CITYGATE
POLICE SERVICES

STAFFING NEEDS ASSESSMENT AND ORGANIZATIONAL ANALYSIS OF THE POLICE DEPARTMENT



CITY OF SAN MATEO, CA

JUNE 13, 2024

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EXECUTIVE SUMMARY

The City of San Mateo (City) retained Citygate Associates, LLC (Citygate) to conduct a Staffing Needs Assessment and Organizational Analysis of the Police Department (Department). This assessment includes review of the adequacy of current and future deployment systems, staffing levels throughout the Department, sustainable alternative, mental health response, and organizational structure. The methodology utilized in this Staffing Needs Assessment and Organizational Analysis can be found in **Section 1** of this report.

Citygate's review includes a detailed analysis of the data that drives staffing recommendations, including data concerning police unit response times, crime, and calls for service. The review also includes analysis of the staffing of supervision, management, and support functions within each of the three divisions of the Department. The Department provided incident and other workload measures data where available.

This assessment encompasses Citygate's recommendations for Department success over the next five to seven years.

> Overall, **this report contains 36 key findings and 33 specific, actionable recommendations**. Findings and recommendations are presented in their narrative context in sections 2 through 7. A comprehensive list of all findings and recommendations is presented sequentially in Section 8. Recommendations are also presented in Table 1 of this Executive Summary.

POLICY CHOICES FRAMEWORK

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

Using a data-driven framework as advocated in this report, the City can engage the community in *adapting future public safety services to use alternative and focused strategies* while addressing community-wide, neighborhood, and social issues relative to the services provided.

Personnel costs are often the most significant cost center in any department budget. One of the City Council's greatest challenges is managing scarce fiscal resources and allocating them wisely across the vast needs of municipal government safety operations. The recommendations in this

Comprehensive Operations and Staffing Assessment are made based on best practices, Citygate's experience, and guidelines established by professional industry organizations. The City's fiscal capabilities must be considered when weighing these recommendations. Since there are no law enforcement national standards, the City is well advised to use the advice and counsel of City management and the Police Chief for guidance to determine where to allocate available resources to meet the service delivery expectations of the community.

GENERAL SUMMARY OF CITYGATE'S ASSESSMENT

Throughout Citygate's assessment, we found a Department with high professionalism at all levels and a staff willing to implement new ideas and technologies to improve policing in the City. The members of the Department are extremely dedicated to the community they serve. No organization is perfect, and many of the findings and recommendations in this report are items the Department is aware of and is already taking steps to implement. Some changes will take time and require resources as part of the normal budget process.

Throughout this assessment, Citygate's recommendations across **six themes** will serve the Department in its effort to achieve the following goals:

1. Update organizational structures to maximize effectiveness.
2. Improve public and officer safety through increased supervisory oversight.
3. Increase capacity in Patrol services, particularly during peak hours, to reduce response times and allow more time for officer-initiated proactive policing, community engagement, and investigative follow-up.
4. Increase training to ensure compliance with the latest regulations and standards for safe, fair policing.
5. Improve the type and volume of formal community engagement.
6. Project future needs based on current capabilities, call volumes, trends, staffing levels, population growth, service level expectations, and demand for future expansion of service delivery and personnel.

Citygate analyzed current capabilities to project future needs for the Department, with actionable recommendations and strategies provided for implementation based on growth and development in the City.

If this study's recommendations are implemented over several fiscal years, the Department will be well positioned to deepen its ability to provide proactive policing. The community will be able to increase interaction with partners in the Department to foster joint crime prevention strategies. The

prevention of crime and disorder and the closure of investigations of serious incidents will increase. When the public interacts with San Mateo police, they will *know them and trust them to be fair*—and will not assume they are representative of what is wrong with policing elsewhere in America.

Summary of Police Services Findings by Topic

Organizational Summary

At the time of this analysis, the Department was operating with an authorized/budgeted staffing level of 161 full-time employees, including 116 sworn staff and 45 professional staff. The Department is currently organized into three major divisions commanded by three senior managers, including two Police Captains and a Police Technical Services Administrator (who is the equivalent civilian rank of a Police Captain).

The Department's staffing levels represent 891 residents per sworn police officer, or 1.12 sworn officers per 1,000 residents. Citygate found that the number of sworn executives within the Department, which includes the Captains and the Chief, was on the lower end when compared to other benchmark agencies. The total percentage of line-level police officers was on the higher end relative to the same benchmark agencies. The final metric Citygate used in the benchmark analysis was the Department's policing costs relative to other regional police agencies. For this measurement, Citygate noted that San Mateo's per capita spending on policing was $561, which was the second lowest of the regional agencies measured. These factors, combined with the workload metrics and subjective analysis detailed in this report, formed the basis of Citygate's findings and staffing recommendations.

Patrol Services Summary

Citygate found that the Department has previously conducted internal police staffing reviews to determine the appropriate level of uniformed police officers assigned to Patrol; however, this assessment represents the first time the Department has conducted an *external* staffing study to assist in determining current and future resource needs in Patrol.

The Field Operations Division is organized into two Patrol teams responsible for uniformed police response to the community. Each team is comprised of four shifts that provide 24-hour coverage. Additionally, Traffic, Crime Reduction Unit (CRU), and officers assigned to the downtown area are organized under a third Lieutenant. Citygate found this Division to be highly responsive to meet community needs pertaining to emergent and proactive response.

An in-depth analysis of five years of police call data revealed both benefits and challenges related to staffing and scheduling in Patrol. With overlapping shifts, uniformed Patrol teams can ramp up staffing during daytime peak hours. However, the current structure does not provide an overlap between the night shift and the morning shift.

Daily scheduling is a continuous staffing challenge. The Department utilizes robust scheduling software and has a complex policy to ensure minimum staffing is achieved per hour versus by shift. Citygate identified periods during each day that utilization levels were too high and required additional police officers, especially on day shift in the morning hours.

Support Services / Investigations Summary

The Support Services Division includes Investigations, Recruiting and Backgrounds, Media Relations, Peace Officer Standards and Training (POST) Compliance, Community Relations, recruiting and Academy attendees, and an Administrative Technician for payroll. Citygate found the Support Services staff to be friendly, professional, helpful, and dedicated to promoting professional policing. The Division is led by a Captain with three Lieutenants and an Administrative Assistant.

Citygate sees an opportunity to align units of similar mission and purpose to increase operational efficiency and improve customer service. Efficiency alignment would entail one Lieutenant with command of Community Relations to include PIO and social media, the Police Activities League (PAL) civilian Manager, Youth Services, and Community Relations and Volunteers. The second Lieutenant would be responsible for Investigations. The third (new) Lieutenant position would be responsible for Professional Standards including Internal Affairs, Training and POST Compliance, Recruiting, Retention, and the Police Academy (Regular Basic Course). A clerical support position would be added to the Professional Standards Unit.

Investigations includes PAL; Youth Services; Therapy K9; Building Facilities; volunteers and interns; Per Diem staff; and sworn staff assigned to specialty units for the Drug Enforcement Administration (DEA), the Vehicle Theft Task Force (VTTF), and the Gun Violence Prevention Task Force.

Police Technical Services Summary

Citygate found Technical Services staff to be engaged and professional, with a willingness to engage with new ideas to promote operational efficiency and improved customer service. A civilian Police Technical Services Administrator (equivalent rank of Captain) leads the Police Technical Services Division, which includes public safety dispatch, a Business Services Analyst, an Evidence Analyst, the Property and Evidence Unit, and the Records Unit. Citygate found that the Administrator demonstrated contemporary business acumen and was technically proficient. Citygate also found opportunities to increase service delivery efficiency by focusing on the recruitment and retention of public safety dispatchers. The Department can realize fiscal savings while reducing stress and increasing the wellness of dispatchers.

Similarly, Citygate found opportunities to increase customer service and risk management in the Property and Evidence Unit by implementing recommendations from a 2022 audit related to staffing, security, and operations changes. Citygate's Project Team concurs with the

recommendations focusing on securing the Unit; limiting access; utilizing video technology monitoring; and emphasizing processing related to money, drugs, and guns for better risk management.

Citygate sees an additional opportunity to improve the morale and wellness of staff by revising the job specifications of the Senior or Lead Clerk position and offloading some of the Records Unit Supervisor's responsibilities to increase effective supervision.

LIST OF RECOMMENDATIONS AND FUNDING PRIORITIES

The following table lists all recommendations in summary form and identifies the following:

- Recommendations that can be implemented at **no cost** (other than staff time).
- Remaining recommendations that will require a **General Fund expense** to implement.
- The **funding priority level** for any recommendations requiring funding.
- **Staffing additions** associated with the implementation of a recommendation—noted in parentheses immediately next to the "X" in the *Funding Priority* columns to the right of the table, which are totaled at the bottom of the table. Because not all personnel are full time, full-time equivalency may be presented with half-numbers (e.g., a ".5" in the column).

***NOTE**: While funding priorities are identified, these recommendations are <u>not</u> presented in a general priority order. Greater context and further content related to each recommendation is provided throughout this report.*

Table 1—Recommendations and Funding Priorities

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
Field Operations Services			
1. Fully staff Patrol to its authorized complement of police officers (58). **Fund 4 new FTE officer positions** to provide a buffer in Patrol (one additional officer for every two shifts), reduce the continuous impact of staffing shortages, and backfill for long-term injury and vacancies that reduce operational positions that are often funded using overtime.			**X (4)**
2. **Add 2 FTE officers** to Patrol and assign 1 per each day shift on Team A and Team B to ensure Patrol officer committed time is no more than 60 percent and provide increased services during elevated daytime demand beginning at 7:00 am.		**X (2)**	
3. Secure ongoing funding for the recently added, grant-funded CSO. Deploy with the existing 3 CSOs to Watch 1 and Watch 2 (on both teams). This would ensure Patrol officer committed time is no more than 60 percent and provide increased services during elevated daytime demand for service in the community.		**X**	
4. Increase the minimum number of deployed Patrol staff on Watch 4 to no less than 6 Patrol officers from 2:00 am until the end of the shift once Patrol staffing positions are added.	**X**		
5. Increase the minimum number of deployed Patrol staff at the start of Watch 1 to no less than 6 Patrol officers once Patrol staffing positions are added.	**X**		
6. Restructure the Traffic Unit, utilizing 1 of the 2 current Traffic Sergeants to provide full management of supervisory responsibilities for the Unit.	**X**		
7. Reallocate 1 of 2 Traffic Sergeant positions to a newly formalized and dedicated Downtown Unit / Problem-Oriented Policing team to address downtown response, quality-of-life issues, homelessness, business needs, events, and community engagement. Organize such programs and services under a newly formed Community Engagement Unit that could be supervised with the Traffic Sergeant's reallocation without the addition of a new FTE. A Community Engagement Unit would augment overall Patrol response by engaging businesses and neighborhoods directly and addressing problems that significantly impact the greater community.	**X**		
8. **Add 1 FTE CSO** to Traffic and deploy with the existing Traffic CSO to extend weekly coverage and support to assist Motor Officers in more effectively performing traffic enforcement and collision investigations.		**X (1)**	
9. In light of the increased risk and liability in policing today, the Department should consider the future potential of **adding 2 Lieutenants** to Patrol and deploying Patrol Lieutenants as Watch Commanders to ensure greater management oversight and further balance Lieutenant workload.			**X (2)**
10. Evaluate the current, rotating 4/11 shift schedule to determine whether an alternative, compressed work schedule could provide evidence-based benefits to the Department and community and also address training issues, ancillary assignment challenges, officer fatigue, and overtime use.	**X**		

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
11. The Department should manage minimum staffing by shift(s) versus by hour(s) of day, reducing the impact of the current per-hour scheduling challenges.	**X**		
12. The Department should consider a management-level "reasonable accommodation" approach to scheduling that does not automatically approve leave use when it brings staffing levels below minimum.	**X**		
Support Services / Investigations			
13. **Consider the addition of 1 full-time Administrative Assistant** to the Support Services / Investigations Division. This would enable the Captain and Lieutenants to manage their time more efficiently, providing greater capacity for priorities which only they can manage.		**X (1)**	
14. Once workload indicators are properly assessed and subjective analysis is validated, consider adding 1 full-time detective to the Investigations Bureau.	**X**		
15. Consider alternatives to leverage institutional knowledge developed by detectives by either adding an additional "Senior" detective position or extending current detective rotations by an additional two years, provided performance objectives are being met.	**X**		
16. **Add 1 Crime Scene Specialist** as a new position of to be permanently assigned to Investigations and conduct crime scene investigations and evidence gathering. This position could also assist with digital forensic analysis.			**X (1)**
17. The Department should consider the future potential of converting the 4 retired annuitant positions to 2 full-time detective positions once current funding for the retired annuitant positions has expired.			**X**
18. Consider reorganizing the Investigations Bureau into two specialized units including a Special Victim's Unit (SVU) and a Major Crimes Unit. The SVU would handle all domestic violence cases, sex cases, child and elder abuse cases, and missing persons cases. The Major Crimes Unit would be divided into a Violent Crimes Unit and a Property Crimes Unit. *[**Note**: Prior to the completion of this report, the Department had already implemented this recommendation with a reorganization of the Bureau into Major Crimes and General Felony units.]*	**X**		
19. As PAL funding/budget allows, the Department should consider the **creation of a civilian manager position** to manage the daily operations of the PAL program. The Lieutenant would be present to provide effective leadership to the YSU and SRO staff. Additionally, Citygate is concerned that the YSU/PAL Lieutenant is performing specialized activities that will hamper the ability to move elsewhere in the Department due to a lack of exposure in other areas that require sworn officer capabilities.		**X (1)**	
20. Increase the staffing level of School Resource Officers to **4 SROs total—adding 2 FTE SROs to the Youth Services Unit**. With this addition, the Department can provide better customer service to schools and students while reducing the potential for officer burnout.			**X (2)**

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
Business Management and Executive Assistance			
21. The Department should migrate the existing, manual record-keeping process for contracts and grants to a software application to increase the efficiency of business operations.			**X**
Technical Services			
22. Consideration should be given to the IACP innovations in recruitment, which includes reaching out to secondary schools and colleges (such as the College of San Mateo) where officers can bond with students and intern opportunities exist for students of Criminal Justice programs. Hiring incentives also attract applicants.	**X**		
23. The Department should consider adding overnight supervision with a Dispatch Supervisor or Lead Dispatcher position to provide leadership and risk management.	**X**		
24. The Records Unit and its Supervisor would benefit from reviewing the Senior Police Records Specialist job specification, identifying how the position could assist with leadership, and delegating some tasks that impede the Supervisor's ability to lead Unit staff to that position.	**X**		
25. The Department would benefit from a focus on staffing the Records Unit with a fully qualified Senior Police Records Specialist to better assist the Supervisor while also assisting with the mentoring and leadership of Records Unit staff. Additional consideration should be given to making a permanent position to process CPRAs, which could be phased in over time.	**X**		
26. The Department would greatly benefit from implementing the recommendations in the 2022 audit as well as budgeting for a Property and Evidence staffing model that includes 1 Supervisor, 2 full-time Specialists, and 1 part-time staff member that can assist with scheduled and unscheduled leave and periodic audits.	**X**		
27. Citygate provided the Department with the CA POST Evidence and Property Function Agency Self-Evaluation (revised February 2022) and recommends the Supervisor and staff review it on an annual basis. With the sensitive nature of evidence, the importance of maintaining strict control is imperative for proper risk management. *[**Note**: Prior to the completion of this report, the Department had already implemented this recommendation with a per diem position dedicated to a purging program.]*	**X**		
28. The Property and Evidence Unit should develop an ongoing purging program. Such a program would provide sufficient space for existing items while also making space for new items. Additionally, provide the Unit Supervisor the ability to utilize per diem staff on an annual basis to maintain the purging program.	**X**		
29. Consideration should be given to **converting the part-time Property and Evidence Specialist to a full-time position**. Under the current model, there is insufficient staff to perform all of the responsibilities of the Unit.			**X (.5)**

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
Professional Standards			
30. With the difficulties facing law enforcement, coupled with the elevated risks associated with civil and criminal prosecutions, the Department should consider elevating the retired annuitant (part-time) position to full-time when the current investigator retires. During the past three years (2023, 2022, and 2021) respectively, only five, four, and six complaints were formally investigated. There are other demands on risk management, including internal and external complaints, compliance, IA investigations, CPRAs, BWC, policy and procedure updates, claims, SB 2 POST license reporting, and more.	**X**		
31. Consideration should be given to providing the Training Officer with a permanent **clerical support position (Administrative Technician)** to process rosters, travel reimbursements, receipt collection, certificate tracking, and other data entry tasks.			**X (1)**
32. The Department should make productive use of METR's reporting capability and provide monthly or quarterly updates at management team meetings to track compliance with training requirements.	**X**		
33. Consideration should be given to the schedule and workload of the Communications and Publications Analyst. Due to the nature of the position requiring working events on weekends and evenings on occasion, it would be helpful for this position to either receive overtime as an option, change the schedule to accommodate a swing shift, or add a support position to the Media Relations Unit.	**X**		
Total Recommended Personnel by Priority	--	**5**	**10.5**
Total Recommended Personnel	--	**15.5**	

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SECTION 1—INTRODUCTION

Citygate Associates, LLC (Citygate) is pleased to present this Staffing Needs Assessment and Organizational Analysis for the City of San Mateo (City) Police Department (Department). This introductory section will discuss the organization of the assessment, the project scope of work, and the methodology used by Citygate.

1.1 REPORT ORGANIZATION

This report is organized into the following sections.

EXECUTIVE SUMMARY	A summary of Citygate's general assessment of current services. A table that lists all of Citygate's recommendations and their funding priority levels is also provided.
SECTION 1	**Introduction**: An introduction to the report's organization; goals, including project scope; and project methodology.
SECTION 2	**Organizational Review**: A discussion of City and agency background, history, and organization. The City's crime data, Department leadership and culture, as well as the internal employee (SWOT) survey, are also discussed.
SECTION 3	**Field Operations Services Review**: A review of Patrol services including Traffic, the Crime Reduction Unit, the Downtown Unit, staffing, scheduling, and supervision. Workload analysis, assessment of response times, and overview of various Patrol units and functions is also included.
SECTION 4	**Police Technical Services Review**: A review of the administrative services of the organization including Records, Dispatch, Property and Evidence, and business systems.
SECTION 5	**Support Services/Investigations Review**: A review of the Investigative as well as Support Services Division including Investigations units, Youth Services, Public Information, Background investigations, Professional Standards, and recruitment.
SECTION 6	**Summary of Personnel Priorities and Findings and Recommendations**: A proposed organizational chart for the Department, a comprehensive list of all personnel full-time equivalent (FTE) recommendations and their associated priority levels that appear in this report, a master staffing index showing current and projected vacancies, and a sequential list of all findings and recommendations that appear throughout the report.

1.2 PROJECT SCOPE

Citygate was retained to conduct a comprehensive Staffing Needs Assessment and Organizational Analysis of the San Mateo Police Department. The scope of Citygate's analysis included the following elements.

- Assessment of the baseline service delivery capabilities of Patrol, Investigations, Dispatch, Records, Property, Community Service Officers, and volunteers within the current resources and infrastructure.
- Assessment of operational and support staffing levels, distribution, and assignment.
- Assessment of the current staff scheduling methodology.
- Recommendations related to industry best practices for staffing based on Patrol coverage, Investigations, Dispatch, Records, Property and Evidence, and service delivery needs.
- Projection of future needs based on current capabilities, call volumes, trends, staffing levels, population growth, service level expectations, and demand for future expansion of service delivery and personnel in Patrol, Investigations, Dispatch, Records, and Property, with recommendations related to expanding services in areas such as traffic enforcement, special investigations, community resources, and school resource officers.

1.3 PROJECT METHODOLOGY

In preparing this Staffing Needs Assessment and Organizational Analysis, Citygate consultants engaged in the following processes:

- Reviewed available documents and records relating to the management, operation, staffing, training, and budgeting of the Department.
- Conducted an anonymous online internal employee survey to assess Department strengths, weaknesses, opportunities, and threats (SWOT).
- Interviewed sworn and professional staff throughout the Department.
- Conducted an on-site visit of Department facilities.
- Reviewed available computer-aided dispatch (CAD) and workload measurement data.

- Conducted a legislative review, interviews, and review of organizational impacts.
- Considered best practices in other agencies for applicability to the Department.

1.4 ACKNOWLEDGEMENTS

Citygate would like to thank the members of the San Mateo Police Department for their participation in this assessment and acknowledge the diligent work ethic within the Department. The vast majority of employees made time in their busy schedules for interviews, to acquire requested information, and to provide historical perspective and context related to issues necessary for this assessment.

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SECTION 2—ORGANIZATIONAL REVIEW

2.1 CITY BACKGROUND

The City of San Mateo, situated on the San Francisco Peninsula in California, boasts a compelling history that traces its roots back to its incorporation in 1894. Originally a pastoral community, San Mateo has undergone significant transformations to become a dynamic suburban City. Its strategic location and proximity to Silicon Valley have contributed to its economic vitality, attracting businesses and fostering a diverse and vibrant community. The City is marked by a mix of residential neighborhoods, commercial districts, and industrial areas, creating a balanced urban landscape.

The City's growth has been synonymous with innovation as the City continues to be a key player in the technological landscape of the region. With a commitment to maintaining a high quality of life for its residents, San Mateo is not only a historical gem, but also a contemporary hub for progress and development on the San Francisco Peninsula.

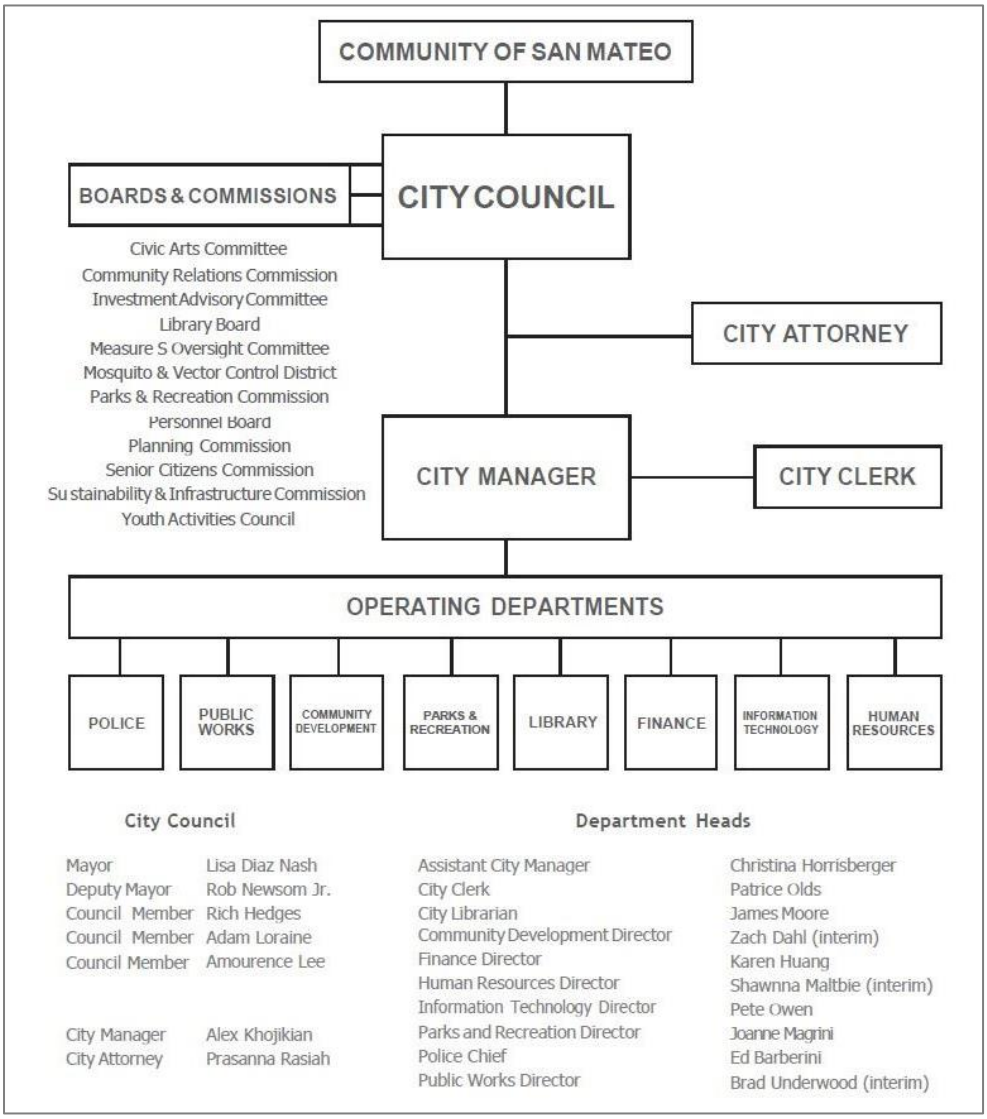


2.1.1 Form of Government

The City operates under a council-manager government structure in which the City Council, elected by residents, sets policies, approves budgets, and makes key decisions. The Mayor, chosen from the Council, serves as a ceremonial head, while the City Manager, appointed by the Council, oversees day-to-day operations and policy implementation. This collaborative approach ensures effective governance, combining elected representation with professional administration to address the diverse needs of the community.

The following figure details the City's organizational structure as of January 2024.

Figure 1—City of San Mateo Organizational Chart



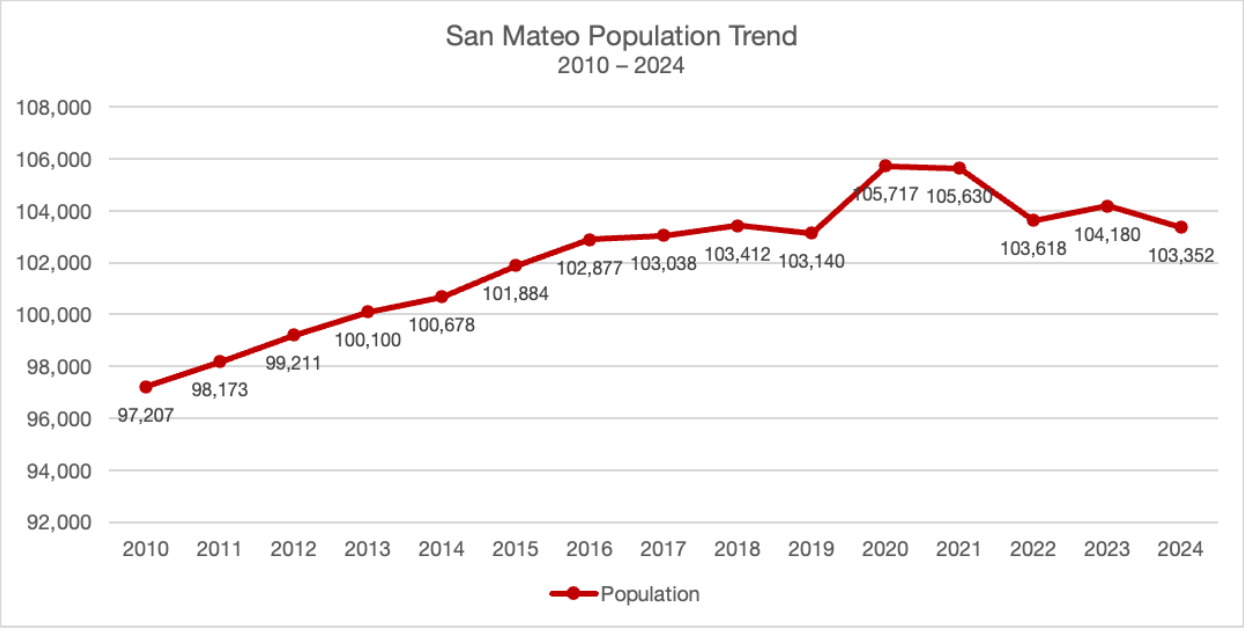
Source: City of San Mateo Website, accessed on 01/16/24

2.1.2 Population Trends

Since 2010, the City has experienced notable population growth indicative of its attractiveness. Census data reveals a steady increase in population during this period, with the City benefiting from its strategic location in the San Francisco Peninsula. Despite some disturbance to the general population trend associated with the peak of the COVID-19 pandemic, the City has remained a desirable residential area and a hub for economic activity, with an overall increase in population driven by factors such as job opportunities, a diverse housing market, and a high quality of life. As of the writing of this report, population decline has stalled or reversed across many Bay Area counties. The City's long-term growth underscores both its appeal and its resilience, contributing to its dynamic and evolving community landscape over the past fifteen years.

The following figure reflects the City's changes in population between 2010 and 2024.

Figure 2—Population Trend (2010–2024)



2010–2019 Population Data Source: State of California, Department of Finance, E-4 Population Estimates for Cities, Counties, and the State, 2011–2020, with 2010 Census Benchmark; Sacramento, California, May 2021.

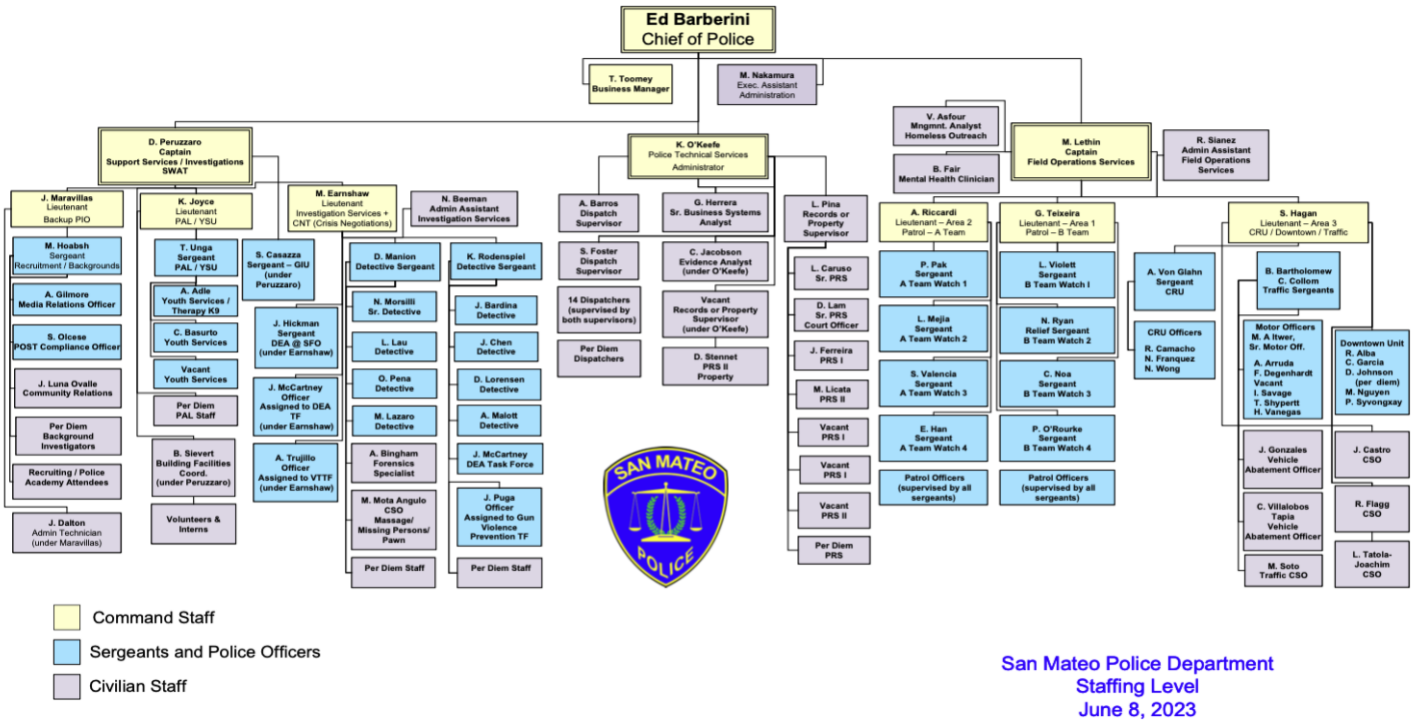
2021–2024 Population Data Source: State of California, Department of Finance, E-4 Population Estimates for Cities, Counties, and the State, 2021–2024, with 2020 Census Benchmark; Sacramento, California, May 2024.

2.2 Agency Background and Organizational Structure

At the time of this assessment, the Department was operating with an authorized sworn staff of 116 and an additional professional staff of 45 for a total of 161 full-time and part-time personnel.

The following figure represents an adapted version of the Department's Organizational Chart.

Figure 3—Organizational Chart (2023)



2.3 BENCHMARK ANALYSIS

As part of this review, Citygate has established several benchmark measurements with similarly situated municipal police agencies. When selecting benchmark agencies, Citygate sought input from the Department as to which agencies the Department typically compares itself with. Citygate also utilized other geographical and population metrics.

For the purposes of this assessment, the following municipal police agencies were used.

- **City of South San Francisco**
- **City of Palo Alto**
- **City of Redwood City**
- **City of Daly City**

It should be noted that Citygate does not make staffing recommendations based on population measures (i.e., one officer per 1,000 residents). Rather, Citygate utilizes a data-informed workload analysis based on calls for service, which will be discussed later in this report. Nonetheless, population benchmarking does provide a snapshot in time of current, staffing-related ratios for an agency in comparison with other benchmark agencies.

2.3.1 Staffing Benchmark

The following staffing benchmark table compares chosen agencies by population, the ratio of residents per officer, and the number of sworn police officers employed per 1,000 residents. Also included is the violent crime rate as reported by the Federal Bureau of Investigation for 2022,[1] as well as the number of violent crimes in 2022. The table is sorted by officers per 1,000 residents.

Table 2—Benchmark: Agency Staffing

Agency	Sworn	Citizens per Officer	Officers per 1,000 Pop.	Violent Crime Rate per 10k Pop. (2022)	Violent Crime (2022)
South San Fran. PD	84	765.8	**1.31**	38.24	246
Palo Alto PD	86	782.4	**1.28**	19.91	134
Redwood City PD	97	840.2	**1.19**	38.28	312
San Mateo PD	116	890.7	**1.12**	29.23	302
Daly City PD	112	906.0	**1.10**	34.30	348

Data sorted by officers per 1,000 population

As the table shows, the City is on the lower end of the comparison relative to other benchmark agencies in terms of officers per 1,000 population. As previously noted, Citygate does not make staffing recommendations based on the per capita ratio of officers to residents, but rather, incorporates this comparison along with several other factors including workload and community priorities.

2.3.2 Rank Structure Benchmark

The following rank structure benchmark table compares the police agencies' ratio of line-level officers to managers. For this operational assessment, Citygate considered only sworn positions. The reader should not infer that non-sworn professional staff are not critical to any police agency's operational effectiveness and efficiency; however, as every agency deploys professional staff somewhat differently, Citygate concentrated solely on sworn staff for this assessment. The table is sorted by population.

[1] Federal Bureau of Investigation Crime Data Explorer website.

Table 3—Benchmark: Rank Structure

Agency	Population	Sworn	Execs	Mid	Sergeant	Officers	Patrol
San Mateo PD	103,318	116	2.6%	5.2%	14.7%	77.6%	64.4%
Daly City PD	101,471	112	3.6%	6.3%	11.6%	78.6%	67.0%
Redwood City PD	81,495	97	3.1%	4.1%	12.4%	80.4%	80.8%
Palo Alto PD	67,287	86	4.7%	4.7%	16.3%	74.4%	84.4%
South San Fran. PD	64,323	84	4.8%	4.8%	15.5%	75.0%	79.4%

"Execs" refers to sworn personnel above the mid-level including Captain, Deputy Chief, and Chief positions; "Mid" refers to managers immediately above Sergeant; "Sergeant" refers to Sergeants or first line supervisors; "Officers" refers to all line-level sworn officers; and "Patrol" refers to officers and Sergeants assigned to the Patrol function.

As the table shows, the City compares fairly evenly to other benchmark agencies in relation to rank structure.

2.3.3 Policing Cost Benchmark

The following table benchmarks each comparator agency's budgeted policing costs per capita. The table is also sorted by policing costs per capita.

Table 4—Benchmark: Police Budget per Capita

Agency	FY 23–24 City Ops. Expenditure Budget – General Fund	FY 23–24 Police Ops. Expenditure Budget – General Fund	FY 23–24 Police Budget % of General Fund	FY 23–24 Police Budget Per Capita – General Fund Only	FY 24 Total Citywide Budgeted FTEs	FY 24 Total Citywide PD Budgeted FTEs	FY 24 PD % of Total City FTEs
Palo Alto PD	251,013,000	51,764,000	**20.6%**	**769.3**	1064	141	13.25%
Redwood City PD	156,182,996	56,503,839	**36.2%**	**693.3**	591	130	22.00%
South San Fran PD	140,153,329	36,838,240	**26.3%**	**572.7**	464	123	26.51%
San Mateo PD	137,871,879	57,981,162	**42.1%**	**561.2**	619	171	27.63%
Daly City PD	122,876,401	49,790,592	**40.5%**	**490.7**	485	141	29.07%
Average	161,619,521	50,575,567	**33%**	**617**	645	141	24%
Average (excl. San Mateo)	166,986,069	54,009,898	**35%**	**629**	690	146	23%

Budget data based on each city's budget as published on its public website

As the table shows, San Mateo's policing budget is the highest among the comparator agencies in terms of percentage of the General Fund for each city—but San Mateo also ranks as the second lowest in terms of per capita costs.

2.3.4 Perspective for San Mateo

The City should understand that benchmarking, while informative, has limitations including the sample size and selection bias. The benchmark measures in this report are intended to provide the community perspective regarding how the Department measures against other comparable

agencies. These comparative measures represent just one of many datasets that Citygate used to formulate the recommendations contained within this report.

2.4 CITY CRIME DATA – UNIFORM CRIME REPORTING

The following data is from the FBI's Crime Data Explorer website.[2] Police agencies across the nation, including the San Mateo Police Department, report crimes committed to the Department of Justice annually, with that data being published on the FBI website.

2.4.1 Part 1 Crimes Definition

While all crimes are reported, the FBI website focuses on two categories of crimes, with four crimes in each category. These are referred to as "Part 1 Violent Crimes" and "Part 1 Property Crimes" as detailed in the following figure.

Figure 4—Part 1 Crimes Categories

Part 1 Violent Crimes	Part I Property Crimes
Homicide	Arson
Rape	Burglary
Robbery	Theft
Aggravated Assault	Motor Vehicle Theft

2.4.2 Crime Rate Comparison

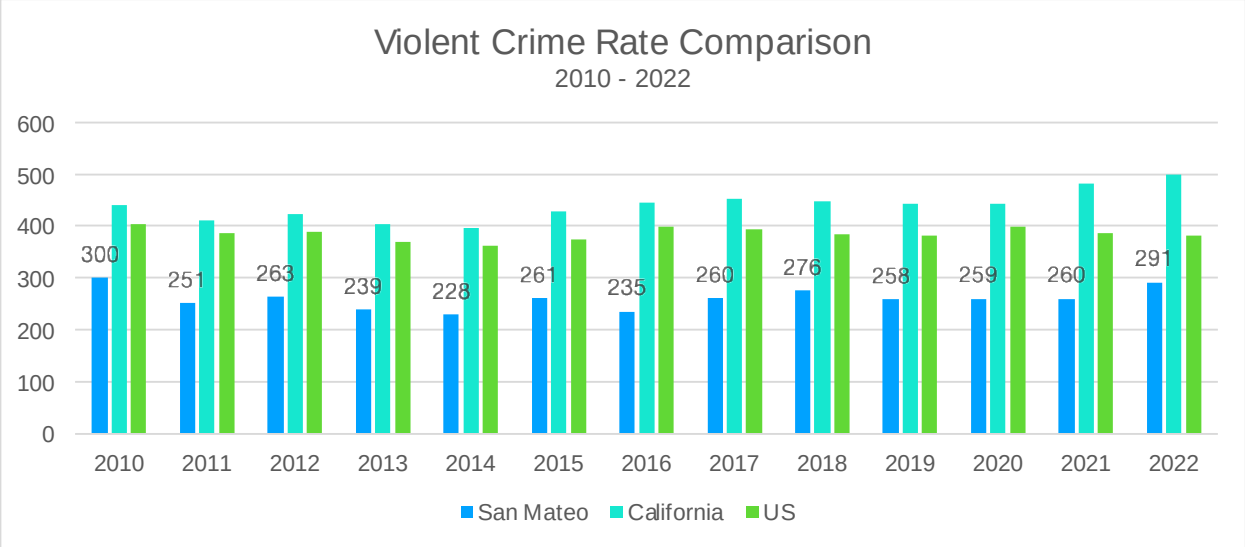
Citygate compared crime rates in the City with those in California as well as the United States overall. To perform equivalent comparison, the City's crime statistics had to be converted to a ratio of per 100,000 population as that is what the FBI utilizes in reporting crime rates at both the state and national levels.

Violent Crime Rate Comparison

As the FBI has not yet published crime rate statistics for 2023, the following figure shows a comparison of violent crime rates through 2022.

[2] https://cde.ucr.cjis.gov

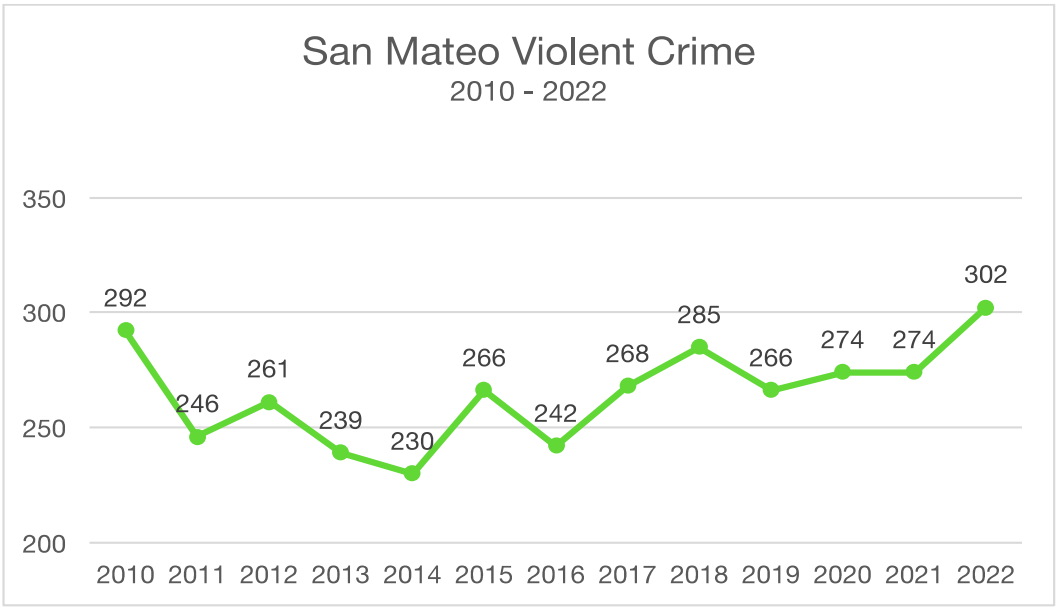
Figure 5—Comparison of Violent Crime Rates (2010–2022)



As the figure shows, from 2010 to 2022, San Mateo, California, and the United States each experienced fluctuations in violent crime rates. The City's rates varied, reaching a level in 2022 that was just below the previous peak in 2010. California saw a slight decline followed by an upward trend, while the U.S. broadly witnessed fluctuations with a slight increase in recent years. These trends highlight the complex and dynamic nature of crime rates, which are influenced by various factors.

The following figure shows actual reported violent crime by year in the City through 2022.

Figure 6—Actual Reported Violent Crime Incidents (2010–2022)

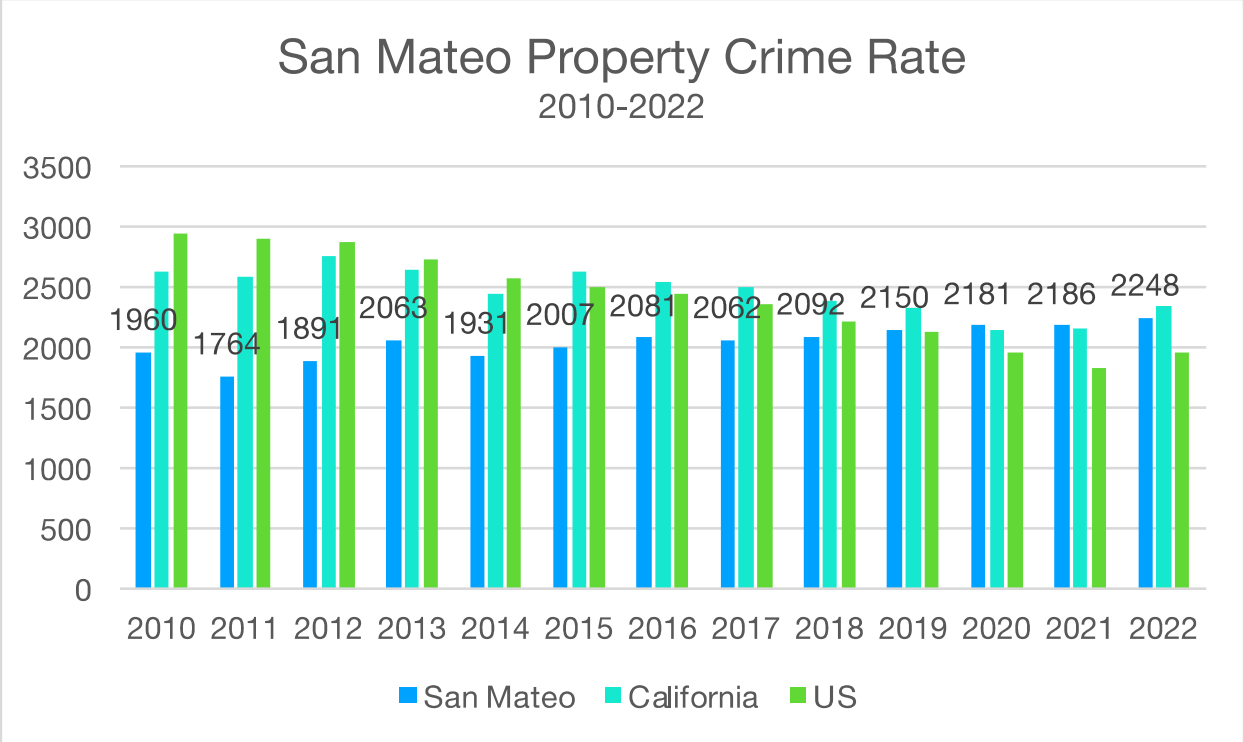


The City has seen variations in the number of reported violent crimes over the twelve years of data reflected in the figure. Beginning with 292 incidents in 2010, the numbers fluctuated, reaching a peak of 302 in 2022. These figures reflect the evolving nature of public safety in the City, influenced by diverse factors that warrant a comprehensive approach to addressing and preventing violent incidents.

Property Crime Rate Comparison

As with violent crimes, the following figure shows property crime rate comparisons calculated through 2022 (further crime statistics for California and the United States are not yet published). Again, crime rates are calculated per 100,000 population.

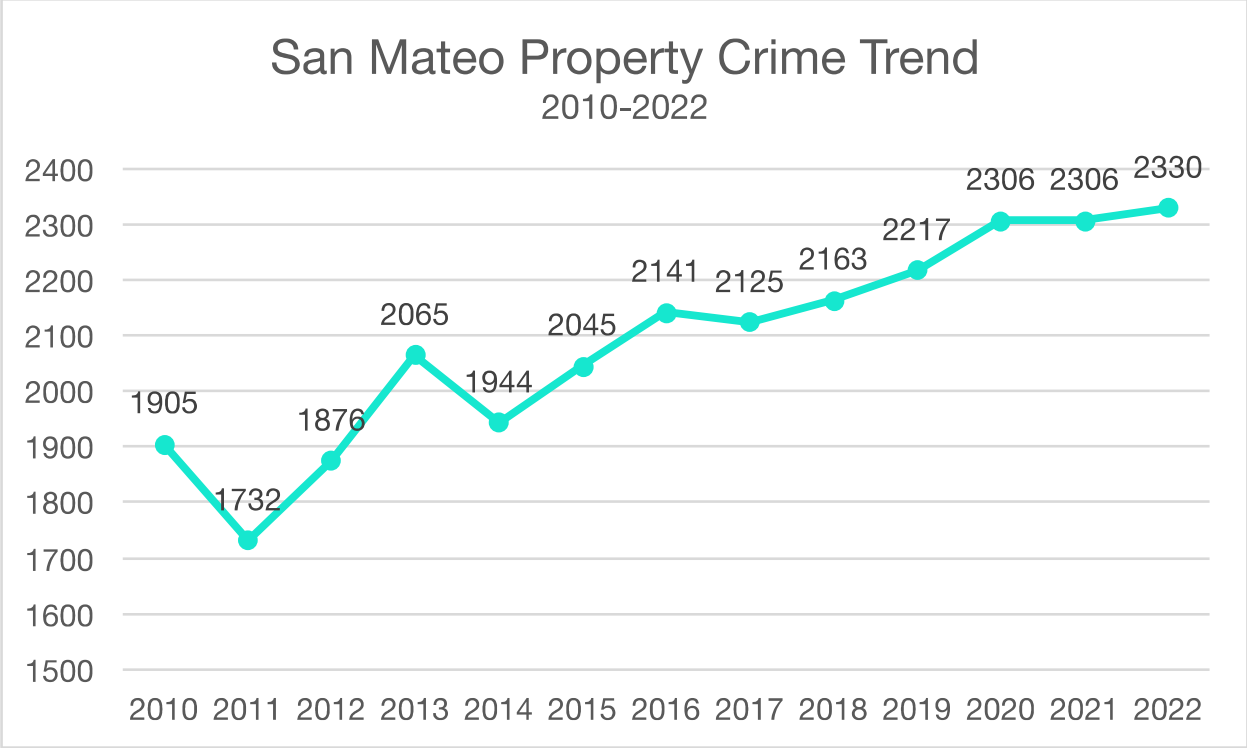
Figure 7—Comparison of Property Crime Rates (2010–2022)



As the figure shows, property crime rates in the City are somewhat lower when compared to the statewide average but have eclipsed national property crime rates in recent years.

For further detail, the following figure shows actual reported property crime data by year in the City, calculated through 2022.

Figure 8—Actual Reported Property Crime Incidents (2010–2022)



2.4.3 Perspective for San Mateo

The City should understand that, while violent crime has increased moderately in California, crime prevention strategies in the City have been successful in keeping its violent crime rate steady. Property crime rates have increased modestly.

To curb future property crime rates, crime prevention strategies should continue in combination with the recommendations made in this report.

2.5 LEADERSHIP AND CULTURE

Throughout Citygate's assessment, we found a Department with high professionalism at all levels and a staff willing to implement new ideas and technologies to improve policing in the City. The members of the Department are extremely dedicated to the community they serve.

No organization is perfect, and many of the findings and recommendations in this report are items the Department is aware of and is already taking steps to implement. Some changes will take time and require resources as part of the normal budget process.

2.6 EMPLOYEE SWOT SURVEY

As part of every operational assessment, Citygate seeks valuable input from all employees within an organization. Citygate constructs an anonymous online survey that all employees are encouraged to complete. The survey—otherwise known as a "SWOT" assessment—asks employees about the organization's strengths, weaknesses, opportunities for improvement, and threats to achievement.

The SWOT survey received a 45 percent response rate from Department personnel. Citygate has incorporated employee feedback throughout this assessment.

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SECTION 3—FIELD OPERATIONS SERVICES REVIEW

3.1 OVERVIEW

Citygate found a Department that provides a high level of service from its uniformed and specialized response to the community. In this section—based on an analysis of workload, calls for service, and response performance—Citygate makes several observations and recommendations.

According to its **Mission Statement**:

> *"The Police Department is committed to improving the quality of life for those who live and work within our city, by recognizing our community's needs, and by forming partnerships with the community and allied agencies to ensure long-term resolution to community crime and disorder issues. We will continue to do this through cutting-edge technology, creative solutions to problems, by respecting individual rights, conducting fair and non-biased based policing, and good, old-fashioned police work."*

The Department is a 24/7 comprehensive community policing agency organized into three bureaus which provide the structure for all primary service units:

- Field Operations Services
- Investigations and Youth Services
- Communications, Records, and Technology Services
- Support Services

3.1.1 Field Operations Division

The Field Operations Services Bureau (FOSB) "provides around-the-clock uniformed police protection and responds to all requests for police assistance. Based on a geographic service delivery model, staff are assigned to their patrol beats on a long-term basis so that patrol officers and area lieutenants form partnerships with their assigned communities to resolve problems and proactively prevent crime, disorder, and delinquency."[3]

Field Operations Services is led by a Police Captain and three Police Lieutenants, two of which manage uniformed Patrol teams A and B. Patrol teams are comprised of four squads, each supervised by a Patrol Sergeant. Thus, there are eight Patrol Sergeants whose primary duty is to

[3] Throughout this subsection, context related to varied Field Operations units and their respective responsibilities is sometimes drawn from content on the City of San Mateo's website.

supervise all field activity and deployed resources. The third Lieutenant oversees the following uniformed specialized units.

Traffic Unit

The Traffic Unit provides enforcement of traffic laws, expert collision investigations and case prosecution, and parking enforcement while meeting the community's traffic safety needs. The Traffic Unit collaborates with the Public Works Department and other allied agencies to provide a comprehensive approach addressing the critical factors that contribute to safe streets (engineering, education, and enforcement) and formulates Neighborhood Traffic Safety Action Plans to address neighborhood traffic and parking issues. The Unit is fully committed to providing timely and responsive police services to mitigate the impacts of traffic and parking on the community and improve roadway safety for pedestrians, bicycles, and vehicles.

Two Sergeants supervise the Traffic Unit, which operates with eight officers when fully staffed. There were two unfilled positions at the time of Citygate's study.

Crime Reduction Unit

The Crime Reduction Unit (CRU) is dedicated to the eradication of violent crime, gang activity, drug activity, and serial crime patterns. CRU provides proactive, targeted enforcement aimed at abating community crime, problem locations, career criminal offenders, and organized criminal activity—including human trafficking and the associated activities that often lead to the victimization of City youth.

One Sergeant supervises CRU, which operates with four officers when fully staffed. There was one unfilled position at the time of Citygate's study.

Downtown Unit

The Downtown Unit (DTU) serves the downtown and surrounding areas on both foot and bike patrol and is dedicated to ensuring a safe and vibrant environment for the City's business districts. These officers also serve as a business liaison and support mechanism, seeking long-term solutions for those experiencing chronic homelessness, those with substance abuse issues, and those with mental illness. The DTU also works closely with the entertainment and alcohol businesses in the downtown and other business districts, regulating and permitting establishments while fostering economic development through ensuring a safe environment in the City's busy downtown area.

DTU is authorized four officers, which are included in the Patrol schedule and assigned to the downtown geographical area. While a Lieutenant manages this Unit, it does not have a dedicated supervisor, as officers are assigned and deployed on Patrol shifts. All allocated positions were filled at the time of Citygate's analysis.

SWAT and TNT

FOSB also provides special, technical on-call units including the Special Weapons and Tactics Team (SWAT) and the Tactical Negotiations Team (TNT). These specialty units are staffed as needed and used in high-risk search and arrest warrant service. They are part of a regional team responding to critical incidents involving armed and dangerous subjects.

Other Services

The Bureau also oversees the K9 and Field Training programs, and provides operational support for the Department, including the Critical Incident Response Team and the Peer Support Unit.

Overarching Duties

Ongoing FOSB responsibilities include:

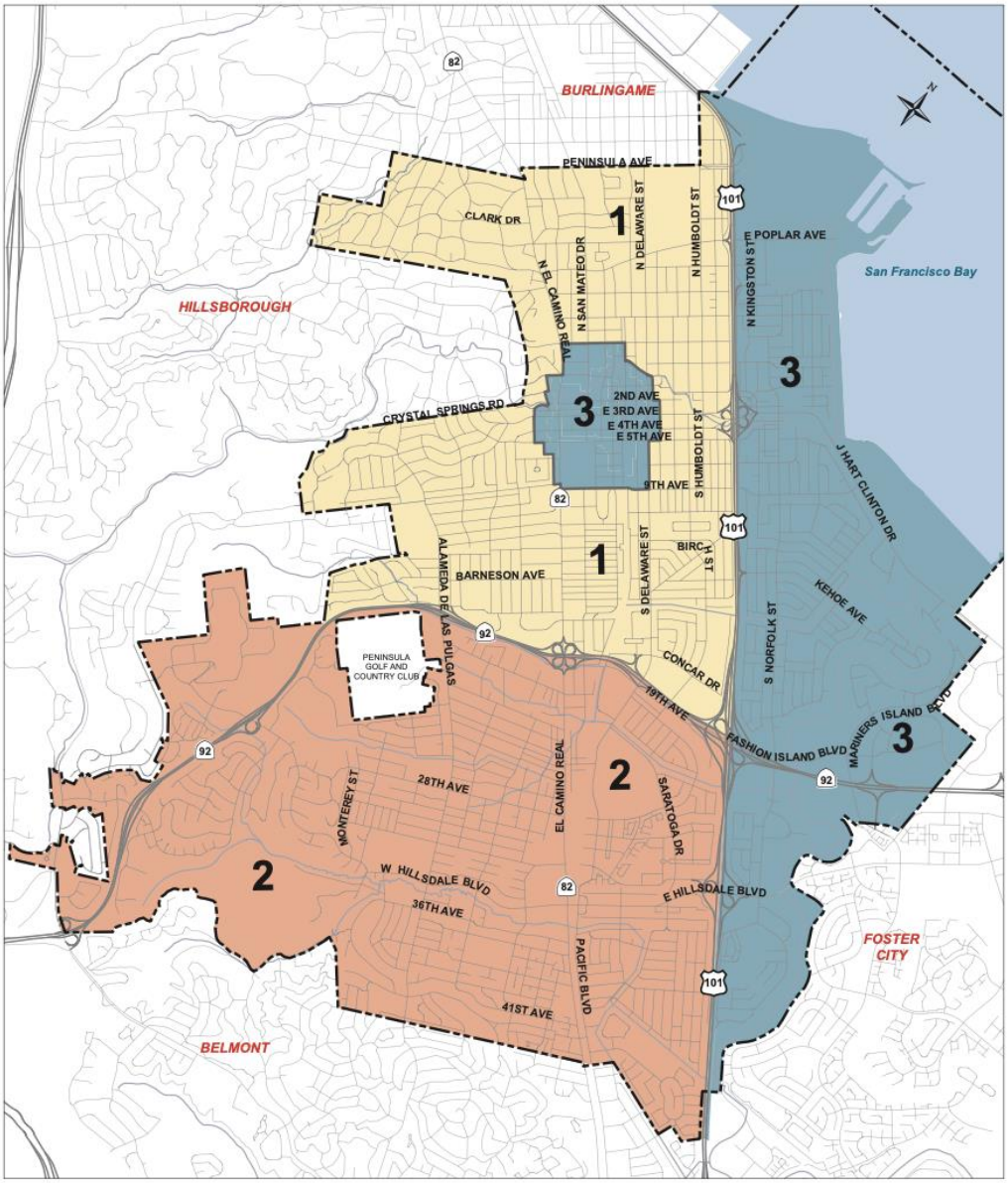
- Quickly respond to all emergencies.
- Proactively protect lives and property, prevent criminal activity, and maintain civil order.
- Work with City departments, service providers, and other agencies as necessary to provide long-term solutions for problems.
- Strive to provide the highest degree of traffic safety through a neighborhood traffic management strategy in collaboration with Public Works.
- Eradicate gang activity through prevention, intervention, and enforcement.
- Reduce burglary and robbery through the apprehension and prosecution of narcotics violators.
- Develop and implement operational plans for special events that result in safe operations and efficient use of resources.
- Identify and coordinate crime control strategies for locating crime patterns and "hot spots."

3.1.2 Geographic Deployment

The City is divided into three Patrol beats. Each beat is staffed by one or more Patrol officers 24 hours per day depending on the hour, dedicated to responding to public needs—both from calls for service (CFS) and officer-observed proactive responses. Officers patrol in marked police cars and operate as single-officer units. Calls are dispatched by priority and geography, and often require multiple officers to respond based on safety and the complexity of the call.

Beat integrity is strongly adhered to, meaning officers make every attempt to manage CFS in their assigned geographical boundary. Additionally, the Downtown business district is aligned with Beat 3, and is generally staffed by a dedicated Downtown officer to address business district issues.

Figure 9—Patrol Services Area Districts



3.1.3 Patrol Staffing and Scheduling

Patrol staffing has utilized a compressed work schedule for more than 20 years. The staffing allocation in Patrol has also been unchanged for many years. While recruitment and retention have increasingly become a challenge, the Department has ensured that uniformed Patrol deployment to the community has remained a priority and strives to provide a high level of service response as

service demands increase. Currently, there are 29 officers authorized per Patrol team for a total of 58 Patrol officers. At the time of Citygate's study, Patrol staffing was experiencing many vacancies, forcing each Team to be staffed with as few as 21 officers before any leave use was applied. Based on interviews, Citygate found that managing daily staffing requirements by hour is complicated and presents significant challenges.

The following table shows the Patrol schedule at full strength with current vacancies. The schedule has the names removed but shows officers assigned to Beats A, C, and D. Officer start times are different than the start times of supervisors.

Table 5—Patrol Schedule

PATROL COMPLEMENT
7/9/2023 thru 1/20/2024

A TEAM – LIEUTENANT				
WATCH 1 (0630-1730)				
Sgt (0600-1800)				23
		Beat	Code	Car
1	Officer	D		
2	Officer	A		
3	Officer	A		
4	Officer	D		
5	Officer	C		
6	Officer	C		
7	**Lary Cortes #133**			

B TEAM – LIEUTENANT				
WATCH 1 (0630-1730)				
Sgt (0600-1800)				31
		Beat	Code	Car
1	Officer	*D*		
2	Officer	*C*		
3	Officer	C		
4	Officer	D		
5	Officer	A		
6	Officer	A		
7	**VACANT**			

WATCH 2 (1000-2100)				
Sgt (0930-2130)				31
		Beat	Code	Car
1	Officer	A		
2	Officer	A		
3	Officer	D		
4	Officer	C		
5	Officer			
6	**VACANCY**			

WATCH 2 (1000-2100)				
Sgt (0930-2130)				21
		Beat	Code	Car
1	Officer	D		
2	Officer	DTU		
3	Officer	A		
4	Officer	D		
5	**VACANCY**			
6	**VACANCY**			

WATCH 3 (1500-0200)				
Sgt (1430-0230)				21
		Beat	Code	Car
1	Officer	D		
2	Officer	A		
3	Officer	D		
4	Officer	A		
5	Officer	C		
6	Officer	C		
7	**VACANCY**			
8	**VACANCY**			

WATCH 3 (1500-0200)				
Sgt (1430-0230)				23
		Beat	Code	Car
1	Officer	D		
2	Officer	C		
3	Officer	A		
4	Officer	C		
5	Officer	D		
6	Officer	A		
7	**VACANCY**			
8	**VACANCY**			

WATCH 4 (1930-0630)				
Sgt (1830-0630)				23
		Beat	Code	Car
1	Officer	C		
2	Officer	A		
3	Officer	A		
4	Officer	D		
5	Officer	D		
6	Officer	C		
7	**VACANCY**			
8	**VACANCY**			

WATCH 4 (1930-0630)				
Sgt (1830-0630)				31
		Beat	Code	Car
1	Officer	A		
2	Officer	C		
3	Officer	A		
4	Officer	C		
5	Officer	D		
6	Officer	D		
7	**VACANCY**			
8	**VACANCY**			

Patrol Sergeants work a 4/12 schedule, allowing for 30 minutes prior to the start of a shift to prepare for briefing, and 30 minutes at the end of shift to finalize administrative responsibilities and review reports. Officers assigned to Patrol work 11 hours per day for four days, followed by four regular days off. This rotation causes an annual shortage of hours that are resolved through supplemental training payback hours (Police Officer MOU). Minimum staffing is attained by hour, not by shift; this creates a complicated, rules-based staffing model using InTime software.

Operating shifts at minimum strength does not allow for the pursuit of organizational goals or directed service and significantly reduces proactive policing, especially during peak hours of the day when committed time and saturation is high.

The following table represents current minimum Patrol staffing by hour as of July 2023.

Table 6—Patrol Minimum Officers by Time

From (Hour)	To (Hour)	Minimum Officers
Midnight	0200	**10**
0200	1000	**5**
1000	1500	**9**
1500	1730	**13**
1730	1930	**10**
1930	2100	**13**
2100	Midnight	**10**

3.1.4 Personnel Vacancies and Recent Attrition

The Department has experienced officer vacancies during the last few years. In 2023, while Citygate conducted its workload analysis, the actual number of officers working Patrol shifts was significantly less than the number of officers authorized:

- 58 authorized positions allotted for Patrol as of November 2023
- 48 assigned personnel attributed to Patrol
- 45 actual officers assigned to a Patrol shift
- Team A / 24 officers (29 authorized)
- Team B / 21 officers (29 authorized)

In essence, Patrol was operating at a 22 percent reduction of the authorized compliment of uniformed officers in 2023. The City continued to maintain minimum staffing levels; however, this caused difficulties in Patrol scheduling.

3.1.5 Supervision and Division Structure

The City's Patrol Sergeants play an integral role in Patrol officers' work, including their relationships with community members. Sergeants supervise their subordinates in the day-to-day activities of law enforcement and help shape the police-community relationship. Sergeants not only hold subordinates accountable, but also support, mentor, and coach them to serve members of the community in the professional manner they both expect and deserve. The Patrol Sergeant span of control over Patrol teams is generally sufficient except for Watch 2. Watches 1, 3, and 4 require an actual supervisor. In the absence of a Watch 2 supervisor, the Watch 1 (day shift) supervisor may be responsible for supervising both shifts with a combined minimum staffing level as high as nine officers and a maximum staffing level as high as 13 officers.

> **"Span of control" refers to the number of officers that can be effectively supervised by a single supervisor**, in this case, a Sergeant. There is no definitive study that purports to have an exact ratio as it depends on the level of responsibilities and duties assigned. However, when the number begins to reach 9 or more employees under a single supervisor, it becomes clearer that there is a diminished ability for the supervisor to provide adequate supervisory responsibilities. This span of control for one supervisor may occur on rare occasions, but it creates an increased risk of improper supervision and liability and is not recommended.
>
> The City currently has a policy outlining the requirements for an acting Sergeant that can provide day-to-day supervision in the absence of a Sergeant. It is Citygate's suggestion that each shift always be supervised by a Sergeant or a properly trained Acting Sergeant.

There are two Lieutenants within Patrol assigned to manage two Patrol teams of four shifts. For administrative purposes, Patrol Lieutenants adjust their schedules as needed, but rotate on the 4/11 schedule. This organizational structure provides adequate but limited management oversight; however, it risks placing a significant level of administrative duties on Patrol sergeants during hours when Lieutenants are not on duty or are otherwise unavailable. Current Patrol Lieutenants do not have enough time to effectively manage administrative duties while supervising operations. A typical watch commander structure may allow for one Lieutenant per two Patrol shifts, with uniformed hours that provide combined street coverage of up to 22 hours per day as needed.

Citygate is <u>not</u> making a specific recommendation to add Lieutenants (two in addition to the two existing Patrol Lieutenants) to create a watch commander structure. However, the Department should consider the increased risk and liability in policing today and the potential of implementing this structure in the future.

There is a third Lieutenant responsible for Traffic, CRU, and the DTU. Currently, there is a Sergeant supervising CRU and two Sergeants supervising the Traffic Unit. The DTU is comprised of officers selected to address Downtown business district issues but assigned to Patrol shifts during daytime hours. Citygate finds that the Lieutenant is directly managing supervisory responsibilities and the Unit does not have a dedicated supervisor.

Citygate recommends restructuring the Traffic Unit and utilizing one Sergeant to provide full supervisory responsibilities for the Unit. Citygate further recommends the second Traffic Sergeant be redeployed to a Problem-Oriented Policing (POP) Team to address quality-of-life issues, downtown business needs, community events, and response to homelessness-related issues.

Citygate finds that there is a need to organize several programs and services into a newly formed **Community Engagement Unit**, which could be supervised with this reallocation without the addition of a new FTE. *[This FTE reallocation is currently unattainable due to a long-term injury. An alternative would require an additional FTE Sergeant position.]*

Currently, the City does not have a uniformed unit dedicated to addressing identified problems or quality-of-life issues. To focus on specific needs related to community safety requires dedicated resources and flexible schedules, but the City's Patrol officers do not have the time to address these significant challenges impacting the community. A Community Engagement Unit would augment overall Patrol response by engaging businesses and neighborhoods directly and addressing problems that significantly impact the greater community.

3.2 THE ICMA "RULE OF 60"

Since 2008, the International City/County Management Association (ICMA) Center for Public Safety Management has conducted police operational and data analyses. The ICMA data analysis, like Citygate's, relies on information captured in a department's incident data report system. The ICMA has long recommended a now widely used guideline for evaluating police patrol staffing known as the "Rule of 60."

The Rule of 60 focuses on **two key aspects** of patrol staffing: resource allocation and workload efficiency.

3.2.1 Resource Allocation

60 Percent of Sworn Officers: The Rule of 60 suggests that approximately 60 percent of a department's total sworn officers should be assigned to the patrol function. This ensures sufficient personnel dedicated to maintaining a visible presence within the community and responding to calls for service.

San Mateo deploys a total of:

116 sworn police officers ***Department-wide***	**69** sworn police officers ***within Patrol***
- 90 police officers - 17 Sergeants - 6 Lieutenants - 2 Captains - 1 Chief of Police	- 58 police officers (authorized) - 8 Sergeants - 2 Lieutenants - 1 Captain

This translates to **60 percent** of the Department's uniformed personnel being dedicated to Patrol, thus meeting the ICMA resource allocation guideline of at least 60 percent.

3.2.2 Workload Efficiency

60 Percent of Patrol Time: The Rule of 60 suggests that out of the total patrol officer time, no more than 60 percent should be spent responding to calls for service (reactive workload). This leaves 40 percent for discretionary time, allowing officers to:

- Proactively address community problems and concerns.
- Engage in community policing initiatives.
- Maintain availability for emergencies requiring immediate response.

3.2.3 Applying the Rule of 60

Data analysis	The Rule of 60 is applied by analyzing data related to personnel allocation, call volume, call types, response times, and officer activity logs.
Benchmarking	Comparing the Department's data to the Rule of 60 serves as a benchmark.
Identifying needs	Deviations from the rule can highlight potential resource imbalances or workload inefficiencies.
Decision-making	Based on the analysis, informed decisions can be made regarding: ▪ Adjusting staffing levels to meet community needs. ▪ Optimizing Patrol deployment for better coverage. ▪ Improving Patrol practices to increase proactive policing time.

Citygate determined that Patrol utilization in the City averaged over 55 percent, which meets the 60 percent workload efficiency guideline established by the Rule of 60. However, when evaluating utilization averaged by hour within each day, officer utilization is negatively impacted between

7:00 am and 10:00 am, and is not meeting the ICMA guideline. Additionally, utilization stays elevated above 60 percent until 3:00 pm. This finding will be further explained later in this report.

> Overall, **the Rule of 60 provides a valuable framework** for police departments to assess and optimize their patrol staffing, aiming for both efficient resource allocation and effective community engagement.
>
> It is important to highlight that this Rule of 60 is **not a rigid standard but a general guideline**. The specific needs and circumstances of each community will necessitate adjustments. Citygate considered these factors as part of the workload analysis, along with crime trends, demographics, and patrol coverage needs.

3.3 WORKLOAD ANALYSIS

Citygate's staffing methodology endeavors to review and analyze several factors. Some of these common factors include:

- Actual (and available) staffing versus allotted staffing, including Patrol officers, Sergeants, and Traffic officers.
- Leave taken by officers in Patrol, and how it curtails actual Patrol staffing levels.
- The number, type, and duration of public-generated calls for service and staff-initiated activity.
- Response times, including call-taking, dispatching, driving time, and second officer arrival times.
- Crime, including crime trends and any other unique local public safety concerns.
- Any obstacles or impediments that can consume an officer's time and/or take an officer or other Patrol staff away from their core duties (such as time spent in court, at the jail, or in local hospitals, and/or any technological deficiencies).

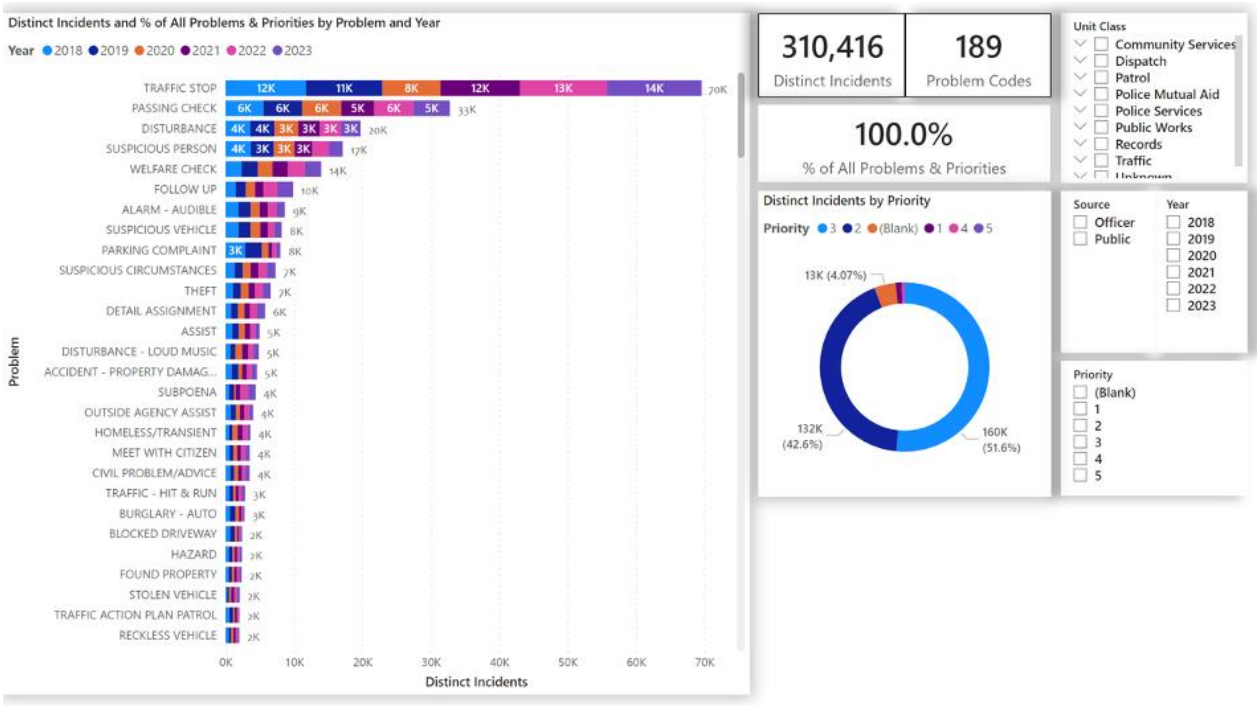
3.3.1 Department Calls for Service

Police studies can model 9-1-1 and other incident response requests through an agency's Computer Aided Dispatch (CAD) system. For analysis of the City, **Citygate evaluated 310,416 distinct incidents** Department-wide from 2018 to 2023. This included all activities and revealed a highly responsive approach to community safety and engagement. While the data cannot demonstrate effectiveness, it does indicate a very high level of responsiveness and proactivity.

Considering the most common problem types, traffic stops accounted for approximately 70,000 incidents, or 22 percent of all incidents. It is important to understand that vehicle stops often occur

for criminal enforcement purposes unrelated to traffic safety. The following figure shows this breakdown of CFS visually.

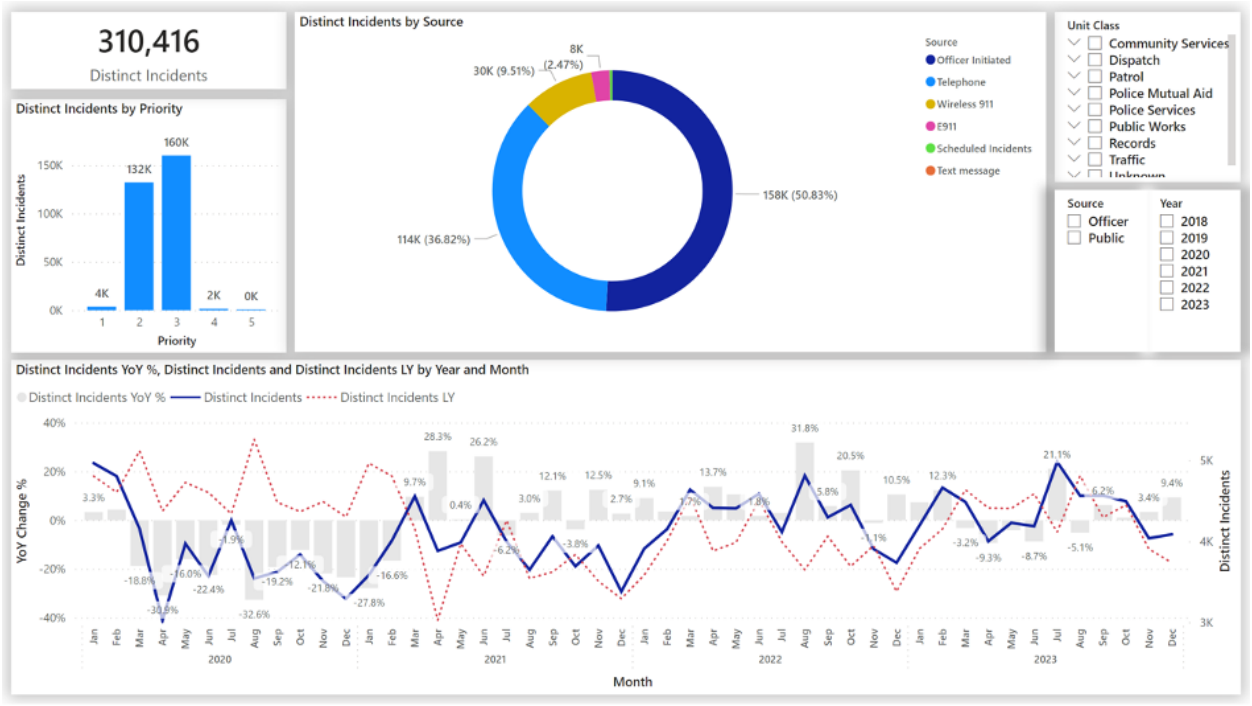
Figure 10—Department Incidents by Call Source and Priority



It is important to understand what drives police utilization. Calls are generally received by dispatch from (1) a member of the public calling in a service need, or (2) by an officer in the field. By evaluating what is publicly generated versus what is officer initiated, Citygate observed how the Department prioritized services and provided timely responses.

As the following figure shows, analysis of CAD data for all Department incidents shows that approximately 50 percent of all tracked police activity comes from public-generated calls, with the other 50 percent being generated internally by officers and staff.

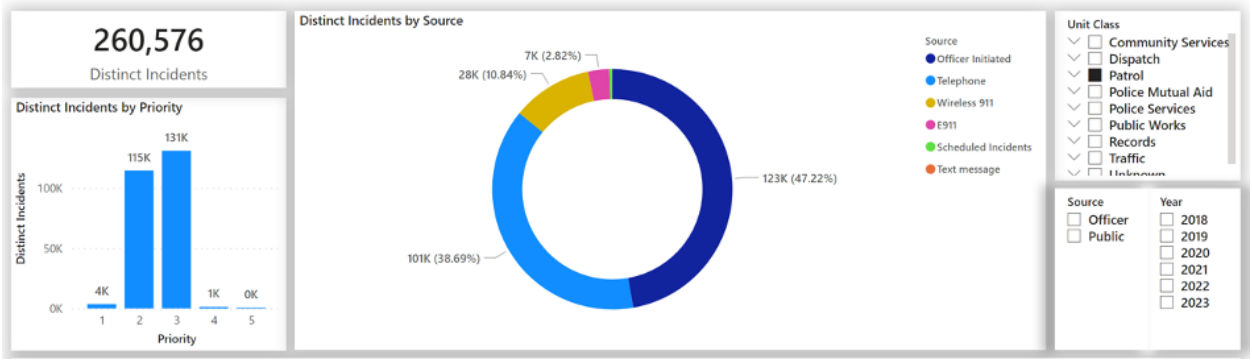
Figure 11—Department Incidents by Problem and Year



3.3.2 Patrol Calls for Service

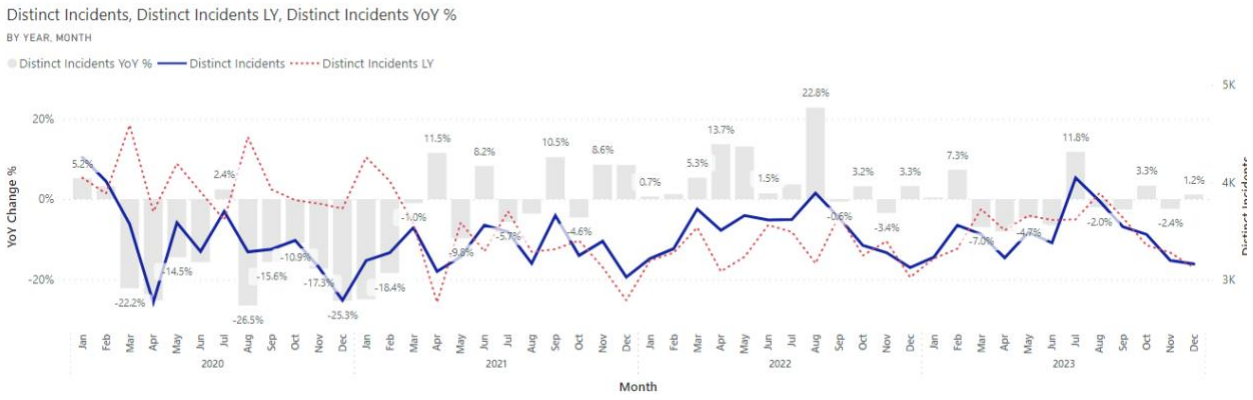
For analysis, Citygate used the **260,576 distinct Patrol incidents** requiring a response from 2018 to 2023. As shown in the following figure, approximately 53 percent of all Patrol responses were to public-generated CFS. The remaining 47 percent were to officer-initiated CFS or scheduled calls requiring a response or action. For this analysis, incidents responded to by CRU and the Traffic Unit were considered "specialized" responses, and thus were not included in Citygate's Patrol Analysis. Incidents responded to by DTU officers were included, however.

Figure 12—Patrol Incidents by Call Source and Priority (2018–2023)



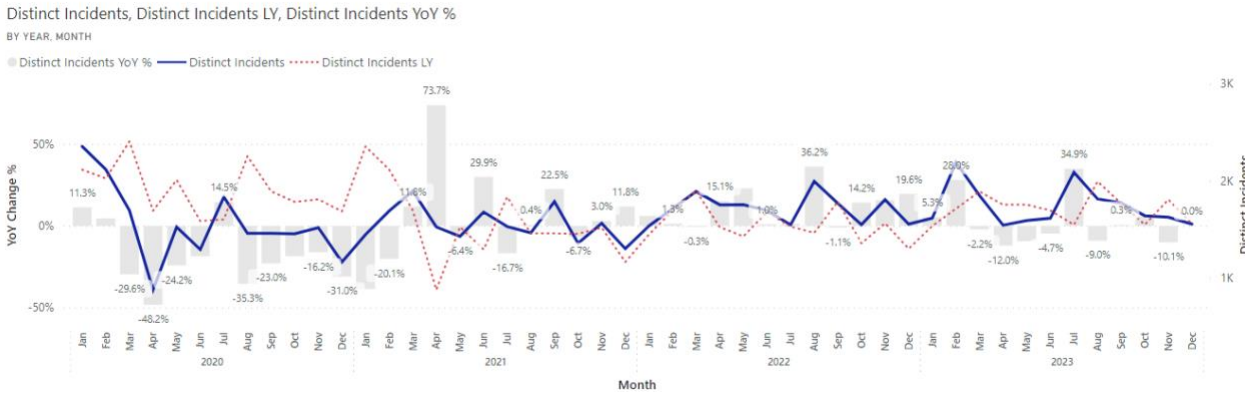
Citygate analyzed six full years of all CFS. The following figure highlights the dramatic decline of incidents in 2020. April, August, and December experienced a 25 percent decline when compared to the prior year.

Figure 13—Patrol Incident Volume (All Call Sources) Year Over Year (2020–2023)



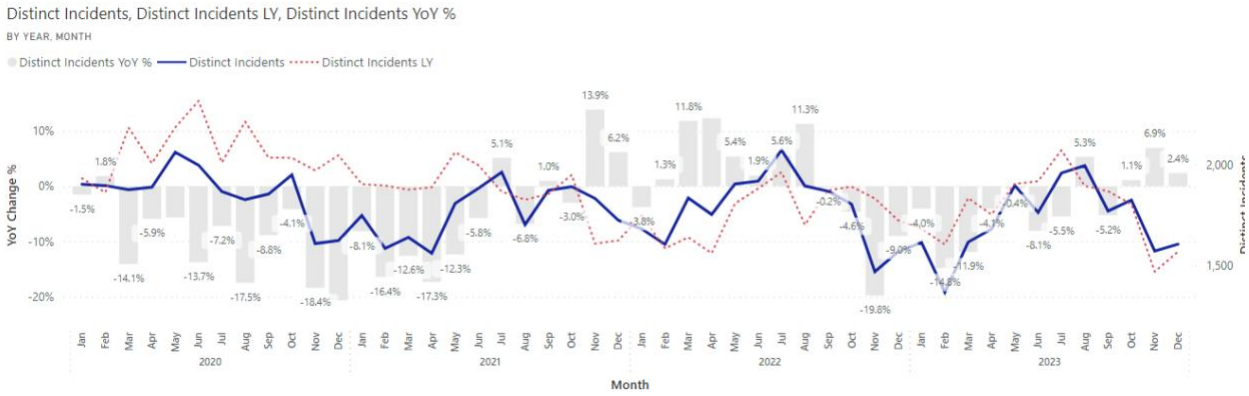
As the following figure shows, officer-initiated incidents dramatically decreased by 48 percent in April 2020 compared to April 2019. Officer-initiated activity has risen since then, but still sits 7 percent lower than the incident levels of 2018.

Figure 14—Patrol Officer-Initiated Incidents Year Over Year (2020–2023)



As the following figure shows, in 2020, public-generated incidents also declined between 15 and 20 percent depending on monthly fluctuations. Seasonal cycles continue to occur, with the most notable increases occurring during the summer period. However, there continues to be a 21 percent decline when compared to 2018.

Figure 15—Patrol Public Generated Calls Year over Year (2020–2023)



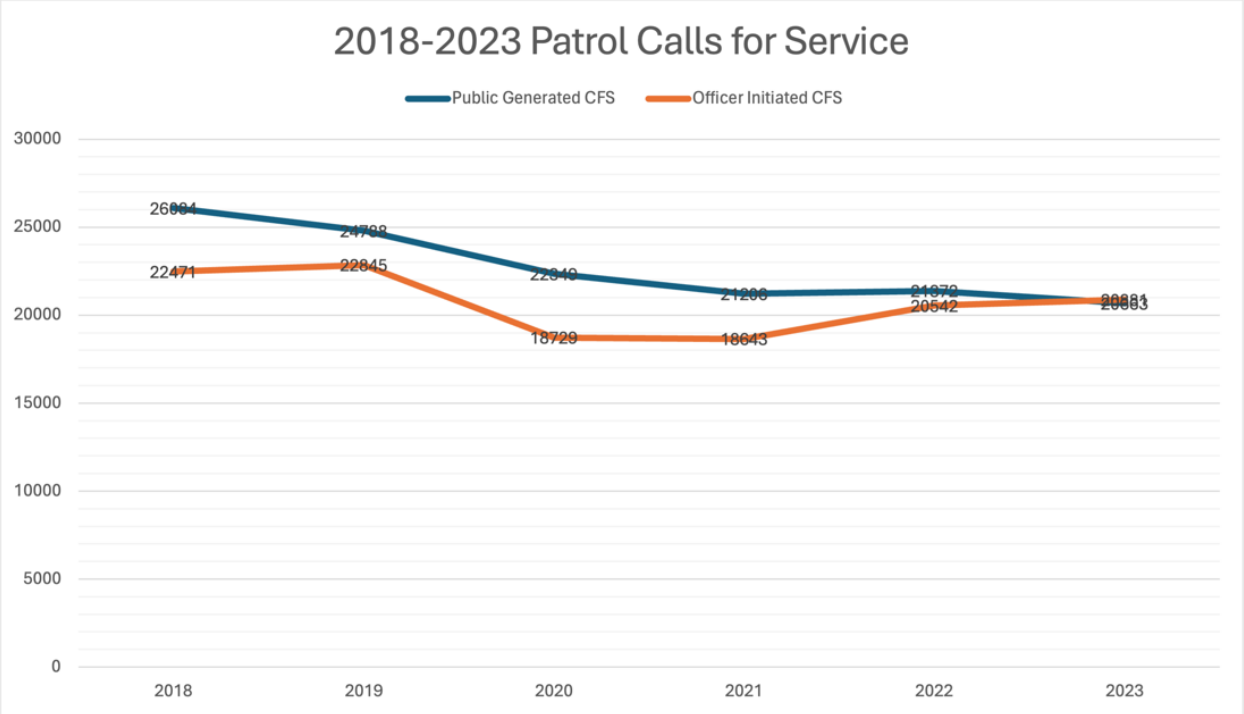
Year-over-year, there has been a decrease in total Patrol calls beginning in 2018. Whether coinciding with a shift in policing priorities, the COVID-19 pandemic, or the scrutiny of the law enforcement profession nationally, the City has experienced a six-year, 14 percent decline in total incidents requiring a Patrol response.

Table 7—Patrol Total Distinct Incidents (2018–2023)

Year	Officer-Initiated	Public-Generated	Total Distinct Incidents
2018	22,471	26,084	48,555
2019	22,845	24,788	47,634
2020	18,729	22,349	41,078
2021	18,643	21,206	39,850
2022	20,542	21,372	41,914
2023	20,881	20,663	41,545

As reflected in the following figure, Citygate evaluated the total combined impact of CFS trends to better assess an accurate workload analysis within the current environment. This data-informed approach recognizes that the organization continues to prioritize and implement effective public safety measures.

Figure 16—Patrol Calls for Service by Source (2018–2023)

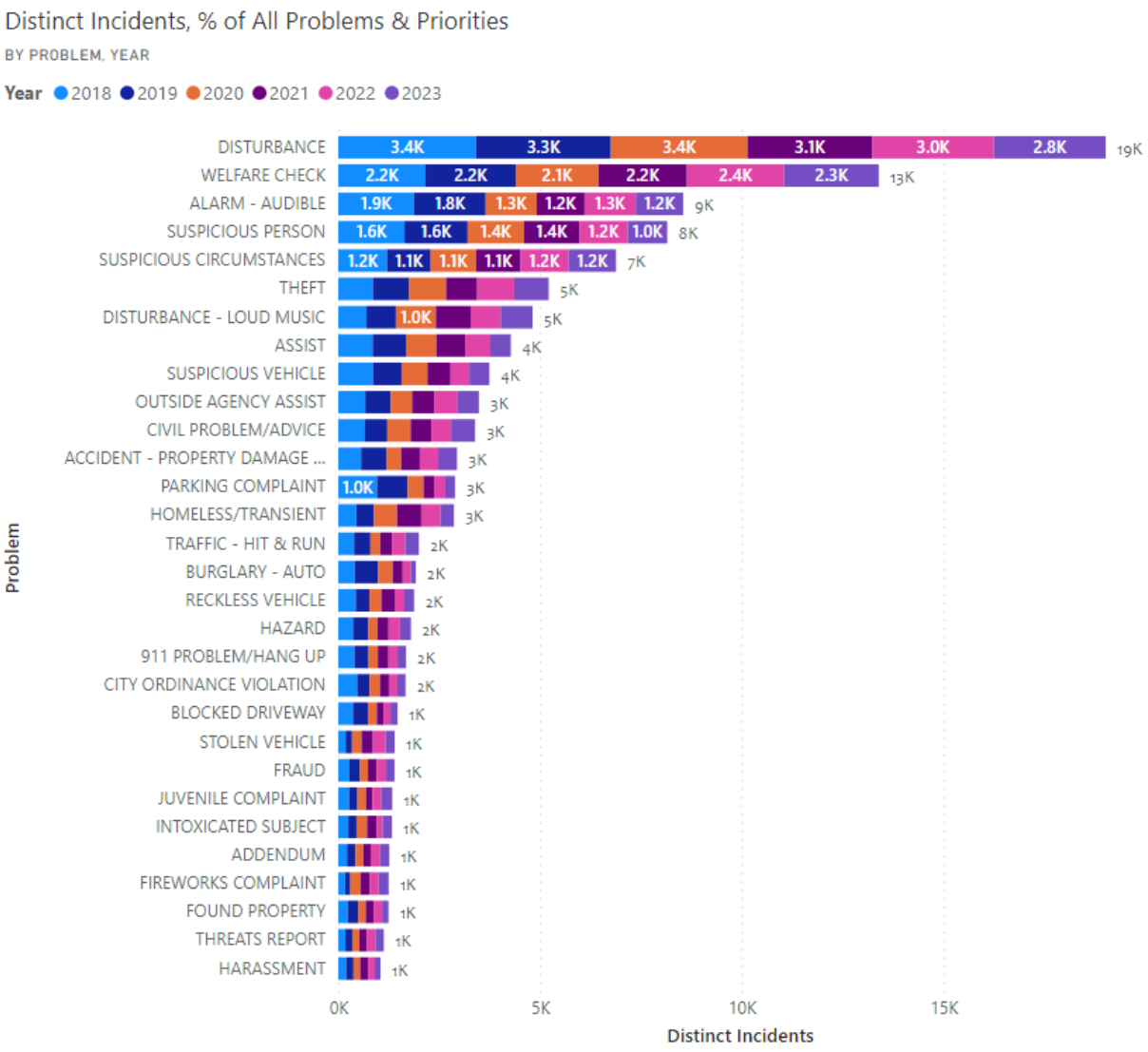


The declining trend in public-generated CFS requires continued monitoring to understand whether it will perpetuate in future years. It is not yet clear whether fewer *reports* of problems indicates fewer *actual* problems. This raises a question: Has the City reached a "new normal," or are these trends part of a longer cycle? Despite the ongoing need for monitoring, the current (depressed) trend does help predict the level of resources needed in Patrol to deliver effective police services.

3.3.3 Problem Code Analysis

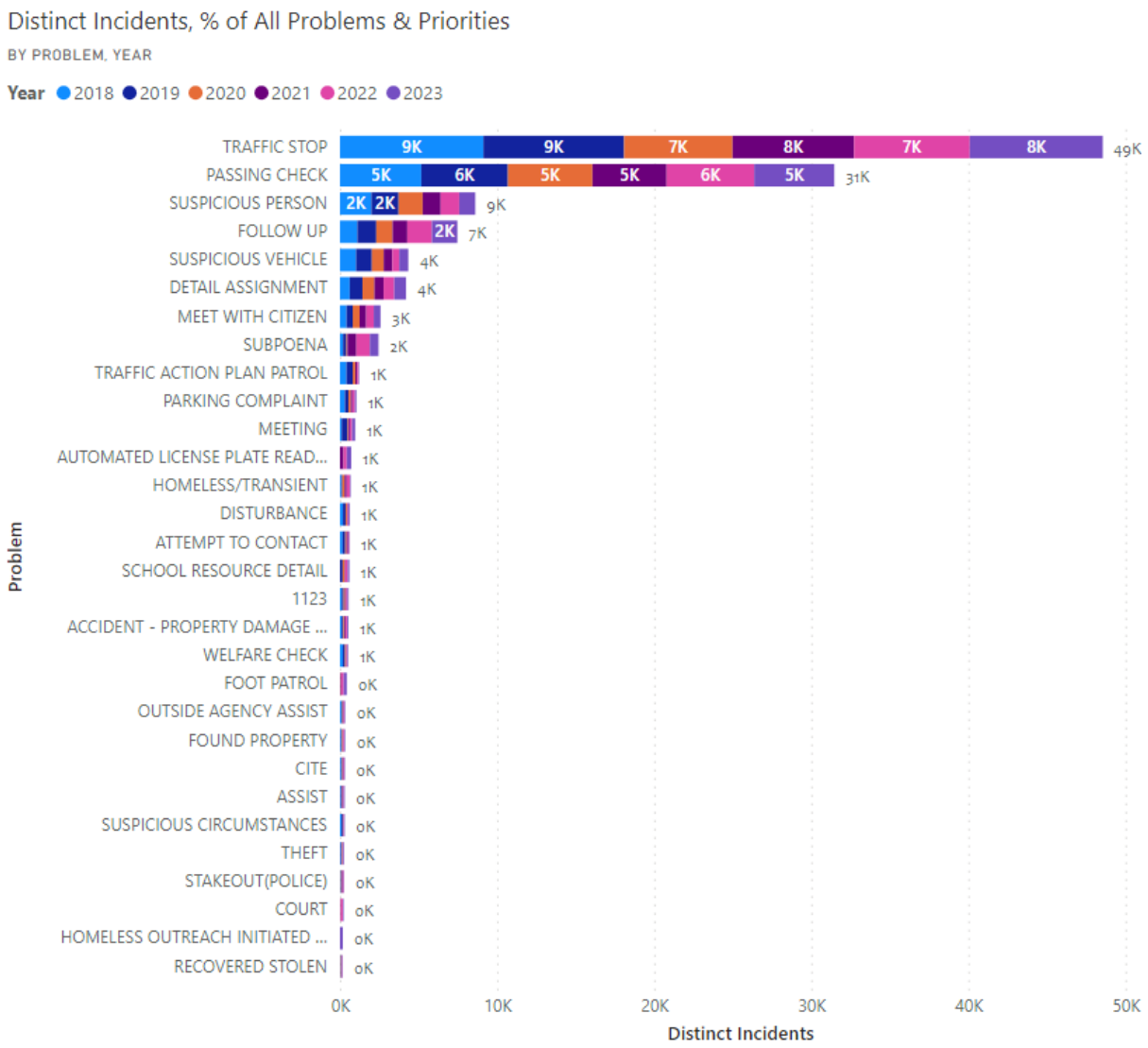
Citygate evaluated the call types of **public-generated CFS**. As the following figure shows, the most frequent call types are disturbances, checking the welfare of individuals, audible alarm calls, and quality-of-life issues. The figure highlights the top problem codes, color-coded by year.

Figure 17—Top Public-Generated Problem Codes by Year



As the following figure shows, by a significant margin, the most frequent **officer-initiated activity** was traffic stops, followed by security checks and suspicious activity of people and occupied vehicles.

Figure 18—Patrol: Officer-Initiated CFS (2018–2023)



In 2023, the City began utilizing a "scheduled call" feature within the CAD system. This allows for operationally directed service calls based on Department priority but is included in this assessment with the total number of officer-initiated incidents. Citygate commends the Department for promoting organizational objectives with management input into this additional proactive call type.

3.4 RESPONSE TIME ANALYSIS

3.4.1 Understanding Fractile versus Average Measurement

Police response time has historically been presented as an *average*, which is measured by adding the total response times of a given set of incidents and dividing that total by the number of incidents. The shortcoming of the average response time measurement is that it only identifies a single point on a continuum, and thus cannot show how widely the data is spread across that same continuum.

A more descriptive best practice in many fields—including not only police services, but fire and EMS—is the transition to measuring the *percent completion* of a specified response goal. Citygate uses *90 percent* as the standard.

The best way to illustrate this concept can be seen in the following two statements:

- "The community can expect a response of X minutes or less, 90 percent of the time," or
- "Nine times out of ten, the public can expect a response in X minutes or less."

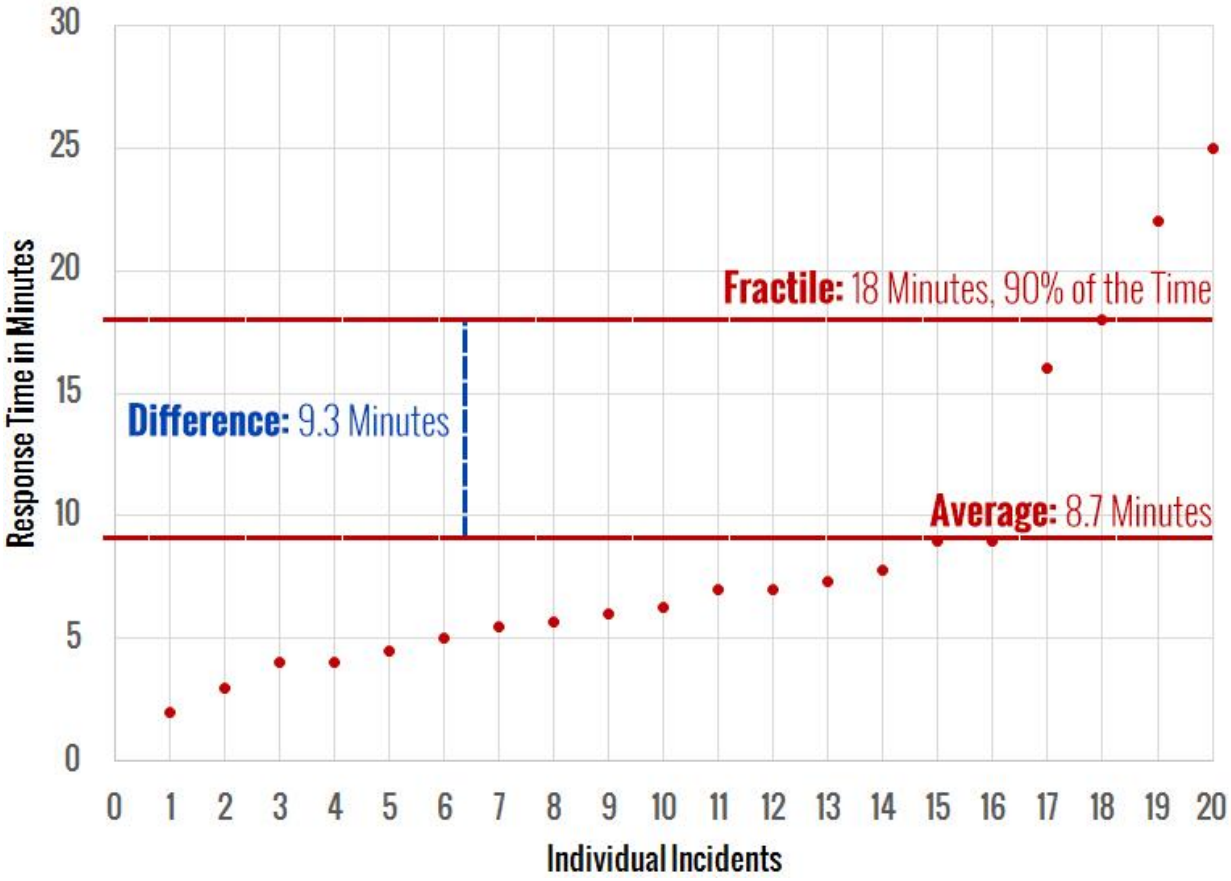
Mathematically, this is referred to as a "fractile" measure.[4]

To illustrate the difference between the ***fractile*** and ***average*** response time measurements, the following figure shows the response time for a fictitious police department in the United States. This department is small and received 20 legitimate calls for service during the period reviewed. Each response time for the calls for service has been plotted on the graph, in order from the shortest response time to the longest response time.

The figure shows that the *average* response time is 8.7 minutes. However, the average response time does not properly account for four calls with response times far exceeding the threshold in which positive outcomes could be expected.

[4] A fractile is that point *below* which a stated fraction of values lie. The fraction is often given as a percent value; the term "percentile" may then be used.

Figure 19—Fractile versus Average Response Time Measurements



As the figure shows, 20 percent of responses from this hypothetical department could be considered too slow, and an *average* time measurement would not reveal this important aspect of the data that a *fractile* measurement would. Citygate believes the *fractile* measurement is a more accurate reflection of the service delivery situation of this hypothetical department.

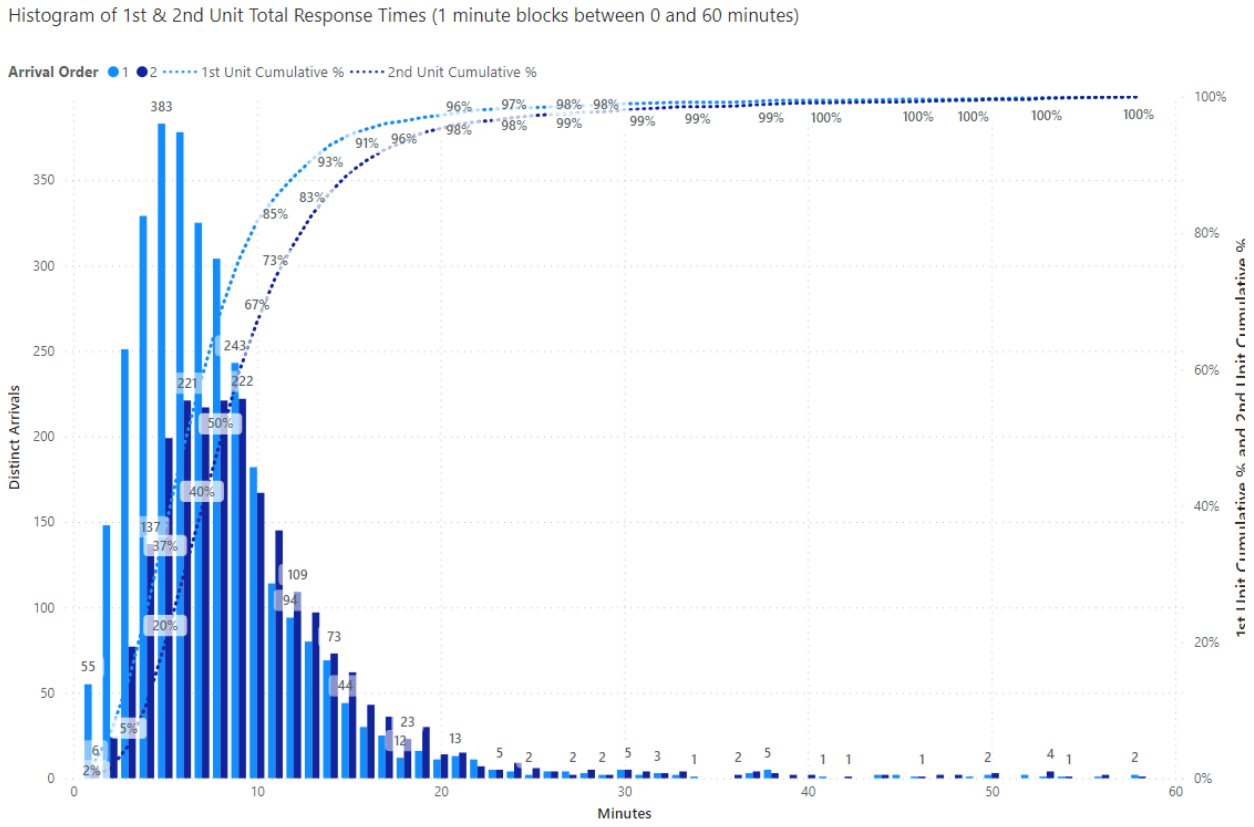
3.4.2 Patrol Response Time Analysis

Citygate used considerable resources working with the Department to extract the data necessary to perform this analysis. Using Microsoft's Power BI, response time analysis for Patrol is calculated for public-generated CFS from 2018–2023. The "Priority 1" designation represents the highest priority level, although not every Priority 1 call is an emergency that authorizes the use of lights and sirens to expedite the arrival of a police officer.

In total, there were 3,641 Priority 1 CFS. In the *fractile* analysis of Patrol response times, Citygate found that, 9 times out of 10, it takes 1:00 minute or less of call handling time to dispatch a police unit to a Priority 1 emergency call. As the following figure shows, the response time for the first-arriving unit is 13:30 minutes or less, 90 percent of the time, and 16:30 minutes or less

for the second-arriving unit, 90 percent of the time. When evaluating emergent call types, it becomes evident that there are patterns of expedited responses within various Priority 1 CFS, as reflected in the figure below.

Figure 20—Priority 1 Response Time Analysis – 90th Percentile Measure (2018–2023)



3.4.3 Priority Call Type Analysis

Whether a CFS is generated by the public or initiated by an officer, all incidents are categorized by priority. Citygate conducted a review of call type priority designations to evaluate the overall effectiveness of police response to emergent problems within the community. The predominate number of calls are captured into five priority types, with "Priority 1" being the most urgent. Since not all Priority 1 calls include an emergency response requiring lights and sirens, this can impact the analysis of high-priority call responses.

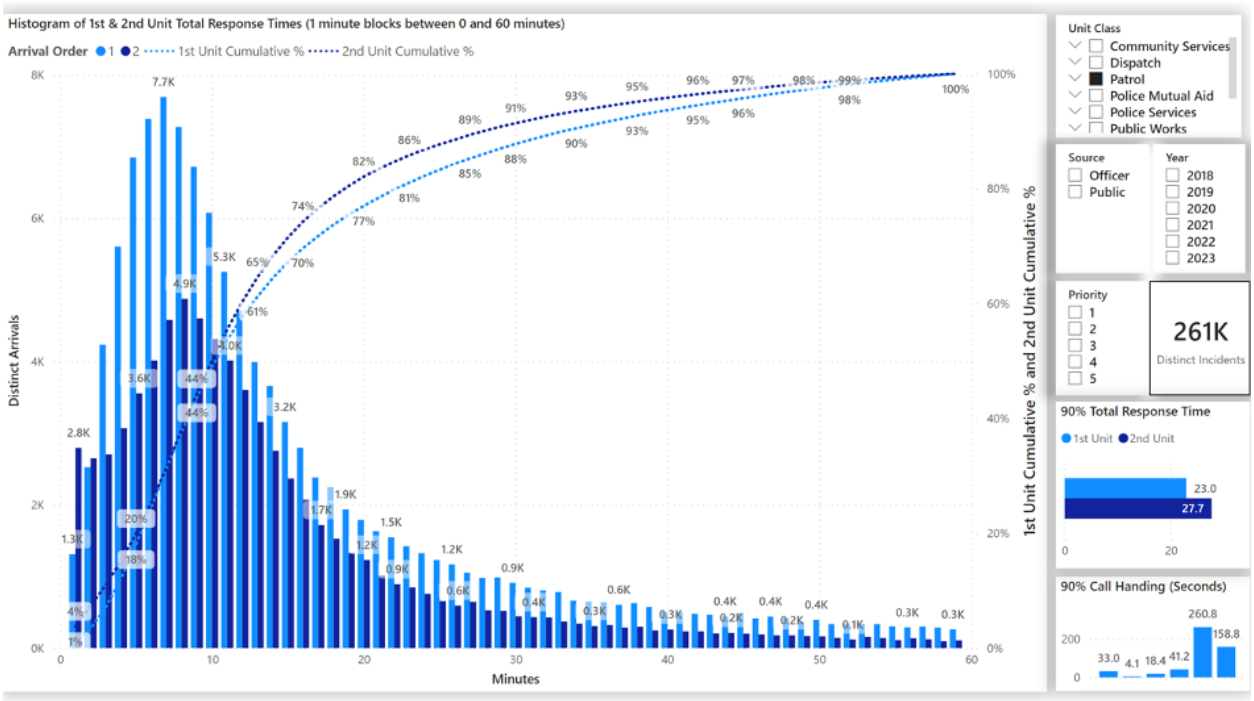
To conduct this evaluation, Citygate analyzed data gathered between 2018 and 2023, which included **260,576 distinct incidents** within Patrol. The following table outlines how these incidents break down by priority.

Table 8—Patrol Distinct Incidents by Priority (2018–2023)

Priority	Distinct Incidents
1	3,641
2	114,664
3	131,073
4	1,343
5	34

Most calls involving time-sensitive priorities fell into the first four categories. To perform a similar analysis, these priorities were combined, and all calls were analyzed to determine the fractile response as shown in the following figure. The 90 percent fractile response time occurred within 23:00 minutes of a call being received. *This level of service is commendable given the available resources and the volume of calls that officers respond to.*

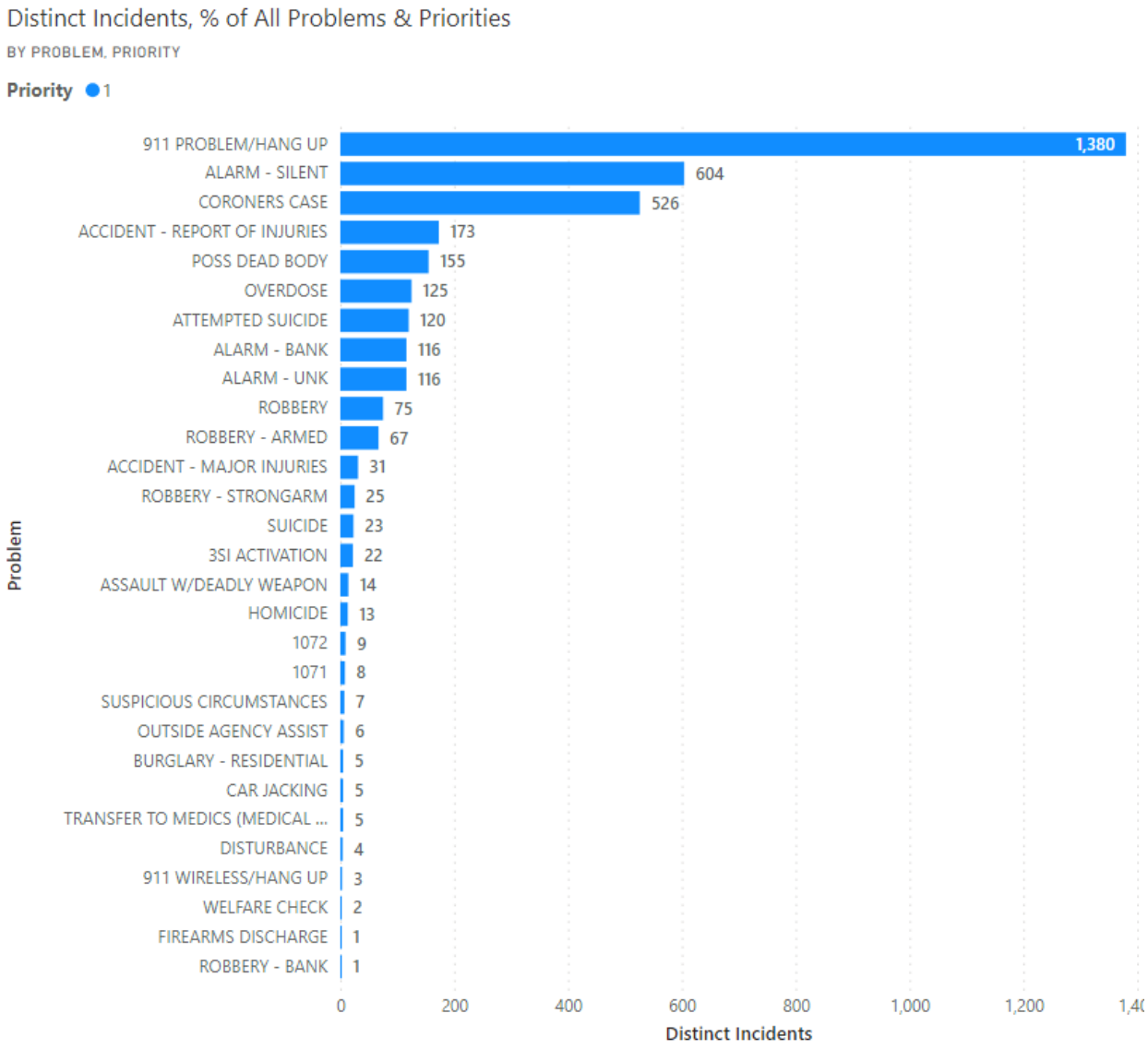
Figure 21—Priority 1–5 Response Time Analysis – 90th Percentile Measure (2018–2023)



Priority 1

A closer look at the Priority 1 classification identified **3,641 distinct incidents** within the period of data analyzed, representing less than 2 percent of total incidents as shown in the following figure.

Figure 22—Priority 1 Distinct Incidents

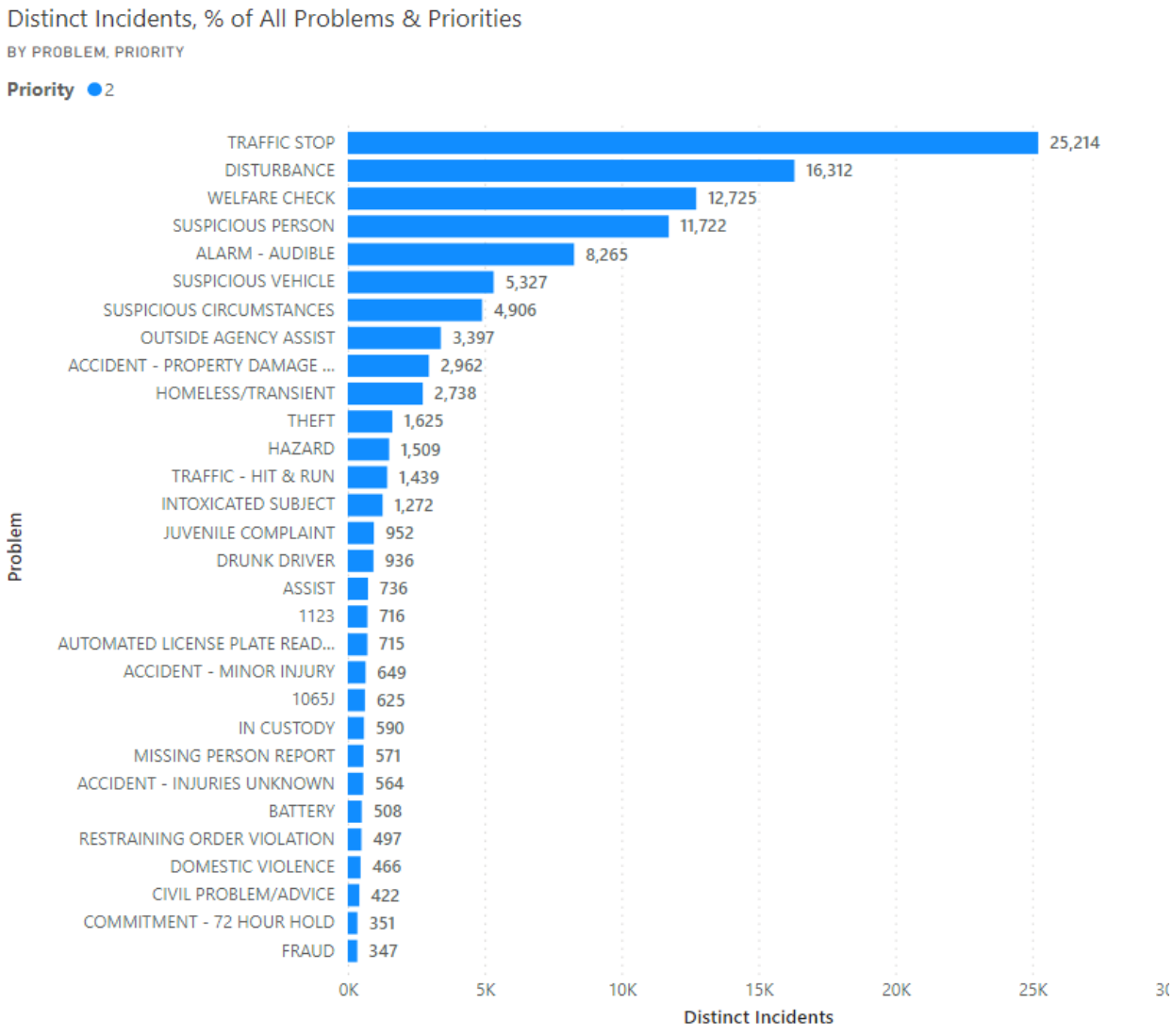


As the figure shows, Citygate identified 1,380 of these CFS designated as "911 Problem/Hang up," which represents approximately 40 percent of all public-generated Priority 1 calls. While this percentage seems high, it is unknown how many of these calls represented an actual emergent and expedited response, a response without delay, or a cancelled response. This type of call is problematic as an actual priority level is often unknown, but still requires an elevated response based on a potential or perceived emergency. Citygate did not determine whether any of these incidents were ultimately a lower priority—such as a misdialed 9-1-1 call which then led to a reduced response to an actual emergency.

Priority 2

There were **114,664 distinct incidents** categorized as "Priority 2," which represents 44 percent of all call types. Traffic stops are officer initiated and generally entered with a Priority 2 designation due to inherent risks. There are 126 different problem codes within this priority, with the most frequent code types shown in the following figure.

Figure 23—Priority 2 Distinct Incidents

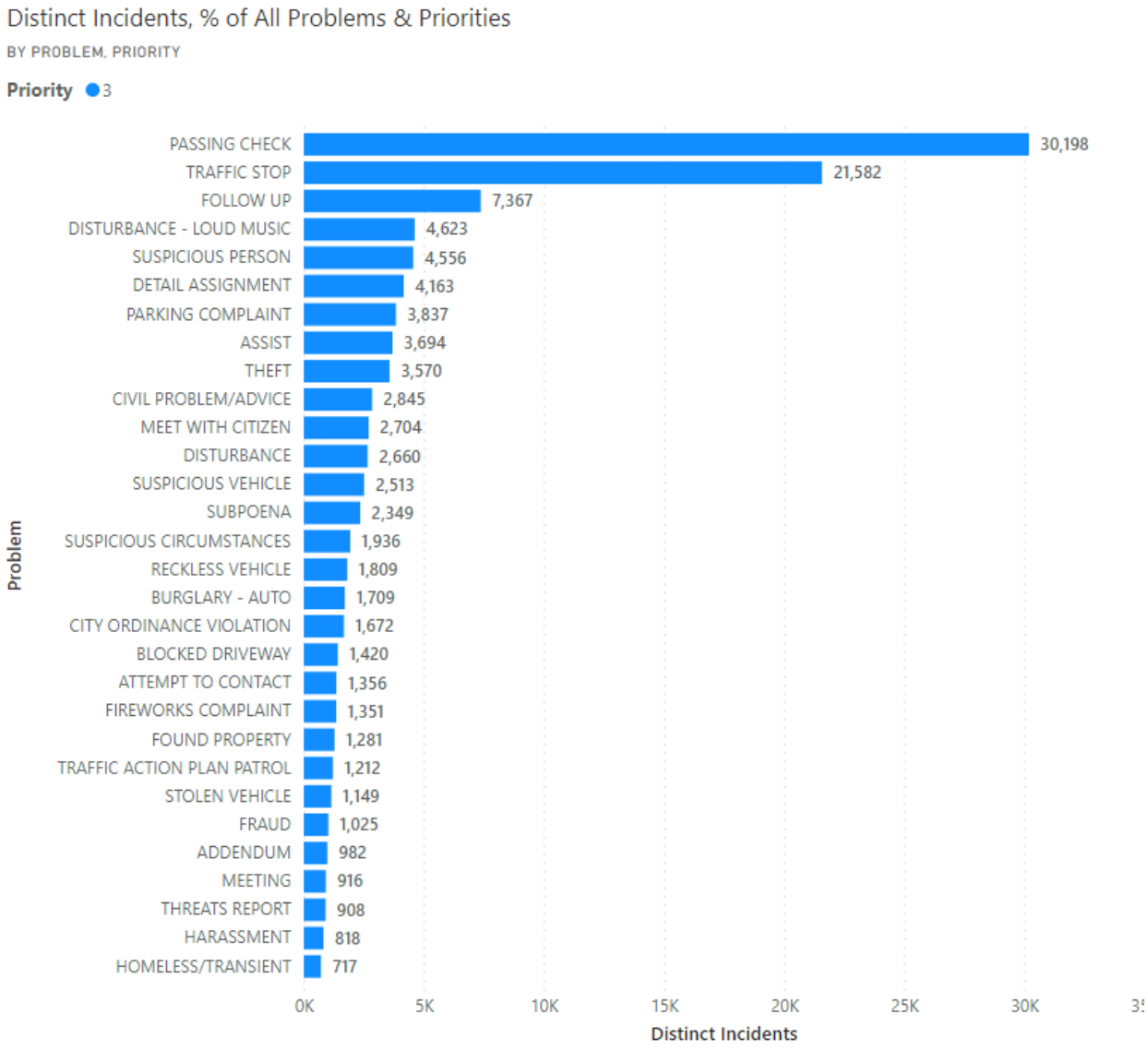


Priority 3

There were **131,073 distinct incidents** categorized as "Priority 3," which represents 50 percent of all call types. Traffic stops are officer initiated and generally entered as Priority 2 calls due to

inherent risks. There are 155 different problem codes within this priority, with the most frequent code types shown in the following figure.

Figure 24—Priority 3 Distinct Incidents



Citygate observed that the current call types are sufficiently categorized and do not create conflicting priorities or reduced responses to emergent community needs.

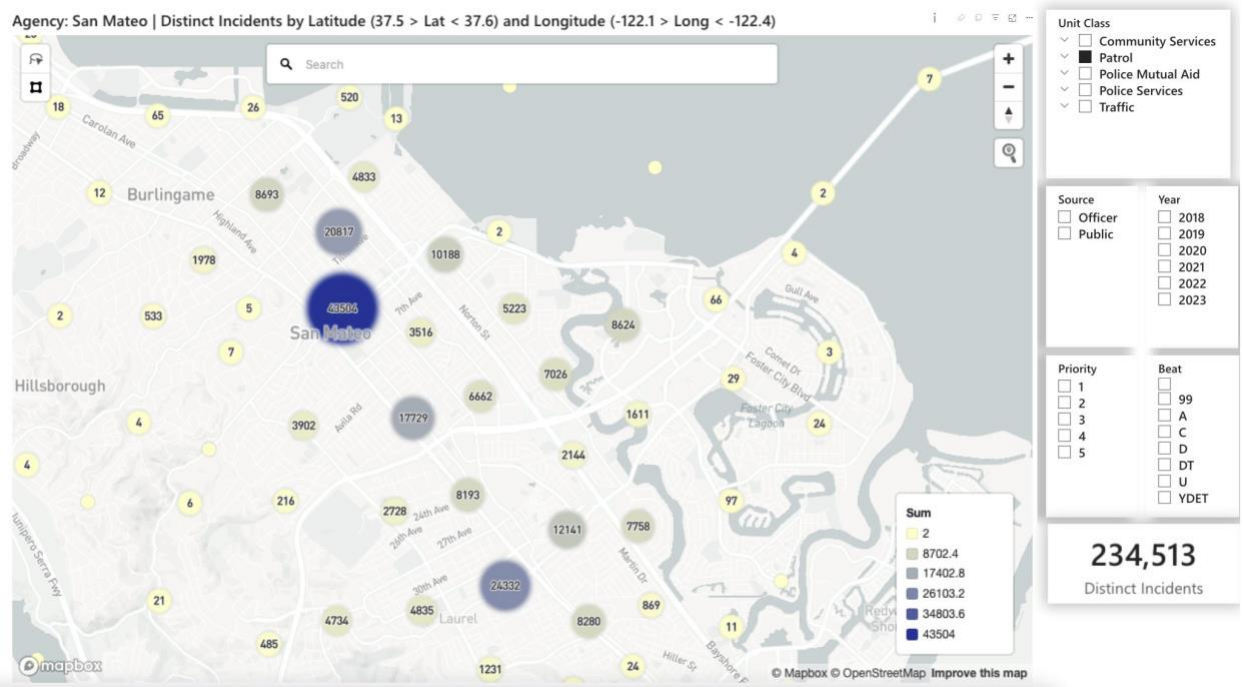
3.4.4 Geographic Analysis

San Mateo is surrounded by other cities and is more densely developed relative to its size. This does impact response times, as distance is a lessor factor as it relates to the impact on arrival times, while traffic congestion is a more significant factor—especially based on time-of-day and

responding officer location—when conducting a response time analysis. Citygate did make overall assessments of response times by priority; however, there was no data available related to "closest officer response" to CFS. The City utilizes a beat health / responsibility policy which tends to have non-emergent calls pend while awaiting the availability of an assigned beat officer.

The following figure shows a density analysis of activity for public-generated CFS within Patrol. It is important to recognize that each call response requires travel time to arrive safely.

Figure 25—Area of Mapped Public-Generated Calls



3.5 TEMPORAL ANALYSIS

Citygate conducted a temporal analysis of all 260,576 distinct incidents (CFS) by day and hour, including an analysis of committed hours. By extracting the data by year, trends over the last six years can be observed. Incident volumes follow a more predictable pattern, with daily incidents increasing at 7:00 am and service demand continuing to increase throughout the day. This also includes officer-initiated activity. The following figure demonstrates total utilization based on the average officer ratio assigned to Patrol during each hour of the day and day of the week.

Figure 26—Patrol: All Distinct Incidents and Committed Time (2018–2023)

Distinct Incidents

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	1,168	1,095	1,181	1,137	1,227	1,516	1,639	**8,963**
1	744	726	761	720	802	1,027	1,081	**5,861**
2	594	591	620	623	668	775	817	**4,688**
3	427	504	475	491	473	567	554	**3,491**
4	355	403	422	344	417	349	380	**2,670**
5	369	419	391	379	392	375	343	**2,668**
6	495	532	524	508	412	326	278	**3,075**
7	938	1,016	1,033	994	827	534	457	**5,799**
8	1,511	1,938	1,854	1,877	1,539	965	856	**10,540**
9	1,803	2,014	2,012	1,963	1,695	1,318	1,183	**11,988**
10	2,081	2,232	2,252	2,186	1,978	1,607	1,499	**13,835**
11	2,249	2,426	2,340	2,322	2,063	1,845	1,869	**15,114**
12	2,120	2,318	2,224	2,202	1,981	1,715	1,715	**14,275**
13	1,928	1,995	2,075	1,977	1,872	1,639	1,563	**13,049**
14	1,872	1,946	2,014	1,923	1,980	1,633	1,678	**13,046**
15	2,310	2,274	2,409	2,312	2,255	2,092	1,917	**15,569**
16	2,413	2,575	2,485	2,358	2,482	2,357	2,190	**16,860**
17	2,157	2,352	2,291	2,252	2,445	2,200	1,937	**15,634**
18	1,964	2,128	2,135	2,069	2,207	2,097	1,816	**14,416**
19	1,878	1,974	1,892	1,976	2,059	1,908	1,836	**13,523**
20	2,044	2,065	2,092	2,060	2,244	2,216	1,995	**14,716**
21	2,022	1,976	2,100	2,139	2,260	2,458	1,994	**14,949**
22	1,919	1,811	1,946	1,966	2,294	2,328	1,824	**14,088**
23	1,488	1,660	1,516	1,539	2,010	2,103	1,437	**11,753**
Total	**36,849**	**38,970**	**39,044**	**38,317**	**38,582**	**35,950**	**32,858**	**260,570**

Committed Hours

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	1,078	834	876	980	1,143	1,685	1,563	**8,159**
1	592	702	739	682	746	933	1,187	**5,582**
2	851	524	551	674	621	1,117	777	**5,114**
3	538	434	441	823	477	623	877	**4,214**
4	495	431	681	543	424	475	552	**3,602**
5	415	476	678	501	468	387	386	**3,312**
6	445	503	463	721	428	540	412	**3,511**
7	1,202	1,128	1,251	1,292	1,221	823	633	**7,550**
8	1,252	1,793	1,671	1,715	1,521	1,073	852	**9,876**
9	1,785	1,950	2,163	1,830	2,110	1,694	1,106	**12,638**
10	2,118	2,324	2,312	2,135	2,044	1,830	1,594	**14,357**
11	1,807	1,998	1,968	2,163	1,766	1,972	2,114	**13,788**
12	1,749	2,030	2,513	2,127	1,893	1,862	1,571	**13,744**
13	1,646	1,832	2,064	1,985	1,728	1,533	1,412	**12,199**
14	1,835	1,981	2,242	2,012	2,095	1,489	1,382	**13,038**
15	2,167	2,569	2,830	2,539	2,551	1,957	1,959	**16,572**
16	1,980	2,072	2,404	2,458	2,392	2,091	1,944	**15,341**
17	1,879	1,940	2,011	2,132	2,532	2,523	1,578	**14,596**
18	1,660	1,708	1,886	1,925	2,026	1,655	1,471	**12,331**
19	1,516	1,812	1,646	1,828	1,841	1,716	1,750	**12,109**
20	1,881	1,823	1,916	1,659	2,177	1,798	1,938	**13,192**
21	1,549	1,447	1,553	1,764	1,843	1,844	1,723	**11,723**
22	1,386	1,439	1,695	1,627	1,938	1,769	1,733	**11,587**
23	2,694	1,889	2,469	2,745	3,359	3,625	3,917	**20,697**
Total	**34,522**	**35,639**	**39,022**	**38,858**	**39,345**	**37,015**	**34,433**	**258,834**

3.5.1 Public-Generated Incidents and Committed Hours

A review of public-generated CFS in Patrol—136,462 over the six-year period of data analyzed by Citygate—revealed that CFS are most prominent between 10:00 am and 10:00 pm, and peak between 3:00 pm and 5:00 pm, as shown in the following figure. The figure separates the total volume of public-generated distinct incidents [left side] and the committed hours required within those same hour blocks [right side]. Averaged over time, this temporal illustration presents a visual depiction of the demand for service and the impact of that demand. Together, this informs the workload analysis process, including the actual personnel schedule.

Figure 27—Patrol: Public-Generated Distinct Incidents and Committed Time (2018–2023)

Distinct Incidents

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	549	457	480	486	517	735	934	**4,158**
1	371	345	330	315	362	588	669	**2,980**
2	329	264	278	286	306	477	524	**2,464**
3	235	215	224	217	243	363	383	**1,880**
4	221	224	237	183	204	234	250	**1,553**
5	250	238	205	250	242	251	229	**1,665**
6	285	272	274	274	291	257	219	**1,872**
7	484	517	457	473	508	431	356	**3,226**
8	738	792	717	730	808	652	558	**4,995**
9	880	846	842	821	800	823	732	**5,744**
10	957	930	884	858	993	959	859	**6,440**
11	1,038	1,034	947	957	976	1,020	1,064	**7,036**
12	1,051	1,072	995	1,001	1,107	1,025	1,017	**7,268**
13	1,040	1,006	1,070	1,026	1,105	1,030	976	**7,253**
14	1,074	1,076	1,066	1,054	1,220	1,089	1,035	**7,614**
15	1,204	1,183	1,225	1,199	1,231	1,117	1,058	**8,217**
16	1,332	1,342	1,281	1,281	1,308	1,200	1,190	**8,934**
17	1,273	1,300	1,289	1,321	1,394	1,228	1,175	**8,980**
18	1,196	1,275	1,291	1,264	1,328	1,215	1,095	**8,664**
19	1,100	1,115	1,135	1,193	1,212	1,136	1,080	**7,971**
20	1,076	1,095	1,161	1,087	1,151	1,172	1,062	**7,804**
21	952	934	1,003	1,000	1,127	1,360	1,034	**7,410**
22	835	821	879	905	1,113	1,374	955	**6,882**
23	631	686	632	613	951	1,228	708	**5,449**
Total	**19,101**	**19,039**	**18,902**	**18,794**	**20,497**	**20,964**	**19,162**	**136,459**

Committed Hours

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	745	580	559	673	810	1,309	1,188	**5,863**
1	432	489	507	445	515	693	945	**4,026**
2	515	336	386	519	481	749	644	**3,630**
3	421	322	292	548	355	474	739	**3,150**
4	429	338	545	286	273	388	354	**2,614**
5	320	355	294	331	303	330	348	**2,282**
6	309	328	324	373	298	396	317	**2,344**
7	674	563	452	563	551	475	371	**3,649**
8	768	755	693	752	857	660	627	**5,112**
9	1,024	901	970	896	1,238	981	696	**6,704**
10	1,053	1,110	1,023	948	1,121	921	865	**7,041**
11	1,259	1,147	1,077	1,198	1,020	987	1,070	**7,758**
12	1,166	1,215	1,408	1,079	1,246	1,212	1,018	**8,343**
13	1,098	1,163	1,226	1,150	1,107	1,016	1,074	**7,835**
14	1,376	1,252	1,212	1,241	1,377	1,198	1,052	**8,708**
15	1,279	1,516	1,561	1,505	1,281	1,062	1,241	**9,445**
16	1,295	1,393	1,425	1,464	1,500	1,228	1,263	**9,568**
17	1,402	1,334	1,425	1,465	1,416	1,514	1,145	**9,699**
18	1,194	1,342	1,406	1,383	1,367	1,202	1,131	**9,025**
19	1,136	1,416	1,190	1,347	1,349	1,294	1,388	**9,119**
20	1,379	1,387	1,403	1,113	1,590	1,250	1,403	**9,524**
21	1,135	966	1,093	1,285	1,364	1,472	1,287	**8,602**
22	959	966	1,217	1,125	1,359	1,307	1,341	**8,275**
23	2,279	1,446	1,980	2,214	2,709	3,111	3,454	**17,193**
Total	**23,648**	**22,618**	**23,669**	**23,904**	**25,486**	**25,228**	**24,958**	**169,511**

3.5.2 Committed Hours

The following table provides a deeper understanding of committed hours by year in Patrol, broken down by how the hours were received. It is important to note that the total committed hours include officer-initiated activity, which is an indicator of proactive policing and community engagement. The public generated CFS account for committed hours. For perspective, Patrol officers responded to 136,462 public-generated CFS, which required 169,511 hours to complete.

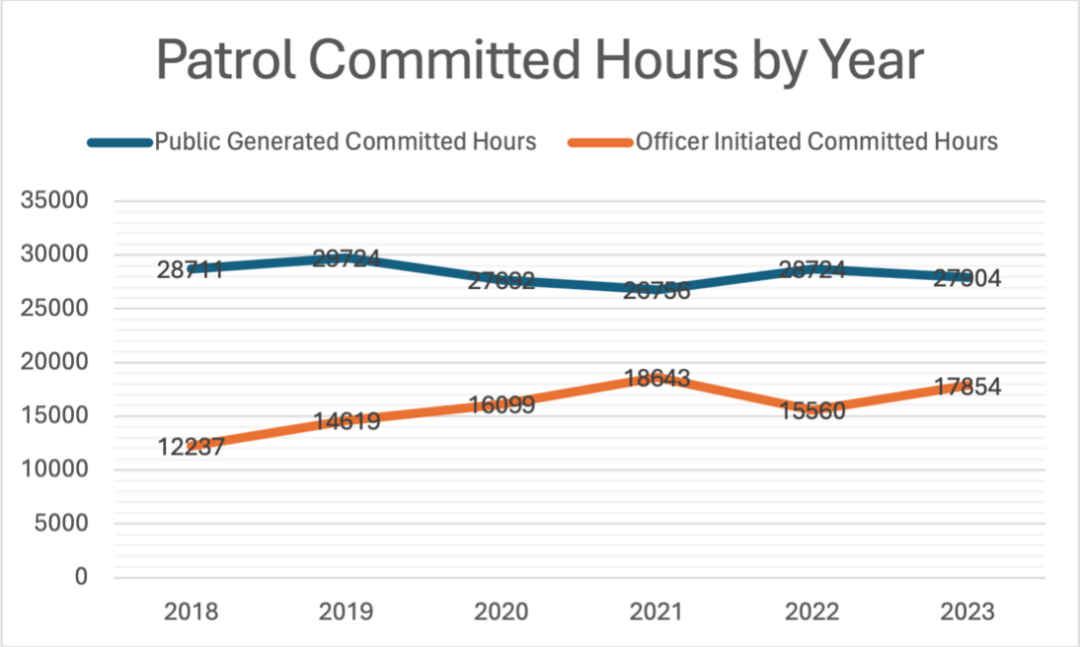
Table 9—Workload Analysis: Committed Time by Year

Year	Officer-Initiated CFS Committed Hours	Public-Generated CFS Committed Hours	Total CFS Committed Hours
2018	12,237	28,711	40,948
2019	14,619	29,724	44,343
2020	16,099	27,692	43,791
2021	18,643	26,756	39,709
2022	15,560	28,724	44,285
2023	17,854	27,904	45,758

The table shows the contrast between **officer time** to engage in proactive enforcement and reactive, public-generated responses when compared to total utilization. Committed hours correlates to utilization based on the actual time needed per distinct incident to complete the call or task. It is important to recognize that, while distinct incidents have varied and mostly declined over the six-year period of data analyzed, officer-initiated committed hours to public response have increased 46 percent between 2018 and 2023.

The following figure visualizes the committed hours associated with distinct incidents over six-year period of data for both public-generated and officer-initiated committed hours. Distinct incidents declined during this same period; however, while public-generated call types moderately impacted the committed hours workload, officer-initiated incidents required increasingly more time to complete over the same period. Citygate recognizes that policing continues to increase in complexity, and the investment into thoroughness and engagement appears to correlate with higher levels of committed hours for officer-initiated activity in the City.

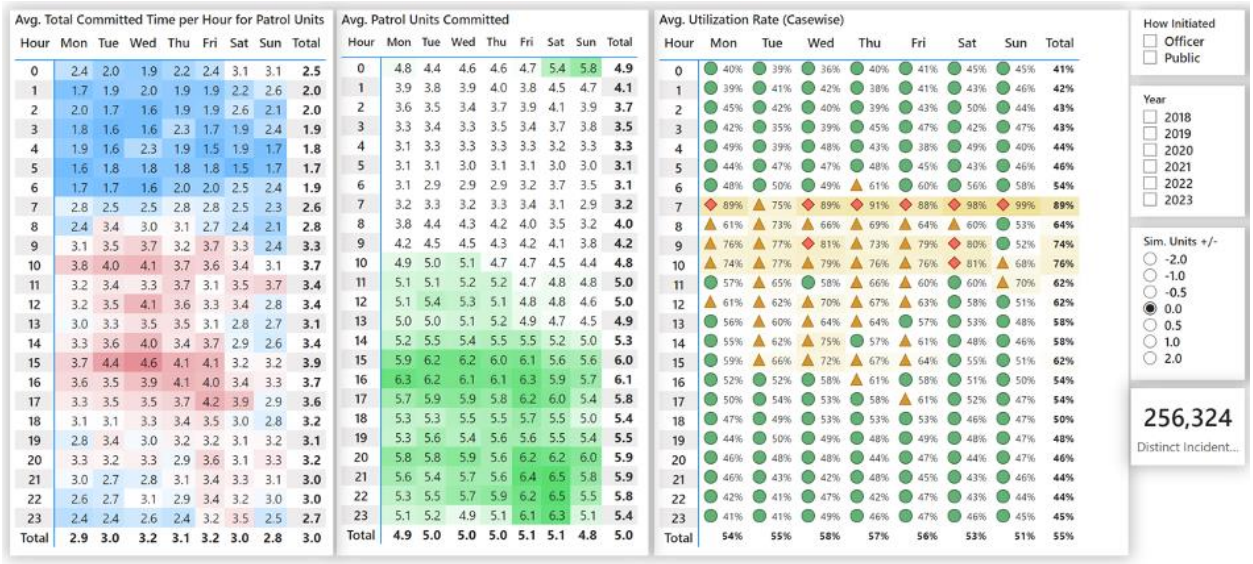
Figure 28—Committed Hours by How Call Received



3.6 PATROL UTILIZATION

Citygate finds the need for an additional Patrol officer on day shift (Shift 1) to address the CFS that begin to increase in the morning hours. This is especially important as Shift 2 does not begin until 10:00 am. The following figure illustrates current personnel utilization by time of day and day of week. More importantly, the figure demonstrates a noticeable need for deployable officers between 7:00 am and 3:00 pm. Patrol saturation is visible in time blocks exceeding the 60 percent utilization threshold.

Figure 29—Patrol Utilization for Engaged Units



Avg. Total Committed Time per Hour for Patrol Units

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	2.4	2.0	1.9	2.2	2.4	3.1	3.1	2.5
1	1.7	1.9	2.0	1.9	1.9	2.2	2.6	2.0
2	2.0	1.7	1.6	1.9	1.9	2.6	2.1	2.0
3	1.8	1.6	1.6	2.3	1.7	1.9	2.4	1.9
4	1.9	1.6	2.3	1.9	1.5	1.9	1.7	1.8
5	1.6	1.8	1.8	1.8	1.8	1.5	1.7	1.7
6	1.7	1.7	1.6	2.0	2.0	2.5	2.4	1.9
7	2.8	2.5	2.5	2.8	2.8	2.5	2.3	2.6
8	2.4	3.4	3.0	3.1	2.7	2.4	2.1	2.8
9	3.1	3.5	3.7	3.2	3.7	3.3	2.4	3.3
10	3.8	4.0	4.1	3.7	3.6	3.4	3.1	3.7
11	3.2	3.4	3.3	3.7	3.1	3.5	3.7	3.4
12	3.2	3.5	4.1	3.6	3.3	3.4	2.8	3.4
13	3.0	3.3	3.5	3.5	3.1	2.8	2.7	3.1
14	3.3	3.6	4.0	3.4	3.7	2.9	2.6	3.4
15	3.7	4.4	4.6	4.1	4.1	3.2	3.2	3.9
16	3.6	3.5	3.9	4.1	4.0	3.4	3.3	3.7
17	3.3	3.5	3.5	3.7	4.2	3.9	2.9	3.6
18	3.1	3.1	3.3	3.4	3.5	3.0	2.8	3.2
19	2.8	3.4	3.0	3.2	3.2	3.1	3.2	3.1
20	3.3	3.2	3.3	2.9	3.6	3.1	3.3	3.2
21	3.0	2.7	2.8	3.1	3.4	3.3	3.1	3.0
22	2.6	2.7	3.1	2.9	3.4	3.2	3.0	3.0
23	2.4	2.4	2.6	2.4	3.2	3.5	2.5	2.7
Total	2.9	3.0	3.2	3.1	3.2	3.0	2.8	3.0

Avg. Patrol Units Committed

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	4.8	4.4	4.6	4.6	4.7	5.4	5.8	4.9
1	3.9	3.8	3.9	4.0	3.8	4.5	4.7	4.1
2	3.6	3.5	3.4	3.7	3.9	4.1	3.9	3.7
3	3.3	3.4	3.3	3.5	3.4	3.7	3.8	3.5
4	3.1	3.3	3.3	3.3	3.3	3.2	3.3	3.3
5	3.1	3.1	3.0	3.1	3.1	3.0	3.0	3.1
6	3.1	2.9	2.9	2.9	3.2	3.7	3.5	3.1
7	3.2	3.3	3.2	3.3	3.4	3.1	2.9	3.2
8	3.8	4.4	4.3	4.2	4.0	3.5	3.2	4.0
9	4.2	4.5	4.5	4.3	4.2	4.1	3.8	4.2
10	4.9	5.0	5.1	4.7	4.7	4.5	4.4	4.8
11	5.1	5.1	5.2	5.2	4.7	4.8	4.8	5.0
12	5.1	5.4	5.3	5.1	4.8	4.8	4.6	5.0
13	5.0	5.0	5.1	5.2	4.9	4.7	4.5	4.9
14	5.2	5.5	5.4	5.5	5.5	5.2	5.0	5.3
15	5.9	6.2	6.2	6.0	6.1	5.6	5.6	6.0
16	6.3	6.2	6.1	6.1	6.3	5.9	5.7	6.1
17	5.7	5.9	5.9	5.8	6.2	6.0	5.4	5.8
18	5.3	5.3	5.5	5.5	5.7	5.5	5.0	5.4
19	5.3	5.6	5.4	5.6	5.6	5.5	5.4	5.5
20	5.8	5.8	5.9	5.6	6.2	6.2	6.0	5.9
21	5.6	5.4	5.7	5.6	6.4	6.5	5.8	5.9
22	5.3	5.5	5.7	5.9	6.2	6.5	5.5	5.8
23	5.1	5.2	4.9	5.1	6.1	6.3	5.1	5.4
Total	4.9	5.0	5.0	5.0	5.1	5.1	4.8	5.0

Avg. Utilization Rate (Casewise)

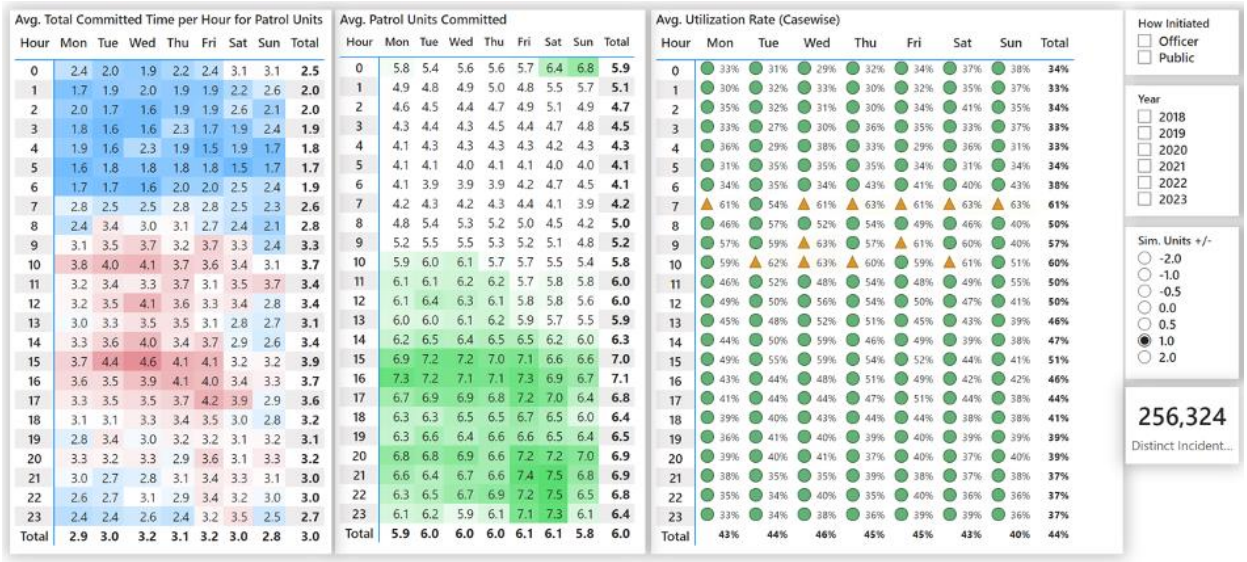
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	40%	39%	36%	40%	41%	45%	45%	41%
1	39%	41%	42%	38%	41%	43%	46%	42%
2	45%	42%	40%	39%	43%	50%	44%	43%
3	42%	35%	39%	45%	47%	42%	47%	43%
4	49%	39%	48%	43%	38%	49%	40%	44%
5	44%	47%	47%	48%	45%	43%	46%	46%
6	48%	50%	49%	61%	60%	56%	58%	54%
7	89%	75%	89%	91%	88%	98%	99%	89%
8	61%	73%	66%	69%	64%	60%	53%	64%
9	76%	77%	81%	73%	79%	80%	52%	74%
10	74%	77%	79%	76%	76%	81%	68%	76%
11	57%	65%	58%	66%	60%	60%	70%	62%
12	61%	62%	70%	67%	63%	58%	51%	62%
13	56%	60%	64%	64%	57%	53%	48%	58%
14	55%	62%	75%	57%	61%	48%	46%	58%
15	59%	66%	72%	67%	64%	55%	51%	62%
16	52%	52%	58%	61%	58%	51%	50%	54%
17	50%	54%	53%	58%	61%	52%	47%	54%
18	47%	49%	53%	53%	53%	46%	47%	50%
19	44%	50%	49%	48%	49%	48%	47%	48%
20	46%	48%	48%	44%	47%	44%	47%	46%
21	46%	43%	42%	48%	45%	43%	46%	44%
22	42%	41%	47%	42%	47%	43%	44%	44%
23	41%	41%	49%	46%	47%	46%	45%	45%
Total	54%	55%	58%	57%	56%	53%	51%	55%

3.6.1 Patrol Utilization Modeling

Citygate utilizes Microsoft Power BI to analyze the average committed time per hour and the average Patrol units committed to determine a "per-hour" utilization rate for predictive purposes. The following analysis allows for incrementally simulated personnel to be applied to demonstrate workload utilization changes based on desired utilization outcomes. Citygate utilizes this data-informed analysis to make staffing recommendations by time of day and day of week.

In the following figure, the addition of 1 officer was applied to the model to simulate the impact to patrol utilization.

Figure 30—Patrol Staffing Simulation: Addition – +1 Engaged Units



Avg. Total Committed Time per Hour for Patrol Units

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	2.4	2.0	1.9	2.2	2.4	3.1	3.1	2.5
1	1.7	1.9	2.0	1.9	1.9	2.2	2.6	2.0
2	2.0	1.7	1.6	1.9	1.9	2.6	2.1	2.0
3	1.8	1.6	1.6	2.3	1.7	1.9	2.4	1.9
4	1.9	1.6	2.3	1.9	1.5	1.9	1.7	1.8
5	1.6	1.8	1.8	1.8	1.8	1.5	1.7	1.7
6	1.7	1.7	1.6	2.0	2.0	2.5	2.4	1.9
7	2.8	2.5	2.5	2.8	2.8	2.5	2.3	2.6
8	2.4	3.4	3.0	3.1	2.7	2.4	2.1	2.8
9	3.1	3.5	3.7	3.2	3.7	3.3	2.4	3.3
10	3.8	4.0	4.1	3.7	3.6	3.4	3.1	3.7
11	3.2	3.4	3.3	3.7	3.1	3.5	3.7	3.4
12	3.2	3.5	4.1	3.6	3.3	3.4	2.8	3.4
13	3.0	3.3	3.5	3.5	3.1	2.8	2.7	3.1
14	3.3	3.6	4.0	3.4	3.7	2.9	2.6	3.4
15	3.7	4.4	4.6	4.1	4.1	3.2	3.2	3.9
16	3.6	3.5	3.9	4.1	4.0	3.4	3.3	3.7
17	3.3	3.5	3.5	3.7	4.2	3.9	2.9	3.6
18	3.1	3.1	3.3	3.4	3.5	3.0	2.8	3.2
19	2.8	3.4	3.0	3.2	3.2	3.1	3.2	3.1
20	3.3	3.2	3.3	2.9	3.6	3.1	3.3	3.2
21	3.0	2.7	2.8	3.1	3.4	3.3	3.1	3.0
22	2.6	2.7	3.1	2.9	3.4	3.2	3.0	3.0
23	2.4	2.4	2.6	2.4	3.2	3.5	2.5	2.7
Total	2.9	3.0	3.2	3.1	3.2	3.0	2.8	3.0

Avg. Patrol Units Committed

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	5.8	5.4	5.6	5.6	5.7	6.4	6.8	5.9
1	4.9	4.8	4.9	5.0	4.8	5.5	5.7	5.1
2	4.6	4.5	4.4	4.7	4.9	5.1	4.9	4.7
3	4.3	4.4	4.3	4.5	4.4	4.7	4.8	4.5
4	4.1	4.3	4.3	4.3	4.3	4.2	4.3	4.3
5	4.1	4.1	4.0	4.1	4.1	4.0	4.0	4.1
6	4.1	3.9	3.9	3.9	4.2	4.7	4.5	4.1
7	4.2	4.3	4.2	4.3	4.4	4.1	3.9	4.2
8	4.8	5.4	5.3	5.2	5.0	4.5	4.2	5.0
9	5.2	5.5	5.5	5.3	5.2	5.1	4.8	5.2
10	5.9	6.0	6.1	5.7	5.7	5.5	5.4	5.8
11	6.1	6.1	6.2	6.2	5.7	5.8	5.8	6.0
12	6.1	6.4	6.3	6.1	5.8	5.8	5.6	6.0
13	6.0	6.0	6.1	6.2	5.9	5.7	5.5	5.9
14	6.2	6.5	6.4	6.5	6.5	6.2	6.0	6.3
15	6.9	7.2	7.2	7.0	7.1	6.6	6.6	7.0
16	7.3	7.2	7.1	7.1	7.3	6.9	6.7	7.1
17	6.7	6.9	6.9	6.8	7.2	7.0	6.4	6.8
18	6.3	6.3	6.5	6.5	6.7	6.5	6.0	6.4
19	6.3	6.6	6.4	6.6	6.6	6.5	6.4	6.5
20	6.8	6.8	6.9	6.6	7.2	7.2	7.0	6.9
21	6.6	6.4	6.7	6.6	7.4	7.5	6.8	6.9
22	6.3	6.5	6.7	6.9	7.2	7.5	6.5	6.8
23	6.1	6.2	5.9	6.1	7.1	7.3	6.1	6.4
Total	5.9	6.0	6.0	6.0	6.1	6.1	5.8	6.0

Avg. Utilization Rate (Casewise)

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	33%	31%	29%	32%	34%	37%	38%	34%
1	30%	32%	33%	30%	32%	35%	37%	33%
2	35%	32%	31%	30%	34%	41%	35%	34%
3	33%	27%	30%	36%	35%	33%	37%	33%
4	36%	29%	38%	33%	29%	36%	31%	33%
5	31%	35%	35%	35%	34%	31%	34%	34%
6	34%	35%	34%	43%	41%	40%	43%	38%
7	61%	54%	61%	63%	61%	63%	63%	61%
8	46%	57%	52%	54%	49%	46%	40%	50%
9	57%	59%	63%	57%	61%	60%	40%	57%
10	59%	62%	63%	60%	59%	61%	51%	60%
11	46%	52%	48%	54%	48%	49%	55%	50%
12	49%	50%	56%	54%	50%	47%	41%	50%
13	45%	48%	52%	51%	45%	43%	39%	46%
14	44%	50%	59%	46%	49%	39%	38%	47%
15	49%	55%	59%	54%	52%	44%	41%	51%
16	43%	44%	48%	51%	49%	42%	42%	46%
17	41%	44%	44%	47%	51%	44%	38%	44%
18	39%	40%	43%	44%	44%	38%	38%	41%
19	36%	41%	40%	39%	40%	39%	39%	39%
20	39%	40%	41%	37%	40%	37%	40%	39%
21	38%	35%	35%	39%	38%	37%	38%	37%
22	35%	34%	40%	35%	40%	36%	36%	37%
23	33%	34%	38%	36%	39%	39%	36%	37%
Total	43%	44%	46%	45%	45%	43%	40%	44%

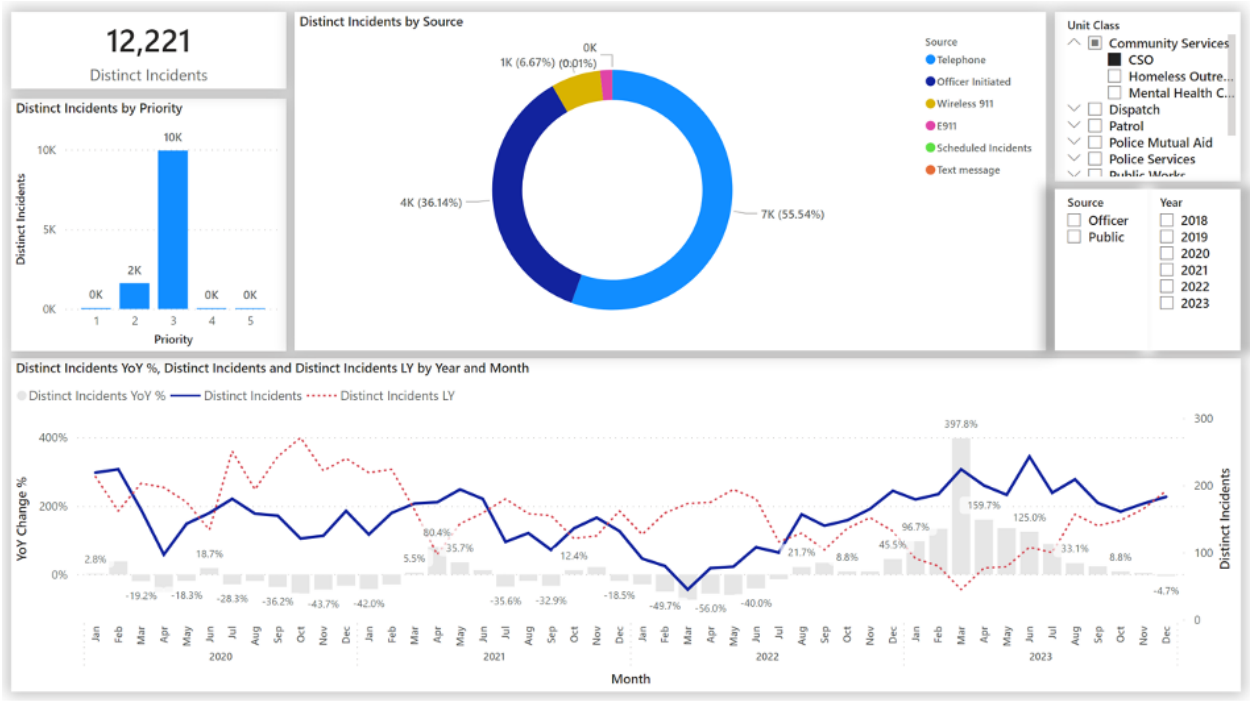
In this simulation model, Citygate finds that an optimal utilization rate is achieved during oversaturated hours (between 7:00 am and 6:00 pm) by applying a factor of one additional FTE officer on day shift (Shift 1). For purposes of simulation, the additional officer is applied for the entire 24 hours; however, Citygate's recommendation is to only increase staffing during the 11 hours on Shift 1 for both teams (two FTE positions), as this time frame coincides with the exceeding of the 60 percent utilization threshold as discussed previously.

3.6.2 Community Service Officer Utilization

Community Service Officers (CSOs) provide an invaluable addition to Patrol services. The City embraces the value of CSOs and makes every attempt to utilize this role to augment public safety services. There are three CSOs assigned to Patrol and one assigned to the Traffic Unit. Patrol assignments are generally fixed and do not coincide with Patrol teams on the rotating 4/11 schedule. CSOs assist in the work of Patrol by responding to calls not involving direct contact with suspect activity. Their schedules do not align with Patrol teams or shifts and do not rotate workdays.

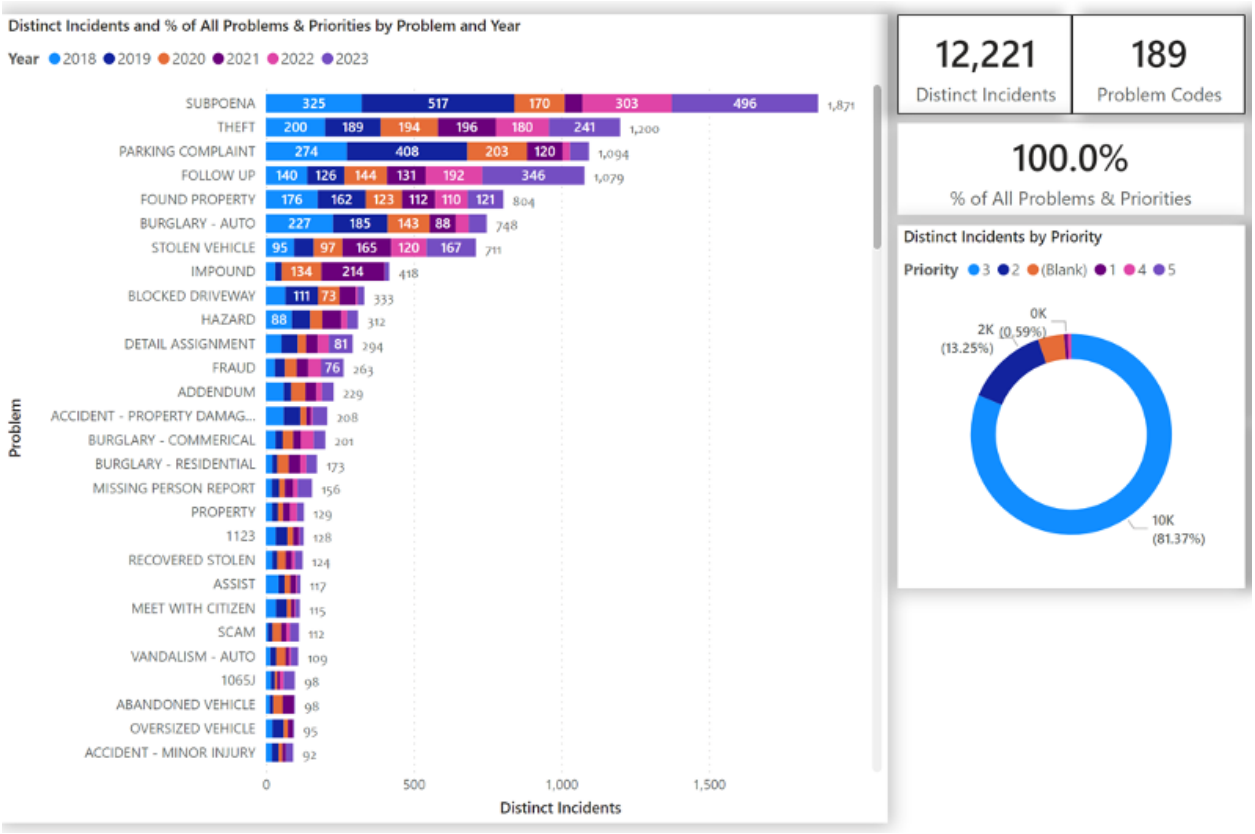
The following figure shows distinct incidents responded to by CSOs over the six-period analyzed by Citygate.

Figure 31—CSO Distinct Incidents Year Over Year (2020–2023)



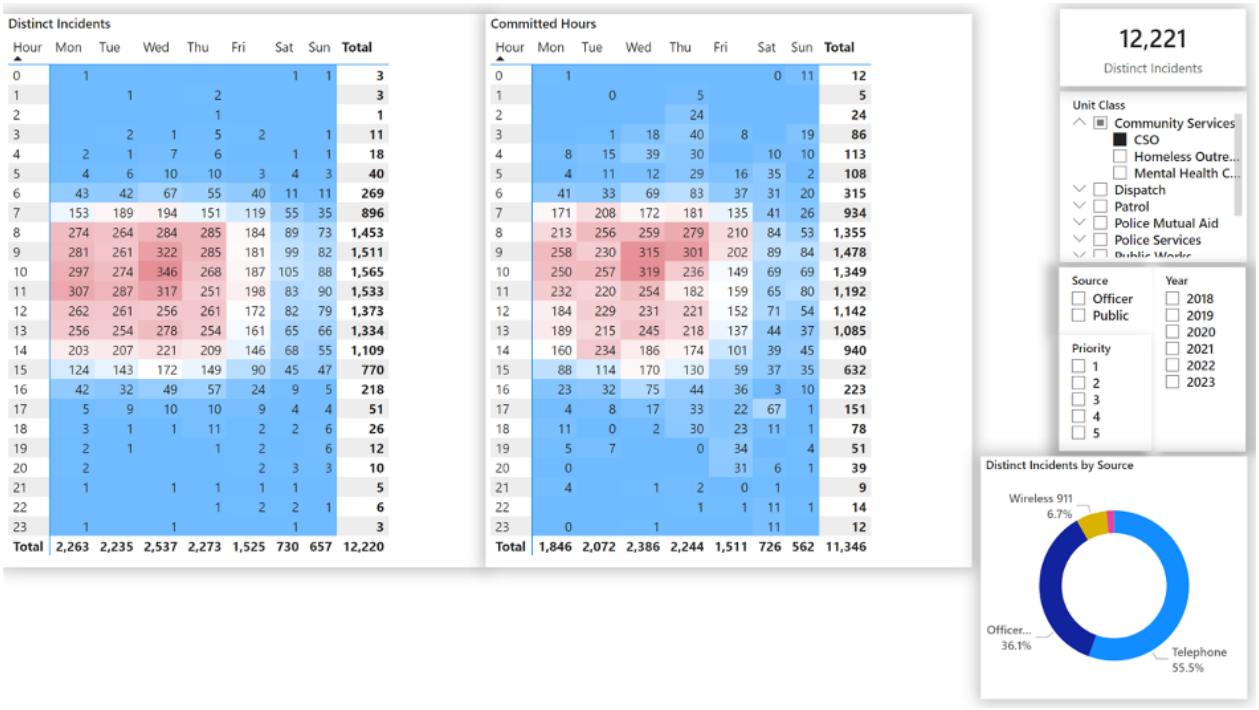
The top problem types represented in the following figure illustrate the effective utilization of CSOs and their ability to alleviate officer workloads.

Figure 32—Community Service Officer Problem Analysis (2018–2023)



The following figure represents 12,221 distinct incidents assigned to a CSO over the six-year period of data. Evaluating the incidents by time and day reveals that most of the workload occurs during business hours. Citygate found the Department's use of this important staffing resource should be expanded into evening hours to offset the workload impact of Patrol officers, especially when other units are not available during evening hours.

Figure 33—CSO Distinct Incidents and Committed Hours (2018–2023)



Distinct Incidents

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	1					1	1	3
1		1		2				3
2				1				1
3		2	1	5	2		1	11
4	2	1	7	6		1	1	18
5	4	6	10	10	3	4	3	40
6	43	42	67	55	40	11	11	269
7	153	189	194	151	119	55	35	896
8	274	264	284	285	184	89	73	1,453
9	281	261	322	285	181	99	82	1,511
10	297	274	346	268	187	105	88	1,565
11	307	287	317	251	198	83	90	1,533
12	262	261	256	261	172	82	79	1,373
13	256	254	278	254	161	65	66	1,334
14	203	207	221	209	146	68	55	1,109
15	124	143	172	149	90	45	47	770
16	42	32	49	57	24	9	5	218
17	5	9	10	10	9	4	4	51
18	3	1	1	11	2	2	6	26
19	2	1		1	2		6	12
20	2				2	3	3	10
21	1		1	1	1	1		5
22				1	2	2	1	6
23	1		1			1		3
Total	2,263	2,235	2,537	2,273	1,525	730	657	12,220

Committed Hours

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	1					0	11	12
1		0		5				5
2				24				24
3		1	18	40	8		19	86
4	8	15	39	30		10	10	113
5	4	11	12	29	16	35	2	108
6	41	33	69	83	37	31	20	315
7	171	208	172	181	135	41	26	934
8	213	256	259	279	210	84	53	1,355
9	258	230	315	301	202	89	84	1,478
10	250	257	319	236	149	69	69	1,349
11	232	220	254	182	159	65	80	1,192
12	184	229	231	221	152	71	54	1,142
13	189	215	245	218	137	44	37	1,085
14	160	234	186	174	101	39	45	940
15	88	114	170	130	59	37	35	632
16	23	32	75	44	36	3	10	223
17	4	8	17	33	22	67	1	151
18	11	0	2	30	23	11	1	78
19	5	7		0	34		4	51
20	0				31	6	1	39
21	4		1	2	0	1		9
22					1	1	11	1	14
23	0		1				11		12
Total	1,846	2,072	2,386	2,244	1,511	726	562	11,346

While the use of CSOs in Patrol is widely accepted, Citygate learned that Department CSOs are on fixed schedules that do not coincide with Patrol team scheduling. This means that their value does not extend into the evening or weekend hours unless associated with special events. The figure shows the significance of CSO workload coverage, which demonstrates that the Department should explore their expanded use.

Citygate has worked with many departments that utilize CSOs assigned to patrol shifts that include evenings and weekends. Citygate further recommends the addition of one CSO to complement the existing three CSOs assigned to Patrol. The Department should explore a scheduling structure that aligns with both Patrol teams on Watch 1 and Watch 2 shifts on the current, rotating schedule. Citygate also recommends an additional Traffic CSO to extend traffic support coverage throughout the week.

3.7 TRAFFIC ANALYSIS

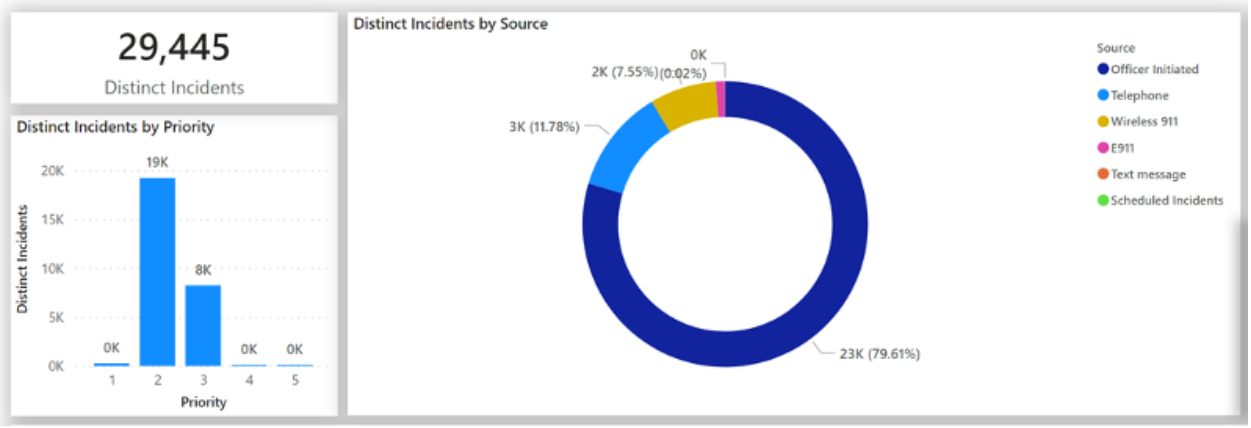
Every officer in Patrol performs essential functions related to traffic safety including enforcement and education efforts. Officers assigned to the Traffic Unit are specifically dedicated to the primary duty to improve traffic and pedestrian safety through proactive enforcement and engagement within the community. The Traffic Unit is currently comprised of two Sergeants and six officers (eight are authorized). Citygate analyzed internal and external traffic data as part of this study to

determine the overall effectiveness of the Department's efforts regarding roadway and pedestrian safety.

3.7.1 Traffic Incidents Overview

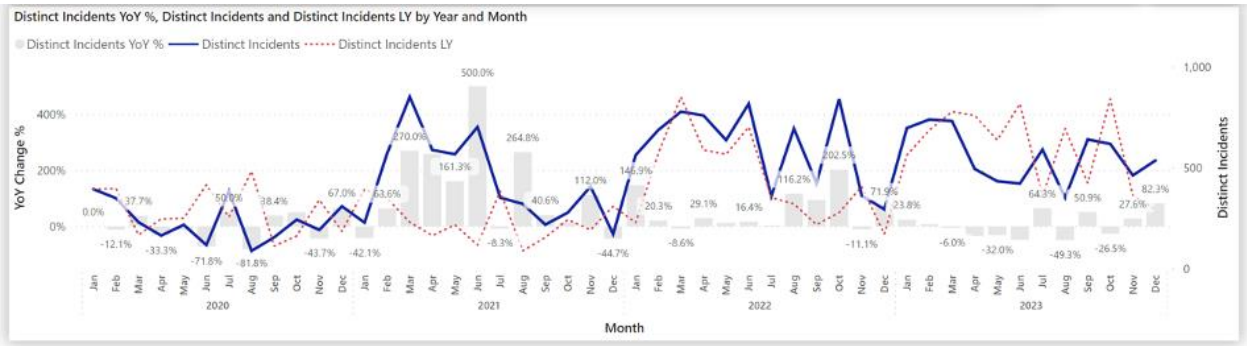
Safe and efficient traffic flow is a significant quality-of-life issue for members of a community. Effective Traffic Unit operations are essential to ensure safe and efficient traffic flow for community members. The Traffic Unit's role is to provide for the safety of motorists, bicyclists, and pedestrians through enforcement of traffic laws and public education programs. Citygate analyzed **29,445 distinct traffic incidents** assigned to the Traffic Unit. The source and priority of these calls are as follows:

Figure 34—Traffic Incidents Overview (2018–2023)



Traffic officers perform an essential function of traffic education and improved pedestrian safety through proactive enforcement. The following figure shows activities specific to the Traffic Unit's distinct incidents year over year between 2020 and 2023.

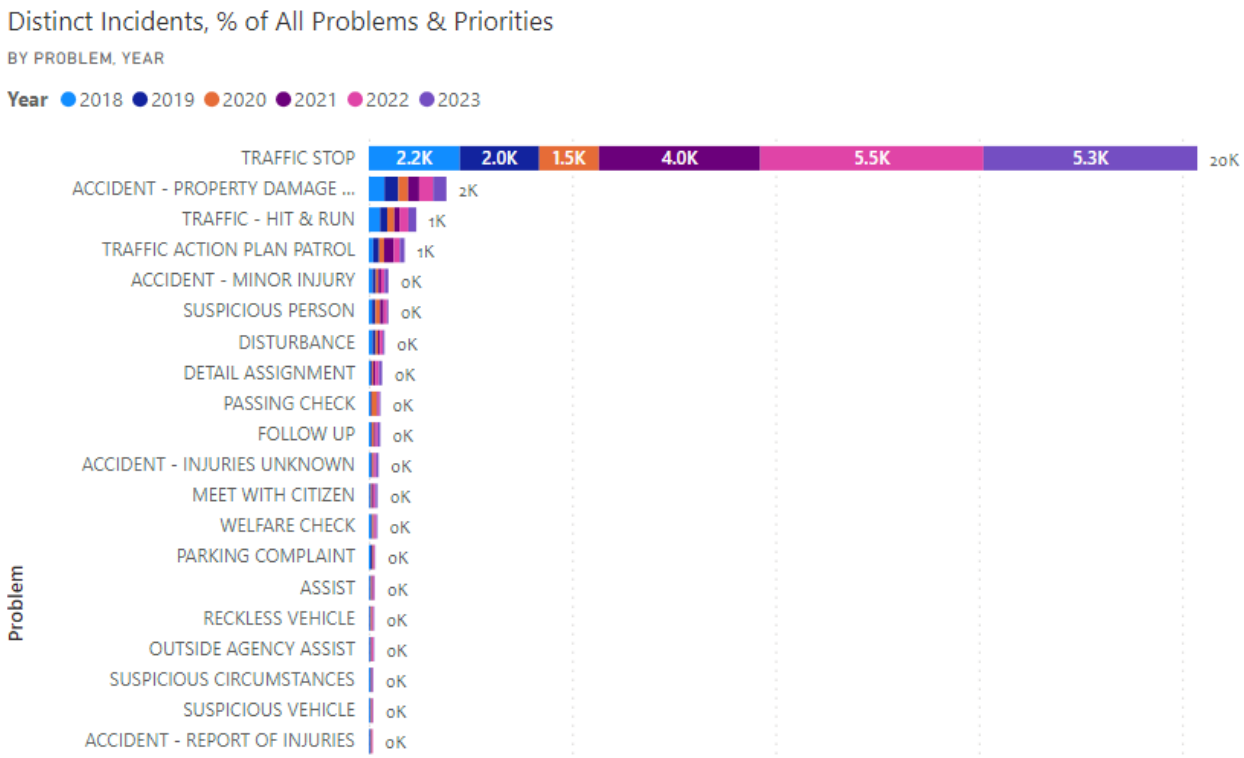
Figure 35—Traffic Unit Distinct Incidents Year Over Year (2020–2023)



3.7.2 Traffic Distinct Incidents

The Traffic Unit is very active, focusing on various issues impacting roadway and pedestrian safety. The following figure shows a high-level analysis by year and problem type. During six years of data analyzed, over 20,000 traffic stops were conducted. These enforcement and education encounters are indicative of a very active response to ensure safety. The correlation between enforcement and collisions will be further explored in this section.

Figure 36—Traffic Problem Analysis



Citygate determined that 80 percent of Traffic Unit activity has been officer initiated, which is not uncommon among other agencies. The hours of operation are reflected in the following figure, which shows committed hours [right side] and distinct incidents [left side] by time of day and day of week. Analysis of CAD data shows that the highest concentration of Traffic Unit incidents and committed hours occurs Monday through Friday from approximately 8:00 am to 5:00 pm. Most of the incidents are traffic stops.

Figure 37—Traffic Distinct Incidents and Committed Hours (2018–2023)



Distinct Incidents

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0					1	3	4	8
1	1			1			1	3
2			1	2				3
3		1		3				4
4		1	5			1		7
5	2	2	5	5		1	2	17
6	12	9	10	22	18	12	11	94
7	244	433	454	420	176	42	20	1,789
8	522	776	806	767	358	95	73	3,397
9	463	660	654	623	344	148	97	2,989
10	499	581	544	534	391	190	188	2,927
11	401	580	610	549	505	255	224	3,124
12	375	568	679	536	492	225	233	3,108
13	324	409	522	471	386	178	199	2,489
14	317	400	462	408	286	148	176	2,197
15	337	407	446	381	273	156	176	2,176
16	286	352	349	314	267	150	143	1,861
17	216	318	301	274	198	122	132	1,561
18	131	159	161	172	105	89	86	903
19	76	70	54	76	52	58	89	475
20	21	26	23	21	33	34	19	177
21	2		2	12	25	12	3	56
22			2	5	27	14		48
23				6	19	6	1	32
Total	4,229	5,752	6,090	5,602	3,956	1,939	1,877	29,445

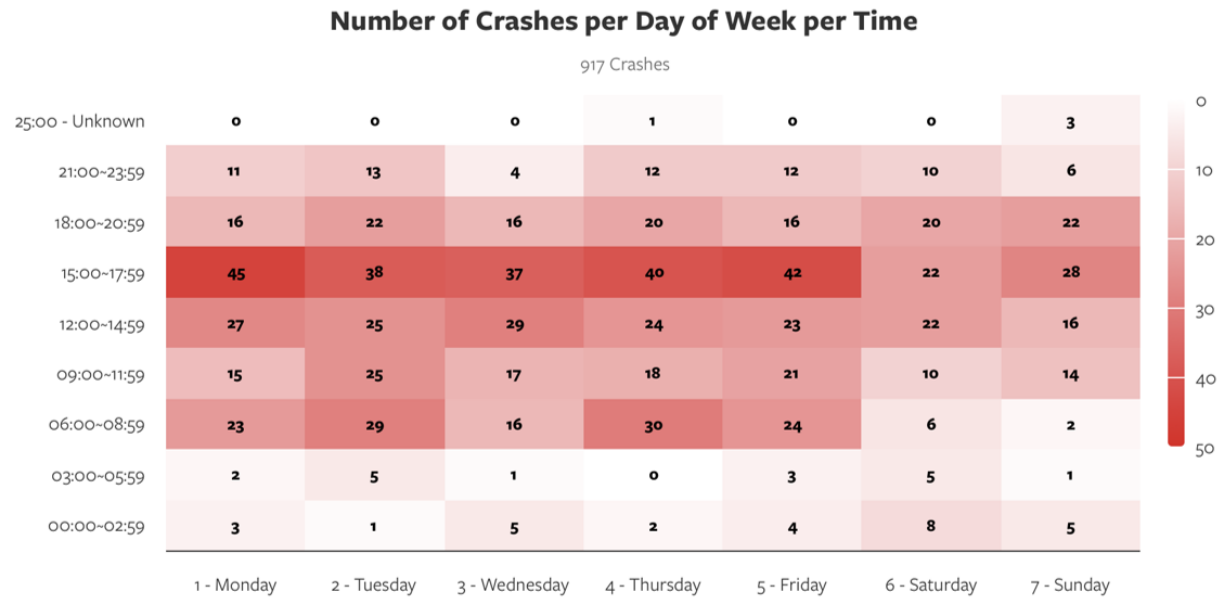
Committed Hours

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0					1	2	3	5
1	0			5			2	7
2			0	46				46
3		0		35				35
4		1	32			3		36
5	6	3	32	3		3	27	75
6	10	45	5	84	39	29	11	224
7	59	113	155	147	82	21	21	598
8	107	149	200	174	137	70	36	873
9	147	150	170	136	154	57	37	851
10	143	159	139	142	117	80	54	833
11	126	138	165	161	143	79	65	877
12	120	191	205	197	135	87	55	991
13	106	171	161	144	142	64	55	843
14	115	144	162	133	133	61	48	795
15	106	137	157	140	113	48	60	761
16	99	111	119	116	141	77	51	715
17	71	101	113	115	109	69	37	614
18	39	63	41	62	53	39	18	316
19	24	36	17	22	78	26	36	239
20	9	10	8	5	17	9	9	66
21	0		0	8	4	7	2	21
22			0	1	5	16		22
23				11	9	1	2	23
Total	1,288	1,723	1,881	1,887	1,612	848	626	9,866

3.7.3 Traffic Collisions Analysis

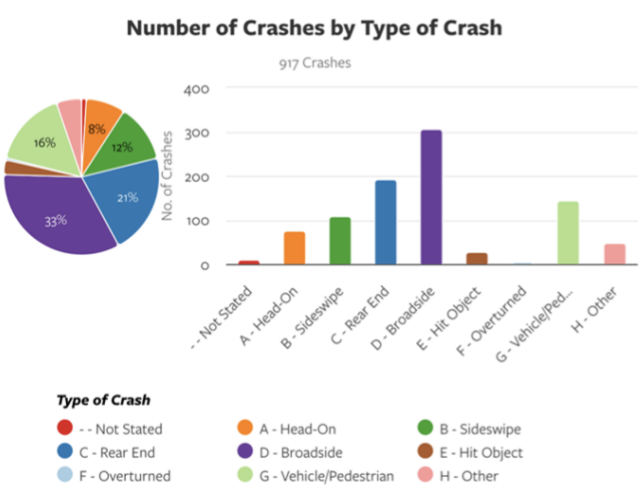
The following figure highlights the significance of the hour of day as it relates to the when the highest rate of collisions occurs, particularly between 3:00 pm and 6:00 pm.

Figure 38—Traffic Collisions by Day of Week and Time of Day



The following figure highlights collisions by type of crash.

Figure 39—Traffic Collisions by Type of Crash

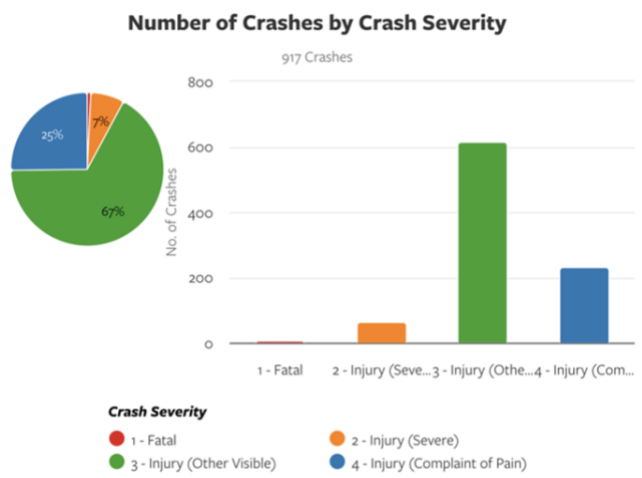


Hide Zero

Type of Crash	Count	%
- - Not Stated	9	0.98%
A - Head-On	75	8.18%
B - Sideswipe	110	12.00%
C - Rear End	192	20.94%
D - Broadside	306	33.37%
E - Hit Object	28	3.05%
F - Overturned	4	0.44%
G - Vehicle/Pedestrian	145	15.81%
H - Other	48	5.23%

The following figure reflects collision incidents in the City by severity. While there is no acceptable level of injury in determining traffic safety enforcement and roadway engineering response, the Department provides considerable resources in preventing injury collisions.

Figure 40—Traffic Collisions by Severity

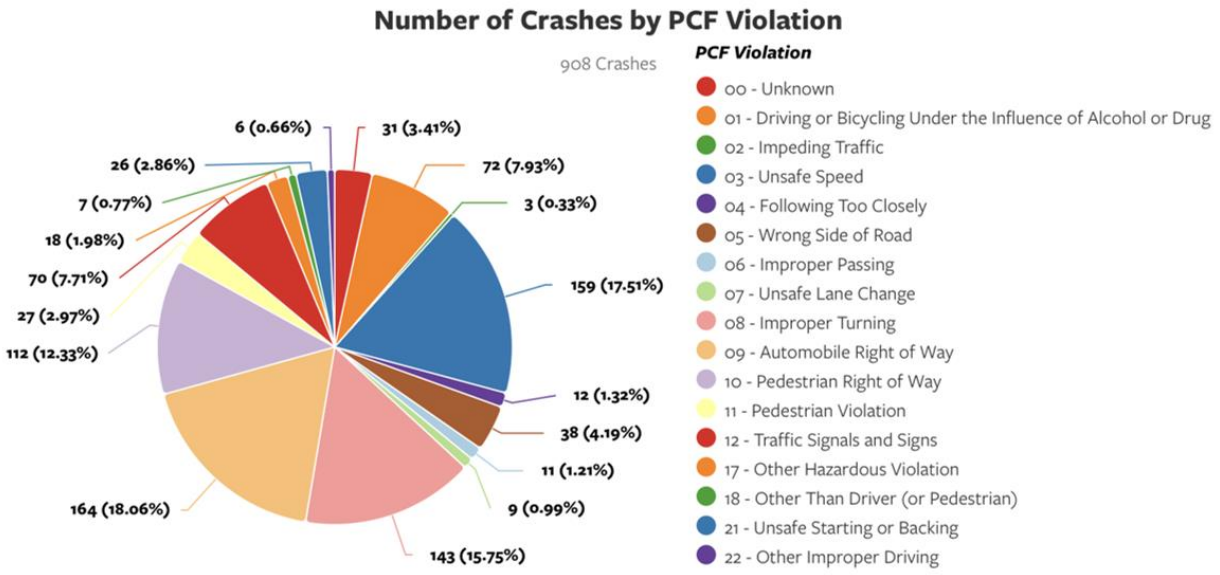


Hide Zero

Crash Severity	Count	%
1 - Fatal	7	0.76%
2 - Injury (Severe)	65	7.09%
3 - Injury (Other Visible)	614	66.96%
4 - Injury (Complaint of Pain)	231	25.19%

As the following figure shows, during 2021 and 2022, speeding, turning, and right-of-way violations were the primary collision factors in 51 percent of all collisions.

Figure 41—Injury Collisions by Primary Cause (2021-2022)



3.7.4 Office of Traffic Safety Review

The California Office of Traffic Safety performs city comparisons and rankings by grouping cities based on size. San Mateo is currently in Group B, for cities with a population greater than 100,000 residents. The OTS rankings were developed so that individual cities could compare their city's traffic safety statistics to those of other cities with similar-sized populations. Cities can use these comparisons to see which areas they may have problems in and which they are doing well in. The results help both cities and OTS identify emerging or ongoing traffic safety problem areas to help plan how to combat the problems and explore the possibility of facilitating grants. In recent years, media, researchers, and the public have taken an interest in the OTS rankings. It should be noted that OTS rankings are only indicators of potential problems; there are many factors that may either understate or overstate a city/county ranking that must be evaluated based on local circumstances.

In the following figure:

- The ranking column shows two numbers divided by a slash. The first number is that city's ranking in that category. The second number is the total number of cities/counties within that group. For instance, if a column shows "22/60," this means the city in that row ranks 22nd out of 60 cities of similar size.
- Number 1 in the rankings is the highest, or "worst" within the comparator group. Thus, for Group B, a ranking of 1/60 would be the highest (or worst), 27/60 would be average, and 60/60 would be the lowest (or best).

Figure 42—Office of Traffic Safety City Comparison Analysis (2021)

Agency	Year	County	Group	Population (Avg)	DVMT
San Mateo	2021	SAN MATEO COUNTY	B	103651	847835

Crash Category	VICTIMS KILLED & INJURED	OTS RANKING
Total Fatal and Injury	132	59/60
Alcohol Involved	15	58/60
Had Been Drinking Driver < 21	2	39/60
Had Been Drinking Driver 21 – 34	8	54/60
Motorcycles	5	59/60
Pedestrians	14	50/60
Pedestrians < 15	1	47/60
Pedestrians 65+	0	57/60
Bicycle	14	37/60
Bicyclist < 15	1	43/60
Composite	70	59/60

Crash Category	FATAL & INJURY CRASHES	OTS RANKING
Speed Related	19	59/60
Nighttime (9:00pm – 2:59am)	14	59/60
Hit and Run	12	54/60

As the figure shows, Citygate found that San Mateo ranks near the *lowest* in all collision categories. This confirms the positive outcomes of the Department's initiatives in prioritizing traffic safety. Citygate commends the City for its effective efforts to maintain safety on its roadways.

Citygate evaluated the response to traffic safety within the Traffic Unit which included an analysis of both officers and CSOs. The current complement of Traffic officers has proved effective in providing traffic safety but would significantly benefit from the addition of a CSO who aids the Unit in response to traffic collision investigations (in addition to the existing CSO assigned to the Unit). Citygate finds that extending Traffic CSO resources throughout the week would improve response and reduce impact of traffic calls for service with the addition of one FTE traffic CSO position. This would also reduce the workload on existing traffic officers to perform proactive traffic enforcement and education.

3.8 DATA ANALYSIS SUMMARY

Citygate's staffing methodology endeavors to review and analyze several factors. Some of these common factors include:

- Actual (and available) staffing versus allotted staffing, including Patrol officers, Sergeants, and CSOs.
- Leave taken by officers in Patrol, and how it curtails actual Patrol staffing levels.
- The number, type, and duration of public-generated CFS and officer-initiated activity.
- Response times, including call taking, dispatching, driving time, and second officer arrival times.
- Crime, including crime trends and any other unique, local public safety concerns.
- Any obstacles or impediments that can consume an officer's time and/or take an officer or other Patrol staff away from their core duties (such as time spent in court, at the jail, or in local hospitals, and/or any technological deficiencies).

3.8.1 SMPD 2016 Staffing Study

Citygate was able to evaluate and consider an internal 2016 staffing analysis of the Department specifically related to Patrol staffing. According to the written executive summary:

> *The Police Department regularly examines and reallocates resources to meet demands by reassigning personnel to specialized functions or geographical areas to address problems or needs. While the Department will continue to evaluate structural efficiencies and adjust, it cannot continue to address challenges strictly in this manner. As both population and public expectations continue to increase while police staffing does not, the Department will be faced with difficult choices which could include elimination or reduction of services to meet the highest organizational priorities.*

This study identified staffing needs to ensure the Department has the resources necessary to deliver effective police services and made recommendations related to several areas of the Department. Several notable observations regarding workload distribution by time were identified through an internal assessment:

- Allocated/Operational – 48 percent
- Administrative – 30 percent
- Unallocated – 22 percent

This analysis was detailed, and the Department took significant measures to understand and implement changes based on understood best practices. The following is an excerpt from the 2016 study that reflects additional challenges to delivering appropriate resources.

> *An additional factor that has impacted staffing is the increased incidents of on-duty injuries. Over the last 5 years during any given period, between 5% and 10% of sworn officers, primarily those at the line level, have been unable to perform their duties due to on-duty injuries. Furthermore, the absences carried out by officers healing and recovering from on-duty injuries create a need for supplementation of staffing with officers on overtime. This means officers are either working long 12-hour shifts in excess of their 40-to-48-hour work week or are expanding already lengthy 12-hour shifts into exhaustive 15-to-16-hour shifts to help cover minimum staffing needs. Fatigue from such shifts is a proven risk factor to officers.*

Citygate recognizes that Patrol operations require predictable staffing levels to deliver services. A department with a full complement of authorized FTE positions in Patrol generally has a narrow margin from which to absorb vacancies due to leave associated with MOU benefits with employee groups. However, unfilled positions due to injuries or vacancies have a significant impact on a department's ability to properly deliver police services.

In the City, the Department does not have the ability to absorb these impacts as there are no reserve or buffer positions allocated to Patrol. Based on prior studies within the Department and consistent with industry experience, Patrol staffing shortages generally entail at least 5–10 percent of the workforce being unavailable for deployment.

Industries requiring guaranteed staffing routinely plan for these gaps with unique buffer or reserve programs. For example, the airline industry employs reserve pilots and flight crews to ensure service delivery, as flights do not embark without a full crew. This comparison may not represent a perfect analog, as community safety does not require a specific officer level; however, it demonstrates that any staffing less than the identified minimum level likely reflects an inability to meet the predetermined service delivery outcomes and objectives in a predictive identified service delivery model. Therefore, Citygate recommends the Department add four FTE officer positions to provide a buffer and reduce the continuous impact of staffing shortages—ensuring the Department can deliver Patrol services without (1) operating below minimum staffing levels, and (2) requiring routine use of overtime to backfill vacancies.

3.8.2 Patrol Schedule Assessment

The law enforcement profession has experimented with compressed work schedules for decades, whether variations of 10-hour or 12-hour shift schedules or, in the case of San Mateo currently, an 11-hour shift schedule. There are benefits to each shift length; however, recent studies indicate that long shifts have inherent challenges, especially fatigue. While the 12-hour shift conforms to

24-hour coverage, most police agencies—including San Mateo—take advantage of the escalating resource schedule due to the daytime increase in service demand.

Citygate does not advocate for any specific schedule and recognizes the individual needs and specific culture of each agency. However, there are alternative compressed workweek schedules (such as the overlapping 4/10 model) that can offer fixed schedules, overlapping shifts, improved team cohesion, and on-duty training.

Citygate made the following observations related to scheduling:

- The Department previously utilized a 12-hour shift model but, in recent years, shifted to 11-hour shifts (except for Patrol Sergeants) due to concerns of fatigue and quality-of-life issues.
- The 4/11 shift model continues to provide officers with the personal benefit of a compressed work schedule.
- The rotating schedule does not allow for team cohesion between the two teams and can make personal scheduling more challenging.
- The two teams do not overlap, reducing team cohesion and communication.
- Each team has four overlapping shifts (except Watch 4 to Watch 1). Call analysis highlights this impact, which should be adjusted to ensure all shifts overlap.
- According to utilization data, morning hours are understaffed beginning at 7:00 am.
- Watch 4 minimum staffing levels are insufficient for the size of the City. Workload analysis should not be the sole basis for deploying less than 6 police officers during overnight hours for a City the size of San Mateo.
- Officers owe the Department 77 hours per year based on a City MOU due to the adopted schedule. The Department coordinates annual training utilizing a portion of these hours and conducts the training outside of Patrol schedule work hours.
- Officers are allowed up to six weeks of leave each year, not including sick leave or accrued compensatory time.

The Department allows for the approval of compensatory time use when it brings minimum staffing to no more than one officer below minimum. This can be challenging for scheduling purposes as it negatively impacts the Department's ability to deliver appropriate police services to the community and causes officer fatigue. Citygate finds this policy to be unsustainable and recommends a management-level "reasonable accommodation" approach in partnership with affected labor groups that does not automatically approve leave use when it brings staffing levels below minimum.

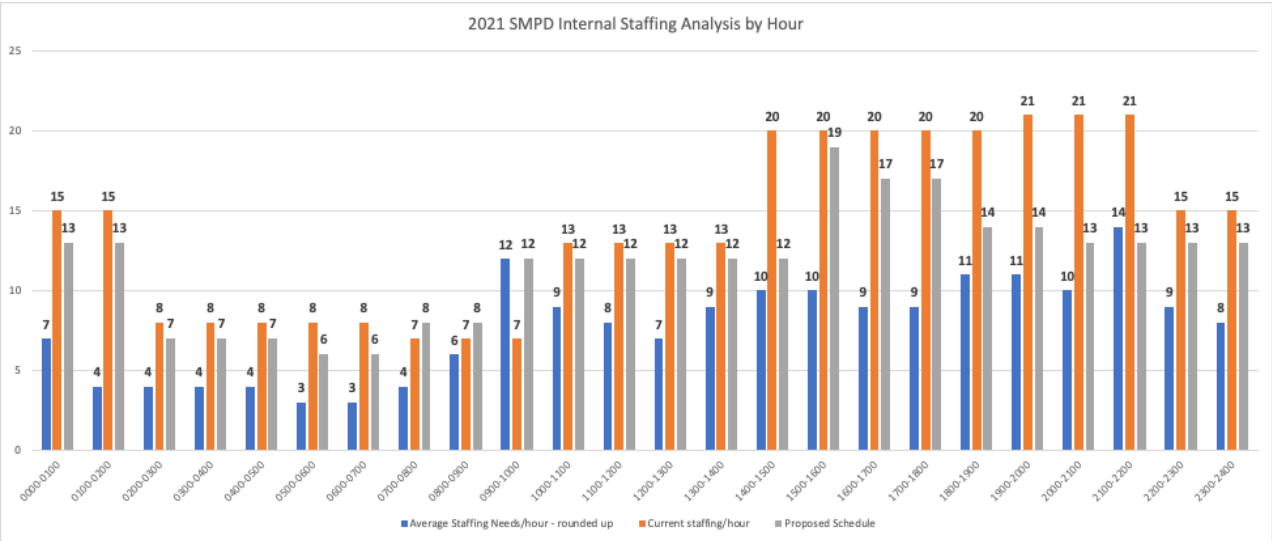
3.8.3 Minimum Staffing Levels Assessment

In 2021, the Department conducted an updated Patrol staffing analysis. The emphasis was to review what should be the appropriate level of deployable officers by hour of the day. The internal data analysis was very detailed and attempted to utilize ICMA guidelines. The summary assessment provided at that time is as follows:

> *Patrol maintains minimum staffing levels, based on hours of the day. These levels have been updated every few years, but the justification or reasoning for these levels has been unclear historically. Through research it was discovered that the International City and County Management Association (ICMA) produced a research paper on this topic, titled "An Analysis of Police Department Staffing: How Many Officers do you Really Need?" The research recommends that police agencies allocate staffing based on having 60% of all officers assigned to Patrol. Our personnel authorization for officers is currently 88 positions, meaning 52-53 officers should be assigned to Patrol. We currently meet that number. The ICMA report also recommends that Patrol officers should have 60% of their day allocated to responding to calls for service, with 40% unallocated for other activities, like proactive work, administrative duties, self-care/meals, etc. This 60% best practice guideline for allocated workload is consistent with a SMPD staffing analysis from 2016.*

Citygate commends the City for its efforts to conduct an internal workload study. It is common that budget, crime, and population become the drivers of a department's staffing without actual workload information. Citygate learned that the City implemented additional staffing changes and minimum staffing levels for each hour in 2019, 2021, and again in 2023 to be responsive to workload demands. The following figure reflects the internal analysis of average staffing needs, current/full staffing, and proposed staffing/schedule recommendations.

Figure 43—2021 SMPD Internal Patrol Staffing Analysis by Hour



While the internal study provided granular details as to staffing level needs per hour, it is important to recognize the expectation to have an appropriate level of resources available to deploy if needed. This is especially true when all other Department resources are unavailable. Police departments can call upon allied agencies for mutual aid, however, it is still the Department's responsibility to provide for unplanned workload demands that often require multiple officers in response to complex incidents or multiple simultaneous CFS.

The Department also implemented a flex program which adjusted the hours of some officers to address the lack of an overlap between Watch 4 and Watch 1. The Department found this program was helpful, but it was discontinued after it created challenges to team cohesion, information sharing, and staffing coverage. Citygate found that the need for staffing overlap still exists but recognizes that managing appropriate staffing levels is a higher priority.

The following table presents a compilation of prior analysis data from the 2021 staffing review.

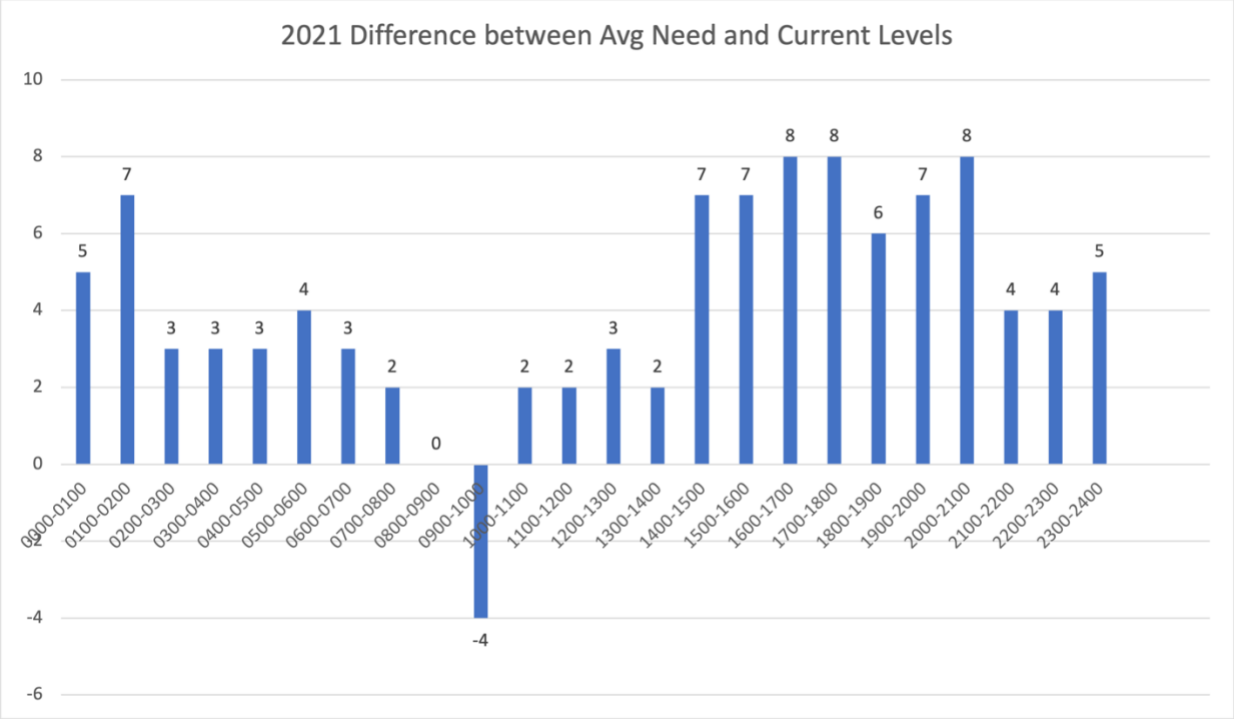
Table 10—2021 SMPD Internal Patrol Staffing Analysis

	Time	June, 2019, Minimum Levels based on work need & 60/40 split	Aug, 2019, Minimum Levels based on work need & 60/40 split	June, 2021, Minimum Levels based on work need & 60/40 split	Averages	Rounded Averages	Highs	2019 Min Levels	Difference between Avg Need in 2021 and 2019 Levels
San Mateo - Minimum Staffing - Internal 2021 Analysis	0000-0100	9	4	3	5.33	6	9	11	5
	0100-0200	4	2	4	3.33	4	4	11	7
	0200-0300	3	4	2	3.00	3	4	6	3
	0300-0400	3	4	2	3.00	3	4	6	3
	0400-0500	3	1	3	2.33	3	3	6	3
	0500-0600	2	2	2	2.00	2	2	6	4
	0600-0700	2	2	3	2.33	3	3	6	3
	0700-0800	3	3	3	3.00	3	3	5	2
	0800-0900	4	5	5	4.67	5	5	5	0
	0900-1000	11	10	6	9.00	9	11	5	-4
	1000-1100	8	6	6	6.67	7	8	9	2
	1100-1200	5	6	8	6.33	7	8	9	2
	1200-1300	6	7	5	6.00	6	7	9	3
	1300-1400	8	8	5	7.00	7	8	9	2
	1400-1500	7	6	10	7.67	8	10	15	7
	1500-1600	8	8	7	7.67	8	8	15	7
	1600-1700	6	8	6	6.67	7	8	15	8
	1700-1800	5	7	7	6.33	7	7	15	8
	1800-1900	10	9	7	8.67	9	10	15	6
	1900-2000	8	10	6	8.00	8	10	15	7
	2000-2100	7	6	8	7.00	7	8	15	8
	2100-2200	8	14	10	10.67	11	14	15	4
	2200-2300	6	6	8	6.67	7	8	11	4
	2300-2400	6	5	7	6.00	6	7	11	5

As shown in the following figure, the Department identified the 9:00 am hour as a critically low staffing hour based on the prior 2021 assessment. Citygate recommends an increase in Patrol staffing on Watch 1 to address this need. Citygate recognizes that all changes in staffing levels,

shift schedules, and hours of work should be implemented in partnership with affected labor organizations including the POA and the Sergeants Association. Additionally, Patrol staffing and scheduling recommendations require proper phasing to ensure needed resources and FTE positions are available.

Figure 44—2021 SMPD Study: Difference Between Average Need and Current Levels



3.8.4 Simulated Schedule and Staffing Model

Citygate recognizes the Department's desire to solve staffing challenges based on the existing teams and shifts. Citygate found that multiple adjustments to minimum staffing levels since 2016 have been an attempt to use data to inform and drive Patrol staffing decisions. However, the continuous change in minimum staffing is primarily driven by the lack of deployable officers in Patrol.

While this study's purpose is to make staffing recommendations, the simulation provided in the following figure is intended to show a potential solution that could address deficiencies by hour of day and minimum staffing levels by shift. By adjusting the hours of Watch 4 and/or Watch 1, the Department could reduce the impact of pending calls as one shift ends and the next begins. Citygate advises an overlap of at least 30–60 minutes between any two shifts. The figure also shows a simulated minimum staffing level *by shift* instead of *by hour*. To accomplish this, each team would require 30 officers. Each shift would be authorized two officers above the minimum to account for absences due to vacation, comp, sick, and other leave uses under the MOU. Therefore, Citygate

recommends the Department move from staffing minimums by hour to staffing minimums by shift—eliminating the impact of the current, per-hour scheduling challenges and more appropriately staffing shifts to match the service demands identified during this study.

Citygate further recommends the minimum staffing level be increased to six officers between 2:00 am and 10:00 am. This recommendation should be phased in as operational staffing levels increase. The data-driven utilization simulation combined with the simulated schedule in the previous figure supports this recommendation. Citygate simulated the minimum staffing model to include a column reflecting "Simulated Budgeted Full Compliment" for demonstration purposes. This simulated solution includes the proposed 2 FTE officers deployed on Watch 1 (1 additional officer per each day shift) for a total of 30 officers per team instead of the current authorized strength of 29 officers per team. This alternative could provide for each shift (Watch) to be staffed with 2 officers above minimum staffing, allowing for the management of time off by shift versus the current practice of minimums by hour as illustrated in the following figure.

Figure 45—Citygate Simulated Schedule and Staffing Model

Proposed Operational Minimum - Per Shift - 30 Police Officers

Watch 1 - 6:00 AM to 5:00 PM	Watch 2 - 10:00 AM to 9:00 PM	Watch 3 - 3:00 PM to 2:00 AM	Watch 4 - 8:00 PM to 7:00 AM	Simulated Budgeted Full Complement	Simulated Schedule Minimum Complement	CG 2024 Proposed Operational Minimum	CG 2024 Proposed Critical Minimum	July 2023 Current Min Staff Levels	Time
		6	6	16	12	11	10	10	0000-0100
		6	6	16	12	11	10	10	0100-0200
			6	8	6	6	6	5	0200-0300
			6	8	6	6	6	5	0300-0400
			6	8	6	6	6	5	0400-0500
			6	8	6	6	6	4	0500-0600
6			6	16	12	6	6	4	0600-0700
6				8	6	6	6	5	0700-0800
6				8	6	6	6	5	0800-0900
6				8	6	6	6	5	0900-1000
6	4			14	10	10	9	9	1000-1100
6	4			14	10	10	9	9	1100-1200
6	4			14	10	10	9	9	1200-1300
6	4			14	10	10	9	9	1300-1400
6	4			14	10	10	9	9	1400-1500
6	4	6		22	16	10	10	13	1500-1600
6	4	6		22	16	10	10	13	1600-1700
	4	6		14	10	10	10	10	1700-1800
	4	6		14	10	10	10	10	1800-1900
	4	6		14	10	10	10	13	1900-2000
	4	6	6	22	16	11	10	13	2000-2100
		6	6	16	12	11	10	10	2100-2200
		6	6	16	12	11	10	10	2200-2300
		6	6	16	12	11	10	10	2300-2400

Note: Increase minimum staffing in 20 of 24 hour blocks

3.9 FINDINGS AND RECOMMENDATIONS

3.9.1 Findings

Finding #1: Patrol staffing has experienced many vacancies, forcing each team to be staffed with as few as 21 officers before any leave use is applied (29 authorized).

Finding #2: Minimum staffing is attained by hour, not by shift; this creates a complicated, rules-based staffing model that is very difficult to manage, especially when staffing is low.

Finding #3: Operating shifts at minimum strength does not allow for organizational goals or directed service and significantly reduces proactive policing, especially during peak hours of the day when committed time and saturation is high.

Finding #4: The City does not currently have a uniformed unit that is dedicated to addressing identified problems or quality-of-life issues. To focus on specific needs related to community safety requires dedicated resources and flexible schedules, but the City's Patrol officers do not have the time to address these significant challenges impacting the community.

Finding #5: Using the ICMA Rule of 60 as it pertains to resource allocation, it is Citygate's experience that the average department assigns approximately 66 percent of its officers to Patrol. At full strength, San Mateo achieves the 60 percent goal, with 60 percent of its officers assigned to Patrol.

Finding #6: Watch 1 has a workload level requiring an increase in the minimum staffing level by 1 officer per team. According to the ICMA Rule of 60 as it pertains to workload efficiency, the average workload of Patrol officers should not exceed 60 percent. Patrol officers in the City are committed 55 percent of the time on average. However, when evaluating utilization averaged by hour within each day, officer utilization is negatively impacted between 7:00 am and 10:00 am and not meeting the ICMA guideline. Additionally, utilization stays elevated above 60 percent until 3:00 pm.

Finding #7: In the absence of a Watch 2 supervisor, the Watch 1 (day shift) supervisor may be responsible for supervising both shifts with a combined minimum staffing level of 9 officers (up to 13 officers if fully staffed).

Finding #8: Whether coinciding with a shift in policing priorities, the COVID-19 pandemic, or the scrutiny of the law enforcement profession nationally, the City has experienced a six-year 14 percent decline in total incidents requiring a Patrol response.

Finding #9: The current Patrol schedule does not factor time to perform ancillary duties, which are different than administrative tasks and must be performed while on-duty. Additionally, the rotating 4/11 schedule does not overlap teams and requires making up 77 hours each year.

Finding #10: In the fractile analysis of Patrol response times, 9 times out of 10, it takes 1:00 minute or less of call-handling time to dispatch a police unit to a Priority 1 call, with the response time for the first-arriving unit being 13:30 minutes or less, 90 percent of the time.

Finding #11: Unfilled positions due to injuries or vacancies have a significant impact on the Department's ability to properly deliver Patrol services. The Department cannot absorb these impacts as there are no reserve or buffer positions allocated to Patrol.

Finding #12: Community Service Officers (CSOs) play an invaluable supportive and cost-effective role in Patrol and in Traffic. However, their schedule is limited to specific hours/days and not data driven.

Finding #13: The Department allows for the approval of comp time use when it brings minimum staffing to no more than one officer below minimum. This can be challenging for scheduling purposes as it negatively impacts the Department's ability to deliver appropriate police services to the community and causes officer fatigue.

Finding #14: Each team has overlapping shifts except Watch 4 to Watch 1 at 6:30 am. Call analysis highlights this impact, which supports adjusting Watch times to ensure all shifts have an overlap when adequately staffed.

Finding #15: Watch 4 minimum staffing levels are insufficient for the size of the City. Workload analysis should not be the sole basis for deploying less than six officers during overnight hours.

Finding #16: The Downtown Unit is managed by a Lieutenant but does not have a dedicated supervisor as officers are assigned and deployed on Patrol shifts.

Finding #17: The two current Patrol Team Lieutenants do not have enough time to effectively manage administrative duties while supervising Patrol operations.

Finding #18: The Traffic Unit is supervised by two Sergeants, with many assignments that often extend beyond the regular duties of traffic safety.

Finding #19: Extending Traffic CSO resources throughout the week would improve response and reduce the impact of Traffic calls for service with the addition of 1 FTE Traffic

CSO position. This would also reduce the workload on existing Traffic officers to perform proactive enforcement and education.

Finding #20: Multiple adjustments to minimum staffing levels since 2016 have represented an attempt to use data to inform and drive Patrol staffing decisions. However, the continuous change in minimum staffing is primarily driven by the lack of deployable officers in Patrol.

Finding #21: The policy allowing for the approval of compensatory time use when it brings minimum staffing to no more than one officer below minimum is unsustainable, causing officer fatigue and negatively impacting the Department's ability to deliver appropriate police services to the community.

3.9.2 Recommendations

Recommendation #1: Fully staff Patrol to its authorized complement of police officers (58). **Fund 4 new FTE officer positions** to provide a buffer in Patrol (one additional officer for every two shifts), reduce the continuous impact of staffing shortages, and backfill for long-term injury and vacancies that reduce operational positions that are often funded using overtime.

Recommendation #2: **Add 2 FTE officers** to Patrol and assign one per each day shift on Team A and Team B to ensure Patrol officer committed time is no more than 60 percent and provide increased services during elevated daytime demand beginning at 7:00 am.

Recommendation #3: Secure ongoing funding for the recently added, grant-funded CSO. Deploy with the existing 3 CSOs to Watch 1 and Watch 2 (on both teams). This would ensure Patrol officer committed time is no more than 60 percent and provide increased services during elevated daytime demand for service in the community.

Recommendation #4: Increase the minimum number of deployed Patrol staff on Watch 4 to no less than 6 Patrol officers from 2:00 am until the end of the shift once Patrol staffing positions are added.

Recommendation #5: Increase the minimum number of deployed Patrol staff at the start of Watch 1 to no less than 6 Patrol officers once Patrol staffing positions are added.

Recommendation #6:	Restructure the Traffic Unit, utilizing 1 of the 2 current Traffic Sergeants to provide full management of supervisory responsibilities for the Unit.
Recommendation #7:	Reallocate 1 of 2 Traffic Sergeant positions to a newly formalized and dedicated Downtown Unit / Problem-Oriented Policing team to address downtown response, quality-of-life issues, homelessness, business needs, events, and community engagement. Organize such programs and services under a newly formed Community Engagement Unit that could be supervised with the Traffic Sergeant's reallocation without the addition of a new FTE. A Community Engagement Unit would augment overall Patrol response by engaging businesses and neighborhoods directly and addressing problems that significantly impact the greater community.
Recommendation #8:	**Add 1 FTE CSO** to Traffic and deploy with the existing Traffic CSO to extend weekly coverage and support to assist Motor Officers in more effectively performing traffic enforcement and collision investigations.
Recommendation #9:	In light of the increased risk and liability in policing today, the Department should consider the future potential of **adding 2 Lieutenants** to Patrol and deploying Patrol Lieutenants as Watch Commanders to ensure greater management oversight and further balance Lieutenant workload.
Recommendation #10:	Evaluate the current, rotating 4/11 shift schedule in partnership with affected labor groups to determine whether an alternative, compressed work schedule could provide evidence-based benefits to the Department and community and also address training issues, ancillary assignment challenges, officer fatigue, and overtime use.
Recommendation #11:	The Department should manage minimum staffing by shift(s) versus by hour(s) of day, reducing the impact of the current per-hour scheduling challenges. This recommendation should be implemented in partnership with affected labor groups.
Recommendation #12:	The Department should consider a management-level "reasonable accommodation" approach to scheduling that does not automatically approve leave use when it brings staffing levels below minimum. This recommendation should be implemented in partnership with affected labor groups.

SECTION 4—SUPPORT SERVICES / INVESTIGATIONS REVIEW

4.1 OVERVIEW

The Support Services / Investigations Division is the second largest division within the Department and is commanded by a Captain. The Captain has three direct reports, all of whom are Lieutenants who each manage bureaus or multiple work units.

In review of this Division, Citygate found that office administrative tasks and assignments were being performed by the Captain or Lieutenants. Such administrative duties would be better aligned with a clerical support position. Adding a full-time Administrative Assistant to this Division would enable the Division's Captain and Lieutenants to spend their time and capacity more efficiently, with a greater focus on priorities which only they can manage.

The Division encompasses the following units and functions:

- Criminal Investigations
- Recruitment and Background Investigations
- Community Relations
- Media Relations
- Peace Officer Standards and Training (POST) Compliance
- Volunteers
- Youth Services Unit (YSU) and Police Activities League (PAL)
- Facilities

4.2 INVESTIGATIONS SERVICES BUREAU

Investigations Services is managed by a Lieutenant and supervised by two detective Sergeants. Staffing positions for the Bureau are provided in the following table.

Table 11—Investigations Bureau – Staffing

Position	Number of Personnel
Lieutenant of Investigations	**1**
Detective Sergeants	**2**
Case Detectives	**8**
Drug Enforcement Agency – Task Force	**1**
Drug Enforcement Agency (Sergeant)	**1**
County Gun Violence Task Force	**1**
Retired Annuitant Investigators (P/T)	**4**
Forensic Specialist	**1**
Community Service Officer	**1**
Administrative Assistant	**1**

4.2.1 Lieutenant of Investigations

This is an executive leadership position that reports directly to the Support Services Captain. The current Lieutenant has twenty-five years of Department experience and, in addition to duties as the Investigations Lieutenant, is the Commander of the regional Crisis Negotiation Team, for which the Lieutenant/Commander trains eight hours per quarter in addition to callouts. The Lieutenant is also currently serving as the Management Association President.

4.2.2 Detective Sergeants

The Investigations Services Bureau is supervised by two detective (police) Sergeants who report directly to the Lieutenant of Investigations. Additionally, there is a third detective (police) Sergeant assigned within the Bureau, but that position is assigned to a regional task force and does not have supervisory duties within the Department. Both Sergeants have a moderate level of additional duties, which is not uncommon for a municipal police department the size of SMPD. The time commitment to additional duties was estimated by one Sergeant to be as high as 15 hours per week, which amounts to nearly 40 percent of the regularly scheduled workweek.

4.2.3 Case Detectives

The Detective Unit has eight detectives assigned with two detectives specifically assigned to investigate sexual assaults. One of the eight assigned detectives is classified as “Senior” detective, meaning that detective is not subject to the normal, four-year duty assignment rotation that the rest of the detectives in the Unit are assigned to. Turnover is high in the Unit due to promotions, thus creating an inexperienced cadre of detectives.

The Bureau also has three detectives assigned to task force positions working outside of the Department, including two assigned to separate Drug Enforcement Agency units and one assigned to a Countywide gun violence task force managed by the District Attorney's Office.

Additionally, there are four retired annuitant detectives working within the Bureau that handle a significant investigative caseload, including two assigned to handle "cold" cases and two that handle fraud cases as well as low-level sexual assault cases and sex registrants.

There are no under-cover (UC) detectives within the Bureau, nor are there any specialized investigative units. All detectives are considered "general crimes" detectives.

4.2.4 Case Management

Investigative cases are typically generated from police reports taken by Patrol and then referred to Investigations for additional follow-up. The Investigations Lieutenant, with input from Patrol Lieutenants, manages the inflow of cases to the detectives.

There is a case management module within the Department's Records Management System (RMS) software, however, Investigations leaders (Lieutenant and/or Sergeants) do not use this system extensively. It is unclear whether the lack of use is due to the functionality of the module or a lack of familiarity or training among staff. The Records Supervisor was able to run case reports, but Citygate found that the Unit supervisors are tracking assigned cases manually with an Excel spreadsheet that was created by one of the two current supervisors. Citygate obtained copies of both the Excel spreadsheet and a custom RMS case report; however, neither tracking report was useful in calculating detective workload and/or case closure rates.

Subjective analysis—based on interviews with the Investigations Lieutenant, both Detective Sergeants, and the Senior Detective—suggests that the current workload volume of detectives is such that they do not have time to investigate most property-related crimes.

Based again on the subjective analysis of the interviews, Citygate believes that the addition of one detective to the Bureau could facilitate more time spent on property-related cases. However, before adding additional detective positions, the Department should address efforts towards tracking detective workload and productivity utilizing existing software systems to better understand whether additional resources could increase clearance rates.

The following table shows investigative cases managed by the Unit over a four-year period.

Table 12—Investigative Services Case Management (2020–2023)

Year	Cases Assigned	Clearance Rate	Arrest Rate
2020	18	6%	6%
2021	34	24%	3%
2022	63	14%	8%
2023	73	26%	11%
Total	188	20%	8%

Data obtained from San Mateo PD RMS report run on 01-16-2024

4.2.5 Community Service Officer (CSO) and Digital Forensic Specialist

The Investigations Bureau is supported by two professional staff positions including a Digital Forensic Specialist and a CSO. The Digital Forensic Specialist assists the Bureau by conducting forensic examination of all technology associated with a case to include computers and mobile phones. Every case involves some degree of digital analysis such that the workload of this position is augmented by fully sworn detectives who receive additional training in this area.

There is one CSO assigned to the Bureau full time. This position is responsible for follow-up work on "missing person" cases as well as managing massage parlor business check and backgrounds. Additionally, the Investigations CSO manages the pawn shop and secondhand dealer slip registry to track down stolen property. The current CSO assigned has also developed a high degree of experience and expertise at crime scene investigations and is routinely called out to process major crimes scenes that the County crime lab does not respond to. According to the detective Sergeants, this position's level of expertise is such that, even after being rotated out the Investigations Bureau, the CSO is often called out to handle crime scenes.

The CSO is also called out to support the Crime Reduction Unit when they serve search warrants. During such call-outs, the CSO serves as the evidence "finder," which is a designated person to collect and document all evidence gathered during a search warrant. When the CSO is called out to process a crime scene or support a search warrant, this typically takes the CSO away from normally assigned duties for the equivalent time of approximately one week. Citygate believes crime scene response and processing should be a standalone job skill and position with training and responsibilities which exceed that of a CSO.

Thus, Citygate recommends the creation of a new Crime Scene Specialist position to be permanently assigned to Investigations. This position can be responsible for conducting crime scene investigations and evidence gathering. This position could also assist with digital forensic analysis.

4.2.6 Life360

Life360 is an information technology company headquartered in San Mateo that publishes a mobile app designed for families and close friends to stay connected and informed regarding each other's whereabouts and safety. It offers features such as real-time location sharing, notifications for arrivals and departures, driving safety analysis, and emergency assistance. Families commonly use the app to keep track of each other's locations—especially parents who want to know their children's whereabouts.

Due to the application's ability to record geographical information associated with mobile phones, the company receives a significant number of requests for subscriber information from law enforcement agencies outside of San Mateo. The company's policy is to require a search warrant to release this information. If the requesting law enforcement agency resides outside the County of San Mateo, the search warrant must be "domesticated."[5]

The Investigations Bureau assists law enforcement agencies outside the County to domesticate search warrants for service at Life360. This workload has a moderate to significant impact on the detective work unit.

4.3 YOUTH SERVICES UNIT / POLICE ACTIVITIES LEAGUE

The Youth Services Unit (YSU) and Police Activities League (PAL) are led by a Lieutenant. The Lieutenant is also in charge of the SMPD Wellness Program. One Sergeant, one Parks and Recreation Supervisor, two Development Directors, two School Resource Officers (SROs), one Juvenile Probation Officer, and one Clinical Case Manager are under the YSU/PAL Lieutenant's command, along with clerical support staff. Five part-time, per diem City employees work in YSU in the Parks and Recreation program to support YSU and PAL. These staff support the Department's PAL, Explorer Scouts, and Diversion programs and assist the SROs. The SRO program is partly funded by the City and the school district.

4.3.1 Youth Services Unit

The YSU performs many functions including an Explorer Program with approximately 20 explorers that can feed the CSO program and later become officers or dispatchers. This detail involves meetings, training, mentoring, and direct supervision to ensure the youth in the program are safe. Explorers attend and assist at PAL, Department, and City events including the Color

[5] To "domesticate" a search warrant typically refers to the process by which a search warrant issued in one jurisdiction is made valid or recognized in another jurisdiction. In the context of technology companies like Life360, if a law enforcement agency seeks access to user data through a search warrant issued in one jurisdiction (such as a state in the United States), but the data is stored or accessible in a different jurisdiction (such as another state or country), the warrant may need to be "domesticated" in the jurisdiction where the data resides. This ensures that the warrant is legally recognized and enforceable in that jurisdiction.

Guard; at DUI checkpoints; vacation house checks; ride-alongs; and in other contexts where they can passively observe professional law enforcement activities while supporting the greater law enforcement mission.

The YSU Lieutenant is also responsible for a Diversion program, and a team of two SROs and one detective SRO created the applicable MOU on how PAL should engage with students on school grounds. The YSU Lieutenant informed Citygate of a 98 percent success rate with the Diversion program, noting that the school, kids, parents, and Department are all working together to prevent instances of reoffending.

The following table represents the documented activity YSU performs annually (note the decline related to COVID-19 in 2019–2020). Many activities are undocumented, such as when an SRO interacts with students and school staff at events, planning, and mentoring.

Table 13—YSU Annual Documented Activity (FY 17/18–22/23)

Documented Activity	Fiscal Year					
	17/18	18/19	19/20	20/21	21/22	22/23
Juvenile Diversion	23	25	18	7	14	43

Citygate reviewed the schools' call stats for 2018–2023 and found that the SROs are busy with incidents and cases, as reflected in the following table. An "incident" becomes a "case" when it requires investigation.

Table 14—SRO Incidents and Cases by School by Year (2018–2023)

School	Incidents/Cases by Year					
	2018 (3 SROs)	2019 (3 SROs)	2020 (1 SRO)	2021 (1 SRO)	2022 (2 SROs)	2023 (2 SROs)
San Mateo HS	451/49	591/59	221/26	230/16	415/64	407/63
Aragon HS	300/261	445/20	106/4	106/14	153/15	174/20
Hillsdale HS	12/4	17/4	40/4	1/0	169/15	52/7
Nueva HS	13/1	17/0	15/0	47/2	10/5	43/3
Serra HS	41/4	76/7	36/3	63/1	57/5	72/8
Total	**817/319**	**1146/90**	**418/37**	**447/33**	**804/104**	**748/101**

The SROs also support middle (3), elementary (12), and private schools (7) in San Mateo. If these schools are added to the total of the five high schools, the total activity shows the SROs time is very demanding.

Table 15—Total School Incidents and Cases (2018–2023)

Value	2018	2019	2020	2021	2022	2023
Total Incidents	1694	2069	736	840	1590	1210
Total Cases	429	180	66	96	217	181

Given that the school district has 180 days of mandated education, the average number of incidents per day was between 6.7 and 8.3 for 2022–2023. This average does not account for travel time between schools, downtime for report writing, or time spent attending diversion meetings. In 2018–2019, 3 SROs handled slightly more incidents. Citygate sees an opportunity to provide better customer service to schools and students while reducing the potential for burnout by increasing the staffing level to four SROs—adding two FTE SROs to YSU. The numbers reflected in the preceding tables do not include all of the City and Department events that SROs attend to support the Department's mission.

It is worth noting that the National Association of School Resource Officers (NASRO) recommends one specially trained school resource officer per 1,000 students.[6] The City's student population far exceeds this standard relative to the current number of SROs.

According to NASRO:

> *Previous thought has been to place one SRO per 1,000 students. NASRO recommends considering factors such as campus size (including acreage and number of buildings), school climate and location, and the number of non-sworn safety team members on campus when determining the number of SROs needed on campus.*

4.3.2 Therapy K9

The Department became the first in the country to acquire a Therapy K9, which entails the officer handler bringing the K9 to school and City events. A tobacco grant supports the Youth Services officer / handler.

The K9 will need attention when the five-year term is up and the officer goes back to Patrol, and there will be a need to acquire a new Therapy K9. The Therapy K9 helps to build relationships within the schools and polishes the law enforcement badge by providing much goodwill. Citygate applauds the Department's efforts related to this program.

[6] https://www.nasro.org/faq/general/

4.3.3 Police Activities League

The PAL program is popular with local students and the Department, with the YSU Lieutenant leading the program. However, given the nature of the responsibilities related to management of PAL, there is an opportunity to better utilize the Lieutenant's time by creating a civilian manager position to lead the PAL program. The Lieutenant spends much time in PAL meetings, budgeting, working with Parks and Recreation staff for planning and resource management, and other activities that do not require a sworn officer position. The PAL manager position is much like an executive director of a non-profit. The position requires attending Board meetings and engagement, budgeting, monthly finance reviews on both the City and non-profit sides, HR and reviewing/selecting Board members, helping to set up non-profit new hires, coordinating and managing scholarship committees, monitoring grants, planning and performing fundraising events, coordinating with the Parks and Recreation Supervisor to plan community and programmatic events, and more.

4.4 ADMINISTRATIVE TECHNICIAN

An Administrative Technician is under the command of the Support Services Lieutenant and is a gatekeeper for all things related to Department payroll processing. The Technician started with the City in 1989 and has a tremendous amount of corporate knowledge. The Administrative Technician works with all divisions and units in the Department to ensure payroll actions are taken correctly. The Administrative Technician is involved in the City's process of converting all payroll processing to the Workday scheduling/payroll processing system. At the time of this operational analysis, all payroll processing was entered into the InTime payroll scheduling/processing system and then imported into the Eden software system. All City departments will eventually be converted to utilization of Workday software.

Citygate staff found the Administrative Technician to be well-organized and helpful, providing short turnarounds related to Citygate's document requests. Some Administrative Technician responsibilities include the processing of Personnel Action Forms from the POST Compliance Officer to ensure pay incentives for educational and POST certificates are included in an employee's paycheck. The Administrative Technician also reports directly to the Chief of Police when providing a quarterly report of grant activity. All financial activities must be balanced through Workday. Also, quarterly projects and deposits of payee accounts report for items such as K9 maintenance and asset forfeiture on paper files. Citygate sees an opportunity to transition from paper reporting to online reporting for all fiscal activities.

Some of the Administrative Technician's other responsibilities include complete payroll processing (InTime and export pay periods for the entire Department every second Monday, or on Sundays if a holiday lands on a Monday); making payroll and timesheet adjustments; sending

paysheets to supervisors for approval; exporting data; and checking to verify court overtime and emergency overtime.

4.5 FINDINGS AND RECOMMENDATIONS

4.5.1 Findings

Finding #22: The Captain and Lieutenants are performing office administrative tasks and assignments related to Support Services / Investigations. Such administrative duties would be better aligned with a clerical support position.

Finding #23: Detectives tend to be promoted out of the Unit prior to their full rotation. Thus, the experience level of the detectives (with the exception of the Senior Detective) is low.

Finding #24: Due to workload capacity, the Detective Unit investigates few (if any) property crimes.

Finding #25: All 8 detectives, plus the 2 detective Sergeants, are assigned generally to Investigations. There are no specialized investigative units.

Finding #26: The CSO assigned to Investigations is often called out to process crime scenes and collect evidence and search warrants, a specialized skillset typically beyond that of a CSO.

Finding #27: Domesticating search warrants for allied police agencies seeking subscriber information from Life360 has a moderate to significant impact on the workload of the Investigations Unit.

4.5.2 Recommendations

Recommendation #13: Consider the **addition of 1 full-time Administrative Assistant** to the Support Services / Investigations Division. This would enable the Captain and Lieutenants to manage their time more efficiently, providing greater capacity for priorities which only they can manage.

Recommendation #14: Once workload indicators are properly assessed and subjective analysis is validated, consider adding 1 full-time detective to the Investigations Bureau.

Recommendation #15: Consider alternatives to leverage institutional knowledge developed by detectives by either adding an additional "Senior" detective position or

extending current detective rotations by an additional two years, provided performance objectives are being met.

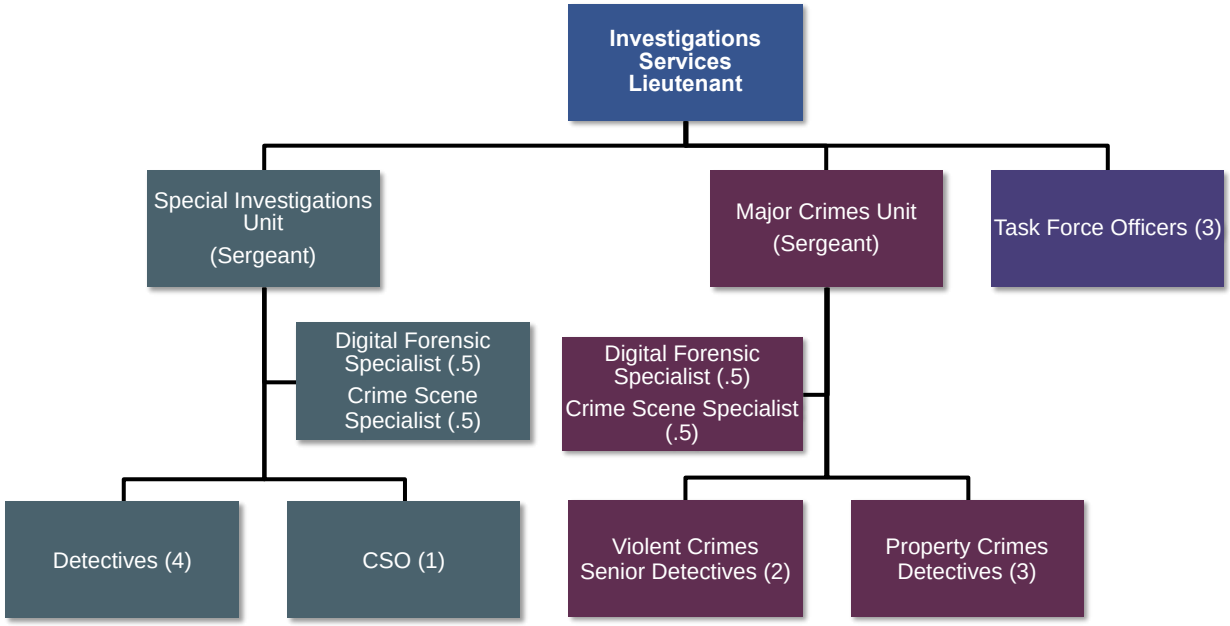
Recommendation #16: **Add 1 Crime Scene Specialist** as a new position of to be permanently assigned to Investigations and conduct crime scene investigations and evidence gathering. This position could also assist with digital forensic analysis.

Recommendation #17: The Department should consider the future potential of converting the 4 retired annuitant positions to 2 full-time detective positions once current funding for the retired annuitant positions has expired.

Recommendation #18: Consider reorganizing the Investigations Bureau into two specialized units including a Special Victim's Unit (SVU) and a Major Crimes Unit. The SVU would handle all domestic violence cases, sex cases, child and elder abuse cases, and missing persons cases. The Major Crimes Unit would be divided into a Violent Crimes Unit and a Property Crimes Unit. *[**Note**: Prior to the completion of this report, the Department had already implemented this recommendation with a reorganization of the Bureau into Major Crimes and General Felony units.]*

The following figure reflects Citygate's proposed reorganization:

Figure 46—Investigations Bureau – Proposed Reorganization



Recommendation #19: As PAL funding/budget allows, the Department should consider the **creation of a civilian manager position** to manage the daily operations of the PAL program. The Lieutenant would be present to provide effective leadership to the YSU and SRO staff. Additionally, Citygate is concerned that the YSU/PAL Lieutenant is performing specialized activities that will hamper the ability to move elsewhere in the Department due to a lack of exposure in other areas that require sworn officer capabilities.

Recommendation #20: Increase the staffing level of School Resource Officers to **4 SROs total—adding 2 FTE SROs to the Youth Services Unit**. With this addition, the Department can provide better customer service to schools and students while reducing the potential for officer burnout.

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SECTION 5—BUSINESS MANAGEMENT AND EXECUTIVE ASSISTANCE

5.1 BUSINESS MANAGER

The Business Management unit is led by a Business Manager who is a direct report to the Chief of Police and has more than 22 years of experience working with the City. The Business Manager's strong business acumen was evident during Citygate's review when discussing the Department's financials.

The Business Manager spends a significant portion of time on expenditures and revenues, as the Department has the largest of the City's budgets. During Citygate's operational analysis, the Manager was busy helping to implement the workday budget monitoring program. With no repository for contracts and grants, there may be an opportunity to utilize a professional software application to monitor grants and contracts. The Business Manager also processes proclamations, contracts, and resolutions for City Council meetings; and performs the necessary follow-up to ensure document signatures are obtained.

The Business Manager will also assist with special project RFPs, such as the RFP published by the City in relation to this Staffing Needs Assessment and Organizational Analysis, as well as a childcare stipend project to provide support to officers and dispatchers.



5.2 EXECUTIVE ASSISTANT

The Executive Assistant is a direct report to the Chief of Police and has been with the Department since the 1980s. The Executive Assistant utilizes Microsoft Office applications to manage responsibilities including the Chief's schedule, calendar meetings, personnel file updates, visiting

background investigator file review assistance, purging files via records retention schedules, providing the Chief's correspondence, issuing memos, and reviewing other division memos.

The Executive Assistant also works with Department retirees, takes weekly command staff meeting minutes and assists with staff meetings, and is responsible for the Department's ordering of office equipment.

5.3 FINDINGS AND RECOMMENDATIONS

5.3.1 Findings

Finding #28: There is no repository for contracts and grants, and the Department is currently utilizing a manual process for record-keeping.

5.3.2 Recommendations

Recommendation #21: The Department should migrate the existing, manual record-keeping process for contracts and grants to a software application to increase the efficiency of business operations.

SECTION 6—POLICE TECHNICAL SERVICES REVIEW

6.1 POLICE TECHNICAL SERVICES DIVISION

6.1.1 Unit Overview

The Police Technical Services Division is led by a civilian manager with the title of Police Technical Services Administrator (equivalent rank of Captain) who is a direct report to the Chief of Police. Directly reporting to the Administrator are 2 Dispatch Supervisors, 1 IT Technician, 1 Body-Worn Camera (BWC) Technician, 1 Property and Evidence Supervisor, and 1 Records Supervisor. The Administrator performs oversight and operational responsibilities for **three primary units**:

- Public Safety Dispatch
- Records
- Property and Evidence

The Administrator focuses on a balance between Department and community needs when prioritizing the responsibilities of each unit. Customer service and operational efficiency are equally important.

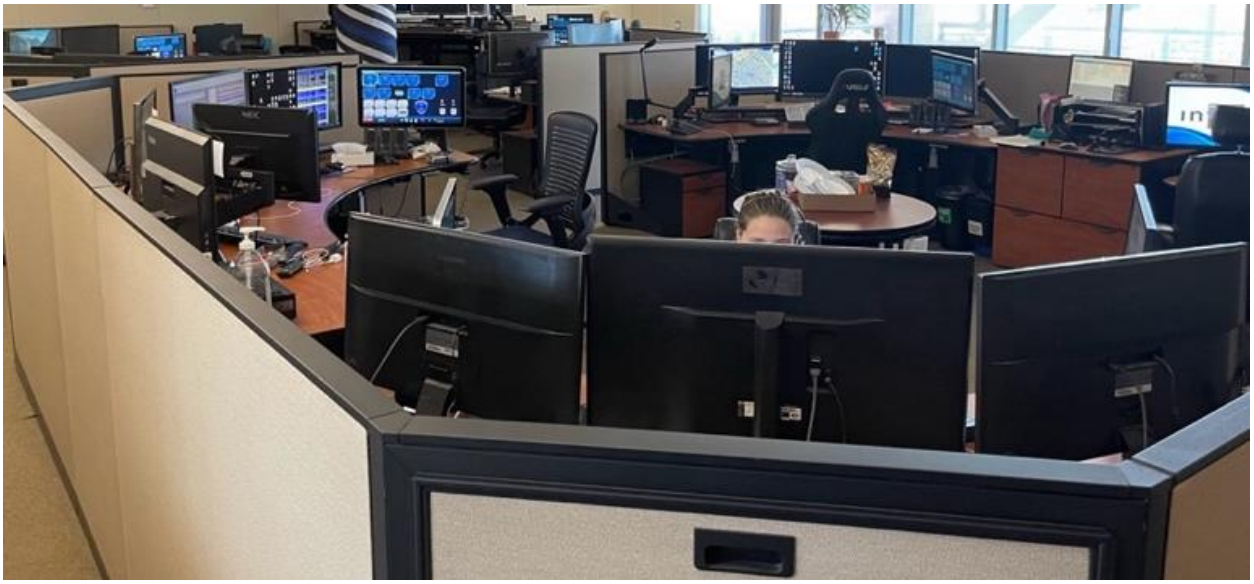
The Public Safety Dispatch Unit provides push-to-talk, 9-1-1, and non-emergency phone service to internal and external customers. Additionally, the Department provides dispatch services for the City of Brisbane (population 4,497). Dispatchers are also call-takers, and they will make calls and provide research assistance to officers, answer all emergency and non-emergency calls for service for Department staff and Public Works, and assist the Records Unit with warrants and records updates.

The Records Unit processes subpoena and records requests, processes warrant logs and performs due diligence, provides customer service at the front counter, monitors and makes California Law Enforcement Telecommunications System (CLETS) entries, assists with numerous subpoenas duces tecum and citation processing, and more. The Records Unit Supervisor would like to streamline the records request process, digitize records processes and management, and update policies and procedures. The Unit is currently experiencing challenges related to retaining staff and is heavily reliant on per diem staff.

The Property and Evidence Unit Supervisor was hired during Citygate's analysis in September 2023. Citygate has reviewed the 2022 performance audit of the Property and Evidence operation, and has conducted interviews with staff, and concurs with the findings of the performance audit. The Unit has an opportunity to perform a reorganization, tighten evidence-booking procedures, and enhance security to improve risk management and operational efficiency.

6.2 PUBLIC SAFETY DISPATCH

The Dispatch Unit, also known as a Public Safety Answering Point (PSAP), provides communications for the Department as well as the City of Brisbane Police Department. The Unit is authorized 2 FTE Supervisors and 14 FTE Dispatcher I/II positions. Dispatchers are also call-takers and are cross-trained in both positions. During Citygate's analysis, the Unit was staffed with 9 dispatchers. Supervisors fill in as needed due to a 20 percent retention rate.



There is no Dispatch Supervisor currently assigned to night shifts, leaving an opportunity for leadership improvement.

> **The need for supervision and leadership is unquestionable.** The Association of Public-Safety Communications Officials' (APCO) Staffing and Retention in Public Safety Communications Centers Effective Practices Guide (2005), under Effective Practices: Communications, says: "Communications Center performance was the #1 predictor of employee satisfaction. Employee ratings of center performance… were the strongest predictor of overall employee satisfaction… The characteristics of effective supervision and management include regular recognition of employees' good work, 'decision processes are fair,' 'interactions with supervisor and upper management are positive,' and 'shows interest in creating good working conditions.'" **All of these best practices are absent without supervision**.

The Department's shortage of dispatchers results in pressure on the allotted overtime budget. According to Department finance records, the annual overtime budget has been overspent each year between 2020 and 2023, as shown in the following table.

Table 16—Dispatch Overtime Spending (2020–2023)

Fiscal Element	2020–2021	2021–2022	2022–2023
Budgeted Overtime	$245,504	$250,414	$257,926
Cumulative Overtime	$291,565	$343,362	$426,899
Amount Over Budget	**$46,061**	**$92,948**	**$168,973**

Some contributing factors to short-staffing include mandatory overtime, the evolving mindset of many Gen Z applicants, compensation, and career development. During a recent hiring process for dispatchers in 2022, the Department retained only one in five trainees—a 20 percent retention rate.

In 2023, Dispatch staff compiled a salary survey of surrounding departments and found that top-step compensation was not as competitive as expected. The results of the survey are reflected in the following table.

Table 17—Regional PDs: Dispatch Salary "Top Step" Comparison (2023)

Agency	Top Step	Incentive	Top Step with Incentive	Night Differential
Mountain View PD	**$64.33**	Dispatcher III	$20k for BA/MA	
Los Altos PD	**$62.56**			
Redwood City PD	**$59.32**			
San Bruno PD	**$58.16**			
Foster City PD	**$57.78**			
Colma PD	**$55.49**			
Hillsborough PD	**$55.20**			
Fremont PD	**$54.94**			
San Mateo PD	**$53.99**			
San Mateo County	**$53.44**	"Relief" Dispatcher	$56.10	
South San Francisco PD	**$51.75**	2.5% AA, 1% POST Cert, BA & POST Cert	$54.34	5%

6.2.1 Recruitment and Retention

Based on Citygate's experience, conversations with Department staff, review of the International Association of Chiefs of Police (IACP) 2019 article *The State of Recruitment: A Crisis for Law Enforcement*,[7] and analysis of the APCO *Staffing and Retention in Public Safety Answering Points (PSAPs): A Supplemental Study* report from George Mason University in 2018,[8] there are several areas which contribute to fewer applicants and reduced retention of new hires. These contributing factors include:

- Generational differences (concerns with work-life balance and a desire for less forced overtime)
- The public image of law enforcement (scrutiny of the police and media coverage contributed to a negative view of police among many young people)
- Hiring process challenges (the IACP recruitment survey noted that 47.5 percent of agencies reported a hiring process that lasted from four months to over a year).

During Citygate's organizational analysis, Citygate reached out to APCO to use their Project RETAINS web interface,[9] which provides staffing recommendations based on the data field inputs. Although no specific APCO RETAINS recommendations are identified in this report, the inputs and questions asked of the user were incorporated into Citygate's analysis process.

Because APCO is an international organization, they have a deep bench in the areas of business acumen and communications experience. While PSAPs exist in various locations and sizes, they share many similar concerns. As with Police Officers, dispatchers are people too, and human characteristics change over time as cultures shift and evolve.

Some of APCO's findings include:

- 65.4 percent of all PSAPs report an increase in the number of dispatched calls in the previous years.
- Supportive supervision, coworker support, and perceived recognition from the public merged as key factors to employee retention (proactive supervisors and inter-employee cooperation create a supportive environment for workers).
- Coworker support is an important factor in reducing psychological distress among PSAP staff.

[7] https://www.theiacp.org/sites/default/files/239416_IACP_RecruitmentBR_HR_0.pdf
[8] https://apconetforum.org/iweb/upload/StaffingandRetentionPSAPsSupplementalStudy.pdf
[9] https://www.apcointl.org/services/staffing-retention/project-retains/

- Staffing pressures were an issue with PSAPs of varying sizes. Large PSAPs need help with retention, with over 38 percent reporting that their staffing levels have decreased. Small PSAPs are most likely to have met staffing levels for most of a year (40 percent), but they are least likely to specialize (tasks), meaning employees must focus on multiple tasks as part of their work instead of focusing on one job.

- The study found an average retention rate of 71 percent, which is down from the 2009 rate of 81 percent retention, indicating the growing retention problem.

Leaders in the law enforcement profession understand the fatal loop that is created by low retention coupled with a high workload—leading to a situation where an agency is *always* searching for qualified applicants. Consideration should be given to a two-step solution:

1. Working with HR and Department leadership, create a workgroup charged with modifying the existing recruiting and retention processes (recruiting and retention must work together) and develop an implementation strategy with a timeline for accountability.

2. Review the proposed schedule as a guide to begin filling positions, seeking input along the way. This process is living and change along the way is expected.

6.2.2 Capacity and Scheduling

During Citygate's organizational analysis, a Dispatch Supervisor asked for quantifiable metrics to determine whether 14 dispatchers was the right fit for the Unit, based on call volume, incidents, officer-initiated activity, and the requirements of Brisbane.

The following figure reflects the Department's current Dispatch schedule.

Table 18—Current Dispatch Unit Schedule

Tech. Services Administrator							
Team 1 Dispatch Supervisor							
[redacted]	0600-1800	0600-1800	0600-1800				
Team 1							
[redacted]	0600-1800	COMP	0600-1800	1200-0000			
	1800-0600	1800-0600	1800-0600		1200-0000		1200-0000
	0600-1800	0600-1800	0600-1800				
	1800-0600	1800-0600	1800-0600			1200-0000	
	0600-1800	0600-1800	0600-1800				
	1200-0000	Partial	COMP				
		1200-0000					
Team 2 Dispatch Supervisor							
[redacted]		0800-2000		OT 0600-10	0600-1800	0600-1800	0600-1800
				1000-1800			
			1200-0000	OT 1800-22	1800-0600	1800-0600	1800-0600
				2200-0600			
	HOL	HOL	HOL	HOL	HOL	HOL	HOL
	0800-2000	0600-1800		OT 0600-10	0600-1800 CTO	0600-1800 CTO	0600-1800 CTO
				1000-1800 CTO			
		0800-2000		OT 0600-10	0600-1800	0600-1800	0600-1800
				1000-1800			
				DispDetail	1800-0600	1800-0600	1800-0600
				OT 1800-22			
				2200-0600			

The following table shows a proposed Dispatch schedule. With full staffing (not going over budget), the Dispatch Unit can be staffed "right-sized" to support the needs of the Department and community. This level of staffing would resolve retention issues while building more esprit de corps and enhancing employee wellness.

Table 19—Proposed Draft Dispatch Schedule

Current Draft Schedule

Current Schedule	Week 1							Week 2						
	Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat
Team 1														
Supervisor	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800	8-hr 1200-0000			
Disp 1	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800	8-hr			
Disp 2	1800-0600	1800-0600	1800-0600					1800-0600	1800-0600	1800-0600		8-hr		
Disp 3	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800			8-hr	
Disp 4	1800-0600	1800-0600	1800-0600					1800-0600	1800-0600	1800-0600				8-hr
.														
Team 1 Sup Cov	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800		8-hr		
Disp 5 P/T	1200-0000	1200-0000						1200-0000	1200-0000					
Total AM	3 + Sup Cov	3 + Sup Cov	3 + Sup Cov					3 + Sup Cov	3 + Sup Cov	3 + Sup Cov				
Total PM	2.5	2.5	2					2.5	2.5	2				
Team 2														
Supervisor				8-hr 1000-1800	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800
Disp 6				8-hr 2200-0600	1800-0600	1800-0600	1800-0600					1800-0600	1800-0600	1800-0600
Disp 7					1800-0600	1800-0600	1800-0600					1800-0600	1800-0600	1800-0600
Disp 8				8-hr 1000-1800	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800
Team 2 Sup Cov		0800-2000		8-hr1000-1800	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800
Disp 9				8-hr 2200-0600	1800-0600	1800-0600	1800-0600					1800-0600	1800-0600	1800-0600
Total AM			1	3 + Sup Cov	2+ Sup Cov	2 + Sup	2+ Sup					2 + Sup	2 + Sup	2 + Sup
Total PM				2	2	3	3					3	3	3

Proposed Draft Schedule

Proposed Schedule	Week 1							Week 2						
	Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat
Team 1 AM														
Supervisor	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800	8-hr 1000-1800			
Disp 1	0600-1800	0600-1800	0600-1800					8-hr 1000-1800	0600-1800	0600-1800	0600-1800			
Disp 2	0600-1800	0600-1800	0600-1800					0600-1800	8-hr 1000-1800	0600-1800	0600-1800			
Disp 3	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	8-hr 1000-1800	0600-1800			
Team 2 Cover AM														
Disp 4				8-hr 0600-1400	0600-1800	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800
Disp 5				0600-1800	8-hr 0600-1400	0600-1800	0600-1800					0600-1800	0600-1800	0600-1800
Disp 6				0600-1800	0600-1800	8-hr 0600-1400	0600-1800					0600-1800	0600-1800	0600-1800
Disp 7				0600-1800	0600-1800	0600-1800	8-hr 0600-1400					0600-1800	0600-1800	0600-1800
~~Team 1 Sup Cov~~														
~~Disp P/T~~														
Total AM	3+ 1 Sup	3+ 1 Sup	3+ 1 Sup	3 + 1 Lead	3 + 1 Lead	3 + 1 Lead	3 + 1 Lead	3+ 1 Sup	3+ 1 Sup	3+ 1 Sup	3+ 1 Sup	3 + Lead	3 + Lead	3 + Lead
Total PM														
Team 3 PM														
Supervisor	1800-0600	1800-0600	1800-0600					8-hr 2200-0600	1800-0600	1800-0600	1800-0600			
Disp 8	1800-0600	1800-0600	1800-0600					1800-0600	8-hr 2200-0600	1800-0600	1800-0600			
Disp 9	1800-0600	1800-0600	1800-0600					1800-0600	1800-0600	8-hr 2200-0600	1800-0600			
Disp 10	1800-0600	1800-0600	1800-0600					1800-0600	1800-0600	1800-0600	8-hr 2200-0600			
Team 4 Cover PM														
Disp 11				1800-0600	1800-0600	1800-0600	8-hr 1800-0200					1800-0600	1800-0600	1800-0600
Disp 12				1800-0600	1800-0600	8-hr 1800-0200	1800-0600					1800-0600	1800-0600	1800-0600
Disp 13				1800-0600	8-hr 1800-0200	1800-0600	1800-0600					1800-0600	1800-0600	1800-0600
Disp 14				8-hr 1800-0200	1800-0600	1800-0600	1800-0600					1800-0600	1800-0600	1800-0600
~~Team 2 Sup Cov~~														
Total AM														
Total PM	3+ 1 Sup	3+ 1 Sup	3+ 1 Sup	3+ 1 Lead	3+ 1 Lead	3+ 1 Lead	3+ 1 Lead	3+ 1 Sup	3+ 1 Sup	3+ 1 Sup	3+ 1 Sup	3 + Lead	3 + Lead	3 + Lead

6.2.3 Workload and Performance

To quantify how many dispatchers and call-takers are needed to "right-size" the Communications Center (PSAP), the following empirical and anecdotal data points were considered.

- Number of annual inbound calls
- Number of annual outbound calls
- Current average call duration
- 911 answer times (percentage)
- Number of total annual calls (911 and non-emergency)
- Ancillary tasks during a shift
- Review of staff leave reports
- PSAP work schedules
- Interviews with staff

Because a PSAP operates 24/7/365, and shift durations vary from 5/8, 4/10, 3/12, and combinations thereof, the analysis refers to hours worked/available instead of "days" available. The average dispatcher used 30-days of leave annually (240 hours):

2080 - 240 = 1840 available hours annually.

It is understood that there is no state or federal requirement or standard for the number of Dispatchers needed per capita; rather, leaders look to "right-size" a PSAP to ensure good customer service (internally and externally) can exist. The Department is budgeted for 14 FTE dispatchers and is currently staffed with nine. Dispatchers are assigned call-taker duties at the start of their shifts. The existing dispatch schedule operates with a 3/12 model—three days on, four days off, with an eight-hour shift on alternate weeks:

3/12 x 3 = 36 hours x 2 weeks = 72 + 8 hours = 80 hours every two weeks.

The schedule is split into two teams: Team 1 and Team 2:

Team 1 has one Supervisor, Team 1 Supervisor cover, four dispatchers, and one per diem staff working shifts 0600–1800, 1800–0600, and 1200–0000 (per diem).

Team 2 has one supervisor, Team 2 Supervisor cover, and four dispatchers working shifts 0800–2000, 0600–1800, 2200–0600, and 1800–0600.

The National Emergency Number Association (NENA) standard for answering 9-1-1 calls is for 95 percent of calls to be answered within 20 seconds. The current Dispatch staff accomplishes this standard. According to the Department's 2023 data:

- Average call duration: 92 seconds
- Total inbound 9-1-1 calls: 26,584
- Total inbound non-emergency calls: 104,952
- Total outbound calls: 37,806
- Total number of calls: 173,507

Adjusting these annual figures provides an understanding of the daily call volume in Dispatch:

73 inbound 9-1-1 calls per day
288 inbound non-emergency calls per day
\+ **104** outbound calls per day
= **465 calls per day** in and out of Dispatch

With an understanding of daily call volume, Citygate returned to the average call duration measure:

465 daily calls
x **92** seconds each
= **42,780 seconds**

42,780 seconds
÷ **60** minutes
= **713 minutes average daily time spent on calls**

713 minutes
÷ **24** hours per day
= **30 calls per hour** (1 call every 2 minutes)

According to the Microsoft Power BI analytics for all unit classes in 2023—Community Services, Patrol, Mutual Aid, Police Services (parking, detectives, special assignments)—15,000, or 56.9 percent, of distinct incidents were officer initiated, followed by 8,000 incidents (31.1 percent) from

telephone, 2,000 (9.76 percent) wireless 9-1-1, and less than 1,000 (1.93 percent) from E9-1-1. A total of 25,565 distinct incidents took place annually (70 daily incidents, or 2.9 incidents per hour).

The following table shows PSAP data for 2023.

Table 20—PSAP Data (2023)

Call Summary

San Mateo PD
200 Franklin Parkway
San Mateo, CA 94403
County: San Mateo

Year: 2023
Agency Affiliation: Police
PSAP Size: Extra Large

Report Date: 01/16/2024 09:33:58
Report Date From: 01/01/2023
Report Date To: 12/31/2023
Period Group: Month
Days Of Week: All
Call Type: All
Abandoned Filters: Include Abandoned
NSI Filters: NSI Included in 911 Totals
Agency Affiliation: All
PSAP Size: All

		January 2023	February 2023	March 2023	April 2023	May 2023	June 2023	July 2023	August 2023	September 2023	October 2023	November 2023	December 2023	Total
911	Inbound	2,004	2,063	2,474	2,132	2,433	2,338	2,374	2,161	2,236	2,161	2,099	2,109	26,584
	Abandoned	292	307	319	263	337	298	279	257	241	241	231	215	3,280
	Abandoned %	12.72%	12.95%	11.42%	10.98%	12.17%	11.31%	10.52%	10.63%	9.73%	10.03%	9.91%	9.25%	10.98%
	Unparsed	0	0	0	0	0	0	0	0	0	0	0	0	0
	Total	2,296	2,370	2,793	2,395	2,770	2,636	2,653	2,418	2,477	2,402	2,330	2,324	29,864
10-Digit Emerg	Inbound	0	0	0	0	0	0	0	0	0	0	0	0	0
	Abandoned	0	0	0	0	0	0	0	0	0	0	0	0	0
	Outbound	0	0	0	0	0	0	0	0	0	0	0	0	0
	Unparsed	0	0	0	0	0	0	0	0	0	0	0	0	0
	Total	0	0	0	0	0	0	0	0	0	0	0	0	0
Administrative	Inbound	7,756	7,271	8,952	8,414	9,219	9,008	9,736	9,076	9,361	9,557	8,341	8,261	104,952
	Abandoned	50	54	54	57	74	65	68	112	76	72	56	50	788
	Outbound	2,754	2,887	3,493	3,061	3,400	3,287	3,429	3,135	2,947	3,110	3,238	3,065	37,806
	Unparsed	97	0	0	0	0	0	0	0	0	0	0	0	97
	Total	10,657	10,212	12,499	11,532	12,693	12,360	13,233	12,323	12,384	12,739	11,635	11,376	143,643
	Avg Call Duration	84.8	86.0	90.2	92.9	95.4	95.8	94.3	94.4	93.4	93.3	90.2	93.9	92.2
	Total	12,953	12,582	15,292	13,927	15,463	14,996	15,886	14,741	14,861	15,141	13,965	13,700	173,507

The average call duration appears to be constant at 1:32 minutes, with the 9-1-1 call volume steady at slightly over 2,300 calls per month. *[**Note**: this report only shows the data being collected; a review with the CAD/RMS vendor should yield a more detailed report.]*

6.2.4 Other (Anecdotal) Considerations

Additional considerations that impact the workload for both call-takers and dispatchers include:

- Officer radio traffic (push-to-talk, self-initiated, etc.)
- Critical incidents requiring response from multiple officers
- Ancillary responsibilities such as report processing, backgrounds, and internal radio and call traffic

- Brisbane traffic
- The shifting volume of calls during the time of week/day
- Budgetary considerations (e.g., is it more cost-effective to pay overtime versus filling vacancies)
- Staffing levels, and the impact of fatigue and compensation on retention.

Given the call volume of 465 calls daily, 70 distinct incidents via radio and MDC traffic, and anecdotal considerations of 545 human interactions daily (or 23 interactions per hour), it is Citygate's recommendation that every effort be made to recruit and staff the full authorized complement of 14 Dispatcher I/II FTEs for the City's PSAP.

6.3 RECORDS

Since 2021, the Records Unit has been led by a Supervisor who has a thorough technological knowledge of the Unit. According to the budget, staff interviews, and document review, Records Unit staff are busy with numerous tasks—including processing subpoenas and records requests, warrant logs and due diligence, interactions with front counter customers with walk-in questions, subpoena duces tecum, citation processing, and more. The Supervisor has a desire to streamline workflow processes to improve operational efficiency and customer service. Several policies and procedures enhancing the digital processes and updates to workflows are of great interest.

The Records Unit schedule consists of five Police Records Specialists working three shifts:

Day Shift – 0630–1430 (2) | **Relief Shift** – 0900–1700 (1) | **Swing Shift** – 1300–2100 (2)

Lobby hours are Monday through Friday from 8:00 am to 5:00 pm. The Unit makes use of per diem help, with two per diem personnel working two to three days per week to help with projects and clearing DOJ/NIBRS kickback errors.

6.3.1 Workload and Capacity

The Unit spends a lot of time on NIBRS entries, edits, and corrections. Another task that requires considerable time is responding to California Public Records Act (CPRA) requests. In February 2024, the Unit logged over 400 inquiries. With changes from the California legislature over the past 10 years, this is commonplace in law enforcement agencies throughout the state. Many agencies have dedicated 1–2 staff to process their CPRAs.

In 2023, the Unit processed 7,438 cases, which averages to 30 cases processed daily based on 250 annual working days. The Department has an opportunity in the Records Unit to make use of a common leadership phrase: "What gets counted gets measured." Tracking the number of citations, customers at the counter, and reports processed helps to determine staffing levels.

The Unit utilizes the RIMS records management system. The technology is available to digitize most operational workflows. The Supervisor uses InTime for scheduling. In these ways, it is clear to Citygate that the Records Unit is making meaningful use of technology.

6.3.2 Staffing and Job Specifications

However, the Unit also suffers from a high rate of turnover. The constant training of new technicians creates a need for more business acumen and corporate experience. The Supervisor fills in to assist staff in completing their responsibilities; answers to the Administrator; and tries to stay current with schedules, staffing, and personnel issues. Both the Supervisor and the Records Unit would benefit from reviewing the Senior Police Records Specialist job specification, identifying how the position could assist with leadership, and delegating some tasks that impede the Supervisor's ability to lead Unit staff. The current Specialist has been with the Department for 40 years and is considering retiring in 2024. A second Senior Police Records Specialist works the Court Liaison program and is effectively managing subpoenas.

According to HR, the Senior Police Records Specialist job specification was last updated on June 21, 2021. By definition, the Senior Police Records Specialist is to assume responsibility for the planning and supervision of the activities of the Records Unit on an assigned shift. Additionally, the position should provide technical support for various significant support functions and provide administrative and staff assistance to the Records Supervisor. If the Supervisor could receive this type of support, productivity would increase and, in tandem with the resulting improvement to customer service, propel the Records Unit forward. Offloading some responsibilities from the Supervisor to a Specialist would allow the Supervisor more time for leadership and mentoring along with planning the future of the Unit. Additionally, this position would provide promotional opportunities to existing staff. The existing Records Specialist I/II positions would benefit from the leadership and mentoring of both the Supervisor and Senior Police Records Specialist.

6.4 PROPERTY AND EVIDENCE

Citygate reviewed the Property and Evidence facility, interviewed staff, and reviewed the Performance Audit of the Property and Evidence Operation of the Department (2022). The current Property and Evidence Supervisor came to the Department in September 2023 with extensive experience working at the San Mateo County Crime



Lab. Staff use Property-RIMS software[10] to manage property. The current staffing model includes one Supervisor and two Property and Evidence Specialists (one full time, one part time). This model does not account for adequate staffing of the Unit to intake and process receipt and storage of evidence, ensure safekeeping, perform required audits, pull evidence for destruction, and other related tasks of a properly functioning unit.

The Unit is responsible to ensure the proper evidence items are correctly tracked and monitored for court exhibits, discovery, and the viewing of evidence by prosecution and defense representatives. POST also notes in part that proper management, adequate budget, and initial and ongoing training will enhance the efficiency and knowledge of Property and Evidence personnel. Additionally, a well-organized storage facility and property/evidence cataloging system with well-designed policies and procedures will enhance success and facilitate the effective operation of the Unit.

The Supervisor noted that a money, drugs, and guns audit was in process. There is an opportunity to benefit from a reorganization of the Unit, which could help it to operate more efficiently and reduce errors. One example is the sole use of Property-RIMS for tracking: the software represents a single point of failure. A second system/process would be beneficial to track items already booked. The solution to this could possibly include saving property logs to a network drive on a weekly basis.

Additionally, the Unit would benefit from an ongoing purging program. The results would provide sufficient space for existing items while also making space for new items. Citygate and the Supervisor both agree with the 2022 audit recommendations to better equip the Unit with an intrusion alarm system and video camera coverage of the Unit—especially the main property room, narcotics, administrative office, and temporary lockers located inside.

Citygate commends the current Property and Evidence Supervisor for the desire and actions taken to increase the operational efficiency and security of the Unit.

6.5 FINDINGS AND RECOMMENDATIONS

6.5.1 Findings

Finding #29: The Property and Evidence Unit is short-staffed, which creates a continual backlog of booking, processing, and purging property. The Unit needs security upgrades including an intrusion alarm system and video camera coverage of the entrance, exit, and storage areas.

[10] https://sunridgesystems.com/proproom-evidence-and-property-management/

Finding #30: Under the current staffing model, there is insufficient staff to perform all of the responsibilities of the Property and Evidence Unit.

6.5.2 Recommendations

Recommendation #22: Consideration should be given to the IACP innovations in recruitment, which includes reaching out to secondary schools and colleges (such as the College of San Mateo) where officers can bond with students and intern opportunities exist for students of Criminal Justice programs. Hiring incentives also attract applicants. Citygate applauds the City for offering a $15,000 lateral incentive for dispatchers. Other incentives include partnering with colleges and universities to allow dispatchers and officers to trade their training hours for credits toward a degree.

Recommendation #23: The Department should consider adding overnight supervision with a Dispatch Supervisor or Lead Dispatcher position to provide leadership and risk management.

Recommendation #24: The Records Unit and its Supervisor would benefit from reviewing the Senior Police Records Specialist job specification, identifying how the position could assist with leadership, and delegating some tasks that impede the Supervisor's ability to lead Unit staff to that position.

Recommendation #25: The Department would benefit from a focus on staffing the Records Unit with a fully qualified Senior Police Records Specialist to better assist the Supervisor while also assisting with the mentoring and leadership of Records Unit staff. Additional consideration should be given to making a permanent position to process CPRAs, which could be phased in over time.

Recommendation #26: The Department would greatly benefit from implementing the recommendations in the 2022 audit as well as budgeting for a Property and Evidence staffing model that includes 1 Supervisor, 2 full-time Specialists, and 1 part-time staff member that can assist with scheduled and unscheduled leave and periodic audits.

Recommendation #27: Citygate provided the Department with the CA POST Evidence and Property Function Agency Self-Evaluation (revised February 2022) and recommends the Supervisor and staff review it on an annual basis. With the sensitive nature of evidence, the importance of maintaining strict control is imperative for proper risk management. *[**Note**: Prior to the completion of this report, the Department had already implemented this*

recommendation with a per diem position dedicated to a purging program.]

Recommendation #28:	The Property and Evidence Unit should develop an ongoing purging program. Such a program would provide sufficient space for existing items while also making space for new items. Additionally, provide the Unit Supervisor the ability to utilize per diem staff on an annual basis to maintain the purging program.
Recommendation #29:	Consideration should be given to converting the part-time **Property and Evidence Specialist to a full-time position**.

SECTION 7—PROFESSIONAL STANDARDS REVIEW

7.1 PROFESSIONAL STANDARDS / INTERNAL AFFAIRS

The Professional Standards Unit was not present on the Department's organizational chart as of July 2023. Internal Affairs (IA) consists of a retired annuitant (RA) who retired at the Lieutenant rank and reports to one of two Services Lieutenants. The Services Lieutenant reviews initial complaints and assigns them as appropriate. At the end of this section, Citygate offers a proposed change to the Department's organizational chart to better align duties and responsibilities within the Division and units.

7.1.1 Professional Standards Lieutenant

The Lieutenant leading this portion of the Services Division is also responsible for the following:

- Recruiting/Academy and Backgrounds
- Media Relations
- Training/POST Compliance
- Community Relations
- Administrative Technician for payroll

The Professional Standards Lieutenant is tasked with many other responsibilities, not limited to and including the following (and other duties as assigned):

- Supervising a subordinate Sergeant for Recruitment and Backgrounds and an officer for Training and POST Compliance
- Overseeing the payroll Technician
- Reviewing policies, procedures, investigations, and other sensitive documents
- Hiring panels
- Responding to information requests from internal and external stakeholders
- Ensuring continuity between the Sergeant and officer
- Updating the Department's Training Plan
- Emergency Vehicle Operations Course (EVOC)
- Defensive Tactics, principled policing, and First Aid/CPR training and Pursuit committees (requiring planning and research)

- Ensuring Firearms Committee work is completed
- Range management
- Force response review
- Updating Lexipol policies (gathering documents for review and sending them to the City Attorney for review and analysis)
- Meeting with other groups and ensuring continuity and operational efficiency
- CPRAs for training, reporting, and court and civil hearings
- Coordination of staff and own responsibilities
- Quarterly safety meetings and follow-up
- Reviewing and analyzing IA reports and preparing annual IA reports
- Performing exit interviews and paperwork processing
- Reviewing and approving all invoices under $10,000
- PIO duties with the Sergeant
- Overseeing community relations / social media
- Honor Guard ceremonies
- Recruiting and Regular Basic Course (RBC) academy events
- Personnel issues and inspections.

7.1.2 Internal Affairs Workload and Case Management

With most law enforcement agencies in 2024, most professional and sworn staff are "spread thin," as some City staff confirmed with Citygate. This occurs due to new, unfunded legislative mandates from the legislature and decreased agency budgets. Additionally, local governments increase the responsibilities to be managed by local law enforcement agencies to enhance customer service and collaboration with the community (as well as additional responsibilities with applicable staffing).

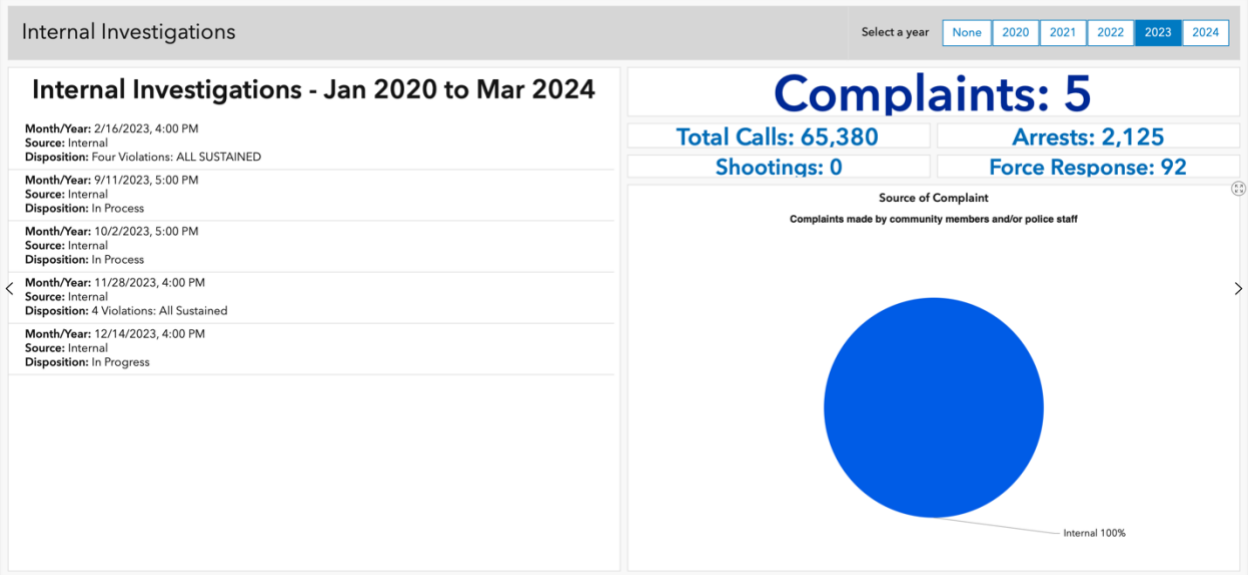
Citygate sees an opportunity to enhance the Department's risk management and increase efficiency by reducing the workloads of the existing Sergeant and officer by considering the assignment of duties and responsibilities of the RA from part-time to one FTE Sergeant position. In recent years, the news has published stories about jurisdictions being sued civilly for the actions of officers. The fiscal impact of this change would be minimal because the City has already funded the RA position.

Additionally, Patrol Sergeants are first to examine a claim against one of their Patrol Officers regarding a complaint. Generally, complaints should be handled at the lowest level through counseling. However, if the Patrol Sergeant concludes that an investigation is warranted, then the Patrol Sergeant must take the time to review BWC footage, go out to the community to conduct interviews, and spend time in the office to write the investigation privately. All of these activities take the Patrol Sergeant off the street and away from the necessary leadership, mentoring, and career development of the Patrol officers. Thus, Citygate sees an opportunity to support the addition of an IA Sergeant position.

The Department tracks IA cases and case management manually. There is an opportunity for the Department to improve risk management, leadership, and behavior correction by making use of IA tracking software such as IRPro and the BlueTeam module—monitoring for corrective behavior with an early warning system. Software applications like IAPro provide a standardized process for the investigating and subject officers. A software application like BlueTeam has the ability to provide detailed tracking of uses-of-force, pursuits, firearm discharges, complaints, and more.

As shown in the following figures, the City contracts with ArcGIS to collect and provide data that is displayed on a public-facing dashboard. The ArcGIS website[11] provides the public with IA transparency by illustrating the number of complaints, dates/times, and dispositions. Citygate commends the Department's efforts to ensure public transparency.

Figure 47—Internal Affairs Data (2023)



[11] https://experience.arcgis.com/experience/108de11f8d2a48429341adf232606272/page/Dashboards/?views=Officer-Initiated-Calls

Figure 48—Internal Affairs Data (2022)

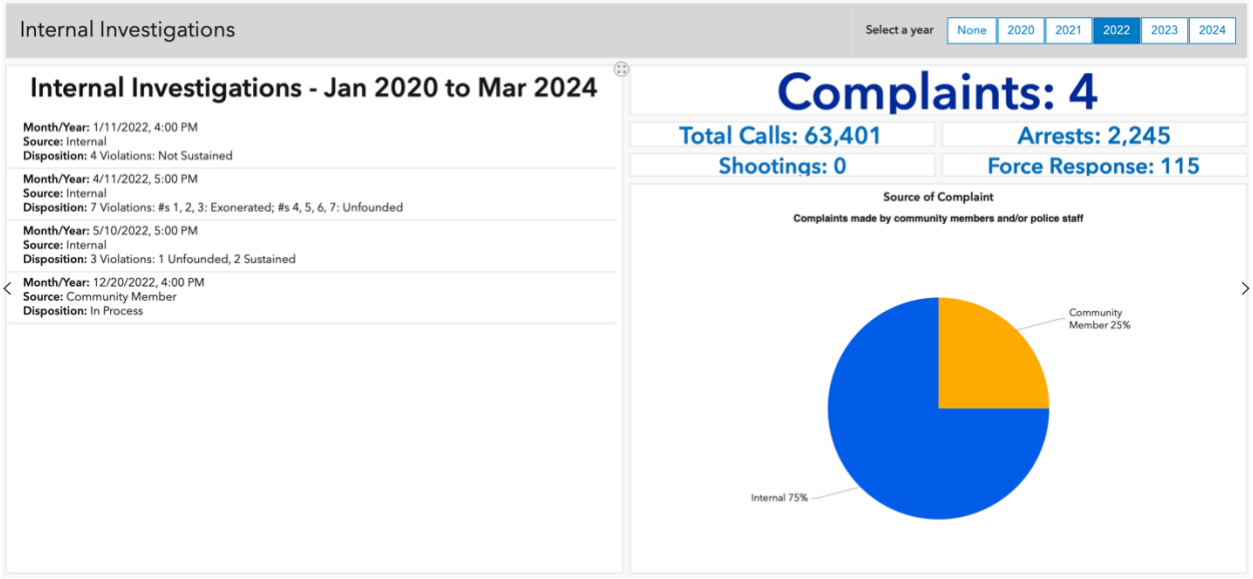
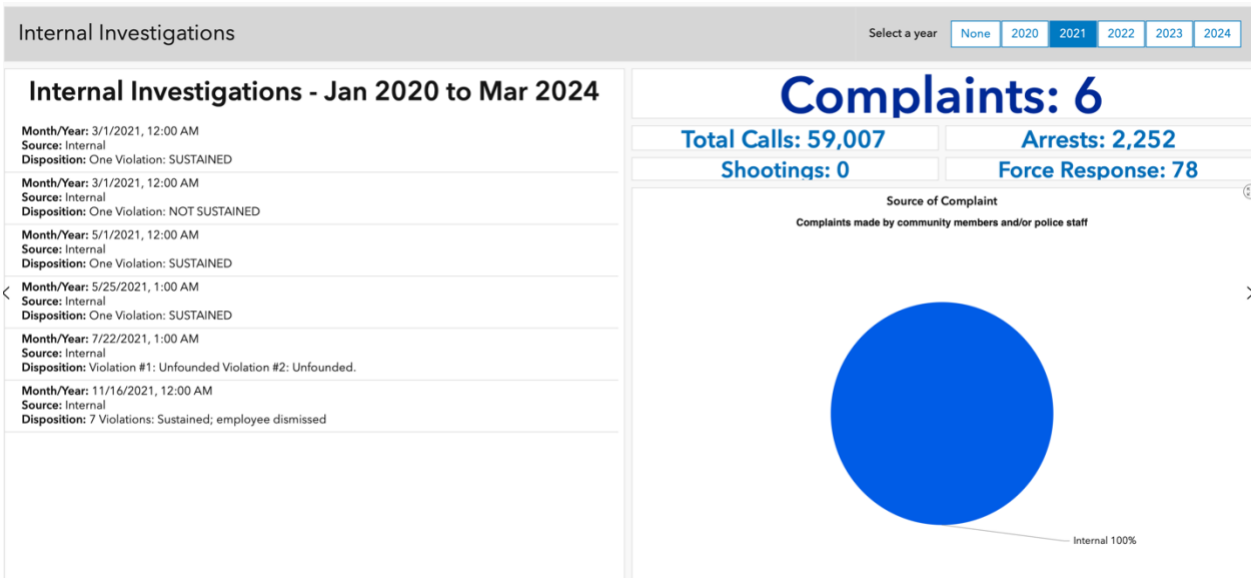


Figure 49—Internal Affairs Data (2021)



7.2 TRAINING

The Training Unit is led by the Services Lieutenant, with day-to-day operations performed by the Training Sergeant and Training Officer. Training Unit staff manage numerous responsibilities, including the hiring of new officers and dispatchers, initial and ongoing training processes, and

annual in-service (aka Advanced Officer Training) and Perishable Skills Program (PSP)[12] training to meet POST requirements. The Unit also coordinates internal training by developing and reviewing course curricula, evaluating instructors to ensure they are qualified for the subject, and processing course rosters to ensure attendees receive credit for successful completion of the course and the course appears on the attendees' POST EDI profile.

7.2.1 Training Officer

The Training Officer has no permanent support staff but can receive assistance from a finance or administrative assistant. Some daily responsibilities include:

- Collecting receipts and matching them with finance and Workday software
- Working with three different City systems—Workday, METR, and the Finance Department system, InTime
- Booking travel (flights and hotels)
- Tracking course completion
- Managing certificates
- Facilitating training and reviewing course materials to ensure POST compliance
- Shepherding new hires through the facility
- Issuing equipment
- Managing attendance and coordinating makeup training.

Citygate learned that the Training Officer faces challenges completing tasks and spends an inordinate amount of time on clerical duties that detract from the ability to manage the necessary course development and safety protocols required for good risk management. The Training Officer's primary responsibilities are obscured by clerical duties such as making PDF attachments, data entry, maneuvering the three data systems, and the Police Training Hours (PTHRS) system tracking 78 hours of unaccounted-for time that requires constant attention.

The Unit is also responsible for reimbursement of training expenses when an officer or dispatcher attends a POST-approved course at an offsite location. There is an additional responsibility to track the POST-reimbursable training to ensure the Department has been reimbursed a portion of the training expense by POST. The Training Officer is also called the POST Compliance Officer, with the responsibility to ensure necessary POST courses are properly certified, and that Department officers and dispatchers complete the required 24 hours of training in 24 months. Due to the

[12] https://post.ca.gov/perishable-skills-program

working relationship with South Bay Regional Public Safety Training Academy,[13] some of the course curricula review, course coordination, and roster processing is removed from the Training Officer's daily responsibilities.

In light of the implementation of California SB 2 (effective January 2023), the tracking of training is critical to ensure good risk management and guarantee staffing—POST can suspend an officer's license if minimum training standards are not being maintained and the officer has a sustained finding in one of the nine Serious Misconduct categories as defined by POST.[14]

The Training Officer uses METR[15] to track all training and ensure Department and POST compliance. METR software provides the ability to track inventory issue, training, equipment and needed re-qualifications, the use of QR Codes to quickly track course attendance, evaluate instructors, disseminate training videos and policy reviews, and more. In 2024, all training records should be maintained in digital form.

7.3 COMMUNITY RELATIONS

The Media Unit provides public information and utilizes social media to engage the community. The Unit also designs graphics for the Department's image, attends public events, participates in PAL, and more. The Unit reports to the Training and Backgrounds Sergeant.



The Unit consists of two full-time staff—a sworn Media Relations Officer and a Communications and Publications Analyst (professional staff) who work together to provide all external messaging from the Department to the City and the County. The Officer position rotates every two to three years. The Communications and Publications Analyst has 23 years with the Department and is well-versed in tact and diplomacy when providing information to the community. The Analyst also trains the officer position when rotations occur.

[13] https://theacademy.ca.gov/

[14] https://post.ca.gov/Decertification

[15] https://leftasystems.org/products/managing-employee-training-records/

Community Relations includes all community engagement and the neighborhood watch program, PIO backup, all responses concerning police-related incidents, City events involving the Department, social media, and other related events such as the POA Crab Feed. The Unit manages notifying those attending events of active incidents involving road closures and similar communications.

The Unit also facilitates the presentation of an 11-week Community Police Academy program, works on campaigns like call appreciation week, augments traffic enforcement engagement with safety tips via social media, and manages press releases using photos submitted by officers. 12 members of the Department serve as a Media Intelligence Team and provide content to the Unit. The Chief likes to have posts made in real time, so the Unit is busy scripting and editing videos, scripting media posts, and assisting with any crisis communications (COVID-19, floods, etc.).



The Unit is actively involved with promoting public safety messaging and positive events within the Department. One such program is Project Guardian, which protects vulnerable people. It is a free, voluntary database offered, managed, and maintained by the Department to provide quick access to critical information about registered persons in the event of an emergency. A caregiver can register a person who is diagnosed with Alzheimer's Disease, Autism Spectrum Disorder, or developmental or intellectual diseases.

The Unit also gives presentations to seniors and other community groups, facilitates Officer visits to schools and similar venues, and acts as a tour guide of the Department for community groups.

With the Unit's responsibility to manage social media posts, messages, and alerts—including to Facebook, Instagram, the PAL and K9 pages on the Department's website, X (Twitter), LinkedIn, YouTube, Nextdoor, and Nixel—the Unit has amassed approximately 169,000 followers across various platforms.

The performance measures for Media Relations, as shown in the following table, reflect a continued, year-over-year increase in subscribers:

Table 21—Department Media Relations: Subscribers by Fiscal Year

	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23
Subscribers	31,347	37,461	54,285	111,780	125,415	139,498	147,876	158,259	168,882

Due to the fact that the Communications and Publications Analyst does not receive overtime and works four days a week (Monday through Thursday), coupled with the scheduling of most events *after* normal working hours and on weekends, it would be helpful for this position to receive overtime, adjust the working hours to a swing shift, or augment the Media Relations Unit with another position. The Chief of Police has many good ideas and wants the Unit to be active. There is much pressure to "get it right." Citygate applauds the efforts of the Department to promote positive activities while informing the community of safety concerns.

7.4 VOLUNTEERS AND STUDENT INTERNS

The City has a volunteer program. Opportunities are posted on the City website and Galaxy Digital.[16] The Facility Coordinator in Support Services also coordinates volunteer recruiting and coordination in addition to facility repairs and maintenance. However, during the peak of the COVID-19 pandemic, most of the volunteers who were senior citizens had to suspend their assistance with Patrol and parking duties typically delegated to volunteers. There were also volunteers serving at the front counter, but the program has seen long-term staffing issues due to vacations and retirement living. Some volunteer chaplains are coordinated through the Services Captain.

While the Department does not have its *own* formal volunteer program, it does utilize City volunteers for the neighborhood watch program—with 20 neighborhood watch block captains. The Unit both sends and receives information to assist neighborhoods with crime reduction. A nine-member board of directors holds meetings on alternate months to discuss new blocks that have signed up, promote a block captain recruiting meeting, and organize other community events for crime prevention.

The Department makes use of student interns. The Department contracts through a school in San Francisco for women from disadvantaged environments. There are also opportunities for high school students to use a program where interns can assist with specific skills in spreadsheets or writing. College students attending a criminal justice program can benefit from volunteering

[16] https://cityofsanmateo.galaxydigital.com/

during a semester to assist investigators, provide sex registrant files, or perform data entry (interns do not have direct contact with sex registrants). The Department greatly benefits from the assistance of student volunteers and interns. The student interns are well-vetted by Department staff to maintain high standards and security. Citygate learned that approximately 80 percent of student interns are paid during their time with the Department, while the other 20 percent volunteer their time.

7.5 BACKGROUNDS

One of four per diem Background Investigators performs background checks. Background Investigators generally work 20 hours weekly. The Department is modernizing the background check process by introducing eSOPH Background Software. Existing hardcopy backgrounds will be scanned into the eSOPH system for future ease of retrieval. Per diem personnel consist of two retired police Lieutenants and two retired police Sergeants.

Backgrounds are currently performed on all Department staff with varying degrees of depth. California POST sets background standards for the hiring of officers and dispatchers. However, the Training and Backgrounds Sergeant informed Citygate that all staff have some level of background process prior to hiring—from a janitor or volunteer to a dispatcher or officer, they will minimally receive an interview, Livescan, and application.

Applicants take part in a hiring process that includes various points to ensure the right candidates progress. To ensure quality candidates proceed through the application process, several steps are in place to protect both the applicants and the Department.

Dispatcher and officer applicants will complete a 400-question form, then be called into Livescan, to create an in-depth profile, and then Background Investigators will follow-up. If positive, a conditional offer interview is made. Kaiser Hospital performs the medical exam, while the psychological exam is virtual and uses a CORE assessment. The same is true with polygraph examiners. Both have 24-hour turnaround time. If all steps of the process are passed by a candidate, the Chief of Police, hiring Captain, Training and Backgrounds Sergeant, and Investigators meet to review the candidate's file. If the determination is "positive" after a full review of all of documentation and background information, a job offer is made to the applicant. Hiring documents are managed in Dropbox to ease the transition with the applicant. The new employee fills out the packet and signs forms after Chief of Police makes the job offer. All these actions support City HR in making the process quicker and easier. The Training and Backgrounds Sergeant then begins to issue the officer's (or other position's) equipment.

In the past, some applicants received a Livescan, partial background process, and full process. New, proposed processes for vetting applicants will involve tiers of backgrounds. The Department will be managing the process for police explorers, janitors, crime scene investigators, and professional staff, and is developing a policy to provide clarity. Additionally, the Training and

Background Sergeant is developing an electronic desk manual to document activities and processes and provide clarity and ease of transition for the next Training and Backgrounds Sergeant. All new applicants will be processed through eSOPH. Citygate applauds the diligent efforts and forward-thinking leadership of the Training and Backgrounds Sergeant in making use of a digital background application like eSOPH and developing a desk manual for succession planning.

7.6 FINDINGS AND RECOMMENDATIONS

7.6.1 Findings

Finding #31: Due to the ancillary responsibilities of the IA Unit, and in keeping with the contemporary leadership of a Professional Standards Unit, a per diem Sergeant does not provide the Department with an adequate level of risk management.

Finding #32: The Department tracks IA cases and case management manually, taking time from staff when research is required.

Finding #33: The Training Officer / POST Compliance Officer is performing numerous duties that are outside the position's scope of work and which keep The Training Officer out of the classroom and unable to audit courses.

Finding #34: The existing METR software application potential is not being fully utilized, so quarterly reporting regarding training missed by personnel is absent from management team meetings.

Finding #35: The Communications and Publications Analyst is assigned to a weekday schedule, yet many events occur outside of regular business hours.

Finding #36: The Support Services Division has three primary functions (Investigations, IA/Training, and PAL/YSU), each of which have been tasked with numerous ancillary duties over the years, leading to an unclear, "clouded" mission for each.

7.6.2 Recommendations

Recommendation #30: With the difficulties facing law enforcement, coupled with the elevated risks associated with civil and criminal prosecutions, the Department should consider elevating the retired annuitant (part-time) position to full-time when the current investigator retires. During the past three years (2023, 2022, and 2021) respectively, only five, four, and six complaints were formally investigated. There are other demands on risk management, including internal and external complaints, compliance,

IA investigations, CPRAs, BWC, policy and procedure updates, claims, SB 2 POST license reporting, and more.

Recommendation #31: Consideration should be given to providing the Training Officer with a permanent **clerical support position (Administrative Technician)** to process rosters, travel reimbursements, receipt collection, certificate tracking, and other data entry tasks.

Recommendation #32: The Department should make productive use of METR's reporting capability and provide monthly or quarterly updates at management team meetings to track compliance with training requirements.

Recommendation #33: Consideration should be given to the schedule and workload of the Communications and Publications Analyst. Due to the nature of the position requiring working events on weekends and evenings on occasion, it would be helpful for this position to either receive overtime as an option, change the schedule to accommodate a swing shift, or add a support position to the Media Relations Unit.

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SECTION 8—SUMMARY OF PERSONNEL PRIORITIES AND FINDINGS AND RECOMMENDATIONS

8.1 PERSONNEL RECOMMENDATIONS AND PRIORITIES

The following table compares the total number of FTE positions the Department is currently authorized and/or funded for with the *current* vacancy status and the *total* recommended net new positions identified and recommended by Citygate in this report.

Table 22—Position Summary: Master Staffing Index

Position	San Mateo Full-Time Equivalent (FTE) Personnel					
	Authorized/Funded	Currently Filled	Current Vacancy or Surplus (Authorized)	Recommended Add/Delete by Citygate	Net Vacancy or Surplus After Recommendations	Total Recommended Authorized/Funded
Chief of Police	1	1	0	0	0	1
Captain	2	2	0	0	0	2
Lieutenant	6	6	0	2	2	8
Sergeant	17	17	0	0	0	17
Police Officer	90	91	-1	8	7	98
Abandoned Vehicle Abatement Officer (AVAO)	2	2	0	0	0	2
Administrative Assistant	2	1.75	0.25	1	1.25	3
Administrative Tech	1	1	0	1	1	2
Business Manager	1	1	0	0	0	1
Communications and Public Relations Analyst	1	1	0	0	0	1
Community Service Officer - Senior	1	0	1	0	1	1
Community Service Officer (CSO)	4	4	0	1	1	5
Crime and Intelligence Analyst	1	0	1	0	1	1
Digital Forensic Specialist	1	1	0	0	0	1
Dispatch Supervisor	2	2	0	0	0	2
Dispatcher I/II	14	10	4	0	4	14
Evidence Analyst	1	1	0	0	0	1
Executive Assistant	1	1	0	0	0	1
Facilities Coordinator	1	1	0	0	0	1
Management Analyst I/II	1	1	0	0	0	1
Police Technical Services Administrator	1	1	0	0	0	1
Police Records or Property Supervisor	2	2	0	0.5	0.5	2.5
Records Specialist - Senior	2	2	0	0	0	2
Records Specialist I/II	5	5	0	0	0	5
Senior Business Systems Analyst	1	1	0	0	0	1
Civilian Manager – PAL (new position)	0	0	0	1	1	1
Forensic Technician (new position)	0	0	0	1	1	1
TOTAL	161	155.75	5.25	15.5	20.75	176.5

The following table details Citygate's recommendations pertaining to the addition of FTE personnel including a funding priority level. The number of personnel per position is provided in parentheses.

Table 23—Summary of Personnel Recommendations and Funding Priority

Source Rec. #	FTE Position	Funding Priority 1	Funding Priority 2
1	Police Officers (Patrol)		X (4)
2	Police Officers (Patrol)	X (2)	
8	Community Service Officer (Traffic)	X (1)	
9	Lieutenants (Patrol)		X (2)
13	Administrative Assistant (Support Services)	X (1)	
16	Crime Scene Specialist (Investigations)		X (1)
19	Civilian Manager Position (PAL)	X (1)	
20	School Resource Officer (YSU)		X (2)
29	Property and Evidence Specialist (full-time)		X (.5)
31	Administrative Technician (Training)		X (1)
Total Recommended Personnel by Priority		**5**	**10.5**
Total Recommended Personnel		**15.5**	

8.2 FINDINGS

The following is a comprehensive list of all findings contained within this report, organized by section.

Citygate's findings speak to defining elements of San Mateo's particular context and situation and provide a basis for Citygate's recommendations.

Field Operations Services

Finding #1: Patrol staffing has experienced many vacancies, forcing each team to be staffed with as few as 21 officers before any leave use is applied (29 authorized).

Finding #2: Minimum staffing is attained by hour, not by shift; this creates a complicated, rules-based staffing model that is very difficult to manage, especially when staffing is low.

Finding #3: Operating shifts at minimum strength does not allow for organizational goals or directed service and significantly reduces proactive policing, especially during peak hours of the day when committed time and saturation is high.

Finding #4: The City does not currently have a uniformed unit that is dedicated to addressing identified problems or quality-of-life issues. To focus on specific needs related to community safety requires dedicated resources and flexible schedules, but the City's Patrol officers do not have the time to address these significant challenges impacting the community.

Finding #5: Using the ICMA Rule of 60 as it pertains to resource allocation, it is Citygate's experience that the average department assigns approximately 66 percent of its officers to Patrol. At full strength, San Mateo achieves the 60 percent goal, with 60 percent of its officers assigned to Patrol.

Finding #6: Watch 1 has a workload level requiring an increase in the minimum staffing level by 1 officer per team. According to the ICMA Rule of 60 as it pertains to workload efficiency, the average workload of Patrol officers should not exceed 60 percent. Patrol officers in the City are committed 55 percent of the time on average. However, when evaluating utilization averaged by hour within each day, officer utilization is negatively impacted between 7:00 am and 10:00 am and not meeting the ICMA guideline. Additionally, utilization stays elevated above 60 percent until 3:00 pm.

Finding #7: In the absence of a Watch 2 supervisor, the Watch 1 (day shift) supervisor may be responsible for supervising both shifts with a combined minimum staffing level of 9 officers (up to 13 officers if fully staffed).

Finding #8: Whether coinciding with a shift in policing priorities, the COVID-19 pandemic, or the scrutiny of the law enforcement profession nationally, the City has experienced a six-year 14 percent decline in total incidents requiring a Patrol response.

Finding #9: The current Patrol schedule does not factor time to perform ancillary duties, which are different than administrative tasks and must be performed while on-duty. Additionally, the rotating 4/11 schedule does not overlap teams and requires making up 77 hours each year.

Finding #10: In the fractile analysis of Patrol response times, 9 times out of 10, it takes 1:00 minute or less of call-handling time to dispatch a police unit to a Priority 1 call, with the response time for the first-arriving unit being 13:30 minutes or less, 90 percent of the time.

Finding #11: Unfilled positions due to injuries or vacancies have a significant impact on the Department's ability to properly deliver Patrol services. The Department cannot absorb these impacts as there are no reserve or buffer positions allocated to Patrol.

Finding #12: Community Service Officers (CSOs) play an invaluable supportive and cost-effective role in Patrol and in Traffic. However, their schedule is limited to specific hours/days and not data driven.

Finding #13: The Department allows for the approval of comp time use when it brings minimum staffing to no more than one officer below minimum. This can be challenging for scheduling purposes as it negatively impacts the Department's ability to deliver appropriate police services to the community and causes officer fatigue.

Finding #14: Each team has overlapping shifts except Watch 4 to Watch 1 at 6:30 am. Call analysis highlights this impact, which supports adjusting Watch times to ensure all shifts have an overlap when adequately staffed.

Finding #15: Watch 4 minimum staffing levels are insufficient for the size of the City. Workload analysis should not be the sole basis for deploying less than six officers during overnight hours.

Finding #16: The Downtown Unit is managed by a Lieutenant but does not have a dedicated supervisor as officers are assigned and deployed on Patrol shifts.

Finding #17: The two current Patrol Team Lieutenants do not have enough time to effectively manage administrative duties while supervising Patrol operations.

Finding #18: The Traffic Unit is supervised by two Sergeants, with many assignments that often extend beyond the regular duties of traffic safety.

Finding #19: Extending Traffic CSO resources throughout the week would improve response and reduce the impact of Traffic calls for service with the addition of 1 FTE Traffic CSO position. This would also reduce the workload on existing Traffic officers to perform proactive enforcement and education.

Finding #20: Multiple adjustments to minimum staffing levels since 2016 have represented an attempt to use data to inform and drive Patrol staffing decisions. However, the continuous change in minimum staffing is primarily driven by the lack of deployable officers in Patrol.

Finding #21: The policy allowing for the approval of compensatory time use when it brings minimum staffing to no more than one officer below minimum is unsustainable,

causing officer fatigue and negatively impacting the Department's ability to deliver appropriate police services to the community.

Support Services / Investigations

Finding #22: The Captain and Lieutenants are performing office administrative tasks and assignments related to Support Services / Investigations. Such administrative duties would be better aligned with a clerical support position.

Finding #23: Detectives tend to be promoted out of the Unit prior to their full rotation. Thus, the experience level of the detectives (with the exception of the Senior Detective) is low.

Finding #24: Due to workload capacity, the Detective Unit investigates few (if any) property crimes.

Finding #25: All 8 detectives, plus the 2 detective Sergeants, are assigned generally to Investigations. There are no specialized investigative units.

Finding #26: The CSO assigned to Investigations is often called out to process crime scenes and collect evidence and search warrants, a specialized skillset typically beyond that of a CSO.

Finding #27: Domesticating search warrants for allied police agencies seeking subscriber information from Life360 has a moderate to significant impact on the workload of the Investigations Unit.

Business Management

Finding #28: There is no repository for contracts and grants, and the Department is currently utilizing a manual process for record-keeping.

Police Technical Services

Finding #29: The Property and Evidence Unit is short-staffed, which creates a continual backlog of booking, processing, and purging property. The Unit needs security upgrades including an intrusion alarm system and video camera coverage of the entrance, exit, and storage areas.

Finding #30: Under the current staffing model, there is insufficient staff to perform all of the responsibilities of the Property and Evidence Unit.

Professional Standards

Finding #31: Due to the ancillary responsibilities of the IA Unit, and in keeping with the contemporary leadership of a Professional Standards Unit, a per diem Sergeant does not provide the Department with an adequate level of risk management.

Finding #32: The Department tracks IA cases and case management manually, taking time from staff when research is required.

Finding #33: The Training Officer / POST Compliance Officer is performing numerous duties that are outside the position's scope of work and which keep The Training Officer out of the classroom and unable to audit courses.

Finding #34: The existing METR software application potential is not being fully utilized, so quarterly reporting regarding training missed by personnel is absent from management team meetings.

Finding #35: The Communications and Publications Analyst is assigned to a weekday schedule, yet many events occur outside of regular business hours.

Finding #36: The Support Services Division has three primary functions (Investigations, IA/Training, and PAL/YSU), each of which have been tasked with numerous ancillary duties over the years, leading to an unclear, "clouded" mission for each.

8.3 RECOMMENDATIONS

The following is a comprehensive list of all recommendations contained within this report, organized by section. Throughout this assessment, Citygate's recommendations across **six themes** will serve the Department in its effort to achieve the following goals:

1. Update organizational structures to maximize effectiveness.
2. Improve public and officer safety through increased supervisory oversight.
3. Increase capacity in Patrol services, particularly during peak hours, to reduce response times and allow more time for officer-initiated proactive policing, community engagement, and investigative follow-up.
4. Increase training to ensure compliance with the latest regulations and standards for safe, fair policing.
5. Improve the type and volume of formal community engagement.

6. Project future needs based on current capabilities, call volumes, trends, staffing levels, population growth, service level expectations, and demand for future expansion of service delivery and personnel.

Field Operations Services

Recommendation #1: Fully staff Patrol to its authorized complement of police officers (58). **Fund 4 new FTE officer positions** to provide a buffer in Patrol (one additional officer for every two shifts), reduce the continuous impact of staffing shortages, and backfill for long-term injury and vacancies that reduce operational positions that are often funded using overtime.

Recommendation #2: **Add 2 FTE officers** to Patrol and assign one per each day shift on Team A and Team B to ensure Patrol officer committed time is no more than 60 percent and provide increased services during elevated daytime demand beginning at 7:00 am.

Recommendation #3: Secure ongoing funding for the recently added, grant-funded CSO. Deploy with the existing 3 CSOs to Watch 1 and Watch 2 (on both teams). This would ensure Patrol officer committed time is no more than 60 percent and provide increased services during elevated daytime demand for service in the community.

Recommendation #4: Increase the minimum number of deployed Patrol staff on Watch 4 to no less than 6 Patrol officers from 2:00 am until the end of the shift once Patrol staffing positions are added.

Recommendation #5: Increase the minimum number of deployed Patrol staff at the start of Watch 1 to no less than 6 Patrol officers once Patrol staffing positions are added.

Recommendation #6: Restructure the Traffic Unit, utilizing 1 of the 2 current Traffic Sergeants to provide full management of supervisory responsibilities for the Unit.

Recommendation #7: Reallocate 1 of 2 Traffic Sergeant positions to a newly formalized and dedicated Downtown Unit / Problem-Oriented Policing team to address downtown response, quality-of-life issues, homelessness, business needs, events, and community engagement. Organize such programs and services under a newly formed Community Engagement Unit that could be supervised with the Traffic Sergeant's reallocation without the

addition of a new FTE. A Community Engagement Unit would augment overall Patrol response by engaging businesses and neighborhoods directly and addressing problems that significantly impact the greater community.

Recommendation #8: **Add 1 FTE CSO** to Traffic and deploy with the existing Traffic CSO to extend weekly coverage and support to assist Motor Officers in more effectively performing traffic enforcement and collision investigations.

Recommendation #9: In light of the increased risk and liability in policing today, the Department should consider the future potential of **adding 2 Lieutenants** to Patrol and deploying Patrol Lieutenants as Watch Commanders to ensure greater management oversight and further balance Lieutenant workload.

Recommendation #10: Evaluate the current, rotating 4/11 shift schedule in partnership with affected labor groups to determine whether an alternative, compressed work schedule could provide evidence-based benefits to the Department and community and also address training issues, ancillary assignment challenges, officer fatigue, and overtime use.

Recommendation #11: The Department should manage minimum staffing by shift(s) versus by hour(s) of day, reducing the impact of the current per-hour scheduling challenges. This recommendation should be implemented in partnership with affected labor groups.

Recommendation #12: The Department should consider a management-level "reasonable accommodation" approach to scheduling that does not automatically approve leave use when it brings staffing levels below minimum. This recommendation should be implemented in partnership with affected labor groups.

Support Services / Investigations

Recommendation #13: Consider the **addition of 1 full-time Administrative Assistant** to the Support Services / Investigations Division. This would enable the Captain and Lieutenants to manage their time more efficiently, providing greater capacity for priorities which only they can manage.

Recommendation #14: Once workload indicators are properly assessed and subjective analysis is validated, consider adding 1 full-time detective to the Investigations Bureau.

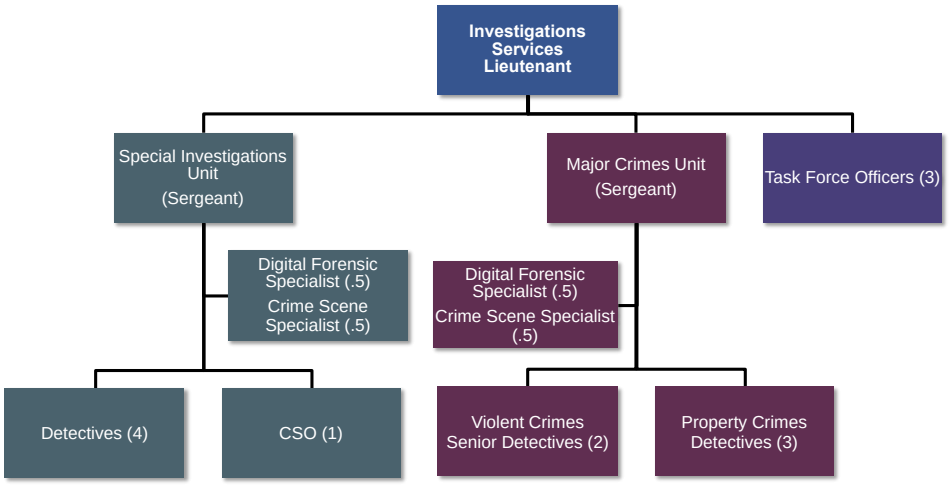
Recommendation #15: Consider alternatives to leverage institutional knowledge developed by detectives by either adding an additional "Senior" detective position or extending current detective rotations by an additional two years, provided performance objectives are being met.

Recommendation #16: **Add 1 Crime Scene Specialist** as a new position of to be permanently assigned to Investigations and conduct crime scene investigations and evidence gathering. This position could also assist with digital forensic analysis.

Recommendation #17: The Department should consider the future potential of converting the 4 retired annuitant positions to 2 full-time detective positions once current funding for the retired annuitant positions has expired.

Recommendation #18: Consider reorganizing the Investigations Bureau into two specialized units including a Special Victim's Unit (SVU) and a Major Crimes Unit. The SVU would handle all domestic violence cases, sex cases, child and elder abuse cases, and missing persons cases. The Major Crimes Unit would be divided into a Violent Crimes Unit and a Property Crimes Unit. *[**Note**: Prior to the completion of this report, the Department had already implemented this recommendation with a reorganization of the Bureau into Major Crimes and General Felony units.]* The following figure reflects Citygate's proposed reorganization:

Figure 50—Investigations Bureau – Proposed Reorganization



Recommendation #19: As PAL funding/budget allows, the Department should consider the **creation of a civilian manager position** to manage the daily operations of the PAL program. The Lieutenant would be present to provide effective leadership to the YSU and SRO staff. Additionally, Citygate is concerned that the YSU/PAL Lieutenant is performing specialized activities that will hamper the ability to move elsewhere in the Department due to a lack of exposure in other areas that require sworn officer capabilities.

Recommendation #20: Increase the staffing level of School Resource Officers to **4 SROs total—adding 2 FTE SROs to the Youth Services Unit**. With this addition, the Department can provide better customer service to schools and students while reducing the potential for officer burnout.

Business Management

Recommendation #21: The Department should migrate the existing, manual record-keeping process for contracts and grants to a software application to increase the efficiency of business operations.

Police Technical Services

Recommendation #22: Consideration should be given to the IACP innovations in recruitment, which includes reaching out to secondary schools and colleges (such as the College of San Mateo) where officers can bond with students and intern opportunities exist for students of Criminal Justice programs. Hiring incentives also attract applicants. Citygate applauds the City for offering a $15,000 lateral incentive for dispatchers. Other incentives include partnering with colleges and universities to allow dispatchers and officers to trade their training hours for credits toward a degree.

Recommendation #23: The Department should consider adding overnight supervision with a Dispatch Supervisor or Lead Dispatcher position to provide leadership and risk management.

Recommendation #24: The Records Unit and its Supervisor would benefit from reviewing the Senior Police Records Specialist job specification, identifying how the position could assist with leadership, and delegating some tasks that impede the Supervisor's ability to lead Unit staff to that position.

Recommendation #25: The Department would benefit from a focus on staffing the Records Unit with a fully qualified Senior Police Records Specialist to better assist the Supervisor while also assisting with the mentoring and leadership of Records Unit staff. Additional consideration should be given to making a permanent position to process CPRAs, which could be phased in over time.

Recommendation #26: The Department would greatly benefit from implementing the recommendations in the 2022 audit as well as budgeting for a Property and Evidence staffing model that includes 1 Supervisor, 2 full-time Specialists, and 1 part-time staff member that can assist with scheduled and unscheduled leave and periodic audits.

Recommendation #27: Citygate provided the Department with the CA POST Evidence and Property Function Agency Self-Evaluation (revised February 2022) and recommends the Supervisor and staff review it on an annual basis. With the sensitive nature of evidence, the importance of maintaining strict control is imperative for proper risk management. *[**Note**: Prior to the completion of this report, the Department had already implemented this recommendation with a per diem position dedicated to a purging program.]*

Recommendation #28: The Property and Evidence Unit should develop an ongoing purging program. Such a program would provide sufficient space for existing items while also making space for new items. Additionally, provide the Unit Supervisor the ability to utilize per diem staff on an annual basis to maintain the purging program.

Recommendation #29: Consideration should be given to converting the part-time **Property and Evidence Specialist to a full-time position**.

Professional Standards

Recommendation #30: With the difficulties facing law enforcement, coupled with the elevated risks associated with civil and criminal prosecutions, the Department should consider elevating the retired annuitant (part-time) position to full-time when the current investigator retires. During the past three years (2023, 2022, and 2021) respectively, only five, four, and six complaints were formally investigated. There are other demands on risk management, including internal and external complaints, compliance,

IA investigations, CPRAs, BWC, policy and procedure updates, claims, SB 2 POST license reporting, and more.

Recommendation #31: Consideration should be given to providing the Training Officer with a permanent **clerical support position (Administrative Technician)** to process rosters, travel reimbursements, receipt collection, certificate tracking, and other data entry tasks.

Recommendation #32: The Department should make productive use of METR's reporting capability and provide monthly or quarterly updates at management team meetings to track compliance with training requirements.

Recommendation #33: Consideration should be given to the schedule and workload of the Communications and Publications Analyst. Due to the nature of the position requiring working events on weekends and evenings on occasion, it would be helpful for this position to either receive overtime as an option, change the schedule to accommodate a swing shift, or add a support position to the Media Relations Unit.