

# Police Department Staffing Needs Assessment

SAN LEANDRO, CALIFORNIA

FINAL REPORT

August 15, 2024

**matrix**   
consulting group

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## 1. Introduction and Executive Summary

Matrix Consulting Group was retained by San Leandro to conduct a Police Department Staffing Needs Assessment. This report presents the current recommended staffing analysis of this endeavor.

### 1. Background and Scope of the Study

This study was commissioned in 2023 to provide an independent and objective assessment of the Police Department's staffing and organizational needs based on the work that staff was handling in each functional area as well as alternatives to current practices. Importantly, the study was to include a review of current staffing, complaint handling, policies, management systems and training.

Critical to this evaluation, however, was to take a new look at policing in the City to ensure that the *status quo* was challenged and new methods of policing were considered.

A renewed focus and scrutiny has been placed on law enforcement in recent years, with increased calls for reform and change in policing, particularly regarding interactions with marginalized communities. Responding to the new environment and facilitating a dynamic shift in the police-community relationship will require a new architecture and novel approaches to policing. This study was designed to ensure that the San Leandro Police Department has appropriate and justifiable staffing levels along with modern management practices.

This final report is designed to provide analysis and support for recommendations for a continual improvement process in everything that the Police Department is and what it does, including accountability, hiring and training, policies, programs and services.

### 2. Methodology Used to Conduct the Study

The project team utilized a number of approaches in order to fully understand the service environment and issues relevant to the study, including the following:

- **In-person and virtual interviews** with the leadership, other managers, and unit supervisors and many staff in the Police Department. Finally, to maximize input, an anonymous employee survey was utilized for all staff to participate in.
- **Data Collection** across every service area in order to enable extensive and objective analysis.
- **Community Input** was sought extensively from the beginning of the project. This included extensive interviews with departmental staff, as well as interviews with

City management and the City Council. We also utilized anonymous online surveys of both department staff and the community. The community survey was available in English, Spanish, and Chinese. Finally, two public meetings were held to get additional community input.

- **Iterative Process** in which the project team first understood the current organization and service delivery system and then assessed current staffing and management needs prior to developing this final report. These interim documents were discussed with City and Police Department management.

This report represents the culmination of this process, presenting the results of our analysis, including specific recommendations for the department on staffing, deployment, and other relevant issues.

### 3. Summary of Major Conclusions and Recommendations

The following recommendations have been made in this report. The report itself should be consulted for the analysis behind these recommendations.

#### Patrol

Maintain current authorized police officer staffing in patrol but create a more robust civilian responder capacity utilizing existing and additional Police Service technicians.

Supplement field operations with two additional FTE Police Service Technicians just working in the field to handle lower priority calls for service, deployed on a 4/10-hour schedule from 0700 to 1700 hours, seven days a week.

Continue to deploy existing Police Service Technicians, when no one is in custody, to handle lower priority calls for service, augmenting the civilian responder program in the City.

Begin collecting effective data on interactions with mentally ill and/or unsheltered individuals within San Leandro.

Increase the current patrol lieutenant staffing by 1 FTE for a total of 4 FTE. Deploy these personnel as outlined by project staff to optimize watch commander and supervision.

Increase the current patrol sergeant staffing by 2 FTE for a total of 7 authorized FTE patrol sergeants.

Maintain the current staffing of the Traffic Unit at 1 FTE Sergeant, and 6 FTE (including 1 FTE CVI officer).

Deploy Traffic Unit personnel on a 2-team, 4/10-hour schedule rotation to achieve target availability and service levels for the community members of San Leandro.

Consider the creation of a Proactive Enforcement Team consisting of 1 FTE sergeant and 3 FTE officers to serve as a proactive, community-centered policing team.

When created, deploy the Proactive Enforcement Team on a flexible, 4/10-hour schedule to optimize service levels of SLPD.

## Investigations

Increase authorized investigative staffing by 2 detectives for a total of 3 sergeants and 12 detectives.

Add an investigative analyst to the Criminal Investigations Division.

Create a victim services unit and staff with a victim services coordinator (a civilian position).

Track unit performance indicators in the crime Suppression / property crimes unit.

Start a victim services unit and staff with a victim services coordinator (civilian position).

Increase staffing by 1 Evidence Technician for a total of 1 supervisor and 4 evidence technicians in the Property and Evidence Unit.

## Services

Increase the speed of the hiring process where possible.

Make conditional offers of employment earlier in the recruiting process.

Document current recruiting efforts and develop a written recruitment plan. Collect data regarding recruitment, contacts, and successful candidates to determine most effective recruitment strategies.

Increase flexibility in work schedules by offering 4-10s or 12s on patrol (subject to collective bargaining).

Ensure that when persons are not in custody they are in the field assisting and covering the response to lower priority calls for service in the expanded alternative response program.

Assign department payroll functions to the civilian Training Coordinator position.

In the Communications Unit, increase staffing by 3 FTE Dispatch positions for a total of 17 FTE.

In the Communications Unit, increase staffing by 1 FTE Communications Supervisor for a total of 3 Communications Supervisor FTE.

In the Communications Unit, increase staffing by 3 FTE Dispatch positions for a total of 17 FTE.

In the Communications Unit, increase staffing by 1 FTE Communications Supervisor for a total of 3 Communications Supervisor FTE.

Prioritize hiring and training permanent Records Clerk positions.

Track all data relating to Records Clerks workload.

Track workload data for Business Management tasks.

### Oversight and Management

Many management foundations of the San Leandro Police Department are sound and meet best or emerging practices. The Department has made many improvements as part of its response to demands for increased accountability and transparency to the public.

As part of the plan for the Community Police Review Board consider the needs for additional staff or contract support.

## 2. Patrol

Field services, patrol, is the core of every police department. They are first responders to crimes or other concerns in the community, and proactively address problems associated with crime, traffic control, and disorder. The project team has developed its analysis of field service needs in two ways in this report – first, utilizing a traditional method of sworn officer response; and secondly, examining alternative response approaches utilizing civilians for lower priority and for mental and behavioral health crises.

### 1. Patrol Workload Analysis

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

#### 1.1 CAD Analysis Methodology

The MCG team has calculated community-generated workloads handled by the SLPD by analyzing incident records in the computer aided dispatch (CAD) database, covering calendar year 2022. For incidents to be identified as community-generated calls for service and included in our analysis, each of the following conditions needed to be met<sup>1</sup>:

- The incident must have been unique and occurred in 2022.
- The incident must have involved at least one officer assigned to patrol, as identified by the individual unit codes of each response to the call.
- The incident type of the event must have sufficiently corresponded to a community-generated event. Call types that could be identified with a high level of certainty as being either self-initiated (e.g., traffic stops) or other kinds of activity generated by the police department (e.g., directed patrol) are not counted as community-generated calls for service.

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<sup>1</sup> San Leandro PD's CAD system presented challenges relating to the data that is included in their database. The only timestamps available to MCG project analysts were a timestamp for the time in which the call was created, and the timestamp for which the call was completed. Lacking from these timestamps were the times that officers arrived on scene and times in which they cleared from the call – two variables integral to the calculation of handling times for primary and backup units. To alleviate these shortcomings, MCG project analysts utilized comparative data from previous clients similar to San Leandro PD. The agencies utilized to establish a feasible handling time were agencies that were 1) suburban in nature, 2) from the State of California, and 3) had a population between 60,000 and 150,000 persons.

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

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

## 1.2 Calls for Service by Hour and Weekday

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

**Calls for Service by Hour and Weekday**

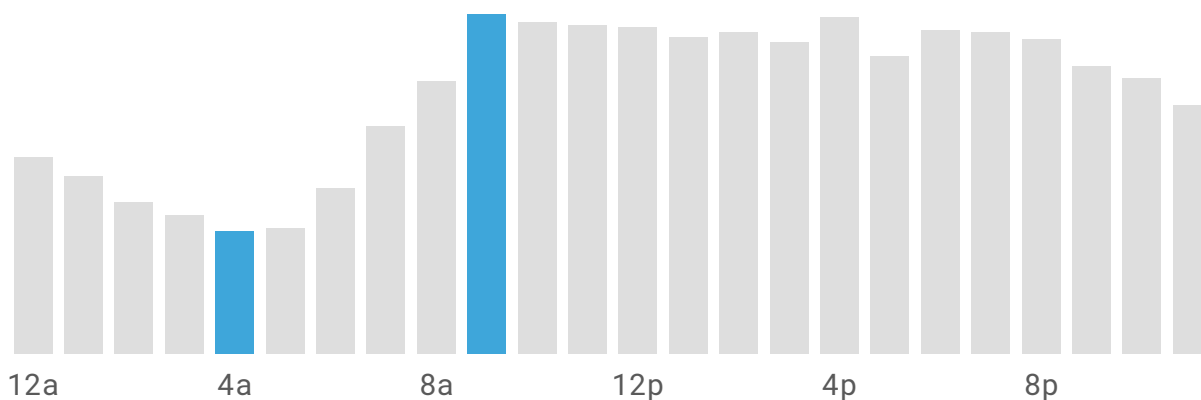
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	162	118	112	106	106	105	155	864
1am	145	106	104	95	90	117	124	781
2am	136	78	85	74	74	94	126	667
3am	109	84	80	51	71	98	119	612
4am	80	72	81	72	70	69	97	541
5am	71	89	82	76	78	79	77	552
6am	102	102	103	97	99	100	128	731
7am	132	177	142	140	135	134	140	1,000
8am	151	170	183	166	166	187	177	1,200
9am	201	219	233	212	212	213	205	1,495
10am	229	221	215	196	179	214	204	1,458
11am	214	231	215	182	198	196	210	1,446
12pm	191	211	200	216	200	205	216	1,439
1pm	193	192	195	170	187	237	221	1,395
2pm	207	180	225	208	179	226	191	1,416
3pm	204	216	192	183	194	200	184	1,373
4pm	235	208	210	211	208	210	201	1,483
5pm	185	213	197	189	186	172	168	1,310
6pm	196	211	226	216	190	189	197	1,425
7pm	222	178	201	202	208	203	203	1,417
8pm	197	196	184	215	210	199	186	1,387
9pm	187	182	194	146	193	168	198	1,268
10pm	168	145	137	154	171	185	252	1,212
11pm	151	121	148	136	146	169	222	1,093
Total	4,068	3,920	3,944	3,713	3,750	3,969	4,201	27,565



As shown in the table above, there were a total of 27,565 calls for service responded to by SLPD patrol units in 2022. In relation to the total calls for service workload experienced by SLPD, patrol units handled 34.3% of all incoming calls (80,202 total incoming calls for service in 2022). These calls for service were most prevalent between the hours of 0900 and 1800, with additional peak calls for service in the late evening and early morning hours of Saturdays. Calls for service were minimal during all early morning hours.

Temporal trends are also shown in the table below (with trough and peak hours in blue):

**Call for Service Activity by Hour**



**1.3 Calls for Service by Month**

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

### Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	2,306	
Feb	2,118	-2.4%
Mar	2,301	
Apr	2,231	
May	2,429	+0.6%
Jun	2,271	
Jul	2,345	
Aug	2,508	+4.2%
Sep	2,325	
Oct	2,428	
Nov	2,106	-2.3%
Dec	2,197	
Total	27,565	

While seasonality trends are not drastic (exemplified by only +/- 2% to 4% variability), the directional trends are as to be expected in the experience of MCG project staff. Calls for service increase during summer months, with few calls for service during winter months.

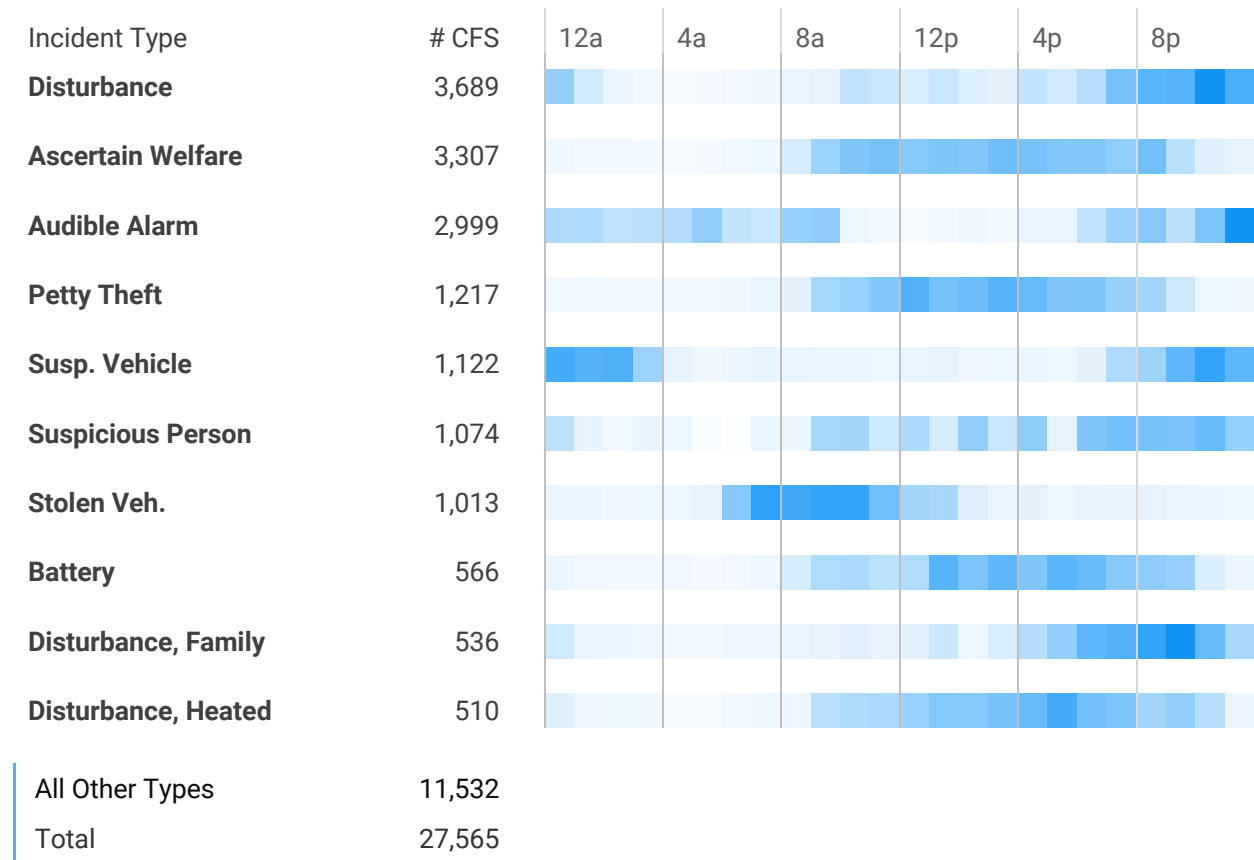
#### 1.4 Most Common Types of Calls for Service

The following table provides the ten most common incident categories of calls for service handled by patrol units over the last year, as well as the average call handling time (HT)<sup>2</sup> for each:

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<sup>2</sup> Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

### Most Common Call for Service Categories



The most frequent call for service categories in San Leandro in 2022 were disturbances, welfare checks, and alarm calls; three types that are frequently found in the most frequent call for service categories in the experience of MCG project staff. The top ten calls for service categories listed above account for 58% of the total calls for service in 2022.

## 2. Analysis of Patrol Resource Needs in the Current Model of Response

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

To provide a high level of service, it is not enough for patrol units to function as call responders. Instead, officers must have sufficient time outside of community-driven workload to proactively address public safety issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the service environment. As

a result, patrol staffing needs are calculated not only from a standpoint of the capacity of current resources to handle workloads, but also their ability to provide a certain level of service beyond responding to calls.

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

## 2.1 Overview of the Resource Needs Analysis

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

- i. The number of community-generated workload hours handled by patrol.
- ii. The total number of hours that patrol is on-duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).
- iii. The remaining amount of time that patrol has to be proactive, which can also be referred to as “uncommitted” time.

This study defines the result of this process as, **patrol proactivity**, or the percentage of patrol officers’ time in which they are *available and on-duty not* spent responding to community-generated calls. This calculation can also be expressed as an equation:

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

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

- Optimal proactivity levels are a generalized target, and a single percentage should be applied to every agency. The actual needs of an individual police department vary based on a number of factors, including:
  - Other resources the police department has to proactively engage with the community and address issues, such as a dedicated proactive unit.
  - Community expectations and ability to support a certain level of service.

- Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.
- Sufficient proactivity at an overall level does not guarantee, based on workload patterns, and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, an agency the size of SLPD should generally target an overall proactivity level of approximately 40% – 45% as an effective benchmark of patrol coverage. This threshold will be utilized throughout the remainder of this analysis as a target proactivity level that SLPD should seek to achieve.

## 2.2 Patrol Unit Staffing and Net Availability

The San Leandro Police Department follows a 12.3-hour shift configuration that assigns personnel to four patrol teams on a fixed basis with fixed workdays. The following table outlines this schedule, showing the number of positions that are assigned to each shift team (including those on long-term and injury leave, but excluding vacancies):

**Patrol Shift Configuration (Current Staffing Levels)<sup>3</sup>**

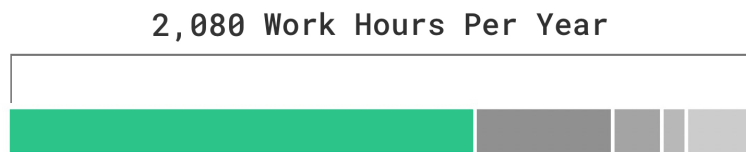
Team	Hours	Start	End	Week 1							Week 2							# Ofc.			
				S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa				
Shift A	12.3	0540	1800																		8
Shift B	12.3	1740	0600																		8
Shift C	12.3	0540	1800																		8
Shift D	12.3	1740	0600																		7

While the table provides the scheduled staffing levels, it does not reflect the numbers that are actually on-duty and available to work on at any given time. Out of the 2,080 hours per year that each officer is scheduled to work in a year (excluding overtime), a large percentage is not actually spent on-duty and available in the field.

As a result, it is critical to understand the amount of time that officers are on leave – including vacation, sick, injury, military, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on administrative tasks such as attending shift briefings. The impact of each of these factors is determined

<sup>3</sup> Figures displayed in the table also include those in injury and long-term leave but exclude permanent vacancies in which the position slot is actually open. Further, this staffing configuration mirrors the staffing levels of emergency staffing protocols of SLPD.

through a combination of calculations made from SLPD data and estimates based on the experience of the project team, which are then subtracted from the base number of annual work hours per position. The result represents the total **net available hours** of patrol officers, or the time in which they are on-duty and available to complete workloads and other activities in the field:



The table below outlines the calculation process in detail, outlining how each contributing factor is calculated:

#### Factors Used to Calculate Patrol Net Availability

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##### **Work Hours Per Year**

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

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

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

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

*Calculated from SLPD data: 346 hours of leave per year*

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

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

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

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

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

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

*Estimated: 67 hours of on-duty training time per year*

### **Administrative Time** (subtracted from total work hours per year)

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

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

*Estimated: 211 hours of administrative time per year*

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### **Total Net Available Hours**

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

*Calculated by subtracting the previously listed factors from the base number:*

**1,436 net available hours per officer**

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

### Calculation of Patrol Unit Net Availability

Base Annual Work Hours		2,080
Total Leave Hours	-	346
On-Duty Training Hours	-	67
On-Duty Court Time Hours	-	20
Administrative Hours	-	211
<hr/>		
Net Available Hours Per Officer	=	1,436
<i>Number of Officer Positions</i>	×	31
Total Net Available Hours	=	44,519

Overall, the 31 SLPD patrol officer positions combine for a total of **44,519 net available hours per year**, representing the time in which they are on duty and able to respond to community-generated incidents and be proactive.

### 2.3 Overview of Call for Service Workload Factors

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

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

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



## Factors Used to Calculate Total Patrol Workload

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### Number of Community-Generated Calls for Service

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

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

*Calculated from SLPD data: **27,565 community-generated calls for service***

### Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp. However, as previously mentioned, the capacity of the SLPD CAD system does not provide this information and, as a result, MCG project staff were not capable to conduct this calculation.

MCG project staff have utilized comparable agencies (see footnote above) to estimate the handling time for primary units per call for service.

*Estimated from comparative agencies: **35.7 minutes of handling time per call for service***

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### Number of Backup Unit Responses

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

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

*Calculated from SLPD data: **0.58 backup units per call for service***

### **Backup Unit Handling Time** (multiplied by the rate)

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

When CAD data lists unique time stamps for each unit on a call (rather than only for the first unit or overall for the call), the handling time calculated individually. In this case, the CAD data did not display the necessary time stamps for this calculation. As a result, MCG project staff utilized the same comparative agencies as outlined in the previous section to achieve an average backup unit handling time, resulting in an overall average of 26.1 minutes per backup unit response.

*Estimated from comparative agencies: **26.1 minutes of handling time per backup unit***

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### **Number of Reports Written**

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

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

*Estimated: **0.33 reports written per call for service***

### **Report Writing Time** (multiplied by the report writing rate)

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

*Estimated: **45 minutes per report***

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### **Total Workload Per Call for Service**

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

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 30,191 total hours in 2022.

*Calculated from previously listed factors: **65.7 total minutes of workload per call for service***

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

These factors are summarized in the following table:

**Summary of CFS Workload Factors**

Total Calls for Service	27,565	} 54%
Avg. Primary Unit Handling Time	35.7 min.	
Backup Units Per CFS	0.58	} 23%
Avg. Backup Unit Handling Time	26.1 min.	
Reports Written Per CFS	0.33	} 23%
Time Per Report	45.0 min.	
<hr/>		
Avg. Workload Per Call	65.7 min.	
<b>Total Workload</b>	<b>30,191 hrs.</b>	

Overall, each call represents an average workload of 65.7 minutes, including all time spent by the primary unit handling the call, the time spent by any backup units attached to the call, as well as any reports or other assignments completed in relation to the incident.

**2.3 Self-Initiated Activity**

The analysis to this point has focused exclusively on the reactive portion of patrol workload, consisting of community-generated calls for service and related work. The remaining available time is referred to in this report as proactive time. Officers need to be able to proactively address public safety issues through targeted enforcement, saturation

patrol, community engagement, and problem-oriented projects. Equally critical to the question of how much proactive time is available is how it is used.

There are some limitations on how the use of proactive time is measured. Not all proactive policing efforts are tracked in CAD data, such as informal area checks, saturation patrol, and some field contacts. However, many officer-initiated activity are recorded, such as traffic stops, predictive policing efforts, and follow-up investigations. CAD data does provide for a significant portion of officer-initiated activity to be analyzed to examined for how utilized uncommitted time is for proactive policing.

#### **2.4 Self-Initiated Activity by Hour and Weekday**

Self-initiated activity displays different hourly trends compared to community-generated calls for service, as illustrated in the following table:

### Self-Initiated Activity by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	56	39	52	58	47	60	58	370
1am	66	23	43	51	36	41	50	310
2am	53	40	30	30	31	40	48	272
3am	39	25	22	17	29	19	47	198
4am	19	12	12	14	10	12	18	97
5am	8	2	12	6	15	6	11	60
6am	20	17	21	19	21	38	26	162
7am	19	14	30	24	47	32	36	202
8am	29	35	47	43	43	43	51	291
9am	38	46	55	55	58	69	67	388
10am	34	61	66	54	71	55	70	411
11am	47	42	48	60	62	82	64	405
12pm	47	52	48	48	53	58	66	372
1pm	30	42	41	51	48	52	44	308
2pm	47	52	54	43	46	71	57	370
3pm	42	51	67	51	61	56	40	368
4pm	47	44	48	59	47	46	43	334
5pm	35	36	37	27	34	31	42	242
6pm	41	53	50	40	40	54	52	330
7pm	49	57	47	52	45	64	62	376
8pm	47	44	53	45	48	61	74	372
9pm	55	44	58	60	55	55	82	409
10pm	58	54	61	45	69	67	71	425
11pm	66	55	43	40	47	55	72	378
Total	992	940	1,045	992	1,063	1,167	1,251	7,450

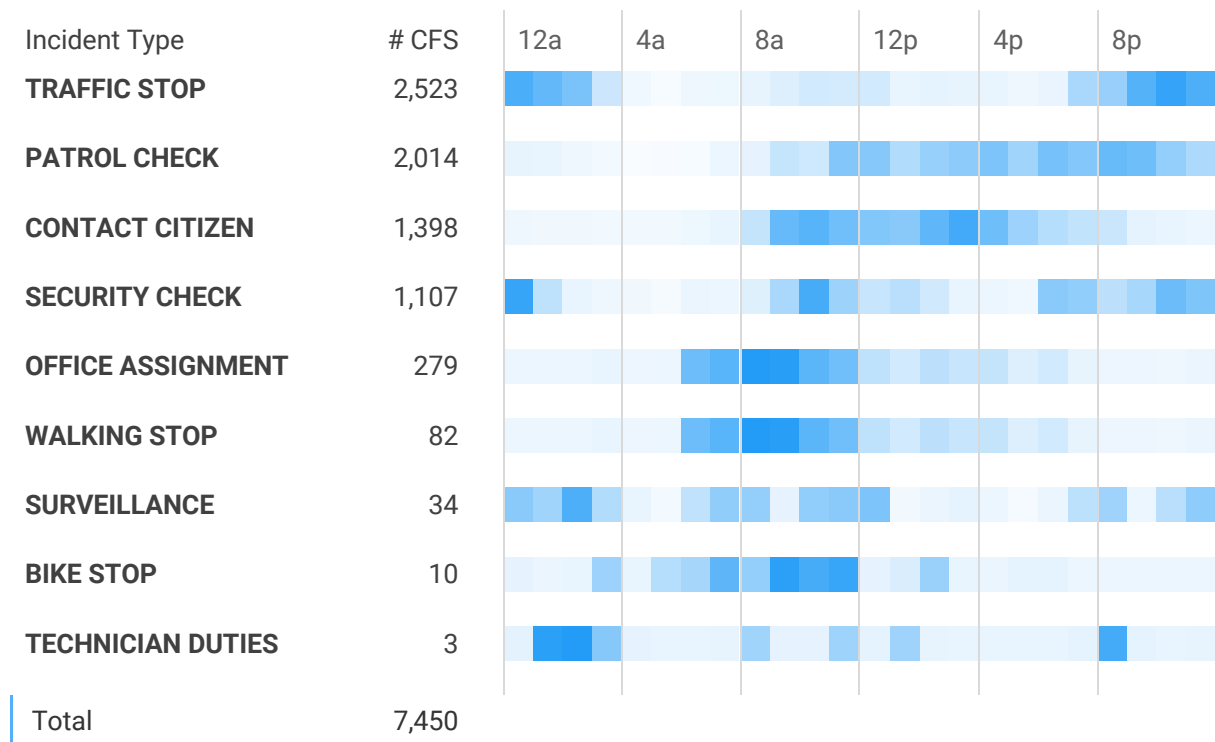
San Leandro PD patrol units initiated a total of 7,450 self-initiated incidents in calendar year 2022. These incidents follow the temporal trends that are as to be expected in a jurisdiction such as San Leandro, with minimal activity during the early morning hours and increased activity during the daytime and evening hours.

Further, the total of only 7,450 incidents reflects the low proactivity levels of SLPD patrol units.

## 2.5 Self-Initiated Activity by Category

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

### Most Common Categories of Self-Initiated Activity



The 7,450 self-initiated instances in calendar year 2022 are outlined in the table above by frequency, as well as showing a heatmap of their prevalence throughout the time of day in which they occurred. Traffic stops were the most frequent self-initiated instance in 2022, accounting for 34% of all self-initiated activity amongst SLPD patrol units.

### 2.6 Calculation of Overall Patrol Proactivity

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

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

### Calculation of Overall Patrol Proactivity

Total Patrol Net Available Hours		44,519
Total Patrol Workload Hours	–	30,191
Resulting # of Uncommitted Hours	=	14,328
Divided by Total Net Available Hours	÷	44,519
Overall Proactive Time Level	=	32.2%

The resulting proactive time level of 32.2% indicates an inability to provide community members of San Leandro with adequate service levels overall – *to respond to calls and to support the community proactively*. As noted earlier, most suburban agencies target between 40% – 45% proactivity on an overall basis.

However, the overall average masks a serious issues – proactivity varies greatly throughout the day and evening.. The table displays proactivity levels in four-hour blocks throughout the week:

### Proactivity by Hour and Weekday

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	56%	65%	68%	74%	72%	65%	53%	66%
6am–10am	43%	35%	36%	41%	41%	39%	38%	44%
10am–2pm	15%	12%	15%	22%	22%	13%	13%	16%
2pm–6pm	19%	22%	21%	24%	26%	21%	27%	24%
6pm–10pm	6%	21%	17%	20%	12%	11%	8%	14%
10pm–2am	27%	46%	49%	50%	45%	34%	12%	38%
Overall	29%	34%	36%	40%	38%	32%	27%	32%

The table above shows that, while the overall proactivity level is low, there are also minimal proactivity levels for most of the day and evening – ranging from only 6% to 27% from 1000 to 2200 in all days.

## 2.7 Patrol Staffing Levels Required to Meet Service Level Objectives

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

The amount of 'buffer' that an agency requires should be based on the historical rate of attrition within patrol. Attrition can take many forms – if it is assumed that the majority of vacancies are carried in patrol staffing, a vacancy at the officer level in any other area of the organization would consequently remove one officer from regular patrol duties. Likewise, promotions would have the same effect, in that they create an open position slot in patrol. Not included, however, are positions that become vacant while the individual is still in the academy or FTO program, and they are not counted in our analysis as being part of 'actual' patrol staffing.

Given these considerations, an additional 8% *authorized* (budgeted) positions should be added on top of the actual number currently filled (actual) positions in order to account for turnover while maintaining the ability to meet the targeted proactivity level. The resulting figure can then be rounded to the nearest whole number, assuming that positions cannot be added fractionally. It is worth noting that the number of officers needed without turnover is fractional, as it is an intermediate step in the calculation process.

These calculations are shown in the following table:

### Calculation of Patrol Unit Staffing Needs at 45% Proactivity

Total Workload Hours		30,191
Proactivity Target		45%
Staffed Hours Needed	=	54,893
Net Available Hours Per Officer	÷	1,436
Turnover Factor	+	8%
Patrol Officer FTEs Needed	=	41



The calculation above outlines the need for a minimum of 41 FTE to be assigned to SLPD patrol units at the 45% target. Even at a 40% proactivity target, 38 officers would be required. Neither proactivity target corresponds to current staffing levels. Clearly, alternative strategies are required to meet community service needs. An alternative strategy is explored in the next section of the report.

### 3. Alternative Approaches to Field Services Involving Civilian Responders

While the previous section has outlined how there is currently a deficient staffing level within SLPD patrol based on current approaches, the following sections analyze opportunities to address this deficiency through a variety of alternative deployment methods. Through extensive staff and community stakeholder input, it is clear that a public-safety oriented approach is desired in San Leandro. As a result, project staff have completed several different analyses that yield recommendations that will tackle crime and justice issues through a variety of means.

The following sections outline an effective public-safety oriented field services model with an emphasis on alternative response, while still providing an outline of two enforcement-oriented field services models that should be considered as well.

#### 3.1 Implementing a Public Safety and Community-Oriented Approach Through Civilian Response to Lower Priority Calls for Service

In the face of modern challenges, reimagining public safety has become paramount for police departments across the United States. With a decline in interest in public safety employment, innovative solutions are imperative. One such groundbreaking approach involves harnessing the expertise of civilian public safety technicians, heralding a new era in law enforcement.

Recruiting and retaining police officers in contemporary America has become an arduous task. A multitude of factors, including intense scrutiny, mental and emotional stress, and the challenging nature of the job, have deterred many potential candidates. Police departments, similar to SLPD, grapple with significant shortages of officers, impacting their ability to ensure public safety effectively.

To alleviate these staffing needs, law enforcement agencies across the country have begun to utilize civilian public safety technicians – individuals equipped with specialized skills but without the full powers of sworn officers. By delegating certain responsibilities to these technicians, police departments can focus their limited resources on tasks that necessitate sworn officers' unique expertise. Civilian technicians can handle non-emergency calls, traffic management, community outreach programs, and administrative

duties. Their specialized training ensures they can handle these responsibilities effectively, promoting public safety in a more nuanced manner.

Importantly, civilian public safety technicians bring a fresh perspective to community policing. With their focus on community engagement, they can build trust and rapport within neighborhoods, addressing issues at the grassroots level. Their non-intimidating presence fosters open communication, enabling residents to express concerns more freely. This engagement creates a symbiotic relationship, wherein civilians actively participate in shaping the safety protocols that affect their lives directly.

Utilizing civilian technicians enables police departments to optimize their resources. Sworn officers can concentrate on high-priority tasks such as emergency responses, and crisis management. By streamlining operations, law enforcement agencies can enhance their overall efficiency, responding more promptly to emergencies while maintaining a continuous, visible presence within communities through civilian technicians.

With these notes in mind, the following sections outline a hybrid staffing model with increased emphasis on police service technicians and their roles and responsibilities that can be applicable to patrol-related operations<sup>4</sup>. The sections below outline the feasibility, and logistical recommendations, of deploying civilian field responders in San Leandro.

### **3.1.1 Feasibility of Implementing Alternative Response Strategies**

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

### **3.1.2 Overview of the Call Diversion Framework**

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

Although this analysis focuses on establishing a civilian field responder classification to handle low-priority calls for service, it is critical to stress that this is part of a greater picture of call diversion. Reducing police workload involves using not only civilian field

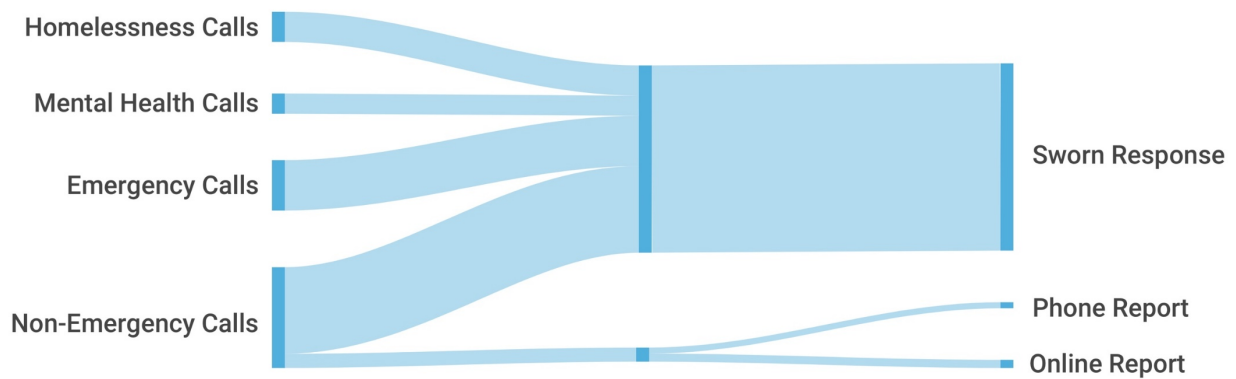
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<sup>44</sup> The roles of Police Service Technicians (PSTs) in San Leandro relating to non-patrol duties will be addressed in other areas and sections throughout this report.

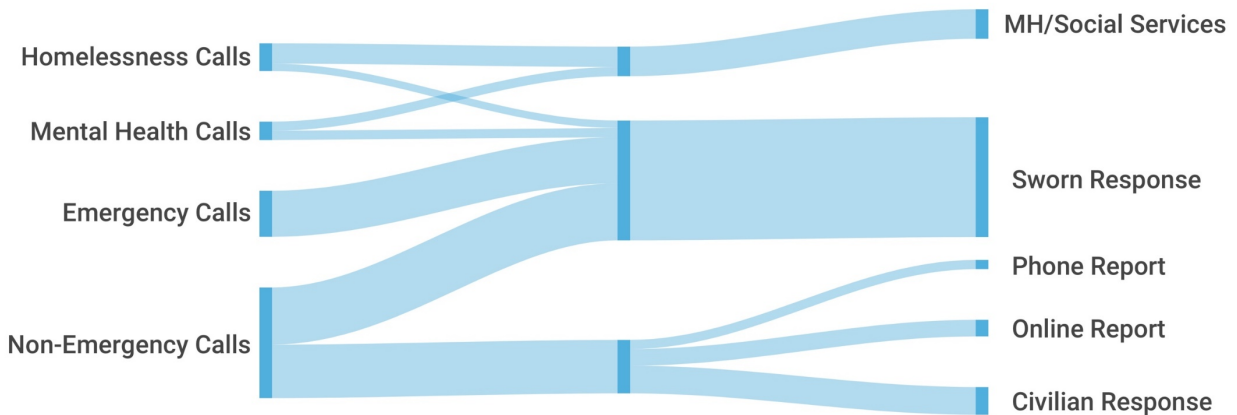
responders, but emphasizing and expanding phone and online reporting, as well as specialized teams to handle calls involving homelessness and mental health issues.

The following diagrams provide an illustrative model for how call diversion can reduce the involvement of police in handling certain types of workload – handling those calls through alternative methods instead of traditional enforcement approaches:

**Before Implementing Call Diversion Approaches**



**After Implementing Call Diversion Approaches**



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

This section examines the feasibility of implementing call diversion, particularly through the establishment (and expansion) of a civilian field responder program that can handle lower-priority calls for service. A comparative survey was utilized by MCG project staff

and the same CAD dataset used for the patrol, was examined to establish the feasibility of alternative response.

### **3.1.3 Building a Call Diversion Program Based on the Experience of Other Agencies**

Before the feasibility of a program can be determined in San Leandro, it is critical to first examine what the scope would actually be comprised of – in terms of which calls the civilian responders could feasibly handle, and how this translates to the call types used in SLPD CAD data.

To better inform the call diversion analysis, the project team used comparative data from other agencies that deploy civilian call responders<sup>5</sup> to handle calls for service in the field. In each of these agencies, CAD data has been analyzed using the same methodology in order to provide for a more level analysis.

While agencies can have vastly different approaches to categorizing calls, many of the types of calls relevant to this analysis are largely congruent across datasets, with differences mainly affecting the striation of severity between call subtypes (e.g., minor and major injury accident categories). To ensure that this is the case, agencies were selected that are in the same state, partly for their similarity in call types, since many reflect penal code numbering systems. Nonetheless, some aggregation of call types was needed in order to group calls under the same broad categories. For instance, one CAD database may have a call type for “Missing Juvenile” but not “Runaway Juvenile”, while others have distinct call types for both.

On the issue of a different state being used, it should be noted that civilian responders would not require arrest or citation powers for the call types in question, thus removing some legal complexity in terms of the state they would be operating in. In addition to being selected from the same state (California), the agencies selected in this comparative context represent similar populations as San Leandro, as shown below:

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<sup>5</sup> Specifically to San Leandro, PST positions would equvalate to Civilian Call Responders.

### Agency Population Comparison – 2021

Jurisdiction	Population
Rancho Cordova	80,413
Roseville	151,901
Mountain View	81,516
West Sacramento	53,637
Average	91,867
San Leandro	88,868
Avg. % Difference	-3.4%

The table above shows that the 2021 population of San Leandro is 3.4% below the average population of the four comparative jurisdictions. The following table summarizes the results of this comparative analysis, showing percentage of calls that were diverted to CSOs in each agency by type of call:

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

Call Type	Rancho Cordova	Roseville	Mountain View	West Sacramento	Avg.	Max
Traffic Hazard	11%		50%		31%	50%
Theft	41%	39%	35%	53%	42%	53%
Accident (Non-Inj.)	22%	14%	42%		26%	42%
Theft From Vehicle	41%	56%	46%	66%	52%	66%
Auto Theft	45%	42%	55%	62%	51%	62%
Recovered Stolen	44%	35%	58%	21%	40%	58%
Lost/Found Property	18%	47%	67%	50%	46%	67%
Graffiti		80%		50%	65%	80%
Vandalism	20%	37%	47%	49%	38%	49%
Runaway/Missing	25%	40%	48%	37%	38%	48%
Burglary-Res.	38%	39%	52%	50%	45%	52%
Burglary-Comm.	60%	39%	60%	50%	52%	60%
Fraud	15%	33%	49%	63%	40%	63%
Parking Complaint		27%	70%		49%	70%
Grand Theft	21%	31%	30%	59%	35%	59%
Accident (Min. Inj.)	15%	12%	47%		25%	47%
Property Pickup	12%		93%		53%	93%
<b>Diversion Rate</b>	<b>11%</b>	<b>10%</b>	<b>29%</b>	<b>12%</b>	<b>16%</b>	<b>29%</b>

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

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

- Lack of on scene suspects/perpetrators; consequently, low risk involved.
- Lack of two conflicting parties (such as in a domestic incident).
- Arrests do not need to be made in responding to the call.

The maximum values are most relevant in this analysis, as they should be the upper potential for call diversion. Lower values could largely be due to insufficient numbers of CSOs on duty, rather than their eligibility to handle the call if another agency is able to divert a much higher percentage.

#### **3.1.4 Analysis of Call Diversion Potential**

Based on the comparative analysis of other departments that deploy CSOs to respond to lower priority calls for service, the project team conducted an analysis of the feasibility of implementing a program with similar scope in San Leandro.

SLPD call types were mapped against the categories used in the comparative analysis, with percentages assigned that reflect rounded values from the upper potential (max) values of the comparative agencies, combined with the experience of MCG project staff and the extensive interviews and field-work that have been completed by project staff in San Leandro. Translating the categories into the call type categorization SLPD uses, the relevant calls are highly similar to those used in the comparative context. It should be of note that, specifically to SLPD, animal control-related calls for service (including 'Lost Pet') were diverted at a rate of 100%, as current practices within SLPD informally dedicates a PST position as an Animal Control Officer.

The following table categorizes them into broader groups, and lists their matching diversion percentage based on the comparative data and experience of MCG project staff:

### San Leandro Call Types Identified for Diversion with Diversion %

Category	Incident Type	% Divertible
<b>Homelessness/Mental Health</b>	Homeless Encampment	50%
	Mental Disorder	50%
	Sleeper	50%
<b>Parking/Minor Traffic</b>	Illegally Parked Vehicle	70%
	Stalled Vehicle	70%
<b>Minor Property Calls</b>	Defrauding Innkeeper	60%
	Insufficient Funds	60%
	Panhandler	60%
<b>Report Call</b>	Stolen Vehicle	65%
	Taking Vehicle Parts	50%
	Vehicle Alarm	50%
<b>Animal Control</b>	Animal Control	100%
	Lost Pet	100%
<b>Technician Duties</b>	Technician Duties	100%
<b>Public Service Calls</b>	Annoying Phone Calls	80%
	Call for Help	80%
	Civil Standby	80%
	Contact Citizen	80%
	Follow Up	50%
	Found Property	70%
	Garbage Dump	70%
	Info	70%
	Vacation Home	90%
	Misc. Public Service	60%
	Muni Code Violation	60%
<b>Property Logistics</b>	Abandoned Vehicles	70%
	Recovered Stolen Vehicle	70%

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

These percentages represent the maximum potential for diversion, rather than what is likely to take place based off staffing, deployment, and other factors.

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

#### Estimated Potential for Non-Emergency Call Diversion in San Leandro

Incident Type	# CFS	% Diverted	# Diverted	Avg. HT (min.)	Workload Hrs. Diverted
STOLEN VEH	1,013	65%	659	65.7	721.6
TAKING VEH PARTS	422	50%	211	65.7	231.0
FOLLOW UP	410	50%	205	65.7	224.5
ILLEGALLY PARKED VEHICLE	320	70%	224	65.7	245.3
HOMELESS ENCAMPMENT	297	50%	149	65.7	163.2
SLEEPER	269	50%	135	65.7	147.8
INFO	219	70%	154	65.7	168.6
CIVIL STANDBY	212	80%	170	65.7	186.2
RECOVERED STOLEN VEH	203	70%	143	65.7	156.6
MISC PUBLIC SERVICE	189	60%	114	65.7	124.8
STALLED VEH	127	70%	89	65.7	97.5
FOUND PROPERTY	120	70%	84	65.7	92.0
MUNI CODE VIOLATION	91	60%	55	65.7	60.2
PANHANDLER	86	60%	52	65.7	56.9
ANIMAL CONTROL	83	100%	83	65.7	90.9
ABANDONED VEHICLES	73	70%	52	65.7	56.9
MENTAL DISORDER	34	50%	17	65.7	18.6
ANNOY PHONE CALLS	30	80%	24	65.7	26.3
GARBAGE DUMP	30	70%	21	65.7	23.0
CALL FOR HELP	30	80%	24	65.7	26.3
VEHICLE ALARM	19	50%	10	65.7	11.0
INSUFFICIENT FUNDS	18	60%	11	65.7	12.0
DEFRAUDING INKEEPER	8	60%	5	65.7	5.5
VACATION HOME	5	90%	5	65.7	5.5
LOST PET	1	100%	1	65.7	1.1
<b>TOTAL</b>	<b>4,309</b>	<b>-</b>	<b>2,697</b>	<b>65.7</b>	<b>2,953.2</b>



This analysis demonstrates that, based on the experience of other agencies, up to 2,697 calls for service could be diverted to civilian response by PSTs within SLPD. This represents about **10% of all calls handled by the department** – an exceptional result that would have significant effects on patrol service levels. These 2,697 calls for service, combined with the current 1,611 calls for service that civilians responded to in SLPD without an effective call diversion program, will result in an effective alternative response strategy that is desired by a majority of stakeholders within the city.

The identified calls represent 2,953 workload hours, the diversion of which would reduce the workload handled by patrol officers and, as a result, increase their ability to be proactive and engage with the community. Further, this alternative response emphasis will work towards addressing service level inadequacies and inequities throughout the city. In isolation – without considering the effect of other recommendations, such as staffing level changes – **diverting 10% of all calls for service would increase patrol proactive time from 32% to almost 39%, significantly improving service levels to the San Leandro community**, as shown in the table below:

#### Calculation of *Adjusted Patrol Proactivity*

Total Patrol Net Available Hours		44,519
Total ( <i>Adj.</i> ) Patrol Workload Hours ( <i>30,191hrs. – 2,953hrs.</i> )	–	27,238
Resulting # of Uncommitted Hours ( <i>Adj.</i> )	=	17,281
Divided by Total Net Available Hours	÷	44,519
<i>Adjusted Proactive Time Level</i>	=	38.8%

The results above support the ability of SLPD to implement an effective Civilian Responder Pilot Program (CRPP). The CRPP will utilize PSTs in a direct operational support capacity to sworn personnel to divert calls for service away from sworn workload.

### 3.1.5 Operational PSTs Deployment Effect on Patrol Needs

As mentioned in previous sections, the deployment of operational PSTs to divert calls for service away from sworn personnel has a major effect on patrol – **increasing their proactive ability from 32% to 39%**. This is still moderately below the ‘optimal’ range of proactivity (45%) but just under the lower end of the target range of 40%.

As a longer range goal, target 45% in proactivity in patrol in a diversified program of sworn and civilian response.

### 3.1.6 Calculating Civilian Responder Staffing Needs in San Leandro

The following table utilizes the diverted calls for service and its associated workload to calculate the number of operational PST FTE *currently needed* in San Leandro. It should be of note that PST net availability was calculated by taking the 1,436 hours of SLPD patrol units with an additional 20 hours to replace the court time. Staffing calculations are provided below:

#### Calculation of *Current* SLPD Operational PST Needs

	#
# CFS Diverted	2,697
Avg. HT (min.)	65.7
Workload Hours	2,953.2
Net Available Hours / FTE	1,456
<b>PST FTEs Needed</b>	<b>2</b>

Results indicate that a total of **2 FTE operational PSTs** should be deployed to divert the public-safety related workload away from sworn police personnel and into the hands of these civilian responders.

It is important to note that existing PSTs currently primarily assigned to the jail should also be utilized to cover shifts, hours, and calls when no one is in custody.

### 3.1.7 Civilian Responder Deployment Schedule

To determine the civilian responder schedule, MCG project staff have utilized the CAD dataset to identify the incidence of lower priority calls for service. The following table outlines the incidence of the 4,309 calls for service identified above by time of day and day of week (this is the total number of lower priority calls, not all of which would be diverted to civilian responders). There is an additional unknown – input from the community meetings held indicated that some lower priority calls receive no response at all from officers. These calls could receive a response in a civilian responder program.

### Public-Safety Calls for Service – 2022

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	10	13	15	16	14	8	12	88
1am	9	11	19	12	9	14	9	83
2am	9	8	12	8	5	6	8	56
3am	11	10	11	9	10	17	11	79
4am	7	12	17	17	7	13	19	92
5am	7	13	12	18	12	11	11	84
6am	17	32	24	30	25	27	28	183
7am	26	54	37	32	43	33	35	260
8am	32	47	39	35	36	31	45	265
9am	54	59	77	44	42	43	55	374
10am	52	41	35	39	37	56	52	312
11am	61	57	39	35	37	48	44	321
12pm	32	31	36	41	31	35	33	239
1pm	35	37	31	20	30	40	24	217
2pm	35	34	32	34	23	29	20	207
3pm	22	28	27	28	28	27	24	184
4pm	32	29	40	38	28	24	28	219
5pm	19	23	29	32	33	14	19	169
6pm	23	35	32	34	26	24	34	208
7pm	19	26	34	20	27	21	29	176
8pm	27	27	27	23	26	21	12	163
9pm	18	21	13	19	27	16	10	124
10pm	13	13	16	17	15	19	13	106
11pm	13	15	24	17	12	7	12	100
<b>Total</b>	<b>583</b>	<b>676</b>	<b>678</b>	<b>618</b>	<b>583</b>	<b>584</b>	<b>587</b>	<b>4,309</b>

The table above shows that these 4,309 calls for service are concentrated between the hours of 0700 and 1700 hours, with slight expansion into the weekend during the same time period. In evaluating optimal deployment times, the table below shows that, using a staggered, 4/10-hour deployment strategy from 0700 to 1700 hours for all seven days a week provides operational PSTs the ability to be on duty for a significant portion of these calls for service:

As a result, the operational PST schedule below should be adopted as a part of the CRPP:

### SLPD Operational PST Recommended Schedule Deployment

Team	Start Time	End Time	Days
PST 1	0700	1700	Sun – Wed
PST 2	0700	1700	Wed – Sat

In summary, the community-oriented approach outlined above provides an effective mix of traditional enforcement personnel (certified police officers) and alternative response personnel (PSTs) to provide San Leandro with a holistic public safety philosophy. Hiring two (2) civilian responders would have positive impacts on community service and officer utilization.

#### 3.1.8 Creating the SLPD Civilian Responder Pilot Program

To evaluate and justify the need to expand the staffing of the SLPD CRPP, a comprehensive approach should be taken. Here are key recommendations to do so:

1. **Program Objectives Clarity:** Clearly define the objectives of the CRPP. These should align with overall public safety goals and community needs.
2. **Baseline Data Collection:** Collect baseline data prior to the pilot implementation. This should include metrics such as response times, types of incidents, community feedback, and current resource allocation.
3. **Continuous Data Monitoring:** Implement a system for ongoing data collection throughout the pilot. This should track similar metrics as the baseline to measure changes and impacts directly attributable to the CRPP.
4. **Performance Indicators:** Establish key performance indicators (KPIs) to assess the effectiveness of the CRPP. These may include response times, resolution rates, community satisfaction, and any reduction in crime or escalation.
5. **Comparative Analysis:** Compare data from the pilot program with traditional response data. This could involve looking at similar incidents handled by both civilian responders and regular police officers in other cities .
6. **Community Feedback:** Collect and analyze feedback from the community. This is crucial for understanding public perception and support for the CRPP.
7. **Cost-Benefit Analysis:** Conduct a cost-benefit analysis to evaluate the financial viability of the CRPP. This should consider the costs of training, salaries, equipment, and any other resources needed for the CRPP.

8. **Risk Assessment:** Evaluate any risks associated with expanding the CRPP, including potential safety concerns for civilian responders and legal liabilities.
9. **Staff Training and Preparedness:** Assess the training and preparedness of civilian responders. Ensure they are equipped to handle the scenarios they will encounter.
10. **Collaboration with Stakeholders:** Engage with key stakeholders, including police officers, community leaders, and policy makers, to gather a range of perspectives and ensure collaborative decision-making.
11. **Scalability Assessment:** Assess the scalability of the CRPP based on pilot data. This includes evaluating whether the CRPP can be effectively expanded while maintaining quality and effectiveness.
12. **Long-term Impact Study:** Plan for a long-term impact study to assess the sustained effects of the CRPP on community safety, public trust, and overall police department efficiency.
13. **Flexibility for Adjustments:** Be prepared to make adjustments based on the findings from the ongoing evaluation. Flexibility is key in responding to challenges and opportunities that arise during the pilot phase.

By following these recommendations, SLPD can make an informed decision about the expansion of the CRPP, ensuring it is beneficial, cost-effective, and aligned with community needs and safety objectives.

#### Recommendation:

Supplement field operations with two additional FTE Police Service Technicians just working in the field to handle lower priority calls for service, deployed on a 4/10-hour schedule from 0700 to 1700 hours, seven days a week.

#### 4. Existing Police Service Technicians

As noted above, currently, Police Service Technicians (PSTs) are utilized for a wide variety of functions throughout SLPD but are primarily responsible for the SLPD Holding Facility and staff the facility for 24-hour 7 day a week coverage. When not assigned to staff the holding facility, PSTs are assigned shifts that mirror the patrol deployment. SLPD is authorized 7 PSTs plus 2 (recently filled) PST Supervisors. PSTs are cross trained for all assigned to a variety of job tasks – 1 PST works primarily Animal Control and 6 staff the Holding Facility. The types of incidents which existing PSTs respond to include:

- Abandoned Vehicle

- Animal Control
- Garbage Dump
- Illegally Parked Vehicle
- Lost Pet
- Municipal Code Violation

The holding facility roles for these staff are examined in a later section of this report.

#### **Recommendation:**

**Continue to deploy existing Police Service Technicians, when no one is in custody, to handle lower priority calls for service, augmenting the civilian responder program in the City.**

### **5. Response to Calls Involving Mental Health Crises and Other Special Needs**

An alternative response model in a police agency also includes specialized approaches to handle calls involving people going through a mental health crisis. Instead of sending armed police officers to every call for service, the alternative response model dispatches specially trained professionals, such as mental health experts, social workers, or crisis intervention teams, to handle situations involving mental health crises, substance abuse, homelessness, and other social or community-related issues.

The primary goal of an alternative response model is to improve public safety and enhance the quality of interactions between law enforcement and the community. By redirecting non-violent and non-criminal incidents to appropriate professionals, police agencies aim to reduce the potential for unnecessary escalation and use of force, while also providing more effective and compassionate support to individuals in crisis.

Alternative response models are often developed in collaboration with community stakeholders, including mental health advocates, social service organizations, and community members, to ensure that the response is tailored to the specific needs and challenges of the community. These models recognize that law enforcement might not always be the most suitable or effective response for situations involving mental health, homelessness, and other social issues, and they seek to create a more holistic and collaborative approach to public safety.

By employing an alternative response model, police agencies aim to foster trust and cooperation between law enforcement and the community, enhance the well-being of individuals in crisis, and contribute to the overall improvement of community safety.

The consideration of alternative response protocols and practices are critical to include in any evaluation of a police agency in contemporary America. In the East Bay, agencies surrounding SLPD have already taken steps in the formulation of these alternative response practices, notably in Oakland and Berkeley. Further, several counties in the Bay Area have implemented alternative response programs (including Contra Costa County).

MCG project staff attempted to analyze 2022 CAD data from SLPD to evaluate the need for the initiation of an alternative response model. However, there is currently a lack of proper data collection regarding these needs in San Leandro. The following table outlines the 2022 calls for service and self-initiated activity for ‘homeless encampment’ and ‘mental disorder’.

**Alternative Response Model Calls for Service and Self-Initiated Instances – 2022**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	0	0	0	1	0	0	1	2
1am	0	0	0	0	1	0	0	1
2am	0	0	0	0	0	0	0	0
3am	0	0	0	1	0	1	2	4
4am	0	0	0	0	1	1	0	2
5am	0	2	1	2	0	0	0	5
6am	2	1	1	3	3	2	0	12
7am	2	1	8	1	6	1	2	21
8am	2	2	14	2	2	3	1	26
9am	3	9	16	8	5	6	8	55
10am	2	3	6	4	7	4	3	29
11am	7	4	4	7	5	9	2	38
12pm	6	6	4	8	4	10	2	40
1pm	2	4	5	4	3	5	2	25
2pm	3	5	6	5	4	5	1	29
3pm	3	0	7	4	1	5	1	21
4pm	3	1	4	5	3	1	2	19
5pm	1	1	3	3	8	1	1	18
6pm	3	3	2	4	5	3	3	23
7pm	0	3	3	5	3	1	8	23
8pm	1	0	1	1	3	3	4	13
9pm	1	0	0	1	1	3	0	6
10pm	0	1	1	0	1	1	2	6
11pm	1	1	1	0	2	0	0	5
Total	42	47	87	69	68	65	45	423

There were 423 incidents in calendar year 2022 for these call types in San Leandro, mostly during the daytime to early evening hours.

While there is currently a lack of data to justify the initiation of an alternative response team, the formulation of this proactive enforcement unit can serve as a springboard in the future for alternative response measures. Seeing as this unit will 1) be deployed seven days a week at optimal times for service-oriented policing measures, and 2) have a goal of establishing effective and consistent communication with the community, this unit can be bolstered in the future with either internal or external social service and/or mental health providers to be deployed in a co-response model.

SLPD administration should seek to immediately begin the collection of data regarding interactions with mentally ill or unsheltered individuals in San Leandro to be able to evaluate the need, or subsequent optimal deployment of alternative response practices in San Leandro. Here are some key data points that SLPD should consider collecting:

1. **Incident details:** Date, time, and location of the interaction, type of call (e.g., mental health crisis, welfare check, disturbance), and the reason for police involvement.
2. **Demographic information:** Age, gender, race, and ethnicity of the individual involved.
3. **Mental health information:** If available and appropriate, document any known mental health conditions or indications of mental health issues observed during the interaction.
4. **Outcome of the interaction:** Whether the individual received appropriate care and assistance, the resolution of the incident, and whether any arrests or use of force were involved.
5. **Use of force:** Record details of any use of force, including the type of force used and the reasons for its application.
6. **De-escalation techniques:** Note if de-escalation techniques were utilized and their effectiveness.
7. **Referrals and resources:** Document any referrals made to mental health professionals, social services, or shelters, and whether the individual received the necessary follow-up support.
8. **Officer information:** Identify the officers involved in the interaction and their training in crisis intervention or mental health response.



9. **Repeat interactions:** Track whether the same individuals are repeatedly involved in interactions, as this may indicate the need for long-term support and intervention.
10. **Community feedback:** Consider gathering feedback from the community, including individuals with mental health or unsheltered experiences, to gain insights into the effectiveness and impact of police interactions.
11. **Officer perceptions:** Encourage officers to report their perceptions and experiences during interactions to identify potential areas for improvement in training and response protocols.
12. **Communication methods:** Note the method of communication used during the interaction (e.g., verbal communication, sign language, interpreters) to address communication barriers effectively.

Additionally, privacy and confidentiality measures should be strictly adhered to when handling sensitive information about individuals' mental health status.

Collecting this data will allow SLPD to assess the need for dedicated response within San Leandro. If the need is established after this data collection, SLPD administration should seek to work collaboratively with mental health professionals and community organizations to develop more appropriate and compassionate responses for individuals facing mental health or homelessness challenges.

### Recommendation:

**Begin collecting effective data on interactions with mentally ill and/or unsheltered individuals within San Leandro.**

## 6. Patrol Management and Supervision

Ensuring that patrol has adequate management and supervision is critical to the effectiveness of patrol operations. An important aspect of this is the span of control for sergeants and lieutenants – too great a span of control results in less oversight for operations' too narrow is a poor use of resources. It is important to note, especially for lieutenants and higher ranks, that 'span of control' includes both direct reports as well as direct responsibilities that may not entail other staff.

### 6.1 Spans of Control at the Watch Commander Level

Currently, lieutenants serve as watch commanders within the San Leandro Police Department. With a current vacancy, there are two lieutenants that are handling watch commander duties while on duty. To alleviate concerns relating to watch command, SLPD should both 1) fill the current vacancy, as well as 2) increase the current authorized

operations lieutenant FTEs by 1 for a total of 4 FTE lieutenants assigned to patrol. On top of implementing an effective watch command structure, this recommendation will allow the assistant chief and chief of police to focus on administrative tasks under their purview, while handling the increasing number of relationships with oversight bodies.

The four patrol lieutenants should be deployed on their current watch command daily rotation, with the following start times:

#### Recommended Watch Command Structure

Assignment	Days	Start Time	End Time
Days 1	Mon - Wed, Alt. Thu.	0600	1800
Days 2	Fri - Sun, Alt. Thu.	0600	1800
Evenings 1	Mon - Wed, Alt. Thu.	1400	0200
Evenings 2	Fri - Sun, Alt. Thu.	1400	0200

This watch command structure is advantageous for several reasons, including:

- The ability of watch commanders to be on duty during times of peak calls for service across all seven days of the week,
- The facilitation of collaboration between watch commanders who share daily rotations, and
- The ability to provide direct watch command supervision for 83% of shift operations.

This watch command schedule should also be paired with the on-call responsibilities that fall on the evening watch commander from 0200 to 0400, transferring to the day watch commander from 0400 to 0600.

## 6.2 Spans of Control at the Sergeant Level

Many of the key drivers of sergeant workloads including report review, use of force and pursuit review, and performance evaluations, scale directly with the number of officers that are assigned to a sergeant. Consequently, the more officers that are assigned per sergeant, the less time that sergeants are able to be out in the field directly supervising them. In general, no sergeant should supervise more than about 9 officers, a threshold that SLPD patrol does not exceed at this time.

These targets should be adjusted based on the administrative duties that sergeants are required to handle. If sergeants handle more responsibilities with significant workloads than is typically the case, then the span of control that an agency should target for should be lower than normal, ensuring that sergeants supervise fewer officers.

Currently, there are 5 FTE sergeants dedicated to patrol (including the shift relief sergeant). In the current climate of policing in America, MCG project staff acknowledge the relevance of maintaining a shift relief sergeant, who, when unassigned to a shift for relief purposes, can maintain and conduct necessary administrative tasks. As a result, this will keep those sergeants assigned to a shift in the field to perform front-line supervisory responsibilities. The recommended deployment schedule above increases the need for patrol sergeants by 2 FTE (to supplement for the additional shifts).

### Recommendations:

**Increase the current patrol lieutenant staffing by 1 FTE for a total of 4 FTE. Deploy these personnel as outlined by project staff to optimize watch commander and supervision.**

**Increase the current patrol sergeant staffing by 2 FTE for a total of 7 authorized FTE patrol sergeants.**

## 7. Traffic Workload Analysis

Previous sections within the patrol analysis presented above have outlined the shortcomings of the computer automated dispatch (CAD) data received by MCG project staff from SLPD administration. Although MCG project staff were able to use comparative handling times on behalf of patrol units, this practice is not feasible due to the self-initiated nature of traffic units. While traffic units are utilized to respond to calls for service, a large majority of their time consists of self-initiated activity. As a result, the following analysis seeks to present analytics revolving around the optimization of traffic unit deployment.

Currently, there are a total of 7 FTE assigned to the Traffic Unit at SLPD. The unit is led by a (1) FTE sergeant, who supervises a total of 6 FTE officers (one of which is dedicated solely to commercial vehicle enforcement). These officers are deployed during the weekdays on a relatively fluid schedule. As such, the following scheduling analysis seeks to outline recommendations revolving around the deployment of traffic units in San Leandro. Further, this scheduling and deployment analysis for the traffic unit is incredibly valuable to SLPD, as one of the top areas for improvement mentioned by valued members of the community was an increase in traffic enforcement.

### 7.1 Traffic Scheduling Analysis

The following table outlines the calls for service and self-initiated activity related to traffic enforcement in San Leandro in calendar year 2022:

### Traffic-related Instances by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	58	29	29	27	22	41	47	253
1am	58	12	26	35	24	27	41	223
2am	51	37	22	10	16	34	49	219
3am	35	21	12	15	10	13	37	143
4am	18	3	5	1	4	4	10	45
5am	4	2	1	3	5	2	3	20
6am	17	5	10	6	11	16	16	81
7am	8	18	16	13	30	42	24	151
8am	16	26	36	31	36	39	36	220
9am	17	23	32	28	29	43	41	213
10am	25	28	27	33	42	46	38	239
11am	32	32	41	38	37	55	42	277
12pm	35	31	33	37	53	38	46	273
1pm	26	24	33	40	37	38	35	233
2pm	44	35	30	28	43	48	43	271
3pm	32	48	42	42	41	26	27	258
4pm	37	39	32	33	36	25	30	232
5pm	19	24	24	20	27	20	27	161
6pm	31	18	22	28	25	39	39	202
7pm	33	31	22	29	35	70	54	274
8pm	39	24	28	19	27	47	59	243
9pm	46	35	36	34	42	45	56	294
10pm	43	32	34	28	54	62	55	308
11pm	51	33	19	19	31	44	58	255
Total	775	610	612	597	717	864	913	5,088

The trends in these traffic-related calls for service are as to be expected in the experience of MCG project staff, with negligible activity in the early morning hours and increased activity throughout daytime and nighttime hours. In the experience of MCG project staff, an agency the size (in jurisdiction and population) of San Leandro should target an availability rate<sup>6</sup> of 60%. However, due to the aforementioned emphasis in both the San Leandro Community Survey and Community Focus Groups completed by MCG project

<sup>6</sup> An availability rate is the percentage of traffic-related calls for service in which a member of the traffic unit is on duty and available to respond/initiate.

staff as a part of the scope of work, MCG project staff have increased this target availability rate to 70%, embracing the service-orientation of SLPD.

In the table above, black borders have been outlined for a sample traffic unit deployment schedule<sup>7</sup> and the associated availability rate is calculated below. For reference and clarity, the table below outlines a proposed 3-team deployment, with associated start and end times, day rotations, and availability factors included:

#### Traffic Unit Proposed Deployment Schedule and Availability Calculations

Team	Days	Start Time	End Time	# Ofc.	Avail. (#)
Team 1	Sun - Wed	0800	1800	2	1,088
Team 2	Wed - Sat	0800	1800	2	1,289
Team 3	Wed - Sun	1800	0400	1	1,562
Total Availability (#):					3,939
Total Traffic-Related CFS/Sl:					5,088
<b>Traffic Availability Rate:</b>					<b>77%</b>

As shown in the calculations above, the utilization of this traffic unit deployment schedule will result in an astounding 77% availability rate, exceeding the 70% target set by MCG project staff, without the need to increase staff dedicated to the traffic unit.

## 7.2 Commercial Vehicle Enforcement

Due to aforementioned shortcomings of the CAD system at the San Leandro Police Department, there is an inability of MCG project staff to evaluate the workload and/or deployment practices of the CVI officer. Routinely, this FTE is deployed Monday through Thursday. MCG project staff recognize the validity of this position, as multiple major highways pass through SLPD's jurisdiction (e.g., I880, I580, etc.).

This position should be maintained moving forward.

### Recommendations:

**Maintain the current staffing of the Traffic Unit at 1 FTE Sergeant, and 6 FTE (including 1 FTE CVI officer).**

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<sup>7</sup> It should be of note that the deployment schedule that has been outlined does expand traffic unit coverage to the weekends, a practice that is currently not utilized at SLPD. This is a practice that must be commenced in order to meet a target availability rate of 70%, as only 66.8% of traffic-related instances take place during all 24 hours of weekdays.

**Deploy Traffic Unit personnel on a 2-team, 4/10-hour schedule rotation to achieve target availability and service levels for the community members of San Leandro.**

## **8. The Feasibility of Establishing a Proactive Enforcement Unit**

Upon completion of the community survey (provided later as an appendix), it became apparent that the San Leandro community expect an increased level of service from their police department. Key findings from the community survey that justify the formation of a proactive enforcement unit are as follows:

- While residents feel safe throughout San Leandro during the daytime, they do not feel safe throughout the city during the nighttime,
- Residents feel that they do not see police patrols throughout their neighborhood on a frequent basis, and
- A large majority of respondents (70%) feel that crime has gotten worse to some degree throughout San Leandro over the past five years.

When taking these findings into consideration, MCG project staff have evaluated the feasibility of creating a proactive enforcement unit, aimed at augmenting patrol to handle changing and repetitive problems in the community.

### **8.1 Proactive Enforcement Philosophy**

The philosophy of a proactive enforcement unit within the San Leandro Police Department should be centered around enhancing public safety, fostering positive community relationships, and preventing crime before it occurs. Here are some key elements that should be incorporated into the philosophy of this specialized unit:

- **Prevention over reaction:** The primary focus of the proactive enforcement unit should be on preventing crime and addressing underlying issues rather than solely reacting to criminal activities. By adopting proactive policing strategies, the unit aims to identify and mitigate potential risks before they escalate.
- **Community-centered approach:** The proactive enforcement unit should prioritize building strong relationships with the community it serves. This involves active engagement with residents, businesses, and community organizations to understand their concerns and needs better. A community-centered approach fosters trust, collaboration, and cooperation, making it easier to address problems effectively.
- **Data-driven decision making:** Utilizing data and intelligence to inform decision-making is crucial for a proactive enforcement unit. Analyzing crime trends,

identifying hotspots, and understanding patterns can guide the deployment of resources and aid in developing targeted strategies to address specific issues.

- **Problem-oriented policing:** The philosophy should embrace problem-oriented policing principles, focusing on understanding the root causes of crime and implementing tailored solutions to address them. The unit should work collaboratively with other agencies and community stakeholders to tackle complex problems effectively.
- **Adaptation to Changing Needs:** The proactive enforcement unit should remain flexible and adaptable to the changing needs and dynamics of the community. Embracing innovation and staying informed about evolving policing practices can lead to more effective outcomes.

In summary, the philosophy of a proactive enforcement unit should be community-oriented, data-driven, and committed to preventing crime through collaboration with the community. By working closely with the community and addressing issues at their roots, the unit can contribute to creating a safer environment.

## 8.2 Establishing a Proactive Team

When funding is available, the City should consider the creation of a proactive team led by a (1) sergeant and three (3) FTE officers. This dedication of personnel will facilitate adequate coverage for both proactive enforcement as well as the ability to participate in relevant community events and/or information gathering sessions outlined in the section above. Their deployment can be either in uniform or 'plain clothes'.

Many communities which have such a team (e.g., Berkeley) utilize them on a flexible schedule to meet changing needs, generally late afternoons and evenings. This also facilitates their ability to meet with community groups.

While this deployment schedule aligns with field workloads, the philosophy of this proactive unit must be service-oriented and in consideration of needs of the community.

### Recommendations:

**Consider the creation of a Proactive Enforcement Team consisting of 1 FTE sergeant and 3 FTE officers to serve as a proactive, community-centered policing team.**

**When created, deploy the Proactive Enforcement Team on a flexible, 4/10-hour schedule to optimize service levels of SLPD.**

### 3. Investigations

The Criminal Investigations Division is led by a Lieutenant and comprised of Property Crimes and Crime Suppression Unit (Authorized staffing of 1 sergeant and 5 detectives), Persons Crimes (Authorized staffing of 1 sergeant, 1 senior detective, and 2 detectives), Special Victim's Unit (Authorized staffing of 1 sergeant and 2 detectives), Crime Analyst, and Property and Evidence (Authorized staffing of 1 supervisor and 3 technicians). There is also an Administrative Assistant assigned. Finally, a part time position is assigned court liaison functions. Staff is comprised of a combination of sworn and non-sworn personnel.

#### 1. Investigations Workload Analysis

##### 1.1 Caseload Data

SLPD provided the project team with the 2022 detective caseload from their records management system (RMS) database. The spreadsheet included data for all investigative units. During interviews it was noted there though units are generally assigned specific cases based on the unit's specialty, there is some overlap based on caseloads and specific case needs. The table indicates the total number of cases and the total cases assigned:

#### 2022 Investigative Caseload

Case Type	#	Percentage Assigned
Total Cases	4,393	N/A
Total Cases Assigned	1,230	N/A
<b>Total</b>	<b>3,163</b>	<b>27.9%</b>

As the table indicates approximately 28% of cases are assigned for full investigations.

##### 1.2 Calculation of Detective Net Availability

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

The impact of each of these factors is determined through a combination of calculations made from SLPD data and estimates based on the experience of the project team, which are then subtracted from the base number of annual work hours per position. The result



represents the total **net available hours** of detectives and other positions, or the time in which they are on duty and available to complete workloads and other activities in the field.

Net availability for detectives is different from patrol, in part because of court and administrative responsibilities. Workloads such as case plans, search warrant execution, and so forth that do not fit directly into case investigative hours are included within an estimated administrative time figure. The table below outlines this process in detail, outlining how each contributing factor is calculated:

#### Factors Used to Calculate Detective Net Availability

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##### **Work Hours Per Year**

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

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

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

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

*From SLPD Data: 346 hours of leave per year*

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

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

*From SLPD Data: 67 hours of on-duty training time per year*

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

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

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

*Estimated: 120 hours of on-duty court time per year*

**Administrative Time** (subtracted from net available hours after leave, court and training hours deducted)

The total number of hours per year spent completing administrative tasks while on-duty, including staff meetings, returning phone calls, emails, search warrant preparation and planning and various other activities including some operations that may not be directly captured in the case hours calculations.

The number is calculated as an estimated 20% of net work hours after other deductions.

*Estimated: 309 hours of administrative time per year*

**Total Net Available Hours**

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

*Calculated by subtracting the previously listed factors from the base number:*

**1,238 net available hours per detective**

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

### Calculation of Detective Net Availability

<b>Base Annual Work Hours</b>		<b>2,080</b>
Total Leave Hours	–	346
On-Duty Training Hours	–	67
On-Duty Court Time Hours	–	120
Administrative Hours	–	309
<b>Net Available Hours Per Detective</b>	<b>=</b>	<b>1,238</b>

Overall, the detectives have approximately 1,238 net available hours per year, representing the total time in which they are able to conduct investigations. These hours will be used in the following sections to analyze detective caseloads.

### 1.3 Caseload Hours

Not all investigative cases require the same number of investigative hours, for example a homicide investigation requires more investigative time (and resources) than a burglary. To factor for this, Matrix Consulting Group developed several case type investigative caseload work hours. The average case hours were developed through dozens of studies and interviews with detectives working on each case type. The following case type caseload workload hours were used to calculate staff resource needs:

#### (1) Homicide

Homicide cases are among the most complex and time-consuming investigations that are conducted. These cases receive a high level of scrutiny and therefore almost all investigative techniques are used. Additionally, because of their complexity they are typically handled by a group of detectives and additional resources are often used. The following table shows a breakdown of approximate caseload hours for a homicide case or officer involved shooting:

<b>Task</b>	<b>Processes Involved</b>	<b>Approximate Time</b>	<b>% of Time Completed</b>
DNA	Evidence to Crime Lab	4 hours	100%
Crime Scene Material	Evidence to Property / Evidence	4 hours	100%
Cell Phones	Cell Phone Downloads, with some taking longer than others.	30 hours	100%

Task	Processes Involved	Approximate Time	% of Time Completed
Video	Review of video recovered from scene and BWC	40 hours	100%
Social Media/Electronic Records/Physical location	Warrants/Subpoenas/Review of Evidence Obtained.	60 hours	100%
Location Data	Warrants/Subpoenas/Review of Evidence Obtained.	40 hours	100%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	100%
Postmortem Exam	Autopsy performed by ME (Detectives observe and consult)	6 hours	100%
Victim / Witness Interview(s)	Interview(s), including report writing.	40 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	12 hours	50%
Jail Call Monitoring	Listen to calls, write reports.	20 Hours	100%
Consult with DA	Conduct follow up, write additional reports.	10 hours	100%
<b>Total</b>		<i>276 hours- If all tasks completed</i>	
<b>On Average</b>		<b>276 hours</b>	

This list is not all inclusive and does not contain all elements and not every homicide will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, social media searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available.

It also assumed that detectives work as a team and not all investigative hours will be worked by a single detective (These are hours for lead detective only). Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the case time estimates and the percentage of the time that each subtask is completed, this translates to approximately **276 hours** allotted per case.

Additionally, on average most departments assign a team of other detectives to assist during the early stages of a homicide investigation which represents approximately 40 hours per investigator assigned.

## (2) Person Crimes

Person crimes cases are treated more seriously by the judicial system and tend to have more witnesses and evidence requiring more time in interviews and recovering and processing evidence than property crimes.

Approximate case hours were developed through numerous interviews with detectives, and are summarized in the following table:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	3 hours	10%
Crime Scene Material	Evidence to property, inspection, and report writing.	4 hours	30%
Cell Phones	Cell phone downloads, with some taking longer than others.	10 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	10 hours	50%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	10 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	20%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	10%
Victim / Witness Interview(s)	Interview(s), including report writing.	2 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	10 hours	10%
Consult with DA	Conduct follow up, write additional reports.	1 hours	20%

Task	Processes Involved	Approximate Time	% of Time Completed
<b>Total</b>	<i>If all tasks completed:</i>	<i>82.0 hours</i>	
	<i>On average:</i>	<i>22.6 hours</i>	

This list is not all inclusive and does not contain all the elements of an investigation and not every case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be using RMS searches, checking association files, receiving informant information, and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Based on the percentage for how often each subtask is completed, each solvable case equates to an average of approximately **22.6 hours**.

### (3) Sexual Assault

Sexual assault and crimes against children are even more complex cases that are treated more seriously by the judicial system; they tend to have less witnesses, thus requiring more time in interviews and recovery and processing of evidence than other person crimes. The following chart describes approximate investigative times for sex crimes:

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

	Processes Involved	Approximate Time	% of Time Completed
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	20%
Sex Assault Kit	Sex Assault Exam including report writing.	6 Hours	90%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	100%
Suspect	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	2 hours	40%
Consult with DA	Review case, perform follow up, includes report writing.	1 hours	20%
<b>Total</b>	<i>If all tasks completed:</i>	<b>65.0 hours</b>	
	<i>On average:</i>	<b>26.6 hours</b>	

This list is not all inclusive and does not contain all elements of all investigations. Not every case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **26.6 hours** per solvable case.

#### (4) Internet Crimes Against Children (ICAC)

Internet Crimes Against Children are complex investigative cases which rely heavily on digital forensic evidence that requires unique processes. These cases are treated more seriously by the judicial system; they tend to have less witnesses, thus requiring more time in interviews, search warrants to be written and recovery and processing of evidence than other crimes. The chart below shows approximate investigative time for ICAC investigations:

	Processes Involved	Approximate Time	% of Time Completed
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	30%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	30%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	30%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	20%
Document / Digital Evidence Review	Review/ recover images, files, and write reports.	30 Hours	100%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	50%
Suspect	Suspect interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	4 hours	10%
Consult with DA	Review case, perform follow up, includes report writing.	4 hours	10%
<b>Total</b>	<i>If all tasks completed:</i>	<b>86.0 hours</b>	
	<i>On average:</i>	<b>44.4 hours</b>	

This list is not all inclusive and does not contain all elements and not every sex assault case will have same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **44.4 hours** per solvable case.



**(5) Burglary / Property Crime**

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

	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	2 hours	20%
Crime Scene Material	Evidence to Property / Evidence, inspection, and report writing.	2 hours	20%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	2 hours	50%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	30%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	1 hours	50%
Suspect Interview	Interview(s), including report writing.	1 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	2 hours	10%
Consult with DA	Review case, perform follow up, includes report writing.	1 hours	10%
<b>Total</b>	<i>If all tasks completed:</i>	<b>51.0 hours</b>	
	<i>On average:</i>	<b>16.9 hours</b>	

This list is not all inclusive and does not contain all elements of all investigations. Not every case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **16.9 hours** per solvable case.

## (6) Financial Crimes

Financial crimes are exceedingly difficult cases to pursue and typically take longer to investigate as much of the evidence has to be subpoenaed or obtained with a search warrant. In addition, much of the evidence belongs to financial institutions and detectives must wait for them to comply with legal requests for information before they can proceed, and this can take weeks to months depending on the type and amount of data requested. They also tend to have much lower solvability rates (approximately 50% less solvable than person crimes). These types of cases typically do not require a detective to respond to a scene and are often handled as follow up a day or more after the occurrence. The following chart details processes and times associated with financial crimes:

	Processes Involved	Approximate Time	% of Time Completed
Document / Digital Evidence Review	Review/ recover financial data, files, and write reports.	12 hours	100%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	10%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	8 hours	10%
Cell Phone / computer evidence	Warrants/subpoenas, including submission and report.	8 hours	50%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	50%
Victim / Witness Interview(s)	Interview(s), including report writing.	2 hours	100%

	Processes Involved	Approximate Time	% of Time Completed
Suspect Interview(s)	Interview(s), including report writing.	2 hours	20%
<b>Total</b>	<i>If all tasks completed:</i>	<i>56.0 hours</i>	
	<i>On average:</i>	<i>29.6 hours</i>	

This list is not all inclusive and does not contain all elements of all investigations. Not every case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **29.6 hours** per solvable case.

#### (7) Domestic Assault

Domestic Assault cases generally require less investigative time because the victim and suspect are known; however, they do require some investigation for successful prosecution. The following chart describes approximate investigative times for these cases:

	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	2 hours	20%
Crime Scene Material	Evidence to Property / Evidence, inspection, and report writing.	2 hours	10%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	2 hours	100%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	4 hours	20%
Surveillance	Surveillance, including locating suspect and report writing.	2 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	100%
Suspect Interview	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	2 hours	10%
Consult with DA	Review case, perform follow up, includes report writing.	1 hours	10%
<b>Total</b>	<i>If all tasks completed:</i>	<i>21.0 hours</i>	
	<i>On average:</i>	<i>8.7 hours</i>	

This list is not all inclusive and does not contain all elements of all investigations. Not every case will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be conducting RMS searches, checking association files, receiving informant information and other investigative techniques (trackers, cell tower data, etc.), if available. Many cases will not require the number of hours listed, but some cases may require significantly more.

Using the above work hour estimates and the percentage of the time that each subtask is completed, this translates to approximately **8.7 hours** per solvable case.

### (8) Missing / Runaway

Missing / Runaway cases typical involve interviewing reporting party, last person to have seen them, checking last known locations, close friends and relatives and entering information into teletype. Depending on leads and investigation required by law or agency policy these cases range from 2 to 4 hours with an average of about **3 hours**.

### (9) General Crimes / Officer Assist

General crimes / officer assists can vary greatly depending on the type of crime or assistance needed. These cases are typically lower-level crimes where some follow up is needed or an officer needs assistance with a case they are working. This can include assisting with a cell phone download, social media, or open sources search, warrant preparation or other investigative techniques. Depending on the type of crime and investigative need these cases take between 2 and 6 hours with an average of **4 hours**.

### (10) Drug Crimes / Officer Assist / Simple Theft

Drug crimes / officer assists can vary greatly depending on the type of assistance needed. These cases are typically lower-level crimes where some follow up is needed or an officer needs assistance with a case they are working. This can include assisting with a cell phone download, social media, or open sources search, warrant preparation or other investigative techniques. Depending on the type of crime and investigative need these cases take between 4 and 8 hours with an average of **6 hours**.

### (11) Inactive / Suspended Case / Information / Referral

Detectives are assigned cases that become inactive or suspended due to no additional leads, lack of victim cooperation or no additional evidence. Though the case does not end up as a prosecutable case, it does require the detective to review the case and to attempt contact with the victim(s) or witnesses. Other cases are for information only or result in a referral to another agency. Depending on the type of crime and investigative need these cases take between 1 and 3 hours with an average of **2 hours**.

## 1.3 Caseload Workload Hours Analysis

As noted above there is some overlap in case assignment. To account for this the project team assessed the total caseload against the total number of assigned investigators regardless of specific unit assignment. The following table shows the likely caseload with case type and hours per case:

<b>2022 Caseload</b>	<b>#</b>	<b>Avg. Investigative Hours</b>	<b>Total Hours</b>
Ag Assault	54	22.6	1,220.4
Arson	7	22.6	158.2
Battery	28	22.6	632.8
Burglary (Inhabited)	11	16.9	185.9
Burglary (uninhabited)	121	6	726
Child / Elder - Abuse / Neglect	26	26.6	691.6
Counterfeit / Forgery / Fraud	19	29.6	562.4
Defacement / Vandalism	21	6	126
Drug Possession	14	6	84
DV / Battery	123	8.7	1,070.1
Extortion	2	29.6	59.2
General Crimes	170	4	680
Homicide	2	276	552
Homicide Assist	2	160	320
Indecent Exposure	9	26.6	239.4
Intimate Touching	12	26.6	319.2
Kidnapping	4	22.6	90.4
Receiving / Possession Stolen Property	6	16.9	101.4
Robbery / Car Jacking	174	22.6	3,932.4
Sex Assault / Abuse	27	26.6	718.2
Theft	362	6	2,172
Weapon Possession Related Crimes	36	6	216
<b>Total</b>	<b>1,230</b>		<b>14,857.6</b>

As the table indicates, the workload for the assigned caseload represents approximately 14,857 hours.

**(1.4) Summary of Workload Hours for the Division**

There are a total of 10 detectives assigned (authorized) to work these cases. Using the previous calculation of net available caseload hours and total 2022 caseload the number of corporals/ detectives needed to investigate the caseload can be determined:

**Calculation of Detective Staffing Needs**

Total Caseload Hours		14,857
<i>Divided by total net available hours for 1 detective (1,230)</i>	÷	1,230
<b>Number of Detectives Needed</b>	<b>=</b>	<b>12.00</b>

As the chart indicates the number of detectives recommended to work the assigned caseload hours assigned is 12 and there are a total of 10 investigative positions currently assigned. Detectives are also responsible for processing evidence, downloading cell phones, reviewing social media posts, interpreting GPS data and analyzing other electronic data in the furtherance of conducting criminal investigations. Many of these tasks could be handled by an investigative analyst. Many agencies are adding investigative analysts to assist investigators with digital evidence processing and other routine tasks. This relieves investigators from performing tasks that are more administrative or specialized and this also helps with current staffing shortages.

#### **Recommendation:**

**Increase investigative staffing by 2 detectives for a total of 3 sergeants and 12 detectives.**

**Add an investigative analyst to the criminal investigations division.**

### **2. Crime Suppression / Property Crimes**

The crime suppression / property crimes investigates property crimes and focuses on street level crimes. The unit has authorized staffing of 1 sergeant and 2 detectives with 1 current vacancy. The unit supports patrol and other investigative units as well.

The crime suppression / property crimes unit focuses on problem locations and repeat offenders which helps to reduce criminal activity. Unlike patrol units, they are not responsive to calls for service which allows them to spend more time on surveillance and other time intensive activities that are necessary to conduct proactive field investigations.

The unit does not track annual statistics or workload. Though there is not a specific target of workload for proactive investigative units like the crime suppression unit, it is helpful to track so that specific progress toward crime reduction or livability goals can be monitored.

#### **Recommendation:**

**Track unit performance indicators.**

### **3. Victim Services**

The San Leandro police department does not currently have a victim services unit. Many agencies use victim services units to contact victims of crimes, offers services and makes referrals. The units are useful in assisting victims of crime who are unsure of the process or in finding services they need. Additionally, they can assist with filling out victim compensation forms.

There are grant opportunities to support the operation of a victim services unit such as The Violence Against Women Act (VAWA) grants that provide assistant to victims of domestic violence and sex assault.

There were 462 Part 1 (most serious) person crimes reported in 2021 which does not include domestic violence victims. In 2022 there were 123 domestic violence cases investigated. The level of activity would support a victim services coordinator.

### Recommendation:

**Create a victim services unit and staff with a victim services coordinator (civilian position).**

## 5. Administrative Assistant and Court Liaison

Investigations has an administrative assistant and a part time court liaison that supports the division. The administrative assistant is assigned to assist special victims while the court liaison assist with case preparation. These position perform a variety of tasks in support of the division, though specific performance measures are not tracked. There are no reported backlogs with current staffing.

## 6. Property and Evidence

Property and Evidence is responsible for taking in property and evidence, properly labelling, and storing property and evidence and disposing of items. The unit is also responsible for digital evidence storage including digital images and body worn camera. The unit consists of 1 supervisor and 3 evidence technicians.

The unit reported the following property and evidence data for 2022:

<b>2022 Property Room Statistics</b>	<b># of Items</b>	<b>Avg. Process Time in minutes</b>	<b>Avg. Process Time in minutes</b>	<b>Total Hours</b>
Intake	5,032	15	75,480	1,258
Returned to Owner	702	30	21,060	351
Destroyed / Disposed	1,625	30	48,750	812.5
<b>Total</b>	<b>N/A</b>	<b>N/A</b>	<b>145,2890</b>	<b>2,421.5</b>

The workload associated with property and evidence represents approximately 1.5 personnel, but this is only a portion of the tasks performed by the unit. The unit also assists with submitting evidence for further analysis and uploading digital evidence. The unit is currently staffed with 1 supervisor and 3 technicians, which is one less staff than they had in 2019.



With current staffing the unit is over capacity with assigned tasks and responsibilities. Adding back an additional evidence technician the unit address more of the excess property and evidence in storage and handle the increasing digital evidence.

**Recommendation:**

**Increase property and evidence staffing by 1 evidence technician for a total of 1 supervisor and 4 evidence technicians in the property and evidence unit.**

## 4. Services

Services is overseen by a Captain reporting to the Chief of Police. The Captain is supported by a Professional Standards Lieutenant position, a Police Support Service Manager and a Police Business Manager. Services is comprised of Professional Standards, Support Services and Business Administration.

### 1. Professional Standards Division

The Professional Standards Division is authorized a Lieutenant, 2 Sergeants, 1 Training Coordinator and a Crime Prevention Specialist. Professional Standards consists of Training, Internal Affairs, Recruiting and Hiring, Jail functions and Crime Prevention. The Lieutenant position is vacant. Lieutenant duties are shared by the Captain and the Professional Standards and Training Sergeants. The Sergeants report directly to the Services Captain.

#### 1.1 Internal Affairs

The Professional Standards Lieutenant tracks complaints for the department utilizing IAPro Blue Team. Minor policy violations and/or complaints are assigned to employee supervisors. Most serious policy violations/complaints are investigated by an outside vendor. The Sergeant prepares investigative case material and schedules interviews for investigators.

SLPD investigated a total of 12 complaints in 2022. Seven minor complaints were investigated by department supervisors and 5 more serious policy violations/complaints, were investigated by outside vendors and the Professional Standards Sergeant. Of those 5 investigations, 2 were investigated by Titan Professional Investigations, 2 were investigated by Jensen Hughes Investigations and 1 by the Professional Standards Sergeant. The below table shows the Internal Affairs Cases and Dispositions.

#### 2022 Internal Affairs Complaint Disposition

	# of Cases 2022	%
Not sustained	2	16.7%
Unfounded	3	25%
Sustained	3	25%
Pending	4	33.3%
<b>Total</b>	<b>12</b>	<b>100%</b>

Completed Investigations are forwarded to the Services Captain for review and then to the Chief. The SLPD Chief determines discipline for cases. The department does not utilize a discipline matrix.

## 1.2 Recruiting and Hiring

The Professional Standards Sergeant has overall responsibility for recruiting and hiring functions within the department. City Human Resources works closely with the Sergeant and manages job announcements and receives applications for all positions. The Sergeant screens all applications for both civilian and sworn positions, schedules interviews, polygraph exams, and psychological exams. Background investigations are completed by an outside vendor.

A recruitment strategy team meets weekly to work on recruiting efforts. The team consists of the Chief, Assistant Chief, Captain, Professional Standards Sergeant, Chief's Administrative Assistant, City Human Resources, and a representative from the City Manager's Office (PIO). The department facilitated the below recruitment processes for 2022:

- Dispatch Supervisor
- Per Diem Dispatcher
- Police Service Technician
- College Interns
- Records Clerk
- Assistant Police Chief
- Dispatch (lateral)
- Dispatch Entry Level
- Police Captain
- Police Officer (lateral)
- Police Officer (academy grad)
- Police Officer (entry level)

The Sergeant attended approximately 10 recruiting events on behalf of the department in 2022. Data is not kept for recruitment events, activities or potential candidate contact information.

The department does not have a formal recruitment strategy and does not keep recruitment data. The City has a dedicated website for information and applications. Matrix staff viewed SLPD social media websites and the city "Wear Our Blue" website.

The City website provides good information about how to apply for sworn positions to include qualifications, expectations and application processes. No posts specific to recruitment were found on SLPD social media posts.

In 2022 SLPD hired 8 sworn and 6 non-sworn personnel.

Difficulty recruiting and retaining law enforcement personnel is a nationwide issue. Police agencies compete to recruit and retain a limited workforce pool. In 2019 both I.A.C.P. (International Association of Chiefs of Police) and PERF (Police Executive Research Forum) conducted studies that found roughly 70% of police agencies had difficulty recruiting qualified candidates. Additionally, studies identified generational differences in work-life balance, the public's image of law enforcement and challenges in hiring processes as contributing factors for hiring difficulties. American First Policy Institute (AFPI) states improving recruiting efforts "requires the effective socialization of job opportunities to communities of interest while also offering appropriate incentives to separate and distinguish a career in law enforcement from competing industries."

In 2019 the Police Executive Research Forum published the following Recruitment recommendations from the 2019 PERF Executive Summary on the (Law Enforcement) Workforce Crisis to assist agencies with recruiting the next generation of law enforcement personnel.

- Monitor Workforce Demographics to stay ahead of workforce trends, collect and analyze data on staffing needs and adjust recruiting strategies.
- Continue to build trust in communities.
- Seek recruits who are comfortable with 21<sup>st</sup> Century Policing and have the skills for it.
- Consider non-traditional benefits in addition to salary.

The International Association of Chiefs of Police created a best practice guide for small departments to assist with recruiting efforts. Below are some of the recommended practices.

### **Identifying Core Department Values**

Identifying core department values help establish a standard for evaluating the recruitment and selection of potential employees. When organizations fail to identify core values and make them an integral part of recruitment and selection hiring mistakes are repeated. Employees identifying with an agency's purpose are more committed to the organization lowering attrition rates.

## Department Brand

Developing an employer brand communicates to potential employees what is like to work for the organization. Agencies developing a strong positive employer brand gives agencies a competitive advantage to recruit high quality candidates.

## Establish Recruitment Techniques

There are several strategies agencies use to reach qualified candidates to include:

- Employee Referral Systems
- Internet and Social Media campaigns
- Youth and apprentice programs
- Designated recruitment officer tasked with ongoing engagement and follow up with applicants.

Agencies successfully recruiting future employees track recruiting efforts, specifically personal contacts to keep recruited persons engaged in the hiring process. New police officers cite consistent engagement and follow up by agency personnel as a factor in keeping them actively interested in working for that agency.

Though there is little research in what works in police recruiting the Dolan Consulting Group surveyed 1,675 officers from throughout the United States between August 2018 and March 2019. The survey asked respondents to indicate their level of agreement with 25 factors that influenced them in choosing a police department to work for. The top 10 answers are presented below with the percentage of officers who responded that as their top reason:

1. The department's or community's size. -65.8%
2. The department's benefits package.- 60.8%
3. The department's pension plan.- 58.5%
4. The department's starting salary. -57.2%
5. This is an exciting place to work -53.5%
6. The department's promotional reputation or prestige. -53.1%
7. This is the community near where I lived at the time. -50.5%
8. The department's promotional or career opportunities. -44.5%

9. This was the first agency to offer me a job. -43.9%
10. The community's level of crime or call activity. -40.8%

As the responses indicate San Leandro may find more effectiveness in recruiting people locally and being competitive with pay and benefits. It is worth noting that the number one reason people chose a department was the size (65%) while 43% of respondents indicated they took the job with the first department to offer them a job. Targeting individuals that indicate they are interested in working for a department or community the size of San Leandro and offering competitive salary and benefits is most likely to increase the number of qualified candidates. Many departments are now offering conditional offers of employment to keep potential candidates interested in their department. Any change in processes that will allow the department to make a job offer earlier may also be of benefit.

SLPD recruiting strategies and efforts need to be formalized and documented. The department does not currently have a written plan or keep any documentation regarding efforts or applicant contacts.

### **Recommendations:**

**Increase the speed of the hiring process where possible.**

**Make conditional offers of employment earlier in the recruiting process.**

**Document current recruiting efforts and develop a written recruitment plan. Collect data regarding recruitment, contacts, and successful candidates to determine most effective recruitment strategies.**

### **1.3 Retention**

Retaining experienced and dedicated police officers is vital for the continuity and effectiveness of any law enforcement agency. Police retention strategies play a crucial role in reducing turnover, maintaining institutional knowledge, and building a resilient and professional workforce.

Though there is commonly a focus on recruiting, retention is critical today because more officers are leaving for other departments or leaving the profession altogether. According to a 2022 PERF survey of 238 police departments there were 50% more resignations in 2022 than in 2019. While there are a number of factors that may be out of the control of local police departments, some factors can be controlled.

Retaining employees is more cost effective than hiring and training new employees. This is especially true when considering the time it takes to recruit officers, train officers, and

then develop them so that they are competent to work alone. This can take up to 2 years depending on department and state requirements.

In interviews conducted with police officers during other studies over the course of the last three years the two issues have remained the most important in retention – pay and work schedule. Officers repeatedly have indicated that competitive pay is important, and they will leave for other departments if there is a large disparity in pay. The second most important is the work schedule as younger employees tend to want a better work-life balance. Offering more than one schedule may increase employee satisfaction.

### **Recommendation:**

**Increase flexibility in work schedules by offering 4-10s or 12s on patrol (subject to collective bargaining).**

#### **1.4 Administrative Duties**

The Sergeant maintains records related to personnel actions. The Sergeant issues uniforms and equipment to new hires and supervises the Crime Prevention Specialist.

#### **1.5 Crime Prevention**

The Crime Prevention Specialist assists the community with residential and business crime prevention efforts to include CPTED (Crime Prevention through Environmental Design, setting up Neighborhood Watches and the United 4Safety Initiative.

The department attends and/or hosts approximately 100 events yearly. Listed below are the department sponsored programs and events.

- Crime Free Business
- Crime Free Multi-Housing
- Business Watch
- Coffee with the Cops
- National Night Out
- Video Surveillance Camera Registration CPTED Home Safety Walks/Visits
- National Night Out
- United 4 Safety
- Recess with the Cops Reading with the Cops Cookies with the Cops Ice Cream with the Cops Pizza with the Cops Coffee on the Go

- Santa on Motors
- Autism Awareness
- Employee Recognition Ceremony Retiree Breakfast
- Volunteer Dinner
- PD Field Trips
- Bring Your Kids to Work Day Multiple Employee Trainings Crime Prevention Meeting
- SLPD Building Dedication
- Hot Rods with the Cops
- Moon Festival
- Cherry Festival
- Bike Safety Day
- Music in the Park
- Neighborhood Watch Meetings (Over 25 a Year)
- It's a Wonderful Night
- Farmers Market (Over 14 a Year), usually 2 per month
- Library reading program
- Library Carnival
- Recreation Summer Kid Camps
- First Responders Event at Heritage Baptist Church (2 Times a Year)
- Kiddie Kollege Safety Day (Multiple Locations)
- Elementary School Safety Days (Multiple Location)
- School Carnivals (Multiple Locations)
- Birthday Drive By's (Multiple Locations)
- Boy/Girl Scout Safety Meetings (Multiple Events)
- Fall Festivals (Multiple Locations)



## 2. Training

The Training Unit provides required skills and knowledge training for sworn members in firearms, defensive tactics, emergency and vehicle operations, legal requirements, and less lethal munitions. Training is staffed with a Training Sergeant supported by a civilian Training Coordinator position. The Training Coordinator position is vacant. A recently retired FTE staffs the position 2 days a week. There are no other FTE assigned to Training duties.

The department utilizes internal collateral duty instructors and outside training instructors to train department personnel. When staffed, the Training Coordinator works with the Training Sergeant to establish the training schedule to ensure personnel are meeting California Post requirements.

The Training Coordinator tracks training hours to keep department personnel in compliance and assists with training class preparation and training travel. As previously stated, this position is currently vacant. A replacement has been selected from the SLPD Records Unit. The Training Coordinator position will be filled when new Records Unit personnel have been cross trained. Workload analysis was not completed for this position.

## 3. Jail Holding Facility

The Training Sergeant oversees the Jail Holding Facility for the department. SLPD utilizes Police Service Technicians (PST) to perform several functions for the department to include Jail functions, Animal Control Services, Vehicle Abatement duties, and responding to low level police calls for service. Police Service Technician positions are organized under Operations on the department organizational chart but report to the Sergeant responsible for Jail Holding Facility functions.

The SLPD Jail facility is operated as a holding facility. Detainees can be held up to 24 hours. Police Service Technicians assigned to the Jail functions work the shifts below to staff the facility 24 hours a day 7 days a week<sup>8</sup>.

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<sup>8</sup> Minimum staffing is 1 Police Service Technician per shift.

Days	Shift	Start Time	End Time
Mon – Th	Day	0630	1630
Mon – Th	Swing	1400	0000
Mon – Th	Midnight	2100	0700
Fri – Sun <sup>9</sup>	Day	0640	1900
Fri – Sun <sup>9</sup>	Night	1840	0700

### 3.1 Holding Facility Operations

Officers bring arrested persons to the holding facility and standby while Technicians search the subject prior to placement in a holding cell. Technicians fingerprint and complete the booking process. Persons held for citable offenses are cited and released from SLPD. All other arrested persons are transported by the Police Service Technicians to the Alameda County Santa Rita Jail after the booking process is complete.

PSTs are responsible to maintain visual checks on detainees during the booking process. The facility is not equipped with cameras to view all cells. PSTs perform the following Holding facility duties:

- Maintain order and discipline in the facility.
- Document incidents in written reports.
- Review legal documents pertaining to detainees and take necessary actions.
- Prepare for transfers to another facility (mostly the Santa Rita Jail).
- Fingerprint and photograph all detainees.
- Clean the facility and ensure equipment is maintained and in working order.
- Maintain supplies associated with the facility.
- Prepare and distribute frozen meals and sandwiches.

PSTs transport approximately twice a day. With only 1 PST on duty, the holding facility closes while the PST is completing transport duties. When PSTs are transporting prisoners, officers bringing in newly arrested persons must wait for the PST to return to process the custody.

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<sup>9</sup> Weekend 12-hour shift staffing alternates every other week to include Thursday through Sunday 12 hours shifts.

The below table depicts the number of numbers of booked, cited, and transported detainees for 2022.

<b>2022 Bookings, Citations and Transports</b>	
Persons Booked	799
Persons Cited and Released	849
Persons Transported to County Jail	415

As can be seen in the above table, an average of two persons are detained each day of the year with an average transport of 1+ trip per day.

The California Board of State and Community Corrections and the SLPD Temporary Custody Policy both stipulate enough personnel shall be employed in each local detention facility to ensure the operations of programs and activities. Both documents state, whenever there is a detainee in custody, there shall be at least one employee on duty at all times who shall be immediately available and accessible in the event of an emergency. When a female is in custody, there shall be at least one female employee immediately available and accessible to such females. Safety checks shall be conducted at least hourly through direct visual observation of all detainees.

When Police Service Technicians assigned to the holding facility are not processing persons in custody, they are tasked with listening to the abandoned auto recorded line from citizens reporting abandoned autos. Police Service Technicians create a call on the board for all abandoned auto calls for someone to respond to issue a citation or mark the vehicle as abandoned.

When available to leave holding facility duties, PST are the primary responders to the abandoned auto calls in addition to call creation. In 2022, SLPD received 2077 abandoned vehicle calls. SLPD does not track how many of the calls were completed by PSTs or patrol officers.

If there are no persons detained in the Holding Facility, Police Service Technicians are also tasked with responding to low level calls for service, as described in a previous section of the report. While not specifically tracked by the Department, it is estimated that up to 60% of their time is in the field.

### **Recommendation:**

**Ensure that when persons are not in custody they are in the field assisting and covering the response to lower priority calls for service in the expanded alternative response program.**

#### 4. Administrative Duties

In addition to Training and Holding Facility oversight responsibilities, the Training Sergeant is tasked with the following administrative duties:

- Issuance of electronic equipment to SLPD employees.
- Liaison for city cell phones and service.
- Preventative maintenance scheduling and vehicle registrations.
- Vehicle radio installation scheduling with the City and radio programming with the County.
- Department payroll ensuring employee hours are correctly entered. (This is a primary duty for the Sergeant.)
- Workers' compensation and leaves from work to include compiling administrative medical information for submission to Human Resources.
- Civil Litigation duties working with the City Attorney to prepare reports and case files for court.

In a smaller department it is common for sworn personnel to be assigned many administrative tasks in addition to oversight and supervision of units and FTE. The SLPD Training Sergeant oversees the department Training program, the Holding Facility and supervises the Training Coordinator and Police Service Technicians. Of the assigned administrative duties above, payroll responsibilities are typically assigned to civilian administrative or support positions. When the Training Coordinator position is filled, payroll functions should be assigned to that position.

#### Recommendation:

**Assign department payroll functions to the civilian Training Coordinator position.**

#### 5. Support Services Division

Support Services consists of the Communications and Records Units led by a civilian Support Services Manager. The Manager is supported by two Communications Supervisors and 1 Records Supervisor.

##### 5.1 Communications

San Leandro Police Department Communications serves as the primary contact and answering point (PSAP) for the city, processing all 911 calls. Personnel are cross trained to take and dispatch calls. SLPD Communications dispatches police calls for service and

transfers EMS and Fire related calls to Alameda County Fire Dispatch. Alameda County Dispatch is also the backup PSAP for SLPD.

Communications is staffed with 2 Communications Supervisors and 14 Dispatchers. Retention and turnover have been significant issues for the unit for the last several months. From February to mid-June of 2023 overnight 911 call taking duties were transferred to Alameda County.

Both Supervisors and 7 of 14 Dispatchers are new to their positions and not fully trained. There are no vacancies in the Dispatch positions, however, 7 dispatchers are in training and not utilized for dispatching duties.

Training requires approximately 8 months of training to be released for call taking and dispatch duties. Not all trainees successfully pass all training phases to be released to Communications dispatch functions. Of the 7 trained dispatchers 4 are designated trainers not able to fulfill dispatch duties due to training responsibilities.

Dispatchers are assigned to 12-hour shifts working Sunday, Monday, Tuesday or Thursday Friday, Saturday. Dispatchers work an 8-hour shift alternating Wednesdays. (Due to staffing shortages the alternating Wednesday shifts are mandated 12 hours until staffing shortages improve.) Shift minimums are 2 per shift. The below table shows the three 12 hours shift configurations.

<b>Su,M,Tu Shift</b>	<b>Hours</b>	<b>Staffing</b>
Day	7am to 7pm	2
Mid	7pm to 7am	2
Relief	10am to 10am	2

<b>Th,F,Sat Shift</b>	<b>Hours</b>	<b>Staffing</b>
Day	7am to 7pm	2
Mid	7pm to 7am	2
Relief	10am to 10am	2

A vacation shift with authorized staffing of 2 is currently unfilled to do the high number of trainees. Backfill for shortages is managed with mandated overtime, Communications Supervisors and the Services Division Manager working shifts taking and dispatch calls for service.

### 5.1.1 Dispatch Training

New hires are assigned a SLPD Trainer and progress through an 8-month training program. SLPD utilizes a training manual and trainees receive regular evaluations through the training process. Trainees attend a 3-week California POST Dispatch class

during the first year for certification. Probation for new Dispatchers is 18 months. All Communications FTE receive at least 24 hours of refresher training every 2 years. Trainers and Supervisors attend additional training for each of those roles.

### **5.1.2 Evaluation of Emergency Communications Workload and Staffing**

Calculating the number of staff needed for dispatch is a matter of combining the workloads for call-taking and dispatching responsibilities. SLPD Communications answers all calls for service for emergency services as well as assisting the public with requests for city resources to include, homeless shelter locations, civil issues, rehabilitation programs, legal aid, and public works emergencies.

SLPD Dispatchers operating in the call taking function create Police, EMS, and Fire calls in CAD prior to sending EMS and Fire calls to Alameda County Fire for dispatch. Police calls for service are dispatched by SLPD Dispatchers.

The project team has utilized emergency communications workload/staffing methodologies in its work with dispatch centers around the country; these methodologies are also supported by the Public Safety Dispatch Professional Association (APCO). Based on emergency communications workloads associated with handling requests for service from the public and supporting officers in the field on the radio, the number of FTE needed for each hour to accommodate this volume can be determined.

For 2022 Communications FTE processed a total of 140,115 incoming and outgoing phone calls. The below table shows the number incoming calls for service for 2022.

## SLPD Calls for Service – 2022

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	440	304	292	305	296	284	376	2,297
1am	364	244	262	287	233	266	315	1,971
2am	337	222	210	200	208	243	299	1,719
3am	250	200	187	163	201	210	271	1,482
4am	191	184	178	172	176	155	213	1,269
5am	181	187	193	191	197	178	204	1,331
6am	222	253	272	289	285	288	256	1,865
7am	275	446	389	392	419	425	324	2,670
8am	344	488	543	495	566	501	452	3,389
9am	440	647	718	649	676	619	517	4,266
10am	521	748	759	720	766	702	611	4,827
11am	520	703	699	691	758	700	565	4,636
12pm	502	697	684	775	707	638	583	4,586
1pm	519	698	690	705	725	674	565	4,576
2pm	561	672	698	739	700	691	584	4,645
3pm	514	667	643	699	674	693	591	4,481
4pm	562	635	650	682	702	674	555	4,460
5pm	514	621	567	548	580	602	569	4,001
6pm	523	556	602	616	593	603	604	4,097
7pm	569	577	558	606	585	612	597	4,104
8pm	538	529	483	503	575	607	589	3,824
9pm	518	507	529	463	538	525	588	3,668
10pm	452	406	437	386	447	532	633	3,293
11pm	409	344	357	325	354	433	523	2,745
<b>Total</b>	<b>10,266</b>	<b>11,535</b>	<b>11,600</b>	<b>11,601</b>	<b>11,961</b>	<b>11,855</b>	<b>11,384</b>	<b>80,202</b>

Dispatchers received 80,202 total calls for service. As can be seen by in the table, highest incoming call volumes occur Monday through Friday from 9am to 5pm. To find the average number of calls per hour, each of the cells for service hours are divided by 52 (weeks per year).

The table below shows the average number of calls received for each hour of the day for 2022.

### Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
12a	8.46	5.85	5.62	5.87	5.69	5.46	7.23
1am	7.00	4.69	5.04	5.52	4.48	5.12	6.06
2am	6.48	4.27	4.04	3.85	4.00	4.67	5.75
3am	4.81	3.85	3.60	3.13	3.87	4.04	5.21
4am	3.67	3.54	3.42	3.31	3.38	2.98	4.10
5am	3.48	3.60	3.71	3.67	3.79	3.42	3.92
6am	4.27	4.87	5.23	5.56	5.48	5.54	4.92
7am	5.29	8.58	7.48	7.54	8.06	8.17	6.23
8am	6.62	9.38	10.44	9.52	10.88	9.63	8.69
9am	8.46	12.44	13.81	12.48	13.00	11.90	9.94
10am	10.02	14.38	14.60	13.85	14.73	13.50	11.75
11am	10.00	13.52	13.44	13.29	14.58	13.46	10.87
12pm	9.65	13.40	13.15	14.90	13.60	12.27	11.21
1pm	9.98	13.42	13.27	13.56	13.94	12.96	10.87
2pm	10.79	12.92	13.42	14.21	13.46	13.29	11.23
3pm	9.88	12.83	12.37	13.44	12.96	13.33	11.37
4pm	10.81	12.21	12.50	13.12	13.50	12.96	10.67
5pm	9.88	11.94	10.90	10.54	11.15	11.58	10.94
6pm	10.06	10.69	11.58	11.85	11.40	11.60	11.62
7pm	10.94	11.10	10.73	11.65	11.25	11.77	11.48
8pm	10.35	10.17	9.29	9.67	11.06	11.67	11.33
9pm	9.96	9.75	10.17	8.90	10.35	10.10	11.31
10pm	8.69	7.81	8.40	7.42	8.60	10.23	12.17
11pm	7.87	6.62	6.87	6.25	6.81	8.33	10.06

As seen above, the highest call volume occurs weekdays from 9am to 5pm. During those hours Communications handled roughly 13.3 calls per hour. In addition to processing all incoming calls and assisting citizens with various requests, call takers set up police calls for service for dispatch.

For Police incoming and dispatch calls for service the analytical process includes taking the number of calls for service per hour and multiplying this by the average time needed to handle the phones and the radio for each call. The following table depicts the total weekly average number of calls for police emergency service handled by dispatch in 2022 (both dispatched and self-initiated):



## SLPD Dispatch Calls Received – 2022

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	162	118	112	106	106	105	155	864
1am	145	106	104	95	90	117	124	781
2am	136	78	85	74	74	94	126	667
3am	109	84	80	51	71	98	119	612
4am	80	72	81	72	70	69	97	541
5am	71	89	82	76	78	79	77	552
6am	102	102	103	97	99	100	128	731
7am	132	177	142	140	135	134	140	1,000
8am	151	170	183	166	166	187	177	1,200
9am	201	219	233	212	212	213	205	1,495
10am	229	221	215	196	179	214	204	1,458
11am	214	231	215	182	198	196	210	1,446
12pm	191	211	200	216	200	205	216	1,439
1pm	193	192	195	170	187	237	221	1,395
2pm	207	180	225	208	179	226	191	1,416
3pm	204	216	192	183	194	200	184	1,373
4pm	235	208	210	211	208	210	201	1,483
5pm	185	213	197	189	186	172	168	1,310
6pm	196	211	226	216	190	189	197	1,425
7pm	222	178	201	202	208	203	203	1,417
8pm	197	196	184	215	210	199	186	1,387
9pm	187	182	194	146	193	168	198	1,268
10pm	168	145	137	154	171	185	252	1,212
11pm	151	121	148	136	146	169	222	1,093
Total	4,068	3,920	3,944	3,713	3,750	3,969	4,201	27,565

Calls for service for police dispatch totaled 27,565 calls in 2022. To find the average number of calls per hour, each of the cells for service hours are divided by 52 (weeks per year). The table below shows the average number of calls received for each hour of the day for 2022.

**CFS by Hour and Weekday (Police CFS)**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
12a	3.12	2.27	2.15	2.04	2.04	2.02	2.98
1am	2.79	2.04	2.00	1.83	1.73	2.25	2.38
2am	2.62	1.50	1.63	1.42	1.42	1.81	2.42
3am	2.10	1.62	1.54	0.98	1.37	1.88	2.29
4am	1.54	1.38	1.56	1.38	1.35	1.33	1.87
5am	1.37	1.71	1.58	1.46	1.50	1.52	1.48
6am	1.96	1.96	1.98	1.87	1.90	1.92	2.46
7am	2.54	3.40	2.73	2.69	2.60	2.58	2.69
8am	2.90	3.27	3.52	3.19	3.19	3.60	3.40
9am	3.87	4.21	4.48	4.08	4.08	4.10	3.94
10am	4.40	4.25	4.13	3.77	3.44	4.12	3.92
11am	4.12	4.44	4.13	3.50	3.81	3.77	4.04
12pm	3.67	4.06	3.85	4.15	3.85	3.94	4.15
1pm	3.71	3.69	3.75	3.27	3.60	4.56	4.25
2pm	3.98	3.46	4.33	4.00	3.44	4.35	3.67
3pm	3.92	4.15	3.69	3.52	3.73	3.85	3.54
4pm	4.52	4.00	4.04	4.06	4.00	4.04	3.87
5pm	3.56	4.10	3.79	3.63	3.58	3.31	3.23
6pm	3.77	4.06	4.35	4.15	3.65	3.63	3.79
7pm	4.27	3.42	3.87	3.88	4.00	3.90	3.90
8pm	3.79	3.77	3.54	4.13	4.04	3.83	3.58
9pm	3.60	3.50	3.73	2.81	3.71	3.23	3.81
10pm	3.23	2.79	2.63	2.96	3.29	3.56	4.85
11pm	2.90	2.33	2.85	2.62	2.81	3.25	4.27

Highest calls for police service occurred 8am to 9pm throughout the week and until midnight on Saturday.

Based on average number of calls handled each hour the number of occupied minutes or workload in each hour can be determined. The number of calls is multiplied by the average number of minutes of average workload. Average minutes of workload consider typical call taking and dispatch processing time for police communications, based on the project team’s experience with scores of similar agencies.

The following table depicts the average number of occupied minutes in each hour for call-taking and dispatch operations:

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
12a	26.48	19.29	18.31	17.33	17.33	17.16	25.34
1am	23.70	17.33	17.00	15.53	14.71	19.13	20.27
2am	22.23	12.75	13.89	12.10	12.10	15.37	20.60
3am	17.82	13.73	13.08	8.34	11.61	16.02	19.45
4am	13.08	11.77	13.24	11.77	11.44	11.28	15.86
5am	11.61	14.55	13.40	12.42	12.75	12.91	12.59
6am	16.67	16.67	16.84	15.86	16.18	16.35	20.92
7am	21.58	28.93	23.21	22.88	22.07	21.90	22.88
8am	24.68	27.79	29.91	27.13	27.13	30.57	28.93
9am	32.86	35.80	38.09	34.65	34.65	34.82	33.51
10am	37.43	36.13	35.14	32.04	29.26	34.98	33.35
11am	34.98	37.76	35.14	29.75	32.37	32.04	34.33
12pm	31.22	34.49	32.69	35.31	32.69	33.51	35.31
1pm	31.55	31.38	31.88	27.79	30.57	38.74	36.13
2pm	33.84	29.42	36.78	34.00	29.26	36.94	31.22
3pm	33.35	35.31	31.38	29.91	31.71	32.69	30.08
4pm	38.41	34.00	34.33	34.49	34.00	34.33	32.86
5pm	30.24	34.82	32.20	30.89	30.40	28.12	27.46
6pm	32.04	34.49	36.94	35.31	31.06	30.89	32.20
7pm	36.29	29.10	32.86	33.02	34.00	33.18	33.18
8pm	32.20	32.04	30.08	35.14	34.33	32.53	30.40
9pm	30.57	29.75	31.71	23.87	31.55	27.46	32.37
10pm	27.46	23.70	22.39	25.17	27.95	30.24	41.19
11pm	24.68	19.78	24.19	22.23	23.87	27.63	36.29

The greatest police CFS workloads are evenly dispersed throughout the week 8 am to 8pm and until midnight on Saturdays.

Since it is not ideal for a dispatcher be on the phone or radio constantly, the combined number of minutes is divided by a target utilization rate – 60% of total time. This means that on average, staff would occupy 35 minutes of each hour taking calls and dispatching, leaving the other 25 minutes free as marginal time to decompress, make outbound calls,

and handle non-dispatch related work. The following table illustrates the need for FTE each hour of the week based on this analysis.

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
12a	1.06	0.77	0.73	0.69	0.69	0.69	1.01
1am	0.95	0.69	0.68	0.62	0.59	0.77	0.81
2am	0.89	0.51	0.56	0.48	0.48	0.61	0.82
3am	0.71	0.55	0.52	0.33	0.46	0.64	0.78
4am	0.52	0.47	0.53	0.47	0.46	0.45	0.63
5am	0.46	0.58	0.54	0.50	0.51	0.52	0.50
6am	0.67	0.67	0.67	0.63	0.65	0.65	0.84
7am	0.86	1.16	0.93	0.92	0.88	0.88	0.92
8am	0.99	1.11	1.20	1.09	1.09	1.22	1.16
9am	1.31	1.43	1.52	1.39	1.39	1.39	1.34
10am	1.50	1.45	1.41	1.28	1.17	1.40	1.33
11am	1.40	1.51	1.41	1.19	1.29	1.28	1.37
12pm	1.25	1.38	1.31	1.41	1.31	1.34	1.41
1pm	1.26	1.26	1.28	1.11	1.22	1.55	1.45
2pm	1.35	1.18	1.47	1.36	1.17	1.48	1.25
3pm	1.33	1.41	1.26	1.20	1.27	1.31	1.20
4pm	1.54	1.36	1.37	1.38	1.36	1.37	1.31
5pm	1.21	1.39	1.29	1.24	1.22	1.12	1.10
6pm	1.28	1.38	1.48	1.41	1.24	1.24	1.29
7pm	1.45	1.16	1.31	1.32	1.36	1.33	1.33
8pm	1.29	1.28	1.20	1.41	1.37	1.30	1.22
9pm	1.22	1.19	1.27	0.95	1.26	1.10	1.29
10pm	1.10	0.95	0.90	1.01	1.12	1.21	1.65
11pm	0.99	0.79	0.97	0.89	0.95	1.11	1.45

For Police CFS and dispatch duties 2 FTE are sufficient to handle police incoming calls and dispatch duties for peak workloads throughout the week.

As the previous tables indicated, Police related calls for service average 4.2 calls per hour 9am to 8pm Sunday through Friday and until midnight on Saturday. Average call loads for **all calls** for service for highest call volumes are 13.3 Monday through Friday 9am to 5pm.

Monday through Friday day shift hours 70% of the incoming calls are not police calls for dispatched response. Call takers occupied with non-police related calls are not able to answer police calls in a timely manner. The National Emergency Number Association (NENA) Standards recommend 90% of 9-1-1 calls be answered within 15 seconds and 95% answered within 20 seconds.

To manage the call taking duties for highest call volume hours minimum staffing should be increased by 1 for a total of 3 minimum Dispatchers for dayshift, 2 for call taking and 1 for dispatch (radio) functions.

To ensure sufficient backfill for vacation, training and other leaves, Vacation Relief staffing should be increased by 1 for a total of 3 FTE for Vacation Relief. The total increase in staffing is 3 Dispatchers for a total of 17 Communications FTE.

### **5.1.3 Communications Supervision and Quality Assurance**

Due to vacancies in both Dispatch and Supervisory positions, Telecommunicator Quality Assurance measures have not been completed for SLPD Communications FTE. The Association of Public Safety Communications Officials (APCO) -National Emergency Number Association (NENA) recommend agencies formally establish and implement a Quality Assurance/Quality Improvement (QA/QI) program with the following goals:

- Identify strengths and areas of improvement for telecommunicators.
- Ensure the integrity of the QA/QI is a clearly defined process.
- Establish written performance standards and implement policies and procedures to maintain the program.
- Ensure case reviews are performed on a regular basis with feedback.
- Ensure staff responsible for quality assurance meet minimum qualifications identified for Quality Assurance Evaluator.
- Review at least 2% of all calls for service.

### **5.1.4 Supervisory Span of Control**

The span of control ratio with current staffing is 1:7, slightly above recommended industry standards for emergency services work. Supervisors are also tasked with training and call taking/dispatch duties due to staffing shortages.

Supervisory staffing should be increased by 1 FTE to reduce span of control ratios and implement a Communications Quality Assurance program.

**Recommendations:**

**In the Communications Unit, increase staffing by 3 FTE Dispatch positions for a total of 17 FTE.**

**In the Communications Unit, increase staffing by 1 FTE Communications Supervisor for a total of 3 Communications Supervisor FTE.**

**5.2 Records**

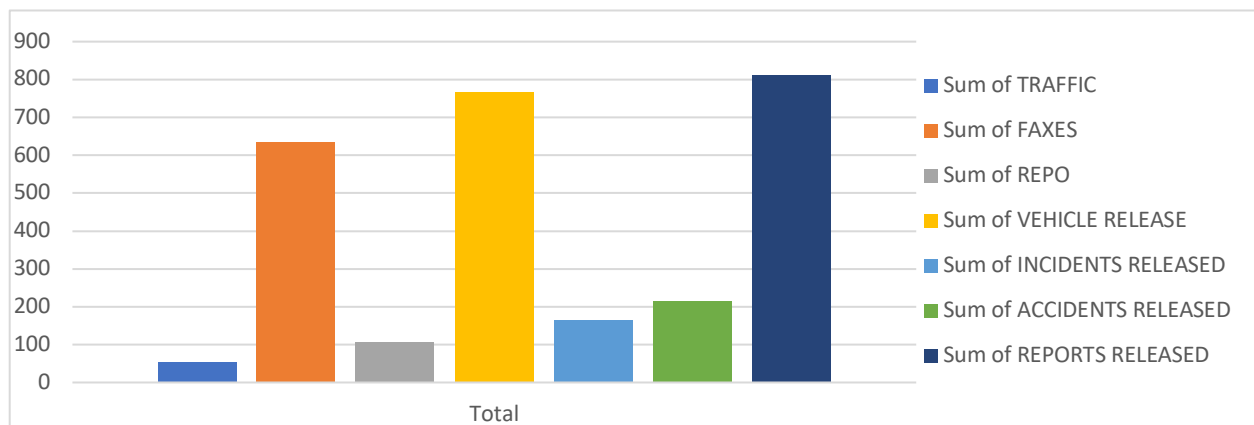
Records is overseen by a records Supervisor and is authorized 5 Records Clerks. There are currently 2 vacant clerk positions. The Records Unit has experienced high turnover rates over the last year. The unit has utilized Police Service Technicians to backfill vacancies. Of the remaining Clerks, one will assume the vacant Training Coordinator position when a Records Clerk replacement is cross trained.

Records is open to the public Monday through Thursday until 9 am to 3pm due to limited staff. Records is staffed Monday to Thursday 3pm to 5 pm and Friday 9am to 5pm for vehicle releases only.

Records Clerks merge police reports, scan documents, complete court, and records sealings and will be responsible for NIBRs as the department transitions to the Federal reporting requirements. SLPD transitioned to New World RMS and is transitioning to NIBRS for Federal Crime Reporting.

SLPD provided 2021 workload data. Records assisted 5956 persons at the counter for 2021. The below chart shows additional Records workloads for 2021.

**2021 Tracked Records Duties**



Vacancies and training new Records Clerks has added workloads to remaining staff and the Records Supervisor. There are backlogs due to the vacancies and training.

The Records Supervisor is also responsible for the following duties:

- DOJ audits and quality checks for all entries to include firearms, warrants, missing and wanted persons.
- Subpoenas for Records.
- Monthly fingerprint report reconciliation for live scan entries.
- CHP pursuit forms in coordination with Communications.
- CAD-911 Recordings for the District Attorney's Office.
- Entry of California Statutes into New World RMS for NIBRs compliance.

A workload analysis was not completed for this unit. When vacancies are filled and new FTE trained, all work tasks should be tracked to better analyze Records workloads. SLPD should prioritize permanently filling Records Clerk Positions. Records work is complex and requires significant training to be proficient. Training temporary personnel is not an efficient use of a Records Supervisor/Trainers' time and does not address long term Records workloads.

### Recommendations:

**Prioritize hiring and training permanent Records Clerk positions.**

**Track all data relating to Records Clerks workload.**

## 6. Business Manager

The Business Manager is responsible for overseeing the department budget to include:

- Reviewing historical budgets and projecting department needs for the upcoming fiscal year.
- Meeting with managers to plan for future expenditures.
- Management of current budget object codes.
- Creating vendor contracts.

The Business Manager is also responsible for the following:

- Department grant management and compliance.
- Management of asset seizure account.
- Department billing payment and invoicing.

- Department purchase orders and acquisitions.

Workload data was not provided for this position. An Administrative Specialist I from the investigation unit supports this position completing billing for the department allowing the Manager to focus on budget duties, grants, and contracts. Workload data should be tracked for duties assigned to this position.

**Recommendation:**

**Track workload data for Business Management tasks.**



## 6. Management Systems

Management systems includes the complaint process, policies, and training. These important management systems are interrelated and have a direct impact on service delivery to the community.

### 1. Training

As noted earlier, training is overseen by a training sergeant who is supported by a training coordinator. The department averages 67 hours of training per officer annually, which is above average for comparable departments. Recent topics covered include:

- Crisis Intervention Training
- Outward Mindset Training
- Defensive Tactics
- Emergency Vehicle Operations
- Tactical Communication
- De-escalation
- Implicit Bias Policing

These classes covered many of the current issues in today's policing environment. The emphasis of the training is reducing use of force and improving community relations.

The department develops an annual training plan based on current needs or issues the department is trying to address and includes state required training. Recent subjects have included de-escalation and updated use of force. The Chief and command staff assist with developing the training plan. The department also roll call briefing / training as needed and each day officer's complete policy training when logging onto their computers. The department uses best practices in developing training and all officers are current on training. One issue affecting training is a long-term vacancy in the training coordinator position which impacts training records maintenance and access.

### 2. Policies

The San Leandro police department uses Lexipol for policy updates and compliance. The department uses all Lexipol policies as a template and makes modifications to reflect specific SLPD practices. All department policies are up to date and complies with best

practices. The department exceeds most departments in transparency by posting proposed policy changes online for comment prior to implementation.

The department's Mission Statement currently states: We are committed to providing professional police services and safety to our community in a manner in which we, ourselves expect. This statement, while simple, includes an emphasis on treating others as you wish to be treated. The department is in the process of updating their mission statement.

The Core Values of the department are listed as:

**TEAMWORK** – San Leandro Police Department values teamwork which fosters cooperation through a positive work culture and partnership with the community. We encourage and share ideas and goals, while respecting diversity and individuality.

**INTEGRITY** – The San Leandro Police Department values ethical and honest employees who are dependable to the organization and the community we proudly serve.

**PROFESSIONALISM** – We honor the professional standards of the law enforcement community and proudly adhere to the Law Enforcement Code of Ethics in the service we provide. We value quality training for personal and professional growth and hold ourselves and each other accountable for maintaining high standards.

**SERVICE** – We are committed to providing quality service in a timely manner using technology as a valuable resource.

The core values of the department are mention respecting diversity and individuality which are important elements of any core value.

Department policies were specifically reviewed for critical issues such as bias based policing, use of force, and the complaint process. The following critical policies were reviewed:

**The Use of Force policy (300)** is up to date, includes de-escalation and specific reporting requirements.

**Conducted Energy Device (304)** states a warning “should” precede its application unless it would otherwise endanger the safety of officers or when it is not practicable due to the circumstances. The policy states the purpose of the warning. The policy outlines possible uses without a warning which are in line with current training and policy of most departments. Since exceptions for giving a warning are listed, the policy could be strengthened by “requiring” a warning be given unless the already noted circumstances are occurring.

The policy also lists special deployment considerations when the use of the device should generally be avoided which include:

- (a) Individuals who are known to be pregnant.
- (b) Elderly individuals or obvious juveniles.
- (c) Individuals with obviously low body mass.
- (d) Individuals who are handcuffed or otherwise restrained.
- (e) Individuals who have been recently sprayed with a flammable chemical agent or who are otherwise in close proximity to any known combustible vapor or flammable material, including alcohol-based oleoresin capsicum (OC) spray.
- (f) Individuals whose position or activity may result in collateral injury (e.g., falls from height, operating vehicles).

These deployment considerations fall within best practice and in line with the manufacturers recommendations on use. The policy also covers multiple use and post deployment care.

**Domestic Violence (311)** outlines procedures to be followed on domestic violence calls with stated guidelines “necessary to deter, prevent and reduce domestic violence through vigorous enforcement and to address domestic violence as a serious crime against society. The policy specifically addresses the commitment of this department to take enforcement action when appropriate, to provide assistance to victims and to guide officers in the investigation of domestic violence.” This is critical policy statement with a purpose to reduce domestic violence.

**Hate Crimes (319)** outlines what is considered a hate crime and provides a guideline for handling these sensitive cases. The stated purpose of the policy is “to meet or exceed the provisions of Penal Code § 13519.6(c) and provides members of this department with guidelines for identifying and investigating incidents and crimes that may be motivated by hatred or other bias.”

**The Bias Based Profiling policy (402)** specifically prohibits biased based policing and profiling.

**The complaint policy (1012)** requires all complaints to be accepted and documented. Each complaint receives an investigative number. Minor complaints are handled while serious complaints are investigated by a third party.

All SLPD policies are up to date and cover all aspects of modern policing, though policy 304 Conducted Energy Device could be strengthened to include “shall” rather than “should” give warning prior to use unless the other conditions are occurring.

### 3. Complaint Handling

As noted in the policy section in policy Personnel Complaints (1012) all complaints are accepted by the department. All complainants are to be contacted by the department within 24 hours of notification of a complaint. The department has a complaint form posted online and all officers / personnel are directed to receive complaints or to direct any potential complainant to the appropriate supervisor.

Once a complaint is received the professional standards lieutenant reviews the complaint and forwards minor complaints back to the members command for investigations. The serious complaints are then investigated by a third party for final investigation. Allegations of criminal wrongdoing are referred to the chief who determines next investigative steps within handled internally or by another department.

Once a complaint investigation is complete the complaining party will be contacted within 30 days and notified of the outcome of the complaint / investigation. These are aggressive timelines and result in keeping complaining parties apprised of the complaint process.

As noted earlier the Professional Standards Lieutenant tracks complaints for the department utilizing IAPro Blue Team. Minor policy violations and/or complaints are assigned to employee supervisors. Most serious policy violations/complaints are investigated by an outside vendor. The Sergeant prepares investigative case material and schedules interviews for investigators.

The department had a total of 12 cases in 2022 with 8 completed and 4 pending. The department uses third party investigators to conduct serious complaint investigations. 25% of complaints were sustained, which is within a normal rate based on numerous studies.

The department follows several best or emerging practices:

- All complaints are documented.
- All investigations are tracked.
- Serious complaints are investigated by an outside agency / organization.
- There are investigative timelines.

- Complaints are kept informed during the process.
- The department takes all complaints.

The San Leandro police department follows best or emerging practices.

#### 4. Community Police Review Board (CPRB) and the Independent Police Auditor

The City of San Leandro created a Community Police Review Board (CPRB) and an Independent Police Auditor in 2021 to increase Police Department accountability and transparency – two critical elements on modern policing since President Obama’s Commission on 21<sup>st</sup> Century Policing report in 2015 and in the aftermath of the death of George Floyd in 2020. These two functions work in tandem to provide oversight to the integrity of the complaint handling process as well as policy review.

##### 4.1 Community Police Review Board

The purpose of the CPRB is to increase public trust, increase accountability, ensure that police operations reflect community values, and, in cooperation with the Independent Police Auditor, ensure prompt, impartial, and fair investigations of complaints brought by members of the public against San Leandro Police employees. The CPRB is comprised of nine (9) members appointed by the City Council. The meet monthly.

The roles of the CPRB are as follows:

1. To receive community feedback and complaints, and refer them for further review, as appropriate, to the Independent Police Auditor or the internal affairs function of the Police Department.
2. To receive reports from the Independent Police Auditor regarding personnel discipline and complaints, critical incidents, police department policies, and other law enforcement matters.
3. To evaluate Police Department policies of compelling community-wide concern based on trends and data
4. To make recommendations to the City Manager on the job requirements, application process, and evaluation criteria of candidates for the Chief of Police, when vacancies occur
5. To create and implement an annual work plan that consists of a community outreach plan to assure all members of the community have an opportunity to share concerns about policing.

It is important to note that the CPRB was created at a difficult time, as the City was emerging from Covid-19 and the re-emergence of public participation. They have spent much of the past year obtaining full membership, training of members, and developing policies, goals and objectives.

They have no staff to assist in this except to the extent that the Independent Police Auditor assists with the complaint handling process. In spite of that, the Independent Police Auditor provides direct support to the CPRB in the form of training and guidance. An Assistant City Manager also provides organizational support to the CPRB at their meetings and is their direct liaison with the City.

#### **4.2 Independent Police Auditor**

The Independent Police Auditor is an independent position, under contract to the City, and reporting directly to the City Manager. It was created by the ordinance adopted by the City Council which also created the nine member Community Police Review Board. The roles of the Independent Police Auditor are, as follows:

1. To serve as the law enforcement subject matter to the board
2. To review San Leandro Police Department investigations
3. To observe critical incidents
4. To audit the San Leandro Police Department
5. To provide evaluations of cases and publish public reports
6. To conduct independent investigations
7. To recommend improvements to policies, procedures, and training
8. To produce reports regarding reviews conducted

As indicated above, the Community Police Review Board and the Independent Police Auditor are new functions for the Police Department and the City. Work plans, formalized roles, schedules, and reporting are still being determined.

Once a work plan is implemented that includes not only reviews of citizen complaints, but also policies, training, community protection goals, the demands on the Independent Police Auditor and the City may be increased. Additional staff or contract support needs to be evaluated as part of the final CPRB plan.

**Recommendation:**

**As part of the plan for the Community Police Review Board consider the needs for additional staff or contract support.**

## Appendix A: San Leandro Employee Survey Report

The Matrix Consulting Group (MCG) was retained by the City of San Leandro (CA) to complete Staffing Needs Assessment of the San Leandro Police Department (SLPD). The scope of work included a survey to gauge the attitudes of the employees of the department in various topics about the Department and serving the community. An employee survey is important in any police study today.

Initial invitations were distributed to SLPD employees on March 20, 2022, with the survey closing on April 7, 2023. Of the 104 total invitations sent to SLPD employees, there were a total of 67 responses (either partial or complete) received by the project team, resulting in a response rate of 64.4%. This response rate is acceptable for analysis according to best practices.

### Key Highlights

While many of these topics are expanded upon in the following sections, there are several key takeaways to note:

- SLPD employees feel that they provide a high level of service to the community and that community policing practices are emphasized on behalf of the SLPD,
- SLPD employees feel that they are provided the technological resources necessary to complete their job tasks adequately and efficiently,
- SLPD employees in general expressed discontent with several key topics, such as:
  - Training for employees,
  - Hiring practices throughout the Department,
  - The clarity of communications from the top of the organization,
  - Staffing throughout the organization, and
  - The resources provided to the Department by the City of San Leandro.
- Patrol staff expressed concerns regarding:
  - The availability of proactive time to address problems in the community,
  - The availability of backup units when needed,
  - Response times to low priority calls for service,
  - The adequacy of the current patrol shift schedule, and
  - The efficiency of information flow between patrol and investigations staff.



## Employee Survey Results

Responses are organized into sections based on question topic/themes. MCG project staff arrived at these specific questions and themes after consultation with members of SLPD administration during the early stages of the project.

### 1. Respondent Demographics and Background Information

This section provides information relating to the demographics and background information of responding employees of SLPD. These demographics will be utilized to construct crosstabulations of viable responses in succeeding sections.

Of the 104 responding employees, there were a total of 41 (61%) sworn employees compared to 26 (39%) of civilian employees.

Employee Status	%	#
Sworn Employee	61.2%	41
Civilian Employee	38.8%	26
<b>Total Respondents</b>	<b>100.0%</b>	<b>67</b>

A large majority of respondents indicated being a male (52%), followed by Female respondents (27%). Three employees (5%) indicated they identify by an 'Other' gender, while 11 respondents (16%) declined to answer the question.

Employee Gender	%	#
Male	52.2%	35
Female	26.9%	18
Other	4.5%	3
Prefer Not to Answer	16.4%	11

Most responding employees indicated that they have served SLPD for 15 years or more (33%), followed by a relatively equal number of respondents indicating that they have served SLPD for less than 5 years (28%). Eleven respondents (16%) have served SLPD between 5 and 10 years, while another 9 respondents (13%) have served between 11 and 15 years. The remaining 6 respondents (9%) declined to answer the question.

Employee Tenure	%	#
Less than 5 years	28.4%	19
Between 5 and 10 years	16.4%	11
Between 11 and 15 years	13.4%	9
15 years or more	32.8%	22
Prefer Not to Answer	9.0%	6

A large majority of respondents are sworn line staff (Officer or Detective) (39%), followed by Civilian, Non-supervisory personnel (25%). Sworn Supervisory personnel accounted for 12% of the respondents. A total of 14 respondents (21%) declined to answer the question.

Employee Current Rank	%	#
Civilian: Non-Supervisory	25.4%	17
Civilian: Supervisory	3.0%	2
Sworn: Police Officer or Detective	38.8%	26
Sworn: Sgt., Lt., Dep. Chief, or Chief	11.9%	8
Prefer Not to Answer	20.9%	14

A total of 41% of respondents indicated obtaining, at least, a 2-year college degree. Eighteen respondents (27%) indicated that they had only completed some college, while 3% of respondents (n=2) have obtained a High School Diploma. Twenty-five respondents (37%) have acquired a 4-year college degree while another three respondents (5%) indicated that they have completed Graduate School.

Employee Level of Education	%	#
High School Diploma	3.0%	2
Some College	26.9%	18
2-year Degree	10.5%	7
4-year Degree	37.3%	25
Graduate School	4.5%	3
Prefer Not to Answer	17.9%	12

Most respondents (32%) indicated that they were White, followed by respondents of an 'Other' race (15%) and Hispanic/Latino respondents (14%) and. Sixteen respondents (24%) declined to answer this question.

Employee Race	%	#
White	31.8%	21
Black	10.6%	7
Asian	3.0%	2
Hispanic or Latino	13.6%	9
Indian	1.5%	1
Other	15.2%	10
Prefer Not to Answer	24.2%	16

Respondents from the Patrol Division accounted for more than half of respondents (62%), as to be expected as it is the largest Division in the agency. This was followed by Services Division respondents (30%) and respondents from the Chief's Office/Administrative

Services (8%). There were no respondents from either the Investigative Division, or Business Services<sup>10</sup>.

Employee Current Assignment	%	#
Chief's Office/Administrative Services	7.6%	5
Operations Division	62.1%	41
Services Division	30.3%	20
Investigative Division	0.0%	0
Business Service	0.0%	0

## 2. Employee General Opinions

The following section reports on responses to general opinion questions that were presented to responding employees. The general topics section was asked to all employees, regardless of current assignment, while subsequent sections outlined below presents questions to those employees with specific employee demographics.

Questions regarding these topics were asked in statement form, asking respondents to indicate their level of agree (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed.

### General Opinion Matrix

General topics cover topics such as community relations, training, operations, organization, and communication. Results are presented in the table below:

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<sup>10</sup> As a result of the lack of representation from these two groups, crosstabulations of this demographic category will not be utilized in further sections of the employee survey report.

#	Statement	SD	D	A	SA	NO
1	The San Leandro Police Department provides a high level of service to the community.	8%	34%	36%	17%	6%
2	Community policing is a high priority for the San Leandro Police Department.	4%	17%	58%	15%	6%
3	In general, the San Leandro Police Department has a good relationship with the community.	0%	21%	55%	17%	8%
4	I receive enough training to be effective at my job.	25%	36%	32%	8%	0%
5	I have the technology necessary to complete my job tasks adequately and efficiently.	9%	28%	55%	4%	4%
6	The San Leandro Police Department's hiring practices bring in the best officers/employees for the job.	25%	36%	23%	9%	8%
7	There is clear communication from the top of the organization.	60%	28%	11%	0%	0%
8	Supervisory spans of control are adequate.	28%	28%	36%	0%	8%
9	Support functions ... are adequately staffed to ensure the maintenance of service level goals. <sup>11</sup>	47%	45%	4%	2%	2%
10	The City ... has done an adequate job in providing resources ... to the growing demand in San Leandro. <sup>12</sup>	60%	30%	8%	0%	2%
11	San Leandro PD is adequately staffed to handle the emerging needs of the San Leandro community.	83%	15%	2%	0%	0%

<sup>11</sup> Full question: Support functions outside of the Operations Division are adequately staffed to ensure the maintenance of service level goals.

<sup>12</sup> Full question: The City of San Leandro has done an adequate job in providing resources to the police department to respond to the growing demand in San Leandro.

Responding employees indicated having high levels of agreement relating to the following topics:

- SLPD provides a high level of service to the San Leandro community and has a good relationship with community members,
- SLPD emphasizes Community Policing principles throughout the Department, and
- Employees feel that they have adequate technological resources to complete their work tasks adequately and efficiently.

While these topics exhibit high levels of agreement amongst SLPD staff, there are also a variety of areas identified by MCG project staff as opportunities for improvement within SLPD. These topics are listed and expanded upon in the section below.

**General Topics Opportunities for Improvement**

Expansion of these areas are listed on a question-by-question basis. Expansion is constructed across relevant employee demographic and background information collected at the onset of the employee survey. Only relevant findings are portrayed.

**#4: “I receive enough training to be effective at my job.”**

Most respondents (60%) disagreed or strongly disagreed with the statement above regarding training at SLPD. These findings are relatively consistent throughout the entire agency; however, findings across rank show slight inconsistencies, as shown below:

Employee Current Rank	SD	D	A	SA	NO
Civilian: Non-Supervisory	21%	29%	29%	21%	0%
Civilian: Supervisory	0%	50%	50%	0%	0%
Sworn: Police Officer or Detective	37%	37%	26%	0%	0%
Sworn: Sgt., Lt., Deputy Chief, or Chief of Police	17%	50%	33%	0%	0%
Prefer Not to Answer	17%	33%	42%	8%	0%

As shown above, there are more negative outlooks regarding training amongst sworn staff (line-level and supervisory) compared to civilian SLPD staff members.

**#6: “The San Leandro Police Department’s hiring practices bring in the best officers/employees for the job.”**

As before, 60% of respondents disagreed or strongly disagreed with the statement above regarding the hiring practices of the Department. These findings were consistent across all relevant demographic categories, as exemplified by the findings across employee tenure categories shown below:

Employee Tenure	SD	D	A	SA	NO
Less than 5 years	22%	33%	28%	6%	11%
Between 5 and 10 years	43%	29%	14%	0%	14%
Between 11 and 15 years	40%	20%	40%	0%	0%
15 years or more	17%	39%	22%	22%	0%
Prefer Not to Answer	20%	60%	0%	0%	20%

None of the employee tenure categories have less than 55% disagreement and upwards of 80% disagreement.

**#7: “There is clear communication from the top of the organization.”**

An overwhelming majority of respondents disagreed or strongly disagreed with the statement above regarding the clarity of communication from the top of the organization. Findings across employee demographic categories show that there is consistency in disagreement across all employee demographic categories, as exemplified below:

Employee Current Rank	SD	D	A	SA	NO
Civilian: Non-Supervisory	64%	14%	21%	0%	0%
Civilian: Supervisory	50%	50%	0%	0%	0%
Sworn: Police Officer or Detective	63%	26%	11%	0%	0%
Sworn: Sgt., Lt., Deputy Chief, or Chief of Police	50%	50%	0%	0%	0%
Prefer Not to Answer	58%	33%	8%	0%	0%

**#8: "Supervisory spans of control are adequate."**

Just over half of respondents (57%) disagreed or strongly disagreed with the adequate of supervisory spans of control throughout the organization. Crosstabulations show (below) that these findings vary across employee ranks:

Employee Current Rank	SD	D	A	SA	NO
Civilian: Non-Supervisory	43%	21%	36%	0%	0%
Civilian: Supervisory	0%	100%	0%	0%	0%
Sworn: Police Officer or Detective	11%	16%	58%	0%	16%
Sworn: Sgt., Lt., Deputy Chief, or Chief of Police	67%	17%	17%	0%	0%
Prefer Not to Answer	25%	50%	17%	0%	8%

Of note is the increased level of disagreement throughout both civilian (100%) and sworn (84%) supervisory ranks.

**#9: “Support functions outside of the Operations Division are adequately staffed to ensure the maintenance of service level goals.”**

A supermajority of respondents (92%) disagreed or strongly disagreed with the above statement regarding the adequacy of staffing throughout support functions at SLPD. Findings across relevant employee demographics exhibit consistency across all employee demographics, exemplified by the table below showing findings across employee ranks:

Employee Current Rank	SD	D	A	SA	NO
Civilian: Non-Supervisory	50%	36%	7%	0%	7%
Civilian: Supervisory	100%	0%	0%	0%	0%
Sworn: Police Officer or Detective	37%	58%	0%	5%	0%
Sworn: Sgt., Lt., Deputy Chief, or Chief of Police	33%	67%	0%	0%	0%
Prefer Not to Answer	58%	33%	8%	0%	0%

Both civilian and sworn personnel of all ranks disagree or strongly disagree with this statement at an increased and consistent rate.

**#10: “The City of San Leandro has done an adequate job in providing resources to the police department to respond to the growing demand in San Leandro.”**

As before, a supermajority of respondents (91%) disagreed or strongly disagreed with the statement above relating to the resource support given to SLPD by the City of San Leandro. As to be expected, these findings are consistent across all employee demographics. Findings across employee tenure categories are provided below for context:



Employee Tenure	SD	D	A	SA	NO
Less than 5 years	56%	33%	11%	0%	0%
Between 5 and 10 years	57%	14%	14%	0%	14%
Between 11 and 15 years	80%	20%	0%	0%	0%
15 years or more	61%	33%	6%	0%	0%
Prefer Not to Answer	60%	40%	0%	0%	0%

**#11: “San Leandro PD is adequately staffed to handle the emerging needs of the San Leandro community.”**

Almost all respondents (98%) disagreed or strongly disagreed with the statement above relating to the adequacy of SLPD staffing levels to handle the emerging needs of the community of San Leandro. Again, as to be expected, these findings are consistent across all employee demographic categories, as exemplified by findings across employee ranks presented below:

Employee Current Rank	SD	D	A	SA	NO
Civilian: Non-Supervisory	64%	29%	7%	0%	0%
Civilian: Supervisory	100%	0%	0%	0%	0%
Sworn: Police Officer or Detective	84%	16%	0%	0%	0%
Sworn: Sgt., Lt., Deputy Chief, or Chief of Police	100%	0%	0%	0%	0%
Prefer Not to Answer	92%	8%	0%	0%	0%

## General Opinions Open-Ended

At the conclusion of the general opinions multiple-choice section, respondents were provided the opportunity to expand upon any of the addressed topics. Responses (16) underscored the trends outlined in the previous section – indicating a lack of satisfaction with the level of staffing (both sworn and civilian support roles) throughout the San Leandro Police Department, as well as the lack of communication throughout the organization. Responses also mentioned the effect that the lack of sufficient staffing has had on key principles and practices such as community policing efforts.

### 3. Patrol Specific Questions

MCG staff and SLPD administration also selected a bank of questions to ask specifically to patrol officers of SLPD. These questions are pertinent to gauge opinions relating to daily operations of patrol efforts and services directed toward citizens of San Leandro.

#### Patrol Demographics

In total, 41 personnel indicated being currently assigned to patrol and responded to this bank of questions. These respondents were spread across all three shifts currently deployed by SLPD, as shown in the following table.

Patrol Shift	%	#
Weekdays	55.6%	20
Weekends	30.6%	11
Other (no shift)	13.9%	5
Total	100.0%	36

#### Patrol Multiple Choice Matrix

These multiple-choice questions were also asked in statement form like the general opinion questions were above, asking patrol officers to indicate their level of agreement with said statement (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed.

#	Statement	SD	D	A	SA	NO
1	We have sufficient proactive time available to address problems in the community.	38%	35%	14%	5%	8%
2	Most of the time, there are adequate backup units available.	22%	54%	16%	0%	8%
3	Our response times to lower priority calls are adequate.	14%	54%	24%	0%	8%
4	Our response times to higher priority calls are adequate.	0%	27%	49%	14%	11%
5	Our current shift schedule allows for officers to complete an adequate amount of work responsibilities.	14%	35%	27%	3%	22%
6	Our shift schedule allows for adequate work / life balance.	70%	16%	5%	3%	5%
7	The amount of overtime I am required to work is reasonable.	5%	32%	46%	5%	11%
8	Patrol Sergeants have an adequate presence in the field.	8%	27%	49%	3%	14%
9	Crime intelligence officers assigned to each shift are utilized in a proper fashion.	0%	41%	41%	0%	19%
10	Information flows efficiently back and forth between patrol and investigations.	14%	38%	41%	0%	8%

Results presented above show that patrol officers had a positive outlook and high levels of agreement relating to topics such as 1) response times to high priority calls for service, 2) the reasonableness of expected overtime hours, 3) the presence of patrol Sergeants in the field, and 4) the proper utilization of crime intelligence officers assigned to each shift.

While there were several positive findings presented above that SLPD Command Staff should attempt to build on, there were also areas in which high levels of disagreement amongst responding patrol officers present opportunities for improvement that SLPD administration can focus on improving in the future. These topics are identified and described in depth in the following section.

### Patrol Areas for Improvement

Expansion of these areas are listed on a question-by-question basis. Expansion is constructed across relevant employee demographic and background information collected at the onset of the employee survey. Only relevant findings are portrayed.

**#1: “We have sufficient proactive time to address problems in the community.”**

A large majority of respondents (73%) disagreed or strongly disagreed with this statement relating to the sufficiency of proactive time available to address problems throughout the San Leandro community. These findings are consistent across all relevant employee demographics, as exemplified by findings across employee tenure categories presented below:

Employee Tenure	SD	D	A	SA	NO
Less than 5 years	50%	36%	14%	0%	0%
Between 5 and 10 years	33%	33%	0%	0%	33%
Between 11 and 15 years	67%	33%	0%	0%	0%
15 years or more	15%	31%	23%	15%	15%
Prefer Not to Answer	50%	50%	0%	0%	0%

**#2: “Most of the time, there are adequate backup units available.”**

More than three quarters of respondents (76%) disagreed or strongly disagreed that there are adequate backup units available in patrol. This finding, as before, is consistent across all relevant employee demographics. Findings across patrol shifts are shown below for context:

Patrol Shift	SD	D	A	SA	NO
Weekdays	25%	55%	20%	0%	0%
Weekends	18%	64%	18%	0%	0%

**#3: “Our response times to lower priority calls for service are adequate.”**

While SLPD patrol respondents felt that their response to high priority calls for service is adequate, 68% of respondents did not express the same sentiment regarding their response to low priority calls for service. These findings, consistent with above, are found throughout all employee categories. Findings across patrol shifts are shown below:

Patrol Shift	SD	D	A	SA	NO
Weekdays	15%	60%	25%	0%	0%
Weekends	18%	64%	18%	0%	0%

**#5: “Our current shift schedule allows for officers to complete an adequate amount of work responsibilities.”**

Just under half of respondents (49%) disagreed or strongly disagreed with the statement above regarding the shift schedule’s ability to allow officers to complete an adequate amount of work responsibilities. While this is less than half, MCG project staff felt inclined to investigate further due to the increased level of ‘No Opinion’ responses. Findings show that there is variation across employee tenure categories, as shown below:

Employee Tenure	SD	D	A	SA	NO
Less than 5 years	21%	64%	14%	0%	0%
Between 5 and 10 years	0%	0%	67%	0%	33%
Between 11 and 15 years	0%	67%	33%	0%	0%
15 years or more	0%	62%	23%	0%	15%
Prefer Not to Answer	50%	25%	25%	0%	0%

These findings show that early tenured employees (less than five years) and tenured employees (between 11 and 15 years and 15 years or more) both disagree with this statement at a higher rate than their counterparts. Employees that have been at SLPD between 5 and 10 years agreed with this statement in some capacity most of the time.

**#6: “Our shift schedule allows for adequate work / life balance.”**

An overwhelming majority of respondents (83%) disagreed or strongly disagreed that the shift schedule allows for adequate work/life balance. These findings are to be expected, as SLPD patrol is currently in an emergency staffing schedule due to lack of staffing throughout the agency. This is causing extended shifts and overtime on behalf of these officers. These findings are consistent across all relevant employee demographics, including across patrol shifts, as shown below:

Patrol Shift	SD	D	A	SA	NO
Weekdays	70%	15%	5%	5%	5%
Weekends	82%	18%	0%	0%	0%

**#10: “Information flows efficiently back and forth between patrol and investigations.”**

Just over half of respondents (51%) expressed that there is a lack of efficiency of information flow back and forth between patrol and investigations. As with most

crosstabulations presented above, these findings are consistent across all employee demographics, as exemplified below:

Employee Tenure	SD	D	A	SA	NO
Less than 5 years	21%	29%	50%	0%	0%
Between 5 and 10 years	0%	67%	33%	0%	0%
Between 11 and 15 years	0%	67%	33%	0%	0%
15 years or more	15%	23%	38%	0%	23%
Prefer Not to Answer	0%	75%	25%	0%	0%

### Patrol Open-Ended

Following the previous multiple-choice section, patrol personnel were presented the option to expand upon any of the previous topics in the multiple-choice section. Responses indicated that they feel that they do not have enough officers and an increase in staffing is integral to the functionality of the department moving forward. Other responses underscored the fact that non-priority calls for service are taking up a large majority of officer’s time. SLPD administration should potentially seek diversion practices for these certain call types.

## 4. Open-Ended Responses

The concluding sections of the survey asked all respondents to answer in open-ended form, indicating what they thought were 1) the top three strengths of SLPD, and 2) the top three opportunities for improvement at SLPD. Keyword phrase analysis was used by project staff to analyze these open-ended responses. The most frequent responses are displayed in the following tables. Number of responses are displayed for each corresponding table (as these responses were optional, with up to three responses for each survey respondent).

### Top 3 Strengths of SLPD

Responses relating to the top three strengths of SLPD were the 1) staff members throughout the Department (including command staff and supervisors), 2) the dedication of staff members throughout the organization, 3) the benefits and compensation provided to employees at SLPD.

Rank	Response Code
1	Staff
2	Dedication
3	Benefits/Compensation

### Top 3 Opportunities for Improvement at SLPD

Responses relating to the top three opportunities for improvement within SLPD is that of 1) Staffing, 2) Recruitment and Retention, and 3) Hiring Standards. Staffing concerns related to both sworn and civilian staffing ranks, indicating dissatisfaction with the number of staff in some units as well as the fact that some units have been dismissed in recent years. Multiple responses also indicated that 30x30 initiatives should be emphasized in staffing levels in the future. Recruitment and retention concerns surrounded the concern of losing valuable employees to surrounding agencies if proper steps were not taken, as well as the need to match recruitment levels to attrition levels. Responses coded in the third-ranked category 'Hiring Standards' consistently mentioned concerns with the lowering of hiring standards and its negating effect on the quality of employees at SLPD. In total, these responses accounted for 63% of all responses.

Rank	Response Code
1	Staffing
2	Recruitment/Retention
3	Hiring Standards

SLPD administration should take relevant steps to address these concerns on behalf of SLPD employees.



## Appendix B: San Leandro Community Survey Report

As a crucial part of the scope of work, project staff at Matrix Consulting Group deployed a community survey to gauge opinions of citizens throughout San Leandro regarding the services of the San Leandro Police Department (SLPD). The collection and utilization of this information from community members is an essential part of an effective policing, crime reduction, and service-oriented strategy. In addition, the project team conducted two community meetings, in person, on weekends in March and April of 2023 to gain additional input from community members.

Questions and survey content was developed by MCG project staff and approved for deployment by SLPD administration. Survey links were given to participants of the in-person focus groups that were conducted by project staff, as well as disseminated through local communication channels, including, but not limited to, the City's website.

### Translated Versions

For inclusivity purposes, surveys in three languages were deployed by MCG project staff: 1) English, 2) Spanish, and 3) Chinese (Traditional). This was an integral step, as 2021 American Community Survey statistics show that the City of San Leandro's population consists of approximately 21% White individuals, 27% Hispanic individuals, and 35% Asian individuals.

Surveys were translated by SLPD personnel.

### Survey Topics

MCG project staff utilized Likert scale questions regarding topics such as:

- Satisfaction with the San Leandro Police Department,
- The value that SLPD administration puts on information from the public,
- Police presence throughout the City, and
- The feeling of safety throughout the City of San Leandro during the daytime.

Findings related to these topics are presented in subsequent sections. It is important to note that many of the findings and themes identified in the community survey were mirrored in the two community meetings held.

## Community Survey Results

The following sections outline results of the SLPD community survey. Results are organized by topic area.

### Demographics

The following tables outline demographic findings acquired via the community survey.

San Leandro Residency Length	English		Spanish		Chinese (Trad.)	
	%	#	%	#	%	#
Fewer than 3 years	7.8%	33	25.0%	1	15.0%	3
3-10 years	21.9%	93	75.0%	3	35.0%	7
11-20 years	22.4%	95	0.0%	0	40.0%	8
21 years or more	45.9%	195	0.0%	0	10.0%	2
I don't live or work in San Leandro <sup>13</sup>	2.1%	9	0.0%	0	0.0%	0
<b>Total Respondents</b>		<b>425</b>		<b>4</b>		<b>20</b>

Findings show that there was a total of 440 respondents<sup>1</sup>, of which a large majority responded to the English version (97%). Four respondents responded to the Spanish version, while the remaining 20 respondents utilized the Chinese (Traditional) version to respond.

Respondent Race/Ethnicity	English		Spanish		Chinese (Trad.)	
	%	#	%	#	%	#
White or Caucasian	46.0%	195	0.0%	0	0.0%	0
Black or African American	8.7%	37	0.0%	0	5.0%	1
Hispanic or Latino	13.0%	55	100.0%	4	0.0%	0
Asian or Asian American	17.2%	73	0.0%	0	80.0%	16
American Indian or Alaska Native	0.2%	1	0.0%	0	0.0%	0
Native Hawaiian or other Pacific Islander	1.2%	5	0.0%	0	0.0%	0
Middle Eastern or North African	1.4%	6	0.0%	0	0.0%	0
Another race	2.6%	11	0.0%	0	5.0%	1
Decline to say	9.7%	41	0.0%	0	10.0%	2

Findings in the table above portray self-identified race/ethnicity of the responding community members. Findings should highlight that, while the English version acquired a large majority of responses (97%), members of the community who identify as

<sup>13</sup> The response "I don't live or work in San Leandro" was included as a filter response. Those that responded in this capacity (n=9) were eliminated from subsequent analyses.

prominent races/ethnicities throughout San Leandro (i.e., Hispanic and Asian) responded to this version. These findings increase the external validity of the findings.

### General Opinion Matrix

For analysis of the following section, all respondents were combined to protect the confidentiality of any respondents. Questions regarding the following topics were asked in statement form, asking respondents to indicate their level of agreement (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed. The bolded percentage in each row indicates the highest response to the accompanying statement.

#	Statement	SA	A	D	SD	NO
1	SLPD values input from the community.	16%	<b>38%</b>	11%	7%	<b>27%</b>
2	I am satisfied with the overall performance of the SLPD.	12%	<b>41%</b>	24%	10%	12%
3	I trust the leaders of SLPD to make decisions that are good for everyone in the city.	13%	<b>39%</b>	19%	13%	16%
4	I frequently see police patrols in my neighborhood.	8%	27%	<b>36%</b>	22%	7%
5	I feel safe in San Leandro during the daytime.	16%	<b>50%</b>	24%	7%	3%
6	I feel safe in San Leandro at night.	8%	31%	<b>31%</b>	26%	4%

Findings indicate that respondents have favorable opinions to several of these topics, including:

- SLPD values input from the community,
- Respondent satisfaction with the overall performance of the SLPD,
- Respondent's trust in SLPD administration to make the favorable decisions for the City, and
- The feeling of safety throughout the City during the daytime.

While there are several favorable findings presented above, responses to questions 4 and 6 present the need for further analysis. Findings across relevant respondent demographics are presented in the section below. Only relevant findings are displayed.

**#4 “I frequently see police patrols in my neighborhood.”**

A majority of respondents (58%) disagreed or strongly disagreed that they frequently see police patrols in their neighborhood. The table below shows that these findings vary across relevant demographics.

Primary Language	SA	A	D	SD	NO
English	7%	27%	36%	22%	7%
Mandarin	11%	22%	44%	17%	6%
Spanish	75%	25%	0%	0%	0%

Spanish speaking respondents see increased SLPD patrol compared to their English and Chinese speaking counterparts.

**#6 “I feel safe in San Leandro at night.”**

Overall, only 39% of respondents indicated that they feel safe in San Leandro at night. When compared to the 66% of respondents who do feel safe during the daytime, this is a finding that warrants further analysis. Findings indicate that these feelings are consistent across all respondent demographics, as shown by findings across residency length below:

Length of Residency	SA	A	D	SD	NO
Fewer than 3 years	17%	30%	30%	23%	0%
3-10 years	12%	21%	33%	31%	2%
11-20 years	2%	35%	31%	27%	5%
21 years or more	6%	35%	30%	25%	4%

Findings across all other respondent demographics express the same consistencies.

### Perception of Crime in San Leandro

Respondents were prompted to respond to the following statement: “Overall, do you think that crime in San Leandro is getting better or worse than 5 years ago”, again in a Likert scale. Findings are presented below:

Perception of Crime	%
Getting much better	1.3%
Getting somewhat better	6.4%
Staying about the same	15.9%
Getting somewhat worse	32.2%
Getting much worse	38.4%
No Opinion	5.9%

Overall, approximately 70% of respondents feel that crime is getting worse to some context compared to five years ago. These findings are consistent across all relevant respondent demographics.

### Open Ended Responses

Respondents were prompted to respond to two open-ended questions at the conclusion of the survey. These questions are as follows:

- “What is something that you think SLPD does well?”
- “What is something that you think SLPD can improve upon?”

MCG project staff utilized keyword analysis to evaluate these responses to garner common themes that appeared throughout these responses. Number of respondents and top ranked responses for both questions are provided in the following table:

#### Top Open-Ended Responses by Category

Rank	Strengths ( <i>n</i> =322)	Improvements ( <i>n</i> =186)
1	Community Relations	Increased Staffing
2	Responsiveness	Community Presence
3	Officers/Personnel	Communication
4		Traffic Enforcement

Top responses show that respondents have positive outlooks towards the community relations efforts, responsiveness, and the personnel (Officers) throughout the agency. However, there is also an expressed desire to increase staffing (and the resulting community presence), communication with the public, and traffic enforcement.