

COMPREHENSIVE SERVICES
DELIVERY AND STAFFING
REVIEW OF THE
POLICE DEPARTMENT

DRAFT REPORT

SAN LUIS OBISPO, CA

APRIL 12, 2017



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The City of San Luis Obispo (City) retained Citygate Associates, LLC to perform a **Comprehensive Service Delivery and Staffing Study** for the City’s Police Department. The study included reviewing the adequacy of the existing deployment system, scheduling, and staffing. The methodology utilized in the study is discussed in Section 1 of this report. Citygate’s report includes a detailed analysis of the response time, crime, and call data that drives the recommendations for staffing in Patrol, as well as an assessment of the staffing of the support functions in the Department.

POLICY CHOICES FRAMEWORK

As the City Council understands, there are no mandatory federal or state regulations directing the level of police field service staffing, response times, and outcomes. The International Association of Chiefs of Police (IACP) recommends methods for determining appropriate staffing levels based on local priorities. The National Emergency Number Association (NENA) provides standards for 9-1-1 call answering, and the Association of Public-Safety Communications Officials International (APCO) and the International Academies of Emergency Dispatching (IAED) provide best practices that illuminate staffing needs for the Communications Center that provides dispatch services for both the Police and Fire Departments.

San Luis Obispo’s City Council has strived to staff the Police Department to proactive levels that provide adequate time for patrol officers to respond to calls for service while maintaining a safe

community environment and engaging in preventative patrol, Community Policing activities, and basic crime prevention. Also, sufficient dispatch personnel are in place to process and dispatch calls for service (both Police and Fire) and meet Fire Department response goals.

This report provides recommendations for adjusting the staffing levels in the Police Department and offers alternatives to enhance service delivery by adding civilian positions that can significantly reduce workload of sworn officers that, in turn, creates more preventative and proactive patrol time to increase safety and crime reduction while averting the need for additional sworn officers that come at a significantly higher cost. It also stresses the importance of adding a full-time crime analyst to the Department to increase deployment efficiencies and maximize the crime data tracking, projections, and analysis of crime patterns and locations. The principle reasons for recommending the adjustments are to ensure that the Department continues to meet its service delivery goals, provides for a safe working environment for patrol officers, and uses additional non-sworn staff to support the Department's Patrol operations. As it relates to increasing the number of sworn officer on Patrol, the choices facing the City are to reassign officers from specialty units, eliminate one or more units, or implement alternative civilian positions that will free up time for existing patrol officers for directed duties where a peace officer is required.

SEVEN THEMES THAT SHAPE THE SAN LUIS OBISPO POLICE DEPARTMENT: ITS CHALLENGES GOING FORWARD

Within the report, Citygate describes the community realities and complexities that are unique to the City. These unique community characteristics shape the opportunities and constraints that are available to the City and the Police Department. These themes are as follows:

Theme One: The City is a desirable place to live, work, and play. It enjoys many of the benefits of a large urban area (e.g., a walkable downtown, numerous restaurants and cultural facilities, a wide variety of retail establishments, open space, the beach, a community college and a state university). Once employees come to work for the Police Department, they tend to want to stay.

Theme Two: The Police Department receives a high level of community support. The support is recognized and appreciated by the employees in the Department.

Theme Three: California Polytechnic State University (Cal Poly) and Cuesta College, and their surrounding environments, place unique service demands on the Police Department and the community and will continue to do so as Cal Poly fulfills its 20-year plan for growth.

Theme Four: The Police Department is located on the Central Coast halfway between Los Angeles and San Francisco. Its locale creates a measure of geographic isolation from larger professional employment candidate pools.

Theme Five: The City is financially sound.

Theme Six: As a result of the two-tiered state Public Employees Retirement System (PERS), the Police Department is no longer in a strong position to recruit experienced police officers (lateral transfers). This problem is likely to self-correct by 2022.

Theme Seven: The Police Department serves a very diverse land use pattern that, in some locations, is geographically challenged with open spaces, hills, a freeway, and drainages, all of which impact the Department's response times.¹

CITYGATE'S OVERALL OBSERVATIONS OF THE STATE OF THE CITY'S POLICE DEPARTMENT

The greatest challenge for elected officials is to continually balance the financial capabilities and competing demands of the municipality with the staffing needs for public safety service delivery. To weigh these decisions, Citygate presents to the City Council an analysis of the existing staffing of the Department, the performance measures that are or should be in place, and industry best practices. Citygate places a high emphasis on response times to emergency calls, criminal activity, proactive/preventative patrol time, and officer safety. All of these will help inform and lend credence to the decision-making necessary to determine how to staff police services.

The recommendations in this study should be considered as a continuous quality improvement tune-up that can be applied in the biennial budget process.

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The San Luis Obispo City Council and this community have every reason to be proud of its Police Department. In Citygate's opinion, as well as the opinion of many people interviewed for this report, the Police Chief and the Command staff were identified as a key strength. They were described as being "available" to meet with community groups, actively listening to their

¹ Geographic challenges impacting response times are discussed in the San Luis Obispo Fire Master Plan Update prepared by Citygate Associates, LLC on June 8, 2016

concerns, and taking appropriate actions. The Department is regarded as compassionate and caring with a strong and unwavering commitment to the community.

As with most organizations that examine performance and staffing, the first opportunity for improvement is to fine-tune existing operations; in the City's case, that includes existing positions and unfilled budgeted vacancies. This study recommends several areas of data analysis refinement, a reassessment of call priority definitions, enhanced categorization and documentation of adjunct patrol down time, an increase in the number of dispatch personnel, the addition of civilian Community Service Officers, and adding a full-time crime analyst.

Organizationally, the Department is staffed with managers of high competency levels and has fostered a culture of service, commitment, and visionary leadership. Technologically, the Department is keeping abreast with trade tools for the field that allow for greater efficiencies and accountability. However, the absence of crime analysis significantly hinders the Department's ability to garner enhanced strategies and successes in the prevention and detection of criminal activities. Citygate understands that this is being addressed in the upcoming budget process. The Department's Community Policing efforts are bolstered by community member involvement, the Student Neighborhood Assistance Program, Neighborhood Outreach, the Bicycle Unit, and the Special Enforcement Team.

Citygate found a strong commitment from all ranks and among the civilian staff to ensure that the Department is successful in meeting its service delivery goals. Citygate's analysis did not reveal anything that suggests even the slightest undercurrent of inattention on any key policing issues.

The City is meeting its calls for service needs, though challenged geographically by current deployment. The Department remains flexible in its staffing adjustment to accommodate the many entertainment events held in the City. However, there are six areas that Citygate draws particular attention to: (1) sufficient staffing to meet the deployment needs; (2) response times for second-in units (backup units) for hot and emergency calls; (3) 9-1-1 answering and processing times in the Communications Center; (4) need for greater refinement and documentation of workload data; (5) appropriate staffing for non-emergency report calls; and (6) non-existence of a response-time goal or standard.

When examining workload performance, the actions of the Department must be evaluated against a measurement, a standard, or best practices.

Although the Department has previously reported average response times, unlike the Fire Department, it has not adopted response time standards for the most urgent and emergency calls or non-urgent calls for service. This measurement can identify critical shortcomings in deployment. The policy does not necessarily establish the need for more staffing; in fact, it very

often reflects the need to reallocate existing deployment due to call saturation and the level of scheduled staffing during busy times.

This in no way suggests that the Department's response times represent a crisis. To the contrary, the fact that there is, in most cases, acceptable proactive time allocation indicates that further examination and system enhancements are needed to allow for a much clearer answer to why the response times are not meeting the City's standards.

Additionally, other staffing impacts on response time can be attributed to personnel scheduled for training time or unavailable due to long-term disabilities, workers' compensation, or sick leave. Urgent and hot emergency calls most often include calls that require a multiple-unit response (i.e., at least one backup unit). Previous reports of response time averages were void of an examination of the backup units to in-progress calls.

As previously mentioned, there are no national standards for police response times. That said, community expectations for emergency response do not distinguish the difference between a firefighter or a police officer responding to their particular type of emergency. When there is an emergency call, regardless of whether it is life-threatening, the expectation is that the emergency response will be the most expeditious the community can afford.

The workload evaluation is coupled with the response time analysis. The IACP-recommended "20/20/20 rule" suggests that for every hour worked in patrol, 20 minutes should be dedicated to each of the following: call response, administrative duties and report writing, and proactive/preventative patrol activities (often referred to as Community Policing). Citygate finds that the current deployed force is at the limits of the 20-minute time allocation for patrol activity, which impacts the ability to spend the necessary time on prevention and administrative duties (which includes report writing).

When adding in the response time challenges, it is clear that additional staffing is needed. Given the seven sworn officer vacancies, with impending retirements of two to four sworn personnel in the next year, filling these vacancies must take priority before a case can be made for full-time equivalent additions of sworn officers.

Citygate's recommended staffing increases start with filling and fielding the existing vacancies of sworn officers and communications technicians. These, combined with the CSOs, will address much of the current workload saturation in the Department. However, there is insufficient data at this time to mathematically determine a specific response time reduction. The current sworn staffing is adequate for the immediate patrol needs once the vacant positions are filled and CSOs are added. This will allow more proactive and preventative time and will minimize sworn officer's performing duties that do not require a peace officer's presence. Additionally, the CSO positions can serve as an attraction and entry level for youth seeking a career with the City and a stepping-stone to other positions, including police officer.

Citygate’s recommendation to fund a full-time crime analyst to the Department will increase deployment efficiencies and maximize the crime data tracking, projections, and analysis of crime patterns and locations.

It is Citygate’s opinion that by adding the staffing herein recommended and implementing several policy and system tracking tools, a more definitive picture of what is driving the slower response times will become very clear.

While overall crime has trended slightly down, the Department has been handling increases in calls for service, property crimes, and alcohol-related incidents. Moving forward, balancing the increased demands for service will require adaptive staffing and call distribution to spread non-emergency report calls to civilian personnel while leaving the crime fighting and emergency response to the sworn officers.

Throughout this report, Citygate makes key findings, and, where appropriate, specific action item recommendations. Overall, there are 45 key findings and 48 specific action item recommendations.

SUMMARY OF THE CITY’S CRIME PICTURE

An overview of Part 1 crime data from 2013 to 2016 is presented in the following table. Additional Part 1 crime charts are provided in Section 3.

Table 1—Part 1 Crimes Over Time

Type of Crime	2013	2014	2015	2016	Average	Difference from Average			
						2013	2014	2015	2016
Property Crimes									
Residential Burglary	249	140	169	160	180	70	-40	-11	-20
Stolen Vehicle	63	71	98	99	83	-20	-12	15	16
Commercial Burglary	79	66	76	92	78	1	-12	-2	14
Theft	1,046	874	1,058	1,057	1,009	37	-135	49	48
Theft from Vehicle	338	288	443	669	435	-97	-147	9	235
Person Crimes									
Aggravated Assault	101	168	146	120	134	-33	34	12	-14
Arson	44	17	44	26	33	11	-16	11	-7
Rape	31	44	32	39	37	-6	8	-5	3
Robbery	26	25	13	21	21	5	4	-8	0
Rape Attempt	6	3	5	2	4	2	-1	1	-2
Homicide	0	0	0	0	0	0	0	0	0

The City's crime data is consistent with crime trends from other jurisdictions across California. Property crimes are increasing significantly. This corresponds to the reduction of penalties and likelihood of prosecution for these crime types. Not only have penalties for theft convictions been reduced, the threshold for a theft to be prosecuted as a felony has been increased. Thefts of property valued under \$950 are generally treated as a misdemeanor; this was increased from \$400 (there are a few exemptions, including firearms of any value). Criminals are responding to the changes in these laws, and the number and frequency of thefts are burgeoning across the state.

The City's crime data also shows a decrease in the number of residential burglaries. This could be attributed to the penalties associated with this crime type. Residential burglary is still prosecuted as a strike felony in the State of California. The penalties for this crime type can be substantially more severe than for misdemeanor theft.

Overall, this latest crime data indicates that the Police Department, in collaboration with the community, has done an outstanding job in minimizing crime, especially given the slow economic rebound of the economy. There are many factors that contribute to crime rates, including economics, proactive/preventative policing, omnipresence, community involvement, and employment. The City's crime statistics are encouraging, but cannot and should not lull the City into believing that staffing and performance decisions can be made with just this limited picture. Community expectations, sense of safety (quality of life), emergency response times, and confidence in the Police Department all factor into these decisions.

Additionally, criminal conduct is not confined by boundaries. In other words, criminals do not concern themselves with their crime target by geographical boundaries such as city limits or county lines. Criminal activity spills across jurisdictional boundaries and can have a significant effect on the criminal activity in the Department's jurisdiction.

Factors well beyond the control of the City will have a direct impact on the emerging crime trends. The California Prison Realignment (AB 109) and recently passed Proposition 57 will likely spawn increased criminal activity throughout the State of California. The Prison Realignment is noted by most law enforcement professionals as being the single greatest factor in the dramatic increase in property crimes. No one knows yet what the possible impact of Proposition 57 will be, but it will allow even more convicted criminals to seek early release from prison. Additionally, other City services will likely be impacted by these measures. The released inmates will likely need assistance, either through government programs or charitable organizations, to assist them as they attempt to reintegrate into society. Many may end up homeless, exacerbating the homeless/transient issues already affecting the City.

Additionally, California voters have recently approved the recreational use of marijuana. This will undoubtedly create more work for the Police Department. Issues such as Driving Under the

Influence, public intoxication, grow enforcement, sales enforcement, possession by minors, sales to minors, and many others will impact the Police Department. Areas of the country where recreational use is already legal have noted sharp increases in many crime types. The exact impact it will have on the City is yet to be known. The City has yet to adopt measures to address the potential regulation of recreational marijuana use/sales/cultivation within the City.

The time available to police officers for crime fighting is impacted by the Department’s calls for service demands of 21,301 calls per year (as discussed in Section 3), as well as the response time data summarized below.

RESPONSE TIMES

Nationally, law enforcement agencies are adopting the more accurate reporting of response times, moving away from an average of the time and reporting the 90 percent arrival time. See Section 4 for a discussion of the consequences of relying on average response times. The Department and City do not have a standard on response times for the most urgent police emergency calls. Anecdotally, however, the Fire Department response time standard is 7 minutes² (90 percent of the time) from dispatch to arrival. This would appear to be a reasonable time standard as the public’s expectation for emergency response for fire emergencies carries the same criticality as police emergencies.

The following table presents the response times for single-unit and multiple-unit responses. These are the response times achieved for 90 percent of calls for service.

Table 2—90 Percent Response Time Summary

90% Response Times (Minutes)	Single-Unit	Multiple-Unit (Second-In Unit)
Priority 1	25.7	22.9
Priority 2	29.0	19.8
Priority 3	26.4	23.6
Priority 4	32.7	28.9
Priority 5–9	31.4	31.9

² Seven-minute emergency response time for Fire Department is based on 1-minute call processing, 2-minute “turn-out,” and 4-minute travel time. Source: Fire Chief Garret Olson

The City’s response time for Priority 1 and 2 calls, second-in units is 22.9 and 19.8 minutes respectively, 90 percent of the time.

Citygate recommends that a response time goal be established that considers the City’s geographical constraints, officer and citizen safety, and fiscal capabilities. The combination of Citygate’s recommendations to add Community Service Officers (CSOs) to increase availability of officers, enhance documentation of committed time to better analyze availability, and filling the existing seven positions in Patrol are critical to improving response times.

THE 20/20/20 RULE

The International Association of Chiefs of Police (IACP) recommendations and industry best practices evaluate law enforcement workload and staffing in part using the 20/20/20 standard for patrol resource allocation. Preventative and proactive patrol is foundational to safe communities and quality of life issues in communities. By this standard, officers need at least 20 minutes per hour to have sufficient time available to solve problems and prevent or reduce future calls for services. The remaining portion of an hour is divided into two 20-minute blocks for administrative time and calls for service.

Citygate recommends that a response time goal be established that considers the City’s geographical constraints, officer and citizen safety, and fiscal capabilities.

The City’s actual allocation of patrol officer time is shown below:

Table 3—Allocation of Patrol Officer Time as Recorded in CAD

(Of 214 Days)	Calls for Service Time	Proactive Preventative Time	Admin Time	Total Time
IACP Recommendations	0:20:00	0:20:00	0:20:00	1:00:00
Time Consumed	0:18:15	0:06:52	0:17:05	0:42:11
Available Time	0:01:45	0:13:08	0:02:55	0:17:49

Slightly less than one-third of every hour is undocumented time in CAD, and a very small amount of time is being committed to proactive/administrative time.

The changes necessary to ensure that the 20/20/20 rule is being met will require additional documentation, supervisory oversight, and management support to ensure that the changes

garner the needed data for sound staffing and deployment decisions. These efforts will bring about stronger community safety, reduced crime, and ultimately, an improved quality of life in the City.

WORKLOAD ANALYSIS OVERVIEW

The saturation of calls that occur by day of week and hour of day is important in analyzing workload. This type of examination is also used when the Department is above minimum staffing to compare proposed shift scheduling to calls for service and peak times.

The visualization provided in the temporal charts in Section 5.1 shows the calls for service volume across all priorities by hour of the day and day of the week, combining both single- and multiple-unit responses. There are two very clear patterns evident: Monday through Friday from 9 am to 6 pm, and Friday and Saturday evenings from 10 pm to 3 am are the heaviest in calls for service.

ECONOMIC DEVELOPMENT CONSIDERATIONS

Given the post-recession recovery, the City is now processing multiple applications for residential and commercial growth. Some of these are in existing neighborhoods, and others are in the southern City and County areas adjacent to the City being studied for annexation. The City-provided data, detailed in Section 8 of this study, show the locations of the 64 projects that were under various stages of development application as of February 1, 2017.

Depending on final approvals, these projects represent the addition of several hundred thousand square feet of commercial uses and several hundred dwelling units. More than fifteen of these projects are in the southern City and possible annexation areas. Avila Ranch alone could add 700 dwelling units. There is no question that the City's police services will have more population, buildings, and job locations to protect in the southern City areas.

For the City, there are three major influences on the population growth as it relates to police impacts and calls for service: impending growth through annexation and infill development, increases in student populations from Cal Poly and Cuesta College during college sessions, and the tourism population, which ebbs and flows with seasonal attraction to the area.

The draw of the community—its climate, amenities and quality of life—drives population growth. The Planning Department's growth projections indicate an additional 2,500 homes over the next ten years. Most of this growth is planned to be single-family residences. Additionally, the student enrollment at Cal Poly is projected to reach 22,500 full-time equivalent (FTE)

students (25,000 head count) by 2035.³ While Cal Poly is planning to increase on-campus housing, student impacts on eating and entertainment venues in the City will increase based on this growth.

Growth projections and the resultant impacts on police staffing can be projected based on articulable data and historical calls for service. Staffing impacts vary from jurisdiction to jurisdiction depending on the service delivery model, building and occupancy types, zoning, transportation planning, calls for service, and fluctuations of populations.

FINDINGS AND RECOMMENDATIONS

Throughout this report, Citygate makes key findings and specific action-item recommendations. As a reminder, the recommendations in this study should be considered as a continuous quality improvement tune-up that can be applied in the biennial budget process. Overall, there are 45 key findings and 48 specific action item recommendations, listed below for ease of reference:

Response Times

Finding #1: The Police Department has not established a response time goal.

Recommendation #1: Establish attainable response time goals to meet community expectations within the City's fiscal capabilities.

Workload Analysis

Finding #2: The Department needs to improve its tracking of time and categorizing of data for field activities.

Recommendation #2: Establish additional radio protocols to status and parse patrol officer's committed time for patrol activities.

Operations Bureau Review – Patrol

Finding #3: The Department has difficulty maintaining full staffing, in part, due to historical reliance on its previous success exclusively with lateral hires. The current hiring climate necessitates greater creativity in recruitment and expanding outreach efforts for a cross section of candidates.

³ Draft Cal Poly Master Plan 2035. Web. September 28, 2016.

Recommendation #3: Consider the creation of police cadet classification. This classifies police cadets as an employee while they complete their academy training and reduces the costs to the City during their training time.

Recommendation #4: Pursue employees from sources other than laterals. The Student Neighborhood Assistance Program has yet to produce a single sworn member of the Department. Laterals are reluctant to leave existing agencies. Department personnel should attend military recruiting fairs, advertise on the Department webpage and social media programs, and utilize industry-recognized portals such as California Peace Officers Association and California Police Chiefs Association as places to advertise current job opportunities.

Finding #4: Dayshift sergeants are not currently reviewing officer reports.

Recommendation #5: Sergeants across all shifts should be the primary approver of officers' reports. It will give the sergeants valuable insight as to the abilities of their officers. It will help the sergeants write more accurate employee evaluations. It will help the sergeants to mentor and train the officers on their writing and investigative skills.

Finding #5: Dayshift sergeants' administrative responsibilities prevent them from spending essential time in the field with shift officers.

Recommendation #6: Define the sergeants' responsibilities with an emphasis on being available to assist and observe their officers in the field. Minimize extra duties to ensure the sergeants are in the field more often.

Finding #6: The officers would greatly benefit from a crime analyst that could help them quickly reacquaint themselves with crime targeting efforts after four days away.

Recommendation #7: Add a full-time crime analyst to the Police Department. This will help officers and detectives utilize their time more efficiently (also mentioned in **Section 7.1.2—Investigations** and in **Section 7.3.2—Records**).

(Add 1 FTE Crime Analyst)

Finding #7: The Department's policy manual is out of date creating confusion amongst supervisors regarding workflow and responsibility.

Recommendation #8: Prioritize the policy manual updates with a target completion date. Given that the Department is aware that the policy manual is out of date, it would be prudent to ensure all employees are aware of the most critical policy updates and provide a date certain for the manual to be updated.

Finding #8: The Community Action Team process is time-consuming, keeping the officers unavailable to assist in patrol for large periods of their shift.

Recommendation #9: Evaluate the success of the Community Action Team program and determine if other entities could assist with some of the administrative tasks needed to provide help to those that need it most. Consider personnel from other City departments or charitable organizations to assist in this area.

Finding #9: The responsibilities of managing the video data for the Body Worn Cameras (BWCs) are extensive and exceed the capacity of the assigned technician to keep current primary job responsibilities while maintaining the duties of BWC data management and storage.

Recommendation #10: Ensure there is sufficient equipment to provide each uniformed officer with a Body Worn Camera. The tasks of maintaining equipment, storing data, and retrieving data need to be assigned to one person. There should be no ambiguity as to the responsibilities of this program, which will consume a significant amount of time. These responsibilities cannot simply be placed on anyone already impacted with other duties, such as the non-sworn staff which is already encumbered with existing duties.

Addition of one non-sworn staff member is needed to accommodate this responsibility, and to reduce other responsibilities for the over-worked non-sworn staff.

(Add 1 FTE Non-Sworn Technician)

Finding #10: The Traffic Unit appears to be operating very well; however, staffing shortages in Patrol often necessitate reassigning Traffic Unit personnel to cover Patrol shortages.

Recommendation #11: Proper staffing in Patrol, and the addition of Community Services Officers (CSOs), will eliminate the need to reassign Traffic Unit personnel to cover Patrol shortages.

Finding #11: Officer scheduling issues affect both Dayshift and Nightshift Patrol services, and need to be addressed holistically.

Recommendation #12: The Department needs to work with the Police Officers Association to configure a better deployment scheduling model. This would be an excellent opportunity for the Department to consider organizing patrol officers into teams to resolve some of the workload and backfill issues. The data analysis from this report will provide a clear picture as to workload by hour of day and day of week.

Recommendation #13: Standardize the policy of report approval by the shift sergeant. This should be consistent throughout the Department.

Operations Bureau Review – Community Services Officers

Finding #12: Patrol staffing and response times are impacted by the calls for service in the City. Much of the day and early evening calls are report type calls that do not necessitate a sworn officer's response. Hiring Community Service Officers reduces the fiscal impact of adding more sworn positions, while providing an avenue to continue the current high level of service delivery and reduce response times and officer availability.

Recommendation #14: Establish a new Community Service Officer classification, capable of performing duties that include Detention Officer, report writing, crime scene investigation, special projects, crowd and traffic control, minor traffic collision investigation, telephonic follow-up on detective cases, crime prevention, and many other civilian duties. Augment staffing in Patrol and Investigations. Specific to Patrol, Citygate recommends four Community Service Officers be added to assist in call load distribution and reduce response times.

(Add 4 FTE Community Services Officers)

Operations Bureau Review – Neighborhood Outreach

Finding #13: The Department has routinely struggled to fill all allocated SNAP positions. The SNAP members are limited in the type of services they can perform for the community. The program is time-consuming given the amount of recruiting, vetting, and training of students that must occur on an annual basis. It has not been an affective recruiting tool for the Department.

Recommendation #15: Consider modifying the SNAP program (number of positions) and use the cost savings to help offset the Community Service Officer positions created for patrol. The Department will gain more continuity with permanent employees by hiring CSOs, which would be able to perform the tasks of the SNAP employees plus many other tasks to assist the community. The reduction in workload on the Neighborhood Outreach manager will enable greater focus on true crime prevention and citizen outreach. The SNAP program could continue with the benefits of student involvement.

Finding #14: The Neighborhood Officer Program is currently being utilized to its intended level.

Recommendation #16: There needs to be a clear point of responsibility for the Neighborhood Officer Program if it is to be beneficial. The roles and expectations of the officers must be clearly defined and communicated. There needs to be accountability for those in the program so that it is working as designed in all areas of the City.

Finding #15: The Volunteer Program is under-utilized and citizens are not given many meaningful opportunities to contribute to the community.

Recommendation #17: The Department should identify opportunities for meaningful work that would be available to volunteers. In doing so, community members can turn the previous lackluster response to volunteer recruitment into a sought-after community service opportunity.

Administrative Bureau Review – Internal Affairs

Finding #16: The investigatory workflow needs to be redesigned to include a formalized checklist process. This will ensure internal affairs investigations are seen by the appropriate supervisor or manager, in the correct order, and to identify the investigation status at all times. This will further aid in timeline compliance.

Recommendation #18: Amend the internal affairs investigation process to include case file tracking and review. The updated process must include at least one level of review above the investigator to determine findings and recommendations before forwarding to the Chief.

Administrative Bureau Review – Investigations

Finding #17: There is considerable liability in operating a dedicated narcotics team. Accusations against officers from unscrupulous characters can include bribes, theft of money or drugs, illegal searches, threats, and intimidation. The officers are often dealing with large amounts of untraceable money and large amounts of illegal substances. While the presence of a dedicated supervisor does not eliminate these realities, it does add another layer of protection to the officers working the unit and reduces risk exposure.

Recommendation #19: If the Special Enforcement Team’s primary focus will be narcotics investigations, a supervisor for the team is necessary. If narcotics investigations will not be the team’s primary focus, having a shared supervisor with the other units within the Investigations Division would be acceptable.

Finding #18: The Department is in critical need of a crime analyst. With the proper software, a certified crime analyst can become a force multiplier for the sworn staff of this agency. By identifying trends, patterns, and “hot spots” of criminal activity, the crime analyst can assist patrol and detectives in focusing efforts more successfully to combat crime.

Recommendation #20: The Department needs to hire a trained crime analyst and equip that person with dedicated crime analysis software (also mentioned in **Section 6.1—Patrol** and in **Section 7.3.2—Records**).

(Add 1 FTE Crime Analyst)

Finding #19: The Investigations Division is not utilizing its current records management system to improve case management tracking.

Recommendation #21: Train the detectives on how the functionality of the records management system can be used to track their cases. Ensure data is being entered correctly throughout the system to ensure seamless tracking of a case from its origination by patrol officers through its successful investigation and prosecution.

Administrative Bureau Review – Communications/9-1-1

Finding #20: Special events and peak call load times significantly impact the Department’s ability to meet the national standard of answering 90 percent of all 9-1-1 calls within 10 seconds during the busiest hours and multiple special events.

Recommendation #22: Examine the benefits of staffing a position to specifically cover the busiest hours and multiple special events that occur annually in the City, as opposed to overtime shifts.

Finding #21: The 10-digit telephone lines in the Communications Division are not captured in ECaTS reports, though they are captured elsewhere.

Recommendation #23: Install any needed hardware and software to capture all telephone lines in ECaTS.

Finding #22: The current supervisory deployment and coverage is not adequate to provide appropriate supervision and oversight.

Recommendation #24: Reduce risk and liability by hiring at least two (preferably three) Communications Supervisors to increase supervisory coverage at all hours. This will provide the requisite supervision for the Communications Division and, with five Communications Supervisors, should provide adequate relief factor coverage for planned supervisor absences, such as training and vacation leave.

(Add 2 FTE Communications Supervisors)

Finding #23: Current staffing is at a critical level, with only seven of the eleven Communications Technician allocations filled with fully trained personnel. However, even if all eleven positions are filled with fully trained technicians, a sufficient level of coverage is not provided.

Recommendation #25: Add two full-time equivalent Communications Technician allocations and, once those are filled, maintain the over-hire allocation to reduce the possibility of short staffing in the future.

(Add 2 FTE Communications Technicians)

Finding #24: The current Memorandum of Understanding is excessively restrictive down to the start times for shifts.

Recommendation #26: During upcoming Memorandum of Understanding negotiations, attempt to build in some leeway to afford management more flexibility in decision-making that can lead to improved efficiency.

Finding #25: The two supervisors are the designated training officers and, when needed, the Communications and Records Manager also serves as a trainer, thereby interfering with their ability to supervise and manage.

Recommendation #27: Work with the Communications Technicians, the union, and human resources to include training responsibilities in the job description for Communications Technicians and compensate them accordingly.

Finding #26: Communications Division personnel play little to no part in the recruitment process for new employees for the Division, and the success rate for trainees in the Communications Division is less than desirable.

Recommendation #28: Involve Communications staff at every stage of the recruitment process, from pre-employment testing to the final interview.

Finding #27: Dispatchers are manually tracking call volume and complexity to manage officer workload.

Recommendation #29: Patrol supervisors should be directed to manage the workload of the field officers in concert with beat deployment considerations. Communications Division staff should be removed from this process.

Finding #28: The Communications Divisions transferred 100 percent of the wireless 9-1-1 calls from 69.2 percent (319 of 461) of cell sectors to the correct agency, such as the California Highway Patrol.

Recommendation #30: Meet with the County 9-1-1 Coordinator and the State 9 1 1 Coordinator to review cell sector routing decisions and reroute cell sectors to the appropriate agency when historical data shows that more than 60 percent of the incoming calls were transferred from the Police Department to another agency.

Finding #29: The abandoned call rate for the Communications Division's 9-1-1 calls (9.35 percent for 2016 and 7.83 percent for 2015) is greater than CALEA's recommended standard of 5 percent.

Recommendation #31: Although a high abandoned call rate often serves as an indicator of staffing shortages, explore reasons for the abandoned 9-1-1 call rate and attempt to resolve the issue.

Finding #30: Communication between the Fire Department, the Police Department, and the Communications Division does not occur regularly, which leads to Communications Division employees feeling disconnected and unappreciated.

Recommendation #32: Establish a small group comprised of representatives from the Communications Division, the Fire Department, and the Police Department to meet routinely and discuss operational policies and procedures.

Finding #31: The Department's current method for measurement of response times does not include call processing time. This method does not coincide with industry standards.

Recommendation #33: Adopt a response time measurement policy that measures the time from when the telephone call is received until the time first unit arrives on scene. (See Section 4 for further discussion on response time measurements.)

Administrative Bureau Review – Records

Finding #32: There is a consistent backlog of reports and citations awaiting entry into the records management system. One of the results of this practice is that the Police Department is routinely late in submitting Uniform Crime Reporting data to the Department of Justice and ultimately the Federal Bureau of Investigations.

Recommendation #34: Institute and enforce a policy that requires officers to submit completed and approved reports and citations to the Records Unit by the end of watch. Consider adopting a policy wherein the Records Unit workload must be caught up prior to a trigger date, such as the fifth day of each month. In an effort to determine the feasibility of this goal, consider conducting an efficiency study to determine if Records Clerks are maximizing productivity and performing to industry standards.

Finding #33: The current process for submitting, reviewing, and entering reports is time-consuming and blurs the lines of supervision by requiring Records Clerks to, at times, read the entire report, checking for thoroughness, accuracy, and attachments, before forwarding it to the sergeant or lieutenant for review and, after it has been approved, returning the report to the Records Unit for entry. It also unnecessarily creates a bottleneck when a Records Clerk reviews a report that requires correction and sends the report to the sergeant, who reviews it and sends it to the officer for correction before the cycle starts again.

Recommendation #35: Management of the workload and quality of the work product for field officers should rest with field supervisors (sergeants). Officers should submit reports to their sergeant or lieutenant before the end of their shift, and the sergeant or lieutenant should read the entire report, checking for thoroughness, accuracy, and attachments. Upon approval by the sergeant or lieutenant, the report should then be forwarded to the Records Unit for entry and assignation of the Uniform Crime Reporting code, based on the complaint type and summary.

Finding #34: The Records Supervisor's time is consumed performing ancillary quality control duties that are more appropriately handled by sergeants.

Recommendation #36: While the Records Supervisor's commitment and concern are admirable, this position should not review calls for service. It is recommended that a sergeant or lieutenant conduct this type of oversight in the form of random spot checks.

Finding #35: The open door policy in the Records Unit allows officers and other personnel to engage Records Unit personnel in conversation that is not work related and can affect the productivity and efficiency if not judicially managed.

Recommendation #37: Limit access to the Records Unit to those who have official business, or have the Records Supervisor provide the assistance needed, when possible.

Finding #36: Staffing levels in the Records Unit are insufficient given the existing workload and the added workload due to absences caused by vacations, holidays, sick leave, and training (which are not usually backfilled with overtime).

Recommendation #38: Add another full-time Records Clerk allocation to provide adequate staffing during scheduled absences. Also, fill the existing Records Clerk vacancy and, until the new Records Clerk allocation is filled, use overtime to maintain staffing when Records Clerks are absent. These actions should eliminate data entry backlog.

(Add 1 FTE Records Clerk)

Finding #37: The configuration of the front desk area limits Records Clerks to assisting only one person at a time. Additionally, there are no phone or computer capabilities at the desk, and the absence of bullet-resistant glass causes security concerns for Records Unit personnel.

Recommendation #39: Redesign the front desk area with input from the Records Unit staff and an emphasis on enhancing efficiency, improving customer service, and increasing security. Include a telephone and a computer with network access.

Finding #38: Dictation services are still offered to sworn staff for reports. This time-consuming practice should be discouraged.

Recommendation #40: Although not extremely time-consuming with only six reports dictated over a period of 13 days, this process is archaic and should be discontinued. As an alternative, the Department may want to explore the use of dictation software, such as Dragon Speak, to enhance efficiencies when transitioning to field-based reporting.

Finding #39: Easy public access to obtain reports is hindered by the lack of current technology and a convoluted fee structure that is difficult to explain.

Recommendation #41: Review and simplify the fee schedule, especially with regard to traffic reports, and implement an online reporting system that is user-friendly for the public and staff.

Finding #40: Time-sensitive responsibilities, such as report and citation entry, are disrupted by the intermittent and random need for Records Clerks to leave their workstation and help the public at the front desk.

Recommendation #42: In addition to adding the full-time Records Clerk, which was previously mentioned, consider a deployment schedule that assigns a specific Records Clerk to assisting the public at the front desk and have this person work on data entry that can be more easily interrupted and resumed, whether it is citation entry or priority reports.

Finding #41: Over the course of 34 years, the Communications and Records Manager duties have greatly expanded within and beyond Communications and Records. The incumbent manager possesses a wealth of organizational history and knowledge, as well as specific expertise within her field, which will make it challenging, if not impossible, for one individual to replace her.

Recommendation #43: Bifurcate the current Communications and Records Manager position and establish two separate allocations: a Communications Manager and a Records Manager. Also, consider a third allocation, such as a crime analyst, to assume responsibility for all data and statistical components currently performed by the Communications and Records Manager and the Records Supervisor.

Finding #42: Projects languish in the Records Unit with little progress, no solution for completion, and no proposed completion date. This includes projects to modify records that date back as far as the 1950s.

Recommendation #44: Review incomplete projects for value and liability issues to the Department to determine the appropriate course of action.

Recommendation #45: Review the Department's records retention schedule to ensure that it is consistent with industry and City standards and complies with all applicable legislation. As a starting point, ensure that appropriate records are purged in accordance with the City's accepted retention schedule, thereby reducing the workload of the projects. At that point, review the outstanding projects and consider the value of the projects before prioritizing the order of completion. Finally, consider additional volunteers and/or temporary, short-term employees to complete these tasks.

Finding #43: The Records Supervisor, Communications and Records Manager, and Senior Administrative Analyst are responsible for creating or contributing to statistical reports for Department staff.

Recommendation #46: Add a staff allocation for a trained crime analyst and have this individual utilize the Spillman Technologies ComStat Management Dashboard, as well as other available tools, to meet the Department’s needs. This will allow the other managers and staff members to focus on their areas of expertise and should significantly enhance the information data set that is provided to the Department. (Also mentioned in **Section 6.1—Patrol** and **Section 7.1.2—Investigations**.)

(Add 1 FTE Crime Analyst)

Finding #44: Planned events and occasions that require the deployment of additional officers historically increase the number of reports, citations, and arrests. Additional Records Clerks have not been deployed during these events, and the resulting influx of reports and citations contributes to the backlog in Records Unit workload.

Recommendation #47: Anytime extra officers are deployed to the Patrol Division and there is a probability that the number of citations and reports will increase, it is necessary to also increase staffing in the Records Unit to allow the Records Clerks to enter reports and citations as they are submitted rather than creating additional backlog.

Economic Development

Finding #45: Current data for commercial and residential impacts are not sufficient to provide verifiable impacts based on land use, calls for service, and contributing influences.

Recommendation #48: The Department needs to add categories to its report processes that will capture commercial and residential impacts based on land use, calls for service, and contributing influences. Providing this data along with adding development guidelines for law enforcement impacts will aid in community safety and reduce the potential for calls for service.

NEXT STEPS

In conclusion, Citygate has identified steps that can be taken by staff to immediately move the Police Department forward. Some of these, where noted throughout this report, have already been implemented as a result of discussions and examination of the Police Department's workload, data, and deployment with Citygate in early December 2016:

Short-Term

- ◆ Prioritize policy manual update completion with a specified date
- ◆ Adopt policies and procedures for capturing data for:
 - All committed time for workload and deployment
 - Calls for service with impact categories for:
 - Student-related incidents
 - Licensed alcohol establishments
- ◆ Reassign supervisory duties for report review and approval at sergeant level
- ◆ Fill vacant sworn positions
- ◆ Implement Internal Affairs tracking protocol.

Long-Term

- ◆ Provide for overlap staffing at all scheduled shift changes
- ◆ Develop CSO job description, recruit, and hire
- ◆ Provide six-month update of workload data, response time impacts, and crime information
- ◆ Fund recommended positions.



Citygate Associates, LLC is pleased to present this **Comprehensive Services Delivery and Staffing Review** of San Luis Obispo’s Police Department. This introductory section will discuss the organization of this report, Department background, the project scope of work, the approaches and techniques used by Citygate, Citygate’s assessment factors, how best to handle peer review, and the City’s unique situation.

1.1 REPORT ORGANIZATION

This report’s organization is detailed below. After an introduction to the study and Department is provided in Section 1 and common interview themes are described in Section 2, Sections 3 through 5 provide data analysis of calls for service, crimes, response times, and Patrol Division workload. Sections 6 and 7 examine the Bureaus of the Department. Section 8 discusses economic development considerations and Section 9 concludes with short- and long-term next steps.

Executive Summary: A summary of key review areas and a list of all findings and recommendations.

Section 1 Introduction: An introduction to the study, Department, and scope of work.

Section 2 What Citygate Heard and Observed During the Interview Process: A summary of Citygate interviews, which included several notable observations and recurring opinions and concerns.

- Section 3 Calls for Service and Crime Data: A data analysis of service demands across three categories: calls for service, officer-initiated activities, and administrative activities. Crime data is also analyzed for Part 1 crimes.
- Section 4 Response Time Data: A data analysis of single- and multiple-unit responses to high priority calls. Response time goals are also discussed.
- Section 5 Workload Analysis: An analysis of Patrol workload data within the framework of the “20/20/20 rule.” The saturation of calls for service by day of week and hour of day is also visualized.
- Section 6 Operations Bureau Review: A review of the following divisions/units: Patrol (including Dayshift and Nightshift Patrol and use of Community Services Officers), Traffic, Bicycle Unit, and Neighborhood Outreach.
- Section 7 Administrative Bureau Review: A review of the following divisions/units: Internal Affairs, Investigations (including Special Enforcement Team, Persons Crime Detectives, Property Crimes Detectives, and School Resource Officer), Communications/9-1-1, and Records.
- Section 8 Economic Development Considerations: A review of the potential impacts of growth on deployment and staffing.
- Section 9 Next Steps: A summary of recommended short- and long-term next steps.
- Appendix A: Workload Time Allocation – Limited Time Frame
- Appendix B: Growth Projection References

1.2 DEPARTMENT BACKGROUND

The Police Department is comprised of an authorized strength of 86.5 employees assigned to the Department’s various activities, including Patrol, Traffic, Bicycle Patrol, Criminal Investigation, Communications and Dispatch Services, and Neighborhood Outreach. The Department also includes necessary support personnel internally and from other City departments to provide human resources, information technology, and other administrative services necessary to support the mission of the Department. The Police Department has implemented numerous programs and activities designed to strengthen its relationship with the community, and, as noted in this report, the community has responded favorably to those efforts. The City provides its residents with a broad array of high quality municipal services that are valued by the community.

In recent years, the City, like other local governments across the country, struggled because of the downturn in the economy. The most recent update of the mid-cycle review (the City employs

a two-year budget process) shows that the City is gaining financial traction. The City is gaining revenue and economic activity at a pace that has been slightly ahead of the rest of the County. Still, the City is showing judicious restraint in spending newly realized monies.

The City is home to the California Polytechnic State University as well as Cuesta College. Although each school has its own Police Department, the City is affected by the large student population that lives and recreates within the City.

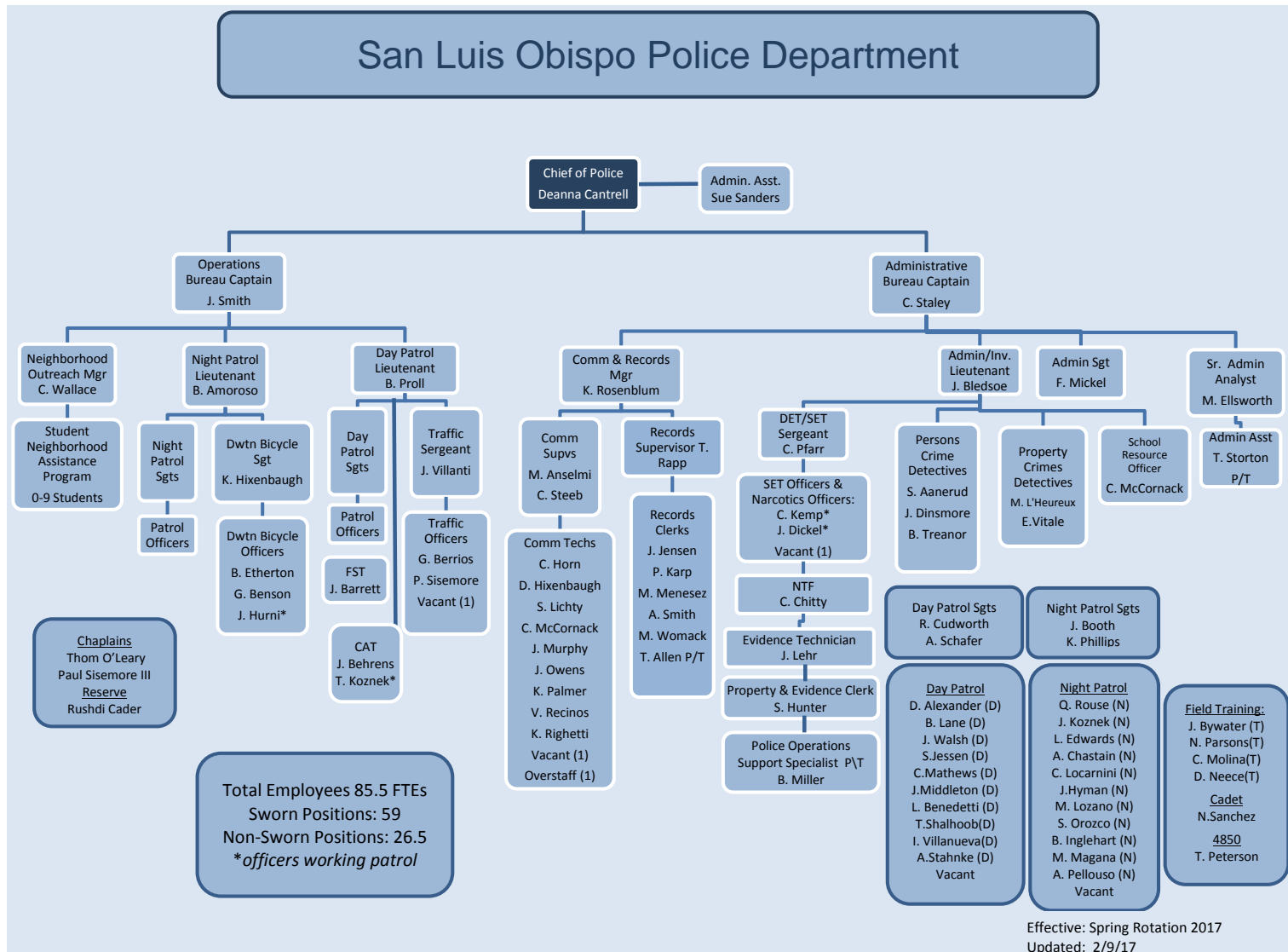
The Department has struggled recently to maintain staffing of sworn personnel at authorized levels. The Department has historically relied on lateral entry candidates (experienced police officers working for other agencies) for filling vacancies. The Department found it easy to recruit laterals given its benefit package, working conditions, and geographic location. That all changed when the Public Employees Retirement System (PERS) restructured the retirement formulas for newly hired employees. New hires within the system are brought in at a lower service credit system. Officers from other agencies, already in PERS at the more generous existing retirement structure, are reluctant to leave for the San Luis Obispo Police Department and start over in the new, lower retirement structure. This is not a problem exclusive to this Department. It is also a temporary issue; as more and more of the law enforcement officers in the state are hired into the new lower tier, leaving for San Luis Obispo will not have the same negative affect on those officers already in the new, lower system.

The Department faces numerous retirements that will exacerbate the staffing issues. Additionally, the retirees represent some of the most knowledgeable members of the Department; although capable people stand ready to fill the roles, a tremendous level of experience will be lost.

The Department is under the guidance of a relatively new Chief. The Chief brings with her a tremendous amount of experience and knowledge. She is forward-thinking and has already instituted many changes to the way the Department operates. The employees of the Department are enthusiastic about the job they perform and the community they serve.

The Department's organization chart is shown on the following page:

Figure 1—Police Department Organization Chart



1.3 PROJECT SCOPE OF WORK

The scope of this **Comprehensive Services Delivery and Staffing Review** included the following elements:

- ◆ Assessment of the current sworn and professional (non-sworn) staff levels. Included in the assessment is an examination of whether the staffing levels will meet the Police Department’s goals without curtailing service or requiring excessive overtime work. Consideration is given to the Department’s existing schedules, time for training, professional development, legal mandates, time off, illness, injuries, and attrition.
- ◆ Development of a structured and defensible methodology for the Police Department’s staff to use in projecting future staffing needs.
- ◆ Recommended staffing levels that will allow the Police Department to maintain or increase its current high levels of service, including: responding to all crimes and requests for service; maintaining robust crime prevention and community service programs; and maintaining youth services, investigation and forensic crime scene evidence collection, crime suppression, and other services currently offered by the Police Department.
- ◆ Analysis of the impact on staffing levels and calls for service resulting from current and future City plans for economic development and future annexations.
- ◆ Wherever possible, use existing data for the analysis, such as the City’s General Plan and other published planning documents, crime statistics, payroll and overtime work records, and computer-aided dispatch data.
- ◆ Compilation of community-oriented policing, predictive policing, and data-driven policing strategies. This includes assessing community-policing efforts as an ongoing strategy, leveraging the performance and evaluative processes in place, verifying the current effectiveness and efficiencies of the agency, and assessing efficiencies of calls for service. This also incorporates evaluating and contrasting data to overlay response time standards, officer safety, and call prioritization.
- ◆ Interviews with stakeholders—including elected officials, City management, and Police Department staff—to assess goals, expectations, and perceived workload levels.

1.4 APPROACHES AND TECHNIQUES USED BY CITYGATE

In executing this study, Citygate engaged in the following processes:

1. Reviewed available documents and records relating to the management, operation, and budgeting of the Police Department.
2. Conducted one-on-one interviews with members of the City Council.
3. Conducted interviews with the City Manager, Assistant City Manager / Finance Director, and Department Heads.
4. Conducted interviews with the Department sergeants, lieutenants, and Chief of Police, as well as Police Officers Association leaders.
5. Conducted interviews with non-sworn personnel in the Police Department.
6. Considered industry best practices for applicability in San Luis Obispo.

Throughout this process, it was Citygate’s policy to review findings of the study with multiple sources for validation. The data also was presented and discussed with the Chief of Police to allow an opportunity to provide evidence concerning aspects of the report that were deemed unclear or needed further input.

1.5 CITYGATE’S ASSESSMENT FACTORS

As the Council understands, there are no mandatory federal or state regulations directing the level of police service staffing, response times, and outcomes. San Luis Obispo’s City Council has strived to provide budgetary support for staffing that affords patrol officers sufficient time to respond to calls for service and engage in preventative patrol, Community Policing, and basic crime prevention activities.

Citygate embraces the International Association of Chiefs of Police (IACP) recommended methods for determining appropriate staffing levels. The IACP-recommended 20/20/20 rule suggests that for every hour worked in patrol, 20 minutes each should be dedicated to:

- ◆ Call response
- ◆ Administrative duties and report writing
- ◆ Proactive/preventative patrol activities (foundational to a proactive Community Policing philosophy).

Citygate is committed to the principle of consistent, conservative fiscal management. Citygate recommend adding personnel only when all other measures of efficiency and effectiveness, such

as training, technology, equipment, and shift management, have been employed. Law enforcement management best practices dictate that police officer staffing increases be based on empirical analysis of criminal activity, emergency calls for service, response times, clearance rates, and outcome measurements. Justification must be linked to the Department's service delivery goals and providing for a safe working environment for patrol officers. In addition, best practices dictate that the Department use non-sworn personnel wherever possible to support the Department's operations.

1.6 ADVICE TO THE READER: HOW BEST TO HANDLE PEER REVIEW

From time to time throughout the report, Citygate speaks clearly and to the point without pulling any punches. This is not done with intent to offend anyone. However, Citygate believes that the client is best served by frankness. The characteristics of the City's Police Department have evolved over an extended period of time due to many factors. The law enforcement services provided by the Department, as is the case in all agencies, have both favorable and unfavorable characteristics, none of which are attributed to any one person.

To the extent improvements need to be made, far more often than not, it is due to process problems or resource problems, as opposed to personnel problems. The attitudes, knowledge, talents, and philosophies of the employees Citygate had the privilege of meeting were, in a word, impressive. Their affection for the City and the community is deep and abiding.

1.7 THE STORY AND THE GOOD NEWS

The Police Department is fundamentally and operationally in good shape. The Department is very dedicated, talented, honest, professional, and competent. Based on interviews, both sworn and non-sworn Department personnel are proud and grateful to be a part of the Police Department.

The Department, as it continues to move and adjust to its new chief and key command staff personnel changes, is well positioned to continue to modernize, adapt to new priorities, and make law enforcement service delivery changes that will increase efficiency and effectiveness. This will be particularly evident as the Department takes advantage of new technologies and data-driven policing rightsized for the community and the Department.

The City Councilmembers whom Citygate interviewed are very supportive of the Department and believe the City has a well-intended, talented, and dedicated Police Department.

Citygate also interviewed most of the leadership of the other City departments. The consensus was the Police Department is working well with other City departments. There appears to be great appreciation for the Police Department and the recently hired chief.

All of the above is good news for the City.



As noted earlier in this report, the Citygate Team interviewed elected officials, appointed officials, non-sworn Police Department personnel, and sworn Police Department personnel. The interviews were conducted in a group or one-on-one format and were private and confidential, which allowed for honest, candid, and constructive information to be obtained about important aspects of the Police Department’s operations. Interviewees were asked to describe their view of the Police Department’s strengths, weaknesses, opportunities, and threats. The responses were wide-ranging.

The comments that emerged from the Citygate interviews included several notable observations and recurring opinions and concerns that can be summarized as follows:

- ◆ Police Department staffing levels have not kept up with growth in population and service demands within the City.
- ◆ Understaffing and vacancies negatively affect many key functions of the Department.
- ◆ Not having a full complement of sworn officers results in having to pay overtime to backfill for non-patrol activities (e.g., court appearances, training, joint policing task forces).
- ◆ Not having a full complement of sworn officers results in having to move officers from specialty assignments into patrol or pay overtime.

- ◆ Modern data-driven policing is highly beneficial; however, it needs to be thoughtfully rightsized to properly fit the City to ensure that it adds value.
- ◆ Sergeants have too many administrative, non-patrol responsibilities to allow them to provide a desired level of patrol officer supervision and training.
- ◆ Some uncertainty exists with regard to how and when to file certain types of complaints and incident reports.
- ◆ The sergeant’s role in patrol officer personnel evaluations is underutilized.
- ◆ The sergeant’s role in reviewing patrol officer incident reports is underutilized.
- ◆ Property crimes have “skyrocketed.”
- ◆ The Department lacks an effective technology-based case management interface with its current computer systems. Detectives use separate MS-Excel sheets to track their cases.
- ◆ Suspected Child Abuse Reports (SCAR), which have a statutory priority, have increased the detectives’ workload.
- ◆ The sworn personnel value the high level of specialty assignment opportunities offered by the Department.
- ◆ The Department, in order to be competitive and successful, must aggressively reimagine its recruiting strategies.
- ◆ There is a consistent backlog of reports and citations awaiting entry into the records management system (RMS) by Records Unit staff. This is partially due to delays in officers submitting said reports and citations and also due to insufficient staffing.
- ◆ The Department is routinely late in submitting Uniform Crime Reporting (UCR) data to the Federal Bureau of Investigations (FBI) due to the backlog in the Records Unit.
- ◆ The current process for submitting and entering reports is time-consuming and blurs the lines of supervision by having Records Clerks review and return reports to sergeants or lieutenants if certain components are missing.
- ◆ The Records Supervisor reads almost every call for service in the computer-aided dispatch (CAD) system that was *not* assigned a report number to ensure that officers completed reports when necessary.

- ◆ The Records Unit is professional and open to employees of the Department. These interruptions, at some point, are detrimental to efficiency and productivity.
- ◆ Staffing levels in the Records Unit seem barely sufficient to stay abreast of workload. Employee absences are not backfilled with overtime, which contributes to the workload backlog.
- ◆ The configuration of the front desk area limits Records Clerks to assisting only one person at a time and there are no phone or computer capabilities at this desk. The absence of bullet-resistant glass causes security concerns for Records Unit personnel.
- ◆ Dictation services, which are time-consuming, are still offered to sworn staff for reports.
- ◆ The fee schedule for obtaining reports is convoluted and difficult to explain to the public.
- ◆ Time-sensitive responsibilities, such as report and citation entry, are disrupted by the intermittent and random need for Records Clerks to leave their workstation and help the public at the front desk.
- ◆ Records Clerks are under the impression that their suggestions for updates to the Spillman RMS are not considered by the vendor.
- ◆ The Communications and Records Manager has announced she will retire in September 2017, after 34 years of service. Over the course of 34 years, her duties have expanded greatly within and beyond Communications and Records, which will make it challenging, if not impossible, for one individual to replace her.
- ◆ The Communications and Records Manager performs many tasks that would normally be completed by a crime analyst.
- ◆ Projects languish in the Records Unit with no solution for completion and no proposed completion date.
- ◆ The Records Supervisor, the Communications and Records Manager, and the Administrative Analyst are responsible for creating and contributing statistical reports for Department staff. These tasks are time-consuming and more suited for a crime analyst.
- ◆ There are occasions each year when additional officers are deployed to the Patrol Division on an overtime basis, without a commensurate increase in Records Unit deployment of staff. This contributes to the backlog of report and citation entry.

- ◆ The current staffing model for the Communications Division does not provide supervisory coverage 24 hours a day, seven days a week. In fact, for 88 hours each week, there is no Communications Supervisor scheduled to work.
- ◆ Staffing is at a critical level in the Communications Division, with only eight of 11 Communications Technician allocations filled. Even with a full complement, it is very challenging to provide the coverage that is required in a consolidated law and fire center, even before the anticipated population increase.
- ◆ The two Communications Supervisors are the designated trainers and, when needed, the Communications and Records Manager also serves as a trainer, thereby interfering with their ability to supervise and manage.
- ◆ Dispatchers manually and/or mentally track the number and complexity of calls handled by each officer during a given shift.
- ◆ According to the Emergency Call Tracking System (ECaTS), 100 percent of the wireless 9-1-1 calls from 319 of 462 (69 percent) cell sectors are being transferred to another agency, such as the California Highway Patrol (CHP), indicating a high level of wireless 9-1-1 calls received in the Communications Division are requiring transfer to the appropriate agency.
- ◆ Communication between the Fire Department, the Police Department, and the Communications Division could be improved.
- ◆ Communications Division personnel play little to no part in the recruitment process for new employees for the Division, and the success rate for trainees is sub-standard.
- ◆ The abandoned call rate for the Communications Division’s 9-1-1 calls (9.35 percent for 2016 and 7.83 percent for 2015) is greater than the Commission on Accreditation for Law Enforcement Agencies’ (CALEA’s) standard of 5 percent.
- ◆ The Communications Division is not meeting the national standard of answering 90 percent of all 9-1-1 calls during the busiest hour within 10 seconds.
- ◆ The Department measures response times from the time a call is dispatched until the time the first unit arrives on scene, which is not an accurate reflection of “response time.”
- ◆ The 10-digit telephone lines for the Communications Division are not captured in ECaTS reports, though they are captured elsewhere.

- ◆ The Communications Division enjoys an extremely low to non-existent level of public or first responder complaints.
- ◆ The current Memorandum of Understanding (MOU) is excessively restrictive, down to the start time for shifts.
- ◆ There is discussion about entering into an agreement to provide dispatch services for California Polytechnic University (Cal Poly), which could be challenging.



Calls for service constitute the response element of law enforcement services. The first point of contact the public has with the Police Department is through the 9-1-1 operator. Once the call is dispatched, depending on availability, the patrol officer is the first point of personal contact and the first face-to-face impression of the Department.

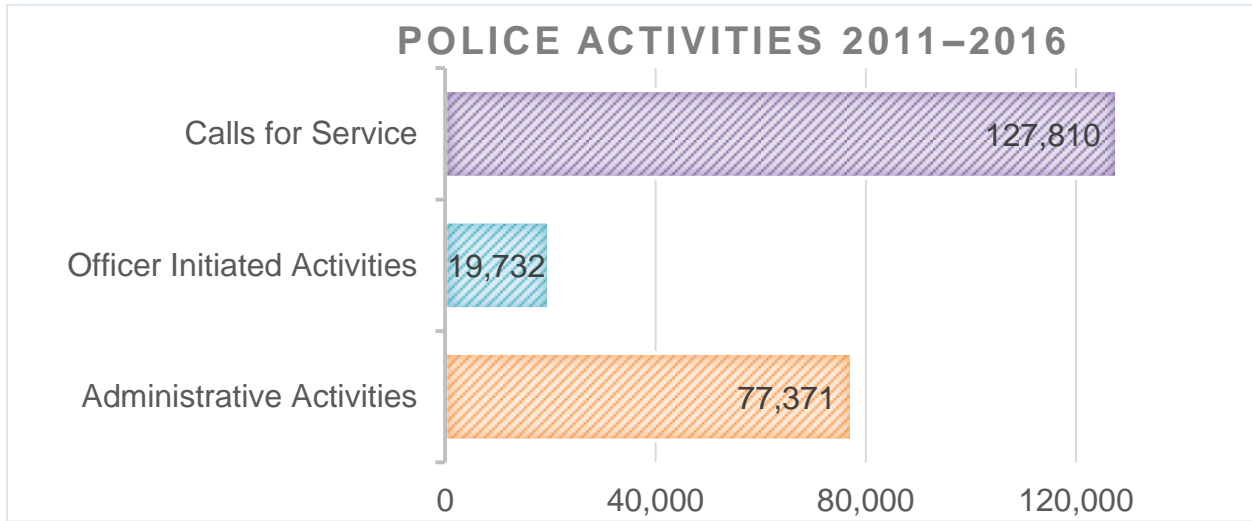
In examining the calls for service, Citygate analyzed the activities across three categories: calls for service, officer-initiated activities, and administrative activities.

3.1 DEMANDS FOR SERVICE

3.1.1 Officer Activity

The City’s Patrol Division handled 224,913 activities from January 1, 2011 through December 31, 2016. From the data supplied, except for some miscellaneous incident types such as Public Works Assist, the records Citygate has are entirely calls for service records.

Figure 2—Officer Activity by Incident in CAD – 2011–2016



3.1.2 Calls for Service

The Police Department responded to 127,810 calls for service from January 1, 2011 through December 31, 2016. This is an average of 21,301 per year, or nearly 58 per day. Table 4 shows calls for service by priority and indicates the number of multiple-unit and single-unit calls for each priority.

Calls for service are prioritized during dispatch, although pre-designated priority codes exist for the reported crime and/or the circumstances surrounding the request for service.

Table 4—Calls for Service by Priority – 2011–2016

Priority	Multi	Single	Total
1	4,085	1,315	5,400
2	11,022	1,754	12,776
3	24,322	14,528	38,850
4	18,989	14,997	33,986
5	11,778	9,839	21,617
6	1,686	3,078	4,764
7	1,503	4,455	5,958
8	457	2,968	3,425
9	70	964	1,034
Total	73,912	53,898	127,810

Although default priorities exist for call types, the Communications Center assigns custom priorities during dispatch relevant to the needs of the public. The data supplied to Citygate contains priorities as dispatched. The prioritization coding system was also changed from nine codes to five in June 2016. Dispatchers are still free to assign priorities as they deem fit; however, they now have a narrower range of priority codes ranging from 1 to 5. Although there's some flux in the data from the new coding system, for the purposes of this study, Priority 6–9 calls account for only 1,701 calls (7 percent) for 2016 and will not ostensibly alter the outcome of the subsequent analysis.

Particularly for low priorities such as 5–9, it may not make sense to deploy multiple units except in cases where officer safety may be an issue, such as where large crowds gather. The City has a burgeoning nightlife scene, and hence these volumes may appropriately reflect that.

3.1.3 Administrative Calls

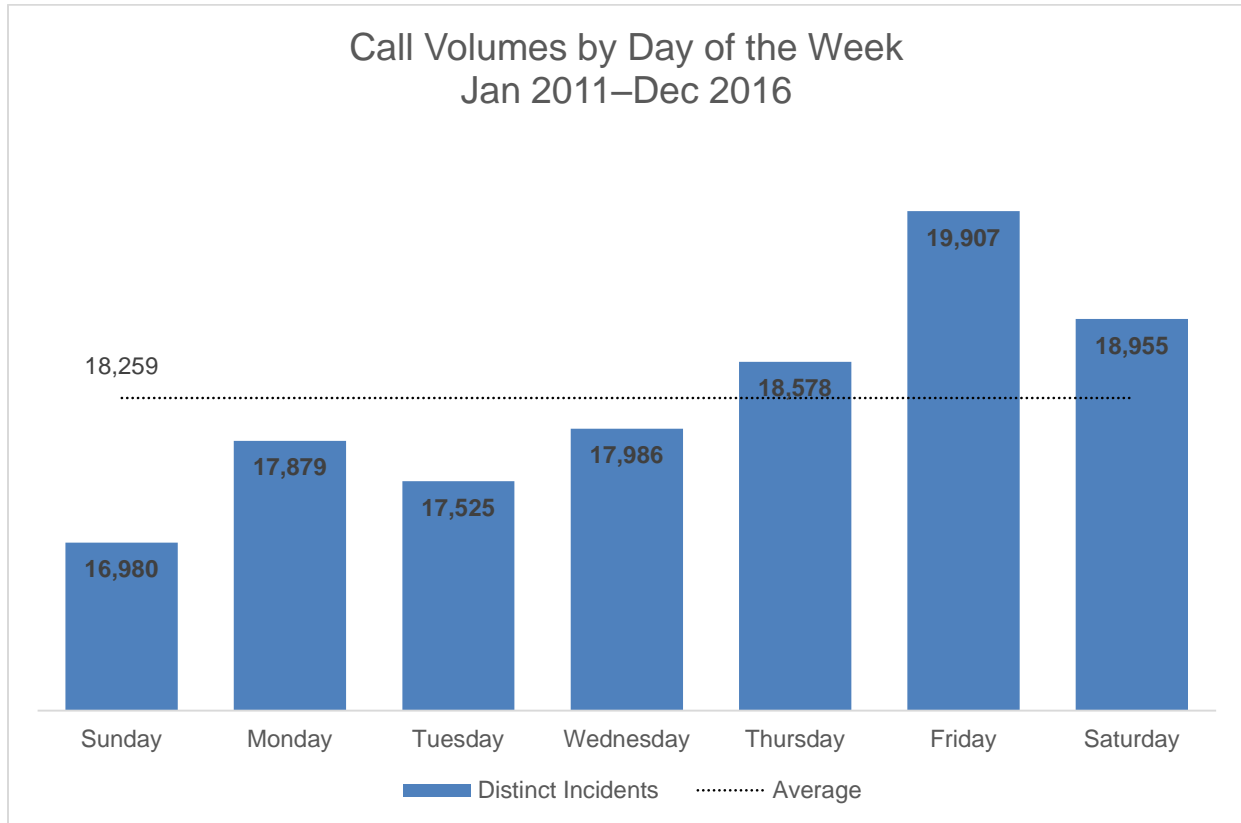
In June 2016, Chief Cantrell directed the tracking of Administrative time for patrol officers for the comparative analysis of the 20/20/20 model. This new data tracking coincided with the updating of priority changes. Administrative time began being tracked with breakdowns for every subset, including report writing, fuel, office details, briefing, meals, and unit servicing, etc.

Consistent documentation of this data has been challenging. The Department is making progress in ensuring the complete documentation of this time. The six months of data report entitled, *Availability Time Analysis by Ten Code* (see Appendix A), was not complete enough to provide a basis for statistical analysis as it contained suspected elapsed time errors. The documentation anomalies have since been addressed and should provide quality data in the future.

3.1.4 Call Volume by Day of Week

Calls for service are displayed by day of week in the following chart. Above-average call volumes occur Thursday through Saturday. Volumes on Friday are 9 percent higher than the average.

Figure 3—Calls for Service by Weekday (All Priorities)



3.1.5 Temporal Charting Introduction

Temporal charts, or “heat maps,” are used to analyze data and provide visual acuity for frequency of events. The “hotter” or redder the color, the higher the number of incidents. The picture these charts provide will assist in analyzing shift deployments, response times, and calls for service.

The temporal chart has very clear demand periods on a volume basis. The busiest days of the week are Friday, Saturday, and Thursday. The busiest hours of the week are between 9 am and 6 pm. The busiest times are Fridays and Saturdays from 10 pm through 2 am, with some busy periods weekdays between 3 and 6 pm.

Table 5—Calls for Service (All Priorities and Responses)

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	1,042	519	533	565	546	710	1,032	4,947
01	998	388	363	502	427	599	952	4,229
02	841	366	310	425	364	594	853	3,753
03	530	271	282	311	247	354	544	2,539
04	335	206	199	243	219	291	355	1,848
05	240	217	202	226	240	226	268	1,619
06	258	300	301	309	275	326	263	2,032
07	340	572	575	590	587	622	427	3,713
08	455	842	853	887	914	871	634	5,456
09	651	968	915	958	984	945	811	6,232
10	737	1,066	962	982	1,003	951	858	6,559
11	824	1,136	1,023	1,038	990	1,005	942	6,958
12	899	1,126	987	1,000	1,002	1,102	970	7,086
13	881	1,112	1,046	1,086	1,108	1,132	952	7,317
14	818	1,111	1,035	1,046	993	1,116	958	7,077
15	854	1,080	1,165	1,081	1,111	1,209	946	7,446
16	845	1,127	1,145	1,109	1,077	1,196	918	7,417
17	783	1,022	1,064	1,090	1,185	1,129	957	7,230
18	826	878	907	870	1,036	1,009	875	6,401
19	787	801	857	804	929	892	797	5,867
20	779	798	761	724	856	790	761	5,469
21	777	740	694	731	829	853	795	5,419
22	811	702	735	723	877	980	982	5,810
23	669	531	611	686	779	1,005	1,105	5,386
Total	16,980	17,879	17,525	17,986	18,578	19,907	18,955	127,810

The layout of this chart is consistent with that of a college town, with more significant activity during the weekend hours.

3.1.6 Single-Unit Responses

Table 6—Single-Unit Responses (All Priorities)

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	228	138	129	134	144	155	237	1,165
01	244	71	78	96	85	128	221	923
02	197	94	61	85	83	138	212	870
03	118	72	69	83	57	83	132	614
04	75	51	49	59	66	72	105	477
05	61	60	50	50	47	70	76	414
06	98	114	123	138	116	133	105	827
07	144	281	277	263	271	281	184	1,701
08	191	454	448	458	475	433	298	2,757
09	318	540	477	508	547	500	398	3,288
10	370	606	514	507	547	507	444	3,495
11	393	651	539	532	497	513	495	3,620
12	462	603	518	502	537	576	463	3,661
13	431	590	578	559	562	585	468	3,773
14	392	602	537	531	489	600	448	3,599
15	359	577	601	546	566	624	428	3,701
16	338	550	619	538	524	616	411	3,596
17	315	505	532	570	586	506	387	3,401
18	345	416	464	390	445	466	374	2,900
19	306	324	371	320	377	350	300	2,348
20	260	295	281	253	294	275	268	1,926
21	258	248	214	250	273	287	255	1,785
22	249	213	226	230	241	258	274	1,691
23	180	155	157	168	185	243	278	1,366
Total	6,332	8,210	7,912	7,770	8,014	8,399	7,261	53,898

Single-unit calls occur most frequently during weekday working hours. A notable surprise is the absence of single-unit responses during the weekend evening hours. This suggests a disproportionately higher volume of multiple-unit responses during the weekend evening hours.

3.1.7 Multiple-Unit Responses

Table 7—Multiple-Unit Responses (All Priorities)

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	814	381	404	431	402	555	795	3,782
01	754	317	285	406	342	471	731	3,306
02	644	272	249	340	281	456	641	2,883
03	412	199	213	228	190	271	412	1,925
04	260	155	150	184	153	219	250	1,371
05	179	157	152	176	193	156	192	1,205
06	160	186	178	171	159	193	158	1,205
07	196	291	298	327	316	341	243	2,012
08	264	388	405	429	439	438	336	2,699
09	333	428	438	450	437	445	413	2,944
10	367	460	448	475	456	444	414	3,064
11	431	485	484	506	493	492	447	3,338
12	437	523	469	498	465	526	507	3,425
13	450	522	468	527	546	547	484	3,544
14	426	509	498	515	504	516	510	3,478
15	495	503	564	535	545	585	518	3,745
16	507	577	526	571	553	580	507	3,821
17	468	517	532	520	599	623	570	3,829
18	481	462	443	480	591	543	501	3,501
19	481	477	486	484	552	542	497	3,519
20	519	503	480	471	562	515	493	3,543
21	519	492	480	481	556	566	540	3,634
22	562	489	509	493	636	722	708	4,119
23	489	376	454	518	594	762	827	4,020
Total	10,648	9,669	9,613	10,216	10,564	11,508	11,694	73,912

Multiple-unit responses clearly occur most frequently during Friday and Saturday evenings from 10 pm through 3 am.

Given that so few single-unit responses occur during these hours, the City must recognize the demand on staff to respond is higher during these hours than any other time of the week. That is, if at least two officers respond to a multiple-unit call, the pool of available officers shrinks at the rate of at least twice that of a single-unit call.

Of the 127,810 calls for service:

- ◆ 57.8 percent (73,912) required two or more officers.
- ◆ 22.2 percent (28,338) required three or more officers.

3.1.8 Demands for Service Summary

Single-unit calls take place most often during weekday working hours. This differs substantially from multiple-unit calls that occur most frequently during late evening weekend hours. Single-unit calls constitute only 42 percent of all distinct incidents, suggesting that multiple-unit calls are the standard mode of deployment during peak late-evening weekend hours.

Between 10 pm and 3 am Friday and Saturday nights, multiple-unit incidents outnumber single-unit incidents three to one.⁴

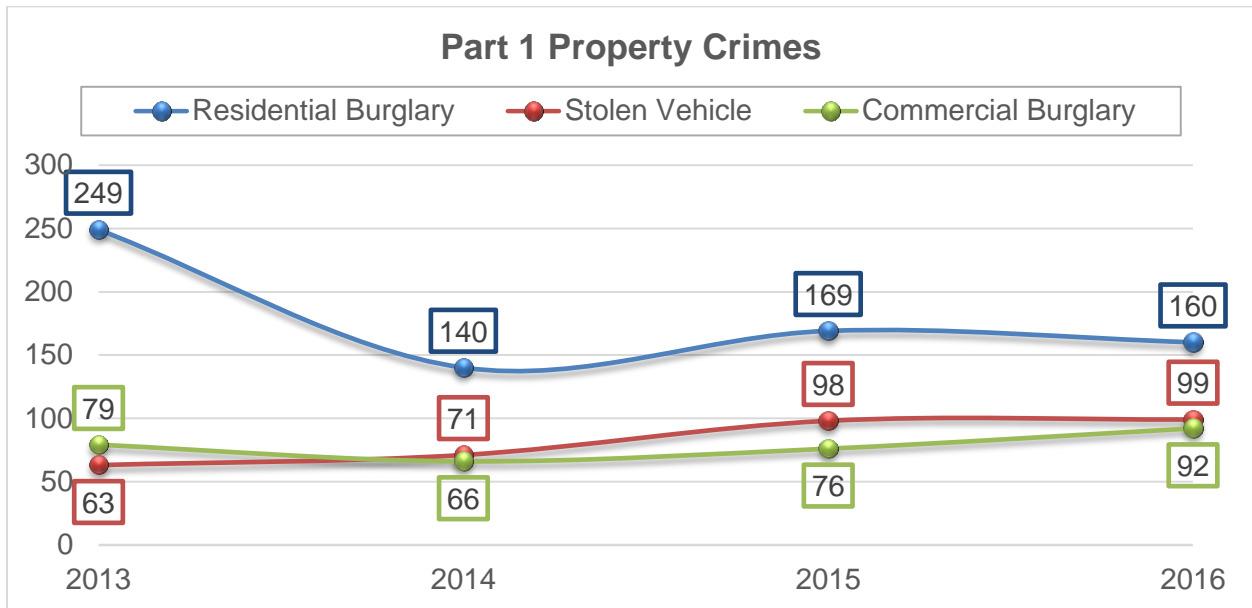
From a staffing standpoint, it is prudent to have sufficient officers available for the weekend nightlife crowds. When multiple-unit responses are required, the peaked staffing of available patrol units is consumed at a much faster rate, and hence more units should be deployed during these peak critical hours.

⁴ 2,392 single-unit responses vs. 7,398 multiple-unit responses; or multiple-unit responses are 309 percent larger than single-unit responses during the Friday–Saturday 10 pm through 3 am window.

3.2 SAN LUIS OBISPO'S CRIME PICTURE

The following charts track the volume of Part 1 crimes between 2013 and 2016, beginning with Property crimes.

Figure 4—Part 1 Property Crimes – Residential, Vehicle, and Commercial

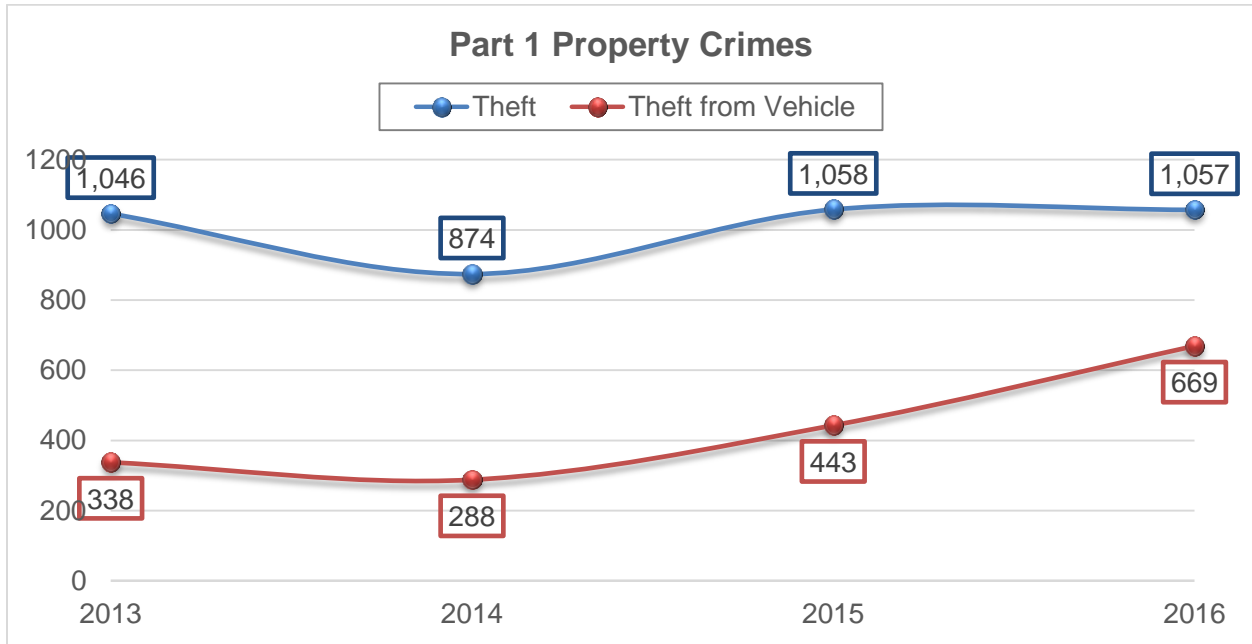


There has been a 57 percent growth in Stolen Vehicles since 2013 and a 39 percent growth in Commercial Burglaries since 2014.⁵ Residential Burglaries, down substantially since 2013, are now fluctuating around 155 per year.

Residential Burglary still can be a strike felony; however, it is rarely charged as a strike felony. There is a significant difference in punishment for this crime type versus theft crimes.

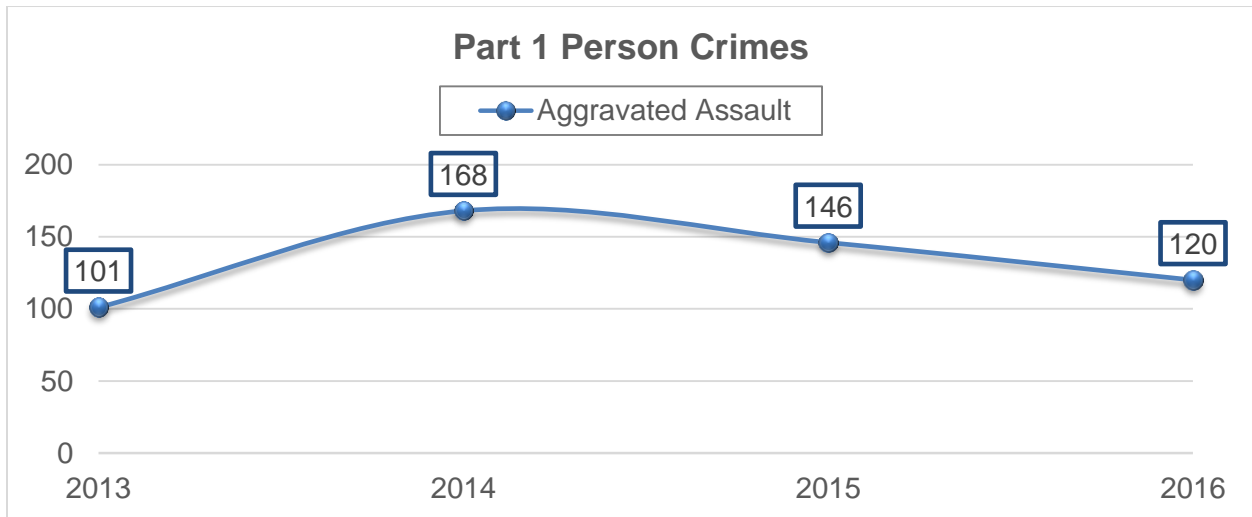
⁵ Growth Calculation: (Current Period/Prior Period) - 1

Figure 5—Part 1 Property Crimes – Theft and Theft from Vehicle



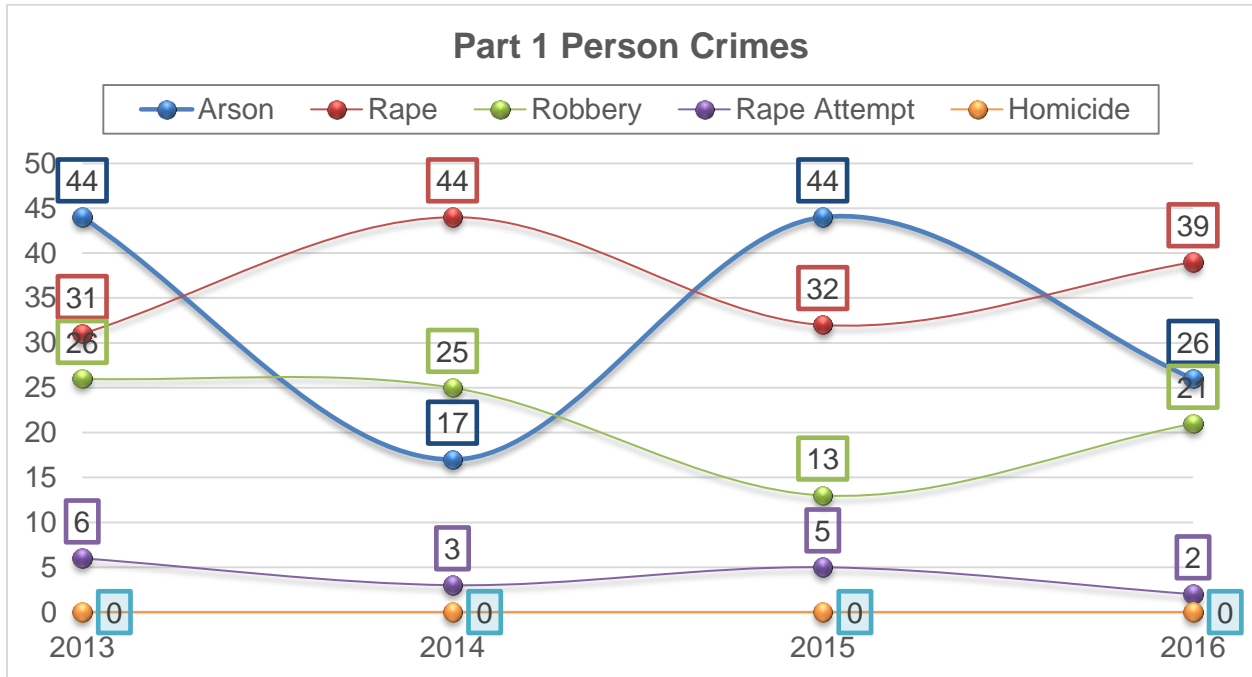
There has been a 132 percent growth in Theft from Vehicles since 2014 and 21 percent growth in Theft since 2014.

Figure 6—Part 1 Person Crimes – Aggravated Assault



There has been a 28.5 percent decline in Aggravated Assaults since 2014.

Figure 7—Part 1 Person Crimes – Arson, Rape, Robbery, Rape Attempts, and Homicide



There have been zero Homicides in the last four years.

Arson has been fluctuating substantially year to year. There was a 61 percent decrease from 2013 to 2014, then a 159 percent increase, then a 41 percent decrease.

Rape and Robbery have demonstrated similar increases to Theft and Theft from Vehicle in the last two years, which warrants investigation into whether there are linkages by person, location, or another factor. Rape attempts (reported) were at a four-year low in 2016. Citygate does not have the data necessary to cross-reference arrest data by name, but there is value in reviewing addresses.

3.2.1 Crime Summary

The latest crime data, as shown in this study, indicates that the Police Department, in collaboration with the community, has done an outstanding job in minimizing crime, especially given the slow economic rebound of the economy. There are many factors that contribute to crime rates, including economics, proactive/preventative policing, omnipresence, community involvement, and employment. These statistics are encouraging, but cannot and should not lull the City into believing that staffing and performance decisions can be made with just this limited picture. Community expectations, sense of safety (quality of life), emergency response times, and confidence in the Police Department all factor into these decisions.

Additionally, criminal conduct is not confined by boundaries. In other words, criminals do not concern themselves with their crime target by geographical boundaries such as city limits or county lines. Criminal activity spills across jurisdictional boundaries and can have a significant effect on the criminal activity in the Department's jurisdiction.

Factors well beyond the control of the City will have a direct impact on the emerging crime trends. The California Prison Realignment (AB 109) and recently passed Proposition 57 will likely spawn increased criminal activity throughout the State of California. The Prison Realignment is noted by most law enforcement professionals as being the single greatest factor in the dramatic increase in property crimes. No one knows yet what the possible impact of Proposition 57 will be, but it will allow even more convicted criminals to seek early release from prison. Additionally, other City services will likely be impacted by these measures. The released inmates will likely need assistance, either through government programs or charitable organizations, to assist them as they attempt to reintegrate into society. Many may end up homeless, exacerbating the homeless/transient issues already affecting the City.

Additionally, California voters have recently approved the recreational use of marijuana. This will undoubtedly create more work for the Police Department. Issues such as Driving Under the Influence, public intoxication, grow enforcement, sales enforcement, possession by minors, sales to minors, and many others will impact the Police Department. Areas of the country where recreational use is already legal have noted sharp increases in many crime types. The exact impact it will have on the City is yet to be known. The City has yet to adopt measures to address the potential regulation of recreational marijuana use/sales/cultivation within the City.

The City's crime data is consistent with crime trends from other jurisdictions across California. Property crimes are increasing significantly. This corresponds to the reduction of penalties and likelihood of prosecution for these crime types. Not only have penalties for theft convictions been reduced, the threshold for a theft to be prosecuted as a felony has been increased. Thefts of property valued under \$950 are generally treated as a misdemeanor; this was increased from \$400 (there are a few exemptions, including firearms of any value). Criminals are responding to the changes in these laws, and the number and frequency of thefts are burgeoning across the state.

The City's crime data also shows a decrease in the number of residential burglaries. This could be attributed to the penalties associated with this crime type. Residential burglary is still prosecuted as a strike felony in the State of California. The penalties for this crime type can be substantially more severe than for misdemeanor theft



SECTION 4—RESPONSE TIME DATA

The Police Department currently does not have response time standards or goals. However, San Luis Obispo’s Fire Department has established a goal of responding to emergency calls within 7 minutes, 90 percent of the time, from dispatch to arrival.

Response time is calculated from the time the call is received by the dispatcher, to the time one or more assigned units arrive on scene. Nationally, there are no legal mandates or standards established for law enforcement response times. Communities are left to determine response time goals given their own unique geographic and demographic considerations. The Police Department currently does not have response time standards or goals. However, San Luis Obispo’s Fire Department has established a goal of responding to emergency calls within 7 minutes, 90 percent of the time, from dispatch to arrival.⁶

When establishing response time standards, care must be given to examine the realistic capabilities

⁶ Seven-minute emergency response time for Fire Department is based on 1-minute call processing, 2-minute “turn-out,” and 4-minute travel time. Source: Fire Chief Garret Olson

of the agency to meet the standard. Arbitrarily setting a standard that cannot be reached creates an unrealistic expectation of the community and daunting responsibility for the Police Department.

Current best practice, nationally, is to measure percent completion of a goal (e.g., 90 percent of responses) rather than an average measure. Mathematically, this is called a “fractile” measurement.⁷ This is because the measure of average only identifies the central or middle point of response time performance for all calls for service in the data set. Using an average makes it impossible to know how many incidents had response times that were way over the average, or just over.

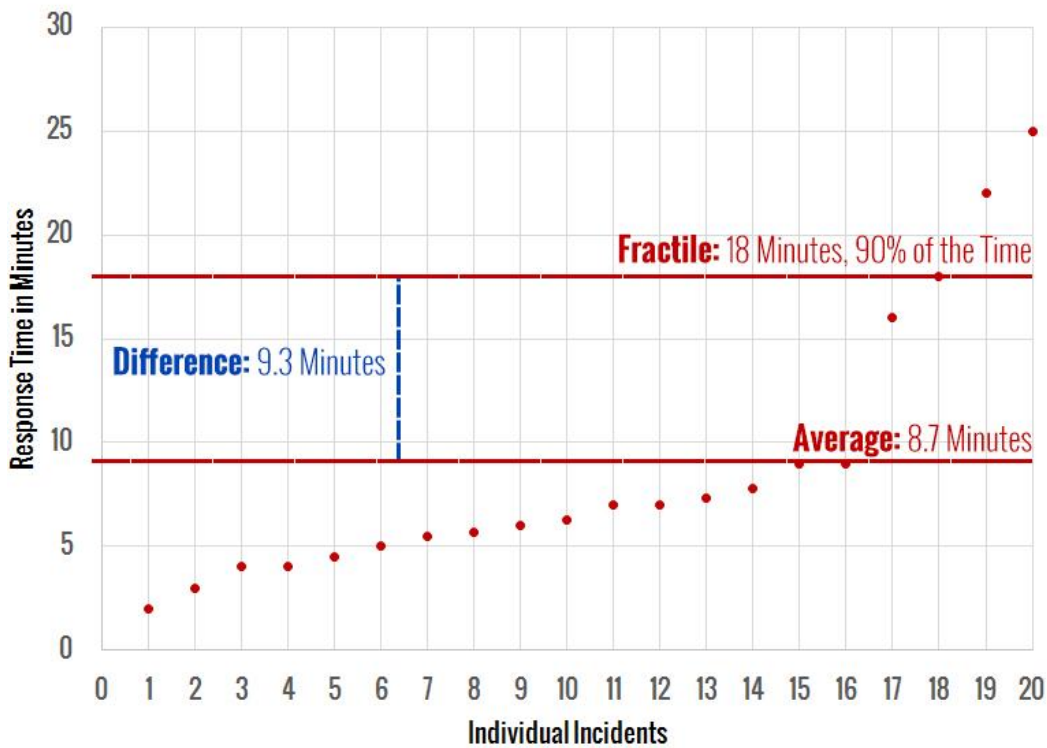
For example, Figure 1 shows response times for a fictitious city police department in the United States. This city is small and receives 20 legitimate calls for service each day. Each response time for the calls for service has been plotted on the graph. The call response times have been plotted in order from shortest response time to longest response time.

The figure shows that the average response time is 8.7 minutes. However, the average response time fails to properly account for four calls for service with response times far exceeding a threshold in which positive outcomes could be expected. In fact, it is evident in Figure 1 that, in this fictitious U.S. city, 20 percent of responses are far too slow, and that this city has a potential life-threatening service delivery problem. Average response time as a measurement tool for police departments is simply not sufficient. This is a significant issue in larger cities, if hundreds or thousands of calls are answered far beyond the average point.

By using the fractile measurement with 90 percent of responses in mind, this small city has a response time of 18 minutes, 90 percent of the time. This fractile measurement is far more accurate at reflecting the service delivery situation in this small city.

⁷ A *fractile* is that point below which a stated fraction of the values lie. The fraction is often given in percent; the term percentile may then be used.

Figure 8—Fractile versus Average Response Time Measurements – EXAMPLE



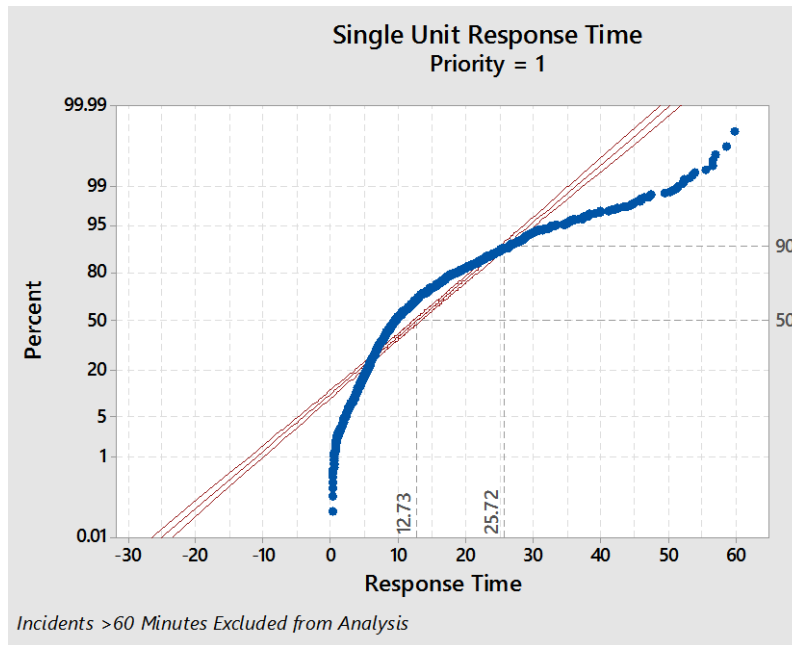
Another critical factor in measuring response time is to be realistic about what that time indicates. For example, for a life-threatening call for service, industry standards and academy instruction stresses the importance of an officer waiting for his or her backup. Not only does the presence of a backup improve safety, it tends to reduce the risk of escalating violence at a call. With this in mind, emergency call response times should be measured based on the arrival time of both units—the primary unit and the backup.

4.1 RESPONSE TIME ANALYSIS

Approximately 2,000 records (less than 2 percent of 127,810 total calls for service) had unusual response times of less than 0 or greater than 60 minutes. These records were removed to improve the analysis. To further improve the analysis, records with Priorities of 6–9 were consolidated into Priority 5.

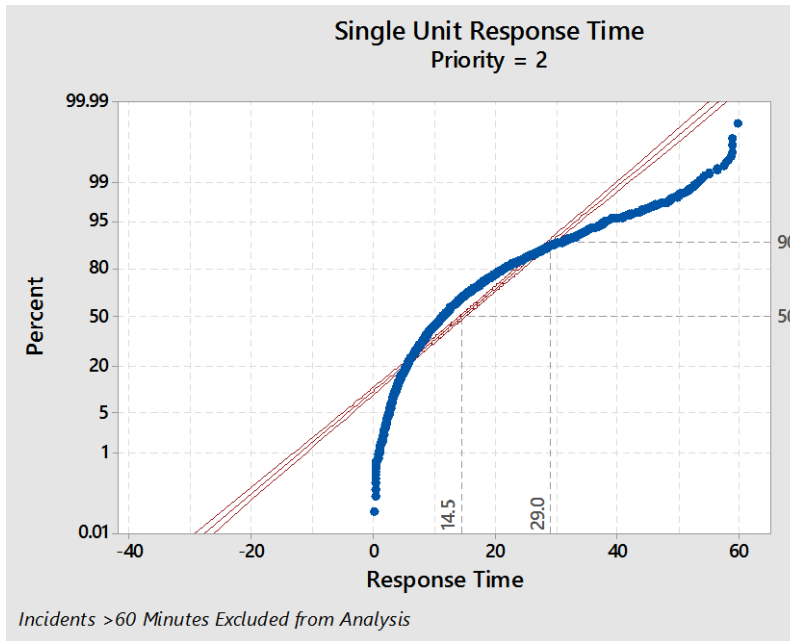
4.1.1 Single-Unit Responses

Figure 9—Priority 1 Single-Unit Response Time



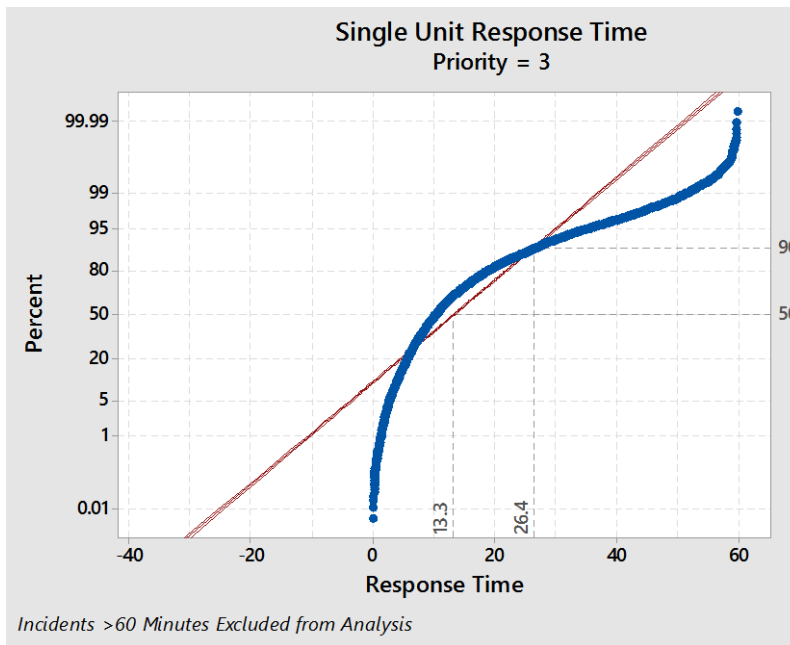
Response times for Priority 1 calls ($n=1,292$) occur in 25.7 minutes or less 90 percent of the time.

Figure 10—Priority 2 Single-Unit Response Time



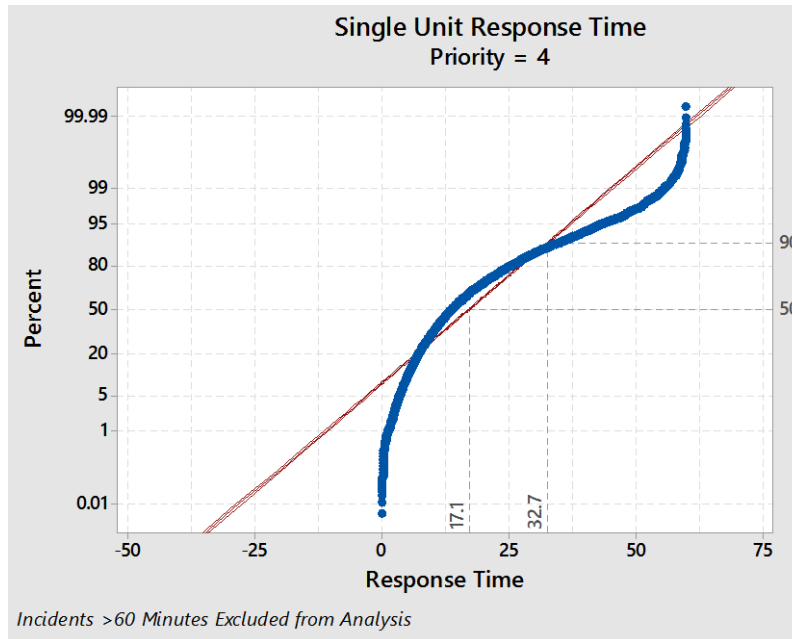
Response times for Priority 2 calls ($n=1,714$) occur in 29.0 minutes or less 90 percent of the time.

Figure 11—Priority 3 Single-Unit Response Time



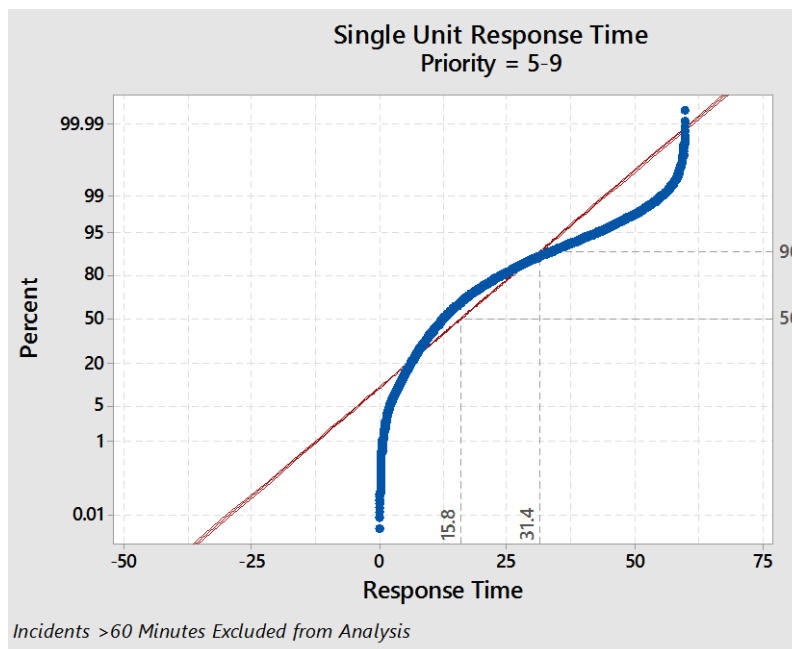
Response times for Priority 3 calls ($n=14,279$) occur in 26.4 minutes or less 90 percent of the time.

Figure 12—Priority 4 Single-Unit Response Time



Response times for Priority 4 calls ($n=14,415$) occur in 32.7 minutes or less 90 percent of the time.

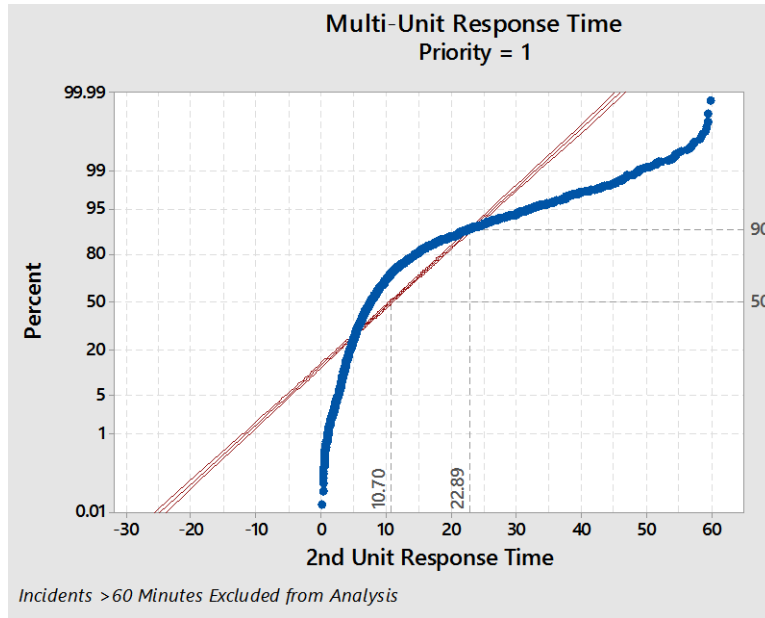
Figure 13—Priorities 5–9 Single-Unit Response Time



Response times for Priority 5–9 calls ($n=20,414$) occur in 31.4 minutes or less 90 percent of the time.

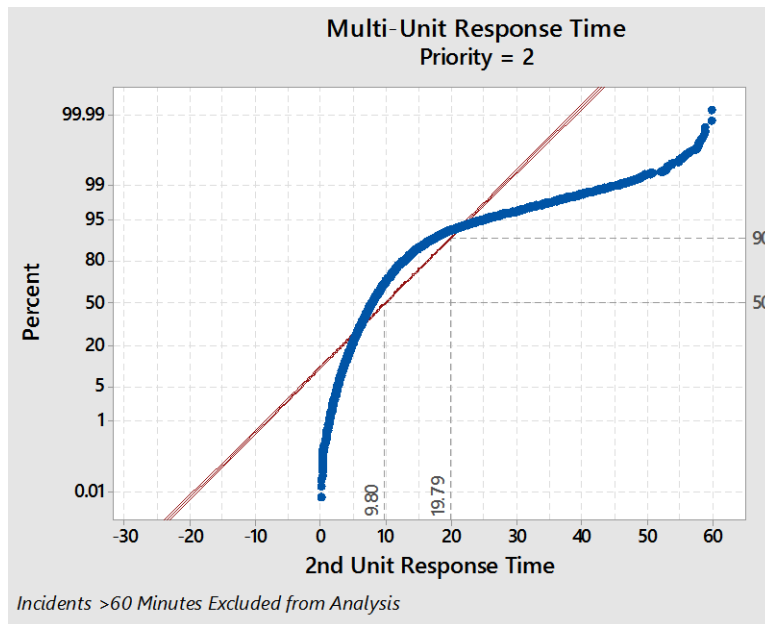
4.1.2 Multiple-Unit Responses

Figure 14—Second-In Unit Priority 1 Multiple-Unit Response Time



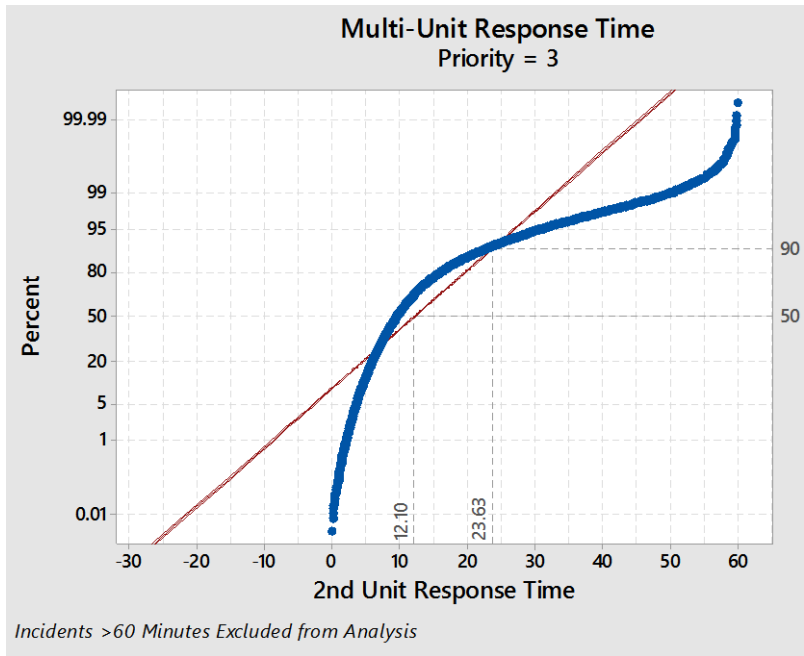
Multiple-unit response times for Priority 1 calls ($n=4,127$) occur in 22.9 minutes or less 90 percent of the time.

Figure 15—Second-In Unit Priority 2 Multiple-Unit Response Time



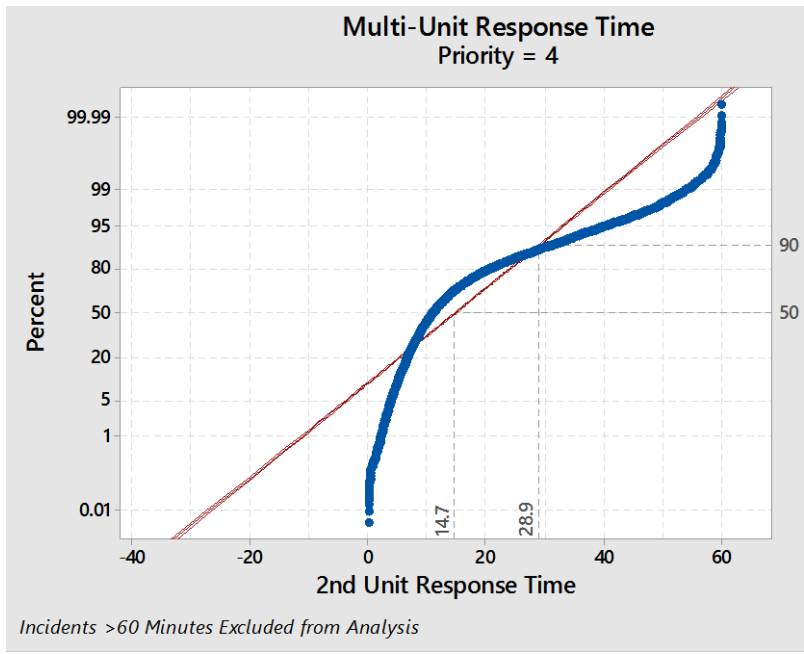
Multiple-unit response times for Priority 2 calls ($n=11,171$) occur in 19.8 minutes or less 90 percent of the time.

Figure 16—Second-In Unit Priority 3 Multiple-Unit Response Time



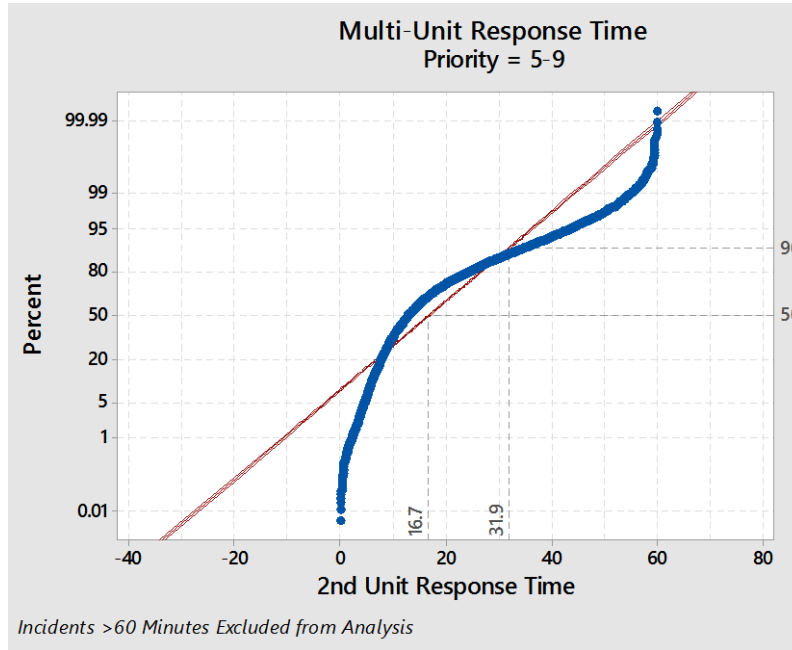
Multiple-unit response times for Priority 3 calls ($n=25,450$) occur in 23.6 minutes or less 90 percent of the time.

Figure 17—Second-In Unit Priority 4 Multiple-Unit Response Time



Multiple-unit response times for Priority 4 calls ($n=22,282$) occur in 28.9 minutes or less 90 percent of the time.

Figure 18—Second-In Unit Priorities 5–9 Multiple-Unit Response Time



Multiple-unit response times for Priority 5–9 calls ($n=17,224$) occur in 47.4 minutes or less 90 percent of the time.

4.2 RESPONSE TIME SUMMARY

The following table presents the response times for single-unit and multiple-unit responses. These are the response times achieved for 90 percent of calls for service.

Table 8—90 Percent Response Time Summary

90% Response Times (Minutes)	Single-Unit	Multiple-Unit (Second-In Unit)
Priority 1	25.7	22.9
Priority 2	29.0	19.8
Priority 3	26.4	23.6
Priority 4	32.7	28.9
Priority 5–9	31.4	31.9

Nationally, law enforcement agencies are adopting the more accurate reporting of response times, moving away from an average of the time and reporting the 90 percent arrival time. The

Department and City do not have a standard on response times for the most urgent police emergency calls. Anecdotally, however, the Fire Department response time standard is 7 minutes⁸ (90 percent of the time) from dispatch to arrival. This would appear to be a reasonable time standard as the public’s expectation for emergency response for fire emergencies carries the same criticality as police emergencies.

Recognizing the safety factor mentioned above of two officers responding to an emergency or urgent call, the City’s response time for Priority 1 and 2 calls, second-in units is 22.89 and 19.79 minutes respectively, 90 percent of the time, as seen in Figure 14 and Figure 15.

When establishing a response time goal, the City must look at its geographical constraints, officer and citizen safety, and fiscal capabilities. Adding patrol officers during those peak calls for service hours will reduce response times. The challenge is that adding one officer on the street, 24/7, requires 5.25 additional full-time equivalents, which is inclusive of a “relief factor” (i.e., an industry best practice used to account for staffing a position 24/7, 365 days a year).

For these reasons, the combination of Citygate’s recommendations to add Community Service Officers (CSOs) to increase availability of officers, enhance documentation of committed time to better analyze availability, and fill the existing seven positions in Patrol are critical to improving response times. Once the seven officers are added, the Department will be in a better position to re-examine the response time data and make appropriate additions in staffing to bring the time closer to a target response time goal.

Finding #1: The Police Department has not established a response time goal.

Recommendation #1: Establish attainable response time goals to meet community expectations within the City’s fiscal capabilities.

⁸ Seven-minute emergency response time for Fire Department is based on 1-minute call processing, 2-minute “turn-out,” and 4-minute travel time. Source: Fire Chief Garret Olson



5.1 EXAMINING CALLS FOR SERVICE BY FREQUENCY AND PRIORITY

In examining workload, the saturation of calls that occur by day of week and hour of day is an important visualization. This tool is also used when the Department is above minimum staffing, to compare proposed shift scheduling to calls for service and peak times.

The following temporal chart shows the calls for service volume across all priorities by hour of the day and day of the week, combining both single- and multiple-unit responses. There are two very clear patterns evident: Monday through Friday from 9 am to 6 pm, and Friday and Saturday evenings from 10 pm to 3 am represent the largest concentration of multiple-unit calls for service response.

Monday through Friday from 9 am to 6 pm, and Friday and Saturday evenings from 10 pm to 3 am represent the largest concentration of multiple-unit calls for service response.

Table 9—Service Calls by Hour of the Day and Day of the Week (All Priorities)

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	1,042	519	533	565	546	710	1,032	4,947
01	998	388	363	502	427	599	952	4,229
02	841	366	310	425	364	594	853	3,753
03	530	271	282	311	247	354	544	2,539
04	335	206	199	243	219	291	355	1,848
05	240	217	202	226	240	226	268	1,619
06	258	300	301	309	275	326	263	2,032
07	340	572	575	590	587	622	427	3,713
08	455	842	853	887	914	871	634	5,456
09	651	968	915	958	984	945	811	6,232
10	737	1,066	962	982	1,003	951	858	6,559
11	824	1,136	1,023	1,038	990	1,005	942	6,958
12	899	1,126	987	1,000	1,002	1,102	970	7,086
13	881	1,112	1,046	1,086	1,108	1,132	952	7,317
14	818	1,111	1,035	1,046	993	1,116	958	7,077
15	854	1,080	1,165	1,081	1,111	1,209	946	7,446
16	845	1,127	1,145	1,109	1,077	1,196	918	7,417
17	783	1,022	1,064	1,090	1,185	1,129	957	7,230
18	826	878	907	870	1,036	1,009	875	6,401
19	787	801	857	804	929	892	797	5,867
20	779	798	761	724	856	790	761	5,469
21	777	740	694	731	829	853	795	5,419
22	811	702	735	723	877	980	982	5,810
23	669	531	611	686	779	1,005	1,105	5,386
Total	16,980	17,879	17,525	17,986	18,578	19,907	18,955	127,810

Further analysis of the frequency and distribution of calls for service begins by comparing single- and multiple-unit responses, beginning with multiple-unit responses.

5.1.1 Multiple-Unit Responses

Multiple-unit responses across all priorities are summarized in the table below.

Table 10—Multiple-Unit Responses (All Priorities)

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	814	381	404	431	402	555	795	3,782
01	754	317	285	406	342	471	731	3,306
02	644	272	249	340	281	456	641	2,883
03	412	199	213	228	190	271	412	1,925
04	260	155	150	184	153	219	250	1,371
05	179	157	152	176	193	156	192	1,205
06	160	186	178	171	159	193	158	1,205
07	196	291	298	327	316	341	243	2,012
08	264	388	405	429	439	438	336	2,699
09	333	428	438	450	437	445	413	2,944
10	367	460	448	475	456	444	414	3,064
11	431	485	484	506	493	492	447	3,338
12	437	523	469	498	465	526	507	3,425
13	450	522	468	527	546	547	484	3,544
14	426	509	498	515	504	516	510	3,478
15	495	503	564	535	545	585	518	3,745
16	507	577	526	571	553	580	507	3,821
17	468	517	532	520	599	623	570	3,829
18	481	462	443	480	591	543	501	3,501
19	481	477	486	484	552	542	497	3,519
20	519	503	480	471	562	515	493	3,543
21	519	492	480	481	556	566	540	3,634
22	562	489	509	493	636	722	708	4,119
23	489	376	454	518	594	762	827	4,020
Total	10,648	9,669	9,613	10,216	10,564	11,508	11,694	73,912

There is a very clear pattern for multiple-unit responses, with the majority occurring during nightlife hours on weekends (Friday and Saturday evenings from 10 pm to 3 am). Notice there are comparatively fewer multiple-unit responses during workweek hours. The latter pattern very clearly belongs to the single-unit responses.

5.1.2 Multiple-Unit Responses by Priority

Table 11—Priority 1 Multiple-Unit Responses

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	54	9	18	17	20	30	49	197
01	73	15	10	18	25	35	53	229
02	35	16	7	17	16	18	39	148
03	19	5	14	15	11	11	16	91
04	12	3	6	9	4	11	7	52
05	9	8	5	8	8	4	13	55
06	8	12	4	6	7	7	8	52
07	12	13	10	22	14	13	13	97
08	9	25	21	17	28	23	9	132
09	13	21	30	27	27	30	21	169
10	19	24	20	31	25	25	18	162
11	22	33	30	27	31	33	23	199
12	22	31	27	31	32	45	17	205
13	32	37	19	27	23	44	29	211
14	27	30	23	30	40	33	35	218
15	28	26	31	36	42	36	21	220
16	41	33	37	41	32	38	33	255
17	24	35	38	42	43	39	23	244
18	18	22	31	33	44	30	22	200
19	18	20	26	27	34	30	22	177
20	28	31	25	26	40	33	23	206
21	27	30	23	31	42	30	35	218
22	25	18	17	22	23	33	31	169
23	20	13	19	24	29	38	36	179
Total	595	510	491	584	640	669	596	4,085

The amount of data available for Priority 1 multiple-unit responses is comparatively small, representing just 3 percent of all calls. The volume represented here is comparatively small, but there are allusions to the nightlife pattern discussed in the preceding table.

Priority 2 multiple-unit responses confirm the weekend nightlife pattern above.

Table 12—Priority 2 Multiple-Unit Responses

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	154	57	62	63	80	107	171	694
01	181	48	43	85	61	94	196	708
02	147	50	42	63	45	100	144	591
03	63	20	25	31	21	51	72	283
04	44	19	22	31	28	21	34	199
05	19	21	13	21	21	21	15	131
06	12	19	27	15	15	19	20	127
07	19	34	35	39	24	43	27	221
08	33	49	50	49	53	58	41	333
09	44	53	54	54	64	60	54	383
10	55	56	63	65	58	70	53	420
11	59	52	59	69	93	81	66	479
12	72	79	56	74	58	70	77	486
13	65	65	74	72	82	57	62	477
14	48	78	76	67	83	66	68	486
15	82	74	74	85	75	94	56	540
16	61	69	69	95	103	66	60	523
17	73	86	88	73	79	78	80	557
18	73	89	72	79	86	73	76	548
19	76	89	77	77	85	72	68	544
20	83	94	62	67	83	78	73	540
21	86	75	75	87	89	79	74	565
22	100	64	81	72	83	102	101	603
23	69	44	58	79	103	115	116	584
Total	1,718	1,384	1,357	1,512	1,572	1,675	1,804	11,022

There are some differences in the Priority 3 multiple-unit responses, with moderate volume occurring between 3 pm and 1 am every day of the week.

Table 13—Priority 3 Multiple-Unit Responses

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	189	142	141	141	124	170	217	1,124
01	200	111	99	143	131	151	208	1,043
02	178	97	112	123	111	149	195	965
03	131	95	94	100	85	106	129	740
04	102	70	70	82	74	96	100	594
05	97	77	64	83	97	84	93	595
06	81	75	80	79	66	88	65	534
07	77	98	98	108	138	108	97	724
08	97	107	134	146	139	142	119	884
09	114	120	135	140	124	128	140	901
10	126	140	127	153	143	137	140	966
11	141	165	155	167	127	159	148	1,062
12	132	151	148	158	158	168	151	1,066
13	141	153	132	177	172	158	133	1,066
14	162	142	150	163	150	160	150	1,077
15	150	153	188	163	175	204	165	1,198
16	160	183	159	173	156	191	152	1,174
17	133	166	166	169	205	207	188	1,234
18	167	155	161	162	194	192	152	1,183
19	146	175	167	184	193	184	166	1,215
20	185	165	170	169	194	192	173	1,248
21	172	166	161	175	201	213	185	1,273
22	162	166	168	166	213	219	180	1,274
23	130	130	154	184	173	198	213	1,182
Total	3,373	3,202	3,233	3,508	3,543	3,804	3,659	24,322

The remaining Priorities 4 through 9 follow the same pattern as Priority 2, with the exception of Priority 6, which has an insignificant volume of 1,686 calls over six years. Combining the remaining priorities demonstrates this familiar multiple-unit response pattern, with most responses occurring during the nightlife hours.

Table 14—Priority 4–9 Multiple-Unit Responses

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	417	173	183	210	178	248	358	1,767
01	300	143	133	160	125	191	274	1,326
02	284	109	88	137	109	189	263	1,179
03	199	79	80	82	73	103	195	811
04	102	63	52	62	47	91	109	526
05	54	51	70	64	67	47	71	424
06	59	80	67	71	71	79	65	492
07	88	146	155	158	140	177	106	970
08	125	207	200	217	219	215	167	1,350
09	162	234	219	229	222	227	198	1,491
10	167	240	238	226	230	212	203	1,516
11	209	235	240	243	242	219	210	1,598
12	211	262	238	235	217	243	262	1,668
13	212	267	243	251	269	288	260	1,790
14	189	259	249	255	231	257	257	1,697
15	235	250	271	251	253	251	276	1,787
16	245	292	261	262	262	285	262	1,869
17	238	230	240	236	272	299	279	1,794
18	223	196	179	206	267	248	251	1,570
19	241	193	216	196	240	256	241	1,583
20	223	213	223	209	245	212	224	1,549
21	234	221	221	188	224	244	246	1,578
22	275	241	243	233	317	368	396	2,073
23	270	189	223	231	289	411	462	2,075
Total	4,962	4,573	4,532	4,612	4,809	5,360	5,635	34,483

5.1.3 Single-Unit Responses

Single-unit responses occur primarily during working hours, with the bulk of calls occurring between 9 am and 6 pm.

Table 15—Single-Unit Responses (All Priorities)

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	228	138	129	134	144	155	237	1,165
01	244	71	78	96	85	128	221	923
02	197	94	61	85	83	138	212	870
03	118	72	69	83	57	83	132	614
04	75	51	49	59	66	72	105	477
05	61	60	50	50	47	70	76	414
06	98	114	123	138	116	133	105	827
07	144	281	277	263	271	281	184	1,701
08	191	454	448	458	475	433	298	2,757
09	318	540	477	508	547	500	398	3,288
10	370	606	514	507	547	507	444	3,495
11	393	651	539	532	497	513	495	3,620
12	462	603	518	502	537	576	463	3,661
13	431	590	578	559	562	585	468	3,773
14	392	602	537	531	489	600	448	3,599
15	359	577	601	546	566	624	428	3,701
16	338	550	619	538	524	616	411	3,596
17	315	505	532	570	586	506	387	3,401
18	345	416	464	390	445	466	374	2,900
19	306	324	371	320	377	350	300	2,348
20	260	295	281	253	294	275	268	1,926
21	258	248	214	250	273	287	255	1,785
22	249	213	226	230	241	258	274	1,691
23	180	155	157	168	185	243	278	1,366
Total	6,332	8,210	7,912	7,770	8,014	8,399	7,261	53,898

5.1.4 Single-Unit Responses by Priority

Since there are only 1,315 Priority 1 and 1,754 Priority 2 Single-Unit responses for the entire six-year data set, these are combined in the next temporal chart. This is representative of the pattern seen in the chart above, but notice there are zero calls on Tuesdays at 4 am over the entire six years.

Table 16—Priority 1 and 2 Single-Unit Responses

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	28	7	8	9	14	19	23	108
01	48	12	4	7	8	17	37	133
02	24	3	3	8	10	15	28	91
03	15	4	3	6	3	10	15	56
04	4	2		1	1	5	3	16
05	3	6	4	1	5	5	3	27
06	7	4	7	5	6	8	7	44
07	10	14	6	10	13	15	8	76
08	12	16	19	24	28	13	11	123
09	16	22	20	22	25	26	12	143
10	10	26	24	20	28	31	18	157
11	20	27	35	27	30	27	23	189
12	20	31	30	28	41	36	21	207
13	18	33	32	29	49	30	27	218
14	20	32	31	26	41	34	23	207
15	18	37	40	29	29	37	28	218
16	19	36	41	36	31	34	21	218
17	20	29	26	25	27	28	25	180
18	16	18	29	25	21	26	15	150
19	8	10	19	24	19	20	18	118
20	18	14	12	12	20	22	11	109
21	13	14	9	15	19	12	17	99
22	7	20	11	17	13	11	15	94
23	14	5	9	8	12	13	27	88
Total	388	422	422	414	493	494	436	3,069

There is very little difference for the remaining priorities, and hence they are consolidated below. Priority 3 calls have slightly larger volumes later in the afternoon, whereas Priority 4 calls are more evenly distributed throughout the afternoon.

Table 17—Priorities 3–9 Single-Unit Responses

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
00	200	131	121	125	130	136	214	1,057
01	196	59	74	89	77	111	184	790
02	173	91	58	77	73	123	184	779
03	103	68	66	77	54	73	117	558
04	71	49	49	58	65	67	102	461
05	58	54	46	49	42	65	73	387
06	91	110	116	133	110	125	98	783
07	134	267	271	253	258	266	176	1,625
08	179	438	429	434	447	420	287	2,634
09	302	518	457	486	522	474	386	3,145
10	360	580	490	487	519	476	426	3,338
11	373	624	504	505	467	486	472	3,431
12	442	572	488	474	496	540	442	3,454
13	413	557	546	530	513	555	441	3,555
14	372	570	506	505	448	566	425	3,392
15	341	540	561	517	537	587	400	3,483
16	319	514	578	502	493	582	390	3,378
17	295	476	506	545	559	478	362	3,221
18	329	398	435	365	424	440	359	2,750
19	298	314	352	296	358	330	282	2,230
20	242	281	269	241	274	253	257	1,817
21	245	234	205	235	254	275	238	1,686
22	242	193	215	213	228	247	259	1,597
23	166	150	148	160	173	230	251	1,278
Total	5,944	7,788	7,490	7,356	7,521	7,905	6,825	50,829

5.1.5 Call Saturation Summary

These charts clearly illuminate the impacts generated during evening hours associated with social or entertainment gatherings, where multiple-unit responses occur much more frequently than single-unit responses by a factor of seven to five. When fully one-fifth of all calls for service require three or more units, and these types of incidents occur during nightlife hours, it is time to carefully assess whether staffing is sufficient during these peak demand periods.

5.2 IACP 20/20/20 MODEL – WORKLOAD DISTRIBUTION

International Association of Chiefs of Police (IACP) recommendations and industry best practices suggest that law enforcement workload and staffing be evaluated in part using the 20/20/20 standard for patrol resource allocation. Preventative and proactive patrol is foundational to safe communities and quality of life issues in communities. By this standard, officers need at least 20 minutes per hour available to have sufficient time to solve problems and prevent or reduce future calls for services. The remaining portion of an hour is divided into two 20-minute blocks for administrative time and calls for service.

Having examined calls for service by frequency and priority, the next step is to review workload distribution. Citygate used computer-aided dispatch (CAD) data to project the proportion of time patrol officers are spending in the areas of: call response, administrative duties (including report writing), and proactive/preventative patrol activities (foundational to a proactive Community Policing philosophy). While this method is a strong indicator of workload allocation based on available data, it is imperfect. Citygate emphasizes that the following table is simply an estimate based solely on CAD activity and any activity not reported in CAD will not be captured. As previously stated, there are additional areas of data input and tracking by the Department that need to be implemented to enhance accuracy and allow for more thorough analysis of committed time for field and investigation work forces. There are reasons this estimate under-reports actual police time. Citygate's recommendations include corrective action to more accurately document this time for ongoing analysis. In June of 2016, Chief Cantrell introduced and adopted the 20/20/20 rule as part of the overarching Community Policing model for the Police Department, at which time she implemented procedures to track proactive/preventative time.

International Association of Chiefs of Police (IACP) recommendations and industry best practices suggest that law enforcement workload and staffing be evaluated in part using the 20/20/20 standard for patrol resource allocation.

Citygate has utilized these seven months of data and extrapolated it for the purposes of analyzing this category of workload. As such, this data should be regarded as the minimum level of the actual time committed to these three activities and, thus, only a part of the workload analysis.

Citygate’s methodology compares the time for reactive, administrative, and proactive time as currently reported in the CAD system. Using the 20/20/20 rule, 20 minutes should be spent in each category assuming the Department meets the standard.

Table 18—Allocation of Patrol Officer Time as Recorded in CAD

(Of 214 Days)	Calls for Service Time	Proactive Preventative Time	Admin Time	Total Time
IACP Recommendations	0:20:00	0:20:00	0:20:00	1:00:00
Time Consumed	0:18:15	0:06:52	0:17:05	0:42:11
Available Time	0:01:45	0:13:08	0:02:55	0:17:49

Using this method, calls for service consumes 30.4 percent of the hour, and 91.25 percent of the allotted 20 calls for service minutes. This emphasizes the importance of gathering more detailed data that captures specific workload elements under the administrative time category.

The data on officer availability in CAD is inconsistent with the opinions shared during the interviews. That is not necessarily an indication that the patrol force is not extremely busy, but it does indicate that the Department needs to continue to improve its tracking of time utilization data. The preferred result is that the total time committed for responding to calls, report writing, administrative activities, and documented proactive time is accurately captured.

In doing so, the documented proactive, self-initiated time and unallocated time together provide how much time an officer is conducting preventative patrol. This time should minimally constitute one-third of every hour worked. In agencies where a strong emphasis has been placed on Community Policing, intelligence-led policing, and data-driven policing, Citygate has seen allocated time goals of as much as 51 percent for proactive/preventative time.

Slightly less than one-third of every hour is undocumented time in CAD, and a very small amount of time is being committed to proactive/administrative time.

Finding #2: The Department needs to improve its tracking of time and categorizing of data for field activities.

Recommendation #2: Establish additional radio protocols to status and parse patrol officer's committed time for patrol activities.

NOTE: Chief Cantrell has directed the refinement of data recordation based on this finding and recommendation. Those protocols were enacted in January 2017.

The changes necessary to ensure that the 20/20/20 rule is being met will require additional documentation, supervisory oversight, and management support to ensure that the changes garner the needed data for sound staffing and deployment decisions. These efforts will bring about stronger community safety, reduced crime, and ultimately, an improved quality of life in the City.

5.3 ASSOCIATED WORKLOAD FACTORS

Having examined calls for service by frequency and priority, and assessed workload distribution including the time consumed on calls for service, there are three remaining elements to be considered in Citygate's workload analysis:

5.3.1 Establishment of Performance Objectives

Currently the Police Department does not have any performance objectives or standards as they relate to case management, work productivity, response time standards, and ratio of measurements to the standards. Citygate has made findings and recommendations throughout this study to address this going forward.

5.3.2 Provision of Staffing Estimates

As detailed in the workload analysis, accurate accounting of committed time is essential to analyzing the needs for staffing. With the Department's recent adoption of the IACP 20/20/20 rule, enhanced committed time documentation in CAD, and establishment of response time goals, the combined data will provide an accurate picture of officer availability. This will provide an articulable and defensible formulation of staffing based on community expectation and performance measurements, as well as garner a greater level of accountability.

Growth can be a factor that contributes to staffing needs. In determining these impacts, the increase in housing, density of housing, commercial development, and type of use in the commercial developments must be examined. There are different staffing considerations that will all contribute to workload, availability, calls for service, and crime. This will be discussed this further in **Section 8—Economic Development Considerations**.

SECTION 6—OPERATIONS BUREAU REVIEW



The Operations Bureau is commanded by a captain whose primary responsibility is to provide general management direction and control for the Bureau. The Operations Bureau is responsible for responding to emergency and non-emergency calls for service, proactive patrol, traffic safety and investigations, and general law enforcement. The Bureau is the uniformed presence of the Department that interacts with the community on a daily basis. The Operations Bureau consists of uniformed Patrol, Traffic Safety Unit, Bicycle Unit, and Neighborhood Outreach.

While Citygate's assessment of the Bureau was thorough, for the sake of brevity and the usefulness of this document, certain units or squads have been omitted from this report for which there are no issues or elements of concern to be reported.

6.1 PATROL

6.1.1 Dayshift Patrol

Dayshift Patrol is led by a lieutenant. He oversees the two Dayshift Patrol sergeants, 14 authorized Patrol officers, the Traffic Unit sergeant, and three authorized Traffic Unit officers. There are also two officers assigned to the Community Action Team (CAT). The CAT specifically manages complex issues related to chronic homelessness and the possible psychiatric and addiction issues exacerbating the problem. The purpose of the Dayshift Patrol Unit is to respond to calls for service, enforce state and local laws, act as a crime deterrent, enforce traffic

laws, investigate criminal activity, investigate traffic collisions, and assist with special assignments as requested.

Vacancies

The hiring process for police officers is extensive and arduous at best. Application, testing and background investigation, and medical, psychological, and polygraph processes can take as much as six months to complete. Agencies of similar size in California experience a ratio of two successful candidates for every 100 applicants. Once a candidate is hired, the field training officer (FTO) program will last three to four months, if the candidate is a lateral hire (meaning they have completed the police academy and served in another department for at least one year). If the candidate is an entry-level hire (with no academy training), they will have to successfully complete a POST-approved police academy lasting a minimum of four months. From approval of a funded position through advertising the position; testing; background investigation; medical, psychological, and polygraph testing; academy training; and FTO training, it can take 11–12 months before an approved officer position is filling a scheduled shift as a police officer and sharing the responsibilities of safety for the community.

From approval of a funded position through advertising the position; testing; background investigation; medical, psychological, and polygraph testing; academy training; and FTO training, it can take 11–12 months before an approved officer position is filling a scheduled shift as a police officer and sharing the responsibilities of safety for the community.

As of this writing, the Police Department has four officers in FTO training, one candidate in the police academy, and two lateral applicants in the hiring process.

Dayshift currently has two vacant authorized positions. The staffing is being augmented using overtime and the reassignment of officers from specialty units. The inability of the Department to maintain full staffing is, in part, a product of its historical reliance on lateral hires. The addition of Community Service Officer (CSO) positions will help in the recruitment process and allow CSOs an opportunity to train and perform under the Department before the significant investment of the police academy. This is a wonderful stepping-stone on the career path and will garner multiple benefits for the Department.

Currently, police officers are reluctant to lateral to another agency because it would mean entering employment in a lower-tier PERS retirement plan. While this issue will be temporary as more and more people are hired under the new lower plan, thus making a lateral move less punitive, it is the Department's current reality. Additionally, greater creativity and dedication of

personnel to the recruitment process is needed. Operating with these vacancies is affecting the entire Department, not just Dayshift Patrol.

Finding #3: The Department has difficulty maintaining full staffing, in part, due to historical reliance on its previous success exclusively with lateral hires. The current hiring climate necessitates greater creativity in recruitment and expanding outreach efforts for a cross section of candidates.

Recommendation #3: Consider the creation of police cadet classification. This classifies police cadets as an employee while they complete their academy training and reduces the costs to the City during their training time.

Recommendation #4: Pursue employees from sources other than laterals. The Student Neighborhood Assistance Program has yet to produce a single sworn member of the Department. Laterals are reluctant to leave existing agencies. Department personnel should attend military recruiting fairs, advertise on the Department webpage and social media programs, and utilize industry-recognized portals such as California Peace Officers Association and California Police Chiefs Association as places to advertise current job opportunities.

Officer Reports

Reports taken by officers on Dayshift Patrol are reviewed by the lieutenant for approval. The sergeants of the shift are responsible for annual evaluations of the officers, but they are not currently reviewing and approving their reports. This is not an optimal arrangement, as the sergeants would benefit from first-hand knowledge of the officers’ writing competencies for evaluation purposes and they are most likely familiar with the call the officer handled. Assigning sergeants the responsibility of approving officers’ reports would represent a significant change in responsibilities for the sergeants and lieutenants and will require cultural reform to instill the importance and benefits Department-wide.

Finding #4: Dayshift sergeants are not currently reviewing officer reports.

Recommendation #5: Sergeants across all shifts should be the primary approver of officers' reports. It will give the sergeants valuable insight as to the abilities of their officers. It will help the sergeants write more accurate employee evaluations. It will help the sergeants to mentor and train the officers on their writing and investigative skills.

Note: Effective January 2017, the sergeants have begun reviewing and approving officers' reports. This was instituted by the Chief after Citygate's initial interviews. This issue was highlighted to Command staff in a briefing conducted that relayed initial discoveries from Citygate's research. The Chief and her staff should be commended for taking quick action in this area.

Field Time

The sergeants are tasked with many administrative responsibilities. This leads to an inability for the sergeants to spend sufficient time in the field. This too is not optimal. The sergeants would benefit from first-hand observations of how the shift officers are conducting their responsibilities. Additionally, the officers are not benefitting from the wisdom and experience of the sergeants, who would be a valuable resource on calls for service.

Finding #5: Dayshift sergeants' administrative responsibilities prevent them from spending essential time in the field with shift officers.

Recommendation #6: Define the sergeants' responsibilities with an emphasis on being available to assist and observe their officers in the field. Minimize extra duties to ensure the sergeants are in the field more often.

Crime Analysis and Scheduling

There is no crime analysis unit to help the officers target specific crime trends, locations, or types. Officers could more efficiently use their proactive time if they better understood the areas of the City where they should target specific crime issues. This is exacerbated by the patrol officers' schedules of three consecutive 12-hour shifts followed by four days off.

Finding #6: The officers would greatly benefit from a crime analyst that could help them quickly reacquaint themselves with crime targeting efforts after four days away.

Recommendation #7: Add a full-time crime analyst to the Police Department. This will help officers and detectives utilize their time more efficiently (also mentioned in **Section 7.1.2—Investigations** and in **Section 7.3.2—Records**).

(Add 1 FTE Crime Analyst)

Scheduling, as mentioned, is a challenge. The current method used in patrol (three 12-hour shifts a week) makes communication between shifts difficult and costly. There are no built-in overlaps of the 12-hour shifts, which contributes to longer response times and disrupted briefings. All briefings and shift training must be done on overtime, and do not happen as often as they should. There is currently discussion between the Police Department and the Police Officers Association (POA) for possible restructuring of the current work schedule.

Policy Manual

The Police Department policy manual has been converted to Lexipol™ services. This service system is widely used throughout the state as one of the premiere quality policy services and provides an excellent nexus between policy and in-service briefing training sessions that ensure the competency of officers in their understanding of current policy and situational awareness. Almost everyone Citygate interviewed agreed that current manual is considerably outdated. This was partially attributed to workload of the previous Administrative Sergeant. As recently as January of 2017, the updates have resumed with the newly assigned Administrative Sergeant and two other supervisors working through the backlog of needed updates. It is critical that these updates are completed. This delay is contributing to confusion on the part of supervisors regarding critical sections of the policy manual, most notably supervisory responsibility in the reporting or documentation of certain activities. To clarify this point, Citygate found that the

policy requirement that documentation occurs is understood and being followed; however, the documentation, beginning with the first-line supervisor, is often not completed in a timely manner. Clear direction under standardized policy and adherence to policy assures consistency and compliance.

Finding #7: The Department’s policy manual is out of date creating confusion amongst supervisors regarding workflow and responsibility.

Recommendation #8: Prioritize the policy manual updates with a target completion date. Given that the Department is aware that the policy manual is out of date, it would be prudent to ensure all employees are aware of the most critical policy updates and provide a date certain for the manual to be updated.

Using standard Department practices for teaching and tracking, all officers must be aware of the most current updates if determined necessary. This should minimally include Use of Force, Firearms, Code Three Driving, Pursuit Policy, Citizen’s Complaint Policy, Discrimination Policy, and Sexual Harassment Policy.

Special Weapons and Enforcement Team

The Police Department is part of a shared Special Weapons and Enforcement Team (SWAT). Currently 11 members of the Department are part of a 26-person team that includes multiple other cities and Cal Poly. The role for the individual officer is part-time, with training happening monthly. The SWAT training is covered by overtime, which can be costly. However, the education, skillset, and experience gained by the members of this team is valuable, both in a critical incident when they form as a team, and in everyday law enforcement activities.

Community Action Team

The Community Action Team (CAT) team is involved in chronic homelessness and transient issues. The citizens they interact with often have psychiatric issues and/or addictions. The members of this team spend much of their time in court trying to obtain court-ordered assistance for some people who are resistive of obtaining the help they may need.

Finding #8: The Community Action Team process is time-consuming, keeping the officers unavailable to assist in patrol for large periods of their shift.

Recommendation #9: Evaluate the success of the Community Action Team program and determine if other entities could assist with some of the administrative tasks needed to provide help to those that need it most. Consider personnel from other City departments or charitable organizations to assist in this area.

Body Worn Cameras

The Department has recently begun issuing Body Worn Cameras (BWCs). Not everyone has been issued one yet. There is confusion as to who will maintain the archived video and be able to produce it when needed and/or ordered. At present, the responsibility for the maintenance and process of BWC video is assigned to the Property and Evidence Technician. The workload for storing, managing, producing, and redacting this data will be daunting. It will quickly overwhelm the Property and Evidence Technician given the current duties they already perform. Ideally, the technician would have some existing duties removed, and/or the responsibilities of managing the BWC program would be assigned to a new position within the Department.

Finding #9: The responsibilities of managing the video data for the Body Worn Cameras (BWCs) are extensive and exceed the capacity of the assigned technician to keep current primary job responsibilities while maintaining the duties of BWC data management and storage.

Recommendation #10: Ensure there is sufficient equipment to provide each uniformed officer with a Body Worn Camera. The tasks of maintaining equipment, storing data, and retrieving data need to be assigned to one person. There should be no ambiguity as to the responsibilities of this program, which will consume a significant amount of time. These responsibilities cannot simply be placed on anyone already impacted with other duties, such as the non-sworn staff which is already encumbered with existing duties.

Addition of one non-sworn staff member is needed to accommodate this responsibility, and to reduce other responsibilities for the over-worked non-sworn staff.

(Add 1 FTE Non-Sworn Technician)

Traffic

The Traffic Unit is under the command of the Dayshift lieutenant. The Traffic Unit currently has one sergeant and three officers authorized. The Unit is not fully staffed because members of the team have been reassigned to cover staffing shortages in Patrol.

The primary task of the Traffic Unit is traffic enforcement, collision investigation, and Driving Under the Influence (DUI) enforcement.

Finding #10: The Traffic Unit appears to be operating very well; however, staffing shortages in Patrol often necessitate reassigning Traffic Unit personnel to cover Patrol shortages.

Recommendation #11: Proper staffing in Patrol, and the addition of Community Services Officers (CSOs), will eliminate the need to reassign Traffic Unit personnel to cover Patrol shortages.

CSOs could also directly benefit the Traffic Unit. The job description of the created class should identify traffic-specific job duties of the CSO. The duties should minimally include the ability to take minor traffic accidents, tow vehicles, issue parking citations, and assisting with traffic control.

6.1.2 Nightshift Patrol

Nightshift Patrol is led by a lieutenant. He oversees the two Patrol sergeants, 15 authorized Patrol officers, the Bicycle Unit sergeant, and three authorized Bicycle Unit officers. The purpose of the Nightshift Patrol Unit is to respond to calls for service, enforce state and local laws, act as a crime deterrent, enforce traffic laws, investigate criminal activity, investigate traffic collisions, and to assist with special assignments as requested.

There are currently two vacancies on this shift, and one officer is off on a work-related injury (Labor Code § 4850). The staffing shortage is being augmented through overtime and the temporary reassignment of other assets.

Nightshift is also impacted by the issues that impact Dayshift. However, unique aspects of this shift are discussed below.

Officer Scheduling

The current scheduling model is not an efficient use of the officers assigned to Nightshift. The 12-hour-shift model does not allow for overlap of officers' shifts between Dayshift and Nightshift. Therefore, the entire Nightshift has to be staffed to accommodate the highest hours of demand for services. The first half of the shift usually experiences a substantial call volume, and by the last third of the shift, from 0300 hours to 0700 hours, the call volume drops significantly.

Furthermore, the lack of overlap between Dayshift and Nightshift means they both start and end their shifts at the same time. There are two periods during the day (shift changes) in which coverage on the street is impeded. The shift changes occur when officers are briefed at the beginning and end of their shift. With the exception of one cover shift, that has been implemented since Citygate conducted interviews, more than half of the week, twice a day, the lack of overlap means that overtime must be expended to provide field coverage, or no officers will be available in the field. This increases response times significantly because there are virtually no officers in the field for 20–40 minutes surrounding the shift change hours.

Finding #11: Officer scheduling issues affect both Dayshift and Nightshift Patrol services, and need to be addressed holistically.

Recommendation #12: The Department needs to work with the Police Officers Association to configure a better deployment scheduling model. This would be an excellent opportunity for the Department to consider organizing patrol officers into teams to resolve some of the workload and backfill issues. The data analysis from this report will provide a clear picture as to workload by hour of day and day of week.

Note: During Citygate’s Mid-Project review, we were informed that there will be a change to the current patrol staffing model. Patrol will be organized into teams, and a third shift, or overlap shift, will be utilized to lend extra resources to late afternoon/evening hours. This was implemented in January.

Nightshift Sergeants

The Nightshift sergeants are the field supervisors for the Student Neighborhood Assistance Program (SNAP) employees. To staff this program, seasonal, part-time employees are hired from local colleges to address quality of life issues in residential neighborhoods. It is administered by the Neighborhood Outreach Manager. However, the SNAP employees are deployed in the late evening/night, and are supervised in the field by the Nightshift sergeants.

Nightshift Patrol responds to calls for disturbances, parties, and related events from residential neighborhoods. Nightshift Patrol receives assistance from the SNAP unit, but the SNAP Unit does not possess law enforcement powers, and is very limited in the actions it can take.

Officer Reports

As indicated in the Dayshift Patrol section, the sergeants of the shift are responsible for annual evaluations of the officers, but they are not currently reviewing and approving their reports. However, one of the Nightshift sergeants does approve his officers’ reports. This is preferred, but it is not the norm. This inconsistency needs to be addressed across all shifts, as the sergeants would benefit from first-hand knowledge of the officers’ writing competencies for evaluation purposes.

Recommendation #13: Standardize the policy of report approval by the shift sergeant. This should be consistent throughout the Department.

The Nightshift lieutenant performs scheduling, leaving the sergeants sometimes surprised as to who has been allowed to be off or assigned to training thus not being available for their patrol shift. There is nothing inherently wrong or ineffective about the lieutenant performing scheduling, but it does require timely and effective communication between the lieutenant and the shift sergeants.

6.1.3 Bicycle

The Bicycle Unit is under the command of the Nightshift lieutenant. The Bicycle Unit currently has one sergeant and three officers authorized.

The Bicycle Unit is primarily responsible for the downtown business district. The bicycles provide excellent mobility around the very congested shopping, dining, and entertainment district. Officers riding on bicycles will generally have a height advantage over pedestrians and vehicles, which provides a greater field of view for spotting suspicious/criminal activity. The officers are also very visible to the pedestrians, which creates a sense of security for the average citizen and acts as a visible deterrent for criminals.

The Unit's primary goal is to ensure a safe experience for the customers and business owners/employees in that area. Depending on the day of week and time of year, the downtown corridor can become heavily congested with people seeking an enjoyable evening. There are numerous restaurants and bars in the area, and large crowds, public intoxication, and public disturbances have the potential to disrupt the area.

This Unit is very much appreciated by the people Citygate interviewed for this study. It is an asset to the City, and it has been well received by the community.

6.1.4 Use of Community Services Officers

Community Service Officers (CSOs) are non-sworn (civilian) positions without powers of arrest and do not carry firearms due to liability issues. The Department currently has no CSO positions authorized.

While a staple for support functions in many small and mid-sized agencies, CSOs have become a valued position that usually handle lower priority calls which do not require an armed police officer with arrest powers, freeing sworn officers to concentrate on those incidents requiring their specific skill set. CSOs typically are paid significantly less than sworn officers, allowing departments to field more people for the same amount of money. This has the effect of providing quicker response times to citizen requests for police services.

With increasingly constrained budgets, agencies are now considering the versatility of this position to augment the ever-increasing demand on sworn staff. Such is the case in San Luis

Obispo. In a municipal police organization, the position of the CSO could perform a multitude of duties and provide career path alternatives for this classification through assignment rotation. Cross-training and expanded duties for this classification can include Detention Officer, report writing, crime scene investigation (CSI), special projects, crowd and traffic control, minor traffic collision investigation, telephonic follow-up on detective cases, crime prevention, and many other civilian duties. Data and interviews with Patrol lieutenants and sergeants indicate that a large portion of the calls, Priority 3 and below, could be handled by a CSO.

The cost saving benefits over sworn staff include a lower salary range, a less expensive retirement program, less time to train, lower cost to provide equipment and for transitioning CSOs to Officer, and less training time as a new Officer.

Most importantly, having the versatility of CSOs in the field can provide greater flexibility in distribution of sworn officers and response capabilities for police officer response to the more serious calls for service. Officers freed from report calls are available for those call type where response times are critical.

Finding #12: Patrol staffing and response times are impacted by the calls for service in the City. Much of the day and early evening calls are report type calls that do not necessitate a sworn officer’s response. Hiring Community Service Officers reduces the fiscal impact of adding more sworn positions, while providing an avenue to continue the current high level of service delivery and reduce response times and officer availability.

Recommendation #14: Establish a new Community Service Officer classification, capable of performing duties that include Detention Officer, report writing, crime scene investigation, special projects, crowd and traffic control, minor traffic collision investigation, telephonic follow-up on detective cases, crime prevention, and many other civilian duties. Augment staffing in Patrol and Investigations. Specific to Patrol, Citygate recommends four Community Service Officers be added to assist in call load distribution and reduce response times.

(Add 4 FTE Community Services Officers)

The cost of this investment could be mitigated by the elimination of the SNAP program and the cost savings from reducing overtime for patrol officers, given the efficiencies to be gained by having CSOs.

6.1.5 Neighborhood Outreach

Neighborhood Outreach is managed by a non-sworn manager. She is responsible for a variety of programs established to address quality of life issues and to broaden the relationship between the Police Department and the community. She is a dedicated employee with tremendous enthusiasm for her duties.

This manager has many tasks:

- ◆ **Manager of the Student Neighborhood Assistance Program (SNAP):**
 - This is a seasonal, part-time job program for which students are hired from local colleges for the school year. Each year, new students have to be recruited, vetted through a background process, and trained. There are nine authorized positions in the SNAP program and a budget of just over \$60,000. Currently, only six of the nine spots are filled. Filling the spots and retaining the employees for the whole year is challenging and time-consuming.
 - The SNAP program works at night. They are sent by dispatch to respond to party calls to educate and advise the partiers about the responsibility to maintain peace. They can issue warnings, but not citations. They are often ignored when they knock on the door of the party as they are not respected as having any authority.
 - The SNAP program can also issue warnings for parking violations, but they have no authority to issue a citation or tow a vehicle.
 - The SNAP program does hold some symbolic value in uniting students and law enforcement in solving quality of life issues for the community.
 - The SNAP program is not a successful recruiting tool. No SNAP member has ever moved on to be a sworn peace officer of the Department. Many have become officers in their hometowns after they returned home from college.

Finding #13: The Department has routinely struggled to fill all allocated SNAP positions. The SNAP members are limited in the type of services they can perform for the community. The program is time-consuming given the amount of recruiting, vetting, and training of students that must occur on an annual basis. It has not been an affective recruiting tool for the Department.

Recommendation #15: Consider modifying the SNAP program (number of positions) and use the cost savings to help offset the Community Service Officer positions created for patrol. The Department will gain more continuity with permanent employees by hiring CSOs, which would be able to perform the tasks of the SNAP employees plus many other tasks to assist the community. The reduction in workload on the Neighborhood Outreach manager will enable greater focus on true crime prevention and citizen outreach. The SNAP program could continue with the benefits of student involvement.

◆ College Outreach:

- The Department meets on campus with incoming students each year to advise them of their responsibilities in the community. Students are advised of citations related to loud party calls, and the trouble that can be caused by public intoxication. Students are also educated on how to avoid being victimized as they adapt to their first time experience living away from home.
- The Department meets with the leaders of all of the recognized sororities, fraternities, and student organizations seeking to gain cooperation on keeping parties under control.
- The Neighborhood Outreach manager administers the “Avoid Party Regret” program, to educate students on how to protect themselves from being victimized at parties, and how to avoid causing negative quality of life issues for their neighbors and community.

- ◆ Administrative Appeals Evidence Preparation:
 - The Neighborhood Outreach manager prepares material/evidence for the Administrative appeal hearings. Citizens and property owners cited for Municipal Code noise violations can request an appeal of the fine through the City. It generally takes an entire day to prepare for a morning of nine hearings. There is usually one hearing day a month. The City averaged 96 hearings annually for 2015 and 2016. The City has a progressive fine system for noise offenses. The first violation is \$350, then \$700, and thereafter \$1,000. The fine is for both the primary renter of the house as well as the property owner. Either party can request a hearing to try to avoid the fine.

- ◆ Crime Prevention Specialist:
 - One of the roles of the Neighborhood Outreach manager is to act as the Department's Crime Prevention Specialist. That role is commonly defined as someone from the Department that educates individuals and community groups about how to effectively use crime prevention tools to reduce crime and stay safe.
 - This portion of the duties is often hard to create time to perform due to the demands of the SNAP program and the quality of life issues related to parties, student outreach, and administrative hearings. There does not appear to be great community involvement in the current system of community meetings. Several have been conducted in the recent past with only a handful of citizens in attendance.
 - This is a missed opportunity for the Department to build relationships with the community and to gain valuable input as to what issues are impacting the lives of the citizens.
 - *Update: Chief Cantrell has been very busy, and successful, in reconstituting rapport with the community. There have been numerous steps taken since Citygate's initial interviews to maintain and grow even further the relationship she has established with the community. The Department gained high praise from most of those interviewed for the improvement in Department-wide community outreach efforts.*

- ◆ Neighborhood Officer Program (NOP):
 - The Department divided the City into 13 neighborhoods and assigned two patrol officers to each neighborhood. The idea is that they can be a point

of contact for the citizen for quality of life issues. This program is an excellent example for building cooperation and trust between the community and the officers.

- The officers are to seek information from the citizens through routine contacts in their area. They act as liaisons with the Department.
- There seems to be confusion from many in the Department as to when and how officers should be interacting in their neighborhoods. There does not appear to be much accountability from Patrol sergeants and lieutenants to ensure this program is functioning as intended.

Finding #14: The Neighborhood Officer Program is currently being utilized to its intended level.

Recommendation #16: There needs to be a clear point of responsibility for the Neighborhood Officer Program if it is to be beneficial. The roles and expectations of the officers must be clearly defined and communicated. There needs to be accountability for those in the program so that it is working as designed in all areas of the City.

NOTE: The Chief has recently required all officers to check in regularly at schools located within their designated neighborhoods. This is an excellent step in bringing officers into children's lives outside of some type of enforcement activity. It also helps address desires raised during Citygate's City Councilmember interviews about doing more to unite law enforcement with the youth of the community. This was an excellent development by the Department.

◆ Volunteer Program:

- This is not a very vibrant program with only a few volunteers. Overall, not many people from the community are interested in volunteering with the Department as the program currently exists. This is an under-utilized resource. The program needs to be revised to create meaningful opportunities for citizens to contribute to the community. The Department could recruit for those specific skills needed to assist in the identified areas. Volunteers need to know their work is needed and appreciated. The City probably has a tremendous number of highly skilled citizens who

have retired from their careers or other working members who have time that they would like to apply to community service. Those skills are still valuable. If the Department can capitalize on this work force opportunity, the results would pay dividends in workload and community interaction, and create citizen ambassadors who know and understand the quality interworking of the Police Department.

- There are currently no student interns in the Department. The background check was a big hurdle, and students need to sign-up a semester in advance. This is a missed opportunity to not only garner improved relations with this segment of the community, but also attract prospective full-time employees.

Finding #15: The Volunteer Program is under-utilized and citizens are not given many meaningful opportunities to contribute to the community.

Recommendation #17: The Department should identify opportunities for meaningful work that would be available to volunteers. In doing so, community members can turn the previous lackluster response to volunteer recruitment into a sought-after community service opportunity.



This section reviews the Administrative Bureau, including the Administrative/Investigations Lieutenant (overseeing Internal Affairs and Investigations functions), Communications/9-1-1, and Records.

While Citygate’s assessment of the Bureau was thorough, for the sake of brevity and the usefulness of this document, certain units or squads have been omitted from this report for which there are no issues or elements of concern to be reported.

7.1 ADMINISTRATIVE/INVESTIGATIONS LIEUTENANT

This position is responsible for all of the Department’s investigations teams, the School Resource Officer, the Evidence Technician, and the Property Bureau. This lieutenant also acts as the point person for Internal Affairs.

7.1.1 Internal Affairs

The Department, as with most agencies, investigates its own internal complaints. During Citygate’s interviews, it was obvious that the Department is very concerned about maintaining public trust. Citizen complaints are taken very seriously and are thoroughly investigated.

Complaints against staff can originate from two sources, citizen complaints and employees within the Department. Once a complaint is filed with the Department, the Administrative

Lieutenant must ensure that the executive staff is aware of the complaint, and then determine the proper level of action required.

Minor issues can be assigned to the Subject Officer's direct supervisor. More involved issues will be investigated by the Administrative Lieutenant.

It appears the Department has an excellent understanding of the legalities pertaining to internal investigations. The Department has recently switched to using IAPro to track and store all information related to Internal Affairs. This is an excellent product that allows for tracking of all issues related to risk management including complaints, use of force, vehicle accidents, pursuits, property damage, and others.

The Administrative Lieutenant is charged with completing a thorough investigation, complying with all the requirements of the Peace Officer Bill of Right (POBR), City requirements, and contract language with Recognized Employee Organizations (REOs—employee bargaining units).

The Administrative Lieutenant makes findings and recommendations on his investigation before sending the investigation to the captain of the subject officer's division for a second review of findings and recommendations. This is NOT ideal. The investigator should be nothing more than a neutral fact gatherer. The sole purpose of the investigator should be to find all facts and document them, not make findings and recommendations.

The internal affairs investigation review process should be updated to include at least one level of review above the investigator, before it is received by the Chief. That is happening now, but one of the review levels is the investigator. It would be a better practice for the Administrative Lieutenant to conduct the investigation and forward it to the employee's Division Commander to make findings and recommendations. The file could be forwarded to the subject officer's captain for first review of findings and recommendations. It could then be reviewed a second time for findings and recommendations by the other captain.

During Citygate's interviews with Police Department staff and with representatives from the City, it became clear that confusion is created or mistakes are made when routing an internal investigation through the review and approval process. The investigation needs to be reviewed by many people in the Department and with City staff. Depending on the severity of proposed discipline, the case may need to be reviewed by the Chief, the City Attorney, and possibly the City Manager. To clarify, there were no indications of improprieties or partiality in the current investigatory process. However, Citygate's recommendations and findings in such an important area are offered as critical fine tunings that bring the Department's processes into alignment with best practices.

Finding #16: The investigatory workflow needs to be redesigned to include a formalized checklist process. This will ensure internal affairs investigations are seen by the appropriate supervisor or manager, in the correct order, and to identify the investigation status at all times. This will further aid in timeline compliance.

Recommendation #18: Amend the internal affairs investigation process to include case file tracking and review. The updated process must include at least one level of review above the investigator to determine findings and recommendations before forwarding to the Chief.

Implementing such a process would eliminate the investigator having a predetermined outcome during the investigation, or structuring the investigation to support a finding resulting in a predetermined outcome. It also preserves the ability of a case to be reviewed by multiple people, giving the review process greater thoroughness and impartiality.

Better tracking is needed to know where every case is in the review process. This is critical, because statutory time limits dictate how long a case can be held against an employee before the imposition of discipline must occur. A tracking form should be created and attached to each file. It will let the person who receives it know how long they have to review the case, and who the next person is in the process that needs the file.

7.1.2 Investigations

Special Enforcement Team

The Special Enforcement Team (SET) is comprised of a sergeant and three officers. In addition to this team, the City has one officer assigned to the County Narcotics Task Force. The primary focus of SET has been on narcotics, but is evolving under new direction to add the duties of any pressing issue facing the community.

In a slight modification of the Investigations Division, the sergeant over SET is also now responsible for the Investigations Division detectives. Given the increased liability that surrounds narcotics cases, undercover operations, handling of narcotics, evidence and informant management issues, commitment of a dedicated supervisor to this function is highly encouraged and consistent with industry best practices.

Finding #17: There is considerable liability in operating a dedicated narcotics team. Accusations against officers from unscrupulous characters can include bribes, theft of money or drugs, illegal searches, threats, and intimidation. The officers are often dealing with large amounts of untraceable money and large amounts of illegal substances. While the presence of a dedicated supervisor does not eliminate these realities, it does add another layer of protection to the officers working the unit and reduces risk exposure.

Recommendation #19: If the Special Enforcement Team’s primary focus will be narcotics investigations, a supervisor for the team is necessary. If narcotics investigations will not be the team’s primary focus, having a shared supervisor with the other units within the Investigations Division would be acceptable.

Suspected Child Abuse Report

Suspected Child Abuse Report (SCAR) reports can come into the Police Department from a variety of sources, such as school personnel, hospital staff, doctors, and others who are mandatory reporters of suspected child abuse or neglect (Penal Code 11166). The Police Department receives forms when the crime is believed to have been occurring in the City’s jurisdiction.

SCAR reports are directed to the Persons Crimes Sergeant. Because of the possible severity of the crime and the vulnerability of the victim, these reports take precedent over other work occurring within the unit. The work is important and taken very seriously by the investigators.

Citygate found no issues with the Department’s management of SCAR cases. In fact, the Department is to be commended for recognizing the potential severity of these cases and making them top priority.

Detectives

The Investigations Division has separated its detectives into two disciplines: crimes against people and crimes involving property.

- ◆ Persons Crime Detectives – Person Crime Detectives investigate crimes against people including sexual assaults, physical assaults, robberies, homicides, and child abuse.
- ◆ Property Crime Detectives – Property Crime Detectives investigates thefts, burglaries, vandalisms, and identity thefts.

The Investigations Division works very well with patrol officers to advance cases to prosecution. By allowing detectives to take over long-term investigations, patrol officers are able to return to their patrol function quicker and be available for the community. The investigators have the time and some of the resources needed to complete the investigation and present it for prosecution.

The lack of a crime analyst is severely impacting the effectiveness of the Investigations Division, especially the Property Crime Unit. Many property crime suspects are prolific in the amount and frequency of the crimes they will commit. Serial burglars and thieves are common in urban areas, and are usually supporting a drug habit through the victimization of others. When they need another dose of their drug of choice, they need to commit a theft/burglary to acquire the funds for the purchase.

There are crime analysis programs available that can track and forecast where a serial burglar/thief may strike again. Through advance algorithms, patterns can be identified and predicted based on the activity of serial criminals. Forecasting allows the crime analyst to predict, with some reliability, a geographical area and time frame when the suspect is likely to commit another crime. Once the area/time is identified, patrol officers can target their efforts in that area. Often, through target deployment, the criminal is contacted and identified. These programs work best when they are performed by a classically trained and skilled crime analyst.

Serial crimes are also committed against people, most often relating to peeping, sexual battery, indecent exposure, and sexual assault. These patterns can also be detected and predicted through advanced crime analysis software.

Neither the Persons Crime nor Property Crime Units in the Investigations Division are using any measure of advanced case management. They are relying on MS-Excel spreadsheets and manual calculations to determine individual caseload and clearance rates among the detectives. This can be better handled by migrating this information to a case management system. The ability to do so already lies within the records management system (RMS) utilized by the agency.

Finding #18: The Department is in critical need of a crime analyst. With the proper software, a certified crime analyst can become a force multiplier for the sworn staff of this agency. By identifying trends, patterns, and “hot spots” of criminal activity, the crime analyst can assist patrol and detectives in focusing efforts more successfully to combat crime.

Recommendation #20: The Department needs to hire a trained crime analyst and equip that person with dedicated crime analysis software (also mentioned in **Section 6.1—Patrol** and in **Section 7.3.2—Records**).

(Add 1 FTE Crime Analyst)

Finding #19: The Investigations Division is not utilizing its current records management system to improve case management tracking.

Recommendation #21: Train the detectives on how the functionality of the records management system can be used to track their cases. Ensure data is being entered correctly throughout the system to ensure seamless tracking of a case from its origination by patrol officers through its successful investigation and prosecution.

School Resource Officer

The School Resource Officer is assigned to the middle and high schools. The officer assists the schools in areas related to facility security, crime prevention and investigation on campuses, serious student behavioral issues, and crime deterrence.

The School Resource Officer is also a tremendous asset for community relations and positive police interaction with the youth of the City. By all accounts, the School Resource Officer is well received and supported by both the community and the Department.

Citygate did not identify any issues with this program.

NOTE: Due to overtime, staffing, and budget constraints, effective February 2017, the School Resource Officer program has been suspended and the position returned to Patrol.

7.3 COMMUNICATIONS AND RECORDS

7.3.1 Communications/9-1-1

The Communications Division is a dynamic environment that fluctuates from calm to frenetic, with little or no warning. As the first point of contact with the public, and with the omnipresent threats to public, officer, and firefighter safety, the Communications Division requires personnel and levels of staffing capable of responding accordingly.

The Communications Division is a consolidated 9-1-1 communications center that serves the Police and Fire Departments. Communications Division personnel are responsible for handling emergency and non-emergency requests for service and information from the public via the telephone and via the radio from officers and firefighters. They interact with other county agencies via the computer aided dispatch (CAD) systems to request and coordinate field resources. Communications Technicians monitor all radio traffic on the police and fire radio frequencies and utilize the radio to dispatch units to calls for service, receive unit status updates, and receive information from field units. They dispatch Police and Fire personnel to calls for service and provide pre-arrival emergency medical dispatch (EMD) instructions to members of the public via the telephone.

Workload

In 2016, the Communications Division handled 95,294 incoming and outgoing telephone calls, which represents a decrease of 960 telephone calls overall compared to 2015. Included in the 2016 total are 19,318 calls to 9-1-1, an increase of 1,078 calls to 9-1-1 compared to 2015. Of the 9-1-1 calls, 74 percent were from callers using a wireless device and the majority of those, 55 percent, were Phase I, meaning they offered no location information other than the cell tower. This is noteworthy as it requires the Communications Technician to take more time to pinpoint the caller's location if the caller is unfamiliar with the area or not capable of providing his or her location.

According to the National Emergency Number Association (NENA) Operational Standard/Model Recommendation, the Call Taking Standards are that, "Ninety percent (90%) of

all 9-1-1 calls arriving at the Public Safety Answering Point (PSAP) shall be answered within ten (10) seconds during the busiest hour (the hour each day with the greatest call volume).” The Division’s overall answer rate for 2015 was 96.77 percent. There were periods of time that the Center was well below the national average. For example, during the 2200 hour, on May 5, 2015 (Cinco de Mayo), the Center was only able to meet the standard for 40.91 percent of the twenty-two 9-1-1 calls received. Any 9-1-1 center can be overrun by a significant incident. However, the drastic shift in the 9-1-1 answer time during the 2200 hour reflects the effect of minimal staffing and the impact of not adding staffing for Citywide events that are known to likely result in a heavier call load.

Overall, the Center easily met the NENA standard for 2016, with an average answer rate of 98.12 percent of the calls answered within the first 10 seconds. However once again, an incident on April 29, 2016 (Good Friday), at 1700 resulted in twenty-two 9-1-1 calls to 9-1-1 and the Center was unable to meet the standard with an answer rate of only 63.64 percent. While neither of these instances represents the overall performance of the Center, which is generally within the standard, they reveal the minimal staffing of the Center and how easily it can be overrun.

Finding #20: Special events and peak call load times significantly impact the Department’s ability to meet the national standard of answering 90 percent of all 9-1-1 calls within 10 seconds during the busiest hours and multiple special events.

Recommendation #22: Examine the benefits of staffing a position to specifically cover the busiest hours and multiple special events that occur annually in the City, as opposed to overtime shifts.

The Communications Division dispatched 32,737 Police calls for service in 2016, representing an increase of 818 calls for service compared to 2015. The Division also dispatched 6,187 Fire calls for service in 2016, representing an increase of 599 calls for service compared to 2015. Of the Fire calls, 3,899 were medical events, and the Communications Division provided EMD pre-arrival instructions (PAI) during 3,702 of the medical calls. This is noteworthy, as it required the Communications Technician to remain on the phone with the caller until the fire and/or medical resources arrived on scene or until the situation no longer warranted EMD. These types of events are time-consuming and prevent the Communications Technician from answering other incoming telephone calls.

In late 2016, administrative business calls were redirected to the Communications Center with an estimated increase of 200 calls weekly. This increased call load compounds the 9-1-1 call volumes, particularly at peak hours.

The Communications Division experiences an extremely low level of public or first responder complaints, with only two complaints in 2016, one of which was unfounded and the other still pending review. Complaints or issues regarding action or lack thereof and/or attitudes of the Communications staff in correlation to the workload will often reflect public and first responder satisfaction. Any substantial increase in complaints can be attributed to an overwhelming and/or excessive workload, indicating additional staff may be needed.

Additional Telephone Workload

Currently, the data for the telephone lines other than 9-1-1 within the Communications Center, meaning 10-digit business lines, emergency lines, and outgoing lines, is captured in the Intrado Management Information System (MIS) instead of utilizing ECaTS. While there are varying MIS reports available through the Intrado MIS, including these other lines in the Communications Center in the ECaTS reporting will offer a way for the Communications and Records Manager to confirm or crosscheck that data. Having these lines included in the ECaTS reports also provides the ability to easily monitor the length of time required for dispatchers to answer these incoming lines.

Although there is no national standard regarding the answer times for all of these other 10-digit (emergency/non-emergency/administrative) lines in communications centers, the best practices taught by the Association of Public-Safety Communications Officials International (APCO) and the International Academies of Emergency Dispatching (IAED) instructs dispatchers to answer these lines within two to three rings.

The time from one ring to the next equals approximately six seconds. Monitoring the answer times on these lines will provide a more accurate picture of the overall efficiency of the Communications Division. Longer ring times on these lines would suggest a need for additional personnel, assuming all technology is functioning correctly.

Finding #21: The 10-digit telephone lines in the Communications Division are not captured in ECaTS reports, though they are captured elsewhere.

Recommendation #23: Install any needed hardware and software to capture all telephone lines in ECaTS.

Supervision and Oversight

The Communications Division is supervised by two Communications Supervisors who report to the Communications and Records Manager. At one point, staffing included 12 dispatchers who reported directly to the Communications Manager. When the two current Communications Supervisor allocations were added, two positions were eliminated from the Communications Technician allocations, dropping the number of dispatchers who report directly to the Communications Manager from 12 to 10. Since then, one of the Communications Technician allocations was restored, but the other was not.

The Communications Division is the first point of contact when people have an emergency that requires a Police and/or Fire response. The Communications Technicians must make split-second decisions and, currently, they are doing so without oversight during the many hours when there is not a supervisor on duty or when the supervisor is performing the duties of a working dispatcher. Absent a supervisor, the Communications Technicians are in the position of having to make supervisory decisions, without the benefit of the training and guidance that is provided to supervisors. This is problematic, as it increases the possibility for inconsistent application of policies and practices and can increase the Department's exposure to risk and liability.

The importance of communications supervisor is similar to that of a field sergeant in Patrol. While communications supervisors can assist with workload of the unit they supervise, their primary responsibility is to provide oversight and management of the call load and ensure efficient and effective workflow in the Communications Center. This includes administrative work that is necessary to the daily, 24/7 operation of an all-risk, 9-1-1 and radio communications center. Risk management is essential in the communication center especially given the dual discipline responsibilities of police and fire.

The current staffing model does not provide supervisory coverage 24 hours a day and seven days a week. In fact, for 88 hours each week, there is no Communications Supervisor scheduled to work. This includes 0300 – 0700 every day and all day Friday, Saturday, and Sunday, as well as

The Communications Technicians must make split-second decisions and, currently, they are doing so without oversight during the many hours when there is not a supervisor on duty or when the supervisor is performing the duties of a working dispatcher.

Sunday, Monday, and Tuesday nights. Communications Supervisors are a working position. They are counted as and function as dispatchers when on duty.

Adding three Communications Supervisors will provide supervision 24 hours a day and seven days a week. It will also provide supervisory coverage, even when a Communications Supervisor is on vacation, with minimal overtime. Most importantly, it provides continuity of operations, supervisory decision-making, guidance, and the expanded knowledge base that is required during critical or high-risk situations. During the early morning hours (0300–0700), the supervisor can work as a radio dispatcher and call-taker, if needed.

Finding #22: The current supervisory deployment and coverage is not adequate to provide appropriate supervision and oversight.

Recommendation #24: Reduce risk and liability by hiring at least two (preferably three) Communications Supervisors to increase supervisory coverage at all hours. This will provide the requisite supervision for the Communications Division and, with five Communications Supervisors, should provide adequate relief factor coverage for planned supervisor absences, such as training and vacation leave.

(Add 2 FTE Communications Supervisors)

Staffing

As of January 3, 2017, staffing includes 11 Communications Technicians, down from the high of 12 Communications Technicians, though there are currently four vacancies. There is also an over-hire allocation that was created in preparation for known staff departures due to retirement. If enough qualified candidates are found, the Communications Division could hire five new Communications Technicians to bring staffing to 12 until the experienced Communications Technician retires in 2017, assuming nobody else leaves.

There are two individuals in training and two applicants for which background checks are being performed. If all four successfully complete training, and if there are no additional staff departures, the Communications Division will achieve full staffing.

The Communications Supervisors work four 10-hour shifts during a seven-day period. The Communication Technicians work six 12-hour shifts and one 8-hour shift during a 14-day period. Overtime is utilized to cover absences due to sick leave and vacation leave, as well as staffing shortages caused by vacant allocations.

Staffing in the Communications Division is precarious, with only two Communications Technicians on duty during the early morning hours. This does not provide sufficient staffing to handle the number of telephone calls and the radio traffic that occur when there is an incident requiring both a Police and Fire response. It also does not allow sufficient coverage for break and meal periods.

Increasing the Communications Technicians allocations, as well as the Communications Supervisor allocations, will allow adequate coverage to ensure there are at least two Communications Technicians and one Supervisor on duty during the early morning hours. It will also allow staff coverage during the busier evening hours, while allowing employees to take requisite rest and meal breaks.

The existing schedule needs revisiting, with a goal of maximizing coverage during the busier periods to correspond with peak telephone call and radio traffic levels. The 10-hour shifts for the Supervisors are not conducive to providing this type of coverage. For all employees, explore variations of 8-hour, 11-hour, and 12-hour schedules.

It is critical to retain the over-hire position in anticipation of four staff departures in the relatively near future. Recruitment, hiring, and training should be conducted in advance of these departures to avoid the dangerously low staffing levels that are present today.

There was discussion about creating contract call-taker positions, at a lower rate of pay, to increase staffing and introduce additional candidates to the Communications Technician position. In Citygate's experience, this tends to be an exercise in futility on many levels.

If the current compensation package is not sufficient to attract qualified candidates, it is unlikely that more candidates will be attracted when the pay is lower and the position is not permanent. Additionally, a call-taker is limited to handling telephone calls and cannot operate the radio. This is extremely limiting and an inferior solution for a communications center of this size.

Instead, Citygate recommends expending the time and resources to increase outreach and recruiting efforts. Citygate also suggests conducting a compensation study to determine if pay and benefits are commensurate to the work required and sufficient to attract the best candidates. With a university nearby, it seems that there may be opportunities to appeal to students ready to enter the workforce after graduation.

Finding #23: Current staffing is at a critical level, with only seven of the eleven Communications Technician allocations filled with fully trained personnel. However, even if all eleven positions are filled with fully trained technicians, a sufficient level of coverage is not provided.

Recommendation #25: Add two full-time equivalent Communications Technician allocations and, once those are filled, maintain the over-hire allocation to reduce the possibility of short staffing in the future.

(Add 2 FTE Communications Technicians)

In discussions with the Communications and Records Manager, many questions regarding potential changes were answered by explaining that the topic was protected by the current Memorandum of Understanding (MOU). These included, but were not limited to, the length of the shifts; the start time of the shifts; the compensatory leave time that could be accrued, which has no limits; and who will train new personnel. It is incredibly difficult to implement change when the MOU restricts so many aspects of the working conditions. Management should work together with employee groups included in the MOU to gain some flexibility in trying new ideas and pilot projects to evaluate any potential changes.

Finding #24: The current Memorandum of Understanding is excessively restrictive down to the start times for shifts.

Recommendation #26: During upcoming Memorandum of Understanding negotiations, attempt to build in some leeway to afford management more flexibility in decision-making that can lead to improved efficiency.

Training

Of all of the jobs in the Communications Division, the trainer is one of the most critical. The trainer imparts valuable knowledge and helps trainees develop the knowledge, skills, and abilities critical to a well-run communications center. Among other things, the trainer must be flexible and able to shift their training style to meet the trainee’s learning style, while providing the training in a live emergency communications center that allows little to no room for error.

The current training process removes the Supervisors from their supervisory role, as it requires all of their attention to be focused on training the new Communications Technician, as well as functioning as a dispatcher. With only two Supervisors, this limits the Department’s ability to hire only two Communications Technicians at a time or requires the Communications and Records Manager to abandon her duties and train new personnel, which prevents the Communications and Records Manager from conducting her daily duties and is not conducive to peak productivity, efficient oversight, and basic management. Efforts to shift training responsibilities to the Communications Technicians were thwarted, reportedly due to union resistance.

After they have been taught how to train, the line level Communications Technicians are best suited for conducting the training of new hires. Citygate strongly encourages attendance at the POST Communications Training Officer course for each staff member who is going to conduct training. This will help ensure a more consistent delivery of information and structure training in learning styles.

Finding #25: The two supervisors are the designated training officers and, when needed, the Communications and Records Manager also serves as a trainer, thereby interfering with their ability to supervise and manage.

Recommendation #27: Work with the Communications Technicians, the union, and human resources to include training responsibilities in the job description for Communications Technicians and compensate them accordingly.

Recruitment

The process for recruiting, selecting, and hiring personnel is expensive and time-consuming. In public safety communications, it is also frustrating as the process often yields one or two new

hires for every 100 or so applications. Industry-wide, the success rate of these new hires is abysmal, with some agencies reporting a mere 25 percent success rate among those newly hired employees. It was conveyed during interviews that four of the past six new hires at the Communications Division are no longer employed. This is a very low success rate for an expensive and time-consuming process.

Currently, Communications Division personnel are not involved in the recruitment or selection process. As a result, it is easier to blame trainee failures on the caliber of the person who was hired and on the decision of the person who hired the trainee. Citygate’s experience indicates that this results in less ownership from the trainer(s) in the trainee’s success. Involving Communications Division personnel in the selection process will encourage buy-in and shifts the responsibility for the caliber of the chosen candidates from Police or Fire Administrators to the communications personnel involved.

Communications Division personnel also anticipate a minimum of four tenured dispatchers leaving within the next three years. This will result in a tremendous drain in knowledge, skills, and organizational history. Involving dispatch personnel and considering new ideas, such as an information meeting for potential applicants to learn what the job entails, would be beneficial. Also, implementing newer testing technology, such as one of the industry leaders, CritiCall, would increase the chances and rate of success.

Finding #26: Communications Division personnel play little to no part in the recruitment process for new employees for the Division, and the success rate for trainees in the Communications Division is less than desirable.

Recommendation #28: Involve Communications staff at every stage of the recruitment process, from pre-employment testing to the final interview.

Call Load Management

The dispatchers describe a system in which they manually and/or mentally track the type and complexity of calls for service, as well as which officer has been assigned each call to more evenly distribute the workload to all field personnel on duty. They work within the CAD system and track on paper the calls assigned to each officer in an attempt to equally disperse the varying calls. This adds a layer of work and decision-making that is not necessary. It also lends itself to

tension between the Communications Division personnel and field personnel when there are perceptions of an imbalance in the assigning of calls.

Workload volume is a function of patrol supervision, beat structure, and deployment metrics. If a particular beat officer is handling more calls for service, it is the field supervisor's (sergeant's) responsibility to manage the workload. If the workload is consistently unbalanced, then deployment metrics should be analyzed to determine beat boundary alignment or if it is necessary to add officers to the beat. Additionally, settings in the CAD system can assist in assuring a more even call distribution by beat.

Finding #27: Dispatchers are manually tracking call volume and complexity to manage officer workload.

Recommendation #29: Patrol supervisors should be directed to manage the workload of the field officers in concert with beat deployment considerations. Communications Division staff should be removed from this process.

9-1-1 Call Volume and Location Accuracy

Wireless 9-1-1 calls are an increasing part of the incoming calls to any communications center, and this trend is expected to continue. Communication centers generally receive over 70 percent of their calls from wireless callers. This includes the San Luis Obispo Police Department, which received 74 percent of its 9-1-1 calls from callers using a wireless device such as a cell phone. These calls may take additional time for the Communications Technician to process if the caller does not know where they are or are unable to communicate their location.

Wireless 9-1-1 calls are routed to communications centers based on many factors, some of which may be variable, such as cell sector antennae coverage, signal strength, and network volume. The process used to determine which agency receives the wireless 9-1-1 calls from a given cell sector requires collaboration with the Communications and Records Manager, the County 9-1-1 Coordinator, and the State 9-1-1 Coordinator, using data that is available from Emergency Call Tracking System (ECaTS).

Among other things, ECaTS allows users to identify how many calls are received from each cell sector and how many calls are transferred to another agency. According to ECaTS reports, 100 percent of the wireless 9-1-1 calls from 319 out of 461 (69.2 percent) cell sectors assigned to the Communications Division are being transferred to another agency, such as the CHP. This

indicates a high level of wireless 9-1-1 calls received in the Communications Division are requiring a transfer to the appropriate handling agency.

When more than 60 percent of the wireless 9-1-1 calls for a given cell sector have been transferred to another agency, that indicates the cell sector may need to be rerouted to that agency. This will allow a greater number of future wireless 9-1-1 calls from that particular cell sector to go directly to the appropriate agency without transfer. As a result, this should reduce the number of wireless 9-1-1 calls that are incorrectly being received by the Communications Division.

It is also possible there may be other cell sectors that have been incorrectly routed to other agencies. During the cell sector review, the users may identify cell sectors that are routed to other agencies that have a high percentage of call transfers. In this case, it is possible that some cell sectors will need to be rerouted to the City's Communications Division. This could cause an increase in wireless 9-1-1 calls or it could offset the deficit caused by rerouting other cell sectors to other agencies. Either way, rerouting cell sectors and reducing wireless 9-1-1 call transfers will enhance service delivery to the public.

Finding #28: The Communications Divisions transferred 100 percent of the wireless 9-1-1 calls from 69.2 percent (319 of 461) of cell sectors to the correct agency, such as the California Highway Patrol.

Recommendation #30: Meet with the County 9-1-1 Coordinator and the State 9-1-1 Coordinator to review cell sector routing decisions and reroute cell sectors to the appropriate agency when historical data shows that more than 60 percent of the incoming calls were transferred from the Police Department to another agency.

Abandoned Calls

The abandoned call rate for the Communications Division's 9-1-1 calls (9.35 percent for 2016 and 7.83 percent for 2015) is greater than CALEA's recommended standard of 5 percent.

Calls are considered abandoned when the caller hangs up prior to the call being answered in the 9-1-1 center. Although there is no national standard, a 5 percent overall abandoned 9-1-1 call rate is considered acceptable. A percentage higher than 5 percent may indicate one, or a combination, of three scenarios. The first scenario is due to inadequate staffing to answer the call

in a timely manner so the caller terminates the call prior to it being answered. The second scenario involves the loss of cell sector coverage. The third pertains to inadequate call management where staff does not place the existing call on hold to answer a newer incoming call.

One of the first steps to resolving this would be to analyze the abandoned calls and determine how long the call was ringing before the call was abandoned. Long ring times would indicate insufficient staffing or inadequate call management. Another option would involve tracking the times when the Communications Division receives the highest average number of abandoned calls and comparing those times with staffing levels, as well as reviewing incidents that may have caused a spike in calls for a major incident wherein dispatch staff could not possibly have answered every incoming call.

Finding #29: The abandoned call rate for the Communications Division’s 9-1-1 calls (9.35 percent for 2016 and 7.83 percent for 2015) is greater than CALEA’s recommended standard of 5 percent.

Recommendation #31: Although a high abandoned call rate often serves as an indicator of staffing shortages, explore reasons for the abandoned 9-1-1 call rate and attempt to resolve the issue.

Inter- and Intra-Department Communications

The Communications Division is located in a portion of the Fire Department building, in a separate building than the Police Department. It is not uncommon for employees to feel disconnected or isolated in this type of setting. Whether it is a major policy decision or an announcement to wear mourning ribbons for a slain officer, it is important for the Police Department to maintain open lines of communication and ensure that the Communications Division employees are provided with information in a timely manner. Routine meetings with Police and Communications personnel, as well as timely email notifications to Communications personnel, will help bridge that gap.

There is a perception that decisions are made by the Fire Department without a complete understanding of the potential impact on workflow in the Communications Division. Variations in the types of equipment that are used to respond to certain calls appear to have increased and seem to be much more nuanced when compared to other centers. Generally speaking, fire

dispatching is rather straightforward and very structured, which should lend itself to faster processing times. The nuanced variations that have been introduced in the City may be detracting from this. In some cases, a change of protocol or procedure may not create an efficient process in the Communications Center. Additionally, if the desired outcome is an increase or change in deployment, including Communications personnel in the formulation of a dispatch protocol to affect that change may produce a more desirable result. Routine meetings can improve communication and decisions that impact the workflow in the Communications Division. These meetings can also provide greater understanding for the reasoning behind a particular change and/or the reason why a particular change may not be beneficial.

Finding #30: Communication between the Fire Department, the Police Department, and the Communications Division does not occur regularly, which leads to Communications Division employees feeling disconnected and unappreciated.

Recommendation #32: Establish a small group comprised of representatives from the Communications Division, the Fire Department, and the Police Department to meet routinely and discuss operational policies and procedures.

Response Time

The Department measures response times from the time a call is dispatched until the time the first unit arrives on scene, which is not an accurate reflection of “response time.”

Calculating response times from the time the officer is dispatched is in conflict with the public’s expectations as well as the industry standards. Response times should reflect the time frame from when the public requests a response to when the assistance arrives. Response times consist of five components: the call answer time, the processing time by the dispatcher, the amount of time the call for service holds in the queue until a unit is dispatched, the amount of time that lapses from the time the unit is dispatched, and the time the first unit arrives on the scene. Calculating response time from the time a unit is dispatched to the time the first unit arrives artificially improves the time for the Department and misrepresents the total agency response time.

Finding #31: The Department’s current method for measurement of response times does not include call processing time. This method does not coincide with industry standards.

Recommendation #33: Adopt a response time measurement policy that measures the time from when the telephone call is received until the time first unit arrives on scene. (See Section 4 for further discussion on response time measurements.)

Contracting Additional Dispatch Services

The San Luis Obispo Police Department currently provides dispatching services for the Cal Poly Fire Department and there have been discussions about the Police Department entering into an agreement to provide dispatching services for the Cal Poly Police Department. This could prove to be very challenging, especially given the current staffing levels within the Communications Division.

The nature of fire dispatching is typically much more straightforward than it is for police dispatching. Typically, self-initiated activity is incredibly limited. Fire units do not initiate traffic or subject stops, nor do they go into foot pursuit or vehicle pursuits, so the spontaneity is significantly reduced. The fire dispatcher also typically adheres to a very structured set of protocols when dispatching fire apparatus to a call for service.

Police dispatching, even for a university, is much more dynamic and spontaneous. There are many more variables that require split-second decisions. It is challenging to learn and remember the nuances and rules for the various types of incidents, and this is compounded when the dispatcher must learn and remember another set of rules for the contracting agency. It is very similar to annexing another community, with all of its informal and formal addressing and descriptions of locations. Even minor variations, though they can be learned, can increase the potential for error.

The current staffing levels at the Police Department are not sufficient for the current workload. Efforts should be focused on attaining minimum staffing, including filling the suggested new allocations, before exploring the addition of a contract agency. When this is achieved, explore all aspects of adding another user agency to the mix.

This discussion is not intended to discourage the consolidation of workload and resources when it makes sense to do so. Instead, it is intended to encourage stabilizing the current work environment before considering a change that increases complexity, introduces variables, and increases workload, even if additional staff is included.

Additionally, taking on a contract of this nature requires additional study that is outside the scope of this contract. Cost benefit, governance, and staffing are all detailed considerations that would be evaluated in such a study.

7.3.2 Records

The Records Unit is responsible for reviewing, entering, and updating police records, reports, and citations. Records Clerks must research records and provide requested information to law enforcement personnel, courts, and the public, as appropriate. In doing so, they must adhere to complex regulations regarding the release of information and public records requests, both statewide and nationwide. The Records Unit must also respond to subpoena requests, discovery orders, and other requests for information. This requires a thorough understanding of the California Public Records Act (PRA) and the Federal Freedom of Information Act (FOIA).

The Records Unit is supervised by one Records Supervisor, who functions as a quasi-manager and reports to the Communications and Records Manager. Staffing includes five full-time Police Records Clerks, though there is currently one vacancy, and one part-time Police Operations Specialist. By all accounts, the Records Unit is a cohesive team that works well together. In 2015, the Records Unit processed 8,629 reports and 6,619 citations, and in 2016, those numbers increased to 8,907 reports and 7,047 citations.

Until 1998, the Records Unit had its own manager. However, when the Chief fired the Records Manager, those duties were assigned to the Communications Manager and she became the Communications and Records Manager. This created a significant increase in workload and requires a substantial depth and breadth of knowledge, above and beyond what was required when that position was only overseeing the Communications Division.

Over the years, the duties associated with a Records Manager have changed dramatically. In addition to the need to possess a thorough understanding of PRA and FOIA, the Manager has to respond to an increasingly knowledgeable and curious media and public, ensuring the right information is released under the right circumstances. The Manager also acts as the California Law Enforcement Telecommunications System (CLETS) Agency Terminal Coordinator (ATC), ensuring that security is maintained for all Department personnel and regulations are strictly adhered to for computer access to state and national crime databases. These include, but are not limited to, Stolen Vehicles, Department of Motor Vehicles, Wanted Persons System, Automated Property System, Restraining Order System, National Crime and Information Center, Automated

Weapons System, and Uniformed Crime Reporting. In addition, there are new reporting requirements that legislatively will require complex audits on use of force incidents and racial profiling.

Report Review and Input

As of January 4, 2017, there were 24 reports from December 2016 that had not been submitted by the responsible officer to the Records Unit for review and entry. There were also hundreds of citations that had not been processed. These types of delays are not uncommon in the Records Unit and have become more or less accepted as a way of life. As of October 11, 2016, there were still 12 reports from September 2016 that had not been submitted by the responsible officer to the Records Unit for review and entry. In addition to the reports, there were also estimated to be more than 100 citations in the Records Unit awaiting entry into the records management system (RMS). It was explained that the citations are entered after certain reports have been entered, based on priority, usually within four weeks of receiving the citation and within a couple of weeks before the court date.

The Records Unit cannot be held accountable for reviewing reports and citations and entering them in the RMS when the reports and citations have not been submitted to the Records Unit. The delay in submitting reports and citations extends far beyond the timely entry of the information. This is similar to the distribution of duties discussed in the Call Load Management subsection, which describes the field sergeant's responsibilities. Management of the workload and quality of the work product of the field officers is, or should be, the responsibility of the field supervisors. Performing that task in a timely manner should greatly reduce any delay in data entry, or at the very least determine if the Records Unit is adequately staffed to handle this portion of the workload.

These delays adversely impact service delivery to the public, prohibit the required timely reporting of Uniform Crime Reporting (UCR) statistics, and prevent the accurate gathering, analysis, and dissemination of statistical information that is useful for intelligence-led policing. By way of example, the November 2016 UCR data was not submitted until the end of December. This also exacerbates the workload in the Records Unit by causing members of the public to call repeatedly, over the course of up to four weeks, requesting a report, only to be told that it is not ready yet. The inconvenience of having to call repeatedly is detrimental to customer service and community partnership. The follow-up phone calls could be eliminated completely if reports and citations were submitted and entered in a timely manner.

While the late submission of reports and citations is clearly an inhibitor to timely data entry and reporting, an efficiency study is suggested to determine if there is disparity in the quality and quantity of workload being completed by each Records Clerk. By having each Records Clerks focus on one task for a day (i.e., one Records Clerk is responsible for entering citations and

nothing else), the Records Supervisor can compare productivity by quality and quantity. It is also recommended that this task be rotated daily, and that productivity be measured at the end of the week. The same approach should be taken with reports, even breaking the reports down by type, if necessary.

Finding #32: There is a consistent backlog of reports and citations awaiting entry into the records management system. One of the results of this practice is that the Police Department is routinely late in submitting Uniform Crime Reporting data to the Department of Justice and ultimately the Federal Bureau of Investigations.

Recommendation #34: Institute and enforce a policy that requires officers to submit completed and approved reports and citations to the Records Unit by the end of watch. Consider adopting a policy wherein the Records Unit workload must be caught up prior to a trigger date, such as the fifth day of each month. In an effort to determine the feasibility of this goal, consider conducting an efficiency study to determine if Records Clerks are maximizing productivity and performing to industry standards.

The current process for submitting, reviewing, and entering reports places the Records Clerks in a quasi-supervisory role over sworn personnel and also creates a time-consuming bottleneck in the process by having the Records Clerk review the report prior to the sergeant or lieutenant reviewing the report. If there are questions, inconsistencies, or other issues with the report, the Records Clerk attaches the appropriate slip and forwards the report to the sergeant or lieutenant. The sergeant or lieutenant reviews the report and returns it to the officer for correction. Once the officer makes the corrections, the report is submitted to the Records Unit and the process is repeated.

This process can be easily streamlined by having the officers submit their reports directly to their sergeant within the specified timeframe. This will allow sergeants to be more aware of those officers who are submitting their reports on time and those officers who may benefit from additional guidance or training when completing reports. It also places the sergeant in the role of supervising the quality and quantity of each officer's workload instead of placing the civilian Records Clerks in that role. This process also provides the opportunity to prompt interaction

between the officer and the supervisor regarding a work product that is likely to be seen by the public and the courts. Modifying this workflow may require additional training for the sergeants and lieutenants who will be viewing and approving the reports prior to Records staff.

Instituting a change with the implementation of the new Law Forms software would provide officers the capability to write reports on their mobile computers. It was discussed that this policy has not been established regarding the workflow on this new system. Typically, officers will enter their reports on their mobile data computers and the report is electronically forwarded to a sergeant for review and approval. Once the report has been approved, it is electronically forwarded to the Records Unit and, if appropriate, detectives for follow-up. This shifts the role of the Records Clerk away from data entry to more of a quality assurance role, focusing on specific areas of the report, such as location and victim information and application of the correct UCR.

Finding #33: The current process for submitting, reviewing, and entering reports is time-consuming and blurs the lines of supervision by requiring Records Clerks to, at times, read the entire report, checking for thoroughness, accuracy, and attachments, before forwarding it to the sergeant or lieutenant for review and, after it has been approved, returning the report to the Records Unit for entry. It also unnecessarily creates a bottleneck when a Records Clerk reviews a report that requires correction and sends the report to the sergeant, who reviews it and sends it to the officer for correction before the cycle starts again.

Recommendation #35: Management of the workload and quality of the work product for field officers should rest with field supervisors (sergeants). Officers should submit reports to their sergeant or lieutenant before the end of their shift, and the sergeant or lieutenant should read the entire report, checking for thoroughness, accuracy, and attachments. Upon approval by the sergeant or lieutenant, the report should then be forwarded to the Records Unit for entry and assignment of the Uniform Crime Reporting code, based on the complaint type and summary.

Records Supervision and Distribution of Duties

Citygate discovered a high level of commitment within the Records Unit to quality control, starting with the Records Supervisor. While this level of commitment and concern is admirable, the level of effort oversteps boundaries and is taking valuable time away from time-sensitive tasks that need to be completed and are within the purview of the Records Unit.

For example, the Records Supervisor reviewed 1,971 calls for service in July 2016 and 1,936 calls for service in August 2016 that were cleared without a report being written to ensure the calls were cleared correctly. When extrapolating these two months out to 12 months, the Records Supervisor will review approximately 23,442 calls for service in CAD. For 2015, the amount reviewed added up to more than 29,000 calls for service, which was found by subtracting the number of reports that were completed from the total number of calls for service for the year.

Even if it only takes 60 seconds to review each call for service and move on to the next one, this task consumed more than 32 hours of the Records Supervisor's time each month in July and August. For 2016, it is projected that this process will consume more than 390 hours of the Records Supervisor's time (23,442 calls for service divided by 60 minutes for an hour equals 390.7 hours).

This type of quality control is better suited for sergeants, as they have supervisory responsibility over the patrol officers, and they can conduct the task as time allows, as well as disperse it over a group rather than have the responsibility fall on one person. With the sergeants conducting random spot checks on calls for service that were cleared without a report being written, it also allows the sergeants to notice individual officer response times and miscellaneous information that may shed insight on an officer's productivity and understanding of what types of incidents should be documented. The Department can establish policy to determine how many calls for service the sergeants should review per officer per month. Placing this responsibility with the sergeant or watch commander is consistent with industry best practices.

Finding #34: The Records Supervisor's time is consumed performing ancillary quality control duties that are more appropriately handled by sergeants.

Recommendation #36: While the Records Supervisor’s commitment and concern are admirable, this position should not review calls for service. It is recommended that a sergeant or lieutenant conduct this type of oversight in the form of random spot checks.

Workload

The Records Unit environment is professional and open to members of the Department to walk in and conduct business and/or visit. While open communication between the Records Unit personnel and Department personnel may be desired, at some point interruptions are detrimental to productivity and efficiency.

While it is desirable to have an open door policy that allows the cultivation of professional relationships, this practice can be disruptive and counterproductive. This is not intended to discourage open communication on business-related matters. Rather, it is intended to reduce non-work-related activities and conversations that prevent the Records Clerks from completing their job related duties. This is one of the responsibilities of the Records Supervisor and should be factored when assessing the management of workload and need for appropriate staffing.

Finding #35: The open door policy in the Records Unit allows officers and other personnel to engage Records Unit personnel in conversation that is not work related and can affect the productivity and efficiency if not judicially managed.

Recommendation #37: Limit access to the Records Unit to those who have official business, or have the Records Supervisor provide the assistance needed, when possible.

Staffing

Staffing levels in the Records Unit seem barely sufficient to stay abreast of workload and absorb absences for vacations, holidays, training, and sick leave, which are usually not backfilled with overtime. The existing Records Clerk vacancy exacerbates the situation, especially as it pertains to managing the data entry backlog for reports and citations.

Filling the existing vacancy will certainly help managing the current workload and reducing the backlog of report and citation entries. However, it is not certain this will be sufficient to eliminate the backlog, especially considering there is anticipated population growth for the City.

Adding a full-time Records Clerk allocation offers an array of opportunities to eliminate backlog and enhance customer service. Additionally, if staffed, this position should allow the reallocation of business calls previously redirected to dispatch, to be answered by records personnel during normal business hours. This allocation can be utilized to cover scheduled absences, such as vacation leave, holiday leave, and training leave, thereby eliminating the need to use overtime. It can also be used to enhance staffing at the front desk and provide assistance to the public without interrupting the remaining Records Clerks.

Currently, Records Clerks periodically work overtime on weekends in an effort to reduce the backlog. It was discussed that when working overtime on Saturday or Sunday, Records Clerks are more efficient because they are able to work uninterrupted. As a stopgap, or possibly in lieu of additional staff, consider a schedule modification wherein at least one staff member works a weekend day. This will allow the Records Unit to process reports and citations as they are submitted during the weekend, rather than waiting until Monday to try to catch up. Although this can be a difficult change for staff at first, with time the realization of the benefits could offset the adjustment pains.

Furthermore, discussion revealed that the staffing vacancy in the Records Unit has existed for almost one year. Streamlining the recruiting and hiring process, with consideration given to outsourcing the background investigation to private contractors, will allow new employees to be hired in a timelier manner.

Finding #36: Staffing levels in the Records Unit are insufficient given the existing workload and the added workload due to absences caused by vacations, holidays, sick leave, and training (which are not usually backfilled with overtime).

Recommendation #38: Add another full-time Records Clerk allocation to provide adequate staffing during scheduled absences. Also, fill the existing Records Clerk vacancy and, until the new Records Clerk allocation is filled, use overtime to maintain staffing when Records Clerks are absent. These actions should eliminate data entry backlog.

(Add 1 FTE Records Clerk)

Functionality of Work Area

When fingerprinting services were moved to the current location in the Records Unit, it eliminated the second service window. This makes it challenging for Records Clerks to assist people in a timely manner and also makes it challenging to maintain the customer's privacy when discussing their needs. Focus on the ability to assist more than one citizen at a time with the appropriate level of privacy. Rather than have staff return to their desks to make inquiries, provide a telephone and a computer with network access. In addition, consider installing bullet-resistant glass to protect staff from any threats and increase the Records Unit's surveillance capabilities to include the views currently available to the Communications Center and Watch Commander.

Finding #37: The configuration of the front desk area limits Records Clerks to assisting only one person at a time. Additionally, there are no phone or computer capabilities at the desk, and the absence of bullet-resistant glass causes security concerns for Records Unit personnel.

Recommendation #39: Redesign the front desk area with input from the Records Unit staff and an emphasis on enhancing efficiency, improving customer service, and increasing security. Include a telephone and a computer with network access.

Dictation Services

Records Unit personnel are transcribing dictated reports for a small number of officers. The time spent on dictation is time taken away from processing the backlog of reports and citations. There were recent discussions to outsource this process, but with so few members of the Department utilizing this method of submitting reports, a better suggestion would be that those individuals receive any additional training needed to deter them from using this process rather than consider the expense and time involved with transcribing dictated reports. Continuing this practice only serves to enable those officers who have not advanced to the current technology and it forces additional training and a unique skill set to be maintained by Records Clerks.

Finding #38: Dictation services are still offered to sworn staff for reports. This time-consuming practice should be discouraged.

Recommendation #40: Although not extremely time-consuming with only six reports dictated over a period of 13 days, this process is archaic and should be discontinued. As an alternative, the Department may want to explore the use of dictation software, such as Dragon Speak, to enhance efficiencies when transitioning to field-based reporting.

Public Access to Reports and Online Reporting

Online reporting was unsuccessfully attempted and abandoned in 2005, causing members of the public to come to the police station to obtain a copy of a report or requiring an officer to respond to their location to create a report. Over the years, online reporting systems have undergone major changes both in capability and integration with CAD and RMS. Online reporting should be reconsidered both for the convenience of the public and reduction in workload for the field officers and ultimately the Records Unit staff. The timing is right with the majority of the public at ease with technology, so long as it is designed and implemented correctly.

Additionally, the City's fee schedule that establishes the cost for an individual or businessperson to obtain copies of certain reports and documents is convoluted and difficult to explain to the public. It is unnecessarily complicated and there is very little flexibility for collecting fees if the requestor is not able to drive to the Police Department to make payment.

Finding #39: Easy public access to obtain reports is hindered by the lack of current technology and a convoluted fee structure that is difficult to explain.

Recommendation #41: Review and simplify the fee schedule, especially with regard to traffic reports, and implement an online reporting system that is user-friendly for the public and staff.

Distribution of Workload

Records Clerks share the responsibility with each other for assisting the public at the front desk. Greeting and helping the public at the front desk are important components of the Records Unit function for connecting with members of the community and representing the Police Department in a pleasant and professional manner. Unfortunately, without one individual responsible for this task, each new individual arriving at the front desk requires the Records Clerks to interrupt their report and citation entry work to assist the individual.

Offloading these tasks to a specific Records Clerk should increase productivity of the remaining Records Clerks. The front desk assignment could also be rotated among the Records Clerks on a daily basis to more evenly distribute workload.

Finding #40: Time-sensitive responsibilities, such as report and citation entry, are disrupted by the intermittent and random need for Records Clerks to leave their workstation and help the public at the front desk.

Recommendation #42: In addition to adding the full-time Records Clerk, which was previously mentioned, consider a deployment schedule that assigns a specific Records Clerk to assisting the public at the front desk and have this person work on data entry that can be more easily interrupted and resumed, whether it is citation entry or priority reports.

CAD and RMS Enhancements

It is not uncommon for CAD and RMS users to express frustration with limitations to functionality, perceived and real, within these systems. Over the years, most vendors have moved away from customizing systems to avoid complications that have arisen when installing product updates among diverse users. Even when regression testing has been used, clients with custom products have suffered from unanticipated glitches.

Records Clerks are under the impression that their suggestions for updates to enhance the functionality of the Spillman RMS are not considered by the vendor. Like many CAD/RMS, Spillman Technologies is a “commercial off-the-shelf” solution (COTS), with very limited customization available. However, Spillman Technologies offers an annual Users’ Conference, as well as an online portal for clients to submit ideas and suggestions. Spillman has a history of welcoming user suggestions, and all clients are included in the voting process to determine which submissions will be considered for implementation.

The Records Unit is encouraged to maintain a list of needed or requested enhancements and submit them to Spillman Technologies for consideration. Specifically, the Unit should develop and submit to Spillman Technologies a document that identifies the need for the enhancement(s) and describe the desired outcome(s). Suggestions can also be submitted in multiple years, if they are not originally implemented. It should be noted that Motorola Solutions recently acquired Spillman Technologies, which could result in changes to this process, but that has not been determined to date. At least one representative from the Records Unit should attend the annual Spillman Users’ Conference and network throughout the year with Spillman users from other agencies to gain support for the requested enhancement(s) and/or identify work-arounds that have been discovered by other users.

Impending Retirements: Planning for the Future

The Communications and Records Manager has announced her intent to retire in September of 2017 after 34 years of service, which presents a unique and challenging opportunity for the Department. It would seem difficult, if not impossible, for anyone to successfully step into this

position and perform at even a fraction of the competency of the current Manager. This is not to say there are not eminently qualified candidates to take on a Manager role; however, due to the expansion of responsibilities and increased complexity that have occurred over 34 years, the current Manager is performing the duties of at least two positions.

While traditionally these units were considered mostly clerical in nature, they now require a high level of expertise, as well as familiarity with the various technologies in use. They also require knowledge of local, state, and national laws, regulations, and standards. Without this level of expertise, the Department, and ultimately the City, is exposed to a high degree of exposure and liability.

The Communications Center and the Records Unit each demand a unique set of qualifications, skills, and knowledge that have increased and become much more complex over time. Additionally, the incumbent manager has acquired duties over the years that are outside the typical scope of work for a Communications Manager and/or Records Manager. For instance, many data requests that would normally be handled by a crime analyst are currently forwarded to the Communications and Records Manager.

Separate managers for each of the two units would afford the individual manager the ability to develop a greater level of expertise and focus on a specific discipline, as well as create an effective span of control. For instance, the Communications Manager needs the knowledge, skill, and time to focus on operational aspects that include quality assurance, performance measurements, personnel matters, national standards, existing equipment, and emerging technologies, among other things. This manager must also be knowledgeable about state funding and be prepared to work with vendors to replace some equipment every five to eight years. This requires working within the City's procurement system and the state's procurement system.

Likewise, the Records Manager needs the knowledge, skill, and time to focus on many of the same operational aspects as the Communications Manager, but in a different context. While equipment may not be replaced as frequently, it does undergo routine upgrades that require the manager's expertise and focus. Additionally, this manager must be knowledgeable of, and able to work within, local and state laws and regulations regarding the release of information and abiding with the California Public Records Act, among other things, which can have adverse consequences if the Department is not in compliance.

Also, in an era when intelligence-led policing is at the forefront of contemporary practices, it is more important than ever to have a trained crime analyst who is skilled at gathering, analyzing, and disseminating information. This will ensure the information is shared in a timely manner and with the requisite background and context. The Department and the community will also benefit from having the crime analyst interact with a network of other crime analysts across the local

region, the state, and the nation. Consideration might be given to having this position absorb some of the duties currently performed by the Administrative Sergeant.

Additionally, consideration should be given to having these two newly created manager positions and the crime analyst report to a civilian command staff level position. Civilians are governed by different rules and employment law. Creating a command staff position would provide the greatest opportunity of success, as this individual should develop a level of expertise regarding civilian supervision and management. It would also assist in providing a thorough career path, thereby encouraging retention and promotional opportunities for the support staff of the Department. Creating a civilian command staff position also allows the Department to consider the possibility of transferring command and oversight of other civilians to this position, such as the property and evidence staff, thereby allowing sworn leadership to focus on sworn members and their role in the agency. Again, this position might be able to assume some of the responsibilities currently performed by the Administrative Sergeant.

There was discussion about possibly replacing the Communications and Records Manager with a lieutenant or other sworn allocation. This would not be the best course of action and is not advisable. Both of these units require a subject matter expert as a manager, and most sworn personnel do not have the expertise or the commitment that is required. Additionally, the inevitable rotation every two or three years creates instability and often results in lack of oversight, unfinished projects, and neglect of funding or lack of awareness on how to use funding from the state.

Finding #41: Over the course of 34 years, the Communications and Records Manager duties have greatly expanded within and beyond Communications and Records. The incumbent manager possesses a wealth of organizational history and knowledge, as well as specific expertise within her field, which will make it challenging, if not impossible, for one individual to replace her.

Recommendation #43: Bifurcate the current Communications and Records Manager position and establish two separate allocations: a Communications Manager and a Records Manager. Also, consider a third allocation, such as a crime analyst, to assume responsibility for all data and statistical components currently performed by the Communications and Records Manager and the Records Supervisor.

Implementing this change will allow each manager to focus on his/her specific area of expertise and mitigate oversights caused by a divergent workload that requires tremendous attention to detail. This change also significantly increases the opportunity to focus on the people who are performing the line level jobs and become aware of nuanced changes before they become significant issues. In addition, strong consideration should be given to the development of a civilian command staff position to oversee the civilian units of the agency.

NOTE: Prior to the completion of this study, Police and Human Resources personnel acted in part on this recommendation. The revised job description of the new Communications Manager is finalized and duties of analysis and records have been removed. Recruitment should be underway in 2017.

Records Project Management

Two Records Unit projects, the Marijuana Purge Project and the Laser Fiche Report Merge Project, were depicted as lingering for years with little progress. These, and any other incomplete work, should be reviewed for value and liability issues to the agency.

It was stated that records are being modified as far back as the 1950s. This would suggest that these projects may encompass more than is required or more than should be done and that some records may be retained beyond the recommended retention date.

Finding #42: Projects languish in the Records Unit with little progress, no solution for completion, and no proposed completion date. This includes projects to modify records that date back as far as the 1950s.

Recommendation #44: Review incomplete projects for value and liability issues to the Department to determine the appropriate course of action.

Recommendation #45: Review the Department’s records retention schedule to ensure that it is consistent with industry and City standards and complies with all applicable legislation. As a starting point, ensure that appropriate records are purged in accordance with the City’s accepted retention schedule, thereby reducing the workload of the projects. At that point, review the outstanding projects and consider the value of the projects before prioritizing the order of completion. Finally, consider additional volunteers and/or temporary, short-term employees to complete these tasks.

Crossover Duties: Crime Analysis and Records

The Department has not traditionally functioned as a data-driven agency. With modern police departments moving toward intelligence-led policing and the addition of a new Chief, demands for timely statistical information have increased significantly. In an effort to meet these requests, the Records Supervisor, Communications and Records Manager, and Senior Management Analyst have drafted or at the very least provided data for these reports. Although their efforts are to be commended, interpretation of data of this nature and drawing analytical conclusions are not their forte, nor have they received training to be qualified in this area of expertise. These are the functions of a crime analyst.

The Department demands for timely data and analysis will only grow and consideration should be given to adding a crime analyst allocation and hiring an individual who is specifically trained in this area. Crime analysis, prediction and prevention, and intelligence-led policing have made huge strides over the past few decades, and employing an expert in this field can only enhance the capabilities of the entire Department, as well as improving the quantity and quality of data available to all levels of the Department.

The recent purchase of the Spillman Technologies ComStat Management Dashboard should greatly enhance the Department’s capabilities. This customizable CAD management tool provides members of the Department the ability to easily view calls for service by locations and hour of the day and allows for comparisons by week, month, quarter, or year. The dashboard supports reports on response times, a statistic not traditionally available at the Department, and allows comparison to national standards set by professional organizations. This allows

management to make appropriate changes in staffing or schedules to increase effectiveness. Implementation of this Spillman module should not be delayed.

Finding #43: The Records Supervisor, Communications and Records Manager, and Senior Administrative Analyst are responsible for creating or contributing to statistical reports for Department staff.

Recommendation #46: Add a staff allocation for a trained crime analyst and have this individual utilize the Spillman Technologies ComStat Management Dashboard, as well as other available tools, to meet the Department's needs. This will allow the other managers and staff members to focus on their areas of expertise and should significantly enhance the information data set that is provided to the Department. (Also mentioned in **Section 6.1—Patrol** and **Section 7.1.2—Investigations.**)

(Add 1 FTE Crime Analyst)

Special Event Staffing

There are several occasions each year when additional officers are deployed to the Patrol Division on an overtime basis for increased visibility and enforcement. This typically coincides with a special event or holiday, such as Cinco de Mayo celebrations, and results in an increase in reports, citations, and arrests. However, the Department has not deployed additional Records Clerks to handle the increased workload generated by these events. This contributes to the existing backlog of report and citation entries.

Finding #44: Planned events and occasions that require the deployment of additional officers historically increase the number of reports, citations, and arrests. Additional Records Clerks have not been deployed during these events, and the resulting influx of reports and citations contributes to the backlog in Records Unit workload.

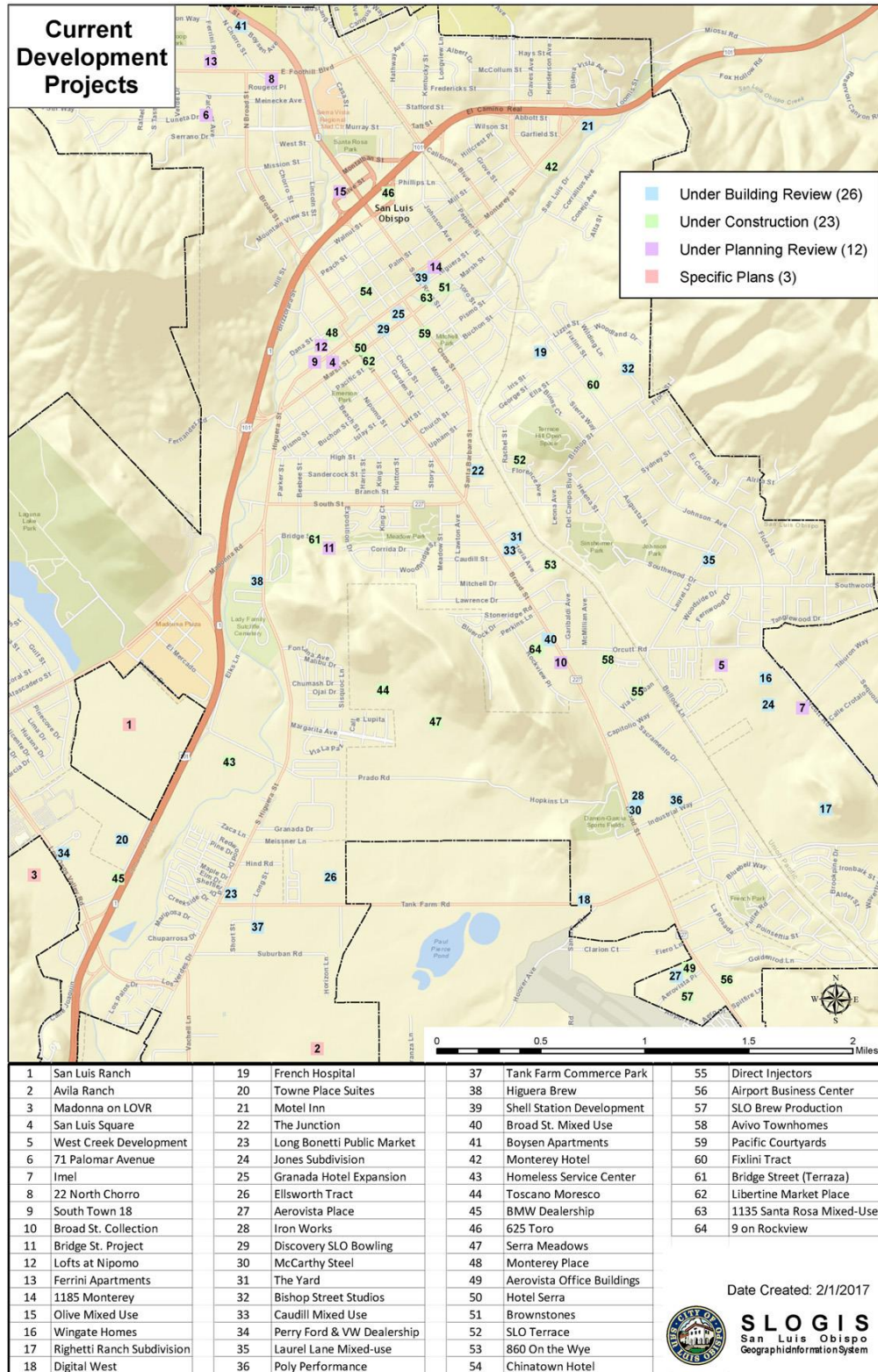
Recommendation #47: Anytime extra officers are deployed to the Patrol Division and there is a probability that the number of citations and reports will increase, it is necessary to also increase staffing in the Records Unit to allow the Records Clerks to enter reports and citations as they are submitted rather than creating additional backlog.



8.1 GROWTH AND DEVELOPMENT

Given the post-recession recovery, the City is now processing multiple applications for residential and commercial growth. Some of these are in existing neighborhoods, and others are in the southern City and County areas adjacent to the City being studied for annexation. The City-provided figure on the following page shows the locations of the 64 projects that were under various stages of development application as of February 1, 2017:

Figure 19—Proposed Development Projects in the City



For the City, there are three major influences on the population growth as it relates to police impacts and calls for service: impending growth through annexation and infill development, increases in student populations from Cal Poly and Cuesta College during college sessions, and the tourism population, which ebbs and flows with seasonal attraction to the area.

Depending on final approvals, these projects represent the addition of several hundred thousand square feet of commercial uses and several hundred dwelling units. More than fifteen of these projects are in the southern City and possible annexation areas. Avila Ranch alone could add 700 dwelling units. There is no question that the City's police services will have more population, buildings, and job locations to protect in the southern City areas.

Growth projections and the resultant impacts on police staffing can be projected based on articulable data and historical

calls for service. Staffing impacts vary from jurisdiction to jurisdiction depending on the service delivery model, building and occupancy types, zoning, transportation planning, calls for service, and fluctuations of populations. For the City, there are three major influences on the population growth as it relates to police impacts and calls for service: impending growth through annexation and infill development, increases in student populations from Cal Poly and Cuesta College during college sessions, and the tourism population, which ebbs and flows with seasonal attraction to the area.

The draw of the community—its climate, amenities and quality of life—drives population growth. The Planning Department's growth projections indicate an additional 2,500 homes over the next ten years. Most of this growth is planned to be single-family residences. Additionally, the student enrollment at Cal Poly is projected to reach 22,500 full-time equivalent (FTE) students (25,000 head count) by 2035.⁹ While Cal Poly is planning to increase on-campus housing, student impacts on eating and entertainment venues in the City will increase based on this growth.

There is a need to expand data collection on call types that are generated by these contributing populations, as well as the uses of buildings, multi-family dwellings, businesses, and other permitted uses. This information can be easily added to dispatch incident call statuses to create a retrievable data field to track these non-resident population and facility impacts.

⁹ Draft Cal Poly Master Plan 2035. Web. September 28, 2016.

With as little as one year of data, projections can be vital to the anticipated growth impacts on police service delivery and provide a sound foundation for use permit conditions as they relate to occupancy, entertainment, ABC licensing type, and hours of operation. The following list are data categories that need documentation to aid in analyzing the impacts on police services. All of these coincide with the life safety issues that are similar to the inspectional processes the Fire Department conducts. They represent the additional data categories needed to augment current calls for service basic data:

- ◆ Residential calls for service
 - Single-family residence (if shared student or multi-family use or multi-family complex)
 - Rental vs. owner occupied
 - College associated
 - Alcohol related
- ◆ Restaurants / dinner house / entertainment venue / tasting rooms / grocery stores
 - Alcohol license type
 - College associated
 - Type of entertainment

There are several cities in California that have adopted ordinances and regulations to address this type of data and help identify those types of uses that have greater potential for impacting law enforcement service delivery. Five of those cities are Orange, Fullerton, Placentia, Irvine and Indio.¹⁰

Finding #45: Current data for commercial and residential impacts are not sufficient to provide verifiable impacts based on land use, calls for service, and contributing influences.

¹⁰ The tracking of information is foundational to identifying appropriate ordinances to help guide uses and minimize calls for service impacts. The development to these data sets are beyond the scope of this study. There are firms and published practices that can aid cities and counties in development plan review of law enforcement impacts, crime prevention through environmental design (CPTED), and reviewing and developing these guidelines.

Recommendation #48: The Department needs to add categories to its report processes that will capture commercial and residential impacts based on land use, calls for service, and contributing influences. Providing this data along with adding development guidelines for law enforcement impacts will aid in community safety and reduce the potential for calls for service.



In conclusion, Citygate has identified steps that can be taken by staff to move the Police Department forward, both in the short- and long-term.

9.1 SHORT-TERM

There are many recommendations in this study that could be completed with current resources and staffing. They should be evaluated and discussed amongst the stakeholders. Those that appear to bring value to the Department and the community should be instituted. Short-term goals include:

- ◆ Prioritize policy manual update completion with a specified date
- ◆ Adopt policies and procedures for capturing data for:
 - All committed time for workload and deployment
 - Calls for service with impact categories for:
 - Student-related incidents
 - Licensed alcohol establishments
- ◆ Reassign supervisory duties for report review and approval at sergeant level
- ◆ Fill vacant sworn positions
- ◆ Implement Internal Affairs tracking protocol.

9.2 LONG-TERM

The long-term goals identified in this process would require new staffing, funding, equipment or labor negotiations. The acquisition or implementation of these items would require significant assistance from the City Manager and City Council. An example would be the creation of a Community Services Officer position within the City, the funding for the position, and the hiring of the personnel.

- ◆ Provide for overlap staffing at all scheduled shift changes
- ◆ Develop CSO job description, recruit, and hire
- ◆ Provide six-month update of workload data, response time impacts, and crime information
- ◆ Fund recommended positions.

9.3 SUMMARY OF RECOMMENDED STAFFING INCREASES

Citygate’s recommended staffing increases are outlined below:

Table 19—Staffing Increases by FTE and Classification

Function/Unit	Position	Hours	Total FTEs	Report Recommendation
Office of the Chief	Crime Analyst	40 hrs/week	1	7, 20, 46
Patrol	Non-Sworn Technician (Body Worn Camera)	40 hrs/week	1	10
Patrol	Community Services Officers	40 hrs/week	4	14
Communications/9-1-1	Communications Supervisors	40 hrs/week	2	24
Communications/9-1-1	Communications Technicians	40 hrs/week	2	25
Records	Records Clerk	40 hrs/week	1	38
Total FTEs Needed (All Classifications)			11	

*APPENDIX A—WORKLOAD TIME
ALLOCATION – LIMITED TIME FRAME*

San Luis Obispo Police Department

Availability Time Analysis by Tencode

*** SUSPECT ELAPSED TIME DETECTED ***

Unit/Officer Status Total Accumulated Time Starting Time and Date
 98 Available ++:++:++ 06:47:3507/06/16

AVAILABILITY CHART

Unit/Officer TOTALS

<u>DAY</u>	<u>SHIFT</u>	<u>CALLS</u>	<u>FOR</u>	<u>% OF AVAILABLE / % OF ADMIN / % OF</u>				<u>TOTAL</u>
				<u>TIME</u>	<u>PROACTIVE</u>	<u>TIME</u>	<u>REPORT TIME</u>	
			<u>SERVICE</u>					<u>WORKED</u>
			<u>HOURS</u>					
Monday	DAY	821.69	35.98	537.42/181.11	31.46	743.53	32.56	2283.74
	NIGHT	509.48	30.36	511.56/249.13	45.32	408.22	24.32	1678.39
Tuesday	DAY	836.43	31.45	705.32/197.06	33.93	921.08	34.63	2659.88
	NIGHT	563.12	34.47	481.29/193.34	41.29	395.99	24.24	1633.75
Wednesday	DAY	820.37	27.59	783.08/273.83	35.55	1096.06	36.86	2973.34
	NIGHT	568.70	19.82	1520.48/231.09	61.04	549.20	19.14	2869.47
Thursday	DAY	906.79	30.19	741.09/238.99	32.63	1116.85	37.18	3003.72
	NIGHT	600.42	26.58	715.43/346.90	47.04	595.81	26.38	2258.56
Friday	DAY	878.61	34.13	633.79/260.41	34.74	801.34	31.13	2574.14
	NIGHT	717.93	29.50	749.01/381.34	46.44	585.65	24.06	2433.92
Saturday	DAY	746.73	36.05	536.97/196.91	35.43	590.50	28.51	2071.11
	NIGHT	714.89	28.92	721.16/436.46	46.83	599.50	24.25	2472.00
Sunday	DAY	585.59	36.97	410.79/144.71	35.07	442.92	27.96	1584.01
	NIGHT	602.47	30.75	587.09/378.63	49.28	391.37	19.97	1959.56
TOTAL		9873.22	30.42	9634.48/3709.89	41.12	9238.03	28.46	32455.59

Report Includes:

All dates between 06/01/16' and 23:59:5912/31/16', All unit agencies matching SLP*' All officer/unit(s), All days in range

*APPENDIX B—GROWTH PROJECTION
REFERENCES*

SUMMARY OF 2014 RESIDENTIAL LAND USE ELEMENT RESIDENTIAL GROWTH



Council Memorandum

April 14, 2016

TO: Mayor and Council
FROM: Michael Codron, Community Development Director
VIA: Katie Lichtig, City Manager
SUBJECT: Residential Growth Management
ENC: Summary of 2014 Residential Land Use Element Residential Growth

This memo is being provided to the City Council to provide context with respect to the status of residential growth in the City following adoption of the 2014 Land Use Element. The memo and attached spreadsheet should provide Council, staff, and the community with an understanding of the current amount of residential development in various phases of City review. In addition, the memo clarifies some key assumptions that are made in the Land Use Element based on analysis of demographic trends.

Overview of Anticipated Residential Development

The attached table of residential development represents proposed projects in various phases of City review following the adoption of the Land Use Element (LUE) in 2014. It is important to know that the 2014 LUE ‘reset’ residential development capacity and growth expectations. The numbers provided in LUE Table 3 are accurate and serve as the basis for implementation of the City’s Growth Management Regulations.

The various phases of City review shown on the enclosed spreadsheet establishes the ‘certainty of development’ spectrum for projects moving through the entitlement process. The City’s Growth Management Regulations use building permit allocations to ensure compliance with the City’s 1% growth policy, so those projects with building permits issued are considered “in the pipeline.” Projects that have submitted applications for building permits, public improvement plans for new subdivisions (PIPs), or that already have some form of entitlement such as a use permit or Architectural Review, are more likely to move forward than those to the right of the bold line on the attached spreadsheet.

Although staff cannot predict specific timelines for project completion because of a variety of complicating factors, it is important to know that the City’s long range planning is based on the assumption that all of the development envisioned in the General Plan would be constructed by the build-out year, or 2035. In other words, the City is planning for full build-out by ensuring that development proceeds in a manner that can be supported by available resources, and all appropriate measures to ensure that City goals and objectives for transportation, air quality, water resources, public safety, parks and recreation, and open space conservation (to name just a few areas of consideration) are met through the implementation of the General Plan.

RESIDENTIAL UNIT GROWTH (AS OF APRIL 2016)

Residential Projects (Number of Units)	Buildings Permits Issued (In Pipeline)	Building Permit Application Submitted	PIPs Submitted or Approved	Planning Entitlements Approved	Planning Applications Complete and Under Review	Planning Applications Submitted/ Incomplete/On Hold	Pre-Application Submitted	Anticipated Future Units	Notes
Orcutt Area Specific Plan									
West Creek					179				Subject to Phasing Plan
Imel Subdivision				142	18				Subject to Phasing Plan
Wingate Homes			65						Subject to Phasing Plan
Jones Subdivision			304						Subject to Phasing Plan
Righetti Ranch Subdivision									Subject to Phasing Plan
Anticipated in remaining subdivisions of OASP								271	979 is total buildout in OASP. Up to 271 additional units are anticipated.
Margarita Area Specific Plan									
Toscano Moresco			161						Subject to Phasing Plan
Serra Meadows	166								Subject to Phasing Plan
Anticipated in remaining subdivisions of MASP								500	868 is total buildout in MASP. Up to 500 additional units are anticipated.
Other Specific Plans									
Avila Ranch Specific Plan					720				Subject to Phasing Plan. Construction anticipated after 2020
San Luis Ranch Specific Plan					500				Subject to Phasing Plan. Construction anticipated after 2020
Froom Ranch Specific Plan (SFR/MFR)							275		Subject to Phasing Plan. Construction anticipated after 2025. NOT part of CCRC
Other Residential Developments									
Anticipated Single Family Residences								280	Approximately 15 per year (based on permit history)
Santa Rosa Street Infill							25		
Laurel Lane Mixed Use						18			
Fremont Square							19		
Caudill Mixed Use						36			
Bishop Knoll						14			
22 Chorro						26			
Olive Mixed Use						17			
San Luis Square						60			
71 Palomar Ave.					41				
Residences at Grand				4					
1135 Santa Rosa				2					
Iron Works				46					
The Yard				43					
460 Marsh Street				4					
625 Toro		14							
152 Ferrini		3							
135 Ferrini		5							
Monterey Place		30							
Broad St. Mixed Use (3099/3049 Broad)		8							
The Junction		69							
860 On the Wye (860 Humbert)	20								
Moylan Terrace	20								Under Construction
Pacific Courtyards	9								Under Construction
SLO Terrace (Rachel Court)	17								Under Construction
Laurel Creek Project (Avivo Townhomes)	117								Under Construction
Chinatown	16								Under Construction
Garden Street Terraces	8								Under Construction
9 on Rockview	9								Under Construction
South Hills Crossing (313 South)	43								Under Construction
Bridge Street (Terraza)	26								Under Construction
Brownstones	8								Under Construction
Fixlini Tract	6								Under Construction
TOTAL	465	129	530	241	1458	171	319	1051	4,364

RESIDENTIAL UNIT 20-YEAR GROWTH PROJECTION (AS OF APRIL 2016)

<i>Land Use Element 2035 Maximum Dwellings at Build Out</i>	25,762
<i>2015 Total Housing Units</i>	20,966
<i>Total units incorporating construction of all units above (since LUCE adoption, 2014)</i>	25,330
<i>Unit capacity remaining before maximum build out is reached in 2035</i>	432

<i>Existing Population (2014 LUE)</i>	45,541
<i>Anticipated Population at 2035 maximum dwellings</i> <small>(25,762 units X 2.2 people per household)</small>	56,686
<i>Anticipated population with all units constructed above</i> <small>(25,330 units x 2.2 people per household)</small>	55,726
<i>Population capacity remaining before maximum build out is reached in 2035</i>	960

ADDITIONAL GROWTH PROJECTION INFORMATION

Additional growth projection documents are listed below, along with the website address.

- ◆ General Plan Annual Report (growth projections):
www.slocity.org/home/showdocument?id=10775
- ◆ Margarita Area Specific Plan (new residential neighborhood and business park, Prado Road connection): www.slocity.org/home/showdocument?id=4070
- ◆ Avila Ranch Specific Plan (new neighborhood in the planning phase on the periphery of the City): www.slocity.org/government/department-directory/community-development/planning-zoning/specific-area-plans/avila-ranch
- ◆ San Luis Ranch (infill neighborhood near commercial center on Madonna Road, adjacent to existing residential): www.slocity.org/government/department-directory/community-development/planning-zoning/specific-area-plans/san-luis-ranch
- ◆ Orcutt Area Specific Plan (new neighborhood under construction, at the south east edge of the City, east of the railroad tracks):
www.slocity.org/government/department-directory/community-development/planning-zoning/specific-area-plans/orcutt-area