



POLICE DEPARTMENT  
ORGANIZATIONAL AND WORKFORCE  
ASSESSMENT

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ROLESVILLE, NC

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204 Southtown Circle  
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January 31, 2023

Police Department Organizational and Workforce Assessment

Chief Simmons:

I am delighted to submit our comprehensive assessment of the Rolesville Police Department. The entire Certus team is grateful for the opportunity to perform this work for you and the town of Rolesville. I believe you will find a comprehensive assessment of your department with numerous recommendations that will yield public safety benefits for your personnel and the community.

We look forward to working with you during the implementation of these recommendations, and wish you continued good luck in your position.

Thank you,



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# Executive Summary

## Project Summary and Approach

The Certus team developed and utilized a multi-pronged, methodologically rigorous approach to study the Rolesville Police Departments (RPD). We relied on a combination of qualitative and quantitative methods to develop a firm understanding of your department and to craft actionable recommendations that will help you to significantly improve operations. The Certus method utilizes a bifurcated process consisting of two distinct phases: (1) Data and Document Analysis and (2) Comprehensive Operational Review:

### **1. DATA AND DOCUMENT ANALYSIS PHASE**

The Certus methodology included quantitative analyses of crime data, internal department performance data, and workload data extracted from the department's computer-assisted dispatch (CAD) system. We also employed focus groups and structured interviews with key stakeholders within the organization. Our holistic and comprehensive approach has been honed by decades of experience working with hundreds of departments.

### **2. COMPREHENSIVE OPERATIONAL REVIEW PHASE**

Certus evaluated the department's existing staffing levels, organizational structure, and processes, and provided recommendations for improvement. Our recommendations for optimizing organizational structure address the following areas: specific staffing levels (for patrol, investigations, etc.); assignments, including effective use of civilian, professional and sworn staff; deployment schedules; and policies and procedures that will assist the department in

providing the most effective, high-quality police services to the community with long-term sustainability. The following information describes the approach we used to assess the staffing needs of the RPD:

### **Departmental Context**

To better understand the service levels, public safety needs, community dynamics, and overall environment in which the department operates, our study included an open forum with internal stakeholders (e.g., department employees). Certus also compared the department to organizations of similar size with respect to crime, demographics, and cost-efficiency.

### **Patrol Operations**

Patrol is understood to be the backbone of police operations. The Certus team evaluated patrol operations in the department by applying the “Rule of 60.” This rule evaluates the allocation and deployment of personnel on patrol. Certus’s differentiated approach evolved through multiple steps, beginning with an analysis of workload data extracted from the CAD system. Comparison of workload demand and staffing availability makes up the first prong of the “Rule of 60.” This data was used to create workload models that identified actual service demands placed upon the department by the public via the 911 system, as well as self-initiated activities undertaken by patrol officers. The workload models also illustrate service demands across the 24-hour period of the average day.

Once workload was calculated, staffing availability was added to the models. We calculated the “Saturation Index,” or the percentage of available personnel that are

committed to work across the 24-hour day. This allowed the Certus team to make recommendations about staffing levels, alternate shift opportunities, demand reduction strategies, and opportunities to make the patrol function more efficient and effective. In making these recommendations, we fully considered both officer safety and community needs, with an eye toward preserving scarce fiscal and personnel resources.

Our patrol workload and staffing analysis is the foundation of the remaining elements of the staffing study. This critical process focused on the following areas and questions:

- Service Demands: What are the service demands made by the public as measured through the CAD system?
- Patrol Workload: What is the actual patrol workload for the department?
- Shift Alignment: Based on this workload, is the current shift schedule aligned appropriately? What alternatives to the current shift plan would be most efficient?
- Staffing: How many police officers and supervisors are needed to staff the patrol function to meet the workload demands placed on the department?
- Response Time: How long does it take to respond to calls for service (both response time and total time) and how can these times be reduced?
- Officer Assignment: How many officers get assigned to each call and what are the ways to minimize these assignments?
- Call Categories: What are the categories of call and what is the frequency of each type that the department handles, and what measures can be adopted to minimize unnecessary responses?

- Administrative Workload: How much time do patrol officers spend on administrative duties?
- Patrol Activity Workload: How much time is spent on directed patrol activities and specialized enforcement?
- Civilian Alternatives: Are there opportunities to deploy civilian personnel instead?

The study identified gaps or unnecessary and wasteful overlap in patrol coverage and provides recommendations for modifying temporal and spatial deployment. Once the appropriate “best fit” of patrol coverage was identified, a determination was made regarding the appropriate number of officers required to meet service demands.

Similarly, we assessed the relationship of patrol operations with the rest of the department. To what extent does the patrol function coordinate and communicate with the other operational and support functions of the department? How should it coordinate and communicate? What are the strategic, management, and planning functions of the department regarding the patrol function, and how do patrol operations respond to the mission of the organization? How are crime, traffic, disorder, and quality of life problems handled? We examined evidence of the department taking a problem-solving and proactive approach towards policing.

## **Investigations**

The project team evaluated each investigative function in the department, including both reactive and proactive investigations, addressing the following questions:

- **Workload:** What is the investigations workload? How many cases do investigators handle? Is the specialization appropriate?
- **Staffing:** Are there sufficient investigators available to handle the workload?
- **Case Management:** Is an effective case management system in place?
- **Effectiveness:** How much time does it take to investigate cases? Are victims kept informed? Are cases cleared in an efficient manner? Are offenders held accountable? How much is spent on overtime?
- **Intelligence:** How is intelligence gathered and disseminated (inside and outside the department)? Does the investigation function make appropriate use of intelligence?
- **Civilianization opportunities:** What are the potential areas for civilianization (e.g., re-deploying uniformed personnel back into the field)?
- **Technological opportunities:** Is technology being leveraged to improve investigations and operational efficiency?
- **Crime scene:** Are past crimes being processed efficiently, and are appropriate follow-up investigations being conducted?
- **Proactive Investigations:** The above questions were applied to each specialized function in the department, as appropriate (narcotics, violent offenders, fugitives, fraud/cybercrime, etc.).



After the project team evaluated each investigative function in the department, we assessed the department's performance in these areas, how these investigative operations align with the overall mission of the department, compared operations to best practices in law enforcement, identified improvement opportunities, and identified appropriate staffing levels.

### **Administration and Support**

We utilized the same approach to evaluate administrative and support units in the department. The project team analyzed administration and support activities in the following areas: professional standards (Internal Affairs, disciplinary system, sick/comp time management, promotional system); hiring and recruitment; training (entry-level, in-service, and executive development), records management, department facilities, vehicle fleet, equipment, information technology (IT), property/evidence management, overtime, communications, and dispatch. We also evaluated the critical, frequent, and high liability policies of the department. In each of these categories, we evaluated the following sub-areas:

- Workload
- Staffing
- Civilianization possibilities
- Cost saving opportunities
- Out-sourcing opportunities
- Best practice comparisons and opportunities for improvement

This approach has produced numerous actionable recommendations that are consistent with the best practices in policing in the U.S. and will position the department for sustained growth as the needs of the town evolve. The following is a summary of the staffing positions we believe are needed in the department.

**STAFFING RECOMMENDATIONS:**

- Re-assign one lieutenant from the patrol division to the support services division.
- Add two sergeants to the patrol division.
- Backfill vacant police officer positions in the patrol division.
- Add civilian personnel to the Support Services Division to assist the lieutenant in developing critical organizational functions.
- Add a new police officer position to the Support Services Division to develop community engagement, training, and other support functions.

The following pages contain a compilation of all the findings and recommendations from the main body of this report. The “Blue Sheet” provides our findings, and the “Gray Sheet” provides all recommendations. Taken together, these two sources encapsulate the entirety of our work and are easy to read and access for a full understanding of our assessment of the department.

**Summary Findings – The BLUE Sheet**

## **Patrol Operations**

Patrol Operations in the RPD are sound, and there are several key opportunities for improvement. The department allocates more officers to patrol operations than expected. This indicates that there is a lack of specialization in non-patrol areas. The RPD patrol shift schedule is excellent and provides an appropriate supply of officers to meet service demands in a timely manner. The workload demands reflected by the Saturation Index indicate there are sufficient resources on patrol to meet those demands; however, this requires that staffing levels be maintained at the specified levels and vacancies be filled in a timely fashion.

The RPD policy of requiring patrol operations to be supervised by a ranking officer is sound. However, this puts pressure to redeploy lieutenants to backfill when sergeants are absent, diminishing the lieutenant's role as watch commander. We see this as an opportunity for restructuring. Certus recommends transferring one lieutenant from the patrol division to the Support Services Division. The patrol lieutenant should become the patrol commander and be responsible for strategic and tactical patrol operations and management. To ensure appropriate supervisory coverage, Certus further recommends adding two sergeants to the patrol division working a modified shift schedule of rotating days off/on from 12:00 pm to 12:00 am.

The newly assigned patrol commander would be responsible for developing strategic plans to address crime, disorder, traffic, and community engagement.

Officers on patrol are assigned "take home" vehicles and are equipped appropriately. Consideration should be given to equipping each marked patrol vehicle with an Automated External Defibrillator (AED), and the department should explore the acquisition and deployment of an automatic License Plate Reader (LPR).

## **Investigations**

RPD General Orders were adapted from a local police agency. This explains most of the variance in terminology and practice between the RPD and its GO. The observation here is NOT that the actual RPD practice with respect to investigations is deficient, but that in several areas, the RPD practice varies from its GO. These variances between the GO and RPD practices will be an impediment when seeking state or national accreditation.

Overall, the investigative function of the RPD meets or exceeds industry standards for criminal investigations. However, there are opportunities for improvement in the areas of case management and training for newly assigned criminal investigators and in-service training of investigative personnel.

## **School Resource Officers**

Overall, the RPD meets or exceeds industry standards for school resource officers (SROs). The consultant did not find operational guidance for school resource officers. Similar to guidance provided to patrol officers, the GO should include guidance for school resource officers. Also, there are opportunities for improvement in the areas of inter-agency communication and training.

## **Reserve Officers**

The reserve officer program as currently operating does not appear to serve the needs of the department. The chief and captain alluded to this during the consultants' meeting with the RPD command staff. The chief is currently considering several options, from redesign to elimination of the program.

The RPD invests heavily in the training of reserve officers. In fact, their training must be equivalent to that of full-time police officers. If the chief decides to retain the reserve officer program, it is recommended that he re-imagine the program. While the reserve officer program primarily supplements the patrol operations, the reserve officer program guidelines also permit reserve officers to serve in special assignments to support department operations. The RPD should leverage the existing reserve officer program and include it as part of its recruitment strategy. Also, the RPD should seek reserve officers with the skill sets required to meet the RPD's emerging needs. Recently retired law enforcement officers offer a rich candidate pool of well-trained and experienced individuals from which to recruit for specialized duties, including recruitment, community engagement, crime analysis, criminal intelligence, etc.

## **Professional Standards**

The RPD does not have a Professional Standards/Internal Affairs Unit. Instead, Professional Standards/Internal Affairs is a function. The RPD has limited complaints and does not currently warrant a Professional Standards/Internal Affairs Unit. The performance of this function has been at an acceptable level, but the recommendations below will enhance the function's performance.

## **Career Ladder**

The RPD has a robust Career Ladder Program that addresses the needs of a small agency to provide sworn officers opportunities for non-competitive advancement and promotional advancement.

## **Evidence and Property Management**

RPD General Orders were adapted from a local police agency. This explains most of the variance in terminology and practice between the RPD and its GO. As above, the observation here is NOT that the actual RPD practice in Property and Evidence Management is deficient, but that in several areas, the RPD practice varies from its GO. These variances between the GO and RPD practices will be an impediment when seeking state or national accreditation. The solution, although simple, is time consuming: informed by industry best practices, the RPD should review each section of the GO and reconcile the variance between it and RPD practices. Reconciliation can include amending the GO to reflect the current practice, amending the RPD practice to conform to the GO, or a combination of the two.

Overall, the RPD evidence and property management systems meet or exceed industry best practices. There are, however, opportunities for improvement in several areas. On a positive note, the RPD was already aware of the challenges in this area and has been proactively taking steps toward improvement.

## **Information Technology**

The department has adequate technology and equipment to effectively perform the records function. Additional non-sworn staff should be provided to this unit to increase capacity and efficiency.

### **Records Management**

The department avails itself of developing technologies. The RMS and CAD systems have good functionality and are adequate for their intended purposes. Video camera and data management systems are sufficient. It is likely that the department's IT needs will increase over the next several years.

### **Fleet Management**

The RPD has a robust fleet management process. Data on the status of the vehicles is collected and utilized to support a vehicle replacement master plan which projects five years forward.

### **Employee Staffing**

The department has historically been successful at attracting and retaining qualified employees. However, due to the anticipated rapid growth of the town and dramatic changes in the current police hiring environment, additional coordinated efforts are required. Specific staffing recommendations for particular units are provided throughout this report.

### **Training**

Department employees receive an adequate quantity and quality of training. The department does not presently have a training coordinator, that is, a designated supervisor who is charged with developing and implementing a department-wide training plan, developing, and reviewing curriculum and lesson plans, and delivering and overseeing 'in-house' training. Failure to schedule and conduct inter-agency 'active shooter' trainings is noted as a deficiency.

### **Community Engagement**

The RPD had a part-time community engagement officer (CEO) who also served as a school resource officer. In January 2022, this officer was transferred back to patrol due to staffing needs. This officer has all the needed certifications to serve as a full-time community engagement officer. Not creating a full-time community engagement officer position would be a missed opportunity. Currently, the department has limited community engagement.

### **Facilities**

The Rolesville Police Department is outgrowing the current facility. External and internal security needs several enhancements. Planning for a future facility would be beneficial.

### **Strategic Planning**

The department is currently engaged in developing/implementing a multiyear strategic plan. Command staff personnel must delegate many clerical and administrative tasks. Monthly

supervisors meetings must be enhanced to increase internal communication, to ensure accountability, to train and evaluate supervisors, and to actively use timely and accurate performance data to inform decision making.

## Summary Recommendations – The GRAY Sheet

### Patrol

Explore opportunities for specialization in non-patrol functions.

Backfill vacant positions in the patrol division.

Better leverage command level personnel in the patrol division to achieve strategic priorities.

Adjust the mix of supervisory personnel on patrol to accommodate six supervisors, to ensure continuous around-the-clock coverage.

Eliminate one lieutenant position from patrol and transfer that lieutenant to the Support Services Division.

Designate the patrol lieutenant as the patrol division commander and develop patrol-based strategies targeting crime, disorder, traffic, community engagement, and officer wellness.

Add two additional sergeants to a 12:00 pm to 12:00 am shift and the current days-off rotation. These sergeants will directly supervise the officers assigned to the modified squad as well as be available to backfill patrol when other sergeants are absent.

Take advantage of the opportunity for improvement with regards to the RPD patrol community engagement strategy.

Have the patrol division commander work with the community engagement officer to develop a community engagement strategy for officers on patrol.

Require officers to implement the community engagement strategy each day on patrol.

### **Investigations**

The detective sergeant and investigator should meet regularly (e.g., monthly) with the support services division lieutenant (if the recommendation to reassign one patrol division lieutenant to the Support Services Division is adopted) or captain to discuss progress on open investigations and the necessary steps to complete the investigation.

The Support Services Division lieutenant or captain should review all criminal investigations before they are closed.

The chief should require a monthly report detailing performance measures developed specifically for criminal investigators.

It appears there is an effort to equally distribute cases requiring a follow-up investigation between the two department investigators. The RPD should re-evaluate this practice. The detective sergeant has additional administrative/supervisory responsibilities (e.g., assignment of cases, supervision of case investigator/process, reviewing case closing reports, preparing reports, etc.) with respect to criminal investigations and responsibilities outside of criminal investigations (e.g., supervising two school resource officers, conducting background investigations for new hires, quartermaster duties, fleet responsibilities, etc.). A distribution that takes into accounts the different

responsibilities of each position for cases requiring follow-up investigation would be more appropriate.

The information/intelligence gathering function and the crime analysis function should be merged and vested in one individual within the investigations function of the support services division. Given the relatively low volume of reported criminal activity within the town of Rolesville, a fulltime position of crime analysis/intelligence officer is not required or recommended at this time.

The RPD should explore the feasibility of having recently assigned investigators attend an entry-level criminal investigations course provided by one of the larger police agencies in the state. Large, accredited departments routinely permit officers from other law enforcement agencies to attend their training (space permitting) for free or for a modest fee.

The detective sergeant should create a formal, multiyear in-service training plan for himself and his investigator to maintain their proficiency and acquire the additional skills necessary to meet the evolving needs of criminal investigations. The plan should be aligned with the larger department training plan.

### **School Resource Officer**

The school resource officer should meet electronically (at least quarterly) with peer SROs from area law enforcement agencies assigned to Rolesville High School feeder schools.

The RPD should consider having one of the two SROs complete the North Carolina Justice Academy's SRO certification program. However, the certification program is a large investment for the department and must be carefully evaluated, particularly if the SRO position is a career-path position with frequent turnover leading to more desirable assignments.

The department should create an in-service training plan beyond the courses required to maintain police officer certification, to ensure officers continue to acquire the skills and professional development necessary for their SRO duties.

It is recommended that the RPD plan and host a multi-agency active shooter drill that includes all agencies likely to respond to the Rolesville High School in the event of an actual active shooter at the school.

Prior to the full-scale exercise, the RPD should conduct a table-top exercise (or a series of table-top exercises if necessary) with all stakeholders and incorporate learning from the table-top exercise(s) into the planning for the full-scale drill.

### **Reserve Officers**

The RPD should evaluate whether it is receiving a sufficient return on its investment in the training, equipment, supervision, etc. from the current reserve officers.

The RPD should re-imagine the reserve officer program, leveraging it more fully and focusing the efforts of these reserve officers to meet the evolving needs of the RPD.



The RPD should view reserve officers as viable candidates for full-time positions. Moreover, reserve officers should be considered for duties other than supplementing patrol operations.

There are several functional areas the RPD should build-out and support but that do not require a fulltime position (e.g., recruitment, training, planning, etc.). Leveraging qualified reserve officers to assist with some of these functions should be considered.

The patrol division commander should work with the community engagement officer to develop a community engagement strategy for officers on patrol.

### **Professional Standards**

The department needs to send internal affairs investigators to a training seminar, such as the FBI–Law Enforcement Executive Development Association (FBI-LEEDA) Managing and Conducting Internal Affairs Investigation certification course, which focuses on individual skill development, procedures, and contemporary best-practices for conducting and managing not just internal investigations but all phases of administrative procedure by law enforcement and other governmental disciplines.

### **Career Ladder**

When staffing permits, it would be beneficial for an officer to shadow or be assigned temporarily to a specialized position or unit for additional career development.

The department should work with the town’s Human Resource Department to create valid personnel evaluations based on a job task analysis of each position.

### **Evidence and Property Management**

GO 300.17 should be amended to reflect the current practice with respect to the staffing and operation of the property room.

The RPD must view the installation of a piston-driver to the property room entry door and the installation of four CCTV cameras as department priorities. The video recorded from these additional cameras (as well as the existing camera recording the entry door) should be stored a minimum of 45 days (unless a longer period is required) before it is written over or deleted. The Chief must decide which members of the department have a need for “view only” access to the three interior property room cameras once they are installed.

The tamper-evident envelope containing the hard key that is secured in the office of the chief of police must be inspected periodically (monthly or quarterly) and the results of said inspection must be documented.

Once a bank account is established for currency coming into the custody of the RPD, it is recommended that a provision in the General Orders be created to detail the process for depositing said currency.

An annual in-service training plan should be developed for the evidence specialist and his backup. At a minimum, this training must include instruction on legal updates and biohazards associated with this function. The remaining blocks of instruction should be selected based on the emerging needs of the property function.

The RPD should assess the value to the organization of having the evidence specialist certified in property and evidence.

The RPD should confer with the Wake County Sheriff's Office to discuss updating/enhancing the capabilities of its RMS evidence and property module. Again, it is recommended that the GO be amended to reflect current practices in this area particularly as it relates to the destruction schedule of property taken for destruction.

The GO and the actual practice with respect to inspections must be reconciled. Moreover, written guidance detailing how the inspection shall be accomplished and what is to be inspected should be included in the GO or other department directive. While a notation of the inspection in the Evidence Room Access Record is appropriate, a written report of the findings of said inspection should be forwarded through channels to the chief and a copy of said inspection should be maintained by the evidence specialist.

Random or scheduled inspections of the property room should be delegated to a member of the command staff (e.g., Support Services Division lieutenant, captain, etc.).

### **Records Management**

The duties of the administrative specialist have been greatly expanded due to the extremely low level of civilian staffing in the department. Certus believes that additional administrative support is now required to relieve the administrative specialist of some of her duties, so that she can more effectively address her core responsibilities. To this end we recommend: 1) adding a full-time non-sworn administrative assistant; and 2) creating a volunteer program to provide part-time customer service support during normal business hours at the front window of the headquarters building. The department's newly created citizens police academy could be used as a means of advertising and recruiting qualified individuals for this program.

The newly hired full- or part-time administrative assistant should be charged with performing administrative and clerical tasks such as invoicing and purchasing (thus relieving the captain and the chief of these ministerial tasks). This individual would be assigned many of the clerical and administrative tasks currently being performed by the administrative specialist (such as grant administration and responding to public information requests) and could perhaps also be trained to oversee the department's fleet management program. Certus again notes that it is important for the RPD to build administrative capacity now, in light of the exponential growth projections for the Roseville community. It is highly likely that a 20% increase in town population will translate (roughly) into an approximately 20% increase in public information requests. Now is the time to prepare for this anticipated increase in workload.

The total number of "hot-file" validations performed should be tracked.

The administrative specialist should be utilized to deliver a block of training (on IBR coding, RMS queries, proper report writing, etc.) to OIT's during field training.

Complete all court-ordered file expungements as quickly as possible.

### **Information Technology**

The department should establish an internal technology taskforce. This body should comprise supervisors, line officers, an IT professional contracted with or assigned to the department, and the administrative specialist. The task force should meet bi-annually in order to: 1) identify the department's current technology needs; 2) field test, evaluate, and select new equipment, software and technologies; 3) identify any deficiencies in the department's current communications (CAD), records management (RMS), or other data systems; 3) periodically revise and update the department's website; 4) identify technology training needs and recommend and develop additional training; and 5) make specific recommendations for improvement, where necessary.

The technology task force should develop a formal replacement plan for all of the department's IT equipment and software.

The technology task force should track the number of formal and informal work orders and requests for assistance that are made by department personnel in connection with the department's various data systems, radios, software, cameras, etc. Service contracts should be adjusted, or other plans should be made, as necessary to meet the actual and anticipated needs of the department going forward.

### **Facility**

The department should work with city leaders to plan for a new police facility in the future. The facility should be designed for growth in the department and have appropriate and secure parking areas.

Until the department has a new facility that can be designed with state-of-the-art security, the exterior of the building needs security improvements, including installation of cameras in the rear of the building.

The interior of the building also needs security improvements. Bullet proof glass in the lobby separating the public from the administrative assistant would be desirable but expensive. The new facility should have bullet proof glass in the lobby. The officer's work area room needs security enhancements for officer safety. The work desk is currently positioned so that the officer's back is to the prisoner. The prisoner is handcuffed but sits on a bench. The work desk area needs to be repositioned and the room needs cameras installed and panic buttons. Policy should require that when only one officer and a prisoner are in the work area, any sworn officers in the building should monitor the room either in person or by camera. The computer server would benefit by being moved to a location with greater ventilation.

### **Employee Staffing**

One uniformed member of the department should be designated as “recruitment/retention officer.”

The RPD must work with the town to ensure that starting pay and benefits for police officers is consistent with salaries and benefits offered by neighboring departments (e.g., Wake Forest).

The RPD must work with the town to ensure that the hiring and screening process is expedited to ensure rapid hiring turnaround. It is imperative that communication with applicants be maintained throughout the process.

Every effort must be made to develop and offer viable retention incentives that do not result in salary compression (e.g., senior sergeants should not be earning more than junior lieutenants). Additional paid time off (PTO) should be considered.

As an additional aid to retention, we suggest that additional hours worked as overtime should be compensated as either compensatory time off or pay. (The current policy of merely offering ‘comp time’ should be abandoned.) In such a highly competitive marketplace, mid-career and senior officers must be provided the option of earning salaries comparable to those being offered to their peers by other agencies in the region.

The RPD should record and consistently monitor its applicant yield rate (i.e., the percentage of individuals who submit a completed application who are ultimately hired) and perform comparisons from year to year. This information, combined with accurate data concerning the number of police applicants each year, can provide meaningful insight into the department’s relative degree of success in attracting and securing qualified police officers.

It is recommended that the position of police officer remain an “open” posting for the foreseeable future. If this is not possible, every effort must be made to post open positions and commence hiring as quickly as possible. Failure to commence the hiring process until a vacancy has already occurred results in unnecessary staffing shortages and backfilling of positions.

As part of its overall recruitment plan, the RPD should develop and/or strengthen relationships with colleges and universities that offer degrees in criminal justice and public administration. We recommend that the department reach out to full-time faculty in criminal justice programs throughout the region, particularly full-time professors with prior law-enforcement experience. In addition to simply attending job fairs on campus and handing out pamphlets, uniformed members of the department should request the opportunity to meet with and present to criminal justice club members. To build on this work, the RPD should develop a robust college intern program. Such efforts were not necessary several years ago but, considering the current reality, every effort should be made to make meaningful connections and to distinguish the RPD in the minds of potential applicants.

The town should continue to explore the feasibility of instituting officer wellness incentives. Financial incentives of this type have proven to be a valuable retention tool for other departments.

## **Training**

Certus believes that a uniformed supervisor should be developing, scheduling, coordinating, and delivering training within the department. We therefore recommend that the department designate the support services lieutenant to serve as training coordinator/supervisor. In addition to coordinating ongoing in-service and field training, the newly designated training supervisor would be primarily responsible for developing and coordinating the delivery of in-service lessons.

The RPD should develop a multiyear training plan. This training plan should identify specific training goals and objectives for all units, and all sworn and nonsworn members of the department, and should be incorporated into the department's newly created overall multiyear strategic plan. The newly appointed training supervisor would be chiefly responsible for developing, reviewing, and revising the training plan as necessary. The training supervisor should actively solicit potential training topics from personnel of all ranks within the department.

The department should form a standing training committee to meet regularly to assess the training needs of the department and set the agenda and training goals for the entire department. The training committee should represent all operational units and should solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and periodically report on the success of training received by members of the department. The newly designated training supervisor should serve as chair of the RPD's training committee.

The training supervisor should work with neighboring agencies (police, fire, emergency medical) and the regional SWAT team to immediately identify or develop and implement an appropriate tactical active-shooter training exercise/program for all uniformed members of the service. An emphasis upon inter-agency coordination and interoperability is essential. Appropriate locations (e.g., a school or place of business) within Rolesville should be identified.

The RPD must develop and deliver on-going driver training for all sworn members of the department.

The town and the RPD should develop an officer fitness training program, which would include financial incentives for participants. Such programs have proven to be beneficial in terms of enhancing officer wellness and serving as a retention incentive.

The town and department should consider offering financial incentives (e.g., base compensation supplements) to officers for foreign language proficiency. This could improve the quantity and quality of community outreach and engagement and serve as an additional retention incentive.

The training committee should utilize the resources promulgated by the International Association of Directors of Law Enforcement Standards and Training (IADLEST). IADLEST membership includes access to an information portal that provides lesson plans, webinars, innovative learning strategies and activities, assessment tools and rubrics, etc.

In light of recent national events, de-escalation and judgmental use of force training for police officers has become critically important for all communities. Immersive firearms simulator training technology is rapidly evolving. We believe that all police departments must avail themselves of the most current firearms training technologies and methods available. The current firearms simulation equipment utilized by the department is adequate, but the department should be continually open to utilizing new and emerging technologies. During our site visit we discussed

such state-of-the-art systems that are now utilized by other departments in the state. We therefore recommend that the department seek opportunities to provide fully immersive judgmental firearms simulator training to its officers by: 1) obtaining and utilizing a state-of-the-art simulated firearms training system of its own (and perhaps sharing the costs with one or more law enforcement agencies in the region); or 2) seeking opportunities to utilize such equipment owned and operated by other law enforcement agencies in the region.

The department should enhance its sergeants' field training program to include specific learning objectives and methods of assessment (such as daily observation reports [DORs]).

The department should create a field training program for detectives to include specific learning objectives and methods of assessment.

The department should encourage and actively support members of the department to apply to the FBI National Academy.

### **Community Engagement**

The department should create a new, full-time community engagement officer (CEO) position. This position should not have ancillary duties that take the officer away from the mission of community engagement. The CEO would engage in the following activities:

- Recruiting volunteers from the community to work with the department on planning and implementing community events, programs, and activities.
- Establishing an alarm abatement program to assist in reducing calls for service.
- Establishing both residential and business neighborhood watch programs.
- Expanding the department's social media footprint to enhance digital connection with the community.
- Overseeing all community events and keep detailed statistics on community engagement activities.

Revise General Order 100.22, Community Services, to reflect the responsibilities of a community engagement officer.

All full-time members of the department should have their email addresses listed on the department's website (presently, only the email of the chief and the administrative specialist is listed).

The RPD does not presently have sufficient staffing to offer a citizens police academy. Nevertheless, the department should consider doing so in the future. In the interim, an abbreviated citizen engagement program should be developed, which would include lectures and presentations held at police headquarters, as well as a citizens' ride-along program.

A citizen satisfaction survey specific to the functions and operations of the RPD should be developed and administered at regular intervals. The results of the survey should be posted publicly on the RPD website.

The department should fund and support a Police Explorer Program. Such programs are an excellent recruitment and community engagement tool. The RPD should coordinate and combine its efforts with the programs offered by other departments in the region. Specific performance goals for this program should be established and the department should regularly monitor progress towards those goals.

The department should designate, train and support one uniformed member to serve as public information officer (PIO). The chief should continue to make official statements, media and public appearances as necessary. Going forward, the PIO should work with town officials and the town's newly hired communications specialist to develop a public information strategy for the department, with an emphasis upon advertising and recruitment.

### **Strategic Planning/Management**

Certus believes that the department is well-positioned to continue the process of developing, publishing, and implementing a multiyear strategic plan. We believe, however, that it is critically important to fully engage and collaborate with internal and external stakeholders as part of this process. It is imperative that the department: 1) obtain stakeholder buy-in; and then 2) develop reasonable and attainable performance goals as well as mechanisms for tracking the relative degree of progress in achieving these goals from year to year. The development of a functional strategic plan should be a thoughtful and inclusive process.

The written strategic planning document that is developed must include specific goals and objectives for the department, as well as all operational units. Once it is developed and properly vetted, this plan should be broadly communicated within the department and throughout the community.

It is important to note most American police departments the size of the RPD do not currently have a multiyear strategic plan as described above. Nevertheless, American policing has changed dramatically in recent years. All departments are now held to higher standards of transparency and accountability (see, for example, the Final Report of the President's Task Force on 21st Century Policing). As such, we believe that strategic plans are now a necessity. Certus recommends that the department begin the process of formulating its new plan now, considering the significant development and population growth anticipated over the next several years. Certus is available to assist with this process, as necessary.

The department should publish comprehensive annual reports. Annual reports should not simply report aggregate data for work performed during the previous year but should make explicit reference to the department's overall multiyear strategic plan. Specifically, annual reports should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of progress/success the department has had in achieving each of these goals.

The captain should accompany the chief to town council meetings and should assist in presenting and explaining organizational performance data. The RPD does not have an explicit succession plan in place. Certus recommends that all command level supervisors be gradually introduced to additional leadership responsibilities and evaluated on their ability to perform them. This aligns

with Recommendation 2 of the Novak Group’s 2020 Town-Wide Organizational Assessment (“Creat[e] an innovative culture that values professional development” [p. 13]).

Supervisors meetings should be scheduled and held every month, they should be more structured and substantive. A written agenda should be distributed in advance of all supervisors meetings and all supervisors (sworn and non-sworn) should be encouraged to suggest agenda items as necessary.

Minutes should be recorded to ensure accountability, transparency and adequate follow up on action items. These meetings should frequently reference the multiyear department strategic plan (when finalized), as well as individual unit goals, as a means of checking overall progress toward these stated goals.

A review of patrol operations, detective investigations and case updates, narcotics enforcement, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every monthly supervisors meeting. Below is a sample.:

Proposed agenda for monthly supervisors meetings:

1. Criminal incidents, crime reports (review and analysis)
2. Investigations (case updates, narcotics investigations, etc.)
3. School safety (SRO activities, events)
4. Traffic (analysis of vehicle accidents, enforcement activities, citations)
5. Administrative:
  - a) scheduling (overtime expenditures; sick leave; modified assignment, etc.)
  - b) training (basic, field, in-service)
  - c) recruitment/hiring
  - d) community engagement (outreach efforts, HOA meetings/events, community event planning and debriefs)
  - e) special/community event planning
6. New Business

The department should continue to hold executive staff meetings. However, a significant portion of the items addressed at these meetings can likely be more properly and effectively addressed at enhanced supervisors meetings (for sergeants and above). For example, a meeting might address an increase in overtime that was experienced as a result of directed patrols, or budgetary issues relating to the purchase of equipment. These meetings are an effective means of communicating and vetting administrative issues and provide meaningful feedback concerning the department’s relative degree of success in achieving goals that are stated in its multiyear strategic plan.



It is critical to have a central source of key performance data. It is recommended that the department review the performance information that is currently being compiled and referred to during its various internal meetings and attempt to combine the information into a [single] usable performance measurement system or template (i.e., a data dashboard). If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard (such as an enhanced FYI Report), the information is more likely to be regularly consulted/retrieved by managers and used to actively manage daily operations. Multiple sources and locations of information hinder the department's ability to engage in proactive management.

The department should task one staff member of the department to obtain timely and accurate data to be used in this manner and incorporate it into the "monthly activity report" (an enhanced FYI Report). It is likely that the newly appointed full-time administrative assistant can be charged with this provided he/she is adept at querying the department's various databases to obtain timely and accurate performance data.

The specific performance measures to be tracked and reported at the enhanced supervisors meetings and/or included in the data dashboard are entirely at the discretion of the RPD. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon the department, but rather they should be derived from within. The RPD must determine what is "baseline normal" in terms of the monthly number of vehicle crashes, citations, use of force reports, etc., then actively track performance going forward. "Key" performance indicators should be identified with an understanding that they can always be expanded or modified later, and should form the basis of discussions at staff meetings.

It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals to determine seasonal variation and to obtain overall performance levels for the agency and its various units.

Any substantive changes to the current performance management framework or meeting schedule must be communicated to, understood by, and acted upon by all members of the department.

It is recommended that the department continue to utilize a standard template to convey pertinent performance information to the town manager. This would include crime and traffic enforcement data, as well as budgetary and administrative information, such as sick time, comp time, and overtime expenditures, and any other measures that the chief and town manager agree to include.

The chief must continue to meet with the town manager monthly to discuss the ongoing management of the department. More frequent meetings should be scheduled, as necessary.

The department's newly appointed administrative assistant should be charged with searching its data systems to regularly produce internal performance data to be used at these monthly meetings between the chief and the town manager. Aggregate data should be broken down and fully analyzed whenever possible. For example, the department should continually report who is accumulating overtime, when, and why.

Both the town and the department currently have virtually all this information in their possession. However, mere access is not sufficient. This information must be shared, analyzed, and used as

the basis of substantive discussions between the chief and the town manager about organizational performance and effectiveness.

Additional recommendations re: the format of supervisors meetings:

There must be a collaborative dialogue during supervisors meetings, rather than formal presentations. In other words, there must be an active give-and-take in which supervisors and field personnel are challenged to explain why crime or vehicle accidents are occurring and to set out their plans for crime/accident reduction. A critical aspect of these meetings is to identify lessons learned. There is a critical distinction between holding patrol and detective supervisors personally accountable for these events (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these incidents to reduce future occurrences. Supervisors meetings should be used to reflect upon the following questions: What is happening (in the community)? How do we know this? What should be done? Are our efforts having any effect? How can we tell?

The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals; for example, the department might identify goals such as "a town-wide reduction in the number of domestic violence incidents," or "a twenty (20) percent reduction in motor vehicle accidents with personal injuries." Supervisors should continually be challenged to define what success looks like, and then to use timely and accurate data to gauge performance.

The training supervisor must actively participate at all supervisors meetings and must be intimately involved in reviewing current police practices and policies, use of force reports, etc., to identify needed training, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions. Supervisors meetings should not be used primarily as a recapitulation of past events, but to generate new knowledge and specific action plans. Supervisors meetings have great potential for encouraging brainstorming and innovative problem solving.

The department should designate a supervisor to perform an annual evaluation of all risk management data, including information on police vehicle pursuits, uses of force, department-involved traffic accidents, and other incidents that have the potential to incur liability for the town of Rolesville, the RPD, and its employees. This review should specifically focus on identifying possible training and policy needs or improvements and be reviewed by the command staff.

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## Department Context

The RPD is a full-service police department that provide a wide range of services to the community. These services are provided by 20 sworn officers and 4 civilian employees and involve

responding to calls for service from 911, investigating crime complaints, providing security and support to the local schools, and engaging with the broader community. To properly understand and evaluate the breadth and scope of these services, it is useful to compare the police department with other police departments offering similar services to other communities in the vicinity of Rolesville and others that have similar demographics and populations sizes. Communities obviously differ from one another in population, demographics, etc. They also have different crime experiences and different social and economic cultures that influence the type of policing. Examining Rolesville with these variables in mind and comparing it to similar departments is necessary for understanding the current and potential future needs of the department.

The table below lists 40 towns and cities in North Carolina that have similar populations to Rolesville. For the purpose of this illustration, we only selected communities that were the same or larger than Rolesville. Since Rolesville is growing in population and has a projected growth of 10,000 residents in the next 15 years, we thought it would be informative to examine communities that have that level of population for comparison.

The table reports the town/city name, along with the population, police budget, budget per officer, total department size, total number of sworn officers, officers per capita, total number of civilian employees, and the violent and property crime rates from 2021. According to this table Rolesville has a very low crime rate at 51 violent crimes (per 100,000 residents) and a property crime rate of 558. These rates are substantially lower than the violent crime rate average of 519 and the property crime rate average of 3665 of the other 40 communities. Similarly, Rolesville has few officers per capita, but spends approximately \$40,000 more per officer.

Table 1 – RPD Demographic Comparisons - NC

City	Pop. (2021)	PD Budget	Budget Per Officer	Total Dept Size	Total officers	Officer per Capita	Total Civilians	Violent Crime Rate	Property Crime Rate
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Washington	9451	\$4,361,479	\$117,878	37	28	391	9	751	3777
<b>Rolesville</b>	<b>9679</b>	<b>\$3,380,450</b>	<b>\$153,657</b>	<b>22</b>	<b>21</b>	<b>227</b>	<b>1</b>	<b>41</b>	<b>558</b>
Dunn	9721	\$4,420,100	\$94,045	47	42	483	5	576	5288
Morehead City	9774	\$5,272,380	\$119,827	44	41	450	3	286	
Mount Airy	10152	\$5,099,250	\$115,892	44	36	433	8		
Winterville	10225	\$2,497,980	\$118,951	21	20	205	1	88	841
Tarboro	10484	\$3,660,532	\$110,925	33	27	315	6		
Waynesville	10632	\$5,629,042	\$130,908	43	32	404	11	583	6443
Kings Mountain	11162	\$4,966,945	\$121,145	41	33	367	8	134	3073
Archdale	11572	\$3,837,369	\$116,284	33	28	285	5		
Lincolnton	11641	\$3,820,170	\$112,358	34	31	292	3		
Spring Lake	12028	\$2,404,530	\$96,181	25	23	208	2		
Elon	12521	\$2,429,314	\$115,682	21	20	168	1	64	655
Belmont	12891	\$4,862,268	\$105,701	46	40	357	6		
Newton	13253	\$4,330,100	\$117,030	37	28	279	9	347	3456
Davidson	13457	\$3,319,591	\$122,948	27	25	201	2	59	899
Smithfield	13581	\$4,391,405	\$104,557	42	38	309	4	523	3394
Reidsville	13948	\$5,630,350	\$102,370	55	47	394	8	753	6381
Roanoke Rapids	14046	\$3,903,503	\$102,724	38	34	271	4	911	5026
Hendersonville	14351	\$6,727,812	\$122,324	55	43	383	12	425	4738
Eden	14786	\$5,693,800	\$116,200	49	45	331	4	595	3469
Laurinburg	14798	\$4,475,493	\$114,756	39	37	264	2	1081	5149
Henderson	15067	\$5,509,065	\$112,430	49	41	325	8	1606	5495
Southern Pines	15358	\$6,345,776	\$132,204	48	39	313	9	300	2383
Hope Mills	15914	\$4,438,800	\$108,263	41	33	258	8	697	4857
Graham	15919	\$5,661,200	\$134,790	42	38	264	4		
Albemarle	16391	\$5,544,282	\$108,711	51	38	311	13	891	5381
Mount Holly	16720	\$4,262,966	\$103,975	41	33	245	8		
Stallings	16746	\$3,126,550	\$135,937	23	21	137	2	119	1188
Pinehurst	17253	\$4,858,351	\$173,513	28	23	162	5	64	655
Mebane	17365	\$5,590,831	\$147,127	38	34	219	4	259	3979
Lenoir	17881	\$6,475,044	\$93,841	69	52	386	17	436	4468
Elizabeth City	17948	\$7,912,116	\$118,091	67	60	373	7	496	4246
Waxhaw	19089	\$4,002,000	\$125,063	32	30	168	2	131	817
Lexington	19162	\$8,201,341	\$124,263	66	53	344	13	631	4238
Havelock	19450	\$3,355,670	\$93,213	36	26	185	10	267	2756
Kinston	19672	\$8,120,791	\$119,423	68	61	346	7		
Shelby	20128	\$8,602,300	\$102,408	84	72	417	12		
Boone	20321	\$4,851,098	\$127,660	38	30	187	8	128	1284
Carrboro	21413	\$4,498,675	\$132,314	34	31	159	3		
Kernersville	25074	\$10,478,567	\$124,745	84	65	335	19	259	4551
Asheboro	26082	\$11,225,503	\$123,357	91	78	349	13		
<b>AVERAGE</b>	<b>12140</b>	<b>\$4,374,910</b>	<b>\$114,990</b>	<b>38</b>	<b>33</b>	<b>319</b>	<b>5</b>	<b>519</b>	<b>3665</b>

Table 2 – RPD Demographic Comparisons – Wake County

City	Pop. (2021)	PD Budget	Budget Per Officer	Total Dept Size	Total officers	Officer per Capita	Total Civilians	Violent Crime Rate	Property Crime Rate
Zebulon	6764	\$3,045,442	\$138,429	22	21	325	1	355	3459
<b>Rolesville</b>	<b>9679</b>	<b>\$3,380,450</b>	<b>\$153,657</b>	<b>22</b>	<b>21</b>	<b>227</b>	<b>1</b>	<b>41</b>	<b>558</b>

Wendell	9841	\$2,920,576	\$139,075	21	19	213	2	61	782
Knightdale	18970	\$5,136,779	\$146,765	35	32	185	3	221	1719
Morrisville	32018	\$13,690,300	\$333,910	41	39	128	2	37	1184
Garner	32889	\$10,050,206	\$122,563	82	70	249	12	240	3272
Fuquay-Varina	34018	\$8,603,466	\$148,336	58	51	170	7	76	867
Holly Springs	41798	\$10,150,055	\$118,024	86	68	206	18	60	612
Wake Forest	49457	\$14,899,600	\$150,501	99	83	200	16	49	795
Apex	67878	\$16,769,300	\$151,075	111	93	164	18	78	776
Cary	177735	\$30,751,385	\$142,368	216	171	122	45	64	878
Raleigh	481823	\$124,458,821	\$167,283	744	648	154	96	254	1768

The table above illustrates the same variables for departments in Wake County. The RPD does not compare with the Raleigh PD, for example, but the other departments in Wake County would likely be experiencing similar social and economic conditions as well as recruiting officers from the same prospective employee pool. Here again, the RPD compares favorably along the selected variable. Notably, the RPD looks at Knightdale as not only a favorable comparable, but also as the kind of department in scope and breadth that the RPD will evolve into as the population of Rolesville grows. We can see that Knightdale has a higher crime rate than Rolesville, but lower officers per capita and a lower budget per officer. Undoubtedly, economies of scale are responsible for these relative differences, as smaller departments need to provide a baseline of services, which then require a minimum number of personnel. Assuming the growth of Rolesville evolves as predicted, the department will also grow and have approximately the same number of sworn and civilian personnel as Knightdale.

The next table is illustrative of the same variables according to size groups. Again, assuming Rolesville's population grows as expected, the anticipated number of sworn personnel could be approaching approach 40 or more.

Table 3 – RPD Demographic Comparisons – Size Grouping

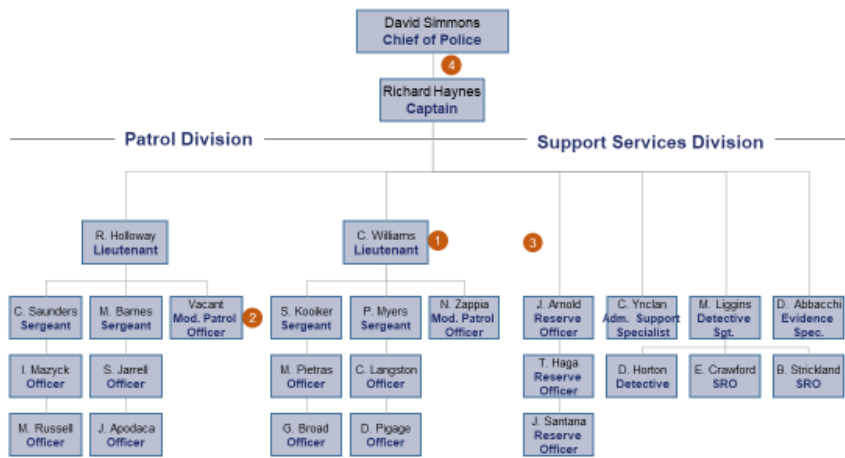
Size	Pop. (2021)	PD Budget	Budget Per Officer	Total Dept Size	Total officers	Officer per Capita	Total Civilians	Violent Crime Rate	Property Crime Rate
11k and Less	10015	\$4,290,152	\$120,260	36	31	364	6	388	3381
11k to 15k	13145	\$4,342,332	\$112,161	39	34	294	5	489	3624
15k to 20k	17329	\$5,560,319	\$122,056	47	39	269	8	492	3372
20k to 25k	22604	\$7,931,229	\$122,097	66	55	289	11	194	2917
NC State	12095	\$4,370,216	\$115,088	38	33	320	5	511	3647

The following discussion takes the department context and examines current, proposed, and future staffing needs. Figures 1 and 2 below were delivered to the RPD to illustrate the current and immediate future staffing needs of the department. The discussion here provides a brief summary of our staffing recommendations. The main body of the report goes into greater detail and provides empirical support and explanation of each position and suggested organizational structure changes.

The current state of the organization shows an imbalance in command staff with an over-representation of lieutenants on patrol. The current patrol lieutenants act primarily as patrol staffing backfill to cover vacancies. In addition, the other division in the organization was understaffed and requires command leadership and civilian support staff to address critical organization functions. Similarly, these critical functions are performed by the RPD executive staff, distracting them from strategic, managerial, and leadership functions.

Figure 1 – Current RPD Organizational Chart

# CURRENT ROLESVILLE ORGANIZATION



### CERTUS Observations

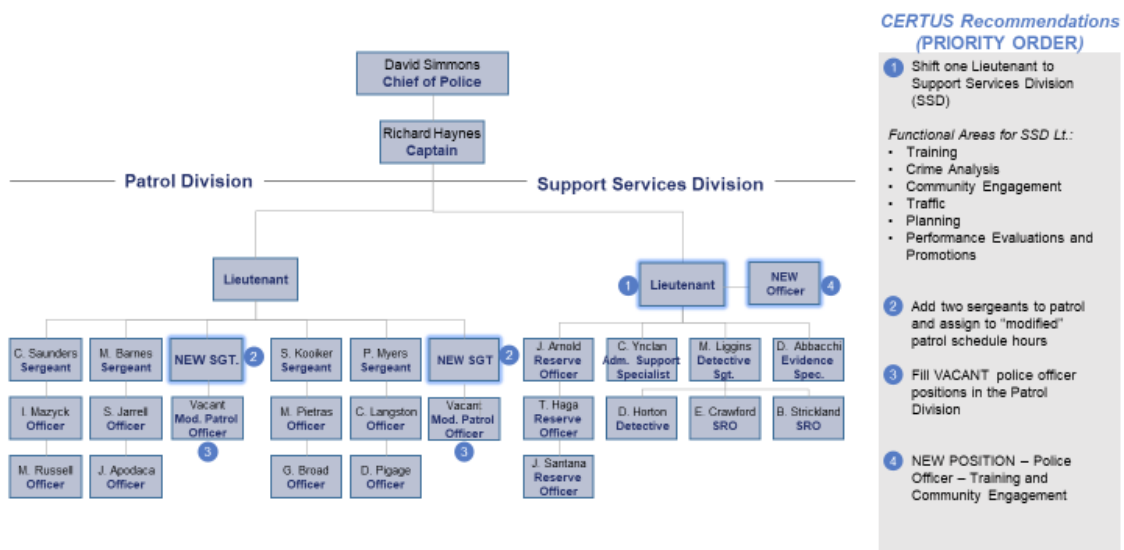
- 1 Command staff overrepresented in patrol resulting in uneven distribution of executive leadership. Current patrol lieutenants acting primarily as backfill and not in command functions
- 2 Vacant positions cause Lt/Sgt backfill to provide patrol staffing coverage.
- 3 Critical organization functions require greater development and oversight.
- 4 Executive Command burdened with in administrative activities; distracted from strategic planning, management, and personnel development

NOTE: Final observations and recommendations will be included as part of the comprehensive report (target delivery January 2023)

To address these issues, Certus offers several recommendations that should be implemented immediately. Figure 2 illustrates these recommendations. They include reassigning one lieutenant from patrol to the Support Services Division. This lieutenant would be responsible for developing several critical functional areas, such as training, community engagement, planning, performance evaluations, etc. To assist the SSD lieutenant, we recommend that a sworn officer and civilian manager be added to this division. In addition, we recommended adding two sergeants to the patrol division, and backfilling the two vacant police officer positions on patrol.

Figure 2 – Proposed RPD Organizational Chart

# PROPOSED ROLESVILLE ORGANIZATION



NOTE: Final observations and recommendations will be included as part of the comprehensive report (target delivery January 2023)

As the Rolesville community grows in population, police services and staffing will need to grow with it. The proposed organizational chart that appears in Figure 2 will be appropriate to support this growth for the foreseeable future and was designed with that growth in mind. In general, police organizations expand as they increase in size and specialization. The number of “divisions” in a department, therefore, will reflect this growth and specialization. There are no specific benchmarks in the police management literature that dictate the appropriate number of divisions; however, our experience indicates that departments with sworn personnel headcounts under 50 can be managed with two major divisions: patrol and support. When departments increase in personnel size to between 50 and 100 sworn officers, the organization is best served with three divisions: patrol, administration, and investigations. These three divisions reflect the specialization needed to provide police services for larger communities and for the department to manage a larger and more diverse workforce.



The RPD, in its current and proposed immediate future state, can be managed sufficiently with two divisions, with a lieutenant in charge of each one. This organizational structure can be maintained with a sworn personnel headcount of 50 or more, serving a population of at least 20,000. The divisions and core functions would remain the same, but as the community grows the RPD would need to add personnel as well as resources to these core functions.

Figure 3 illustrates a proposed organizational structure for a service population of 15,000 residents, and Figure 4 illustrates what the RPD might look like with a service population of approximately 20,000. The basic core functions are maintained, but more officers are added to patrol and investigations to accommodate the increased workload. Patrol would consist of 1 lieutenant, 8 sergeants, and 18 police officers. Similarly, the investigations unit would increase to 4 detectives, and we would recommend the addition of a traffic team, community resource officers, and a training officer. The total sworn headcount under this department would be approximately 42. Civilian staff would be necessary to support this operation as well and could include additional records, administrative, property and evidence personnel. Although it is impossible to predict the exact timing of these additions, we are confident that the organizational structure and staffing model illustrated in Figure 3 would properly serve a community of 20,000 residents.

Figure 3 – RPD with a Population of 15K

## Rolesville Police Department Org Chart – 15K Population

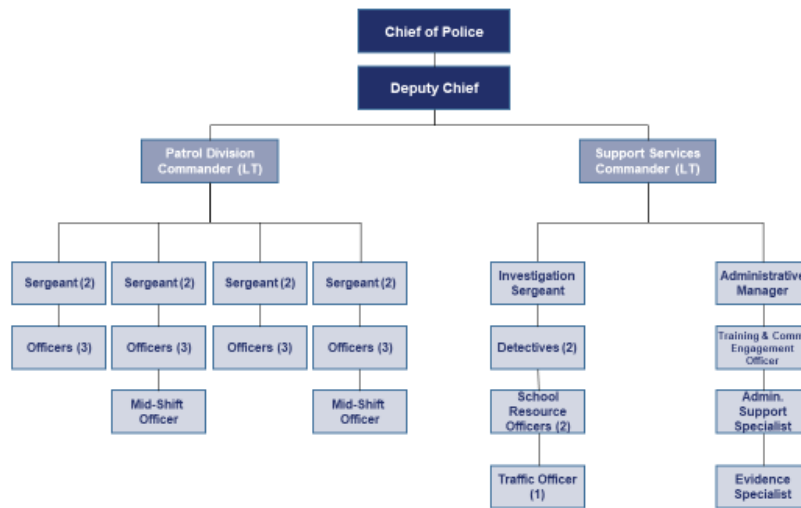
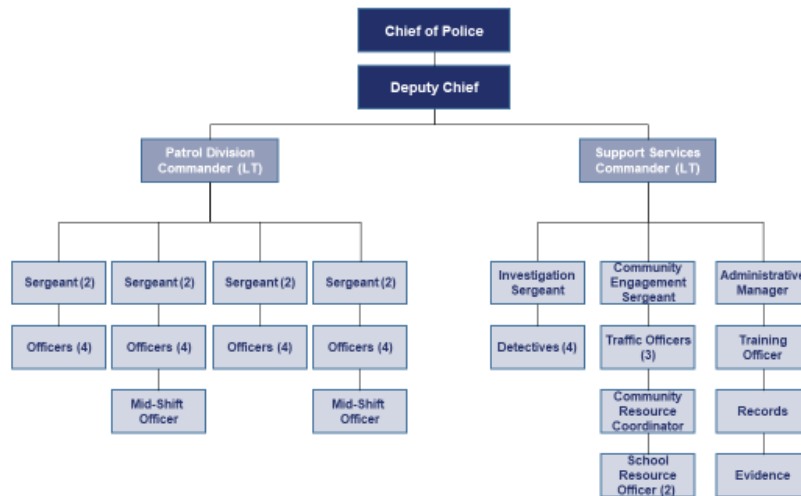


Figure 4 – RPD with Population at 20K

## Future Rolesville Police Department Org Chart – 20K Population



## Certus RPD Scorecard

In order to communicate our findings clearly and succinctly, Certus has developed a “scorecard” to assess police operations. This scorecard was applied to every functional area in the department. The pages that follow list the functional areas of the department: patrol, investigations, etc. and their relative performance on numerous important dimensions. There are 17 functional performance areas with more than 120 sub-dimensions of performance that the Certus team assessed. These assessments are provided in each section and are consolidated at the end of this report as an appendix for easy inspection of the overall department performance.

## SCORECARD ORIENTATION

Each Functional Area Scorecard has four sections. Each area has an *Executive Summary*, a *Scorecard*, with a color-coded rating on each sub-dimension assessed, a *Narrative* providing more details about the sub-dimension and empirical support where appropriate, and a *Recommendation* section.

- Executive Summary

Executive Summary: Each functional area in the Certus Master Scorecard has a section that summarizes the observations in this area. These sections are used to develop the “Blue Sheet” that provides a compilation of all findings from the various functional areas.

- Sub-Dimensions – Each functional area also has a summary table of the area sub-dimensions that were assessed in that area.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Communication	◆		

Each sub-dimension is given a color-coded rating. A green diamond ◆ represents that the sub-dimension assessed is fully functional and operating within expected norms for a police

department. A yellow diamond ◆ represents a rating where the department is developing and evidences signs of sound practices. A red diamond ◆ represents a rating where the particular sub-dimension was not observed in the department, or an area where opportunity for improvement exists.

- Recommendations

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**Recommendations:**

At the end of each functional area there is a gray dialogue box that presents the recommendations for this area. These sections are used to develop the “Gray Sheet” that provides a compilation of all the recommendations from these areas.

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The following sections present the main body of the Certus assessment.

# Rolesville Police Department Scorecard

## Functional Area: Patrol Operations

Patrol Operations in the RPD are sound, but there are several key opportunities for improvement. The department allocates more officers to patrol operations than expected. This indicates that there is a lack of specialization in non-patrol areas. The RPD patrol shift schedule is excellent and provides an appropriate supply of officers to meet service demands in a timely manner. The workload demands reflected by the Saturation Index indicate there are sufficient resources on patrol to meet those demands; however, this requires that staffing levels be maintained at the specified levels and vacancies filled in a timely manner.

The RPD policy of requiring patrol operations to be supervised by a ranking officer is sound. However, this puts pressure to redeploy lieutenants to backfill when sergeants are absent, diminishing the lieutenant's role as watch commander and presenting an opportunity for restructuring. Certus recommends transferring one lieutenant from the patrol division to the support services division. The patrol lieutenant should become the patrol commander and be responsible for strategic and tactical patrol operations and management. To ensure appropriate supervisory coverage, Certus further recommends adding two sergeants to the patrol division working the modified shift schedule of rotating days off/on from 12:00 pm to 12:00 am.

The newly assigned patrol commander would be responsible for developing strategic plans to address crime, disorder, traffic, and community engagement.

Officers on patrol are assigned "take home" vehicles and are equipped appropriately. Consideration should be given to equipping each marked patrol vehicle with an Automated External Defibrillator (AED), and the department should explore the acquisition and deployment of an automatic License Plate Reader (LPR).

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Allocation of Personnel to Patrol	◆	<ul style="list-style-type: none"> <li>70% Sworn on patrol &gt; than 60%.</li> <li>Lack of specialization.</li> <li>Over-invested in patrol operations.</li> </ul>	<ul style="list-style-type: none"> <li>Explore opportunities for specialization in non-patrol functions.</li> </ul>
Deployment	◆	<ul style="list-style-type: none"> <li>Excellent shift design: 12-hour shifts provide a consistent supply of officers to meet demand.</li> </ul>	<ul style="list-style-type: none"> <li>Backfill vacant positions in the Patrol Division.</li> </ul>
Supervision	◆	<ul style="list-style-type: none"> <li>RPD requires a supervisor on duty at all times.</li> <li>Re-alignment of command and supervisory personnel will improve operations.</li> </ul>	<ul style="list-style-type: none"> <li>Transfer 1 lieutenant from the patrol division to the support services division.</li> <li>Designate the remaining patrol lieutenant as the patrol commander.</li> </ul>

			<ul style="list-style-type: none"> <li>• Add 2 sergeants to patrol working the modified schedule from 12:00 pm to 12:00 am.</li> </ul>
Workload	◆	<ul style="list-style-type: none"> <li>• Workload consistently below 60%.</li> <li>• Several breaches of threshold driven by high concentrations of officer self-initiated work.</li> </ul>	<ul style="list-style-type: none"> <li>• Shift focus of proactive CFS from numerous, short in duration CFS, to one with a strategic focus involving fewer, but longer in duration CFS.</li> </ul>
Demand Management	◆	<ul style="list-style-type: none"> <li>• Non-existent; all CFS handled.</li> <li>• Restricted by RPD protocols.</li> </ul>	
Response Times	◆	<ul style="list-style-type: none"> <li>• Overall response time at 4:53 &lt; 15-minute benchmark.</li> <li>• Critical CFS response time also at 4:53 &lt; 5-minute benchmark (driven higher by several outliers).</li> </ul>	
Equipment and Technology	◆	<ul style="list-style-type: none"> <li>• Patrol vehicles lack AEDs and automatic license plate readers.</li> </ul>	<ul style="list-style-type: none"> <li>• Consider deploying AEDs and LPRs in marked patrol vehicles.</li> </ul>
Strategic Deployment	◆	<ul style="list-style-type: none"> <li>• Strategic Plans needed to direct patrol operations.</li> </ul>	<ul style="list-style-type: none"> <li>• Empower the patrol commander to develop a strategic plan for patrol operations that is aligned with the overall department strategic plan.</li> </ul>
Community Engagement	◆	<ul style="list-style-type: none"> <li>• Formal community engagement plan not in place.</li> </ul>	<ul style="list-style-type: none"> <li>• Empower the patrol lieutenant to collaborate with the community engagement officer to develop a community engagement strategy for patrol operations.</li> </ul>

## ◆ ALLOCATION OF PERSONNEL TO PATROL

To assess proper allocation of personnel in a police department, Certus developed and applies a “Rule of 60.” This benchmark has two parts: the first part of the rule holds that approximately 60 percent of the sworn personnel in a police department should be assigned to patrol for CFS response and uniformed patrol. The second part is that no more than 60 percent of available police officer time in a given hour should be committed to handling workload from both self-initiated activities and CFS from the public through 911.

At the time of the site visit, there were 20 sworn officers in the RPD. The patrol division was staffed with 14 sworn officers: 2 lieutenants, 4 sergeants, and 8 police officers. These 14 sworn

officers represent 70% of the total number of sworn officers in the department. There is a higher percentage of sworn personnel allocated to patrol operations than expected.

The 60 percent figure is a benchmark for comparison and not necessarily a strict threshold. In general, larger departments have greater specialization and a lower patrol allocation percentage, while smaller departments will have a higher percentage of sworn personnel on patrol. The RPD resembles a smaller department, and we are therefore not surprised that there are more officers on patrol as a percentage of the entire department. However, the 70 percent allocation could indicate that patrol has too many officers, or the department is missing important specialized position. In the RPD case, the department requires additional personnel on patrol and sworn personnel in specialized (non-patrol) assignments.

## ◆ DEPLOYMENT

Allocation refers to the distribution of officers within the department, and deployment refers to how they are assigned to work. The RPD relies on a combination of six 12-hour patrol shifts to deploy officers on patrol. Two squads consisting of 1 sergeant and 2 officers work from 6:00 am to 6 pm. Two other squads with 1 sergeant and 2 officers work opposite from 6:00 pm to 6:00 am. These squads have rotating days off that follow what's commonly referred to as a "Pittman" schedule and work a series of days on and off such that each squad gets every other Friday, Saturday, and Sunday off.

The RPD also deploys two additional officers that work a "modified" schedule. These modified officers follow the same day-off rotation as the other officers and work 10:00 am to 10:00 pm when they are working weekdays, and then modify their shift to work 2:00 pm to 2:00 am when they are assigned to work weekends.

The system in place in Rolesville is among the most efficient deployment the Certus team has encountered. Below is a chart that illustrates patrol officer deployment:

Table 4 – RPD Patrol Staffing Chart

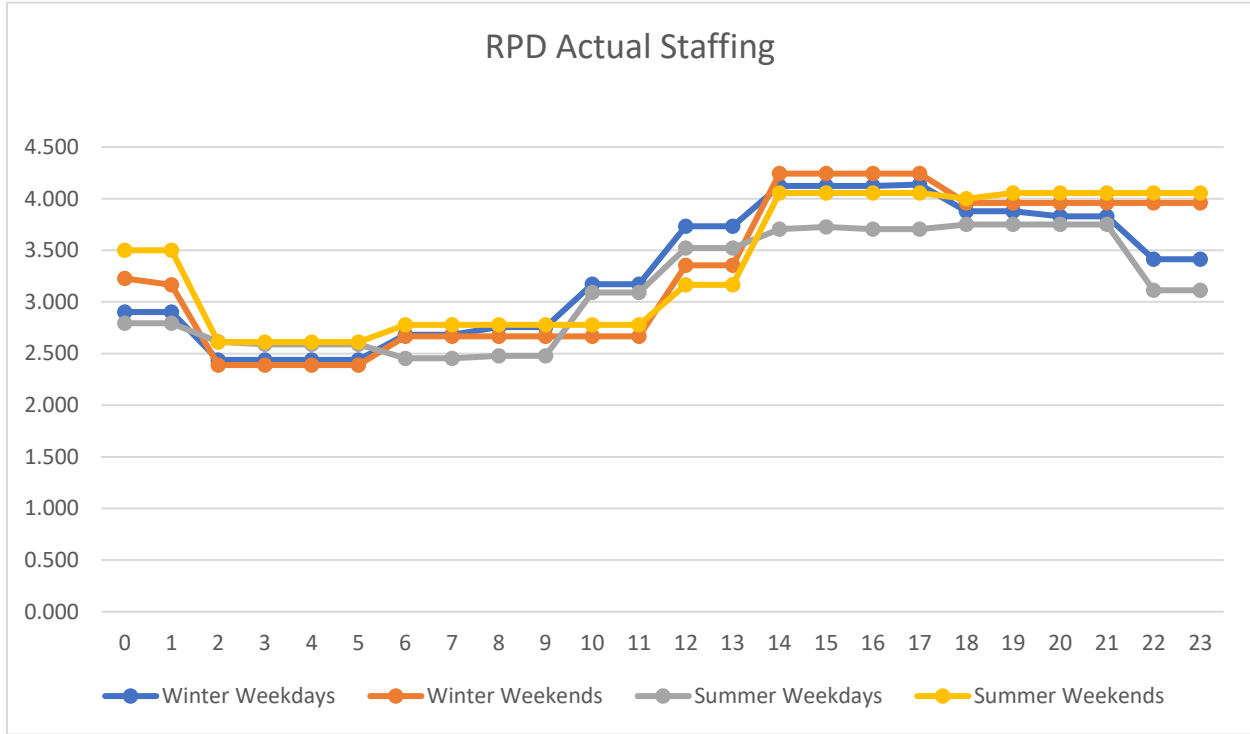
<b>Shift</b>	<b>Hours</b>	<b>Lt</b>	<b>Sgt</b>	<b>PO</b>	<b>Total</b>
Command	12x24	2	0	0	2
Day Shift	06x18		2	4	6
Night Shift	18x06		2	4	6
Modified	10x22 or 14x02			0	0
				<b>Total</b>	<b>14</b>

In order to understand personnel staffing levels in the RPD, Certus requested the number of sworn officers actually assigned and present at work for the months of January, February, July, and August 2022. These winter and summer months from 2022 permit comparisons along the spectrum of staffing outcomes. In winter, the supply of officers is generally higher (less vacation) and service demands are lower, and in summer the opposite occurs, with lower supply of officers (higher vacation) and higher levels of service demands. These four-month periods were further broken down to explore the workload and service demands between weekdays and weekends.

The figures below illustrate the average number of officers actually assigned to work during several periods in 2022.



Figure 5 – RPD Actual Staffing



The figure above illustrates the average number of officers present for duty across the four time periods under examination over the 24-hour period of the day. The figure shows a consistent pattern with fewer officers assigned during the overnight and morning hours between 2:00 am and 10:00 am. From 2:00 am to 5:00 am on winter weekends the actual staffing levels are the lowest at approximately 2.4 officers per hour over that period. By contrast, actual staffing levels are highest during winter weekends between 2:00 pm and 5:00 pm with approximately 4.2 officers working on average.

The supply lines illustrated on the figure above show that the RPD has more officers assigned between 10:00 am and midnight and staffing levels drop off during other times. In addition, it appears that staffing is highest during every period between 2:00 pm and 5:00 pm. The RPD should be commended for having designed a shift schedule that staffs-up, or provides more

officers when they are needed the most during the day, and then staffs-down by providing fewer officers when service demands decrease overnight. The table below provides a visual of staffing level fluctuations. The green shaded boxes are hourly periods when actual staffing is highest, and the red shaded boxes are hours when actual staffing is lowest. Darker greens indicate highest staffing levels and darker reds indicate the lowest staffing levels. Here again, the efficiency of the RPD staffing plan is on display. Red boxes show low staffing levels during the overnight and early morning hours, with staffing levels increasing during the day and at their highest in the late afternoon and early evening when police services are needed the most.

**Table 5 – Staffing Heat Map**

Hour	Winter Weekdays	Winter Weekends	Summer Weekdays	Summer Weekends
0	2.902	3.229	2.795	3.500
1	2.902	3.167	2.795	3.500
2	2.439	2.389	2.614	2.611
3	2.439	2.389	2.591	2.611
4	2.439	2.389	2.591	2.611
5	2.439	2.389	2.591	2.611
6	2.683	2.667	2.455	2.778
7	2.683	2.667	2.455	2.778
8	2.756	2.667	2.477	2.778
9	2.756	2.667	2.477	2.778
10	3.171	2.667	3.091	2.778
11	3.171	2.667	3.091	2.778
12	3.732	3.354	3.523	3.167
13	3.732	3.354	3.523	3.167
14	4.122	4.243	3.705	4.056
15	4.122	4.243	3.727	4.056
16	4.122	4.243	3.705	4.056
17	4.137	4.243	3.705	4.056
18	3.878	3.958	3.750	4.000
19	3.878	3.958	3.750	4.056
20	3.829	3.958	3.750	4.056
21	3.829	3.958	3.750	4.056
22	3.415	3.958	3.114	4.056
23	3.415	3.958	3.114	4.056

This table illustrates the average total number of sworn officers (supervisors and police officers) present for duty during the four periods we studied (winter and summer weekdays and weekends) during the 24 hours of the day. Dark green shaded cells represent hours when staffing is the highest. Dark red shaded cells represent hours when staffing is the lowest.

## ◆ SUPERVISION

The RPD has a standing policy that patrol must be supervised at all times by a ranking member of the department. Therefore, if a sergeant is absent from their assigned shift due to vacation, sick, training, etc. another supervisor must cover the shift. Often, this translates into one of the patrol lieutenants changing their schedule to fill that vacancy. The RPD should be commended for implementing this policy and we strongly support it.

The Patrol Division is commanded by two lieutenants acting as watch commanders. The “watch commander” model is common in policing in the United States and holds that a command-level officer is always assigned to supervise and manage patrol operations. The lieutenants are assigned to the same day-off rotation as the sergeants and officers but work from 12:00 pm to 12:00 am. This means that lieutenants straddle both patrol shifts for six hours. This not only allows the lieutenants to directly supervise personnel from both day and night shifts, but in the event a sergeant is not present for duty (vacation, sick, training, etc.), they can change their hours to cover patrol in the sergeants’ absence.

Based upon an analysis of patrol lieutenant duties and responsibilities, discussions with personnel on patrol, and observation of duty schedules, it appears the patrol lieutenants are utilized more to backfill vacancies on patrol than perform duties typically associated with command level personnel. A later section of this report will discuss the need for strategic management of patrol

operations. Developing that capacity in the patrol division would improve the overall operation of the department. With two lieutenants acting as patrol backfill and not as commanders, the RPD is missing an opportunity to leverage their status in the organization to identify and implement strategic priorities. However, the RPD still requires supervisory personnel to cover patrol operations. In general, in order to cover one position 24-hours each day throughout the year, the department would need six people. In the RPD, the four sergeants and two lieutenants are the six positions needed to ensure patrol is continuously supervised, and they are assigned in the most efficient way to meet those staffing needs.

## ◆ WORKLOAD

Certus examined workload and service demands for officers on patrol by examining CFS data extracted from the CAD system. The Raleigh Police Department is responsible for receiving police emergency calls through 911 and dispatching those calls to officers on patrol for a response. For the purposes of this study, Certus examined calls dispatched to RPD officers during the period from November 1, 2021, to October 31, 2022. In total, there were 36,243 CFS dispatched to officers in the RPD.

The Certus team conducted several steps to clean the data for analysis. The first step was to compare the recorded times given to each CFS. The data provided listed the times the CFS were received (time assigned), when they were dispatched (time en route), the time the officer arrived at the scene (arrived at scene), and the time the officer completed the call (time cleared). This allowed Certus to calculate response times to CFS as well as the total time spent handling them. However, the first step was to examine the times and determine if there were any anomalies in the data.

It did appear that numerous CFS had inconsistent times recorded. For example, some CFS had time cleared earlier than the time assigned. This is chronologically impossible; therefore, these CFS were removed from the analysis.

In addition, there were numerous CFS that lasted for several hours, even days. One such CFS, for example, lasted 19 hours and was assigned to 11 officers. This CFS involved the response of the entire department to a suicidal person that barricaded themselves in their home. There was a prolonged negotiation to successfully resolve this incident and many officers were required for inner and outer perimeter control, traffic control, etc. This CFS and others like it were removed from the workload models.

Similarly, RPD officers were assigned to “special assignments” throughout the year. These special assignments, such as parades, festivals, fireworks, etc. appeared in the CAD dispatched logs but were not patrol related in a workload sense. To accurately reflect workload demands on patrol officers it was necessary to remove these special assignments. In total, there were 887 such CAD assignments (time inconsistencies, assignment anomalies, and special assignments) removed from the workload models.

The next step in the process was to categorize these CFS. Within the 36,243 CFS handled by the RPD there were more than 100 different call types, from Animal Control CFS to Warrant execution. To better understand the workload faced by the RPD, these call categories were condensed into 12 categories. The table below illustrates the 12 CFS categories and reports the number of CFS handled by the RPD in each category.

Table 6 – RPD CFS Categories (11/1/2021 to 10/31/2022)

<b>Category</b>	<b>RPD Initiated CFS</b>	<b>CFS from 911</b>	<b>Total</b>
Accident	35	223	258
Alarm	4	282	286
Animal	1	65	66
Crime-Person	30	59	89
Crime-Property	55	182	237
Foot Patrol	7,443	7	7,450
Investigate	231	276	507
Miscellaneous	179	529	708
Public Order	92	211	303
Security Check	18,889	21	18,910
Suspicious	115	109	224
Traffic	3,384	202	3,586
<b>Total</b>	<b>30,458</b>	<b>2,166</b>	<b>32,624</b>

The table above illustrates the large volume of proactive police work conducted by the RPD. Compared to reactive police work, which is represented by CFS from the public through 911, proactive police work is initiated by the officer without being mobilized by the community. This proactive work is represented by CFS categories of “foot patrol,” “security check,” “traffic” in the table. Combined, the RPD handled almost 30,000 of these types of CFS. This is an impressive amount of work and the RPD should be commended for engaging in such a robust approach to policing.

The RPD provides a free property security check for Rolesville residents who will be away from their residence for an extended period of time. As part of the program, registered homes are periodically checked by the RPD patrol officers during the residents’ absence. Anecdotal accounts from RPD officers reveal that they are informed periodically about which homes are on the security check list. Officers are expected to visit at least four homes each shift.

A similar approach is taken with foot patrol. RPD officers are expected to take themselves off patrol and engage the community on foot. This is an excellent tool to build rapport with the

community and get a better understanding of the policing services they need. In addition, the number of traffic stops conducted by RPD personnel is impressive. Considering there are only twelve sworn officers assigned to patrol, each officer is conducting hundreds of traffic stops a year. The level of activity in these areas is very high and demonstrates an active and engaged patrol division.

The next table reports the amount of time RPD officers spend on the average category of CFS. There are no benchmarks on CFS service length, but the shorter the time spent on an average CFS could indicate perfunctory service, and spending too much time on CFS could indicate inefficiencies in reporting and supervision.

Table 7 illustrates some key findings. On average, an RPD officer spends about 36 minutes handling a CFS from the public. From Certus's experience this is within expected bounds. The average traffic accident requires almost an hour to handle (51:23 minutes), and the longest amount of time is spent handling crimes against persons CFS at 55:56 minutes. These time commitments would be considered normal and within expected bounds.

The RPD self-initiated CFS also reveal interesting findings. On average an RPD officer spends 14:52 minutes on a CFS. This would be considered a short amount of time to handle an incident. From our experience, the typical self-initiated CFS requires approximately 25 minutes to handle, therefore, the RPD experience in this area is substantially shorter.

Table 7 – RPD CFS Service Times

RPD Initiated CFS			CFS from 911	
Category	Sum of Call Length	Average Call Length	Sum of Call Length	Average Call Length
Accident	60:20:16	1:00:20	426:30:11	0:51:23
Alarm	0:59:01	0:11:48	107:41:14	0:11:49
Animal	0:13:14	0:13:14	40:06:22	0:22:55
Crime-Person	42:48:47	1:01:10	107:11:55	0:55:56
Crime-Property	65:44:15	0:56:21	301:26:03	0:50:40
Foot Patrol	2603:47:23	0:20:18	10:49:20	0:46:23
Investigate	223:14:18	0:42:15	515:06:44	0:53:17
Miscellaneous	101:36:45	0:30:38	455:16:22	0:30:27
Public Order	177:28:59	1:19:28	317:45:07	0:40:29
Security Check	3792:37:36	0:11:45	21:53:28	0:32:02
Suspicious	66:00:12	0:20:25	85:38:00	0:21:41
Traffic	805:09:00	0:12:12	156:55:26	0:28:37
<b>Total</b>	<b>7939:59:46</b>	<b>0:14:52</b>	<b>2546:20:12</b>	<b>0:36:27</b>

Closer examination of the table above can explain the shorter than expected handling times for RPD-initiated CFS. The table shows that “security checks” only last 11:45 minutes on average. Considering there were almost 19,000 of these CFS, this short amount of time has a larger influence on the average. Again, while there are no prescribed benchmarks on the amount of time spent on CFS, spending only 11:45 minutes on a security check appears like a short amount of time. Empirical studies indicate that spending 20 minutes in a “hot spot” can have a lasting deterrent effect on crime and disorder in that location. Therefore, a security check of approximately half that amount of time could be considered reactive and a process of only checking to see if the residence was burglarized or damaged. A deterrent effect (preventing crime from occurring at the location) would require a longer presence. Similarly, foot patrols lasting only 20 minutes seem like a short amount of time. Engaging the community and establishing a dialogue and rapport would likely require more time. Surely, some foot patrols last longer, but others are even shorter. More time should be committed to these types of activities.



Table 8 – RPD Average Number of Officers Assigned per CFS

<b>Category</b>	<b>RPD Initiated CFS</b>	<b>CFS from 911</b>
Accident	1.71	2.27
Alarm	1.25	1.94
Animal	1.00	1.72
Crime-Person	1.40	2.02
Crime-Property	1.32	2.01
Foot Patrol	1.03	2.00
Investigate	1.38	2.12
Miscellaneous	1.14	1.71
Public Order	1.47	2.25
Security Check	1.03	1.95
Suspicious	1.70	2.26
Traffic	1.17	1.69
<b>Total</b>	<b>1.05</b>	<b>1.96</b>

The above table illustrates the average number of officers assigned to the various CFS categories. Overall, the RPD assigns on average 1.05 officers to a self-initiated CFS and 1.96 officers to the average 911 CFS from the public. On the one hand, 1.05 officers assigned to the average self-initiated CFS would be considered low, but on the other hand 1.96 officers assigned to a 911 CFS would be considered high.

On the self-initiated side, it is clear that the overall average is being impacted by the number of officers assigned to foot patrols and security checks. These types of CFS are only intended to be handled by one officer and, therefore, it is understandable that the high volume of these types of CFS is having an out-sized influence on the average. Looking at the other categories of CFS, the averages appear to be along the lines of what would be expected. We would expect approximately 1.3 officers on the average self-initiated CFS, and this appears to be reflected in those other categories.

The 1.96 average is high. We would expect this figure to be approximately 1.6 officers per CFS. Considering there are generally only three officers working, this would mean that every

officer that is available will respond to any CFS reported through 911. This has both positive and negative implications. From the positive standpoint, officers are assisting one another on every CFS. This demonstrates a good sense of supportiveness and camaraderie. Multiple officers on a CFS also demonstrates a high level of service provided to the public during the encounter. On the downside, however, committing essentially all available resources to CFS when they arrive exposes the community to a shortage of police coverage. Also, assigning almost two officers per CFS could signify inefficiencies in the patrol process. These were not observed during the site visit, or reported by officers on patrol, but policy and reporting requirements could be contributing to expending more personnel resources to each CFS than needed. The RPD should explore this further and determine if there are adjustments that need to be made to the patrol response and reporting protocols.

Certus uses a variant of the “Rule of 60” benchmark above to assess the overall deployment of patrol officers to CFS. Total service time to an average CFS should not exceed 60 minutes. Total service time is calculated by multiplying the average amount of time needed to handle a CFS by the number of officers assigned. In the RPD the total service time equals 71:27 officer/minutes (36:27 minutes X 1.96 officers) to handle the average CFS from the public. This is about 19% more time than the benchmark. Clearly, this is driven by the number of officers assigned, since the service time of 36:23 is within normal bounds. Again, this could be a positive feature of patrol response in Rolesville, but closer scrutiny by the RPD is warranted in this area.

The next set of figures translate the CFS handled by the RPD into increments of hours. The table below illustrates the number of cumulative hours of time spent handling CFS from the public through 911, and time spent on self-initiated activities.

Table 9 – Workload during Winter 2022

Hour	Winter Weekday			Winter Weekend		
	Total Self-Initiated	Total Calls	Total Workload	Total Self-Initiated	Total Calls	Total Workload
0	0.71	0.20	0.91	0.58	0.43	1.01
1	0.74	0.10	0.84	0.95	0.13	1.08
2	0.62	0.05	0.67	0.97	0.06	1.03
3	0.59	0.01	0.60	0.91	0.11	1.02
4	0.78	0.12	0.89	0.95	0.19	1.14
5	0.40	0.03	0.43	0.42	0.15	0.57
6	1.06	0.08	1.15	0.77	0.13	0.91
7	1.81	0.31	2.12	1.37	0.33	1.70
8	0.91	0.33	1.23	1.54	0.26	1.80
9	0.75	0.50	1.24	1.42	0.19	1.61
10	0.79	0.40	1.20	0.83	0.32	1.16
11	0.77	0.27	1.04	0.69	0.11	0.79
12	0.87	0.20	1.07	0.99	0.27	1.26
13	0.96	0.22	1.18	1.39	0.42	1.81
14	0.80	0.33	1.13	1.07	0.32	1.39
15	0.86	0.45	1.31	1.40	0.13	1.53
16	0.84	0.53	1.36	1.26	0.21	1.46
17	0.78	0.88	1.66	0.72	0.20	0.92
18	1.14	0.54	1.69	1.01	0.24	1.26
19	1.44	0.43	1.88	1.25	0.23	1.48
20	1.25	0.42	1.67	1.26	0.37	1.63
21	1.11	0.30	1.41	0.94	0.25	1.18
22	1.03	0.15	1.18	0.97	0.15	1.12
23	0.99	0.18	1.17	0.94	0.37	1.31
	0.92	0.29	1.21	1.02	0.23	1.26

The table above shows that during the average hour in winter weekdays the RPD handled 1.21 hours of work from both self-initiated work and CFS from the public. There was just under one hour of self-initiated work (0.92 hours) and 0.29 hours, or approximately 17 minutes, spent handling CFS from the public. The right-panel of the table shows the workload during winter weekends. The busiest hour during winter weekdays is 7:00 am to 8:00 am where 2.12 hours of total time was committed to handling CFS. The slowest hour was 5:00 am to 6:00 am during winter weekdays with only 0.43 hours committed to work. Here the table indicates that only 0.03 hours

of time was spent on CFS from the public, which indicates almost no 911 CFS during that hour over the two-month period of observation.

The amount of time committed to work on weekends is similar to weekdays. In total, there was an average of 1.26 hours of work, with 1.02 hours of self-initiated workload and 0.23 hours of work from CFS from the public. The busiest hour during winter weekends was between 8:00 am and 9:00 am and the slowest period was between 5:00 am and 6:00 am.

The workload pattern in Rolesville is similar during the summer. The table below illustrates the time committed to work during July and August.

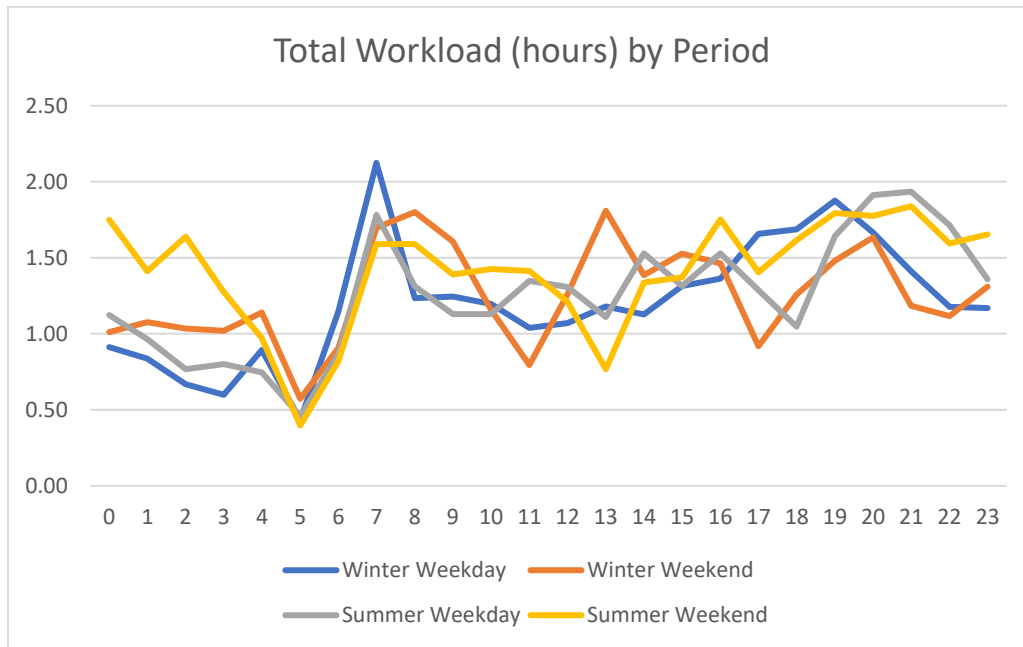
Table 10 – Workload during Summer 2022

Summer Weekday			Summer Weekend		
Total Self-Initiated	Total Calls	Total Workload	Total Self-Initiated	Total Calls	Total Workload
0.78	0.34	1.12	1.31	0.44	1.75
0.72	0.24	0.96	1.14	0.27	1.41
0.66	0.11	0.77	1.48	0.15	1.64
0.69	0.11	0.80	1.02	0.25	1.27
0.70	0.05	0.75	0.84	0.13	0.97
0.40	0.06	0.46	0.34	0.05	0.40
0.64	0.23	0.87	0.73	0.09	0.82
1.45	0.33	1.78	1.39	0.20	1.59
1.06	0.25	1.31	1.36	0.23	1.59
0.89	0.24	1.13	1.05	0.34	1.39
0.89	0.24	1.13	1.03	0.39	1.43
1.13	0.21	1.35	1.25	0.17	1.41
0.97	0.34	1.31	0.95	0.26	1.21
0.69	0.42	1.11	0.49	0.28	0.77
1.14	0.39	1.53	1.06	0.28	1.34
0.89	0.43	1.31	1.06	0.32	1.37
0.81	0.72	1.53	1.29	0.46	1.75
0.60	0.69	1.29	0.85	0.56	1.40
0.68	0.37	1.05	0.86	0.76	1.62
1.16	0.48	1.64	1.29	0.51	1.80
1.28	0.63	1.91	1.38	0.39	1.77
1.37	0.56	1.93	1.23	0.61	1.84
1.13	0.58	1.71	1.12	0.47	1.59
0.96	0.40	1.36	1.25	0.41	1.65
0.90	0.35	1.25	1.07	0.33	1.41

The table above shows that during the average hour in summer weekdays, the RPD handled 1.25 hours of work from both self-initiated work and CFS from the public, divided between 0.90 hour of self-initiated work and 0.35 hours of time spent handling CFS from the public. The right-panel of the table shows the workload during summer weekends. This illustrates that summer weekends are the busiest periods of work in Rolesville with 1.41 hours committed to both self-initiated and public CFS. This is an approximately 17% greater workload than experienced during the slowest period observed, winter weekdays. The busiest hour during summer weekdays and weekends is from 9:00 pm to 10:00 pm, where 1.93 and 1.84 hours of total time was committed to handling CFS. The slowest hour during both periods was from 5:00 am to 6:00 am during winter weekdays, with only 0.60 hours committed to work.

The next figure illustrates the total workload for each period plotted across the 24-hours of the day. This figure shows that workload spikes early in the morning during each period. This is likely when the day shift begins work and commences self-initiated security checks and foot patrols. After the beginning hours of the day, workload fluctuates, rising until it peaks around midnight and then dropping substantially through the early morning hours, reaching its low point at 5:00 am.

Figure 6 – Total Workload by Hour and Period



Understanding workload demands is important when making staffing decisions about a police department. However, workload alone is insufficient and must be put in context with the number of officers assigned to handle that workload. This is where the second prong of the “Rule of 60” comes into play. According to the Certus “Rule of 60,” no more than 60 percent of available police officer time in a given hour should be committed to handling workload from both self-initiated activities and CFS from the public through 911. To determine RPD performance in this area, workload is translated into a ratio that expresses the number of hours of work to the number of hours of available officers during each hourly period throughout the day. This ratio is referred to as the saturation index, or the measure of available police officer time saturated by workload.

The table below reports the average saturation indexes for the hours of the day in each of the four periods observed, along with the overall average for these periods:

Table 11 – Saturation Index by Hour and Period

Hour	Winter Weekday	Winter Weekend	Summer Weekday	Summer Weekend
0	31.44%	31.29%	40.17%	49.98%
1	28.82%	33.99%	34.49%	40.29%
2	27.44%	43.31%	29.34%	62.74%
3	24.58%	42.66%	30.93%	48.78%
4	36.67%	47.70%	28.78%	37.18%
5	17.73%	23.97%	17.65%	15.19%
6	42.68%	33.99%	35.41%	29.55%
7	79.17%	63.65%	72.54%	57.23%
8	44.79%	67.51%	52.95%	57.22%
9	45.17%	60.27%	45.62%	50.07%
10	37.71%	43.44%	36.51%	51.31%
11	32.74%	29.78%	43.61%	50.87%
12	28.68%	37.55%	37.12%	38.28%
13	31.59%	53.95%	31.50%	24.25%
14	27.34%	32.68%	41.28%	32.96%
15	31.88%	36.01%	35.28%	33.79%
16	33.07%	34.52%	41.30%	43.19%
17	40.08%	21.64%	34.77%	34.62%
18	43.52%	31.79%	27.92%	40.39%
19	48.39%	37.42%	43.78%	44.26%
20	43.48%	41.27%	50.98%	43.76%
21	36.84%	29.90%	51.59%	45.34%
22	34.48%	28.22%	55.03%	39.33%
23	34.24%	33.10%	43.61%	40.79%
Average	36.77%	39.15%	40.09%	42.14%

The hourly periods are color-coded to provide a clearer visual understanding of the periodic saturation indexes. The green shaded boxes are hours when the saturation index is below 40%. This is the optimal area for patrol staffing. Workload saturation between 40% and 60% is shaded yellow. This is an area where workload demands begin to strain patrol operations. While not exceeding the threshold, officers working during this period would likely report high workload. Saturation indexes exceeding the 60% threshold are shaded in red. Data from the table show that the period between 7:00 am and 8:00 am exceeds the threshold in three periods and is only 3 percentage points away (57.23% in summer weekends) in the fourth. Again, this appears to be the

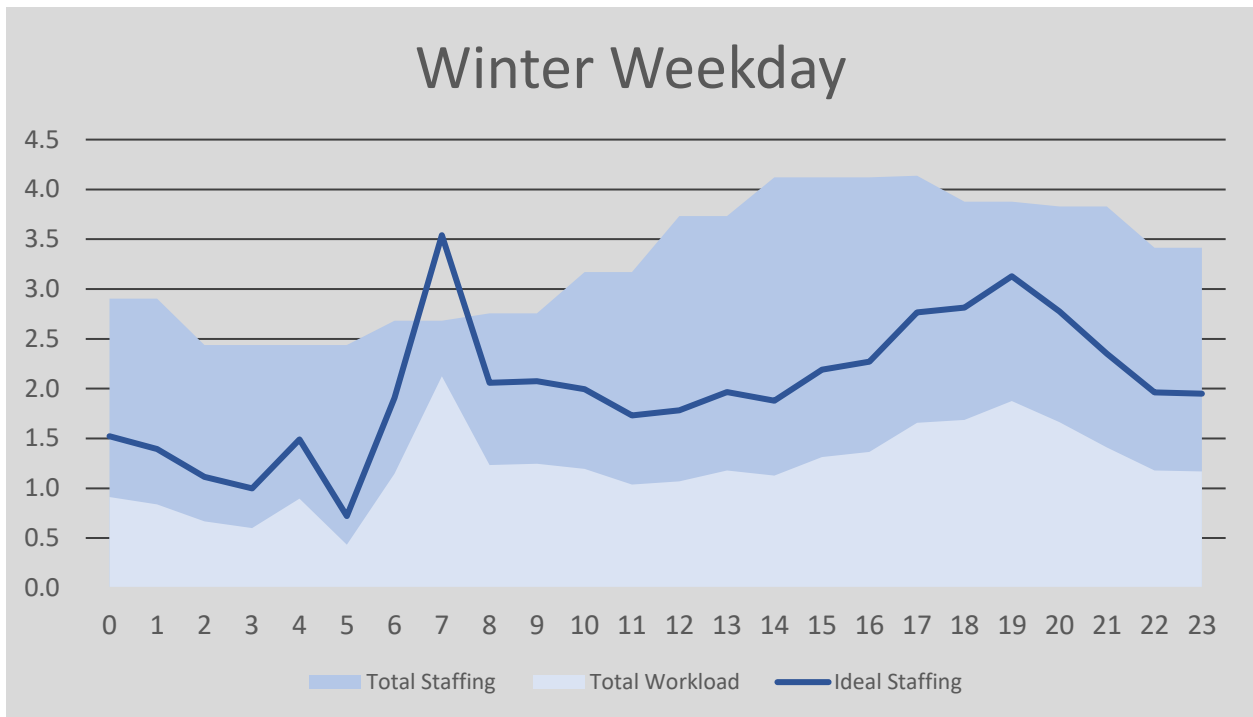
time RPD patrol officers begin to engage in self-initiated activities such as security checks and foot patrols. The heavy workload during these times is not driven by CFS from the public. Although the RPD should be commended for having such a robust commitment to security checks and foot patrols, the data here suggest that they are heavily concentrated at the beginning of each shift. When this approach is put in context with the short amount of time spent on these activities (11 minutes per security check and 20 minutes per foot patrol), it leads to the conclusion that these activities are somewhat perfunctory. In other words, officers are required to do these activities each day; therefore, they begin their shift and get them out of the way by performing numerous but brief checks and patrols. The RPD would be better served by doing fewer and longer security checks, with foot patrols dispersed throughout the day and not concentrated at the beginning of the shift.

Considering that the times the saturation indexes break the 60% threshold are driven by self-initiated activities, we can conclude that the overall workload for patrol officers in the RPD appears to be within normal bounds. The overall average workload saturation indexes for each of the four periods are well below 60%, ranging from 36.77% during winter weekdays to a high of 42.14% during summer weekends. This close range of workload also suggests that the RPD efficiently balances workload demands with an appropriate supply of officers. This further confirms the effectiveness and efficiency of the patrol shift model in place in the RPD.

The next set of figures presents this information in a different way. Figures 7 through 10 combine total staffing and total workload and then project where ideal staffing should be under a 60% threshold line.



Figure 7 – Ideal Staffing Winter Weekdays



This figure reports the average number of officers and supervisors compared to the total workload, and estimates the ideal staffing needed to handle the workload under the “Rule of 60.” The blue shaded area represents the average number of total supervisors and officers assigned to patrol. The light blue shaded area represents the total workload from calls-for-service and officer workload that was self-initiated. The dark blue line represents the number of officers needed in order to meet 60% threshold. Places on the figure where the dark blue line is higher than the number of officers available indicate that there are not enough sworn personnel on patrol to meet workload demands under the “Rule of 60.”

In Figure 7 we can see that the “ideal staffing” threshold exceeds available staffing at 7:00 am. As discussed previously in this report, officers on patrol perform a substantial amount of foot patrols and security checks during this period. Therefore, the staffing to workload ratio is

higher than desired, but this is driven by self-initiated work. Under these circumstances, a brief and isolated breach of the 60 percent threshold is acceptable. The rest of the day the figure shows that there are sufficient personnel to meet workload demands.

Close examination of Figures 8 through 10 illustrate a similar pattern. There is a brief and isolated breach of the threshold in the mornings in winter weekends and summer weekdays. Again, this is acceptable, since by looking at all four figures collectively we can observe that the RPD has sufficient personnel on patrol to meet the service demands from the community.

Figure 8 – Ideal Staffing Winter Weekends

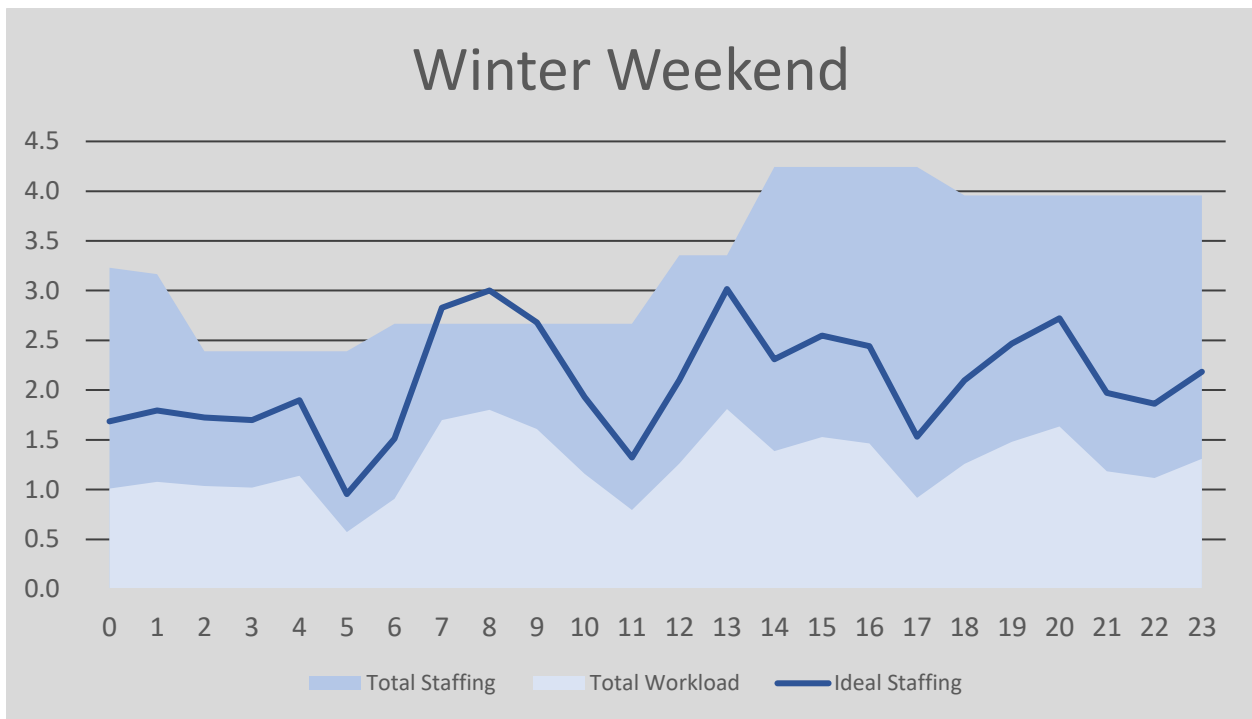


Figure 9 – Ideal Staffing Summer Weekdays

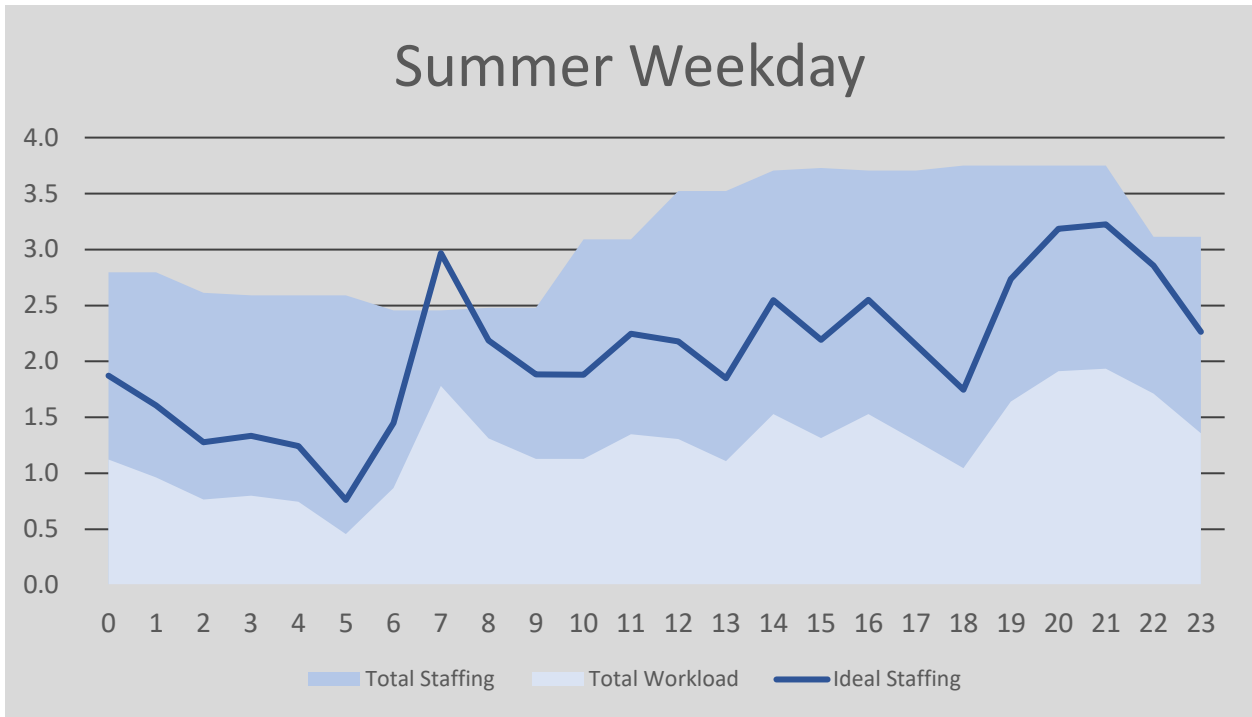
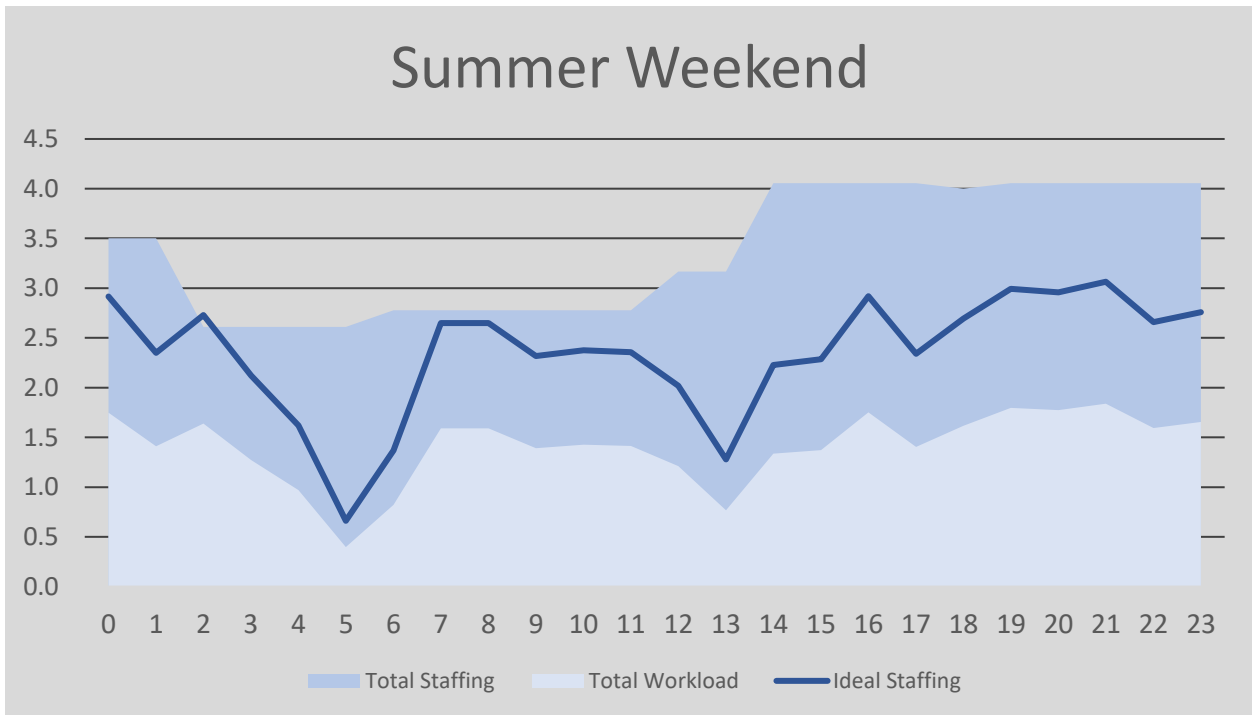


Figure 10 – Ideal Staffing Summer Weekends



## ◆ DEMAND MANAGEMENT

The position of the RPD with regard to the handling of CFS is that any call, no matter how insignificant or unrelated to the police missions, will receive a response by an officer on patrol. Police departments around the country have looked at alternatives to dispatching full-duty police officers to certain categories of CFS.

For example, research has shown that more than 95% of all alarm CFS handled by the police are false alarms. Faulty equipment, owner error, weather, etc. all contribute to erroneous activation of residential and commercial burglar alarms. With this understanding, police departments around the country have explored many ways of removing the response to false alarms from the police mandate.

Similarly, minor traffic crashes, routine medical CFS, civil enforcement, etc. are all areas that have the potential to be shifted away from the police and handled in a different manner. The nature and scope of these CFS in Rolesville is such that the need to triage CFS away from officers on patrol is not critical. The department has ample resources on patrol to handle these minor CFS and Certus recommends continuing the current practice.

Considering that the Raleigh Police Department is responsible for dispatching CFS to RPD officers, changing the response protocols would be challenging. Since the RPD does not “own” the process, making changes would be difficult. However, supervisors on patrol should be given the authority to cancel CFS that are dispatched during their shifts or determine that they be handled in a manner that does not require the immediate response of an officer on patrol.

## ◆ RESPONSE TIMES

Another important feature of patrol operations is response time to CFS. The empirical literature on response times demonstrates that a rapid response to CFS is not a deterrent of crime and is not necessarily a main factor in apprehending perpetrators when a crime is committed. Nonetheless, there are public expectations about quality police service, and when requested the public should receive a response as quickly as possible. In general, police response to a routine CFS should be within 15 minutes, and within 5 minutes to a serious crime in progress.

Table 12 – RPD Response Times

Category	Calls for Service
Accident	0:04:08
Alarm	0:03:56
Animal	0:06:21
Crime-Person	0:04:53
Crime-Property	0:04:28
Investigate	0:05:56
Miscellaneous	0:05:11
Public Order	0:05:22
Security Check	0:02:54
Suspicious	0:03:54
Traffic	0:05:41
Total	0:04:53

The table above illustrates that the response time in Rolesville is excellent. Average total response time to a CFS is 4:53 minutes which is substantially below the 15-minute benchmark. Also, response time to CFS involving crimes against persons is 4:53 minutes, which is lower than the 5-minute benchmark. It should be noted that there was one CFS in the crime-person category that had a negative influence on the overall time. There was a report of a person shot who went to a local Emergency Room for treatment. The hospital was in Rolesville, but the incident occurred in another community. The uncertainty surrounding the event produced a delay in response;

otherwise, the overall response time in this area would be even lower than the excellent time reported above. Here again, the CFS data suggested a highly motivated and engaged patrol function in the RPD and is a sign of a well-managed and efficient operation.

## ◆ COMMUNITY ENGAGEMENT

Community engagement presents a tremendous opportunity for improvement in the RPD. The requirement that patrol officers conduct foot patrols each day is an excellent start. As the workload analysis showed, however, these foot patrols appear short in duration and could benefit from a strategic focus.

Certus is making two recommendations in this report that can be used as the platform to enhance patrol community engagement. The first is the designation of a patrol division commander, and the second is assigning an officer in the Support Services Division specifically to community engagement functions. The patrol commander should be tasked with developing a community engagement strategy for patrol. This strategy should feature elements that involve the organized community and key department stakeholders, as well as specific strategic initiatives for officers to perform on each shift. This strategy should align with the RPD's overall community engagement strategy but should be tailored for officers and supervisors on patrol and geared to the things they can do during their shifts. The patrol division commander, working with the community engagement officer would develop this strategy and ensure that each day, along with crime reports and traffic crash information, officers also receive instructions on the community engagement tasks they must perform. This is separate from the broader community engagement strategy the department should develop. This strategy might include any of the following initiatives:

- Attending community meetings occurring on their beat.
- Re-visiting crime victims to solicit any new evidence and offer support.
- Visiting community stakeholders on their beat.
- Patrolling at school and church crossings.
- Performing foot patrols at prescribed locations and times during the shift and interacting with community members during the foot patrol.
- Encouraging feedback from community members.

The above list is just a handful of suggestions that officers on patrol could implement. Officers should have specific direction about who, what, where, when, and how to engage the community each shift, and officers should be encouraged to design their own engagement opportunities consistent with the overall patrol community engagement plan. The activities should be short-term and not interfere with their primary responsibility of emergency response to CFS. However, there are numerous opportunities for officers on patrol to balance emergency responses with community engagement.

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**Recommendations:**

Explore opportunities for specialization in non-patrol functions.

Backfill vacant positions in the Patrol Division.

Better leverage the patrol division's command level personnel to achieve strategic priorities.

Adjust mix of supervisory personnel on patrol to accommodate six supervisors ensuring continuous around-the-clock coverage.

Eliminate one lieutenant position from patrol and transfer that lieutenant to the Support Services Division.

Designate the patrol lieutenant as the patrol division commander and require him/her to develop patrol-based strategies targeting crime, disorder, traffic, community engagement, and officer wellness.

Add two additional sergeants to patrol, assigned to a 12:00 pm to 12:00 am shift and the current days-off rotation. These sergeants will directly supervise the officer assigned to the modified squad as well as be available to backfill patrol when other sergeants are absent.

Take advantage of the opportunity to improve the RPD patrol community engagement strategy.

Task the patrol division commander to work with the community engagement officer to develop a community engagement strategy for officers on patrol.

Require officers to implement the community engagement strategy each day on patrol.

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## Functional Area: Investigations

RPD General Orders were adapted from a local police agency. This explains most of the variance in terminology and practice between the RPD and its GO. The observation here is NOT that the actual RPD practice with respect to investigations is deficient, but that, in several areas, the RPD practice varies from its GO. These variances between the GO and RPD practices will be an impediment when seeking state or national accreditation.

Overall, the investigative function of the RPD meets or exceeds industry standards for criminal investigations. However, there are opportunities for improvement in the areas of case management and training for newly assigned criminal investigators and in-service training for investigative personnel.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Operational Guidance	◆	<ul style="list-style-type: none"> <li>RPD General Orders provide guidance on conducting criminal investigations.</li> </ul>	<ul style="list-style-type: none"> <li>Amend GO to reconcile with current department structure (e.g., GO references an Investigations Division, but Investigations is not a division; rather it is a function within the Support Services Division).</li> </ul>
Case Management	◆	<ul style="list-style-type: none"> <li>Detective sergeant reviews all Incident Reports and determines, based on established criteria, which cases will be assigned for follow-up investigation.</li> <li>Cases appear to be distributed equally between the detective sergeant and investigator.</li> <li>Oversight/progress of case is managed electronically via investigator dashboard.</li> <li>The detective sergeant reviews the investigators' cases before they are closed. No one reviews the detective sergeant's cases before they are closed.</li> </ul>	<ul style="list-style-type: none"> <li>Cases should be assigned between the detective sergeant and investigator in a manner that is cognizant of their different responsibilities.</li> <li>In addition to electronic case management review, formal meetings between the detective sergeant/investigator and the Support Services Division lieutenant or captain (frequency to be determined by RPD) to discuss open investigations and the steps necessary to resolve/close said investigations.</li> <li>Adhere to current GO provision requiring the</li> </ul>

		<ul style="list-style-type: none"> <li>No systematic review of these cases beyond that of the detective sergeant.</li> </ul>	<p>Support Services Division commander (or amend GO to assign this responsibility to the Support Services Division lieutenant) to approve the closing of criminal investigations.</p> <ul style="list-style-type: none"> <li>Prepare monthly or quarterly report that examines investigations performance-based management measures created for department investigators and forward through channels to the chief of police.</li> </ul>
Staffing/Caseloads	◆	<ul style="list-style-type: none"> <li>The investigation function is properly staffed.</li> <li>Caseloads are well within industry benchmarks for criminal investigators.</li> </ul>	<ul style="list-style-type: none"> <li>Leverage opportunity to assign additional responsibilities/functions to department investigators (e.g., crime analysis/intelligence officer).</li> </ul>
Training	◆	<ul style="list-style-type: none"> <li>Officers performing criminal investigations do not have a formal training plan for on-boarding newly assigned criminal investigators or for annual in-service training.</li> </ul>	<ul style="list-style-type: none"> <li>Create a formal training plan (identifying NCJA or other service providers courses) for new/recently assigned investigators and topic areas/courses for annual in-service training.</li> </ul>

## ◆ OPERATIONAL GUIDANCE

General Order (GO) 300.12 provides guidelines for members who conduct criminal investigations. Preliminary investigations are generally conducted by the patrol officer responding to the call-for-service. A follow-up investigation is described as “...a continuation of the preliminary investigation and occurs to ensure a complete and exhaustive investigation has occurred. When additional evidence or information is required to identify and apprehend the

perpetrator and the time and efforts required to obtain such evidence or information is extended beyond the abilities of the patrol officer, or when complexities of the case require the use of specialized personnel, personnel from the Investigations Division or other specialized detectives should be summoned to assist in the preliminary investigation and begin the follow up investigation.”

## ◆ CASE MANAGEMENT

At the beginning of each shift, the detective sergeant queries One Solution RMS for new Incident Reports taken by patrol officers. The consultant was informed that fraud and property crimes account for most of the investigative workload. The detective sergeant noted that there is little crime against persons in Rolesville and the few that occur are often juvenile related. The perpetrators of these crimes are usually students from Rolesville High School (a regional high school) who do not reside in the town of Rolesville.

GO 300.12 establishes the criteria used to determine whether a case will be assigned for a follow-up investigation. Specifically, the GO requires consideration of the following factors: a) seriousness of the crime reported b) solvability factor of the case, c) time or travel required for proper investigation, d) experience level and expertise of available personnel, e) current caseloads of available personnel and f) availability of required investigative resources.

The detective sergeant determines which cases will receive follow-up investigations. The consultant was informed that the complainant/victim is usually contacted the next day or within 2-3 days if the Incident Report was taken over the weekend. Incident Reports are rarely closed at the Patrol Division level. Instead, Incident Reports are reviewed by the detective sergeant. The detective sergeant assigns most cases requiring further investigation to either himself or his

criminal investigator. However, there are instances in which the follow-up investigation will be assigned to the Patrol Division. For example, if a patrol officer identifies a suspect during his/her preliminary investigation but the officer is unable to make a summary arrest (e.g., suspect is no longer on the scene and is not located in a reasonable amount of time, etc.), the case is assigned back to that patrol officer to make further attempts to locate and effect the arrest of that suspect. The RPD Criminal Investigation case file contains a checklist identifying the documents that are generally prepared in connection with a criminal investigation. A review of the body worn cameras of all RPD officers who responded to a crime scene, for probative evidence or intelligence, is a basic investigative step that must occur. The consultant was informed that the detective does not have access to BWC videos recorded by patrol officers and must go through the detective sergeant to obtain these videos. The current process is unnecessarily burdensome. The electronic audit feature of body worn camera systems identifies which members watch which videos. That is a sufficient quality assurance measure to monitor the detective sergeant's BWC viewing and ensure he views only those videos for which he has a business purpose.

The detective sergeant uses the RMS Investigator Dashboard to monitor progress on the criminal investigations that he assigns. The detective sergeant reviews the electronic case folder and makes notes in the case file documenting said review and/or providing directions/comments to the case investigator concerning the investigation. The detective sergeant does not have regularly scheduled in-person case reviews with his investigator. While the current method of supervisory oversight is sufficient for the present workload, as the town of Rolesville grows and the investigative caseload and investigative staff increase, the limitations of this oversight process will become apparent. It is recommended that the detective sergeant and investigator meet regularly (e.g., monthly) with the Support Services Division lieutenant or captain to discuss the

progress on each open investigation and the steps necessary to complete the investigation. These case review sessions will be particularly helpful given the limited experience of the investigator in his current position and the limited experience of the detective sergeant in his supervisory role. These case review sessions will also help ensure criminal investigations are thorough and completed promptly.

The GO provides that "...a Division Commander will determine if investigative efforts must continue or if the case can be closed." The consultant was informed that the cases investigated by detective sergeant or the criminal investigator are not reviewed beyond the detective sergeant. The current case review practice must be aligned with the GO provision which requires cases to be reviewed at the division level. It is recommended that the Support Services Division lieutenant (if the recommendation to reassign one Patrol Division lieutenant to the Support Services Division is adopted) or captain review all criminal investigations before they are closed.

The consultant was informed that monthly/quarterly reports detailing investigative performance are not routinely prepared and submitted to the chief through the chain of command. We recommend that the chief consider implementing a monthly or quarterly report detailing performance measures developed specifically for criminal investigators. The data contained in this report should be incorporated into the department's larger performance-based management process used to assess the overall performance of the department.

### ◆ STAFFING/CASELOAD

Investigations are conducted by one sergeant and one investigator. These investigators work alternating 10-hours shifts: Monday through Thursday 07:00 to 17:00 for one week and then Tuesday through Friday 08:00 to 18:00 the following week. Each investigator is on call every other

week. Both have less than six-months experience in their current assignments. The Investigations sergeant was promoted to his current rank of sergeant in June 2022 and thereafter assigned as the Investigations' detective sergeant. Prior to promotion, the detective sergeant was the department's criminal investigator assigned to Investigations. The current investigator was assigned to Investigations to backfill the vacancy created by the former investigator's promotion to sergeant. The RPD is supported in their investigative efforts and has access to the resources of local, county and state law enforcement agencies as the need arises. For example, the City County Bureau of Investigations (CCBI) processes crime scenes that RPD personnel lack the capacity (e.g., training, technology, etc.) to process. The table below lists the number of cases assigned for investigation:

Table 13 – RPD Investigative Case Assignments 2019-2021

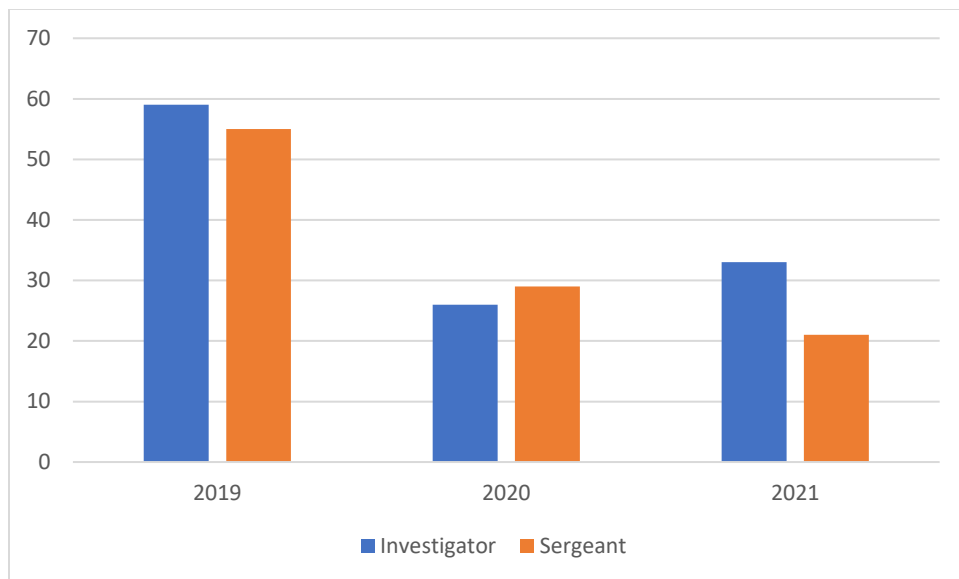
Category	2019	2020	2021
All Other Crimes	3	1	4
Assault	5	2	3
Blackmail	0	1	0
Burglary	20	4	5
Calls For Service	3	0	0
Damage to Property	4	3	0
Death Investigation	1	1	0
Drug Offense	3	0	2
Embezzlement	0	1	0
Forgery	2	2	0
Fraud	29	21	21
Identity Theft	1	1	1
Larceny	13	10	3
Larceny from MV	9	2	3
Missing Person	4	1	0
Motor Vehicle B&E	6	1	4
Motor Vehicle Theft	2	2	2
Pornography	1	0	0
Robbery	2	0	0
Runaway	4	0	0
Sexual Offense	1	1	3
Wire Fraud	1	0	0
<b>Total Cases</b>	<b>114</b>	<b>55</b>	<b>51</b>

In 2019, RPD criminal investigators were assigned 114 cases divided between an investigator and a detective sergeant. The investigator was assigned 59 cases and the detective sergeant was assigned 55 cases. Fraud, Burglary and Larceny accounted for nearly half (49%) of the cases assigned for follow-up investigation. During 2019, Investigations averaged 9.5 cases per month shared between two investigators. In 2019, there were 75 reported UCR Part I crimes.

In 2020, RPD criminal investigators were assigned 55 cases divided between an investigator and a detective sergeant. The investigator was assigned 26 cases and the detective sergeant was assigned 29 cases. Fraud, Burglary, and Larceny accounted for nearly two-thirds (63.6%) of the cases assigned for follow-up investigation. During 2020, Investigations averaged 4.5 cases per month shared between 2 investigators. In 2020, there were 42 reported UCR Part I crimes.

In 2021, RPD criminal investigators were assigned 54 cases divided between an investigator and a detective sergeant. The investigator was assigned 33 cases and the detective sergeant was assigned 21 cases. Fraud, Burglary, and MV B&E accounted for more than half (58.8%) of the cases assigned for investigation. During 2021, Investigations averaged 4.25 cases per month shared between 2 investigators. In 2021, there were 54 reported UCR Part I crimes.

Figure 10 – Case Assignment by Officer



It appears that an effort is made to equally distribute cases requiring a follow-up investigation between the two department investigators. The RPD should re-evaluate this practice. The detective sergeant has additional administrative/supervisory responsibilities with respect to criminal investigations, (e.g., assignment of cases, supervision of case investigator/process, review of case closing reports, preparation of reports, etc.), as well as responsibilities outside of criminal investigations (e.g., supervision of two school resource officers, conducting background investigations for new hires, quartermaster duties, fleet responsibilities, etc.). A distribution that takes into account the different responsibilities of each position for cases requiring follow-up investigation would be more appropriate. Specifically, the detective sergeant should not assign himself cases that are particularly complex or that will require numerous investigative hours. Those types of case should be assigned to the investigator and the detective sergeant should support that investigator’s efforts as necessary. The detective sergeant should assign himself the “ground ball” cases (e.g., those that lack sufficient solvability factors, that only require contacting the



complainant/victim to see if there is additional probative information beyond that contained in the incident report, non-complex cases, cases that require few investigative hours/resources, etc.).

There is no singular standard/formula to determine the appropriate workload for criminal investigators. The skills, abilities and knowledge of the investigator coupled with the complexity of the investigation should determine an investigator's caseload. For example, one homicide investigation could occupy the time of several investigators for months, but on the other hand, one investigator could handle scores of simple theft investigations in a similar period. There is guidance on this issue from practitioner organizations. The International Association of Chiefs of Police (IACP) suggests that a criminal investigator caseload of 120 to 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year. By either measure, RPD investigative caseloads for the two criminal investigators are well within the benchmarks. As such, there is an opportunity to assign additional functions to Investigations without impairing their investigative capacity.

GO 300.23 entitled Intelligence broadly describes the intelligence gathering and dissemination function of the department. The commander of the Support Services Division is assigned overall responsibility for the department's Intelligence function and serves as the primary point of contact for the collection, processing, dissemination, and utilization of intelligence. The GO describes the intelligence function as an activity or process principally concerned with collecting, organizing, interpreting, disseminating, and utilizing information related to criminal activity or events that pose a threat to the community in such areas of concern as organized crime, vice, terrorism, subversive activities, and civil disorders. The GO goes on to state that all departmental employees will report any information of an intelligence nature directly to the

Commander of the Support Services Division in a detailed email message. The RPD practice does not appear to follow the intelligence process outlined in the GO. The RPD appears instead to rely on Intelligence Alerts/Bulletins distributed by the Apex Police Department (which distributes intelligence/information to several law enforcement agencies within Wake County). While the information obtained from this distribution list is helpful, the RPD must evaluate and interpret this information/intelligence in the context of existing/emerging crime data/trends and other conditions in the town of Rolesville.

Currently, department investigators interview individuals arrested by patrol officers who are of interest to department investigators. The practice of debriefing prisoners, however, should be extended to all persons arrested by the RPD, not simply person of interest to department investigators. Patrol officers should be given guidance on debriefing persons under arrest to ensure federal and state constitutional rights are not infringed and be provided by Investigations with a general set of questions/areas of inquiry to ask arrestees concerning their knowledge of criminal activities occurring within or proximate to the town of Rolesville. Department investigators should update this guidance as needed. Patrol officers should routinely debrief prisoners when department investigators are not working (provided the experience/specialty of a criminal investigator is not required). Information gained from these debriefings should be combined with existing information or intelligence. The collection and analysis of information obtained from prisoner debriefings should reside within Investigations.

Although information gathering/intelligence and crime analysis are two separate functions, they can and in this instance should be combined and assigned to one of the department's criminal investigators. We recommend that the information/intelligence gathering function and the crime analysis function be merged and vested in one individual within the Investigations function of the

Support Services Division. Given the relatively low volume of criminal activity within the town of Rolesville, a full-time position of crime analysis/intelligence officer is not required or recommended at this time. Instead, these functions can be assigned to one criminal investigator or possibly assigned to a reserve officer specially hired for this purpose. A recently retired police officer/criminal investigator who possesses an investigative and/or analytical background is the ideal candidate for this reserve officer position. The monthly hours for this function would continue to be governed by the provisions set forth in the GO for reserve officers. The individual vested with crime analysis/intelligence officer responsibilities must receive appropriate training for this position.

### ◆ DETECTIVE TRAINING

Since both members of Investigations are relatively new to their roles/assignments, training relevant to their new duties is essential. The detective sergeant completed the required 40-hour First Line Supervision course for newly promoted sergeants. The North Carolina Justice Academy (NCJA) offers a Leadership Certificate Program (LCP) that requires completion of 400 credit hours of course work (a combination of required and elective courses) and provides advanced leadership training for police supervisors. The FBI-Law Enforcement Executive Development Association (FBI-LEEDA) also offers professional development opportunities through its Supervisor Leadership Institute, Command Leadership Institute and Executive Leader Institute. This type of thoughtful, structured instruction is essential for continued professional development and growth of police supervisors, managers, and executives. Annual in-service training beyond that required for the detective sergeant to maintain police certification is necessary for him to realize his full potential as a department supervisor and to help prepare him should he decide to

advance to a managerial rank. The detective sergeant noted his intentions to sign up annually for courses offered by FBI-LEEDA.

As part of his training for his new assignment, the Investigator attended Interviews and Interrogations, Crime Scene Investigations and Cellphone Analysis training. Annual in-service training beyond that required to maintain police certification is necessary for the Investigator to realize his full potential as a criminal investigator. While the department does not offer an introductory course or series of courses for new criminal investigators, the NCJA does, providing a program of study that leads to a certificate in criminal investigations. The Criminal Investigation Certificate Program is designed to prepare department investigators for the rigors and challenges of criminal investigations. This certificate program includes foundational and advanced courses that criminal investigators need for skill enhancement and professional development, and includes in-person instruction (e.g., classroom, conferences or symposiums related to criminal investigations) and on-line courses. Completion of this program is flexible and determined by the pace of the student. This certificate program, like that of the Leadership Certificate Program, must be earned within 10 years of when the course of study begins. Additionally, large departments often provide department created (or hosted) training for new criminal investigators. These courses vary in length from one to several weeks. The RPD should explore the feasibility of having recently assigned Investigators attend an entry-level criminal investigations course provided by one of the larger police agencies in the state. Large, accredited departments routinely permit officers from other law enforcement agencies to attend their training (space permitting) for free or for a modest fee. The detective sergeant stated his training plan was for himself and his investigator to complete three investigative classes every calendar year. However, there is currently no formal training plan. The detective sergeant should create a formal, multiyear in-service training plan for himself and

his investigator to ensure they maintain their proficiency and acquire the additional skills necessary to meet the evolving needs of criminal investigations.

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**Recommendations:**

The detective sergeant and investigator should meet regularly (e.g., monthly) with the Support Services Division lieutenant or captain to discuss progress on each open investigation and the steps necessary to complete the investigation.

The Support Services Division lieutenant (if the recommendation to reassign one Patrol Division lieutenant to the Support Services Division is adopted) or captain should review all criminal investigations before they are closed.

The chief should implement a monthly or quarterly report detailing performance measures developed specifically for criminal investigators.

It appears that an effort is made to equally distribute cases requiring a follow-up investigation between the two department investigators. The RPD should re-evaluate this practice. The detective sergeant has additional administrative/supervisory responsibilities with respect to criminal investigations (e.g., assignment of cases, supervision of case investigator/process, review of case closing reports, preparation of reports, etc.) as well as responsibilities outside of criminal investigations (e.g., supervision of two school resource officers, conducting background investigations for new hires, quartermaster duties, fleet responsibilities, etc.). A distribution that takes into account the different responsibilities of each position for cases requiring follow-up investigation would be more appropriate.

The information/intelligence gathering function and the crime analysis function should be merged and vested in one individual within the Investigations function of the Support Services Division. Given the relatively low volume of criminal activity within the town of Rolesville, a fulltime position of crime analysis/intelligence officer is not required or recommended at this time.

The RPD should explore the feasibility of having recently assigned investigators attend an entry-level criminal investigations course provided by one of the larger police agencies in the state. Large, accredited departments routinely permit officers from other law enforcement agencies to attend their training (space permitting) for free or for a modest fee.

The detective sergeant should create a formal, multiyear in-service training plan for himself and his investigator to ensure they maintain their proficiency and acquire the skills additional skills necessary to meet the evolving needs of criminal investigations.

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## Functional Area: School Resource Officers

Overall, the RPD meets or exceeds industry standards for school resource officers. The consultant did not find operational guidance for school resource officers. Similar to guidance provided to patrol officers, the GO should include guidance for school resource officers. Also, there are opportunities for improvement in the areas of inter-agency communication and training.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Operational Guidance	◆	<ul style="list-style-type: none"> <li>The RPD does not have an operational guide specific for the duties and responsibilities of an SRO.</li> </ul>	<ul style="list-style-type: none"> <li>Provide operational guidance with respect to the duties and responsibilities of the SRO in the GO.</li> </ul>
Inter-agency Communication	◆	<ul style="list-style-type: none"> <li>SROs attend an Annual Summit with Wake County Public School System officials prior to the beginning of the school year.</li> <li>SROs supervisor meets monthly with Wake County Public School System officials.</li> <li>SROs assigned to Rolesville High School do not meet formally daily/weekly with Rolesville High School officials. Instead, they meet as needed.</li> <li>SRO supervisor briefs his SROs on relevant issues discussed at these monthly meetings.</li> <li>RPD SROs do not meet periodically with SROs from other agencies assigned to Wake County Public School System schools within the town of Rolesville.</li> </ul>	<ul style="list-style-type: none"> <li>RPD SRO should meet regularly (daily or weekly) with Rolesville High School officials regarding current or emerging issues at the school.</li> <li>If minutes from the monthly Wake County Public School System meeting with Wake County law enforcement agencies are distributed, those minutes should be provided to the RPD SROs.</li> <li>RPD SROs meet electronically (at least quarterly) with peer SROs from area law enforcement agencies assigned to Rolesville High School feeder schools.</li> </ul>
Training	◆	<ul style="list-style-type: none"> <li>NCJA offers SRO training and an SRO Certificate Program.</li> </ul>	<ul style="list-style-type: none"> <li>RPD should create a formal training plan for SROs' professional</li> </ul>

		<ul style="list-style-type: none"> <li>• SROs completed the required 40-hour School Resource Officer Training course.</li> <li>• An active shooter drill has not been conducted at the high school in some time.</li> <li>• A recent lockdown at the high school revealed several operational concerns that are currently being addressed. These issues would have emerged during the planning or execution of a table-top or actual active shooter exercise.</li> </ul>	<p>development. If completion of the SRO Certificate Program is not a viable option, then specific SRO related courses should be identified as part of the SROs annual in-service training.</p> <ul style="list-style-type: none"> <li>• RPD should plan and host a multi-agency active shooter drill that includes all agencies likely to respond to the Rolesville High School in the event of an actual active shooter at the school.</li> <li>• Prior to the full-scale exercise, the RPD school should conduct a table-top exercise with all stakeholders and incorporate the learning from the table-top exercise into the planning for the full scale.</li> </ul>
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The RPD assigns two school resource officers (SROs) on a fulltime basis to Rolesville High School. One of the two SROs has additional duties, including community engagement responsibilities for the department. Rolesville Hight School is part of the Wake County Public School System and has a student enrollment of approximately 2,400 students. The Middle and Elementary Schools in Rolesville are not served by a RPD SRO. The Rolesville High School SROs report to the Detective Sergeant. Both SROs work Monday through Friday 07:00 to 15:00 and each begin and end their shifts at the high school.

The SROs typically start their day by conducting a perimeter inspection of the building and then assume a high visibility position to monitor the arrival of students. Once the first bell rings, SROs go to their offices located on separate floors to complete administrative duties. While in their offices, the SROs have the capability to monitor cameras (e.g., entry doors, stairwells, hallways, etc.) located throughout the school. After their administrative tasks are completed, they patrol the interior of the school building and campus until the lunch periods begin. There are four cafeterias located on four floors and three lunch periods during the school day. The SROs and school personnel cover the cafeterias during lunch time. After lunch, the SROs resume their patrols, complete administrative duties as necessary, and respond to incidents that occur on school grounds. Fights, car crashes, missing children, drugs/weapons on campus, etc. would result in the preparation of an Incident Report; however, most incidents do not require the preparation of an Incident Report. On those occasions, a Call for Service Report may be prepared (i.e., does not rise to the level of a crime but is documented); however, much of the workload of SROs is undocumented. The SROs prepare for dismissal by assuming high visibility positions to monitor the bus loop, hallways, and other locations where students tend to gather during dismissal. The Wake County Public School System employs one private security officer who patrols campus grounds via a bicycle. While the SROs communicate with this security officer, the security officer is not under the direction or supervisor of the SROs.

## ◆ INTER-AGENCY COMMUNICATION

An annual SRO Summit is held prior to the beginning of the school year. The Wake County Public School System organizes and invites all SROs in Wake County to this event. This summit allows SROs to hear from county school officials about concerns and challenges anticipated in the upcoming school year. It is also an opportunity for SROs to exchange information and collaborate



with peers from different law enforcement agencies. Once the school year begins, the Wake County School Public School System security director holds monthly school safety meetings with SRO supervisors from law enforcement agencies in Wake County to discuss matters of mutual concern. While the consultant was informed that the RPD SRO supervisor, who is a detective sergeant, verbally briefs both SROs concerning issues discussed at the monthly meeting, it is recommended that any minutes prepared and distributed by Wake County Public School System officials following these meetings (or in the alternative, summaries prepared by the SRO supervisor) should be distributed to both RPD RSOs.

There does not appear to be a structured process for daily communication/feedback between the two RPD SROs and Rolesville High School officials, either before the start of the school day or after its conclusion. Instead, the communication between these entities appears to be “as needed” or incident based. This type of communication structure for the on-site SROs is not optimal for effective interagency communication, planning, or maintaining a school climate conducive to student learning and achievement. The SRO supervisor should explore the feasibility of a daily briefing (optimal) or a weekly recap between a designated Rolesville High School official and the two SROs. Planning for RPD staffing at upcoming school events (e.g., athletics, school plays/performances, etc.) and discussion of emerging issues should be included in these briefings. Additionally, the consultant was informed that other than the annual summit, RPD SROs do not regularly meet with their peers from other law enforcement agencies that provide public safety services to Wake County Public School System schools within the town of Rolesville or schools that are close to the town. This is a missed opportunity for area SROs to share information and identify common areas of concerns across local Wake County schools. Rolesville High School is a regional school, meaning most students attending do not live in the town of Rolesville.

Approximately 15% of the student body have an address in the town of Rolesville. As such, many issues/concerns in “feeder schools” into Rolesville High School may make their way into the high school. Given the availability of teleconferencing (e.g., Zoom, TEAMS, etc.), it is recommended that the RPD SROs meet electronically (at least quarterly) with peer SROs from area law enforcement agencies assigned to Rolesville High School feeder schools. These meeting should be used to discuss emerging trends, noteworthy incidents occurring at schools, problematic students, and successful strategies employed to maintain a school climate conducive to student learning and achievement, etc.

### ◆ SRO TRAINING

Both SROs have completed the 40-hour School Resource Officer Training course and the 32-hour SRO Ethics course. One SRO has completed the Solo Active Shooter for SRO and Advanced SRO Survival while the other SRO has completed a Juvenile Law class at Wake Tech. NCJA offers advanced courses for SRO to enhance their skills and professional development, including a School Resource Officer Certificate Program. This program is designed specifically for SROs who desire increased training, experience, and credentials. SROs must complete 400 hours of instruction. Four courses totaling 120 hours (School Resource Officer Training, School Officer Ethics, Advanced SRO Survival and Community Oriented Policing) form the foundation of this certification program. The remaining 280 hours are elective courses, many of which are applicable to general police duties. The RPD should consider having one of the two SRO complete this certification. However, this is a large investment for the department, particularly if the SRO position is a career-path position that leads to more desirable assignments. Turnover in the SRO position is a factor the RPD must consider when investing in training. Should the RPD decide not to pursue SRO certification, the two SROs should complete, at a minimum, the four core courses

listed above. Thereafter, an in-service training plan, beyond the courses required to maintain police officer certification, should be created to ensure continued skills and professional development for those performing SRO duties.

The consultant was informed that an active shooter drill at the school had not been conducted in some time. The lack of an Active Shooter training exercise was mentioned during a focus group in the context of a Code Red lock down that occurred at Rolesville High School in October 2022. Responding RPD officers could not easily access the locked doors of the school. The SROs had to physically open doors to admit responding officers. The problems with facility access were immediately apparent to the RPD. The consultant was informed that the RPD and Wake County Public School System officials have identified a solution to this concern. The SROs immediate access to their long guns was another concern. This concern is also being addressed with school officials. Had an active shooter drill been conducted, either during the planning or execution of this drill, these issues (and possibly others) would have become apparent, and solutions created to address them. It is recommended that the RPD plan and host a multi-agency active shooter drill that includes all agencies likely to respond to the Rolesville High School in the event of an actual active shooter at the school. The drill must be held at the school to give responding agencies familiarization with the physical layout of the building. The RPD must work with the Wake County Public School System officials to schedule this exercise. It is critical that Rolesville High School staff participate fully in this exercise so that they too can assess how well the Wake County Public School System's active shooter protocols (for teachers, staff, and students) integrate with those of emergency responders. However, prior to the full-scale exercise, the RPD should conduct a table-top exercise (or a series of table-top exercises if necessary) with all stakeholders to incorporate learning from the table-top exercise(s) into planning for the full-scale exercise.

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**Recommendations:**

The SROs should meet electronically (at least quarterly) with peer SROs from area law enforcement agencies assigned to Rolesville High School feeder schools.

The RPD should consider having SROs complete one of the two SRO certification programs. However, it is acknowledged that this is a large investment for the department, particularly if the SRO position is a career-path position that leads to more desirable assignments.

An in-service training plan, beyond the courses required to maintain their police officer certification, should be created to ensure continued skills and professional development for those performing SRO duties.

The RPD should plan and host a multi-agency active shooter drill that includes all the agencies likely to respond to the Rolesville High School in the event of an actual active shooter at the school.

Prior to the full-scale exercise, the RPD should conduct a table-top exercise (or a series of table-top exercises if necessary) with all stakeholders to incorporate learning from the table-top exercise(s) into the planning for the full-scale exercise.

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## Functional Area: Reserve Officers

The Reserve Officer Program as currently operating does not serve the needs of the department. The chief and captain noted this at the consultant's meeting with the RPD command staff. The Chief was considering several options from redesign to elimination of the program.

The RPD invests heavily in the training of reserve officers. In fact, their training must be equivalent to that of full-time police officers. If the chief decides to retain the Reserve Officer Program, it is recommended that he re-imagine the program. While originally designed to supplement patrol officers, Reserve Officer Program guidelines also permit reserve officers to serve in special assignments to support department operations. The RPD should leverage the existing program as part of its recruitment strategy. Also, the RPD should seek reserve officers with the skill sets required to meet the RPD's emerging needs. Recently retired law enforcement officers constitute a well-trained and motivated pool of candidates from which to recruit for specialized duties including recruitment, community engagement, crime analysis, etc.

<b>CATEGORY</b>	<b>SCORE</b>	<b>OBSERVATIONS</b>	<b>RECOMMENDATIONS</b>
Operational Guidance	◆	<ul style="list-style-type: none"> <li>RPD General Orders provides guidance on use of reserve officers.</li> </ul>	
Training	◆	<ul style="list-style-type: none"> <li>Reserve officers have completed required in-serve courses to maintain their police certification.</li> <li>Given limited availability of these officers, advanced training will not reap substantial benefits.</li> </ul>	<ul style="list-style-type: none"> <li>Evaluate return on investment (ROI) in terms of training, equipment, supervision, etc. of the reserve officers with respect to the actual service rendered to the department/town.</li> </ul>
Utilization	◆	<ul style="list-style-type: none"> <li>The reserve officer program is underutilized. In 2021, reserve officers worked a combined 80 hours, and 62 hours in 2022.</li> <li>Reserve officers do not have access to the department's computer system and as such cannot enter Incident Reports that they prepare. As such, fulltime RPD officers are dispatched with reserve</li> </ul>	<ul style="list-style-type: none"> <li>The RPD should re-imagine the Reserve Officer Program.</li> <li>Discontinue the service of reserve officers who are unable to meet minimum hours established by the department to support its operations.</li> <li>Recruit reserve officers with skill sets that better</li> </ul>

		officers to complete any reports that may be required.	<p>meet the evolving operational needs of the department (e.g., crime analysis, intelligence officer, planning, training, community engagement, etc.).</p> <ul style="list-style-type: none"> <li>View the Reserve Officer Program as a viable candidate pool for fulltime officers.</li> </ul>
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General Orders (GO) section 100.24 entitled Police Reserves governs RPD police reserves.

Police reserve or reserve officers are part time police officers employed by the RPD to assist full time sworn personnel in the day-to-day delivery of law enforcement services. Reserve officers serve at the discretion of the chief of police and are certified through the North Carolina Criminal Justice Education and Training Standards Commission. Their training and qualifications are equivalent to full-time sworn officers. Reserve officers work under the direction of full time sworn supervisors and perform police services, assist in specialized assignments, and support the department during emergencies. The department currently has three reserve officers. The annual hours that the three reserve officers worked over the last three years are contained in the chart below.

Table 14 – Reserve Officer Hours

	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
Arnold	37	-	40	27
Haga	26	-	40	25
Holding	282	-	-	-
Santana	-	-	-	10

\*Off-duty detail hours are not contained in the figures above; 2022 hours are as of 12/2/22

No hours were recorded for reserve officers in 2020 (COVID-19 pandemic), 80 hours were recorded in 2021, and 62 hours were recorded in 2022. There is a budget associated with this function. The Reserve Officers Program as presently operating is underutilized. The hours these officers contribute are insufficient to meaningfully impact department operations. The RPD should determine if it is receiving a sufficient return on its investment in training, equipping, and supervising the current reserve officers. If the RPD is not getting a sufficient return on its investment in these officers, then the chief should consider separating these reserve officers from the RPD and recruiting reserve officers who can commit more time and who possess skill sets that better serve the RPD's operational needs. Moreover, the RPD should re-imagine the Reserve Officer Program, leveraging more fully and focusing the efforts of these part-time employees to meet the evolving needs of the RPD. Ideally, some of these positions could be filled by individuals considering a career in policing. The RPD should view reserve officers as a viable candidate pool for full-time positions. Moreover, reserve officers should be considered for duties other than patrol. For example, the department needs a crime analyst/intelligence officer, but the RPD UCR Part 1 Crime Data Report suggests a fulltime crime analyst/intelligence officer is not required. The crime analysis/intelligence officer function would be an appropriate part-time position for a retiring or recently retired criminal investigator from the RPD or a local police department. This officer could maintain police certification and perform backfill patrol duties when necessary, but would primarily be tasked with working one or more days a week to gather, analyze, and make sense of social media, crime and traffic data. This officer would report to the detective sergeant and be tasked with reviewing alerts, bulletins, and crime data from adjoining jurisdictions and identifying emerging or actual trends or patterns as they relate to crime conditions in and around Rolesville. This officer would also prepare performance-based management reports/charts/graphs to inform

command staff decision-making regarding deployment of personnel. The goal is to build capacity into the existing RPD organizational structure, to better prepare the RPD for the service challenges that are certain to come as the population of Rolesville continues to grow. There are several functional areas that should be built out and supported, but that do not currently require a fulltime position (e.g., recruitment, community engagement, training, planning, etc.). Leveraging reserve officers to assist with some of these duties should be considered.

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**Recommendations:**

The RPD should determine if it is receiving a sufficient return on its investment in the training, equipment, supervision, etc. of the current reserve officers.

The RPD should re-imagine the Reserve Officer Program, leveraging more fully and focusing the efforts of these part-time employees to meet the evolving needs of the RPD.

The RPD should view reserve officers as viable candidates for full-time positions. Moreover, reserve officers should be considered for duties other than patrol.

There are several functional areas that should be built out and supported but that do not currently require a fulltime position (e.g., recruitment, community engagement, training, planning, etc.). Leveraging reserve officers to assist with some of these duties should be considered.

Task the patrol division commander to work with the community engagement officer to develop a community engagement strategy for officers on patrol.







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## Functional Area: Professional Standards

The Rolesville Police Department (RPD) does not have a Professional Standards/Internal Affairs Unit. Instead, Professional Standards/Internal Affairs is a function. The RPD has limited complaints and at this point does not warrant a Professional Standards/Internal Affairs Unit. The performance of this function has been at an acceptable level, but the recommendations will enhance the function's performance.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Certifications	◆	<ul style="list-style-type: none"> <li>The department currently has no accreditation certifications.</li> </ul>	<ul style="list-style-type: none"> <li>When appropriately staffed, the department should consider pursuing state certification.</li> </ul>
Early Warning Systems / Software	◆	<ul style="list-style-type: none"> <li>The Early Warning System is embedded in a module in the One Solution RMS system. The Early Warning System will alert a supervisor if recorded incidents have triggered an Early Warning System alert.</li> </ul>	<ul style="list-style-type: none"> <li>The department should be commended for having an Early Warning System that benefits both the department and employees.</li> </ul>
Adequate Staffing	◆	<ul style="list-style-type: none"> <li>There have been minimal complaints handled either as a formal internal affairs investigation or at the supervisory level. The Internal Affairs component of the department is a function and does not require the establishment of a unit.</li> </ul>	<ul style="list-style-type: none"> <li>The department has a very low number of formal internal affairs complaints. Currently, command staff handles internal affairs complaints, and the system seems to be working well for the department. At this point in time, there is no need for an internal affairs unit.</li> </ul>
Civilian Compliant Procedures	◆	<ul style="list-style-type: none"> <li>Complaint process is detailed in General Order 200.07. Policy is detailed and all complaints against the department or its employees, including anonymous complaints, will be documented and investigated to the fullest extent possible.</li> </ul>	<ul style="list-style-type: none"> <li>The department is responsive to the community as demonstrated by its willingness to accept anonymous complaints against employees, and to fully investigate those complaints. No recommendations.</li> </ul>

Internal Investigations Procedures		<ul style="list-style-type: none"> <li>Supervisory investigation procedures and internal investigation procedures are clearly defined. However, staff has not attended an internal affairs investigations course.</li> </ul>	<ul style="list-style-type: none"> <li>All staff members who investigate internal affairs complaints should have attended and successfully completed an internal affairs training course.</li> </ul>
Timeline for Investigations		<ul style="list-style-type: none"> <li>Supervisory investigations will be completed within seven days of assignment. The chief may grant extensions when necessary. Internal Affairs investigations should be completed as soon as possible, generally within thirty days of assignment. Members conducting Internal Affairs investigations will submit status reports to the chief at least every seven days during the investigation process.</li> </ul>	<ul style="list-style-type: none"> <li>The department has implemented specific timelines for completion of supervisory and internal affairs investigations. This provides for accountability of the department to the community.</li> </ul>
Dispositions		<ul style="list-style-type: none"> <li>Complainants are notified via letter as to the disposition of the Internal Affairs complaint (Sustained, Not Sustained, Exonerated, and Unfounded).</li> </ul>	<ul style="list-style-type: none"> <li>Department clearly defines dispositions of cases and notifies the complainant of the disposition in a timely manner.</li> </ul>
Internal Affairs Investigations Statistics		<ul style="list-style-type: none"> <li>See below chart</li> </ul>	<ul style="list-style-type: none"> <li>Minimal cases – 4 sustained in 2019, 0 sustained cases 2020, and 0 sustained cases in 2021.</li> </ul>
Racial Profiling Detection and Deterrence Procedures and Statistics		<ul style="list-style-type: none"> <li>See below chart</li> </ul>	<ul style="list-style-type: none"> <li>Clear policy. No reported complaints or violations.</li> </ul>
Use of Force Review Procedures and Statistics		<ul style="list-style-type: none"> <li>See below chart</li> </ul>	<ul style="list-style-type: none"> <li>1 sustained case in 2020; 3 unfounded in 2020; 4 unfounded in 2021; and 1 unfounded in 2022.</li> </ul>

## ◆ CERTIFICATION

The department is not CALEA accredited. However, in the future the department may pursue state accreditation. If the department receives an additional civilian administrative position, the department may consider having this position take the lead as accreditation manager.

## ◆ EARLY WARNING SYSTEM

The Early Warning System will activate when an employee: (1) is the subject of three or more sustained complaints within a twelve month period; or (2) is the subject of two or more sustained complaints within a six month period; or (3) is the subject of three or more complaints of the same nature in a two year period, regardless of disposition; or (4) is involved in two or more vehicle collisions within a twenty-four months period, where the accident is determined to have been preventable. The Early Warning System report and any intervention efforts are documented and maintained in the Early Warning System file.

## ◆ ADEQUATE STAFFING

There are sufficient personnel resources for the investigation of internal affairs complaints. Internal affairs investigations can be handled at the command level, which results in a formal investigation or at the supervisory level depending upon the seriousness of the allegation(s). Complaints can be submitted in person, e-mail, fax, telephone, or in writing, and entered in the Citizen Complaint Module of the Records Management System. Supervisory Investigation Procedures and Internal Investigation Procedures are clearly outlined in the General Order.

## U CIVILIAN COMPLAINT PROCEDURES

General Order 200.07, Complaints Against the Department, details the complaint receiving, documentation, and investigation processes. Complaints can be received in person, by

e-mail, fax, or telephone, or in writing. Anonymous complaints are also accepted. Complaints are forwarded to the applicable supervisor or division commander. The complaint is recorded in the Citizen Complaint Module of the Records Management System. A shift supervisor may try to resolve the issue or forward it to the chief of police so a determination can be made as to whether the complaint should be handled at the line level or through a formal internal affairs investigation. Complainants are notified via letter as to the disposition of the case.

### ◆ INTERNAL INVESTIGATIONS PROCEDURES

The department has a detailed general order delineating supervisory responsibilities, employee rights, and other administrative and investigatory procedures for internal affairs investigations. Of concern is that there has been no formal training for command staff that investigates internal affairs complaints. The department needs to send Internal Affairs investigators to a training seminar such as the FBI-LEEDA Managing and Conducting Internal Affairs Investigations certification course, which focuses on individual skill development, procedures and contemporary best-practices for conducting and managing not just internal investigations, but all phases of administrative procedure by law enforcement and other governmental disciplines. This seminar was offered in 2022 in Concord, North Carolina.

### ◆ TIMELINE FOR INVESTIGATIONS

The department has a clear policy for the timeline of Internal Affairs investigations. The policy provides for 30 days to complete the investigation, which may be extended by the chief if necessary. The chief is updated every seven days as to the status of an internal affairs case.

◆ **DISPOSITIONS**

Dispositions in the policy are clearly defined. Complainants are notified via letter as to the disposition of the internal affairs case.

◆ **INTERNAL AFFAIRS INVESTIGATIONS STATISTICS**

The below charts reflect the Complaints Referred for Internal Affairs Investigation in 2019-2022, Use of Force Investigations, and Complaints for Bias Based Police Practices.

Table 15 – Complaints Referred for Internal Affairs Investigation

Year	Number of Complaints	Violation	Disposition	Discipline
2019	1	Misconduct	Sustained	Resigned
2019	1	Misuse of Body Camera	Sustained	Demotion
2019	1	Late Submission of Performance Evaluation	Sustained	Written Reprimand
2019	1	Neglectful Discharge	Sustained	Written Reprimand and Training
2020	0	N/A	N/A	N/A
2021	0	N/A	N/A	N/A

◆ **RACIAL PROFILING DETECTION AND DETERRENCE STATISTICS**

Table 16 – Complaints for Bias Based Police Practices

Year	Number of Complaints
2019	0
2020	0

◆ USE OF FORCE INVESTIGATIONS STATISTICS

Table 17 – Use of Force Investigations

Year	Policy Violation	Violation Type	Finding	Discipline
2020	Yes (3-12-20)	Did not have body camera on but no inappropriate use of force	Did not have body camera on – sustained. Use of force – unfounded.	Counseling at Supervisory Level
2020	No	N/A	N/A	N/A
2020	No	N/A	N/A	N/A
2020	No	N/A	N/A	N/A
2021	No	N/A	N/A	N/A
2021	No	N/A	N/A	N/A
2021	No	N/A	N/A	N/A
2021	No	N/A	N/A	N/A
2022	No	N/A	N/A	N/A

**Recommendation:**

In the future, the department may consider pursuing state accreditation. If an additional administrative civilian position is added, one of the position’s duties could be to serve as the lead Accreditation Manager.

The department needs to send internal affairs investigators to a training seminar such as the FBI-LEEDA Managing and Conducting Internal Affairs Investigations certification course, which focuses on individual skill development, procedures, and contemporary best-practices for conducting and managing not just internal investigations, but all phases of administrative procedure by law enforcement and other governmental disciplines.

## Functional Area: Career Ladder

The Rolesville Police Department has a robust Career Ladder Program that addresses the needs of a small agency to provide sworn officers the opportunity for non-competitive advancement and promotional advancement.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Classifications within Career Ladder	◆	<ul style="list-style-type: none"> <li>The department has an excellent career development program that incorporates advancement and promotion within the department.</li> </ul>	<ul style="list-style-type: none"> <li>The department should be commended for incorporating a Career Ladder Program that offers sworn members advancement opportunities.</li> </ul>
Policies	◆	<ul style="list-style-type: none"> <li>Career Ladder Program, General Order 100.10, Personnel Evaluations, General Order 100.13, Promotion, General Order 100.09, Specialized Assignments, General Order 100.11.</li> </ul>	<ul style="list-style-type: none"> <li>These policies together provide an overview of advancement opportunities and professional development. No recommendations.</li> </ul>
Promotional Process	◆	<ul style="list-style-type: none"> <li>Clear policy as to the process for promotion, but the department has had limited promotions.</li> </ul>	<ul style="list-style-type: none"> <li>The general order clearly details the requirements for promotion. No recommendations.</li> </ul>
Specialized Assignments	◆	<ul style="list-style-type: none"> <li>General Order 100.11 describes the process for selection for specialized assignments, temporary assignments and rotating assignments. Small departments have limited opportunities for assignment to specialized units. However, the General Order permits rotating/temporary assignments. When staffing permits, assigning a sworn officer to assist a specialized unit on a</li> </ul>	<ul style="list-style-type: none"> <li>The department has an opportunity to enhance sworn officers' development by either rotating, providing temporary assignments, or providing shadowing opportunities for sworn officers to develop or enhance skill sets.</li> </ul>

		rotating or temporary basis would enhance an officer's skill set.	
Personnel Evaluations	◆	<ul style="list-style-type: none"> <li>The department should be commended for conducting quarterly evaluations. However, the evaluation instrument is designed to be used city-wide for all employees. The evaluation instrument needs to be based on a job task analysis that appropriately measures performance based upon duties and responsibilities.</li> </ul>	<ul style="list-style-type: none"> <li>The department needs to work with the town's human resources to create performance evaluations based upon job task analysis.</li> </ul>
Employee Coaching Review	◆	<ul style="list-style-type: none"> <li>The instrument utilized for the Employee Coaching Review is excellent.</li> </ul>	<ul style="list-style-type: none"> <li>The department should be commended for providing employee coaching to support the professional growth of employees.</li> </ul>

### ◆ CLASSIFICATION WITHIN CAREER LADDER/POLICIES

The department has successfully designed a career ladder process, General Order 100.10. There are several non-competitive categories for advancement that require an individual to complete additional training and education. The categories are Police Officer I, Police Officer II, Master Police Officer, and Senior Police Officer. Requirements to successfully attain each category are presented in detail in the General Order. Each category provides the officer with a five percent increase in salary. This is an excellent concept for a small police department in which promotional or transfer opportunities may not be as frequent as in large police departments. The department uploaded statistics for each advancement category. There are currently two department members at the Police Officer I level, five Master Police Officer level, and four at the Senior Police Officer level.



## **U PROMOTIONAL PROCESS**

The department utilizes a promotional process for the ranks of sergeant, lieutenant, and captain. General Order 100.10 clearly states the requirements for eligibility for promotion to sergeant, lieutenant, and captain. The General Order also provides a description of the elements of the promotional process and promotional eligibility list.

### **◆ SPECIALIZED ASSIGNMENTS**

The department has a General Order 100.11 for assignments to a specialized unit. The policy is clear, but the opportunities are limited. When staffing permits, it would be beneficial for an officer to shadow or be temporarily assigned to a specialized position or unit.

### **◆ PERSONNEL EVALUATIONS**

The department's personnel evaluations need to be redesigned and supported by a job task analysis to determine the specific categories for evaluation. A sergeant's evaluation would look different from a captain's evaluation because of the difference in job duties and responsibilities. The department should work with the city's Human Resource Department to create valid personnel evaluations based on a job task analysis of each position.

### **◆ EMPLOYEE COACHING REVIEW**

The department should be commended for having an Employee Coaching Review instrument. Employees review with their supervisor on a quarterly basis progress made in the designated professional goals, performance goals, and alignment of an employee's behavior with the town's core values.

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**Recommendations:**

When staffing permits, it would be beneficial for an officer to shadow or be temporarily assigned to a specialized position or unit for additional career development.

The department should work with the town's Human Resource Department to create valid personnel evaluations based on a job task analysis of each position.

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## **Functional Area: Property & Evidence Management**

RPD General Orders were adapted from a local police agency. This explains most of the variance in terminology and practice between the RPD and its GO. The observation here is NOT that the actual RPD practice in property and evidence management is deficient, but that, in several areas, the RPD practice varies from its GO. These variances between the GO and RPD practices will be an impediment when seeking state or national accreditation. The solution, although simple, is time consuming: informed by industry best practices, the RPD should review each section of the GO and reconcile the variance between it and RPD practices. Reconciliation can include amending the GO to reflect the current practice, amending the RPD practice to conform to the GO, or a combination of the two.

Overall, the RPD evidence and property management systems meet or exceed industry best practices. There are, however, opportunities for improvement in several areas. On a positive note, the RPD was aware of these areas and has already taken steps to improve.

<b>CATEGORY</b>	<b>SCORE</b>	<b>OBSERVATIONS</b>	<b>RECOMMENDATIONS</b>
Property Room(s) Properly Secured	◆	<ul style="list-style-type: none"> <li>One CCTV camera records the property room entry door. Four additional CCTV cameras were requested (three to record interior of property room and one to record the exterior wall of HQ building adjacent to property room).</li> <li>Piston driver was requested for entry door to ensure it closes completely.</li> </ul>	<ul style="list-style-type: none"> <li>Amend GO to reflect the current practice with respect to the staffing and operation of the property room.</li> <li>The RPD must view the installation of the piston-driver to the property room entry door and the four CCTV cameras as a department priority.</li> <li>Store video recorded from these additional cameras and the existing camera recording the entry door a minimum of 45 days (unless a longer period is required) before it is written over/deleted.</li> </ul>
Appropriate Access / Key Control	◆	<ul style="list-style-type: none"> <li>Property room entry door has electronic access control (access limited to evidence specialist and back-up) and a hard-key back-up.</li> </ul>	<ul style="list-style-type: none"> <li>The chief must decide which members of the department have a business need for “view only” access to the three interior property room cameras once they are installed.</li> </ul>

		<ul style="list-style-type: none"> <li>• Three hard-keys are distributed as follows: one each to evidence specialist and back-up, and one sealed in a tamper-evident envelope that is secured in the office of the chief of police.</li> </ul>	<ul style="list-style-type: none"> <li>• The sealed, tamper-evident envelope containing the hard key that is secured in the office of the chief of police should be inspected periodically (i.e., monthly, or quarterly) and a notation of the results of said inspection documented.</li> </ul>
Separately Secured Priority Items	◆	<ul style="list-style-type: none"> <li>• Guns and high value articles are secured behind lockable metal fencing within the inner property room.</li> <li>• A safe, secured behind the lockable metal fencing, is used to store currency. RPD is currently developing a bank deposit process to deposit currency coming into the custody of the department.</li> </ul>	<ul style="list-style-type: none"> <li>• Once a bank account is established for currency coming into the custody of the RPD, a provision in the General Orders detailing the process for depositing said currency is needed.</li> </ul>
Compliance / Certification/Training	◆	<ul style="list-style-type: none"> <li>• Evidence specialist completed Property and Evidence Room Management course.</li> <li>• Evidence specialist attends training provided by NCJA (North Carolina Justice Academy) and NCAPE (North Carolina Association for Property and Evidence).</li> <li>• Evidence specialist did not attend in-service training in 2021.</li> <li>• The RPD is currently not accredited as a department.</li> <li>• The Evidence and Property function within the RPD is not accredited.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop an annual in-service training plan for evidence specialist (and back up).</li> <li>• Consider additional training providers sources (i.e., IAPE, etc.) for annual in-service training needs.</li> <li>• Consider having the evidence specialist certified in property and evidence management.</li> <li>• The back-up for the evidence specialist should complete the basic Property and Evidence Room Management course in addition to receiving relevant annual in-service training in this area.</li> </ul>

Sufficient Office Space Staff	◆	<ul style="list-style-type: none"> <li>The evidence specialist has a private office located outside of the property and evidence room. The office has sufficient workspace and is equipped with technology necessary to efficiently perform duties.</li> </ul>	<ul style="list-style-type: none"> <li>Meets or exceeds industry standards.</li> </ul>
“Bag and Tag” Area	◆	<ul style="list-style-type: none"> <li>Processing area within the property room is sufficient and well equipped for the in-take and processing of property/evidence.</li> </ul>	<ul style="list-style-type: none"> <li>Meets or exceeds industry standards.</li> </ul>
Management Software	◆	<ul style="list-style-type: none"> <li>RPD commenced use of electronic RMS module in October 2020.</li> <li>Evidence specialist is in the process of transferring historical data from ledger into electronic system.</li> </ul>	<ul style="list-style-type: none"> <li>We recommend the RPD confer with the Wake County Sheriff’s Office to discuss updating/enhancing the capabilities of its RMS evidence and property module.</li> </ul>
Adequate Space	◆	<ul style="list-style-type: none"> <li>A secured storage yard is located across the street from the HQ building.</li> </ul>	
Adequate Unit Staffing	◆	<ul style="list-style-type: none"> <li>One part-time evidence specialist (works 2 days per week) is supported by a backup sworn lieutenant.</li> <li>Current workload does not warrant a full-time position.</li> </ul>	
Appropriate Retention / Destruction Protocols	◆	<ul style="list-style-type: none"> <li>Property is retained in compliance with statutory and department requirement.</li> <li>In 2021, standard evidence was destroyed once during the calendar year and not at all in 2022, due to an insufficient quantity of items.</li> <li>Other than property received by the RPD specially for the purpose of</li> </ul>	<ul style="list-style-type: none"> <li>Reconcile the GO provision regarding destruction schedule for property taken for the purpose of destruction with current RPD practice.</li> </ul>

		<p>destruction (within 90 days), no formal property destruction schedule is established. Property is destroyed as needed.</p> <ul style="list-style-type: none"> <li>• In 2021 and 2022, drugs received in the RPD Pharmaceutical Drug Disposal Program drop box were destroyed in May and October of 2021 and May and October of 2022.</li> </ul>	
Audits	◆	<ul style="list-style-type: none"> <li>• The GO states that an inspection and an audit will be conducted annually. Other documents reviewed suggest audits were conducted semi-annually or quarterly.</li> <li>• The GO is silent on how inspections and audits are to be conducted.</li> <li>• Current RMS software does not have functionality to produce random list of items for audit. While not a concern now, it will likely become one when the amount of property the RPD receives, and stores increases consistent with the anticipated growth of the town.</li> </ul>	<ul style="list-style-type: none"> <li>• Reconcile the GO and the actual practice with respect to inspections and audits.</li> <li>• Include written guidance detailing how the inspections and audits shall be conducted in the GO (or another department directive).</li> <li>• Prepare a periodic written report of the findings of property room inspection and forward to the chief.</li> <li>• Confer with Wake County Sheriff’s Office to ascertain their willingness to upgrade the auditing functionality of their RMS Evidence and Property Management module.</li> </ul>

The RPD Headquarters facility is located at one end of a commercial “strip” type mall. This building was designed for commercial retail space and not around the needs of the current occupant, a fulltime police department. As such, the RPD had to retrofit aspects of the interior of the building to accommodate its needs.

On average, the RPD receives 200-250 pieces of property and evidence per year. At the time of the site visit, there were 1,080 items secured in the property room. The intake, processing, storage, and disposal of property and evidence, particularly as it relates to firearms, narcotics, currency, jewelry, and other articles of value, are critical functions for police agencies. The integrity of a law enforcement agency is reflected in how it manages property and evidence entrusted to its care.

General Order (GO) section 300.17, entitled Evidence Custodian and Evidence Room Procedures, sets forth the department's process to accept, store, dispose of, and/or release property. The property/evidence function is housed within the Administrative Division. The Administrative Division reports to the Office of the Chief of Police. The GO 300.17 states that "the Chief of Police or his designee is...responsible for the legally sufficient and administratively efficient management of all property in the custody of the Rolesville Police Department." Further, it states that "[t]he Evidence Room is staffed by the Chief of Police or his designee and his/her designees." While the chief of police is ultimately responsible and accountable for the supervision of all personnel and all operations within the RPD, it is recommended that GO 300.17 be amended to reflect the current practice with respect to the staffing and operation of the property room. Currently, the chief of police does not staff the property room, in-take evidence/property, safeguard/store evidence/property, or dispose of evidence/property. Nor should he. If the chief of police takes an active role in handling, processing or the storage of property and evidence in the RPD property room, he by necessity would have to recuse himself from participating in any investigation (investigator or reviewer) that might arise concerning missing or mishandled property. At best, he would likely be a witness in the investigation and at worse a subject in such an investigation. If the chief of police were actively involved in the staffing and operations of the

property and evidence function, he could not review or approve the results of any audit of the property room, as that would be akin to the chief reviewing and approving his own actions. The lack of a disinterested party reviewing an investigation or audit defeats the very purpose of the review.

### ◆ PROPERTY ROOM(S) PROPERLY SECURED

The RPD stores property and evidence in two connected rooms. The exterior door to the property room is electronic access controlled but there is also a “hard-key” back-up to gain access to the property room. However, the electronic access control system is the primary means used by the evidence specialist and his back-up to access the property room. These are the only RPD members to have electronic access to the property room. In the event of a failure of the electronic access system, hard-key access is available to enter the property room. There are three hard keys to the property room. The evidence specialist has one, his back-up has one, and the chief of police has the third key, secured in a tamper-evident envelope in his office for use in the event immediate access to the property room is required. The consultant was informed that a piston-driver will be added to the exterior door to ensure the door closes completely. There is one CCTV camera recording the exterior entry door to document persons entering and leaving the property room. If an individual accompanies the evidence specialist or his back-up into the property room, that individual must sign into the Evidence Room Access Record maintained in the outer room and indicate their purpose for entering the property room. Property in the outer room is packaged, bar-coded, and stored neatly on shelves. When asked about the lack of a CCTV camera inside this outer room, the evidence specialist stated he requested the installation of four CCTV cameras (one overhead camera in the outer room, two overhead cameras in the inner room, and one camera on the exterior of the building to capture the exterior wall behind which the property room is located).



The RPD must view the installation of the piston-driver to the property room entry door and the four CCTV cameras as a department priority. The video recorded from these additional cameras and the existing camera recording the entry door should be stored for a minimum of 45 days (unless a longer period is required) before it is written over or deleted. Lastly, the chief must decide which members of the department have a business need for “view only” access to the three interior property room cameras once they are installed.

### ◆ APPROPRIATE ACCESS/KEY CONTROL

Access to the evidence and property room is gained by one of two methods, electronic and hard-key. The door to the property and evidence room has electronic access control. Only the evidence specialist and his backup have electronic access to the property and evidence room. A hard key system provides a backup to the electronic system. Three hard keys are distributed: both the evidence specialist and the backup have hard keys and the third hard key is secured in a tamper-evident envelope in the office of the chief of police. Access is strictly limited to individuals who have a role in evidence and property management. It is recommended that the tamper-evident envelope that contains the hard key currently secured in the office of the chief of police be inspected periodically (monthly or quarterly) and that the results of said inspection be documented.

### ◆ SEPARATELY SECURED PRIORITY ITEMS

High value property and evidence (e.g., currency, firearms, jewelry, etc.) is secured in the adjoining room behind metal fencing with a lockable entry gate. The contents of property/evidence storage lockers and an evidence refrigerator used by members of the RPD to temporarily store property/evidence taken into their possession are accessed via the inner property room. Once a member of the RPD places articles into the temporary storage locker or the refrigerator and secures

the lock, the temporary storage locker/refrigerator cannot be re-opened. Once the contents of the temporary storage locker/refrigerator are removed by the evidence specialist, the locker is unlocked and available again for use. One of the two CCTV cameras requested for this room will be positioned overhead to capture the evidence specialist's removal of property from the temporary storage lockers/evidence refrigerator. The second CCTV camera will be positioned to capture an unobstructed view of the storage area behind the metal fencing. The evidence specialist informed the consultant that currency is secured in the safe located behind the metal fencing in the inner room. The evidence specialist was asked what provisions were in place to deposit into a bank currency coming into the custody of the department. He stated the RPD was working with the town's Finance Department to open a bank account for the exclusive use of the RPD to deposit currency coming into its custody. Once a bank account is established for currency coming into the custody of the RPD, it is recommended that a provision in the General Orders be created to detail the process for depositing said currency.

### ◆ COMPLIANCE/CERTIFICATION/TRAINING

The RPD is currently evaluating undergoing a department accreditation process. Currently, the evidence and property function within the RPD is not accredited. Entry-level training and annual in-service training are important to ensure initial competence and continued professional growth for the evidence specialists. The evidence specialist was asked about the training he received to prepare him for his current position. In 2020, he completed the 40-hour Property and Evidence Room Management course provided through the North Carolina Justice Academy. In 2021, he did not attend in-service or professional development training. In 2022, he attended the three-day NCAPE (North Carolina Association for Property and Evidence) fall training conference. Courses offered during this training conference included:

Table 18 – Evidence and Property Courses

Course Name	Length
Courtroom Testimony for Evidence Technicians	60 minutes
Evidence Room Investigations	120 minutes
NC Statutes for Property and Evidence	90 minutes

The backup evidence specialist recently attended a training entitled Legal Issues of the Evidence Room. Training at the initial assignment and annual in-service training in areas related to evidence and property management is essential for skill development, maintenance, and professional growth. It is recommended that an annual in-service training plan be developed for the evidence specialist and his backup. At a minimum, this training must include instruction on legal updates and biohazards associated with this function. The remaining blocks of instruction should be based on the emerging needs of the property function.

In addition to training offered at the North Carolina Justice Academy and training conferences offered by the North Carolina Association for Property and Evidence, the RPD should consider scheduling training for the evidence specialist and his backup, either on-site or virtual, that is offered by the International Association for Property and Evidence (IAPE). IAPE offers in-person training in numerous states around the nation, including North Carolina. IAPE's course offerings include DNA Storage Issues, Audits and Inventories, Documentation, Packaging Standards, Design Criteria, Shelving/Lockers, Space Utilization, Bar Codes, Firearms Handling, Drug and Narcotics Handling, Money Safeguards, Purging Guidelines, Evidence Auction and Diversion Procedures, Bio-Hazards/HAZMAT Materials, Disposal Procedures, and Liabilities/Case. IAPE also provides training leading to an IAPE Certified Property and Evidence

Specialist designation. It is recommended that the RPD evaluate the value to the organization of having the evidence specialist certified in property and evidence.

#### ◆ OFFICE SPACE

The evidence specialist has a private office with sufficient space and the technology necessary to perform the required duties.

#### ◆ “BAG AND TAG” AREA

The processing area within the property and evidence room is sufficient and well equipped for the in-take and processing of property/evidence.

#### ◆ MANAGEMENT SOFTWARE

The RPD is one of several departments to use the Wake County Sheriff’s Office RMS system for evidence and property management. Service arrangement among local departments and the sheriffs’ office has financial benefits for the RPD, but there are limitations in that they must work with the software and platform used by the county sheriff. For example, the current RMS software does not have the capacity to randomly select invoiced items for an audit, which currently must be done manually. It is recommended that the RPD confer with the Wake County Sheriff’s Office to discuss updating/enhancing the capabilities of its RMS evidence and property module.

#### ◆ ADEQUATE SPACE

Large or bulky items (i.e., vehicles like motor vehicles) are stored in a fenced and secured storage yard located across the street from the HQ building.

## ◆ ADEQUATE STAFFING

The RPD has one part-time evidence specialist who is the department's primary custodian of all items collected by department personnel or submitted to the department as items for safekeeping, found property, items collected as evidence, or items to be destroyed. The evidence specialist is tasked with the proper storage of these items, the preservation of items for possible future analysis, and the lawful release or disposition of property. The evidence specialist works Monday and Tuesday and has a 30 minute "flex" option to start his shift at 8:30 am (08:30 to 16:30) or 9:00 am (09:00 to 17:00). The RPD must be commended for its thoughtful and strategic hire for this part-time position. The incumbent is a 30-year veteran of the Wake Forest Police Department who retired at the rank of captain. In his former position, the evidence specialist oversaw the successful CALEA accreditation process of the Property and Evidence function in the Wake Forest Police Department. The incumbent brings a wealth of knowledge to his current position. The evidence specialist started this position on October 1, 2020, and reports to the captain. A patrol lieutenant, who works a 06:00 to 18:00 shift is the designated back-up for the Department's Evidence Specialist. Prior to October 2020, the RPD did not utilize the property management module of the Department's Records Management System to manage property and evidence. Instead, a ledger was utilized. On October 10, 2020, the evidence specialist and his designated back-up conducted a full inventory of the property room, and all property and evidence were accounted for. During this inventory, the two RPD members bar-coded all property and evidence contained therein. The evidence specialist then began transitioning the RPD from its ledger-based property and evidence process to One Solution RMS. One Solution RMS is managed by the Wake County Sheriff's Office and used by several local police departments. Property and evidence coming into the RPD's custody from October 2020 to the present is entered into the

electronic RMS. Additionally, the evidence specialist is currently entering property data from the property/evidence ledger into the electronic RMS system.

## ◆ RETENTION AND DESTRUCTION PROTOCOLS

Other than property specifically received by the department for destruction, the GO is silent as to a set property destruction schedule. Property is destroyed when enough becomes eligible for destruction. This makes fiscal sense. Drugs and other burnable items are transported by the evidence specialist, accompanied by the detective sergeant, to an incinerator to be burned. The detective sergeant observes the evidence specialist perform a final inspection/comparison of the invoiced items present against the list of items to be destroyed. The evidence specialist places the items in the container and both the detective sergeant, and the evidence specialist observe the items being placed into the incinerator. Once the burn is completed, the detective sergeant and the evidence specialist observe the ashes that remain from the articles that were placed in the incinerator. Firearms are not destroyed, but instead are evaluated by Lawmen's Distribution, who offers the department a credit for each gun purchased. Lawmen's Distribution will not sell the guns received from law enforcement agencies to members of the public. The RPD uses the credit at to purchase police equipment for the department.

In 2021, destructions were conducted for standard evidence on June 8, 2021. Drug property received in the Pharmaceutical Drug Disposal Program drop box was destroyed on May 3, 2021, and October 26, 2021. In 2022, there was no need for a destruction run for standard evidence. Drug property received in the Pharmaceutical Drug Disposal Program drop box for 2022 was destroyed on May 2, 2022, and October 31, 2022. No weapons have been sold in 2021 or 2022. Given the small amount of property received and stored in the property room, it is appropriate and fiscally prudent to destroy evidence and property as needed as opposed to having a predetermined

scheduled. Again, it is recommended that the GO be amended to reflect current practices in this area particularly as it relates to the destruction schedule of property taken for destruction.

## ◆ AUDITS

GO section 300.17 subdivision XI, entitled Inspections and Audits, requires the Support Services Division commander and his designee to conduct inspections semi-annually. Further, unannounced inspections of the property storage facilities and records shall be conducted at least annually at the direction of the police chief. The primary focus of this inspection is to assure adherence to procedures relevant to the control of property. Such inspection shall include the physical storage facilities, as well as the records management system. A report of the inspection shall be documented and forwarded to the police chief. The GO is silent as to the manner this inspection (and audits, for that matter) shall be conducted. An inspection was described to the consultant as a check for order and cleanliness and is denoted on the Evidence Room Access Record maintained inside the evidence room. It is simply to make sure the room is in order. It is recommended that the GO and the actual practice with respect to inspections be reconciled. Moreover, written guidance detailing how the inspection shall be accomplished and what is to be inspected should be included in the GO or other department directive. While a notation of inspection in the Evidence Room Access Record is appropriate, a written report of the findings of said inspection should be forwarded through channels to the chief and a copy of said inspection should be maintained by the evidence specialist. The consultant was informed that the chief, on occasion, conducts random inspections of the property room. This is not surprising given the proactive hands-on approach of the current chief. However, the actual time required to inspect the property room, note its current condition, and prepare/submit a report of the outcome of that inspection is time the chief could devote to more pressing department priorities. It is recommended

that random or scheduled inspections of the property room be delegated to a member of the command staff (i.e., Support Services Division lieutenant, captain, etc.). The chief can review the report and provide follow-up directions where necessary.

GO 300.17 also states that an audit of property in department custody shall be conducted annually. The audit should be a significant and representative sampling of in-custody property and records of sufficient scope to satisfy the auditor that policies and procedures are being followed and to ensure the integrity of the system and accountability of property. The audit shall be conducted by a lieutenant or captain who is not routinely or directly connected to the Evidence Management function. A report of the audit shall be documented and forwarded to the chief of police. Again, the GO was silent on how to conduct an audit. An audit was described to the consultant as an actual check of pieces of evidence. The consultant was informed that the RMS system does not have the capability to randomly select items for the audit. As such, generally fifty items are randomly selected by the auditor. An audit could also include a complete inventory of all property in the property room. An audit is currently documented by email. The consultant was informed that new forms to document the audit process and cases reviewed are being developed for audits conducted in 2023.

The consultant reviewed a report entitled North Carolina League of Municipalities (NCLM) Law Enforcement Risk Review - Rolesville Police Department 2019 as it related to the department's property function. The NCLM report noted an on-site visit to the RPD in December 2019. Among other things, the report noted that the audit schedule will change from semi-annually to quarterly. GO 300.17, issued on 1/1/16 and revised on 10/17/19, states an audit will be conducted annually. The current practice varies from the current procedure. It is recommended that the GO and the actual practice be reconciled. Moreover, written guidance detailing how the



audit shall be accomplished (i.e., number of items or percentage of items in department custody, how items are selected for audit, how the results of the audit will be documented, preparation and distribution of report describing the outcome of the audit, and noting that a copy of said report will be maintained by the evidence specialist, etc.) must be included in the GO or other department directive.

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**Recommendations:**

GO 300.17 should be amended to reflect the current practice with respect to the staffing and operation of the property room.

The RPD must view the installation of the piston-driver to the property room entry door and the four CCTV cameras as a department priority. The video recorded from these additional cameras and the existing camera recording the entry door should be stored a minimum of 45 days (unless a longer period is required) before it is written over or deleted. Lastly, the chief must decide which members of the department have a business need for “view only” access to the three interior property room cameras once they are installed.

The tamper-evident envelope that contains the hard key that is secured in the office of the chief of police should be inspected periodically (monthly or quarterly) and the results of said inspection be documented.

Once a bank account is established for currency coming into the custody of the RPD, it is recommended that a provision in the General Orders be created to detail the process for depositing said currency.

An annual in-service training plan should be developed for the evidence specialist and his backup. At a minimum, this training must include instruction on legal updates and biohazards associated with this function. The remaining blocks of instruction should be based on the emerging needs of the property function.

The RPD should assess the value to the organization of having the evidence specialist certified in property and evidence.

The RPD should confer with the Wake County Sheriff’s Office to discuss updating/enhancing the capabilities of its RMS evidence and property module.

The GO should be amended to reflect current practices in this area particularly as it relates to the destruction schedule of property taken for destruction.

The GO and the actual practice with respect to inspections must be reconciled. Moreover, written guidance detailing how the inspection shall be accomplished and what is to be inspected should

be included in the GO or other department directive. While a notation of the inspection in the Evidence Room Access Record is appropriate, a written report of the findings of said inspection should be forwarded through channels to the chief and a copy of said inspection should be maintained by the evidence specialist.

Random and/or scheduled inspections of the property room should be delegated to a member of the command staff (i.e., Support Services Division lieutenant, captain, etc.).

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## Functional Area: Records Management

The department has adequate technology and equipment to effectively perform the records function. Additional (non-sworn) staffing should be provided to this unit to increase capacity and efficiency.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
RMS Utilization	◆	<ul style="list-style-type: none"> <li>RPD utilizes Raleigh PD system and reports high level of satisfaction.</li> </ul>	<ul style="list-style-type: none"> <li>RMS is appropriate for its current intended uses.</li> </ul>
RMS Quality	◆	<ul style="list-style-type: none"> <li>RMS is high quality and user-friendly.</li> </ul>	<ul style="list-style-type: none"> <li>Functionality and effectiveness/accuracy is adequate for intended purposes.</li> </ul>
CAD/RMS Used by Other PDs	◆	<ul style="list-style-type: none"> <li>RPD does not use a combined CAD/RMS.</li> <li>Legacy system court-order case expungement required.</li> </ul>	<ul style="list-style-type: none"> <li>RMS is used effectively by other law enforcement agencies.</li> <li>RPD must immediately complete all court ordered expungements as quickly as possible.</li> </ul>
Adequate Unit Staffing	◆	<ul style="list-style-type: none"> <li>Administrative specialist performs myriad tasks in this area and is responsible for other important functions as well.</li> <li>Chief and captain engaged in administrative, management and clerical duties.</li> </ul>	<ul style="list-style-type: none"> <li>Add a full-time, non-sworn, administrative assistant to the RPD.</li> </ul>
Adequate Unit Training	◆	<ul style="list-style-type: none"> <li>Limited training opportunities available.</li> </ul>	<ul style="list-style-type: none"> <li>Task administrative specialist with delivering block training to OIT's and other officers, as necessary.</li> </ul>
Adequate RMS Technical Support from Manufacturer/ Contractor	◆	<ul style="list-style-type: none"> <li>No reported chronic problems with RMS.</li> </ul>	<ul style="list-style-type: none"> <li>No recommendations in this regard.</li> </ul>

## ◆ RMS UTILIZATION

The RPD utilizes the city of Raleigh's computer-assisted dispatch (CAD) system. This is a SUNGARD system that was adopted in 2018-19.

Since 2014, the department has utilized a records management system (RMS) developed by Open Software Solutions Inc. (OSSI). This RMS is used by other police departments in Wake County.

## ◆ RMS QUALITY

RMS is adequate for its intended uses/purposes.

## ◆ CAD/RMS USED BY OTHER PDS

Members of the department reported a high degree of satisfaction with both systems in terms of their overall functionality. What has been problematic, however, is the fact that, unlike other police departments, the RPD does not utilize a combined CAD/RMS system developed by one manufacturer. As such, police officers in the field have difficulty logging into six different systems from the mobile data terminals in their patrol cars. Additionally, the department utilized a different RMS prior to 2014 (PolicePak), which has since been replaced. It is therefore not a legacy system that RPD personnel currently can access. This has made court-ordered record expungements particularly difficult. The RPD is unable to access PolicePak to expunge police records generated by the RPD. Certus was advised that the former administrator of PolicePak would need to access the system and purge the old RPD-generated records, for a fee. At present, there are several expungement orders that have not yet been acted upon.

Timely response to court-ordered expungements is a necessity. Certus views any significant expungement delay or backlog as a liability threat to the department and the town.

Every effort must be made to perform these expungements, or have them performed on the RPD's behalf, as soon as is practicable. This should be a high-priority short-term goal of the department.

The RPD utilizes the following modules in the RMS: vehicle tow/impound, mug shot imaging, investigative case management, sex offender registry, warrants, probation and parole, traffic accidents, citations/summonses, parking violations, evidence control and inventory.

### ◆ ADEQUATE UNIT STAFFING

The administrative specialist performs a variety of administrative and support functions related to the traditional records function, including:

- Serving as RMS administrator
- DCI Terminal Agency Coordinator
- Performing audits
- Responding to records requests from the public (including formal public records and FOI requests), insurance companies, attorneys, media, other agencies
- Incident-based reporting and validations (i.e., checking records prepared in the field for IBR coding errors);
- Performing records checks
- Name candidating (i.e., ensuring that a victim, witness, or offender name is properly matched to other records about that person in the system)
- Expungements

As the department's designated terminal agency coordinator (TAC), the administrative specialist receives and must respond to a monthly NCIC e-mail pertaining to "hot-file" validations. This entails checking to see whether a stolen vehicle has been recovered, whether a wanted person is still wanted, etc. The Raleigh Communications Center (i.e., dispatch) performs these "hot file" checks, as necessary, when received from the field after normal business hours (from 5:00 pm to 8:00 am). The state Department of Criminal Information (DCI) performs an audit every two years to ensure that the RPD responds to these validation requests in a timely manner (i.e., within 20 minutes of request). The next audit is scheduled for Spring of 2023.

The administrative assistant has a practice of meeting with an officer once an error or omission has been noted in a police report. She explains the error and asks the officer to make the necessary correction. Certus views this as an excellent training/learning practice that should be continued.

The administrative specialist does not provide any formal instruction to officers in training (OIT's) during their field training.

The administrative specialist also performs a variety of other administrative functions for the department, such as:

- Court scheduling
- Grant writing and oversight
- Performing background checks (the RPD does not perform fingerprint services)
- Serving as community outreach event coordinator (e.g., Shop with a Cop; Bike Rodeo; Camp KIDDS; National Night Out)
- Customer service at headquarters building during normal business hours
- Preparing data reports as requested

The RPD does not currently track the overall number of formal and informal records requests handled each month as a measure of workload. This should be done, as it is likely that the total number of requests will increase as the town's population increases.

The administrative specialist is currently responsible for retrieving performance data from the departments RMS and CAD systems and compiling them in a monthly *FYI Report*. This report is distributed to the town supervisor and the town commissioners. The October 2022 FYI monthly report was reviewed and found to contain data regarding traffic stops, citations, arrests, accidents, foot patrols, security checks, residence checks, etc. Vehicle crash data was presented by location (although geo/temporal mapping software is not utilized). UCR part one offenses are listed with year-to-year comparisons. Additional "community matters" are addressed in narrative form, such as the department's Shop with a Cop program and the Fall Fun Fest. Certus finds such a report to be useful in terms of its intended purpose but would recommend greatly enhancing these reports going forward. Specific recommendations for enhancing these reports are presented elsewhere in this report.

Both the chief and the captain are currently performing a variety of administrative and clerical functions that can easily be assigned to part-time, non-sworn personnel. For example, the captain is also currently responsible for vehicle fleet management, coordinating the department's off-duty employment program, invoicing and purchasing, and updating the department's website.

The captain also serves as the department's armorer. The RPD is currently transitioning to new service weapons. Thus, the captain is responsible for safeguarding and issuing these weapons and their ammunition and ensuring that officers receive all required firearms training. The Certus team physically inspected the storage areas and found them to be properly secured (with video surveillance) and appropriate for their intended use.

The department does not have a designated quartermaster. Both the captain and the administrative specialist perform functions that are typically performed by a designated quartermaster. The captain also serves as the department's training coordinator. Certus believes that training is not an ancillary function that can or should be performed by a person with myriad other responsibilities.

#### ◆ ADEQUATE UNIT TRAINING

A formal training program with specific learning objectives and means of assessment should be created.

#### ◆ ADEQUATE RMS TECHNICAL SUPPORT FROM MANUFACTURER / CONTRACTOR

Members of the department reported that contracted support staff provide adequate support.

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#### **Recommendations:**

The duties of the administrative specialist have been greatly expanded due to the extremely low level of civilian staffing in the department. Certus believes that additional administrative support is now required to relieve the administrative specialist of some duties, to enable more effective address of core responsibilities. To this end we recommend: 1) adding a full-time non-sworn administrative assistant; and 2) creating a volunteer program to provide part-time customer service support at the front window of the headquarters building, during normal business hours. The department's newly created Citizens Police Academy could be used as a means of advertising and recruiting qualified individuals for this program.

Charge the newly hired full or part-time administrative assistant with performing administrative and clerical tasks such as invoicing and purchasing (thus relieving the captain and the chief of these ministerial tasks). This individual would be assigned many other clerical and administrative tasks currently being performed by the administrative specialist (such as grant administration and responding to public information requests) and could also be trained and supported to oversee the department's fleet management program. Certus again notes that, considering the exponential growth projections for the Roseville community, it is important for the RPD to build administrative capacity now. It is highly likely that a 20% increase in town



population will translate (roughly) into an approximately 20% increase in public information requests. Now is the time to prepare for this anticipated increase in workload.

Track the total number of “hot-file” validations.

Utilize the administrative specialist to deliver a block of training (on IBR coding, RMS queries, proper report writing, etc.) to OIT’s during field training.

Complete all court-ordered file expungements as quickly as possible.

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## Functional Area: Fleet Management

The Rolesville Police Department has a robust fleet management function. Data on the status of the vehicles is collected and utilized to support a vehicle replacement master plan that projects five years forward.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Adequate Fleet	◆	<ul style="list-style-type: none"> <li>Refer to Excel Spreadsheet Vehicle Assignments 12/1/22 below for detailed information on fleet size and types of vehicles.</li> </ul>	<ul style="list-style-type: none"> <li>The department has a take home vehicle program, which is beneficial for the sworn officer but also for recruitment efforts. No recommendations.</li> </ul>
Use of Maintenance Software	◆	<ul style="list-style-type: none"> <li>Excel Spreadsheet containing vehicle number, tag number, assigned officer, vehicle identification number, type of vehicle, year and officer's gas card number.</li> </ul>	<ul style="list-style-type: none"> <li>The department utilizes an excel spread sheet to capture fleet details. Data as to the vehicle mileage could be captured to assist in determining when a vehicle should be replaced.</li> </ul>
Cost Monitoring	◆	<ul style="list-style-type: none"> <li>See table below for purchases, maintenance, and fuel costs.</li> </ul>	<ul style="list-style-type: none"> <li>The department utilizes an excel spread sheet to capture cost monitoring. No recommendations.</li> </ul>
Vehicle Replacement Master Plan	◆	<ul style="list-style-type: none"> <li>The captain oversees the vehicle replacement plan. 2023 – 4 vehicles are scheduled for replacement. 2024 – 1 vehicle is scheduled for replacement. 2025 – 3 vehicles are schedule for replacement. 2026 – 3 vehicles are scheduled for replacement.</li> </ul>	<ul style="list-style-type: none"> <li>The captain has created a five-year vehicle replacement plan based upon the fleet's data. The department should be commended for projecting fleet needs.</li> </ul>
Repurpose High Mileage Vehicles	◆	<ul style="list-style-type: none"> <li>In the below Excel spreadsheet, vehicles highlighted in red are sold and vehicles highlighted in yellow are vacant/spares.</li> </ul>	<ul style="list-style-type: none"> <li>The department sells high mileage vehicles and utilizes other aged or somewhat high mileage vehicles for spares.</li> </ul>
Major Vehicle Servicing Procedures	◆	<ul style="list-style-type: none"> <li>Major vehicle servicing is provided by dealer. Minor repairs performed by local vendor.</li> </ul>	<ul style="list-style-type: none"> <li>The department has in place a process for vehicle servicing. No recommendations.</li> </ul>

## ◆ ADEQUATE FLEET AND USE OF MAINTENANCE SOFTWARE

The fleet is large enough to support a take-home car plan, which is beneficial to both the sworn officer and the department. The take-home car plan enables the department to be more attractive for recruiting new officers. Listed below are the statistic pertaining to the vehicle number, tag number, assigned officer, vehicle identification number, vehicle type, year and card number for the vehicle.

Table 19 – Vehicle Assignments

<b>Veh #</b>	<b>Tag #</b>	<b>Assigned officer</b>	<b>VIN</b>	<b>Vehicle Type</b>	<b>Year</b>	<b>Card #</b>
411	RBE1535	Horton	3317	Unmarked Impala	2014	400038
531	71691V	Sold	7785	Marked Explorer	2015	400035
532	71689V	<i>Vacant</i>	6619	Marked Explorer	2015	400033
533	71690V	Sold	7786	Marked Explorer	2015	400036
534	71688V	<i>Vacant</i>	6618	Marked Explorer	2015	400057
535	71687V	<i>Vacant</i>	6620	Marked Explorer	2015	400034
631	DLE9835	Holloway	8723	Unmarked Explorer	2016	400040
622	61100V	<i>Vacant</i>	8115	Marked Charger	2016	400031
623	78665T	<i>Vacant</i>	8114	Marked Charger	2016	400048
624	78669T	Broad	8111	Marked Charger	2016	400049
731	EBJ3693	Crawford	7536	Marked Explorer	2017	400045
732	88535V	Pietras	7535	Marked Explorer	2017	400044
921	EFD8966	Haynes	5865	Unmarked Charger	2019	400053
922	20378W	Russell	9781	Marked Charger	2019	400054
923	EFD8965	Williams	9782	Unmarked Charger	2019	400055
924	HAM9270	Strickland	1767	Ghost Ram 2500	2019	400056
925	28492W	Mazyck	4966	Marked Charger	2019	400058
926	28491W	Langston	4967	Marked Charger	2019	400059
927	28490W	Apodaca	4968	Marked Charger	2019	400060
928	RAF8212	Liggins	4965	Unmarked Charger	2019	400061
031	HJM4739	Simmons	7798	Unmarked Explorer	2020	400062
131	34374W	Barnes	0907	Marked Explorer	2021	400064
132	34376W	Kooiker	0908	Marked Explorer	2021	400065
133	34375W	Saunders	0909	Marked Explorer	2021	400066
134	34373W	Myers	0910	Marked Explorer	2021	400067
115	JJE9701	Zappia	5480	Unmarked Tahoe	2021	400068
211	JMC3282	Pigage	8153	Unmarked Tahoe	2022	400069
311	52339W	<i>Awaiting Upfit</i>	0577	Marked Tahoe	2023	<i>None</i>

312	52237W	<i>Awaiting Upfit</i>	1028	Marked Tahoe	2023	<i>None</i>
313	52238W	<i>Awaiting Upfit</i>	0473	Marked Tahoe	2023	<i>None</i>

◆ **COST MONITORING**

The department tracks vehicle purchase costs, vehicle maintenance costs, and fuel costs.

The department provided the below data for a four-year period.

Table 20 – Vehicle Budget

Budget Category	2018-2019 Budget	2019-2020 Budget	2020-2021 Budget	2021-2022 Budget
Vehicle Purchase Costs 100-310-5420	\$152,253	\$238,299	\$238,560	\$127,600
Vehicle Maintenance Costs 100-310-5214	\$28,823	\$25,664	\$31,000	\$33,000
Fuel Costs 100-310-5248	\$37,719	\$39,783	\$52,500	\$65,000
Totals	\$218,795	\$303,746	\$322,060	\$225,600

◆ **VEHICLE REPLACEMENT PLAN**

The captain has created a five-year replacement plan which projects the needs for new vehicles. In 2023, four vehicles are scheduled for replacement. In 2024, one vehicle is scheduled for replacement. In 2025, three vehicles are scheduled for replacement. In 2026, three vehicles are scheduled for replacement. The vehicle replacement plan is based on the data kept on the fleet in the Excel spreadsheet.

◆ **REPURPOSE HIGH MILEAGE VEHICLES**

The department sells high mileage vehicles and utilizes other aged or somewhat high mileage vehicles as spares. The spare vehicles are an asset when newer vehicles are having repairs.

## ◆ MAJOR VEHICLE SERVICING PROCEDURES

The department utilizes both dealerships and local vendors, depending upon the extent of service needs.

**Functional Area: Information Technology (IT)**

The department avails itself of developing technologies. The RMS and CAD systems have good functionality and are adequate for their intended purposes. Video camera and data management systems are sufficient. It is likely that the department’s IT needs will increase over the next several years.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Standing IT Committee	◆	<ul style="list-style-type: none"> <li>Does not exist.</li> </ul>	<ul style="list-style-type: none"> <li>Establish a standing IT Committee.</li> </ul>
IT Needs Met Timely	◆	<ul style="list-style-type: none"> <li>Access to IT contractor limited.</li> </ul>	<ul style="list-style-type: none"> <li>Department must ensure that “after-hour” needs are adequately met.</li> </ul>
Replacement / Upgrade Master Plan	◆	<ul style="list-style-type: none"> <li>Does not exist.</li> </ul>	<ul style="list-style-type: none"> <li>Develop an IT Master Plan.</li> </ul>
Cloud based Storage of BWC Data	◆	<ul style="list-style-type: none"> <li>Policy and storage appropriate.</li> </ul>	<ul style="list-style-type: none"> <li>No recommendations in this regard.</li> </ul>
Tasers	◆	<ul style="list-style-type: none"> <li>Upgraded to Taser 7</li> <li>Appropriate number of personnel certified as instructors.</li> </ul>	<ul style="list-style-type: none"> <li>No recommendations in this regard.</li> </ul>
Department Servers	◆	<ul style="list-style-type: none"> <li>Server room requires upgrade.</li> </ul>	<ul style="list-style-type: none"> <li>Server appears adequate for intended purposes. Server room should be more secure and protected from fire/water damage.</li> </ul>

◆ **STANDING IT COMMITTEE**

Does not currently exist.

◆ **IT NEEDS MET TIMELY**

Information technology (IT) services are provided to the department by a private company.

Radio technician services are similarly provided by a private company via a service contract. The

consultants were advised by several members of the department that these contracted services are limited and that both the captain and the chief are considered “the go to persons – the first line help for any IT problems you might have, like trouble logging into the MDT (mobile data terminal in the patrol car).” Patrol officers are apparently reluctant to call the contracted IT service after normal business hours. Certus was advised that the administrative specialist also frequently gets locked out of the RMS. This is obviously quite problematic in terms of causing her work to backlog. The exact number of department-wide technical problems/failures is unknown, as the department does not presently have a formal policy for recording each of these problems when they occur. Such a policy should be developed so that the department’s actual on-going IT needs can be more accurately examined.

#### ◆ REPLACEMENT / UPGRADE MASTER PLAN

Does not currently exist.

#### ◆ CLOUD BASED STORAGE OF BWC DATA

At the time of our site visit, the RPD was transitioning to new body worn cameras (BWC’s). The new units are a Watchguard product which includes a record-after-the-fact feature that ensures video capture in a situation where events rapidly escalate and an officer is unable to activate the unit. Thus, the units are continually capturing data, which is stored and available for 24 hours. Patrol vehicles are equipped with dash-mounted cameras. The department utilizes a cloud-based data storage system which digitally uploads video data via Wi-Fi once the unit is in proximity of police headquarters. BWC video data storage has proven to be a considerable expense for American police departments. The RPD utilizes a commercial vendor, Evidence.com, which

provides cloud-based data storage. While Certus offers no endorsement of any specific product, we believe this to be an effective and relatively cost-efficient means of managing video data.

The policy for body worn cameras was reviewed and found to be clear, thorough, and consistent with those of similar sized agencies. It contains clear guidance for camera operation (i.e., policy on when the officer must activate the unit and/or when unit automatically activates), storage of electronic data, auditing, investigatory and supervisory review of videos, and the use of BWC video for training purposes. The department has a comprehensive schedule for BWC file retention. These policies and procedures are appropriate and consistent with best practices in American policing.

#### ◆ TASERS

The department has upgraded to Taser 7. These units capture deployment and spark testing data, which is automatically downloaded when the unit is placed in its charging station. This data is reviewed, as necessary. The RPD has an appropriate number of certified Taser instructors (3) relative to the size of its uniformed force.

#### ◆ DEPARTMENT SERVERS

The department has its own server. The server room was inspected and found to be inappropriate for its intended use. At the time of inspection, the door to the server room was propped open. Certus team members were informed that the door to this room must be kept open to prevent the equipment from overheating. This room was found to be too small for its intended use, improperly ventilated/cooled, and not properly equipped with a waterless fire suppression



system and alarm. As stated elsewhere in this report, this speaks to the department's need for a new, properly designed, headquarters facility.

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**Recommendations:**

The department should establish an internal technology taskforce. This body should comprise supervisors, line officers, an IT professional contracted with or assigned to the department, and the administrative specialist. This task force should meet bi-annually, to: 1) identify the department's current technology needs; 2) field test, evaluate, and select new equipment, software and technologies; 3) identify any deficiencies in the department's current communications (CAD), records management (RMS), or other data systems; 3) periodically revise and update the department's website; 4) identify technology training needs, and recommend and develop additional training; and 5) make specific recommendations for improvement, where necessary.




The technology task force should develop a formal replacement plan for all the department's IT equipment and software.

The newly formed technology task force should track the number of formal and informal work orders and requests for assistance that are made by department personnel in connection with the department's various data systems, radios, software, cameras, etc. Service contracts should be adjusted or other plans should be made, as necessary to meet the actual and anticipated needs of the department going forward.

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## Functional Area: Employee Staffing

The department has historically been successful at attracting and retaining qualified employees. However, due to the anticipated rapid growth of the town, and dramatic changes to the current police hiring environment, additional coordinated efforts are required. Specific staffing recommendations for particular units are provided throughout this report.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Recruitment		<ul style="list-style-type: none"> <li>The department and town have not developed a multiyear recruitment strategy with objectives and means of assessment.</li> <li>The RPD does not have a designated “Recruitment Officer.”</li> </ul>	<ul style="list-style-type: none"> <li>The department and town must develop a multiyear recruitment strategy.</li> <li>One uniformed member of the department should be designated as “Recruitment Officer.”</li> </ul>
Hiring		<ul style="list-style-type: none"> <li>The department has been able to attract a sufficient supply of qualified police applicants to meet its needs.</li> <li>The town and department’s procedures for hiring and selection of police officers were reviewed and found to be appropriate and consistent with those of similarly sized American police departments.</li> </ul>	<ul style="list-style-type: none"> <li>An extremely competitive market has changed the hiring landscape. It is unlikely that current efforts will be sufficient to meet the department’s current and future needs. Additional efforts are required.</li> </ul>
Retention		<ul style="list-style-type: none"> <li>The RPD has had nine (9) uniformed personnel retire/resign since 2018. This pace (relative to total size of the force) will offset the department’s current and future efforts to add personnel in order to build capacity to address anticipated future demand for services.</li> </ul>	<ul style="list-style-type: none"> <li>The department and town must distinguish between ‘normal’ attrition (e.g., due to retirement) and ‘unanticipated’ loss of personnel. A distinct strategy to prevent/reduce ‘unanticipated’ attrition must be developed and implemented.</li> </ul>

## ◆ RECRUITMENT

The department does not presently have a formal, multiyear recruitment plan with specific strategies and means of assessment, nor does the department have a designated recruitment officer.

The department's policies and procedures for recruitment and selection of personnel were reviewed and found to be clear, comprehensive, and consistent with best practices in American policing. NEOGOV is used for on-line applications. ERGOMETRICS is used for conducting and scoring the written examination. Applications are available via the Town's website.

Certus strongly recommends that the department work closely with the town's human resources office to streamline the application, screening, and selection process as much as possible. Every effort should be made to expedite the process while still properly vetting all applicants for employment.

American policing is currently in the midst of a severe hiring crisis, one that is likely to continue and perhaps worsen over the next several years. (See, e.g., Smith, M., "*As Applications Fall, Police Departments Lure Recruits with Bonuses and Attention*," The New York Times, December 25, 2022). In recent years, members of the Certus team have personally observed this crisis in scores of police departments in every region of the United States. Many causes for this crisis have been suggested, but it is certain that far fewer young people are being attracted to the profession.

This coincides with a dramatic demographic shift, known as a "baby bust." (See, e.g., Carey, K., "*The Incredible Shrinking Future of College: The Population of College-Age Americans is About to Crash. It will Change Higher Education Forever*," Vox, November 21, 2022 [<https://www.vox.com/the-highlight/23428166/college-enrollment-population-education-crash>])

The dearth of viable candidates for police positions is currently being experienced in all regions of the country. Police departments of every size are now actively competing against one another to attract and secure the most qualified applicants. They are also engaged in the process of luring early and mid-career police officers away from their current employers to secure qualified “lateral” hires. As such, every police department in the country needs a sophisticated multiyear hiring and retention strategy that is likely to produce a sufficient flow of candidates to offset attrition.

A robust recruitment program leverages existing programs to engage young people, such as a Police Explorer program or the RPD’s innovative KIDDS Camp. Such efforts, however, are only likely to yield candidates from the local community. The RPD must begin to create and employ a recruitment strategy that reaches throughout the state, and beyond.

Certus views early and frequent applicant contact as an essential recruitment technique, as many departments typically lose a significant portion of applicants as they proceed through the qualification process. Quickly inviting an applicant in for an initial interview is critically important. Many police departments and municipalities have traditionally defused responsibility for recruitment widely, thereby causing unnecessary delay in the process. Allowing an applicant to linger for an extended period greatly increases the risk that the applicant will decline an offer of employment and simply look elsewhere as applicants today have many employment choices. .

Certus has observed several departments and municipalities considering the “over-hiring” of personnel to secure qualified candidates *prior* to an anticipated vacancy. This is done in recognition of the fact that: a) the market for police officers has become far more competitive and challenging; and b) it takes many months to fully train and prepare an officer. Those departments that are fortunate enough to have an abundance of fully qualified applicants are now choosing to

secure them as soon as they can. Considering Rolesville’s predicted dramatic growth during the next several years, the town should consider hiring officers proactively, rather than waiting for openings to occur. Certus understands that the RPD is a department in transition serving a community that is also in transition. We believe that the department must build capacity now, rather than wait until significant operational deficiencies manifest themselves.

◆ **HIRING**

Over the past several years, the RPD has been able to attract a sufficient supply of qualified police applicants. Due to a rapidly declining pool of applicants, the department must now redouble its efforts and approach recruitment in a more strategic manner. This should be a central strategic objective in the department’s multiyear strategic plan.

◆ **RETENTION**

Since 2018, the department has hired a total of nine (9) officers. As the following chart indicates, however, due to the rate of natural attrition, there has been no net increase to staffing:

Table 21 – Hiring and Attrition – 2018 to 2022

Year	# Hired	# Retired/Resigned
2018	1	2
2019	2	1
2020	2	3
2021	2	1
2022	2	2

The town and the department must continue to actively review and match salary and benefits packages currently offered by other departments in the region. It is now quite a common strategy for departments to ‘poach’ well-trained and experienced officers from other departments. The RPD must ensure that its officers are not drawn to other departments for financial reasons.

As part of the RPD's overall recruitment/retention strategy, the newly designated recruitment/retention officer should work with the captain and the town's Human Resource Office to review the procedures for annual performance evaluations, identifying and monitoring career paths for early and mid-career officers, and providing mentorship where necessary.

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**Recommendation:**

One uniformed member of the department should be designated "recruitment/retention officer."

The RPD must work with the town to ensure that starting pay and benefits for police officers is consistent with salaries and benefits offered by neighboring departments (e.g., Wake Forest).

The RPD must work with the town to ensure that the hiring and screening process is expedited as much as possible to ensure rapid hiring turnaround. It is imperative that communication with applicants be maintained throughout the process.

Every effort must be made to develop and offer viable retention incentives that do not result in salary compression (i.e., senior sergeants should not be earning more than junior lieutenants). Additional paid time off (PTO) should be considered.

As an additional aid to retention, we suggest that additional hours worked as overtime be compensated as either compensatory time off or pay. The current policy of merely offering 'comp time' should be abandoned. In such a highly competitive marketplace, mid-career and senior officers must be provided the option of earning salaries comparable to those being offered to their peers by other agencies in the region.

The RPD should record and consistently monitor its applicant yield rate (i.e., the percentage of individuals who submit a completed application who are ultimately hired) and perform comparisons from year to year. This information, combined with accurate data concerning the number of police applicants each year, can provide meaningful data that will speak to the department's relative degree of success in attracting and securing qualified police officers.

It is recommended that the position of police officer remain as an "open" posting for the foreseeable future. If this is not possible, every effort must be made to post open positions and commence hiring as quickly as possible. Failure to commence the hiring process until a vacancy has already occurred results in unnecessary staffing shortages and backfilling of positions.

As part of its overall recruitment plan, the RPD should develop and/or strengthen relationships with colleges and universities that offer degrees in criminal justice and public administration. We recommend that the department reach out to full-time faculty in criminal justice programs throughout the region, particularly full-time professors with prior law-enforcement experience. In addition to simply attending job fairs on campus and handing out pamphlets, uniformed

members of the department should request the opportunity to meet with and present to Criminal Justice Club members. The RPD should develop a robust college intern program. Such efforts were not necessary several years ago but, considering the current reality, every effort should be made to make meaningful connections and to distinguish the RPD in the minds of potential applicants.

The town should continue to explore the feasibility of instituting officer wellness incentives. Financial incentives of this type have proven to be a valuable retention tool for other departments.

## Functional Area: Training

Department employees receive a sufficient quantity and quality of training. The department does not presently have a training coordinator (i.e., a designated supervisor who is charged with developing and implementing a department-wide training plan, developing and reviewing curriculum and lesson plans, and delivering and overseeing 'in-house' training). Failure to schedule and conduct inter-agency 'active shooter' trainings is noted as a deficiency.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
De-Escalation	◆	<ul style="list-style-type: none"> <li>There is training in this topic area sufficient to comply with state requirements/mandates.</li> </ul>	<ul style="list-style-type: none"> <li>The RPD needs to enhance in-service training in this area.</li> </ul>
Judgmental Use of Force	◆	<ul style="list-style-type: none"> <li>There is specific training in this topic area, sufficient to comply with state requirements/mandates.</li> </ul>	<ul style="list-style-type: none"> <li>The RPD needs to enhance in-service training in this area.</li> </ul>
Active Shooter	◆	<ul style="list-style-type: none"> <li>There is no specific training in this topic area.</li> </ul>	<ul style="list-style-type: none"> <li>The RPD needs to develop in-service training in this area.</li> </ul>
Basic Investigations Course	◆	<ul style="list-style-type: none"> <li>There is no specific training in this topic area.</li> </ul>	<ul style="list-style-type: none"> <li>The RPD needs to develop in-service training in this area.</li> </ul>
Basic Management Course	◆	<ul style="list-style-type: none"> <li>The department does not deliver specific training in this topic area; personnel take courses off-site.</li> </ul>	<ul style="list-style-type: none"> <li>The RPD needs to develop in-service training in this area.</li> </ul>
Executive Development	◆	<ul style="list-style-type: none"> <li>Command staff can avail themselves of management and leadership courses.</li> </ul>	<ul style="list-style-type: none"> <li>The training coordinator should identify training needs of the executive command staff and identify appropriate training courses to meet those needs.</li> </ul>
Formal Field Training Program Probationary Officers	◆	<ul style="list-style-type: none"> <li>FTO program meets or exceeds requirements.</li> </ul>	<ul style="list-style-type: none"> <li>No changes/alterations to the program are required at this time.</li> </ul>
Field Training Program for New Sergeants	◆	<ul style="list-style-type: none"> <li>Current program needs greater structure and organization.</li> </ul>	<ul style="list-style-type: none"> <li>The training coordinator should develop a rigorous entry-level and in-service</li> </ul>



			training program for newly promoted and incumbent supervisors.
Compliance with State In-Service Mandates	◆	<ul style="list-style-type: none"> <li>All members of the RPD receive training that meets or exceeds state requirements.</li> </ul>	<ul style="list-style-type: none"> <li>No changes/revisions are recommended in this regard.</li> </ul>
Internally Developed Curricula	◆	<ul style="list-style-type: none"> <li>The RPD does not develop internal training material.</li> </ul>	<ul style="list-style-type: none"> <li>The training coordinator should develop and deliver internal in-service training courses.</li> </ul>
Use of Technology	◆	<ul style="list-style-type: none"> <li>Available technology is used effectively.</li> </ul>	<ul style="list-style-type: none"> <li>The RPD should empanel a training committee to explore additional/continuing training technology needs.</li> </ul>
Procedures for Authorizing Off-Site Training	◆	<ul style="list-style-type: none"> <li>Current procedures are adequate and consistent with best practices.</li> </ul>	<ul style="list-style-type: none"> <li>No changes/revisions are recommended at this time.</li> </ul>
Adequate Training Budget	◆	<ul style="list-style-type: none"> <li>The training budget is adequate. Increasing costs of ammunition could strain resources.</li> </ul>	<ul style="list-style-type: none"> <li>The training coordinator should actively monitor ammunition and other training costs and reflect probable increases in the budget.</li> </ul>
Adequate Staffing	◆	<ul style="list-style-type: none"> <li>There are no personnel specifically designated for training.</li> </ul>	<ul style="list-style-type: none"> <li>The newly assigned Support Services lieutenant should be designated as the department training coordinator.</li> </ul>
Adequate Training Facilities/Equipment	◆	<ul style="list-style-type: none"> <li>There are sufficient facilities for traditional classroom instruction.</li> </ul>	<ul style="list-style-type: none"> <li>The department should identify suitable location(s) for defensive tactics (DT) training and active-shooter and tactical training.</li> </ul>
Multi-year Training Plan	◆	<ul style="list-style-type: none"> <li>The department does not have a multiyear training plan.</li> </ul>	<ul style="list-style-type: none"> <li>The RPD needs to develop a multiyear training plan.</li> </ul>
Properly Maintained/Secured Training Records	◆	<ul style="list-style-type: none"> <li>The department's methods for maintaining training records are adequate and consistent with best</li> </ul>	<ul style="list-style-type: none"> <li>No changes/revisions are recommended at this time.</li> </ul>

		practices in American policing.	
“Roll Call” Training Session”	◆	<ul style="list-style-type: none"> <li>• These trainings are occurring but could be more substantive and effective.</li> </ul>	<ul style="list-style-type: none"> <li>• The Support Services lieutenant/training coordinator should be tasked with delivering, enhancing and supplementing this training</li> </ul>
In-Service Lesson Plans	◆	<ul style="list-style-type: none"> <li>• The department does not develop internal in-service training material.</li> </ul>	<ul style="list-style-type: none"> <li>• The RPD needs to develop and provide in-service training and must enhance the quantity and quality of roll call trainings (with specific learning objectives and means of assessment).</li> </ul>

### ◆ DE-ESCALATION

The department currently complies with state in-service requirements in this regard. Certus believes, however, that additional training should be developed and delivered in-house, particularly in the areas of ‘judgmental use of force’ firearms training and defensive tactics (e.g. grappling skills).

### ◆ JUDGMENTAL USE OF FORCE

From a risk management perspective, this has now become a critically important area of police training. The RPD must increase the quantity and quality of such training delivered to its officers.

### ◆ ACTIVE SHOOTER

The RPD does not have an active and robust training program in this area. This should be viewed as a critical deficiency from a risk-management perspective and be immediately addressed.

### ◆ BASIC INVESTIGATIONS COURSE

Personnel performing the investigative function receive sufficient training. The form and process of this training could, however, be more structured and substantive.

### ◆ BASIC MANAGEMENT COURSE

Members of the department currently receive adequate training of this type. It is delivered individually, primarily off-site. The department could provide additional in-house management training to its cohort of supervisors.

### ◆ EXECUTIVE DEVELOPMENT

A basic management/first line supervisor course is offered at local community colleges. The RPD does not require members of the service to successfully complete this course prior to promotion to the rank of sergeant. Upon promotion to the rank of lieutenant and above, there are other command level courses available at the local community colleges (e.g., “Managing the Difficult Employee”), or through the FBI-LEEDA Executive Leadership Institute. The state of North Carolina also offers an Administrative Officers Management program which consists of a full semester (approximately 3 to 4 months) of masters level and bachelors level coursework. RPD supervisors have attended and successfully completed many of these programs.

### U FORMAL FIELD TRAINING PROGRAM FOR PROBATIONARY OFFICERS

The RPD’s program complies with best practices in American policing.

### ◆ FIELD TRAINING PROGRAM FOR NEW SERGEANTS

The department must enhance its current training program for newly promoted sergeants. Additional training should be provided and field supervision (with daily observation reports) should be utilized.

### ◆ COMPLIANCE WITH STATE IN-SERVICE MANDATES

The RPD fully complies with state minimum training requirements.

### ◆ INTERNALLY DEVELOPED CURRICULA

The department does not presently have the capacity to develop and deliver quality in-service training lessons.

### ◆ USE OF TECHNOLOGY

The department's current use of training technology and various electronic training platforms is adequate.

### ◆ PROCEDURES FOR AUTHORIZING OFF-SITE TRAINING

The department's procedures and practices in this regard are adequate and consistent with best practices.

### ◆ ADEQUATE TRAINING BUDGET

The department's training budget is adequate but needs to be actively monitored and enhanced as necessary.

◆ **ADEQUATE STAFFING**

The department needs to assign a supervisor to serve as training coordinator/supervisor.

◆ **ADEQUATE TRAINING FACILITIES/EQUIPMENT**

The department does not presently have access to facilities appropriate for the delivery of in-service training lessons.

◆ **MULTIYEAR TRAINING PLAN**

The department must develop and follow a comprehensive multiyear training plan for all units and employees with specific learning objectives and means of assessment.

◆ **PROPERLY MAINTAINED / SECURED TRAINING RECORDS**

Records are properly stored and catalogued.

◆ **“ROLL CALL” TRAINING SESSION**

These sessions must be more substantive and effective.

◆ **IN-SERVICE LESSON PLANS**

Lesson plans were substantive, properly structured and maintained.

◆ **ADDITIONAL REQUIRED SWAT TRAINING**

The RPD must immediately develop a multi-agency “active shooter” curriculum and immediately conduct exercises in a suitable location.

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**Recommendations:**

Certus believes that a uniformed supervisor should be developing, scheduling, coordinating, and delivering training within the department. We therefore recommend that the department designate the Support Services lieutenant to serve as training coordinator/supervisor. In addition to coordinating ongoing in-service and field training, the newly designated training supervisor would be primarily responsible for developing and coordinating the delivery of in-service lessons.

The RPD should develop a multiyear training plan. This training plan should identify specific training goals and objectives for all units and all sworn and non-sworn members of the department and should be incorporated into the department's newly created overall multiyear strategic plan. The newly appointed training supervisor would be chiefly responsible for developing, reviewing, and revising the training plan as necessary. The training supervisor should actively solicit potential training topics from personnel of all ranks within the department.

The department should form a standing training committee to meet regularly to consider the training needs of the department and set the agenda and training goals for the entire department. The training committee should represent all operational units and should solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and periodically report on the success of training received by members of the department. The newly designated training supervisor should serve as chair of the RPD's training committee.

The training supervisor should work with neighboring agencies (police, fire, emergency medical) and the regional SWAT team to immediately identify or develop and implement an appropriate tactical active-shooter training exercise/program for all uniformed members of the service. An emphasis upon inter-agency coordination and interoperability is essential. Appropriate locations (i.e., a school or place of business) within Rolesville should be identified.

The RPD must develop and deliver on-going driver training for all sworn members of the department.

The town and the RPD should develop an officer fitness training program, which would include financial incentives for participants. Such programs have proven to be beneficial in terms of enhancing officer wellness and serve as a retention incentive.

The town and department should consider offering financial incentives (i.e., base compensation supplements) to officers for foreign language proficiency. This could improve the quantity and quality of community outreach and engagement and serve as an additional retention incentive.

The training committee should utilize the resources promulgated by the International Association of Directors of Law Enforcement Standards and Training (IADLEST). IADLEST membership includes access to an information portal that provides lesson plans, webinars, innovative learning strategies and activities, assessment tools and rubrics, etc.

In light of recent national events, de-escalation and judgmental use of force training for police officers has become critically important for all communities. Immersive firearms simulator training technology is rapidly evolving. The current firearms simulation equipment utilized by the department is adequate, but the department should be open to utilizing new and emerging technologies. We believe that all police departments must avail themselves of the most current firearms training technologies and methods available. During our site visit we discussed such state-of-the-art systems that are now utilized by other departments in the state. We therefore recommend that the department seek opportunities to provide fully immersive judgmental firearms simulator training to its officers. The department should obtain and utilize a state-of-the-art simulated firearms training system of its own (perhaps sharing the costs with one or more law enforcement agencies in the region); or 2) seek opportunities to utilize such equipment owned and operated by other law enforcement agencies in the region.

The department should enhance its sergeants' field training program to include specific learning objectives and methods of assessment (such as daily observation reports [DORs]).

The department should create a field training program for detectives to include specific learning objectives and methods of assessment.

The department should encourage and actively support members of the department to apply to the FBI National Academy.

## Functional Area: Community Outreach

The Rolesville Police Department had a part-time community engagement officer (CEO) who also served as a school resource officer (SRO). In January, this officer was transferred back to patrol due to staffing needs. This officer has all the needed certifications to serve as a full-time CEO. Not creating a full-time CEO would be a missed opportunity. Currently, the department has limited community engagement.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Sworn Staff Assigned	◆	<ul style="list-style-type: none"> <li>One officer assigned part-time to community outreach. The CEO's primary assignment is serving as an SRO. Note: During a zoom meeting with the chief in January, the CEO/SRO was reassigned to patrol for staffing levels.</li> </ul>	<ul style="list-style-type: none"> <li>We recommend RPD assign a full-time sworn officer dedicated to community outreach and training to develop department initiatives in this area.</li> </ul>
Community Survey(s)	◆	<ul style="list-style-type: none"> <li>Not observed in department.</li> </ul>	<ul style="list-style-type: none"> <li>The department should work with the town leadership to periodically conduct such a survey.</li> </ul>
Alarm Abatement Program	◆	<ul style="list-style-type: none"> <li>Not observed in department.</li> </ul>	<ul style="list-style-type: none"> <li>The town leadership should consider developing such a program.</li> </ul>
Neighborhood Watch/Business Watch	◆	<ul style="list-style-type: none"> <li>Not observed in department.</li> </ul>	<ul style="list-style-type: none"> <li>There are numerous new developments/communities being constructed at present. Many such communities have been developed in recent years. The department should attempt to engage homeowners to create such a program.</li> </ul>
Social Media Strategy/PIO	◆	<ul style="list-style-type: none"> <li>The department has a Facebook page that provides information to the community about upcoming events. If the department had a full-time</li> </ul>	<ul style="list-style-type: none"> <li>RPD must develop a sophisticated social media strategy to complement its recruitment efforts.</li> </ul>



		<p>CEO, social media strategy could be expanded.</p> <ul style="list-style-type: none"> <li>• Communication with the community could be enhanced by having a public information officer assist the chief.</li> </ul>	<ul style="list-style-type: none"> <li>• The CEO could also serve as a public information officer to assist the chief.</li> </ul>
Citizens Police Academy/Police Explorers	◆	<ul style="list-style-type: none"> <li>• Not observed in department.</li> </ul>	<ul style="list-style-type: none"> <li>• The department should develop both a Citizen's Academy program and a Police Explorers program and institute both as soon as is practicable.</li> </ul>
Volunteer Program/Intern Program	◆	<ul style="list-style-type: none"> <li>• Not observed in department.</li> </ul>	<ul style="list-style-type: none"> <li>• The department should recruit volunteers from the community to work in tandem with the department to implement Crime Prevention Programs. The department should develop an intern program as a strategy for recruitment.</li> </ul>
Website Utilization	◆	<ul style="list-style-type: none"> <li>• Website not leveraged to engage community.</li> <li>• Website is passive and reactive in nature.</li> </ul>	<ul style="list-style-type: none"> <li>• The department must actively use the website to inform and engage the community.</li> </ul>
Crime Prevention Program	◆	<ul style="list-style-type: none"> <li>• The department's website lists future crime prevention activities. However, the department does not keep detailed statistics in their engagement with the community for crime prevention.</li> </ul>	<ul style="list-style-type: none"> <li>• The department must develop a formal community crime prevention program, with specific objectives and measures of assessment. Statistics pertaining to the number, type of event and attendance information should be tracked.</li> </ul>

## ◆ SWORN STAFF ASSIGNED

The department does not currently have a position for a full-time Community Engagement Officer (CEO). It is recommended that this position be created and filled to carry out the duties of this function. The department did not upload any community engagement documents or statistics (requested items 104-111). Instead, information was obtained through interviews. The department had been utilizing a school resource officer (SRO) to serve as a part-time Community Engagement Officer (CEO). Certus was notified by the chief that in January the SRO/CEO was reassigned to patrol. This reassignment to patrol was not punitive but necessary for staffing so that there is currently no community engagement officer.

The department would significantly benefit from having a full-time community engagement officer. As seen in the above scorecard for Community Engagement, the department needs significant improvements in this area. With a full-time community engagement officer, programs and services could be designed that enhance community engagement. The officer that had previously served as the part-time CEO is one course short of having a Certification in Crime Prevention. Not having a community engagement officer that has a significant amount of training is a missed opportunity. Furthermore, the lack of residential and business surveys for target hardening, crime prevention programs, and a Citizen Academy and Explorer Program are all missed opportunities. There is a need for increasing communication with the community through social media, registration of alarms, and volunteer recruitment to help with this mission, as the lack of focused activity in this area weakens community engagement and relationships. The town of Rolesville is projecting growth especially in the category of residential development, further reinforcing the need to establish a full-time CEO position.

◆ **COMMUNITY SURVEYS**

There are currently no community surveys reflecting the performance of the department with the community or the communities' needs from the department.

◆ **ALARM ABATEMENT PROGRAM**

There is currently no alarm abatement program; the department should explore implementing one with the town's leadership, which could reduce alarm calls for service.

◆ **NEIGHBORHOOD WATCH/BUSINESS WATCH**

There are currently no current neighborhood watch programs or business watch programs. This is a missed opportunity to engage the community and provide crime prevention education.

◆ **SOCIAL MEDIA STRATEGY/PUBLIC INFORMATION OFFICER**

Social media is an important tool for community engagement. The department does advertise some events on social media, but the tool could be utilized more proactively. The community engagement officer could also enhance communication with the community by serving as the backup public information officer to assist the chief in strategic communication with the community.

◆ **CITIZEN ACADEMY/POLICE EXPLORER PROGRAM**

The department should implement a citizen's academy to enhance community engagement and showcase the department to the community.

## ◆ VOLUNTEER PROGRAM/INTERNSHIP PROGRAM

The department needs to establish a volunteer program to assist the department in accomplishing its goals and utilize human resources currently existing in the community. Implementing an internship program with a college institution would provide additional engagement that could serve as a recruitment tool.

## ◆ WEBSITE UTILIZATION

The website is an important tool for community engagement and delivery of information. The community engagement officer should have responsibility for working with the town's information technology department to enhance the website with officers' names and email addresses, advertising community engagement events, providing information for neighborhood/business watch meeting times, and providing other information.

## ◆ CRIME PREVENTION PROGRAMS

It should be noted that the department has participated in events such as National Night Out, Coffee with Cops, Shop with a Cop, and a one-week kids camp in the summer. However, these events are intermittently held and so much more can be done for community engagement. The community engagement officer should keep detailed statistics of all events and programs, including the number of participants, and other data to generate quarterly and end of year reports of accomplishments.

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**Recommendations:**

Create a new, full-time community engagement officer (CEO) position. This position should not have ancillary duties that take the officer away from the mission of community engagement. The CEO would engage in the following activities:

- Recruiting volunteers from the community to work with the department on planning and implementing community events, programs, and activities.
- Establishing an alarm abatement program to assist in reducing calls for service.
- Establishing both residential and business neighborhood watch programs.
- Expanding the department's social media footprint to enhance digital connection with the community.
- Overseeing all community events and keep detailed statistics on community engagement activities.

A citizen satisfaction survey specific to the functions and operations of the RPD should be developed and administered at regular intervals. The results of the survey should be posted publicly on the RPD website.

The department should designate, train and support one uniformed member to serve as public information officer (PIO). The CEO could fulfill this role. The chief should continue to make official statements and media and public appearances as necessary. Going forward, the PIO would work with town officials and the town's newly hired communications specialist to develop a public information strategy for the department, with an emphasis upon advertising and recruitment.

The RPD does not presently have sufficient staffing to offer a Citizens Police Academy. Nevertheless, the department should consider doing so in the future. In the interim, an abbreviated citizen engagement program should be developed, which would include lectures and presentations held at police headquarters, as well as a citizens ride-along program.

The department should fund and support a Police Explorer program. Such programs are an excellent recruitment and community engagement tool. The RPD should coordinate and combine its efforts with programs offered by other departments in the region. Specific performance goals for this program should be established and the department should regularly monitor progress towards those goals.

The department should implement an internship program in partnership with a college, which is another approach to community engagement and recruitment. Additionally, a volunteer program can impact community engagement and help the department with its mission.

All full-time members of the department should have their email addresses listed on the department's website (presently, only the chief and the administrative specialist are listed).

Revise General Order 100.22, Community Services, to reflect the responsibilities of a community engagement officer.

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## Functional Area: Facilities/Physical Plant

The Rolesville Police Department is outgrowing the current facility. External and internal security needs several enhancements. Planning for a future facility would be beneficial.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Location of the facilities	◆	<ul style="list-style-type: none"> <li>The police department is located in a small strip mall. The building was converted from a store into a police station. A new facility would better meet the needs of the department.</li> <li>Limited parking for officers and the public.</li> <li>Exterior of building needs enhanced security.</li> <li>Interior of facility needs security upgrades in the lobby and front office area.</li> </ul>	<ul style="list-style-type: none"> <li>The department and town leadership should consider planning for a new police facility that would accommodate the department's current and future needs.</li> </ul>
Detention Cells	◆	<ul style="list-style-type: none"> <li>No holding cells, only a bench in which the prisoner sits while handcuffed. This procedure is an officer safety issue.</li> <li>Spacious area for administrative paperwork in booking prisoners, but the officer's back is facing the prisoner that sits on a bench.</li> </ul>	<ul style="list-style-type: none"> <li>There are no holding cells in the facility. The current room and method of securing a prisoner is unacceptable and impacts officer safety. Policy changes need to be implemented. Cameras and panic buttons need to be installed in this room.</li> </ul>
Interview Rooms	◆	<ul style="list-style-type: none"> <li>Audio and video interview room.</li> </ul>	<ul style="list-style-type: none"> <li>Suitable interview room.</li> </ul>
Lobby Service Window	◆	<ul style="list-style-type: none"> <li>Security could be enhanced in the front lobby.</li> </ul>	<ul style="list-style-type: none"> <li>Bullet proof glass in lobby would increase security for the administrative assistant.</li> </ul>
Locker Room and Break Room	◆	<ul style="list-style-type: none"> <li>Locker room space is sufficient for current personnel.</li> <li>Functional and clean break room.</li> </ul>	

		<ul style="list-style-type: none"> <li>No gym on site. However, the department does provide a gym membership for employees.</li> </ul>	
Office Space	◆	<ul style="list-style-type: none"> <li>Clean and spacious conference room suitable for internal meeting. However, the conference room is not large enough for community meetings though it is a suitable size for current staff meetings.</li> </ul>	
Storage Space	◆	<ul style="list-style-type: none"> <li>The department is outgrowing the available storage space.</li> </ul>	<ul style="list-style-type: none"> <li>Rectify by adding onto the building or developing a new facility.</li> </ul>
Building(s)	◆	<ul style="list-style-type: none"> <li>The physical appearance of the building is attractive and clean. The size of the building is not sufficient for a growing department.</li> </ul>	<ul style="list-style-type: none"> <li>The police department needs to start planning for a new facility that will meet the future needs of the department and provide greater internal and external security.</li> </ul>
Fire Suppression Systems	◆	<ul style="list-style-type: none"> <li>Fire Suppression System routed throughout the building.</li> </ul>	

## ◆ LOCATION OF FACILITY

The facility is located in a small strip mall. The building is primarily a brick structure with opaque glass windows and doors. The building is at one end of the strip mall next to Northwake Eye Care Center. Parking is limited to a small number of spaces in front of the building and to the side of the building. The department needs to start planning for a new facility that will meet future needs of the department and community.

The exterior security of the building needs improvements. However, with the current layout of the building, enhancing exterior security will be difficult. The department should not be

connected to another building to limit potential intrusions. The building should also be fenced in for target hardening.

The back of the building had four light fixtures but no security cameras. There are three doors at the back of the building. Two of the doors are always locked, and the third one requires a card reader for entrance into the building. The side of the building facing Storage Drive has five light fixtures and one camera positioned on the rear corner of the building. On this side of the building is an employees' entrance. This door is secured by a key lock and card reader.

The front of the building has four light fixtures and one camera. The front door of the building leads into a small lobby. This door can be auto-locked by the administrative assistant who sits behind a glass lobby window to assist the public, but the glass is not bullet-proof. There is a door that leads from the lobby area into the interior of the building and only employees have a key fob to open this door. In the hallway there is a camera that monitors the lieutenant's office, office supply room, training room, equipment room, bathrooms, and mailboxes. There is an ammunition room that is kept locked, to which only the chief, captain and lieutenant have access by using a key.

## ◆ DETENTION CELLS

The primary internal security concern is the officer's work area room. The employees' entrance door leads into this room. Prisoners are brought into this room and sit handcuffed on a bench. The officer's back is to the prisoner when filling out administrative documents. Many times, the only ones in this room are a single officer with a prisoner. The room does not have any cameras or panic buttons. This is a major security concern and needs to be addressed. At a minimum, cameras and panic buttons should be installed immediately. Also, if there is another sworn officer available in



the building, the sworn officer should monitor the officer and prisoner. The absence of a secure temporary detention cell in the headquarters building is not simply problematic, it currently represents a significant officer safety and liability risk. It is strongly recommended that the department: 1) immediately install a video surveillance camera and a panic button in the room (as well as the necessary systems and policies to actively monitor them); or 2) immediately implement a policy whereby all arrested persons are transported directly to the jail facility, not the headquarters building, after arrest. Certus strongly advises against having a solitary officer in the room/property processing area with a prisoner in custody. If it is necessary to bring a prisoner to headquarters, a second officer should be physically present at all times.

### ◆ INTERVIEW ROOMS

Interview rooms have audio and visual recording ability, which is appropriate for department needs.

### ◆ LOBBY SERVICE WINDOW

Bullet proof glass is desirable but expensive. A new facility should have bullet proof glass in the lobby. The department utilizes Digital Watchdog for security. This system can be viewed on the chief's and captain's computers. It would be beneficial for security to have a separate monitor in the administrative assistant's office which can view the feeds from all cameras.

### ◆ LOCKER ROOM AND BREAK ROOM

The locker room and break room accommodate the needs of the agency.

## ◆ OFFICE SPACE

Office space accommodates the current needs of the department. However, with expected growth of the department, office space may become limited.

## ◆ STORAGE SPACE

There are limited storage closets and rooms. The department is outgrowing these storage areas for files and equipment. While the closets and rooms appear neat, some are at full capacity. There is a storage area across the street for spare vehicles, trailers, and equipment. This storage area is secured with a metal fence. The gate has a digital code pad for access and there is a security camera aimed at the entrance gate. The hallway leading to the property and evidence room and the department's server is monitored by a camera. The server is placed into a closet area with limited ventilation but is also monitored by a camera.

## ◆ BUILDINGS

The building is attractive and clean. However, the issue is storage space for current and future needs.

## ◆ FIRE SUPPRESSION

There is a fire suppression system throughout the building. There is an emergency defibrillator in the building and fire extinguishers located near the server, patrol room, property and evidence lockers, conference room, near the copier, and by the front door.

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**Recommendations:**

The department should work with town leadership to plan for a new police facility in the future. The facility should be designed for growth in the department and have appropriate and secure parking areas.

Until the department has a new facility that can be designed with state-of-the-art security, the exterior of the building needs security improvements, including installation of cameras in the rear of the building.

The interior of the building also needs security improvements. Bullet proof glass in the lobby separating the public from the administrative assistant would be desirable but expensive. The new facility should have bullet proof glass in the lobby. A monitor should be placed in the administrative assistance office to enable a view of who is approaching the lobby.

The officer's work area room needs security enhancements for officer safety. The work desk is positioned so that the officer's back is to the prisoner. The prisoner is handcuffed but sits on a bench. The work desk area needs to be repositioned. The room needs cameras installed and panic buttons. Policy should require that when only one officer and a prisoner are in the work area, any sworn officers in the building should monitor the room either in person or by camera.

The computer server would benefit by being moved to a location with greater ventilation.

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## Functional Area: Miscellaneous

The RPD should continue to engage the accreditation process with NCLEA and the bi-annual risk assessment through the NCLM.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Accreditation	◆	<ul style="list-style-type: none"><li>The RPD is not currently accredited but is engaged in the process of seeking accreditation from NCLEA.</li></ul>	<ul style="list-style-type: none"><li>Continue to engage in the NCLEA accreditation process.</li></ul>

### ◆ ACCREDITATION

The RPD is not currently accredited by the Commission on Accreditation for Law Enforcement Agencies (CALEA). The consultants were advised, however, that the RPD uses the standards promulgated by CALEA as best practices. Certus agrees that such standards are indeed quite useful for these purposes.

At the time of our site visit, the state of North Carolina was engaged in developing a state accreditation program for police departments. North Carolina Law Enforcement Accreditation (NCLEA) standards were published by the North Carolina Criminal Justice Education and Training Commission in July 2021. These standards are scheduled to be formally reviewed in February 2023. The consultants were advised that the RPD will apply and actively seek such accreditation once it is available.

The RPD undergoes bi-annual risk assessments by the North Carolina League of Municipalities (NCLM). These detailed assessments focus upon “high-liability” areas, such as property and evidence management, training, and internal investigations/civilian complaints.

Certus reviewed the *2019 NCLM Law Enforcement Risk Review Report* and found it to be detailed and comprehensive. The RPD was rated in a variety of performance dimensions, such as administration (e.g., early intervention systems, supervisor training, biased based policing, etc.) and operations (e.g., use of force, care and custody of suspects, dealing with persons of diminished capacity, etc.). We note that item five (5) of the operations section of the report, which pertains to holding cells, was not addressed by the auditors/review team, as the RPD does not presently operate a “holding cell.” As mentioned elsewhere in this report, Certus views the temporary detention of arrested persons in the headquarters building’s patrol room as problematic. Specific recommendations for improvement are contained in this report.

## Functional Area: Strategic Planning/Management

The department is currently engaged in developing/implementing a multiyear strategic plan. Command staff personnel must delegate many clerical and administrative tasks. Monthly supervisors meetings must be enhanced to increase internal communication, ensure accountability, train and evaluate supervisors, and actively use timely and accurate performance data for decision support.

CATEGORY	SCORE	OBSERVATIONS	RECOMMENDATIONS
Quality of Strategic Planning Process	◆	<ul style="list-style-type: none"> <li>Process not observed.</li> </ul>	<ul style="list-style-type: none"> <li>Future iterations of Strategic Plan should include active participation of internal and external stakeholders.</li> </ul>
Quality of Strategic Plan	◆	<ul style="list-style-type: none"> <li>Current plan has appropriate strategic objectives.</li> </ul>	<ul style="list-style-type: none"> <li>Must engage internal and external stakeholders to ensure necessary buy-in for the plan.</li> </ul>
Quality of Implementation	◆	<ul style="list-style-type: none"> <li>Strategic plan has not been fully implemented.</li> </ul>	<ul style="list-style-type: none"> <li>Implementation must be slow and thoughtful. Revised supervisors meetings will be the mechanism for introduction and full implementation.</li> </ul>
Monthly Management Meetings	◆	<ul style="list-style-type: none"> <li>Bi-weekly command staff meetings.</li> <li>Monthly supervisors meetings.</li> </ul>	<ul style="list-style-type: none"> <li>Meetings are currently being conducted. Their format must be revised and enhanced.</li> </ul>
Data Dashboard of Timely/Accurate Performance Data	◆	<ul style="list-style-type: none"> <li>Does not currently exist.</li> </ul>	<ul style="list-style-type: none"> <li>The department must develop and utilize one primary dashboard for organizational performance data.</li> </ul>

### ◆ QUALITY OF STRATEGIC PLANNING PROCESS

Strategic planning process must be more transparent and inclusive to ensure adequate buy-in. Focus groups of internal and external stakeholders must be convened to 1) identify the department's current state (via SWOT analysis); 2) identify the desired state (via visioning exercise); and, finally, to 3) develop strategic objectives, strategies, and performance measures to 'close the gap.'

### ◆ QUALITY OF STRATEGIC PLAN

The strategic planning document presented to the consultants was reviewed and found to contain appropriate strategic objectives. The process for vetting and finalizing this document must include active participation of internal and external stakeholders. Specific strategies and performance measures must be developed to gauge the relative degree of progress towards stated goals. Certus is available to assist and guide this process, if necessary.

### ◆ QUALITY OF IMPLEMENTATION.

This preliminary planning document must be properly vetted and approved by a strategic planning committee comprising representatives of all ranks within the department. Once approved, the strategic planning committee can begin to identify: 1) strategic objectives; 2) performance indicators; and 3) performance measures. Certus is available to assist in this process as needed.

### ◆ MONTHLY MANAGEMENT MEETINGS

At the time of our site visit, the RPD was conducting bi-monthly supervisors meetings. All uniformed personnel attend these meetings above the rank of sergeant. While the detective sergeant does attend supervisor meetings, the other detective does not regularly meet with patrol

supervisors. We were advised that the structure and format of these meetings is rather informal. There is no agenda published in advance and minutes are not taken.

The form and content of these meetings must be enhanced. Certus believes that all first-line supervisors need to be in attendance and actively participate in management meetings. This will serve a necessary training function, aid in the identification and mentoring of talented supervisors, and generally improve morale due to an enhanced level of communication and internal transparency.

Command staff meetings are currently held every month and are attended by all lieutenants, the captain, and the chief. There are no agendas distributed in advance and no minutes are taken.

The chief regularly meets with the town manager via weekly department head meetings and attends town council meetings the first and third Tuesday of every month. The captain does not typically attend these meetings. Summary performance data is relayed to the town manager and town council via FYI monthly reports. Certus reviewed these reports and finds that they do not adequately capture workload or assess organizational performance. These reports should therefore be enhanced in terms of both the quantity and quality of performance information contained. This recommendation aligns with the recommendations of the Town-Wide Organizational Assessment performed by the Novak Group (2020) (i.e., “The collection and use of performance measurement data is one critical element of a performance management system” [p. 16]; “Data should be regularly reported to staff, Department leadership, and Town leadership” [p. 17]).

The chief actively participates in regularly scheduled county chiefs meetings and actively engages with the Roseville community (e.g., he has served on the advisory committee of the



Roseville Charter Academy). The detective sergeant regularly attends meetings of the Wake County Coalition for Safer Schools.

## U DATA DASHBOARD OF TIMELY/ACCURATE PERFORMANCE DATA

Not observed.

### **Recommendations:**

Certus believes that the department is presently well-positioned to continue the process of developing and implementing a multiyear strategic plan. We believe however that it is critically important to fully engage and collaborate with internal and external stakeholders to develop and publish this multiyear strategic plan. It is imperative that the department: 1) obtain stakeholder buy-in; and then 2) develop reasonable and attainable performance goals, as well as mechanisms for tracking progress in achieving these goals from year to year. The development of a functional strategic plan should be a thoughtful and inclusive process.

The written strategic planning document that is developed must include specific goals and objectives for the department, as well as all operational units. Once it is developed and properly vetted, this plan should be broadly communicated within the department and throughout the community.

It is important to note most American police departments the size of the RPD do not currently have a multiyear strategic plan as described above. Nevertheless, American policing has changed dramatically in recent years. All departments are now held to higher standards of transparency and accountability (see, for example, (2015) Final Report of the President's Task Force on 21st Century Policing). As such, we believe that strategic plans are now a necessity. Considering the significant development and population growth anticipated over the next several years, Certus recommends that the department begin the process of formulating its new plan now. Certus is available to assist with this process as needed.

The department should publish comprehensive annual reports. Annual reports should not simply report aggregate data for work performed during the previous year but should make explicit reference to the department's overall multiyear strategic plan. Specifically, annual reports should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of progress/success the department has had in achieving each of these goals.

The captain should accompany the chief to town council meetings and should assist in presenting and explaining organizational performance data. The RPD does not have an explicit succession plan in place. Certus recommends that all command level supervisors be gradually introduced to

additional leadership responsibilities and evaluated on their ability to perform them. This aligns with Recommendation 2 of the Novak Group’s 2020 Town-Wide Organizational Assessment (“Creat[e] an innovative culture that values professional development” [p. 13]).

Supervisors meetings should be scheduled and held every month and should be more structured and substantive.

A written agenda should be distributed in advance of all supervisors meetings. All supervisors (sworn and non-sworn) should be encouraged to suggest agenda items, as necessary.

Minutes should be recorded to ensure accountability, transparency and adequate follow up on action items. These meetings should frequently reference the multiyear department strategic plan (when finalized), as well as individual unit goals, as a means of checking overall progress toward these stated goals.

A review of patrol operations, detective investigations and case updates, narcotics enforcement, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every monthly supervisors meeting. For example:

#### Proposed Agenda for Monthly Supervisors Meetings:

1. Criminal incidents, crime reports (review and analysis)
2. Investigations (case updates, narcotics investigations, etc.)
3. School safety (SRO activities, events)
4. Traffic (analysis of vehicle accidents, enforcement activities, citations)
5. Administrative
  - a) Scheduling (overtime expenditures; sick leave; modified assignment, etc.)
  - b) Training (basic, field, in-service)
  - c) Recruitment/hiring
  - d) Community engagement (outreach efforts, HOA meetings/events, community event planning and debriefs)
  - e) Special community event planning
6. New Business

The department should continue to hold executive staff meetings. However, a significant portion of the items addressed at these meetings can likely be more properly and effectively addressed at enhanced Supervisors Meetings (for sergeants and above). For example, a meeting might address an increase in overtime that was experienced as a result of directed patrols, or budgetary issues

relating to the purchase of equipment. These meetings are an effective means of communicating and vetting administrative issues and provide meaningful feedback concerning the department's relative degree of success in achieving goals that are stated in its multiyear strategic plan.

It is recommended that the department review the performance information that is currently being compiled and referred to during its various internal meetings and attempt to combine the information into *a [single] usable performance measurement system or template* (i.e., a data dashboard). If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard (such as an enhanced FYI Report) the information is more likely to be regularly consulted/retrieved by managers and used to actively manage daily operations. It is critical to have a central source of key performance data. Multiple sources and locations of information hinder the department's ability to engage in proactive management.

The department should task one staff member of the department to obtain timely and accurate data to be used in this manner and incorporate it into its "monthly activity report" (an enhanced FYI Report). It is likely that the newly appointed full-time administrative assistant can be charged with this, provided he/she is adept at querying the department's various databases to obtain timely and accurate performance data.

The specific performance measures to be tracked and reported at supervisors meetings and/or included in the data dashboard are entirely at the discretion of the RPD. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon the department, but rather should be derived from within. The RPD must determine what is considered to be "baseline normal" in terms of the monthly number of vehicle crashes, citations, use of force reports, etc., then actively track performance going forward. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified later. These indicators should always form the basis of discussions at staff meetings.

It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals to determine seasonal variation and obtain overall performance levels for the agency and its various units.

Any substantive changes to the current performance management framework or meeting schedule must be communicated to, understood by, and acted upon by all members of the department.

It is recommended that the department continue to utilize a standard template to convey pertinent performance information to the town manager. This would include crime and traffic enforcement data, as well as budgetary and administrative information such as sick time, comp time, and overtime expenditures, and any other measures that the chief and town manager agree to include.

The chief must continue to meet with the town manager monthly to discuss the ongoing management of the department. More frequent meetings should be scheduled, as necessary.

The department's newly appointed administrative assistant should be charged with searching its data systems to regularly produce internal performance data to be used at these monthly meetings

between the chief and the town manager. Aggregate data should be broken down and fully analyzed whenever possible. For example, the department must continually report who is accumulating overtime, when, and why?

While both the town and the department currently have virtually all this information in their possession, mere access is not sufficient. This information must be shared, analyzed, and used as the basis of substantive discussions between the chief and the town manager about organizational performance and effectiveness.

Additional recommendations re: the format of supervisors meetings:

There must be a collaborative dialogue during supervisors meetings, rather than formal presentations. In other words, there must be an active give-and-take in which supervisors and field personnel are challenged to explain why crime or vehicle accidents are occurring and to set out plans for crime/accident reduction. A critical aspect of these meetings is to identify lessons learned. There is a crucial distinction between holding patrol and detective supervisors personally accountable for these events (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these incidents in an effort to reduce future occurrences. Supervisors meetings should be used to reflect upon the following questions: *What is happening (in the community)? How do we know this? What should be done? Are our efforts having any effect? and How can we tell?*

The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals, for example, "*a town-wide reduction in the number of domestic violence incidents*" or "*a twenty (20) percent reduction in motor vehicle accidents with personal injuries.*" Supervisors should continually be challenged to define what success looks like, then to use timely and accurate data to gauge performance.

The training supervisor must actively participate at all supervisors meetings and must be intimately involved in reviewing current police practices and policies, use of force reports, etc., to identify needed training, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions. Supervisors meetings should not be used primarily as a recapitulation of past events. Rather, they should be used to generate new knowledge and specific action plans. supervisors meetings have great potential for encouraging brainstorming and innovative problem solving.

The department should designate a supervisor to performs an annual evaluation of all risk management data, including information on police vehicle pursuits, uses of force, department-involved traffic accidents, and other incidents that have the potential to incur liability for the town of Rolesville, the RPD, and its employees. This review should specifically focus on identifying possible training and policy needs or improvements and be reviewed by the command staff.

## Conclusion

The Rolesville Police Department is an excellent organization. The quality of the management and the dedication to public safety by its employees is outstanding.

The department has an opportunity to leverage the findings and recommendations found in this assessment to improve current operations and position itself for strategic growth as the needs and size of the community grows.

The structure and organization of the department are sound. The patrol schedule is well-designed, and personnel deployment and staffing are consistent with the workload demands.

In general, the department should engage a more rigorous strategic planning and management process and use that process to drive the performance of the department. Engaging in this process in conjunction with the staffing and resource recommendations made in this report will further solidify the excellent in the department and permit it to meet the needs of the community well into the future.

# Calls for Service Data

## Response Times by Category and Type of CFS

Category	Problem Nature	Average Response Time
<b>Accident</b>	MVC - Damage	0:04:07
	MVC - Damage/Bus	0:03:49
	MVC - Hit & Run	0:08:34
	MVC - Hit & Run Earlier	0:04:53
	MVC - Injury	0:02:23
	MVC - Roadway Blocked	0:03:42
	MVC - Unknown Injuries	0:03:14
<b>Accident Total</b>		<b>0:04:08</b>
<b>Alarm</b>	Alarm/Audible	0:03:10
	Alarm/Burglar/Commercial	0:02:59
	Alarm/Burglar/Residential	0:04:17
	Alarm/Holdup/Panic	0:05:18
<b>Alarm Total</b>		<b>0:03:56</b>
<b>Animal</b>	Animal - Abandoned	0:07:46
	Animal - Bite	0:02:23
	Animal - Cruelty	0:09:07
	Animal - Noise/Bark	0:08:27
	Animal - Other Request/Explain	0:03:32
	Animal - Sick/Injured	0:07:52
	Animal - Stray/Loose	0:05:30
	Animal - Talk with Officer	0:05:39
	Animal - Vicious	0:03:44
<b>Animal Total</b>		<b>0:06:21</b>
<b>Crime-Person</b>	Assault	0:06:11
	Assault - Earlier	0:01:31
	Assault - Injury/EMS	
	Communicating Threat - Earlier	0:05:21
	Communicating Threats	0:05:26
	Domestic - Earlier/Explain	0:04:43
	Hostage Situation	0:05:06
	Robbery - Strongarm	0:09:38
	Sex Offense	
	Sex Offense - Earlier	0:03:10
	Shooting - Person Shot	0:07:02
	Shooting - Walk In	0:14:17
	Shots Fired in Area	0:02:59

	Shots in Building/Veh Earlier	0:02:08
	Stabbing	0:01:53
	Stalking - Earlier	0:02:19
	Suicide	
<b>Crime-Person Total</b>		<b>0:04:53</b>
<b>Crime-Property</b>	Break-in Vehicle	0:00:58
	Break-in Vehicle - Earlier	0:05:01
	Burglary	0:03:23
	Burglary - Earlier	0:04:56
	Damage to Property	0:02:20
	Damage to Property - Earlier	0:05:33
	Fraud	0:02:32
	Fraud - Earlier	0:05:58
	Identity Theft	0:09:27
	Larceny - Earlier	0:04:51
	Larceny - Other/Explain	0:03:43
	Larceny - Vehicle	0:03:30
	Open Door	0:02:16
	Recovered Vehicle	0:22:05
	Trespassing	0:02:43
	Unauth Use Vehicle	0:01:20
<b>Crime-Property Total</b>		<b>0:04:28</b>
<b>Foot Patrol</b>	Foot Patrol	0:00:00
<b>Foot Patrol Total</b>		<b>0:00:00</b>
<b>Investigate</b>	Abandoned Vehicle	0:06:41
	Abuse/Neglect - Explain	0:01:22
	Attempt to Locate	0:06:53
	BOLO	0:04:55
	Check On Welfare	0:05:00
	Code Blue	0:01:42
	Deceased Person	0:01:41
	Domestic	0:03:38
	Follow-Up Investigation	0:09:01
	Subject Down	0:03:53
	Suicide Threat	0:07:53
	Warrant Service	0:16:08
	WCS Custody Dispute	0:05:43
<b>Investigate Total</b>		<b>0:05:56</b>
<b>Miscellaneous</b>	911 Hangup	0:04:15
	Assist Other Agency	0:05:46
	Escort/Transport	0:02:14
	Foot Chase	

	Found Person	0:01:09
	Found/Recovered Property	0:07:29
	Harassment	0:03:01
	Information Report	0:02:32
	Missing Person - Adult	0:03:58
	Nature Unknown	0:02:54
	Other Call - Explain	
	Refusal to Leave	0:01:43
	Request for Service - Explain	0:06:26
	Talk With Officer	0:05:25
<b>Miscellaneous Total</b>		<b>0:05:11</b>
<b>Public Order</b>	Alcohol Violation	0:05:23
	Begging	0:06:15
	Disturbance	0:02:38
	Drug Law Violation	0:04:06
	Fight	0:07:47
	Fireworks	0:04:42
	Illegal Dumping	0:03:59
	Indecent Exposure	0:04:21
	Intoxicated Person	0:13:54
	Loitering	0:00:21
	Lost Child	0:02:35
	Lost Property	0:04:42
	Loud Noise Complaint	0:06:58
	Loud Party Complaint	0:02:47
	Mental Commitment	0:17:43
	Mental Commitment - Violent	0:08:49
	Missing Person - Juvenile	0:01:35
	Overdose	0:02:34
	Prostitution	0:07:29
	Utility Electrical Wires Down	
<b>Public Order Total</b>		<b>0:05:22</b>
<b>Security Check</b>	Security Check	0:03:49
	Security Check - Non-Residential	0:00:00
	Security Check - Residential	0:04:15
<b>Security Check Total</b>		<b>0:02:54</b>
<b>Suspicious</b>	Concealed Weapon Violation	0:05:16
	Subject with Gun	0:00:37
	Suspicious Activity	0:02:42
	Suspicious Item	0:06:09
	Suspicious Person	0:04:06
	Suspicious Vehicle	0:04:10



<b>Suspicious Total</b>		<b>0:03:54</b>
<b>Traffic</b>	Assist Motorist	0:04:11
	Careless & Reckless	0:05:46
	Direct Traffic	0:07:32
	Escort/Funeral	0:00:04
	Intoxicated Driver	0:02:43
	Parking Violation	0:06:43
	Road Hazard	0:07:43
	Slim Jim Request	0:04:33
	Traffic Light Malfunction	0:12:52
	Traffic Stop	0:00:22
<b>Traffic Total</b>		<b>0:05:41</b>
<b>Grand Total</b>		<b>0:04:53</b>

## Total Time, Average Time, Count of Calls by Category and Response Area

Response Area	Category	Officer Self-Initiated			911 CFS		
		Sum of Call Length	Average of Call Length	Count of Call Length	Sum of Call Length	Average of Call Length	Count of Call Length
ROPD ROP01	Miscellaneous				0:18:03	0:09:01	2.00
	Public Order	8:30:59	8:30:59	1.00			
	Traffic	18:51:40	3:08:37	6.00			
<b>ROPD ROP01 Total</b>		<b>27:22:39</b>	<b>3:54:40</b>	<b>7.00</b>	<b>0:18:03</b>	<b>0:09:01</b>	<b>2.00</b>
ROPD ROP02	Accident	1:04:53	1:04:53	1.00	32:36:25	0:57:33	34.00
	Foot Patrol	2:28:51	0:21:16	7.00			
	Investigate	2:18:12	1:09:06	2.00	1:48:08	0:18:01	6.00
	Miscellaneous				3:49:34	0:45:55	5.00
	Public Order	0:12:49	0:12:49	1.00			
	Security Check	6:48:09	0:12:22	33.00			
	Suspicious				0:21:37	0:10:48	2.00
	Traffic	45:07:34	0:10:02	270.00	11:49:42	0:59:09	12.00
<b>ROPD ROP02 Total</b>		<b>58:00:28</b>	<b>0:11:05</b>	<b>314.00</b>	<b>50:25:26</b>	<b>0:51:17</b>	<b>59.00</b>
ROPD ROP03	Accident	5:29:06	0:54:51	6.00	24:19:53	0:50:20	29.00
	Alarm				7:15:47	0:15:02	29.00
	Animal				1:11:23	0:23:48	3.00
	Crime-Person	11:01:47	0:38:56	17.00	7:30:24	1:30:05	5.00
	Crime-Property	2:16:58	0:17:07	8.00	30:19:36	1:53:43	16.00
	Foot Patrol	55:43:32	0:37:34	89.00			
	Investigate	19:47:16	3:57:27	5.00	9:56:13	1:39:22	6.00
	Miscellaneous	1:18:31	0:26:10	3.00	5:38:25	0:30:46	11.00
	Public Order	20:28:59	1:12:18	17.00	20:41:24	1:17:35	16.00
	Security Check	78:47:23	0:19:13	246.00			
	Suspicious	2:30:16	0:30:03	5.00			
	Traffic	5:09:16	0:09:59	31.00	3:52:41	0:17:54	13.00
	<b>ROPD ROP03 Total</b>		<b>202:33:04</b>	<b>0:28:28</b>	<b>427.00</b>	<b>110:45:46</b>	<b>0:51:55</b>
ROPD ROP04	Foot Patrol	10:00:18	0:24:01	25.00			
	Investigate				2:55:19	1:27:40	2.00
	Miscellaneous	0:04:01	0:04:01	1.00			
	Security Check	17:32:56	0:14:50	71.00			
	Suspicious				0:12:22	0:04:07	3.00
	Traffic	2:46:33	0:07:34	22.00			
<b>ROPD ROP04 Total</b>		<b>30:23:48</b>	<b>0:15:20</b>	<b>119.00</b>	<b>3:07:41</b>	<b>0:37:32</b>	<b>5.00</b>

<b>ROPD ROP05</b>	Accident				17:21:45	1:20:08	13.00
	Alarm				8:01:13	0:12:40	38.00
	Animal				7:03:24	0:35:17	12.00
	Crime-Person				2:45:09	0:27:32	6.00
	Crime-Property	0:23:31	0:23:31	1.00	17:38:28	2:12:18	8.00
	Foot Patrol	3:52:36	0:16:37	14.00			
	Investigate	1:30:31	0:22:38	4.00	3:56:28	0:23:39	10.00
	Miscellaneous				8:10:44	0:21:20	23.00
	Public Order	0:32:57	0:32:57	1.00	2:02:25	0:17:29	7.00
	Security Check	41:16:37	0:06:33	378.00	0:25:01	0:25:01	1.00
	Suspicious	0:10:20	0:05:10	2.00	2:32:10	0:19:01	8.00
	Traffic	3:41:37	0:20:09	11.00	1:49:51	0:18:18	6.00
<b>ROPD ROP05 Total</b>		<b>51:28:09</b>	<b>0:07:31</b>	<b>411.00</b>	<b>71:46:38</b>	<b>0:32:38</b>	<b>132.00</b>
<b>ROPD ROP06</b>	Accident				4:24:52	0:44:09	6.00
	Alarm				3:15:40	0:09:19	21.00
	Crime-Person				1:42:32	0:34:11	3.00
	Crime-Property	1:00:09	0:30:04	2.00	11:59:19	1:11:56	10.00
	Foot Patrol	3:17:35	0:11:37	17.00			
	Investigate	0:59:24	0:19:48	3.00	4:30:32	0:27:03	10.00
	Miscellaneous	0:41:17	0:20:39	2.00	5:30:36	0:23:37	14.00
	Public Order				6:22:59	0:20:09	19.00
	Security Check	74:25:07	0:06:47	659.00	0:55:18	0:27:39	2.00
	Suspicious	0:04:14	0:04:14	1.00	1:48:25	0:12:03	9.00
	Traffic	0:27:20	0:05:28	5.00	0:53:42	0:26:51	2.00
<b>ROPD ROP06 Total</b>		<b>80:55:06</b>	<b>0:07:03</b>	<b>689.00</b>	<b>41:23:55</b>	<b>0:25:52</b>	<b>96.00</b>
<b>ROPD ROP07</b>	Accident	37:48:50	1:01:19	37.00	322:00:23	0:50:19	384.00
	Alarm	0:56:16	0:14:04	4.00	88:14:42	0:11:37	456.00
	Animal	0:13:14	0:13:14	1.00	27:40:57	0:20:01	83.00
	Crime-Person	31:47:00	1:16:17	25.00	88:46:00	1:00:31	88.00
	Crime-Property	61:55:07	1:05:11	57.00	237:54:53	0:45:10	316.00
	Foot Patrol	2 2445:21:10	0:20:07	7293.00	10:49:20	0:46:23	14.00
	Investigate	145:38:51	0:36:34	239.00	488:02:10	0:55:09	531.00
	Miscellaneous	70:51:51	0:28:55	147.00	402:16:57	0:30:43	786.00
	Public Order	116:43:54	1:13:44	95.00	286:57:58	0:40:48	422.00
	Security Check	#####	0:12:00	17402.00	20:33:09	0:32:27	38.00
	Suspicious	53:15:32	0:18:55	169.00	79:33:20	0:22:31	212.00
	Traffic	555:52:41	0:12:08	2749.00	129:52:49	0:28:33	273.00

<b>ROPD ROP07 Total</b>	<b>6999:03:44</b>	<b>0:14:53</b>	<b>28218.00</b>	<b>2182:42:38</b>	<b>0:36:21</b>	<b>3603.00</b>
<b>ROPD ROP08</b> Alarm				0:53:52	0:17:57	3.00
Animal				0:13:00	0:13:00	1.00
<b>ROPD ROP08 Total</b>				<b>1:06:52</b>	<b>0:16:43</b>	<b>4.00</b>
<b>ROPD ROP09</b> Accident				12:21:34	1:22:24	9.00
Investigate	2:27:11	1:13:36	2.00	0:22:57	0:22:57	1.00
Public Order	2:21:20	1:10:40	2.00			
Security						
Check	0:29:32	0:14:46	2.00			
Traffic	30:15:50	0:08:41	209.00	2:00:12	2:00:12	1.00
<b>ROPD ROP09 Total</b>	<b>35:33:53</b>	<b>0:09:56</b>	<b>215.00</b>	<b>14:44:43</b>	<b>1:20:26</b>	<b>11.00</b>
	<b>7485:20:51</b>	<b>0:14:46</b>	<b>30400.00</b>	<b>2476:21:42</b>	<b>0:36:47</b>	<b>4040.00</b>
	<b>7485:20:51</b>	<b>0:14:46</b>	<b>30400.00</b>	<b>2476:21:42</b>	<b>0:36:47</b>	<b>4040.00</b>