

POLICE OPERATIONS AND DATA ANALYSIS REPORT

NATIONAL CITY, CALIFORNIA

FINAL



CPSM[®]

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The International City/County Management Association is a 103-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), 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 341 such studies in 42 states and provinces and 246 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the National City Police Department. While our analysis covered all aspects of the department's operations, particular areas of focus of this study were 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.

Based upon CPSM's detailed assessment of the National 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. Throughout this report, we will strive to allow the reader to take a look inside the department to understand its strengths and its challenges. The recommendations made in this report offer an opportunity for the department's strengths to become stronger and the challenges to become less challenging. 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, below we list general observations that we believe identify some of the more significant issues facing the department. Additionally, in this summary we also include a master list of 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 or units. Oftentimes, the recommendations we make require a substantial financial commitment on the part of a jurisdiction. In the case of the National City Police Department, many recommendations can be accomplished by 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 detailed discussion of our observations and recommendations for each.

The list of recommendations is extensive. Should the City of National City choose to implement any or all recommendations, it must be recognized that this process should be approached as a long-term endeavor, since implementation of some recommendations could require a year, two years, or more. 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. The number of recommendations should in no way be interpreted as an indictment of what we consider to be a fine department. As well, having new leadership in the department is conducive to creating an environment in which constructive change can thrive.

GENERAL OBSERVATIONS

- The department's employees and command staff are dedicated, committed, and enjoy working as a team to provide police service to the community. This was clearly evident to us while speaking with employees individually and when speaking with them during focus groups. There is a strong sense of caring for fellow employees and a caring for the community that is rarely seen in many police departments.
- The Chief of Police appears to be well-respected and well-liked by members of the department. He also appears to be well managing the department during difficult times of vacancies and COVID-related issues.
- The police facility is almost 20 years old; however, it is very clean and still functional. The department is in the process of rehabilitating many of the areas inside the building. For example, the department just completed outfitting a new gym for employees which rivals most small commercial gyms, recently completed an overhaul of the employees' locker rooms with new spacious lockers and remodeled the communications center.
- Although staffing issues and COVID-related issues have plagued the department recently, morale appears to have remained high. Employees consider fellow employees to be family and they seem to really enjoy working together. This kind of bond and caring for fellow employees is not seen in all police departments.
- The communications unit is struggling with staffing issues; this is causing stress on the unit's operators who are having to work forced overtime to meet minimum staffing needs. Due to those vacancies and continually working at minimum staffing levels, dispatchers are forced to eat meals at their dispatch consoles and are unable to take breaks away from the communications center.
- The department provides excellent equipment for officers to do their jobs. In fact, one employee said, "*our equipment is phenomenal.*"
- Many years ago, the department created the rank of corporal. That rank, although thought to be a good idea when created, has manifested itself into a roadblock for advancement and reduced opportunities for non-corporal officers to transfer to the Investigations Division.
- Although National City is already a built-out city with virtually no vacant land for new development, developers are demolishing older areas and constructing large residential complexes in place of single-family residences. This gentrification will increase the city's population and possibly alter some demographics. The department should be alert to any trends.
- The department is currently experiencing vacancies primarily with sworn police officers; however, the chief believes that the issue will be rectified by mid-2022.
- The department is handling many of its PRA requests by dividing them up within a committee instead of using a dedicated PRA Unit.
- The recommendations made in this report are based upon information received at the time of the site visit and the systems in place at that time. It was learned that some of the recommendations made by the assessment team regarding specific divisions are in some phase of being assessed or explored by the department or the department is already moving ahead on a recommendation. CPSM recommends the department continue moving forward with completion of the projects that coincide with this report's recommendations.

- In virtually all police studies conducted by CPSM, lack of communication is cited as an organizational impediment. That sentiment was expressed in National City as well. In some cases, the concern raised is justifiable, and in other cases, those who express the concern have subjected themselves to selective awareness. In any event, we suggest open, constructive communication up and down the line is vital to any organization.

As noted previously, a master list of recommendations follows; each is covered in detail throughout the report. These recommendations are offered to enhance the operation of the National City Police Department. The recommendations are aimed at ensuring 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 the City of National City.

CPSM staff would like to thank Chief of Police Jose Tellez and the entire staff of the National City Police Department for their gracious cooperation and assistance during this study.

§ § §

RECOMMENDATIONS

Administrative

1. Continue to develop and complete the strategic plan, which should include a succession plan. (See p. 19.)
2. Improve internal communications, both top to bottom, and bottom to top, to ensure members of the organization are aware of the department's work plan, and that they feel valued and considered. (See p. 20.)

Investigations

Core Investigations

3. CPSM recommends the addition of one civilian investigator to handle digital forensic evidence and property crimes cases when available. (See p. 22.)
4. Based on the number of Part I Crimes in National City, the number of budgeted detectives, and the high number of child sex crimes cases, it is highly recommended that at least one sworn detective be added to Investigations to assist in handling child sex crimes. (See p. 22.)
5. CPSM recommends a comprehensive review, reorganization, and modernization of how cases are reviewed, assigned, and managed. (See p. 23.)
6. CPSM recommends the department research other agency case management protocols and establish a priority system and criteria for guiding the working and closing of cases. (See p. 23.)
7. CPSM recommends filling the vacant officer position in the Gang Unit. (See p. 24.)
8. The Gang Enforcement Team should develop a system for tracking its productivity and how officers spend their time related to gang issues and non-gang issues. (See p. 24.)
9. CPSM recommends the department review and evaluate the need for each task force officer position and determine the actual need versus the cost and demand for staffing in patrol. (See p. 24.)

Property/Evidence Unit

10. CPSM recommends changing the division the Property and Evidence Unit reports to from Investigations to Support Services. (See p. 25.)
11. Evaluate the feasibility of adding a dedicated security camera to the entrance of the narcotics room. (See p. 25.)
12. Install an electronic temperature monitoring system on DNA cold storage equipment to avoid accidental losses of DNA evidence. (See p. 26.)
13. Working with the technology staff in the city and private vendors (if necessary) the department should find a solution to the bar code scanning issue and fix it as soon as practical. (See p. 27.)
14. CPSM recommends that NCPD hire a technology consultant to determine if the planned new RMS system will meet the needs of the Property and Evidence Unit or if a stand-alone property and evidence management system would be more appropriate. (See p. 27.)

15. CPSM recommends the department develop a formal plan to complete the digitization of all property and evidence records with progress benchmarks outlined and prioritized. (N/A)
16. It is recommended that the city prioritize a renewed effort to find a permanent solution to the environmental issues in the Property Room. (See pp. 27-28.)
17. CPSM recommends the department formulate a plan of action to increase the rate at which the volume of property purged exceeds the volume brought in annually. (See p. 28.)

Crisis Negotiation Team

18. Increase CNT officer training to 40 hours annually. (See p. 29.)
19. Track each CNT officer's training and document into an annual evaluation process for each team member. (See p. 29.)

Operations Division

20. Ensure the new positions hired by NCPD are assigned to patrol operations. (See pp. 31-39.)
21. CPSM recommends that National City update its alarm program to "best practices through a model ordinance." (See p. 41.)
22. Create a CFS working group to explore potential ways of eliminating workload demands and non-emergency CFS from patrol workload. (See p. 42.)
23. Explore implementation of a web-based reporting system for nonserious crime reports. (See p. 44.)
24. Consider the implementation of a 12-hour shift schedule for patrol. (See pp. 44-45.)

Traffic Unit

25. CPSM recommends filling the vacant traffic officer position when possible. (See p. 47)
26. CPSM recommends that the Traffic Unit's hours be modified to 8:00 a.m. to 6:00 p.m., which would enable the traffic officers to work traffic-related issues during the busiest traffic hours of the day. (See p. 47.)
27. It is recommended the sergeant delegate more of the administrative responsibilities he is now handling to the administrative secretary in the unit to free up his time. (See p. 47.)
28. It is recommended that all officers assigned to traffic, at a minimum, attend a POST-approved Basic and Advanced Accident Investigation class. (See p. 47.)
29. Since traffic officers do not respond to patrol-related calls to assist patrol, it is recommended that when they are working the traffic officers be assigned to all traffic accident calls for service. (See p. 48.)
30. CPSM would recommend that NCPD cease responding to non-injury traffic accident calls for service unless there are some identified police-related issues involved. (See p. 48.)
31. NCPD should review traffic accident data for locations where a large number of traffic accidents are occurring and after identifying primary collision factors, conduct directed enforcement to reduce the number of accidents at those locations. (See pp. 48-49.)
32. Employ the Three E's of traffic safety throughout the department. (See p. 49.)
33. Consideration should be given to altering the Traffic Unit's approach to responding to parking calls for service as well as the issuance of parking citations in lieu of issuing a moving violation citation. (See p. 50.)

34. The Traffic Unit must undergo a paradigm shift away from its focus of receiving the OTS grant to one of reducing the number of traffic accidents in the city. (See pp. 50-51.)

Community Services

35. CPSM recommends the vacant HOT position be filled as soon as practicable. (See p. 53.)
36. It is critical that the city encourage and work with the county to replace the two PERT positions that had been assigned to NCPD. (See p. 53.)
37. CPSM recommends filling the soon-to-be-vacant SRO position as soon as practical. (See p. 53.)
38. It is recommended that the department have a discussion with the school district and the community to determine the support for having the SROs in the schools. (See p. 54.)
39. The department should consider providing the volunteer application on its website in Spanish. (See p. 54.)
40. CPSM recommends the department emphasize recruitment for that segment of the community who would qualify for the Senior Volunteer Program. (See p. 54.)
41. The department needs to update its policy which still refers to the Cadet Program as the Explorer Program. (See p. 55.)
42. CPSM recommends the department make a concerted effort to bring new cadets into the department's Cadet Program. (See pp. 55-56.)
43. The department should consider offering a Community Police Academy at least twice a year to residents and business owners in the city. (See p. 56.)
44. Assess whether it is viable to contract out the city's animal control activities to San Diego County. (See pp. 56-57.)
45. If the opportunity arises to increase the department's complement of full-time employees, consideration should be given to including several more CSO positions. (See p. 56.)

SWAT

46. Provide an organizational commitment from the Police Chief that SWAT training is essential and mandatory. (See p. 58.)
47. Explore partnering with other agencies to create a regional SWAT Team to share expenses, liability, and workload. (See p. 58.)
48. Devise a model that meets the needs of NCPD in order to increase the number of training hours for SWAT members to 192 hours per year. (See p. 58.)
49. Develop a tracking system for SWAT training; include the hours per officer per year in an annual evaluation for each SWAT team member. (See p. 59.)
50. Provide NTOA or CATOA membership for each operator on the SWAT team to provide access career development training, education classes, and materials. (See p. 59.)
51. The department should invest in two new sniper rifles and associated equipment to standardize all five sniper platforms. (See p. 59.)

Canine Unit

52. Use a cost-benefit approach to evaluate the need for three canine teams versus two canine teams. (See p. 60.)

53. Send the sergeant and lieutenant assigned to the Canine Unit to a recognized canine manager's course. (See p. 60.)
54. Change department policy to require the Canine Coordinator or the lieutenant to respond to all situations where a canine apprehends and injures a suspect. (See p. 60.)
55. Create a Canine Unit Manual or set of Standard Operating Procedures to have in place more detailed canine standards and handler expectations. (See p. 60.)

Operations Support

Facility

56. CPSM recommends the department continue to move forward with any needed remodeling and renovations to improve the facility. (See p. 61.)

Fleet

57. As standard practice, replace patrol vehicles at five years or 100,000 miles. (See p. 63.)
58. Examine the feasibility and potential cost savings of purchasing lease return vehicles at auctions for detective, undercover, or command vehicles. (See p. 63.)
59. It is recommended that the department assess each year the practicality of leasing its patrol vehicles. (See p. 63)
60. If the department implements a 12-hour work schedule, it is recommended patrol vehicles be assigned according to night shift or day shift so that there is some consistency with vehicle mileage. (See p. 63.)

Administrative Division

Internal Affairs

61. As there is no administrative assistance in the I/A unit, it is recommended the department create an administrative assistant position to assist with CPRA requests as well as to assist with other administrative work in the unit. (See p. 65.)
62. The city should consider having a tenured command level person with experience in investigating personnel misconduct also review the investigations and act as a liaison with the Complaint Review Subcommittee (CRS). (See p. 66.)
63. The department complaint form should be prominently displayed on the department's website "home page" and be interactive so a complaint can be submitted online. (See p. 66.)
64. Based on community demographics and identified need, NCPD should provide the complaint form in Spanish. (See p. 66.)
65. It is recommended that the department purchase the BlueTeam module for the IAPro system. (See pp. 66-67.)
66. It is recommended the department strive to complete misconduct investigations in 45 calendar days and service complaint investigations in 30 days, if possible. (See pp. 68-69.)
67. When the department is faced with an employee's discipline that rises to anything that results in monetary loss, Education Based Discipline (EBD) should be considered. (See p. 69.)

68. CPSM recommends the department consider creating a matrix that reflects the rules and regulations governing discipline specific to the department and consider its use. (See pp. 69-70.)
69. CPSM recommends the department develop a standardized early warning system complete with thresholds that trigger an EIP. (See pp. 71-72.)

Use of Force

70. CPSM recommends that each use of force incident be reviewed by a use of force instructor for trends that may indicate training needs, equipment upgrades, and/or policy modification. (See p. 74.)
71. It is recommended a monthly, instead of an annual, report be developed to provide timely use of force analytic information for command staff review. (See p. 74.)
72. The Duty to Intercede policy (300.2.1) should include specific directions regarding what an officer must do after interceding in a use of force incident. (See pp. 74-75.)
73. It is recommended that the department include a de-escalation policy in its Use of Force policy. (See p. 75.)
74. CPSM recommends that each officer and witnessing officers to incidents involving a death should be required to see a psychological professional soon after the incident occurs. (See p. 75.)

Personnel and Recruitment

75. CPSM recommends that all hiring backgrounds for sworn personnel positions be contracted out to a private investigation company specializing in hiring background investigations. (See pp. 77-78.)
76. Absent a switch to a private investigation company, it is recommended the department consider purchasing a background investigation software system designed to reduce the amount of time it takes to complete backgrounds. (See p. 78.)
77. The department should strive to recruit and hire for diversity for sworn positions. (See p. 78.)
78. The department again should consider developing a recruitment team made up of officers who represent the demographic profile of the community. (See pp. 78-79.)
79. The recruitment effort should be focus more of its attention upon websites such as Indeed, LinkedIn, and the like to reach a younger demographic. (See pp. 78-79.)
80. In order to remain competitive in the lateral police officer market, CPSM recommends that National City consider offering a hiring bonus to attract lateral officers. (See p. 79.)

FTO

81. CPSM recommends appointing a patrol sergeant, as a collateral duty, to handle the operational aspects of observing the trainees and FTOs and being available to handle situations or problems that arise in the field. (See pp. 80-81.)
82. It is recommended that the FTO coordinator attend the annual National Association of Field Officers conference. (See p. 81.)
83. CPSM recommends that meetings be conducted quarterly to discuss the progress of trainees, discuss problems FTOs may be having with trainees, and provide additional training to the FTOs. (See pp. 83.)

Training

84. The city and department should expedite the environmental remediation of the department's indoor firearms range to save the rental fees for off-site ranges and to alleviate the need to take staff off the street to travel to the off-site ranges. (See pp. 83-84.)

Support Services Division

Communications

85. The city should consider combining police and fire dispatch centers to avoid duplication of work, save costs, and provide better coordination on major incidents. (See p. 85.)
86. It is recommended that lines from city hall be transferred elsewhere in the city until such time that dispatch is fully staffed. (See p. 85.)
87. The department should determine if its current phone system can be upgraded to allow callers to identify the officer whom they want to leave a message for, and then be transferred to an officer's voicemail without having to speak to a dispatcher. (See pp. 85-86.)
88. As the Communication Center's policies have not been reviewed or revised since 2018, it is recommended that NCPD begin a review and revision of these policies as expeditiously as possible. (See p. 86.)
89. The vacant dispatcher positions should be filled as quickly as possible. (See p. 87.)
90. CPSM recommends reclassifying two of the dispatch positions to senior dispatcher in order to have direct supervision on the night shift. (See pp. 87-88.)
91. CPSM would recommend the department build a cadre of part-time retired dispatchers to fill shifts when needed. (See p. 88.)
92. In order to fill the midwatch shift, which is necessary based on call load, CPSM recommends an additional two dispatcher positions be created for a total of 12 dispatcher positions. (See pp. 88-89.)
93. CPSM recommends sending at least several additional dispatchers to tactical dispatcher training once the unit is fully staffed. (See p. 95.)
94. CPSM recommends that the quality assurance monitoring policy be updated and included in the department's policy and procedure manual. (See p. 95.)
95. CPSM recommends that all dispatchers and call takers be required once a year to meet with a mental health professional for debriefing. (See pp. 95-96.)

Records

96. CPSM recommends an internal review of the workload and schedule of the Records Unit to determine if the schedule can be modified to allow for the unit to be open and accessible to the public on Fridays. (See p. 97.)
97. CPSM recommends an internal review of the daily patrol vehicle inspection process, form, and routing of the form. The inspection form, if necessary, should be completed electronically, and consideration should be given to not involving Records in this process. (See pp. 97-98.)
98. CPSM recommends the department and city collaborate to move the police department to the same electronic parking ticket system and vendor used by the city. Records should

not be processing and filing paper copies of thousands of parking citations while a third-party electronic process is in place elsewhere in the city. (See p. 98.)

99. The department should internally review the need for Records to be routinely running record checks and printing rap sheets for officers and detectives. With minimal training, officers and detectives can run queries and print rap sheets. (See p. 98.)
100. The department-wide workflow for police reports should be evaluated in detail for process improvement. If necessary, a professional experienced in process mapping can assist in mapping the process for improvement. The current system has inefficiencies, duplication, and lack of automation. (See p. 99.)
101. Consider adding a position to the Records Unit to handle the processing of PRAs. (See p. 100.)

Crime Analyst

102. Reassign the crime analyst's administrative duties unrelated to a crime analysis or intelligence-related function, particularly processing the PRA requests. (See p. 100.)
103. Assign a captain to research and develop an ongoing crime suppression strategy. The strategy should include working with the crime analyst to create meaningful reports and other data to develop strategies to reduce crime and traffic collisions in National City. (See p. 100.)

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SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the National 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).

All data, analysis, and recommendations, especially for patrol operations, are based upon CPSM's examination of 26,073 calls for service, which are those calls specifically handled by the department's patrol officers. The reader must understand that although CPSM examined only those calls handled by patrol officers, the department touched in some manner 67,438 calls for service. In Appendix B, we isolate those calls for service that were not included in the data examined by CPSM for patrol operations. For example, more than 7,000 calls of those 67,438 calls were not included in the data because they were handled by non-patrol officers (Detectives, SROs, Gangs, K-9). Also, there were a large number of calls not included in the data examination for various reasons, such as no units dispatched, or the call being canceled.

Unfortunately, due to an antiquated computer-aided dispatch (CAD) system that the department had at the time of the project, much of the information on those calls not included in the data examination was not captured. For example, if a call was entered into the CAD system as a call for service, but before it can be dispatched either an officer or dispatcher canceled the call for whatever reason, that data was not captured. Anecdotally, it was learned that there were many of those calls, but because of the limitations of the CAD at the time, they were not captured. However, while not included in the analysis they were in fact handled by the department in some manner.

The department is currently attempting to fill all vacant positions; however, CPSM recommends those filled positions be assigned to patrol. While those newly-filled, existing positions will fully staff that part of the department, there are other sworn positions for which additional personnel will be recommended.

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 employees within the department.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the National City Police Department. Information on strategic plans, personnel staffing and

deployment, monthly and annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were reviewed by project team staff. Follow-up phone calls were used to clarify information as needed.

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, and 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 this report 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.

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SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

COMMUNITY

The City of National City is located in the south bay region of the San Diego metropolitan area in San Diego County. It is the second-oldest city in San Diego County, having been incorporated in 1887. The population of the city based on U.S. Census estimates in 2020 is approximately 61,394 people. The city has a total land area of 7.29 square miles and a water area of 1.82 square miles. The city is bounded by the City of San Diego to the north, Bonita to the southeast, and Chula Vista to the south across the Sweetwater River. It is accessed by Interstate 5, Interstate 805, and California State Route 54.

National City operates under a Council/Manager government, with an elected mayor and a four-member city council. The city's climate is characterized by warm, dry summers and mild winters, with most of the annual precipitation falling between December and March.

Demographics

The City of National City is a heterogeneous community. According to the 2020 Census the city's demographic makeup is 11.6 percent White, 63.5 percent Hispanic, 4.8 percent African-American/Black, 0.5 percent Native American, 18.5 percent Asian, and 3.0 percent two or more races. The city is home to an estimated 25,000 immigrants and refugees, or two out of every five residents.

The owner-occupied housing rate in the city is 33.5 percent; 66.5 percent of the residents live in rental housing. The median household income is \$47,119 for the city, compared to \$80,447 for the State of California. Persons living in poverty make up 18.3 percent of the city's population, compared to 15.1 percent for the State of California. This comparison shows that the city poverty rate is slightly higher than the state rate, while the household median income is considerably lower. The median home price in the City of National City is \$473,207, compared to \$717,000 for the State of California.

LAW ENFORCEMENT SERVICES

The National City Police Department provides a full range of law enforcement services, excluding custody operations.

Uniform Crime Report/Crime Trends

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

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two

categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, representing the most serious crimes, the UCR index is split into two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

Data acquired by CPSM from the FBI for use in this report is for 2020, which is the most recent annual information available. As indicated in the following table, in 2020 the National City Police Department reported a UCR Part I violent crime rate of 569 (indexed per 100,000) and a property crime rate of 1,880 (indexed per 100,000).

In comparing National City's data with other California cities, one can see that National City reports a violent crime rate that is higher than both the state and national rates, and a property crime rate that is higher than most of the comparable cities in the table but lower than the state and national rates. National City has a higher overall crime rate compared to the national rate but slightly lower than the overall California rate.

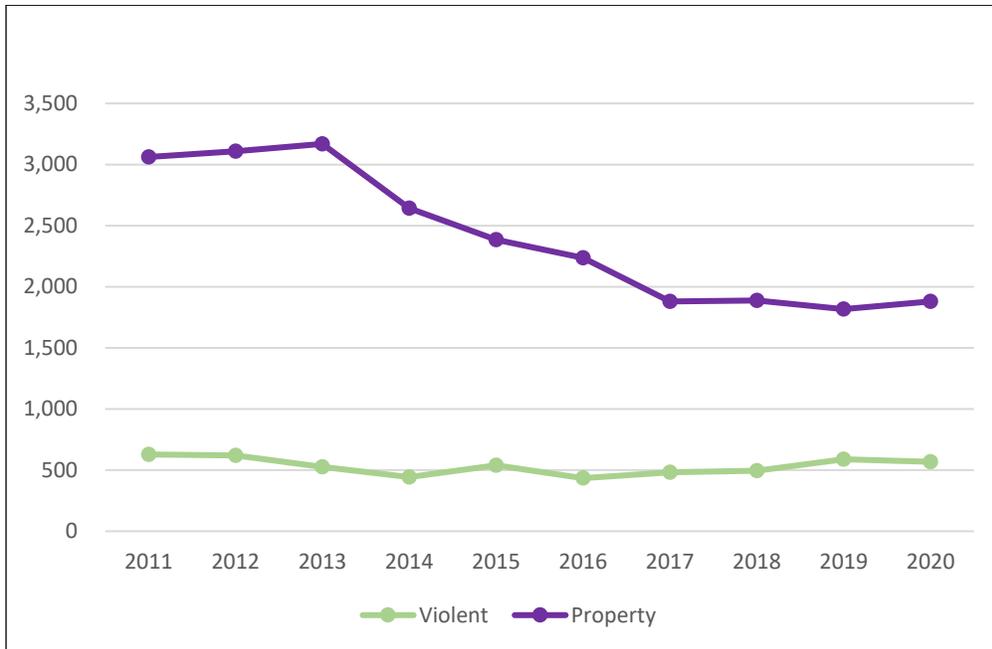
TABLE 3-1: Reported Crime Rates in 2020, by City

Municipality	State	Population	Crime Rates		
			Violent	Property	Total
Carlsbad	California	116,516	192	1,580	1,772
Chula Vista	California	278,027	329	1,171	1,501
Coronado	California	23,750	72	1,124	1,196
El Cajon	California	103,035	497	1,792	2,289
Escondido	California	152,446	373	1,769	2,142
La Mesa	California	59,488	304	1,742	2,046
Oceanside	California	176,616	406	1,801	2,206
San Diego	California	1,437,608	369	1,692	2,061
San Diego County Sheriff	California	908,834	158	428	586
Richmond	California	111,367	964	3,303	4,268
National City	California	61,710	569	1,880	2,449
California		39,538,223	442	2,139	2,581
National		331,449,281	399	1,958	2,357

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

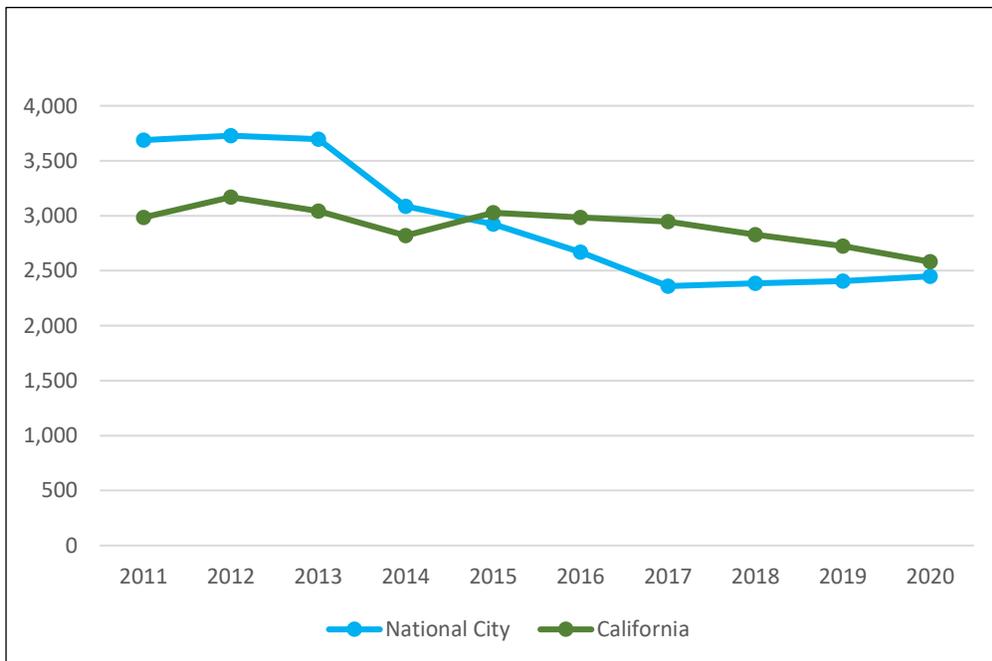
The following figure illustrates the trend in Part 1 crime in National City over the past ten years. It shows violent crime has remained mostly constant from 2010 to 2019. The property crime rate started seeing a decline in 2014 and reached its lowest point in 2019.

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



The following figure shows that since 2011 the State of California has seen a consistent drop in crime rates. The City of National City took a more downward trajectory than the state, but the city's overall crime rate in 2020 is about equal to the state's rate.

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



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

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

Year	National City				California				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2011	59,271	628	3,061	3,688	37,819,249	410	2,574	2,983	317,186,963	376	2,800	3,176
2012	59,920	619	3,109	3,728	38,183,375	421	2,747	3,169	319,697,368	377	2,758	3,135
2013	59,637	527	3,169	3,696	38,498,377	394	2,646	3,041	321,947,240	362	2,627	2,989
2014	60,130	444	2,643	3,087	38,970,399	389	2,430	2,819	324,699,246	357	2,464	2,821
2015	60,768	538	2,384	2,923	39,315,550	424	2,605	3,029	327,455,769	368	2,376	2,744
2016	61,550	434	2,236	2,669	39,421,283	443	2,541	2,984	329,308,297	383	2,353	2,736
2017	61,574	481	1,879	2,360	39,536,653	449	2,497	2,946	325,719,178	383	2,362	2,745
2018	61,763	495	1,889	2,384	39,557,045	447	2,380	2,828	327,167,434	369	2,200	2,568
2019	61,791	589	1,817	2,406	39,959,095	434	2,290	2,724	328,239,523	379	2,010	2,489
2020	61,710	569	1,880	2,449	39,538,223	442	2,139	2,581	331,449,281	399	1,958	2,357

The following table compares National City's crime clearance rates to the state and national averages. These clearance rates are based on the department's reporting to the UCR. As can be seen, the department's clearance rates are consistent with those of the state and nation, except for rapes, where it is considerably lower.

At the same time, it is difficult to make an apples-to-apples comparison in the data above because of the many variables involved, such as relative resources of a jurisdiction to solve crimes.

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

Crime	National City			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	4	2	50%	2,202	1,296	59%	18,109	9,851	54%
Rape	19	2	11%	12,641	4,673	37%	110,095	33,689	31%
Robbery	99	40	40%	44,684	14,816	33%	209,643	60,377	29%
Aggravated Assault	229	118	52%	113,539	57,868	51%	799,678	371,051	46%
Burglary	139	17	12%	145,377	17,229	12%	898,176	125,745	14%
Larceny	760	85	11%	527,748	45,114	9%	4,004,124	604,623	15%
Vehicle Theft	261	22	8%	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.

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SECTION 4. ADMINISTRATIVE

CPSM'S PERSONNEL RECOMMENDATIONS IN THIS REPORT

From the end of 2007 through mid-2009, the United States went through one of the worst recessions in its history. During the recession and in the months that followed, the U.S. labor market shed millions of jobs, and the unemployment rate peaked at 10 percent.

While the nation eventually recovered from the recession and then greatly surpassed the pre-recession employment levels and economic output, in some localities the recovery was not strong enough to offset the economic activity that was lost. For these areas, the economic situation was then compounded by the lockdowns and employment lost due to the COVID-19 pandemic.

That is the case with National City, which continues to face economic struggles, like many other cities, due to these two cataclysmic economic shocks.

CPSM fully understands that the city's current financial situation may not allow for the implementation of all the recommendations made in this report, especially regarding additional new positions. While recommended positions should be filled or created as soon as possible, CPSM urges the city to use this report's recommendations regarding additional personnel as a "road map" for the future staffing of the department.

CPSM also fully understands that the city's financial situation may not allow for the purchase of technology recommendations made here; however, it must be considered that monies spent on technology-related recommendations can and usually does result in a savings in personnel hours expended.

Recommended New Personnel Positions

- Detectives–2
- Civilian Investigator–1
- Gang Officer–1
- Traffic Officer–1
- School Resource Officer–1
- Records Clerk–1
- Senior Dispatchers–2
- Dispatchers–2

NOTE: All of CPSM's recommended police officer positions are to fill current vacancies in those units; however, since all new officer positions hired will be going to patrol to fully staff that function, these will need to be new funded positions.

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 agreement around intended outcomes/results, and assess and adjust the 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 National City Police Department is in the process of developing a five-year strategic plan and has contracted with PMW Associates to develop a strategic plan. Unfortunately, the department was derailed in some of this effort, such as with Team Building Workshops, due to COVID restrictions. The department intends to get back on track in 2022, COVID conditions permitting. The development of the strategic plan will involve completion of workshops with command staff, supervisors, the National City Police Officers Association (NCPOA), and the department's professional staff members.

With the Chief moving forward on the development of a strategic plan, it is clear the department understands the importance of such a plan. Therefore, the department should continue working toward completion of its five-year plan.

SUCCESSION PLANNING

As noted above, the department has contracted PMW Associates to complete a strategic plan. According to the Chief, an important component of the strategic plan will be a succession plan for the department. Undoubtedly, within the next five years the department will see the retirement of a number of its command staff, down through the rank of sergeant, along with civilian command-level personnel. It is imperative that the focus of PMW's succession plan work not be limited to ranking officers; it must also look at how the department can prepare the next generation of both command staff and first-line supervisors, both sworn and civilian.

Finally, this must be a formal process, and must be carefully developed and written by PMW Associates to ensure a usable succession plan.

MISSION STATEMENT/VISION STATEMENT

Mission Statement

In partnership with our community, the National City Police Department is committed to providing the highest level of service and public safety. We will pursue this commitment with an unwavering resolve while always respecting the rights and dignity of those we serve.

Vision Statement

We, the National City Police Department, are an organization that values our employees and the community we serve.

We are committed to working together, hand-in-hand, with the community, in a problem solving partnership, in order to fight crime and improve the quality of life for its residents, visitors and others conducting business or working in National City.

A mission and vision statement can provide a common theme around which members of the agency can base their day-to-day public interactions, tactical decision-making, and long-term strategic planning. When they are properly integrated within the organization, mission and vision statements can create a sense of unity, direction, and opportunity. Mission and vision statements also will provide the foundation for an organization's strategic planning efforts. It is incumbent upon the leadership of the agency to ensure its employees reflect the mission and vision statements of the organization in daily interactions in the community.

Strategic Goals

- Community Safety.
- Community Partnerships.
- Customer Service.
- Technology.
- On-going Professional Development of Employees.

Administrative Recommendations:

- Continue to develop and complete the strategic plan, which should include a succession plan. (Recommendation No. 1.)
- Improve internal communications, both top to bottom, and bottom to top, to ensure members of the organization are aware of the department's work plan, and that they feel valued and considered. (Recommendation No. 2.)

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SECTION 5. INVESTIGATIONS

CORE INVESTIGATIONS DIVISION

The Core Investigations Division consists of 12 employees. There are eight sworn detectives (one out on long-term injury), one civilian investigator, an administrative assistant, a sergeant, and a lieutenant. The ten line-level employees all report to the sergeant. The sergeant reports to the lieutenant, who also has other direct reports and collateral duties.

Staffing, Workload, and Clearance Rates

The detectives divide investigative work by function but often come together to work on major cases. Four detectives are assigned to crimes of violence, two are assigned to robbery, one to adult sex crimes/domestic violence, and one is assigned to child sex crimes/child neglect. The civilian investigator is assigned to a caseload handling mainly property crimes and lower-level crimes with follow-up information. She also assists all other detectives with gathering videos and doing other routine case follow-ups. The following table is a snapshot of the current open cases assigned to the detectives in National City.

TABLE 5-1: Snapshot of Current Open Cases, by Detective

Detective	Current Open Cases
DV/Adult Sex/Arson (currently out with injury)	21
Crimes of Violence	15
Crimes of Violence	69
Crimes of Violence	68
Crimes of Violence	63
Robbery	81
Robbery	153
Child Sex Crimes	78
Civilian Det. (Property)	174
Total Open Cases	722
<i>Average open cases (caseload) per detective (nine detectives): 80.2</i>	

There is not a hard-and-fast standard for an appropriate caseload for a police investigator. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective might be able to handle hundreds of theft cases in a similar period. Nonetheless, the International Association of Chiefs of Police (IACP) suggests that a detective caseload of between 120 and 180 cases per year (10 to 15 new cases per month) is manageable. Other sources indicate that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year.

The NCPD has always had ten detective positions; however, due to staffing issues the department has not been able to reach that number and currently operates with nine positions.

CPSM recommends that, based on this standard noted above, the NCPD should have a total of eleven sworn detectives, which would include filling the vacant position.

During our site visit, it was learned the department does not routinely follow up on property crime cases. The property cases assigned to the civilian investigator are typically priority cases where a victim or interested third party has called in and demanded a follow-up. The high caseload listed in the table for the civilian investigator includes many open cases requiring follow-up to search for video evidence or another type of follow-up that can be handled by a civilian instead of a sworn detective.

The landscape for detectives has changed significantly over the last five to ten years due to the explosion in mobile devices and use of social media. Criminals utilize these tools daily just like most law-abiding people in society, so smartphones often contain evidence of crimes. Today, a typical felony case may require from one to four search warrants to access a phone and social media accounts. These search warrants are time-consuming and often need expert data analysis for interpreting results. Previously, most such cases did not require a search warrant, and this type of evidence did not exist. Current prosecution standards now require this type of evidence in many cases.

The unit does not have anybody dedicated to digital evidence analysis. One of the detectives assigned to crimes of violence handles digital evidence downloads and analysis as a collateral duty. The process of obtaining and extracting the data in useable form is very technical and requires specialized software and weeks of training. This collateral duty arrangement does not provide enough time to keep up with the ever-increasing demand to analyze digital evidence in most serious crimes. CPSM recommends the addition of one civilian investigator to focus on obtaining and analyzing digital evidence.

The number of open child sex crime cases is excessive for one detective to work. Child sex crime cases require much more labor-intensive follow-up than other violent crime cases. Whenever digital evidence is seized in one of these cases, the evidence must be watched (every second of every tape, every photo, etc.) and cataloged. Interviews with children require special training, off-site facilities, advance scheduling, take extra time, and often include third parties (social workers, prosecutors, etc.). Child sex criminals are difficult to prosecute and build cases against as the witnesses against them are children. Thus, the investigations require additional evidence that is difficult to gather. The crimes are among the most heinous in society, and the offenders often repeat and victimize multiple children. CPSM recommends adding a sworn detective as soon as possible to work sex crimes, particularly child sex crimes, to ensure the cases get adequate follow-up and prosecution.

The NCPD case clearance rates can be seen in the following table. The NCPD clearance rates overall are near average compared to other California agencies. NCPD has higher or the same clearance rates compared to other California agencies in robbery, aggravated assault, burglary, and larceny. It has lower clearance rates in murder, rape, and vehicle theft. The most significant variance by percentage is in the rape category with an 11 percent clearance rate in National City and a 37 percent clearance rate overall in California.

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TABLE 5-2: Reported National City, California, and National Crime Clearance Rates

Crime	National City			California			National*		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	4	2	50%	2,202	1,296	59%	18,109	9,851	54%
Rape	19	2	11%	12,641	4,673	37%	110,095	33,689	31%
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Burglary	139	17	12%	145,377	17,229	12%	898,176	125,745	14%
Larceny	760	85	11%	527,748	45,114	9%	4,004,124	604,623	15%
Vehicle Theft	261	22	8%	168,046	15,800	9%	727,045	89,427	12%

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

The process for case assignment and case management in the NCPD is archaic and needs to be modernized.

The only supervisor in Investigations reviews every case to make assignments. This responsibility requires the sergeant to spend most of his time reading and assigning cases, many of which are not assigned because they lack follow-up leads. After the field supervisors approve reports, they are then reviewed in Records. The cases could all be assigned electronically during the Records approval process if the department had in place additional training, protocols, and software. Adding the assignment step to the Records review would take very little extra time once the proper automation steps are in place. Most current RMS systems can be configured to assign cases automatically. This recommendation also relates to the recommendation for mapping the report approval process in this report's section on the Records Unit.

The case management system also needs to be improved.

Currently, decisions on which cases to work, hold open, or close out are up to individual detectives. This process leads to inconsistent outcomes and lacks accountability. The inconsistency was evident when we searched for an explanation as to why one Crimes of Violence detective's open case numbers were so much lower than the other detectives. The answer was that the detective with lower numbers receives the same number of cases but manages his follow-ups and close-outs differently. The more we examined the issue, the more inconsistency we found for when a case gets priority, when a case gets certain types of follow-up, and when a case gets closed when no additional follow-up is possible.

Further, there is a lack of supervision over specific cases after they are assigned. Detectives are permitted to work, pend, or close cases based on individual preferences. The discretion is likely because the supervisor in the Unit spends the majority of his day reviewing all of the cases that get approved by Records, even the non-workable or no criminal cases.

CPSM recommends the department research other agency case management protocols and establish a simple and straightforward priority system and criteria for working, pending, and closing cases. It is also recommended that the protocols include at least bi-monthly meetings between the supervisor and each detective to go over all open cases in each detective's queue to ensure cases are being worked following department-established protocols.

Gang Enforcement Team

The Gang Enforcement Team or Unit currently operates with consists of three officers and one supervisor. The unit has one vacant position which should be filled to fully staff the unit with four officers and one supervisor. The unit is responsible for investigating gang-related crimes, conducting proactive gang enforcement, and gathering gang intelligence. It is estimated there are approximately 500 active gang members in National City.

There is a lack of statistical data available on the unit's activity as a whole. They have seized many guns, participated in numerous investigations, and provided ongoing intelligence on gang activity and crimes occurring in the city. The unit is the only purely proactive unit in the field, and therefore they get pulled in many directions to support other teams, such as detectives. Due to the many and varied responsibilities of the unit, it is recommended the supervisor create a system to track productivity and where officers' time is being spent. Without data, it is difficult to determine the value of the unit when balanced against staffing shortages in patrol.

Task Forces

The National City Police Department participates in the following task forces, with one officer assigned to each task force:

- Drug Enforcement Administration (DEA) Task Force.
- Federal Bureau of Investigation (FBI) Violent Crimes Task Force.
- Department of Justice (DOJ) Human Trafficking Task Force.
- County Auto Theft Task Force.
- Federal Bureau of Investigation (FBI) East County Gang Task Force.

Each task force provides some type of funding back to the department to help offset a portion of the personnel costs in exchange for the staffing. There is also some equipment provided for the officers assigned to each task force. The funding and equipment vary by task force.

Each task force operates regionally on investigations that include cases in National City and cases outside of National City. Each task force brings additional resources to National City when working on National City cases. There is also the benefit of professional development for NCPD officers, as the task force officers from National City get training and experience to bring back to National City when they rotate back into patrol.

There are benefits to NCPD participating in these task forces by dedicating its personnel. Some of those benefits are tangible and can be measured with data, and other benefits are more subtle or political but still need to be considered. There was no reliable data readily available to conduct a cost-benefit analysis of each position. Given the current strains on staffing, CPSM recommends each task force assignment be thoroughly evaluated by the Department for continued participation.

Investigations Recommendations:

- CPSM recommends the addition of one civilian investigator to handle digital forensic evidence and property crimes cases when available. (Recommendation No. 3.)
- Based on the number of Part I Crimes in National City, the number of budgeted detectives, and the high number of child sex crimes cases, it is highly recommended that at least one

sworn detective be added to Investigations to assist in handling child sex crimes. (Recommendation No. 4.)

- CPSM recommends a comprehensive review, reorganization, and modernization of how cases are reviewed, assigned, and managed. (Recommendation No. 5.)
- CPSM recommends the department research other agency case management protocols and establish a priority system and criteria for guiding the working and closing of cases. (Recommendation No. 6.)
- CPSM recommends filling the vacant officer position in the Gang Unit. (Recommendation No. 7.)
- The Gang Enforcement Team should develop a system for tracking its productivity and how officers spend their time related to gang issues and non-gang issues. (Recommendation No. 8.)
- CPSM recommends the Department review and evaluate the need for each task force officer position and determine the actual need versus the cost and demand for staffing in patrol. (Recommendation No. 9.)

PROPERTY/EVIDENCE UNIT

The Property and Evidence Unit is staffed by a full-time supervisor, one full-time property technician, two part-time property technicians, and one full-time employee who splits her duties between Property and Evidence and Crime Scene Investigations. One of the part-time positions was vacant during our site visit. The unit's supervisor reports to the Investigations lieutenant.

CPSM recommends changing the reporting structure for this unit from the Investigations lieutenant to the Support Services Manager for various reasons we observed during the site visit. Some previous data issues arose due to conflicts with the Records Unit purging processes and the Property and Evidence Unit purging process and data retention requirements. Having Records and Property and Evidence in the same division would help align priorities and avoid conflicts. The Investigations lieutenant also manages many operational functions that pull him into the field (Investigations, SWAT, Gangs, and five separate task force officers) and limit interaction between him and the Property Evidence supervisor. Further, alignment with Support Services would allow for more cross-training and employee development for the civilian employees in the department.

Facility Security

The Property and Evidence Unit is located in the basement of the building. There was an expansion of the unit into a garage area several years ago to provide additional space. During this expansion, moveable storage shelves, intake lockers, and other areas within the unit were updated. The security systems are mostly adequate with separate mechanical locks, biometric systems, and cameras in high-risk areas. The area is alarmed separately from the rest of the PD system, and keys appear to be tightly controlled by Property and Evidence staff. The general entry to the Property Room is by card reader access and every person entering must also sign in.

The overall security is excellent and meets all industry standards in all but one area; the narcotics room entrance does not have a dedicated camera monitoring it. There is a general entrance camera near the area of the narcotics room, but a camera focused on the entrance to the

room is considered a best practice. The department should evaluate the feasibility of installing a camera to cover the narcotics room entrance.

Property is stored in separate areas throughout the facility; these areas all appear to be organized and well-maintained. Some of the areas are different rooms, and some are simply areas within rooms to segregate evidence by type. The areas are arranged by the following types:

- General storage.
- Narcotics.
- Firearms.
- Money.
- Bulk property.
- Cold and frozen storage.
- Homicide.
- Bicycles.

The property room is open for the public to retrieve property Monday through Thursday from 8:00 a.m. until 4:00 p.m. Officers may obtain assistance during the same hours or utilize the intake lockers. The intake area for officers provides a clean, secure place to package, label, and store evidence for processing by property technicians. There is an eyewash station and Narcan available in case of an emergency while handling drugs and hazardous materials.

The unit has several units for cold storage of biological evidence. The units have thermometers that are checked by staff on a rotation basis. There are no electronic temperature monitors with alarms to alert staff when units malfunction. There is a backup power system for the station, and the cold storage units are supposed to be powered by the generator in case of a power outage. During the site visit, we could not determine if the backup power had been tested to ensure the cold storage units would function in the event of a power outage. Electronic temperature monitoring systems for the cold storage units should be installed to avoid any mechanical failure that could lead to the destruction of DNA evidence.

Property Tracking System

The property and evidence records are managed by an older legacy version of the department's records management system (RMS), not the current system used by the rest of the department. There was a processing error in 2004 where records were accidentally deleted by personnel in another unit. After the unintentional deletion of records, the Property Unit completed a comprehensive inventory, updated the system, and then maintained parallel hard-copy paper records. After the inventory was completed and the data had been re-entered into the system, there was another data problem in 2013 where records of property and evidence were again lost.

The employees have been entering data back into the system from the paper files when they have time for the last several years. However, there are still items remaining that are not in the electronic system and have to be located in the paper files when being pulled for court or release. To track incoming property the staff is entering the data both electronically and by hand in the paper system.

In addition to the challenge of tracking property and evidence in both a digital and manual system, the bar code system does not function properly. It is not currently possible to use the bar code scanner to read labels and enter them into the tracking system electronically. For example, let's use an example of a piece of property that is checked out or moved to another shelf. In that case, the staff has to hand enter the numbers found along the bottom of the bar code label into a computer instead of simply scanning the bar code (they have the handheld scanners, but they do not work). This process is in addition to entering the information by hand on paper in a file.

While it is understandable after the data loss that duplicate efforts are being employed, there should be a reliable electronic system to track the property and evidence with a scanning system so the paper records can be eliminated. The current system is incredibly inefficient. The department needs to put a priority on solving the tracking system and scanning issues so as to eliminate these duplicative efforts and increase the efficiency and effectiveness of the Property and Evidence Unit.

The data security issues pose several concerns. Although there is no indication of lost or missing property, the integrity of property and evidence seized by the police department is integral to the integrity of the department and is essential to maintaining public trust. A police department's ability to produce evidence, return the property to rightful owners, and be accountable for these processes is critical.

NCPD is in the process of upgrading to a new RMS system under a County agreement. This system may fix some of the challenges with data security if adequately implemented. CPSM recommends that NCPD hire a technology consultant to determine if the new system will meet the needs of the Property and Evidence Unit or if a stand-alone property and evidence management system would be more appropriate. We also recommend that NCPD hire a firm to conduct an independent property and evidence audit to ensure items being seized are being correctly handled. The last audit was in 2013, and there have been several problems with data since that time.

Physical Environment

Despite additions and updates to the property and evidence area, continuing environmental concerns should be addressed soon as possible. Over the past two years employees have complained of poor air quality. The city has been working through environmental testing problems and equipment installation to improve the air quality, but the complaints have persisted. It appears the city's Public Works Department is responsible and has conducted testing and explored various solutions. One of the solutions attempted has been the installation of air purifying equipment. However, employees complained about constant, excessive noise from the equipment; they were then provided ear protection as a solution. After repeated complaints about the noise, the Property and Evidence Unit staff were provided an office upstairs to work in, which is impractical. They continuously work with property throughout the day in the warehouse and working in a physically separate office means extra time spent going up and down the stairs.

The employees believe the air purifying equipment is too loud and that the equipment has not fixed the air quality issue. Employees have filed ongoing and even more recent formal complaints about the working environment. CPSM does not have a specific recommendation or solution, which is beyond the scope of our assessment. The city reports that it has been unable to verify a specific air quality issue. It seems both the unit employees and the city staff (including PD management) responsible for facilities have become frustrated with the problem. During the site visit we found from personal observation the noise level was loud and constant. We did not

attempt to evaluate the noise or air quality with any equipment. CPSM recommends a renewed effort to evaluate the property room work environment and implement an effective, permanent solution.

Workload and Staffing

An essential component of having a well-managed Property and Evidence Unit is maintaining a robust purge and destruction process. Without it, facilities can become messy, unorganized, and chaotic. The department currently has an excessive amount of property that could be purged but has not been. The technicians could not provide a specific number of backlogged items that needed purging.

While reliable data is not available because of the past data losses, it is evident the unit takes in more property than it releases or purges on an annual basis. The unit was expanded in 2013 after the storage areas became full and ran out of room. The unit appears to be keeping up with safekeeping and found property purging but has fallen significantly behind in evidence purging. The expanded evidence storage area is nearly full now. It will be over capacity in a few short years absent a significant effort to catch up on purging property eligible for release, destruction, or auction.

The lack of staff time to purge property could indicate a need to add staffing. In this case, it is difficult to adequately evaluate and make a recommendation in the area of staffing levels for the Property and Evidence Unit given the current circumstances (e.g., the extra work caused by an unreliable RMS). At first glance, we could reasonably assume the unit could use more staff. They are clearly behind in the purging of property and getting more and more behind every week. However, the electronic processing and storage issues have created so many inefficiencies it is challenging to determine if more staffing would be needed if these problems were resolved. If we assume a reliable evidence tracking system and bar code scanning capability were in place, the paper process could be eliminated and the hand entry of every move of every piece of evidence would be eliminated. This solution alone would free up time for purging and other duties currently going undone. Such an increase in efficiency may mitigate the need for additional staff.

It is recommended the department solve the inefficiency problems first, then evaluate staffing needs based on the unit's ability to purge property. In the meantime, it is suggested the department implement a task force approach to purging property. A group of employees could be formed from other areas, such as detectives and records. The group could be temporarily assigned for intermittent days, a week at a time, or assemble on overtime, depending upon the department's needs. After some brief training on the requirements for purging, the task force members could do the needed research and could physically pull property with final approval of items by the Property and Evidence Unit staff. This effort can be carried out on an as-needed basis until the inefficiencies are corrected. After the inefficiencies are resolved, an adequate evaluation can be done to determine if additional staffing is necessary. Without such an intervention the unit will again run out of room to store property and evidence.

Property and Evidence Unit Recommendations:

- CPSM recommends changing the division the Property and Evidence Unit reports to from Investigations to Support Services. (Recommendation No. 10.)
- Evaluate the feasibility of adding a dedicated security camera to the entrance of the narcotics room. (Recommendation No. 11.)

- Install an electronic temperature monitoring system on DNA cold storage equipment to avoid accidental losses of DNA evidence. (Recommendation No. 12.)
- Working with the technology staff in the city and private vendors (if necessary) the department should find a solution to the bar code scanning issue and fix it as soon as practical. (Recommendation No. 13.)
- CPSM recommends that NCPD hire a technology consultant to determine if the planned new RMS system will meet the needs of the Property and Evidence Unit or if a stand-alone property and evidence management system would be more appropriate. (Recommendation No. 14.)
- CPSM recommends the department develop a formal plan to complete the digitization of all property and evidence records with progress benchmarks outlined and prioritized. (Recommendation No. 15.)
- It is recommended that the city prioritize a renewed effort to find a permanent solution to the environmental issues in the Property Room. (Recommendation No. 16.)
- CPSM recommends the department formulate a plan of action to increase the rate at which the volume of property purged exceeds the volume brought in annually. (Recommendation No. 17.)

CRISIS NEGOTIATION TEAM (CNT)

The NCPD Crisis Negotiation Team (CNT) is a program run somewhat independently but in conjunction with the SWAT team. The program consists of a lieutenant, two sergeants, and eight officers. The team responds to situations requiring the need for a trained negotiator. Individual team members will respond, when working, to tactical scenes as they develop and offer their assistance. Often, this initial response can have a rapid positive outcome and eliminate the need for calling in a SWAT team. This practice can be effective if the individual members do not get too far into a tactical scenario without the rest of the team responding. Based on the examples provided, it appears NCPD has a successful program that maintains the balance of immediate individual help where it can be effective while utilizing the whole team when necessary.

In our review of team equipment with one of the CNT team sergeants, we found the team appears to be well-equipped. The team has the necessary equipment to respond and handle routine barricade situations, including individual technical pieces of equipment and a new CNT command vehicle. The equipment is all serviceable; the department regularly invests in equipment replacement and upgrades.

The CNT team trains two times per year for 20 hours total. The officers are sent to a negotiations school after selection and train for two days every year, one day with SWAT. This level of training is short of the NTOA recommended standard. It is recommended each CNT officer attend a 40-hour school upon assignment with 40 hours of proficiency training annually. A portion of the 40 annual training should be with the SWAT team to integrate into realistic scenario-based training.

CNT Recommendations:

- Increase CNT officer training to 40 hours annually. (Recommendation No. 18.)
- Track each CNT officer's training and document into an annual evaluation process for each team member. (Recommendation No. 19.)

SECTION 6. OPERATIONS DIVISION

When examining options for the department's direction, the city and the department face the choices of a) continue to police the community as they do now, or b) take steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol and community engagement. That is, the department must decide whether to sustain its comprehensive level of police service or take the steps necessary to manage public demand. Essentially, this is a political decision regarding how services are allocated to the National City community. But quality doesn't need to suffer. The recommendations offered regarding operations, if implemented, will permit NCPD to continue its full-service model of policing yet run the agency more efficiently.

As was stated previously in the *Methodology* section of this report, the following analysis of the operations division is based solely upon the calls for service handled only by patrol officers (26,043), understanding that there are many more calls not included that are handled by non-patrol members of the department.

The analysis here explores these issues in the context of workload demands and the supply of personnel resources to meet those demands. There are opportunities to structure the patrol function in different ways that could result in a more efficient allocation of resources to meet demand and improve the overall quality of life for the community and the officers working patrol. The following discussion explores these issues.

The following table shows the number of calls for service received from the public that the department handled in 2019; these are grouped by category. In total, department officers were dispatched to approximately 26,000 calls over the course of 12 months, or approximately 71 calls per day.

§ § §

TABLE 6-1: Events per Day, by Category

Category	No. of Events	Events per Day
Accident	1,147	3.1
Alarm	1,145	3.1
Animal	186	0.5
Assist other agency	639	1.8
Check	2,796	7.7
Crime-person	1,691	4.6
Crime-property	2,646	7.2
Directed patrol	1,311	3.6
Disturbance	4,130	11.3
Follow-up	1,102	3.0
Investigation	1,422	3.9
Miscellaneous	2,034	5.6
Out of service-administrative	8	0.0
Suspicious incident	1,597	4.4
Traffic enforcement	756	2.1
Traffic stop	2,947	8.1
Violation	486	1.3
Total	26,043	71.4

PATROL ALLOCATION, DEPLOYMENT, AND STAFFING

Uniformed patrol is considered the “backbone” of American policing. The Bureau of Justice Statistics indicates that more than 95 percent of police departments in the U.S. in the same size category as the National City Police Department provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical in order to have officers available to respond to calls for service and provide law enforcement services to the public.

Allocation

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

At the time that deployment workload was examined (eight weeks in winter, January 4 through February 28, 2019, and eight weeks in summer, July 7 through August 31, 2019) the department's main patrol force operated on 10-hour shifts starting at 6:00 a.m., 2:00 p.m., and 9:00 p.m. The police department's main patrol force deployed an average of 7.9 units per hour during the 24-hour day in winter 2019 and an average of 7.7 units per hour in summer 2019.

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

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

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

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

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

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

Rule of 60 – Part 1

According to the department personnel data, patrol was staffed in 2019 by 40 sworn police officers, a total that included watch commanders and sergeants. These 40 of the 76 sworn officers (in 2019) represented 52.6 percent of the sworn officers in the NCPD. Accordingly, there were fewer officers assigned to patrol than what the “Rule of 60” calls for; however, the Chief indicates that by mid-year 2022 the department should be fully staffed and all nine newly filled positions will be going to patrol. That will bring the total sworn officers in patrol to 3 watch commanders, 6 sergeants, and 40 police officers. It is important to note that although there were 49 sworn officers assigned to patrol, the majority of the CFS were handled by the 40 police

officers. The sergeants and watch commanders are supervisory and not responsible for handling CFS. When the nine positions are added to patrol the NCPD will then have 49 sworn officers in patrol, which will equate to about 58.3 percent of all sworn officers, thus meeting Part 1 of the “Rule of 60.”

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.

Rule of 60 – Part 2

The second part of the “Rule of 60” examines workload and discretionary time and suggests that no more than 60 percent of deployed 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 of the time is the “discretionary time” for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is “saturated” by CFS.

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

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer’s time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs.

The CPSM data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by the department. 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.

The following figures represent workload, staffing, and the “saturation” of patrol resources during the 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” is the comparison of workload with available manpower over the course of an average day during the months selected. The figures represent the manpower and demand during weekdays and weekends during the winter and summer of 2019. 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.

FIGURE 6-1: Deployment and All Workload, Weekdays, Winter 2019

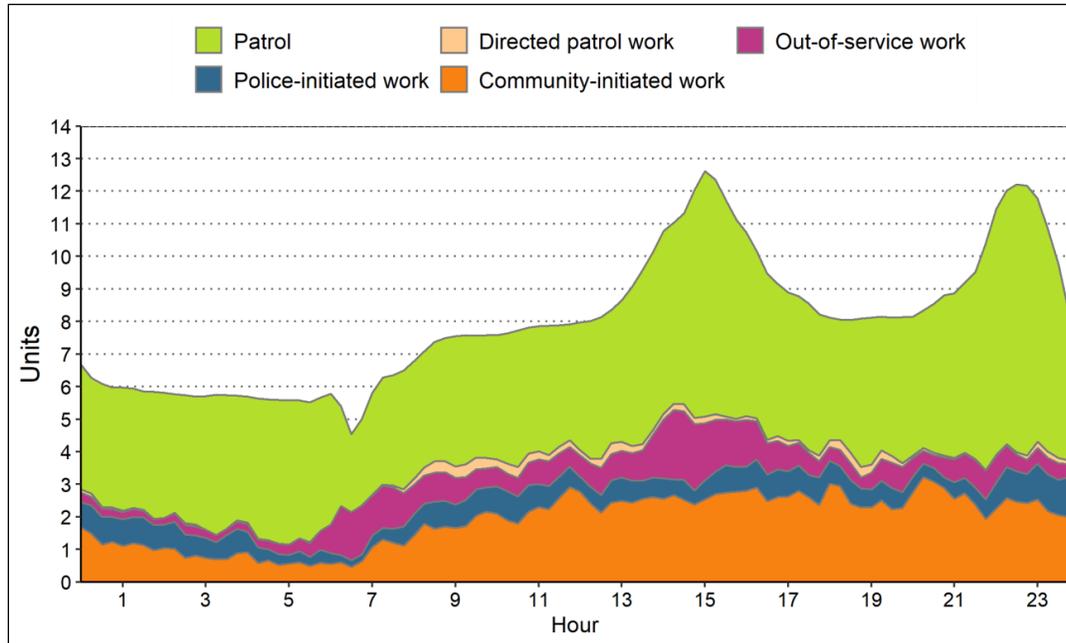
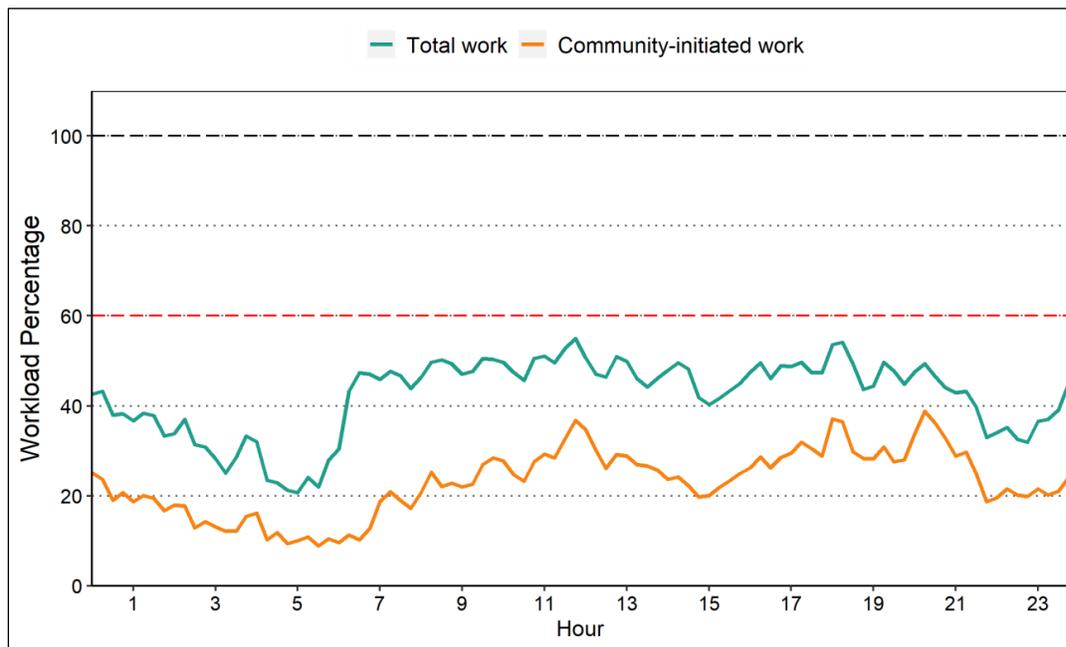


FIGURE 6-2: Percentage of Workload, Weekdays, Winter 2019



Workload v. Deployment – Weekdays, Winter

Avg. Deployment: 8.0 officers per hour
 Avg. Workload: 3.4 officers per hour
 Avg. % Deployed (SI): 43 percent
 Peak SI: 55 percent
 Peak SI Time: 11:45 p.m.

FIGURE 6-3: Deployment and All Workload, Weekends, Winter 2019

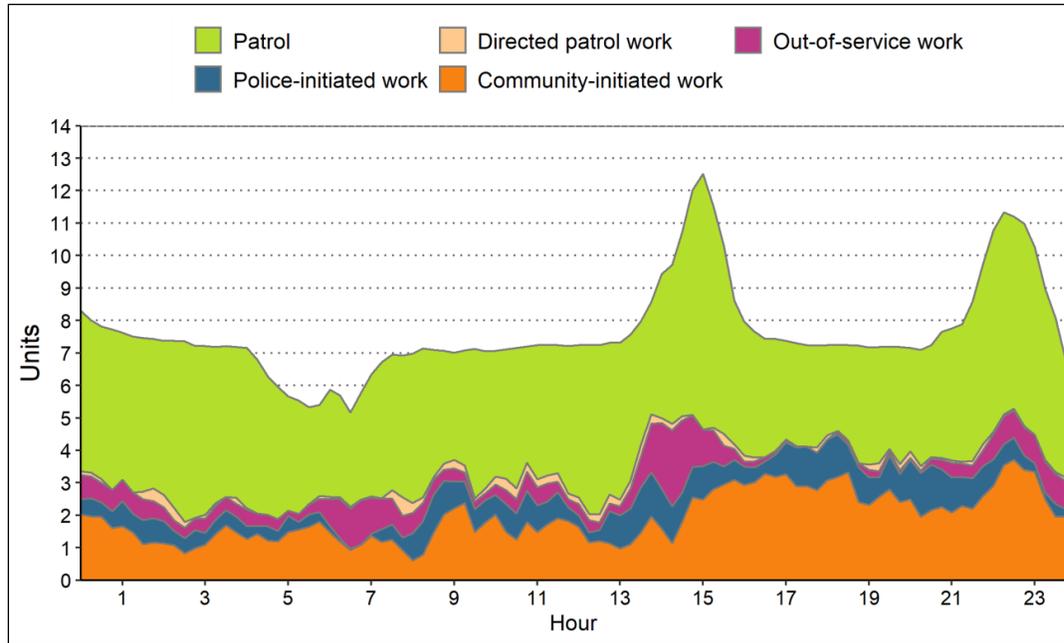
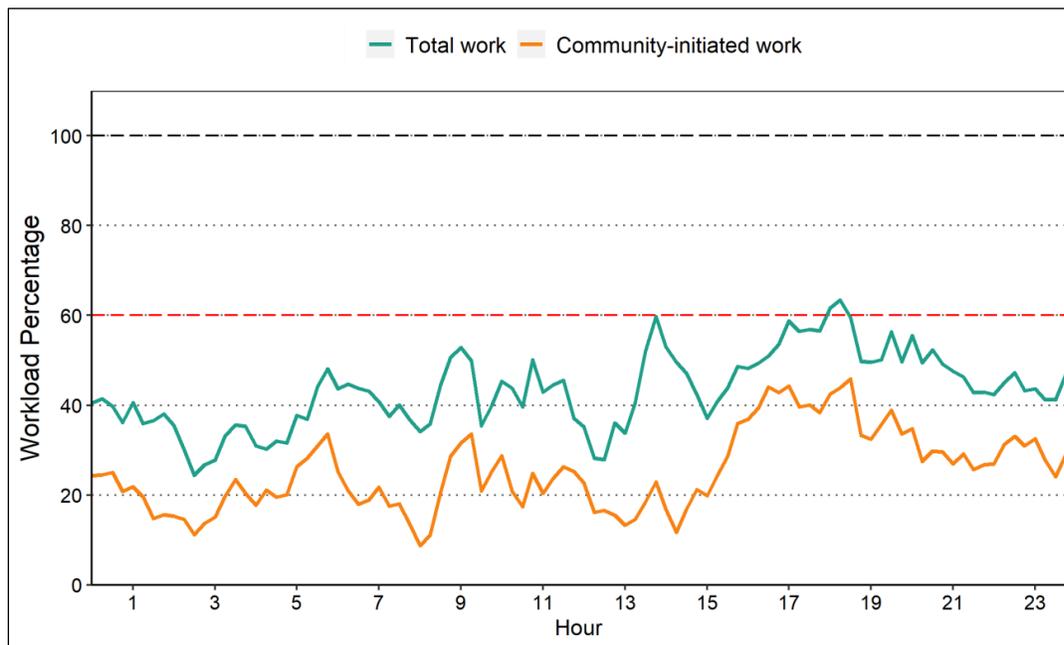


FIGURE 6-4: Percentage of Workload, Weekends, Winter 2019



Workload v. Deployment – Weekends, Winter

Avg. Deployment: 7.7 officers per hour
 Avg. Workload: 3.3 officers per hour
 Avg. % Deployed (SI): 43 percent
 Peak SI: 63 percent
 Peak SI Time: 6:15 p.m.

FIGURE 6-5: Deployment and All Workload, Weekdays, Summer 2019

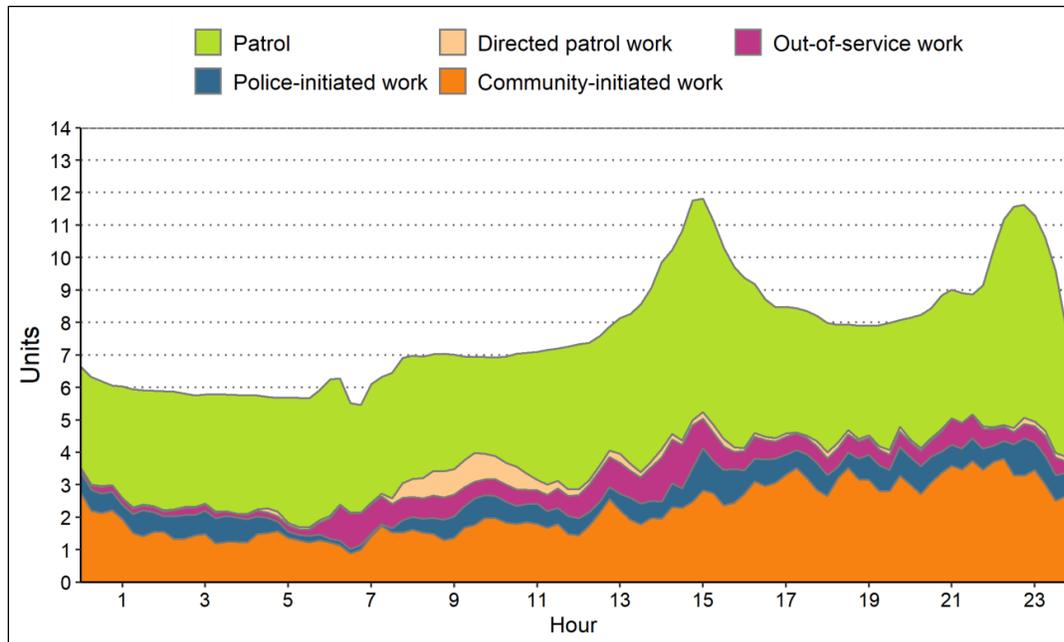
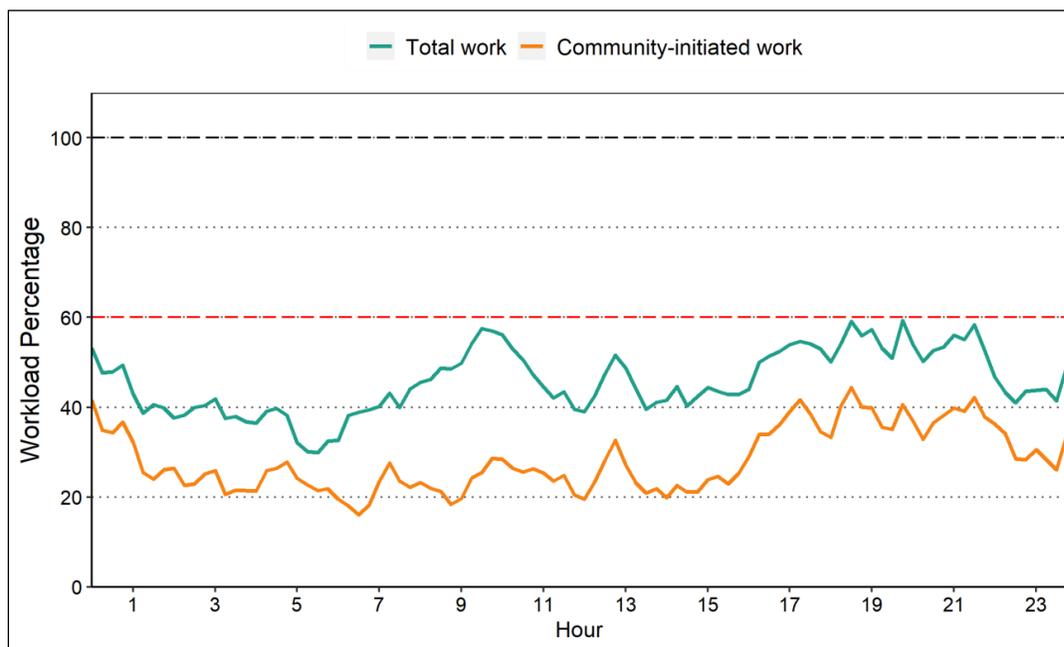


FIGURE 6-6: Percentage of Workload, Weekdays, Summer 2019



Workload v. Deployment – Weekdays, Summer

Avg. Deployment: 7.7 officers per hour
 Avg. Workload: 3.6 officers per hour
 Avg. % Deployed (SI): 46 percent
 Peak SI: 59 percent
 Peak SI Time: 7:45 p.m.

FIGURE 6-7: Deployment and All Workload, Weekends, Summer 2019

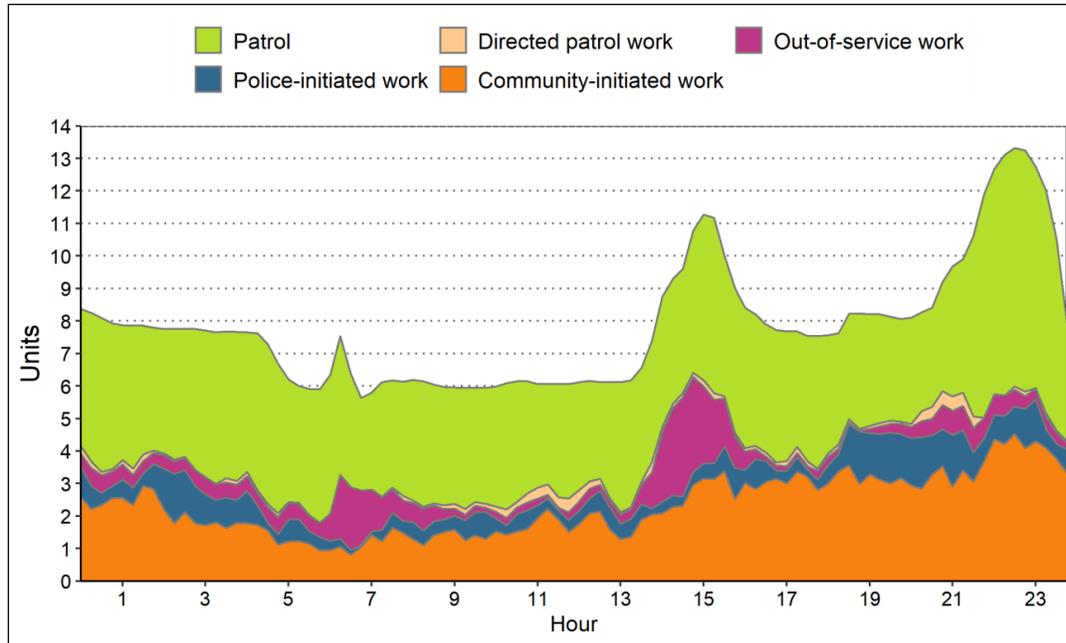
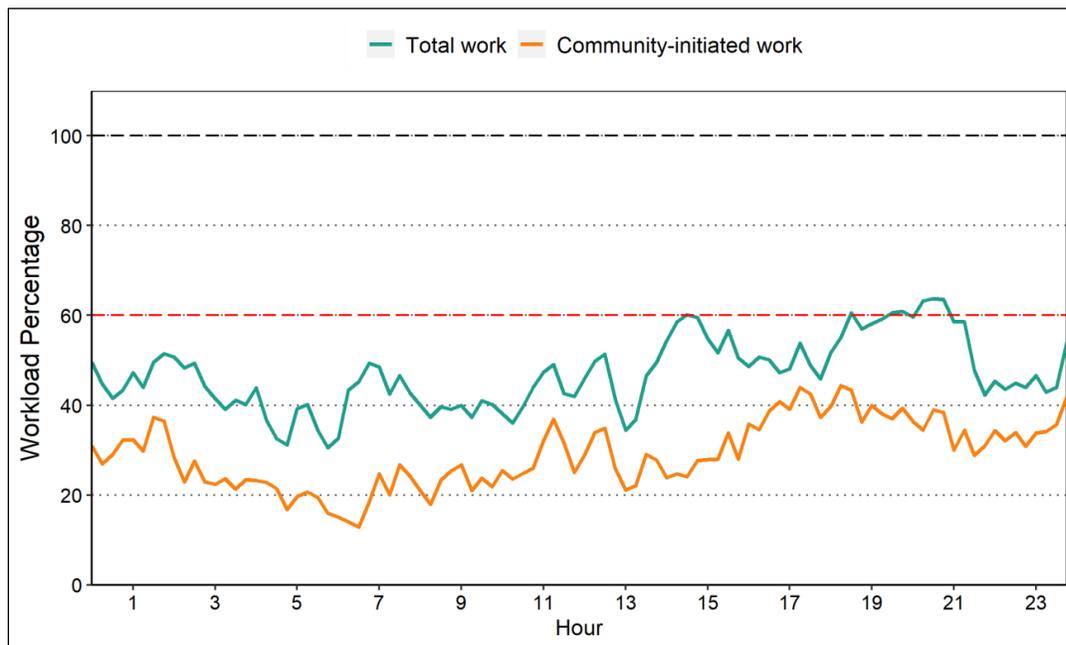


FIGURE 6-8: Percentage of Workload, Weekends, Summer 2019



Workload v. Deployment – Weekends, Summer

Avg. Deployment: 7.9 officers per hour
 Avg. Workload: 3.7 officers per hour
 Avg. % Deployed (SI): 48 percent
 Peak SI: 64 percent
 Peak SI Time: 8:15 p.m.

FIGURE 6-9: Percentage Events per Day, by Initiator

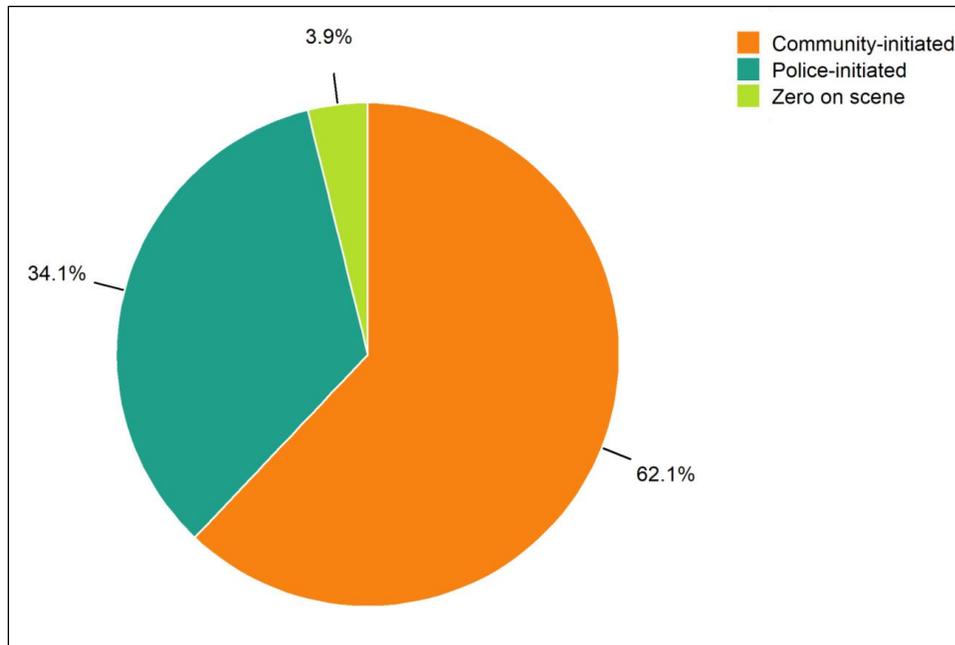


TABLE 6-2: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	16,163	44.3
Police-initiated	8,877	24.3
Zero on scene	1,003	2.7
Total	26,043*	71.4

Note: *The 26,043 CFS are calls handled only by officers assigned to patrol.

The following table summarizes the workload and deployment in the four periods observed:

TABLE 6-3: Summary of Workload and Deployment

	Winter Weekdays	Winter Weekends	Summer Weekdays	Summer Weekends
Avg. Deployed:	8.0	7.7	7.7	7.9
Avg. Workload:	3.4	3.3	3.6	3.7
Avg. % Deployed (SI):	43%	43%	46%	48%
Peak SI:	55%	63%	59%	64%
Peak SI Time:	11:45 p.m.	6:15 p.m.	7:45 p.m.	8:15 p.m.

The information in the eight deployment and workload figures reveals several important findings and recommendations about the workload demands and patrol function in the NCPD.

The workload demands from the National City community present a typical distribution. Call volume is low in the early morning hours and increases throughout the day, generally peaking in the evening. The supply of officers also fits an expected pattern consistent with the 10-hour shifts working throughout the day.

The average deployment appears sound. There is no sharp drop off in available personnel from weekday to weekends. This suggests that time-off requests are managed judiciously.

Overall, the workload demands faced by patrol officers is high. On average, demand is approximately in the 40 percent to 50 percent range during each of the time periods measured. However, since there is a lengthy period of steady workload at 50 percent or more of deployment, this could point to patrol resources being under stress. At the same time, it is important to note that the 60 percent threshold is only breached once during the four periods observed. This indicates that patrol personnel are deployed effectively to meet demands.

Meeting workload demands, however, is not a constant feature on patrol. The eight figures show that workload is relatively high throughout the day. Demand does wane somewhat in the early morning hours but begins to rise early in the morning and stays high most of the day.

On one hand it is good that the 60 percent threshold is only breached once during these periods, but on the other hand the steady workload in the 50 percent range would indicate that patrol resources could be under stress. The stress is not so high to foreclose on all proactive patrol, but officers would likely report an experience of going from call to call without much break in between during these times. Anecdotal accounts from the officers during the interviews and focus groups were articulated to support this assessment.

In examining Figure 6-9, above, one can see that community-initiated calls on average are responsible for 62 percent of all calls each day, while police-initiated activity such as traffic stops, suspicious person stops, etc. account for only 34 percent of the calls each day. This tends to further support the officers' claims that during certain times of the day, they are going from call-to-call handling activity that is dispatched.

It is also very important to point out that the workload and staffing models presented here are based upon 2019 levels. Obviously, 2020 or 2021 were not representative years for National City, which is why 2019 levels were examined for this study. The social disruptions caused by the COVID-19 pandemic make 2020 and 2021 unacceptable to use for this discussion. Since 2019, the Patrol Division has seen six police officer positions frozen.

At the time of our site visit the department was operating with the same number of officers in patrol as it did in 2019 when the calls for service were examined. With 40 officers in patrol in 2019, it has been shown that officers were likely under stress at that time. Although 2020 and 2021 calls for service were not examined for this study, it is probable that the calls for service have increased at least incrementally since 2019. That would mean that in 2021 patrol operations would most likely be even more stressed than in 2019. With that being said, the Chief's commitment to put all new officers hired back into patrol will bring the total patrol numbers up to 49. This should reduce substantially the stress on patrol officers. With the addition of these nine positions to patrol, it is our view that no additional resources would be needed at the present time. However, as always, as the city continues to revitalize itself and the population increases, consideration must be given in the future to increasing the number of sworn personnel to meet increasing CFS demands.

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EXAMINING CALLS FOR SERVICE

TABLE 6-4: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-initiated			Police-initiated		
	Minutes	Units per call	Calls	Minutes	Units per call	Calls
Accident	40.0	2.7	913	31.1	2.8	212
Alarm	13.8	2.4	1,098	9.8	2.2	26
Animal	26.0	1.9	157	23.0	1.3	20
Assist other agency	30.0	2.9	428	28.1	2.6	197
Check	27.6	2.5	1,936	17.5	2.0	650
Crime-person	54.5	3.0	1,565	51.2	3.2	93
Crime-property	40.8	1.8	2,408	48.6	1.8	199
Disturbance	33.4	2.6	3,706	38.6	2.7	168
Follow-up	29.5	1.4	182	23.7	1.1	884
Investigation	47.2	2.1	540	31.8	2.2	851
Miscellaneous	29.6	1.9	607	26.6	2.0	1,340
Suspicious incident	30.3	2.9	1,363	52.1	3.2	169
Traffic enforcement	16.9	1.5	504	18.4	1.6	167
Traffic stop	NA	NA	0	16.1	2.0	2,936
Violation	24.9	2.4	378	26.8	1.3	85
Weighted Average/Total Calls	34.1	2.4	15,785	23.8	2.0	7,997

Note: For this table, we removed one call with an inaccurate busy time. The information in the table 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.

In general, CFS volume is within expected bounds. To evaluate the workload demands placed on the department, it is useful to examine the number of CFS received from the public in relation to the population. With a service population estimated to be approximately 61,000, the total of 26,000 CFS translates to about 426 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS-to-population ratio ranging between 400 and 1,000 CFS per year. Lower ratios typically suggest a fairly well-managed approach to CFS. Although the figure of 426 CFS per thousand is on the lower end of the accepted ratio, there is still room for improvement to provide more pro-active time available to police officers. Carving out more pro-active time would require some of the below listed options to be implemented to free up officers' time.

Although patrol operations will be sufficiently staffed once all the new personnel are **hired and** assigned, NCPD could also consider being more aggressive at triaging some types of CFS. Certain types of calls do not necessarily require the response of a sworn police officer. One such type of call is responding to alarms, most of which turn out to be false. Another type is motor vehicle accidents involving only property damage, where the police role is largely administrative, that is, preparing and filing a report. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services are not essential. This is particularly important given the small number of officers

assigned on patrol during any given shift. Sparing these officers from responding to non-emergency CFS would enable them to remain available and on patrol in the community.

Alarms

False alarms are a source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. During our study period, NCPD responded to about 1,100 alarm calls, or about 7 percent of all community-initiated CFS. Based upon data provided, NCPD responds to an average of 3.1 alarms each day. Each alarm call, on average, takes officers 13.8 minutes to handle, and each call is handled by an average of 2.4 officers. Thus, those alarm calls take up about 1 hour and 40 minutes of time each day for NCPD officers during which they could be performing proactive enforcement. The response to the overwhelming majority of these calls is undoubtedly unnecessary and is an inefficient use of police resources.

National City has a robust false alarm ordinance in its municipal code under 10.45 NCMC (Security and Fire Alarm Systems) to manage alarms. Businesses and residences must obtain an alarm user's permit in order to install, use, or possess an alarm system. Most false alarm codes typically feature an annual registration fee for the alarm, as well as a fine schedule as a disincentive for false alarms. National City has a code that states, "In the event the police department responds to a false alarm at a business or residence," the following penalties apply for alarms received in a 12-month period:

- 3rd false alarm: \$100.00.
- 4th false alarm: \$150.00.
- 5th false alarm: \$200.00.
- 6th false alarm: \$300.00.
- 7 or more false alarms: \$400.00.

Most false alarm codes typically feature a fine schedule (above) as a disincentive for false alarms. However, as can be seen with National City's fines, the city doesn't begin to charge until the third false alarm. Communities around the country that impose higher fee schedules experience greater results. Ordinances with nominal fines, such as \$100 per false alarm (as is the case in National City) do not reduce false alarms significantly; however, fees of \$500 to \$1,000 for repeated false alarms appear to have a dramatic effect.

Some communities in the U.S. impose fees of more than \$1,000 for repeated false alarms. At that level there is a strong incentive to ensure that an alarm is working properly. This can save hundreds of hours of wasted time spent on these types of CFS. Similarly, the NCPD should analyze the data on false alarm activations. Undoubtedly, a greater level of analysis might reveal useful information. The NCPD might be able to identify problematic locations and/or alarm installation companies that are generating a large number of false alarms and work with them to reduce or eliminate future occurrences. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms. CPSM recommends that National City update its alarm program to "best practices through a model ordinance."

Lastly, some communities are enacting a double-call verification protocol. Under such a program an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond. Also, the city should consider making greater use of the data it collects on the false alarms already recorded.

Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer is questionable. In the period under observation the NCPD responded to more than 900 motor vehicle accident calls that were community-initiated. Thus, about 6 percent of community-initiated CFS during the study period were traffic accidents. Those 900-plus accident calls required on average 2.7 officers and took approximately 40 minutes of deployed time. This equates to about 1,640 officer/hours to handle accidents, most of which were probably routine “fender-benders.” Arguably, most of these calls were administrative in nature and probably did not warrant the response of a sworn police officer.

Traffic Stops

Traffic safety is part of the 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 from those crashes are important responsibilities for the police.

During the period studied, NCPD engaged in nearly 2,936 traffic stops. These stops accounted for approximately 34 percent of police-initiated activity. This is a large share of the department’s police-initiated activity, in both sheer numbers and in context of total work, and signifies a robust approach to traffic enforcement. However, it is not clear if this enforcement is contributing to any improvement in overall traffic safety in the community. This conclusion was supported later in the report where the Traffic Division is discussed.

A full discussion about traffic safety is presented later in this report; however, CPSM recommends that patrol officers in the NCPD minimize, or discontinue altogether, routine traffic-related stops. Instead, NCPD should leverage traffic crash data to focus enforcement efforts on the locations deemed most prone to accidents and on drivers deemed to be at the highest risk of causing them. Routine, or random, motor vehicle stops should be discontinued or drastically reduced. Without any direction about where to focus or for what types of violations officers are left to conduct this enforcement as their time permits. It is this type of unfocused traffic enforcement that should be discontinued.

Calls for Service Committee

It is recommended that the NCPD establish a committee that includes all the principal stakeholders in this process, and which has the responsibility of evaluating the CFS workload with an eye toward recommendations for ways to reduce response to non-emergency CFS. This committee should begin with the categories of CFS discussed here and formulate updated protocols for these assignments.

CFS EFFICIENCY

Further examination of various elements of the CFS and patrol response data also warrants discussion. Data from various tables and charts in the data analysis section of this report provide

a wealth of information about demand, workload, and deployment in National City. Several key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure 11-3, Percentage Events per Day, by Category; Table 11-6, Primary Unit's Average Occupied Time, by Category and Initiative; Table 11-8, Number of Responding Units, by Category, Community-Initiated Calls; and Table 11-16, Average Response Time Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 11-6, National City patrol units on average take 28.5 minutes to handle a call for service. This figure is on par with the benchmark time of about 28.7 minutes for a CFS, based on our experience. Also, the department, according to Table 11-8, dispatches 2.2 officers per CFS. The number of officers dispatched (like occupied time) varies by category of call, but is higher in NCPD than policing norms of about 1.6 officers per CFS. In other words, the NCPD uses about the same amount of time but about 35 percent more officers to handle a CFS than the average police response of other agencies studied by CPSM.¹

Response time also appears high. According to Table 11-16, response time for CFS in National City averages 20.2 minutes per call in the winter and 20.4 minutes per call during the summer. This is an unacceptable response time, which is usually benchmarked at about 15 minutes per call. Response time to “high-priority” CFS is higher than CPSM’s benchmark. NCPD averaged 5.3 minutes to respond to a high-priority CFS. This is just slightly higher than the benchmark of 5.0 minutes.

TABLE 6-5: CFS Efficiency, National City PD Compared to CPSM Benchmarks

Variable Description	Mean	Minimum	Maximum	National City	NCPD vs. CPSM Comps
Population	67,745.7	5,417.0	833,024.0	61710	LOWER
Avg. Service Time, Police CFS	17.7	8.1	47.7	23.8	HIGHER
Avg. Service Time, Public CFS	28.7	16.0	42.9	34.1	HIGHER
Avg. # of Responding Units, Police CFS	1.2	1.0	1.6	2.0	HIGHER
Avg. # of Responding Units, Public CFS	1.6	1.2	2.2	2.4	HIGHER
Total Service Time, Police CFS (officer-min.)	22.1	9.7	75.7	23.8	HIGHER
Total Service Time, Public CFS (officer-min.)	48.0	23.6	84.0	34.1	LOWER
Workload Percent Weekdays Winter	26.6	5.0	65.0	43%	HIGHER
Workload Percent Weekends Winter	28.4	4.0	68.0	43%	HIGHER
Workload Percent Weekdays Summer	28.7	6.0	67.0	46%	HIGHER
Workload Percent Weekends Summer	31.8	5.0	69.0	48%	HIGHER
Average Response Time Winter	11.0	3.1	32.2	20.2	HIGHER
Average Response Time Summer	11.2	2.4	33.3	20.4	HIGHER
High-priority Call Response Time	5.0	3.2	13.9	5.3	HIGHER

1. CPSM benchmarks are derived from data analyses of police agencies similar to the NCPD.

WEB-BASED OR DEFERRED RESPONSE

Communities around the country have had good success with directing members of the public to file police reports via the internet. Nonserious incidents and minor crimes can be reported through a department's website without the need for officer response. Currently, the NCPD has no website to support this function; however, a citizen can come into the lobby to file a report in lieu of having an officer respond to their residence. NCPD should consider implementing an online crime reporting system.

That said, industry experience suggests that citizens still prefer the response of a "live" officer to lodge their complaints. Web-based reporting is not a panacea for substantially reducing non-emergency responses, but an excellent tool, nonetheless. As the public becomes more "tech-savvy" this feature could be used more rigorously.

Most departments utilizing an online crime reporting platform will take nonserious crime reports via the internet such as theft, hit and run, lost property, harassing phone calls, vandalism, vehicle burglary, credit card fraud, and identity theft. Many have added an option to report EDD fraud. Many departments the size of NCPD report taking several hundred online crime reports each year. That translates into hundreds of hours that officers can spend doing proactive police work instead of taking nonserious crime reports.

Recommendations:

- Ensure the new positions hired by NCPD are assigned to patrol operations. (Recommendation No. 20.)
- CPSM recommends that National City update its alarm program to "best practices through a model ordinance." (Recommendation No. 21.)
- Create a CFS working group to explore potential ways of eliminating workload demands and non-emergency CFS from patrol workload. (Recommendation No. 22.)
- Explore web-based reporting for nonserious crime reports. (Recommendation No. 23.)

PATROL SCHEDULING

The department's main patrol force is scheduled on 10-hour shifts. Officers on patrol work four consecutive shifts and then have three consecutive days off. There are three shifts in which officers work. Day shift is from 6:00 a.m. to 4:00 p.m. with the overlap day being Tuesday. Swing shift is from 2:00 p.m. to midnight, and graveyard shift is from 9:00 p.m. to 7:00 p.m. Although this configuration meets the department's current CFS demand, the department is considering moving to a 12-hour shift schedule. Many departments have moved to 12-hour shift configurations to provide better coverage with fewer officers and to provide a better life/work balance for employees.

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A recent study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options.² The length of the shift is secondary to the application of that shift to meet service demands.

2. Karen L. Amendola, et al, *The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing* (Washington, DC: Police Foundation, 2012).

The 12-hour shift poses advantages and disadvantages. On the positive side, the 12-hour shift requires fewer work appearances for officers and supervisors. Presumably, fewer appearances translates into a higher quality of life away from work. From an operational perspective, the 12-hour shift results in a greater percentage of officers working on any given day, thus more officers to deploy toward crime, traffic, disorder, and community issues at any one time. This shift also affords a tight unity of command with supervisors and officers working together each shift. This promotes better supervision and better esprit de corps among employees.

On the negative side, a 12-hour shift configuration with four equally staffed squads results in a constant and fixed level of patrol staffing throughout the day. However, service demands vary, peaking in the evening hours and waning in the early morning hours. With a constant supply of personnel and a variable demand for their services, there will be a continual cycle of either a surplus or shortage of resources. Also, with a four-squad configuration a "silo" effect is often created. The natural rotation of this shift configuration creates four separate squads that do not interact often; this creates personnel "silos." Similarly, it is difficult to communicate between the "silos" and between the squads and the executive management of the department. Lastly, shifts configured with two 12-hour shifts do not have any overlap. This can create issues in the evening when CFS volume is high. One shift may stop taking CFS near the end of their deployment and the oncoming shift may delay taking CFS on the start of theirs. This can result in a spike in service demands after the evening shift change.

Despite some of the drawbacks, CPSM recommends that consideration be given to altering the patrol schedule to a 12-hour shift schedule. This recommended adjustment will help the department improve CFS responses and structure patrol staffing in a way that can be more effective at implementing a strategic approach to community conditions.

For example, a shift model with considerable potential for the NCPD features six 12-hour shifts. There would be six main patrol shifts that would be primarily responsible for handling CFS. Essentially, there would be three shifts as in the current 4-10 schedule; however, the midwatch shift would have additional officers while the graveyard shift would have fewer officers. This would accomplish having more officers on duty during the busy hours and fewer officers on duty during the less busy times.

During the site visit to NCPD, and in subsequent conversations with the Chief and city leadership, several configurations of the 12-hour work schedule were discussed. A recommendation on the type or configuration of the 12-hour schedule will not be made in this report because of the numerous variations that call for a collaborative discussion between the city and the department's bargaining unit.

Recommendation:

- Consider the implementation of a 12-hour shift schedule for patrol. (Recommendation No. 24.)

AREAS REPRESENTING HIGH DEMAND

The goal in this section is to illustrate problematic locations in the community and the need to develop specific strategies around those locations.

There are several distinct incident "hot spots" in the community, as there are in most cities studied by CPSM. It is clear that several of the commercial and retail areas dominate the responses by officers to both crime CFS and other CFS. This comes as no surprise, as these areas are vibrant parts of the community and presumably would demand a large share of attention

from the police department. The department's crime analyst can easily identify those "hot spot" areas generating the highest number of CFS.

Each one of the actual "hot spots" in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion's share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive fashion.

CPSM recommends taking a more strategic approach to crime at these locations. The department should create a strategic plan for these general locations. All of the operational resources—patrol, investigative, etc.—should be brought to bear on crime and disorder at the identified locations. Shoplifting could just be a simple juvenile prank, or it could be part of an organized ring of retail and identity theft. Police departments across the country are seeing a growing trend of gang involvement in retail and identity theft, as well as auto larceny in the vicinity of commercial hubs. A more coordinated and strategic approach to this condition is warranted. It will have an impact on reducing crime and be a better use of scarce patrol resources. The same approach should be taken for traffic safety. A strategic approach is necessary to deal with the myriad number of issues generated in these areas.

In the area of strategic crime prevention, analysis, and prevention, "hot spot" mapping is generally considered a crude or unartful approach. There are more sophisticated and advanced methods that rely on algorithms and machine learning techniques. Predictive analytic techniques, such as PredPol,³ are used in police departments around the country to drive operations. However, in a community the size of National City, predictive analytic approaches might not be required. The size and scope of crime and criminal offenders are such that officers already have a good working knowledge of the conditions in the community. It's not necessary to have an algorithm predict that crime will occur at a big box store, for example. The "hot spot" maps illustrate the location and now what's needed is a plan to address problems at that location.

High-frequency traffic accident locations should be where the highest frequency of motor vehicle stops should occur. As mentioned in the Traffic section of this report, the focus of the Traffic Unit needs to change to a philosophy of stopping traffic accidents as opposed to piling up traffic stops to generate justification for receiving grants.

Making vehicle stops at the hot spots is a good start. Applying visible patrol and traffic enforcement at hot spots is essential. But that is only part of the solution. If officers continue to check the areas and make the stops and the conditions persist, then the effort is somewhat wasted. CPSM recommends that the NCPD take a more strategic approach to these issues and enlist resources from the entire department to bring to bear on the problems.

Once patrol is fully staffed, no additional patrol personnel resources would be required to accomplish the mission described above. An impactful proactive enforcement strategy can be accomplished by leveraging the shift supervisor's authority. Strong consideration should be given to developing a more robust intelligence function that would analyze both crime and traffic data to support patrol and investigative efforts. This function should be responsible for both crime prevention and traffic safety strategies by working closely with the community AND targeting the "hot spots" and "hot people" identified through a robust intelligence function.

3. <https://www.predpol.com/>

TRAFFIC UNIT

NCPD has a dedicated Traffic Unit. The unit falls within the Patrol Operations Division and is staffed by a full-time motorcycle sergeant and two full-time motorcycle officers. Additional staffing includes a full-time administrative secretary. There is currently one vacant traffic officer position, CPSM recommends that position be filled when possible.

Schedule

All personnel in the Traffic Unit work a 4/10 schedule from 6:00 a.m. to 3:30 p.m. The Traffic sergeant and one of the officers work Tuesday through Friday, while the other officer works Monday through Thursday. Neither officer is assigned a specific beat and has the freedom to go anywhere in the city.

As it stands with the schedule the unit is working, it can cover the busy morning traffic hours but not busy afternoon traffic hours. In order to cover a portion of both the busy morning traffic and the busy afternoon traffic times, CPSM recommends that the unit's hours be modified to 8:00 a.m. to 6:00 p.m., which would enable the traffic officers to work traffic-related issues during the busiest traffic hours of the day. Optimally, a schedule would have one of the officers working day shift, and the other officer working an evening shift; however, it was learned that there is no department in the county that has motorcycle officers working after dark. There is an opportunity during the summer months when it stays light later for one of the officers to have a later shift.

Sergeant's Workload

The Traffic sergeant has many additional responsibilities beyond supervising his subordinates in the unit. He writes, submits, manages, and administers the California Office of Traffic Safety grant that the city receives.

His responsibilities also include review and release of stored vehicles, review of contested parking violations, vehicle storage hearings, and review of parking citations. Although the city's parking control is operated out of city hall, he still must be responsible for some of the managing of the unit. Anecdotally, the sergeant admitted that he spends much more time in the office working on those items than he does out supervising and issuing citations. It is recommended the sergeant delegate more of the administrative responsibilities he is now handling to the administrative secretary in the unit to free up his time.

Training

The motor officers train quarterly to retain their riding proficiency rating.

Only one of the traffic officers assigned to traffic has been to any traffic accident-related training and that was the Basic Accident Investigation course; however, it was learned that he is slated to attend Advanced Accident Investigation and Accident Reconstruction. Although these officers have no traffic-related advanced training, they are involved in investigations involving serious injury and death and which are sometimes criminal in nature. Traffic investigations involving serious injury and death require a great deal of experience along with advanced training in order to conduct the investigations properly to ensure filings are obtained on accidents involving criminal intent. It is recommended that all officers assigned to traffic, at minimum, attend a POST-approved Basic and Advanced Accident Investigation class.

As well, patrol officers are assigned to handle all injury traffic accidents. Most patrol officers undoubtedly have had only the bare minimum accident investigation training that they received in the academy. If the department is going to continue to have patrol officers conduct

injury accident investigations, it should be sending them to some additional advanced accident investigation training.

Accident Investigations

As mentioned above, patrol officers handle traffic collision investigations, including those involving serious injury and death. In serious injury and fatal investigations the motor officers will assist patrol officers with doing the Total Station and the collection of evidence. A detective is also assigned to each investigation along with the motor officers to file the case. Thus, patrol officers must also respond to and take the accident investigations along with all of their other patrol-related calls. While many of the investigations that patrol responds to are non-injury accidents, they still respond to ensure the drivers involved have exchanged information.

As was discussed earlier, it is apparent that patrol officers' time is stressed due to workload. Since traffic officers do not respond to patrol-related calls to assist patrol, it is recommended that when they are working, the traffic officers be assigned to all traffic accident calls for service in lieu of patrol officers. At all other times, the accident calls for service would fall back onto the patrol officers to handle.

Traffic Accident Response

NCPD responds to all traffic accident calls for service if requested, regardless of whether it is injury or non-injury. In fact, NCPD responded to a total of 1,171 traffic accident calls for service. In 2021, only 216 of those involved injury or death. That means that NCPD responded to 955 non-injury traffic accidents. On average, according to NCPD data, officers are spending 35 minutes on each traffic accident call for service, to include non-injury.

Most, if not all non-injury traffic accidents are not criminal in nature and are essentially an insurance issue. At NCPD it was learned that when officers respond, they are ensuring drivers are exchanging CDL and insurance information, but take no other police-related action. CPSM would recommend that NCPD cease responding to non-injury traffic accident calls for service unless there are some identified police-related issues involved.

OTS Grant

Each year the department applies for, and receives, a grant from the California Office of Traffic Safety, which provides monies to be used for Driving Under the Influence (DUI) checkpoints, DUI saturation patrol, motorcycle safety, and bicycle safety. However, to receive the grant, the department must be able to show statistics that the city would reduce accidents if it received the grant. It appears that much of the Traffic Unit's focus is writing tickets to show need to receive the grant.

Accident Locations

The following table shows the top 10 traffic accident locations in National City for 2018, 2019, and 2020 combined.

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TABLE 6-6: Top Ten Traffic Accident Locations, 2018–2020

Location	# of accidents
1200 Highland Ave.	16
Highland/Plaza	15
E. 24th/Highland	13
E. 4th Steet/Euclid	9
500 Mile of Cars Way	9
2100 Plaza Blvd.	9
3100 Plaza Blvd.	8
2200 Plaza Blvd.	8
E. 16th Street/Euclid	7
Grove St./Plaza Blvd.	6

Source: National City PD

The top three factors that were the cause of these accidents were:

- Unsafe turning movements.
- Unsafe speed.
- DUI.

Although the numbers in the table above seem relatively small, it must be noted that NCPD only takes reports on injury accidents (represented above), and it is possible that there could have been at least a hundred or more non-injury traffic accidents that officers responded to at those same locations.

It is obvious by the data provided by NCPD that statistical data is available to the Traffic Unit on the high-frequency traffic accident locations in the city; however, in discussions with the traffic sergeant, we found there is no directed enforcement conducted to reduce traffic accidents at those high-frequency locations. NCPD should constantly review traffic accident data for locations where a large number of traffic accidents are occurring, and after identifying the primary collision factors involved in those accidents, engage in conducting directed enforcement to reduce the number of accidents at those locations.

The department must undergo a paradigm shift to begin operating to reduce the number of traffic accidents in the city.

“Three E’s”

Every accident that can be prevented can save the community thousands of dollars in damages and liability. The department should embrace the mission of reducing accidents, reducing injuries, and saving lives through enforcement, education, and roadway improvement through engineering. Collectively, these are referred to as the “Three E’s” of traffic safety.

An opportunity exists to leverage the enforcement already being conducted in National City towards a more focused approach to traffic safety. CPSM recommends that traffic safety become an integral part of the strategic plan for all patrol officers, not only the traffic officers. The Traffic Unit, under the leadership of the sergeant, should coordinate the efforts in this area and leverage the efforts of the entire patrol function. Using personal injury accidents as the outcome measure, the NCPD should embrace a comprehensive approach focusing on the “Three E’s”: Enforcement, Education, and Engineering.

Enforcement should continue to be focused at high-frequency crash locations. In addition, the EPD should maintain a list of high-risk drivers (repeat DUI, etc.) and target these individuals for enforcement.

Traffic safety education and accident awareness should be developed more strategically by NCPD. Again, if the department were to target at-risk drivers (high school students for example), safe driving courses could be developed and delivered to these individuals. The NCPD could also consider deploying variable message signs at high-frequency crash locations to warn motorists about the dangers present in the area. Communities around the country are benefiting from offering such educational programs to reduce accidents and injuries.

Traffic safety could be a good opportunity for NCPD personnel to engage the organized community by attending meetings to deliver traffic safety information. As the NCPD embraces community engagement as part of its strategic approach to public safety, traffic education and safety should be a natural part of that approach.

Lastly, the city's Public Works Engineering Department could work with NCPD to explore roadway redesign and signage. Making engineering changes to existing roadways is a challenge. Many roads may be controlled by the state and making changes to county and city roads can be expensive and take a lengthy amount of planning. However, sometimes simple adjustments such as signage can be effective.

CPSM is not an advocate of one method over another. The point is that traffic accidents need to be looked at from a strategic perspective with goals and plans identified and communicated throughout the department.

Traffic Enforcement

During the period studied, NCPD engaged in more than 3,600 traffic stops. These stops accounted for approximately 15.3 percent of all CFS handled by the department and about 38 percent of all police-initiated activities. This is a large amount of activity in both raw numbers and in the context of total work; the activity signifies a robust approach to traffic enforcement. It is not clear, however, if this enforcement is contributing to any improvement in overall traffic safety in the community.

From an enforcement perspective NCPD appears to be doing an excellent job, with more than 3,600 traffic stops per year. Interestingly though, data from 2019 through 2021 show that the stops do not appear to have had an impact on the frequency and prevalence of traffic crashes. In 2020, the volume of traffic was reduced because of COVID-19 restrictions, therefore data from that year should be interpreted with caution. However, from 2019 to 2021 there were about the same number of accidents year-over-year, and almost no reduction from 2019 to 2021. It seems that enforcement alone will not improve traffic safety and a more focused approach could be taken in which at-risk drivers and at-risk locations are the targets.

As can be seen in the following table, the city had three traffic fatalities in both 2019 and 2020; however, that total nearly tripled in 2021. Data analysis must be conducted to see if 2021 was an anomaly or if there is a significant reason for the dramatic increase in fatality accidents.

TABLE 6-7: Traffic Crashes in National City, 2018 Through 2020

	2019	2020	2021
Fatalities	3	3	8
Injuries	223	216	220

Source: National City PD.

TABLE 6-8: Citations (Traffic Unit only)

	2019	2020	2021
Moving violation	346	1,076	795
Equipment violation	1,136	870	795
Parking	186	2,721	2,014

Source: National City PD.

As evidenced when examining the number of citations issued by the Traffic Unit officers, they are issuing almost twice as many equipment violation citations than moving violation citations. A moving violation is oftentimes the primary factor in traffic accidents. The traffic team should embrace a paradigm shift regarding their issuance of citations to focus more on issuing moving violation citations as opposed to equipment violation citations.

The unit also issued an unusually high number of parking tickets, especially considering that the city has its own parking control unit. It was learned that, oftentimes, the traffic officers when working areas around schools will issue parking citations in lieu of a moving violation citation. However, it was also learned that when a call comes into the department regarding a parking issue, instead of transferring the call to the city's parking control unit the traffic officers will respond and handle the call and issue a parking citation if appropriate. Having traffic motorcycle officers responding to parking issues and issuing parking citations is not the best use of their time, especially since the city has a parking control unit. Consideration should be given to altering the Traffic Unit's approach to responding to parking calls for service as well as the issuance of a parking citation in lieu of issuing a moving violation citation.

Traffic Unit Recommendations:

- CPSM recommends filling the vacant traffic officer position when possible. (Recommendation No. 25.)
- CPSM recommends that the Traffic Unit's hours be modified to 8:00 a.m. to 6:00 p.m., which would enable the traffic officers to work traffic-related issues during the busiest traffic hours of the day. (Recommendation No. 26.)
- It is recommended the sergeant delegate more of the administrative responsibilities he is now handling to the administrative secretary in the unit to free up his time. (Recommendation No. 27.)
- It is recommended that all officers assigned to traffic, at a minimum, attend a POST-approved Basic and Advanced Accident Investigation class. (Recommendation No. 28.)
- Since traffic officers do not respond to patrol-related calls to assist patrol, it is recommended that when they are working the traffic officers be assigned to all traffic accident calls for service. (Recommendation No. 29.)

- CPSM would recommend that NCPD cease responding to non-injury traffic accident calls for service unless there are some identified police-related issues involved. (Recommendation No. 30.)
- NCPD should review traffic accident data for locations where a large number of traffic accidents are occurring and after identifying primary collision factors, conduct directed enforcement to reduce the number of accidents at those locations. (Recommendation No. 31.)
- Employ the Three E's of traffic safety throughout the department. (Recommendation No. 32.)
- Consideration should be given to altering the Traffic Unit's approach to responding to parking calls for service as well as the issuance of parking citations in lieu of issuing a moving violation citation. (Recommendation No. 33.)
- The Traffic Unit must undergo a paradigm shift away from its focus of receiving the OTS grant to one of reducing the number of traffic accidents in the city. (Recommendation No. 34.)

COMMUNITY SERVICES/VOLUNTEER SERVICES

The Community Services Unit and the Volunteer Services Unit are supervised by a sergeant who reports directly to the dayshift patrol lieutenant. Within the unit, there is one officer who reports to the sergeant.

NCPD Community Events

It was learned that the sergeant and officer spend much of their time organizing and conducting the department's community events. The following are the events sponsored by NCPD:

- School Supply Giveaway.
- National Night Out.
- Special Olympics Torch Run.
- Gifts for Kids.
- Thanksgiving Giveaway.
- Shop with a Cop
- Christmas Giveaway.

These programs are meant to encourage partnerships between local police and first response teams, local government, non-profits and other organizations, small businesses, and most important of all, citizens. Almost all of the department's programs are designed to assist underprivileged families who reside in the city.

Homeless Outreach Team (HOT)

HOT operates with two police officers; however, at the current time, one of the positions is vacant. It is expected that the position will be filled sometime in 2022. The team works Tuesday through Fridays, 7:00 a.m. to 5:00 p.m. It was learned that on Wednesdays the officers do no enforcement but only conduct outreach to the unhoused persons in the city.

The unit is complaint-driven and almost all of its efforts are spent responding to those complaints. Unfortunately, the unit does not keep good statistical data on the work it does. Anecdotally, it was learned the two officers know all of the unhoused persons in the city by sight and by name. As the unhoused population appears to be increasing in almost every urban city across the U.S., NCPD is wise to have officers who deal specifically with the issues involving the unhoused population and know the availability of resources and where to access them. Officers in HOT can handle calls for service with the unhoused population more efficiently and effectively than can the regular patrol officer. The team also works closely with PERT to obtain services for those unhoused persons who have mental health issues. CPSM recommends the vacant position be filled as soon as practicable.

Psychological Evaluation Response Team (PERT)

PERT is a program funded by the County of San Diego. It provides emergency assessment and referral for individuals in behavioral health crisis who come to the attention of law enforcement through phone calls from community members or in-field law enforcement requests for emergency assistance. The program pairs licensed mental health clinicians with uniformed law enforcement officers. Clinicians also partner with law enforcement homeless outreach teams to provide proactive, preventive connections to services.

Advantages of the PERT Program include:

- Rapid response for mental health emergencies.
- Use of therapeutic crisis intervention techniques.
- Comprehensive understanding and management of individuals with mental illness.
- Transport to various facilities based on continuity of care.

Until recently, the county had two PERT members assigned to NCPD; however, both individuals left, and the positions have not been refilled by the county. Having a clinician respond with officers to calls for service involving mental health issues is beneficial because oftentimes these professionals are more responsive, more caring, and more helpful when persons are in the midst of a psychotic episode. Having a trained clinician can reduce the amount of time involved in calls for service involving mental health issues, thus allowing officers to concentrate on other responses. Most departments studied by CPSM in the last two years have recognized that the traditional approach to mental health-related calls for service of just sending police officers needs to be reassessed; departments have moved toward a PERT-type response. It is critical that the city encourage, and work with, the county to replace the two PERT positions that had been assigned to NCPD.

School Resource Officers (SRO)

School resource officers are law enforcement officers who teach, counsel, and protect the school community. When SROs are integrated into a school system, the benefits go beyond reduced violence in schools. The officers often build relationships with students while serving as a resource to students, teachers, and administrators to help solve problems.

NCPD has two school resource officers (one of them is on medical leave and will soon be retiring) who service all the schools in the city. CPSM recommends that the soon-to-be-vacant position be filled as soon as practical. The SROs are responsible for responding to all calls for service the department receives from the schools. One SRO works Monday through Thursday, 6:00 a.m. to 4:00 p.m., while the other SRO works Tuesday through Friday, 6:00 a.m. to 4:00 p.m.,

allowing for coverage every day of the school week. The SROs also teach a Star Pal curriculum in the schools. Star Pal is six- to eight-week life skills course meant to assist youth with becoming a responsible adult by providing direction in getting a driver's license, managing money responsibly, applying for job, and interviewing for a job.

Currently, many educational communities around the country are wrestling with whether to keep SROs on the school campuses or remove them from schools. There are pros and cons regarding the SROs being on the campuses of educational institutions. CPSM is not making a recommendation whether the SROs should remain or not remain on school campuses, but only suggests that a discussion occur with the schools and wider community to determine the support for retaining the SROs' presence.

Senior Volunteer Patrol (SVP)

Senior volunteers perform a variety of duties to enhance community safety and security through programs of crime prevention and education, coupled with active citizen involvement. SVPs perform non-hazardous duties which were previously handled by sworn police officers, including:

- Patrolling the city in a marked SVP vehicle and on foot to serve as the "eyes and ears" of the Police Department.
- Vacation house checks.
- Traffic control.
- Neighborhood and Business Watch.

To become a member of SVP, a prospective volunteer must be 50 years old or older, have a valid driver's license, be law abiding, and be able to pass a police background check. SVPs are not required to live in National City.

The department's website provides the SVP pamphlet in both English and Spanish, and provides a phone number and e-mail address to obtain additional information about the program. However, the volunteer application on the department's webpage is provided only in English. The department should consider providing this application in Spanish.

At the current time, the department has only one active senior volunteer. The department has not actively recruited for SVP members and thus is missing out on an outstanding opportunity to involve citizens who have the time to donate and want to make a difference by helping their police department and community. CPSM recommends the department emphasize recruitment for that segment of the community who would qualify for the program.

Police Reserve Program

NCPD reserve officers are people from the community who volunteer their time to work as a reserve police officer. As a general rule, reserve officers have full time jobs, own small businesses, are students, or are in the military. These officers have full police officer powers while on duty. NCPD reserve officers supplement the patrol division as a solo or second officer in the field. Most reserve officers work patrol, but may also work in Investigations, SWAT, and Color Guard. Reserve officers also work special events such as parades, community events, mutual aid, search and rescue, and crime scene preservation.

Reserve officers must attend and complete a California POST-approved police academy, which can take up to one year. An applicant cannot apply to be a NCPD reserve officer until they

have completed at least half of the police academy. Upon passing the interview process, the applicant will be subjected to the same complete thorough background investigation that a regular police officer applicant goes through.

The California Legislature has established three levels of reserve peace officer in order to provide flexibility and guidance to law enforcement agencies. The duties of the different levels of reserve officer are as follows:

- Level I reserves have the full powers and duties of a peace officer as provided by Penal Code section 830.1. Level I reserves can operate as a one-officer car.
- Level II reserve officers operate as a regular peace officer with the exception that they must be under the immediate supervision of a regular police officer.
- Level III reserve officers may perform specified limited support duties, and other duties that are not likely to result in physical arrests, while supervised in the accessible vicinity by a Level I reserve officer or a full-time regular officer. Additionally, Level III reserve officers may transport prisoners without immediate supervision.

Police reserves must meet the same POST-mandated training required of a regular, full-time officer. As such, they attend all training the department provides to its sworn officers. At NCPD, the reserves are paid quarterly up to \$800 per year for their time worked.

The department currently has two Level I reserves who most times will work together during a shift to provide cover for other officers or to handle minor calls for service. The department does not actively recruit for reserve officers. It was learned that the two reserve officers work approximately 20 to 30 hours per month.

Cadet Program

The National City Police Department Cadet Post (#2859) has been authorized by the Learning for Life program. Cadets work under direct supervision and participate in a variety of law enforcement training and community service activities. The purpose of the Cadet Post is to give young men and women the opportunity to learn firsthand the duties and responsibilities of a police officer, and to introduce them to a potential future career in the field of law enforcement. Although it isn't the primary objective, using the Cadet Program to recruit new officers is advantageous for the NCPD. The cadet already knows the department, knows its personnel, has proven themselves as someone who is disciplined, and is a "proven commodity." A member of the program will most likely pass the background investigation because they have had to follow strict requirements to remain in the program.

Cadets must be between 14 and 20 years of age. High school-age cadets must attend school on a full-time basis. Cadets are required to maintain a minimum grade point average of 2.0 for all courses taken and must be in good standing with their school.

The program is governed by the department's policy manual section 1024. The policy is thorough, concise, and well-written. However, the department's policy has not been updated and still refers to the Cadet Program as the Explorer Program.

According to policy, the program must have a coordinator position who is either a lieutenant or sergeant, and program advisors who are individual officers who serve with the approval of the Chief of Police. The advisors serve as mentors for each cadet.

Duties of the advisors are as follows:

- Provide a meaningful work experience for all cadets.
- Maintain a complete file on current and former cadets.
- Provide on-the-job training for cadet supervisors within the post.
- Investigate and impose disciplinary action necessary on any cadet.
- Be present at all cadet meetings and activities or have an authorized department representative approved by the post coordinator present.
- Review and approve all reports submitted by cadet personnel within the post.
- Adhere to the policies and procedures of the Cadet Post.
- Provide effective speaking engagements to those organizations requesting information about the Cadet Post

Currently, the department has a senior advisor, five additional advisors, and eight cadets. It was learned during the site visit that COVID had severely decreased the number of active cadets. The unit meets on the third Tuesday of the month; cadets are provided some type of training by the advisors or members of the department. The cadets are involved in working at community events, assisting with traffic control, etc.

CPSM recommends the department make a concerted effort to bring new cadets into the program. As mentioned earlier, the department should use the cadet program for the recruitment of future officers.

Community Police Academy

The department does not hold a Community Police Academy. A Community Police Academy (CPA) provides community and civic leaders with an inside look at the internal workings of the department. During the academy, students can be introduced to community policing and how this form of policing can help build partnerships and solve problems that arise in the community. Additionally, students can be introduced to National City's policing philosophy. Other curriculum topics include police communication, criminal law and procedures (laws of arrest), street crime enforcement, firearms training, and the citizen complaint process.

The typical eight-week academy is designed to give citizens an overview of department policies and procedures. However, the program is not designed to make a participant a police officer.

Law enforcement professionals and veteran officers teach the academy classes. Participants have an opportunity to interact with the staff from all the levels of the police department.

The department should consider offering a Community Police Academy at least twice a year to the residents and business owners in the city. Those who attend the academy would then most likely be interested in volunteering with the agency.

Animal Control

The department has one animal regulation officer (ARO) who handles all complaints by citizens regarding animals. The ARO enforces state statutes and city animal control ordinances that regulate animal care and welfare; investigates citizens' complaints of animal neglect or nuisance; and responds to loose, injured, or dead animals on public property and city roads. Animal control also inspects all commercial animal establishments. The officer has attended an

animal control academy; however, hasn't attended any updated training. The ARO uses a completely outfitted animal control vehicle.

Although it is oftentimes not popular to give up a city program and contract it out, the city, if it hasn't already at some point done it, should assess contracting out the city's animal control issues to the County of San Diego.

Crime Scene Specialists

NCPD currently has two CSSs who supplement Investigations and the Property and Evidence Unit. The primary duties of a crime scene specialist include photographing crime scenes and evidence; identifying, collecting, documenting, and preserving evidence at crime scenes; processing evidence using chemicals, equipment, and techniques such as cyanoacrylate fuming, physical and chemical latent fingerprint development, and forensic light sources; photographing and processing suspects for evidence; writing reports; testifying in court; attending off-site training programs to develop and maintain necessary technical knowledge and skills; and performing any necessary back-up related functions.

Community Service Officers

Civilian CSOs are used by many agencies studied by CPSM as a cost-saving and more efficient way to get work completed that is oftentimes handled by a sworn officer. NCPD currently has two CSO positions. If the opportunity arises to increase the department's complement of FTE employees, consideration should be given to including several more CSO positions.

Community Services Recommendations

- CPSM recommends the vacant HOT position be filled as soon as practicable. (Recommendation No. 35.)
- It is critical that the city encourage and work with the county to replace the two PERT positions that had been assigned to NCPD. (Recommendation No. 36.)
- CPSM recommends filling the soon-to-be-vacant SRO position as soon as practical. (Recommendation No. 37.)
- It is recommended that the department have a discussion with the school district and the community to determine the support for having the SROs in the schools. (Recommendation No. 38.)
- The department should consider providing the volunteer application on its website in Spanish as well. (Recommendation No. 39.)
- CPSM recommends the department emphasize recruitment for that segment of the community who would qualify for the Senior Volunteer Program. (Recommendation No. 40.)
- The department needs to update its policy which still refers to the Cadet Program as the Explorer Program. (Recommendation No. 41.)
- CPSM recommends the department make a concerted effort to bring new cadets into the department's Cadet Program. (Recommendation No. 42.)
- The department should consider offering a Community Police Academy at least twice a year to residents and business owners in the city. (Recommendation No. 43.)

- Assess whether it is viable to contract out the city's animal control activities to San Diego County. (Recommendation No. 44.)
- If the opportunity arises to increase the department's complement of full-time employees, consideration should be given to including several more CSO positions. (Recommendation No. 45.)

SPECIAL WEAPONS AND TACTICS (SWAT)

The NCPD Special Weapons and Tactics (SWAT) team consists of personnel from throughout the department assigned to SWAT as a collateral duty, sometimes referred to as a “part-time team.” The team is led by a commanding officer, the lieutenant in Investigations. Another lieutenant is also assigned as a backup and who regularly provides managerial and operational input. When the primary lieutenant is unavailable, the backup lieutenant fills in as the commanding officer and also trains with the team regularly. The SWAT team also has two sergeants and 14 officers as team members.

There is an established process to become a SWAT operator or supervisor. After selection from a competitive process, operators attend a primary SWAT school hosted by one of the larger agencies in the region. Once operators complete their basic operator training, they train every month with the team. The team trains 10 hours per month, with the five snipers having an additional half-day of training at the firearms range. There is a well-thought-out training plan that covers critical skill areas throughout the year. There are no set standards for a minimum number of hours of training for individuals or the unit as a whole. Due to staffing concerns, operators are sometimes told by their full-time supervisors they cannot attend training.

The National Tactical Officers Association (NTOA) recommends 16 hours per month or 192 hours per year of training. NTOA recommends the same training for part-time teams as they do full-time teams. Currently, the NCPD falls substantially short of this recommendation. In 2020, the department planned 100 hours of training for the team. One operator attended only 60 hours of training, and only two operators attended the full 100 hours. Patrol staffing needs and a dual reporting structure creates a conflict that needs to be addressed as part of any solution to the training issue. If the department is to have a SWAT team, there must be a commitment and direction from department leadership that attendance at SWAT training is mandatory. Patrol staffing and other shortages need to be overcome in a different manner than having operators skip training, especially when the department is well short of providing the recommended hours, even if there were perfect attendance.

There are various ways to address the shortage of training requirements. With an agency the size of NCPD, one solution could be to explore a regional SWAT team concept. The training time, equipment needs, and other expenses associated with a team can be shared between one or more other departments in the region. Many departments across the country operate successful regional teams. Individual agency contributions to the team can all be negotiated and worked out depending upon the size and needs of each agency.

Whether the solution is a regional team or not, the number of hours for planned training needs to be increased. The additional needed hours can be met by increasing monthly training to 16 hours. It can also be accomplished by adding a block or two of multiday training every year. For example, adding one or two three-day training sessions every year can quickly help meet the annual goal of 192 hours per year. Any combination will work. The multiday training blocks are beneficial for building repetitions into new concepts or working on ideas where the team needs to improve. The NTOA recommends one annual 40-hour training block in addition to monthly

proficiency training. In addition to adding hours, making training mandatory is also an essential part of any solution. Training hours should be tracked and part of every operator's SWAT evaluation annually.

As well, the department should invest in NTOA or California Tactical Officers Association (CATOA) memberships for each team member. There are many in-person and online training opportunities offered through both organizations for each member's professional development as a SWAT operator.

In general, the department appears to have adequate tactical equipment for the SWAT team. The weapons platforms for operators are current and functioning well. The team has an armored vehicle purchased in 2013 and which is in good working order. The team has five snipers operating from different platforms of sniper rifles. It is recommended the department invest in adding two new rifles and equipment to standardize the weapons systems for the sniper teams.

SWAT Recommendations:

- Provide an organizational commitment from the Police Chief that SWAT training is essential and mandatory. (Recommendation No. 46.)
- Explore partnering with other agencies to create a regional SWAT Team to share expenses, liability, and workload. (Recommendation No. 47.)
- Devise a model that meets the needs of NCPD in order to increase the number of training hours for SWAT members to 192 hours per year. (Recommendation No. 48.)
- Develop a tracking system for SWAT training; include the hours per officer per year in an annual evaluation for each SWAT team member. (Recommendation No. 49.)
- Provide NTOA or CATOA membership for each operator on the SWAT team to provide access career development training, education classes, and materials. (Recommendation No. 50.)
- The department should invest in two new sniper rifles and associated equipment to standardize all five sniper platforms. (Recommendation No. 51.)

CANINE UNIT

The Canine Unit consists of three handlers and three canines assigned to patrol squads on different days and shifts so as to provide maximum coverage. Each canine team has a dual reporting relationship with the Canine Coordinator (Traffic sergeant) and their Patrol sergeant for day-to-day operations. When not on canine calls, the handlers answer calls for service, take reports, etc. Outside of transporting prisoners, the handlers perform most patrol functions and get another officer to free them up if they have a canine call. The dual reporting relationship is common in small- to mid-size departments.

The purpose of canine teams varies from agency to agency. Agencies most commonly use their canine teams for one or more of the following reasons:

- Apprehension (searching and apprehending people).
- Odor detection (mainly drugs or explosives, not both).
- Dual-purpose (both apprehension and odor detection).
- Community relations.

- Therapeutic work (with the public and employees).

The purpose, capability, and workload of canine teams vary from agency to agency. Canine teams also have a significant liability exposure. The NCPD, with three canine teams, has an adequate to a high level of staffing compared to similar agencies, particularly with NCPD having single-purpose canines (apprehension only). The staffing issue is mitigated with the teams assigned to patrol and carrying a patrol officer workload when not training the dogs. However, it is recommended the department evaluate the program from a cost-benefit perspective to determine the feasibility of reducing the size of the unit from three canine teams to two canine teams. If reducing to two teams is feasible, the third officer could be reassigned to help with the staffing issues being felt by the patrol division.

The canines are purchased from a reliable vendor, including the dog's basic training. The teams train weekly with core training provided by a vendor and master trainer. Each handler conducts daily routine training. All of the training is overseen by the Canine Unit sergeant, who regularly attends training and reviews documentation. Outside of the vendor training, there is no independent certification of the department's training, such as by the National Police Canine Association (NPCA). Having an outside certification process, such as NPCA's, independent of the department's training vendor, ensures standards are consistent with industry practices annually. The department Canine Coordinator has not attended a canine manager course. Due to the specific technical aspects and liability exposure of a police canine program, the Canine Coordinator and the lieutenant should attend a canine manager course. The courses are available from several police canine industry vendors.

The NCPD canines are single-purpose trained dogs, working exclusively for searching and apprehending suspects. In the unit, there is no odor detection capability such as narcotics or explosives. The Canine Coordinator reviews all bite reports and responds to the scene of an apprehension when he is working. The Canine Coordinator does not respond when off duty to locations where a person is apprehended and injured by one of the canines. CPSM recommends a supervisor or manager specifically responsible for the Canine Unit respond to the scene of incidents where a canine apprehends and injures a suspect.

The Canine Unit policy is part of the Lexipol department policy, Section 308. The policy in the manual is current and covers the general parameters of the program, including many industry-standard practices. However, specific policies and procedures are not included regarding canine standards and handler expectations. It is recommended that the department create a unit manual or standard operating procedure to detail canine standards and handler expectations more thoroughly.

Canine Unit Recommendations:

- Use a cost-benefit approach to evaluate the need for three canine teams versus two canine teams. (Recommendation No. 52.)
- Send the sergeant and lieutenant assigned to the Canine Unit to a recognized canine manager's course. (Recommendation No. 53.)
- Change department policy to require the Canine Coordinator or lieutenant to respond to all situations where a canine apprehends and injures a suspect. (Recommendation No. 54.)
- Create a Canine Unit Manual or set of Standard Operating Procedures to have in place more detailed canine standards and handler expectations. (Recommendation No. 55.)

SECTION 7. OPERATIONS SUPPORT

FACILITIES

The department's main police facility is a standalone building located at 1200 National City Blvd.; the building is approximately 25 years old. The department also has a satellite warehouse that is used to store the mobile command vehicle, prisoner transport van, crisis negotiation van, and other assorted department equipment.

Most police facilities are built to last in the range of 30 to 40 years, and as the police facility was constructed approximately 30 years ago it is now requiring upgrades to many areas to make it usable and to meet today's needs. It was obvious while touring the facility that the department over the last several years has been upgrading many of the areas within the building. For example, both the male and female locker rooms have been remodeled and new, spacious lockers added, the communications center underwent a remodel approximately one year ago, and the department remodeled the gym and installed state-of-the-art equipment. The records unit, detective division, and the technology unit are currently undergoing remodeling. The building is, however, beginning to suffer from maintenance issues such as old cast iron plumbing and old technology infrastructure. Although the facility meets the department's current needs for space, if the city experiences any large-scale future growth the current facility could need an expansion.

The Operations Support corporal is responsible for handling facility needs. The corporal works closely with the city maintenance crews to ensure the maintenance issues are handled. Unless the repairs or maintenance require the use of outside contractors, the city's maintenance staff handles most facility issues. The city's janitorial staff is responsible for the day-to-day cleaning of the facility.

A major concern voiced by employees of most police departments studied by CPSM is the lack of a secure parking lot for the police vehicles, and most importantly, a secure parking lot for their personal vehicles. However, employees at NCPD are allowed to park their personal vehicles in the same secure parking areas as the department's police vehicles.

The lobby and front desk area of most police departments is one of the most important areas of the department. It is where citizens come to conduct business and where officers may meet them to conduct that business. In today's climate, as unfortunate as it may be, those areas must offer safety and security for those employees who must interact with the public. The lobby area is large and has bullet-resistant glass to help protect employees. This was obviously given high priority when the building was constructed.

As was mentioned earlier, the department remodeled both the female and male locker rooms with new, more spacious lockers for employee's uniforms and equipment. The locker rooms are sufficient for today's number of officers; however, if the city experiences growth requiring the addition of personnel, then some additional remodeling would be required.

Facility Recommendation:

- CPSM recommends the department continue to move forward with needed remodeling and renovations to improve the facility. (Recommendation No. 56.)

FLEET

The National City Police Department operates a fleet that includes patrol vehicles, K-9 vehicles, motorcycles, an animal control vehicle, detective vehicles, and specialty tactical vehicles.

A corporal assigned to the Operations Support Division is responsible for the department's fleet, and works with the city's Public Works Equipment Maintenance Division for the maintenance of all vehicles and the ordering of new vehicles. Major work needed on any police vehicle outside of normal maintenance is contracted out to a dealership, tire shop, etc. The Public Works Department handles all maintenance records and files on all department vehicles. When new vehicles are to be purchased, the department uses a purchasing review committee that elicits input from the command staff and line officers regarding the type of vehicle to be ordered. The department is currently using Ford Interceptors as its patrol vehicle of choice and those range in years from 2014 to 2021 models. A review of the vehicle inventory data (September 2021) shows that as police departments go, the fleet as a whole, is relatively low in mileage.

The department's vehicle fleet includes:

- 26 patrol vehicles.
- 4 patrol supervisor vehicles.
- 3 K-9 patrol vehicles.
- 3 patrol motorcycles.
- 1 animal control truck.
- 2 community service officer trucks.
- 1 BATT Ford F-550 armored truck.
- 1 Prisoner transport van.
- 1 crisis negotiation van.
- 1 mobile command vehicle.
- 1 F-250 truck with trailer (Traffic).
- 1 surveillance van.
- 9 command vehicles.
- 16 detective vehicles.
- 1 crime scene van.

When new patrol vehicles are purchased, the build-out of those vehicles is contracted out to American Emergency Products (AEP) in Santee, Calif. At times, the department has also used LEHR and 911 Vehicle for this.

Take-Home Vehicles

The department has a take-home vehicle program for patrol officers if they live in within the city limits. Although there are several patrol officers who are eligible to take their vehicles home, none are doing so. Command staff, detectives, and K-9 officers can all take their vehicles home, and in total about 31 vehicles are taken home. The department does not have a mileage

restriction on how far an employee can live from the city limits and still take a car home. At the current time, all the take-home vehicles are leased vehicles and the lease for each car has unlimited mileage. In the future if the city moves away from a leased vehicle plan, a mileage restriction of 30 miles should be considered by the city.

Vehicle Maintenance

The city's Public Works shop handles routine maintenance on city vehicles and follows a monthly maintenance schedule for the vehicles. Major work needed on any police vehicle outside of normal maintenance is contracted out to a dealership, tire shop, etc. It was learned that the police department has a very good working relationship with the shop and the shop is responsive to the needs of the PD. The shop will also give priority over other city vehicles when the need arises to get the vehicle back on the street in a timely manner.

Vehicle Replacement

When new vehicles are to be purchased, the department uses a purchasing review committee that elicits input from the command staff and line officers regarding the type of vehicle to be ordered. In consultation with the Public Works Department the committee makes a decision on which vehicles to ultimately purchase.

The department's philosophy and practice are to keep patrol vehicles for six years; however, that can change based upon repair and maintenance costs for each vehicle. Most departments studied by CPSM have either a policy or adhere to a philosophy of replacing patrol vehicles every five years or after racking up 100,000 miles. Although some patrol vehicles may still be serviceable after more miles than the 100,000 miles, some may require replacement at less than 100,000 miles based upon ongoing necessary repairs. However, the five years or 100,000 miles replacement practice is in essence industry standard.

The department's philosophy is to purchase new vehicles. Often, when it comes time to purchase detective vehicles, undercover vehicles, or command level vehicles, some departments have had success at purchasing lease returns that have low mileage and extra features at less cost than can be purchased new. That may not be feasible for NCPD, but it is an option to examine.

The department has just begun leasing detective and command-level vehicles; the leases will adhere to a five-year or 100,000 miles replacement schedule.

Vehicles to be purchased by the department are budgeted through the Capital Improvement Projects (CIP) funds and after review by the CIP Committee are added to the annual budget.

Fleet Miscellaneous

Detective division vehicles are assigned to individual detectives at the discretion of the commander. Patrol vehicles are not assigned in any way and officers can select any vehicle they want if it is available; however, it was learned that most officers prefer to drive the same vehicle during their shifts if it is available. In order to ensure that all vehicles (including the older vehicles in the fleet) are being driven an equal number of miles, it is recommended that there be some oversight for the vehicles that are assigned on each shift. If the department implements a 12-hour work schedule, it is recommended patrol vehicles be assigned according to night shift or day shift so that there is some consistency with vehicle mileage.

Fleet Recommendations:

- As standard practice, replace patrol vehicles at five years or 100,000 miles. (Recommendation No. 57.)
- Examine the feasibility and potential cost savings of purchasing lease return vehicles at auctions for detective, undercover, or command vehicles. (Recommendation No. 58.)
- It is recommended that the department assess each year the practicality of leasing its patrol vehicles. (Recommendation No. 59.)
- If the department implements a 12-hour work schedule, it is recommended patrol vehicles be assigned according to night shift or day shift so that there is some consistency with vehicle mileage. (Recommendation No. 60.)

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SECTION 8. ADMINISTRATIVE DIVISION

INTERNAL AFFAIRS

Ensuring the department has the public's trust is vital to the law enforcement mission, and this trust rests on departmental responsiveness to community needs and expectations. The department must receive commendations and complaints with equal professional interest and courtesy and give both the appropriate supervisory and management attention that fosters public confidence and promotes constructive communication. In fact, in the department's Personnel Complaint policy, it states *"The National City Police Department takes seriously all complaints regarding the service provided by the department and the conduct of its members."* It also states, *"It is also the policy of this department to ensure that the community can report misconduct without concern for reprisal or retaliation."*

NCPD will accept and address all complaints of misconduct in accordance with its policy and applicable federal, state, and local law; municipal and county rules; and the requirements of any collective bargaining agreements.

It was learned that over the last several years the department has been required to adhere to California Senate Bill 1421, which has demanded an inordinate amount of the unit's time and efforts. Senate Bill 1421 requires, notwithstanding any other law, certain peace officer or custodial officer personnel records and records relating to specified incidents, complaints, and investigations involving peace officers and custodial officers to be made available for public inspection pursuant to the California Public Records Act (CPRA). In order to complete the requests, the department had to form a team of members from other areas of the department to assist in the redaction of information. Moving into the future, Senate Bill 16 expands the California Public Records Act to include a sustained finding involving force that is unreasonable or excessive, and any sustained finding that an officer failed to intervene against another officer using unreasonable or excessive force, subject to disclosure. Combined, the two bills will greatly increase the amount of work the Internal Affairs Unit must perform. Since there is no administrative assistance in the I/A Unit, it is recommended the department create an administrative assistant position to assist with those CPRA requests as well as to assist with other administrative work.

Staffing

The Internal Affairs Unit operates within the Administrative Division. A lieutenant who reports directly to the captain manages the unit. The lieutenant has a staff of one sergeant who reports directly to him and who conducts or coordinates investigations.

The lieutenant and sergeant in the unit are assigned for two years, and can receive a third year option if approved by the Chief of Police.

The sergeant is responsible for:

- Recording, registering, and coordinating the investigation of complaints regarding either policy or personnel (both sworn and non-sworn).
- Posting and submission of complaint statistics to the DOJ, Bureau of Criminal Statistics, (pursuant to CPC 13012(d)) annually in January.

- Supervising, controlling, and/or conducting the investigation of alleged or suspected misconduct within the agency.
- Maintaining the confidentiality of all Internal Affairs and background investigations records.
- Acting as a liaison to the Community and Police Relations Commission's (CPRC) Complaint Review Subcommittee (CRS).

Community and Police Relations Commission

The National City Community and Police Relations Commission serves as an independent, unbiased, and impartial commission that strives to improve police–community relations. It provides a forum for citizens to voice their concerns and comments about police conduct, practices, and policies. A subcommittee of the commission is the Complaint Review Subcommittee (CRS), which is empowered to receive and review complaints regarding the alleged misconduct of NCPD employees. Its goal is to safeguard the rights of persons and promote higher standards of competency, efficiency, and justice in the provision of community policing services.

The city is to be commended for the establishment of the CRS and its purpose. Since most likely all members of the CRS are not trained in law enforcement, especially in conducting investigations of citizen complaints, the city should consider having a tenured command level person with experience in investigating personnel misconduct also review the investigations and liaison with the CRS.

Policy

Internal Affairs policy is covered in Sections 1010 Personnel Complaints and 1005.1 Personnel Complaints Procedures of the department's policy manual. The department's policy provides a process through which citizens and department employees can have confidence that complaints concerning department procedures, employees, and actions will be fairly investigated while meeting the public expectation of an objective investigation, and at the same time respecting employees' constitutional and statutory rights. The policy provides comprehensive, step-by-step guidelines and processes for the receipt, investigation, and disposition of such complaints.

Complaint Process

The public may make complaints in any form, including in writing, by e-mail, in person, or by telephone. Anonymous and third-party complaints are to be accepted and investigated to the extent that sufficient information is provided. The department's complaint form is available on the city's website; however, it was not easy to locate. The department's complaint form should be prominently displayed on the website and be interactive so that those who wish to file a complaint online can do so. The complaint form is also available in the lobby. Currently, the complaint form is only available in English, even though the city has a large Hispanic population. Not having the complaint form available in Spanish may limit some citizens ability to report police misconduct. It is recommended that the department make the complaint form available in Spanish.

All complaints are referred to a supervisor who may suggest appropriate remedies to resolve minor incidents; however, citizens are not discouraged from filing a complaint. The supervisor has the authority to handle the matter with discretion and make the appropriate resolution without a formal complaint. Many citizens only want to make their issue known to the department, be

listened to, and know that their incident will be handled appropriately. Although this does come with some risk that supervisors may “kiss off” complaints, if the supervisors are appropriately trained it can be an effective and efficient resolution to an incident. NCPD is to be commended for the trust it has in its supervisors in allowing them to resolve minor incidents without a formal complaint being filed.

When a minor incident is handled informally, a pattern of employee misconduct can be missed if the incident is not properly documented. It is imperative that some type of documentation occur when incidents are informally handled. Informal complaints can be documented either in a long-form format or a close-out format. The department uses the I/A Pro system for management of internal affairs investigations; however, it does not have Blue Team as a component of I/A Pro. Blue Team allows for the documentation of informal complaints which are handled to conclusion but do not rise to the level of a written complaint. The department should purchase the Blue Team option for the I/A Pro platform.

The department utilizes two classifications of complaints:

- Category I complaints include:
 - Department-initiated confidential or sensitive investigations.
 - Allegations of serious misconduct, such as excessive force, corruption, or alleged or suspected breach of integrity in a case of moral turpitude.
 - Allegations of any criminal misconduct.
 - Other investigations as assigned by the Chief of Police or a member of the command staff.
- Category II complaints include:
 - Complaints of a minor nature alleging discourtesy, disrespect, attitude, or perceived rudeness.
 - Complaints alleging abusive or foul language.
 - Complaints that, upon review of the allegations, will not require extensive interviews or lengthy complex investigations.

All Category 1 complaints are handled by the I/A sergeant, while most complaints that, upon review of the allegations, will not require extensive interviews or lengthy complex investigations will normally be investigated by supervisory personnel from the subject member’s command.

Complaint Classifications

Personnel complaints are classified in one of the following categories:

Informal: A matter in which the watch commander is satisfied that appropriate action has been taken by a supervisor of rank greater than the accused member.

Formal: A matter in which a supervisor determines that further action is warranted. Such complaints may be investigated by a supervisor of rank greater than the accused member or referred to the Internal Affairs Unit, depending on the seriousness and complexity of the investigation.

Incomplete: A matter in which the complaining party either refuses to cooperate or becomes unavailable after diligent follow-up investigation. At the discretion of the assigned supervisor or

the Internal Affairs Unit, such matters may be further investigated depending on the seriousness of the complaint and the availability of sufficient information.

Dispositions

Each personnel complaint shall be classified with one of the following dispositions:

Unfounded: When the investigation discloses that the alleged acts did not occur or did not involve department members. Complaints that are determined to be frivolous will fall within the classification of unfounded (Penal Code § 832.8)

Exonerated: When the investigation discloses that the alleged act occurred but that the act was justified, lawful and/or proper.

Not sustained: When the investigation discloses that there is insufficient evidence to sustain the complaint or fully exonerate the member.

Sustained: A final determination by an investigating agency, commission, board, hearing officer, or arbitrator, as applicable, following an investigation and opportunity for an administrative appeal pursuant to Government Code § 3304 and Government Code § 3304.5 that the actions of an officer were found to violate law or department policy (Penal Code § 832.8)

Those complaint dispositions are most commonly used by almost all departments studied by CPSM and are the norm in the law enforcement profession.

Informal Complaints

The department allows supervisors to handle complaints informally if they can be resolved at the time to the satisfaction of the complainant. NCPD must ensure, through ongoing discussions of personnel performance, that supervisors are making these "informal" complaint decisions utilizing a full understanding of the department's mission. Allowing the informal resolution of complaints is a common and accepted practice in most law enforcement agencies.

The department does not track those complaints that are handled informally by supervisors. However, if supervisors are required to document the "informal" complaint, these can be tracked to provide opportunities to counsel officers who may not be the subject of a formal citizen's complaint but who may need additional training or remediation regarding their contact with citizens in accordance with department policy.

Training

The I/A sergeant has attended the 40-hour POST Basic Internal Affairs course as well as other related investigation courses if applicable. Most patrol sergeants have also attended the Basic Internal Affairs course, and if they are assigned an investigation prior to attending the course, they are guided during the investigation by the I/A sergeant.

Complaint Investigations

Whether the investigation remains in internal affairs or is assigned to a supervisor in the subject employee's command, the investigator will conduct a fully documented and confidential investigation. In the State of California, the Police Officer Bill of Rights requires that citizen complaints or internal misconduct complaints must be investigated within one year. The department's policy states that investigations should be completed within 60 days. When investigations take longer than 45 days for completion, there is angst created with the citizen who filed the complaint, and the subject employee who is enduring the investigation as it drags

on. It is recommended the department strive to complete the misconduct investigations in 45 calendar days and service complaint investigations in 30 days, if possible. Currently, according to the sergeant, most Category I complaints are completed within 60 days and Category II complaints are handled within 60 days.

All investigations are conducted in accordance with the Police Officer Bill of Rights (POBAR). Interviews conducted during the investigations are recorded and the recording remains a part of the investigation.

After completion of the investigation, it is forwarded to the employee's lieutenant who then must make a recommendation regarding the employee's discipline. After the lieutenant makes a recommendation, the investigation is forwarded to the captain for a final disposition.

Discipline can be applied in the following ways:

- Certification for retraining.
- Verbal counseling.
- Formal discipline, which progresses as follows:
 - Written notice of deficiency.
 - Written reprimand.
 - Suspension.
 - Step-decrease or fine.
 - Demotion.
 - Transfer.
 - Dismissal.

A method of discipline that is not discussed in the department's options is Education Based Discipline (EBD). EBD is unique to the law enforcement community and is an alternative to punitive discipline. EBD changes the interaction between employees and management and it also changes the impact of the discipline process. The premise of EBD is that it provides an alternative to unpaid suspension days and thus is beneficial to both the department and employee. It provides an opportunity for employees to voluntarily participate in an individualized, remedial plan that emphasizes education, training, and other creative interventions which promote a successful outcome. When the department is faced with an employee's discipline that rises to anything that results in monetary loss, EBD should be considered. Discipline should not be designed to debilitate the affected employee; EBD is a path to an employee having lesser negative feelings regarding their discipline.

At the start of the investigation, the complainant is notified by mail or in person regarding who is conducting the investigation and provided contact information for that person. During the course of the investigation, complainants are notified regarding the status of the investigation by the investigator handling the investigation.

There is no indication that the department utilizes a standardized progressive discipline matrix. A standardized progressive discipline matrix can assist the department's leadership in objectively and consistently delivering discipline based on the severity of the violation and the discipline record of the department member. CPSM recommends that the department consider utilizing a

progressive discipline with a standardized matrix to apply discipline in a consistent manner and for purposes of educating personnel as to potential disciplinary action for offenses. The following table provides an illustration of a progressive discipline matrix. CPSM recommends the department consider creating a matrix that reflects the rules and regulations governing discipline specific to the department.

TABLE 8-1: Example of a Standardized Progressive Discipline Matrix

Class	First Offense	Second Offense	Third Offense	Fourth Offense
1	Min: Verbal counseling	Min: Documented counseling	Min: Documented written reprimand	Min: 1-day suspension
	Max: Documented oral reprimand	Max: Documented written reprimand	Max: 3-day suspension	Max: 5-day suspension
2	Min: N/A	Min: Documented written reprimand	Min: 1-day suspension	Min: 5-day suspension
	Max: Documented written reprimand	Max: 5-day suspension	Max: 5-day suspension	Max: 10-day suspension
3	Min: Documented written reprimand	Min: Documented written reprimand	Min: 1-day suspension	Min: 30-day suspension
	Max: 1-day suspension	Max: 10-day suspension	Max: 15-day suspension	Max: Dismissal
4	Min: 1-day suspension	Min: 5-day suspension	Min: 10-day suspension	Min: Dismissal
	Max: 10-day suspension	Max: 15-day suspension	Max: 30-day suspension	Max: Dismissal
5	Min: 5-day suspension	Min: 10-day suspension	Min: 30-day suspension	Min: Dismissal
	Max: Dismissal	Max: Dismissal	Max: Dismissal	Max: Dismissal

The “class” category should clearly define specific department violations that fall within the categories. Potential discipline should be listed for the first offense through the fifth offense. This enables consistent and transparent issuance of discipline to department personnel.

All complaint data in the following tables was provided by the department. The tables summarize the number of citizen/internal complaints and adjudications for 2019, 2020, and 2021.

TABLE 8-2: Citizen/Internal Complaints, 2019–2021

Year	No. of Citizen Complaints Received	No. of Complaints Generated by Supervisors
2019	7	10
2020	2	3
2021	4*	4**

Source: National City Police Department (1/24/2022)

*1 withdrawn by citizen

** OIS investigations

TABLE 8-3: Citizen/Internal Complaint Investigation Adjudications, 2019–2021

Year	Total	Exonerated	Not Sustained	Unfounded	Sustained
2019	17	1	3	7	6
2020	5	0	1	0	4
2021	8*			2	

Source: National City Police Department (1/24/2022).

*Remainder of complaints are pending adjudication.

TABLE 8-4: Complaints vs. Police Contacts, 2021

Year	Total Police Contacts	Citizen Complaints
2021	26,043	4

Source: National City Police Department (1/24/2022).

One can see that there were just four citizen complaint investigations conducted in 2021. However, if you take into consideration the other 27,000 calls that are in some way handled by NCPD, that equates to a complaint filed for every 16,500 police contacts. NCPD is to be commended for the professionalism of department members.

Tracking and Managing of Complaints

Investigations and complaints are logged into the IAPro investigations management system which is the systems most commonly used by departments that CPSM has studied. The Chief of Police, the Administrative lieutenant, and the I/A sergeant are the only department members who have access to the database.

Data on administrative investigations and public complaints is valuable as a risk management tool to identify training needs, performance deficiencies, or patterns of misconduct. Many departments, as has NCPD, have turned to software systems to assist in this critical management responsibility, as employing specialized software is an efficient means of producing graphs and reports quickly and with relative ease. IAPro is a robust software package that is capable of tracking a variety of information, including personnel complaints, use of force incidents, traffic accidents, and personnel commendations.

Early Intervention Program

IAPro also includes an Early Intervention Program (EIP) module as a resource for supervisory personnel to identify at early stages any employee who may display symptoms of job stress or performance problems. The intent of an EIP is to proactively provide employees with the assistance and training necessary to perform their assigned duties in an effective and efficient manner. While individual incidents such as personnel complaints, traffic collisions, and uses of force are reviewed at the time of occurrence by a supervisor and the chain of command, these incidents may appear acceptable in isolation, but a pattern of less-than-optimal job performance may be developing that is more difficult to identify. Tracking the indicators detailed in this program enables supervisors to examine the totality of an individual's actions and make a more accurate assessment of the employee's well-being. Performance indicators are set by department management and can be modified as desired. It is important these indicators are reviewed annually to ensure they meet department and community expectations.

It is important to note that the notification triggered by reaching a threshold in and of itself does not suggest a definitive problem with an employee, but rather, informs supervision of a high rate of total incidents. Again, this number is determined by the department. For instance, officers

working high-crime areas are more commonly involved in arrests and uses of force, which has the potential to trigger a notification even though their actions are entirely appropriate. This applies to more proactive officers as well. Nonetheless, the department can look at the employee's pattern of conduct and determine if there may be a problem. If so, it may address the problem through counselling, training, or as otherwise called for.

Although the department has the capabilities through IPro to manage and track complaints, it is not used for this purpose. However, the sergeant does conduct a monthly audit of I/A investigations which is submitted to the Chief. This a way to detect potential problems, but the department should take the next step. CPSM recommends the department develop a standardized early warning system that includes thresholds that trigger an EIP.

The following table is an example of EIP thresholds to cover higher liability issues.

TABLE 8-5: Example of EIP Thresholds

Incident Type	Number of officer events	Monthly time period of events
Bias Complaint	2	6
Citizen Complaint	2	12
Divisional	4	12
Internal complaint	2	12
Use of Force	5	6
Vehicle Accident	3	12
Vehicle Pursuit	4	12

Internal Affairs Recommendations:

- As there is no administrative assistance in the I/A unit, it is recommended the department create an administrative assistant position to assist with CPRA requests as well as to assist with other administrative work in the unit. (Recommendation No. 61.)
- The city should consider having a tenured command level person with experience in investigating personnel misconduct also review the investigations and act as a liaison with the Complaint Review Subcommittee (CRS). (Recommendation No. 62.)
- The department complaint form should be prominently displayed on the department's website "home page" and be interactive so a complaint can be submitted online. (Recommendation No. 63.)
- Based on community demographics and identified need, NCPD should provide the complaint form in Spanish. (Recommendation No. 64.)
- It is recommended that the department purchase the BlueTeam module for the IPro system. (Recommendation No. 65.)
- It is recommended the department strive to complete misconduct investigations in 45 calendar days and service complaint investigations in 30 days, if possible. (Recommendation No. 66.)
- When the department is faced with an employee's discipline that rises to anything that results in monetary loss, Education Based Discipline (EBD) should be considered. (Recommendation No. 67.)

- CPSM recommends the department consider creating a matrix that reflects the rules and regulations governing discipline specific to the department and consider its use. (Recommendation No. 68.)
- CPSM recommends the department develop a standardized early warning system complete with thresholds that trigger an EIP. (Recommendation No. 69.)

USE OF FORCE

The necessary and appropriate use of force in carrying out a police officer's duties up to and including the taking of a human life is among the most complex and critiqued actions of law enforcement. At no time in the past has the use of force been looked at, examined, and judged as it is today. It is essential and critical that the department have and follow a comprehensive policy on the use of force. Providing relevant training for the use of force is vital for the department. The purpose of comprehensive training in the use of force is to ensure employees are using proper and reasonable applications of force in the performance of their duties. With respect to the use of deadly force, no other responsibility of the city or department has more importance. Police departments must engage in an in-depth review of uses of force by their officers. In President Obama's report on 21st Century Policing it was stated that departments must have in place a review process of uses of force by their officers.

The use of force by NCPD personnel is governed by General Order 300, Use of Force. The policy, which is twelve pages in length, provides guidelines on appropriate uses of physical force, non-lethal weapons, deadly force, the discharging of weapons, and the reporting responsibilities of those using force. Officers are authorized to use only the amount of force which is reasonably necessary to overcome the level of resistance to secure a subject, or to stop a direct threat of harm posed by a subject which is clearly defined within the policy. Officers are required to notify a supervisor immediately after they employ any use of force, other than de minimis force. The Use of Force policy is very detailed, thorough, and well-written; it was last reviewed and revised in May 2021. Most policies, more specifically and more importantly the Use of Force policy, should be reviewed annually for any changes in law or altering any way that force is used. As the NCPD uses the Lexipol service, the policy is reviewed annually.

Reporting of Uses of Force

300.5.1 defines how NCPD Officers must report any uses of force. Any use of force used by a member of the department shall be documented promptly, completely, and accurately in an appropriate report, depending on the nature of the incident. Based upon the department's policy, officers must report uses of force in the following instances:

- (a) The application caused a visible injury.
- (b) The application would lead a reasonable officer to conclude that the individual may have experienced more than momentary discomfort.
- (c) The individual subjected to the force complained of injury or continuing pain.
- (d) The individual indicates intent to pursue litigation.
- (e) Any application of a EMDT or control device.
- (f) Any application of a restraint device other than handcuffs, shackles, or belly chains.

- (g) The individual subjected to the force was rendered unconscious.
- (h) An individual was struck or kicked.
- (i) An individual alleges unreasonable force was used or that any of the above has occurred.

The Office of Internal Affairs is the central collection point via IAPro for all use of force reports.

Use of Force Review

NCPD has a robust review of use of force incidents beginning with the supervisor, who must:

- Obtain the basic facts from the involved officers.
- Ensure that any injured parties are examined and treated.
- When possible, try to obtain a statement from the subject upon whom the force was applied.
- Ensure that photographs are taken of injuries sustained by the subject.
- Identify witnesses.
- Review and approve all related reports.
- Evaluate the circumstances surrounding the incident and initiate an administrative investigation if there is a question of policy non-compliance or if for any other reason further investigation may be warranted.

After the supervisor reviews the use of force, it is the watch commander's responsibility to review each use of force for any personnel within his/her command to ensure compliance with the policy.

The watch commander then submits the use of force with recommendations to the captain of the Division for review.

However, missing in the use of force review process is a review conducted by a department use of force instructor. The purpose of having a use of force instructor review each use of force is to identify any trends in the use of force by the members of the department, training needs recommendations, equipment needs recommendations, and policy revision recommendations. The use of force instructor should not weigh in on whether the use of force is within department policy, but only for those items mentioned prior. Since the use of force instructor is the department's subject matter expert, it is wise to include them in the review process.

The Field Operations captain annually prepares an analysis report on the use of force incidents during that year. Although the department is small, and does not have a high volume of uses of force, it would still be wise that a monthly report be generated so that any trends, training issues, equipment issues, or policy revisions don't wait for a year to be identified and acted upon.

Duty to Intercede

In recent years, law enforcement agencies nationwide have begun to include duty to intercede and report provisions in their use of force policies. Duty to intercede requires an officer to intercede if they witness a department member using force that is clearly beyond that which is necessary, as determined by an objectively reasonable officer under the circumstances. A duty to report policy requires any officer who observes a law enforcement officer or an employee use force that potentially exceeds what the officer reasonably believes to be necessary to report such observation to a supervisor.

Section 300.2.1 of NCPD policy covers the Duty to Intercede and states, “Any officer present and observing another law enforcement officer or an employee using force that is clearly beyond that which is necessary, as determined by an objectively reasonable officer under the circumstances, shall, when in a position to do so, intercede to prevent the use of unreasonable force.” However, section 300.2.1 does not specify what an officer must do if they do intercede in an incident. The Duty to Intercede policy (300.2.1) should include specific directions regarding what an officer must do when interceding in a use of force incident. That said, the NCPD is to be commended for having the Duty to Intercede section in its policy.

De-escalation Provisions

De-escalation requirements should be incorporated into every department's use of force policy. Such a provision should require officers to utilize de-escalation techniques, crisis intervention tactics, and other alternatives to force when feasible. “Feasible” would be defined for policy purposes in some jurisdictions as, “Reasonably capable of being done or carried out under the circumstances to successfully achieve the arrest or lawful objective without increasing risk to the officer or another person.” NCPD's Use of Force policy covers de-escalation in section 300.3.5 (Alternative tactics – De-escalation).

Use of Lethal Force

NCPD Policy 304 contains detailed policy and procedure guidelines regarding officer-involved shootings/deaths and their review. Whenever a National City Police Officer becomes involved in an incident in which either the officer or another person is injured or killed as a result of police action and/or the use of deadly force, or whenever an officer intentionally employs deadly force, but no injury or death results, two separate investigations shall be initiated—a criminal investigation and an administrative investigation.

The policy also discusses the department conducting a critical incident/stress debriefing with all employees involved in an officer-involved shooting or death, and a tactical debriefing to identify any training areas. However, nowhere in the policy does it discuss having the affected employees be debriefed by a psychological expert. An officer-involved shooting or any kind of use of force involving a death is perhaps the most traumatic event an officer will encounter during service. Such incidents trigger complex psychological and emotional effects; all too often, the normal coping strategies employed by individuals are inadequate for such an extreme event. Law enforcement officers are human and react to such traumatic events in different ways. CPSM recommends that each officer and witnessing officers to incidents involving a death should be required to see a psychological professional soon after the incident occurs.

Use of Force Incidents

From January 1, 2020, to December 31, 2021, NCPD recorded 26,043 calls for service. With 190 reportable use of force incidents, the NCPD used force in *0.73 percent of the calls*. However, what must be considered is that 100 of those uses of force was the pointing of a firearm, and not hands-on physical force. If those 100 incidents are removed, ***the department used force in 0.34 percent of its calls for service.***

TABLE 8-6: Use of Force Incidents, 2019–2021

Force Option	# of Times Used			% of Total		
	2019	2020	2021	2019	2020	2021
Defensive Tactics	50	47	63	78%	55%	33%
12 Gauge (Bean Bag)	1	1	3	2%	1%	2%
Flashlight	0	1	1	0%	1%	1%
37/40mm(beanbag/chemical agent)	0	0	0	0%	0%	0%
Baton	2	0	0	3%	0%	0%
Firearm	0	0	1	0%	0%	1%
OC pepper spray	1	0	2	2%	0%	1%
Canine	1	6	6	2%	7%	3%
Taser	8	8	11	13%	9%	6%
LVNR (County-wide Use Ban in 2020)	0	0	0	0%	0%	0%
Pepperball	1	1	3	2%	1%	2%
Control Hold	0	2	0	0%	2%	0%
Other	0	3	0	0%	4%	0%
Pointing a Firearm* (Mandated Reporting 2021)	0	16	100*	0%	19%	53%
Total Uses	64	85	190	100%	100%	100%
Total Overall Increase/Decreases (2020 vs. 2021)*	124%					

Note: *The increase noted regarding the pointing of a firearm is mostly due to legislatively mandated tracking/reporting.

Use of Force Recommendations:

- CPSM recommends that each use of force incident be reviewed by a use of force instructor for trends that may indicate training needs, equipment upgrades, and/or policy modification. (Recommendation No. 70.)
- It is recommended a monthly, instead of an annual, report be developed to provide timely use of force analytic information for command staff review. (Recommendation No. 71.)
- The Duty to Intercede policy (300.2.1) should include specific directions regarding what an officer must do after interceding in a use of force incident. (Recommendation No. 72.)
- It is recommended that the department include a de-escalation policy in its Use of Force policy. (Recommendation No. 73.)
- CPSM recommends that each officer and witnessing officers to incidents involving a death should be required to see a psychological professional soon after the incident occurs. (Recommendation No. 74.)

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PERSONNEL AND RECRUITMENT

The law enforcement profession always faces the challenge of renewing its ranks. For nearly every agency, this is an ongoing effort. However, for some time and especially more recently, finding qualified applicants who have the desire and ability to meet the requirements of the selection process and academy training has become a more challenging proposition, adding to a growing shortage of law enforcement officers nationwide. NCPD is no different; however, it believes its sworn ranks will be fully staffed by mid-year 2022.

NCPD has the following people assigned to work Personnel and Recruitment: one lieutenant, one I/A sergeant, one police officer, and two part-time deputies who work eight hours per week on background investigations. This unit is responsible for a variety of personnel-related duties and serves as the primary contact point for the City's Human Resources Department, although its primary mission involves hiring-related activities.

Hiring Process

The California Commission on Peace Officer Standards and Training (POST) establishes both hiring and training standards for peace officers. For hiring of peace officers, these standards include a written exam, a physical agility test, a polygraph exam, an oral interview, a background investigation, a medical exam, and a psychological evaluation. The department handles all facets of the testing process, including the CVSA, but contracts out the psychological and medical exams. Applicants use NeoGov to submit an application. When hired, a recruit then attends the San Diego Regional Public Safety Academy.

Lateral testing to join the department is continuous and is the same as for a recruit except there is no written exam. While there are a variety of methodologies that can be used in complying with a POST-approved hiring process, it appears that that the processes in use by National City serve the city well.

Pre-Employment Background investigations

The pre-employment background investigation is one of the most important investigations a law enforcement agency will ever conduct. The investigations must be very comprehensive if they are to lead to informed hiring decisions. Investigations must assure compliance with all applicable minimum standards for appointment and screen out candidates who are found unsuitable for the position, based on relevant information and their past history. Background investigations are also among the most challenging investigations to conduct. The manner in which background investigations are conducted, from areas investigated to the evaluation of resulting information, must be treated consistently across all candidates. Background investigations must and do adhere to the California POST guidelines.

The department conducts background investigations of police recruits, police lateral officers, fire department recruits, fire department laterals, volunteers, dispatchers, call takers, and other contract employees working within the department. The background investigations are conducted by the one officer assigned to the unit, as well as the two part-time civilians who are retired but have a law enforcement background. All employees conducting hiring background investigations have been to the POST Background Investigators School, and have received CVSA certification.

On average, the department conducts about 175 background investigations a year.

TABLE 8-7: Background Investigations, 2019

	Recruit	Lateral	Civilians	Reserves
Police	67	56	60	3
Fire	60			

On average, the department completes hiring background investigations for recruits and lateral officers within two to three months.

Many police agencies studied by CPSM are contracting out background investigations to retired law enforcement personnel who have obtained their private investigator licenses. Some of the reasons for contracting out are that personnel currently doing background investigations can be reassigned elsewhere in the department, the investigation can be completed in a timelier manner, private investigators usually have more extensive investigator experience, reduced costs, and sometimes even a better, more thorough investigation. Although outsourcing was discussed during the site visit, the department believes that its internal investigators create a much better hiring environment than what an outside investigation company would. While we understand that view, CPSM recommends that all hiring backgrounds for sworn personnel positions (police and fire) be contracted out to a private investigation company that specializes in hiring background investigations.

If the department chooses not to contract out its pre-employment background investigations, it should consider purchasing a background investigation software system that is designed to reduce the amount of time it takes to complete backgrounds. One such program is eSOPH, which is said to reduce background investigation time by 50 percent. Considering the number of pre-employment backgrounds the NCPD conducts, this software could deliver substantial personnel time savings in the pre-employment background investigations process.

Diversity in Hiring

Public safety agencies are facing ever-increasing pressure to match the racial and ethnic diversity of their communities with the racial and ethnic diversity of their personnel. Police agencies that are rich in diversity are simply more likely to garner trust among all citizens because the agency is reflective of the community and is inclusive of officers of many backgrounds and experiences. As one can see in the following table, the share of Hispanic sworn personnel in the department closely compliments the Hispanic demographic of the City of National City. However, the department is severely under-represented by female sworn officers. The department should strive to recruit and hire for more diversity in its sworn ranks.

TABLE 8-8: City of National City and NCPD Demographics, 2021

	Male	Female	White	Asian*	African American	Hispanic
NCPD Sworn	90.5%	9.5%	44.3%	8%	2%	44.7%
NCPD Civilian	21.6%	78.3%	29.7%	13.5%	0	56.7%
City of National City	51.5%	49.5%	11.6%	18.5%	4.8%	63.5%

Note: *Asian is comprised of Chinese, Cambodian, Filipino, Japanese, Vietnamese, Korean.

Recruitment

The department does not have a recruitment team per se. The members of the Personnel Unit handle all the recruiting for the department. The department used to have a recruitment team

that could be sent to hiring fairs or other recruiting events, but the team concept has not been used lately since many of the team members moved on to other assignments. The department again should consider developing a recruitment team made up of officers who represent the demographic profile of the community.

Recruiting messages are delivered via the city's Facebook site, CPOA, Instagram, and Twitter. Today, the younger generations use the internet almost exclusively for job searches. The department should focus more of its recruitment advertising and messages on outlets such as Indeed, LinkedIn, and the like to reach a younger demographic.

Lateral Bonus Program

The department currently does not offer an incentive to attract qualified employees. Police departments across the country—large and small—are resorting to desperation-level tactics to recruit officers as the perfect storm of retirements, public scrutiny, and fear continues to affect the pool of interested candidates. A report from the Police Executive Research Forum in 2019 called the struggle to recruit officers and the sharp increase in resignations and retirements among existing ones a “workforce crisis.” Many departments have begun offering signing bonuses for experienced police officers to join their departments. In National City's case, the city to the south (Chula Vista) is offering \$20,000 for lateral officers, while the City of Oakland is considering offering \$50,000 for lateral officers. In order to remain competitive in the lateral police officer market, CPSM recommends that National City consider offering a hiring bonus to attract lateral officers.

Personnel and Recruitment Recommendations:

- CPSM recommends that all hiring backgrounds for sworn personnel positions be contracted out to a private investigation company specializing in hiring background investigations. (Recommendation No. 75.)
- Absent a switch to a private investigation company, it is recommended the department consider purchasing a background investigation software system designed to reduce the amount of time it takes to complete backgrounds. (Recommendation No. 76.)
- The department should strive to recruit and hire for diversity for sworn positions. (Recommendation No. 77.)
- The department again should consider developing a recruitment team made up of officers who represent the demographic profile of the community. (Recommendation No. 78.)
- The recruitment effort should be focus more of its attention upon websites such as Indeed, LinkedIn, and the like to reach a younger demographic. (Recommendation No. 79.)
- In order to remain competitive in the lateral police officer market, CPSM recommends that National City consider offering a hiring bonus to attract lateral officers. (Recommendation No. 80.)

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TRAINING

New police officers for the National City Police Department must complete 912 hours of training. Recruits/students attend the regional academy Monday through Friday, eight hours a day, for 25 weeks. Students attend classroom lectures and participate in technical skills training throughout this period. The recruits/students must also participate in concentrated and intense physical conditioning classes. Students must successfully pass POST examinations during the training to continue and complete the academy program. Upon graduation, recruits receive a completion certificate from the San Diego Regional Public Safety Training Institute at Miramar College.

The San Diego Regional Public Safety Training Institute (SDRPSTI) is part of the Public Safety program at Miramar College. This program follows the guidelines of the California Commission on Peace Officer Standards and Training (POST) and serves law enforcement agencies throughout San Diego County and beyond. The Regular Basic Course (RBC) provides recruits with the skills, practical training, and discipline to prepare them for a long and rewarding career in law enforcement.

Upon graduation, officers enter a Field Training Officer (FTO) program at NCPD.

Field Training Officer (FTO) Program

The Field Training Officer Program is one of the most important functions in any police department. Although an officer graduating from the academy has received a thorough introduction to basic law enforcement subjects, that officer cannot be expected to immediately assume the full responsibilities of an experienced officer. The field training program (FTP) is intended to facilitate an officer's transition from the academic setting (academy) to the performance of general patrol duties. Its purpose is to train new officers so that each is prepared to function as a solo beat officer at the conclusion of their training cycle.

Experienced officers are selected as Field Training Officers (FTOs) to train police academy graduates over a six-month program. The FTOs serve as role models for new recruits and shape their behavior and understanding of NCPD's vision, philosophy, and operational processes. Field training officers have the dual responsibility of providing police service in their assigned beats while at the same time conducting training and evaluation for a new officer. The department currently has 15 qualified FTOs. The department's Training Division sergeant supervises the program. The FTO program supervisor must successfully complete a POST-approved Field Training Administrator's Course within one year of appointment to the position.

The responsibilities of the FTO Program supervisor include the following:

- Assignment of trainees to FTOs.
- Conduct FTO meetings.
- Maintain and ensure FTO/trainee performance evaluations are completed.
- Maintain, update, and issue the Field Training Manual to each trainee.
- Monitor individual FTO performance.
- Monitor overall FTO Program.
- Maintain liaison with FTO coordinators of other agencies.

- Maintain liaison with academy staff on recruit performance during the academy.
- Develop ongoing training for FTOs.

Having the Training Unit sergeant serve as the FTO Coordinator is unusual, but not completely outside of what is considered normal operating procedures. In most agencies studied by CPSM, the FTO coordinators are patrol sergeants, which makes it easier for them to observe trainees and FTOs on calls along with having more opportunities to ensure the needs of the FTOs and trainees are met. It is important that the FTO coordinator not only can observe the trainee during their FTO training, but to observe the FTOs' training techniques as well. Since the current FTO Coordinator has attended the POST FTP/SAC course and can act as the overall FTO coordinator administratively, CPSM recommends also appointing a patrol sergeant, as a collateral duty, to handle the operational aspects of observing the trainees and FTOs and being available to handle situations or problems that arise in the field.

Selection of Field Training Officers

In order to be considered and become a Field Training Officer, the officer must have a desire to become an FTO and train new officers, have a minimum of two years of experience with NCPD, possess a POST Basic Certificate, have demonstrated the ability to be a positive role model, pass a selection process, and receive a passing score on an evaluation by supervisors and current FTOs. All corporals by virtue of their rank at NCPD are used as FTOs; however, officers having the skills and aptitude necessary to fulfill the role can also be selected at the discretion of the Chief or Police.

FTO Training

All FTOs are required to attend and successfully complete a 40-hour POST-approved FTO class. In addition to the class, FTOs are required to complete an 8-hour CERT class for handling calls involving mental illness. Every three years as required by POST the FTOs must attend 24 hours of FTO update training. All active FTOs are currently compliant with POST requirements.

All qualified FTOs receive a 5 percent pay increase while working in the capacity of an FTO. Corporals who are also used as FTOs do not receive additional compensation when training new officers due to their pay by virtue of their rank.

CPSM also recommends that the FTO coordinator attend the annual National Association of Field Officers conference. The conference provides updates and new and emerging information related to the FTO program. For example, at this year's conference, they are highlighting course topics including De-escalation, 21st Century Policing, Communication, Remedial Training, Standardization, Interpersonal Skills, Emotional Intelligence, Instructor Development, Reducing Liability, and Program Defensibility.

Recruit Academy Training

All new recruits attend the San Diego Regional Training Academy, which is a California POST Basic Academy. It provides the minimum training requirements for California, and is a full-time, 888-hour (six months) intensive course. While the recruit is in the academy, the FTO coordinator will visit the recruit at the academy when time allows to monitor recruits' progress. Many agencies select the recruit's primary FTO at the beginning of the recruit's academy and expect monthly visits with the recruit by the primary FTO. This is wise because it enables the FTO and recruit to become more comfortable with each other; from the recruit's viewpoint, he/she is not getting into a police car with a complete stranger that first night of training. It also allows the FTO to monitor the recruit's progress and begin to identify potential training issues and ponder the

proper avenues of achieving success with the recruit in the training process. NCPD utilizes this concept, except instead of a FTO, it assigns a mentor officer to the recruit.

Field Training Program

The FTP introduces a newly assigned officer to the personnel, procedures, policies, and purposes of the department. The Field Training Officer (FTO) Manual is based upon the California POST Training Guide and was approved in 2018. The POST Field Training Program (FTP) model provides comprehensive guidelines and structured learning content to facilitate newly assigned police officers transitioning from an academic setting to field training where they gain hands-on experience that forms the foundation of their career.

The POST field training program regulations and POST-approved field training programs are intended to achieve the following goals:

- To produce a competent peace officer capable of working a uniformed, solo patrol assignment in a safe, skillful, productive, and professional manner.
- To provide standardized training to all newly assigned patrol officers in the practical application of learned information.
- To provide clear standards for rating and evaluation which give all trainees every reasonable opportunity to succeed.
- To enhance the professionalism, job skills, and ethical standards of California's law enforcement community.

The FTP is a 20-week program, beginning with a two-week orientation period. Each new officer is required to successfully complete a four-phase program in which each phase lasts four weeks. Trainees are rotated through different training officers during their four phases; however, that is dependent upon the availability of the FTOs. At the end of their training, each trainee has a two-week department familiarization in the various divisions within the department. Training can be shortened if the trainee is an experienced police officer (lateral), or training can be extended if the trainee needs additional time in any specific phase.

Trainees are assigned to specific FTOs based upon the needs of the individual trainees to help them overcome a specific deficiency. For example, if the trainee is struggling with officer safety, he/she will be placed with an officer who practices strong officer safety. Of course, as much as the department would like to assign trainees to specific FTOs, sometimes it is also based upon availability.

During the training phase, Daily Observation Reports (DORs) are completed and reviewed with the trainee at the end of every shift. All documentation of the Field Training Program is retained in the officer's training files and will consist of the following:

- Daily Trainee Performance Evaluations.
- End-of-phase evaluations.
- A Certificate of Completion certifying that the trainee has successfully completed the required number of hours of field training.

Once the trainee has successfully passed the FTO program, the trainee spends an additional two weeks in Community Services, Gang Enforcement, Investigations, and Homeless Outreach. This provides an opportunity for the trainee to understand those aspects of the department.

A review of the program by CPSM shows that it is a comprehensive program designed for the success of the trainee. Since 2019, the department has trained a total of 22 new officers, and only three have not passed the required training. That success is evident by an 86 percent pass rate of new officers out of the training program. The department is to be commended for its commitment to, and success of, its FTP.

FTO Meetings

According to the FTO Coordinator, the department tries to have semi-annual meetings with the FTOs. CPSM recommends that meetings be conducted quarterly to discuss the progress of trainees, discuss problems FTOs may be having with trainees, and provide additional training to the FTOs. Collective training input is important and integral part of the trainee's success.

FTO Policy

The department's policy regarding the Field Training Officer Program is covered under Policy Section 417. The policy is well-written and covers all aspects of the training, the department's expectations, and the trainee's goals.

After completing the FTO program, officers participate in regular in-service training provided to all sworn employees in the organization. The training is coordinated through the Training Unit. The Training Unit consists of a sergeant and one civilian employee under the direction of the Administrative lieutenant and Administrative captain.

Training is delivered through a variety of means. Some training is put on by staff who are instructors certified in specific areas. These classes follow outlines that are certified by the California Peace Officer Standards and Training (POST) organization. A significant portion of training consists of proficiency skills training required by POST. This training includes Arrest and Control, Firearms Driving, etc. POST certifies the training outlines and the instructors to teach mandated and optional training. The classes are scheduled at various times throughout the year and are tracked by the civilian training coordinator. Outside entities conduct other courses that officers may attend. Some of the training classes employees are sent to are POST certified, while other training is not necessarily certified. Outside vendor training areas often include specific technical areas such as homicide or gang investigations. Another training topic that is often contracted out is leadership development training for supervisors and managers. The department meets and exceeds all minimum requirements for training its officers. In addition, the employees of the NCPD have broad access to contemporary training in all areas of policing.

The training coordinator liaises with POST to ensure that the class outlines and instructors are certified. She also tracks attendance at training and training records for each officer. The coordinator ensures each officer meets the minimum required hours of training and that all state-mandated training is completed. She tracks each officer's progress toward meeting the POST-required training and produces a yearly report to determine what required training needs to be accomplished. The Training sergeant then devises the annual training schedule based on the report to meet the minimum requirements. The training coordinator monitors each officer's progress throughout the year and, when necessary, generates a report to show who may not be on schedule. When this does occur, the sergeant ensures the officer's chain of command is aware and that the officer attends the required training. This system appears to be comprehensive, ensuring all sworn staff meet their required training hours in specific areas.

Firearms Training

During the onsite visit, we discovered the training for firearms has been impacted by the closure of the department's indoor range. The range is in the basement of the police station and has

been closed for environmental reasons related to lead contamination. It has been closed for more than a year. Currently, the lead firearms instructor schedules all employees off-site on a rented range for their training and qualification shoots. The training occurs a minimum of four times per year. Not only is the closure an inconvenience, but it is a significant drain on staff time and takes officers off of the street and/or costs overtime. It is recommended that the city and department expedite the remediation of the range so they can resume training and qualifications in the police station.

FTO Recommendations:

- CPSM recommends appointing a patrol sergeant, as a collateral duty, to handle the operational aspects of observing the trainees and FTOs and being available to handle situations or problems that arise in the field. (Recommendation No. 81.)
- It is recommended that the FTO coordinator attend the annual National Association of Field Officers conference. (Recommendation No. 82.)
- CPSM recommends that meetings be conducted quarterly to discuss the progress of trainees, discuss problems FTOs may be having with trainees, and provide additional training to the FTOs. (Recommendation No. 83.)

Training Recommendation:

- The city and department should expedite the environmental remediation of the department's indoor firearms range to save rental fees of off-site ranges and to alleviate the need for staff to be taken off the street to travel to off-site ranges. (Recommendation No. 84.)

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SECTION 9. SUPPORT SERVICES DIVISION

COMMUNICATIONS

The Communication Center operates within the Administration Division under the direction of a captain. The Support Services manager oversees the unit and reports directly to the captain. The Communication manager has been working extensively on transitioning the department to a new CAD/RMS system, so, many of the suggestions made by CPSM in this section regarding policy, training, etc., are on her list to accomplish. Unfortunately, most of her time has been spent on managing the transition and ensuring the unit is at least operating at minimums.

The dispatcher is often the first point of contact for a citizen seeking assistance, thus 911 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 has a significant impact on the safety of citizens and officers alike. For crimes in progress, their work substantially affects the chances of apprehending criminals.

The dispatch/communications function is a vital component of an effective law enforcement department. 911/dispatch operators serve in two primary rolls: (1) answering 911 and non-emergency telephone calls, and (2) radio dispatch duties. The NCPD Communications Unit acts as the Public Safety Answering Point (PSAP) for all National City police and fire calls. Although the unit is the primary PSAP for 911 calls, when a call requires the fire department's assistance, the dispatchers transfer the call to fire dispatch.

Many jurisdictions have found that having one communications center dispatching both police and fire calls is essential to meet the challenges of public safety in today's complex environment. Almost all significant public safety events require cooperation and coordination between the police and fire departments. The combining of both police and fire dispatch should be given some consideration by the city, which would eliminate some duplication of effort. Dispatchers can be cross-trained to dispatch both police and fire calls. Obviously, if the city chooses to combine dispatch centers, additional personnel (dispatchers) would be required in the NCPD Communication Center.

Dispatcher Workload

Calls coming into the PD are routed via a phone tree; however, if the person calling presses the 0 option, they are transferred to dispatch. Dispatch then transfers those calls to the person whom the caller wishes to speak to. Also, after city hall closes a message may direct callers to the PD and thus dispatch. The department does not record quantifiable data on the number of calls received and transferred in dispatch from city hall. Having those calls rerouted to the dispatch center is problematic when the center is understaffed. The dispatch center's primary responsibility is the taking of calls for service (911/non-emergency) and dispatching of those calls to police officers. Most often due to staffing issues, the dispatch center is operating at minimum staffing, and as such, the two operators on duty must concentrate on their primary duties and should not be answering calls that need to be rerouted.

The department's phone tree does not allow a caller to leave a message for a particular officer even if the caller knows the officer's name. Those calls come to dispatch, which then must transfer the caller to the officer's voicemail. Again, with the dispatch center operating at minimum staffing the majority of the time, this becomes problematic. Most new phone systems in

local government enable the caller to identify the correct officer via the phone tree and then be transferred to that person's voicemail without ever having to speak to a live person. Although this may not be a huge problem at the NCPD, it does create additional work for the dispatchers. The department should determine if its current system can be upgraded to allow callers to identify the officer whom they want to leave a message for, and then have the call be transferred without having to speak to a live person.

Dispatch staff often serve as an important addition to the investigative effort for in-progress crimes or an active search for wanted suspects. As officers search for suspects in the field, dispatch staff may simultaneously search various computer databases and social media platforms for information that may be of value to the investigative effort. This can apply to missing persons as well.

During 2021, the department's dispatchers answered over more than 111,000 calls that came into the Communication Center, while also obtaining information to dispatch more than 67,438 calls for service. One can see that in and of itself, that is a strong workload; however, in addition to answering and dispatching those calls, the dispatchers also must enter vehicles in the system, answer requests from officers to run people for warrants, and many, many other associated duties. And while doing this work, they are operating at almost all times at minimum staffing, which is two people. The dispatchers are doing a tremendous amount of work operating in their current situation of being understaffed; this situation is not sustainable over the long term.

CAD/RMS

The department is currently using Central Square as a dispatch platform; however, in March 2022, the department will be transitioning to and going live with Tyler New World. Tyler New World is an easy-to-use dispatch platform for law enforcement, fire, and EMS. It's fully and seamlessly integrated with GIS mapping, mobile computing, records management, and provides the information and communication essential to accelerating and improving emergency responses. It prioritizes mission-critical data, which enables rapid decisions in situations where every second counts.

The Communication Center manager has done an outstanding job preparing the department for the transition to the new CAD/RMS platform, and it is expected to go live when expected.

Policies

A well-maintained, up-to-date policy manual is key to the ongoing success and safety of a law enforcement agency, its employees, and the community. Policies set expectations and procedures outline how the expectations will be met. Law enforcement is an ever-changing profession—new local, state, and federal regulations; updated case law; innovative technology; and dynamic industry standards mean that a solid law enforcement procedures manual must be updated continuously.

NCPD's Communication Center policies are covered in the department's standard operating procedures and in the unit's own policy and procedures. The unit's policies and procedures were last updated and revised in 2018. A review and revision of the policies is overdue. The department should review policies on an annual basis and revise where necessary based upon changing law or best practices. It was learned that the Communications manager will be working on updating and revising the existing manuals. CPSM recommends the updates be undertaken as expeditiously as possible.

Dispatch Staffing

Two Senior Dispatchers are supervisors in the communications unit; there are 10 dispatch positions and one part-time call taker. At present, the unit has two vacant dispatcher positions, and one dispatcher on extended medical leave. The supervisors must fill the vacant dispatcher positions.

The following table reflects all authorized (budgeted) staffing assigned to Communications as indicated above. It shows authorized positions, actual staffing, and vacancies.

TABLE 9-1: Dispatch/Communications Personnel

Position	Authorized	Actual	Vacant
Senior dispatchers	2	2	0
Recommended additional senior dispatchers	2	0	2
Dispatcher	10	8*	2
Recommended additional dispatchers	2	0	2
Part-time call taker/dispatcher	4	1	3
Total	20	11	9

Note: *Although there are currently 10 dispatchers, one is on extended medical leave with no estimated return date. There is also one dispatcher in training.

The position of 911/dispatch operator involves challenging and stressful duty. Virtually every agency studied by CPSM reports that it is a struggle to find qualified applicants who can complete the rigorous training program required to perform dispatcher duties. As in those other agencies, NCPD is not exempt from the problem as it has two vacant positions; however, those two vacancies represent 17 percent of authorized dispatcher staffing. In addition, when one considers the dispatcher who is on extended medical leave, the vacancy percentage increases to 25 percent. Now, with 25 percent of the positions unfilled, it becomes critical that the department fill the existing vacancies to avoid burning out the dispatchers.

CPSM learned that NCPD dispatch supervisors are also working supervisors, and at the time of the site visit they were actually filling two of the dispatcher positions. In many agencies, dispatch supervisors frequently and appropriately perform some routine dispatch and call-taker duties, especially during peak hours. However, oftentimes though when tasked with being a working supervisor or filling shift positions, this comes at the expense of them not being able to perform their roles as supervisors. Consideration should be given to ensuring that while the supervisors are filling shift positions, they also have adequate time allotted to perform their supervisory duties. Supervision is essential to maintain accountability and ensure responsibilities are being completed and being completed correctly.

As was discussed above, while their primary duties are to supervise operations, due to staffing shortages, supervisors are currently operating as dispatchers in order to meet minimum staffing needs. Not only does this impact their ability to perform a myriad of supervisory as well as associated administrative duties it, may undermine their supervisory authority among their subordinates who may tend to look at them as peers.

Even when the dispatch center is fully staffed, there will be no supervision on the night shift. Each of the two supervisors are assigned to either the A shift or B shift on days. Currently, the supervisor

for each shift is responsible for all dispatchers working on their shift. For example, the supervisor on A shift is responsible for all dispatchers on A shift regardless of whether they work the day or night shift.

Since there is no supervisor on the night shift, it was learned that when a supervisor is required, the Center must rely on a patrol supervisor to handle the issue or an off-duty supervisor will be called in. This situation may work well, until it doesn't. In essence, the night shift is working with only functional supervision and no direct supervision. This can become problematic in ensuring jobs are getting done correctly and in a timely manner. Although most likely the night shift personnel are excellent, trustworthy employees, there still must be someone in charge. Although there needs to be someone to provide direct supervision on the night shift, the size of NCPD's Communications Unit does not warrant adding two more supervisor positions. CPSM recommends reclassifying two of the night shift positions to a senior dispatcher position; these positions will then be able to provide direct supervision. As well, this action will create an additional career ladder position for the dispatchers.

As in other areas of the department, it is recommended the city offer a hiring bonus for lateral dispatchers who can begin work and almost immediately be effective dispatchers.

In almost all studies conducted by CPSM over the last two years, we have seen vacancies in departments' communications units because dispatching is a job that requires extensive training to become proficient. Many departments have hired back on a part-time basis retired dispatchers from their own department as well as retirees from other departments to fill the shifts that may be unfilled by vacancies. The advantage to using retired dispatchers is that they are already trained and can step in with very minimal disruption. CPSM would recommend the department build a cadre of part-time retired dispatchers to fill unfilled positions.

Work Schedules

At present, supervisors and dispatchers work a 12-hour shift schedule wherein they work three days one week and four days the next. The fourth day in that second week is a 10-hour day.

- Day Shift: 6:00 a.m.–6:00 p.m.
- Mid-watch Shift: Noon–10:00 p.m. (When overtime is signed up for).
- Night Shift: 6:00 p.m.–6:00 a.m.

The following table provides a graphic representation of the work schedule for personnel in the Communication Center.

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TABLE 9-2: Communications Unit Work Schedule

2022 SCHEDULE	NAME	TUE	WED	THUR	FRI	SAT	SUN	MON
SHIFT A-1 (B-1)	MAE	0600-1800	0600-1800	0600-1800	Team A 0600-1400	X	X	X
SHIFT B-1 (A-1)	STEVE	X	X	X	Team B 0600-1400	0600-1800	0600-1800	0600-1800
SHIFT B-2 (A-2)	YELMA	X	X	X	Team B 0600-1400	0600-1800	0600-1800	0600-1800
SHIFT A-2 (B-2)	MARIE	0600-1800	0600-1800	0600-1800	Team A 0600-1400	X	X	X
SHIFT D-1 (E-1)	EMMA	1800-0600	1800-0600	1800-0600	Team A 2200-0600	X	X	X
SHIFT E-1 (D-1)	AUDREY	X	X	X	Team B 2200-0600	1800-0600	1800-0600	1800-0600
SHIFT E-2 (D-2)	SHAWNA	X	X	X	Team B 2200-0600	1800-0600	1800-0600	1800-0600
SHIFT D-2 (E-2)	RUBEN	1800-0600	1800-0600	1800-0600	Team A 2200-0600	X	X	X
PART-TIME CALL TAKER	JENNIFER	X	X	X	X	X	1200-2200	1200-2200

In examining the data provided by the department regarding calls per hour and days of the week, it is noted that the highest call for service demand occurs from 10:00 a.m. to 8:00 p.m., Monday through Friday. Based upon that data, it is clear that the Communication Center deployment schedule (when midwatch shift is filled) in use at NCPD reasonably matches the call workload demand and call for service activity within the established shift parameters. However, CPSM would encourage the department to fill the third shift (midwatch shift) at all times. Without having the third shift (midwatch) filled, dispatchers are forced to eat their meals at the dispatch console. When they must use the restroom, they have to hurry so their counterpart is not left in dispatch alone for any extended time. In order to fill the midwatch shift to meet the call load demand, CPSM recommends an additional two dispatch positions be created for a total of 12 dispatcher positions.

Minimum Staffing

The department's minimum staffing objective is always to have two dispatchers on duty at any given time, but we suggest that during the hours of noon to 10:00 p.m. there should be three dispatchers working based upon the department's call load. However, due to the staffing shortages within the unit, the dispatchers elected to make the third shift optional to avoid the constant mandatory overtime on their days off that would be required to fill that third shift. Operating below shift minimums is a perilous road to go down for the department. It is important to note that as we discuss minimum staffing, it is just that, minimum, not optimal, as in this case.

There are two primary duties in dispatch centers; (1) radio dispatch, and (2) answering 911 emergency and general telephone calls. Best practices for a city of this size and call volume call for; (1) a dispatcher who is responsible for all radio communication between all police field units, (2) a call taker to manage all incoming calls, both 911 and general calls. However, based upon NCPD's call load, a third dispatcher is necessary between the hours of noon and 10:00 p.m. weeknights and 2:00 p.m. to midnight on the weekends. Although CPSM understands the unit's philosophy of meeting the needs and requests of the dispatchers without mandating employees work on the third shift, not doing so can affect the unit's efficiency. CPSM recommends the department reconsider filling the third shift with overtime until the unit becomes fully staffed.

Shift Rotation

Dispatchers bid shifts by department seniority and rotate shifts every six months. After the dispatcher bids a shift for the six-month deployment, on the next shift deployment that occurs they must rotate to the opposite shift (weekends on or weekends off). Every two years, the dispatcher must go to the opposite hours for one year (days to nights/nights to days), and then can return to the shift of their choosing.

In a unit of this size, the current shift rotation policy allows all dispatchers the opportunity to have weekends off (which is usually the most preferred option) and to work day shift (which is usually the most preferred option) for a period of time. If the unit didn't utilize this type of rotation policy and based shift bid entirely on seniority, the lowest dispatcher on the seniority list could be stuck always working weekends and night shifts.

911 Call Answering Efficiency

The purpose of the 911 phone line is to improve public safety by encouraging and facilitating the prompt deployment of a nationwide, seamless communications infrastructure for emergency services. According to the National Emergency Number Association (NENA), the national guideline says that 90 percent of 911 calls should be answered within 10 seconds; however, the State of California standard says that 95 percent of calls should be picked up within 15 seconds. Almost always, with some exceptions, when a person dials 911, people's lives or safety are at stake. Because of that, it is imperative that 911 centers, such as NCPD, meet the national standards for answering calls.

As can be seen in the following table, the Communication Center is well within the national standard for how quickly it answers 911 calls. With the exception of the one-hour period of 3:00 p.m. to 4:00 p.m., when the answering percentage is 94.71 percent, the call center answers the 911 line within 10 seconds more than 97 percent of the time. This is exceptional considering that NCPD communications is operating at minimum staffing most of the time. The dispatchers are to be commended for their efficiency in answering the 911 line.

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TABLE 9-3: 911 Call Answering Efficiency

Call Hour	≤ 10 Secs	≤ 15 Secs	≤ 20 Secs	≤ 40 Secs
00:00	98.73%	100.00%	100.00%	100.00%
01:00	100.00%	100.00%	100.00%	100.00%
02:00	97.83%	100.00%	100.00%	100.00%
03:00	100.00%	100.00%	100.00%	100.00%
04:00	100.00%	100.00%	100.00%	100.00%
05:00	100.00%	100.00%	100.00%	100.00%
06:00	98.67%	100.00%	100.00%	100.00%
07:00	98.86%	100.00%	100.00%	100.00%
08:00	100.00%	100.00%	100.00%	100.00%
09:00	98.44%	100.00%	100.00%	100.00%
10:00	100.00%	100.00%	100.00%	100.00%
11:00	98.62%	99.31%	99.31%	100.00%
12:00	98.73%	100.00%	100.00%	100.00%
13:00	98.81%	100.00%	100.00%	100.00%
14:00	97.24%	98.34%	98.34%	98.90%
15:00	94.71%	96.63%	98.08%	100.00%
16:00	99.44%	99.44%	99.44%	100.00%
17:00	98.29%	98.86%	99.43%	100.00%
18:00	96.45%	98.82%	99.41%	100.00%
19:00	98.82%	99.41%	99.41%	100.00%
20:00	96.63%	97.75%	97.75%	100.00%
21:00	99.25%	99.25%	100.00%	100.00%
22:00	99.03%	100.00%	100.00%	100.00%
23:00	98.61%	98.61%	98.61%	100.00%
	98.30%	99.20%	99.41%	99.93%

Source: National City PD 2019.

High-priority Calls

All police departments prioritize calls for service based upon the seriousness of the call. In the NCPD the highest priority calls are referred to as Priority 1 calls. While a department's definition of a Priority 1 call may vary from agency to agency, such calls should include those involving life safety and in-progress crimes. For such calls, citizens expect and demand that their police department be adequately staffed and prepared to respond in a timely fashion. While the data section in this report contains considerable information concerning response times to all priorities of calls for service, here we will focus on the highest priority of calls for service.

The computer-aided dispatch (CAD) system has been programed to assign priorities to calls based upon the nature of the call. The department has assigned calls as Priority 1 through Priority 5, with priority 1 as the highest priority. Best practices are to always review the assigned priorities for relevancy and community expectations.

Calls coming in from the public are assigned as Priority 1 through Priority 4, with Priority 1 being highest. The following describes those prioritizations:

Priority 1 Call:

- A life-and-death emergency. Officers respond with lights and sirens.
- Subject down and not breathing.
- Medical emergency where officer can give medical aid before paramedics can respond (gun shot or stabbing victim).
- A traffic collision where there are confirmed injuries or the caller is unsure of injuries.

Priority 2 Call:

- Calls of crimes that are in progress or have just occurred and there is a chance of catching the suspect.
- Calls of suspicious people/circumstances or disturbances.

Priority 3 Call:

- Report calls where a crime has already occurred and a police report needs to be taken.

Priority 4 Call:

- Non-emergency type call.

The following table shows the average response time to Priority 1 calls as well as all other calls (all other priorities). It must be noted that the response time to a call begins when the first keystroke is entered into the CAD (computer-aided dispatch) call screen by the 911 operator. This begins what we refer to as the “dispatch” period. The “dispatch” period ends when a patrol unit is assigned to the call, at which time the “travel” period begins. When the patrol unit arrives at the scene of the call, the “travel” period ends and the “response time” (dispatch plus travel) is calculated.

As can be seen in the table the NCPD dispatch delay for high-priority calls of 2.1 minutes represents 39.6 percent of the total response time of 5.3 minutes experienced in National City. This is very good considering the communications unit is understaffed. In life safety and in-progress crime calls, every second can count, so attempts to reduce this number are warranted. However, NCPD is to be commended for its dispatch time and response time to Priority 1 calls.

TABLE 9-4: Average and 90th Percentile Response Times, by Priority

Priority	Time in Minutes			Calls	90th Percentile, Minutes
	Dispatch	Travel	Response		
P1 EMERGENCY	2.1	3.2	5.3	693	8.4
P2 URGENT	5.0	4.3	9.3	3,768	17.0
P3 SERIOUS	15.9	5.4	21.3	6,105	49.0
P4 NON-URGENT	31.1	7.2	38.3	3,319	101.6
P5 SELF-INITIATED/OTHER	29.2	6.1	35.4	804	98.5
Total	16.6	5.5	22.1	14,689	58.3
Injury accident	5.3	3.6	9.0	126	14.8

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

TABLE 9-5: Average Response Time Components, by Category

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	6.6	3.7	10.3	124	6.4	4.2	10.5	127
Alarm	6.0	4.4	10.4	139	7.1	4.1	11.2	177
Animal	10.3	5.2	15.4	22	16.0	5.2	21.2	28
Assist other agency	6.3	3.0	9.2	58	5.2	4.0	9.3	73
Check	12.6	4.6	17.2	206	13.5	5.1	18.6	291
Crime-person	10.0	5.3	15.3	198	13.7	5.8	19.5	256
Crime-property	21.0	7.8	28.9	358	21.5	7.9	29.4	377
Disturbance	16.3	4.5	20.8	514	16.1	4.5	20.6	620
Follow-up	23.2	3.4	26.6	18	27.2	8.0	35.1	28
Investigation	17.8	7.7	25.5	85	23.0	8.5	31.5	72
Miscellaneous	15.1	6.3	21.4	89	15.2	6.1	21.3	86
Suspicious incident	14.7	4.2	18.9	187	11.5	3.9	15.5	241
Traffic enforcement	31.7	5.0	36.7	61	25.8	7.2	33.1	69
Violation	17.7	4.0	21.8	64	16.6	4.2	20.7	57
Total Average	15.0	5.2	20.2	2,123	15.0	5.4	20.4	2,502

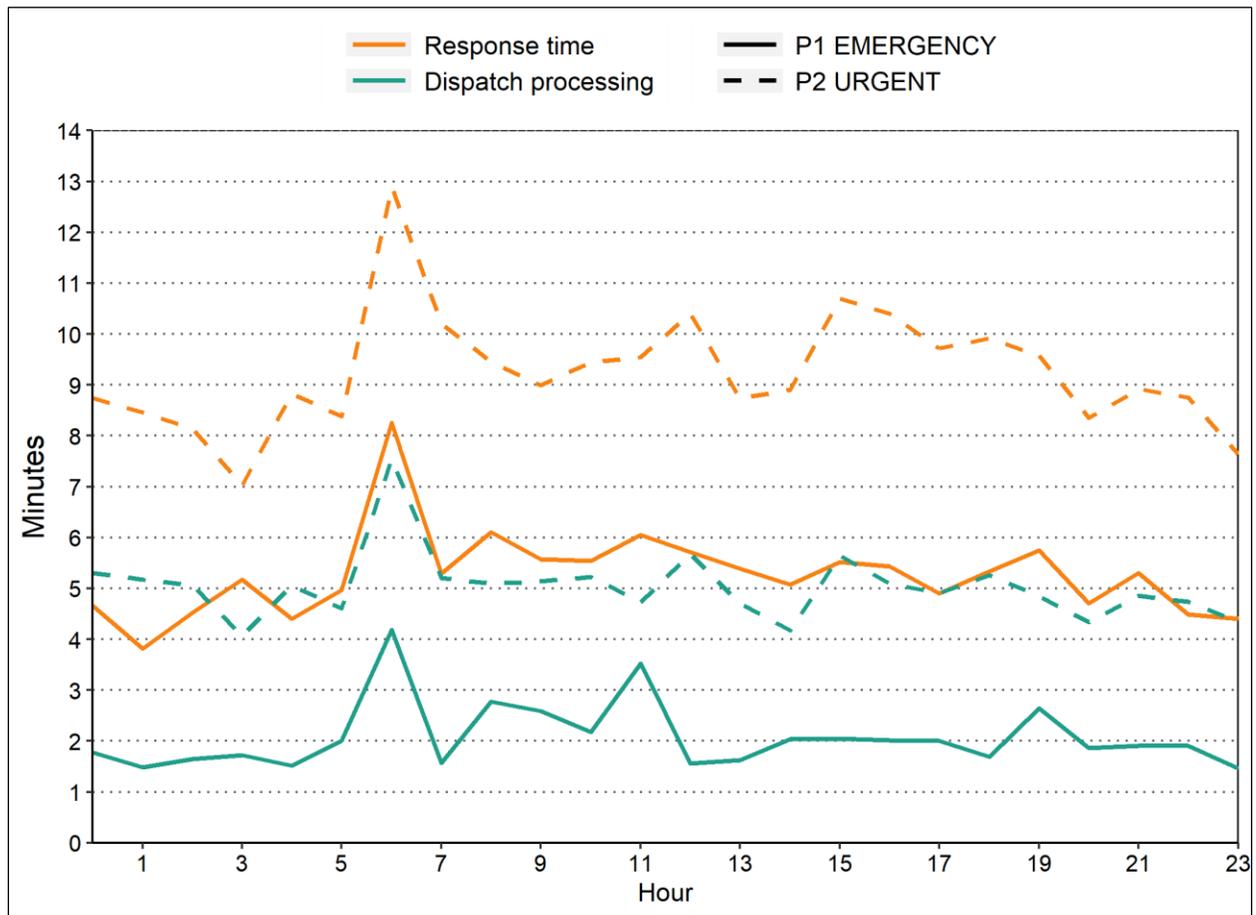
Note: The total average is weighted according to the number of calls per category.

Observations:

- In winter, the average response time for most categories was between 9 minutes and 24 minutes.
- In winter, the average response time was as short as 9 minutes (for assists) and as long as 25 minutes (for investigations).
- In summer, the average response time for most categories was between 9 minutes and 26 minutes.
- In summer, the average response time was as short as 9 minutes (for assist) and as long as 31 minutes (for investigation).
- The average response time for crimes was 24 minutes in winter and 25 minutes in summer.

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FIGURE 9-1: Average Response and Dispatch Processing Times for High-priority Calls, by Hour



Observations:

- The average response time was 5.3 minutes for P1 calls and 9.3 minutes for P2 calls. This was lower than the overall average of 22.1 minutes for all calls.
- The average dispatch delay was 2.1 minutes for P1 calls and 5.0 minutes for P2 calls. This was lower than 16.6 minutes overall.
- For P1 calls, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 8.3 minutes.
- For P2 calls, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 12.9 minutes.
- For P1 calls, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 3.8 minutes.
- For P2 calls, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 7.0 minutes.

Dispatcher Training

The unit has a robust training manual and training program for new hires. At the current time, NCPD has only one dispatcher trained in “tactical dispatching.” A law enforcement agency may find it necessary to send a dispatcher into field situations to staff communications vehicles for a variety of events. Tactical dispatchers respond directly to the scene of critical incidents such as hostage situations, suicidal subjects, and high-risk warrants with the deployment of the SWAT and crisis negotiation teams. Tactical dispatchers are primarily responsible for providing accurate and timely documentation, tracking resource status, and handling all communications regarding the event. The tactical dispatcher is responsible for on-scene communications for SWAT or other large-scale incidents where Incident Command is being utilized. CPSM recommends sending at least several additional dispatchers to tactical dispatcher training once the unit is fully staffed. It was learned during the site visit that NCPD plans to send several dispatchers to this training as soon as staffing allows.

Quality Control Audits

Periodic reviews of random tape-recorded phone calls and radio dispatched calls handled by each 911 dispatcher or call taker is important to ensure quality control and helps to identify training and/or performance issues. An audit involves a review of tape-recorded conversations between the parties, timeliness of dispatch of the call, etc. This is an important aspect of managing a 911/dispatch operation. Monitoring communication calls for service can also assist in identifying troublesome areas that specific employees may have and provides an opportunity to correct that individual employee's deficiencies.

Every QAP should adhere to the following four principle objectives necessary for achievement of a credible quality assurance program:

- Ensure that employees understand their duties.
- Measure and evaluate employee compliance relevant to their duties.
- Thoroughly review the effects of compliance, evaluating effectiveness, accuracy, and safety.
- Make the necessary changes and assure subsequent improvements in compliance through continuing education and feedback to both the employee and the supervisor.

NCPD has a policy and procedure on Quality Assurance Monitoring which appears to be outdated; the Communication manager confirmed this status. She also said that she does not know where the policy is located within the department's policy and procedure manual. CPSM recommends that the policy be updated and included in the department's policy and procedure manual. The policy should provide clear direction regarding the purpose of the policy, the use of the policy, and specific measures to be reached. With the supervisors who are tasked with conducting the audits currently working a shift because of shortages, the quality assurance monitoring is most likely not getting done.

Psychological Debriefing

Public safety dispatchers play a vital role in the delivery of law enforcement services, functioning as a nexus between the community, law enforcement, allied agencies, and public safety field personnel. Their role is largely one of information processing, obtaining, evaluating, and disseminating information regarding crimes, emergencies, and requests for public safety services. This information is often critical to the safety of both the public and law enforcement

personnel. The conditions under which this role is carried out are often quite demanding with respect to both cognitive and noncognitive skills and qualities.

It is important to keep the unit's dispatchers mentally healthy because (1) Serious consequences of error; provide information, make decisions, and perform duties that may be critical to the safety of the public and field officers, (2) Deal with tragic and unpleasant situations, (3) Alternate between periods of high activity and low activity, and (4) Function in a reactive mode; not able to choose calls/situations to be handled or know ahead of time what the situation will be.

Dispatchers take on increasing numbers of tragic 911 calls and are just as vulnerable to PTSD as their sworn officer counterparts. According to the Association of Public Safety Communications Officers, public safety communicators suffer from mental health problems such as post-traumatic stress disorder, depression, anxiety and a raft of other conditions brought on by the horrendous things they hear over the phone and the radio.

The Communication Unit's policy describes an employee's access to either peer support or the city's Employee Assistance Program (EAP) if the employee is having personal or professional problems. However, since dispatchers may need professional counseling or support from a clinical psychologist specific to the stressors of their position, CPSM recommends that all dispatchers and call takers be required once a year to meet with a mental health professional for debriefing.

Communications Recommendations:

- The city should consider combining police and fire dispatch centers to avoid duplication of work, save costs, and provide better coordination on major incidents. (Recommendation No. 85.)
- It is recommended that lines from city hall be transferred elsewhere in the city until such time that dispatch is fully staffed. (Recommendation No. 86.)
- The department should determine if its current phone system can be upgraded to allow callers to identify the officer whom they want to leave a message for, and then be transferred to an officer's voicemail without having to speak to a dispatcher. (Recommendation No. 87.)
- As the Communication Center's policies have not been reviewed or revised since 2018, it is recommended that NCPD begin a review and revision of these policies as expeditiously as possible. (Recommendation No. 88.)
- The vacant dispatcher positions should be filled as quickly as possible. (Recommendation No. 89.)
- CPSM recommends reclassifying two of the dispatch positions to senior dispatcher in order to have direct supervision on the night shift. (Recommendation No. 90.)
- CPSM would recommend the department build a cadre of part-time retired dispatchers to fill shifts when needed. (Recommendation No. 91.)
- In order to fill the midwatch shift, which is necessary based on call load, CPSM recommends an additional two dispatcher positions be created for a total of 12 dispatcher positions. (Recommendation No. 92.)
- CPSM recommends sending at least several additional dispatchers to tactical dispatcher training once the unit is fully staffed. (Recommendation No. 93.)

- CPSM recommends that the quality assurance monitoring policy be updated and included in the department's policy and procedure manual. (Recommendation No. 94.)
- CPSM recommends that all dispatchers and call takers be required once a year to meet with a mental health professional for debriefing. (Recommendation No. 95.)

RECORDS UNIT

Records Work Schedule, Staffing, and Public Access

The Records Unit falls under the Police Services Manager, who reports to the Administrative Division captain. The unit is supervised by a supervisor and staffed by five full-time records clerks. The five clerks work a four-day 10-hour workweek schedule with four working on Mondays and one working on Friday.

The Records Unit is open to internal customers from 6:30 a.m. to 5:00 p.m., Monday through Friday. The unit is open to the public Monday through Thursday from 8:00 a.m. to 5:00 p.m. The following table reflects the Records Unit's staffing and hours of accessibility.

TABLE 9-6: Records Unit Staffing and Accessibility

	Monday	Tuesday	Wednesday	Thursday	Friday
Staffing	4 clerks	4 clerks	4 clerks	4 clerks	1 clerk
Accessibility: Internal	Open	Open	Open	Open	Open
Accessibility: Public	Open	Open	Open	Open	Closed

This schedule appears to be in line with other units throughout the department and aligns with the increased workflow for Records on Mondays following the weekend. It seems the staffing model is the reason for the public hours and the closure to the public on Fridays. CPSM has found modified work schedules have become routine in police departments we have studied. Changes often occur in these schedules over time and sometimes to the detriment of public accessibility. CPSM recommends an internal review of the workload and schedule of the Records Unit to determine if the schedule can be modified to allow for the Unit to be open and accessible to the public on Fridays.

Workload Demand

The NCPD Records Unit, like most police records units, processes a great deal of the workflow for the agency. The processes handled by the Records Unit include, but are not limited to, the following:

- Processing in-custody arrest packages for court.
- Processing all departmental reports after supervisors approve them.
- Processing subpoenas.
- Registering sex offenders.
- Registering arson offenders.

- Processing all citations (criminal, civil, traffic, and parking).
- Processing public records requests.
- Redacting for public records.
- Accepting and processing fees from the public.
- Scanning and filing vehicle inspection logs.
- Processing vehicle repossessions.
- Actin as back-up for other administrative processes throughout the department.
- Approving each RPPA entry.
- Filing all in-custody reports and evidence electronically in Evidence.Com.
- Processing and delivering all department mail, including twice-daily mail runs.
- Records checks for internal and external customers.
- Firearm system entries.
- Reviewing and processing lab reports.

Many of the processes handled by the Records Unit are normal police processes and are being conducted routinely, efficiently, and effectively. A few processes identified during our site visit could use further review or changes to maximize efficiency and effectiveness.

The Records Unit receives handwritten vehicle inspection forms daily from every officer who drives a marked unit. The clerks scan and file each paper form. These daily vehicle inspections date back many years and are designed to ensure vehicles are correctly maintained for safe and efficient operation. Many police departments have eliminated this type of form, incorporating a check-off list in their CAD system or eliminating the process. The current forms, in aggregate, take an excessive amount of time to complete and process. CPSM recommends modifying the process to a digital process requiring only one touch or eliminating the process.

Another process in need of improvement in the Records Unit is the processing of parking citations. Several years ago, the Parking Enforcement Unit was moved from the police department to a different department in the city. The Parking Enforcement Unit writes thousands of citations and processes them electronically through a third-party system. However, the NCPD traffic officers still write out paper parking tickets that are processed and filed through the Records Unit. The processing of parking citations electronically elsewhere in the city and by paper in the police department is inefficient and causes public confusion. If the police department continues to write parking tickets, the tickets should be issued using the same electronic system and processed by the same third-party vendor. Records should not be processing and filing paper copies of thousands of citations every year while a third party processes the Parking Enforcement Unit citations.

Records clerks routinely perform criminal records checks for officers and detectives. The department has in place a paper-based system for an officer or detective to request a criminal history check on a case. The officer or detective fills out the form, prints the report, attaches the request form, and sends it to Records via interoffice mail. Records processes the request, prints the results, and sends the packet back to the officer. With all of the advancements in technology and computers now available throughout the department and in patrol cars, with minimal training the officers and detectives can perform these checks.

The department-wide workflow for police reports should be evaluated in detail for process improvement. Several units visited during the CPSM site visit did not understand the workflow, and there appears to be inefficiencies and duplicated efforts built into the process. For example, the Investigations sergeant reviews reports that do not require follow-up. Reports are routinely sent to the Investigations sergeant unnecessarily by the settings in the records management system. The Investigations sergeant and records clerks spend excessive time reviewing reports that should be automatically sent or assigned elsewhere. For another example, the records clerks pull reports with suspects identified, print the reports, and send them to detectives for review. The Investigations sergeant also reviews these cases and assigns detectives electronically. There does not appear to be any need for the reports to be pulled and printed by Records.

There are some unnecessary and redundant steps in the process. It appears the overall flow was created many years ago, and small changes have taken place throughout the years for specific reasons in particular areas and implemented by unit managers for the benefit of individual units. The cumulative effect of these changes appears to be unintended system-wide inefficiencies and conflicts. CPSM recommends an internal PD committee examine each workflow step through a process mapping system. A committee member (internal employee or contract) should be experienced in process mapping to produce a system-wide map of all the workflow involved in reports from initial intake to prosecution. This process will identify steps that can be eliminated and procedures that can be automated to save significant amounts of staff time.

Records Management System

The NCPD uses a county-wide records management system, Net RMS. Net RMS is in the process of being upgraded to a new version called NICHE. NICHE will not be live until sometime in 2023. The NET RMS system is used department-wide for initial reports, investigative reports, and data collection. The new NICE system reportedly will have many valuable upgrades that enhance the user experience, improve workflow, and enhance data collection.

Records Recommendations:

- CPSM recommends an internal review of the workload and schedule of the Records Unit to determine if the schedule can be modified to allow for the Unit to be open and accessible to the public on Fridays. (Recommendation No. 96.)
- CPSM recommends an internal review of the daily patrol vehicle inspection process, form, and routing of the form. The inspection form, if necessary, should be completed electronically, and consideration should be given to not involving Records in this process. (Recommendation No. 97.)
- CPSM recommends the department and city collaborate to move the police department to the same electronic parking ticket system and vendor used by the city. Records should not be processing and filing paper copies of thousands of parking citations while a third-party electronic process is in place elsewhere in the city. (Recommendation No. 98.)
- The department should review the need for Records to be routinely running record checks and printing rap sheets for officers and detectives. With minimal training, officers and detectives can queries and print rap sheets. (Recommendation No. 99.)
- The department-wide workflow for police reports should be evaluated in detail for process improvement. If necessary, a professional experienced in process mapping can assist in

mapping the process for improvement. The current system has inefficiencies, duplication, and lack of automation. (Recommendation No. 100.)

- Consider adding a position to the Records Unit to handle the processing of PRAs. (Recommendation No. 101.)

CRIME ANALYSIS

One Crime Analyst perform the crime analysis function; the analyst processes detective, supervisor, and command staff requests. Based on our interview of the analyst, it is apparent the majority of her work is reactive. There are very few reports, queries, or other intelligence work initiated by the analyst. Also, the analyst has inherited additional administrative duties unrelated to the crime analysis function, which hinders her ability to be proactive. The primary responsibility inherited by the Crime Analyst is the processing of and coordinating many Public Records Act (PRA) requests. For example, in 2020, the analyst reviewed, coordinated, processed, and/or redacted 94 separate PRA request. Some of these PRA requests involved thousands of records that needed to be redacted. CPSM recommends reassigning the PRA function from the crime analyst and moving the responsibilities elsewhere in the department, possibly to Records.

Moving the PRA function to Records would likely require hiring an additional person for the Records Unit. However, the function is more appropriate for the Records Unit. The Records manager is the department's custodian of all records and would supervise this function, given adequate staffing. The assignment of the PRA tasks to the crime analyst has been at the expense of the department's ability to utilize modern data-driven metrics to deploy resources to fight crime.

The analyst's role is to proactively analyze crimes, review reports, look for repeat or serial offenders, and provide frequent intelligence for managers and supervisors to deploy resources effectively. The department does not hold regular meetings that focus on crime numbers, traffic collisions, or operational information that would have an impact on strategy. Sometimes police departments refer to these meetings as Compstat or crime suppression meetings. The reason there are no regular crime meetings may tie into the lack of the necessary tools to analyze crime and other data in detail. Given the proper time, a crime analyst can provide the information needed to have impactful crime reduction strategy meetings. CPSM recommends the department assign a captain to research what other agencies are doing and then develop and manage a crime reduction strategy that includes actionable intelligence and regularly scheduled meetings for the command staff to examine the data and devise solutions. Other assignments can be made, but it is essential to have consistent involvement from a department executive to get organizational buy-in.

Crime Analyst Recommendations:

- Reassign the crime analyst's administrative duties that are unrelated to a crime analysis or intelligence-related function, particularly the PRA requests. (Recommendation No. 102.)
- Assign a captain to research and develop an ongoing crime suppression strategy. The strategy should include working with the crime analyst to create meaningful reports and other data to develop strategies to reduce crime and traffic collisions in National City. (Recommendation No. 103.)

SECTION 10. SUMMARY

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

CPSM recognizes that the recommendations, especially those involving added personnel, come at a significant cost. Please be assured that these recommendations were not made lightly, but with significant consideration regarding the 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 NCPD choose to do so, may in some cases take months or perhaps much longer. We would encourage the department leadership to work with the Chief on identifying those recommendations that are most critical. As well, 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 operational assessment, readers are encouraged to review the data analysis report in its entirety.

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SECTION 11. DATA ANALYSIS

This data analysis on police patrol operations for the National City 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 recorded by the department's computer-aided dispatch (CAD) system.

The COVID-19 pandemic and its related lockdowns affected 2020 call volumes and all law enforcement agency workloads. For this reason, CPSM collected data for 2019 and 2020, but focused its analysis on 2019's data. Appendix C displays an analysis of workloads and deployed personnel for the 2020 calendar year. The majority of the first section of the report, concluding with Table 11-11, 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, 2019, or winter, and the second period is from July 7 through August 31, 2019, 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 test records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based upon its description.
 - We indicate whether the call is "zero time on scene" (i.e., 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 unit 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 National City's dispatch data. We made assumptions and decisions to address these issues.

- 1,003 events (about 4 percent) involved patrol units spending zero time on scene.
- One call lacked accurate busy times. We excluded this call when evaluating busy times and work hours.

- The computer-aided dispatch (CAD) system used approximately 205 different event descriptions, which we condensed into 20 categories for our tables and 12 categories for our figures (shown in Chart 11-1). Table 11-20 in the appendix shows how each call description was categorized.

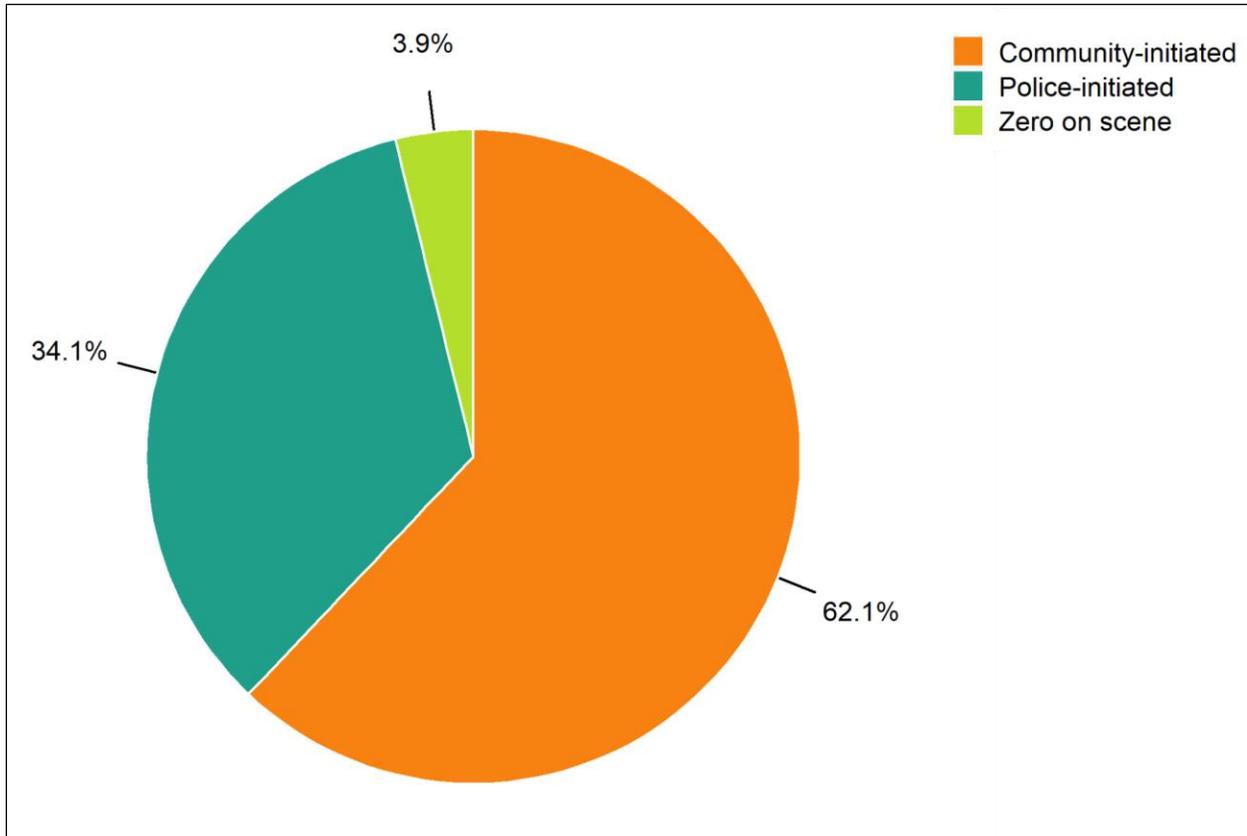
Between January 1, 2019, and December 31, 2019, the communications center recorded approximately 26,043 events involving a responding patrol unit. When measured daily, the department was dispatched to an average of 71 patrol-related events per day, approximately 4 percent of which (3 per day) had fewer 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 11-1: Event Descriptions for Tables and Figures

Table Category	Figure Category	Common Call Descriptions
Alarm	Alarm	459A AUDIBLE BURG ALARM; 211A ROBBERY ALARM; 459S SILENT BURG ALARM
Assist	Assist other agency	ASSIST OTHER AGENCY; MEDICAL; FIRE OTHER
Check	Check	CHECK THE WELFARE; CITIZEN FLAG
Crime	Crime-person	242 BATTERY; 415 DV-VIOLENT; 242R BATTERY REPORT
Crime	Crime-property	488R PETTY THEFT REPORT; 594R VANDALISM/MAL MISCHIEF RT; 10851 REPORT
Directed patrol	Directed patrol	EXTRA PATROL; 11-86 SPECIAL DETAIL; PRESERVE THE PEACE
Disturbance	Disturbance	415 SUBJECT; 415 REFUSING TO LEAVE; 5150 MENTAL SUBJECT
General noncriminal	Animal	ANIMAL VICIOUS/INJURED/SICK; ANIMAL ROUTINE; ANIMAL AT LARGE
General noncriminal	Follow up	FOLLOW-UP
General noncriminal	Miscellaneous	SELF INITIATED; HAZARD; MISCELLANEOUS
Investigation	Investigation	11-50 FIELD INTERVIEW; MISSING PERSON; UNKNOWN PROBLEM
Out of service	Out of service-admin.	TRAINING/TEST
Suspicious	Suspicious incident	SUSPICIOUS SUBJECT; SUSPICIOUS CIRCUMSTANCES; 11-8 PERSON DOWN
Traffic	Accident	11-82 ACCIDENT NON-INJURY; 11-83 ACCIDENT NO DETAIL; 20002R HIT & RUN NON-INJ RT
Traffic	Traffic enforcement	PARKING COMPLAINT; 11-88 STALLED VEHICLE; 23103 RECKLESS DRIVER
Traffic	Traffic stop	TRAFFIC STOP
Violation	Violation	602 TRESPASSING; IMPOUND PD; 602R TRESPASSING REPORT

FIGURE 11-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 26,043 events.

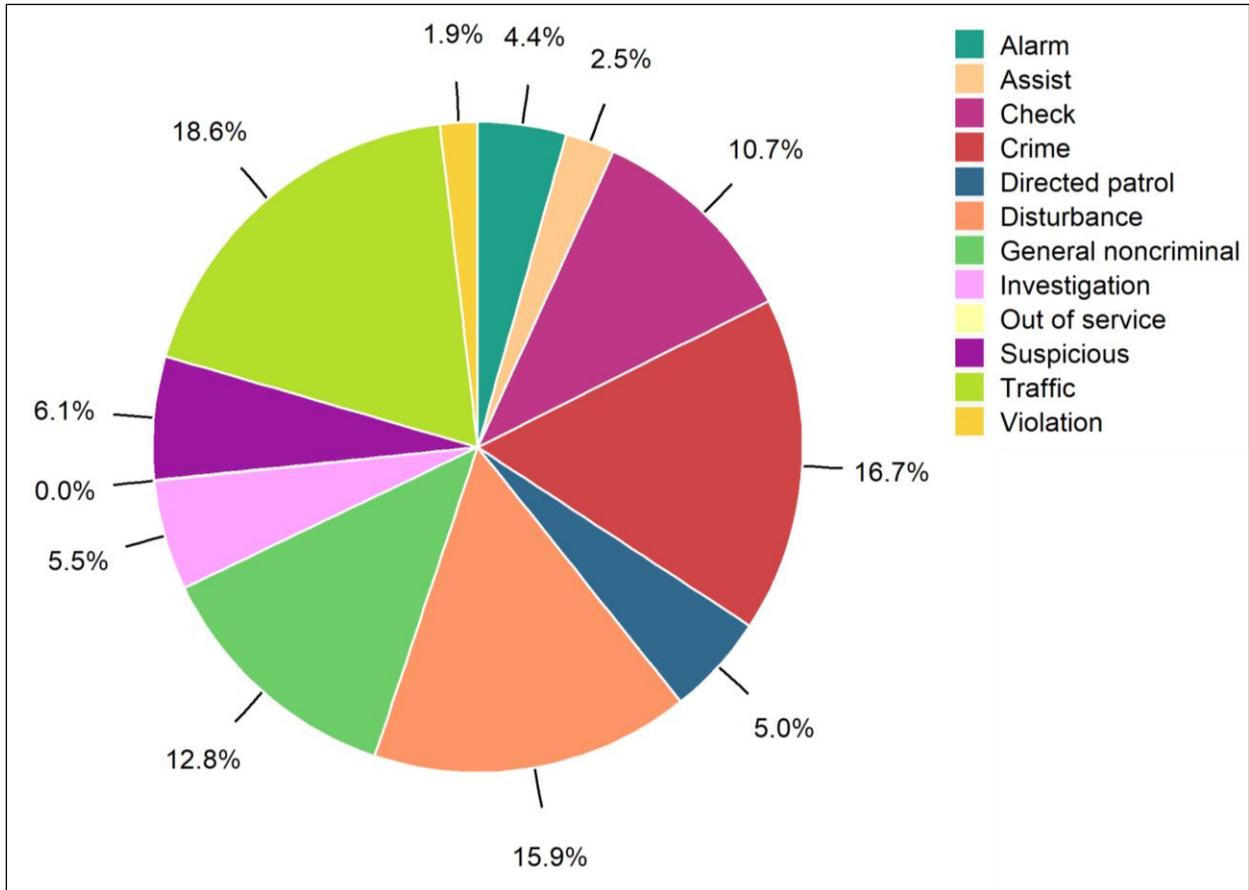
TABLE 11-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	16,163	44.3
Police-initiated	8,877	24.3
Zero on scene	1,003	2.7
Total	26,043	71.4

Observations:

- 4 percent of the events had zero time on scene.
- 34 percent of all events were police-initiated.
- 62 percent of all events were community-initiated.
- There was an average of 71 events per day or 3.0 per hour.

FIGURE 11-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 11-1.

TABLE 11-2: Events per Day, by Category

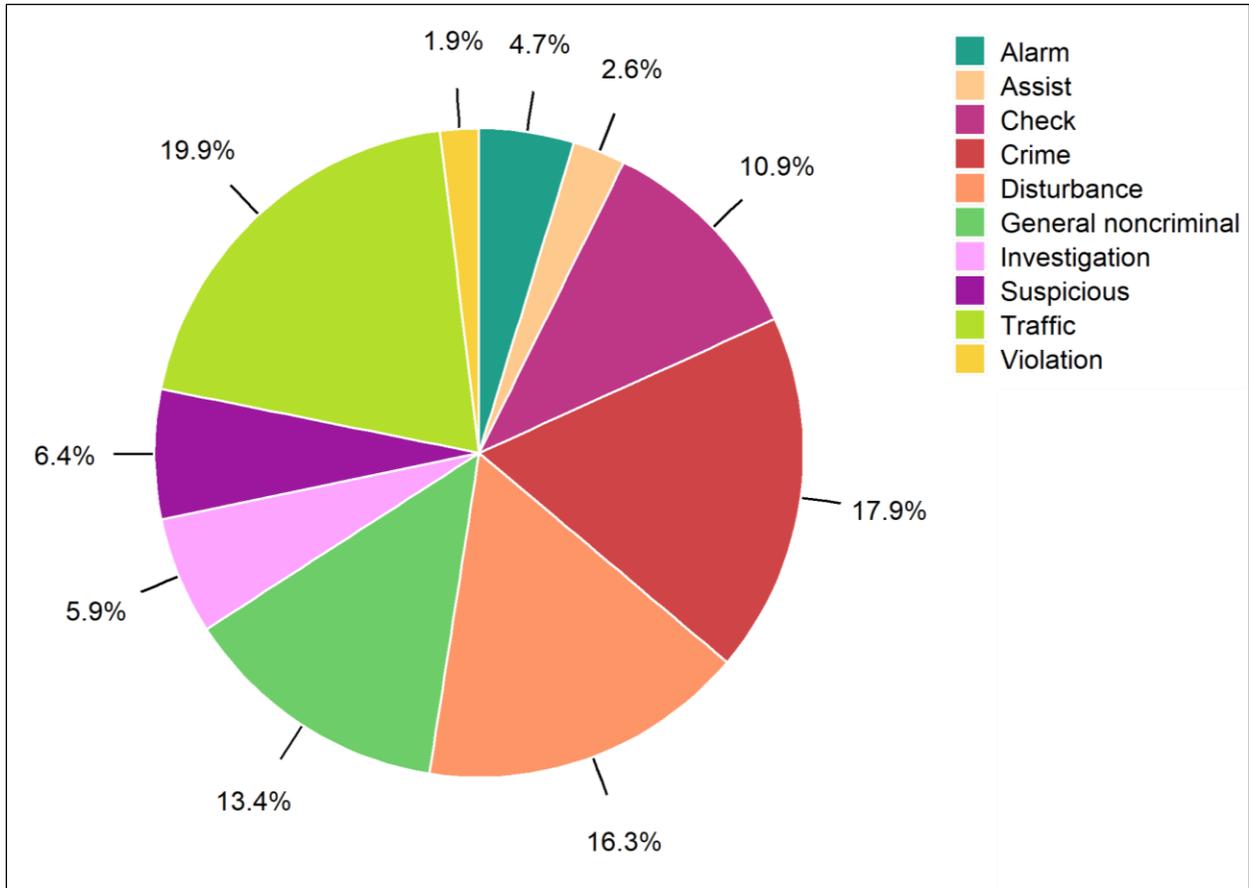
Category	No. of Events	Events per Day
Accident	1,147	3.1
Alarm	1,145	3.1
Animal	186	0.5
Assist other agency	639	1.8
Check	2,796	7.7
Crime-person	1,691	4.6
Crime-property	2,646	7.2
Directed patrol	1,311	3.6
Disturbance	4,130	11.3
Follow-up	1,102	3.0
Investigation	1,422	3.9
Miscellaneous	2,034	5.6
Out of service-administrative	8	0.0
Suspicious incident	1,597	4.4
Traffic enforcement	756	2.1
Traffic stop	2,947	8.1
Violation	486	1.3
Total	26,043	71.4

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

Observations:

- The top three categories accounted for 51 percent of events.
 - 19 percent of events were traffic-related.
 - 17 percent of events were crimes.
 - 16 percent of events were disturbances.

FIGURE 11-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 11-1.

TABLE 11-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	1,125	3.1
Alarm	1,124	3.1
Animal	177	0.5
Assist other agency	625	1.7
Check	2,586	7.1
Crime-person	1,658	4.5
Crime-property	2,607	7.1
Disturbance	3,874	10.6
Follow-up	1,066	2.9
Investigation	1,392	3.8
Miscellaneous	1,947	5.3
Suspicious incident	1,532	4.2
Traffic enforcement	671	1.8
Traffic stop	2,936	8.0
Violation	463	1.3
Total	23,783	65.2

Note: The focus here is on recorded calls rather than recorded events. We removed 1,003 events with zero time on scene, 1,250 directed patrol events, and 7 out-of-service activities.

Observations:

- On average, there were 65.2 calls per day, or 2.7 per hour.
- The top three categories accounted for 54 percent of calls:
 - 20 percent of calls were traffic-related.
 - 18 percent of calls were crimes.
 - 16 percent of calls were disturbances.

FIGURE 11-4: Calls per Day, by Initiator and Month

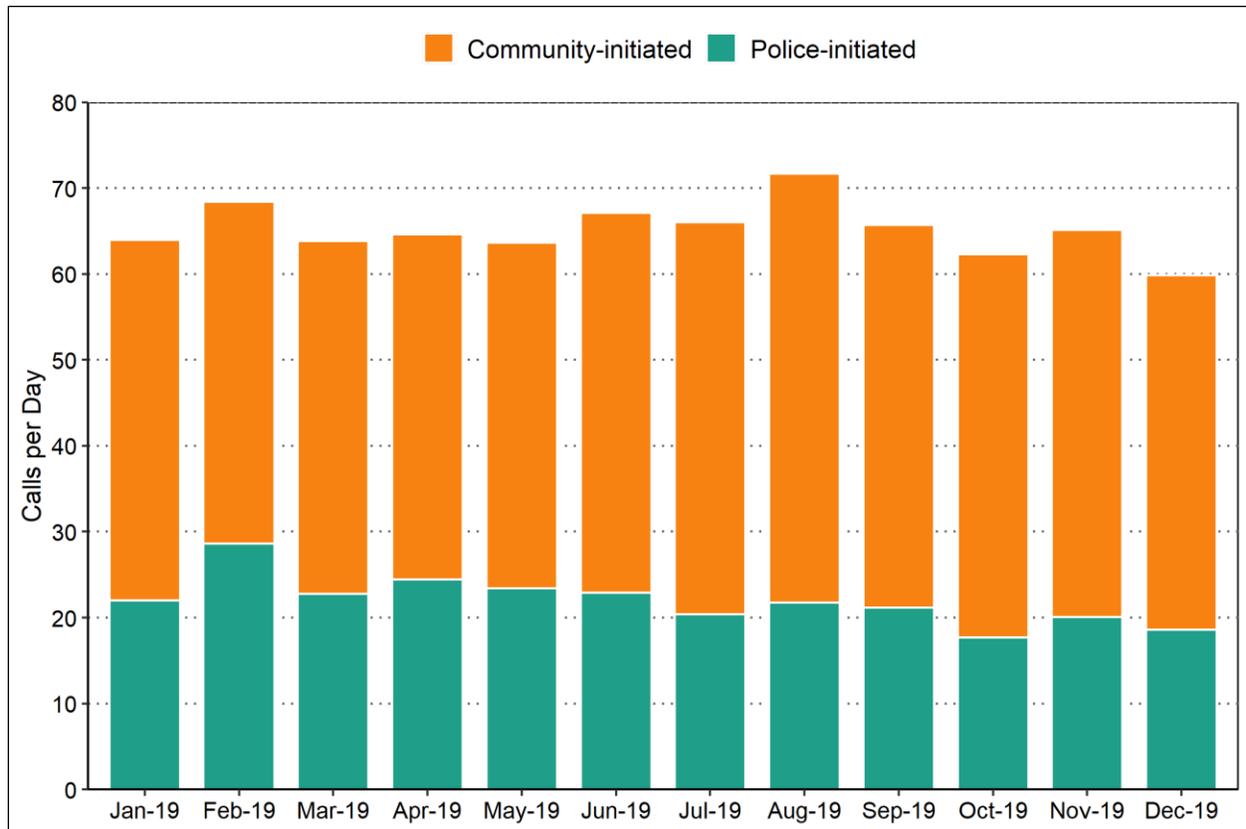


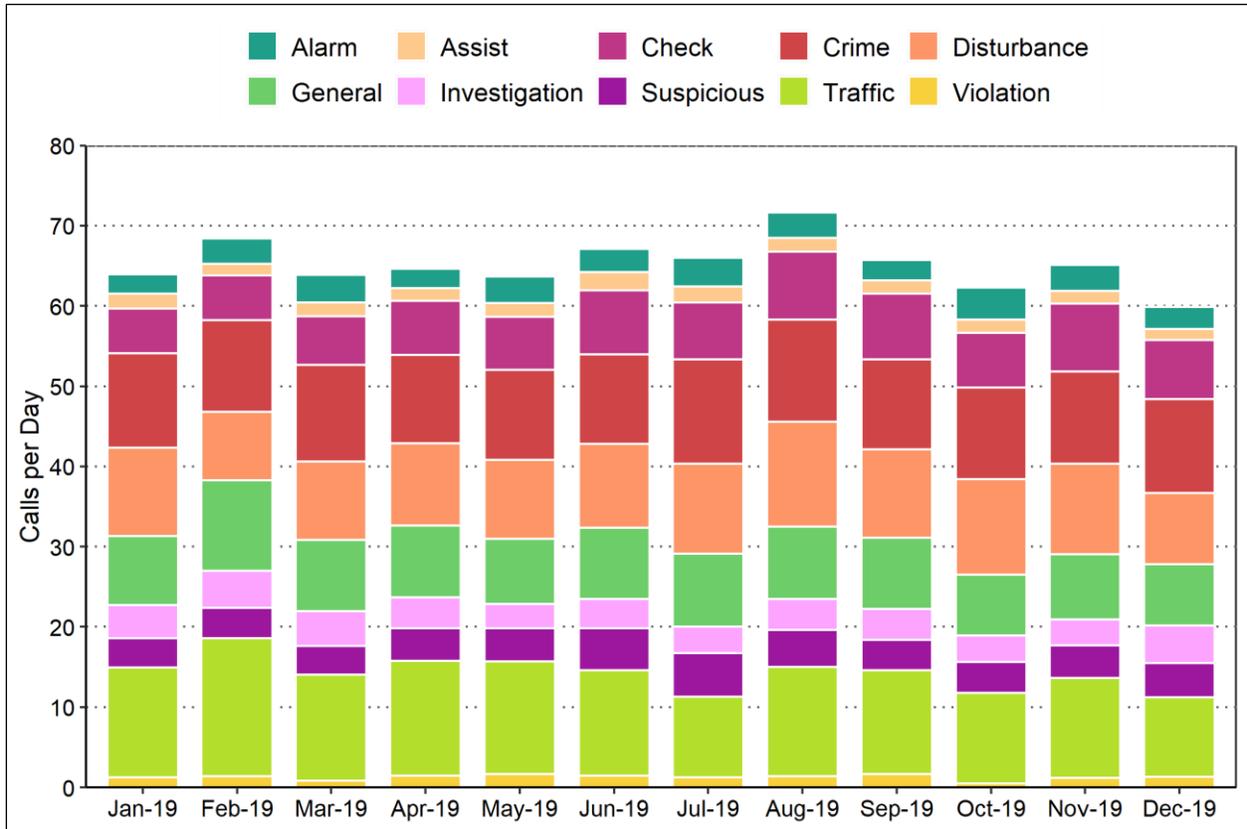
TABLE 11-4: Calls per Day, by Initiator and Months

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	42.0	39.8	41.1	40.2	40.3	44.2	45.7	49.9	44.6	44.6	45.0	41.3
Police	22.0	28.6	22.7	24.4	23.4	22.9	20.4	21.7	21.1	17.7	20.1	18.6
Total	64.0	68.4	63.8	64.6	63.7	67.1	66.0	71.7	65.7	62.3	65.1	59.9

Observations:

- The number of calls per day was lowest in December.
- The number of calls per day was highest in August.
- The months with the most calls had 20 percent more calls than the months with the fewest calls.
- February had the most police-initiated calls, with 62 percent more than October, which had the fewest.
- August had the most community-initiated calls, with 26 percent more than February, which had the fewest.

FIGURE 11-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 11-1.

TABLE 11-5: Calls per Day, by Category and Month

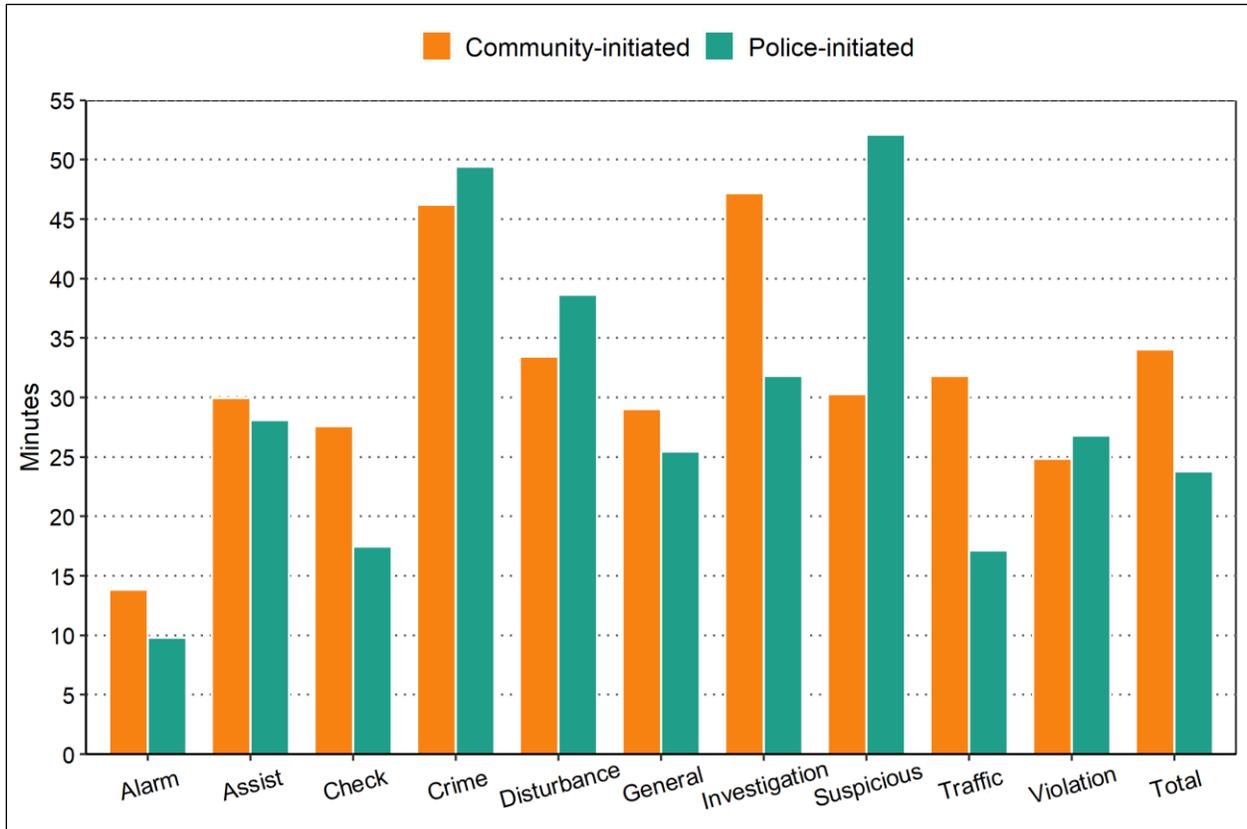
Category	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Accident	2.8	2.9	3.5	2.7	2.5	3.0	2.8	3.2	3.2	3.5	3.3	3.6
Alarm	2.5	3.2	3.4	2.4	3.3	2.9	3.6	3.2	2.5	4.0	3.2	2.8
Animal	0.5	0.6	0.4	0.4	0.5	0.6	0.5	0.6	0.4	0.4	0.7	0.3
Assist other agency	1.9	1.4	1.8	1.5	1.7	2.3	2.0	1.7	1.7	1.6	1.6	1.3
Check	5.5	5.6	6.0	6.8	6.6	8.0	7.1	8.5	8.2	6.8	8.5	7.4
Crime-person	4.0	3.9	4.7	4.4	4.7	4.8	5.3	5.4	4.8	4.2	4.4	3.9
Crime-property	7.7	7.5	7.4	6.5	6.5	6.4	7.7	7.4	6.5	7.2	7.1	7.8
Disturbance	11.0	8.6	9.7	10.3	9.8	10.5	11.3	13.1	11.0	11.9	11.2	8.9
Follow-up	2.1	4.0	3.5	2.8	2.8	3.0	3.3	2.9	3.1	2.3	2.9	2.4
Investigation	4.1	4.6	4.3	3.8	3.0	3.7	3.4	3.8	3.9	3.3	3.2	4.7
Miscellaneous	6.0	6.7	5.0	5.7	4.9	5.2	5.3	5.6	5.4	4.9	4.5	5.0
Suspicious incident	3.6	3.8	3.5	4.0	4.2	5.2	5.4	4.6	3.8	3.8	4.0	4.3
Traffic enforcement	1.8	2.0	1.4	1.4	1.8	1.6	1.9	2.1	2.5	2.0	2.0	1.5
Traffic stop	9.1	12.3	8.3	10.3	9.7	8.5	5.4	8.4	7.3	5.8	7.2	4.8
Violation	1.2	1.4	0.8	1.5	1.7	1.4	1.2	1.4	1.6	0.5	1.2	1.3
Total	64.0	68.4	63.8	64.6	63.7	67.1	66.0	71.7	65.7	62.3	65.1	59.9

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 51 and 57 percent of calls throughout the year:
 - Traffic calls averaged between 9.9 and 17.2 calls per day throughout the year.
 - Crime calls averaged between 11.0 and 13.0 calls per day throughout the year.
 - Disturbance calls averaged between 8.6 and 13.1 calls per day throughout the year.
- Crime calls accounted for 17 to 20 percent of total calls.

FIGURE 11-6: 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 11-1.

TABLE 11-6: Primary Unit's Average Occupied Times, by Category and Initiator

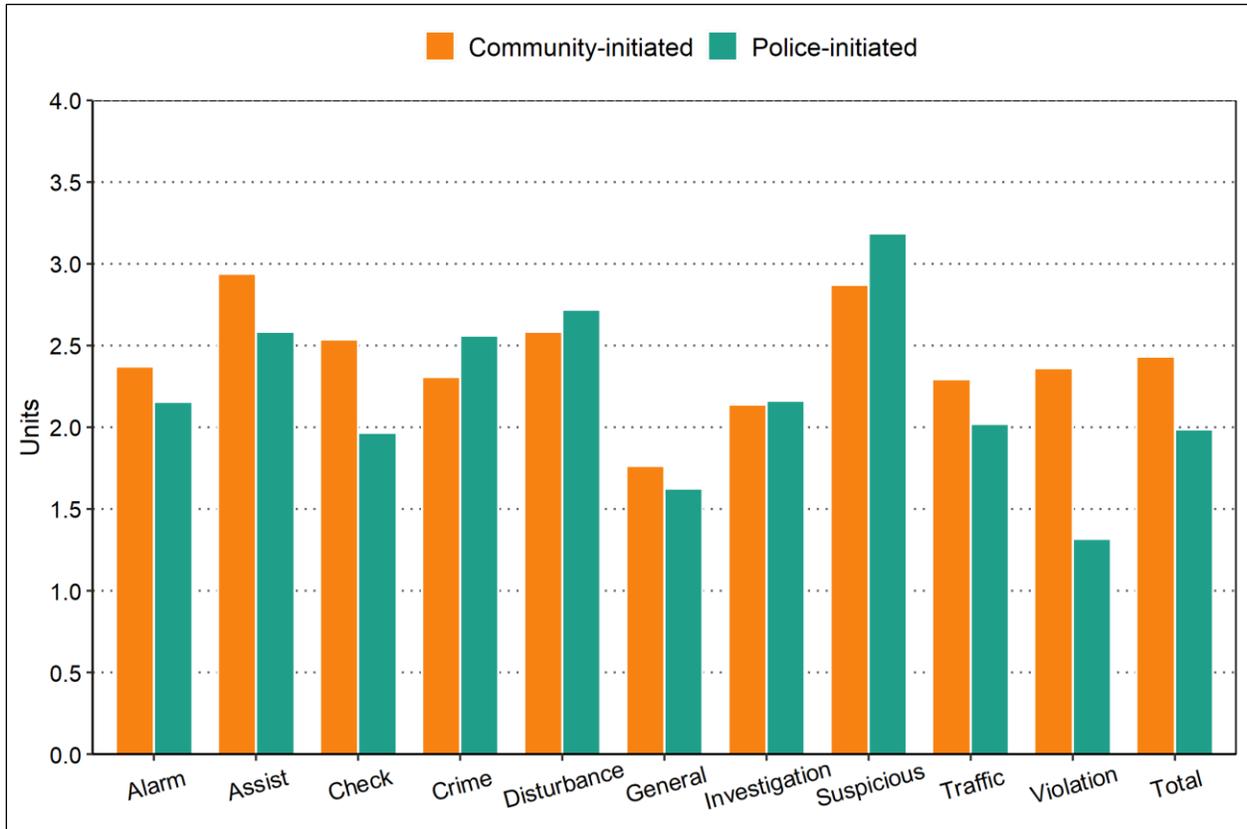
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	40.0	913	31.1	212
Alarm	13.8	1,098	9.8	26
Animal	26.0	157	23.0	20
Assist other agency	30.0	428	28.1	197
Check	27.6	1,936	17.5	650
Crime-person	54.5	1,565	51.2	93
Crime-property	40.8	2,408	48.6	199
Disturbance	33.4	3,706	38.6	168
Follow-up	29.5	182	23.7	884
Investigation	47.2	540	31.8	851
Miscellaneous	29.6	607	26.6	1,340
Suspicious incident	30.3	1,363	52.1	169
Traffic enforcement	16.9	504	18.4	167
Traffic stop	NA	0	16.1	2,936
Violation	24.9	378	26.8	85
Weighted Average/Total Calls	34.1	15,785	23.8	7,997

Note: For this table, we removed one call with an inaccurate busy time. The information in Figure 11-6 and Table 11-6 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.

Observations:

- A unit's average time spent on a call ranged from 10 to 52 minutes overall.
- The longest average times were for police-initiated suspicious incident calls.
- The average time spent on crime calls was 46 minutes for community-initiated calls and 49 minutes for police-initiated calls.

FIGURE 11-7: Number of Responding Units, by Initiator and Category



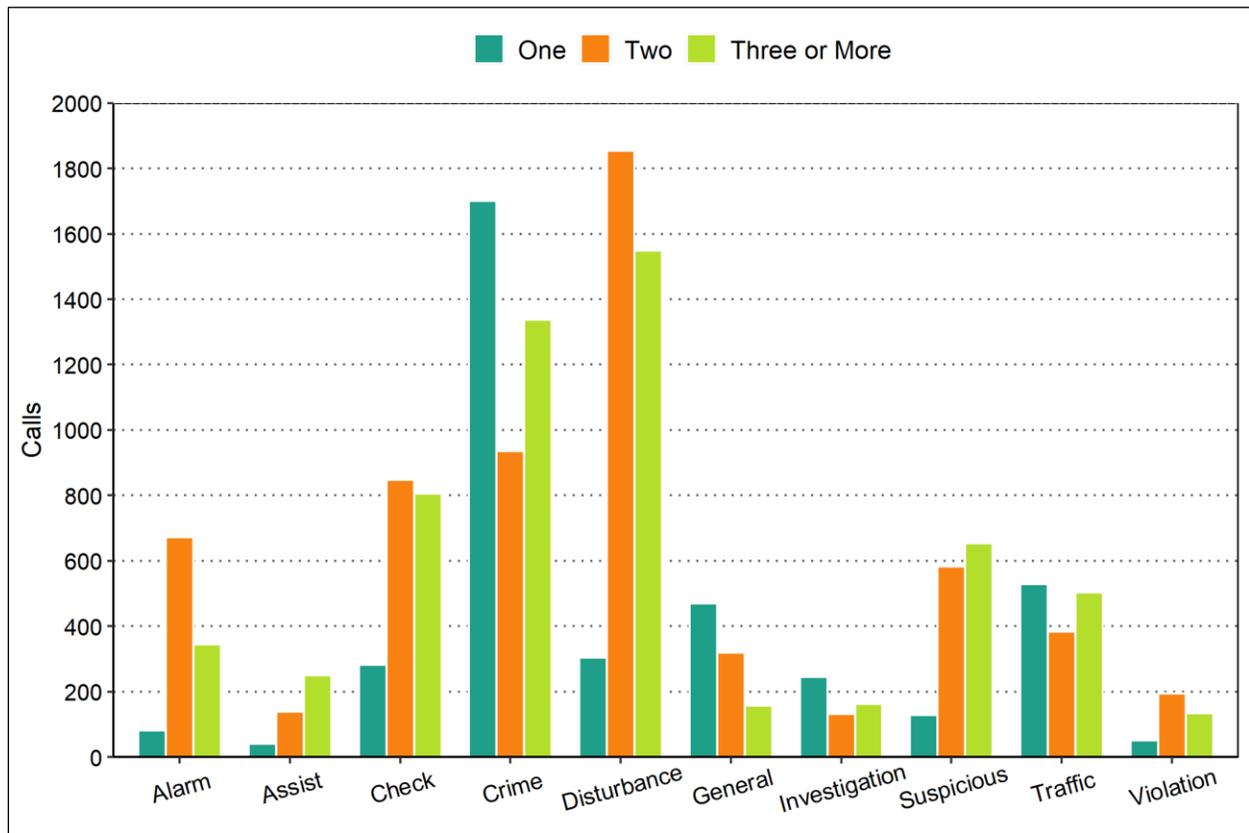
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 11-1.

TABLE 11-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	2.7	913	2.8	212
Alarm	2.4	1,098	2.2	26
Animal	1.9	157	1.3	20
Assist other agency	2.9	428	2.6	197
Check	2.5	1,936	2.0	650
Crime-person	3.0	1,565	3.2	93
Crime-property	1.8	2,408	2.3	199
Disturbance	2.6	3,706	2.7	168
Follow-up	1.4	182	1.1	884
Investigation	2.1	540	2.2	852
Miscellaneous	1.9	607	2.0	1,340
Suspicious incident	2.9	1,363	3.2	169
Traffic enforcement	1.5	504	1.6	167
Traffic stop	NA	0	2.0	2,936
Violation	2.4	378	1.3	85
Weighted Average/Total Calls	2.4	15,785	2.0	7,998

Note: The information in Figure 11-7 and Table 11-7 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 11-8: 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 11-1.

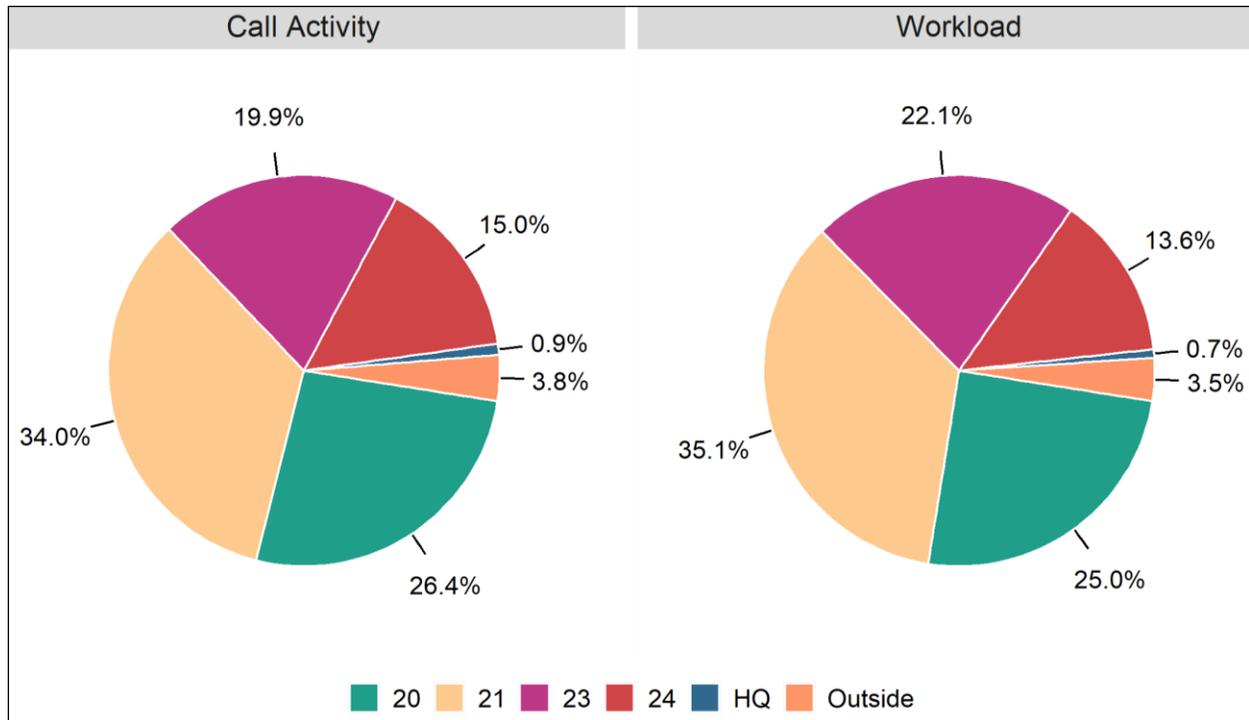
TABLE 11-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	199	269	445
Alarm	81	673	344
Animal	65	61	31
Assist other agency	40	138	250
Check	282	848	806
Crime-person	349	352	864
Crime-property	1,351	583	474
Disturbance	304	1,854	1,548
Follow-up	135	36	11
Investigation	245	132	163
Miscellaneous	270	222	115
Suspicious incident	128	582	653
Traffic enforcement	330	115	59
Violation	51	194	133
Total	3,830	6,059	5,896

Observations:

- The overall mean number of responding units was 2.0 for police-initiated calls and 2.4 for community-initiated calls.
- The mean number of responding units was as high as 3.2 for suspicious calls that were police-initiated.
- 24 percent of community-initiated calls involved one responding unit.
- 38 percent of community-initiated calls involved two responding units.
- 37 percent of community-initiated calls involved three or more responding units.
- 17 percent of community-initiated calls involved four or more responding units.
- The largest group of calls with three or more responding units involved disturbances.

FIGURE 11-9: Percentage Calls and Work Hours, by Beat



Note: The outside category included calls outside the city boundaries.

TABLE 11-9: Calls and Work Hours by Beat, per Day

Beat	Per Day		Area (Sq. Miles)	Population (2020)
	Calls	Work Hours		
20	17.2	16.0	1.1	8,786
21	22.1	22.4	2.1	24,561
23	13.0	14.1	1.8	14,751
24	9.7	8.6	1.7	7,760
HQ	0.6	0.5	NA	NA
Outside	2.5	2.3	NA	NA
Total	65.1	63.8	6.7	55,858

Observations:

- Beat 21 had the most calls (22 per day) and workload (22 hours per day), and it accounted for 34 percent of total calls and 35 percent of total workload.
- Excluding calls located at headquarter and missing beat information, an even distribution would allot 16 calls and 15 work hours per beat.

FIGURE 11-10: Percentage Calls and Work Hours, by Category, Winter 2019

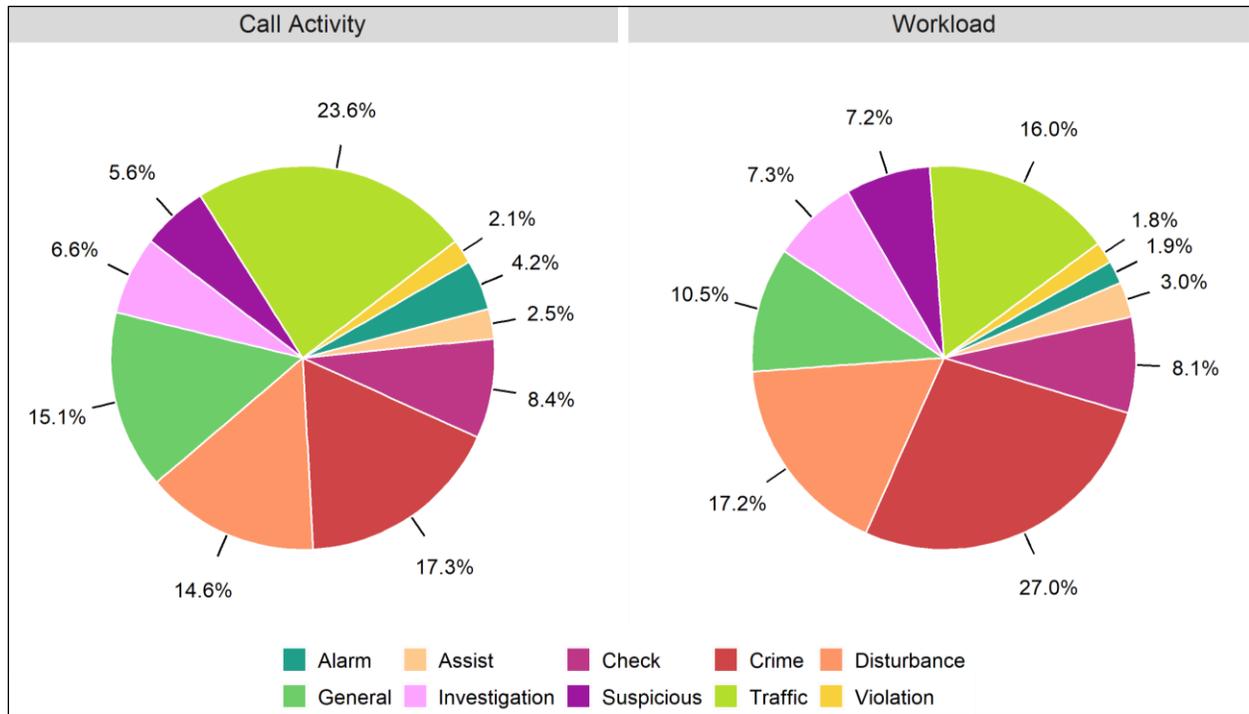


TABLE 11-10: Calls and Work Hours per Day, by Category, Winter 2019

Category	Per Day	
	Calls	Work Hours
Accident	2.8	4.3
Alarm	2.8	1.2
Animal	0.5	0.4
Assist other agency	1.7	1.8
Check	5.6	5.0
Crime-person	3.9	7.9
Crime-property	7.6	8.8
Disturbance	9.7	10.6
Follow-up	3.1	1.3
Investigation	4.4	4.5
Miscellaneous	6.3	4.8
Suspicious incident	3.7	4.4
Traffic enforcement	1.9	0.6
Traffic stop	10.9	5.0
Violation	1.4	1.1
Total	66.2	61.9

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 66 per day or 2.8 per hour.
- Total workload averaged 62 hours per day, meaning that on average 2.6 units per hour were busy responding to calls.
- Traffic calls constituted 24 percent of calls and 16 percent of workload.
- Crime calls constituted 17 percent of calls and 27 percent of workload.
- Disturbance calls constituted 15 percent of calls and 17 percent of workload.
- These top three categories constituted 56 percent of calls and 60 percent of workload.

FIGURE 11-11: Percentage Calls and Work Hours, by Category, Summer 2019

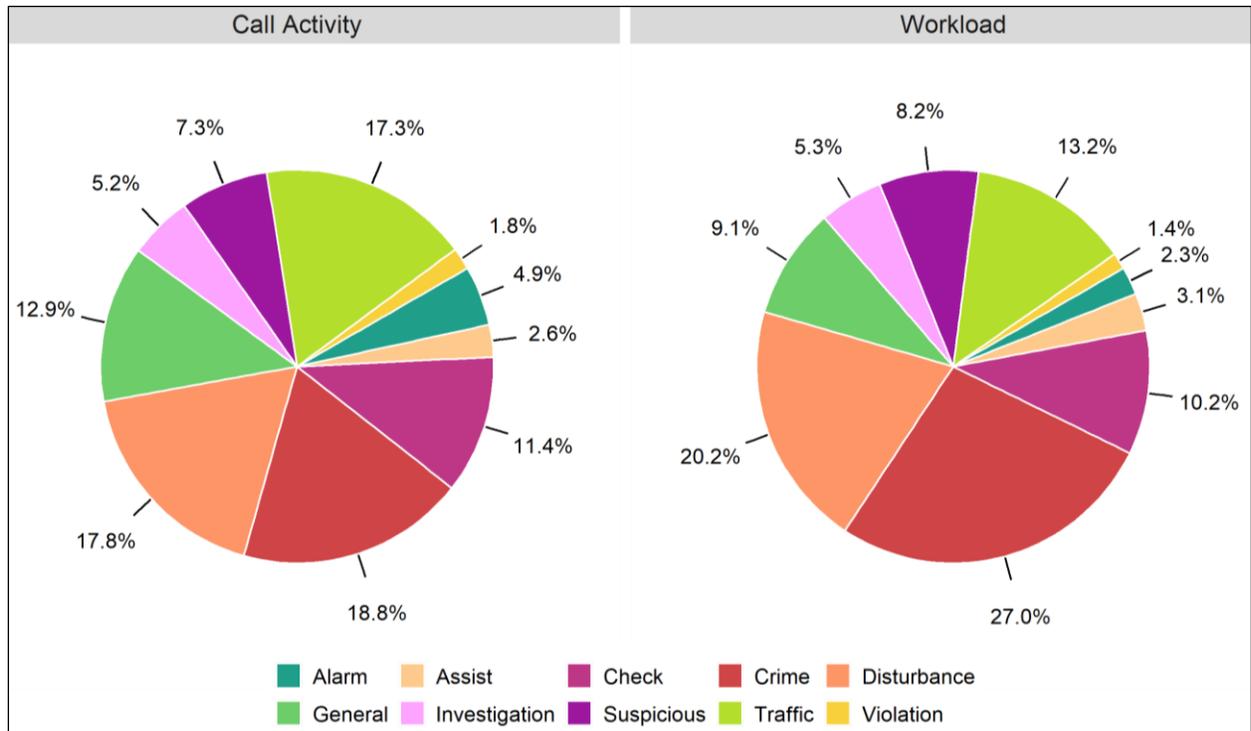


TABLE 11-11: Calls and Work Hours per Day, by Category, Summer 2019

Category	Per Day	
	Calls	Work Hours
Accident	3.0	4.8
Alarm	3.4	1.6
Animal	0.5	0.4
Assist other agency	1.8	2.1
Check	7.8	7.0
Crime-person	5.2	9.9
Crime-property	7.8	8.7
Disturbance	12.2	13.9
Follow-up	3.1	1.4
Investigation	3.6	3.6
Miscellaneous	5.2	4.5
Suspicious incident	5.0	5.6
Traffic enforcement	2.0	1.4
Traffic stop	6.9	3.0
Violation	1.2	0.9
Total	68.9	68.8

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day and the average daily workload were higher in summer than in winter.
- Total calls averaged 69 per day or 2.9 per hour.
- Total workload averaged 69 hours per day, meaning that on average 2.9 units per hour were busy responding to calls.
- Traffic calls constituted 17 percent of calls and 13 percent of workload.
- Crime calls constituted 19 percent of calls and 27 percent of workload.
- Disturbance calls constituted 18 percent of calls and 20 percent of workload.
- These top three categories constituted 54 percent of calls and 60 percent of workload.

NONCALL ACTIVITIES

In the period from January 1, 2019, through December 31, 2019, the dispatch center recorded activities that were not assigned call numbers. We focused on those noncall activities that involved a patrol unit. 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, 4,963 activities remained. These activities had an average duration of 63 minutes.

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

TABLE 11-12: Activities and Occupied Times by Description

Status	Description	Occupied Time	Count
OOS	Carwash	12.6	128
	Code 7	38.1	85
	Court	122.6	57
	Follow-up	18.5	182
	Paper	101.2	65
	Special detail	51.2	36
	Training	122.9	116
	*Miscellaneous	57.8	213
At Station	Miscellaneous	50.1	4
	Unknown	63.8	4,077
Weighted Average/Total Activities		62.6	4,963

Note: The miscellaneous category included activities such as "out of city," "equipment," and "priority paper."

Observations:

- The most common out-of-service activities were at station.
- The average time spent on noncall activities was 62.6 minutes.

FIGURE 11-12: Activities per Day, by Month

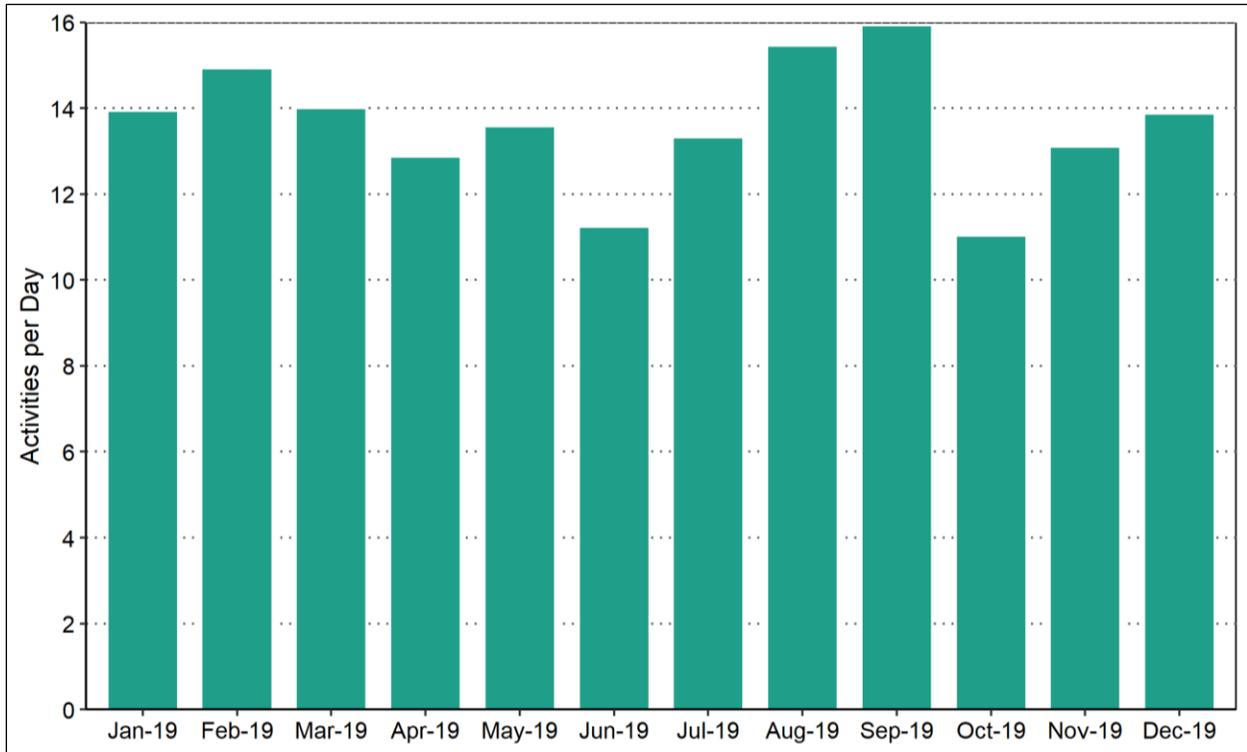


TABLE 11-13: Activities and Work Hours per Day, by Month

Activities	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Count	13.9	14.9	14.0	12.9	13.6	11.2	13.3	15.5	15.9	11.0	13.1	13.9
Hours	14.8	17.7	14.3	12.5	14.5	11.4	12.4	15.2	16.2	12.8	14.4	14.2

Observations:

- The number of activities per day was lowest in June and October.
- The number of activities per day was highest in September.

FIGURE 11-13: Activities per Day, by Day of Week

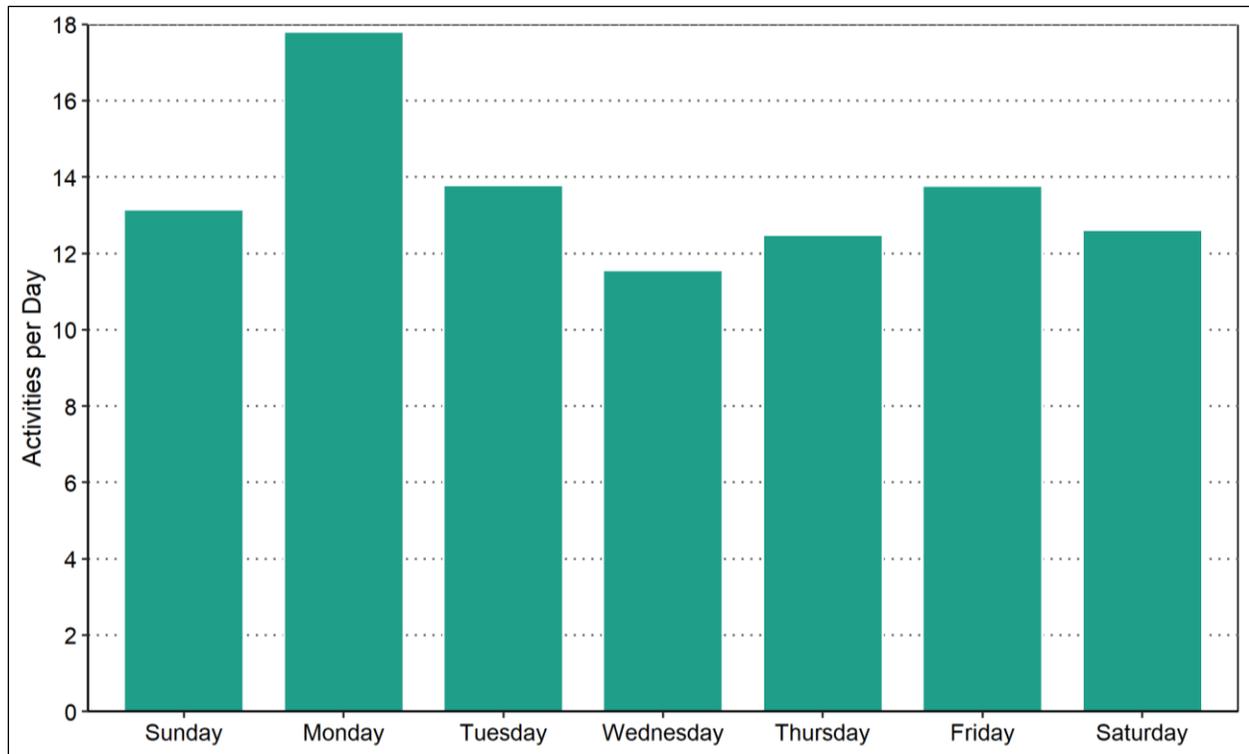


TABLE 11-14: Activities and Work Hours per Day, by Day of Week

Day of Week	Activities	Hours
Sunday	13.2	12.6
Monday	17.8	22.2
Tuesday	13.8	15.4
Wednesday	11.6	11.0
Thursday	12.5	12.9
Friday	13.8	13.7
Saturday	12.6	11.4
Weekly Average	13.6	14.2

Observations:

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

FIGURE 11-14: Activities per Day, by Hour of Day

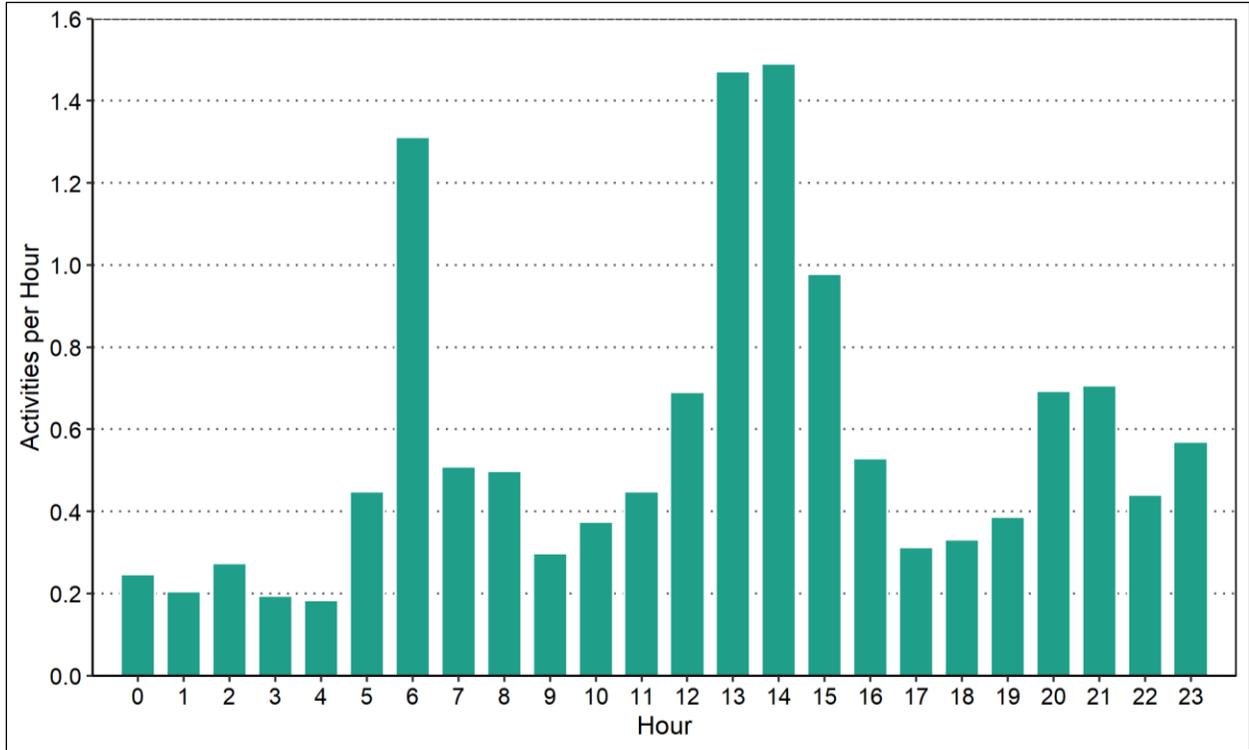


TABLE 11-15: Activities and Minutes per Hour, by Hour of Day

Hour	Activities	Minutes
0	0.2	16.9
1	0.2	15.4
2	0.3	19.1
3	0.2	14.2
4	0.2	13.0
5	0.4	34.0
6	1.3	84.6
7	0.5	40.8
8	0.5	31.7
9	0.3	13.9
10	0.4	23.5
11	0.4	32.2
12	0.7	48.8
13	1.5	111.3
14	1.5	74.4
15	1.0	42.7
16	0.5	27.8
17	0.3	16.4
18	0.3	19.6
19	0.4	22.2
20	0.7	50.2
21	0.7	47.3
22	0.4	26.0
23	0.6	25.0
Hourly Average	0.6	35.5

Observations:

- The number of activities per hour was highest between 2:00 p.m. and 3:00 p.m.
- The number of activities per hour was lowest between 4:00 a.m. and 5:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2019) and eight weeks in summer (July 7 through August 31, 2019). The department's main patrol force operated on 10-hour shifts starting at 6:00 a.m., 2:00 p.m., and 9:00 p.m. The police department's main patrol force deployed an average of 7.9 units per hour during the 24-hour day in winter 2019 and an average of 7.7 units per hour in summer 2019.

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, 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 11-15: Deployed Units, Weekdays, Winter 2019

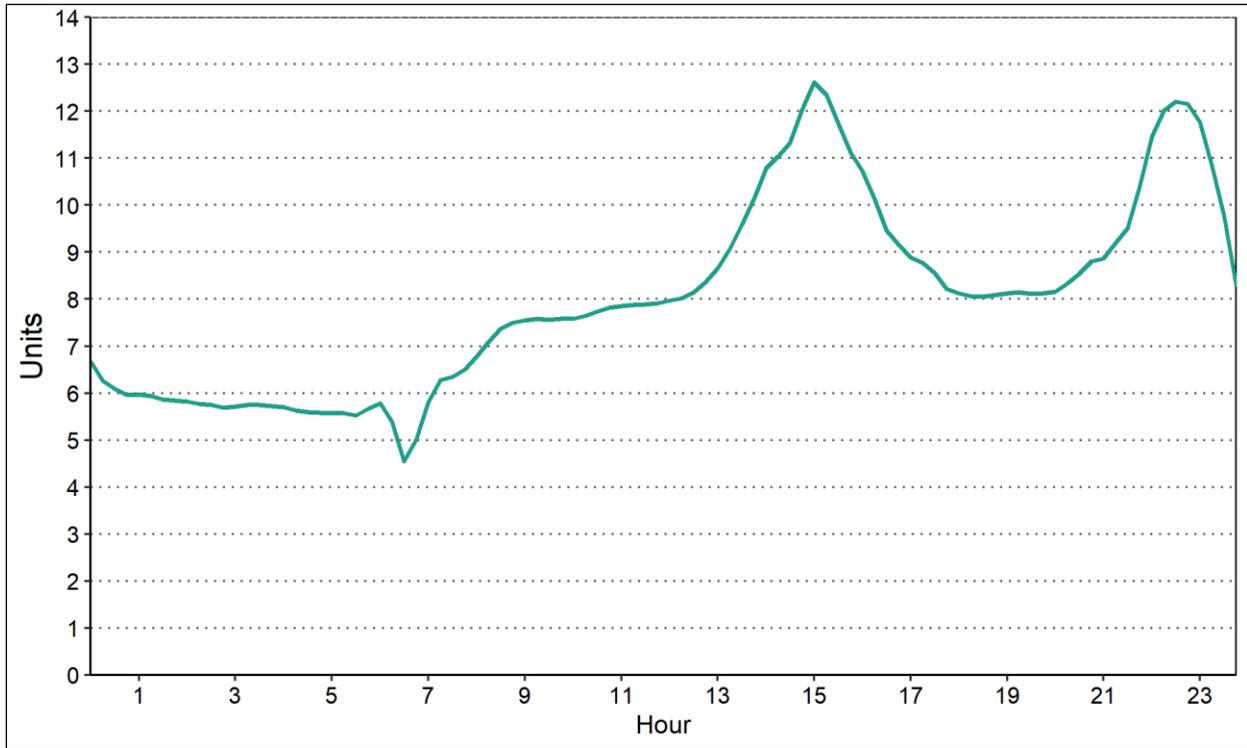


FIGURE 11-16: Deployed Units, Weekends, Winter 2019

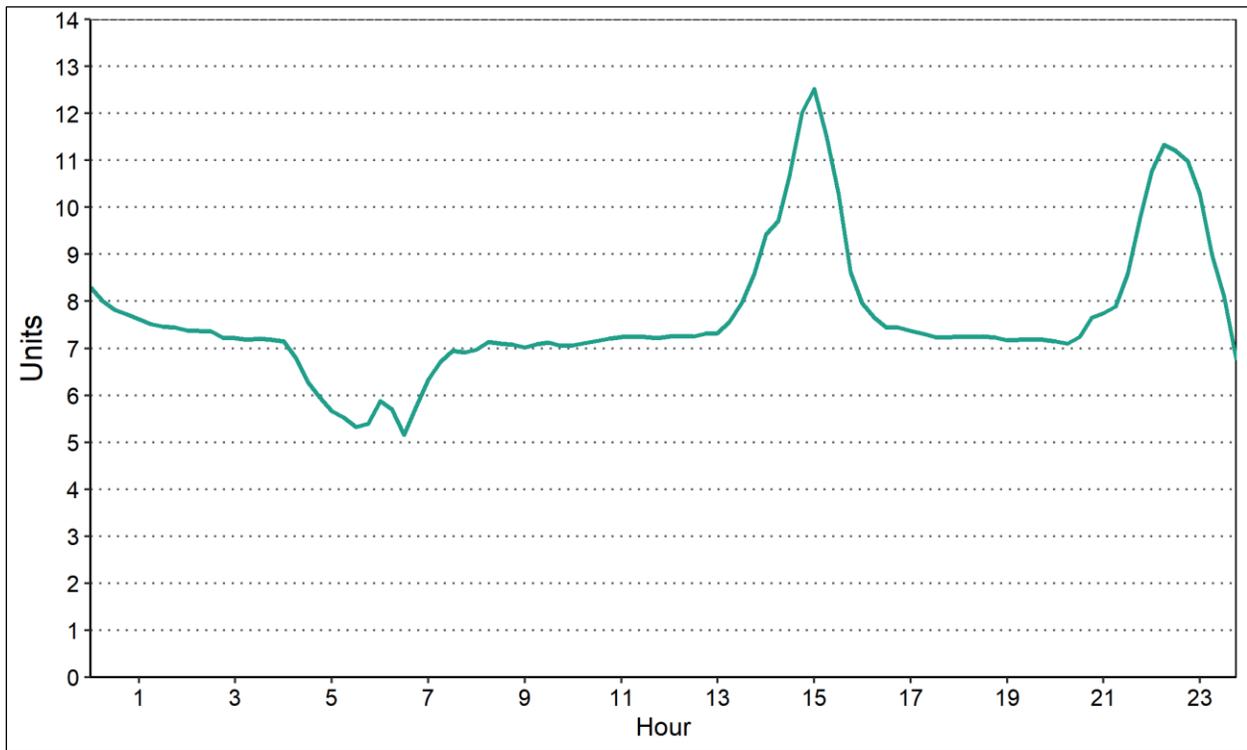


FIGURE 11-17: Deployed Units, Weekdays, Summer 2019

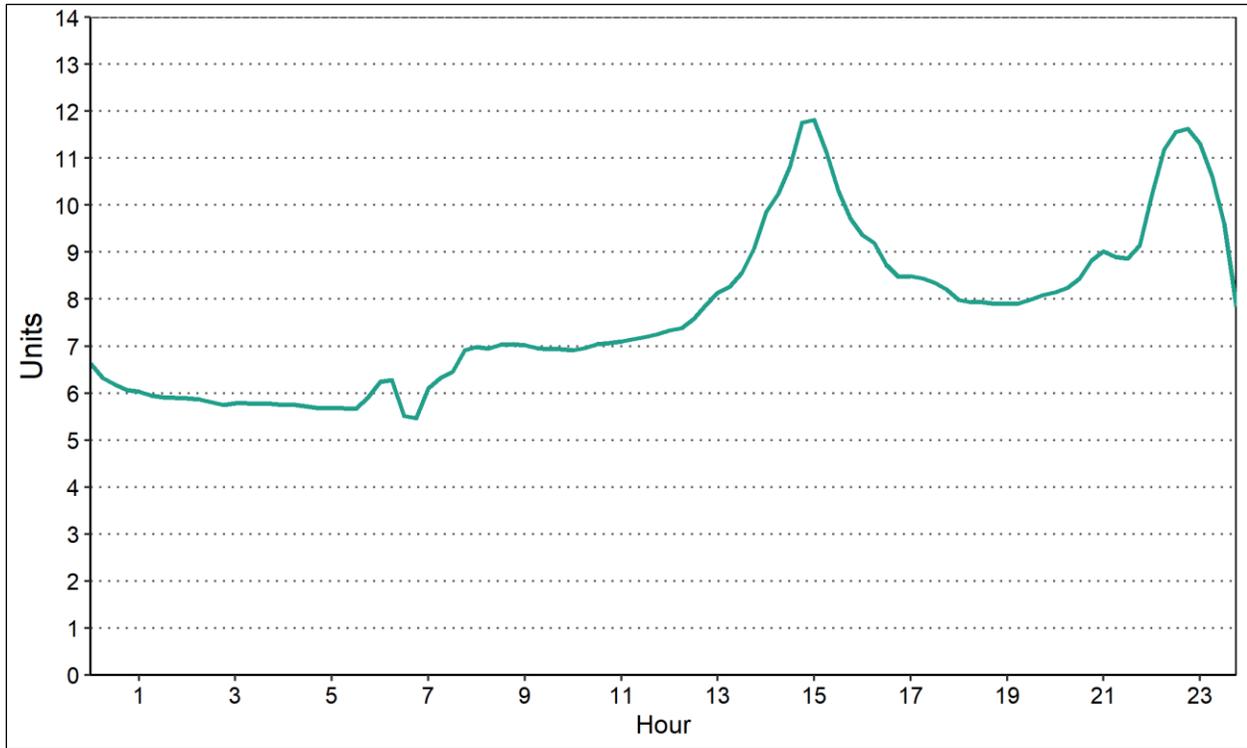
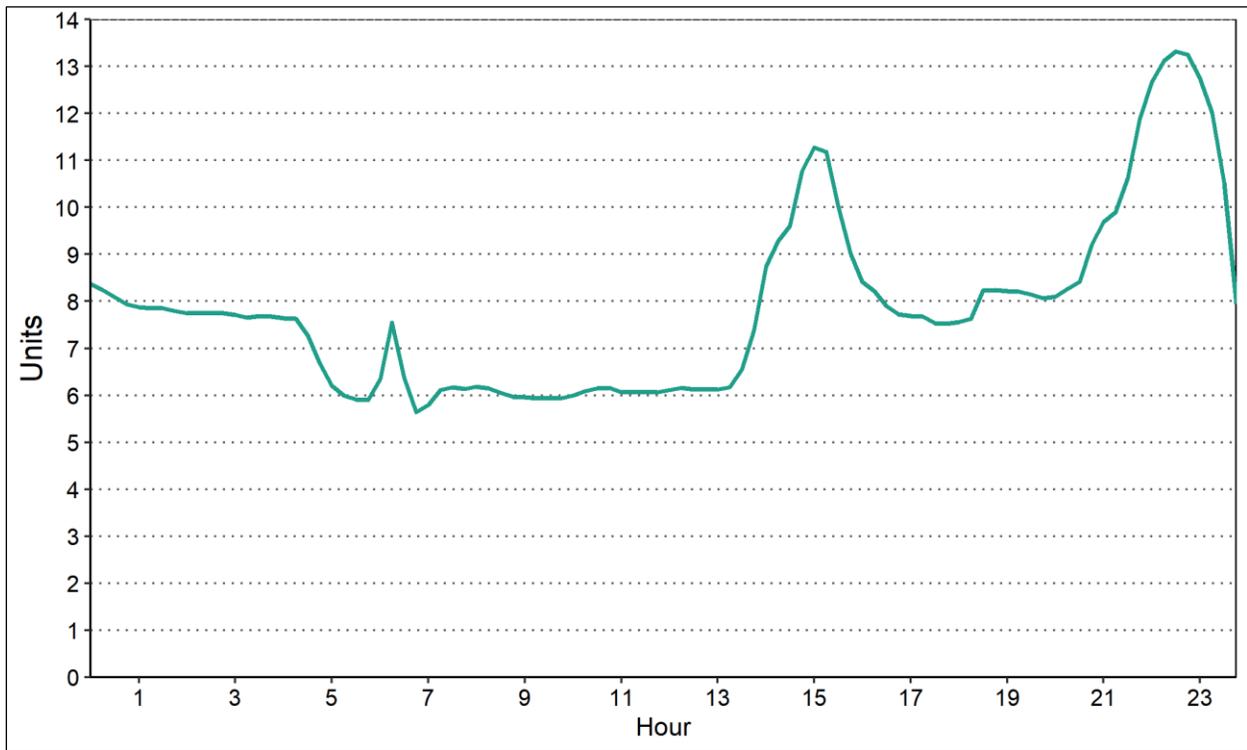


FIGURE 11-18: Deployed Units, Weekends, Summer 2019



Observations:

- For Winter (January 4 through February 28, 2019):
 - The average deployment was 8.0 units per hour during the week and 7.7 units per hour on the weekend.
 - Average deployment varied from 4.5 to 12.6 units per hour on weekdays and 5.2 to 12.5 units per hour on weekends.
- For Summer (July 7 through August 31, 2019):
 - The average deployment was 7.7 units per hour during the week and 7.9 units per hour on the weekend.
 - Average deployment varied from 5.5 to 11.8 units per hour on weekdays and 5.6 to 13.3 units per hour on weekends.

FIGURE 11-19: Deployment and All Workload, Weekdays, Winter 2019

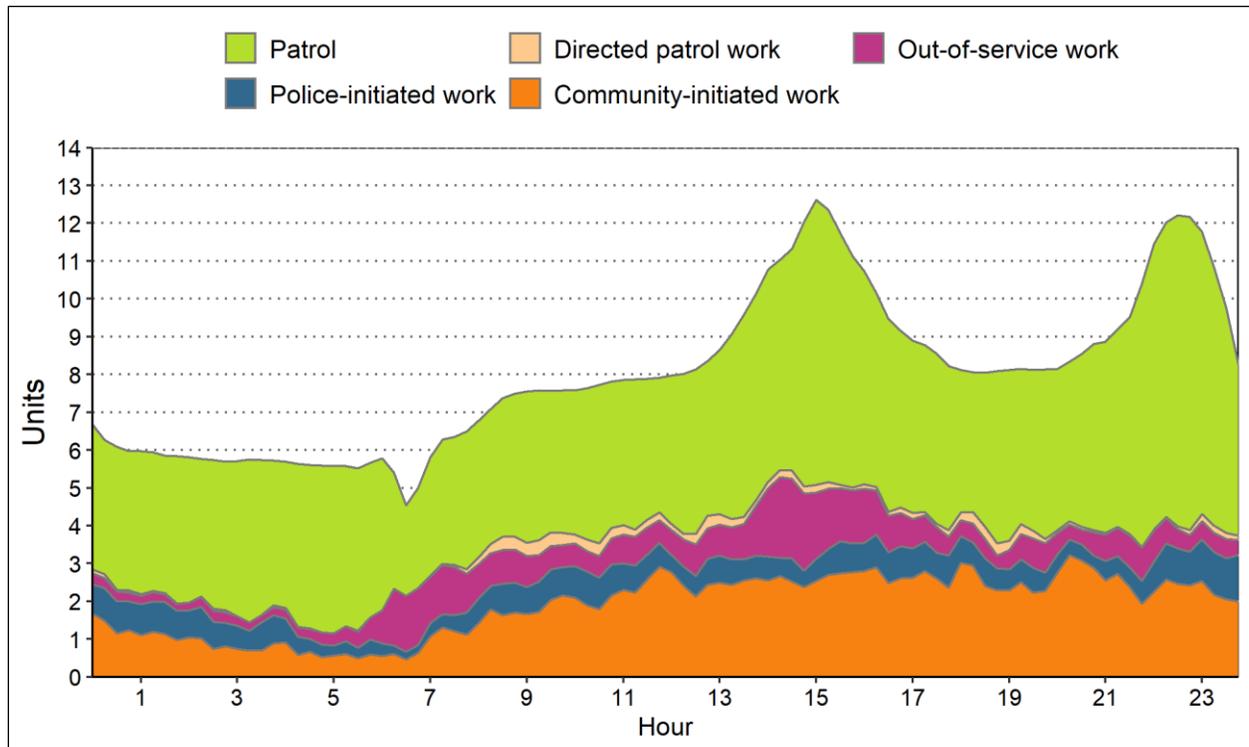


FIGURE 11-20: Deployment and All Workload, Weekends, Winter 2019

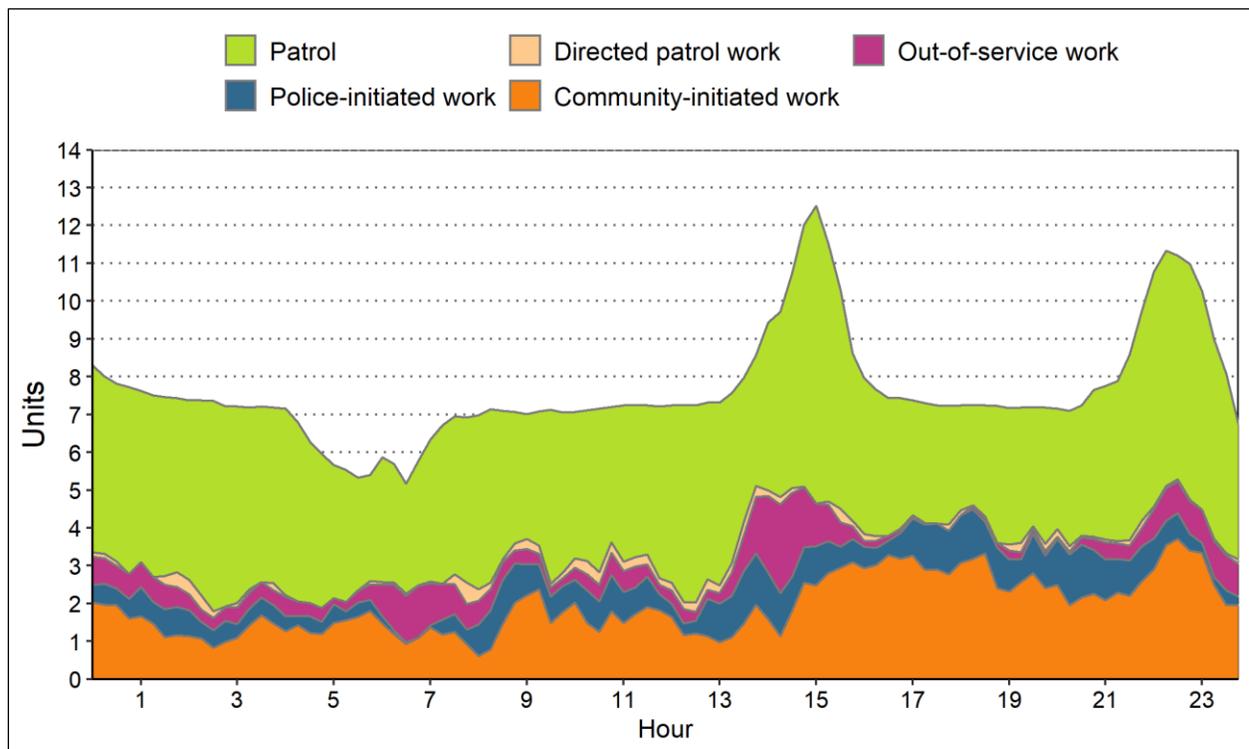


FIGURE 11-21: Deployment and All Workload, Weekdays, Summer 2019

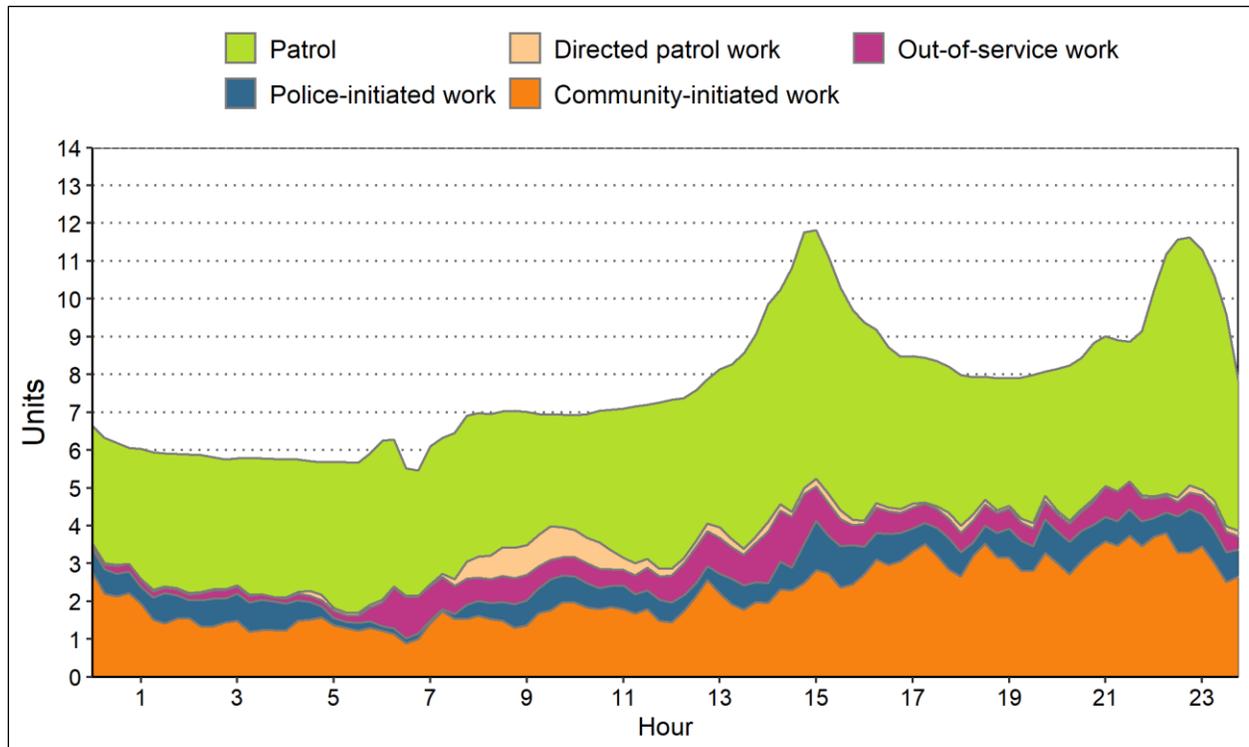
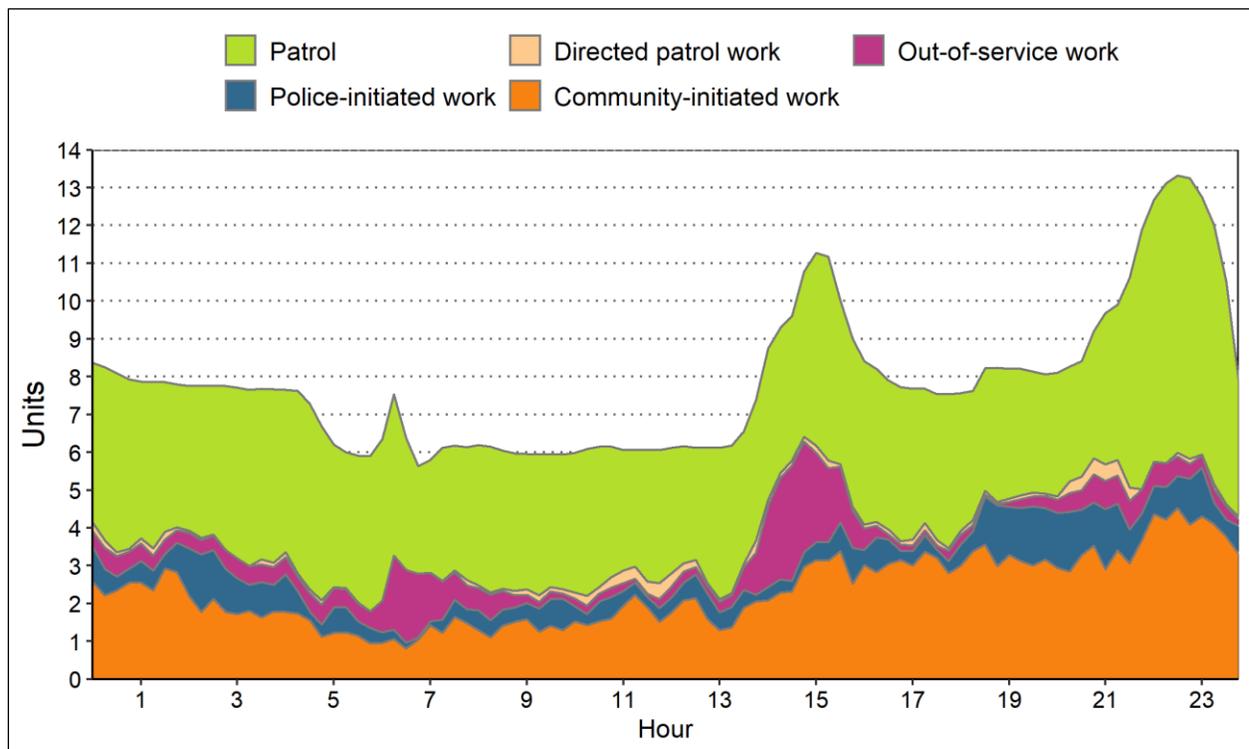


FIGURE 11-22: Deployment and All Workload, Weekends, Summer 2019



Note: Figures 11-19 to 11-22 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 1.9 units per hour during the week and 1.9 units per hour on weekends.
 - This was approximately 24 percent of hourly deployment during the week and 25 percent of hourly deployment on weekends.
- All work:
 - Average workload was 3.4 units per hour during the week and 3.3 units per hour on weekends.
 - This was approximately 43 percent of hourly deployment during the week and 43 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:
 - Average community-initiated workload was 2.2 units per hour during the week and 2.3 units per hour on weekends.
 - This was approximately 29 percent of hourly deployment during the week and 30 percent of hourly deployment on weekends.
- All work:
 - Average workload was 3.6 units per hour during the week and 3.7 units per hour on weekends.
 - This was approximately 46 percent of hourly deployment during the week and 48 percent of hourly deployment on weekends.

FIGURE 11-23: Percentage of Workload, Weekdays, Winter 2019

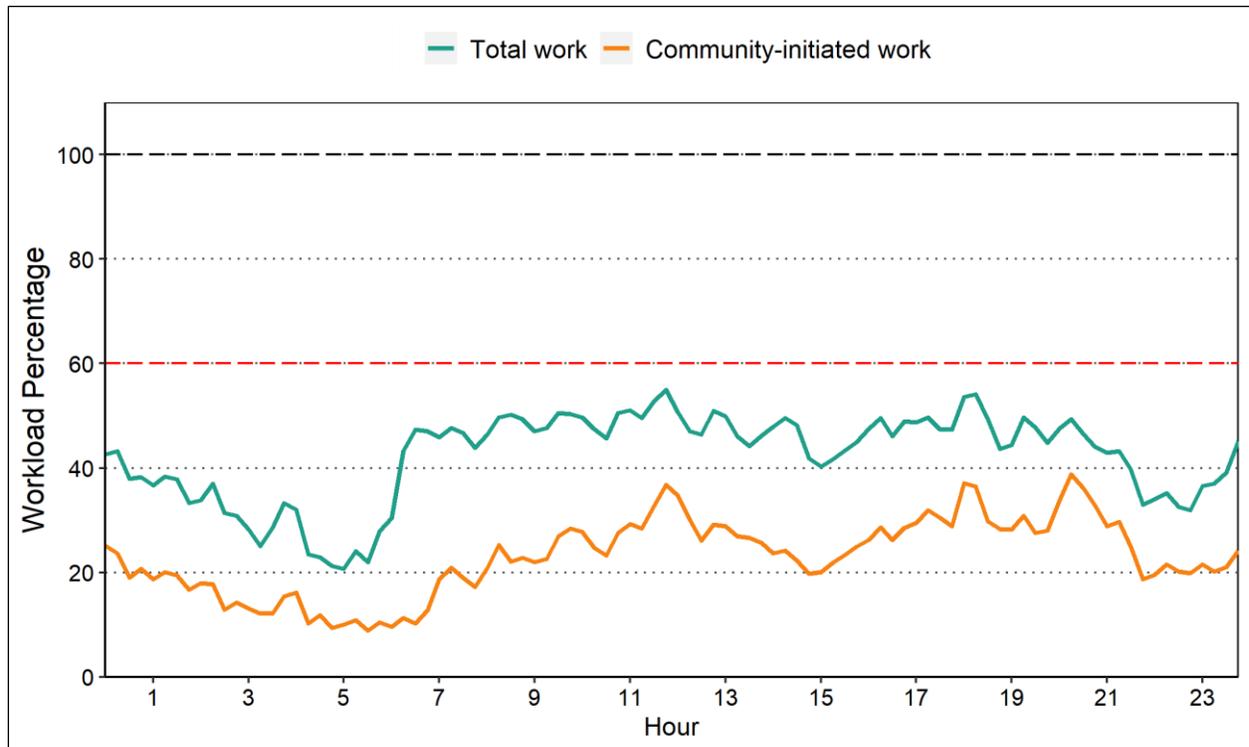


FIGURE 11-24: Percentage of Workload, Weekends, Winter 2019

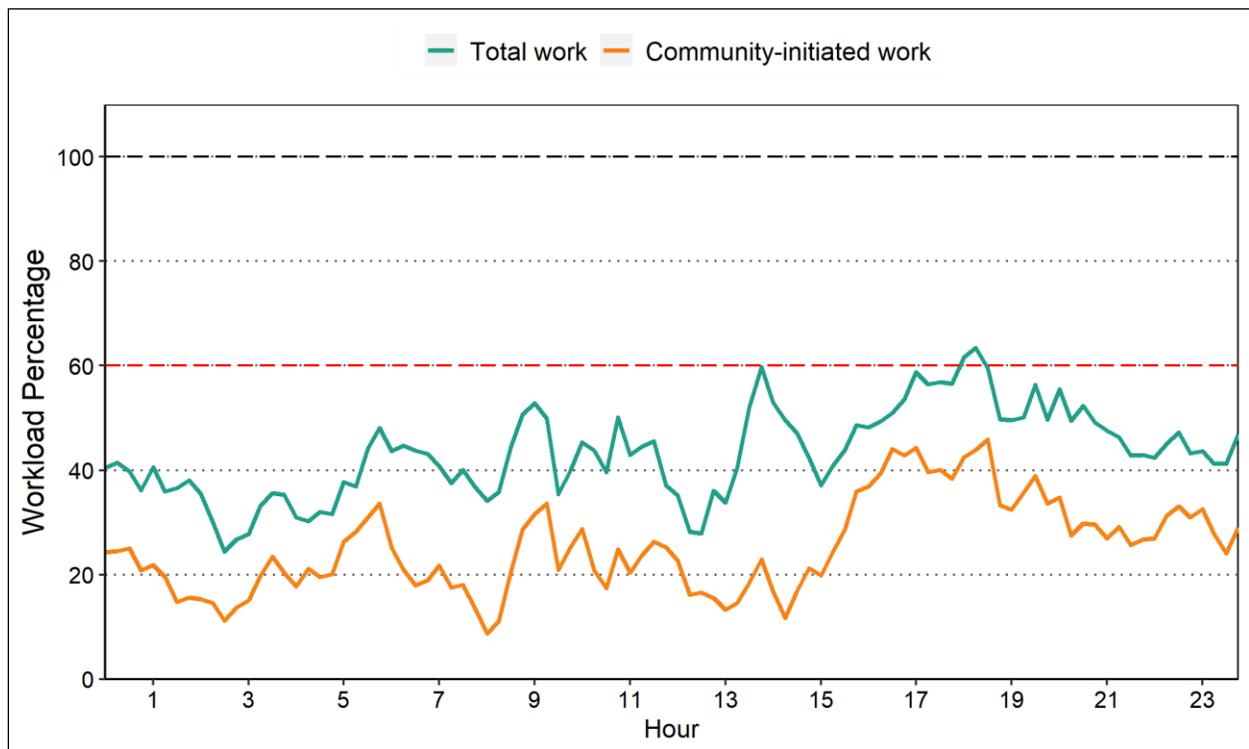


FIGURE 11-25: Percentage of Workload, Weekdays, Summer 2019

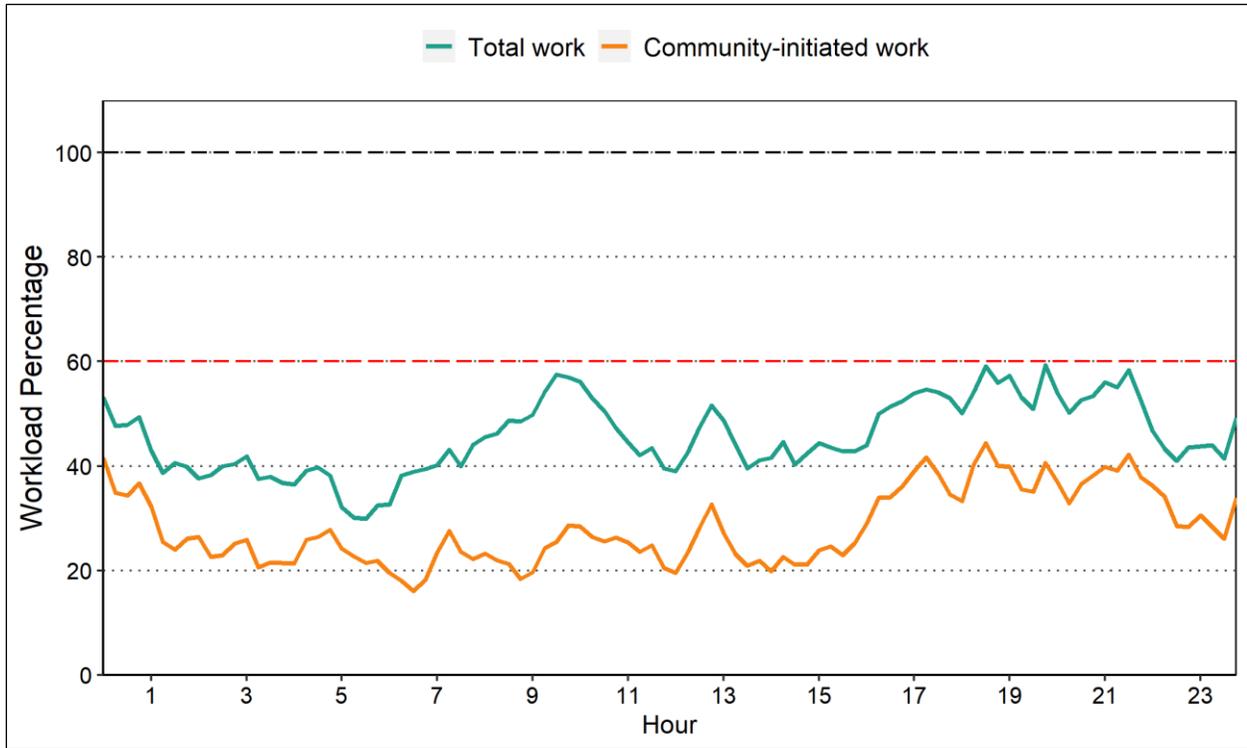
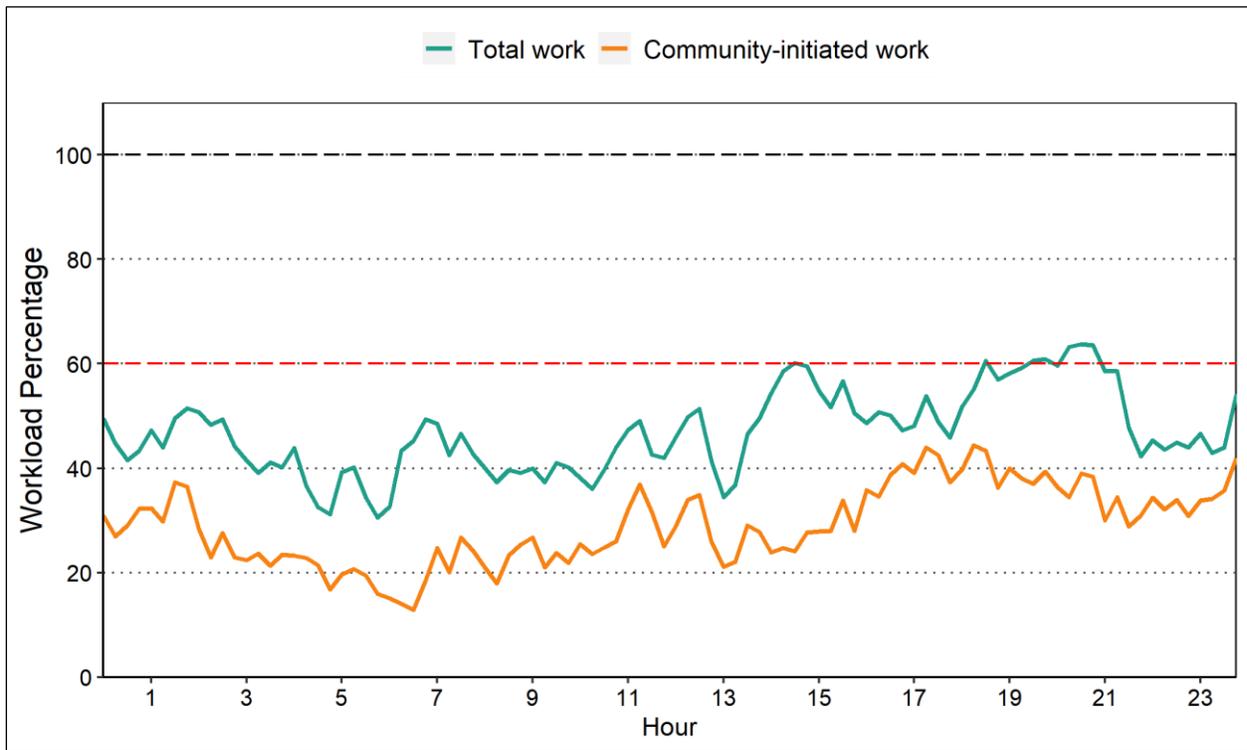


FIGURE 11-26: Percentage of Workload, Weekends, Summer 2019



Observations:

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 39 percent of deployment between 8:15 p.m. and 8:30 p.m.
 - On weekends, workload reached a maximum of 46 percent of deployment between 6:30 p.m. and 6:45 p.m.
- All work:
 - During the week, workload reached a maximum of 55 percent of deployment between 11:45 a.m. and 12:00 p.m.
 - On weekends, workload reached a maximum of 63 percent of deployment between 6:15 p.m. and 6:30 p.m.

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 44 percent of deployment between 6:30 p.m. and 6:45 p.m.
 - On weekends, workload reached a maximum of 44 percent of deployment between 5:15 p.m. and 5:30 p.m. and between 6:15 p.m. and 6:30 p.m.
- All work:
 - During the week, workload reached a maximum of 59 percent of deployment between 6:30 p.m. and 6:45 p.m. and between 7:45 p.m. and 8:00 p.m.
 - On weekends, workload reached a maximum of 64 percent of deployment between 8:15 p.m. and 8:45 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.

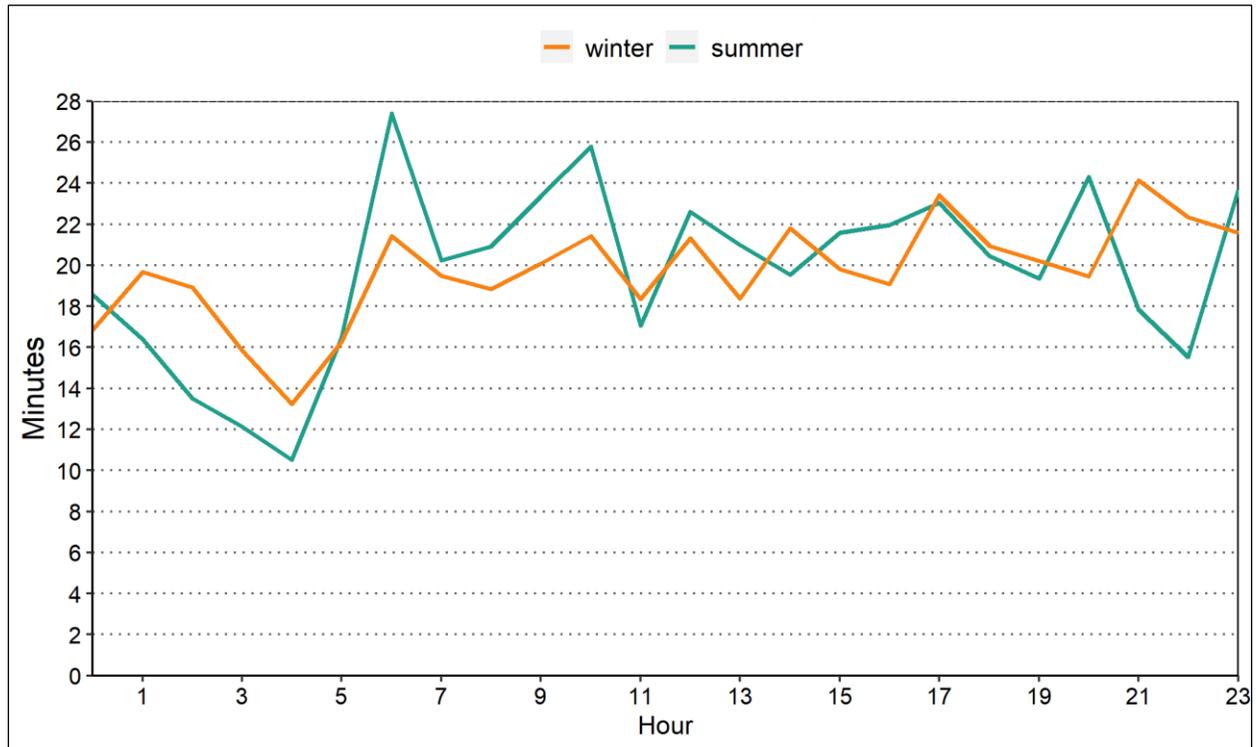
We begin the discussion with statistics that include all calls combined. We started with 3,715 calls for winter and 3,864 calls for summer. We limited our analysis to community-initiated calls, which amounted to 2,283 calls for winter and 2,693 calls for summer. Also, we removed a few calls lacking a recorded arriving unit and calls located at headquarters. We were left with 2,123 calls in winter and 2,502 calls in summer for our analysis. For the entire year, we began with 23,783 calls, limiting our analysis to 15,785 community-initiated calls. With similar exclusions, we were left with 14,689 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 the winter and summer 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 versus summer), we show differences in response times by category.

FIGURE 11-27: Average Response Times, by Hour of Day, Winter and Summer 2019



Observations:

- Average response times varied significantly by the hour of the day.
- In winter, the longest response times were between 9:00 p.m. and 10:00 p.m., with an average of 24.1 minutes.
- In winter, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 13.2 minutes.
- In summer, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 27.4 minutes.
- In summer, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 10.5 minutes.

FIGURE 11-28: Average Response Time by Category, Winter 2019

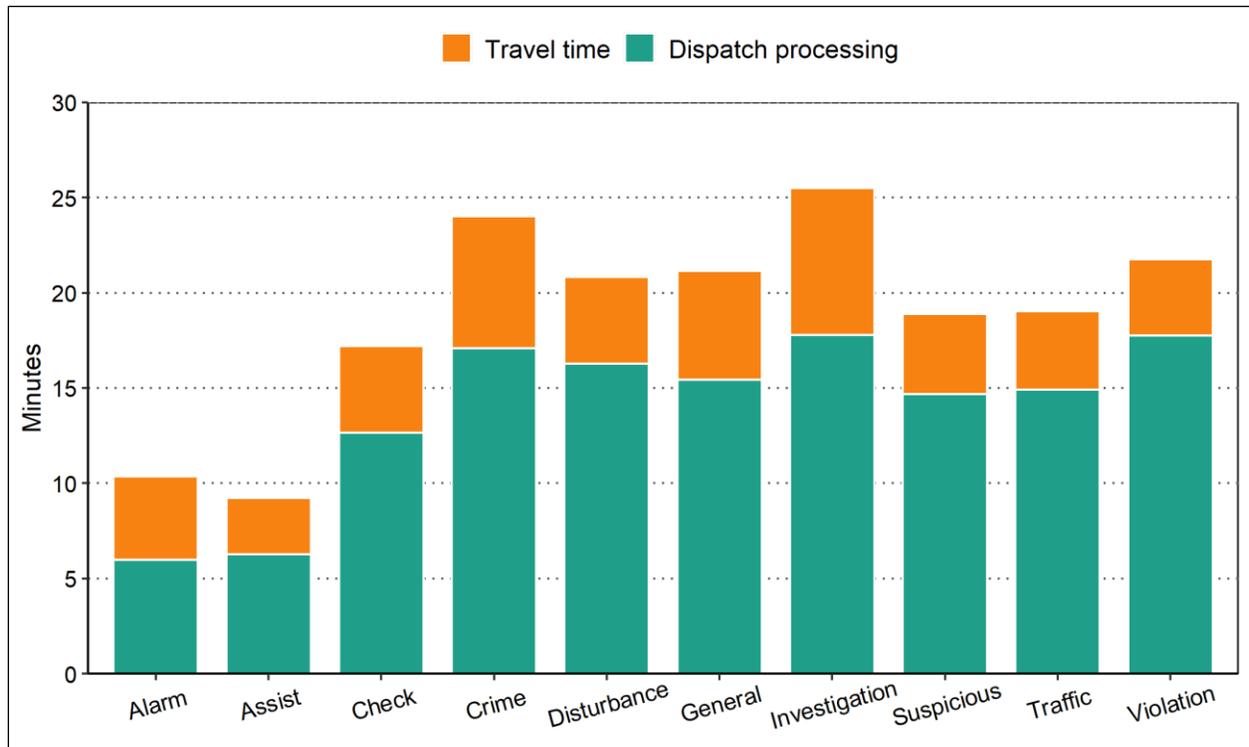


FIGURE 11-29: Average Response Time by Category, Summer 2019

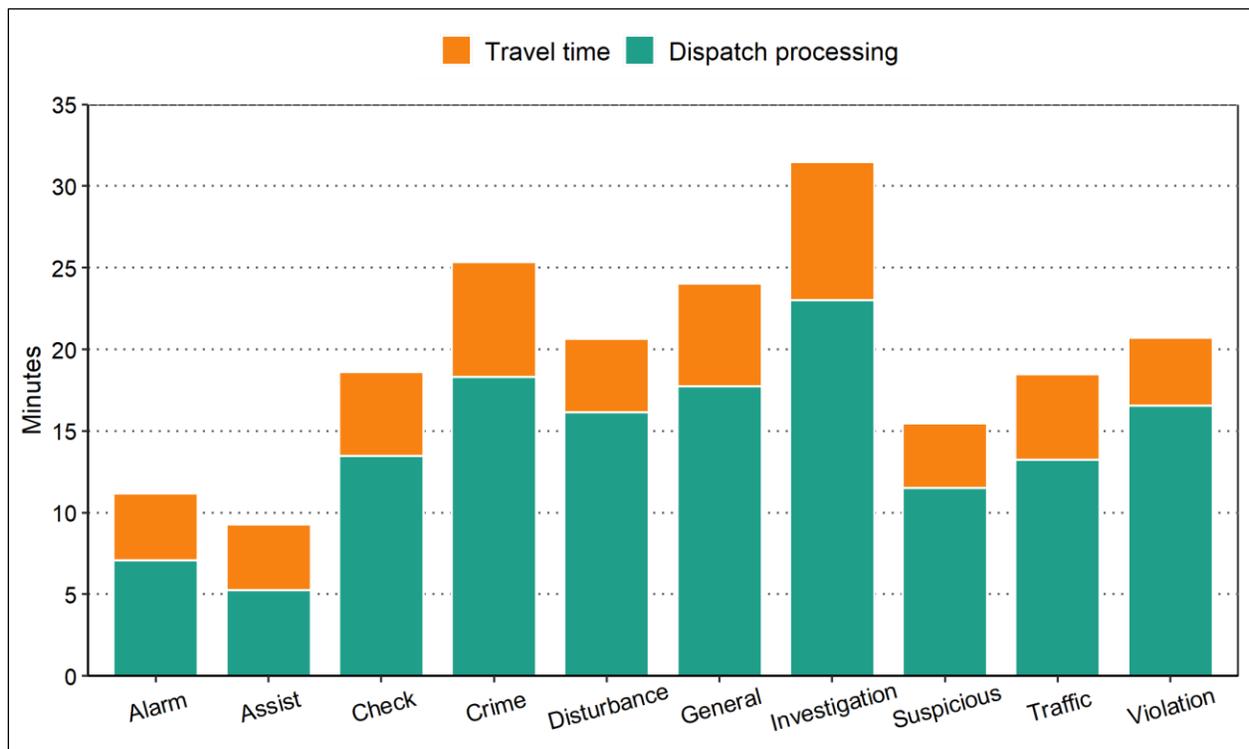


TABLE 11-16: Average Response Time Components, by Category

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	6.6	3.7	10.3	124	6.4	4.2	10.5	127
Alarm	6.0	4.4	10.4	139	7.1	4.1	11.2	177
Animal	10.3	5.2	15.4	22	16.0	5.2	21.2	28
Assist other agency	6.3	3.0	9.2	58	5.2	4.0	9.3	73
Check	12.6	4.6	17.2	206	13.5	5.1	18.6	291
Crime-person	10.0	5.3	15.3	198	13.7	5.8	19.5	256
Crime-property	21.0	7.8	28.9	358	21.5	7.9	29.4	377
Disturbance	16.3	4.5	20.8	514	16.1	4.5	20.6	620
Follow-up	23.2	3.4	26.6	18	27.2	8.0	35.1	28
Investigation	17.8	7.7	25.5	85	23.0	8.5	31.5	72
Miscellaneous	15.1	6.3	21.4	89	15.2	6.1	21.3	86
Suspicious incident	14.7	4.2	18.9	187	11.5	3.9	15.5	241
Traffic enforcement	31.7	5.0	36.7	61	25.8	7.2	33.1	69
Violation	17.7	4.0	21.8	64	16.6	4.2	20.7	57
Total Average	15.0	5.2	20.2	2,123	15.0	5.4	20.4	2,502

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

Observations:

- In winter, the average response time for most categories was between 9 minutes and 24 minutes.
- In winter, the average response time was as short as 9 minutes (for assists) and as long as 25 minutes (for investigations).
- In summer, the average response time for most categories was between 9 minutes and 26 minutes.
- In summer, the average response time was as short as 9 minutes (for assist) and as long as 31 minutes (for investigation).
- The average response time for crimes was 24 minutes in winter and 25 minutes in summer.

TABLE 11-17: 90th Percentiles for Response Time Components, by Category

Category	Winter			Summer		
	Minutes			Minutes		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	14.7	6.5	17.7	14.7	7.6	23.7
Alarm	13.0	8.0	17.8	13.3	6.9	20.2
Animal	24.9	8.3	31.2	34.8	9.1	39.0
Assist other agency	22.0	5.1	23.8	8.8	7.1	15.3
Check	33.8	8.1	40.4	37.1	8.4	45.8
Crime-person	28.0	8.8	36.9	44.9	10.5	56.7
Crime-property	58.2	18.2	69.6	61.2	17.3	76.8
Disturbance	44.8	8.2	48.7	45.7	7.9	52.9
Follow-up	62.3	7.3	65.5	95.3	18.4	103.7
Investigation	54.8	16.0	71.3	57.7	22.6	86.2
Miscellaneous	42.2	11.9	54.7	46.6	10.9	56.7
Suspicious incident	41.7	7.6	46.9	31.4	7.7	36.7
Traffic enforcement	98.4	10.5	98.6	85.8	22.0	92.6
Violation	31.4	7.4	37.7	45.7	6.8	47.8
Total	43.5	10.1	50.0	42.8	10.2	52.7

Note: A 90th percentile value of 37.7 minutes means that 90 percent of all calls are responded to in fewer than 37.7 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 18 minutes (for alarms) and as long as 71 minutes (for investigations).
- In summer, the 90th percentile value for response time was as short as 15 minutes (for assists) and as long as 86 minutes (for investigations).

FIGURE 11-30: Average Response Time Components, by Beat

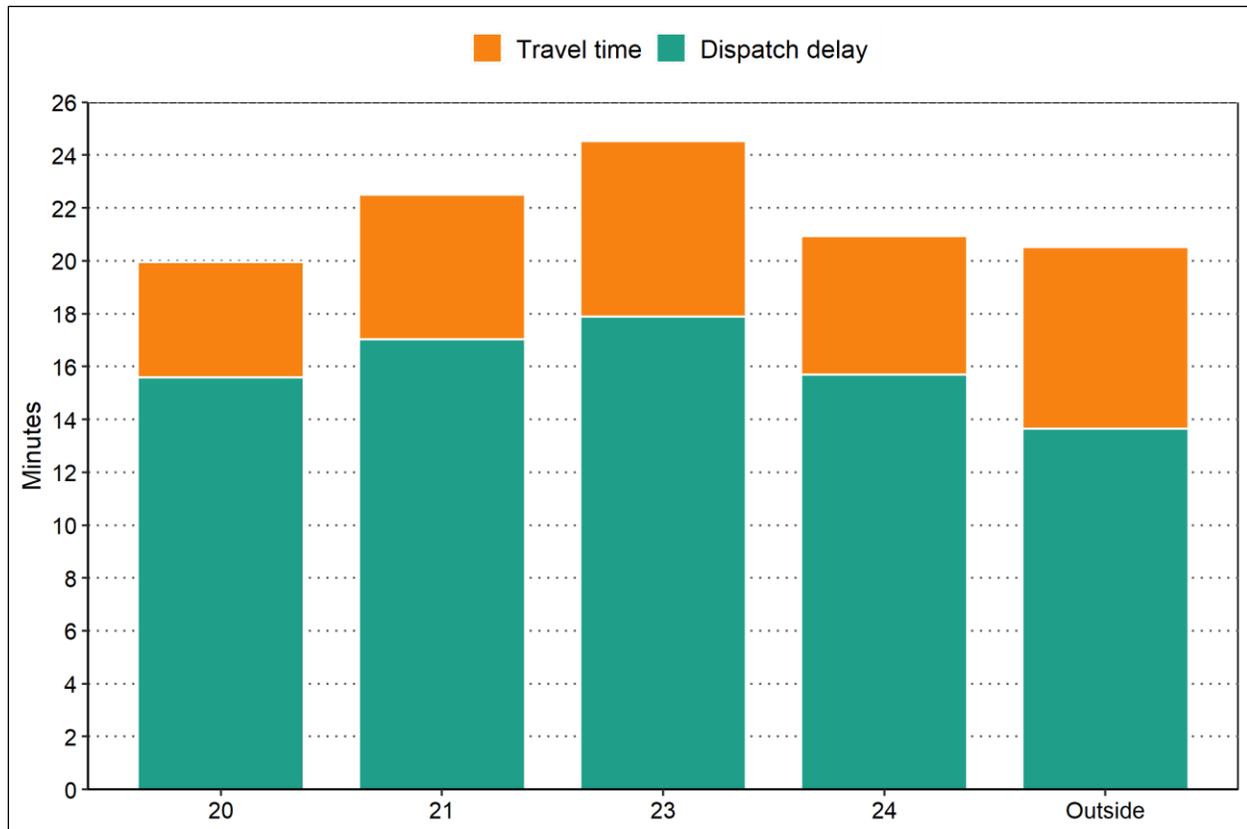


TABLE 11-18: Average Response Time Components, by Beat

Beat	Minutes			Calls	Area (Sq. Miles)	Population (2020)
	Dispatch	Travel	Response			
20	15.6	4.4	19.9	3,287	1.1	8,786
21	17.0	5.5	22.5	5,600	2.1	24,561
23	17.9	6.6	24.5	3,200	1.8	14,751
24	15.7	5.3	20.9	2,336	1.7	7,760
Outside	13.6	6.9	20.5	275	NA	NA
Total	16.6	5.5	22.1	14,689	6.7	55,858

Observations:

- Excluding calls outside National City, beat 20 had the shortest average dispatch processing time, which was about 15.6 minutes.
- Excluding calls outside National City, beat 20 had the shortest average response time, which was about 19.9 minutes.

High-priority Calls

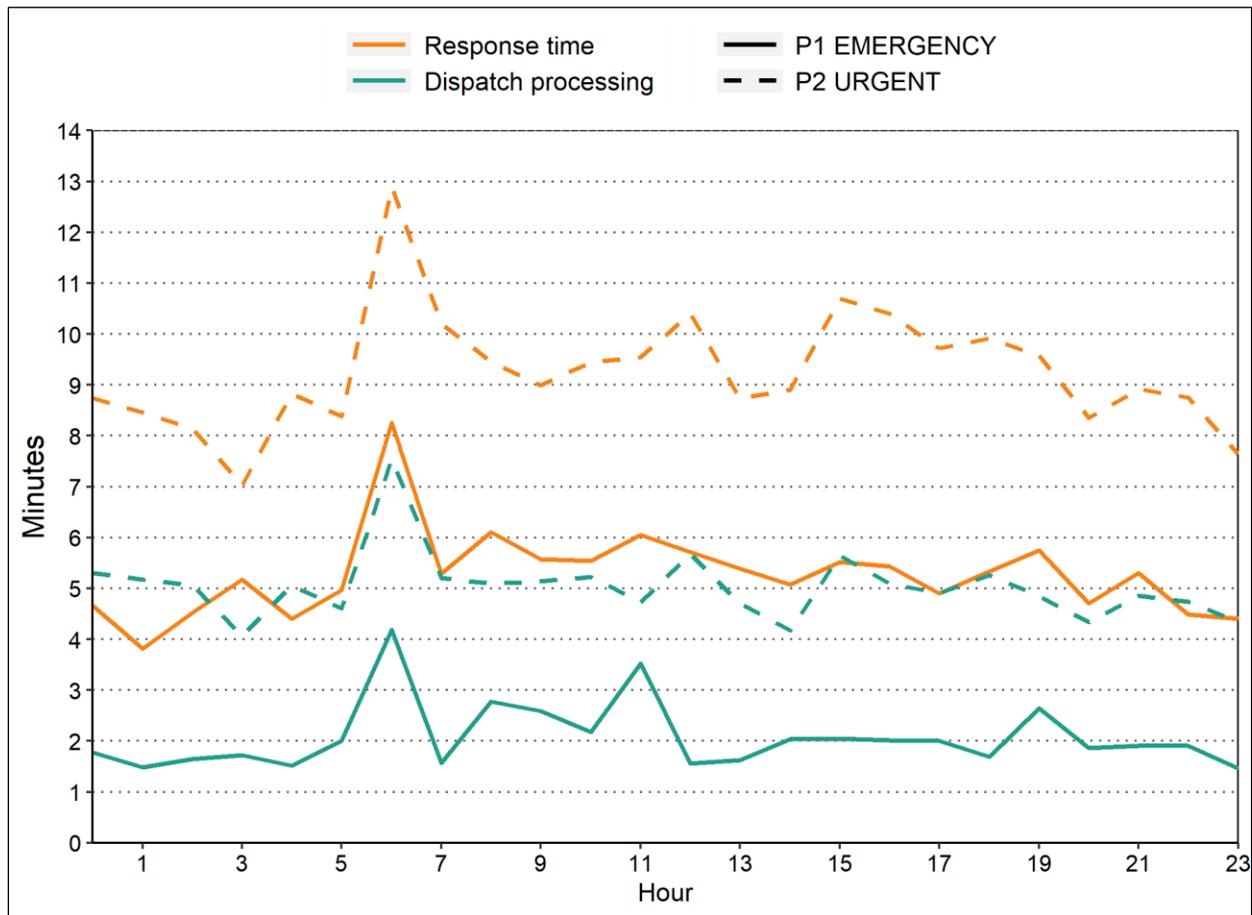
The department assigns priorities to calls with priorities "P1 EMERGENCY" and "P2 URGENT" as the highest priorities. Table 11-19 shows average response times by priority. Also, we identified the majority of injury accidents based upon their call descriptions, "11-81 ACCIDENT MINOR INJURY," "20001 HIT & RUN W/INJURY," "20001R HIT & RUN W/INJURY RPT," "11-80 ACCIDENT MAJOR INJURY," and "11-81R ACCIDENT MINOR INJ RPT," to see if these provided an alternate measure for emergency calls.

TABLE 11-19: Average and 90th Percentile Response Times, by Priority

Priority	Minutes			Calls	90th Percentile, Minutes
	Dispatch	Travel	Response		
P1 EMERGENCY	2.1	3.2	5.3	693	8.4
P2 URGENT	5.0	4.3	9.3	3,768	17.0
P3 SERIOUS	15.9	5.4	21.3	6,105	49.0
P4 NON-URGENT	31.1	7.2	38.3	3,319	101.6
P5 SELF-INITIATED/OTHER	29.2	6.1	35.4	804	98.5
Total	16.6	5.5	22.1	14,689	58.3
Injury accident	5.3	3.6	9.0	126	14.8

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

FIGURE 11-31: Average Response and Dispatch Processing Times for High-priority Calls, by Hour



Observations:

- The average response time was 5.3 minutes for P1 calls and 9.3 minutes for P2 calls. This was lower than the overall average of 22.1 minutes for all calls.
- The average dispatch delay was 2.1 minutes for P1 calls and 5.0 minutes for P2 calls. This was lower than 16.6 minutes overall.
- For P1 calls, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 8.3 minutes.
- For P2 calls, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 12.9 minutes.
- For P1 calls, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 3.8 minutes.
- For P2 calls, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 7.0 minutes.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from January 1, 2019, to December 31, 2019, were classified into the following categories.

TABLE 11-20: Call Type, by Category

Call Type Code	Table Category	Figure Category		
211A ROBBERY ALARM	Alarm	Alarm		
459A AUDIBLE BURG ALARM				
459S SILENT BURG ALARM				
ASSIST OTHER AGENCY COVER NOW	Assist other agency	Assist		
ASSIST OTHER AGENCY NON-URGENT				
ASSIST OTHER AGENCY URGENT				
FIRE OTHER				
FIRE STRUCTURE				
FIRE VEHICLE				
MEDICAL				
MEDICAL TRANSFER				
OTHER AGENCY DETAIL				
OVERDOSE				
11-11 CHECK THE AREA			Check	Check
BAR CHECK				
BEAT INFORMATION				
CHECK THE WELFARE NON-URGENT				
CHECK THE WELFARE URGENT				
CITIZEN FLAG				
DRIVEBY REQUEST				
SECURITY CHECK				
11550 UNDER INFLUENCE	Crime-person	Crime		
166 VIOLATION OF CT ORDER				
166R VIOLATION OF CT ORDER RPT				
207 KIDNAPPING				
207R KIDNAPPING REPORT				
211 ROBBERY STRONG ARM				
215 CARJACKING				
220R SEXUAL ASSAULT REPORT				
23152 DRIVING UNDER INFLUENCE				
242 BATTERY				
242R BATTERY REPORT				
243.4 BATTERY SEXUAL				
243.4R BATTERY SEXUAL REPORT				
243E1R DOMESTIC DISPUTE REPORT				
243R BATTERY W/INJURY REPORT				
245 ASSAULT W/DEADLY WEAPON				

Call Type Code	Table Category	Figure Category
245R ASSAULT W/DEADLY WPN RPT		
246 SHOOT AT DWELL/VEHICLE		
246R SHOOT AT DWELL/VEH RPT		
261 RAPE		
261R RAPE REPORT		
273.5 DOMESTIC VIOLENCE		
273.5R DOMESTIC VIOLENCE RPT		
273.6 VIOLATION OF DVRO		
273.6R VIOLATION OF DVRO RPT		
273a CHILD ABUSE/NEGLECT		
273aR CHILD ABUSE/NEGLECT RPT		
288 LEWD ACT AGAINST CHILD		
288R LEWD ACT AGAINST CHILD RP		
311R CHILD PORNOGRAPHY		
314 INDECENT EXPOSURE		
314R INDECENT EXPOSURE REPORT		
368 ELDER/DEP ADULT ABUSE		
368R ELDER/DEP AD ABUSE RT		
415 DV-VIOLENT		
415 FIGHT		
415 VIOLENT		
417 BRANDISHING WEAPON		
417R BRANDISHING WEAPON REPORT		
422 CRIMINAL THREATS		
422R CRIMINAL THREATS REPORT		
459 HOT PROWL		
518R EXTORTION REPORT		
646 STALKING		
646R STALKING REPORT		
647.6 ANNOY/MOLEST CHILD		
647.6R ANNOY/MOLEST CHILD RPT		
647b PROSTITUTION		
653M ANNOYING PHONE CALL		
BOMB THREAT 148.1		
10851 RECOVERY		
10851 REPORT		
10851 STOLEN VEHICLE		
10852 VEHICLE TAMPERING		
211 ROBBERY	Crime-property	
211 ROBBERY ARMED		
211R ROBBERY REPORT		
23110 THROW OBJECT AT VEH		

Call Type Code	Table Category	Figure Category
23110R THROW OBJ A/VEH RPT		
451 ARSON		
459 CASER		
459C BURGLARY COMMERCIAL		
459CR BURGLARY COMMERCIAL RPT		
459R BURGLARY RESIDENTIAL		
459RR BURGLARY RESIDENTIAL RPT		
459V BURGLARY VEHICLE		
459VR BURGLARY VEHICLE REPORT		
470 FORGERY/FRAUD		
470R FORGERY/FRAUD REPORT		
476R NSF CHECKS REPORT		
487 GRAND THEFT		
487R GRAND THEFT REPORT		
488 PETTY THEFT		
488R PETTY THEFT REPORT		
496 POSSESSION STOLEN PROPERTY		
503R EMBEZZLEMENT REPORT		
530R IDENTITY THEFT REPORT		
537 DEFRAUDING INNKEEPER		
537R DEFRAUDING INNKEEPER RPT		
594 VANDALISM/MAL MISCHIEF		
594R VANDALISM/MAL MISCHIEF RT		
NARCOTICS ACTIVITY		
SHOPLIFTER		
11-86 SPECIAL DETAIL		
EXTRA PATROL	Directed patrol	Directed patrol
PRESERVE THE PEACE		
RANGE USE 10-19		
415 CIVIL		
415 DRINKING IN PUBLIC	Disturbance	Disturbance
415 DV-VERBAL		
415 FAMILY		
415 GROUP		
415 MUSIC		
415 NEIGHBORS		
415 NOISE		
415 OTHER		
415 PARTY		
415 REFUSING TO LEAVE		
415 SUBJECT		
415 VERBAL		

Call Type Code	Table Category	Figure Category
5150 MENTAL SUBJECT		
5150 VIOLENT MENTAL SUBJECT		
647F DRUNK IN PUBLIC		
FIREWORKS		
PANHANDLING		
ANIMAL AT LARGE	Animal	General noncriminal
ANIMAL ATTACK IN PROGRESS		
ANIMAL BITE REPORT		
ANIMAL OTHER REPORT		
ANIMAL ROUTINE		
ANIMAL VICIOUS/INJURED/SICK		
FOLLOW-UP	Follow-up	
10-16 ARREST	Miscellaneous	
10-87 MEET OFFICER		
11-48 TRANSPORT		
911 CELL INCOMPLETE		
911 DISCONNECT		
911 LE AGENCY TRANSFER		
911 MISUSE		
ATTEMPT TO CONTACT		
ATTEMPT TO LOCATE		
BE ON THE LOOKOUT		
CALL TAKING IN PROGRESS		
HAZARD		
MISCELLANEOUS		
PROPERTY RELINQUISH		
PUBLIC WORKS CALL OUT		
REPOSSESSION		
RUNAWAY JUVENILE		
SELF INITIATED		
TARASOFF NOTIFICATION		
TICKET SIGN OFF		
TRUANT		
UTILITY NOTIFICATION		
VEHICLE LOCK OUT		
11-44 DEATH REPORT	Investigation	Investigation
11-50 FIELD INTERVIEW		
ADULT FOUND		
ADULT LOST		
C5 SURVEILLANCE		
C6 STAY OUT OF THE AREA		
CHILD FOUND		

Call Type Code	Table Category	Figure Category
CHILD LOST		
MISSING PERSON		
MISSING PERSON AT RISK		
MP/RAJ RECOVERY		
PROPERTY FOUND		
PROPERTY LOST		
UNKNOWN PROBLEM		
TRAINING/TEST	Out of service–administrative	Out of service
11-45 THREAT/ATTEMPT/SUICIDE	Suspicious incident	Suspicious
11-6 SHOTS FIRED		
11-7 PROWLER		
11-8 PERSON DOWN		
LOITERING		
PURSUIT		
SUBJECT WITH A GUN		
SUBJECT WITH A WEAPON		
SUSPICIOUS CIRCUMSTANCES		
SUSPICIOUS SUBJECT	Accident	Traffic
SUSPICIOUS VEHICLE		
WANTED SUBJECT		
11-80 ACCIDENT MAJOR INJURY		
11-81 ACCIDENT MINOR INJURY		
11-81R ACCIDENT MINOR INJ RPT		
11-82 ACCIDENT NON-INJURY		
11-83 ACCIDENT NO DETAIL		
20001 HIT & RUN W/INJURY		
20001R HIT & RUN W/INJURY RPT		
20002 HIT & RUN NON-INJURY	Traffic enforcement	
20002R HIT & RUN NON-INJ RT		
ACCIDENT DRIVERS REPORT		
11-84 TRAFFIC CONTROL		
11-88 STALLED VEHICLE		
23103 RECKLESS DRIVER		
ABANDONED VEHICLE		
DUI CHECK POINT		
LOST OR STOLEN PLATES	Traffic stop	
PARKING COMPLAINT		
TRAFFIC STOP	Violation	Violation
602 TRESPASSING		
602R TRESPASSING REPORT		
IMPOUND PD		
IMPOUND PRIVATE		

APPENDIX B: CALLS EXCLUDED FROM STUDY

According to records obtained from CAD, National City PD was associated with 67,438 calls in 2019. Of these, 26,043 events were recorded with at least one patrol unit. In other words, 41,395 calls were excluded from our analysis.

Some of these calls (7,004) had a responding NCPD unit that was not part of the patrol force, 474 calls had responding units but lacked adequate unit information, for a total of 7,478 calls.

TABLE 11-21: All Excluded Calls

Summary of Calls Excluded	Count	Percentage
No Incident Number Assigned	6,434	16
No Dispatched Units	27,485	66
Only Nonpatrol Units Responded	7,004	17
Missing or Inaccurate Unit Time Stamps	472	1
All Calls Excluded from Study	41,395	100

We examined the call records for the 33,917 calls without dispatched units more closely. We found that all 33,917 calls had no first unit assign, en route, or arrival time recorded within the call record.

TABLE 11-22: Calls Without Units, By Cancel Reason

Cancel Reason	Count	Cumulative Percentage
BY DISPATCHER REQUEST	24,958	91
BY RP REQUEST	1,870	98
BY SUPERVISOR REQUEST	328	99
BY OFFICER REQUEST	317	100
Other*	11	100
Total	27,485	100

Note: *These 11 calls include an additional 3 different cancel reasons.

TABLE 11-23: Calls with Only Nonpatrol Units, By Description

Call Type	Count	Cumulative Percentage
TRAFFIC STOP	1,137	16
ANIMAL ROUTINE	755	27
REPOSSESSION	727	37
PARKING COMPLAINT	715	48
IMPOUND PRIVATE	680	57
11-86 SPECIAL DETAIL	561	65
SELF-INITIATED	498	72
FOLLOW-UP	357	78
11-50 FIELD INTERVIEW	227	81
LOST OR STOLEN PLATES	94	82
ANIMAL AT LARGE	75	83
Other*	1,178	100
Total	7,004	100

Note: *These 1,178 calls include an additional 114 different call descriptions. Within this group, the most frequent type accounts for less than 1 percent of the total 7,004 calls.

TABLE 11-24: Calls with Only Nonpatrol Units, By Unit Type

Unit Type	Responses	Cumulative Percentage
GANG ENFORCEMENT	1,707	20
DISPATCH	1,540	37
TRAFFIC	1,268	52
ANIMAL CONTROL	946	63
PARKING ENFORCEMENT	806	72
DETECTIVE	674	80
TOW	536	86
COMMUNITY SERVICE OFFICER	438	91
SCHOOL RESOURCE OFFICER	298	94
EITHER GANG OR HOMELESS	128	96
HOMELESS OUTREACH TEAM	128	97
Other*	261	100
Total	8,730	100

Note: *These 261 responses include an additional 15 different unit types. Within this group, the most frequent type accounts for less than 1 percent of the total 8,730 responses.

APPENDIX C: WORKLOAD BY SEASON, 2020

FIGURE 11-32: Deployment and All Workload, Weekdays, Winter 2020

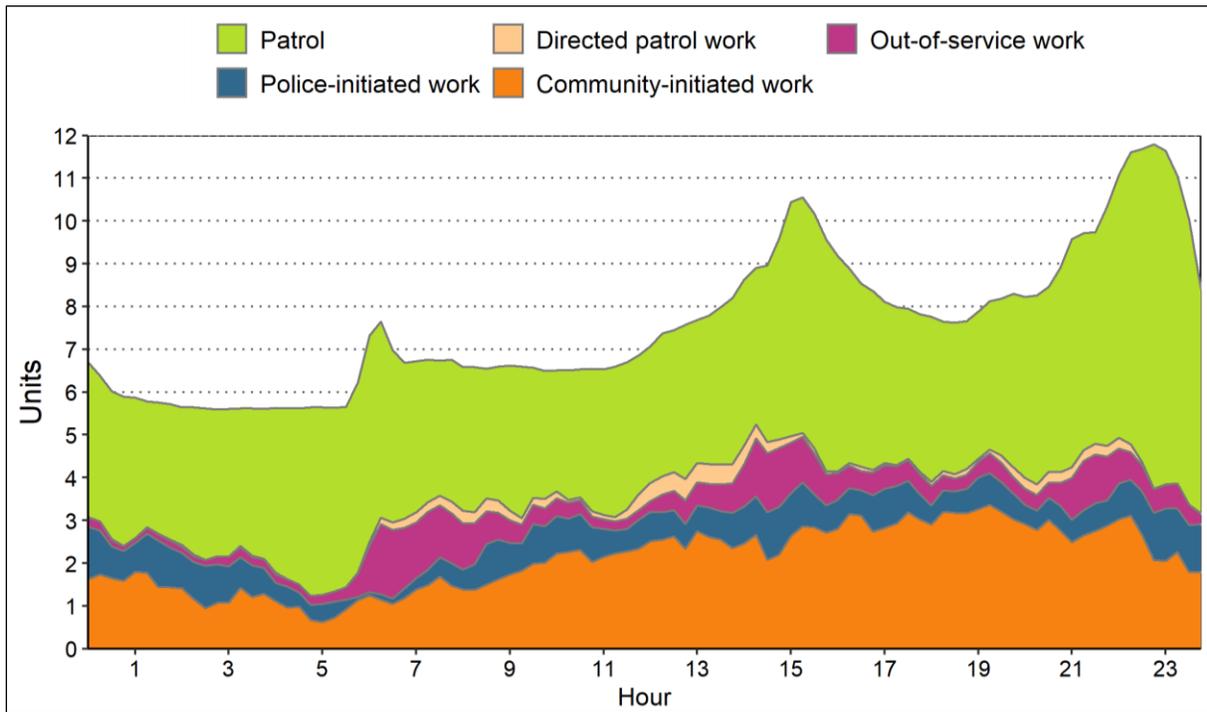


FIGURE 11-33: Deployment and All Workload, Weekends, Winter 2020

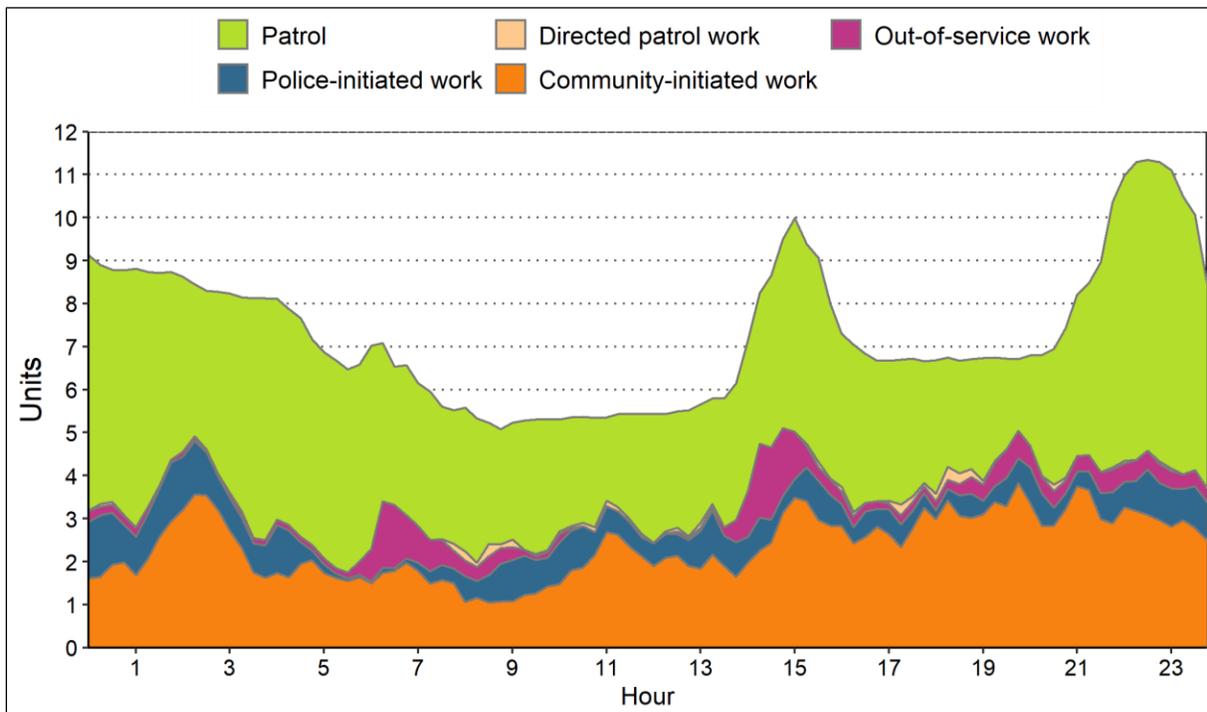


FIGURE 11-34: Deployment and All Workload, Weekdays, Summer 2020

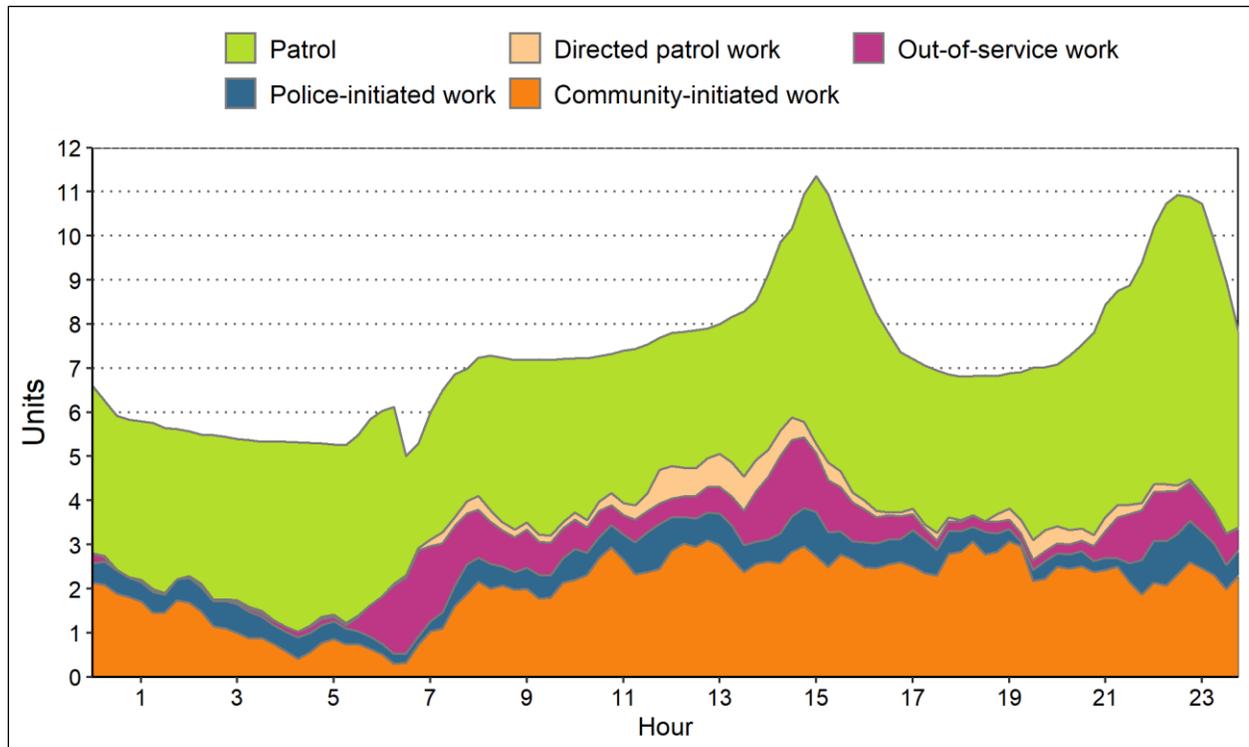
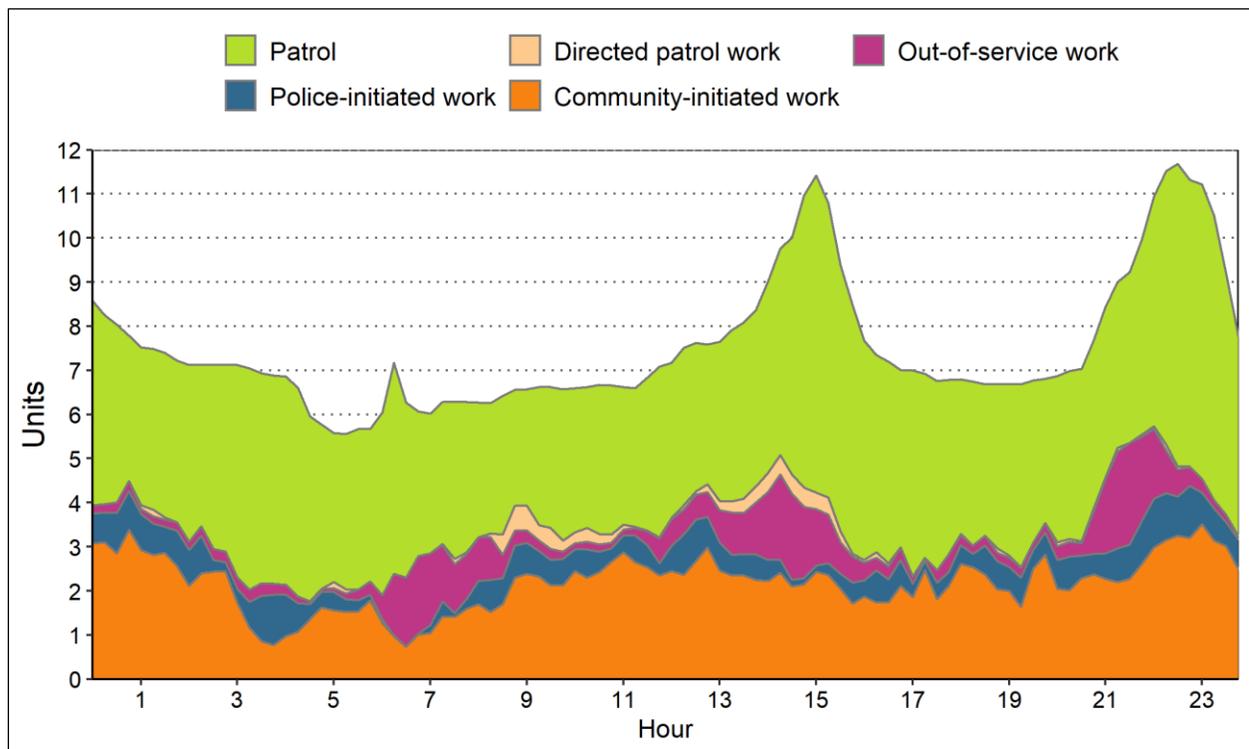


FIGURE 11-35: Deployment and All Workload, Weekends, Summer 2020



Winter (January 4 through February 28, 2020):

- Community-initiated work:
 - Average community-initiated workload was 2.1 units per hour during the week and 2.4 units per hour on weekends.
 - This was approximately 28 percent of hourly deployment during the week and 32 percent of hourly deployment on weekends.
- All work:
 - Average workload was 3.5 units per hour during the week and 3.4 units per hour on weekends.
 - This was approximately 46 percent of hourly deployment during the week and 47 percent of hourly deployment on weekends.

Summer (July 7 through August 31, 2020):

- Community-initiated work:
 - Average community-initiated workload was 2.0 units per hour during the week and 2.2 units per hour on weekends.
 - This was approximately 28 percent of hourly deployment during the week and 29 percent of hourly deployment on weekends.
- All work:
 - Average workload was 3.4 units per hour during the week and 3.4 units per hour on weekends.
 - This was approximately 46 percent of hourly deployment during the week and 45 percent of hourly deployment on weekends.

FIGURE 11-36: Percentage of Workload, Weekdays, Winter 2020

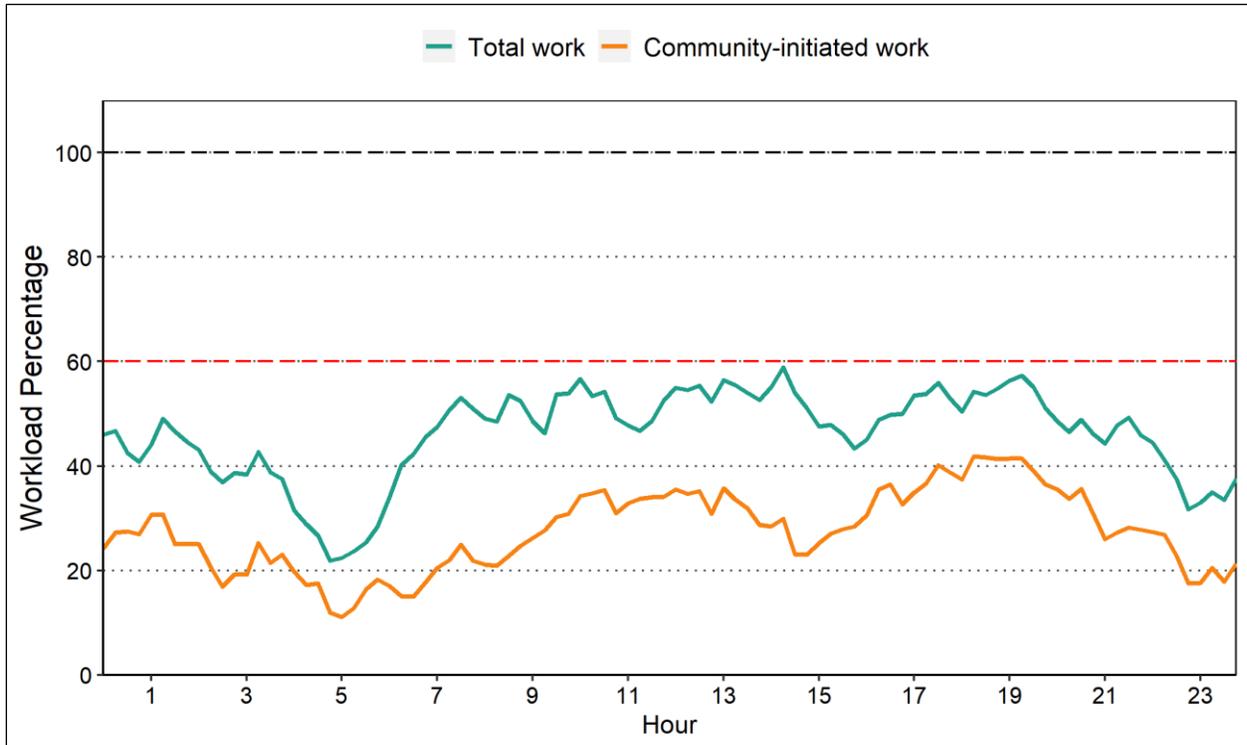


FIGURE 11-37: Percentage of Workload, Weekends, Winter 2020

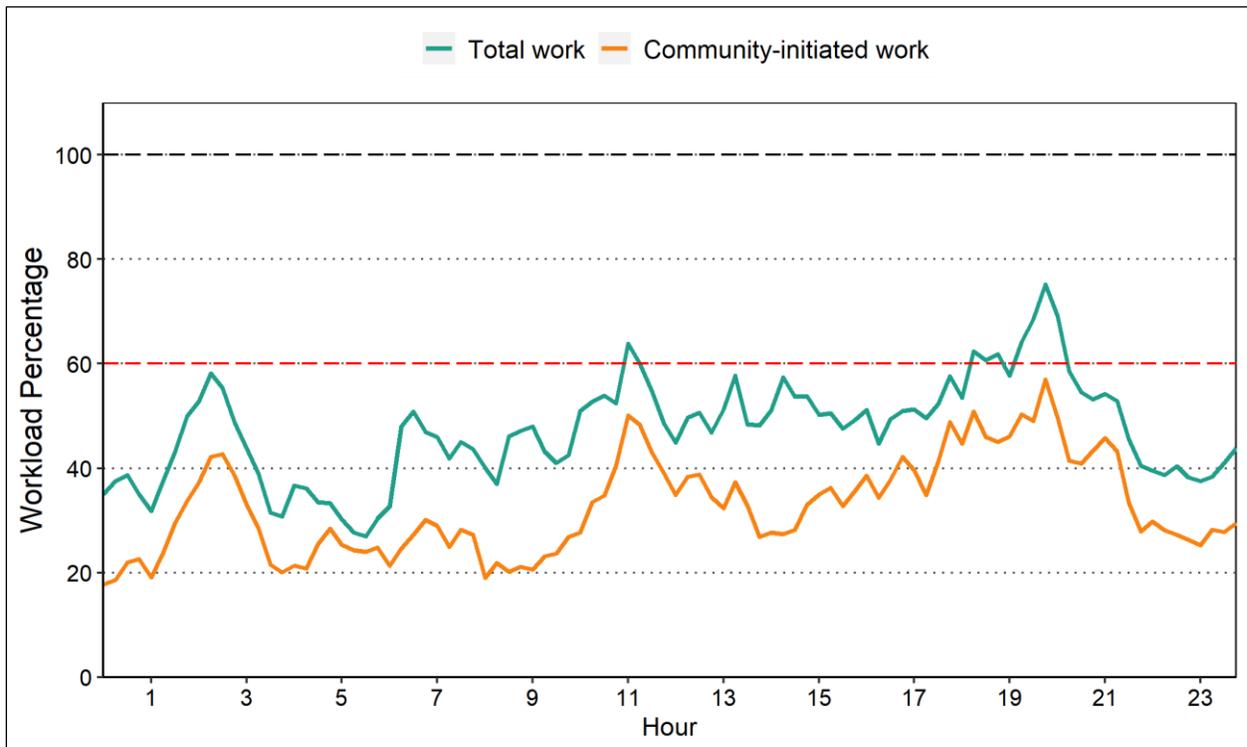


FIGURE 11-38: Percentage of Workload, Weekdays, Summer 2020

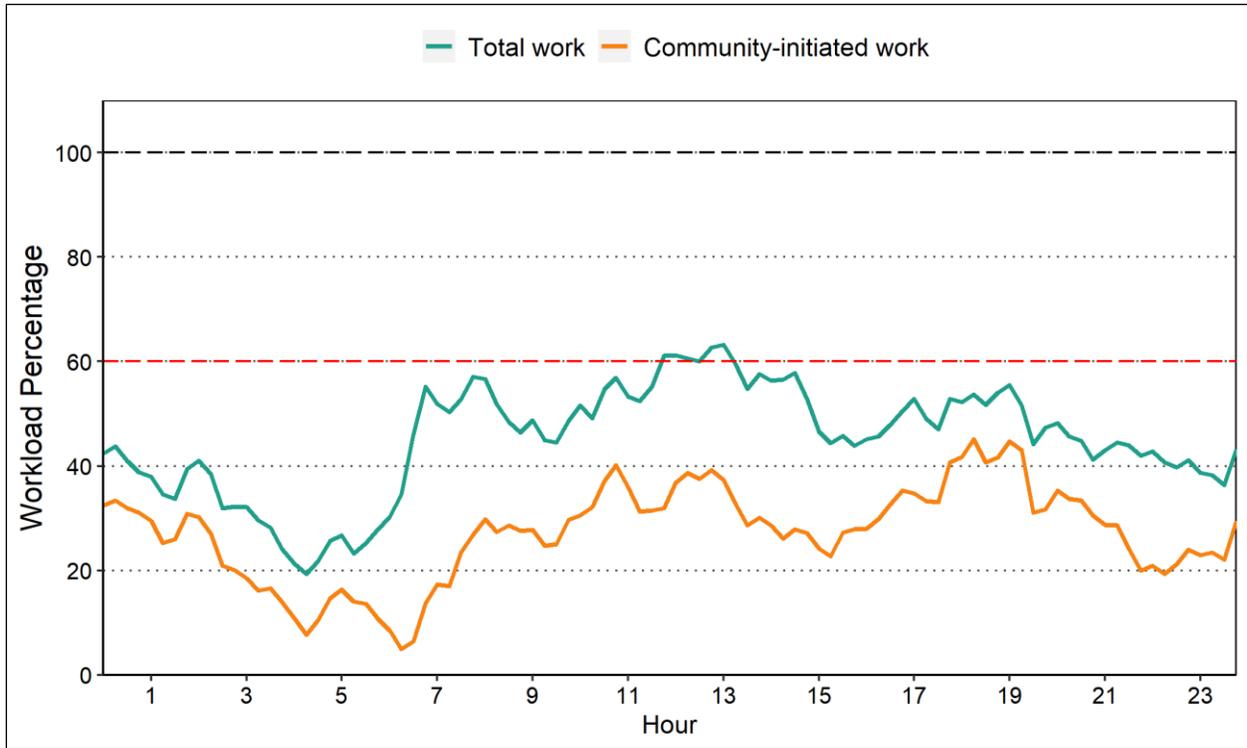
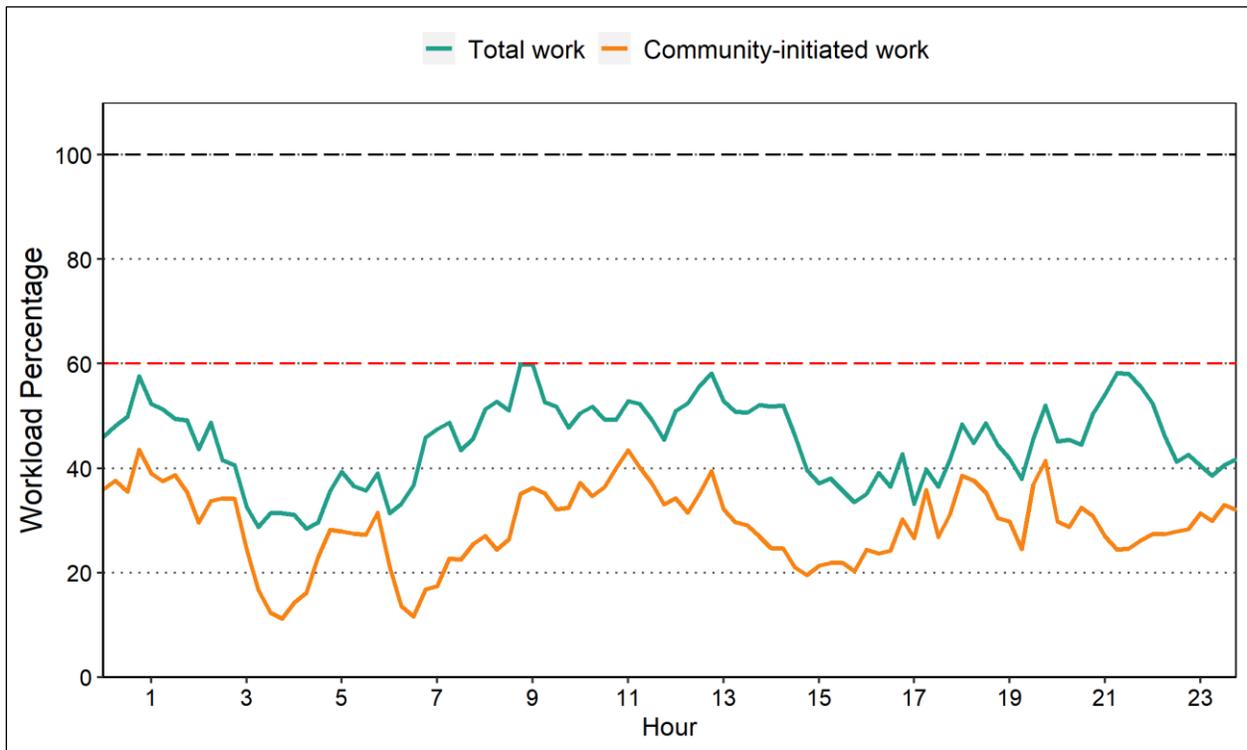


FIGURE 11-39: Percentage of Workload, Weekends, Summer 2020



Observations:

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 42 percent of deployment between 6:15 p.m. and 6:45 p.m.
 - On weekends, workload reached a maximum of 57 percent of deployment between 7:45 p.m. and 8:00 p.m.
- All work:
 - During the week, workload reached a maximum of 59 percent of deployment between 2:15 p.m. and 2:30 p.m.
 - On weekends, workload reached a maximum of 75 percent of deployment between 7:45 p.m. and 8:00 p.m.

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 45 percent of deployment between 6:15 p.m. and 6:30 p.m. and between 7:00 p.m. and 7:15 p.m.
 - On weekends, workload reached a maximum of 44 percent of deployment between 12:45 a.m. and 1:00 a.m. and between 11:00 a.m. and 11:15 a.m.
- All work:
 - During the week, workload reached a maximum of 63 percent of deployment between 12:45 p.m. and 1:15 p.m.
 - On weekends, workload reached a maximum of 60 percent of deployment between 8:45 a.m. and 9:15 a.m.

APPENDIX D: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2011 through 2020, along with clearance rates for 2020. Crime rates are expressed as incidents per 100,000 population.

TABLE 11-25: Reported Crime Rates in 2020, by City

Municipality	State	Population	Crime Rates		
			Violent	Property	Total
Carlsbad	California	116,516	192	1,580	1,772
Chula Vista	California	278,027	329	1,171	1,501
Coronado	California	23,750	72	1,124	1,196
El Cajon	California	103,035	497	1,792	2,289
Escondido	California	152,446	373	1,769	2,142
La Mesa	California	59,488	304	1,742	2,046
Oceanside	California	176,616	406	1,801	2,206
San Diego	California	1,437,608	369	1,692	2,061
San Diego County Sheriff	California	908,834	158	428	586
Richmond	California	111,367	964	3,303	4,268
National City	California	61,710	569	1,880	2,449
California		39,538,223	442	2,139	2,581
National		331,449,281	399	1,958	2,357

FIGURE 11-40: Reported National City Violent and Property Crime Rates, by Year

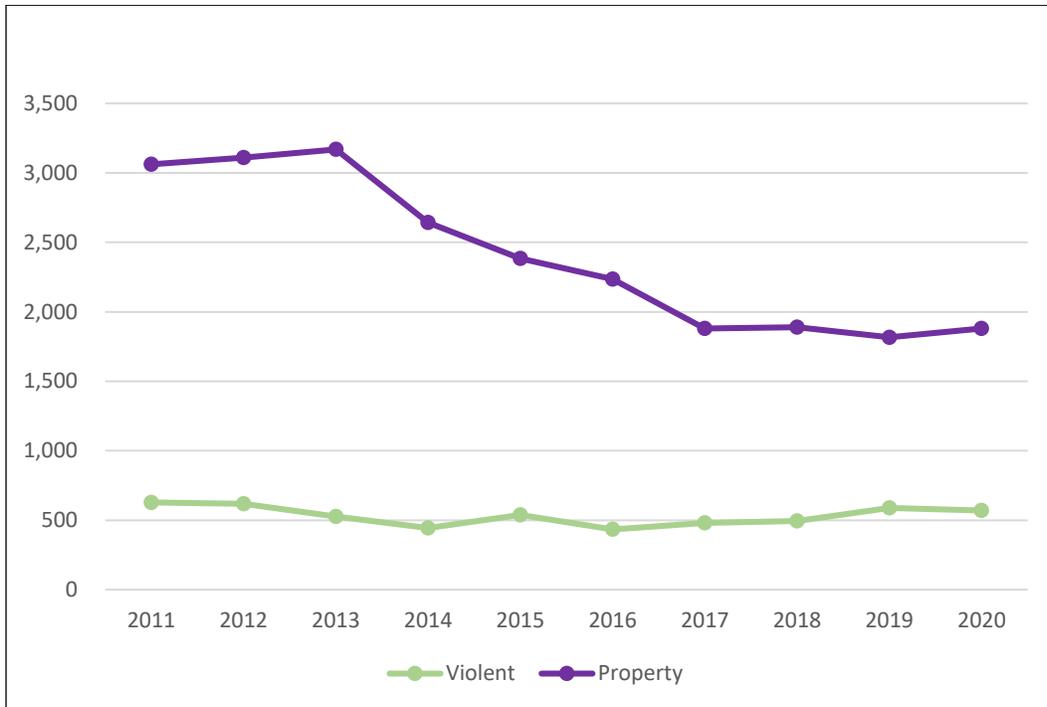


FIGURE 11-41: Reported City and State Crime Rates, by Year

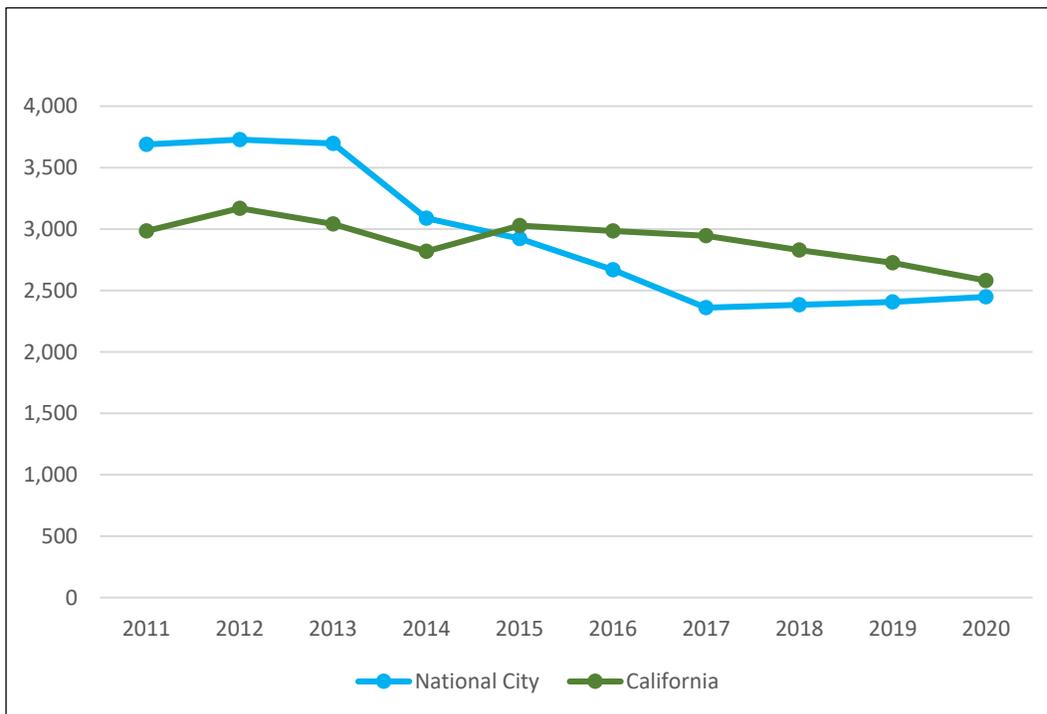


TABLE 11-26: Reported National City, California, and National Crime Rates, by Year

Year	National City				California				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2011	59,271	628	3,061	3,688	37,819,249	410	2,574	2,983	317,186,963	376	2,800	3,176
2012	59,920	619	3,109	3,728	38,183,375	421	2,747	3,169	319,697,368	377	2,758	3,135
2013	59,637	527	3,169	3,696	38,498,377	394	2,646	3,041	321,947,240	362	2,627	2,989
2014	60,130	444	2,643	3,087	38,970,399	389	2,430	2,819	324,699,246	357	2,464	2,821
2015	60,768	538	2,384	2,923	39,315,550	424	2,605	3,029	327,455,769	368	2,376	2,744
2016	61,550	434	2,236	2,669	39,421,283	443	2,541	2,984	329,308,297	383	2,353	2,736
2017	61,574	481	1,879	2,360	39,536,653	449	2,497	2,946	325,719,178	383	2,362	2,745
2018	61,763	495	1,889	2,384	39,557,045	447	2,380	2,828	327,167,434	369	2,200	2,568
2019	61,791	589	1,817	2,406	39,959,095	434	2,290	2,724	328,239,523	379	2,010	2,489
2020	61,710	569	1,880	2,449	39,538,223	442	2,139	2,581	331,449,281	399	1,958	2,357

TABLE 11-27: Reported National City, California, and National Crime Clearance Rates

Crime	National City			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	4	2	50%	2,202	1,296	59%	18,109	9,851	54%
Rape	19	2	11%	12,641	4,673	37%	110,095	33,689	31%
Robbery	99	40	40%	44,684	14,816	33%	209,643	60,377	29%
Aggravated Assault	229	118	52%	113,539	57,868	51%	799,678	371,051	46%
Burglary	139	17	12%	145,377	17,229	12%	898,176	125,745	14%
Larceny	760	85	11%	527,748	45,114	9%	4,004,124	604,623	15%
Vehicle Theft	261	22	8%	168,046	15,800	9%	727,045	89,427	12%

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

END