

# POLICE OPERATIONS AND DATA ANALYSIS REPORT

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## PETALUMA POLICE DEPARTMENT PETALUMA, CALIFORNIA



# CPSM<sup>®</sup>

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International City/County Management Association

# THE ASSOCIATION & THE COMPANY

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The International City/County Management Association is a 106-year-old, nonprofit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to its community members in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its website ([www.icma.org](http://www.icma.org)), publications, research, professional development, and membership. The ICMA Center for Public Safety Management (ICMA/CPSM) was launched by ICMA to provide support to local governments in the areas of police, fire, and emergency medical services.

ICMA also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security.

In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) was spun out as a separate company. It is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, and others.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted more 315 such studies in 42 states and provinces and 224 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

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# SECTION 1. EXECUTIVE SUMMARY

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The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Petaluma Police Department. While our analysis covered all aspects of the department's operations, particular areas of focus of this study included identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; efficiency and effectiveness of division/unit processes; and review of the department's alignment with the 21st Century Policing report.

We analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key operational and administrative personnel, focus groups with line-level department personnel, on-site observations of the job environment, data analysis, comparative analysis, and the development of alternatives and recommendations.

Based upon CPSM's detailed assessment of the Petaluma Police Department, it is our conclusion that the department, overall, provides quality law enforcement services. The staff is professional and dedicated to the mission of the department. Throughout this report, we will strive to allow the reader to look inside the department to understand its strengths and its challenges. We sincerely hope that all parties utilize the information and recommendations contained herein in a constructive manner to make a fine law enforcement agency even better.

Following are general observations that we believe identify some of the more significant issues facing the department. Many of these observations address department-wide issues rather than specific unit operations. Additionally, we have included a master list of unit-specific recommendations for consideration. We believe these recommendations will enhance the department's organizational effectiveness. Some of these recommendations involve the creation of new job classifications. Others involve the reassignment/repurposing of job duties to other sections and units. It is important to note that in this report we will examine specific sections and units of the department one by one. As we do so, and as appropriate, we will offer a detailed discussion of our general observations and recommendations for each.

The list of recommendations is extensive. Should the City of Petaluma and the Petaluma Police Department choose to implement any or all recommendations, it must be recognized that this process will not take just weeks or even months to complete, but perhaps years. The recommendations are intended to form the basis of a long-term improvement plan for the city and department.

We emphasize that the length of this list of recommendations is common in our operational assessments of agencies around the country. The number of recommendations should in no way be interpreted as an indictment of what we consider to be a fine department. Our work, by design, focusses on potential areas for improvement. Had we listed areas in which the department excels, that list would dwarf the number of recommendations.

## GENERAL OBSERVATIONS

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- Many police agencies across the country are experiencing a high level of attrition resulting in overall less experienced officers, supervisors, and managers. The Petaluma Police Department is also experiencing this phenomenon, which presents an opportunity to reorganize the department. The sworn staff assigned to the Special Services Division, including the Investigations Unit and Traffic Unit, have a high level of experience, so having these units under the same umbrella of services for the community would place experienced personnel alongside those newer in their respective positions, including the leadership of these units. Furthermore, with the proposed addition of a Technical Services Manager to oversee Support Services, the current Support Services lieutenant could be tasked with overseeing a newly-created Professional Standards Division. That Division can focus on the pillars and recommendations related to 21st Century Policing, including personnel, recruitment/hiring, training, administrative investigations, policy and oversight, risk management, and employee wellness. These are complimentary functions that are commonly under one command. The department currently performs each of these functions, but not under a unified command. By combining the functions within a Professional Standards Division and shifting the current Administrative sergeant into the new Division, personnel can be utilized more effectively, which mitigates the need to add additional staff.
- As we examined staffing levels throughout the department, we found that for some assignments, sworn, supervisory, and command staff were handling tasks better served by subordinate or civilian personnel. As such, we recommend that at least five full-time civilian staff members should be added to the department. These are: a Technical Services Manager to oversee Support Services; a full-time Communications Supervisor; a full-time Records Technician to handle discovery requests; a full-time crime analysis position to provide detailed data analysis of crime trends and quality-of-life issues; and a full-time Community Service Officer, who would split their time between Property and Evidence and assisting Records with NIBRS input. The department could also benefit from adding one full-time police sergeant to patrol. The need for these positions based on workload issues that exist will be discussed in the sections on the Support Services Division and Patrol Services Division.
- Over the past several years, many law enforcement agencies have deployed body-worn cameras. Along with this use has come a significant increase in the staff time needed to review, redact, and process recordings for judicial discovery and public records requests (PRA) seeking access to the camera recordings. This workload increase has overwhelmed some agencies. The PPD Records Unit has become burdened with elements of this task and other matters related to the "discovery" and PRA process. This workload will undoubtedly continue to increase. The department should consider the establishment of a "Discovery Section" within Records, with appropriate staffing, to centralize the tasks required for completion of these responses. Senate Bill 1421 and Assembly Bill 748 substantially expanded public access to police records. These new laws will undoubtedly place an increased burden on the department in responding to public record and discovery requests. Additional staffing will be required to meet this demand.
- Policies that serve as operational guidelines are critical to the effective and efficient management of any organization. Given the mission of law enforcement, and the ever-changing laws that regulate the performance of such, a comprehensive and current policy manual is vital. It is the department's responsibility to ensure that the policies in place meet their objectives and practices. This alone requires a commitment on the part of the department based on the ever-changing landscape of the law enforcement profession. In

our operational assessment, we found instances where department practices did not fully align with policy. As we report on specific units, we will cite examples.

- The existing police facility does not meet the needs of the department. In fact, some staff work from a separate building around the corner from police headquarters. While this is necessary, it is not an ideal situation to have employees assigned at multiple locations. It can create divisions within the department, and most importantly, it can disrupt communication and collaboration. In 2008, the city committed to replacing the police station, which even then surpassed its useful life both in terms of available space and being an adequate facility for modern police services. This commitment was interrupted by the Great Recession and the following lean budget years. In 2020, Petaluma voters voted for Measure U to provide a secure revenue source that will enable the city to secure infrastructure bonds to complete capital infrastructure projects such as a public safety facility for combined Police/Fire/Emergency Operations functions. CPSM supports PPD's efforts to secure funding for a new facility to meet current and future needs.
- In virtually all police studies conducted by CPSM, lack of communication is cited as a major organizational impediment. That sentiment was expressed in Petaluma as well. In some cases, the concern raised is justifiable, and in other cases, those who express the concern have subjected themselves to selective awareness. In any event, open, constructive communication is vital to any organization. CPSM suggests an option that involves executive staff hosting a "State of the Department" briefing on a quarterly, tri-annual, or semi-annual basis, and where staff can give a short status report on important issues, changes, new programs, etc. facing the department and encourage questions or input from all employees. Such meetings should be scheduled so as to allow all shifts to participate. No, this is not a panacea, but those who are truly interested in department activities outside of their "workspace" can get a better understanding of the department's work plan and how they may contribute to the betterment of the department. For those who have selective awareness, they have only themselves to blame should they choose not to participate. Another option involves status boards for major projects that the department is working on, and which can be displayed in briefing and/or break rooms. Employees not directly involved in such projects are often unaware of the departmental work efforts, or at least the status of these projects. In many agencies, we often hear that employees are interested in department efforts, even outside of their work unit, and appreciate being included or at least informed of such projects.
- As part of this study, CPSM was asked to assess the department's progress in implementing the six pillars of the 21st Century Policing report. It is apparent that efforts have been ongoing in Petaluma, even prior to the publication of the report in 2015, to ensure the department is striving to meet contemporary policing practices. As we discuss the various areas of the department in this report, we will comment on the department's alignment with the 21st Century Policing report and any areas where the department can continue to improve.
- As noted previously, specific recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operation of the Petaluma Police Department. The recommendations we make are intended ensure that law enforcement resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining a high level of service to the community members of the City of Petaluma.

CPSM staff would like to thank Chief Ken Savano, Deputy Chief Brian Miller, and the entire staff of the Petaluma Police Department for their gracious cooperation and assistance in completing this project.



## KEY RECOMMENDATIONS

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### **Succession Planning**

1. Focus leadership development on first-line supervisors. (See pp. 23.)
2. Develop a written and strategic succession plan that transcends the hierarchy of the organization to identify and develop future leaders of the department. (See pp. 23.)
3. Consider development of a plan designed to provide a platform to identify skills and attributes needed to fill positions of rank and/or special assignment as they are vacated either through retirement or rotation. (See pp. 23.)

### **Patrol Services Division**

4. Rename the Patrol Services Division as the Field Services Division or Community Services Division and bring sworn first-responders into this one division; this would include patrol officers, motor officers, and detectives along with their respective supervisors and manager. (See p. 25.)

### **Patrol**

5. Consider the addition of one new sergeant position to, where practical, assume responsibility for the vast number of collateral duty assignments assigned to patrol supervision, thus allowing for patrol lieutenants and sergeants to more effectively supervise and direct 24/7 patrol deployments. (See pp. 27.)
6. Take targeted action to mitigate conditions that result in high call volumes at the city's five highest call volume locations. Under the supervision of the appropriate patrol sergeant, the responsibility for addressing the conditions that foster high call volumes should fall to the district's assigned police officers. (See pp. 38.)
7. Consider a proposed revision of the city's alarm ordinance. Which was last updated in 1990, to better allow for the recovery of costs associated with repetitive responses to false alarms. (See p. 40.)
8. Examine non-call activities (out-of-service time) for all Patrol Services Division assignments to ensure that the nature of the activities and the amount of time committed thereto is consistent with operational necessity and staff expectations. (See pp. 41.)
9. Develop a monthly workload report reflecting each officer's performance data to be provided to and utilized by supervisors as a tool to assist in evaluation of personnel. (See pp. 56.)
10. Increase the number of authorized over-hire of police officer positions to four when vacancies are reasonably anticipated so as to reduce overtime and workload stresses in meeting minimum staffing. The additional over-hire positions will reduce staffing shortages associated with the approximately one-year span of time needed for recruitment, academy training, and field training to on-board a new officer. (See pp. 57.)

### **K9**

11. Acquire technology to more effectively track K-9 deployments and workload to include information such as deployments, narcotic seizures, bites, training, etc. (See p. 58.)
12. Examine usage of out-of-service time by K-9 units to ensure that the amount and nature of that time is consistent with operational necessity and staff expectations. (See pp. 60-62.)

### **Community Service Officers (CSO)**

13. Examine usage of out-of-service time by CSOs to ensure that the amount and nature of that time is consistent with operational necessity and staff expectations. (See pp. 63.)
14. Examine CSO duties and workload to ensure that they are being fully utilized, and if appropriate, expand their duties or reallocate one or more positions to another department assignment. (See p. 66.)

### **FTO Program**

15. Contrast and compare field training program successes and failures to assist the department in strengthening its field training program. (See pp. 69-70.)
16. Continue efforts in the development of a training manual for newly promoted supervisors focusing on administrative duties and building system operations. (See p. 70.)

### **Community Impact Response Team**

17. Move one officer to the Community Impact Response Team from current department staffing to form a four-officer team and be able to provide seven-day coverage. (See pp. 77.)
18. Assign the Community Impact Response Team to the existing Patrol Services Division, which should ultimately be restructured to the Field Services Division or Community Services Division with the addition of the Traffic and Detective Units. (See p. 77.)

### **Fleet Services**

19. Institute vehicle replacement benchmarks similar to California standards of 5 years or 100,000 miles. (See pp. 78.)
20. Develop a vehicle replacement fund to ensure adequate monies are available as vehicles need replacement. (See p. 78.)
21. Assess fuel budget appropriation versus expenditures and adjust to meet the apparent fuel needs of the PPD fleet. (See p. 78.)
22. Request that the Public Works Department produce and distribute necessary fleet operation information from "Lucity" to those involved with fleet operations to enhance efficiency and ensure an expensive asset is being maintained. (See p. 78.)
23. Evaluate fleet mileage, collision data, and other relevant information to assess fleet collisions. (See p. 79.)
24. Include slow speed maneuvering skills in annual emergency vehicle operations training. (See p. 79.)
25. Move responsibility for fleet management to the reconfigured Support Services Division under the direction of the proposed Technical Services Manager. (See p. 80.)
26. Redirect an existing Community Services Officer (CSO) or add one FTE CSO to fleet management duties to assist the current lieutenant or planned Technical Services Manager. (See p. 80.)

### **Special Services Division**

27. Merge the Special Services Division with the current Patrol Services Division to more succinctly align roles and responsibilities. (See p. 81.)

## Investigations Unit

28. Change the organizational chart to reflect the actual working units within the Special Services Division. (See p. 81.)
29. Update Policy 1004 to reflect the current selection process for detectives. (See pp. 83.)
30. Create a training program for newly promoted detectives that is formalized and includes key aspects of conducting and overseeing investigations. (See p. 84.)
31. Create a training matrix for the Investigations Unit to ensure all detectives receive the essential formalized training. The training matrix could include mandatory, recommended, and optional training categories. (See p. 84.)
32. Update Policy 600 to include a caseload management section. (See pp. 85.)
33. Maintain the monthly case review meetings with a focus on key case review and strategy sessions. (See p. 86.)
34. Implement a system and process such as the records management system to routinely review reports to determine if detectives are effectively conducting investigations, solving crimes, and adequately managing their caseload. (See p. 86.)
35. Ensure funding is provided for the case management suite in Records Management System if it is not already included. (See p. 87.)
36. Implement a case data review process to capture cases assigned to detectives for 2022 going forward, as well as any open cases prior to this time. (See pp. 87.)
37. Consider having detectives respond in the field to partner with patrol personnel to enhance field-level investigations. This would harness the value of experienced detectives to help advance the learning curve for officers handling field-level investigations. (See p. 87.)
38. Implement a process to track overtime costs of the unit to be reviewed in conjunction with caseloads to determine the trends that may affect staffing in the future. (See p. 87.)
39. Include clearance rates as another benchmark of a department's effectiveness in solving crime to be part of the Investigations Unit's evaluation process. (See pp. 87.)
40. Consider joining a professional forensics association for training and certification. (See p. 90.)
41. Ensure future evidence technicians receive training and certification in CSI. (See p. 89.)
42. Provide ongoing training to the CSI team to remain up-to-date on the latest trends on crime scene processing and continue to grow the team. (See pp. 91.)
43. Track the number of crime scenes processed to monitor trends in cases and for staffing considerations. (See p. 91.)
44. Evaluate the on-call compensation for evidence technician in relation to the on-call consideration provided to detectives. (See p. 91.)
45. Ensure the property officer retains the sole authority and responsibility to check property out or into the property and evidence room. (See p. 92.)
46. Identify an additional person to attend training to become a qualified verifier of latent prints. (See p. 92.)
47. Consider moving the IT Specialist III workspace to another location in the department rather than in the Investigations Unit. The workspace would be more appropriately used for a future Crime Analyst. (See pp. 92.)



### **Criminal Intelligence Unit**

48. Remove the criminal intelligence reference in the organizational chart and add it to the Investigations Unit ancillary duties list. (See p. 94.)

### **Gang Enforcement Team**

49. Remove the gang enforcement team reference in the organizational chart and add it to the Investigations Unit ancillary duties list. (See p. 94.)

### **Crime Analysis**

50. Add one civilian FTE position as a crime analyst. (See p. 94.)
51. Assess the capabilities of the Records Management System for crime analysis and associated costs and activate the crime analysis feature. (See p. 94.)
52. Consider adding crime analysis software to automate the process and enhance the crime analysis function. (See p. 95.)

### **Traffic Unit**

53. Adjust two of the motor officers' hours to 9:00 a.m. to 7:00 p.m. for one officer on the Tuesday through Friday shift and for the Wednesday through Saturday shift. (See pp. 98.)
54. Update Policy 1004 to reflect the current selection process for motor officers. (See p. 99.)
55. Assign motor officers to additional training in traffic collision specialties such as automobile-pedestrian, motorcycle, and/or train collision, and reconstruction courses. (See p. 99.)
56. Consider changing the monthly motor officer training to bi-monthly or quarterly based on workload. (See p. 100.)
57. Assign two officers to become Drug Recognition Experts (in Traffic or a combination of Patrol and Traffic) and provide them training for certification. (See pp. 103.)
58. Address the issue with the motor officers' iPhones and related software, which causes significant issues in the performance of day-to-day functions such as RIPA data gathering. (See p. 105.)
59. Create a process to track traffic-related complaints by detailed category to include complainant, type of complaint, department response, etc. (See pp. 106.)

### **Emergency Operations**

60. Ensure supervisory and management staff complete the required training relevant to their positions. (See p. 107.)
61. Add the NIMS training segments to the supervisory and management positions coordinated by the Training Unit. (See p. 107.)

### **Support Services Division**

62. Add one FTE civilian Technical Services Manager position to the department to assume management of the existing Support Services Division. (See pp. 108.)

### **Communications Center**

63. Examine the call priorities in CAD to ensure that they are in keeping with the department's objectives, and make modifications where appropriate. (See p. 115.)



- 64. Hire one additional full-time supervisor to allow for seven-day-a-week coverage. (See pp. 120-121.)
- 65. Create a lead dispatcher classification. Lead dispatchers could serve as quasi-supervisors and be assigned to shifts where no full-time supervisor is available. Staffing for such a classification can be accomplished by upgrading existing dispatcher positions. A combination of one additional supervisor with two lead dispatcher positions would be optimal. (See p. 121.)
- 66. Consideration should be given to increasing minimum staffing to three call taker / dispatchers during peak workload times of approximately 10:00 a.m. to 10:00 p.m. weekdays and 10:00 a.m. to midnight weekends. (See p. 121.)
- 67. Authorized dispatcher staffing should be increased by one position to twelve full-time dispatchers, and additional part-time and per-diem staff should be authorized as necessary to meet the recommended minimum staffing increase. (See p. 122.)
- 68. When full-time vacancies are anticipated due to retirements, and in keeping with the authorized over-hire of police officers, we recommend that hiring and training ahead of the vacancy be considered for dispatcher positions. (See p. 122)
- 69. Conduct Quality Control Audits of incoming telephone calls for each dispatcher at a rate to be determined by the department based upon supervisory workload capacity. (See p. 123.)

### **Records Recommendations**

- 70. Track the number and type of daily public counter contacts going forward with a staffing impact assessment conducted in the future. (See pp. 127.)
- 71. Work with the Sonoma County Public Safety Consortium to seek a resolution of the Coplogic-RMS interface with concerned software vendors. (See p. 128.)
- 72. Address the current malfunction that is affecting the PPD voicemail system to ensure the public can receive the service expected from the system. (See pp. 128.)
- 73. Implement a policy directing personnel to answer voicemails in a timely manner with required supervisory oversight to ensure compliance along with a quarterly audit of the voicemail system. (See p. 129.)
- 74. Establish a "Discovery Unit" with the addition of one FTE, with the option to add personnel based upon demand, to respond to PRA, Discovery, and similar document/information demands; this will lift the workload burden on current staff. (See pp. 129.)
- 75. Formalize the "How-To" resource manual to include department policy references and required auditing. (See p. 130.)
- 76. Prioritize the expeditious completion of a Records training manual, currently in the early stages of development by the Records supervisor. (See p. 130.)
- 77. Add one-half of an FTE position to Records in anticipation of the increased NIBRS-related workload, with the possibility of additional staff being required as NIBRS workload impact is further defined (See P&E section for more). (See p. 131.)
- 78. Implement NIBRS training for all effected PPD staff to include supervisors; verify comprehension of coding and clearance criteria to ensure reported criminal activity occurring within PPD jurisdiction is properly reflected. (See p. 133.)
- 79. Eliminate the acceptance of cash for department transactions at the front counter to remove an unnecessary risk to the city, PPD, and its staff. (See p. 133.)

### **Property and Evidence Recommendations**

80. Update the Property and Evidence Policy 804 as its language reflects outdated information regarding processes, practices, and storage. Revision of the policy should include International Association of Property and Evidence (IAPE) Professional Standards. (See p. 134)
81. Update the Property Management Manual and reconcile it with Policy 804, then annually update the policy going forward. (See p. 135.)
82. Add a 0.5 FTE to address ongoing maintenance (purging/storage) of the unit and provide relief to the Records supervisor's P&E back-up responsibility. If the PRA/Discovery Unit in Records is not implemented, then add 1.0 FTE to Property and Evidence. (See p. 135.)
83. P&E staff should attend the annual IAPE conference to receive refresher training and to learn the new best practices concerning P&E. Optional courses addressing specific areas of concern to PPD should also be explored through IAPE or other providers. (See p. 136.)
84. Assess the mobile ladder for employee safety as the ladder is used without observation for reaching the highest shelves. (See p. 138.)
85. Install refrigeration monitoring units on each refrigerator and freezer to meet IAPE standards. (See p. 139.)
86. Consider adding an emergency generator to power refrigeration units in case of an overall power outage. (See p. 139.)
87. Evaluate the entirety of P&E security measures according to IAPE standards. (See pp. 139.)
88. Modify and/or create department P&E policy to mirror the security adjustments and enhancements. (See p. 140.)
89. Modify the detached, chain link fence-style enclosure to create appropriate security and weather protection. (See p. 140.)
90. Ensure evidence held in the enclosure is stored in accordance with IAPE security standards. (See p. 141.)
91. Ensure purging is an ongoing process which follows department policy to properly manage items held by the department and provide room for incoming evidence in the future. (See p. 141.)
92. Once purging is completed, reorganize and relocate remaining items to increase storage efficiency. (See p. 141.)
93. Begin adhering to policy on P&E audits immediately and ensure all audits are in keeping with policy timelines. (See p. 142.)
94. Conduct a complete and thorough P&E audit and inventory immediately to establish a benchmark of future progress. Results should be documented and retained. (See p. 142.)
95. Begin conducting quarterly random audits of the P&E inventory. Logs of the random audits should also be documented and retained. (See p. 143.)

### **Training**

96. Conduct an annual assessment of training needs per department policy. (See p. 146.)
97. Evaluate the PPD practice of not tracking compliance with optional, non-mandated training. (See p. 147.)

- 98. Explore the development and implementation of new supervisory training. (See p. 147.)
- 99. Seek additional supervision courses for the development of first-line supervisors as well as executives. (See p. 148.)

### **Community Engagement**

- 100. Evaluate the workload and potential bifurcation of Community Engagement Liaison duties and staffing in light of social media, community engagement, and volunteer demands growing. (See p. 151.)
- 101. Resolve the expectations, roles, and responsibilities of those involved in community engagement/social media, from the Deputy Chief to the Community Engagement Liaison, to bring clarity to the chain of command. (See p. 151.)

### **Personnel**

- 102. Identify goals and strategies to successfully target diverse applicants. (See pp. 153.)
- 103. Analyze applicant information and compare it with the associated academy graduates and recruiting origin to assist the department in focusing its recruitment efforts and resources. (See pp. 153.)
- 104. Evaluate relevant statistics regarding the status of diversity hiring efforts as part of the recruitment and hiring process. (See pp. 153.)
- 105. Require exit interviews of employees leaving the department to assist in gaining insight toward department improvement. (See p. 154.)
- 106. Continuously evaluate background failure rates and causes, reasons for attrition, and the traits of successful applicants to ensure department resources are properly focused on recruiting, hiring, and retaining the best personnel. (See p. 154.)
- 107. Actively seek lateral officers as part of the PPD recruitment strategy. (See p. 154.)

### **Workers' Compensation**

- 108. Consider requiring supervisors in all cases to accompany employees seeking initial medical treatment/evaluation to ensure treating physicians are aware of the potential availability of modified duty assignments, and the department's interest in this option. (See p. 155.)
- 109. If an injured worker seeks treatment with a predesignated physician, information on available temporary modified duty assignments should be provided to that physician without delay, again expressing the availability and desirability of temporary modified duty assignments wherever possible. (See p. 155.)
- 110. Implement a weekly contact, where appropriate, with "temporarily totally disabled" employees via their first-line supervisor to ensure that their needs are being met, as well as to provide encouragement for a speedy recovery. (See p. 156.)

### **Facilities**

- 111. Investigate the feasibility of updating and expanding the main police facility to meet the current needs of the department. (See pp. 157.)
- 112. Evaluate the costs of retrofitting the current facility to meet current and future needs against building a new facility. (See pp. 157.)

## Administration

- 113. Move the lieutenant position from the Support Services Division into a new Professional Services Division/Unit in Administration. (See p. 158.)

## Employee Wellness and Safety

- 114. Include Below 100 as a resource for employee wellness and safety to include using brochures and/or posters aimed at employee safety awareness. (See p. 159.)
- 115. Create an employee wellness committee to annually review the employee wellness programs offered. (See p. 161.)

## Policy and Oversight

- 116. Review critical policies on an annual basis to ensure that department practices align with department policy and that policies reflect best practices. (See p. 162.)
- 117. Consider re-implementing CALEA accreditation efforts with the addition of at least one part-time civilian CALEA Manager in the future. (See p. 162.)
- 118. Consider creating a Chief's Advisory Board and/or Office of Independent Review. (See p. 163.)
- 119. Implement a community member survey that will appropriately capture community sentiment; ensure the survey includes context for first-hand experiences versus perceptions. (See p. 163.)

## Professional Standards

- 120. Update the website complaint/commendation form to a "fillable form" that can be submitted online. Ensure the form is available in different languages for non-English speaking residents and visitors. (See p. 164.)
- 121. Prioritize IA training for all first-line supervisors, both sworn and professional staff. Ensure continued training is provided to those employees conducting internal affairs investigations. (See pp. 165.)
- 122. Assign personnel investigations for minor policy infractions to the first-line supervisors. (See p. 165.)
- 123. Continue the process of moving informally resolved complaints into LEFTA. (See p. 166.)
- 124. Begin recording all interviews conducted during in internal affairs investigations. (See p. 166.)
- 125. Ensure the list of discipline levels provided in the Memorandum of Understanding is added to the Personnel Complaint Policy 1020. (See p. 167.)
- 126. Update the timeline for completion of a personnel complaint investigative process to 30 to 60 days, depending on the complexity of the investigation. (See p. 167.)
- 127. Ensure an administrative investigation determines an appropriate finding as per policy, and remove "informal" from the disposition option list in LEFTA. (See p. 168.)
- 128. Continue the implementation of including the first-line supervisors in the EWS alert and review process. (See p. 169.)
- 129. Research recent personnel investigations to ascertain if early warning signs existed and were potentially missed by first-line supervisors and provide appropriate training to sergeants. (See p. 169.)

- 130. Implement a formalized Early Intervention Program and policy. (See p. 170.)
- 131. Consideration should be given to the development of a Progressive Discipline Matrix. (See p. 170.)

### **Use of Force Recommendation**

- 132. Contribute data to the FBI's National use of force data collection. (See p. 172.)
- 133. Add a department defensive tactics lead to the use of force administrative review process and include a signature line on the use of force review for form for the defensive tactics expert. Also, ensure training identified in this process is trackable. (See p. 174.)
- 134. Continue to conduct a critical review of the department's use of force, training, and policy and continue this practice on an annual basis. (See p. 174.)

### **Information Technology Recommendations**

- 135. Create a tracking system of help tickets to assess the number of cases requiring assistance and the timeliness, type, and success rate of addressing the issues. (See p. 176.)
- 136. Establish a technology working group with ample representation from "end users" to address current and future IT needs and issues within the PPD, including elimination of work product redundancies. (See p. 177.)

## SECTION 2. METHODOLOGY

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### Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Petaluma Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

### Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Petaluma Police Department. Information on strategic plans, personnel staffing and deployment, monthly and annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were reviewed by project team staff. Follow-up phone calls were used to clarify information as needed.

### Interviews

This study relied extensively on intensive interviews with personnel. On-site and in-person interviews were conducted with all division/section managers regarding their operations.

### Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with a representative cross-section of employees within the department.

### Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, investigations, property and evidence, and administrative functions such as records. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

### Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is the case in this study as well. In the following subsections, we will extensively discuss workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors.

# SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

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The City of Petaluma is located in Sonoma County, California. The city has a total land area of 14.41 square miles (as of 2020). The U.S. Census Bureau estimated the city's 2020 population at 59,776, which is a three percent increase over the 2010 population of 57,941. Petaluma is the county's third most populous city.

## DEMOGRAPHICS

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The City of Petaluma's population is 77.5 percent White, 21.0 percent Hispanic, 5.3 percent two or more races, 4.5 percent Asian, 1.2 percent Black/African American, 0.4 percent American Indian/Alaskan Native American, and 0.1 percent Native Hawaiian / Pacific Islander.

The owner-occupied housing rate is 65.9 percent for the city, compared to 61.5 percent for Sonoma County as a whole, and 54.8 percent for the State of California. The average number of persons per household in the city is 2.65 compared to 2.59 countywide and 2.95 for the state. The median household income is \$91,528 for the city, compared to \$81,018 countywide and \$75,235 for the state. Persons living in poverty make up 6.7 percent of the city's population, compared to 7.8 percent countywide, and 11.5 percent throughout California. These comparisons show the city has a socio-economic status that is more favorable than countywide and state rates.

Owner-occupied housing and poverty rates are examined in our studies, since lower home ownership and higher poverty rates are often found in communities that have higher crime rates. As Petaluma exhibits a higher rate of owner-occupied housing and a lower poverty rate versus state and countywide rates, these appear to be factors driving the variation in crime rates between the city and state/national averages.

The city is governed under a council/manager form of government. As such, the Chief of Police is a direct report to the City Manager.

## DEPARTMENT

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The Petaluma Police Department provides a full range of law enforcement services, excluding custody operations. The department is guided by clear mission and core values statements in keeping with 21st Century Policing as follows:

### **Mission**

Working with our community to provide professional police services since 1858.

### **Performance Principles**

Professionalism  
Teamwork  
Organizational Excellence  
Leadership  
Community  
Winning Attitude

### **Vision**

Those we serve know those who serve them.

### **Leadership Definition**

The ability to positively influence others to achieve common goals and objectives.

### **Leadership Statement**

The relationship with our community begins with the relationships with our staff.

### **Relationship**

To be a good leader, you must be good at building relationships.

### **Relationships and Service**

Procedural Justice and Police Legitimacy

Voice

Neutral

Dignity and Respect

Trustworthy and Goodwill

### **Relationships and Staff**

Staff Deserves the Same

Voice

Neutral

Dignity and Respect

Trustworthy and Goodwill

Employees who feel valued and respected are motivated, satisfied, and high performing.

## **Uniform Crime Report/Crime Trends**

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how crime rates in the City of Petaluma measure against those of other local California agencies as well as the state of California and the nation overall.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, representing the most serious crimes, the UCR indexes incidents in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

Data acquired by CPSM from the FBI for use in this reporting reflects the most currently available information (2020). Due to the anomaly of the pandemic impacting communities across the country, CPSM reviewed crime data for both 2019 and 2020. As indicated in the following table, in 2019 and 2020, the Petaluma Police Department reported a UCR Part I violent crime rate of 304 and 419 (indexed), and a property rate of 1,264 and 1,243 (indexed), respectively.

In comparing Petaluma Police Department data with other California cities and the nation, one can see Petaluma reports below average rates for property crime and overall crime. Interestingly, the violent crime rate was below the state and national average in 2019, and state average in 2020; however, in 2020, it was slightly above the national average.



**TABLE 3-1: Reported Crime Rates in 2019 and 2020 by City**

Municipality	State	2019				2020			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Brentwood	CA	65,483	254	2,039	2,292	66,061	256	1,956	2,212
Livermore	CA	91,418	211	1,700	1,911	91,200	180	1,673	1,853
Napa	CA	79,526	352	1,549	1,901	78,237	341	1,687	2,028
Newark	CA	48,945	176	2,858	3,034	49,934	238	2,890	3,128
Novato	CA	56,134	264	1,585	1,849	55,926	426	1,522	1,947
Oakley	CA	43,014	119	1,155	1,274	43,385	97	1,102	1,199
Redwood City	CA	87,427	217	1,536	1,753	86,983	215	1,712	1,927
Rohnert Park	CA	44,131	605	1,781	2,386	43,572	643	1,627	2,270
San Bruno	CA	43,297	319	2,631	2,949	42,997	233	2,182	2,414
San Leandro	CA	90,297	503	4,546	5,049	89,239	518	3,828	4,346
San Rafael	CA	58,819	391	2,866	3,257	58,512	391	3,268	3,659
San Ramon	CA	76,387	76	1,439	1,515	76,502	71	1,040	1,111
Santa Rosa	CA	177,884	482	1,616	2,098	178,127	513	1,593	2,106
South San Francisco	CA	68,251	243	2,174	2,418	68,260	227	2,285	2,512
Union City	CA	75,202	368	2,285	2,653	74,625	297	2,542	2,840
Walnut Creek	CA	70,546	170	3,538	3,708	70,849	128	2,912	3,040
<b>Petaluma</b>	<b>CA</b>	<b>62,425</b>	<b>304</b>	<b>1,264</b>	<b>1,568</b>	<b>60,806</b>	<b>419</b>	<b>1,243</b>	<b>1,663</b>
<b>California</b>		<b>39,959,095</b>	<b>434</b>	<b>2,290</b>	<b>2,724</b>	<b>39,538,223</b>	<b>442</b>	<b>2,139</b>	<b>2,581</b>
<b>National</b>		<b>328,239,523</b>	<b>379</b>	<b>2,010</b>	<b>2,489</b>	<b>331,449,281</b>	<b>399</b>	<b>1,958</b>	<b>2,357</b>

Source: FBI Uniform Crime Report. \*Indexed per 100,000 population.

The following table shows the actual number of offenses in the city. As can be seen, in 2020 the number of incidents in murder, robbery, burglary, and larceny decreased compared to 2019. At the same time, the number of aggravated assaults increased significantly. It should be noted that for much of the first part of 2020 the country was stay-at-home orders, including in California. The country then transitioned to an altered work environment where many people worked remotely from home either full-time or part-time.

**TABLE 3-2: Petaluma Reported Actual Part 1 Offenses, 2019–2021**

Crime	2019	2020	2021*	% Change
Murder/ Manslaughter	3	2	1	-50%
Rape	22	25	26	4%
Robbery	28	33	26	-21%
Aggravated Assault	137	195	362	<b>86%</b>
Burglary	109	90	41	-54%
Larceny	626	597	445	-25%
Vehicle Theft	54	69	75	-9%

Note: \*FBI data for 2021 not yet available; crime data provided by Petaluma PD.

Figure 3-1 reflects Part 1 crime trends in the city over the past ten years. The figure shows that property crime trended upward between 2012 and 2015, and trended downward thereafter to a level below 2012's. On the other hand, while violent crime has remained consistently low there has been a slight upward trend over the past ten years, with 2020 seeing the highest violent crime rate over the ten-year time frame at 419 (indexed). The lowest violent crime rate of 239 (indexed) occurred in 2011. As noted, except for 2012 through 2015, property crime trended downward over this period. The highest property crime rate occurred in 2015 at 2,213 (indexed), with the low of 1,243 (indexed) in 2020. These city rates generally follow state and national trends, which show declines in both violent and property crime rates over the referenced ten-year period, except in 2015, 2017, and 2020. In 2015, the violent crime rate in Petaluma was 404 and the national rate was 368;; in 2017, the violent crime rate in Petaluma was 382 and the national rate was 383; and in 2020, the violent crime rate in Petaluma was 419 and the national rate was 399.

**FIGURE 3-1: Petaluma Reported Violent and Property Crime Rates, by Year, 2011–2020**

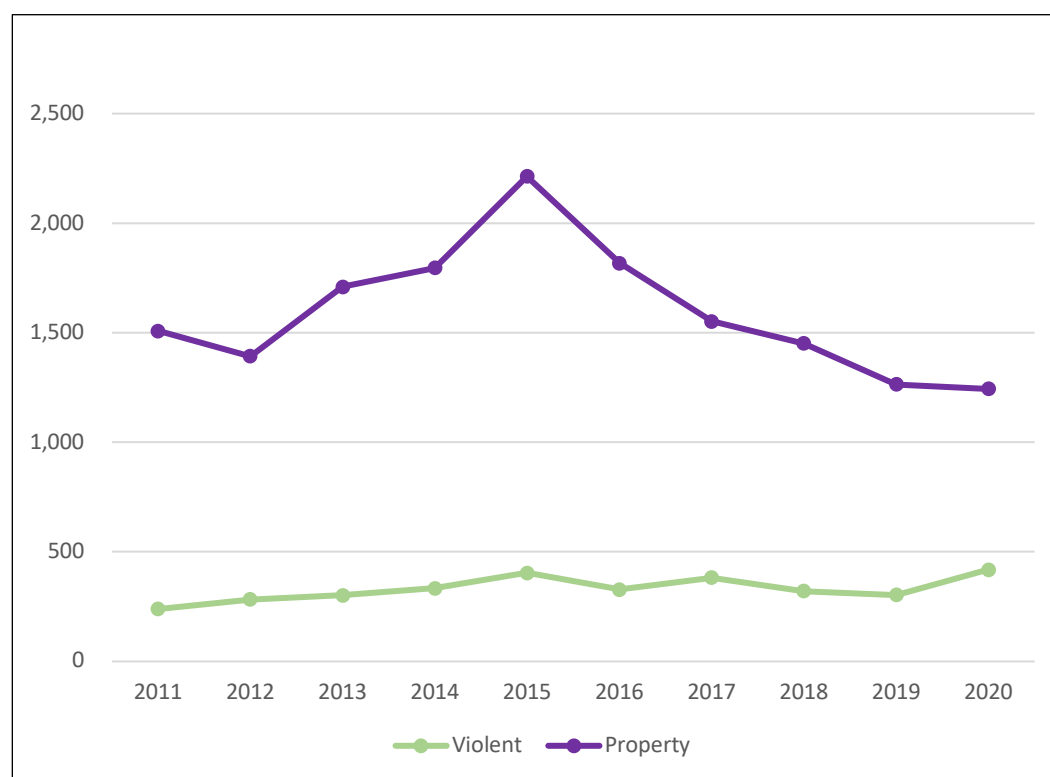
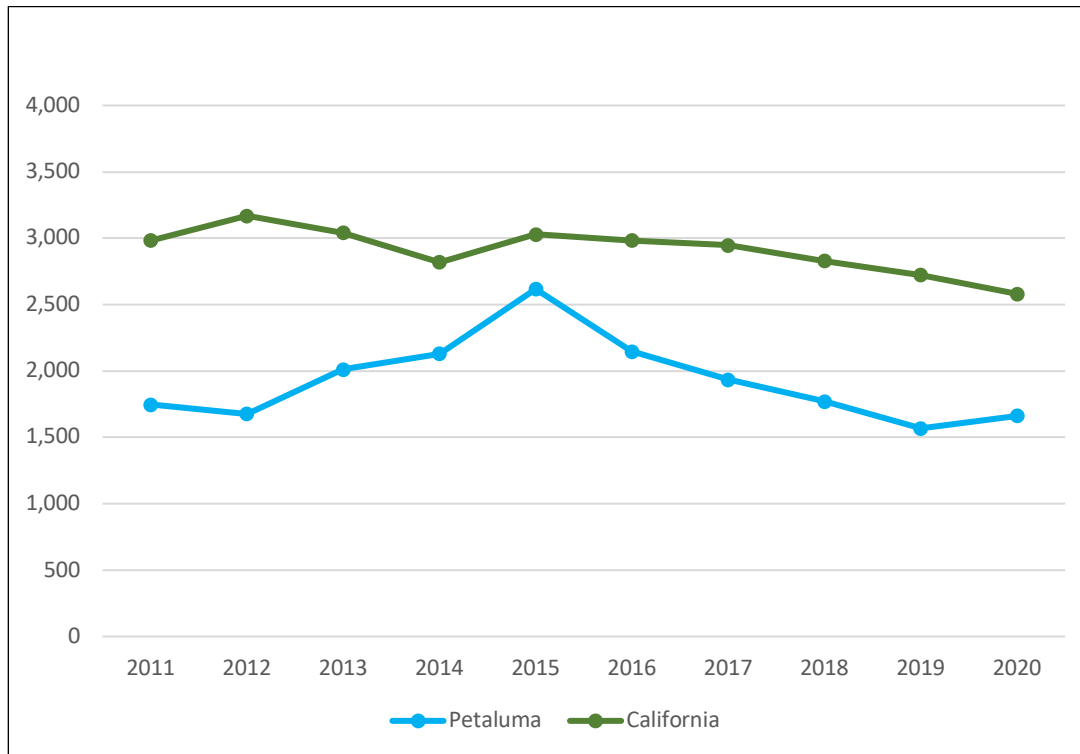


Figure 3-2 offers a comparison of combined violent and property crime rates between Petaluma and the State of California for the period of 2011 through 2020. It reflects the observations made in Figure 3-1 and Table 3-3 (which follows), notably, that the overall crime rate is trending downward in the State of California and nationally. In Petaluma, the overall crime rate has fluctuated, with a slight upward trend in 2013 through 2015, although the overall indexed crime rate remained less than the state rate during that time frame. As well, the information shown in the following table illustrates that Petaluma's overall indexed crime rate is consistently below the state and national averages.

**FIGURE 3-2: Reported City and State Overall Crime Rate, by Year, 2011–2020**



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The following table compares Petaluma crime rates to both the state and national rates year by year for the period 2011 through 2020. Again, this data is indexed per 100,000 population. It is provided for illustration purposes only.

**TABLE 3-3: Reported Municipal, State, and National Crime Rates, by Year, 2011–2020**

Year	Petaluma				California				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2011	58,622	239	1,508	1,747	37,819,249	410	2,574	2,983	317,186,963	376	2,800	3,176
2012	58,995	283	1,393	1,676	38,183,375	421	2,747	3,169	319,697,368	377	2,758	3,135
2013	59,224	302	1,710	2,013	38,498,377	394	2,646	3,041	321,947,240	362	2,627	2,989
2014	59,803	334	1,796	2,130	38,970,399	389	2,430	2,819	324,699,246	357	2,464	2,821
2015	60,450	404	2,213	2,617	39,315,550	424	2,605	3,029	327,455,769	368	2,376	2,744
2016	60,933	328	1,818	2,147	39,421,283	443	2,541	2,984	329,308,297	383	2,353	2,736
2017	60,957	382	1,552	1,934	39,536,653	449	2,497	2,946	325,719,178	383	2,362	2,745
2018	61,289	321	1,451	1,772	39,557,045	447	2,380	2,828	327,167,434	369	2,200	2,568
2019	62,425	304	1,264	1,568	39,959,095	434	2,290	2,724	328,239,523	379	2,010	2,489
2020	60,806	419	1,243	1,663	39,538,223	442	2,139	2,581	331,449,281	399	1,958	2,357

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The following two tables show crime clearance rates for 2019 and 2020 as reported by the department to the State of California and ultimately the FBI. These tables display the actual number of Part 1 offenses committed, the number reported as cleared, and the percentage calculation of “cleared” cases. Petaluma rates are compared against the State of California and the nation as a whole. Generally, in order for a case to be “cleared,” an offender must be arrested, charges filed by the prosecuting authority, AND the offender delivered to the court for prosecution. This will be reported on in more detail as we examine the Records function of the department.

**TABLE 3-4: Reported Petaluma, California, and National Crime Clearance Rates, 2019**

Crime	Petaluma			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	3	1	33%	1,668	1,090	65%	14,325	8,796	61%
Rape	22	13	59%	14,384	5,114	36%	124,817	41,065	33%
Robbery	28	20	71%	50,629	15,836	31%	239,643	73,091	31%
Aggravated Assault	137	128	93%	101,986	54,360	53%	726,778	380,105	52%
Burglary	109	31	28%	146,868	17,121	12%	981,264	138,358	14%
Larceny	626	105	17%	602,638	61,406	10%	4,533,178	834,105	18%
Vehicle Theft	54	2	4%	137,118	14,242	10%	655,778	90,497	14%

**TABLE 3-5: Reported Petaluma, California, and National Crime Clearance Rates, 2020**

Crime	Petaluma			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	2	1	50%	2,202	1,296	59%	18,109	9,851	54%
Rape	25	15	60%	12,641	4,673	37%	110,095	33,689	31%
Robbery	33	17	52%	44,684	14,816	33%	209,643	60,377	29%
Aggravated Assault	195	166	85%	113,539	57,868	51%	799,678	371,051	46%
Burglary	90	30	33%	145,377	17,229	12%	898,176	125,745	14%
Larceny	597	118	20%	527,748	45,114	9%	4,004,124	604,623	15%
Vehicle Theft	69	21	30%	168,046	15,800	9%	727,045	89,427	12%

**Note:** \*Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI.

## Department Authorized Staffing Levels

The following table displays the authorized staffing levels for the department for FY 2019/20 through FY 2022. Staffing levels will be addressed throughout the report as we discuss specific operating sections. This table is simply intended to provide a broad overview of staffing levels over the most recent three years.

**TABLE 3-6: Authorized Staffing Levels for Fiscal Years 2019/20 – 2021/22**

Position	2019-20	2020-21	2021-22	Vacant	Unfunded
<b>Sworn Positions</b>					
Chief	1 (1)	1 (1)	1 (1)	0	0
Deputy Chief	1 (1)	1 (1)	1 (1)	0	0
Lieutenant	4 (4)	4 (4)	4 (4)	0	0
Sergeant	10 (9)	10 (9)	10 (9)	0	1
Officer (Includes Det/Traffic)	60 (50)	60 (50)	60 (54)	0	6
<b>Sworn Total</b>	<b>76 (65)</b>	<b>76 (65)</b>	<b>76 (69)</b>	<b>0</b>	<b>7</b>
<b>Civilian Personnel</b>					
Supervisor/Manager	3 (2)	3 (2)	3 (2)	0	1
Management Analyst II	0 (1)	1 (1)	1 (1)	0	
IT Specialist III*	0 (0)	1 (1)	1 (1)	0	
Dispatcher	12 (11.6)	12 (11.6)	12 (11.6)	0	0.4
Record Technician	5.5 (5)	5.5 (5)	5.5 (5)	0	0.5
Community Service Officers	5 (1)	5 (1)	5 (3)	1	0
Property Technician	1 (1)	1 (1)	1 (1)	0	
Evidence Technician	0.5 (0.5)	0.5 (0.5)	1 (1)	0	
Training Coordinator	0	0	1 (1)	0	
Parking Enforcement Officer	2 (2)	2 (2)	2 (2)	0	
Civilian Mental Health Specialist	0	0	1 (1)	1	0
Abandoned Vehicle Officer	1 (1)	1 (1)	1 (1)	0	
Community Engagement Liaison	1 (1)	1 (1)	1 (1)	0	
Neighborhood Preservation Officer	1 (1)	1 (1)	1 (1)	1	0**
Administrative Assistant	1 (1)	1 (1)	1 (1)	0	
Secretary	1 (0)	1 (0)	1 (0)	0	1
<b>Civilian Total</b>	<b>34 (28.1)</b>	<b>36 (29.1)</b>	<b>38.5 (33.6)</b>	<b>2</b>	<b>2.9</b>
<b>Total Authorized Personnel</b>	<b>110 (96.1)</b>	<b>111 (96.1)</b>	<b>116 (101.6)</b>	<b>2</b>	<b>9.9</b>

**Source:** Petaluma Police Department as of February 2022. First number represents allocated positions including unfunded positions. Numbers in parenthesis denote actual staffing numbers. \*IT Specialist III position is a function in the police department; however, it is not funded in the police budget. Part-time positions are denoted as 0.5 and part-time benefitted positions are listed as 0.6. \*\*Contracted position.

## Future Operational Considerations for the Department

### Succession Planning

It is important that efforts be made to develop the future leaders of the department. The focus of these efforts, though not to the exclusion of all employees, should be on managers and first-line supervisors both sworn and professional staff. Assignment of administrative tasks and specialized units should be part of this plan. The recommendations offered in this assessment provide the opportunity to place the administrative responsibilities for completion on the shoulders of these first-line supervisors and mid-level managers.

An important role of succession planning for any police department is to provide professional development relevant to the job position and the developmental needs of the employees. The position of first-line supervisor is critical to effective leadership in the department. Our review of the current supervisory staff's tenure showed that, by and large, they have limited time in their positions. In fact, of the nine sergeants, all but two have two years of experience or less. In the management ranks, the lieutenants and Deputy Chief, with the exception of one lieutenant, have one year of experience.

This situation presents an excellent opportunity for the Chief to establish a leadership development plan to send the supervisors and managers to various executive level training (e.g., FBI National Academy, Command College, Executive Leadership Institute at Drucker, etc.) and/or have an executive leadership program tailored for the entire command staff that is delivered at the department. Funding should be identified and made a priority to support this leadership development initiative. Assignments of administrative tasks, and to specialized units, should be made with consideration as to how such assignments will best serve the individual supervisor or manager and the department's future leadership needs.

The Chief should work with the Deputy Chief to discuss performance observations of lieutenants in an effort to identify strengths and deficiencies. Interviews should be conducted with each lieutenant to ascertain what he/she believes are their needed areas of professional development in preparation for increased future responsibilities. Command staff should serve as mentors and ensure that identified development needs for the lieutenants are successfully completed.

Lieutenants should join the command staff to conduct a similar analysis of sergeants. Once a development plan is determined for current sergeants, lieutenants should serve as mentors to the sergeants and be charged with ensuring the plan is successfully implemented.

Some agencies have created a personnel development plan designed to provide a platform to identify skills and attributes needed to fill positions of rank and/or special assignment as they are vacated either through retirement or rotation. The stated goal of such a planning document is to continually focus on the future of the organization with both short- and long-term planning aimed at developing personnel for organizational continuity. The document provides a resource manual intended to give supervisors and employees an overview of the types of skill sets needed for promotion and special assignments. This development plan can serve as a basis for a department's succession plan.

Finally, succession planning cannot be an informal process, but must be a carefully developed and written strategic plan.

## Succession Planning Recommendations:

- Focus leadership development on first-line supervisors and managers. (Recommendation No. 1.)
- Develop a written and strategic succession plan that transcends the hierarchy of the organization to identify and develop future leaders of the department. (Recommendation No. 2.)
- Consider development of a plan designed to provide a platform to identify skills and attributes needed to fill positions of rank and/or special assignment as they are vacated either through retirement or rotation. (Recommendation No. 3.)

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## SECTION 4. PATROL SERVICES DIVISION

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Uniformed patrol is considered the “backbone” of American policing. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical to the department’s capability to respond to emergency calls for service and provide general law enforcement services to the public.

The Petaluma Police Department Patrol Services Division provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed patrol activities, engaging in neighborhood problem solving, traffic enforcement, and investigative follow-up. Sub-units of Patrol include K-9, the Crisis Response Team (SWAT, Hostage Negotiations, and Tactical Dispatch), Fleet Services, Community Health Outreach, and liaison to SMART (Sonoma Marin Area Rapid Transit rail service). We will address each unit separately, which will enable the reader to better comprehend each function and its independent as well as collective value in providing policing services to the City of Petaluma.

### REORGANIZATION

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Due to the collective limited tenure at the officer, sergeant, and lieutenant levels in patrol, CPSM feels there is a unique opportunity to restructure the divisions in order to bring first-responder personnel into one division.

Currently, the Investigations Unit and Traffic Unit are located in the Special Services Division. However, motor officers already respond to calls for service as first responders much like patrol officers. Detectives respond to scenes based on the nature of the call. As will be mentioned in further detail in the Special Services Division, both the motor officers and detectives possess years of experience that does not exist in patrol and they are an excellent resource to proactively respond and assist patrol officers. Rather than bifurcating these working groups into two distinct divisions the department should bring sworn officers and their respective units under one Field Services or Community Services Division, thus creating a shared mission in one division. This move can serve to create a higher level of services to the community. Furthermore, bringing the experienced Detective and Traffic sergeants as well as Special Services lieutenant into Field/Community Services offers a greater opportunity for mentoring and helping newer officers, sergeants, and lieutenants evolve in their development with experienced peers sharing context and guidance.

More discussion on the restructuring of the Special Services Division, Support Services Division, and Administration will be forthcoming in those respective sections of the report.

### Patrol Services Division Recommendation:

- Rename the Patrol Services Division to the Field Services Division or Community Services Division and bring sworn first-responders into this one division; this would include patrol officers, motor officers, and detectives along with their respective supervisors and manager. (Recommendation No. 4.)

## PATROL SERVICES DIVISION STAFFING AND DEPLOYMENT

The Patrol Services Division serves under the direction of the Chief of Police, assisted by the Deputy Chief. The following table shows current authorized (budgeted) and actual staffing levels as of the date of the site visit in February 2022.

**TABLE 4-1: Patrol Services Division Authorized Staffing Levels for FY 2021/2022**

Position	2021/2022 Budgeted	2021/2022 Actual	Vacant
<b>Sworn Personnel</b>			
Lieutenant	2	2	
Sergeant	6	6	
Patrol Officer	40	41*	
K-9 Officer	2	2	
<b>Total Sworn</b>	<b>50</b>	<b>51</b>	
<b>Civilian Personnel</b>			
Community Services Officer	3	2**	1
<b>Total Civilian</b>	<b>3</b>	<b>2**</b>	
<b>Total Authorized Staffing</b>	<b>53</b>	<b>53*/**</b>	<b>1*/**</b>

**Notes:** \*Includes one over-hire in anticipation of vacancies. As well, three are in the basic training academy, and six are in the Field Training Program. As such, there are thirty-two full service officers available for deployment. \*\*One CSO is presently cross-training to serve as a 911 Emergency Dispatcher.

### Supervision / Staffing

It is common policing practice at agencies of Petaluma's size and staffing alignment that a lieutenant serves as the patrol "watch commander." In doing so, lieutenants spend much of their time in the station handling various administrative and supervisory duties related to patrol shift operations. This is the case in Petaluma where two lieutenants are assigned as "Platoon Commanders," a title largely synonymous with "watch commander." In this capacity they serve as day-to-day operations commanders of the patrol functions. And while they have extensive administrative responsibilities, they often spend time in the field overseeing shift operations. Such field responsibilities may include liaison duties including those involved in Community Health Outreach and SMART, as just a couple of examples.

Six sergeants assist the two lieutenants. Sergeants are generally responsible for field supervision and serve as additional staffing in support of patrol officers during especially busy periods. They meet a critical need in directing and supervising field operations on a 24/7 basis. Absence of proactive field supervision in policing creates significant liability for an agency.

Patrol and K-9 officers as well as Community Services Officers, who are civilian employees who perform a variety of functions important to day-to-day service delivery, round out staffing of the Patrol Services Division. As noted, there is one over-hire position at the rank of police officer, three police officers currently in the recruit academy, and six new officers in the department's Field Training Program. As such, there are 32 officers assigned to patrol and who are capable of working independently. Additional information on these functions will be addressed later in our reporting.

## **Supervisory Collateral Duty Assignments**

In addition to general patrol supervision, lieutenants and sergeants have a lengthy list of collateral duties that they oversee and/or participate in as a member. While this is common in police agencies, these duties can detract from their primary role as shift supervisors. These assignments include but are not limited to:

### Lieutenants:

- Coordinator of the Field Training Program.
- Commander of the Crisis Response Team.
- Scheduling and contract overtime.
- Fleet Services.
- Commander of the K-9 Program.
- Community Health Outreach Coordinator / City Wellness Committee Chair.
- SMART Liaison.

### Sergeants:

- SWAT Team Supervisor (two sergeants share this responsibility).
- Field Training Program first-line supervisor.
- Hostage Negotiation Team Supervisor.
- Gang Team/TLO/Intelligence.
- Defensive Tactics Team Training Supervisor (two sergeants share this responsibility).
- K-9 Team Supervisor.
- Bicycle Patrol Team (presently unassigned).

As one can see, this is an extensive list of duties that are the responsibility of patrol supervisors and are, in most cases, above and beyond their supervisory responsibilities for regular patrol operations carried out on a 24/7 basis.

In studies of some agencies conducted by CPSM and where this number of collateral duties exists, an agency often deploys an additional sergeant position to patrol to oversee some of these duties. For instance, in Petaluma, adding a new sergeant's position to the Patrol Services Division would allow for consolidation of supervision of the K-9 program, Bicycle Patrol Team, Field Training Program, and Fleet Services, to name just a few duties. This would free up the lieutenants and/or sergeants to focus on patrol operations, their primary job responsibility.

In today's policing environment, direct field supervision is vital to ensure that officers are performing within community and department expectations. This is especially the case in Petaluma, which has a high percentage of officers with limited tenure, as we noted earlier. Nearly 25 percent of Patrol Division positions are filled by new officers either in the Field Training Program or basic training academy. And, over the past three years, twenty-five new officers, a whopping 60 percent of the patrol complement, were newly hired. This leaves a large segment of the patrol force with very limited experience where direct supervision is of critical importance. The number of collateral duties assigned to patrol supervisors interferes with their ability to provide that all-important direct supervision.

As well, the additional sergeant position could serve as an added resource to reduce the need for overtime coverage when the normally assigned shift sergeant is off duty. This would require a flexible schedule (within reasonable limits) to maximize coverage and overtime savings.

## Work Schedules / Deployment

Patrol Services Division sworn personnel work a 4/11–3/11 schedule, with the exception of the lieutenants who work a 4/10 schedule. That is to say, in a two-week cycle sworn personnel work four days per week at eleven hours per day in week one and three days per week at eleven hours per day in week two. To make up for the shortage of hours (three hours every two weeks) they work compared to a typical 80 hours over two weeks, they are scheduled for a nine-hour training day once every six weeks.

The following schedule represents the current primary shift configuration for patrol officers:

- Day shift: 7:00 a.m. to 6:00 p.m.
- Swing Shift: 4:00 p.m. to 3:00 a.m.
- Graveyard Shift: 8:30 p.m. to 7:30 a.m.

This schedule results in shift overlaps from 7:00 a.m. to 7:30 a.m., 4:00 p.m. to 6:00 p.m., and 8:30 p.m. to 3:00 a.m. daily. Overlapping shifts on a 4/11–3/11 schedule are inevitable. What must be considered is whether the reporting times and overlap periods match peak workload demand periods, and whether the additional resources available during those overlap periods are utilized appropriately. As we examine deployment and workload demand later in this section, we will strive to answer those questions.

Community Services Officers work a 4/10 work schedule, that is, four days per week, ten hours per day. As noted, there are three CSO positions budgeted. They are normally scheduled to work from 7:00 a.m. to 5:00 p.m. with days off aligned to allow for seven-day-a-week coverage. As previously noted, at the time of this assessment there was one CSO vacancy, and one of the two remaining CSOs was cross-training for duty in the 911 Communications Center. Her total time commitment to this training is five months. As such, only one of three authorized CSOs is currently available for patrol staffing.

The following reflects the platoon deployment schedule for sworn personnel. As previously noted, officers work a 4/11–3/11 schedule, with a nine-hour training day scheduled every sixth week:

- Platoon A – Saturday through Monday, every other Tuesday.
- Platoon B – Wednesday through Friday, every other Tuesday.
  - Each platoon has 1 lieutenant/watch commander.
- Day shift, 7:00 a.m. to 6:00 p.m. (7 officers, 1 sergeant).
  - Day shift early car, 5:00 a.m. to 4:00 p.m.
- Swing shift, 4:00 p.m. to 3:00 a.m. (6 officers, 1 sergeant).
- Graveyard shift, 8:30 p.m. to 7:30 a.m. (5 officers, including early car, 1 sergeant).
  - Graveyard shift early car, 6:00 p.m. to 5:00 a.m.

This deployment schedule reflects 36 officers total rather than 40 as authorized. Some fluctuations exist in these staffing levels as six officers are currently in the FTO program and they rotate through the shifts as part of their training. As these officers complete their training, the department expects to “stand up” a Community Impact Response Team to address emerging and chronic crime problems. Staffing and organizational alignment of that unit has not yet been determined.

In addition to staffing vacancies, the number of patrol officers or CSOs available for any given shift is affected by both the number of officers assigned as well as the impact of time off associated with vacations, training, court appearances, FMLA, illness/injury, military leave, etc. The combination of these leave factors generally results in officers being unavailable for a shift at a rate of 15 to 20 percent of the time. In Petaluma for instance, based upon present available staffing, while swing shift deployment calls for six patrol officers, only four or five will likely report to work due to the various leave factors. Vacancies and/or trainees, which are commonplace, compound this problem.

Additional field staffing includes shift sergeants. With overlapping schedules, this results in one sergeant on duty during the hours of 3:00 a.m. to 4:00 p.m., and again from 6:00 p.m. to 8:30 p.m. During the hours of 4:00 p.m. to 6:00 p.m. and 8:30 p.m. to 3:00 a.m., two sergeants are scheduled. This again is impacted by time off. And while their primary role is to provide direct field supervision, at times of heavy workload, they may be called upon to assist in meeting call workload demand.

Additional field patrol personnel include the Traffic Units assigned to the Special Services Division; reporting on their functions will be covered in Section 5.

### **Minimum Patrol Staffing**

Appropriately, minimum staffing is established by hour of day rather than shift staffing levels. The department has established minimum patrol staffing as follows:

- 3:00 a.m. to 9:00 a.m. – 1 sergeant / 4 officers.
- 9:00 a.m. to 4:00 p.m. – 1 sergeant / 5 officers.
- 4:00 p.m. to 3:00 a.m. – 1 sergeant / 6 officers.

Given authorized staffing levels, minimum staffing is generally met without the need for overtime deployment if all positions are filled. However, when factoring in leave time, there are limited hours of the day that overtime will be necessary. As well, officers in the Field Training Program are not counted toward meeting minimum staffing. Given the high number of new officers in that program at present, overtime is necessary. For fiscal year 2020/21, 10,830 hours of overtime were expended in the Patrol Services Division. While the city's payroll system does not allow for isolation of overtime by category of work (i.e., court, minimum staffing, holdover to complete an investigation, etc.), based upon the experience of CPSM consultants we are confident in suggesting that it is likely that 75 percent or more of these overtime hours were the result of minimum staffing deployments. This is the equivalent of approximately four full-time positions.

It is important to note that minimal staffing does not necessarily represent optimal, or even adequate staffing, it simply reflects that there are generally enough personnel available to respond to calls for service, though not necessarily in a timely fashion. We will address workload and response times to both emergency and non-emergency calls later in this section.

In virtually all CPSM studies we are asked to identify appropriate staffing levels. That is the case in this study as well. In the following subsections, we will have an extensive discussion on

deployment, workload, and other factors to be considered in establishing staffing levels. Upon thorough evaluation of all contributing factors, we will make staffing recommendations.

### **Patrol Beats / Policing Districts**

The department has established four patrol beats identified as Beats 1 through 4. Broadly, the intersection of Hwy. 101 and Washington Street serves as the intersecting point for the four beats. Beat 1 is East of Hwy. 101 and South of Washington St.; then in a clockwise direction, Beat 2 is West of Hwy. 101 and South of Washington St.; Beat 3 covers the area West of Hwy. 101 and North of Washington Street; and the beats end with Beat 4 which is located East of Hwy. 101 and North of Washington.

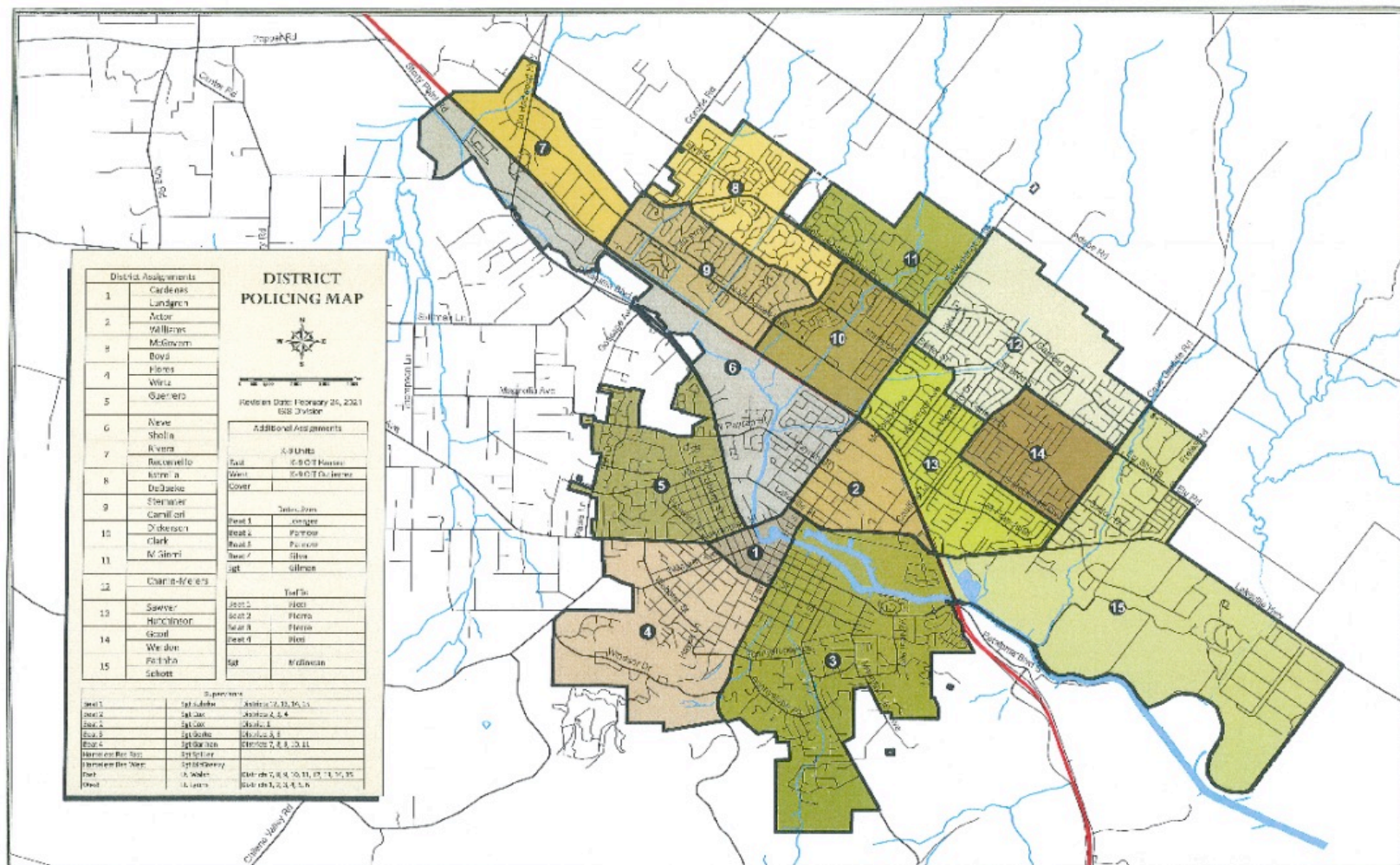
As well, the department has established 15 policing districts as reflected in the following figure. These districts serve as special policing districts, with two officers assigned to each district, though based upon available staffing on any given day, they may or may not patrol the beat in which the police district is located.

Officers are accountable for becoming acquainted with residents and businesses and working collaboratively in addressing crime and quality of life issues arising out of those districts. The district policing model is an excellent mechanism, one among many of the department's efforts to operationalize its stated vision of *"Those we serve know those who serve them."*

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### FIGURE 4-1: PPD Patrol Districts



## CALL / WORKLOAD DEMAND

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As noted in the Executive Summary, our work followed two tracks: (1) the operational assessment, and (2) a data analysis of workload, primarily related to patrol and patrol-related functions. In the following pages, which are focused on the Patrol Services Division, we draw upon the data analysis report to assist in our operational assessment. The data analysis report, in full, can be found following the operational assessment and readers are encouraged to thoroughly review it. The data analysis is rich with information, only a portion of which is included in this segment of the report.

For purposes of our analysis, we use computer-aided dispatch (CAD) records generated by the police department's 911/dispatch center. These records pertain to identifiable workload associated with specific units and are the most accurate, verifiable, and comprehensive records available.

It is important to note that in reporting on deployment and workload in this section, the department requested that we analyze the patrol workload without considering supporting units' workload. This patrol workload was defined by the department as the work of patrol officers and K-9 Units only. Other support units such as CSOs and Traffic officers are not reported on in this initial workload assessment. Later in reporting, we will examine the workload of these units separately. As such, call volumes may appear lower than expected when reporting on the basic patrol function.

Crime statistics for the City of Petaluma indicate a moderate level of violent crime, while property crime rates are low in comparison to the State of California and national levels. These figures were discussed in Section 3 and depicted in Table 3-3.

Prevention of crime and the apprehension of criminals are at the forefront of responsibilities for police departments, but demands on police resources involve much more than crime. Traffic enforcement, the efficient flow of traffic through the community, and maintaining peace and order are but a few of the many such non-crime activities that fall into the scope of work of a police department. As we examine workload demands we will explore all activities.

The next table presents information on the main categories of calls for service the department handled during the 12-month study period of 2019.

The 911/dispatch center recorded approximately 26,422 calls that were assigned call numbers and which include an adequate record of a responding unit. Again, this does not reflect all calls handled by the entire department, but those of the patrol-related units as described above. When measured daily, the department reported an average of 72.4 patrol-related calls per day. The table does not include events for directed patrol, calls in which fewer than 30 seconds were spent on the call (indicating the call had been cancelled), and out-of-service activities. As we examine workload demands in detail, we will include all activities. Also, the number of calls shown includes both officer-initiated activity and community-initiated activity, that is, calls from residents, alarm companies, transfers from other law enforcement agencies, etc.

This table examines call volume by the category of the call, the total number of calls responded to in 2021, and the average number of calls per day. Both community-initiated and police-initiated calls are recorded here.



**TABLE 4-2: Calls per Day, by Category**

Category	No. of Calls	Calls per Day
Accident	559	1.5
Alarm	1,200	3.3
Assist community member	2,031	5.6
Assist other agency	632	1.7
Check	1,087	3.0
Crime-person	911	2.5
Crime-property	1,053	2.9
Disturbance	2,521	6.9
Investigation	2,563	7.0
Mental health	1,426	3.9
Miscellaneous	153	0.4
Quality of life	624	1.7
Suspicious incident	5,181	14.2
Traffic enforcement	1,328	3.6
Traffic stop	5,153	14.1
<b>Total</b>	<b>26,422</b>	<b>72.4</b>

### Observations:

- On average, there were 72.4 calls per day, or 3.0 per hour.
- The top five categories accounted for 76 percent of calls:
  - 27 percent of calls were traffic-related.
  - 20 percent of calls were suspicious incidents.
  - 10 percent of calls were assists.
  - 10 percent of calls were disturbances.
  - 10 percent of calls were investigations.
- 7 percent of calls were crimes.

In the following table we examine call volumes by month and source (community-initiated vs. police-initiated). Community-initiated calls include calls from community members, businesses, alarm companies, transfers from other law enforcement agencies, etc. Police-initiated refers to calls generated by an officer or other Petaluma police employee.

**TABLE 4-3: Calls per Day, by Initiator and Month**

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	39.6	43.4	38.2	44.4	50.6	47.3	50.1	46.2	47.9	47.1	39.0	39.3
Police	29.0	33.1	30.5	22.9	23.8	34.2	28.1	28.1	29.6	21.7	30.4	24.8
<b>Total</b>	<b>68.6</b>	<b>76.5</b>	<b>68.7</b>	<b>67.3</b>	<b>74.5</b>	<b>81.5</b>	<b>78.2</b>	<b>74.3</b>	<b>77.5</b>	<b>68.8</b>	<b>69.4</b>	<b>64.1</b>

In the following table we examine both the origin of the call and the average time spent on a call by the primary unit.

**TABLE 4-4: Primary Unit's Average Occupied Times, by Category and Initiator**

Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	45.9	518	35.0	41
Alarm	14.2	1,196	6.1	4
Assist community member	25.9	1,708	15.2	323
Assist other agency	38.7	611	23.8	21
Check	14.4	599	5.0	488
Crime-person	60.8	888	55.1	23
Crime-property	38.9	1,031	37.9	22
Disturbance	25.4	2,504	15.7	17
Investigation	42.4	1,768	32.7	795
Mental health	31.6	1,417	23.0	9
Miscellaneous	26.5	137	24.9	16
Quality of life	17.0	542	14.9	82
Suspicious incident	25.1	2,278	13.4	2,902
Traffic enforcement	20.7	1,019	12.3	309
Traffic stop	NA	0	14.1	5,153
<b>Weighted Average/Total Calls</b>	<b>29.9</b>	<b>16,216</b>	<b>15.2</b>	<b>10,205</b>

**Note:** A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. We removed one call with an inaccurate busy time.

The longer weighted average times spent on calls were for community-initiated calls, at 29.9 minutes; the average weighted time for police-initiated calls was 15.2 minutes.

In the next two tables we look at the average number of police units that responded to a call activity. Generally, as PPD deploys one-officer units with the exception of training cars, which translates to the average number of officers that responded.

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**TABLE 4-5: Average Number of Responding Units, by Initiator and Category**

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	2.2	518	1.7	41
Alarm	1.9	1,196	1.8	4
Assist community member	1.2	1,708	1.3	323
Assist other agency	2.5	611	2.2	21
Check	1.4	599	1.1	488
Crime-person	2.1	888	2.4	23
Crime-property	1.8	1,031	1.7	22
Disturbance	2.2	2,504	1.7	17
Investigation	2.1	1,768	1.2	795
Mental health	2.3	1,417	1.2	9
Miscellaneous	1.6	137	1.1	16
Quality of life	1.6	542	1.2	82
Suspicious incident	2.2	2,279	1.4	2,902
Traffic enforcement	1.6	1,019	1.1	309
Traffic stop	NA	0	1.3	5,153
<b>Weighted Average/Total Calls</b>	<b>2.0</b>	<b>16,217</b>	<b>1.3</b>	<b>10,205</b>

**TABLE 4-6: Number of Responding Units, by Category, Community-Initiated Calls**

Category	Responding Units		
	One	Two	Three or More
Accident	181	155	182
Alarm	463	495	238
Assist community member	1,419	225	64
Assist other agency	83	278	250
Check	433	124	42
Crime-person	392	259	237
Crime-property	567	262	202
Disturbance	569	1,195	740
Investigation	643	617	508
Mental health	178	800	439
Miscellaneous	88	29	20
Quality of life	294	187	61
Suspicious incident	553	1,068	658
Traffic enforcement	593	285	141
<b>Total</b>	<b>6,456</b>	<b>5,979</b>	<b>3,782</b>

In summary, the overall mean number of responding units was 2.0 for community-initiated calls and 1.3 for police-initiated calls. Forty percent of community-initiated calls involved one responding unit, 37 percent of community-initiated calls involved two responding units, and 23 percent of community-initiated calls involved three or more responding units. The category of call to which three or more units responded the most times involved disturbances.

## Calls for Service Efficiency Measures

Further examination of various elements of the calls for service and patrol response data also warrants discussion. Data from Tables 4-2 through 4-6 provide a wealth of information about demand, workload, and deployment per call in Petaluma. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

The following table provides a comparison of staffing, calls for service, and workload data for the Petaluma Police Department in relation to those of other agencies for which CPSM has conducted similar studies from 2016 through 2021 (excluding 2020 due to the effects of COVID-19). This presents a broad comparison, and should be viewed in that framework. Factors such as demographics, service expectations, availability to fund services, and the ability to provide for community and officer safety needs must all be considered.

**TABLE 4-7: CFS Comparisons to Other CPSM Study Cities**

Variable Description	Median	Minimum	Maximum	Petaluma	PPD vs. CPSM Comps
Population	49,718	4,474	433,031	62,425	Higher
Patrol, Percent of Total Sworn	66.1	32.4	96.8	73	Higher
Avg. Service Time, Police CFS	17.3	7.5	56.8	15.2	Lower
Avg. Service Time, Community CFS	30.9	20.7	47.7	29.9	Lower
Avg. # of Responding Units, Police CFS	1.3	1.0	2.0	1.3	-
Avg. # of Responding Units, Public CFS	1.8	1.3	2.4	2.0	Higher
Workload Percent, Weekdays in Winter	39.1	16.1	66.6	51.8	Higher
Workload Percent, Weekends in Winter	37.5	12.3	67.0	49.0	Higher
Workload Percent, Weekdays in Summer	42.5	16.5	70.5	51.0	Higher
Workload Percent, Weekends in Summer	40.9	15.8	72.6	49.0	Higher
Average Response Time, Winter (min.)	13.7	5.9	81.4	17.5	Higher
Average Response Time, Summer (min.)	13.4	5.3	82.6	17.6	Higher
High-priority Response Time (min)	7.0	4.3	21.8	5.9	Lower

In comparing Petaluma's data to that from other studies conducted by CPSM, we look for significant statistical anomalies. The most significant anomalies found in Petaluma are:

- Higher than average workload percentages.
- Higher than average response times to non-emergency calls (Average Response Times).

As we examine deployment and workload later in this report, we will strive to identify causative factors that may contribute to these anomalies.

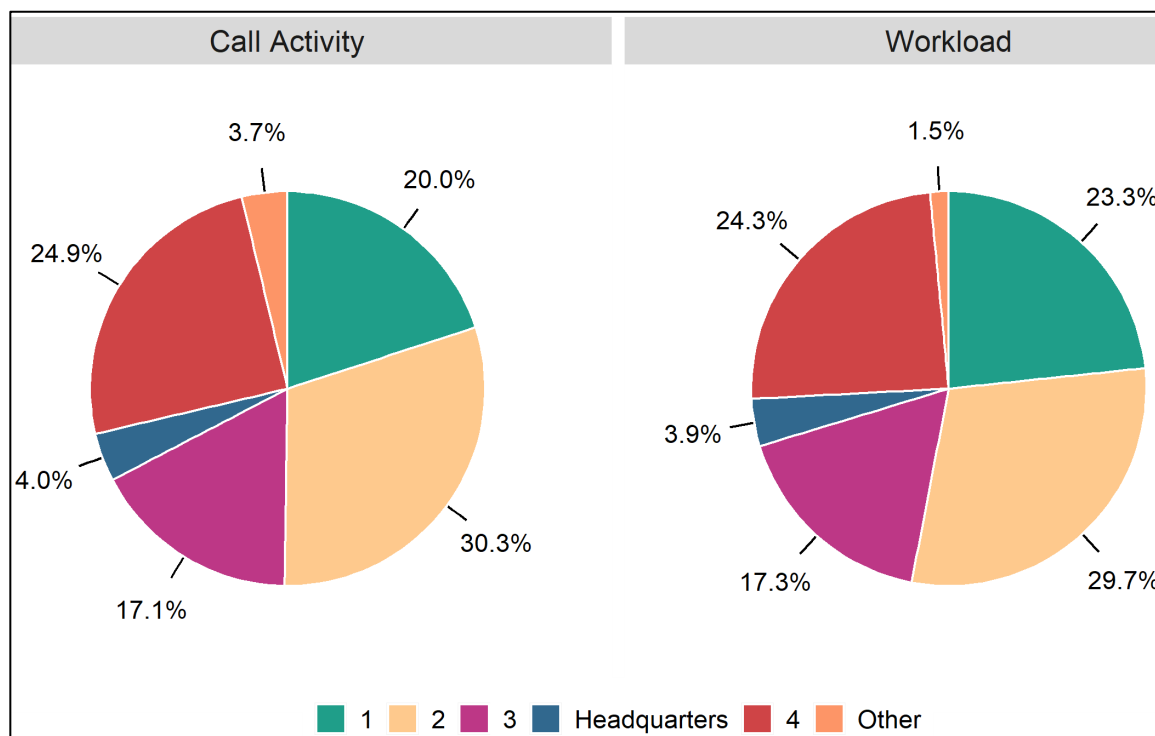
## Geographic Call Distribution

Here, we examine call demand by the patrol beats as established by the department. As we previously noted, the department has established four patrol beats identified as Beats 1 through 4. Broadly, the intersection of Hwy. 101 and Washington Street serves as the intersecting point for the four beats. Beat 1 is East of Hwy. 101 and South of Washington St.; then in a clockwise direction, Beat 2 is West of Hwy. 101 and South of Washington St.; Beat 3 covers the area West of Hwy. 101 and North of Washington Street; and the beats end with Beat 4 which is located East of Hwy. 101 and North of Washington Bl.

In the next figure and table we examine daily call volume, workload demand in hours, area in square miles, and population, by beat. As can be seen in the figure and table Beat 2 has the highest percentage of calls per day and the highest workload, accounting for 30 percent of citywide activity. Beat 2 is followed by Beats 4, 1, and 3 in order of both call and workload demand. An even distribution would allot 16.7 calls and 11.5 work hours per beat. Importantly, we note here that it is the department's practice to have the Beat 3 unit handle calls reported at police headquarters, regardless of where the incident occurred. As such, Beat 3 activity more closely matches that of Beat 1 and more evenly divides workload among the four beats.

This information is provided for department review in determining appropriate service area configurations. CPSM makes no recommendation as to such boundaries.

**FIGURE 4-2: Percentage Calls and Work Hours, by Beat**



**Note:** Headquarters serves as a reporting point for calls that may have emanated from any of the four beats. Headquarters' calls and workload are handled by Beat 3 officer. The Other category includes calls missing beats or miscellaneous responses that may include mutual aid deployments outside of the city.

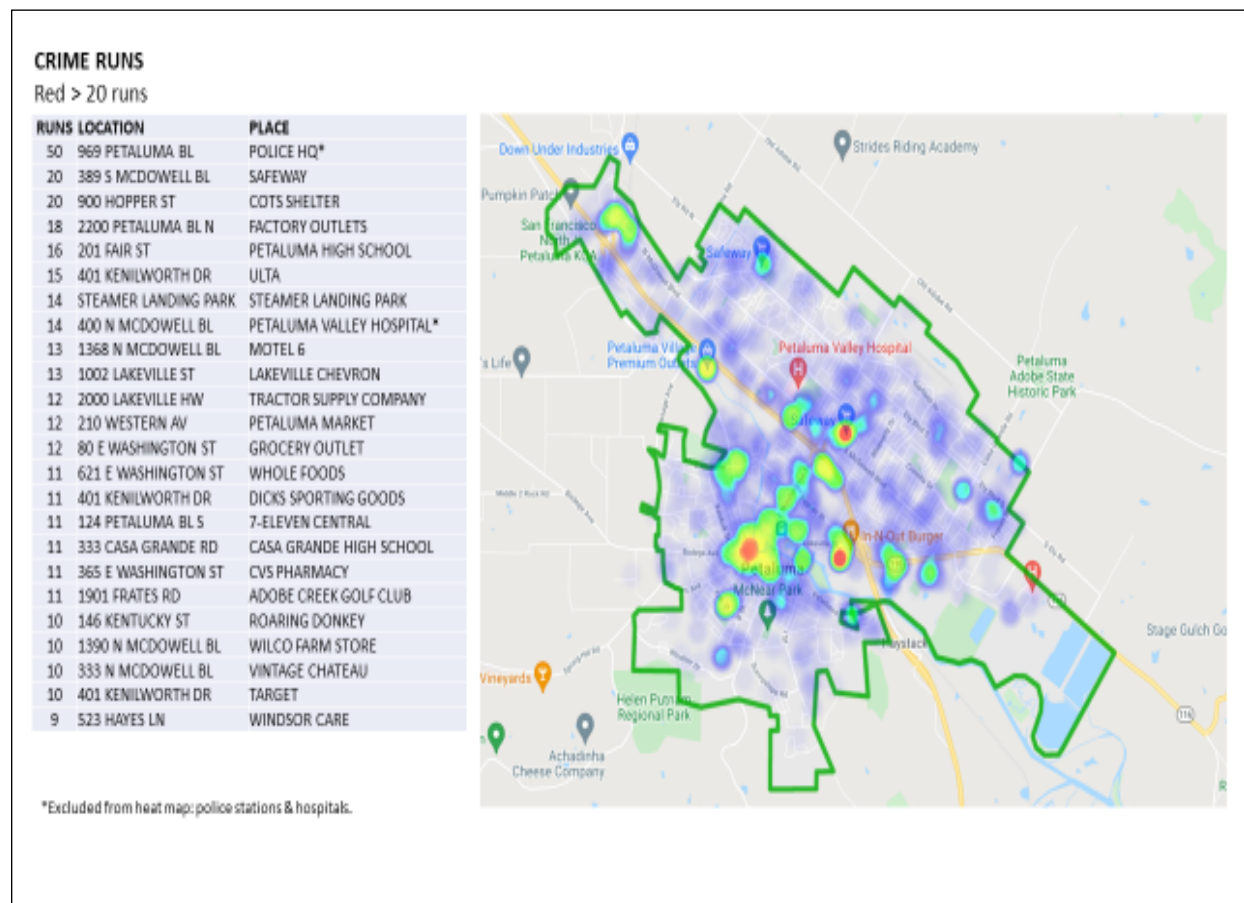
**TABLE 4-8: Calls and Work Hours by Beat, per Day**

Beat	Per Day		Area (Sq. Miles)	Population (Est.)
	Calls	Work Hours		
1	14.5	11.3	5.236	21,479
2	21.9	14.4	3.903	14,273
3	12.4	8.4	2.177	8,644
4	18.1	11.8	3.139	15,450
Headquarters	2.9	1.9	-	-
Miscellaneous*	0.2	0.1	-	-
Unknown	2.5	0.7	-	-
<b>Total</b>	<b>72.4</b>	<b>48.6</b>	<b>14,455</b>	<b>59,846</b>

**Note:** \*The miscellaneous category includes a few calls in various beats, for example, "C," "Z5," and "PE." Area and population data provided by city GIS staff. Here again, headquarters' calls and workload are generally handled by the Beat 3 officer regardless of the location of occurrence.

In the following figure, we examine locations with a high volume of calls involving reports of criminal activity for 2021. This may include assaults, robberies, burglaries, larceny including shoplifting, auto crimes, etc. The red clusters represent multiples of 20 responses. We note here that, generally, Police Headquarters and Petaluma Valley Hospital are locations at which crimes occurring throughout the city are reported rather than the site of a crime occurrence.

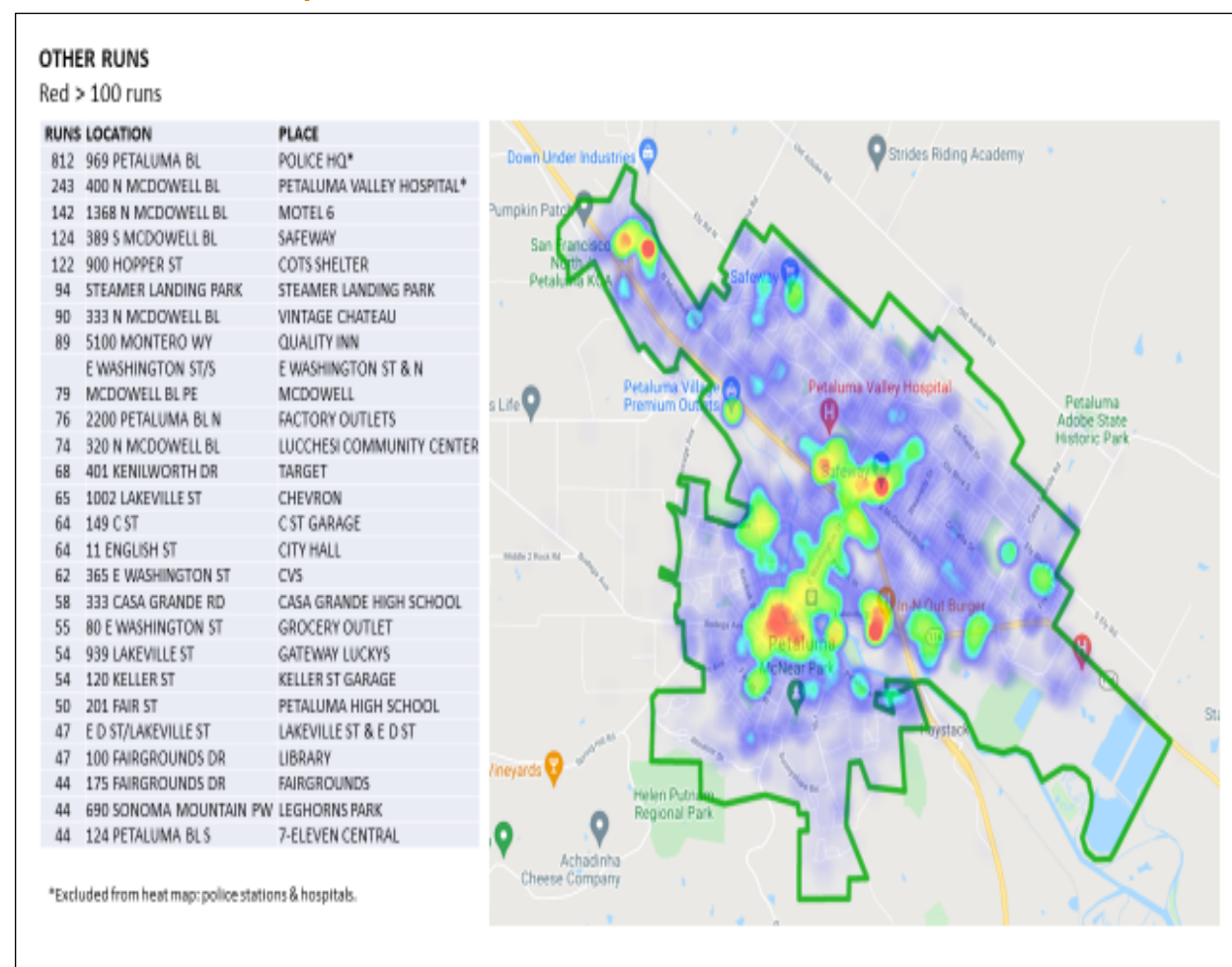
**FIGURE 4-3: High-volume Locations for Crime Calls, 2021**



The district policing model that we described previously lends itself well to assigning district officers to address high-crime locations through collaborative efforts with location owners/managers as well as other community resources which may be helpful in addressing the causative factors associated with these crimes.

In the following figure, we examine locations with a high volume of calls involving noncriminal activity. This may include a family dispute, traffic accident, a suspicious person, a disturbance involving a customer, complaints involving unsheltered persons, a parking complaint, or any number of other calls that do not result a criminal investigative report. In this figure, the red clusters represent multiples of 100 responses.

**FIGURE 4-4: High-volume Locations for Calls for Service Stemming from Noncriminal Activity, 2021**



Once again, the district policing model lends itself well to assigning district officers to address these high-call demand locations. Staff should examine calls for service at these locations in an effort to identify opportunities to mitigate the need for such frequent police response.

Staff could work collaboratively with interested parties, and crime reduction strategies could be put into place to accomplish mitigation and call reduction. This may include security assessments for target hardening, use of security cameras, additional private security, and providing targeted crime prevention tips for these more highly impacted locations.



## Call Mitigation

In all of our studies CPSM examines call mitigation as a tool to reduce workload demand. In evaluating workload, we always look at responses to alarm calls, because alarm response numbers as a percentage of calls for service are generally high, and the ratio of legitimate to false alarms is extremely low. In general, the rate of false alarms is about 97 to 98 percent of all activations.

During the one-year study period, the department responded to 1,200 alarm calls, or 3.3 calls per day. The average time spent on one of these calls by the primary responding officer was 14.2 minutes (not including call receipt and dispatch-related time). This equates to approximately 284 hours per year. On average, 1.9 officers responded per alarm call resulting in a total of approximately 540 total hours of patrol officer commitment. While any number of false alarms has a negative impact on police operations, for a city of Petaluma's size this call volume is not unusual.

Like most cities studied by CPSM, Petaluma has enacted an alarm ordinance in an effort to regulate alarm systems. This is codified in Chapter 6.40, Alarm Systems, which includes the response to false alarms and a cost recovery system for such responses. The ordinance is not designed to be punitive, but rather it incentivizes owners to manage their alarm systems more effectively and to reduce the number of false alarms.

Chapter 6.40.140 addresses the issue of response to false alarms as follows:

- A. All police responses to false alarms will be tabulated during any twelve-month period.
  - 1. The police will respond to the first six alarms with no consequences.
  - 2. A police response to the seventh through twelfth alarm in any twelve-month period will result in a fifty-dollar charge to the alarm user for each response.
  - 3. Police response to the thirteenth alarm in any twelve-month period will result in suspension of the alarm user permit.

This ordinance appears to have been last updated in 1990. We make a couple of observations here. First, the number of responses with no consequences is higher than that allowed by many agencies, which is generally no more than three without penalty. Second, the penalty for multiple false alarms, while perhaps appropriate 32 years ago, would seemingly not allow for cost recovery of policing services including those of the Communications Center, patrol response, and the administration of records and billing at today's costs. We recommend that these factors be re-evaluated.

At some point early in 2020, as a result of the COVID-19 pandemic, a decision was made to discontinue billing for alarm responses. In FY 2019/20, a total of \$31,308 was received in penalty fees associated with false alarm responses.

Due to the burden associated with false alarm responses, some police departments have found it necessary to discontinue the response to certain alarms unless the property owner or alarm company verify a crime, though this highly unpopular with residents and the business community. Given the rate of alarms per day, this does not appear warranted in the case of Petaluma, absent any egregious violators that could be considered on a case-by-case basis as permitted by the ordinance.

Along with reducing responses to alarms, another option commonly considered by police departments in an effort to reduce workload is discontinuing responses to non-injury traffic



accidents where the involved vehicles do not pose a traffic hazard. Many agencies, including Petaluma, have adopted this policy. This has resulted in patrol officers responding to only a limited number of traffic accidents, 518, or approximately 1.5 per day.

Other steps that PPD has taken to reduce demands on officers' time include instituting online reporting for non-emergency incidents where no suspects are known, such as petty theft, malicious mischief, and lost property, as well as delayed traffic accident reporting. With online reporting, victims can immediately receive a case number by which they can track the status of their investigation. In 2021, 536 online crime reports were received by the department, thus eliminating the need to dispatch an officer to those incidents.

As another efficiency strategy, the department utilizes civilian Community Service Officers (CSOs) to complete some workload that would otherwise be assigned to a patrol officer. This is an excellent program, one that we will report on in greater detail later in this section.

Use of volunteers is yet another efficiency strategy employed by the department. This is an excellent endeavor that both frees up officers' time committed to routine non-enforcement activities such as the positioning of radar display trailers, but also engages the community to work in partnership with the department and leads to stronger relationships. The Volunteer Program is assigned to the Support Services Division; we discuss the program in Section 6. We report on the Volunteer Program in that section and encourage the reader to review that material where additional information on volunteers' work with patrol will be addressed.

## Out of Service / Non-call Activities

By necessity, officers engage in a variety of activities that are referred to as "out of service" or "non-call" activities. These include roll-call briefings, court appearances, administrative matters, training, report writing, and any number of other activities.

In the period from January 1, 2021, through December 31, 2021, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to non-call activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 10,203 activities remained. These activities had an average duration of 64.3 minutes.

The following table reports non-call or out-of-service activity by the nature of the activity, the amount of time committed to the activity (per occurrence), and frequency of occurrence as recorded in the city's CAD system.

**TABLE 4-9: Non-call Activities and Occupied Times by Description**

Description	Occupied Time	Count
10-19	46.6	671
10-49	27.5	590
10-64	39.9	497
Briefing	79.6	2,763
Court	112.0	17
Equipment	40.1	184
Evidence	75.6	12
Fuel	59.2	98
Meeting	71.9	75
Report writing	84.3	2,124
Training	91.0	109
Other	84.8	11
<b>Administrative - Weighted Average/Total Activities</b>	<b>69.7</b>	<b>7,151</b>
Personal - C7 - Break	51.5	3,052
<b>Weighted Average/Total Activities</b>	<b>64.3</b>	<b>10,203</b>

While these are common non-call or out of service activities for all policing agencies, collectively, they represent a significant amount of committed time. In the Workload Demand Analysis subsection that will follow, non-call activity and associated workhours are accounted for in the magenta-colored section of Figures 4-9, 4-11, 4-13, and 4-15. Note that this out-of-service time dwarfs the time devoted to self-initiated activities.

It is not possible, and is beyond the scope of our work, for CPSM to determine the appropriateness of the frequency for these activities or the time committed to them.

However, as the time commitment is significant, we encourage the department to evaluate the appropriateness of these activities going forward, both in terms of the frequency and time encumbered. If deemed excessive, the department must address this, and hold first-line supervisors responsible to ensure that it does not continue.

To this point, we have focused largely upon the number of calls and other patrol workload activities for the one-year study period. In the workload demand analysis that follows we will examine how the patrol force allocates time and resources to this workload and other activities. This analysis will assist CPSM in making our staffing recommendations, and better allow for the city and department to ultimately determine appropriate staffing for the patrol-related functions.

## Workload Demand Analysis

Uniformed patrol is considered the “backbone” of American policing. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical to have officers available to respond to calls for service and provide law enforcement services to the public.

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that is not the case. The

International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

According to *Public Management* magazine, "A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems."<sup>1</sup>

Essentially, "discretionary time" on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is "discretionary" and intended to be used at the discretion of the officers to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are not available in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time, officers are idle. This may be an indication that the department is overstaffed.

Staffing decisions, particularly for patrol, must be based on actual workload as well as ensuring that sufficient staffing exists to respond to emergency situations involving the safety of the public and officers alike. Once the actual workload is determined, and the amount of discretionary time is determined, then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund services. The Petaluma Police Department is a full-service police department, and its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand actual workload (the time required to complete certain activities), it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and community member-initiated activities. Analysis of this type enables identification of activities that are really "calls" from those activities that are some other type of event.

In general, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the *Patrol Saturation Index*.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

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1. John Campbell, Joseph Brann, and David Williams, "Officer-per-Thousand Formulas and Other Policy Myths," *Public Management* 86 (March 2004): 22–27.

This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It reflects the extent to which patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and community member safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to current time spent to provide services.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once that threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes, "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call.

### **Rule of 60 – Part 1**

According to the department personnel data available at the time of the site visit (February 2022), the department is authorized for 65 full-time sworn officers. When fully staffed, 46 of those personnel are assigned to patrol functions (includes sergeants, officers, K-9 officers). When fully staffed, patrol staffing would thus represent approximately 70 percent of total sworn staffing, which is somewhat higher than CPSM's Rule of 60 recommendation. This staffing alignment serves to benefit the community through a dedication of resources to direct services. If the dedication of patrol resources were below the 60 percent level, concern would arise as to the balance of resources within the department.

### **Rule of 60 – Part 2**

The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service and self-initiated arrests, etc. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands in the community. The remaining 40 percent of the time is the "discretionary time" for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is "saturated" by CFS.

It is CPSM's contention that patrol staffing is optimally deployed when the SI is below the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels significantly lower than 60 percent, however, indicate patrol resources may be underutilized, and may signal an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated but consistent and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Lastly, this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions. Other factors must be considered, such as the availability of sufficient resources to safely, efficiently, and effectively respond to emergency calls for service.

While the call data referenced in Tables 4-2 to 4-9 reflected call activity for the entire one-year study period, for the next portion of the study we examine not just the total number of calls, but the actual time spent on these calls as well as other duties. Here, we compare "all" workload, which includes community-initiated calls, police-initiated calls, directed patrol work, and non-call (out-of-service activities). We examined deployment and workload for eight weeks in winter (January 4 to February 28, 2021) and eight weeks in summer (July 7 to August 28, 2021).

The department's main field deployments consist of sergeants, patrol officers, K-9 officers, traffic officers, and CSOs, although not all are assigned to the Patrol Services Division. As we examine workload and staffing in this section, we again limit our analysis to the staffing and workload on only patrol officers and K-9 units.

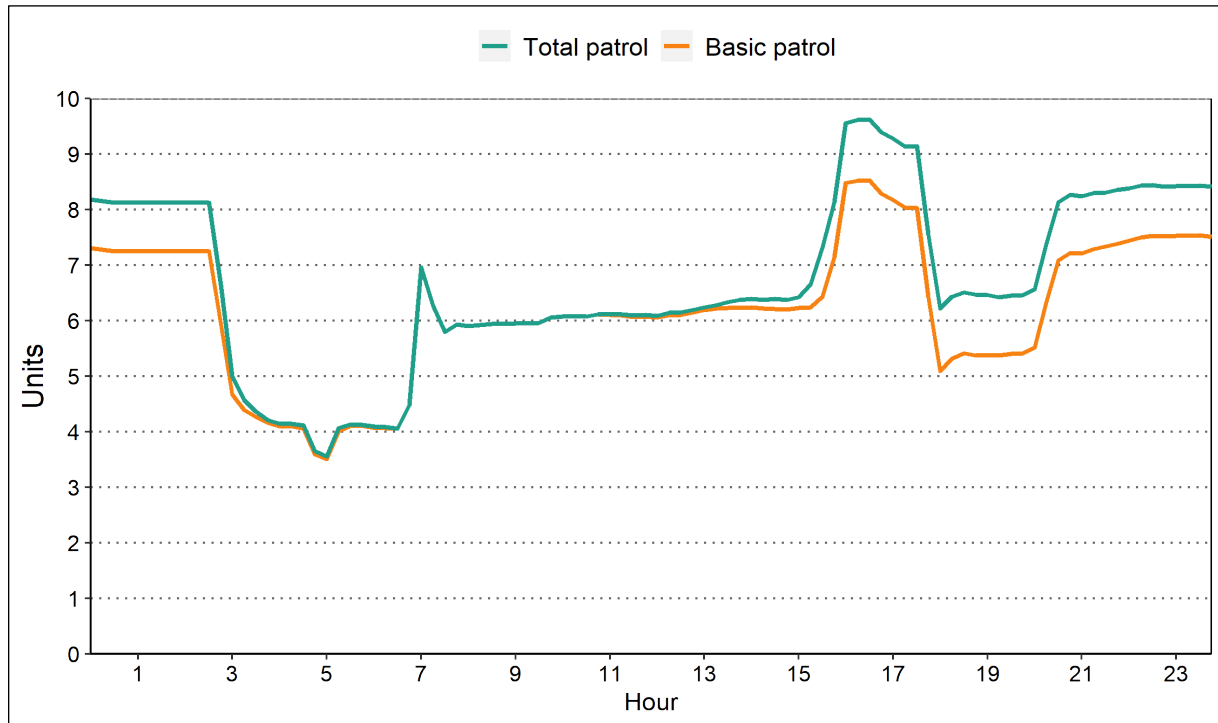
As previously noted, patrol sergeants and patrol officers work 11-hour shifts starting at 7:00 a.m., 4:00 p.m., and 8:30 p.m., with an early car starting at 5:00 a.m. for the day shift and 6:00 p.m. for the graveyard shift. This schedule results in shift overlaps during the periods of 7:00 a.m. to 7:30 a.m., 4:00 p.m. to 6:00 p.m., and 8:30 p.m. to 3:00 a.m.

In Figures 4-5 through 4-8 that follow, the numbers on the left edge of the figure reflect the number of officers deployed while the numbers on bottom edge of the figure represent hours of the 24-hour day. The spikes and troughs in available personnel reflect the shift overlaps.

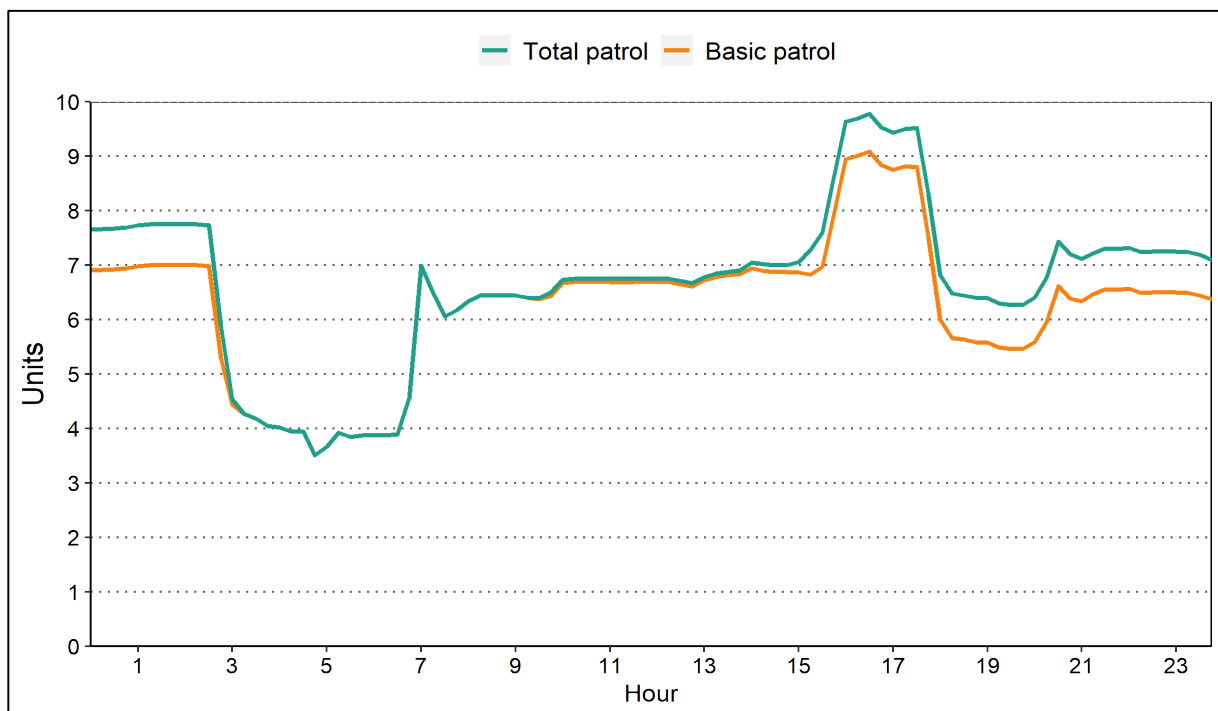
The police department's total patrol force deployed an average of 6.7 police officers per hour on weekdays, and 6.7 officers per hour on weekends during the 24-hour day in winter 2021. For the summer period, average deployment was 6.57 officers per hour on weekdays and 6.6 officers per hour on weekends during the 24-hour day.

It is important to note that this staffing level includes regularly scheduled off-duty personnel who were required to work in an overtime capacity to meet minimum staffing. As well, new officers assigned to the FTO program are logged into CAD vs. the Training Officer. As such, there are actually an increased number of officers in the field based upon the number of trainees working a given shift.

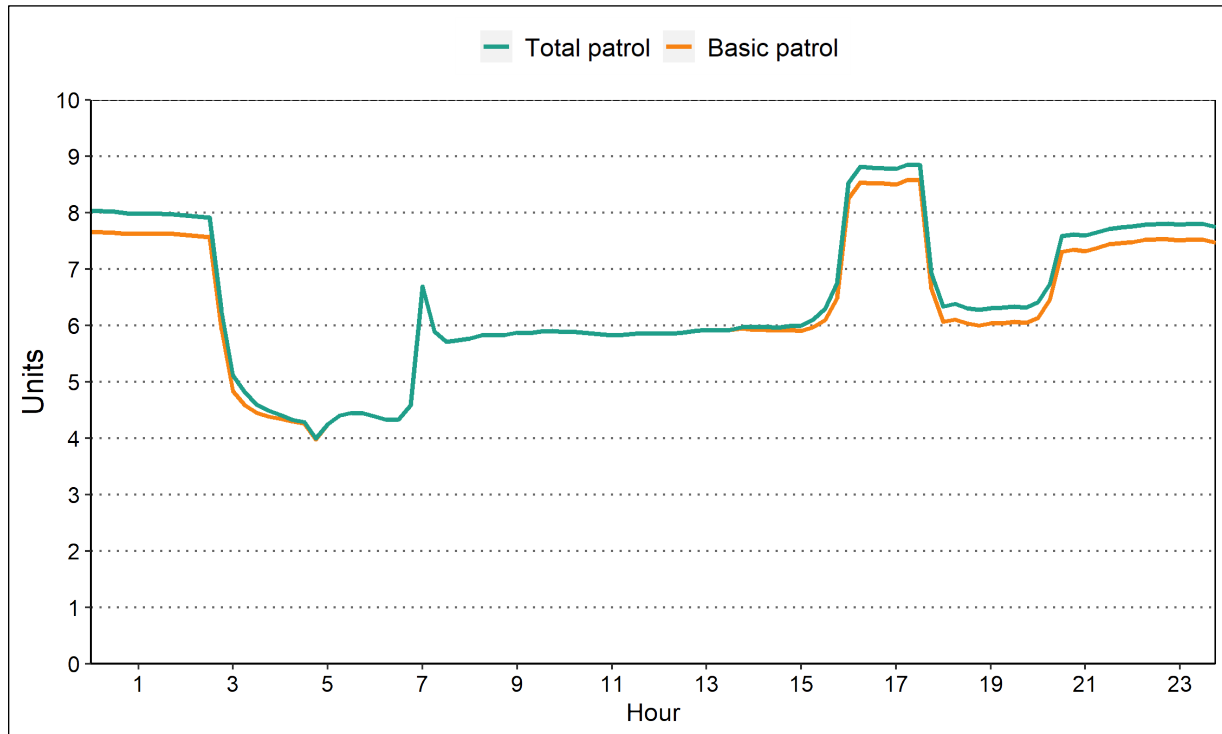
**FIGURE 4-5: Deployed Units, Weekdays, Winter 2021**



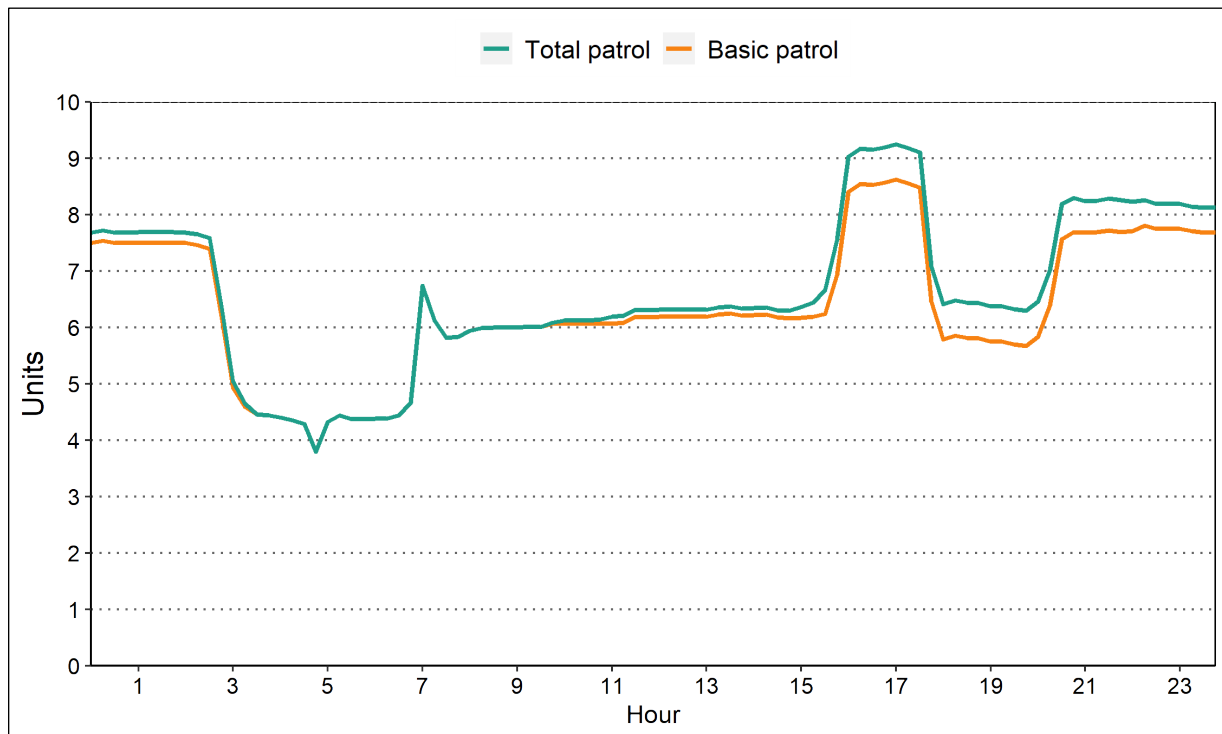
**FIGURE 4-6: Deployed Units, Weekends, Winter 2021**



**FIGURE 4-7: Deployed Officers, Weekdays, Summer 2021**



**FIGURE 4-8: Deployed Officers, Weekends, Summer 2021**



In Figures 4-9 through 4-16 which follow, we examine workload by source and activity. This enables an assessment of how the department and its patrol force is positioned to meet the

demands of calls for service while also engaging in proactive policing to combat crime, disorder, and address traffic issues in the community. We considered only those personnel who reported for duty rather than authorized staffing levels and distinguish the deployment and workload between winter and summer and between weekdays (Monday through Friday) and weekends (Saturday and Sunday). As with the prior figures, the spikes in deployment represent shift overlaps.

Specifically, figures 4-9, 4-11, 4-13, and 4-15 focus on deployment and workload. The numerical column on the left side of each figure represents the number of units; the numbers across the bottom of each figure represent the 24 hours of the day; and the colored sections within each diagram represent time committed by personnel to one of five activities: Community-Initiated Activity (orange); Officer-Initiated Activity (blue); Out-of-Service Activity (magenta); Directed Patrol Activity (Peach); and Uncommitted Patrol Activity (lime). The Added Patrol (dark green) represents K-9 units.

For example, in Figure 4-9, on the left side of the figure, at midnight, one can see there were approximately 8 units deployed. Of those, approximately 1.4 were committed to a community-initiated call for service, 0.6 were committed to a self-initiated activity, 1.6 were out of service (engaged in a non-call activity), and 4.4 were on routine patrol.

In Figures 4-10, 4-12, 4-14, and 4-16, we graph the saturation index. Patrol resources available are denoted by the dashed black line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available manpower will equal 100. The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above under *Rule of 60, Part 2*, this is the point at which patrol resources become largely reactive as CFS and workload demands consume a larger and larger portion of available time.

The data reveals that the PPD patrol function operates within the Rule of 60 threshold in both winter and summer, both weekdays and weekends. While there are periods that exceed 60 percent, these often correspond with periods of high non-call (out of service) activity. Again, we do not suggest that non-call activity is an unnecessary use of resources, we simply point out only that there is some discretion as to when this time is utilized, and opportunities may exist to more effectively manage its use.

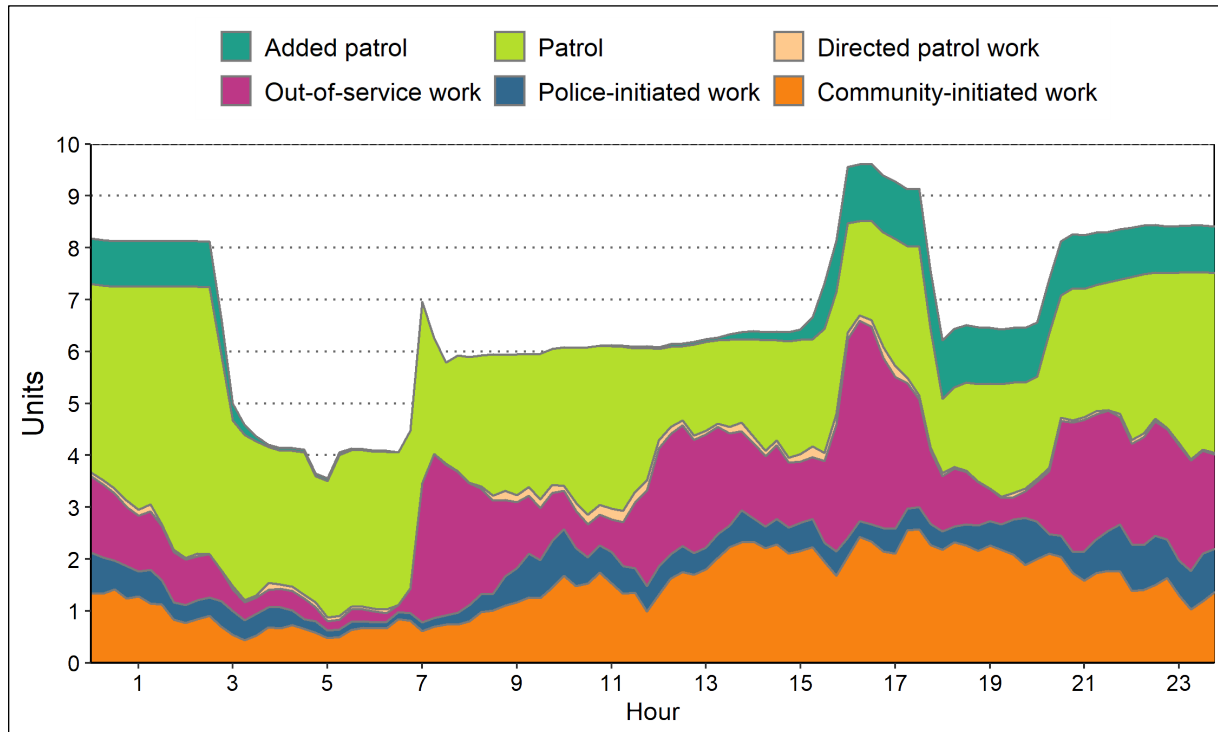
In summary, a review of the workload figures that follow shows that workload appears to be manageable with available resources. Still, a workload percentage of between 50 and 60 percent is a range where we often see a decline in officer initiative. As we summarize the patrol function, we will make staffing and deployment recommendations that, in combination, can lead to a reduction in this percentage and a workload that is more manageable.

The following are average workload percentages reflected in the figures that follow:

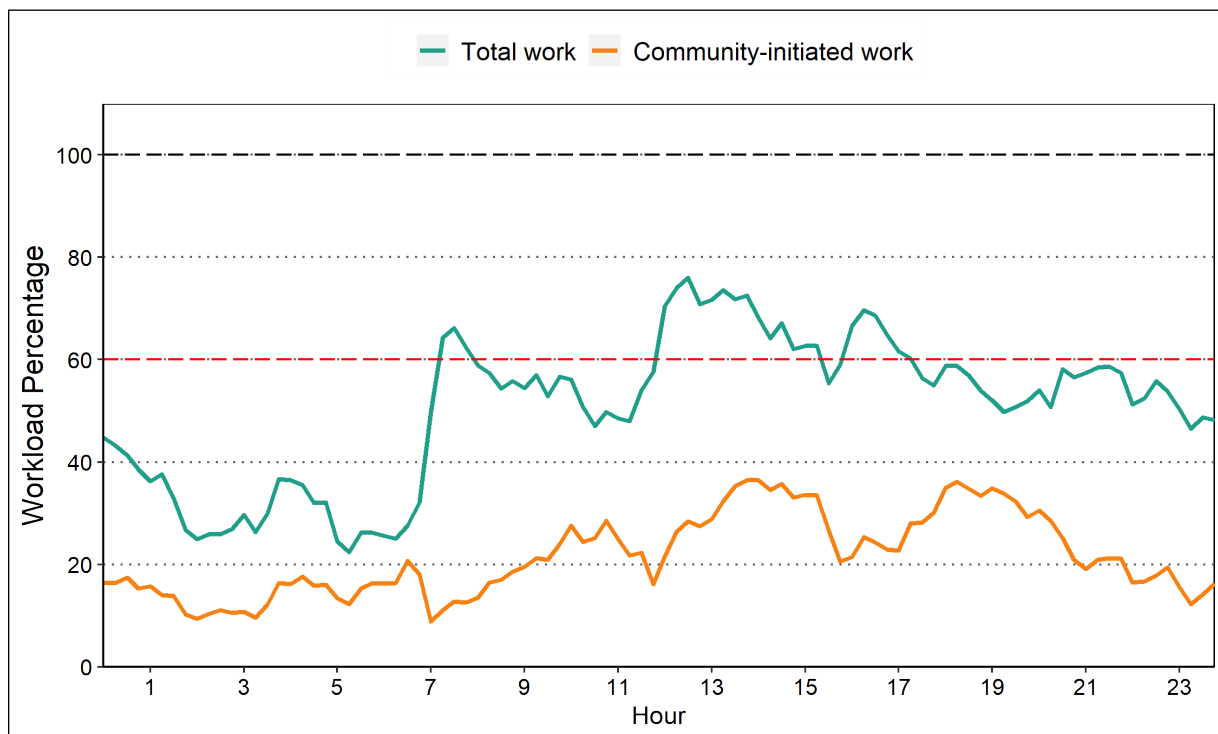
- Winter weekdays: Community initiated, 22 percent; all workload, 52 percent.
- Winter weekends: Community initiated, 22 percent; all workload, 49 percent.
- Summer weekdays: Community initiated, 26 percent; all workload, 51 percent.
- Summer weekends: Community initiated, 25 percent; all workload, 49 percent.



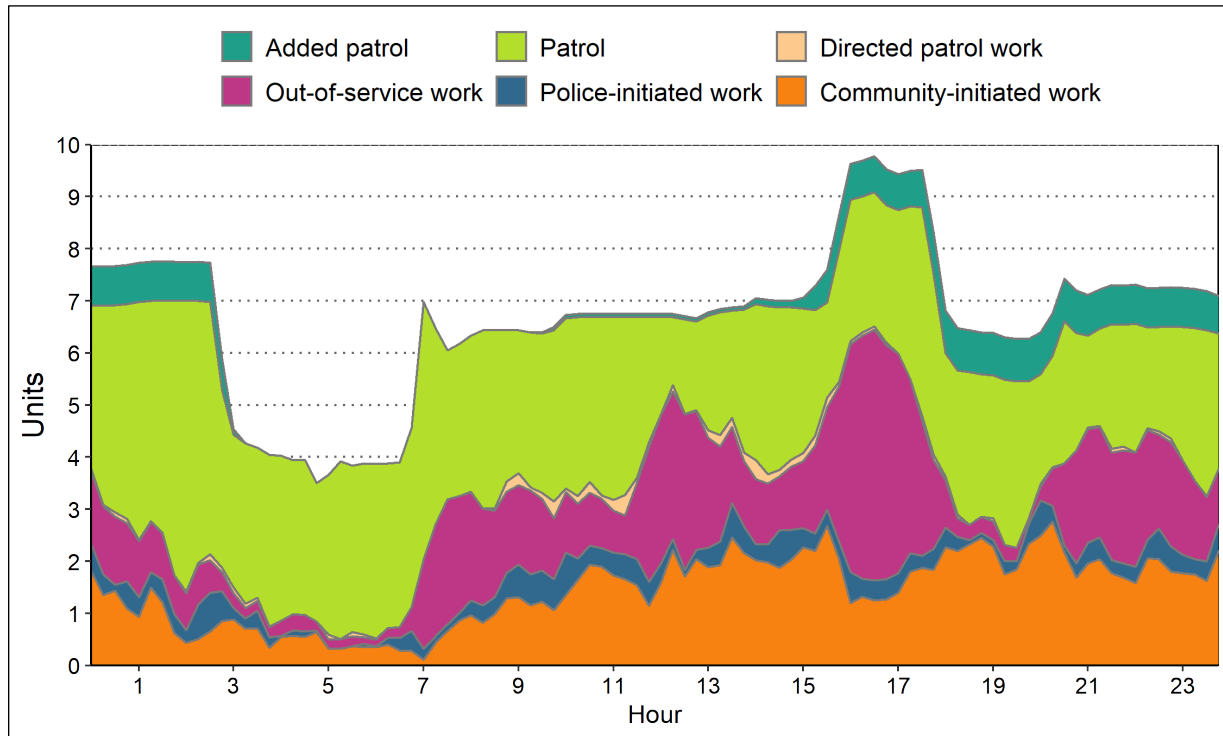
**FIGURE 4-9: Deployment and All Workload, Weekdays, Winter 2021**



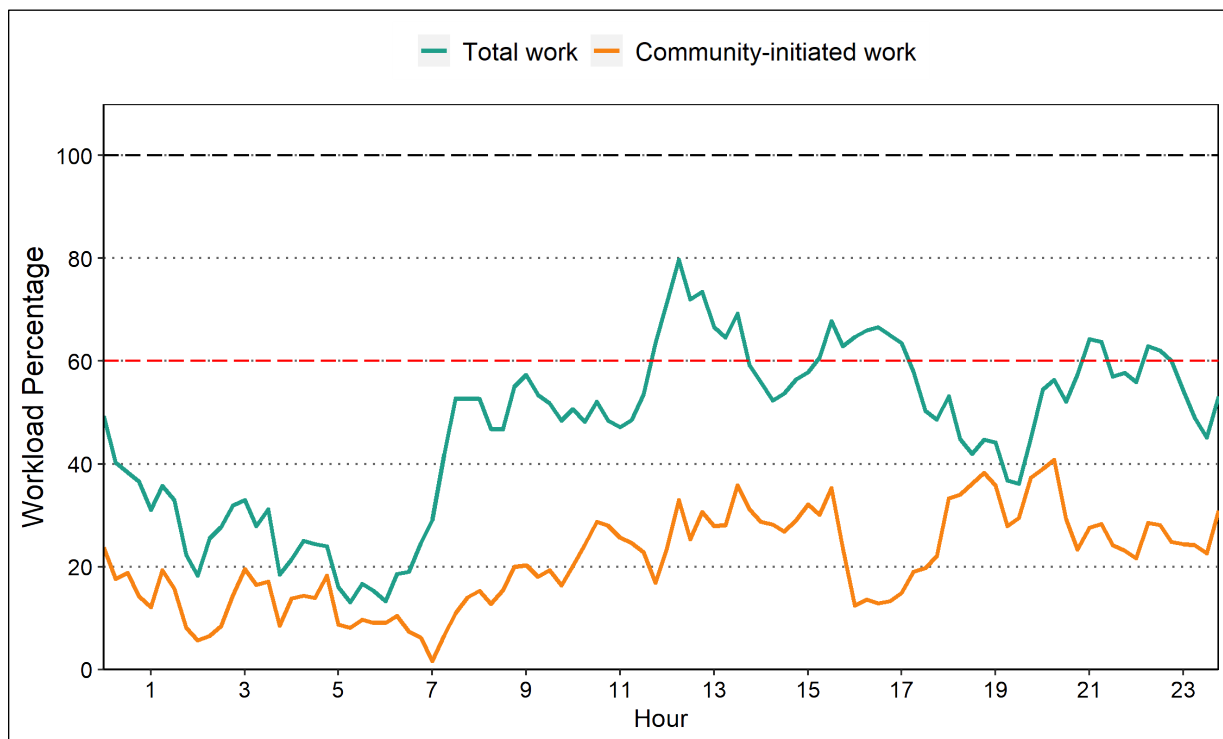
**FIGURE 4-10: Percentage of Workload, Weekdays, Winter 2021**



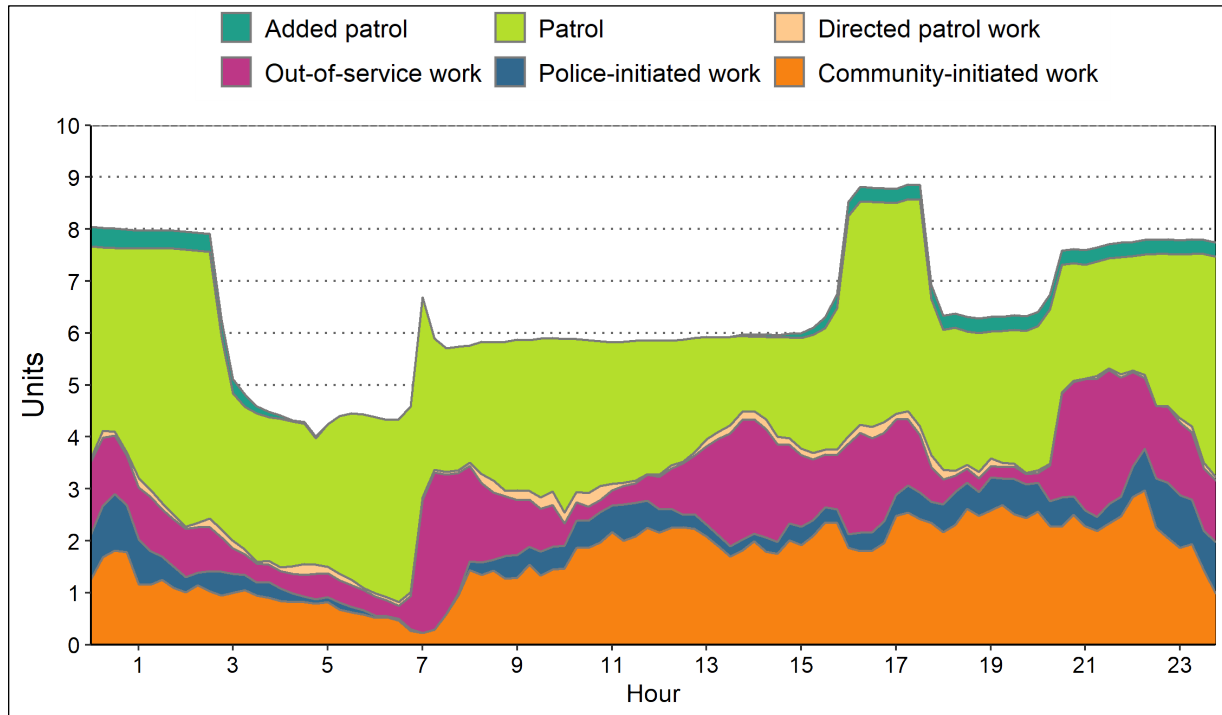
**FIGURE 4-11: Deployment and All Workload, Weekends, Winter 2021**



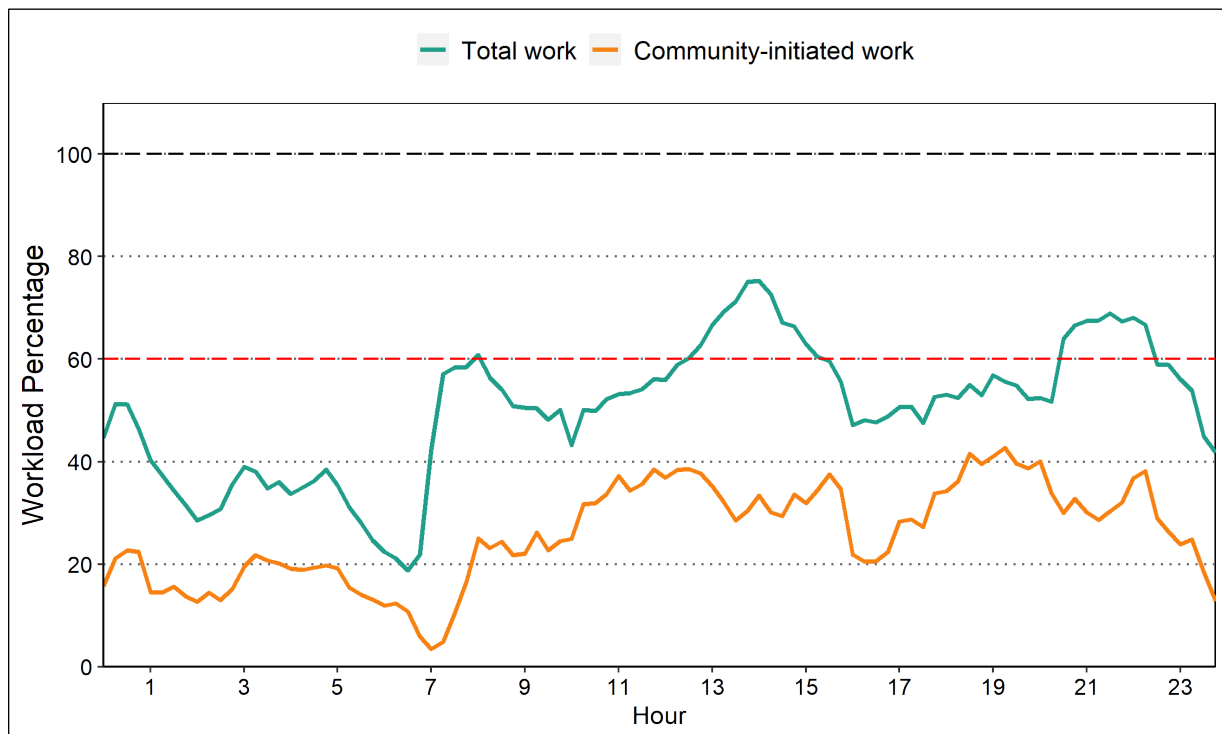
**FIGURE 4-12: Percentage of Workload, Weekends, Winter 2021**



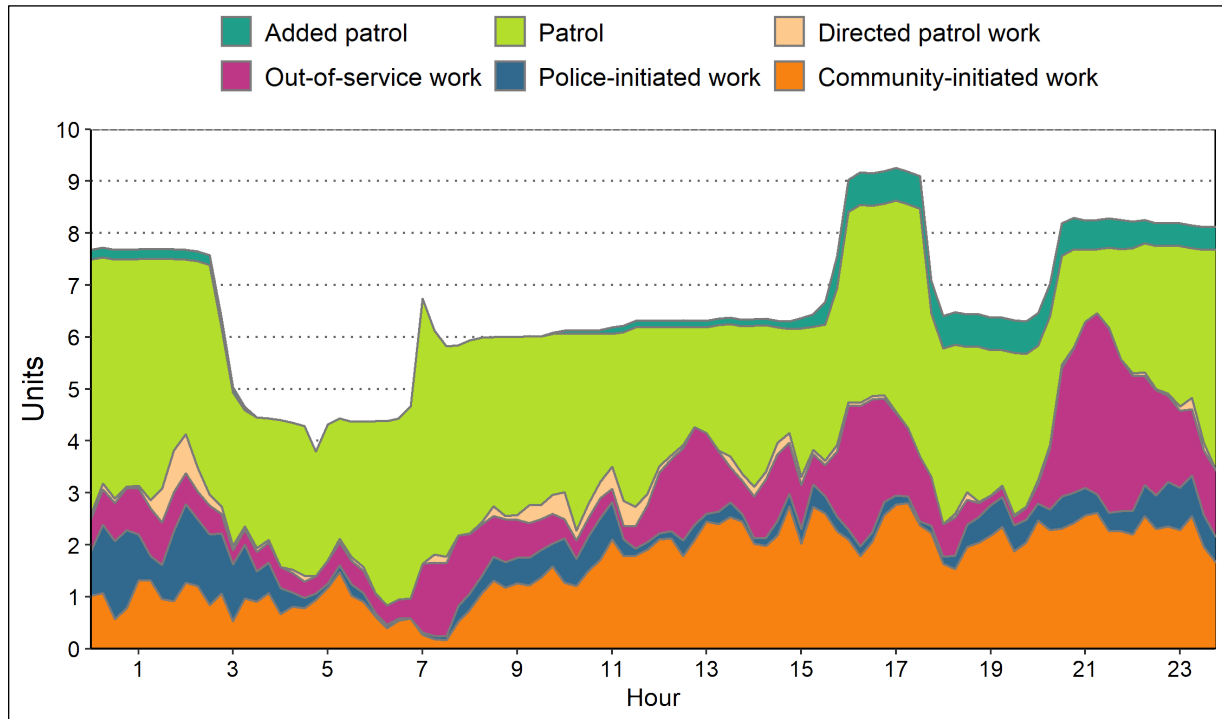
**FIGURE 4-13: Deployment and All Workload, Weekdays, Summer 2021**



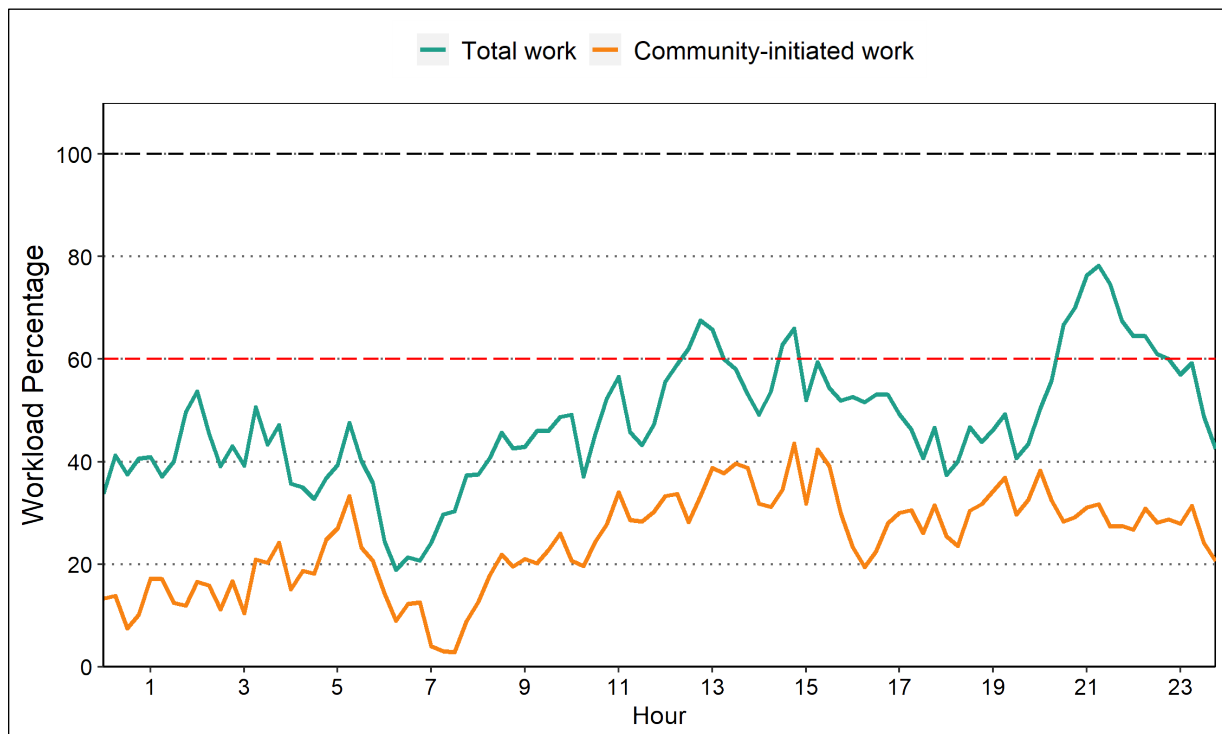
**FIGURE 4-14: Percentage of Workload, Weekdays, Summer 2021**



**FIGURE 4-15: Deployment and All Workload, Weekends, Summer 2021**



**FIGURE 4-16: Percentage of Workload, Weekends, Summer 2021**



## Patrol Deployment and Workload Demand Alignment

An examination of Figures 4-9 through 4-16 reflects that community-initiated service demands generally begin to pick up at about 8:00 a.m. daily, then taper off at 8:00 p.m. on winter weekdays, at 10:00 p.m. or later on winter weekends, and at about that same time as well on both weekdays and weekends in the summer. When we compare the demand to the presently available shift staffing and work schedule, we conclude that deployments reasonably align with community-initiated workload demand. Though patrol staffing is heavier during evening and early morning hours, additional resources such as traffic officers are generally available during daytime hours, if necessary. No changes are warranted.

## Response Time to High-Priority Calls for Service

Another important aspect of our workload assessment is an examination of response time to calls for service. Our focus here will be largely limited to high-priority calls for service, which are those calls that involve life-safety incidents and/or in-progress crimes. In Petaluma there are 60 call types that fall within the Priority 1 category. Additionally, we excluded police-initiated calls, calls lacking a unit identifier, and calls at headquarters. Once again, this data is limited those calls assigned to a patrol unit (patrol officer, K-9 unit).

In *Section 6, Support Services Division*, we will report on the Communications Center which is responsible for 911 dispatching and related services. There, we will provide extensive additional detail on call classification, call processing, and response times to all call priority levels. We encourage readers to review that section for additional details.

As noted, the department assigns priorities to all calls, with Priority 1 as the highest priority. The following table shows average response times by priority, in minutes. Here again, we will be focusing on Priority 1 calls, but provide the additional information for reference.

Also, we isolated injury accidents based upon their three CAD call classifications, all of which are Priority 1 calls. These include: *Traffic Accident Ambulance En-route*; *Traffic Accident Major Injury*; and *Traffic Accident Minor Injury*.

As you review the following table, for clarification, keep in mind that *Dispatch Processing* is the time that is elapsed from receipt of a call until a unit is assigned and dispatched. *Travel Time* is the time elapsed from the time that the officer is dispatched to the call until the time at which they arrive at the scene.

§ § §

**TABLE 4-10: Average Response Times, by Priority**

Priority	Time in Minutes			Calls
	Dispatch Processing	Travel Time	Response Time	
1	0.9	5.0	5.9	1,387
2	5.8	6.0	11.7	7,637
3	23.8	6.7	30.6	3,749
4	30.0	7.1	37.1	988
5	29.6	4.5	34.1	41
6	9.7	4.1	13.9	49
7	20.7	8.7	29.4	236
<b>Total</b>	<b>12.1</b>	<b>6.2</b>	<b>18.3</b>	<b>14,087</b>
<b>Injury Accident</b>	0.6	3.6	4.2	136

**Note:** The total average is weighted according to the number of calls within each priority level.

As noted, the travel time for Priority 1 calls is 5 minutes after dispatch (excludes injury accidents). That number is reduced for Priority 1 injury accident calls to 3.0 minutes. There may a variety of factors that lead to the longer response time for Priority 1 responses not involving an injury collision. These may include an emergency response (red lights and siren) that may not be appropriate for a response to many other Priority 1 call classifications and subsequently results in a longer travel period.

Nonetheless, the department should strive to reduce its response time for general Priority 1 calls to the range of 4 minutes. That, coupled with the dispatch processing period, would result in an overall response time of approximately 5 minutes. Additional staffing, or potentially reducing out-of-service time may serve to accomplish this. Ultimately, the community should have input into what is an acceptable response time to both emergency and non-emergency calls for service, and if a reduction is desired, the community must be willing to fund the necessary actions to accomplish this.

## Present Staffing Considerations Relative to Workload Demands

Establishing appropriate staffing levels is generally the most complex task in our evaluation of patrol operations. In so doing, we must rely upon data that we have extensively reported upon above as well as additional workload data provided by the department which we will include in this discussion. Additionally, we consider information derived from interviews that we conducted with department staff, and finally we draw upon our own experience leading organizations as well as conducting similar assessments of police agencies in California and across the country.

The major data sources that we examine for this discussion include:

- Community- and Police-Initiated Workload Data (Tables 4-4, 4-5, and 4-9).
- Deployment and Workload Percentages (Figures 4-9 through 4-16).
- Records Management System (RMS)-captured workload (Table 4-11, below).
- Average Response Time (Table 4-10).

First, we examine Community- and Police-Initiated Workload (Calls for Service). The department reported that a total of 40 officers were authorized in patrol, and while at present 36 positions were filled with a full-service officer, that number can fluctuate throughout the year. Hence, we

utilize authorized strength for this portion of the analysis. As such, these averages are skewed on the low-side, though are nonetheless useful for this discussion.

Based upon CAD data provided by the department for 2021 (Tables 4-4, 4-5, and 4-9), patrol officers (includes K-9s) responded to 16,217 calls for service from the public, conducted 10,205 self-initiated activities, and engaged in 10,203 non-call activities.

If one assumes every activity was handled equally and each patrol officer worked the equivalent of 161 eleven-hour shifts per year (assumes six weeks leave average), each of the 40 patrol-related officers:

- Served as the primary handling unit on about 405.4 calls for service from the public (2.5 calls per shift). This was an average daily time commitment of 74.75 minutes.
- Assisted on 405.4 calls for service from the public (2.5 per shift). Average daily time commitment of 74.75 minutes.
- Conducted 255.1 self-initiated activities (1.68 per shift), of which 51 percent were traffic enforcement stops. Average daily time commitment of 25.54 minutes.
- Assisted on 76.5 self-initiated activities (0.48 per shift). Average daily time commitment of 7.3 minutes.
- Engaged in 255.1 non-call activities (1.68 per shift). Average daily time commitment of 108 minutes.

Per officer, this amounts to an averaged total of 289.7 minutes, or just short of five hours per day.

Next, we consider deployment and workload percentages from Figures 4-9 through 4-16. These are the average workload percentages for the periods we examined:

- Winter weekdays: Community initiated, 22 percent; all workload, 52 percent.
- Winter weekends: Community initiated, 22 percent; all workload, 49 percent.
- Summer weekdays: Community initiated, 26 percent; all workload, 51 percent.
- Summer weekends: Community initiated, 25 percent; all workload, 49 percent.

This data establishes that workload demands generally fall within accepted standards established in the “Rule of 60” discussion. They are, however, higher on average than those of other agencies studied by CPSM (Table 4-7). And at a workload percentage that is in the 50 percent range, we often see a decline in officers’ self-initiated activity. Petaluma officers are in that territory. We will, in part, examine that as we look at arrests and citation numbers next.

Next, we look at workload captured by the records management system (RMS), including the total number of police reports written, arrests made, and the number of traffic and parking citations issued by the department in its entirety. These numbers were obtained from the department’s RMS and represent the workload of the entire department, not just patrol officers. Separating out just patrol officer number would be a cumbersome task and is unnecessary given the time involved in isolating patrol officer activity from all others. Here we credit patrol and K-9 officers with all workload, though some could be credited to other personnel as we will describe shortly. As such, the numbers are skewed on the high side. Once again, however, the numbers are useful for this discussion.

The following table reflects the total number of formal police reports, arrests and citation data for the past five years as reported by the department.

**TABLE 4-11: Written Reports, Arrests, Citations, Department-wide 2017–2021**

<b>Workload Data</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
Written Reports	6,130	5,583	5,230	4,404	4,416
Arrests	2,016	2,121	2,005	1,291	1,591
Citations - Moving	5,056	5,000	2,446	647	1,121
Citations - Parking	8,239	7,366	7,012	1,804	3,145

**Source:** Petaluma Police Department.

Consistent with crime rates depicted earlier in Figure 3-2, the workload captured in these activity categories has largely declined over this five-year period, with some exceptions. As we examine individual workload in more detail below, we will utilize the most current data from this table, that of 2021.

In 2021, department personnel wrote 4,416 formal police reports, made 1,591 arrests, issued 1,121 traffic citations, and 3,145 parking citations. As with our Call for Service analysis, if one assumes that every activity was handled equally and each patrol officer worked the equivalent of 161 shifts, each officer would have, on average:

- Written 110.4 police reports (0.69 per shift)
- Made 39.8 arrests (0.25 per shift)
- Issued 28 traffic citations (0.17 per shift)
- Issued 78.6 parking citations (1.08 per shift)

Again, these numbers are skewed on the high side, as not all activities were handled by patrol officers alone. For instance, patrol sergeants occasionally handle limited calls for service and engage in enforcement activities; CSOs commonly write police reports; Traffic officers write reports, make arrests, and issue citations; Parking Enforcement personnel write parking citations; and detectives write reports and make arrests.

As well, online reporting accounts for 536 of the total number of reports written in 2021. If all of these numbers were to be extracted, the per-officer numbers would be adjusted (reduced) accordingly. Nonetheless, the numbers provide a point of reference as to activity level and are useful in this discussion. We submit that this averaged level of activity per officer is not significant.

Workload reports reflecting individual officer call load and other relevant data such as this, produced on a monthly basis, would be a useful management tool for supervisors.

Finally, we examine response time (Table 4-10). This too is a factor in considering staffing and deployment requirements. In previous reporting, we noted that the travel time for Priority 1 calls was 5 minutes, or approximately 20 percent higher than optimal. As well, reflected in Table 4-10 we note that travel time to all priorities of calls averaged 6.2 minutes. When dispatch processing time is factored in, the average response time to all call priorities jumps to 18.3 minutes. This reflects that dispatch is holding at least some calls until units become available. As we previously noted, it is up to the city and its residents to determine if these response times are acceptable, and if not, additional staffing may be called for.



In summary, the workload demands at present appear to be met by authorized staffing, though we must point out that considerable overtime is required to meet minimum staffing levels. This is often caused by vacancies and/or trainees that most agencies face in this difficult time in policing. As we move on to the next sub-section, we will offer a reasonable solution to the issue of vacancies, one that Petaluma is presently using on a very limited basis.

## PATROL SUMMARY (LIMITED TO PATROL AND K-9)

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The Petaluma Police Department and its Patrol Services Division are to be commended for their efforts to engage the community in addressing crime and quality of life issues. Examples of this include their district policing model and the myriad of efforts directed toward the unsheltered population. Few agencies have such a robust suite of programs.

With regard to staffing, as we noted in the discussion on *Present Staffing Considerations Relative to Workload Demands*, above, the authorized (vs. actual) staffing appears to be well-positioned to manage present workload demands. However, the picture is clouded by the fact that considerable overtime (equivalent of four FTEs) is required to allow for that workload demand to be met and the conclusion drawn. The overtime expenditures are associated with vacancies and/or trainees.

The issues of vacancies and/or positions filled by trainees is problematic. In our discussion on minimum staffing levels, we suggested that the overtime expenditures amount to the equivalent of approximately four full-time police officers. Not only is that a significant expense, but the stress of overtime take its toll on officers over time. And but for the overtime expenditures, the workload percentages would increase sharply.

We previously noted that at present, of 40 authorized police officer positions, there are 32 full service officers, six in the Field Training Program, and three in the basic training academy. While in this reporting we have not yet examined the Field Training Program (we will shortly), we point out here that 25 newly hired officers were processed through that program over the past three years, or more than eight per year. This is not inconsistent with staffing challenges faced by many agencies today. In reality, Petaluma is better position than most as it is not carrying actual vacancies, at least at this moment. Nonetheless, the trainees account for 20 percent of the total workforce.

At present, the department is authorized to over-hire four police officer positions. While we strongly support the concept of over-hiring, we suggest that, given the actual numbers of trainees hired on an annual basis, and factoring in mandatory overtime to meet minimum staffing, that the department should be authorized to over-hire at the level necessary to meet staffing needs. In Patrol as well as the 911 Communications, which we will address later in our reporting, over-hire positions are vitally important in allowing the department to maintain staffing levels without adversely impacting its workforce through frequent mandator overtime as we previously addressed.

Overall, CPSM believes that the Patrol function is led by and includes a highly dedicated complement of personnel that well-serve the City of Petaluma. The following recommendations seek to further position Patrol to better serve the community.

### Patrol Recommendations

- Consider the addition of one new sergeant position to, where practical, assume responsibility for the vast number of collateral duty assignments assigned to patrol supervision, thus allowing

for patrol lieutenants and sergeants to more effectively supervise and direct 24/7 patrol deployments. (Recommendation No. 5.)

- Take targeted action to mitigate conditions that result in high call volumes at the city's five highest call volume locations. Under the supervision of the appropriate patrol sergeant, the responsibility for addressing the conditions that foster high call volumes should fall to the district's assigned police officers. (Recommendation No. 6.)
- Consider a proposed revision of the city's alarm ordinance, which was last updated in 1990, to better allow for the recovery of costs associated with repetitive responses to false alarms. (Recommendation No. 7.)
- Examine non-call activities (out-of-service time) for all Patrol Services Division assignments to ensure that the nature of the activities and the amount of time committed thereto is consistent with operational necessity and staff expectations. (Recommendation No. 8.)
- Develop a monthly workload report reflecting each officer's performance data to be provided to and utilized by supervisors as a tool to assist in evaluation of personnel. (Recommendation No. 9.)
- Increase the number of authorized over-hire positions to match actual need when vacancies are reasonably anticipated so as to reduce overtime and workload stresses in meeting minimum staffing. The additional over-hire positions will reduce staffing shortages associated with the approximately one-year span of time needed for recruitment, academy training, and field training to on-board a new officer. (Recommendation No. 10.)

## **PATROL SERVICES DIVISION SUPPORT UNITS / FUNCTIONS**

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In addition to the basic patrol force, five additional units / major functions are assigned to the Patrol Services Division in support of field operations. These are Community Service Officers; the Crisis Response Team; the Field Training Program; Fleet Services; and Community Health Outreach. We will address each of these separately in reporting that follows. Where applicable, and available data exists, we will provide workload information specific to each.

But first, as we previously noted, the department asked that in our examination of patrol workload, that we solely include patrol officers and K-9 units, which is reflected in the above analysis. We thought that a separate examination and workload analysis of the K-9 program may be of interest and value, and as such, we submit the following for consideration.

### **Canine (K-9)**

At present, the department has two K-9s, each assigned to a dedicated K-9 officer. Both dogs are cross-trained to perform both building searches and searches for fleeing suspects as well as in illicit drug detection. These are referred to as "dual-trained" dogs.

The department's K-9 program is regulated by Policy 318. This 10-page policy covers such areas as administration of the program, selection of handlers, training, deployment, and reporting. The policy was reviewed by CPSM and found to be consistent with best practices for such programs. Found within the policy is a reference to bomb detection capacity. Staff indicates that there has been some discussion on that, but at this time, this is not a capability of the unit.

## **Supervision / Staffing / Work Schedule**

A patrol sergeant serves as the supervisor of the K-9 program as a collateral duty to his assignment as a patrol shift supervisor. Two patrol officers are assigned as dedicated K-9 officers. The K-9 officers are responsible for 24/7 care of their assigned dogs.

The K-9 officers work swing shift (4:00 p.m. to 3:00 a.m.) with one assigned to each of the two patrol platoons to allow for seven-day-a-week coverage. They are also available on-call during their time off.

## **Training**

In this high-liability function, appropriate training is essential. The K-9 teams both attended the California Commission on Peace Officer Standards and Training (POST) Basic K-9 Handler Course and are certified by POST for both patrol and drug detection.

Continuing professional training occurs each Tuesday in four- or eight-hour segments totaling approximately twenty hours per four-week cycle. The eight-hour segment is conducted under the supervision of the department's contracted training provider, Golden Gate K-9. The individual K-9 handlers maintain training records.

The Sonoma County Sheriff's seven K-9 teams train alongside the Petaluma teams. This is an important aspect of the training curriculum as it ensures familiarity and consistency of practices in events where they work together in actual field responses. Other county agencies, including Santa Rosa, Rohnert Park, and Cotati, have K-9 programs. Their level of training participation varies.

This level and manner of training is consistent with or exceeds the level of training for law enforcement agencies across the country.

## **Tracking Software**

CPSM requested department workload data for the K-9 units. Data on workload and productivity is recorded on an Excel spreadsheet prepared and maintained by the individual handler. This lends itself to inconsistent record keeping with no detailed summary data reflecting year-over-year activity readily available.

Software programs designed for K-9 management, such as PackTrack, are available to record deployments, training, bites, and all activities associated with K-9 unit operations. Use of tracking software will allow for consistency of data collection and more readily available access to activity reports. Staff indicated that they are exploring tracking software options, which CPSM strongly recommends as it will improve the department's adherence to 21st Century Policing by using technology for internal department oversight of the unit.

## **Deployment**

In many agencies, K-9 units have limited responsibilities and are often held in "reserve" to respond to calls requiring a K-9 or to provide back-up support, which limits their involvement in a case. They rarely handle calls for service, write few crime reports, issue few traffic citations, and make few arrests. CPSM asserts that in all but the largest of agencies, and where K-9 calls are common, this practice leads to underutilization of a costly resource.

In Petaluma, Policy 318.3 addresses this issue. It states, "Canine teams should be assigned to assist and supplement the Patrol Division to function primarily in assist or cover assignments. However, they may be assigned by the watch commander to other functions, such as routine calls for service, based on the current operational needs."

The policy goes on to state, "Canine teams should generally not be assigned to handle routine matters that will take them out of service for extended periods of time. If such assignment is necessary, it should only be made with the approval of the Watch Commander."

The flexibility granted here is important and commendable. Next in this sub-section, we will examine workload to assist in allowing staff to assess if the K-9 resources are being utilized to the greatest benefit of the department.

### **K-9 Workload**

As we examine workload, we utilize two data sources. The first is data maintained by the K-9 units/supervisors as previously discussed in the sub-section on tracking software. The second, CAD data, will be presented in a similar format to that which we used in our patrol workload analysis. We begin with a discussion on calls where the K-9 unit's capacity was a specific need for the incident. This information is not captured in CAD, and was provided by the department.

The department reported that K-9 "Cash" responded to 25 such calls in 2020, and an additional 22 calls in 2021. And K-9 "Jax," who began service with his present handler in September 2021, responded to four such calls in the last four months 2021. In effect, combined, they responded to one call for service every two weeks where the K-9 capacity was a specific need for the incident. This is not a surprise for an agency of this size and reported crime rates. In our studies of similarly situated agencies across the country, CPSM finds similar response rates. It is for this reason that we routinely advocate for a much broader use of this costly resource and commend the department for doing so, as we will see in our next analysis of CAD workload data.

The information contained in the following tables was captured from CAD data, and prepared by CPSM's data analysis team. Once again, we would refer you to the Data Analysis report for additional detail. The following three tables reflect activity for calendar year 2021.

In 2021, the dispatch center recorded 1,998 calls that involved K-9 units. These numbers do not distinguish between the K-9 units acting as the primary unit vs. an assisting unit. Nonetheless, K-9 officers are engaged in a wide range of activities, as depicted in the following table.

**TABLE 4-12: K-9 Units' Calls and Workload by Category**

<b>Category</b>	<b>Calls</b>	<b>Work Hours</b>
Accident	54	42.9
Alarm	202	43.2
Assist community member	66	28.6
Assist other agency	89	47.0
Check	42	10.3
Crime-person	77	50.0
Crime-property	86	47.0
Disturbance	256	78.3
Investigation	217	134.5
Mental health	137	55.0
Miscellaneous	14	10.4
Quality of life	26	5.2
Suspicious incident	373	110.4
Traffic enforcement	93	27.5

Traffic stop	266	78.5
<b>Total</b>	<b>1,998</b>	<b>768.9</b>

The following table reflects activities by call initiator, community-initiated vs. police-initiated. Police-initiated does not distinguish between calls initiated by a K-9 officer, or those in which the K-9 officer is summoned to assist a patrol officer who himself/herself initiated the call.

**TABLE 4-13: K-9 Units' Calls per Day, by Month**

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	5.4	5.4	5.9	5.5	6.0	6.5	5.2	5.4	5.5	7.7	5.0	5.4
Police	1.8	2.2	1.9	2.0	2.1	2.7	1.7	1.7	1.7	1.3	1.2	1.8
<b>Total</b>	<b>7.2</b>	<b>7.5</b>	<b>7.7</b>	<b>7.5</b>	<b>8.1</b>	<b>9.2</b>	<b>6.8</b>	<b>7.1</b>	<b>7.2</b>	<b>9.1</b>	<b>6.2</b>	<b>7.2</b>
Workdays	30	26	28	28	26	28	18	14	15	15	20	14

It is clear from the data in these two tables that the K-9 units are utilized extensively and for a wide range of purposes. Their activity generally matches that of the broader range of patrol functions carried out by patrol officers. Unfortunately, the data does not distinguish between calls that were handled by a K-9 officer but which did not require the use of the K-9, and those that required the K-9. The use of K-9 software such as PackTrack would enable tracking of this kind of information. Nonetheless, the department is to be commended for utilizing this costly resource at an appropriate level.

Next, we examine non-call (out-of-service) activities. We note here that the combined out-of-service times are generally longer than that of the patrol officers. As with our reporting on patrol, once again we draw no conclusion as to whether this reflects an appropriate use of time. We leave this to the department to evaluate the appropriateness of these activities going forward, both in terms of the frequency and time encumbered.

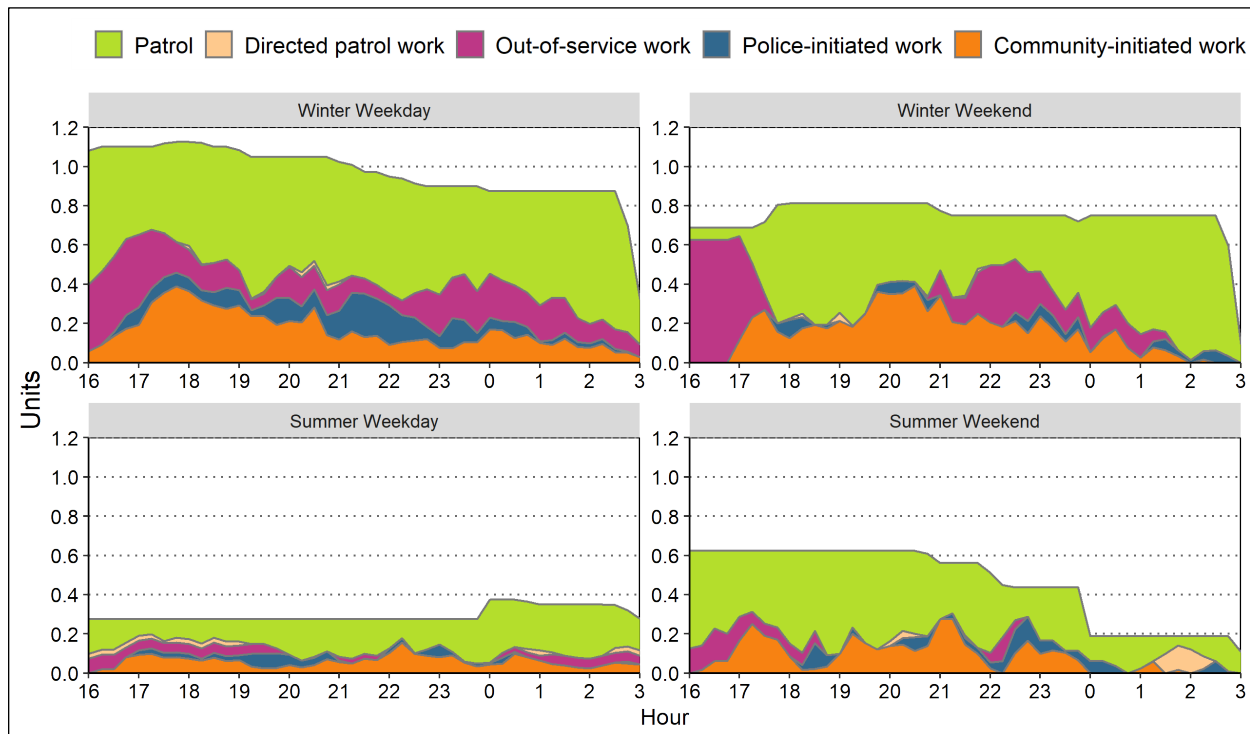
**TABLE 4-14: K9 Units' Non-call Activities and Occupied Times by Description**

Description	Occupied Time	Count
1019	73.9	16
1064	32.0	12
Briefing	85.0	77
Report writing	119.1	66
Training	87.9	20
Other	87.1	16
<b>Administrative - Weighted Average/Total Activities</b>	<b>92.4</b>	<b>207</b>
Personal - C7 – Break	92.7	94
<b>Weighted Average/Total Activities</b>	<b>92.5</b>	<b>301</b>

**Note:** Activities that lasted less than 30 seconds or over 8 hours were excluded.

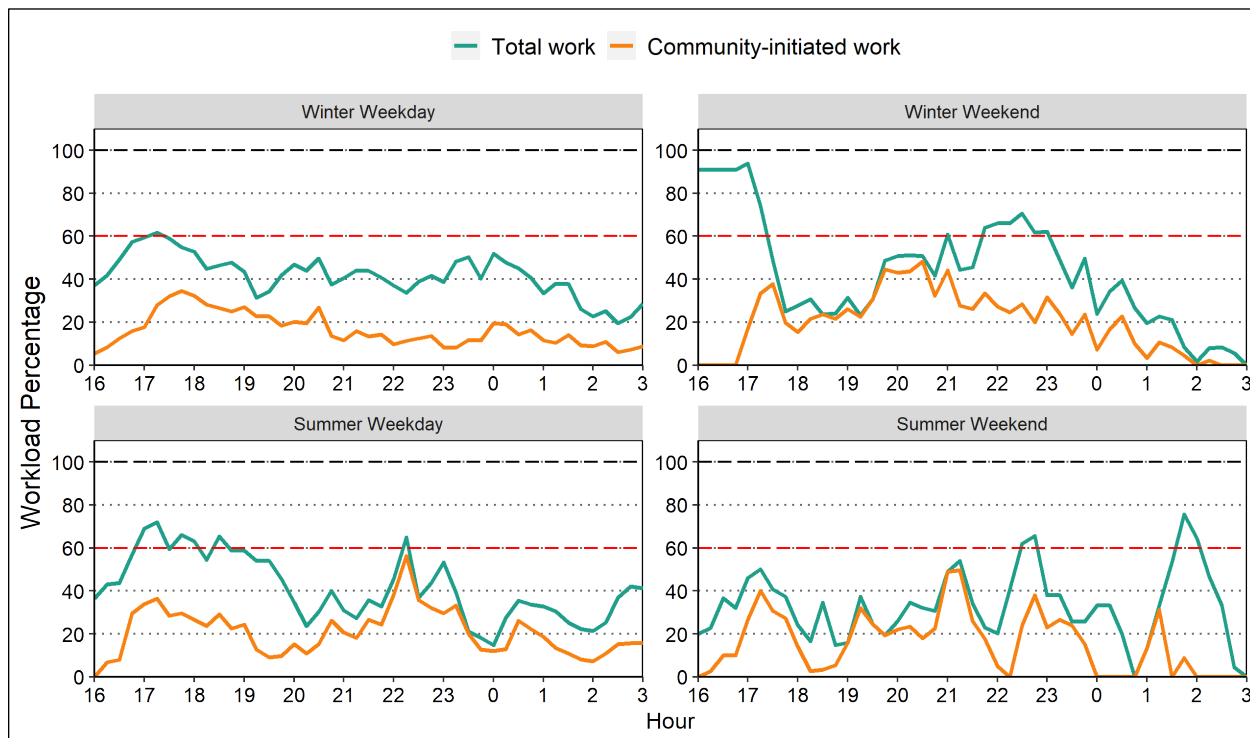
For the next two figures, the detailed workload analysis, we use the same two eight-week sample periods as utilized for the patrol workload analysis. The first period is from January 4 through February 28, 2021, or winter, and the second period is from July 7 through August 31, 2021, or summer. Based upon the K-9 officers' work schedule, our detailed workload analysis focuses on the hours between 4:00 p.m. and 3:00 a.m. Again, as can be seen in the figures, the K-9 units are active with workload percentages similar to those of the broader patrol force.

**FIGURE 4-17: Deployment and All Workload, K-9 Units**



**Note:** We limit this and the following graph to 4 p.m. to 3 a.m., as K-9 officers were mostly deployed during that period.

**FIGURE 4-18: Workload Percentage by Hour, K-9 Units**



## K-9 Unit Recommendations:

- Acquire technology to more effectively track K-9 deployments and workload to include information such as deployments, narcotic seizures, bites, training, etc. (Recommendation No. 11.)
- Examine out-of-service time for K-9 units to ensure that the amount and nature of that time is consistent with operational necessity and staff expectations. (Recommendation No. 12.)

## Community Service Officers (CSOs)

The Patrol Services Division is authorized three full-time Community Service Officers. They are normally scheduled for patrol deployment from 7:00 a.m. to 5 p.m., with seven-day-per-week coverage. At present, however, one of the positions is vacant and another is in month four of a five-month training program in the Communications Center preparing them to serve as an added asset to the Center when necessary.

The primary role of CSOs is to relieve sworn personnel by handling time-consuming, non-hazardous calls for service. CSOs investigate non-suspect police reports, assist with abandoned vehicle abatement, provide traffic control, investigate traffic collisions, and respond to community member requests both in the field and at the police department.

In addition to their routine patrol-related duties, CSOs are eligible to be members of the Crime Scene and Collision Investigation team and help during major investigations. This includes processing the scenes for evidence, drafting reports, and using 3D imaging equipment. At present, one CSO is certified to perform these functions. And as previously described, CSOs may be cross-trained in 911 / Dispatch to provide additional dispatch coverage and break relief when needed. CSOs, while not subject to being ordered in to fill mandatory overtime in the Communications Center, can volunteer to work an overtime position, thus preventing a dispatcher from being ordered in to work on their scheduled time off.

As an additional benefit of the CSO program, those CSOs who perform well in this role and are interested in serving as police officers can become a source of hiring to fill vacant positions. Their experience as a CSO will well-position them to become successful police officers. The present CSO vacancy results from such a transition and the former CSO is presently undergoing training to become a Petaluma police officer.

As mentioned, CSOs handle a variety of police services, thus freeing up police officers to engage in policing, district problem solving, and other crime prevention strategies. In the following tables we examine workload demands for the CSOs.

In the first table, consistent with our reporting methodology in reporting on patrol and K-9 units, we examine call activity for all of 2021.



**TABLE 4-15: CSO Calls and Workload by Category**

Category	Calls	Work Hours
Accident	196	142.7
Alarm	1	0.7
Assist community member	110	47.2
Assist other agency	18	11.4
Check	17	10.3
Crime-person	8	7.8
Crime-property	448	402.6
Disturbance	2	0.3
Investigation	347	242.6
Mental health	10	3.0
Miscellaneous	23	6.1
Quality of life	79	18.4
Suspicious incident	35	24.9
Traffic enforcement	338	75.4
Traffic stop	2	0.1
<b>Total</b>	<b>1,634</b>	<b>993.5</b>

In the following table we examine the average number of calls handled per month either as a primary unit or assisting unit. We note here that due to staffing and deployment considerations (i.e., 911 dispatch training), CSOs were unavailable 54 days during the one-year period.

**TABLE 4-16: CSO Calls per Day, by Month**

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	4.0	5.0	4.2	4.0	4.2	4.1	4.8	4.4	4.8	4.0	3.4	3.2
Police	1.7	1.1	1.3	0.9	0.9	0.9	1.2	1.2	1.1	0.9	0.7	0.8
<b>Total</b>	<b>5.7</b>	<b>6.1</b>	<b>5.6</b>	<b>4.9</b>	<b>5.1</b>	<b>5.1</b>	<b>6.0</b>	<b>5.6</b>	<b>5.9</b>	<b>4.9</b>	<b>4.1</b>	<b>4.0</b>
Workdays	23	25	29	28	27	27	29	31	20	23	24	25

The next table examines, as we did previously for patrol and K-9, non-call (out-of-service activities).

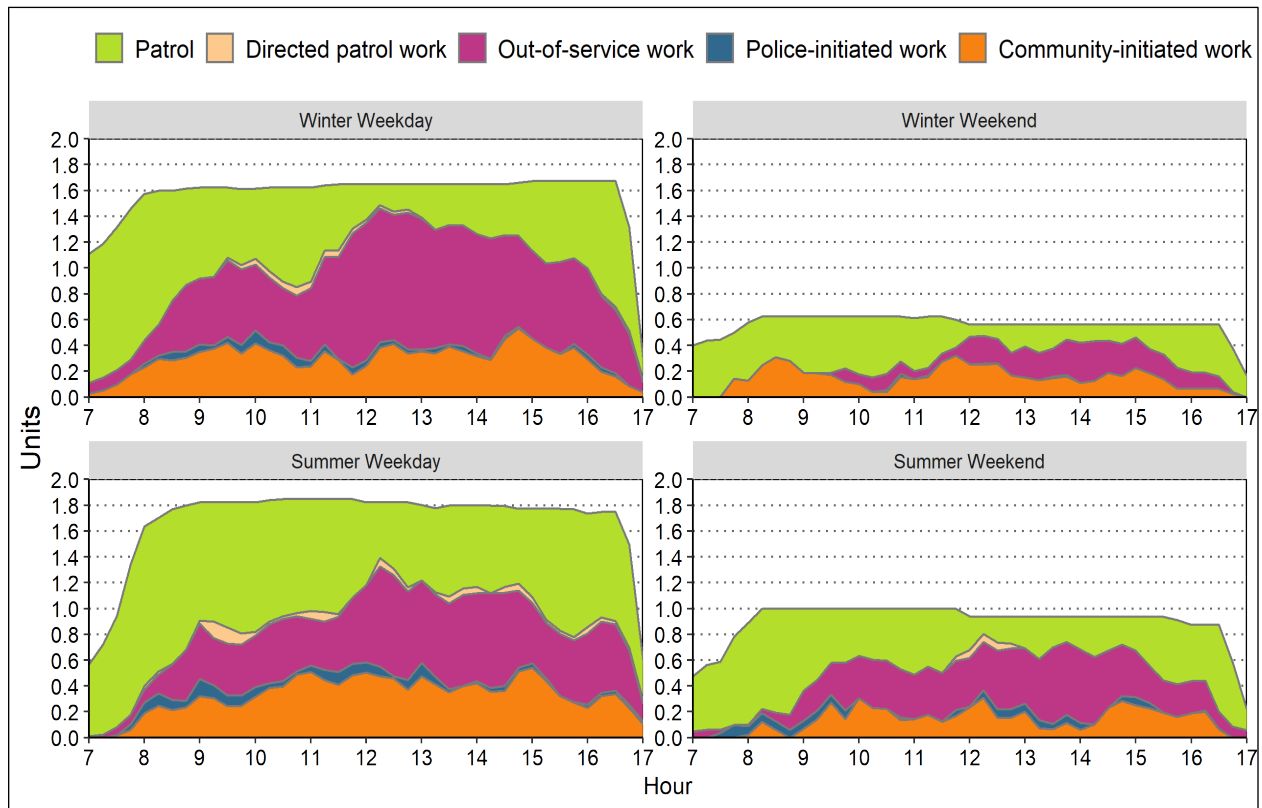
**TABLE 4-17: CSO Non-Call Activities and Occupied Times by Description**

Description	Occupied Time	Count
1049	47.6	78
1064	34.9	19
Briefing	90.2	19
Meeting	91.9	15
Training	89.8	557
Other	57.5	15
<b>Administrative - Weighted Average/Total Activities</b>	<b>83.0</b>	<b>703</b>
Personal - C7 - Break	68.6	391
<b>Weighted Average/Total Activities</b>	<b>77.8</b>	<b>1,094</b>



As with both patrol and K-9 units, the amount of out-of-service time is not insignificant. That is reflected by the magenta-colored portion of the graphic in the next figure. The next two figures reflect workload from 7:00 a.m. to 5:00 p.m., the CSO's normal work schedule.

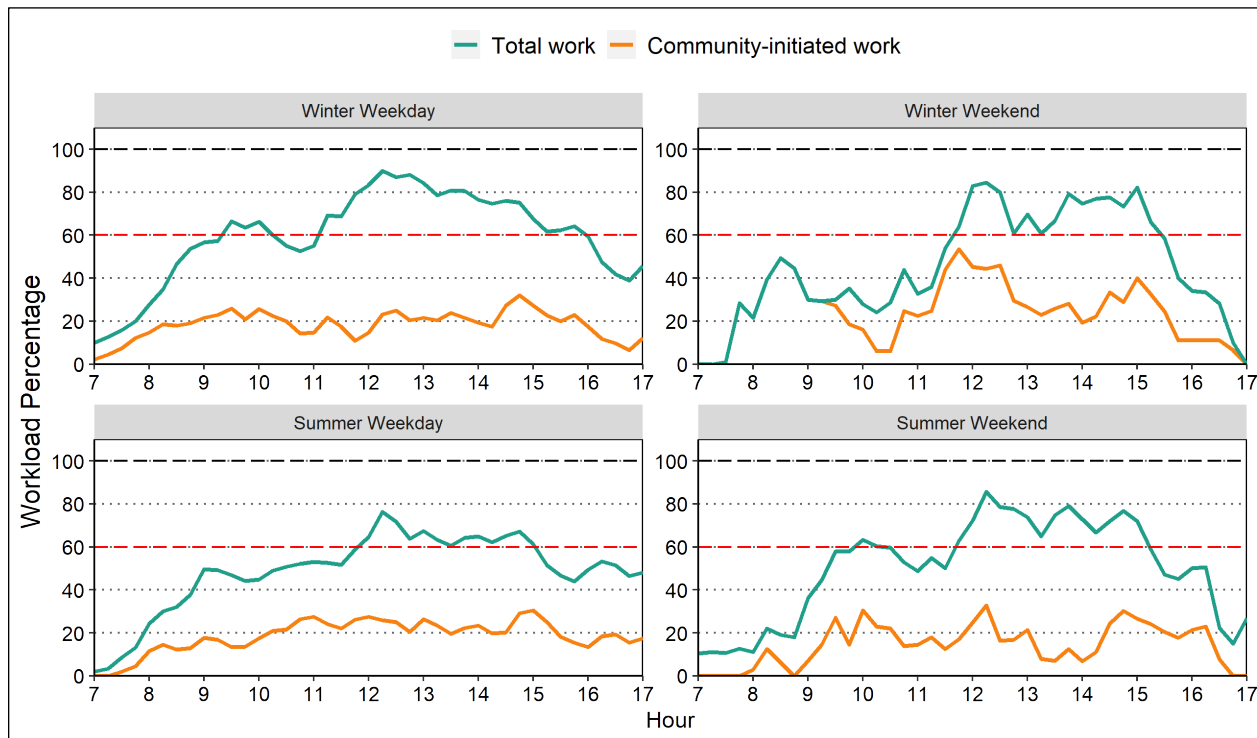
**FIGURE 4-19: Deployment and All Workload, CSO Units**



Next, we show workload percentage by hour. As we previously mentioned, the Rule of 60 does not apply to CSOs.

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**FIGURE 4-20: Workload Percentage by Hour, CSO Units**



Figures 4-19 and 4-20 are somewhat surprising. There appears to be a limited amount of workload resulting from community-initiated activity, and out-of-service time exceeds that spent on community-initiated activity. This may reflect that the CSOs are being underutilized or that the staffing exceeds workload demands and that the resource may be better utilized in another assignment.

The following are average workload percentages reflected in the figures above:

- Winter weekdays: Community initiated, 19 percent; all workload, 60 percent.
- Winter weekends: Community initiated, 26 percent; all workload, 47 percent.
- Summer weekdays: Community initiated, 20 percent; all workload, 49 percent.
- Summer weekends: Community initiated, 15 percent; all workload, 51 percent.

The value of CSOs cannot be overstated. As mentioned, they can handle a myriad of duties that would otherwise encumber officers. In reporting on the Rule of 60, we discussed the need for officers to have at least 40 percent of their time unencumbered for proactive patrol and neighborhood problem solving. That is not the case for CSOs. As such, in that sense, and for their limited role, they provide added value as compared to that of a police officer position.

However, in this case as we mentioned above, CSOs appear to be either underutilized or overstaffed for the workload demand. We encourage the department to further examine this issue, and if appropriate, expand CSOs' duties in patrol or reallocate one or more of these positions to another department assignment.

## Community Service Officer Recommendations:

- Examine usage of out-of-service time by CSOs to ensure that the amount and nature of that time is consistent with operational necessity and staff expectations. (Recommendation No. 13.)
- Examine CSO duties and workload to ensure that they are being fully utilized, and if appropriate, expand their duties or reallocate one or more positions to another department assignment. (Recommendation No. 14.)

## Crisis Response Unit (CRU)

The Crisis Response Unit (CRU) is charged with responding to critical incidents where specialized training and equipment may be required to facilitate a safer outcome. Such incidents may include, but are not limited to, an active shooter, a hostage situation, a high-risk search warrant entry, the search for an armed and dangerous suspect, civil unrest, or a suicidal individual. The CRU is a designated Level II team. Level II teams have both containment and intervention capabilities.

While these situations are limited in most cities of the size and demographic of Petaluma, police agencies must be prepared to respond when these situations occur, and delays in a response (such as waiting for outside agency resources) can lead to adverse outcomes, including the loss of life.

The CRU is made up of three elements: Special Weapons and Tactics (SWAT), Hostage Negotiation Team (HNT), and the Tactical Dispatch Team (TDT).

Staffing of the CRU is a collateral duty assignment. Members of the unit have permanent assignments throughout the department, and come together as a team when CRU is called into service. The staffing is as follows:

**TABLE 4-18: Crisis Response Unit Staffing**

SWAT	
Lieutenant (Commander)	1
Sergeant (Team Leader)	2
Assistant Team Leader	1
Team Members	15
Sniper Element	4
HNT	
Lieutenant (Commander)	1
Sergeant (Team Leader)	1
Assistant Team Leader	1
Team Members (Negotiators)	5
TDT	
Communications Supervisor	1
Dispatchers	5

**Note:** One individual serves as the commander of both SWAT and HNT.

## Policy

Policy 408 addresses CRU operations. The policy is ten pages in length and is written to comply with the California Attorney General's Commission on Specialized Weapons and Tactics (SWAT) report and the Commission on Peace Officers Standards and Training (POST) 2005 SWAT Operational Guidelines and Standardized Training Recommendations. CPSM reviewed this policy and found it to be consistent with best practices.

## Training

### SWAT

SWAT training occurs once per month and involves a ten-hour training session. The sessions alternate monthly between firing range and core team competencies. The sniper element trains with the core SWAT team, and has an additional ten-hour training day for sniper specific duties.

### HNT

The Hostage Negotiation Team trains once every six weeks. Training cycle consists of outside training (CAHN conferences, agency-hosted incident debriefs) and in-house (team-specific, joint SWAT-HNT training ops) training for 10 hours per training day.

### TDI

The supervisor and five Communications Center dispatchers are certified as Tactical Dispatchers; they have completed a 40-hour POST-approved Tactical Dispatcher Course.

In keeping with best practices, all training records are maintained by the Training Section in the LEFTA System.

## Deployments

As we previously noted, the number of annual responses is generally limited. Over the past three years, the CRU has deployed 14 times. The following is a summary of those responses by year.

### 2019 – 3 deployments

- Murder suspect arrest/search warrant.
- Barricaded armed felony domestic violence suspect.
- Shooting with suspect barricaded.

### 2020 – 7 deployments

- Armed robbery and assault with deadly suspect arrest and search warrant.
- Barricaded burglary suspect.
- Civil unrest/protest.
- 3 mutual aid assists (Santa Rosa) for civil unrest/protests.
- Criminal threats, suspect barricaded with shots fired .

### 2021 – 4 deployments

- Armed robbery suspect arrest/search warrant.
- Barricaded felony domestic violence suspect holding victim hostage.
- Mutual aid assist (Santa Rosa), barricaded murder suspect arrest/search warrant.
- Search for armed robbery suspect in open area/business district.

The nature and frequency of these types of deployments are consistent with agencies of this size and community demographic. No recommendations are offered.

## Field Training Program

Once new officers graduate from the academy, they enter the department's Field Training Program. It consists of direct supervision, training, and evaluation that requires the new officer to complete four phases of training "in the field." The field training program is intended to facilitate an officer's transition from the academic setting (academy) to the performance of general patrol duties.

Although an officer who has graduated from the academy has received a thorough introduction to basic law enforcement subjects, that officer cannot be expected to immediately assume the full patrol responsibilities of an experienced officer. Newly assigned officers must receive additional training in the field where they can learn from officers who have a great deal of practical patrol experience. The program introduces a newly assigned officer to the personnel, procedures, policies, and purposes of the department.

Field Training Officers (FTOs) serve as role models for new recruits and shape their behavior and understanding of the PPD vision, philosophy, and operational processes. FTOs have the dual responsibility of providing police service in their assigned beats while conducting training and evaluations for new officers.

The California Commission on Peace Officer Standards and Training (POST) establishes training standards/mandates for certification of police officers and other related positions (e.g., 911 Dispatchers) throughout the State of California. This includes training for newly hired officers, continuing professional training (CPT) for tenured officers, and supervisory and management training through various levels throughout the organization, including Chief of Police.

To assist in the standardization of training for newly hired employees, POST published a 96-page guide referred to as Field Training Program Guide – Transition to Becoming an Effective Patrol Officer, last revised in 2014. The guide establishes minimum training standards as well as standards for Field Training Officers charged with guiding and evaluating these new police officers. As encouraged and appropriate, the Petaluma Police Department adopted this guide format, with their last revision dated 2020.

As noted, the guide provides minimum standards which must be met to ensure that an agency's Field Training Program (FTP) complies with POST standards and ensures that trainees meet certification standards. Agencies are free to extend the training requirements beyond POST minimum standards. For instance, POST requires a 4-phase / 13-week Field Training Program period, but agencies can and do demand more. That is the case in Petaluma where the FTP is 20 weeks in duration. Yet another example is a POST requirement that FTOs have a minimum of two years of law enforcement experience, while Petaluma requires four years of experience prior to serving as an FTO.

The Petaluma Field Training Program is supervised by a patrol sergeant who is assigned in a collateral duty capacity. A patrol lieutenant serves as the FTO Coordinator, also in a collateral duty capacity. At present, there are three full-time Training Officers, and ten additional officers who are certified to serve as training officers as demand dictates.

Over the past three years (2019–2021), 25 trainees have entered the Field Training Program. Of these, 19 were successful in completing the program; a success rate of slightly more than 75 percent. Four of the six that failed did so in 2019, a failure rate of 66.67 percent that year. This

failure rate is alarming. CPSM inquired as to why the failure rate was so high that year, and staff indicated that no specific reasons were identified. (Present FTO leadership staff were not affiliated with the program in 2019.)

Comparing the number of trainees in the FTO program and the number who successfully complete the program as well as the reasons for failures can provide insight into the quality of training and any trends in trainee shortcomings. Contrasting, comparing, and analyzing this information can assist the department in strengthening its program.

At present, there are six trainees in the program. All are reported to be performing well. As we previously noted, there are three officers presently undergoing basic training in the police academy. They will enter the Field Training Program upon completion of the academy.

By happenstance, POST auditors were present at the department simultaneously to the CPSM assessment team to conduct a routine compliance audit. POST will prepare a compliance report and forward it to the department for review independent of the CPSM assessment and CPSM report.

While the focus here has been on newly hired police officers, some agencies have developed a training manual for new police sergeants. One agency in particular, the Carlsbad, California, Police Department, has an excellent manual for new sergeants. The focus is on administrative responsibilities such as handling reports of officer injuries, handling personnel complaints and conducting internal investigations, preparation of performance evaluations, responses to a building system failure during non-business hours, staff notifications of critical incidents, and the list goes on. Included in the manual are sample documents and step-by-step procedures where such are appropriate. Staff reported that they are working on such a manual for Petaluma, and we commend them for this effort.

This is an excellent tool for new sergeants who often work as the highest-ranking officer on duty in the department. And in the case of Petaluma, where five of the six patrol sergeants have less than two years supervisory experience, such a manual may prove invaluable.

## Field Training Program Recommendations:

- Contrast and compare Field Training Program successes and failures to assist the department in strengthening its field training program. (Recommendation No. 15.)
- Continue efforts in the development of a training manual for newly promoted supervisors focusing on administrative duties and building system operations. (Recommendation No. 16.)

## Community Health Outreach

To address the needs of those in Petaluma who are unsheltered, suffer from mental illness, and/or are afflicted by substance abuse, the City of Petaluma has formed partnerships with various community-based organizations (CBOs) to coordinate the delivery of services designed to ameliorate these conditions. In the police department, the day-to-day coordination of the department's efforts falls upon the Patrol Services Division and specifically, a patrol lieutenant.

In this coordinated effort, there are several CBOs that the department works with including the Downtown Community Impact Response Team, the Committee of the Shelterless, and Sober Circle. This effort includes weekly meetings between the police lieutenant and representatives of each of these organizations with the objective of coordinating the response of each to

maximize the service delivery outcomes and address any issues that would compromise the effort to do so. We would submit this is a prime example of the 21st Century Policing pillar on Community-Oriented Policing and Crime Reduction to co-produce public safety.

While the efforts of the CBOs are beyond the scope of this assessment, a relatively new effort, Specialized Assistance for Everyone (SAFE), is being undertaken. SAFE is intended to significantly expand services to this population, and more importantly for this discussion, form a public/private partnership designed in part to reassign service demands from the police and fire departments to a CBO. Below, we will more deeply examine this partnership.

As well, while the computer-aided dispatch (CAD) system does not collect workload data for the previously discussed CBO's, there is limited collection of workload data for this new partnership. As such, we will strive to provide a look at what can only be described as limited data as other non-CAD workload is not captured or reflected here. Nonetheless, it will be of interest to examine, and we will do so below.

### **Specialized Assistance for Everyone (SAFE)**

The detrimental impacts of the health and safety issues associated with the unsheltered on both individuals and neighborhoods are well documented. For too long, law enforcement has been called upon to address this societal issue, frequently through enforcement of violations of laws associated with behaviors common with this population. These include trespassing, vagrancy, substance abuse, and a variety of indecent behaviors that pose risks to the unsheltered population and degrade and threaten the quality of life for a community's residents and businesses. For decades, communities have struggled with this growing issue. The impact on police, fire, and emergency medical services (EMS) is significant.

In an effort to address this, the City of Petaluma and the Petaluma Police Department examined programs in place in other agencies across the country. Upon evaluation of a variety of programs, the city determined that a program modeled after the CAHOOTS (Crisis Assistance Helping Out on the Streets) program in place in Eugene, Oregon, for more than 30 years would potentially be a beneficial program to implement in Petaluma.

After extensive preparation, on July 1, 2021, a contract between the City of Petaluma and Petaluma People Services established the Specialized Assistance for Everyone Team (SAFE) in an effort to address this growing problem. Working in conjunction with a variety of supporting partners including the police and fire departments, SAFE services center on the following:

- Emergency response for issues relating to mental health, addiction, and the unsheltered.
- Non-emergency response for people in need.
- Proactive community outreach.

The SAFE team is staffed 24/7. Operating out of a former ambulance converted for SAFE use, the team responds to select calls for service received at the police 911 dispatch center as well as other sources. The response may be exclusively handled by SAFE, or as a co-response with police, fire, and/or EMS. A Patrol Services Division lieutenant serves as the point of contact between the police department and SAFE for police-related matters.

We make clear here that it is not our intent to conduct an analysis of a program which we believe has value, but is in its infancy. Rather, we have examined and report below on data collected from the department's CAD system to assist the city and police department in helping to evaluate the effect of the program on police department operations in this early stage.



As we examine this data, it is important to note that SAFE began operations on July 9, 2021, with limited hours of service, expanding those hours to 24/7 coverage in the fourth quarter of the year. As well, additional data on SAFE workload can be found in the Data Analysis section Assessment. The ongoing implementation of community-oriented solutions to impact crime and quality of life are emblematic of PPD's long-term commitment to 21st Century Policing.

#### SAFE Call Data

Between July 9, 2021, and December 31, 2021, the dispatch center recorded 1,785 events that involved SAFE units. After excluding zero-time-on-scene events, 1,665 calls were included in the analysis. During this period, the dispatch center also recorded activities assigned to SAFE units that were not assigned a call number. 121 non-call activities were included in the analysis.

This section gives an overview of the number of calls, non-call activities, and workload for SAFE units. The information is provided for consideration only. CPSM did not conduct an in-depth assessment of this program, which is in its initial stages. The information is provided in the same format as that which we provided for patrol, K-9, and CSOs.

**TABLE 4-19: SAFE Unit Calls and Workload by Description**

Description	Calls	Work Hours
Check the welfare	25	19.0
Disturbance family	6	4.9
Disturbance unwanted guest	10	4.7
Foot patrol	11	5.6
Loitering	12	6.4
SAFE combined event	14	15.0
Specialized Assistance for Everyone (SAFE)	1,496	1,121.3
Suspicious person	7	2.1
Miscellaneous	84	52.8
<b>Total</b>	<b>1,665</b>	<b>1,231.8</b>

**TABLE 4-20: SAFE Unit Non-call Activities and Occupied Times by Description**

Description	Occupied Time	Count
1049	30.9	22
Meet	88.2	14
Other	63.1	12
<b>Administrative - Weighted Average/Total Activities</b>	<b>55.6</b>	<b>48</b>
Personal - C7 - Break	46.4	73
<b>Weighted Average/Total Activities</b>	<b>50.0</b>	<b>121</b>

**TABLE 4-21: SAFE Unit Calls per Day, by Month**

Initiator	Jul	Aug	Sep	Oct	Nov	Dec
Community	6.3	6.7	8.3	9.5	8.6	10.1
Police	2.3	2.1	1.7	0.5	0.3	0.5
<b>Total</b>	<b>8.6</b>	<b>8.8</b>	<b>10.0</b>	<b>10.0</b>	<b>9.0</b>	<b>10.5</b>
Workdays	23	30	30	31	30	31

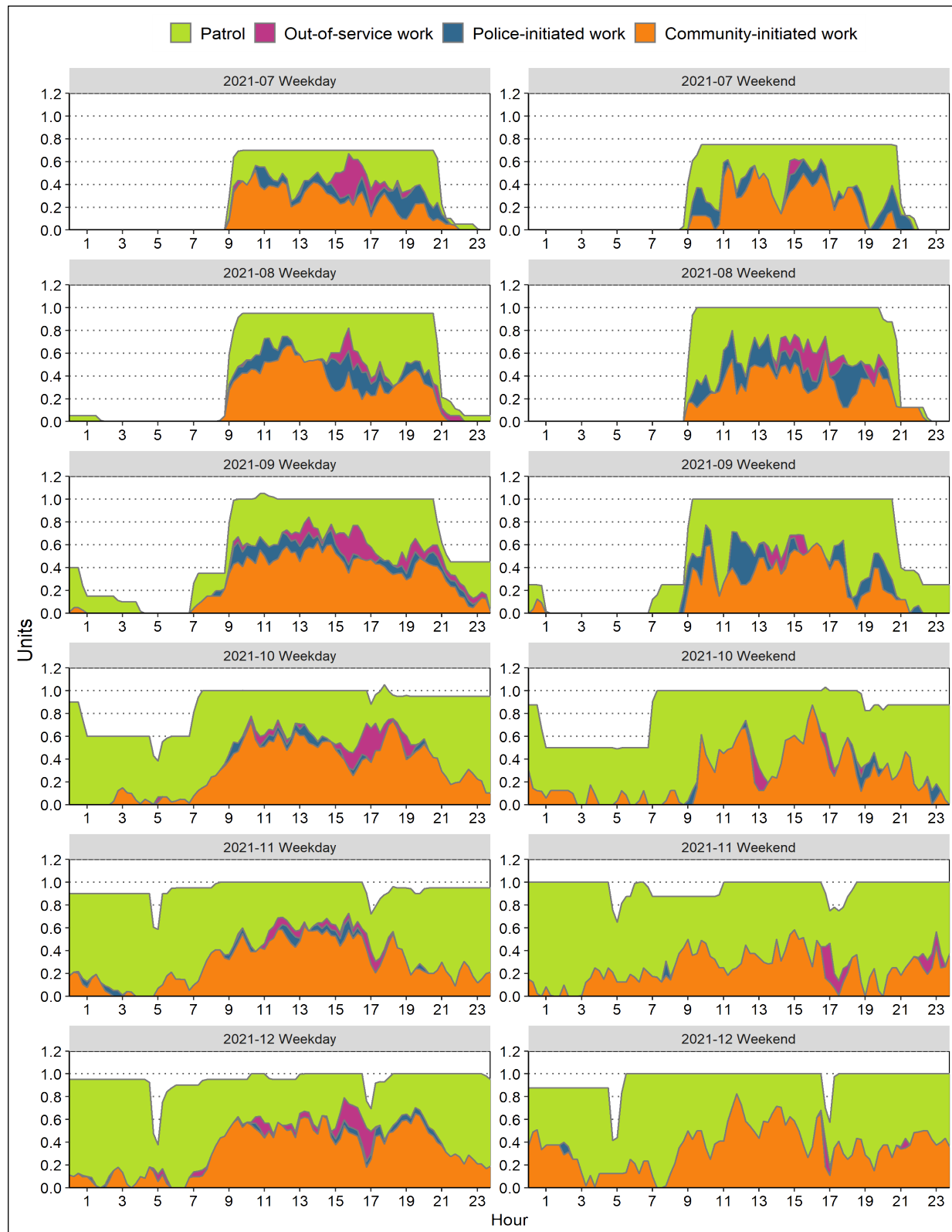


**TABLE 4-22: SAFE Unit Calls per Hour, by Hour of Day**

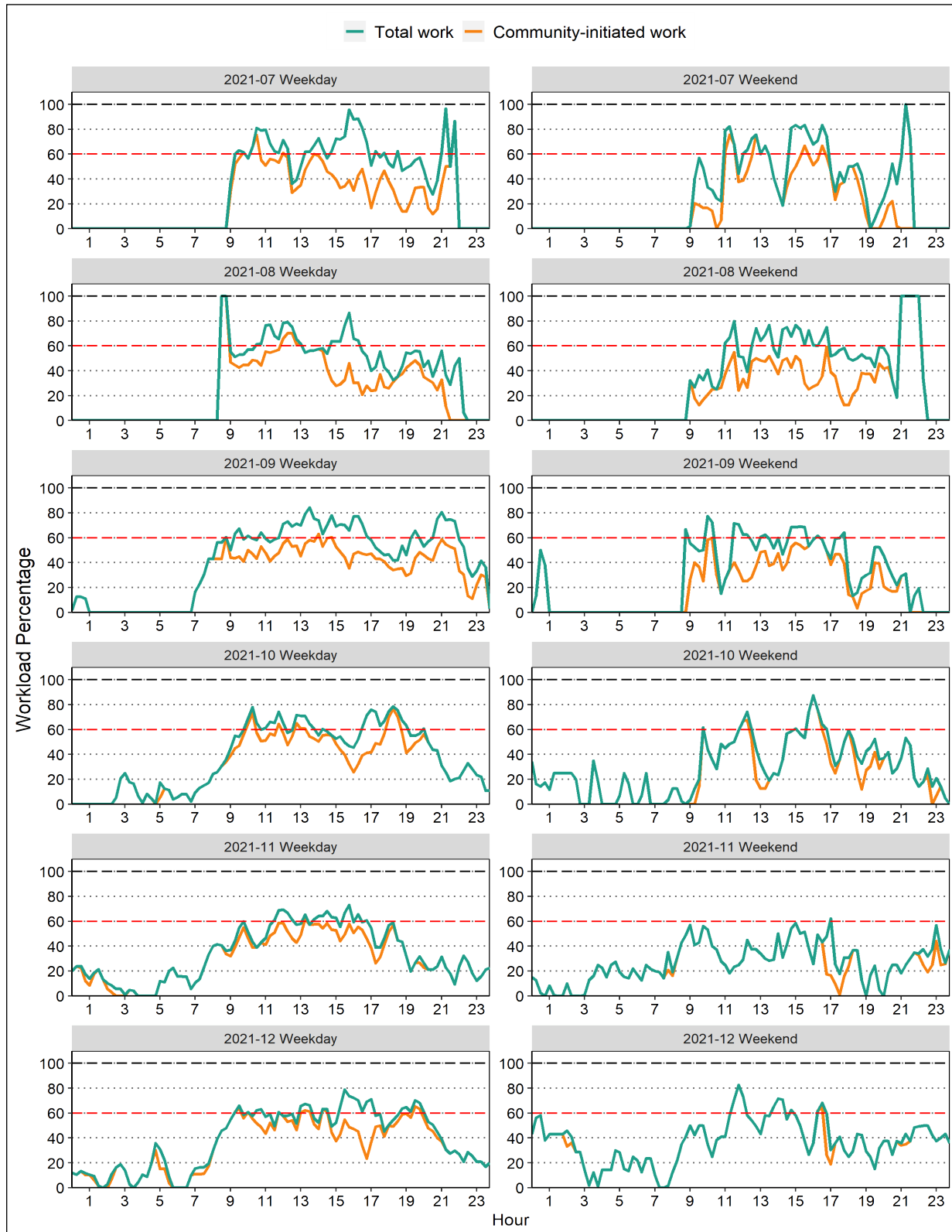
Hour	Jul-Aug-Sep			Oct-Nov-Dec		
	Community	Police	Total	Community	Police	Total
0	0.02	0	0.02	0.13	0.01	0.14
1	0	0	0	0.09	0.01	0.10
2	0	0	0	0.12	0.03	0.15
3	0	0	0	0.14	0	0.14
4	0.01	0	0.01	0.09	0	0.09
5	0.01	0	0.01	0.17	0	0.17
6	0.02	0	0.02	0.11	0	0.11
7	0.12	0.01	0.13	0.40	0.01	0.41
8	0.29	0.04	0.33	0.43	0.03	0.47
9	0.61	0.27	0.88	0.70	0.03	0.73
10	0.76	0.23	0.99	0.62	0.02	0.64
11	0.81	0.18	0.99	0.63	0.01	0.64
12	0.64	0.08	0.72	0.68	0.05	0.74
13	0.71	0.08	0.80	0.77	0.02	0.79
14	0.58	0.18	0.76	0.59	0.02	0.61
15	0.59	0.11	0.70	0.66	0.04	0.71
16	0.41	0.14	0.55	0.42	0.02	0.45
17	0.37	0.18	0.55	0.52	0.01	0.53
18	0.46	0.17	0.63	0.45	0.02	0.47
19	0.51	0.17	0.67	0.37	0.04	0.41
20	0.16	0.13	0.29	0.40	0	0.40
21	0.05	0.01	0.06	0.33	0	0.33
22	0.01	0.01	0.02	0.29	0.01	0.30
23	0.02	0	0.02	0.28	0.01	0.29
<b>Hourly Average</b>	<b>0.34</b>	<b>0.10</b>	<b>0.44</b>	<b>0.39</b>	<b>0.02</b>	<b>0.41</b>

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**FIGURE 4-21: Deployment and All Workload, SAFE**



**FIGURE 4-22: Workload Percentage by Hour, SAFE Unit**



Again, we conducted no detailed operations assessment of this program. We do note, however, that anecdotal reports from patrol staff who we interviewed suggests that there is some evidence that patrol officers' time is being freed up as SAFE staff assume some workload associated with calls in which there is a co-response or the call is otherwise handled solely by SAFE.

We also note that in other studies conducted by CPSM we have observed that local agencies that offer a robust array of services to the unsheltered population, as is the case in Petaluma, have a disproportionately higher level of unsheltered population as compared to those communities that do not offer such services. We are often told that many of the unsheltered residents of those communities did not come from the sheltered population of the community, but rather, arrived in the community unsheltered. Staff indicated that they believe that is the case here as well, estimating that upwards of eighty percent of the unsheltered in Petaluma migrated from other communities, counties, and states.

We inquired as to whether data was available to further examine this issue. Staff indicated that the Mary Issac Center Emergency Shelter maintains that data. We reached out to the Center, which provided us the information shown in the following table.

**TABLE 4-23: Origin of the Unsheltered Population in Petaluma**

Year	Served	Petaluma	Rohnert Park/Cotati	Santa Rosa	Windsor	West County / Coastal	Other County in CA	Other State
2019	340	20%	8%	55%	3%	4%	9%	1%
2020	300	15%	8%	63%	2%	7%	15%	5%
2021	291	16%	8%	61%	0%	4%	7%	4%

These figures appear to support staff's impressions. Staff also indicated that in addition to these numbers, they would estimate that as many as 50 additional service-resistant unsheltered individuals occupy public and/or private space in Petaluma. Service-resistant populations are common among the unsheltered.

As one unsheltered individual from out of the area suggested, Petaluma is a comfortable place to be unsheltered due to the wide array of available services and the lack of aggressive police enforcement related to quality-of-life crimes.

Based upon current practices in the city, it would appear likely that Petaluma will continue to be a draw for the unsheltered population from outside of the city. As such, staffing needs and deployment considerations related to this population will not likely be significantly altered, though the addition of the SAFE teams will redirect some of the associated workload away from the police department.

## Community Impact Response Team (CIRT)

Measure U, approved by Petaluma voters in 2020, enacted a one-cent sales tax to address community priorities with reliable, locally controlled funding. Measure U projected \$13.5 million in new revenue generation with the existing city budget deficit, workforce stabilization, and infrastructure consuming most of the projected new revenue. With respect to Measure U funding and workforce stabilization, this secure revenue source is providing funding for three FTE police officers for the purpose of creating a Community Impact Response Team (CIRT).

The implementation of a Community Impact Response Team will complement the SAFE Unit wherein the CIRT would be available to address problem locations and crime trends and serve as a problem-oriented policing unit. The CIRT concept provides added value to the community to address quality of life and crime issues. The CIRT is not yet operational. As the structure and supervision of the team is undergoing development, CPSM noted opportunities to ensure the SAFE Team is designed to maximize service and include proper oversight.

The design of a three-member CIRT presents staffing limitations. In order to provide seven-day coverage, the team would be better operated with a four-officer team so that the team could operate in two pairs, independent of patrol officers as back-up units. The two pairs of officers could split the week to ensure seven-day coverage. CPSM recommends moving one police officer to the CIRT from current department staffing.

Due to the nature of working independently and the focus being on problem solving, it would be best practice to operate under the supervision of a team sergeant. In light of the existing recommendation to add a sergeant in patrol, the additional sergeant could be assigned to the CIRT as well as share the ancillary assignments with the other patrol sergeants. CPSM learned there is at least one police officer position that is unallocated, which could help fund a significant portion of the added sergeant's position.

### Community Impact Response Team Recommendations:

- Move one officer to the Community Impact Response Team from current department staffing to form a four-officer team and be able to provide seven-day coverage. (Recommendation No. 17.)
- Assign the Community Impact Response Team to the existing Patrol Services Division, which should ultimately be restructured into the Field Services Division or Community Services Division with the addition of the Traffic and Detective Units. (Recommendation No. 18.)

### Fleet Services

The Petaluma Police Department fleet is managed by a lieutenant assigned to the Patrol Services Division. The city does not have a fleet manager; however, the Department of Public Works lead mechanic coordinates vehicle maintenance and repairs through the proprietary software, "Lucity," an asset management program.

PPD reports it operates a fleet of 82 vehicles and equipment including 30 marked patrol units and 8 unmarked detective units. The balance is miscellaneous use as well as specialty vehicles and trailers. The fleet is comprised of a variety of makes and models ranging from 2021 back to 2004, with mileage ranging from 367 miles to 132,000 miles (as of 12/21/2022).

### Fleet Budget/Management

As the City of Petaluma operates on a fiscal year budget, PPD submits its annual vehicle budget request in early spring. The FY 2021/22 adopted fleet budget allocated \$340,000 for a Hybrid Patrol Vehicle Program, which will add five hybrid vehicles to the fleet. An additional \$100,000 for an Electric Vehicle Pilot Program was also approved. PPD is generally given authority to purchase at the beginning of the fiscal year based on the amount approved following city budget deliberations. PPD seeks a vendor, negotiates a price, and completes the vehicle procurement. Once procured and outfitted with emergency equipment by a private vendor, vehicle management becomes the responsibility of PPD.

Determining which vehicle(s) to replace annually is based on an informal process of individual assessment by the PPD fleet management lieutenant and staff, with final approval by the Chief of Police. Many agencies utilize a general vehicle replacement policy based on age and mileage of each vehicle in the fleet. PPD should institute vehicle replacement benchmarks similar to California standards of 5 years or 100,000 miles. These benchmarks can be influenced by type, assignment, maintenance, and repair history of each vehicle.

The city does not maintain a vehicle replacement fund to ensure adequate monies are available as vehicles need replacement. Developing an annual vehicle budget based upon projected costs of vehicle replacement, prorated over the planned life cycle of vehicles in the fleet, is a common method of fleet replacement budgeting. The budget is based upon vehicle replacement age and mileage thresholds developed for each vehicle in the fleet, based on type and assignment. To accomplish this, the city deposits a pre-determined dollar amount per fleet vehicle per year in a vehicle replacement fund. These deposits begin when the vehicle first enters the fleet. This method provides monies to pay for a new vehicle at the time of purchase, eliminating financing costs and lengthy budget deliberations. While there are a variety of budget options in use by various cities/counties, CPSM asserts this model is the soundest as it provides a detailed cost breakdown, and ensures adequate funding for future acquisition needs.

Vehicles to be removed from the fleet as identified by PPD staff are then disposed via auction, which is coordinated by the Public Works Department. Monies gained from auction are deposited into the city general fund.

The city also provides a fuel budget for PPD vehicles. The city Finance Division establishes the fuel appropriation as part of the annual budget process. Fleet fuel cards are provided to employees and contractors for use at local gas stations. Fuel cards may also be used for out-of-town fuel purchase while on city business. Fuel is tracked by employee ID number on the fuel bill. City staff notify the fleet lieutenant of any anomalies in the fuel bill for review and resolution. Based on the reported fuel usage over the past three fiscal years (2020-2022), PPD is projected to expend \$568,806 for its fuel. There has been an annual over-expenditure of approximately 42 percent each of the last three years. Staff report this over-expenditure pattern has been recognized and discussed with city representatives without resolution. The appropriation versus expenditures should be assessed and adjusted to meet the fuel needs of the PPD fleet.

As noted above, the Department of Public Works lead mechanic coordinates vehicle maintenance and repairs. Most maintenance and repairs are conducted in-house; however, major repairs go directly to the vehicle dealership. Patrol officers are assigned a patrol vehicle on six-month rotations. They drive the same vehicle during their portion of the work week and another officer drives the vehicle on the opposite portion of the work week. Per PPD Policy 706.4.5, Vehicle Use, officers schedule maintenance on their assigned patrol vehicle based on a mileage sticker in the vehicle placed by the mechanic at the time of the prior service. Officers enter the vehicle identifier into the "Lucity" software and ensure the vehicle is taken out of service once scheduled. Patrol sergeants monitor the vehicle maintenance schedule daily to ensure vehicles are made available to city mechanics.

A time-consuming manual audit of each vehicle's mileage sticker is conducted by the patrol lieutenant managing the fleet to ensure officers are complying with vehicle maintenance requirements. Although "Lucity" has the capability to produce an ad hoc report on each vehicle's maintenance status, such a report is not made available to the fleet lieutenant. This report should be produced and distributed by Public Works to those involved with fleet operations to ensure an expensive asset is being maintained in a timely manner and to reduce staff workload.

In addition to regular maintenance, per PPD Policy 704.2.2, Severe Use, vehicles operated under severe-use conditions, which include operations for which the vehicle is not designed or that exceed the manufacturer's parameters, are removed from service and subjected to a safety inspection as soon as practicable. Such conditions may include rough roadway or off-road driving, hard or extended braking, pursuits, or prolonged high-speed operation. This is done to ensure personnel safety and vehicle reliability and is a sound model.

### **Collisions/Damage**

Evaluating vehicle operations, including fleet accidents, provides an opportunity for a department to manage important assets, that is, personnel and vehicles. Ensuring department vehicles are being operated safely and efficiently is a key responsibility of supervisors and managers. Injury to personnel or damage to vehicles due to unsafe vehicle operations can have a long-term impact on valuable resources.

PPD Policy 706.6, Damage, Abuse and Misuse, dictates that when any department vehicle is involved in a traffic collision or otherwise incurs damage, the involved member shall promptly notify a supervisor. Any traffic collision report shall be filed with the agency having jurisdiction. Damage to any department vehicle that was not caused by a traffic collision shall be also immediately reported during the shift in which the damage was discovered, documented in memorandum format, and forwarded to the watch commander. If an administrative investigation is initiated to determine if there has been any violation of policy regarding vehicle operation, abuse, or misuse, it is to be conducted per PPD Policy 1020, Personnel Complaints.

Results of an IACP study indicates that city and county law enforcement agencies reported 25.3 crashes per million miles traveled. The PPD fleet manager indicated fleet mileage data is not currently tracked on an annual basis. Staff reported the following fleet collision numbers, but indicated the data may not include all collisions due to data collection issues:

- 2019 – 12 total accidents.
- 2020 – 5 total accidents.
- 2021 – 3 total accidents .

Without accurate PPD fleet mileage and collision data, comparing the fleet's collision ratio to the IACP standard is not possible. However, staff reported all but one of the reported accidents were slow speed events. All vehicle damage events are entered into Blue Team (an internal personnel tracking system) by the handling supervisor. This action provides department management the ability to monitor and assess personnel behavior and vehicle damage information in a timely manner. PPD personnel receive emergency vehicle operations training every other year via in-service sessions. The training does not include slow speed maneuvering. Department collision history indicates this should be incorporated into future in-service training.

### **Take-home Vehicles**

PPD assigns department vehicles authorized for take-home use to individual members at the discretion of the Chief of Police. Vehicle assignments are based on the nature of the member's duties, job description and essential functions, and employment or appointment status. Policy 706.4, Individual Member Assignment to Vehicles, appropriately addresses assignment, authorized use, appropriate off-duty responses, and vehicle and equipment security.

### **Assignment of Fleet Function**

Though police vehicles are generally associated with the patrol function, overseeing the department fleet impacts many additional areas of the department and is a time-intensive



undertaking. Many of the responsibilities of fleet management, such as daily assignment adjustments, maintenance, repairs, budgeting, purchasing, and replacement require interaction with department, city, and private vendor staff during weekday business hours. The patrol lieutenant assigned to fleet management works only two business day shifts per week along with two weekend shifts. In addition, some of the lesser responsibilities of fleet management such as the discussed mileage audit are more appropriately assigned to subordinate staff.

CPSM recommends fleet management be assigned under the direction of the planned Technical Services Manager position in the reconfigured Support Services Division, as will be discussed in reporting on that division. This places the function to be better served in a more appropriate department chain of command. A new FTE Community Services Officer or other similar position with a broad scope of job specifications within the division can be assigned to handle the day-to-day fleet management function with the Technical Services Manager assuming the lead regarding fleet budgeting, purchasing, and replacement.

## Fleet Recommendations

- Institute vehicle replacement benchmarks similar to California standards of 5 years or 100,000 miles. (Recommendation No. 19.)
- Develop a vehicle replacement fund to ensure adequate monies are available as vehicles need replacement. (Recommendation No. 20.)
- Assess fuel budget appropriation versus expenditures and adjust to meet the apparent fuel needs of the PPD fleet. (Recommendation No. 21.)
- Request that the Public Works Department produce and distribute necessary fleet operation information from "Lucity" to those involved with fleet operations to enhance efficiency and ensure an expensive asset is being maintained. (Recommendation No. 22.)
- Evaluate fleet mileage, collision data, and other relevant information to assess fleet collisions. (Recommendation No. 23.)
- Include slow speed maneuvering skills in annual emergency vehicle operations training. (Recommendation No. 24.)
- Move responsibility for fleet management to reconfigured Support Services under the direction of the proposed Technical Services Manager. (Recommendation No. 25.)
- Redirect an existing Community Services Officer (CSO) or add one FTE CSO to fleet duties to assist the current lieutenant or planned Technical Services Manager. (Recommendation No. 26.)

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# SECTION 5: SPECIAL SERVICES DIVISION

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## REORGANIZATION

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As mentioned in the Patrol Services Section of this report, the PPD has an opportunity reorganize areas of responsibility within its divisions to attain greater efficiency while also addressing the limited tenure in patrol. By nature of a specialized assignment, personnel assigned to the Investigations Unit and Traffic Unit typically have years of training and experience. Both units respond to community needs through calls for service: the detectives respond to assist with investigations resulting from an initial call for services and motor officers handle traffic-related calls for service as first responders.

Rather than bifurcating the Patrol Services and Special Services Divisions, specifically by having criminal investigation and traffic separated from patrol, there could be value in creating a division of sworn personnel specifically dedicated to handling community calls for service. Under the current model, both the Traffic and Investigations Units already share resources with regard to crime scene investigations. Blending these services under the umbrella of one division could be a force multiplier where first responders from patrol, traffic and investigations would be in a more collaborative environment and thus better able to provide a seamless, high level of service to the community. Since the DUI team is already functioning in the Patrol Services Division, merging the rest of the Traffic Unit into a renamed division would aligns the unit's roles and responsibilities.

Moreover, the experienced sergeants of the Investigations and Traffic Units, along with the tenured Special Services lieutenant, could provide added-value support to the first-line supervisors and managers who lack experience in their new roles. The knowledgeable sergeants and lieutenant could be a sounding board and could help guide their peers and enhance their experiential growth in the new, combined division.

The existing Emergency Operations ancillary duty of the Special Services lieutenant could also be merged into the expanded Field Services Division. Application of the Emergency Operations Center and NIMS model oftentimes is generated from field activities, which are again more aligned with first responders.

### Special Services Division Recommendation:

- Merge the Special Services Division with the current Patrol Services Division (and rename it) to more succinctly align roles and responsibilities. (Recommendation No. 27.)

As mentioned earlier in the Patrol Services Division section, the Petaluma PD organizational chart depicts the titles and positions of command, management, and supervisory staff; however, ancillary duties are identified as units. The organizational chart is an important tool for depicting hierarchy, main areas of responsibility, and the structure of the department. Although supervisors and managers often have ancillary duties, CPSM suggests those details can be maintained and updated using an Ancillary Duties List. For example, some departments refer to detectives as members of the Investigations Unit, rather than including assignments within the unit such as gang investigations, criminal intelligence, etc. When someone looks at the organizational chart, it should be easy to determine what units the Petaluma Police Department has for providing service to the community. CPSM recommends revising the organization chart to focus on units and not duties.

The Special Services Division operates under the command of a lieutenant who reports directly to the Deputy Chief. The Investigations lieutenant has more than 30 years of law enforcement experience with 14 of those years as a lieutenant and is currently on his third tour in the division. The lieutenant is charged with day-to-day operations of the Special Services Division and works a 4/10 schedule wherein he works four ten-hour shifts, Monday through Thursday from 7:00 a.m. to 5:00 p.m. The division consists of Criminal Intelligence, Investigations, Traffic, Gang Enforcement, and Emergency Operations. CPSM will report on each of these functions separately. The following table summarizes the personnel assigned in the division.

**TABLE 5-1: Special Services Division Authorized Staffing**

<b>FY 2021-22</b>	<b>Authorized</b>	<b>Actual</b>	<b>Vacant</b>
<b>Sworn Personnel</b>			
Lieutenant	1	1	
Sergeant (Traffic & Investigations)	2	2	
Detective	5	4	1*
Task Force Officers	1	1	
Motor Officers	5	5	0
<b>Sworn Total</b>	<b>14</b>	<b>13</b>	<b>1</b>
<b>Civilian Personnel</b>			
Victim Advocate**	0.5	0.5	
Evidence Technician	1	1	
Parking Officers	2.5	2	0.5
Emergency Operations	0	0	
<b>Civilian Total</b>	<b>4</b>	<b>3.5</b>	<b>0.5</b>
<b>Division Total Staff</b>	<b>18</b>	<b>16.5</b>	<b>1.5</b>

**Source:** Petaluma PD.

**Notes:**\*The vacant detective position is in the process of being filled. \*\*The Victim Advocate is a contracted part-time position.

## INVESTIGATIONS UNIT

The Investigations Unit/function is supervised by a sergeant who reports to the Special Services Division lieutenant. The sergeant is an experienced police officer with more than 25 years of service in the department and six years as a first-line supervisor. The sergeant works Tuesday through Friday, 7:00 a.m. to 5:00 p.m. so between the sergeant and lieutenant the unit has five-day supervisory/management oversight. The sergeant is responsible for case management and supervision of six detectives, one evidence technician, and a part-time, contracted victim advocate. The following table shows the Investigations Unit's authorized staffing for 2021–2022.

**TABLE 5-2: Investigations Unit Authorized Staffing**

<b>FY 2021-22</b>	<b>Authorized</b>	<b>Actual</b>	<b>Vacant</b>
<b>Sworn Personnel</b>			
Sergeant	1	1	
Detective	5	4	1*
Task Force Officer	1	1	
<b>Sworn Total</b>	<b>7</b>	<b>6</b>	<b>1</b>
<b>Civilian Personnel</b>			
Evidence Technician	1	1	
<b>Civilian Total</b>	<b>1</b>	<b>1</b>	<b>0</b>
<b>Investigations Unit Total Staff</b>	<b>8</b>	<b>7</b>	<b>1</b>

**Source:** Petaluma Police Department.

**Note:** \*The vacant detective position is in the process of being filled.

There are six detectives assigned to the unit, including one assigned to a computer crimes task force. There is currently one vacant detective position that will be filled in the coming weeks. The detectives work a 4/10 shift schedule, which is to say they work four, 10-hour shifts per week. Two detectives work Monday through Thursday, with one working from 6:00 a.m. to 4:00 p.m. and the other working from 7:00 a.m. to 5:00 p.m. The other two detectives work Tuesday through Friday from 7:00 a.m. to 5:00 p.m. in order to cover the five-day workweek. There are night and weekend call-out rotations shared among the detectives (except for the one assigned to the task force). The on-call time runs for one week from 7:00 a.m. Wednesday until 7:00 a.m. the following Wednesday and the on-call time is compensated through an agreement with the city. The sergeant and detectives have take-home vehicles provided by the department. The sergeant also oversees the evidence technician who works Tuesday through Friday from 7:00 a.m. to 5:00 p.m.

## Selection

CPSM learned that special assignments, including detectives, are considered transfers per PPD Policy 1004. That is, the assignments are rotational and are not considered promotions. The selection process involves the following steps:

- Officer applies for the position by submitting a memorandum of interest that lists their qualifications and related training.
- Administrative evaluation to include a review of supervisor recommendations by those supervisors who have supervised or been involved with the candidate.
- Supervisor recommendations will be forwarded to the Special Services Division Commander to schedule interviews at the discretion of the Division Commander.
- Division Commander will submit recommendations to the Chief of Police.
- The Chief of Police will make appointments.

Investigations Unit personnel assignments are determined internally. Positions are filled following a determination of interested candidates best suited for the position. Once selected, the tenure for a detective is five years and four years for the detective sergeant.

Upon completion of the tour in a special assignment, the employee is required to return to the Operations Division in a patrol team assignment for a period of one year before being eligible for

another assignment. The Chief of Police may allow extensions or waive the requirement of an employee to return to the patrol teams based on the needs of the department. Petaluma PD is to be commended for ensuring special assignments are rotational as this provides opportunities for sworn personnel to acquire additional training and experience, which serves both the individual and department into the future. This is especially critical with the young tenure in the department where bringing back experienced personnel from special assignments enhances the acumen in patrol so they share their knowledge and skills with others.

CPSM learned that one of the selection components listed in the policy is no longer used. The administrative evaluation and review of supervisor recommendations by those supervisors who have supervised or been involved with the candidate is no longer used due to the turnover in supervisors, which has resulted in newer supervisors lacking first-hand experience and knowledge of the candidates. CPSM recommends Policy 1004 be updated to reflect the current selection process for detectives by removing this subsection.

## Investigations Training

Upon assignment to investigations, the new detective is assigned to a senior detective for on-the-job training to include policies, procedures, and equipment. In order to ensure the training is consistent and includes information pertaining to internal processes, investigative essentials such as search warrants, evidence, and case filing procedures, CPSM recommends a formalized detective training program be established wherein key aspects of conducting and overseeing investigations are tracked and documented in a training file. The standardization of an in-house training program ensures consistent training is provided to all personnel who enter the unit. Again, it is important a training system and process be established based upon the young tenure of the department and personnel that will transfer to investigations in the future.

PPD Policy 311, SCLECA Employee-Involved Critical Incident Protocol, describes three formalized investigations courses required for detectives to participate in SCLECA investigations: homicide investigations, interview and interrogation, and officer-involved shooting. In addition to these courses, PPD detectives attend formalized training in basic investigations, sexual assault, domestic violence, and child abuse investigations. A couple of detectives also have specialized crime scene investigations training. CPSM learned the Training Unit does not maintain a training plan, but the Division commander created a training matrix to ensure personnel in the Investigations Unit are properly trained, which is a responsible management practice. The recent addition of the training coordinator provides the opportunity for the training matrix to be updated and maintained in PPD's Training Unit. CPSM recommends the Training Coordinator include a training matrix for the Investigations Unit. The training matrix could include mandatory, recommended, and optional training categories.

The structure of the unit is that detectives are generalists wherein all detectives receive the same foundational training and can be interchanged as the lead on different cases depending on their caseload, type of investigation, solvability, scheduling, etc. In addition, each detective is assigned a specific area of responsibility such as missing and unidentified persons (MUPS), Internet Crimes Against Children (ICAC) Task Force, hate crimes, gangs, death investigations, CSI, GPS devices, terrorism liaison officer, and computer crimes. This is a reasonable practice due to the crime rate. All detectives work together with regard to registered sex offenders and each is assigned a range in the alphabet based on last name of the offender.

## Case Management

Case management is a significant factor utilized by a department in the management of its investigative function and resources. CPSM examined the case management practices of the Investigations Unit and found it is an area of opportunity for the PPD.

CPSM was provided the following outline of PPD's current case management process. Per PPD Policy 600, Investigation and Prosecution, patrol officers are responsible for the entire investigation of all misdemeanor crimes (with certain exceptions relating to vice investigations), and of those felony crimes not specifically assigned to the Detective Unit.

Detectives are responsible for major investigations including homicides, deaths in which the cause or manner of death is not readily apparent, cases in which a police officer or elected official is a suspect, assaults on police officers resulting in major or life-threatening injuries to the officer, missing children cases in which the child is less than 12 years old when circumstances indicate the necessity of an immediate investigation, and other cases which, by virtue of their import, complexity, political significance, or other factors require immediate investigation by specialists with resources not readily available to patrol officers. Additionally, detectives are responsible for follow-up investigation of the aforementioned major crimes; misdemeanor sex crimes; felony crimes against persons (including grand theft person excluding robberies of skateboard or similar property between juvenile victim(s) and suspect(s) in which no injuries occur and in which no shots are fired); arson, bombs, and destructive devices; other felony or misdemeanor investigations requiring follow-up investigation outside the immediate Petaluma area; and other unusual or complicated cases beyond the expertise of available patrol personnel (with approval of the Division commander).

Staff indicated from a practical standpoint, patrol sergeants may contact the detective sergeant to discuss cases and strategize on ways to handle the investigation up to and including providing resources and/or calling out detectives. In light of the young tenure of patrol sergeants, it is expected the patrol sergeants would collaborate and seek counsel from the detective sergeant. PPD is to be commended for creating a learning environment where patrol sergeants can reach out to the detective sergeant for advice. In some instances, the case is flagged for detective follow-up and routed through the Records Unit to the detective sergeant. An email and/or electronic notification is sent to the detective sergeant and lieutenant regarding the case and the detective sergeant assigns the case to a detective. Although detectives are generalists, they do have areas of responsibility for specific types of cases such as missing persons, hate crimes, gang investigations, etc. as mentioned earlier.

Per PPD Policy 600.8, Supervisor Responsibilities, the detective supervisor shall review the status of case investigations assigned to detectives and ensure the assigned investigations are either inactivated or closed in an appropriate time period. CPSM learned the detectives meet with the sergeant and lieutenant on a four- to six-week basis to conduct case reviews and discuss the cases and ensure all possible leads are investigated before they are closed.

CPSM noted the policy does not describe the expectations of case load management. This presents an opportunity to enhance the policy to include language establishing the responsibility for each detective to manage his/her respective assigned cases so that investigations are conducted in a timely and effective manner. Detectives should routinely evaluate the status of their active cases and consider suspending cases that lack any investigative leads. This will enable detectives to direct their time, attention, and resources to cases with more solvability factors. CPSM recommends Policy 600 be updated to include a case load management section. Moreover, including a process for case load management in the

policy provides for consistency whenever a supervisor or manager is transitioned as the incoming supervisor/manager will have policy to define the expectations.

Although the existing case review meetings are helpful to learning of case progress, keeping an informal record based on recall and meetings exposes the supervisor and organization to cases not being properly completed, key aspects missed, and overall inefficiencies. Staff recognizes the limitations of the current process of managing cases and intends on using the case management suite of the RMS system to establish a more efficient process.

As mentioned above, cases for detective unit follow-up are forwarded to the detective sergeant who reviews each criminal case and makes assignments to detectives. These cases are also captured in the RMS and the detectives also track their cases. The current PPD case tracking process is not a robust case management system that utilizes effective and efficient practices. Each detective provides the sergeant with their own case log in various formats for the supervisor to decipher. This provides detectives latitude to direct their time, attention, and resources to cases with more solvability factors and is an indicator a more systematic supervisory case management process is necessary.

Rather than examining the detectives' progress on all cases during review meetings and expending staff time on this, the process of examining progress on all cases would be better handled through electronic case management software. CPSM is not recommending ending case review meetings; but instead recommends keeping such meetings focused on key case review and strategy sessions.

A more rigorous case management process and oversight of the progress of investigations would create an efficient assessment and utilization of staff resources. For example, benchmarks could be set and tracked relative to investigations. Limits could be set on the amount of time to contact the complainant, file the first follow-up report, interview victims/witnesses, close a case, etc. CPSM encourages the department to prioritize the implementation of a system and process through the RMS to routinely review reports to determine if detectives are effectively conducting investigations, solving crimes, properly documenting case notes and adequately managing their caseload is suggested. This would provide an opportunity for the supervisor to provide guidance and implement appropriate corrective training measures to assist detectives in meeting their caseload obligations. CPSM recommends funding be provided for the case management suite in RMS if it is not already included.

Department policy 600.12, Discontinuation of Investigations, provides general guidance regarding criteria required to discontinue an investigation. When a detective opts to discontinue an investigation, the case is forwarded to the Investigations Unit supervisor for approval, which is consistent with policy and best practice. Cases closed, inactivated, or otherwise disposed of through the screening process should be accounted for and statistically tracked.

Case management also provides information that helps assess investigative staffing levels. Without the presence of a robust case management process, assessing PPD's staffing against current staffing guidelines described here is not feasible.

There are no absolute standards to determine appropriate caseload for police investigators. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. However, the International Association of Chiefs of Police suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year. FBI UCR records indicate PPD recorded approximately 1,568 Part I crimes in 2019 and 1,663



Part I crimes in 2020. The UCR benchmark would indicate the current six detectives are more than adequate. However, PPD case management issues described here limit the reliability of this standard.

Staffing decisions must also consider that caseload numbers do not capture the entirety of an investigator's workload. RMS systems are not generally designed to track the time that detectives spend assisting other investigators, both internally and for other agencies, work hours associated with investigations, including the most time-consuming cases, interviews, obtaining and serving search warrants, court time, travel time, etc. A calculation of the average number of new cases per detective each month assumes that typically, an officer is normally unavailable two of twelve months each year, or absent 20 percent of the time due to illness, vacation, training, court, industrial injuries, Family Medical Leave Act, administrative leave, etc. This average is based on CPSM's studies of more than 130 agencies.

In order to resolve questions regarding caseload and provide PPD a path forward to determining appropriate staffing, CPSM recommends the following. Case data should be captured for 2022, as well as any open cases prior to this time. The data should be reviewed, resolved, and updated to ensure it is accurate and consistent. Case information needs to be extracted and massaged into relevant and timely management reports for investigative supervisors and department managers to analyze and utilize in their daily duties. The lack of a quantitative and qualitative assessment process limits PPD management's ability to evaluate the effectiveness of the department's investigative function and the success of its efforts to address crime in the community as a whole.

The experience and expertise associated with the Investigations Unit provides an opportunity to share skills and abilities being developed at the patrol level. As mentioned in *Section 4, Patrol Services Division*, there are a number of inexperienced officers and supervisors in the division. This provides an opportunity to share valuable experience and on-the-job training to staff eager to learn and expand their acumen. In cases requiring additional investigative skills sets and/or items such as search warrants, CPSM recommends consideration be given to having detectives respond in the field to partner with patrol personnel to enhance field-level investigations. This would harness the value of experienced detectives to help advance the learning curve for officers handling field-level investigations.

Other than reviewing and approving unit overtime on a case-by-case basis, the sergeant does not track the unit's overtime costs. As well, the Investigations lieutenant is not able to track overtime trends as PPD overtime is captured in a budget item department-wide. CPSM recommends consideration be given to allocating and tracking overtime in the units within the department to better oversee and control overtime costs. Having the ability to track and review overtime costs in the unit in conjunction with caseloads to determine the trends that may affect staffing in the future provides management the ability to budget for future needs.

## Clearance Rates

While preventing crime is crucial to law enforcement agencies, solving crimes is as important. Solving crime results in prosecution of offenders, which not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Report (UCR) program and effective in 2022 the FBI National Incident Based Reporting System (NIBRS), offer a benchmark for a department's effectiveness in solving crimes.

The clearance rate is the relationship between reported crimes and persons arrested for those crimes. It is an important measure of the overall effectiveness of a police department and an

important measure of the performance of an investigative unit in a police department. According to the FBI UCR program, a law enforcement agency reports that an offense is cleared by arrest or solved for crime-reporting purposes when three specific conditions have been met: 1) at least one person has been arrested, 2) the person has been charged with the commission of the offense, and 3) the person has been turned over to the court for prosecution (whether following arrest, court summons, or police notice). The Records Unit reports case clearance information provided by the respective officer or detective handling the case. Issues associated with the current process of reporting clearances are addressed later in this report in Section 6, Support Services Division, Records Unit.

In its clearance calculations, the UCR program counts the number of offenses that are cleared, not the number of persons arrested. The arrest of one person may clear several crimes, and the arrest of many persons may clear only one offense. In addition, some clearances that an agency records in a particular calendar year, such as 2020, may pertain to offenses that occurred in previous years.

In certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender. When this occurs, the agency can clear the offense exceptionally. Law enforcement agencies must meet the following four conditions in order to clear an offense by exceptional means: the agency must have identified the offender; gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution; identified the offender's exact location so that the suspect could be taken into custody immediately; or encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

The following table reflects the most recently published UCR clearance data as reported by the department. Petaluma has a relatively low crime rate and a respectable clearance rate. The officers and detectives are to be commended.

Accurate case clearance is an important performance evaluation tool for supervisors. It is essential to track the effectiveness of individual detectives through their diligence in solving and clearing cases. Awareness of a detective's performance is critical to identifying the need for increased oversight or training. The number of cases assigned per detective is important, as well as a supervisor's anecdotal knowledge, but performance evaluation must be supported by data. Clearance rates are also another benchmark of a department's effectiveness in solving crime and CPSM recommends they should be part of the Investigations Unit's evaluation process.

In the UCR Program, the recovery of property alone does not clear an offense. As mentioned above, the National Incident-Based Reporting System (NIBRS) is an effort to upgrade the current FBI UCR system and the transition will occur on January 1, 2021, for the FBI report released in 2022.

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**TABLE 5-3: Reported Petaluma, California, and National Crime Clearance Rates, 2019\***

Crime	Petaluma			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder / manslaughter	3	1	33%	1,668	1,090	65%	14,325	8,796	61%
Rape	22	13	59%	14,384	5,114	36%	124,817	41,065	33%
Robbery	28	20	71%	50,629	15,836	31%	239,643	73,091	31%
Aggravated assault	137	128	93%	101,986	54,360	53%	726,778	380,105	52%
Burglary	109	31	28%	146,868	17,121	12%	981,264	138,358	14%
Larceny	626	105	17%	602,638	61,406	10%	4,533,178	834,105	18%
Vehicle theft	54	2	4%	137,118	14,242	10%	655,778	90,497	14%

**TABLE 5-4: Reported Petaluma, California, and National Crime Clearance Rates – 2020\***

Crime	Petaluma			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder / manslaughter	2	1	50%	2,202	1,296	59%	18,109	9,851	54%
Rape	25	15	60%	12,641	4,673	37%	110,095	33,689	31%
Robbery	33	17	52%	44,684	14,816	33%	209,643	60,377	29%
Aggravated assault	195	166	85%	113,539	57,868	51%	799,678	371,051	46%
Burglary	90	30	33%	145,377	17,229	12%	898,176	125,745	14%
Larceny	597	118	20%	527,748	45,114	9%	4,004,124	604,623	15%
Vehicle theft	69	21	30%	168,046	15,800	9%	727,045	89,427	12%

**Note:** \*Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI.

### Victim Advocate

The department utilizes a part-time victim advocate provided by an outside contractor, Verity. Some of the primary responsibilities of the position include:

- Initiate contact with victims, provide support, counseling, and advocacy services.
- Provide crisis intervention, assess victims and identify needs, make appropriate referrals for victims and families for counseling and other services.
- Accompany and support victims when appearing in court.
- Interpret crime reports and case laws as they pertain to victims.
- Perform related duties as assigned by the detective sergeant.

The department is focused on conducting successful investigations, and the care and concern for victims of crimes. The following table provides a review of victim services for the past three years.

**TABLE 5-5: Victim Services, 2019–2021**

Year	Clients	Services	Sexual Assault	Domestic Violence	PPC RRC Clients	PPC RCC Services	Total Clients SA, DV, RCC	Total Services
2019	130	496	21	109	25	222	155	718
2020	113	556	25	88	28	357	141	913
2021	75	283	15	60	23	291	98	574

**Source:** Verity victim services provider.

### **Collision and Crime Scene Investigations**

Forensic investigation of a crime scene is a highly specialized function. Successful identification and collection of evidence, especially trace and biological evidence, is of paramount importance in successfully solving crimes. Investigators must have a high degree of training, experience, skill, and commitment to master this art.

PPD has an evidence technician who is specially trained in the preservation and collection of evidence. The evidence technician has served in this role for 21 years in a part-time capacity, but recently transitioned to full-time in July 2021. Her work schedule mirrors the Investigations Unit; she works Tuesday through Friday from 7:00 a.m. to 5:00 p.m. and reports directly to the Investigations sergeant.

The evidence technician has attended an extensive amount of training through the California Police Officers Standards and Training (POST) as well as other specialized crime scene investigation (CSI) training providers. Over the past 20 years, evidence collection has evolved to include certification for aspects of CSI to include fingerprint comparisons. CPSM learned that when the evidence technician started with PPD, certification was not provided. The evidence technician indicated that through the court process, she has been designated as an expert in previous cases based upon her training, knowledge, skills, and abilities.

An essential element to the qualifications of a successful crime scene investigator is training. The qualifications of personnel involved in the collection and preservation of physical evidence can often be central to the prosecution of high-profile cases, which rely heavily upon the existence of forensic evidence. As training is central to qualifications, it is vital that the evidence technician and CSI team receive appropriate, ongoing training, and that adequate records exist of training attended. Any lack of training and training records can create complications for prosecutors attempting to qualify expert witnesses and thus can create challenges in prosecuting crimes. CPSM recommends the department join the International Crime Scene Investigators Association and/or the International Association for Identification to ensure the evidence technician and CSI team members are trained, certified, and adhere to the standards of its professional organizations.

Both patrol and detectives perform crime scene processing. However, patrol officers primarily process minor crime scenes to include evidence collection, photographs, latent prints, and DNA evidence. The department has a CSI team comprised of CSOs, detectives, patrol officers, and motor officers. The team members receive additional crime scene training to assist in processing major crime scenes. The detective assigned as the case agent oversees the management of the case to include working with the evidence technician and CSI team to ensure the scene is properly processed. The evidence technician and CSI team collaborate at crime scenes to preserve, collect, and record impressions including tool marks, footprints, tire marks, bite marks, and fingerprints; trace evidence including fibers and paint; collect DNA evidence including blood, semen, hair, skin, blood stain patterns, and bodily fluids; and firearm evidence. The motor officers also have specialized training in the FARO 3D scene documentation software and are

used at major injury and/or fatal traffic collisions as well as have the ability to respond to crime scenes.

Due to the small number of major crime scenes per year, PPD's use of a CSI team approach with a specially-trained evidence technician is appropriate. CPSM learned that due to promotions and attrition, maintaining a team that is trained and available can at times be challenging. Due to the limited collective tenure in patrol, it is understood that maintaining an available CSI team may be a challenge. As such, PPD is encouraged to ensure the CSI team continues to undergo ongoing training to remain up-to-date on the latest trends on crime scene processing and look for opportunities to grow the team.

The detectives' involvement in crime scene processing ensures quality control of the collection and preservation of evidence. In addition to creating a more robust case management system, CPSM recommends the department capture the number of crime scenes processed by the CSI team and the information also be detailed to capture scenes handled by patrol, detectives, CSI team, and the evidence technician. This is workload that is not currently being collected and needs to be monitored for trends in cases and staffing considerations for the Investigations Unit.

A sample of how tracking workload for the CSI team and/or evidence technician can be accomplished is shown in the following table.

**TABLE 5-6: SAMPLE Evidence Processing by Unit, 2021**

Category	Patrol	CSI Team	Evidence Technician	Detectives	Total
On-duty Callouts					
Off-duty Callouts					
Items Collected					
Latent Lift Cards					
Lab Evidence Processed					
Latents into AFIS					
Latents into AFIX					
Latents into NGI					
AFIS/AFIX/NGI Hits					
Comparisons					
Identifications					
Verifications					
<b>Totals</b>					

Notification to the evidence technician occurs through the detective sergeants and sometimes the on-scene patrol sergeant or detective during the course of her shift. Off hours, she is called in by the detective sergeant to process crime scenes. In addition to the evidence technician, two to five members of the CSI team are also summoned to assist in processing the scene depending on the size and complexity of the case.

CPSM noted that although detectives are on-call on a seven-day rotation, the evidence technician is on call during her off hours unless she is on vacation or other leave; however, the position does not have an agreement for compensation. Although CPSM does not make recommendations regarding wages and/or benefits, the disparity in lack of compensation or consideration for the evidence technician is something the city/department should evaluate.

The evidence technician identifies, photographs, collects evidence and takes it to the station for preservation, and documents their findings in reports. The only type of evidence processed in the lab is latent fingerprints. It sends all other evidence for processing and comparison to the California DOJ Crime Lab for processing. The evidence technician's day-to-day responsibilities include latent print examination and confirmation, follow-up with state DOJ on evidence submitted for comparisons, and ensuring the department is compliant with keeping the database up-to-date on sexual assault cases as required by law. The evidence technician works collaboratively with the property technician for booking in evidence collected as well as checking out pieces of evidence for analysis and comparison.

The evidence technician is able to update the department's evidence database when evidence is moved. CPSM inquired about the potential for items not being tracked inadvertently when being checked out and learned the evidence technician can check out evidence without a secondary validation. CPSM is not suggesting any impropriety is occurring; rather, this is an opportunity for dual-authentication whenever evidence is removed or returned to the property room. CPSM recommends the property officer retain the sole authority and responsibility to check property out or into the property and evidence room. More information regarding the operations of the property and evidence room will be provided in *Section 6, Support Services Division*.

The evidence technician and/or CSI team collects, processes, and preserves latent prints at crime scenes and writes reports, but only one dispatcher is trained and authorized to use the AFIS terminal as a searching tool. The evidence technician submits latent prints into AFIS for identification. If AFIS returns with one or more possible print matches, a trained fingerprint examiner must verify the submitted fingerprints with the possible match. A second trained and certified fingerprint examiner, qualified as a second verifier, must certify the first print examiner's findings. Currently, the part-time dispatcher is the only person trained to be a second fingerprint verifier, which is a manual examination. This is an industry standard requirement to ensure accuracy.

Currently, the evidence technician would need to reach out to another qualified fingerprint expert at a neighboring police department to ask an expert to do a second verification comparison of the print as a courtesy. This is time-consuming and may result in a backlog of prints to be compared. The impact affects detectives, as this process can cause unnecessary and lengthy delays. The dispatcher must prioritize the time it takes for a second fingerprint verification with her primary dispatching duties or come in off hours.

The fact only one person in the department—a dispatcher—is trained and certified to assist with fingerprint certification handicaps the abilities of PPD. Due to the critical nature of fingerprint verification, CPSM recommends an additional person be identified to attend training to become a qualified verifier. A department-wide inquiry would show potential interest for this critical task and may identify personnel who have a desire and/or prior training to fulfill the need.

In 2021, the unit received an evidence van specifically designed for use at crime scenes. The evidence technician indicated the final pieces of equipment were added to the vehicle recently and it is fully-capable of responding in the field.

## Interview Room

The interview room is located off the hallway in the department and shares a wall adjacent to the Investigations Unit office. The interview room has a camera conspicuously placed in the corner of the interview room to record video and audio. There is a monitor located in the corner of the Investigations Unit office above the cubical where the department's IT Specialist is

located; hence, there is no dedicated monitoring room for interviews and confidentiality. It is apparent the current location of the IT Specialist is not optimal.

During investigative interviews, it is important only those in the Investigations Unit with a need to know hear the contents of the investigation and it is not best practice or appropriate to have the IT Specialist able to listen to the interview. This is not to question or infer anything adverse to the IT Specialist's integrity, merely indicating the work space location is inappropriate. CPSM recommends consideration be given to finding another office location for the IT Specialist. Furthermore, should the department move forward with implementing a Crime Analyst position, this office space would be more appropriate for a Crime Analyst to be located in the unit.

## Investigations Unit Recommendations:

- Change the organizational chart to reflect the actual working units within the Special Services Division. (Recommendation No. 28.)
- Update Policy 1004 to reflect the current selection process for detectives. (Recommendation No. 29.)
- Create a training program for newly promoted detectives that is formalized and includes key aspects of conducting and overseeing investigations. (Recommendation No. 30.)
- Create a training matrix for the Investigations Unit to ensure all detectives receive the essential formalized training. The training matrix could include mandatory, recommended, and optional training categories. (Recommendation No. 31.)
- Update Policy 600 to include a caseload management section. (Recommendation No. 32.)
- Maintain the monthly case review meetings with a focus on key case review and strategy sessions. (Recommendation No. 33.)
- Implement a system and process such as the records management system to routinely review reports to determine if detectives are effectively conducting investigations, solving crimes, and adequately managing their caseload. (Recommendation No. 34.)
- Ensure funding is provided for the case management suite in Records Management System if it is not already included. (Recommendation No. 35.)
- Implement a case data review process to capture cases assigned to detectives for 2022 going forward, as well as any open cases prior to this time. (Recommendation No. 36.)
- Consider having detectives respond in the field to partner with patrol personnel to enhance field-level investigations. This would harness the value of experienced detectives to help advance the learning curve for officers handling field-level investigations. (Recommendation No. 37.)
- Implement a process to track overtime costs of the unit to be reviewed in conjunction with caseloads to determine the trends that may affect staffing in the future. (Recommendation No. 38.)
- Include clearance rates as another benchmark of a department's effectiveness in solving crime to be part of the Investigations Unit's evaluation process. (Recommendation No. 39.)
- Consider joining a professional forensics association for training and certification. (Recommendation No. 40.)

- Ensure future evidence technicians receive training and certification in CSI. (Recommendation No. 41.)
- Provide ongoing training to the CSI team to remain up-to-date on the latest trends on crime scene processing and continue to grow the team. (Recommendation No. 42.)
- Track the number of crime scenes processed to monitor trends in cases and for staffing considerations. (Recommendation No. 43.)
- Evaluate the on-call compensation for evidence technician in relation to the on-call consideration provided to detectives. (Recommendation No. 44.)
- Ensure the property officer retains the sole authority and responsibility to check property out or into the property and evidence room. (Recommendation No. 45.)
- Identify an additional person to attend training to become a qualified verifier of latent prints. (Recommendation No. 46.)
- Consider moving the IT Specialist III workspace to another location in the department rather than in the Investigations Unit. The workspace would be more appropriately used for a future Crime Analyst. (Recommendation No. 47.)

## CRIMINAL INTELLIGENCE UNIT

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Petaluma PD's Criminal Intelligence Unit is the responsibility of the detective sergeant. As mentioned earlier, this is an ancillary duty and not a unit *per se*. CPSM recommends the organizational chart be updated to reflect the actual working units. Rather than listing Criminal Intelligence as a unit, it would be more appropriate to include it on the ancillary duties list within the division.

### Criminal Intelligence Unit Recommendation:

- Remove the criminal intelligence reference in the organizational chart and add it to the Investigations Unit ancillary duties list. (Recommendation No. 48.)

## GANG ENFORCEMENT TEAM

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The gang enforcement team is actually operated in the Patrol Services Division. There is one detective assigned to assist with gang investigations. Fortunately, Petaluma does not have a significant gang crime issue. CPSM recommends the organizational chart be updated and the Gang Enforcement Team be removed and included in the ancillary duties list in detectives.

### Gang Enforcement Team Recommendation:

- Remove the Gang Enforcement Team reference in the organizational chart and add it to the Investigations Unit ancillary duties list. (Recommendation No. 49.)

## CRIME ANALYSIS

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The systematic analysis of data and information is valued by police agencies seeking to improve their effectiveness. Crime analysts review all police reports with the goal of identifying patterns as they emerge. A crime analyst can identify developing problems and alert command and operational staff to the activity as soon as possible so that effective tactics and strategies can be employed to prevent and reduce crime. The crime analysis function is integral to good policing and the appropriate utilization of limited police resources.

The Petaluma Police Department does not currently have a Crime Analysis Unit. Crime reports are produced by the management analyst reporting to the Deputy Chief as well as Records staff. The complete crime analysis function including data analysis of crime trends is not currently being generated. Rather than have disparate units in the department handling ad hoc reports based on demand and need, CPSM recommends a civilian crime analyst position be created. This will alleviate the burden and work outside the scope and design of personnel assigned to other positions.

Crime analysis is a growing specialty in law enforcement. A qualified crime analyst can create and disseminates crime bulletins, wanted bulletins, officer safety bulletins, sex registrant bulletins, missing person bulletins, and in-custody bulletins. Patrol officers, motor officers, and detectives can benefit from detailed information regarding crime and traffic collision trends. Moreover, department management can benefit from accurate data on these trends and the level of effectiveness in addressing these concerns.

There is software available which can enhance efficiencies by generating crime trends and hot spots through automation. CPSM learned crime analysis software is present but has not been utilized. CPSM recommends that the department determine the capabilities of any existing crime analysis software, ascertain if the RMS system has a crime analysis feature, and also determine if there are any costs associated with activating the crime analysis function. If the current system is incapable of this capability, then the department should research other software available on the market that would enable it to automate this process. It is recommended the department acquire the most up-to-date crime analysis software that interfaces with the existing CAD/RMS system.

### Crime Analysis Recommendations:

- Add one civilian FTE position as a crime analyst. (Recommendation No. 50.)
- Assess the capabilities of the Records Management System for crime analysis and associated costs and activate the crime analysis feature. (Recommendation No. 51.)
- Consider adding crime analysis software to automate the process and enhance the crime analysis function. (Recommendation No. 52.)

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## TRAFFIC UNIT

Traffic safety and the efficient flow of traffic are always important factors for any community, PPD Policy 500.1 states "The ultimate goal of traffic law enforcement is to reduce traffic collisions. This may be achieved through the application of such techniques as geographical/temporal assignment of personnel and equipment and the establishment of preventive patrols to deal with specific categories of unlawful driving behavior. Traffic enforcement techniques are based on accident data, enforcement activity records, traffic volume, and traffic conditions. This department provides enforcement efforts toward violations, not only in proportion to the frequency of their occurrence in accident situations, but also in terms of traffic-related needs."

While concerns often emanate from residential areas and school zones, traffic accidents often occur more frequently in areas with a high retail concentration and/or high traffic volume. Anecdotal evidence suggests that this is also the case in Petaluma; therefore, it is imperative that PPD commit adequate resources to address all traffic-related issues. The following table represents current staffing in the Traffic Unit.

**TABLE 5-7: Traffic Unit Authorized Staffing**

<b>FY 2021-22</b>	<b>Authorized</b>	<b>Actual</b>	<b>Vacant</b>
<b>Sworn Personnel</b>			
Sergeant	1	1	
Motor Officers	4	4	
DUI Team Officers	2	2	
<b>Sworn Total</b>	<b>7</b>	<b>7</b>	
<b>Civilian Personnel</b>			
Abandoned Vehicle Officer	1	1	
Parking Control Officer	2.5	2	0.5
<b>Civilian Total</b>	<b>3.5</b>	<b>3</b>	<b>0.5</b>
<b>Traffic Unit Total Staff</b>	<b>10.5</b>	<b>10</b>	<b>0.5</b>

**Source:** Petaluma Police Department.

## Schedule

PPD has a dedicated Traffic Team staffed by a full-time motor sergeant, four motor officers, two DUI team officers, one abandoned vehicle officer, and two full-time parking control officers (with one vacancy for a part-time parking enforcement officer).

Motor officers work a 4/10 schedule from 7:00 a.m. to 5:00 p.m. and overlap their workweek to accomplish coverage for six days a week. One officer works Monday through Thursday, two work Tuesday through Friday, and one works Wednesday through Saturday. The parking control officers work the same hours from 7:00 a.m. to 5:00 p.m. with one working Monday through Thursday and the other Wednesday through Saturday. The abandoned vehicle officer works the same 7:00 a.m. to 5:00 p.m. hours from Monday through Thursday. Due to the nature of the DUI team assignment, the DUI officers work the same 3/11 and 4/11 schedule as patrol officers; their hours are from 4:00 p.m. to 3:00 a.m. with one working Saturday, Sunday, Monday, and every other Tuesday and the other working Wednesday, Thursday, Friday, and every other Tuesday (alternating with the partner DUI officer) in order to provide seven-days-a-week coverage. Petaluma PD is to be commended for providing the six-day motor officer coverage and should

maintain seven-day DUI team coverage to address traffic safety issues and concerns impacting the community.

Traffic is responsible for investigating major injury and fatal traffic collisions and is available for call outs. Staff indicated that it is preferable that the community service officers in patrol investigate minor traffic collisions, and in the event that is not possible, motor officers handle the investigations. When a motor officer is unavailable or after hours, patrol officers are responsible for conducting traffic accident investigations.

A review of the following table of traffic collision data in 2021 reveals the timeframe for the bulk of traffic collisions is between 7:00 a.m. to 7:00 p.m. There are still a number of traffic collisions between 7:00 p.m. through 10:00 p.m. with a spike occurring between 9:00 p.m. and 10:00 p.m. Although providing traffic collision investigation specialists (motor officers) for the community needs of traffic investigations is one consideration, another is the safety of motor officers working during nighttime hours. Hence, CPSM raises the issue for consideration.

The data in the table demonstrates that adjusting the motor officers' schedules to cover the hours of 7:00 a.m. to 7:00 p.m. is important to provide appropriate service levels to the community. However, stretching the schedule to 10:00 p.m. in response to the peak from 9:00 p.m. to 10:00 p.m. is not necessarily recommended. There is also an increase of traffic collisions on Sunday evenings between 5:00 p.m. and 7:00 p.m.; however, with the current allotment of motor officers, consideration would need to be given to changing work days to cover Sunday evening hours rather than simply adjust work hours.

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**TABLE 5-8: Collisions by Day of Week and Hour of Day, 2021**

Time	Total	Weekday	Weekend	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Unknown	19	11	8	4	3	3	0	2	3	4
0000-0059	4	2	2	1	0	0	0	1	1	1
0100-0159	9	5	4	3	1	0	2	1	1	1
0200-0259	4	1	3	1	0	0	0	0	1	2
0300-0359	5	1	4	2	0	1	0	0	0	2
0400-0459	4	3	1	0	0	0	1	1	1	1
0500-0559	5	3	2	1	0	1	2	0	0	1
0600-0659	7	6	1	1	0	2	2	2	0	0
0700-0759	16	14	2	0	2	4	2	2	4	2
0800-0859	19	15	4	1	3	0	3	4	5	3
0900-0959	12	10	2	0	4	2	0	3	1	2
1000-1059	19	14	5	3	0	5	3	6	0	2
1100-1159	19	15	4	2	5	1	0	3	6	2
1200-1259	30	26	4	2	6	10	5	3	2	2
1300-1359	31	26	5	2	4	3	4	7	8	3
1400-1459	34	31	3	2	4	5	10	6	6	1
1500-1559	40	36	4	0	6	6	8	10	6	4
1600-1659	30	24	6	1	3	3	3	6	9	5
1700-1759	<b>23</b>	<b>12</b>	11	8	<b>2</b>	<b>1</b>	<b>5</b>	<b>2</b>	<b>2</b>	<b>3</b>
1800-1859	<b>29</b>	<b>20</b>	9	4	<b>1</b>	<b>7</b>	<b>4</b>	<b>5</b>	<b>3</b>	<b>5</b>
1900-1959	14	10	4	3	2	3	1	2	2	1
2000-2059	16	14	2	2	2	2	4	3	3	0
2100-2159	21	13	8	4	4	2	0	2	5	4
2200-2259	10	6	4	2	1	1	2	2	0	2
2300-2359	7	4	3	0	2	0	1	0	1	3
<b>Total</b>	<b>427</b>	<b>322</b>	<b>105</b>	<b>49</b>	<b>55</b>	<b>62</b>	<b>62</b>	<b>73</b>	<b>70</b>	<b>56</b>

**Source:** Petaluma PD. Shaded gray areas denote the motor officers' current work week. Blue shaded areas show accident levels supporting additional motor officer coverage.

PPD's existing motor officer schedule properly weights the number of motor officers working during the days of the week to cover the higher incidence of traffic accidents that occur during the mid-week period. However, shift hours should be altered by a couple of hours to better cover some higher incidence hours.

In order to better align the schedules with the times that traffic accidents occur, CPSM recommends the existing schedule for two motor officers be shifted slightly to 9:00 a.m. to 7:00 p.m. This shift should take place for one of the officers working Tuesday through Friday and for the officer working Wednesday through Saturday. The overall proposed schedule for motor officers is shown in the following table.

**TABLE 5-9: Motor Officers Schedule Recommendation**

	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Motor 1	X	7:00 a.m.- 5:00 p.m.	7:00 a.m.- 5:00 p.m.	7:00 a.m.- 5:00 p.m.	7:00 a.m.- 5:00 p.m.	X	X
Motor 2	X	X	7:00 a.m.- 5:00 p.m.	7:00 a.m.- 5:00 p.m.	7:00 a.m.- 5:00 p.m.	7:00 a.m.- 5:00 p.m.	X
Motor 3	X	X	9:00 a.m.- 7:00 p.m.	9:00 a.m.- 7:00 p.m.	9:00 a.m.- 7:00 p.m.	9:00 a.m.- 7:00 p.m.	X
Motor 4	X	X	X	9:00 a.m.- 7:00 p.m.	9:00 a.m.- 7:00 p.m.	9:00 a.m.- 7:00 p.m.	9:00 a.m.- 7:00 p.m.

## Selection

As was the case for special assignments to the Investigation Unit, the same applies to the Traffic Unit wherein the assignment to motor officer is considered a transfer per PPD Policy 1004. That is, the assignments are rotational and are not considered promotions. Once selected, the tenure for motor officer is five years and for the traffic sergeant is four years. Upon completion of the tour in a special assignment, the employee is required to return to a patrol team assignment for a period of one year before being eligible for another assignment. The Chief of Police may allow extensions or waive the requirement of an employee to return to the patrol teams based on the needs of the department. Petaluma PD is to be commended for ensuring special assignments are rotational as this provides opportunities for sworn personnel to acquire additional training and experience, which serves the interests of both the individual and the department.

As was previously mentioned in the Investigations Unit section, CPSM recommends PPD policy 1004 be updated to reflect the current special assignment process.

## Traffic Training

The PPD Training Plan details all traffic officers are to attend Basic, Intermediate, and Advanced Collision Investigation courses. Traffic officers also have training in FARO digital crime scene documentation. In the past, some traffic officers also had specific training and experience investigating automobile-pedestrian, motorcycle, and/or train collision courses; however, due to attrition the current Traffic Unit does not possess these specialties. All community service officers (CSOs) are required to attend Basic and Intermediate Collision Investigation courses. CPSM recommends motor officers be sent to additional training in traffic collision specialties such as automobile-pedestrian, motorcycle, and/or train collisions, and reconstruction courses.

Recently, PPD returned to the practice of training new police officers in the Traffic Unit for two days. During this time, the new patrol officers are introduced to basic collision investigation, radar operation, and traffic control. PPD is to be commended for introducing patrol officers to the importance of traffic safety in the community. This would also be an excellent opportunity to familiarize the new officers with high-frequency accident locations within the city so they could monitor these locations for educational and enforcement opportunities with community members later when the officers return to patrol. As mentioned in the *Patrol Section*, in 2021 patrol officers issued on average 28 citations or 0.17 per shift. Traffic enforcement is an area in which patrol personnel could provide more focus in order to enhance community safety.

PPD has a team of officers extensively trained in traffic collision investigation who handle all fatal traffic collisions, assist other local agencies with officer-involved or fatal collisions, city-involved

major collisions, or high liability collisions. The Traffic Unit may be called out by any supervisor to investigate an accident involving serious injury or fatality. Due to the capability of the Traffic Unit to use the FARO 3D scanner software system to digitally document crime scenes in addition to traffic scenes, there is an excellent opportunity for the Traffic Unit to assist the Investigations Unit on crime scene documentation. Staff indicated this is a newer opportunity for the unit and one of the goals of the unit.

PPD Policy 502 outlines traffic collision reporting requirements. CPSM found the policy to be thorough and complete. The policy covers how PPD officers are to investigate traffic collisions and defines reportable versus nonreportable traffic collisions and how they are to be documented. With regard to traffic collisions involving department vehicles, the policy indicates traffic collision investigation reports shall be taken when a city-owned vehicle is involved in a traffic collision upon a roadway or highway wherein any damage or injury results. Further, should an employee, either on-duty or off-duty, be involved in a traffic collision within the jurisdiction of the Petaluma Police Department and which results in a serious injury or fatality, the Traffic sergeant or watch commander may notify the California Highway Patrol for assistance. Traffic collisions involving city police vehicles should be investigated by an outside or neighboring agency in order to avoid even the appearance of a conflict of interest. Again, Petaluma PD's policy is in keeping with this best practice.

The operation of a police motorcycle is a perishable skill. As such, perishable skills training is a practice necessary to maintain the high degree of riding skills to ensure the safe operation of the motorcycle for enforcement purposes. Although motor officers ride routinely in their daily assignment, this is no substitute for motorcycle training that includes slow-speed maneuvering and traffic collision evasion, at the very least. These exercises are established in the police motorcycle training guide used at the police motorcycle academy approved by the California Peace Officers Standards and Training. Per the CA P.O.S.T. Motor Guide, "A sound motorcycle training program strengthens the skills and knowledge of the individual officers while raising the overall competence and safety of the unit. Costs associated with training are an investment and budgeting for training is a proactive risk management practice."

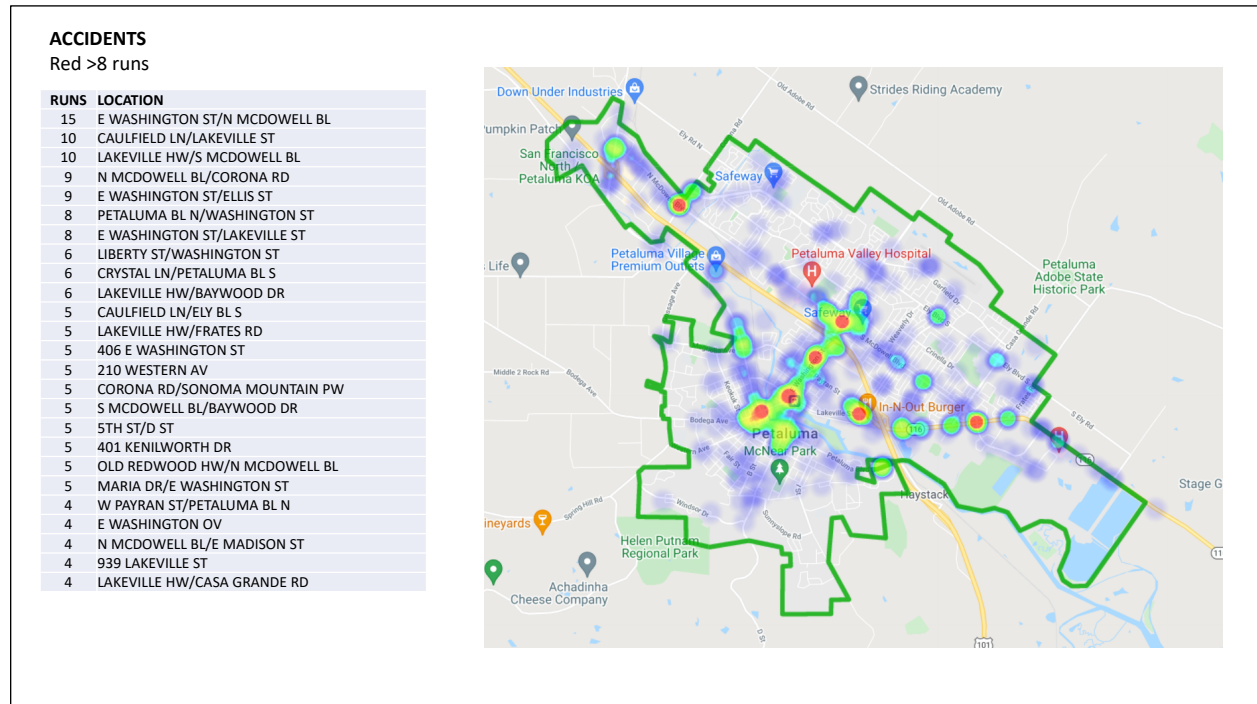
Most agencies that have traffic units manned with motor officers require the motor officers to conduct motorcycle safety and skills training at a minimum of at least annually, with some agencies training quarterly. PPD conducts monthly motorcycle safety and skills training, which is commendable as it exceeds best practice, although quarterly motor training is adequate. CPSM suggests consideration be given to workload before scheduling monthly motor training. Even if the unit trained bi-monthly, that would exceed the quarterly training that agencies follow.

## Traffic Accidents

The following figure examines the locations that see a high rate of traffic accidents; we note that East Washington Street and North McDowell Boulevard, Caulfield Lane and Lakeville Street, and Lakeville Highway and McDowell Boulevard account for the top three locations for traffic accidents.

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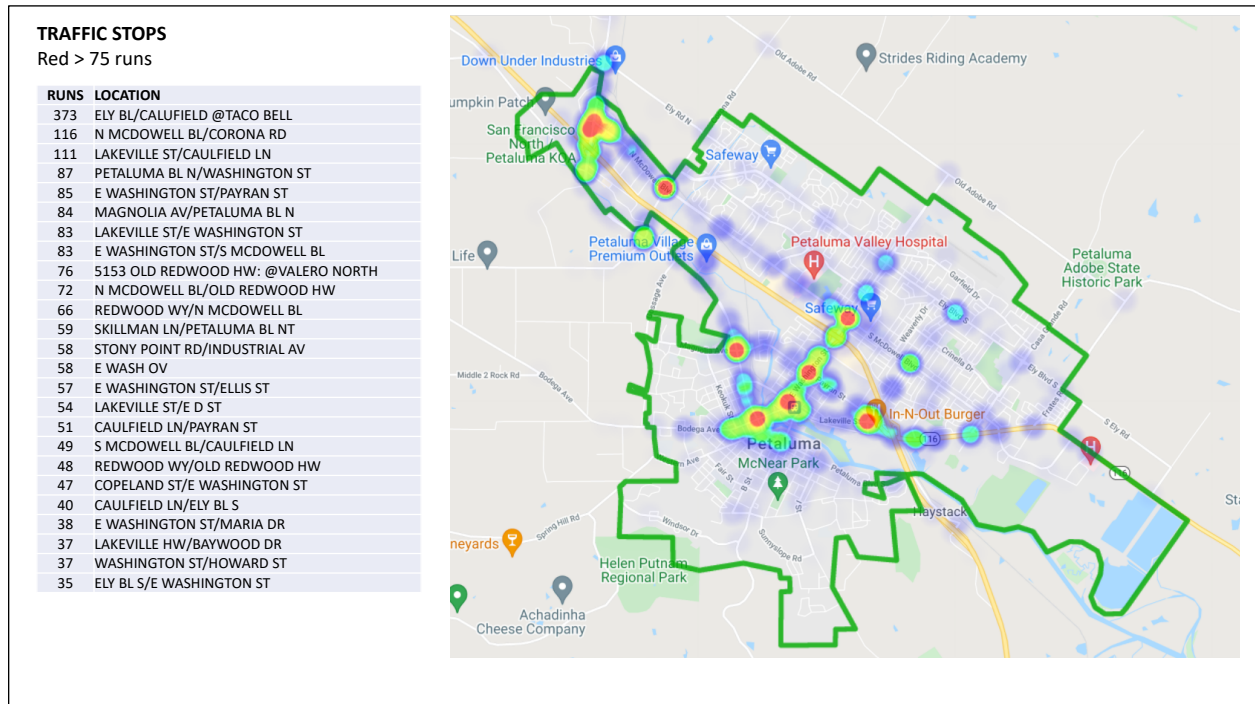
**FIGURE 5-1: High-frequency Traffic Accident Locations, 2021**



In order to address areas with a high number of traffic collisions, agencies apply the three “E’s” to traffic safety: education, engineering, and enforcement. In the following figure, we examine areas of traffic enforcement and education through traffic stops. CPSM notes that the areas of enforcement are consistent with the traffic accident locations, which indicates the proper deployment of resources to impact traffic safety in the City of Petaluma.

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**FIGURE 5-2: High-frequency Traffic Stop locations, 2021**



The city also has a committee of city officials that meet to address engineering, education, and enforcement issues as well. The committee consists of the Traffic Section sergeant, a city traffic engineer, and representatives from the Bicycle Committee. The committee meets quarterly to review traffic collision data in the city and around schools and to share complaints about traffic or engineering concerns in the city.

In the following tables, data regarding traffic accidents for the past three years is examined in more detail to explore potential trends. Table 5-10, Traffic and Impaired Driving Accidents in Petaluma, 2019-2021, summarizes traffic collisions and causation factors. From 2019 to 2021 injury collisions decreased by 29 percent. During the same period DUI collisions decreased by 13 percent. Significantly, auto-pedestrian traffic collisions saw the largest decrease of 59 percent from 2019 to 2021. Of note, the pandemic undoubtedly correlates to the decrease during 2020 through 2021. Data in Table 5-11, Traffic Accidents by Day of Week, shows there is an uptick in traffic accidents on weekdays compared to weekends. Due to the relatively low number of auto-pedestrian and fatal traffic collisions, there are no identifiable trends that can be drawn from the remaining tables.

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**TABLE 5-10: Traffic and Impaired Driving Accidents in Petaluma, 2019–2021**

Year	Total Collisions	Injury Collision	Property Damage	Fatal Collision	DUI PCF*
2019	560	218	339	3	61
2020	365	118	243	4	37
2021	428	153	274	1	53

**Source:** Petaluma Police Department.

**Note:** \*Of the total collisions, represents traffic collisions with Primary Collision Factor (PCF) as DUI.

**TABLE 5-11: Traffic Accidents by Day of Week in Petaluma, 2019–2021**

Year	Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Total
2019	64	75	82	92	86	97	61	557
2020	37	56	50	52	51	70	49	365
2021	49	55	62	62	73	68	56	427

**Source:** Petaluma Police Department. The 2019 total traffic collisions by week show three less collisions than the total data search which indicates an unknown issue with the Crossroads software system.

**TABLE 5-12: Auto-Pedestrian Accidents by Day of Week in Petaluma, 2019–2021**

Year	Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Total
2019	6	3	5	6	2	7	5	34
2020	1	1	4	0	0	3	3	12
2021	1	3	2	2	2	3	1	14

**Source:** Petaluma Police Department.

**TABLE 5-13: Fatal Accidents by Day of Week in Petaluma, 2019–2021**

Year	Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Total
2019	0	1	1	1	0	0	0	3
2020	0	0	2	1	0	1	0	4
2021	0	0	0	0	0	0	1	1

**Source:** Petaluma Police Department.

**TABLE 5-14: Hit-and-Run Traffic Accidents in Petaluma, 2019–2021**

Year	Property Damage	Injury Collisions	Fatal Accidents	Total Collisions
2019	153	19	0	172
2020	122	10	0	132
2021	129	12	0	141

**Source:** Petaluma Police Department.

Traffic has two full-time officers assigned to DUI enforcement; their schedules are aligned with the patrol shifts. Petaluma conducts 15 roving DUI saturation patrols within the city, supported by a grant from the Office of Traffic Safety. Drug recognition experts (DREs) are an important resource in maintaining traffic safety. Due to the prevalence of drugs in society, DUI drivers may be impaired by drugs or a combination of drugs and alcohol. CPSM learned there are no

certified DREs in the department. We recommend that at least two officers in Traffic or a combination of Patrol and Traffic be identified to attend this important training and certification.

Currently, Traffic is participating in traffic grants awarded by the California Office of Traffic Safety to focus on DUI, speed, motorcycle, bicycle and pedestrian traffic collisions. Petaluma PD also received a mini-grant from the California Highway Patrol for the Every 15 Minutes program aimed at DUI awareness for high school students. Grants for bicycle helmets and car seats are also used to distribute these items to residents in the city.

In addition to traditional traffic enforcement, some additional duties for which the Traffic Unit is responsible are:

- Maintenance of Preliminary Breath Test (PBT) devices.
- FARO software maintenance.
- Deployment of speed trailers/signs.
- Radar/LIDAR maintenance.
- Trainers in Standardized Field Sobriety Test (SFST) and Advanced Roadside Impaired Driving Enforcement (ARIDE).
- Responding as Traffic Call Out Team to handle major injury/fatality collisions.
- Providing field sobriety and Advanced Roadside Impaired Driving Enforcement (ARIDE).
- Traffic sergeant approves most all traffic collision reports for PPD and uses Crossroads statewide, web-based software reporting system.
- Special events and activities.
- Staff community outreach events such as Coffee with a Cop, community forums, and school safety events.
- Monthly motor training.
- Investigates minor injury traffic collisions.

Many police departments no longer respond to non-injury collisions unless a hazard exists or an intersection is blocked. Most agencies now deploy civilian report takers if they choose to take minor collision reports. Using civilians to handle non-injury traffic collisions or direct traffic is one option to consider. Many agencies have transitioned to online reporting of traffic collisions and minor crimes with no suspects. To Petaluma PD's credit, the practice of investigating property damage only accidents was stopped several years ago as a result of the recession. Furthermore, the department provides online reporting for traffic collisions with property damage only. The department is to be complimented for its forward-thinking strategies in this regard.

In an effort to identify cost-efficient ways to maintain safety in the City of Petaluma, CPSM inquired about the use of civilian personnel assigned to investigate traffic accidents and handle other traffic-related matters. Many police agencies have found this practice to be cost-effective and as well it provides an opportunity for civilian personnel to develop professionally within the department. Previously, the Petaluma PD had a robust community services officer (CSO) program in the Traffic Unit with five CSOs handling minor injury and non-injury traffic collisions, parking enforcement, and deploying speed signs throughout the city. All CSOs were able to conduct traffic collision investigations.

Currently, there is one full-time CSO and one part-time CSO assigned to other areas in the department and no CSOs assigned to the Traffic Unit. A review of the number of traffic collisions in 2021 shows there were 427 traffic collision reports or 8.2 traffic collision reports per week (just over one per day). The number of traffic collision reports in 2021 does not indicate a need for a CSO to be assigned to traffic as there are other areas within the department that have a greater need for the CSOs' services (Refer to Section 4, Patrol Services and Section 6, Support Services).

The following table reflects the total number of traffic citations issued by Petaluma PD patrol officers and the Traffic Unit for the period of 2019 to 2021. As stated earlier in the patrol productivity portion of the report, if one assumes each officer issued an equal number of citations and each patrol officer worked the equivalent of 161 shifts per year, each of the patrol officers and motor officers would have issued 28 traffic citations or 0.17 citations per shift in 2021.

**TABLE 5-15: Traffic Citations Issued in Petaluma, 2019 – 2021**

Year	Traffic Infractions	*Criminal Traffic	Parking Citations
2019	2,446	321	7,012
2020	647	149	1,804
2021	1,121	256	3,145

**Source:** Petaluma Police Department.

**Note:** \*Criminal Traffic includes DUI, Unlicensed Driving or Driving on a Suspended License, and Hit and Run citations.

The above data pertain specifically to both patrol and the Traffic Unit's traffic citations. Citations issued for non-traffic criminal incidents are not accounted for in the above table. From 2019 to 2021, there was a significant drop in traffic and parking citations while the country was experiencing the effects of the COVID-19 pandemic.

There is no industry standard for the number of citations expected of a patrol officer, and establishing quotas is both undesirable and unlawful. Nonetheless, as part of the overall work effort an agency can demand that sufficient effort be directed to those areas of greatest concern to the community. Measuring performance relative to traffic enforcement, both individually and collectively, is appropriate when used as part of a broader measure of overall performance. The number of citations at 0.17 citations per shift per officer reflects an opportunity to focus on traffic safety within the PPD.

CPSM learned that motor officers use software on an iPhone to assist with issuing traffic citations, completing data input for compliance with the Racial Identity Profiling Act (RIPA), and other day-to-day activities. It was also learned that the mobile application was prone to locking issues, resulting in the motor officers having to restart the process of completing the RIPA data collection from the beginning. The technological issue is related to the Sonoma County Public Safety Consortium (SCPSC) and outside the scope of the internal IT specialists. PPD is aware of the issue and is reliant on the SCPSC and partner agencies to work to resolve the matter.

Until 2018, PPD had a number of ways for community members to request traffic enforcement or to report traffic safety complaints: in person, by phone on the traffic complaint line, and through the PPD social media. However, due to staffing levels the traffic complaint line was eliminated. Currently, traffic complaints are received through dispatch or the department's web-based tip line. The Traffic sergeant reviews the traffic complaint and assigns it to a motor officer, CSO, or the abandoned vehicle officer. In areas with identified traffic safety concerns, traffic officers conduct directed patrols, deploy the speed radar trailers, and/or distribute speed limit stickers to

residents to be placed on garbage cans. Depending on the circumstances of the complaint, sometimes a traffic officer will be sent to contact the complainant.

The Traffic Unit distributes monthly bulletins to patrol officers identifying problem locations and the types of traffic safety issues involved. CPSM inquired about details regarding the types of complaints that are received and learned all complaints are not formally tracked. Instead, the Traffic sergeant keeps a running list of complaints on a Word document. If the motor officers are not available, the Traffic sergeant sends the traffic complaint information to patrol officers. Therefore, there is no easy way to data-mine the search for accident-causing complaints and PPD responses. CPSM recommends PPD create a process to track traffic-related complaints by category and include the department's response. During this process, the complainant should be kept up-to-date on the actions taken to resolve their issue.

CPSM learned that sometimes the Traffic Unit lieutenant will create an automated call for service regarding directed patrol for a traffic complaint. Although this assures that a complaint is addressed, it circumvents the process of having the sergeant work with the motor officers to contact the complainant, research the issue, and provide a more intentional and appropriate response versus a blanket patrol check. CPSM recognizes that in the absence of a systematic process, the automatic assignment of a traffic complaint to a directed patrol assignment is better than no response. Hence, our recommendation to create a thorough process to track the complaint, location, complainant, and outcome.

The Traffic Unit actively engages the community in traffic safety through speaking appearances and special events. Traffic provides training on any traffic safety topic, including driving safety to and from work for commercial businesses, California traffic laws, and effects of alcohol for high school students, and California laws.

Traffic coordinates and participates in the following special events:

- Coffee with a Motor Officer.
- Every 15 Minutes.
- Parades.
- National Night Out.
- Large movie permits.

It should be noted that prior to the pandemic the Traffic Unit participated in approximately 65 events per year.

### Traffic Unit Recommendations:

- Adjust two of the motor officers' hours to 9:00 a.m. to 7:00 p.m. for one officer on the Tuesday through Friday and for the Wednesday through Saturday shift. (Recommendation No. 53.)
- Update Policy 1004 to reflect the current selection process for assignment as a motor officer. (Recommendation No. 54.)
- Assign motor officers to additional training in traffic collision specialties such as automobile-pedestrian, motorcycle, and/or train collision, and reconstruction courses. (Recommendation No. 55.)

- Consider changing the monthly motor officer training to bi-monthly or quarterly based on workload. (Recommendation No. 56.)
- Assign two officers to become Drug Recognition Experts (in Traffic or a combination of Patrol and Traffic) and provide them training for certification. (Recommendation No. 57.)
- Address the issues with the motor officers' iPhone and related software, which cause significant issues in the performance of day-to-day functions such as Racial and Identity Profiling Act data gathering. (Recommendation No. 58.)
- Create a process to track traffic-related complaints by detailed category to include complainant, type of complaint, department response, etc. (Recommendation No. 59.)

## EMERGENCY OPERATIONS

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In order to ensure the public's safety during emergencies, natural disasters, and other unusual events, the State of California through the Governor's Office of Emergency Services is the lead agency to coordinate efforts throughout the state. The state is divided into seven Law Enforcement Mutual Aid regions with the notion that within the operational area, law enforcement agencies will assist each other.

The City of Petaluma Emergency Operations Plan (EOP) addresses the planned response to extraordinary emergency situations associated with large-scale disasters affecting the City of Petaluma. Local emergency plans are considered to be extensions of the California Emergency Plan. Petaluma is part of the Sonoma County Operational Area, which consists of cities, special districts and the unincorporated areas of the county. The plan is not intended to address the normal day-to-day emergency or well-established emergency procedures. The EOP is designed to comply with the components of the National Incident Management System (NIMS) as well as the Standardized Emergency Management System (SEMS). The plan facilitates multi-agency and multi-jurisdictional coordination during emergency operations, particularly between the City of Petaluma and the Sonoma County Operational Area.

The overall responsibility of Emergency Operations falls under the Petaluma Fire Department with the Fire Chief serving as the Emergency Service Coordinator. The police department assists in an integral support role. The Special Services lieutenant is the department's liaison for the city's emergency operations. The model used in the City of Petaluma is consistent with best practices CPISM has found in other jurisdictions.

Our review of NIMS training indicated some supervisory and management staff need to complete training. In light of the number of recently-promoted personnel, it would not be unusual that some training is needed. CPISM recommends ensuring supervisory and management staff complete the training relevant to their positions. The Training Coordinator should also ensure the various NIMS training segments are included in the training matrix for respective supervisory and management positions for future reference.

### Emergency Management Recommendations:

- Ensure supervisory and management staff complete the required training relevant to their positions. (Recommendation No. 60.)
- Add the National Incident Management System training segments to the supervisory and management positions coordinated by the Training Unit. (Recommendation No. 61.)

## SECTION 6. SUPPORT SERVICES DIVISION

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Under the direction of a lieutenant, with the support of a sergeant, the Support Services Division is made up of the following sections:

- Communications.
- Records.
- Property and Evidence.
- Training.
- Community Engagement.
  - Volunteers.
- Personnel.
  - Recruitment/Hiring/Backgrounds.
  - Succession Planning.
  - Workers' Compensation.
- Facilities.

Each section will be assessed and reported upon individually to allow the consumer of this information to better understand how each section individually and all sections collectively supports the mission of the Petaluma Police Department.

### REORGANIZATION

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Prior to CPSM conducting the organizational assessment, Petaluma Police Department management has submitted to city staff a reorganization plan that will assemble appropriate support functions in a reorganized Support Services Division and create a Professional Standards Division to oversee all personnel-related activities. The reorganization would add a civilian Technical Services Manager position to assume management of the existing Support Services Division. The addition of the Technical Services Manager would then allow for the re-assignment of the existing Support Services Division lieutenant to manage a newly created Professional Standards Division. The formation of the new unit would relieve the Deputy Chief of a number of day-to-day administrative responsibilities. Necessary staff for the Professional Standards Division is also recommended in the form of the Administrative sergeant.

The Technical Services Manager would oversee the following units/functions in the Support Services Division:

- Communications.
- Community Engagement.
- Fleet (moved from Patrol Services Division).
- Information Technology (moved from Deputy Chief's Office).

- Management Analyst (Budget/Grants) (moved from Deputy Chief's Office).
- Property and Evidence.
- Records.
- Volunteers.

The re-assigned lieutenant would oversee the following functions in the newly formed Professional Standards Division:

- Employee Wellness and Safety (moved from Deputy Chief's Office).
- Personnel (moved from Support Services Division).
- Professional Standards (moved from Deputy Chief's Office).
- Policy and Oversight (moved from Deputy Chief's Office).
- Recruitment and Backgrounds (moved from Support Services Division).
- Risk Management (moved from Deputy Chief's Office).
- Training (moved from Support Services Division).

CPSM supports this reorganization, which provide improved oversight at the mid-manager level and will enhance department operational efficiencies. In addition, the plan opens up opportunities for professional development of personnel, which will benefit the department's succession planning. The Technical Services Manager and Management Analyst positions also add to the civilian personnel career ladder.

PPD currently has an authorized but unfunded Communications Manager item that could be repurposed to the Technical Services Manager item with appropriate funding of the position.

### Support Services Division Recommendation:

- Add one FTE civilian Technical Services Manager position to the department to assume management of the reorganized Support Services Division. (Recommendation No. 62.)

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## STAFFING

The following table reflects the current Support Services Division organizational structure and authorized (budgeted) staffing. It also identifies the staffing additions CPSM recommends for this division, discussed herein.

**TABLE 6-1: Support Services Division Authorized Staffing\***

Position	Authorized	Actual	Vacant	Recommended Add to Staff
<b>Sworn</b>				
Lieutenant	1	1	0	
Sergeant	1	1	0	
<b>Sworn Total</b>	<b>2</b>	<b>2</b>	<b>0</b>	
<b>Civilian</b>				
Community Engagement Liaison	1	1	0	
Community Service Officer				+1
Dispatch Supervisor	1	1	0	+1
Dispatcher – Full Time	11	11*	0	-1
Dispatcher - Lead				+2
Dispatcher – Part Time (24 hrs. per week)	1	1	0	
Per Diem Dispatcher ** (up to 20 As Needed hrs. per month)	As Needed	1	-	
Property Technician	1	1	0	+0.5
Records Supervisor	1	1	0	
Records Assistant	5.5	5.5	0	+0.5
Technical Services Manager				+1.0
Training Coordinator	1	1	0	
<b>Total Civilian</b>	<b>22.5</b>	<b>23.5</b>	<b>0</b>	<b>+5.0**</b>
<b>Total Authorized Personnel</b>	<b>24.5</b>	<b>25.5</b>	<b>0</b>	

**Notes:** \*Per Diem position(s) allows for qualified dispatchers working for other agencies to work on a limited basis to fill shift vacancies as needed. \*\*Specifics regarding additions to staff to be discussed herein.

In the reporting to follow, sections/units will be assessed and reported upon individually to allow the consumer of this information to better understand how each individually, and collectively, supports the mission of the Petaluma Police Department.

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## 911 COMMUNICATIONS CENTER

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The Petaluma Police Department Communications Center serves as the primary Public Safety Answering Point (PSAP) for all 911 calls for the City of Petaluma. This includes police, fire, and emergency medical services (EMS). The Center also provides dispatch services for the police department. Emergency calls for fire or EMS services are transferred to REDCOM through what is commonly referred to as a speed transfer, a process that takes only seconds. That agency is responsible for dispatch services for both fire and EMS calls in Petaluma, as it is for most Sonoma County cities. Such an alignment is commonplace, though it is not uncommon for PSAPS to both receive and dispatch calls for all three disciplines (police, fire, EMS).

In addition to serving as the 911 PSAP, the Center is responsible for answering business calls (also referred to as administrative calls) for the Petaluma Police Department during non-business hours, both nights and all day/night on weekends. During business hours, inbound business lines are answered by the Records Section.

Beginning July 1, 2021, with the implementation of the Specialized Assistance for Everyone (SAFE) program that was discussed previously, the Communications Center also assumed responsibility for the screening of calls for service received to determine if the response would be handled by police, fire, EMS, SAFE, or as a co-response. The Communications Center also tracks those calls within the computer-aided dispatch system as it does for all police department patrol units.

### Organizational Structure

Located within the Support Services Division, the Communications Center operates under the direction of the Division lieutenant. Day-to-day management of the Center Section is the responsibility of the Communications supervisor.

This lone supervisor works Monday through Thursday from 6:00 a.m. to 4:00 p.m. While she holds the title of supervisor and is responsible for performing that role, many of her duties are most closely aligned with management of the section versus supervision of staff. The following is a listing of the duties performed by the supervisor as provided to CPSM:

#### Communications Supervisor Role and Responsibilities:

- Supervise, plan, organize, and oversee the operations and activities of the Communications Center.
- Perform a variety of technical and specialized work related to public safety communications operations.
- First-line supervisor responsible for supervising and overseeing the Communications Center and is responsible for supervising public safety dispatchers.

#### Communications Manager Functions:

- Plans, manages, and reviews the work of assigned communications staff.
- Schedules staff to provide coverage on a 24-hour, 7-day basis.
- Participates in the hiring/selection of staff.
- Provides for the training of staff in work procedures.
- Evaluates performance and provides for staff discipline as required.
- Develops and implements goals, objectives, policies, procedures, and work standards.

- Interprets policies and procedures of the department.
- Provides for the installation, upgrading, maintenance, operation, and staff training for all computer-aided dispatch hardware and software related to the Communications Center.
- Coordinates the dispatch services of the division with the requirements of the department.
- Acts as the departmental coordinator with CLETS communications system.
- Provides input into improved office procedures and implements such procedures upon adoption.
- Acts as division liaison and represents the division and the communications functions with meetings with other city departments and local, state, and federal agency representatives.
- Creates a variety of data reports related to the Communications Center and disseminates those reports to command staff and the public.
- Provides for the maintenance of master street and telephone number listings within the city.
- Personally responds to and coordinates the division's response to emergency situations.
- Oversees the operation of or personally operates mobile equipment in emergency situations.
- Handles the radio upgrade project.

CPSM consultants are aware of the myriad duties that are common in all 911/dispatch centers and wanted to include this listing in our assessment to point out the significant challenges of being the sole supervisor responsible for these functions in a 24/7 environment. Still, given present staffing levels, the supervisor must also frequently assist in line staff functions such as taking calls and dispatching during periods of high call volume.

During the supervisor's time off, a patrol sergeant is technically responsible for supervision of the Communications Center operations. From a practical standpoint, very little direct oversight occurs during these periods as patrol sergeants are committed to other workload responsibilities and are generally in the field.

Supervision levels of PSAPs vary widely based upon the agency size, workload demands, and fiscal priorities. In larger agencies, that is, those serving populations of 100,000 or more, supervision is often provided on a 24/7 basis. Even in these centers supervisors still commonly serve as "working supervisors," handling both supervisory responsibilities as well as line duties including call taking and dispatch during high demand periods.

In agencies the size of Petaluma, supervision levels vary, but generally do not provide for coverage on a 24/7 basis. To augment limited supervisory coverage, agencies sometimes utilize "Lead Dispatchers" as quasi-supervisors. "Lead Dispatchers" are generally highly experienced. In staffing situations such as that which exists in Petaluma where there is not 24/7 supervisory coverage, "Lead Dispatchers" may routinely cover shifts where no supervisor is assigned. Such positions often provide a higher level of supervisory oversight and parse out supervisory workload while providing upward mobility options as well as leadership training to appointed staff. CPSM recommends that this option be considered at Petaluma.

## Staffing

In addition to the Communications Supervisor, authorized staffing for the Communications Center includes 11 full-time call taker / dispatchers, 1 part-time dispatcher, and 1 “per diem” dispatcher.

The following table reflects the authorized staffing levels for FY 2021/2022.

**TABLE 6-2: Dispatch/Communications Personnel**

Rank	Authorized	Actual	Vacant
Dispatch Supervisor	1	1	0
Dispatcher – Full Time	11	11*	0
Dispatcher – Part Time (24 hrs. per week)	1	1	0
Per Diem Dispatcher ** (up to 20 hrs. per month)	As Needed	1	-
<b>Total</b>	<b>13</b>	<b>14</b>	<b>0</b>

**Notes:** \*One full-time dispatcher was hired at the end of January 2022, and is currently in their initial training status and cannot at this point work independently. \*\*The Per Diem position(s) allows for qualified dispatchers working for other agencies to work on a limited basis to fill shift vacancies as needed.

Additionally, a Community Services Officer (CSO) presently assigned to patrol is in month four of a five-month training assignment in the Communications Center. This trained CSO will offer some flexibility in the event that Communications Center staffing is insufficient to meet workload demands. In such a case, the CSO could be temporarily reassigned from their patrol assignment to augment dispatcher staffing. As well, the CSO would become eligible to work in an overtime capacity in the Communications Center to meet minimum staffing needs.

The Communications Center is fortunate not to be carrying vacancies, something that we almost always encounter in our assessments at other agencies. Staff did indicate that they anticipate a vacancy later this year. We inquired about their ability to over-hire in anticipation of the vacancy and were advised that authorization has been granted. We strongly support this action since the training time to prepare a dispatcher to work independently is lengthy. This is of critical importance given the limited authorized staffing.

We also strongly support the utilization of part-time staff. As their work schedules are flexible, they serve a valuable role in filling staffing gaps, but should not be considered a substitute for full-time staff.

As we consider staffing levels, it is important to note that approximately five FTE positions are required to cover one Call Taker or Dispatcher console on a 24/7 basis. The calculation of five FTEs is based upon total coverage of 168 hours per week (24X7), which requires 4.2 FTEs to fill one position. Then, consider that vacation, training, sick time, family medical leave, etc. reduces available staff at a rate of 15 to 20 percent, or approximately 0.8 FTEs of the 4.2 that are required. Factoring in this lost time leads to the requirement of five FTEs to fill one console on a 24/7 basis.

Later in this reporting, after fully examining all workload demands and related data, we will make staffing recommendations.

## Minimum Staffing

Virtually all PSAPs have established minimum staffing levels. The minimums vary widely based upon a number of factors including authorized staffing and workload demand. The Petaluma

Police Department has established minimum staffing at two dispatchers for 24 hours per day. In the event of a planned special policing operation, additional staffing may be added to meet the anticipated workload demand.

Based upon available staffing, the department expended 2,604 hours of overtime to meet minimum staffing in the Communications Center in the past fiscal year, or the equivalent of approximately 1.42 full time positions when factoring in leave time. The 2,604 overtime hours reflected in reporting on minimum staffing includes full-time, part-time, and per-diem staff.

Once again, later in this reporting, and after fully examining workload demands, we will make staffing recommendations, including for minimum staffing.

## Work Schedule

Generally, all Communication Center staff work ten-hour shifts. The following table reflects the current work schedule.

**TABLE 6-3: Current Work Schedule, Communications Center**

Dispatcher	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1	0600-1600	0600-1600	0600-1600	OFF	OFF	OFF	0600-1600
2	0600-1600	0600-1600	OFF	OFF	OFF	0600-1600	0600-1600
3	OFF	OFF	0600-1600	0600-1600	0600-1600	0600-1600	OFF
4	OFF	OFF	OFF	0600-1600	0600-1600	1000-2000	1000-2000
5	1000-2000	1000-2000	1000-2000	1000-2000	OFF	OFF	OFF
6	OFF	1600-0200	1600-0200	1600-0200	1600-0200	OFF	OFF
7	1600-0200	OFF	OFF	OFF	2000-0600	2000-0600	1600-0200
8	2000-0600	2000-0600	2000-0600	OFF	OFF	OFF	2000-0600
9	OFF	OFF	OFF	2000-0600	2000-0600	2000-0600	2000-0600
10	2000-0600	2000-0600	2000-0600	2000-0600	OFF	OFF	OFF
Part-time	OFF	OFF	OFF	1600-2000	1000-2000	1600-0200	OFF

**Notes:** We note here that the schedule was established to fit existing staffing levels of 10 full-time dispatchers who are fully trained to work independently. When the newly hired dispatcher is fully trained, that position will be added to this staffing table on a schedule that best allows for additional coverage during high workload demand periods. As well, the per-diem dispatch position(s) is not reflected here as their schedule is both limited and flexible based upon needed coverage.

As we examine available staffing per shift as reflected in this table, we note that staffing varies from two personnel on duty to three as follows:

- 2:00 a.m. to 10:00 a.m.: 2 Call Taker/Dispatchers.
- 10:00 a.m. to 4:00 p.m.: 3 Call Taker/Dispatchers .
- 4:00 p.m. to 8:00 p.m.: 2 Call Taker/ Dispatchers (except Wednesday with 3).
- 8:00 p.m. to 2:00 a.m.: 3 Call Taker/Dispatchers.

Under this schedule, for a period of 12 hours per day, if any one call taker / dispatcher is off on any form of leave, mandatory overtime is required to meet minimum staffing.

The per-diem dispatcher is not reflected in this schedule as they work a limited and highly flexible schedule (up to 20 hours per month) to fill in staffing gaps in order to assist in meeting minimum staffing. This is a valuable position for the Communications Center as it helps to reduce mandatory overtime for full-time staff.

## Call Processing

As we previously noted, all 911 and business calls received at the Communications Center are screened for appropriate handling by a call taker. It is this individual who, based upon information received from the caller, determines the nature of the response (police, fire, EMS), if any. If a police response is required, the call taker enters information from the caller into the computer-aided dispatch (CAD) system. The call is then transmitted to the dispatcher for assignment of response resources. In the event that the call requires a fire and/or medical response, the call is transferred to REDCOM.

Also noted, beginning July 1, 2021, with the implementation of the Specialized Assistance for Everyone (SAFE) program, the Communications Center also assumed responsibility for the screening of calls to determine if the response would be handled by SAFE, or as a co-response. They must also dispatch and track SAFE units in the field. This is a significant added responsibility.

## Call Types

The call taker determines and assigns the classification of the call, populates the CAD call screen with information received from the caller, and when complete, transfers the call to a dispatcher for assignment of appropriate responding units. We note that while the dispatcher assigns a primary unit, as well as back-up unit(s) where appropriate, it is commonplace for other units to respond to assist on scene or in the area if searching for suspects. In other words, field units routinely manage the level of the response.

CPSM requested and reviewed the call classification list recorded in the CAD system. In total, there are 427 call classifications listed in priority of urgency of response as Priority 1 through 7, though there are only a handful of Priority 5 to 7 call classifications. Of the 427 call classifications, there were 60 listed as Priority 1 calls.

We maintain that Priority 1 calls should include all calls that involve life-safety incidents and/or in-progress crimes. Generally, these 60 calls fell within that definition. There were, however, a few that may warrant reconsideration. For instance, calls that involved a threatening display of a weapon that just occurred, and a burglary that just occurred were among those classified as Priority 2 calls, while a minor injury traffic collision was classified as a Priority 1 call. Regardless of the CAD call classification, dispatchers instinctively know what constitutes a high priority call and have the ability to prioritize responses. Later in our reporting on the Communication Center, we will examine response times and timeliness of dispatching priority calls.

We would urge the department to examine the call priorities in CAD to ensure that they are in keeping with the department's objectives, and make modifications where appropriate.

### Computer-Aided Dispatch (CAD)

The Communications Center CAD system operates on a Hexagon platform that is utilized throughout much of Sonoma County. This system is operated and maintained by Sonoma County Public Safety Consortium (SCPSC) as part of a service agreement between SCPSC and the City of Petaluma. Staff reports that they are well served by the system and they have with few problems with it. When any problem does arise, the SCPSC IT support team quickly addresses it. No concerns were reported.

## Workload Demand

We begin our discussion on workload demand with an examination of telephone call volume. We will then examine workload associated with calls for service dispatched to field units (police, fire, and EMS) and general radio traffic demand, and finish with ancillary demands. As we examine call for service demands, we draw upon the data analysis report to assist in our operational assessment. The data analysis report, in full, can be found following the operational assessment and readers are encouraged to review it thoroughly. The data analysis is rich with information, only a portion of which is included in this segment of the report.

### Telephone Call Volume

There are four primary sources of telephone calls; (1) 911, (2) 10-digit emergency lines, (3) incoming business lines, and (4) outgoing business lines. While the 911 call system is intended to be used exclusively for emergency calls, the reality is that its convenience results in a number of 911 calls being made for non-emergency reasons. As well, misdials/hang-ups of 911 calls occur frequently.

In the following table we examine all telephone call activity received/made by the Communication Center over the past three calendar years. Additionally, we examine average call duration of these calls, in seconds.

**TABLE 6-4: Telephone Call Volume Summary**

Nature of Call	2019	2020	2021	Total Avg.
911	14,003	14,376	15,788	14,722
10-digit emergency	9,625	8,429	8,969	9,008
Admin. inbound*	20,168	22,106	21,833	21,369
Admin. outbound	19,687	21,167	20,391	20,415
Total Calls	72,817	78,770	78,784	76,790
Average Duration, in Seconds	102	103.5	102.2	102.6

**Source:** State of California ECaTS report.

**Note:** \*Administrative inbound calls are answered by the Records Section from 8:00 a.m. to 5:00 p.m. Monday through Friday, excluding weekends. Calls received during this period are not reflected here. As we are unable to extract calls received during holidays, the total number of administrative inbound calls are under-reported to a limited extent, not deemed appreciable.

A quick calculation reveals that, on average over the past three years, the Communications Center received/made:



- 1.68 emergency 911 calls per hour averaged over the 24-hour day.
- 1.02 10-digit emergency line calls per hour averaged over the 24-hour day.
- 3.33 Inbound administrative calls per hour averaged over the 24-hour day.
  - Here, we backed out 6,420 hours where Records Section staff answered calls.
- 2.33 outbound calls per hour averaged over the 24-hour day.
- 8.36 total calls per hour averaged over the 24-hour day.
- Calls averaged 102.6 seconds per call. This equates to 14.30 minutes per hour.

Of course, more calls than average occur during peak call-demand periods. As well, this is but one of the many duties that are handled in the Communications Center and we continue with that workload analysis next.

Next, we examine calls for service. That is to say, those telephone calls received that result in the dispatch of police, fire, and/or EMS personnel.

### Call for Service Workload

As we examine calls for service workload, we consider both the activities that result from a telephone call (community-initiated activity), as well as activities initiated by police officers in the field.

The department captures call for service data as *Events*. Generally, this involves the dispatch of a unit to the call. However, *Event* numbers are also assigned to incidents where no officer is dispatched. Examples of such include automobile repossession notifications, towed vehicle from private property, dispatch customer service, animal complaints where no officer is dispatched, etc. CAD does not allow for the number of these calls to be readily identifiable.

If an officer, upon responding to an *Event*, determines that a report and/or arrest is warranted, the *Event* is then assigned a *Case Number*. In the table that follows we show this workload in both formats. The *Case Number* data is extracted from the *Event* data, and is not in addition to those numbers.

It is important to note that *Call for Service* and *Event* workload does not capture work initiated by officers and civilians engaging in an activity that does not fall within these definitions such as asking dispatch to run a vehicle license plate for owner information or a warrant check on a detained individual. We will address non-recorded workload following our review of calls for service.

Unlike our analysis of patrol workload that was limited to the work of patrol officers and K-9s, here we look at all field units including patrol, K-9s, traffic officers, CSOs, sergeants, etc. Data found in the following table is derived from the department's Records Section via the records management system.

**TABLE 6-5: Calls per Day, by Initiator**

	2019	2020	2021	Total Avg.
<b>Events</b>	56,106	49,072	55,639	53,606
<b>Event Daily Average</b>	153.72	134.44	152.44	146.85
<b>Event Hourly Average</b>	6.41	5.60	6.35	6.12
<b>Case Number Assigned*</b>	5,414	4,500	5,263	5,059
<b>Case # Daily Average</b>	14.83	12.33	14.42	13.88

**Note:** \*Case number assigned incidents are also reflected in total event numbers.

As is the case with telephone call volume, calls for service workload would be higher during peak call-demand periods.

### **Unrecorded Radio Activity**

While the ECATS system allows us to capture telephone call volume, and the RMS provides total numbers of recorded cases, the CAD system does not allow for capture of radio call volume not associated with a case number. As we noted in reporting on call volume, this may include a request to check a license, run a warrant check, advise that the unit is out to walk foot beat, or any number of other similar requests or advisories.

While the data is not available via the department's CAD system, in our experience these activities can amount to numbers in the range of triple the recorded call volume. This would represent a significant workload for the dispatcher.

### **Ancillary Workload Demands**

We finish our discussion on workload demand with a long list of ancillary duties that the Communications Center staff are charged with. Here, the numbers are taken from a one-month collection of data in 2021 and multiplied by twelve to provide an approximate annual total:

■ CRIMNET WARRANT ABSTRACTS	540
■ WARRANT RECALL NOTIFICATIONS	120
■ CLETS WARRANT ABSTRACTS	228
■ TELETYPES/BOL'S/BROADCASTS	792
■ 1124 CARDS	2,352
■ HELPING OFFICERS/ADMIN AT THE DOOR	4,212
■ PHOTO LINE UP	360
■ NIXLE	60
■ EVERBRIDGE PAGE	132
■ VOICE PRINT	324
■ PRINTING/SCANNING TELETYPES INTO APB	5,172
■ CELL PHONE PINGS	60
■ CAD ENTRIES/SS ENTRIES	396

■ 29C	120
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CLETS (California Law Enforcement Telecommunications System) entries as follows:

■ MUPS	48
■ 10851 (NEW AND RECOVERED)	180
■ 4457	24
■ 180'S	732
■ EPO	252
■ PROOF OF SERVICE	60
■ PRIVATE PROPERTY TOWS	516
■ REPOS	60
■ AFS	180
■ PROPERTY	180
■ SENDING 602 FORMS	24
■ 290'S	60
■ UNIDENTIFIED MISSING PERSONS	180
■ HIT CONFIRMATION REQUEST	12
■ ARREST PACKETS	1,332

Many of these duties are traditional duties of a police department records section. However, as the Petaluma PD Records Section is open to the public only Monday through Friday, 8:00 a.m. to 5:00 p.m., excluding holidays, the Communication Center must complete these duties to meet timing mandates / needs. For instance, stolen, recovered, and impounded vehicles must be entered into the Stolen Vehicle System without delay rather than waiting for the next business day to update the status of a vehicle. This applies to Emergency Protective Orders as well. These are but a couple of examples of the need to immediately update the various law enforcement data bases. This workload must be accomplished around telephone calls and radio dispatches.

While telephone and radio call volume are not overwhelming, it is abundantly clear that the combined workload associated with telephone calls, radio traffic associated with calls for service, unrecorded (for data purposes) radio activity, and ancillary duties is substantial during high activity periods.

## High-Priority Calls – Response Time

As we discussed previously, the computer-aided dispatch (CAD) system has been programed to assign priorities to calls based upon the nature of the call. The department assigns calls as Priority 1 through Priority 7, with Priority 1 as the highest priority. Priorities 5 to 7 are ancillary types of calls, and though reflected in the below data, are not relevant to this analysis

In this sub-section, we focus on community-initiated Priority 1 calls for 2021. Priority 1 calls should be limited to life-safety and in-progress crimes. It is these calls for which it is imperative that officers be dispatched to and arrive on scene without delay. This will be the focus of our analysis.

The following table utilizes data consistent with that in reporting on the patrol function (Table 4-5). It reflects only patrol officer (patrol and K-9 units) response to community-initiated calls for service. For this analysis, we removed a few calls lacking a recorded arriving unit and calls located at headquarters.

**TABLE 6-6: Average Response Times in Minutes, by Priority, 2021**

Priority	Dispatch Processing	Travel Time	Response Time	Calls
1	0.9	5.0	5.9	1,387
2	5.8	6.0	11.7	7,637
3	23.8	6.7	30.6	3,749
4	30.0	7.1	37.1	988
5	29.6	4.5	34.1	41
6	9.7	4.1	13.9	49
7	20.7	8.7	29.4	236
<b>Total</b>	<b>12.1</b>	<b>6.2</b>	<b>18.3</b>	<b>14,087</b>
<b>Injury Accident</b>	<b>0.6</b>	<b>3.6</b>	<b>4.2</b>	<b>136</b>

**Note:** The total average is weighted according to the number of calls within each priority level.

Data calculations are based on what is commonly practiced at law enforcement agencies. That is, a call taker receiving a call types the information into a call screen, electronically sends it to the dispatcher, and the call is broadcast and assigned to an officer to handle. The dispatch processing time is measured from the time of call receipt, ending when the dispatcher assigns an officer to that call. The travel period begins at the conclusion of the dispatch period and ends when the officer arrives at the scene of the call. The response time represents the combination of the dispatch and travel periods. This is the amount of time it takes from the initial call receipt to an officer arriving on scene.

The dispatch processing time of 0.9 minutes in dispatching life-safety and in-progress crime calls is exceptional. In our many studies, it is rare that we encounter times under two minutes. The police department and its Communication Center staff are to be commended for this outstanding accomplishment.

And as noted previously, the potential misclassification of some of the 60 call types as Priority 1 when they may not be appropriately so classified could add to the delay period. Reprioritizing those which are not considered life safety calls or in-progress crimes may further reduce the already low dispatch processing time.

## Training

The supervisor serves as the training manager for the Communications Center. It is her responsibility to ensure that all dispatchers meet state training mandates. Mandated training requirements are extensive. These include the following:

- POST Basic Dispatch Course – 120 hours within the first year of dispatch employment.
- POST Continued Education Courses – 24 hours within a specified two-year period.
- POST Communications Training Officer (CTO) – 40 hours (if assigned as Trainer).
- POST Supervisor Training – 80 hours (every supervisor must complete within the first year of appointment).

- POST Supervisory Leadership Institute – intensive leadership program consisting of eight, 24-hour sessions every four weeks designed to stimulate personal growth, leadership, and ethical decision-making. Initially designed for police sergeants, the current trend is to include civilian supervisors in the training. PPD is to be commended for encouraging supervisors to attend.

Completion of these training requirements ensures that all dispatchers are compliant with state training mandates. All staff are reported to be current in meeting training mandates with the exception of two who are presently working toward meeting the continued education training requirement. At present, six dispatchers are certified as Communications Training Officers.

In addition to these mandated requirements, the Communications Center offers a four-phase, 16- to 27-week new hire/onboarding class for all new employees. This class has been developed to assist new employees with the specific nuances of the City of Petaluma, the police department, the Communications Center, and the duties relative to their position as a dispatcher. The length of the class varies depending upon how quickly the new hire adapts to their new role.

CPSM inquired regarding training materials used for this class. We were provided with a copy of a 220-page training manual. The manual, designed for new employees, provides a general overview of the city and police department, with a specific focus on duties and responsibilities of a police dispatcher. CPSM reviewed this document and found it to be an excellent tool for new employees.

## Policies

There are two policies that CPSM reviewed as part of the Communications Center assessment: Policy 802, The Communication Center; and Policy 803, Specialized Assistance for Everyone (SAFE) Team – Mobile Crisis Intervention.

Policy 802 is 12 pages in length. It identifies duties and responsibilities of the Communications Center staff including supervision and line functions, both operational and administrative. The policy is consistent with best practices.

Policy 803 is 4 pages in length. It identifies duties and responsibilities of Communications Center staff in assigning and/or recording calls for service involving SAFE personnel in the department's CAD system, including the disposition of those calls. The procedures set forth will, in the future, allow for data-mining to determine the extent to which calls for service for police, fire, and EMS personnel were effectively reassigned to a non-public safety team (SAFE), or as a co-response.

This policy appears to be comprehensive and consistent with best practices as well.

## Summary / Staffing Considerations

Now that we have examined authorized staffing, minimum staffing, workload, the efficiency with which calls are dispatched in a timely manner, training requirements, and supervisory oversight, we are better positioned to assess whether staffing levels and deployment levels are appropriate.

We begin with supervision. A lone supervisor is responsible for the day-to-day direct oversight of this critical 24/7 function. This includes traditional management and supervisory responsibilities as well as covering line functions as necessary during heavy workload periods or to meet minimum staffing. And while supervisors in 911 / dispatch centers of Petaluma's size routinely serve as working supervisors, meaning that they cover all of these roles, rarely do we find that one

individual is tasked with this scope of responsibility. In most cases, a supervisor can effectively manage a workforce of six to eight employees. Here, the supervisor is charged with the supervision of thirteen. And making that more difficult is the 24/7 nature of the operation, where the supervisor rarely sees many of the employees under her charge.

Most agencies of this size would have at least two working supervisors to allow for seven-day a week, though not 24-hour, coverage. The department should hire one additional full-time supervisor to accomplish that seven-day coverage.

Another option, one often used in conjunction with this supervisory model, is incorporating lead dispatchers into the supervisory structure. We addressed lead dispatchers earlier in this reporting. Both models would address what is clearly a lack of adequate supervision, and CPSM strongly encourages the city and department to consider such.

Next, we consider dispatcher staffing. At present, there are ten full-service dispatchers, and one additional newly-hired and in training. This fills the authorized complement of eleven full-time dispatchers. This is a rare feat in dispatch centers as many carry vacant positions amounting to fifteen percent or more of authorized positions. The department also utilizes part-time and per diem personnel. CPSM highly endorses this practice and urges the department to expand these added resources.

However, even at this level, when factoring in time off, the department is often unable to meet minimum staffing levels. As we previously noted, in 2021, 2,604 hours of mandatory overtime was expended to meet minimum staffing requirements. Anecdotally, staff indicated that fatigue associated with forced overtime was a source of great concern, both professionally and personally. This is a common concern in 911 communications centers that commonly experience staffing shortages.

We also reiterate that minimum staffing levels don't represent optimal or in some cases even adequate staffing. As we discuss dispatcher staffing, now is a good time to address minimum staffing. As previously noted, minimum staffing is established at two dispatchers, 24/7. And while there is no absolute standard for dispatch staffing, in our experience, best practice models for an agency this size suggest minimum staffing at one primary dispatcher (PPD Channel 1), one back-up dispatcher (PPD Channel 3)/call taker, and one call taker. The back-up dispatcher/call taker assists the primary dispatcher with requests from field officers for call-backs, etc., allowing the primary dispatcher to focus on dispatch and tracking of officers in the field. As well, this position assists the call taker during high call volume periods.

CPSM would suggest that this model is appropriate for higher workload demand periods. While those times are not entirely consistent on a day-to-day basis, we look to our workload analysis from reporting on the Patrol Services Division for guidance. There we note, in Figures 4-9 through 4-16 that community-initiated workload picks up each day by 10:00 a.m. and generally continues at higher levels until 10:00 p.m. to midnight. We believe that raising minimum staffing levels to three personnel during this time span is appropriate with department supervisors having authorization to hold staff over should the need arise on any given day.

To allow for this adjustment, CPSM recommends that authorized dispatcher staffing be increased by one position to twelve full-time dispatchers, and in combination, additional part-time and per-diem staff be authorized as necessary. As well, when full-time vacancies are anticipated due to retirements, and in keeping with the authorized over-hire of police officers, we recommend that hiring and training ahead of the vacancy be considered for dispatcher positions.

We also note here that some Public Records Act (PRA)-related discovery duties (copying of telephone and radio recordings) previously performed by Communications Center staff were transferred to the Records Section, thus adding a workload burden on that section. This has been the source of significant internal frustration and debate. As we will discuss shortly, the creation of a Discovery Unit to handle the growing demand for PRA requests would address this issue. In the alternative, with the recommended supervisor and line staffing level increases, we believe that the Communications Center staff will be well-positioned to perform their duties including, if necessary, the return of radio and telephone call recordings.

Finally, we believe that the Communication Centers staff perform well under sometimes stressful conditions given limited staffing at both the supervisor and line levels. The recommendations that we offer here will improve operations and ensure adequate staffing to accomplish their mission while reducing the constant of mandatory overtime.

## Quality Control Audits

Periodic review of random tape-recorded calls handled by each 911 dispatcher or call taker is important to ensure quality control and helps to identify training and or performance issues. At present, no such review occurs. Given the limited staffing at the supervisor position, this is understandable. Nonetheless, this is an important aspect of managing a 911/dispatch operation and the department should identify ways in which to accomplish this.

## Communications Center Recommendations:

- Examine the call priorities in Computer-Aided Dispatch to ensure that they are in keeping with the department's objectives, and make modifications where appropriate. (Recommendation No. 63.)
- Hire one additional full-time supervisor to allow for seven-day-a-week coverage. (Recommendation No. 64.)
- Create a lead dispatcher classification. Lead dispatchers could serve as quasi-supervisors and be assigned to shifts where no full-time supervisor is available. Staffing for such a classification can be accomplished by upgrading existing dispatcher positions. A combination of one additional supervisor with two lead dispatcher positions would be optimal. (Recommendation No. 65.)
- Consideration should be given to increasing minimum staffing to three call taker / dispatchers during peak workload times of approximately 10:00 a.m. to 10:00 p.m. weekdays and 10:00 a.m. to midnight weekends. (Recommendation No. 66.)
- Authorized dispatcher staffing should be increased by one position to twelve full-time dispatchers, and in combination, additional part-time and per-diem staff should be authorized as necessary to meet the recommended minimum staffing increase. (Recommendation No. 67.)
- When full-time vacancies are anticipated due to retirements, and in keeping with the authorized over-hire of police officers, we recommend that hiring and training ahead of the vacancy be considered for dispatcher positions. (Recommendation No. 68)
- Conduct Quality Control Audits of incoming telephone calls for each dispatcher at a rate to be determined by the department based upon supervisory workload capacity. (Recommendation No. 69.)



## RECORDS

Records is responsible for maintaining internal document control over all original reports, including all crime, arrest, and traffic accident reports that are received by the department. Under the direction of the Support Services Division lieutenant, day-to-day operational management of the Records Section is the responsibility of the Records Supervisor.

The supervisor directs, manages, supervises, and coordinates the activities and operations of the Records Section including the provision of records management and identification functions; and coordinates assigned activities with other divisions, departments, and outside agencies. In addition, the supervisor also manages PPD's Property and Evidence Section. (See P&E section of this report for further discussion of this function.) The supervisor also provides administrative support to department command staff to include the permitting process for special events and filming in the city and the issuance of cannabis permits.

### Records Staffing

The supervisor oversees the work of 5.5 records assistants. The following table reflects authorized and actual staffing levels at the time of the site visit (February 2022). The staff lacks collective long-term experience with the majority having less than one year of experience.

**TABLE 6-7: Records Unit Staffing**

Rank	Authorized	Actual	Vacant
Records Supervisor	1	1	0
Records Assistant	5.5	5.5	0
<b>Total</b>	<b>6.5</b>	<b>6.5</b>	<b>0</b>

Records staff work a staggered weekday 4/10 schedule covering various shifts starting at 5:00 a.m. and ending at 5:00 p.m. The supervisor also works a 4/10 schedule, Monday through Thursday from 7:00 a.m. to 5:00 p.m. There is no Records staff coverage from 5:00 p.m. to 5:00 a.m. during the week and no coverage on weekends. Records staff rely on sworn supervisors in the absence of the Records supervisor.

Records does not have a minimum staffing requirement. To staff critical situations where a planned vacation and a sick call occur on the same day, short-term staffing adjustments can be made to minimize the workload impact. As Records personnel cannot be mandated to work overtime, the unit will work short-staffed when required.

The recommendations for additional staffing in the following discussion will better position the supervisor to discharge her Records and Property and Evidence management responsibilities to ensure department records are accurate and maintained as required by law. The additional staff will also provide adequate line staff to meet current and future workload.

### Workload Demand

Contrary to the common perception that functions performed in law enforcement records divisions are simple tasks such as filing reports and providing copies as needed, there is an exhaustive list of duties performed. Many of these duties are closely regulated by federal and state laws to protect the privacy of individuals and to ensure compliance with mandated functions. The following is a list of many of the duties performed by Records staff, most of which are daily tasks:

- Generate and email the daily press and arrest logs.
- Open and disperse mail.
- Check faxes and emails sent to the Records group email address.
- Data enter subpoenas that need to be served to officers.
- Log served subpoenas.
- Process requests for clearance letters.
- Data enter citations into RMS (traffic, parking, admin).
- Package citations and submit them to proper location.
- Data enter "Further Investigation" requests sent by the DA's Office.
- Process record checks from multiple agencies.
- Monitor inventory levels of forms in the report writing room, order when necessary.
- Monitor front counter for office supplies and forms.
- Assist Records supervisor with DA dispo data entry, detention certificates, scanning and attaching files, running stats.
- Scanning and attaching all documents in RMS.
- Answering and triaging all phone calls that come in on the non-emergency business line.
- Assist all individuals that come to the front counter during regular business hours.
- Accept package deliveries and distribute packages.
- Process canceled case log.
- Loiter letter data entry.
- Print daily duty roster.
- Process all vehicle and property releases at the front counter during business hours.
- Process Verification of Life requests.
- Process all in-custody arrests.
- Process all in-coming arrests (including warrants and 14601s).
- Process all DA complaints.
- Process all Further Investigation requests from DA's office.
- Process all traffic collision reports.
- Process all incoming agency requests.
- Process all request for services from officers.
- Process all discovery to be completed and picked up.
- Process all incoming 180s and send out proper storage notices.

- Log in all incoming work and check dispatch pass-through.
- Process all incident reports.
- Process all supplemental reports.
- Preapprove all incoming Coplogic (online community member reporting system) reports.
- Warrant entry into CLETS as well as warrant confirmations.
- Updating 290 files submitted by detectives.
- Data enter Safe Return forms.
- Field and answer questions from police personnel.
- Assist rug service employee when he arrives for rug change-out.
- Purge cases from retention.
- Scan old cases into RMS.
- Assist volunteers assigned to Code Enforcement.
- Process daily warrant abstract list.
- Order copy paper and supplies.
- Address copier issues with service technician.
- Answer/forward emails sent to the Records group email.
- RMS name merges.
- Juvenile Seals.
- Cash drawer balancing and preparing weekly deposit.
- Massage registrations and permits.
- Taxi/Solicitor permits.
- RMS admin. duties, troubleshooting.
- Translation at front counter.
- Create ID cards for PPD staff.
- Maintain and create mailboxes for PPD staff.

For a perspective on the volume associated with just some of the overall Records workload demands, on average during the three-year period of 2019–2021 (noting the impact of COVID on overall activity), the five-person Records staff annually performed the following:

- Processed 4,682 police reports.
- Processed 1,629 arrests.
- Processed 1,408 citations.
- Scanned 13,366 documents.

- Does not include ongoing scanning of archived pre-RMS system paper documents to reduce off-site storage costs.
- Entered 734 warrants.
- Processed 404 reports submitted online by the public.
- Processed 537 public requests for reports.
- Answered 13,227 phone calls.

As is clearly evident, Record's responsibilities and its myriad duties result in a substantial workload for staff and the sole supervisor responsible for these functions.

As noted, there is a vast array of duties performed in police records units. While some agencies choose to assign specific duties to singular employees who then serve as specialists in performing the duties, PPD has opted to have all personnel cross-trained in virtually all duties and in effect has created generalists capable of working throughout the section. Duties are broken down into categories and are on a monthly rotation. This system not only enhances individual knowledge and skill in the category, but minimizes complacency and boredom with repetitive tasks. And while there are some collateral duties generally performed by a specific employee, even those functions have cross-training. CPSM strongly supports this approach as it ensures a continuity of workflow during unanticipated absences.

Though significant training progress has been made with Records' relatively inexperienced staff, the supervisor indicates workload, both hers and staff's, has impacted available training hours. The newer employees are eager to learn; however, the supervisor is only able to spend about two hours a week training. The level of knowledge and attention to detail required for the list of tasks noted above is significant.

The biggest detriment to training time identified by staff beyond their daily tasks is workload directed to Records outside their purview and expertise. The most time-consuming task reported is researching data and preparing reports of crime statistics, trends, charts, etc. for Patrol, the Investigations, and the social media team among others. However, not having available staff time to first learn the basics of data mining, knowledge that is necessary before attempting to generate such reports, has hindered staff development and continues to burden staff with significant workload.

These types of tasks generally fall to a crime analyst, which PPD lacks. Without the crime analyst position, there needs to be full support of training to build staff skills necessary to generate the high level of statistical analysis necessary to ensure data integrity. CPSM recommends the addition of a crime analyst to address the discussed workload and better position the department to direct its patrol and investigations resources. The addition of a crime analyst position was discussed earlier.

## Public Access Hours

Two Records staff members are assigned daily to the PPD public counter to assist members of the public seeking information or assistance from various department functions to include Records. The public counter is currently open Monday through Friday from 8:00 a.m. to 5:00 p.m. Assigned staff perform their daily Records-related duties at the front counter and address the public requests as necessary.

The number and type of daily public counter contacts is not tracked, so evaluating the impact on staff productivity cannot be measured. CPSM would suggest these contacts be tracked going forward with an impact assessment conducted in the future. Many agencies have assigned volunteers or other personnel such as police cadets, community service officers, or light-duty officers to front counter duties to relieve Records personnel of this workload.

## Online Access to Police Reports

Previously, we addressed days/hours of public access to the Records Section. There are a host of reasons the public may visit PPD Records. These include obtaining copies of police reports, mandated offender registrations, vehicle release authorizations, oversize vehicle permits, animal licensing, subpoena service (police related), etc. While desired police reports may stem from a variety of police-involved actions, frequently they involve traffic collisions, especially as it relates to insurance adjusters who routinely obtain such reports as a result of a claim.

The public can request a copy of a police report by submitting an online form via the city website, or download a form, fill it out, then scan and email or fax the completed form to Records. The form may also be hand-delivered to PPD via the public counter. PPD received 387 such requests in 2020 and 480 requests in 2021; Records staff processed these.

## Online Reporting

In addition to obtaining report copies, PPD also provides online reporting capability to the public via Coplogic software. Members of the public can submit a report online via the department website link. The online process requires Records staff to copy and paste the report narrative from the Coplogic system into PPD Records Management System (RMS) when creating the incident report in RMS. Staff indicate this is a very time-consuming process that adds to the overall Records workload. Records processed 536 online reports in 2021. It is suggested the department work with the Sonoma County Public Safety Consortium to seek a resolution of this issue with the concerned software vendors.

## Impact of Phone Call Volume

Records serves as the general phone answering point for the department during its business hours. Records staff answered 11,094 incoming phone calls in 2019, 15,078 in 2020, and 13,690 in 2021 during the business hours of 8:00 a.m. to 5:00 p.m., Monday through Friday. For perspective, this call volume equals 54 calls per day answered by the unit over the three-year period reported. With studies showing the bulk of calls occurring on business days during business hours, the majority of these calls are being answered by four to five people over a 10-hour period, based on current staffing. This volume can be disruptive to the work effort. A majority of the calls need to be transferred to other department functions/personnel. The number of calls transferred to other functions/personnel was not available for examination. However, CPSM finds this to be a pattern based on data from agencies that do track call transfers.

It is common for crime victims to contact the officer who handled the initial call or the investigator to provide additional information or seek an update on the status of their case. PPD officers provide crime victims and other contacts with a department business card with a voicemail number. The PPD voicemail system is answered by a phone tree system. The caller is prompted to select the voicemail system, which then requires the caller to enter an officer's name in order to be connected to the appropriate voicemail box.

A test call to the system by CPSM staff to evaluate the call distribution process found it provided multiple inaccurate responses to name queries. Records staff also queried the system and found

the system also provided inaccurate responses to name queries. The exact length and breadth of this system malfunction is unknown. This malfunction has impacted the system's intended function of reducing call volume to Records and other department units, and potentially has affected the department's public credibility.

PPD IT has been notified by Records of this issue so corrective action can be taken; this had not been implemented as of this writing. Once the malfunction is corrected a policy should be instituted directing officers to provide a business card to crime victims and to answer voicemails in a timely manner. The policy must also include required supervisory oversight of the process to ensure compliance. Such a policy should also include a quarterly audit of the voicemail system to ensure it is functioning properly.

## Public Records Act / Discovery

Never has the demand for police records been greater than today. These demands, often complex, result in significant increases in staff time to review, redact, and process demands for information, documents, and recordings. These include video from body-worn cameras, dispatch recordings, and other Discovery and Public Records Act (PRA) requests. Such demands, absent adequate staffing and planning, can overwhelm police department units charged with fulfilling requests.

The Records supervisor and property technician are those who are primarily burdened with these tasks on behalf of PPD. These requests also place a demand on supporting department staff to evaluate, research, audit, collect, and prepare department material to answer PRA/Discovery requests.

As shown in the following table, the supervisor and the property technician responded to 225 PRAs and 3,250 Discovery requests over the past three years. It is reported that 65 percent of the property technician's workday is taken up by Discovery activity.

**TABLE 6-8: PRA and Discovery Activity, 2019–2021**

	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>Total</b>
PRAs	109	54	62	<b>225</b>
Discovery	1,026	1,038	1,186	<b>3,250</b>
<b>Total</b>	<b>1,135</b>	<b>1,038</b>	<b>1,186</b>	<b>3,475</b>

The impact of PRA/Discovery workload on the Property and Evidence operation is evident by the significant backlog in the property disposition process. Property and Evidence currently stores approximately 25,700 items of property and evidence, with a majority of these items eligible for release and/or disposal (See Property and Evidence section for additional information). Though not confirmed as potential items to be disposed, PPD has items in its P&E inventory that date back to the 1970s and 1980s.

Given the workload currently spread throughout the department beyond Records to multiple department units such as Property and Evidence, Communications, and the Traffic Section, CPSM recommends the establishment of a "Discovery Unit" to respond to PRA, Discovery, and similar document/information demands. While it is not possible to accurately project the personnel needed to meet this growing demand, it is our recommendation staffing of such a unit should begin with the addition of 1.0 FTE to meet the workload described, with the option to add personnel based upon demand.

With the Discovery Unit housed within the Records Section, with appropriate staffing and access to applicable systems (i.e., radio and telephone recordings, body-worn camera recordings, etc.), response to Discovery and PRA demands can be centralized. Requests can be responded to in a more timely and accurate manner by establishing such a unit. Most importantly, the Records supervisor and property technician can be relieved of this workload. On occasion, some PRAs fall outside of the legal mandate for response. As necessary, legal counsel should be readily accessible to this unit to review PRA/Discovery requests in order to ensure that responses are appropriate and necessary.

## Policies / Operational Guidelines

The Records Section does not maintain a formal manual of Standard Operating Procedures or training manual. An online PPD “How-to Book” is a reference manual which contains documentation outlining “How To” accomplish a vast array of Records-related practices. Any department member can submit a “How-to” item for inclusion. The Records supervisor oversees the maintenance of this resource, and reviews and approves items for inclusion. If found appropriate, this “How-to” resource should be formalized to include department policy references and required auditing.

PPD’s department manual references several sections related to Records’ responsibilities including Policy 806, Records Team, and Policy 810, Records Maintenance and Release. The purpose of Policy 810 is to provide guidance on the maintenance and release of department records. Staff indicate Policy 810, which is based on Lexipol policy, can be improved to encompass more clarity and detail regarding specific PPD practices.

A Records training manual that outlines, in detail, all aspects of the unit from function and organizational structure to step-by-step responsibilities for meeting workload/work-product responsibilities can serve as an excellent training aide, both for new employees and for staff who want to ensure that they are thoroughly and appropriately performing an assigned duty. Development of such manual to include the inclusion of records-related policies is recommended. The Records supervisor has begun the early stages of such a manual to create a standard orientation, instruction materials, daily observation reports, competency sign off sheets, etc., to enhance employee development. Completion of this manual should be expedited.

## Records Management System

The records management system (RMS) used by PPD is Central Square/Records Enterprise. This system is new to PPD; it went online in late 2021. To date, staff have not identified any specific interface issues with other department systems. As expected, staff are experiencing growing pains as they gain knowledge of the system. Identified issues have been related to developing, populating, and generating data reports, whether static or ad hoc, hampered by available staff time and their IT proficiency. Staff indicate IT support, both from the RMS vendor and in-house personnel, is necessary to resolve the report generation issues. In addition, without a department crime analyst’s expertise, staff face the challenge of identifying and evaluating relevant data without knowledge of the basics of data mining.

PPD officers utilize Crossroads for writing traffic collision reports. These reports are uploaded to the Statewide Integrated Traffic Records System. In the near future, with enhanced functionality of the recently installed Central Square RMS, Records will be able to upload reports to CHP instead of printing hard copies and mailing them to CHP, thus reducing staff workload.



## FBI UCR Crime Reporting

Annually, the Federal Bureau of Investigation produces a Uniform Crime Report (UCR) that provides comprehensive crime and other law enforcement data for agencies across the country. Data are provided by state after each state collects and processes the data received from local agencies.

At this time, the FBI is transitioning its UCR reporting to a more comprehensive model, the National Incident Based Reporting System (NIBRS). The UCR model calls for the reporting of the most serious crime recorded when multiple crimes occur during a specific incident. For instance, in a home invasion robbery, where an assault occurs during the course of the robbery, the robbery would be reported rather than the assault in the prior UCR process. Under the NIBRS reporting format, both crimes will be reported. PPD, along with the Sonoma County Public Safety Consortium, is beginning its transition to NIBRS with a goal of full implementation by April 2022.

Monthly, Records is charged with the responsibility of reporting crime data to the State of California, Department of Justice, for inclusion in the UCR/NIBRS. The report is prepared based upon report data entered into the records management system (RMS). Currently, PPD has assigned responsibility for coding and clearance to patrol officers and investigating detectives, with review for accuracy by supervisors.

Agencies that have fully implemented NIBRS report time-consuming reconciliation issues with NIBRS, and additional issues related to the RMS during the report validation process, requiring time-consuming attention to detail. The processing time can be significantly impacted by the complexity of the case. This process is not elective work and has affected staff workload. Most agencies currently use NIBRS-assigned Records staff to review reports for data accuracy.

As PPD makes this transition, NIBRS workload will in all likelihood drive the need for a dedicated review team within Records to ensure accurate data is being entered into NIBRS, properly reflecting the reported criminal activity occurring within PPD's jurisdiction. CPSM recommends one-half FTE position be added to Records in anticipation of the increased NIBRS-related workload, with the possibility of additional staff being required as NIBRS workload impact is further defined. The other half of the FTE position should be dedicated to Property and Evidence. The result would be a position with a broad scope of job specifications much like a Community Services Officer; the person in the position could learn both jobs and have flexibility to assist each unit based on workload demand. (See P&E Section of this report for more.)

## FBI UCR Clearance Rates

CPSM maintains that while preventing a crime is of utmost importance to any law enforcement agency, solving crime should have parity. The solving of crimes which results in the prosecution of offenders not only prevents future crime, it provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Report (UCR), are the benchmark for a department's effectiveness in solving crimes.

The following two tables provide Petaluma's 2019 and 2020 UCR clearance rates with a comparison to state and national rates.

**TABLE 6-9: Reported Petaluma, California and National Crime Clearance Rates, 2019**

Crime	Petaluma			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	3	1	33%	1,668	1,090	65%	14,325	8,796	61%
Rape	22	13	59%	14,384	5,114	36%	124,817	41,065	33%
Robbery	28	20	71%	50,629	15,836	31%	239,643	73,091	31%
Aggravated Assault	137	128	93%	101,986	54,360	53%	726,778	380,105	52%
Burglary	109	31	28%	146,868	17,121	12%	981,264	138,358	14%
Larceny	626	105	17%	602,638	61,406	10%	4,533,178	834,105	18%
Vehicle Theft	54	2	4%	137,118	14,242	10%	655,778	90,497	14%

**Note:** \*Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI

**TABLE 6-10: Reported Petaluma, California, and National Crime Clearance Rates, 2020**

Crime	Petaluma			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	2	1	50%	2,202	1,296	59%	18,109	9,851	54%
Rape	25	15	60%	12,641	4,673	37%	110,095	33,689	31%
Robbery	33	17	52%	44,684	14,816	33%	209,643	60,377	29%
Aggravated Assault	195	166	85%	113,539	57,868	51%	799,678	371,051	46%
Burglary	90	30	33%	145,377	17,229	12%	898,176	125,745	14%
Larceny	597	118	20%	527,748	45,114	9%	4,004,124	604,623	15%
Vehicle Theft	69	21	30%	168,046	15,800	9%	727,045	89,427	12%

**Note:** \*Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI

The UCR establishes a strict three-prong criteria for clearing of a case. For UCR reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. Convictions or acquittals are not factored into clearance rates.

There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

The data in the tables above would indicate PPD is not properly applying the UCR Clearance criteria to clear its cases. As is evident, PPD's clearance rates are significantly higher than state

and national rates in most instances. Generally, agencies incorrectly clear a case by a simple arrest when the FBI criteria requires all three prongs discussed above.

Based on discussion of the process with Records staff regarding the data in the above tables, it was concluded that PPD officers do not have a full understanding of the clearance criteria and have been improperly clearing cases. Additional training is necessary to ensure accurate data entry. Sergeants must also be held accountable to review reports for accuracy. This issue should be included in the upcoming NIBRS transition training.

In the meantime, Patrol lieutenants are reportedly implementing corrective action through training to ensure the proper application of the UCR clearance criteria to PPD cases going forward. However, along with officer training issues, the NIBRS complexity discussed above supports the need for the NIBRS review staff for Records.

## Payment Options

One concern noted in Records operations is staff handling of cash at the front counter. Depending upon the service sought, whether for the collection of fees, vehicle release payments, purchase of report copies, etc., the public may pay with a credit card or cash. The public transactions are conducted by the Records staff at the front desk. In the absence of the Records staff, available sworn staff handle the cash transactions. The money is stored in a locked drawer at the front counter. The key to the drawer is stored in an unsecured drawer nearby, also at the front counter.

A receipt book is utilized to record each transaction. The receipts and monies are reconciled weekly. Monies collected are deposited in the bank by a records assistant. The actual cash intake amount was not available, but it is generally found to be significantly higher than agencies would think.

A few years ago, a records manager at a municipal police department in suburban Los Angeles pled guilty to grand theft after stealing money she collected in the course of her duties over many years. Though she agreed to reimburse the city \$140,000, department estimates placed the loss at more than \$340,000. These were cash transactions for those of the same nature that take place in Petaluma.

CPSM is not suggesting suspicious activity has occurred; however, CPSM maintains that the present system presents an unnecessary risk to the city, PPD, and its staff. Payment processing should be revised to eliminate the acceptance of cash.

## Records Recommendations:

- Track the number and type of daily public counter contacts going forward with a staffing impact assessment conducted in the future. (Recommendation No. 70.)
- Work with the Sonoma County Public Safety Consortium to seek a resolution of the Coplogic–Records Management System interface with concerned software vendors. (Recommendation No. 71.)
- Address the current malfunction that is affecting the PPD voicemail system to ensure the public can receive the service expected from the system. (Recommendation No. 72.)
- Implement policy directing personnel to answer voicemails in a timely manner with required supervisory oversight to ensure compliance along with a quarterly audit of the voicemail system. (Recommendation No. 73.)

- Establish a “Discovery Unit” with the addition of one FTE, with the option to add personnel based upon demand, to respond to Public Records Act (PRA), Discovery, and similar document/information demands; this will lift the workload burden on current staff. (Recommendation No. 74.)
- Formalize the “How-to” resource manual to include department policy references and required auditing. (Recommendation No. 75.)
- Prioritize the expeditious completion of a Records training manual, currently in the early stages of development by the Records supervisor. (Recommendation No. 76.)
- Add one-half of an FTE position to Records in anticipation of the increased National Incident Based Reporting System (NIBRS) related workload, with the possibility of additional staff being required as NIBRS workload impact is further defined (see P&E section for more). (Recommendation No. 77.)
- Implement NIBRS training for all effected PPD staff to include supervisors. Verify comprehension of coding and clearance criteria to ensure reported criminal activity occurring within PPD jurisdiction is properly reflected. (Recommendation No. 78.)
- Eliminate the acceptance of cash for department transactions at the front counter to remove an unnecessary risk to the city, PPD, and its staff. (Recommendation No. 79.)

## PROPERTY AND EVIDENCE

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The Property and Evidence (P&E) Unit is considered the custodian of all items collected by department personnel or submitted to the department as items for safekeeping, found property, items collected as evidence, or items to be destroyed. It is responsible for the proper storage of all these items, the preservation of the items for possible future analysis, and the lawful release or disposition of property.

The property and evidence function is one of the highest-risk operations in any police department. The intake, processing, storage, and disposal of evidence and property are important functions for any law enforcement agency. It is especially true for weapons, narcotics, currency, and valuable jewelry. Police agencies across the country have often faced the consequences of mismanaged property and evidence sections, with terminations and arrests of police employees, from janitors to police chiefs, for thefts of narcotics, cash, jewelry, guns, and other items of value. In some cases, audits that revealed unaccounted for property and evidence led to the termination of police executives, even though they were not suspected of being implicated in the theft/loss of the evidence. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function.

The Property and Evidence Unit is part of the Support Services Division under command of the assigned lieutenant. The Records supervisor is responsible for the management of the unit, and one property technician is tasked with its day-to-day operation. The chain of command for the P&E Unit is separate from operational units, such as Patrol Services and Special Services. PPD is to be commended for positioning the unit in such a way.

### Policy

Policy governing P&E is found in Section 804, Property and Evidence, of the Petaluma Police Department policy manual. The intent of the policy is to provide employees guidance regarding

the proper collection, storage, and security of evidence and other property. Additionally, this policy provides for the protection of the chain of evidence and identifies those persons authorized to remove and/or destroy property. The date of the reviewed policy date indicates a revision in November 2021; however, it appears the nine-page policy has not been updated in some time as its language reflects outdated information regarding processes, practices, and storage.

The International Association of Property and Evidence (IAPE) Professional Standards recommend a number of policies and practices to ensure proper safekeeping of an agency's property and evidence facilities and items held. PPD policies lack many of these standards.

Written department policy should require access controls that will ensure unauthorized persons do not enter secure areas. As referenced in the IAPE standards, these controls include, but are not limited to: key control, changing locks or access codes with changes of personnel, access logs, after-hours procedures, and use of surveillance cameras and alarms.

PPD also maintains a Property Management Manual as a "guide for members of the Property and Evidence Unit to maintain and improve the efficiency and ensure the integrity of the property room." It too has not been updated or revised since at least 2016 based on information contained in the manual. Content of Policy 804 and the Property Management Manual should be updated and reconciled to include IAPE standards as soon as possible, then annually going forward.

## Property Management System

The department uses FileOnQ as its Property and Evidence management system, which includes a barcode component used for tracking property and evidence. The department reported the current system meets its needs, is functional, and it has had no issues. FileOnQ interfaces well with Central Square–Records Enterprise, the department's records management system. The PPD case file number is the reference link allowing cross-referencing between systems.

Sonoma County Public Safety Consortium elected to migrate to Central Square RMS in August 2020. At that time the decision was made to exclude Central Square's property management module from the system in favor of FileOnQ due the confidence in its functionality. The Central Square module remains as a viable alternative should FileOnQ system issues develop.

## Staffing

The unit is staffed by one civilian property technician who reports directly to the Records supervisor. The supervisor provides relief in the property technician's absence. CPSM's assessment of the role of a blended supervisor for Records and Property and Evidence is that it presents significant challenges. The workload and challenges discussed here regarding P&E supports the addition of a 0.5 FTE property technician. The recommended one-half FTE here should be paired with the 0.5 FTE addition to Records. This FTE should have a broad scope of job specifications much like a Community Services Officer and can learn both positions to have flexibility to assist each unit based on workload demand. (Reference the Records discussion.)

This addition to staff would enable the department to address ongoing maintenance, particularly purging and storage requirements of the unit, provide P&E staff relief, and relieve the Records supervisor of P&E back-up responsibility. It would also add staff time to address P&E shortcomings identified in this report.

**TABLE 6-11: Property Technician Work Schedule**

Technician	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Neve	8a-4:30p	8a-4:30p	8a-4:30p	8a-4:30p	8a-4:30p	Off	Off

**Note:** The Property Technician's work hours as reported to CPSM include a 30-minute unpaid lunch break, which would result in an 8-hour workday or 40-hour workweek.

## Training

Though no state-mandated training requirement exists for property technicians, the incumbent technician has attended the International Association of Property and Evidence (IAPE) basic certification training course. IAPE recommends training be provided to all property officers, supervisors, and managers focused on developing knowledge and enhancing skills in the field of property and evidence management.

CPSM recommends property staff attend the annual IAPE conference to receive refresher training and to learn the new best practices concerning P&E. Optional courses addressing specific areas of concern to PPD such as "Supervisors Evidence Management" should be explored through IAPE or other providers. P&E personnel do participate in the local evidence group, Sonoma County Association of Property and Evidence (SCAPE), to discuss issues and exchange information. Training is also made available through SCAPE meetings.

## Workload

As noted above, police departments take in many items each year and PPD's unit is no exception. As one can see in the following table, the number of items taken in by the unit and the number of items processed by the unit's personnel is considerable. In addition, unit staff engage in a number of tasks to ensure the P&E operation is run efficiently and within policy. PPD currently has 25,700 items of property and evidence under its control.

**TABLE 6-12: Property and Evidence Workload, 2019–2021**

Category	2019	2020	2021
<b>Total Activity (total of below)</b>	<b>10,347</b>	<b>6,282</b>	<b>6,542</b>
Total Intake	4,490	2,014	2,104
Total Purged	1,649	842	1,155
Items Sent to Lab	144	106	114
Items Checked Out	254	106	133
Items Released to Owner	617	542	601
Phone Calls (Incoming/Outgoing)	2,167	1,688	1,311
Discovery Requests	1,026	984	1,124
Dispatch Tapes	205	224	221
All Other Requests	821	760	903

In addition to P&E-related workload and department Discovery activity noted above, the property technician is responsible for additional tasks that include:

- Packaging/organizing evidence items to fit within space parameters.
- Storing evidence.
- Disposing of property/evidence when cases can be purged.
- Destruction run coordinator.
- Weekly DOJ lab evidence run coordinator.
- PEBT administrator for PPD, weekly accuracy checks.
- Monthly PAS accuracy checks.
- Cleaning up department garbage area weekly. Putting cans out for garbage truck, bringing them back in.
- Auction coordinator for evidence items with PropertyRoom.com.
- Release/intake of ALL firearms.
- Firearm contact with CAO regarding firearm cases.
- Firearm letters to registered owners.
- FileOnQ administrator for new hires.
- Deposits of currency in evidence.
- Purchasing supplies/equipment for unit.
- Restocking sally-port area with supplies for patrol.
- Weekly medicine disposal bin ship-offs and prepping new bins.
- Stericycle/biohazard coordinator.
- Bike barn organizer.
- Bicycle drop offs at Mecham Disposal site.
- Coordinator of large/bulk/unusual item disposal.
- E-waste coordinator for drop off.

## Intake and Processing

The P&E Unit is located at the main police facility. The evidence preparation area is in an unsecured anteroom of the secure property and evidence room. Officers prepare the evidence in a well-equipped preparation area by completing a full and complete account of each property and evidence item. After the item is entered into the FileOnQ system, marked for identification, and packaged, officers place it in one of the lockers situated in a bank of two-way secure temporary lockers in the preparation area pending acceptance by the property technician.



Two of the lockers have keys for officers to temporarily store an item until it is ready to be packaged and submitted to the property technician. These two lockers are used when an officer can't complete the evidence booking process due to unforeseen circumstances. Officers are provided access to the locker key to finish processing by the technician from a coded key box.

Each work day the technician accesses items placed in the temporary lockers by officers. The technician examines the item to ensure proper identifying information is affixed, accesses the item in FfleOnQ to confirm the affixed information, enters a storage location for the item, affixes a barcode, and places the item in the identified location.

## Storage

Access to the P&E room is via a single-entry door secured by a keyless entry card system. The door also has a hard-key lock. Entry card access is delegated to the property technician, the Records supervisor and the Support Services Division lieutenant. A hard key to the door lock is retained by each of the same personnel and also secured in the Records supervisor's office. The keycard data is retained on Stanley Pac Software. Authority to view or edit such data lies with the PPD Information Technology Specialist, who has no authorized access to any P&E areas. The last audit of key card usage is unknown to current PPD staff. A written security log is maintained for recording access to the secure property room by persons other than those authorized above. Entry by such persons requires escort by authorized personnel.

The main P&E room includes the technician's work area, shelving containing stored evidence, and rear access to the temporary lockers where officers initially secure their items to be booked into P&E. Also inside the main room is a secure area separated from the main room by chain link with an access door secured by a hard-key lock. This caged area contains narcotics and firearms, along with a small safe for cash, jewelry, and other valuables. A small lock box is attached to the wall in this secure area; it contains keys for locks to the temporary evidence lockers, the safe medicine disposal bin, and a number of other secure spaces in the building. The hard key to the cage access door is retained by the persons authorized above and also secured in the Records supervisor's office in a combination lock box with access authority to the assigned Support Services Division lieutenant and the Records supervisor. The safe key is also retained by persons authorized above and secured in the evidence room lock box with access authority to the Support Services Division lieutenant and the Records supervisor. The safe combination is known to the authorized persons, and documented and retained in the property room lock box. The date of the last combination change is unknown to current PPD staff.

The main storage room appears organized, but is nearing its maximum capacity. Items held in the main room are generally contained in envelopes or bags and stored within a designated box on a designated shelf; however, the volume of each box is reaching its design limits. The boxes and other miscellaneous items not suitable for boxing are placed on floor-to-ceiling shelving. Some items are resting on the floor in this main room. The highest shelves are reached via a mobile ladder which should be assessed for employee safety as the ladder is typically used without observation.

Handguns held in the secure caged area are stored in open shelving; some are in boxes, with some unboxed handguns spilling onto floor from low shelving. Rifles also are stored in open shelves or along a wall; some in boxes, some unboxed. Narcotics are stored on shelving generally in envelopes within marked boxes or in various size receptacles. All items appeared tagged or marked with identifying information. The secure cage area appears to be over-capacity and somewhat disorganized due to bulk items, P&E supplies, and other miscellaneous items stored here, adding to the clutter of this area.

Long-term and over-sized evidence storage is in a locked and fully enclosed “garage” style structure in the PD parking lot. The entry door has keyless and hard key access. This is a shared facility with locked cages for evidence storage such as firearms, tools, and larger evidence items.

The secure evidence refrigerator and freezer are also located in a locked cage in this “garage” facility. There are no monitoring systems installed to provide notification if the equipment fails or temperatures fall below standards. Evidence stored in police refrigeration units is biological evidence such as DNA, etc. that is common in felony cases. Oftentimes, the biological evidence is the only evidence identifying the suspect in a criminal case and is the most important piece of evidence. It is imperative that precautions are in place to ensure that the evidence storage conditions remain within established parameters.

IAPE Standard 7.2, Storage Locations, states, “Given the importance of temperature control when storing biological evidence, the refrigerator/freezer unit should be equipped with an alarm system to indicate if there is a change in temperature or an equipment malfunction. The alarm should be monitored 24 hours per day with notification to the watch commander, officer in charge, the communications center, or other designated personnel.” CPSM recommends purchasing refrigeration monitoring units for each refrigerator and freezer to meet these best practice standards. As well, the department should consider adding an emergency generator to power the refrigerated units in case of a general power outage.

Other secure cages in this shared facility are used by SWAT, firearms instructors, CSI, and overflow for property/evidence. Each cage has a separate hard key door lock with access limited to personnel involved with the particular function. However, the majority of PPD personnel have access to the “garage” structure beyond P&E staff due to its multipurpose use.

A detached, chain link fence style enclosure stands to the rear of the “garage” storage area. The contents include large items held for safekeeping, tools, ammunition, bicycles, etc. There are some evidence items maintained in this enclosure as well as flammables.

The enclosure is covered by a corrugated metal roof and the chain link side walls have wooden slats. The enclosure is not weatherproof and there was evidence of moisture from recent rain, likely causing water damage to some of the contents. Staff reported this enclosure has been breached in the past by unknown persons through one of the two sides of the chain link enclosure that border neighboring public property. All PPD officers have access to the combination lock for this enclosure. The padlock was found unsecured at the time of the CPSM inspection. There are no access records kept for this enclosure. Evidence held in this enclosure should be stored in accordance with IAPE security standards.

## Property Release

The property technician is available to the public by appointment during business hours for property release. As necessary, requests for property release will be accepted for those not able to make appointments. The Records supervisor acts as the back-up to the property technician when the technician is on vacation, out sick, etc. Due to time constraints and training, the only tasks completed by the Records supervisor during these times are urgent property releases and emptying the temporary lockers. The P&E intake process is not completed pending return of the technician. Occasionally, the technician is called in during off hours to address a large property seizure or similar event.

## Discovery Responsibilities

Discovery is the process by which evidence is made available to one or both parties in a legal action or proceeding. Public and private defense attorneys, prosecuting attorneys, and lawyers representing parties in civil actions are permitted under certain conditions to view and/or receive copies of the items. It is the responsibility of the property technician to fulfill requests for discovery accurately and in a timely manner.

Discovery requests are submitted to the Records supervisor, who processes them and ensures that the requestor is legally entitled to the evidence and that they have fulfilled all statutory requirements. Records will forward the request to the property technician, who records in the chain of custody all actions necessary to make the requested copies or to view the requested items. The technician submits the completed request back to the Records supervisor, who documents completion of the request and coordinates delivery of any copies to the requestor.

The property technician, who indicates Discovery responsibilities take up about 65 percent of her workload, addresses requests for any/all of the following:

- Request for BWC (body-worn camera) recordings.
- Request for audio recordings (CAD LOG and audio tape of call, radio traffic, phone calls) traffic.
- Evidence sheets.
- Accuracy checks of PEBT breathalyzers machines.
- Documentation of officer checks for their issued PAS device (breathalyzers).
- Items needing to be logged out of evidence, opened, scanned to computer for upload to evidence system.
- Request for pictures of items in evidence.

Establishing a PRA/Discovery Unit as recommended in the Records section of this report would relieve this activity from the property technician's workload and would provide time for consistent and significant purging of held items so the storage space could be better organized. The move would also add staff time to address P&E shortcomings identified in this report.

## Security

P&E lacks security measures advised under IAPE standards. Overall, P&E security lacks access door security alarms, camera coverage of critical areas and facilities, and proper function-wide access control.

The IAPE Security Alarm Standard states that all storage areas should be alarmed and monitored on a 24-hour basis. Storage rooms that contain guns, money, and drugs should be separately alarmed or an independently zoned area, whenever possible. Intrusion alarms should be installed so as to alert other department personnel in a 24-hour monitoring position that there has been a breach of security in a specific area.

The IAPE Video Surveillance Standard states that video surveillance cameras should be utilized whenever enhanced security or a long-term record of ingress, movement, and egress is desired to record who and when anyone has gained entry into specific defined areas. Installation of

video surveillance equipment should be considered to act as both a deterrent for good internal controls and externally to dissuade unauthorized entry without detection.

The IAPE Access Control Standard states that all keys, access codes, combination numbers, and proximity cards should be closely monitored and accounted for annually. Keys should not be available to anyone other than property room personnel. Conducting periodic audits of a key-holding persons' keys/access cards ensures that authorized employees have possession of them and that all are accounted for. Backup keys to the evidence storage areas should not be utilized unless they are kept by the unit commander, or designee, in a locked safe or drawer. Entry of the unit commander into the property room without a second person present may result in the commander becoming part of the investigation in the event evidence is missing. Under no circumstances should an unsecured key to the property room be kept in a location where multiple persons have access to it, such as the watch commander, patrol sergeant, or the officer in charge's office.

CPSM recommends the security of the entire P&E function be assessed utilizing IAPE standards to ensure appropriate alarms and cameras are installed to monitor the P&E operation. CPSM also recommends P&E access points be reassessed utilizing the IAPE Access Control Standard and that suitable controls be put in place, as necessary. Department P&E policy should be modified and/or created to mirror the security adjustments and enhancements.

The department is also advised to modify the detached chain link fence-style enclosure to create appropriate security and weather protection. Evidence held in the enclosure must be stored in accordance with IAPE security standards.

## Purging

P&E storage is near capacity and the available storage areas described above are in need of significant purging followed by reorganization. This situation is becoming critical and must be attended to by freeing up space through either purging or destruction.

An important component of having a well-managed P&E unit is maintaining a robust purge and destruction process. Purging eliminates items that no longer need to be held by the department and creates space in the property storage areas. Without such a process, P&E facilities can become messy, unorganized, and chaotic. The department currently has more than 25,000 items of property and evidence in its possession, a number that is increasing each year. This number includes a large amount of property and evidence that can be purged and destroyed. The unit was unable to provide a number of items that could be purged, nor was it able to provide an amount of time it could take to complete this task. The P&E staff estimate 40 percent, or over 10,000 items of the currently held items, may be eligible to be purged. It is obvious by the number of property items logged in during 2019, 2020, and 2021 (8,608), and the number of items purged during those same years (3,646), that the department is bringing in far more evidence than it is purging.

Per PPD Policy 804.7, Disposition of Property, all property not held for evidence in a pending criminal investigation or proceeding, and held for six months or longer where the owner has not been located or fails to claim the property, may be disposed of in compliance with existing laws upon receipt of proper authorization for disposal. The property officer shall request a disposition or status on all property which has been held in excess of 120 days, and for which no disposition has been received from a supervisor or detective.

It is imperative the department emphasize the purging process and follow department policy to make room for incoming evidence in the future.

An issue identified during the site visit is that often the P&E technician has a question regarding property and evidence that is either not documented in the police report, documented incorrectly, or mislabeled. When that occurs, the technician must e-mail the officer for clarification. It was learned many of the officers never respond to their e-mails or do not respond in a timely manner. This creates delays in getting the evidence items catalogued and stored. P&E staff have created a "Red Card" process to notify officers and supervisors of property and evidence processing errors requiring correction. This "Red Card" process prompts the supervisor to ensure the officer addresses the issue and allows the supervisor to reinforce the importance of processing property and evidence properly. CPSM supports this compliance method and encourages its use as a training tool.

## Audits and Inventories

One of the most overlooked areas of managing law enforcement-held property and evidence is the audit and inventory responsibilities. The purpose of a police department property and evidence room audit is to review how well the department receives, inventories, and establishes chain of custody with regards to property and evidence. It also reports how well a department maintains property and evidence while it is in its custody, as well as how the department releases evidence for investigations and court purposes. Agencies have begun to recognize that the consequences of mismanagement of property and evidence can lead to agency embarrassment, lost court cases, loss of public confidence, and financial loss.

PPD P&E staff have no clear record of any such audits and inventories in recent years; however, unit notes indicate an audit may have been conducted in 2017, but no documentation of the results were available. PPD management has also failed to conduct policy-prescribed audits for many years. As discussed above, the failure to audit can have significant impact on a department. Audits must become an integral part of the proper operation of a department's property and evidence section. It is imperative PPD begin adhering to its policy regarding audits. The failure to conduct audits and inventories and lack of appropriate management attention to the P&E operation has led to current P&E conditions. CPSM recommends the department immediately conduct a complete and thorough inventory and audit. The results should be documented and retained.

PPD's audit and inspection requirements are covered in section 804.8 of the P&E policy. Department policy states an audit should be conducted as follows:

- On a monthly basis, the supervisor of the evidence custodian shall make an inspection of the evidence storage facilities and practices to ensure adherence to appropriate policies and procedures.
- Unannounced inspections of evidence storage areas shall be conducted annually as directed by the Chief of Police.
- An annual audit of evidence held by the department shall be conducted by a Division commander (as appointed by the Chief of Police) not routinely or directly connected with evidence control.
- Whenever a change is made in personnel who have access to the evidence room, an inventory of all evidence/property shall be made by an individual not associated with the property room or function to ensure that records are correct and all evidence property is accounted for.

IAPE Standard 15.2: Audits and Inspections describes a comprehensive audit as comprising the following:

- Review of any previous audits and recommendations.
- Staffing.
- Training.
- Purging – Disposition.
- Security.
- Compliance with statutory mandates, including OSHA.
- Special Handling [high-profile items such as: a) Firearms b) Drugs c) Money].
- Found Property.
- Property for Safekeeping.
- Inventories.
- Audits.
- Packaging.
- Compliance with packaging manual/policy (if any).
- Uniform-size containers.
- Labeling.
- Protection of evidence, trace, bio, tool marks, etc.
- Right of refusal for improperly packaged items.
- Facilities.
- Construction.
- Layout.
- Storage schemes.
- Temporary storage.
- Long-term storage.
- High-profile storage: a) Firearms b) Drugs c) Money.
- Documentation – the methodology used for a complete inspection of selected property and evidence records.
- Safety – Environmental.

It was also learned that the unit does not conduct random audits of items in the P&E inventory as outlined in the Property Management Manual. In most agencies, a random audit would involve a randomly chosen 25 items consisting of guns, cash, drugs, felony evidence, and misdemeanor evidence. CPSM recommends the department begin conducting quarterly random audits of the P&E inventory. Logs of the random audits should also be documented and retained.

## Property and Evidence Recommendations:

- Update the Property and Evidence Policy 804 as its language reflects outdated information regarding processes, practices, and storage. Revision of the policy should include International Association of Property and Evidence (IAPE) Professional Standards. (Recommendation No. 80.)
- Update the Property Management Manual and reconcile it with Policy 804, then annually update the policy going forward. (Recommendation No. 81.)
- Add a 0.5 FTE to address ongoing maintenance (purging/storage) of the unit and provide relief, eliminating the Records supervisor's P&E back-up responsibilities. If the PRA/Discovery Unit in Records is not implemented, then add 1.0 FTE to Property and Evidence. (Recommendation No. 82.)
- P&E staff should attend the annual IAPE conference to receive refresher training and to learn the new best practices concerning P&E. Optional courses addressing specific areas of concern to PPD should also be explored through IAPE or other providers. (Recommendation No. 83.)
- Assess the mobile ladder for employee safety as it is used without observation for reaching the highest shelves. (Recommendation No. 84.)
- Install refrigeration monitoring units on each refrigerator and freezer to meet IAPE standards. (Recommendation No. 85.)
- Consider adding an emergency generator to power refrigeration units in case of a general power outage. (Recommendation No. 86.)
- Evaluate the entirety of P&E security measures in accordance with IAPE security standards. (Recommendation No. 87.)
- Modify and/or create department P&E policy to mirror the security adjustments and enhancements. (Recommendation No. 88.)
- Modify the detached, chain link fence-style enclosure to create appropriate security and weather protection. (Recommendation No. 89.)
- Ensure evidence held in the enclosure is stored in accordance with IAPE security standards. (Recommendation No. 90.)
- Ensure purging is an ongoing process which follows department policy to properly manage items held by the department and provide room for incoming evidence in the future. (Recommendation No. 91.)
- Once purging is completed, reorganize and relocate remaining items to increase storage efficiency. (Recommendation No. 92.)
- Begin adhering to policy on P&E audits immediately and ensure all audits are in keeping with policy timelines. (Recommendation No. 93.)
- Conduct a complete and thorough P&E audit and inventory immediately to establish a benchmark of future progress. Results should be documented and retained. (Recommendation No. 94.)
- Begin conducting quarterly random audits of the P&E inventory. Logs of the random audits should also be documented and retained. (Recommendation No. 95.)



## TRAINING

Training is one of the most important functions in a law enforcement agency. Effective training is critical in providing essential information and minimizing risk and liability. The outcome of effective training can be assessed in part by such measures as a high level of proactive policing and low level of public complaints, low numbers of claims or lawsuits, high public satisfaction with the police, well-written and investigated reports, safe driving records, and appropriate implementation and documentation of use-of-force incidents.

PPD seeks to administer a training program that will provide for the professional growth and continued development of its personnel. Through its training program the department seeks to enhance the level of law enforcement service to the public, increase the technical expertise and overall effectiveness of personnel, and provide for continued professional development of department personnel. This is accomplished through in-service and advanced training, and encouragement to seek personal formal education. Training is provided within the confines of funding, requirements of a given assignment, staffing levels, and legal mandates.

Under management of the Support Services lieutenant, the Training Section has primary responsibility for developing and coordinating department training. The lieutenant is assisted by a full-time civilian training coordinator, who is also charged with maintaining department training records. Until recently, this position had been part-time and the increase in staff is a needed addition for enhanced coordination of the training program.

The California Commission on Peace Officer Standards and Training is the regulatory agency which establishes and maintains the minimum selection and training standards for California law enforcement. The POST program is voluntary and incentive-based. Participating agencies agree to abide by the standards established by POST. More than 600 agencies participate in the POST program and are eligible to receive the commission's services and benefits.

All new, entry level officers hired by PPD must successfully complete a CA POST certified law enforcement training academy. PPD primarily utilizes the Santa Rosa Junior College Public Safety Training Center for recruit training. The Napa Valley College Criminal Justice Training Center is a secondary facility available to PPD. The academy curriculum requires 800 training hours for CA POST certification. Over the last three years (2019–2021), 34 PPD recruits have attended the academy with a 97 percent graduation rate.

**TABLE 6-13: PPD Recruit Academy Attendance and Results, 2019–2020**

	<b>Recruits</b>	<b>Graduated</b>	<b>Did Not Complete</b>
2019	10	9	1
2020	10	10	0
2021	14	14	0
<b>Total</b>	<b>34</b>	<b>33</b>	<b>1</b>

Once new officers graduate from the academy, they enter the department's Field Training Program (FTO), and must complete 21 weeks of training. The field training program is intended to facilitate an officer's transition from the academic setting (academy) to the performance of general patrol duties. (See the *Field Training Officer Program* section in this report for additional detail).

## Training Records

Maintaining the training records of department personnel to ensure officers are up to date in the training required to keep their certification current is an extremely important task. The training coordinator is responsible for record keeping, along with personnel and facility scheduling for in-service training. This staff member also handles all records audits by the state. PPD currently utilizes a LEFTA Systems product as its training management software. Staff report the system has good functionality. It provides both prescribed and ad hoc reports that provide essential information that enables PPD to manage department training more efficiently.

## Training Plan and Calendar

Per Policy 208.5, Training Needs Assessment, the Training Section is required to conduct an annual training needs assessment of the department; this assessment helps form the basis for a training plan for the fiscal year. From the assessment, a comprehensive training plan that identifies specific mandatory and optional training requirements can be created. This formal training assessment has not been completed in recent years. CPSM recommends this annual assessment of training needs occur per policy.

PPD Policy 208.4, Training Plan, dictates a training plan will be developed and maintained by the training manager. It is the responsibility of the manager to maintain, review, and update the training plan on an annual basis. The plan is to address statute-mandated training, agency-specific required training, and training topics identified in the annual training needs assessment.

A well-designed training plan ensures that a high level of training and development is provided to department members, both sworn and civilian. Such a plan is key to making sure employees have the information, skills, and competencies to work effectively. The advantage of a master training plan is that as training priorities shift based upon any number of factors, such as community expectations and legal mandates, it provides a guideline to make sure vital training is not forgotten. The training plan is blended with a master training calendar that provides a planning tool; together they ensure the goals of the training plan are accomplished.

PPD currently uses its list of Core Courses by position and the Platoon Training calendar to plan and coordinate the department in-service training. The Training lieutenant prepares these two items. As noted, the annual formal training assessment enhances the development of the training plan and subsequent training calendar.

CA POST has established in-service training requirements for peace officers at 24 hours every two years. Currently, annual training is required in mandated topic areas as determined by CA POST such as those related to legal issues, perishable skills such as firearms and less lethal weapons, the policies and procedures of the employing agency, driving, first aid, cardiopulmonary resuscitation, blood-borne pathogens, sexual harassment, or any other training prescribed by the administrator of the employing agency of the officer.

In keeping with its goal to be a 21st Century Policing organization, PPD has trained sworn officers in crisis intervention training, de-escalation, and procedural justice (a core value of the department as cited earlier in Section 3).

CA POST audits agencies for training compliance every two years. PPD training records were last audited in February 2021. The audit covered PPD's adherence to CA POST minimum selection and training standards. PPD was found compliant in all areas, except for officers and/or dispatchers who were unable to complete their training due to COVID-19 scheduling and/or training difficulties. These are allowable circumstances per POST Bulletin 2020-14.

PPD provides significant training hours to its staff. PPD training reports produced by TMS and the recently implemented LEFTA Systems training management system indicate the 102 sworn and civilian personnel attended 23,822\* hours of training; this is an annual mean average of 78 hours of training per employee over the last three years (2019–2021). PPD does not mandate training hours beyond the POST requirement, nor track compliance with non-mandated training. (Note: \*The transition from TMS to LEFTA possibly affected the accurate recording of 2021 training hours, per PPD.)

## Briefing Training

Briefing time is an opportunity to disseminate and discuss information on current operational and administrative topics. Briefing is also a time for the accomplishment of mandatory and optional training. Department policies, procedures, and other relevant topics can be presented in an environment amenable to open discussion among various levels of experience and rank. This formal training can also be documented to satisfy CA POST and/or PPD training requirements.

PPD requires briefing training per PPD Policy 404, Briefing Training. Policy also requires briefing training materials and a curriculum or summary be forwarded to the training manager for inclusion in training records. The relatively short but significant interaction between supervisors and officers during briefing enables each to voice their opinions and provides an important opportunity for sergeants to display leadership.

## New Sergeant Training

Promotion to first-level supervisor is an important step in law enforcement. The newly promoted sergeant should be oriented to the position through a training program involving tenured sergeants in the department, similar to what a new officer would complete, to model leadership and the importance of staff development.

PPD conducts new supervisory training informally. Generally, new sergeants may shadow a senior sergeant for a week before taking the field on their own. A simple checklist containing tasks, duties, and responsibilities has been employed in the past but is not a current practice. Most new sergeants rely on their peers as reference points if the new sergeant requires assistance with a new or unfamiliar task. Newly promoted PPD supervisors are required complete a CA POST-certified supervisory course either 12 months prior to promotion or within 12 months after the initial promotion, appointment, or transfer to such position per Commission Regulation 1005. Additional supervision courses to develop department sergeants should be sought.

Many agencies are now employing an in-depth formal training program for newly promoted sergeants. Similar to an FTO program, the Police Sergeant Training (PST) Program is designed to develop first-time supervisors who will model the department's vision and values. The program provides the opportunity for a new sergeant to succeed and become a valued asset of the department, ensuring the department's supervisory expectations will be met through proper orientation to the position.

The training is an eight-week program guided by a learning matrix of topics and competencies required of a first-line supervisor and has established performance outcomes. Problem-based learning exercises assist the supervisor in the development of necessary skills. Remedial training is made available as necessary. The program requires weekly coaching and training reports along with periodic evaluations. An exit interview by a board of evaluators includes the trainee presenting a resource manual they have developed during the program and as well offering feedback on the PST program. PPD should explore the development and implementation of such a program for their new supervisors.

## Professional Training for Executives

Managing a police organization is a complex process for those tasked with ensuring the department operates at the most effective and efficient level. Those whose job it is to manage the organization must be as well-trained as officers in the field.

PPD encourages professional training for executives of the department on a voluntary basis. Lieutenants and above have the opportunity to attend the FBI National Academy, POST Command College, California Police Chiefs Executive Development Institute at Drucker, and various executive training programs. Other departments are seeking training of the entire command staff at the agency to elevate the acumen of the collective department leadership.

## Training Recommendations:

- Conduct an annual assessment of training needs per department policy. (Recommendation No. 96.)
- Evaluate the PPD practice of not tracking compliance with optional, non-mandated training. (Recommendation No. 97.)
- Explore the development and implementation of new supervisory training. (Recommendation No. 98.)
- Seek additional supervision courses for the development of first-line supervisors as well as executives. (Recommendation No. 99.)

## COMMUNITY ENGAGEMENT LIAISON

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The PPD website describes community engagement as the heart of the Petaluma Policing Mission. PPD states its understanding that building inclusive, strong relationships with all local businesses, academic institutions, places of worship, philanthropic organizations, social service providers, first-responder agencies, and most importantly, local neighborhoods, is the key to fortifying public trust and police legitimacy. Again, this is consistent with a 21st Century Policing organization. PPD values its local partnerships, which ensure that diversity, equity, and inclusion are incorporated into the services it provides. Maintaining the utmost professionalism and reflecting industry best practices, PPD states its staff engages in educational outreach and volunteer opportunities whenever and wherever possible. As such, the Petaluma Police Department invests in free safety programs and community-centered events to decrease crime, bring awareness, and increase the quality of life for all community members in which they serve.

The Community Engagement Liaison (CEL) is responsible for developing and implementing the department's community engagement activities. Under the direction of the Support Services Division lieutenant and Administrative sergeant, the Community Engagement Liaison (CEL) is responsible for these activities to include Community Engagement, Community Academy, Junior Police Camp, and supervision of department social media. The CEL is also the volunteer coordinator, providing a central coordinating point for effective volunteer management.

## Community Engagement

The Community Engagement Liaison responds to community requests for department involvement and is able to fulfill an estimated 95 percent in some way. During COVID, staff rallied to be creative, providing Zoom safety presentations, drive-by parades, and outreach in the public at parks or outside events to accomplish required social distancing. The CEL indicates

the department is working very hard to expand partnerships and be inclusive of the community. The CEL suggests expectations are being exceeded as staff are working diligently with the city departments, committees, and schools to meet objectives. It is anticipated as COVID lessens more events will be scheduled to round out community engagement efforts. Social media platforms are being used to demonstrate department support in lieu of physical presence when barred by local COVID regulations.

The following list highlights a portion of the department community engagement activities supported by department staff and volunteers.

- Year-round safety outreach on topics such as mental health awareness, human trafficking awareness, identity theft prevention, opioid drug abuse awareness, restorative justice practices, RBS training, and Safe Return–Alzheimer's registration.
- Leadership Day – PPD.
- Boys & Girls Club, Bike Donation Safety Day.
- Sonoma County Human Trafficking Task Force Presentation.
- Emergency Preparedness Event with Fire Department and Community Center.
- PPD-CHP Car Seat Installation Safety Event.
- Every Fifteen Minutes – Distracted Driving.
- Spring Junior Camp.
- Mental Health Presentation.
- Special Olympics Events.
- National Night Out.
- Coffee with a Cop.
- City Hall Health and Safety Fair.
- Prescription Drug Take Back Event.

The assigned Community Engagement Liaison also engages community/business associations on a monthly basis in some capacity. These groups participate in educational outreach presentations, event safety booths and social media projects and include:

- Verity – Rape Crisis.
- Petaluma Peoples Services Center – Mentor Me.
- COTS.
- Polly Klaas.
- Petaluma Community Relations Council.
- Chamber of Commerce – Leadership.
- Petaluma Blacks for Development.
- Petaluma City Schools District.

- Petaluma Health Care District.
- St. Josephs Health – PVH staff Senior Center.
- Senior Advocacy Committee.
- Sonoma County Library – Petaluma location.
- Sonoma Advocates for Youth Boys and Girls Club.
- Sonoma County Family Resource Center.
- Family Justice Center.
- Sonoma County Human Trafficking Task Force.
- Local philanthropic groups – Lions, Kiwanis, Elks.
- North Bay Animal Shelter.
- Latino Service Providers.
- Multi-Agency First Responder Groups.
- Petaluma City Departments.

## Volunteers

Currently, the department has 27 active volunteers who contributed 7,212 hours of service during 2019–2021 in support of 317 assignments related to the department mission. Though the program is impacted currently by COVID, the department's goal is to have a balanced and productive volunteer program to include people who are focused on police duties and can support traffic and patrol needs in addition to those currently supporting code enforcement, data entry, educational outreach, as well as community engagement. The assigned Community Engagement Liaison manages the program and supervises the volunteers in their various activities noted above. On-scene department staff also provide supervision when assigned to events with volunteers.

## Community Academy

The PPD Community Academy Program is a ten-week, three-hours-a-week course coordinated by the Community Engagement Liaison. The course is offered to the public in English and Spanish. The program was suspended during COVID, but the department is prepared to resume in the fall of 2022. Many graduates are recruited for volunteer positions. However, the department recognizes, volunteers or not, most graduates become advocates for law enforcement.

## Social Media

Social media is a significant business communications platform and law enforcement agencies across the country have embraced its applicability to the industry. Agencies are utilizing the myriad social media platforms to distribute department messaging regarding public safety efforts, community engagement activities, emergency notifications, department issues and events, and as a means to provide links to important resources. PPD social media goals include posting at least once a day to reflect current calls for service and to rotate information from all departments. An Excel spreadsheet is utilized to plan and schedule postings to social media

platforms. The daily commitment to information sharing and trust building demonstrates a consistent practice of the first and second pillars of 21st Century Policing.

Per Policy 388.3, Department Use of Social Media, the Chief of Police has delegated management of social media to the Deputy Chief. The Deputy Chief has final approval authority over all content to be distributed through social media. The Community Engagement Liaison, in her social media role, is tasked by the Deputy Chief with developing content for both immediate and future posting. The CEL also supervises social media content development by designated department sworn and civilian staff. Policy 388.4, Authorized Content, describes content that may be posted as, "Only content that is appropriate for public release, which supports the department mission and conforms to all department policies regarding the release of information may be posted."

Over the last few years, the number and sophistication of social media platforms the department now engages has increased. The role and job expectations that support creating daily content for posting has significantly impacted the CEL's social media workload, with only growth seen going forward. The social media role encompasses 70 percent of the CEL's workload in her estimation. As the use of social media grows, and community engagement activity and volunteers become re-invigorated post-COVID, an evaluation of workload and the potential bifurcation of CEL duties and staffing should be evaluated.

## Community Engagement Liaison Management

While discussing the Community Engagement Liaison/social media operation with the involved managers, supervisor, and staff, it became apparent the chain of command is muddled. Due to the CEL's duties and responsibilities there appears to be a lack of clarity regarding direction and reporting for both management and staff. This scenario leaves division management to navigate the competing priorities of social media and community engagement from a subordinate position.

For community engagement duties, the assigned CEL reports to the Support Services Division chain of command; namely the division lieutenant and sergeant. Direction and requests for community engagement services are sometimes filtered to the CEL through the chain of command. Many times, interested parties seeking services contact the CEL directly, bypassing division management. For social media duties, the CEL receives direction and provides certain content to the Deputy Chief for review and approval. The CEL also interacts independently with other department staff regarding social media including the Social Media Team.

CPSM suggests steps be taken to resolve the expectations, roles, and responsibilities of those involved in community engagement/social media from the Deputy Chief to the CEL to bring clarity to the chain of command. Once defined, all involved must strive to adhere to the chain of command and avoid circumventing it. When it is unavoidable, all parties should ensure appropriate notifications regarding directives, events, schedules, resource needs, and after-action information regarding unit activities, etc. are made up and down the chain of command. This assures that department executives, division management, and unit staff can confidently carry out their duties and respond to inquiries regarding community engagement and social media.

## Community Engagement Recommendations:

- Evaluate the workload and potential bifurcation of Community Engagement Liaison duties and staffing in light of social media, community engagement, and volunteer demands



growing. (Recommendation No. 100.)

- Resolve the expectations, roles and responsibilities of those involved in community engagement/social media, from the Deputy Chief to the Community Engagement Liaison, to bring clarity to the chain of command. (Recommendation No. 101.)

## PERSONNEL

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The law enforcement profession always faces the challenge of renewing its ranks. For nearly every agency, this is an ongoing effort. However, for some time and especially more recently, finding qualified applicants who have the desire and ability to meet the requirements of the selection process and academy training has become a more challenging proposition. This has added to a growing shortage of law enforcement officers nationwide.

### Recruitment

The Support Services Division Administrative sergeant is PPD's primary recruiter and hiring officer. Recruitment and hiring are two of the many functions assigned to the sergeant in his administrative position. These functions also include administering and supervising department facilities and equipment, code enforcement, community engagement and volunteers, along with broad administrative support to the division and department executives.

Agencies are refocusing their recruitment efforts on social media since the younger generations (Millennials, Gen Z, etc.) are more attuned to finding information about employment by researching jobs on the internet. Traditional recruitment sources such as local colleges, community events, and military facilities may also continue to generate applicants from targeted groups. The department currently recruits through its social media outlets and on the NeoGov website. The NeoGov website advertises PPD job postings on several job sites. PPD also advertises on the National Association of Black Law Enforcement Officers and National Latino Peace Officers Association websites. PPD has found that persons interested in a law enforcement career with PPD tend to be local residents who wish to live and work in close proximity to Petaluma versus having a long commute.

The Administrative sergeant utilizes a "Mentorship Team" comprised of six PPD officers to assist with recruitment on a collateral basis. Due to COVID, the Mentorship Team has not been active recently in the community, but the department goal is to have the team operational again in the Spring of 2022. These department members assist with recruiting activities on a volunteer compensated basis. The department intends to utilize the Mentorship Team to focus recruitment on local colleges, local business associations, and social media sites targeting local residents in the community.

Since a police department protects and serves a particular community, a department should strive to align the demographics of the department's officers with the racial makeup of the community, a recommendation advocated in the 21st Century Policing report. The stated PPD recruitment goal is to include an emphasis on diversity hiring with a focus on various groups and clubs to promote and maintain a diverse membership within each institution.

Department members are encouraged to recruit while on-duty and through their personal social circles while off-duty. PPD does not provide a monetary recruitment incentive for successful candidates to its personnel. Staff believe the current construct of the department's recruitment model is competitive and attracts qualified candidates, especially in an increasingly difficult

recruitment environment. The staff believes the effort will continue to thrive with reactivation of the Mentorship Team.

The following table outlines the demographic profile of recent applicants, department sworn personnel, and the city as a whole to provide a view of the PPD's efforts to provide representative policing.

**TABLE 6-14: Demographics of PPD Applicants (2019–2021), Current PPD Sworn Personnel, and City of Petaluma**

	<b>Total</b>	<b>Male</b>	<b>Female</b>	<b>White</b>	<b>African-American</b>	<b>Hispanic</b>	<b>Asian</b>	<b>Other**</b>
Applicants*	182	159	22	89	20	48	12	12
PPD Sworn***	72	91.6%	8.3%	82.0%	1.4%	14%	1.4%	0
City of Petaluma	255,601	50.5	49.5%	61.0 %	2.8%	24.7%	6.7%	6.6%

**Notes:** \*Some applicants undeclared in gender and/or race. \*\*All other races reported. \*\*\*Source: Petaluma PD; some may identify with more than one race.

It is recommended applicant information be analyzed and compared with the associated academy graduates and recruiting origin to assist the department in focusing its recruitment efforts and resources. The relevant statistics also provide insight regarding the status of diversity hiring efforts, which should be evaluated by agency management as part of the recruitment and hiring process.

## Hiring

Employment applications are submitted by applicants through the NeoGov website and received by Petaluma Human Resources. Applications are generally accompanied by the results of the applicant's CA POST Entry-Level Law Enforcement Test Battery, which measures skills that are associated with successful performance as a California peace officer. After initial processing by HR, the applications are forwarded to the Administrative sergeant.

Applications are reviewed and selected applicants are scheduled for an oral Interview. If acceptable, the applicant completes a background packet which is reviewed by the sergeant when completed. If no obvious disqualifying information is identified, the applicant is scheduled for a polygraph exam. If the applicant passes the polygraph exam, a background investigator is assigned.

Upon completion of the background, the sergeant reviews it. If approved, the background package is reviewed through the chain of command to the Chief. An interview with the Chief is scheduled if the applicant's background is approved. Following a successful Chief interview, the applicant is scheduled for a medical and psychological exam. The sergeant assigns the applicant an academy date if successful in all phases of the hiring process.

## Background Investigations

Conducting background investigations is an important and critical part of the hiring process. The Administrative sergeant coordinates the background process as part of his hiring responsibilities discussed above. PPD employs three retired law enforcement officers as background investigators via contract; many agencies are utilizing a similar arrangement. A retiree can be hired on an as-needed basis and compensated from the salary savings of the position for which they are conducting the investigation. As the retiree is paid per case, an incentive exists to

investigate not only thoroughly, but also expeditiously. This option provides a means of flexible background staffing during peak hiring periods and the ability to expedite essential backgrounds for critical need positions in a cost-effective way.

The contract investigators have not all attended a CA POST-certified background investigations course. The Administrative sergeant is planning to schedule the investigators as soon as possible. CA POST also publishes a "POST Background Investigation Manual: Guidelines for the Investigator," which provides guidance to assist background investigators in the conduct of background investigations of both peace officers and public safety dispatchers. This manual can be used as a reference along with department and city policy. Investigators are governed by Policy 1060, Nepotism and Conflicting Relationships, should they be assigned an applicant background investigation of a relative or other known person to avoid a conflict-of-interest allegation.

Based on information provided to CPSM, PPD hired 49 police officers from 2019 through 2021, 33 of which graduated from the academy. During that time, 36 officers left the department for various reasons including retirement, personal reasons, and academy and FTO failures. Exit interviews of employees leaving the department are normally offered, but not required. CPSM suggests critical information relative to employee satisfaction, department culture, and insight toward department improvement can be gained by mandating employee exit interviews.

Staff indicate recent disqualification trends revealed during the hiring and background process include illegal drug use, theft, and ethical issues. Background failure rates and causes, reasons for attrition, and the traits of successful applicants should be evaluated continuously to ensure department resources are properly focused on recruiting, hiring, and retaining the best personnel.

## Lateral Hiring

PPD does not actively recruit laterals but does accept applications from police officers desiring to lateral from other agencies. Currently, PPD offers a stepped \$25,000 bonus to officers who successfully meet PPD hiring standards, complete the field training program, and remain employed for a prescribed period.

Lateral officers can generally move through an agency's hiring process and training program at a faster pace, which means they can be inserted into the operations schedule sooner than a newly trained recruit. In addition, departments save time and money when lateral officers are hired because their experience often eliminates the need for academy training. CPSM recommends lateral officers be actively sought as part of the PPD recruitment strategy as they are beneficial to the department. This demographic should be added to the mission of the Mentorship Team as it starts up again.

## Personnel Recommendations:

- Identify goals and strategies to successfully target diverse applicants. (Recommendation No. 102.)
- Analyze applicant information and compare it with the associated academy graduates and recruiting origin to assist the department in focusing its recruitment efforts and resources. (Recommendation No. 103.)
- Evaluate relevant statistics regarding the status of diversity hiring efforts as part of the recruitment and hiring process. (Recommendation No. 104.)

- Require exit interviews of employees leaving the department to assist in gaining insight toward department improvement. (Recommendation No. 105.)
- Continuously evaluate background failure rates and causes, reasons for attrition, and the traits of successful applicants to ensure department resources are properly focused on recruiting, hiring, and retaining the best personnel. (Recommendation No. 106.)
- Actively seek lateral officers as part of the PPD recruitment strategy. (Recommendation No. 107.)

## WORKERS' COMPENSATION

Injuries and exposure to health hazards resulting in workers' compensation claims are inherent in policing. While workplace safety training is necessary and helpful for many circumstances, the unpredictable and volatile nature of policing make it impossible to prevent injuries/claims. The Petaluma Police Department is not alone in coping with this disruptive and costly reality. The state of the law in California as it relates to occupational injuries results in significant cost exposure.

When a worker is injured, California law establishes a timetable for reporting of injuries. PPD addresses this requirement in Policy 1041, Occupational Disease and Work-Related Injury Reporting. Once reported, and in cases where medical treatment is required, the employee may be treated at a local hospital if considered an emergency. Kaiser Occupational Health in Petaluma is utilized in non-emergency situations. If the employee has predesignated a treating physician, the employee is entitled to see the physician of his or her choice in lieu of receiving treatment at city-contracted facilities.

PPD supervisors typically accompany injured employees to the treating facility. However, there appears to be no outreach or on-site interaction between PPD supervision and facility medical staff or personal physicians to ensure the awareness that light duty positions are available to an injured employee. This interaction can result in minimizing the number of employees put off work versus allowing an employee to return to work based on medical restrictions, thereby reducing overall cost to the city.

Supervisors are required to follow city-mandated reporting protocol to ensure all required documents such as the Initial Injury Report and Workers' Compensation Claim Form are completed and forwarded promptly to Petaluma Human Resources Department/Risk Division. The Risk Division is the city's record keeper for injury reports for all departments. Petaluma, like many cities, contracts with a third-party administrator (TPA) to manage the handling of claims. Keenan and Associates is the contracted TPA for the city.

If an injured employee is put under job restrictions, the Risk Division will discuss reasonable accommodations to support the employee's return to work in a modified or alternative duty assignment. If it is determined the department is able to accommodate an employee's restrictions, and the assignment is in line with documented restrictions, a modified assignment agreement is completed. Modified duty assignments are in place for a given amount of time and are reviewed if work restrictions change. If PPD cannot accommodate the restrictions, the employee will remain on temporary disability pending further medical evaluation.

CPSM requested summary information for workers' compensation claims in order to examine claims, time lost, and associated costs. The available information indicates PPD expended approximately \$539,275 collectively in salary and employee benefits during the period of 2019 through 2021 as a result of workers' compensation claims. This is a significant decrease from the

\$914,497 expended during the period of 2017–2019. HR indicates the reduced lost time and cost can be attributed to the closing of several older claims, an increased emphasis on placing employees on modified duty positions rather than temporary disability where appropriate, and enhanced communication between PPD and HR regarding injured employee status.

**TABLE 6-15: Workers' Compensation Claim Data, 2019–2021**

	<b>Total Claims</b>	<b>Total Days Lost</b>	<b>Total Cost (\$&amp;EBs)</b>
2019	14	626	\$369,353
2020	4	337	\$81,711
2021	6	333	\$88,211
<b>Total</b>	<b>24</b>	<b>1,296</b>	<b>\$539,275</b>

**Source:** Petaluma Police Department.

HR staff indicate the primary causes of workers' compensation claims most frequently reported by PPD personnel are strains, burns/scalds, chemical exposure, criminal action, and cumulative trauma.

Regularly tracking and reviewing workers' compensation information, including the nature of activity employees were engaged in at the time of injury, enables a department to address training and policy needs as they become apparent. PPD accomplishes this through quarterly case review meetings with the Risk Division. This ongoing review should include evidence of weekly contact of an employee on lost time by their first-line supervisor, where appropriate, to ensure that their needs are being met, as well as to provide encouragement for a speedy recovery. Early and ongoing contact with employees assigned to temporary disability has been found to return the employee to work sooner.

### Workers' Compensation Recommendations:

- Consider requiring supervisors in all cases to accompany employees seeking initial medical treatment/evaluation to ensure treating physicians are aware of the potential availability of modified duty assignments and the department's interest in this option. (Recommendation No. 108.)
- If an injured worker seeks treatment with a predesignated physician, information on available temporary modified duty assignments should be provided to that physician without delay, again expressing the availability and desirability of temporary modified duty assignments wherever possible. (Recommendation No. 109.)
- Implement a weekly contact, where appropriate, with "temporarily totally disabled" employees via their first-line supervisor to ensure that their needs are being met, as well as to provide encouragement for a speedy recovery. (Recommendation No. 110.)

## FACILITIES

The main police facility is a stand-alone city building located at 969 Petaluma Blvd., North. The building is a former mortuary structure of 11,000 sq. ft. The department first occupied this refurbished city-owned building in 1985. It now houses the 102-member staff of the police department. Due to office space issues the Traffic Division is housed at another facility. Though this is necessary, it is not an ideal situation to have employees assigned at multiple locations. It

can create a feeling of separation and most importantly can disrupt communication within the department.

Most police facilities are built to last about 40 years. With the facility now reaching 37 years of PPD occupancy, it is effectively reaching the end of its expected life span. In 2008 the city committed to replacing the police station, which had surpassed its useful life both in terms of space and adequate facilities for modern police services. This commitment was interrupted by the Great Recession and the following lean budget years.

Measure U, approved by Petaluma voters in 2020, enacted a one-cent sales tax to address community priorities with reliable, locally controlled funding. Measure U projected \$13.5 million in new revenue generation to complete capital infrastructure projects such as a combined public safety building to include Fire/Police and the Emergency Operations Center (EOC) in one centralized location. With respect to Measure U funding and infrastructure, the secure revenue source will enable the city to secure infrastructure bonds to complete capital infrastructure projects such as police and fire stations. Measure U funding may be a funding source in the future to meet PPD facility needs.

Regarding the current building, it was reported the roof has continual leaks that require repair. This is in addition to various ongoing maintenance issues that plague the building. Office space is at a premium, which requires using non-traditional space for staff offices. This also impacts the ability to appropriately organize department functions within the building. Additionally, the department's locker rooms are small and without lockers of a sufficient size to adequately hold an officer's uniforms and equipment. The issues identified here will continue to be exacerbated as the department adds personnel. Facility security; parking; and lack of common space such as briefing, report-writing rooms, break rooms, and fitness rooms are also areas impacted by the space limitations of the building.

CPSM supports PPD's efforts to secure funding for a new facility to meet current and future needs. Costs should be evaluated for a new facility versus a rebuild/retrofit of the current facility. CPSM recommends a comprehensive public safety facilities assessment for Police/Fire/Emergency Operations Center (EOC) facilities to address current and future needs for the City and Police Department. Based on results of the facilities assessment and available funding, consider and evaluate retrofitting the existing facility to meet the immediate needs until a long-term solution can be implemented.

## Facilities Recommendations:

- Conduct a comprehensive public safety facilities assessment for Police/Fire/Emergency Operations Center (EOC) facilities to address current and future needs for the City and Police Department. (Recommendation No. 111.)
- Evaluate the costs of retrofitting the current facility to meet current and future needs against planning for a new facility. (Recommendation No. 112.)

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# SECTION 7. ADMINISTRATION

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The Deputy Chief oversees the overall day-to-day operations of the Petaluma Police Department and reports to the Chief of Police. The Deputy Chief works a 4/10 schedule, Monday through Thursday from 7:00 a.m. to 5:00 p.m. The administrative staff works the same schedule, thus allowing for an efficient flow of information and organizational management.

## REORGANIZATION

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As was mentioned in Support Services Division section of this report, CPSM notes there is an opportunity for the department to reorganize by assigning certain duties currently handled by the Deputy Chief to the Support Services lieutenant. As the Deputy Chief continues to develop in his new position, it is important the day-to-day handling of internal responsibilities be transitioned to management and supervisory staff so that the Deputy Chief can better manage the internal workings of the department at large. This will also allow for the Chief of Police to focus externally and collaborate more with city staff and community members. In light of the high-risk aspect of policing and coupled with the need to improve and maintain public trust through hiring and retaining quality public safety professionals, many organizations have created a Professional Standards Division or Unit (PSD/PSU) overseen by a police manager. In the PPD such a unit would be responsible for the following areas:

- Employee Wellness and Safety (moved from Deputy Chief's Office).
- Personnel (moved from Support Services Division).
- Professional Standards (moved from Deputy Chief's Office).
- Policy and Oversight (moved from Deputy Chief's Office).
- Recruitment and Backgrounds (moved from Support Services Division).
- Risk Management (moved from Deputy Chief's Office).
- Training (moved from Support Services Division).
- 21st Century Policing (moved from Deputy Chief's Office).

### Administration Recommendation:

- Move the lieutenant position from Support Services Division into a new Professional Services Division/Unit in Administration. (Recommendation No. 113.)

## SOCIAL MEDIA / PUBLIC RELATIONS / PIO

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Law enforcement agencies are currently facing the challenge of rebuilding public trust with their communities. Building trust and legitimacy is the first pillar of a 21st Century Policing agency. Petaluma PD is committed to building and maintaining trust with the community and has a Public Relations Unit focused on this important role. The Deputy Chief handles the press information officer responsibilities for the overall outreach to the community.



In today's technological environment, social media is the main avenue used to communicate with the community. Petaluma PD uses a number of platforms, including Everbridge and Nixle for community engagement and public advisories as well as NextDoor, Twitter, LinkedIn, Instagram, and Facebook. Sprout Central is a system the Community Engagement Liaison utilizes to collaborate and share content within the department and then is scheduled in the system to ensure public service announcements are sent at pre-designated times throughout the year. This process enhances the efficiency of the department and ensures items or events are announced to the community in a timely fashion.

As with many agencies evolving in this electronic age, it is important that department leaders encourage personnel in the department to become more empowered to send messages in a timely fashion versus seeking approval for each communication piece. PPD staff recognizes this aspect of growth and is working to gain more autonomy for communicating with the public. Staff indicated they attended training to share ideas and learn about other agencies as a resource. CPSM encourages the department to continue empowering staff to become more engaged and autonomous in communicating through social media for the department. Part of this effort will be to clarify roles and responsibilities of the Community Engagement Unit, as discussed previously.

## EMPLOYEE WELLNESS AND SAFETY

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Employee wellness and safety is one of the pillars of 21st Century Policing and is not only critical for the officers and employees, but also to public safety. Included in the recommendations in the report are the importance of providing every officer with tactical first aid kits, training, and anti-ballistic vests along with ensuring the use of seatbelts and body armor.

PPD Policies 1022, Seat Belts, and 1024, Body Armor, have been in place for many years and are consistent with the 21st Century Policing recommendation that officers wear seat belts and are provided and deploy vests. In addition to providing ballistic vests, PPD distributes tactical first aid kits and training to all field personnel. Furthermore, PPD provides ongoing training on driver safety to include seat belts and body armor, tactical and first aid, and officer safety.

These efforts illustrate a long-standing commitment to officer safety and are consistent with a Below 100 campaign.

Below 100 is a national initiative that began in 2010 and which is aimed at reducing police line of duty deaths to fewer than 100 a year, a number not seen since 1943. This initiative is seeking to create a culture of safety and is focused on the following tenets:

- Wear your seatbelt.
- Wear your vest.
- Watch your speed.
- WIN – What's Important Now?
- Remember: Complacency Kills.

Although PPD is not a participant in Below 100, staff is familiar with the initiative. Having staff involved with Below 100 or using the resources provided is another layer of support and commitment to employee safety. CPSM recommends the department include Below 100 as a

resource for the Training Unit as well as consider using brochures and/or posters aimed at employee safety awareness.

Officer safety and equipment have been standards in California agencies for many years, and the area of employee wellness is a newer concept for some departments. Employee wellness touches on a number of broader areas such as physical, psychological, health, and nutrition. Many agencies recognize this is larger than simply what's best for the employee, but also extends to the immediate family and employee's home setting. Consequently, a number of employee wellness initiatives are extended to the employee and those with whom they reside. Programs may include the following:

- Fitness programs.
  - Working out on-duty.
  - Discounted gym memberships.
  - Goal-oriented fitness goals resulting in non-paid benefits such as a day off.
- Psychological services specifically tailored to first-responders.
  - Annual psychological check-ins for all department members to reduce any stigma associated with psychological well-being.
  - Access to psychologists who specialize in working with law enforcement professionals and the unique challenges and stressors they face.
  - Psychological fitness retreats.
  - Peer Support (currently offered by Petaluma PD).
- Health screening.
  - Body scans.
  - Annual physical fitness checks.
- Nutrition.
  - Healthy snacks versus sugary, processed snacks.
  - Monthly access to nutritionist.
  - Meal planning training.

Like other California agencies, PPD subscribes to a technological solution encompassing many of the aforementioned services through an application called Cordico. Cordico is a wellness technology for high-stress professionals. The app is customizable and can provide access to anonymous self-assessments, peer support, chaplain program, instructional videos, geo-mapping of vetted therapists, one-touch calling for suicide prevention and crisis, and on-demand tools targeting alcohol abuse, anger management, anxiety, behavioral health, brain health, cognitive strength, burnout, COVID resources, family support, financial fitness, heart health, mindfulness, physical fitness, sleep optimization, stress management, Kevin Gilmartin literature and resources, injury prevention, healthy habits, and many more areas that create a holistic approach to well-being.

By providing access to these resources, PPD is demonstrating its commitment to employee health and well-being and is to be commended for including the spouses and retirees. Including

retirees in the wellness program shows a long-term commitment to those who have served the Petaluma community and that their service is not forgotten. This is an important aspect of the program as the need to address retirees' physical, psychological, health, and nutrition challenges post-retirement is becoming more and more apparent.

CPSM learned that PPD has a Peer Support Team that is included in PPD Policy 1032. The goal of the Peer Support program is to provide all employees with the opportunity to receive emotional and tangible support in times of personal or professional difficulty as well as hopefully prevent such difficulties from becoming harmful by providing access to voluntary and confidential resources.

Petaluma PD has clearly established equipment and resources for employee wellness, and this critical pillar of 21st Century Policing is an effort that must be continually examined and updated to ensure safety and wellness are promoted at every level of the organization. The City of Petaluma has a wellness committee and members of the department sworn, professional and administrative staff participate in monthly meetings to ensure all city departments focus on staff well-being.

As employee wellness efforts will undoubtedly continue to evolve, this presents an opportunity to make a great wellness program even stronger. For instance, the department could create an internal wellness committee comprised of a cross-section of personnel from various ranks and positions in the department, both professional staff and sworn. The committee could review the department's wellness initiatives on an annual basis in an effort to update any items, other wellness activities, or areas for assistance. CPSM recommends the department create an internal employee wellness committee which would annually review the employee wellness programs offered.

### Employee Wellness and Safety Recommendations:

- Include Below 100 as a resource for employee wellness and safety to include using brochures and/or posters aimed at employee safety awareness. (Recommendation No. 114.)
- Create an internal employee wellness committee to annually review the employee wellness programs offered. (Recommendation No. 115.)

## POLICY AND OVERSIGHT

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The second pillar on policy and oversight is another key aspect of the 21st Century Policing report.

### Policy Manual

Policies that serve as operational guidelines are critical to the effective and efficient management of any organization. Given the mission of law enforcement, and the ever-changing laws that regulate the performance of such, a comprehensive and current policy manual is vital.

Few law enforcement agencies, including Petaluma, have the resources available to maintain a current policy manual. This is a daunting task and for that reason Petaluma PD has contracted with Lexipol for assistance to include using the company's update management services. While Lexipol provides sample policies consistent with best practices, each agency retains the ability to modify the policies to meet their specific operational needs and objectives. Per PPD Policy

107.6, the Chief of Police is responsible for ensuring policies are periodically reviewed and updated in conjunction with Lexipol and ensuring updates are disseminated throughout the department.

As well, Lexipol attorneys continuously review ever-changing laws and court decisions and provide draft policy revisions for each agency's review and adoption as appropriate. Such recommended revisions are generally distributed two or three times per year. Again, in this process, the department retains control of policy language but is better positioned to make informed decisions.

As noted, it is the department's responsibility to ensure that the policies in place meet their objectives and practices. This alone requires a commitment on the part of the department, as the PPD policy manual totals 759 pages. PPD is to be commended for implementing processes to ensure the policy manual is up to date. The thorough policies and commitment to ongoing updates with support from Lexipol are in keeping with 21st Century Policing Pillar on Policy and Oversight.

While Lexipol provides continuing support to ensure policies match current statutes and court decisions, we recommend that critical policies receive annual review by the department's staff to ensure that department practices and policies align. One of the best ways to ensure compliance is to use the policy manual as a guide for department-wide audits and inspections.

The Deputy Chief serves as the liaison with Lexipol and he is responsible for maintaining the department's policies. When a policy must be written or revised, the department's subject matter experts are consulted regarding the specific area. Matters dealing with working conditions are addressed with the respective bargaining units. Once the policy has been revised or written, it receives a final review from those same SMEs and command staff, prior to being sent to the Police Chief for final approval and adoption. Should the reorganization recommendation proceed, the responsibility for policy is best suited in the Professional Standards Division, as previously mentioned.

Policies can be accessed through an app from computers or cell phones, which enhances their availability to staff to use as a resource. Lexipol also offers a Daily Training Bulletin service to ensure continued training and which features verified documentation of participation. The department conducts a bi-annual audit to ensure department personnel have reviewed and acknowledged policy updates. Again, this process is in keeping with proper administrative police practices to ensure employees stay up to date with changes in policy.

### **Oversight**

In order to ensure policy is consistent with practice, some agencies have sought accreditation through the Commission on Accreditation of Law Enforcement Agencies (CALEA). CPSM learned that Petaluma PD was previously engaged in the process of obtaining CALEA accreditation until fiscal challenges required the process be deferred. Due to the department's existing support staff, training, and funding issues, accreditation may be something PPD should consider exploring in the future when a dedicated CALEA Manager can be hired for the sole purpose of gaining and maintaining accreditation. Although budget challenges caused the CALEA process to stall, CPSM recommends this is something the department engage in after it has reorganized and professional staff are added to the department to assist in this endeavor.

In the future, a CALEA manager solely dedicated to seeking and retaining accreditation is the best way agencies of similar size to Petaluma have found success. This position could be filled by a per diem employee such as a retired police supervisor or manager, and maintained as a part-time position. As well, the position and responsibility would fit appropriately in the Professional

Standards Division/Unit. We do not believe the lieutenant would have the time to engage in this task when considering the other critical responsibilities of the PSD/PSU office. CALEA accreditation offers an outside, independent review to ensure policy and practice are consistent. This is in keeping with the tenets of 21st Century Policing and an area of improvement for PPD.

Another opportunity for oversight is in the use of an advisory committee for the department. Many agencies have in place a Chief's Advisory Board to provide a platform for transparency, create more open lines of communication regarding the police department, and receive real-time input from the community. A Chief's Advisory Board also provides one platform for including input in the development and refinement of PPD policies. There is no one-size-fits-all design of an advisory panel; rather, it is a shared responsibility for police leaders to design with their respective city and community leaders. CPSM suggests consideration be given to the creation of a Chief's Advisory Board or similar oversight panel.

An additional type of oversight for consideration is an office of independent review. This provides the organization ongoing review of policy, procedures, and practices by an outside entity experienced in policing policy and practice. Again, this is another form of oversight offered for consideration.

It is apparent the Petaluma PD has had a long-standing commitment to evolving as a professional organization. Some of the recommendations in the 21st Century Policing report were already being implemented prior to the report's 2015 publication, including adjustments to the use of force policy and beginning the process of accreditation through the Commission on Law Enforcement Accreditation (CALEA). PPD is to be commended for being future-focused and committed to contemporary policing practices and is encouraged to continue seeking ways to improve and enhance police-community trust and relationship building.

Finally, another area for future community involvement is the use of community surveys. Some agencies conduct community survey calls through which an on-duty watch commander or sergeant randomly selects a specified number of calls for service responses per month, calls the person who requested the CFS, and surveys them regarding the department's service.

Getting the public's input could also take the form of an annual community survey. It is important that if a wide-reaching survey is conducted, the context of service be part of the survey to ensure feedback is first-hand. Part of the survey could also include community opinions, but it would be important to validate if perceptions were based on first-hand experience, social media, word of mouth, or other circumstances. There is no one-size-fits-all method for community surveys, we only offer this as an opportunity to drive further alignment with 21st Century Policing.

## Policy and Oversight Recommendations:

- Review critical policies on an annual basis to ensure that department practices align with department policy and that policies reflect best practices. (Recommendation No. 116.)
- Consider re-implementing Commission on Accreditation for Law Enforcement Agencies (CALEA) accreditation efforts with the addition of at least one part-time civilian CALEA Manager in the future. (Recommendation No. 117.)
- Consider creating a Chief's Advisory Board and/or Office of Independent Review. (Recommendation No. 118.)

- Implement a community member survey that will appropriately capture community sentiment; ensure the survey includes context for first-hand experiences versus perceptions. (Recommendation No. 119.)

## PROFESSIONAL STANDARDS

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Public trust is vital to the law enforcement mission. This trust rests on departmental responsiveness to community needs and expectations. The department must receive complaints with professional interest and courtesy, and give appropriate supervisory and management attention to the allegations of misconduct in order to foster public confidence and to promote constructive communication. To facilitate the acceptance of complaints, the department has made complaint forms available in the PPD lobby as well as on the department's web page. Complaints are accepted by whatever means they are received (in person, mail, fax, e-mail, or telephone) and whether the complainant is identified or anonymous.

A complaint/commendation form is available on the department's website, accompanied by a clear explanation of when to use it and who to contact regarding questions. The form is available by clicking on a link on the website; however, it must then be downloaded, printed, and filled out by the user. For the ease of the user, CPSM recommends the department consider making the form a "fillable form" that can be filled out and submitted online through the website. It is also recommended that the department make the complaint form available in different languages for non-English speaking residents and visitors. Currently the form is available in English and Spanish and adding the form in the specific Asian languages represented in the community would also be helpful.

### Personnel Complaints

Personnel complaints consist of any allegation of misconduct or improper job performance against any department employee that, if true, would constitute a violation of department policy, or federal, state, or local law. Such complaints may originate from the community or an internal source.

The Petaluma PD internal affairs policy states the department takes seriously all complaints regarding the service provided by the department and the conduct of its members. The policy states the department will also ensure that the community can report misconduct without concern for reprisal or retaliation. Today more than ever it is vital that a law enforcement agency ensure that its employees are being held accountable when violations occur.

The PPD procedure for reporting, accepting, and investigating allegations of employee misconduct is established in PPD Policy 1020, Personnel Complaints. This is a comprehensive, 11-page policy that provides step-by-step instructions for the receipt, investigation, format, and disposition of such complaints. The policy describes complaint classifications, sources of complaints, availability and acceptance of complaints, documentation, administrative investigations, supervisor responsibilities, administrative investigations procedure, administrative investigation format, dispositions, completion of investigations, notice to complainant of investigation status, criminal investigations, post-administrative investigation procedures, Chief of Police responsibilities, pre-discipline employee response, resignations/retirements prior to discipline, post-discipline appeal rights, probationary employees and other members, retention of personnel investigation files, and required reporting to POST. The department's internal affairs policies reflect modern police practices, have a comprehensive perspective, and are easy to comprehend for both department members and the community.



All formal complaint investigations are conducted by the lieutenant of the division to which the accused employee is assigned. CPSM learned sergeants do not typically handle internal affairs investigations. In most departments, sergeants conduct low-level internal affairs cases as this provides a learning opportunity for the supervisor to gain important experience in personnel investigations. Attendance at personnel investigation training is intended by the department; however, due to the fact many sergeants are newly promoted, only two of the 10 sergeants have attended training. The training is not only important for conducting investigations, but also includes training on how first-line supervisors should handle issues that may arise in the field and how to properly conduct an inquiry.

Continual training of those employees who conduct IA investigations is required to remain current with changing laws and mandates. CPSM recommends prioritizing IA training for all first-line supervisors, both sworn and professional staff. Having the sergeants conduct low-level investigations regarding their employees will assist in furthering their development and aid in succession planning. CPSM recommends internal affairs complaints regarding minor policy violations or conduct be assigned to a supervisor.

Personnel investigations regarding policy violations and community member complaints were maintained and tracked in the IA Pro/Blue Team system until recently when the department opted to transition to a more robust system called LEFTA. Once a complaint is received, an entry is made describing the type of complaint by the Deputy Chief. When a file is created, it is then locked, and only those department employees with a need to know (lieutenant, Deputy Chief, Chief) have access to the locked report. Although the department rarely has more than a handful of personnel investigations each year, PPD has made a commitment to properly track and audit complaints. This enables proper training and use of early warning indicators to address potential problematic job performance or conduct before it becomes more severe. The PSU Deputy Chief conducts an audit of high-liability behaviors to include complaints, vehicle accidents, use of force, etc.

The LEFTA platform the department uses is designed specifically for maintaining training and personnel records. LEFTA is only one of many software programs available, but it is used widely among departments as it includes an early intervention feature for risk management regarding high-liability issues such as pursuits, internal affairs, community member complaints, commendations, use of force, K-9 uses, forced entries, on-duty traffic accidents, etc. As well it is linked to employees' training files. Internal affairs software platforms allow the department to manage investigations, track early intervention programs, link files, provide statistical data, and create reports. It also allows for the documentation of informal complaints made by community members that are usually handled informally by supervisors, but that should still be documented and tracked in order to address poor performance or conduct.

Per the PPD Personnel Complaint Policy, supervisors may attempt to resolve the complaint, but shall never attempt to dissuade any community member from lodging a complaint against an employee. Generally, these complaints are unwritten complaints that are resolved through discussion between sergeants and/or lieutenant and the complaining party. If the complainant is reasonably satisfied following this process, the complaint is considered closed. If dissatisfied with this process, the community member may complete a written complaint resulting in the complaint being classified as formal.

It is important to note here, that as is practice, many complaints and/or allegations of misconduct can and are handled informally. The practice of resolving complaints from the public, or internally for that matter, in this fashion is appropriate. It is beneficial for police supervisors to personally meet with complainants both to be more informed about facts surrounding an incident and to explain an officer's conduct where appropriate. Oftentimes



complainants are satisfied and choose not to submit a written or formal complaint. As well, supervisors may elicit more information that may be inadvertently omitted from a complaint form, and which could form the basis of a more thorough investigation. In either case, both the community member and department may benefit from this interaction.

However, informally resolved complaints are not (yet) entered into the LEFTA system. As a result, patterns of complaints of this nature are difficult to identify either collectively or regarding individual employees. PPD is aware of the importance of tracking minor or informal complaints and is in the process of moving these into LEFTA. CPSM recommends PPD continue the process of moving informally resolved complaints into LEFTA.

Upon receipt of a complaint, and after preliminary review, the matter is classified as formal or informal and defined by policy as follows:

### **Informal Complaints**

A matter in which the watch commander is satisfied that appropriate action has been taken by a supervisor or rank greater than the accused member.

### **Formal Complaints**

A matter in which a supervisor determines that further action is warranted. Such complaints may be investigated by a supervisor of rank greater than the accused member or referred to the Professional Standards Division, depending on the seriousness and complexity of the investigation.

### **Incomplete**

A matter in which the complaining party either refuses to cooperate or becomes unavailable after diligent follow-up investigation. At the discretion of the assigned supervisor or the Professional Standards Division, such matters may be further investigated depending on the seriousness of the complaint and the availability of sufficient information.

## **Recording of Interviews**

The Personnel Complaint policy indicates personnel investigation interviews with witnesses and involved personnel should be recorded. Recording interviews boosts the accountability of everyone involved in the interviews and leaves no room for questioning what was said during the interview or in what manner it was said. In essence, recording an interview protects both the interviewee and the interviewer, leaving nothing to doubt as to what was said during the interview.

The policy does not include the expectation that the complainant interview be recorded, although staff indicated that is the department's practice. CPSM recommends the policy be updated to include the recording of all interviews that are conducted, including with the complainant and department personnel that are not subjects of the investigation. Recorded interviews should also be transcribed to be included in the investigation to enable the reader to review the actual statements made by involved parties.

## **Discipline**

Officers of the PPD can be disciplined according to the following:

- **Verbal counseling** – This is the lowest level of formal action taken by a supervisor for infractions of departmental rules, regulations, policies, procedures, custom, and practices.

- **Letters of Counseling** – The second level of action taken by a supervisor for infractions of departmental rules, regulations, policies, procedures, custom, and practices.
- **Corrective Written Action** – The third level of action taken by a supervisor for infractions, of departmental rules, regulations, policies, procedures, custom, and practices.
- **Written Reprimand.**
- **Suspension without Pay** – Suspension is serious in nature and occurs when an employee fails to respond positively to lesser forms of corrective action, or the nature of the violation is serious enough to justify skipping lower levels of discipline. This means the offense is serious enough that a verbal or written reprimand would send the wrong message to others, or is likely to have little or no effect on the offending employee's conduct or behavior.
- **Demotion** – Loss of rank.
- **Termination** – Loss of position/employment.

The aforementioned levels of discipline are listed in the Memorandum of Understanding with the Police Officers' Association, but are not included in the Personnel Complaint policy. CPSM recommends PPD Policy 1020, Personnel Complaints, be updated to include the discipline list. During the site visit, CPSM learned the levels of discipline are in the process of being moved to policy as the MOU was recently updated. The department is to be commended for continuing to update policy especially in critical areas such as discipline.

Although Government Code § 3304 indicates the time limit for completing a personnel investigation is one year from the date of discovery, CPSM learned that IA investigations are usually completed within 90 days. Status reports are provided to the Deputy Chief apprising him of the status of all investigations. A 90-day completion time period, except in complex cases, is an extended timeframe and poses undue stress and anxiety on the complainant as well as the involved employee. It is understandable that conducting investigations during the pandemic may be a contributory factor. The subsiding of the pandemic offers a good opportunity to reestablish a timelier investigative time frame closer to 30 to 60 days, except in complex cases. CPSM recommends updating the target completion of any personnel complaint investigative process to 30 to 60 days, depending on the complexity of the investigation.

The Chief of Police is the ultimate authority in the adjudication of internal discipline complaints, subject to the proper channels of appeals. Upon completion of the investigation, a conclusion of fact will be determined. Possible findings upon conclusion of an investigation are defined by policy as:

**Unfounded** – When the investigation discloses that the alleged acts did not occur or did not involve department members. Complaints that are determined to be frivolous will fall within the classification of unfounded (Penal Code § 832.8).

**Exonerated** – When the investigation discloses that the alleged act occurred but that the act was justified, legal, and/or proper.

**Not Sustained** – When the investigation discloses that there is insufficient evidence to sustain the complaint or fully exonerate the member.

**Sustained** – A final determination by an investigating agency, commission, board, hearing officer, or arbitrator, as applicable, following an investigation and opportunity for an administrative appeal pursuant to Government Code § 3304 and Government Code § 3304.5

that the actions of an officer were found to violate law or department policy (Penal Code § 832.8).

If an investigation discloses misconduct or improper job performance that was not alleged in the original complaint, the investigator shall take appropriate action with regard to any additional allegations.

These findings are commonly used in many law enforcement agencies and are appropriate.

A review of summary information of the past three years of personnel investigations (see following table shows that PPD's involvement with the public appears to be effective as evidenced by an average of four community member complaints per year. Although the department is relatively small, that is still a low number of complaints from the public. Conversely, the low number of complaints could be indicative of supervisors handling many community member complaints informally with the complainant without processing the complaints as a written, official complaint. The department is aware of the need to document informal complaints, as mentioned earlier, as a means to address matters of performance and conduct before they become problematic. Ongoing training and discussion with the supervisors will ensure the complaints are being handled consistent with department policy.

**TABLE 7-1: Complaints and Findings, 2019–2021**

	Communi member	Internal Affairs	Exonerated	Sustained	Not Sustained	Unfounded	*Informal	In Progress
2019	5	4	4	1	2	2	0	0
2020	6*	2	1	5	0	1	1	0
2021	3	4	1	2	0	2	0	2

**Source:** Petaluma Police Department.

**Note:** \*Staff indicated the case was handled informally.

CPSM learned that one community member complaint in 2020 was handled informally. Upon initial review, the department should determine the manner in which a complaint is to be handled. Once a complaint becomes part of the formal process, CPSM recommends the investigation determine an appropriate finding as per policy. "Informal" is not an adequate finding. Staff is aware of this issue and has taken steps to ensure it is eliminated as an option in the new LEFTA platform.

Here, the department has shown its ability to self-evaluate and adjust to ensure practice is consistent with policy. Staff indicated that in 2022 the department initiated an annual analysis of personnel investigations. The analysis includes data and trend analysis based on community member complaints, internal affairs, types of complaints, and findings, as well as policy and training revisions associated with personnel investigations and new legislation. The proactive approach demonstrated by PPD is consistent with the 21st Century Policing report. Once again, this shows a leadership commitment to continuing to ensure PPD serves the community with an intentional effort to maintain the highest integrity in service.

During the site visit CPSM learned that occasionally complaints received from community members by a supervisor are handled informally with the complainant speaking to the supervisor at the time of the incident. For other, more formal complaints the sergeants stated that they would give the community member a complaint form or send an e-mail to the lieutenant regarding the complaint, which includes the circumstances of the complaint and the officer involved. As mentioned above, informally mitigating minor issues may be appropriate.

However, it was also learned that some sergeants will simply make note of the incident. Although this is the way business at PPD has been conducted for some time, CPSM suggests the informal complaints should be logged in a risk management software system such as IA Pro/Blue Team or LEFTA. If the department continues to operate without properly documenting potential complaints, it is possible that an employee's conduct could go unnoticed when complaints are not noted. As we will now discuss below, incorporating a solid, data-driven program with an early intervention program will aid in monitoring employee conduct and addressing improper conduct and/or policy violations before they become serious.

## Early Intervention Program

In the early 1970s, Herman Goldstein noted that problem officers on a force are well-known to their supervisors, administrators, peers, and to residents in the community. In 1981, the U. S. Commission on Civil Rights recommended that all police departments create an early intervention program to identify problem officers, that is, "those who are frequently the subject of complaints or who demonstrate identifiable patterns of inappropriate behavior."

An Early Intervention Program (EIP), also known as Early Warning System (EWS), is a data-based law enforcement management tool designed to identify officers whose behavior is problematic and provide a form of intervention to correct that problematic performance. Using this model, a department can intervene before the problematic officer is in a situation that would warrant formal disciplinary action.

The EIP program enables a department to track personnel complaints, uses of force, etc. The EIP is a resource for supervisory personnel to identify employees who may display symptoms of job stress or performance problems at early stages. The intent of an EIP is to proactively provide employees with the assistance and training necessary to perform their assigned duties in an effective and efficient manner.

While individual incidents such as personnel complaints, traffic collisions, and uses of force are reviewed at the time of occurrence by a supervisor and the chain of command, these incidents may appear acceptable in isolation. However, a pattern of less-than-optimal job performance may be developing that is more difficult to identify. Tracking the indicators via an EIP enables supervisors to examine the totality of an individual's actions and make a more accurate assessment of the employee's well-being.

Although the department does monitor and track activity by officers related to community member complaints, internal affairs complaints, use-of-force reports, firearms discharge, resisting arrest incidents, high-speed pursuits, show of force, forced entries, and on-duty traffic collisions, it does not have a formal policy that mandates some action be taken by the department when an officer reaches a certain threshold in those areas. Instead, the lieutenants or Deputy Chief is alerted and they review the officer's activities and context of the alerts.

PPD used an EWS with the prior IAPro/Blue Team system and plans to transition the EWS to the LEFTA platform. In so doing, the department is also going to include the first-line supervisors in the alert and review process, a decision CPSM strongly supports. Having the sergeants involved in the process will offer a learning opportunity when the sergeant discusses the alert with the lieutenant. It also provides for divisional awareness of issues, rather than a lieutenant who may be removed from day-to-day performance assessing the situation. Furthermore, LEFTA provides more flexibility in setting the alert notification level per officer, assignment, type, etc. In light of the relatively new tenure of first-line supervisors, CPSM recommends recent personnel investigations be researched to ascertain if early warning signs existed and were potentially missed by first-line supervisors and to provide training to sergeants.

The following table shows a sample of early intervention indicators and a schedule that may be of value to the organization. Each agency that chooses to utilize an EIP should establish its own list of indicators and a schedule that meets the needs of the organization while considering workload demands present in that agency. Again, this is only a sample for illustration.

**TABLE 7-2: Sample Early Intervention Program Thresholds**

<b>Incident Type</b>	<b># of incidents</b>	<b>Threshold</b>
Administrative investigation	0	3 incidents within 12 months
Community member	0	3 incidents within 12 months
Missed court	0	2 incidents within 12 months
Use of force	0	4 incidents within 12 months
Vehicle accidents	0	2 incidents within 12 months
Vehicle pursuit	0	2 incidents within 12 months
Cumulative total	0	7 incidents within 12 months

It is important to note that the notification triggered by reaching a threshold in and of itself does not suggest a definitive problem with an employee, but rather, informs supervision of a high rate of total incidents. Again, this is a number determined by the department. For instance, officers working high-crime areas are more commonly involved in arrests and uses of force, thereby potentially triggering a notification when their actions are entirely appropriate. This applies to more pro-active officers as well. Nonetheless, the department can look at an employee's pattern of conduct and determine IF there may be a problem. If so, it may address the problem through counselling, training, or as otherwise called for.

The EIP report, with the recommended assistance, if any, may be completed by the officer's supervisor and presented to the involved police manager. The manager reviews the recommendation and provides any necessary insight and/or recommendation(s). The manager then makes the final decision on any recommended action as a result of an EIP report.

In most agencies CPSM has studied, three instances of questionable conduct or performance indicators (as listed above) within a 12-month period will initiate the early intervention program process. A menu of remedial actions can increase agency accountability and offer employees a better opportunity to meet the agency's values and mission statement. The department should formalize a policy defining a course of intervention designed to correct/interrupt the emerging pattern, practice or trend with officers. CPSM recommends the department develop an EIP policy/procedure for immediate implementation.

While some may suggest that in small- to mid-size agencies such as Petaluma, supervision can easily identify individuals who would reach thresholds, the fact is that few supervisors are aware of all such incidents. Leaving the identification of early warning signs to one or more persons' recollection of incidents is both unreliable and unwise.

## **Progressive Discipline Matrix**

There is no indication that the department utilizes a standardized progressive discipline matrix. A standardized progressive discipline matrix can assist the department's leadership in objectively and consistently delivering discipline based on the severity of the violation and the discipline record of the department member. CPSM recommends that the department utilize progressive discipline with a standardized matrix to be able to apply discipline in a consistent manner and for purposes of educating personnel as to potential disciplinary action for offenses. The following

table provides an illustration of a progressive discipline matrix. CPSM recommends the department create a matrix which will reflect the rules and regulations governing discipline specific to the department.

**TABLE 7-3: Example of Standardized Progressive Discipline Matrix**

Class	First Offense	Second Offense	Third Offense	Fourth Offense
1	Min: Verbal counseling	Min: Documented counseling	Min: Documented written reprimand	Min: 1-day suspension
	Max: Documented oral reprimand	Max: Documented written reprimand	Max: 3-day suspension	Max: 5-day suspension
2	Min: N/A	Min: Documented written reprimand	Min: 1-day suspension	Min: 5-day suspension
	Max: Documented written reprimand	Max: 5-day suspension	Max: 5-day suspension	Max: 10-day suspension
3	Min: Documented written reprimand	Min: Documented written reprimand	Min: 1-day suspension	Min: 30-day suspension
	Max: 1-day suspension	Max: 10-day suspension	Max: 15-day suspension	Max: Dismissal
4	Min: 1-day suspension	Min: 5-day suspension	Min: 10-day suspension	Min: Dismissal
	Max: 10-day suspension	Max: 15-day suspension	Max: 30-day suspension	Max: Dismissal
5	Min: 5-day suspension	Min: 10-day suspension	Min: 30-day suspension	Min: Dismissal
	Max: Dismissal	Max: Dismissal	Max: Dismissal	Max: Dismissal

## Professional Standards Recommendations:

- Update the website complaint/commendation form to a “fillable form” that can be submitted online. Ensure the form is available in different languages for non-English speaking residents and visitors. (Recommendation No. 120.)
- Prioritize Internal Affairs training for all first-line supervisors, both sworn and professional staff. Ensure continued training is provided to those employees conducting internal affairs investigations. (Recommendation No. 121.)
- Assign personnel investigations for minor policy infractions to the first-line supervisors. (Recommendation No. 122.)
- Continue the process of moving informally resolved complaints into LEFTA. (Recommendation No. 123.)
- Begin recording all interviews conducted during internal affairs investigations. (Recommendation No. 124.)
- Ensure the list of discipline levels provided in the Memorandum of Understanding is added to the Personnel Complaint Policy 1020. (Recommendation No. 125.)
- Update the timeline for completion of the internal affairs investigative process to 30 to 60 days, depending on the complexity of the investigation. (Recommendation No. 126.)



- Ensure an administrative investigation determines an appropriate finding as per policy, and remove “informal” from the disposition option list in LEFTA. (Recommendation No. 127.)
- Continue the implementation of including the first-line supervisors in the Early Warning System alert and review process. (Recommendation No. 128.)
- Research recent personnel investigations to ascertain if early warning signs existed and were potentially missed by first-line supervisors and provide appropriate training to sergeants. (Recommendation No. 129.)
- Implement a formalized Early Intervention Program and policy. (Recommendation No. 130.)
- Consideration should be given to the development of a Progressive Discipline Matrix. (Recommendation No. 131.)

## USE OF FORCE

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The necessary and appropriate use of force in carrying out a police officer’s duties up to and including the taking of a human life is among the most complex and critiqued actions of law enforcement. At no time in the past has it been looked at, examined, and judged as it is today. With the ease with which people are recording officers in the performance of their duties, including their use of force, it is essential and critical that the department have and follow a comprehensive policy on the use of force. Providing relevant training for the use of force is critical for any department. The purpose of comprehensive training in the use of force is to ensure employees are using proper and reasonable applications of force in the performance of their duties. With respect to the use of deadly force, no other responsibility of the city or department has more importance.

Police use of force has come under increasing scrutiny and public attention due to the recent incidents with the death of George Floyd in Minneapolis, Minnesota, and Michel Brown in Ferguson, Missouri, and others. Research shows that distrust of the police is widespread and consequential for public safety. Because of these incidents, and ones like them, there is a call for national reforms on the use of force, and a call for a nationally accepted norm of force that can be used on suspects. Organizations are asking for reform in American policing as a whole.

The U.S. Attorney General has said that comprehensive and accurate data on police encounters and uses of force is essential for “increasing transparency and building trust between law enforcement and the communities we serve.” Uses of force are usually the most scrutinized, litigated, and debated issues of a law enforcement organization by the public. As such, a comprehensive tracking, review, and correction process is a necessary requirement. In fact, in most states, agencies in the future will be required to send their data to a state system that will track uses of force and injuries to both officers and community members.

In 2019, the FBI began a national data collection effort in order to provide an aggregate view of the incidents reported and the circumstances, subjects, and officers involved. Currently, the department does not contribute to the FBI’s National use of force data collection. CPSM recommends use of force data be sent to the FBI.

### Use of Force Policy

Recent developments have raised concerns about police use of force. They range from well-publicized incidents involving allegations of excessive force to the onset of “aggressive” policing, whose frequent emphasis on zero-tolerance enforcement is sometimes regarded as



encouraging use of force abuses. The kinds of police actions that most arouse the public's concerns—such as fatal shootings, severe physical force with fists or batons that lead to hospitalization, and choke holds that cause unconsciousness or even death—are not typical situations of police uses of force.

Petaluma PD's policies concerning use of force are found in PPD Policy 300, Use of Force; 306, Handcuffing and Restraints and Handcuffing; 308, Control Devices and Techniques; 309, Conducted Energy Device; 310, Officer-Involved Shootings and Deaths; 312, Firearms; and 318, Canines. These policies were last revised with the policy manual in November 2021.

Agencies across the country are reviewing their use of force policies to balance the importance of protecting human life and rights with apprehension of suspects. Policies should include guidance on reporting, investigation, discipline, accountability, and transparency of use of force policies. Many groups are calling for police departments to modify, restrict, or eliminate uses of force, especially against people of color. Some community groups are advocating that use of force policies should:

- Restrict officers from using deadly force unless all reasonable alternatives have been exhausted.
- Require the use of a minimum amount of force to apprehend a subject, with specific guidelines for a given level of resistance.
- Utilize de-escalation tactics such as verbalization, creating distance, time and space, tactical repositioning, etc. whenever possible instead of using force.
- Carrying a less-lethal weapon as mandatory.
- Ban chokeholds, strangleholds, hog-tying, and transporting face down in a vehicle.
- Require intervention to stop other officers who are using excessive force and report them to a supervisor.
- Immediately render medical assistance to anyone in police custody who is injured or who complains of an injury, and have first-aid kits for doing so.
- Proactively hold officers accountable for excessive force.
- Prohibit shooting at moving vehicles.
- Prohibit moving or standing in front of moving vehicles.
- Establish an early intervention system to correct officers who use excessive force.

A review of PPD's use of force policy indicates there are several areas that are mentioned by reform organizations that PPD already includes in the use of force policies, namely de-escalation, banning chokeholds, prohibiting shooting at vehicles to disable them, and use of a nonlinear use of force continuum. As with any agency, ongoing review and updating of critical policies like the use of force policy is imperative to address community expectations.

### **Use of Force Review**

The department has a well-written and comprehensive use of force policy to include duty to intervene and report. Moreover, in response to heightened scrutiny in this area, PPD tracks and reviews more detailed aspects of use of force regarding the calls for service, percent of calls for service resulting in arrest, percent of calls for service ending with use of force, percent of arrests resulting in use of force, type of force used and its effectiveness, types of civilian resistance,

injuries to civilians and to officers, reasons for use of force, and race and gender demographics. PPD is to be commended for thoroughly reviewing use of force incidents in such detail. This is not only a sound management practice, but importantly necessary to ensure officers are conforming with policy, to identify potential training and equipment issues, and to remain responsive to the public's concern in this area.

After a use of force incident, officers are required to complete the PPD Use of Force Report describing the force used, injuries, and whether it was effective in gaining compliance. This form is then forwarded to the officer's supervisor who then completes a Supervisor Use of Force Review form and recommends whether the use of force was in or out of policy and any training or resources needed.

The department recognized an opportunity to undergo a more detailed level of oversight by having the sergeant complete the entry and review. This ensures the first-line supervisor responded and determined relevant details regarding the context of the incident to include a summary of the incident, supervisory interview(s), application of force, injuries, etc. The supervisor is also able to determine if de-escalation, proper planning, creating time and distance, or other alternative methods were attempted, and if anything be improved for the future.

The information gleaned by the supervisor can inform their response to other calls for service in light of the relatively young tenure of officers if supervisors will be on scene as a resource for future events. Subsequently, the supervisor's report is forwarded to the lieutenant, Deputy Chief, and Chief for review. Having more details included in the review also enhances the ability to conduct an annual Use of Force Analysis as is required by policy. PPD is again to be commended for taking the initiative and shifting the manner in which the review is completed. First-line supervisors have a more active role in the oversight of this critical area—use of force—as it is critical to mitigating civil liability and ensuring public trust.

Police departments must engage in an in-depth review of uses of force by their officers. In the 21st Century Policing report, it was stated that departments must have in place a review process of uses of force by their officers. With the aforementioned recent change, PPD has a multiple level review of uses of force, through the sergeant, lieutenant, Deputy Chief, and ultimately the Chief.

The department also shares use of force reports with the defensive tactics training team for review to identify possible deficiencies or to identify needed training. The defensive tactics training team reviews use of force incidents at recurring meetings throughout the year, which is a sound practice. PPD is to be commended for including the defensive tactics team in the review. Since there is no process identified to track how many reports that were reviewed subsequently resulted in training recommendations, CPSM recommends consideration be given to including a lead from the defensive tactics team as a link in the supervisory report on use of force. A signature line for the defensive tactics expert should be added to the Supervisory Use of Force Review Form. Those incidents that result in training needs being identified should be included in the training software to track types of training provided to ensure the issue was addressed.

Again, as with internal affairs, the department tracks use of force incidents; however, there is no formalized policy or procedure regarding thresholds when actions shall be taken against an officer. An EIP for uses of force is critical for identifying officers who may have higher incidents of force in their encounters with the public. Often, the number of incidents of force used by officers may differ based upon area worked, shift, and assignment. This must be considered when determining how to address the issue, but at least the EIP will alert the department to those

officers with an elevated number of incidents. The department should identify what it believes to be an appropriate number of incidents within a specific period that would trigger the EIP.

The following table reflects use of force incidents for the past three years. It is not unusual for a relatively small department in a city with a low crime rate to have low numbers regarding uses of force. In the past three years, to have only two use of force incidents to be determined out of policy is indicative also of a department that is well-trained in the proper force to be used in situations. With 26,422 calls for service resulting in 45 reportable use of force incidents in 2021, the PPD used force at a rate of 0.17 percent (essentially, one-sixth of one percent) of the reported calls for service contacts.

**TABLE 7-4: Reported Use of Force Incidents, 2019–2021**

	2019	2020	2021
Uses of Force	48	39	45
In Policy	48	37	45
Out of Policy	0	2	0

**Source:** Petaluma Police Department.

While the numbers of incidents appear reasonable given the activity level of the city and the department's reporting requirements, it is noted that there was a 22 percent increase in reported incidents between 2020 and 2021. As mentioned above, in 2022 the department initiated an annual analysis of personnel standards as well as use of force incidents in 2021 and intends to make this an annual process. The analysis evaluates four items: (1) trends in the use of force; (2) training needs; (3) equipment needs; and (4) policy revision recommendations. As we mentioned above, the proactive approach demonstrated by PPD is consistent with the 21st Century Policing report and shows a leadership commitment to contemporary policing.

### Use of Force Recommendations:

- Contribute data to the FBI's National use of force data collection. (Recommendation No. 132.)
- Add a department defensive tactics lead to the use of force administrative review process and include a signature line on the use of force review for form for the defensive tactics expert. Also, ensure training identified in this process is trackable. (Recommendation No. 133.)
- Continue to conduct a critical review of the department's use of force, training, and policy and continue this practice on an annual basis. (Recommendation No. 134.)

## INFORMATION TECHNOLOGY

Consistent with virtually all law enforcement agencies, the PPD utilizes a wide array of information technologies. Aside from personnel, these technologies serve as the lifeblood of the organization and are essential to virtually all department functions. High-profile examples include the 911 telephone system, the computer-aided dispatch system, records management system, and the radio broadcast system. A failure of any one of these systems can severely impact and/or cripple access to emergency fire, medical, and law enforcement services. Also vitally important are the case management systems in use by detectives, internal affairs, traffic investigators, etc. The broader list of technologies in use includes:

- Central Square Records Management System (RMS). This is a coordinated suite of programs that supports the department's radio communications, records management, and property and evidence tracking.
- Automated License Plate Reader system.
- IA PRO system. Allows for internal tracking and management of employee investigations/allegations.
- BlueTeam. Allows for community member complaint management.
- LEFTA. A suite of services to track training, internal affairs, evaluations, training, etc. PPD is currently transitioning from IA Pro/BlueTeam to LEFTA.
- CopLogic Online Reporting. Enables community members to report crimes without an officer present.
- Automated Fingerprint ID System (AFIS); enables rapid identification of individuals related to an investigation.
- Panasonic Tough Books.
- Department phone system, being transitioned to Voice Over IP system.
- Axon integration to Interview Room Video System. In today's environment, audio/video recording of suspect interviews is vital to prosecution.
- Website. Recently implemented PD website.
- Netmotion for department cell phones. Includes cell phones provided for the Traffic Unit as the sole means to upload data to the system.
- Crossroads E-citation and report writing modules.

As is evident, the department utilizes an extensive list of technology. Not only does it rely on a vast array of technologies that often dwarfs that of other local government agency systems and needs, but the 24/7 nature of public safety agencies require immediate and direct access to IT staff.

### **IT Specialist Schedule**

The IT Specialist III position is budgeted through the city and assigned to the police department. Based on the 24/7 nature of policing in the community, this position is vital to the successful day-to-day operations of the department. The IT Specialist works a 4/10 work week from 7:00 a.m. to 5:00 p.m. Monday through Thursday. At other times he can be called in when needed.

The organizational chart of the department identifies an IT Specialist III whose duties generally include management of the IT systems in use by the department. CPSM inquired about how services requests are managed and learned the IT Specialist has a help ticket request process. The IT Specialist estimated there are 164 help tickets on the list, but only about 80 tickets are open. However, there is no way of tracking the number of help tickets as the IT Specialist has not put such a system in place due to time constraints caused by workload. This situation presents an opportunity to create an automated system to capture the help ticket information to include type of technological system, reported problem, date requested, date assisted, priority level, if the issue was resolved, outside support and type, etc.

In the absence of workload data, CPSM was unable to quantitatively address the workload and staffing issues. However, it is clear in speaking with department staff and the number of open help tickets that additional staffing is needed. Staff indicated a prior independent, city-wide assessment of IT services determined three IT Specialists were needed to sufficiently staff the 24/7 PPD operations.

### **Technology Working Group**

Technology tools are constantly evolving, so no government agency can afford to keep up with the “latest and greatest” of all technologies. What is important is that the technologies in use reasonably meet the needs of the organization.

Conversely, use of technology may actually create more work. Body-worn cameras are one such technology. There is tremendous value in recording contacts between officers and the public, and many agencies are moving in that direction. However, one effect of the use of this technology is the challenge of storing images and meeting demands for the release of the recordings. This is no small issue. Most agencies that have chosen to utilize body-worn cameras have found that storage of the files and meeting public record requests have led to substantial additional costs, including the need to hire additional staff to manage the associated workload.

Implementation of a technology working group to address current and future IT needs and issues within PPD is recommended. This group can identify needs and system redundancies among other issues, and provide valuable input toward resolutions most workable for the end-users (e.g., issues with connectivity with the iPhones assigned to the Traffic Unit). While agencies often have IT groups, end users are frequently under-represented in the groups. It is imperative that end users have a strong voice in meeting the department's technology needs and challenges.

### **Information Technology Recommendations:**

- Create a tracking system for IT help tickets to assess the number of cases requiring assistance and the timeliness, type, and success rate of addressing the issues. (Recommendation No. 135.)
- Establish a technology working group with ample representation from “end users” to address current and future IT needs and issues within the PPD, including elimination of work product redundancies. (Recommendation No. 136.)

## **RISK MANAGEMENT**

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The responsibility for risk management currently is in the purview of the Deputy Chief. As was previously suggested, this function would be best suited in a Professional Standards Division, as it is relate to the areas of policy, oversight, personnel, and training.

Risk management is a key management responsibility. In the policing environment risk management not only relates to costs, but equates into public trust and confidence. CPSM learned that the city appropriately assesses risk throughout all city departments and a recent three-year review of legal expenses reflected only \$34,000 on average was spent on department legal agreements. In the litigious environment of law enforcement, this is a relatively small amount considering the fact that over 26,000 contacts with the public occurred in 2021. The few claims in this timeframe also reflects favorably on PPD as a professional law enforcement agency commitment to ethical policing, commitment to 21st Century Policing,

and is a credit to the entire staff of PPD who clearly work to hold the public's trust in the highest regard.

## BUDGET AND GRANTS

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Petaluma PD has a management analyst responsible for the budget and grants. In addition to assisting the command staff with the annual budget process, throughout the year she handles invoices and coding into cost centers within the budget. This enables the analyst to track spending and give updates to staff for proper budget management.

The management analyst also works with the command staff to seek and apply for grants. Currently, she oversees the following grants:

- COPS Crisis Intervention Teams (CIT) for SAFE Team.
- COPS STOP SVPP application for SAFE Team.
- Byrne Grant for interview room equipment.
- Bullet Proof Vest Program.
- Urban Area Security Initiative for unmanned aerial system and detection dog program.
- Sonoma County Public Safety Consortium Homeland Security Grant for communications equipment.

In addition to the budget and grant duties, and in the absence of a crime analyst, the management analyst has been asked to provide a variety of reports addressing crime trends, use of force, and other ad hoc reports typically developed by a crime analyst. This work is outside the scope of a management analyst and these duties are more appropriately assigned to a crime analyst trained in the proper software systems and analytical methods specific to the role.

In the suggested departmental reorganization, the management analyst is better suited for the Support Services Division under the direction of the Technical Services Manager.

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# SECTION 8. DATA ANALYSIS

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This data analysis on police patrol operations for the Petaluma Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this analysis was developed using data from the computer-aided dispatch (CAD) maintained by Sonoma County.

CPSM collected data for one year from January 1, 2021, through December 31, 2021. The majority of the first section of the report, concluding with Table 8-9, uses call data for the entire year. For the detailed workload analysis we use two eight-week sample periods. The first period is from January 4 through February 28, 2021, or winter, and the second period is from July 7 through August 31, 2021, or summer.

## WORKLOAD ANALYSIS

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When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call “events.” We identify these events in three ways:
  - We distinguish between patrol and nonpatrol units.
  - We assign a category to each event based upon its description.
  - We indicate whether the call is “zero time on scene” (i.e., patrol units spent less than 30 seconds on scene), “police-initiated,” or “community-initiated.”
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered several issues when analyzing Petaluma's dispatch data. We made assumptions and decisions to address these issues.

- 1,148 events (about 4 percent) involved patrol units spending zero time on scene.
- 1 call lacked an accurate busy time We excluded this call when evaluating busy times and work hours.



- The computer-aided dispatch (CAD) system used approximately 257 different event descriptions, which we condensed into 17 categories for our tables and 13 categories for our figures (shown in Chart 1). Table 8-30 in the appendix shows how each call description was categorized.

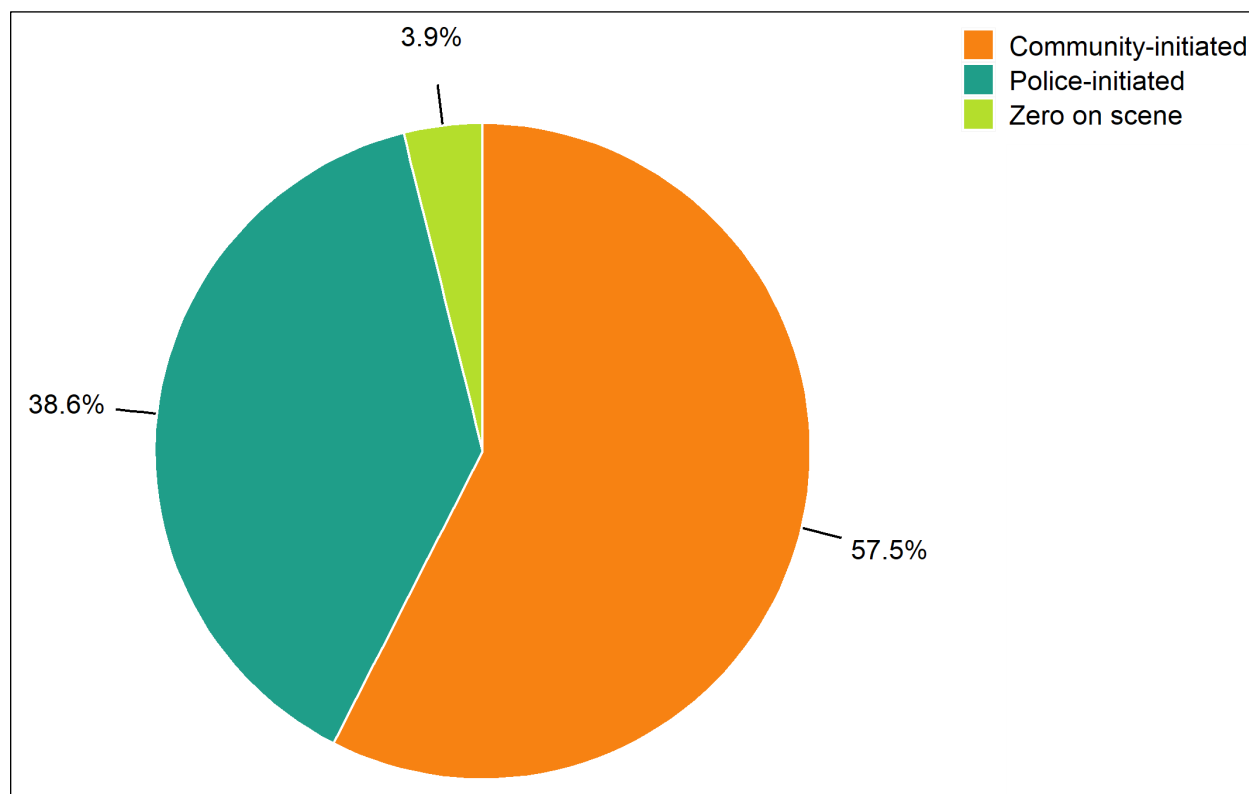
Between January 1, 2021, and December 31, 2021, the Communications Center recorded approximately 29,576 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 81.0 patrol-related events per day, approximately 4 percent of which (3.1 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

### CHART 8-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist community member	Assist
Assist other agency	
Check	Check
Crime—person	Crime
Crime—property	
Directed patrol	Directed patrol
Disturbance	Disturbance
Miscellaneous	Miscellaneous
Investigation	Investigation
Mental health	Mental health
Out of service	Out of service
Quality of life	Quality of life (QOL)
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	

**FIGURE 8-1: Percentage Events per Day, by Initiator**



**Note:** Percentages are based on a total of 29,576 events. Top three descriptions for zero on scene calls were "security check," "telephone," and "extra patrol," and accounted for about 28 percent of total zero on scene calls.

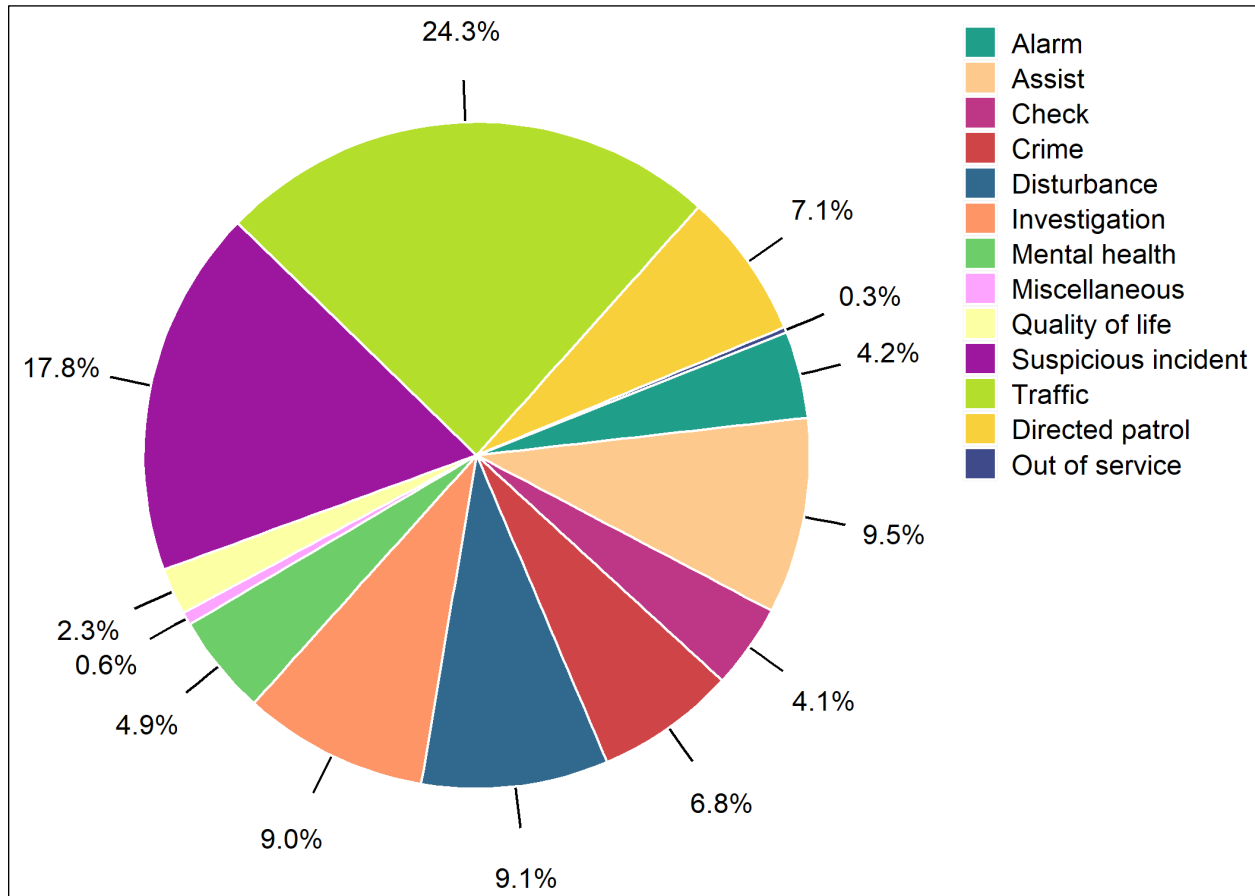
**TABLE 8-1: Events per Day, by Initiator**

Initiator	No. of Events	Events per Day
Community-initiated	17,012	46.6
Police-initiated	11,416	31.3
Zero on scene	1,148	3.1
<b>Total</b>	<b>29,576</b>	<b>81.0</b>

### Observations:

- 4 percent of the events had zero time on scene.
- 39 percent of all events were police-initiated.
- 58 percent of all events were community-initiated.

**FIGURE 8-2: Percentage Events per Day, by Category**



**Note:** The figure combines categories in the following table according to the description in Chart 8-1.

**TABLE 8-2: Events per Day, by Category**

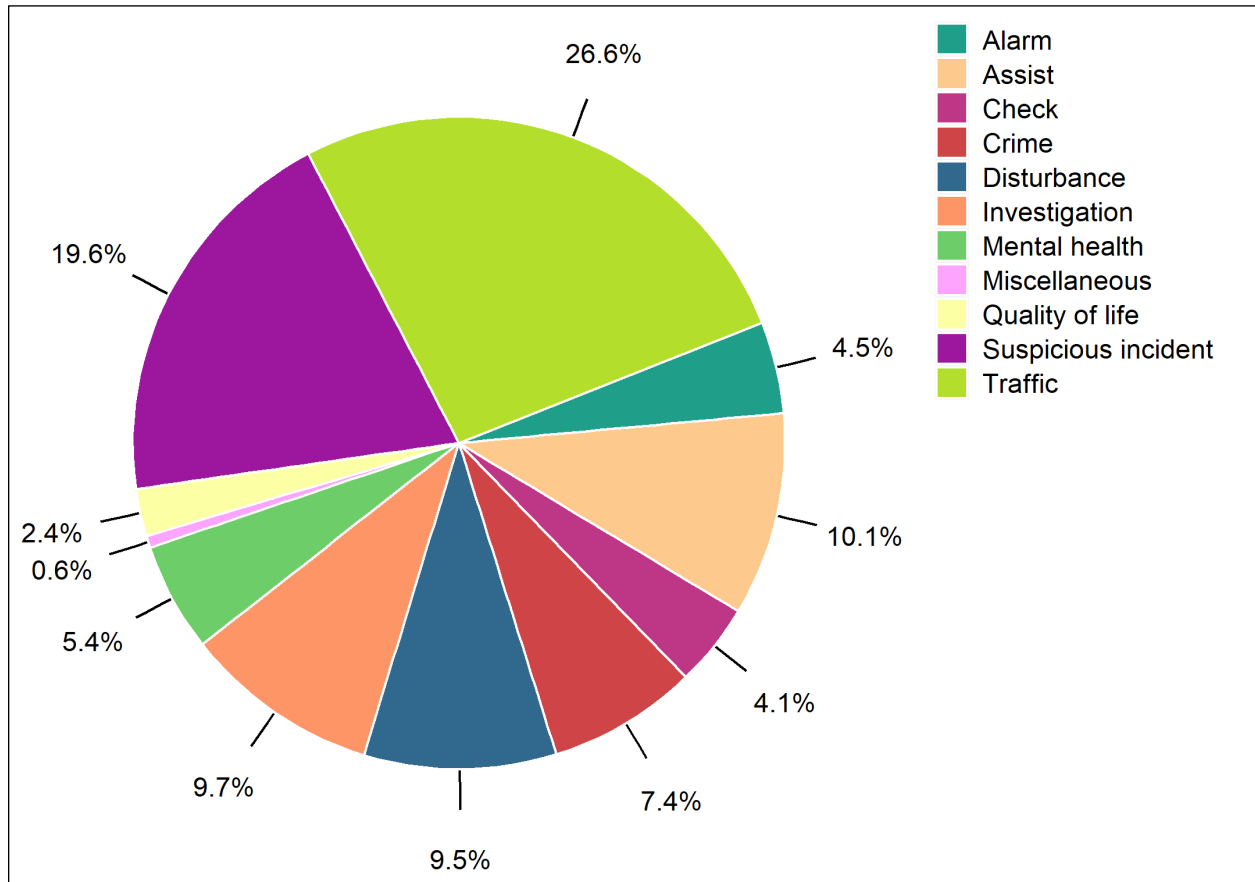
Category	No. of Events	Events per Day
Accident	575	1.6
Alarm	1,244	3.4
Assist community member	2,178	6.0
Assist other agency	635	1.7
Check	1,213	3.3
Crime–person	925	2.5
Crime–property	1,082	3.0
Directed patrol	2,105	5.8
Disturbance	2,682	7.3
Investigation	2,658	7.3
Mental health	1,442	4.0
Miscellaneous	183	0.5
Out of service	80	0.2
Quality of life	671	1.8
Suspicious incident	5,277	14.5
Traffic enforcement	1,444	4.0
Traffic stop	5,182	14.2
<b>Total</b>	<b>29,576</b>	<b>81.0</b>

**Note:** Observations below refer to events shown within the figure rather than the table.

### Observations:

- The top five categories accounted for 70 percent of events:
  - 24 percent of events were traffic-related.
  - 18 percent of events were suspicious incidents.
  - 10 percent of events were assists.
  - 9 percent of events were disturbances.
  - 9 percent of events were investigations.
- 7 percent of events were crimes.

**FIGURE 8-3: Percentage Calls per Day, by Category**



**Note:** The figure combines categories in the following table according to the description in Chart 8-1.

**TABLE 8-3: Calls per Day, by Category**

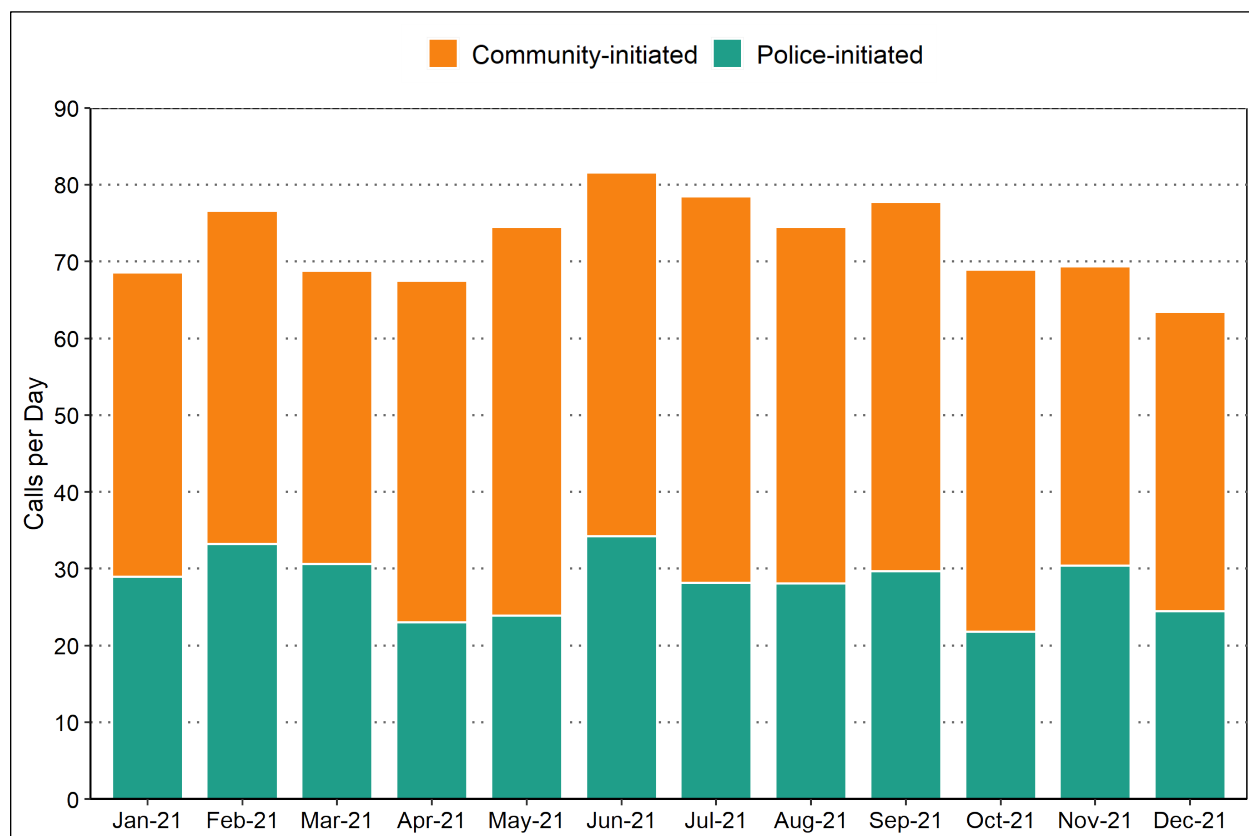
Category	No. of Calls	Calls per Day
Accident	559	1.5
Alarm	1,200	3.3
Assist community member	2,031	5.6
Assist other agency	632	1.7
Check	1,087	3.0
Crime-person	911	2.5
Crime-property	1,053	2.9
Disturbance	2,521	6.9
Investigation	2,563	7.0
Mental health	1,426	3.9
Miscellaneous	153	0.4
Quality of life	624	1.7
Suspicious incident	5,181	14.2
Traffic enforcement	1,328	3.6
Traffic stop	5,153	14.1
<b>Total</b>	<b>26,422</b>	<b>72.4</b>

**Note:** The focus here is on recorded calls rather than recorded events. We removed 1,148 events with zero time on scene, as well as 1,930 directed patrol events and 76 out-of-service activities.

### Observations:

- On average, there were 72.4 calls per day, or 3.0 per hour.
- The top five categories accounted for 76 percent of calls:
  - 27 percent of calls were traffic-related.
  - 20 percent of calls were suspicious incidents.
  - 10 percent of calls were assists.
  - 10 percent of events were disturbances.
  - 10 percent of events were investigations.
- 7 percent of calls were crimes.

**FIGURE 8-4: Calls per Day, by Initiator and Month**



**TABLE 8-4: Calls per Day, by Initiator and Months**

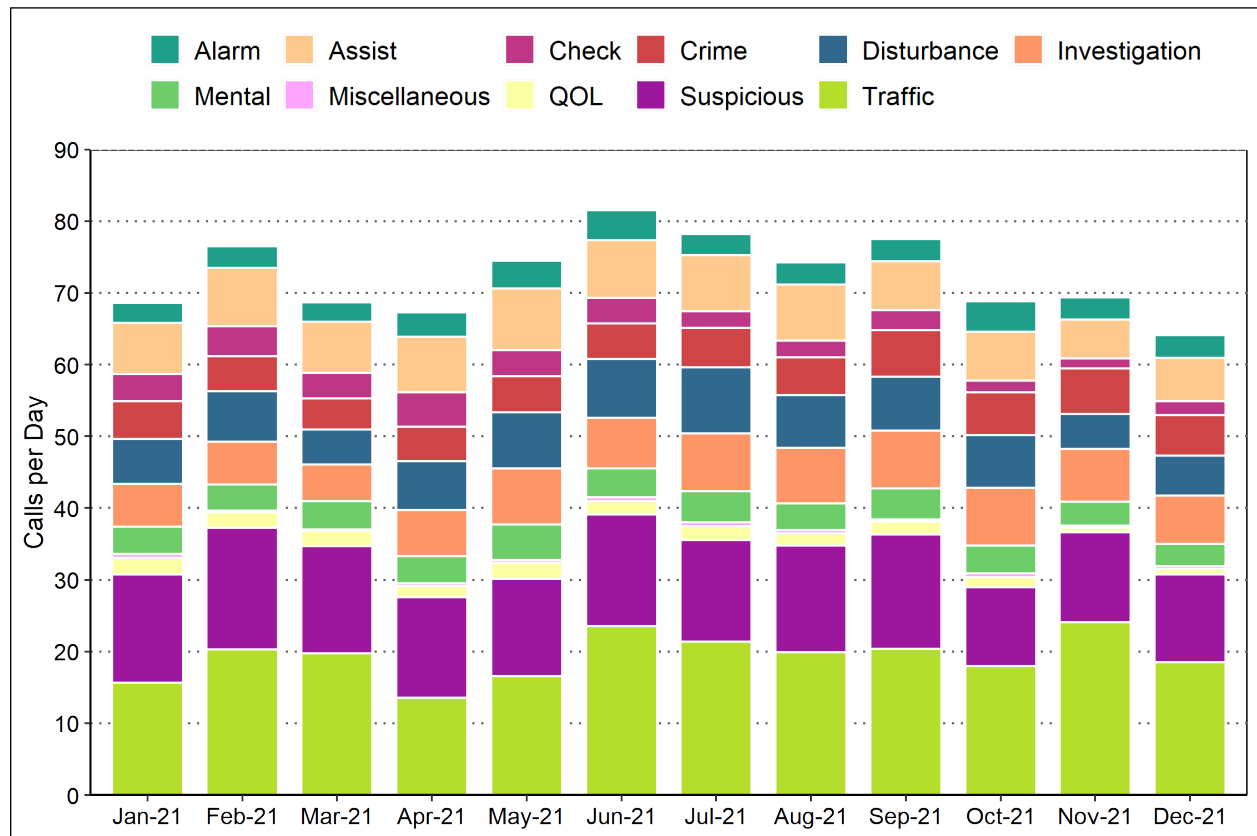
Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	39.6	43.4	38.2	44.4	50.6	47.3	50.1	46.2	47.9	47.1	39.0	39.3
Police	29.0	33.1	30.5	22.9	23.8	34.2	28.1	28.1	29.6	21.7	30.4	24.8
<b>Total</b>	<b>68.6</b>	<b>76.5</b>	<b>68.7</b>	<b>67.3</b>	<b>74.5</b>	<b>81.5</b>	<b>78.2</b>	<b>74.3</b>	<b>77.5</b>	<b>68.8</b>	<b>69.4</b>	<b>64.1</b>

### Observations:

- The number of calls per day was lowest in December.
- The number of calls per day was highest in June.
- The months with the most calls had 27 percent more calls than the months with the fewest calls.
- June had the most police-initiated calls, with 58 percent more than October, which had the fewest.
- May and July had the most community-initiated calls, with 33 percent more than March, which had the fewest.



**FIGURE 8-5: Calls per Day, by Category and Month**



**Note:** The figure combines categories in the following table according to the description in Chart 8-1.

**TABLE 8-5: Calls per Day, by Category and Month**

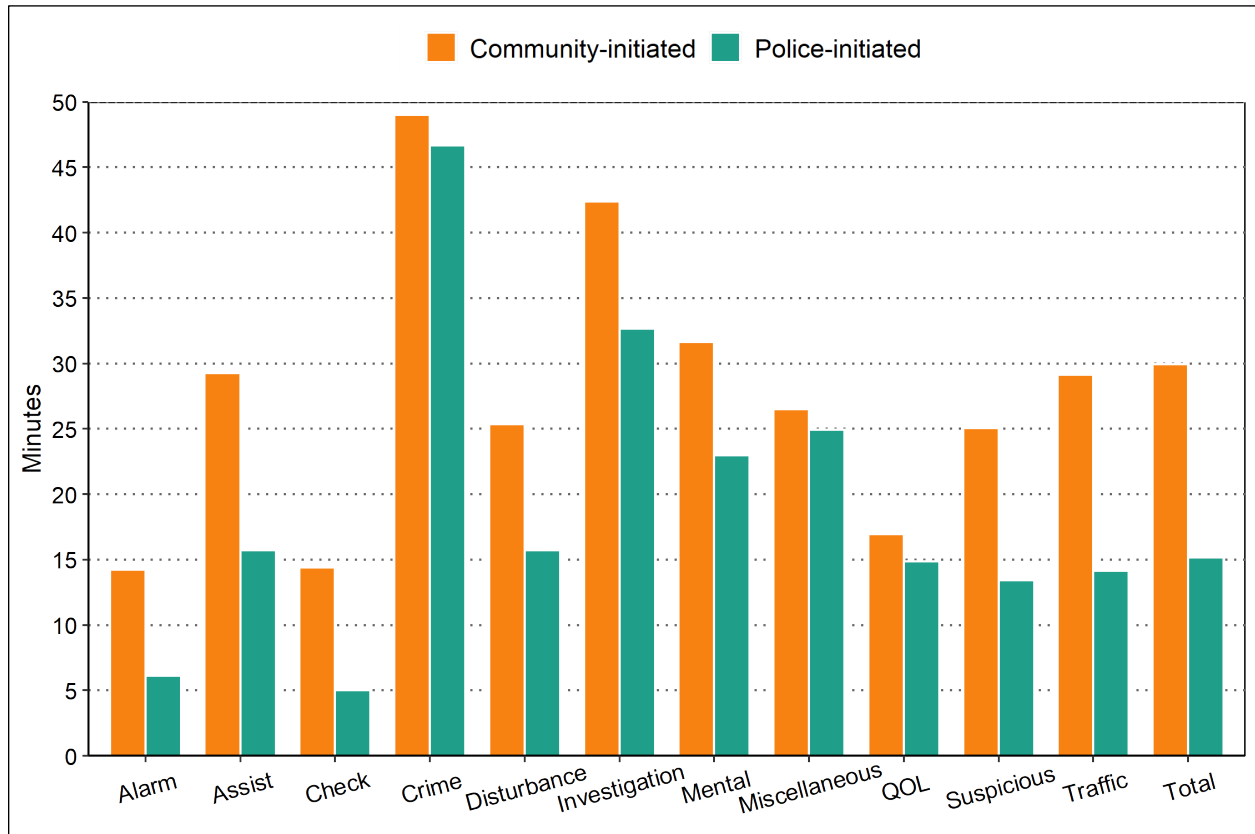
Category	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Accident	1.0	1.1	1.1	1.4	1.7	1.1	1.8	1.5	2.3	2.3	1.5	1.7
Alarm	2.7	3.0	2.7	3.4	3.8	4.1	2.9	3.1	3.1	4.3	3.1	3.2
Assist community	5.4	7.0	5.1	5.9	6.6	6.1	6.3	5.8	5.1	5.2	3.8	4.5
Assist other agency	1.8	1.2	2.0	1.8	2.0	1.9	1.5	2.0	1.7	1.6	1.6	1.5
Check	3.8	4.2	3.5	4.8	3.6	3.6	2.3	2.3	2.8	1.6	1.4	2.0
Crime—person	2.2	2.2	2.0	2.4	2.3	2.3	2.6	3.0	2.9	2.7	2.9	2.3
Crime—property	3.0	2.6	2.3	2.4	2.8	2.7	2.9	2.2	3.6	3.3	3.5	3.3
Disturbance	6.3	7.1	4.9	6.8	7.8	8.2	9.2	7.4	7.6	7.3	4.8	5.5
Investigation	5.9	5.9	5.1	6.4	7.8	7.0	8.0	7.7	8.0	8.1	7.4	6.7
Mental health	3.8	3.6	4.0	3.8	5.0	4.1	4.4	3.7	4.3	3.8	3.3	3.1
Miscellaneous	0.5	0.3	0.2	0.4	0.4	0.5	0.6	0.5	0.3	0.6	0.3	0.4
Quality of life	2.4	2.1	2.1	1.5	2.3	1.9	1.9	1.7	1.8	1.4	0.6	0.7
Suspicious incident	15.0	16.9	14.9	14.0	13.5	15.5	14.2	14.9	15.9	11.0	12.5	12.3
Traffic enforcement	2.5	4.1	4.4	3.0	3.7	4.1	4.0	3.5	3.8	4.0	4.2	2.5
Traffic stop	12.2	15.1	14.3	9.2	11.2	18.4	15.6	14.9	14.3	11.7	18.4	14.3
<b>Total</b>	<b>68.6</b>	<b>76.5</b>	<b>68.7</b>	<b>67.3</b>	<b>74.5</b>	<b>81.5</b>	<b>78.2</b>	<b>74.3</b>	<b>77.5</b>	<b>68.8</b>	<b>69.4</b>	<b>64.1</b>

**Note:** Calculations were limited to calls rather than events.

## Observations:

- The top five categories averaged between 72 and 78 percent of calls throughout the year:
  - Traffic calls averaged between 13.5 and 24.1 calls per day throughout the year.
  - Suspicious incident calls averaged between 11.0 and 16.9 calls per day throughout the year.
  - Assist calls averaged between 5.4 and 8.6 calls per day throughout the year.
  - Disturbance calls averaged between 4.8 and 9.2 calls per day throughout the year.
  - Investigation calls averaged between 5.1 and 8.1 calls per day throughout the year.
- Crime calls averaged between 4.3 and 6.5 calls per day throughout the year and accounted for 6 to 9 percent of total calls.

**FIGURE 8-6: Primary Unit's Average Occupied Times, by Category and Initiator**



**Note:** The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

**TABLE 8-6: Primary Unit's Average Occupied Times, by Category and Initiator**

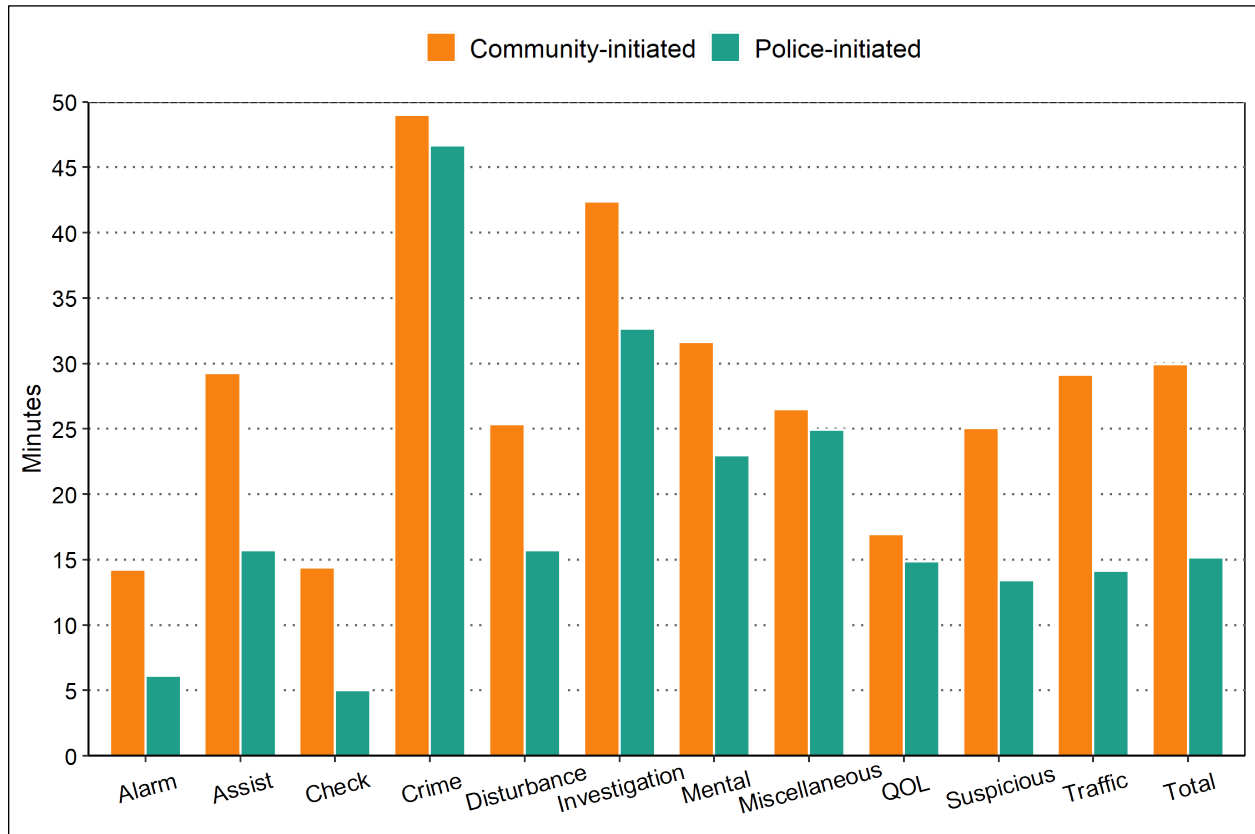
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	45.9	518	35.0	41
Alarm	14.2	1,196	6.1	4
Assist community member	25.9	1,708	15.2	323
Assist other agency	38.7	611	23.8	21
Check	14.4	599	5.0	488
Crime-person	60.8	888	55.1	23
Crime-property	38.9	1,031	37.9	22
Disturbance	25.4	2,504	15.7	17
Investigation	42.4	1,768	32.7	795
Mental health	31.6	1,417	23.0	9
Miscellaneous	26.5	137	24.9	16
Quality of life	17.0	542	14.9	82
Suspicious incident	25.1	2,278	13.4	2,902
Traffic enforcement	20.7	1,019	12.3	309
Traffic stop	NA	0	14.1	5,153
<b>Weighted Average/Total Calls</b>	<b>29.9</b>	<b>16,216</b>	<b>15.2</b>	<b>10,205</b>

**Note:** The information in Figure 8-6 and Table 8-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table. For this table and the previous graph, we removed one call with an inaccurate busy time.

### Observations:

- A unit's average time spent on a call ranged from 5 to 49 minutes overall.
- The longest average times were for community-initiated crime calls.
- The average time spent on crime calls was 49 minutes for community-initiated calls and 47 minutes for police-initiated calls.

**FIGURE 8-7: Number of Responding Units, by Initiator and Category**



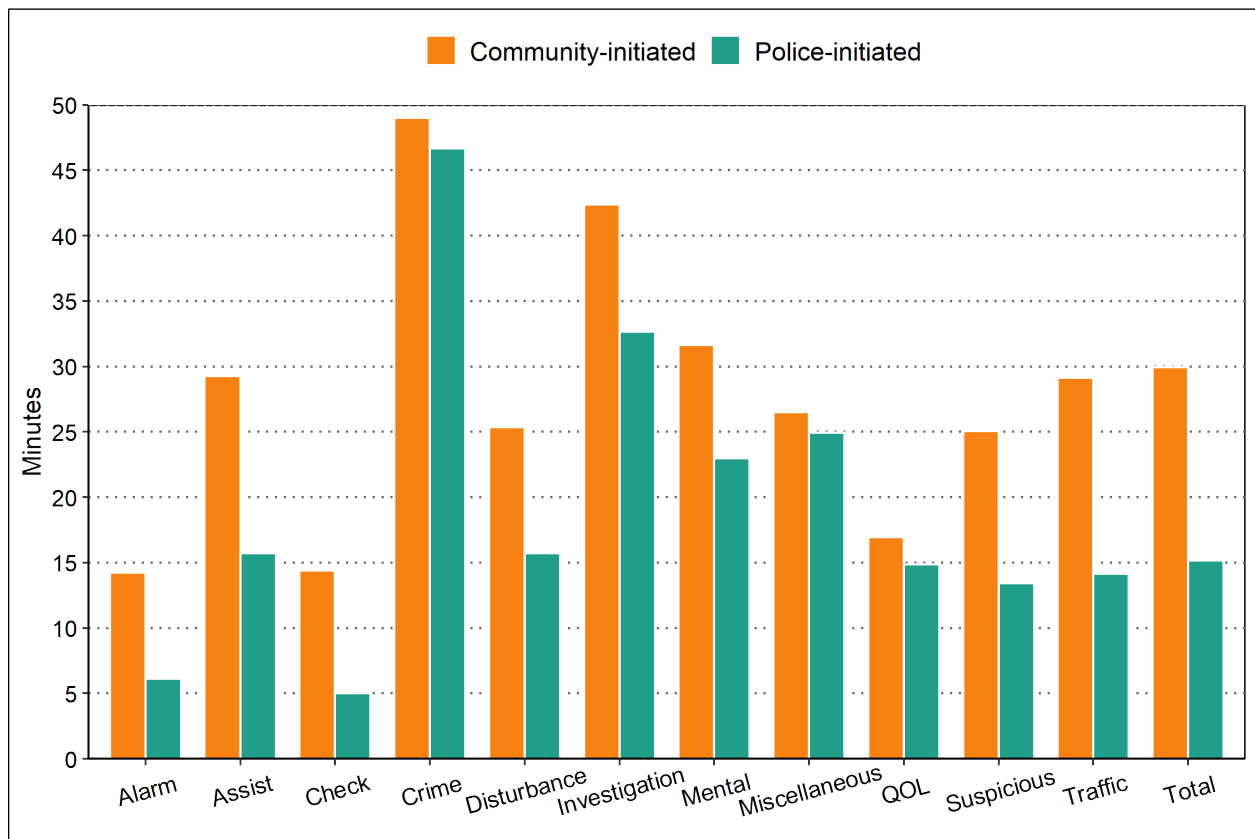
**Note:** The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

**TABLE 8-7: Average Number of Responding Units, by Initiator and Category**

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	2.2	518	1.7	41
Alarm	1.9	1,196	1.8	4
Assist community member	1.2	1,708	1.3	323
Assist other agency	2.5	611	2.2	21
Check	1.4	599	1.1	488
Crime-person	2.1	888	2.4	23
Crime-property	1.8	1,031	1.7	22
Disturbance	2.2	2,504	1.7	17
Investigation	2.1	1,768	1.2	795
Mental health	2.3	1,417	1.2	9
Miscellaneous	1.6	137	1.1	16
Quality of life	1.6	542	1.2	82
Suspicious incident	2.2	2,279	1.4	2,902
Traffic enforcement	1.6	1,019	1.1	309
Traffic stop	NA	0	1.3	5,153
<b>Weighted Average/Total Calls</b>	<b>2.0</b>	<b>16,217</b>	<b>1.3</b>	<b>10,205</b>

**Note:** The information in Figure 8-7 and Table 8-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

**FIGURE 8-8: Number of Responding Units, by Category, Community-initiated Calls**



**Note:** The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.



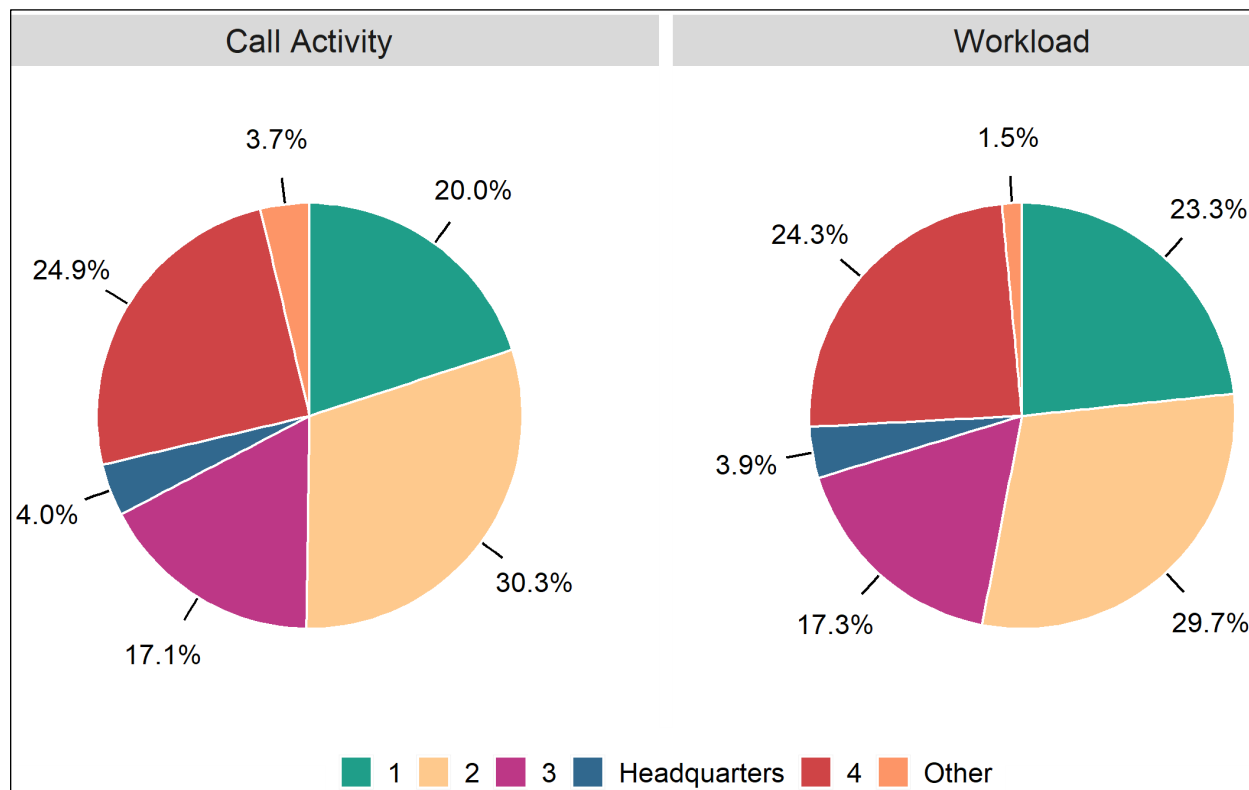
**TABLE 8-8: Number of Responding Units, by Category, Community-initiated Calls**

Category	Responding Units		
	One	Two	Three or More
Accident	181	155	182
Alarm	463	495	238
Assist community member	1,419	225	64
Assist other agency	83	278	250
Check	433	124	42
Crime-person	392	259	237
Crime-property	567	262	202
Disturbance	569	1,195	740
Investigation	643	617	508
Mental health	178	800	439
Miscellaneous	88	29	20
Quality of life	294	187	61
Suspicious incident	553	1,068	658
Traffic enforcement	593	285	141
<b>Total</b>	<b>6,456</b>	<b>5,979</b>	<b>3,782</b>

### Observations:

- The overall mean number of responding units was 1.3 for police-initiated calls and 2.0 for community-initiated calls.
- The mean number of responding units was as high as 2.3 for mental health calls that were community-initiated.
- 40 percent of community-initiated calls involved one responding unit.
- 37 percent of community-initiated calls involved two responding units.
- 23 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved disturbances.

**FIGURE 8-9: Percentage Calls and Work Hours, by Beat**



**Note:** The other category includes calls missing beats and a few calls in miscellaneous beats.

**TABLE 8-9: Calls and Work Hours by Beat, per Day**

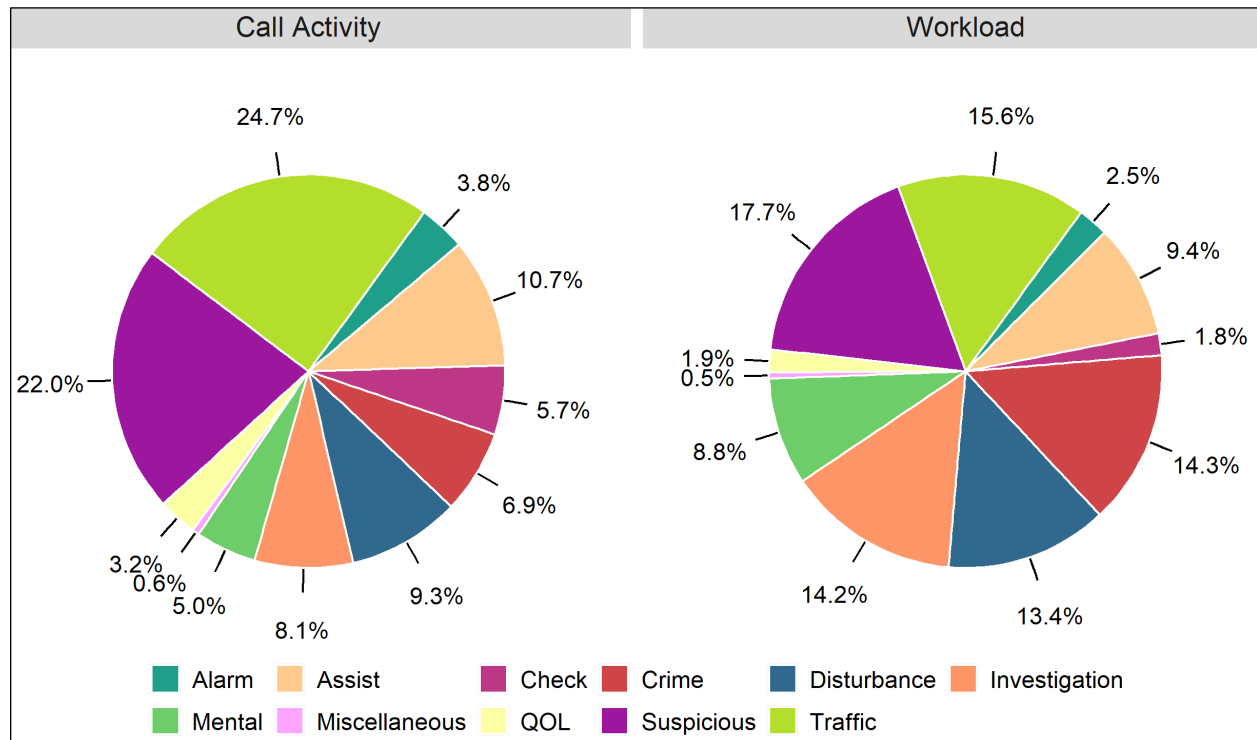
Beat	Per Day		Area (Sq. miles)	Population (Est.)
	Calls	Work Hours		
1	14.5	11.3	5.2	21,479
2	21.9	14.4	3.9	14,273
3	12.4	8.4	2.2	8,644
4	18.1	11.8	3.1	15,450
Headquarters	2.9	1.9	NA	NA
Miscellaneous	0.2	0.1	NA	NA
Unknown	2.5	0.7	NA	NA
<b>Total</b>	<b>72.4</b>	<b>48.6</b>	<b>14.5</b>	<b>59,846</b>

**Note:** \*The miscellaneous category includes a few calls in various beats, for example, "C," "Z5," and "PE."

### Observations:

- Beat 2 had the most calls and largest workload; it accounted for 30 percent of total calls and workload.
- For Petaluma beats, an even distribution would allot 16.7 calls and 11.5 work hours per beat.

**FIGURE 8-10: Percentage Calls and Work Hours, by Category, Winter 2021**



**TABLE 8-10: Calls and Work Hours per Day, by Category, Winter 2021**

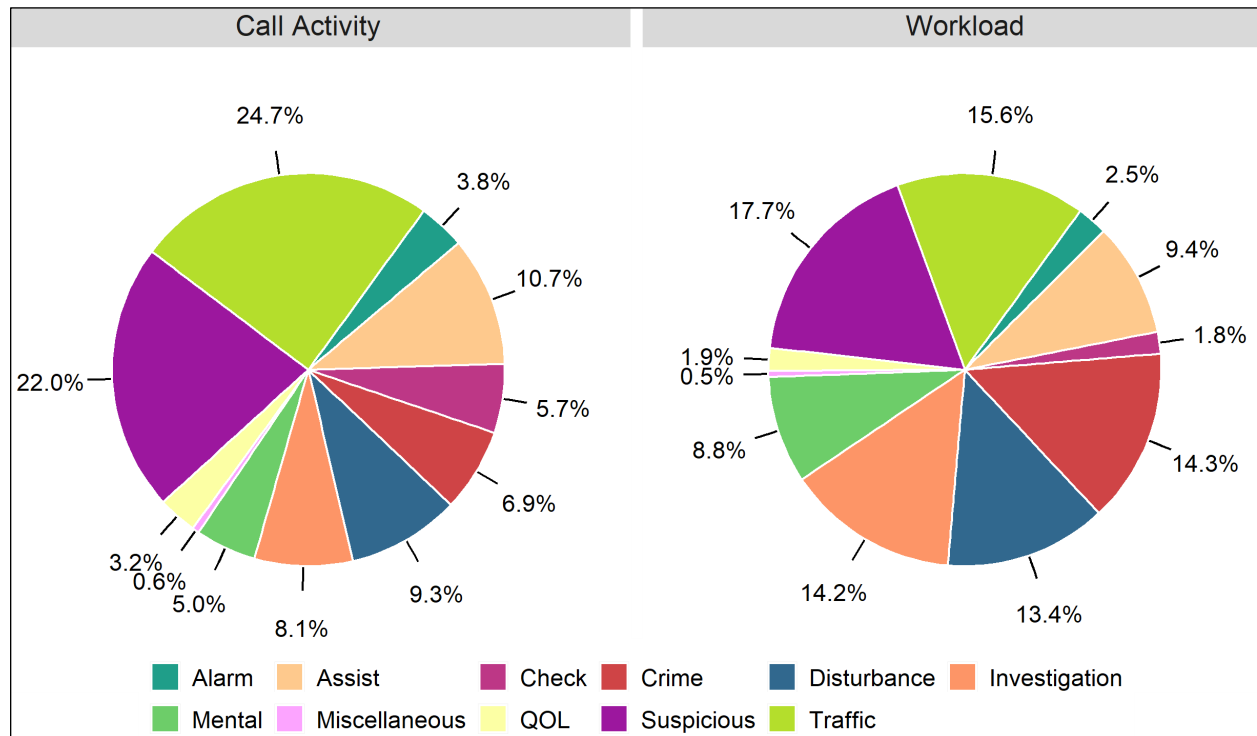
Category	Per Day	
	Calls	Work Hours
Accident	1.1	1.0
Alarm	2.8	1.1
Assist community member	6.3	2.8
Assist other agency	1.5	1.4
Check	4.1	0.8
Crime-person	2.2	3.4
Crime-property	2.8	3.1
Disturbance	6.7	6.1
Investigation	5.9	6.4
Mental health	3.6	4.0
Miscellaneous	0.4	0.2
Quality of life	2.3	0.9
Suspicious incident	16.0	8.0
Traffic enforcement	3.3	1.6
Traffic stop	13.5	4.4
<b>Total</b>	<b>72.5</b>	<b>45.3</b>

**Note:** Workload calculations focused on calls rather than events.

### Observations, Winter:

- Total calls averaged 72 per day or 3.0 per hour.
- Total workload averaged 45 hours per day, meaning that on average 1.9 units per hour were busy responding to calls.
- Traffic calls constituted 25 percent of calls and 16 percent of workload.
- Suspicious incident calls constituted 22 percent of calls and 18 percent of workload.
- Assist calls constituted 11 percent of calls and 9 percent of workload.
- Disturbance calls constituted 9 percent of calls and 13 percent of workload.
- Investigation calls constituted 8 percent of calls and 14 percent of workload.
- These top five categories constituted 75 percent of calls and 70 percent of workload.
- Crime calls constituted 7 percent of calls and 14 percent of workload.

**FIGURE 8-11: Percentage Calls and Work Hours, by Category, Summer 2021**



**TABLE 8-11: Calls and Work Hours per Day, by Category, Summer 2021**

Category	Per Day	
	Calls	Work Hours
Accident	1.6	2.2
Alarm	3.1	1.2
Assist community member	6.1	2.8
Assist other agency	1.8	2.3
Check	2.2	0.7
Crime-person	2.8	4.0
Crime-property	2.5	3.4
Disturbance	7.7	5.0
Investigation	7.6	8.9
Mental health	4.1	3.4
Miscellaneous	0.5	0.3
Quality of life	1.8	0.7
Suspicious incident	14.5	8.2
Traffic enforcement	3.7	2.7
Traffic stop	15.3	4.6
<b>Total</b>	<b>75.1</b>	<b>50.2</b>

**Note:** Workload calculations focused on calls rather than events.

### Observations, Summer:

- The average number of calls per day and daily workload were higher in summer than in winter.
- Total calls averaged 75 per day or 3.1 per hour.
- Total workload averaged 50 hours per day, meaning that on average 2.1 units per hour were busy responding to calls.
- Traffic calls constituted 27 percent of calls and 19 percent of workload.
- Suspicious incident calls constituted 19 percent of calls and 16 percent of workload.
- Assist calls constituted 10 percent of calls and 10 percent of workload.
- Disturbance calls constituted 10 percent of calls and 10 percent of workload.
- Investigation calls constituted 10 percent of calls and 18 percent of workload.
- These top five categories constituted 78 percent of calls and 73 percent of workload.
- Crime calls constituted 7 percent of calls and 15 percent of workload.

## NONCALL ACTIVITIES

In the period from January 1, 2021, through December 31, 2021, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 10,203 activities remained. These activities had an average duration of 64.3 minutes.

In this section, we report out-of-service activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in summer and winter.

**TABLE 8-12: Activities and Occupied Times by Description**

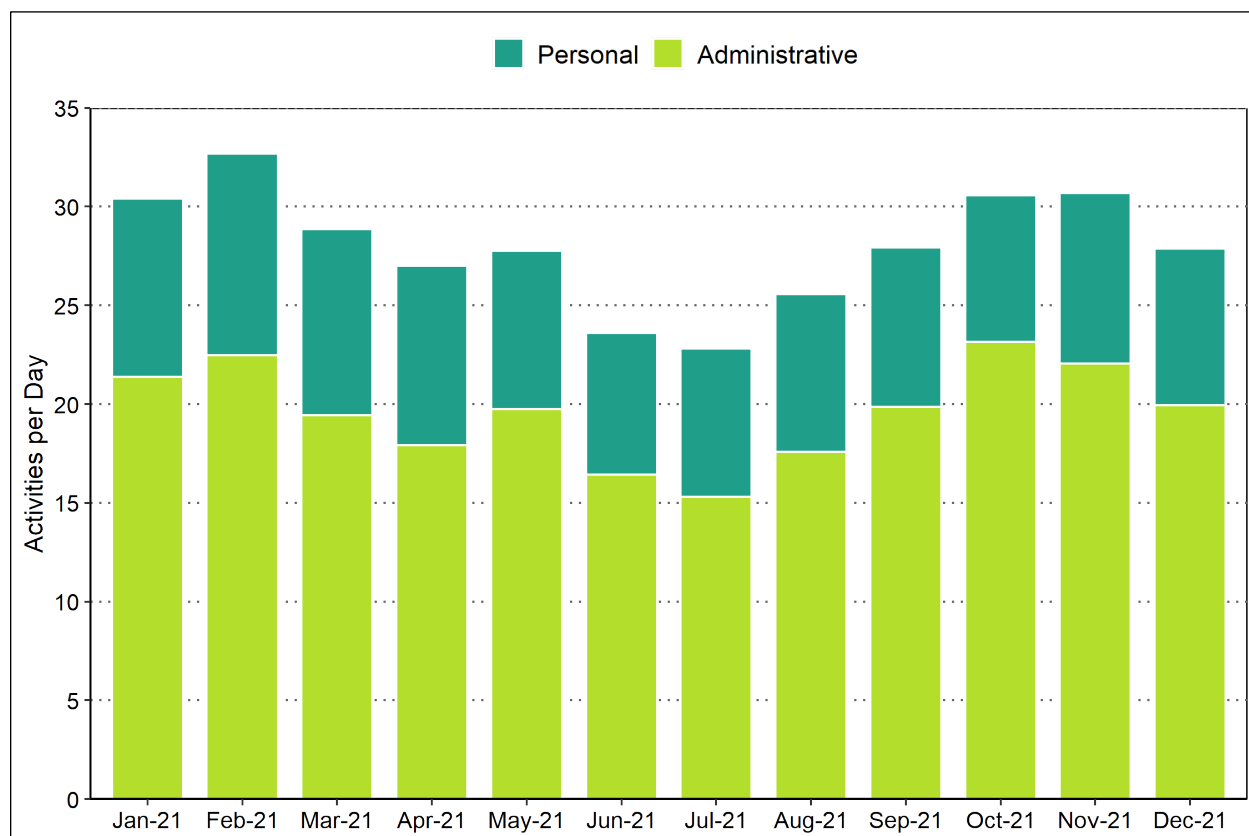
Description	Occupied Time	Count
1019	46.6	671
1049	27.5	590
1064	39.9	497
Briefing	79.6	2,763
Court	112.0	17
Equipment	40.1	184
Evidence	75.6	12
Fuel	59.2	98
Meeting	71.9	75
Report writing	84.3	2,124
Training	91.0	109
Other	84.8	11
<b>Administrative - Weighted Average/Total Activities</b>	<b>69.7</b>	<b>7,151</b>
Personal - C7 - Break	51.5	3,052
<b>Weighted Average/Total Activities</b>	<b>64.3</b>	<b>10,203</b>

### Observations:

- The most common noncall (administrative) activities were briefings.
- Personal meal breaks were also recorded and averaged 51.5 minutes.
- The activities with the longest average time were court-related.
- The average time spent on administrative activities was 69.7 minutes.



**FIGURE 8-12: Activities per Day, by Month**



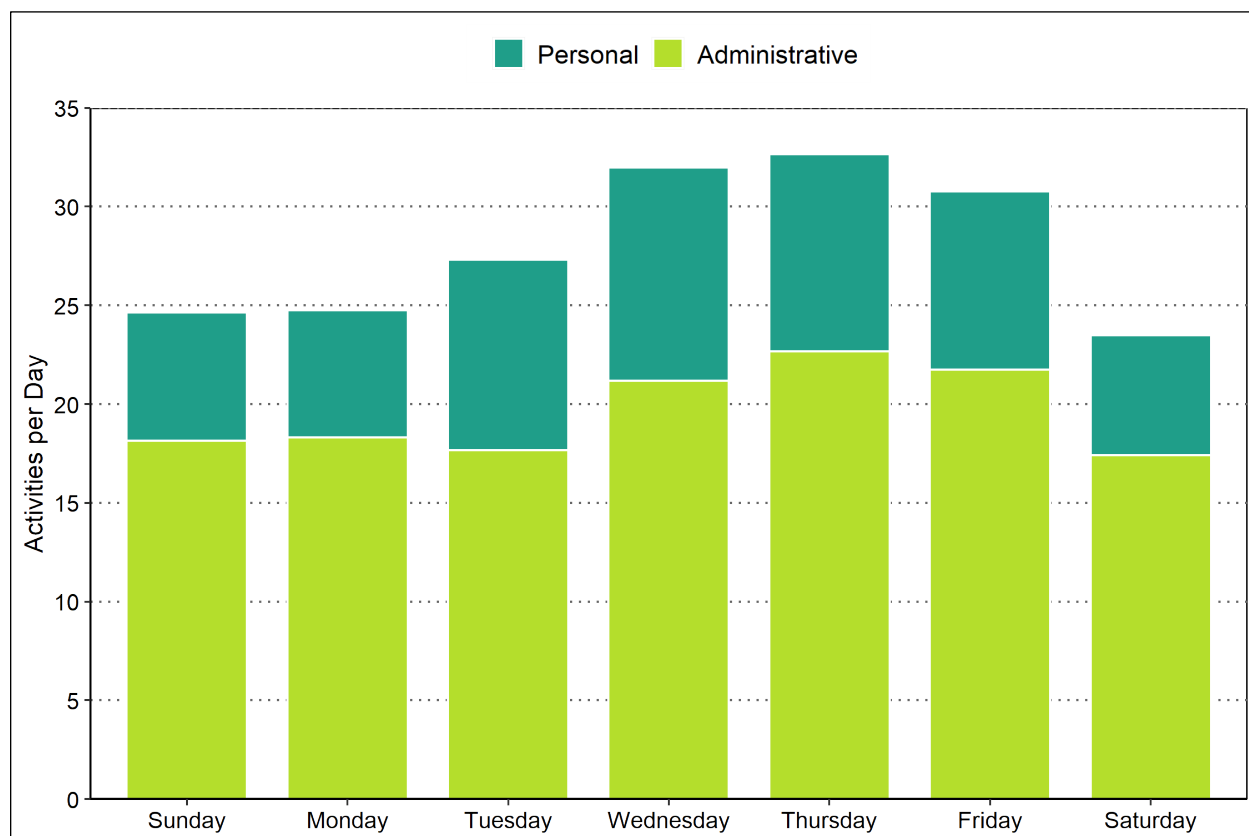
**TABLE 8-13: Activities per Day, by Month**

Activities	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Personal	21.4	22.5	19.5	17.9	19.7	16.4	15.3	17.6	19.9	23.2	22.1	19.9
Administrative	9.0	10.2	9.4	9.1	8.0	7.2	7.5	8.0	8.1	7.4	8.6	7.9
<b>Total</b>	<b>30.4</b>	<b>32.7</b>	<b>28.9</b>	<b>27.0</b>	<b>27.8</b>	<b>23.6</b>	<b>22.8</b>	<b>25.6</b>	<b>27.9</b>	<b>30.6</b>	<b>30.7</b>	<b>27.9</b>

### Observations:

- The number of activities per day was lowest in July.
- The number of activities per day was highest in February.

**FIGURE 8-13: Activities per Day, by Day of Week**



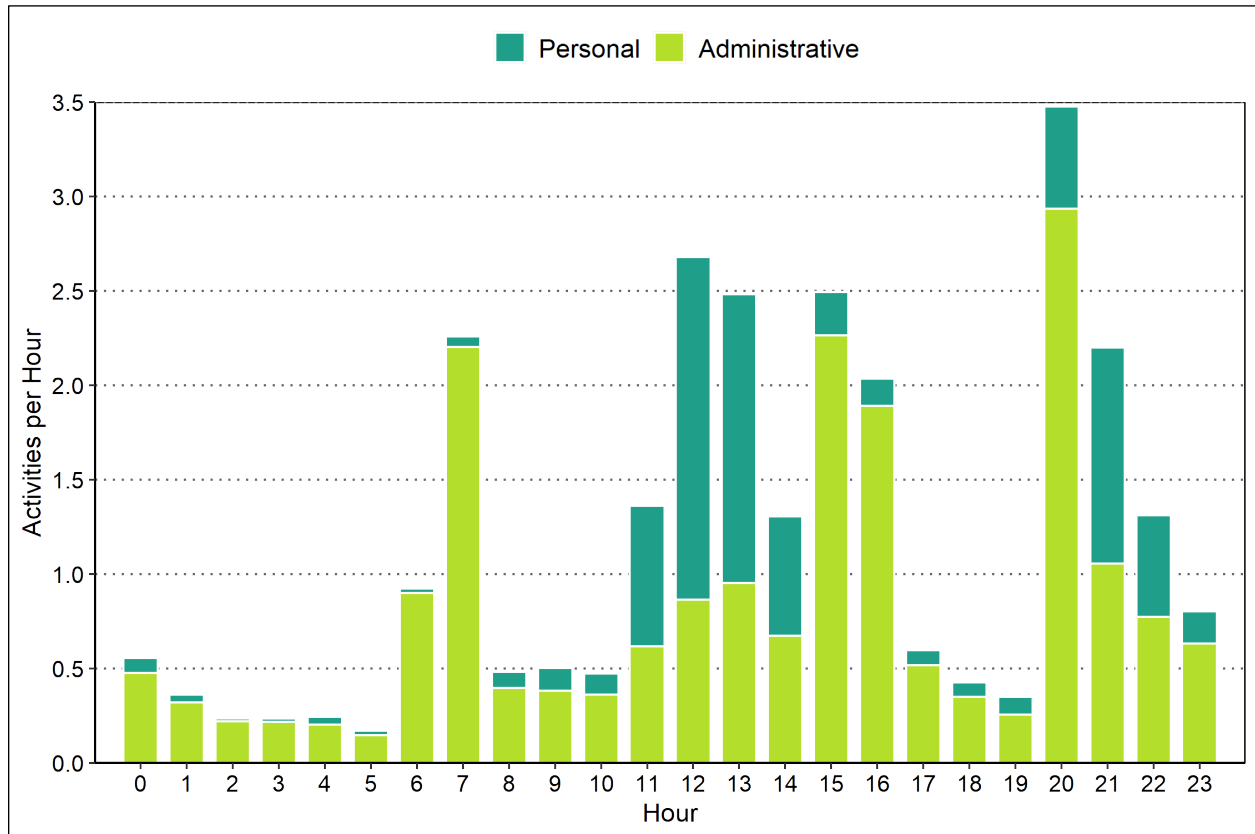
**TABLE 8-14: Activities per Day, by Day of Week**

Day of Week	Administrative	Personal	Activities per Day
Sunday	18.1	6.5	24.7
Monday	18.3	6.4	24.8
Tuesday	17.7	9.7	27.3
Wednesday	21.2	10.8	32.0
Thursday	22.7	10.0	32.7
Friday	21.8	9.0	30.8
Saturday	17.4	6.1	23.5
<b>Weekly Average</b>	<b>19.6</b>	<b>8.4</b>	<b>28.0</b>

### Observations:

- The number of noncall activities per day was lowest on weekends.
- The number of noncall activities per day was highest on Thursdays.

**FIGURE 8-14: Activities per Day, by Hour of Day**



**TABLE 8-15: Activities per Hour, by Hour of Day**

Hour	Personal	Administrative	Total
0	0.08	0.48	0.56
1	0.04	0.32	0.36
2	0.02	0.22	0.24
3	0.02	0.22	0.24
4	0.04	0.20	0.24
5	0.02	0.15	0.17
6	0.02	0.90	0.92
7	0.05	2.20	2.26
8	0.08	0.40	0.48
9	0.12	0.38	0.50
10	0.11	0.36	0.47
11	0.75	0.62	1.36
12	1.82	0.86	2.68
13	1.53	0.95	2.48
14	0.63	0.67	1.30
15	0.23	2.26	2.49
16	0.15	1.89	2.04
17	0.08	0.52	0.60
18	0.08	0.35	0.42
19	0.09	0.25	0.35
20	0.54	2.93	3.48
21	1.15	1.05	2.20
22	0.54	0.77	1.31
23	0.17	0.63	0.80
<b>Hourly Average</b>	<b>0.35</b>	<b>0.82</b>	<b>1.16</b>

### Observations:

- The number of activities per hour was lowest between 5:00 a.m. and 6:00 a.m.
- The number of activities per hour was highest between 8:00 p.m. and 9:00 p.m.

## DEPLOYMENT

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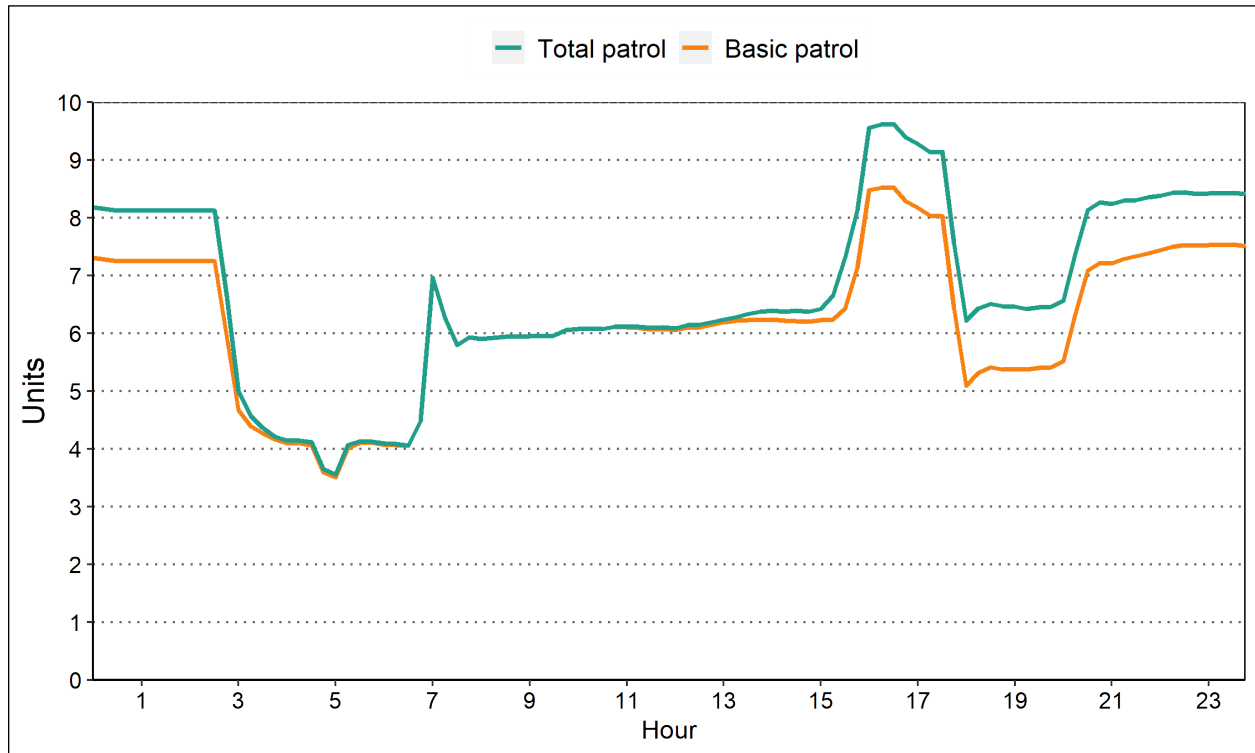
For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2021) and eight weeks in summer (July 7 through August 31, 2021). The department's main patrol force consists of patrol units, operating on 11-hour shifts starting at 7:00 a.m., 6:00 p.m., and 8:30 p.m. The police department's main patrol force deployed an average of 6.2 officers per hour during the 24-hour day in winter 2021 and an average of 6.3 officers per hour in summer 2021. When additional K-9 units were included, the department averaged 6.7 officers per hour during the 24-hour day in winter 2021 and 6.5 officers in summer 2021.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

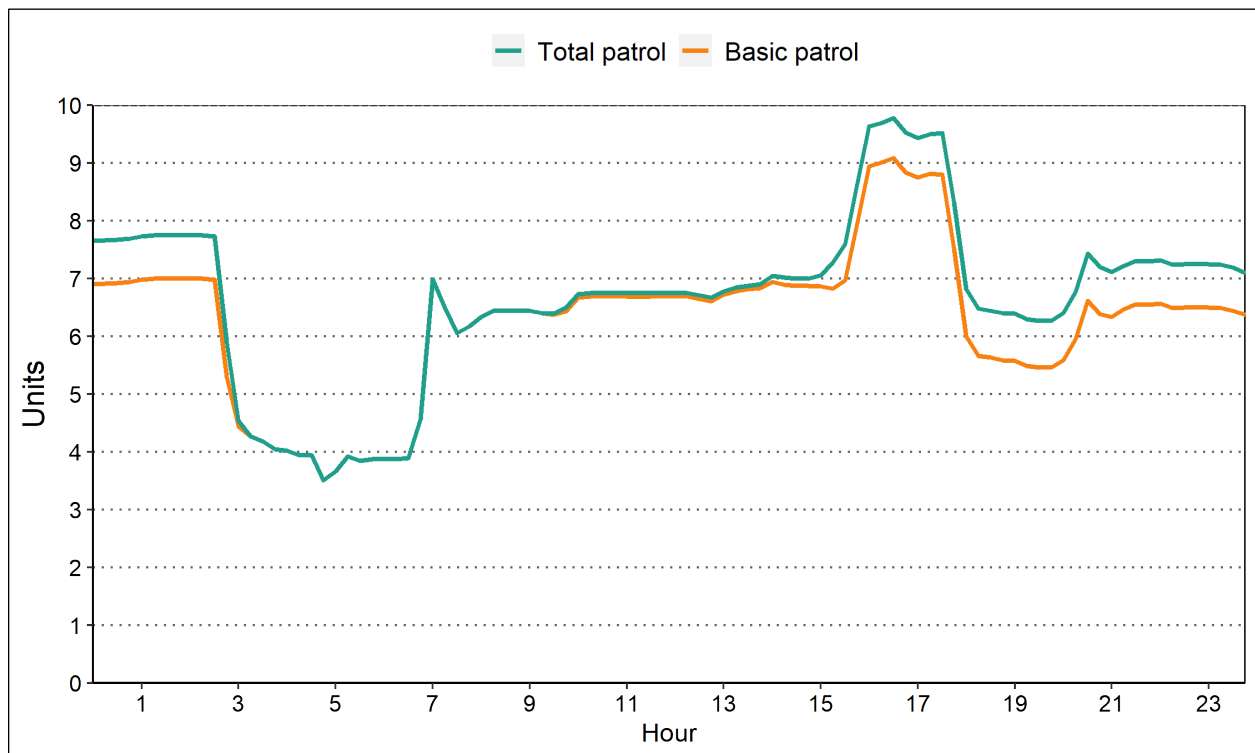
- First, we focus on patrol deployment alone.
- Next, we compare “all” workload, which includes community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service activities.
- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

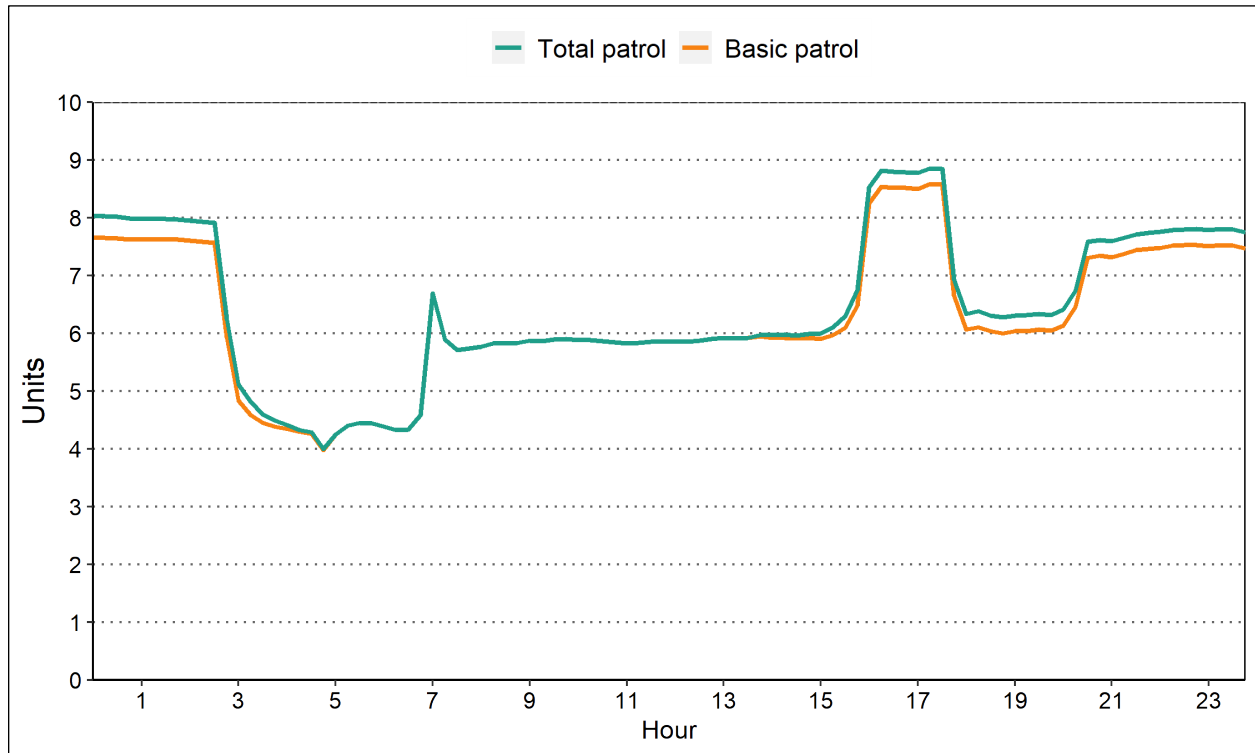
**FIGURE 8-15: Deployed Officers, Weekdays, Winter 2021**



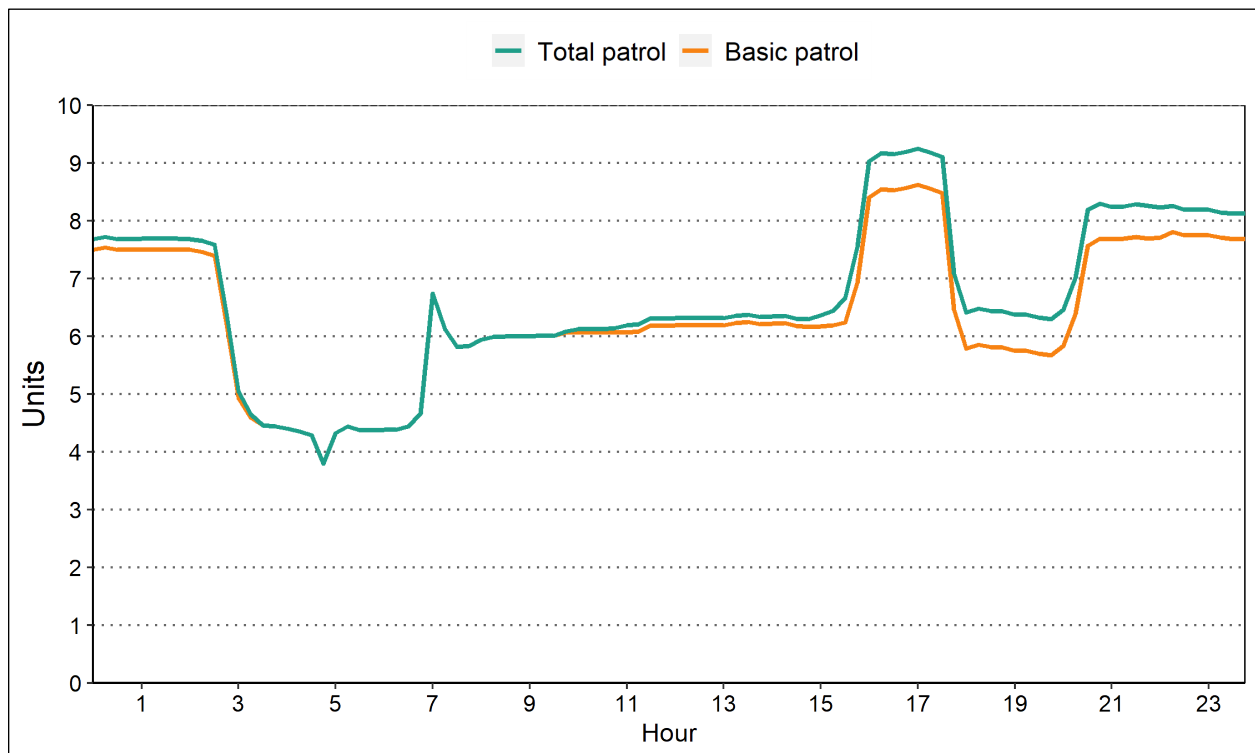
**FIGURE 8-16: Deployed Officers, Weekends, Winter 2021**



**FIGURE 8-17: Deployed Officers, Weekdays, Summer 2021**



**FIGURE 8-18: Deployed Officers, Weekends, Summer 2021**

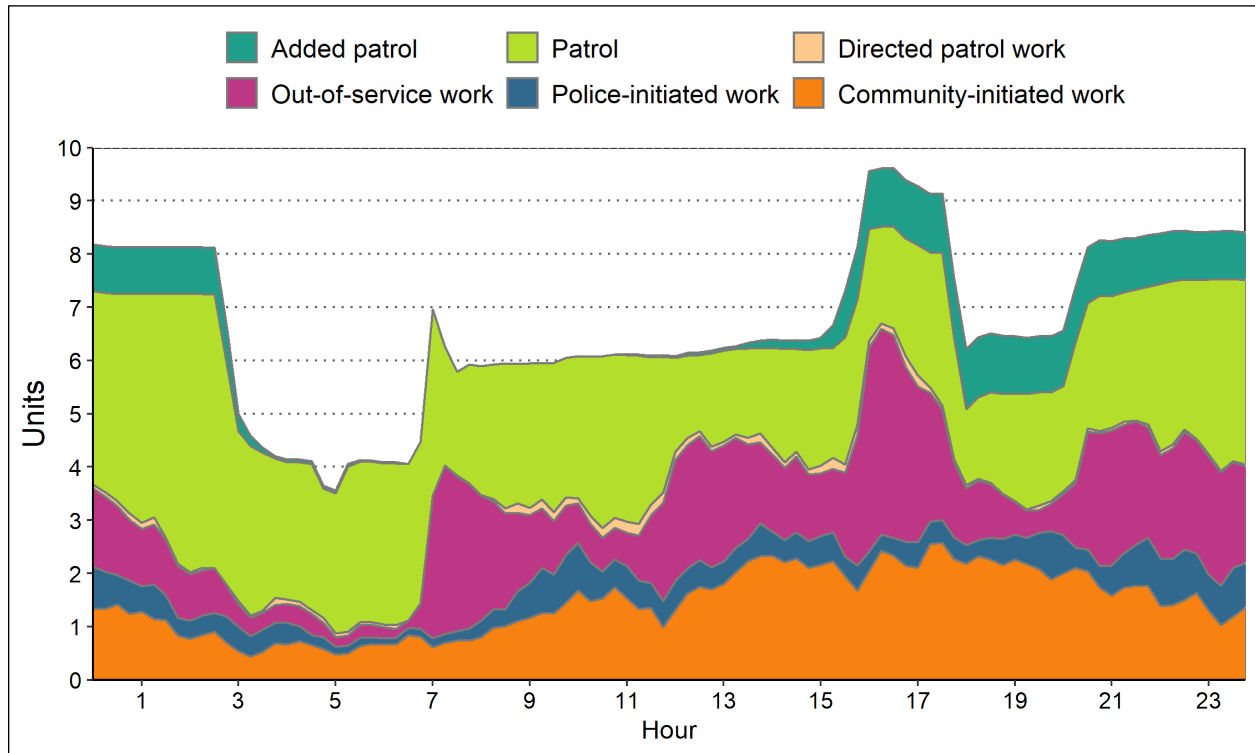


## Observations:

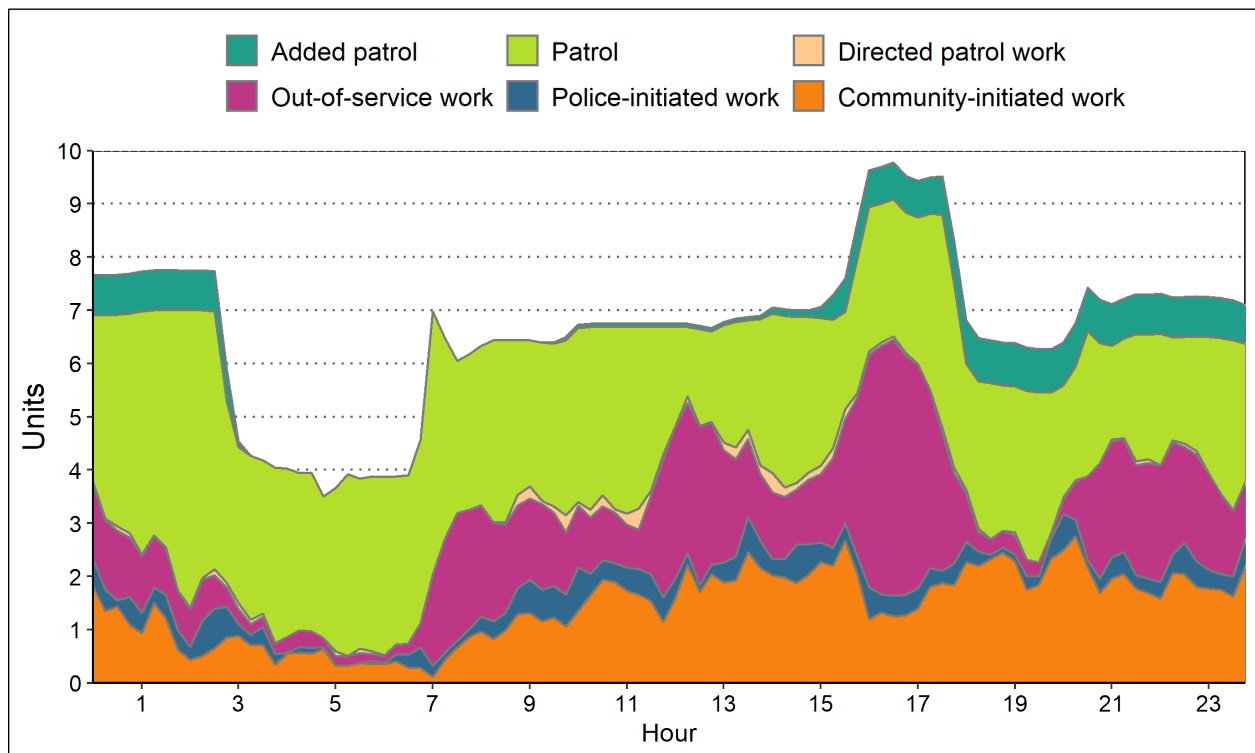
- For Winter (January 4 through February 28, 2021):
  - The average deployment was 6.7 units per hour during the week and 6.7 units per hour on the weekend.
  - Average deployment varied from 3.6 to 9.6 units per hour on weekdays and 3.5 to 9.8 units per hour on weekends.
- For Summer (July 7 through August 31, 2021):
  - The average deployment was 6.5 units per hour during the week and 6.6 units per hour on the weekend.
  - Average deployment varied from 4.0 to 8.9 units per hour on weekdays and 3.8 to 9.2 units per hour on weekends.



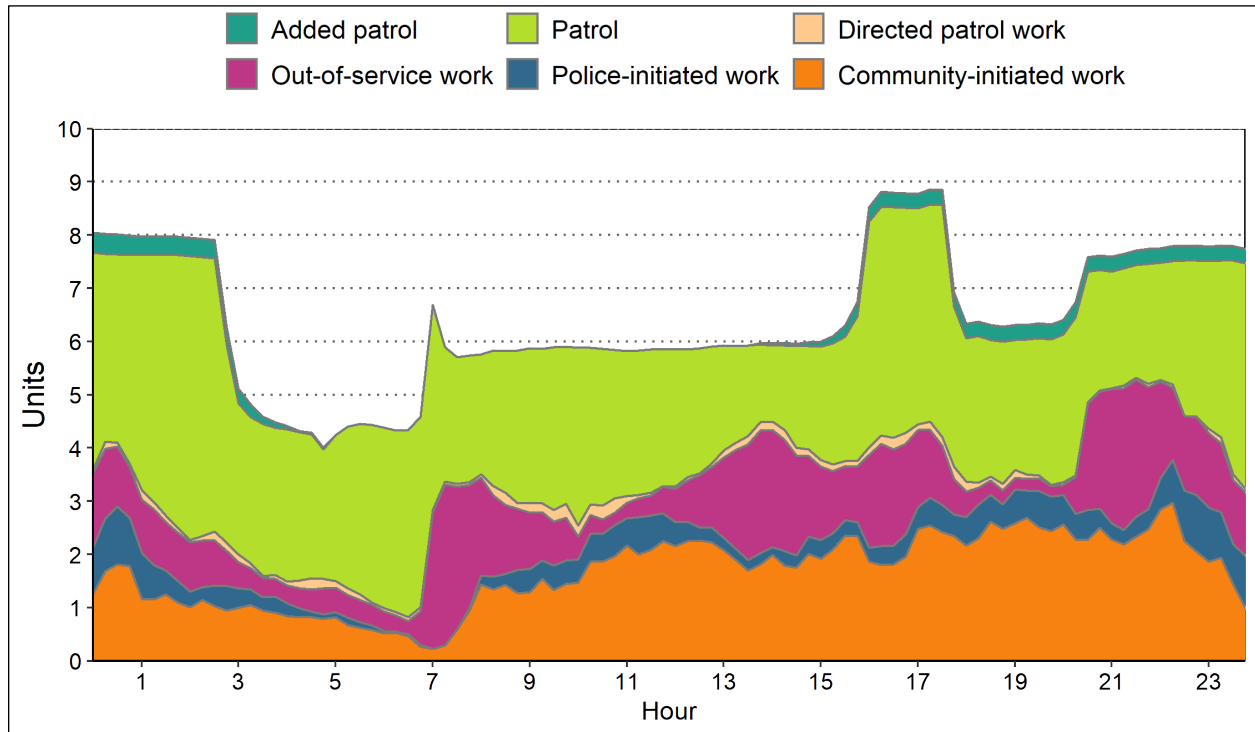
**FIGURE 8-19: Deployment and All Workload, Weekdays, Winter 2021**



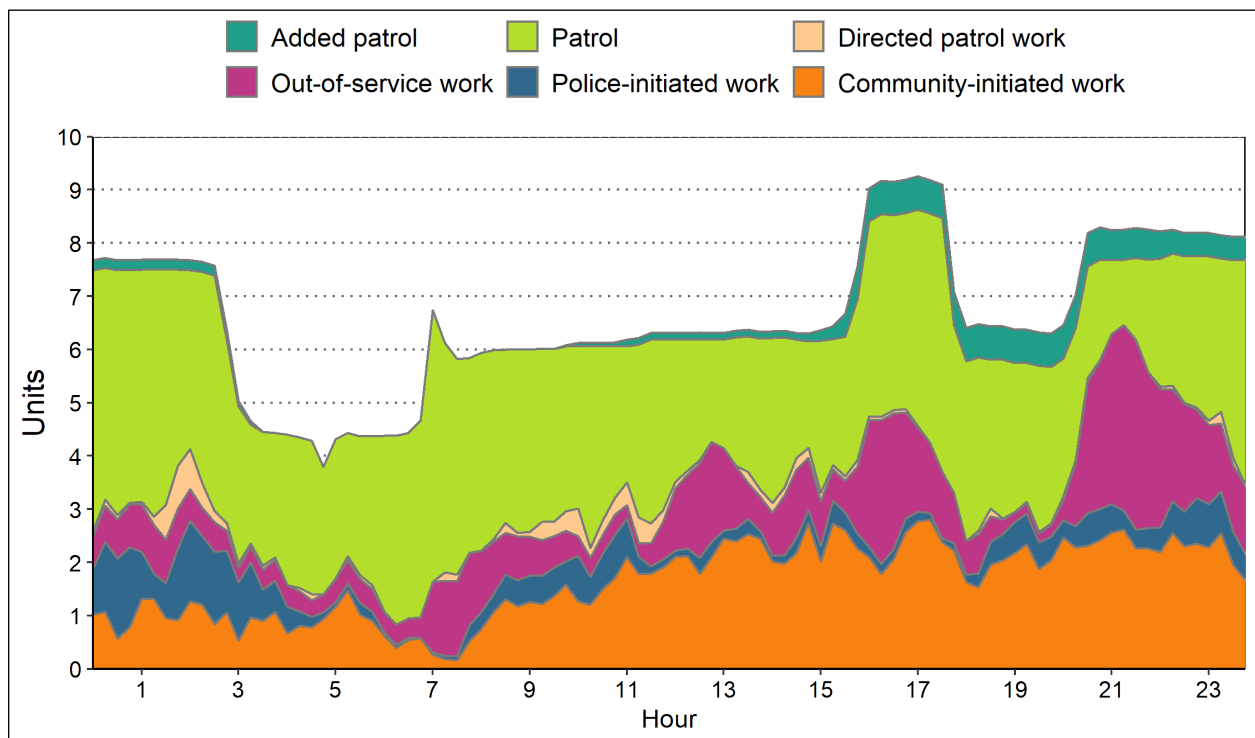
**FIGURE 8-20: Deployment and All Workload, Weekends, Winter 2021**



**FIGURE 8-21: Deployment and All Workload, Weekdays, Summer 2021**



**FIGURE 8-22: Deployment and All Workload, Weekends, Summer 2021**



**Note:** Figures 8-19 to 8-22 show deployment along with all workload from community-initiated calls and police-initiated calls, directed patrol work, and out-of-service work.

## Observations:

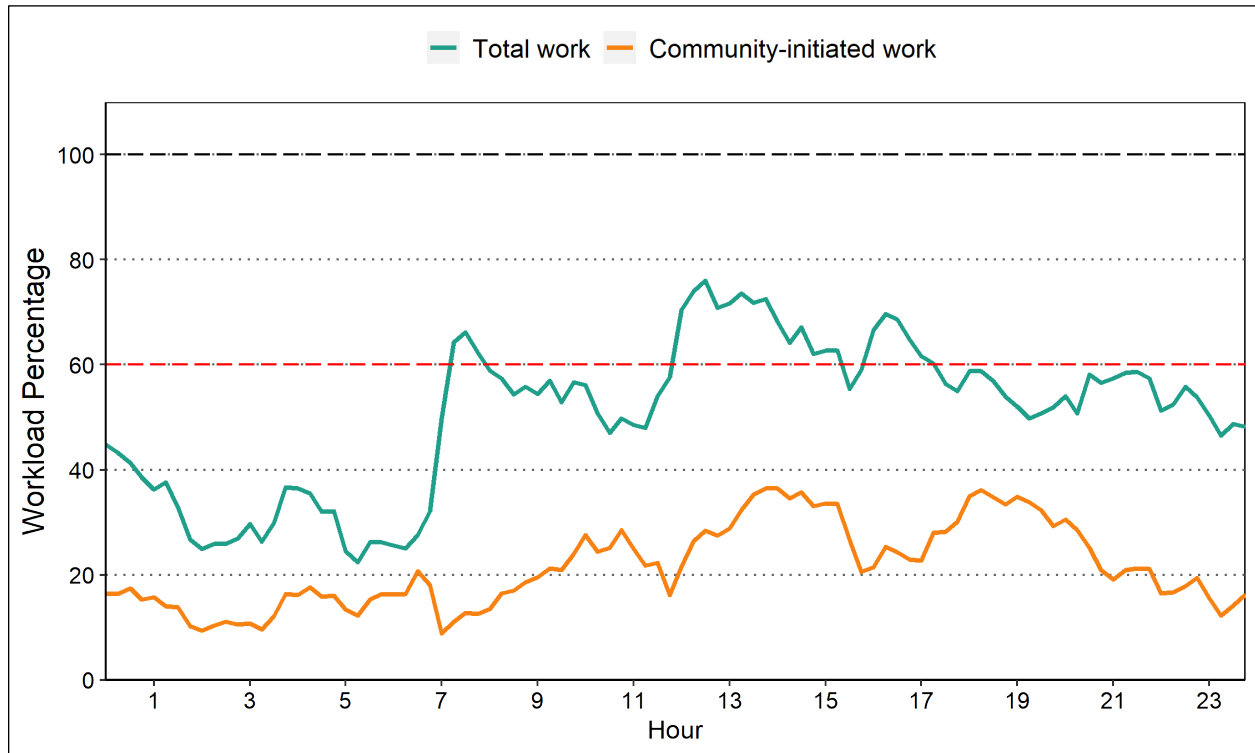
### Winter:

- Community-initiated work:
  - Average community-initiated workload was 1.5 units per hour during the week and 1.4 units per hour on weekends.
  - This was approximately 22 percent of hourly deployment during the week and 22 percent of hourly deployment on weekends.
- All work:
  - Average workload was 3.5 units per hour during the week and 3.3 units per hour on weekends.
  - This was approximately 52 percent of hourly deployment during the week and 49 percent of hourly deployment on weekends.

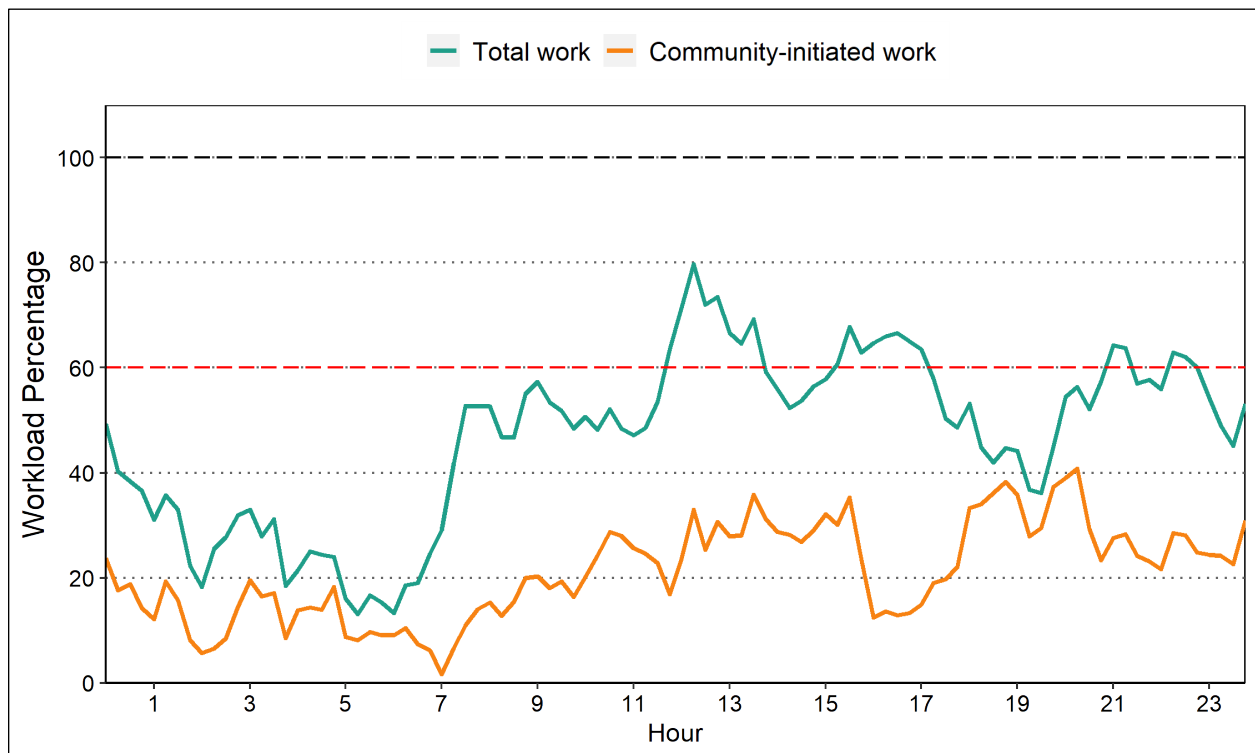
### Summer:

- Community-initiated work:
  - Average community-initiated workload was 1.7 units per hour during the week and 1.6 units per hour on weekends.
  - This was approximately 26 percent of hourly deployment during the week and 25 percent of hourly deployment on weekends.
- All work:
  - Average workload was 3.3 units per hour during the week and 3.3 units per hour on weekends.
  - This was approximately 51 percent of hourly deployment during the week and 49 percent of hourly deployment on weekends.

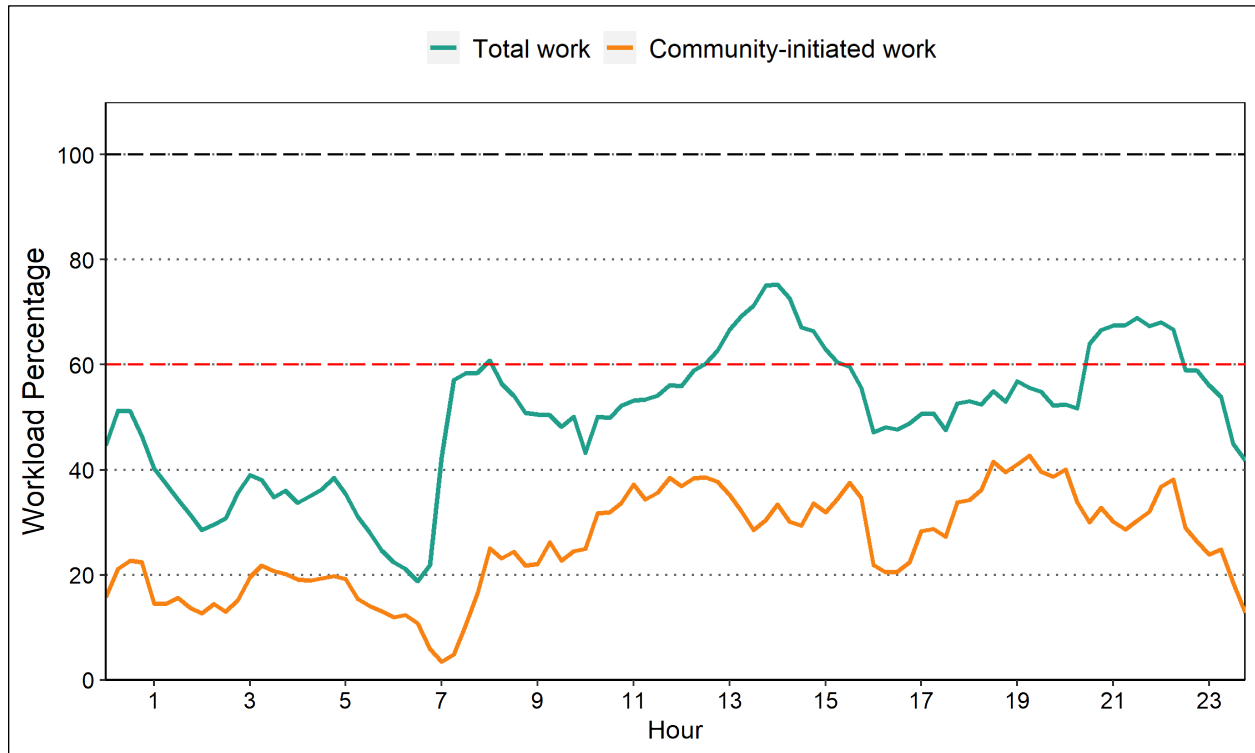
**FIGURE 8-23: Percentage of Workload, Weekdays, Winter 2021**



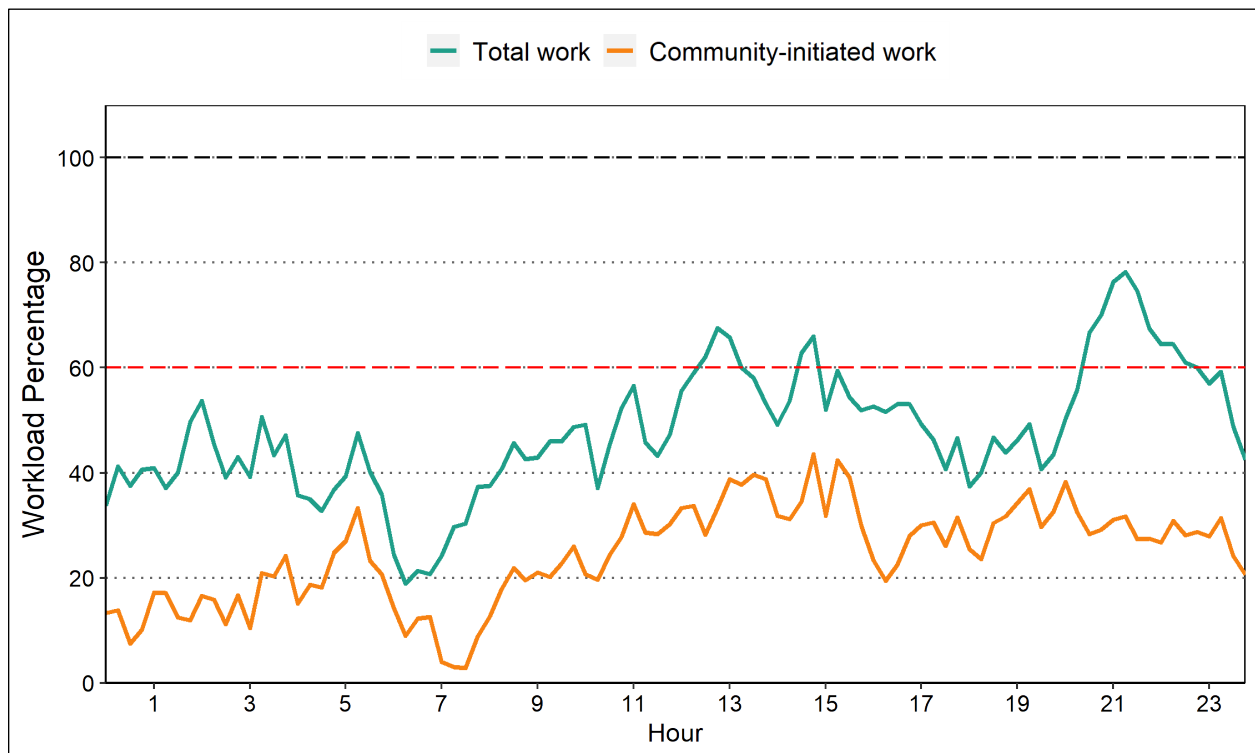
**FIGURE 8-24: Percentage of Workload, Weekends, Winter 2021**



**FIGURE 8-25: Percentage of Workload, Weekdays, Summer 2021**



**FIGURE 8-26: Percentage of Workload, Weekends, Summer 2021**



## Observations:

### Winter:

- Community-initiated work:
  - During the week, workload reached a maximum of 36 percent of deployment between 1:45 p.m. and 2:15 p.m., between 2:30 p.m. and 2:45 p.m., and between 6:15 p.m. and 6:30 p.m.
  - On weekends, workload reached a maximum of 41 percent of deployment between 8:15 p.m. and 8:30 p.m.
- All work:
  - During the week, workload reached a maximum of 76 percent of deployment between 12:30 p.m. and 12:45 p.m.
  - On weekends, workload reached a maximum of 80 percent of deployment between 12:15 p.m. and 12:30 p.m.

### Summer:

- Community-initiated work:
  - During the week, workload reached a maximum of 43 percent of deployment between 7:15 p.m. and 7:30 p.m.
  - On weekends, workload reached a maximum of 44 percent of deployment between 2:45 p.m. and 3:00 p.m.
- All work:
  - During the week, workload reached a maximum of 75 percent of deployment between 1:45 p.m. and 2:15 p.m.
  - On weekends, workload reached a maximum of 78 percent of deployment between 9:15 p.m. and 9:30 p.m.

## RESPONSE TIMES

---

We analyzed the response times to various types of calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

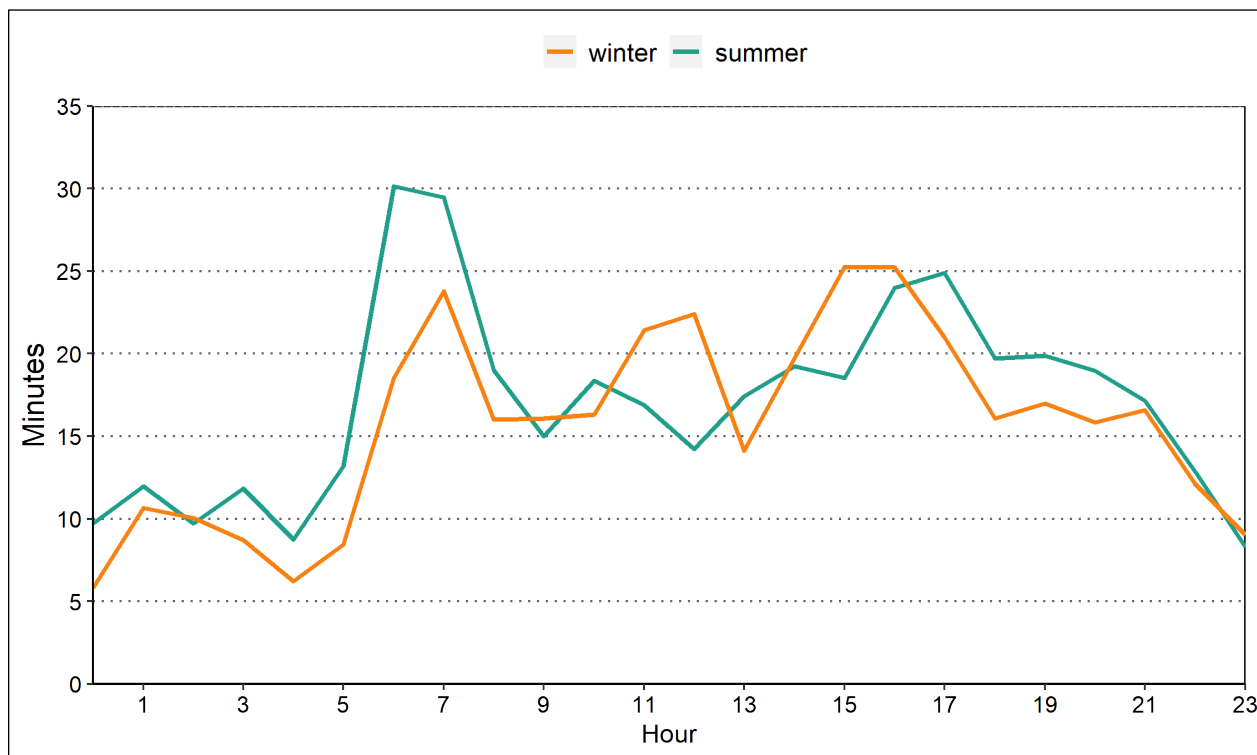
We begin the discussion with statistics that include all calls combined. We started with 4,059 calls for winter and 4,207 calls for summer. We limited our analysis to community-initiated calls, which amounted to 2,309 calls for winter and 2,638 calls for summer. In addition, we removed a few calls lacking a recorded arriving unit and calls located at headquarters. We were left with 2,005 calls in winter and 2,303 calls in summer for our analysis. For the entire year, we began with 26,422 calls, limited our analysis to 16,217 community-initiated calls. With similar exclusions, we were left with 14,087 calls.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

## All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter vs. summer), we show differences in response times by category.

**FIGURE 8-27: Average Response Time and Dispatch Processing, by Hour of Day, Winter and Summer, 2021**

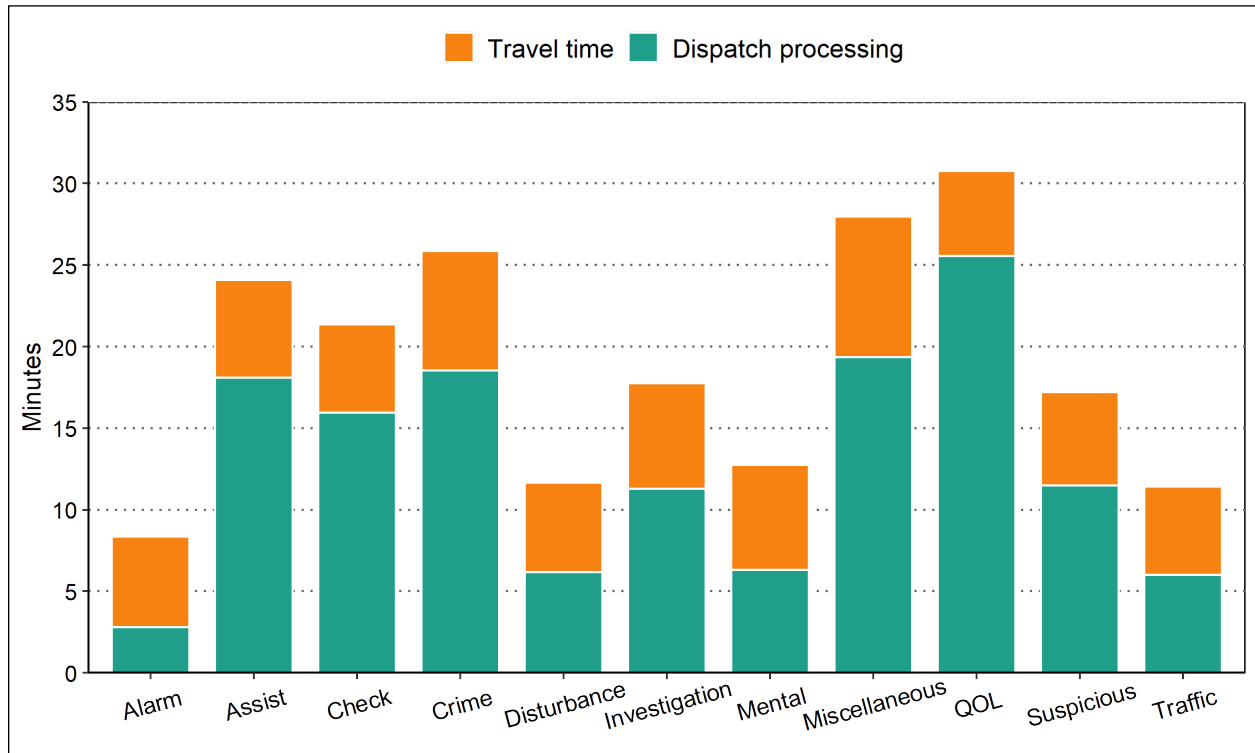


### Observations:

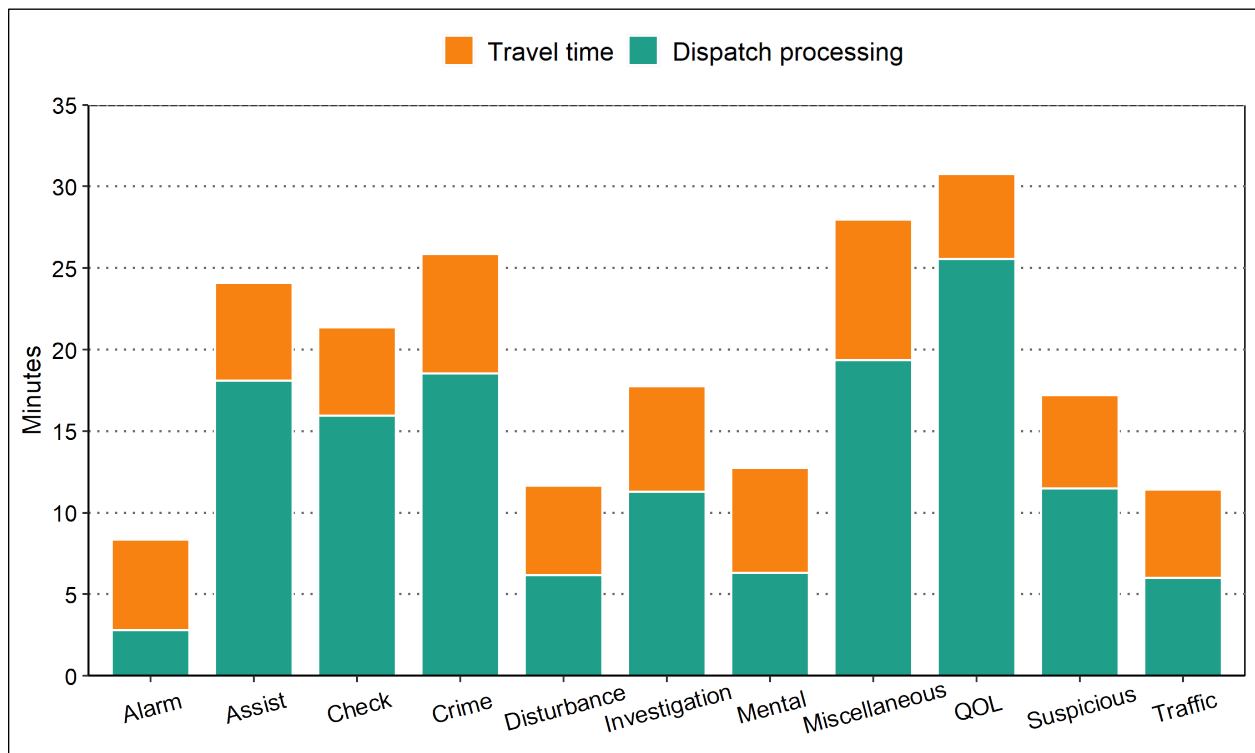
- Average response times varied significantly by the hour of the day.
- In winter, the longest response times were between 3:00 p.m. and 5:00 p.m., with an average of 25.3 minutes.
- In winter, the shortest response times were between midnight and 1:00 a.m., with an average of 5.8 minutes.
- In summer, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 30.2 minutes.
- In summer, the shortest response times were between 11:00 p.m. and midnight, with an average of 8.3 minutes.



**FIGURE 8-28: Average Response Time by Category, Winter 2021**



**FIGURE 8-29: Average Response Time by Category, Summer 2021**



**TABLE 8-16: Average Response Time Components, by Category**

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	8.1	6.2	14.3	54	10.9	5.3	16.1	80
Alarm	2.8	5.6	8.3	140	5.6	6.8	12.4	157
Assist community member	23.9	6.4	30.3	174	23.6	7.2	30.8	149
Assist other agency	3.2	5.0	8.2	68	2.7	4.4	7.1	90
Check	15.9	5.4	21.3	88	14.5	5.6	20.1	84
Crime-person	16.5	7.5	24.0	98	16.3	8.3	24.6	135
Crime-property	20.1	7.2	27.3	132	18.3	6.8	25.1	121
Disturbance	6.2	5.5	11.7	355	9.3	5.2	14.6	400
Investigation	11.3	6.5	17.7	194	10.0	6.4	16.4	264
Mental health	6.3	6.4	12.8	197	7.9	6.4	14.3	222
Miscellaneous	19.4	8.6	28.0	14	27.3	7.3	34.6	18
Quality of life	25.5	5.2	30.8	106	23.7	5.0	28.8	63
Suspicious incident	11.5	5.7	17.2	276	9.3	5.8	15.1	377
Traffic enforcement	4.9	5.1	10.0	109	11.3	4.9	16.2	143
<b>Total Average</b>	<b>11.6</b>	<b>6.0</b>	<b>17.6</b>	<b>2,005</b>	<b>11.5</b>	<b>6.0</b>	<b>17.5</b>	<b>2,303</b>

**Note:** The total average is weighted according to the number of calls per category.

## Observations:

- In winter, the average response time for most categories was between 8 minutes and 28 minutes.
- In winter, the average response time was as short as 8 minutes (for alarm) and as long as 31 minutes (for quality of life calls).
- In summer, the average response time for most categories was between 12 minutes and 29 minutes.
- In summer, the average response time was as short as 12 minutes (for alarm) and as long as 35 minutes (for miscellaneous calls).
- The average response time for crimes was 26 minutes in winter and 25 minutes in summer.

**TABLE 8-17: 90th Percentiles for Response Time Components, by Category**

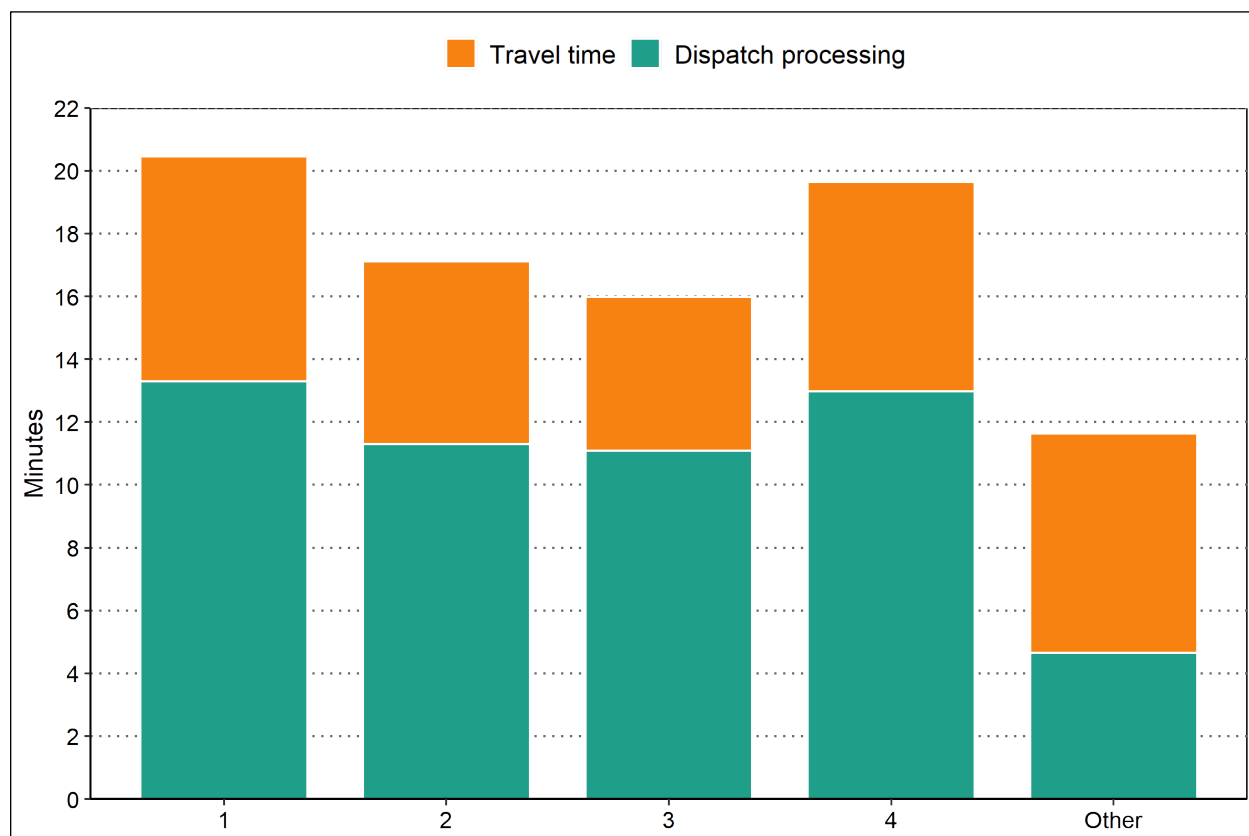
Category	Minutes, Winter			Minutes, Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	22.6	12.5	39.6	27.4	10.5	38.7
Alarm	8.4	10.4	15.2	13.0	13.3	24.0
Assist community member	63.8	18.3	71.0	77.4	22.5	82.4
Assist other agency	2.9	8.9	10.7	2.9	7.5	9.2
Check	44.4	10.6	44.6	41.2	11.3	45.9
Crime-person	49.2	19.5	63.0	45.6	17.8	65.1
Crime-property	71.2	16.5	76.7	52.8	17.1	67.1
Disturbance	14.4	9.8	23.2	26.9	10.1	31.4
Investigation	26.7	11.7	36.3	26.0	11.8	37.4
Mental health	16.4	12.0	27.3	20.3	11.7	29.9
Miscellaneous	57.5	21.7	69.9	112.1	12.7	122.6
Quality of life	64.4	9.3	69.1	72.1	9.2	77.4
Suspicious incident	31.1	10.0	35.3	28.8	10.5	38.2
Traffic enforcement	9.1	10.4	16.2	20.6	9.5	25.3
<b>Total Average</b>	<b>37.0</b>	<b>11.5</b>	<b>46.1</b>	<b>34.5</b>	<b>11.7</b>	<b>42.8</b>

**Note:** A 90th percentile value of 16.2 minutes means that 90 percent of all calls are responded to in fewer than 16.2 minutes. For this reason, the columns for dispatch processing and travel time may not be equal to the total response time.

### Observations:

- In winter, the 90th percentile value for response time was as short as 15 minutes (for alarms) and as long as 73 minutes (for crimes).
- In summer, the 90th percentile value for response time was as short as 24 minutes (for alarms) and as long as 123 minutes (for miscellaneous calls).

**FIGURE 8-30: Average Response Time Components, by Beat**



**Note:** The other category includes calls missing beats and a few calls in miscellaneous beats.

**TABLE 8-18: Average Response Time Components, by Beat**

Beat	Minutes			Calls	Area (Sq. miles)	Population (Est.)
	Dispatch	Travel	Response			
1	13.3	7.2	20.5	3,371	5.2	21,479
2	11.3	5.8	17.1	4,683	3.9	14,273
3	11.1	4.9	16.0	2,478	2.2	8,644
4	13.0	6.7	19.6	3,501	3.1	15,450
Miscellaneous*	2.5	6.1	8.6	26	NA	NA
Unknown	6.7	7.8	14.5	28	NA	NA
<b>Total Average</b>	<b>12.1</b>	<b>6.2</b>	<b>18.3</b>	<b>14,087</b>	<b>14.5</b>	<b>59,846</b>

**Note:** \*The miscellaneous category included a few calls in various beats, for example, "JC2," "Z5," and "PE."

### Observations:

- Beat 3 had the shortest average response time of 16.0 minutes.
- Beat 1 had the longest average response time of 20.5 minutes.

## High-Priority Calls

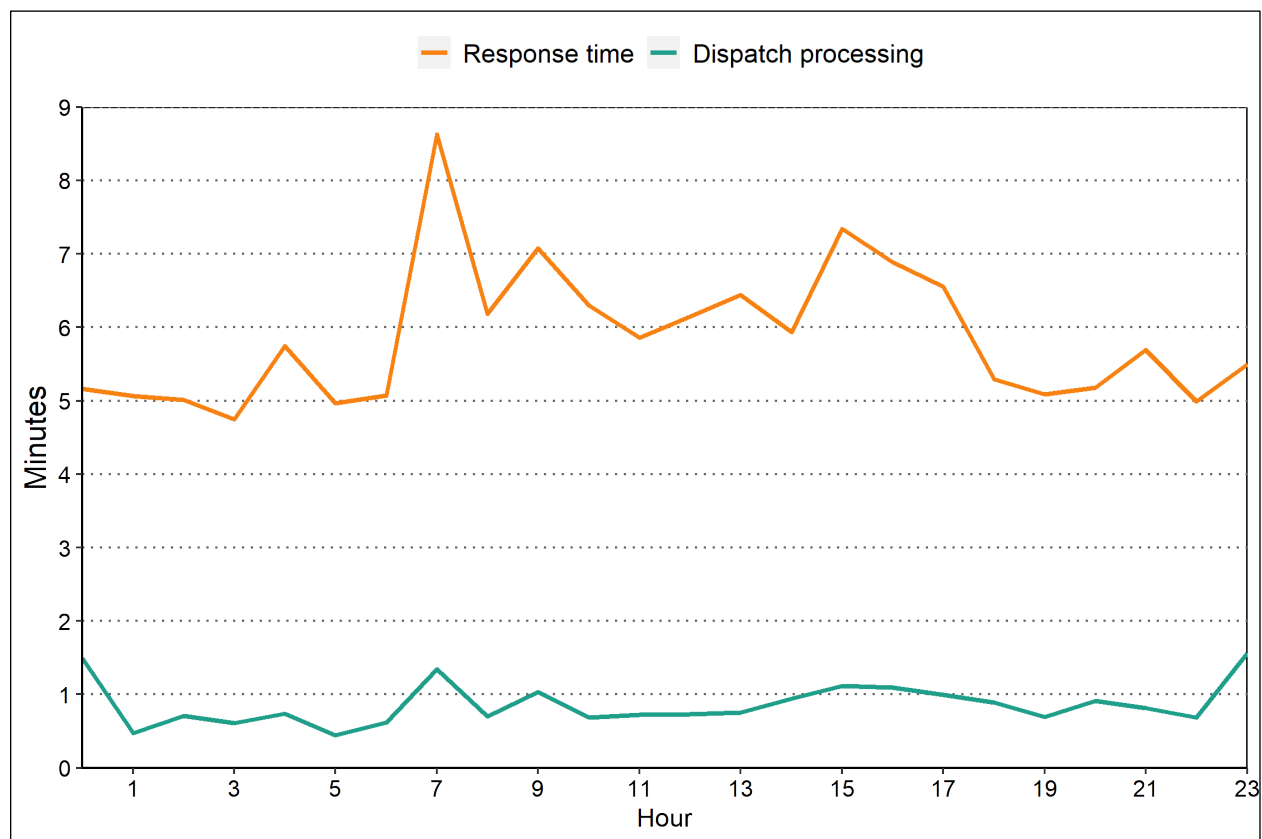
The department assigned priorities to calls with Priority 1 as the highest priority. The following table shows average response times by priority. Also, we identified injury accidents based upon their call descriptions—"TRAFF ACC AMBUL ENROUTE (COMBINED EVENT)," "TRAFF ACC MAJOR INJURY," and "TRAFF ACC MINOR INJURY"—to see if these provided an alternate measure for emergency calls. All these accidents were assigned a priority of 1.

**TABLE 8-19: Average and 90th Percentile Response Times in Minutes, by Priority**

Priority	Minutes			Calls	90th Percentile Response Time
	Dispatch Processing	Travel Time	Response Time		
1	0.9	5.0	5.9	1,387	10.5
2	5.8	6.0	11.7	7,637	22.9
3	23.8	6.7	30.6	3,749	81.3
4	30.0	7.1	37.1	988	105.1
5	29.6	4.5	34.1	41	103.7
6	9.7	4.1	13.9	49	30.1
7	20.7	8.7	29.4	236	87.9
<b>Total</b>	<b>12.1</b>	<b>6.2</b>	<b>18.3</b>	<b>14,087</b>	<b>46.3</b>
<b>Injury Accident</b>	0.6	3.6	4.2	136	7.9

**Note:** The total average is weighted according to the number of calls within each priority level.

**FIGURE 8-31: Average Response Times and Dispatch Processing for High-priority Calls, by Hour**



### Observations:

- High-priority calls had an average response time of 5.9 minutes, lower than the overall average of 18.3 minutes for all calls.
- Average dispatch processing was 0.9 minutes for high-priority calls, compared to 12.1 minutes overall.
- For high-priority calls, the longest response times were between 7:00 a.m. and 8:00 a.m., with an average of 8.6 minutes.
- For high-priority calls, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 4.8 minutes.

## K-9 UNITS

Between January 1, 2021, and December 31, 2021, the dispatch center recorded 2,386 events that involved K-9 units. After excluding zero time on scene events, directed patrol, and out-of-service activities, 1,998 calls were included in the analysis. During this period the dispatch center also recorded activities assigned to K-9 units that were not assigned a call number. 301 noncall activities were included in the analysis.

This section gives an overview of the number of calls, noncall activities, deployment, and workload for K-9 units. The first three tables contain data for the entire year. For the next two figures, the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2021, or winter, and the second period is from July 7 through August 31, 2021, or summer. Our detailed workload analysis focuses on the hours between 4:00 p.m. and 3:00 a.m.

**TABLE 8-20: K9 Units Events, Calls, and Workload by Category**

Category	Events	Calls	Work Hours
Accident	59	54	42.9
Alarm	232	202	43.2
Assist community member	79	66	28.6
Assist other agency	92	89	47.0
Check	57	42	10.3
Crime—person	86	77	50.0
Crime—property	91	86	47.0
Directed patrol	87	NA	NA
Disturbance	333	256	78.3
Investigation	263	217	134.5
Mental health	145	137	55.0
Miscellaneous	17	14	10.4
Out of service	25	NA	NA
Quality of life	29	26	5.2
Suspicious incident	408	373	110.4
Traffic enforcement	108	93	27.5
Traffic stop	275	266	78.5
<b>Total</b>	<b>2,386</b>	<b>1,998</b>	<b>768.9</b>

**Note:** Events include all recorded calls which involved a K-9 unit. We removed events with zero time on scene, directed patrol, and out-of-service activities when calculating the number of calls with each call category.

**TABLE 8-21: K-9 Units Activities and Occupied Times by Description**

Description	Occupied Time	Count
1019	73.9	16
1064	32.0	12
Briefing	85.0	77
Report writing	119.1	66
Training	87.9	20
Other	87.1	16
<b>Administrative - Weighted Average/Total Activities</b>	<b>92.4</b>	<b>207</b>
Personal - C7 – Break	92.7	94
<b>Weighted Average/Total Activities</b>	<b>92.5</b>	<b>301</b>

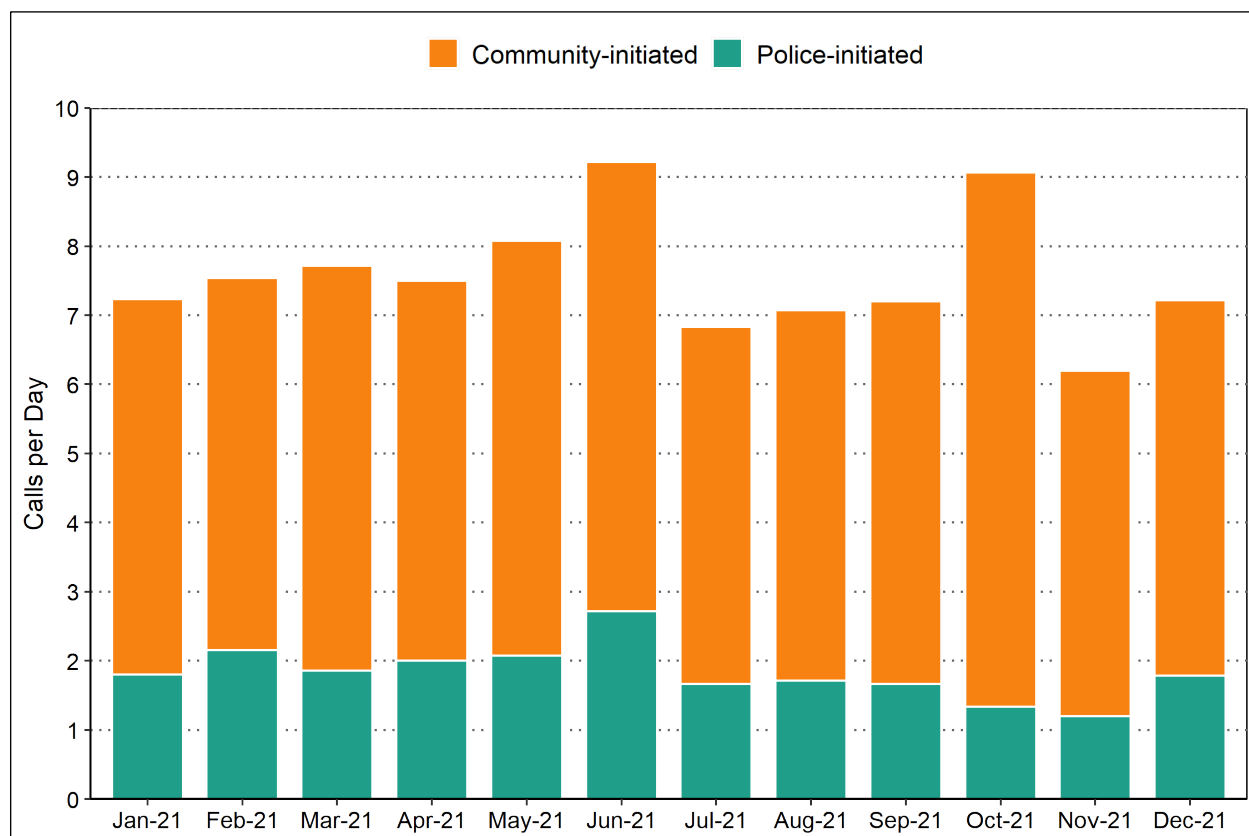
**Note:** Activities that lasted less than 30 seconds or over 8 hours were excluded.

### Observations:

- There were 288 zero on scene events that involved K-9 units.
- 4 percent of the events were directed patrol events and 1 percent of events were out-of-service events.
- 21 percent of the calls and 19 percent of the workload were traffic-related.
- 19 percent of the calls and 14 percent of the workload were suspicious incidents.
- 13 percent of the calls and 10 percent of the workload were disturbances.
- 11 percent of the calls and 17 percent of the workload were investigations.
- 10 percent of the calls and 6 percent of the workload were alarms.
- Noncall activities had an average duration of 92.5 minutes.



**FIGURE 8-32: K-9 Units Calls per Day, by Month**



**Note:** The number of calls per day was calculated based on the number of days in the month that K9 officers handled at least one call.

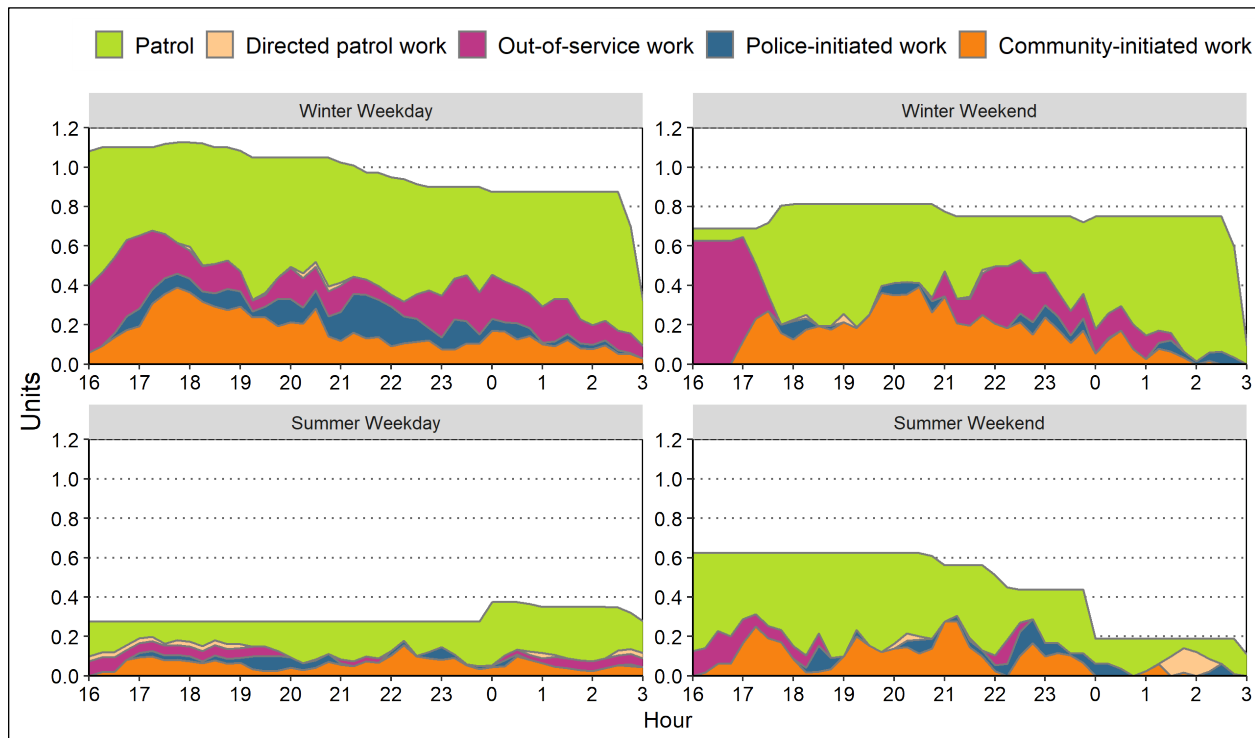
**TABLE 8-22: K-9 Units Calls per Day, by Month**

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	5.4	5.4	5.9	5.5	6.0	6.5	5.2	5.4	5.5	7.7	5.0	5.4
Police	1.8	2.2	1.9	2.0	2.1	2.7	1.7	1.7	1.7	1.3	1.2	1.8
<b>Total</b>	<b>7.2</b>	<b>7.5</b>	<b>7.7</b>	<b>7.5</b>	<b>8.1</b>	<b>9.2</b>	<b>6.8</b>	<b>7.1</b>	<b>7.2</b>	<b>9.1</b>	<b>6.2</b>	<b>7.2</b>
Workdays	30	26	28	28	26	28	18	14	15	15	20	14

### Observations:

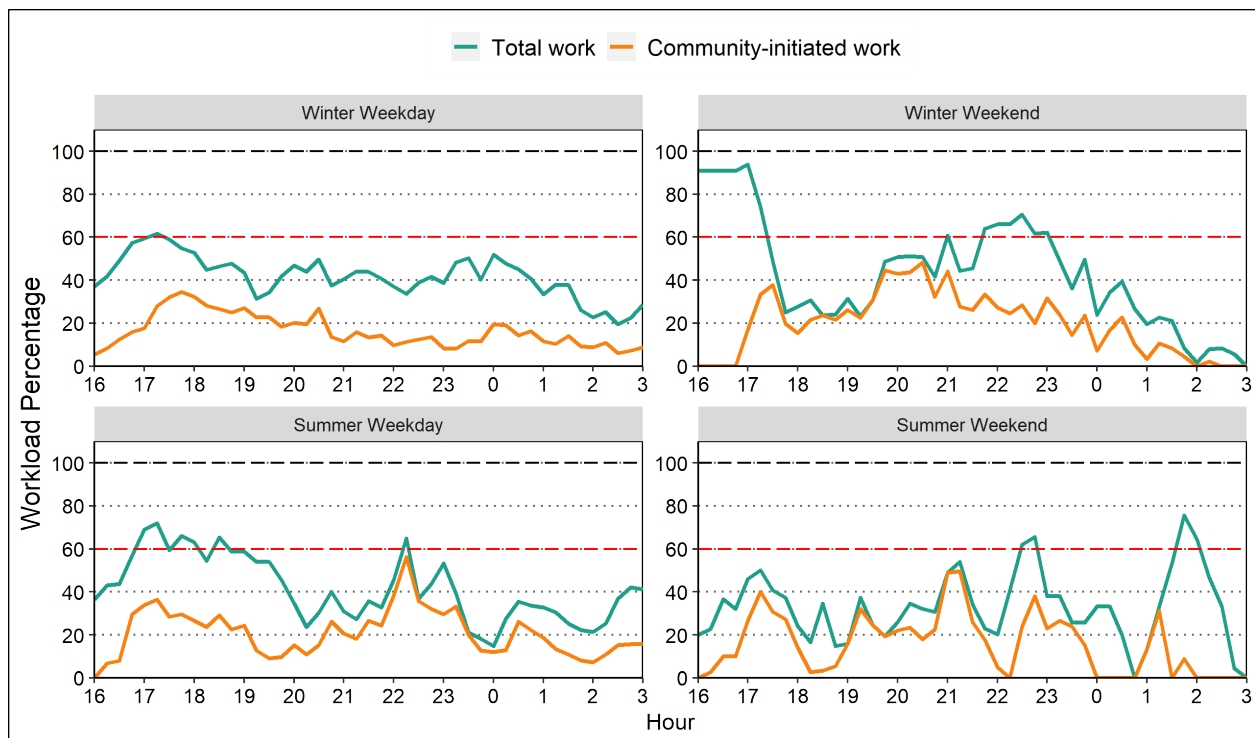
- K-9 units responded to calls for service on 262 distinct days of the year in 2021.
- November had the least number of calls per day.
- June had the largest number of calls per day.

**FIGURE 8-33: Deployment and All Workload, K-9 Units**



**Note:** We limit this and the following graph on weekdays from 4 p.m. to 3 a.m. as K9 officers were mostly deployed during these periods.

**FIGURE 8-34: Workload Percentage by Hour, K-9 Units**



## Observations:

### Winter:

#### ■ Deployment:

- The average deployment was 0.9 officers per hour from 4:00 p.m. to 3:00 a.m. in winter.
- The average deployment was 1.0 officers per hour during the week and 0.7 officers per hour on the weekend.
- Average deployment varied from 0.3 to 1.1 officers per hour on weekdays and 0.1 to 0.8 officers per hour on weekends.

#### ■ Community-initiated work:

- Average community-initiated workload was 0.2 officers per hour during the week and on weekends.
- This was approximately 17 percent of hourly deployment during the week and 21 percent of hourly deployment on weekends.
- During the week, workload reached a maximum of 35 percent of deployment between 4:45 p.m. and 5:00 p.m.
- On weekends, workload reached a maximum of 48 percent of deployment between 8:30 p.m. and 9:00 p.m.

#### ■ All work:

- Average total workload was 0.4 officers per hour during the week and 0.3 officers per hour on weekends.
- This was approximately 42 percent of hourly deployment during the week and 43 percent of hourly deployment on weekends.
- During the week, workload reached a maximum of 62 percent of deployment between 5:15 p.m. and 5:30 p.m.
- On weekends, workload reached a maximum of 94 percent of deployment between 5:00 p.m. and 5:15 p.m.

### Summer:

#### ■ Deployment:

- The average deployment was 0.4 officers per hour from 4:00 p.m. to 3:00 a.m. in summer.
- The average deployment was 0.3 officers per hour during the week and 0.5 officers per hour on the weekend.
- Average deployment varied from 0.3 to 0.4 officers per hour on weekdays and 0.1 to 0.6 officers per hour on weekends.

#### ■ Community-initiated work:

- Average community-initiated workload was 0.1 officers per hour during the week and on weekends.

- This was approximately 20 percent of hourly deployment during the week and 18 percent of hourly deployment on weekends.
- During the week, workload reached a maximum of 56 percent of deployment between 10:15 p.m. and 10:30 p.m.
- On weekends, workload reached a maximum of 50 percent of deployment between 9:15 p.m. and 9:30 p.m.
- All work:
  - Average total workload was 0.1 officers per hour during the week and on weekends.
  - This was approximately 37 percent of hourly deployment during the week and 30 percent of hourly deployment on weekends.
  - During the week, workload reached a maximum of 72 percent of deployment between 5:15 p.m. and 5:30 p.m.
  - On weekends, workload reached a maximum of 76 percent of deployment between 1:45 a.m. and 2:00 a.m.

## COMMUNITY SERVICE OFFICER UNITS

Between January 1, 2021, and December 31, 2021, the dispatch center recorded 1,885 events that involved CSO units. After excluding zero time on scene events, directed patrol, and out-of-service activities, 1,634 calls were included in the analysis. During this period, the dispatch center also recorded activities assigned to CSO units that were not assigned a call number. 1,094 non-call activities were included in the analysis.

This section gives an overview of the number of calls, noncall activities, deployment, and workload for CSO units. The first three tables contain data for the entire year. For the next two figures, the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2021, or winter, and the second period is from July 7 through August 31, 2021, or summer.

**TABLE 8-23: CSO Units Events, Calls, and Workload by Category**

Category	Events	Calls	Work Hours
Accident	197	196	142.7
Alarm	1	1	0.7
Assist community member	121	110	47.2
Assist other agency	20	18	11.4
Check	17	17	10.3
Crime-person	9	8	7.8
Crime-property	471	448	402.6
Directed patrol	135	NA	NA
Disturbance	3	2	0.3
Investigation	367	347	242.6
Mental health	10	10	3.0
Miscellaneous	29	23	6.1
Out of service	18	NA	NA
Quality of life	80	79	18.4
Suspicious incident	37	35	24.9
Traffic enforcement	367	338	75.4
Traffic stop	3	2	0.1
<b>Total</b>	<b>1,885</b>	<b>1,634</b>	<b>993.5</b>

**Note:** Events include all recorded calls which involved a CSO unit. We removed events with zero time on scene, directed patrol, and out-of-service activities when calculating the number of calls with each call category.

**TABLE 8-24: CSO Units Non-Call Activities and Occupied Times by Description**

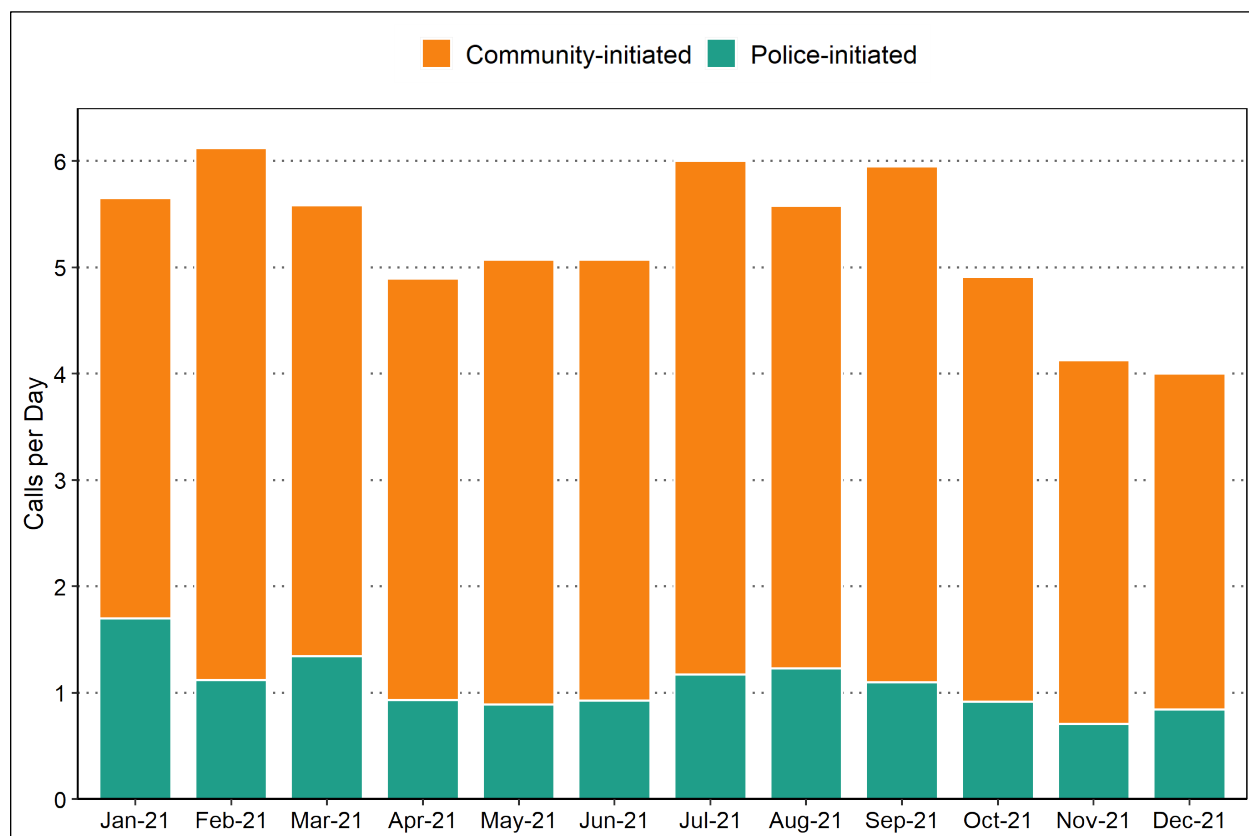
Description	Occupied Time	Count
1049	47.6	78
1064	34.9	19
Briefing	90.2	19
Meeting	91.9	15
Training	89.8	557
Other	57.5	15
<b>Administrative - Weighted Average/Total Activities</b>	<b>83.0</b>	<b>703</b>
Personal - C7 - Break	68.6	391
<b>Weighted Average/Total Activities</b>	<b>77.8</b>	<b>1,094</b>

**Note:** Activities that lasted less than 30 seconds or over 8 hours were excluded.

### Observations:

- There were 101 zero on scene events that involved CSO units.
- 7 percent of the events were directed patrol events and 1 percent of the events were out-of-service events.
- 33 percent of the calls and 22 percent of the workload were traffic-related.
- 28 percent of the calls and 41 percent of the workload were crimes.
- 21 percent of the calls and 24 percent of the workload were investigations.
- Noncall activities had an average duration of 77.8 minutes.

**FIGURE 8-35: CSO Units Calls per Day, by Month**



**Note:** The number of calls per day was calculated based on the number of days in the month that CSO officers handled at least one call.

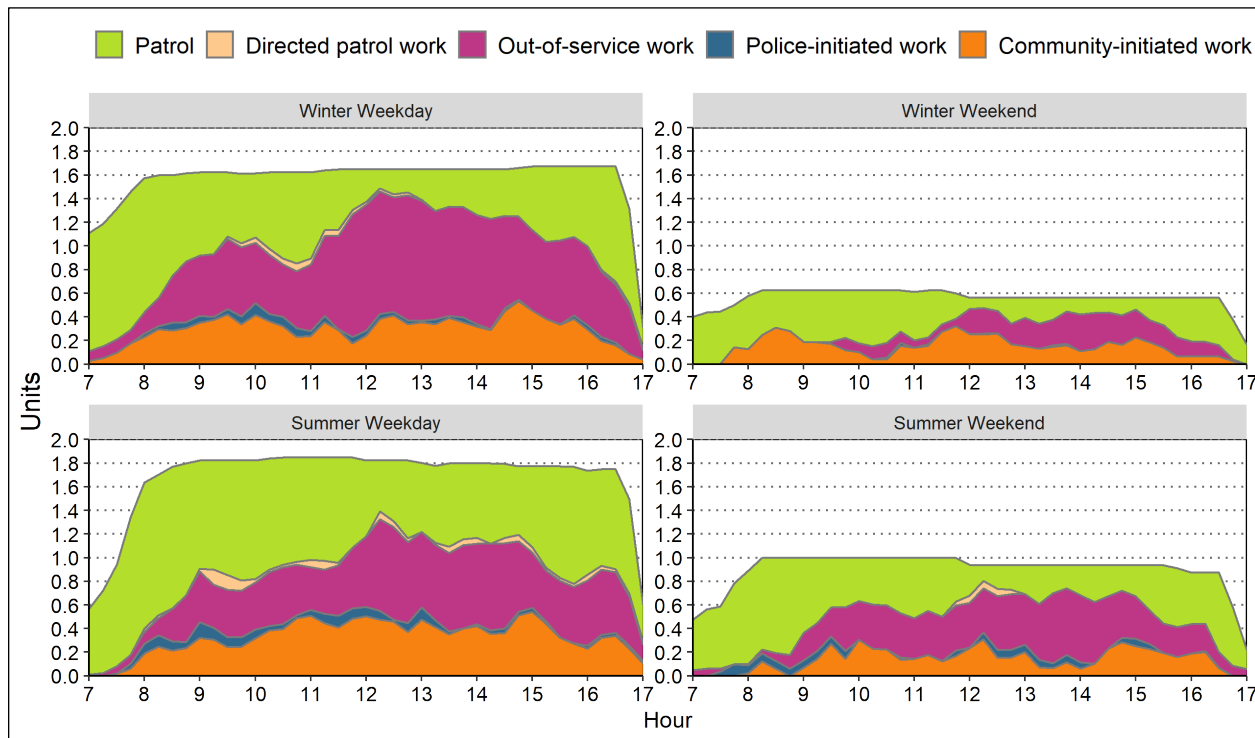
**TABLE 8-25: CSO Units Calls per Day, by Month**

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	4.0	5.0	4.2	4.0	4.2	4.1	4.8	4.4	4.8	4.0	3.4	3.2
Police	1.7	1.1	1.3	0.9	0.9	0.9	1.2	1.2	1.1	0.9	0.7	0.8
<b>Total</b>	<b>5.7</b>	<b>6.1</b>	<b>5.6</b>	<b>4.9</b>	<b>5.1</b>	<b>5.1</b>	<b>6.0</b>	<b>5.6</b>	<b>5.9</b>	<b>4.9</b>	<b>4.1</b>	<b>4.0</b>
Workdays	23	25	29	28	27	27	29	31	20	23	24	25

### Observations:

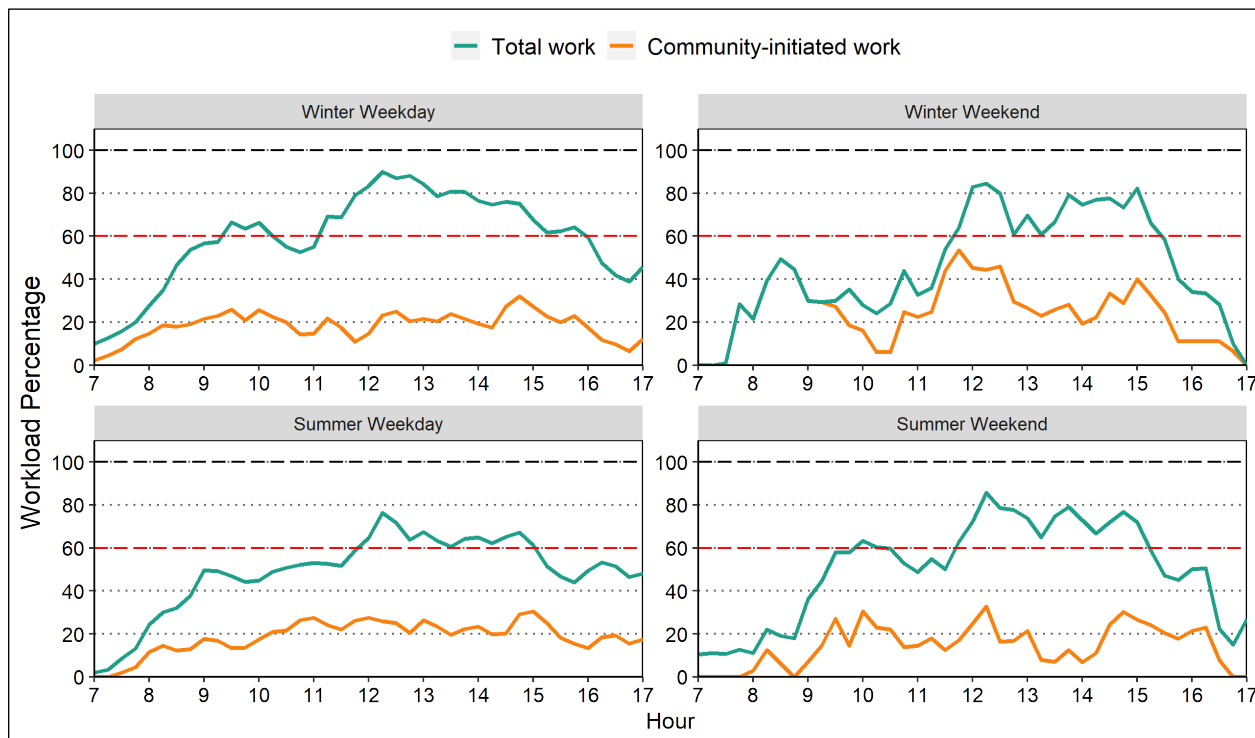
- CSO units responded to calls on 311 distinct days in 2021.
- December had the least number of calls per day.
- February had the largest number of calls per day.

**FIGURE 8-36: Deployment and All Workload, CSO Units**



**Note:** We limit this and the following graph on weekdays from 7 a.m. to 5 p.m. as CSO officers were mostly deployed during these periods.

**FIGURE 8-37: Workload Percentage by Hour, CSO Units**





## Observations:

### Winter:

#### ■ Deployment:

- The average deployment was 1.1 officers per hour from 7:00 a.m. to 5:00 p.m. in winter.
- The average deployment was 1.6 officers per hour during the week and 0.6 officers per hour on the weekend.
- Average deployment varied from 0.3 to 1.7 officers per hour on weekdays and 0.2 to 0.6 officers per hour on weekends.

#### ■ Community-initiated work:

- Average community-initiated workload was 0.3 officers per hour during the week and 0.1 officers per hour on weekends.
- This was approximately 19 percent of hourly deployment during the week and 26 percent of hourly deployment on weekends.
- During the week, workload reached a maximum of 32 percent of deployment between 2:45 p.m. and 3:00 p.m.
- On weekends, workload reached a maximum of 53 percent of deployment between 11:45 a.m. and noon.

#### ■ All work:

- Average total workload was 0.9 officers per hour during the week and 0.3 officers per hour on weekends.
- This was approximately 60 percent of hourly deployment during the week and 47 percent of hourly deployment on weekends.
- During the week, workload reached a maximum of 90 percent of deployment between 12:15 p.m. and 12:30 p.m.
- On weekends, workload reached a maximum of 84 percent of deployment between 12:15 p.m. and 12:30 p.m.

### Summer:

#### ■ Deployment:

- The average deployment was 1.3 officers per hour from 7:00 a.m. to 5:00 p.m. in summer.
- The average deployment was 1.7 officers per hour during the week and 0.9 officers per hour on the weekend.
- Average deployment varied from 0.6 to 1.9 officers per hour on weekdays and 0.2 to 1.0 officers per hour on weekends.

#### ■ Community-initiated work:

- Average community-initiated workload was 0.3 officers per hour during the week and 0.1 officers per hour on weekends.

- This was approximately 20 percent of hourly deployment during the week and 15 percent of hourly deployment on weekends.
- During the week, workload reached a maximum of 31 percent of deployment between 3:00 p.m. and 3:15 p.m.
- On weekends, workload reached a maximum of 33 percent of deployment between 12:15 p.m. and 12:30 p.m.
- All work:
  - Average total workload was 0.8 officers per hour during the week and 0.5 officers per hour on weekends.
  - This was approximately 49 percent of hourly deployment during the week and 51 percent of hourly deployment on weekends.
  - During the week, workload reached a maximum of 76 percent of deployment between 12:15 p.m. and 12:30 p.m.
  - On weekends, workload reached a maximum of 86 percent of deployment between 12:15 p.m. and 12:30 p.m.

## SAFE UNITS

Between July 9, 2021, and December 31, 2021, the dispatch center recorded 1,785 events that involved SAFE units. After excluding zero time on scene events, 1,665 calls were included in the analysis. During this period, the dispatch center also recorded activities assigned to SAFE units that were not assigned a call number. 121 noncall activities were included in the analysis.

This section gives an overview of the number of calls, noncall activities, and workload for SAFE units.

**TABLE 8-26: SAFE Units Events, Calls, and Workload by Description**

Description	Events	Calls	Work Hours
Check the welfare	26	25	19.0
Disturbance family	10	6	4.9
Disturbance unwanted guest	10	10	4.7
Foot patrol	11	11	5.6
Loitering	14	12	6.4
SAFE combined event	14	14	15.0
Specialized asst for everyone (SAFE)	1,594	1,496	1,121.3
Suspicious person	12	7	2.1
Miscellaneous	94	84	52.8
<b>Total</b>	<b>1,785</b>	<b>1,665</b>	<b>1,231.8</b>

**Note:** Events include all recorded calls which involved a SAFE unit. We removed events with zero time on scene when calculating the number of calls with each call category.

**TABLE 8-27: SAFE Units Noncall Activities and Occupied Times by Description**

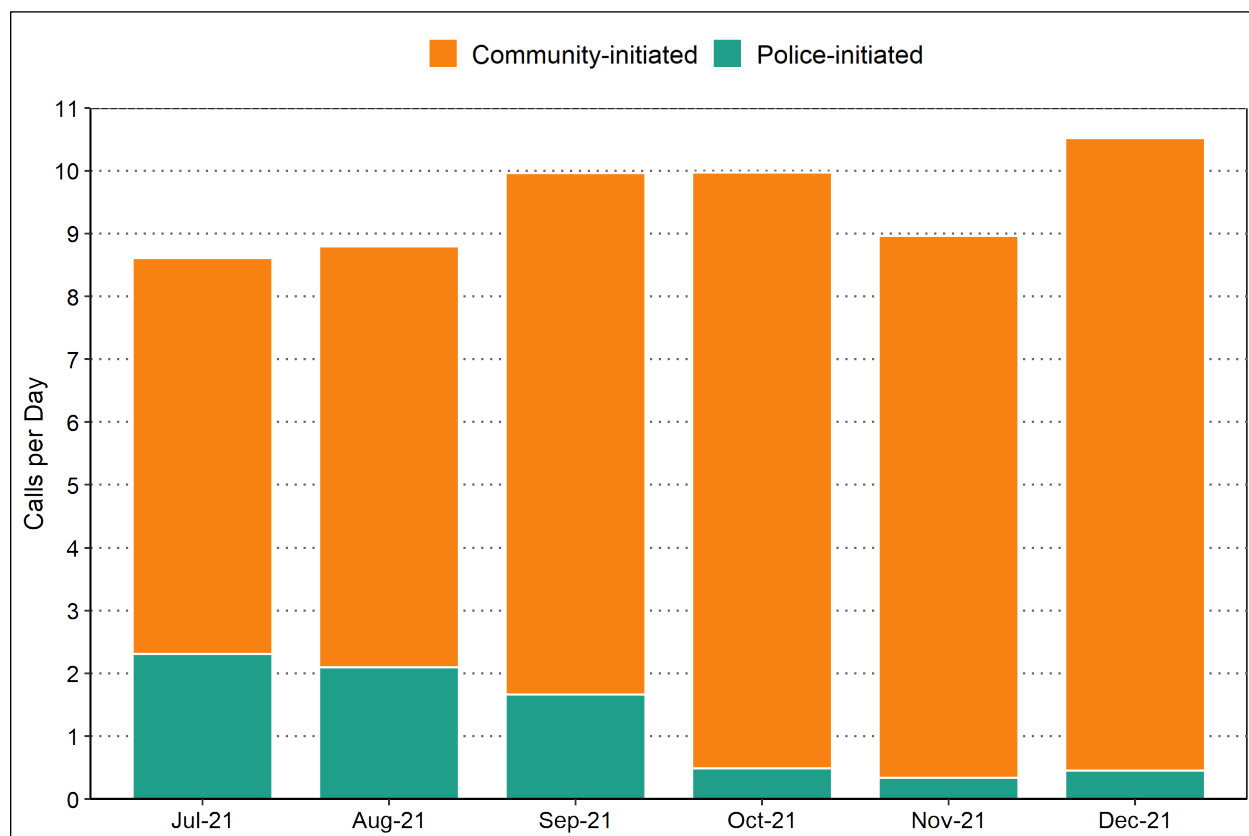
Description	Occupied Time	Count
1049	30.9	22
Meet	88.2	14
Other	63.1	12
<b>Administrative - Weighted Average/Total Activities</b>	<b>55.6</b>	<b>48</b>
Personal - C7 - Break	46.4	73
<b>Weighted Average/Total Activities</b>	<b>50.0</b>	<b>121</b>

**Note:** Activities that lasted less than 30 seconds or over 8 hours were excluded.

### Observations:

- There were 120 zero on scene events that involved SAFE units.
- 90 percent of the calls and 91 percent of the workload were generic specialized assistance for everyone (SAFE) calls.
- Noncall activities had an average duration of 50.0 minutes.

**FIGURE 8-38: SAFE Units Calls per Day, by Month**



**Note:** The number of calls per day was calculated based on the number of days in the month that SAFE officers handled at least one call.

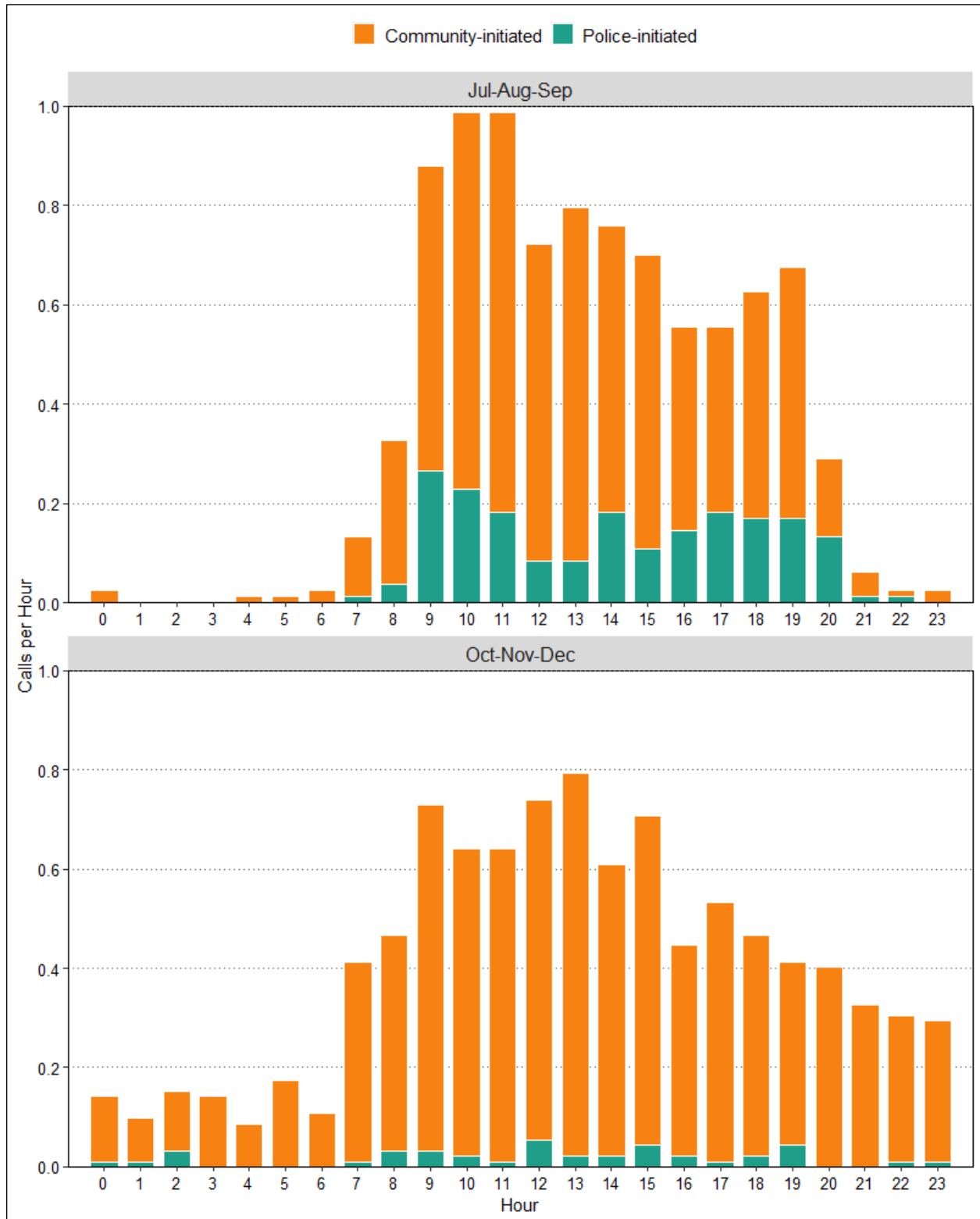
**TABLE 8-28: SAFE Units Calls per Day, by Month**

Initiator	Jul	Aug	Sep	Oct	Nov	Dec
Community	6.3	6.7	8.3	9.5	8.6	10.1
Police	2.3	2.1	1.7	0.5	0.3	0.5
<b>Total</b>	<b>8.6</b>	<b>8.8</b>	<b>10.0</b>	<b>10.0</b>	<b>9.0</b>	<b>10.5</b>
Workdays	23	30	30	31	30	31

### Observations:

- July had the least number of calls per day.
- December had the largest number of calls per day.

**FIGURE 8-39: SAFE Units Calls per Day, by Hour of Day**



**TABLE 8-29: SAFE Units Calls per Hour, by Hour of Day**

Hour	Jul-Aug-Sep			Oct-Nov-Dec		
	Community	Police	Total	Community	Police	Total
0	0.02	0	0.02	0.13	0.01	0.14
1	0	0	0	0.09	0.01	0.10
2	0	0	0	0.12	0.03	0.15
3	0	0	0	0.14	0	0.14
4	0.01	0	0.01	0.09	0	0.09
5	0.01	0	0.01	0.17	0	0.17
6	0.02	0	0.02	0.11	0	0.11
7	0.12	0.01	0.13	0.40	0.01	0.41
8	0.29	0.04	0.33	0.43	0.03	0.47
9	0.61	0.27	0.88	0.70	0.03	0.73
10	0.76	0.23	0.99	0.62	0.02	0.64
11	0.81	0.18	0.99	0.63	0.01	0.64
12	0.64	0.08	0.72	0.68	0.05	0.74
13	0.71	0.08	0.80	0.77	0.02	0.79
14	0.58	0.18	0.76	0.59	0.02	0.61
15	0.59	0.11	0.70	0.66	0.04	0.71
16	0.41	0.14	0.55	0.42	0.02	0.45
17	0.37	0.18	0.55	0.52	0.01	0.53
18	0.46	0.17	0.63	0.45	0.02	0.47
19	0.51	0.17	0.67	0.37	0.04	0.41
20	0.16	0.13	0.29	0.40	0	0.40
21	0.05	0.01	0.06	0.33	0	0.33
22	0.01	0.01	0.02	0.29	0.01	0.30
23	0.02	0	0.02	0.28	0.01	0.29
<b>Hourly Average</b>	<b>0.34</b>	<b>0.10</b>	<b>0.44</b>	<b>0.39</b>	<b>0.02</b>	<b>0.41</b>

### Observations:

- From July to September 2021, the number of calls per hour was lowest between 1:00 a.m. and 4:00 a.m.
- From July to September 2021, the number of calls per hour was highest between 10:00 a.m. and noon.
- From October to December 2021, the number of calls per hour was lowest between 4:00 a.m. and 5:00 a.m.
- From October to December 2021, the number of calls per hour was highest between 1:00 p.m. and 2:00 p.m.

## APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from January 1, 2021, to December 31, 2021, were classified into the following categories.

**TABLE 8-30: Call Type, by Category**

Call Type	Call Type Description	Table Category	Figure Category
1033	ALARM	Alarm	Alarm
1033A	ALARM AUDIBLE		
1033H	ALARM HOLD-UP		
1033P	ALARM PANIC		
1033S	ALARM SILENT		
1014	ESCORT	Assist community member	Assist
1021	TELEPHONE		
1062	MEET COMMUNITY MEMBER		
1067	CALL FOR HELP		
1087	MEET OFFICER		
166F	SURRENDER FIREARM/SAFEKEEPING		
CIVIL	CIVIL SITUATION		
DCS	DISPATCH CUSTOMER SERVICE		
FD	FLAGGED DOWN BY COMMUNITY MEMBER		
KP	CIVIL STANDBY / KEEP THE PEACE		
SAFE	SPECIALIZED ASST FOR EVERYONE		
SAFECMB	SAFE COMBINED EVENT		
AAPE	AGENCY ASSIST - BY PETALUMA PD		
LAF	LAW, FIRE AND AMBULANCE RELATED EVENT		
LF	LAW ENFORCEMENT AND FIRE RELATED EVENT		
MD	MAN DOWN (COMBINED EVENT)	Assist other agency	
NOTIFY	NOTIFICATION		
OD	OVERDOSE (COMBINED EVENT)		
RESCUE	RESCUE (COMBINED EVENT)		
1017	SECURITY CHECK		
1034	OPEN DOOR	Check	Check
166.4	VIOLATION OF COURT ORDER	Crime-person	Crime
166.4R	VIOLATION OF COURT ORDER RPT		
211	ROBBERY		
211JO	ROBBERY JUST OCCURRED		
211R	ROBBERY REPORT		
211SA	STRONG ARM ROBBERY - NO WEAPON		
215	CAR JACKING		
215R	CAR JACKING REPORT		
236R	FALSE IMPRISONMENT REPORT		
242	BATTERY		



Call Type	Call Type Description	Table Category	Figure Category
242JO	BATTERY JUST OCCURRED		
242R	BATTERY REPORT		
243	BATTERY		
243.4	BATTERY SEXUAL		
243E	BATTERY DOMESTIC WITH INJURY		
243R	BATTERY REPORT		
245	ASSAULT W/DEADLY WEAPON		
245R	ASSAULT W/DEADLY WEAPON RPT		
246	SHOOT AT OCCUPIED DWELLING/VEH		
261	RAPE		
261.5R	UNLAWFUL SEX REPORT		
261R	RAPE REPORT		
273	CHILD ABUSE		
273.5R	SPOUSAL INJURY REPORT		
273.6R	REPORT - DOMESTIC COURT ORDER VIOLATION		
273R	CHILD ABUSE REPORT		
286R	SODOMY REPORT		
288AR	ORAL COPULATION REPORT		
288R	CHILD MOLEST REPORT		
289R	RAPE W/FOREIGN OBJECT REPORT		
300	CHILD NEGLECT		
314	INDECENT EXPOSURE		
314R	INDECENT EXPOSURE REPORT		
368R	ELDER ABUSE REPORT		
415DR	DISTURBANCE DOMESTIC REPORT		
415F	FIGHT		
415T	VERBAL THREATS		
417	DISPLAY OF WEAPON		
417R	DISPLAY OF WEAPON REPORT		
422	DEATH THREATS		
422R	THREAT OF DEATH OR GREAT BODILY INJURY		
626.10R	WEAPON ON SCHOOL GROUNDS RPT		
646.9R	STALKING REPORT		
647.6	ANNOY/MOLEST CHILD		
647.6R	ANNOY/MOLEST CHILD REPORT		
647B	PROSTITUTION		
647F	DRUNK IN PUBLIC		
647I	PROWL / PEEK IN DOOR/WINDOW		
653M	ANNOYING PHONE CALLS		
653X	ANNOYING 911 CALLS		
664/245R	ATTEMPT ASSAULT W/WEAPON RPT		
C10	BOMB THREAT		

Call Type	Call Type Description	Table Category	Figure Category
FP	FOOT PURSUIT	Crime-property	
WAR	WARRANT ATTEMPT		
10851	STOLEN VEHICLE		
10851R	STOLEN VEHICLE RPT		
10852	VEHICLE TAMPERING		
10852R	VEHICLE TAMPERING RPT		
10855R	EMBEZZLED VEHICLE RPT		
11157	FALSE PRESCRIPTION		
11350	POSS CTRL SUBSTANCE/NARCOTIC		
11357	MARIJUANA POSSESSION		
11360	MARIJUANA DISTRIBUTION		
11364	PARAPHERNALIA POSSESSION		
11368	FORGED PRESCRIPTION		
23110B	THROWING AT VEHICLE		
25658A	ALCOHOL - FURNISHING TO MINOR		
308A	CIGARETTES SALE TO MINOR		
374.8	DUMPING HAZARDOUS MATERIAL		
4457	LOST OR STOLEN PLATES		
451	ARSON		
451R	ARSON REPORT		
459	BURGLARY		
459A	BURGLARY AUTO REPORT		
459JO	BURGLARY JUST OCCURRED		
459R	BURGLARY REPORT		
470	FORGERY		
470R	FORGERY REPORT		
484G	STOLEN CREDIT CARD		
484GR	STOLEN CREDIT CARD REPORT		
487	GRAND THEFT		
487JO	GRAND THEFT JUST OCCURRED		
487R	GRAND THEFT REPORT		
488	PETTY THEFT		
488IC	PETTY THEFT / IN CUSTODY		
488JO	PETTY THEFT JUST OCCURRED		
488R	PETTY THEFT REPORT		
496	POSS OF STOLEN PROPERTY		
503	EMBEZZLEMENT		
518R	EXTORTION REPORT		
529.5	POSS OF FALSE ID		
530	RECEIVED PROP UNDER ASSUMED ID		
537	DEFRAUD INNKEEPER		
591R	DAMAGE TELEPHONE EQUIPMENT		

Call Type	Call Type Description	Table Category	Figure Category
594	VANDALISM		
594G	GRAFFITI		
594JO	VANDALISM JUST OCCURRED		
594R	VANDALISM REPORT		
597	CRUELTY TO ANIMALS		
602	TRESPASS		
602.5	ILLEGAL ENTRY		
602R	TRESPASS REPORT		
648	COUNTERFEIT BILL		
664/459R	ATTEMPT BURGLARY REPORT		
FRAUD	FRAUD REPORT		
IDTHEFT	530.5 REPORT		
1148	TRANSPORTATION	Directed patrol	Directed patrol
ATC	ATTEMPT TO CONTACT		
ATL	ATTEMPT TO LOCATE		
BOL	BROADCAST / BE ON LOOKOUT		
C20	OFFICER HELP / EMERGENCY		
C6	BACK UP		
COP	COMMUNITY ORIENTED POLICING		
EXPAT	EXTRA PATROL		
FPAT	FOOT PATROL		
INFO	INFORMATION		
PATCON	PATROL CONTACT (PRIORITY)		
SA	SPECIAL ASSIGNMENT / DETAIL		
1057	PROMISCUOUS SHOOTING	Disturbance	Disturbance
415	DISTURBANCE		
415FAM	DISTURBANCE FAMILY		
415J	DISTURBANCE JUVENILE		
415M	DISTURBANCE MUSIC		
415N	DISTURBANCE NOISE GENERAL		
415P	DISTURBANCE PARTY		
415R	DISTURBANCE REPORT		
415U	DISTURBANCE UNWANTED GUEST		
415V	DISTURBANCE VERBAL		
FIGHT	FIGHT		
FWORKS	FIREWORKS		
SKATE	SKATEBOARDERS		
UNWANTED	UNWANTED GUEST		
1030	WANTED PERSON	Miscellaneous	Miscellaneous
1091	ANIMAL COMPLAINT		
186.22	GANG NOTIFICATION		
MC	MUNICIPAL CODE		

Call Type	Call Type Description	Table Category	Figure Category
PROPREL	PROPERTY RELEASE		
PT	PRISONER TRANSPORT		
REG	REGISTRANT		
RIDEALONG	POLICE RIDEALONG		
SS	SUBPOENA SERVICE		
TOW	TOW REQUEST / PRIVATE		
UNK	UNKNOWN PROBLEM		
1054	POSSIBLE DEAD BODY - COMBINED EVENT	Investigation	Investigation
1055	CORONER'S CASE		
1056A	SUICIDE ATTEMPT (COMBINED EVENT)		
1056T	SUICIDE THREATS		
1065AR	MISSING PERSON AT RISK RPT		
1065JR	MISSING PERSON JUV RPT		
1065R	MISSING PERSON RPT		
10851RR	STOLEN VEHICLE RECOVERY		
415D	DISTURBANCE DOMESTIC		
911D	911 DISCONNECT / UNKNOWN		
911M	911 MISDIAL		
911O	911 OPEN LINE		
911S	911 DISCONNECT - SEND		
911T	911 TEXT		
911W	911 WIRELESS		
911WS	911 WIRELESS-SEND		
C5	STAKE OUT		
DRI	DOMESTIC RELATED INCIDENT		
DROWN	DROWNING (COMBINED EVENT)		
EPO	EMERGENCY PROTECTIVE ORDER		
FCHILD	FOUND CHILD		
FPER	FOUND PERSON CHILD / ADULT		
FPROP	FOUND PROPERTY		
FU	FOLLOW UP / INVESTIGATE		
KNOCK	KNOCK AND TALK		
LCHILD	LOST CHILD		
LPROP	LOST PROPERTY		
NARC	NARCOTIC ACTIVITY		
PAROLE	PAROLE ASSIST/SEARCH		
PROB	PROBATION SEARCH		
SUBWGUN	SUBJECT WITH GUN		
SUSPCON	SUSPECT CONTACT		
5150	MENTALLY ILL	Mental health	Mental health
5585	JUV MENTALLY ILL		
CTW	CHECK THE WELFARE		

Call Type	Call Type Description	Table Category	Figure Category
1016	PICKUP PAPERWORK	Out of service	Out of service
COURT	COURT		
MAINT	VEHICLE MAINTENANCE		
MEET	MEETING		
TRAIN	TRAINING		
1124	ABANDONED VEHICLE	Quality of life	Quality of life
1126	STRANDED MOTORIST		
19.1	PUBLIC URINATION/DEFECATION		
374B	DUMPING / LITTERING		
647C	OBSTRUCT MOVEMENT IN PUBLIC PLACE/BEG		
647E	LOITERING		
CE	CODE ENFORCEMENT		
CO	COUNTY / CITY ORDINANCE		
LG	LOCAL GOVERNMENT CALL		
SLEEPER	SUBJ SLEEPING		
1066	SUSPICIOUS PERSON	Suspicious incident	Suspicious incident
1070	PROWLER		
1154	SUSPICIOUS VEHICLE		
1154O	SUSPICIOUS VEH OCCUPIED		
1154U	SUSPICIOUS VEH UNOCCUPIED		
OWG	OUT WITH GROUP		
OWS	OUT WITH SUBJECT		
SC	SUSPICIOUS CIRCUMSTANCES		
SCR	SUSPICIOUS CIRCUMSTANCE RPT		
1179	TRAFF ACC AMBUL ENROUTE (COMBINED EVENT)	Accident	Traffic
1180	TRAFF ACC MAJOR INJURY		
1181	TRAFF ACC MINOR INJURY		
1181R	TRAFF ACC INJURY REPORT		
1182	TRAFF ACC NON-INJURY		
1182R	TRAFF ACC NON-INJURY RPT		
1183	TRAFF ACC UNKNOWN DETAIL		
20001R	HIT & RUN FELONY REPORT		
20002	HIT & RUN MISDEMEANOR		
20002R	HIT & RUN MISDEMEANOR RPT		
C1000	PLANE CRASH (COMBINED EVENT)		
1125	TRAFFIC HAZARD	Traffic enforcement	
1125RR	TRAFFIC HAZARD RAILROAD		
1184	TRAFFIC CONTROL		
22348	EXCESSIVE SPEED		
22350	UNSAFE SPEED		
2300	PARKING VIOLATION		

Call Type	Call Type Description	Table Category	Figure Category
23103	RECKLESS DRIVING		
23109	VEHICLE SPEED CONTEST		
23122	OPEN CONTAINER IN VEHICLE		
23152	DRUNK DRIVER DUI		
CITE	CITATION SIGN OFF		
LPR	LICENSE PLATE READER		
PARKING	PARKING ENFORCEMENT		
PV	PARKING VIOLATION		
TRACT	TRAFFIC COMPLAINT		
TRAFFIC	TRAFFIC ENFORCEMENT		
VEHREL	VEHICLE RELEASE		
T	TRAFFIC STOP	Traffic stop	

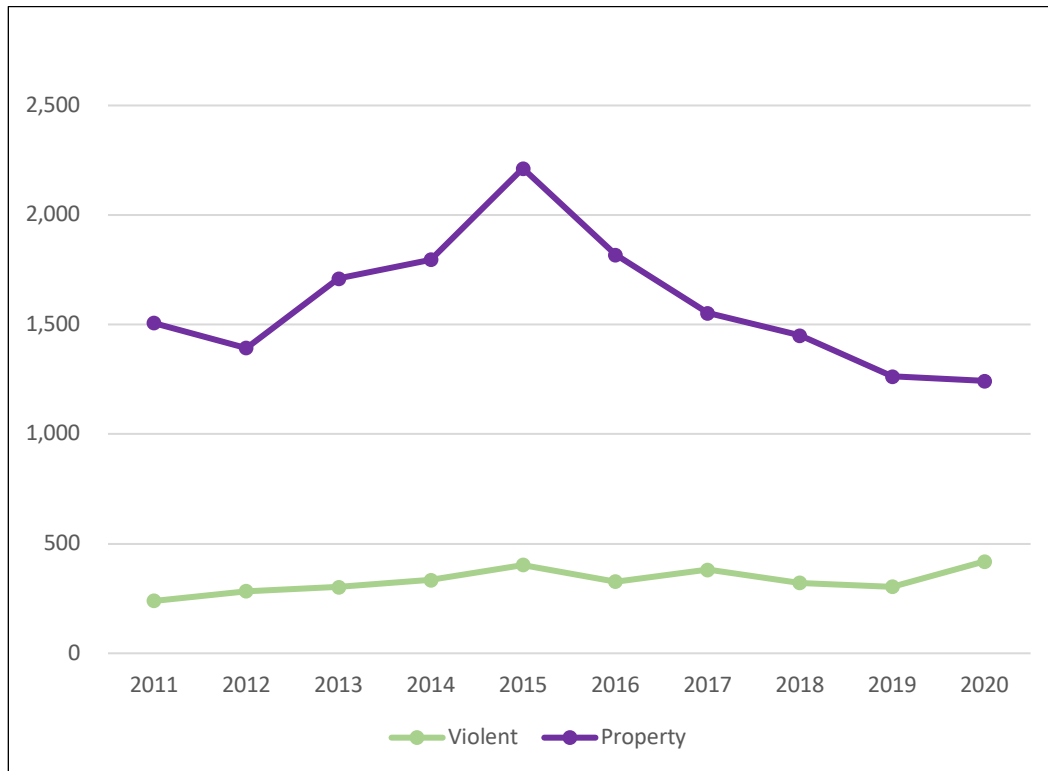
## APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI) and California Department of Justice. The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2011 through 2020, along with clearance rates for 2019 and 2020. Crime rates are expressed as incidents per 100,000 population.

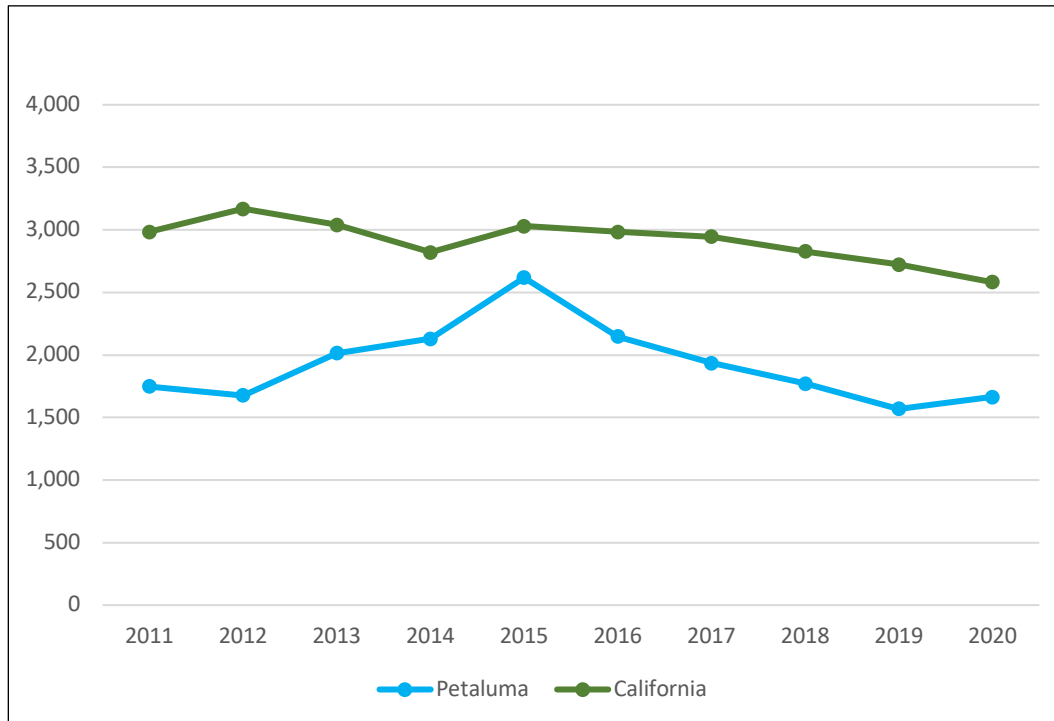
**TABLE 8-31: Reported Crime Rates in 2019 and 2020, by City**

Municipality	State	2019				2020			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Brentwood	CA	65,483	254	2,039	2,292	66,061	256	1,956	2,212
Livermore	CA	91,418	211	1,700	1,911	91,200	180	1,673	1,853
Napa	CA	79,526	352	1,549	1,901	78,237	341	1,687	2,028
Newark	CA	48,945	176	2,858	3,034	49,934	238	2,890	3,128
Novato	CA	56,134	264	1,585	1,849	55,926	426	1,522	1,947
Oakley	CA	43,014	119	1,155	1,274	43,385	97	1,102	1,199
Redwood City	CA	87,427	217	1,536	1,753	86,983	215	1,712	1,927
Rohnert Park	CA	44,131	605	1,781	2,386	43,572	643	1,627	2,270
San Bruno	CA	43,297	319	2,631	2,949	42,997	233	2,182	2,414
San Leandro	CA	90,297	503	4,546	5,049	89,239	518	3,828	4,346
San Rafael	CA	58,819	391	2,866	3,257	58,512	391	3,268	3,659
San Ramon	CA	76,387	76	1,439	1,515	76,502	71	1,040	1,111
Santa Rosa	CA	177,884	482	1,616	2,098	178,127	513	1,593	2,106
South San Francisco	CA	68,251	243	2,174	2,418	68,260	227	2,285	2,512
Union City	CA	75,202	368	2,285	2,653	74,625	297	2,542	2,840
Walnut Creek	CA	70,546	170	3,538	3,708	70,849	128	2,912	3,040
<b>Petaluma</b>	<b>CA</b>	<b>62,425</b>	<b>304</b>	<b>1,264</b>	<b>1,568</b>	<b>60,806</b>	<b>419</b>	<b>1,243</b>	<b>1,663</b>
<b>California</b>		<b>39,959,095</b>	<b>434</b>	<b>2,290</b>	<b>2,724</b>	<b>39,538,223</b>	<b>442</b>	<b>2,139</b>	<b>2,581</b>
<b>National</b>		<b>328,239,523</b>	<b>379</b>	<b>2,010</b>	<b>2,489</b>	<b>331,449,281</b>	<b>399</b>	<b>1,958</b>	<b>2,357</b>

**FIGURE 8-40: Reported Petaluma Violent and Property Crime Rates, by Year**



**FIGURE 8-41: Reported City and State Crime Rates, by Year**





**TABLE 8-32: Reported Petaluma, California, and National Crime Rates, by Year**

Year	Petaluma				California				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2011	58,622	239	1,508	1,747	37,819,249	410	2,574	2,983	317,186,963	376	2,800	3,176
2012	58,995	283	1,393	1,676	38,183,375	421	2,747	3,169	319,697,368	377	2,758	3,135
2013	59,224	302	1,710	2,013	38,498,377	394	2,646	3,041	321,947,240	362	2,627	2,989
2014	59,803	334	1,796	2,130	38,970,399	389	2,430	2,819	324,699,246	357	2,464	2,821
2015	60,450	404	2,213	2,617	39,315,550	424	2,605	3,029	327,455,769	368	2,376	2,744
2016	60,933	328	1,818	2,147	39,421,283	443	2,541	2,984	329,308,297	383	2,353	2,736
2017	60,957	382	1,552	1,934	39,536,653	449	2,497	2,946	325,719,178	383	2,362	2,745
2018	61,289	321	1,451	1,772	39,557,045	447	2,380	2,828	327,167,434	369	2,200	2,568
2019	62,425	304	1,264	1,568	39,959,095	434	2,290	2,724	328,239,523	379	2,010	2,489
2020	60,806	419	1,243	1,663	39,538,223	442	2,139	2,581	331,449,281	399	1,958	2,357

**TABLE 8-33: Reported Petaluma, California, and National Crime Clearance Rates, 2019**

Crime	Petaluma			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	3	1	33%	1,668	1,090	65%	14,325	8,796	61%
Rape	22	13	59%	14,384	5,114	36%	124,817	41,065	33%
Robbery	28	20	71%	50,629	15,836	31%	239,643	73,091	31%
Aggravated Assault	137	128	93%	101,986	54,360	53%	726,778	380,105	52%
Burglary	109	31	28%	146,868	17,121	12%	981,264	138,358	14%
Larceny	626	105	17%	602,638	61,406	10%	4,533,178	834,105	18%
Vehicle Theft	54	2	4%	137,118	14,242	10%	655,778	90,497	14%

**TABLE 8-34: Reported Petaluma, California, and National Crime Clearance Rates, 2020**

Crime	Petaluma			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	2	1	50%	2,202	1,296	59%	18,109	9,851	54%
Rape	25	15	60%	12,641	4,673	37%	110,095	33,689	31%
Robbery	33	17	52%	44,684	14,816	33%	209,643	60,377	29%
Aggravated Assault	195	166	85%	113,539	57,868	51%	799,678	371,051	46%
Burglary	90	30	33%	145,377	17,229	12%	898,176	125,745	14%
Larceny	597	118	20%	527,748	45,114	9%	4,004,124	604,623	15%
Vehicle Theft	69	21	30%	168,046	15,800	9%	727,045	89,427	12%

**Note:** \*Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI.

END