

CONFIDENTIAL – PROPRIETARY

HAYWARD POLICE DEPARTMENT

Department Assessment: Police Operations and Staffing



PREPARED FOR

Chief Bryan Matthews
Hayward California Police Department
300 W. Winton Ave.
Hayward, CA 94544

Date: September 30, 2024

PREPARED BY

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JENSEN HUGHES

September 30, 2024

Chief Bryan Matthews
Hayward California Police Department
300 W. Winton Ave.
Hayward, CA 94544

Dear Chief Matthews,

Please find attached the final report detailing the results of Jensen Hughes's police operations and staffing assessment for the Hayward Police Department (HPD). Specifically, we provide observations, findings and recommendations for potential policy, procedure and structural changes that could help the HPD undertake efforts to improve organizational health, effectiveness and efficiency.

HPD members were helpful and engaged, and their training, knowledge and experience with practices, protocols and delivery helped inform our review.

We place enormous value on the trust you have extended to us in this matter and look forward to supporting your requirements in the future.

Sincerely,

Jensen Hughes



Debra Kirby, JD, MA
Global Service Line Leader, Law Enforcement Consulting

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Executive Summary

INTRODUCTION

This assessment was conducted at the request of the Hayward Police Department (HPD), and HPD is to be commended for undertaking this approach to self-assessment. The department was engaged and open to our work and the goals of improving the HPD. While our assessment focused on police operations and staffing, we observed desire for continuous improvement in the organization as a whole. In this assessment, we provide observations, findings and recommendations for potential policy, procedure and structural changes that could help the HPD undertake efforts to improve the agency's organizational effectiveness, efficiency and health.

ASSIGNMENT: WHAT YOU ASKED US TO DO

We were asked to assess police operations, including a staffing analysis.

This assessment focused on the following key areas.

+ Police Operations

- Review the management structure, including the span of control and unity of command.
- Identify the types of calls that officers most frequently respond to.
- Assess the way criminal investigations are assigned and investigated and their outcomes.
- Identify department efforts to engage the community in problem-solving activities to address crime and quality-of-life concerns.
- Review HPD's training philosophies, programming and delivery methodology.
- Determine the process for receiving and investigating complaints against members of the HPD.
- Identify the strategy used to improve employee performance and address misconduct before it occurs.
- Assess the practices surrounding recruitment, hiring and training.
- Identify efforts to enhance employee wellness.

+ Staffing Analysis

- Assess divisional personnel allocations for alignment with HPD objectives.
- Examine various unit staffing levels and associated caseloads.
- Review and assess administrative assignments for staffing, performance, civilianization of positions and potential savings realized and/or possible through shared services, measured against the objectives of the HPD.
- Examine the deployment schedule and beat alignment for Patrol.

+ Data Retrieval

- Isolate computer-aided dispatch (CAD) data required to analyze calls for service and other key data.
- Review records management data for the overall crime reports, follow-up investigations and their status.
- Assess overtime use to forecast impacts on long-term staffing projections.

METHODOLOGY AND APPROACH: AN INTEGRATED PROCESS

During this engagement, the Jensen Hughes assessment team performed the following tasks.

- + Reviewed and assessed the HPD's organization, command structure, mission, values and cultural environment.
- + Reviewed departmental policies, and overall data regarding calls for service and investigative case management statistics.
- + Reviewed written protocols and explored practices regarding internal affairs investigations, community engagement, interactions with the unhoused community and individuals experiencing a mental health crisis, recruitment, employee wellness, officer training, early intervention programs, and strategic communication.
- + Conducted on-site reviews of police operations, as well as officers' and supervisors' activities, including ride-alongs and an observation of a downtown community event.
- + Conducted interviews with more than 75 department and community stakeholders, including:
 - Chief of police and command staff.
 - HPD supervisors, patrol staff and professional staff.
 - City officials, both elected and appointed.
 - Representatives from business and community stakeholders.

Key Findings

1. **Hayward Police Department (HPD) members were generally proud of the department's family atmosphere and high expectations for department members.**

While most interviewees expressed positive sentiments about the department and their co-workers, they still expressed concerns about issues related to department staffing levels and overtime.

2. **The HPD has improved its recruitment and hiring processes.**

The recruiting lieutenant has made a concerted effort to regularly reach out to applicants and potential recruits during each phase of the hiring process, which shows the HPD is interested in hiring them. HPD attributes part of the improvement in its recruitment efforts to its decision to hire a consultant to assist with advertising and tracking applicants and messaging potential recruits. This is consistent with the Office of Community Oriented Policing Services' Law Enforcement Best Practices Manual, which states a promising practice is for agencies to "employ proactive—instead of passive—recruiting methods. This means maintaining regular contact with applicants, mentoring applicants throughout the recruiting process, and talking to candidates about the agency's culture, pay, and benefits."¹ While HPD has been improving its processes, the city's Human Resources (HR) Department has reportedly also improved its processes to speed up the hiring process.

3. **The department's training schedule for sworn staff members supports members' compliance with the requirements of the State of California's Commission on Peace Officer Standards and Training (POST).**

Each sworn member of the department is provided annually with nine specified training days. The assignment and tracking of training to comply with POST requirements and other HPD and city requirements is scheduled consistent with the training days to ensure all employees receive mandated training. Additionally, the department provides each officer with 40 hours of elective training. HPD does not have an overall strategy or standards governing how discretionary training is prioritized or informed by themes or specific issues arising from use of force incidents or critical incidents.

4. **The department has strong partnerships that address issues related to homelessness and mental health.**

Community partnerships like these are essential for police to address the myriad of issues that they encounter, including homelessness and people experiencing mental health crises. For example, the Hayward Evaluation and Response Teams (HEART) program recognizes that homelessness and mental health are issues these police should not have to handle alone. The HEART program is a cross-department program between the Hayward City Manager's Office, the police department, the fire department and Alameda County Behavioral Health Care Services. The HEART program is well-regarded by the community and is a good example of collaboration.

¹ U.S. Department of Justice. 2019. Law Enforcement Best Practices: Lessons Learned from the Field. Washington, D.C.: Office of Community Oriented Policing Services.

5. The HPD beat structure for the department has not been updated for more than 20 years and does not reflect demographic and service demand, including reported crime, currently in the city.

The beat structure should be assessed to determine community boundaries, demands for service and reported crime and criminal activity. The department should consider breaking the city up into fewer beats, with multiple officers assigned to each beat per shift. Four existing beats -- A, F, G and J -- require significantly fewer service time hours than the five others. One beat, B, has a substantially higher service demand than all others.

6. The department's shift design provides patrol officers with four hours per day when they are not assigned calls for service; however, the department provides little direction for how officers should use that time.

The work schedule contributes to staffing challenges and perceptions regarding the sufficiency of staffing. HPD's 12.5-hour schedule with seven different work groups and minimum staffing requirements for nine officers per shift results in overlapping shifts and allows each officer to have four hours of discretionary time where they are not required to respond to calls for service. The department does not provide officers with direction on how they should spend their time when they are not doing reports. We noted that some individual supervisors do provide that guidance. Additionally, the department does not appear to track the time and activity of officers during that four-hour period and the officers are not subject to addressing calls for service during this time either.

7. The department's schedule design and minimum staffing negotiated through collective bargaining mandates exacerbate existing resource shortages and contribute to inefficiencies and high overtime usage, which may impact officer wellness.

There was frustration within the department over workload and overtime. HPD currently depends on mandatory overtime to staff the Patrol Division to the mandated nine officers per shift. Routine use of mandatory overtime on a long-term basis can have a negative impact on morale and officer safety and wellness. The mandatory Patrol Division overtime affects all units and has a downstream impact on workload and service delivery. For example, when a detective works mandated overtime to staff Patrol Division requirements, the detective may be unable to work their regular shift because it would exceed the maximum allowable work hours, per policy. The loss of investigation time affects investigative productivity.

8. Department members, city leaders and community stakeholders report that the HPD's main facility is in disrepair and is a concern affecting morale and possibly impacting recruitment.

While our assessment did not involve a complete and thorough inspection of the main police facility, we heard from many interviewees that the facility did not meet modern standards for a police facility. Some interviewees indicated the facility's condition impacted their feelings about working for HPD.

9. Community service officers (CSO) are not used to full effectiveness and tasking could be expanded to engage in other law enforcement functions that do not require a sworn officer.

The CSOs are primarily limited to assignments within the HPD jail facility. There is resource capacity to improve the use of CSOs to do more work that does not require a sworn officer, such as engaging in traffic control, taking traffic collision and property crime reports, support for video review, evidence management, and audio recording review, and scheduling interviews. Improved use of professional staffing can provide more time for officers to engage in functions that require sworn powers of enforcement and arrest. Hiring

additional professional staff would increase officers' time to engage in these activities and potentially attract employment interest from community members drawn to public service but not desiring a police officer career.

10. Most department members interviewed expressed a desire to formalize and improve internal communications.

Department members desire a climate with increased communication and guidance from their supervisors and command staff regarding the department's priorities and expectations. Some members of the department expressed concern about management's transparency, visibility and communication, especially when it comes to how management communicates about the direction of the department's priorities. The chief and the Hayward Police Officers' Association (POA) participate in monthly meetings, which offer good communication, but many department members feel like accessibility and openness are lacking for other HPD staff.

11. HPD is not effectively using technology and data to drive decisions.

The department does not analyze data in a cohesive manner and existing systems are not used to their full potential. The HPD struggles with extracting, analyzing and using data from its information systems to make strategic and operational decisions. Additionally, the computer-aided dispatch (CAD) and records management systems (RMS) are not capable of providing the number of specific crimes committed during a defined period of time or the associated case numbers. This lack of data affects the management of crime investigations. Effective capture and use of data would help inform HPD management strategies and operational deployment decisions.

12. Members of the Hayward community would like to see an increased police presence in certain areas, as well as more positive interactions with the police.

Members of the public interviewed expressed the desire to see more officers in the downtown district, as well as the Tennyson Corridor. Interviewees told us that officers were previously assigned to the downtown district and that the presence of police in this area and other business districts provides business owners, residents and shoppers with a sense of security, which is helpful to businesses and an opportunity for significant police-community engagement.

Operations

OVERVIEW

The city of Hayward is approximately 60 square miles and is home to more than 160,000 residents. The city operates a council-city manager form of government. The governing elected body consists of Mayor Mark Salinas and five councilmembers. Interim City Manager Dustin Claussen oversees the daily operations and manages all departments of the city.

The police department has an authorized staffing level of 197 sworn officers and 136 professional non-sworn positions. As of July 1, 2024, there were 125 fully operational sworn officers (less than 70% staffed) and 121 working professional staff members (approximately 90% staffed).

Chief Bryan Matthews leads the agency. The department is divided into four distinct divisions: Community Services, Investigations, Patrol and Support Services. Each division is commanded by a police captain with the primary responsibility of managing the various units that comprise their respective division.

ORGANIZATION STRUCTURE AND STAFFING ALLOCATIONS

This section of the report identifies the Office of the Chief, division commanders and the units they oversee. The organizational chart reflects how the department would be staffed if all positions were filled. The paragraphs under each section indicate the number of employees authorized for each division, as identified in the organizational chart, and details of current staffing.

Office of the Chief

The Office of the Police Chief includes the administrative support unit and internal affairs, who report directly to the chief. The deputy chief of police also reports directly to the chief of police; however, the deputy chief of police position is currently vacant. Internal Affairs consists of a lieutenant and two sergeants. The Administrative Support unit comprises a police programs analyst, an administrative supervisor and a police wellness specialist. The police wellness specialist is a new position that will be filled by an existing department staff member.

Each of the four divisions, Community Services, Investigations, Patrol and Support, is commanded by a captain. While the deputy chief position is currently vacant, these captains report directly to the chief. Once the deputy chief position is filled, those captains will report to the deputy chief.

The deputy chief position has been vacant since January 2024. Although formally vacated when Chief Matthews was promoted, the position had been vacant for several additional months as the prior deputy chief (Chief Matthews) was the acting chief while the former chief was on extended medical leave. The deputy chief serves as the police chief's key advisor and is internally focused to ensure the chief's vision is effectively messaged throughout the organization. Equally important, the deputy chief's duties include making sure the chief is advised on the department's response to the message and any impacts on morale. The deputy chief position clarifies the organizational structure between the division commanders and chief by assuming responsibility for all aspects of department management in the chief's absence. This is a critical vacancy based on the structure of HPD, and thoughtful consideration should be given to filling the vacancy as soon as possible.

Unit / Position	Authorized Number	Actual Number	Vacancies
Deputy Police Chief	1 sworn	0	1 sworn
Admin Support	3 professional staff	3 professional staff	0
Internal Affairs	3 sworn	3 sworn	0
TOTAL DIVISIONAL VACANCIES			1 sworn

Community Services Division

The Community Services Division is authorized to have 48 full-time and one part-time employees, but only 34 of those positions are filled. The units within the division include District Operations, Traffic Enforcement, Personnel and Training, Youth and Family Services, and Volunteer Programs. The District Operations is authorized to have 10 sworn and four professional staff but is currently staffed with one lieutenant, one sergeant, one officer and three professional staff. Traffic Enforcement is authorized to have 11 sworn and one professional staff, but currently has one sergeant, three officers and one professional staff member assigned. Personnel and Training is authorized to have two sworn and two professional staff and currently has two sworn and one professional staff. Youth and Family Services is authorized to have one sworn supervisor and 15 professional staff. The sergeant position in the Youth and Family Services section is vacant; however, the counseling and support positions are fully staffed. Volunteer Programs comprises one part-time professional staff member. The Volunteer program has one part-time reserve coordinator currently staffed and 20 volunteer reserve officers.

Unit / Position	Authorized Number	Actual Number	Vacancies
Commander and Staff	1 sworn / 1 professional staff	1 sworn / 1 professional staff	0
District Operations	10 sworn / 4 professional staff	3 sworn / 3 professional staff	7 sworn / 1 professional staff
Traffic Enforcement	11 sworn / 1 professional staff	3 sworn / 1 professional staff	8 sworn
Personnel and Training	2 sworn / 2 professional staff	2 sworn / 1 professional staff	1 professional staff
Youth and Family Services	1 sworn / 15 professional staff	0 sworn / 15 professional staff	1 sworn
TOTAL DIVISIONAL VACANCIES			18 sworn

Investigations Division

The Investigations Division is authorized 52 full-time employees and is divided into two branches, each overseen by a lieutenant. One lieutenant manages the Criminal Investigations branch, and the Special Investigations branch is managed by the other. Currently, both branches of the Investigations Division are managed by a single lieutenant. The other lieutenant position is vacant.

The Criminal Investigations branch comprises five units; Special Victims, Homicide/Major Crime, Robbery/Property Crime, Crime Scene and a District Attorney's Office Liaison. The Special Victims and Homicide/Major Crimes Units are each authorized one sergeant and seven detectives, and the Robbery/Property Crime Unit is authorized one sergeant and six detectives. One officer is authorized to be assigned as a District Attorney's Liaison. The Special Victims Unit, Homicide/Major Crimes Unit and Robbery/Property Unit are currently staffed with one sergeant and three detectives each, for a total of three sergeants and nine detectives. The District Attorney's Office Liaison position is filled with two part-time employees, and the Crime Scene Unit is staffed with four professional staff personnel.

The Special Investigations branch consists of three units; Vice/Intelligence, Narcotics and Special Duty. The Vice/Intelligence Unit is authorized to have one sergeant, three detectives and three professional staff, but is currently staffed with one sergeant, one detective and three professional staff. The Narcotics Unit is authorized one sergeant and four officers, but all positions are currently vacant. The Special Duty Unit is authorized one sergeant and five officers, and one officer is assigned to the Alameda County (ALCO) Narcotics Task Force, but the task force position is vacant, and the unit currently has one sergeant and three officers assigned.

Unit / Position	Authorized Number	Actual Number	Vacancies
Commander and Staff	1 sworn / 1 professional staff	1 sworn / 1 professional staff	0
Criminal Investigation Lt.	1 sworn	1 sworn	0
Special Victim Unit	8 sworn	4 sworn	4 sworn
Homicide / Major Crimes	8 sworn	5 sworn	3 sworn
Robbery / Property	7 sworn	3 sworn	4 sworn
Crime Scene Unit	4 professional staff	4 professional staff	0
Special Investigations Lt.	1 sworn	0	1 sworn
Vice / Intelligence Unit	4 sworn / 3 professional staff	2 sworn / 3 professional staff	2 sworn
Narcotics Unit	5 sworn	0 sworn	5 sworn
ALCO Narc Task Force	1 sworn	0 sworn	1 sworn
Special Duty Unit	6 sworn	4 sworn	2 sworn
DA Liaison	1 sworn	2 part-time professional staff	1 sworn
TOTAL DIVISIONAL VACANCIES			23 Sworn

Patrol Division

The captain of the Patrol Division would oversee 126 full-time employees if the division were fully staffed. This division is the largest in the department, and members are responsible for providing 24-hour responses to calls for service. If fully staffed, five lieutenants, 14 sergeants and 100 officers, and four police officer-canine teams

would be spread out across seven patrol teams. When the Special Response Unit (Special Weapons and Tactics and Crisis Negotiations) is training or activated, members are under the command of the division.

While the department is authorized to have 100 officers assigned to patrol duties, only 68 are assigned and available for patrol.

Unit / Position	Authorized Number	Actual Number	Vacancies
Commander and Staff	2 sworn / 1 professional staff	2 sworn / 1 professional staff	0
Patrol Operations	119 sworn	93 sworn	26 sworn
Canine Unit	4 sworn	4 sworn	0
TOTAL DIVISIONAL VACANCIES			26 Sworn

Support Services Division

The Support Services Division has almost 100 full-time employees and comprises six groups:

- + Records Bureau, authorized one administrator, three supervisors and 14 clerks;
- + Communications Center, authorized one administrator, five supervisors, 21 operators and 12 call-takers;
- + Animal Services Unit, authorized one administrator and 13 professional staff;
- + Jail Operations, authorized one administrator, four supervisors and 15 professional staff;
- + Property and Evidence Unit, authorized one supervisor and four technicians;
- + Facilities Analyst.

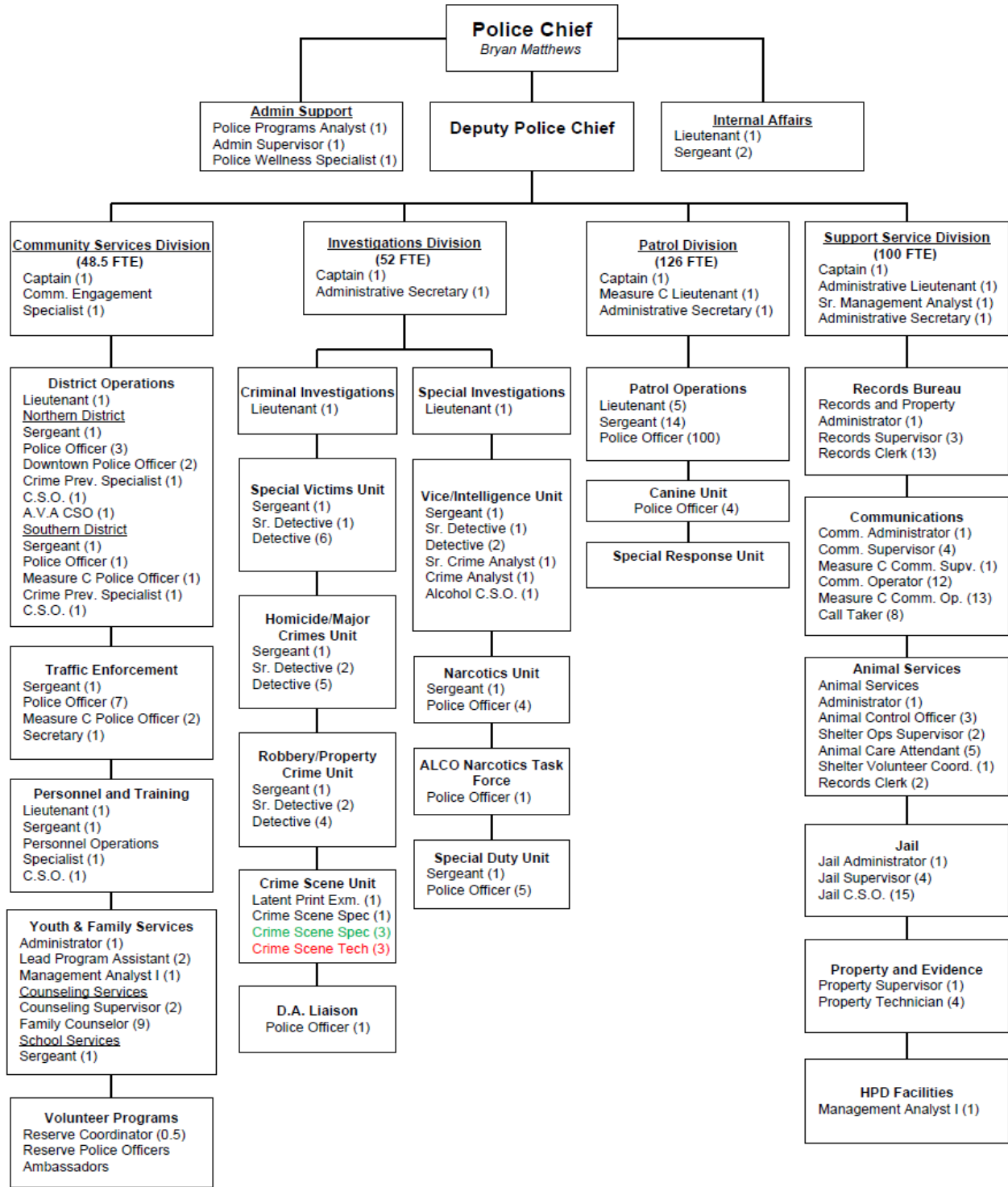
The Records Bureau has two clerk positions vacant; the Communications Center has 13 total vacancies: two supervisors, six operators and five call-takers; the Animal Services Unit has five vacancies: two animal care attendants, one animal control officer, one shelter volunteer coordinator and one shelter operations supervisor.

Unit / Position	Authorized Number	Actual Number	Vacancies
Commander and Staff	2 sworn / 2 professional staff	2 sworn / 2 professional staff	0
Records Bureau	17 professional staff	17 professional staff	0
Communications	39 professional staff	26 professional staff	13 professional staff
Animal Services	14 professional staff	12 professional staff	5 professional staff
Jail	20 professional staff	18 professional staff	2
Property and Evidence	5 professional staff	4 professional staff	1

Facilities Analyst	1 professional staff	1 professional staff	0
TOTAL DIVISIONAL VACANCIES			21 professional staff

Organizational Chart

Hayward Police Department

FY 2025 STAFFING
333.5 FTE

PATROL

The HPD uses a Patrol Team concept. There are seven patrol teams, each comprised of 10 officers, and team compositions are fixed for six months.² Patrol teams work three 12.5-hour shifts per week. There are two day-watch teams (6 a.m. - 6:30 p.m.), two swing-watch teams (1:30 p.m. - 2 a.m.), two midnight-watch teams (6 p.m. - 6:30 a.m.), and a team that works one day-watch shift, one swing-watch shift and one midnight-watch shift over three consecutive days. The teams are scheduled in a manner that provides 24-hour coverage, seven days per week.

Each officer is assigned to a geographical area of responsibility, referred to as a beat. HPD has established nine beats. Patrol beats are traditionally determined by several factors, including population density, thoroughfare access, and man-made and natural geographical barriers. However, we learned during interviews that despite increases in both resident and business populations, the current beat structures have remained unchanged for more than 20 years.

HPD should evaluate the effectiveness of its beat structure and its impact on the allocation of staffing and resources. We recommend that HPD leverage crime and call for service data, in conjunction with an analysis of community service needs, to aid leadership in determining a beat structure that best utilizes resources.

For each shift, at least one officer is assigned to each beat. Typically, one officer is assigned per car, but supervisors have the autonomy to assign two officers per car when staffing levels permit. HPD should consider developing a strategy that guides supervisors in deploying two officers to a patrol car. In addition, the HPD should use a tracking system (e.g., computer-aided dispatch system) to aid leadership in evaluating the effectiveness of vehicle deployments with two officers.

HPD Policy 400, section 400.1.2, identifies the function of patrol officers:

Officers will generally patrol in clearly marked vehicles, patrol assigned jurisdictional areas of Hayward Police Department, respond to calls for assistance, act as a deterrent to crime, enforce state and local laws and respond to emergencies 24 hours per day seven days per week. Patrol will generally provide the following services within the limits of available resources:

- (a) Patrol that is directed at the prevention of criminal acts, traffic violations and collisions, the maintenance of public order, and the discovery of hazardous situations or conditions.
- (b) Crime prevention activities such as residential inspections, business inspections, community presentations, etc.
- (c) Calls for service, both routine and emergency in nature.
- (d) Investigation of both criminal and non-criminal acts.
- (e) The apprehension of criminal offenders.
- (f) Community Oriented Policing and Problem-Solving activities such as citizen assists and individual citizen contacts of a positive nature.

² Officers in the field training program rotate shifts based on the cadence of field training phases and are placed on the patrol team of their field training officer.

(g) The sharing of information between Patrol and other divisions within the Department, as well as other outside governmental agencies.

(h) The application of resources to specific problems or situations within the community, which may be improved or resolved by Community Oriented Policing and problem-solving strategies.

(i) Traffic direction and control.³

Patrol Staffing Strategy

The Patrol Division is currently experiencing an approximate 30% division staffing shortage from its authorized levels of 100. As a result, the department has implemented a mandatory overtime policy that requires all officers, including those assigned to units outside of Patrol, to work overtime shifts to meet minimum staffing requirements. Mandatory overtime is a strategy commonly used to address emergent and short-term issues. However, it is an ill-advised approach to solving long-term staffing challenges. The potential negative consequences excessive overtime can have on officers are discussed in greater detail in the Officer Wellness section of this report. We learned during our interviews that while some officers appreciate the opportunity to earn extra compensation, many find mandatory overtime shifts a hindrance to satisfying the obligations of their normally assigned positions and a stress on their personal lives. It was clear to us that mandatory overtime shifts are negatively impacting morale. We also heard several members were open to the idea of an alternative deployment scheme if it resulted in reduced mandatory overtime obligations. One potential option for consideration includes absorbing the two swing-watch teams' officers into the five primary teams. Based on the current Patrol staffing numbers, this format would accommodate the five primary teams with 14 patrol officers each, far exceeding the nine required for minimum staffing. This format would require staggering start times to ensure there is no gap in service. This schedule, or another devised by the department that optimizes staffing levels, should be considered, even if for a defined trial period.

However, employment contracts and department policy present a challenge to scheduling flexibility. The Memorandum of Understanding (MOU)⁴ agreed upon between the city of Hayward and the Hayward Police Officers' Association (POA) guarantees minimum staffing requirements to be measured on a by-shift basis, rather than by the number of officers physically on patrol.

Section 4.03 of the MOU is titled "Hours of Work, Patrol Division" and reads, in part:

"Staffing minimums shall be accomplished on a shift basis rather than by time of day. Refer to Department Policy 209, Staffing Levels, and Section 17.11, Departmental Written Directives, of this Agreement."

This section refers to HPD Policy 209 for determining staffing levels. Policy 209, section 209.3 identifies patrol minimum staffing as:

"Staffing minimums shall be accomplished on a shift basis, rather than by time of day. There shall be no less than the following number of police officers on duty and performing uniformed patrol duties on each shift as follows:

- Day shift: 9 patrol officers
- Overlap (Swing) shift: 9 patrol officers

³ HPD Policy Manual

⁴ <https://www.hayward-ca.gov/sites/default/files/pdf/hr/HPOA-MOU-through-2024.pdf>

- Midnight (Night) shift: 9 patrol officers"

Section 17.11 of the MOU recognizes organizational circumstances may result in changes to deployment configurations:

"Minimum staffing levels for the patrol function will be established and set forth in Department Policy 216.⁵ The numbers set forth therein are subject to change based on the staffing deployment configuration as modified from time to time.

Changes to sections IV and/or V, A and C, of Department Policy 216.⁶ are subject to the requirements of California Government Code Section 3500, et. seq. Meeting and conferring on changes to Department Policy 216⁷ shall be limited to this issue only. No grievance relating to staffing levels shall be filed except by the Association and then only after first meeting with the Chief of Police in an attempt to resolve the issues."

During our interviews, we learned of previous unsuccessful negotiations between HPD's executive leadership and the POA to modify patrol shifts or "pilot program" schedules informed by call for service (time of day and day of week) data and staffing considerations. Based on the various interviews conducted during this assessment, there appears to be a ripe environment for the involved stakeholders to find a mutually agreed-upon solution to the frustrations associated with Patrol staffing.

Our review identified that service demand shifts based on time of day and day of week. The allocation of patrol staffing does not address these surges in demand and is solely based on a minimum standard of nine officers per shift. This approach is not efficient, given the nuances of when crimes are occurring and fluctuating workloads.

As a best practice, staffing should be informed by crime rates, calls for service and community demands on the agency. Deploying an equal number of patrol staff to each shift may contribute to overstaffing and understaffing during certain times of the day. We encourage the HPD to develop a staffing strategy that addresses the crime rate, the needs of the community and calls for service while maintaining officer safety. These strategies should be supported through research and data analysis to further understand the demands placed upon the agency.

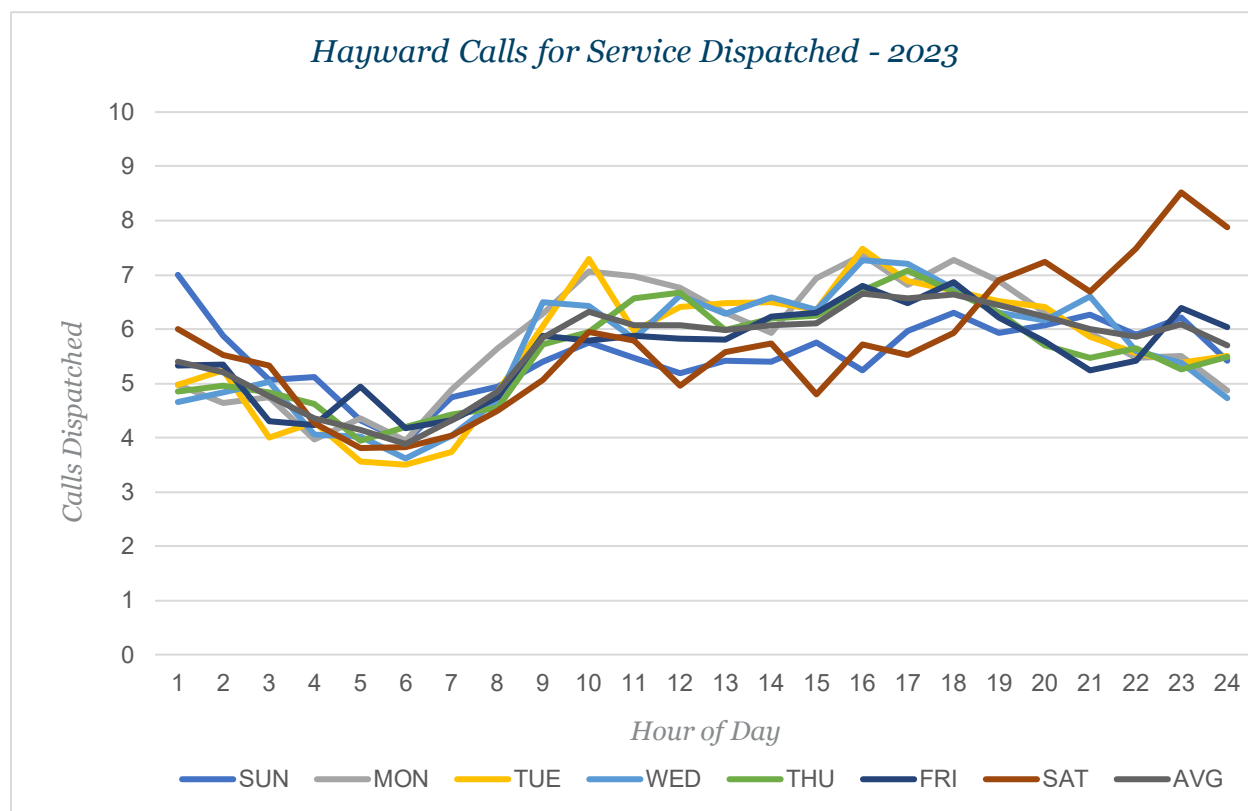
Calls for Service

In 2023, the HPD dispatched patrol officers to 49,196 calls for service, of which 16,639 were 911 calls. The graph on the following page, "Hayward Calls for Service Dispatched – 2023," shows variations in all calls dispatched by the day of the week and the hour of the day.

⁵ This reference in section 17.11 of the MOU to Policy 216 is incorrect; the policy addressing patrol staffing levels is number 209.

⁶ Ibid.

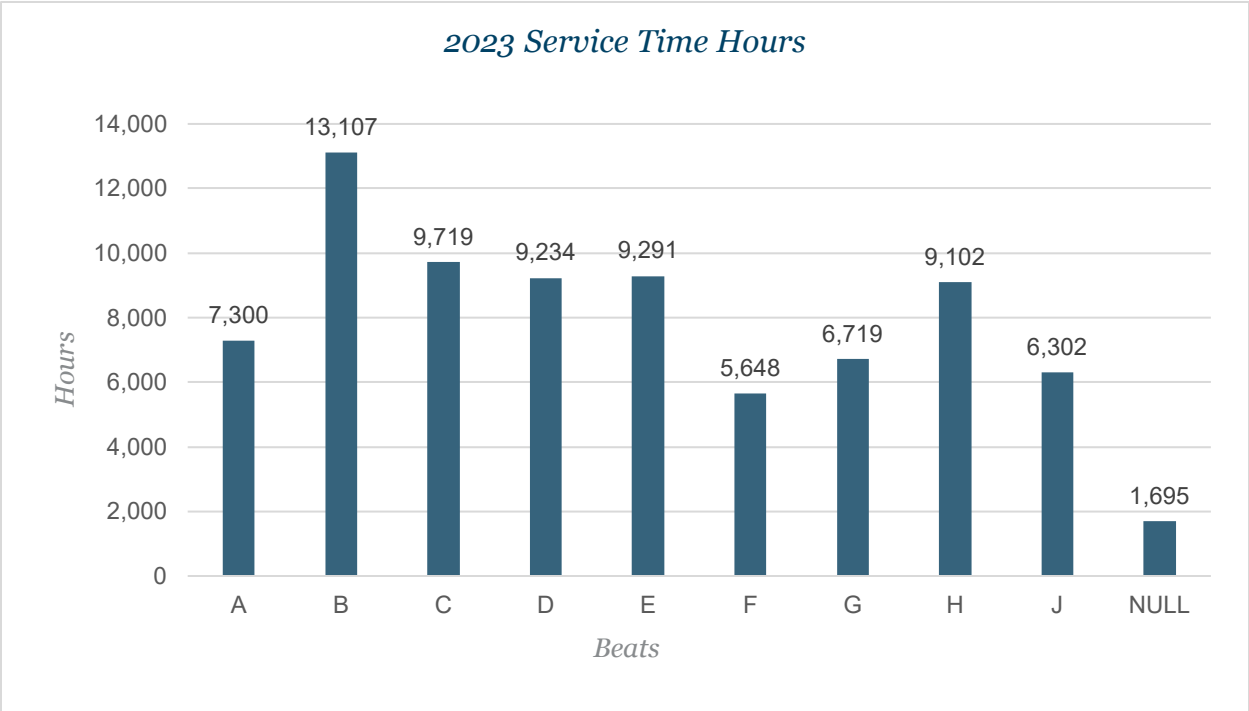
⁷ Ibid.



Calls for service are prioritized based on the nature of the service request. Priority 1 calls, the highest priority, are in-progress emergencies involving immediate threats to life and safety. Priority 2 calls are categorized as those that require an expedited response to prevent escalation, and Priority 3 calls involve minor infractions or post-incident reporting. HPD responded to 46,590 Priority 1, 2 and 3 calls for service in 2023.⁸

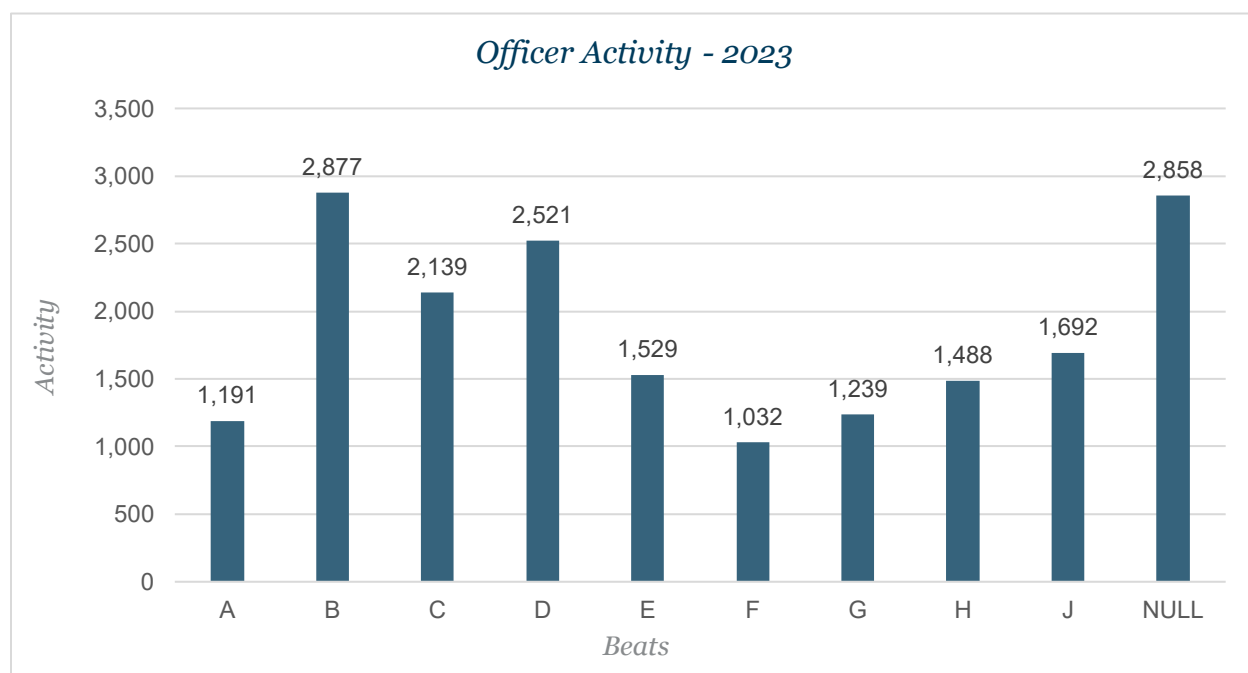
⁸ The Telephone Reporting Unit (TRU) was operational for approximately two months in early 2023. During that time, the unit handled 2,332 CFS. Those CFS were prioritized as category 5.

We also examined the service time hours spent on calls for service by each beat. This data is reflected in the chart below, “2023 Service Time Hours.”⁹ The analysis revealed service demand was not proportional across all beats. The four beats with the lowest service time – A, F, G and J – averaged 6,492.25 hours, while beats C, D, E and H averaged 9,336.5 hours. Beat B is the busiest beat and required 13,107 service hours in 2023.



⁹ In this chart, the “Null” column reflects beat fields that were left blank in the data we analyzed.

As was the case with service time, Patrol's officer-initiated activity, such as traffic stops and extra patrols, was inconsistent across beats. Three of the four beats with the lowest service demand – beats A, F and G – also had the fewest number of hours dedicated to proactive policing activities.¹⁰ Of note, beat F had the lowest service demand and the lowest amount of officer-initiated activity, while beat B had the greatest number of hours spent on proactive policing despite having the highest service demand. This data is reflected in the chart below, "Officer Activity – 2023."¹¹



Using the 2023 data, we conducted a comprehensive staffing analysis to determine the number of patrol officers needed to staff the Patrol Division effectively. The evaluation took into consideration the call for service demand by the day of the week and the hour of the day. Data regarding scheduled days off, vacations, employee injuries, training, compensatory time, sick leave, family leave, military obligations, bereavement, leave without pay and two officer-mandated responses (Priority 1 and 2 calls for service) were also factored into the equation.

Our analysis determined that 84 officers, strategically scheduled and deployed, would provide sufficient staffing. This would equate to each officer spending 40% of their shift responding to calls for service, 40% on proactive activities and 20% on administrative functions.¹²

Supervision and Accountability

The department assigns two sergeants per patrol team, resulting in a routine supervisor-to-officer ratio of 1:5. HPD supplements the supervision on patrol with a lieutenant watch commander, usually covering 20 hours per day. Training mandates and other circumstances sometimes result in the absence of a sergeant or lieutenant.

¹⁰ Officer activity data reflects the beat location of the event. For example, if an officer assigned to beat "A" initiates enforcement action in beat "B," the data is captured as beat "B" activity.

¹¹ In this chart, the "Null" column reflects beat fields that were left blank in the data we analyzed.

¹² The complete Patrol Staffing Analysis is included in Appendix A.

However, department policy requires at least two supervisors to always be on duty. In extreme situations, a senior officer can assume the field supervisor role.¹³ The patrol supervision format of field supervisor and watch commander is consistent with similarly sized agencies in California. Additionally, designating a senior officer as a temporary field supervisor is a common practice during unforeseen absences of formal supervisors.

We observed during our ride-alongs and confirmed during interviews that patrol supervisors have generalized expectations for their assigned patrol officers while on active patrol duty. Supervisory expectations are consistent with those identified in policy, as officers are expected to take responsibility for their assigned beats, demonstrate a concerned response to citizen calls for service in a respectful manner and promote the professional reputation of HPD.

The department's deployment schedule with overlapping shifts allows each officer four hours before their shift ends for report writing. For officers who do not require the entire four hours to complete reports, the remaining time is discretionary time, as the officers are not subject to responding to calls for service. We learned that expectations of discretionary time vary by supervisor, and there is no organizationally established directive on how the time is to be used. Officers report they use the unobligated time to complete tasks in the station, engage in proactive patrol and community engagement activities, back officers on the shift who assumed patrol responsibilities, and perform other self-directed actions. There appears to be little direction from command staff as to what officers should be doing during that time when they are not completing reports. The allotment of four hours per shift to complete reports equates to approximately one-third of an officer's shift. Report writing is an important task and must be completed in a professional and timely manner. However, in comparison to other law enforcement agencies, HPD is an outlier in terms of predetermining such a substantial amount of time to complete this task.

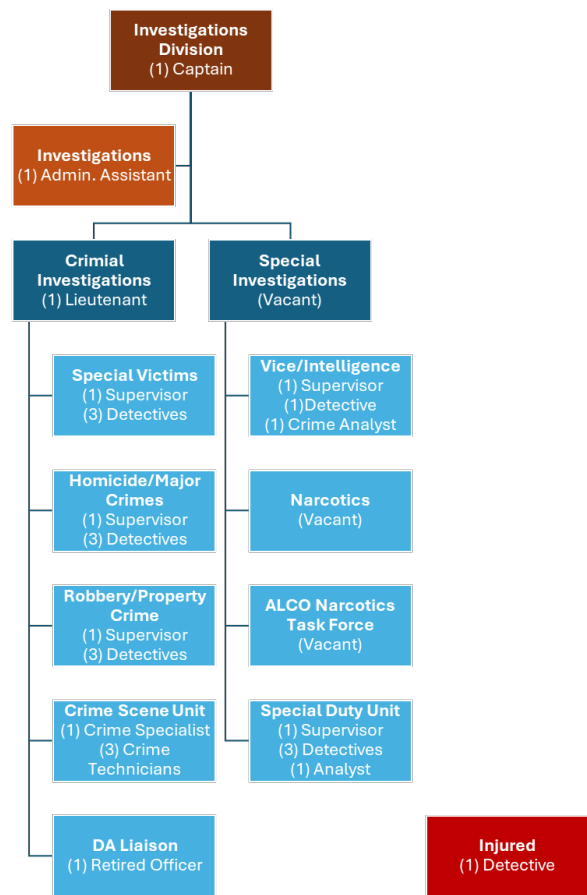
The dedication of four hours per shift to report writing has also resulted in officers only being expected to respond to non-emergent citizen calls for service during certain hours of their shift. Generally, the day-watch officers are tasked with taking reports from 6 a.m. - 2 p.m., while swing-watch assumes the responsibility from 2 p.m. until 9 p.m., and midnight shift takes reports between 9 p.m. and 6 a.m. Of note, the midnight shift teams are granted a block of time for report writing during the first three hours of their shift. Even with fully staffed shifts, at least 18 officers are on patrol between 2 p.m. and 2 a.m. However, only nine of those officers, half of those working, are available to respond to non-emergent report calls, while the other nine are engaged in writing reports or other self-directed activities. This practice could have a significant negative impact on non-emergent response times and general community satisfaction. HPD supervision should consider evaluating the effectiveness of continuing the informal practice of dedicating four hours per shift to report writing. In addition, leadership should conduct an analysis of the effectiveness of this practice and how it correlates to the known crime rates and subsequent call for service data.

It is not clear whether the practice of assigning such a large amount of time to reporting derives from HPD data systems. Effective management of report writing should allow officers to complete their reports in the field without returning to hardwired systems in the station. Ensuring effective systems should be a priority of command staff. When officers are able to complete reports using the in-car computer system, consideration should be given to ensuring officers spend more time on active patrol.

¹³ HPD Policy 209, section 209.2

INVESTIGATIONS DIVISION

HPD’s Investigations Division is led by a captain who reports directly to the chief. As the below chart shows, the Investigations Division is separated into the Criminal Investigations section and the Special Investigations section. At the time of this review, the Special Investigations lieutenant position was vacant and frozen. As a result, the Criminal Investigations lieutenant assumed the responsibilities of the Special Investigations section. Furthermore, due to staffing issues in the Patrol Division, the entire Narcotics unit and the ALCO Narcotics Task Force position is currently vacant. In total, the Investigations Division had a total staffing of 29 out of the 52 full-time equivalent (FTE) positions.



Though staffing can change routinely in any law enforcement organization, HPD’s Investigations Division has experienced a significant reduction, attributed to retirements, officers moving to other locations and officers being reassigned to the Patrol Division. As a result, additional stress has been placed on the Investigations Division to manage and assign cases. The reduced staff has also impacted the experience level of the various units. HPD assigns officers to the Investigations Division on a rotational basis; however, it provides an opportunity for officers to apply for a senior detective role to remain in the unit beyond the three-year rotational cycle, providing experienced detectives in each unit to mentor incoming officers. The number of senior

detectives has decreased which has negatively impacted training and detective development resulting in less experienced detectives being assigned more serious cases.

The Investigations Division staffing schedule is on a 10-hour shift from 8:00 a.m. to 6:00 p.m. Detectives are assigned to a day-off group that includes the weekend along with Friday or Monday, and are placed on an on-call rotation to respond to investigations during the weekend and off-hours. According to our interviews, callouts for investigation purposes during off-hours do not routinely occur, but detectives are part of the mandated overtime to supplement patrol staffing levels. The mandated patrol overtime during off-hours, such as the 6:00 p.m. to 6:00 a.m. shift, causes additional challenges in that the detective is unable to work his or her regular shift since it would exceed the maximum allowable work hours, per policy. Loss of investigation time during scheduled shift times due to mandated patrol overtime adds to the challenges of detectives managing their caseloads.

Departments vary in how they manage investigations, which can alter staffing decisions. Conducting an investigative staffing analysis is more qualitative, when compared to patrol staffing. It is important to understand the criminal challenges facing Hayward and strategically implement an investigative response that addresses the needs of the Hayward community. In some communities, every reported crime receives an investigative response. However, as budgets, resources and staffing become increasingly limited, law enforcement agencies have reviewed their processes with a focus on not only assessing what overall crime is being reported, but also identifying the most effective and efficient response. For example, many agencies assign cases to “field investigations” based upon solvability factors, i.e. what evidence is available to solve the crime. Other issues driving investigation staffing include statutory mandates of investigation, such as those that address the investigation of domestic violence or juvenile sexual assault. Further complicating the determination of investigation staffing is that not all case investigations are the same. The time spent investigating a case may vary widely depending on the investigator and the overall facts of the case. As a result, there are many qualitative factors to consider when determining the appropriate level of staffing for investigations.

Case Assignment

Criminal reports are forwarded to the appropriate detective unit from patrol for follow-up investigation as warranted. The detective unit sergeant will receive the forwarded reports through email from the responding officer, patrol sergeant or watch commander. In addition, the sergeant of the detective units will conduct keyword searches of the watch commander log to identify criminal reports that require follow-up investigation. Reports not forwarded to the Investigations Division are either closed or classified as “no further investigation needed” by the reviewing patrol supervisor.

HPD would benefit from assessing the integration capabilities of its computer-aided design (CAD) system and records management system (RMS) to facilitate the management and assignment of cases. Using email and keyword searches of the watch commander log invites opportunities to miss cases requiring follow-up. To reduce human error, an automated system would provide more reliable notifications of initiated cases and investigation status, and aid supervision in maintaining oversight of the criminal case triage process. For example, an automated process through a CAD/RMS can be implemented so officers initiating the case and supervisors reviewing the case can select a data field for the case to be automatically forwarded to the Investigations Division. Subsequently, the supervisor of the Investigations Division can receive an automatic alert and the ability to query criminal case reports through the CAD/RMS to reliably retrieve all cases entered and requiring further review.

The sergeant of each detective unit reviews the previous day's reports and assigns the cases to the detectives based on a variety of factors, including availability, caseload and solvability. Generally, all cases are assigned to a detective regardless of the solvability of the case. However, there are situations where cases are not assigned and placed in a suspended status. For the purposes of our assessment, we were provided a memorandum describing how cases are assigned to the detectives within the Investigations Division. In summary, the detective units are assigned cases primarily on a rotational basis. However, as the memorandum explained and was confirmed through our interviews, the case assignments can be adjusted from the rotation due to detective availability (e.g., time-off, training) and caseload. In addition, the sergeants of each unit are expected to assign cases appropriately to avoid overwhelming any one detective.

Case Investigation Progression

The detectives address the criminal cases assigned to them, with particular focus on reported crimes of violence. However, due to reduced investigations staffing and increased cases reported, each unit has adjusted to focus its attention to higher-priority cases. The priority of an individual case is determined by the seriousness of the offense, the level of violence involved, investigative leads and whether the reported crime links to a series of other crimes. As a result, there are other lower-level, solvable criminal cases that do not get investigated. In the Robbery and Property Crimes unit, only cases of priority are assigned to detectives, leaving potentially solvable cases with no additional follow-up and without subsequent victim outreach. Given the large number of unassigned cases, HPD may want to consider additional professional staff and CSOs to handle administrative duties, including victim outreach and to assess whether there is additional information. This practice can ensure detectives are able to focus on cases with higher solvability rates while also providing good customer service and timely contact to victims by professional staff. This practice also provides good service to the community and victims who, even if their cases are not solvable, often want the assurance that the police at least reviewed their case.

Investigations Management

The HPD does not have a formalized case management process that tracks investigation assignment, progression and next steps. Most detectives update the RMS with investigative actions taken; however, there is no formal system or procedure that ensures consistency in documenting follow-up investigative actions. Leveraging the use of a CAD/RMS with the capabilities to quickly query reports with the most recent updated investigative notes would improve case management efficiency and overall oversight.

While a formal system is not in place, each detective unit conducts regular meetings to discuss cases. This provides an opportunity for a collaborative effort to share ideas, inform supervisors and provide additional insight on active investigations. In addition, detectives from other units meet to collaborate and support each other to help solve cases. Conducting regular meetings furthers the department's goals of solving crime and increasing overall public safety.

Once the sergeant assigns an investigation to a detective, there is minimal formalized management and oversight of the progression of the investigation, save for the most serious cases. Detectives are not required to document the time they spend on a particular case; however, in many departments, this information often clarifies the effectiveness of a particular investigator as well as identifies what cases take more time. This type of data would provide Investigations Division management with a better understanding of not only the average time spent on cases but also inform an even distribution of cases. Additionally, tracking and analyzing investigative outcomes will help managers identify those detectives and officers who are excelling and those

who may require additional oversight and training. We encourage HPD to explore ways to use a CAD/RMS that can properly inform its case management and staffing decisions.

Most case oversight occurs in the unit meetings, during which supervision is updated on the progress of cases being handled by detectives. Some supervisors record these updates in a Word document that includes cases assigned, cases pending and status while others do not. Other law enforcement agencies leverage the capabilities of the RMS to track and produce reports to consistently manage cases assigned, pending cases, suspended cases and status of cases. It was reported to our team that the current RMS is either lacking these capabilities or supervisors and investigators are not aware of how to use these capabilities. The lack of consistent record-keeping results in limited reliable investigations data to drive strategic decisions in the allocation of resources and staffing. In addition, the inconsistency in information and track may create opportunities for cases requiring follow-up investigative action to be missed.

Focusing on appropriate case assignment and timely case closure can help the department ensure the efficiency and effectiveness of the investigative process. Most law enforcement agencies establish written policies and procedures for assigning cases based upon solvability factors. Solvability factors should be clearly defined in policy to ensure only cases that meet the solvability factors are assigned for field investigations to ensure better use of investigative resources. Once assigned, a standardized process should be established to ensure all cases are routinely updated and case status reporting requirements are maintained. Time frames should be established for case closure, written updates and extension requests to ensure investigative progression. Standardized processes along with reliable CAD/RMS capabilities will benefit management decisions, case oversight and resourcing.

The effectiveness of an investigations division is typically measured in how many investigations are cleared or the overall clearance rate. However, HPD is not manually tracking this data on a consistent basis and is unable to quickly and reliably retrieve the information from CAD/RMS to maintain visibility in the number of cases pending, suspended and closed. In addition, the HPD was not able to provide the number of cases cleared based on the clearance category. As a result, we used the Uniform Crime Reporting (UCR) and National Incident Based Reporting System (NIBRS) data provided by HPD for 2022 and 2023 for some insight into the number of cases reported and clearance rates.

In 2022, the HPD reported clearance rates that were primarily above the national average. Most notably, the HPD cleared nine homicides out of the 11 reported, resulting in an 81.8% clearance rate which was 29.5% above the national average. Aggravated assault offenses were also at a 62.8% clearance rate, which was 21.4% above the national average for 2022. Burglary, larceny and motor vehicle theft offenses were slightly below the national average.

Hayward PD 2022 UCR/NIBRS Offense and Arrest Summary					
Offense	Offenses Reported	Offenses Cleared	Clearance Rate	National Clearance Rate: 2022 ¹⁴	Clearance Rate Difference
Homicide	11	9	81.82%	52.30%	29.52%
Aggravated Assault	635	399	62.83%	41.40%	21.43%
Rape	61	24	39.34%	26.10%	13.24%
Robbery	267	75	28.09%	23.20%	4.89%
Burglary	541	42	7.76%	13.00%	-5.24%
Larceny	2599	206	7.93%	12.40%	-4.47%
Motor Vehicle Theft	1720	131	7.62%	9.30%	-1.68%

In 2023, the HPD experienced an increase in offenses reported and a sharp decline in clearance rates. In the chart below, we see the clearance rates of each offense significantly dropped when compared to 2022. Homicide offenses saw the largest decline with only a 10% clearance rate, compared with 81.8% in 2022.

Hayward PD 2023 NIBRS Offense and Arrest Summary					
Offense	Offenses Reported	Offenses Cleared	Clearance Rate	2022 HPD Clearance Rate	Clearance Rate Difference
Homicide	10	1	10.00%	81.82%	-71.82%
Aggravated Assault	640	288	45.00%	62.83%	-17.83%
Rape	67	12	17.91%	39.34%	-21.43%
Robbery	294	36	12.24%	28.09%	-15.84%
Burglary	666	33	4.95%	7.76%	-2.81%
Larceny	3,081	108	3.51%	7.93%	-4.42%
Motor Vehicle Theft	2,391	81	3.39%	7.62%	-4.23%

* The 2023 National Clearance Rates were not available at the time of this report.

Unfortunately, HPD was not able to provide data to determine the clearance rates by closure categories to further understand the number of cases cleared by arrest as opposed to other common closure categories such as prosecution denied, victim refused to cooperate, unfounded and administratively closed.

¹⁴ <https://www.pewresearch.org/short-reads/2024/04/24/what-the-data-says-about-crime-in-the-us/>

We recommend HPD ensure there are policies clearly outlining and defining the closure categories as well as a standardized closure process that includes supervisory approval. In addition, the HPD should develop systems for consistent and routine reporting of offenses reported, cases assigned and clearance rates to keep Investigations Division supervision informed. This information can be used to determine if departmental goals are being met by ensuring cases are brought to an appropriate and timely investigative closure.

Investigations Division Staffing Analysis

There is little scientific evidence available on how to best staff an investigative unit. Many of the staffing decisions for investigations are based upon a defined strategy to address the case volume which is appropriate for the agency and the community they serve. Crime data analysis, community demands and local government decisions can help inform HPD on policy decisions to determine what types of cases will be investigated, what follow-up services will be provided to victims, and the goals of prioritizing and concluding investigations. However, the case management process provides very little insight into the demands on the detectives and professional staff within the investigative units. Additionally, the crime data is not thoroughly analyzed in a manner to inform crime analysis and investigative strategy.

The critical issue for HPD leaders is whether patrol officers can or should be moved to the Investigations Division to increase detective staffing, as a matter of overall policing strategy. Independent of a defined strategy, HPD may elect to try to adjust its current goals for service within the Investigations Division. It is clear the number of detectives has decreased while the reported criminal offenses requiring field investigations have increased. It is not possible to deliver on current investigative goals with the staffing levels now in place. Only the most serious crimes are assigned for investigation and detectives are struggling to keep up and many less serious crimes do not get investigated. However, increasing detectives means further depletion of officers available for the Patrol Division, since detectives are staffed from this group of officers on a rotation basis.

Detectives interviewed identified they had large caseloads, which can increase the stress levels of detectives. However, not all cases require the same time commitment and not every investigative unit faces the same volume of cases and associated workload. Although it is difficult to quantify the workload of cases since the time spent on investigating a particular case can vary, implementing standardized case investigation procedures with consistent criminal investigations data will aid HPD leadership in understanding the workload for each investigative unit. This can provide a more data-driven approach in allocating staffing among the different investigative units, replacing the current approach of assigning an equal number of detectives to each unit.

Even if HPD were able to increase staffing for the Investigations Division, there would be challenges to achieving investigative goals. Both investigative experience and crime specialization knowledge have decreased due to attrition, vacant units and reduced senior detectives. An investigative staffing plan will need to identify how newly placed detectives will be trained and prepared to conduct proper investigations. While this will place additional stress on the Investigations Division staff to develop and deliver such training, absent such an investment, staffing will not directly increase the quality of investigations.

If HPD is unable to increase staffing for the Investigations Division, then alternative solutions are needed to achieve a standard of investigation. Internally, HPD has some options. The patrol officers at HPD are provided the opportunity to investigate crimes; however, this is an individual choice of the officer and not guided by departmental standards that adhere to an overall strategy. The department should determine the capacity for the Patrol Division to conduct certain investigations. Less serious crimes are often investigated by patrol officers in many other jurisdictions. HPD should consider tasking the Patrol Division with investigations for less serious crimes; consistent with a defined policy and in accordance with an overall crime strategy. Ideally, tasking patrol

officers with investigating less serious crimes would decrease the investigative demand for the Investigations Division and allow for more investigative time and focus on serious crimes. It also has an underlying benefit of improving the skills and experience of officers in the Patrol Division. However, the workload impact for patrol officers should be considered in this decision, including the management of the four hours of daily administrative time for officers.

Another option is to identify alternative response options for reported crime. Many law enforcement agencies use a diversion process for reported crimes that do not have sufficient solvability factors. Rather than assigning these investigations to the field, an administrative staff member or CSO contacts the victim to assess whether further information is available that would help solve the crime. If so, the case is moved to a detective unit for assignment. If not, the case moves to a suspended status. This process ensures the victim has been contacted by HPD and is informed of the case status and understands what will happen in response; this does not happen consistently under current practice. This process would allow the detective to focus on crimes that are solvable rather than carrying a burgeoning caseload.

Hiring administrative staff or reassigning CSOs as an investigative staffing strategy should be considered by HPD. These roles could provide much-needed support to the detectives by fulfilling responsibilities such as crime analysis, video review, case management and tracking requests for tasks including evidence, contact or interviews. This approach will provide immediate relief as the department looks to develop and implement its strategy to restore the Investigations Division staffing.

Another option is to explore the use of external partners to address the growing investigative caseload. In other areas of the country, municipal law enforcement contracts with the Sheriff or other surrounding law enforcement agencies for support services. This can include the investigation of certain reported crimes or other services, such as evidence collection and prisoner transport. Whether this occurs through mutual aid or a contractual arrangement, this type of engagement would alleviate the pressure currently felt by the Investigations Division. If HPD were to engage in such an approach, the supplemental services could be seen as a short-term support plan as the department engages in a long-term strategy to address chronic staffing shortages within the department. Clearly, this type of plan would require defined roles, planning and negotiation to address concerns each agency would face in delivering such services. Contracted service support, including investigative services, is a model used by other law enforcement agencies to extend capacity and improve overall service delivery.

RESPONSE TO PERSONS IN MENTAL HEALTH CRISIS

In 2021, the city initiated the Hayward Evaluation and Response Team (HEART). HEART is a collaborative program between HPD, the Hayward Fire Department (HFD) and the Alameda County Department of Behavioral Health (ADBH). The program comprises a case management team and two response units: the Mobile Integrated Health Unit (MIHU) and the Mobile Evaluation Team (MET). MIHU, comprised of a paramedic and mental health clinician, is focused on individuals who are unhoused with a medical need or experiencing substance use or mental health issues, but not in an active mental health crisis. The MET, typically deployed due to a call for service or an officer request for assistance, is comprised of a police officer and ADBH clinician who primarily respond to individuals experiencing an acute mental health crisis. Both units can provide crisis intervention, stabilization, referral, follow-up and outreach. The Case Management and Mental Health Linkage Team (LINK) comprises an HPD-employed mental health clinician and case manager. This team works with individuals requiring mental health support, social services, case management and ongoing follow-up and

support. HEART hours of coverage can vary based on a variety of circumstances, but the teams normally work on weekdays, between the hours of 8 a.m. and 6:30 p.m.

The development of co-responder models is an emerging best practice in police agencies. These models pair trained police officers with mental health professionals to respond to incidents involving individuals experiencing behavioral health crises. As noted by the International Association of Chief of Police and the University of Cincinnati Center for Police Research and Policy, preliminary evidence indicates co-responder programs are promising and can enhance crisis de-escalation, increase individual connection to services, reduce pressure on the criminal justice and health care systems, and promote cost-effectiveness.¹⁵

HEART appears to be well-regarded by the community and HPD members. In addition to the improvement of services to those experiencing a mental health crisis, the co-responders free up time for officers as some calls do not require a Patrol response; and even when they do, officers can return to being available for calls for service once the co-responder considers the scene safe. This is a great example of collaboration to improve the HPD's response to people experiencing a mental health crisis and similar co-responder models have resulted in a decrease in arrests and jail admissions for individuals experiencing a behavioral health crisis.¹⁶ Once staffing levels increase, the department should consider working with its partners to expand the hours and days of the week HEART operates.

While HEART is only available on weekdays during the day, HPD also provides Crisis Intervention Team (CIT) training to officers who may need to respond to persons experiencing a mental health crisis when HEART is not available. To date, over 25 HPD officers have completed the 40-hour CIT training course and two dispatchers have completed the 16-hour CIT Course for Communications Operators.

“CIT programs are community-based programs that bring together law enforcement, mental health professionals, mental health advocates (people living with mental illness and their families), and other partners to improve responses to mental health crises.”¹⁷

CIT training prepares officers to respond safely and compassionately to people in crisis and helps them connect these individuals to mental health services. Among other benefits, CIT training teaches officers to have an increased understanding of mental illness and other health conditions, additional de-escalation skills and services available to assist people experiencing mental illness. Many police agencies provide CIT training, and it is considered a best practice. The HPD's goal is for every department member to complete CIT training.

PROFESSIONAL STAFF

Civilian employees, also known as professional staff, offer police departments several benefits, including freeing up time for sworn officers to be on the street or providing services that require sworn powers, and providing specialized skills or formal training that sworn officers may not possess, such as crime analysis. In addition, civilian employees may be less expensive than sworn employees in terms of salary, retirement and other benefits.¹⁸

¹⁵ www.theiacp.org/sites/default/files/IDD/Review%20of%20Co-Responder%20Team%20Evaluations.pdf

¹⁶ www.theiacp.org/sites/default/files/SJCResponding%20to%20Individuals.pdf

¹⁷ Crisis Intervention Team (CIT) Programs: A Best Practice Guide for Transforming Community Responses to Mental Health Crises. CIT International. August 2019.

¹⁸ King, William R., and Jeremy M. Wilson. 2014. Integrating Civilian Staff into Police Agencies. Washington, D.C.: Office of Community Oriented Policing Services.

HPD professional staff are force multipliers and fill many positions. These department assets provide unique specialized skills and training in areas such as administration, facility management, inventory control, scientific and data analysis, and behavioral health. These skills are valuable and support the quality of service the department can provide to the community. Professional staff also offer practical resources that enhance the department's ability to engage a multilingual community in effective communication, demonstrating cultural competencies valuable to community outreach efforts.

The department has 136 total authorized professional staff positions, 21 of which are vacant. The support positions are deployed throughout the department's four divisions with the majority assigned to Support Services. Professional staff members include:

- + Community Engagement and Crime Prevention Specialists
- + Administrative Supervisors
- + Police Analysts
- + Secretaries
- + Personnel Operation Specialists
- + Administrators
- + Program Assistants
- + Counselors and Counseling Supervisors
- + Crime Scene Specialists and Technicians
- + Fingerprint Examiner
- + Crime Analysts
- + Records Clerks and Supervisors
- + Communication Administrators and Supervisors
- + Dispatch Operators and Call-takers
- + Animal Services Officers, Supervisors and Administrator
- + Shelter Operation Attendants, Supervisors, and Coordinators
- + Jail Supervisors and Administrator
- + Property Technicians and Supervisors
- + Community Service Officers

We were told professional staff members at HPD sometimes work in acting or temporary supervisory roles for extended periods of time. Staff expressed an understanding of the need during unforeseen resignations or other unexpected absences, but they expressed frustration when vacancies are forecasted but not timely filled, creating a self-inflicted supervisory crisis. Frustrations are compounded by a sense that little to no consideration is given to the experience gained by the employee acting in the supervisory role when the vacancy is eventually backfilled.

During our focus group discussions, employees expressed a desire to be cross-trained, or at least exposed to, the other professional staff members' roles outside their own areas of responsibility. It was noted some records staff members are cross-trained. The department should consider the utility of having multiple staff members capable of performing critical functions in the event of unforeseen absences. Employees we spoke with expressed appreciation for HPD's tradition of promoting from within; many interviewees held positions of higher responsibility and compensation than they were initially hired into.

The department has effectively placed professional staff in roles that do not require sworn powers. For example, the District Attorney Liaison position is responsible for presenting cases to the district attorney for filing considerations and was traditionally filled with a sworn member. The officer was reallocated based on staffing challenges and the task is currently being accomplished by two part-time employees. HPD should consider increasing the use of non-sworn personnel to accomplish tasks currently being performed by sworn officers, with

a specific focus on the Criminal Investigations and Patrol Divisions, which face the most critical issues in public response and policing services.

Open positions in the Investigations Division remain unfilled as officers are needed to staff the Patrol Division. This negatively impacts HPD's ability to investigate crimes, arrest offenders and ensure the public has confidence in the department's abilities. Additionally, members of the public would like to be updated on the status of investigations. Departments experiencing similar staffing challenges, such as the Phoenix¹⁹ and San Bernardino²⁰ Police Departments, have integrated non-sworn investigators into their investigative units. There is a notable amount of time required to fully train investigators; however, current tasks performed by sworn personnel can be completed by existing professional staff with minimal training, such as telephone follow-up with victims and securing surveillance videos for evidence.

Additional opportunities to expand the use of professional staff exist in Patrol, primarily surrounding report-taking and traffic control. The city of Hayward Human Resource Department defines the Community Service Officer (CSO) role as:

"Under general supervision, the Community Service Officer performs a variety of non-sworn police duties related to investigations, crime prevention, reporting, property, traffic, booking, searching, monitoring and transportation of prisoners. Primarily assigned to work in the jail facility."²¹

Currently, 15 CSOs are assigned to the jail; the jail assessment completed in November 2023 stated:

"The jail CSOs have significant uncommitted time in which they could be doing tasks that benefit the department, such as handling some of the lower-level calls for service tasks. Marking or towing abandoned vehicles is but one example, in that these tasks could be accomplished and still allow the jail CSOs to respond to the jail facility in a timely manner to handle arrestees when needed."²²

HPD uses professional staff for a variety of functions which allows sworn officers to concentrate on a narrower range of responsibilities. However, the department should consider increasing the roles and responsibilities of professional staff to fully leverage existing resources.

COMMUNITY ENGAGEMENT AND PROBLEM-ORIENTED POLICING

Community policing and community engagement are important tools for police departments to effectively address community issues and improve trust with community members. The three key elements of community policing – problem-solving, community partnerships and collaboration, and organizational transformation – provide the philosophical framework for institutionalizing community policing in an organization.²³ Among other things, the COPS office Law Enforcement Best Practices Manual recommends police departments create a comprehensive community policing strategic plan, train all officers on community policing and treat every contact as an opportunity to engage positively with a community member.²⁴

HPD's Policy 341 describes the department's organization and responsibility regarding crime prevention and community involvement. The policy recognizes "the value and importance of engaging, educating and partnering

¹⁹ <https://cronkitenews.azpbs.org/2022/09/28/police-departments-civilian-investigators-phoenix-mesa-baltimore-shortages/>

²⁰ https://www.sbcity.org/city_hall/police_department/careers_with_sbpd/criminal_investigations_office

²¹ <https://www.governmentjobs.com/careers/haywardca/classspecs/1173589>

²² Assessment of the Hayward, California Police Department's Jail Facility and Operations, Jensen Hughes

²³ Law Enforcement Best Practices Manual

²⁴ Ibid.

with its citizens to prevent crime and serve, protect, and promote a safe community.” The policy further notes “crime prevention and community education is a shared responsibility of all members of the Hayward Police Department.” Policy 400, which applies to the patrol function, offers further guidance to officers to provide “Community Oriented Policing and Problem-Solving activities such as citizen assists and individual citizen contacts of a positive nature.”

While these are appropriate policy statements, besides noting that officers are expected to provide crime prevention information to community members, the policy does not define community policing or provide guidance on how to initiate problem-solving efforts with community members. While the details of community policing do not necessarily need to be in the department’s policy manual, the department does not have a community policing strategic plan that further describes expectations for officers engaging in community policing efforts. HPD would benefit from the development of a documented community-policing strategy that is aligned with departmental goals and mission.

The HPD has generally relied on personnel in the District Operations (DO) unit to be the primary drivers of community engagement. Unfortunately, this is one of the units that has been most significantly impacted by sworn staffing shortages; thus, consistent community engagement has suffered. Although the DO continues to take advantage of opportunities to interact with residents and business owners, it has become ineffective to rely solely on this unit to satisfy community expectations. Based on the size of the unit as currently structured, there is a strong dependency on officers from outside the unit when events are scheduled. For example, our assessment team had the opportunity to be on-site during a downtown community event. The event was well attended, and officers admirably interacted with the community members present. However, nearly all participating HPD members were either volunteers or on overtime. We also learned of community events the department was invited to but was unable to attend because staff were unavailable. Additionally, interviewees from multiple stakeholder groups bemoaned the absence of officers on foot patrol in the downtown area.

HPD employs a full-time Public Information Officer (PIO) who, in addition to facilitating media briefings for high-profile events, manages the department’s social media platforms. HPD is active on Instagram, X and Facebook, and more than 35,000 combined “followers” view posts. Social media can be an effective platform to inform community members of evolving emergency situations, crime data and department accomplishments. We learned interviewees appreciate the information provided on HPD social media sites; however, several interviewees said the social media presence is generally used for one-way communication from the HPD to the community, rather than interactive engagement with the community. Leveraging these tools to increase community interaction is especially important based on the current staffing challenge. Social media can also be utilized to provide community members with operational awareness of the critical work performed by HPD members who are not routinely in the field such as detectives and crime analysts.

As noted in the Patrol section, patrol officers have at least four hours of unobligated time each day to engage in various policing activities. Currently, patrol officers are provided limited guidance from supervisors and command staff on how to use that unobligated time, despite Policy 804’s guidance that time freed up from report writing should be “devoted to Community Policing and Problem Solving.” We did not learn of any strategies employed by watch commanders or patrol supervisors to ensure officers under their command are actively working with community members to identify and solve community problems in their respective beats. Although there is an expectation to respond to and address complaints impacting residents at the time of the call for service, there is a lack of analysis provided to officers which could help inform their patrol activities. Officers are permitted to initiate beat projects, but they do not appear to be of organizational importance. Command staff should more clearly provide guidance to officers on community policing and problem-solving expectations during officers’ unobligated time.

HPD should consider the utility of formalizing community engagement expectations within the Patrol Division. For example, police departments in several California cities have implemented an Area Commander Program to optimize resources used to solve community problems.²⁵ The program operates by dividing the city into geographical call response areas with a patrol lieutenant responsible for each area. The lieutenant area commander is a single point of contact for residents in each area of the city to report issues regarding crime, traffic and quality of life concerns that negatively impact community safety. The area commander is not tasked with personally solving every problem but is responsible for identifying and deploying the appropriate resources and assessing response impact. The area commander also facilitates quarterly meetings in their respective areas of responsibility, directly interacting with residents to hear concerns and discuss response strategies.

Based on current staffing limitations, the DO is not capable of being the organization's main initiator of community engagement and problem-oriented policing efforts. As a result, HPD should analyze the roles and responsibilities of currently staffed positions to identify opportunities to increase community outreach and leverage available data to solve problems.

INTERNAL COMMUNICATION

Frequent, open and honest communications from police department leadership to department members is essential to create an environment wherein members clearly understand and support organizational values and strategies. When asked about areas that need to improve at the HPD, interviewees regularly noted the desire for more effective internal communications. HPD members said they want to hear clear messages about the HPD's priorities and expectations and ensure everyone receives the same message. This is not to say the chief and HPD leadership always need to be the ones delivering the department's messaging. Some responsibilities fall on HPD lieutenants and first-line supervisors.

One contributing factor to less effective internal communication is command staff does not conduct regular meetings that include the chief, all division commanders, unit leaders and professional managers. We learned during our site visit that prior administrations facilitated regular staff meetings that were sometimes conducted in a generally adversarial manner. Rather than encouraging open and frank dialogue, the meetings were antagonistic in spirit which resulted in supervisors finding any possible reason not to attend. Those who had to attend spoke only when prompted by a direct question and offered nothing that was not directly asked. Given those poorly conducted meetings, there is an organizational hesitancy to begin them anew.

Current meetings are irregularly scheduled, divisionally structured and stratified between sworn and non-sworn professional staff managers. When meetings involve both sworn and non-sworn professional managers, the non-sworn members are occasionally given an opportunity to provide input shortly after the meeting begins and are then dismissed. Having interviewed both groups involved, we are confident in reporting there is no malintent; however, it highlights a lack of effective communication. The sworn perspective is the non-sworn staff are not interested in listening to conversations that only impact sworn members. Sworn supervisors value the input from the support managers and demonstrate this by always giving them an opportunity to provide input, but right before they are dismissed. Non-sworn personnel feel detached from the leadership team and are missing opportunities to glean deeper insight from sworn leadership regarding how organizational decisions are made.

Effectively planned and coordinated staff meetings allow agency leaders to share important information, perpetuate comradery, promote organizational values, and provide mentoring opportunities. Additionally, staff

²⁵ <https://www.pomonaca.gov/government/departments/police-department/community-programs/area-commanders>; <https://www.cityoffullerton.com/government/departments/police/the-team/area-commanders>; <https://www.cityofalhambra.org/238/Area-Command>; <https://www.westminster-ca.gov/departments/police/services>

meetings are an important time for command staff to receive important information from line level management. The HPD command staff and management team includes individuals with diverse experiences and backgrounds. There is an unrealized benefit to regularly bringing these professionals together to identify, discuss and implement strategies to mitigate challenges and exploit opportunities. Informed supervisors responsible for delivering a consistent message are key to improving communication.

The absence of routine organizational communication has also resulted in HPD members feeling their direct supervisors set priorities and expectations that are inconsistently established based on self-identified managerial philosophies. While it is normal for different units and teams to have specific priorities and objectives associated with their assignments, we did not learn of any overarching organizational priorities, goals or visions for the future. This perspective was shared by most stakeholder groups we interviewed. The chief and command staff should take advantage of opportunities to engage the rank and file directly. This provides an opportunity to discuss and explain policy decisions and is a mechanism for the chief and command staff to engage in informal conversations about concerns raised by the rank and file. Creating a mechanism for soliciting regular input from department members would help create support and understanding of the HPD leadership philosophy and strategy. By creating more opportunities for line staff to provide input to the chief and command staff, the HPD can create a healthy and productive environment wherein employees feel they can share their concerns, respectful dissent is valued, and critical thinking is encouraged.

Department members would like more information and to better understand strategies and priorities for assigning personnel as organizational vacancies are filled. As identified multiple times in this report, nearly every unit is operating at a deficiency when compared to the staffing allocations identified in the organizational chart. Command would be well served in designing a strategic staffing plan, informed by community expectations. The plan should clearly identify staffing priorities and triggering milestones. For example, if patrol staffing is the highest priority, identify the number of fully trained deployable officers needed before officers are assigned to the next highest priority unit. The plan should also identify priorities for professional staff units and assignments. Interviewees said they would like to provide input and want to feel the command staff listens to them regarding important decisions. As such, these plans should be developed with the input of sworn staff and professional staff members, and then shared throughout the department to clarify strategies and priorities.

Police leaders must be equally mindful of the importance of effective communication with the communities they serve. It is equally as important for leaders to ensure they are effectively connecting with their officers and civilian staff by observing internal procedural justice principles. Procedural justice is like effective communication as both have external and internal implications. External procedural justice builds trust with and gives voice to the community, while internal procedural justice provides the same to members of the department. Internal procedural justice refers to practices within an agency and the relationships officers have with their colleagues and leaders. Research on internal procedural justice shows officers who feel respected by their supervisors are more likely to accept departmental policies, understand decisions and comply with them voluntarily.²⁶ It follows that officers who feel respected by their department are more likely to bring this respect into their interactions with the community they serve. Effective internal communication and procedural justice are keys to developing an organizational culture of shared values and mission.²⁷

²⁶ <http://www.cops.usdoj.gov/pdf/taskforce/Procedural-Justice-and-Legitimacy-LE-Review-Summary.pdf>

²⁷ https://www.theiacp.org/sites/default/files/243806_IACP_CPE_Supporting_Culture_Change.pdf

Personnel and Training, Complaint Investigation Process and Officer Wellness

PERSONNEL AND TRAINING

The Personnel and Training (P&T) Unit is responsible for hiring and training all HPD employees. P&T conducts recruitment and hiring for all open positions and is responsible for the continuous professional training given to department members. P&T comprises four full-time personnel - a lieutenant, a sergeant, a personnel operations specialist and a community service officer (CSO) - and a part-time retired annuitant. In practice, the unit is essentially bifurcated, with the lieutenant and personnel operations specialist focused on aspects associated with recruiting and hiring, while the sergeant, CSO and annuitant are training-centered.

Recruitment

Identifying and engaging with qualified people to fill vacant positions at HPD is of critical importance. The task is a challenging one for a multitude of reasons, including the high cost of Bay Area housing, neighboring jurisdictions with aggressive hiring bonuses (up to \$75,000), surrounding agencies recruiting from the same pool of potential candidates and a general decline in the number of individuals interested in pursuing a career in law enforcement. The International Association of Chiefs of Police commented on the issue in 2019:

“Law enforcement agencies across the United States are struggling to recruit and hire police officers. Though agency-specific needs exist depending on size or locale, the difficulty with recruitment is a significant problem that is broadly affecting the field of law enforcement.”²⁸

Recent and extensive criticism of law enforcement has exacerbated the recruitment challenge. An annual survey of state and local government employers by the MissionSquare Research Institute found that the share of police organizations that “had a hard time” filling positions more than doubled in 2021 and rose again in 2022 to 78%, three times the 2020 level.²⁹

In addition to the full-time staff dedicated to recruitment and hiring, HPD has employed outside resources to enhance the effectiveness of its recruitment efforts. The department engaged the services of a firm that specializes in connecting police agencies with potential candidates. The consultant assists with advertising, text messaging and keeping applicants updated. HPD uses an application-based program that alerts the team when potential applicants complete information on a website consistent with an interest in pursuing a law enforcement career. Once P&T staff see that an individual has inquired about an HPD police officer position, they send text messages to all who are interested. They also maintain communication with each applicant as their application goes through the process. Other recruitment efforts include social media posts, HPD open houses, participation in women in law enforcement events, an athlete-to-officer initiative with local colleges and hiring and referral bonus programs. The multi-faceted approach appears to be positively impacting recruitment, as it was reported to us that the number of completed employment applications in 2023 was the highest it had been in four years.

HPD has worked collaboratively with the city’s Human Resources (HR) Department to streamline the hiring process. This is important because the longer the hiring process, the more likely a person is to seek employment at other agencies with a shorter process or to look outside of law enforcement altogether.³⁰ Contrary to previous practice, the police department drives the testing, interview and background investigation

²⁸ https://www.theiacp.org/sites/default/files/239416_IACP_RecruitmentBR_HR_0.pdf

²⁹ www.policeforum.org/assets/RecruitmentRetention.pdf

³⁰ Bureau of Justice Assistance and Office of Community Oriented Policing Services. 2023. Recruitment and Retention for the Modern Law Enforcement Agency. Washington, D.C.: Office of Community Oriented Policing Services.

process once a candidate list is certified by HR. Once a candidate successfully completes the requirements, HR is responsible for drafting the job offer letter. Interviewees described the relationship with HR as constantly improving. We were informed of previous work-related friction between the two departments, but overt steps have been taken recently to improve workflows and interdepartmental relationships. For example, HPD has meetings every week with HR about how many applications and invites were received for the week. Additionally, HPD and HR are discussing staffing an HR analyst in the police department building. Collocating the analyst and recruitment staff could increase efficiencies, help staff identify additional opportunities to streamline the onboarding process, and result in greater collaboration and mutual appreciation of the different aspects of this important work.

An important part of the recruitment process is HPD's commitment to hiring applicants as soon as possible even if the academy is not starting a class. This early hiring helps the department prevent applicants from taking other jobs while they are waiting for employment processing. Once the department decides on a group of applicants, they hire those applicants who then report to the police department until the police academy is ready to accept them. The wait between hiring and attending the academy can be up to 6 weeks. While HPD assigns those recruits to various ad hoc duties and has them participate in some physical training, they have not developed a formal training program for these recruits to learn more about the department and prepare for successful completion of the academy. HPD should take advantage of that time and develop a formal program that exposes recruits to the department and the community. For example, HPD could assign community projects to complete, which will provide them with opportunities to meet community members and understand the role of problem-solving in police work.

We interviewed recently hired members of the department to learn why they chose to work at HPD. Some of the most common responses included feeling like they were wanted as opposed to being a number, following the department's social media and being excited about what they saw, and the sense of being part of a team. However, constant communication from the recruitment unit was the one factor every interviewee identified as the most impactful. The department should develop a written recruitment plan to ensure the actions leading to these positive responses are made consistent practice by future recruitment unit members and take steps to engage every employee in the recruitment effort. As officers are in the community performing their duties and interacting with the public, they are representing the agency, its values and its style of policing. Officers will promote their agencies if they themselves enjoy working there.³¹

Training

Pillar five of the Final Report of the President's Task Force on 21st Century Policing speaks directly to the importance of police training and education. The report reads, in part:

"As our nation becomes more pluralistic and the scope of law enforcement's responsibilities expands, the need for more and better training has become critical. Today's line officers and leaders must meet a wide variety of challenges..."³²

In policing, training is generally the universal term used when discussing the process of transferring information and skills to class participants. To be effective, police learning should encompass both education and training. Education can be viewed as the process of creating a knowledge base and theoretical understanding that helps

³¹ Emerging and Innovative Practices to Address the Recruitment and Hiring Crisis in American Policing; Michael D. White, PhD and Jacinta Gau, PhD; Major Cities Chiefs Association (MCCA) Research Advisory Committee (RAC); White Paper (June 2024)

³² President's Task Force on 21st Century Policing. 2015. Final Report of the President's Task Force on 21st Century Policing. Washington, D.C.: Office of Community Oriented Policing Services.

develop a sense of reasoning, understanding and intellect. Training can be viewed as the process of imparting specific skills to a person or developing their ability to apply knowledge appropriately when making decisions. Quality training consists of both. Training should still be delivered in a manner consistent with the vision, mission, values, policies and goals of the HPD. Tying training to HPD's mission and values illustrates that the department's leadership supports training initiatives, and that training is not seen as an ancillary function but instead is an integral function of organizational success.

The sergeant, CSO and annuitant responsible for the training section of P&T organize and manage training but do not hold formal instructor roles. They ensure all employees maintain compliance with mandates and officers in special assignments receive the requisite training (e.g., special weapons and tactics, motor officers). The State of California's Commission on Peace Officer Standards and Training (POST) requires every peace officer (other than a Level III reserve peace officer), public safety dispatcher and public safety dispatch supervisor to satisfactorily complete 24 or more hours of POST-qualifying training every two years. Although some paper files are maintained to document compliance, POST-approved training records are maintained electronically through POSTPASS. HPD accomplishes in-house training with part-time trainers; part-time trainers are department members with regular duty assignments outside of the training unit who conduct training as a collateral assignment. Employees also receive training from regional, state and federal partners. Training attended by employees that is not POST-approved needs to be properly tracked by HPD.

HPD is uniquely situated in terms of dedicated training time. Each sworn member of the department is provided with nine specified training days per year and is allowed 40 additional hours of discretionary training. Whereas some agencies reassign employees for training purposes and can struggle to backfill vacancies created, HPD's training dates, assigned personnel and topics are identified at the beginning of each year to mitigate complications. Training topics are organized in a manner that ensures all employees receive the mandated training. The 40 hours of discretionary training is intended to allow for professional development. However, the department lacks an articulated strategy to ensure that discretionary training opportunities are optimized.

Policy 302.8 establishes a training committee, which is intended to assist in identifying training needs for the department. Additionally, the training committee is tasked with reviewing certain critical incidents to determine whether training will improve future outcomes. However, the department training does not consistently consider situations encountered by officers to inform the annual training calendar. We learned the training committee is not meeting on a regular basis, although some incident reviews may occur on a case-by-case basis. The HPD should implement a formal process for identifying and responding to emerging training needs. Some degree of analysis should be completed on an annual basis that takes into consideration issues impacting the department and the community it serves, and training should be designed accordingly. At a minimum, critical incidents should be reviewed with a focus on pre-event, event, and post-event actions and activities to determine training needs and/or meritorious conduct that should be reinforced during future department training sessions.

Where appropriate, the department should consider involving members of the community in designing and delivering department training. To build community trust and enhance police legitimacy, HPD should be transparent with the public relative to police operations. Police training is one area of operations that is not always understood by the public. Conversely, police training development does not always take the wants, needs and desires of the public into consideration. We were told that in the past, some community members have participated in training; however, that has not been a regular practice at HPD. By including members of the public in the development and/or delivery of training, HPD can capitalize on the opportunity to fortify the police-community relationship.

COMPLAINT INVESTIGATION PROCESS AND EARLY INTERVENTION SYSTEM

The unit primarily responsible for investigating complaints against HPD members and managing the department's early intervention system is the Internal Affairs Unit (IAU). The unit consists of a lieutenant and two sergeants. The IAU lieutenant reports directly to the chief of police.

Complaint Intake and Investigation Process

HPD accepts complaints from the public in any form, including in writing, by email, in person or by phone. Complaints can be levied against the practices of the department or the conduct of an individual officer or officers. The department also accepts anonymous and third-party complaints. In accordance with California Penal Code section 832.5, HPD Policy 1011 - Personnel Complaints describes the established procedure for investigating complaints by members of the public against department personnel. The policy is also posted on the HPD website. The policy mandates that "all complaints made against the agency or its employees shall be investigated." The practice of receiving public complaints in a variety of formats is consistent with U.S. Department of Justice Office of Community Oriented Policing Services standards and guidelines for internal affairs.

"To the extent permitted by law, a complaint should be received whether presented orally, in writing, or in some other reasonably intelligible form. The point is to make it as simple as reasonably possible for anyone, including an arrestee, to present a complaint without unnecessary burden. The public has a reasonable expectation that an agency presented with a complaint will act in good faith to accept it."³³

Complaints received from the public are classified as either "informal" or "formal." Informal complaints are usually handled by the involved employee's direct supervisor and include a conversation with the complainant. Complaints classified as informal must meet two distinct criteria: the complainant must be satisfied that appropriate action was taken by a supervisor of greater rank than the involved employee, and the alleged behavior or job performance, even if proven to be true, would not normally result in the imposition of discipline. When complaints are resolved informally, the circumstances associated with the complaint are documented in the involved employee's risk management system profile.

Formal complaints result in a thorough investigation. Based on the seriousness of the allegation, the chief of police directs a department supervisor of greater rank than the accused employee or a member of the IAU to conduct the investigation. Regardless of the assigned investigator, the investigation process mandates that all allegations are thoroughly investigated. An investigation concludes by recommending one of four possible "findings" for each allegation:

- + An "unfounded" finding means the investigation determined the allegation did not occur.
- + An "exonerated" finding means that although the allegation was found to be true, the act was justified, lawful and/or proper.
- + A "not sustained" finding means there was not enough evidence to sustain, exonerate and/or unfound the allegation.
- + An investigation that results in the disclosure of sufficient evidence to establish that an act occurred will result in a "sustained" finding.

³³ <https://portal.cops.usdoj.gov/resourcecenter/ric/Publications/cops-p164-pub.pdf>

Completed investigations are forwarded to the involved employee's division commander for review. The division commander is tasked with either concurring with the findings, changing the findings to another classification or returning the investigation for additional follow-up. The division commander may also recommend discipline when appropriate. Once the division commander is satisfied, the investigative report with the recommended findings is forwarded to the chief of police.

The chief of police grants ultimate approval of the investigation and is responsible for determining formal employee discipline when warranted. HPD's process of designating a supervisor to review and adjudicate internal investigations is an established law enforcement best practice.

"Law enforcement executives should designate a supervisor to review the investigator's work product for accuracy and completeness.

This supervisor's findings and recommendations should then work their way up the chain of command for review before ultimately landing on the desk of the executive for a final determination of the dispositions of the investigation and any disciplinary measures."³⁴

Early Identification and Intervention System

HPD has implemented a data-driven risk management system that notifies the supervisors in an employee's chain of command that their behaviors or their involvement in specific situations require review. The non-disciplinary system is intended to provide useful information to supervisors for analysis. The purpose and scope of the system are laid out in Policy 1016 – Early Identification and Intervention System:

"The Hayward Police Department established an Early Identification and Intervention System (EIIS) in order to mitigate risk posed to the Police Department, its employees, and the community. EIIS is intended to be a positive program designed to aid supervisors and managers with identifying employee or organizational behavior and/or performance that may benefit from intervention before it results in injuries, lawsuits, discipline, or other negative consequences. EIIS is not a disciplinary tool; rather, it is intended to assist employees by offering counseling, training, monitoring, and/or other resources to achieve desirable outcomes beneficial to the organization and the community."

The policy explains the department's system is designed to assist supervisors in identifying employees who may need intervention. EIIS is a management process that law enforcement agencies use to monitor employee performance or behavior via administrative data. An EIIS is meant to be a non-disciplinary system that identifies employees in need of assistance early, so the law enforcement agency can intervene with the appropriate support to prevent a future incident that would harm members of the public or HPD employees and their careers. An EIIS can be a valuable supervisory management tool to increase agency accountability and help employees meet the agency's values and mission statement.³⁵

The HPD inputs and maintains EIIS data in the Blue Team system, and the IAU is responsible for maintaining the EIIS. According to HPD policy, "Alert thresholds are set in the EI module based on the category of incident, employee assignment, and other factors the Hayward Police Department has determined relevant in identifying potential risk." The HPD policy identifies criteria for entry into the Blue Team system, including employees who

³⁴ U.S. Department of Justice. 2019. Law Enforcement Best Practices: Lessons Learned from the Field. Washington, D.C.: Office of Community Oriented Policing Services.

³⁵ Ibid.

are the subject of a citizen complaint, inquiry, lawsuit, internal investigation or Pitchess motion³⁶ or those involved in a use of force incident, vehicle pursuit or collision, or discharges of a firearm.

The EIIS alerts when an employee reaches a predetermined number of criteria incidents over an established amount of time or meets other defined specific criteria thresholds. The IAU then notifies the employee's supervisor to initiate a review of the circumstances prompting the alert. The employee's supervisor has several options to assist the employee in resolving issues, including counseling, remedial training, referral to a medical professional and initiating a Performance Improvement Plan. The policy appropriately notes that the EIIS is not disciplinary and that no one should make negative inferences about an officer's behavior as a result of an EIIS report or notification. Supervisors also have the option, after reviewing the alert causal factors, to determine no intervention is necessary.

Supervisors responsible for alert reviews are required to make a documented recommendation, via EIIS, to their respective division commander. The division commander is tasked with making the final determination on whether an intervention is warranted. The policy states:

"If an intervention is not warranted, the Division Commander or his/her designee shall notify the Internal Affairs Unit manager to document such in the EI module if applicable. If the Division Commander selects the affected employee for intervention the employee shall be notified as soon as practical. Factors considered for selection may include but are not limited to evaluation of the Performance Indicators listed above."

Effective use of the EIIP can help supervisors identify patterns that are predictive of a future adverse event. However, a comprehensive early intervention system does not rely entirely on data. Instead, the system is a data-driven component of the management process that proactively helps identify personnel who may be at risk. Any such technology should only be a tool that supplements, and does not replace, a supervisor's own observations and interactions with an employee. Human interaction with the system and the employee identified is an absolute must. The system is not capable nor designed to replace the role of front-line leadership.³⁷

HPD has identified other performance indicators that may be considered for future incorporation into the EIIS. Those performance indicators include attendance, commendations, work production and quality, and supervisor notes. If the decision is made to incorporate any of the listed indicators, buy-in from employees, supervisors and other end users is critical. To earn this support, HPD should include as many employees, supervisors and leaders as possible in the process from the start. We recommend HPD consider conducting focus groups to gather input from all ranks, from those new to the agency to those with significant time on the job. Labor representatives should be included in these efforts at the earliest possible opportunity.³⁸

OFFICER WELLNESS

Law enforcement personnel are under enormous stress in the performance of their everyday duties. Effective community policing requires law enforcement personnel to have greater capacities for empathy, compassion and tolerance than traditional policing. To demonstrate this emotional versatility, law enforcement personnel need options to effectively manage repeated exposure to trauma and other stressful events. When law enforcement leaders prioritize safety and wellness proactively, they create the conditions for their personnel to

³⁶ A Pitchess motion is a legal motion filed by a criminal defendant asking a judge for permission to inspect a law enforcement officer's personnel file for evidence of misconduct.

³⁷ www.policinginstitute.org/wp-content/uploads/2019/03/EarlyInterventionSystem_10.26.pdf

³⁸ U.S. Department of Justice. 2019. Law Enforcement Best Practices: Lessons Learned from the Field. Washington, D.C.: Office of Community Oriented Policing Services.

demonstrate a greater capacity for empathy and compassion for those in their communities and their agencies. It also demonstrates the organization's commitment to the safety and wellness of its personnel.³⁹

In addition to providing officers with proper equipment and training to mitigate risks of physical injury, HPD also provides resources to address mental health needs. The department recently hired a full-time psychotherapist to supplement the existing peer support program and professional counseling services available through the city's Employee Assistance Program (EAP). Additionally, all employees involved in critical incidents are required to participate in critical incident stress debriefings. Efforts to enhance police department employee mental health and well-being are increasing across the country as leaders recognize mental and psychological fitness is just as important as physical fitness for law enforcement officers to be effective in their duties.

Employee groups and command staff broadly supported HPD's decision to hire a psychotherapist. The position was so desired that it was funded by a voluntary concession from the POA to forgo an allocated position in their labor group. An ad hoc group of HPD employees identified needs for implementing their own program. HPD's psychotherapist has unique qualifications; in addition to being the first police department mental health staff member focused exclusively on employee wellbeing, the person has worked for the department for 10 years as a compliance administrator and has an established rapport with department members. Department interviewees said the HPD's previous experience with mental health web-based applications resulted in limited employee buy-in; they are hopeful the new position will be used more broadly given the specific background of the mental health staff member. Although the psychotherapist will report directly to the chief, it is not a command staff position, and the psychotherapist will not be involved with any type of pre-employment or fitness for duty evaluations.

HPD also has a peer support program with several active members. Police departments have widely adopted peer support programs and provide opportunities for members to share their experiences with trusted coworkers. Peer support members receive specialized training and help by being available to speak with coworkers who are experiencing difficult professional or personal issues. The team also responds when an employee is involved in a critical incident and participates in group debriefings.

The above-described programs offer valuable support and are consistent with best practices. Additional efforts to enhance officer wellness should include command staff monitoring overtime use to ensure officers are getting sufficient rest between shifts. Monitoring with purposeful intent is required based on mandatory overtime requirements and the many elective overtime opportunities currently available in the department. Absent emergency operations, department policy states officers are limited to working:

- + 16 hours in one day (24 hour) period, or
- + 30 hours in any two-day (48 hour) period, or
- + 84 hours in any seven-day (168 hours) period.⁴⁰

There has been significant research done on the negative impact excessive overtime and the associated fatigue can have on officer performance. This is especially concerning when considering the consequential situations officers encounter on a routine basis. For law enforcement officers, stress can increase fatigue to the point that decision-making is impaired, and officers cannot properly protect themselves or citizens. Officer fatigue can be

³⁹ U.S. Department of Justice. 2019. Law Enforcement Best Practices: Lessons Learned from the Field. Washington, D.C.: Office of Community Oriented Policing Services.

⁴⁰ Hayward Police Department Policy 1019, section 1019.7

compared in its effects to being impaired by alcohol and amplifies emotional reactions to threats or stressful events.⁴¹ Excessive overtime is an identified factor that induces stress and fatigue.⁴²

There are many unintended consequences of excessive overtime on officers, the department and the community they serve. Officers who are consistently required to work more or possibly unknowingly overextend themselves can result in officers reporting for work fatigued. However, it also carries other negative consequences, such as low morale and burnout, which can lead to decreased job satisfaction and low police officer retention.

⁴¹ <https://www.hptinstitute.com/wp-content/uploads/2014/01/Combating-Police-Officer-Fatigue.pdf>

⁴² <https://nij.ojp.gov/topics/articles/officer-work-hours-stress-and-fatigue>

Recommendations

1. Establish an internal communications plan to enhance transparency and improve efficiency.

The plan should use multiple communication channels and require regular department-wide leadership meetings to discuss goals, address concerns and share success stories. It should also create feedback mechanisms such as anonymous electronic suggestion boxes to allow personnel to share ideas and concerns without fear of reprisal.

2. Develop an external communications plan to describe the roles of inside department members, such as detectives, analysts and administrative staff, and their contributions to the department's goals.

This plan should allow community members to meet inside staff and feature real-life stories of how inside staff contribute to the department's mission.

3. Design a strategic staffing plan, informed by community expectations.

The plan should clearly identify staffing priorities and triggering milestones. For example, if patrol staffing is the highest priority, identify the number of fully trained deployable officers needed before officers are assigned to the next highest priority unit. The plan should also identify priorities for professional staff units and assignments.

4. Restructure HPD beats to achieve workload balance among the beats.

Restructuring the HPD beats will assist in balancing workloads. The restructuring effort should use GIS tools to analyze data to design new beat boundaries. The analysis should include calls for service, times per call for various calls for service, response times, population, natural neighborhood boundaries and other geographic factors.

5. Develop a plan to transfer responsibilities and hire/reassign professional staff to conduct some functions that are currently done by sworn staff.

This includes functions in the investigative and patrol divisions, such as contacting crime victims to share case status updates, retrieving video surveillance evidence, completing traffic collision and property crime reports, and analyzing cell phone data.

6. Foster a culture of data-driven decision-making.

This should include improvement of HPD's current information systems to ensure the department can use the data it collects to support decision-making. HPD should also educate leadership, officers and staff on the importance of using data to detect problems and develop effective solutions to crime and disorder in the community. The efforts should also include the development of a data-driven strategic policing plan that guides policing efforts.

7. Leverage existing data analysts and statisticians, and if needed, consider as part of the budgeting process hiring additional staff to analyze data, support investigations and support the department's efforts to become a data-driven organization.

In addition to providing enhanced tools and data to department members, the increase of civilian data analysts will free up sworn officer time to focus on enforcement, investigations and community policing activities.

8. Develop and implement policy to establish a formalized administrative review and case management process and system for investigations.

The system should track criminal cases from their assignment and include real-time updates, task assignments and deadline tracking. In addition, the department should schedule regular case reviews to monitor progress, address challenges and ensure timely follow-up actions.

9. Create a technology strategic plan with the goal of ensuring technology supports HPD's policing efforts and data-based decision-making.

The development of the plan should include an evaluation of the effectiveness of the department's current CAD and RMS systems and determine whether the department should upgrade or replace them.

10. Formalize the recruiting processes under current use into a comprehensive recruitment strategy.

This strategy should document the processes used for recruitment for the past three years, as well as leverage external partnerships and relationships. The strategy should also highlight the continued improvement of internal hiring processes in conjunction with city human resources, as well as continued communication with applicants and recruits about expectations in the hiring process.

11. Develop a formal training program for recruits who have been hired but have not yet been assigned to the academy.

The goal of the program should be to expose recruits to different areas of the department and should include efforts to engage recruits in community projects. The department should establish formal timelines for rotation and consider tasking recruits with a specific community engagement project that is measured for success.

12. Incorporate community members into selected in-service training.

This effort should start with soliciting input from community members for their ideas and suggestions as to where they can best fit in training programs. Additionally, the effort should look for opportunities to allow non-officer instructors to co-facilitate courses, particularly those with a community policing impetus, to give students a more holistic understanding of the topic and its impact on the community.

13. Formalize and implement a process for identifying and responding to emerging training needs.

In particular, the department should improve efforts to use critical incident reviews to identify training needs. The reviews should help identify gaps in training, policy and practice.

14. Develop a policy and strategy to ensure appropriate professional staff are cross-trained on other professional staff functions.

This not only allows staff to temporarily perform critical duties during staff absences but also provides professional development and career enhancement opportunities.

15. Evaluate the staffing levels of each investigative unit based on the number of cases and associated workload.

Using a data-driven approach to allocating staffing among the different investigative units will provide for more efficiency. Consider requiring staff to document time spent on a case through the CAD/RMS to further understand the average amount of time dedicated to particular cases. This information can be used to inform leadership on staffing strategies, to ensure staffing meets demand, and to identify the strengths and shortcomings of officers.

16. Develop a written community policing strategy that guides all HPD members in its community policing efforts and incorporate this strategy into SOPs.

This strategy should identify goals, objectives and measurable outcomes for all units. This document will help ensure work across the organization supports the philosophy of community policing and reinforces the imperative of community policing for duties both inside and outside patrol.

17. Provide clear guidance to officers on community policing and problem-solving expectations during officers' unobligated time.

As a result, HPD should analyze the roles and responsibilities of currently staffed positions to identify opportunities to increase community outreach and leverage available data to solve problems.

18. Review and revise the performance indicators for the Early Intervention Program.

In doing so, consider adding indicators such as attendance, commendations, work production and quality, and supervisor notes. This review should be conducted in conjunction with labor representatives and a diverse focus group of employees of all ranks, supervisors and leadership.

Appendices

APPENDIX A: PATROL STAFFING ANALYSIS

Introduction

Municipal law enforcement is a labor-intensive public service, and patrol personnel are the largest expense in most police budgets. This report explains each step taken to collect and analyze patrol workload data. We evaluated current patrol deployment practices, along with the impact of lost time on the availability of patrol officers for duty. We propose recommendations to patrol staffing levels and changes that could be made to make better use of patrol officers' time.

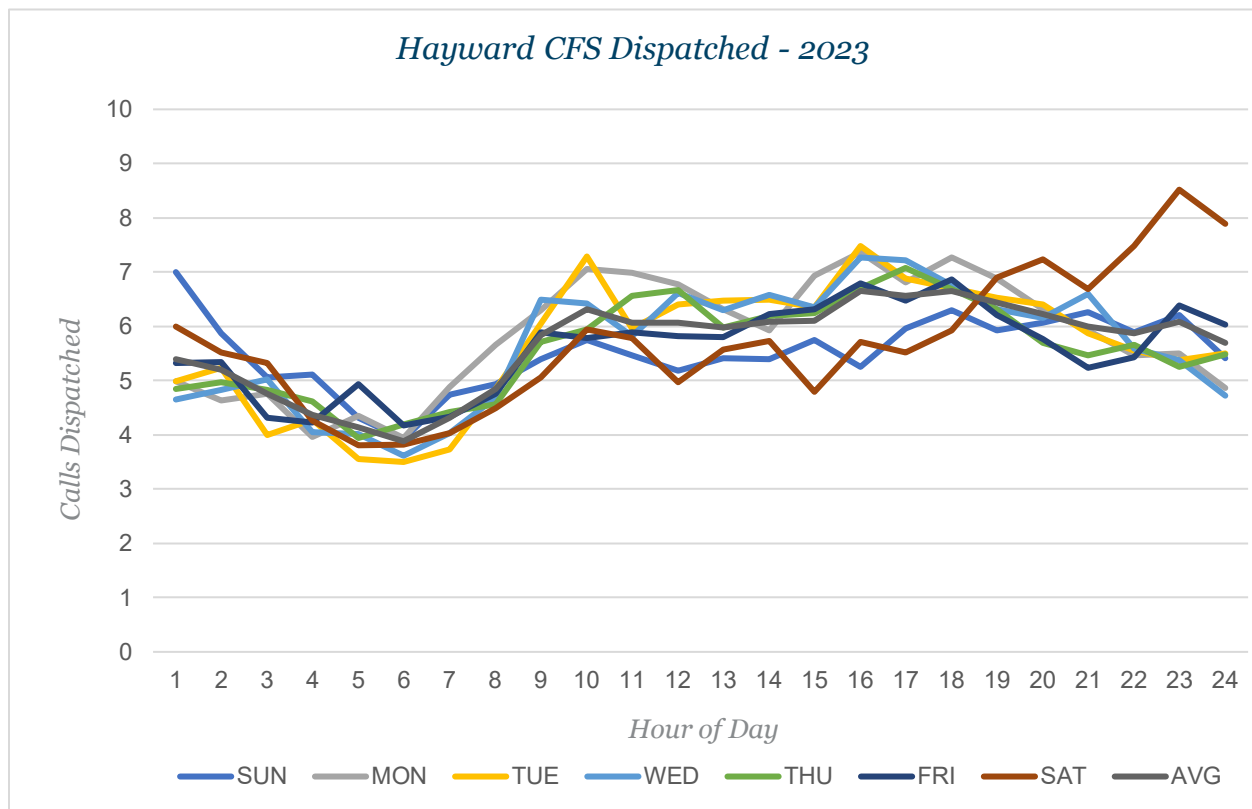
Patrol Workload

Simple measures for deciding patrol staffing, like officers per thousand population, are easy to apply but do not directly measure patrol workload. Similarly, relating police staffing to levels of reported crimes does not consider the substantial work patrol officers complete that is not related to crime. This analysis proposes a level of patrol staffing that provides enough time for patrol officers to handle calls for service and complete proactive work designed to address crime and related safety issues in neighborhoods.

Analyzing Calls for Service

During 2023, the Hayward Police Department (HPD) dispatched patrol officers to 49,196 calls for service, of which 16,639 were 911 calls. The graph that follows shows variations in all calls dispatched by hour of day and day of week. Variations in call rates must be considered when scheduling officers for duty. Based on the graph, we concluded:

- + Call rates on all days of the week, except for Saturday, start to decline at midnight and begin to rise at 6 a.m. and flatten out at 10 p.m.
- + Monday to Friday all start to decline at midnight and continue to do so until 6 a.m., when they are at their lowest.
- + After 10 a.m., all days of the week follow the average rate during the rest of the day.
- + On Saturdays and Sundays, calls decline from 10 a.m. to 3 p.m.
- + The highest average call rate is on Saturday at approximately 11 p.m.
- + At midnight on Saturday, call rates decline and are comparable to all other days of the week.



Calls for Service by Priority

Accurately classifying calls for service by priority is important in evaluating how calls of various levels of seriousness are handled. The call priority codes used by the Hayward Communications center to dispatch calls are:

- + **Priority 1:** In-progress emergencies involving threats to life and safety of persons. Requires rapid response.
- + **Priority 2:** Urgent response is needed so as to prevent escalation.
- + **Priority 3:** Non-violent events that involve minor infractions or post-incident reporting.
- + **Priority 5:** Calls that can be handled by telephone for incidents with no suspect information and do not require an on-site investigation by a patrol officer. These calls were primarily handled by the Telephone Reporting Unit (TRU) until early-2023, when the unit was dissolved.⁴³

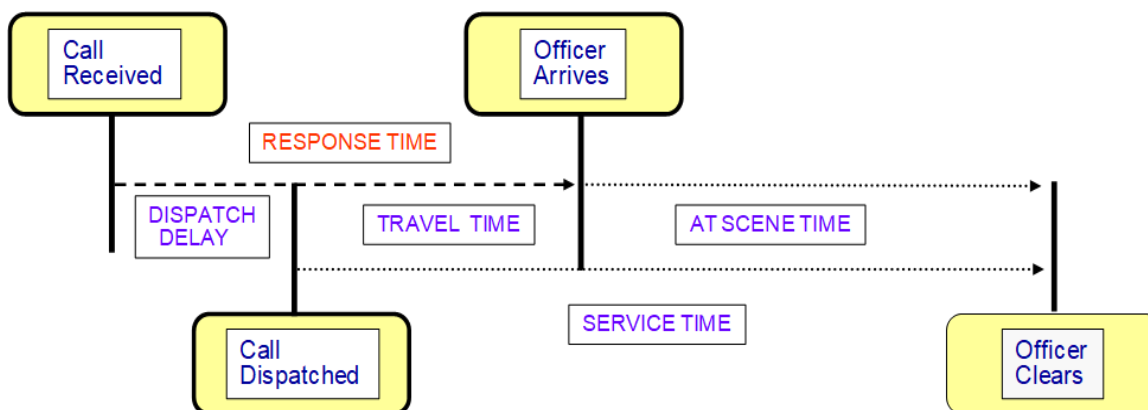
The table that follows summarizes how calls for service are prioritized. Overall, this data shows that the HPD communications call takers are effective in classifying calls by priority. The low number of priority 5 calls is reflective of the TRU being dissolved.

⁴³ The TRU was discontinued as a result of staffing shortage. Patrol officers are dispatched to calls for service based on prioritization categories of 1 through 3. HPD does not have a Priority 4 category.

Priority	2023 Dispatched Calls	
1	2,891	6%
2	14,190	29%
3	29,509	60%
5	2,332	5%
Total	48,922	

Time Spent on Calls for Service

Just counting the number of calls does not take into account the time it takes for officers to handle different types of calls for service. We obtained 2023 unit history data that contains a record for each call dispatched. The graphic that follows shows the intervals of unit activity time.



- + **Dispatch Delay:** The time a call is held in the dispatch queue either because a unit cannot be found or because a call must be held until a unit assigned to a zone becomes available.
- + **Travel Time:** This category of time starts with the time a unit is dispatched until they arrive at the scene of the call.
- + **Response Time:** Dispatch delay plus travel time, representing the delay citizens experience once the police commit to responding to their call for service.
- + **At Scene Time:** Time units spend after they arrive at the location of a call and before they leave or complete a preliminary investigation. Ideally, report writing time and prisoner processing should be included in at-scene time.

- + **Service Time:** Travel time plus time at the scene of a call. Service time is used to measure workload because patrol units are considered out of service when they have been dispatched to a call. The table that follows has service time for the top 25 categories of calls dispatched during 2023.

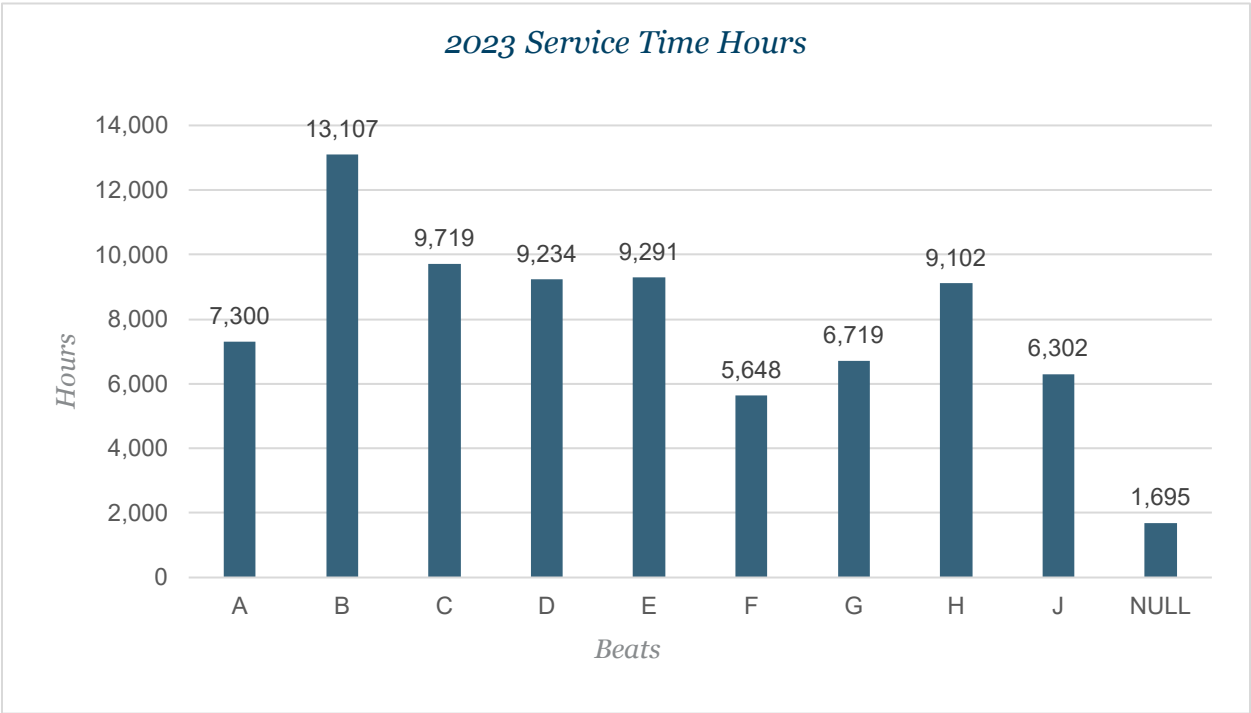
The table that follows contains information on the top 25 call types based on service time. This information can be used to identify potential changes in policies and practices that could make better use of patrol service time.

Top 25 Call Types Based on Service Time

2023	Priority				Service Time
Call Types	1	2	3	5	Total Hours
Checked Abandoned Vehicle			28	3,677	3,705
Stolen Vehicle		219	2,664		2,883
Lost or Stolen License Plate		1	82	2,081	2,164
Welfare Check	1	1,022	31		1,054
Disturbance		30	978		1,008
Unwanted Guest		943	11		954
Assault		258	685		943
Ascertain the Problem	3	902	10		916
Missing Juvenile at Risk	0	894	15		909
Alarm		8	884		891
Fire Assist	844	47	-		890
Domestic Disturbance	353	340	141		833
Recovered Stolen Vehicle		87	710		797

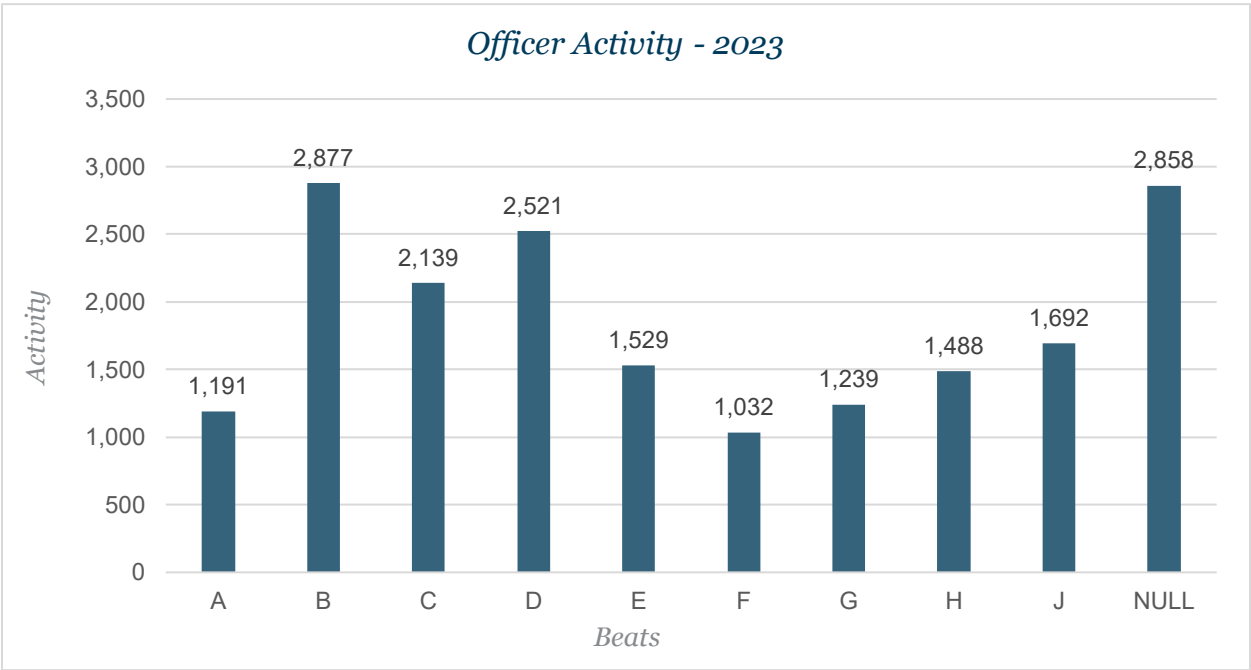
Security Check		42	750		792
Burglary	181	59	533	0	773
Petty Theft		62	678	6	745
Vehicle Accident Ambulance Enroute	713	7	2		723
Suspicious Vehicle		8	670		679
Suspicious Person		650	12		662
Hit and Run Noninjury		3	602	40	645
Suspicious Circumstance		17	621	0	639
Abandoned Vehicle			0	574	574
Spousal Abuse	108	284	167		559
Follow Up		4	537	0	542
Vandalism		69	368	31	468
				Top 25	25,748
				Total Hours	38,188

Service time data can also be used to evaluate the workload of different beats in the city. The table that follows shows there is significant variation among the beats in workload. Ideally, beat level workload should be comparable, which makes it easier to match staffing to the workload by beat.



Time Spent on Proactive Work

The next category of workload for patrol is not driven by calls for service. Proactive work is time spent on tasks designed to promote public safety. Officer-initiated activity can be a relative measure of commitment by patrol officers to the plans police managers develop upon which proactive time is spent. The graph that follows shows the variation of officer-initiated work by beat.



Officer-Initiated Activity 2023

Top 25 Represents 93% of Hours	Beats										
Activity Type	A	B	C	D	E	F	G	H	J	NULL	Total Hours
Checked Abandoned Vehicle	346	213	347	325	323	229	211	313	75	41	145,389
Side Show	0	0	0	1069	0	0	0	0	0	971	122,436
Misc Public Service	87	905	130	157	63	28	52	91	119	327	117,561
Follow Up	93	109	195	307	152	60	90	117	54	700	112,653
Traffic Stop	175	313	361	141	99	80	147	184	200	114	108,932
OFC Initiated - Extra Patrol	26	284	60	304	43	120	38	96	63	114	68,804
Security Check	45	221	80	126	98	109	47	87	37	196	62,673
Transport	7	0	0	16	38	0	0	0	0	779	50,405
Dead Animal	82	75	48	41	41	25	25	101	52	17	30,527
Mandated Reporter Cross Report	25	32	54	34	30	13	58	42	22	54	21,901
Traffic Code Violation	7	37	21	123	47	9	39	45	32	5	21,797
Abandoned Vehicle	39	66	41	22	25	19	17	46	3	8	17,256
Recovered Stolen Vehicle	28	28	43	28	23	17	20	29	28	11	15,317
Crime Scene Tech Detail	1	2	127	33	9	12	0	5	0	40	13,797

Suspicious Vehicle	11	17	40	26	24	14	15	50	23	8	13,658
Subject Stop	3	69	30	19	14	10	19	27	20	3	12,825
Well Check Animal	14	30	32	7	11	5	33	31	32	5	12,035
Surveillance	16	2	2	7	27	6	32	6	8	93	11,987
Stolen Vehicle	7	5	37	24	2	49	3	13	9	9	9,493
Miscellaneous Non-Enforcement Detail	1	2	41	50	1	2	1	3	5	35	8,487
Confined Animal	3	6	9	4	15	5	5	6	39	20	6,701
Search Warrant	5	0	1	0	1	0	6	6	6	84	6,512
K9 Training (Officer Initiated)	0	13	2	61	2	1	1	10	11	6	6,387
Injured Animal	11	4	10	10	15	10	8	18	6	14	6,308
Animal Abuse	0	0	2	0	24	2	0	25	23	0	4,500

Calculating the Shift Relief Factor

Because policing is a 24/7 service, enough patrol officers are needed to account for scheduled days off and various types of leave officers are entitled to take. The shift relief factor (SRF) is a multiplier used to determine the number of officers needed to ensure that a sufficient number of officers are on duty to respond to calls for service.

Analysis of Patrol Officer Lost Time

Information on leave hours and other lost time for 2023 was provided by HPD administrative staff based on timekeeping and payroll records from the city finance and personnel systems. The table that follows contains data for 89 police officers who worked all 12 months in patrol during 2023.

Worker's compensation was the second-highest category of lost time. Sick time and worker's compensation, combined, total over 16 shifts of lost time per officer. This information suggests that an emphasis on officer wellness and safety could reduce the SRF.

Also, compensatory time is slightly higher than sick time. Overtime worked by patrol officers may cause the high rate of compensatory time usage. Thus, reducing overtime will also reduce the SRF.

Lost Time	Hours	12-Hour Shifts	Per Officer
Vacation	12,749	1,062	11.9
Worker's Comp	10,924	910	10.2
Compensatory Time	6,366	531	6.0
Sick	6,249	521	5.9
On Duty Training	6,071	506	5.7
Family Leave	984	82	0.9
Military	468	39	0.4
Bereavement	236	20	0.2
Leave Without Pay	46	4	0.0

SRF Results

Based on the analysis of leave data, the SRF was calculated for patrol officers and supervisors. The table on the following page contains those calculations. The SRF of 2.6 for patrol officers means that if the HPD needs to field 10 personnel on a shift, there must be 26 officers assigned to that shift to account for leave, training and scheduled days off.

Hayward Shift Relief Factor – Patrol Sworn Employee Pool

1. Potential Staff Days Available					
	89 personnel multiplied by	365 days	=		32,485
	worked all year in patrol				
2. Shifts Officers Unavailable					
	Scheduled days off				16,287
	Vacation				1,062
	Worker's Comp				910
	Compensatory Time				531
	Sick				521
	On Duty Training				506
	Family Leave				82
	Military				39
	Bereavement				20
	Leave Without Pay				4
		Total Leave Days	=		19,962
3. Actual Staff Days Available					
	Potential Days - Leave Days Taken = Actual Days Available				
	32,485	Minus	19,962	=	12,523
4. Shift Relief Factor					
	Potential Staff Days Available				
	Divided By		=		SRF
	Actual Staff Days Available				
	32,485				
	Divided By		=		2.6
	12,523				

Determining Patrol Staffing Needs

Like any other city service, the level of police service is a public policy decision in which staffing is tied to measurable levels of service to the community. To increase police-community partnerships at the neighborhood level, enough proactive time must be available for officers to do that work.

There are no national standards for the proportion of time that should be included in each of these categories of work. Administrative time is ideally managed so it is no higher than 20%. The percentage of time spent on calls for service and the time available for proactive work depend on how efficiently agencies manage patrol time, patrol staffing levels and the role of patrol.

For agencies that field generalist officers assigned to neighborhoods in a geographic policing model, they need proactive time to address problems in those areas. The following workload distribution reflects sufficient time for officers to handle calls for service, engage in proactive functions and complete administrative tasks:

- + 40% for handling calls for service.
- + 40% of its available for proactive work.
- + 20% for administrative tasks.

Staffing Levels Needed

The following table shows hours of service time spent on handling calls for service per hour of day during 2023 on two, 12-hour shifts. Service time data was used to calculate the average number of patrol officers needed to handle calls for service.

For example, at 6 a.m. on Sundays, there was an average of 4.7 hours of service time on calls. That means there needs to be five officers on duty to handle calls during that hour. The calculation of fielded units in two, 12-hour shifts by day of week was completed for the 40/40/20 service level, identified above.

Another factor considered in the final analysis of patrol staffing needs is that the HPD has a policy that all priority 1 and 2 calls require a minimum of two units. Data presented earlier shows 35% of all calls for service in 2023 were priority 1 or 2. As a result, the units needed per day were increased by 35% to account for required backup units for all priority 1 and 2 calls.

Hours of Service Time

Officers Needed Per Day to Handle CFS – 2023

Hour	SUN	MON	TUE	WED	THU	FRI	SAT	AVG
0600	4.7	3.9	1.8	2.5	4.0	2.8	4.6	3.5
0700	3.0	3.7	2.6	1.8	2.7	3.3	5.7	3.2
0800	2.3	2.4	3.6	2.7	3.1	2.9	5.8	3.3
0900	2.2	2.8	3.8	2.2	3.5	3.7	2.6	3.0
1000	3.5	3.5	1.5	1.8	1.5	3.2	2.1	2.5
1100	2.8	2.5	1.7	2.8	3.1	2.6	1.3	2.4
1200	2.4	1.6	0.9	2.1	3.7	2.2	1.8	2.1
1300	2.2	3.2	2.8	2.1	5.2	2.7	1.8	2.9
1400	2.9	3.4	2.7	3.3	2.9	3.4	2.6	3.0
1500	3.2	6.3	6.5	6.3	6.7	5.1	3.5	5.4
1600	3.2	5.8	6.4	7.8	5.5	5.6	4.0	5.5
1700	4.4	7.0	6.3	7.8	6.6	6.7	6.5	6.5
1800	4.5	9.5	7.3	7.1	7.4	7.1	4.7	6.8

1900	5.9	7.1	7.6	6.0	6.8	5.6	5.3	6.3
2000	6.8	7.4	5.8	9.5	8.6	9.4	7.5	7.9
2100	5.7	7.8	6.4	7.8	8.3	7.7	4.7	6.9
2200	4.2	9.1	11.7	6.0	6.1	7.0	4.8	7.0
2300	5.7	6.6	6.0	5.3	6.6	6.6	5.2	6.0
0000	4.8	4.0	6.7	6.0	5.1	4.4	4.7	5.1
0100	6.1	4.5	8.1	4.4	5.4	5.4	6.8	5.8
0200	11.3	4.9	4.1	5.5	4.7	5.8	5.1	5.9
0300	5.3	3.5	4.7	5.3	5.0	5.3	3.8	4.7
0400	4.3	3.8	3.6	4.7	3.4	3.7	3.1	3.8
0500	4.2	3.8	2.3	3.9	4.3	4.2	3.6	3.8

On Duty for 40% on CFS								
Shifts	SUN	MON	TUE	WED	THU	FRI	SAT	AVG/DAY
0600-1759	3.1	3.8	3.4	3.6	4.1	3.7	3.5	3.6
1800-0559	5.7	6.0	6.2	6.0	6.0	6.0	5.0	5.8
							Per Day	9.4

On Duty for 40% for Proactive Time								
Shifts	SUN	MON	TUE	WED	THU	FRI	SAT	AVG/DAY
0600-1759	3.1	3.8	3.4	3.6	4.1	3.7	3.5	3.6
1800-0559	5.7	6.0	6.2	6.0	6.0	6.0	5.0	5.8
							Per Day	9.4

On Duty for 20% for Administrative Time

Shifts	SUN	MON	TUE	WED	THU	FRI	SAT	AVG/DAY
0600-1759	1.5	1.9	1.7	1.8	2.0	1.8	1.8	1.8
18:00-0559	2.9	3.0	3.1	3.0	3.0	3.0	2.5	2.9
Per Day								4.7

On Duty Per Day for 40/40/20 Service Level

Shifts	SUN	MON	TUE	WED	THU	FRI	SAT	AVG/DAY
0600-1759	7.7	9.6	8.5	9.0	10.1	9.2	8.8	9.0
1800-0559	14.3	15.0	15.5	14.9	14.9	15.0	12.4	14.6
Per Day								23.6

On Duty Per Shift for 40/40/20 Service Level (Rounded Up)

Shifts	AVG/DAY	B/U 35%	Adjust Units	SRF	Total
0600-1759	9	3.2	12.2	2.6	32
1800-0559	14.6	5.1	19.7	2.6	52
Total	23.6	8.3	31.9		84

The above calculations show 23.6 officers are needed per day to respond to the calls for service during 40% of their allocated shift time. An additional 8.3 officers per day are needed to account for backup units dispatched to all priority 1 and 2 calls for service, resulting in a total of 31.9 officers per day. After calculating the SRF of 2.6 and rounding up to the nearest whole number, the recommended staffing level is 84 total officers assigned to Patrol, 32 officers for the first shift and 52 officers on the second shift.⁴⁴

⁴⁴ All calculations are based on 2023 call for service data provided by the HPD.

Recommendations

These recommendations focus on helping the HPD to develop the capacity to use the computer-aided dispatch (CAD) system and timekeeping information to determine patrol staffing levels and efficiently utilize patrol officer time.

Strengthen the HPD patrol operations analysis capability.

HPD analytical staff should analyze the patrol workload data included in this report and provide the results to supervisors and managers. Tasks include:

- + Develop monthly and seasonal information that managers and supervisors can use to evaluate patrol workload and performance.
- + Design and produce an officer activity report that shows how time is spent on calls for service, administrative tasks, officer-initiated activity and proactive work.
- + Replicate the service time-based process contained in this report on an annual basis to forecast the workload in each upcoming season of the year.
- + Develop business rules to identify outliers in dispatch delay, travel time and arrival times for calls for service so that response times for calls of each priority type can be calculated accurately.

This work will require establishing a quality control process for shift end reviews of data entered in CAD and tracking of patterns in errors so corrective action can be taken as needed. It will be important to start this work at the beginning of the calendar year

Reduce Patrol Workload.

Several categories of calls for service should be analyzed in depth to determine if there are opportunities to reduce dispatching to those calls. Some examples arose during our analysis.

- + Alarms are the 10th highest call type, consuming 890 service time hours, which suggests the city alarm ordinance may need to be reviewed.
- + Officers spent 468 hours on vandalism and 745 hours on petty theft reports. If there is no evidence to collect these types of calls, they could be routed through the online reporting system.

MODEL PATROL MANAGEMENT INFORMATION SYSTEM (MIS) REPORTS

We provide the below information and examples of possible reporting to assist HPD in understanding how data can be used to inform staffing decisions.

Report #1 Calls for Police Service from the Public

All calls for service from the public and other agencies to which units were sent should be included in this report. These are not officer-generated calls. The rate row for each hour is the average number of calls per day that were answered in each hour.

Data from this report is the primary source of data for judging the fit between staffing levels and workload by hour of the day and day of the week. This data will also be analyzed to accurately measure seasonal changes in the number of citizen calls for service answered by the Department. This information is needed for use with computer models and for determining shift change hours.

Another version of this report should include calls diverted from the patrol workload and handled by telephone reporting units, online reporting or another alternative that diverts the patrol workload.

Report #2 Calls for Police Service by Type and Priority

This report shows the number of calls answered by priority type. If a priority type is recommended by the CAD system based on call type, then the recommended priority should be listed as well as the actual priority code assigned to calls by dispatchers. This information will be needed to evaluate order maintenance problems in neighborhoods, for building beat profiles, and for setting goals for alternative call handling like taking reports over the telephone.

Call for service data can also be used in developing problem-solving strategies and evaluating results. Communications personnel can use information from this report on the prioritization of calls to evaluate current policies or to monitor compliance with those policies.

Report #3 Errors and Exceptions

This report is a table of records of unit records that, if included in time calculations would skew results. Incidents considered errors or exceptions include unit records for which a time milepost is missing such as arrival time or clear time.

Calls could also be listed here that have extremely long or short travel or at scene times or response times that are probably data coding errors. Each agency should develop criteria for excluding calls with long or short times based on an analysis of call information.

This information could be used to complete an analysis of trends in errors and exceptions. Those results can be used by patrol and communications managers to take steps to improve the quality of data captured by the CAD system. Some errors may be caused by practices in the communications center while others can be traced to patrol personnel. Catching and correcting these errors is critical to developing accurate patrol management information. This report could be run at the end of each shift in communications to catch errors as soon as possible and correct them.

Report #4 Computer Model Input

This is the most critical management report needed to conduct an analysis of patrol deployment. Computer models that employ queuing formulas use this information to analyze patrol workload and performance. This report should be generated each month for each sector and on a seasonal basis. Call for service information should be for citizen-generated calls as they are captured for Report #1. Administrative time collected through Report #6 should be included in this report.

Report #5 Response Time

Response times to call by priority are a measure of performance for the Department and usually reflect any problems in the fit between staffing and workload levels by hour of the day and day of the week. This report contains data on the average response time for all units dispatched to calls for service. Travel time data in this report should match the travel time reported in Report #4.

This report should exclude any unit records included in Report #3 (Incidents in Error). Call for service data is a count of any call that had at least one unit with valid time data. Travel times and service times from this report are also used as inputs for computer modeling. Response time is calculated by adding dispatch delay and travel time. Service time is the combination of travel time and time spent at the scene of a call.

Report #6 Administrative Time

Administrative tasks are a necessary byproduct of the patrol function. This report contains information on the total hours logged to an administrative code, the number of times that code was used, and the average time for each of those events. This report can be run by day of week and geographic area. This data could also be run by squad if an agency uses that method to schedule personnel.

This report should be used by managers to determine whether too much time is spent on administrative tasks on different shifts. The data from this report also should be used to calculate the minutes per fielded unit (contained in Report #4) per hour spent on administrative tasks.

Report #7 Officer Initiated Activity

Time spent on traffic stops, directed patrol, field interviews and other proactive patrol work such as problem-solving needs to be monitored on an ongoing basis to determine the degree to which proactive time is available and being used.

Report #8 Cross-Beat Dispatching

If patrol beats are intended to promote geographic accountability, dispatching practices should keep units within geographic areas to which they are assigned as much as possible. This report will contain information that can be used to evaluate the degree to which cross-beat dispatching is taking place.

The left-hand column lists the beats from which calls for service originated and the rows across the report represent each patrol unit fielded. Results can be used to determine the percentage of calls generated in a beat answered by units assigned to that beat. These results can also show when beat units are dispatched out of their beat and the beats to which they were sent.

Report #9 At Scene Time for Calls by Type

Patrol managers should monitor the average time spent by patrol officers for different types of incidents. This information can be used to determine how much time officers spend at the scene of calls based on the type of call, area of the community and time of day. This information can be used to assess the impact on patrol workload in growth or decline in certain types of calls for service.

Report #10 At Scene Time for Calls with Reports Taken

Patrol managers should monitor the average time spent by patrol officers completing reports in the field for different types of incidents. This information can be used to determine how much time officers spend at the scene of calls (aside from report writing time included in Report #6). It may also be reasonable for officers in one district to spend more time on certain types of report calls than others.

Report #11 Response Time by Call Type

This report provides information on dispatch delay, travel time, at scene time and response time for the types of calls to which patrol units were dispatched. This information can be used to determine how fast officers respond to calls with high community sensitivity. At the same time, this information can be used to evaluate how calls are being prioritized and how officers respond to them once they receive them.

Geographic Area: _____

Report #1

Calls for Service From the Public

From: (Date) To: (Date)

Units Included: _____

		SUN	MON	TUE	WED	THU	FRI	SAT	Total
0000-0059	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
0100-0159	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
0200-0259	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
0300-0359	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
0400-0459	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
0500-0559	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
0600-0659	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
0700-0759	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
0800-0859	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
0900-0959	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1000-1059	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1100-1159	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1200-1259	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1300-1359	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1400-1459	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1500-1559	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1600-1659	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1700-1759	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1800-1859	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
1900-1959	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
2000-2059	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
2100-2159	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
2200-2259	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
2300-2359	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000
Total	Number	000	000	000	000	000	000	000	000
	Rate/Day	000	000	000	000	000	000	000	000

Geographic Area _____

Report #2

CALLS FOR SERVICE BY PRIORITY

From (date) _____ To (date) _____

Day of Week _____ Hour of Day: _____

Call Type	Recommended Priority	Dispatched As Priority 1	Dispatched As Priority 2	Dispatched As Priority 3	Dispatched As Priority 4	Total Calls
AAAAA	0	000	000	000	000	000
BBBBB	0	000	000	000	000	000
CCCCC	0	000	000	000	000	000
DDDDD	0	000	000	000	000	000
EEEEE	0	000	000	000	000	000
FFFFF	0	000	000	000	000	000
GGGGG	0	000	000	000	000	000
HHHHH	0	000	000	000	000	000
IIIII	0	000	000	000	000	000
JJJJJ	0	000	000	000	000	000
KKKKK	0	000	000	000	000	000
LLLLL	0	000	000	000	000	000
MMMMM	0	000	000	000	000	000
NNNNN	0	000	000	000	000	000
OOOOO	0	000	000	000	000	000
PPPPP	0	000	000	000	000	000
QQQQQ	0	000	000	000	000	000
RRRRR	0	000	000	000	000	000
SSSSS	0	000	000	000	000	000
TTTTT	0	000	000	000	000	000
UUUUU	0	000	000	000	000	000
VVVVV	0	000	000	000	000	000
WWWWW	0	000	000	000	000	000
Total		000	000	000	000	000

Geographic Area _____

Report #3
Errors and Exceptions
From (date) To (date)

Call Number	Date/Time	Beat	Call Type	Priority	Unit Dispatched	Officer Dispatched	Dispatcher	Received Time	Dispatch Time	Arrival Time	Clear Time	Disposition Code	Error Type
92-2345678	00/00/00	000	AAAAAAAA	1	000	000	000	0000	0000	0000	0000	XXXXX	Long DD
92-2389547	00/00/00	000	BBBBBBBB	3	000	000	000	0000	0000	0000	0000	XXXXX	Short TT
92-2657893	00/00/00	000	FFFFFFFF	2	000	000	000	0000	0000	0000	0000	XXXXX	Long AS
92-3654893	00/00/00	000	GGGGGGGG	3	000	000	000	0000	0000	0000	0000	XXXXX	No Arrive
92-3945678	00/00/00	000	AAAAAAAA	1	000	000	000	0000	0000	0000	0000	XXXXX	No Clear
92-4089547	00/00/00	000	BBBBBBBB	3	000	000	000	0000	0000	0000	0000	XXXXX	Long TT
92-4357893	00/00/00	000	FFFFFFFF	2	000	000	000	0000	0000	0000	0000	XXXXX	Short DD
92-4654893	00/00/00	000	GGGGGGGG	3	000	000	000	0000	0000	0000	0000	XXXXX	Long DD
92-4945678	00/00/00	000	AAAAAAAA	1	000	000	000	0000	0000	0000	0000	XXXXX	Short TT
92-2389547	00/00/00	000	BBBBBBBB	3	000	000	000	0000	0000	0000	0000	XXXXX	Long AS
92-2657893	00/00/00	000	FFFFFFFF	2	000	000	000	0000	0000	0000	0000	XXXXX	No Arrive
92-3654893	00/00/00	000	GGGGGGGG	3	000	000	000	0000	0000	0000	0000	XXXXX	No Clear
92-3945678	00/00/00	000	AAAAAAAA	1	000	000	000	0000	0000	0000	0000	XXXXX	Long TT
92-4389547	00/00/00	000	BBBBBBBB	3	000	000	000	0000	0000	0000	0000	XXXXX	Short DD
92-4957893	00/00/00	000	FFFFFFFF	2	000	000	000	0000	0000	0000	0000	XXXXX	Long DD
92-5654893	00/00/00	000	GGGGGGGG	3	000	000	000	0000	0000	0000	0000	XXXXX	Short TT

Geographic Area _____
 Day of Week _____

Report #4
 MPP Input Data
 From (date) To (date)

	2400-0259	0300-0559	0600-0859	0900-1159	1200-1459	1500 to 1759	1800-2059	2100 to 2359
Avg. Patrol Units (*)	00	00	00	00	00	00	00	00
Calls Per Hour	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Percent of Calls Requiring:								
1 Unit	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
2 Units	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
3 Units	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
4 Units	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
5 Units	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
6 Units	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Avg. Service Time:								
1st Unit	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
2nd Unit	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
3rd Unit	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
4th Unit	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
5th Unit	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
6th Unit	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Admin. Time (min./unit/hour)	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Percent of Calls								
Priority 1	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Priority 2	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Priority 3	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Avg. Travel Time								
Priority 1	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Priority 2	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Priority 3	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0

(*)
 Patrol units assigned to respond to calls not counting supervisors

Geographic Area _____			Report #5				
			Response Time Report				
			ALL DAYS				
From (date)			To (date)				
		Number of Calls	Dispatch Delay (1)	Travel Time (2)	Response Time (1+2)	At Scene Time (3)	Service Time (2+3)
2400-0259	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
0300-0559	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
0600-0859	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
0900-1159	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
1200-1459	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
1500 to 1759	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
1800-2059	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
2100 to 2359	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
2100 to 2359	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
Average	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0

Geographic Area _____

Report #6
Administrative Time Report
From (date) To (date)
Day of Week _____

Admin. Code		2400-0259	0300-0559	0600-0859	0900-1159	1200-1459	1500 to 1759	1800-2059	2100 to 2359	Total
Meals	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Breaks	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Reports	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Vehicle Maint.	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Pris. Transp.	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Arrest Process	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Training	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Meetings	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Court Time	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
HQ Detail	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Follow-up Investigation	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
All	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
	Minutes/Uni	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0

Geographic Area _____

Report #7
Officer Initiated Activity Report
From (date) To (date)
Day of Week _____

Admin. Code		2400-0259	0300-0559	0600-0859	0900-1159	1200-1459	1500 to 1759	1800-2059	2100 to 2359	Total
Directed Patrol	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Traffic Stops	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Field Interviews	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Citizen Contacts	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Problem Solving	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
Warrant Service	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
AAAAAAAAAA	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
BBBBBBBBBB	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
CCCCCCCCCC	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
DDDDDDDDDD	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
All	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
	Min./Unit/Hr.	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0

Min/Unit/Hr = (Total hours converted to minutes/unitsfielded during those hours)/hours in the time block

Geographic Area: _____

Report #8

Response Units Dispatched to Calls For Service

Received From Patrol Beats

From (date) To (date)

Day of Week _____ Hour of Day: _____

Beats	Response Units Dispatched										Total Calls
	101	102	103	104	105	106	107	108	109	110	
101	00	00	00	00	00	00	00	00	00	00	000
102	00	00	00	00	00	00	00	00	00	00	000
103	00	00	00	00	00	00	00	00	00	00	000
104	00	00	00	00	00	00	00	00	00	00	000
105	00	00	00	00	00	00	00	00	00	00	000
106	00	00	00	00	00	00	00	00	00	00	000
107	00	00	00	00	00	00	00	00	00	00	000
108	00	00	00	00	00	00	00	00	00	00	000
109	00	00	00	00	00	00	00	00	00	00	000
110	00	00	00	00	00	00	00	00	00	00	000
Other Preinct	00	00	00	00	00	00	00	00	00	00	000
Calls Answered	0000	0000	0000	0000	0000	0000	0000	0000	0000	0000	0000

Geographic Area _____		Report #9								
		At Scene Time For Calls By Type								
		From (date)				To (date)				
		Day of Week _____								
Call Type		2400-0259	0300-0559	0600-0859	0900-1159	1200-1459	500 to 1759	1800-2059	100 to 2359	Total
AAAA	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
BBBBB	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
CCCCC	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
DDDDD	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
EEEEEE	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
FFFFFF	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
GGGGG	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
HHHHH	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
IIIII	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
JJJJJ	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
KKKKKK	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
All	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
	Minutes/Unit	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0

Geographic Area _____

Report #10
At Scene Time For Calls By Type With Report
From (date) To (date)
Day of Week _____

Call Type		2400-0259	0300-0559	0600-0859	0900-1159	1200-1459	1500 to 1759	1800-2059	2100 to 2359	Total
AAAA	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
BBBBB	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
CCCCC	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
DDDDD	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
EEEEEE	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
FFFFFF	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
GGGGG	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
HHHHH	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
IIIII	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
JJJJJ	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
KKKKKK	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
All	Total Hrs.	0000	0000	0000	0000	0000	0000	0000	0000	0000
	Number	000	000	000	000	000	000	000	000	000
	Avg. per	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0
	Minutes/Unit	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0	00.0

Geographic Area _____		Report #11					
		Response Time By Call Type					
		From (date)			To (date)		
		Day of Week _____			Time Block _____		
Call Type	Priority	Number of Calls	Dispatch Delay (1)	Travel Time (2)	Response Time (1+2)	At Scene Time (3)	Service Time (2+3)
AAAAA	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
BBBBB	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
CCCCC	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
DDDDD	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
EEEEEE	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
FFFFF	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
GGGGG	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
HHHHH	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0
Average	P1	000	00.0	00.0	00.0	00.0	00.0
	P2	000	00.0	00.0	00.0	00.0	00.0
	P3	000	00.0	00.0	00.0	00.0	00.0
	ALL	000	00.0	00.0	00.0	00.0	00.0

APPENDIX B: PROJECT TEAM



DEBRA KIRBY, JD, MA, GLOBAL SERVICE LINE LEADER, LAW ENFORCEMENT CONSULTING + INVESTIGATIONS

Project Role: Executive Oversight

Debra is a multi-dimensional leader who has led key security consulting projects, including the Bakersfield California Police Monitor, the after-action review for the Virginia Beach mass shooting, police reform for the San Francisco Police Department and the security benchmarking for one of the nation's most iconic examples of homeland security critical infrastructure. Debra has over three decades in public safety in the United States and Ireland, driving accountability practices, improved practices regarding civil rights, and officer-involved shooting investigations. She has a keen focus on data and supportive practices for risk assessment and benchmarking and has supported a range of clients in meeting and addressing their safety and security concerns.



WILLIAM GREEN

Project Role: Project Manager

As a highly accomplished military veteran and law enforcement professional, William (Billy) has extensive experience in evaluating and implementing operational processes to optimize performance, focusing on executing investigations in line with policies and procedures. He brings a robust background in reporting systems, incident management, security measures/control, regulatory compliance, competency development, team member engagement, change management and organizational transformation. Billy served from 1999-2023 with the Fontana, California Police Department, culminating in a tenure as Chief of Police from 2018-2023.



EDWARD DENMARK, DA, VICE PRESIDENT, LAW ENFORCEMENT CONSULTING

Project Role: Project Lead

With three decades of experience in public safety consulting, Dr. Denmark is a nationally and internationally recognized instructor, trainer and advisor on numerous public safety and community issues, focusing on leadership and organizational development. He is one of the few Black police chiefs in the history of Massachusetts, having served as the Chief of Police in Harvard, Massachusetts and Sterling, Massachusetts. Dr. Denmark also teaches courses in fair/impartial public safety, procedural justice and de-escalation techniques.



WESLEY STOUGHT, ASSOCIATE DIRECTOR, SECURITY RISK MANAGEMENT

Project Role: Subject Matter Expert - Investigations

Wesley (Wes) brings more than two decades of strategic leadership, security and project management experience. Wes served in the Ohio State Highway Patrol for more than 20 years. In this role, he rose in the ranks to sergeant, serving as an assistant post commander at three different post assignments before transferring to the training academy. Wes served as an instructor and a course director in multiple training disciplines, training several hundred officers from agencies across Ohio and neighboring states.



ROBERT BOEHMER, JD, SUBJECT MATTER EXPERT

Project Role: Subject Matter Expert

Robert (Bob) manages complex law enforcement assessments and helps police agencies transform their organizations and adopt national best practices and industry standards central to improving accountability, transparency and community trust. He is an experienced facilitator, trainer, and public speaker with expertise in collaborative problem-solving, community policing, partnership development, and information sharing. For several years, Bob facilitated sessions for the Department of Homeland Security's Building Communities of Trust Initiative, focusing on developing trust among law enforcement, fusion centers and the communities they serve. Bob served as the Project Manager for our recent work for the city of Minneapolis as we assessed the city's response to the George Floyd riots, as well as for the recent projects in Fontana and La Mesa, California. Bob also worked on our project in Louisville after the death of Breonna Taylor. He is also currently serving for our efforts in Lancaster, California, as we assist them in creating a hybrid model of law enforcement, in which a new police department focused on community policing/quality of life issues will work the Los Angeles Sheriff's Office, that will still provide response to critical 911 calls for service.

**PETER BELLMIO, SUBJECT MATTER EXPERT***Project Role: Consultant*

Peter is a criminal justice management consultant with extensive experience in using computer models to analyze staffing needs for patrol, 911 centers, and criminal investigations. He helps agencies use workload data to develop alternative deployment and scheduling plans that make the best use of staff time given an agency's strategic goals. Peter's work includes designing geographic deployment systems that promote territory ownership by patrol officers. The results of this work are usually adopted as part of the budget process.

In addition to conducting many staffing studies through his independent firm, Peter has served as a staffing expert for our engagements with Nashville, Tennessee; Vallejo, California; and New Bedford, Connecticut.

