# CITYGATE ASSOCIATES, LLC
## POLICE SERVICES

# INDEPENDENT OPERATIONAL AND ORGANIZATIONAL ASSESSMENT OF THE POLICE DEPARTMENT

# CITY OF OCEANSIDE, CA

# FEBRUARY 23, 2023

CITY OF OCEANSIDE

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# TABLE OF CONTENTS

**Appendices**

**Appendix A—Oceanside Community Survey Summary**

**Appendix B—CPM Social Media Interactions Best Practices**

**Table of Tables**

**Table of Figures**

# EXECUTIVE SUMMARY

The City of Oceanside (City) retained Citygate Associates, LLC (Citygate) to conduct an Independent Operational and Organizational Assessment of the Police Department (Department). This assessment included review of the adequacy of current and future deployment systems, staffing levels throughout the Department, sustainable alternatives, mental health response, and organizational structure. The methodology utilized in this Operational and Organizational Assessment can be found in Section 1 of this report. Citygate's review includes a detailed analysis of the response time, crime, and call data made available by the Department that drives staffing recommendations, as well as an analysis of the staffing of supervision, management, and support functions within each of the three major divisions of the Department and the Office of the Chief. The Department provided incident and other workload measures data where available. This assessment encompasses Citygate's recommendations for Department success over the next five to seven years.

Overall, there are **76 key findings and 70 specific action item recommendations**. Findings and recommendations are presented in their narrative context in sections 2 through 7. A comprehensive list of all findings and recommendations is presented sequentially in Section 8. Recommendations are also presented in summary form in this Executive Summary.

## POLICY CHOICES FRAMEWORK

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

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

Personnel costs are the most significant cost center in any department budget. One of City Council's greatest challenges is managing scarce fiscal resources and allocating them across the vast needs of municipal government safety operations. The recommendations in this Operational Assessment are made based on best practices, Citygate's experience, and guidelines established by professional industry organizations. The City's fiscal capabilities must be considered when weighing these recommendations. Since there are no law enforcement national standards, the City is well advised to use the advice and counsel of City management and the Police Chief for guidance

to determine where to allocate available resources to meet the service delivery expectations of the community.

## CITYGATE'S OVERALL ASSESSMENT

Citygate's overall assessment of the Police Department is very positive. The members of the Department are extremely dedicated to the community they serve and display a level of professional competence of which the City can be proud. No organization is perfect, and many of the findings and recommendations in this report are items the Department is well aware of and is already taking steps to implement. The Department has a Police Chief and Executive Management staff who are familiar with the organization and the community, and who understand the need for change to address expanded growth that is impacting the City and the changing police environment in general. The Chief and Executive Management's understanding of where Oceanside is today and where Oceanside will be in the future will serve the City well.

## Summary of Findings and Recommendations by Topic

The following is a summary of Citygate's findings and recommendations by topic. A comprehensive list of all findings and recommendations is provided in Section 8. Recommendations are also summarized in a table at the end of this Executive Summary.

### *Organizational Summary*

At the time of Citygate's organizational review, the Department was operating with an authorized staffing level of 312 full-time employees—including 226 sworn staff and 86 professional staff organized into three divisions and an Office of the Chief. These staffing levels represent a ratio of 766 residents per sworn police officer, or 1.31 sworn officers per 1,000 residents. Citygate found that the Department has a lower ratio of Supervisors and Managers to line-level officers when compared to similar regional police agencies. Citygate also discovered that, although Oceanside's crime rate is higher than the comparable agencies, total policing costs per capita are moderately low.

Citygate assesses that given the size and complexity of the Department, and the recent increase in both violent and property crime along with the ever-increasing need for transparency in policing, the Police Chief needs an assistant Department head to help manage the day-to-day operations of the Department.

### *Patrol Summary*

In review of the Department's Patrol Division, Citygate considered the extent to which officers are committed to both public-generated calls for service and officer-initiated activity. Citygate also assessed Patrol and Communications Section overtime and actual and allotted staffing levels, including those of dispatchers, dispatch Supervisors, officers, Sergeants, Canine Officers, and

Field Evidence Technicians. Citygate's evaluation of Patrol and Communications also considered the span of control of Supervisors and Managers.

Through numerous interviews and in review of data provided by the Department, Citygate discovered that Patrol often lacks enough officers on any given shift to assign one to cover each of the City's 10 beats. Citygate also found that it is not uncommon to have only seven patrol officers available to cover 10 beats, which necessitates overtime or coverage by officers from other organizational units.

Our review further revealed that a significant amount of overtime is used in Patrol to backfill vacancies and provide staff for the transportation of prisoners to jail. Citygate found that 26,917 hours of overtime were expended in Patrol in 2021—an amount that represents approximately 15 full-time equivalent (FTE) police officer positions. Additionally, officers not normally assigned to Patrol are frequently pulled from their regular duties to backfill Patrol vacancies. Such movement likely creates backlogs in these officers' primary work assignments. Citygate also found that the ancillary duties (SWAT, Mobile Field Force, Crisis Negotiation Team, unmanned aerial systems, etc.) carried by Patrol staff can also impact Patrol staffing. This is a particular concern when Sergeants who carry such duties are pulled from their core supervisory duties in Patrol.

Citygate determined that the most frequent public-generated call types to which Patrol officers respond are disturbances, welfare checks of individuals, and calls related to potential City Code violations.

Our analysis showed a consistent increase in the percentage of Patrol officer available time committed to public-generated calls for service since 2018. Correspondingly, there has been a consistent reduction in officer time expended on officer-initiated activity, which may include community engagement activities and other proactive enforcement efforts such as searching for witnesses or wanted subjects, patrolling problem areas, and conducting traffic enforcement.

As part of our analysis, Citygate also assessed Patrol officer utilization against the International City/County Management Association or ICMA "Rule of 60" guidelines. (A detailed explanation of the ICMA "Rule of 60" can be found in Section 4.) Patrol officer utilization for the Department begins to approach or exceed 60 percent of available time around 7:00 am throughout the week, and total Patrol unit committed time—to both public-generated calls for service and officer-initiated activity—increases throughout the morning, generally remaining at or above 70 percent until 9:00 pm. Officers appear most committed during the Day and Night (Swing) shifts.

In discussions with staff and review of SWOT[1] survey responses, Citygate learned that Patrol Field Evidence Technicians (FETs) appear to be working in a hybrid role—both as Evidence

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[1] SWOT stands for Strengths, Weaknesses, Opportunities and Threats survey, a common analytical tool used in the business community.

Technicians and as Community Service Officers (CSOs), while Departmental CSOs are limited to work at the Front Desk, where they greet the public, address inquiries, and also write some police reports. Citygate recommends incrementally transitioning Patrol FETs out of Patrol and into positions where their education, training, experience, and evidence analysis skills could be better utilized. Using Measure X funding, Citygate also recommends that CSOs be added to Patrol to fill the roles currently filled by FETs.

In evaluation of Patrol response times, Citygate found that for 90 percent of responses, it takes 3.4 minutes or less to dispatch a police unit to a Priority 1[2] emergency call. Although travel time appears reasonable at 8.7 minutes or less, 90 percent of the time, for the first-arriving unit, the compound effect on total response time is notable, with total response time for the first-arriving unit being 11.7 minutes or less, 90 percent of the time, and 15.1 minutes or less for the second unit.

Citygate's assessment of the Communications Section revealed that Dispatch Supervisors frequently work as dispatchers and are counted toward minimum staffing levels. Citygate also learned that even though calls for service have remained relatively steady over the past five years, the work of dispatchers has grown more complex. For example, dispatchers must now frequently conduct more research on calls to assist responding officers. Such research may include checking to determine if involved subjects own firearms, have any outstanding warrants for their arrest, or have prior relevant criminal histories. Further, recent 9-1-1 technology that dispatchers must become familiar with and use has also become more complex, including Text to 9-1-1 and VoIP 9-1-1, which allows portable interconnected Voice over Internet Protocol services to be used from virtually any internet connection.

Citygate also learned from staff that overtime in Dispatch is excessively high and damaging to morale, as it is used almost every day on most shifts to backfill vacancies. Staff also explained that the Department recently lost dispatchers to neighboring agencies, including "North Comm," which is a nearby Joint Powers Authority fire dispatching center for North San Diego County.

To reduce the Communications Section's overreliance on overtime and the use of Dispatch Supervisors in a line function, Citygate recommends adding dispatchers, including over-hiring as funding allows.

### *Investigations Summary*

The Department's ability to focus resources on specific crime issues and provide investigative and specialized response is structured within the Investigations Division. This Division is comprised of the General Investigations Section, Special Enforcement Section (SES), and the Records

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[2] Priority 1 calls are typically emergency calls which require immediate response as there is reason to believe that an immediate threat to life exists.

Section. Investigative, specialized, and supportive functions are organized into the following units: Crimes of Violence Unit, Family Protection Unit, Property Crimes Unit, Evidence and Property Unit, Vice and Narcotics Unit, Gang Unit, Gang Suppression Unit, and the Crime Analysis and Intelligence Unit.

Currently, the most pressing issue is staffing shortages. Each investigative unit was operating below authorized strength at the time of Citygate's assessment. Additionally, there were Detectives assigned to task forces that are currently not able to participate due to reductions in staffing.

The current Division structure appears to be based on organizational and managerial needs that are accepted but not entirely functional. The span of control and supervision in each unit is appropriate and within normal limits, but there are some opportunities for better alignment specific to Records.

The Crime Analysis and Intelligence Unit enjoins multiple functions throughout the Department. Though all such functions are necessary, they encompass independent missions: proactive investigative intelligence, crime analysis, and data reporting. While very effective given the limited resources, there are opportunities to enhance overall agency responsiveness and effectiveness.

The Digital Forensics Unit exists to provide support for internet-based investigations as well as technical and forensic analysis of computers and cellular phones. The need for this Unit has grown in policing due to the proliferation of technology in all aspects of life, including criminal behavior. The current ad-hoc structure is common as police departments adapt to this ever-growing need. A closer look at this Unit revealed a greater need to provide structure, staffing, and policy.

Citygate assessed that if all positions were filled within the Division, there would be sufficient personnel to carry out the assigned workload. What was less certain was whether each unit was uniformly managing workload and able to assess the capacity to perform the required work versus the work assigned. Also, there is no meaningful standardized system across the Investigations Division. Each Supervisor manages their own Detectives' caseload with no strategic ability to determine or measure both caseloads and case clearance rates. With staffing shortages, cases have been prioritized and triaged. As such, units focus on emergent priorities or community concerns, often reducing the ability for Detectives to be assigned a full caseload.

In the absence of a Department-wide case management system that tracks the number of cases assigned to each Detective, the age of cases assigned, and the disposition or outcome of a particular investigation, it becomes difficult to manage the performance of each unit consistently or accurately, or to calculate the need for additional staff resources to fulfill investigative or operational needs within the Division.

### Support Operations Summary

Citygate's review of the Support Operations Division shows that there are several correctly placed units with missions effectively serving the other divisions of the Department and the larger community. These units include the Beach Team, Homeless Outreach Team, Neighborhood Police Team, Crime Suppression Team, Traffic Unit, Motors Unit, Finance Unit, and Media Relations. Within these units, reduced supervisory spans of control are necessary in Neighborhood Policing and the School Safety Enhancement teams to reduce the lack of oversight to unit operations and to support the front-line staff serving the community. Citygate believes several units need restored levels of staffing, which have been reduced over time due to competing resource needs in other units and Patrol Operations.

Two units that Citygate found requiring additional assessment are the Psychological Emergency Response Team (PERT) and the Harbor Unit. Citygate recommends placement of PERT in the Patrol Division, organized under the supervision of two Sergeants—one on each side of the schedule—who are also assigned as Patrol Supervisors.[3] For the Harbor Unit, which is scheduled to be replaced by a Fire/private security model, it is important for Police Department administration to determine a method for identifying segregated statistics for Harbor call activity to ensure that the new service model is as effective as projected in reducing the need for Oceanside Police within the Harbor district. Additionally, the Finance Unit should migrate some responsibilities and staffing to the Training Unit to align responsibilities more appropriately to the proper unit.

Citygate recommends that each Support Operations unit create standardized metrics of unit activity that will provide more accurate accounting for the output of services being provided in the City. These will also serve as a dashboard function for Police administration to monitor resource use and future allocation.

### Administrative Summary

Citygate's review of the Department's Administrative services included the Professional Standards Unit, which is comprised of the Training and Background Investigations Unit and the Internal Affairs Unit. Citygate also reviewed the status of the Department's facilities and Information Technology (IT) support. The Professional Standards Unit is staffed with one Lieutenant with two Sergeants and a police officer. One Sergeant handles Internal Affairs and the other Sergeant, along with the police officer, is responsible for training and hiring. Given the complexities of new

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[3] During the production phase of this report, the Department reorganized PERT under Patrol as recommended. Thus, no further action in that regard is recommended. See the introduction to Section 6 for further details regarding the changes made to unit alignment and supervision since the inception of Citygate's engagement with the Department.

legislative requirements and the need for increased transparency, Citygate sees an opportunity for the Department to expand this bureau (or work unit).

The current police headquarters facility is located in a converted retail strip mall that is co-located with several other retail businesses. While assessing the police facilities was not within the scope of this report, Citygate is aware that the City recently commissioned a space needs assessment with another consulting firm. Citygate supports that effort.

The Department does not have adequately dedicated IT support. Given the numerous information systems in operation throughout the Department, Citygate sees an opportunity for the City to increase the efficiency of the Department by adding dedicated support.

## LIST OF RECOMMENDATIONS AND FUNDING PRIORITIES

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

◆ Recommendations that can be implemented at no cost (other than staff time).

◆ Remaining recommendations that will require a General Fund expense to implement.

◆ The funding priority level for recommendations requiring funding.

◆ Staffing additions associated with implementing a recommendation, noted in parentheses immediately next to "X" in the three "Funding Priority" columns to the right of the table, which are totaled at the bottom of the table.

*While funding priorities are identified, these recommendations are not presented in priority order. Greater context and additional content related to these recommendations is provided throughout the body of this report.*

## Table 1—Recommendations and Funding Priorities

| Recommendation | No Cost | Funding Priority 1 | Funding Priority 2 | Funding Priority 3 |
|---|---|---|---|---|
| **Organizational Structure** | | | | |
| 1. Add the position of Deputy Police Chief to the Office of the Chief. Organize the position as the Executive Manager of the three operational divisions. The position should report to the Chief of Police and executive manage the day-to-day operations of the organization, thus allowing the Police Chief to focus on strategic issues as well as community engagement. | | **X (1)** | | |
| **Patrol Division** | | | | |
| **Patrol** | | | | |
| 2. The Department acknowledges and has taken steps to restore Patrol officer staffing. Citygate recommends that the Department endeavor to increase and maintain Patrol staffing at 12 Sergeants and 72 officers, which is a number (goal) that had been established as a baseline before an officer or Sergeant would be transferred from Patrol. | **X** *Goals relative to Patrol officer committed time need to be established before numbers and funding priorities can be set* | | | |
| 3. To reach and maintain Patrol officer committed time to no more than 60 percent, the Department should add more officers and/or CSOs to Patrol after assessing committed time across all shifts. Currently, officers are most committed on the Night (Swing) shift; this shift should be a priority for added staffing. | | | | |
| 4. To maintain a reasonable span of control in Patrol that would afford Sergeants the time necessary to lead, mentor, coach and hold their subordinates accountable, the Department should consider adding three additional Sergeants (one to each Patrol shift) to account for the time Patrol Sergeants are often diverted from field supervision because of administrative duties and ancillary assignments. | | | **X (3)** | |
| 5. Consider the incremental reduction of FETs in Patrol and replacing them with CSOs. A smaller number of FETs can then be reassigned to their original and primary role as Analysts who assist Detectives in collecting, processing, and analyzing evidence from criminal investigations, especially those involving complex crime scenes. | **X** | | | |
| 6. Going forward, periodically assess Patrol officer and Supervisor staffing needs against the demands of public-generated calls for service, officer-initiated activity, and the available time the Department desires officers to have for more community engagement activities such as foot patrol, bicycle patrol, and meeting with youth and other community members and groups. | **X** | | | |
| 7. Maintain the current level and shift assignments of the four Patrol canine teams since they are busiest during the Night shift. | **X** | | | |
| 8. Continue with the current SWAT Team model and program. | **X** | | | |
| 9. Consider adding a third Lieutenant position to the SWAT Team for legacy leadership planning and scheduling relief. | **X** | | | |

| Recommendation | No Cost | Funding Priority 1 | Funding Priority 2 | Funding Priority 3 |
|---|:---:|:---:|:---:|:---:|
| **Communications** | | | | |
| 10. To relieve Supervisors working as dispatchers, and to reduce dispatcher overtime, the Department should make adding staff a priority. Supervisors working in a line capacity should be an exception and not the rule. Additional staffing also seems necessary given the greater complexity of the dispatcher role and the time it takes to train new dispatchers. | X | | | |
| 11. If funding is available, over-hiring the minimum number of dispatchers should also be considered, and training new CSOs (hired with Measure X funding) in the dispatcher role should be a serious consideration. | X | | | |
| 12. Study local market trends relative to certification and retention pay for public safety dispatchers and offer such pay if it is determined that it would be effective in retaining dispatchers. | X | | | |
| **Investigations Division** | | | | |
| **Crimes of Violence Unit** | | | | |
| 13. Consider implementing a case management system or other centralized system that manages all investigative progress in all units for better tracking of cases, assignments, and workload management. Such a system will assist in future planning when determining investigative staffing needs | | | X | |
| **Family Protection Unit** | | | | |
| 14. Once at full strength, consider assigning one Detective to the Internet Crimes Against Children (ICAC) Taskforce full time. The Family Protection Unit is currently unable to work ICAC cases and follow up on leads as it should. | | | X (1) | |
| **Property Crimes Unit** | | | | |
| 15. Consider implementing performance measures and case clearance goals to assist in determining Unit effectiveness and staffing needs. | X | | | |
| **Crime Analysis and Intel Unit** | | | | |
| 16. Consider converting the Gang Unit's Analyst position from part time to full time. | | | X (.5) | |
| 17. Consider setting case clearance standards based on crime types to determine effectiveness and overall Department performance by unit. | X | | | |
| 18. Consider adding two Crime Analysts—one Administrative Crime Analyst assigned to the Office of the Chief to address public data needs, and one Investigative Crime Analyst assigned to problem solving within the Neighborhood Policing Team. | | | X (2) | |
| **Evidence and Property Unit** | | | | |
| 19. Consider requesting a formal audit to be conducted by California POST. Additionally, consider increasing the frequency of routine internal audits from annual to quarterly. | X | | | |

| Recommendation | No Cost | Funding Priority 1 | Funding Priority 2 | Funding Priority 3 |
|---|---|---|---|---|
| 20. Develop and implement a plan to review security systems that includes access tracking, security cameras, and ongoing audit protocols. | X | | | |
| 21. Explore the opportunity to enhance Department services and capabilities by reorganizing the Unit and consolidate with the function of the current Field Evidence Technicians. The concept would include a Supervisor or Manager, with enhanced lab services, evidence handling, and crime scene investigation all combined into one Unit. Additionally, there is opportunity to create a Crime Scene Investigations Unit within this Section. Currently, there are eight Field Evidence Technicians in Patrol, which could be better supervised and deployed within Property and Evidence. | | X | | |
| **Digital Forensics Unit** | | | | |
| 22. Develop a formalized Digital Forensics Unit and determine proper staffing, structure, policies, budget, and organizational alignment. | | X (2) | | |
| **Vice and Narcotics Unit** | | | | |
| 23. As Department staffing increases to the level authorized by the current budget, begin to increase Unit personnel back to authorized strength. Also consider implementing a case management system that can properly track assigned cases and workload to determine actual staffing needs. | X | | | |
| **Gang Unit** | | | | |
| 24. Consider augmenting the part-time Crime Analyst into a full-time position. | | | X (.5) | |
| **Gang Suppression Unit** | | | | |
| 25. Consider forming a Crime Suppression Unit that is broader in scope than the current Gang Suppression Unit and evaluate opportunities to consolidate other Crime Suppression Unit resources into one Unit. | X | | | |
| **Records Section** | | | | |
| 26. Review and consider whether media and evidence processing (including Evidence.com) responsibility would be better suited in Internal Affairs and ensure the proper FTE position is budgeted. | | | X (1) | |
| 27. Review the use of CSOs in the front lobby for report-taking and consider whether Records would be better suited to manage the inflow of customers seeking assistance or some sort of consolidation. Consider reviewing the CSO role in the Department to allow CSOs to be dispatched to take reports as needed at the station. | X | | | |
| **Senior Field Evidence Technician** | | | | |
| 28. Consider reclassifying the Field Evidence Technician role. Implement a shift in operational expectations and equip Patrol officers to investigate and process low-level crime scene investigation and evidence collection without the need for an FET. | X | | | |

| Recommendation | No Cost | Funding Priority 1 | Funding Priority 2 | Funding Priority 3 |
|---|:---:|:---:|:---:|:---:|
| 29. Nonrelated evidence tasks should be reclassified into more functional support roles, such as the current CSO role or the former Investigative Aide role. | X | | | |
| 30. Evaluate advanced evidence collection and processing techniques that would be better suited to be performed within a crime lab operated and managed by the Evidence and Property Unit. | X | | | |
| 31. Consolidate functional resources of the Evidence and Property Unit and the Field Evidence Technician function into a single Forensic Sciences Unit. | | X | | |
| **Police Technology** | | | | |
| 32. Consider enhancing the Citywide camera system to support public safety and reduce the impact on Investigations. Evaluate and determine the value of a real-time crime center within the Department. | | | X | |
| **Support Operations Division** | | | | |
| **Harbor Unit** | | | | |
| 33. If the Unit is retained to just the Harbor, two additional officers must be assigned to the Harbor to alleviate scheduling problems. | | | | X (2) |
| **Crime Suppression Team** | | | | |
| 34. Reduce supervision of Sergeant to Crime Suppression and Homeless Outreach due to crossover of service focus and remove supervision of PERT. | X | | | |
| 35. Create dedicated statistics collection for Unit activity. | X | | | |
| 36. Add two officers back into the Unit to restore the previous level of staffing. | | | X (2) | |
| **Homeless Outreach Team (HOT)** | | | | |
| 37. Keep special events planning under the supervision of this Sergeant position if PERT is removed from supervisory scope. | X | | | |
| 38. Add one officer back to the Unit to restore the previous level of staffing. | | | X (1) | |
| 39. Determine future of funding when Measure X sales tax expires. | X | | | |
| **Beach Team** | | | | |
| 40. Continue to fill open Patrol officer positions to alleviate the need for reallocating Beach Team operations. | | | | X |
| 41. Add two Beach Team officers back at the 0430-start time to provide proper safety for 4:30 am Day Shift officers on the team. | | | | X (2) |
| 42. Increase the pay of Beach Safety Officers (BSOs) to more competitive wages to attract applicants to the position. | | | | X |

| Recommendation | No Cost | Funding Priority 1 | Funding Priority 2 | Funding Priority 3 |
|---|:---:|:---:|:---:|:---:|
| **Psychological Emergency Response Team (PERT)** | | | | |
| 43. Reassign supervision of PERT to Patrol Operations for more effective oversight. | X | | | |
| **Media Relations** | | | | |
| 44. Perform a work study to determine the number of additional positions needed to provide social media coverage and responses, manage data requests, provide standard press releases, and respond to major incidents requiring media management. | | | X | |
| **Neighborhood Policing Team (NPT)** | | | | |
| 45. Staff the NPT with eight officers, two per quadrant—one assigned to Crime Prevention Through Environmental Design (CPTED) assessments, and one assigned to Crime Prevention and problem locations. | | | X (4) | |
| 46. Separate supervision of the NPT and SSET. Assign one Sergeant to full-time supervision of the NPT. | | | X (1) | |
| 47. Begin segregated data chart for the activities of the NPT to monitor its workload levels. | X | | | |
| **Traffic Unit** | | | | |
| 48. Continue to monitor Unit statistics to track activity and workload changes from year to year. | X | | | |
| 49. Add one DUI Investigator position to the Traffic Services Unit to work the other half of the weekly schedule, provide additional help with training activities, and provide legacy planning due the pending retirement of the current DUI Investigator. | | | X (1) | |
| **Motors Unit** | | | | |
| 50. Create Unit-specific statistics to measure activity and workload changes from year to year. | X | | | |
| 51. Assess the value of adding one officer position to return the Unit to its past staffing level when staffing in Patrol Operations is at adequate levels. | | | | X (1) |
| **School Safety Enhancement Team (SSET)** | | | | |
| 52. Focus on fully staffing Patrol Operations so that the current vacant position can be replaced. | X | | | |
| 53. Separate supervision of the SSET and NPT. Assign one Sergeant to full-time supervision of the SSET. | | | X | |
| 54. Begin segregated data collection for the activities of the SSET to monitor its workload. | X | | | |

| Recommendation | No Cost | Funding Priority 1 | Funding Priority 2 | Funding Priority 3 |
|---|---|---|---|---|
| **Finance Unit** | | | | |
| 55. Improve the accounting process skill levels of all Finance Unit employees through a detailed review of responsibilities and job descriptions and the provision of appropriate ongoing training and cross-training. This may also include job reclassifications. | X | | | |
| 56. Change one Program Specialist position to a Management Analyst position to increase agency ability for additional accounting skills within the Unit. | | X | | |
| 57. Change one Program Specialist position to an Accounting Technician position to assume responsibility for accounts payable billing and setting up vendors. | | X | | |
| 58. Move the Senior Office Specialist to the Training Unit to manage currently assigned responsibilities for training, registration, reimbursements, and alarm billing. | X | | | |
| 59. Move one Program Specialist to the Training Unit to manage current responsibilities for tracking training and state compliance. | X | | | |
| 60. Consolidate Department grants oversight under the Finance Unit to reduce grant administration and reporting inefficiencies. | X | | | |
| **Administration** | | | | |
| **Training Unit** | | | | |
| 61. Add one Lieutenant position to the Training Unit for dedicated Unit management and remove all training responsibility from the current Professional Standards Lieutenant. | | X (1) | | |
| 62. Make the new Training Unit Lieutenant a direct report to the Chief of Police or to the Captain of Support Services. | X | | | |
| 63. Add one Sergeant to divide training administration and programming. | | X (1) | | |
| 64. Add one officer for coordination of in-service training programming. | | | X (1) | |
| 65. Move one Senior Office Specialist (training and travel arrangements) and one Program Specialist (tracking and compliance for CA POST) to the Training Unit under the supervision of the Training Unit Sergeant. | X | | | |
| **Internal Affairs** | | | | |
| 66. Relieve all training responsibility from the current Professional Standards Lieutenant. | X | | | |
| 67. Establish annual statistics related to work performed for the oversight committee. | X | | | |
| 68. Add one Sergeant to Internal Affairs to divide the number of Internal Affairs investigations and the Use of Force / Show of Force reviews. | | X (1) | | |

| Recommendation | No Cost | Funding Priority 1 | Funding Priority 2 | Funding Priority 3 |
|---|---|---|---|---|
| **Facilities** | | | | |
| 69. Continue with efforts to fund a new Police Headquarters facility or enhance the current facility consistent with the recommendations of the recent Police Headquarters space needs assessment by the City. | X | | | |
| **Information Technology** | | | | |
| 70. Add two full-time IT positions to be embedded within the Department to manage and maintain the Department's technology equipment; these full-time positions should include availability to respond after normal business hours. | | | | X (2) |
| **Total Added Personnel by Priority\*** | | 6 | 18 | 7 |

\*These numbers do not include Patrol staffing increases that need to be determined and prioritized.

## NEXT STEPS

The purpose of this Operational and Organizational Assessment is to compare the City's current performance against the local risks to be protected and nationally recognized best practices. This analysis of performance forms the basis from which to make recommendations for changes, if any, to Department operations, equipment, organization, and staffing.

Recommendations take time and fiscal capacity—more so as the impacts of COVID-19 continue to unfold in local, state, and federal economies. Citygate suggests the following steps moving forward:

◆ Review the content, findings, and recommendations of this report.

◆ Adopt response performance goals as recommended.

◆ Direct staff to return with a year-over-year, prioritized deployment improvement and support services review, as needed, and modify it based on budget priorities for an implementation timeline of five to seven years.

# SECTION 1—INTRODUCTION

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

## 1.1 REPORT ORGANIZATION

This report is organized into the following sections.

> Executive Summary: A summary of current services and findings and recommendations by topic. A discussion of next steps is also provided with a table that summarizes recommendations and their funding priority level.

**Section 1**     Introduction: An introduction to the report's organization; goals, including project scope; and project methodology.

**Section 2**     City and Department Background: A discussion of City and agency background, history, and organization. The City's crime data, Strategic Plan, leadership, and culture, as well as the internal employee (SWOT) survey, are also discussed.

**Section 3**     Community Engagement: A discussion of existing community engagement practices is contained within this section, as well as a summary of the community listening sessions and community satisfaction survey administered by Citygate.

**Section 4**     Patrol Division Assessment: A review of the Patrol Division organization, staffing, scheduling, and supervision. Demand for service, response time, and workload analysis are included in this section. Dispatch is also discussed.

**Section 5**     Investigations Division Assessment: A review of the Investigations Division, including all criminal investigation units, and Special Enforcement Services, which includes the Vice and Narcotics Unit, the Gang Unit, and the Gang Suppression Unit. The Records Division and Evidence and Property Unit are also discussed.

**Section 6**     Support Operations Division: A review of the Support Operations Division including the Special Operations Bureau, Harbor Unit, Crime Suppression Unit, Beach Team, Homeless Outreach Team, Psychological Emergency Response Team, Community-Oriented Policing Unit, Traffic Unit, School Safety Enhancement Team, and the Finance and Training units.

**Section 7**     Administrative Review: A review of Internal Affairs, Training Management, Facilities, and Technology are included.

**Section 8**    <u>Summary of Personnel Priorities and Findings and Recommendations</u>: A comprehensive list of all personnel FTE recommendations and their associated priority levels that appear in this report, as well as a summary list of all findings and recommendations that appear throughout the report.

## 1.2 PROJECT SCOPE

Citygate was retained to conduct a comprehensive Organizational and Operational review of the Oceanside Police Department. The review's scope included the following elements.

### 1.2.1 Organizational Review

◆ Interview or survey Department staff to acquire relevant information about personnel perceptions and organizational culture.

◆ Conduct an examination of the Police Department's organizational structure and functions.

◆ Identify current management and supervisory scope of responsibilities.

◆ Conduct an analysis of current management, supervisory, and lead officer workload. Assess administrative strengths and weaknesses (i.e., financial, supervision and development of staff, risk management coordination and practices, and use of technology).

◆ As part of this analysis, evaluate available data to include calls for police service, response times, work unit schedules, workload balance, staffing allocation, and any other relevant data.

◆ Assess the functional assignments and human resources required to perform current duties.

◆ Assess efficacy of current organizational structure.

### 1.2.2 Operational Review

◆ Review the Department's operational functions and workflow processes for each area.

◆ Analyze reporting relationships to ensure adequate span of control.

◆ Analyze the current distribution of Patrol Division resources.

◆ Review the current methodology in responding to calls for service throughout the City.

◆ Review staff retention and experience.

◆ Review adequacy of staff training and experience related to the management of functions and services provided by the Department.

◆ Conduct a stakeholder survey to evaluate community satisfaction levels related to police services and determine areas in need of improvement.

◆ Analyze staffing levels based on current and projected workloads.

## 1.3 METHODOLOGY

In preparing this Operational and Organizational review, Citygate consultants engaged in the following processes:

◆ Reviewed available documents and records relating to the management, operation, staffing, training, and budgeting of the Department.

◆ Conducted an anonymous online internal survey to assess Department strengths, weaknesses, opportunities, and threats (SWOT).

◆ Interviewed sworn and professional staff throughout the Department.

◆ Conducted an online Community Survey in partnership with the Department.

◆ Facilitated four Community Listening Forums in partnership with the Department.

◆ Conducted an on-site visit of Department facilities.

◆ Reviewed available computer-aided dispatch (CAD) and workload measurement data.

◆ Conducted a legislative review, interviews, and review of organizational impacts.

◆ Considered best practices in other agencies for applicability to the Department.

## 1.4 ACKNOWLEDGEMENTS

Citygate would like to thank and acknowledge the diligent work ethic of members of the Oceanside Police Department. The vast majority of employees made time in their busy schedules for interviews, to acquire requested information, and to provide historical perspectives on issues necessary for this assessment.

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# SECTION 2—ORGANIZATIONAL REVIEW

## *2.1    CITY BACKGROUND AND ORGANIZATIONAL STRUCTURE*

The City of Oceanside was incorporated in 1888 and is the second oldest municipality in San Diego County.[4] Encompassing 42 square miles, the City is organized into four districts and has a council/manager form of government, with a five-member City Council including one councilmember from each District and a Mayor who is elected at-large. Councilmembers are elected to staggered, four-year terms and work closely with the City Manager.[5]

### Figure 1—Oceanside Districts and Representation



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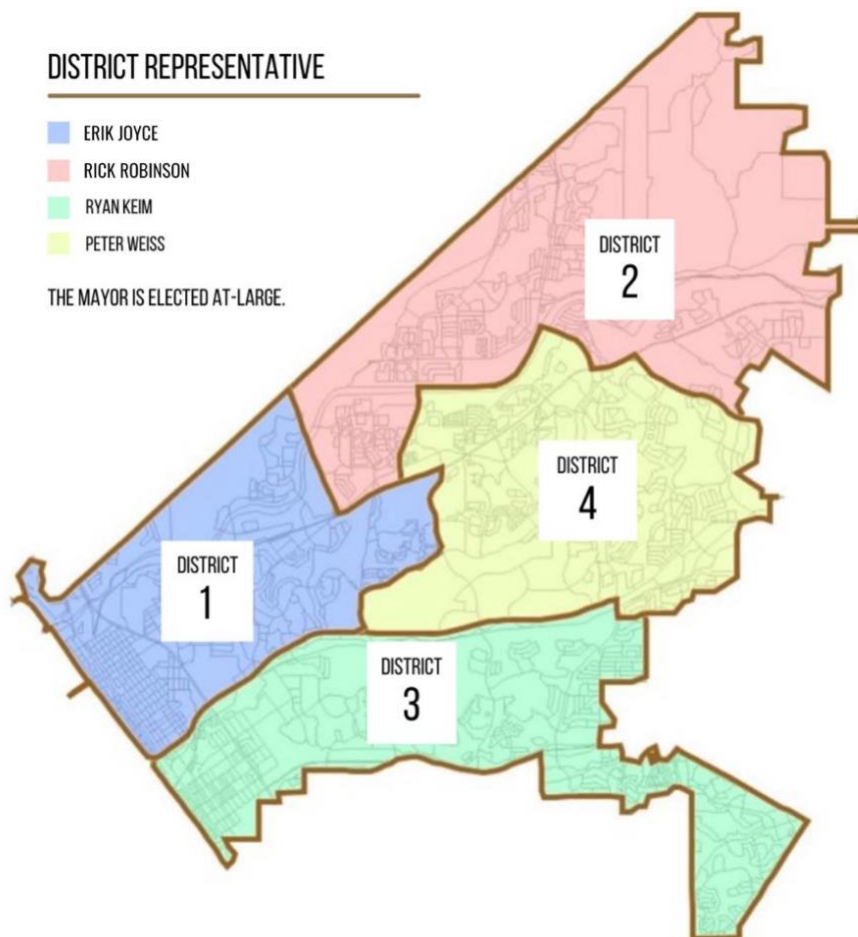
[4] City of Oceanside Planning Division website.
[5] City of Oceanside Annual Report 2021.

## 2.1.1  Population Trends

The City makes up approximately five percent of the population of San Diego County. The City's current Housing Element and San Diego Area Governments (SANDAG) project the City's population to grow to 209,530 by 2030 and 214,530 by 2040.

However, these projections have been significantly impacted by the COVID-19 pandemic. The current population estimate for the City is 173,048 according to the California Department of Finance.[6] The following figure shows the City's 10-year population trend.

**Figure 2—Oceanside Population (2010–2022)**
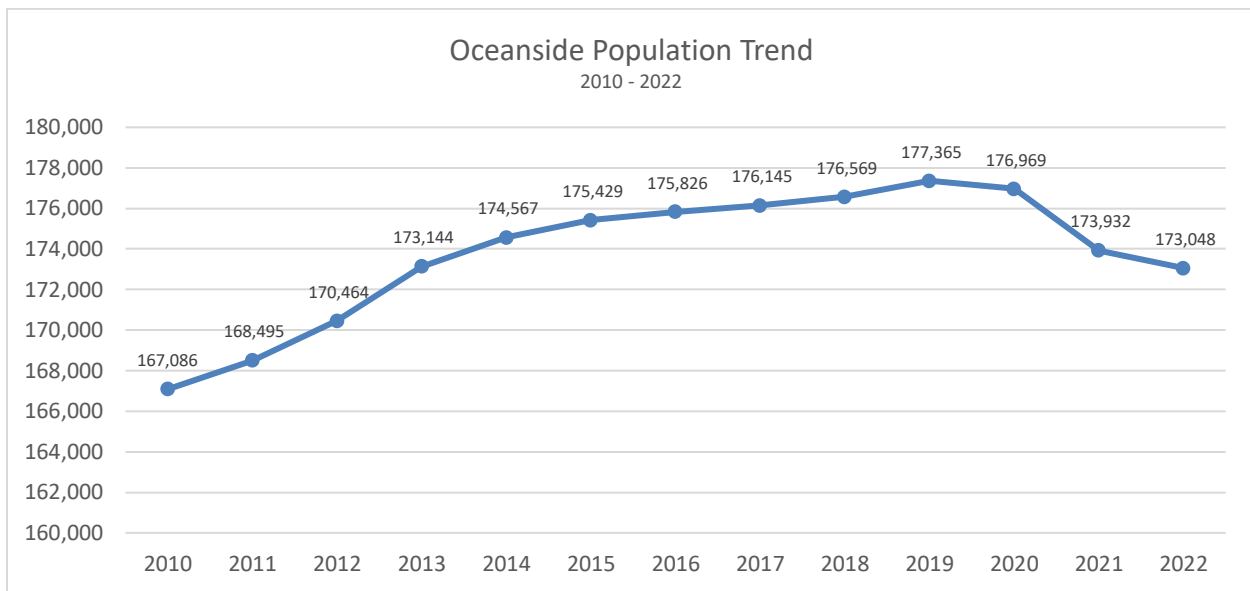


The following figure details projected population growth and growth rates as shown by SANDAG Master-Geographical Reference Area (MGRA) zone system.

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[6] State of California Department of Finance E-4 Population Estimates for Cities 2011–2020.

**Figure 3—Oceanside Population Change and Change Rate (2016–2035)**
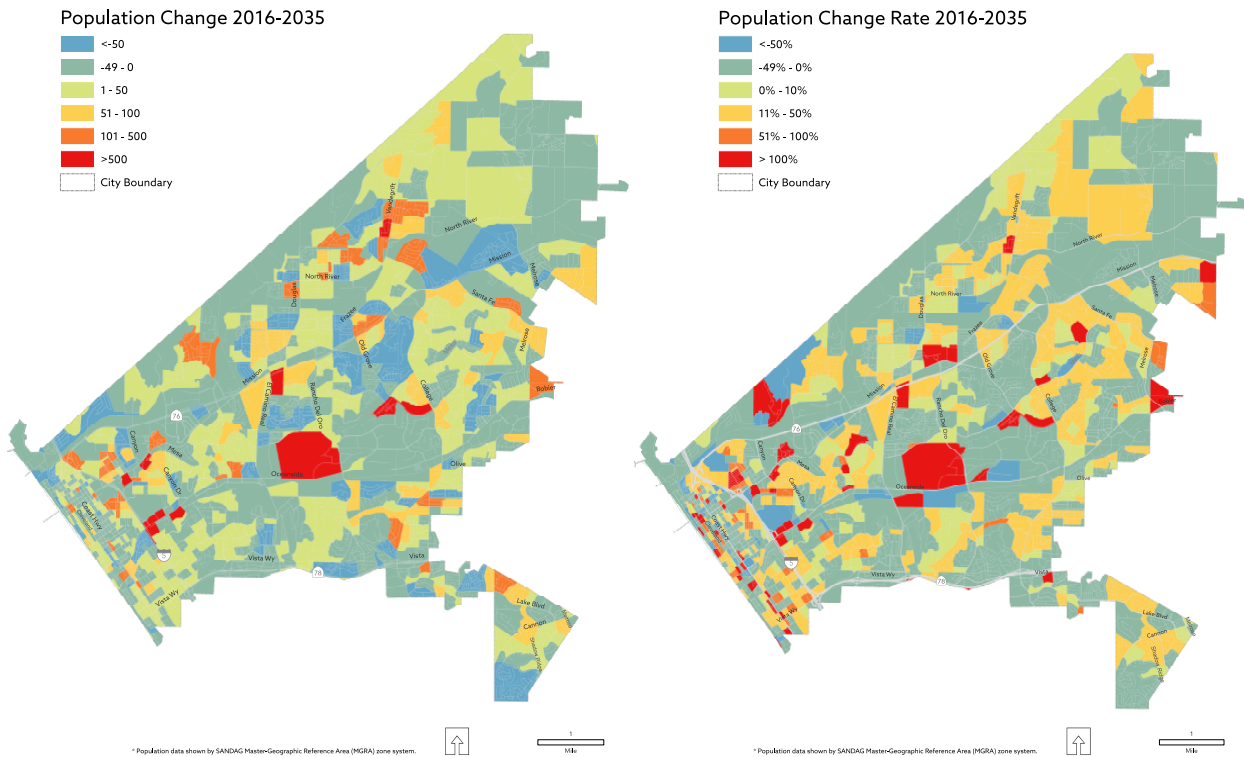


## 2.2    AGENCY BACKGROUND AND ORGANIZATIONAL STRUCTURE

As with the City itself, the Department's history can be traced back to the City's incorporation in 1888. At that time, with a population of just over 1,000, public safety was managed by the City Marshal's Office. In 1906, the Oceanside Police Department was officially established by City ordinance.[7]

At the time of this organizational review, the Department was operating with an authorized sworn staff of 226 and an additional professional staff of 86 for a total of 312 full-time equivalent (FTE) employees. The following is an adapted version of the Department's Organizational Chart.

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[7] City of Oceanside Police Department website.

**Figure 4—Oceanside PD Organizational Chart (2022)**
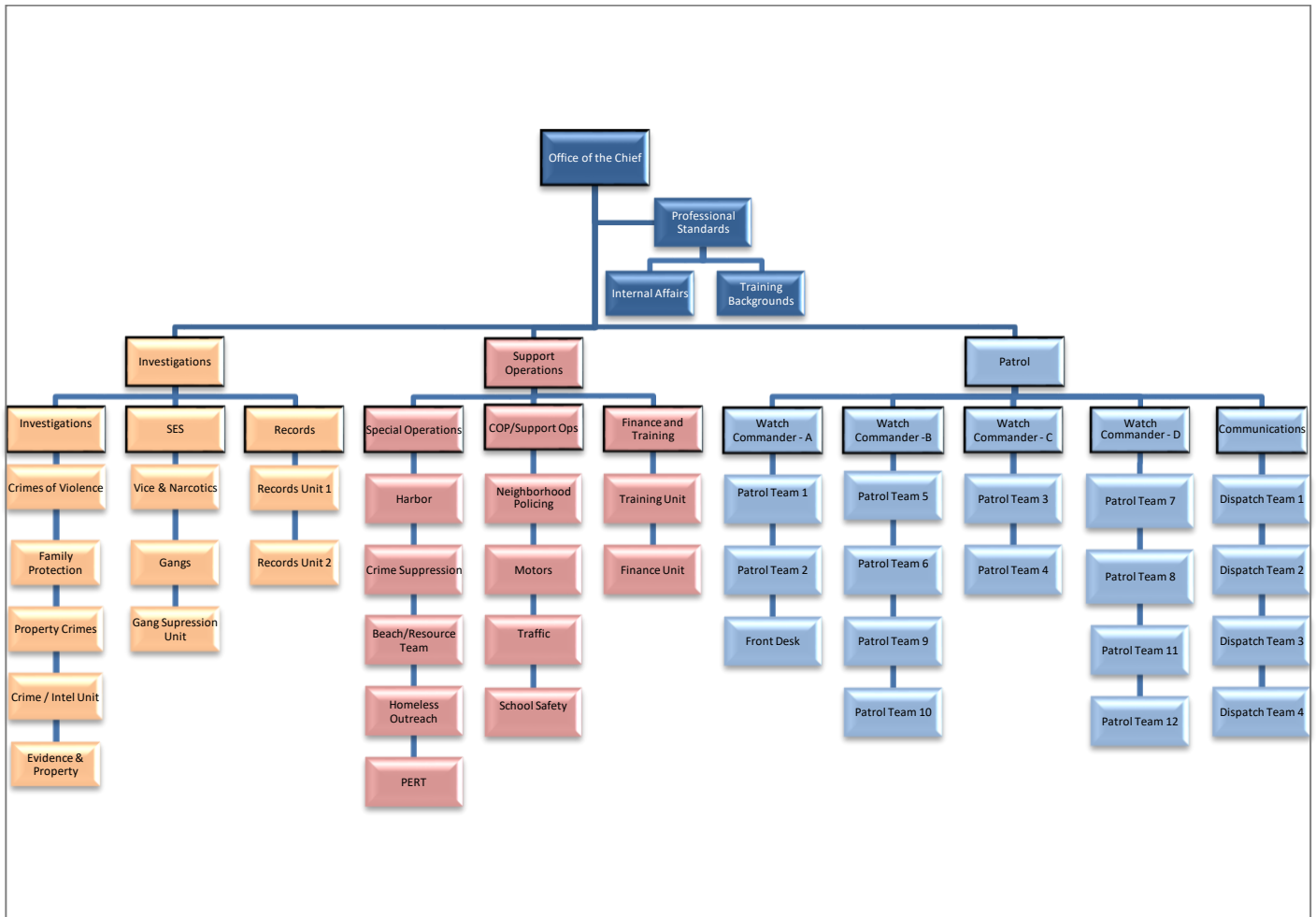


## 2.2.1 Benchmark Analysis

As part of this review, Citygate has established several benchmark measurements with similarly situated municipal police agencies. When selecting benchmark agencies, Citygate sought input from the Department as to which agencies the Department typically compares itself with, along with other geographical and population metrics. For the purposes of this study, the following municipal police agencies were used:

◆ City of Carlsbad Police Department

◆ City of Torrance Police Department

◆ City of Chula Vista Police Department

It should be noted that Citygate does not make staffing recommendations based on population measures (i.e., one officer per 100,000 residents). Rather, Citygate utilizes a data-informed

workload analysis based on calls for service, which will be discussed later in this report. That said, population benchmarking does provide a snapshot in time of current agency ratios in comparison with the benchmark agencies.

### *Staffing Benchmark*

The Staffing Benchmark compares chosen agencies by population, the ratio of residents per officer, and the number of sworn police officers employed per 1,000 residents. Also included is the violent crime rate—as reported by the Federal Bureau of Investigation for 2021[8]—as well as the number of violent crimes in 2021.

### Table 2—Benchmark: Agency Staffing

| Agency | Population | Residents Per Officer | Officers Per 1,000 Pop. | Violent Crime Rate | Violent Crime 2021 |
|---|---|---|---|---|---|
| Torrance PD | 144,433 | 647.7 | 1.54 | 189.71 | 274 |
| **Oceanside PD** | **173,048** | **765.7** | **1.31** | **445.54** | **771** |
| Carlsbad PD | 115,585 | 875.6 | 1.14 | 203.31 | 235 |
| Chula Vista PD | 276,785 | 985.0 | 1.02 | 314.68 | 871 |

### *Rank Structure Benchmark*

The Rank Structure Benchmark compares the police agencies' ratio of line-level officers to Managers. For this operational assessment, Citygate only looked at sworn positions. The reader should in no way infer that non-sworn professional staff are not critical to any police agency's operational effectiveness and efficiency. However, as every agency deploys professional staff somewhat differently, Citygate concentrated only on sworn staff for this assessment.

There are two interesting points to note with the following benchmark table. The first is that the Department's ratio of Managers and Supervisors is low relative to the other agencies except for the Chula Vista PD. This is significant when considering the relatively higher crime rate in Oceanside compared to the other three agencies. The second point is the lower percentage of officers assigned to Patrol duties. Citygate prefers closer to 60 percent in this category, and this is statistically significant given the staffing shortages that will be discussed later in this report.

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[8] Federal Bureau of Investigation's Crime Data Explorer website.

### Table 3—Benchmark: Agency Rank Structure

| Agency | Population | Sworn | Execs[1] | Mid | SGT | Officers | Patrol |
|---|---|---|---|---|---|---|---|
| Carlsbad PD | 115,585 | 132 | 3.0% | 6.1% | 12.1% | 78.8% | 61.5% |
| Torrance PD | 144,433 | 223 | 2.2% | 5.8% | 14.8% | 77.1% | 47.7% |
| **Oceanside PD** | **173,048** | **226** | **1.8%** | **4.0%** | **11.9%** | **82.3%** | **48.9%** |
| Chula Vista PD | 276,785 | 281 | 1.8% | 3.9% | 11.7% | 82.6% | 59.5% |

[1] "Execs" refers to the executive level, typically captain and above; "Mid" refers to middle management positions, typically Lieutenants; "SGT" refers to Sergeants or first line Supervisors; "Officers" refers to all line-level sworn officers; and "Patrol" refers to officers assigned to the Patrol function.

## *Policing Costs Benchmark*

The following table benchmarks each agency's budgeted policing costs per capita. Citygate used FY 2021–22 budgeted amounts.

### Table 4—Benchmark: Agency Policing Costs by Per-Capita Spending

| Agency | City Budget[1] | Police Budget | Police Budget % of General Fund | Police Budget Per Capita |
|---|---|---|---|---|
| Chula Vista PD[2] | $238,833,770 | $66,814,456 | 27.98% | 241 |
| **Oceanside PD** | **$188,184,319** | **$69,251,977** | **36.80%** | **400** |
| Carlsbad PD | $184,569,489 | $48,756,017 | 26.42% | 422 |
| Torrance PD[3] | $221,697,989 | $87,456,880 | 39.45% | 604 |

[1] All figures from General Fund of agency shown in budget documents; no adjustments for fees or revenues were made if not already accounted for in budget documents.

[2] Chula Vista issued pension obligation bonds, reducing their overall pension costs in FY 22, which reduced the pension costs for their PD by approximately $9.3 million (assuming the same salary increase percentage reflected in budget document). Adjusting for the pension cost savings experienced, it is estimated that the PD cost for Chula Vista would have been approximately $76 million—as opposed to the approximately $66.8 million reflected in the table. Even with this adjustment, however, Chula Vista would still have the lowest PD budget per capita of the agencies in the table.

[3] Proposed budget

## 2.3 ORGANIZATIONAL OBSERVATIONS

The Department is a considerably large organization with a wide array of operational activities in motion. As previously noted in Table 3 (Benchmark: Agency Rank Structure), the ratio of sworn management to non-management personnel in the Department is low relative to comparator agencies. Modern best practices in policing require a Police Chief to be highly engaged with community activities; thus, a Senior Executive Manager is needed to manage the day-to-day operations of the organization's three diverse operational divisions.

## 2.3.1 Recommendation

> **Recommendation #1:** Add the position of Deputy Police Chief to the Office of the Chief. Organize the position as the Executive Manager of the three operational divisions. The position should report to the Chief of Police and executive manage the day-to-day operations of the organization, thus allowing the Police Chief to focus on strategic issues as well as community engagement.

## 2.4 CITY CRIME DATA – UNIFORM CRIME REPORTING

The following data is from the FBI's Crime Data Explorer website.[9] Police agencies across the nation, including the Oceanside Police Department, report crimes committed to the Department of Justice annually, with that data being published on the FBI website.

### 2.4.1 Part 1 Crimes

While all crimes are reported, the FBI website focuses on two categories of crimes that consist of four crimes in each category. These are referred to as Part 1 Violent Crimes and Part 1 Property Crimes and break down as follows:

- ◆ Part 1 Violent Crimes
    - ➢ Homicide
    - ➢ Rape
    - ➢ Robbery
    - ➢ Aggravated assault
- ◆ Part I Property Crimes
    - ➢ Arson
    - ➢ Burglary
    - ➢ Theft
    - ➢ Motor vehicle theft

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[9] https://crime-data-explorer.app.cloud.gov/pages/home

The following figure shows UCR Crime Data for the years 2010 to 2020.

**Figure 5—UCR Part 1 Crimes Data (2010–2020)**



## 2.4.2  Crime Rate Comparison

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

### *Violent Crime Rate Comparison*

The violent crime rate comparison goes through 2020 because the FBI has not yet published crime rate statistics for 2021 and 2022. Violent crime was consistently at or below the state average in the period analyzed.

While not reflected in this data set, violent crime increased statewide in California by 6.7 percent[10] and 9.4 percent in Oceanside.[11]

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[10] https://www.ppic.org/publication/crime-trends-in-california/

[11] FBI Crime Data Explorer website.

**Figure 6—Violent Crime Rate Comparison (2010–2020)**
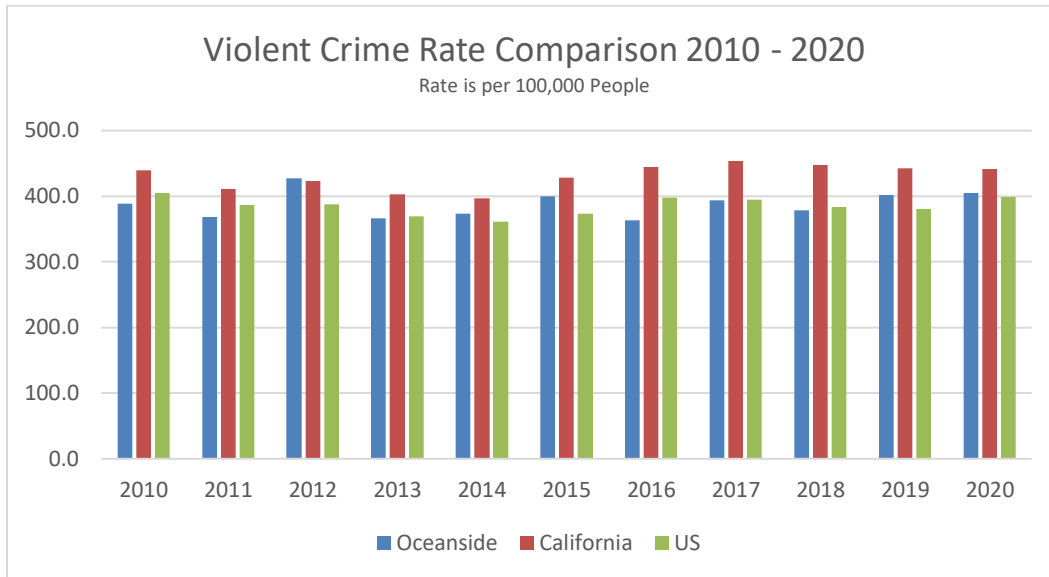


*Property Crime Rate Comparison*

As with violent crimes, Part 1 Property Crime rates are calculated through 2020 because further crime statistics for California and the United States are not yet published. The ten-year trend shows Oceanside trending down.

**Figure 7—Property Crime Rate Comparison (2010–2020)**
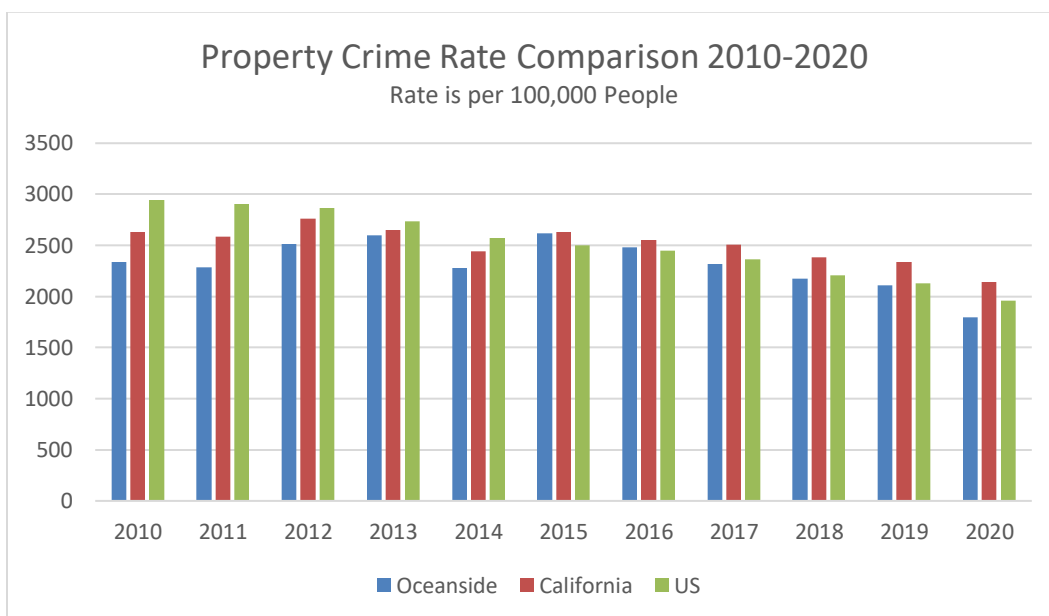
## 2.5    LEADERSHIP AND CULTURE

The Department is poised on the verge of positive change. This was characterized by the high degree of professionalism displayed at all levels of the organization and the willingness of staff to implement new ideas and technologies. During all interactions with the Department, it was clear that Citygate's Operational Assessment was being taken very seriously and would be a catalyst for change that was very much needed.

Citygate was highly impressed with the cohesion of the command staff and with the leadership of the Police Chief. Based on the results of the internal employee surveys, Citygate's staff interviews, and the community engagement listening sessions, it was clear that the Police Chief is well respected, not only within the organization but throughout the community. The Police Chief is a long-time member of the Oceanside community, and his passion for its residents and his Department is clear.

## 2.6    EMPLOYEE SURVEY

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

For the Department, the SWOT survey received a 55 percent response rate, which Citygate considers above average. The responses submitted by Department employees indicated a strong commitment to serving the community and a great desire for change. Citygate has incorporated employee feedback throughout this assessment.

# SECTION 3—COMMUNITY ENGAGEMENT

## 3.1 IMPORTANCE OF COMMUNITY ENGAGEMENT

Engagement with the community is a crucial component of the work of any police department. Strong relationships of mutual trust between police agencies and the communities they serve are critical to maintaining public safety and effective policing. Police officials rely on the cooperation of community members to provide information about crime in their neighborhoods and work with the police to devise solutions to crime and disorder problems.[12]

Modern policing can trace its roots to 1829 in London, when Sir Robert Peel introduced the first modern-day police force (now known as the Metropolitan Police Service).[13] Peel, the British Home Secretary at the time, is also widely credited with the development of nine principles of good policing,[14] which are still very relevant today.

One of the most often quoted of Peel's principles states, in short, ***"…the police are the public and the public are the police…"*** which underscores the need for significant community support and engagement. To that end, Citygate sought to measure the level of community support and engagement in the City in two ways: first, by conducting a community satisfaction survey, and second, by hosting a series of community listening sessions. This section outlines the results of those efforts.

## 3.2 COMMUNITY SATISFACTION SURVEY

The Community Satisfaction Survey was developed from a community survey created by the U.S. Department of Justice Office of Community-Oriented Policing Services (US-DOJ COPS)[15] and assessed five key areas of police-community relations including:

◆ Community Involvement

◆ Safety

◆ Procedural Justice

◆ Performance

◆ Contact and Satisfaction

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[12] https://www.justice.gov/file/1437336/download

[13] https://www.met.police.uk/

[14] https://www.civitas.org.uk/research/crime/facts-comments/principles-of-good-policing/

[15] https://cops.usdoj.gov

The survey was published online and hosted on Citygate's website.[16] The Department, through its Public Information Officer, published and marketed the survey, which was launched in English on August 1, 2022, and in Spanish on August 2, 2022. Both surveys ran through August 23, 2022. In total, there were 689 responses to the survey, including 687 in English and 2 in Spanish.

### 3.2.1  Survey Results

A summary of survey results follows, with the entire summary of survey results contained in **Appendix A** of this report.

*Community Involvement*

There were five community involvement questions that assessed the extent to which the Department develops community relationships, communicates with community members, seeks community input, works with the community to solve problems, and practices community policing. The following options were available to respondents:

- ◆ Not at all
- ◆ A little
- ◆ Somewhat
- ◆ A lot
- ◆ To a great extent

There were no extreme responses to any of the Community Involvement questions, with the Department receiving the highest satisfaction ratings in (1) developing relationships and (2) communicating with the community, and the lowest ratings in (1) seeking input and working with the community to solve problems and (2) community policing.

*Safety*

When asked about the three greatest issues facing the community, the top three responses were as follows:

1. Homeless- or transient-related problems = 76.9 percent

2. Traffic-related problems = 34.3 percent

3. Auto burglaries or thefts = 28.7 percent

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[16] https://www.citygateassociates.com

Other safety-related responses included a majority of respondents who feel very safe during the day but less so at night, and a majority of people who feel safety has decreased in the last 12 months.

### *Procedural Justice*

In the area of *Procedural Justice,* the Department received very high marks, with an impressive 58 percent of respondents trusting the agency either "a lot" or "to a great extent" compared to less than 12 percent who do not trust the Department.

### *Performance*

Crime prevention and problem solving appear to be areas where the Department can improve; however, overall satisfaction with the Department outweighs those not satisfied at all.

### *Contact and Satisfaction*

While the vast majority of respondents had no contact with the Department in the past 12 months, those who did were generally satisfied as a result of those contacts.

The results of the entire survey can be found in **Appendix A** of this report.

## 3.3    COMMUNITY ENGAGEMENT (LISTENING) SESSIONS

In addition to the community survey, Citygate facilitated a series of *Community Listening Sessions* to elicit feedback on Department performance and how future operations might be improved. The listening sessions were held on the following dates and times:

- ◆    Tuesday, August 30, 7:00 pm – 9:00 pm at Melba Bishop Park Recreation Center

- ◆    Wednesday, August 31, 7:00 pm – 9:00 pm at John Landes Park Community Center

- ◆    Tuesday, September 13, 7:00 pm – 9:00 pm at El Corazon Aquatic Center

- ◆    Saturday, September 17, 12:00 pm – 2:00 pm at Civic Center Community Rooms

All listening sessions were facilitated by two Citygate Senior Police Consultants, each with an extensive background in public safety and policing. Oceanside Police Chief Fred Armijo opened each session by welcoming the attendees and explaining the purpose of the listening sessions. He remained present to answer any procedural questions specific to the Department that the consultants could not answer.

Citygate's consultants prompted the discussion with the following four questions:

1.    What works well at the Oceanside Police Department (what are they doing that you like)?

2.        What needs improvement (what opportunities are there for change)?

3.        What recommendations do you have?

4.        If you were the Police Chief for a day with an unlimited budget, what changes would you make?

Over the course of the four sessions, 34 community members attended and provided input. The following comments highlight the key points raised by community members:[17]

*What works well at the Oceanside Police Department (what are they doing that you like)?*

◆     Residents appreciate community events put on by OPD such as "Coffee with a Cop" etc.

◆     There is a sense that the Department does a good job of communicating to the community.

◆     Residents support the community policing efforts of the Department.

◆     Residents feel the Department is "local" and they know and trust the officers.

◆     Officers are not overbearing and make the effort to be respectful; they have a non-confrontational way of interacting with people.

*What needs improvement (what opportunities are there for change)?*

◆     Several residents expressed concern about response times and suggested the Department should notify them if lower priority calls cannot be responded to right away.

◆     Feeling that response times are longer in lower income neighborhoods.

◆     Residents would like to see more traffic enforcement. There is a perception that only Motors units are making enforcement stops.

◆     General feeling that downtown residents may have safety concerns.

◆     Communication and/or engagement with the Latino community, including translating key messages via social media in Spanish.

◆     Ability to deal with the homeless situation. Consistent with the Community Survey, this issue came up numerous times during each session.

◆     More Neighborhood Watch programs needed.

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[17] Citygate only includes public comments that are within the purview of the Department.

*What recommendations do you have?*

◆ Cultural competence training for specific communities, especially the Latino community.

◆ Increase the number of public information releases in Spanish.

◆ Increase efforts to hire locally.

◆ Enforce available laws to help mitigate the homeless problem.

◆ Improve the technology officers have in the field (mobile digital computers) and throughout the Department in general.

◆ Ensure officers in the field have access to translation services.

◆ Increase speed (traffic) enforcement.

◆ Increase minimum staffing for dispatch.

◆ Consider a public information campaign on the non-emergency dispatch number.

*If you were the Police Chief for a day with an unlimited budget, what changes would you make?*

◆ Invest in a fully electric vehicle fleet.

◆ Purchase a dictation system for officers to write reports faster so they can be more visible and available in the field.

*General comments not directed specifically to the four questions*

◆ A general inquiry about police pursuits. Chief Armijo clarified the Department's pursuit policy.

◆ A general question about school safety and jurisdiction. Chief Armijo responded by outlining the Department's active killing/shooter training.

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# SECTION 4—PATROL DIVISION ASSESSMENT

## 4.1    ORGANIZATION, STAFFING, AND SCHEDULING

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

◆    Actual (and available) staffing versus allotted staffing, including Patrol Officers, Sergeants, Canine Officers, Traffic Officers, Field Evidence Technicians (FETs), and Community Service Officers (CSOs)

◆    The use of overtime in Patrol

◆    Time off taken by officers in Patrol, and how it curtails minimum Patrol staffing levels

◆    The number, type, and duration of public-generated calls for service and staff-initiated activity

◆    Response times

◆    Crime, including crime trends and any other unique local public safety concerns

◆    Any obstacles or impediments that can consume an officer's time and/or take an officer or other Patrol staff away from their core duties (such as time spent in court, at the jail, or in local hospitals, and/or any technological deficiencies).

The Department's Patrol Division provides continuous delivery of police services to the community through numerous and varied functions, which include responding to calls for service, proactive patrol (officer-initiated activity), maintenance of public order, the discovery of hazards, investigation of crimes and incidents, arresting offenders, traffic enforcement and control, emergency services, and the reporting of information to other appropriate organizational units.

For purposes of Patrol officer deployment, the City is divided into four sectors and ten beats. Officers are generally assigned to a beat for one year at a time, which allows them time to build knowledge of their beats and affords community members time to become familiar with officers. This serves to build trust, which will then enable better working relationships.

Patrol FETs are responsible for processing crime scenes, collecting evidence, and taking some lower-level crime or information reports.

Current authorized or allotted staffing in Patrol includes a Police Captain, four Lieutenants, 12 Sergeants, 91 police officers (including four Canine Officers) and eight FETs.

Within the Patrol Division, there is also the Communications (Dispatch) and the Front Desk Section. Allotted staffing in Communications includes a Communications Section Manager, 4 Dispatch Supervisors, 25 dispatchers, and 2 part-time dispatchers. Front Desk staffing includes 1 CSO Supervisor, and 4 CSOs.

In addition to covering ten beats within four distinct sectors, Patrol staffing is divided into twelve teams across three shifts:

◆ Days: 6:00 am to 6:00 pm

◆ Nights: 1:00 pm to 1:00 am

◆ Mornings: 7:00 pm to 7:00 am

### Table 5—Patrol Schedule

| Workdays | Days: 0600–1800 | Nights: 1300–0100 | Mornings: 1900–0700 |
|---|---|---|---|
| Sunday, Monday, Tuesday ("front half") | Teams 1 and 2 | Teams 5 and 6 | Teams 9 and 10 |
| Thursday, Friday, Saturday ("back half") | Teams 3 and 4 | Teams 7 and 8 | Teams 11 and 12 |

The shift overlap periods are as follows:

◆ Days and Nights overlap between 1:00 pm and 6:00 pm

◆ Nights and Mornings overlap between 7:00 pm and 1:00 am

◆ Mornings and Days overlap between 6:00 am and 7:00 am

Patrol staff work 12-hour shifts, three days per week; they also work one "makeup" day of 8:00 hours every other week.

At full staffing, patrol officer deployment by shift is as follows.

### Table 6—Patrol Officer Deployment by Shift

| Officer Assignment | Days | Nights | Mornings |
|---|---|---|---|
| "Front half" of the week | 13 | 18 | 14 |
| "Back half" of the week | 14 | 18 | 14 |

From data provided by the Department, and in interviews with staff and SWOT survey responses, Citygate learned that Patrol often lacks enough officers on any given shift to assign one to cover each of the City's ten beats. Citygate found that it is not uncommon to have only seven patrol officers available to cover 10 beats, prompting the need for overtime. Such staffing shortfalls are

largely due to the number of vacant police officer positions. As of November 4, 2022, there were 20 police officer vacancies in the Department, including 19 vacancies in Patrol. These vacancies are largely due to authorized leave, including work-related injuries and Family Medical Leave.

## 4.2 WORKLOAD ANALYSIS

The figure shows data for public-generated calls for service handled by Patrol officers from 2018 through March 2022.

### Figure 8—Public-Generated Calls for Service
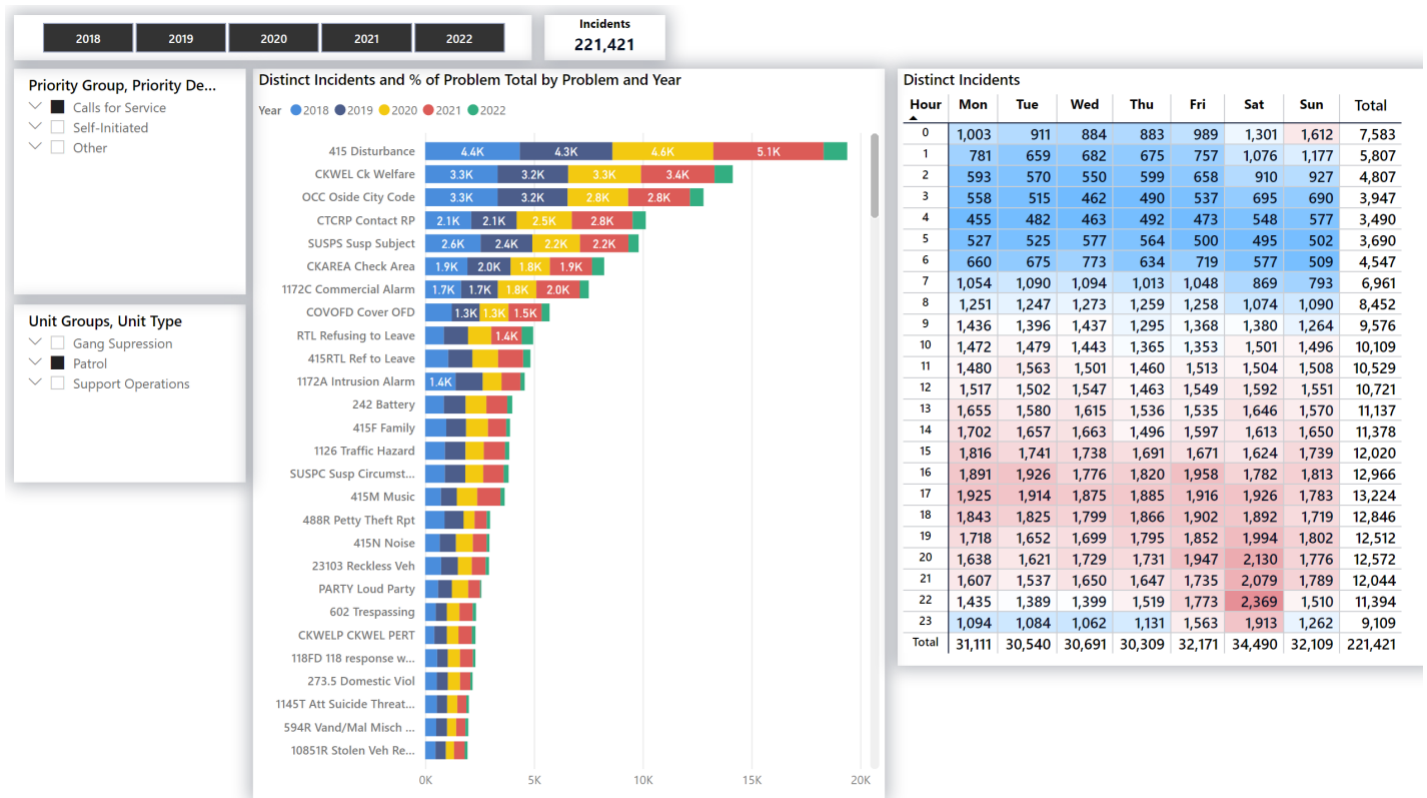


As the figure shows, the most frequent call types are disturbances, checking the welfare of individuals, and calls of potential City Code violations. The temporal table on the right shows that public-generated calls begin to rise around 7:00 am across the week. Such calls rise even more beginning at roughly 1:00 pm to 3:00 pm and run relatively high through 9:00 pm most days of the week—with the exception of Friday and Saturday nights, where public-generated calls are high until midnight and beyond, especially on Saturday nights into early Sunday mornings. The busiest day of the week with the highest number of calls for service received is Saturday (34,490 distinct incidents). The busiest one-hour block also falls on Saturday nights from 10:00 to 11:00 pm, but most calls across the week occur in the 5:00 pm hour (13,224 distinct incidents).

**Table 7—Workload Analysis: Committed Time**

| Year | Calls for Service % of Time Committed | Officer-Initiated Activity % of Time Committed | Total Incidents | Patrol Unit IDs |
|------|------|------|------|------|
| 2018 | **81.1%** | **17.5%** | 72,769 | 63 |
| 2019 | **81.4%** | **16.7%** | 71,847 | 63 |
| 2020 | **85.2%** | **13.6%** | 64,121 | 67 |
| 2021 | **86.4%** | **13.2%** | 66,154 | 59 |
| 2022 | **88.2%** | **11.4%** | 15,219 | 49 |

The table shows a consistent increase in the percentage of Patrol officer time committed to public-generated calls for service going back to 2018. Correspondingly, there has been a consistent reduction in time expended on officer-initiated activity—which may include community engagement activities and other proactive enforcement efforts, such as searching for witnesses or wanted subjects, patrolling problem areas, and conducting traffic enforcement.

The table also shows a decline in Patrol Unit CAD identifiers since 2020—from 67 in 2020 to 49 in 2022. It should be noted that Patrol Unit identifiers in CAD do not necessarily represent officers assigned to Patrol on a full-time basis for an entire year. Some identifiers could be officers who are normally assigned to other organizational units but were working in Patrol to fill vacancies. Such CAD identifiers may also include officers working on an overtime basis, or officers who worked in Patrol for a period less than a full year.

### 4.2.1 Patrol Officer-Initiated Activity

Year-by-year Patrol activity reveals a five-year average of 15,495 officer-initiated incidents:

- ◆ 2017: 16,600
- ◆ 2018: 18,369
- ◆ 2019: 17,544
- ◆ 2020: 12,676
- ◆ 2021: 12,287

Notably, there was a precipitous drop (27 percent) in officer-initiated activity in 2020, which was initially thought to be an anomalous year given the COVID-19 outbreak and efforts by the Department to limit staff's non-essential contact with members of the public. The downturn in activity, however, continued into 2021, which Citygate has also observed with other agencies.

The following figure provides a visual and temporal representation of officer-initiated activity from January 2018 through March 2022.

**Figure 9—Officer-Initiated Activity**
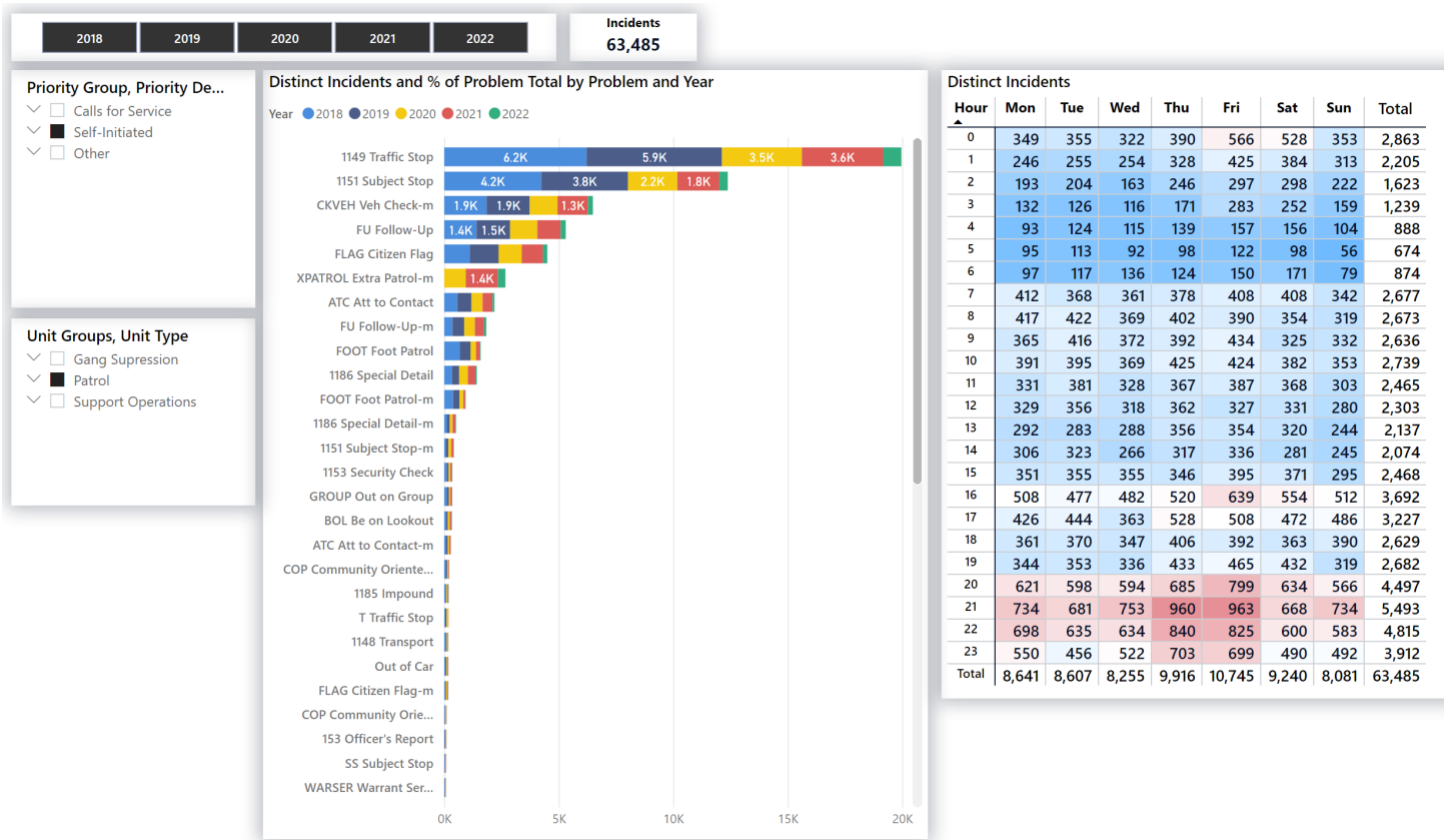


By a wide margin, the most frequent officer-initiated activity was traffic stops, followed by stops (detentions) of people. Peak periods for officer-initiated activity generally begin at 8:00 pm and last until midnight Monday through Saturday. These times coincide with the shift overlap period (7:00 pm to 1:00 am) between the Nights and Mornings shifts.

The following figure shows recent Patrol Unit utilization (committed time) from January 2021 through March 2022.

**Figure 10—Workload Analysis: Patrol Unit Utilization**



| 2018 | 2019 | 2020 | 2021 | 2022 |

**Calls For Service Patrol Unit Utilization**

| Hour | Mon | Tue | Wed | Thu | Fri | Sat | Sun | Total |
|---|---|---|---|---|---|---|---|---|
| 0 | 64.7% | 51.7% | 58.6% | 51.7% | 43.7% | 64.5% | 65.7% | 57.3% |
| 1 | 61.0% | 52.2% | 70.5% | 52.0% | 50.9% | 54.6% | 62.6% | 57.7% |
| 2 | 55.4% | 49.1% | 59.2% | 49.0% | 42.3% | 53.9% | 59.9% | 52.7% |
| 3 | 59.1% | 55.8% | 45.1% | 43.7% | 35.8% | 50.0% | 47.9% | 48.2% |
| 4 | 42.8% | 43.5% | 45.5% | 53.1% | 41.0% | 43.2% | 45.6% | 44.9% |
| 5 | 51.7% | 47.8% | 48.0% | 40.9% | 42.2% | 39.0% | 40.5% | 44.2% |
| 6 | 55.5% | 44.5% | 52.6% | 41.3% | 36.8% | 40.4% | 43.0% | 44.9% |
| 7 | 55.2% | 57.0% | 56.5% | 54.4% | 66.4% | 54.0% | 55.3% | 57.0% |
| 8 | 65.4% | 57.1% | 65.0% | 58.6% | 63.3% | 58.5% | 61.3% | 61.3% |
| 9 | 64.0% | 60.0% | 66.0% | 66.2% | 62.5% | 64.8% | 64.0% | 63.9% |
| 10 | 77.3% | 66.8% | 64.2% | 63.4% | 60.8% | 67.4% | 65.8% | 65.8% |
| 11 | 70.1% | 77.9% | 79.6% | 68.8% | 68.1% | 77.1% | 76.2% | 74.0% |
| 12 | 78.8% | 76.9% | 77.3% | 67.8% | 61.0% | 69.4% | 72.4% | 71.9% |
| 13 | 73.8% | 74.3% | 69.5% | 60.7% | 68.1% | 67.9% | 65.5% | 68.6% |
| 14 | 73.5% | 71.8% | 70.7% | 66.0% | 75.8% | 61.0% | 73.6% | 70.4% |
| 15 | 62.4% | 68.1% | 56.9% | 54.4% | 60.5% | 55.6% | 58.2% | 59.5% |
| 16 | 70.7% | 79.3% | 72.5% | 63.3% | 73.1% | 67.2% | 71.9% | 71.2% |
| 17 | 79.0% | 79.5% | 78.4% | 62.7% | 68.7% | 76.1% | 77.4% | 74.6% |
| 18 | 73.0% | 75.1% | 82.1% | 64.8% | 66.7% | 75.3% | 75.6% | 73.3% |
| 19 | 73.1% | 71.4% | 68.2% | 61.9% | 61.3% | 62.3% | 72.0% | 67.2% |
| 20 | 65.2% | 68.8% | 66.8% | 62.0% | 62.8% | 65.7% | 70.3% | 66.0% |
| 21 | 68.8% | 66.7% | 62.8% | 52.6% | 54.7% | 59.6% | 57.5% | 60.4% |
| 22 | 56.2% | 62.3% | 53.1% | 57.0% | 60.7% | 58.0% | 50.0% | 56.8% |
| 23 | 52.2% | 63.5% | 46.2% | 47.8% | 69.6% | 55.4% | 61.1% | 56.6% |
| Total | 64.7% | 63.6% | 63.4% | 57.1% | 58.5% | 59.9% | 62.5% | 61.4% |

**Other Activity Patrol Unit Utilization**

| Hour | Mon | Tue | Wed | Thu | Fri | Sat | Sun | Total |
|---|---|---|---|---|---|---|---|---|
| 0 | 11.3% | 15.5% | 12.8% | 15.6% | 16.3% | 9.8% | 17.1% | 14.2% |
| 1 | 8.3% | 17.2% | 19.0% | 15.5% | 13.4% | 15.4% | 9.3% | 14.1% |
| 2 | 12.2% | 9.7% | 16.5% | 25.1% | 16.6% | 13.1% | 8.2% | 15.2% |
| 3 | 9.9% | 12.5% | 8.5% | 14.8% | 19.5% | 15.1% | 17.2% | 14.4% |
| 4 | 32.6% | 14.8% | 27.5% | 21.5% | 19.1% | 17.1% | 8.8% | 20.6% |
| 5 | 21.6% | 28.6% | 10.9% | 9.4% | 11.5% | 24.5% | 9.9% | 17.1% |
| 6 | 13.9% | 29.5% | 10.6% | 42.5% | 10.0% | 60.8% | 14.0% | 28.6% |
| 7 | 17.2% | 12.3% | 20.5% | 18.5% | 15.5% | 24.5% | 10.6% | 17.1% |
| 8 | 12.3% | 15.5% | 15.5% | 15.5% | 15.8% | 11.8% | 15.7% | 14.6% |
| 9 | 15.1% | 15.8% | 12.0% | 15.2% | 12.5% | 14.3% | 10.0% | 13.6% |
| 10 | 14.2% | 12.8% | 9.9% | 18.2% | 12.2% | 13.1% | 12.7% | 13.3% |
| 11 | 10.3% | 10.7% | 10.4% | 11.1% | 10.4% | 9.6% | 9.0% | 10.2% |
| 12 | 7.9% | 11.8% | 11.4% | 11.7% | 11.7% | 14.6% | 7.2% | 10.9% |
| 13 | 8.1% | 8.5% | 21.9% | 9.6% | 12.7% | 14.0% | 7.1% | 11.9% |
| 14 | 10.8% | 9.3% | 10.7% | 12.6% | 11.8% | 10.1% | 5.0% | 10.1% |
| 15 | 9.6% | 7.7% | 13.3% | 16.9% | 13.2% | 14.1% | 5.8% | 11.5% |
| 16 | 10.4% | 8.3% | 12.6% | 17.7% | 12.5% | 14.7% | 10.1% | 12.3% |
| 17 | 9.2% | 16.6% | 10.5% | 25.7% | 13.4% | 11.3% | 10.0% | 14.1% |
| 18 | 8.8% | 6.7% | 11.3% | 11.3% | 10.9% | 12.3% | 9.9% | 10.1% |
| 19 | 7.4% | 7.2% | 12.4% | 13.0% | 14.1% | 7.8% | 11.0% | 10.4% |
| 20 | 11.8% | 8.7% | 11.7% | 14.3% | 13.3% | 9.9% | 9.3% | 11.3% |
| 21 | 13.1% | 13.2% | 18.6% | 16.6% | 18.4% | 9.5% | 15.7% | 15.0% |
| 22 | 12.0% | 14.4% | 12.9% | 15.5% | 12.6% | 9.2% | 18.9% | 13.7% |
| 23 | 14.2% | 13.7% | 15.7% | 20.5% | 14.1% | 11.0% | 16.8% | 15.2% |
| Total | 11.9% | 12.7% | 14.1% | 16.5% | 13.8% | 14.6% | 11.4% | 13.6% |

**Patrol Unit Utilization**

| Hour | Mon | Tue | Wed | Thu | Fri | Sat | Sun | Total |
|---|---|---|---|---|---|---|---|---|
| 0 | 71.8% | 61.5% | 64.6% | 62.6% | 55.9% | 71.1% | 77.0% | 66.3% |
| 1 | 64.5% | 60.0% | 76.4% | 59.2% | 60.2% | 63.1% | 66.2% | 64.3% |
| 2 | 58.0% | 53.0% | 67.2% | 60.6% | 50.7% | 60.4% | 63.5% | 59.0% |
| 3 | 62.9% | 57.8% | 47.9% | 49.8% | 46.5% | 54.8% | 53.3% | 53.3% |
| 4 | 51.6% | 46.3% | 56.8% | 60.4% | 46.2% | 48.6% | 46.0% | 50.7% |
| 5 | 57.5% | 57.6% | 51.1% | 43.7% | 44.5% | 45.9% | 42.0% | 48.9% |
| 6 | 59.9% | 55.2% | 57.3% | 56.3% | 40.3% | 74.6% | 44.9% | 55.5% |
| 7 | 69.2% | 65.7% | 73.2% | 66.8% | 79.1% | 73.1% | 63.5% | 70.1% |
| 8 | 74.1% | 69.5% | 75.7% | 71.2% | 74.9% | 67.8% | 72.2% | 72.2% |
| 9 | 74.6% | 72.2% | 74.3% | 78.3% | 72.9% | 74.8% | 71.3% | 74.1% |
| 10 | 86.7% | 76.2% | 71.7% | 77.4% | 70.4% | 71.1% | 75.9% | 75.6% |
| 11 | 76.0% | 85.9% | 85.8% | 77.5% | 76.2% | 83.7% | 82.9% | 81.1% |
| 12 | 82.7% | 84.7% | 84.8% | 77.3% | 70.4% | 79.1% | 77.4% | 79.5% |
| 13 | 79.0% | 79.3% | 85.7% | 67.8% | 75.7% | 77.2% | 70.1% | 76.4% |
| 14 | 81.2% | 77.8% | 77.9% | 74.5% | 83.4% | 67.6% | 76.6% | 77.0% |
| 15 | 70.1% | 74.3% | 66.8% | 67.1% | 70.7% | 65.8% | 62.6% | 68.2% |
| 16 | 78.9% | 85.5% | 82.5% | 77.3% | 83.5% | 78.7% | 79.9% | 80.9% |
| 17 | 86.2% | 92.6% | 84.1% | 84.4% | 79.6% | 84.2% | 85.5% | 85.2% |
| 18 | 79.2% | 80.2% | 89.3% | 72.5% | 74.8% | 82.4% | 82.4% | 80.1% |
| 19 | 79.0% | 76.2% | 76.6% | 71.5% | 71.3% | 66.4% | 79.6% | 74.4% |
| 20 | 75.0% | 76.3% | 76.3% | 73.7% | 74.7% | 73.6% | 77.7% | 75.3% |
| 21 | 80.2% | 77.6% | 77.4% | 67.1% | 72.0% | 67.6% | 70.3% | 73.2% |
| 22 | 65.6% | 73.9% | 62.9% | 70.5% | 71.9% | 70.5% | 67.2% | 68.1% |
| 23 | 62.7% | 71.5% | 58.1% | 63.7% | 81.6% | 63.5% | 73.6% | 67.8% |
| Total | 72.1% | 71.4% | 72.1% | 68.1% | 68.0% | 69.3% | 69.4% | 70.1% |

Patrol unit utilization, or the percentage of available time Patrol units were committed to public-generated calls for service, is shown on the left. The chart in the middle shows other patrol unit utilization – generally time committed to officer-initiated activity. Finally, the chart on the right details total patrol unit utilization, including both their available time committed to calls for service, officer-initiated activity, and any other activities reflected in CAD.

Total Patrol unit utilization begins to approach or exceed 60 percent of available time around 7:00 am across the week, which coincides with the year-over-year rise in distinct incidents beginning at 7:00 am reflected in Figure 8. Total Patrol unit committed time increases throughout the morning and generally remains at or above 70 percent until 9:00 pm. In summary, officers appear most committed during the Day and Night (Swing) shifts.

### 4.2.2 The ICMA "Rule of 60"

Since 2008, the International City/County Management Association (ICMA) Center for Public Safety Management has conducted police operational and data analyses in 61 cities and towns located in 26 states in all regions of the United States. The ICMA data analysis, like Citygate's, relies on information captured in a department's CAD system.

As a general guideline, ICMA applies a "Rule of 60" to evaluate police department staffing allocation and deployment. This "Rule of 60" applies to three critical variables:

    1.     There should be approximately 60 percent of the total number of sworn officers in a department assigned to the patrol function. In the cities studied by ICMA, the

mean patrol percentage was 66.1 or the average department in their study assigned about two-thirds of its officers to patrol. *Of 226 total allotted sworn staff across the Oceanside Police Department—including 186 police officers, 27 Sergeants, 9 Lieutenants, 3 captains, and the Chief of Police—91 officers, 12 Sergeants, 3 Lieutenants, and a captain (approximately 47 percent) are allotted to Patrol.[18] There were 19 police officer vacancies in Patrol as of March 8, 2022, but there were also 13 officers in training and 5 recruits in the Police Academy.*

2.  The average workload for patrol staffing should not exceed 60 percent. The busiest communities in the ICMA analysis did not dedicate more than 60 percent of their patrol resources towards workload, which includes public-generated calls for service, police-initiated calls for service, administrative and out-of-service time, as well as directed patrol time. *As the previous Total Patrol Utilization temporal table shows, outside of the Morning Shift, Oceanside Patrol officers are committed more than 60 percent of their available time more often than not.[19]*

3.  The Total Service Time (officer-minutes) should not exceed a factor of 60. The mean service times presented in the figure are 22.1 officer-minutes for police-initiated calls for service, and 48 officer-minutes for calls for service received from the public through 9-1-1.

Collectively, these three "Rule of 60" calculations represent much more comprehensive and robust variables to use in making police staffing allocation and deployment decisions.

### 4.2.3 Overtime

Citygate's review of overtime data provided the Department revealed the following:

◆   Paid overtime in Patrol for 2021 was 26,917 hours, which represents approximately 15 full-time equivalent (FTE) police officer positions—assuming 1,780 work hours per officer in the year, which would represent a time-off rate of roughly 15 percent.[20]

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[18] If staffing of the Beach Team (one sergeant and six officers) is added to the number of staff assigned to Patrol, then the percentage increases to 50 percent of total allotted sworn staff.

[19] https://icma.org/sites/default/files/305747_Analysis%20of%20Police%20Department%20Staffing%20_%20McCabe.pdf

[20] Time off typically includes vacation, sick, or injury leave. However, an officer may be on duty but still unavailable for Patrol. For example, an officer may be working in a light-duty capacity. Officers may also be on duty but required to be in court, in a meeting, attending training, or unavailable for calls because they have a prisoner in custody.

◆   For the period from July 1, 2019, through February 28, 2022, $5,745,183.28 was expended in overtime pay for the Patrol Division. Across the Department, $9,545,156.41 in overtime was expended over the same period.[21]

◆   Officers assigned to the Beach Team and to Investigations and Support Operations also cover vacancies in Patrol during their normal work hours. Such coverage, while reducing the need for overtime, diverts these officers from their core responsibilities.

◆   The Department also uses officers from 11:00 am to 7:00 pm and 6:00 pm to 2:00 am throughout the week to transport prisoners taken into custody by beat officers. These prisoner transportation assignments are overtime assignments.

◆   Another relevant factor that may contribute to the need for some overtime is the ancillary duties carried by staff. Some Patrol staff, including Lieutenants, Sergeants, and police officers, carry ancillary assignments, including the Mobile Field Force, Unmanned Aerial Systems (UAS or drones), Field Training Officer, Special Weapons and Tactics, Crisis Negotiation Team, etc.

### 4.2.4   Field Evidence Technicians

The Patrol Division includes eight allotted FETs who are each assigned to a Patrol team where they are supervised by police sergeants. FETs are tasked with collecting, preserving, and analyzing evidence from crime scenes. FETs in Patrol also take numerous calls and write relevant reports for lower-level incidents such as vehicle burglaries and missing persons.

In discussions with staff and in review of SWOT survey responses, Citygate has learned that Patrol FETs appear to be working in a hybrid role—both as evidence technicians and CSOs—but Departmental CSOs are limited to work at the Front Desk, where they greet the public, address inquiries, and also write some police reports. Staff in Patrol consistently describe FETs as "invaluable."

In Citygate's collective experience, CSOs typically serve in a supplemental or supportive role to that of police officers. They are typically assigned to the field or in investigations where they investigate lower-level calls for service such as non-injury traffic collisions, vandalism, auto burglaries, missing persons, etc., which frees officers from these call/work demands, affording them more discretionary time for preventative patrol, community engagement, etc.

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[21] This information was provided by the Department in an "Overtime Summary by Division/Unit" report. The Excel spreadsheet noted that the Department's current payroll system does not allow staff to run reports by overtime type or overtime by unit, day of week, or time of day.

The following figure provides visual and temporal representations of FET call demands from 2018 through March 2022.

### Figure 11—Demand for Service – FETs
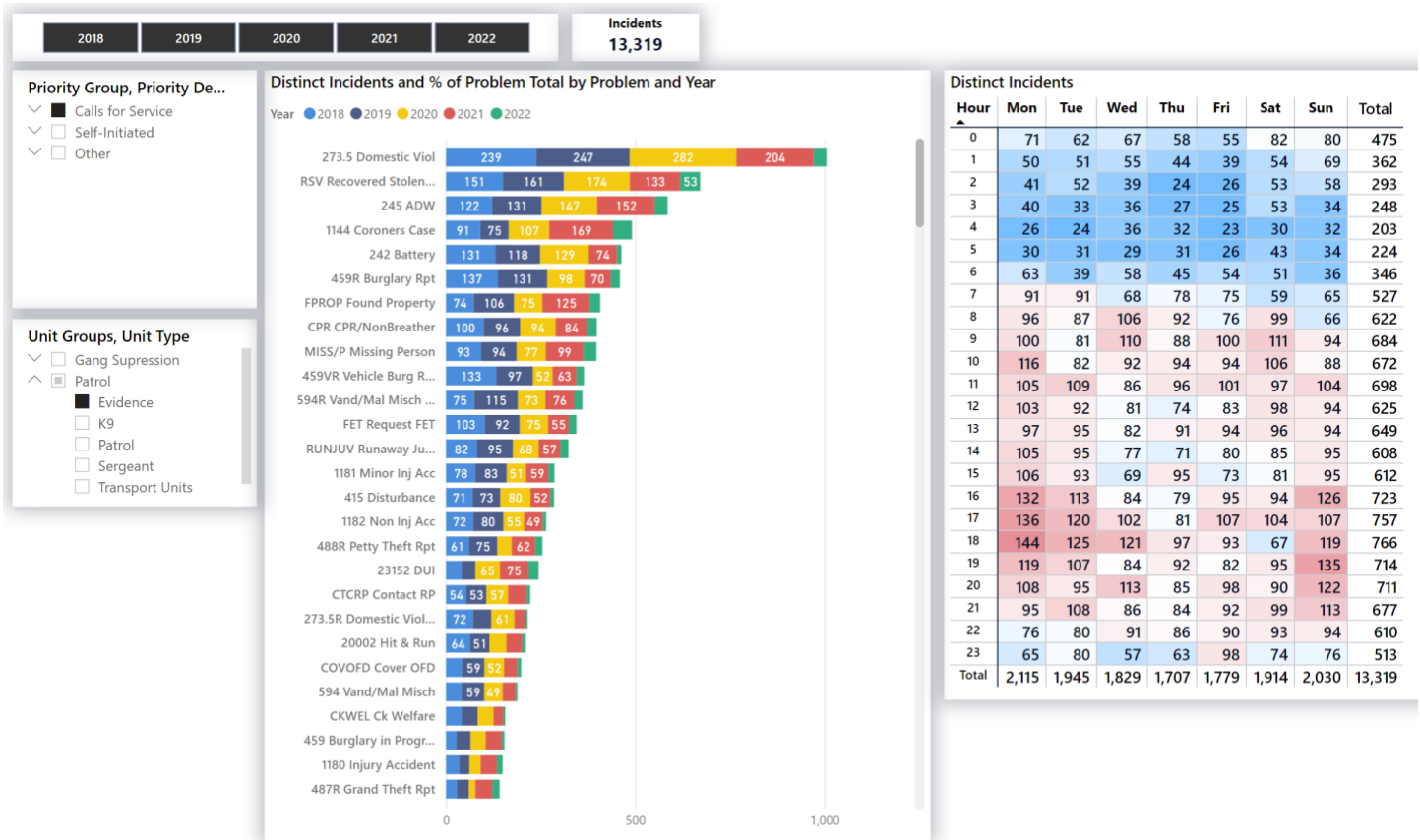


As the figure shows, the most frequent call type is domestic violence, followed by recovered stolen vehicle calls and calls involving felony assaults. These appear to be call types where FETs are not necessarily the primary responders but have responded after officers to process crime scenes and collect evidence.

As the temporal table on the right shows, call demands for FETs are heaviest on Mondays (2,115 calls) and Sundays (2,030 calls). Typically, calls for FETs begin to rise at 7:00 am throughout the week and peak between 4:00 pm and 8:00 pm.

### 4.2.5  Measure X

Measure X was a November 2018 ballot measure that raised the City's sales by tax one half cent for a period of seven years beginning on April 1, 2019. The measure passed on November 6, 2018. The revenue from Measure X is to be used solely to enhance public safety, improve road conditions, bolster City infrastructure, and aid in homelessness.

In a September 7, 2022, Measure X Update,[22] Citygate learned that Measure X has funded a new Crime Suppression Team within the Department, allows for expansion of the City's homeless outreach efforts, and funds the addition of 30 new CSOs, which would increase CSO response to lower-priority calls. The CSO program is also designed to create a "pipeline" of future police officers, dispatchers, forensic technicians, and analysts.

The City is to be commended for successfully passing Measure X and creating such an innovative CSO program, which should help to fill existing vacancies while building new career paths and options for those interested in policing. After hiring these CSOs, the Department will have staff that will have already gained valuable training, experience, and exposure to local needs and challenges facing the Police Department and the City before moving on to their permanent career choices.

### 4.2.6 Canine Program

The Department's Canine Unit includes four Canine Officers who are assigned to Patrol. Two officers work from 1:00 pm to 11:00 pm while two work from 5:00 pm to 3:00 am (with workdays of either Sunday, Monday, Tuesday, and Wednesday or Wednesday, Thursday, Friday, and Saturday).

CAD data shows that canine teams responded to 10,864 incidents from 2018 through March 2022. The most frequent canine call types were "415 Disturbance" (873 incidents) and "1172C – Commercial Alarm" (618 incidents). The busiest block of time for Canines is between 4:00 pm to 7:00 pm throughout the entire week. The most active block of time for Canine Officer-initiated activity falls between 4:00 pm to 10:00 pm Thursday through Saturday.

The following figure depicts Canine Officer-initiated activity from 2018 through March 2022.

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[22] https://www.youtube.com/watch?v=3s86oSRr5Jk

### Figure 12—Canine Officer-Initiated Activity



Distinct Incidents, % of Problem Total
BY PROBLEM, YEAR

Year ● 2018 ● 2019 ● 2020 ● 2021 ● 2022
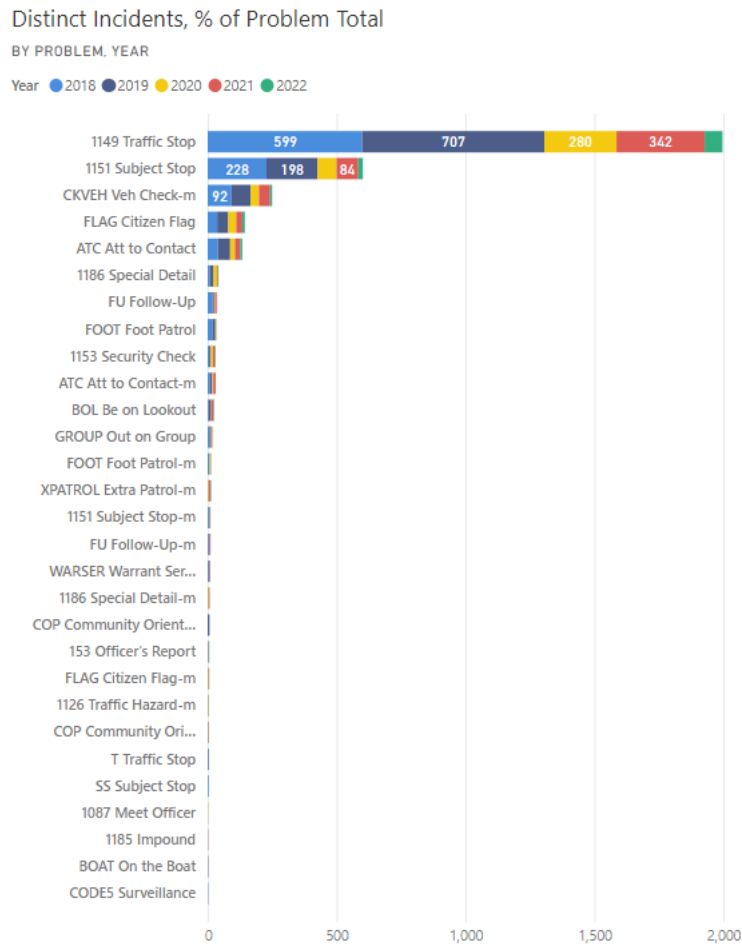
As the figure shows, the most common activity is traffic stops. Canine Officers made 707 traffic stops in 2019 but only 280 in 2020.

The following figure provides a temporal representation of Canine Officer-initiated activity from 2018 through March 2022.

**Figure 13—Canine Officer-Initiated Activity by Hour of Day and Day of Week**

Distinct Incidents

| Hour | Mon | Tue | Wed | Thu | Fri | Sat | Sun | Total |
|---|---|---|---|---|---|---|---|---|
| 0 | 20 | 13 | 1 | | 30 | 21 | 17 | 102 |
| 1 | 2 | 6 | | | 8 | 7 | 2 | 25 |
| 2 | | 3 | | | 2 | 3 | | 8 |
| 3 | | 1 | 1 | | 1 | 2 | | 5 |
| 4 | | | | | 1 | 1 | 1 | 3 |
| 5 | | | | | | 1 | | 1 |
| 6 | | 1 | 1 | 1 | 2 | 2 | | 7 |
| 7 | 2 | | | | | | | 2 |
| 8 | 4 | 2 | 1 | | | 1 | 1 | 9 |
| 9 | 3 | | | | | | | 3 |
| 10 | 1 | 3 | 3 | 3 | | 2 | | 12 |
| 11 | 2 | 2 | | 23 | | 11 | 1 | 39 |
| 12 | | 2 | 3 | 30 | 1 | 17 | | 53 |
| 13 | | 2 | 5 | 18 | 5 | 21 | | 51 |
| 14 | 4 | 4 | 3 | 12 | 10 | 9 | 2 | 44 |
| 15 | 10 | 15 | 6 | 17 | 30 | 26 | 7 | 111 |
| 16 | 28 | 33 | 4 | 82 | 104 | 71 | 47 | 369 |
| 17 | 39 | 61 | 2 | 90 | 96 | 82 | 59 | 429 |
| 18 | 50 | 47 | 3 | 84 | 82 | 68 | 46 | 380 |
| 19 | 32 | 40 | 1 | 95 | 78 | 71 | 26 | 343 |
| 20 | 52 | 57 | 6 | 81 | 73 | 61 | 37 | 367 |
| 21 | 64 | 44 | 1 | 101 | 109 | 71 | 58 | 448 |
| 22 | 58 | 31 | 1 | 100 | 93 | 49 | 40 | 372 |
| 23 | 41 | 18 | | 63 | 72 | 37 | 49 | 280 |
| Total | 412 | 385 | 42 | 800 | 797 | 634 | 393 | 3,463 |

As noted previously, Canine Officers are most active Thursday through Saturday from 4:00 pm to 10:00 pm. There is a significant decline in Canine officer activity on Wednesdays, which are utilized as a weekly training day for the entire Canine Unit. During trainings, Canine officers and their dogs are removed from the field unless required for an emergent situation.

## 4.2.7  SWAT Team

The SWAT Team is a collateral duty Unit comprised of Department officers. SWAT's primary role is to respond to barricaded subjects, active shooter events, other high-risk events, and warrant service. All members of the Unit have other full-time assignments and are expected to respond to call-outs for team deployment. Paramedics and Canine units (as sub-specialties) are also part of the Team.

The SWAT Team has 25 members and is supervised by two Lieutenants. One Lieutenant serves as the SWAT commander and the other Lieutenant fills the role of Executive Officer. The SWAT Commander oversees the Team when present and serves as the planning director for Unit activities

and training in compliance with National Tactical Officer Association (NTOA) standards. The Executive Officer serves as the other command-level rank in the Unit, supervising the Crisis Negotiator Team that supports SWAT operations, and has overall command of the Team when the SWAT commander is not present for a call-out. The Team would benefit from a third Lieutenant position for scheduling relief and legacy leadership planning.

The SWAT Team trains eight hours every two weeks and has a full 40-hour training week that occurs each year for an annual minimum level of training of 248 hours. (Due to the special skills of many operators, their training hours exceed this minimum.) This annual training culminates in a testing day where SWAT Sergeants from other departments evaluate written tests and skill-based problem solving performed by all Team members.

In Citygate's assessment, this SWAT Team configuration for a municipality the size of Oceanside is appropriate. It is apparent from our observations that Team members and leadership are committed to maintaining a high-quality Team through training and operating procedures in accordance with NTOA standards.[23]

### 4.2.8 Supervision

The City's Patrol Sergeants play an integral role in the work of Patrol officers, including their relationships with members of the community. Sergeants lead their subordinates in the day-to-day activities of law enforcement and help shape the police-community relationship. Sergeants not only hold subordinates accountable, but also support, mentor, and coach them to serve members of the community in the professional manner they both expect and deserve. Patrol's span of control of Sergeant to Patrol officers (and FETs) seems adequate today, but such a span will expand as the Department restores and adds Patrol officer staffing.

### *4.3  RESPONSE TIMES*

In analysis of Patrol response times, Citygate found that 9 times out of 10, it takes 3.4 minutes or less to dispatch a police unit to a Priority 1[24] emergency call. As the following figure shows, although travel time appears reasonable at 8.7 minutes or less, 90 percent of the time, for the first-arriving unit, the compound effect on total response time is notable—with total response time for the first-arriving unit being 11.7 minutes or less 90 percent of the time, and 15.1 minutes or less for the second-arriving unit.

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[23] https://ntoa.org/pdf/swatstandards.pdf

[24] Priority 1 calls are typically emergency calls which require immediate response as there is reason to believe that an immediate threat to life exists.

**Figure 14—First-Unit and Second-Unit Total Response Times**

| Priority Group | Calls for Service | | |
|---|---|---|---|
| | P1 Emergency | P2 Timing Critical/Felony JO | Total |
| Call Handling Time | 3.4 | 11.6 | **10.1** |
| 1st Unit 90% Response Time | 11.7 | 19.7 | **18.5** |
| 1st Unit 90% Travel Time | 8.7 | 10.1 | **9.9** |
| 2nd Unit 90% Response Time | 15.1 | 22.8 | **21.4** |
| 2nd Unit 90% Travel Time | 11.2 | 12.5 | **12.3** |

**1st & 2nd Unit 90% Total Response Times**

● 1st Unit  ● 2nd Unit

P1 Emergency: 11.7 / 15.1

P2 Timing Critical/Felony JO: 19.7 / 22.8
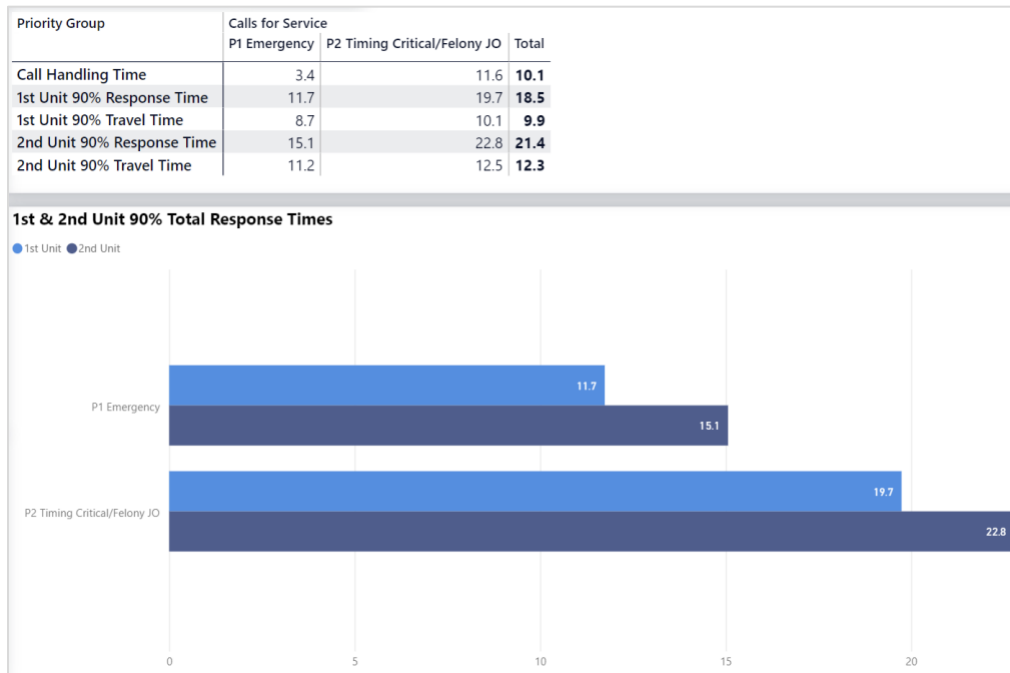
## 4.3.1 Fractile Versus Average Response Time Measurement

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

A more descriptive best practice in many fields, including fire and EMS, is to transition to measuring the *percent completion* of a specified response goal. Citygate uses 90 percent as the standard, as reflected in the previous figure. The best way to illustrate this concept can be seen in the following two statements:

◆　　"The community can expect a response of X minutes or less, 90 percent of the time," or

◆　　"Nine times out of ten, the public can expect a response in X minutes or less."

Mathematically this is referred to as a "fractile" measure.[25]

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

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

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

**Figure 15—Fractile versus Average Response Time Measurements**
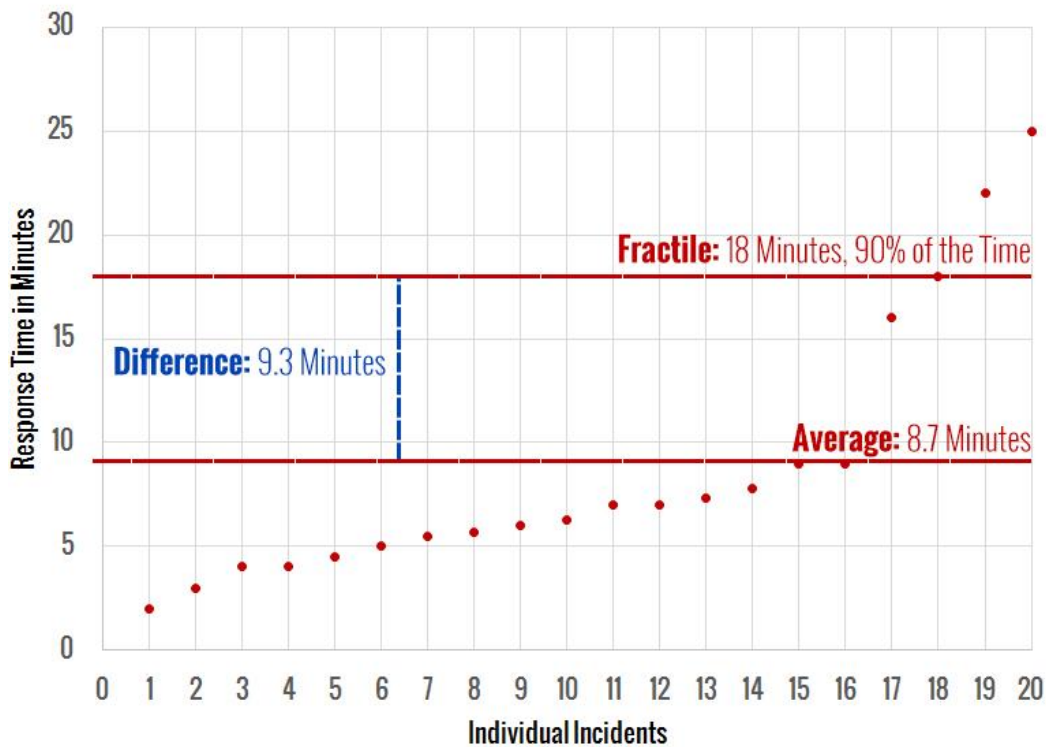


As the figure shows, 20 percent of responses from this department could be considered too slow and an average time measurement would not reveal that. The fractile measure would. Citygate believes the fractile measurement is a more accurate reflection of the service delivery situation of this department.

## 4.4    PATROL FINDINGS AND RECOMMENDATIONS

> **Finding #1:**    Patrol officers frequently expend more than 60 percent of their available time responding to calls for service.

**Finding #2:** Field Evidence Technicians assigned to Patrol perform a valuable role, but it seems to be a hybrid with that of the role traditionally performed by CSOs when they are assigned to Patrol.

**Finding #3:** Patrol officer-initiated activity increases beginning at 8:00 pm, which falls during the shift overlap periods between the Night and Morning shifts; the amount of such activity has declined consistently since 2018.

**Finding #4:** Calls for service handled by Patrol staff are heaviest from 3:00 pm to 9:00 pm most days of the week. They remain heavy after 9:00 pm on Friday and Saturday nights.

**Finding #5:** Officers in Patrol are most committed to both public-generated calls and officer-initiated activity from mid-mornings to 9:00 pm, and even later Friday and Saturday nights.

**Finding #6:** The ICMA found that the average department assigns about 66 percent of its officers to Patrol. At full strength, Oceanside has assigned 47 percent of its officers to Patrol. This percentage rises to 50 percent if Beach Team staffing is included.

**Finding #7:** The ICMA also found that the average workload of Patrol officers should not exceed 60 percent. In the City, Patrol officers are frequently committed more than 60 percent of their time to both calls for service and officer-initiated activity. Often, after 7:00 am and until 10:00 pm, Oceanside officers are committed more than 70 percent of their time.

**Finding #8:** In 2021, 26,917 overtime hours were expended in Patrol. This represents approximately 15 full-time equivalent police officer positions.

**Finding #9:** Officers assigned to the Beach Team and to Investigations and Support Operations also frequently cover vacancies in Patrol, which draws them away from their core duties and likely creates case backlogs and lower clearance rates in Investigations.

**Finding #10:** Officers also cover shifts on an overtime basis to transport prisoners to jail.

**Finding #11:** Patrol Canine Officers are busiest beginning at 4:00 pm and most of their initiated activity occurs Thursday through Saturday from 4:00 pm to 10:00 pm.

**Finding #12:** The SWAT Team meets or exceed NTOA standards for training.

**Finding #13:** The SWAT Team structure is appropriate for a city the size of Oceanside.

**Finding #14:** Measure X provides funding which will allow the Department to greatly expand its CSO ranks, which will afford these new-hires opportunities to follow many different career paths, including police officer, dispatcher, Field Evidence Technician, etc.

**Finding #15:** Patrol Sergeants play an integral role in the work of Patrol officers. Current levels of Patrol supervision are adequate; however, as the Department restores Patrol Officer staffing, this span of control will expand.

**Recommendation #2:** The Department acknowledges and has taken steps to restore Patrol officer staffing. Citygate recommends that the Department endeavor to increase and maintain Patrol staffing at 12 Sergeants and 72 officers, which is a number (goal) that had been established as a baseline before an officer or Sergeant would be transferred from Patrol.

**Recommendation #3:** To reach and maintain Patrol officer committed time to no more than 60 percent, the Department should add more officers and/or CSOs to Patrol after assessing committed time across all shifts. Currently, officers are most committed on the Night (Swing) shift; this shift should be a priority for added staffing.

| | |
|---|---|
| **Recommendation #4:** | To maintain a reasonable span of control in Patrol that would afford Sergeants the time necessary to lead, mentor, coach and hold their subordinates accountable, the Department should consider adding three additional Sergeants (one to each Patrol shift) to account for the time Patrol Sergeants are often diverted from field supervision because of administrative duties and ancillary assignments. |
| **Recommendation #5:** | Consider the incremental reduction of FETs in Patrol and replacing them with CSOs. A smaller number of FETs can then be reassigned to their original and primary role as Analysts who assist Detectives in collecting, processing, and analyzing evidence from criminal investigations, especially those involving complex crime scenes. |
| **Recommendation #6:** | Going forward, periodically assess Patrol officer and Supervisor staffing needs against the demands of public-generated calls for service, officer-initiated activity, and the available time the Department desires officers to have for more community engagement activities such as foot patrol, bicycle patrol, and meeting with youth and other community members and groups. |
| **Recommendation #7:** | Maintain the current level and shift assignments of the four Patrol Canine teams since they are busiest during the Night shift. |
| **Recommendation #8:** | Continue with the current SWAT Team model and program. |
| **Recommendation #9:** | Consider adding a third Lieutenant position to the SWAT Team for legacy leadership planning and scheduling relief. |

## 4.5   COMMUNICATIONS SECTION

Allotted staffing of the Department's Communications Section (Dispatch) includes one Communications Manager, four Dispatch Supervisors, 25 full-time Dispatchers, and two part-time

Dispatchers. Minimum staffing in Dispatch is usually five staff, including at least one Supervisor. During summer months (generally from Memorial Day to Labor Day), minimum staffing increases to six staff. Currently, there are six Dispatcher vacancies. Dispatchers are assigned to shifts as follows: two regular shifts—4:30 am to 5:00 pm and 4:30 pm to 5:00 am. These shifts are then augmented by two overlap shifts (a recent attempt to provide more coverage during busier periods): 9:00 am to 9:30 pm and 11:30 am to midnight.

In review of the Communications Section, Citygate discovered that Dispatch Supervisors frequently work as dispatchers and count toward minimum staffing levels. Citygate also learned that even though calls for service have remained relatively steady over the past five years, the work of dispatchers has grown more complex. For example, dispatchers frequently must now conduct more research on calls to assist responding officers. Such research may include checking to determine if involved subjects own firearms, have any outstanding warrants for their arrest, or have prior relevant criminal histories.

In Citygate's on-site visit to the Dispatch Center, it was discovered that Dispatch is responsible for answering six 9-1-1 lines and often receives many false 9-1-1 calls. There are also three major radio channels utilized: Dispatch 1, which is the primary channel; an inquiry channel for tows, utilities, license plate and warrant checks; and a third channel, or "CARS," which allows officers to talk to one another.

In interviews with staff, Citygate found that dispatching today is much different than in the past. For example, the more recent 9-1-1 technology with which dispatchers must now become familiar and use includes Text to 9-1-1 and VoIP 9-1-1, which allows portable, interconnected Voice over Internet Protocol services to be used from virtually any internet connection.

Additionally, one incident can easily generate five or more mobile phone calls into the Dispatch Center. Dispatchers also must now search multiple sources when calls are received. Additionally, they monitor various cameras via monitors within Dispatch. The training of new dispatchers today is also more time-consuming. Such training can take from 6–18 months.

The following table shows all calls received by Dispatch from 2019 through 2021.

**Table 8—Calls Received by the Communications Section**

| Year | 9-1-1 Calls | Administrative (and Non-Emergency) Calls |
|---|---|---|
| **2019** | 68,155 | 212,498 |
| **2020** | 66,180 | 214,315 |
| **2021** | 72,848 | 212,174 |

While 2020 likely represents an anomalous year given the outbreak of COVID-19 and various efforts to control its spread, there was a 10 percent spike in 9-1-1 calls from 2020 to 2021.

Citygate also learned from staff that overtime in Dispatch is excessively high and damaging to morale as it is used almost every day on most shifts to backfill vacancies. Reliance on overtime to meet the needs of the schedule typically leads to staff burnout, fatigue, and an increase in errors Staff also explained that the Department recently lost dispatchers to neighboring agencies, including "North Comm," which is a nearby Joint Powers Authority fire dispatching center for North San Diego County.

In an APCO study entitled *International Staffing and Retention in Public Safety Communications Centers: Effective Practices Guide and Staffing Workbook*, it is noted that communications center managers should continually monitor "quality indicators" such as the use of overtime and the ability to answer calls directly and within targeted speed-of-answer goals. The same study explains that "…staffing to authorized levels is the best thing a manager can do to improve retention rates." Centers that are not fully staffed have more difficulty retaining employees and use more overtime to fill gaps in the schedule. Further, productivity decreases as new employees are being prepared to fill vacant positions, and the quality of service is compromised. Regarding overtime, the same study found that any cost savings realized by using excessive overtime are offset by the higher costs associated with recruiting, screening, and training new staff. Heavy use of overtime also tends to keep pay low and reinforces the need for overtime. If employees feel they are losing control of their personal lives, they will take steps to regain a measure of control. The bottom line: overtime should be the exception rather than the rule.[26]

Citygate discovered that the Department does not offer hiring bonuses to new dispatchers. Staff told us that better pay and benefits would likely help to attract new candidates and retain current staff. Specifically, staff suggested certification pay (based on years of service, training, and education) and retention pay as options to consider to best ensure the retention of staff.

It should be noted that changes in pensions in recent years have impacted the ability of public safety agencies to attract lateral dispatchers. The inability to recruit dispatchers is of significant concern throughout the state of California. Consequently, agencies across the state are contending with a shortage of candidates and are offering a variety of hiring incentives to attract qualified applicants.

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[26] See APCO Project RETAINS – Staffing and Retention in Public Safety Communications Centers: Effective Practices Guide and Staffing Workbook, found at https://retains.apcointl.org/pdf/Effective_Practices_Guide.pdf.

## 4.5.1 Communications Section Findings and Recommendations

> **Finding #16:** When Dispatch Supervisors are forced to work as dispatchers, they are diverted from their primary roles of oversight and risk management, which encompass mentoring, coaching, and developing dispatchers.
>
> **Finding #17:** The use of overtime to backfill vacancies in Dispatch is excessively high and damaging to morale and staff retention efforts. Reliance on overtime to fill gaps in the schedule can lead to staff burnout, fatigue, and an increase in errors.
>
> **Finding #18:** The work of dispatchers has grown more complex and time-consuming.
>
> **Finding #19:** Dispatchers do not receive certification or retention pay based on some combination of years of service, education, and training.

> **Recommendation #10:** To relieve Supervisors working as dispatchers, and to reduce dispatcher overtime, the Department should make adding staff a priority. Supervisors working in a line capacity should be an exception and not the rule. Additional staffing also seems necessary given the greater complexity of the dispatcher role and the time it takes to train new dispatchers.
>
> **Recommendation #11:** If funding is available, over-hiring the minimum number of dispatchers should also be considered, and training new CSOs (hired with Measure X funding) in the dispatcher role should be a serious consideration.
>
> **Recommendation #12:** Study local market trends relative to certification and retention pay for public safety dispatchers and offer such pay if it is determined that it would be effective in retaining dispatchers.

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# SECTION 5—INVESTIGATIONS DIVISION ASSESSMENT

## *5.1 INVESTIGATIVE SERVICES DIVISION*

### 5.1.1 Overview of Sections and Units

The Investigations Division is managed by a Captain that is a direct report to the Chief of Police, with two Lieutenants and one civilian Manager performing management oversight and operational responsibilities for three sections within the Division:

◆ General Investigations Section

◆ Special Enforcement Section (SES)

◆ Records Section

The ability to focus on specific crime issues and community needs is prioritized in the organized units, including investigative, specialized response, and supportive functions.

The General Investigations Section Lieutenant is responsible for the Crimes of Violence Unit, Family Protection Unit, Property Crimes Unit, Crime Analysis and Intelligence Unit, and Evidence and Property Unit. The Special Enforcement Section (SES) Lieutenant is responsible for the Vice and Narcotics Unit, Gang Unit, and Gang Suppression Unit. The Records Section Manager is responsible for the supervision and oversight of two Records units.

The current Division structure appears to be based on organizational and managerial needs that are accepted but not entirely functional. The span of control and supervision in each unit is appropriate and within normal limits, but there are some opportunities for better alignment specific to Records.

The Crime Analysis and Intelligence Unit enjoins multiple functions throughout the Department, all of which are necessary, but with independent missions: proactive investigative intelligence, crime analysis, and data reporting. While very effective given limited resources, there are opportunities to enhance overall agency responsiveness and effectiveness.

Though it is not identified on the Department organizational chart, the Digital Forensics Unit exists to provide support for internet-based investigations, as well as technical and forensic analysis of computers and cellular phones. The need for this Unit has grown in policing since the proliferation of technology in all aspects of life, including criminal behavior. The current ad-hoc structure is common as police departments adapt to this ever-growing need. A closer look at this Unit revealed a greater need to provide structure, staffing, and policy.

Currently, the most pressing issue is staffing shortages. Each investigative unit was operating below authorized strength at the time of Citygate's assessment. Division Detectives were being pulled into Patrol on a rotating basis as needed using a matrix intended to share the responsibility

and spread the impact across the operational units. Further, there formerly were Detectives assigned to task forces that are currently not able to participate due to reductions in staffing.

Staff conveyed their belief that if all positions were filled there would be sufficient personnel to carry out the assigned workload. What was less certain was whether each unit was uniformly managing workload and able to assess the capacity to perform the required work versus the work assigned. With staffing shortages, cases have been prioritized and triaged. As such, units focus on emergent priorities or community concerns, often reducing the ability for Detectives to be assigned a full caseload. In discussing workload analysis and case management within Investigations, there did not appear to be any meaningful standardized system across the Division. Each Supervisor manages their own Detectives' caseload with no strategic ability to determine or measure both caseloads and case clearance rates.

In the absence of a Department-wide case management system that tracks the number of cases assigned to each Detective, the age of cases assigned, and the disposition or outcome of a particular investigation, it becomes difficult to manage the performance of the unit consistently or accurately, individual Detectives, or to calculate the need for additional staff resources to fulfill the investigative or operational needs within the Department.

This Division summary, along with other findings and recommendations, will be explored in more detail within each unit.

## 5.2    GENERAL INVESTIGATIONS SECTION

The area of responsibility for this Section includes the Crimes of Violence Unit, Family Protection Unit, Property Crimes Unit, Crime Analysis and Intelligence Unit, and the Evidence and Property Unit.

### 5.2.1  Crimes of Violence Unit

The Crimes of Violence Unit is supervised by a Sergeant, and at full staffing there are six Detectives assigned to investigate crimes including homicide, rape, robbery, and other crimes of violence. The Unit is currently operating with six Detectives. With the absence of full strength in being deficient one Detective, many cases go unassigned, specifically misdemeanor crimes of violence.

Additionally, there are no systemwide databases or case management software currently in use in the Department, and the Unit uses an internally created Microsoft Excel spreadsheet to track assigned cases. The Unit Supervisor reviews all cases forwarded by Patrol to determine solvability as well as balancing the workload capacity of each Detective. If the Supervisor determines not to assign a case, it does not get worked. The case is not sent back to Patrol for further follow up but is suspended and filed in Records. With appropriate staffing in Patrol, along with a strategic shift in the organizational expectation of officers in Patrol to conduct follow-up investigations, many

cases unassigned in the Unit could either be redirected back to Patrol or not submitted to Investigations. However, accomplishing this will require a serious shift in the current culture.

> **Finding #20:** The Unit currently uses an internally created Microsoft Excel spreadsheet to track assigned cases. There are no systemwide databases or case management software currently in use in the Department.

> **Recommendation #13:** Consider implementing a case management system or other centralized system that manages all investigative progress in all units for better tracking of cases, assignments, and workload management. Such a system will assist in future planning when determining investigative staffing needs.

## 5.2.2  Family Protection Unit

The Family Protection Unit is authorized a full strength of eight Detectives and one Supervisor. Currently, the Unit has seven Detectives assigned and the partial use of a FET. Unit Detectives investigate all sexual assaults, domestic violence, restraining order violations, crimes against children, and physical elder abuse/neglect cases. The Sex Offender Registry program is also managed within the Unit, as well as being tasked with investigative follow-up on Child Welfare and Adult Protective Services cross-reporting cases. Based on the case volume and staffing shortages, the Supervisor often leaves cases unassigned due to the lack of staffing, and Detectives are unable to put effort into repeat offenders.

There are two Detectives who manage the collateral duty of being assigned to the Internet Crimes Against Children (ICAC) Taskforce, tasked with investigating criminal complaints originating from other policing agencies who learn of potential victims or offenders within the region. The FPU is also now staffing (by MOU) the new Family Justice Center in San Marcos at a minimum of one day per week. This will increase to two days per week in 2023, with a plan to provide staffing five days per week in the future.

One Detective in the Unit is dedicated to taking over the Sex Offender program and will likely not handle any other cases *by design*. This will allow for proactive case management and all case follow-ups.

Currently, each Detective carries between 12 and 15 cases. Due to the volume of cases, the Supervisor is also managing a full caseload. The Unit receives 25–40 child welfare cross reports, and while not all get assigned, each one must be reviewed. Calls are made to Child Welfare Services and substantial referrals are assigned to a Detective for follow-up. There is a significant backlog of referrals that still need to be reviewed and assigned.

The Unit Supervisor spends considerable time evaluating case solvability and determining the case dispositions that are not workable or have a low chance of getting filed by the DA's Office. For domestic violence investigations, each victim is called to discuss their case before determining if it will get assigned to a Detective.

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**Finding #21:**  Based on the case volume and staffing shortages, Detectives are unable to be proactive and put effort into repeat offenders, such as domestic violence cases and restraining order violations. The Supervisor often leaves cases unassigned due to the lack of staffing to investigate them all.

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**Recommendation #14:**  Once at full strength, consider assigning one Detective to the Internet Crimes Against Children (ICAC) Taskforce full time. The Family Protection Unit is currently unable to work ICAC cases and follow up on leads as it should.

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### 5.2.3  Property Crimes Unit

The Property Crimes Unit consists of eight Detectives and one Sergeant when at full strength but is currently operating with four Detectives. To meet the needs of the Digital Forensics Unit, the Sergeant of Property Crimes splits time between two units to perform computer and phone forensics. Due to staffing shortages, the Detective that is usually assigned to the regional auto theft taskforce has been temporarily eliminated. The primary objective of this Unit is to address major property crime trends and significant criminal cases affecting the community. The threshold for property crime cases that will be forwarded to the Unit for investigation is a felony with suspect identification but without an arrest. Cases assigned to Detectives are based on the priorities of the Unit and the current workload. In general, misdemeanor cases not closed by arrest in Patrol are not investigated within the Property Crimes Unit.

Criminal cases assigned to individual Detectives are assigned by the Supervisor within the Unit. There is no Department-wide case management system being utilized at this time. Property crime case clearance rates are not used internally to track trends or measure effectiveness or performance

of the Unit, though they are reported to the Automated Regional Justice Information System (ARJIS).

> **Finding #22:** Property crime case clearance rates are reported to ARJIS; however, they are not used internally to track trends or measure effectiveness or performance of the Property Crimes Unit.

> **Recommendation #15:** Consider implementing performance measures and case clearance goals to assist in determining Unit effectiveness and staffing needs.

### 5.2.4 Crime Analysis and Intelligence Unit

The Crime Analysis Unit was created in 2003 as small and centralized. Over time, the Unit began to embed Analysts into other units to be more effective in working with investigative teams in providing actionable investigative intelligence. The most immediate need was (and remains) to include Crime Analysts into unit Detective bays, working side-by-side with investigators and able to share information quickly. The Unit became a model for many agencies around the state.

Currently, there is one Supervisor and two Analysts—one in the Property Crimes Unit and one in the Crimes of Violence Unit. Additionally, there is one intern that works directly for the Supervisor. The overall effectiveness of the Unit is in identifying crime trends and patterns.

As part of an ongoing effort to be transparent with the public, the Department provides an automated tool for individuals to search data using a third-party vendor.[27] This is valuable for the public as well as for automating an internal process to disseminate crime information quickly.

Formerly, there was a standardized case management tool in use, but when the Department converted to the County records management system, staff found the case management tool to be ineffective, inaccurate, and ultimately not utilized.

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[27] https://www.crimemapping.com

**Finding #23:** Currently, cases assigned in individual units are based on triage, and only cases that can be worked are assigned. This is primarily based on investigative staffing capacity levels, but to a lesser extent, individual case indicators such as solvability are often a factor as well.

**Finding #24:** In its current state, the Crime Analysis Unit lacks clearly defined expectations as the Department has struggled with staffing.

**Finding #25:** While the Department reports case clearance data annually, there do not appear to be any specific standards by unit to drive and measure performance.

**Finding #26:** Currently, there is an Analyst under the job specification of Consulting Assistant / part time (20 hours). This person is assigned to the Gang Unit and works closely with Crime Analysis but is not identified as a Crime Analyst. One challenge facing the Unit is that this person is eager to work and routinely gets to the maximum level of hours up to the annual limit too early in the year, and thus is no longer available until the next fiscal year.

**Recommendation #16:** Consider converting the Gang Unit's Analyst position from part time to full time.

**Recommendation #17:** Consider setting case clearance standards based on crime types to determine effectiveness and overall Department performance by unit.

**Recommendation #18**: Consider adding two Crime Analysts—one Administrative Crime Analyst assigned to the Office of the Chief to address public data needs, and one Investigative Crime Analyst assigned to problem solving within the Neighborhood Policing Team.

The following figure details property crime clearance rates over time by jurisdiction for the San Diego region.

### Figure 16—Property Crime Rates by Jurisdiction

Appendix Table 16
FBI Index Property Crime clearance rates by jurisdiction
San Diego region, 2017, 2020, and 2021

| | 2017 | 2020 | 2021 | Difference 2017-2021 | Difference 2020-2021 |
|---|---|---|---|---|---|
| Carlsbad | 10% | 10% | 11% | 1% | 1% |
| Chula Vista | 12% | 10% | 6% | -6% | -4% |
| Coronado | 16% | 22% | -- | -- | -- |
| El Cajon | 14% | 18% | 7% | -7% | -11% |
| Escondido | 20% | 12% | 12% | -8% | 0% |
| La Mesa | 19% | 12% | 8% | -11% | -4% |
| National City | 23% | 11% | 7% | -16% | -4% |
| Oceanside | 8% | 8% | 7% | -1% | -1% |
| San Diego | 9% | 6% | 6% | -3% | 0% |
| **Sheriff – Total** | **20%** | **17%** | **17%** | **-3%** | **0%** |
| Del Mar | -- | -- | -- | -- | -- |
| Encinitas | 17% | 18% | 11% | -6% | -7% |
| Imperial Beach | 13% | 14% | 11% | -2% | -3% |
| Lemon Grove | 33% | 27% | 22% | -11% | -5% |
| Poway | 17% | 14% | 15% | -2% | 1% |
| San Marcos | 24% | 14% | 18% | -6% | 4% |
| Santee | 39% | 31% | 36% | -3% | 5% |
| Solana Beach | -- | -- | -- | -- | -- |
| Vista | 16% | 19% | 16% | 0% | -3% |
| **Unincorporated** | **17%** | **15%** | **18%** | **1%** | **3%** |
| 4S Ranch | -- | -- | -- | -- | -- |
| Alpine | 22% | 25% | 35% | 13% | 10% |
| Fallbrook | 13% | 11% | 16% | 3% | 5% |
| Ramona | 28% | 24% | -- | - | - |
| Valley Center | 22% | 19% | 18% | -4% | -1% |
| **Total** | **13%** | **10%** | **9%** | **-4%** | **-1%** |

*Note: FBI Index Property Crimes include larceny, burglary, and motor vehicle theft. The 2021 percentages for Coronado are not shown because UCR crime data were not provided for the full calendar year. "Sheriff-Total" includes the contract cities and the unincorporated area served by the San Diego County Sheriff's Department. Camp Pendleton is not included. "Unincorporated" includes 4S Ranch, Alpine, Fallbrook, Ramona, and Valley Center, as well as the unincorporated areas for which crime data are not individually shown (Campo, Julian, Lakeside, Pine Valley, Ranchita, Spring Valley, and the unincorporated areas of Encinitas, Imperial Beach, Lemon Grove, Poway, San Marcos, Santee, and Vista). Clearance rates based on reported incidents or cases cleared numbering 30 or less are not computed for this table.*

*Source: SANDAG*

As the figure shows, Property crime clearance rates are an indicator of both case solvability and resource efforts to address crime problems. Additionally, comparisons are useful to discern both crime trends and resource allocation when determining investigative staffing allocation needs.

The following figure details violent crime clearance rates over time by jurisdiction for the San Diego region.

### Figure 17—Violent Crime Rates by Jurisdiction

Appendix Table 15
FBI Index Violent Crime clearance rates by jurisdiction
San Diego region, 2017, 2020, and 2021

| | 2017 | 2020 | 2021 | Difference 2017-2021 | Difference 2020-2021 |
|---|---|---|---|---|---|
| Carlsbad | 48% | 59% | 46% | -2% | -13% |
| Chula Vista | 42% | 40% | 37% | -5% | -3% |
| Coronado | -- | -- | -- | -- | -- |
| El Cajon | 32% | 56% | 51% | 19% | -5% |
| Escondido | 44% | 49% | 51% | 7% | 2% |
| La Mesa | 59% | 48% | 39% | -20% | -9% |
| National City | 55% | 46% | 44% | -11% | -2% |
| Oceanside | 37% | 40% | 41% | 4% | 1% |
| San Diego | 46% | 37% | 38% | -8% | 1% |
| **Sheriff – Total** | **60%** | **59%** | **63%** | **3%** | **4%** |
| Del Mar | -- | -- | -- | -- | -- |
| Encinitas | 55% | 65% | 48% | -7% | -17% |
| Imperial Beach | 55% | 44% | 55% | 0% | 11% |
| Lemon Grove | 51% | 54% | 54% | 3% | 0% |
| Poway | 57% | 64% | 61% | 4% | -- |
| San Marcos | 63% | 55% | 61% | -2% | 6% |
| Santee | 86% | 63% | 83% | -3% | 20% |
| Solana Beach | -- | -- | -- | -- | -- |
| Vista | 53% | 61% | 58% | 5% | -3% |
| **Unincorporated** | **61%** | **59%** | **66%** | **5%** | **7%** |
| 4S Ranch | -- | -- | -- | -- | -- |
| Alpine | 75% | 74% | 115% | 40% | 41% |
| Fallbrook | 54% | 61% | 44% | -10% | -17% |
| Ramona | 68% | 65% | 78% | 10% | 13% |
| Valley Center | 77% | 62% | 99% | 22% | 37% |
| **Total** | **48%** | **45%** | **45%** | **-3%** | **0%** |

*Note: FBI Index Violent Crimes include homicide, rape, robbery, and aggravated assault. The 2021 percentages for Coronado are not shown because UCR crime data were not provided for the full calendar year. "Sheriff-Total" includes the contract cities and the unincorporated area served by the San Diego County Sheriff's Department. Camp Pendleton is not included. "Unincorporated" includes 4S Ranch, Alpine, Fallbrook, Ramona, and Valley Center, as well as the unincorporated areas for which crime data are not individually shown (Campo, Julian, Lakeside, Pine Valley, Ranchita, Spring Valley, and the unincorporated areas of Encinitas, Imperial Beach, Lemon Grove, Poway, San Marcos, Santee, and Vista). Clearance rates based on reported incidents or cases cleared numbering 30 or less are not computed for this table.*

*Source: SANDAG*

As the figure shows, Violent crime clearance rates are an indicator on both case solvability and resource efforts to address crime problems. Additionally, comparisons are useful to discern both crime trends and resource allocation when determining investigative staffing allocation needs.

## 5.2.5  Evidence and Property Unit

The Evidence and Property Unit is staffed with one Supervisor and three Technicians. This Unit manages the Evidence and Property room and reports directly to the investigations Lieutenant.

Unit staff are responsible for the intake and proper storage and handling of evidence and property. The role is delineated from FETs in that they do not conduct evidence collection or evidence analysis. This separation is by design and provides an insular transparency, especially considering that illegal drugs and money are stored in the Evidence and Property room.

There have been significant internal discussions regarding the future needs and direction of this Section. Security controls and accountability measures are paramount with regard to property room management.

> **Finding #27:** Access to the storage room does not have an electronic tracking system, which would provide a record of entry. Additionally, there are no cameras within the storage area.

**Recommendation #19**: Consider requesting a formal audit to be conducted by California POST. Additionally, consider increasing the frequency of routine internal audits from annual to quarterly.

**Recommendation #20:** Develop and implement a plan to review security systems that includes access tracking, security cameras, and ongoing audit protocols.

**Recommendation #21:** Explore the opportunity to enhance Department services and capabilities by reorganizing the Unit and consolidate with the function of the current Field Evidence Technicians. The concept would include a Supervisor or Manager, with enhanced lab services, evidence handling, and crime scene investigation all combined into one Unit. Additionally, there is opportunity to create a Crime Scene Investigations Unit within this Section. Currently, there are eight Field Evidence Technicians in Patrol, which could be better supervised and deployed within Property and Evidence.

## 5.2.6  Digital Forensics Unit

The Digital Forensics Unit is currently comprised of two Detectives in a non-full-time capacity who are pulled from the Property Crimes Unit and the Family Protection Unit. This is ineffective for the long term as it interferes with the need to have these positions primarily filled with Detectives dedicated to those units. The growing demand in policing, especially forensics, is to be able to search and investigate computers, cellphones, and internet-based evidence, and now requires full-time dedication.

**Finding #28:** The Digital Forensics Unit is operating in an ad-hoc capacity to support growing demand within the community. To formally establish this Unit will require both sworn and civilian personnel due to the fact that the Unit is highly specialized. There will likely need to be dedicated staff with long-term commitments to ensure stability for this Unit.

> **Recommendation #22:** Develop a formalized Digital Forensics Unit and determine proper staffing, structure, policies, budget, and organizational alignment.

## 5.3 SPECIAL ENFORCEMENT SECTION

The Special Enforcement Section includes the Vice and Narcotics Unit, Gang Detectives Unit, and the Gang Suppression Unit.

### 5.3.1 Vice and Narcotics Unit

The importance of deploying specialized street crime units cannot be overstated. Focusing on community-wide issues that impact health and safety is a high priority for the Vice and Narcotics Unit, which has an authorized staffing of one Supervisor and seven Detectives. However, the current staffing level is five Detectives. There is one narcotics Detective assigned to the regional task force. The staffing shortage has significantly impacted the capability of the Unit, and Detectives have been waiting for more than a year to come into the Unit based on Department-wide staffing shortages.

Unit Detectives are called out on all homicides to perform undercover work—a significant value that Detectives bring to major crime cases in the City. The Unit is very proactive, focusing on drug trafficking that impacts the community, and Detectives have significant latitude to deal with complex cases, provide undercover work, manage informants, and testify as experts in court. This Unit has significant flexibility and is a tremendous asset to the organization.

Investigators no longer must rotate out of these specialized units, except when called for taskforce assignments. This is a benefit as Detectives take years to get up to speed with their expertise, only to return to Patrol just when they are beginning to become highly productive and useful to the Unit.

> **Finding #29:** Street crime has been reduced over time and prevention has been achieved by sustaining proactive efforts of this Unit. With the reduction of staffing in this Unit and Section, coordinating special operations and search warrants requires virtually everyone. Any additional staffing reductions would begin to require Patrol assistance, which is currently excluded intentionally as staffing levels on the street are so low.

> **Recommendation #23:** As Department staffing increases to the level authorized by the current budget, begin to increase Unit personnel back to authorized strength. Also consider implementing a case management system that can properly track assigned cases and workload to determine actual staffing needs.

### 5.3.2 Gang Unit

There is a significant focus on investigating and prosecuting gang-related crime within the City. The Gang Unit is comprised of a Supervisor and four Detectives. The authorized strength of this Unit has not changed for many years and is not based on any prior staffing or caseload analysis. Detectives are assigned cases based on specific gang expertise.

There is a Criminal Intelligence Analyst embedded within the Unit. This position is part time, which often creates operational challenges when the resource is needed but unavailable. In addition to the four Detectives, there is an additional Detective assigned to a Gang taskforce operated by the Sheriff's Office, which includes FBI personnel.

The Unit works closely with other SES teams. They often perform undercover work, which requires a team to conduct surveillance. There have recently been multiple gang-related homicides. While the Crimes of Violence team takes the primary position, Gang Unit Detectives are also utilized in gang-related homicide investigations. When a gang crime involves a shooting or stabbing without a fatality, Gang Unit Detectives are often the primary investigators assigned to the case.

> **Recommendation #24:** Consider augmenting the part-time Crime Analyst into a full-time position.

### 5.3.3 Gang Suppression Unit

The Gang Suppression Unit, when at full strength, is comprised of two Supervisors and eight officers. There are currently two Sergeants and seven officers in uniform that perform the function of gang suppression throughout the City.

The two GSU teams cover seven days a week. The Unit schedule has four officers assigned Wednesday through Saturday from 1:30 pm to 11:30 pm and 3:30 pm to 1:30 am. The team covering Sunday through Wednesday currently has two officers working from 1:30 pm to 11:30 pm due to the Unit being down two officers.

Officers assigned to this Unit conduct a significant amount of proactive vehicle and pedestrian stops for other SES Detectives. These officers are not tied to the radio and their primary focus is gang neighborhoods and areas impacted by gang activity. The Unit officers also work closely with the Crimes of Violence Unit when major crimes occur to help assist during complex investigations. The Unit is highly effective and has significant utility in applying resources to address emerging criminal and public safety issues as they arise.

In addition to their regular suppression assignment, the Unit is responsible for probationer searches, managing regional grants, disarming prohibited persons of firearms, and overseeing the Justice Assistance Grant (JAG). GSU officers spend about 75 percent of their time patrolling gang neighborhoods. The added benefit of this Unit is it provides real-time intelligence of gang activity and routinely augments other units.

The Gang Suppression Unit was established, structured, and significantly staffed because numerous gangs and criminal gang activities were such a significant problem in the City. Today, the Department deploys both Neighborhood Policing and Gang Suppression units focusing on prevention and suppression.

> **Finding #30:** While gang suppression continues to be a priority, the Unit often focuses on other criminal activity within the City. Data shows that between 2019 and 2021, there were 15 homicides in the City, with two being gang related.

> **Recommendation #25:** Consider forming a Crime Suppression Unit that is broader in scope than the current Gang Suppression Unit to reflect the actual work being performed. Evaluate opportunities to consolidate other Crime Suppression Unit resources into one Unit.

## 5.4 RECORDS SECTION

The Records Section Manager has been with the Department for many years and is highly knowledgeable on technical and workflow processes. According to the budget, the Section is divided into two Records units to ensure coverage seven days a week. Records personnel are currently working 12-hour shifts due to the pandemic and have become comfortable with this schedule. The budget allows for 14 Records Technicians, two Senior Records Technicians, two

Supervisors, and one Manager. Due to vacancies, however, this Section is currently staffed at 50 percent capacity.

One of the observed challenges is the front lobby, which is staffed and controlled by CSOs. Records supports both the lobby and officers internally but does not determine hours of operation. The lobby is open Monday through Friday, 8:00 am to 5:00 pm. Records staff are on-site before doors open and remain after doors are closed. This allows work to be completed while remaining connected to all Patrol shifts.

A significant change in responsibility related to Records now includes managing all media and evidence processing, including Evidence.com. There is a good countywide process for DA document submissions and video transfer. The new budget will reduce the number of Records Technicians by one to manage this newer internal process. The lingering concern is that Records is already short-staffed, and this shift may increase the workload of a team with staffing that is already lean.

> **Finding #31:** The public lobby used to be staffed with a volunteer who could greet customers and provide direction either to Records for assistance or to CSOs for reports. Currently there is a computer terminal for people to check in upon arriving in the lobby. While this process may appear modern, it seems inefficient and frustrating to the public.

> **Recommendation #26:** Review and consider whether media and evidence processing (including Evidence.com) responsibility would be better suited in Internal Affairs and ensure the proper FTE position is budgeted.

The staffing shortage in Records is being offset with the 3/12 schedule. Most of the Records staff appreciate this schedule and would prefer to keep it permanently.

Another challenge for the Section is retention. There seems to be a culture that Oceanside PD Records is a training ground since the pay is lower than in other agencies. Current staffing of Technicians totals eight, with three technicians having less than two months on the job.

Workflows in Records are well-documented in writing, which is helpful since there has been high turnover. There are well-established technology interfaces with the National Incident-Based

Reporting System (NIBRS) and the California-Based Reporting System (CIBRS), which are all reporting to ARJIS, and ultimately to the FBI.

> **Recommendation #27:** Review the use of CSOs in the front lobby for report-taking and consider whether Records would be better suited to manage the inflow of customers seeking assistance or some sort of consolidation. Consider reviewing the CSO role in the Department to allow CSOs to be dispatched to take reports as needed at the station.

The following images show the Oceanside PD Lobby, which collocates a Records Counter with a Community Services Officer Counter.

**Figure 18—CSO Counter Proximity to Records Section**



The proximity of Records and the front counter appears to present inefficiencies. The two are not aligned. The units operate as two separate functions of a single customer-based experience. In Citygate's assessment, it is possible that the Records Unit may be better organized *with* the Communications Unit in a separate division that is organized and managed under one Supervisor.

The Records Section reports directly to the Investigations Captain with one Records Manager and two Records units. In 2019, there was a reorganization in which Records was placed under Investigations. This alignment may be as a result of organizational workload balance rather than alignment needs and may not necessarily reflect the best place for this Section in the organization.

## 5.5  SENIOR FIELD EVIDENCE TECHNICIAN

Citygate's evaluation of the FET role revealed what appears to be opportunities as well as shortcomings. Currently, there is a Senior FET assigned to the Crimes of Violence Unit. This

person fills part of their time conducting follow-up on missing persons. This is not the primary role of an FET; however, it fulfills a need within the Unit.

Currently there is one Senior FET assigned to the Crimes of Violence Unit. The collateral duties in the Unit include missing persons, which takes 50 percent of an FETs time, and which includes follow-up with CPS referrals, APS referrals, and sexual assault evidence collection and processing. Historically, the Department employed Investigative Aides—non-sworn positions that were laid off between 2007 and 2009 and never restored. Since then, their duties have been absorbed by FET personnel.

> **Finding #32:** The Department lacks knowledge and skills at the officer level to investigate and handle low-level evidence collection.
>
> **Finding #33:** Supervisors lack the knowledge to review evidence collection and analysis by FETs, highlighting the need to have a primary Supervisor for all FETs.
>
> **Finding #34:** FETs perform a significant number of ancillary duties which are not part of their primary role. This interferes with expanding evidence processing skills and capabilities. As a result, certain internal evidence analysis processing is outsourced, such as latent fingerprint examination. This is a fundamental organizational capability and should be an internal function that is not outsourced to the County crime lab.
>
> **Finding #35:** The Department currently has two latent print examiners but does not have current policies and is not certified to confirm matches.

> **Recommendation #28:** Consider reclassifying the Field Evidence Technician role. Implement a shift in operational expectations and equip Patrol officers to investigate and process low-level crime scene investigation and evidence collection without the need for an FET.[28]

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[28] Citygate recognizes that increasing the workload of an already understaffed Patrol force can exacerbate staffing shortages and serve to negatively impact morale. This recommendation should be implemented in such a manner that they coincide with staffing increases—either with additional police officers or Community Service Officers.

> **Recommendation #29:** Non-related evidence tasks should be reclassified into more functional support roles, such as the current CSO role or the former Investigative Aide role.
>
> **Recommendation #30:** Evaluate advanced evidence collection and processing techniques that would be better suited to be performed within a crime lab operated and managed by the Evidence and Property Unit.
>
> **Recommendation #31:** Consolidate functional resources of the Evidence and Property Unit and the Field Evidence Technician function into a single Forensic Sciences Unit.

## 5.6 POLICE TECHNOLOGY

The Department lacks coordinated assistance to manage all technical needs, cameras, surveillance systems, and other related technology for operational or investigative demands. Currently, there are downtown cameras, but all are recorded on a loop and not immediately available. It is Citygate's assessment that the Department could benefit by deploying additional cameras in strategic areas and maintaining access so that video can be seen in real time.

> **Recommendation #32:** Consider enhancing the Citywide camera system to support public safety and reduce the impact on Investigations. Evaluate and determine the value of a real-time crime center within the Department.

# SECTION 6—SUPPORT OPERATIONS DIVISION ASSESSMENT

## 6.1 OVERVIEW OF SUPPORT OPERATIONS UNITS

The Support Operations Division is managed by a Captain that is a direct report to the Chief of Police. There are three management sections within the Division, which contains 11 units. Additionally, there is one Public Information Officer who is an individual direct report to the Division Captain. The management units are run by two Lieutenants and one Principal Management Analyst.

The units are organized under the following organizational hierarchy.

**Special Operations**

◆ Harbor Unit

◆ Crime Suppression Team

◆ Beach Team

◆ Homeless Outreach Team (HOT)

◆ Psychological Emergency Response Team (PERT)**\***

◆ Media Relations**\***

**Support Operations**

◆ Neighborhood Policing Team (NPT)

◆ Traffic Unit

◆ Motors Unit

◆ School Safety Enhancement Team (SSET)

**Finance**

◆ Finance Unit**\***

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**\*NOTE:** *The Department has continued to adapt and evolve, including throughout the course of Citygate's assessment and composition of this report. This section—informed by the **previous** iteration of the Department's organizational structure—is now inaccurate in its alignment of three units. After the inception of Citygate's engagement and orienting research with the Department: (1) The Psychological Emergency Response Team (PERT) was moved to supervision under Patrol Operations. (2) The Media Relations and Finance units are currently in process of being moved to the Office of the Chief under supervision of the new Deputy Chief position. As such, some of Citygate's findings and recommendations in this section reflect the former alignment and supervision of these units.*

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## 6.2 SPECIAL OPERATIONS

### 6.2.1 Harbor Unit

The Harbor Unit is a specially funded by the Department through a contract with the Harbor and Beaches Advisory Committee. The Harbor District consolidated its standalone Harbor Police into the Oceanside Police Department in 2009. This contract transfers approximately $2.5 million to the Department annually. Fees paid are from the revenues of the Harbor District. The Harbor is a unique amenity as it is the only small-boat harbor in the area. Due to the nature of the contract, sworn officers assigned to the Harbor Unit do not commit to any elective enforcement or service activities outside of the Harbor District.

Reporting to the Special Operations Lieutenant, the Harbor Unit is supervised by one Sergeant and staffed with six officers. The Unit is funded and scheduled for eight officers; however, two officers are currently on medical leave. The Harbor Unit Sergeant serves as the Supervisor for the Beach Team on one side of the schedule (Wednesday through Saturday) while the Beach Team Sergeant serves the as the Supervisor for the Harbor Unit the other half of the week.

The following table details the Harbor Unit schedule.

**Table 9—Harbor Unit Schedule**

| Days of the Week | Rank/Position | Hours Worked |
|---|---|---|
| Wednesday – Saturday | Sergeant | 1000–2000 |
| Sunday – Wednesday | Officer | 0530–1530 |
| Sunday – Wednesday | Officer | 1000–2000 |
| Sunday – Wednesday | Officer | 1500–0000 |
| Wednesday – Saturday | Officer | 1000–2000 |
| Wednesday – Saturday | Officer | 1500–0100 |
| Wednesday – Saturday | Officer | 2000–0600 |

The Harbor Unit serves as police services for the on-land businesses and docked boats in the District and provides water-borne enforcement and rescue in the marina and along the coastline of the City. Previously, the Unit provided non-emergency tows for the Harbor area; however, that service has ended, and is currently handled by a private, fee-for-service provider.

The City has been in discussion with and has provided proposals to the Harbor and Beaches Advisory Committee (HBAC) to move to a fire service model that would remove the Department from the Harbor District as the service provider. However, this plan was placed on hold in 2021 due to concerns from the HBAC, and there remains a continuing question at the policy-making level as to the future of the Department as the provider of services within the Harbor District.

> **Finding #36:** The Harbor Unit is funded by a special Harbor District within the City, with six officers and a Sergeant currently assigned to the Unit. Eight officers are slated in the organizational chart for the Unit. Officer coverage of the Harbor meets minimum scheduling requirements, but the schedule does not effectively provide for time off.

> **Recommendation #33:** If the Unit is retained to just the Harbor, two additional officers must be assigned to the Harbor to alleviate scheduling problems.

## 6.2.2 Crime Suppression Team

The Crime Suppression Team has the responsibility of dealing with homelessness-related crime throughout the City. The Unit is currently comprised of two officers, though it previously had four officers—with one position now vacant due to reduced staffing, and another position vacant due to long-term injury. Due to officer safety concerns, officers work in groups of two. The Unit is supervised by a Sergeant that also supervises the Homeless Outreach Team and PERT.

The following table details the Crime Suppression Team's schedule.

**Table 10—Crime Suppression Team Schedule**

| Days of the Week | Rank/Position | Hours Worked |
|---|---|---|
| Monday – Thursday | Sergeant (30% allocation to Unit) | 0600-1600 |
| Tuesday – Friday | Officer | 0700–1700 |
| Tuesday – Friday | Officer | 0700–1700 |

Currently, there are four main locations where officers in Crime Suppression spend their time; these are locations where people experiencing homelessness are most present: downtown, the riverbed area near the airport, the Oceanside Blvd corridor (primarily a business area with some housing), and Quarry Creek in the area of the 3400 block of College Boulevard, which is a camp area.

Citygate found that the Unit operates on what is referred to as customer care complaints that come through emails and phone calls. Due to the overall number of complaints that are always being received, complaints are the primary driver of how the Crime Suppression Unit spends its time.

Due to the low number of officers in the Unit, overtime details were formerly scheduled for an additional three officers and a City Code Enforcement Officer to move out encampments around the City. However, over the past six to seven months, this detail has not been worked because officers are not signing up for overtime slots due to getting redeployed during these shifts to work Patrol shifts in general Patrol Operations.

Citygate has learned that they now shift some of this work to the two remaining Crime Suppression officers, and that most enforcement relies on arrests for warrants or tickets for minor drug possession.

> **Finding #37:** The Crime Suppression Unit is supervised by a sergeant that also supervises two other units (PERT and the Homeless Outreach Team).
>
> **Finding #38:** The Crime Suppression Unit does not have segregated statistics concerning Unit activity.
>
> **Finding #39:** The Unit is under full strength by two officers from its normal staffing level.

> **Recommendation #34:** Reduce supervision of Sergeant to Crime Suppression and Homeless Outreach due to crossover of service focus and remove supervision of PERT.
>
> **Recommendation #35:** Create dedicated statistics collection for Unit activity.
>
> **Recommendation #36:** Add two officers back into the Unit to restore the previous level of staffing.

### 6.2.3  Homeless Outreach Team (HOT)

The Homeless Outreach Team (HOT) is staffed by officers and civilian outreach workers who focus on non-enforcement contact with homeless persons in the City. The Unit focuses on getting homeless persons connected to care and resources to get them out of their unsheltered status. The Unit is currently staffed by three officers and two Homeless Outreach workers.

The following table shows scheduling and staffing for the Homeless Outreach Team.

<u>**Table 11—Homeless Outreach Team Schedule**</u>

| Days of the Week | Rank/Position | Hours Worked |
|---|---|---|
| Monday – Thursday | Sergeant (50% allocation to Unit) | 0600–1600 |
| Monday – Thursday | Officer | 0600–1600 |
| Monday – Thursday | *Vacant Officer Position* | 0600–1600 |
| Tuesday – Friday | Officer | 0600–1600 |
| Tuesday – Friday | Officer | 0600–1600 |

The Unit is supervised by a Sergeant who also supervises PERT and the Crime Suppression Team. Additionally, the Sergeant oversees special events planning for approximately 10 major events that draw large numbers of people into the City; these events include the Ironman Triathlon and the City's Fourth of July celebration.

The Unit was formed in 2014 with two officers and expanded to four officers in 2017. However, there has been one long-term vacancy for roughly the past two years. In consideration of officer safety, the Unit is designed to have teams of two officers since officers must go to remote locations to interact with the homeless, and as a general safety precaution no matter where officers are engaging homeless persons in the City. Citygate received data from the City showing that, in 2021, HOT had 701 unduplicated contacts with homeless persons in the City. Enforcement only occurs in situations like felony warrants that require action.

HOT has one social worker attached to each team. The social workers are provided through a non-profit organization called Interfaith. Currently, one social worker is attached to a team of two officers, and one social worker is attached to the one officer team. The Unit's officers and social workers are funded through the local Measure X sales tax.

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**Finding #40:** The Homeless Outreach Team is supervised by a Sergeant that also supervises two other units (PERT and the Crime Suppression Team) and plans major special events.

**Finding #41:** The Homeless Outreach Team is currently understrength by one officer.

**Finding #42:** The Unit is funded by Measure X sales tax.

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> **Recommendation #37:** Keep special events planning under the supervision of this Sergeant position if PERT is removed from supervisory scope.
>
> **Recommendation #38:** Add one officer back to the Unit to restore the previous level of staffing.
>
> **Recommendation #39:** Determine future of funding when Measure X sales tax expires.

### 6.2.4 Beach Team

The Beach Team serves as the primary service provider for the four-mile-long beachfront of the City. The beachfront is a key amenity for the community which attracts visitors year-round, along with numerous minor events and several major events including an Ironman Triathlon and Race Across America.

The Beach Team is supervised by one Sergeant and is staffed with six officers. Approximately 15 years ago, the unit had one Sergeant and eight officers.

The following table shows scheduling for the Beach Team.

**Table 12—Beach Team Schedule**

| Days of the Week | Rank/Position | Hours Worked |
|---|---|---|
| Sunday – Wednesday | Sergeant | 1000–2000 |
| Sunday – Wednesday | Officer | 0430–1630 |
| Sunday – Wednesday | Officer | 1100–2300 |
| Sunday – Wednesday | Officer | 1100–2300 |
| Wednesday – Saturday | Officer | 0430–1630 |
| Wednesday – Saturday | Officer | 1100–2300 |
| Wednesday – Saturday | Officer | 1100–2300 |

The daily supervision span of control for the Unit Sergeant is three Beach Team officers and cross supervision of three Harbor Unit officers. The Beach Sergeant covers supervision between the two units Sunday through Wednesday, and the Harbor Unit Sergeant supervises both units Wednesday through Saturday. According to staff, the Beach Team crosses over to assist with 10–20 percent of Harbor Unit calls on an average day. The Harbor Unit does not assist the Beach Team due to its funding arrangement which keeps the Harbor Unit engaged on-site within the Harbor.

Beach Team officers are reallocated to general Patrol on days when Patrol drops below minimum staffing (one officer per day). Patrol backfill was occurring daily. Backfill was recently cut back to two days per week due to some recently hired officers having completed training and now being able to fill Patrol assignments.

The Beach Team hires summer seasonal help in the form of non-sworn Beach Safety Officers (BSOs). The BSO positions must pass the California POST course PC 832, two weeks of in-house training, and one week of ride-a-longs to perform their duties. The in-house training and ride-a-longs were a new Department requirement this year.[29]

BSOs provide officer presence along the four miles of beachfront in the City and have the authority and ability to write tickets for minor offenses. BSOs are a good presence "force multiplier" for the agency. This year, the Beach Team was short-staffed by three BSOs due to a lack of applicants. This position currently pays $18 per hour.

Typical calls for service for the Beach Team are for quality-of-life issues; these include self-initiated calls before sunrise when dealing with unsheltered persons and during the day consist mostly of police assistance, fights, homeless disturbances, or children missing from their family or group. A large portion of the daily activity for Beach Team staff is maintaining a sense of order in the beach areas, which are heavily trafficked by residents and visitors.

Order and safety on the beaches are also provided by the 15 full-time lifeguards that work truck-based units as employees of the Oceanside Fire Department. An additional 70 lifeguards are assigned to towers from Memorial Day through Labor Day. Staff informed Citygate that calls from lifeguards are not a large portion of calls for service for the Department—only a couple of calls per day on average.

Peak days of activity require additional police resources, which include civic-sponsored events, ethnic festivals, beach volleyball championships, bike races, surfing competitions, and music performances. Staff is supplemented for events through overtime shifts. For some of the very large events (e.g., Ironman Triathlon, Race Across America, etc.), event planners have a significant amount of their own staff assigned, which greatly alleviates the number of Oceanside police staff needed.

> **Finding #43:** The Beach Team is drawn from its regular duties to supplement Patrol Operations when Patrol is below staffing minimums.

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[29] https://post.ca.gov/pc-832-arrest-and-firearms-course

> **Finding #44:** The Beach Team has a planned complement of eight officers and one Sergeant assigned to the Unit. The current staffing level is six Officers and one Sergeant. Officers work in pairs to avoid officer safety concerns; however, the officers with a 4:30 am start time work alone.
>
> **Finding #45:** The Beach Team employs Beach Safety Officers (BSOs) as non-sworn staff to supplement the work of sworn officers on the Beach Team. There are three openings in the BSO position this summer due to low pay of the position.

> **Recommendation #40:** Continue to fill open Patrol officer positions to alleviate the need for reallocating Beach Team operations.
>
> **Recommendation #41:** Add two Beach Team officers back at the 0430-start time to provide proper safety for 4:30 am Day Shift officers on the team.
>
> **Recommendation #42:** Increase the pay of Beach Safety Officers (BSOs) to more competitive wages to attract applicants to the position.

## 6.2.5 Psychological Emergency Response Team (PERT)

The Psychological Emergency Response Team (PERT) is comprised of two police officers and two mental health clinicians. The clinicians are employees of San Diego County and are assigned to the Department full time, as shown in the following Table. The Unit is supervised by a Sergeant that is also assigned to the supervision of the Homeless Outreach Team and the Crime Suppression Unit.

The following table details PERT's schedule.

### Table 13—Psychological Emergency Response Team Schedule

| Days of the Week | Rank/Position | Hours Worked |
|---|---|---|
| Monday – Thursday | Sergeant (20% allocation to Unit) | 0600–1600 |
| Sunday – Wednesday | Officer | 1200–2200 |
| Wednesday – Saturday | Officer | 1200–2200 |
| Sunday – Wednesday | PERT Clinician | 1200–2200 |
| Wednesday – Saturday | PERT Clinician | 1200–2200 |

One of the full-time officers assigned to the Unit is on long-term modified duty. An officer has been identified to be assigned temporarily to the Unit, but due to low staffing levels in Patrol reassignment cannot be accomplished. Currently, the Department pays officers overtime to cover this open side of the schedule.

Officers assigned to PERT must attend a three-day PERT class—part of a statewide California POST-approved curriculum—as a training foundation to work in the position. PERT's primary responsibility is responding to mental health commitment calls, check welfare calls, suicidal persons, and other psychological events. Part of the role of these officers and clinicians is bringing people with mental health problems to the hospital for evaluation, but there is an inordinate amount of time spent at hospitals waiting for evaluations of those they have taken into protective custody. However, a 10-bed facility by Exodus Recovery, Inc. for mental health patients has recently opened in the City, which is helping to economize staff time.

The supervising Sergeant of PERT is only able to allocate 20 percent of their time to Unit needs due to supervision commitments for two other units. Most of the Sergeant's time associated with the Unit is at meetings representing the interests of PERT, not with direct supervision of Unit officers. Contact with the staff is minimal due to the differences in schedule between the Sergeant and the officers, in addition to the Sergeant being in a different building than PERT officers, who work out of Patrol Operations.

According to staff, the current scheduled timeframe for PERT officers, Noon to 10:00 pm, has been identified by the Department as the peak period of calls related to the PERT specialty. However, PERT does not keep its own segregated statistics. Staff also indicated that they do not plan to expand the Unit due to the lack of available clinicians through the County, which was understaffed by 13 clinicians as of the writing of this report. Staff feedback to Citygate indicated that if additional PERT teams could be created, the most effective model would be to split the schedule between daytime and nighttime shifts.

> **Finding #46:** PERT is a small team of officers and mental health workers assigned to Patrol to address mental health-related calls for service during peak service periods. Staff is supervised by a Sergeant in another division and physical location, making effective supervision difficult to perform.

> **Recommendation #43:** Reassign supervision of PERT to Patrol Operations for more effective oversight.

## 6.2.6 Media Relations

Media relations is assigned to one full-time Public Information Officer (PIO) who is a civilian employee reporting to the Captain of Support Operations. The PIO is briefed on senior staff items that impact media or community communications, is in regular communication with the Chief of Police about his stance or response to specific issues, and regularly confers with the Captain of Support Operations.

The current PIO came to the Department in 2021 after serving in a public outreach and information role in a larger law enforcement agency in California. Citygate has found three main areas of function for this position as currently performed:

◆ Data practices intake and response

◆ Social media outreach and communication

◆ Reputation management through proactive and reactive media interactions

Prior to the hiring of the current PIO, the role was filled by a retired Police Supervisor who worked on a part-time basis; before that it was managed as part of the duties of a Police Lieutenant. The prior PIO responded to email inquiries, created occasional social media posts, wrote press releases, and responded to news media inquiries. Citygate has found that, in the past, Department sentiment was that media coverage of the agency was overwhelmingly negative and social media presence was behind industry standards. Department staff have indicated that they have seen a substantial positive change in media relations with the work of the current PIO.

The current PIO has spent a lot of time working on creating positive content regarding the Department's work in the community. Work has included coordinating with agency units to make sure the PIO is aware of the work being done to highlight it with news media, social media, or to prepare reactive press briefings for incidents or crime issues. To change the agency approach to

media relations, the PIO has worked on creating and implementing changes to policy and digital platforms to get the Department up to date with both best practices in policy and social media presence. Additionally, the PIO has worked to organize a central calendar system for all units to input dates, times, and locations for special events that can be highlighted in media platforms or presented to local radio, print, and television news media. Citygate has found intra-agency communication is improving on media issues and people are becoming more preemptive in making the PIO aware of events as part of the normal flow of internal information. The PIO is also working on a media relations structure for pre-planned events that agency staff can use to ensure that all information needed for proactive media notifications is available.

The PIO manages multiple forms of incoming information requests that each need some form of response. Social media platforms are used as a communications tool for the community and the PIO manages the inbox and creates a response for all inquiries on each platform. The social media platforms managed are:

◆ YouTube

◆ Facebook

◆ Twitter

◆ Instagram

◆ Nextdoor

◆ Nixle

The PIO told Citygate that social media does not get enough dedicated time from their position, even though 25–30 hours per week are spent working on it. The PIO believes social media engagement is important for reputation management for the agency and to find both negative and positive trends that occur online.

The work week for the PIO position is 55 or more hours per week. For time outside of social media, work items include data practices requests, media inquiries for statements or interviews with the Department, and management of the Department website. The PIO also sits on the City's overall website platform committee. The PIO told Citygate that creating a media relations team of three people would be optimal and would recommend dividing work into the areas of social media, graphic media, and traditional media/data requests.

PIO callback to the Department from home averages about two nights per week. This is done for nighttime public safety events (shootings, major crashes, etc.). The PIO stated that they would like Detectives, Supervisors, and Managers trained on how to handle media relations at a basic level. Training would target how to interact with normal media reporting, policy, laws, and best practices, so staff are more comfortable and prepared when speaking on behalf of the Department.

At a recent IACP training session on social media operations, the trainer suggested that agencies consider hiring the professional services of a strategic communications firm that specializes in social media interaction. For a list of current social media best practices, see **Appendix B**.[30]

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**Finding #47:**  The current staffing level is below what is needed to meet community standards and state laws related to data practices.

**Finding #48:**  Social media reach is limited by the workload capacity of the PIO.

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**Recommendation #44:**  Perform a work study to determine the number of additional positions needed to provide social media coverage and responses, manage data requests, provide standard press releases, and respond to major incidents requiring media management.

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## *6.3    SUPPORT OPERATIONS*

### 6.3.1  Neighborhood Policing Team (NPT)

The Neighborhood Policing Team (NPT) reports to the Support Operations Lieutenant and is supervised by one Sergeant who is also assigned to the supervision of the School Safety Enhancement Team (SSET). The Unit is slotted for eight officers who are referred to as Neighborhood Officers in Department literature and on the website. Currently, there are four officers assigned to the NPT and one non-sworn Crime Prevention Specialist.

The following table shows scheduling for the NPT.

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[30] Social Media Interactions Best Practices white paper provided by Cole Pro Media and based on content taught at IACP social media training sessions.

### Table 14—Neighborhood Policing Team Schedule

| Days of the Week | Rank/Position | Hours Worked |
|---|---|---|
| Monday – Thursday | Sergeant (70% allocation to Unit) | 0700–1700 |
| Monday – Thursday | Officer | 0900–1900 |
| Monday – Thursday | Officer | 0900–1900 |
| Monday – Thursday | *Vacant* | 0900–1900 |
| Monday – Thursday | *Vacant* | 0900–1900 |
| Tuesday – Friday | Officer | 0900–1900 |
| Tuesday – Friday | Officer | 0900–1900 |
| Tuesday – Friday | *Vacant* | 0900–1900 |
| Tuesday – Friday | *Vacant* | 0900–1900 |
| Monday – Thursday | Crime Prevention Specialist | 0900–1900 |

Each of the four officers are assigned to one sector of the City. All officers and the Crime Prevention Specialist are Crime Prevention Through Environmental Design (CPTED)-certified. The duties of this Unit include:

◆ Use CPTED principles to review site plans of new construction, assessments of existing residential and commercial areas.

◆ Photometric light surveys of both new and existing residential and commercial areas.

◆ Focusing on problem addresses and locations where quality of life and crime issues have been identified.

◆ Conduct community meetings and make neighborhood connections.

◆ Represent the Department at community events.

◆ Host special meetings for the Chief to address issues with community groups.

◆ Conduct or help facilitate special meetings for the Chief during moments of crisis in a community or neighborhood.

The NPT addresses many issues that rise quickly in community consciousness and are relied upon continuously for their ability to host, facilitate, and connect with residents in a community meeting format. NPT officers flex their hours or use overtime to come in for a lot of community events that occur. There is an expectation of their presence at events due to their role as liaisons between community groups and the Department. This includes sharing a community calendar with the

Department's PIO to enhance situational awareness for social media postings and positive news stories.

The Crime Prevention Specialist is dedicated to the neighborhood watch program and crime prevention education. It is apparent to Citygate that staff are feeling overwhelmed with their volume of work. As was relayed to Citygate, staff want to do "A-grade" work but feel they are only able to accomplish "C-grade" work given the amount of activity in which they are engaged. The Unit's supervising Sergeant spends about 70 percent of their time supervising the NPT, versus 30 percent of time spent supervising the SSET.

While no specific statistics are currently being kept for NPT, qualitative analysis demonstrates the need for an increase in Unit staffing due to the community expectations of this Unit. This is not surprising due to the demand for NPT's core services in a time where both crime prevention and community policing are valued by communities. Department staff suggest moving from four to eight officers in the Unit, which would deploy existing and additional staff as follows:

- ◆ One Sergeant Supervisor

- ◆ Four officers dedicated to CPTED surveys and design

- ◆ Four officers dedicated to community engagement and problem-oriented policing tasks

- ◆ One Crime Prevention Specialist

If this level of staffing is realized, the supervisory ratio would make it appropriate to have a dedicated Sergeant for the NPT.

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**Finding #49:** The Neighborhood Policing Team (NPT) performs crime prevention education, CPTED assessments for current and new development, and has a mission to address problem locations and properties. This Team also is the main POC/host for community meetings due to its community connections.

**Finding #50:** The NPT is allotted eight police officers in the organizational plan but is currently operating with four officers due to staffing shortages in Patrol Operations.

**Finding #51:** The NPT is supervised by one Sergeant position that also supervises the School Safety Enhancement Team (SSET). Approximately 70 percent of the Sergeant's time is dedicated to supervision of NPT. Both units have very divergent missions within the Department.

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> **Finding #52:** The NPT does not have segregated data for its work.

> **Recommendation #45:** Staff the NPT with eight officers, two per sector—one assigned to Crime Prevention Through Environmental Design (CPTED) assessments, and one assigned to Crime Prevention and problem locations.
>
> **Recommendation #46:** Separate supervision of the NPT and SSET. Assign one Sergeant to full-time supervision of the NPT.
>
> **Recommendation #47:** Begin segregated data chart for the activities of the NPT to monitor its workload levels.

## 6.3.2 Traffic Unit

The Traffic Unit provides investigative services related to all very serious and fatal crashes, works with City traffic engineers and planners on road design, and provides subject matter expertise for training and enforcement regarding impaired drivers. The Unit reports to the Support Operations Lieutenant, and is supervised by one Sergeant, with three Traffic Investigators, one DUI Enforcement Officer, and one Senior Office Specialist.

The following table details scheduling for the Traffic Unit.

**Table 15—Traffic Unit Schedule**

| Days of the Week | Rank/Position | Hours Worked |
|---|---|---|
| Monday – Thursday | Sergeant | 0900–1900 |
| Monday – Thursday | Investigator | 0900–1900 |
| Tuesday – Friday | Investigator | 0900–1900 |
| Wednesday – Saturday | Investigator | 0900–1900 |
| Sunday – Wednesday | DUI Investigator | 1700–0100 |
| Monday – Friday | Senior Office Specialist | 0730–1700 |

The Traffic Unit Sergeant serves as the Unit Supervisor and duties include review and approval of all investigative reports, statistical data charting for Department and City leadership in areas with

a high volume of resident complaints, response to phone call complaints about traffic issues, and work on solutions to problem traffic areas with City engineering. Additionally, the Unit Sergeant is responsible for creating all traffic plans for major events in the City and serves as an event Supervisor over the traffic management plan at each event. As with many officers and Sergeants in specialty units, the Sergeant also has ancillary duties for the Mobile Field Force Team as a UAV operator, and as an instructor during annual in-service block training.

The three Traffic Investigators are part of what is referred to as the Major Accident Investigation Team (MAIT). They handle all major collisions in the City related to traffic deaths and serious injuries. These Investigators also investigate any serious crashes involving City police officers or serious accidents that occur with other City vehicles. However, minor crashes by Patrol officers are handled by their own Patrol units. Currently, the Department is working on an agreement regarding officer-involved squad crashes with the Carlsbad and Escondido police departments to reduce the conflict of interest involved when a department investigates its own squad crashes.

The recently enacted "Watson Murder Law" in California makes it a second-degree homicide to kill someone while driving intoxicated. This has placed additional investigative responsibilities on Traffic Unit Investigators who are now responsible for investigating this specific type of homicide case. As of the writing of this report, Traffic Unit Investigators had investigated four fatal accidents and three near-fatal accidents in 2022.

In addition to their investigative duties, Traffic Investigators go out and perform targeted enforcement in areas that have been identified as problem roadways from case data. They also spend a week with all new officers, training them on crash investigations. Other responsibilities for Investigators include consulting with the other parts of government to work on street engineering and design to produce traffic calming and safety measures which reduce vehicular accidents.

Due to the technical nature of their work, Traffic Unit Investigators have the following training: basic collision, intermediate collision, advanced collision, vehicle versus pedestrian collision investigation, crash analysis, reconstruction, black blocks retrieval, EDR data analysis, vehicle inspection, and radar and lidar training.

The Traffic Unit DUI Investigator has a varied set of work requirements, including the primary duty of working an afternoon to evening shift with a focus on detecting and arresting impaired drivers who are using alcohol or drugs. Within the Department, the DUI Investigator is responsible for regularly calibrating all alcohol testing equipment, training all new officers on DUI skills, and performing continuing education during Department in-service training. Additionally, due to the DUI Investigator's subject matter expertise, they train all over San Diego County as one of three DRE program instructors.

The Traffic Unit has only one DUI Enforcement Officer. This is problematic for the amount of equipment maintenance and education work they provide, which takes away from the amount of time dedicated to enforcement work and only covers one side of the schedule. The DUI Investigator is going to retire in 2023. It would be to the advantage of the agency to put a second DUI Investigator into the Unit for program continuity, to pass on program and training knowledge, and to have DUI Investigator coverage throughout the week.

The Traffic Unit does not have long-term segregated data available to analyze the workload of Unit staff. In 2022, the Unit Sergeant began tracking Unit-specific data, but it will take another year before there is any longitudinal data to review.

Regarding shortages in Patrol Operations, it has impacted the Traffic Unit by requiring one member of this staff to cover a shift in Patrol Operations 75 percent of the days each month. This makes daily consistency for Investigators very difficult as Investigators who manage a caseload.

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**Finding #53:** Three Traffic investigators are some of the most highly trained officers in the Department due to education in crash reconstruction and related topics.

**Finding #54:** The Unit Supervisor began keeping statistics to track Unit activity in 2022.

**Finding #55:** One DUI Investigator is assigned to the Traffic Services Unit. This position works an afternoon enforcement shift four days per week. Additionally, the position is highly involved in academy, in-service, and regional DUI-related training. This Officer is due to retire in 2023.

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**Recommendation #48:** Continue to monitor Unit statistics to track activity and workload changes from year to year.

**Recommendation #49:** Add one DUI Investigator position to the Traffic Services Unit to work the other half of the weekly schedule, provide additional help with training activities, and provide legacy planning due the pending retirement of the current DUI Investigator.

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### 6.3.3 Motors Unit

The Motors Unit is comprised of one Sergeant Supervisor and seven officers and reports to the Lieutenant of Support Operations. As of 2017, the Unit had eight officers assigned to the complement, though it is now down one position due to overall Department staffing levels.

The responsibilities of the Motors Unit are proactive traffic enforcement, investigation of traffic complaint locations, and response to serious traffic accidents, hit and run crashes, or City vehicle accidents.

The following table shows the deployment schedule of the Motors Unit.

**Table 16—Motors Unit Schedule**

| Days of the Week | Rank/Position | Hours Worked |
|---|---|---|
| Tuesday – Friday | Sergeant | 0630–1630 |
| Sunday – Wednesday | Officer | 0630–1630 |
| Monday – Thursday | Officer | 0630–1630 |
| Tuesday – Friday | Officer | 0630–1630 |
| Tuesday – Friday | Officer | 0630–1630 |
| Wednesday – Saturday | Officer | 0630–1630 |
| Wednesday – Saturday | Officer | 0630–1630 |
| Monday – Thursday | Officer | *Extended Leave* |

While proactive enforcement is one of the areas that is supposed to be focused on by the Motors Unit, it has found itself to be almost solely driven by specific complaints in recent years. According to Unit staff, the number one or two complaint in the City concerns vehicle traffic-related issues. Many complaints concern speed or noise as a quality-of-life issue, with most traffic complaints in evening hours concerning loud vehicle noise. However, due to safety concerns for motorcycle operations after dark, these evening complaints are passed on to Patrol Operations.

The collection, tracking, and delegation of traffic complaints is managed by the Unit Sergeant. Complaint intake happens through the City website via email, City staff, and City elected officials. Most complaints are in neighborhood areas, and the Unit spends most of its time focused on monitoring these locations for violations. The Unit also has two speed trailers that are moved weekly to different locations, along with four speed boards managed by the City's Traffic and Engineering Department. Citygate was informed that there are always more complaint locations than there are Motors Officers to address them.

Other activities of the Motors Unit include going to problem traffic areas during high-traffic times (e.g., am/pm commuting, school zones, high-volume traffic areas) and enforcement on Highway

76—where Department Motors operate as part of an enforcement agreement with the California Highway Patrol. Referencing unit-specific statistics is currently impossible as there are no segregated statistics for Unit activity for incoming traffic complaints, accident responses, warnings, or tickets issued.

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**Finding #56:** Traffic complaints are one of the most common complaints by residents.

**Finding #57:** In recent years, Unit work is almost solely based on citizen complaints about vehicle conduct.

**Finding #58:** No segregated statistics on Unit activity are kept.

**Finding #59:** Current staffing is below past levels.

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**Recommendation #50:** Create Unit-specific statistics to measure activity and workload changes from year to year.

**Recommendation #51:** Assess the value of adding one officer position to return the Unit to its past staffing level when staffing in Patrol Operations is at adequate levels.

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### 6.3.4  School Safety Enhancement Team (SSET)

The School Safety Enhancement Team (SSET) reports to the Support Operations Lieutenant and is supervised by one Sergeant who is also assigned to the supervision of the NPT. The Unit is comprised of four School Resource Officers (SROs) who are licensed police officers. Currently, there are three officers assigned to the NPT and one officer out on long-term sick leave (see: table).

The following table shows scheduling for the SSET.

**Table 17—School Safety Enhancement Team Schedule**

| Days of the Week | Rank/Position | Hours Worked |
|---|---|---|
| Monday – Thursday | Sergeant (30% allocation to Unit) | 0700–1700 |
| Monday – Thursday and every other Friday (8-hour day) | Officer | 0700–1700 |
| Monday – Thursday and every other Friday (8-hour day) | Officer | 0700–1700 |
| Monday – Thursday and every other Friday (8-hour day) | Officer | 0700–1700 |
| Monday – Thursday and every other Friday (8-hour day) | *Vacant* | 0700–1700 |

SROs provide service to the Oceanside Unified School District, which encompasses Oceanside High School, El Camino High School, and Surfside Academy—which is an elementary through high school program. Additionally, an SRO is assigned to a rover position for coverage to address issues in the middle / junior high and elementary schools in the Oceanside Unified School District.

The Vista Unified School District has a significant footprint of eight schools within the City. However, during the pandemic, Vista Unified eliminated its SRO program with the Department for cost savings and all calls for service to these schools have been handled by general Patrol officers. In late June 2022, the Vista Unified School Board reinstated the SRO program with engagement of the San Diego Sheriff's Office and the Oceanside Police Department providing SROs.

No definitive tracking system is in place in either school district to determine the number of calls for service occurring on school properties.

The costs associated with the four SRO positions are divided, with 50 percent covered by grant funding and the other 50 percent paid for by the Oceanside Unified School District. Currently, the Department is only billing for three positions due to one officer position being vacant due to long-term sick leave. Citygate found that the currently vacant position cannot be backfilled as a result of the Department being short-staffed.

Citygate learned that the SRO Unit, due to its funding source, is the only unit in the Department with personnel that are not pulled away from their duties to cover Patrol shifts. It is also the only unit in the Department that is on a nine-day, 80-hour schedule—with personnel working four days per week and one 8-hour day every other Friday. SROs are also expected to work overtime for school events, in-city high school football games, and to travel as security for high school proms and other special events sponsored by the school district.

Citygate generally sensed that there was internal agreement by numerous staff that having the SSET and NPT supervised by the same Sergeant was disjointed due to the very different missions and environments of the two teams. Additionally, when fully staffed, these two units create too

large a span of control. Further, when considering the time allocation for the Sergeant supervising both teams, 70 percent of their time is spent supervising the NPT while 30 percent is spent supervising the SSET.

Citygate found that the Unit Sergeant relies on the good rapport SROs have with the Oceanside Unified School District as a method to compensate for the lack of time spent with this Unit's staff. The concern of Citygate, and of staff, is that Unit supervision (due to this workload) cannot be present frequently enough to consistently monitor SRO performance or attend to the issues staff or schools need addressed.

> **Finding #60:** The School Safety Enhancement Team (SSET) performs the function of School Resource Officers (SROs) in three schools as a full-time presence. A fourth officer is utilized in a rover position to cover vacations of other SROs and address problems at the middle / junior high and elementary school locations.
>
> **Finding #61:** The SSET is allotted four police officers in the organizational plan but is currently operating with three officers due to staffing shortages in Patrol Operations.
>
> **Finding #62:** The SSET is supervised by one Sergeant position that also supervises the Neighborhood Policing Team (NPT). Approximately 30 percent of the Unit Sergeant's time is dedicated to supervision of the SSET and the other 70 percent to supervision of the NPT.
>
> **Finding #63:** The SSET and NPT have very divergent missions within the Department.
>
> **Finding #64:** The SSET does not have segregated data for its work in Oceanside School Districts.

> **Recommendation #52:** Focus on fully staffing Patrol Operations so that the current vacant position can be replaced.
>
> **Recommendation #53:** Separate supervision of the SSET and NPT. Assign one Sergeant to full-time supervision of the SSET.

> **Recommendation #54:** Begin segregated data collection for the activities of the SSET to monitor its workload.

## 6.4    FINANCE

### 6.4.1  Finance Unit

The Finance Unit is responsible for many functions related to planning, operations, tracking, and reporting of all Department budgets. This Unit is also responsible for position control/tracking, payroll, bill paying, accounts receivable, contracts, grant management, asset forfeiture reporting, and all federal agency reporting. Inefficiencies related to grants administration have been caused by the separation of duties into multiple sections of the Department. The Unit is supervised by a civilian Principal Management Analyst and reports to the Captain of the Support Services Division. Unit positions are listed below with a limited description of each position's responsibilities.

### *Principal Management Analyst*

Prepares and monitors the budget, processes budget adjustments, budget forecasts, position control management, accounts receivable, supervises the DUI grant programs (applications, program reporting, cost reimbursements), finance and payroll software implementation, establishes and maintains contracts and MOUs, staff reports, accounting compliance to GASB, DOJ and SANDAG reporting, management of asset forfeiture accounts, and provides back up to Payroll Senior Office Specialist.

### *Program Specialist*

Performs daily management of the personnel and payroll HR/accounting function, tracks and modifies duty and personnel changes, and accounts payable and purchasing.

### *Program Specialist*

Performs financial administration of grants by handling all grant-related transactions to the general ledger of the Department, submits financial reports, reconciles payroll funded by grants, and requests grant drawdowns from funding sources.

### *Senior Office Specialist*

Manages travel training scheduling/registration, meal reimbursements, and performs billing for false alarms responded to by the Department.

*Program Specialist*

Enters and maintains the recording of completed in-house and outside training done by members of the Department; tracks and submits compliance documents to California POST Board and serves as the backup for travel training.

The Principal Management Analyst has many high-level administrative functions to perform, along with several functions that should be delegated to other positions, either within or outside the Finance Unit. This Unit has collected some duties due to changes in personnel over the years and performs others due to a lack of structure to support them in other places within the agency. Some duties have consolidated with this Unit due to the hiring and organization of a civilian Manager. Other than the Principal Management Analyst, none of the staffed positions within the Unit has a background in accounting or finance.

The Finance Unit works with and supports the Training Unit daily to administer travel training, record keeping, and state licensing board compliance. This arrangement works to an extent as both units are in the same building.

The reclassification of two positions in the Unit would increase capacity to accomplish grant-related tasks and reallocate tasks associated with accounting and bill paying. Additionally, moving two Finance positions to the Training Unit would reduce the span of control of responsibilities in Finance and provide direct support to the Training staff.

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**Finding #65:** Other than the Principal Management Analyst, none of the staffed positions within the Unit has a background in accounting or finance.

**Finding #66:** Grants administration is separated into multiple sections within the Department, which has caused inefficiencies related to grants administration.

**Finding #67:** Some Training Unit administrative functions are currently located within the Finance Unit.

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**Recommendation #55:** Improve the accounting process skill levels of all Finance Unit employees through a detailed review of responsibilities and job descriptions and the provision of appropriate ongoing training and cross-training. This may also include job reclassifications.

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**Recommendation #56:** Change one Program Specialist position to a Management Analyst position to increase agency ability for additional accounting skills within the Unit.

**Recommendation #57:** Change one Program Specialist position to an Accounting Technician position to assume responsibility for accounts payable billing and setting up vendors.

**Recommendation #58:** Move the Senior Office Specialist to the Training Unit to manage currently assigned responsibilities for training, registration, reimbursements, and alarm billing.

**Recommendation #59:** Move one Program Specialist to the Training Unit to manage current responsibilities for tracking training and state compliance.

**Recommendation #60:** Consolidate Department grants oversight under the Finance Unit to reduce grant administration and reporting inefficiencies.

# SECTION 7—ADMINISTRATIVE REVIEW

## *7.1 PROFESSIONAL STANDARDS*

Professional Standards is a management Section that supervises the Training Unit and the Internal Affairs Unit. The Lieutenant of Professional Standards manages both units with time allocated 70 percent to Internal Affairs and 30 percent to Training.

### 7.1.1 Training Unit

The Training Unit has responsibility for the hiring process of new officers, initial training process of new sworn officers, annual in-service training to meet California POST standards, and facilitates specialized training for sworn staff outside of the Department. The Unit is staffed by one Sergeant and one Officer and reports to the Lieutenant of Professional Standards.

The Unit Sergeant oversees planning and execution of all training throughout the year and is assisted by many sworn staff (ranking from Officer to Lieutenant) who serve as adjunct trainers in many subject areas. The Unit Officer position coordinates the entire process of hiring new officers.

The functions associated with the Training Unit are appropriate due to the path of training and acculturating new officers that is used by an agency the size of the Department. It also follows, in a very traditional sense, that the Unit provides continuous in-service training for Department staff. The Department has structured the Unit accountability chain to Professional Standards, which was done to ensure Department training aligns with best practices and utilizes training to correct any trends that could improve the performance of officers and reduce future complaints or litigation.

The following are the major functions of the Training Unit.

### *New Officer Hiring*

It is the responsibility of the Training Unit Officer to administer the hiring process from application to job offer. This is a process that involves the City's HR staff in the posting and intake of new officer applications, and the Department utilizes a third-party firm to perform an extensive background investigation on each candidate. Applications are available to be filled out online on a continual basis.

The hiring process is as follows:

◆ Online application and completion of a written test with Human Resources

◆ Preliminary Investigative Questionnaire (PIQ) written personal history (normally 40 percent of applicants are eliminated with the PIQ; after the PIQ is passed, the timeframe to a job offer is about 3 to 3.5 months)

◆ Physical agility test

◆ Polygraph test (administered by outside firm)

◆ Background investigation (administered by outside firm)

◆ Interview with Captain

◆ Interview with Chief of Police

◆ Conditional job offer made

◆ Psychological exam

◆ Medical exam

◆ Final job offer made

After the final job offer is made, a start date is identified, and a group of new officer candidates will start at the same time.

### *New Officer Training*

The Department goal is to start five new officers in each training group of new hires. Once hired, responsibility for the supervision and training of new officers falls under the Training Unit Sergeant. Four phases of training curriculum then occur:

◆ Two-week pre-academy at OPD. This is done to prepare new officers to meet or exceed the learning objectives of the state police academy training that is mandatory for them to complete to be a licensed police officer in the state of California.

◆ Attend the 944 hours San Diego Regional Law Enforcement Academy at Miramar College. Training Sergeant attends the course one day per week to monitor new officer progress in the program. The regional academy starts a new session every two months.

◆ Two-week Patrol School at OPD to prepare new officers for the Field Training Officer (FTO) program. This course is intended to take the skills learned at the regional police academy and customize them to the expectations of OPD.

◆ Complete a 24-week FTO program. This is a four-phase FTO program lasting 24 weeks. The program has 20 FTOs available to train in Patrol Operations. During phases 2 and 3, a week is spent in both DUI Enforcement and Traffic Enforcement, and Phase 4 is a shadow phase to certify for solo patrol. The Department uses LEFTA METR software for its daily observation report, which is reviewed for progress by the Training Unit Sergeant. The Training Unit Sergeant and the Support

Services Captain determine repeating of training phases or termination for poorly performing new officers.

## *In-Service Training*

The Department has year-round in-house training and there are seven coordinators who oversee distinct elements of training:

1. Defensive Tactics (DTAC)

2. Firearms

3. TASER

4. Emergency Vehicle Operation Course (EVOC)

5. Tac Ops: Mobile Field Force (MFF) / Weapons of Mass Destruction (WMD)

6. Miscellaneous Disciplines

7. Force Options Training System (FOTS)

In-service training is done specifically for current officers to meet California POST Board objectives for continued state licensure of officers, and to meet the objectives the Department deems necessary for officers to effectively perform their duties[31]. The Training Unit staff is in regular contact with California POST to ensure that they have all objectives covered for sworn officers. Training Unit planning with California POST starts in November of each year to map out all requirements needing to be covered in the follow year's training cycle to meet state licensing requirements. Over the course of the year, all courses completed by officers are reported to POST to ensure proper documentation is on file for sworn officer licensing.

There are four quarterly trainings held each year. All are supervised and coordinated by the Training Unit Sergeant. There are lead adjunct and assisting Instructors in each of the seven areas listed.

Defensive tactics training (DTAC) is held in the first, third, in fourth quarters of each year. It includes utilizing a force options training computer simulator to train de-escalation techniques. In preparing for use of force training, the Department utilizes a best practice of having the Internal Affairs staff, DTAC instructors, and Training staff review use of force incidents to make sure that any problems in use of force applications in the field are addressed in training and effective techniques are taught.

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[31]https://govt.westlaw.com/calregs/Document/IEACBE0F0198811EDB2198818E412AA21?viewType=FullText&originationContext=documenttoc&transitionType=CategoryPageItem&contextData=(sc.Default)&bhcp=1

The second quarter training each year is a 40-hour-per-officer block training that covers California POST mandates. This training is a significant undertaking for the Department as it includes many instructors and pulls all sworn staff away from their regular duties for a full week. All adjunct program coordinators are part of the planning process for block training. The Training Unit Sergeant is tasked with being the lead on scheduling, venues, documentation, and three months of planning for block training.

The Training Unit Sergeant is in communication with a California POST coordinator each November to determine training requirements for the next year. Mandates include block training topics, firearms, and use of force topics.

### *Other Data and Themes*

The Training Unit Sergeant's time commitment to the academy training process, between the Department pre-academy, state academy in San Diego, and the patrol school, is between 50 and 60 percent of their time. Normally, the Department runs a pre-academy and a patrol school at the same time. This is due to the timing of the state academy at San Diego. The other 40 to 50 percent of the Unit Sergeant's time is dedicated to supervising the hiring process, planning quarterly training for firearms and DTAC, and creating and delivering annual block training.

An additional training program that is on the horizon for the Department is an expanded CSO program that would move CSOs from desk-only positions to working in the community in non-enforcement activities (e.g., code violation reports, traffic accidents). Currently, the Training Unit is creating a month-long CSO patrol school followed by a field training program for the position.

In planning training, venues for training in the Department are dispersed across the City. The firearms range is an outdoor facility 15 minutes from Department headquarters at a water treatment plant. The DTAC facility is a dedicated room in a City building that is a converted old school in which the training simulator is also located. At Department headquarters, Training Unit staff convert the Chief's conference room, the Department briefing room, and the Detectives' conference room into training rooms. Multiple locations, and having to convert space for classroom use, creates time inefficiency and scheduling conflicts. Adding to the decentralization of the training function, the support staff that serve to help with travel training, billing, and compliance tracking for California POST are located within the Finance Unit.

> **Finding #68:** Citygate found a lack of time dedicated to Training Unit supervision by the Lieutenant of Professional Standards due to the volume of work in Internal Affairs. More time should be dedicated to current and emerging training needs related to changes in policy, California POST standards, and state law at the managerial level.

**Finding #69:** In reviewing the performance of new officers in FTO, the Training Unit Sergeant only has enough time to review documentation that indicates poor performance.

**Finding #70:** The Training Unit is comprised of one Sergeant who is responsible for: the coordination and administration of all academy, field (FTO), and in-service training to meet Department policy and California POST standards; and supervision of the Unit's new officer hiring program, which is administered by one officer.

**Finding #71:** A high level of necessary and elective training exists to meet California POST standards and community expectations, precipitating the need for additional staff to handle this volume of work at the current and expected future tempo of training.

**Finding #72:** The billing and administrative compliance functions for the Training Unit are supervised and located within the Finance Unit.

**Recommendation #61:** Add one Lieutenant position to the Training Unit for dedicated Unit management and remove all training responsibility from the current Professional Standards Lieutenant.

**Recommendation #62:** Make the new Training Unit Lieutenant a direct report to the Chief of Police or to the Captain of Support Services.

**Recommendation #63:** Add one Sergeant to divide training administration and programming.

**Recommendation #64:** Add one officer for coordination of in-service training programming.

**Recommendation #65:** Move one Senior Office Specialist (training and travel arrangements) and one Program Specialist (tracking and compliance for CA POST) to the Training Unit under the supervision of the Training Unit Sergeant.

## 7.1.2 Internal Affairs

The Internal Affairs Unit is comprised of one Lieutenant (who also manages the Training Unit) and one Sergeant. The Unit reports directly to the Chief of Police. Internal Affairs is responsible for the following areas:

◆ Investigating external complaints against Department staff

◆ Investigating internal complaints against Department staff

◆ Policy Review

◆ Policy Development

◆ Policy Implementation

◆ Reviews all Use of Force / Show of Force Incidents

◆ Squad Accident Reviews

◆ Liaison with the newly formed Oversight Committee

The Internal Affairs (IA) Unit averages about 35 cases per year that must be investigated. Approximately 70 percent of the cases are generated internally, and 30 percent are external complaints. Some of the internal complaints take significant time due to the nature of the workplace situations involved. The breakdown of internal complaints are 50 percent internal conduct and 50 percent use of force review.

The intake process for an external complaint is standard to the industry; either made online, by phone, or in person. In each case, the complainant must fill out a complaint form prior to review by the Lieutenant and entry is made into the Department's IA database. The Department uses the widely used digital platform IA Pro.

An oversight committee has been established through the Oceanside City Council. This is a new body that has not been fully empaneled at this time. The IA Lieutenant has been working on elements of this start-up committee and will function as a liaison / point of contact for the committee.

When investigations of external misconduct are completed by the IA Unit, and a case has been determined to be misconduct where discipline is pending, the committee will review case data and make recommendations about the misconduct complaints against members of the Police and Fire departments. This committee will likely continue to increase the workload of the IA Unit, and this should be monitored with yearly metrics to understand workload on Unit staff.

Standard workload for the Unit for investigations is divided between the Lieutenant and Unit Sergeant. The Lieutenant handles investigations for the rank of Sergeant and above, officer or non-

sworn complaints are handled by the Sergeant. Additional work of case review involves use of force. A best practice in the industry is internal managerial review of all use of force incidents. Both use of force and show of force incidents are reviewed by IA staff. Reviews are reported through Blue Team software and then reviewed by Internal Affairs. In 2021, 150 cases of use of force were reviewed and approximately 300 show of force cases.

The Lieutenant is also responsible for policy review and new policy implementation through entry into the manual and adding pertinent sections into the Department's training curriculum. A significant amount of time has gone into the research, policy changes, and training due to California law AB 392, which "…redefines the circumstances under which a homicide by a peace officer is deemed justifiable and affirmatively prescribes the circumstances under which a peace officer is authorized to use deadly force to effect an arrest, to prevent escape, or to overcome resistance."[32]

AB 392, along with many recent changes in the policing landscape of policy, law, and volume of work, has created an anxious supervisory and managerial sentiment across the Department. The concern is that, due to staffing levels, the Department could miss trends it would normally be early to identify, adapt to, and be able to monitor through internal compliance and accountability.

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**Finding #73:** A broad span of control and administrative responsibility is assigned to one Lieutenant who is responsible for the Department's interaction with:

- ➢ Newly formed oversight committee
- ➢ Internal Affairs investigations
- ➢ California POST Board compliance
- ➢ Policy development
- ➢ Hiring of new officers
- ➢ All Department training

**Finding #74:** One Sergeant is responsible for all Internal Affairs investigations and Use of Force / Show of Force reviews.

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The following tables show the Internal Affairs cases investigated and Use of Force / Show of Force reviews being performed by the Sergeant.

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[32] https://post.ca.gov/Use-of-Force-Standards

**Table 18—Internal Affairs Cases Investigated**

| 2020 | 2021 | 2022 (6 mos.) |
|------|------|---------------|
| 34 | 37 | 13 |

**Table 19—Use of Force / Show of Force Reviews (2021)**

| Use of Force Cases | Show of Force Cases |
|--------------------|---------------------|
| 150 | ~300 |

**Recommendation #66:** Relieve all training responsibility from the current Professional Standards Lieutenant.

**Recommendation #67:** Establish annual statistics related to work performed for the oversight committee.

**Recommendation #68:** Add one Sergeant to Internal Affairs to divide the number of Internal Affairs investigations and the Use of Force / Show of Force reviews.

## 7.2   FACILITIES

Department Headquarters is housed in a converted department store building inside a local retail strip mall that shares a parking lot with several retail and food service businesses. Aside from the inadequacy of the available operational space, there is limited secure spacing available to park additional police vehicles. This is not to mention the security risks associated with having employees parking in unsecured lots readily accessible to the public.

Citygate is aware that a separate architectural consulting firm has been retained to conduct a Police Headquarters space needs analysis. Citygate supports that effort.

**Finding #75:** Current facilities allocated to the Police Department are inadequate for current operations.

> **Recommendation #69:** Continue with efforts to fund a new Police Headquarters facility or enhance the current facility consistent with the recommendations of the recent Police Headquarters space needs assessment by the City.

## 7.3    INFORMATION TECHNOLOGY

The number of information systems required for policing today is staggering compared to just a few years ago. The following is just a partial list of technology systems in operation within the Department:

- Computer Aided Dispatch system (CAD)
- 9-1-1 Telecommunications Answering System
- Records Management System
- Body-Worn Camera systems
- Mobile Digital Computer systems
- Property and Evidence systems
- Investigations interrogation recording systems
- Racial and Identity Profiling Act data entering systems
- Networked Computer systems

Maintaining these systems to a public safety standard for an agency the size of Department is a full-time task, and one that is currently lacking within the Department.

> **Finding #76:** While the City maintains a cadre of information technology professionals, none are embedded within the Department full time.

> **Recommendation #70:** Add two full-time IT positions to be embedded within the Department to manage and maintain the Department's technology equipment; these full-time positions should include availability to respond after normal business hours.

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# SECTION 8—SUMMARY OF PERSONNEL PRIORITIES AND FINDINGS AND RECOMMENDATIONS

## *8.1 PERSONNEL RECOMMENDATIONS AND PRIORITIES*

The following table details Citygate's recommendations pertaining to the addition of FTE personnel by division or unit with funding priority level.

### Table 20—Full-Time Equivalent Personnel Recommendations

| Source Rec. | FTE Position | Funding Priority 1 | Funding Priority 2 | Funding Priority 3 |
|---|---|---|---|---|
| 1 | Add the position of Deputy Police Chief to the Office of the Chief. Organize the position as the Executive Manager of the three operational divisions. The position should report to the Chief of Police and executive manage the day-to-day operations of the organization, thus allowing the Police Chief to focus on strategic issues as well as community engagement. | X (1) | | |
| 4 | To maintain a reasonable span of control in Patrol that would afford Sergeants the time necessary to lead, mentor, coach and hold their subordinates accountable, the Department should consider adding three additional Sergeants (one to each Patrol shift) to account for the time Patrol Sergeants are often diverted from field supervision because of administrative duties and ancillary assignments. | | X (3) | |
| 14 | Once at full strength, consider assigning one Detective to the Internet Crimes Against Children (ICAC) Taskforce full time. The Family Protection Unit is currently unable to work ICAC cases and follow up on leads as it should. | | X (1) | |
| 16 | Consider converting the Gang Unit's Analyst position from part time to full time. | | X (.5) | |
| 18 | Consider adding two Crime Analysts—one Administrative Crime Analyst assigned to the Office of the Chief to address public data needs, and one Investigative Crime Analyst assigned to problem solving within the Neighborhood Policing Team. | | X (2) | |
| 22 | Develop a formalized Digital Forensics Unit and determine proper staffing, structure, policies, budget, and organizational alignment. | X (2) | | |
| 24 | Consider augmenting the part-time Crime Analyst into a full-time position. | | X (.5) | |
| 26 | Review and consider whether media and evidence processing (including Evidence.com) responsibility would be better suited in Internal Affairs and ensure the proper FTE position is budgeted. | | X (1) | |
| 33 | If the [Harbor] Unit is retained to just the Harbor, two additional officers must be assigned to the Harbor to alleviate scheduling problems. | | | X (2) |

| Source Rec. | FTE Position | Funding Priority 1 | Funding Priority 2 | Funding Priority 3 |
|---|---|---|---|---|
| 36 | Add two officers back into the [Crime Suppression Team] Unit to restore the previous level of staffing. | | X (2) | |
| 38 | Add one officer back to the [Homeless Outreach Team] Unit to restore the previous level of staffing. | | X (1) | |
| 41 | Add two Beach Team officers back at the 0430-start time to provide proper safety for 4:30 am Day Shift officers on the team. | | | X (2) |
| 45 | Staff the NPT with eight officers, two per quadrant—one assigned to Crime Prevention Through Environmental Design (CPTED) assessments, and one assigned to Crime Prevention and problem locations. | | X (4) | |
| 46 | Separate supervision of the NPT and SSET. Assign one Sergeant to full-time supervision of the NPT. | | X (1) | |
| 49 | Add one DUI Investigator position to the Traffic Services Unit to work the other half of the weekly schedule, provide additional help with training activities, and provide legacy planning due the pending retirement of the current DUI Investigator. | | X (1) | |
| 51 | Assess the value of adding one officer position to return the Unit to its past staffing level when staffing in Patrol Operations is at adequate levels. | | | X (1) |
| 61 | Add one Lieutenant position to the Training Unit for dedicated Unit management and remove all training responsibility from the current Professional Standards Lieutenant. | X (1) | | |
| 63 | Add one Sergeant to divide training administration and programming. | X (1) | | |
| 64 | Add one officer for coordination of in-service training programming. | | X (1) | |
| 68 | Add one Sergeant to Internal Affairs to divide the number of Internal Affairs investigations and the Use of Force / Show of Force reviews. | X (1) | | |
| 70 | Add two full-time IT positions to be embedded within the Department to manage and maintain the Department's technology equipment; these full-time positions should include availability to respond after normal business hours. | | | X (2) |
| | **Total Added Personnel by Priority*** | **6** | **18** | **7** |

*These numbers do not include Patrol staffing increases that need to be determined and prioritized.

## 8.2 FINDINGS

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

## 8.2.1 Patrol Division

**Finding #1:** Patrol officers frequently expend more than 60 percent of their available time responding to calls for service.

**Finding #2:** Field Evidence Technicians assigned to Patrol perform a valuable role, but it seems to be a hybrid with that of the role traditionally performed by CSOs when they are assigned to Patrol.

**Finding #3:** Patrol officer-initiated activity increases beginning at 8:00 pm, which falls during the shift overlap periods between the Night and Morning shifts; the amount of such activity has declined consistently since 2018.

**Finding #4:** Calls for service handled by Patrol staff are heaviest from 3:00 pm to 9:00 pm most days of the week. They remain heavy after 9:00 pm on Friday and Saturday nights.

**Finding #5:** Officers in Patrol are most committed to both public-generated calls and officer-initiated activity from mid-mornings to 9:00 pm, and even later Friday and Saturday nights.

**Finding #6:** The ICMA found that the average department assigns about 66 percent of its officers to Patrol. At full strength, Oceanside has assigned 47 percent of its officers to Patrol. This percentage rises to 50 percent if Beach Team staffing is included.

**Finding #7:** The ICMA also found that the average workload of Patrol officers should not exceed 60 percent. In the City, Patrol officers are frequently committed more than 60 percent of their time to both calls for service and officer-initiated activity. Often, after 7:00 am and until 10:00 pm, Oceanside officers are committed more than 70 percent of their time.

**Finding #8:** In 2021, 26,917 overtime hours were expended in Patrol. This represents approximately 15 full-time equivalent police officer positions.

**Finding #9:** Officers assigned to the Beach Team and to Investigations and Support Operations also frequently cover vacancies in Patrol, which draws them away from their core duties and likely creates case backlogs and lower clearance rates in Investigations.

**Finding #10:** Officers also cover shifts on an overtime basis to transport prisoners to jail.

**Finding #11:** Patrol Canine Officers are busiest beginning at 4:00 pm and most of their initiated activity occurs Thursday through Saturday from 4:00 pm to 10:00 pm.

**Finding #12:** The SWAT Team meets or exceed NTOA standards for training.

**Finding #13:** The SWAT Team structure is appropriate for a city the size of Oceanside.

**Finding #14:** Measure X provides funding which will allow the Department to greatly expand its CSO ranks, which will afford these new-hires opportunities to follow many different career paths, including police officer, dispatcher, Field Evidence Technician, etc.

**Finding #15:** Patrol Sergeants play an integral role in the work of Patrol officers. Current levels of Patrol supervision are adequate; however, as the Department restores Patrol Officer staffing, this span of control will expand.

## 8.2.2 Communications Section

**Finding #16:** When Dispatch Supervisors are forced to work as dispatchers, they are diverted from their primary roles of oversight and risk management, which encompass mentoring, coaching, and developing dispatchers.

**Finding #17:** The use of overtime to backfill vacancies in Dispatch is excessively high and damaging to morale and staff retention efforts. Reliance on overtime to fill gaps in the schedule can lead to staff burnout, fatigue, and an increase in errors.

**Finding #18:** The work of dispatchers has grown more complex and time-consuming.

**Finding #19:** Dispatchers do not receive certification or retention pay based on some combination of years of service, education, and training.

## 8.2.3 Investigations Division

### *Crimes of Violence Unit*

**Finding #20:** The Unit currently uses an internally created Microsoft Excel spreadsheet to track assigned cases. There are no systemwide databases or case management software currently in use in the Department.

### *Family Protection Unit*

**Finding #21:** Based on the case volume and staffing shortages, Detectives are unable to be proactive and put effort into repeat offenders, such as domestic violence cases and restraining order violations. The Supervisor often leaves cases unassigned due to the lack of staffing to investigate them all.

### *Property Crimes Unit*

**Finding #22:** Property crime case clearance rates are reported to ARJIS; however, they are not used internally to track trends or measure effectiveness or performance of the Property Crimes Unit.

### *Crime Analysis and Intelligence Unit*

**Finding #23:** Currently, cases assigned in individual units are based on triage, and only cases that can be worked are assigned. This is primarily based on investigative staffing capacity levels, but to a lesser extent, individual case indicators such as solvability are often a factor as well.

**Finding #24:** In its current state, the Crime Analysis Unit lacks clearly defined expectations as the Department has struggled with staffing.

**Finding #25:** While the Department reports case clearance data annually, there do not appear to be any specific standards by unit to drive and measure performance.

**Finding #26:** Currently, there is an Analyst under the job specification of Consulting Assistant / part time (20 hours). This person is assigned to the Gang Unit and works closely with Crime Analysis but is not identified as a Crime Analyst. One challenge facing the Unit is that this person is eager to work and routinely gets to the maximum level of hours up to the annual limit too early in the year, and thus is no longer available until the next fiscal year.

### *Evidence and Property Unit*

**Finding #27:** Access to the storage room does not have an electronic tracking system, which would provide a record of entry. Additionally, there are no cameras within the storage area.

### *Digital Forensics Unit*

**Finding #28:** The Digital Forensics Unit is operating in an ad-hoc capacity to support growing demand within the community. To formally establish this Unit will require both sworn and civilian personnel due to the fact that the Unit is highly specialized. There will likely need to be dedicated staff with long-term commitments to ensure stability for this Unit.

### *Vice and Narcotics Unit*

**Finding #29:** Street crime has been reduced over time and prevention has been achieved by sustaining proactive efforts of this Unit. With the reduction of staffing in this Unit and Section, coordinating special operations and search warrants requires virtually everyone. Any additional staffing reductions would begin to require Patrol assistance, which is currently excluded intentionally as staffing levels on the street are so low.

### *Gang Suppression Unit*

**Finding #30:** While gang suppression continues to be a priority, the Unit often focuses on other criminal activity within the City. Data shows that between 2019 and 2021, there were 15 homicides in the City, with two being gang related.

### *Records Section*

**Finding #31:** The public lobby used to be staffed with a volunteer who could greet customers and provide direction either to Records for assistance or to CSOs for reports. Currently there is a computer terminal for people to check in upon arriving in the lobby. While this process may appear modern, it seems inefficient and frustrating to the public.

### *Senior Field Evidence Technician*

**Finding #32:** The Department lacks knowledge and skills at the officer level to investigate and handle low-level evidence collection.

**Finding #33:** Supervisors lack the knowledge to review evidence collection and analysis by FETs, highlighting the need to have a primary Supervisor for all FETs.

**Finding #34:** FETs perform a significant number of ancillary duties which are not part of their primary role. This interferes with expanding evidence processing skills and capabilities. As a result, certain internal evidence analysis processing is outsourced, such as latent fingerprint examination. This is a fundamental organizational capability and should be an internal function that is not outsourced to the County crime lab.

**Finding #35:** The Department currently has two latent print examiners but does not have current policies and is not certified to confirm matches.

## 8.2.4  Support Operations Division

*Harbor Unit*

**Finding #36:**  The Harbor Unit is funded by a special Harbor District within the City, with six officers and a Sergeant currently assigned to the Unit. Eight officers are slated in the organizational chart for the Unit. Officer coverage of the Harbor meets minimum scheduling requirements, but the schedule does not effectively provide for time off.

*Crime Suppression Team*

**Finding #37:**  The Crime Suppression Unit is supervised by a sergeant that also supervises two other units (PERT and the Homeless Outreach Team).

**Finding #38:**  The Crime Suppression Unit does not have segregated statistics concerning Unit activity.

**Finding #39:**  The Unit is under full strength by two officers from its normal staffing level.

*Homeless Outreach Team (HOT)*

**Finding #40:**  The Homeless Outreach Team is supervised by a Sergeant that also supervises two other units (PERT and the Crime Suppression Team) and plans major special events.

**Finding #41:**  The Homeless Outreach Team is currently understrength by one officer.

**Finding #42:**  The Unit is funded by Measure X sales tax.

*Beach Team*

**Finding #43:**  The Beach Team is drawn from its regular duties to supplement Patrol Operations when Patrol is below staffing minimums.

**Finding #44:**  The Beach Team has a planned complement of eight officers and one Sergeant assigned to the Unit. The current staffing level is six Officers and one Sergeant. Officers work in pairs to avoid officer safety concerns; however, the officers with a 4:30 am start time work alone.

**Finding #45:**  The Beach Team employs Beach Safety Officers (BSOs) as non-sworn staff to supplement the work of sworn officers on the Beach Team. There are three openings in the BSO position this summer due to low pay of the position.

### Psychological Emergency Response Team (PERT)

**Finding #46:** PERT is a small team of officers and mental health workers assigned to Patrol to address mental health-related calls for service during peak service periods. Staff is supervised by a Sergeant in another division and physical location, making effective supervision difficult to perform.

### Media Relations

**Finding #47:** The current staffing level is below what is needed to meet community standards and state laws related to data practices.

**Finding #48:** Social media reach is limited by the workload capacity of the PIO.

### Neighborhood Policing Team (NPT)

**Finding #49:** The Neighborhood Policing Team (NPT) performs crime prevention education, CPTED assessments for current and new development, and has a mission to address problem locations and properties. This Team also is the main POC/host for community meetings due to its community connections.

**Finding #50:** The NPT is allotted eight police officers in the organizational plan but is currently operating with four officers due to staffing shortages in Patrol Operations.

**Finding #51:** The NPT is supervised by one Sergeant position that also supervises the SSET. Approximately 70 percent of the Sergeant's time is dedicated to supervision of NPT. Both units have very divergent missions within the Department.

**Finding #52:** The NPT does not have segregated data for its work.

### Traffic Unit

**Finding #53:** Three Traffic investigators are some of the most highly trained officers in the Department due to education in crash reconstruction and related topics.

**Finding #54:** The Unit Supervisor began keeping statistics to track Unit activity in 2022.

**Finding #55:** One DUI Investigator is assigned to the Traffic Services Unit. This position works an afternoon enforcement shift four days per week. Additionally, the position is highly involved in academy, in-service, and regional DUI-related training. This Officer is due to retire in 2023.

*Motors Unit*

**Finding #56:** Traffic complaints are one of the most common complaints by residents.

**Finding #57:** In recent years, Unit work is almost solely based on citizen complaints about vehicle conduct.

**Finding #58:** No segregated statistics on Unit activity are kept.

**Finding #59:** Current staffing is below past levels.

*School Safety Enhancement Team (SSET)*

**Finding #60:** The School Safety Enhancement Team (SSET) performs the function of School Resource Officers (SROs) in three schools as a full-time presence. A fourth officer is utilized in a rover position to cover vacations of other SROs and address problems at the middle / junior high and elementary school locations.

**Finding #61:** The SSET is allotted four police officers in the organizational plan but is currently operating with three officers due to staffing shortages in Patrol Operations.

**Finding #62:** The SSET is supervised by one Sergeant position that also supervises the Neighborhood Policing Team (NPT). Approximately 30 percent of the Unit Sergeant's time is dedicated to supervision of the SSET and the other 70 percent to supervision of the NPT.

**Finding #63:** The SSET and NPT have very divergent missions within the Department.

**Finding #64:** The SSET does not have segregated data for its work in Oceanside School Districts.

*Finance Unit*

**Finding #65:** Other than the Principal Management Analyst, none of the staffed positions within the Unit has a background in accounting or finance.

**Finding #66:** Grants administration is separated into multiple sections within the Department, which has caused inefficiencies related to grants administration.

**Finding #67:** Some Training Unit administrative functions are currently located within the Finance Unit.

### 8.2.5  Administrative Review

*Training Unit*

**Finding #68:** Citygate found a lack of time dedicated to Training Unit supervision by the Lieutenant of Professional Standards due to the volume of work in Internal Affairs. More time should be dedicated to current and emerging training needs related to changes in policy, California POST standards, and state law at the managerial level.

**Finding #69:** In reviewing the performance of new officers in FTO, the Training Unit Sergeant only has enough time to review documentation that indicates poor performance.

**Finding #70:** The Training Unit is comprised of one Sergeant who is responsible for: the coordination and administration of all academy, field (FTO), and in-service training to meet Department policy and California POST standards; and supervision of the Unit's new officer hiring program, which is administered by one officer.

**Finding #71:** A high level of necessary and elective training exists to meet California POST standards and community expectations, precipitating the need for additional staff to handle this volume of work at the current and expected future tempo of training.

**Finding #72:** The billing and administrative compliance functions for the Training Unit are supervised and located within the Finance Unit.

*Internal Affairs*

**Finding #73:** A broad span of control and administrative responsibility is assigned to one Lieutenant who is responsible for the Department's interaction with:

- ➢ Newly formed oversight committee
- ➢ Internal Affairs investigations
- ➢ California POST Board compliance
- ➢ Policy development
- ➢ Hiring of new officers
- ➢ All Department training

**Finding #74:** One Sergeant is responsible for all Internal Affairs investigations and Use of Force / Show of Force reviews.

*Facilities*

**Finding #75:** Current facilities allocated to the Police Department are inadequate for current operations.

*Information Technology*

**Finding #76:** While the City maintains a cadre of information technology professionals, none are embedded within the Department full time.

## 8.3    RECOMMENDATIONS

The following is a comprehensive list of all recommendations contained within this report organized by section or division.

### 8.3.1  Organizational Review

**Recommendation #1:**    Add the position of Deputy Police Chief to the Office of the Chief. Organize the position as the Executive Manager of the three operational divisions. The position should report to the Chief of Police and executive manage the day-to-day operations of the organization, thus allowing the Police Chief to focus on strategic issues as well as community engagement.

### 8.3.2  Patrol Division

**Recommendation #2:**    The Department acknowledges and has taken steps to restore Patrol officer staffing. Citygate recommends that the Department endeavor to increase and maintain Patrol staffing at 12 Sergeants and 72 officers, which is a number (goal) that had been established as a baseline before an officer or Sergeant would be transferred from Patrol.

**Recommendation #3:**    To reach and maintain Patrol officer committed time to no more than 60 percent, the Department should add more officers and/or CSOs to Patrol after assessing committed time across all shifts. Currently, officers are most committed on the Night (Swing) shift; this shift should be a priority for added staffing.

**Recommendation #4:**    To maintain a reasonable span of control in Patrol that would afford Sergeants the time necessary to lead, mentor, coach and hold their subordinates accountable, the Department should consider adding three additional Sergeants (one to each Patrol shift) to account for the time

Patrol Sergeants are often diverted from field supervision because of administrative duties and ancillary assignments.

**Recommendation #5:** Consider the incremental reduction of FETs in Patrol and replacing them with CSOs. A smaller number of FETs can then be reassigned to their original and primary role as Analysts who assist Detectives in collecting, processing, and analyzing evidence from criminal investigations, especially those involving complex crime scenes.

**Recommendation #6:** Going forward, periodically assess Patrol officer and Supervisor staffing needs against the demands of public-generated calls for service, officer-initiated activity, and the available time the Department desires officers to have for more community engagement activities such as foot patrol, bicycle patrol, and meeting with youth and other community members and groups.

**Recommendation #7:** Maintain the current level and shift assignments of the four Patrol Canine teams since they are busiest during the Night shift.

**Recommendation #8:** Continue with the current SWAT Team model and program.

**Recommendation #9:** Consider adding a third Lieutenant position to the Team for legacy leadership planning and scheduling relief.

### 8.3.3  Communications Section

**Recommendation #10:** To relieve Supervisors working as dispatchers, and to reduce dispatcher overtime, the Department should make adding staff a priority. Supervisors working in a line capacity should be an exception and not the rule. Additional staffing also seems necessary given the greater complexity of the dispatcher role and the time it takes to train new dispatchers.

**Recommendation #11:** If funding is available, over-hiring the minimum number of dispatchers should also be considered, and training new CSOs (hired with Measure X funding) in the dispatcher role should be a serious consideration.

**Recommendation #12:** Study local market trends relative to certification and retention pay for public safety dispatchers and offer such pay if it is determined that it would be effective in retaining dispatchers.

## 8.3.4 Investigations Division

*Crimes of Violence Unit*

**Recommendation #13:**   Consider implementing a case management system or other centralized system that manages all investigative progress in all units for better tracking of cases, assignments, and workload management. Such a system will assist in future planning when determining investigative staffing needs.

*Family Protection Unit*

**Recommendation #14:**   Once at full strength, consider assigning one Detective to the Internet Crimes Against Children (ICAC) Taskforce full time. The Family Protection Unit is currently unable to work ICAC cases and follow up on leads as it should.

*Property Crimes Unit*

**Recommendation #15:**   Consider implementing performance measures and case clearance goals to assist in determining Unit effectiveness and staffing needs.

*Crime Analysis and Intelligence Unit*

**Recommendation #16:**   Consider converting the Gang Unit's Analyst position from part time to full time.

**Recommendation #17:**   Consider setting case clearance standards based on crime types to determine effectiveness and overall Department performance by unit.

**Recommendation #18**:   Consider adding two Crime Analysts—one Administrative Crime Analyst assigned to the Office of the Chief to address public data needs, and one Investigative Crime Analyst assigned to problem solving within the Neighborhood Policing Team.

*Evidence and Property Unit*

**Recommendation #19**:   Consider requesting a formal audit to be conducted by California POST. Additionally, consider increasing the frequency of routine internal audits from annual to quarterly.

**Recommendation #20:**   Develop and implement a plan to review security systems that includes access tracking, security cameras, and ongoing audit protocols.

**Recommendation #21:**     Explore the opportunity to enhance Department services and capabilities by reorganizing the Unit and consolidate with the function of the current Field Evidence Technicians. The concept would include a Supervisor or Manager, with enhanced lab services, evidence handling, and crime scene investigation all combined into one Unit. Additionally, there is opportunity to create a Crime Scene Investigations Unit within this Section. Currently, there are eight Field Evidence Technicians in Patrol, which could be better supervised and deployed within Property and Evidence.

### *Digital Forensics Unit*

**Recommendation #22:**     Develop a formalized Digital Forensics Unit and determine proper staffing, structure, policies, budget, and organizational alignment.

### *Vice and Narcotics Unit*

**Recommendation #23:**     As Department staffing increases to the level authorized by the current budget, begin to increase Unit personnel back to authorized strength. Also consider implementing a case management system that can properly track assigned cases and workload to determine actual staffing needs.

### *Gang Unit*

**Recommendation #24**:     Consider augmenting the part-time Crime Analyst into a full-time position.

### *Gang Suppression Unit*

**Recommendation #25:**     Consider forming a Crime Suppression Unit that is broader in scope than the current Gang Suppression Unit to reflect the actual work being performed. Evaluate opportunities to consolidate other Crime Suppression Unit resources into one Unit.

### *Records Section*

**Recommendation #26:**     Review and consider whether media and evidence processing (including Evidence.com) responsibility would be better suited in Internal Affairs and ensure the proper FTE position is budgeted.

**Recommendation #27:**     Review the use of CSOs in the front lobby for report-taking and consider whether Records would be better suited to manage the inflow

of customers seeking assistance or some sort of consolidation. Consider reviewing the CSO role in the Department to allow CSOs to be dispatched to take reports as needed at the station.

### *Senior Field Evidence Technician*

**Recommendation #28:** Consider reclassifying the Field Evidence Technician role. Implement a shift in operational expectations and equip Patrol officers to investigate and process low-level crime scene investigation and evidence collection without the need for an FET.[33]

**Recommendation #29:** Non-related evidence tasks should be reclassified into more functional support roles, such as the current CSO role or the former Investigative Aide role.

**Recommendation #30:** Evaluate advanced evidence collection and processing techniques that would be better suited to be performed within a crime lab operated and managed by the Evidence and Property Unit.

**Recommendation #31:** Consolidate functional resources of the Evidence and Property Unit and the Field Evidence Technician function into a single Forensic Sciences Unit.

### *Police Technology*

**Recommendation #32:** Consider enhancing the Citywide camera system to support public safety and reduce the impact on Investigations. Evaluate and determine the value of a real-time crime center within the Department.

## 8.3.5 Support Operations Division

### *Harbor Unit*

**Recommendation #33:** If the Unit is retained to just the Harbor, two additional officers must be assigned to the Harbor to alleviate scheduling problems.

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[33] Citygate recognizes that increasing the workload of an already understaffed Patrol force can exacerbate staffing shortages and serve to negatively impact morale. This recommendation should be implemented in such a manner that they coincide with staffing increases—either with additional police officers or Community Service Officers.

## *Crime Suppression Team*

**Recommendation #34:**    Reduce supervision of Sergeant to Crime Suppression and Homeless Outreach due to crossover of service focus and remove supervision of PERT.

**Recommendation #35:**    Create dedicated statistics collection for Unit activity.

**Recommendation #36:**    Add two officers back into the Unit to restore the previous level of staffing.

## *Homeless Outreach Team (HOT)*

**Recommendation #37:**    Keep special events planning under the supervision of this Sergeant position if PERT is removed from supervisory scope.

**Recommendation #38:**    Add one officer back to the Unit to restore the previous level of staffing.

**Recommendation #39:**    Determine future of funding when Measure X sales tax expires.

## *Beach Team*

**Recommendation #40:**    Continue to fill open Patrol officer positions to alleviate the need for reallocating Beach Team operations.

**Recommendation #41:**    Add two Beach Team officers back at the 0430-start time to provide proper safety for 4:30 am Day Shift officers on the team.

**Recommendation #42:**    Increase the pay of Beach Safety Officers (BSOs) to more competitive wages to attract applicants to the position.

## *Psychological Emergency Response Team (PERT)*

**Recommendation #43:**    Reassign supervision of PERT to Patrol Operations for more effective oversight.

## *Media Relations*

**Recommendation #44:**    Perform a work study to determine the number of additional positions needed to provide social media coverage and responses, manage data requests, provide standard press releases, and respond to major incidents requiring media management.

## Neighborhood Policing Team (NPT)

**Recommendation #45:**  Staff the NPT with eight Officers, two per sector—one assigned to Crime Prevention Through Environmental Design (CPTED) assessments, and one assigned to crime prevention and problem locations.

**Recommendation #46:**  Separate supervision of the NPT and SSET. Assign one Sergeant to full-time supervision of the NPT.

**Recommendation #47:**  Begin segregated data chart for the activities of the NPT to monitor its workload levels.

## Traffic Unit

**Recommendation #48:**  Continue to monitor Unit statistics to track activity and workload changes from year to year.

**Recommendation #49:**  Add one DUI Investigator position to the Traffic Services Unit to work the other half of the weekly schedule, provide additional help with training activities, and provide legacy planning due the pending retirement of the current DUI Investigator.

## Motors Unit

**Recommendation #50:**  Create Unit-specific statistics to measure activity and workload changes from year to year.

**Recommendation #51:**  Assess the value of adding one officer position to return the Unit to its past staffing level when staffing in Patrol Operations is at adequate levels.

## School Safety Enhancement Team (SSET)

**Recommendation #52:**  Focus on fully staffing Patrol Operations so that the current vacant position can be replaced.

**Recommendation #53:**  Separate supervision of the SSET and NPT. Assign one Sergeant to full-time supervision of the SSET.

**Recommendation #54:**  Begin segregated data collection for the activities of the SSET to monitor its workload.

*Finance Unit*

**Recommendation #55:** Improve the accounting process skill levels of all Finance Unit employees through a detailed review of responsibilities and job descriptions and the provision of appropriate ongoing training and cross-training. This may also include job reclassifications.

**Recommendation #56:** Change one Program Specialist position to a Management Analyst position to increase agency ability for additional accounting skills within the Unit.

**Recommendation #57:** Change one Program Specialist position to an Accounting Technician position to assume responsibility for accounts payable billing and setting up vendors.

**Recommendation #58:** Move the Senior Office Specialist to the Training Unit to manage currently assigned responsibilities for training, registration, reimbursements, and alarm billing.

**Recommendation #59:** Move one Program Specialist to the Training Unit to manage current responsibilities for tracking training and state compliance.

**Recommendation #60:** Consolidate Department grants oversight under the Finance Unit to reduce grant administration and reporting inefficiencies.

## 8.3.6  Administrative Review

*Training Unit*

**Recommendation #61:** Add one Lieutenant position to the Training Unit for dedicated Unit management and remove all training responsibility from the current Professional Standards Lieutenant.

**Recommendation #62:** Make the new Training Unit Lieutenant a direct report to the Chief of Police or to the Captain of Support Services.

**Recommendation #63:** Add one Sergeant to divide training administration and programming.

**Recommendation #64:** Add one officer for coordination of in-service training programming.

**Recommendation #65:** Move one Senior Office Specialist (training and travel arrangements) and one Program Specialist (tracking and compliance for CA POST) to the Training Unit under the supervision of the Training Unit Sergeant.

## *Internal Affairs*

**Recommendation #66:**  Relieve all training responsibility from the current Professional Standards Lieutenant.

**Recommendation #67:**  Establish annual statistics related to work performed for the oversight committee.

**Recommendation #68:**  Add one Sergeant to Internal Affairs to divide the number of Internal Affairs investigations and the Use of Force / Show of Force reviews.

## *Facilities*

**Recommendation #69:**  Continue with efforts to fund a new Police Headquarters facility or enhance the current facility consistent with the recommendations of the recent Police Headquarters space needs assessment by the City.

## *Information Technology*

**Recommendation #70:**  Add two full-time IT positions to be embedded within the Department to manage and maintain the Department's technology equipment; these full-time positions should include availability to respond after normal business hours.