

# POLICE OPERATIONS AND DATA ANALYSIS REPORT

---

## REDWOOD CITY POLICE DEPARTMENT

### *Final Report*



# CPSM<sup>®</sup>

---

CENTER FOR PUBLIC SAFETY MANAGEMENT, LLC  
475 K STREET NW, STE 702 • WASHINGTON, DC 20001  
WWW.CPSM.US • 716-969-1360

## ICMA

Exclusive Provider of Public Safety Technical Services for  
International City/County Management Association

# THE ASSOCIATION & THE COMPANY

---

The International City/County Management Association is a 109-year old, nonprofit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

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

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

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

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted over 425 such studies in 46 states and provinces and over 300 communities ranging in population from 3,300 (Lewes, DE) to 800,000 (Indianapolis, Ind.).

**Thomas Wieczorek** is the Director of the Center for Public Safety Management.

**Leonard Matarese** serves as the Director of Research & Program Development.

**Dr. Dov Chelst** is the Director of Quantitative Analysis.

# CENTER FOR PUBLIC SAFETY MANAGEMENT PROJECT CONTRIBUTORS

---

**Thomas J. Wieczorek**, Director

**Leonard A. Matarese**, Director, Research & Project Development

**Dov Chelst**, Director of Quantitative Analysis

**Shan Zhou**, Data Analyst

**Sarita Vasudevan**, Data Analyst

**Jarrod Burguan**, Public Safety Consultant – Team Leader

**Rob Handy**, Public Safety Consultant

**David Swing**, Public Safety Consultant

**Dennis Kouba**, Senior Editor

# CONTENTS

---

- Contents ..... iii**
- Tables.....vi**
- Figures.....viii**
- Section 1. Executive Summary ..... 1**
  - General Observations ..... 2
  - Key Recommendations ..... 3
- Section 2. Methodology ..... 8**
- Section 3. Community and Department Overview ..... 9**
  - Community ..... 9
  - Law Enforcement Services ..... 9
  - Strategic Plan ..... 16
  - Succession Planning ..... 16
  - Accreditation ..... 17
  - Mission Statement, Motto, and Goals ..... 17
  - Department Policy Manual ..... 17
  - Department Structure ..... 18
    - Redwood City Police Department Staffing Allocation ..... 20
- Section 4. Administrative Services Division..... 22**
  - Training.....22
    - Field Training Program ..... 24
    - Training Records ..... 24
  - Body-Worn Camera Program / Vehicle Cameras ..... 25
  - Records ..... 26
  - Dispatch Operations ..... 28
  - Administrative Investigations ..... 30
    - Use of Force Reporting ..... 33
- Section 5. Patrol Division ..... 35**
  - Workload ..... 35
    - Non-call Activities ..... 43
  - Patrol Deployment, Allocation, and Staffing ..... 44
    - Deployment ..... 44
    - Allocation ..... 49
    - Staffing ..... 55

Demand Mitigation .....	57
Response Times .....	58
All Calls .....	58
High-Priority Calls .....	62
Traffic Stops and Traffic Unit .....	66
Fleet.....	69
Canine Unit.....	69
Special Weapons and Tactics (SWAT) Team .....	71
Future Growth .....	72
<b>Section 6: Investigations Division.....</b>	<b>74</b>
Detective Function.....	74
Detective Summary .....	74
Case Intake and Unit Overview .....	74
Case Management.....	75
Workload.....	78
Investigations Training .....	79
Rotation Schedule .....	80
Clearance Rates .....	81
Investigations Policy Manual .....	82
Command Structure.....	83
Task Forces, Street Crimes Suppression Team.....	83
Crime Scene Investigations (CSI).....	84
Training .....	85
Property and Evidence Unit .....	88
Collateral Duties of the P&E Coordinator .....	88
Facility.....	89
Policy .....	90
Records Management System.....	90
Workload.....	90
Freezers/Refrigeration.....	91
Training .....	92
Audits.....	92
<b>Section 7. Other Areas.....</b>	<b>94</b>
Police Department Building .....	94
Community Relations (CCAT) .....	94

Downtown Services Unit .....	95
Challenges with Homeless / Unhoused Persons .....	96
Department Volunteers .....	98
Online Reporting.....	98
Recruitment and Hiring.....	98
Wellness Program .....	99
<b>Section 8. Summary .....</b>	<b>101</b>
<b>Section 9. Data Analysis.....</b>	<b>103</b>
Workload Analysis.....	103
Noncall Activities .....	124
Deployment .....	129
Response Times.....	139
All Calls .....	140
High-Priority Calls.....	145
Appendix A: Call Type Classification .....	147
Appendix B: Uniform Crime Report Information .....	152

# TABLES

---

TABLE 3-1: Reported Crime Rates in 2020 and 2021, by City .....	10
TABLE 3-2: Reported Redwood City, California, and National Crime Rates, by Year .....	13
TABLE 3-3: Reported Redwood City, California, and National Crime Clearance Rates, 2020 .....	14
TABLE 3-4: Authorized Positions of Northern California Peer Agencies .....	19
TABLE 3-5: Current Staffing Allocation .....	20
TABLE 4-1: Total Number of IA Investigations Per Year / Rank of the Investigator.....	30
TABLE 4-2: Source of all RCPD Complaints, 2019–2021 .....	31
TABLE 4-3: RCPD Use of Force Data, 2019–2021 .....	34
TABLE 5-1: Events per Day, by Category .....	35
TABLE 5-2: Events per Day, by Initiator .....	37
TABLE 5-3: Calls per Day, by Category .....	38
TABLE 5-4: Average Calls per Day, by Initiator and Month .....	40
TABLE 5-5: Primary Unit's Average Occupied Times, by Category and Initiator.....	42
TABLE 5-6: Activities and Occupied Times by Description .....	43
TABLE 5-7: Average Response Time Components, by Category .....	61
TABLE 5-8: 90th Percentiles for Response Time Components, by Category .....	62
TABLE 5-9: Average and 90th Percentile Response Times, by Priority .....	63
TABLE 6-1: Cases Assigned and Closed, 2019–2021 .....	79
TABLE 6-2: Number of Crimes in Redwood City, 2019–2021 .....	82
TABLE 6-3: Case Clearances in Redwood City, 2019–2021 .....	82
TABLE 6-4: Sample Training Matrix for the CSI Function .....	85
TABLE 6-5: Property and Evidence Processed, 2019–2021 .....	91
TABLE 8-1: Summary of Position Allocation .....	102
TABLE 9-1: Events per Day, by Initiator .....	105
TABLE 9-2: Events per Day, by Category .....	107
TABLE 9-3: Calls per Day, by Category .....	109
TABLE 9-4: Calls per Day, by Initiator and Months .....	110
TABLE 9-5: Calls per Day, by Category and Month .....	112
TABLE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator .....	114
TABLE 9-7: Average Number of Responding Units, by Initiator and Category .....	116
TABLE 9-8: Number of Responding Units, by Category, Community-initiated Calls .....	118
TABLE 9-9: Calls and Work Hours by Beat, per Day .....	119
TABLE 9-10: Calls and Work Hours per Day, by Category, Winter 2022 .....	121
TABLE 9-11: Calls and Work Hours per Day, by Category, Summer 2022 .....	123
TABLE 9-12: Activities and Occupied Times by Description .....	124
TABLE 9-13: Activities and Workload per Day, by Month .....	125
TABLE 9-14: Activities per Day, by Day of Week.....	126
TABLE 9-15: Activities per Hour, by Hour of Day.....	128
TABLE 9-16: Average Response Time Components, by Category.....	142

TABLE 9-17: 90th Percentiles for Response Time Components, by Category ..... 143  
TABLE 9-18: Average Response Time Components, by Beat..... 144  
TABLE 9-19: Average and 90th Percentile Response Times, by Priority ..... 145  
TABLE 9-20: Call Type, by Category ..... 147  
TABLE 9-21: Reported Crime Rates in 2020 and 2021, by City ..... 152  
TABLE 9-22: Reported Redwood City, California, and National Crime Rates, by Year ..... 154  
TABLE 9-23: Reported Redwood City, California, and National Crime Clearance Rates, 2020 ... 155



# FIGURES

FIGURE 3-1: Reported Redwood City Violent and Property Crime Rates, by Year..... 11

FIGURE 3-2: Reported Redwood City and State Crime Rates, by Year ..... 12

FIGURE 3-3: Crime Concentrations in Redwood City ..... 15

FIGURE 3-4: RCPD Organizational Structure..... 18

FIGURE 5-1: Percentage Events per Day, by Category ..... 36

FIGURE 5-2: Percentage Events per Day, by Initiator ..... 37

FIGURE 5-3: Percentage Calls per Day, by Category ..... 39

FIGURE 5-4: Average Calls per Day, by Initiator and Month ..... 40

FIGURE 5-5: Primary Unit's Average Occupied Times, by Category and Initiator ..... 41

FIGURE 5-6: Deployment and All Workload, Weekdays, Winter 2022..... 45

FIGURE 5-7: Deployed Officers, Weekdays, Winter 2022..... 45

FIGURE 5-8: Deployment and All Workload, Weekends, Winter 2022..... 46

FIGURE 5-9: Deployed Officers, Weekends, Winter 2022..... 46

FIGURE 5-10: Deployment and All Workload, Weekdays, Summer 2022 ..... 47

FIGURE 5-11: Deployed Officers, Weekdays, Summer 2022..... 47

FIGURE 5-12: Deployment and All Workload, Weekends, Summer 2022 ..... 48

FIGURE 5-13: Deployed Officers, Weekends, Summer 2022 ..... 48

FIGURE 5-14: Percentage of Workload, Weekdays, Winter 2022 ..... 52

FIGURE 5-15: Percentage of Workload, Weekends, Winter 2022 ..... 53

FIGURE 5-16: Percentage of Workload, Weekdays, Summer 2022 ..... 53

FIGURE 5-17: Percentage of Workload, Weekends, Summer 2022 ..... 54

FIGURE 5-18: Average Response Time and Dispatch Processing, by Hour of Day, Winter, and Summer 2022 ..... 59

FIGURE 5-19: Average Response Time by Category, Winter 2022 ..... 60

FIGURE 5-20: Average Response Time by Category, Summer 2022 ..... 60

FIGURE 5-21: Average Response Times and Dispatch Processing for High-priority Calls, by Hour.. 63

FIGURE 5-22: Top Vehicle Collision Locations in Redwood City ..... 67

FIGURE 5-23: Top RCPD Traffic Stop Locations ..... 68

FIGURE 9-1: Percentage Events per Day, by Initiator ..... 105

FIGURE 9-2: Percentage Events per Day, by Category ..... 106

FIGURE 9-3: Percentage Calls per Day, by Category ..... 108

FIGURE 9-4: Calls per Day, by Initiator and Month ..... 110

FIGURE 9-5: Calls per Day, by Category and Month..... 111

FIGURE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator..... 113

FIGURE 9-7: Number of Responding Units, by Initiator and Category ..... 115

FIGURE 9-8: Number of Responding Units, by Category, Community-initiated Calls ..... 117

FIGURE 9-9: Percentage Calls and Work Hours, by Beat..... 119

FIGURE 9-10: Percentage Calls and Work Hours, by Category, Winter 2022..... 120

FIGURE 9-11: Percentage Calls and Work Hours, by Category, Summer 2022..... 122

FIGURE 9-12: Activities per Day, by Month.....	125
FIGURE 9-13: Activities per Day, by Day of Week .....	126
FIGURE 9-14: Activities per Day, by Hour of Day .....	127
FIGURE 9-15: Deployed Officers, Weekdays, Winter 2022.....	130
FIGURE 9-16: Deployed Officers, Weekends, Winter 2022.....	130
FIGURE 9-17: Deployed Officers, Weekdays, Summer 2022.....	131
FIGURE 9-18: Deployed Officers, Weekends, Summer 2022 .....	131
FIGURE 9-19: Deployment and All Workload, Weekdays, Winter 2022.....	133
FIGURE 9-20: Deployment and All Workload, Weekends, Winter 2022 .....	133
FIGURE 9-21: Deployment and All Workload, Weekdays, Summer 2022 .....	134
FIGURE 9-22: Deployment and All Workload, Weekends, Summer 2022 .....	134
FIGURE 9-23: Percentage of Workload, Weekdays, Winter 2022 .....	136
FIGURE 9-24: Percentage of Workload, Weekends, Winter 2022 .....	136
FIGURE 9-25: Percentage of Workload, Weekdays, Summer 2022 .....	137
FIGURE 9-26: Percentage of Workload, Weekends, Summer 2022.....	137
FIGURE 9-27: Average Response Time and Dispatch Processing, by Hour of Day, Winter, and Summer 2022 .....	140
FIGURE 9-28: Average Response Time by Category, Winter 2022 .....	141
FIGURE 9-29: Average Response Time by Category, Summer 2022 .....	141
FIGURE 9-30: Average Response Time Components, by Beat .....	144
FIGURE 9-31: Average Response Times and Dispatch Processing for High-priority Calls, by Hour	146
FIGURE 9-32: Reported Redwood City Violent and Property Crime Rates, by Year.....	153
FIGURE 9-33: Reported City and State Crime Rates, by Year.....	153

# SECTION 1. EXECUTIVE SUMMARY

---

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

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

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

As part of this Executive Summary, we offer general observations that we believe identify some of the more significant issues facing the department. Additionally, we also list key recommendations for consideration; we believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the creation of new job classifications; others involve the reassignment/repurposing of job duties to other sections and units. Oftentimes these types of recommendations require a substantial financial commitment on the part of a jurisdiction. In the case of the Redwood City Police Department, some may be accomplished by a realignment of workload and/or reclassification of job descriptions. It is important to note that in this report we will examine specific sections and units of the department and will offer a discussion of our observations and recommendations for each.

The list of recommendations is extensive. Should the Redwood City Police Department choose to implement any or all recommendations, it must be recognized that this process will not take just weeks or even months to complete, but perhaps years. The recommendations are intended to form the basis of a long-term improvement plan for the city and department. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country and should in no way be interpreted as an indictment of what we consider to be a fine department. While all of the recommendations are important, we suggest the Redwood City Police Department, in conjunction with other city departments, the city council, the city manager, and members of the community, decide which recommendations should take priority for implementation.

## GENERAL OBSERVATIONS

---

The Redwood City Police Department is a professional law enforcement organization that strives to provide a high level of service for the community they police. It is an organization of employees, both sworn and civilian, who are committed to their department and to their community.

We found that leadership in the organization is aware of the changing and challenging nature of policing in today's environment and are carefully and thoughtfully navigating the challenges to best project the positive efforts of the Redwood City Police Department and to effectively manage the organization. Likewise, the rank and file employees were found to be professional, engaged, and desiring to provide good service.

There is indication that the workforce is tired and, in some cases, burned out due to the long hours associated with extended shifts and overtime caused by low staffing. Law enforcement organizations throughout the country are struggling to keep their staffing levels at authorized strength and the RCPD is no exception. Additionally, organizations the size of RCPD have employees who need to fill multiple roles within an organization; that dynamic is made more complicated and demanding when staffing is low and more workload must be shouldered by fewer employees.

As noted previously, key specific recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operational effectiveness of the Redwood City Police Department. The goals of the recommendations are to ensure that law enforcement resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining a high level of service to the citizens of Redwood City.

CPSM staff would like to thank Chief of Police Dan Mulholland, Lieutenant Joshua Chilton, and the entire staff of the Redwood City Police Department for their gracious cooperation and assistance in completing this project.

§ § §

## KEY RECOMMENDATIONS

---

### Department Administration

(See pp. 16-21.)

1. CPSM recommends that RCPD engage in a strategic planning process for both the implementation of items in this report as well as accomplishing other department objectives and goals.
2. CPSM recommends that RCPD engage in the development of a documented succession plan to best prepare its employees for future leadership roles.
3. The RCPD should reconsider its decision on the use of the daily training bulletin component to the Lexipol policy subscription service.
4. Create a civilian Business Manager Position to manage all Administrative Division matters in the department.
5. Restructure the organizational chart to better align work functions with the appropriate manager.

### Administrative Services

(See pp. 22-34.)

6. CPSM recommends that RCPD add one civilian employee to the training unit for administrative responsibilities.
7. CPSM recommends the department establish the parameters of training records and tracking capabilities it needs for effective management of the training program and then explore available technology solutions to meet its needs.
8. CPSM recommends that RCPD move to implement its randomized audit component of the BWC program.
9. The BWC audit component should be moved from the BWC manager to the individual supervisors of the employees under their supervision.
10. CPSM recommends that RCPD move to add an additional civilian position to work under the BWC Manager to assist with the workload involved in managing the program.
11. CPSM recommends the department consider adding per-diem (part-time) positions for the Records Unit.
12. The RCPD should reevaluate the misdemeanor booking process and make immediate changes to better protect its employees and its facility.
13. The RCPD should examine the process of how report correction notices are disseminated in the agency.
14. CPSM recommends the department realign its supervision and management positions to ensure fewer lieutenants and sergeants are tasked with administrative investigations.
15. CPSM recommends a realignment of the IA investigative workflow.
16. CPSM recommends that RCPD reevaluate the use of a software system designed specifically for managing IA investigations.

## Patrol

(See pp. 35-65.)

17. RCPD should consider short-term and long-term plans to rebalance the personnel allocation among units in the department. This process may take time to change how work gets accomplished in the agency, but CPSM believes RCDP should have close to 60 percent of its officers assigned to uniformed patrol.
18. CPSM recommends the department establish a protocol for how officers document their time spent on activities such as report writing and follow-up investigations to accurately reflect the workload of officers in the field.
19. CPSM recommends RCPD form a committee to analyze alternate response options for consideration. Once the committee thoroughly explores the pros and cons of alternate methods and gathers community and stakeholder input on options, it should present its findings to the department's Executive Staff for consideration. CPSM recommends the committee explore all options, including:
  - Perform an analysis of the city's false alarm cost recovery scheme. Consider updating the city code to reflect an equitable recovery of costs associated with responding to false alarms that will encourage residents and businesses to minimize false alarms. Also, consider using a contract company specializing in false alarm management.
  - Consider not responding to private property or minor, non-injury traffic accidents or utilizing a civilian response to these minor, non-criminal matters.
  - Work with the city to expand the number and utilization of civilian employees to respond to non-emergency calls where no suspects are present. Many agencies have utilized civilian employees to handle minor crime reports, gather evidence, direct traffic, and perform other duties at a significantly reduced expense while freeing up sworn officers to focus more on crime suppression activities.
20. CPSM recommends RCPD develop protocols for classifying calls and officer self-initiated activity. The category of "check" should be broken down into multiple categories to accurately capture how officers spend their time to allow for ongoing analysis to assist in deployment and strategy decisions.
21. CPSM recommends the department look closely at how calls are processed, held, and dispatched to find ways to improve the overall response times to calls for service.
22. CPSM recommends the department consider the following ways to minimize the number of 16-hour shifts:
  - Reevaluate the minimum staffing levels established for each patrol shift.
  - Consider altering the current practice of splitting overtime shifts and compel one officer to work a whole shift on their day off instead of compelling two officers to work 16-hour shifts.
  - Working within the proper labor management framework, CPSM recommends the department revisit how patrol-related mandatory overtime is allocated. CPSM recommends mandatory overtime include a rotation of all sworn officers, including officers in specialty assignments and investigations, rather than solely those assigned to patrol.
  - As indicated in a previous recommendation, consider rebalancing the sworn personnel and moving more sworn officers to uniformed patrol.

- Consider a policy limiting the number of 16-hour shifts per week or month an employee is allowed to work.

23. Based on the substantially high percentage of disability (IDR) retirements, CPSM recommends a comprehensive outside review of the administration of the worker's compensation system by qualified experts.

### **Traffic Unit**

*(See pp. 66-69.)*

24. CPSM recommends RCPD develop a data gathering and analysis system to focus on traffic enforcement. The data should be gathered and analyzed monthly, then distributed widely to support focused traffic enforcement.

25. CPSM recommends the Traffic Unit track and report their activities monthly through the chain of command to the Chief of Police.

### **Canine Unit**

*(See pp. 69-71.)*

26. CPSM recommends the department develop a Canine Unit Manual, a set of written guidelines for the unit that are more specific than the current policy.

27. CPSM recommends the department evaluate the efficacy of allowing the canine handlers to take their police vehicles home.

### **SWAT**

*(See pp. 71-72.)*

28. CPSM recommends the department automatically rotate operators off the SWAT team when they are promoted and operate with the established two supervisors instead of the four currently assigned.

29. CPSM recommends RCPD require the minimum number of hours recommended by NTOA for SWAT team training, which is a minimum of 192 hours annually.

30. CPSM recommends the older MP-5 rifles be collected from the team and non-team members and that the unit use only one rifle platform for their operations (other than snipers).

### **Future Growth**

*(See pp. 72-73.)*

31. CPSM recommends the city plan a modest increase in police staffing to meet anticipated future needs. We recommend considering adding a total of 5 to 7 sworn officers and 3 to 5 civilian staff members over a five-year period, starting in FY2024-25.

### **Investigations / Detectives**

*(See pp. 74-84.)*

32. CPSM recommends that the Division ensure sufficient redundancy for the Juvenile Detective position.

33. CPSM recommends the Investigations Division establish an objective process for the assignment and prioritization of cases.

34. CPSM recommends the permanent detectives have the training and ability to fill in and support any of the detective functions to include the Juvenile Detective and Street Crimes roles; this will act as a force multiplier during peak periods and for backfilling vacations or extended absences, ensuring workload demands are met.

35. CPSM recommends that the department place a higher level of focus on the clearance of violent and property crimes. This can be accomplished through strengthened processes in the Investigations division to better track case progress, solvability, and outcomes.
36. CPSM recommends restructuring the organization so that a captain oversees the Investigations Division. This could be accomplished by creating a civilian commander position for the Administrative Services Division and moving the function of the Investigations lieutenant, and the Administrative lieutenant under the Investigations Captain, and moving the Property and Evidence Unit to the Administrative Services Division.
37. CPSM recommends that the prospects of a collaborative street crimes team be revisited so as to expand the reach of the team as a force multiplier and also to expand and strengthen relationships with other law enforcement partners.
38. CPSM recommends the RCPD evaluate the benefit of the DEA assignment against other organizational priorities such as computer-related crimes or regional units designed to gather criminal intelligence.
39. CPSM recommends RCPD add a civilian FTE position for duties associated with data and crime analysis.

### **Crime Scene Investigations**

*(See pp. 84-88.)*

40. Develop a training matrix of required desired training relative to the CSI function.
41. CPSM recommends the department evaluate its capacity for cell phone analysis and pursue an in-house solution.
42. CPSM recommends the department evaluate its crime-scene mapping capability and acquire equipment to efficiently map indoor and outdoor crime scenes to ensure it has the capacity to properly and professionally document crime scenes.

### **Property and Evidence**

*(See pp. 88-93.)*

43. CPSM recommends the Human Resources Department evaluate the property and evidence coordinator job description and actual duties to ensure they align with organizational expectations.
44. CPSM recommends the P&E Unit remain open until 6:00 p.m. at least one day a week to allow citizens the opportunity to arrange to pick up items after their workday ends.
45. CPSM recommends that cameras be placed, at minimum, in the areas where narcotics, weapons, and money is stored. The servers for these cameras should have the storage space to allow for the video to be retained for 90 days.
46. CPSM recommends staff evaluate the timing of disposal of evidence so that disposal occurs when allowed by statute and property is not retained unnecessarily.
47. CPSM recommends installing a lock on the off-site storage containers at the Corporation Yard.
48. CPSM recommends that the department consult with an external source to conduct an audit of the P&E Unit.



## Other Areas

(See pp. 94-101.)

49. CPSM recommends that the Records video monitors be used to monitor additional areas of the police facility so that staff will be alerted if someone is in a secure area without proper access.
50. CPSM recommends verifying the need to continue the practice of a secure exit from the jail facility since the facility is partially decommissioned.
51. CPSM recommends a thorough inspection of the facility to include deep cleaning, painting, repairing broken items, and ensuring policy is followed related to items in the workplace.
52. CPSM suggests that RCPD institute a monthly report to track the performance of the DSU.
53. We recommend that RCPD develop CAD disposition codes to better track those calls involving unhoused individuals.
54. CPSM recommends that city management, HR, and RCPD form a committee to further explore the recruitment challenge and develop mutually agreeable solutions.

§ § §

# SECTION 2. METHODOLOGY

---

## Data Analysis

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

## Interviews

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

## Focus Groups

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

## Document Review

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

## Operational/Administrative Observations

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

## Staffing Analysis

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

# SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

---

## COMMUNITY

---

Redwood City is located on the San Francisco Peninsula, approximately 27 miles south of San Francisco, and is the county seat for San Mateo County. The city rests in the heart of the Silicon Valley and is home to several global technology companies including Oracle, Box, and Informatica. The city has the only deep-water port on San Francisco Bay. Redwood City was the first city to incorporate in San Mateo County, doing so in 1867. It has served as the county seat since the county's formation in 1856.

The city, according to the 2020 census, has a population of 84,292 and is 34.7 square miles in area, of which 19.4 square miles is land, and 15.2 square miles is water. Residents enjoy a mild Mediterranean climate with warm, dry summers and cool, relatively wet winters.

Redwood City operates under a council-manager form of government. The city council appoints the city manager who then appoints most of the city's department heads with the exception of the city attorney. The city council consists of seven members of which there is a Mayor and Vice Mayor.

### Demographics

According to the 2020 census, the city's demographic makeup is as follows: 55.9 percent White, 1.5 percent Black, 0.08 percent Native American, 15.8 percent Asian, 36.3 percent Hispanic, and 8.6 percent Other/Mixed. The city's population is well-educated; 87.8 percent of its citizens possess a high school diploma, while 52.3 percent have a bachelor's degree or higher.

The owner-occupied housing rate is 47.5 percent for the city. The persons per household rate for the city is 2.75. The median household value is \$1,424,200 for the city, compared to \$538,500 statewide. The median household income is \$123,294, compared to \$78,672 statewide. Persons living in poverty make up 7.6 percent of the city's population, compared to 11.5 percent statewide. This comparison indicates that the city poverty rate is considerably lower than the state rates, while the household median income is significantly higher.

## LAW ENFORCEMENT SERVICES

---

The Redwood City Police Department provides a full range of law enforcement services to the community and is considered a full-service police department. The department is divided into three divisions: Patrol, Investigations, and Administration. The department's Chief of Police acts as the head of the organization and he is responsible for the management of the department. Chief Mulholland has served his entire career with the Redwood City Police Department and was appointed Chief of Police in 2018.

### Uniform Crime Report/Crime Trends

While communities differ from one another in population, demographics, geographical landscape, and social-economic makeup, comparisons to other jurisdictions can be helpful in illustrating how crime rates in the City of Redwood City measure against those of other Northern California jurisdictions of a similar size.

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

Data acquired by CPSM from the FBI for use in this reporting is the most currently available (2020 and 2021). As indicated in the following table, in 2020, the Redwood City Police Department reported a UCR Part I violent crime rate of 187 (indexed) and a property crime rate of 1,489 (indexed). In 2021, those numbers were 239 for violent crime and 1,710 for property crime. When comparing the Redwood City data with other California cities of similar size, one can see that Redwood City reports below-average rates for both violent and property crimes. Redwood City also ranks better than the national average. (Note that national data from 2021 may be unreliable due to the changeover from UCR to NIBRS; see note with table.)

**TABLE 3-1: Reported Crime Rates in 2020 and 2021, by City**

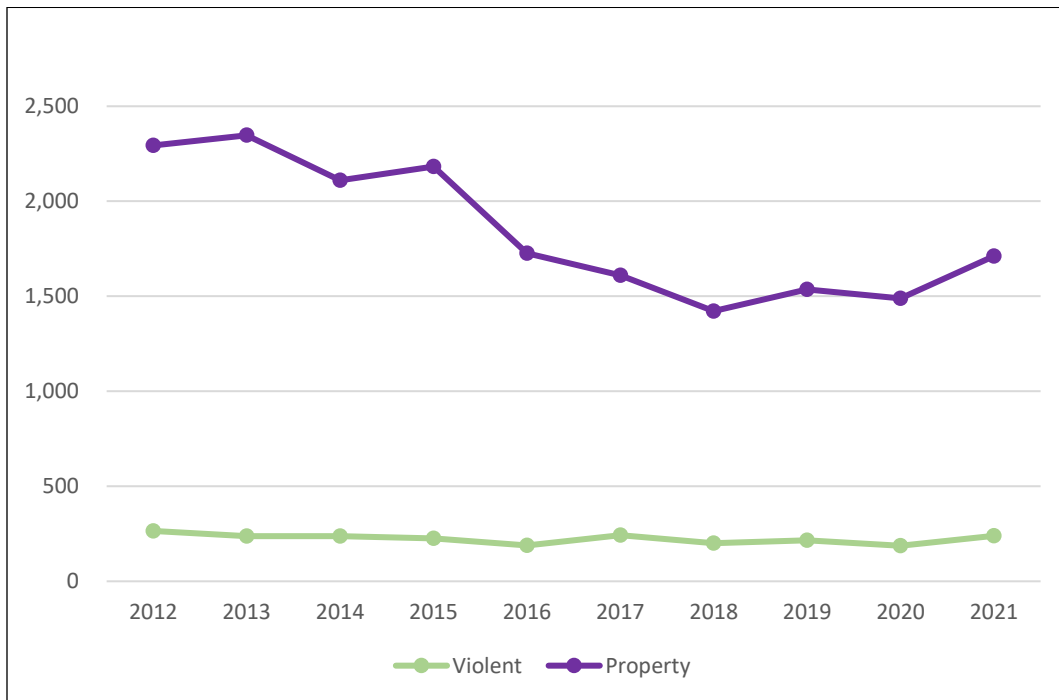
Municipality	State	2020				2021			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Alameda	CA	78,047	193	2,485	2,678	80,884	323	3,222	3,545
Antioch	CA	112,481	591	2,719	3,310	112,848	645	1,966	2,611
Daly City	CA	106,855	192	1,460	1,652	108,599	188	1,617	1,805
Fairfield	CA	118,491	542	2,990	3,532	118,005	485	2,384	2,869
Livermore	CA	91,200	164	1,526	1,690	91,216	205	1,805	2,010
Milpitas	CA	86,416	111	2,103	2,214	75,663	205	2,991	3,196
Mountain View	CA	83,745	144	2,177	2,321	82,814	219	2,699	2,917
Napa	CA	78,237	267	1,320	1,587	79,397	346	1,404	1,751
Palo Alto	CA	65,459	81	1,931	2,012	67,657	101	2,362	2,462
Pittsburg	CA	73,673	477	1,580	2,057	74,498	596	2,134	2,730
Pleasanton	CA	83,164	94	1,188	1,282	78,371	142	1,462	1,604
San Leandro	CA	89,239	462	3,416	3,878	87,289	571	3,870	4,440
San Mateo	CA	105,246	274	2,306	2,580	103,045	241	2,083	2,323
Santa Cruz	CA	65,073	309	2,237	2,546	56,156	735	3,688	4,423
So. San Francisco	CA	68,260	155	1,560	1,715	67,135	247	2,720	2,967
Union City	CA	74,625	222	1,897	2,119	72,779	387	2,682	3,070
Vacaville	CA	101,616	247	1,760	2,007	98,041	248	1,664	1,911
Walnut Creek	CA	70,849	91	2,063	2,154	71,317	163	3,198	3,361
<b>Redwood City</b>	CA	<b>86,983</b>	<b>187</b>	<b>1,489</b>	<b>1,676</b>	<b>85,182</b>	<b>239</b>	<b>1,710</b>	<b>1,950</b>
<b>California</b>		<b>39,538,223</b>	<b>442</b>	<b>2,139</b>	<b>2,581</b>	<b>39,368,613</b>	<b>466</b>	<b>2,178</b>	<b>2,645</b>
<b>National</b>		<b>331,449,281</b>	<b>399</b>	<b>1,958</b>	<b>2,357</b>	<b>*331,893,745</b>	<b>209</b>	<b>1,249</b>	<b>1,458</b>

**Notes:** \*According to FBI statements, the 2021 national data cannot be compared to data from previous years due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned. Crime rates are indexed per 100,000 population.

**Source:** FBI Uniform Crime Report

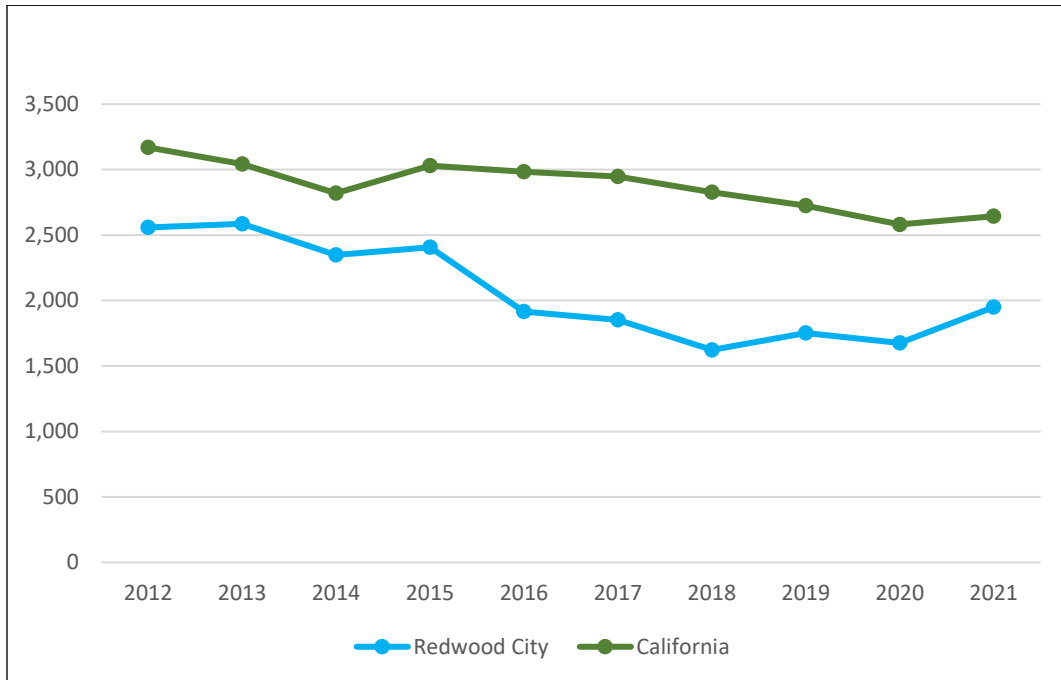
The following figure shows the trend in Part 1 crimes in Redwood City over the past ten years. It shows that the violent crime rate has remained somewhat constant from 2012 to 2021. However, since 2014, the city's reported property crime rate has declined overall.

**FIGURE 3-1: Reported Redwood City Violent and Property Crime Rates, by Year**



The following figure compares combined violent and property crime rates for both Redwood City and the State of California for the period of 2012 through 2021. It shows that crime has declined for both the State of California and Redwood City. The figure also shows that Redwood City's decline and slight uptick in 2021 was slightly more pronounced than the state average rates.

**FIGURE 3-2: Reported Redwood City and State Crime Rates, by Year**



§ § §

The following table compares the City of Redwood City crime rates to both the state and national rates year by year for the period 2012 through 2021. Again, this data is indexed per 100,000 population. It is provided for illustration purposes only.

**TABLE 3-2: Reported Redwood City, California, and National Crime Rates, by Year**

Year	Redwood City				California				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	78,466	265	2,294	2,559	38,183,375	421	2,747	3,169	319,697,368	377	2,758	3,135
2013	79,707	238	2,347	2,586	38,498,377	394	2,646	3,041	321,947,240	362	2,627	2,989
2014	81,870	238	2,111	2,349	38,970,399	389	2,430	2,819	324,699,246	357	2,464	2,821
2015	84,415	225	2,182	2,407	39,315,550	424	2,605	3,029	327,455,769	368	2,376	2,744
2016	87,046	188	1,727	1,915	39,421,283	443	2,541	2,984	329,308,297	383	2,353	2,736
2017	86,353	242	1,610	1,852	39,536,653	449	2,497	2,946	325,719,178	383	2,362	2,745
2018	88,161	201	1,422	1,623	39,557,045	447	2,380	2,828	327,167,434	369	2,200	2,568
2019	87,427	216	1,536	1,752	39,959,095	434	2,290	2,724	328,239,523	379	2,010	2,489
2020	86,983	187	1,489	1,676	39,538,223	442	2,139	2,581	331,449,281	399	1,958	2,357
2021	85,182	239	1,710	1,950	39,368,613	466	2,178	2,645	*331,893,745	209	1,249	1,458

**Note:** \*According to FBI statements, the 2021 national data cannot be compared to the previous data, due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned.

The following table compares Redwood City crime clearance rates to the state and national averages. These clearance rates are based upon the department's reporting to the UCR. As can be seen, the department's clearance of rape cases and aggravated assaults, robbery, larceny and vehicle theft are lower than the state averages. However, the clearance rates for murder and burglary are higher.

**TABLE 3-3: Reported Redwood City, California, and National Crime Clearance Rates, 2020**

Crime	Redwood City			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	1	1	100%	2,202	1,296	59%	18,109	9,851	54%
Rape	38	5	13%	12,641	4,673	37%	110,095	33,689	31%
Robbery	58	18	31%	44,684	14,816	33%	209,643	60,377	29%
Aggravated Assault	90	37	41%	113,539	57,868	51%	799,678	371,051	46%
Burglary	240	36	15%	145,377	17,229	12%	898,176	125,745	14%
Larceny	970	56	6%	527,748	45,114	9%	4,004,124	604,623	15%
Vehicle Theft	279	7	3%	168,046	15,800	9%	727,045	89,427	12%

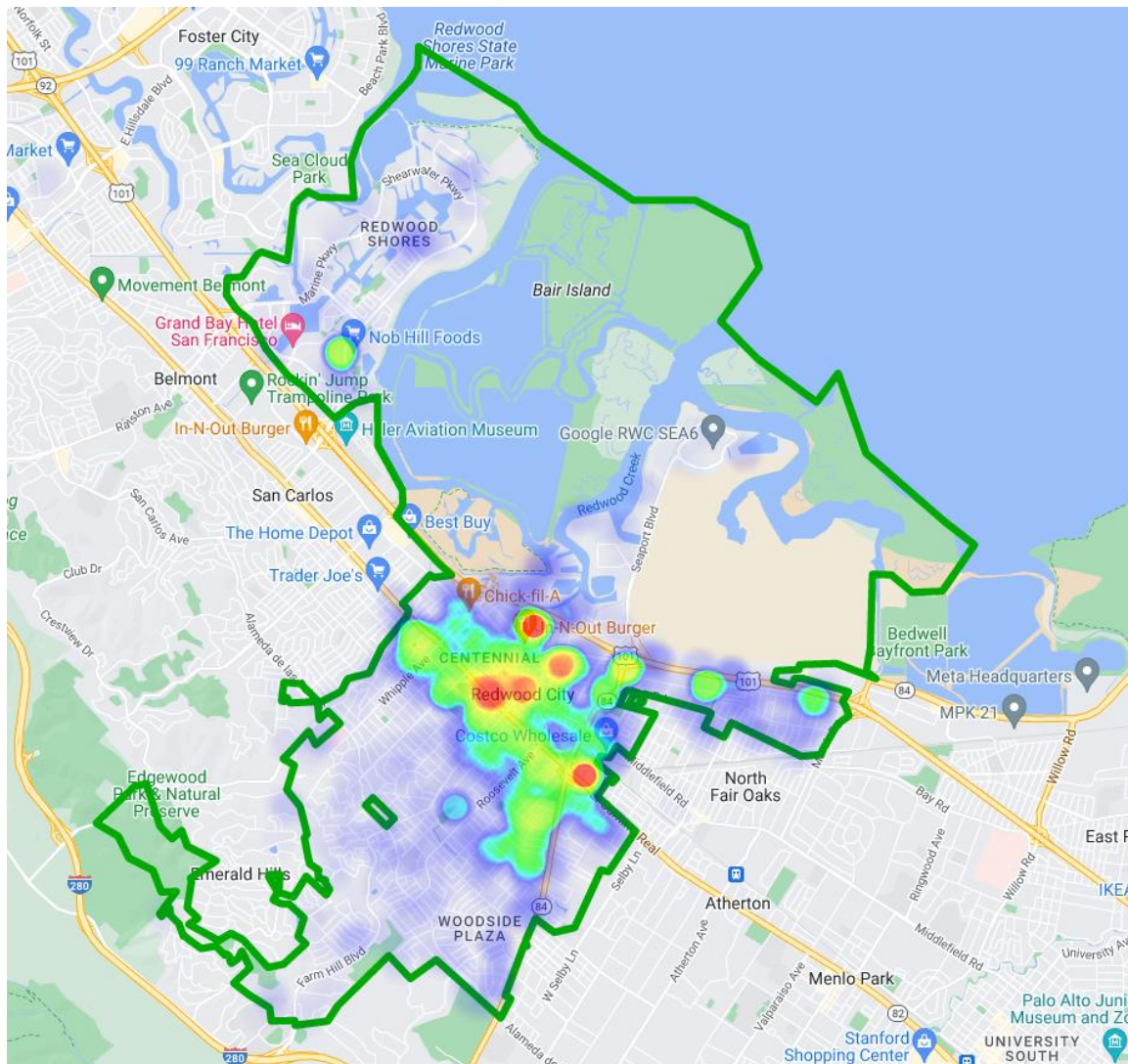
**Note:** \*Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI.

§ § §



CPSM also compiled RCPD data to create heat maps showing where crime was occurring most often within the city. The brighter colors represent the areas with the highest concentration of crime.

**FIGURE 3-3: Crime Concentrations in Redwood City**



§ § §

## STRATEGIC PLAN

---

Strategic planning is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreements around intended outcomes / results, and adjust an organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does and why it does it with a focus on the future.

Effective strategic planning articulates not only where an organization is headed, and the actions needed to make progress, but also how it will know if it is successful.

The Redwood City Police Department does not have a strategic plan in place and has not undertaken a process to put one in place. This report will outline several areas on which the RCPD may focus future efforts and energy. A strategic plan will allow the department to prioritize many of this report's recommendations into a plan that aligns the implementation into a document that is aligned with city and department goals and with future budgets.

## SUCCESSION PLANNING

---

Successfully managing the talent in an organization revolves around one overriding objective, that is, to assure smooth leadership transition and succession. In essence, this means finding the right people with the right skill set and experience to be future leaders. In the currently shifting and complex organizational environment, it is the new challenge facing existing top-line leaders. Finding and developing the best leaders in a law enforcement organization will become even more demanding as experienced baby boomers retire, as younger workers rise in the organization, and as the imperative grows to develop leadership talent as technology, culture, laws, and community perceptions evolve.

Succession planning is the process whereby an organization ensures that employees are recruited and developed to fill each key role within the organization. In this process, today's leaders must ensure that they never have a key role open for which another employee is not prepared. Succession planning involves recruiting superior employees; developing their knowledge, skills, and abilities; and preparing them for advancement or promotion into even more challenging roles in the organization.

The Redwood City Police Department does have a "Training and Development Guide" that outlines mandatory, essential, and desired training for personnel based upon their assignment and rank within the organization. It is a document that is intended to guide employees throughout their career and prepare them for their current roles in the organization and to develop them as future leaders in the department. This is an outstanding first step, but we feel the department could expand on the work done in that document to better prepare the organization for future challenges. Specifically, the department should identify critical positions within the leadership of the organization and put action plans in place to ensure employees have the critical skills necessary to assume more challenging positions.

At the time of this report, Redwood City is engaged in a national recruitment process for a new police chief, as Chief Mulholland has announced plans to retire in the second quarter of 2023. We encourage RCPD leadership to be diligent in managing succession planning to ensure the department has competent leaders going into the future. CPSM recommends that RCPD engage in the development of a documented succession plan to best prepare its employees for future leadership roles.

## ACCREDITATION

---

The Redwood City Police Department has considered undertaking the accreditation process offered by the Commission on Accreditation for Law Enforcement Agencies (CALEA), but has not pursued this national accreditation. Staff advised CPSM that many of the specific requirements for CALEA accreditation have been implemented throughout the organization, specifically in dispatch operations. RCPD is a California POST (Peace Officer Standards and Training) certified law enforcement agency and conforms to all California POST guidelines.

## MISSION STATEMENT, MOTTO, AND GOALS

---

### **Mission Statement**

*"The Redwood City Police Department will continually strive to be the preeminent law enforcement agency in the region. We will utilize the members of our organization to their fullest potential and encourage their professional growth. As part of the community, we value the diversity that exists throughout our city and workforce. We will conduct ourselves in a professional manner at all times and will strive to exceed the expectations of those we serve. We recognize that excellent customer service requires a partnership with the community and that our responsiveness to the community is the foundation of superior police service. It is therefore our primary mission to succeed in providing excellent service with integrity and respect."*

### **Department Motto**

*"Providing Excellent Service with Integrity and Respect."*

### **Department Goals**

- Protecting life and property.
- Improving the quality of life.
- Reducing crime and the fear of crime/

## DEPARTMENT POLICY MANUAL

---

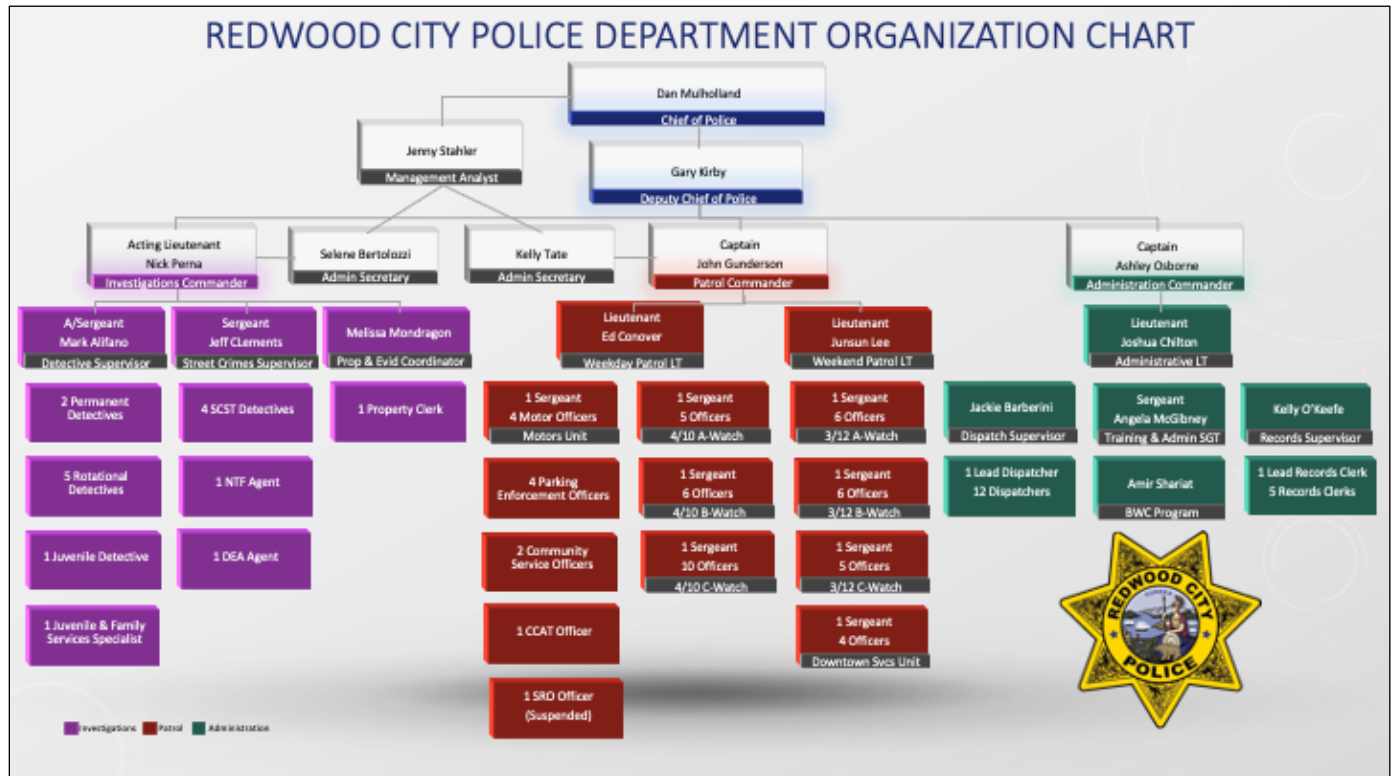
The Redwood City Police Department utilizes a subscription-based police policy program called Lexipol. The Lexipol service ensures that the RCPD is current in industry best practices and has a regularly updated policy manual. Policies need to be updated as changes to the policing profession occur or when legislation has an impact on policing.

There is a training component of the service that is available and ensures employees are notified of any policy changes; it can also provide training, practical application, and testing to ensure police department employees are knowledgeable of department policies and understand their implications. Redwood City PD has elected not to use this training component of the policy subscription service. In our experience the use of a policy subscription service is an industry best practice as it ensures that department policies are up to date. However, we have also observed that using the training and attestation component to the service is also a best practice. CPSM recommends that RCPD reconsider its decision on the use of the daily training bulletin component to the Lexipol policy subscription service.

## DEPARTMENT STRUCTURE

The Redwood City Police Department is divided into three divisions, Patrol, Investigations, and Administration. The Patrol Division and the Administration Division are each managed by a captain while the Investigations Division is managed by a lieutenant. Both captains and the Investigations lieutenant report to a deputy chief who in turns reports to the Chief of Police (see the following figure).

**FIGURE 3-4: RCPD Organizational Structure**



**Source:** Redwood City Police Department / As of November 2022.

**Note:** The SRO program is suspended at present but still listed on the department organization chart. The future of the program is unknown as of the writing of this report.

The deputy chief position in an organization the size of Redwood City PD is not unheard of but it is not often observed by CPSM. It is certainly the exception in the RCPD's Northern California peer agencies. The following table shows the number of authorized positions by rank in several number of Northern California peer agencies.

**TABLE 3-4: Authorized Positions of Northern California Peer Agencies**

Agency	Chief	Deputy Chief	Captain	Lieutenant	Sergeant	Agent/ Officer	CSO / Parking	Dispatcher	Other Civilian	Reserve Officers
<b>Redwood City</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>4</b>	<b>12</b>	<b>64</b>	<b>6</b>	<b>12</b>	<b>16</b>	<b>2</b>
Alameda	1	0	2	6	15	64	0	15	19	0
Daly City	1	0	2	7	13	88	14	0	15	0
Livermore	1	0	3	5	14	73	3	18	30	4
Milpitas	1	1	3	4	13	71	4	15	15	0
Mountain View	1	0	3	5	17	70	9	17	28	12
Palo Alto	1	0	3	4	14	62	5	18	18	6
Pittsburg	1	0	2	6	10	68	6	0	19	0
Pleasanton	1	0	2	5	13	62	6	15	10	1
San Leandro	1	1	1	5	12	70	12	14	18	0
San Mateo	1	0	2	6	17	90	7	16	22	0
Santa Cruz	1	2	0	5	15	71	15	0	18	0
South SF	1	1	2	4	13	62	6	14	15	0
Union City	1	0	2	6	13	51	4	0	21	0
Walnut Creek	1	0	2	5	10	62	12	13	16	30

**Source:** Compiled by CPSM from peer agencies.

It is our understanding that the Redwood City Police Department was restructured 10 to 12 years ago and at that time the deputy chief position and the lieutenant rank was established in the department. Prior to that restructure the organization was much flatter, with sergeants reporting to a captain who in turn reported to the police chief. Although the department has enjoyed the services of a deputy chief, we understand the additional position in the chain of command and the existing workflow through the organization sometimes results in a bottleneck at the deputy chief level. We believe the deputy chief position should be re-evaluated and we believe the RCPD would benefit from a restructure of the department management function.

In our opinion a more efficient department structure would have the two captains leading the Patrol and Investigations Divisions and a civilian business manager leading an Administrative Division, with all three reporting directly to the police chief. This change would require the department and the city to create a business manager job classification and recruit for the position. We believe this structure would also flatten the organization and thus increase efficiency. This change would also eliminate the confusing lines of authority with one lieutenant acting as a division commander while the other lieutenants do not have that level of responsibility or authority (i.e., Investigations lieutenant vs. other lieutenants in RCPD). This change would also eliminate the deputy chief position from the department ranks.

Within this proposed structure the division of responsibilities could be structured as follows:

**Patrol Captain:** All patrol functions (including two lieutenant watch commanders), traffic, parking enforcement, community policing, school resource officers (if continued), and the Downtown Services Unit.

**Investigations Captain:** All detective functions (including the investigations lieutenant), the SCST Team, task force officers, and court officer. We also recommend the Administrative lieutenant and the training sergeant report to the Investigations captain and assume both the internal affairs function as well as the training function (outlined later in this report).

**Administrative Services Manager:** Budget, purchasing, RFPs, other related administrative tasks, dispatch operations, records, the property and evidence function, and the body camera / department technology function. Many of the daily administrative tasks handled now by the Administrative lieutenant would be transferred to this new administrative manager position.

## Redwood City Police Department Staffing Allocation

The following table shows the position title, number authorized positions in the FY 22-23 budget and the actual number of personnel in each position as of the time of this report.

**TABLE 3-5: Current Staffing Allocation**

Position Title	FY 22-23 Authorized	FY 22-23 Actual <sup>1</sup>
Police Chief	1	1
Deputy Police Chief	1	1
Captain	2	2
Lieutenant	4	4
Sergeant	12	12
Police Officer	73	64
Community Service Officer	2	0
Parking Enforcement Officer	4	4
Property / Evidence Coordinator	1	1
Property Clerk	1	1
BWC Manager	1	1
Juvenile Specialist	1	1
Management Analyst	1	1

1. These figures change frequently and may not reflect the current number for the reader of this report. Hiring, employment discharges, resignations, and retirements are a constant factor. These numbers also include existing employees who may be off work for extended periods of time for various reasons such as injuries or medical leave.

Administrative Secretary	2	2
Records Supervisor	1	0
Records Lead	1	1
Records Specialist	5	4
Dispatch Supervisor	1	1
Dispatch Lead	1	0
Dispatcher	12	10

## Department Administrative Recommendations:

- CPSM recommends that RCPD engage in a strategic planning process for both the implementation of items in this report as well as accomplishing other department objectives and goals. (Recommendation No. 1.)
- CPSM recommends that RCPD engage in the development of a documented succession plan to best prepare its employees for future leadership roles. (Recommendation No. 2.)
- The RCPD should reconsider its decision on the use of the daily training bulletin component to the Lexipol policy subscription service. (Recommendation No. 3.)
- Create a civilian Business Manager Position to manage all Administrative Division matters in the department. (Recommendation No. 4.)
- Restructure the organizational chart to better align work functions with the appropriate manager. (Recommendation No. 5.)

§ § §

# SECTION 4. ADMINISTRATIVE SERVICES DIVISION

---

The Administrative Services Division of the Redwood City Police Department is currently led by a police captain who is assisted by an administrative lieutenant. The division encompasses the training program, the BWC program, Records, and Dispatch. The administrative captain also manages the RCPD internal affairs function. Additional programs include personnel and recruiting and fiscal management.

## TRAINING

---

RCPD has one full-time sergeant currently assigned as a "Training and Administrative Sergeant." This position falls within the Administrative Services Division and works directly for the administrative lieutenant. The specific responsibilities of this position include:

- Management of the field training program.
- Coordinating and documenting all department training.
- Coordinating attendance for all training outside the department.
- Managing the purchasing and issuing of all department assigned equipment to RCPD employees.
- Maintaining all department ammunition inventory.
- Serving as the liaison with city hall maintenance personnel on police facility maintenance issues.

California Peace Officers Standards and Training (POST) requires that every certified police officer complete 24 hours of continual professional training (CPT) every two years to be in compliance with peace officer certification requirements. Within this CPT cycle each officer has mandated hours in tactical firearms training, driver awareness training, arrest and control tactics, use of force, and strategic communication. There are also additional training requirements in the areas of domestic violence, human trafficking, and cultural / racial diversity.

Unlike some states where the individual officer is personally responsible to ensure he or she has received the necessary hours of CPT, in California the responsibility falls to the employing agency to ensure its employees are meeting minimum requirements. This can be a difficult area of police department management unless the agency has a well-established training protocol and training calendar.

RCPD has maintained the POST standard by assigning a full-time sergeant to ensure all employees receive the state minimum required training. In most cases the department ensures its employees receive more than the state minimums require. In fact, RCPD schedules its officers to receive all POST-mandated training annually, rather than every two years. A majority of RCPD officers work a schedule that allows for team / shift overlap days and RCPD uses one 10-hour overlap day each month for training. The patrol teams rotate training on this overlap day, meaning each officer is automatically scheduled for six training days per year, or 60 hours per year and 120 hours per two-year cycle.



In addition to the department training cycle, certain employees will receive additional specialty training based upon the needs of the department and the specialized assignment of the employee. For instance, motor officers will attend additional traffic investigation courses and detectives will attend specialized investigation courses to better develop their professional skills.

Regardless of how robust a department training program may be there will always be some employees who may not be able to attend a certain segment of their POST-mandated training. This happens when employees have been in a modified duty status or off on medical leave for a long period of time. At the time of this report the department advised that every sworn employee is in compliance with POST mandates. When employees return from a long absence that may have caused them to miss mandated training opportunities the department will reacclimate them with certain training including firearms qualifications before they return to their normal police assignments.

There is a great deal of specialization and detail involved in tracking and managing a police training program. Most police departments have sworn officer involvement in the management of the program as well as providing instruction. In the case of RCPD the sergeant manages the program but is rarely involved in providing instruction. Most in-house instructors come from other assignments within the department and provide instruction in an area of expertise and in areas for which they have been certified as trainers.

Some of the workload that occupies the training sergeant's time is administrative in nature. In many departments this administrative workload is handled by a civilian employee. This is the case for the recordkeeping involved in who receives and attends training, the scheduling of training, data entry concerning compliance, the issuing and recording of equipment, and the scheduling for outside courses, including making travel arrangements. These responsibilities should be performed by a clerical level position as they do not require the skill set of a police sergeant.

In this report we make recommendations to restructure some department functions. Specifically, we recommend the administrative captain move to the Investigations Division and maintain supervision of the administrative lieutenant and training sergeant. Under this proposed structure the department training oversight would remain with this captain. The training sergeant will retain direct supervision and involvement in department training as well as assume additional responsibilities conducting administrative investigations.

For this to work the day-to-day administrative work outlined above will need to be transferred from the sergeant to another position. We recommend RCPD add a civilian employee to the training unit to handle this responsibility. This position could be an additional CSO or administrative secretary position or the department could create a new Training Specialist job classification.

New police officers are required to complete a state-certified law enforcement academy before they can be sworn in as a peace officer in the State of California. Because of the competitive nature involved in police officer recruitment most agencies will hire a new officer as a police officer trainee before they have attended an academy. When this happens, the agency will both pay the new employee a salary to attend the academy and pay the academy tuition. This is a significant investment for an agency to incur before that employee reaches the point of serving as a police officer.

Most large agencies find themselves having to hire new officers and pay for the above expenses. Redwood City is fortunate to have built an organization that attracts a large number of experienced officers wanting to 'lateral' into RCPD. This allows RCPD to save both time and

money in the police officer hiring process. It is able to save money on the training piece and save time by having a new officer serve in the desired capacity faster than hiring new employees requiring academy training. Since May 2022, RCPD has hired 15 police officers. Of those, one is currently in the police academy, one was hired and successfully completed the academy, and 13 were experienced lateral officers that came to RCPD from other departments.

Most agencies will have a favored academy for their newly-hired officers. This is often because of proximity but sometimes because an agency just feels strongly that a certain academy produces better-trained officers upon graduation. In the case of RCPD, the Alameda County Regional Training Center is its preferred academy. However, the agency is flexible and will have a new employee attend a different academy if it's a better fit for the employee and the department.

## Field Training Program

Once new officers arrive at RCPD, either as recent academy graduates or as lateral officers from another department, they enter the field training program. The RCPD FTO program is 20 weeks in length for new academy graduates and 10 weeks in length for lateral officers. That training requirement is handled by eight in-house certified field training officers. The FTO program is managed by a patrol lieutenant and by the training sergeant.

The training sergeant is responsible for scheduling the various phases of training for new officers and reviews / approves all daily evaluations as well as end-of-phase training reports completed by the FTOs. Those training reports and daily evaluations guide the department's training plan for its new officers. If deficiencies are noted in those reports the training sergeant will place that new officer with an FTO that specializes in certain aspects of policing that will benefit the new officer. This is all done in an effort to help new employees successfully pass their training and become valuable members of RCPD. The current training sergeant also serves as the RCPD department training manager that communicates directly with POST on matters concerning RCPD police officer certifications.

The success rate for RCPD new recruits is very good. Since 2019, 26 of the 29 new officers successfully passed their field training program and moved into solo officer status with RCPD. This pass rate is higher than we see in many agencies, signifying that RCPD takes training, its investment in hiring, and the success of new officers seriously.

## Training Records

The RCPD does not use a dedicated software program to track officer training. The department does enter POST-mandated training records in the POST database, but that program does not track other types of training officers receive outside of POST-certified courses. For those records RCPD relies on existing course rosters it compiles. CPSM made inquiries about total number of training hours RCPD officers received each year or the average number of hours each officer received. RCPD does not track that type of data and the only way to find any metrics on training would be to conduct a manual search.

The department's Sunridge CAD / RIMS system does have a training database contained within its software platform. RCPD did experiment with this feature several years ago but found it to be difficult to navigate and determined that it did not suit their needs. Furthermore, the department has engaged in discussions with its regional partners about ways to better track its training records process and determined that its current process is what works best for RCPD. We respect the department's position on this and the fact that this was a management position that was

reached after an evaluation. However, we feel that automation in this area will become more commonplace as time moves forward and there will be a need to revisit this topic in the future.

CPSM recommends the department establish parameters it needs for training records and tracking capabilities for effective management of the training program and then explore available technology solutions to meet its needs.

## **BODY-WORN CAMERA PROGRAM / VEHICLE CAMERAS**

---

*Data suggest law enforcement's use of body-worn cameras has proven effective in reducing violent confrontations during enforcement contacts, and complaints against officers. BWCs recordings provide contextual documentation of police encounters and have become an important tool for increasing public trust through a transparent review of an officer's performance and documentation of a police contact and enforcement action. (RCPD Policy 434.2)*

The RCPD has a dedicated civilian position to manage the departments' body camera and "in unit" dash camera systems. Use of body-worn cameras was implemented in Redwood City in mid-2021; all officers, detectives, and sergeants are issued BWCs. The department is preparing to install in-car dash cameras in all marked units in RCPD's fleet. Both the existing BWCs and the soon-to-arrive dash cameras are all from the same Axon vendor ecosystem. Using the same system streamlines the manner in which organizations collect, store, and analyze captured videos from police field contacts as well as investigative interviews.

RCPD uses a standard industry policy concerning the use and activation of BWCs (RCPD Policy 434). In short, officers are expected to activate their BWC on all police-related field contacts. The policy also calls for a randomized audit (RCPD Policy 434.11c) of existing BWC footage whereby the "BWC manager" is expected to review a certain number of random BWC captured incidents to ensure RCPD is providing service in the manner that the department and the community expects. We believe the function of random audits should be the responsibility of supervisors of the employees using the cameras, not the BWC manager.

At the time of this report, RCPD had not yet instituted the random audit component of its policy. The reasoning for not performing this function is two-fold. When the program was instituted, the department wanted to allow all officers time to acclimate to the cameras before randomly auditing the footage. The second reason was the department intended to supplement the BWC manager with an additional employee to assist with the duties associated with the program. The second employee has not yet been added to the program and the existing manager has nearly all of his time consumed with the existing administrative functions of managing the program. This includes pulling footage when requested for investigations and responding to public records request including redacting the necessary footage to comply with the law and privacy concerns. This workload for the BWC manager will only increase when the dash cameras are added to the existing workflow. We will address the issue of pulling footage for administrative investigations later in this section of the report.

We did learn that the department intends to purchase "Axon Performance," a product within the Axon ecosystem that will apply analytics to assist in identifying random incidents for review as well as other features that assist in BWC program management.

CPSM recommends that RCPD move to implement its randomized audit component of the BWC program.

We also recommend that the audit component be moved from the BWC manager to the individual supervisors of the employees under their supervision.

CPSM recommends that RCPD move to add an additional civilian position to work under the BWC manager to assist with the workload. We believe this position can be a Community Service Officer who can also share other duties and responsibilities within the department.

## RECORDS

---

The RCPD Records Unit consists of one Records Supervisor, one Lead Records Clerk, and five Records Clerks; the unit works Monday to Friday on a 4/10 schedule with employees receiving every other Friday off. At the time of this report the supervisor position had been vacant for a short period of time and the department was recruiting for the position. As a result of the vacancy the department has placed the dispatch supervisor into the dual role of supervising both records and dispatch until the records supervisor position is filled. In addition to the vacancy at the supervisor position, two of the five records clerks were also off work on medical leave at the time of this report. The vacancies are clearly creating a strain on the remaining employees due to the workload and additional overtime needed to maintain the unit's workflow.

By virtue of where it is located on the first floor of the police station and adjacent to the front desk of the police station lobby, the Records Unit is the first point of contact for anybody entering the front lobby of the station. The front desk of the station is open from 8:00 a.m. until 5:30 p.m., Monday through Friday.

The employees in Records perform many tasks associated with a police department records unit. Duties include but are not limited to:

- Subpoena Processing: All department subpoenas are routed through the unit, logged into the department records management system, and disseminated for service to police employees.
- Front Counter Responsibilities: First point of contact to answer questions for the public, handle low-level police reports, fee collections, vehicle releases, ticket sign-offs, and general records requests.
- Department Phones: Triage calls coming into the police business line, route as appropriate, and provide information to callers.
- Process All Department Citations: The department uses a combination of handwritten citations and automated ticket writers.
- Maintain and order department office supplies.
- Perform the registration process for sex offenders who are required to register with the RCPD.
- Perform fingerprinting and booking for misdemeanor arrests (cite released).
- Perform Case Processing: Review all cases after sergeants approve reports. Inspect for administrative and statistical errors. Prepare all paperwork associated with the case for filing with the district attorney. Also, submit all collision reports to the California Highway Patrol for statewide collision reporting purposes.
- Maintain the daily arrest log and disseminate that log to the media.
- Process all public records requests through the Redwood City "Next Request" portal.

- Statistical Reporting: Submit monthly reports to the Department of Justice for CIBRS. Audit reports for errors or warnings from the State of California. Perform training to new officers on legal requirements for state reporting. Submit annual DOJ reports.
- Manage the department document purging process in accordance with the law and department policy.
- RIPA data and reporting requirements. Audit RMS for accuracy prior to reporting.
- Perform alarm billing for false alarms.

RCPD is reasonably automated within its existing workflow. The automated reporting system used by officers in the field has reduced the amount of data entry that had been previously performed by Records Unit employees. However, that automation has not eliminated the workflow altogether. There is still some data entry that may be required on occasional paper reports. The auditing process for report accuracy in order to ensure the department data is acceptable for state reporting mandates is labor intensive. This workload for the unit can become very heavy at times and when there are multiple employees that are off work for extended periods of time the workload can be overbearing.

CPSM recommends the department consider hiring per-diem positions for Records. Based on our discussions with department management we believe this type of position could benefit the department in several areas without burdening the city with additional FTEs that may not be needed in the future. Areas of current use would include backfill of existing FTEs when off work in order to alleviate the workload on current employees and also to schedule additional positions to assist with backlogged projects within the Records Unit. The part-time per employee concept is already in place in RCPD's communication center.

RCPD did share that a backlog exists in many areas of responsibility of the Records Unit. Most notably is a ten-year backlog of document purging.

There were some other concerns noted by CPSM during our site visit that should be addressed.

RCPD officers will often cite release misdemeanor arrests in the field. Those arrestees are legally required to be "booked" after the arrest but prior to their court appearance. Therefore, these arrestees are expected to arrive at the police station during business hours whereby a records employee will process that booking with a photo and fingerprinting. This process requires that a records clerk allow an arrestee behind the secure counter at the police station and escort them into the fingerprinting room adjacent to the front desk. The clerk then proceeds to complete the booking process and when finished escorts the arrestee back to the front lobby.

In our evaluation of this process and after discussions with employees and management we believe there are some valid safety concerns with this practice. We have provided management with some verbal recommendations that should alleviate these concerns. CPSM recommends that RCPD reevaluate the misdemeanor booking process and make immediate changes.

CPSM also learned that records clerks are tasked with sending out report correction notices to employees. Records clerks are also responsible with following up to ensure officers and other employees have in fact completed the corrections to reports. On some occasions this has created some conflict between officers / sergeants and the records clerks. CPSM recommends that RCPD reevaluate the process of how report correction notices are disseminated in the agency. A better alternative would be to have all report correction notices processed by records but issued from a police manager.

## DISPATCH OPERATIONS

---

9-1-1 communications, a 24-hour operation, is a vital component of an effective law enforcement agency. Often the first point of contact for a citizen seeking assistance, communications operators play a significant role in setting the tone for the community's attitude toward the agency. The efficiency with which they collect information from callers and relay that information to responding personnel significantly impacts the safety of citizens as well as police officers.

The Redwood City Police Department operates a dispatch center, housed within the main police station. The center is the primary answering point for all 911 calls from within the Redwood City community. If the call is not police-related it is transferred from the RCPD dispatch center to the appropriate agency for service.

The RCPD dispatch center staffing consists of one dispatch manager, one lead dispatcher, and 12 dispatchers when fully staffed. At the time of this report the center had three vacancies, one at the lead dispatcher position and two at the dispatcher position. The department has requested that one of the existing dispatchers be converted to a second lead dispatcher for additional supervision. We would support this change to better balance span of control ratios, assuming that lead dispatcher is contributing to the minimum staffing in the dispatch center. Staffing is supplemented by a small cadre of part-time dispatchers who are available for occasional shift coverage when needed. Like many other areas of RCPD operations, maintaining a full staff and controlling the amount of overtime necessary to keep the center properly staffed is challenging. RCPD's use of part-time dispatchers is a successful model in many communities.

The center employs 12-hour shifts with a rotating scheduling for all full-time personnel. This results in dispatchers working 84 scheduled hours every two weeks. Twelve-hour schedules are among the most efficient scheduling systems for police departments to ensure consistent coverage, but the long shifts can take a toll on a workforce. This toll can be especially true in a dispatch center where employees spend so much of their day inside stationed in front of a computer workstation answering 911 calls and managing police radio traffic.

We will not make recommendations about the current scheduling but encourage the department to reevaluate this scheduling system when it reaches full staffing; the department must ensure the scheduling system is not contributing to workload fatigue or burnout of its dispatchers. It is worth noting that employees did not cite any concerns about the schedule and the department stated that the current cadre of dispatchers enjoy the additional days off that a 12 hours schedule affords them. Schedules change quarterly and are selected based upon seniority; however, the department has a practice that employees with less seniority have at least one quarter with a dayshift schedule. This is done to ensure that employees with less seniority do not always have to work nights for personal health reasons and also ensures those employees are exposed to department operations during the day.

Minimum staffing within the center is two dispatchers, 24 hours a day, 7 days a week. That number does not include the dispatch supervisor and may or may not include the lead dispatcher if they are on duty. The determination of using the lead dispatcher in minimum staffing is dependent upon the number of long-term vacancies in the unit. That number also does not include a dispatcher trainee who may be on duty. If there is a trainee present there is also a training dispatcher present; together the trainee and trainer would count as one person for minimum staffing purposes.

The technology within the dispatch center is good. Employees have modern terminals and workstations that allow for ergonomic adjustments for comfort during long work hours. Employees can choose to sit or stand to perform their jobs and have access to the systems required to efficiently perform their duties. The workstations have multiple display monitors, which allows a dispatcher to configure what they see in front of them to suit their preferences.

RCPD uses the Sunridge CAD / RMS for its dispatch and RMS platforms. The department has been a customer of Sunridge for many years; staff stated they are happy with the product as it provides them the tools necessary to effectively do their jobs.

Three of RCPD's 12 dispatchers are bilingual (Spanish speakers) and when on duty can be immediately connected to a non-English speaking caller on the 911 system. If one of those dispatchers is not on duty or the caller speaks another language the center has immediate access to a translation service that can be patched into a 911 call to assist the on-duty call taker with gathering the necessary information to provide emergency services.

The RCPD dispatch center also provides all tactical dispatching for the regional SWAT team in which RCPD participates. Three RCPD dispatchers are trained and available to serve in this capacity when needed. RCPD is the only agency within this SWAT partnership to have assigned dispatchers as the other agencies (Menlo Park and Atherton) do not have any trained dispatchers to contribute to the mission.

RCPD does not have any dispatchers cross-trained as emergency medical dispatchers. All medical-related emergencies are transferred to an appropriate agency such as the Fire Department.

Of the 12 authorized dispatchers, five are also certified trainers, meaning they are responsible for the training of all new dispatches hired by the agency. Employees receive a five percent additional stipend while they are involved in training. While five dispatchers carry this certification, only two regularly are paired with a trainee. The training component of this job is very difficult and requires a great deal of patience. The department has plans to send additional dispatchers to school to become certified trainers as those training opportunities become available in Northern California.

RCPD tracks the efficiency of its dispatchers. In most cases, the personnel working in the center have an efficiency of less than one minute from the time a priority 1 emergency call is received until that call is saved into the CAD system to get resources dispatched to the call. Those efficiency numbers are only slightly higher for priority 2 and priority 3 calls for service. This information is from a data report provided to CPSM that illustrates how management tracks the performance of its call takers. The report is available to individual dispatchers during their evaluation so they can see their own personal performance. It also highlights those who are less efficient and identifies the need for additional training or repetition to become more efficient.

In comparing the internal performance report against the data compiled by CPSM, we believe it highlights an area that can be improved. CPSM data compiled from the department CAD system shows an average response time on priority 1 calls of 8.7 minutes. Of that 8.7 minutes, 4.7 minutes is the officer travel time to the call while 4 minutes is taken up as dispatch processing time. That dispatch processing time is the cumulative time it takes a dispatcher to enter a call into the CAD system and to get that call to an officer in the field for a response. It appears from RCPD's own data that the dispatchers are very efficient at receiving the call and entering that call into CAD. There appears to be a delay between that call entry and getting an officer dispatched.

There could be legitimate reasons for this situation, including the availability of an officer to dispatch or waiting for a beat unit to be available. It is also worth noting that not all priority 1 calls are equal in warranting an emergency response. For instance, many alarm calls can be priority 1 calls, yet most are statistically known to be false. It's reasonable to not expedite an officer's response to an alarm call in the same manner as an in-progress assault call. Later in this report there is a recommendation to evaluate ways to improve the department's response time. This is simply one area that can be further explored.

## ADMINISTRATIVE INVESTIGATIONS

The administrative investigations or "internal affairs" function of RCPD is managed by the administrative captain and guided by RCPD Policy 319, Standards of Conduct, and Policy 1010, Personnel Complaints.

*The Redwood City Police Department's policy is that all complaints will be accepted and addressed in accordance with department policy and applicable federal, state, and local law, municipal and county rules, and the requirements of any collective bargaining agreements.*

Sergeants have discretion to address very minor concerns from a citizen regarding an officer's conduct or the service provided by the department if that citizen is agreeable to allowing the sergeant to handle their concern informally. If the citizen desires to make a formal complaint, or the allegation is of a serious nature, the complaint is forwarded to the administrative captain to determine the appropriate course of action.

RCPD does not have a dedicated internal affairs unit or dedicated investigators who handle all complaints. Rather, the department relies on its cadre of lieutenants and sergeants from throughout the organization to conduct personnel investigations when needed. In some cases there may be an internal conflict based on the nature of the complaint, or if the rank of the employee involved or the allegation is serious enough, the department may elect to have outside counsel investigate an allegation of misconduct.

The following table provides a breakdown of the number of internal investigations conducted by RCPD for 2019 through 2021. The table denotes the rank of the employee that conducted the investigation.

**TABLE 4-1: Total Number of IA Investigations Per Year / Rank of the Investigator**

Rank of the Assigned Investigator	2019	2020	2021	Total by Rank (three-year period)
Sergeant (12)	8	3	7	18
Lieutenant (4)	16	10	6	32
Captain (2)	1	0	2	3
Outside Counsel	0	2	2	4
<b>Total by Year</b>	<b>25</b>	<b>15</b>	<b>17</b>	<b>57</b>

When a complaint is received the administrative captain will look at the nature of the allegations and what the potential consequences would be if misconduct is found to have occurred. Those factors guide the captain's decision of who to assign a case for investigation. Sergeants will often be assigned cases that are unlikely to result in serious discipline. This is by design and intended to prepare sergeants for future roles as a lieutenant by having their administrative work assessed through this process. Lieutenants shoulder most of the burden of



conducting internal investigations and by virtue of assignment most of those investigations are taken by the two patrol lieutenants. These lieutenants also have shift commander duties for all patrol officers and sergeants in the field.

Complaints received by the department can come from the public but can also be internally generated if potential misconduct is observed by a member of the department. The following table shows a breakdown of the origin of complaints for 2019 through 2021.

**TABLE 4-2: Source of all RCPD Complaints, 2019–2021**

Year	Internally Generated	Citizen Generated	Total
2019	14	11	25
2020	7	8	15
2021	12	5	17
<b>Three-Year Total</b>	<b>33</b>	<b>24</b>	<b>57</b>

This shows that more complaints originated from within the department than were generated as a result of a formal complaint received from a citizen. Of the 57 complaints formally investigated, the findings are as follows:

- 20 percent resulted in a finding of exonerated.
- 19 percent resulted in a finding of unfounded.
- 19 percent resulted in a finding of not sustained.
- 34 percent resulted in a finding of sustained misconduct.
- 3 percent resulted in a disposition of no finding.
- 5 percent were still pending an outcome (as of October 2022).

Internal investigations can be very complex. The department desires to have all investigations completed by the investigating sergeant or lieutenant within 60 days of receiving that case. Short investigation times are beneficial to the employee, since having an 'open IA' can be a stressful experience. The more efficiently a case can be resolved the better for all parties involved. However, as one can see by the incomplete cases noted above, there are cases that take a significant period of time to complete as the administrative process play out.

Often, cases can be stalled if the employee is off work for personal, medical, or work-related issues for an extended period of time. It is important to point out that the current 60 day 'desired' turnaround is double that of the desired 30 day turnaround that was in place less than 10 years ago. This is a byproduct of the changing nature of these investigations; they have become more complex and heavily scrutinized and often involve legal proceedings within the employee disciplinary process.

Earlier in this report we suggested a restructure of the management function of the department. Specifically, we believe that hiring a civilian manager to handle many of the department administrative functions will allow the two captains to manage the patrol and investigative divisions of the department. Within that recommendation the Investigations Division would have two lieutenants, one being the current investigations lieutenant and the other being the current administrative and training lieutenant. The existing training sergeant would also be assigned within this structure. We believe making this move would allow the department to use the administrative lieutenant as well as the sergeant to handle most of the IA investigations.

This would serve several purposes. The department would have more of a dedicated internal affairs function to ensure existing investigations are consistent and more capable of withstanding the legal pressures that come with these investigations. Secondly, it would alleviate much of the workload these investigations create for the other sergeants and lieutenants in the organization. This would allow those sergeants and lieutenants more time to focus on their areas of responsibilities.

In conversations with many of the department supervisors and managers we learned that the administrative responsibilities placed on this group are increasing and demanding more of their time. This is resulting in sergeants focusing less and less on their field supervision responsibilities and spending more time in the station handling administrative responsibilities. This is likely to continue unless specific steps are taken to reduce their administrative workload.

CPSM recommends the department realign its supervision and management positions to ensure fewer lieutenants and sergeants are tasked with administrative work. This is not intended to eliminate all internal investigative responsibilities from the normal cadre of available lieutenants and sergeants. It is normal to assign lower-level investigations to the chain of command within the division of the effected employee. This also allows for development of administrative investigation skill sets within the workforce. This recommendation is designed to alleviate the heavy workload on certain positions that have other significant responsibilities such as field supervision and watch commander duties and shift the investigative burden to positions that can apply a greater degree of focus to conduct these investigations.

Under the current workflow for IA investigations the completed investigation is forwarded to the administrative captain or the patrol captain, who makes a determination of findings based upon the content of the case file. If discipline is recommended there is an internal process of establishing a disciplinary panel. If the recommendations made above are implemented there are components of this process that will have to be amended. For instance, a lieutenant within the effected employee's chain of command should receive a completed case and that lieutenant should write up the findings. Additionally, the current role of the deputy chief performing the Skelly responsibilities should be transferred to the Chief of Police. All things considered, CPSM recommends a realignment of the IA investigative workflow.

Currently, an IA case file is stored in a physical folder that contains all the hardcopy reports as well as any DVDs that contain any body camera footage and digital evidence. RCPD uses a workflow tracking software called Guardian Tracking to keep track of where the physical file is located based upon who is currently assigned the investigation. Management shared stories of sometimes having to search an employee's desk when the employee was off work in order to find a folder if it was needed. This physical folder process also requires that an employee take time to download BWC footage and other digital evidence and burn it onto a DVD disk for the case file. This process results in unnecessary inefficiencies that could be solved with current technology. This process also compromises the confidentiality of the content of these cases.

Several years ago, RCPD evaluated the use of a software called IA Pro to track and digitize its IA investigations. As the department began to use the software it found that it contained far more features than the department felt it needed; this complicated the existing workflow. The department elected to use only the IA investigation portion of the platform and did not test the other components, including use of force documentation and tracking, officer injury tracking, police vehicle collision reporting, and pursuit reporting. Staff advised CPSM that because only the IA portion of the software was used they did not interact with the system enough to get comfortable navigating the platform. A management decision was made to not use that software and the department moved to a simpler version of Guardian Tracking that better suited its needs.

Since making the decision to use Guardian Tracking there have been developments in these investigations that should warrant reconsideration of using an IA software program. Specifically, the department instituted body cameras for all officers and BWC footage has begun played a significant role in investigating complaints.

CPSM recommends that RCPD reevaluate the use of software designed specifically for tracking IA investigations. If the department chooses to adopt one of these platforms and use all the features available within the system, we believe the supervisors and managers will quickly become more comfortable with the system due to frequent interaction with the software. The benefits of these systems for RCPD include:

- A centralized digital storage of all reports contained within an administrative investigation. This will both track who views these confidential files and when they view them; it will also enable authorized users to see investigative progress in real time without the need to find a physical folder.
- A centralized point for all digital evidence to be stored and attached to the report. This will alleviate the unnecessary time an employee is spending downloading these files and burning them onto a DVD. It will also digitally track who is viewing that footage to ensure unauthorized users do not gain access to sensitive video on an unsecured DVD.
- A streamlined method to track all use of force reports, employee vehicle collisions, employee injuries, and other reporting mandates such as pursuits. These systems have the capacity to generate statistical data reports for the agency and eliminate paper or the use of digital Excel files currently being used.
- These systems also allow the department to place parameters into the software that may assist in highlighting problematic behavior in certain employees based upon patterns that may not always be recognized by individual supervisors and managers.

The implementation of body cameras in law enforcement has been very beneficial in the area of investigating allegations against police employees for misconduct. BWC footage can show misconduct but can also exonerate an officer. Prior to the advent of BWCs many allegations could not be conclusively determined as it was the officer's word against the word of the complaining party. Since BWC evidence is now available, RCPD has a process that allows for an expedited review and investigation of certain types of complaints. For instance, if a citizen alleges that an officer was rude during their contact the department has the ability to immediately view the BWC footage. If the officer was shown to be professional and there is no evidence to support the claim of discourtesy the department can quickly close those complaints without having to conduct a long and detailed investigation.

## Use of Force Reporting

Modern police agencies are required to track and investigate all use of force (UOF) incidents involving police officers. Redwood City has a policy that all UOF cases are reported to a supervisor who in turn will document the case for tracking purposes and initiate a review to ensure that the UOF was appropriate and within policy. The following table provides a statistical breakdown of data provided by the RCPD concerning use of force incidents.

**TABLE 4-3: RCPD Use of Force Data, 2019–2021**

	<b>2019</b>	<b>2020</b>	<b>2021</b>
Total Officer-Initiated Incidents	30,195	35,355	36,992
Total Enforcement Contacts	5,826	3,639	5,426
Total UOF Incidents	57	48	30
Percent of Enforcement Contacts Resulting in a UOF	0.98%	1.32%	0.55%

Of the 135 incidents of RCPD officers using force during this three-year period, only four involved an impact weapon such as a baton, 29 involved the use of an electronic control device (ECD), commonly referred to as a “taser,” and three involved a K-9 deployment. The remaining incidents involved a simple control hold, a takedown, or a physical strike of some type. Only one incident involved a serious injury to a suspect and that was a K-9 bite. This data suggests that use of force incidents are rare in Redwood City and when they do occur they are generally of a minor nature.

### Administrative Services Division Recommendations:

- CPSM recommends that RCPD add one civilian employee to the training unit for administrative responsibilities. (Recommendation No. 6.)
- CPSM recommends the department establish the parameters of training records and tracking capabilities it needs for effective management of the training program and then explore available technology solutions to meet its needs. (Recommendation No. 7.)
- CPSM recommends that RCPD move to implement its randomized audit component of the BWC program. (Recommendation No. 8.)
- The BWC audit component should be moved from the BWC manager to the individual supervisors of the employees under their supervision. (Recommendation No. 9.)
- CPSM recommends that RCPD move to add an additional civilian position to work under the BWC Manager to assist with the workload involved in managing the program. (Recommendation No. 10.)
- CPSM recommends the department consider adding per-diem (part-time) positions for the Records Unit. (Recommendation No. 11.)
- The RCPD should reevaluate the misdemeanor booking process and make immediate changes to better protect its employees and its facility. (Recommendation No. 12.)
- The RCPD should examine the process of how report correction notices are disseminated in the agency. (Recommendation No. 13.)
- CPSM recommends the department realign its supervision and management positions to ensure fewer lieutenants and sergeants are tasked with administrative investigations. (Recommendation No. 14.)
- CPSM recommends a realignment of the IA investigative workflow. (Recommendation No. 15.)
- CPSM recommends that RCPD reevaluate the use of a software system designed specifically for managing IA investigations. (Recommendation No. 16.)

# SECTION 5. PATROL DIVISION

---

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

## WORKLOAD

---

Between September 1, 2021, and August 31, 2022, the communications center recorded approximately 54,767 events that were assigned a call number, which included an adequate record of a responding patrol unit as either the primary or secondary unit. This total equates to an average of 150.0 patrol-related events per day, approximately 8 percent of which (11.6 per day) had fewer than 30 seconds spent on the call.

The following table shows the total annual number of patrol-related events and the average number of events per day by category.

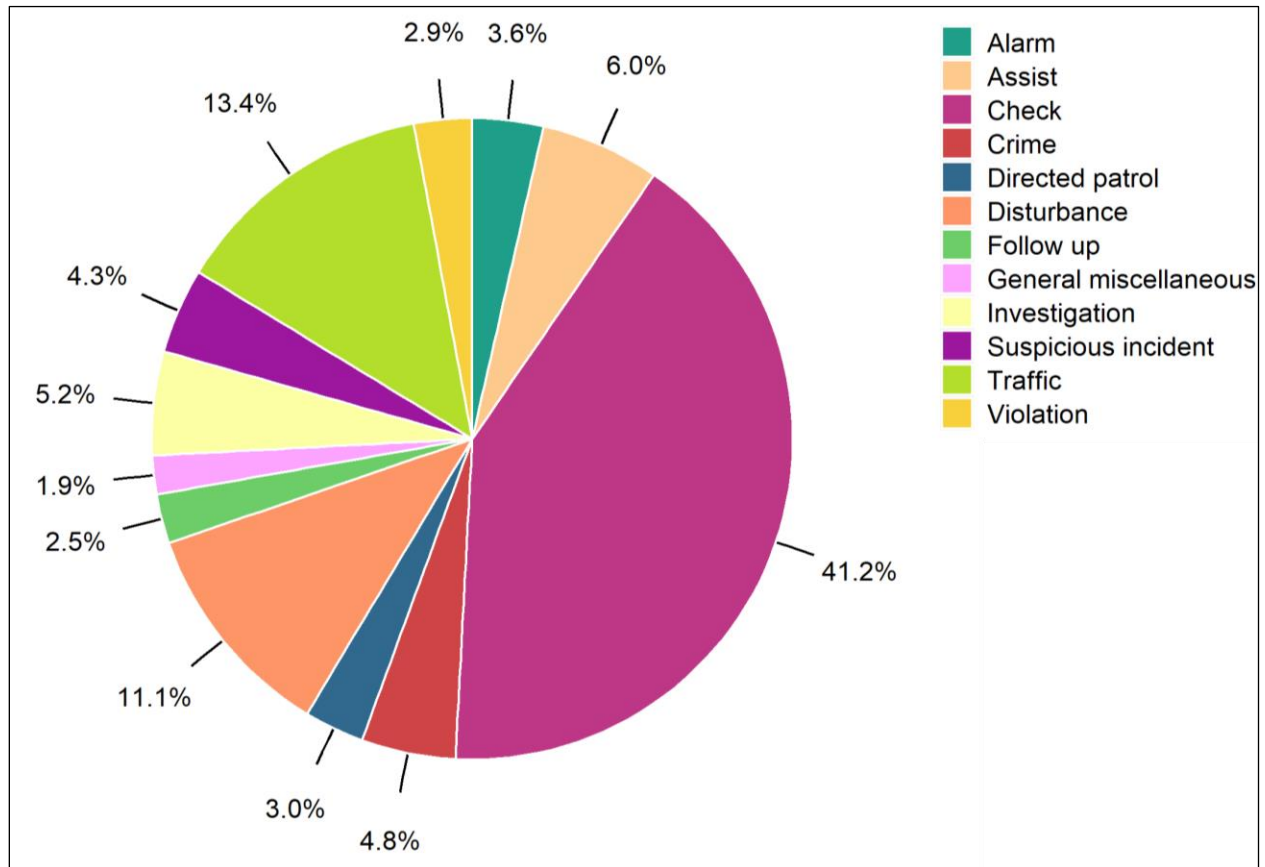
**TABLE 5-1: Events per Day, by Category**

<b>Category<sup>2</sup></b>	<b>No. of Events</b>	<b>Events per Day</b>
Accident	1,126	3.1
Alarm	1,954	5.4
Animal call	243	0.7
Assist citizen	2,363	6.5
Assist other agency	936	2.6
Check	22,590	61.9
Crime–person	790	2.2
Crime–property	1,812	5.0
Directed patrol	1,659	4.5
Disturbance	6,089	16.7
Follow-up	1,365	3.7
Investigation	2,863	7.8
Mental health	330	0.9
Miscellaneous	491	1.3
Suspicious incident	2,358	6.5
Traffic enforcement	1,248	3.4
Traffic stop	4,941	13.5
Violation	1,609	4.4
<b>Total</b>	<b>54,767</b>	<b>150.0</b>

---

2. See Appendix A in the data analysis for a description of all call categories and what is included in each category.

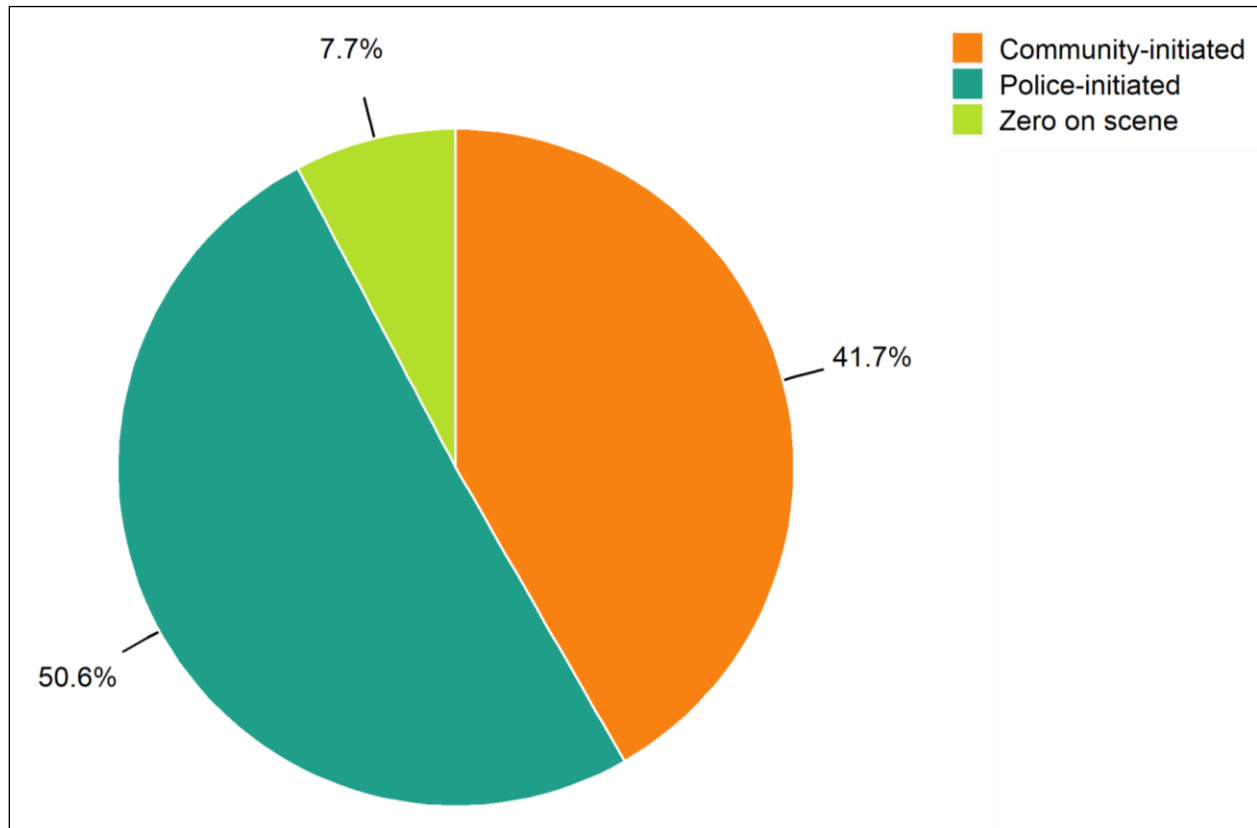
**FIGURE 5-1: Percentage Events per Day, by Category**



**Observations:**

- The top three categories accounted for 66 percent of events:
  - 41 percent of events were checks.
  - 13 percent of events were traffic-related.
  - 11 percent of events were disturbances.
- 5 percent of events were crimes.

**FIGURE 5-2: Percentage Events per Day, by Initiator**



**Note:** Percentages are based on a total of 54,767 events.

**TABLE 5-2: Events per Day, by Initiator**

Initiator	No. of Events	Events per Day
Community-initiated	22,831	62.6
Police-initiated	27,698	75.9
Zero on scene	4,238	11.6
<b>Total</b>	<b>54,767</b>	<b>150.0</b>

### Observations:

- About 8 percent of the events had zero time on scene.
  - The top three descriptions for zero on-scene events were “abandoned vehicle (report),” “PC/police check,” and “parking.” These accounted for about 60 percent of total zero on scene calls.
  - Patrol units spent 6,738 minutes on these 4,238 events, which averaged about 18 minutes per day.
- 51 percent of all events were police-initiated.
- 42 percent of all events were community-initiated.

**TABLE 5-3: Calls per Day, by Category**

Category	No. of Calls	Calls per Day
Accident	1,109	3.0
Alarm	1,881	5.2
Animal call	214	0.6
Assist citizen	2,293	6.3
Assist other agency	903	2.5
Check	19,891	54.5
Crime-person	784	2.1
Crime-property	1,791	4.9
Disturbance	5,589	15.3
Follow-up	1,334	3.7
Investigation	2,758	7.6
Mental health	330	0.9
Miscellaneous	448	1.2
Suspicious incident	2,258	6.2
Traffic enforcement	1,158	3.2
Traffic stop	4,932	13.5
Violation	1,331	3.6
<b>Total</b>	<b>49,004</b>	<b>134.3</b>

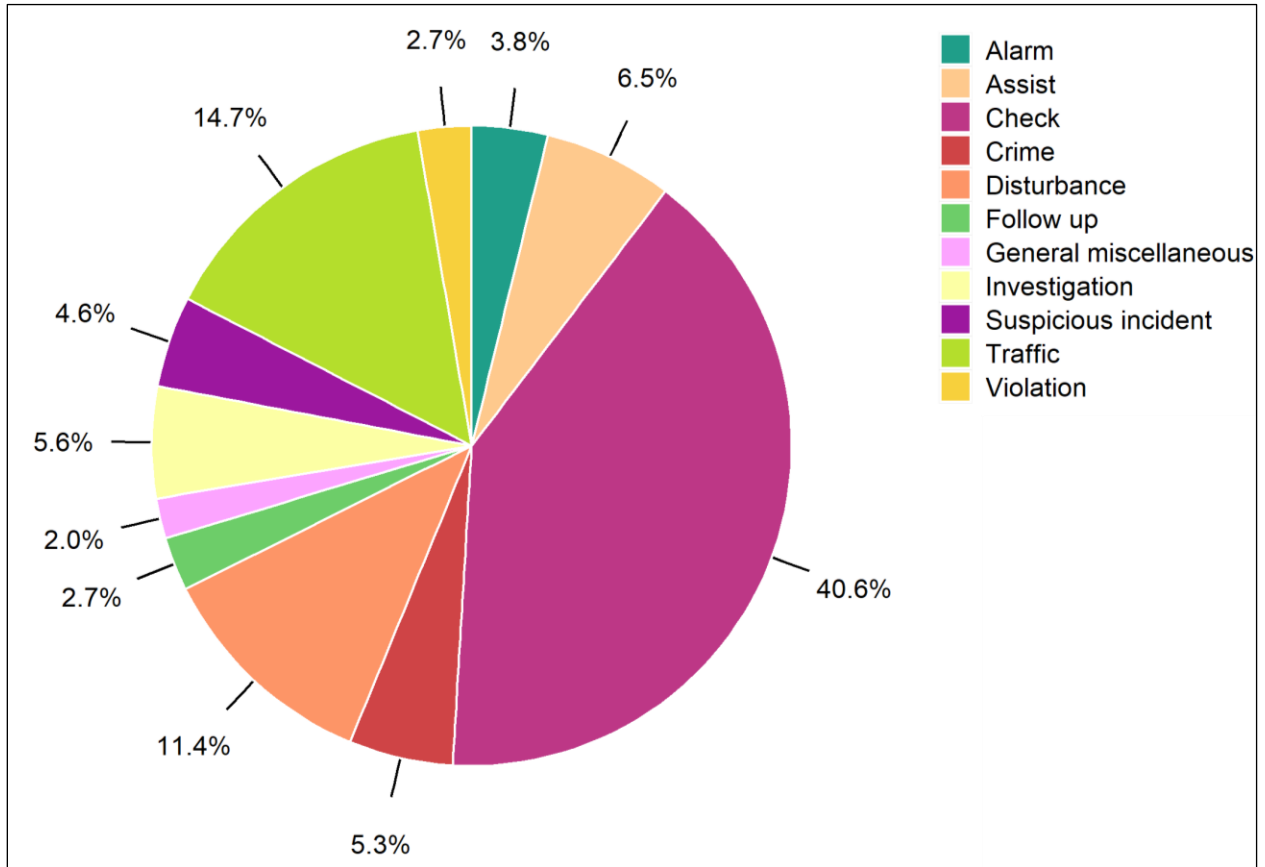
**Note:** The focus here is on recorded calls rather than recorded events. We removed 4,238 events with zero time on scene, as well as an additional 1,525 directed patrol events.

### Observations:

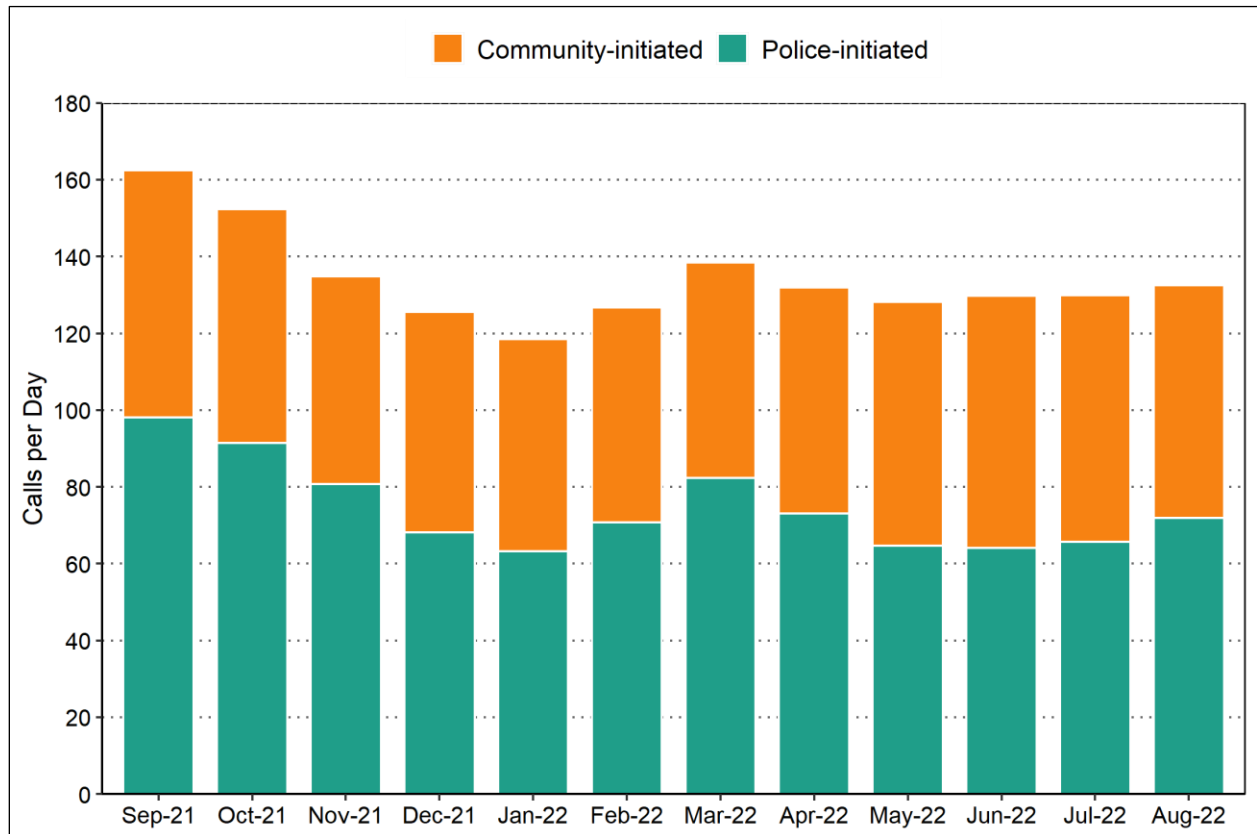
- On average, there were 134.3 calls per day or 5.6 per hour.
- The top three categories accounted for 67 percent of calls:
  - 41 percent of calls were checks.
  - 15 percent of calls were traffic-related.
  - 11 percent of calls were disturbances.
- 5 percent of calls were crimes.



FIGURE 5-3: Percentage Calls per Day, by Category



**FIGURE 5-4: Average Calls per Day, by Initiator and Month**



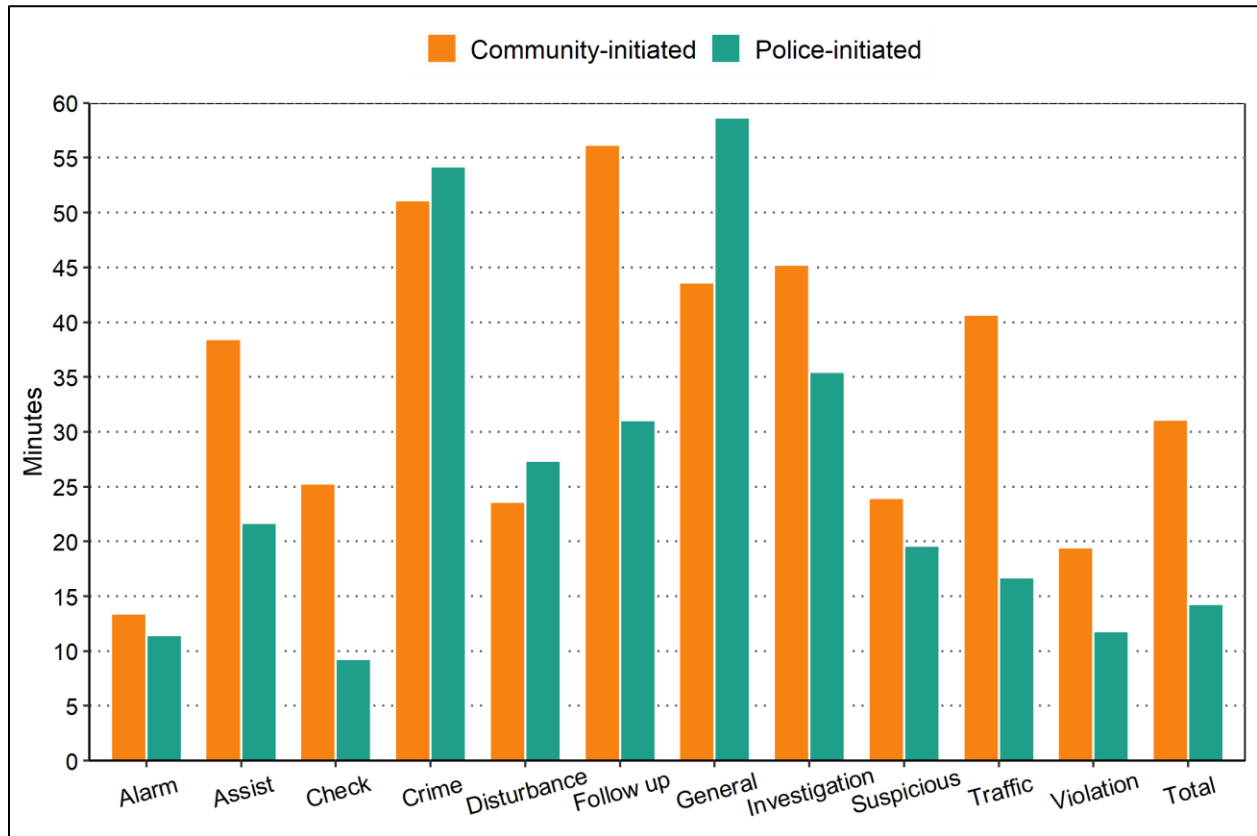
**TABLE 5-4: Average Calls per Day, by Initiator and Month**

Initiator	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Community	64.3	60.9	54.1	57.4	55.2	55.9	56.1	58.9	63.4	65.6	64.2	60.6
Police	98.1	91.4	80.7	68.2	63.3	70.8	82.4	73.1	64.7	64.1	65.7	71.9
<b>Total</b>	<b>162.5</b>	<b>152.4</b>	<b>134.8</b>	<b>125.6</b>	<b>118.4</b>	<b>126.7</b>	<b>138.5</b>	<b>132.0</b>	<b>128.1</b>	<b>129.7</b>	<b>129.9</b>	<b>132.5</b>

**Observations:**

- The number of calls per day was the lowest in January.
- The number of calls per day was highest in September.
- The months with the most calls had 37 percent more calls than those with the fewest ones.
- September had the most police-initiated calls, with 55 percent more than January, which had the fewest.
- June had the most community-initiated calls, with 21 percent more than November, which had the fewest.

FIGURE 5-5: Primary Unit's Average Occupied Times, by Category and Initiator



**TABLE 5-5: Primary Unit's Average Occupied Times, by Category and Initiator**

Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	41.0	1,045	31.1	64
Alarm	13.4	1,875	11.5	6
Animal call	21.6	207	19.9	7
Assist citizen	40.7	1,602	21.2	691
Assist other agency	34.0	806	24.9	97
Check	25.3	2,711	9.3	17,177
Crime—person	69.2	755	78.8	29
Crime—property	43.0	1,680	47.8	111
Disturbance	23.6	5,467	27.3	122
Follow-up	56.2	126	31.1	1,208
Investigation	45.2	1,560	35.5	1,198
Mental health	59.0	313	42.2	17
Miscellaneous	42.4	211	61.0	235
Suspicious incident	24.0	1,735	19.6	523
Traffic enforcement	40.1	527	43.2	631
Traffic stop	NA	0	13.2	4,932
Violation	19.5	1,184	11.8	147
<b>Weighted Average/Total Calls</b>	<b>31.1</b>	<b>21,804</b>	<b>14.3</b>	<b>27,195</b>

Note: The information in Figure 5-5 and Table 5-5 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. For this table we removed five calls with an inaccurate busy time.

### Observations:

- A unit's average time spent on a call ranged from 9 to 79 minutes overall.
- The longest average times were for police-initiated general miscellaneous calls.
- The average time spent on crime calls was 51 minutes for community-initiated calls and 54 minutes for police-initiated calls.

§ § §

## Non-call Activities

In the period from September 1, 2021, through August 31, 2022, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to non-call activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 22,674 activities remained. These activities had an average duration of 44.7 minutes.

In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in summer and winter.

**TABLE 5-6: Activities and Occupied Times by Description**

Description	Occupied Time	Count
Busy (out of service)	41.7	7,173
Report writing	60.8	8,575
To station	28.0	2,680
Administrative status	28.0	4,246
<b>Weighted Average/Total Activities</b>	<b>44.7</b>	<b>22,674</b>

### Observations:

- The most common non-call activity was report writing.
- The activity with the longest average time was report writing.

§ § §

## PATROL DEPLOYMENT, ALLOCATION, AND STAFFING

---

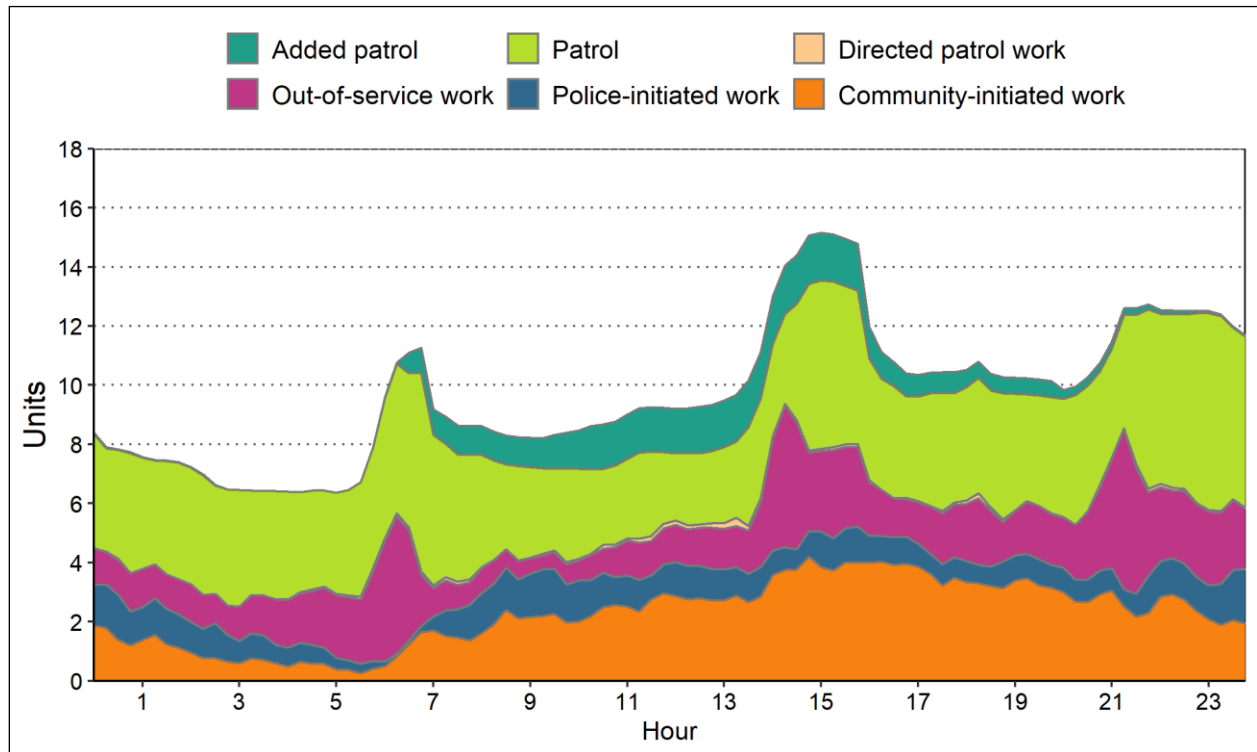
### Deployment

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2022) and eight weeks in summer (July 7 through August 31, 2022). The department's main patrol force consists of patrol units and sergeants, operating on 10-hour shifts starting at 6:00 a.m., 2:00 p.m., and 9:00 p.m. from Monday to Thursday, and on 12.5-hour shifts starting at 6:00 a.m., 2:00 p.m., and 6:00 p.m. from Friday to Sunday. The police department's main patrol force deployed an average of 9.3 officers per hour during the 24-hour day in winter 2022 and an average of 9.9 officers per hour in summer 2022. When additional units are included (e.g., K-9 units, motor units, and parking patrol units), the department averaged 9.9 units per hour during the 24-hour day in winter 2022 and 10.8 units per hour during the 24-hour day in summer 2022.

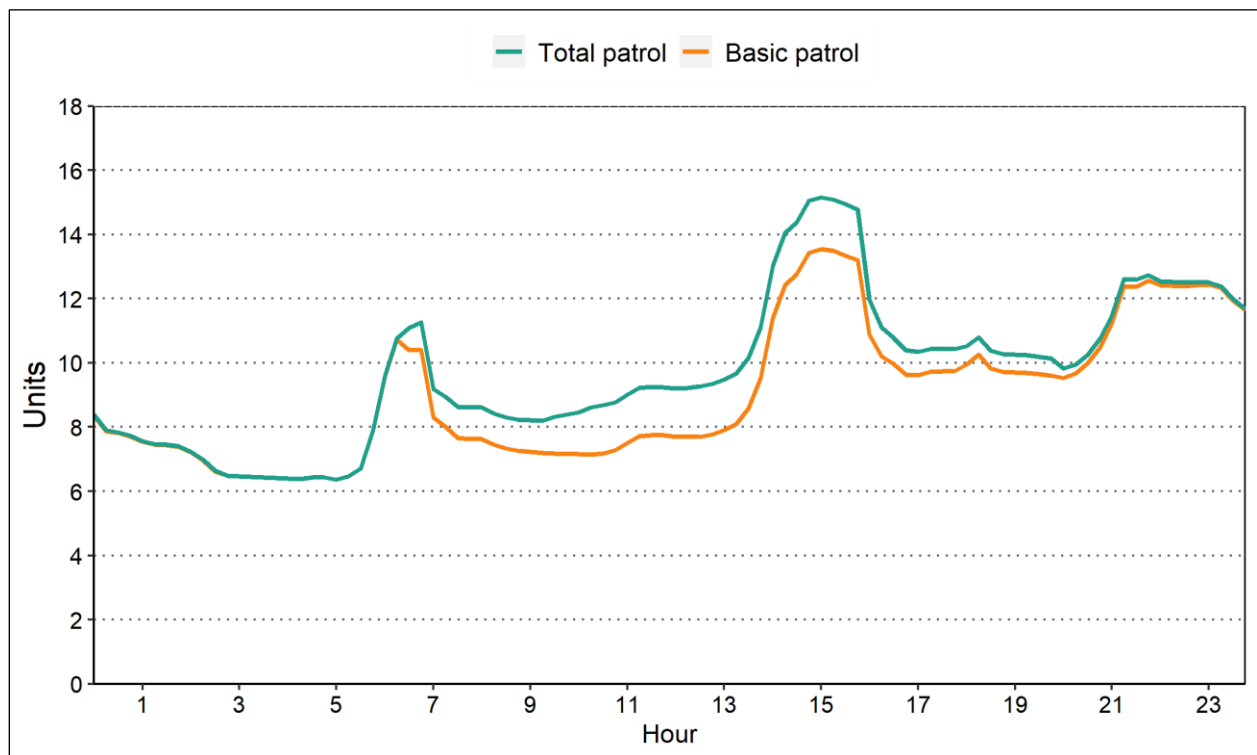
The following eight figures show the number of deployed officers for each of the four time periods studied, and charts "all" workload, which includes community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service activities in relation to patrol resources.

§ § §

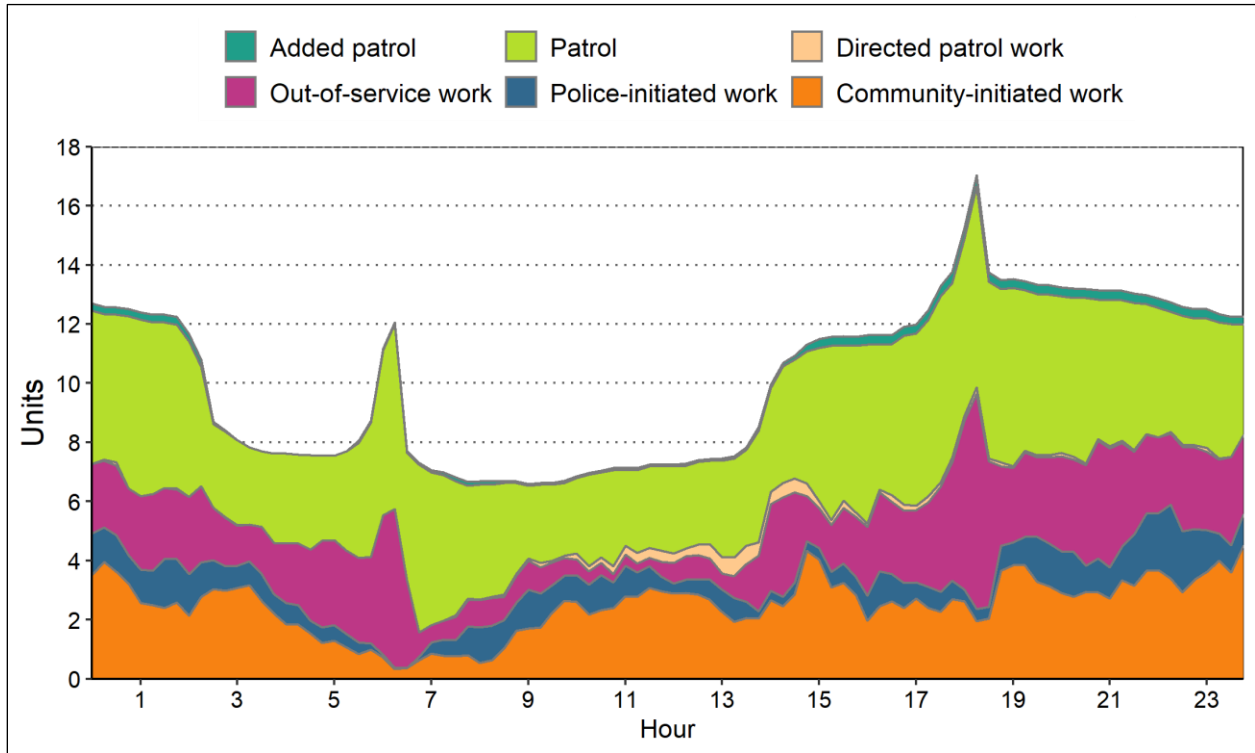
**FIGURE 5-6: Deployment and All Workload, Weekdays, Winter 2022**



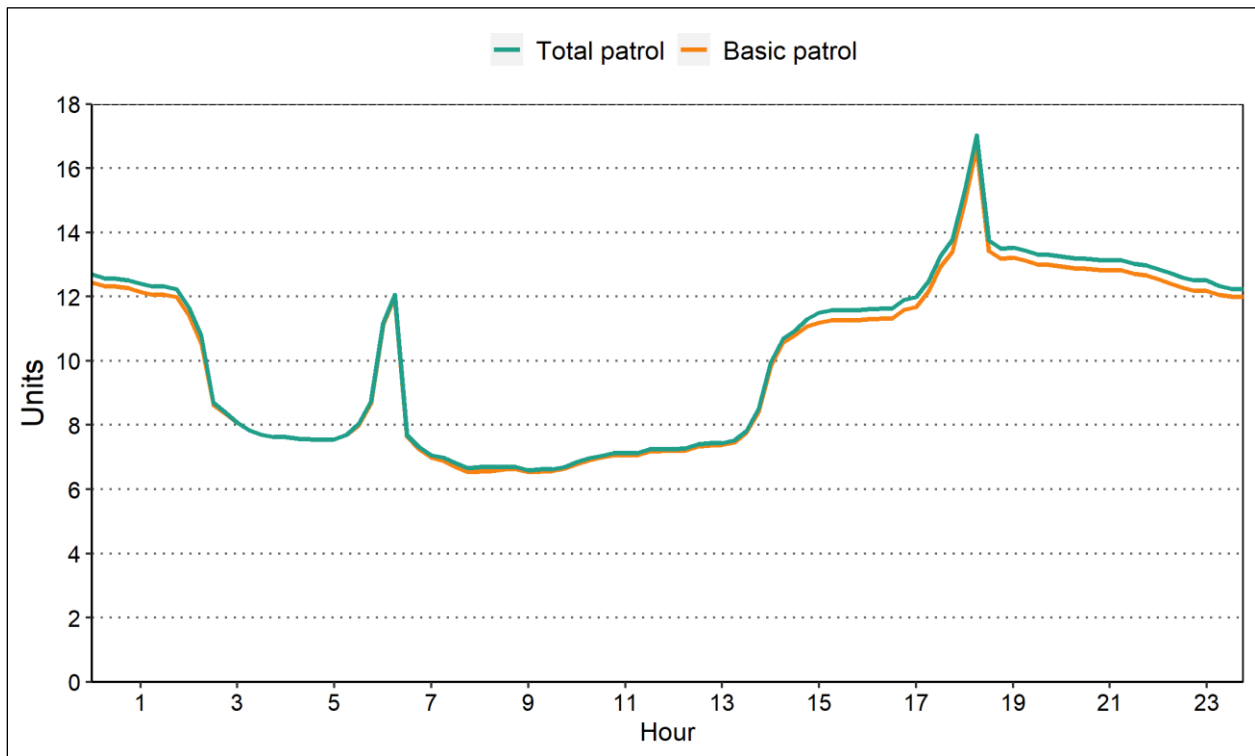
**FIGURE 5-7: Deployed Officers, Weekdays, Winter 2022**



**FIGURE 5-8: Deployment and All Workload, Weekends, Winter 2022**

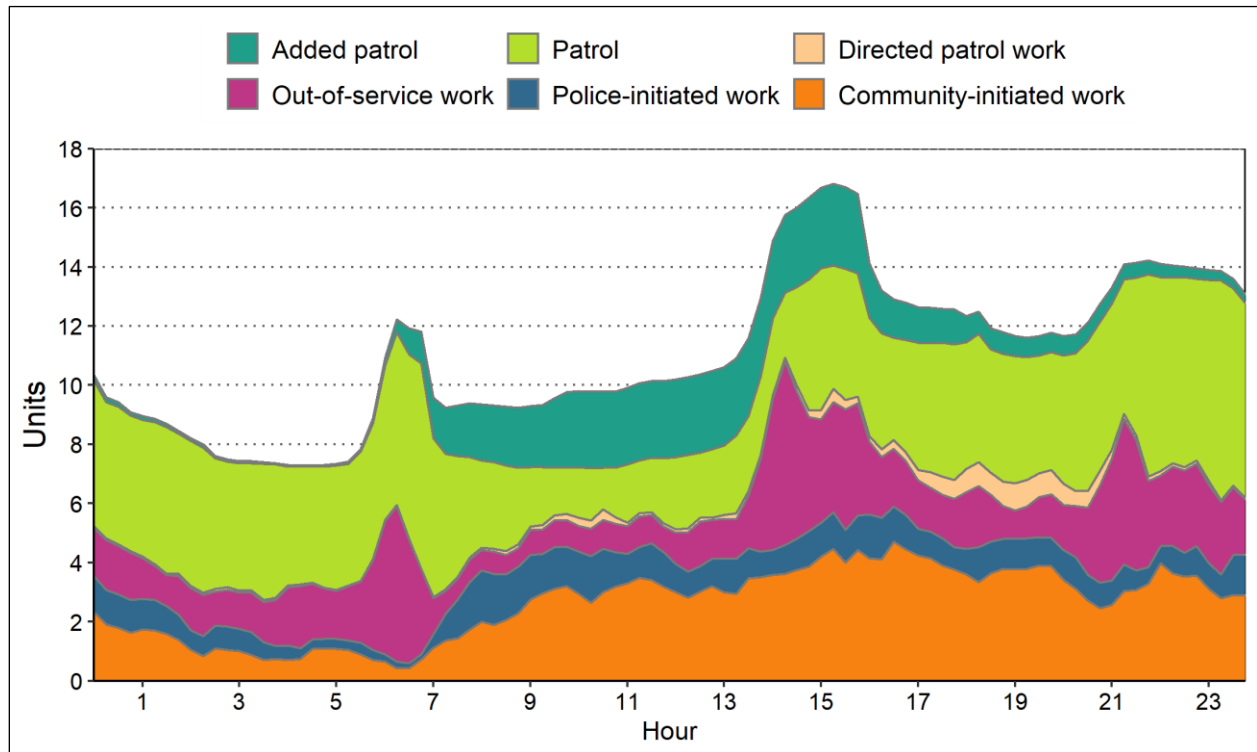


**FIGURE 5-9: Deployed Officers, Weekends, Winter 2022**

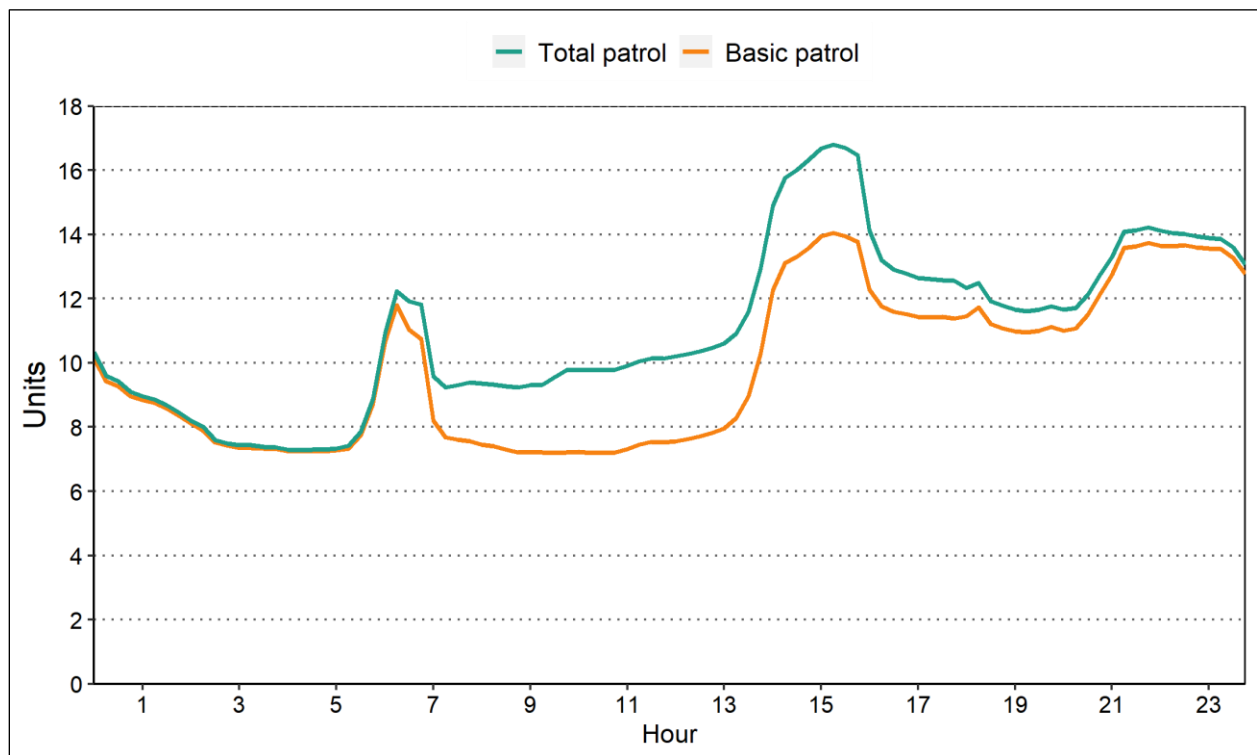




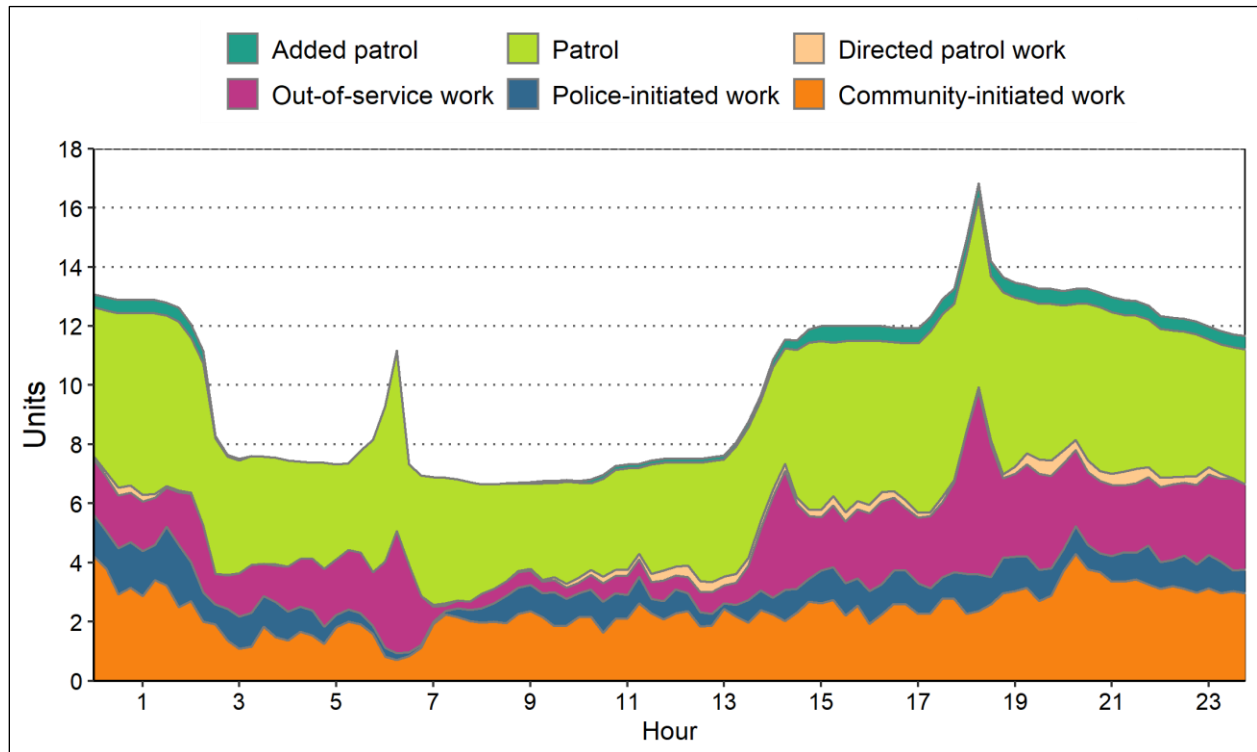
**FIGURE 5-10: Deployment and All Workload, Weekdays, Summer 2022**



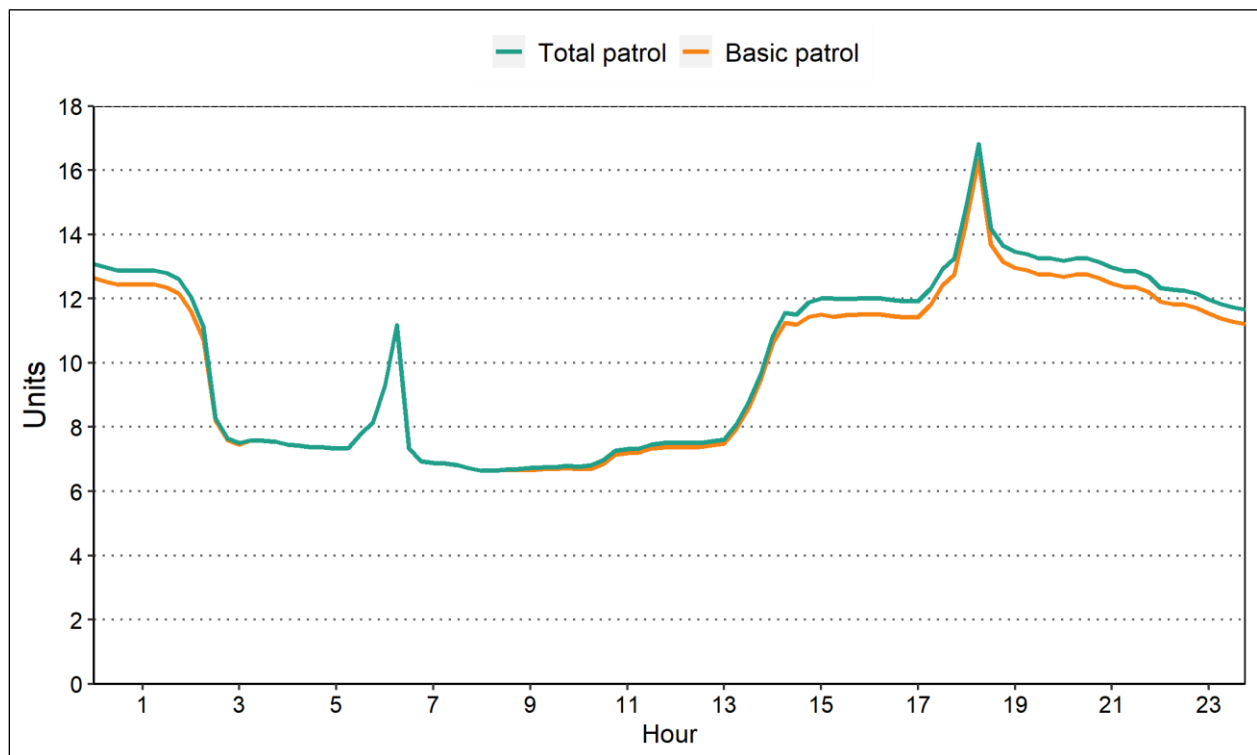
**FIGURE 5-11: Deployed Officers, Weekdays, Summer 2022**



**FIGURE 5-12: Deployment and All Workload, Weekends, Summer 2022**



**FIGURE 5-13: Deployed Officers, Weekends, Summer 2022**



## Observations:

### Winter:

- Community-initiated work:
  - Average community-initiated workload was 2.3 units per hour during the week and 2.5 units per hour on weekends.
  - This was approximately 23 percent of hourly deployment during the week and 24 percent of hourly deployment on weekends.
- All work:
  - Average workload was 5.1 units per hour during the week and 5.7 units per hour on weekends.
  - This was approximately 52 percent of hourly deployment during the week and 56 percent of hourly deployment on weekends.

### Summer:

- Community-initiated work:
  - Average community-initiated workload was 2.6 units per hour during the week and 2.4 units per hour on weekends.
  - This was approximately 24 percent of hourly deployment during the week and 24 percent of hourly deployment on weekends.
- All work:
  - Average workload was 5.8 units per hour during the week and 5.3 units per hour on weekends.
  - This was approximately 52 percent of hourly deployment during the week and 52 percent of hourly deployment on weekends.

## Allocation

Staffing decisions must be based on the actual workload, notably for patrol. Once the actual workload is determined, the amount of discretionary time is determined. Then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it. The RCPD is a full-service police department, and its philosophy is to address all requests for service in a community policing style. With this in mind, it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

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

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the

study looks at the total deployed hours of the police department with a comparison to the current time spent providing services.

Generally, a “Rule of 60” can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing). The second part says that no more than 60 percent of their time should be committed to calls for service, which includes all activities that occupy an officer's time, including calls from the public, self-initiated work, and administrative tasks. This commitment of 60 percent of their time is called the *Patrol Saturation Index*.

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

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

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

From an officer's standpoint, once a certain level of calls for service activity is reached, the officer's focus shifts to a reactionary mode. Once such a threshold is reached, the patrol officer's mindset begins to change from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes, “Why be proactive when I'm only going to be interrupted by a call?” Any uncommitted time is spent waiting for the next call. Sixty percent of time spent responding to calls for service is believed to be the saturation threshold.

### **Rule of 60 – Part 1**

According to numbers provided during our site visit, of the RCPD's authorized 97 sworn officers, 46 are assigned to uniformed patrol. The data gathered for the study showed an average of approximately ten officers per shift patrolling with slight variations for winter, summer, and day of the week. These 46 of the current 97 sworn officers represent 47 percent of the sworn officers in the RCPD. During our visit, the department had 11 sworn vacancies, with most vacancies held in patrol. If the department were to fill all the vacancies and assign all the new hires to patrol, 58 percent of its sworn personnel would then be assigned to patrol. Filling these positions would better balance the allocation of sworn personnel in the department.

This part of the “rule” is not hard-and-fast. Taken on its face, however, this part of the “rule” must be considered when examining the operational elements of the department when staffing recommendations are taken into consideration. The data presented here indicate that the

RCPD should consider short-term and long-term plans to rebalance the personnel allocation among units in the department.

### **Rule of 60 – Part 2**

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

CPSM contends that patrol staffing is optimally deployed when the SI is in the 60 percent range. A SI greater than 60 percent indicates that the patrol staffing is mainly reactive and overburdened with CFS and workload demands. A somewhat less than 60 percent SI shows that patrol staffing is optimized. However, SI levels much lower than 60 percent indicate underutilized patrol resources and may signal an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day or that no more than 60 percent of *any* officer's time be committed to CFS in any given hour. The SI at 60 percent is intended as a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60.

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

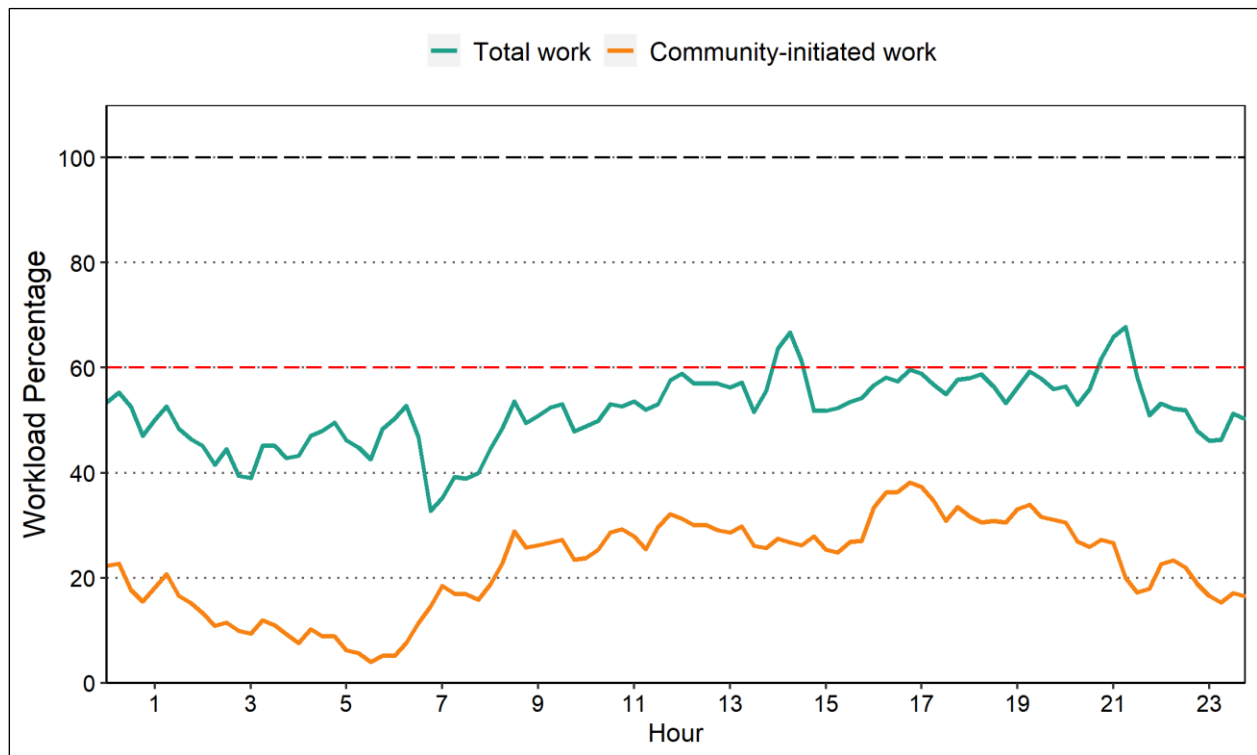
The CPSM data analysis in the second part of this report provides a rich overview of calls for service and staffing demands experienced by the RCPD. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the department to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

Figures 5-14 through 5-17 show the “saturation” of patrol resources in the RCPD during the two months (seasons) on which we focused our workload analysis. By “saturation,” we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is “saturated” with workload demands? This “saturation” compares workload with available staffing for an average day during selected months. The figures represent the staffing and demand during weekdays and weekends during summer 2022 and winter 2022. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

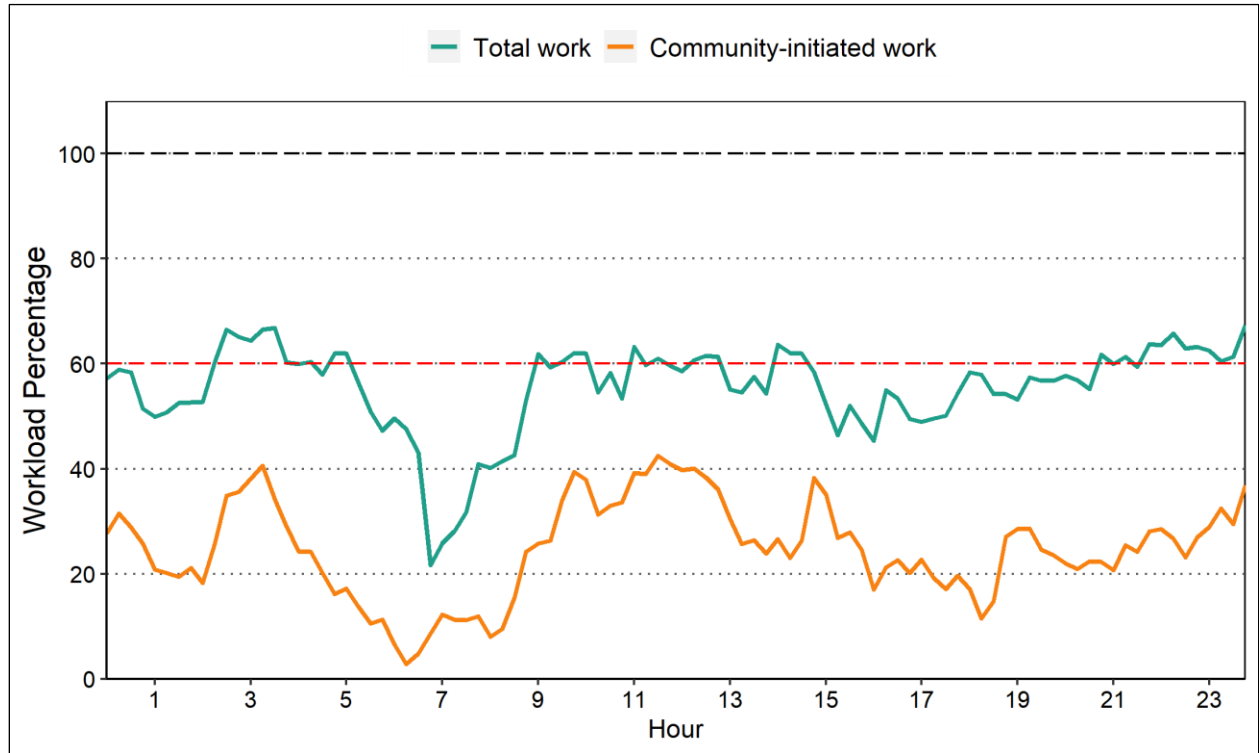
During the site visit and the dozens of interviews the CPSM team conducted, we learned the culture of the RCPD is one of beat responsibility. What this means in practice is if a non-emergency call is in an officer's assigned beat, it is expected that they should handle the call. As

well, it was repeatedly reported to us that this culture has led to officers not accurately reporting their status in the computer-aided dispatch system. It is often the case that when officers are writing reports or conducting follow-ups, they leave their status as available in the CAD system to avoid another officer getting assigned a call in their beat. In reality, they are still finishing a prior call or working on a follow-up from a previous investigation. If this practice is broadly used as reported, the saturation rate we've calculated here may be understated. CPSM recommends the department establish a protocol for how officers accurately document their time spent in order to accurately reflect the workload of officers in the field.

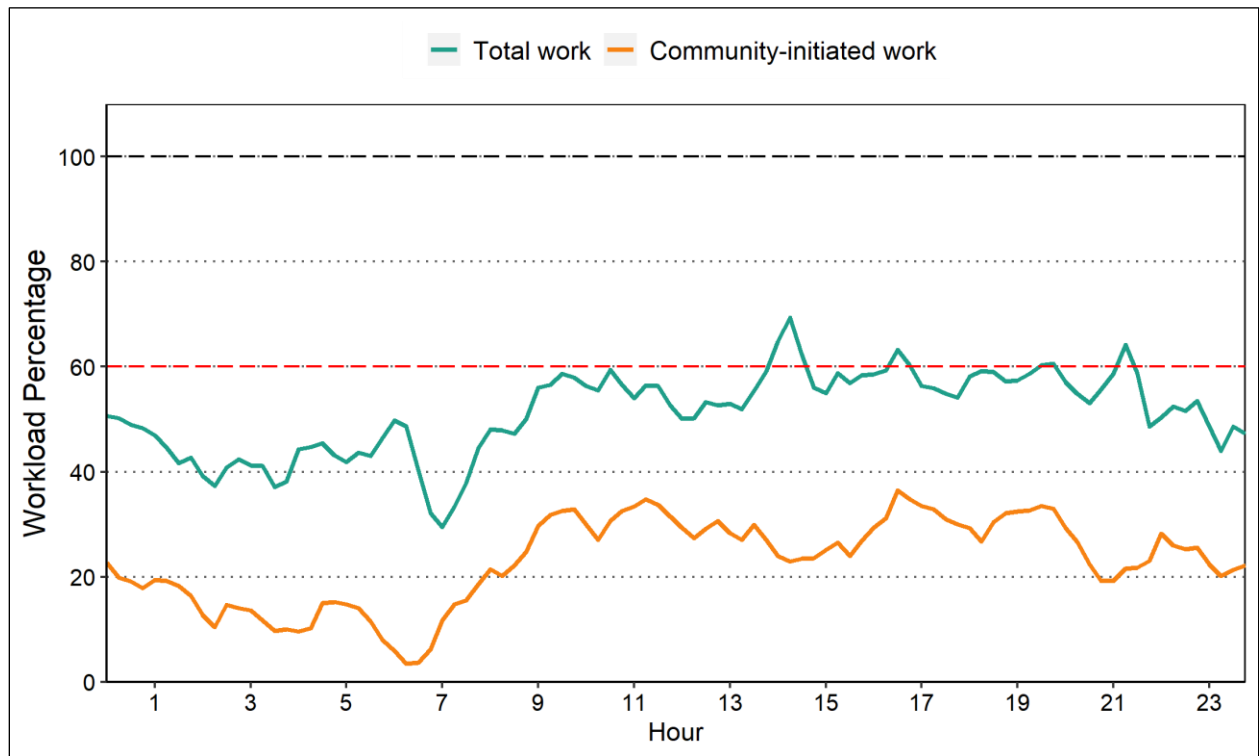
**FIGURE 5-14: Percentage of Workload, Weekdays, Winter 2022**



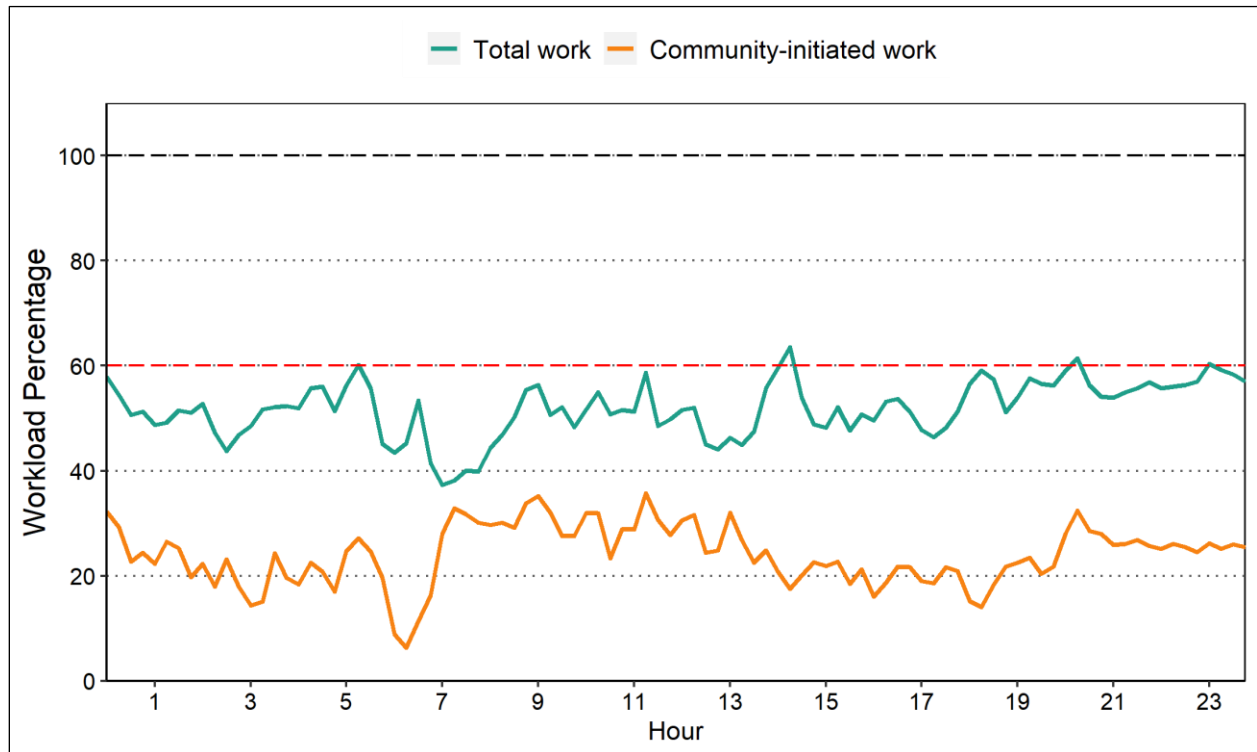
**FIGURE 5-15: Percentage of Workload, Weekends, Winter 2022**



**FIGURE 5-16: Percentage of Workload, Weekdays, Summer 2022**



**FIGURE 5-17: Percentage of Workload, Weekends, Summer 2022**



**Observations:**

**Winter:**

- Community-initiated work:
  - During the week, the workload reached a maximum of 38 percent of deployment between 4:45 p.m. and 5:00 p.m.
  - On weekends, the workload reached a maximum of 42 percent of deployment between 11:30 a.m. and 11:45 a.m.
- All work:
  - During the week, the workload reached a maximum of 68 percent of deployment between 9:15 p.m. and 9:30 p.m.
  - On weekends, the workload reached a maximum of 67 percent of deployment between 3:15 a.m. and 3:45 a.m. and between 11:45 p.m. and midnight.

**Summer:**

- Community-initiated work:
  - During the week, the workload reached a maximum of 37 percent of deployment between 4:30 p.m. and 4:45 p.m.
  - On weekends, the workload reached a maximum of 36 percent of deployment between 11:15 a.m. and 11:30 a.m.



- All work:
  - During the week, the workload reached a maximum of 69 percent of deployment between 2:15 p.m. and 2:30 p.m.
  - On weekends, the workload reached a maximum of 64 percent of deployment between 2:15 p.m. and 2:30 p.m.

The percentage of workload shown in the figures indicates that overall there is sufficient staff assigned to patrol. As the figures show, most of the time, the total workload is under the 60 percent threshold, although the workload does approach that threshold and, at times, exceeds 60 of deployed time. Again, the charts demonstrate the workload according to how the officers document their time.

Based on the percentage of officers currently assigned to patrol and the number of vacant positions, CPSM recommends filling the vacant positions and assigning them to patrol. During the study, the percentage of workload mostly stayed under the 60 percent threshold. At the same time, it was reported to us during our site visit that officers do not accurately report their busy time in CAD. CPSM believes that as the accuracy of officers reporting how they spend their time improves, the filling of the vacancies will offset the increase in deployed time that will be attributed to work. In other words, filling vacant positions and assigning them to patrol should provide the right amount of personnel for the true workload experienced by RCPD officers.

## Staffing

During the site visit, we learned that many officers work overtime shifts, with a common practice being to mandate that officers report early before or hold over after their shifts. As we noted earlier, when we looked at the overall staffing for patrol, the analysis indicates patrol that staffing levels are sufficient based on the 60/40 rule, but there is little "give" in staffing. When an officer is unavailable to work because of vacation, illness, or injury, another officer is typically required to backfill on overtime. Payroll data shows that an average of 17 percent of patrol shifts are filled each day on overtime (1.9 of the average 11 officer shifts per day). Per labor management agreements, the only people required to work patrol overtime are those assigned to uniformed patrol. Although officers assigned to specialty details may work overtime in patrol, only patrol officers are ordered in to work patrol.

As reported to our consultants during the site visit, the result appears to be a significant strain on the uniformed patrol officers and a perception of the department being short staffed. Many officers are routinely working half shifts in addition to their 12-hour shifts. The reporting early and holding over results in multiple 16-hour work days for many officers assigned to patrol.

Given the long shifts and substantial commute times of many employees, the department has installed a "sleeping trailer" in the back parking lot. This trailer is available for use by department employees to sleep between their shifts. Although the availability of sleeping quarters can alleviate some of the short-term issues associated with long shifts, consistent 16-hour shifts are not sustainable. For the health and wellness of the officers and to mitigate the liability risks associated with consistently long shifts, CPSM recommends the department consider ways to minimize the number of 16-hour shifts. Based on information and observations during the site visit, CPSM has identified several issues RCPD should address that may result in minimization of the number of 16-hour shifts officers must work. The following list identifies the issues and provides recommendations. Whatever the result of the department's specific actions, the goal should be a substantial reduction of the need for 16-hour shifts.

- Reevaluate the minimum staffing levels established for each patrol shift. The data indicates there may be an opportunity to lower the number of officers assigned to some shifts.
- RCPD's practice is to attempt to have two officers split an overtime shift versus ordering somebody in for a complete 12-hour shift. For example, it will have one officer stay late to cover the first half of the open shift, and then have another officer come in early to cover the second half of the shift. This splits the burden of a mandated shift but results in regular 16-hour shifts. We believe the department should consider altering the current practice of splitting overtime shifts and instead compel employees to work a whole shift on their day off. Although this may be more inconvenient for some employees, CPSM believes this will be safer for employees and better for the agency as a whole.
- Working within the proper labor management framework, CPSM recommends the department revisit how mandatory overtime is allocated. Most agencies CPSM has evaluated utilize all sworn officers on a rotational call-in list for mandatory overtime shifts. RCPD's current method of only utilizing patrol officers rotates the mandatory overtime responsibility to approximately 54 percent of the available sworn officers. This places the burden of mandatory patrol overtime onto just over half of the available employees. CPSM recommends spreading that burden across the rest of the eligible sworn employees.
- As indicated in a previous recommendation, consider rebalancing the sworn personnel and moving more sworn officers to uniformed patrol.
- Although the department has a current policy limiting shifts to no more than 16 hours, it does not have a policy on the overall frequency of 16-hour shifts. The practice is limited to no more than two consecutive 16-hour shifts through the MOU with the police officers association. Consider a policy limiting the number of 16-hour shifts per week or month an employee is allowed to work. For example, a policy may limit the number of 16-hour shifts to no more than one 16-hour shift per week or no more than two in one month.
- During our site visit we repeatedly heard from employees about perceived abuses of the worker's compensation injury benefit and Industrial Disability Retirement (IDR) benefit, which employees see as causing a significant strain on staffing. Some employees perceive it as part of the department's culture that officers take advantage of the time off per injury and the time off on injury before seeking an IDR benefit. Other employees complained about the inefficiencies and long wait times to obtain diagnostic or specialty care within the worker's compensation system. A brief look at sworn retirements for the years 2012 through 2022 shows that 76 percent (51 out of 67) of retiring sworn employees retired on a disability pension. It was reported to us that most of those employees who retired on an IDR also took one year of injury leave before retirement, leaving the department repeatedly short on staffing. When officers are out on injury, most of their shifts must be covered on overtime. A review of worker's compensation injuries is outside the scope of this review. However, if the perceptions we heard are accurate, the issues may be causing undue strain on staffing. Based on the high percentage of disability (IDR) retirements, CPSM recommends a comprehensive outside review of the administration of the worker's compensation system by qualified experts.
- It should be noted that in discussions with city management about this issue we were told that the problem is recognized and the city has been seeking a remedy through the employee union / MOU negotiation process. We were advised that some agreements have recently been made that should start to positively impact this dynamic for the city.

## DEMAND MITIGATION

---

As the policing profession grows increasingly complex, officers must spend additional time on investigations, documentation, and community engagement, leaving less time for responding to calls for service. All contacts and most activities now require some sort of documentation. Criminal investigations require use of technology that did not exist just a few years ago. For example, every contact now requires officers to complete a questionnaire, and nearly every simple property crime investigation requires an area canvas for video. With the additional responsibilities, officers must spend more time on routine police activities. Based on the current trend of legislation and requirements on the profession, the time required by officers on these regular activities will only continue to increase.

According to our analysis, RCPD is similar to many agencies across the country in terms of the most frequently handled types of calls. Accidents, alarms, and disturbances are among the frequent call types that occupy officers' time. There are several strategies that can be used to mitigate demand. CPSM recommends RCPD consider these strategies, which are designed to help sworn officers attend to those activities where sworn officers are required versus other activities that can be accomplished by non-sworn employees or self-reported by citizens.

CPSM recommends the RCPD form a committee to analyze alternate response options for consideration. Once the committee thoroughly explores the pros and cons of alternate methods and gathers community and stakeholder input on options, it should present its findings to the department's Executive Staff for consideration. CPSM recommends the committee explore all options, including:

- Perform an analysis of the city's false alarm cost recovery scheme. Consider updating the city code to reflect an equitable recovery of costs associated with responding to false alarms, which will encourage residents and businesses to minimize false alarms. Also, consider using a contract company specializing in false alarm management.
- Consider not responding to private property or minor, non-injury traffic accidents, or consider utilizing a civilian response to these minor, non-criminal matters.
- Work with the city to expand the number and utilization of civilian employees to respond to non-emergency calls where no suspects are present. Many agencies have utilized civilian employees to handle minor crime reports, gather evidence, direct traffic, and perform other duties at a significantly reduced expense while freeing up sworn officers to focus more on crime suppression activities.

One aspect in which RCPD differs from some of the agencies CPSM has studied is in the data that shows the majority of officers' time each day is spent on officer-generated activity rather than community-generated activity. A significant amount of time is spent on "checks." When we discussed this during the site visit, we determined this is basically a catch-all code that officers and dispatchers use in CAD. Although many of these "check" activities are encouraged by the department, such as logging time spent in a particular location, it is not well-regulated or managed. The department readably admits that much of this activity is unnecessary in terms of measured workload. In other words, to the extent that this activity contributes to overall workload and moves the patrol workload closer to the 60 percent threshold it may provide a false sense of how busy the patrol force actually is in the RCPD.

CPSM recommends RCPD develop protocols on how calls and officer self-initiated activity are classified. This relates to the earlier discussion about how officers are not accurately capturing their follow-up work or report writing time. CPSM believes the informal manner that has

developed over time of classifying both citizen- and officer-generated activity under the code of “check” is insufficient to be able to analyze officer activity adequately. Quality data with sufficient detail is required to analyze how officers spend their time and how the workload can be measured with more accuracy. This data should be constantly monitored by on-duty supervisors to ensure the activity is necessary and officers are being efficient with their time.

## RESPONSE TIMES

---

We analyzed the response times to various types of calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is the difference between when a call is received and when the first unit arrives on the scene. This is further divided into dispatch processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on the scene.

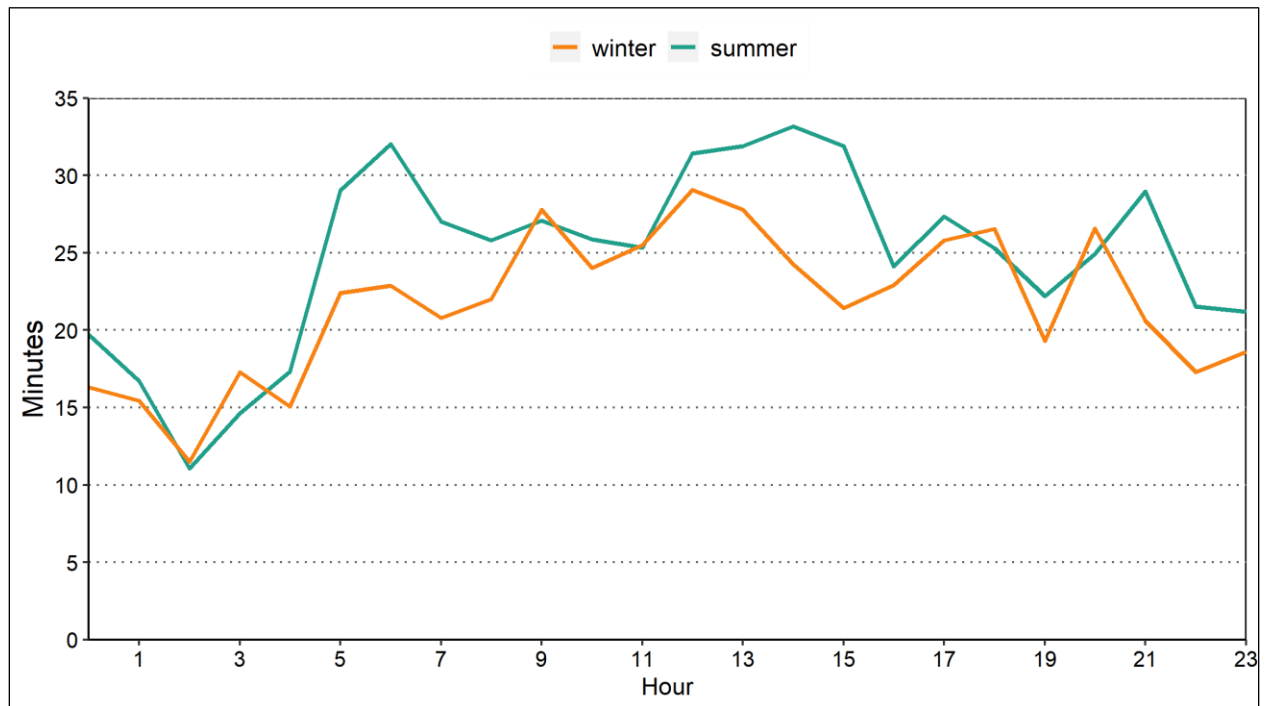
We begin the discussion with statistics that include all calls combined. We started with 6,788 calls for winter and 7,394 calls for summer. We limited our analysis to community-initiated calls, which amounted to 3,100 calls for winter and 3,513 for summer. In addition, we removed calls that lacked a recorded arriving unit. We were left with 2,705 calls in winter and 3,046 calls in summer for our analysis. For the entire year, we began with 49,004 calls and limited our analysis to 21,805 community-initiated calls. With similar exclusions, we were left with 19,139 calls.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

### All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter vs. summer), we show differences in response times by category.

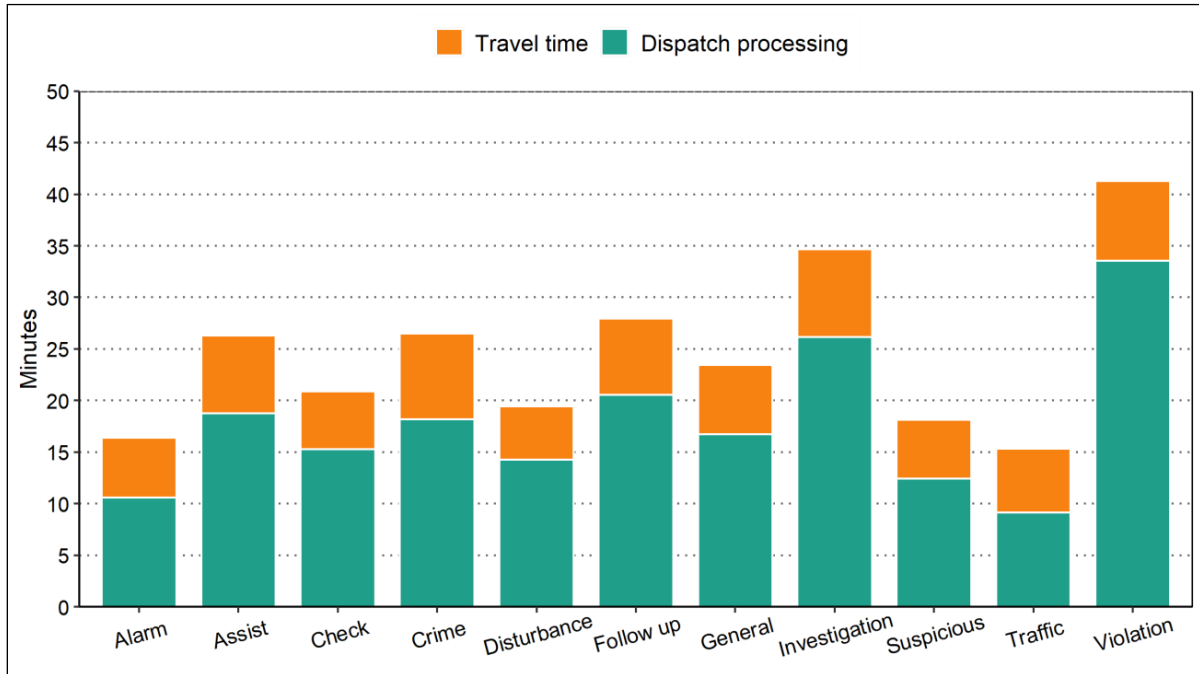
**FIGURE 5-18: Average Response Time and Dispatch Processing, by Hour of Day, Winter, and Summer 2022**



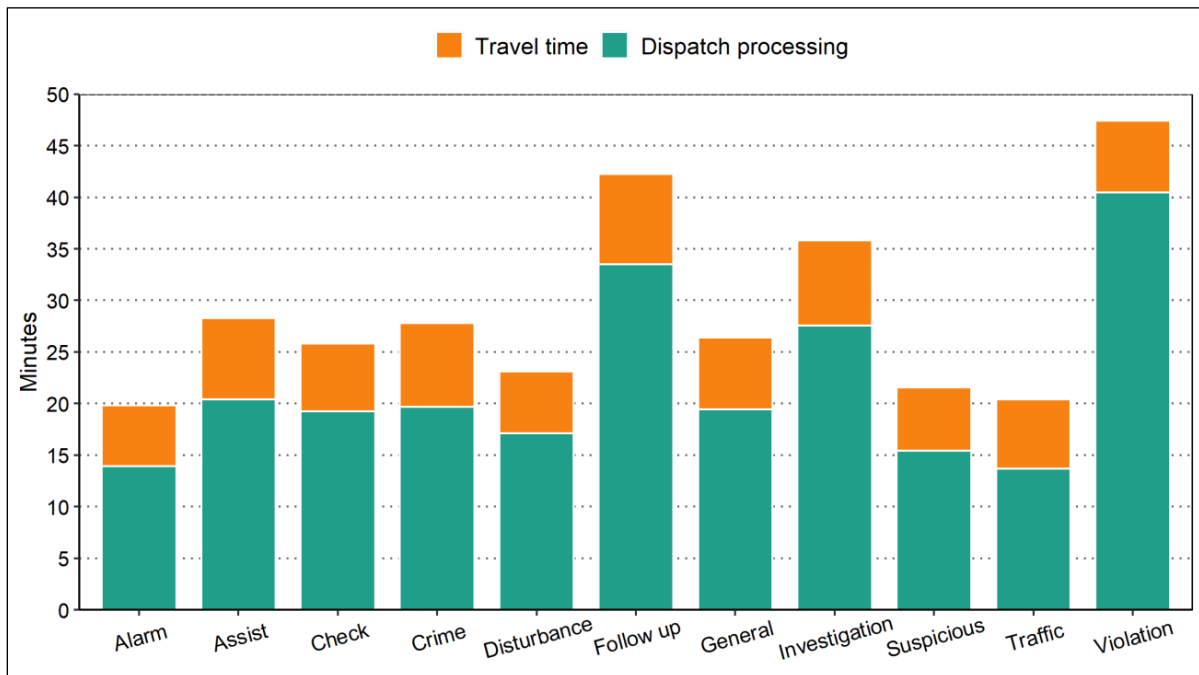
### Observations:

- Average response times varied significantly by the hour of the day.
- In winter, the longest response times were between 12:00 p.m. and 1:00 p.m. with an average of 29.1 minutes.
- In winter, the shortest response times were between 2:00 a.m. and 3:00 a.m. with an average of 11.5 minutes.
- In summer, the longest response times were between 2:00 p.m. and 3:00 p.m. with an average of 33.2 minutes.
- In summer, the shortest response times were between 2:00 a.m. and 3:00 a.m. with an average of 11.1 minutes.

**FIGURE 5-19: Average Response Time by Category, Winter 2022**



**FIGURE 5-20: Average Response Time by Category, Summer 2022**



**TABLE 5-7: Average Response Time Components, by Category**

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	8.5	6.3	14.8	135	10.4	6.8	17.1	157
Alarm	10.6	5.8	16.4	211	13.9	5.9	19.8	222
Animal call	36.9	10.6	47.5	19	42.5	11.5	54.0	24
Assist citizen	23.5	8.7	32.2	213	25.2	8.9	34.1	196
Assist other agency	5.6	4.3	9.8	76	13.2	6.3	19.5	130
Check	15.3	5.6	20.9	340	19.3	6.6	25.8	378
Crime-person	10.2	6.1	16.3	121	10.7	6.0	16.7	105
Crime-property	22.3	9.5	31.8	234	23.7	9.1	32.9	230
Disturbance	14.3	5.1	19.4	645	17.1	6.0	23.1	856
Follow-up	20.6	7.4	27.9	15	33.5	8.7	42.3	13
Investigation	26.1	8.5	34.7	203	27.6	8.3	35.8	159
Mental health	5.7	5.8	11.5	37	8.4	5.6	14.0	61
Miscellaneous	18.3	4.4	22.6	19	24.9	5.8	30.6	22
Suspicious incident	12.4	5.7	18.1	239	15.4	6.1	21.5	297
Traffic enforcement	10.7	5.8	16.5	61	21.9	6.7	28.6	63
Violation	33.6	7.7	41.3	137	40.5	7.0	47.4	133
<b>Total Average</b>	<b>16.5</b>	<b>6.5</b>	<b>23.0</b>	<b>2,705</b>	<b>19.1</b>	<b>6.8</b>	<b>25.9</b>	<b>3,046</b>

**Note:** The total average is weighted according to the number of calls per category.

**Observations:**

- In winter, the average response time was as short as 15 minutes (for traffic-related calls) and as long as 41 minutes (for violations).
- In summer, the average response time was as short as 20 minutes (for alarms) and as long as 47 minutes (for violations).
- The average response time for crimes was 27 minutes in winter and 28 minutes in summer.

§ § §

**TABLE 5-8: 90th Percentiles for Response Time Components, by Category**

Category	Minutes in Winter			Minutes in Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	24.4	12.7	34.4	27.5	14.6	38.4
Alarm	24.5	11.0	32.5	34.5	12.1	44.1
Animal call	187.0	18.6	201.3	154.9	34.6	167.7
Assist citizen	59.6	17.5	75.1	63.0	19.6	79.6
Assist other agency	9.7	8.4	16.3	38.7	11.8	47.9
Check	45.6	11.6	50.1	51.9	13.2	62.0
Crime-person	31.3	13.8	41.5	33.2	13.7	47.4
Crime-property	67.0	20.3	78.9	64.0	20.6	83.0
Disturbance	38.2	10.5	44.4	49.0	12.5	55.6
Follow-up	71.5	16.1	76.8	152.0	23.1	153.0
Investigation	85.1	20.8	102.6	130.0	19.0	137.1
Mental health	9.0	9.5	16.5	16.2	11.2	23.8
Miscellaneous	39.7	8.1	44.2	70.4	12.2	71.6
Suspicious incident	31.5	11.9	37.5	38.9	13.1	52.6
Traffic enforcement	27.6	13.8	52.6	51.3	16.9	65.0
Violation	138.4	17.1	139.7	179.2	14.5	184.9
<b>Total Average</b>	<b>48.8</b>	<b>13.8</b>	<b>58.9</b>	<b>56.8</b>	<b>14.6</b>	<b>66.1</b>

**Note:** A 90th percentile value of 58.9 minutes means that 90 percent of all calls are responded to in fewer than 58.9 minutes. For this reason, the columns for dispatch processing and travel time may not be equal to the total response time.

### Observations:

- In winter, the 90th percentile value for response time was as short as 32 minutes (for alarms) and as long as 140 minutes (for violations).
- In summer, the 90th percentile value for response time was as short as 44 minutes (for alarms) and as long as 185 minutes (for violations).

### High-Priority Calls

The department assigned priorities to calls with priority 1 as the highest priority. The following table shows average response times by priority. Also, we identified injury accidents by including accident calls whose descriptions matched “major injuries,” “minor injuries,” and “unknown injuries.”

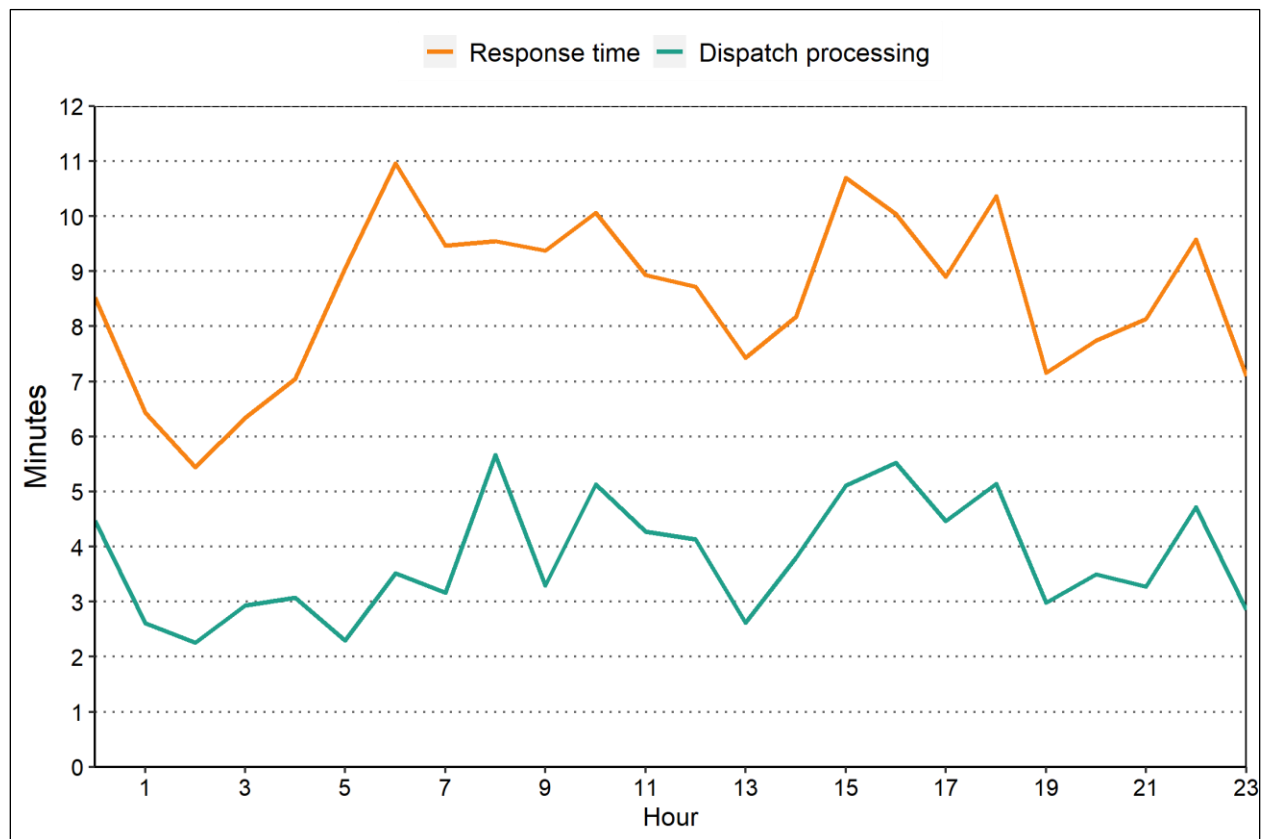


**TABLE 5-9: Average and 90th Percentile Response Times, by Priority**

Priority	Minutes			Calls	90th Percentile Response Time, Minutes
	Dispatch Processing	Travel Time	Response Time		
1	4.0	4.7	8.7	856	14.9
2	13.3	6.1	19.4	12,965	44.4
3	28.8	7.9	36.7	5,314	100.8
4	3.0	0.1	3.1	4	4.7
<b>Total</b>	<b>17.2</b>	<b>6.5</b>	<b>23.7</b>	<b>19,139</b>	<b>59.6</b>
Injury accident	2.7	4.6	7.3	227	13.6

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

**FIGURE 5-21: Average Response Times and Dispatch Processing for High-priority Calls, by Hour**



**Observations:**

- High-priority calls had an average response time of 8.7 minutes, lower than the overall average of 23.7 minutes for all calls.
- Average dispatch processing was 4.0 minutes for high-priority calls, compared to 17.2 minutes overall.

- For high-priority calls, the longest response times were between 3:00 p.m. and 4:00 p.m., with an average of 10.7 minutes.
- For high-priority calls, the shortest response times were between 1:00 a.m. and 4:00 a.m. with an average of 6.4 minutes.
- Average response time for injury accidents was 7.3 minutes, with a dispatch processing of 2.7 minutes.

Many factors influence call response times. How calls are dispatched, geography, traffic, and many more things influence the overall response times of every agency. For RCPD, the average response times do not seem to correlate to the workload and saturation index as expected. The workload and saturation index we utilized showed more than 40 percent of officer time available and more time than that available in some hours throughout the day. Yet, response times to all calls averaged 23.7 minutes, and 8.3 minutes for priority response times.

During our site visit, our consultants toured the city and went on a ride-along with a patrol officer. No outward geographical barriers or substantial traffic patterns were noticed that would abnormally impact RCPD response times. It does appear the beat responsibility culture may contribute to the lengthy response times. Further, it does not appear that dispatchers automatically dispatch the closest unit to a call when it is processed. Officers seem to have significant discretion when deciding which calls they handle.

Several historical studies have shown that if police respond to a call involving a crime in progress within five minutes, the probability of making an arrest is 60 percent. When the response time grows beyond five minutes, the likelihood of making an arrest drops to 20 percent. A five-minute response time to emergency calls has become a common goal in the policing industry. Given the available time of RCPD officers and the average response time of 8.3 minutes to emergency calls, CPSM believes there is room for improvement in this area.

It takes a concentrated effort by an agency to improve response times to calls for service. The effort must be holistic throughout the entire process. Too often, agencies equate high response times solely to staffing shortages without looking at all the factors. Staffing may impact response times in Redwood City, but CPSM does not believe staffing is the main reason for the high response times.

CPSM recommends RCPD undertake a comprehensive internal look at the entire call handling process. The call processing time (including the time the call is held) and the available time of officers indicate there may be room for significant improvement in the overall response times to calls for service. CPSM recommends the department look closely at how calls are processed, held, and dispatched to find ways to improve the overall response times to calls for service. The effort must be undertaken with the premise that officers will not put themselves or the public at undue risk to improve call time response.

## Patrol Recommendations:

- RCPD should consider short-term and long-term plans to rebalance the personnel allocation among units in the department. This process may take time to change how work gets accomplished in the agency, but CPSM believes RCDP should have close to 60 percent of its officers assigned to uniformed patrol. (Recommendation No. 17.)
- CPSM recommends the department establish a protocol for how officers document their time spent on activities such as report writing and follow-up investigations to accurately reflect the workload of officers in the field. (Recommendation No. 18.)

- CPSM recommends RCDP form a committee to analyze alternate response options for consideration. Once the committee thoroughly explores the pros and cons of alternate methods and gathers community and stakeholder input on options, it should present its findings to the department's Executive Staff for consideration. CPSM recommends the committee explore all options, including: (Recommendation No. 19.)
  - Perform an analysis of the city's false alarm cost recovery scheme. Consider updating the city code to reflect an equitable recovery of costs associated with responding to false alarms that will encourage residents and businesses to minimize false alarms. Also, consider using a contract company specializing in false alarm management.
  - Consider not responding to private property or minor, non-injury traffic accidents or utilizing a civilian response to these minor, non-criminal matters.
  - Work with the city to expand the number and utilization of civilian employees to respond to non-emergency calls where no suspects are present. Many agencies have utilized civilian employees to handle minor crime reports, gather evidence, direct traffic, and perform other duties at a significantly reduced expense while freeing up sworn officers to focus more on crime suppression activities.
- CPSM recommends RCPD develop protocols for classifying calls and officer self-initiated activity. The category of "check" should be broken down into multiple categories to accurately capture how officers spend their time to allow for ongoing analysis to assist in deployment and strategy decisions. (Recommendation No. 20.)
- CPSM recommends the department look closely at how calls are processed, held, and dispatched to find ways to improve the overall response times to calls for service. (Recommendation No. 21.)
- CPSM recommends the department consider the following ways to minimize the number of 16-hour shifts: (Recommendation No. 22.)
  - Reevaluate the minimum staffing levels established for each patrol shift.
  - Consider altering the current practice of splitting overtime shifts and compel one officer to work a whole shift on their day off instead of compelling two officers to work 16-hour shifts.
  - Working within the proper labor management framework, CPSM recommends the department revisit how patrol-related mandatory overtime is allocated. CPSM recommends mandatory overtime include a rotation of all sworn officers, including officers in specialty assignments and investigations, rather than solely those assigned to patrol.
  - As indicated in a previous recommendation, consider rebalancing the sworn personnel and moving more sworn officers to uniformed patrol.
  - Consider a policy limiting the number of 16-hour shifts per week or month an employee is allowed to work.
- Based on the substantially high percentage of disability (IDR) retirements, CPSM recommends a comprehensive outside review of the administration of the worker's compensation system by qualified experts. (Recommendation No. 23.)

## TRAFFIC STOPS AND TRAFFIC UNIT

---

Traffic safety is an important core mission of any police department. Similarly, complaints about traffic are generally the most frequent kind of complaint that the police receive from the public. Therefore, managing traffic conditions, reducing traffic crashes, and preventing injuries that might otherwise occur are important responsibilities of the police.

During the period studied, the RCPD engaged in nearly 5,000 traffic stops. These stops accounted for approximately 19 percent of police-initiated activity. This is a significant amount of activity, in both numbers and the context of total work, and signifies an emphasis on traffic enforcement. Due to a lack of strategic data, it is unclear how or if the current enforcement is contributing to any improvement in overall traffic safety in the community. CPSM recommends RCPD leverage traffic crash data to focus traffic enforcement on locations most prone to accidents and drivers considered most at risk of causing harm. The specific data should be widely distributed to all patrol so traffic stops can be more focused and effective in the agency's traffic safety efforts. Random, unfocused traffic stops for minor violations should be minimized.

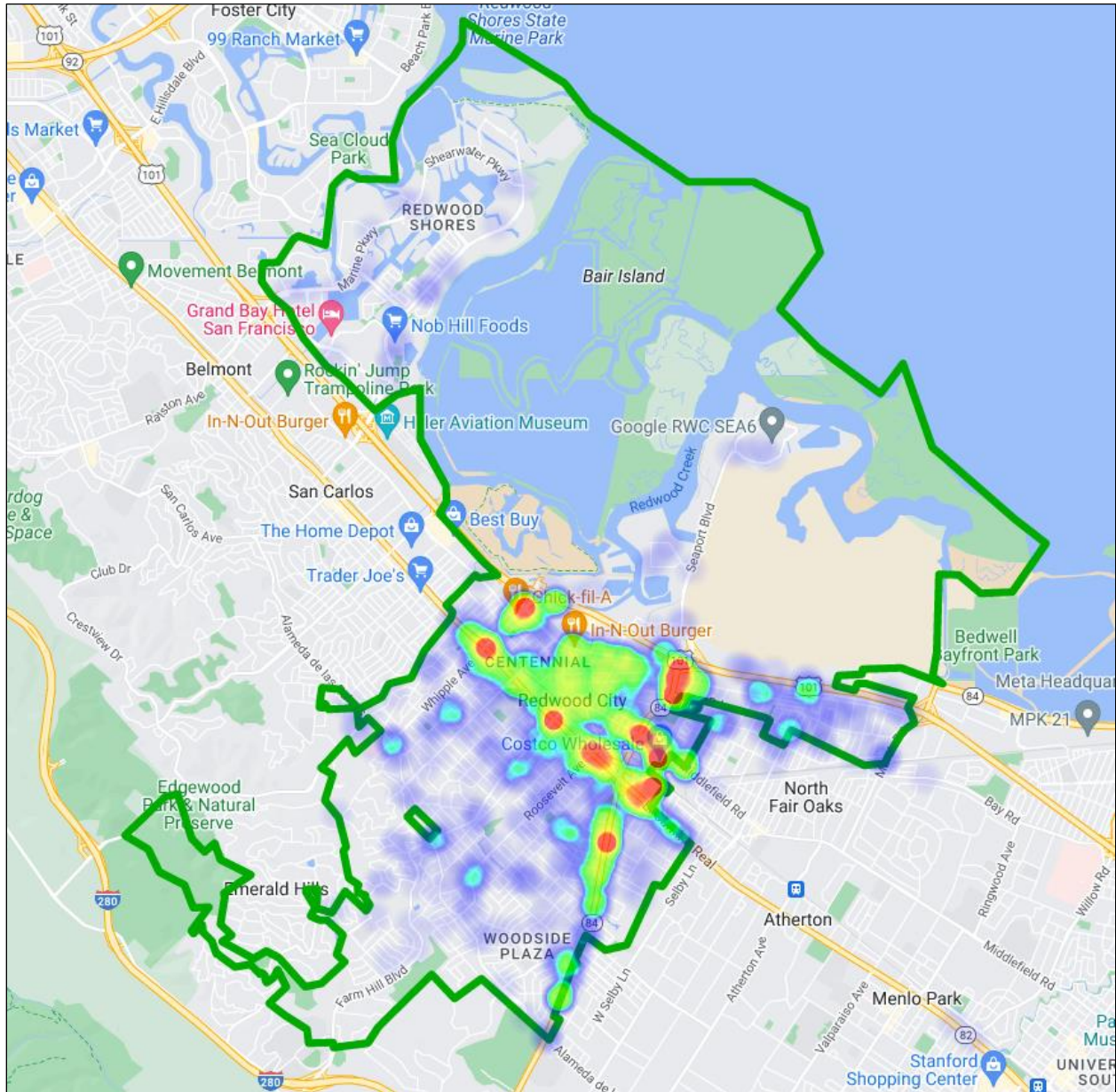
RCPD has a designated Traffic Unit consisting of four motor officers and one sergeant. Two officers are in permanent positions, and two are assigned to positions that rotate every three years. The department pointed out to us that since 2015 it has been unable to keep the unit staffed at its designated numbers for several reasons. One is the need to backfill patrol staffing due to patrol vacancies and the other is due to injuries to members of the Traffic Unit which has kept them off work for extended periods of time. During this time the department has operated with fewer than its allotment of dedicated traffic enforcement officers. The active officers ride motorcycles full-time, meaning they are not seasonal as we see in many parts of the country and are designated for traffic accidents and proactive traffic enforcement. Proactive enforcement is based on the officers' knowledge and complaints received. There is no formal, data-driven process in the department for evaluating traffic problem areas or traffic hot spots for enforcement.

Although we refer to the existing motor officers as "full-time," not seasonal, the department expressed concern that patrol staffing pulls motor officers away from that duty too often. When this happens traffic issues are not the focus, and the officers are assigned to cars for the day. We understand there will always be circumstances that may pull personnel away from their primary assignment, but we encourage RCPD to minimize this as much as possible. Being a motor officer is a specialized function that requires consistent riding time and training time from a safety aspect. Skills are honed and safety for those officers is enhanced with consistent exposure to the enforcement riding environment. CPSM encourages RCPD to minimize the assignment disruption as much as possible and ensure consistent training on the motorcycle is achieved.

The data on officer-generated calls for service shows traffic stops are among the top three activities of an officer every day. The data did not differentiate between motor officers and patrol officers. It was reported to us that motor officers write most department citations. The motor officers utilize electronic citation writers and have a couple of extra units they loan out to patrol officers when the need arises. CPSM recommends RCPD develop a data gathering and analysis approach to focus on traffic enforcement. The data should be gathered and analyzed monthly, then distributed widely to support focused traffic enforcement.

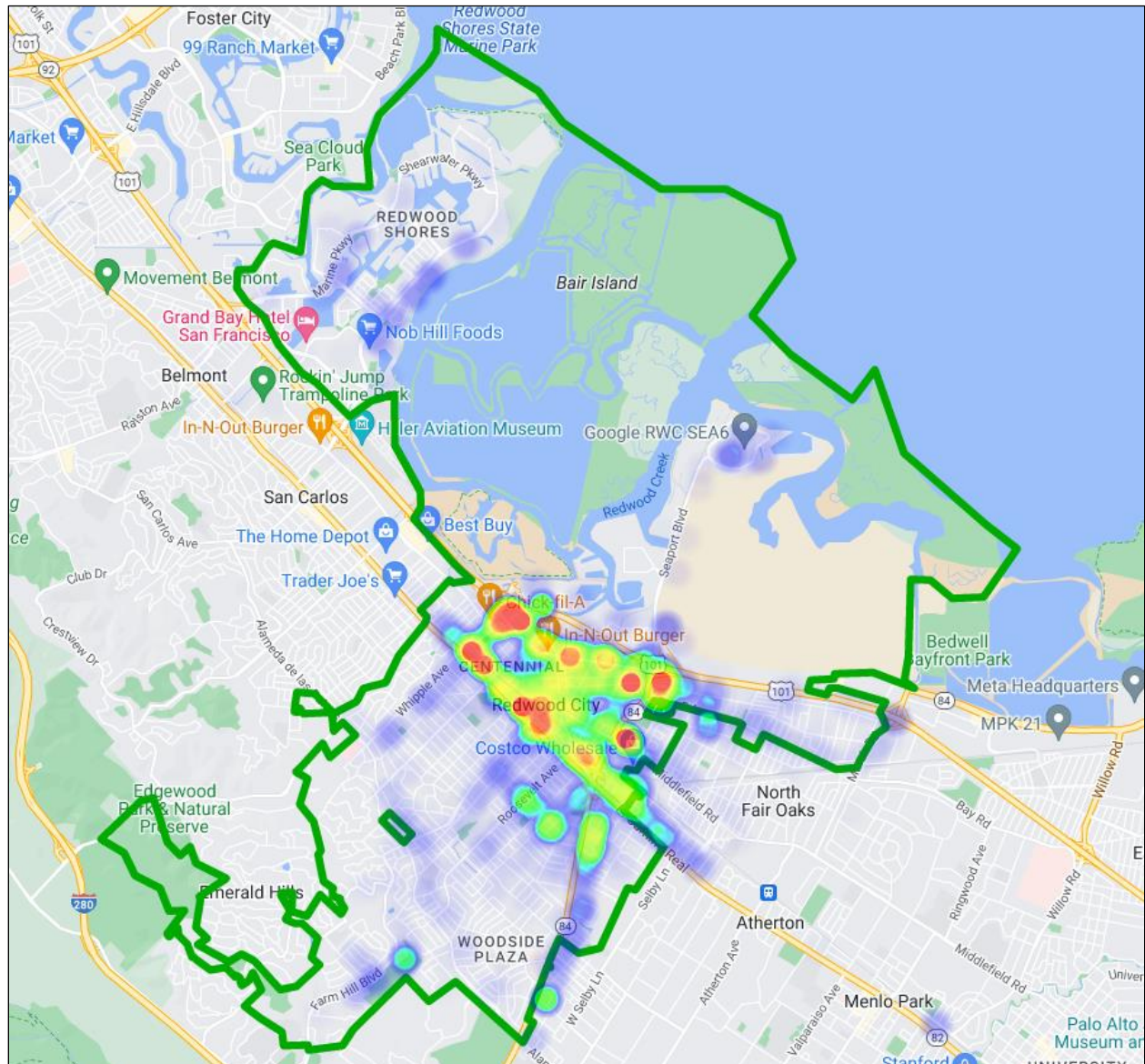
As an example, CPSM compiled RCPD data and created a heatmap of the top collision locations in the city. The map is shown in the following figure.

**FIGURE 5-22: Top Vehicle Collision Locations in Redwood City**



For analysis purposes we also collected data to show where RCPD officers were making the most traffic stops in the city. This information is displayed in a heatmap in the following figure.

**FIGURE 5-23: Top RCPD Traffic Stop Locations**



The location of most accidents is reasonably consistent with where RCPD officers are making the most traffic stops. What is missing—and these are important pieces of information—are what violations are RCPD officers focusing on and are those efforts having an impact on overall collisions in the city? If enforcement is not working, what other strategies are being implemented to positively impact traffic safety?

As with most departments, motor officers in RCPD have a tremendous amount of autonomy, and neither their efficiency nor effectiveness is regularly evaluated. The Traffic Unit strategy towards traffic enforcement is often random, based upon which supervisor is assigned or on complaints. Collecting data on traffic issues and data on the unit's activities are essential tools to direct resources to problem areas to enhance traffic safety. If an agency has a collision problem caused by speed, but there is little speed enforcement, resources can be directed to provide focused speed enforcement. In addition to collecting collision data as previously recommended, CPSM recommends the Traffic Unit track their activities and report them in

writing on a monthly basis. The monthly activity report should be reviewed in the context of the traffic collision data to be sure the department resources are focused in the areas where they can be most effective.

Motor officers attend a basic certification school through the California Highway Patrol (CHP) and complete additional training internally. One officer is a certified Motor Training Officer and oversees ongoing department training and certifications. The officers ride one of two brands of motorcycles, Harley Davidson and BMW. They maintain a couple of Harley Davidson motorcycles because they are required for the CHP course. Officers can change motorcycles depending on the mission. For example, if they attend a parade or funeral, they can ride the Harley Davidson models for aesthetic reasons. They typically use BMW motorcycles for everyday patrol because of their versatility and rideability.

The motor officers respond to all traffic accidents when on duty and available. We believe this is one area that CSOs can positively impact by handling lower level collision reports, leaving motor officers available to focus on traffic safety. The officers have advanced accident investigation training and experience and operate as the department's fatal accident investigation team. The officers are on call to respond to serious injuries or fatal collisions when not working. They do not receive additional pay for being on call.

## Traffic Unit Recommendations

- CPSM recommends RCPD develop a data gathering and analysis system to focus on traffic enforcement. The data should be gathered and analyzed monthly, then distributed widely to support focused traffic enforcement. (Recommendation No. 24.)
- CPSM recommends the Traffic Unit track and report their activities monthly through the chain of command to the Chief of Police. (Recommendation No. 25.)

## FLEET

---

RCPD manages a fleet of 77 vehicles, with 28 marked patrol cars. The fleet is overseen by a lieutenant and captain in the police department with the vehicles maintained by the city Public Works Department. On-call personnel and motors can take their assigned vehicles home, but the other cars remain parked at the police station when not used for normal duties. The vehicles appear to be in good working condition. They are rotated out of the fleet and replaced around the 100,000-mile mark. Interviews conducted during our site visit indicate RCPD personnel of all ranks are generally satisfied with the quantity and condition of the vehicle fleet.

## CANINE UNIT

---

The RCPD canine unit is currently authorized for three police canine teams. At present the department has two certified teams working the street and another team that will begin training shortly. The department has historically budgeted for three canine teams but has a difficult time staffing all three at the same time due to attrition of the officers or canines. The canine teams are spread out in the patrol schedule and work different shifts to maximize coverage. When three teams are operational, the unit covers seven days per week, with days and nights covered during the week.

The unit primarily uses German Shepherd dogs purchased from a local vendor who supplies many agencies. The purchase of the canines includes a four-week basic school with the

handler, where they are trained to meet California POST standards. After the basic training, the handlers attend training twice monthly for four hours provided by the same vendor where they purchased the dogs. In addition to the training with the vendor, the handlers are responsible for training for eight more hours per month. The total minimum training for each of the canine teams per month is 16 hours.

Each handler submits a monthly report to the supervisor, who monitors the training for compliance. Unit statistics are also kept but were unavailable during the site visit due to a transition of supervisors, retirements, and vacations. The new supervisor was a former handler in the unit. He indicated the canine teams are primarily used for searching and odor detection. They are rarely used for apprehensions, averaging less than one physical apprehension per year per canine. The canine teams are all cross-trained in odor detection and apprehension. Currently, one team is narcotics trained, and one is explosives trained. The third canine team about to join the unit will have dual purpose in apprehension and explosives.

The Canine Unit policy is in the department's main policy manual in Section 308. The manual is produced by Lexipol and slightly customized for Redwood City PD. The policy covers all of the primary areas of the unit, assignment, use, apprehensions, etc. The Canine Unit has no specific standard operating procedures (SOPs). The current policy is good for the general overarching issues, but based on the complexity of the canine assignment, the industry standard is to provide officers with a clear set of formal guidelines for many of the details related to the Canine Unit. CPSM recommends the department develop a Canine Unit Manual, a set of written guidelines for the unit that are more specific than the current policy.

The canine officers work in patrol, are assigned to a beat, and are responsible for their area as any other patrol officer. The canine is an additional duty secondary to the officer's patrol responsibilities. The officers take their dogs home with all of the home care equipment provided by the city; no expenses are incurred by the handlers. Each handler is paid overtime every pay period, per their labor contract, to care for the dogs at home during their time off from work.

Each officer must transport the police canine to and from work in their personal vehicle in a portable crate. Although each handler is assigned a fully equipped canine vehicle, the cars remain at the station during non-work hours. Transporting the city canines in a personal vehicle is unique for most police canine units. Most departments assign their handlers their police canine vehicles as take-home cars to safely transport their dogs to and from home for work purposes. The policy's reasoning is unknown, but it has been the policy for as long as anybody could remember.

The transportation of a city-owned canine in a personal vehicle to and from work could expose the city to undue liability. The city spends thousands of dollars outfitting the canine units with specialized equipment to safely transport the dogs during their shifts. Specially designed canine kennel inserts are in each of the vehicles. The inserts replace the back seat and provide a secure area to transport the dog. The area secures the dog in the event of an accident. The vehicles have heat alarms and other specialty equipment to keep the dogs safe. CPSM recommends the department evaluate the efficacy of allowing the canine handlers to take their police vehicles home. The department could require a maximum distance for commuting, require response to callouts, or have other parameters, but a reasonable take-home vehicle policy for canine units is standard in policing.

### Canine Unit Recommendations:

- CPSM recommends the department develop a Canine Unit Manual, a set of written guidelines for the unit that are more specific than the current policy. (Recommendation No. 26.)



- CPSM recommends the department evaluate the efficacy of allowing the canine handlers to take their police vehicles home. (Recommendation No. 27.)

## **SPECIAL WEAPONS AND TACTICS (SWAT) TEAM**

---

The Special Weapons and Tactics Team (SWAT), in conjunction with the Crisis Negotiations Unit (CNU), has been established to provide specialized support in handling critical field operations where intense negotiations and unique tactical deployment methods beyond the capacity of field officers appear to be necessary.

The unit is a regional team partnering with Menlo Park and Atherton police departments. However, RCPD staffs all but three or four positions. The unit currently consists of 12 officers, four sergeants, and one lieutenant and one captain. There are presently four sergeants due to recent promotions. Two of the sergeants function as operators, which were their previous positions before being promoted, and the other two function as team supervisors.

SWAT teams rely on strict rank structures and protocols combined with specialized equipment to resolve complex problems. It is common to have two sergeants so the team can be split up into manageable spans of control, but it is unusual to have four sergeants. The rank structure of a team is essential and could be hindered by multiple supervisors on the same team. It is also important for new sergeants to learn how to supervise in a typical environment before being required to perform as a supervisor during a SWAT incident. It is common for most agencies to automatically remove a sergeant from the team when they are promoted. CPSM recommends the department automatically rotate operators off the SWAT team when they are promoted and operate with the established two supervisors instead of the four currently assigned.

Because of the highly technical and complex nature of SWAT team operations, the training required is extensive. The danger, stress, and liability associated with SWAT teams also demand rigorous training standards. According to the National Tactical Officers Association (NTOA), the RCPD team would be defined as a Tier II Team based on their function and the regional design. The NTOA recommends that Tier II Teams have 19 members and train at least 16 to 40 hours per month or 192 to 480 hours annually.

After the initial SWAT school certification, RCPD SWAT team members train internally. The chain of command for the team meets every year and plans the annual training calendar to ensure they are training in all critical areas. RCPD's SWAT Team trains one 10-hour shift monthly for 120 hours of training. Thus, the team does not meet the minimum number of training hours recommended by NTOA. CPSM recommends RCPD require the minimum number of hours recommended by NTOA for SWAT team training, which is a minimum of 192 hours annually. The training can be accomplished with additional hours per month or multi-day training days each quarter or annually in addition to the current 10-hour monthly training.

The RCPD team operates with two different rifle platforms, the MP-5 submachine gun and the M-4 carbine. It was reported to us that the rationale for the two separate rifle systems was based on an LA County Sheriff's model of different entry weapons and perimeter weapons. The entry weapons (MP-5 submachine gun) are more compact and capable of automatic fire.

As many teams did decades ago, it appears RCPD previously used the MP-5 submachine gun as their primary weapons platform. RCPD purchased the newer, more versatile M-4 rifles as most other SWAT teams did many years ago. However, RCPD kept the older MP-5 rifles in service for "entry" purposes. It was also reported that some prior team members who were promoted out and off of the team still have specialty rifles designated for SWAT team members only.

There are several concerns over the use of the MP-5s. In our assessments of departments all over the United States, we do not typically see teams operating with two different rifle platforms other than for sniper rifles. The LA County team is a large, full-time, Tier I Team that trains most of its time and has many more advanced capabilities than the RCPD team. RCPD does not currently prepare enough to meet minimum NTOA recommendations, which cover a team maintaining proficiency on one rifle system, let alone two systems. The report of members of command staff having MP-5s issued, if accurate, is also of concern.

CPSM recommends that the older MP-5 rifles be collected from the team and non-team members and that the team use only one rifle platform for their operations (other than snipers). The weapons have substantial value and could be legally traded through a law enforcement firearms dealer for more modern equipment.

## SWAT Recommendations:

- CPSM recommends the department automatically rotate operators off the SWAT team when they are promoted and operate with the established two supervisors instead of the four currently assigned. (Recommendation No. 28.)
- CPSM recommends RCPD require the minimum number of hours recommended by NTOA for SWAT team training, which is a minimum of 192 hours annually. (Recommendation No. 29.)
- CPSM recommends the older MP-5 rifles be collected from the team and non-team members and that the unit use only one rifle platform for their operations (other than snipers). (Recommendation No. 30.)

## FUTURE GROWTH

---

Redwood City experienced growth of more than 7,000 residents from the 2010 Census to the Census of 2020. Redwood City has grown in the last few years, especially because of the number of multiple family housing units that have been built. When driving around the city, one can see several new multiple family units in revitalized areas of town. It is anticipated the city will continue its growth trajectory by adding additional housing units as planned for in the city's General Plan. The General Plan anticipates growth in housing units of just over 11,000 units, with most of the new units being in multiple family complexes. It is fair to say this projection will take time to come to fruition, but it is evident the city is on course for substantial growth. Growth, particularly with multi-family developments, comes with an increase in demand for police service.

Over the years, the Redwood City Police Department has fluctuated in staffing numbers according to the financial climate of the times. In lean financial years, the number of authorized sworn and civilian staff was cut through attrition. During better financial times, some positions of staff would be added back, but typically not enough to fully restore the previously cut positions. The overall number of staff employed by the police department today is lower than the overall staff employed as many as 20 years ago, yet the demands of the police profession have increased substantially during that time. The number of civilian staff (Community Service Officers) had been cut previously, pushing some of their work to sworn officers.

CPSM anticipates an increase in workload for the police department based on the planned growth in housing units for the city. Due to this anticipated growth, CPSM recommends Redwood City consider growing the police department incrementally over time. Without certainty of the annual rate of growth, adding staff each year will be somewhat dependent

upon actual growth of housing and population as well as current financial conditions. CPSM recommends the city plan for a modest increase in police staffing to meet anticipated future needs. We recommend considering adding a total of 5 to 7 sworn officers and 3 to 5 civilian staff members over a five-year period, beginning in FY2024-25.

This recommendation is based on anticipated growth and apart from any other demand mitigation measures that may be implemented by the department. There are recommendations in this report to fill existing vacancies and to implement demand mitigation measures outlined, including shifting some labor items to a civilian workforce. If staffing and workload are still a concern in three years the city may elect to repeat the workload calculations used in this report to determine if the mitigation measures worked and then make a final determination if these additional sworn positions will be needed at that time.

### Future Growth Recommendation:

- CPSM recommends the city plan a modest increase in police staffing to meet anticipated future needs. We recommend considering adding a total of 5 to 7 sworn officers and 3 to 5 civilian staff members over a five-year period, starting in FY2024-25. (Recommendation No. 31.)

§ § §

# SECTION 6: INVESTIGATIONS DIVISION

---

## DETECTIVE FUNCTION

---

All detectives work a 4/10 schedule, Monday to Friday, with staggered reporting times of 6:00 a.m. or 7:00 a.m. This provides for coverage from 6:00 a.m. to 5:00 p.m., Monday through Friday. There is an on-call rotation for after hours and weekend incidents.

### Detective Summary

RCPD was unable to provide reliable data to CPSM for us to comprehensively assess the investigative function. There are robust investigative case management software programs available, including in the RCPD's Sunridge RIMS program. More consistent use of this capability would better serve the department by enabling supervisors to track in real time the status of open cases, and for those that are closed, the disposition to include clearance rates. Anecdotal information and direct supervisory assessments are not adequate for department administrations to make informed decisions.

The examination of the limited caseload data available suggests that there is adequate detective staffing to meet workload demand. And while the data is limited, the low Part 1 crime clearance rates support our conclusion to strengthen the tracking and management of the critical CID function.

CPSM believes that there is no question as to the competency and commitment of the existing detective staffing, and that their experience serves the department well within the confines of the CID.

The recommendations that follow will provide solutions to many of the issues that serve as an impediment to the section performing optimally.

### Case Intake and Unit Overview

Law enforcement agencies vary widely in case intake policies and practices relative to criminal investigations functions. In some agencies, all cases are assigned to detectives for review and follow-up investigation where appropriate. In others, only felony cases are generally referred to detectives, while patrol officers are responsible for the investigation to completion of misdemeanor cases. Various hybrid models are utilized by others. Decisions as to the case intake processes are often driven by staffing levels and case volume.

While any detective may investigate any crime, two permanent detectives along with the five rotational detectives generally handle the vast majority of non-drug or gang-related crimes. Task force and street crimes officers handle the majority of drug- and gang-related investigations. All rotational assignments are for a period of three years except those assigned to a task force, which are for two year plus a one year extension.

CPSM believes that the model present in Redwood City is consistent with best practices for an agency with this staffing level and call demand. We believe that assigning certain misdemeanor cases to a patrol officer helps officers develop important investigative skills; the workload demand on patrol officers from this practice is not so significant as to interfere with their normal patrol duties. There may be cases, however, such as those where identified suspects are from out of the area, that the case may be more appropriately handled by detectives.

Due to the specialized nature of crimes involving minors, one detective handles investigations involving minors, especially sexual assault, and monitors the Internet Crimes Against Children (ICAC) tip line for cyber tips on child pornography. This detective also reviews all juvenile crime reports and refers the offender to diversion or juvenile probation. While other detectives do fill in to help with a backlog of cases, the detective with juvenile case responsibilities does not appear to have a dedicated back-up who is trained to investigate cases or fulfill the required duties when the detective is on vacation or other extended absences. CPSM recommends ensuring sufficient redundancy through a dedicated and trained back-up for the juvenile detective position.

A civilian position, a Juvenile Specialist, manages missing/runaway juvenile cases, connects services for families of at-risk juveniles, manages the tattoo removal program, and manages the department's diversion program, gang prevention, and Parent Project.

Investigations also includes Property and Evidence and CSI; however, the report will speak to those functions in its later pages. The Investigations Division commonly includes the functions of Media Relations and Press Information. CPSM learned that the Investigations lieutenant is the de facto Press Information Officer, and the department does not have a Crime Analysis job classification or function. While some of this work can be performed by those sworn members of a police department, it is common for agencies to hire civilian or professional staff who have specialized training and experience in these fields and who are dedicated to the roles for an indefinite period of time. Although adding these positions as FTEs to the department would benefit the RCPD, there is no indication that its media relationship and social media presence is lacking. Adding additional personnel into the workflow involving media relationships and social media use might be a better alternative versus hiring an FTE position solely for that purpose. Another alternative would be to contract with a professional organization that can produce professional content to drive messaging to the community through the department's existing platforms.

We believe adding a civilian FTE for data / crime analysis would be of value and recommend the agency explore that option. The addition of a Crime Analyst will drive the development of crime linkages and trends, likely resulting in a higher case clearance rate. This is discussed later in this report. It is important to note that many agencies have added a crime analyst position to their ranks but are unable to take full advantage of the services provided by a professionally trained analyst. Sometimes the shortfall is in the person hired and sometimes it is the culture of the organization that is either reluctant to embrace the use of data or a culture that will not utilize civilian employees to their true potential. Many agencies in this category simply use their analyst to run report queries out of their CAD / RMS and case management databases. This is not an effective use of a crime analyst and those duties could be handled by a CSO level position.

If Redwood City chooses to fully embrace the use of data it should ensure that it has the capacity within the organization to allow data to drive deployment and workload decisions and that it has the ability to recruit a talented person for this role. If it choose to use a CSO type position it will still benefit the organization and that position could also be used for other functions within the Investigations Division.

## Case Management

The Redwood City Police Department records management system (RMS) operates off of a Sunridge RIMS software platform. In general, once a call for service is closed by the responding patrol officer, the call information is electronically transferred into the RMS. In cases where a crime report has been prepared, the case information transfers into a module pending formal

disposition of the case. For cases that require detective review, the detective supervisor reviews the new cases on a daily basis (normal business days) to determine what further action is required in completing the case. This begins the case management process.

Cases are reviewed by the detective sergeant to determine if the case warrants further investigation. If so, the sergeant assigns the case to a detective for needed follow-up. Once the investigation is complete, the case is routed using a "Blue sheet" to track its location in the case management process. While cases are under continuous investigation, some detectives keep case notes using an open supplemental narrative in MS Word and then transfer the completed report into the RMS system when complete. The work in progress is typically saved in the detective's active directory folder and not necessarily accessible to others. While this process works well according to those interviewed, CPSM recommends that RCPD ensure that redundancy exists in the documentation process so that cases can be picked up by other detectives or reviewed by the sergeant at any time.

There are no written directives that establish the solvability factors that guide the decision-making process in determining whether a case is assigned to a detective or closed by the supervisor. Rather, the detective supervisor uses their training and experience to determine if a case warrants investigation.

The RIMS RMS has a robust case management module. The module includes elements for solvability factors, case assignment, case tracking, and case disposition. As an example, the RMS system establishes a point formula for solvability factors which helps to determine if the case is to be assigned to a detective.

Keep in mind this is simply a sample of one vendor's solvability factor formula. CPSM would offer an alternative or complementary structure that we believe provides greater definition of solvability factors. It provides guidance while balancing a detective supervisor's discretion in determining whether a case warrants investigation and objective factors. These factors include but are not limited to the following:

- The suspect is named.
- The suspect can be identified.
- The address of the suspect is known.
- The suspect can be located.
- The license plate number of the vehicle used in the crime is known.
- The vehicle can be identified.
- There was traceable stolen property.
- There were identifiable latent fingerprints lifted from the scene.
- There was potentially identifiable forensic/biological evidence collected.
- A significant modus operandi has been recognized in the case.
- It is reasonably suspected that there was a limited opportunity to commit the crime.
- There is reason to believe that further Investigations effort will lead to the solving of the crime.

These solvability factors offer discretion to the reviewing supervisor and are consistent with best practices.

As previously noted, in the present Redwood City PD screening process, all cases are read, then assigned to a detective based on an intuitive process of what requires further investigation. While knowledge of the case and skill set are critical in assigning cases, objectivity should also be applied in the assignment of and prioritization of investigative work. CPSM recommends establishing an objective process for the assignment and prioritization of cases.

While RCPD uses the RIMS case management module, a small random sample of case records shown to us indicates the information in the system may not be current. Several records indicated cases were active when they should have been closed, which made the assigned detective appear to have more active cases than actual. CPSM recommends that the CID ensure the accurate and timely updating of the case management system. A current case management system allows for, at a minimum, the following information to be stored in a case management report and accessible at any time, which aids in the management of the unit and personnel:

- Detective assigned.
- Case number.
- Charge (nature of offense).
- Intake date (date assigned).
- Date of last reported activity (by detective).
- Automatic notification of delinquent reports (the department sets parameters).
- Case status / disposition (i.e., Active, Administratively Closed, Closed by Arrest).

Such a case management system allows for both supervisors and administrators to easily track the status of all assigned cases in real time. Staff indicated that they do not utilize this module to the fullest extent due to a lack of both training and familiarity/comfort with this more robust case management system. CPSM often finds that available technology is underutilized for these reasons. Nonetheless, we assert that a properly utilized case management system is important in providing supervisors and administrators with vital information necessary to effectively manage the CID. The decision to not utilize this available technology severely limits their ability.

For example, when CPSM requested a sample of the case management reports utilized by the detective supervisor, we were only able to obtain the total number of cases handled and cleared by investigations. A spreadsheet that had a more comprehensive breakdown was indecipherable to the RCPD and CPSM staff. This limited information highlights the issue of not fully utilizing a comprehensive case management system.

Another important source of information for investigative units, and one that can be captured in a robust case management system, is clearance rates. Clearance rates are an important measure of an individual detective's performance and can lead to the identification of training needs, need for additional supervisory oversight, and in some cases reassignment from the unit. A comprehensive case management system enables the capture of this information on an individual basis. Staff indicated that the department's Records Unit is responsible for maintaining information on clearance rates, and that clearance rates are not tracked within the Criminal Investigations Division or utilized in personnel management.

CPSM maintains that while preventing a crime is of utmost importance to any law enforcement agency, solving crime should have parity. The solving of crimes which results in the prosecution of offenders not only prevents future crime, it provides much-needed closure to crime victims.

Clearance rates, as defined and measured by the FBI Uniform Crime Report (UCR), are the benchmark for a department's effectiveness in solving crimes.

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

There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

As noted above, individual detective clearance rates are not tracked in the present case management process, nor are rates of the Criminal Investigations Division as a whole. We believe that this is an important omission that should be corrected. We suggest that RCPD more consistently utilize the case management system to monitor clearance rate information as defined by the FBI UCR.

## Workload

To this point, we have discussed staffing, work schedules, case intake, and case management procedures. Here, we will examine how the detective functions are positioned to manage workload demands.

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

Broadly, these benchmarks give us the opportunity to examine whether the Criminal Investigations Division is adequately staffed to meet workload demands. In examining detective caseload (see below) measured against the IACP benchmark, it can be seen that the average caseload per detective is well below that deemed acceptable (120 to 180 cases per detective).

In terms of the second benchmark, reported FBI UCR Part 1 Index Crimes, we can look at FBI UCR data from 2019, 2020, and 2021. FBI UCR records indicate that in 2019, Redwood City reported a total of 1,553 Part I crimes, followed by a total of 1,679 in 2020, and 1,661 in 2021. As is the case with the first benchmark, here again, it would appear that the division is well-positioned to manage workload demands with existing staffing.

RCPD staff provided statistics related to the workload of the Investigations Division. Total cases assigned and closed over a three-year period are shown in the following table. Many of the cases assigned required limited follow-up or were closed upon initial review and assignment.



**TABLE 6-1: Cases Assigned and Closed, 2019–2021**

	<b>2019</b>	<b>2020</b>	<b>2021</b>
Assigned	507	775	779
Closed	432	578	675

## Investigations Training

Law enforcement training is an on-going process, beginning with the basic police academy and continuing throughout an officer's career. Training requirements are mandated by the State of California and all states. While we will address the broader subject of training in a separate section, here we will focus on the Investigations Division, and specifically, detectives.

When officers are assigned to specialized functions such as detectives, focused, specialized training is essential to better prepare them for this work. To ensure that officers receive such specialized training, best practices call for a well-thought out training matrix; it should indicate required and/or desirable courses based upon the nature of the assignment. With a training matrix supervisors can then track their employees to ensure that this training is prioritized over other training offerings that may be available. For instance, as training requests are submitted for supervisory approval, the course curriculum can be evaluated to determine if it is relevant to the assignment, especially if other core courses identified in the matrix have yet to be completed. Decisions can then be made as to whether the time and expense associated with the requested training serves the best interests of the department.

CPSM inquired of staff as to whether a training matrix had been established for detectives and we were advised that there was no such instrument. Staff indicated that the process for assignment to a training course is somewhat informal and includes the following:

- Detective will submit interest in training they desire to attend.
- Supervisor will see courses offered and send notice to see if anyone is interested.
- Leadership or other training opportunities discussed in annual performance evaluations will be sought.

Staff also stated that courses offered through the Institute of Criminal Investigations (ICI) are prioritized for detectives as are relevant specialty training for niche investigations such as sexual assault and child abuse. CPSM believes that a training matrix is of greater value as opposed to the more informal model in use at present; we would urge the department to establish a matrix for the detective function as well as all Investigations functions. When we discuss the crime scene investigation (CSI) function we will further address this issue and provide a sample of such a matrix. We reiterate that the sample provided for the CSI discussion is just that, a sample. The department would need to develop its own matrix based upon its capacity to perform the function.

The Investigations Division should also have a reference manual for detectives and supervisors. This should include common forms, search warrant samples, and operational guidelines. This would be especially helpful for the rotational officer and could be made available to all patrol personnel seeking assignment to Investigations. Examples of manuals are available from other police departments. These operational manuals benefit new detective staff and supervisors, easing the transition into Investigations. The Carlsbad, Calif., police department has an outstanding training program and is an excellent resource for the latter two recommendations.

## Rotation Schedule

In the Investigations Division there are two permanent-assignment detectives and six rotational positions, including the juvenile detective. Once assigned, permanent detectives only leave the assignment based upon promotion, retirement, personal request, or an administrative action. The advantage of this practice is that personnel become highly trained and experienced.

The six other detectives are assigned to Investigations for a three-year period (including the juvenile detective). The training for certain detective roles can be extensive and can take one to two years to complete. Additionally, developing the requisite interview and investigative skills takes time as well, especially for those who are new to Investigations. A three-year rotation requires the detective to rotate back to patrol shortly after attending the numerous training classes and becoming proficient in their role.

Many agencies of Redwood City's size find that they are better served by implementing a rotational schedule for all positions. CPSM suggests that RCPD leadership consider a rotational schedule for all sworn specialty positions, with the option to extend an assignment by one to two years. There are a number of reasons for such an action. The reasons include the following:

- Opportunities for other employees to gain valuable experience in such an assignment.
- New energy and ideas may be brought into the detective workforce.
- Officers rotating out of Investigations assignments bring valuable experience back to patrol that they can share, especially relative to newer, less experienced patrol officers.
- As personnel are promoted, they bring more diverse experience into their supervisory/leadership roles versus being largely singularly dimensional. This allows them to be more informed decision makers for the betterment of the entire department.
- Assignment rotations help to prevent the "Silo Effect" in organizations. The "Silo Effect" occurs when the individual divisions become too focused on their own wants and needs, and the broader interests of the department may be sacrificed. This transcends through the organization as employees move into management positions and make decisions that favor the "Silo" from which they came, or current or former members of it.

On the downside, there is a loss of experience associated with rotational schedules. To mitigate this, it is important that the assignments are of sufficient duration that expertise is developed and that the rotation of personnel be staggered so as not to lose all experienced personnel simultaneously. For example, using the current Redwood City PD detective staffing, such a rotation system would necessitate an assignment duration of approximately four years with rotation of two detectives out of the unit every year.

While we recommend a full rotational schedule for all positions, CPSM recognizes the value of permanent detectives and that the current permanent detective assignment and rotational length is part of the RCPOA MOU. Changes to the current structure would require internal support to accomplish. If RCPD chooses to keep the permanent detective positions, CPSM recommends the permanent detectives have the training and ability to fill in and support any of the detective functions to include the juvenile detective and street crimes roles; this would act as a force multiplier during peak periods and for backfilling during vacations or extended absences to ensure workload demands are met.

## Clearance Rates

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

CPSM inquired of Investigations staff as to who in the department is charged with calculating and reporting FBI clearance rates and we were advised that if this is done, it would be handled by the Records Division, which is charged with reporting FBI National Incident Based Reporting System (NIBRS/CIBRS) data.

Investigations staff had no direct involvement in the clearance rates for the Redwood City Police Department. We submit that this is important information for police supervisors and administrators and should be considered as part of the overall evaluation of Investigations performance. A good case management system will provide clearance information on an individual detective as well as collective basis.

The following tables highlight the number of crime incidents and the clearance rates for Part 1 violent and property crime for the past three years. Whereas violent crime has risen only slightly from pre-pandemic levels, burglary and auto theft rose by 45 percent and 38 percent, respectively, in 2021. A three-year average shows a clearance rate of 37 percent for violent crime and 6 percent for property crime. The FBI averages for the Western Region of the United States are 46 percent and 13 percent, respectively.

§ § §

**TABLE 6-2: Number of Crimes in Redwood City, 2019–2021**

Crime	2019 Incidents	2020 Incidents	2021 Incidents	Total
<b>Violent Crime</b>				
Murder	0	1	0	1
Rape	32	38	37	107
Robbery	70	58	78	206
Aggravated Assault	87	90	89	266
<b>Total</b>	<b>189</b>	<b>187</b>	<b>204</b>	<b>580</b>
<b>Property Crime</b>				
Burglary	165	240	300	705
Larceny	1,015	973	892	2,880
Auto Theft	164	279	265	708
<b>Total</b>	<b>1,344</b>	<b>1,492</b>	<b>1,457</b>	<b>4,293</b>

**TABLE 6-3: Case Clearances in Redwood City, 2019–2021**

Crime	2019-2021 Incidents	2019-2021 Clearances	Percent Cleared	Western Region
<b>Violent Crime</b>				
Murder	1	1	100.00%	
Rape	107	22	20.56%	
Robbery	206	73	35.44%	
Aggravated Assault	266	121	45.49%	
<b>Total</b>	<b>580</b>	<b>217</b>	<b>37.41%</b>	<b>46.10%</b>
<b>Property Crime</b>				
Burglary	705	71	10.07%	
Larceny	2,880	184	6.39%	
Auto Theft	708	17	2.40%	
<b>Total</b>	<b>4,293</b>	<b>272</b>	<b>6.34%</b>	<b>13.60%</b>

While CPSM recognizes that RCPD has transitioned to an incident-based reporting system and UCR is no longer a contemporary method of comparative analysis, the low rate of case clearances demonstrates a lack of awareness on clearances by the agency during the period of review. CPSM recommends that the department place a higher level of focus on the clearance of violent and property crimes. This can be accomplished through the addition of the aforementioned Crime Analyst and strengthened processes in the Division to better track case progress, solvability, and outcomes.

## Investigations Policy Manual

As CPSM explores the various functions of departments we examine policies that guide operations as well as how the department operating units comply with those guidelines. As we examined the policy manual, we noted that there was no specific policy to guide Investigations Division operations. For the Investigations Division, a policy may include elements such as

supervisory and staffing structure to include duties and responsibilities, case management/tracking systems, and reporting requirements.

There are outstanding policies in use by other departments that could serve as a model for such a policy in Redwood City. For instance, the City of Sugar Land, Texas, has such a policy covering case management (General Order 41-03 R1) among other investigations-related policies. Agencies are generally helpful in supplying such samples.

## Command Structure

As we began our discussion of the Investigations Division, we noted that the division had been being led by an acting lieutenant due to medial leave of the assigned incumbent. Since the beginning of our project, the acting lieutenant was promoted into the regular position, which provides some continuity of the unit.

Given the importance of the Investigations Division, CPSM recommends re-structuring the organization so that a captain oversees the division. This could be accomplished by creating a civilian commander for the Administrative Services Division and placing the Investigations lieutenant, and Administrative lieutenant under the Investigations captain. The Property and Evidence unit should be moved to the Administrative Services Division.

## Task Forces, Street Crimes Suppression Team

The department participates in two task forces, a Drug Enforcement Administration (DEA) Regional Task Force and a regional Narcotics Task Force. One detective is assigned to each task force. Although these assignments sometimes take RCPD detectives to other jurisdictions, the other participating agencies also come to Redwood City to help with crimes in RCPD's jurisdiction. Our interviews show that the system works well and is a force multiplier for RCPD in major cases when assistance is needed.

Investigations also includes a Street Crimes Suppression Team. This team functions as a utility support team for the Investigations Division. In addition to conducting proactive street level enforcement, the team also assists with covert surveillance of wanted persons or suspects, gathers intelligence on criminal street gangs, human trafficking investigations, and other street level crimes. The RCPD Street Crimes Team has changed the scope of its duties over the years to support other teams and is utilized in many different types of investigations. This team started as a regional team with the San Mateo Sheriff's Office but later transitioned to solely an RCPD team. With new leadership at the county level and within RCPD, CPSM recommends that the prospects of a collaborative team be revisited so as to expand the reach of the team as a force multiplier and also to expand and strengthen relationships with other law enforcement partners.

The officer assigned to the DEA Task Force conducts high-level drug investigations throughout the region. Typically, officers assigned to DEA Task Forces seldom conduct investigations in their primary jurisdiction; however, officers do receive experience in investigative tactics not found in most mid-sized municipal police departments. CPSM recommends the RCPD evaluate the benefit of the DEA assignment against other organizational priorities such as computer-related crimes or regional units designed to gather criminal intelligence.

## Investigations Division/Detectives Recommendations:

- CPSM recommends that the Division ensure sufficient redundancy for the Juvenile Detective position. (Recommendation No. 32.)

- It is recommended the Investigations Division establish an objective process for the assignment and prioritization of cases. (Recommendation No. 33.)
- CPSM recommends the permanent detectives have the training and ability to fill in and support any of the detective functions to include the Juvenile Detective and Street Crimes roles; this will act as a force multiplier during peak periods and for backfilling vacations or extended absences, ensuring workload demands are met. (Recommendation No. 34.)
- CPSM recommends that the department place a higher level of focus on the clearance of violent and property crimes. This can be accomplished through strengthened processes in the Investigations division to better track case progress, solvability, and outcomes. (Recommendation No. 35.)
- CPSM recommends restructuring the organization so that a captain oversees the Investigations Division. This could be accomplished by creating a civilian commander position for the Administrative Services Division and moving the function of the Investigations lieutenant, and the Administrative lieutenant under the Investigations Captain, and moving the Property and Evidence Unit to the Administrative Services Division. (Recommendation No. 36.)
- CPSM recommends that the prospects of a collaborative street crimes team be revisited so as to expand the reach of the team as a force multiplier and also to expand and strengthen relationships with other law enforcement partners. (Recommendation No. 37.)
- CPSM recommends the RCPD evaluate the benefit of the DEA assignment against other organizational priorities such as computer-related crimes or regional units designed to gather criminal intelligence. (Recommendation No. 38.)
- CPSM recommends RCPD add a civilian FTE position for duties associated with data and crime analysis. (Recommendation No. 39.)

## **CRIME SCENE INVESTIGATIONS (CSI)**

---

Forensic investigation of crime scenes is a highly specialized duty. Successful identification and collection of evidence, especially trace and biological evidence, is of paramount importance in successfully solving crimes and prosecuting offenders. Investigators must have a high degree of training, experience, skill, and commitment to master this art. Each is of vital importance to this effort. At major crime scenes such as a murder, kidnapping, sexual assault, home invasion robbery, etc., the collection and processing of evidence can take many, many hours, if not stretching into the following day(s).

Departments vary widely in practices relative to the collection of physical evidence, often dictated by staffing and funding availability. Larger agencies generally have full-time forensic units with dedicated specialists, often civilian, charged with the responsibility of processing crime scenes and collecting evidence. Smaller agencies generally assign this duty to patrol officers and/or property and evidence technicians as a collateral duty to their primary assignment.

At Redwood City PD, the responsibility for the collection and examination of physical evidence falls largely on the property and evidence coordinator and a team of personnel trained as crime scene investigators.

## Training

All Investigations personnel assigned as detectives have reportedly undergone extensive training and have met the requirements to serve as crime scene investigators. However, as is the case with the detective function, there is no training matrix that identifies necessary and/or desirable training, something we would urge be developed for the CSI function.

In our introduction to reporting on the CSI function, we indicated that this is a highly specialized duty that requires extensive training and experience to master. To illustrate that point, and for this limited purpose only, we have included a sample training matrix that follows. This matrix was developed by another agency (but with 200 officers) for which CPSM conducted an operations assessment. In the case of this agency, the CSI role is a full-time assignment.

**TABLE 6-4: Sample Training Matrix for the CSI Function**

Type	Class
Basic Crime Scene	Legal Issues of Crime Scene Searches
	Basic Crime Scene Photography
	Practical Crime Scene Processing/Investigation
	Evidence Collection and Processing
	Basic Crime Scene Investigations
	Crime Scene for Investigators
	Crime Scene Investigation
Adv. Crime Scene	Basic Crime Scene Academy
	Adv. Crime Scene Investigations
	Adv. Crime Scene Investigations
Latent Print Processing	Print Processing, Collection & Photography
Photography	Crime Scene Photography
	Crime Scene Photography
	Crime Scene and Evidence Photography
	Basic/Adv. Forensic Photography
Adv. Photography	Forensic Fire Inv. Photography
	Low Light, Night, Inclement Wx Photography
Firearms	Firearms for the Det. and CSI
Death Investigations	Death Investigation 101
	Death Investigations
Child Death Investigations	Child Death Investigations
	Child Death Investigation
	Child and Infant Death Investigations
Reporting	Photoshop, PowerPoint, Diagrams for CSI
Testimony	Forensic Science Courtroom Testimony
	Courtroom Testimony: Practical Approach
CCO	Cellebrite Certified Operator
Digital Evidence	Susteen - DataPilot

Type	Class
	DEI
	FARO - On-Scene
	IBIS - Collection
AFIS (Basic)	Fingerprint Recognition & Comparison (AFIS)
	Basic Latent Print Examination
	Intro to the Science of Fingerprint Class
	Basic/Intm. Fingerprint Comparison
	Fingerprint Comparison, ID, and AFIS Plotting
AFIS (Palms)	Palm Print Techniques
	Adv. Latent Palm Print Comparison
	Latent Palm Print Comparison
AFIS (Adv.)	Basic Latent Print Comparison
	Comprehensive Adv. Latent Print
Basic Shooting Recon	Shooting Incident Documentation
	Shooting Incident Reconstruction
	Shooting Reconstruction
	Basic Shooting Reconstruction
Adv. Shooting Recon	Shooting Incident Reconstruction
	Forensic Firearm/Toolmark ID Shooting Recon
	Adv. Shooting Reconstruction
Basic Bloodstain	Basic Bloodstain Pattern Recognition
	Basic Bloodstain Pattern Analysis
	Bloodstain Pattern Documentation
	Bloodstain Pattern Analysis Level I
	Documentation of Bloodstain Evidence
Adv. Bloodstain	Adv. Bloodstain Pattern Analysis
	Adv. Bloodstain Pattern Analysis
	Bloodstain Pattern Analysis Level II
	Adv. Bloodstain Pattern Analysis
Buried Body	Recovery of Human Remains Workshop
	Buried Body and Surface Skeleton
	Clandestine Grave Search & Recovery
Adv. Crime Scene Processing	Crime Scene Reconstruction - Level I
	Crime Scene Reconstruction - Level II
DVR/Video Processing	DVR Examiner (VERA)
	DVR Assessment & Video Recovery
	Fundamentals of Video Evidence
	Forensic Video Analysis
	Remote Online Training - ClearID
	Remote Online Training - Intro to Omnivore
	Remote Online Training - Ffmpeg Convert
	Remote Online Training - Detective Effects



Type	Class
FARO	FARO - Zone Core
	FARO Zone Point Cloud Crime
	FARO Zone Point Cloud Crash
	FARO Zone Adv. Diagramming
	FARO Zone 3D (Online)
Computer Forensics	BCERT (Computers)
Mobile Device Analysis	MDE (Handheld Devices)
	CCO/CCPA
Adv. Mobile Device Analysis	AMDE
	CASA
Adv. Digital Forensics	Mac Forensics Training
	BNIT
	NITRO
	Memory Forensics & Malware Analysis
	Digital Currency Course

Again, in providing this sample training matrix, we simply strive to illustrate the complexity of crime scene investigation. It is not our intention to suggest that Redwood City should seek to train to this level.

### **Case Management / Workload Analysis**

Staff indicated there is no centralized tracking of data relative to either the collection of evidence, or forensic analysis of any such evidence collected. Rather, if an attempt is made to collect evidence at a crime scene, whether or not the effort was successful, the detective/officer includes that information in the general crime report.

The absence of a dedicated case management software program is problematic. Factors such as the number of cases with workable evidence, information on the number of fingerprints submitted through the Automated Fingerprint Identification System (AFIS), the number of DNA samples submitted for match through the Combined DNA Index System (CODIS), matching “hits” for both AFIS and CODIS records, and a variety of other data is not available. This is important information for managers to have when they assess the effectiveness of the department’s efforts collectively, as well as those of individual investigators. The department should ensure that data is collected, through existing or new systems, and that can enable evaluation of the efficacy of forensic evidence collection efforts.

The International Association for Identification (IAI) is the largest professional crime scene investigators association. It establishes standards for forensic excellence. Staff is encouraged to reach out to IAI to inquire about software programs that may be useful to Redwood City PD.

### **CSI Equipment**

Redwood City recognizes the importance of crime scene investigations and has invested in a well-equipped CSI van. CSI staff is dependent on other agencies to download data from smart phones. This requires staff to deliver phones to the location of the equipment and wait while the phone downloads in order to maintain chain of custody. As smart phone forensics become an increasingly frequent component of criminal investigation, CPSM recommends the department evaluate its capacity for cell phone analysis and pursue an in-house solution.

RCPD staff indicated that the department lacks the ability to effectively and efficiently map a crime scene with three-dimensional capability. Due to advances in technology and other influences, criminal juries have expectations for certain levels of professionalism in the collection and preservation of evidence. The presentation of evidence can influence perceptions of the department's competency and influence case outcomes. CPSM recommends the department evaluate its crime-scene mapping capability and acquire equipment to efficiently map indoor and outdoor crime scenes to ensure it has the capacity to properly and professionally document crime scenes.

## Crime Scene Investigation Recommendations:

- Develop a training matrix of required desired training relative to the CSI function. (Recommendation No. 40.)
- CPSM recommends the department evaluate its capacity for cell phone analysis and pursue an in-house solution. (Recommendation No. 41.)
- CPSM recommends the department evaluate its crime-scene mapping capability and acquire equipment to efficiently map indoor and outdoor crime scenes to ensure it has the capacity to properly and professionally document crime scenes. (Recommendation No. 42.)

## PROPERTY AND EVIDENCE UNIT

---

The RCPD Property and Evidence (P&E) Unit is considered the custodian of all items collected by department personnel or submitted to the department as items for safekeeping, found property, items collected as evidence, or items to be destroyed. The unit is also responsible for the proper storage of all these items, the preservation of the items for possible future analysis, and the lawful release or disposition of property.

Property and evidence is one of the highest risk operations in any police department. The intake, processing, storage, and disposal of evidence and property are important functions for any law enforcement agency. It is especially true for weapons, narcotics, currency, and valuable jewelry. Police agencies across the country have often faced the consequences of mismanaged property and evidence sections. This has resulted in terminations and arrests of police employees, from janitors to police chiefs, for thefts of narcotics, cash, jewelry, guns, and other items of value. In some cases, audits that revealed unaccounted-for property and evidence have led to the termination of police executives, though they were not suspected of being implicated in the theft/loss of the evidence. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function.

The P&E Unit is under the responsibility of the Investigations lieutenant. A civilian property and evidence coordinator is responsible for the management of the unit and there are 1.5 civilian evidence technicians who are tasked with the duties and responsibilities of the unit's intake, care, and disposal of property.

### Collateral Duties of the P&E Coordinator

Most law enforcement agencies demand a lot of their personnel and oftentimes an employee may have a multitude of duties outside of their primary responsibilities. At RCPD, the P&E coordinator also has many collateral responsibilities. They are as follows:

- Writing policies and procedures related to property and evidence.
- Serving as the finder and collector of evidence on search warrants.
- Managing all digital evidence.
- Responding to requests for discovery requests.
- Responsible for mobile forensics (downloading cell phones).
- Assisting with processing of crime scenes.
- Managing the department's lost and found items.

Based on this review of the responsibilities of the property and evidence coordinator it appears the position may be under-classified. CPSM recommends the Human Resources Department evaluate the job description and actual duties to ensure they align with organizational expectations. RCPD Policy 801 makes reference to a property and evidence supervisor who has responsibility for key functions; however, that position does not exist in the organization.

## Facility

The P&E Unit is located on the main floor of the main police facility at 1301 Maple St. The P&E facility has an area for officers to package, log, and tag evidence. This general area also has temporary lockers in which the officers put the evidence after they have completed their processing. All personnel have access to the processing area by means of their building access. The storage area is where the processed property and evidence is removed from the lockers and catalogued to be stored. This area is only accessible by a pre-programmed key fob and an individualized access code; the P&E coordinator and technicians are the only personnel who have access to the evidence storage. At the current time, the P&E space is adequate and meets the needs of the department.

A secondary storage area, a Conex-style box, is used for safekeeping of large items and other property at the city's Corporation Yard at 1400 Broadway. Most of the items kept in the Conex box are personal items from unhoused persons who are in-custody. Once released from custody, the P&E unit refers the person to the original officer to coordinate return of their property. This procedure expedites the return and ensures safety of the P&E personnel since the property is stored off-site. While entry into the Corporation Yard occurs through a locked and card key accessed gate, the storage area itself does not have a lock mechanism. The lack of a lock is to help facilitate ease of access for both the placement and removal of items by officers. The lack of security of the personal items of others is of concern. CPSM recommends installing a locking mechanism on the Conex box and providing a single key to all officers for access to guard against loss of personal property belonging to others.

## Facility Security

Entry into the secure P&E facility is by key card access and secondary code. Only the technicians and coordinator have an access code. CPSM staff did not observe any cameras inside the P&E unit or evidence processing area. CPSM recommends that cameras be placed at minimum in the areas where the narcotics, money, and firearms are stored. The servers for these cameras should have the storage space to allow for the video to be retained for 90 days.

## Evidence Security

The P&E Unit does have a secure location within the facility for such items as guns, narcotics, money, and jewelry. Firearms are stored on a separate rolling file cabinet that is locked with a

key. While the secondary lock is helpful, the aforementioned camera will add another layer of security.

### Guns/Weapons

Handguns, long guns, and rifles are kept in individual boxes on a locked rolling shelf in the unit. Handguns and long guns/rifles should be kept in a locked and secure room or fenced-in area within the P&E unit. Also, there should be a camera covering the area where weapons are stored.

### Narcotics

Narcotics seized or located by officers of the department are stored on the shelving within a secondary secure area of the unit.

### Money

Money and jewelry are stored in a safe.

### **Hours of Operation**

The unit's hours of operation are Monday through Friday, 8:30 a.m. to 3:30 p.m. The public can come in any time during the unit's working hours to pick up belongings or as early at 4:30 a.m. by appointment. CPSM recommends the P&E unit schedule remain open until 6:00 p.m. at least one day a week, which would allow citizens the opportunity to arrange to pick up items after their workday ends. This could be easily accomplished by changing the hours on one of the workdays to accommodate the service.

### **Policy**

Policy governing the P&E Unit can be found in Section 801 of the Redwood City Police Department Policy and a comprehensive procedure manual. The policy was last revised in December 2021. The purpose of the policy is to establish procedures and guidelines to provide for the security and control of seized, recovered, and evidentiary property, as well as abandoned, lost, or found property, in the custody of the department. Several sections within Section 103 haven't been reviewed or revised since 2018, while others were reviewed in 2020 and 2021. CPSM recommends the review of department policies be conducted each year to ensure they remain current with any changes in law or operational procedures.

### **Records Management System**

The department's RMS system is used for the tracking of property and evidence items that are logged into the P&E area. The P&E technician uses a scanner with a bar code to document the logging in and storage of all property. The system meets the needs of the unit.

### **Workload**

Whether it is a small department or large department, P&E units take in many items each year and RCPD's unit is no exception. It is clearly evident from the following table that the number of property items logged in to the P&E unit during 2019, 2020, and 2021, and the number of items the unit purged during that same time, that the department is bringing in more evidence than it is purging. If ongoing purging is not conducted space becomes a premium and the unit will at some point run out of storage space.

**TABLE 6-5: Property and Evidence Processed, 2019–2021**

Category	2019	2020	2021
Total intake of items	14,450	11,226	8,341
Total purged items	10,160	5,676	3,945

Items are kept for five years, then rotated out for disposal unless required to hold for a longer period of time. CPSM recommends staff evaluate the timing of disposal of evidence so that disposal occurs when allowed by statute and that property is not retained unnecessarily.

It was also learned that the P&E coordinator sometimes spends up to 20 hours weekly completing other tasks such as cell phone forensics, crime scene investigation, and unit oversight. Most departments studied by CPSM have experienced a growing workload connected with the retention and discovery of digital evidence. That is expected to continue to increase into the future. As mentioned in the CSI section, the acquisition of a cell phone data extraction tool will mitigate the time the P&E coordinator spends at outside agencies to download cell phone data.

### **Purging of Property**

One of the critical functions of the evidence/property unit is ensuring the appropriate, timely, and lawful disposition of evidence/property. A police agency should determine the proper method of disposal associated with each classification of property. The primary methods used in law enforcement to dispose of items are:

- Returned to the owner or finder.
- Sold at public auction.
- Converted to agency use (includes asset-seizure items).
- Destroyed.
- Donated.

Most of the items of value that are disposed are sold through Propertyroom.com. Items of no value are disposed or destroyed under property authority.

### **Weapons and Narcotics Destruction**

The department regularly destroys firearms and other deadly weapons. The most recent destruction occurred on April 7, 2022. The firearms and weapons are securely transported to a local metal recycler where they are loaded into a vehicle and the vehicle is shredded. The P&E representative witnesses the destruction process from start to finish.

The department conducts a narcotics destruction on an as-needed basis. The last narcotics destruction was on February 25, 2020. Narcotics are packaged and driven to an incinerator where they are burned. This practice aligns with best practices.

### **Freezers/Refrigeration**

The department has one evidence refrigerator and two evidence freezers on-site for evidence that must be kept climate controlled. All are equipped with an audible alarm in dispatch who in turn calls the property and evidence coordinator to determine the cause.

## Training

The Property and Evidence staff at RCPD receive both formal training through the International Association of Property and Evidence (IAPE) and on-the-job training after being hired. The coordinator and technician regularly attend either the CAPE conference or the Crime Scene and Forensic conference. The property and evidence coordinator is a Certified Property and Evidence Manager through IAPE and also maintains certifications as a Crime Scene Investigator, Cellbrite Logical Operator and Physical Analyst, and is certified with Leica as a Total Station and Crash/Crush user.

## Audits

Often overlooked areas of handling property and evidence held by law enforcement are inventories and audits. The purpose of an audit of property and evidence is to review how well the department receives, inventories, and establishes chain of custody. It also reports how well a department maintains property and evidence while it is in its custody, as well as how the department releases evidence for investigations and court purposes. Agencies have begun to recognize that the consequences of mismanagement of property and evidence can lead to agency embarrassment, lost court cases, loss of public confidence, and financial loss.

All departments should have a written policy that addresses when inventories and audits of the property and evidence room are conducted. An inventory is a comprehensive check of all items stored in the P&E room and should be completed annually. An audit is a list of items that are chosen by management of specific items of evidence to ensure they are present, in the location they are listed in the RMS, packaged properly, and documented in accordance with agency policy.

Audits have become an integral part of the proper operation of a department's property and evidence section. The last full audit was completed by department staff and occurred in 2019, and its purpose was to identify that all property items were accounted for and stored in the proper area in the P&E unit. The department has not performed an external audit of the P&E function in more than 10 years, even though two transitions of Chief of Police have occurred. CPSM recommends an external audit of the P&E function during the next transition of the Chief of Police.

The department also performs quarterly or mini-audits of high-risk items of evidence (guns, drugs, money, jewelry). CPSM recommends that the department continue doing these quarterly audits of the P&E unit.

## Property and Evidence Recommendations:

- CPSM recommends the Human Resources Department evaluate the property and evidence coordinator job description and actual duties to ensure they align with organizational expectations. (Recommendation No. 43.)
- CPSM recommends the P&E Unit remain open until 6:00 p.m. at least one day a week to allow citizens the opportunity to arrange to pick up items after their workday ends. (Recommendation No. 44.)
- CPSM recommends that cameras be placed, at minimum, in the areas where narcotics, weapons, and money is stored. The servers for these cameras should have the storage space to allow for the video to be retained for 90 days. (Recommendation No. 45.)

- CPSM recommends staff evaluate the timing of disposal of evidence so that disposal occurs when allowed by statute and property is not retained unnecessarily. (Recommendation No. 46.)
- CPSM recommends installing a lock on the off-site storage containers at the Corporation Yard. (Recommendation No. 47.)
- CPSM recommends that the department consult with an external source to conduct an audit of the P&E Unit. (Recommendation No. 48.)

§ § §

# SECTION 7. OTHER AREAS

---

## **POLICE DEPARTMENT BUILDING**

---

The police department building was constructed in 1993; it is reflective of architectural trends of that time and generally serves its purpose today. There is evidence of ongoing maintenance needs, as function is emphasized over aesthetics. In addition to the primary building a separate downtown substation is located at 2223 Broadway St. CPSM staff observed officers coming and going from the substation in the evening hours, indicating its regular use.

The building is monitored via several exterior video cameras, with recordings retained. The Records Division staff has a monitor where multiple camera views are displayed. All of the views in Records are of different angles of the front entrance and lobby. CPSM recommends that the Records monitor also be used to monitor additional areas of the police facility so that staff will be alerted if someone is in a secure area without proper access.

Police vehicles and private vehicles are parked in a secure area behind the police building. The area has an overhead view from the offices and as well is monitored by video cameras, with recordings retained for one year.

The jail facility is mostly decommissioned. While access to the jail is possible with a key fob, exiting the secure area requires two phone calls into dispatch in order to unlock the doors. CPSM recommends verifying the need to continue the practice of a secure exit from the jail facility since the facility is partially decommissioned.

The interior and exterior of the building indicated several areas in need of repair and attention. Black scuff marks were present on many of the walls in the common areas and interview rooms. The fabric wall coverings of the briefing room were discolored and dirty, several tiles and areas of grout in the atrium were missing or broken, and the partition in the downstairs men's bathroom had significant rust visible. There are no immediate plans for remodeling, renovation, or refurbishing the facility. CPSM staff observed items of a political nature that are not commonly found in a local government workplace and likely in violation of policy 1032.4.1.

The exterior of the building, especially where the sleeping trailer and impounded vehicles are located, is discolored and dirty. The area around the dumpsters had several large items that were in disrepair and appeared to be awaiting disposal. CPSM recommends a thorough inspection of the facility to include deep cleaning, painting, repairing broken items, and ensuring policy is followed related to items in the workplace.

## **COMMUNITY RELATIONS (CCAT)**

---

The Redwood City Police Department is engaged in several facets of community outreach and civic engagement. The department is present in all traditional and emerging social media platforms, including:

- Facebook.
- Twitter.
- Instagram.



- TikTok.
- NextDoor.
- Nixle.
- MyRWC.

The RCPD social media platforms are managed by one police officer who is assigned to the department's CCAT (Community Coordinating Activities Team) and who regularly makes posts on the department's platforms to engage the citizens of Redwood City. That same officer, in addition to addressing the homeless challenges in the city, is also responsible for coordinating several community programs such as coffee with a cop and bicycle rodeo events as well as coordinating the department's involvement in other engagements such as neighborhood watch. In our opinion the social media engagement level as well as the community outreach of the RCPD is impressive.

The dynamics in policing have changed in recent years after a series of high-profile negative events for the profession. Many communities experienced protests and calls to dramatically change policing, and in many cases reduce policing altogether. The best response to this sea of change was to have very strong community partnerships, strong community engagement, and to be able to communicate a department's message to the people within the community. Agencies that lay the groundwork by building those relationships before a crisis are likely to emerge from a crisis with a greater degree of community support.

During our conversations with community members, with department staff and leadership, as well as other city leaders, it was apparent that strong community ties have been a priority in Redwood City long before the most recent rounds of civil unrest due to bad policing. The department is engaged in the modern social media realm, does many of the traditional community outreach events, and embraces the concepts of strong customer service. The department has also been an active part of discussions about policing in the 21st century with members of the community. There is an advisory group that the chief and department leadership meets with regularly; also, the city has a Diversity, Equity, and Inclusion officer who often works with the department and the community to remove traditional barriers. These are all efforts that should be applauded and are more than we typically see in other communities.

## **DOWNTOWN SERVICES UNIT**

---

Redwood City enjoys a vibrant downtown area of the city with shopping, dining, and entertainment for the community to enjoy. To address any concerns that arise in the downtown area and to focus on the high quality of life in the area, the department deploys a Downtown Services Unit (DSU). The unit is comprised of one sergeant and four police officers and also supplemented by the CCAT officer mentioned above. Scheduling for the unit consists of two officers working a 4-10 schedule Tuesday through Friday from 12:00 p.m. to 10:00 p.m. while the other two officers work a 3-12.5 schedule on Thursday, Friday, and Saturday from 2:00 p.m. to 2:30 a.m.

The officers working the 4-10 schedule have the primary responsibility of establishing relationships with all the business owners and employees in the downtown area and are also expected to handle some the issues that arise that may be concerning to the downtown business environment. The two officers working the 12.5-hour shifts are primarily responsible for managing downtown concerns related to the entertainment and nightlife in the area. They specifically

have their shift aligned to be available as the bars in the downtown area are closing during those weekend evenings.

The sergeant who supervises the team works a modified four-day-per-week schedule that overlaps both teams. Her expectations and goals for the team of officers is that they are engaged in community policing and provide a high degree of customer service to both the businesses and well as the public enjoying the downtown atmosphere.

Other duties for the DSU include handling all downtown calls for service that come into the dispatch center when they are on duty and available; managing all downtown special events, including parades, festivals, and concerts; and addressing the growing homeless concerns in the area.

The team expressed concerns about the growing homeless population. Since 2000 the homeless population in the city has grown from about 30 people who were well known to the officers at RCPD to the unofficial current number of about 250 (source: RCPD). The team senses that the number is growing, because complaints from businesses, residents, and other city employees about the problem continue to grow. Redwood City has enacted some best practices such as the services of the CCAT officer who is available to connect people in need with services as well as a partnership with a San Mateo County program designed to provide an alternative response to mental health concerns. However, the officers often tasked with managing this growing problem lack the enforcement tools to take effective action or to leverage enforcement to gain compliance. We will cover the concern with unhoused persons in the next section of this report.

The DSU unit does not compile monthly statistical reports to quantify what value they provide to the community or the department. Undoubtedly, they serve a critical need and assist in the greater policing mission by alleviating some of the patrol workload. In all likelihood they provide an efficiency by handling the workload they currently have versus if that workload were divided among the existing patrol force. However, specialized units such as this are always closely scrutinized when staffing levels in departments drop and patrol assets start to dwindle to below minimum staffing standards on a regular basis as RCPD is currently experiencing.

As part of this study, CPSM reached out and interviewed several members of the Redwood City community, including city employees and business leaders. The services of the DSU were found to be very popular, with many voicing support to expand the team. CPSM suggests that RCPD institute a monthly report to track the performance of the DSU. Having this data available will allow the department to continually reassess its effectiveness, redirect resources if necessary, and provide valuable insight for future calls to expand the team.

## **CHALLENGES WITH HOMELESS / UNHOUSED PERSONS**

---

Almost every urban community in the country is facing challenges related to its homeless or “unhoused” population. Redwood City is facing this challenge as well on its own scale and attempting to manage the problem in a balanced and compassionate way.

Police officers interviewed during this assessment expressed frustration toward the growing problem and felt they did not have the appropriate leverage through enforcement tools available to them to provide solutions when individuals are resistant to services offered. RCPD employees told us the population of unhoused persons is growing based upon their firsthand experience of dealing with the population and the complaints generated through dispatch and the 911 system.

The city's official numbers from a point in time count in March 2023 counted 205 unsheltered individuals; this represents a 20 percent increase over the official count one year earlier. Of that total, 37 people were identified as "living on the streets," 71 were in "encampments," 90 were living in vehicles, and 7 were in some other type of makeshift shelter.<sup>3</sup>

Redwood City has instituted the following efforts to address this growing problem:

- Created access to 146 low-income permanent housing solutions and 300 emergency shelter beds.
- Access to five on-demand units for unsheltered people through the County Homeless System.
- Leveraged various funding sources to create a civilian Inter-Agency Redwood City Coordinated Homeless Outreach Team.
- Weekly encampment clean-up efforts.
- A coordinated Redwood City multi-agency effort to maximize efforts to address the challenge. This involves the RCPD officer tasked with addressing this issue and connecting individuals with services.

A deep dive into the Redwood City response to homelessness is outside the scope of this report but it's difficult to assess the performance of a police department without considering the impact of this issue on the delivery of police services. A recent audit of Redwood City Fire Department calls for service suggested that 10 percent of all fire department calls for service involved homeless persons and the various problems associated with that population.

Redwood City PD has attempted to capture the impact of the unhoused population on its operations but with little success or accuracy. Because there are no specific CAD or CAD disposition codes for officers to use whenever dealing with an individual or a CFS involving homelessness, the department was left to do word searches within its CAD system for specific keywords. The best number it could produce was approximately 1,400 calls annually. Everybody agrees the actual number is significantly higher.

Efforts should always be made to provide alternative service delivery to these community problems without impacting the delivery of public safety services. Simply put, the police do not always have the best solutions at their disposal, or the time required to help an individual transition off the streets into a permanent housing solution. But as long as people are living on the streets and negatively impacting the quality of life for residents and the business environment the police will be the primary agency called by those residents and business owners.

We applaud Redwood City for its efforts to address this growing problem and to shift the burden away from the police department. Police officers are highly compensated employees and can be an inefficient labor solution to this problem when other solutions are available.

We encourage the city to continue with its efforts to shift these burdens away from the police department by developing other programs and solutions to the growing problem. However, we feel that one missing element is knowing the true impact of police services consumed by this problem. We recommend that RCPD develop CAD disposition codes to better track those calls involving unhoused individuals. Having this data will allow the city and RCPD to better

---

3. Source: Redwood City 2023 Point in Time Count

understand the impact to police services and provide a baseline to measure progress on managing this problem with alternative solutions.

## DEPARTMENT VOLUNTEERS

---

Volunteers in Police Service (VIPS) is a program within RCPD that allows interested community members to provide volunteer service to the department and the community. The volunteers are used in a variety of roles ranging from volunteering in the station to providing a citizen on patrol component to assist in some daily field policing duties. Since 2019, the department has had 15 people from the community who have served in this volunteer unit and they have collectively donated well over 3,000 hours each year to assist the department in any area they can be of use.

RCPD also has a shrinking group of reserve police officers. It is our understanding that the current group of officers still occupying these positions are not in compliance with department mandates regarding patrol time (designated hours per month) and having the program creates issues for the department to keep reserve officers in compliance with training mandates.

Reserve programs are becoming increasingly difficult for departments to maintain due to the fact that state mandates have evolved, and reserves are expected to meet similar mandates as FTE police officers. This has impacted the ability of departments to recruit for the positions and as a result most departments are struggling to keep their programs afloat. This is the case in RCPD. We encourage the department to review this program and determine if maintaining reserve officers is viable.

## ONLINE REPORTING

---

The department provides citizens with the capability to file basic low-level police reports online through a secure portal. Once the report is accepted and approved by the department it is populated into the department's RMS. Reports such as vandalism or minor theft reports can be efficiently documented through these systems, thus saving valuable officer field time by not having to respond to a separate call for service.

The inclusion of online reporting within a department's operations is a common recommendation for many agencies around the country to consider to positively mitigate the patrol workload. RCPD has had this feature for several years.

## RECRUITMENT AND HIRING

---

A common theme cited throughout this report is the number of vacancies at various positions around the department and the frequent need for overtime usage to cover the staffing shortages. Staff at the police department said they have managed with vacancies for many years and cited frustration with the effort to keep their ranks staffed.

Concerns were voiced that all recruitments are managed through the Human Resources department at City Hall. This is common in municipal agencies. RCPD's frustration was the capacity of HR to manage multiple recruitments simultaneously. The police department does have involvement in the selection and hiring process but is reliant on HR to initiate and oversee the process. RCPD feels that as a department it has more capacity that can be applied to

accelerate the process and to engage more than one recruitment process at a time and therefore keep up with attrition and fill vacant positions.

We did not interview Human Resources or take a deep dive into this issue, as it is beyond the scope of this project. However, the staffing challenges facing the department is hindering its ability to effectively deliver service and is creating too high of an hourly commitment of its existing employees through more overtime than is wanted by the employees on a daily basis. CPSM recommends that city management, HR, and RCPD form a committee to further explore the recruitment challenge and develop mutually agreeable solutions.

## WELLNESS PROGRAM

---

In 2017, the Redwood City Police Department lost an officer due to an on-duty heart attack. Like many communities that lose an officer in the line of duty the impact was felt throughout the department and the community. Because of that tragedy a community member made a financial donation to the department in hopes of doing something positive that may prevent a similar tragedy to another RCPD employee. That initial financial donation funded medical scans for any employee that desired one. From an examination provided by this program, another employee discovered a potentially dangerous medical condition that was unknown and could have been fatal if not addressed.

As a result of those experiences and with community and city support the department committed to building a wellness program within the Redwood City Police Department. In the years that have followed the department has built a program that is designed to make RCPD a good place to work, provide support to its employees, and that promotes a healthy lifestyle. The program includes the services of The Counseling Team International for both critical incident debriefs as well as employee EAP services.

The department invested in an app that every employee can have on their phone outlining wellness programs and services. The department was able to invest in a sleeping trailer that provides officers who commute into Redwood City from far-off communities due to housing prices a place to sleep between shifts. The department moved away from vending machines that dispense unhealthy foods and at the department's expense provides daily deliveries of healthy fruits and vegetables as well as coffee and water so employees can have healthy options while at work.

Wellness initiatives have become popular in police agencies, but many struggle to provide meaningful initiatives and services that are embraced by employees. We believe RCPD is doing a good job with its program and is striving to make a positive environment for its people.

### Other Areas Recommendations:

- CPSM recommends that the Records video monitor be used to monitor additional areas of the police facility so that staff will be alerted if someone is in a secure area without proper access. (Recommendation No. 49.)
- CPSM recommends verifying the need to continue the practice of a secure exit from the jail facility since the facility is partially decommissioned. (Recommendation No. 50.)
- CPSM recommends a thorough inspection of the facility to include deep cleaning, painting, repairing broken items, and ensuring policy is followed related to items in the workplace. (Recommendation No. 51.)

- CPSM suggests that RCPD institute a monthly report to track the performance of the DSU. (Recommendation No. 52.)
- We recommend that RCPD develop CAD disposition codes to better track those calls involving unhoused individuals. (Recommendation No. 53.)
- CPSM recommends that city management, HR, and RCPD form a committee to further explore the recruitment challenge and develop mutually agreeable solutions. (Recommendation No. 54.)

§ § §

## SECTION 8. SUMMARY

---

Throughout this report we have endeavored to provide the reader with insight into the Redwood City Police Department, its strengths, and opportunities for improvement.

CPSM recognizes that the recommendations, especially those involving personnel, come at a cost. Please be assured that they were not made lightly, but with significant consideration concerning operational necessity associated with each position. In one case, we recommended a reduction in staffing, but only if what we believe is unnecessary workload is modified or transferred.

We further recognize that implementing many of these recommendations, should the Redwood City Police Department choose to do so, will take weeks, months, and in some cases years. We would encourage the city and department leadership to work with the future police chief on identifying those recommendations which, in his / her viewpoint, are most critical. Also, we would make ourselves available to consult as necessary and appropriate.

Additionally, a comprehensive data analysis report will follow. While the more pertinent aspects of that analysis are embedded in the preceding Operational Assessment, readers are encouraged to review the data analysis report in its entirety.

The following table provides a summary of existing and recommended changes to personnel in the Redwood City Police Department based upon the findings and recommendations in this report.

§ § §

**TABLE 8-1: Summary of Position Allocation**

Position Title	FY 22-23 Authorized	FY 22-23 Actual *	Recommended FY 23-24 Change +/-	Recommended Change from 2024 to 2030
Police Chief	1	1		
Deputy Police Chief	1	1	-1	
Captain	2	2		
Lieutenant	4	4		
Sergeant	12	12		
Police Officer	73	64*	Fill Vacancies	+7
Administrative Manager			+1	
Community Service Officer	2	0	+2 (+Fill Vacancies)	+2
Parking Enforcement Officer	4	4		
Property / Evidence Coordinator	1	1		
Property Clerk	1	1.5		
BWC Manager	1	1		
BWC Specialist**			+1	
Juvenile Specialist	1	1		
Management Analyst	1	1		
Administrative Secretary	2	2		
Records Supervisor	1	0		
Records Lead	1	1		
Records Specialist	5	4		
Dispatch Supervisor	1	1		
Dispatch Lead	1	0		
Dispatcher	12	10*		
Training Specialist**			+1	
Crime Analyst			+1	

**Note:** \*These numbers change frequently with hiring / retirements / resignations.

**Note:** \*\*RCPD may elect to create new positions or use / add to a CSO position. We also believe RCPD would be able to combine the job responsibilities of the BWC Specialist and the Training Specialist for the first year and have one employee fill both roles until the full impacts of the BWC and in-car camera program are realized.

§ § §



# SECTION 9. DATA ANALYSIS

---

This data analysis on police patrol operations for the Redwood City, California, Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this analysis was developed using data from the department's computer-aided dispatch (CAD) system.

CPSM collected data for one year from September 1, 2021, through August 31, 2022. The majority of the first section of the report, concluding with Table 9-9, uses call data for one year. For the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2022, or winter, and the second period is from July 7 through August 31, 2022, or summer.

## WORKLOAD ANALYSIS

---

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
  - We distinguish between patrol and nonpatrol units.
  - We assign a category to each event based on its description.
  - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered several issues when analyzing Redwood City's dispatch data. We made assumptions and decisions to address these issues.

- 4,238 events (about 8 percent) involved patrol units spending zero time on scene.
- 5 calls lacked an accurate busy time. We excluded these calls when evaluating busy times and work hours.

- The computer-aided dispatch (CAD) system used approximately 169 different event descriptions, which we condensed into 18 categories for our tables and 12 categories for our figures (shown in Chart 9-1). Table 9-20 in the appendix shows how each call description was categorized.

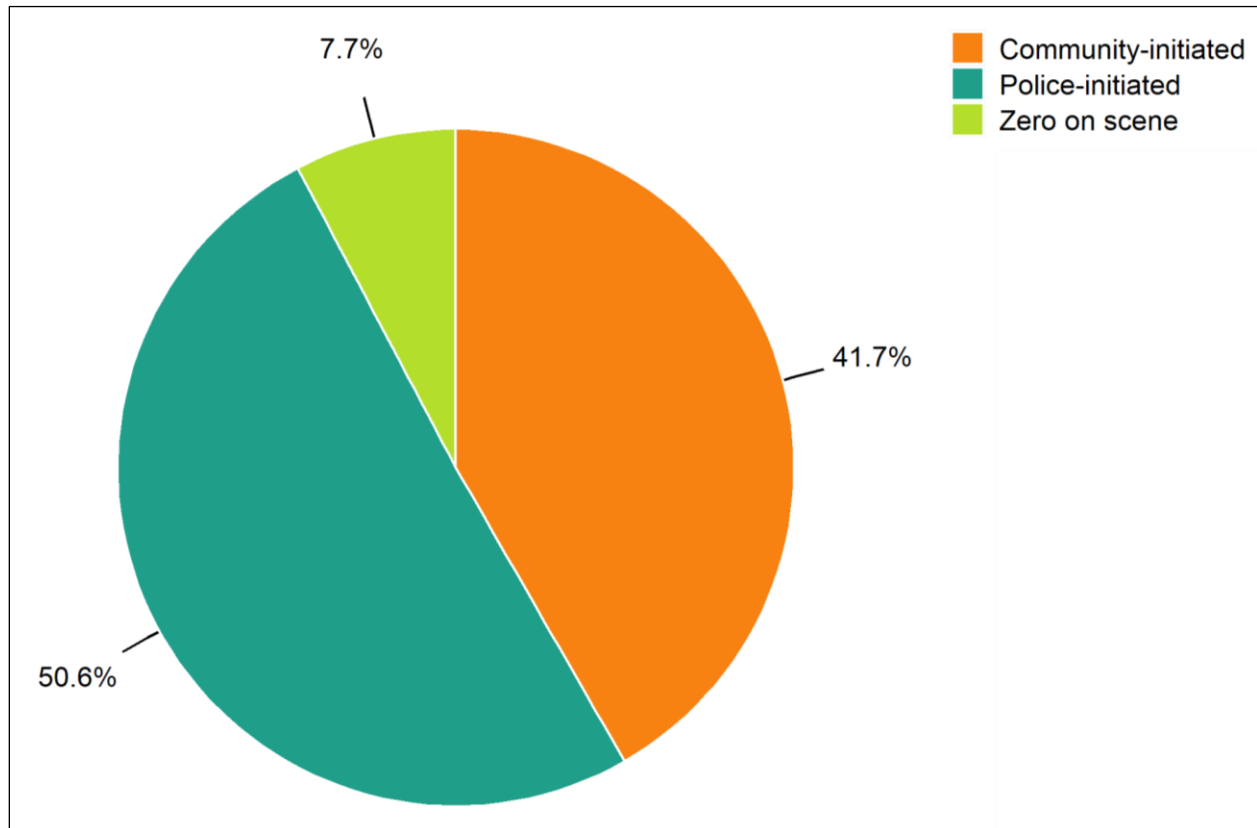
Between September 1, 2021, and August 31, 2022, the communications center recorded approximately 54,767 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 150.0 patrol-related events per day, approximately 8 percent of which (11.6 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

### CHART 9-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist citizen	Assist
Assist other agency	
Check	Check
Crime-person	Crime
Crime-property	
Directed patrol	Directed patrol
Disturbance	Disturbance
Follow-up	Follow-up
Animal call	General miscellaneous
Mental health	
Miscellaneous	
Investigation	Investigation
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	
Violation	Violation

**FIGURE 9-1: Percentage Events per Day, by Initiator**



**Note:** Percentages are based on a total of 54,767 events.

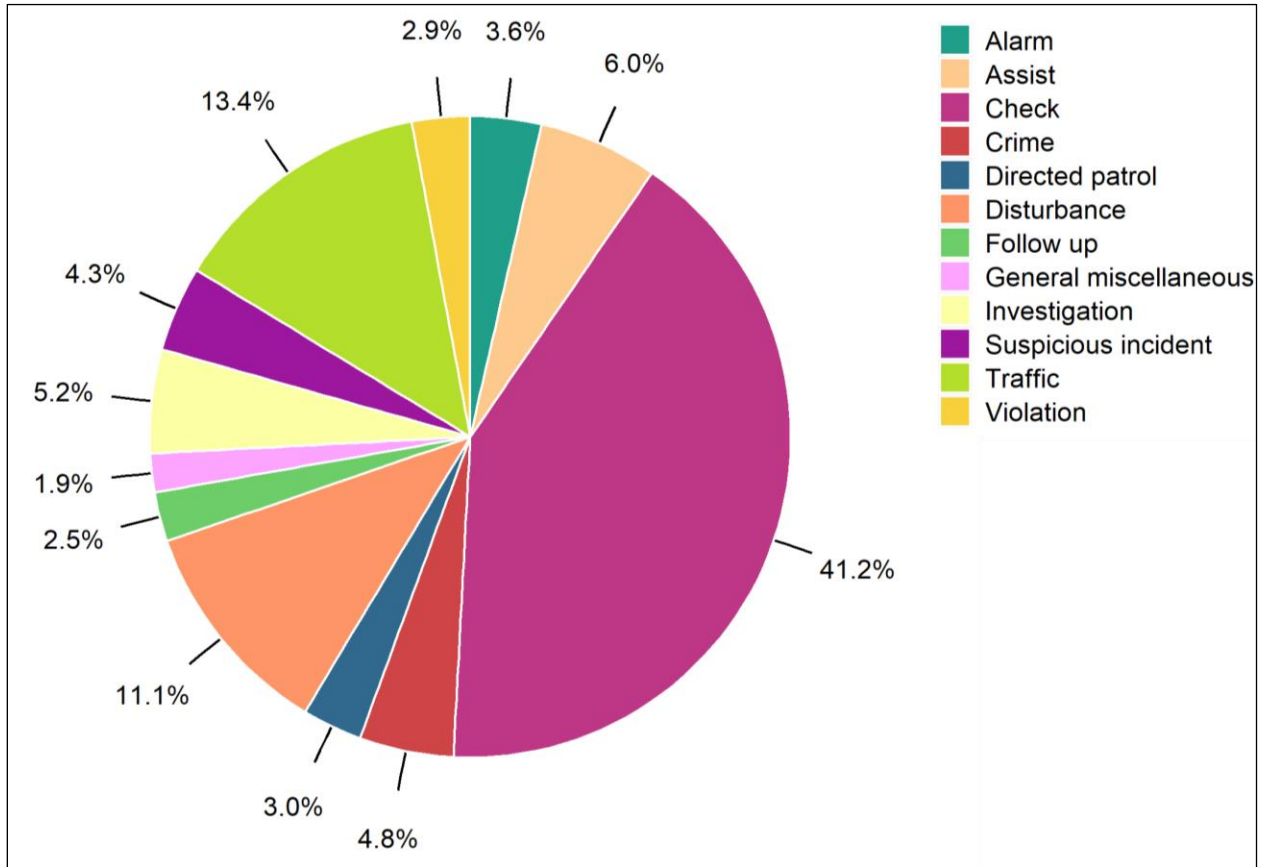
**TABLE 9-1: Events per Day, by Initiator**

Initiator	No. of Events	Events per Day
Community-initiated	22,831	62.6
Police-initiated	27,698	75.9
Zero on scene	4,238	11.6
<b>Total</b>	<b>54,767</b>	<b>150.0</b>

**Observations:**

- 8 percent of the events had zero time on scene.
  - The top three descriptions for zero on scene events were “abandoned vehicle (report),” “PC/police check,” and “parking.” These accounted for about 60 percent of total zero on scene calls.
  - Patrol units spent 6,738 minutes on these 4,238 events, which averaged about 18 minutes per day.
- 51 percent of all events were police-initiated.
- 42 percent of all events were community-initiated.

**FIGURE 9-2: Percentage Events per Day, by Category**



**Note:** The figure combines categories in the following table according to the description in Chart 9-1.

**TABLE 9-2: Events per Day, by Category**

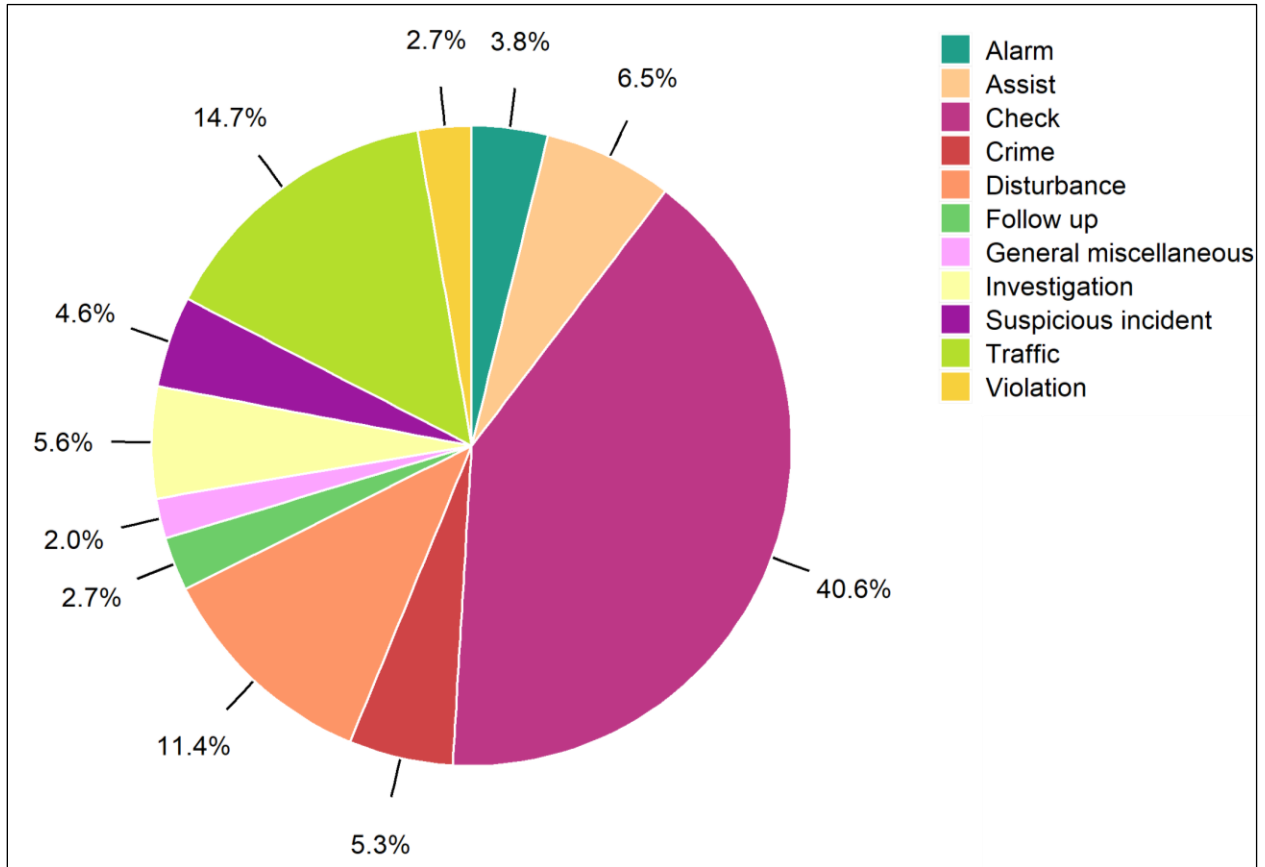
Category	No. of Events	Events per Day
Accident	1,126	3.1
Alarm	1,954	5.4
Animal call	243	0.7
Assist citizen	2,363	6.5
Assist other agency	936	2.6
Check	22,590	61.9
Crime-person	790	2.2
Crime-property	1,812	5.0
Directed patrol	1,659	4.5
Disturbance	6,089	16.7
Follow-up	1,365	3.7
Investigation	2,863	7.8
Mental health	330	0.9
Miscellaneous	491	1.3
Suspicious incident	2,358	6.5
Traffic enforcement	1,248	3.4
Traffic stop	4,941	13.5
Violation	1,609	4.4
<b>Total</b>	<b>54,767</b>	<b>150.0</b>

**Note:** Observations below refer to events shown within the figure rather than the table.

### Observations:

- The top three categories accounted for 66 percent of events:
  - 41 percent of events were checks.
  - 13 percent of events were traffic-related.
  - 11 percent of events were disturbances.
- 5 percent of events were crimes.

**FIGURE 9-3: Percentage Calls per Day, by Category**



**Note:** The figure combines categories in the following table according to the description in Chart 9-1.

**TABLE 9-3: Calls per Day, by Category**

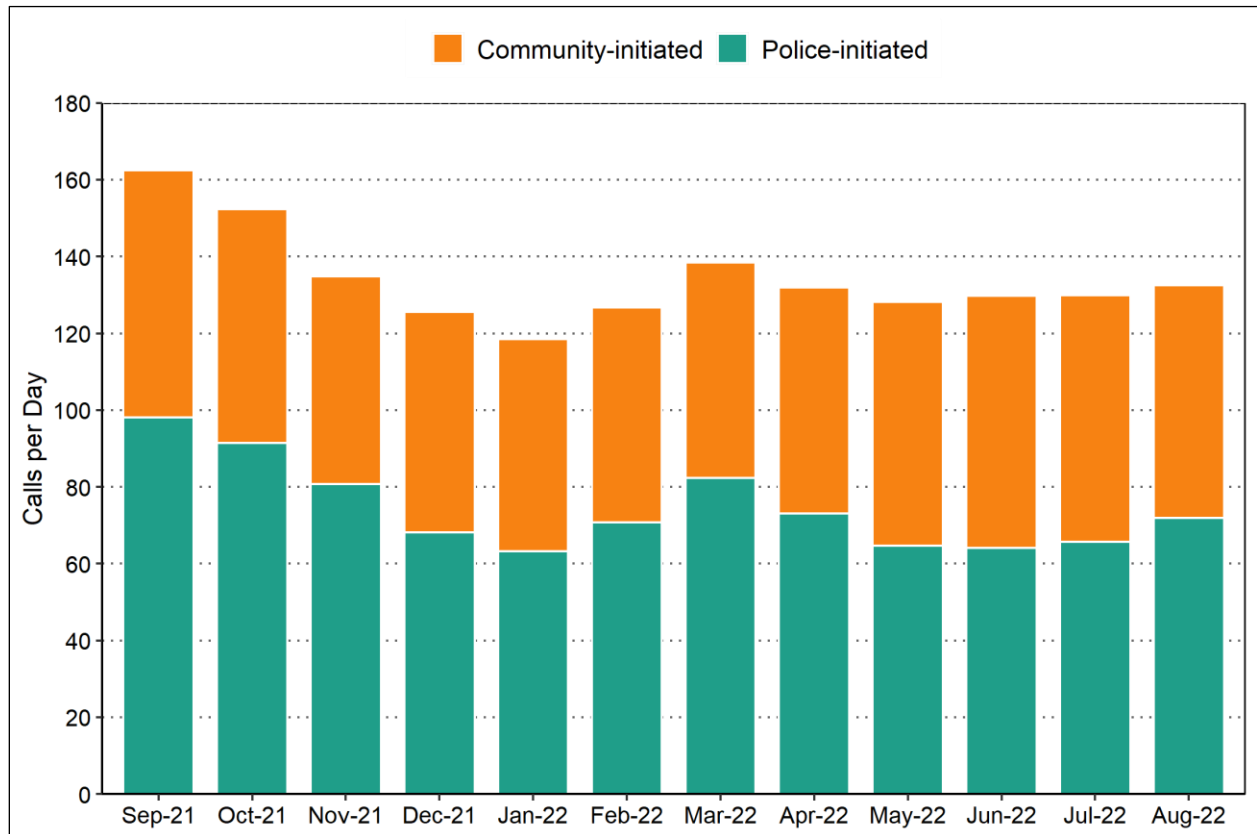
Category	No. of Calls	Calls per Day
Accident	1,109	3.0
Alarm	1,881	5.2
Animal call	214	0.6
Assist citizen	2,293	6.3
Assist other agency	903	2.5
Check	19,891	54.5
Crime-person	784	2.1
Crime-property	1,791	4.9
Disturbance	5,589	15.3
Follow-up	1,334	3.7
Investigation	2,758	7.6
Mental health	330	0.9
Miscellaneous	448	1.2
Suspicious incident	2,258	6.2
Traffic enforcement	1,158	3.2
Traffic stop	4,932	13.5
Violation	1,331	3.6
<b>Total</b>	<b>49,004</b>	<b>134.3</b>

**Note:** The focus here is on recorded calls rather than recorded events. We removed 4,238 events with zero time on scene, as well as an additional 1,525 directed patrol events.

### Observations:

- On average, there were 134.3 calls per day, or 5.6 per hour.
- The top three categories accounted for 67 percent of calls:
  - 41 percent of calls were checks.
  - 15 percent of calls were traffic-related.
  - 11 percent of calls were disturbances.
- 5 percent of calls were crimes.

**FIGURE 9-4: Calls per Day, by Initiator and Month**



**TABLE 9-4: Calls per Day, by Initiator and Months**

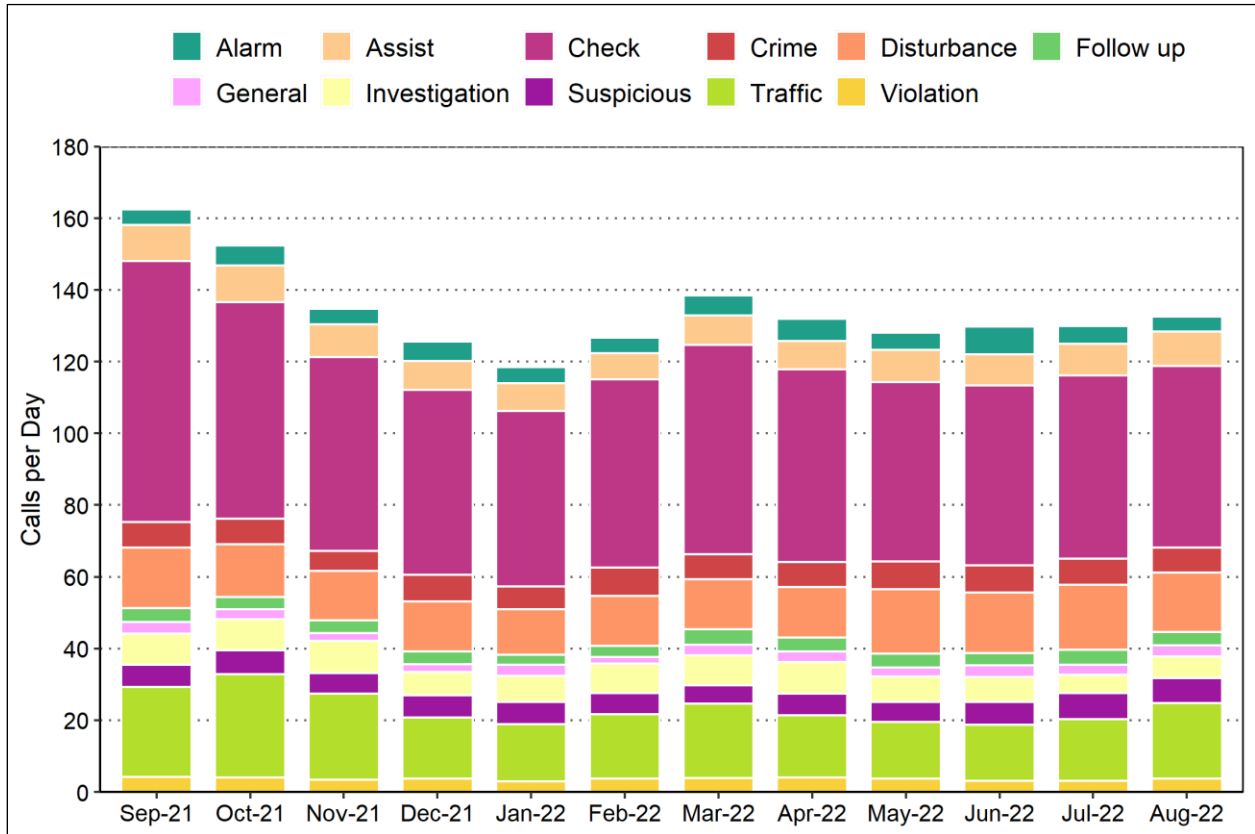
Initiator	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Community	64.3	60.9	54.1	57.4	55.2	55.9	56.1	58.9	63.4	65.6	64.2	60.6
Police	98.1	91.4	80.7	68.2	63.3	70.8	82.4	73.1	64.7	64.1	65.7	71.9
<b>Total</b>	<b>162.5</b>	<b>152.4</b>	<b>134.8</b>	<b>125.6</b>	<b>118.4</b>	<b>126.7</b>	<b>138.5</b>	<b>132.0</b>	<b>128.1</b>	<b>129.7</b>	<b>129.9</b>	<b>132.5</b>

**Observations:**

- The number of calls per day was lowest in January.
- The number of calls per day was highest in September.
- The months with the most calls had 37 percent more calls than the months with the fewest calls.
- September had the most police-initiated calls, with 55 percent more than January, which had the fewest.
- June had the most community-initiated calls, with 21 percent more than November, which had the fewest.



**FIGURE 9-5: Calls per Day, by Category and Month**



**Note:** The figure combines categories in the following table according to the description in Chart 9-1.

**TABLE 9-5: Calls per Day, by Category and Month**

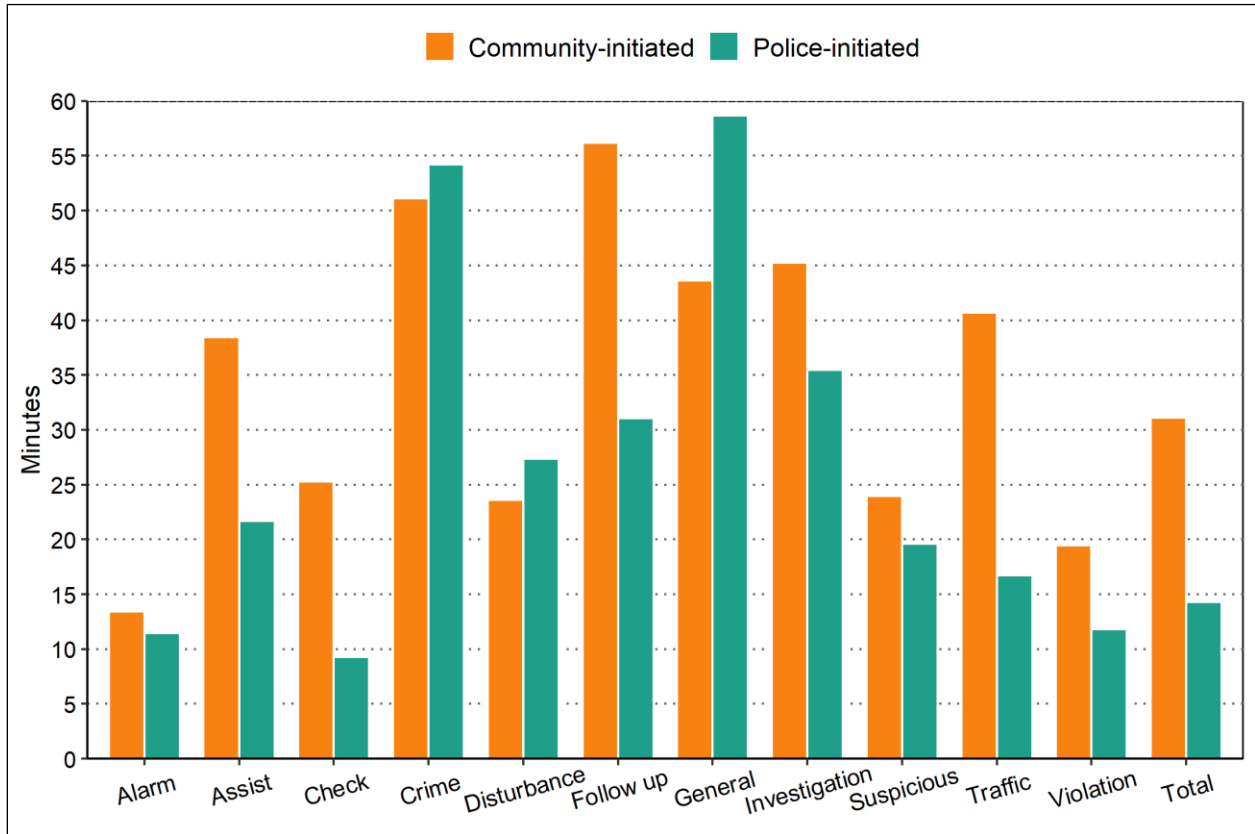
Category	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Accident	3.1	3.4	2.5	3.5	2.8	2.5	2.8	2.7	2.9	3.7	3.2	3.3
Alarm	4.4	5.5	4.3	5.4	4.4	4.3	5.6	6.2	4.9	7.6	4.9	4.2
Animal call	0.8	0.5	0.5	0.6	0.5	0.5	0.5	0.8	0.4	0.8	0.6	0.5
Assist citizen	7.4	7.7	6.9	5.7	5.9	5.4	5.6	5.6	6.2	6.3	5.8	6.8
Assist other agency	2.7	2.5	2.3	2.4	2.0	2.0	2.5	2.3	2.7	2.4	3.0	2.8
Check	72.8	60.5	54.0	51.5	48.9	52.4	58.4	53.7	50.0	50.2	51.1	50.6
Crime-person	2.4	1.8	1.8	2.1	1.6	2.8	2.1	1.9	2.5	2.5	2.2	2.0
Crime-property	4.7	5.2	3.9	5.3	4.6	5.1	4.8	5.0	5.2	5.0	5.1	5.0
Disturbance	16.8	14.7	13.7	13.9	12.7	14.0	13.9	14.1	17.9	16.9	18.3	16.6
Follow-up	3.9	3.3	3.5	3.6	2.8	3.1	4.5	3.9	3.9	3.5	4.2	3.7
Investigation	8.7	8.6	8.9	6.5	7.3	8.3	8.4	8.8	7.2	7.0	5.0	6.1
Mental health	1.1	0.9	0.8	0.4	0.8	0.5	1.0	0.8	0.9	1.3	0.8	1.4
Miscellaneous	1.3	1.5	0.9	1.1	1.8	0.8	1.3	1.3	1.1	1.1	1.3	1.1
Suspicious incident	6.2	6.7	5.7	6.2	6.3	5.8	5.0	6.0	5.5	6.4	7.4	6.9
Traffic enforcement	4.5	3.7	4.0	2.2	3.2	3.0	2.8	3.1	2.5	2.2	3.5	3.3
Traffic stop	17.4	21.5	17.6	11.4	9.9	12.5	15.2	11.6	10.3	9.7	10.4	14.5
Violation	4.2	4.1	3.4	3.7	2.9	3.8	3.9	4.0	3.7	3.1	3.1	3.7
<b>Total</b>	<b>162.5</b>	<b>152.4</b>	<b>134.8</b>	<b>125.6</b>	<b>118.4</b>	<b>126.7</b>	<b>138.5</b>	<b>132.0</b>	<b>128.1</b>	<b>129.7</b>	<b>129.9</b>	<b>132.5</b>

**Note:** Calculations were limited to calls rather than events.

### Observations:

- The top three categories averaged between 64 and 71 percent of calls throughout the year:
  - Check calls averaged between 48.9 and 72.8 calls per day throughout the year.
  - Traffic calls averaged between 15.6 and 28.7 calls per day throughout the year.
  - Disturbance calls averaged between 12.7 and 18.3 calls per day throughout the year.
- Crime calls averaged between 5.7 and 7.9 calls per day throughout the year and accounted for 4 to 6 percent of total calls.

**FIGURE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator**



**Note:** The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

**TABLE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator**

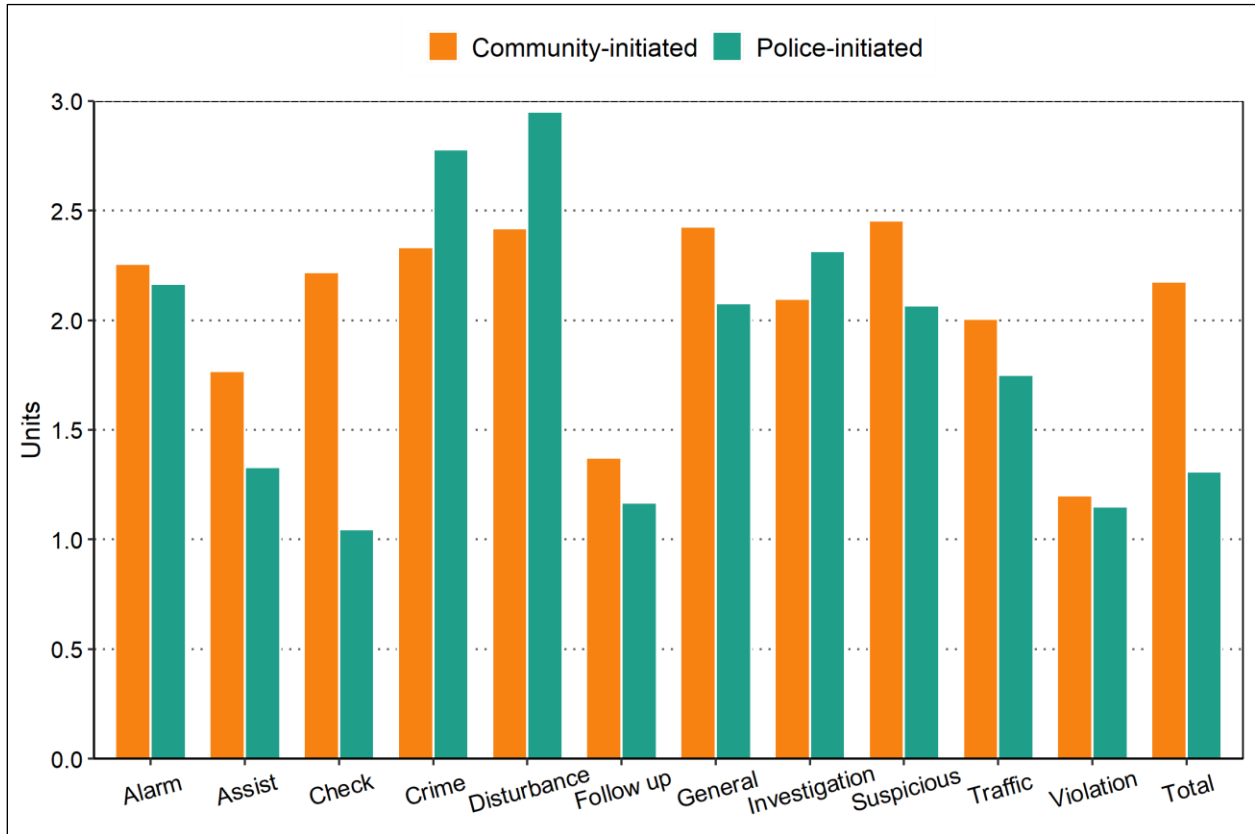
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	41.0	1,045	31.1	64
Alarm	13.4	1,875	11.5	6
Animal call	21.6	207	19.9	7
Assist citizen	40.7	1,602	21.2	691
Assist other agency	34.0	806	24.9	97
Check	25.3	2,711	9.3	17,177
Crime-person	69.2	755	78.8	29
Crime-property	43.0	1,680	47.8	111
Disturbance	23.6	5,467	27.3	122
Follow-up	56.2	126	31.1	1,208
Investigation	45.2	1,560	35.5	1,198
Mental health	59.0	313	42.2	17
Miscellaneous	42.4	211	61.0	235
Suspicious incident	24.0	1,735	19.6	523
Traffic enforcement	40.1	527	43.2	631
Traffic stop	NA	0	13.2	4,932
Violation	19.5	1,184	11.8	147
<b>Weighted Average/Total Calls</b>	<b>31.1</b>	<b>21,804</b>	<b>14.3</b>	<b>27,195</b>

**Note:** The information in Figure 9-6 and Table 9-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table. For this table and the previous graph, we removed five calls with an inaccurate busy time.

### Observations:

- A unit's average time spent on a call ranged from 9 to 79 minutes overall.
- The longest average times were for police-initiated general miscellaneous calls.
- The average time spent on crime calls was 51 minutes for community-initiated calls and 54 minutes for police-initiated calls.

**FIGURE 9-7: Number of Responding Units, by Initiator and Category**



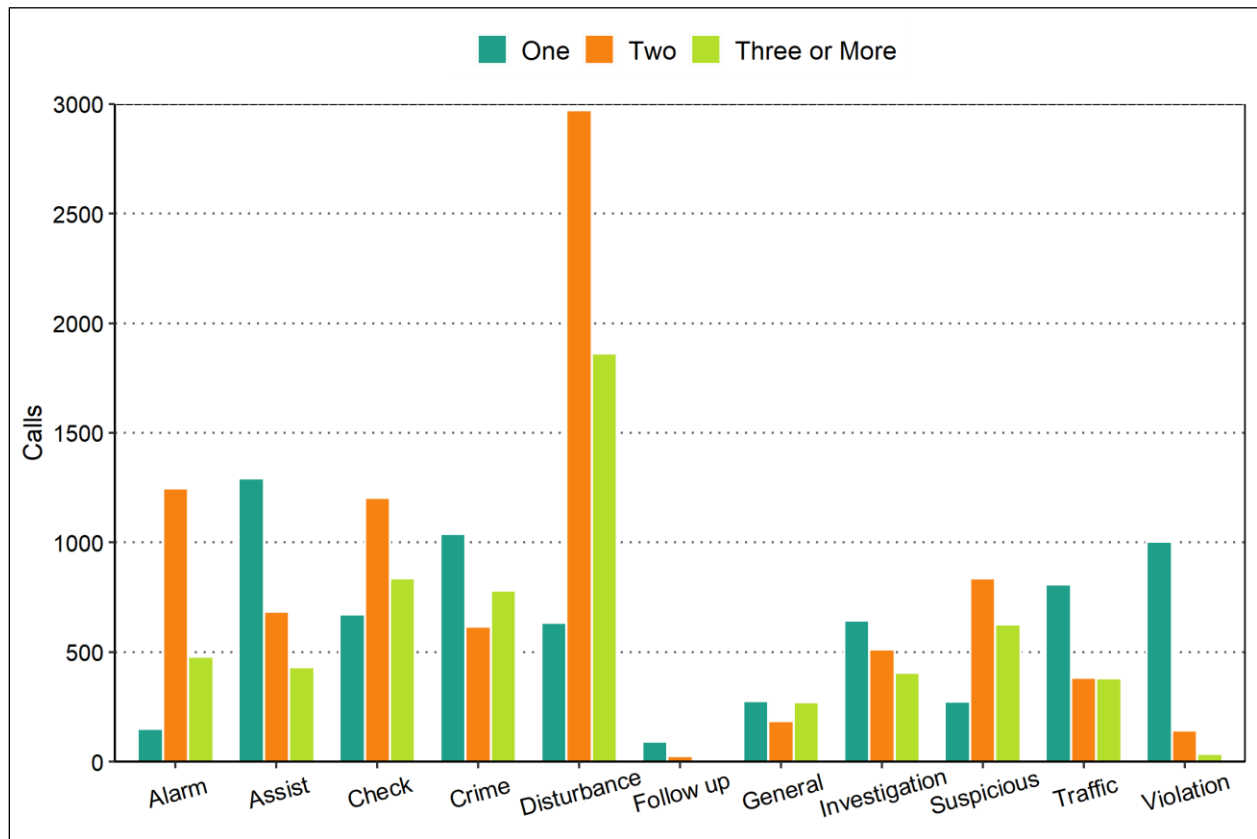
**Note:** The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

**TABLE 9-7: Average Number of Responding Units, by Initiator and Category**

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	2.2	1,045	2.0	64
Alarm	2.3	1,875	2.2	6
Animal call	1.3	207	1.7	7
Assist citizen	1.4	1,602	1.3	691
Assist other agency	2.4	806	1.6	97
Check	2.2	2,711	1.0	17,180
Crime–person	3.6	755	4.4	29
Crime–property	1.8	1,680	2.4	111
Disturbance	2.4	5,467	3.0	122
Follow-up	1.4	126	1.2	1,208
Investigation	2.1	1,560	2.3	1,198
Mental health	3.5	313	3.2	17
Miscellaneous	2.0	212	2.0	236
Suspicious incident	2.5	1,735	2.1	523
Traffic enforcement	1.7	527	1.4	631
Traffic stop	NA	0	1.8	4,932
Violation	1.2	1,184	1.1	147
<b>Weighted Average/Total Calls</b>	<b>2.2</b>	<b>21,805</b>	<b>1.3</b>	<b>27,199</b>

**Note:** The information in Figure 9-7 and Table 9-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

**FIGURE 9-8: Number of Responding Units, by Category, Community-initiated Calls**



**Note:** The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

**TABLE 9-8: Number of Responding Units, by Category, Community-initiated Calls**

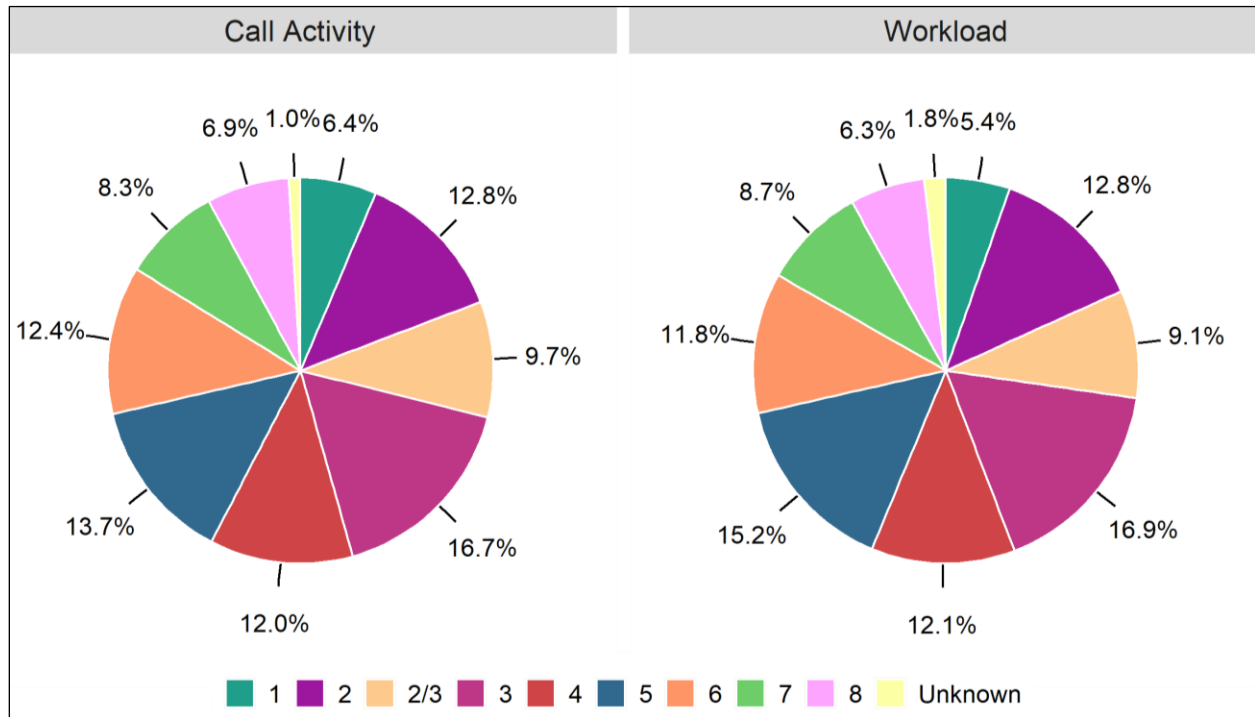
Category	Responding Units		
	One	Two	Three or More
Accident	462	287	296
Alarm	149	1,247	479
Animal call	160	37	10
Assist citizen	1,084	397	121
Assist other agency	209	286	311
Check	672	1,203	836
Crime-person	107	167	481
Crime-property	931	449	300
Disturbance	633	2,971	1,863
Follow-up	92	26	8
Investigation	643	511	406
Mental health	6	99	208
Miscellaneous	110	48	54
Suspicious incident	273	836	626
Traffic enforcement	346	96	85
Violation	1,004	143	37
<b>Total</b>	<b>6,881</b>	<b>8,803</b>	<b>6,121</b>

### Observations:

- The overall mean number of responding units was 1.3 for police-initiated calls and 2.2 for community-initiated calls.
- The mean number of responding units was as high as 3.0 for disturbance calls that were police-initiated.
- 32 percent of community-initiated calls involved one responding unit.
- 40 percent of community-initiated calls involved two responding units.
- 28 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved disturbances.



**FIGURE 9-9: Percentage Calls and Work Hours, by Beat**



**Note:** The “unknown” category includes calls missing beats records and a few calls signed beat “99.”

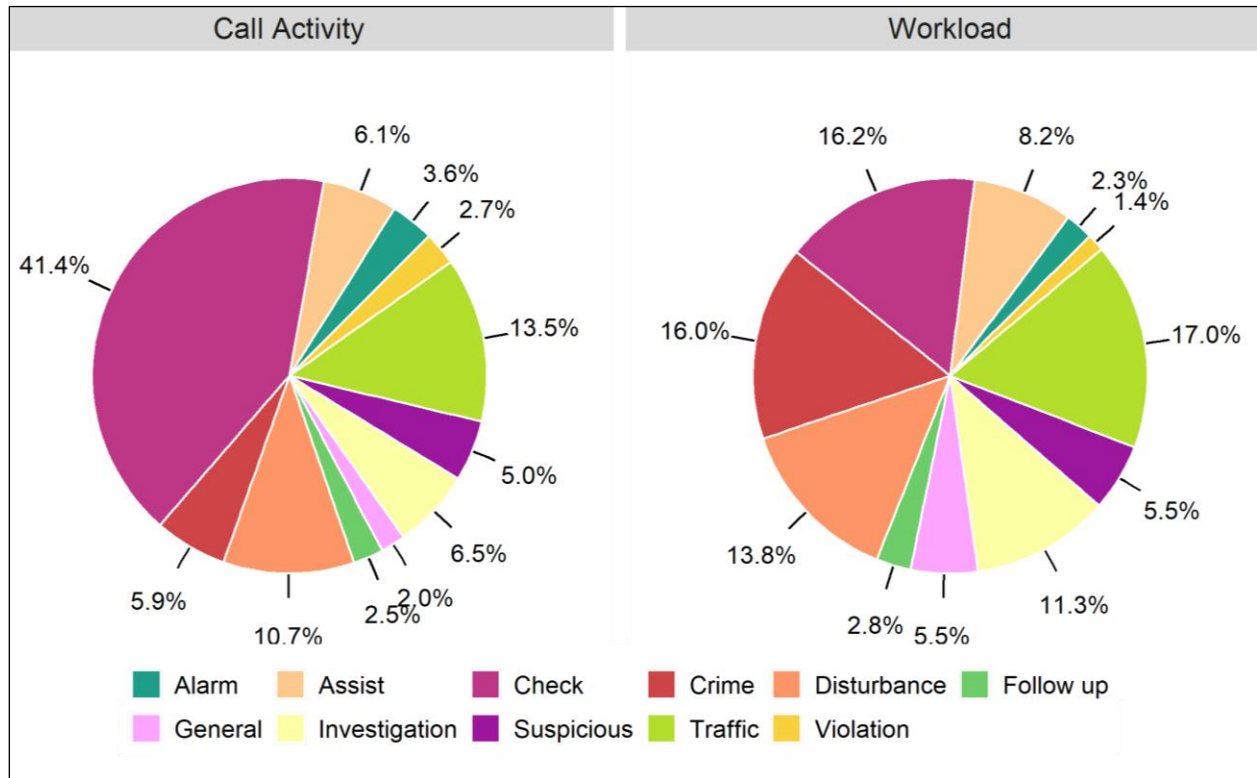
**TABLE 9-9: Calls and Work Hours by Beat, per Day**

Beat	Per Day		Area (Sq. miles)	Population (Est.)
	Calls	Work Hours		
1	8.6	4.4	5.82	11,603
2	17.2	10.6	11.81	7,661
2/3	13.0	7.5	NA	NA
3	22.4	14.0	0.53	6,033
4	16.1	10.0	11.25	9,489
5	18.4	12.5	0.91	14,373
6	16.7	9.7	0.83	12,481
7	11.1	7.2	1.41	9,599
8	9.3	5.2	2.43	13,065
Unknown	1.3	1.5	NA	NA
<b>Total</b>	<b>134.2</b>	<b>82.6</b>	<b>34.99</b>	<b>84,304</b>

**Observations:**

- Beat 3 had the most calls and largest workload; it accounted for 17 percent of total calls and workload.
- For Redwood City beats, an even distribution would allot 14.8 calls and 9.0 work hours per beat.

**FIGURE 9-10: Percentage Calls and Work Hours, by Category, Winter 2022**



**TABLE 9-10: Calls and Work Hours per Day, by Category, Winter 2022**

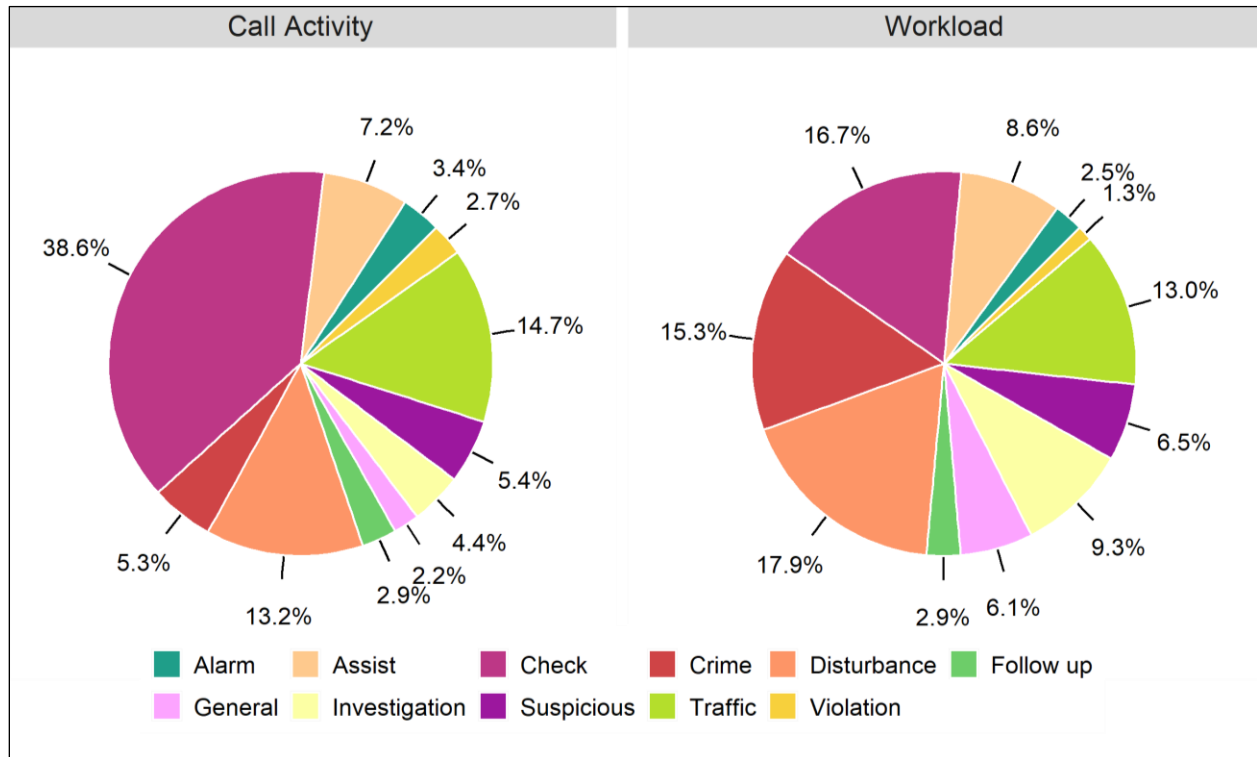
Category	Per Day	
	Calls	Work Hours
Accident	2.7	4.7
Alarm	4.3	1.8
Animal call	0.5	0.2
Assist citizen	5.6	4.5
Assist other agency	1.9	1.9
Check	50.2	12.6
Crime–person	2.2	6.9
Crime–property	5.0	5.6
Disturbance	13.0	10.8
Follow-up	3.0	2.2
Investigation	7.9	8.9
Mental health	0.7	2.3
Miscellaneous	1.3	1.8
Suspicious incident	6.0	4.3
Traffic enforcement	3.1	4.0
Traffic stop	10.5	4.6
Violation	3.3	1.1
<b>Total</b>	<b>121.2</b>	<b>78.2</b>

**Note:** Workload calculations focused on calls rather than events.

### Observations, Winter:

- Total calls averaged 121 per day or 5.1 per hour.
- Total workload averaged 78 hours per day, meaning that on average 3.3 units per hour were busy responding to calls.
- Check calls constituted 41 percent of calls and 16 percent of workload.
- Traffic calls constituted 13 percent of calls and 17 percent of workload.
- Disturbance calls constituted 11 percent of calls and 14 percent of workload.
- These top three categories constituted 66 percent of calls and 47 percent of workload.
- Crime calls constituted 6 percent of calls and 16 percent of workload.

**FIGURE 9-11: Percentage Calls and Work Hours, by Category, Summer 2022**



**TABLE 9-11: Calls and Work Hours per Day, by Category, Summer 2022**

Category	Per Day	
	Calls	Work Hours
Accident	3.3	4.5
Alarm	4.4	2.1
Animal call	0.6	0.2
Assist citizen	6.6	4.4
Assist other agency	2.9	2.8
Check	51.0	14.0
Crime–person	2.1	7.5
Crime–property	4.9	5.3
Disturbance	17.5	15.0
Follow-up	3.9	2.4
Investigation	5.8	7.8
Mental health	1.1	3.0
Miscellaneous	1.1	1.9
Suspicious incident	7.1	5.4
Traffic enforcement	3.3	2.4
Traffic stop	12.8	4.0
Violation	3.6	1.1
Total	<b>132.0</b>	<b>83.8</b>

**Note:** Workload calculations focused on calls rather than events.

### Observations, Summer:

- The average number of calls per day and daily workload were higher in summer than in winter.
- Total calls averaged 132 per day or 5.5 per hour.
- Total workload averaged 84 hours per day, meaning that on average 3.5 units per hour were busy responding to calls.
- Check calls constituted 39 percent of calls and 17 percent of workload.
- Traffic calls constituted 15 percent of calls and 13 percent of workload.
- Disturbance calls constituted 13 percent of calls and 18 percent of workload.
- These top three categories constituted 67 percent of calls and 48 percent of workload.
- Crime calls constituted 5 percent of calls and 15 percent of workload.

## NONCALL ACTIVITIES

In the period from September 1, 2021, through August 31, 2022, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 22,674 activities remained. These activities had an average duration of 44.7 minutes.

In this section, we report noncall activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in summer and winter.

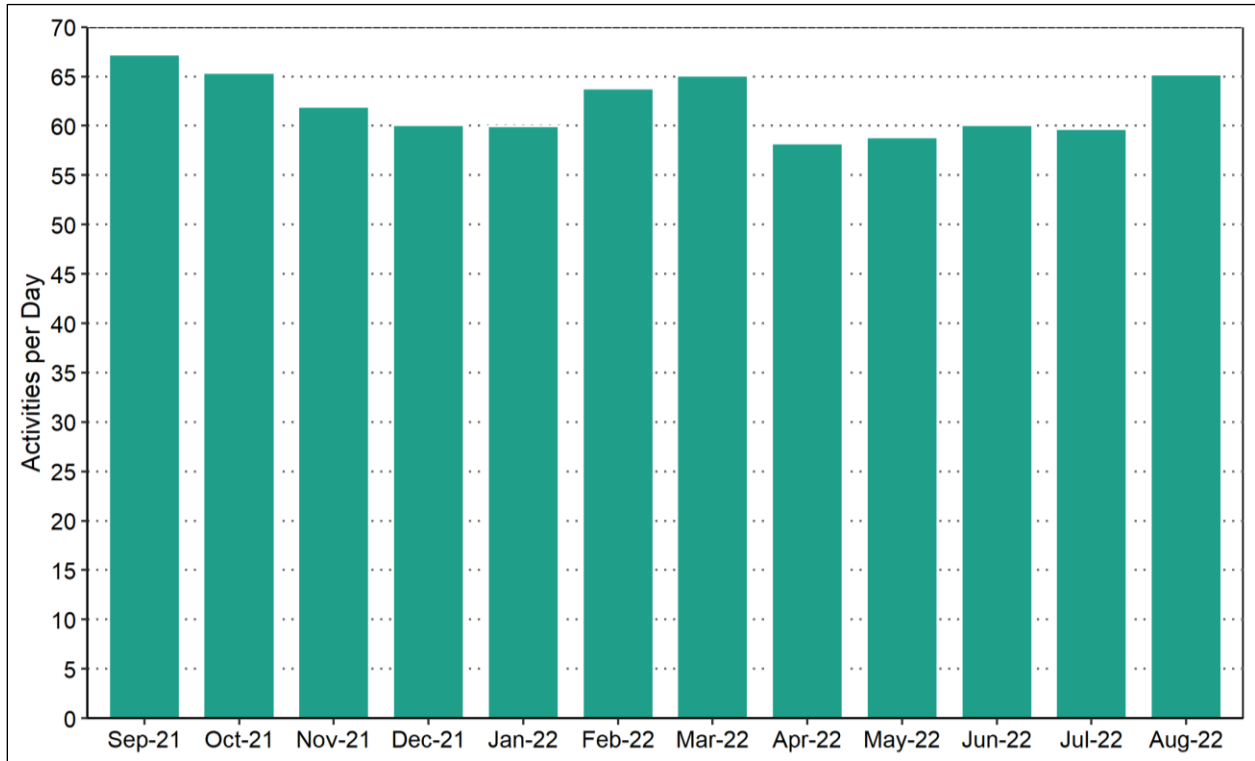
**TABLE 9-12: Activities and Occupied Times by Description**

Description	Occupied Time	Count
Busy (out of service)	41.7	7,173
Report writing	60.8	8,575
To station	28.0	2,680
Administrative status	28.0	4,246
<b>Weighted Average/Total Activities</b>	<b>44.7</b>	<b>22,674</b>

### Observations:

- The most common noncall activity was report writing.
- The activity with the longest average time was report writing.

**FIGURE 9-12: Activities per Day, by Month**



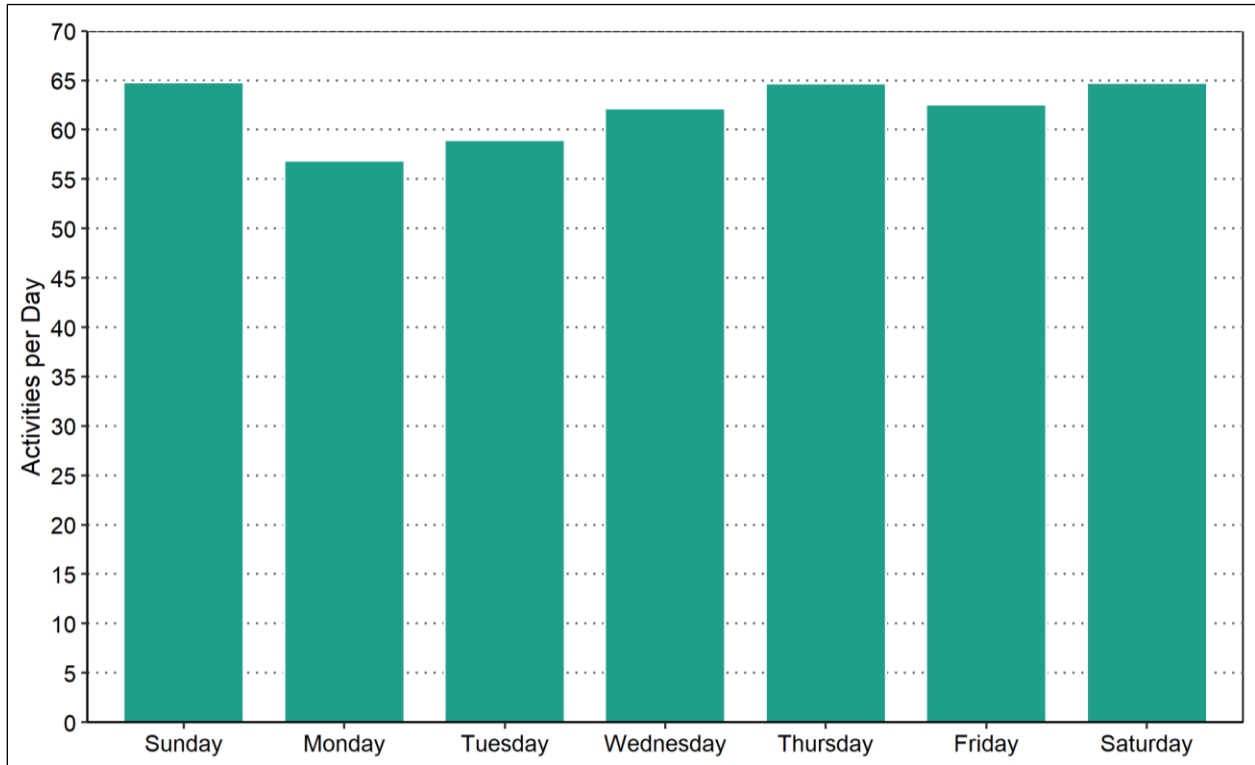
**TABLE 9-13: Activities and Workload per Day, by Month**

Activities	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Count	67.2	65.4	62.0	60.1	60.0	63.8	65.1	58.2	58.8	60.1	59.7	65.2
Hours	46.6	48.4	46.3	44.2	44.9	48.4	48.7	44.6	45.8	44.7	44.1	49.3

**Observations:**

- The number of activities per day was lowest in April.
- The number of activities per day was highest in September.

**FIGURE 9-13: Activities per Day, by Day of Week**



**TABLE 9-14: Activities per Day, by Day of Week**

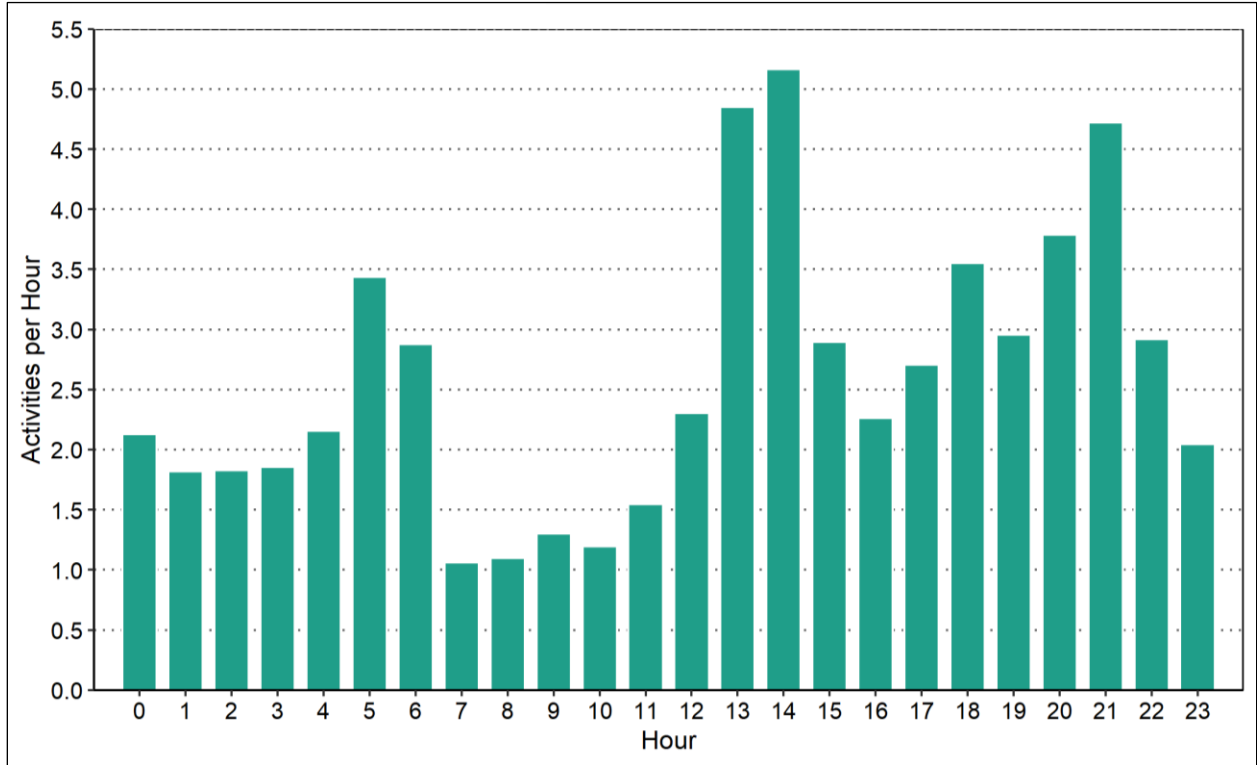
Day of Week	Activities	Hours
Sunday	64.8	50.9
Monday	56.9	44.1
Tuesday	58.9	42.8
Wednesday	62.2	44.5
Thursday	64.7	49.4
Friday	62.6	45.3
Saturday	64.8	47.3
<b>Weekly Average</b>	<b>62.1</b>	<b>46.3</b>

**Observations:**

- The number of noncall activities per day was lowest on Mondays.
- The number of noncall activities per day was highest on Sundays.



FIGURE 9-14: Activities per Day, by Hour of Day



**TABLE 9-15: Activities per Hour, by Hour of Day**

Hour	Activities	Hours
0	2.1	1.6
1	1.8	1.4
2	1.8	1.3
3	1.9	1.6
4	2.2	1.9
5	3.4	2.9
6	2.9	2.0
7	1.0	0.9
8	1.1	0.6
9	1.3	0.8
10	1.2	0.7
11	1.5	0.9
12	2.3	1.3
13	4.8	3.7
14	5.1	3.8
15	2.9	2.3
16	2.3	1.8
17	2.7	2.2
18	3.5	2.1
19	2.9	2.1
20	3.8	3.0
21	4.7	3.5
22	2.9	2.6
23	2.0	1.6
<b>Hourly Average</b>	<b>2.6</b>	<b>1.9</b>

**Observations:**

- The number of activities per hour was lowest between 7:00 a.m. and 8:00 a.m.
- The number of activities per hour was highest between 2:00 p.m. and 3:00 p.m.

## DEPLOYMENT

---

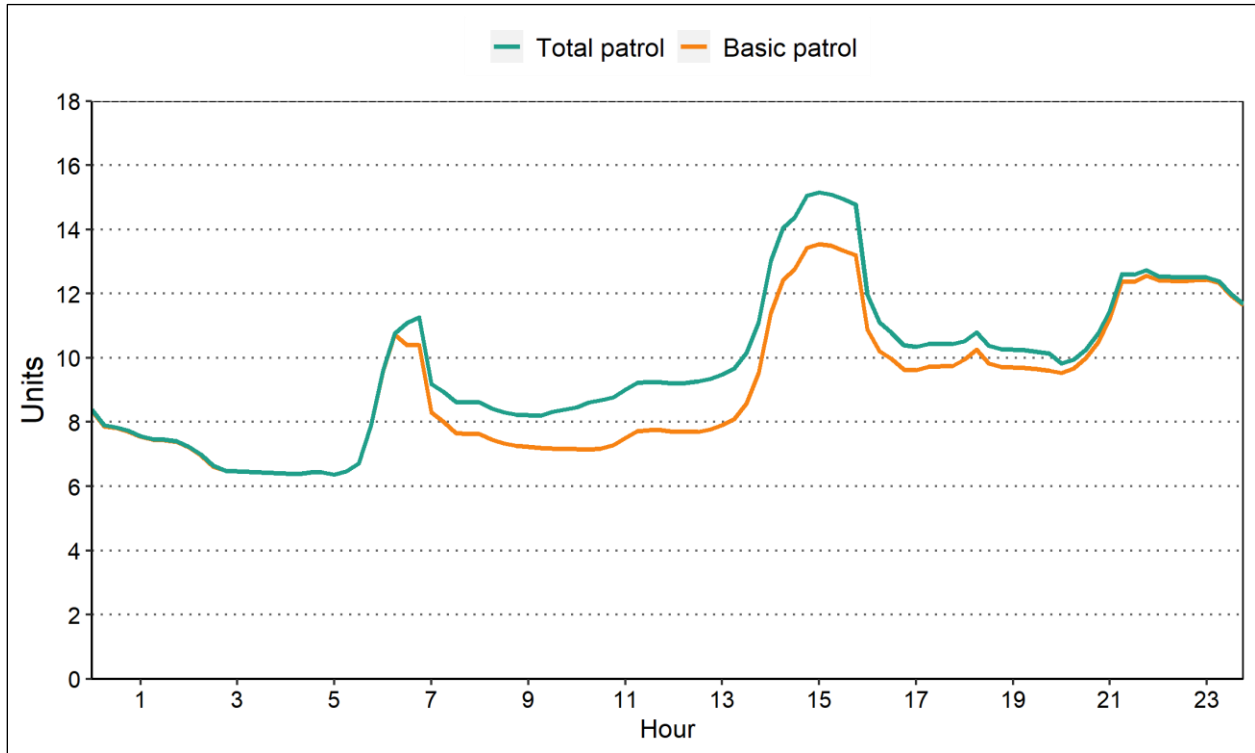
For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2022) and eight weeks in summer (July 7 through August 31, 2022). The department's main patrol force consists of patrol units and sergeants, operating on 10-hour shifts starting at 6:00 a.m., 2:00 p.m., and 9:00 p.m. from Monday to Thursday, and on 12.5-hour shifts starting at 6:00 a.m., 2:00 p.m., and 6:00 p.m. from Friday to Sunday. The police department's main patrol force deployed an average of 9.3 officers per hour during the 24-hour day in winter 2022 and an average of 9.9 officers per hour in summer 2022. When additional units are included (e.g., K-9 units, motor units, and parking patrol units), the department averaged 9.9 units per hour during the 24-hour day in winter 2022 and 10.8 units per hour during the 24-hour day in summer 2022.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

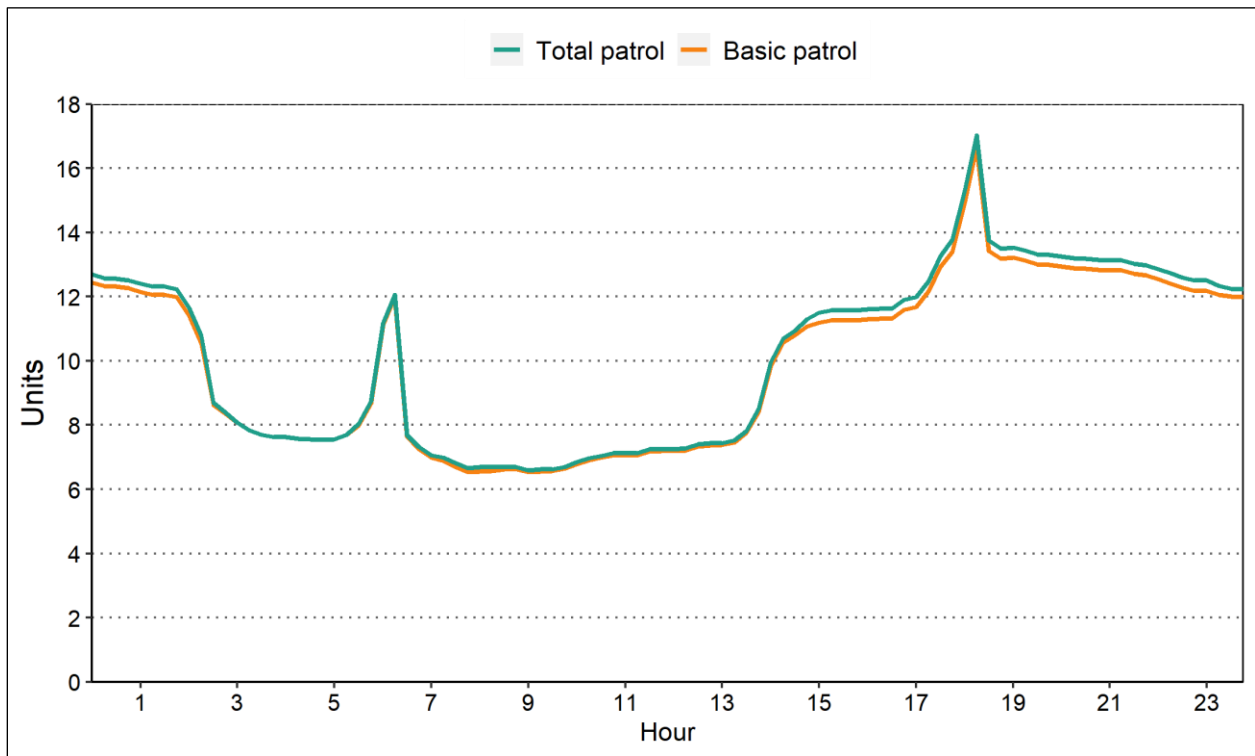
- First, we focus on patrol deployment alone.
- Next, we compare “all” workload, which includes community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service activities.
- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

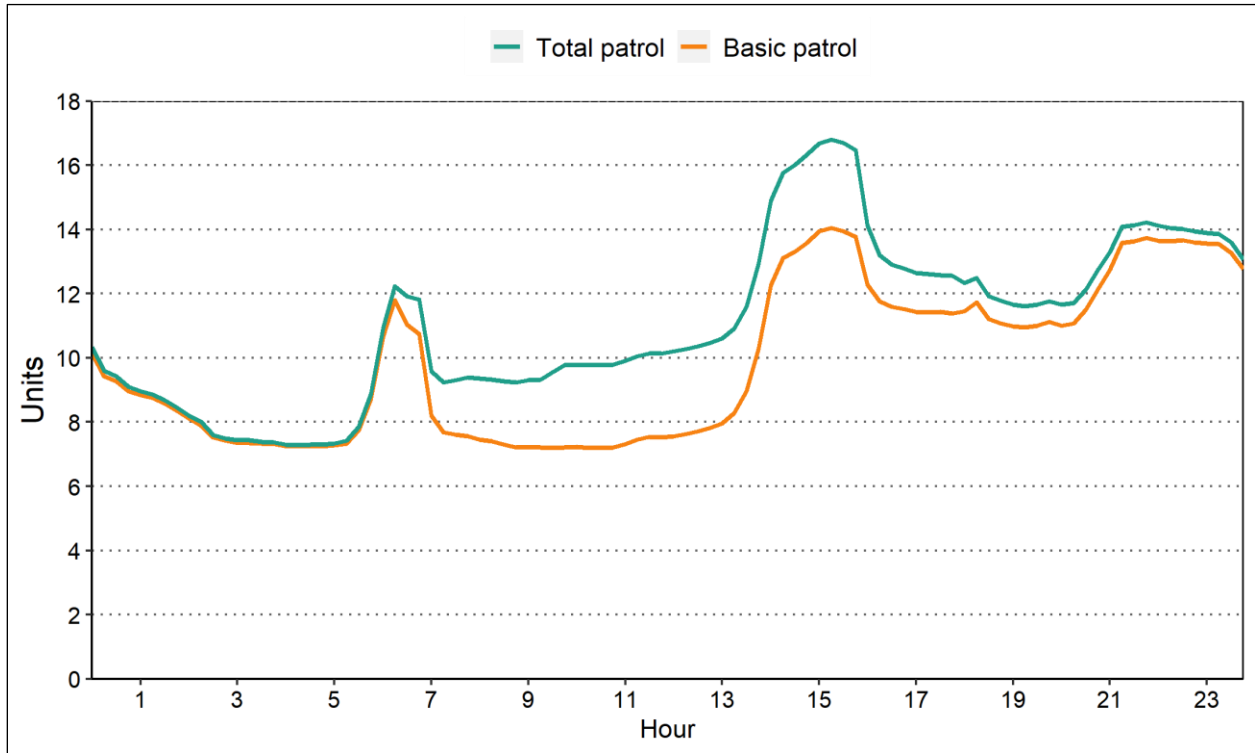
**FIGURE 9-15: Deployed Officers, Weekdays, Winter 2022**



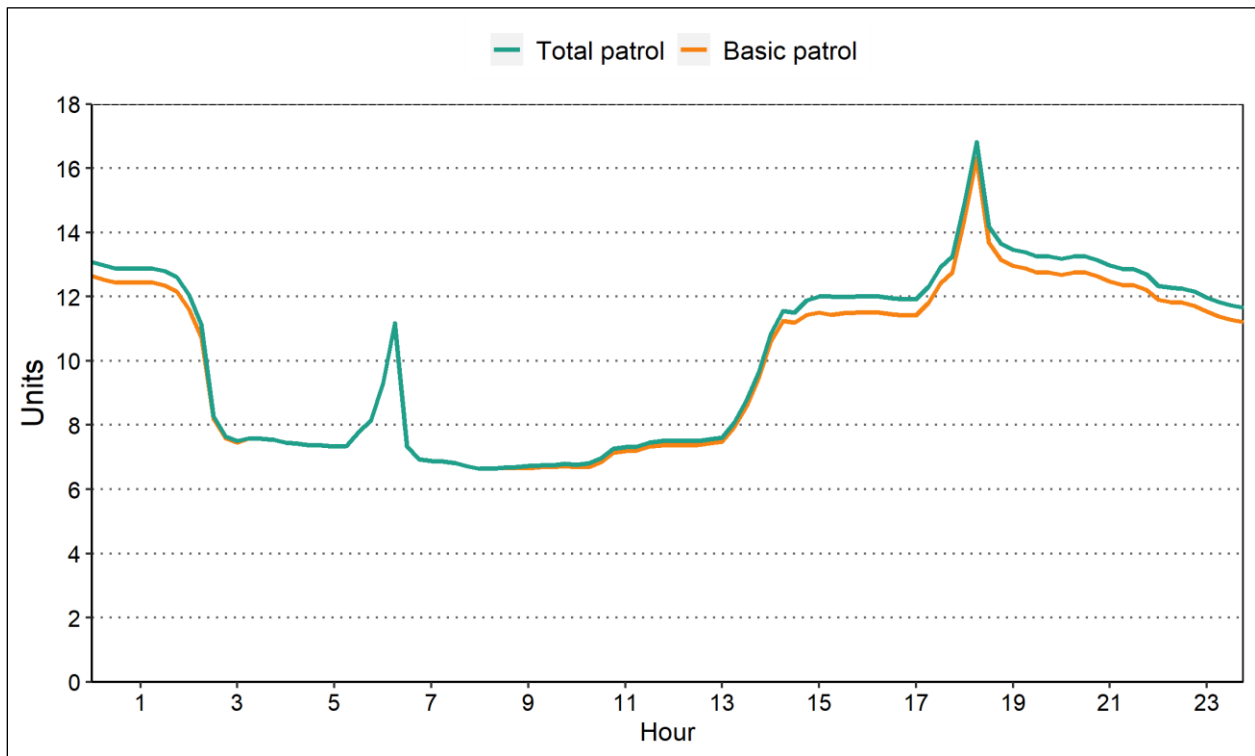
**FIGURE 9-16: Deployed Officers, Weekends, Winter 2022**



**FIGURE 9-17: Deployed Officers, Weekdays, Summer 2022**



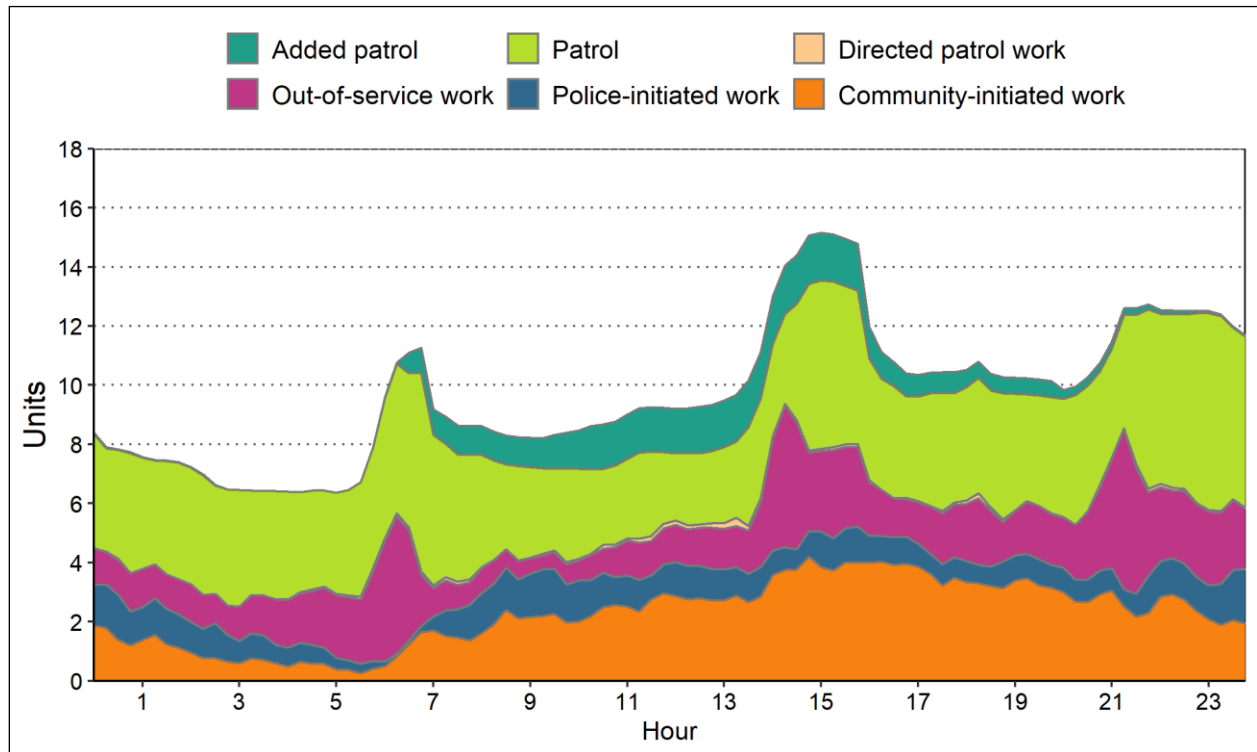
**FIGURE 9-18: Deployed Officers, Weekends, Summer 2022**



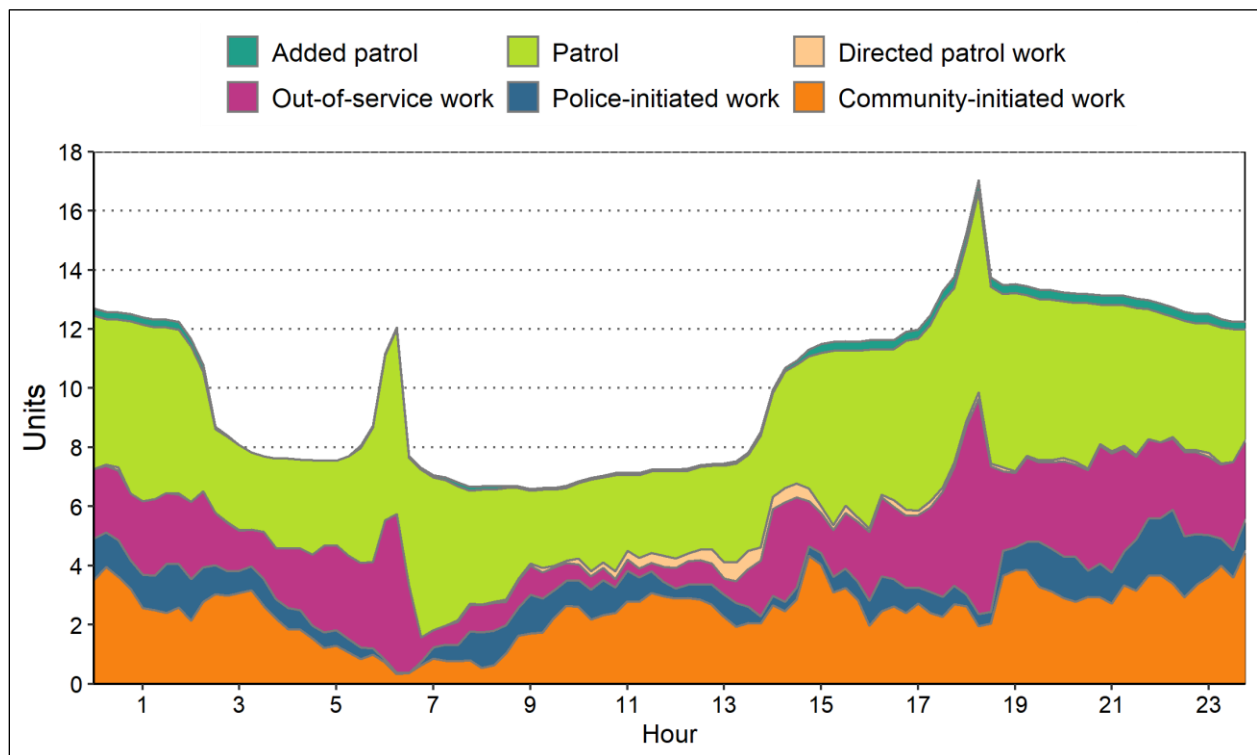
## Observations:

- For Winter (January 4 through February 28, 2022):
  - The average deployment was 9.7 units per hour during the week and 10.2 units per hour on the weekend.
  - The average deployment varied from 6.4 to 15.2 units per hour on weekdays and 6.6 to 17.0 units per hour on weekends.
- For Summer (July 7 through August 31, 2022):
  - The average deployment was 11.1 units per hour during the week and 10.2 units per hour on the weekend.
  - The average deployment varied from 7.3 to 16.8 units per hour on weekdays and 6.6 to 16.8 units per hour on weekends.

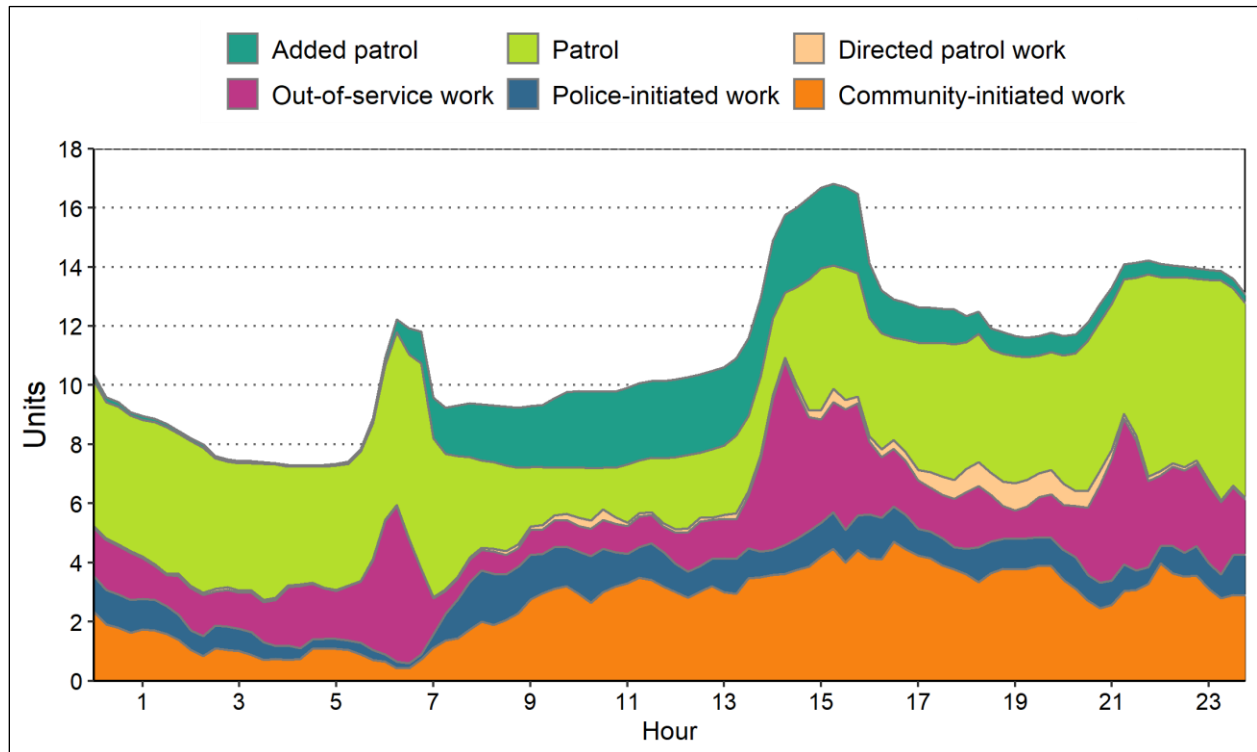
**FIGURE 9-19: Deployment and All Workload, Weekdays, Winter 2022**



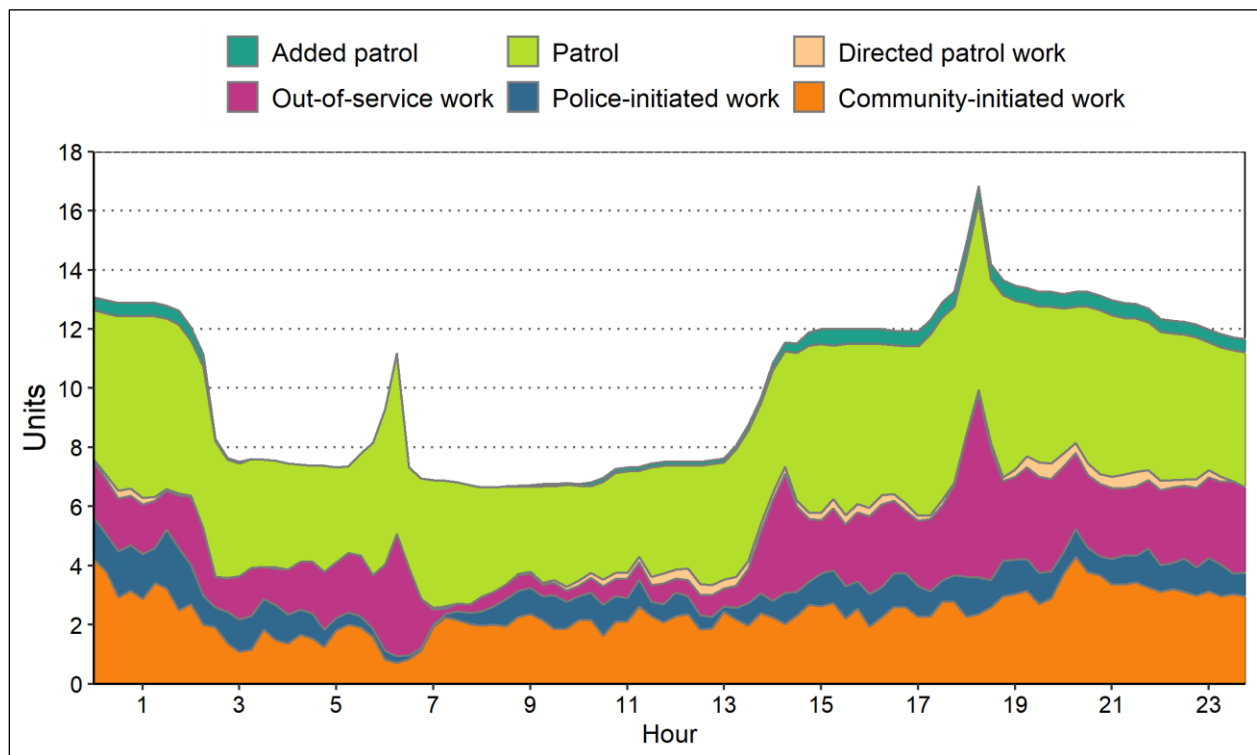
**FIGURE 9-20: Deployment and All Workload, Weekends, Winter 2022**



**FIGURE 9-21: Deployment and All Workload, Weekdays, Summer 2022**



**FIGURE 9-22: Deployment and All Workload, Weekends, Summer 2022**



**Note:** Figures 9-19 to 9-22 show deployment along with all workloads from community-initiated calls and police-initiated calls, directed patrol work, and out-of-service work.



## Observations:

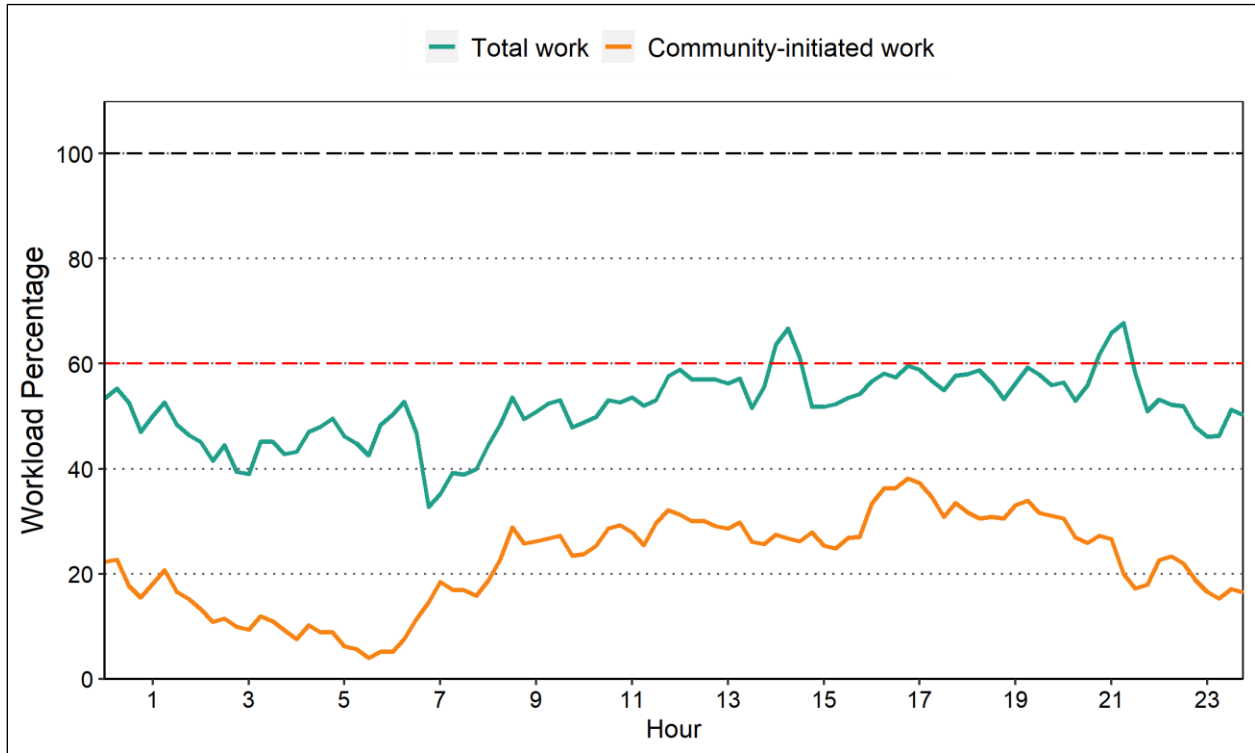
### Winter:

- Community-initiated work:
  - Average community-initiated workload was 2.3 units per hour during the week and 2.5 units per hour on weekends.
  - This was approximately 23 percent of hourly deployment during the week and 24 percent of hourly deployment on weekends.
- All work:
  - Average workload was 5.1 units per hour during the week and 5.7 units per hour on weekends.
  - This was approximately 52 percent of hourly deployment during the week and 56 percent of hourly deployment on weekends.

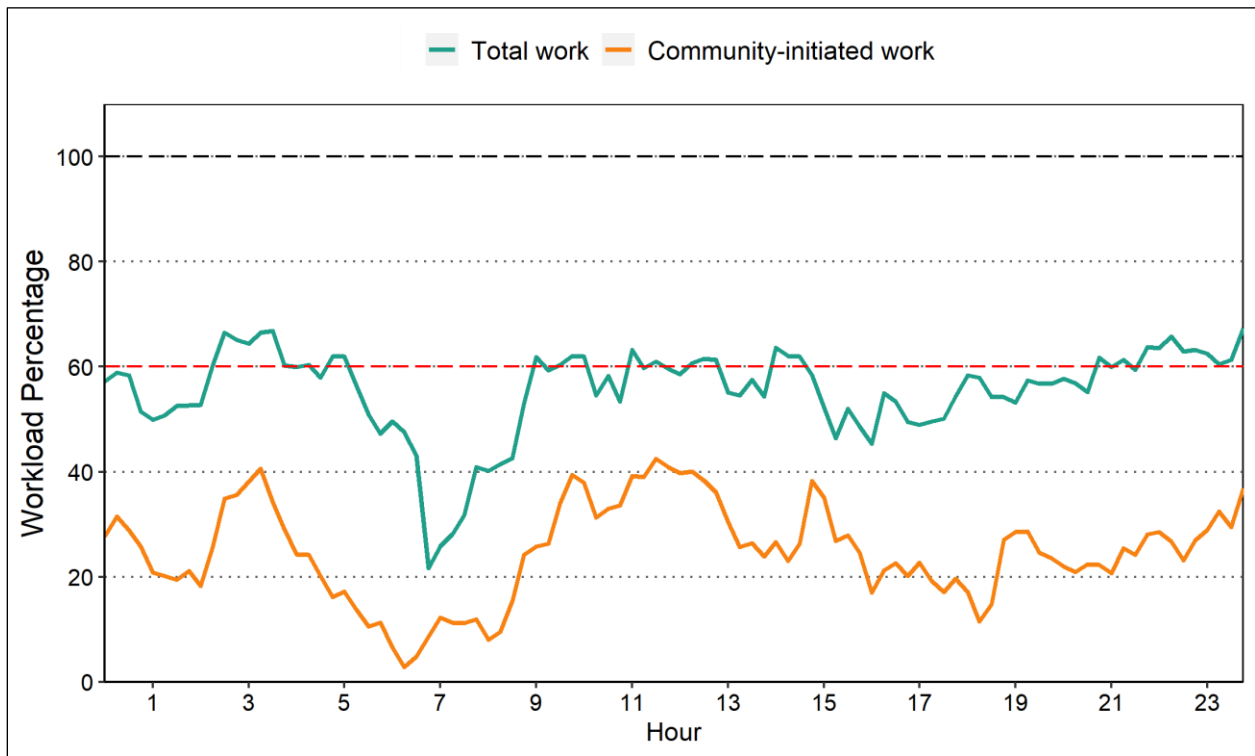
### Summer:

- Community-initiated work:
  - Average community-initiated workload was 2.6 units per hour during the week and 2.4 units per hour on weekends.
  - This was approximately 24 percent of hourly deployment during the week and 24 percent of hourly deployment on weekends.
- All work:
  - Average workload was 5.8 units per hour during the week and 5.3 units per hour on weekends.
  - This was approximately 52 percent of hourly deployment during the week and 52 percent of hourly deployment on weekends.

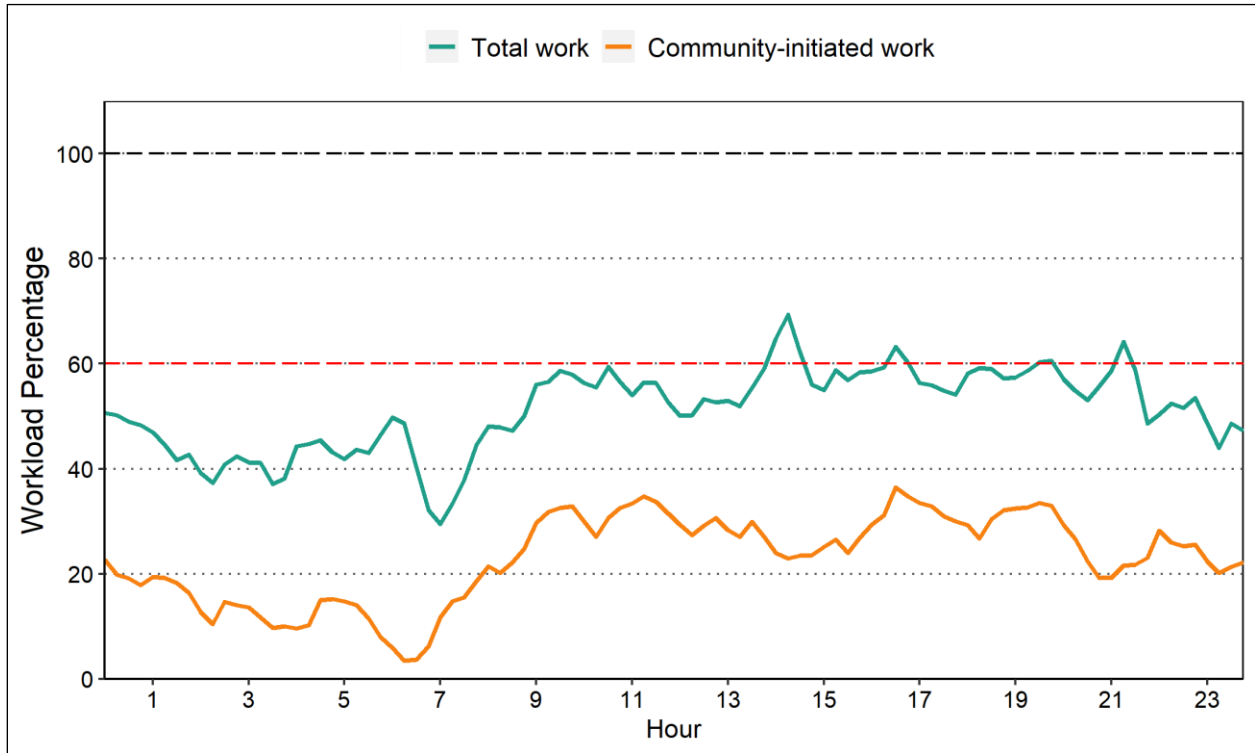
**FIGURE 9-23: Percentage of Workload, Weekdays, Winter 2022**



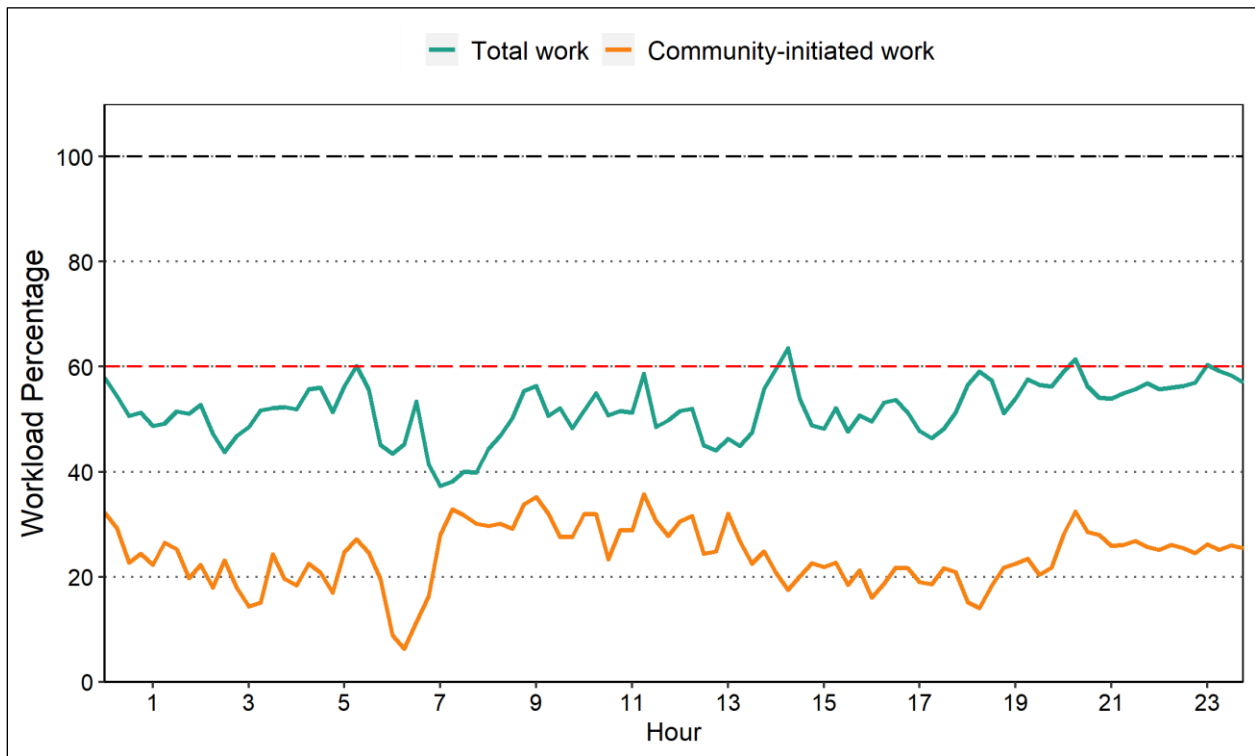
**FIGURE 9-24: Percentage of Workload, Weekends, Winter 2022**



**FIGURE 9-25: Percentage of Workload, Weekdays, Summer 2022**



**FIGURE 9-26: Percentage of Workload, Weekends, Summer 2022**



## Observations:

### Winter:

- Community-initiated work:
  - During the week, the workload reached a maximum of 38 percent of deployment between 4:45 p.m. and 5:00 p.m.
  - On weekends, the workload reached a maximum of 42 percent of deployment between 11:30 a.m. and 11:45 a.m.
- All work:
  - During the week, the workload reached a maximum of 68 percent of deployment between 9:15 p.m. and 9:30 p.m.
  - On weekends, the workload reached a maximum of 67 percent of deployment between 3:15 a.m. and 3:45 a.m. and between 11:45 p.m. and midnight.

### Summer:

- Community-initiated work:
  - During the week, the workload reached a maximum of 37 percent of deployment between 4:30 p.m. and 4:45 p.m.
  - On weekends, the workload reached a maximum of 36 percent of deployment between 11:15 a.m. and 11:30 a.m.
- All work:
  - During the week, the workload reached a maximum of 69 percent of deployment between 2:15 p.m. and 2:30 p.m.
  - On weekends, the workload reached a maximum of 64 percent of deployment between 2:15 p.m. and 2:30 p.m.

## RESPONSE TIMES

---

We analyzed the response times to various types of calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

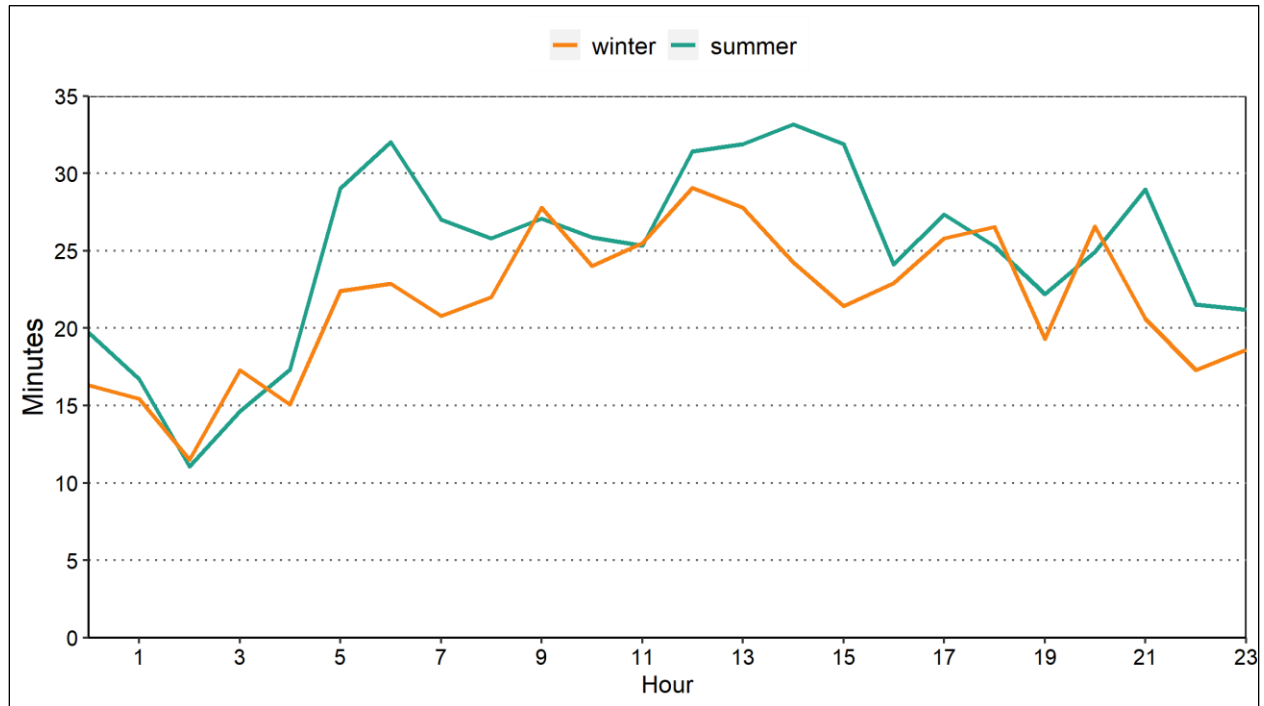
We begin the discussion with statistics that include all calls combined. We started with 6,788 calls for winter and 7,394 calls for summer. We limited our analysis to community-initiated calls, which amounted to 3,100 calls for winter and 3,513 calls for summer. In addition, we removed a few calls lacking a recorded arriving unit. We were left with 2,705 calls in winter and 3,046 calls in summer for our analysis. For the entire year, we began with 49,004 calls and limited our analysis to 21,805 community-initiated calls. With similar exclusions, we were left with 19,139 calls.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

## All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter vs. summer), we show differences in response times by category.

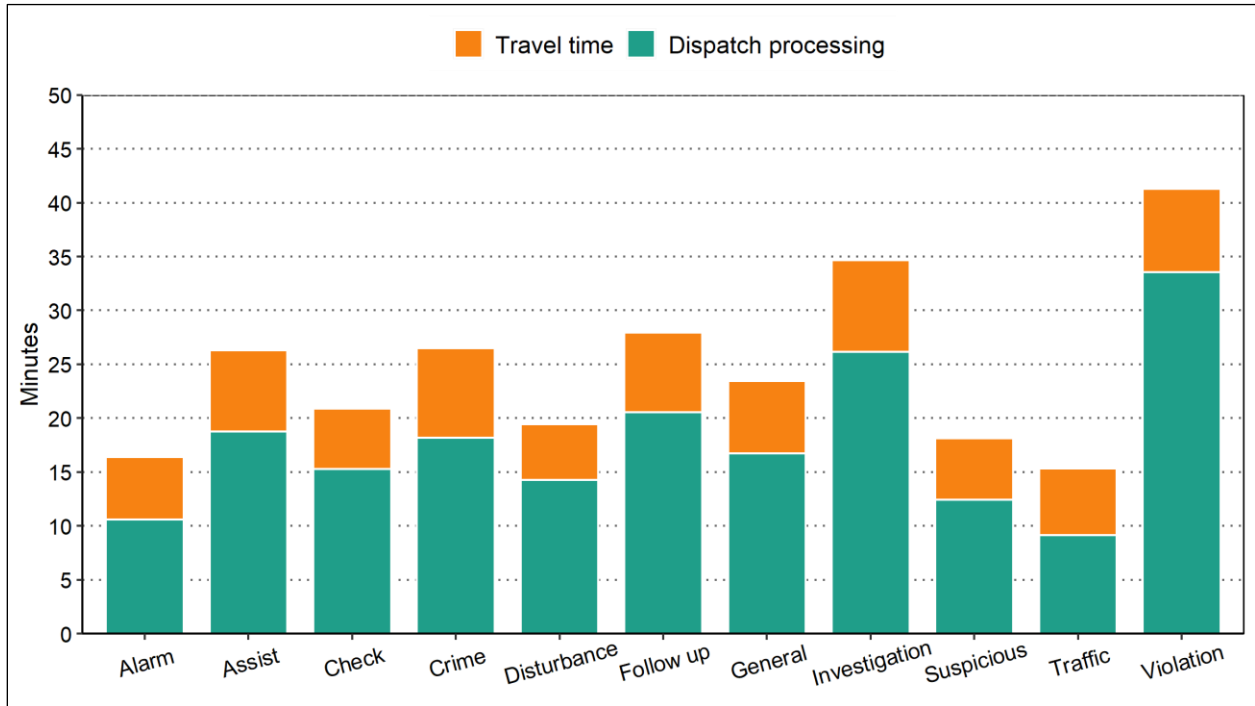
**FIGURE 9-27: Average Response Time and Dispatch Processing, by Hour of Day, Winter, and Summer 2022**



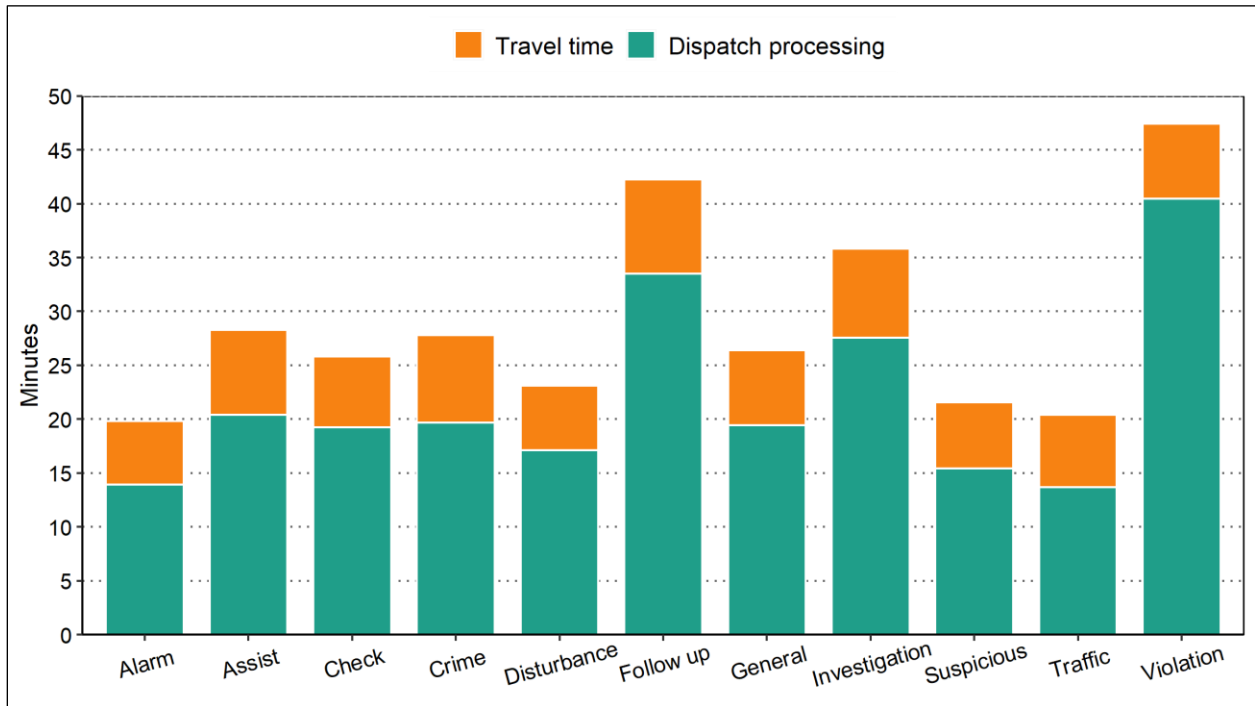
### Observations:

- Average response times varied significantly by the hour of the day.
- In winter, the longest response times were between 12:00 p.m. and 1:00 p.m., with an average of 29.1 minutes.
- In winter, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 11.5 minutes.
- In summer, the longest response times were between 2:00 p.m. and 3:00 p.m., with an average of 33.2 minutes.
- In summer, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 11.1 minutes.

**FIGURE 9-28: Average Response Time by Category, Winter 2022**



**FIGURE 9-29: Average Response Time by Category, Summer 2022**



**TABLE 9-16: Average Response Time Components, by Category**

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	8.5	6.3	14.8	135	10.4	6.8	17.1	157
Alarm	10.6	5.8	16.4	211	13.9	5.9	19.8	222
Animal call	36.9	10.6	47.5	19	42.5	11.5	54.0	24
Assist citizen	23.5	8.7	32.2	213	25.2	8.9	34.1	196
Assist other agency	5.6	4.3	9.8	76	13.2	6.3	19.5	130
Check	15.3	5.6	20.9	340	19.3	6.6	25.8	378
Crime-person	10.2	6.1	16.3	121	10.7	6.0	16.7	105
Crime-property	22.3	9.5	31.8	234	23.7	9.1	32.9	230
Disturbance	14.3	5.1	19.4	645	17.1	6.0	23.1	856
Follow-up	20.6	7.4	27.9	15	33.5	8.7	42.3	13
Investigation	26.1	8.5	34.7	203	27.6	8.3	35.8	159
Mental health	5.7	5.8	11.5	37	8.4	5.6	14.0	61
Miscellaneous	18.3	4.4	22.6	19	24.9	5.8	30.6	22
Suspicious incident	12.4	5.7	18.1	239	15.4	6.1	21.5	297
Traffic enforcement	10.7	5.8	16.5	61	21.9	6.7	28.6	63
Violation	33.6	7.7	41.3	137	40.5	7.0	47.4	133
<b>Total Average</b>	<b>16.5</b>	<b>6.5</b>	<b>23.0</b>	<b>2,705</b>	<b>19.1</b>	<b>6.8</b>	<b>25.9</b>	<b>3,046</b>

**Note:** The total average is weighted according to the number of calls per category.

### Observations:

- In winter, the average response time was as short as 10 minutes (for assist other agency) and as long as 48 minutes (for animal calls).
- In summer, the average response time was as short as 14 minutes (for mental health calls) and as long as 54 minutes (for animal calls).
- The average response time for crimes was 27 minutes in winter and 28 minutes in summer.



**TABLE 9-17: 90th Percentiles for Response Time Components, by Category**

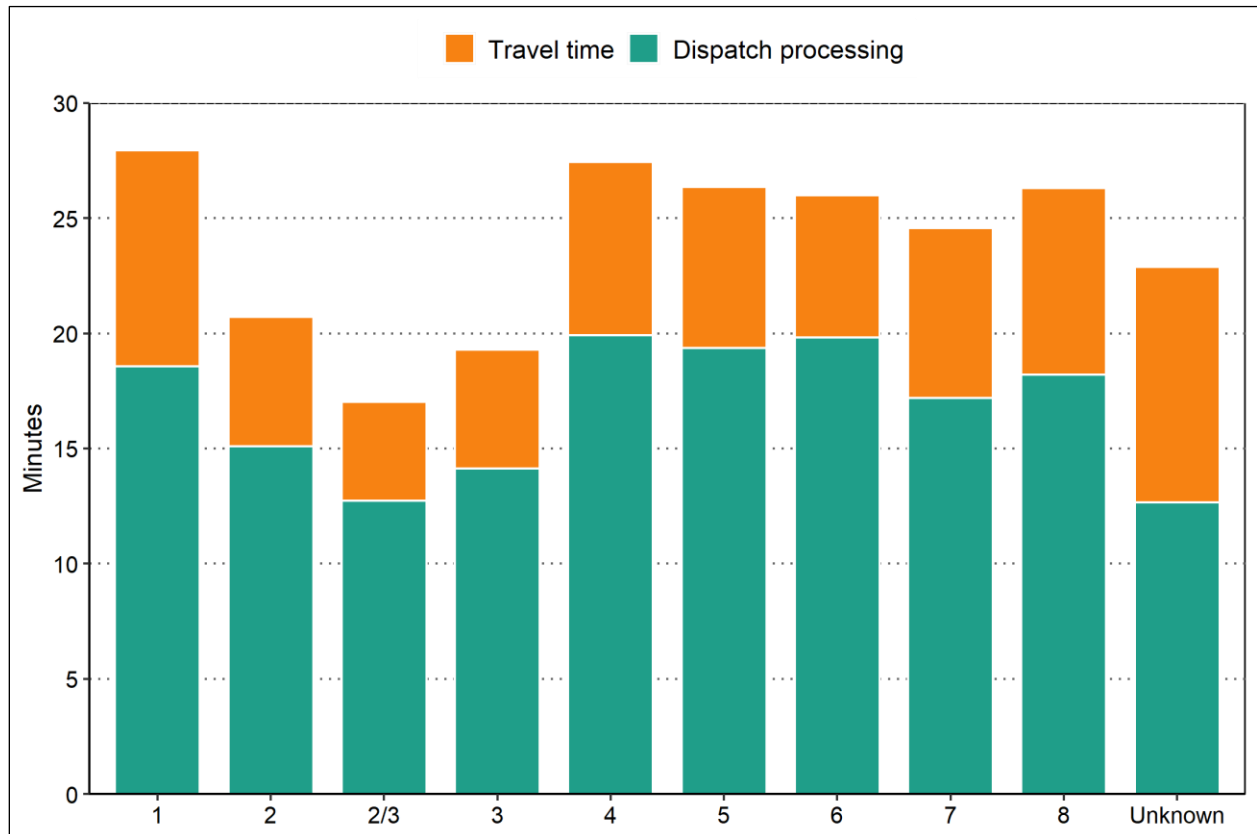
Category	Minutes in Winter			Minutes in Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	24.4	12.7	34.4	27.5	14.6	38.4
Alarm	24.5	11.0	32.5	34.5	12.1	44.1
Animal call	187.0	18.6	201.3	154.9	34.6	167.7
Assist citizen	59.6	17.5	75.1	63.0	19.6	79.6
Assist other agency	9.7	8.4	16.3	38.7	11.8	47.9
Check	45.6	11.6	50.1	51.9	13.2	62.0
Crime–person	31.3	13.8	41.5	33.2	13.7	47.4
Crime–property	67.0	20.3	78.9	64.0	20.6	83.0
Disturbance	38.2	10.5	44.4	49.0	12.5	55.6
Follow-up	71.5	16.1	76.8	152.0	23.1	153.0
Investigation	85.1	20.8	102.6	130.0	19.0	137.1
Mental health	9.0	9.5	16.5	16.2	11.2	23.8
Miscellaneous	39.7	8.1	44.2	70.4	12.2	71.6
Suspicious incident	31.5	11.9	37.5	38.9	13.1	52.6
Traffic enforcement	27.6	13.8	52.6	51.3	16.9	65.0
Violation	138.4	17.1	139.7	179.2	14.5	184.9
<b>Total Average</b>	<b>48.8</b>	<b>13.8</b>	<b>58.9</b>	<b>56.8</b>	<b>14.6</b>	<b>66.1</b>

**Note:** A 90th percentile value of 58.9 minutes means that 90 percent of all calls are responded to in fewer than 58.9 minutes. For this reason, the columns for dispatch processing and travel time may not be equal to the total response time.

### Observations:

- In winter, the 90th percentile value for response time was as short as 16 minutes (for assist other agency) and as long as 201 minutes (for animal calls).
- In summer, the 90th percentile value for response time was as short as 24 minutes (for mental health calls) and as long as 185 minutes (for violations).

**FIGURE 9-30: Average Response Time Components, by Beat**



**Note:** The "unknown" category includes calls missing beats records and a few calls assigned to beat 99.

**TABLE 9-18: Average Response Time Components, by Beat**

Beat	Dispatch	Travel	Response	Calls	Area (Sq. miles)	Population (Est.)
1	18.6	9.4	27.9	1,096	5.82	11,603
2	15.1	5.6	20.7	2,585	11.81	7,661
2/3	12.7	4.3	17.0	1,557	NA	NA
3	14.1	5.2	19.3	3,103	0.53	6,033
4	19.9	7.5	27.4	2,341	11.25	9,489
5	19.4	7.0	26.3	2,871	0.91	14,373
6	19.8	6.2	26.0	2,342	0.83	12,481
7	17.2	7.4	24.6	1,781	1.41	9,599
8	18.2	8.1	26.3	1,362	2.43	13,065
Unknown	12.7	10.2	22.9	101	NA	NA
<b>Total Average</b>	<b>17.2</b>	<b>6.5</b>	<b>23.7</b>	<b>19,139</b>	<b>34.99</b>	<b>84,304</b>

**Observations:**

- Beat 2/3 had the shortest average response time of 17.0 minutes.
- Beat 1 had the longest average response time of 27.9 minutes.

## High-Priority Calls

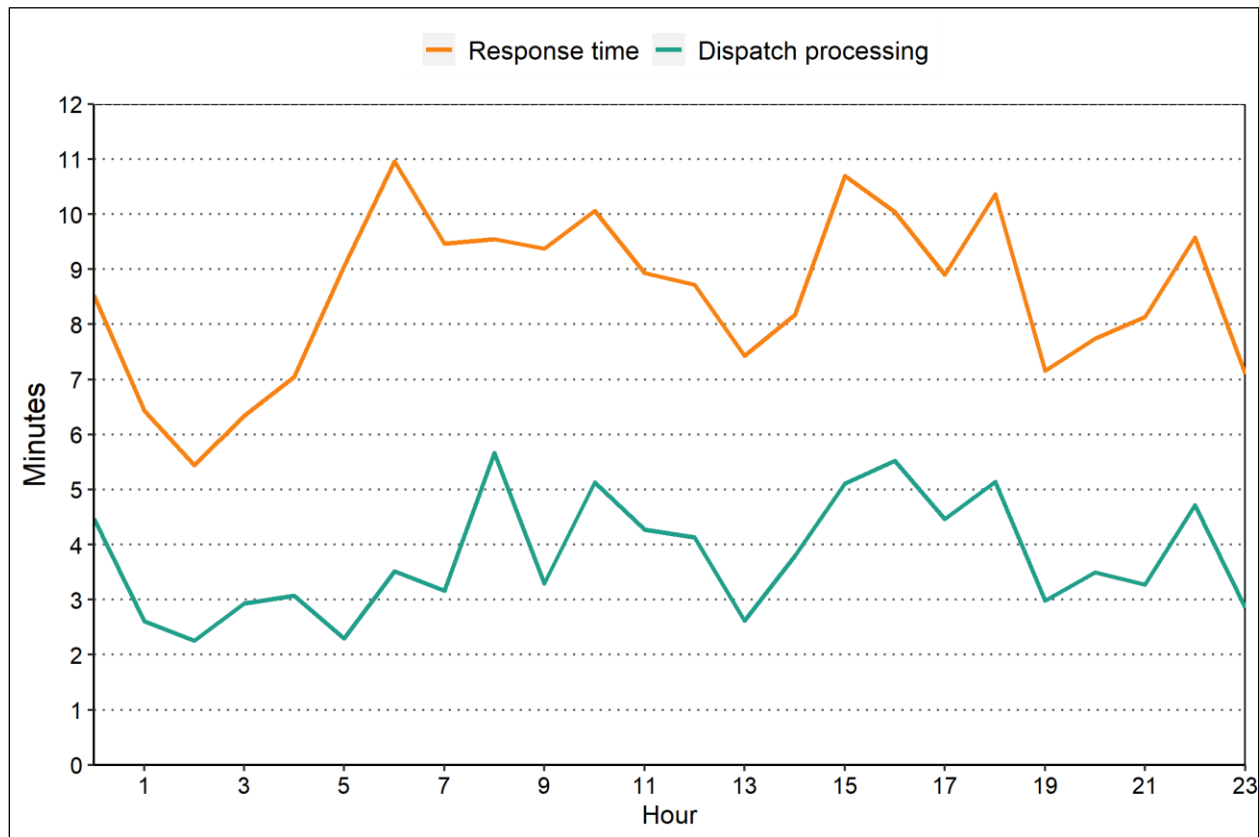
The department assigned priorities to calls with priority 1 as the highest priority. Table 9-19 shows average response times by priority. Also, we identified injury accidents by including accident calls whose descriptions matched “major injuries,” “minor injuries,” and “unknown injuries.”

**TABLE 9-19: Average and 90th Percentile Response Times, by Priority**

Priority	Dispatch Processing	Travel Time	Response Time	Calls	90th Percentile Response Time
1	4.0	4.7	8.7	856	14.9
2	13.3	6.1	19.4	12,965	44.4
3	28.8	7.9	36.7	5,314	100.8
4	3.0	0.1	3.1	4	4.7
<b>Total</b>	<b>17.2</b>	<b>6.5</b>	<b>23.7</b>	<b>19,139</b>	<b>59.6</b>
Injury accident	2.7	4.6	7.3	227	13.6

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

**FIGURE 9-31: Average Response Times and Dispatch Processing for High-priority Calls, by Hour**



### Observations:

- High-priority calls had an average response time of 8.7 minutes, lower than the overall average of 23.7 minutes for all calls.
- Average dispatch processing was 4.0 minutes for high-priority calls, compared to 17.2 minutes overall.
- For high-priority calls, the longest response times were between 3:00 p.m. and 4:00 p.m., with an average of 10.7 minutes.
- For high-priority calls, the shortest response times were between 1:00 a.m. and 4:00 a.m., with an average of 6.4 minutes.
- Average response time for injury accidents was 7.3 minutes, with a dispatch processing of 2.7 minutes.

## APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from September 1, 2021, to August 31, 2022, were classified into the following categories.

**TABLE 9-20: Call Type, by Category**

Type Code	Call Type	Table Category	Figure Category
10-33B	BANK ALARM	Alarm	Alarm
10-33C	COMMERCIAL ALARM		
10-33E	ELEVATOR ALARM		
10-33HU	HOLD UP ALARM		
10-33P	PANIC ALARM		
10-33R	RESIDENTIALALARM		
10-33V	VEHICLE ALARM		
10-62	MEET CITIZEN	Assist citizen	Assist
RIDE	CITIZEN RIDE A LONG		
WLK	WALK THROUGH		
10-72	FIRE	Assist other agency	
AOD	ASSIST OTHER AGENCY		
APS	ASSIST APS		
FIRE	FIRE RESPONDING		
MEDICAL	MEDICAL		
SEWER	SEWER BACK UP		
TREE	TREE DOWN		
WATER	WATER CALL OUT	Check	
10-34	OPEN DOOR		
11-23	VEHICLE – TRAFFIC HAZARD		
11-24	ABANDONED VEHICLE		
11-24R	ABANDONED VEHICLE REPORT		
11-25	TRAFFIC HAZARD		
11-26	ABANDONED BICYCLE		
AAS	ADOPT A SCHOOL		
DDPC	NOT A CORRECT TYPE CODE		
FLAG	FLAG DOWN BY CITIZEN		
INFO	INFORMATION		
PC	PATROL CHECK		
SUBSERVE	SUBPOENA SERVICE		
WELFCHK	WELFARE CHECK	Crime-person	Crime
187ATT	ATMPT HOMICIDE		
211A	ROBBERY ARMED		
211ATT	ROBBERY ATTEMPT		
211R	ROBBERY REPORT		

Type Code	Call Type	Table Category	Figure Category		
211SA	ROBBERY – STRONG ARM				
220R	SEXUAL ASSAULT REPORT				
242	BATTERY				
245	ASSAULT WITH A DEADLY WEAPON				
245R	ASSAULT W/DEADLY WPN RPT				
246	SHOOTING INTO A DWELLING				
246R	SHOOT AT DWELL/VEH RPT				
261	RAPE				
261.5R	UNLAWFUL SEX REPORT				
261R	RAPE REPORT				
273.6	VIOLATION OF DVRO				
273.6R	VIOLATION OF DVRO RPT				
288	LEWD ACT AGAINST CHILD RP				
288R	LEWD ACT AGAINST CHILD				
314	INDECENT EXPOSURE				
415DV	DISTURBANCE - DOMESTIC VIOLENCE				
415DVR	DISTURBANCE - DOMESTIC VIOLENCE RPT				
415F	PHYSICAL FIGHT				
417	BRANDISHING A WEAPON				
417R	417R BRANDISHING WEAPON REPORT				
422	CRIMINAL THREATS				
BOMB	BOMB				
10851	VEHICLE THEFT			Crime–property	
10851ATT	ATTEMPTED AUTO THEFT				
10851REC	RECOVERED STOLEN VEH				
10852	TAMPERING WITH A VEHICLE				
459C	BURGLARY - COMMERCIAL				
459CR	COMM BURG RPT				
459R	BURGLARY - RESIDENTIAL				
459RR	BURGLARY - RESIDENTIAL REPORT				
459V	BURGLARY - VEHICLE				
459VR	BURGLARY - VEHICLE REPORT				
470	FORGERY				
476	NSF CHECK				
487	GRAND THEFT				
488	PETTY THEFT				
488SHOP	SHOPLIFT				
530.5	ID THEFT				
594	VANDALISM IN PROGRESS				
594G	GANG GRAFFITI				

Type Code	Call Type	Table Category	Figure Category
602	TRESPASS		
10-21	TELEPHONE	Directed patrol	Directed patrol
DETAIL	DETAIL		
DTOWN	DOWNTOWN EVENT		
DTPC	DOWNTOWN PATROL CHECK		
10-51	INTOXICATED SUBJECT	Disturbance	Disturbance
10-58	GARBAGE COMPLAINT		
415	DISTURBING THE PEACE		
415C	415 CIVIL UNREST		
415FAM	FAMILY DISTURBANCE		
415J	DISTURBANCE JUVENILE		
415M	LOUD MUSIC DISTURBANCE		
415N	DISTURBANCE-NEIGHBOR		
647E	LOITERING		
647F	DRUNK AND DISORDERLY		
FIREWORK	FIREWORK		
F/UP	FOLLOW UP	Follow-up	Follow-up
10-91	ANIMAL CALL	Animal call	General miscellaneous
10-91A	STRAY ANIMAL		
10-91B	NOISY ANIMAL		
10-91E	ANIMAL BITE		
10-56	SUICIDE	Mental health	
10-56A	SUICIDE ATTEMPT		
5150	MENTALLY DISORDERED PERSON		
290	REQUIRED TO REGISTER	Miscellaneous	
BOL	BE ON THE LOOK OUT		
CIVIL	CIVIL ISSUE		
CIVILSTA	CIVIL STANDBY		
MAINT	CITY MAINTENANCE CALLOUT		
MARINE	MARINE CALLOUT		
MISC	MISC		
ONLINE	ONLINE REPORT REFERRAL		
OTHER	UNABLE TO CLASSIFY TYPE OF CALL		
PAL	POLICE ATHLETIC LEAGUE DETAIL		
PEDCK	PEDESTRIAN CHECK		
RANGE	OFFICERS TRAINING IN RANGE		
REPO	VEHICLE REPOSESSION		
SEARCHWR	SEARCH WARRANT		
VOID	VOID CASE		
WARR	WARRANT ARREST		

Type Code	Call Type	Table Category	Figure Category
WARRCF	WARRANT CONFIRMATION		
WINFO	WIRELESS 911 HANG UP		
10-54	POSSIBLE DEAD BODY		
10-55	CORONER'S CASE		
10-57	MISSING PERSON		
10-65	MISSING PERSON		
10-65J	MISSING PERSON JUV		
10-65R	MISSING PERSON RPT		
10-80	EXPLOSION		
10-95	SUBJECT STOPPED		
3056	PAROLE VIOLATION		
653M	PRANK/ANNOYING PHONE CALLS		
911HU	911 HANG UP	Investigation	Investigation
ATC	ATTEMPT TO CONTACT		
ATL	ATTEMPT TO LOCATE		
CODE 5	STAKEOUT		
CODE666	COUNTYWIDE ROADBLOCK		
CPS	CPS		
FOUNDP	FOUND PROPERTY		
LOSTP	LOST PROPERTY		
SEARCH	PAROLE OR PROBATION SEARCH		
TEXT	TEXT TO 911		
10-53	MAN DOWN		
10-66	SUSPICIOUS PERSON		
10-66C	SUSPICIOUS CIRCUMSTANCES		
10-66P	SUSPICIOUS PACKAGE		
10-67	SUBJECT SCREAMING FOR HELP	Suspicious incident	Suspicious incident
10-71	SHORTS FIRED		
11-54	SUSPICIOUS VEHICLE		
11-54OC	SUSPICIOUS VEH UNOCCUPIED		
MANW/GUN	MAN WITH A GUN		
MANW/KNI	MAN WITH A KNIFE		
11-80	VEHICLE ACCIDENT - MAJOR INJURIES		
11-81	VEHICLE ACCIDENT - MINOR INJURIES		
11-82	VEHICLE ACCIDENT - NO INJURIES	Accident	Traffic
11-83	VEHICLE ACCIDENT- NO DETAILS		
20001	HIT AND RUN WITH INJURY/DEATH		
20002	HIT AND RUN - PROPERTY DAMAGE		
11-66	DEFECTIVE TRAFFIC SIGNAL	Traffic enforcement	
11-84	TRAFFIC CONTROL		



Type Code	Call Type	Table Category	Figure Category
22651	ABANDONED VEHICLES		
23103	RECKLESS DRIVING		
23152	DRUNK DRIVING		
CITE	CITATION SIGN OFF		
FTY	FAILURE TO YIELD		
STREET	STREET DEPT CALL OUT		
VEHREL	VEHICLE RELEASE		
VINVER	VIN VERIFICATION		
TSTOP	TRAFFIC STOP		
166	COURT ORDER VIOLATION	Violation	Violation
HS ACT	DRUG ACTIVITY		
HS120295	COVID HEALTH AND SAFETY		
PARKING	PARKING		

## APPENDIX B: UNIFORM CRIME REPORT INFORMATION

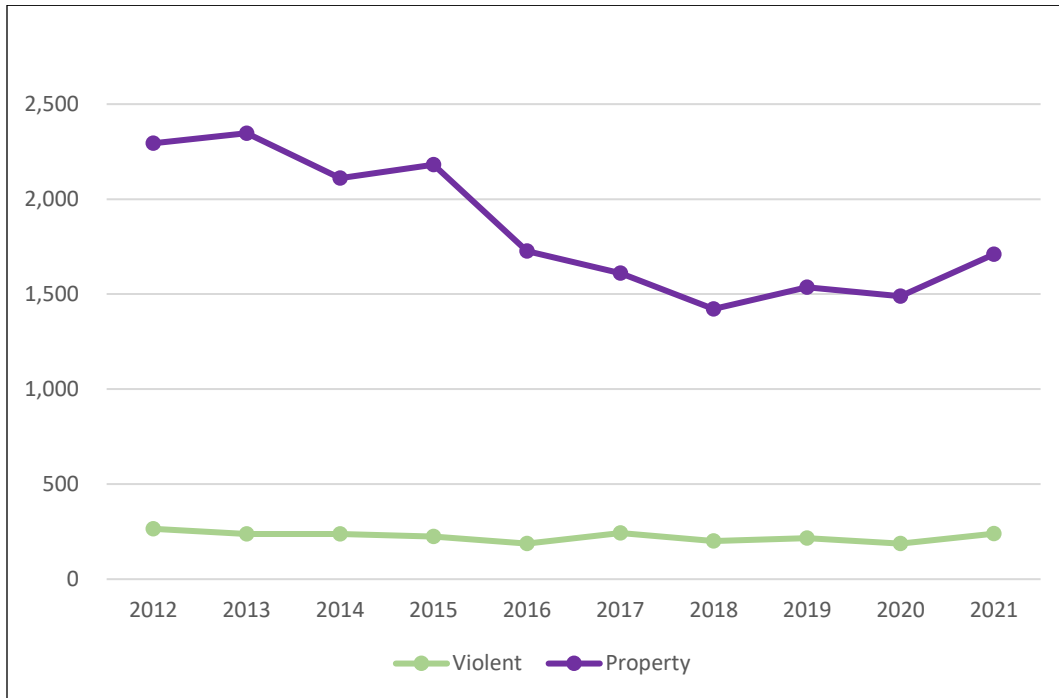
This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI) California Department of Justice. The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2012 through 2021, along with clearance rates for 2020 and 2021. Crime rates are expressed as incidents per 100,000 population.

**TABLE 9-21: Reported Crime Rates in 2020 and 2021, by City**

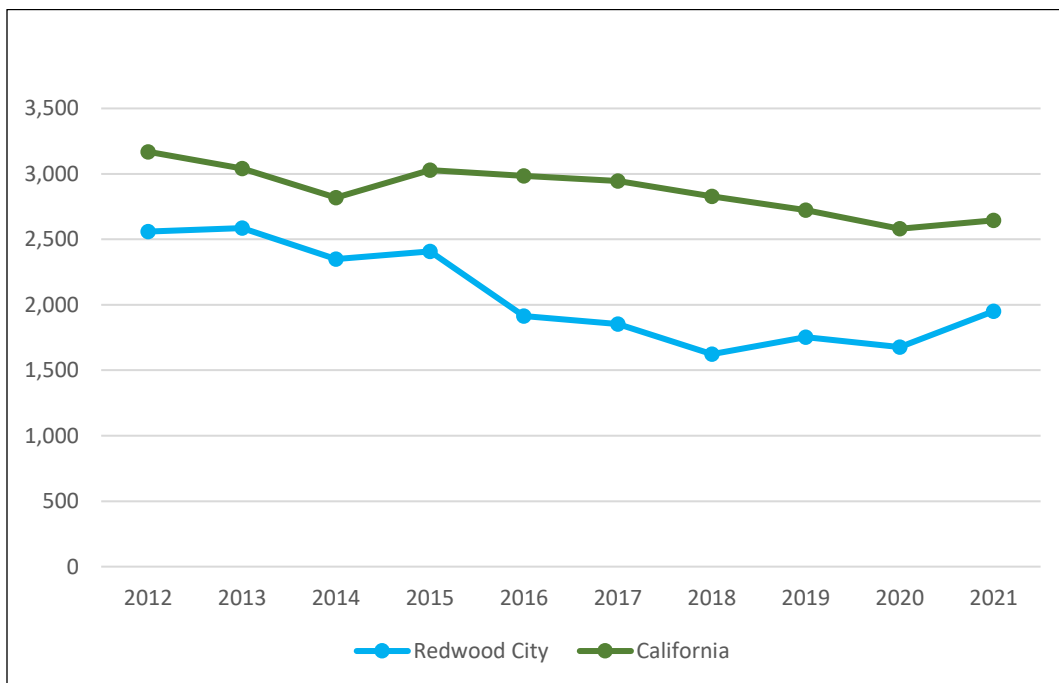
Municipality	State	2020				2021			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Alameda	CA	78,047	193	2,485	2,678	80,884	323	3,222	3,545
Antioch	CA	112,481	591	2,719	3,310	112,848	645	1,966	2,611
Daly City	CA	106,855	192	1,460	1,652	108,599	188	1,617	1,805
Fairfield	CA	118,491	542	2,990	3,532	118,005	485	2,384	2,869
Livermore	CA	91,200	164	1,526	1,690	91,216	205	1,805	2,010
Milpitas	CA	86,416	111	2,103	2,214	75,663	205	2,991	3,196
Mountain View	CA	83,745	144	2,177	2,321	82,814	219	2,699	2,917
Napa	CA	78,237	267	1,320	1,587	79,397	346	1,404	1,751
Palo Alto	CA	65,459	81	1,931	2,012	67,657	101	2,362	2,462
Pittsburg	CA	73,673	477	1,580	2,057	74,498	596	2,134	2,730
Pleasanton	CA	83,164	94	1,188	1,282	78,371	142	1,462	1,604
San Leandro	CA	89,239	462	3,416	3,878	87,289	571	3,870	4,440
San Mateo	CA	105,246	274	2,306	2,580	103,045	241	2,083	2,323
Santa Cruz	CA	65,073	309	2,237	2,546	56,156	735	3,688	4,423
South San Francisco	CA	68,260	155	1,560	1,715	67,135	247	2,720	2,967
Union City	CA	74,625	222	1,897	2,119	72,779	387	2,682	3,070
Vacaville	CA	101,616	247	1,760	2,007	98,041	248	1,664	1,911
Walnut Creek	CA	70,849	91	2,063	2,154	71,317	163	3,198	3,361
<b>Redwood City</b>	<b>CA</b>	<b>86,983</b>	<b>187</b>	<b>1,489</b>	<b>1,676</b>	<b>85,182</b>	<b>239</b>	<b>1,710</b>	<b>1,950</b>
<b>California</b>		<b>39,538,223</b>	<b>442</b>	<b>2,139</b>	<b>2,581</b>	<b>39,368,613</b>	<b>466</b>	<b>2,178</b>	<b>2,645</b>
<b>National</b>		<b>331,449,281</b>	<b>399</b>	<b>1,958</b>	<b>2,357</b>	<b>*331,893,745</b>	<b>209</b>	<b>1,249</b>	<b>1,458</b>

**Note:** \*According to FBI statements, the 2021 national data cannot be compared to the previous data, due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned,

**FIGURE 9-32: Reported Redwood City Violent and Property Crime Rates, by Year**



**FIGURE 9-33: Reported City and State Crime Rates, by Year**



**TABLE 9-22: Reported Redwood City, California, and National Crime Rates, by Year**

Year	Redwood City				California				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	78,466	265	2,294	2,559	38,183,375	421	2,747	3,169	319,697,368	377	2,758	3,135
2013	79,707	238	2,347	2,586	38,498,377	394	2,646	3,041	321,947,240	362	2,627	2,989
2014	81,870	238	2,111	2,349	38,970,399	389	2,430	2,819	324,699,246	357	2,464	2,821
2015	84,415	225	2,182	2,407	39,315,550	424	2,605	3,029	327,455,769	368	2,376	2,744
2016	87,046	188	1,727	1,915	39,421,283	443	2,541	2,984	329,308,297	383	2,353	2,736
2017	86,353	242	1,610	1,852	39,536,653	449	2,497	2,946	325,719,178	383	2,362	2,745
2018	88,161	201	1,422	1,623	39,557,045	447	2,380	2,828	327,167,434	369	2,200	2,568
2019	87,427	216	1,536	1,752	39,959,095	434	2,290	2,724	328,239,523	379	2,010	2,489
2020	86,983	187	1,489	1,676	39,538,223	442	2,139	2,581	331,449,281	399	1,958	2,357
2021	85,182	239	1,710	1,950	39,368,613	466	2,178	2,645	*331,893,745	209	1,249	1,458

**TABLE 9-23: Reported Redwood City, California, and National Crime Clearance Rates, 2020**

Crime	Redwood City			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	1	1	100%	2,202	1,296	59%	18,109	9,851	54%
Rape	38	5	13%	12,641	4,673	37%	110,095	33,689	31%
Robbery	58	18	31%	44,684	14,816	33%	209,643	60,377	29%
Aggravated Assault	90	37	41%	113,539	57,868	51%	799,678	371,051	46%
Burglary	240	36	15%	145,377	17,229	12%	898,176	125,745	14%
Larceny	970	56	6%	527,748	45,114	9%	4,004,124	604,623	15%
Vehicle Theft	279	7	3%	168,046	15,800	9%	727,045	89,427	12%

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

**TABLE 9-24: Reported Redwood City and California Crime Clearance Rates, 2021**

Crime	Redwood City			California		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	2,361	1,286	54%
Rape	37	9	24%	14,435	4,140	29%
Robbery	78	32	41%	43,628	12,276	28%
Aggravated Assault	89	36	40%	123,122	55,794	45%
Burglary	300	17	6%	136,275	14,274	10%
Larceny	892	42	5%	541,368	34,607	6%
Vehicle Theft	265	4	2%	179,956	13,885	8%

END