Geographic and Operations Assessment

Prepared for the Jacksonville Sheriff's Office

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Acknowledgments

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Acronyms

BWC	Body-Worn Camera
CAD	Computer Aided Dispatch
CAU	Crime Analysis Unit
CEAP	Community Engagement Action Plan
CFO	Chief Financial Officer
CFS	Calls for Service
CJIS	Criminal Justice Information System
CP	Continued Presence
CSO	Community Service Officer
DDACTS	Data Driven Approach to Crime and Traffic Safety
DORs	Daily Observation Reports
DUI	Driving Under the Influence
EVOC	Emergency Vehicle Operations Center
FOP	Fraternal Order of Police
FTO	Field Training Officer
HIDTA	High Intensity Drug Trafficking Area
IA	Internal Affairs
ILP	Intelligence Led Policing
IT	Information Technology
LOB	Lines of Business
LPR	License Plater Reader
NCIC	Nation Crime Intelligence Center
PECO	Police Emergency Communications Officer
PIO	Public Information Officer
PRIU	Public Relations and Information Unit
PST	Property Service Technician
RMS	Records Management System
RT	Response Time
RTCC	Real Time Call Center

Executive Summary

The City of Jacksonville and Duval County, Florida have consolidated their Sheriff's Office and Police Department, and, since 1968, they have been operating as one law enforcement agency. The elected Sheriff, Mike Williams, serves as the Chief Law Enforcement Officer for the entire County, and in addition to Jacksonville, there are 3 separate cities that operate their own police departments: Atlantic Beach, Jacksonville Beach, and Neptune Beach. Of note, there are three other law enforcement agencies: the Jacksonville International Airport Police Department, University of North Florida Police Department and Duval County Schools Police Department.[1]

The City of Jacksonville is a large metropolitan center, with the twelfth largest population in the nation. The Jacksonville Sheriff's Office (JSO) is among the largest Sheriff's Offices in the State of Florida, with 1785 sworn police officers. In 2018 they managed 1,427,079 calls from residents, interacted with citizens 836,154 times, and responded to 475,742 dispatched calls for service. Given the number of calls and resident contacts, the importance of prioritizing community engagement and customer service, and the geographic challenges, a re-allocation of positions and the addition of a significant number of additional patrol officers is recommended.

A very large re-development project is underway in Jacksonville's downtown. This planning has generated a great deal of excitement and optimism for a community that continues to experience generational poverty and a perception of high rates of crime.

The Jacksonville Sheriff's Office engaged the IACP to conduct a two-level assessment and evaluation: 1) leadership, operations, culture, and community engagement; and 2) zone configurations, staffing, and scheduling. The IACP team of subject matter experts have conducted dozens of in-person stakeholder interviews with command-level and front-line officers, trainers, community leaders, and stakeholders. The team also assessed data and reviewed internal operational documents. The team considered the history of the county and the city, its economy, and unique geographic challenges for policing. The team also looked at comparable agencies, where comparisons were meaningful, and evaluated agency policies, staffing, training, structure, organization, and strategic leadership as they relate to national standards and effective practices.

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[1] Duval County Schools employ 14,000 employees who work in dozens of school locations and serve 125,000 students.

Key Findings

1. **The agency benefits from very strong relationships among the elected leaders and community stakeholders.**

The Sheriff is directly elected every four years, which provides the advantage of high visibility, as well as direct accountability to the residents of the county. As the elected Sheriff, and on behalf of the agency, Mike Williams notably has established and maintains strong relationships with State Attorney Melissa Nelson, the Fire Chief Keith Powers, Mayor Lenny Curry, City Council members, and leaders from the ACLU, NAACP, Faith Community, and Chamber of Commerce. He and his leadership team have developed strong working connections with the chiefs and command level officers in the other police agencies operating across the County. All gave him great credit for open and regular dialogs regarding agency policies, staffing, and incidents. The Sheriff and these stakeholders across the county have developed a positive and constructive environment for decision-making and for managing the emerging and strategic challenges that face every community.[2]

Having an elected sheriff as the leader of a very large metro police department is a unique law enforcement model, creating opportunities beyond an appointed chief's position: an election has the potential to create a mandate for the Sheriff's vision and agenda. Sheriff Williams and the City of Jacksonville have used this uniqueness to great advantage. But it is also noteworthy that Sheriff Williams is the current office holder, and he is not planning to run for re-election.

2. **Agency leaders (Sheriff, Undersheriff, and command level managers) are very capably providing strategic leadership and addressing the challenges unique to the agency and community.**

As in most law enforcement agencies, roughly 85 percent of JSO's annual budget is devoted to Personnel Services (salary and benefits). After adjusting each year for cost of living increases, increases in premiums, and budgeting for training and equipment costs, there is often little opportunity left for initiatives. Yet JSO has dedicated operating funds in 2020 for technology initiatives and for adding new personnel. JSO's 2021 budget proposal includes a request for additional personnel. They are focused on the right things and engaged in a positive, forward-thinking process for making these decisions and investments.

The stakeholders interviewed noted that the Sheriff, Undersheriff, and the career JSO employees are stable, with deep roots, and demonstrate a clear dedication to the agency and the community. However, they face a significant challenge regarding recruiting, hiring, and

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[2] As an example, working together, Sheriff Williams and Fire Chief Keith Powers have combined the City's 911 PSAP to operate with police and fire in the same room.

retention. In addition, the young age and lack of experience in the current workforce, especially for patrol officers and front-line supervisors, presents a challenge. "Experience is at a premium," said one of the leaders interviewed.

Nonetheless, agency leaders set high expectations for personnel. Four demotions were recently made for officers at the command level, because "there is no double standard for supervisors versus patrol officers".

The IACP recommends that Sheriff Williams and his Command Staff add regular, strategic planning to their annual decision-making processes. Identifying and publishing annual and longer-term goals will be helpful for the community, front line supervisors, newer employees, and recruits. The JSO workforce is very young; every opportunity for engaging employees in developing a broader understanding of the agency, its leadership goals, and the agency's future will be valuable in the long run.

3. **The leadership, management, hiring, and training operations in the Sheriff's Office are impacting far more than just this agency.**

The city is poised to make additional investments in what is already a very large portion of its budget. According to Mayor Curry, JSO represents 38% of the city's budget and nearly 50% of the FTE Count. Yet, making strategic investments in the areas of management, hiring, and training are certain to have a far-reaching and long-lasting, positive impact.

A large number of the agency's personnel are recruited and hired to become Chiefs, Assistant Chiefs, and commanders in the other agencies that operate in the County. Retirees often work in these other Agencies as well, most notably the Airport Police Department.

4. **The agency is doing a commendable job in working to diversify its hiring and training. Community stakeholders are satisfied with this effort but would like more accountability and more meaningful community engagement.**

The efforts to recruit a diverse workforce can be seen in the agency's overall staffing at 52.80% minority. Furthermore, 47.77% of agency recruits are minorities compared to the 30% of the population served.[3]

On the other hand, one council member interviewed said their district "does not want more police staffing or more police—they just want to be treated respectfully by the police and get help when they call 911." Community stakeholders would like to see the agency work to

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[3] The City of Indianapolis, a comparable Agency and one that also operates a consolidated Police Department and Sheriff's Office have conducted a "Diversity Think Tank" and developed a "Women Behind the Badge" program to improve diversity in hiring, but also in retention and in preparing diverse employees for promotion.

address distrust among residents by "getting out of their cars and from behind their desks." They would like to see procedural justice and implicit bias training.

Included in this report are very specific recommendations for transitioning to a 21ˢᵗ Century policing model for community policing and engagement. These recommendations are also targeted at improving transparency, accountability, and building even stronger levels of legitimacy. The agency should focus on restoring and maintaining the trust among residents that the agency is meeting their expectations for service.

5. **The agency should maintain its current number of 6 zones but redraw the boundaries to allow for an equitable distribution of resources.**

The City of Jacksonville is organized into six zones. Each of these zones is led by an Assistant Chief and each experience varying numbers in calls for service, on-scene call times, and adopts varying methods for addressing specific call types. These differences might be indicative of leadership preferences and/or an intentional response to address nuances in the calls for service or crime incidents specific to that zone. Specifically Zones 4 and 5 had trends with higher call for service times.

6. **The entire Agency will benefit from a re-allocation of positions, and the addition of a significant number of new hires in order to operate with "More cops on the beat."**

One of the critical comments from the respondents, and perhaps the most important observation of the IACP team, is the fact that many patrol officer positions have been drafted and re-assigned to meet other emergency organizational mission-related trends and/or vision objectives over the years. These positions were created to ease the workload of the patrol officer on the street. In addition to the interviews we conducted, the data also verified that the workload for patrol exceeds generally accepted levels. As obligated time spent on citizen-generated calls for service exceeds recommended levels, the ability for a patrol officer to conduct community engagement, crime reduction strategies, and community-based problem solving is greatly reduced. The number of patrol officers has not kept pace with the demand for services. The patrol officer authorized strength should be aligned with calls for service workload demands in the community.

Throughout this report we recommend the re-allocation of positions for the sake of efficient and effective operations, but also for the potential to re-assign these vacant positions to maximize the resources currently available, and to ensure the wise investment of taxpayer funds. When focusing on patrol operations, depending on the target obligated time, additional patrol officers over and above the current authorized strength is recommended within a range of 56 to 138 officers, for the reasons presented throughout this report. There are other personnel needs throughout the agency as well.

Unit/Function	Addition
Patrol	56-138
Street Level Narcotics	18
Internet Crimes Against Children Unit	5
Internal Affairs	2
Public Information Office Unit	1
Property and Evidence Intake Unit	1
Communications	20
Total[4]	**103-185**

The IACP provides this report to the Sheriff and Jacksonville City Council with the sincere hope that it will become a useful tool for guiding policy and decision-making on behalf of the residents of the county.

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[4] This is the number of new positions needed if there are no other organizational changes made by JSO. There are organizational changes and efficiencies outlined in this report that can be made which would reduce the number of new positions needed.

Introduction

Scope of Work

The Jacksonville Sheriff's Office engaged the IACP to perform an evaluation of the overall operations and management of the JSO, with an emphasis on fair and impartial policing practices, community relations and trust building efforts. The evaluation compared the operations of the JSO to leading police practices and to other agencies of comparable size and scope.

Additionally, the IACP completed a work schedule and zone analysis, which includes an assessment and recommendations regarding the work schedule for patrol officers, proper staffing of zones, and a determination if revisions to sectors and subsectors was necessary.

This report highlights positive aspects of the operations and outlines potential decision-points and provides recommendations for prioritizing planning and next steps to ensure department leaders, government officials, and the community and stakeholders have clear and mutual understanding of the law enforcement mission and how it relates to the operational practices within the Sheriff's Office setting. The recommendations emphasize actions the department can employ to achieve objectives more effectively, maximize productivity, and meet future requirements in an informed and orderly manner.

The Jacksonville Sheriff's Office is a dynamic and ever-changing organization. The IACP recognizes that numerous changes have taken place since the start of this study in September 2019. Conditions examined in this report may have changed in the time that has elapsed between report preparation and delivery. Understandably, it has been necessary to freeze conditions to a point-in-time to prepare the report. The most current information on the conditions of the department resides with the command staff of the Sheriff's Office, including information on actions taken, which constitute consideration and implementation of the recommendations included in this report.

Methodology

This study analyzed information and statistical data provided by JSO, to include interviews, surveys, and interaction with members of the department across all ranks and citizens of Jacksonville and Duval County. Data included but was not limited to:

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

- Agency reference documents (policies & procedures, regulations, detailed organization charts, staff/unit rosters, annual reports, assessments, etc.)
- Administrative records (training, internal affairs, complaints, leave, schedules, staff demographics, etc.)

IACP conducted two onsite visits to engage staff in one-on-one interviews, participate in patrol ride-a-longs, and participate in Sheriff's Watch meetings – an established community meeting. During the on-site visit, over 100 interview sessions were conducted and included JSO personnel to gain insight into the agency and its operations as well as with council members and members of the community which provided feedback on relationships between JSO and the community they serve. These interviews followed a script and protocol. However, to the extent possible, particularly concerning private citizens and line-level employees, personally identifiable information has been redacted in this report to protect the privacy and confidentiality of participants.

A workforce survey was sent to all sworn JSO employees resulting in 472 responses. Additionally, the IACP reviewed a detailed community survey conducted by the Public Opinion Research Laboratory at the University of North Florida and published in 2018. The responses from these surveys were considered when formulating some of the recommendations within this study.

How to Use This Report

This analysis has been organized into seven sections. Within this report, there are various tables and figures as visual aids and as a means to validate and substantiate the observations of the team and the associated recommendations.

Icon Legend

RECOMMENDATION 1.   Indicates a recommendation

✪ Indicates an effective practice

Section I.   The Policing Environment

1.1   Jacksonville Overview

Jacksonville, with approximately 911,000 residents in 2019, is the most populous city in Florida. In 1968, the City of Jacksonville and the county of Duval merged into a single governmental unit to improve delivery of government services, creating an entity that is 874.3 square miles, and making Jacksonville the largest city in land area in the contiguous United States. With the exception of three communities—Atlantic Beach, Neptune Beach, and Jacksonville Beach—and the three other law enforcement agencies - Jacksonville International Airport Police Department, University of North Florida Police Department and Duval County Schools Police Department - the Jacksonville Sheriff's Office is responsible for providing police services to the county. Jacksonville continues to grow rapidly, in part because its location makes it a busy intermodal transportation hub and leading distribution center, with a transportation network embracing port and air cargo facilities, rail, and trucking routes.

The city is also a destination location for several events. Cultural events such as the Jacksonville Jazz Festival and various conferences attract locals and visitors each year. Moreover, Jacksonville is home to an NFL pro-football team, the Jacksonville Jaguars, and several other sports teams. It also hosts three annual sports events a year: TaxSlayer Bowl, Florida vs. Georgia Football Game, and Monster Jam Truck Show. The city is also home to the Gate River Run and Donna Deegan Breast Cancer Marathon.

Additionally, the city is focusing urban redevelopment efforts on the Downtown Jacksonville area in response to broad economic, social, and cultural forces. As noted in the Downtown Investment Authority's *Business Investment and Development Plan*, first impressions of Downtown Jacksonville can impact tourism, business development, and residency. Redeveloping the downtown area can make Jacksonville more sustainable and helps foster economic growth. It is considered "the socially important heart of the City."[5]

1.2   Service Population Demographics

The population of Jacksonville is growing. As of the 2018 Census estimates, Jacksonville's population is 903,889 – up 10% from the 2010 census of 821,764.

The population of Jacksonville is predominantly white at 64.38 %, with black or African American being the next largest segment of the population, at 29.69%, followed by Asian at 4.95 %, American Indian and Alaska Native at 0.2%, and Native Hawaiian or Other Pacific

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[5] Downtown Investment Authority, *Business Investment and Development Plan*, August 2019

Islander at 0.2%. Although not considered a separate race, those who identify as Hispanic or Latino make up only a small portion of the diversity of the population within Jacksonville at 10.11 %.[6] These factors are important as police agencies work toward hiring, recruiting, and staffing police departments that are representative of the communities they serve.

1.3   Jacksonville Sheriff's Office Overview

The Jacksonville Sheriff's Office (JSO) is divided into five departments: Patrol and Enforcement, Investigations and Homeland Security, Police Services, Personnel and Professional Standards, and Corrections.[7] Each department is headed by a director who reports to the Undersheriff. Each department is organized further into divisions, each headed by a chief, then into sections containing several sub-units, headed by an assistant chief.

The Department of Patrol and Enforcement is comprised of three Divisions: Patrol, Patrol Support, and Special Events. The Patrol Division is responsible for routine patrol and answering calls for service as well as performing a variety of community policing activities within subsector they patrol. The geographic deployment scheme of the Jacksonville Sheriff's Office is composed of zones, sectors, and subsectors. There are six zones, each led by an Assistant Chief, that are directly responsible for providing police service to the citizens of Jacksonville. Zones 1 through 5 each have three sectors; zone 6 has two sectors. Each sector is further divided into three subsectors. Patrol officers are assigned to patrol subsectors.

The Department of Investigations and Homeland Security is divided into two Divisions: Homeland Security and Investigations. The Homeland Security Division is responsible for a wide range of specialized police functions, some of which include Narcotics & Vice, Hazardous Devices, Intelligence, Specialized Weapons and Tactics (SWAT), Hostage Negotiations, Critical Infrastructure, and Homeland Security. Traditional Investigations Units include Homicide, Special Assault, Robbery, Violent Crime Unit, Gang Investigations, Crime Gun Intelligence Center, Burglary, Auto Crimes, and Crime Scene Unit.

The Department of Police Services provides support services to complement law enforcement efforts. The Department includes the Budget Division and the Support Services Division. The Budget Division includes Financial Analysis, Procurement, Grants, and Trust Funds. The Support Services Division includes a Central Records Section, Communications Section, Information Systems Management Section, and a General Support Section.

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[6] U.S. Census Bureau Quick Facts – Jacksonville, Florida, https://www.census.gov›fact›table›PST045219

[7] With the exception of comparing JSO demographics against that of the City, the Department of Corrections was outside the scope of study for this report.

The Department of Personnel and Professional Standards is made up of two Divisions: Human Resources and Professional Standards. The Human Resources Division provides direction and assistance to its employees for a wide variety of services, including occupational health, personnel management, recruiting and screening, the employee assistance program, worker's compensation, and employment.

The Professional Standards Division is responsible for training new police and corrections personnel and the Northeast Florida Criminal Justice Training Center. The Division is also responsible for the Field Training Officer Unit, the Leadership Development Institute, the Professional Oversight Unit, and the Internal Affairs Unit.

JSO's Department of Corrections serves all of Duval County and receives arrestees from Jacksonville, the Beaches communities, and other law enforcement agencies with a combined total rated capacity of 3,137 and an average daily population of more than 3,500. The Corrections Department is made up of the Jails Division, Prisons Division, and the Programs and Transitional Services Division. The Jails Division includes Pretrial Services, Health Services, Inmate Classification, Immigration and Customs Enforcement, and Intelligence. The Prisons Division is charged with providing for the care, custody, and control of sentenced inmates within two facilities. The Programs Division includes Correctional programs, the Jacksonville Re-Entry Center, and Interfaith Services.

At the time of this study, JSO had approximately 1785 certified police officers and 697 corrections officers, as well as 598 civilian employees. When examining the Sheriff's Office demographics, it is clear that JSO has succeeded in developing an agency that is reflective of the community's demographics. While the number of female employees is less reflective of the gender profile of the community, JSO still exceeds the national average for sheriffs' offices nationwide, which has remained relatively consistent at just under 15% between 1997-2016.[8]

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[8] Connor Brooks, *Sheriff's Offices, 2016: Personnel*, (Washington, DC, Bureau of Justice Statistics, October 2019).

Table 1. City and Sheriff's Office Demographics

Race	City of Jacksonville*	Jacksonville Sheriff's Office*
African-American or Black	29.69%	29.70%
Asian	4.9%	2.1%
Hispanic or Latino	10.1%	6.2%
Native American or Alaskan Native	0.2%	.5%
Native Hawaiian/Other Pacific Islander	0.1%	0.23%
White	64.38	60.8%
Two or More Races	2.6%	.2%

Percentages may not equal 100% due to rounding.
Source: U.S. Census and Jacksonville Sheriff's Office

Table 2. Gender Profile

Gender	City of Jacksonville	Jacksonville Sheriff's Office
Female	51.6%	31.69%
Male	48.4%	68.31%

Source: U.S. Census and Jacksonville Sheriff's Office

1.4 Crime Data Comparison

When examining crime statistics, clearance rates, staffing levels and allocations, and other organizational metrics and measures, it can be helpful to compare one organization against another to help illustrate any significant variances between them. This report has drawn data from comparably sized cities to accomplish this task.

Table 3: 2018 Crime Comparison of Like-Sized Cities as Reported to the FBI

City	Population	Violent Crimes	Property Crimes
Jacksonville, FL	903,213	5,381	30,112
Dallas, TX	1,362,465	10,422	44,266
San Jose, CA	1,047,305	4,444	25,753
Austin, TX	973,344	3,720	33,655
San Francisco, CA	889,282	6,144	49,214
Indianapolis, IN	877,584	11,170	36,237

Table 3 above reflects a comparison with five similarly sized cities from across the country. The data reflects that violent and property crimes in Jacksonville are neither significantly higher nor lower than that of the other benchmark cities. There are many factors that can affect crime rates, such as economic conditions, population density, and police staffing and deployment.

Despite the value in looking at benchmarks and metrics from other communities, these comparisons have limitations; accordingly, the analysis of various organizational and operational factors should rely more heavily on data specific to the agency being studied.

Section II.   Department Culture and Leadership

2.1   Vision, Mission, and Core Values

JSO is an agency dedicated to providing quality safety services to and partnering with its community. It is a message and belief embedded within their stated mission, vision, and core values and communicated regularly to the members of the JSO.

Through interviews of patrol sergeants and patrol officers, each person was aware of the vision, mission, and core values. The respondents also praised the Sheriff for exemplifying the concepts in all he does with them and the community.

Those interviewed explained that serving as a patrol officer and first-line supervisor affords very few opportunities to use discretionary time to focus on deeper community engagement, as they are managing both staffing shortages and the high volume of calls for service. They described this as a never-ending cycle. That the organization's leadership is very focused on policy and procedure enhancements to meet the rapidly changing needs driven by legal mandates, and the needs to better serve diverse communities throughout Jacksonville, adds even more challenge to this dynamic.

The combined patrol personnel reported that it is difficult for them to broadly carry out the vision in creative methodologies as their calls for service are stacked before the shift begins and throughout most of every shift. Based on the interviews, the lack of available discretionary time to carry out vision elements in the community means patrol staffing is not maximized. Nonetheless, every person interviewed had a positive mindset and articulated how they use

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Jacksonville Sheriff's Office Vision, Mission, and Core Values

Vision
A crime-free environment, driven by partnerships with empowered citizens fostering a vibrant community and the success of all individuals.

Mission
To serve and protect in partnership with our community.

Core Values
- Always improving
- Respect for each other
- Community focused
- Worthy of trust

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each call for service as an opportunity to use a customer service attitude and demonstrate core values.

When personnel were interviewed about their perception(s) of whether or not the leadership in the JSO make policy decisions that are based upon the elements of vision, mission, and core values, many respondents shared a concern that policies often seemed quickly routed from key leaders to the organization through emails and PowerDMS with no explanation to commanders and first line supervisors as to the who, what, when, and why the policy was created and/or revised. Furthermore, those interviewed in patrol reported there are many policies revised and directives issued on a weekly basis that supervisors seem unable to fully understand and convey to the officers because of the workload and the amount of email they receive daily.

RECOMMENDATION 1: **Patrol officers and first line supervisors need more discretionary time to train on new policies, to learn the nexus to the applications on the street, and for dedicated time to proactively engage with the community in a non-enforcement capacity.**

2.2   Ethics and Accountability

As part of the workforce survey, members of the JSO were asked to share their views on ethics and accountability within the department. Most respondents agreed or strongly agreed (78.38%) that officers within the department were highly ethical. Moreover, an overwhelming number of respondents agreed or strongly agreed (77.56%) that if they observed an officer or staff member acting inappropriately, they would be inclined to report this to their supervisor.

The project team also looked outside the survey to review the culture of ethics and accountability within the agency. Is there a mentality of ethics and accountability within the organization? Do rank and file, as well as residents, feel internal investigations are fair and unbiased? These questions were posed to sergeants, officers, and community members attending the Sheriff's Watch meetings. Overall, the respondents were aware of the Sheriff's transparency to publicly hold all JSO employees accountable to the highest levels of ethics as law enforcement officers dedicated to serving their communities.

The IACP team attended Sheriff's Watch meetings in each of the six zones. During the meetings, some community members were in favor of additional accountability of the JSO regarding use of force deployments and other officer conduct. These community members were referencing independent accountability bodies such as a civilian review panel and/or a police auditor to review the thoroughness of complaint investigations against officers and the thoroughness of use of force investigations. The Jacksonville Sheriff's Office does currently have a Civil Service Board. The board consists of 5 civilian members who hear termination cases of members of the Jacksonville Sheriffs Office.

First line supervisors would benefit from enhanced training opportunities with modules focused on the discipline process and the investigations and considerations that lead to discipline recommendations and actions. JSO will benefit in two ways: first, training members will become more knowledgeable about ethics and accountability, and better prepared to take on responsibility for these duties, and second, training members will be able to communicate about these processes more effectively with those they supervise. More candor and accuracy in information sharing about these decisions will improve morale throughout the agency, and also benefit the community at-large.

RECOMMENDATION 2: **The JSO could leverage a deeper understanding of the discipline process among its sworn officers by enhancing new, first-line supervisor training.**

Morale

During the onsite visit and in responses to the workforce survey, the following were clearly two main concerns articulated by some of the respondents as factors that have a negative impact upon the atmosphere and culture[9] of the JSO:

- Loss of the defined benefit plan to a 401K program[10]
- The reality of attrition in patrol due to using patrol personnel for other organizational needs and being short-staffed to handle an ever-increasing volume of CFS as Jacksonville continues to urbanize

The defined benefit program loss is of great concern to more tenured officers as they fear JSO officers will now be portable and leave to other Florida law enforcement agencies and other jurisdictions in surrounding states who pay more and do not have staffing shortages or urbanization factors that impact the quality of their personal lives (i.e. commuting, property values, better school systems, etc.). The two issues go hand-in-hand as realized by other major law enforcement agencies throughout the nation who made similar changes and went through staffing losses and entered a cycle of hundreds of vacancies and an inability to keep pace with the demands for police services in their urbanizing communities.

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[9] As noted in several of the responses related to the JSO delivery of policy through emails, there is a robust system to dialogue with a centralized commander to provide feedback on policies. See Section 6 below, for a more thorough discussion of policy development.

[10] The Jacksonville city leaders should monitor all recruitment and attrition factors during the next three to five years to validate any trends as related to the switch to the 401K program in order to make pay and benefit enhancements to be the employer of choice in their state.

Exit Interview Process

The department has an established process for conducting exit interviews of employees leaving the department for any reason. However, this process is completely voluntary, and, according to Human Relations Division executives, very few employees complete an exit interview form. Further, there is little formal analysis related to the exit interview process. This lack of data collection hampers the department's ability to track workforce trends and analyze factors that lead to separation decisions, especially in the case of voluntary separations.

Exit interviews can be an extremely valuable management tool, but one whose importance is frequently overlooked by some organizations. This concept was further emphasized in a 2016 Harvard Business Review article, which related that "if people are leaving an organization in ever-increasing numbers, figuring out why is crucial. And the most useful tool for doing so is one that too few leaders pay attention to: exit interviews." According to research from the article, "many companies don't even conduct these interviews. Some collect exit interview data but don't analyze it. Some analyze it but don't share it with the senior line leaders who can act on it. Only a few collect, analyze, and share the data and follow up with action."[11] This article further emphasized the importance of exit interviews by summarizing that "[i]n today's knowledge economy, skilled employees are the asset that drives organizational success. Thus, companies must learn from them—why they stay, why they leave, and how the organization needs to change. A thoughtful exit-interview process can create a constant flow of feedback on all three fronts."[12] Improving the exit interview process and incentivizing great voluntary participation would be a very low-cost solution that could potentially reap many beneficial results that would allow the JSO to better understand operational, managerial, and personnel-related workforce conditions.

RECOMMENDATION 3:   The JSO should formalize the exit interview process for all employee out-processing, including academy recruits.

Further, the department should ensure that all exit interview data is entered into a collection system that allows for efficient storage, retrieval, and analysis of such data.[13] Finally, the department needs to conduct regularly scheduled command level review of exit interview information.

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[11] Harvard Business Review. Making Exit Interviews Count. April 2016. https://hbr.org/2016/04/making-exit-interviews-count

[12] Ibid.

[13] Specifically related to pay and benefits, organizational culture, work stressors, commuting to and from work, affordable housing, school systems for their children, and other standards of living as compared to wage earnings to make life sustainable and happy by maintaining employment with the JSO.

2.3   Strategic Planning

A strategic plan is a blueprint that enables an organization to meet the challenges of the future. It is a process by which an organization's vision, goals, and objectives (means for achieving goals) are defined, implemented, evaluated, and updated on a continual basis as a means to adapt and thrive in an ever-changing environment. Before any organization can effectively plan for the future, it must first define why it exists and what functions it performs; in other words, define its mission. The department's mission should describe its purpose, or its reason for existence.

JSO has developed a comprehensive strategic plan approach that reflects the department's mission and the Sheriff's vision. The agency has established 5 priorities:

1. Reduce Violent Crime
2. Community Engagement
3. Resource Efficiency
4. Transparency
5. Continuous Training

These priorities reflect a concern not only with crime reduction but with the quality of police service delivery, the relationship between the police and the community, and the relationship within the police agency between management and employees. It is important that JSO ensure that these priorities service output, the quality of results, and the impact of police service on the state of urban living.

These priorities are the action items for each unit and each member of the agency to work on in order to achieve the department's overall mission and goals. In simple terms, these priorities should be the drivers for what every unit is doing. The implementation of the strategic plan is agency wide and involves all departments and divisions. Goals, objectives, and measures are formally set and evaluated at each level. All employees from the Sheriff to rank-and-file officers are all held accountable for the plan. Yet, several members of senior leadership did not feel that there was enough follow up and evaluation, particularly among support units, concerning all units' actions in implementing the goals of the strategic plan.

RECOMMENDATION 4:   To continue their organizational transformation, the JSO should continue to identify both short- and long-term goals as part of its strategic plan development process.

This involves the following sub recommendations:

- Ensure at the unit level that strategic action plans with short-, medium-, and long-term goals supportive of the Sheriff's priorities are established and evaluated.

- The department has a weekly CRIMES Meeting (CompStat) that is an effective tool for establishing crime suppression strategies and information sharing. On a monthly basis, expand the CRIMES meeting to have every unit on a rotating schedule report what they are doing to achieve the priorities.

2.4   Leadership

Succession Planning and Leadership Development

Many in the department's senior leadership will be retiring within the next 1-5 years. While the department provides some level of formal leadership development and training for supervisors and executives, it would benefit by focusing more attention on the strategic development of its mid-level supervisors and executives.

This is especially important considering that the current cadre of mid-level supervisors and leaders are relatively new to their assignments. According to JSO staff, of the current 188 sergeants and 70 lieutenants, 99 of those sergeants and 33 of the lieutenants were promoted in 2016 alone. The department should also engage aspiring leaders (those who have not yet attained supervisory ranks but who are interested in future leadership positions) through formal mentoring and participation in leadership development training.

The JSO provides sound administrative orientation training to its sergeants. Adding additional training days covering critical event management such as officer involved shootings, death scenes, the initial stages of civil unrest, and other key critical calls for service that impact the community and officer safety before they are subjected to a field training period would enhance the JSO foundation for leadership mentoring.

RECOMMENDATION 5:   **Continue to work on the very promising relationship with Jacksonville University and expand the training budget to offer more leadership training opportunities in the Leadership Development Institute.**

RECOMMENDATION 6:   **Formalize a succession plan for command staff, providing assistant chiefs/lieutenants/sergeants with assignments in various sections/units.**

Given the large number of upcoming planned retirements of key command personnel and the relative inexperience of many junior executive officers, it is important that the JSO carefully focus on its formal succession plan to prepare those who will be replacing key senior executives in the next few years.

A structured mentoring/training program already exists for new sergeants, but this training could also be expanded. See the discussion in Section 4.1 below.

Supervision and Continuity of Operations

Recently, the JSO promoted a large number of officers to the ranks of sergeant and lieutenant. The majority of supervisors in JSO have less than two years in rank. As a result, there is a common feeling among senior commanders in specialized divisions that there is a lack of experience and decision-making, possibly from a lack of supervisor training. JSO does have an administrative orientation training for its sergeants. However, it is recommended that JSO look into a first line supervisor training course that emphasizes leadership skills in addition to the current administrative model.

The current rank structure in JSO is officer-sergeant-lieutenant-assistant chief-chief-director. If a sergeant is not on duty, then an officer is placed in charged. JSO does have a formalized process for temporary supervision, that being the Patrol Officer in Charge. However, adding the rank of corporal or master officer could make the supervision structure more accountable and stable. Having a patrol officer in charge of other patrol officers can be difficult in some situations.

RECOMMENDATION 7: **Add the rank of corporal or master officer.**

This rank would make the transition from officer to sergeant much easier. It would allow for more on the job experience as a supervisor. Additionally, it would allow for a proper officer-in-charge process than that which is in place now.

> ✪ **Auditing and Accreditation**
>
> This is an effective practice for which the JSO should be commended. They conduct regular audits and inspections of vulnerable sections and processes. The JSO further is accredited with both state and national organizations.

Labor Relations

All of the respondents indicated the employee group labor management issues are better than they were several years ago under different labor leader(s) and the Sheriff fosters a positive professional working relationship with the labor group(s). One respondent summarized the dealings between the agency and Union/Labor management as "mutual respect." Continuing to build and maintain positive relationships with employee groups will help create a future foundation for positive and sustainable relationships with labor groups, no matter how difficult the issues will be, as the practice of mutual communication and trust expands among agency leaders with employee groups.

Collaboration

The IACP team interviewed a number of community and government stakeholders as part of assessing JSO's collaborative initiatives. Each person interviewed described how the JSO is often the lead on many task forces and inter-jurisdictional crime issues in the region, state, and at the federal level. This would include mutual aid agreements between the border cities as described by many. The JSO has adopted, developed, and maintained a high level of cooperation between its border municipalities, with other state localities, and at the federal level as a smart and effective crime fighting strategy, especially given the diversity of communities and economic conditions in Jacksonville.

RECOMMENDATION 8:   The Sheriff and his senior staff and task force leaders should meet on a re-occurring basis to review and assess intra-agency relationships and partnerships to prioritize agency resources and investments.

This review process will help the Sheriff and other JSO leaders stay current with evolving national and state trends, policy developments, innovations, and best practices, as well as re-affirm positive relationships with other agencies in the fight against crime.

2.5   Career Development

> ✪ **Field Training Officer (FTO) Training Program**
>
> The JSO's Patrol FTO program is similar to the San Jose model. FTO training is 14 weeks in length and includes four phases and 50 rides. A primary FTO conducts phases 1 and 4, and two other FTOs conduct phases 2 and 3. During the last eight training days, the trainee acts as a solo officer. The JSO will re-phase or extend some trainees if they look like they could be successful. Daily observation reports (DORs) are done electronically.
>
> The JSO has 241 FTOs currently assigned in patrol, and they currently use 218 as trainers. Since the JSO has sufficient trainers, the unit can be selective in assigning FTOs as trainers. Some are not used due to disciplinary matters or because they were not effective trainers in the past. Sergeants who supervise FTOs are also certified as FTO supervisors. FTOs, sergeants, and lieutenants receive incentive pay during FTO training. Incentive pay is 15% for FTOs and sergeants and 10% for lieutenants for every hour of training. FDLE has a required 40-hour class for FTOs, and FTO sergeants attend a 40-hour course on supervision. Further, FTOs receive two hours of FTO training annually.
>
> Attrition in the FTO program has been very low. In 2018, 175 trainees started the program, and 170 successfully graduated. In 2019, the trend was similar up to the time of the assessment. The FTO Unit expects 180 officers to be trained this year, and, to date, three trainees have quit. The most common reasons for FTO failure include failing to engage or lacking command presence.
>
> The FTO Unit also oversees field training for Community Services Officers (CSOs). Initial CSO training consists of two months (320 hours) of academy training. CSOs receive full driving course training, minus emergency response, and complete the full Florida traffic crash training program. The FTO program for CSOs is eight weeks long. Traffic Officers who are certified FTOs conduct the majority of the training. Approximately 75% of CSO field training is traffic-related, while 25% is administrative, centered in the Zone Stations.

JSO offers a 40-hour core leadership course, which provides an overview of how the organization works as leaders from divisions lecture on their functions. Through direct observation and a review of interviews and materials, the team did not observe any mentoring or coaching programs in the JSO that were similar to leading practices used in the profession to date. One respondent noted that a one-day supervisor retreat was held recently. The majority of respondents desire a formal mentoring and coaching program to be designed. However, respondents noted that the current staffing and workload conditions impede their ability to have discretionary training time.

RECOMMENDATION 9:   The JSO should consider the train-the-trainer concept to develop a core coaching and mentoring staff at various ranks (i.e., detectives, sergeant, lieutenant,

etc.) by using already established leadership training courses from professional law enforcement associations which have specific coaching and mentoring components.

Newly promoted sergeants are sent to a one-week first line supervisors' course where they learn the departmental administrative essentials and then go through a field training program. The JSO recently started a similar course module for new lieutenants. Through interviews of incumbent sergeants, they overwhelmingly reported the course is sufficient to understand the administrative expectations as a first line leader. However, the majority would like to have additional course work to gain more understanding of the operational expectations of their role in the field to gain more confidence in being a leader during critical events.

Investing in a diverse group of personnel comprised of various ranks and specialized positions, the JSO can then customize a mentoring and coaching program that is sustainable and will enhance the knowledge, skills, and abilities of all employees to better serve the community while having a fulfilled and satisfying law enforcement career.

The scope of work for this project included "a detailed examination of the JSO organizational structure and functions" and "to review administrative strengths of the organization (e.g., financial, supervision and development of staff, risk management and practices, use of technology) and "identify areas requiring additional support and staffing." During the assessment, several conditions in recruit training were identified that warrant further evaluation for safety concerns, including a best-practice and related-injury review.[14] Further, an in-depth study and analysis may be warranted to determine whether training systems and requirements lead to unnecessary attrition. The JSO should consider conducting interviews with training instructors, training commanders, the division director, the city's risk management supervisor, the department's health and safety officer, and the department's part-time safety officer. Conducting a formal inquiry, analysis, and separate reporting all were beyond the scope of the current study.

RECOMMENDATION 10:   **JSO should continue to conduct in-depth best-practice reviews of new recruit training practices for any unsafe conditions, injury analysis, injury reporting structures, related attrition factors, and overall risk management.**

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[14] Significant concerns were identified about the "Light Stretch" exercise, the Redman boxing drills, and the lack of a formal, structured physical training regimen.

2.6   Communication

While vertical communication did seem effective and was rated as effective by most, significant issues were identified in horizontal communication. The Undersheriff's email response program got high marks from all, but many felt it needed to be expanded.

RECOMMENDATION 11:   Develop a robust internal, multi-directional (vertical and horizontal) communication system using some of the best practices found for improving internal communication such as:

- Improve internal communication systems (including social media).
  - Include performance measurement and accountability management meetings tied to the strategic planning process.
  - Establish a program to increase visibility of senior command staff. While challenging for large agencies, occasional visits by the Sheriff and upper-level command staff to roll calls and participating in ride-a-longs across the agency will increase trust and reduce rumors.
  - Conduct department "open forums."
  - Require regular command and unit meetings.
- Establish Virtual Suggestion Boxes to solicit employee input.
- Establish employee working groups.
- Establish employee-community working groups.
- Institute unit level staff meetings on at least a monthly basis, including discussion of clarity of policy, mission, focus, and direction.
- Share minutes of various staff meetings on JSO internal networks.
  - Create a Bulletin or video in an electronic format which can be used in roll calls and throughout the Department to update members on critical issues regarding crime, outreach, training, police changes, hiring and personnel issues, etc. that build upon communication actions of the Undersheriff.

Organizational Policy

The JSO follows best practices for policy development and review; however, the manner of policy dissemination can be overwhelming to line staff. Those interviewed reported receiving policy change orders via email, but some did not feel that they were provided with sufficient explanation(s) as to why the policy was changed or added, what is different, or how it impacts them. Therefore, patrol sergeants reported they often cannot answer questions posed by the patrol officers.

This condition could be improved if the department could develop a training framework (i.e. video based for roll calls) to educate the workforce on why a policy was developed or changed and demonstrate how the policy applies in the field. For improved understanding and accountability, all of the workforce could view the training through the use of PowerDMS. This will decrease the overload and streamline responsibility for training up new policy; all of which should increase morale.

> ✪ **Organizational Policy Development**
>
> For every department policy, there is a "policy owner" who is responsible for annual policy review. The "policy owner" can make recommendations for changes and submit these to the department's Directive Review Committee, which meets every two weeks. The committee includes the department's legal advisor, senior leadership, and subject matter experts. Policy changes are forwarded to department personnel electronically.

Communications Between Specialized Units and Patrol

Under the current Sheriff, most newly promoted lieutenants are transferred to zone commands. All chiefs, assistant chiefs, and lieutenants in specialized commands under the Department of Investigations and Homeland Security, found value having experience as a commander in patrol in the zones. The experience reinforced the fact that specialized units within JSO are a support function of patrol. Moreover, it made them aware of the impact and repercussions of taking officers off the road and placing them in specialized positions.

The Homeland Security Division Chief stated that he does not transfer officers from patrol without coordinating with the Zone Commanders. Patrol officers accepted into the Homeland Security Division require approval from Zone Commanders to be reassigned.

Zone commanders are briefed by some assistant chiefs on a weekly basis relative to crimes in their respective zones. Moreover, the Narcotic and Vice Section conducts monthly sweeps, targeting violent and narcotic offenders in coordination with patrol zone commanders.

As outlined in Order 517, *Personnel Development and Movement Police*, Section J. Lateral Transfers and Ancillary Assignments, Subsection 4 (c) the provision for Requesting a Primary or Ancillary Assignment does address the approval or disapproval process of a member requesting a transfer. The request and possible transfer may span over several months or longer, especially in specialized positions such as SWAT, Dive Team, Aviation, etc. As stated under Subsection 5. Formal Selection Process, it can be a lengthy selection process, which could include interview(s), physical testing, and for SWAT, the try-out. The concern for Recommendation #17 is not the approval/disapproval of the initial request, but the coordination of the actual transfer

of the member. For example, the SWAT selection process includes physical fitness test, three-day temporary transfer, and a two-week close quarters battle (CQB) course. Again, this process could have an impact on the patrol schedule of the zone. And, if the member is chosen for the transfer, an agreed upon transfer date should be coordinated between the two Commanders. Additionally, the coordination communications should also be applicable for ancillary assignment, whereby the member is still in their current assignment, but are on-call or have to attend mandatory training for the ancillary duty.

Under Subsection 5 (d) – *the commanding officer over the requested assignment shall:*

(1) *Contact the member and notify him of the status of the request, including whether or not a formal selection process will be held for the requested assignment; and*

(2) *Maintain all approved requests until a vacancy occurs, the request is subsequently denied, or the request is withdrawn by the member.*

RECOMMENDATION 12: **Coordinate with Zone Commanders on transfers of patrol officers to specialized positions. Subsection (1) should also include the officer's current Commander. Subsection (3) could be added to state something along the lines of "Coordinate an agreed upon transfer date with the member's chain of command."**

RECOMMENDATION 13: **Provide each zone commander with a weekly recap from each Department of Investigations and Homeland Security Assistant Chiefs or designee.**

RECOMMENDATION 14: **Formalize on a scheduled calendar (quarterly, semi-annually, or annually) representatives from specialized units to address patrol roll calls on current, non-confidential investigations, wanted persons, crimes, etc. in respective zones.**

Doing this would allow members to be aware of what unit/topic will be addressed at the roll call. Other officers may want to sit in for the information or ask questions.

> ✪ **EFFECTIVE PRACTICE: Weekly CRIMES Meetings**
>
> The JSO holds weekly CRIMES Meetings chaired by the Sheriff, with the Undersheriff, Director of Investigations and Homeland Security, Director of Patrol and Enforcement, division chiefs, assistant chiefs, and lieutenants in attendance.

Transparency of Communications – Internal and Public

Each sworn JSO patrol sergeant and police officer interviewed summarily responded they are inundated with an unmanageable volume of emails on a daily basis, which makes it impossible to keep a level of comprehension to stay informed. Each respondent articulated that JSO uses

email as the primary mode of communication and the Sheriff does an excellent job in communicating his expectations. However, each member of the JSO advises the email communication method is not effective and they would prefer more control over who has permissions to send emails citywide as this is the root cause of information overload lending to unclear leadership direction on policy changes and other organizational vision goals. On a daily basis, both officers and supervisors reported that they use their own triage system to quickly scan subject headers and/or lead paragraph sentences to make quick executive decisions to immediately delete and hunt for what they feel is most important to read. This problem is only compounded when officers/sergeants return to work from days off and are met with several hundred emails that they now have to sift through. This makes it so they cannot keep pace with communication directives and are forced to determine what they feel is necessary to communicate to their patrol officers.

Another level of email communication overload noted by patrol sergeants is that of policy updates. Patrol sergeants advised that several commanders routinely create new policies, revise existing policies, and/or provide memoranda regarding new administrative directives. This process is overwhelming to patrol sergeants as the commanders report each of these policy change orders via email, but they do not provide them sufficient explanation(s) as to why the policy was changed or added, what is different, how it impacts them, etc. Therefore, patrol sergeants report they often cannot answer questions posed by the patrol officers. However, sergeants advised the JSO has a robust email process of injected policy concerns for answers and often revisions are made based upon employee suggestions.

Both patrol sergeants and officers are becoming familiar with the roll out of the PowerDMS system, and those interviewed who have taken the time to navigate the system like it. However, the introduction of the parallel electronic policy change system of PowerDMS coupled with the existing email system of policy directive changes can compound comprehension overload as reported by those interviewed.

Respondents reported that input is valued as they often see many revisions made. Although this is a robust "blogging" methodology, the morale suffers in this mode when a belief or perception is held that those who are making operational policies are too far removed from the street to make effective policy during the development phases. This type of administrative looping system can create operational risk and further liability to the city as well as increase negative impacts on morale as line officers lose respect for new policy delivery as they anticipate errors in practice applications in the community.

RECOMMENDATION 15: **The recent deployment of PowerDMS by the JSO should become the platform for more informed communications to ensure one clear and consistent message is delivered on all critical issues in the JSO.**

Leveraging streaming training video recordings through PowerDMS city-wide will enhance unified communications and employee knowledge skills and abilities. The following are examples of this technology:

- Education of all on policy change in one clear message
- Explaining and demonstrating new IT system deployments to the field
- Distribution of critical need-to-know information
- Deploying career development products
- Creation of law enforcement training library
- Delivery of Sheriff messages

RECOMMENDATION 16: **Engage in more proactive messaging and media relations.**

Proactive messaging and media relations are essential in a large metropolitan police organization and JSO is no exception. The IACP team heard repeatedly from personnel, county leaders, and front-line officers that there is a "perception" that Jacksonville is a high crime city; however, the team compared crime statistics against agencies with similarly sized populations and found that Jacksonville does not have significantly more or less violent and property crimes that the benchmark cities. And nearly in the same breath, every one of these people said that JSO could and should do more to get their positive message out. The IACP team agrees with both sentiments.

This information should regularly be shared with residents and the media. Tracking and reporting crime rates are a responsibility and a message of accountability. A representative from the Jacksonville Chamber of Commerce believes JSO needs to talk about and reinforce the good things they do for the community because most often it goes unheard.

Stronger media relations and a proactive social media agenda will help foster transparency. More information about the good work done by the agency, as well as the challenges they face, will help to humanize the officers in the eyes of the community. The goal is to demonstrate that the officers are part of the community, not separate.

One community leader believes the agency needs to "get out ahead of critical incidents" because there is an issue of trust in the community about police action. He advises, "[i]f there is an officer-involved shooting when the action is justified, don't let it fester in the community. Share that information as soon as possible."

In the event of critical incidents and officer involved shootings, the Agency should have ready methods and means for communication, as well as timelines for disclosures. These are tough messages to send, but they will be more favorably received if they are the type of message that the residents know they can depend on seeing from the agency. The Jacksonville Sheriff's Office is limited by what can be released by FOP Contract, State Attorney's Office, and the Officer's Bill of Rights. Once the Criminal and Administrative review is complete, the Response to Resistance Review Board and reports are placed on the JSO Transparency Site for the public to view.

2.7   Disciplinary Practices

Disciplinary Process

The Mission, Vision, and Core Values statements clearly convey the JSO's intent to develop and maintain community trust, abide by the highest standards of professional and ethical conduct, treat persons with dignity and respect, and remain accountable to the public. A series of department orders promotes this intent, sanctions desired officer and employee behavior, and spells out prohibited behaviors. These orders include:

- **Order Number 501 - Code of Conduct**
    - Overview of the disciplinary process; assures that personnel are aware of the Code of Ethics adopted by the JSO.
- **Order Number 502 – Direction and Supervision**
    - Outlines supervisors' responsibilities and reinforces that discipline is a function of command.
- **Order Number 514 – Discrimination and Harassment**
    - A written directive and policy to govern behavior and performance of all employees.
- **Order Number 520 – Grievance Process**
    - Outlines policy for disciplinary action appeals and grievances.
- **Order Number 571 – Internal Affairs**
    - Policy, guidelines, and procedures for the receipt, investigation, and disposition of inquiries and complaints about employees of the JSO.
- **Order Number 572 – Professional Oversight**
    - Outlines the department's Personnel Early Intervention Program.

Further, matters relating to discharge, discipline, grievance procedures, and alcohol and drug abuse policies are also outlined in the various union contracts between the City and affected JSO officers, sworn supervisors, and non-sworn staff. Additionally, in the case of sworn officers, additional requirements are outlined in the Florida Law Enforcement Officers' Bill of Rights.

Internal Disciplinary Climate

During the interviews with staff, it was clear to the study team that the JSO does an admirable job of instilling strong, ethical values and the highest level of integrity in its members. Department staff were highly consistent in their opinions regarding agency discipline, and the comments were generally very positive. Based on staff interviews, it was apparent that due to the positive and proactive approach to ethical behavior by the organization's current leadership, a culture has emerged in which members of the agency strive to maintain the highest of standards. In the event that someone must be disciplined, those interviewed indicated that it is generally done in a fair and transparent manner. Those interviewed were also consistent in indicating that accountability is important, and that people are held accountable for their actions and behaviors.

Staff explained that the organization is very open, upfront, and transparent in terms of the expectations for employees, including the discipline processes. There is a culture of accountability, but there is also a recognition that people sometimes make mistakes. While the department holds people accountable, there is also an attempt to use positive discipline when appropriate, including alternatives to formal discipline. In some cases, this involves using the complaint as a learning experience for the employee, with the possibility of additional training, instead of the normal action of punitive discipline or suspension.

Department Order Number 501 (Code of Conduct) makes it clear that the maintenance of discipline is a responsibility and function of command. Supervisors and commanding officers are given authority to fulfill their responsibilities and are expected to exercise it to that end. When repeated misconduct occurs despite counseling or disciplinary action, a determination must be made as to whether the fault for the behavior rests with the violator, the violator's supervisor, or if other circumstances have contributed to the misconduct. Further, in an effort to standardize and, to the extent possible, to uniformly apply positive and punitive disciplinary actions and promote progressive actions, the JSO utilizes a Disciplinary Action Guide. This document is offered as a guide for some of the more common violations of JSO's written directives, and it provides recommendations for the severity of discipline for different conduct.[15]

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[15] JSO Order #501 – Code of Conduct

Complaints Against Department Employees

The process for filing complaints against JSO employees is described in detail in JSO Order 571 (Internal Affairs) and is also published in the Jacksonville Sheriff's Office Open Data Report. That process is described as follows:

> Complaints on members of the Jacksonville Sheriff's Office are accepted from any source and forwarded to the Internal Affairs Unit. The Internal Affairs Unit conducts a preliminary review of each complaint and all evidence/documentation associated with the complaint. Complaints involving allegations of misconduct are either forwarded to the member's supervisor for further investigation (when the allegation is of minor misconduct) or are investigated by an Internal Affairs Detective (when the allegation is of serious misconduct). Based on the results of the investigation, each complaint is given one of the following dispositions:

> o **Unfounded** – The administrative investigation determined the allegations were false or were not supported by the facts.

> o **Exonerated** – The administrative investigation determined the alleged actions occurred, but were lawful and proper.

> o **Not Sustained** – The administrative investigation determined there was insufficient evidence to either prove or disprove the allegation.

> o **Sustained** – The administrative investigation determined there was a preponderance of evidence to support a violation of agency rules and/or regulations.

> When a complaint is sustained, the Sheriff's Office administers corrective and/or disciplinary action to the member, for the purpose of preventing future violations of policy. The scale of corrective and disciplinary actions that follow a sustained complaint, in order from least severe to most severe, are:

> o **Remedial Training –** The member is given additional training in an area where he/she has demonstrated one or more deficiencies. Remedial Training can be given in addition to any other form of corrective/disciplinary actions; it is not considered discipline.

> o **Informal Counseling –** The member is given a verbal warning regarding the violation(s) of policy. Informal Counseling is not considered discipline.

> o **Formal Counseling** – The member is given a written warning regarding the violation(s) of policy. This step is also not considered discipline, but is a more significant course of action than an Informal Counseling.

> o **Written Reprimand I** – This is the first official disciplinary step in the scale. The member is given a document that outlines his violation(s) of policy, discusses consequences for future violations, and stays active for three years. Written

Reprimands are given when a member has not responded to previous training and/or counseling, but they are also given without any previous corrective actions if the violation is of enough significance.

o *Written Reprimand II – A Written Reprimand II is similar to a Written Reprimand I but is given for more significant violations of policy.*

o *Suspension or Demotion – When a member has failed to respond to written reprimands or when a member commits an act of serious misconduct, he/she may be suspended without pay or, if the member has achieved supervisory rank, he/she may be demoted to a previously-held rank.*

o *Termination – In situations where a member has committed particularly serious violations of policy or has committed numerous violations of policy without any improvement in performance, he/she may be separated from the Sheriff's Office.[16]*

Internal Affairs Staffing and Operations

The Internal Affairs (IA) Unit consists of a sworn police lieutenant, three sergeants (one corrections sergeant and two police sergeants), five police detectives and one corrections investigator. According to executive staff who were interviewed, the unit is significantly understaffed, and as a result, the IA Unit has had to send some serious cases to other unit commands to handle. Additionally, the increased use of Body Worn Cameras (BWC) has created increased workload on IA staff on the front end, but has also helped identify approximately 25% of all complaints received to be without merit as determined from BWC review. Caseload in IA has been trending upward since 2015.

In accordance with Department Orders, all complaints against the agency and its personnel must be accepted from any source, whether made in person, by mail, electronic means, or by telephone. All complaints are documented on an Employee Complaint Form (JSO form P-0235). Based on the information contained in a complaint, if it is determined to be an allegation of minor misconduct, the complaint will usually be investigated at the employee's supervisory or commanding officer level. If the complaint is determined to involve an allegation of serious (non-criminal) misconduct, the investigation is handled by Internal Affairs detectives. The department's Integrity Unit investigates allegations of criminal offenses by department employees.

In the case of non-criminal serious complaints, IA conducts an investigation and completes a report that presents facts and a determination of findings (sustained, not-sustained, exonerated, or unfounded). Completed investigations are forwarded to the affected

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[16] *JSO Open Data Report 2017*

employee's command for determination of recommended discipline. Any discipline less than suspension is decided at the chain of command level. If suspension or termination is recommended, the Undersheriff reviews and makes the final determination.

Department Orders governing internal investigations require that all formal investigations conducted by the Internal Affairs Unit should be completed within 120 calendar days from the date the complaint is received by Internal Affairs. The Commanding Officer of the Internal Affairs Unit may grant reasonable extensions to continue investigations where extenuating circumstances exist.

Disciplinary Action Appeals and Grievances

In the case of employee termination recommendations, those findings are forwarded to the Undersheriff. If the Undersheriff agrees with the termination recommendation, personnel actions are initiated to terminate the employee. According to staff interviewed, the employee can decide whether to appeal to an arbitrator or to the Civil Service Board. It was reported that 90% of appeals are made to the Civil Service Board. Specific directives regarding the grievance process can be found in Order 520 (Grievance Process). Specific directives regarding appeal procedures in disciplinary actions through the Civil Service Board or by an arbitrator can be found in Order 501 (Code of Conduct), the Civil Service Personnel Rules and Regulations, or in the applicable collective bargaining agreement.

Department Complaints (2017 – 2018)

The JSO provided the study team with complaint data for calendar years 2017 and 2018. In 2017, there were 933 total complaints received by the Internal Affairs Unit regarding all employees (police officers, corrections officers, and civilian employees). Of those 933 complaints, 724 were submitted by citizens and 209 were initiated by a JSO supervisor or another department member. Following the preliminary review conducted by the Internal Affairs Unit, 550 of those complaints were deemed qualified for further investigation and were assigned to either the member's supervisor or to an Internal Affairs detective.

In 2018, the number of complaints increased 20% from those reported in 2017. In 2018, there were 1,164 total complaints (996 by citizens, 168 from inside JSO) received. Following the preliminary review conducted by the Internal Affairs Unit, 877 of those complaints were deemed qualified for further investigation by either the member's supervisor or by the Internal Affairs Unit. In 2018, 76 cases were assigned for formal investigation. And, although the data is not broken down to indicate the source of complaints, staff indicated that the total of all complaints received are approximately 50% against police employees and 50% against correctional employees.

The tables below reflect all complaints that were administratively investigated. These include either serious, non-criminal allegations investigated by Internal Affairs or those involving allegations of minor misconduct that were investigated at the command level.

Table 4. Complaints Administratively Investigated in 2017

Number	Percentage	Disposition
187	34%	Sustained
133	24%	Exonerated
125	23%	Unfounded
105	23%	Not-sustained

Source: JSO Open Data Report 2017

Table 5. Complaints Administratively Investigated in 2018

Number	Percentage	Disposition
202	20%	Sustained
305	35%	Exonerated
303	35%	Unfounded
67	7%	Not-sustained

Source: JSO Open Data Report 2018

As a part of the total number of complaints investigated in 2017, the JSO conducted 90 investigations into allegations of unnecessary use of force. Those investigations resulted in the following dispositions:

- 52 cases were classified as *Exonerated*.

- 17 cases were classified as *Sustained*.

- 11 cases were classified as *Not Sustained*.

- 10 cases were still open – *Pending disposition.*

Of these, 63 of the 80 completed investigations, or 79%, resulted in a determination other than a sustained finding.

As a part of the total number of complaints investigated in 2018, the JSO conducted 68 investigations into allegations of unnecessary use of force. Those investigations resulted in the following dispositions:

- 54 cases were classified as *Exonerated*.

- 3 cases were classified as *Sustained*.

- 8 cases were classified as *Not Sustained*.
- 3 cases were still open – *Pending disposition*.

Of these, 62 of the 68 completed investigations, or 91%, resulted in a determination other than a sustained finding.

In 2017, there were 10 investigations into biased-based profiling. All 10 cases were determined to be unfounded, not-sustained, or exonerated. Further, in 2018, there were 8 investigations into biased-based profiling. All 8 cases were determined to be unfounded or exonerated.

With only two years of complaint data provided, the study team was not able to discern any meaningful complaint or discipline trends.

✪ **Effective Practice**

Since 2017, the department now publishes annual complaint data, including findings and dispositions. Further, since the formation of the Professional Oversight Unit (see below), more analyses of complaint data is occurring which should allow the department to identify any future trends and to make adjustments to training, policies, or other practices, as appropriate.

Transparency and Public Accountability

In addition to setting internal standards for ethical behavior, the JSO has taken additional steps to ensure accountability to the community and to government officials. The department educates community members about its operations through its Citizen's Police Academy. Patrol Zone Commanders also conduct regularly scheduled Sheriff's Watch meetings where residents can use the open forum to address any issues they wish, and senior department leadership regularly participate in Neighborhood Walks with patrol officers.

In early 2017, the JSO formed the Professional Oversight Unit. This unit was formed to establish a centralized point of review for all response to resistance (RTR) incidents, JSO-vehicle crashes/incidents, and vehicle pursuits. Additionally, the department now conducts a specific annual review of all biased-based profiling complaints and all complaints of unnecessary use of force.

The Professional Oversight Unit was also given the task of overseeing and facilitating the operation of the Personnel Early Intervention Program. The JSO Personnel Early Intervention Program is a system that uses observations and data to identify members that may require intervention efforts by the agency. The Professional Oversight Unit conducts an annual analysis of the incidents described above to determine if any modifications to training, policy, practices, or equipment are needed. The results of this review are published in the Annual JSO Open Data Reports.

A recent community survey determined that a majority of residents believe that the JSO does "a good job" of following up on and publicly reporting on alleged police misconduct, but this level of agreement was found to vary by patrol zones and by the race and ethnicity of residents. In the survey, respondents were asked to assess how well the JSO does in following up on allegations of police misconduct. While the level of agreement varied by patrol zones and by the race and ethnicity of the respondents, the overall sample showed that 51% of the population believe that JSO does a good job following up on allegations of police misconduct. There was higher disagreement, however, among black respondents, with only 41% of black respondents being in agreement.

The survey further pooled respondents to determine their assessment of how well the department reports back to the community with findings of possible police misconduct. Overall, 53% of residents in all of the patrol zones combined agreed that the JSO does a good job of this, although three patrol zones had less than 50% agreement on this issue and black and Hispanic respondents also assessed this at less than 50%.[17]

The complaint and disciplinary practices of the JSO are well defined and appear to be applied in a fair and consistent manner. In fact, there was little concern expressed by employees at all levels regarding the fairness or objectivity of accountability processes within the agency. The fact that staff expressed few concerns in this area indicates a high level of trust and confidence in department leaders and in the complaint and disciplinary process.

While internally, these processes are considered to be fair and equitable, there exists more opportunity for the department to further enhance community trust in this regard. The JSO's recent efforts to promote more transparency and accountability with the residents they serve is laudable. It is also apparent that this is an area where continued focus and attention would be beneficial.

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[17] Jacksonville Sheriff's Office Community Survey 2018. Prepared by the Public Opinion Research Laboratory at the University of North Florida

Section III.   Community Policing and the 21st Century

Recent events across the country involving police use of force have caused a paradigm shift in community expectations and the need for both trust and transparency. *The Final Report of The President's Task Force on 21st Century Policing* (The Report) identified six pillars of focus for improving law enforcement. They are:

1. Building Trust and Legitimacy

2. Policy and Oversight

3. Technology and Social Media

4. Community Policing and Crime Reduction

5. Officer Training and Education

6. Officer Safety and Wellness[18]

The JSO's recruit training curriculum was reviewed and compared to topic areas recommended in *Pillar #5 - Officer Training and Education.*

In "The Report," it was recommended that the following areas of law enforcement training should have a stronger focus:

- Community policing and problem-solving principles

- Interpersonal communication skills

- Bias awareness

- Scenario-based, situational decision making

- Crisis intervention

- Procedural justice and impartial policing

- Trauma and victim services

- Mental health issues

- Analytical research and technology

- Languages and cultural responsiveness[19]

In reviewing the JSO academy curriculum, it is evident that the academy leadership has taken strides to integrate most of these topics in greater frequency and more depth. The curriculum in both the BLE and the JSO Orientation Training is primarily consistent with contemporary

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[18] The President's Task Force on 21st Century Policing, May 2015, Pillar 5, Training and Education, pg. 51

[19] The President's Task Force on 21st Century Policing, May 2015, Pillar 5, Training and Education, pg. 51

topics recommended in *The Final Report of The President's Task Force on 21ˢᵗ Century Policing.* What is notable about the JSO's training curriculum is that during the Orientation Training phase, all recruits receive the 40-hour Crisis Intervention Team (CIT) training certification, and also participate in an innovative program titled "We are Duval," wherein community members educate the recruits about various cultural issues in the community. Recruits also receive additional training in officer wellness and mental health issues in both the BLE and the Orientation Training phases.

To improve the quality of training provided to the recruits and better prepare them for the challenges of today's policing expectations, the JSO should continue to do what they currently do well, while also giving additional attention to developing more training that advances the principles of procedural justice. This topic was discussed with academy leadership, and, although they were familiar with the concept and its principles, they also acknowledged that this concept is not widely familiar to either the training staff or recruits.

Procedural Justice is a philosophy that operates from the following four principles: *Impartiality* (in decision making); *Transparency* (in actions); *Voice* (opportunities for voice); and *Fairness* (in the process). The elements of procedural justice are typically conveyed as follows:

- Treating people with dignity and respect
- Giving individuals voice during encounters
- Being neutral and transparent in decision-making
- Conveying trustworthy motives

It is important to point out that procedural justice is a philosophy that relates to both internal and external dynamics and encounters. Embracing the aforementioned pillars of procedural justice has been shown internally to increase adherence to internal rules and processes, increase morale, and decrease grievances by officers over new rules, procedures, and promotions. It has also been shown to contribute to the generation of new ideas and innovation, as it allows all stakeholders affected by departmental decisions to give insight, opinion, and perspective.[20]

From an external perspective, procedural justice improves relationships with the public and contributes to community trust in the police department. This is a critical element of contemporary policing, and the JSO is urged to teach and promote a procedural justice philosophy, both internally and externally. To ensure this, the philosophy must be integrated

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[20] Ibid. Pg. 10

into multiple lesson plans for both recruits and incumbent officer training into policies, discussions, and promotional exams.

The Sheriff's mission is clear: "work in partnership with the community." Through interviews with JSO staff and from responses to the workforce survey, it is clear that members of JSO understand and embrace this mandate, but the resulting action plan was less obvious and there is no overarching policing philosophy on how to measure the objectives and goals.

RECOMMENDATION 17:   Enhance community policing as the operational philosophy for the department via a department-wide Community Policing Strategy

This strategy should center on core community policing efforts, which encourages community policing practices into how the JSO does business. Within this overarching Community Policing Plan, several key components and sub-recommendations are provided. Each recommendation supports the following core aspects of effective community policing:

- Building trust and credibility with the community
- Communication and information sharing (both internal and external)
- Crime fighting strategies: prevention, harm reduction, focused law enforcement/coordination, collaboration, and engagement
- Department philosophy/strategy-accessibility, accountability, and responsibility
- Geographical accountability/beat integrity/ownership by officers and residents

As part of this study, IACP assessed the application of the 21st Century policing core areas, as practiced by the JSO, through a series of interview questions and the workforce survey. The resulting findings demonstrate that the JSO does consider the community members as customers and all interviewees, including community members, gave JSO high marks on rebuilding community trust through its community engagement efforts.

However, some community leaders in Jacksonville are concerned that the officers ~~in~~ are accountable to the agency and not to the residents. The very young sworn officers have adopted an "authoritative profile," seen as "challenging to citizens, especially minorities." One leader candidly spoke of the "Blue Wall of Silence," and believes it to be true. "They are accountable to the organization and not to the residents." They are physically in the community, but they are not emotionally attached.

At the core of the 21st Century Policing is a shift in the approach to policing, adopting a Guardian Mindset. This is the first Recommendation of the Task Force:

> *Law enforcement culture should embrace a guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs' departments should*

> *adopt procedural justice as the guiding principle for internal and external*
> *policies and practices to guide their interactions with the citizens they serve.*

Adopting strategies annually that address culture, will create opportunities for additional training and awareness for officers, as well as constructive dialog, and meaningful participation for members of the community.

RECOMMENDATION 18:   Continue to implement strategies that aligns JSO with the six guiding pillars for 21st Century Policing:

The IACP team heard from stakeholders of their interest in a Civilian Review Board. But in a city where, as here, the Chief Law Enforcement Officer is elected, and carries an electoral mandate as well as electoral accountability, we recommend a hybrid model that has become a national model for Sheriff's Offices: a Community Advisory Board.[21]

The Community Advisory Board (CAB) members are appointed, should be diverse geographically, representative of socio-economic backgrounds and experiences, and should meet regularly and directly with the Sheriff and/or the Undersheriff (monthly or 6 times per year). The Sheriff's Command Staff often will present the pressing issues: budget, new technology, hiring practices, critical incident handling, crime rates and strategies. Members participate in an in-depth review of operations and facilities, learn about policing partnerships, and are invited to attend community events with the Sheriff. The more access the CAB has, the better the guidance they provide, and the more informed they become in their service as liaisons to the broader community.[22]

According to one community leader interviewed, Sheriff Williams is making "a gallant effort to understand the issues facing JSO." He says, "a citizen can walk into a station, file a complaint and be taken seriously. That was not always the case." The IACP team also heard from interviews that the Sheriff's Walks and Sheriff's Watch (meetings held by Zone Commanders) are received very positively in the community, but they want more. Establishing a Community

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[21] See, "Final Report on the Presidents 21st Century Policing Task Force," Recommendation 2.8: Some form of civilian oversight of law enforcement is important in order to strengthen trust with the community. Every community should define the appropriate form and structure of civilian oversight to meet the needs of that community. Office of Community Oriented Policing Services, Final Report of the President's Task Force on 21st Century Policing, (Washington, DC, Office of Community Oriented Policing Services, 2015).

[22] See, "Final Report on the Presidents 21st Century Policing Task Force," Recommendation 2.1: Law enforcement agencies should collaborate with community members to develop policies and strategies in communities and neighborhoods disproportionately affected by crime for deploying resources that aim to reduce crime by improving relationships, greater community engagement, and cooperation. Office of Community Oriented Policing Services, Final Report of the President's Task Force on 21st Century Policing, (Washington, DC, Office of Community Oriented Policing Services, 2015).

Advisory Board would be a great step forward, and it is clear that there are numerous community leaders ready to participate in constructive learning and dialog on a regular basis.

RECOMMENDATION 19:   Both the Sheriff's Leadership Team and the Stakeholders in the Community would benefit from enhancing and growing the Sheriff's Watch program.

3.1   Community Outreach

It is important for the police to be visible in their communities and know their residents. Many people do not interact with the police outside of enforcement contexts. This can result in people developing negative associations with the police. For example, for many people, the only contact they may have ever had with police consisted of receiving a traffic citation or calling the police to report being the victim of a crime. Finding opportunities to interact with community members in a non-enforcement context helps to reduce bias on the part of community members and police officers. Getting to know community residents helps both groups to break down personal barriers and overcome stereotypes. It also allows officers to learn more about the residents they serve. Personal interactions between police officers and community members build mutual trust, which is essential to addressing neighborhood problems and reducing crime. This this is a critical function for 21st Century policing and the IACP (discussed in Section 6) patrol staffing model recommends specific time be allocated for community engagement.

RECOMMENDATION 20:   Continue the tools of community engagement and increase their structure, predictability, inclusiveness, formality, and participation by all levels of the department.

- Distribute after-action reports for each community engagement to brief staff on issues specific to continue sheriff/community walks, forums, and other means of community engagement.
- Continue to hold formal and regular community meetings within neighborhoods in all zones to discuss and share information about crime, crime patterns, community concerns, problem solve, prioritize issues, and jointly craft strategies and solutions to address community concerns.
- Ensure that all agency brochures, including recruitment information, are translated into Spanish and other languages as necessary to appropriately and effectively communicate with city residents. Key brochures that include:
  - Information About the Sheriff's Office
  - How to File A Crime Report
  - Victim Services Information

- o "What to Expect When Stopped by the Police"
- ▪ Provide training and recruitment opportunities through regular meetings and contact with various minority and special interest groups in Jacksonville
- ▪ Meet regularly with community groups, to include formal groups such as the NAACP, Immigration groups, members of the various religious communities, LGBTQ community, etc., and consider appointing agency liaisons at command or management level to various groups so that communication is consistent.

RECOMMENDATION 21:   Continue to seek data-driven and practical alternatives to arrests when appropriate.

RECOMMENDATION 22:   Expand Community engagement and Community-Oriented Policing efforts and responsibilities across the entire Agency.

JSO operates with several specialty units, including a Community Engagement Unit; while this is a good start, the principles of community-oriented policing should be part of every employee's set of responsibilities, especially every employee expected to have regular contact with residents. The "beat cops" should get to know their community, residents, and businesses, and should actively engage every day. This means getting out of the cars (which seem to substitute as offices) and walking in to get to know business owners, becoming familiar with the issues and challenges of the neighborhoods. The presence of an officer should be welcome, not cause for concern:

> *Community policing's mission goes well beyond reducing crime and disorder, improving quality of life issues, and providing community services. The concept of community engagement brings with it the establishment and building of tangible collaborative relationships predicated upon mutual trust and respect, common interests, broader applications of procedural justice, and a sense of shared responsibilities.*[23]

As an example, JSO has several units that serve across the entire city and investigate property crimes as well as violent crime. Making a change to have detectives in each Zone investigate property crimes, will create opportunities for collaboration, demonstrating the Guardian Mindset. "Programs and interventions that increase the interface between law enforcement and residents are the most successful. Face-to-face interactions are important; people who

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[23] U.S. Department of Justice, *Law Enforcement Best Practices: Lessons Learned from the Field*, (Washington, DC,. Office of Community Oriented Policing Services, 2019), 6.

believe the police are fair and respectful express greater willingness to participate in joint crime-prevention efforts."[24]

> ✪ **Custom Notification Program**
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> One JSO community initiative is the Operation Custom Notification Program, which is spearheaded by the Investigations Division Chief. The program involves the Gang Unit identifying five at-risk individuals each week who may have been in or around gang related activity. The Gang Unit, along with other members of the JSO command staff and a local pastor, will then go to the homes of the at-risk individuals and explain consequences of their continued behavior to the individuals or their relatives; this is done on a weekly basis. It is a unique initiative and innovative approach to being proactive in reaching out to at-risk individuals and/or their family members.

> ✪ **Community Engagement Action Plan (CEAP)**
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> Prepared by Bethune-Cookman University Center for Law and Social Justice for JSO (September 2018), CEAP incorporated feedback from the community and JSO. It is a data-driven program that includes alternatives to arrest and de-escalation, like the civil citation (juvenile) and pre-arrest diversion (adult).

3.2 Response to Homeless and Mental Illness

Jacksonville has a significant homeless population that impacts many of the public safety issues facing the agency. While predominately housed in Zone 1 because of the many shelters, interviewees have identified homelessness as a major non-criminal public safety problem throughout the community.

RECOMMENDATION 23: **JSO should expand the multifaceted community-based response to the homeless and those in mental crisis.**

While many communities are facing problems with homelessness and people in crisis with mental health, best practices use a co-response approach. The Jacksonville Sheriff's office currently has one officer as well as a mental health professional assigned to the downtown area to combat this growing issue. This co-response model involves police responding with mental health professionals and social workers to psychiatric calls, officer referrals, and homeless shelter/camps interventions. The purpose of this program is to get appropriate services to people in need. This type of program focuses on the following strategies:

- Direct support to patrol officers in contact with the homeless and persons in mental crisis

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[24] Ibid., 9

- Direct outreach to homeless persons
- Direct outreach at homeless shelters and camps

The Sheriff's Office has plans to expand the program in 2021 to add additional officers and cover more areas in the city.

Section IV.   Administration and Personnel

4.1   Performance Appraisals

In a textbook on human resource management, five primary reasons were cited for evaluating employee performance. These are:

1. Employers still base pay, promotion, and retention decisions on the employee's appraisal.
2. Appraisals play a central role in the employer's performance management process.
3. The appraisal lets you and the subordinate develop a plan for correcting any deficiencies, and to reinforce the things the subordinate does right.
4. Appraisals should facilitate career planning.
5. Supervisors use appraisals to identify employees' training and development needs.[25]

Departments typically use performance appraisals to engage staff in a process that supports the vision, mission, and values of the department. They are a means by which supervisors formally interact with subordinates to mentor and promote their success, as well as to identify areas where training may improve performance. Employee performance evaluations may be also used as a tool to assist management in making key decisions concerning disciplinary action, training, and determination of eligibility for specialized assignments. They can also be used to alter the service expectations, policing styles, and responsibilities of officers and other department staff.

JSO Order Number 517 (Personnel Development and Movement) outlines the procedures to be followed for the Employee Evaluation System. These procedures include:

- A review of the employee's duties and responsibilities
- Discussions regarding an employee's career goals
- Evaluation of an employee's job performance for the previous fiscal year

The procedures further require that an annual performance evaluation is required for all department employees and that supervisors are to receive annual training for the JSO Employee Evaluation System. As described in the order, when used effectively, the evaluation system should:

- Serve as a two-way communication mechanism between an employee and his supervisor

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[25] Gary Dessler, *Human Resource Management*. 13th ed. (New Jersey: Prentice Hall, 2013)

- Create and reinforce a work environment that maximizes the potential for success for all employees and the agency

- Create a connection between the agency's objectives and the employee's duties and responsibilities

- Establish clear expectations for all employees, including work requirements and expected outcomes, and

- Enable employees to realize improved performance, effectiveness, and professional growth.[26]

The study team had the opportunity to examine and evaluate the performance evaluation practices in use for employees within the JSO. During interviews with JSO executive staff, it was related that the current performance evaluation process was recently revised. The JSO currently utilizes an electronic Employee Evaluation System that can be customized for specific operational units within the department. Every employee receives a formal annual evaluation, and supervisors are also required to have quarterly performance discussions with their subordinates.

The agency's performance evaluation practices conform to each of the formal agreements between the City of Jacksonville and the various labor unions that represent JSO sworn and non-sworn employees. The contract language in the agreement between the city and the Fraternal Order of Police (FOP) requires that "employee evaluations shall be standard and in writing," and that "the rater must be a person who has been taught about established JSO evaluation policies and procedures."[27] The contract language in the American Federation of State, County and Municipal Employees Florida Council 79 (AFSCME) requires that "performance evaluations of employees in this bargaining unit shall be in writing and shall use a standardized format and procedure."[28]

The JSO utilizes an electronic form to document its performance evaluations. The study team examined the appraisal form used by the JSO, and, upon this review, it appears that the department's performance evaluation practices sufficiently address the important aspects of performance measurements of its employees. The form allows for modification to address

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[26] JSO Order 517

[27] Agreement between the City of Jacksonville and the Jacksonville Consolidated Lodge No. 5-30 of the Fraternal Order of Police, Police Officers through Sergeants, October 1, 2017 – September 30, 2020.

[28] Agreement between the City of Jacksonville and the American Federation of State, County and Municipal Employees Florida Council 79, October 1, 2017 – September 30, 2020.

individual job duties and responsibilities and to generate discussions about career development, goal setting, and department priorities.

The first part of the form addresses the supervisor's and the employee's performance expectations for their specific duties and responsibilities. It also requires that the supervisor and employee review the Sheriff's Office's Mission Statement, Vision, and Core Values. It further requires a review of the JSO's Discrimination and Harassment policies. For those employees who operate city-owned vehicles, it reminds supervisors to ensure that employee driver's licenses are valid and that there is also a reminder for employees to review and update their beneficiary information.

The next area on the evaluation form documents discussions related to the employee's career goals for both the coming year and for the next five years. Supervisors may list areas for career development opportunities (e.g., training, special assignments, seminars) that the employee might want to consider to assist in achieving their career goals. Another section provides opportunities to document any counseling or discipline that may have occurred, as well as an area to recognize any awards or letters of commendation received by the employee. Following is a section designed to document the most positive performance aspects noted by the supervisor as well as any recommendations for performance improvement. Finally, there are areas for both the rater and for the employee to list any additional comments. All department ratings are reviewed by the rater's supervisor.

Ultimately, the performance evaluation process should be fair and transparent, develop growth and learning, and should identify problems early so that interventions can bring a problem to resolution before it becomes unmanageable. Additionally, supervisors should view performance appraisals as a helpful tool that they can complete in a timely manner. From all appearances, the study team found the current performance evaluation process utilized by the JSO accomplishes all of these objectives.

All of the respondents (patrol officers and sergeants) interviewed agreed the "new" performance appraisals are better than the past evaluation tools. Each officer and sergeant liked the goal setting in the form, and they enjoy being able to work with their superiors on developing a vision for their careers. However, due to staffing shortages, it is difficult to attend courses to actualize their visons.

All those interviewed requested that the appraisal forms be more actively used for career development and as a tool to help improve the performance of marginal employees.

As noted in the recommendations for mentoring and coaching, the academy is making an effort to enhance this. The JSO should consider the following policy changes to its appraisal process once a more robust mentoring and coaching program is in place.

4.2   Recruitment, Staffing, and Retention

JSO's Current Hiring Process is Both Fast and Efficient

JSO's average hiring timeline is 76 days. This timeframe is much shorter than those of other agencies studied by the IACP. This condition should help reduce any loss of applicants due to a lengthy hiring process.

Further, the current administration recently adjusted their hiring standards regarding the 4-year college educational requirement to now allow applicants to substitute military service or prior police or corrections service in lieu of or to substitute for the educational requirement. This will allow the JSO to hire more high-quality candidates who otherwise would have been excluded due to the educational requirement.

While the recruitment and hiring processes are extremely effective, recent changes to the JSO defined benefit plan may impact recruitment and/or retention in the years ahead, and this is a condition that the department will need to monitor closely. The previous Jacksonville Police and Fire Pension Fund was a single-employer contributing defined benefit pension plan that covered all full-time police officers and firefighters hired prior to October 1, 2017.[29] In order to address serious pension fund liabilities, and after reaching agreements with both the police and fire unions, the City of Jacksonville created a new, 401(k)-style retirement account for officers hired after October 1, 2017.

Under the new retirement plan, officers will fully vest in the plan after three years. Therefore, officers hired under the new pension plan will be eligible in 2020 to "transfer" their contributions, and the 25% employer match to another retirement plan should they opt to leave the JSO. By way of comparison, the neighboring beach police departments in Duval County, as well as a majority of other nearby Florida law enforcement agencies, still provide their officers with a defined benefit retirement plan. It is too early to know what, if any, effect that the new pension plan might have on retention of recently hired officers.

RECOMMENDATION 24:   JSO should explore options to incentivize formal exit interviews of all employee separations to increase voluntary participation.

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[29] Police and Fire Pension Fund. https://www.coj.net/departments/police-fire-pension-fund

✪ **EFFECTICE PRACTICE: Hiring Process in the Recruitment and Selection Unit**

The Recruitment and Selection Unit consists of two supervisors, a police sergeant and a civilian Human Resources (HR) supervisor. The civilian supervisor oversees two full-time employees. The unit also has three sworn employees, one part-time recruiter and two full-time recruiters. One recruiter focuses on Historical Black Colleges and traditional colleges in Florida and Alabama. Another focuses on colleges in Georgia and South Carolina. The unit also added an appointed civilian military recruiter, a retired Navy Chief who focuses on military recruitment. According to staff, military recruiting is a major focus area for the JSO. Recruiters make weekly contacts with applicants, and they invite them to voluntary fitness sessions, which the recruiters also attend.

The Backgrounds Unit consists of 12 part-time investigators. All are retired JSO, most with investigative backgrounds, one sworn part-time background investigator use only for overtime, and seven part-time LTSOs whose duties include reviewing intakes for police and corrections applicants, conducting document review, and performing Equifax checks.

The hiring standards for the JSO are high. The department requires that applicants have either four years of college, military, or previous JSO experience. They will also accept a combination of 60 college credit hours plus either two years of JSO employment or five years of continuous work experience. Out of state certified officers may attend a four-day high liability training and then take the certification test. If they pass, they can begin recruit training in the JSO orientation phase.

The unit fast tracks the backgrounds, oral boards, and medical processes for top tier candidates. According to unit staff, there is no shortage of applicants for police officer positions, with 60% of applicants making it through the pre-screen process. Recruiting correctional officers is more challenging.

The hiring process begins with an online application process via the JSO website. This site navigates applicants to the iCIMS site, a basic online application to see if they are viable. If determined to be so, this begins an electronic correspondence. iCIMS has an analytical capability and also pushes job postings out to national hiring sites. It is a millennial-oriented process and is used to hire police officers, corrections staff, bailiffs, and CSOs.

The unit sends successful applicants an electronic packet. Applicants can upload scanned or photo documents online into the document section. Once applicants satisfy most of the document requirements, they are invited to a screening event. The unit holds these screening events on a weekday evening or a Saturday morning, and the screening events usually last around 5 hours.

The screening event includes fingerprinting, Physical Abilities Test (PAT), and a mile run in under 12 minutes. The PAT and mile times are posted online. On the event date, applicants meet with the polygraph unit and receive a polygraph packet. Applicants complete the personal history questionnaire packet on site. The recruiter staff explains disqualifications to them. Those who are disqualified are told so, and they leave. Others are told about the next step, the polygraph. They then watch a video and complete a handwritten writing sample that is pass/fail; very few are eliminated by the writing sample. Applicants are determined to be either approved, approved with concerns, or suspended.

> ✪ **EFFECTICE PRACTICE: Hiring Process in the Recruitment and Selection Unit (cont'd)**
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> After the unit makes any disqualifying cuts, a polygraph examiner begins to schedule some polygraph dates; others are scheduled via iCIMS. iCIMS allows supervisors to make notes about areas background investigations should focus on. Background reports that come back with potential issues of concern, but not disqualifying factors, have notes added to the file for later focus by the oral boards.
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> Successful applicants get a conditional offer of employment, pending the background investigation. Those with concerns are looked at more closely, and some are moved forward unless they should fall into the suspended category. Suspension links are either one, two, five years, or indefinite. Applicants receive suspension notices via email within 30 days.
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> Medical and Psychological tests are scheduled during the background. Some medical failures can be resolved through the applicant's personal doctor. Sometimes the unit waits for medical/psychological results until the last minute. The JSO uses a contractor for the psychological exam, whereas the city does the medical exam.
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> The unit projects oral board dates in coordination with background personnel. The oral board, consisting of a lieutenant, sergeant, and an officer, involves two parts. Part A asks generic questions of all applicants; Part B is tailored toward each applicant about any issues that came up in the background. The board then gives individual recommendations, but the Division Chief makes the final decision. Once approved, the applicant is notified. If the medical or psych is still pending, the offer is contingent on that.
>
> Over the past six months, the timeline for submitting an application to receiving a start date in the academy has been averaging 76 days. The shortest timeline was 21 days. The previous average was 3-5 months; however, nothing has changed in the background process. The unit believes that police salary and benefits are currently very competitive in the region. The JSO also pays its recruits during academy training.
>
> The JSO recently increased standards in physical testing (mile run time), and the unit puts notes in the iCIMS files when they notice a lack of physical conditioning in an applicant. The unit also delays some candidates to a later class if they believe the applicant needs to get in better shape.

4.3 Workforce Profiles Analysis

Position descriptions can be an effective tool for managing work. Organizations use position descriptions to inform many human capital activities, including recruiting, setting pay,

conducting performance reviews, and career planning.30 Thus, it is important that high quality position descriptions be developed and maintained to support these activities.

Position descriptions should be accurate, complete, current, compliant with employment law, and supportive of organizational goals. A position description should include information on the duties and responsibilities of the position; the required knowledge, skills, and abilities; the reporting relationships; the salary and working conditions; and the requirements for holding the position. The position description should also clearly state how the role supports the organization's mission and vision.

Methodology

In evaluating the positions, descriptions for sworn positions from JSO were analyzed. In evaluating civilian positions, the IACP team reviewed and analyzed position descriptions for the following non-sworn positions from JSO:

- Public Safety Analyst I, Public Safety Analyst II, Public Safety Analyst Supervisor
- Police Services Technician (PST) I, II, III, Police Services Supervisor
- JSO Community Services Officer
- Desktop Support Technician Sr.
- Fingerprint Technician, Fingerprint Technician Supervisor
- Police Emergency Communications Officer (PECO) I, II, III, and IV

The review and analysis also included information from

- Interviews and focus groups with JSO employees
- Documents provided from JSO including the Strategic Plan, Annual Goals, Annual Report, and Unit Procedures for six units that include non-sworn positions
- Position descriptions for non-sworn positions from similar agencies, including San Bernardino County Sheriff's Office, Broward County Sheriff's Department, and Riverside County Sheriff's Department
- Best practices based on over 65 years of experience developing and executing human resources solutions

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[30] Society for Human Resources Management, "How to Develop a Job Description." Accessed March 12, 2020. https://www.shrm.org/resourcesandtools/tools-and-samples/how-to-guides/pages/developajobdescription.aspx.

- Legal and professional guidance on including the Uniform Guidelines on Employee Selection Procedures,[31] Standards for Educational and Psychological Testing,[32] and the Principles for the Validation and Use of Personnel Selection Procedures[33]
- Employment laws including Title VII of the Civil Rights Act of 1991, Age Discrimination in Employment Act (ADEA), Americans with Disabilities Act (ADA), Equal Pay Act of 1963, and the Fair Labor Standards Act (FLSA)

Sworn Positions

Findings

For the following positions, we found the position descriptions to be mostly appropriate and complete: Police Recruit, Police Officer, Police Sergeant, and Police Lieutenant. Table 4 provides the specific findings for these position descriptions. The remaining sworn positions within the scope of this review (Chief, Chief of Patrol, or Director of Police Services) do not include content on key areas including reporting structure; summary; duties and responsibilities; knowledge, skills and abilities; requirements; and working conditions.

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[31] US General Services Admin Office of the Federal Register, Employee Selection Procedures - Adoption by Four Agencies of Uniform Guidelines - 1978, (Rockville, National Institute of Justice/NCJRS, 1978). 38290-38315.

[32] American Educational Research Association, American Psychological Association, and National Council on Measurement in Education, Standards for Educational and Psychological Testing, (Washington, DC, American Educational Research Association, 2014).

[33] Society for Industrial and Organizational Psychology, Principles for the Validation and Use of Personnel Selection Procedures (5th edition), (Bowling Green, OH, Society for Industrial and Organizational Psychology, 2018).

Table 6. Findings: Sworn Positions

Component	Findings
Title	The job titles reflect the type and level of the work, do not overstate the job, and reflect how the job is viewed outside of JSO.
Exempt/Non-Exempt Status	Exempt/Non-Exempt Status is properly listed.
Reporting Structure	Most of the position descriptions do not identify the job titles of direct reports, nor do they describe reporting relationships.
Summary	Relative to similar agencies, the job summaries in each of the position descriptions tend to lack varied areas of assignment (e.g., patrol, investigations, community liaison). Otherwise, the length of the summary sections is appropriate. The statement of purpose is passively stated and does not reflect the community focused vision of the JSO. The Police Officer summary has redundant statements about "latitude permitted." There is no content for Police Chief, Chief of Patrol, or Director Police Services.
Duties and Responsibilities	Lists "examples of work." Based on our understanding of the job, the examples listed may not be representative. For example, little is mentioned regarding proactive or community-oriented police work. The following statement is vague and not helpful: demonstrates proficiency in the City of Jacksonville's competencies. We suggest more concretely defining these competencies based on a review of the job and identifying those that are needed.
Knowledge, Skills and Abilities	The knowledge, skills, and abilities listed appear to cover the range of expected knowledge areas, physical abilities and skills, problem solving skills, and interpersonal skills. Some similar agencies provide more detail here, while others provide less detail.
Requirements	Across the board, there is sufficient detail in these sections. The promotional requirements for Sergeant and Lieutenant seem to imply that experience is required *within JSO* in order to be promoted to Sergeant or Lieutenant.
Working Conditions	The working conditions are listed in the summary section and appear to cover the range of work contexts including physical, interpersonal relationships, and the structural characteristics of the work (e.g., criticality, amount of routine, pace and scheduling, amount of supervision).
Salary	A range is listed for all positions.
Disclaimer	There should be a disclaimer indicating that the duties listed are not comprehensive and the tasks listed are examples (although this is implied with the title of the section: "example tasks"), if in fact this is the case.
Other	There is no date reflecting when the position description was last updated or approved by management.

RECOMMENDATION 25: **The project team has identified a series of recommendations across all sworn workforce profiles.**

a. Develop complete position descriptions for the following sworn positions: Police Chief, Chief of Patrol, and Director of Police Services. These position descriptions should be based on a job analysis.

b. Ensure that all position descriptions are based on a job analysis completed within the past five years. Instead of example tasks, the best practice is to summarize the work in terms of roughly ten duty areas rank ordered in terms of importance.

c. Ensure that the various assignments are reflected in the summary.

d. Add a section on reporting relationships identifying the title of the positions supervised and the title of the supervising position.

e. Include a statement in the summary clearly stating the purpose of the position in a way that demonstrates how the role fits with the mission and vision of JSO (e.g., to encourage a crime free environment by working with the public and enforcing laws and ordinances which serve and protect the community).

f. Identify the specific "City of Jacksonville competencies" that are required. The purpose of this recommendation is to address the fact that the statement in the current set of job descriptions is vague: "demonstrates proficiency in the City of Jacksonville's competencies." We suggest more concretely defining these competencies based on a review of the job and identifying those that are needed. For the sergeant and lieutenant positions, clarify the requirements for individuals applying from outside JSO.

g. Include a disclaimer stating that the duties listed are meant to provide a summary of the most important job tasks as well as inform the user that the list of duties are not limited to only these duties and that it may be that the incumbent will need to perform other tasks as necessary to help achieve organizational goals.

h. Include a date reflecting when the position description was last updated and approved by management.

Civilian Positions

Findings

For the following positions, we found the position descriptions to be mostly appropriate and complete. Tables 7 through 13 provides the specific findings for these position descriptions.

Table 7. Findings: Public Safety Analyst I, Public Safety Analyst II, and Public Safety Analyst Supervisor

Component	Findings
Title	The job title reflects the type and level of the work and does not appear to overstate the job.
Exempt/Non-Exempt Status	Exempt/Non-Exempt Status is properly listed.
Reporting Structure	The position descriptions do not identify the job titles of direct reports, nor do they describe reporting relationships.
Summary	The job summaries in each of the position descriptions tend to be similar to those found in similar agencies. The length of the summary sections is appropriate. The statement of purpose is not worded in a way that ties it to the overall mission/vision of the JSO. The summary appears to be outdated: Some of the terms used in the summary are old technology (e.g., plotters, mainframe, microcomputer), and there is no listing of the "specialized equipment and software" described in the Crime Analysis Unit procedures.
Duties and Responsibilities	Lists "examples of work." Based on our understanding of the job, the examples listed may be representative of the full job, but it is not clear whether there are important duties missing from the description. The positions appear to reflect the Crime Analysis Unit Procedures. The following statement is vague and not helpful: demonstrates proficiency in the City of Jacksonville's competencies. We suggest more concretely defining these competencies based on a review of the job and identifying those that are needed
Knowledge, Skills and Abilities	The knowledge, skills, and abilities listed appear to cover the range of expected knowledge areas, physical abilities and skills, problem solving skills, and interpersonal skills. The KSAs do not reflect skill in using the "specialized equipment and software" described in the Crime Analysis Unit procedures.
Requirements	The major area of study requirement is inflexible, as it lists several specific options with no latitude stated beyond those specific options. In addition, no example of coursework is listed. The procedure for filling the Public Safety Supervisor position is stated as "the Rule of Three"—no additional details are provided.
Working Conditions	The working conditions are listed in the summary section and appear to cover the range of work contexts including physical, interpersonal relationships, and the structural characteristics of the work (e.g., criticality, amount of routine, pace and scheduling, amount of supervision).
Salary	A range is listed for all positions.
Disclaimer	There is no disclaimer indicating that there may be other duties as assigned, and the tasks listed are examples (although this is implied with the title of the section: "example tasks").
Other	A date is given reflecting when the position description was last updated.

Table 8. Findings: Police Services Technician I, II, III, and Police Services Supervisor

Component	Findings
Title	The job titles mostly reflect the type and level of the work and do not appear to overstate the job. The title "Police Services Technician III" does reflect the supervisory content of the job. The title "Police Services Supervisor" does not reflect the 2nd level management nature of the position.
Exempt/Non-Exempt Status	Exempt/Non-Exempt Status is properly listed.
Reporting Structure	The position descriptions do not identify the job titles of direct reports, nor do they describe reporting relationships.
Summary	The job summaries in each of the position descriptions tend to be similar to those found in similar agencies. The length of the summary sections is appropriate. The statement of purpose is not worded in a way that ties it to the overall mission/vision of the JSO. The summary descriptions for the first three levels are highly similar.
Duties and Responsibilities	Lists "examples of work." Based on our understanding of the job, the examples listed may be representative of the full job, but it is not clear whether there are important duties missing from the description. The content in the position descriptions reflects that shown in the Unit Procedures. The following statement is vague and not helpful: demonstrates proficiency in the City of Jacksonville's competencies. We suggest more concretely defining these competencies based on a review of the job and identifying those that are needed.
Knowledge, Skills and Abilities	The knowledge, skills, and abilities listed appear to cover the range of expected knowledge areas, physical abilities and skills, problem solving skills, and interpersonal skills. It is surprising that there are no particular software knowledge requirements.
Requirements	The requirement "must have at least two years of education and/or experience in clerical work" is unclear. It's unclear whether there are additional requirements (beyond the stated experience requirements) for promotion to PST II.
Working Conditions	The working conditions are listed in the summary section and appear to cover the range of work contexts including physical, interpersonal relationships, and the structural characteristics of the work (e.g., criticality, amount of routine, pace and scheduling, amount of supervision).
Salary	A range is listed for all positions.
Disclaimer	There is no disclaimer indicating that there may be other duties as assigned, and the tasks listed are examples (although this is implied with the title of the section: "example tasks").
Other	A date is given reflecting when the position description was last updated.

Table 9. Findings: JSO Community Services Officer

Component	Findings
Title	The job title reflects the type and level of the work and does not appear to overstate the job.
Exempt/Non-Exempt Status	Exempt/Non-Exempt Status is properly listed.
Reporting Structure	The position description does not identify the job titles of direct reports, nor do they describe reporting relationships.
Summary	The job summary does not appear to be consistent with the Patrol Function Unit Procedures that state that the "primary responsibility is to complete traffic crashes and be a force multiplier to the traffic/patrol division" and that the "CSO is a special interest employee that is hired at the direction of the Sheriff and has no implied or actual police authority."
Duties and Responsibilities	Lists "examples of work." Based on our understanding of the job, the examples listed may be representative of the full job, but it is not clear whether there are important duties missing from the description. The content in the position descriptions reflects that shown in the Unit Procedures. The following statement is vague and not helpful: demonstrates proficiency in the City of Jacksonville's competencies. We suggest more concretely defining these competencies based on a review of the job and identifying those that are needed.
Knowledge, Skills and Abilities	The knowledge, skills, and abilities listed appear to cover the range of expected knowledge areas, physical abilities and skills, problem solving skills, and interpersonal skills.
Requirements	The requirements are clear.
Working Conditions	The working conditions are listed in the summary section and appear to cover the range of work contexts including physical, interpersonal relationships, and the structural characteristics of the work (e.g., criticality, amount of routine, pace and scheduling, amount of supervision).
Salary	A range is listed.
Disclaimer	There is no disclaimer indicating that there may be other duties as assigned, and the tasks listed are examples (although this is implied with the title of the section: "example tasks").
Other	A date is given reflecting when the position description was last updated.

Table 10. Findings: Desktop Support Technician Sr.

Component	Findings
Title	The job title focuses on desktop only, while the incumbent works with many types of information technology equipment.
Exempt/Non-Exempt Status	Exempt/Non-Exempt Status is properly listed.
Reporting Structure	The position descriptions do not identify the job titles of direct reports, nor do they describe reporting relationships.
Summary	The job summary is informative and well worded.
Duties and Responsibilities	Lists "examples of work." Based on our understanding of the job, the examples listed may be representative of the full job, but the statement "Performs related work as required," suggests that there are some duties unaccounted for. Also, the example tasks likely do not reflect changes in technology and expansion in the range of equipment and software in the past eight years. The following statement is vague and not helpful: demonstrates proficiency in the City of Jacksonville's competencies. We suggest more concretely defining those competencies based on a review of the job and identifying those that are needed.
Knowledge, Skills and Abilities	The knowledge, skills, and abilities listed appear to cover the range of expected knowledge areas, physical abilities and skills, problem solving skills, and interpersonal skills. This section does not reflect changes in technology and expansion in the range of equipment and software in the past eight years. It's unclear why incumbents would need to have the ability to operate a motor vehicle.
Requirements	This section is clear.
Working Conditions	The working conditions are listed in the summary section and appear to cover the range of work contexts including physical, interpersonal relationships, and the structural characteristics of the work (e.g., criticality, amount of routine, pace and scheduling, amount of supervision).
Salary	A range is listed for all positions.
Disclaimer	There is no disclaimer indicating that there may be other duties as assigned, and the tasks listed are examples (although this is implied with the title of the section: "example tasks").
Other	A date of March 30, 2012 is given reflecting when the position description was last updated.

Table 11. Findings: Fingerprint Technician, Fingerprint Technician Supervisor

Component	Findings
Title	The job titles mostly reflect the type and level of the work and do not appear to overstate the job.
Exempt/Non-Exempt Status	Exempt/Non-Exempt Status is properly listed.
Reporting Structure	The position descriptions do not identify the job titles of direct reports, nor do they describe reporting relationships.
Summary	The job summaries in each of the position descriptions tend to be similar to those found in similar agencies. The length of the summary sections is appropriate. The statement of purpose is not worded in a way that ties it to the overall mission/vision of the JSO.
Duties and Responsibilities	Lists "examples of work." Based on our understanding of the job, the examples listed may be representative of the full job, but the statement "Performs related work as required," suggests that there are some duties unaccounted for. The content in the position descriptions reflects that shown in the Unit Procedures. The following statement is vague and not helpful: demonstrates proficiency in the City of Jacksonville's competencies. We suggest more concretely defining these competencies based on a review of the job and identifying those that are needed.
Knowledge, Skills and Abilities	The knowledge, skills, and abilities listed appear to cover the range of expected knowledge areas, physical abilities and skills, problem solving skills, and interpersonal skills.
Requirements	This section is clear.
Working Conditions	The working conditions are listed in the summary section and appear to cover the range of work contexts including physical, interpersonal relationships, and the structural characteristics of the work (e.g., criticality, amount of routine, pace and scheduling, amount of supervision).
Salary	A range is listed for all positions.
Disclaimer	There is no disclaimer indicating that there may be other duties as assigned, and the tasks listed are examples (although this is implied with the title of the section: "example tasks").
Other	A date is given reflecting when the position description was last updated.

Table 12. Findings: Police Emergency Communications Officer (PECO) I, II, III, IV

Component	Findings
Title	The job titles mostly reflect the type and level of the work and do not appear to overstate the job. The PECO III and PECO IV job titles do not reflect the supervisory and management content of the jobs.
Exempt/Non-Exempt Status	Exempt/Non-Exempt Status is properly listed.
Reporting Structure	The position descriptions do not identify the job titles of direct reports, nor do they describe reporting relationships.
Summary	The summaries do not make clear the following definitions from the Unit Procedures: ▪ PECO I – Entry level emergency communications officer – receiving officer or call-taker. ▪ PECO II – Emergency communications officer qualified in receiving and dispatch – a dispatcher. ▪ PECO III – A PECO who has been promoted to a supervisor position over a functional area, shift, or watch. ▪ D. PECO IV – A PECO supervisor who has been promoted to a manager position over a specialized area or an entire shift.
Duties and Responsibilities	Lists "examples of work." Based on our understanding of the job, the examples listed may be representative of the full job, but it is not clear whether there are important duties missing from the description. The content in the position descriptions reflects that shown in the Unit Procedures. The following statement is vague and not helpful: demonstrates proficiency in the City of Jacksonville's competencies. We suggest more concretely defining these competencies based on a review of the job and identifying those that are needed.
Knowledge, Skills and Abilities	The knowledge, skills, and abilities listed appear to cover the range of expected knowledge areas, physical abilities and skills, problem solving skills, and interpersonal skills.
Requirements	For PECO I, there is no stated requirement to pass a background check, drug test and to have no felony convictions. All levels require maintaining an FCIC/NCIC Certification. Our interviews with the PECO leadership suggest that some of the requirements listed are outdated (e.g., the requirement at the PECO I and II levels to obtain and maintain a Basic Telecommunicator Certification).
Working Conditions	The working conditions are listed in the summary section and appear to cover the range of work contexts including physical, interpersonal relationships, and the structural characteristics of the work (e.g., criticality, amount of routine, pace and scheduling, amount of supervision).
Salary	A range is listed for all positions.
Disclaimer	There is no disclaimer indicating that there may be other duties as assigned, and the tasks listed are examples (although this is implied with the title of the section: "example tasks").

Component	Findings
Other	A date is given reflecting when the position description was last updated.

Table 13 provides a crosswalk of the job titles with jobs titles in other similar jurisdictions.

Table 13. Crosswalk of job titles with jobs titles in other similar jurisdictions

Jacksonville Position	Riverside	San Bernardino	Broward
Public Safety Analyst (I, II, Supervisor)	Crime Analyst (X, Senior, Supervisor)	Crime Analyst, Supervising Crime Analyst	Crime Analyst
Police Services Technician (I, II, III, Supervisor)	Sheriff Records/Warrants Assistant (I, II, III, Sr.) Sheriff Records/Warrants Supervisor (X, A)	Sheriff's Records (Clerk, Supervisor, Manager)	District Records (Technician, Specialist) Records/Warrants (Technician, Specialist, Supervisor)
JSO Community Services Officer	Community Services (Assistant, Officer I, Officer II)	Community Services Officer	Community Service Aide
Desktop Support Technician Sr.	NA	NA	NA
Fingerprint Technician (X, Supervisor)	Fingerprint technician & Fingerprint examiner	Sheriff's Crime Scene Specialist (I, II, Lead, Supervising)	Crime Scene Technician (I, II)
Police Emergency Communications Officer (I, II, III, IV)	NA	Sheriff's Communications Dispatcher (Trainee I, I, Trainee II, II, III, Supervising) Sheriffs Communications (Administrator, Manager)	NA

Key: X = job title without modifier. Example - Crime Analyst (X, Sr., Supervisor) means there is a Crime Analyst, Crime Analyst Sr., and Crime Analyst Supervisor

RECOMMENDATION 26: **The project team has identified a series of recommendations across all civilian workforce profiles.**

a. Ensure that all position descriptions are based on a job analysis completed within the past five years. For positions affected by changes in technology (e.g., any information technology jobs), the update should be done at least every three years.

b. Update the job title Desktop Support Technician to reflect the range of technology used on the job (e.g., Information Technology Support Technician).

c. Instead of example tasks, the best practice is to summarize the work in terms of roughly ten duty areas rank ordered in terms of importance.

d. Ensure that the descriptions include specialized equipment and software listed in the Unit Procedure Descriptions (especially for Public Safety Analyst positions).

e. Ensure that the descriptions are consistent with the job definitions found in the Unit Procedure Descriptions (especially CSO, PECO positions).

f. When there is supervisory content in the job, ensure that this is reflected in the job title (especially Police Services Technician III, PECO III).

g. When there is management content in the job, ensure that this is reflected in the job title (especially Police Services Supervisor, and PECO IV).

h. Ensure that all minimum requirements are listed, including those having to do with criminal background checks, drug use, and felony convictions.

i. Ensure that the various assignments are reflected in the summary (especially PST and PSA positions).

j. Add a section on reporting relationships identifying the title of the positions supervised and the title of the supervising position.

k. Include a statement in the summary clearly stating the purpose of the position in a way that demonstrates how the role fits with the mission and vision of JSO.

l. Identify the specific "City of Jacksonville competencies" that are required. The purpose of this recommendation is to address the fact that the statement in the current set of job descriptions is vague: "demonstrates proficiency in the City of Jacksonville's competencies." We suggest more concretely defining these competencies based on a review of the job and identifying those that are needed.

m. For senior positions, clarify the requirements for individuals applying from outside JSO.

n. Include a disclaimer stating that there may be other duties as assigned and the tasks listed are examples.

o. Clarify and update the requirements to qualify for and remain employed as a PECO at different levels. For example, state clearly whether the Basic Telecommunicator Certification is needed at each level, and when it is needed. Ensure that any updates are commensurate with practice. Ensure that practices are designed to support recruiting and retaining effective performers. For example, ensure that staff are paid adequately for the work being performed and that there are sufficient staff who qualify for the dispatcher position to allow for effective rotation with less stressful roles.

p. Conduct exit interviews for positions that have high turnover or recruitment issues (e.g., PECO and Public Records positions) to determine the reasons that staff are leaving. There may be various reasons for the turnover, including job design, pay, and workload.

4.4   Risk Management

Documentation

From interviews, it was determined that the Safety Officer routinely reviews both the online *First Report of Injury or Illness* form and the *Supervisor's Investigation Report of Employee Illness or Injury* form to determine any injury trends or patterns.[34]

When asked to identify the most common types of injuries that occur during recruit training, the Safety Officer cited soft tissue injuries, mostly from reported soreness or pulled muscles. While these were trends that the Safety Officer was personally familiar with, he suggested the department would benefit by regularly performing and reporting on injury data, trends, and analysis. Regularized command-level review of injury data coupled with interaction and follow-up with Risk Management is a best practice.

From interviews with the Safety Officer, the Occupational Health Manager, and the City's Risk Management Supervisor, it was determined that they each were personally familiar with some of the most common causes of JSO on-duty injuries, which they collectively identified as:

▪ Soft tissue injuries (soreness, muscle pulls, dizziness) occurring during the Light Stretch exercise

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[34] As an example of a recent trend identified, the Safety Officer cited six incidents over the past 12-18 months, where police officers fractured their hands after striking people during physical confrontations. To minimize these injuries from continuing, he requested that the academy consider alternative training techniques for dealing with combative subjects. Another injury trend that was identified involved officers following each other too closely, resulting in injuries from police vehicles crashing into one another. As a result of this injury trend, the academy was requested to address this condition during EVOC in-service training.

- Facial injuries that occur during the Red Man boxing exercise
- Hand fractures, as a result of patrol officers striking subjects during confrontations.
- Vehicle crashes, as a result of officers following each other too closely during response to emergency calls.

According to the Risk Management supervisor, about 2-3 years ago the JSO requested that supervisory review comment blocks be added to the department's electronic *Supervisor's Investigation Report of Employee Illness or Injury* form. The intent of adding this additional information was to allow supervisors to identify any workplace trends or other factors that may be contributing to injuries. At the top of the supervisory form are notations to "Read Instruction Sheet" and "Answer All Questions." Page 2 of the report includes instructions for the supervisor completing the form. Among the detailed instructions for completing the form are the following statements:

- Inspect the site, conditions, machinery, protective equipment, etc., to determine cause and/or contributing factors.
- Determine what procedures were or were not followed, what equipment was used, etc.
- Note any unsafe conditions, faulty equipment, or other contributing factors which could have caused the accident.
- Review the report. Is complete and accurate information presented?

The two additional comment sections that were added read as follows:

- What have you and/or the department done to help prevent a recurrence? Be specific.
- What other recommendation do you have to help prevent recurrence of this type of accident/injury or illness?

These recent additions to the supervisor's report were intended to provide the JSO with more specific and useful information about injury trends and potential factors that may be contributing to repeat injuries. According to the Risk Management Supervisor, however, these comment fields on most forms are left blank or only have "N/A or none" typed into the supervisor review blocks. The department's Occupational Health Manager indicated that the two requested supervisor review blocks are not considered to be mandatory fields to complete. Further, in the case of training academy injuries, all those whose responsibilities involve review of injury forms indicated that it is difficult to determine the specific training exercise or venue involved when injuries occur. As an example, Light Stretch-related injuries often are only described in the report as a muscle pull or dizziness that occurred during training. Several reports of what was later determined to be rhabdomyolysis were initially described only as reports of feeling light-headed, feeling dizzy, or experiencing muscle cramps.

JSO could improve its documentation regarding specific information about how, where, and why injuries occur, allowing the agency to identify trends and potentially hazardous or unsafe conditions needing correction. It is seldom known in which training venues injuries occurred, the specific tasks being performed when the injuries occurred, or any environmental factors that may have contributed to injuries. The department's Safety Officer, the Occupational Health Manager, and the City's Risk Management Supervisor all agreed that more accurate completion of the added blocks to the Supervisors' form should be mandatory and that the specific causes of injuries, including the training exercise involved, should be more specifically described.

RECOMMENDATION 27:   The Training Academy and the agency as a whole should continue to thoroughly document, evaluate, and follow up on all training injuries so that trends related to environmental or procedural deficiencies can be quickly addressed and adjusted. Many injuries can be mitigated with proper warm-up and cool-down, proper nutrition and hydration, and a safe and progressive exercise program.

Injury analysis and regularly scheduled review of such analysis may provide valuable information regarding ongoing root causes of injuries that could be minimized or prevented. This is a critical component of risk management as well as leadership, and represents missed opportunities for improving officer safety, as well as mitigating costs for the agency.

RECOMMENDATION 28:   The department should make it mandatory to complete the sections of the Supervisor's Investigation Report of Employee Illness or Injury form that were designed to allow supervisors and agency leaders to identify any workplace trends or other factors that may be contributing to injuries.

RECOMMENDATION 29:   The JSO should establish a formal process to thoroughly document, evaluate, and follow up on all training and all agency injuries, with command level review, so that trends related to environmental, operational, or procedural deficiencies can be quickly addressed and adjusted.

JSO should make ongoing injury analysis a priority so that any discernible patterns or systemic problems that may lead to preventable injuries at the Training Academy or across the agency may be remediated in a timely manner.

4.5   Technology Review

Network Security and Staffing in the Informational Technology (IT) Section

Executive staff in the IT Section reported that staff members are not always available to review daily activity logs to examine network log-ins. This is a CJIS requirement and is reported to be a

best practice to prevent hacking and ransomware attacks. The JSO IT Section is independent of the city IT department.

In an October 3, 2019 article in The Hill, the FBI recently warned U.S. businesses and organizations of the increasing threat posed by ransomware cyberattacks, indicating that they are "becoming more targeted, sophisticated, and costly." The article further related that the FBI recommended that businesses have all systems and data backed up to ensure all software is up to date and to train employees on how to spot potential ransomware attacks. "The time to invest in backups and other cyber defenses is before an attacker strikes, not afterward when it may be too late," the FBI wrote.[35] Given the recent high profile ransomware attacks on cities such as Baltimore and Atlanta in the past year, it would be prudent for the JSO, and the city government as a whole, to assure that adequate monitoring of network activities takes place.

RECOMMENDATION 30: **For network security purposes, this condition should be addressed. At a minimum, the department should assign a non-sworn position to review network logs in order to safeguard against cyberattacks.**

Case Management and Records System

It was mentioned several times during interviews that the current JSO records system is inadequate in finding reports, information, and cross-referencing criminal incidents. This inability to effectively cross-reference case files, suspect information, victims, identifying characteristics, vehicle information, and other pertinent records can be a hindrance to solving crimes in robbery, burglary, assaults, homicides, and other major criminal investigations.

JSO is in the process of upgrading the system, which will assist the major case detectives in their investigations.

Body-Worn Cameras

Body Worn Camera Policy

The body-worn camera (BWC) policy, as written, contains a technical flaw that can easily be addressed and corrected. It states that officers must activate BWCs whenever there is a "police activity" occurring, but officers can deactivate during an 'officer conference'." As an example of the concern expressed, IA investigators have reported seeing videos where Officer 1 makes a traffic stop and records it on the BWC. Backup Officer 2 walks up, and both officers deactivate

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[35] Maggie Miller, *FBI Issues Alert Warning of Potential 'High-Impact' Ransomware Attacks*, (The Hill, October 3, 2019), https://thehill.com/policy/cybersecurity/464262-fbi-issues-alert-warning-businesses-of-potential-high-impact-ransomware

for an "officer conference." Often, officers are slow to reactivate the BWCs, as the next scene shows the car doors open and a search occurring.

RECOMMENDATION 31: **The policy for deactivating and muting of BWC for officer conferences should be reviewed, and amended, to address the concern cited in the example.**

Gunshot Detection

JSO currently uses a gunshot detection system. As of right now, there are 130 sensors, and it takes four sensors to alert the system. Once the system is alerted, it notifies the cell phones of the zone officers for response. However, only 19% of gunshot detection activations are called in to 911, and this technology is also only utilized in Zone 5 and a small part of Zone 3. This means that most shootings are not reported. The system has provided real-time information to patrol zones, enabling quicker response to areas where shots were fired.

> ✪ **Effective Practice: Firearms Lab**
>
> The JSO Firearms Lab is relatively new, only going live 2 years ago. Previously, JSO outsourced all ballistic testing to FDLE; which took between 6 to 18 months for results. Now, with their own lab, the turnaround time is approximately 72 hours.

Section V. Operations

The Jacksonville Sheriff's Office is a large law enforcement organization with a diverse set of duties and responsibilities needed to address the public safety tasks in the City of Jacksonville. It operates as most law enforcement agencies do with a robust organizational chart that establishes a chain of command and lines of authority. Through their own analysis and the work involved in this study, JSO staff is working to establish the staffing requirements to address current and future operational needs.

5.1 Authorized Positions

The number one issue identified by all is staffing, not just in patrol but across the organization. Ideally, staffing allocations are based upon a workload analysis. JSO policy establishes the requirement for all units to conduct a workload analysis; however, there was significant challenge in confirming the actual number of authorized personnel in each unit. When asked during interviews, staff response was that there were X amount, but now there is Y amount. This was equally present in specialty units and patrol squads. When asked how new personnel are assigned, the process was described as non-structured and non-objective.

Since 2015, JSO has been capable of determining the number of positions assigned to the specific units at any given time, but there is no set allocation of budgeted positions. The Budget Office can show current position assignments on a weekly basis, but not down to each specialized unit. There is not a regularly maintained and updated management report for budgeted positions.[36]

While flexibility in assigning staff is a valuable tool for police commanders, management of positions and position control is essential in carrying out the core police functions. Authorized staffing needs to be based and justified on objective workloads.[37]

The JSO cannot convert a civilian position to sworn without outside approval; the only exception is for appointed positions. Management will look at any position that is vacant beyond 180 days, and they have the ability to convert it to sworn. If these changes are made, the JSO will notify and answer to the city as to why the changes were made.

Typically, the JSO only asks the city for additional sworn positions. The JSO is capped in the number of appointed assistant chiefs, chiefs, and directors. The only other cap is on the total

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[36] If a data request is made for a Position Control request, it will only show the current number of positions at each unit.
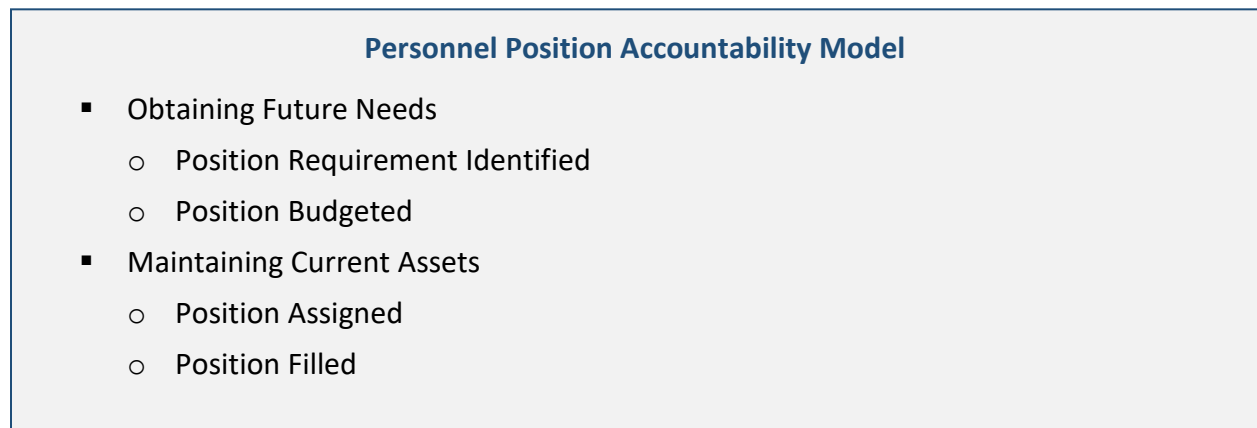
[37] For example, the guidelines for patrol is to have 80% staffing on any given shift; however, there is no way to know what that 80% is. With no specific authorized strength, this goal is impossible to achieve.

number of positions. The current cap number for police sworn is 1787, which includes appointed sworn.

5.2   Staffing Requirements

Determining staffing requirements refers to total workload. It is the number of people or "positions" needed to carry out the agency's mission, duties, and responsibilities. Staffing requirements also refers to the wide range of knowledge, skills, abilities, and experience levels necessary to successfully perform the job. The total workload and skills should be analyzed to determine the necessary staffing required to ensure the success of the future asset/hire.

The personnel position accountability model, as depicted below, is a four-step process involving obtaining future needs and maintaining current assets. If one of the steps is neglected or does not occur, then the entire process fails. To successfully complete the process, the position should be used for the purpose for which it was obtained. To track the position and consistently account for it, many agencies assign a unique identifier number as soon as it is funded or budgeted for. This enables agencies and jurisdictions to ensure that the position is being used for what it was intended. If positions are not properly accounted for or there is no specific number of positions budgeted or officially assigned to a unit, then it is impossible to determine the unit's staffing needs as the assigned staffing is always in a state of flux. In JSO, at the patrol shift level, it is nearly impossible for a supervisor to meet the goal of 80% staffing if they do not know their base or assigned authorized strength.

Personnel Position Accountability Model

- Obtaining Future Needs
  - Position Requirement Identified
  - Position Budgeted
- Maintaining Current Assets
  - Position Assigned
  - Position Filled

RECOMMENDATION 32:   Establish a clear and effective personnel position accountability program that establishes specific authorized strength for each unit and objective tools for determining, justifying, and assigning staff.

JSO has a large number of specialty units that operate at the agency level and/or the zone level. While these units have been established to address specific taskings or problems in what is

thought to be a more efficient or effective manner, the staffing has come from patrol, thus reducing the agency's ability to perform its core functions.

The deployment of resources is a decision by the Sheriff and command staff based on analysis of problems and issues facing the community. The deployment should be designed to achieve success in solving crime and community issues in the most effective and efficient manner.

RECOMMENDATION 33:   **The JSO should review its deployment and tasked functions and identify those functions that are not vital to the department's core mission.**

Historically, police departments and sheriff's offices have taken on social ills that officers are not equipped or trained to handle. The underlying cause of this is often because there is no other branch of government willing or able to try and handle the problem. What this action has resulted in is an overtaxing of already scarce police resources and in many cases exacerbating crime problems. JSO's strategic principles of reducing violent crime, increasing community engagement, increasing transparency, efficiently using resources and providing continuous training are not independent but rather are co-dependent principles. Each one is dependent on the other for success. Thus, when new societal problems or issues come before JSO, they should be evaluated against the strategic principles to determine if it falls within the mission of JSO. If it doesn't, then JSO should work to identify a better equipped agency and, when possible, provide assistance to that agency.

RECOMMENDATION 34:   **The department should conduct a cost-benefit analysis to evaluate whether the workload justifies the resource expenditures for special units currently in operation and for such operations now and into the future.**

Budgetary Impact and Overtime

The JSO General Fund budget for FY2020 is $482 million; JSO takes in $16 million in revenue from fines, fees, forfeitures, reimbursement of overtime from the school board, HIDTA, and off-duty reimbursements. The current overtime (OT) budget for FY 2020 is $27 million. In FY2019, the OT budget was $17.2 million and expenditures were $30 million, which included schools. Corrections OT is one of the biggest drivers due to 100 vacancies with mandated staffing of fixed posts. Police OT was $10 million, but it was only budgeted for $8 million. The biggest driver in patrol was special events, specifically Safe & Sound, which is a city-wide operation focused on crime hot spots, costing $1 million alone. Additional hours in the JSO budget also came from football games and other planned events.

There is some OT backfill for patrol staffing, but it's not a big number. In patrol, Zone watches used 52,000 hours to backfill – this equates to 25 FTE positions. The JSO still has 34 vacancies in overall sworn positions.

Communications Center OT has increased in recent years. They typically have significant vacancies, and some increase is due to training for the new CAD system. The FY 2020 OT budget is $1 million; whereas the 2019 budget was $850,000, but expenditure was at $1 million. If the Communications Center had 15 more positions, they wouldn't need to utilize OT.

Generally, the JSO keeps tight control on OT, and its usage is discussed at JSO CRIMES meetings. The department focuses on the number of hours, not the dollars. They look at the cost of operations but also the hours used. JSO compares OT expenditures yearly and for specific categories based on the number of hours used. Whenever the budget analyst sees things trending up, she will question and send command reports.

The initial thinking behind School Guardians was that volunteers, such as PE coaches or school administrators, would fill the guardian roles; however, that did not happen. Instead, the JSO has had to backfill the positions using overtime. Since August 2018, the cost to JSO was $6 million. Until the school board can increase its police staffing to cover these, JSO will have to do so. As of right now, the JSO incurs 750 hours of OT every school day, but that does not include supervisors, which is an additional 34 hours daily. The agreed upon reimbursement rate with the school board is $27.15 per hour. However, the average cost usually comes out to an officer's overtime rate of $45/hour. In the past two months, the JSO has been allocating more hours towards this, and they estimate the FY 2020 cost to be $7.1 million. JSO has been able to cover this cost through payroll lapse. During the summer, the JSO provides services to only charter schools; whereas school police provide coverage to the elementary schools who are running a limited summer program.

RECOMMENDATION 35: **Officers assigned to Guardian program overtime hours should be assigned, whenever possible, to schools located within the boundaries of their regular sector assignment in order to also advance community policing goals.**

5.3   Consolidation of Functions

Currently, the 2019 -2020 Jacksonville Sheriff's Office budget has only an increase of five authorized positions, increasing from 3,230 to 3,235. For the 2021-2022 budget year, the JSO must reorganize to create better efficiency and effectiveness of the office. This could include the consolidation of certain functions or units. It is also evident that many of the zone office facilities do not have the capacity for additional personnel.

RECOMMENDATION 36: **There are several specialized units that could be decentralized from headquarters to the zone.**

The current configuration of the narcotics section includes three separate units. One unit is the Major Case Unit that has one sergeant and six detectives. This unit operates the wiretap room. The Major Case Unit averages approximately one wiretap case per year. Another unit is the Mid-Level Unit that also has one sergeant and six detectives. This unit conducts long-term narcotic investigations that requires more time than the third unit, street-level investigations.

RECOMMENDATION 37: **The narcotic section's Major Case Unit and Mid-Level Unit under the Department of Investigations and Homeland Security, Homeland Security Division, Narcotics & Vice Section, could be combined. Auto Crimes would remain in the current structure.**

RECOMMENDATION 38: **Assign personnel on decentralized SWAT to zone level task forces and other similar units.**

The fulltime SWAT is supplemented by officers who perform SWAT duties as an ancillary assignment. These officers are primarily from patrol shifts. The training commitment for these assignments is considerable and often leaves the patrol shift shorthanded. Each zone has several specialized units whose principal duty is not direct calls for service response, such as the zone level task forces, zebra units, etc. The IACP team recommends JSO assign patrol officers on decentralized SWAT to zone task forces to minimize the negative effect training has on patrol availability. JSO should also ensure that there is a strong operational deconfliction plan in place when city-wide specialty units such as SWAT and City-Wide Community Problem Response Unit are operating in zones.

5.4   Patrol and Enforcement

Patrol Division

The Importance of Uniformed Patrols

The JSO conducted a Community Survey in 2016 and 2018 that was prepared by the Public Opinion Research Laboratory at the University of North Florida. The top answer to the question: "If JSO could do one thing for you in your neighborhood, what would it be" was - increase visibility/patrols 48% (2016) and 45% (2018).[38]

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[38] Michael M. Binder et al., "Jacksonville Sheriff's Office Community Survey," (The Public Opinion Research Laboratory at the University of North Florida), http://transparency.jaxsheriff.org/Content/Files/Survey%20Report%202018%20Final%20Version.pdf

The presence of uniformed patrols in the community is a concern and desire of the citizens. In order to accommodate with the current staffing, a decentralization of certain investigation units could provide relief to patrols and enhance productivity and accountability at the zone level.

Due to staffing shortages and the lack of "beat integrity," many officers do not feel a sense of personal connection with residents and/or merchants in their assigned patrol areas. Another common theme that was discussed was the number of specialized units, both within and outside of patrol. Patrol officers expressed their belief that these specialized units serve a useful purpose, but that when calls for service are often stacked, these units should be assisting patrol in handling calls. Finally, patrol officers described an imbalance in workload among the six zones. A discussion of patrol staffing numbers and allocation can be found in Section 6.

RECOMMENDATION 39:   **Personnel deployment be assigned to assure sufficient staffing in patrol, thereby creating an environment conducive to having officers feel a greater sense of ownership in their assigned areas.**

This principle was further emphasized by community members at Sheriff's Watch meetings. For the most part, residents were generally satisfied with the JSO and with the Sheriff, but most indicated they did not know their neighborhood officers. Many persons indicated that they would like to form stronger bonds with beat officers and that trust between officers and residents needs to be improved.

However, it was evident through numerous interviews conducted by the IACP team that the patrol zone commanders should have certain authority over investigations and deployment of specialized units within their respective zones. Currently, the patrol zones operate without the advantages of special investigatory functions.

The current organizational structure of JSO's specialized units is headquarters centered. The patrol zone commanders do not fall within the chain of command for the specialized units, more specifically for investigative units such as burglary/theft and narcotics. The patrol commanders are kept in the loop of most operational activities in their zones by some specialized unit commanders. Patrol commanders can request assistance, if needed, within their zones for specialized unit capabilities. With certain initiatives, the specialized units involve the participation of the zone commanders and officers. For example, the narcotics unit will do monthly sweeps within a zone at the request of the zone commanders.

There are several specialized units that can be decentralized from headquarters to the zones. This would allow for patrol commanders to have the authority to assign some criminal investigations and related duties to specialized officers.

JSO should assign detectives to the zone commanders based upon need, as determined by crime analysis. The detectives would be housed at the zone stations. This could be incorporated into future zone office construction/lease.

RECOMMENDATION 40:   Revise method for handling shoplifters- increase use of notice to appear; train store security to complete reports, charging documents, etc.

Shoplifting calls by both aggregate numbers and time consumed account for a significant number of manhours for JSO. While criminal citations are an option, interviewees cited a number of restrictions and limitations of their use. As with most shoplifting cases the patrol officer is simply transporting and completing paperwork including charging documents. When trials occur, it is the store security or representative that provides the actual testimony concerning the criminal act. Nationally, large box stores such as Walmart can account for the majority of reported crime and/or calls for service within a given beat or subsector. Strategies such as this are an effective alternate reporting tool.

RECOMMENDATION 41:   While there is an established protocol on holding calls that places the first level of response on the communication supervisor, this may not be the most effective. It is recommended that patrol supervisors become involved in the decision to hold earlier (20 minutes) and have the primary authority when to hold calls since the fall out for holding calls will rest at the patrol zone levels. Specific policies will ensure a standardized approach across the city.

Assignment of Patrol

Interviews with patrol sergeants and officers identified that sworn officers have been drawn from and re-assigned away from Patrol in order to fill other critical needs of the JSO. However, as staffing levels for workload volume were being met in all other non-Patrol divisions and units, the staffing goals for Patrol, and their internal division goals, are no longer being met by current levels. This became evident when discussing the day-to-day reality that the 80% staffing model for patrol is ineffective and not routinely met.

JSO would greatly benefit from the development of a sustainable staffing model in Patrol. This report is intended to operate as a guide for developing this important management tool. The model will operate as a supervisory check for monitoring staffing levels across the agency and will provide immediate information when re-assignments must be made.

Over time, many specialized positions have been filled with patrol officer positions. A few of these reallocated positions include:

- Traffic Officers
- Burglary Detectives

- DUI officers

These re-assignments appear to have had a direct impact on Patrol response times, time on scene to in service, and attrition rates. Additionally, it can potentially affect back up officer travel time inefficient, contribute to officer fatigue, and impact engagement time with the community while on patrol.

Patrol Support Division

Specialized Patrol Section

The Specialized Patrol Section includes eight units: Aviation, Canine/Mounted, Civil Process/Risk Protection, Offender Tracking/Felony Registration, Specialized Traffic Enforcement, Citywide Community Problem Response, and Mobile Field Force.

Aviation

RECOMMENDATION 42: **The agency should conduct a cost benefit analysis of the aviation unit (helicopter).**

The raw data concerning the number of calls responded to does not seem to warrant the cost associated with this program. Considering the advent of the drone program, often the benefit of an aviation component can be achieved at a far lower cost. As part of the analysis, the department should evaluate the inclusion of a rescue component in the department aviation program to provide a greater return to the community. If feasible, the rescue component could be done in partnership with Fire/Rescue or local hospitals to offset some of the cost.

Mounted Unit

At the time of the onsite visit, the Mounted Unit has one fulltime civilian stable manager, two officers, and three horses. They work Monday-Friday, 0800-1600. The horses are currently used for patrol, community relations, and public demonstrations, but only one is trained for crowds, schools, fairs, and NFL Jaguar games.

The unit started in 1990s with five horses and four officers and was used for crowd control and field force incidents. The unit was disbanded in 2011-2012. In 2017, the unit was stood up again. The beginning of 2019 was the first year the mounted unit became operational again. Clearly with a staff of two officers, the unit is not an effective police resource and the cost must call into question its viability. Some agencies estimate that a mounted officer costs four to five times what a foot patrol would. However, there are significant community engagement and visibility benefits for operating a properly staffed and trained unit.

A study by RAND Europe and the University of Oxford found that neighborhood patrols by mounted police in the UK are associated with comparatively higher levels of public trust and confidence than patrols by police on foot. Police on horseback are 12 feet tall and a relative novelty in urban neighborhoods, more people tend to notice police horses than foot patrols. There is strong evidence from research that police visibility is linked to trust and confidence. Researchers found that the members of the public engaged with mounted police over six times as much as they engage with police on foot, across similar time periods. In this context, engagement can be anything from a simple greeting to an extended conversation. Thus, increasing interaction and building trust and confidence.

In addition to the community engagement benefit, many agencies have found the value of mounted units in crowd control and special events to be unmatched. The Seattle Police Department estimated that one mounted unit is equal to 20 officers on foot during crowd control situations. The Houston Police Department estimates that one of their mounted units is equal to 10-12 officers on foot. Both departments cited have NFL teams and vibrant special events similar to what Jacksonville has and desires. A properly staffed and trained mounted unit can be a significant benefit for JSO in community engagement and a force multiplier in special events. However, it does not make sense to continue the unit at its current strength. As an example, Seattle Police Department has a sworn strength of 1444 and its mounted unit consists of 1 Supervisor, 4 Officers and 7 horses.

RECOMMENDATION 43:   JSO should right size the Mounted Patrol Unit to make the most of the benefits of maintaining this unit. If that cannot occur, then disband the unit.

Civil Process

At the time of the on-site review, there were two civil process teams that handled evictions. Once the legal steps are completed, there are essentially two remaining steps: notice and then the actual eviction. Based upon the interviews, it was determined that the two teams operated differently. One team would serve the notice and then return in a day or so and complete the eviction. The other team would try to do both at the same time. Having two different approaches seems both inefficient and a potential inflammatory practice in the community. The IACP team recommends that all evictions, where possible, follow the same process. Providing the citizen notice of eviction and then a reasonable amount of time to comply seems to be the best course of action. Civil Process is authorized to use OT to staff a third team. Since the eviction process is self-funded through the cost imposed for evictions, this is a smart approach to increase needed staffing at no cost to the agency.

RECOMMENDATION 44: **In the Civil Process Unit, use a standardized approach on process of eviction, giving notice on one day and a day or 2 later, carry out the eviction.**

Offender Tracking / Felony Registration

The Offender Tracking Unit and Felony Registration Unit are currently under the Department of Patrol and Enforcement, Patrol Support Division, Specialized Patrol Section. The OTU is responsible for checking addresses and the registration of known sex offenders. While it is mostly administrative, the unit does cross areas of expertise and knowledge with the ICAC unit as often times they are dealing with the same or similar offenders.

RECOMMENDATION 45: **The Offender Tracking Unit and Felony Registration Unit should be placed under the Department of Investigations and Homeland Security, Major Case Section with the Special Assault Unit.**

Auxiliary/Volunteers

The Auxiliary Unit provides a wide range of support to operational units. Their services range from administrative support and patrol response to medic support for SWAT operations, all with no salary costs. The unit is very structured and well run. Many of its operations and concepts are best practices. While there is a significant number of retired officers in the program, recruiting is always a challenge. The recruitment of retired officers provides a ready cadre of skilled workers capable of performing most law enforcement functions. Considering the staffing demands for special events and secondary employment, this unit, properly staffed and trained, can be a significant force multiplier. The Auxiliary Unit staff cited examples of other Florida jurisdictions (Orange County Sheriff) that provide a level of incentive for retired officers who are auxiliary members such as the ability to participate in private contract security jobs.

RECOMMENDATION 46: **The department should expand the programs that allows retired officers in the auxiliary program.**

RECOMMENDATION 47: **The Sheriff's Posse is a cadre of civilian volunteers. These individuals can be used to supplement agency staff with administrative tasks, follow up phone calls, etc. The program needs to be expanded and formalized, with possible consideration given to moving it under the Auxiliary Unit.**

Specialized Traffic Enforcement

The JSO has a multi-level response to traffic crashes and issues. Several years ago, to address fatal crashes and pedestrian related crashes, all motors were centralized and are used to provide specialized enforcement in areas deemed high crash locations. Their principal functions are traffic enforcement and special events. Motor officers do not do crash investigations, rather, crashes are handled by Community Services Officers (CSOs), zone traffic officers or

patrol officers. The CSOs are non-sworn assets at each zone under the supervision of the traffic unit. They handle crashes, traffic details, and other assorted tasks that don't require police action or authority. For more serious and fatal crashes, there is a Traffic Homicide Unit that is currently assigned in the Investigations Division.

At the time of the on-site, every zone commander stressed their need for additional traffic officers to handle neighborhood and secondary street traffic issues. Each assistant chief said they did not have a clear understanding of the effectiveness of the centralized/specialized approach. At that point in time there had not been a comprehensive review/study to determine if the specialized traffic approach:

- Has achieved its goals of reducing fatal and serious injury crashes
- Was a more effective approach that a decentralized zone level and controlled approach

While each of the zone commanders expressed a desire for additional traffic officers, the IACP team feels that a recommendation for additional zone level traffic officers is premature. JSO will be better served to determine the effectiveness of the current specialized traffic deployment model prior to addressing zone traffic officer requirements.

RECOMMENDATION 48: **Use crash data and time spent on traffic complaints to evaluate the deployment, staffing, and mission of the specialized motor unit using a cost-benefit approach.**

JSO is an agency with excellent data collection and analytical capabilities. Its Crime Analysis Unit employs a number of best practices found in crime analysis units across the country. And while data and analysis are key to successful crime and traffic response strategies, there are other equally important components to consider.

> ✪ **Data-Driven Approach to Crime and Traffic Safety (DDACTS)**
>
> As part of the Department's implementation of an ILP approach to deployment, the Traffic Units (both specialized and zone level) has adopted a Data-Driven Approach to Crime and Traffic Safety (DDACTS) as their operational strategy for traffic enforcement and safety.
>
> Data-Driven Approaches to Crime and Traffic Safety (DDACTS) integrates location-based crime and traffic crash data to establish effective and efficient methods for deploying law enforcement and other resources. Using geo-mapping to identify areas through temporal and spatial analysis which have high incidences of crime and crashes, DDACTS employs targeted traffic enforcement strategies. By saturation locations with high crime and crash incidences with highly visible traffic enforcement, DDACTS communities play a simultaneous dual role: fighting crime and reducing traffic crashes and traffic violations. Drawing on the deterrent value of highly visible traffic enforcement and the knowledge that crimes often involve the use of motor vehicles, the goal of DDACTS is to reduce the incidence of crime, crashes, and traffic violations in communities across the country.
>
> The model's focus on collaboration with law enforcement, community members, and organizations reinforce the crucial role that partnerships play in reducing social harm and improving quality of life. Building on this collaboration, DDACTS positions traffic enforcement as a logical rationale for a highly visible law enforcement presence in a community.
>
> DDACTS relies on seven guiding principles for its implementation. Starting with building community partnerships to establish support for highly visible traffic enforcement and to obtain participation that will aid the development of strategic countermeasures and operational plan, DDACTS is based on local data collection and analysis to identify crime, crash, and traffic-related "Hot Spots." As law enforcement agencies execute these plans, routine information-sharing sessions with stakeholders reinforce the collective ownership of the DDACTS initiative. Finally, monitoring, evaluation, and the analysis of outcome measures provide data-driven feedback for adjustments to internal and external activities.

DUI Enforcement Unit

The DUI enforcement unit falls under Specialized Traffic, handling all driving under the influence (DUI) enforcement action. For example, if a patrol unit finds a DUI or handles a DUI at 0300, a DUI unit is supposed to respond to handle it. If a DUI unit is not available, then the patrol officer is expected to handle it. This process may create a climate where patrol officers may not have the knowledge or skill for DUI detection and enforcement, or the motivation needed for it. Just as with the specialized traffic unit, this approach was done to improve the department's response to DUIs and to tailor enforcement to meet the department's strategic goals. Similar to the traffic enforcement, JSO should conduct a comprehensive study of DUI enforcement to ensure that this approach is the best deployment to achieve all of the agency's strategic goals.

JSO should carefully evaluate whether the gain from this specialized approach is significantly greater than the overall benefit gained achieved from returning these positions to patrol.

RECOMMENDATION 49:   Conduct a cost/benefit analysis to determine if this is the most efficient and effective means for DUI enforcement.

Community Engagement Section

The Community Engagement Section is responsible for a number of functions and serves as the agency's direct conduit to the community, particularly those parts of the community that are most in need. Sub-units include the Police Athletic League (PAL), International Affairs, Crossing Guards, Safety and Protection (Crime Prevention, including Sheriff's Watch and Apartment Watch) and Blight unit.

While each unit has stated the need for increased staffing, the majority of them function well within existing resources. The Blight Unit uses trustees, supervised by sworn staff and working in concert with the public works department. The International Affairs Unit reaches out to immigrant communities and presents educational programs to those communities.

JSO has 350 crossing guards who provide traffic control support for the elementary schools. This program has had constant shortages. This section previously did its own hiring of crossing guards, but that function has now been taken over by the HR unit. A sworn officer supervises the crossing guards within each zone and when there is a vacancy, either temporary or long term, the officer coordinates with zones for coverage by patrol officers or Community Services Officers. This section also supervises the school safety patrols who work in conjunction with the crossing guards. The supervision and coordination of crossing guards does not need sworn assets. These positions can be effectively civilianized. This unit currently has little contact or coordination with the School Police who have limited jurisdiction. Given that there is a dedicated school police force, the IACP team believes that the JSO should explore turning this function over to the school police. While the school police have restrictions on their jurisdiction, their function integrates better with crossing guards than the JSO.

RECOMMENDATION 50: **Evaluate transferring Crossing Guard responsibility and program to School Police. Absent this, establish a non-sworn chain of command with Crossing Guards.**

> ✪ **JaxPAL**
>
> The PAL program known as JaxPAL offers many programs that are best practices in the law enforcement and community engagement environments. JaxPAL is comprised of sworn and non-sworn JSO staff, volunteers, and employees from nonprofits that partner with JSO in JaxPAL. JSO funding comes from the administrative fee charged for secondary employment and in recent years the program has received grants from the Gates Foundation and the Basketball Cop Foundation. The program runs four PAL centers as well as specific outreach programs that are both age and gender specific. The concept began with sports programs, but today it does much more. Afterschool, summer camp, outreach, and teen leadership programs are just some of the many opportunities, in addition to athletics, that JaxPAL provides for more than 4,700 local at-risk youth every year. Some examples of best practices are the fact that mental health counselors are present at each of the JaxPAL centers, and a program has been established with University of North Florida that awards 4 PAL student scholarships each year.

RECOMMENDATION 51: **Many Community Engagement units/functions are underfunded to provide the specialized services that disenfranchised portions of the community need. The JSO should enlist the corporate community of Jacksonville to create a Police Foundation.**

A police foundation is a non-profit entity that works to support the needs of a police department budget when funding falls short. The purpose of foundation is to provide community partnership, alternate funding sources, training, and expertise that a police agency does not have.

This concept could be especially beneficial to officers assigned to the Community Engagement Section, but can also be used to support the Mounted Unit, Patrol, Training, Computer Forensics, etc. In addition to financial support, foundations provide agencies with training and technological support and strengthen community support.

The JSO also has an Explorer Post that is under the Community Engagement Section. While Explorers are a valued recruitment source, properly utilized explorers can also serve as a conduit to the community's youth.

RECOMMENDATION 52: **Move Explorers from Community Engagement to PAL, or at least increase coordination. Use PAL to supplement community walks to better interact with youth.**

Tele-Serv

The JSO has a Telephone Reporting Unit called Tele-Serv. This section of the report only deals with the staffing and organizational placement of the unit. In the Patrol staffing and workload analysis section there is more information on the importance and value that alternate reporting programs have to an agency's efficiency and effectiveness. At the time of the visit the unit was composed of 1 lieutenant, 2 sergeants, and 4 squads for a total of 25 sworn officers. The unit was designated to work 24/7 on the Blue/Gold schedule. However, sickness, other leave, and alternate assignments often required the closing of the unit. Other than the lieutenant and the sergeants, the unit is staffed with personnel having either a disability or disciplinary status. To a large degree, this type of staffing greatly reduces the unit's effectiveness. The current staff within the JSO unit is not fully motivated to make the contribution needed to the agency. The current commander has evaluated the unit's workload and submitted plans to consolidate the 4 squads into 2 squads with direct (sergeant) supervision. His analysis indicated that the unit would only handle 3.5 calls less per day than under the 24/7 schedule. Under the consolidated staffing and supervision, the unit will likely be much more productive.

When evaluating best practices, many agencies staff the telephone reporting function with a core of fulltime staff, usually consisting of civilians supplemented by personnel in a disability status. This approach has been found to be more cost effective and civilian personnel are often more motivated as this is a job actively sought after, not just a holding situation pending a discipline or disability outcome.

RECOMMENDATION 53: **Implement internal scheduling changes to Tele-Serv and create a civilian staff augmented by disabled officers. Do not staff with disciplinary cases.**

Currently, the Tele-Serv unit is under the Community Engagement Section. The IACP team was not able to determine any reason for this placement. The functions of Tele-serv have no synergy with community engagement and often creates unnecessary distractions for the commanders and supervisors in Community Engagement. While the argument can be made that Tele-serv's function is to off load reports from patrol, the business lines for their workflow match more closely with communications or records. Additionally, if JSO implements the above recommendation and creates civilian Tele-Serv aides, the integration of Tele-Serv with Communications or records can create career opportunities for civilian staff and, through cross-training, can serve as a force multiplier in critical or emergency situations.

RECOMMENDATION 54: **Organizationally, Tele-Serv would be better served/placed under Support Services (Records or Communications) than in its current location in Community Engagement.**

Special Events Division

The Special Events Division is a relatively small part of the agency whose work impacts large portions of the agency on any given day. Staff for Special Events are drawn from across the agency with the bulk coming from Patrol. Most of the officers that are involved are usually on overtime. While many of the events involve reimbursement for the overtime used, the impact on department operations is still very significant. Given the staffing shortages, the department should explore alternate means to staff special events, such as police auxiliaries, explorers, CSOs, crossing guards, and even contract security, and require event organizers to pay for these costs.

From an organizational standpoint, the secondary employment function can be civilianized. While an argument can be made to move this function to another division within the agency, there is a strong connection between secondary employment and special event planning and coordination.

The Mobile Field Force Unit, currently under Special Events, is an additional duty for those assigned to the task. The operational planning and deployment will, in all likelihood, be part of emergency management. One of the significant challenges for the Mobile Field Force is training time. Assigning the field force function to Special Events makes more operational sense and may allow for more training during downtime at special events.

If JSO follows the recommendation on the Mounted Unit, then that unit as well should be assigned to the Special Events Section. It has already been stated how valuable a Mounted Unit can be in crowd control. Should the JSO elect to keep their Mounted Unit, then it could be used for patrol as well. Some agencies, such as the Seattle Police Department, have their mounted unit funded via a foundation. When one thinks of the value that such a unit would bring for the professional sports teams and planned entertainment district, a community foundation is a potentially strong revenue source.

RECOMMENDATION 55: **JSO should evaluate moving the Mounted Unit and the Mobile Field Force Function under the Special Events Unit.**

RECOMMENDATION 56: **JSO should implement a foundation program similar to many agencies across the country, which would allow for private entities to provide assist to JSO in a number of areas such as financial, training and equipment.**

5.5 Department of Investigations and Homeland Security

The Department of Investigations and Homeland Security has two divisions, five sections, and forty-three units. Most of the officers/civilians assigned to the units are fulltime and are either assigned to JSO headquarters or a remote location. None of the fulltime personnel are assigned to the zones.

Investigations Division

Property Crimes and Investigative Support Section

Traffic Homicide is currently under Department of Investigations and Homeland Security, Property Crimes, and Investigative Support Section. The Unit is responsible for investigating fatal traffic accidents. The Department of Patrol and Enforcement is tasked with, among other functions, traffic related incidents and investigations. There is no question that a traffic fatality must be investigated with the same degree of completeness and competency as a homicide. However, there are unique factors in a fatal investigation such as vehicle mechanics, crash dynamics, and road engineering. These causation factors that are critical in crash strategies are also critical for effective deployment of traffic resources. Traffic Homicide should be placed under Department of Patrol and Enforcement, Patrol Support Division, Specialized Patrol Section.

RECOMMENDATION 57: **By locating the traffic homicide unit under the same command as specialized traffic enforcement the agency will increase its data analysis and increase capacity of both functions through cross training.**

Homeland Security Division

Special Operations Section

The downtown redevelopment plan calls for an increase in rental and owner-occupied multi-family units by 3,850 units by 2025. In addition, there will be an increase not only in surface parking but in the number of multi-level parking garages. Another goal of the plan is to redevelop and expand the St. John's waterfront to eight linear miles of riverfront to encourage public river access for motorized and non-motorized watercraft an increase in water activities,

kayak, sailfish, crew. This will result in an increase in water related incidents. Moreover, the riverfront will include an increase in retail development such as the Shipyard and Southbank Catalyst sites. Overall, the plan calls for a significant increase in tourism and entertainment. This will necessitate an increase in patrol and non-patrol functions.

RECOMMENDATION 58: **Increase in staffing and equipment for Marine and Dive Units in preparation for the new riverfront that may have possible increase in water-related incidents and security.**

Narcotics and Vice Section

RECOMMENDATION 59: **Increase in staffing for the Street Level Narcotics Unit; two sergeants and 16 detectives.**

This staffing would provide a squad for each Patrol Zone. Currently, four squads are covering the six Patrol Zones. Additionally, this could be decentralized as per the discussion of decentralization of certain functions in Section 5.3.

RECOMMENDATION 60: **Scheduled periodic review of undercover officers and supervisors.**

Upon recommendation of supervisors, officers/supervisor may be transferred back to uniform due to stresses of undercover work.

RECOMMENDATION 61: **Increase in staffing for Internet Crimes Against Children (ICAC) Unit; one sergeant and four detectives**

IACP recommends adding another team of one sergeant and four detectives to allow the unit to engage in more proactive investigations and activities.

Crime Analysis/Intelligence-Led Policing

The JSO has an excellent Crime Analysis Unit (CAU) that provides a wealth of data and analytical information. This information is used to advise command staff on strategic and operational decisions ranging from staff allocation to crime suppression strategies. JSO crime analysts are skilled at all levels of analysis; tactical, administrative, and strategic. The key to intelligence-led policing is the ability to collect and analyze data and develop actionable strategies to address crime and community problems. The JSO crime meeting highlights this effort at the highest levels, and the analysis that supports it is a best practice. The ILP concept needs to be implemented within all levels of the agency to build upon this success. True success for ILP is when officers and investigators at all levels are actively seeking data and conducting their own basic analysis without waiting for information to be handed to them. As ILP becomes fully integrated, decision-making—whether tactical, operational, or strategic—will be data-based.

RECOMMENDATION 62: Establish an organizational climate of strategy, accountability, accessibility, and responsibility in support of Intelligence-Led Policing (ILP)

It is important that the department utilizes its available technology appropriately and uses data and intelligence in decisions and deployment strategies. The department needs to develop a culture of data driven decisions/intelligence-led policing at all levels. While the sheriff, undersheriff, directors, and others in command use data to make operational decisions, intelligence-led policing calls for officers at all levels to use data to make decisions, solve community problems, and solve crimes. To achieve this may require a change in the patrol force's operational culture. Instead of waiting for information/intelligence reports being supplied by the crime analyst, an intelligence led officer should seek out the information they need to carry out their duties.

RECOMMENDATION 63: Enhance crime analyst services in each patrol zone using civilian crime analysts.

Each patrol zone has its own crime analyst, supported by a city-wide crime analysis office, where city-wide trends are tracked, and data and information are turned into usable intelligence to help craft specific crime strategies. JSO is to be commended for this innovation but encouraged to enhance these services further through coordination and re-organization of the positions. Patrol Zone crimes officers receive weekly information from the Central Crime Analysis office and then assist the zone commander as they prepare for the weekly Crime meeting. In some cases, these analysts serve as an information conduit between patrol and other units. This is a costly approach, using a sworn officer, when a civilian analyst could be just as effective at a lower cost and return a scarce sworn position back to patrol.

Civilianizing Positions

Currently, under the Homeland Security Division, Narcotics and Vice Section, the Technical Support Unit has one sergeant and six detectives. They provide technical assistance with installation of pole cameras, wiretaps, surveillance devices, etc. The Computer Forensics Unit has one sergeant and six detectives. They work closely with the United States Secret Service, who provide funding and equipment. This unit recovers investigatory information left on electronic devices, such as mobile phones, laptop, servers, etc.

RECOMMENDATION 64: Upon attrition, retirement, or promotion, replace sworn officers with civilians in the Technical Support Unit and Computer Forensics Unit.

5.6 Department of Police Services

Communications Center

The staffing in the Communications Center has been described as critically short and chronically understaffed. The current authorized number of Police Emergency Communications Officers (PECO) positions is 140; however, only 120 positions are currently filled, resulting in a 14% staffing shortage. The Communications Center has Blue and Red teams assigned to workday shifts (0630-1830) A sworn Assistant Chief oversees the Communications Center, and each team, except for Alpha Teams, is supervised by a non-sworn lieutenant.

Daily staffing at the Communications Center requires a minimum of 23 persons: 11 dispatchers for the six zones, the Investigative Channel, two NCIC dispatchers, and two relief dispatchers, plus call takers. Minimum staffing at the Communications Center used to be 26 PECOs. The Communications Center will work one under minimum staffing without ordering someone to stay. Federal law requires that 911 calls must be answered on average under three rings or ten seconds. Plus, the Communications Center is now handling text to 911 calls.

The NCIC console operators call for wreckers; they enter and cancel all stolen, missing, and wanted objects. They also make phone calls to businesses. If an officer wants to speak with a caller, NCIC connects them so that the caller cannot obtain the officer's cell number. On average, the Communications Center often holds ten calls or more for evidence technicians. The Investigative dispatcher monitors ShotSpotter. They also dispatch DUI units, canine, helicopter, evidence techs, detectives, and makes calls to other LE agencies. The Communications Center gets a ShotSpotter activation almost every night.

Everyone from the Communications Center staff who was interviewed indicated that short staffing and chronic turnover are the major issues facing the Center. Staff described recruiting for PECO positions as very challenging. In response to a data request, the JSO indicated that last year only 3.4% of all applicants for the position were eventually hired. The Communications Center had not previously conducted formal exit interviews to determine the primary causes of attrition, but they have recently begun to do so. From recent exit interviews, supervisory staff determined that leaving for better pay, wanting a better work/life balance, the challenges of working shift work, and internal drama that goes on between employees were listed as primary reasons for attrition. Several supervisors expressed that higher pay would help with retention, citing that they lose some of their staff to nearby agencies that pay more.

RECOMMENDATION 65: The Communications Center should implement a written policy for conducting formal exit interviews of all personnel who voluntarily separate from service and conduct analysis on the primary reasons for Communications Center employee attrition.

At one time, the Communications Center had separate classifications for call takers and dispatchers. Dispatchers were paid more. Then the department decided to require dual certification for all employees. Recently, JSO hired some call takers-only but has since decided to revert to requiring dual certification.

PECO training for dispatchers and call takers involves a total of 296 hours of training, which is aa JSO requirement as Florida statutes only require 232 hours. The call-taking portion includes four weeks in a classroom, followed by eight weeks of hands-on training on the floor with a CTO. Then, an additional four weeks of Dispatch classroom. If successfully completed, the trainee moves into solo call-taking and will only train in dispatch for four hours. For the remainder of their 12-hour shift, they will assist with call-taking. If not in solo status, then the trainee spends six hours on each side. Depending on individual progress made, training may continue for up to six more months. Trainees are informed that, once they go solo, they will be assigned to a midnight shift and will likely be there for 2-5 years. Some quit because of this.

The Communications Center recently had a class of 11 PECOs begin training. The Communications Center is currently short another 15 positions, but there are 21 still in training. Realistically, they are working with 36 people short. CFOs have a DOR program similar to officers. CFOs receive additional pay during training hours, but supervisors do not. During training, new PECOs monitor live calls and input how they think it should be handled. Instructors call in for simulated calls or trainees listen to previously recorded calls and dispatch calls from those. Some trainers act as though they are patrol units on simulated radio transmissions. Other training topics include the history of 911, JSO policy on call handling, customer service, crisis intervention, a Florida-required CPR course, employee wellness, and job stress. There is also a specific focus on stress sometimes caused by PECOs not getting closure about critical incidents.

Space is a big challenge for the Communications Center in training. They could train more people if they had more training consoles. The biggest hurdle in hiring people was reported to be the HR process. It takes 7-12 weeks from start of hire until JSO makes a job offer, with background checks taking the longest. The Communications Center training supervisor works closely with the JSO civilian recruiter. The Communications Center used to conduct hiring interviews but has since discontinued this. If applicants pass the typing test, they are now moved forward in the hiring process.

RECOMMENDATION 66:   **Similar to recent changes and efficiencies implemented by the JSO Recruitment and Selection Unit for police and correctional hiring, the Communications Center should look to see if similar changes (e.g., conducting multiple hiring steps at one event, requiring a self-screening instrument, and maintaining closer contact between recruiters and applicants) would help improve the percentage of successful applicants.**

According to the majority of staff interviewed, most people like the 12-hour schedule due to having every other weekend off. The Communications Center used to have both 12-hour and eight-hour shifts. 12-hours is beneficial to the staffing, but not to the staff. They work three days on, two off, two on, three off, two on, two off. There is so much overtime that most PECOs work on one of their two days off and two of their three days off. Most expressed that the Alpha Watch works the appropriate times to address peak CFS. A few indicated they would prefer to work eight-hour shifts, but that the Communications Center doesn't have enough staff.

The Communications Center was scheduled for a complete remodel in 2020, including a new CAD/RMS and a new telephone system. The current class in training is learning on the new CAD. The CAD is expected to go live in November 2020. The Real-Time Call Center (RTCC) emails video directly to officers. The new CAD will allow attachments of video files.

The new phones go live in January. The new telephone feature will have automated call distribution that will locate the next open call taker position. Concern was expressed about a feature in the new CAD that will allow officers to self-dispatch and will take away the Communication Center's ability to control the timing of when calls get handled. The concern was raised that if response times are delayed, upset callers will complain to the Communications Center.

Zone geography and workload distribution in patrol also have a significant impact on the Communications Center's workload. Some zone call loads are very high, while others are very low. As an example, Zone 4 and 5 carry the bulk of the workload, unless it's raining, then Zone 3 has crashes and numerous alarms. Zone 1 and 6 are much quieter. This also has an impact on the workload distribution among dispatchers.

Body Worn Camera (BWC) Program and Public Records Requests

The Body Worn Camera program currently has 1535 officers and sergeants trained and utilizing BWCs daily. The Body Worn Camera program has been deployed in all of Patrol, Patrol Support, Investigations, and Homeland Security. The program was further modified to issue body worn cameras to recruits prior to them leaving the academy and entering the Field Training Program. To date, officers in the program have uploaded 1.2 million videos. Approximately 5% of these uploads have resulted in either public records requests or requests from the State Attorney,

other law enforcement agencies, or the involved officer for copies of the videos for court or investigative purposes.

As the number of BWCs and requests for video records increases, the workload for both the BWC unit, reviewing and redacting videos, and the Public Records personnel, processing initial requests, estimating costs, and notifying affected units of the request, will also increase.

RECOMMENDATION 67: **The JSO should monitor, evaluate, predict, and potentially adjust civilian staffing levels in both the BWC Unit and the Public Records Section to effectively handle projected increases in public records requests for these videos. A time study and workflow analysis of the processes should be considered in order to identify any possible inefficiencies and make adjustments, where warranted.**

Copy Center

The department's Copy Center, consisting of a civilian supervisor and four civilian clerks, is a 24-hour/7-day operation that is responsible for making copies of all documents required by the JSO. A large volume of this work involves printing paper copies for the First Appearance Court, stacks of which sometimes are returned as unopened.

Staff in Central Records also indicated that most judges prefer to have paper copies of the criminal histories of all defendants who are arrested, even though this information can be accessed electronically. This condition further adds to the department's workload as there is a need to scan the printed documents for records retention. It was described that this condition exists due to the court judges' preference for having paper copies of documents.

Given the State Court and Circuit Court Administrative Orders relating to COVID-19, court operations have changed dramatically, with essentially all proceedings occurring remotely, virtually and in an electronic format. Now is the optimal time for JSO to work with the Chief Judge to identify process changes and efficiencies. Doing so would likely significantly also reduce staff time and associated resources. This would allow the department to deploy these civilian positions to other units.

RECOMMENDATION 68: **The JSO leadership should meet with the Chief Judge to discuss ways to identify permanent process improvements and efficiencies.**

Property and Evidence

The staffing at the Property and Evidence Unit consists of one police lieutenant, one sworn police sergeant, two civilian lieutenants, two civilian sergeants, and 20 Property Service Technicians (PSTs). The unit has three sections – the Intake Unit, open 24/7; the Vault Unit, for money, drugs, and guns; and the Warehouse Unit, where all other property is inventoried and

stored. Intake, vault, and warehouse personnel work in separate areas. Warehouse and Vault personnel work Monday – Friday, from 0730 - 1730. Intake personnel work 24 hours per day, seven days per week. The unit also employs five retirees that work less than 40 hours per week.

> ✪ **Property and Evidence Unit Accountability**
>
> The accountability procedures and practices at the Property and Evidence Unit are very robust. The facility has 16 cameras, and access to various areas within the facility is tightly controlled. Drugs, money, and weapons are stored in separate security vaults with even tighter access controls. The unit will soon be converting to RFID evidence tracking. This resulted from a grant-funded initiative aimed at eliminating the backlog for rape kits. The JSO has 5,200 rape kits and these kits will be tagged first. The use of RFID technology will assist technicians in locating property and evidence much faster and easier.

There is a need for additional civilian clerk in the Intake Unit. The Intake Unit is a 24/7 operation. After 1630 hours, there are only two people (in Intake) still working in the entire warehouse. If one of those persons is off duty (e.g., leave, training, etc.), the unit has to backfill the position with overtime.

The Property and Evidence facility and the Homeland Security facility have both been described as in immediate need for additional space. The storage capacity at the Property and Evidence warehouse is almost at maximum. There are more than 566,000 items, and there is very little storage space left. By statute, homicide evidence must be kept for 50 years. The unit purges evidence on a regular basis, but their intake exceeds the number of items being purged.

5.7   Department of Personnel and Professional Standards

Public Relations and Information Unit

The JSO Public Relations and Information Unit consists of eight employees – three police officers and civilian public records assistant, Public Records Executive, Strategic Training Executive/Sheriffs Liaison, a Multi-Media Specialist, and a part time Technical Officer. All members of PRIU reports to a lieutenant, who also supervises the Professional Oversight Unit, which looks at written directives, traffic crashes, and response to resistance incidents, and the Public Relations Unit, a one-person oversight of branding, JSO website, awards, and uniform committees. The lieutenant also supervises the Strategic Planning Executive/Liaison to the Sheriff who works with the PIO's and the command staff in reference to media releases.   They are considering adding a third person to respond to media and social media requests during the evening hours.

The PIO Unit is designed to be the liaison with the news media. The unit sends press releases, does stand-up interviews, and releases information regarding wanted persons and major arrests. The JSO uses the following social media – Facebook, Twitter, Instagram, Snapchat, Next Door, Periscope, and YouTube. They release information via social media and then monitor it, usually during their off-duty time. If a JSO employee wishes to publish something on social media, they must first contact the PIO Unit. Any posts related to crime units requires approval from a lieutenant or a person of higher rank. The PIOs need to be very familiar with the laws regarding release of information.

The department utilizes a notification system called EARS - the Emergency Alert Response System. EARS is activated for ten specific types of serious incidents. The Communications Center notifies the news media about these incidents and investigative commanders on the scene will handle media interviews for certain EARS events. Otherwise, the PIO Unit will be notified about officer-involved shootings, in-custody deaths, and some other major incidents.

RECOMMENDATION 69:   Improve leveraging social media to push out more positive day-to-day recognition of the operational actions of the men and women of the JSO in addition to the already stellar information delivered about planned community engagements.

When asked about any proactive efforts to release information about good performance by JSO employees, the PIOs stated that crime and safety is the main goal, but that they try to push out good stories when they can. The PIO Unit does not need approval to release good news stories, but they indicated that they get more requests to disseminate these stories than they have time to do. Good news stories are sometimes held for a few weeks, if needed, as crime information takes priority over the release of good news events.

RECOMMENDATION 70:   The JSO should consider reorganization of its media relations personnel into an actual media relations bureau modeled after professional news media operations.

RECOMMENDATION 71:   The JSO should consider adding a civilian position to the PIO unit that includes a person with a media background. Some of their responsibilities should include responding to comments and inquiries in a timely manner and to grow the department's use of social media to convey information to the public.

This expertise would greatly assist sworn personnel in better understanding media timelines, deadlines, and strategies for packaging positive news stories in ways that are attractive for media coverage. Additionally, such a change would add consistency and longevity of expertise to a unit where sworn officers often rotate through.

RECOMMENDATION 72:   **The JSO should consider a media relations strategic plan which includes adopting a 24/7 newsroom operation as this will elevate the already high public trust and it will increase morale by recognizing the everyday actions of its personnel across the agency.**

The PIO Unit is the conduit between the JSO and the residents served by them. The public, through the lens of the news media, gleans important information and forms impressions about the JSO and uses this to form a general sense of safety and security in their neighborhoods. As is the case of public safety officials throughout the country, JSO employees perform exceptionally good work on a regular basis and these efforts should be publicly acknowledged and celebrated.

Internal Affairs Unit

Internal Affairs Unit - Staffing, Caseload, and Body Worn Camera Impact

The Internal Affairs Unit consists of a sworn police lieutenant, two sergeants (one corrections sergeant who handles cases and one police sergeant who only assigns cases), five police detectives and one corrections investigator. According to executive staff who were interviewed, the unit is significantly understaffed and, as a result, the IA Unit has had to send some serious cases to other unit commands to handle.

The caseload in IA has been trending upward since 2015. 2018 complaints increased 24% from 2017. In 2018, there were 1,164 total complaints (996 by citizens, 168 from inside JSO). Overall, complaints received are close to 50% against police officers and 50% against correctional officers. In 2018, 76 cases were assigned for formal investigation.

Every detective is carrying 4-5 cases, plus monitoring pending criminal cases. IA responds with the Integrity Unit when criminal activity is being investigated and does the defrocking (relieving officers from duty). Case load for investigators should be closer to 3 cases. Based on the workload, two additional detectives could be assigned to the unit in order to assure more thorough investigations are completed.

The increased use of BWC has created increased workload on IA staff on the front end, but has also helped identify approximately 25% of all complaints received to be without merit as determined from BWC review. IA staff identified their lack of access to the same redacting software as the BWC Unit possesses as a contributing factor to increased workload in the IA section. The section reportedly also needs a dedicated desktop computer station for BWC review.

RECOMMENDATION 73:   **The JSO should continue to monitor and evaluate the caseload in IA, especially in light of increased workload from BWC activity. A time study and workflow**

analysis of the IA investigation process should be considered in order to identify any possible inefficiencies and make adjustments, where warranted.

Initial interviews with IA executive staff and a review of the workload indicated a need for additional investigators (a sergeant and four additional detectives). However, existing inefficiencies should be identified and adjusted first.

RECOMMENDATION 74:   Consider the addition of an administrative sergeant to assign cases and a working police sergeant to conduct investigations involving higher ranking personnel.

RECOMMENDATION 75:   JSO should consider upgrading all IA investigator positions to sergeant.

RECOMMENDATION 76:   Consider moving IA to an off-site location in order to make it less intimidating for citizens and to reduce the stigma for officers reporting to the headquarters office.

Section VI.   Work Schedule and Zone Analysis

With this study, the Jacksonville Sheriff's Office and Duval County have begun the process of future planning, and analyzing important questions:

- Can the Agency re-configure the zones to align with calls for service and resident demands for service?
- How will the geographic characteristics and features of the area impact these configurations?
- Can the Agency develop an affordable and sustainable staffing model for Patrol Operations that meets the vision and mission of the Agency, balanced by the goals of increasing community engagement and also increasing public safety?
- What facilities will be needed and/or available for these operations across the County?

The larger discussion of future development should become the backdrop and context for resolving these issues. JSO should plan for its own long-range staffing and facilities needs in conjunction with the Downtown Investment Authority and City/County planners, longer-range capital investment planning and Facilities Services. We recommend that continuing analysis should be structured in phases in consultation with these efforts.

The Downtown Investment Authority, Business Investment, and Development Plan, dated August 2019, describes the proposed future of downtown Jacksonville. This is a robust development plan that will span over the next 21 years. In the 386-page document, the Jacksonville Sheriff's Office is mentioned only four times. One mention was for a downtown lighting evaluation, based on crime analysis, and another was under Redevelopment Goal #6 – to coordinate with JSO for increased public safety officers for downtown. The planning of such a large development should not only address an increase in patrol presence but additional non-patrol related law enforcement capabilities.

This overall planned re-development presents the best opportunity for JSO to re-align zones and sub-sectors as part of these phased changes. Perhaps one of the most important recommendations is for JSO to link its internal agency planning with the efforts underway for the broader community. In the meantime, the Work Schedule and Zone Analysis will help assist the agency in addressing its shorter-term needs and plans.

Unlike fire service, the law enforcement profession does not have a nationally accepted staffing model. However, once the JSO senior staff are comfortable that they have created target response times that value the sanctity of all the lives of officers and community members based on the priorities of the types of CFS, an open discussion with political leaders, labor leaders, officers, and community members is recommended to co-produce a model of RT's that is

accepted by all. Once this has been decided upon by the Sheriff, the next step should be the assessment of the exact number of officers to assign to each Patrol squad using the base model depicted above.

During the interviews of the patrol staff for this report, it became apparent that officers and sergeants were describing the impact of urbanization in the city of Jacksonville is having upon their abilities to get from location to location while handling calls for service. This includes traffic flow, density of new communities, and new crime types that factor into the economic growth of the city. Additionally, from listening to community members at the Sheriff's Watch meetings, a similar corresponding theme was described where longtime community members were asking why they do not see many JSO officers patrol their areas like they did years before. The JSO should further study the future impact of urbanization on the city in partnership with city planning organizations for the potential of modifying current zones with a facility and new staffing.

One example is the growth of the Oak Leaf area. This area is still serviced by a Zone which has not correspondingly kept pace with the urbanization that continues. In order for the JSO to ensure the new staffing model can keep pace with the urbanization factors city wide, it is highly recommended they have a presence with the city planners to bring on a new police station. This would help with the realignment that would shrink all other zones and keep staffing up. By doing these things, the JSO can better understand CFS metrics and create more free time for officers to engage with the community, keeping with the vision elements. Other law enforcement agencies that have adopted these concepts continue to be successful in keeping pace with urbanization growth through bond referendums and other traditional facility planning partnerships.

6.1   Patrol Staffing

As previously discussed, the JSO Patrol staffing model is based upon an 80% rule which prescribes that each patrol shift should deploy 80% of assigned officers in the unit out to the zone to handle calls for service and other JSO vision elements. However, during the field interviews, it was determined this rule is not complied with as patrol officers are routinely reassigned to other non-patrol bureaus and divisions to serve in specialized units. Therefore, the majority of shifts cannot meet the 80% rule to provide the most efficient day-to-day patrol functions due to self-induced organizational attrition coupled with other normal personnel attrition factors. Patrol sergeants reported they "go with what they have" and, if calls for service backup, they will sometimes get supervisory approval to reallocate officers' from one zone to another as needed.

Patrol staffing available to deploy is diminished by the inherit personnel factors of annual leave, sick leave, injury leave, administrative leave, military leave, scheduled and unscheduled leave, and training. These factors demonstrate the 80% staffing rule is deficient and not sustainable in the current staffing environment.

RECOMMENDATION 77: **Patrol officer authorized strength should be aligned with calls for service workload demands in the community.**

The first step for the JSO is to understand the complexities of the current state of staffing agency-wide by conducting an agency-wide audit of all Lines of Business (LOB's) for all sworn and non-sworn positions. The benefits of the LOB's process will enable the JSO to determine what organizational realignment actions to take to reduce and/or eliminate the following exampled factors:

- Duplication of services.
- Services no longer needed as they are outdated, can be automated, or are not required by law and do not provide any value to the organization or community.
- What job tasks are ad hoc and whether or not they can be eliminated or reassigned to other positions which can better accomplish the tasks and to determine the proper placement of the tasks within divisions and bureaus by position assignments.
- Analyzing centralized and de-centralized functions of positions such as detectives to better decide if certain detectives should be zone-based versus city-wide. The critical factor here is to build better day-to-day relationships with zone patrol officers and detectives by case type for consistency of communication and solvability. This analysis also includes understanding what investigative functions should truly be affixed to detectives versus potential workload imbalances upon patrol officers.

Once the LOB's inventory of all human resources is documented, the JSO will be better positioned to make effective job task analysis changes to right size workloads, free up non-essential positions for reallocation to patrol, and leverage additional time to help patrol officers perform engagement with the community in discretionary time. However, the most crucial benefit of the LOB's process will be to reconfigure the actual authorized patrol staffing levels needed. Once organizational rightsizing is completed by the LOB's process, the JSO can develop a new minimum patrol staffing model.

The following standardized patrol staffing model is proposed as a tool for application after the senior staff first has reviewed all LOB's and adopted a plan to re-deploy. This tool is provided as a method for quantifying the ongoing need for re-allocating and/or adding new positions to patrol, and to jump start the success of the new model. This model can only serve as part of a larger effort that also includes the recruitment recommendations made in other sections of this

> ✪ **Temporary Staffing Assignments**
>
> The primary objective of a temporary assignment for staffing factors is to memorialize the JSO practice of allowing patrol officers to gain experiences by working for a few pay periods in areas they identify as career desires during their performance evaluation with their first line supervisors.

report. Both aspects will be needed in order to fully maximize a sustainable five-year strategic staffing plan.

Table 14. Example of Staffing Model for a Patrol Shift

Minimum Staff to be Physically Present	9
Annual Leave	1
Sick Leave	1
Injury/FMLA Leave/Military	1
Court	1
Training	1
Temporary Assignment	1
Total Squad Staffing Required	**15**

This model contains the basic types of daily squad attrition factors based upon leave categories employees are entitled to (i.e., annual, sick, etc.). Two of the categories for the JSO to consider in order to meet training and career development objectives discussed in other parts of this report are training and temporary assignment. "Temporary assignment" also should include those who are placed on administrative leave due to internal investigations.

Although the above table is an example, it provides sound management structure and allows the Sheriff to solidify a five-year strategic staffing plan based upon real time data to better serve the community members in Jacksonville. While further reviewing all data, it's incumbent upon the JSO to look at each Zone by shift, day of the week, and timeframe of shifts to analyze the following as basic core elements to arrive at the appropriate number needed for staffing at each patrol worksite:

- All calls for service (CFS) by sub-census areas within each Zone for each sector to develop accurate call load averages per officer assigned (i.e., all categories and priority types of the 1,427,079 CFS in CY2018)
- The average response time (RT) to CFS by priority types from the time the call is received to dispatch to arrival on scene
- The average time spent on scene (OS) in service for each CFS by priority types

- The average time from dispatch of a back-up (BU) officer to OS

Once the basic analysis for CFS, RT's, BU to OS, and OS to IS times are assessed in the current state of the Patrol Zones, the JSO should next decide on realistic RT's for all officers to each CFS priority.

6.2   Patrol Workload Analysis

IACP uses Calls for Service data (CFS) to calculate obligated workload within the patrol division. CFS data are also critical in analyzing timeliness of police response, geographic demands for service, and scheduling and personnel allocations. JSO provided IACP with call data for the last ten years (2009-2018) via their computer aided dispatch (CAD) system as reflected in Figure 1 below.

Figure 1 below illustrates community-initiated calls for service wherein at least one officer was dispatched and responded to the call.

Figure 1: Community Calls for Service
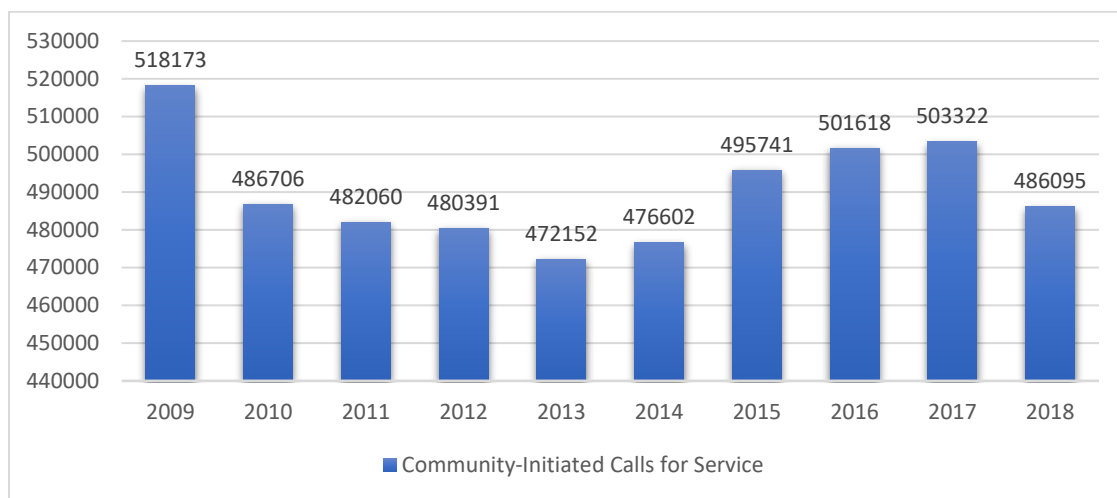
The IACP uses a patrol staffing model that distributes patrol officer time across operational, administrative, and uncommitted time.

Operational labor is the total amount of time patrol officers use to answer calls for service generated by the public and address on-view situations. It is the total of criminal, non-criminal, traffic, and backup activity initiated by a call from the public or an incident the officer comes upon while on patrol. Administrative time is representative of the amount of time patrol officers require to complete paperwork and perform other administrative tasks that enable them to complete patrol operations and document calls for services, reported crimes, and other agency paperwork. Uncommitted time is the amount of time patrol officers have to

engage in proactive problem solving, patrols, and community policing. Each of these times are represented as a portion of the officer's workday. While the percentage of each varies based on the priorities of the agency, available staff and community generated calls for services are the predominant variables. A general distribution includes 30% obligated, 30% administrative, 30% uncommitted, and 10% flexible to absorb short term surges in the others.

In order to create the obligated workload model for the JSO, the IACP derived the total obligated patrol hours and available patrol hours for each officer utilizing CAD and administrative data provided by the JSO. Obligated patrol hours were derived by totaling the time on call for calls for service, including backup officers. The available patrol hours are based on a possible 2080 hours available for each officer annually. On average, for each of the 1,123 officers assigned to patrol and patrol support utilized an average of 274 hours of leave and were available to work 1,806 hours on patrol.

Table 15: Workload Formula

	Workload Formula	2018	2018
A	Total Patrol Unit Obligated Hours	486,095	486,095
B	Available Hours per Officer	1,806	1,806
C	Strength in Patrol	760	760
D	Current Patrol Hours Available (B*C)	1,372,560	1,372,560
E	Current % Obligated to Citizen CFS (A/D)	35%	35%
F	Target Obligated Workload	30%	33%
G	Officer Workload Hours Available at (B*F)	542	596
H	Patrol Officers Required to Meet Target Workload (A/G)	897	816
	Additional Primary CFS Response Officers Needed (H-C) *	**138**	**56**

The current obligated workload for patrol officers is 35%. Based on the current workload, the equivalent of an additional 138 patrol officers is needed to achieve an obligated workload of 30%. If the desired target obligated workload is 33%, then an additional 56 officers will be needed. Hiring additional officers, realizing efficiencies within total time on calls for service, and reassigning suitable calls for service to other sections are potential options to increase the obligated workload capacity for patrol officers. The JSO may desire to increase this further with respect to the desire among staff to have additional uncommitted time for community policing.

Obligated Time Reduction Strategies / Alternative Response

During this study it became obvious that the workload for patrol exceeded the generally accepted level. As obligated time of citizen-generated calls for service exceeds recommended

levels, the ability for a patrol officer to conduct community engagement, crime reduction strategies, and community-based problem solving is greatly reduced. In reviewing the JSO Patrol Fielded Units Analysis, the recommended level of proactive time is only achieved in the early morning hours, a time of day when the ability for proactive work and community engagement is extremely limited. While the addition of staff is certainly a component in decreasing obligated work time, it is not the sole method of reducing obligated time, nor should it be the sole method. Just as effective is implementing strategies to handle obligated CFS by alternate means rather than the dispatch of a patrol unit. Discussion with staff has indicated that between 25-35% of the current CFS could be handled just as effectively by an alternate means. Numerous studies over the past decade has shown that on average patrol workload response is reduced by 20% through effective alternate response programs.

JSO has an online reporting capability that establishes the types of crime and different factors that need to be present for the system to be utilized. Similar criteria are used by the Telephone Reporting Unit (Tele-Serv).

JSO could benefit from enhancing their online reporting system, particularly when the new RMS is up and running. Many agencies have been using these systems successfully for low-level offenses, and this has proved useful in reducing the overall obligated workload for patrol. Examples of report classifications that many agencies using on-line reporting for:

- Vandalism
- Destruction of Property
- Theft up to $5,000
- Theft from automobile
- Theft of auto parts and accessories

- Vehicle Tampering
- Attempted Auto Theft
- Credit/Debit Card Theft
- Identity Theft
- Lost Property
- Telephone Misuse

- Trespassing
- Noise Violations
- Loitering
- Disorderly Conduct
- Alcohol Violation

RECOMMENDATION 78:   Establish an enhanced multifaceted alternate reporting program.

Many police reports, like the categories listed above, are conducive to online reporting. However, while the IACP advocates for online reporting, there are also reasons to urge caution in this regard. First, many citizens still feel a need to engage the police directly and an online reporting system may not be agreeable to them. The IACP Team recommends JSO to make these systems available, but to leave the opportunity open for citizens to make police reports in a traditional fashion.

This is particularly true in today's policing environment where there is an ongoing need to build and maintain community confidence, trust, and support for the police department. The CSOs

are a resource that JSO can use to achieve this personnel contact. For example, a citizen calls reporting one of the eligible reports and is given an option: report right away online, schedule a phone report from tele-serv staff, or schedule an appointment with a CSO at some future date and time.

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

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

Allocation of Resources

Patrol authorized strength should be aligned with CFS workload demands. In determining allocation of patrol resources based on current workload, there are several data sets that were analyzed as part of CFS workload demands: *priority* violent incidents, *priority* property incidents, calls for services, time on call, and response time.

Table 16. Calls for Service: Priority Violent Incidents (2016-2018)

Geographic Area	2016	2017	2018	Average
Zone 1	690	723	659	691
Zone 2	816	787	756	786
Zone 3	734	697	789	740
Patrol East	*2,240*	*2,207*	*2,204*	*2,217*
Zone 4	1,240	1,221	1,222	1,228
Zone 5	1,234	1,301	1,182	1,239
Zone 6	302	303	295	300
Patrol West	*2,776*	*2,825*	*2,699*	*2,767*
Citywide	***5,135***	***5,125***	***4,983***	***5,081***

Source: JSO Calls for Service Data

Table 17. Calls for Service: Priority Property Incidents (2016-2018)

Geographic Area	2016	2017	2018	Average
Zone 1	2,336	2,536	2,407	2,426
Zone 2	5,704	5,536	5,041	5,427
Zone 3	6,474	6,488	6,052	6,338
Patrol East	*14,514*	*14,560*	*13,500*	*14,191*
Zone 4	8,478	8,142	7,561	8,060
Zone 5	4,494	4,899	4,806	4,733
Zone 6	2,849	2,746	2,546	2,714
Patrol West	*15,821*	*15,787*	*14,913*	*15,507*
Citywide	*30,892*	*30,796*	*28,843*	*30,177*

Source: JSO Calls for Service Data

Table 18. Average Total Calls for Service (2016-2018)

Geographic Area	2016	2017	2018	Average
Zone 1	2,336	2,536	2,407	2,426
Zone 2	5,704	5,536	5,041	5,427
Zone 3	6,474	6,488	6,052	6,338
Patrol East	*14,514*	*14,560*	*13,500*	*14,191*
Zone 4	8,478	8,142	7,561	8,060
Zone 5	4,494	4,899	4,806	4,733
Zone 6	2,849	2,746	2,546	2,714
Patrol West	*15,821*	*15,787*	*14,913*	*15,507*
Citywide	*30,892*	*30,796*	*28,843*	*30,177*

Source: JSO Calls for Service Data

In the staffing formula used to determine allocation of resources for JSO, priority violent incidents are enhanced with a x2 factor indicating that staffing in these areas must be maximized at all hours of the day but particularly when violent incidents are likely to occur. Priority property incidents are enhanced with a x1.5 factor indicating that staffing in these areas must be maximized. These factors are assessed against the geographic or investigative area – in this case, JSO zones.

Table 19. Patrol Allocation: Current and Proposed

Geographic Area	Current Staffing	Proposed Staffing	Staffing Change
Zone 1	89	92	3
Zone 2	120	129	9
Zone 3	153	138	-15
Patrol East	362	359	-3
Zone 4	186	182	-4
Zone 5	146	146	0
Zone 6	66	73	7
Patrol West	398	401	3
Citywide	*760*	*760*	

Formula to determine staffing allocation is:

Average of priority violent incidents/% of total by area (x2.0)

+

Average of priority property incidents / % of total by area (x1.5)

+

Average of total priority incidents / % of total by area (x1.0)

+

Average of Part II Incidents / % of total by area (x1.0)

+

Average of citizen generated calls for service / % of total by area (x1.0)

+

Average of time on call/response time / % of total by area (x1.0)

6.3 Zone Analysis

The City of Jacksonville is organized into six zones (see Figure 2), with the zones further divided into sectors and those into subsectors.

Figure 2. Current JSO Zones
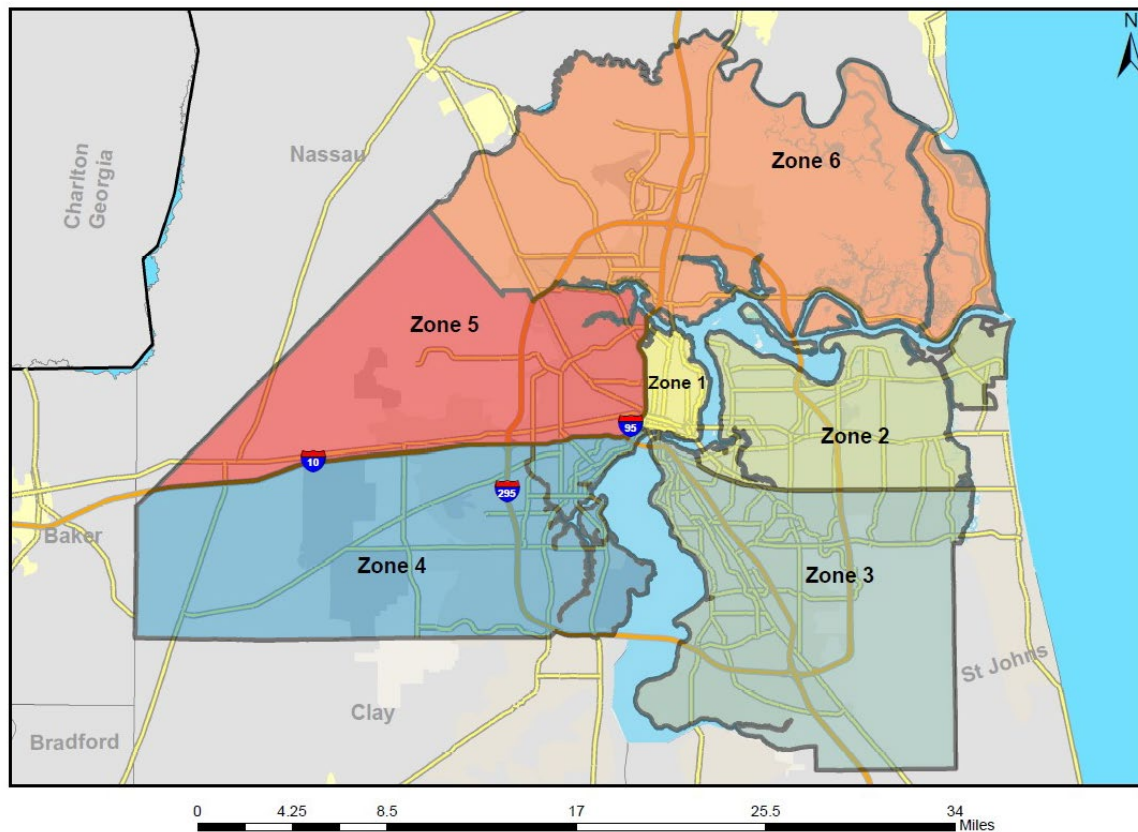
Each of these zones are led by an Assistant Chief and lend themselves to variances in call for service times and methods for addressing specific call types. Specifically, Zones 4 and 5 had trends with higher call for service times. These variances may either be a result of leadership styles and preferences or an intentional response to address nuances in the types of call for service or crime incidents specific to that zone.[39] Alone, this is not sufficient enough to realign the zone boundaries. Additional data, comparison and analysis was needed to expand on, learn from, and apply these sector-sector and zone-zone variances in response to an overall strategy for zone re-alignment.

Calls for services data was reviewed city-wide and by zone along with census data and growth projections (new construction permits), to determine the efficacy of the current number and size of beats throughout the service area and to identify potential alternatives to the current beat borders and zones to ensure a balanced workload distribution. Also factored in were physical geographic boundaries.

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[39] The circumstances requiring intentional variation to call for service response between zones should be documented so that successful variations can be applied to other zones when needed and unsuccessful variations can be suspended or modified.

Recognizing that population changes are fluid and that not all of the City is zoned or appropriate for development combined with the trends in CFS, the IACP has determined that reducing the size of Zones 4 and 5 and increasing the size of Zone 6, as shown in Figure 3, would provide for a more equitable distribution of resources. Reducing the size of Zones 4 and 5 should help the JSO address the aforementioned trend of higher call for service time. Time on call trends for Zone 6 should remain largely unaffected.

Figure 3. Proposed Revision to JSO Zones
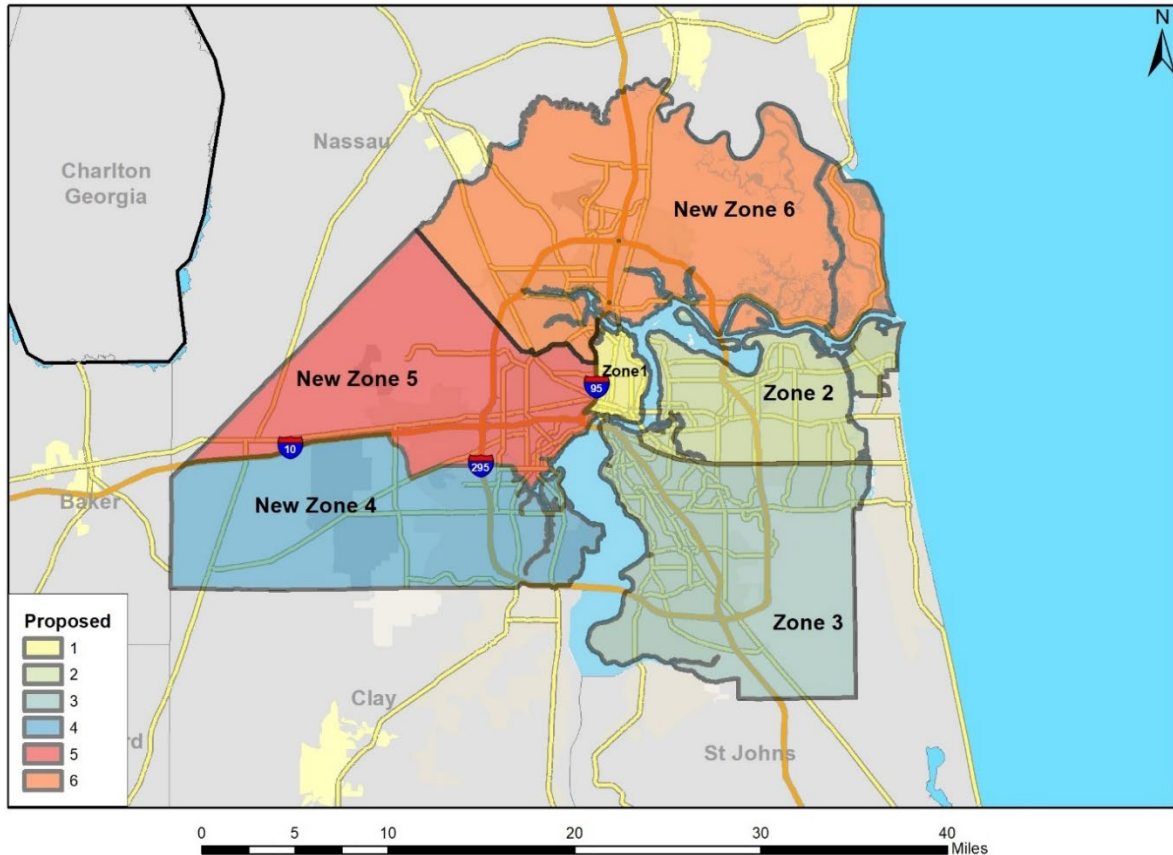
Zoning Analysis Factors

Priority Violent Incidents

Figures 2-4 show the shifts in priority violent incidents for 2016-2018.

Figure 4. Violent Priority Incidents 2016
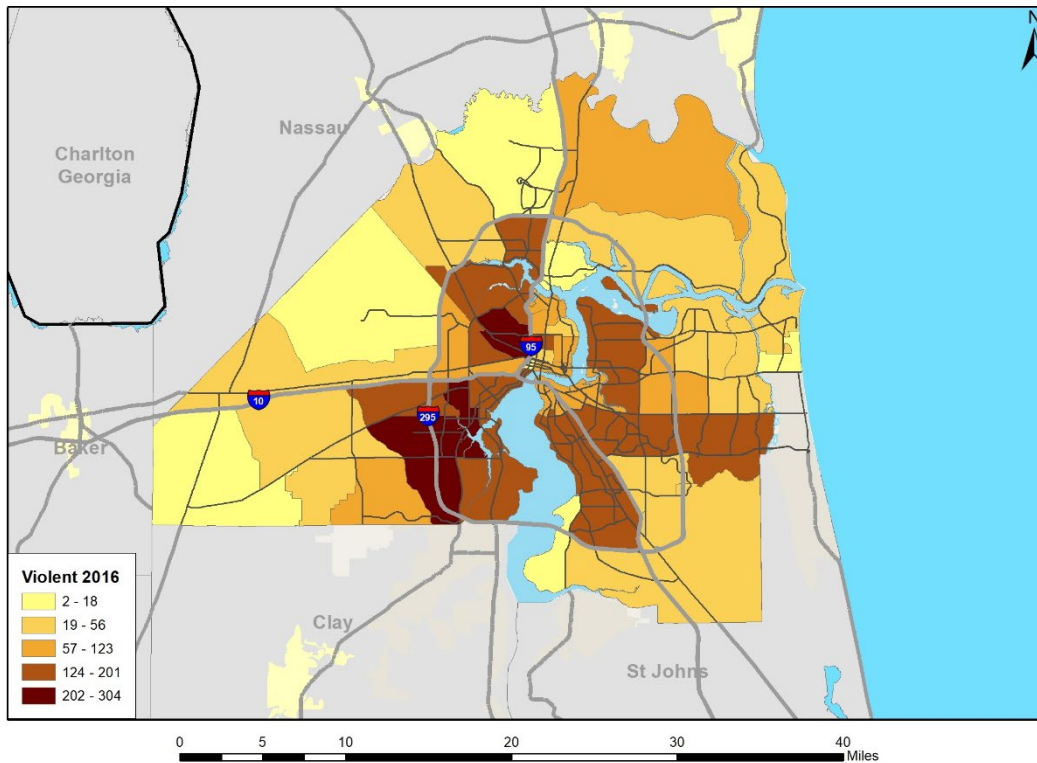
Figure 5. Violent Priority Incidents 2017
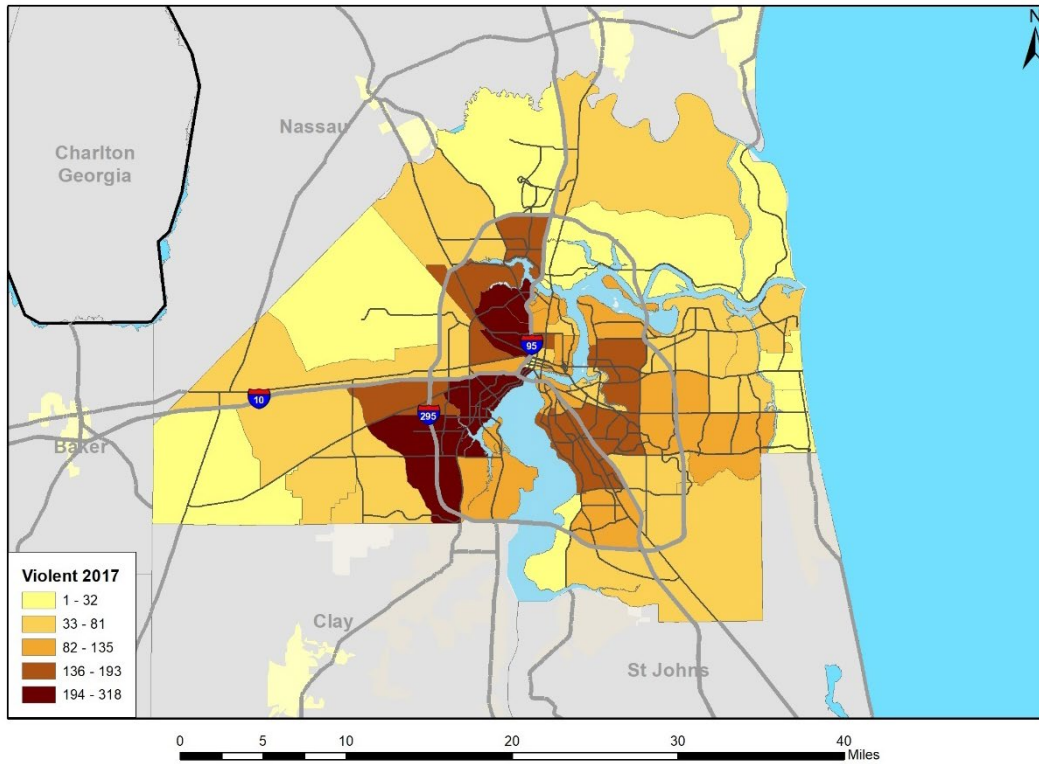
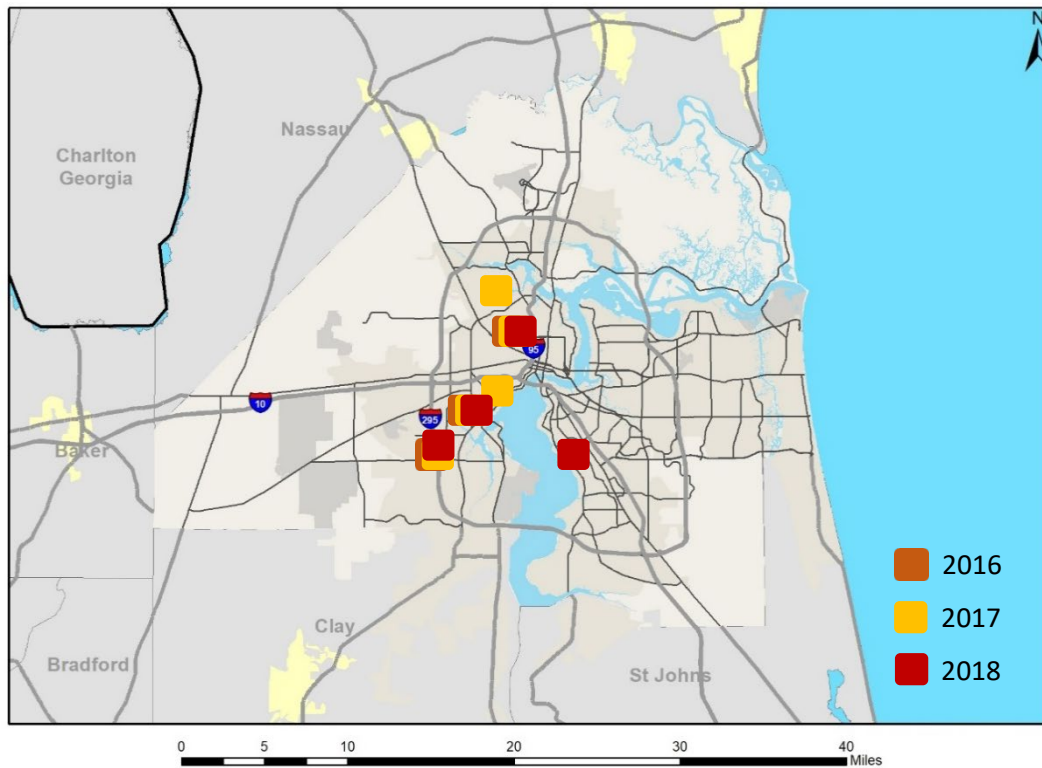**Figure 6. Violent Priority Incidents 2018**
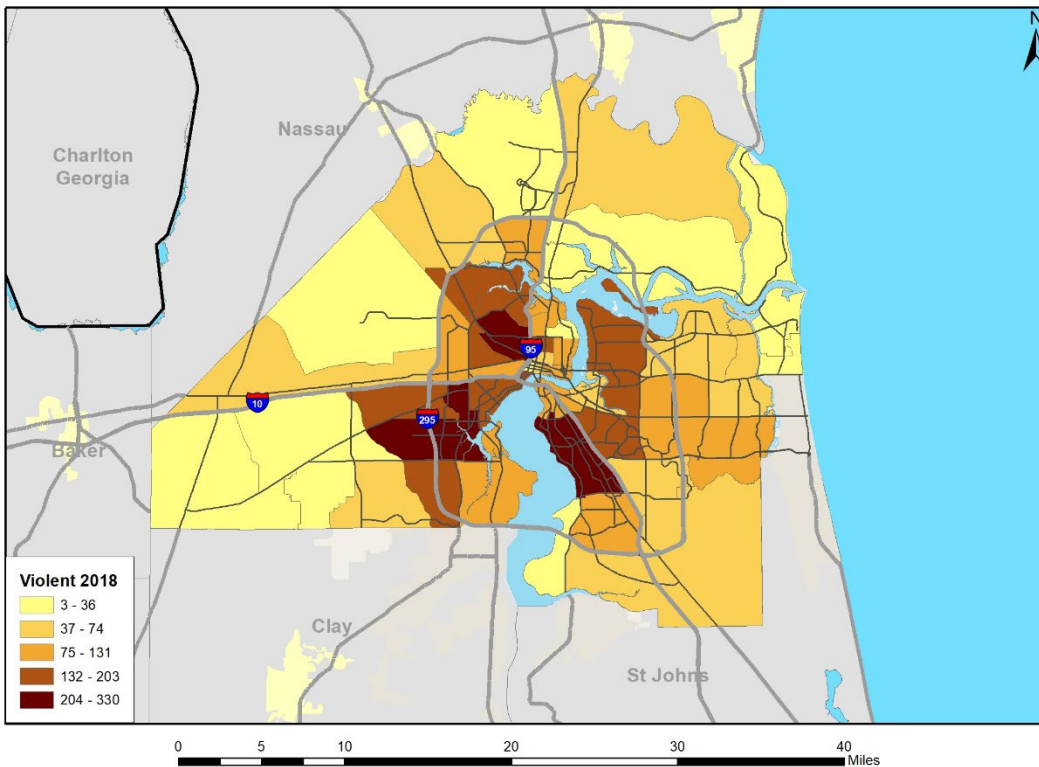
Figure 7. JSO Priority Violent Incidents Composite (2016-2018)

Priority Violent Incidents from 2016-2018 show consistency in the southeast portion of Zone 4 (J-2 subsector and K-2 and K-3 subsectors) and the core of Zone 5 (M-2 and M-3 subsectors). In 2017, there was a slight expansion in the northeast quadrant of Zone 4 (J-1 subsector) and northern part of Zone 5 (N-1 and N-2 subsectors). 2018 shows a significant increase Zone 3 (subsector G-2).

Priority Property Incidents

Priority property incidents were also analyzed and figures 6-8 show the trend from 2016-2018.
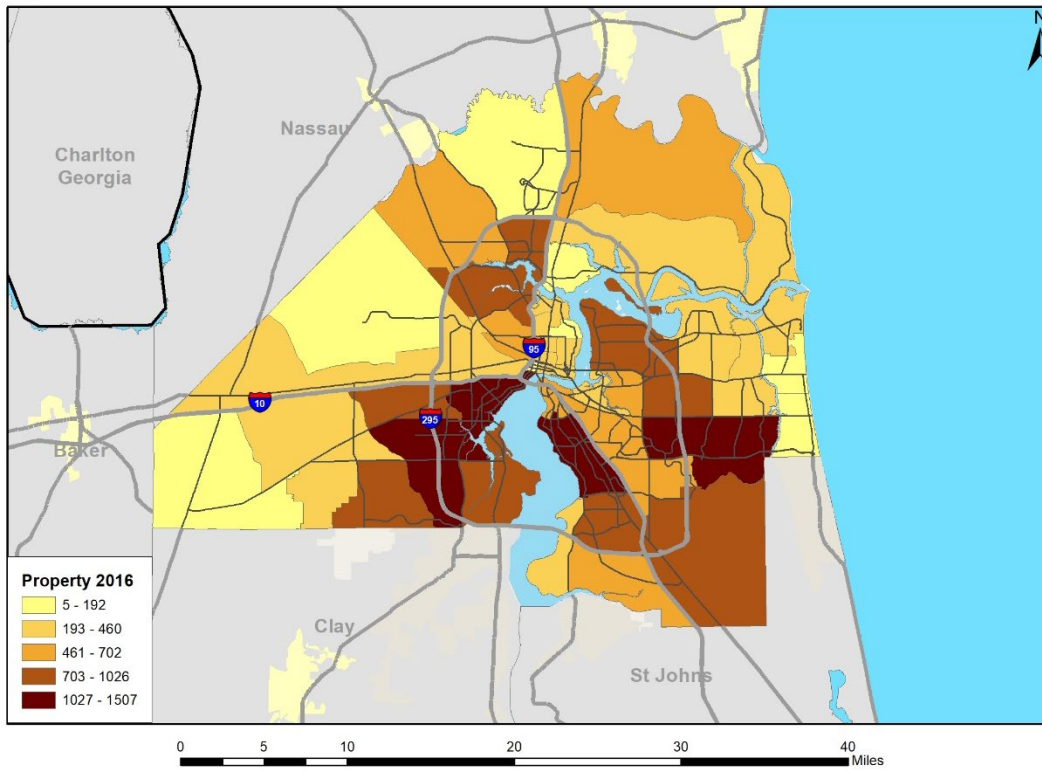
Figure 8. Priority Property Incidents 2016

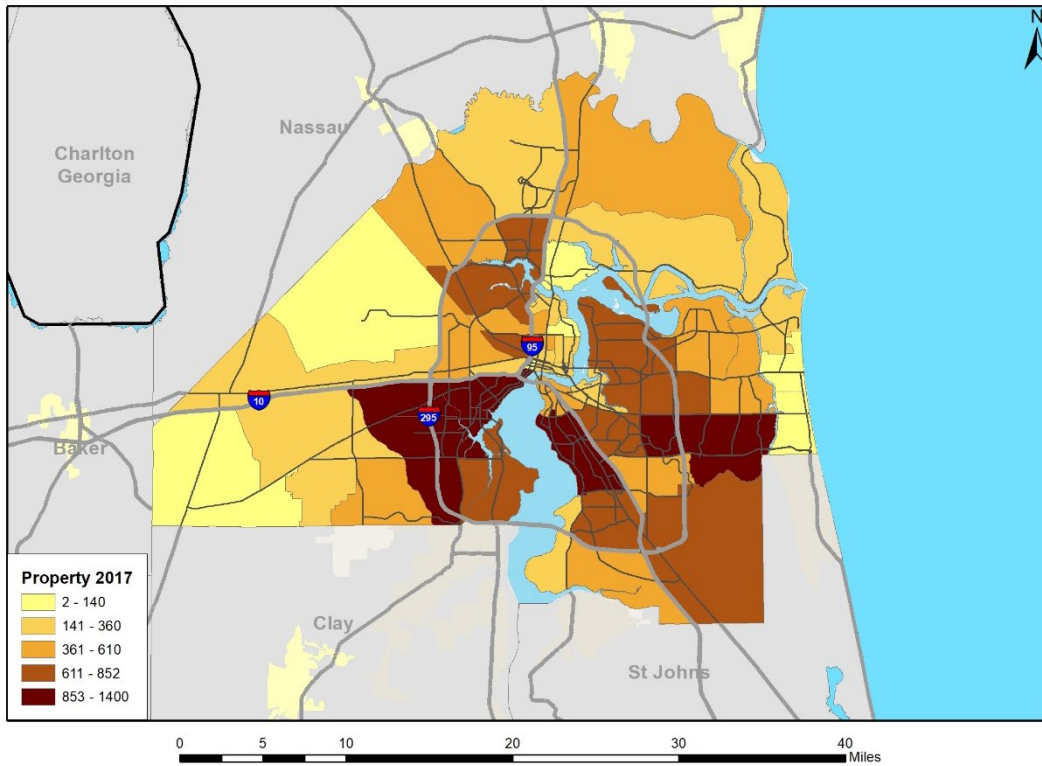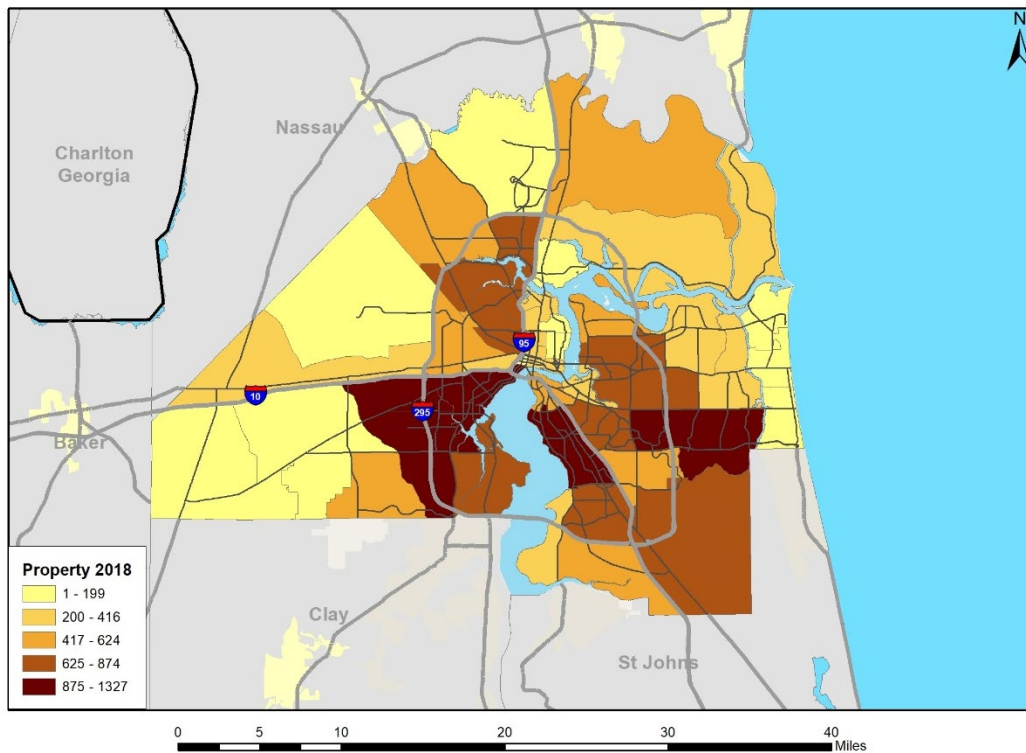**Figure 9. Priority Property Incidents 2017**
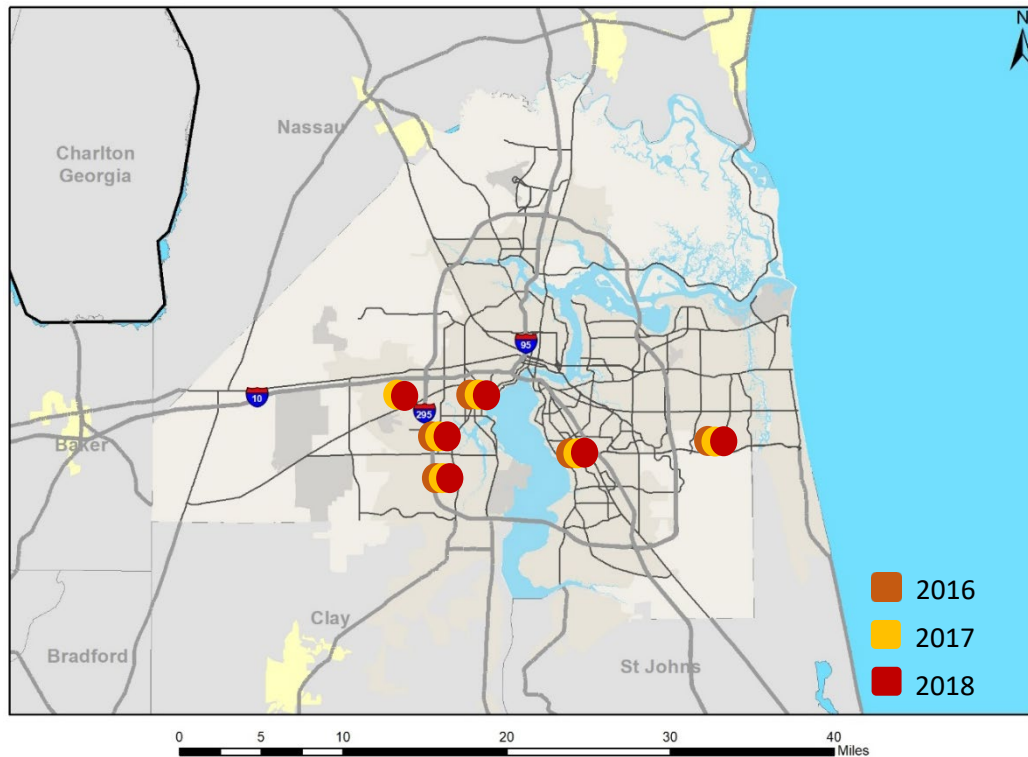

Figure 10. Priority Property Incidents 2018

Figure 11. Priority Property Incidents Composite

Priority Property Incidents from 2016-2018 show consistency in the north and southeast portions of Zone 4 (J-1 subsector and K sector) and the northwest and northeast portions of Zone 3 (G-2 and H-1 subsectors). A closer look at the second highest areas for priority property incidents show an increase from 2016 to 2017 and a decrease from 2017 to 2018 but generally remains consistent across the jurisdiction.

Time on Call

The time on call is consistent from 2016-2018 in Zones 4 and 5. This is not surprising – both zones have the highest occurrence of violent crime incidents which typically require a more thorough and detailed initial investigation by the responding patrol officer. While not measured in this study, it is suspected that travel distance from call to call contributes to the time on call due to the geographic landscape of both zones. Another factor which has contributed to time on call in other jurisdictions is the rate of cross dispatching and should be investigated further by the JSO. While Zone 3 has the third highest time on call in the city in 2016, Zone 2 has the 3rd highest time on call in the city in 2017 and 2018.

Table 20. Time on Call (min) (2016-2018)

Geographic Area	2016	2017	2018	Average
Zone 1	62.89	68.96	67.89	66.58
Zone 2	66.17	77.16	79.50	74.27
Zone 3	68.89	73.98	76.92	73.27
Patrol East	*66.77*	*74.17*	*76.09*	*72.34*
Zone 4	83.07	88.32	91.68	87.69
Zone 5	70.54	76.93	78.68	75.38
Zone 6	63.15	70.15	74.09	69.13
Patrol West	*75.19*	*81.22*	*84.16*	*80.19*
Citywide	***72.24***	***79.14***	***82.46***	***77.95***

Source: JSO Calls for Service Data

All Calls for Service

In addition to analyzing priority violent and property incidents, the total calls for service were also analyzed.
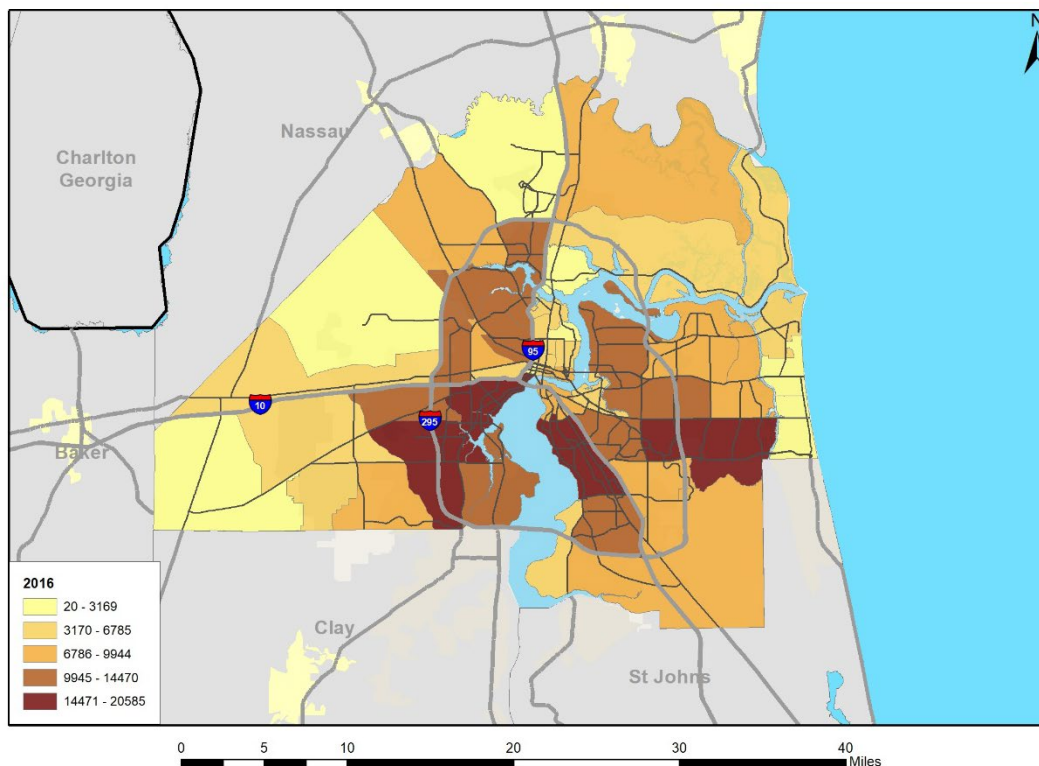
Figure 12. Calls for Service 2016
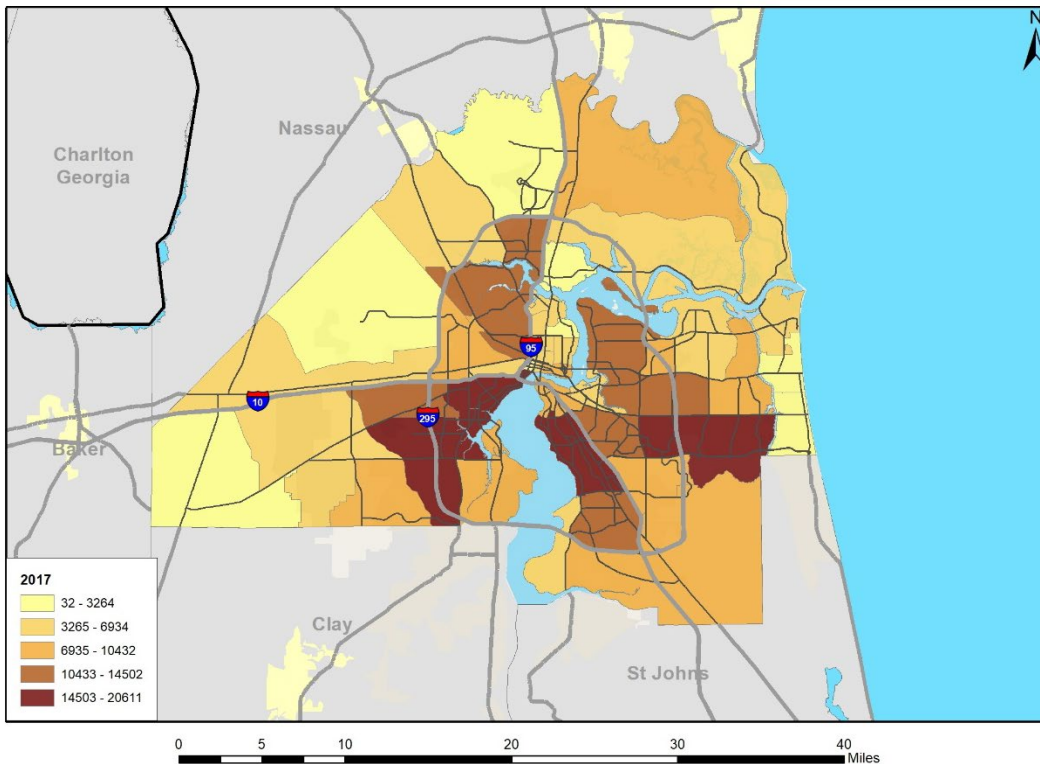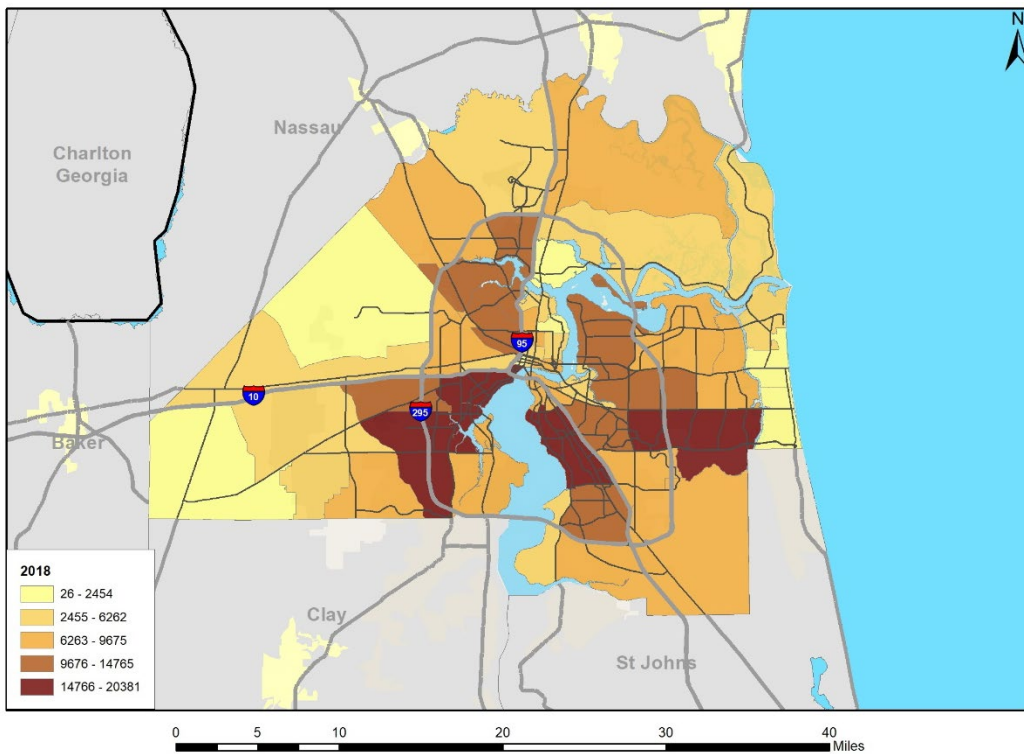
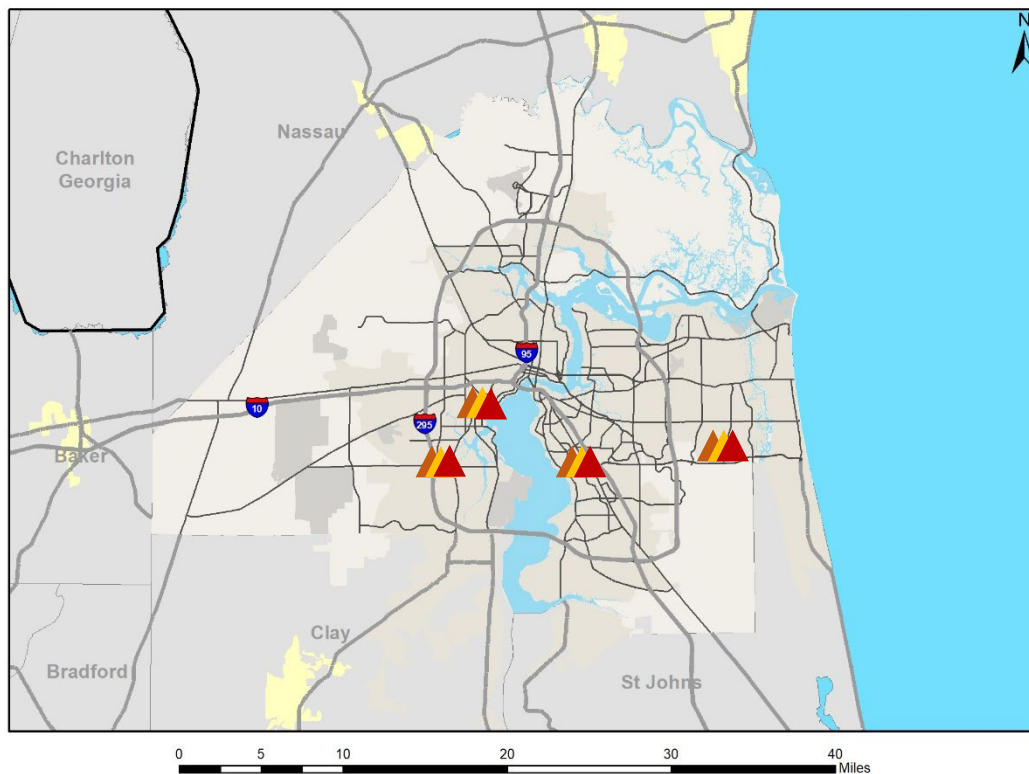**Figure 13. Calls for Service 2017**

Figure 14. Calls for Service 2018

Figure 15.Calls for Service Composite

The highest volume of community generated calls for service are in Zones 3 and 4 consistently from 2016 to 2018. However, an overlay of 2016 to 2017 to 2018 reveals a trend of community generated calls for service spreading outward from the center of the jurisdiction – particularly in Zone 6 moving northward along the I-95 corridor and in Zone 2 along the I-295 corridor (subsector F-1). In most circumstances, this type of pattern is indicative of crime and/or population migration. Given that neither of these areas show a definitive pattern of increase in priority violent incidents and only a slight increase in property incidents, it is likely more closely tied to population increase.

Population Trends and New Development

Population trends based on census data and new development trends using permit data from 2017-2019 received from the City were also reviewed. From 2015 (based on estimates) to 2020 indicate the largest increases in the outlying areas of the jurisdiction indicating movement away from the center city and suburbanization. Permits for new construction mirror the 2015 population estimate to 2020 population change. Generally, outlying areas within the jurisdiction experiencing increases in population are also areas where permits for new construction are being issued.

Maintaining Geographic Accountability

RECOMMENDATION 79: **Establish clear lines of Geographic Accountability within the agency.**

The department should establish clear lines of authority and geographic accountability at all levels of the patrol force. One of the principal taskings is to evaluate the current zone, sector, and sub-sector boundaries. Current workload among and within the zones are out of balance and do not necessarily reflect individual recognized communities or employ homogeneous groupings. Officers and supervisors should focus on sector discipline to increase the culture of accountability within the area for which they are responsible. As mentioned previously, while not on an assignment, it is critical that officers know exactly what they should be doing during that "unobligated" time, as the concept of "random patrol" is no longer efficacious. Specific efforts should be based on crime analysis and ILP, concerns of residents, and supervisory direction regarding strategies, and every officer should know exactly what is expected of them when not on a call for service. Based on ILP and these related factors, expectations and efforts will be unique to each sector. These efforts may include checking in on businesses, presence and visibility in a particular location, parking the vehicle and walking a sector, traffic control and direction, disrupting drug sales, outreach to homeless, identifying suspects, talking with residents, etc. All of these efforts should be tracked by the Computer Aided Dispatch (CAD) system for specific function and for time, location, and duration.

RECOMMENDATION 80: **Within each zone, review how sectors and sub-sectors are set up and assigned and designate neighborhoods and geography within each zone for coverage by the same officers and supervisors so that those officers and supervisors are responsible for that geography.**

It is recommended that lieutenants oversee several sectors within each zone, the size of which would be dependent on staffing availability of lieutenants. Set up regular monthly meetings with residents and business owners to share information both ways, identify concerns and issues, work to gain some consensus on priorities, identify internal and external resources and partnerships who may play a role in impacting the issue, and collaboratively craft a plan with stakeholders to address the concerns. Efforts should be tracked, and results shared. Meetings should have a formal agenda and track issues and concerns, prioritization of those matters, plans to address them using all available resources, and results and updates on each issue in each meeting. This process fosters involvement and buy-in, reduces false expectations, and creates a strong partnership with the community, neighborhood by neighborhood, as trust is built. These meetings should take place regularly, regardless of whether attendance is robust. The fact that such a mechanism for input and problem identification and problem solving exists

is critical to excellent communication and transparency and reducing frustration on the part of residents.

RECOMMENDATION 81: **The department should continue to fully stress sector integrity and to assign the same team of officers and supervisors geographically so that they are directly responsible for those areas.**

Sector integrity is critical. While there will always also be supervisors with temporal accountability, there must be a level of management and supervision with 24/7 accountability as well, most likely at the level of lieutenant, who monitors staffing and deployment, crime plans, coordination, partnerships, crime information, and statistics. A critical component of this approach to supervision is to not only provide the obviously required temporal supervision per tour of duty but also for that supervision to be transferred into full-time geographic accountably and responsibility for actual geography so that mutual ownership by the police and community is on-going. Patrol sergeants and lieutenants provide not only temporal supervision but also are responsible for specific areas of geography. This component particularly applies to lieutenants so that they may oversee several sectors on a 24/7 basis, while simultaneously engaging in their watch command duties. This strategy maximizes their position and applies maximum accountability and oversight to community policing efforts. Watch commanders, patrol supervisors and the geographic zone commanders, Assistant Chiefs, should decide how patrol staff time should be spent on each tour of duty, which is essentially the most critical component of community policing.

Supervisors should ensure that every officer knows how they are expected to allocate their time within each shift while not on a call for service; there is a critical information disconnect between officers and their supervisors on this point. This information should be discussed in their regular reports and performance evaluations. Sergeants must ensure that officers are appropriately spending non-obligated time as directed by each crime plan, current crime patterns, community concerns, etc. There should not be one business, community group, social service agency, or school (private or public), that does not know which officers are responsible for their sector and who receives proactive contact on a routine basis from the police. Sergeants will motivate officers to understand and support the department goals and strategies using their leadership skills and departmental resources and will do the following:

- Evaluate whether the level of response to incidents is consistent with their seriousness

- Determine whether officers are using their time effectively

- Gauge whether officers are adhering to mission, strategic direction, rules and regulations, and operating standards of the Department during the tour of duty

- Evaluate whether officers are prepared for duty

- Teach and train officers to get out of their cars and interact with residents and business on their specific sectors
- Identify and prioritize issues and concerns on their respective sectors in context with current crime analysis

6.4 Shift Schedules

Currently, the JSO patrol officers work a 11.42-hour day. There are two coverage deployments, Blue and Gold, that are almost two distinct departments that provide 24/7 coverage. Patrol officers generally work five days on five days off for 15 workdays in a 28-day work period. While this schedule is covered by contract and well received in patrol, it does not provide the flexibility needed by JSO to address workload fluctuations, critical event staffing requirements, and training requirements. Beyond the flexibility needed by JSO, the impact this work schedule can have on officers' health is significant and can create a major risk to the officer, department, and community.

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

> *6.3 The U.S. Department of Justice should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement.*
>
> *It has been established by significant bodies of research that long shifts can not only cause fatigue, stress, and decreased ability to concentrate but also lead to other more serious consequences. Fatigue and stress undermine not only the immune system but also the ability to work at full capacity, make decisions, and maintain emotional equilibrium. Though long shifts are understandable in the case of emergencies, as a standard practice they can lead to poor morale, poor job performance, irritability, and errors in judgment that can have serious, even deadly, consequences.*
>
> *6.3.1 Action Item: The U.S. Department of Justice should fund additional research into the efficacy of limiting the total number of hours an officer should work within a 24–48-hour period, including special findings on the*

maximum number of hours an officer should work in a high risk or high stress environment (e.g., public demonstrations or emergency situations).[40]

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

In 2011, The Police Foundation published a report outlining the results of an experiment its researchers conducted in Arlington, Texas, and Detroit, Michigan police departments. This study demonstrated that officers who worked four 10-hour days followed by three days off averaged significantly more sleep than those working 8-hour shifts—gaining nearly 185 hours of sleep, the equivalent of 23 additional nights, annually. In addition, these officers worked 80 percent less overtime on the job, potentially resulting in a cost savings to the department and a in terms of improved health possibly due to the increase in hours slept.[41]

Law enforcement agencies can use scheduling practices to improve efficiency and cost effectiveness, while at the same time improving the quality of life and health of their officers. Adjusting shift schedules is likely to result in long run cost reductions as well as reduced sick leave, health-related problems, accidents and injuries, etc., not to mention monetary savings from overtime paid. While reduced overtime saves money in the short run, it is likely to contribute to longer-term reductions in health care costs and increased safety.

For example, if the JSO patrol schedule was changed to a 4/10 schedule, there would be one day a week of overlap when a significant portion of the patrol force is working. To better illustrate, imagine a 4/10 schedule with a different overlap day for each zone (e.g. Zone 1 – Monday; Zone 2 – Tuesday; Zone 3 – Wednesday; Zone 4 – Thursday; Zone 5 – Friday; Zone 6 – Saturday). This would give the agency a significant uncommitted patrol force on each day that could participate in team level training, special details, response to critical incidents, and deploy for crime suppression activities.

RECOMMENDATION 82:   JSO should evaluate revising the patrol work schedule, including consideration of the following areas:

- Using geographic policing, or permanent beat assignments.
- Placement of personnel within the teams/beat assignments should remain consistent for one year; although, officers could vary shifts during that time. This type of

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[40] Office of Community Oriented Policing Services, Final Report of the President's Task Force on 21st Century Policing, (Washington, DC, Office of Community Oriented Policing Services, 2015).

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

distribution will help with geographic policing, but it will also help with performance evaluations and consistency of supervision.

- Develop scheduling alternatives that provides opportunities for individual and shift level training without impacting overtime budgets.

6.5   Facilities

The Police Headquarters Building, where many of the department's non-patrol functions are located, is old but is well maintained.

With the exception of the Police Headquarters building, most of the other facilities lack sufficient security features. Each of the six patrol zone stations are located throughout the County. Almost every one of these facilities are in either leased or donated space. This creates a potential vulnerability in that a new management company in any of these locations could notify the JSO that their space is no longer available.

Both the Police Headquarters building and the Jail are located on properties described as important to the eventual revitalization of the downtown entertainment district. The JSO has been tasked, informally, with considering potential options for relocating and retrofitting into another existing building in the downtown area out of the proposed entertainment district.

The JSO should consider commissioning a comprehensive facility study and establishing a long-range plan to address the current and future space needs for the entire department. This plan would need to be coordinated with the City's Capital Improvement Plan for city-owned facilities.

RECOMMENDATION 83:   Infrastructure Unit and Hazardous Devices Unit should be included in the planning design of the downtown redevelopment initiative.

This would allow for structures, systems, coastal/river areas to be evaluated for risk management and safety concerns. Additionally, law enforcement infrastructures (e.g. police/corrections buildings, access sites in new buildings, pole cameras, counter drone systems, helipads, etc.) may be incorporated in the plan.

Appendix A: List of Recommendations

1. Patrol officers and first line supervisors need more discretionary time to train on new policies, to learn the nexus to the applications on the street, and for dedicated time to proactively engage with the community in a non-enforcement capacity.

2. The JSO could leverage a deeper understanding of the discipline process among its sworn officers by enhancing new, first-line supervisor training.

3. The JSO should formalize the exit interview process for all employee out-processing, including academy recruits.

4. To continue their organizational transformation, the JSO should continue to identify both short- and long-term goals as part of its strategic plan development process.

5. Continue to work on the very promising relationship with Jacksonville University and expand the training budget to offer more leadership training opportunities in the Leadership Development Institute.

6. Formalize a succession plan for command staff, providing assistant chiefs/lieutenants/sergeants with assignments in various sections/units.

7. Add the rank of corporal or master officer.

8. The Sheriff and his senior staff and task force leaders should meet on a re-occurring basis to review and assess intra-agency relationships and partnerships to prioritize agency resources and investments.

9. The JSO should consider the train-the-trainer concept to develop a core coaching and mentoring staff at various ranks (i.e., detectives, sergeant, lieutenant, etc.) by using already established leadership training courses from professional law enforcement associations which have specific coaching and mentoring components.

10. JSO should continue to conduct in-depth best-practice reviews of new recruit training practices for any unsafe conditions, injury analysis, injury reporting structures, related attrition factors, and overall risk management.

11. Develop a robust internal, multi-directional (vertical and horizontal) communication system using some of the best practices found for improving internal communication such as:

12. Coordinate with Zone Commanders on transfers of patrol officers to specialized positions. Subsection (1) should also include the officer's current Commander. Subsection (3) could be added to state something along the lines of "Coordinate an agreed upon transfer date with the member's chain of command."

13. Provide each zone commander with a weekly recap from each Department of Investigations and Homeland Security Assistant Chiefs or designee.

14. Formalize on a scheduled calendar (quarterly, semi-annually, or annually) representatives from specialized units to address patrol roll calls on current, non-confidential investigations, wanted persons, crimes, etc. in respective zones.

15. The recent deployment of PowerDMS by the JSO should become the platform for more informed communications to ensure one clear and consistent message is delivered on all critical issues in the JSO.

16. Engage in more proactive messaging and media relations.

17. Enhance community policing as the operational philosophy for the department via a department-wide Community Policing Strategy

18. Continue to implement strategies that aligns JSO with the six guiding pillars for 21st Century Policing:

19. Both the Sheriff's Leadership Team and the Stakeholders in the Community would benefit from enhancing and growing the Sheriff's Watch program.

20. Continue the tools of community engagement and increase their structure, predictability, inclusiveness, formality, and participation by all levels of the department.

21. Continue to seek data-driven and practical alternatives to arrests when appropriate.

22. Expand Community engagement and Community-Oriented Policing efforts and responsibilities across the entire Agency.

23. JSO should expand the multifaceted community-based response to the homeless and those in mental crisis.

24. JSO should explore options to incentivize formal exit interviews of all employee separations to increase voluntary participation.

25. The project team has identified a series of recommendations across all sworn workforce profiles.

26. The project team has identified a series of recommendations across all civilian workforce profiles.

27. The Training Academy and the agency as a whole should continue to thoroughly document, evaluate, and follow up on all training injuries so that trends related to environmental or procedural deficiencies can be quickly addressed and adjusted. Many injuries can be mitigated with proper warm-up and cool-down, proper nutrition and hydration, and a safe and progressive exercise program.

28. The department should make it mandatory to complete the sections of the Supervisor's Investigation Report of Employee Illness or Injury form that were designed to allow supervisors and agency leaders to identify any workplace trends or other factors that may be contributing to injuries.

29. The JSO should establish a formal process to thoroughly document, evaluate, and follow up on all training and all agency injuries, with command level review, so that trends related to environmental, operational, or procedural deficiencies can be quickly addressed and adjusted.

30. For network security purposes, this condition should be addressed. At a minimum, the department should assign a non-sworn position to review network logs in order to safeguard against cyberattacks.

31. The policy for deactivations deactivating and muting of BWC for officer conferences should be reviewed, and amended, to address the concern cited in the example.

32. Establish a clear and effective personnel position accountability program that establishes specific authorized strength for each unit and objective tools for determining, justifying, and assigning staff.

33. The JSO should review its deployment and tasked functions and identify those functions that are not vital to the department's core mission.

34. The department should conduct a cost-benefit analysis to evaluate whether the workload justifies the resource expenditures for special units currently in operation and for such operations now and into the future.

35. Officers assigned to Guardian program overtime hours should be assigned, whenever possible, to schools located within the boundaries of their regular sector assignment in order to also advance community policing goals.

36. There are several specialized units that could be decentralized from headquarters to the zone.

37. The narcotic section's Major Case Unit and Mid-Level Unit under the Department of Investigations and Homeland Security, Homeland Security Division, Narcotics & Vice Section, could be combined. Auto Crimes would remain in the current structure.

38. Assign personnel on decentralized SWAT to zone level task forces and other similar units.

39. Personnel deployment be assigned to assure sufficient staffing in patrol, thereby creating an environment conducive to having officers feel a greater sense of ownership in their assigned areas.

40. Revise method for handling shoplifters - increase use of notice to appear; train store security to complete reports, charging documents, etc.

41. While there is an established protocol on holding calls that places the first level of response on the communication supervisor, this may not be the most effective. It is recommended that patrol supervisors become involved in the decision to hold earlier (20 minutes) and have the primary authority when to hold calls since the fall out for holding calls will rest at the patrol zone levels. Specific policies will ensure a standardized approach across the city.

42. The agency should conduct a cost benefit analysis of the aviation unit (helicopter).

43. JSO should right size the Mounted Patrol Unit to make the most of the benefits of maintaining this unit. If that cannot occur, then disband the unit.

44. In the Civil Process Unit, use a standardized approach on process of eviction, giving notice on one day and a day or 2 later, carry out the eviction.

45. The Offender Tracking Unit and Felony Registration Unit should be placed under the Department of Investigations and Homeland Security, Major Case Section with the Special Assault Unit.

46. The department should expand the programs that allows retired officers in the auxiliary program.

47. The Sheriff's Posse is a cadre of civilian volunteers. These individuals can be used to supplement agency staff with administrative tasks, follow up phone calls, etc. The program needs to be expanded and formalized, with possible consideration given to moving it under the Auxiliary Unit.

48. Use crash data and time spent on traffic complaints to evaluate the deployment, staffing, and mission of the specialized motor unit using a cost-benefit approach.

49. Conduct a cost/benefit analysis to determine if this is the most efficient and effective means for DUI enforcement.

50. Evaluate transferring Crossing Guard responsibility and program to School Police. Absent this, establish a non-sworn chain of command with Crossing Guards.

51. Many Community Engagement units/functions are underfunded to provide the specialized services that disenfranchised portions of the community need. The JSO should enlist the corporate community of Jacksonville to create a Police Foundation.

52. Move Explorers from Safety and Protection Community Engagement to PAL, or at least increase coordination. Use PAL to supplement community walks to better interact with youth.

53. Implement internal scheduling changes to Tele-Serv and create a civilian staff augmented by disabled officers. Do not staff with disciplinary cases.

54. Organizationally, Tele-Serv would be better served/placed under Support Services (Records or Communications) than in its current location in Community Engagement.

55. JSO should evaluate moving the Mounted Unit and the Mobile Field Force Function under the Special Events Unit.

56. JSO should implement a foundation program similar to many agencies across the country, which would allow for private entities to provide assist to JSO in a number of areas such as financial, training and equipment.

57. By locating the traffic homicide unit under the same command as specialized traffic enforcement the agency will increase its data analysis and increase capacity of both functions through cross training.

58. Increase in staffing and equipment for Marine and Dive Units in preparation for the new riverfront that may have possible increase in water-related incidents and security.

59. Increase in staffing for the Street Level Narcotics Unit; two sergeants and 16 detectives.

60. Scheduled periodic review of undercover officers and supervisors.

61. Increase in staffing for Internet Crimes Against Children (ICAC) Unit; one sergeant and four detectives.

62. Establish an organizational climate of strategy, accountability, accessibility, and responsibility in support of Intelligence-Led Policing (ILP)

63. Enhance crime analyst services in each patrol zone using civilian crime analysts.

64. Upon attrition, retirement, or promotion, replace sworn officers with civilians in the Technical Support Unit and Computer Forensics Unit.

65. The Communications Center should implement a written policy for conducting formal exit interviews of all personnel who voluntarily separate from service and conduct analysis on the primary reasons for Communications Center employee attrition.

66. Similar to recent changes and efficiencies implemented by the JSO Recruitment and Selection Unit for police and correctional hiring, the Communications Center should look to see if similar changes (e.g., conducting multiple hiring steps at one event, requiring a self-screening instrument, and maintaining closer contact between recruiters and applicants) would help improve the percentage of successful applicants.

67. The JSO should monitor, evaluate, predict, and potentially adjust civilian staffing levels in both the BWC Unit and the Public Records Section to effectively handle projected increases in public records requests for these videos. A time study and workflow analysis of the processes should be considered in order to identify any possible inefficiencies and make adjustments, where warranted.

68. The JSO leadership should meet with the Chief Judge to discuss ways to identify permanent process improvements and efficiencies.

69. Improve leveraging social media to push out more positive day-to-day recognition of the operational actions of the men and women of the JSO in addition to the already stellar information delivered about planned community engagements.

70. The JSO should consider reorganization of its media relations personnel into an actual media relations bureau modeled after professional news media operations.

71. The JSO should consider adding a civilian position to the PIO unit that includes a person with a media background. Some of their responsibilities should include responding to comments and inquiries in a timely manner and to grow the department's use of social media to convey information to the public.

72. The JSO should consider a media relations strategic plan which includes adopting a 24/7 newsroom operation as this will elevate the already high public trust and it will increase morale by recognizing the everyday actions of its personnel across the agency.

73. The JSO should continue to monitor and evaluate the caseload in IA, especially in light of increased workload from BWC activity. A time study and workflow analysis of the IA investigation process should be considered in order to identify any possible inefficiencies and make adjustments, where warranted.

74. Consider the addition of an administrative sergeant to assign cases and a working police sergeant to conduct investigations involving higher ranking personnel.

75. JSO should consider upgrading all IA investigator positions to sergeant.

76. Consider moving IA to an off-site location in order to make it less intimidating for citizens and to reduce the stigma for officers reporting to the headquarters office.

77. Patrol officer authorized strength should be aligned with calls for service workload demands in the community.

78. Establish an enhanced multifaceted alternate reporting program.

79. Establish clear lines of Geographic Accountability within the agency.

80. Within each zone, review how sectors and sub-sectors are set up and assigned and designate neighborhoods and geography within each zone for coverage by the same officers and supervisors so that those officers and supervisors are responsible for that geography.

81. The department should continue to fully stress sector integrity and to assign the same team of officers and supervisors geographically so that they are directly responsible for those areas.

82. JSO should evaluate revising the patrol work schedule, including consideration of the following areas:

   - Using geographic policing, or permanent beat assignments.

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

   - Develop scheduling alternatives that provides opportunities for individual and shift level training without impacting overtime budgets.

83. Infrastructure Unit and Hazardous Devices Unit should be included in the planning design of the downtown redevelopment initiative.

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