of police records, first-line supervision is important in the supervision and oversight of subordinates in the performance of their duties, including overseeing employees while handling confidential information and other citizen requests. First line supervisors also have other duties assigned such as training new

employees, reviewing performance evaluations, and providing feedback to help improve overall performance.

There are clear advantages in blending management and supervisory functions into one position, such as being more cost effective than the alternative of retaining more personnel. While this may be true, caution should be used not to overburden employees with the amount of tasks and responsibilities given. While a blended management and first-line supervisory role is effective in many sedentary jobs, it is not recommended in police records environment.

Effective first-line supervision cannot be achieved while performing various management and supervisory tasks simultaneously. Due to the nature of the police records function, employees should have constant first-line supervision. To meet both proper management and first-line supervisory oversight, the Central Records Section should be staffed with one Records Manager and three Records Supervisor positions. Each of the three Records Supervisors will assume first-line supervisory functions during a shift. Lead Records positions should also be designated at times when a supervisor is not on shift.

Recommendations:

Track Central Records Section workload and completion time to determine future staffing needs.

Develop and maintain a Central Records Section training manual and program for new employees.

Increase the total number of Central Records Section Data Entry Clerks by 1; for a total of 3 positions.

Add 3 Central Records Section Supervisor positions; for a total of 1 Records Manager, 3 Records Supervisors, 10 Community Services Officers, 3 Data Entry Clerks, and 1 Special Police Officer.

Designate a Lead Records Section CSO for each shift to assume supervisory responsibilities when a Records Supervisor is not on shift.

(3)   Accreditation and Innovation Section

The Accreditation and Innovation Section is staffed with one Accreditation Coordinator, one Administrative Analyst, and one Police Officer. The section works Monday through Friday, 8:30am – 4:30pm.

Workload and Ability to Meet Unit Objectives

The Accreditation and Innovation Section manages the New York State's Division of Criminal Justice Services Law Enforcement Accreditation Program. This program is voluntary and designed to improve an agency's effectiveness, efficiency, and professionalism. To receive accreditation, the department must meet a total of one-hundred and eleven different standards in administration, training, and operations. The Syracuse Police Department has been accredited since 1992.

The department began working towards accreditation through The Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) in January of 2023. An accreditation process which focuses on standards which provide best practices related to life, health, and safety procedures for agencies. The Police Officer assigned to the unit is tasked with managing the accreditation process.

The New York State's Division of Criminal Justice Services Law Enforcement Accreditation Program is managed by the Accreditation Coordinator who is assisted by the Administrative Analyst. The Accreditation Coordinator spends most of the work time updating and managing the department's policies. This includes collecting data, researching policy best practices, and ensuring department leadership review and approval. The Administrative Analyst assists with tracking policy updates and revisions. The Accreditation Coordinator and Administrative Analyst are also responsible for publishing the department's annual report each year.

The Accreditation and Innovation Section works in a support role, enabling police department operations to operate efficiently. There are currently no metrics to measure section workload. Time to complete tasks are not tracked and vary greatly depending on a host of factors which make workload analysis difficult. Most of the tasks associated with the section's work often requires assistance and approval from a variety of department employees.

As mentioned previously, the tasks of managing the CALEA accreditation process are assigned to a sworn Police Officer. While certain tasks may need sworn Police Officer assistance, most tasks associated with accreditation can be managed by a non-sworn employee. Assigning a non-sworn employee will be at a cost savings for the department, promote improved community relations, and assist with police legitimacy.

Recommendations:

Track Accreditation and Innovation Section workload and completion time to determine future staffing needs.

Assign management of CALEA accreditation process to a department non-sworn employee.

Transfer Police Officer position assigned to the Accreditation and Innovation Section to where law enforcement training is the primary skillset and full police powers are warranted.

(4)   Technology and Program Management Section

The Technology and Management Section is supervised by a Police Officer and comprised of one Information Technology Technician and two Community Services Officers. The Section works Monday through Friday, 7am – 3pm.

Workload and Ability to Meet Unit Objectives

The assigned Police Officer performs first-line supervisory tasks, assigns section workload, and assists with IT related issues and body-worn camera management and redaction as needed. The IT Technician assists with issues related to the department's Local Area Network (LAN). One Community Services Officer (CSO) performs body-worn camera management and redaction and the other assists with administrative work and IT help desk requests.

The department also works with a local IT company which has three contract employees assigned to the section. One contract employee works on issues with police vehicle mobile data terminals three days a week, 7am – 3pm. The other contract employee works on IT help desk requests, Monday through Friday, 8am – 4pm. The third contract employee works on high level network issues related to the department's server, firewall, and network security, every Tuesday from 8am – 4pm.

The Technology and Program Management Section works in a support role, enabling police department operations to operate efficiently. Both a performance based, and workload based approach can be used to assist in determining staffing needs. A performance based approach uses performance measures such as total completed tasks and are tied to effective management of resources addressing specific IT related issues. A workload based approach uses the total number of requests and time to complete each request in determining staffing needs.

The following table depicts Technology and Program Management Section workload from 2020 through 2022 and a percentage increase / decrease when appropriate:

Technology and Program Management Section Workload 2020 - 2022

	2020	2021	2022	+/-
Information Systems & Technology				
Computer systems support services	27,109	25,101	4,650	-83%
Hardware systems	930	1081	1,188	+28%
Purchased (hardware)	206	78	140	-32%
Installed/implemented (hardware)	172	78	63	-63%
Software systems	33	34	37	+12%
Purchased (software)	32	5	3	-91%
Installed/implemented (software)	32	5	3	-91%
Policies & Procedures Management				
Temporary orders	31	14	2	-94%
Personnel orders	469	523	665	+42%
Memo orders	56	38	25	-55%
General orders	22	2	6	-73%
Departmental orders	578	577	698	+21%
Training bulletins			17	-
Forms & Control Management				
Forms created	7	-	3	-57%
Forms revised	16	-	4	-75%
Forms revised/created	23	-	7	-70%
Body-Worn Camera				
DA requests	-	1,348	23,297	+1,628%
FOIL requests redacted videos	-	207	349	+69%
Corp Counsel video requests	-	586	612	+4%
Body cams deployed	-	-	252	-

As illustrated in the above table, many tasks saw a decrease in workload over the three year period. Both requests and video redaction saw a dramatic increase in workload during 2022 and 2021.

There are currently no metrics to measure Technology and Program Management Section workload. Time to complete tasks is not tracked and varies greatly depending on a host of factors which makes workload analysis difficult. Average completion times for tasks extensively performed by section personnel such as computer systems support services, hardware systems, and body-worn camera video redaction could not be provided to the project team for further analysis.

An employee survey to gauge the attitudes on various topics about the department and serving the community was delivered. Employees were asked what kind of technology or software would help them to do their jobs more effectively. Results indicated a clear consensus for the want, and need, for additional operational technologies throughout the patrol units, notably License Plate Readers (LPRs), drones (UAS/UAV), and an updated

report writing system. There was also a consistent desire to have remote access to Syracuse COPS cameras in patrol vehicles. Other responses noted the desire to have upkeep on the technologies that are currently deployable within the department, notably patrol vehicles and the Mobile Data Terminals (MDTs) within them. The department should form a technology steering committee, consisting of both sworn and non-sworn personnel, to evaluate and recommend technology. This committee should also develop a strategic plan to assist in acquiring recommended technology.

Technology and Program Management Section Staffing

As mentioned previously, a sworn police officer position is assigned to perform first-line supervisory tasks, assign workload, assist with IT related issues, and body-worn camera management and video redaction. These functions can be completed by a non-sworn supervisor. It is recommended that this new non-sworn supervisor have IT experience. Assigning a non-sworn supervisor will be at a cost savings for the department, promote improved community relations, and assist with police legitimacy. The sworn police officer position should be transferred elsewhere within the department where law enforcement training is the primary skill set and full police powers are warranted.

Recommendations:

Track completion time for Technology and Program Management Section tasks to assess workload and analyze future staffing needs.

Transfer Technology and Program Management Section sworn police officer position to where law enforcement training is the primary skill set and full police powers are warranted.

Increase Technology and Program Management by 1 Information Technology Supervisor position; for a total of 1 Information Technology Supervisor, 1 Information Technology Technician, and 2 Community Services Officers.

Form a technology steering committee, consisting of both sworn and non-sworn personnel, to evaluate and recommend technology. Develop a strategic plan to assist in acquiring recommended technology.

(5)   Transportation Section

The Transportation Section is managed by a Garage Manager and staffed with one Garage Supervisor (currently vacant), one Crew Leader, five Mechanics, one Mechanic Helper, and two Laborers.

Workload and Ability to Meet Unit Objectives

The Transportation Section is responsible for performing preventative maintenance and repair on department vehicles as needed. Tasks include the following:

• Maintain all department vehicles and records pertaining to operation and maintenance of those vehicles.

• Prepare department vehicles for auction.

• Prepare specifications for purchase of new vehicles.

• Complete vehicle repair work, maintenance checks.

The section is responsible for the care and maintenance of 371 different units (vehicles, trailers, and other units used for police operations). Time to complete various maintenance tasks are not tracked and vary greatly depending on a host of factors which makes workload analysis difficult. Completed work product and timely completion of tasks are typical performance measures related to Transportation Section positions. Another performance measure used to analyze workload are backlogs associate with assigned tasks. There is a consistent backlog in tasks to be completed.

This backlog in tasks is primarily associated with a decrease in one Crew Leader and two Mechanic positions several years ago. This backlog in tasks has not been detrimental to police operations. It should be noted, the department's Uniform Bureau recently transitioned to a different work schedule. This new work schedule has caused a shortage in patrol vehicles which has forced most Patrol Officers to double-up in vehicles while on shift.

Although the current work backlog does not prove to be detrimental to police operations, there is no indication that budgets will increase in the near future. As such, many cities have consolidated resources in order to increase work products and streamline services. Vehicle maintenance is currently performed by more than one entity within the City of Syracuse government structure. A consolidation of resources study should be performed to determine if the City of Syracuse will benefit from a consolidation of vehicle maintenance resources. Although the police department should be involved in selecting police related vehicles and equipment, transferring broader vehicle maintenance tasks away from the department structure will allow for a more specific focus on police organization and crime prevention and reduction efforts.

Recommendation:

Evaluate the feasibility of consolidating police department vehicle maintenance resources with broader City of Syracuse vehicle maintenance resources.

2.   Emergency Management and Planning Division

The Emergency Management and Planning Division is led by a Lieutenant and comprised of the Special Events Section, Ordinance Enforcement and Licensing Section, Parking Enforcement Unit, and School Crossing Guard Unit.

The Lieutenant is also the department's Emergency Manager and works Monday through Friday, 8am – 4pm. Emergency Management and Special Events duties include the following:

•   Public safety community outreach and training.

•   Research and monitor various community events.

•   Operate the department command vehicle / command center during certain community events.

•   Develop department action plans for large scale community events.

•   Develop security plan for police department building.

The Lieutenant also manages the department's Emergency Vehicle Operations Course (EVOC) program and is a trainer. Although many daily tasks performed are not tracked, the following table depicts a partial workload in 2022:

EM and Special Events Division Lieutenant Partial Workload 2022

Task	Total
Emergency management public outreach / training	15
Incident action plans	20
After action reports	6
Emergency management activations	50
EVOC instructor days	75

(1)   Special Events Section

The Special Events Section is managed by the Emergency Management and Planning Division Lieutenant and staffed with one Special Events Coordinator and one Community Services Officer. The unit works Monday through Friday, 6am – 2pm.

Workload and Ability to Meet Unit Objectives

The Special Events Section is responsible for reviewing special event requests from community members and promoters. The review process includes applicant, event, and location background checks and security assessments. The following table depicts the unit's workload 2020 through 2022 and a percentage increase:

Special Event Applications 2020 - 2022

Task	2020	2021	2022	+/-
Special events Application review	52	109	155	+198%

Although special event application reviews increased by 198% over the course of the three year period, COVID played a role in the total number of applications received in 2020. A more appropriate measure is the 42% increase from 2021 through 2022. The following chart displays the same information graphically:

Special Event Applications
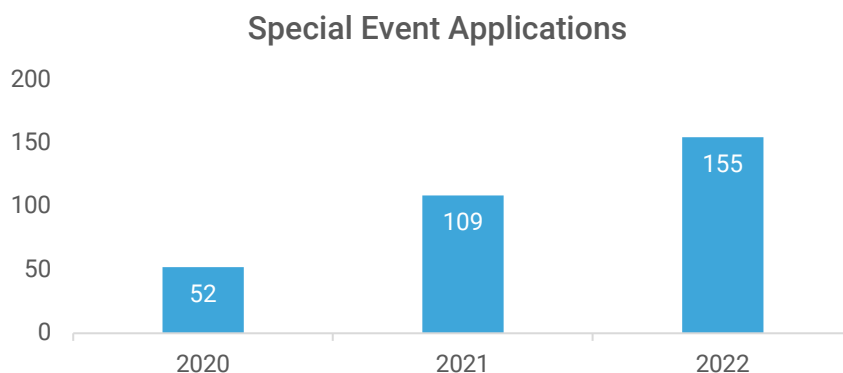
Work time on special event application processing is dependent on a variety of factors to include number of event attendees, event complexity, and event type. Time to complete this work is currently not tracked. For staffing calculation purposes, an average of 20 hours of completion time for each application is used.

Calculation of Staffing Needs

As described above, in 2022, a total of 155 applications were reviewed accounting for a total of 3,100 hours of workload. The following table illustrates this calculation process:

Calculation of Workload Hours

Total applications		155
Multiplied by 20 hours	x	20
Total Workload Hours	=	3,100

The base number of hours in an employee's work year is 2,080. After accounting for vacation, sick leave, training, and other absences a figure of 1,720 hours is typically more appropriate. Using this 1,720-hour figure, a total of 2 employees is needed. The following table illustrates this calculation process:

Calculation of Special Events Section Staffing Needs

Total workload hours		3,100
Divided by total net available hours for 1 Trainer	÷	1,720
Total Number of Employees Needed	=	1.8

The Special Events Section currently has one Special Events Coordinator and one Community Services Officer assigned. If special event applications exceed 200 in 2023, an increase in staffing by 1 Community Services Officer is recommended.

Recommendations:

Track completion time for Special Events Section tasks to assess workload and analyze future staffing needs.

If special event applications exceed 200 in 2023, increase Special Events Section staffing by 1 Community Services Officer, for a total of 1 Special Events Coordinator and 2 Community Services Officers.

Add 1 full-time non-sworn supervisory position to the Special Events Section.

(2)   Ordinance Enforcement and Licensing Section

The Ordinance Enforcement and Licensing Section is supervised by a Sergeant and staffed with one Officer (position is currently vacant) and five Community Services Officers. The unit works Monday through Friday, either 6am – 2pm, 7am – 4pm, 8:30am – 4:30pm, or 9am – 5pm.

Workload and Ability to Meet Unit Objectives

The Ordinance Enforcement and Licensing Section is responsible for enforcing various quality of life ordinances such abandoned vehicle tows, loud animals, and other neighborhood complaints. The section is also responsible for conducting state taxi license certifications. The following table depicts the unit's workload 2020 through 2022 and a percentage increase / decrease when appropriate:

Ordinance Enforcement and Licensing Section Workload

Task	2020	2021	2022	+ / -
Ordinance complaints received / investigated	750	1,000	1,078	+44%
Towed vehicles	40	25	210	+425%
Taxi certifications	93	41	25	-73%

While ordinance investigations saw a slight increase, an overwhelming 425% increase in towed vehicles occurred during the three year period. A 73% decrease in taxi certifications occurred during this same period.

Duties associated with ordinance enforcement and taxi licensing are not typically criminal in nature. While these duties are important, they are better positioned outside of police departments. Many cities throughout the United States have established code enforcement and licensing programs within a city organizational structure and out of police departments. Building trust with communities is fundamental to effective policing. Police departments should focus on improving community interactions, enhancing communication, and promoting shared responsibilities for addressing crime and disorder. Transferring non-criminal enforcement actions to other city departments will assist in diversifying workforce skills, increase efficiency, promote improved community relations, and assist with police legitimacy.

Recommendation:

Transfer Ordinance Enforcement and Licensing Unit management and responsibilities to another city department when staffing and capacity allows.

(3)   Parking Enforcement Unit

The Parking Enforcement Unit is supervised by the Ordinance Enforcement and Licensing Section Sergeant and staffed with nine Parking Checkers. The Parking Checkers work Monday through Friday, 8am – 4pm.

Workload and Ability to Meet Unit Objectives

The Parking Enforcement Unit is responsible for responding to community parking complaints and writing parking tickets. The unit is also responsible for conducting state taxi license certifications. The following table depicts the unit's workload 2020 through 2022 and a percentage increase / decrease when appropriate:

<div align="center">Parking Enforcement Unit Workload</div>

Task	2020	2021	2022	+ / -
Community parking complaints investigated	87	92	210	+141%
Parking tickets written	53,818	55,406	62,930	+17%

Duties associated with parking enforcement are not typically criminal in nature. While these duties are important, they are better positioned outside of police departments. Many cities throughout the United States have established parking enforcement units within a city organizational structure and out of police departments. Building trust with communities is fundamental to effective policing. Police departments should focus on

improving community interactions, enhancing communication, and promoting shared responsibilities for addressing crime and disorder. Transferring non-criminal enforcement actions to other city departments will assist in diversifying workforce skills, increase efficiency, promote improved community relations, and assist with police legitimacy.

Recommendation:

Transfer Parking Unit management and responsibilities to another city department when staffing and capacity allows.

(4)   School Crossing Guard Unit

The School Crossing Guard Unit is supervised by the Ordinance Enforcement and Licensing Sergeant and staffed with fifty-five part time Crossing Guards. Crossing Guards work one hour in the morning and one hour in the afternoon. Hours vary from 6am – 9am and 1pm – 4pm depending on individual school hours.

While these duties are important, they are better positioned outside of police departments. Police departments should focus on improving community interactions, enhancing communication, and promoting shared responsibilities for addressing crime and disorder. Transferring non-criminal enforcement actions to other city departments or outside entities will assist in diversifying workforce skills, increase efficiency, promote improved community relations, and assist with police legitimacy.

School Crossing Guard Unit Supervision

As mentioned previously, the Ordinance and Licensing Sergeant supervises the School Crossing Guard Unit. The management and supervision of this unit can be performed by a Crossing Guard Unit employee. A Crossing Guard Unit employee should be designated as the Lead Crossing Guard to serve as a supervisor and perform program management tasks.

Recommendations:

Transfer School Crossing Guard Unit management and responsibilities to another city department when staffing and capacity allows or explore option of transferring responsibilities to school district.

Create a Lead Crossing Guard position to take over program management and supervision from the Special Events Unit Sergeant.

(5)   Ordinance and Licensing Unit Sergeant Position

Recommendations have been made to transfer the Ordinance and Licensing Unit, Parking Enforcement Unit, and School Crossing Guard Unit outside the police department. While these duties are important, they are better positioned outside of police departments. Police departments should focus on improving community interactions, enhancing communication, and promoting shared responsibilities for addressing crime and disorder. The current Ordinance and Licensing Sergeant position should be transferred elsewhere within the department where law enforcement training is the primary skill set, full police powers are warranted, and sworn first-line police supervision is needed.

If these units are not transferred outside of the department as recommended, a non-sworn supervisory position is recommended to replace the sworn supervisory position. All positions within these units are currently occupied by non-sworn/civilian employees. Many departments throughout the United States use non-sworn supervisory personnel to supervise non-sworn employees. Supervision of these units does not require a sworn police officer position. Civilianization of the supervisory position will be at a cost savings for the department, promote improved community relations, and assist with police legitimacy.

Recommendations:

Transfer the current Ordinance and Licensing Unit Sergeant position to where law enforcement training is the primary skill set, full police powers are warranted, and sworn first-line police supervision is needed.

If the Ordinance and Licensing Unit, Parking Enforcement Unit, and School Crossing Guard Unit are not transferred outside the department as recommended, a non-sworn supervisory position is recommended to replace the Ordinance and Licensing Unit Sergeant position.

(6)   City Hall / One Park Place Security

During this analysis, the City of Syracuse Common Council created five Special Police Officer (SPO) positions to provide security and assist staff and community members at the Syracuse City Hall and One Park Place. Of these five positions, one is currently filled. This position is managed by the Emergency Management and Planning Division Lieutenant and supervised by the Ordinance and Licensing Sergeant.

The Special Police Officer position is a part-time position for retired police officers who are certified through the State of New York Division of Criminal Justice Services.

3.   Human Resources Division

The Human Resources Division is led by a Lieutenant and staffed with one Administrative Assistant and one Administrative Aid (authorized two). All employees work Monday through Friday, 9am – 5pm.

Workload and Ability to Meet Unit Objectives

The Human Resources Division's responsibilities and tasks include the following:

- Managing department hiring process.

- Maintain various department personnel files.

- Create personnel transfer orders.

- Telestaff data entry (sick time).

- Monitor employee sick leave.

- Medical treatment invoicing.

Performance measures such as time to complete tasks and total tasks completed are currently not tracked by Human Resources personnel. Project team interviews indicate no backlogs associated with current tasks assigned to Human Resources.

Tasks assigned to the Human Resource Division such as managing overall employee hiring processes and maintaining personnel files are tasks which the City of Syracuse Human Resources Department completes for other city departments. While certain police specific tasks are more suitable to be completed within the police department itself, broader tasks such as employee hiring, and personnel file management are more appropriate as a City Human Resources function. Transferring broader human resource tasks away from the department will allow for a more specific focus on police organization and crime prevention and reduction efforts.

Human Resources Division Staffing

As mentioned previously, the Human Resources Division is staffed with one Lieutenant, one Administrative Assistant, and one Administrative Aid (authorized two).

All positions within the Human Resources Division are currently occupied by non-sworn/civilian employees, excluding the manager, a Lieutenant. Many departments throughout the United States use non-sworn supervisory personnel to supervise non-sworn employees. Management and supervision of the Human Resources Division does not require a sworn police officer position. It is recommended that this Lieutenant position be transferred to a non-sworn supervisor. The Lieutenant position should be

transferred elsewhere within the department where law enforcement training is the primary skill set, full police powers are warranted, and a sworn police manager is needed. Civilianization of the supervisory position will be at a cost savings for the department, promote improved community relations, and assist with police legitimacy.

Recommendations:

When in the future staffing and capacity allow, transfer broader human resource hiring and personnel management tasks to the City of Syracuse's Human Resources Department.

Add 1 full-time non-sworn supervisory position to the Human Resources Division.

Transfer the current Human Resources Division Lieutenant position to where law enforcement training is the primary skill set, full police powers are warranted, and a sworn manager position is needed.

4.   Training and Education Division

The Training and Education Division is led by a Lieutenant and comprised of the Police Academy Section, Armament Section, In-Service Training Section, Recruitment Section, and Officer Wellness Section.

(1)   Police Academy Section

The Police Academy Section is led by a Sergeant and staffed with two Officers and one Special Police Officer. The Sergeant and Officers work Monday through Friday, 7am – 3pm. The Special Police Officer works Monday through Friday, five hours each day.

The Academy Sergeant is responsible for managing the day to day operations of the Syracuse Regional Police Academy. The department provides State of New York accredited basic police academy training to other area law enforcement agencies at no cost. While these other area agencies provide part-time instructors to teach courses during an academy session, full-time staff is only provided by the Syracuse Police Department. The two Syracuse Police Officers and Special Police Officer are assigned as Academy Staff Officers. Duties include the following:

- Develop, implement, instruct, and document recruit training.

- Maintain comprehensive training records compliant with departmental rules, regulations, and law.

- Organize and schedule the academy and supplemental recruit activities.

- Identify needs and opportunities for training.

- Mentor and assist recruits throughout the academy.

- Motivate recruits in a positive and professional manner.

- Responsible for the supervision of the recruits.

- Evaluate and develop plans for recruits to succeed.

Workload and Ability to Meet Unit Objectives

The Syracuse Regional Police Academy is accredited through the New York State's Division of Criminal Justice Services Law Enforcement Accreditation Program. This program is voluntary and designed to improve an agency's effectiveness, efficiency, and professionalism.

The following table illustrates class size at both the beginning and end of each of the past five academies:

Syracuse Regional Police Academy

Academy Class	Starting Class Size	Ending Class Size	+/-%
Class 21	46	34	-26.09%
Class 22	53	41	-22.64%
Class 23	32	28	-12.50%
Class 24	9	9	0
Class 25 (current)	21	N/A	N/A

Over the course of the past five academies, an average of 32 recruits begun academy instruction.

The ratio of recruits to academy staff officers plays a vital role in the success and failure of a recruit during academy training. The below table illustrates this ratio during the past five academies:

Academy Staff Officer to Recruit Ratio

Academy Class	Class Size	Ratio
Class 21	46	23:1
Class 22	53	26.5:1
Class 23	32	16:1
Class 24	9	4.5:1
Class 25 (current)	21	10.5:1

As depicted above, recruit to academy staff officer ratios fluctuate with each academy class size. Indicating the academy staff officer position is not increased with larger academy sizes.

While the New York State's Division of Criminal Justice Services Law Enforcement Accreditation Program addresses topics such as academy organization, minimum training standards and topics, it does include academy officer staffing recommendations. Currently, there is no national standard regarding academy staff officer and recruit ratio and the topic is not well researched.

Academy staff officer span of control ratios have a significant impact on the performance of staff officers and their ability to fulfill the range of their duties effectively. As previously mentioned, academy staff officer duties include mentoring and assisting recruits through the academy, evaluating, and developing plans for recruits to succeed, and supervision of recruits. Duties which are parallel of police first-line supervisor duties within policing organizations. As such, staffing recommendations related to academy staff officer positions should be like police sergeant spans of control recommendations.

While factors such as job functions, available technology, and the competencies of the staff officer and recruit may play a role in this ratio, the recommended span of control is seven recruits to one staff officer.

Calculation of Staffing Needs

As previously discussed, Syracuse Regional Police Academy sizes differ at the start of each class. Using the 32 recruit average, a total of 5 academy staff officers is needed. The below table illustrates this calculation process:

Calculation of Academy Staff Officer Needs

Total Academy Recruits		32
Divided by recommended ratio of 7:1	÷	7
Total Number of Staff Officers Needed	=	4.57

Currently, two full-time officers and one part-time special police officer are assigned to the police academy. An increase in academy staff officers is needed to ensure police recruit success and improve upon the existing academy graduation rate. As each class size fluctuates, it is difficult to develop an accurate staffing recommendation. Academy recruit to staff officer spans of control should be evaluated prior to each academy start date to ensure proper spans of control. The Syracuse Police Department should also ensure other academy participating agencies supply academy staff officers as needed.

Recommendations:

Evaluate academy recruit to staff officer span of control prior to each academy start to ensure a 7:1 ratio exists.

Ensure other police academy participating agencies supply academy staff officers as needed.

(2)   In-Service Training Section

The In-Service Training Section is led by a Sergeant and staffed with one Officer. The section's work schedule is Monday through Friday, 7am – 4pm. Responsibilities include the following:

- Enhance the level of law enforcement service to the public.

- Increase the technical expertise and overall effectiveness of department members.

- Provide for continued professional development of department members.

- Ensure compliance with DCJS and CALEA rules and regulations concerning law enforcement training.

Workload and Ability to Meet Unit Objectives

The In-Service Training Section is responsible for providing the department's yearly in-service training. All in-service training meets standards set by New York State's Division of Criminal Justice Services Law Enforcement Accreditation Program. To deliver this training, the department uses both full-time Training Unit staff and part-time (collateral) instructors.

The following table outlines the total number of training courses provided to the department in 2022 (not including secondary assignment training courses):

2022 Department Training Courses

Course Title	Course Length (hours)
Emergency vehicle operations	8
Firearms	16
Taser	8
Defensive tactics	4
PT	1
On duty injury training	3
Medical training	2
Operational issues	1
Legal updates	1
Search and seizure	2
Total Hours	46

To deliver the above mentioned training courses to all department employees, each course must be taught several times throughout the year. The following table illustrates the total number of courses taught and instructor hours in 2022:

2022 Courses Taught & Instructor Hours

	Courses	Instructor Hours
In-service training	204	712

The 712 hours of instruction was provided by both Training Section full-time staff and department part-time instructors.

Training Section Workload Analysis

To determine training unit staffing needs, it is important to develop a complete understanding of the unit's workload. This workload includes various administrative duties associated with department training program management, training course curriculum development, training unit instructor hours, and other administrative duties.

Instructor Hours and Curriculum Development

The following table illustrates the total number of courses and instructor hours instructed by the unit's full-time staff in 2022:

2022 Training Section Courses & Instructor Hours

	Courses	Instructor Hours
In-service training	82	216

As previously mentioned, to ensure all department employees and targeted community members receive training, each course must be taught several times throughout the year to accommodate various shift schedules and conflicts. In 2022, training unit staff developed 4 different training courses which were taught 82 times.

While the length of time needed to develop each course is dependent on factors such as topic complexity, length of course, and instructor experience, the total number of hours dedicated towards curriculum development can be determined. Instructional design research has consistently determined that to develop one hour of instructor led training, between 40 to 49 hours of development time is needed. In 2022, 180 hours were dedicated towards curriculum development. The below table illustrates this calculation process:

Training Unit Curriculum Development & Instructor Hours

Total course hours		4
Multiplied by development time per each hour	x	45
Total curriculum development workload hours	=	180
Total Instructor hours	+	216
Total Curriculum Development and Instructor Hours	=	396

Administrative Duties

To manage the department's in-service training program, the following administrative duties are required by Training Section personnel with weekly / yearly workload completion times:

- Electronic records maintenance (2 hours each week / 104 hours year).

- Departmental orders for training (2 hours weekly / 104 hours year).

- Coordination of individual officer training not held by department (2 hours weekly / 104 hours year).

- Course scheduling of training for in-house trainings (varies on training).

- Coordination of instructors for training (varies on training).

- Training request program maintenance (1 hour weekly / 52 hours year).

- Updating active training calendar (1 hour weekly / 52 hours year).

- Remedial training as needed (varies on need).

In total, 416 hours each year are dedicated towards various administrative duties. Instructor hours, curriculum development, and administrative duties combined for a total of 812 hours of workload in 2022. The below table illustrates this calculation process:

2022 Total Workload Hours

Instructor Hours		216
Curriculum Development	+	180
Administrative Duties	+	416
Total Workload Hours	=	812

Calculation of Staffing Needs

As depicted above, the total number of workload hours 812. The base number of hours in an employee's work year is 2,080. After accounting for vacation, sick leave, training, and other absences a figure of 1,720 hours is typically more appropriate. Using this 1,720-

hour figure, a total of 1 Officer is needed. The following table illustrates this calculation process:

Calculation of Training Unit Staffing Needs

Total workload hours		812
Divided by total net available hours for 1 Trainer	÷	1,720
Total Number of Trainers Needed	=	.47

The Training Section currently has one Sergeant and one Officer assigned. While current workload alone does not necessitate an increase in staffing, education and training are foundational elements in police agencies. Advanced training technologies and techniques are essential in equipping officers with the right combination of knowledge and skills, improving the safety and effectiveness of law enforcement and benefiting communities. An increase of one Officer will allow the department to focus on continued research towards these advanced training technologies and techniques. It will also allow training personnel to focus on implementing police training best practice recommendations as discussed in the next section.

As mentioned previously, the Syracuse Police Department is accredited through the New York State's Division of Criminal Justice Services Law Enforcement Accreditation Program. This agency sets a standard of at least 21 hours of in-service training each year. This mandate includes at a minimum firearms training, legal updates, review of use of force, and deadly force. Although the Syracuse Police Department exceeds this minimum standard set through state accreditation, department training should be expanded upon.

The Training Section currently completes a yearly training calendar at the beginning of each year. A yearly training plan should also be incorporated to expand upon existing training. Prior to a training plan being completed, the Training Section should complete a department training needs assessment.

Training Needs Assessment

Prior to the development of a training plan, an organizational needs assessment should be conducted. This assessment should be based on current issues within the department, as well as emerging trends in policing. Topics such as crisis intervention, de-escalation, arrest and control techniques, and complaints or performance issues which affect more than one employee should be addressed. This assessment should be conducted with stakeholders at the officer, non-sworn, and supervisory levels.

A training needs assessment should include the following:

- Review of statutory changes.

- Review of policy changes.

- A review of department needs for training on specific tasks.

- A national survey of emerging trends.

- A local survey of trends.

- Data from the department on use of force, complaints, officer involved traffic collisions, process or procedure failures, lawsuits to determine if any issues could be mitigated through training.

- Legal updates.

- Career advancement training.

- Leadership training.

A well thought-out assessment will include needs from each role / function within the department and may be different for each unit. Community participation and input should be solicited while conducting the training needs assessment.

Training Plan

A formalized training plan should be developed by the department to ensure police trends or department needs are incorporated into training cycles. A training plan should be developed once a needs assessment has been completed. A formalized training plan will help to ensure all employees receive the training they need to be effective at their job. A training plan would also detail when training should be conducted so that all state training mandates are met and that all employees receive the needed training to be most effective.

A training committee should be created to develop the plan. This can help with employee "buy in" for the plan and can also help explain "the why" and "how" the plan was developed. A training committee should consist at a minimum of one person from each major area of the department since different units of areas may have specific needs. Community members can be an asset to a police organization's training. As such, community representatives should also participate in the training committee. Once the plan is developed a matrix should be completed so that time frames and attendance goals are met. This yearly training plan should be developed and approved by department leadership at the beginning of each year.

Recommendations:

Increase In-Service Training Section full-time personnel by 1 Officer; for a total of 1 Sergeant and 2 Officers.

Track workload hours associated with curriculum development to analyze future In-Service Training Section staffing needs.

Create a department training committee comprised of a cross-section of employees and community members.

Conduct an in-service training needs assessment.

Develop a yearly in-service training plan.

(3)   Recruitment Section

The Recruitment Section is staffed with one Officer who works Monday through Friday, 7am – 5pm. The Recruitment Officer is supervised by the In-Service Training Section Sergeant and is responsible for carrying out the department's recruitment plan.

Workload and Ability to Meet Unit Objectives

For a variety of factors, it is difficult to evaluate the level of staff resources that a department should allocate to units such as the Recruitment Section. As a result, and because unit staffing levels are often driven by performance outcomes, the effectiveness of these types of units should focus on ensuring assigned staff are accountable to the success of established priorities.

The Recruitment Officer and In-Service Training Section Sergeant complete the following tasks:

- Coordinate recruitment projects with local photographer / videographer / ad company to document law enforcement and community interactions.

- The creation of 90% of the department's social media recruitment ads.

- Host / coordinate bi-weekly police agility test preparation courses.

- Host / coordinate several hiring information sessions and civil service study sessions prior to civil service exam.

The below table illustrates performance measures tracked by the section in 2022.

Recruitment Section Performance Measures 2022

Performance Measure	Total Number
Recruitment events	100
Average contacts at each event	5
Contacts via phone / email / in-person	Over 1,000 (approx.)

The Police Executive Research Forum recently surveyed its members regarding staffing, hiring, retirement and resignation trends among officers. Officer hiring, resignations, and retirements continue to strain overall staffing levels. Agencies continue to face serious staffing shortages, as applications for open police officer positions continue to decrease. Competition among police agencies to recruit and retain the best police officers contribute to this issue. The below table depicts current department vacancies (as of 8/21/23):

Current Police Officer Vacancies

Rank	Total
Captain	1
Lieutenant	4
Officer	39
Total	44

The below table depicts Police Officer turnover rate in relation to those hired for the past three years:

Hiring versus Turnover (2022 – 2020)

Year	Officers Hired	Turnover	+/-
2022	27	22	-5
2021	43	64	-21
2020	35	41	-6

As the above table illustrates, the Syracuse Police Department has struggled with hiring police officers to fill vacancies due to officer attrition during each of the past three years.

The below table illustrates the total number of department budgeted positions for the past four years (2023 – 2020):

Budgeted Positions (2023 – 2022)

Year	Sworn	Non-Sworn	Total
2023	423	198	621
2022	423	165	588
2021	464	165	629
2020	489	172	661

From 2020 to 2023, a 13.50% decrease in budged sworn positions occurred. A 15.12% increase in non-sworn positions occurred during this same period. The following chart displays the same information graphically:

Budgeted Positions (2023 - 2020)

Sworn: 489 (2020), 464 (2021), 423 (2022), 423 (2023)
Non-Sworn: 172 (2020), 165 (2021), 165 (2022), 198 (2023)
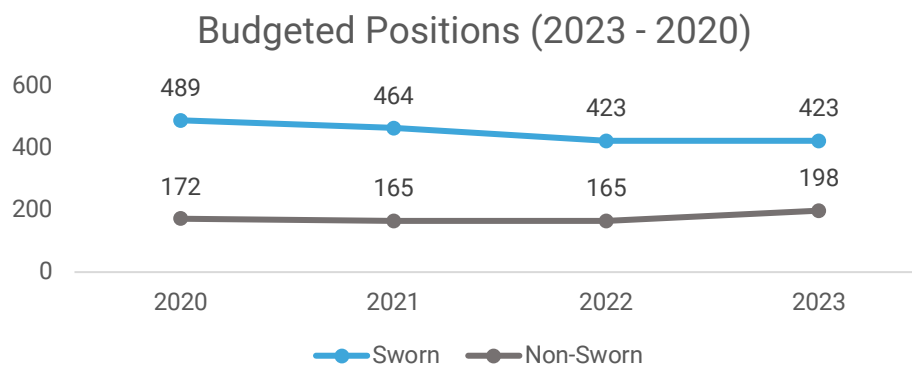
Recruitment and hiring struggles appear to be compounded with the city's current residency requirement. All non-sworn employees are currently required to reside within the City of Syracuse, limiting the department's recruitment pool. Sworn police officers are required to live within the City of Syracuse for the first five years of employment, also limiting the recruitment pool.

An employee survey to gauge the attitudes on various topics about the department and serving the community was delivered. Employees were asked about this residency requirement and feel that it is severely affecting current recruitment and retention efforts, drastically affecting the staffing of the organization. 66% of non-sworn employee survey respondents believed this residency requirement hinders the department's ability to recruit new, qualified employees. This sentiment is expressed across both supervisory and non-supervisory non-sworn employees. A large majority of both sworn and non-sworn employee respondents (77%) believe the department's current hiring practices do not bring in the best officers / employees for the job.

The department's initial testing / hiring process is administered through Onondaga County's Civil Service; a process which takes approximately 3 months to complete. This testing process establishes a county wide list where the department is essentially in competition with other participating agencies to hire qualified police officers. This process, as well as process length, limits the pool of qualified police officer applicants for the department. Many cities the size of Syracuse have dedicated civil service departments within their city government structures. 44% of employee survey respondents believe the utilization of Onondaga County for civil service testing does not assist the department in its hiring process.

Strategic Recruitment Plan

A diverse workforce is essential in building trust between police departments and the communities they serve. Nationally, police agencies have altered recruitment and hiring approaches such as offering hiring bonuses and changing eligibility requirements. Police

agencies have also begun giving retention bonuses or pay increases to target staffing issues.

The Syracuse Police Department does not currently have a strategic recruitment, hiring, and retention plan. Such a plan will build trust within the community and ensure the department is representative of the community in terms of characteristics, ability, background, and experience. A comprehensive recruitment, hiring, and retention plan should be created with the following goals:

- Engage department stakeholders to ensure the Syracuse Police Department's organizational culture is guided by community policing, procedural justice, and cultural inclusivity.

- Engage community stakeholders to ensure the Syracuse Police Department's workforce reflects the characteristics of the community members of Syracuse.

- Evaluate employment criteria, standards, and benchmarks to ensure that they are tailored to the skills needed to perform job functions, and consequently attract, select, and retain the most qualified and desirable employees.

A comprehensive recruitment, hiring, and retention plan should include the following:

Recruitment

- Modify department recruitment efforts to expand the diversity and volume of young adults who perceive a career on the department is a viable career field to consider.

- Proactive and targeted community outreach efforts to encourage applicants from diverse populations to consider all careers within the department.

Hiring

- Evaluate the current selection processes used to reduce the time and burden traditional approaches place on applicants and the expense these efforts create for the department.

- Evaluate current hiring process to ensure testing requirements correspond with job-related functions.

- Evaluate the pre-employment background process in order to adopt a holistic view of skills and strengths applicants bring to the department.

- Cultivate awareness among current employees that they play a key role in recruiting future employees as they perform their duties within their communities.

- Consider how the orientation and structure used to train new employees might

work against efforts to recruit sufficient diverse personnel.

Retention

- Explore how job sharing and part-time positions might enable the department to retain employees, even during life phases when employees have demanding responsibilities as caregivers.

- Pursue a workplace that is welcoming to increase a wide range of diversity and inclusion efforts within the department.

- Evaluate traditional organizational practices in ways that might make careers more desirable and sustainable.

- Continue to develop a department mentorship program and institute leadership training which is critical to providing officers the support, guidance, and resources needed to succeed and earn promotions.

- Evaluate potential incentives to retain officers.

The most frequent opportunity for improvement at Syracuse Police Department in the eyes of both sworn and non-sworn employee respondents was the need to remove the residency requirement for employment, followed by a needed increase in recruitment and retention as well as staffing throughout the organization.

Rank	Response Code (n=149)
1	Residency Requirement
2	Recruitment & Retention
3	Staffing

Recruitment Section Staffing

The Recruitment Section is currently staffed with one officer who is supervised by the In-Service Training Section Sergeant. As previously illustrated, the department struggles with the hiring and retention of its employees. To solidify employee recruitment, target staffing issues, and develop a strategic recruitment, hiring, and retention plan, additional staff is needed. One full-time non-sworn Recruiter should be added to the Recruitment Section to add an emphasis on non-sworn employee recruitment and retention. The number of sworn and non-sworn collateral duty recruiters should also be increased.

Recommendations:

Develop a comprehensive recruitment, hiring, and retention Plan.

Increase Recruitment Section staffing by 1 non-sworn Recruiter, for a total of 1 sworn Recruiter and 1 non-sworn Recruiter.

Increase the number of collateral-duty sworn and non-sworn recruiter positions in the Recruitment Section.

End current residency requirements for sworn and non-sworn employees to increase applicant pool.

The City of Syracuse should explore the feasibility of creating an internal Civil Service Department to assist with recruitment and hiring issues. If not feasible, explore a Syracuse Police Department only civil service list through Onondaga County.

(4)   Officer Wellness Section

The Officer Wellness Section is staffed by one Officer who works Monday through Friday, 7am – 3pm. The Wellness Officer is supervised by the In-Service Training Section Sergeant and manages the department's wellness program, peer support team, mentorship program, academy mentorship program, and combat veteran re-integration program. The wellness program takes a holistic approach which encompasses physical fitness, mental health, and overall wellness.

Workload and Ability to Meet Unit Objectives

The department's Wellness Officer was assigned to the position full-time in late 2022. It is difficult to evaluate the level of staff resources needed due to both the nature of the program and the length of time the program has been in existence. Currently, the department has eighteen mentors in the Peer Support Team.

While tough to determine performance-based outcomes for programs such as wellness programs, the department has mandated annual audits to determine its effectiveness. This audit report will contain data on types of support services provided, participant feedback, program improvement recommendations, and policy revision recommendations. While annual audits are needed to evaluate effectiveness, a component to analyze long-term viability should also be included. A baseline regarding employee wellness should be established through a department health and wellness survey. Once the baseline is formed, periodic surveys to department employees should be initiated.

Efforts to address police officer mental health are often focused on exposure to traumatic incidents. Research has shown that internal organizational stressors are also detrimental which may lead to negative impacts such as fatigue, insomnia, depression, anxiety, physical injuries, and an increase in absenteeism and personnel turnover. As the

program becomes more established, the Wellness Section should create mechanisms to better understand and respond to the greatest sources of stress within the department. Once these mechanisms are in place, a broader program should be established with a focus on maintaining a healthy organization.

Recommendation:

Conduct annual department employee health and wellness surveys to establish a baseline which will assist with wellness program evaluation.

5.   Support Services Bureau Realignment and Reorganization

As mentioned previously, recommendations were presented in each section to reduce the number of sworn personnel managing or supervising non-sworn personnel when appropriate. Recommendations were also presented to transfer certain positions currently held by sworn police officers to non-sworn/civilian employees when appropriate.

Currently, the Support Services Bureau is comprised of the Administrative Division, Emergency Management and Planning Division, Human Resources Division, and Training and Education Division. These divisions transcend several different areas within the department. To ensure workload and staffing continuity, it is recommended the department add an Administrative Bureau to its organizational structure. The new Administrative Bureau should be managed by a non-sworn Director position with the same authority and responsibilities as a Deputy Chief.

The addition of an Administrative Bureau will also allow for certain sections / units currently located within the Office of the Chief to be organized within either the Support Services Bureau or Administrative Bureau to ensure proper chain of command alignment as needed. The following charts depict the recommended organizational structure for the Administrative Bureau and Support Services Bureau:

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                        ┌──────────────────┐
                        │ Support Services │
                        │     Bureau       │
                        └──────────────────┘
          ┌────────────────────┼────────────────────┐
┌──────────────────┐ ┌──────────────────┐ ┌──────────────────┐
│   Training and   │ │ Recruitment and  │ │    Emergency     │
│Education Division│ │ Hiring Division  │ │ Management and   │
│                  │ │                  │ │  Special Events  │
│                  │ │                  │ │     Division     │
└──────────────────┘ └──────────────────┘ └──────────────────┘
```

Police Academy	Recruitment	Emergency Management
In-Service Training	Pre-Employment Background Investigations	Special Events
Armament	Wellness	Crossing Guards
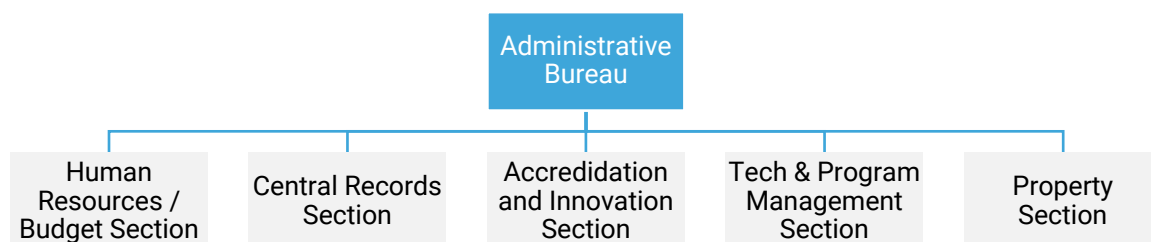
Recommendations:

Create an Administrative Bureau which will comprise Human Resources, Central Records, Accreditation and Innovation, Technology and Program Management, and the Property Room.

Create a non-sworn Director position to manage the newly created Administrative Bureau.

Appendix: Employee Survey Summary

Introduction and Key Highlights

The Matrix Consulting Group (MCG) was retained by the City of Syracuse (NY) to complete a Scheduling and Staffing Analysis of the Syracuse Police Department (SPD). The scope of work included a survey to gauge the attitudes of the employees of the department on various topics about the Department and serving the community. An employee survey is important in any police study today. MCG project staff arrived at these specific questions and themes after consultation with members of SPD administration during the early stages of the project.

The initial round of invitations was distributed on July 12, 2023, and the survey was closed to responses on July 26, 2023. Of the 482 total invitations sent to SPD employees, there were a total of 251 responses (either partial or complete) received by the project team, resulting in a response rate of 52%. This response rate is within the range of response rates for an agency the size of SPD and is adequate for analysis of employee experience.

Key Highlights

While many of these topics are expanded upon in the following sections, there are several key takeaways to note.

- SPD employees feel that the residency requirement is severely affecting the recruitment and retention efforts of the department, drastically affecting the staffing of the organization,

- Employees feel that they provide a high level of service to the members of the Syracuse community, as well as they feel that they adequately emphasize community policing efforts throughout the organization,

- Employees also express a desire for improved communication and accountability measures throughout the chain of command,

- Patrol officers expressed negative outlooks regarding several key topics, such as:

  - The lack of proactivity time to address community issues,

  - The lack of adequate backup units when needed,

  - The lack of adequate response times to low level calls for service,

  - The uneven spread of workload across the current police districts, and

  - The inability of the current shift schedule to provide adequate work/life balance.

Employee Survey Results

Responses are organized into sections based on question topic/themes.

Respondent Demographics and Background Information

Of the 251 responding employees, there were a total of 200 (80%) sworn employees compared to 41 (16%) civilian employees. A total of 10 Special Police Officers (4%) responded to the survey. Total respondents are also indicated below (n=251).

Employee Category	%	#
Sworn Employee	79.7%	200
Civilian Employee	16.3%	41
Special Police Officer	4.0%	10
Total Respondents	**100.0%**	**251**

A large majority of respondents indicated being a male (73%), followed by Female respondents (21%). Two employees (~1%) indicated identifying as an "Other" gender while 13 employees (5%) declined to respond to this question.

Gender	%	#
Male	72.8%	182
Female	21.2%	53
Other	0.8%	2
Prefer Not to Answer	5.2%	13

Most responding employees (n=103; 41%) have been employed by SPD for 15 years or more, followed by a relatively even selection of respondents who have served SPD for less than 5 years (n=54, 22%), or between 5 and 10 years (n=59, 24%). Only 20 respondents (12%) have served SPD between 11 and 15 years, while five respondents (2%) declined to answer the question.

Employee Tenure	%	#
Less than 5 years	21.6%	54
Between 5 and 10 years	23.6%	59
Between 11 and 15 years	11.6%	29
15 years or more	41.2%	103
Prefer Not to Answer	2.0%	5

As expected, most respondents are sworn Police Officers, Corporals, or Detectives (53%), followed by another 26% (n=65) indicating that they are supervisory sworn personnel (Sergeant, Lieutenant, Captain, Deputy Chief or Chief). Non-supervisory civilian staff

represented 14% (n=35 respondents) of the total respondent pool, while supervisory civilian staff represented 4% of the respondent pool.

Current Rank	%	#
Civilian: Non-Supervisory	14.1%	35
Civilian: Supervisory	4.0%	10
Special Police Officer	3.2%	8
Sworn: Ofc., Det., or Cpl.	52.6%	131
Sworn: Sgt., Lt., Cpt., Deputy Chief, or Chief	26.1%	65

A large majority of respondents identified as White (71%), followed by Black or African American (10%). Hispanic or Latino respondents accounted for 2% of the respondent pool, while all other races accounted for less than 2% of the respondent pool. A total of 36 respondents (14%) declined to respond to the question.

Race/Ethnicity	%	#
White	70.8%	177
Black or African American	10.0%	25
Asian or Asian American	0.8%	2
Hispanic or Latino	2.4%	6
American Indian or Alaska Native	0.0%	0
Another race	1.6%	4
Prefer Not to Answer	14.4%	36

Thirteen respondents (5%) indicated having received a high school diploma while another 52 respondents (21%) indicated having attended some college. Another 49 respondents (20%) have obtained a 2-year college degree. Almost half (42%) of respondents have completed a 4-year college degree with another five respondents (8%) indicated having attended graduate school. Twelve respondents (5%) did not respond to this question.

Level of Education	%	#
High School Diploma	5.2%	13
Some College	20.8%	52
2-year Degree	19.6%	49
4-year Degree	42.0%	105
Graduate School	7.6%	19
Prefer Not to Answer	4.8%	12

A majority of responding employees (45%) were currently assigned to the Uniform Bureau within SPD. This is followed by 28% of respondents (n=70) currently assigned to the Investigations Bureau, and 21% of respondents (n=53) assigned to the Support Services

Bureau. The remaining 14 respondents (6%) are currently assigned to the Office of the Chief.

Employee Current Assignment	%	#
Office of the Chief	5.6%	14
Uniform Bureau	45.2%	113
Investigations Bureau	28.0%	70
Support Services Bureau	21.2%	53

Residency Requirements

A particular area of interest of MCG project staff is a residency requirement for Syracuse PD civilian employees. To gauge employee opinions on the topic, respondents who indicated that they were civilian employees were prompted to respond to the following question. This question was asked in statement form, asking respondents to indicate their level of agreement (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed.

Statement	SD	D	A	SA	NO
The residency requirement for civilian employees hinders SPD's ability to recruit new, qualified civilian employees.	15%	12%	12%	54%	7%

As shown above, civilian employees agree that the residency requirement hinders SPD's ability to recruit new, qualified civilian employees to the department. This sentiment is expressed across both supervisory and non-supervisory civilian employees, as noted below:

Civilian Employee Rank	SD	D	A	SA	NO
Civilian: Non-Supervisory	17%	7%	10%	55%	10%
Civilian: Supervisory	10%	30%	10%	50%	0%

Multiple Choice Questions

The following two sections report responses to questions relating to 1) General Topics of the Syracuse Police Department and 2) topics specific to the Operations Division. The general topics section was asked to all employees, regardless of current assignment,

while the patrol-specific questions were asked to those employees who indicated that they were currently assigned to patrol.

Questions regarding these topics were asked in the statement form shown previously, which asks respondents to indicate their level of agreement (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed.

General Questions

General topics questions were asked to all staff members. These questions cover topics such as SPD's level of service to the community, their relationship with the community, training and technological resources, internal communication, and many others. The findings are presented in the table below:

#	Statement	SD	D	A	SA	NO
1	The Syracuse Police Department provides a high level of service to the community.	3%	7%	50%	37%	3%
2	Community policing is a high priority for the Syracuse Police Department.	7%	21%	46%	21%	5%
3	In general, the Syracuse Police Department has a good relationship with the community.	7%	29%	49%	7%	7%
4	I receive enough training to be effective at my job.	7%	20%	49%	22%	3%
5	I have the technology necessary to complete my job tasks adequately and efficiently.	3%	22%	60%	13%	2%
6	The Syracuse Police Department's hiring practices bring in the best officers/employees for the job.	47%	30%	12%	3%	7%
7	The utilization of Onondaga County for civil service examinations assists in the hiring process for SPD.	21%	23%	39%	5%	11%
8	There is clear communication from the top of the organization.	23%	37%	28%	6%	6%
9	There is a high level of accountability throughout the organization.	21%	38%	30%	6%	5%

#	Statement	SD	D	A	SA	NO
10	Supervisory spans of control are adequate.	13%	31%	44%	5%	7%
11	Support functions outside ... Uniform Bureau are adequately staffed ... maintenance of service level goals.[19]	23%	36%	25%	4%	12%
12	The City ... an adequate job in providing resources ... department to respond to the growing demand in Syracuse.[20]	34%	36%	22%	3%	5%

Responding employees indicated having high levels of agreement relating to the following topics:

- The high level of service that SPD provides to the community,

- SPD's emphasis on community policing and their relationship with the community,

- The adequacy of training at SPD,

- Technological resources provided to employees,

- The utilization of the Onondaga County civil service examination to assist in hiring protocols, and

- The adequacy of supervisory spans of control.

While several questions showed results with high levels of agreement amongst SPD employees, there were also several areas identified by MCG project staff as opportunities for improvement within SPD. These topics are listed and expanded upon in the section below.

Expansion of these areas are listed on a question-by-question basis. Expansion is constructed across relevant employee demographic and background information collected at the onset of the employee survey. Only relevant findings are portrayed.

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[19] Full Statement: Support functions outside of the Uniform Bureau are adequately staffed to ensure the maintenance of service level goals.

[20] Full Statement: The City of Syracuse has done an adequate job in providing resources to the police department to respond to the growing demand in Syracuse.

#6:   "The Syracuse Police Department's hiring practices bring in the best officers/employees for the job."

A large majority of respondents (77%) disagreed or strongly disagreed with the statement above regarding the adequacy of hiring practices at SPD. At such a high level of disagreement, these findings are consistent across a large majority of employee demographics, apart from employee tenure categories, as shown below:

Employee Tenure	SD	D	A	SA	NO
Less than 5 years	31%	25%	27%	0%	16%
Between 5 and 10 years	60%	27%	10%	0%	4%
Between 11 and 15 years	56%	32%	8%	4%	0%
15 years or more	45%	34%	7%	6%	7%
Prefer Not to Answer	80%	20%	0%	0%	0%

Less tenured employees (less than five years) express higher levels of agreement with this statement overall, most likely as a result of the fact that they were the most recent hires of the department and have overall positive outlooks on the process.

#8:   "There is clear communication from the top of the organization."

More than half (60%) of responding employees disagreed or strongly disagreed that there is clear communication from the top of the organization. This trend is consistent across a majority of employee demographics.

#9:   "There is a high level of accountability throughout the organization."

Again, 60% of respondents disagreed or strongly disagreed that there is a high level of accountability throughout the organization. Findings vary across employee status demographics, as shown below:

Employee Status	SD	D	A	SA	NO
Sworn Employee	23%	41%	29%	5%	3%
Civilian Employee	15%	31%	31%	10%	13%
Special Police Officer	11%	22%	44%	11%	11%

While sworn employees disagreed with this statement 64% of the time, only 46% of civilian employees expressed disagreement.

#11: "Support functions outside of the Uniform Bureau are adequately staffed to ensure the maintenance of service level goals."

Just over half of respondents (59%) disagreed or strongly disagreed with the statement above relating to the staffing of support functions throughout the organization. These findings are consistent across all employee demographics.

#12: "The City of Syracuse has done an adequate job in providing resources to the police department to respond to the growing demand in Syracuse."

More than half (69%) of respondents disagreed or strongly disagreed with the statement above regarding the resources provided to SPD by the City of Syracuse. These findings are consistent across employee demographics, notably across employee tenure categories as shown below:

Employee Tenure	SD	D	A	SA	NO
Less than 5 years	22%	44%	26%	2%	6%
Between 5 and 10 years	46%	35%	13%	2%	4%
Between 11 and 15 years	44%	24%	20%	8%	4%
15 years or more	29%	37%	25%	3%	6%

Prefer Not to Answer	60%	0%	40%	0%	0%
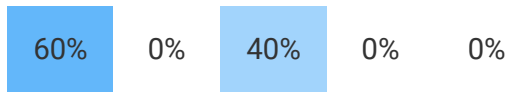
All employee tenure categories express negative perceptions of the support provided by the City of Syracuse, indicating a consensus level of disagreement throughout the organization.

General Opinions Open-Ended

At the conclusion of the general opinions multiple-choice section, respondents were provided the opportunity to expand upon any of the addressed topics. Responses noted the findings of previous sections; most frequently relating to how the lack of staffing throughout the organization is negatively affecting the ability of the department to adequately function and provide a high level of service to the valued members of the Syracuse community. Further, the negative effect of the residency requirement for hiring purposes was revisited frequently.

1.   Patrol Specific Questions

MCG project staff and SPD administration also selected questions to ask specifically to patrol officers of SPD. These questions are pertinent to gauge opinions relating to daily operations of patrol efforts and services directed toward the community. These questions were also asked in statement form, asking patrol officers to indicate their level of agreement with said statement (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed.

Of the responding employees who indicated that they were currently assigned to the Uniform Bureau, 106 personnel indicated being currently assigned to patrol and responded to this bank of questions. Further, there were 37 respondents from the A Watch and C Watch, with another 31 respondents from the B Watch.

The level of opinion matrix containing statements only applicable to the responding patrol officers is shown below:

#	Statement	SD	D	A	SA	NO
1	We have sufficient proactive time available to address problems in the community.	35%	45%	16%	2%	2%
2	Most of the time, there are adequate backup units available.	26%	34%	35%	3%	2%

3	Our response times to lower priority calls are adequate.	37%	41%	14%	5%	3%
4	Our response times to higher priority calls are adequate.	5%	15%	58%	20%	2%
5	Our current shift schedule allows for officers to complete an adequate amount of work responsibilities.	13%	28%	46%	4%	9%
6	There is an equal amount of workload spread across the three patrol districts.	26%	41%	26%	2%	5%
7	Our shift schedule allows for adequate work / life balance.	20%	38%	38%	2%	2%
8	The amount of overtime I am required to work is reasonable.	7%	9%	61%	17%	7%
9	Patrol Sergeants have an adequate presence in the field.	16%	19%	38%	19%	7%
10	Our alternative/crisis response practices are effective.	15%	29%	38%	11%	8%

Results presented above show that patrol officers expressed a positive outlook and high levels of agreement relating to most topics that were included in this matrix of questions, including:

- Response times to high priority calls for service,

- The ability of the current shift schedule to provide officers with an adequate amount of time to complete work responsibilities,

- The reasonable amount of overtime that is mandated to be worked by SPD patrol officers,

- The ability of patrol sergeants to have an adequate presence in the field, and

- The effectiveness of the alternative and/or crisis response practices at SPD.

While several questions showed results with high levels of agreement amongst SPD patrol officers, there were also several areas identified by MCG project staff as

opportunities for improvement within SPD patrol. These topics are listed and expanded upon in the following subsections.

Expansion of these areas is listed on a question-by-question basis. Expansion is constructed across relevant employee demographic and background information collected at the onset of the employee survey. Only relevant findings are portrayed.

#1:   "We have sufficient proactive time to address problems in the community."

A large majority (80%) of responding patrol officers disagreed or strongly disagreed with the statement above regarding the sufficiency of proactive time in SPD patrol. These findings are consistent across all employee demographics, including across patrol watches at SPD.

#2:   "Most of the time, there are adequate backup units available."

Most patrol officers (60%) disagreed or strongly disagreed with the statement above regarding the adequacy of available backup units. These findings vary across the current shift assignment of SPD patrol officers, as shown below:

Statement	SD	D	A	SA	NO
A Watch	14%	19%	65%	3%	0%
B Watch	32%	52%	13%	0%	3%
C Watch	32%	35%	24%	5%	3%

Officers in A Watch agree with this statement 68% of the time, compared to their B and C Watch counterparts who disagree with this statement at higher rates. This finding most likely correlates to workloads across the three shifts.

#3:   "Our response times to lower priority calls are adequate."

A large majority (78%) of responding patrol officers disagreed or strongly disagreed with the statement above regarding the adequacy of response times to lower priority calls for service. This finding was consistent across all relevant employee demographics.

#6:   "There is an equal amount of workload spread across the three patrol districts."

Two-thirds (67%) of responding patrol officers disagreed or strongly disagreed with the statement above regarding the equal workload across the three patrol districts. While

SPD employees were not asked to identify their patrol district assignments to assist in the protection of confidentiality, these findings vary overall across current shift assignment, as shown below:

Statement	SD	D	A	SA	NO
A Watch	14%	38%	46%	3%	0%
B Watch	33%	43%	10%	3%	10%
C Watch	32%	43%	19%	0%	5%

Respondents from all three watches disagree with this statement at higher rates than they agree; however, B Watch and C Watch officers disagree to a much higher magnitude compared to their A Watch counterpart.

#7:   "Our shift schedule allows for adequate work/life balance."

Just over half (58%) of responding employees disagreed or strongly disagreed with the statement above regarding the shift schedule's ability to provide work/life balance. This finding seems to have a direct correlation with employee tenure, as shown below:

Statement	SD	D	A	SA	NO
Less than 5 years	17%	44%	36%	0%	3%
Between 5 and 10 years	31%	41%	28%	0%	0%
Between 11 and 15 years	25%	25%	38%	13%	0%
15 years or more	11%	33%	48%	4%	4%
Prefer Not to Answer	33%	0%	67%	0%	0%

As employee tenure categories increase, the level of disagreement with this statement decreases – indicating that younger employees have greater dissatisfaction with the

current shift schedule compared to more tenured employees with 5 to 15 years of experience. The longest-tenured employees, however, report greater satisfaction.

Technology in Patrol

Throughout the intensive interview process of MCG project staff, a common theme emerged relating to issues and/or concerns relating to deployable technology to assist SPD patrol officers in their daily duties.

As a result, MCG project staff included the following question to gauge opinions on technology:

> What kind of technology or software, if any, would help you do your job more effectively?

Results indicated a clear consensus for the want, and need, for additional operational technologies throughout the patrol units, notably License Plate Readers (LPRs), Drones (UAS/UAV), and an updated report writing software system. There was also a consistent desire to have remote access to Syracuse COPS cameras in patrol vehicles.

While approximately half of these responses noted desirable additional technologies for patrol functions, the remaining half of responses noted the desire to have upkeep on the technologies that are currently deployable within SPD, notably patrol vehicles and the Mobile Data Terminals (MDTs) within them.

Patrol Open-Ended Responses

As with the general opinion section above, respondents were provided the opportunity to expand upon any of the addressed topics in an open-ended format. Responses underscored the trends outlined in the previous section – notably pointing out their impression of a lack of proactive ability in patrol, as well as officers expressing dissatisfaction with the workload across patrol districts. Responding patrol officers also frequently expressed concerns regarding staffing in general and SPD's ability to recruit and retain effective patrol officers.

2.   Open-Ended Responses

The concluding sections of the survey asked respondents to answer in open-ended form, indicating what they thought were 1) the top three strengths of SPD, and 2) the top three opportunities for improvement at SPD. Keyword phrase analysis was used by MCG project staff to analyze these open-ended responses. The most frequent responses are displayed in the following tables. The number of total responses for each question are presented, as each respondent was able to submit a maximum of three responses.

Top 3 Strengths of SPD

The top responses from employees relating to the strengths of SPD were the fact that there are no staffing strengths, followed by the dedicated staff members that make up the department. The administration, including the command staff, was the third most frequently mentioned strength of the organization.

Rank	Response Code (*n=137*)
1	None
2	Staff
3	Administration

Top 3 Opportunities for Improvement at SPD

The most frequent opportunity for improvement at SPD in the eyes of responding employees was the need to remove the residency requirement for employment, followed by a needed increase in recruitment and retention as well as staffing throughout the organization.

Rank	Response Code (*n=149*)
1	Residency Requirement
2	Recruitment & Retention
3	Staffing

Appendix #2

Chief of Police

- Office of Legal Affairs
  - Compliance Unit
- Audit & Budget Control Division

- Office of Professional Standards
- Office of Public Relations
  - Community Relations Section

1st Deputy Chief of Police

Uniform Bureau

- Patrol Division
  - Southeast District
  - Southwest District
  - North District
- Patrol Services Division
  - Airport Section
  - K-9 Section
  - SIRP Section
  - Traffic Section

Investigations Bureau

- Criminal Investigations Division
  - Case Investigation Section
  - Crime Scene Section
  - Homicide Section
  - Warrant Section
  - Family Services Section
    - Abused Persons Unit
    - Missing Persons Unit
    - Youth Enforcement Unit
- Special Investigations Division
  - Gang Violence Task Force
  - Narcotics Section
  - Technical Operations Section
- Criminal Intelligence Section
  - Cops Platform Camera Unit

Support Services Bureau

- Support Services Division
  - Special Events Unit
- Training & Education Division
  - Armament Section
  - In-Service Training Section
  - Police Academy Section
  - Recruitment Section
  - Officer Wellness Section
- Human Resources Division
  - Medical Section
    - Medical Leave Unit
- Technology & Program Management Division
  - Project Management Unit
  - Technology Operations Unit
- Accreditation & Innovation Division
- Central Records Division
  - Data Management Section
  - FOIL Officer
- Property Division
- Transportation Division
- Ordinance Enforcement & License Section
  - Parking Checker Unit
  - School Guard Crosssing Unit

Syracuse Police Department
Organizational Structure

1st Deputy Chief
Richard F. Shoff, Jr.

Deputy Chiefs
Richard H. Trudell
Julie L. Shulsky
Mark M. Rusin

SYRACUSE POLICE DEPARTMENT
Joseph L. Cecile, Chief

Hello City Auditor Marion,

Thank you for taking the time to review the Matrix Police Staffing Study, and for your insightful thoughts and recommendations. Below are some points of clarification coinciding with the seven categories your highlighted in your analysis:

Sworn Officer Assignments

SPD agrees with many of the recommendations contained within this category, and have, already implemented and\or plan to implement a good number of them. Challenges with civilianizing positions within the police department has always been purely pragmatic in nature. First, the difficulty in finding civilians to fit the roles, secondly in hiring them in a timely manner, and lastly the concern that once they are fully trained and performing keys functions, SPD loses them to other opportunities within county and state government, or the private sector. With sworn personnel, SPD can predict with great accuracy how many years they will be employed, which allows for much more consistency especially with critical roles that cannot absorb long stretches with a vacancy.

Departmental Reorganization

SPD agrees with many of the recommendation under this category, primarily the shifting of the parking enforcement and school crossing guards from the police department to another city department. The much larger recommendation of creating an Administration Bureau and splitting off several divisions, such as HR, Property, Central Records, etc., to be overseen by a high-level civilian has merit, and could be a future consideration; acknowledging both the potential labor union obstacles, and the challenges to creating and hiring for this type of leadership position.

Better Data Tracking

SPD agrees with many of these recommendations. Several are already being accomplished through technology platforms such as BEAST (property purging), Telestaff (overall personnel workload and efficiency), Off Duty Blue (Special Events workload), as well as the resources of the Central New York Crime Analysis Center (CNYCAC). CNYCAC tracks crime trends to better deploy resources to both prevent crimes and\or apprehend those who commit the crimes. SPD is also expanding on LEFTA, a personnel platform that follows employees from onboarding to retirement to improve the efficiency of each employee, as well as better manage and deploy resources throughout the department. SPD is also beginning to integrate LEFTA into the Internal Affairs Division to more efficiently track and investigate citizens' complaints. Finally, SPD is planning to install a Records Management System (RMS) that will

1st Deputy Chief
Richard F. Shoff, Jr.

Deputy Chiefs
Richard H. Trudell
Julie L. Shulsky
Mark M. Rusin

dramatically improve the efficiency of patrol officers while on the scene of a call, reduce the amount of time it takes to complete a report, and put them back in service to take other calls or do proactive policing in record time.

Planning, Training, and Professional Development

Most of the recommendation under this category have already been implemented, primarily those related to Officer Wellness, Professional Development, and Ongoing Inservice Training. SPD created and filled a fulltime Wellness Officer, incentivized higher education for all personnel, prioritized career development by encouraging command level officers to attend high level training such as FBI LEEDA and SMIP, and increased Inservice Training from two days a year to five days a year to cover all the critical topics, legal updates, and everchanging best practices, policies, and procedures. The department is also well ahead of the curve in developing a comprehensive recruitment, hiring, and retention plan. By utilizing a professional photography, video, and social media company, SPD's recruitment materials are reaching more candidates than ever before. Additionally, the new police cadet program is bringing qualified future police candidates into the SPD family prior to their ability to take the civil service exam, thereby "growing our own fruit."

SPD also continues to increase the percentage of officers trained in CIT. Currently at approximately 28%, the department continues to schedule classes to training more officers and have implemented the CIT training into the police academy curriculum.

Reporting and Public Information

Each one of the recommendations under this category is already implemented or well on its way to being fully implemented, including overhauling SPD's website, publishing annual reports on the Office of Professional Standards, and publishing weekly crime statistics.

Coordinating with Others

SPD is a premier agency when it comes to collaborating with local, state, and federal partners in law enforcement, but also in collaborations with the public and private organizations that assist us in our goals of protecting and serving the public. One specific recommendation where SPD has had significant success is the collaboration with county social services and private organizations to develop a diversionary response to mental health related 911 calls. This initiative was created in response to NYS Governor's Executive Order 203. Through triage at the 911 center, the program determines the need to dispatch sworn police officers or an agency team of qualified mental health and substance abuse professionals to intervene. The program has shown tremendous success, prompting SPD to increase the program's allocation in its budget to staff an additional outreach team. In addition, SPD collaborates with the multiple agencies providing services to the homeless in our community in a similar diversionary response model.

1st Deputy Chief
Richard F. Shoff, Jr.

Deputy Chiefs
Richard H. Trudell
Julie L. Shulsky
Mark M. Rusin

With regards to recruitment and retention, we have made great progress toward the latter through contract incentives such as longevity, education, bilingual, military, and the 4\4-4\3 shift implementation. Unfortunately, we have not made the same progress when it comes to recruitment and hiring. While our recruitment strategy and model has advanced into the 21ST Century with microsites, cadet programs, and utilizing members from the entire police department to help with recruitment of specific demographics through relatability, we still continue to face several obstacles. Number one on this list of challenges is the number of candidates choosing law enforcement as a career path. Those taking the civil service exam for police officer has dropped approximately 160 percent in the last several years. This a national phenomenon, not a local one. Starting with fewer candidates to choose from, combined with multiple police agencies competing from the same list, results in much smaller hiring numbers than in the past. The next challenge is the physical fitness exam required by the civil service. We typically see upwards of 40% failure rate for this exam, which removes candidates from the selection process.

In addition, we are at a disadvantage for both the civil service written and physical exams because they are administered by Onondaga County, and therefore, we have no control over any of the logistics, including the dates and frequency in which the exams are offered, and the methods in which the lists are compiled and posted. And, of course, our selection process, which involves criminal background, polygraphs, physical and psychological exams, etc. removes candidates from the list, as does the requirements under DCJS and Part 6000.

Scheduling

SPD has accomplished this goal by moving to a new patrol shift schedule as recommended by the staffing study.

Respectfully Submitted,

Joe Cecile