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November 2, 2017

OFFICE OF THE MAYOR
HONORABLE CITY COUNCILMEMBERS
CITY ADMINISTRATOR
CITY ATTORNEY
RESIDENTS OF OAKLAND
OAKLAND, CALIFORNIA

RE: Audit of OPD Communications Division 9-1-1 Call Operations

Dear Mayor Schaaf, City Council President Reid, Members of City Council, City Administrator Landreth, City Attorney, Barbara Parker, and Oakland residents:

The Communication Division is responsible for receiving all emergency and non-emergency service calls through the Oakland Public Safety Answering Point System (PSAP). This audit provides the public a greater understanding of how OPD receives and processes emergency 9-1-1 calls from cell phones and land lines. It is important to assure the public that when they dial 9-1-1 their call will be answered in a timely manner and that vital services will be deployed quickly.

The audit objective was to evaluate the efficiency and timeliness of police emergency call answering. The audit found that calls were not answered within industry standards, Dispatcher and Operator positions remain unfilled, compensation is not competitive with local jurisdictions, staff performance appraisals were inconsistent, and recruiting, hiring and training took between 12 to 20 months. Management took steps to improve call answering times by adopting continuous hiring practices and making changes to the supervisor handbook that address performance appraisals. The Department is committed to further improvements to the process.

I want to express our appreciation to the Chief of Police, the Communication Division, and to their staff for their cooperation during this audit and to their commitment to improving the practices in the Communications Division that will improve call answering times and efficiencies in the department.

Respectfully submitted,



BRENDA D. ROBERTS
City Auditor

Enclosure

cc: Anne E. Kirkpatrick, Police Chief
John Lois, Assistant Police Chief
Drennon Lindsey, Acting BOS Deputy Chief
Virginia Gleason, Chief Strategic Advisor
Kiona Suttle, Personnel Manager OPD
Eugenia Oliver, Police Service Manager
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November 2, 2017

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OPD Communications Division 9-1-1 Call Operations Audit



OFFICE OF THE CITY AUDITOR

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The Office of the City Auditor was created by the Oakland City Charter as an independent office to help establish accountability and improve City services. We conduct performance audits to review aspects of City services or programs and provide recommendations for improvement.

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Introduction and Background

Introduction

The Office of the City Auditor conducted a performance audit of the Oakland Police Department's (OPD) 9-1-1 Communications Division. The objective was to evaluate the efficiency and timeliness of police emergency call answering. The public must be assured that when they dial 9-1-1 their calls are answered in a timely manner and services are deployed quickly.

The Police and Fire Communications Divisions are charged with handling police, fire and medical-related calls. Nearly 600,000 emergency and non-emergency calls are answered annually. Both divisions must be effectively organized, well trained, and provide adequate and continuous call operator and dispatcher staffing coverage to process calls within specified timeframes.

The national standard for call answering times is set by the National Emergency Number Association¹ (NENA) of 90% of all calls answered within 10 seconds during the peak call hour and 95% within 20 seconds at all other times. California adopted more stringent standards in September 2016 requiring that 95% of all calls are answered within 15 seconds.

This audit provides recommendations to assist management in improving this crucial public safety resource and provides the public with a greater understanding of how OPD receives and processes 9-1-1 calls.

Background

OPD is one of the largest police departments in California with 1,234 full-time employees as of March 2017, including 794 sworn officers and 440 civilian employees. The number of officers in 2017 represents an increase from 613 in 2013, but remains lower than 2009 when the force had 830 sworn officers.²

OPD is divided into four major bureaus: Field Operations, Risk Management, Services, and Criminal Investigations. The Communications Division is part of the Bureau of Services and responsible for receiving all service calls through the Oakland Public Safety Answering Point.

Police Communications Division

This Division includes both Police Communications Operators (Operators) and Dispatchers. Operators answer the calls exclusively while dispatchers perform both operator and dispatcher functions on a rotating basis. When a call is received, the Division dispatches police resources or re-routes it to the appropriate agency.

¹ <http://www.nena.org/>

² Number of sworn officers as of January 1 of each year indicated. Numbers fluctuate throughout the year.

Introduction and Background

Routing 9-1-1, emergency and non-emergency calls

Calls to 9-1-1 from fixed Oakland phone lines (landlines) – home, business and public - go to the Communications Division (Communications or Dispatch) once the nature of the emergency is identified by the OPD operator. Alternatively, callers who dial the local emergency number, using a cell or landline phone, are also directly connected to Dispatch.

Exhibit 1: Landline and mobile call routing to Oakland dispatchers



LOCAL EMERGENCY
510-777-3211
LOCAL NON-EMERGENCY
510-777-3333



9-1-1
LOCAL EMERGENCY
510-777-3211
LOCAL NON-EMERGENCY
510-777-3333

Dialing 9-1-1 on a cell or mobile phone within Oakland city limits routes the call to the California Highway Patrol (CHP) and is answered by dispatchers in their Vallejo offices. These calls are transferred to Oakland Dispatch unless they pertain to a highway incident. Dialing 9-1-1 on a cell or mobile may delay emergency response times by up to 3 minutes.

Exhibit 2: Mobile 911 Routing

	Routing of Mobile 911 Calls	
		Average Duration Time
	All mobile 911 calls placed in Oakland are answered by California Highway Patrol (CHP) in Vallejo, CA Calls placed through the Alert 360 App will also be routed to CHP <i>*period calculated May 2014 – April 2015</i> Fire/Medical emergencies are transferred from CHP to the Oakland Fire Departments (OFD) Fire/Medical Dispatch Center OFD may also transfer a call to OPD's Communications Division	1.9 mins*
	Police emergency calls are transferred from CHP to OPD's Communications Division OPD may also transfer a call to the Fire/Medical Dispatch Center <i>**period calculated June 2014 - May 2015</i>	3.0 mins**

Introduction and Background

Police Communications Operators

Police communication operators ask callers basic questions and enter the incident data into the Computer Aided Dispatch (CAD) system:

1. Caller name, address, and telephone number;
2. Exact location where assistance is needed;
3. Nature of the problem/unusual circumstance;
4. Timeframe: in progress, just occurred, cold report; and
5. Suspect's/subject's physical and vehicle description, direction of flight, weapons involved (if applicable).

Non-emergency calls, and those for other Oakland departments, such as the Fire Department, are transferred or the caller is provided another number. Operators may stay on the phone with callers while their emergency response is being coordinated or end the call, depending on the situation.

Police Communications Dispatchers

Dispatchers receive the CAD information and coordinate the response by dispatching officers to the scene based on priority and officer availability. All calls are coded to identify priority.

Exhibit 3: CAD automated priority codes and the percent these calls represent

Priority code	Percent of calls*	Description
0 – highest	.1%	Incidents of terrorism, weapons of mass destruction, or when an officer needs help
1	11.5%	Situations involving imminent injury to persons and for prevention of violent crime and incidents involving a weapon
2	37.2%	Urgent, but not immediate emergencies including in-progress misdemeanors, in-progress disputes with violence potential, stolen vehicle reports, and just-occurred felonies
3	31.8%	Cold reports and situations where there is no threat of danger to life or property
4 – lowest	19.4%	Report abandoned autos and incidents created for documentation purposes

**Covers the period September 2014 through February 2015*

Dispatchers monitor police officers' locations and activities in the field and consider priority code, officer location, and activity while coordinating the dispatch. They can divert officers from their current activity based on need. Officers are instructed to follow dispatching instructions.

Audit Results

What We Found

Summary

The OPD Communications 9-1-1 Division did not answer calls within national and California State standards. This was due to persistent understaffing resulting from high staff turnover, long lead times in filling open positions, continuous on the job training, and uncompetitive compensation packages. Consistent understaffing coupled with large call volumes contributed to unsatisfactory call coverage. Management has not consistently provided timely employee performance appraisals and systems were not configured to allow for the proper management of employees' time.

FINDING 1: Failure to answer calls within standards

The Communications 9-1-1 Division regularly did not meet national and state call answering standards³. During the 15-month period reviewed⁴, 34% of calls using the local emergency number and 37% of 9-1-1 emergency calls were not answered within industry standards. The average call answering time for that period was 27 seconds for the 10 digit calls and 21 seconds for the 9-1-1 calls. ***Between 9% and 13% of callers abandoned their emergency calls placed to OPD.***

The budgeted number of full-time positions was reduced from 92 dispatcher positions to 73 in 2004 and the number of budgeted full-time positions remained between 70 to 75 through 2014.

Management attributed missed standards to persistent dispatcher vacancies. The Division had an average of 64 full time employees (FTEs) in 2014, although budgeted for 74 FTEs. There has been an average of 9 vacancies per year, or a 12% vacancy rate, between 2010 and 2014. The City of Oakland Semi-Annual Job Vacancy report issued April 2017, reported a total of 12 vacancies; 3 operators and 9 dispatchers, representing a 16% vacancy rate.

Exhibit 4:

Comparing budgeted full-time Dispatcher and Operator positions to the actual number of positions filled		
Calendar Year	Budgeted number of Dispatchers and Operators	Actual number of Dispatchers and Operators*
2010	70	61
2011	70	65
2012	70	62
2013	75	64
2014	74	64

*Averaged over course of calendar year

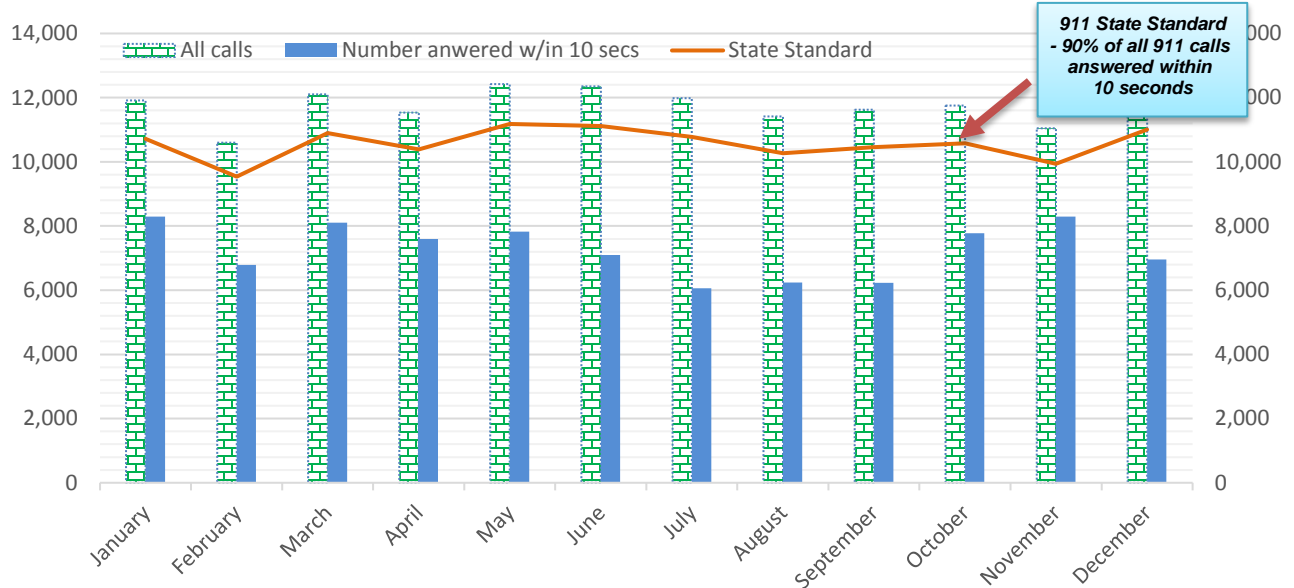
³ Based on the standards in place at the time of the audit.

⁴ Calendar year 2014 and the first 7 months of 2015 (January through July)

Audit Results

Our findings are consistent with those reported in OPD's 2015 Annual Report where it was stated that the Communications Division did not meet the State's recommended 10 second answering time. They note that this variance is attributed to vacancies, staff turnover, and other factors.

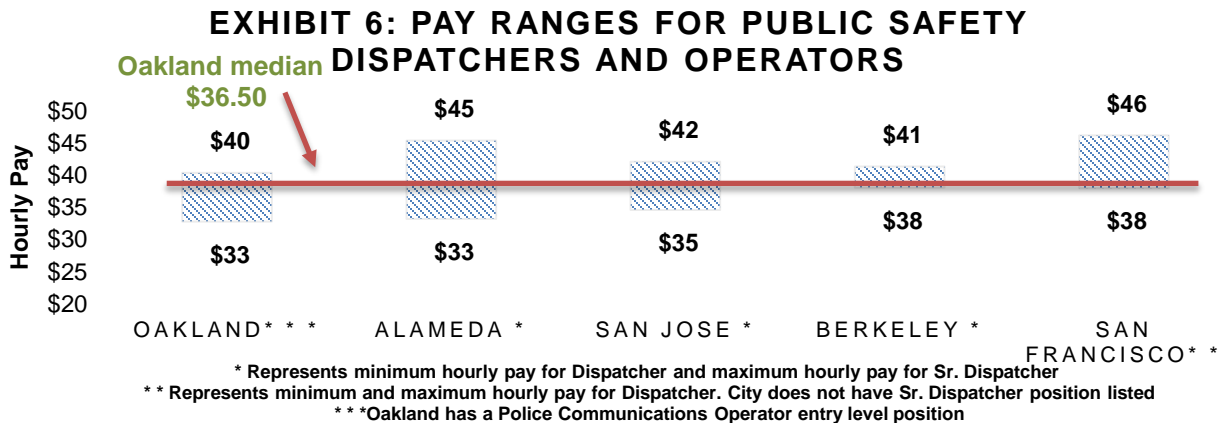
Exhibit 5: OPD's 9-1-1 Call Answering Performance - Calendar year 2014



FINDING 2: Persistent unfilled positions

The Communications 9-1-1 Division averaged nine vacancies per year over the past five years, or 12% of its workforce. These are contributing factors:

- Hiring takes 7 weeks to recruit and 13 weeks to screen and establish an employee eligibility list before conducting interviews.
- Background investigations that may take between 7 and 13 weeks to complete are conducted internally by OPD. Officer recruits' background investigations have priority over those for Communications 9-1-1 dispatchers, which further delays the process.
- Persistent, mandatory overtime contributes to turnover. As much as 22% of all scheduled work hours were staffed by employees working overtime. Supervisors have relayed to us that chronic overtime hours exacerbate an environment that is, by its nature, already stressful.
- A competitive job market where staff is lost regularly to other municipalities due to better pay and advancement opportunities.



FINDING 3: Significant compensation disparity between sworn and civilian staff

Sworn officers (Sergeants) fill 4 of the 8 supervisory positions in the 9-1-1 Division with tenures averaging six months. Conversely, the average tenure of a civilian supervisor is 17 years. The City’s sworn supervisors cost \$285,000⁵ more annually in compensation than non-sworn civilian supervisors.

Essentially, the longer serving, more experienced civilian supervisors provide continuous on-the-job training to their sworn shorter-term counterparts. This effort competes with the civilian supervisors’ primary responsibility of dispatcher and operator oversight.

The City Auditor advocates for management to substitute the sworn supervisors with civilian supervisors, bring stability to the supervisory ranks, allow the department to benefit from the cost savings, and provide career advancement opportunities to the dispatcher employee group. This change will release the sworn officers to take assignments in the field and promotes a more experienced supervisory group to train and manage 9-1-1 operators and dispatchers.

FINDING 4: Inconsistent Dispatcher and Operator performance appraisals

Communications 9-1-1 Division supervisors did not regularly conduct periodic operator and dispatcher quality reviews to ensure call communications meet Division or NENA standards: 95% did not have a monthly review over a consecutive 3-month period, 79% did not have one over a 5-month period, 15 individuals had no review in 12 months, and 6 had no review in 24 months.

Division management stated they had an informal requirement to review two phone calls per employee twice a month. There was no formal policy to conduct quality review assessments. NENA’s standards, however, require a sufficient number of quality

⁵ Fully burdened cost which includes value of non-salary benefits.

Audit Results

reviews in accordance with the establishment of a written directive detailing the quality review framework. Results then need to be reported to the relevant parties.

The Division Manager explained the reason for the low compliance rate was supervisors often answered calls and performed dispatch duties, since the Communications Division is chronically understaffed. Therefore, they do not have time to complete administrative duties such as performance reviews. Management, in effect, has no assurances that interactions between 9-1-1 callers and call operators or dispatchers meet industry or department professional standards. This results in missed opportunities to train and coach new or long-serving employees.

FINDING 5: Staffing is not aligned with call volume

The Communications 9-1-1 Division did not consistently meet the answering standards; vacant positions persisted for years, staffing was not adequate despite allocating additional resources during periods of high call volume. ***Approximately 19,000 (12%) emergency 9-1-1 calls were abandoned during the 12-month period we examined.***

The NENA staffing model recommends the Oakland Communications 9-1-1 Division staff 94 fulltime employees (FTE) based on a variety of relevant factors such as city size, number of calls, and number of and proximity to freeways. The Division had between 70 and 75 authorized FTEs between 2004 and 2012. However, job vacancies persisted regardless of how many positions were authorized.

FINDING 6: Information systems do not provide management with enough relevant data for staffing and training decisions

The current system is configured so that a call operator is identified as “Ready” or “Not Ready.” It does not track a reason for “Not Ready” status, such as at lunch or periodic breaks, during work shifts.

We identified 4 operators in one month who were “Not Ready” between 39% and 58% of their shift. Management could not provide reasons these operators were unavailable to take calls. Without fully understanding why operators are “unavailable,” management is unable to identify opportunities for cost savings, efficient staffing strategies, or performance issues.

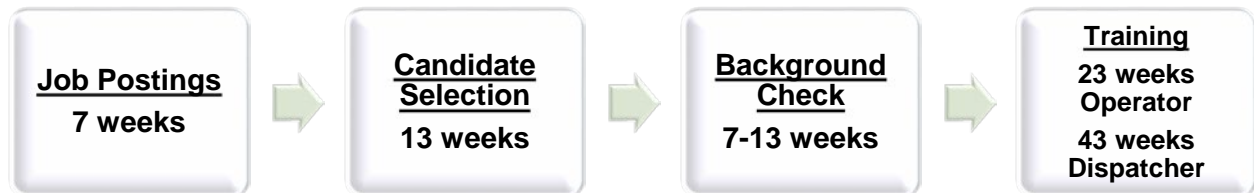
Although technology does exist within the industry to track and review employee work availability, management stated the current system cannot be configured to provide this information and an alternative process to collect it has not been developed.

Audit Results

Other Matters for Management’s Consideration

1. The City wants all mobile 9-1-1 calls to go directly to the Dispatch instead of CHP by the end of calendar year 2018. The State of California will provide additional funds for the transition.
2. The OPD call center is 21% understaffed with call operators based on the NENA calculation⁶. The Division will require even more operators to accommodate historic call volume to meet performance standards and management’s projected 100,000 annual call increase from wireless users.
3. Continued reliance on overtime to meet scheduling needs exacerbates turnover. The pool of workers reaching the end of the traditional workforce age of 54 will increase while the labor force for those younger than 25 will decrease by nearly 2% between now and 2024.⁷ The workforce in local government currently retires earlier than the private sector. An effective recruitment plan is necessary to fill call operator and dispatcher positions to counter this expected loss in staff.
4. Oakland’s recruiting and on-boarding process for call operators and dispatchers is protracted. It takes approximately 20 weeks to recruit and establish an eligibility list, 7-13 weeks for a background check and then 23 to 43 weeks of formal and on-the-job training. This cumbersome process, combined with the stressful nature of the job and competition from neighboring jurisdictions, makes it difficult for the Division to maintain adequate staff levels. Continued reliance on extensive overtime to meet scheduling needs seems almost certain.

Exhibit 7: Timeline to Recruit, Hire, and Train New Oakland Call Operators (12-14 months) and Dispatchers (18-20 months)



⁶ Erlang-C Formula is the standard in the call center industry to predict how many call center agents are needed to meet a desired service level.

⁷ Mitra Toossi, “Labor Force Projections to 2024: The Labor Force is Growing, but Slowly,” *Monthly Labor Review: U.S. Bureau Labor Statistics*, (December 2015): 2

Recommendations

Recommendations

We acknowledge that management has taken certain actions to improve call statistics since our audit began, such as adopting continuous hiring practices, allowing all supervisors to be civilians, and making supervisor handbook changes to address quality assessment consistency. The following are recommendations to further assist management in this endeavor.

1. Continuous monitoring of Performance Standards

Management should continue to report 9-1-1 answering time statistics and carry out remediation plans so that emergency calls are answered within standard requirements. This is especially important as the department implements the transition to accepting all wireless, mobile 9-1-1 calls within the City of Oakland by the end of 2018.

2. Continue to improve recruiting, hiring, training, and retention

Recruiting

- Return Human Resources (HR) functions to the Oakland Police Department with high-level City HR oversight or committee oversight, such as the new Police Commission.
- Add a third Hiring Analyst position within the Communication Division to facilitate all hiring and on-boarding processes.
- Design and implement a technology-based continuous testing platform for Dispatchers and Operators so that once applicants pass the Ergometrics test, they can immediately move to the next phase of hiring.
- History Questionnaire (also known as PHQ) should be made available using digitally fillable forms that can be completed and submitted online instead of the paper process currently in place.
- Contract with a 3rd party service provider to conduct background checks of applicants and candidates.
- Establish timelines for each phase of the recruiting process and provide status reporting to management so that inefficiencies can be identified and corrected and applicants can be moved through the process as quickly as possible.

Training

- Contract with a 3rd party vendor to create computer-based, on-line standard training sessions that supplement the live training classes.

Recommendations

Retention

- Offer hiring and retention incentives to compete in the Bay Area job market and minimize trained staff lost to neighboring municipalities.
- Create flexible staffing options such as on-call and part-time positions that can take advantage of the large workforce looking for flexible schedules, that would be attractive to college students and retirees. This would help reduce overtime effort and expense.

3. Maintain quality assessment evaluations

The training curriculum should be revised regularly, based on quality assessment outcomes, so that operators and dispatchers are performing to the expected high standards of the agency.

4. Optimize technology for better management reporting

Communications 9-1-1 Division management should determine how to obtain relevant data analysis from its technological tools. Management reporting is an important component.

Statement of Compliance with Government Auditing Standards

Statement of Compliance with Government Auditing Standards

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Scope

Our work included:

- Assessing whether staffing was aligned with workload call volume
- Reviewing internal controls over call answering and dispatching
- Reviewing the 9-1-1 Communication Divisions use of technology to generate accurate and reliable reporting

Our scope for this audit covered the period July 2013 through May 2015; ad hoc analysis was applied to periods up through June 2017.

We did not audit the Oakland Fire Department (OFD) which has their own communications division with operators and dispatchers who coordinate responses for fire and medical emergencies.

Our audit focused on emergency call answering times and did not address dispatch response metrics.

Methodology

We analyzed budget, staffing, and call processing data. In conducting this audit, we:

- Reviewed OPD controls, policies and procedures related to dispatch protocols
- Interviewed OPD Communications Division management and staff, HR personnel, and an industry expert
- Conducted salary analysis of OPD positions and neighboring communities
- Reviewed staffing reports and staffing schedules
- Conducted file reviews of staff for training and evaluation of individual response times.
- Performed a walkthrough of the OPD Communications Division
- Reviewed and compared industry standards to current operations
- Analyzed data extracts of Computer-Aided Dispatch (CAD) data
- Calculated local response times
- Reviewed call operator information systems



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October 12, 2017

Brenda Roberts
Oakland City Auditor
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Oakland, CA 94612

RE: City Administrator's Response to the Communications 9-1-1 Call Operations Audit

Dear City Auditor Roberts:

The City Administration and the Oakland Police Department (Department) have received and reviewed the Communications 9-1-1 Call Operations audit report. The findings and recommendations presented address areas requiring improvement in the Bureau of Services Communications Division.

My office accepts the findings in this report. The recommendations are relevant and the Department, in many instances, has already implemented them. These changes and our response to all the recommendations are addressed as outlined in our detailed response which is attached.

I want to extend my gratitude to your staff for their dedication to provide reports that are valuable contributions to improve the City of Oakland.

Sincerely,

A handwritten signature in blue ink, appearing to be 'S', with a long horizontal line extending to the right.

Sabrina B. Landreth
City Administrator

cc: Anne E. Kirkpatrick, Chief of Police

Attachment: Department Response

Department Response to Auditor's Recommendations

Recommendation #1: Continuous monitoring of Performance Standards

Management should continue to report 9-1-1 answering time statistics and carry out remediation plans so that emergency calls are answered within standard requirements. This is especially important as the department implements the transition to accepting all wireless, mobile 9-1-1 calls within the City of Oakland.

Department Response

The Department agrees with the recommendation to continue monitoring Performance Standards and answering time statistics to gain compliance with call answering standards. However, there are several factors beyond our administrative control that affect our ability to effectively meet the standards for call answering as recommended by the state.

There is a direct correlation between our inability to meet performance standards and staffing. There are currently fifteen (15) vacancies and four (4) staff members out on long term leave. During the period of this audit, there were upwards of more than a twenty (20) person deficit with long term leaves and vacancies combined. The Communications Division, OPD Personnel along with the Department of Human Resource Management are working together to recruit and hire so that all vacancies can be filled.

In addition, the Communications Division is currently reviewing call statistics for the year to determine peak call volume times so that staff can be used to accommodate the call volume needs during peak hours.

Recommendation #2: Continue to improve recruiting, hiring, training and retention

Recruiting

Return Human Resources functions to the Oakland Police Department with high-level City Human Resource oversight or committee oversight, such as the new Police Commission.

Add a third Hiring Analyst position within the Communication Division to facilitate all hiring and on-boarding processes.

Design and implement a technology-based continuous testing platform for Dispatchers and Operators so that once applicants pass the Ergometrics test, they can immediately move to the next phase of hiring.

History Questionnaire (PHQ) should be made available using digitally fillable forms that can be completed and submitted online

Department Response to Auditor's Recommendations

Contract with a 3rd party service provider to conduct background checks of applicants and candidates

Establish timelines for each phase of the recruiting process and provide status reporting to management so that inefficiencies can be identified and corrected and applicants can be moved through the process as quickly as possible

Training

Contract with a 3rd party vendor to create computer-based, on-line standard training sessions that supplement the live training classes.

Retention

Offer hiring and retention incentives to compete in the Bay Area job market and minimize trained staff lost to neighboring municipalities.

Create flexible staffing options such as on-call and part-time positions that can take advantage of the large workforce looking for flexible schedules, that would be attractive to college students and retirees. This would help reduce overtime effort and expense.

Department Response

The Department agrees with this recommendation in part. There are several factors beyond our administrative control that affect our ability to recruit and hire staff that includes:

- Organizational roles and responsibilities within command leadership
- City controlled operational support from Human Resources
- Limited operational and fiscal support that drives the recruitment, hiring, and training of future communications personnel
- The Department has taken advantage of hiring 2 retirees; however, taking advantage of flexible staffing options in a more comprehensive manner is subject to meet and confer with the Union
- The Department will explore the feasibility of implementing hiring and retention incentives
- The City has given authorization for continuous testing to avoid depletion of the candidate pool
- Need for authorization from City Council to increase the FTE numbers to the state recommended number.

It should be noted that a request was made of the City Administrator to over hire by 10 Full Time Employees (FTEs) and permission was granted. If all vacancies were filled, that would bring our total number of 84 FTEs just ten (10) short of the NENA recommendation of 94.

Department Response to Auditor's Recommendations

At the time of the audit, the Department was already in the process working with the Oakland Police Officer's Association through contract negotiations to remove all sworn supervisors from the Communications Division. The change officially became effective July 1, 2015.

Recommendation #3: Maintain quality assessment evaluations

The training curriculum should be revised regularly, based on quality assessment outcomes, so that operators and dispatchers are performing to the expected high standards of the agency.

Department Response

The Department agrees with this recommendation and has taken the following measures to comply with the recommendation:

- Communications Division Policy and Procedure B-01 has been revised to include the mandate requiring supervisors to complete a minimum of two (2) Phone Quality Assurance Reviews per month per employee. The revision was effective 03 Jan 2017.

The Communications Division is in the process of developing and implementing a Quality Assurance Review form which will be used to evaluate an employee's performance as a dispatcher.

The staffing deficiencies have been discussed in previous sections.

It should also be noted that supervisors faced challenges regarding the completion of administrative duties. Supervisors would oftentimes find themselves taking numerous Internal Affairs complaints from citizens as well as other members of the department. Due to staffing issues, Supervisors would also find themselves performing double duty assisting in the Complaint Division when 9-1-1 was backed up, and giving breaks to Dispatch and Service Operators when no one else was available to do so. As a result, administrative duties would sometimes fall by the wayside.

Recommendation #4: Optimize technology for better management reporting

Communications 9-1-1 Division management should determine how to obtain relevant data analysis from its technological tools. Management reporting is an important component of these systems and should include the number of calls, wait times, and staff availability.

Department Response to Auditor's Recommendations

Department Response

With the upcoming upgrade of the phone system, Communications will require call takers to enter a reason for logging off the phones rather than the current "Ready/Not Ready" status currently reported.

In addition, the Communications Division is currently reviewing call statistics for the year to determine peak call volume times so that staff can be used to accommodate the call volume needs during peak hours.