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Office of the City Manager

<u>INFORMATION CALENDAR</u>

September 9, 2025

To: Honorable Mayor and Members of the City Council

From: Paul Buddenhagen, City Manager

Submitted by: Jen Louis, Chief of Police

Subject: Update on Implementation Progress of Citygate's Workload Organizational Study of the Police Department

<u>BACKGROUND</u>

The Citygate Workload and Organizational Study, delivered in September 2024, presented a menu of 54 recommendations and 74 key findings stemming from an in-depth analysis of the department's workload, staffing, organizational structure, and overtime management. The Citygate report has been instrumental in helping the Berkeley Police Department (BPD) set strategic priorities and continues to serve as a valuable guide for the department's ongoing efforts to enhance efficiency, optimize resource deployment, and improve service delivery to the Berkeley community. These recommendations are meant to be used as a suite of options that will inform our operational and strategic decisions over the long term, rather than a prescriptive checklist for immediate full completion. This approach allows the department to remain fiscally responsible and strategically adaptive, particularly in light of the City's structural deficit.

To provide context on the scope of these recommendations and our approach:

- 14 recommendations are either already completed (such as the Bike Team realignment detailed below) or represent ongoing departmental work that aligned with Citygate's findings (e.g., continuous recruitment efforts, ongoing data analysis).
- 18 of the recommendations call for the creation of new staff positions.
- 12 additional recommendations, while not requiring new positions, would necessitate new funding for implementation (e.g., for technology, equipment, or specific programs).
- The remaining 10 recommendations have been identified as low priority, would require significant existing staff time to implement (which is currently constrained), or involve potential long-term labor negotiation considerations.

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Outlined below are significant achievements that have been implemented to date in direct response to the Citygate recommendations.

CURRENT SITUATION AND ITS EFFECTS

BPD has made significant progress, with 14 of the 54 recommendations now complete or representing ongoing work that was already aligned with Citygate's findings. These achievements have been accomplished through the strategic reallocation of existing resources.

Select In-Progress & Completed Initiatives:

- **Use of Force Reporting Policy Review**
    - BPD has a comprehensive review and update of our Use of Force reporting policy well underway and hopes to launch new edits soon. This is a critical area highlighted by Citygate, which suggested aligning our reporting thresholds for certain lower-level force incidents with common practices in comparable agencies, while ensuring full compliance with state and federal law and maintaining robust accountability. The Department is committed to a transparent process and will provide the Police Accountability Board (PAB) with advance notice before the implementation date so that their input can be considered on version edits.

- **Realigning Resources for Enhanced Community Engagement**
    - Consistent with Citygate's analysis on optimizing divisional structures, the Bike Team has been realigned under the Community Services Bureau (CSB). This move is intended to increase CSB's capacity to address community concerns and improve operational oversight within that bureau.

- **Implementing Alternative Response Models – Community Service Officers (CSOs)**
    - The Patrol CSO program is now operational, a key step towards addressing varied calls for service more efficiently. The Department is pleased to report that three Community Service Officers have successfully completed their comprehensive training program. These CSOs are now independently responding to appropriate low-risk calls for service in the field, such as taking reports for non-emergency incidents, recovering stolen vehicles and found property, and assisting with traffic control. This initiative directly supports Citygate's recommendation to utilize CSOs to handle tasks not requiring a sworn police officer, thereby allowing sworn officers to focus on higher priority calls and proactive policing efforts.

- **Establishing a Flex Team**
    - The establishment of a specialized Flex Team, as recommended by Citygate, to address emerging crime trends and specific public safety issues remains a priority. In a key step toward its formation, the

recruitment for the team's Sergeant is now underway. The full deployment of this team is contingent upon achieving the necessary sworn staffing levels to support this initiative without compromising core patrol functions. Until then, the Flex Team sergeant will lead operations in collaboration with Patrol, the Bike Team, and CSB Area Coordinators.

Key Upcoming Initiatives

BPD will be continuously evaluating and implementing additional Citygate recommendations as resources and staffing levels permit. Key upcoming initiatives include:

- **Enhanced Online Reporting System**
  - The Department is preparing for the forthcoming rollout of an enhanced online reporting system. This initiative aims to provide a more convenient and accessible option for the public to report specific non-injury crimes and incidents. This will, in turn, free up patrol officer time for higher priority calls, proactive policing, and community engagement. We are also actively exploring the feasibility of expanding the categories of reports that can be submitted online to further improve efficiency and public service.

- **Real-Time Crime Analyst**
  - In alignment with Citygate's recommendation around crime analysis, BPD will soon be interviewing for a full-time Program Manager to lead the development and implementation of real-time analysis capabilities. This position will support both the Patrol Division and Investigations Division by rapidly operationalizing data to provide actionable intelligence to officers in the field and detectives working active cases.

These initial steps, guided by the Citygate report, are aimed at optimizing resource allocation, enhancing community service, and improving operational efficiency. Moving forward we will continue to refine staffing levels and incorporate the Citygate assessment into future budgetary decision-making processes.

FISCAL IMPLICATIONS

The actions outlined in this update have been implemented through strategic resource reallocation and within existing budgetary frameworks.

ENVIRONMENTAL SUSTAINABILITY AND CLIMATE IMPACTS

There are no identifiable environmental effects, climate impacts, or sustainability opportunities associated with the subject of this report.

CONTACT PERSON

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ATTACHMENTS

1. Citygate Workload Organizational Study of the Police Department

CITYGATE
POLICE SERVICES

WORKLOAD ORGANIZATIONAL STUDY
OF THE POLICE DEPARTMENT

CITY OF BERKELEY, CA

SEPTEMBER 4, 2024

CITYGATE
POLICE SERVICES

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CITY OF BERKELEY

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EXECUTIVE SUMMARY

The City of Berkeley (City) retained Citygate Associates, LLC (Citygate) to conduct a Workload Organizational Study of the Police Department (Department). This assessment includes a review of the adequacy of current and future deployment systems, staffing levels throughout the Department, sustainable alternatives, beat structure, overtime, and organizational structure. The methodology utilized in this study can be found in Section 1 of this report.

Citygate's review includes a detailed analysis of the data that drives staffing recommendations including data related to police unit response times, crime, calls for service, and overtime. The review also includes a staffing analysis of supervision, management, and support functions within each division of the Department. Our work was combined with a review of the City's ongoing efforts related to alternative response methods to non-police or low-level emergencies and other care needs in the City. This transition is already underway to provide appropriate alternative services to the community when a traditional 9-1-1 police patrol response is not necessary. Citygate's assessment encompasses recommendations to support the Department's success over the next five to seven years.

> Overall, **this report contains 74 key findings and 54 specific, actionable recommendations**. Findings and recommendations are presented in their narrative context in Sections 2 through Section 7. A comprehensive list of <u>all</u> findings and recommendations is presented sequentially in Section 8. Recommendations are also presented in Table 1 of this Executive Summary.

POLICY CHOICES FRAMEWORK

Currently, there are no mandatory federal or state regulations directing the level of police field service staffing, response times, and necessary outcomes.

The International Association of Chiefs of Police (IACP) and the International City/County Management Association (ICMA) recommend methods for determining appropriate staffing levels based on local priorities. The National Emergency Number Association (NENA) provides standards for 9-1-1 call answering, and the Association of Public-Safety Communications Officials International (APCO) and the International Academies of Emergency Dispatching (IAED) provide best practices that illuminate staffing needs for communications centers providing dispatch services.

Using a data-driven framework as advocated in this report—and already embraced and practiced by the Department—the City can continue to engage the community in *adapting future public safety services to utilize alternative and community-focused, non-police officer strategies* to address community-wide, neighborhood, and social issues.

Personnel costs are often the most significant cost center in any department budget. One of the City Council's greatest challenges is managing scarce fiscal resources and allocating them wisely across the vast needs of municipal government public safety operations. The recommendations in this Workload Organizational Study are made based on best practices, Citygate's experience, and guidelines established by professional industry organizations. The City's fiscal capabilities and non-9-1-1 alternative services delivery measures must be considered when weighing these recommendations.

GENERAL SUMMARY OF CITYGATE'S ASSESSMENT

Citygate commends the Department and the City for its many innovative, forward-looking, and community-focused programs, including its Transparency Hub; the Mental Health Division's Mobile Crisis Unit; the Specialized Care Unit, which provides crisis service with no police involvement; the prioritization of employee wellness; the Community Services Bureau (CSB) and its community liaisons; and the Bike Team. Residents can call 9-1-1 for life-threatening emergencies and can ask dispatchers for mental health support. All Mobile Crisis Team (MCT) calls may be accompanied by firefighter-paramedics or police officers, who ensure safety at the scene while allowing the MCT to assist. If such calls are made when MCT members are off duty, City police officers have extensive experience helping people through mental health and substance abuse crises, and regularly utilize de-escalation and crisis intervention strategies. Further, the City's Specialized Care Unit (SCU) is a partnership program with Bonita House, Inc. Staff assigned to the SCU will respond to those undergoing a mental health- or substance-use-related crisis without police involvement.

The Chief of Police has also recently created a new Deputy Chief's position and a new unit: the Office of Strategic Planning and Accountability (OSPA). The Office of Strategic Planning and Accountability will report directly to the Chief and will serve as a pivotal entity in enhancing data-driven approaches in policing performance, Departmental accountability, risk management, and oversight—as well as addressing community and external stakeholder needs.

Throughout Citygate's assessment, Citygate found a department with high professionalism at all levels and a staff willing to implement new ideas and technologies to improve policing in the City. The members of the Department are extremely dedicated to the community they serve. No organization is perfect, and many of the findings and recommendations in this report are items the Department is aware of and is already taking steps to implement. Some changes will take time and require resources as part of the Department's normal budgeting process.

All of the City's work to date and the issues researched for this study present *two policy challenges for the Council and community to work together on*—not to the exclusion of one or the other. **Both** challenges require resources because, if one set of services falls short, other services and overall public well-being can be negatively impacted.

Challenge #1

Maintain Emergency and Needed Police Services Commensurate to Current Demands

◆ Citygate found that many sections of the Department—especially Patrol and the Communications Center (Dispatch)—suffer from a **shortage in staffing**, which frequently necessitates overtime or diverting staff from other units to fill vacancies in Patrol.

◆ Many sworn members, particularly those with supervisory responsibilities, are responsible for several **ancillary duties** and often find themselves spending increasingly more time on administrative tasks apart from their primary duties, which include leadership and supervision in the field.

◆ The Department also faces hurdles in **recruiting, hiring**, **and training** new staff while keeping pace with attrition as the public perception of the law enforcement profession evolves. To heighten the focus on recruiting, the Chief has recently assigned a full-time Recruitment Officer.

◆ Overall, from 9-1-1 call receipt to the arrival of the right resource in response to a specific incident—whether Patrol, Investigations, Traffic, Mobile Crisis Team, etc.—there are **multiple current limitations** adversely affecting the Department's efforts to meet the high volume of calls for assistance received every hour.

◆ Staffing shortages and technical limitations affect **morale**, **overtime**, recruitment, and retention.

Challenge #2

Grow Non-9-1-1 Services to Support Berkeley's Compassionate and Caring Human Services

The City is actively working on reimagining public safety, a process initiated in 2021. City goals emphasize a more holistic, integrated, and community-centered approach to society's needs that do not require an emergent police/fire/ambulance response. The City's goals, and the work the City has already started, aim to address these needs by incorporating a range of professionals and response strategies.

◆ **Alternatives** to a police patrol response require the programs to be developed and non-sworn personnel to be hired—such as Community Service Officers (CSOs) and specialists for response to people experiencing homelessness-related issues or mental health crisis.

◆ Building the desired **enhanced programs** requires planning, mid-managers, recruitment, training, and quality of care oversight—all of which the Department is strained to provide currently.

- The **Specialized Care Unit (SCU)** is an innovative partnership program between the City of Berkeley and Bonita House, Inc. The SCU currently operates 24 hours per day Sunday through Wednesday. The SCU also operates from 6:00 am to 4:00 pm Thursday through Saturday. When someone calls 9-1-1, they can ask public safety dispatchers for support related to mental health or substance-use issues, which may also come in the form of the Mental Health Division's **Mobile Crisis Unit**. Firefighter-paramedics or police officers may also accompany all Mobile Crisis Unit calls, while an SCU response is one with no police involvement. The SCU can be reached directly if someone is undergoing a mental health- or substance-use-related crisis and needs assistance.

- The **Vision Zero Action Plan** is a strategy to eliminate all traffic fatalities and severe injuries while increasing safe, healthy, and equitable mobility for all. It is, first and foremost, an engineering strategy that aims to design and build Berkeley streets to eliminate severe and fatal traffic injuries. Equity-driven Vision Zero traffic enforcement utilizes the best possible data and is focused on areas of the City where engineering and education efforts have already been implemented.

- The Berkeley Police Department's online **Transparency Hub** shares Police Department policies, actions, and data with City partners and community stakeholders. This data includes police stop data to ensure fair and impartial policing through an analysis of calls for service, use of force, and current trends.

- The Department's four **Area Coordinators** serve as community liaisons for the Department. They can help with long-term problems such as persistent issues with illegal dumping or abandoned vehicles.

CITYGATE'S RECOMMENDATIONS AND GOALS

Throughout this assessment, Citygate provides recommendations to serve the Department in its efforts to achieve the following **six goals**:

1. Increasing staffing in some areas and deploying and redeploying staff where and when they are most needed based on accurate and timely data and analysis.

2. In the context of employee wellness and accountability, carefully evaluating the various collateral duties many employees are assigned, giving particular attention to supervisors who are often being pulled from their supervisory roles.

3. Continuing efforts to track and manage overtime and limiting its use to when it is necessary.

4.   Continuing the Department's strong and creative efforts related to data analysis to drive performance and continuous improvement.

5.   Continuing the Department's strong focus on employee wellness. A focus on wellbeing not only benefits individual employees but also promotes a healthier work environment, reducing the risk of fatigue and enhancing Departmental morale.

6.   Improving employee retention and prioritizing employee morale. The benefits of improving police morale are many, including better service for the community, more community trust in the Department, and a motivated, purposeful workforce.

Citygate analyzed current capabilities to project future needs for the Department, with actionable recommendations and strategies provided for implementation based on the growth and development of the City. If this study's recommendations are implemented over several fiscal years:

◆   The Department will be well positioned to deepen its ability to provide ***proactive policing***.

◆   The community will be able to increase interaction with partners in the Department to foster ***joint crime prevention strategies***.

◆   The prevention of crime and disorder and the closure of investigations of serious incidents will *increase*.

◆   When the public interacts with Berkeley police, they will *know them and trust them to be fair*—and will not assume they are representative of what is wrong with policing elsewhere in America.

SUMMARY OF POLICE SERVICES FINDINGS BY TOPIC

Organizational Summary

At the time of Citygate's analysis, the Department was operating with an authorized (budgeted) total staffing level of 313.20 employees, which includes 181 total authorized *sworn* staff. The Department is currently organized into four major divisions—Operations, Investigations, Professional Standards, and Support Services—each commanded by a Police Captain. The Chief of Police recently informed staff of a planned Departmental reorganization that will result in the creation of a new Deputy Chief's position and a new Office of Strategic Planning and Accountability (OSPA). The reorganization will also entail a Captain being promoted to Deputy Chief, and units within the current Professional Standards Division being transferred to other Departmental offices or divisions.

C I T Y G A T E
ASSOCIATES

As part of this review, Citygate performed a **benchmark analysis** to contrast Department staffing with that of five selected comparator agencies. The agencies chosen were similarly situated municipal police departments with comparable geographical and population metrics. Citygate also utilized other. One benchmark measure assessed was the City's rate of Part 1 Violent Crime and Part 1 Property Crime, along with the respective case clearance rates of the City and comparator agencies. Citygate noted that the Berkeley's property crime rate was higher than that of the five benchmark agencies. The City's violent crime rate was second highest behind that of the City of Richmond.

The Department's *property* crime clearance rates have remained consistent over the past five years, while incidents of property crime rose between 2018 and 2022. The Department's *violent* crime clearance rates have improved since 2018, with the 2022 rate being 33.3 percent—which was equal to the city of Fremont's but lower than the cities of Hayward (39.6), Concord (35.8), and Santa Clara (51.9).

Citygate also reviewed overtime data for every organizational unit and learned that most Department overtime is spent in Patrol, Communications (Dispatch), and Investigations. The Department realized a 13 percent reduction in overtime in 2023 and can now closely monitor and manage overtime expenditures down to the level of individual employees. The Department's efforts to track, manage, and reduce overtime—along with a reduction in the number of beats from 16 to 14—appear to be effective.

Operations Division (Patrol)

The field Operations Division is organized into seven **Patrol teams** responsible for uniformed police response to the community.

Additionally, the Operations Division includes the **Community Services Bureau (CSB)** and a **Bike Team**. Each of the four CSB officers are assigned to a quadrant of the City where they serve as community liaisons who focus their time on addressing long-term neighborhood concerns. The CSB also houses the Data Analysis Team, which has created an *impressive* Transparency Hub that provides the public and staff access to a wide range of police data. Finally, Bike Team officers spend most of their time focusing on retail areas downtown and south of the university campus. They address qualify-of-life issues, which relieves Patrol officers of many of these responsibilities.

Support Services Division

The Support Services Division includes the City Jail, the Technology Unit, the Property and Evidence Room, the Records Bureau, and the Communications Bureau.

An issue of high concern within the **Communications Center (Dispatch)** of Support Services is dispatcher staffing and overtime. The Department has been successful in recruiting new dispatchers, which should eventually result in a much-needed reduction in overtime.

The City's **Computer-Aided-Dispatch (CAD) system** urgently needs replacement. Its outdated technology, inefficient database schema, and unintuitive interface hinder effective emergency response. This extends to records management, corrections, and mobile field reporting systems. While upgrading will require additional implementation costs, the benefits of a modern, integrated system far outweigh the challenges related to persisting with obsolete technology. Superior alternatives exist, promising enhanced efficiency and effectiveness across emergency services.

The **City Jail** is led by a Sergeant, who is responsible for oversight of three civilian supervisors and 14 Community Service Officer jailers. Between January 2022 and December 2022, Department officers booked 5,902 arrestees—a daily average of 16 arrestees. Recruitment for Community Service Officers (CSOs) is arduous. Citygate sees an opportunity for improvement by forming a Recruitment and Retention Committee. A civilian manager may be a good fit for this all-civilian unit.

A Sergeant leads the **Technology Unit**. The Unit is an ancillary duty for five other members. Citygate sees an opportunity to improve operational efficiency by transferring the Sergeant to a position that requires uniformed supervision and filling the current position with a civilian Information Technology Specialist who can provide long-term technical expertise to the Unit and Department.

Citygate learned that the Department has made **online reporting** available to the public by using Coplogic. Citygate applauds this effort as it provides a viable alternative for those who wish to report certain offenses. Using Coplogic, a victim of a crime can enter their information into an online report form and receive a temporary report/incident number. Reports that do not involve a suspect, or only involve the theft of property, can be performed online and do not require the presence of an officer.

Our review of **Property and Evidence** revealed some areas for improvement, including the need to add temporary staff to relieve backlogs. Citygate also believes Property and Evidence would benefit greatly by measuring its policies, procedures, and practices against those in the Law Enforcement Evidence and Property Management Guide (Fourth Edition, 2022).[1]

Investigations Division

Citygate found several areas where we believe the Investigations Division can be improved. For example, Investigations staff have not made full use of an existing **case management system** that would help to track detective caseloads including open cases, closed cases, and those held in a pending status—which are mostly property crimes cases that lack investigative leads.

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[1] https://post.ca.gov/portals/0/post_docs/publications/Evidence_and_Property_Management.pdf

Professional Standards Division

A Lieutenant leads the **Personnel and Training Unit** and oversees a Sergeant, four civilian Police Aides, and two other professional staff (eight personnel total). The Unit is responsible for working closely with the Human Resources Department, assigning and reviewing background investigations, conducting applicant interviews, coordinating academies and recruits, managing the armory, facilitating the Honor Guard, coordinating police aides, managing defensive tactics and firearms units, coordinating chaplains, ordering and accounting for ammunition, coordinating with Bay Alarm for support, coordinating with the recruiting team, and more.

When interviewing staff, Citygate found a theme: many personnel have a difficult time completing their primary responsibilities due to numerous ancillary duties. One of the ancillary duties includes the **recruiting team**. Citygate believes there is room to improve recruiting by removing it as an ancillary duty responsibility and making it a primary duty. A recruitment plan would also help to guide individuals (or a team) and track results. The Chief recently announced the creation of a new officer's role that will be wholly dedicated to recruiting.

The **Audit and Inspection Unit** was formerly staffed by a Sergeant; however, the Sergeant was temporarily reassigned in February of 2024, and the position's duties have since been absorbed into the new Office of Strategic Planning and Accountability (OSPA).

CITYGATE RECOMMENDATIONS AND FUNDING PRIORITIES

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

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

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

- ◆ The **funding priority level** for any recommendations requiring funding.

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

> *NOTE: While funding priorities are identified, these recommendations are not presented in a general priority order. Greater context and further content related to each recommendation is provided throughout this report.*
>
> *FTE numbers in the "No Cost" column followed by an **asterisk** indicate positions that are **already authorized/funded.***

Table 1—Recommendations and Funding Priorities

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
Organizational Review			
EMPLOYEE SURVEY			
1. Given the percentage of Employee Survey respondents who indicated a willingness to leave the Department within three years, Citygate believes there is a pressing need for the Department to implement strategic retention strategies to foster a more supportive organizational culture and mitigate potential turnover.	X		
POLICE BEATS			
2. Retain the 14-Beat model while continuing to collapse the number of beats to 7 beginning at or about 2:00 am (0200 hours).	X		
3. The Department's strong data and predictive analysis should dictate where staff are assigned. Periodically review beat activity and workload demand and adjust as necessary.	X		
OVERTIME			
4. Continue to record, analyze, and manage overtime to reduce the likelihood of employee fatigue and burnout.	X		
Office of the Chief of Police Review			
ADMINISTRATIVE AND FISCAL SERVICES			
5. By **adding a Senior Management Analyst** and an Associate Management Analyst (which can likely be filled by promoting one of the three existing Assistant Management Analysts), Citygate believes the Unit can keep better pace with work demands while also creating a career ladder, which is critical given that the current Administrative and Fiscal Services Manager will be eligible to retire over the next two years.		X (1)	
INTERNAL AFFAIRS BUREAU			
6. Given the number of complaints received by the Internal Affairs Bureau (IAB), the time constraints related to completing investigations, and many other administrative demands—including those required of the Director of Police Accountability and outlined in the City Charter, which often involve significant IAB staff time—Citygate recommends that the Department **add one clerical support staff position** to the IAB.			X (1)

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
Operations Division Review			
7. Given the number of reported Level 1 uses of force in Berkeley—in which a subject did not experience more than temporary discomfort—Citygate recommends the City and Department modify use of force reporting requirements to those more in line with the policies of the cities of Fremont, Hayward, Richmond, San Leandro, and Santa Clara, whose Lexipol-created policies comply with both state and federal law.	X		
8. Restore Patrol staffing by adding 15 additional officers—four officers each to teams 1, 2, and 3; and three officers to Team 7—bringing the total from the current 58 to 73. It is Citygate's understanding that these additional positions are funded but not currently filled. The added staffing would reduce the need for Patrol overtime, which would reduce the likelihood of fatigue and burnout while affording officers the ability to take time off without the need to "sell" shifts. *[Note: "Selling" a shift occurs when Patrol minimum staffing is reached, and Patrol officers want time off. They are generally allowed such time off only if they can find another officer to fill in for them on an overtime basis.]*	X (15)*		
9. Add five CSOs (Citygate understands these positions have already been funded) to support Patrol officers on weekday morning and evening shifts. Given existing call demands and committed time, Citygate believes the Department should strategically deploy five Patrol CSOs to match those times of day and days of week where Patrol time is most obligated currently (Day Shift and Swing Shift), which would help to reduce the committed time of Patrol officers, affording them more time for community engagement and to be proactive while also ensuring greater availability to respond to emergencies and cover assignments.	X (5)*		
10. CSOs should be trained to take many non-emergency calls and write related reports, recover stolen vehicles and found property, tow abandoned vehicles, retrieve and download video evidence, transport witnesses and victims, etc.	X		
11. After staffing is added to Patrol, **create a team of five officers led by one Sergeant** that can be flexibly deployed to quickly address most any emerging public safety issue, which might include organized retail theft, robberies, carjackings, etc. Such a team might also serve as a field resource for detectives. This team should also be one that can move rapidly across shifts and days of the week to address issues identified in the Department's strategic analysis of crime.			X (6)

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
12. The Department should continue to closely evaluate Patrol spans of control; call patterns, including the number, location, and types of calls; response time; unobligated (available) police time; and call-handling (on-scene) time. These factors are essential in assessing Patrol's staffing needs now and in the future. Further, even though call volume may remain stable in future years, call-handling time—and the nature/type of such calls along with other operational work demands—may suggest the need for more staff and/or the redeployment of existing staff to ensure Patrol can meet the service expectations of City residents.	X		
13. When the Community Services Bureau's PIO and Strategic Analysis Team are transferred to the Chief's Office, the Bike Team should be realigned under the Community Services Bureau, where the Community Services Bureau Lieutenant can provide oversight, thus relieving a Patrol Lieutenant from this responsibility.	X		
Investigations Division Review			
14. If, at full staffing, the recommended Patrol team is found to be overwhelmed and insufficient to manage narcotics investigations, the Department should consider creating a team comprised of detectives and a Sergeant to investigate narcotics offenses.	X		
15. Investigations Division Supervisors and managers should make broader use of the existing case management system within the current records management system to better track cases assigned to detectives. Each unit supervisor should be able to see the caseload carried by each detective in real time, including the number of open, closed, pending, and cleared cases.	X		
16. **Add a full-time, Real-Time Crime Analyst** to support both Patrol and Investigations. This position will focus on rapidly operationalizing data to officers in the field and detectives working active cases.			X (1)
17. Construct a "soft" interview room to help victims and survivors feel safe and at ease when sharing difficult experiences. Such rooms can be used by survivors of crime, domestic abuse, sexual assault, and children in traumatic situations.	X		
18. Develop a training matrix for Investigations. The training matrix should include a formal training program for newly assigned detectives and a list of POST/ICI training courses required for each detective.	X		
19. Create a plan to reduce the number of daily trips detectives make to the crime lab in Richmond. The **addition of a CSO (or a retired annuitant)** could relieve detectives from having to make frequent trips to Richmond for evidence pickup and drop-off	X (1)		

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
20. Purchase software to install on additional computers in the Investigations Division that would allow detectives to review, save, and copy video footage from all available sources within the City—including City-owned street cameras, officer body-worn cameras, and private cameras in situations where the owners have given the Department access.	X		
21. Consider **hiring a cold case detective**, potentially a retired annuitant, to investigate cold cases.			X (1)
22. Consider **adding a second School Resource Officer** to Berkeley High School given the extensive workload of the current SRO.		X (1)	
23. **Add one additional Crime Scene Technician** to the current staff of four.			X (1)
TRAFFIC BUREAU			
24. The Department should endeavor to **fully staff the Traffic Bureau** so that it can handle most (if not all) injury collisions, as well as increase education and enforcement efforts in traffic safety. These changes would significantly free Patrol personnel to focus on their primary responsibilities.	X (4)*		
25. Create a structured plan for targeted enforcement and educational initiatives based on analyzing variables associated with high crash data from the Office of Traffic Safety (OTS) and the Traffic Injury Mapping System (TIMS).	X		
26. Continue to expand the use of statistical data for deployment of Traffic Unit personnel.	X		
27. Expand the use of social media to inform the public of traffic safety and enforcement efforts to enhance their impact on driving behavior. Use of social media and other approaches to promote bicycle and pedestrian safety and enforcement efforts could also be effective. *[Note: At the time of Citygate's writing of this report, the Public Information Officer was being moved to the Office of the Chief as part of a new Office of Strategic Communications.]*	X		
28. **Add a civilian CSO** to conduct or aid in collision investigations and traffic educational/safety presentations. This would be more cost-effective than an additional Traffic Unit officer and would allow for increased traffic enforcement by current Traffic Unit officers.	X (1)		
29. Build the Traffic Unit comprising both Motorcycle officers and Patrol cars. Traffic enforcement and collision investigation can be effectively conducted using either a car or a motorcycle.	X		
30. Consider working with an OTS Law Enforcement Liaison to acquire an Allied Agency Reporting Service (i.e., Crossroads) via grant.	X		
31. The Traffic Bureau should collaborate with the City Traffic Engineer to update outdated traffic surveys.	X		

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
32. Consider **appointing an additional supervisor within the Parking Enforcement Unit** to mitigate the current extensive span of control and decrease overtime.			X (1)
33. At current (reduced) staffing levels, consider expanding the workload and responsibilities of the Traffic Unit Lieutenant or reallocating the position to a role where it can be more effectively utilized. At full staffing, Citygate believes the Lieutenant's position is justified.	X		
Professional Standards Division Review			
34. To reduce unnecessary resignations, the Department should consider establishing a Retention Team with members from several different units to review and evaluate exit interviews. The committee can identify preventable reasons for resignations and make recommendations to improve employee retention.	X		
35. When the Policy and Planning Unit is transferred during the Department's planned reorganization, the roles and responsibilities of the Sergeant should be more narrowly focused to allow for the successful completion of all assigned duties. If additional responsibilities are included, consideration should be given to **adding a clerical support position**.			X (1)
Support Services Division Review			
BERKELEY PUBLIC SAFETY CENTER (JAIL)			
36. The Department should proceed with securing a contract for an architect to upgrade the control board, add cameras, and potentially expand the size and functionality of the Booking Room at the Jail facility.		X	
37. Consider **creating a civilian manager position** and reassigning the sworn supervisor to oversee the Property Room (as per the property recommendation) or reallocating the Sergeant to address a higher-priority need for sworn supervision.			X (1)
38. Consider reducing the requirement to always have three CSOs on duty, given that the booking officer is required to remain in the booking area during the processing of an arrestee.	X		
39. Consider a change to the current requirement that does not allow CSOs to transport prisoners. Such a change would necessitate additional training for the CSOs but would reduce overtime and the need for two sworn staff members during transportation.	X		
40. Consider further study of a four-team, 12-hour shift model for Jail operations. Citygate believes this model could potentially increase the number of CSOs on-duty, providing opportunities for CSOs to aid in prisoner transportation, patrol duties, or other assigned responsibilities.	X		

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Recommendation	No Cost	Funding Priority 1	Funding Priority 2
TECHNOLOGY UNIT			
41. Evaluate the number of responsibilities managed by Technology Unit staff. Consider reducing service levels or adding more staff.	X		
42. Consider **appointing a full-time civilian information technology specialist** to oversee the Technology Unit rather than relying on a sworn Sergeant. This transition will ensure stability, expertise, and continuity in navigating the Department through the ever-evolving technology field.			X (1)
43. Consider investigating alternative software solutions for all facets of police operations. Prioritizing the convenience of retaining current software vendors should not overshadow the importance of advancing operational efficiency.	X		
44. Consider adding categories such as Non-Injury Traffic Accidents, Non-Injury Hit-and-Run Traffic Accidents, and Non-Injury Single-Vehicle-Property-Damage-Only Traffic Accidents as options within the online reporting system. Software solutions offered by companies like LexisNexis can facilitate this initiative. By diverting or referring more calls for service to online reporting, the Department would likely create more available time for officers in Patrol—which could ultimately help to reduce overtime usage within the Department.	X		
PROPERTY ROOM			
45. The Department could enhance its efficiency by establishing a short-term, dedicated task force to address the evidence backlog and improve and streamline the organization of evidence and property rooms. The Unit's ongoing, permanent staffing should consist of one Supervisor, two full-time Specialists, and one part-time staff member capable of providing support for both planned and unplanned absences and conducting periodic audits.	X		
46. The Department should conduct a thorough assessment of the current state of property and evidence facilities including the physical infrastructure, storage capacity, security measures, and compliance with current standards. The Department should also consider a POST review of current evidence practices, procedures, and policies.	X		
47. Citygate has provided Property and Evidence staff with the POST Property and Evidence Function's Agency Self-Evaluation (revised February 2022) and recommended that the Supervisor and staff review it annually. Given the sensitive nature of evidence, effective risk management requires thorough oversight and rigorous control measures.	X		

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Recommendation	No Cost	Funding Priority 1	Funding Priority 2
RECORDS UNIT			
48. The Department would benefit from **staffing the Records Unit with an Office Specialist I** to manage the increased volume of CPRA requests. Adding such an entry-level specialist would help existing staff meet their work demands.			X (1)
49. Consider enrolling both Office Specialist III positions in the POST 40-hour Records Supervisor Course to support their professional development and to assist in meeting some of the requirements outlined in their job specifications.	X		
50. The ergonomic features and capabilities of workstations, along with workstation and workflow analysis, should be assessed and tailored to enhance operational efficiency.	X		
51. There are numerous resources available for team building, and one particularly effective resource for fostering team trust and performance is Patrick Lencioni's book, *The Five Dysfunctions of a Team: The Official Guide to Conducting the Five Dysfunctions Workshops for Teams and Team Leaders*. The Department should contemplate appointing a trusted executive team leader to implement some of the facilitated learning outlined in the book.	X		
COMMUNICATIONS CENTER			
52. New recruitment and retention efforts for dispatchers should be continued.	X		
53. Consider prioritizing the planning and acquisition of additional floor space and workstations to meet current and future needs of the PSAP. The Department should consider utilizing another City-owned facility or reconfiguring the adjoining office space (Bike Unit) for expansion.	X		
54. Consider **increasing Supervisory Public Safety Dispatcher staffing from four to six** to ensure proper leadership and supervision for all shifts.		X (2)	
Total Recommended Personnel by Priority	--*	4	15
Total Recommended Personnel		19	

* Indicates positions which have already been authorized by the City; 31 sworn personnel are currently funded but vacant

In total, Citygate recommends **19 new personnel** *in addition* to the Department's 31 currently vacant sworn positions. This report also details where Citygate believes some positions could be transferred or eliminated and replaced by civilian specialists.

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SECTION 1—INTRODUCTION

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

1.1 REPORT ORGANIZATION

This report is organized into the following sections.

Executive Summary	A summary of Citygate's general assessment of current services. A table that lists all of Citygate's recommendations and their funding priority levels is also provided.
Section 1	**Introduction:** An introduction to the report's organization; goals, including project scope; and project methodology.
Section 2	**Organizational Review:** A discussion of City and agency background, history, and organization. The City's crime data, overtime, organizational structure, and the internal employee (SWOT) survey are also discussed.
Section 3	**Office of the Chief of Police Review:** A review of the Chief's Office, including Internal Affairs and the Office of Administrative and Fiscal Services.
Section 4	**Operations Division (Patrol) Review:** A review of Patrol services, the Community Services Bureau, and the Bike Team, including staffing, scheduling, and supervision. Workload analysis and an assessment of response times is also included.
Section 5	**Investigations Division Review:** A review of the Investigations Division, including the Investigations Bureau (detectives), the Traffic Bureau, and Youth Services.
Section 6	**Professional Standards Division Review:** A review of the Professional Standards Division, which includes Personnel and Training, Policy and Planning, and Audit and Inspection.
Section 7	**Support Services Division Review:** A review of the Support Services Bureau, which includes Records, Communications (Dispatch), Property and Evidence, the City Jail, and the Technology Unit.
Section 8	**Summary of Personnel Priorities and Findings and Recommendations:** A comprehensive list of all personnel full-time equivalent (FTE) recommendations and their associated priority levels that appear in this report, and a sequential list of all findings and recommendations that appear throughout the report.

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1.2 PROJECT OVERVIEW

1.2.1 Project Scope

> Citygate was retained to conduct a comprehensive Workload Organizational Study of the Berkeley Police Department. The scope of Citygate's analysis included the following elements.

- ◆ Provide a complete review and analysis of organizational structure; staffing levels based on current workload and projected workload.

- ◆ Determine whether the allocation of resources of the divisions is efficient and adequate for the Department's needs. Review the current workload data such as: calls for police service, received and dispatched; breakdown of calls for service by type, frequency, distribution, relative priority, and response times.

- ◆ Establish performance objectives to include a ratio of calls for service available for proactive/discretionary time.

- ◆ Review operations for assessing effectiveness and recommend efficiencies with geographical boundaries of patrol zones based on response times, workload, and resource deployment.

- ◆ Evaluate the current beat structure and deployment model; make recommendations on whether a beat, sector or hybrid model best suits the needs of our City.

- ◆ Evaluate the Department's current rank structure, the number of managers and supervisors at every level and function, and the authority at each level of the chain of command, with an emphasis on effective strategies for professional development.

- ◆ Review and evaluate the impact on existing resources and workload to comply with the new laws (SB 1421) requiring review and disclosure of digital evidence and media.

- ◆ Evaluate current building facilities relative to current and future staffing, parking, equipment storage, and training needs.

- ◆ Define critical issues facing the Department over the next five years; analyze impact of critical issues on staffing levels and calls for service.

- ◆ Project the Department's attrition for the next ten years.

- ◆ Analyze current ancillary duty assignments to determine what can and should be outsourced or handled as a regional responsibility.

◆ Forecast future needs considering both short and long-term objectives, community growth, and any other factors that could change staffing requirements.

◆ Evaluate the efficiency of the online reporting system and assess any additional services that can be enhanced or handled with technology such as video chat, mobile apps, etc.

◆ Analyze staff overtime causes and identify alternative solutions.

◆ Any other organizational improvements that can be made to enhance overall service. This will also include consideration for the morale and well-being of the police staff.

1.2.2   Project Methodology

In preparing this Workload Organizational Study, Citygate consultants engaged in the following processes.

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

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

◆ Interviewed sworn and professional staff throughout the Department along with other City staff and elected officials

◆ Conducted an on-site visit of Department facilities.

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

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

◆ Considered best practices in other agencies and recommended by police professional organizations when applicable to the Department.

1.2.3   Acknowledgements

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

1.3 CITY OF BERKELEY PROFILE

- The City's 2024 population is estimated to be 127,230.

- The City is growing at an annualized average rate of 3.36 percent and its population has increased by 2.43 percent since the most recent census, which recorded a population of 124,206

- ABAG projects the city will grow to a population of 136,000 by 2030 and to 141,000 by 2040

- The median household income is $95,360

- About 42 percent of the City's households are considered low income

- Seniors ages 65 to 74 are the fastest-growing age group and now comprise 9.2 percent of the population

- Residents ages 15 to 24 comprise the largest age group at 33,051 residents

- The median age in the city is 32.5 years

- The City's total land mass covers 10.5 square miles

1.3.1 Demographics

The following table reflects 2023 data sourced from World Population Review and the City's General Plan (Housing Needs, Section 3).

Table 2—Berkeley Demographic Percentages by Race and Ethnicity

Race/Ethnicity	Percentage of Population
White	55.49
Asian	21
Hispanic/Latinx	11
Two or more races	9.82
Black or African American	7.7
Other race	5.22
Native American	.69
Native Hawaiian or Pacific Islander	.21

According to the City's Housing Element Update: 2023–2031:

◆ The City's population is anticipated to continue to grow steadily between 2020 and 2040 based on ABAG Plan Bay Area 2040 projections.

◆ City residents ages 15 to 24 comprised the largest group in both 2010 (29 percent) and 2019 (27.2 percent).

◆ While the population ages 15 to 24 stayed relatively flat between 2010 and 2019, the population ages 25 to 34 increased by 25 percent, suggesting that students may be choosing to stay in Berkeley after their degree is complete.

◆ Berkeley's household income increased by 11.4 percent between 2010 and 2019.

◆ 42 percent of City households are considered lower income, earning less than 80 percent of the median income.

◆ American Indian / Alaska Native, Asian/API, and Black / African American households are all more likely to fall within one of the lower income categories when compared to City households as a whole.

◆ The largest employer in the City is the University of California, Berkeley (13,750 employees, or 20.3 percent) followed by the Lawrence Berkeley National Laboratory (3,773 employees, or 5.8 percent).

1.3.2   University of California, Berkeley

The University of California Berkeley's total Fall/Spring Year-Average Headcount (Undergraduate and Graduate) over the past decade is shown in the following table.

Year	Year-Average Headcount
2014–15	37,775
2015–16	37,289
2016–17	39,234
2017–18	40.955
2018–19	41,433
2019–20	42,107
2020–21	41,189
2021–22	43,931
2022–23	44.194

Total Fall 2023 student enrollment was 33,078 undergraduates and 12,621 graduate students (a total of 45,699 students).

Approximately 27 percent (roughly 7,000) of UC Berkeley's undergraduates live in university-owned, operated, or affiliated housing. The remaining 73 percent live off-campus. Popular neighborhoods near campus include North Berkeley and Southside.

The UC Berkeley Campus Master Plan of 2022 includes a long-range development plan population projection, which projects a growth from 39,710 students (2018–2019) to 48,200 students in 2036–2037. The plan also projects a growth of faculty and staff from 15,420 19,000 within the same timeframe.[2]

UC Berkeley currently owns approximately 9,020 beds for students and faculty, which are located in the cities of Berkeley and Albany. The Campus Master Plan has identified a future need for approximately 10,200 to 11,730 net new beds. Most of this net new residential demand is anticipated to be accommodated through undergraduate apartments.[3]

1.3.3   City Crime Data

Part I Crimes

Many crimes are not reported to the police by victims. The FBI's Uniform Crime Reporting (UCR) Program's focus in statistical reporting separates reported crime into two categories, with four crimes in each category. These are referred to as "Part I Violent Crimes" and "Part I Property Crimes," as detailed in the following figure.

Figure 1—Part I Crimes Categories

Part I Violent Crimes	Part I Property Crimes
Homicide	Burglary
Sexual Assault	Motor Vehicle Theft
Robbery	Larceny Theft
Aggravated Assault	Arson

The following table reflects both categories of the City's Part I crimes data over a six-year period analyzed by Citygate.

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[2] UC Berkeley's Long Range Development Plan: https://capitalstrategies.berkeley.edu/campus-planning/planning-documents

[3] UC Berkeley Master Plan 2022: https://berkeley.app.box.com/s/nvwnlm1xgivdq8pvmd0g5joys3bhvgcl

Table 3—Berkeley Part I Crime Data (2018–2023)

Crime Type	Number of Incidents					
	2018	2019	2020	2021	2022	2023
VIOLENT CRIME	586	618	537	542	666	**766**
Homicide	1	0	6	1	3	**1**
Sexual Assault	65	74	47	57	89	**97**
Robbery	353	369	274	274	292	**386**
Aggravated Assault	167	175	210	210	282	**282**
PROPERTY CRIME	5,381	6,256	5,535	5,703	6,483	**7,194**
Burglary	820	771	797	814	1,036	**1,228**
Motor Vehicle Theft	548	492	805	1,114	836	**1,350**
Larceny Theft	4,004	4,993	3,933	3,775	4,611	**4,532**
Arson	31	17	52	68	52	**84**

Source: California DOJ, Open Justice, Data Exploration; 2023 data from Department's Annual Crime Report (2023)

The City's five-year average for violent crime was 590 (2018–2022). The property crime average over the same period was 5,872. In 2022, both violent crimes and property crimes reflected increases over the City's five-year average.

The City also experienced significant increases in several Part 1 crime categories in 2023. Overall:

◆ Part 1 crime rose by 15 percent.

◆ Robberies rose by 32 percent.

◆ Overall property crime rose approximately 11 percent, driven largely by increases in burglaries (18.5 percent), and motor vehicle theft (61.5 percent).

◆ Total violent crime (766) in 2023 was nearly 30 percent above the five-year average of violent crime of 590.

◆ Property crime (7,194) in 2023 was 22.5 percent above the five-year average of 5,872.

Both overall violent crime and overall property crime have shown consistent increases each of the past three years since 2020.

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SECTION 2—ORGANIZATIONAL REVIEW

2.1   MISSION, VISION, VALUES, AND PRIORITIES

As detailed in the City's 2022 Law Enforcement Services Manual, the Berkeley Police Department's **mission**, **vision**, **values**, and **current priorities** are as follows.

Mission

United in service, our mission is to safeguard our diverse community through proactive law enforcement and problem solving, treating all people with dignity and respect.

Vision

The Berkeley Police Department will be a team of leaders at every level. We will foster strong relationships with our community, inspiring trust through our service, building on our historic tradition of progressive policing, and dedicated to the safety of all.

Values

Service is our calling. As members of this community, the Berkeley Police Department team is committed to proactive law enforcement and problem solving, holding these as our core values:

Integrity: We are ethical, fair, and trustworthy in all we do.

Safety: We strive to keep our community and each other safe.

Respect: We fulfill our duties with dignity, compassion, and empathy.

Diversity: We value the strength of a diverse workplace and community. We endeavor to reflect the community we serve, promoting inclusion and fairness.

Professionalism: We commit to organizational excellence through progressive training, positive attitude, and superior performance.

Current Priorities

- **Service**

- **Recruiting and Retention**

- **Communication/Collaboration**

2.2   STAFFING AND ATTRITION

As of May 2024, Department staffing stands at 150 sworn personnel, while authorized staffing stands at 181 sworn personnel. Additionally, 24 of 150 officers are eligible to retire during 2024.

The following table shows the Department's historic sworn staffing levels.

Table 4—Historical Sworn Staffing Levels

Year	Sworn Staffing
2010	178
2011	172
2012	171
2013	170
2014	169
2015	174
2016	174
2017	172
2018	161
2019	170
2020	174
2021	161
2022	156
2023	153

Citygate's review of attrition within the Department is reflected in the following table.

Table 5—Berkeley Police Department Attrition

Year	Retirements	Resignations	Other	Total
2016	9	7	0	16
2017	12	8	0	20
2018	5	11	0	16
2019	6	5	0	11
2020	11	1	1	13
2021	11	7	2	20
2022	5	7	0	12
2023	4	3	0	7

As the table shows, the Department is losing an average of 13 employees per year, which is in addition to 31 current vacancies.

> One other concern that became prominent during Citygate's assessment of the Department was the frequent use of **"provisional" assignments or promotions**. These are temporary promotions to fill critical supervisory and managerial roles until a permanent candidate is identified and appointed. In response to concerns about these temporary assignments, the Chief has already taken steps to reduce their impact— limiting their duration to six months, timing such transitions around "timesheets," and naming the next permanent promotions as soon as an upcoming vacancy is identified.

2.3 EMPLOYEE SURVEY

With the assistance of Department staff, Citygate conducted an online survey of Department personnel, with a total of 68 employees responding to the survey. Eighteen (18) responses were received from professional staff, and 50 (73.5 percent) were received from sworn staff. Of the Department's four major divisions, there were 39 Operations personnel who responded to the survey (57 percent of all respondents), 13 personnel from Investigations, 12 personnel from Support Services, and 4 personnel assigned to Professional Standards.

Relative to the tenure of respondents:

- 1 had less than a year of service.

- 6 had 1 to 3 years of service.

- 7 had 4 to 5 years of service.

- 14 had 6 to 10 years of service.

- 12 had 10 to 15 years of service.

- 25 had 16 to 25 years of service.

- 3 had more than 25 years of service.

2.3.1 Employee Survey Key Findings

Finding #1: 51 of the 68 respondents to Citygate's Employee Survey indicated that they dedicate at least two hours daily to collateral assignments.

Finding #2: 42 personnel who responded to the Employee Survey self-identified as "engaging in proactive activities." Within this subgroup, 25 respondents indicated that they spend one hour or less on proactive activities daily. This outcome suggests that

Operations staff may have limited capacity to engage in proactive policing, which is supported by narrative comments from some respondents.

Finding #3: Analysis of the data from 68 respondents to the Employee Survey revealed a significant risk of employee attrition, with 60 percent of Department respondents indicating an intent to leave the Department within three years. This outcome suggests multiple concerns related to the retention of personnel.

Finding #4: Respondents to the Employee Survey who indicated a desire to leave the Department within three years also expressed neutral to negative sentiments related to the strengths and opportunities of the Department, suggesting a personal disengagement from the Department's mission.

Finding #5: Another notable revelation related to personnel who indicated an intent to leave the Department in the near future was that when respondents were questioned about their reasons for doing so, 34 respondents (52 percent) cited better job opportunities, while 30 respondents (46 percent) expressed concerns about the work environment or culture. In analysis of survey comments regarding the reasons behind these sentiments, Citygate found that many pointed towards a perceived lack of support from the community and City Council.

2.3.2   Employee Survey Recommendations

Recommendation #1: Given the percentage of Employee Survey respondents who indicated a willingness to leave the Department within three years, Citygate believes there is a pressing need for the Department to implement strategic retention strategies to foster a more supportive organizational culture and mitigate potential turnover.

2.4   ORGANIZATIONAL STRUCTURE

The following figure shows the current organizational structure of the Department. As the figure shows, in the Department's existing organizational structure, the Chief has a large span of control.

Figure 2—Berkeley Police Department – Current Organizational Structure

The Chief's large span of control is especially clear when one considers the breadth of the Chief's role, which involves significant time serving as a public liaison for the Department. The Chief's role may involve meetings with other department heads; law enforcement leaders; the City Manager; members of City Council; members of the Police Accountability Board; relevant employee bargaining groups; and community members, including residents, business owners, and other stakeholder groups.

The following figure shows a proposed organizational structure to maximize the Department's operational efficiency and improve the Chief's span of control.

Figure 3—Berkeley Police Department – Proposed New Organizational Structure
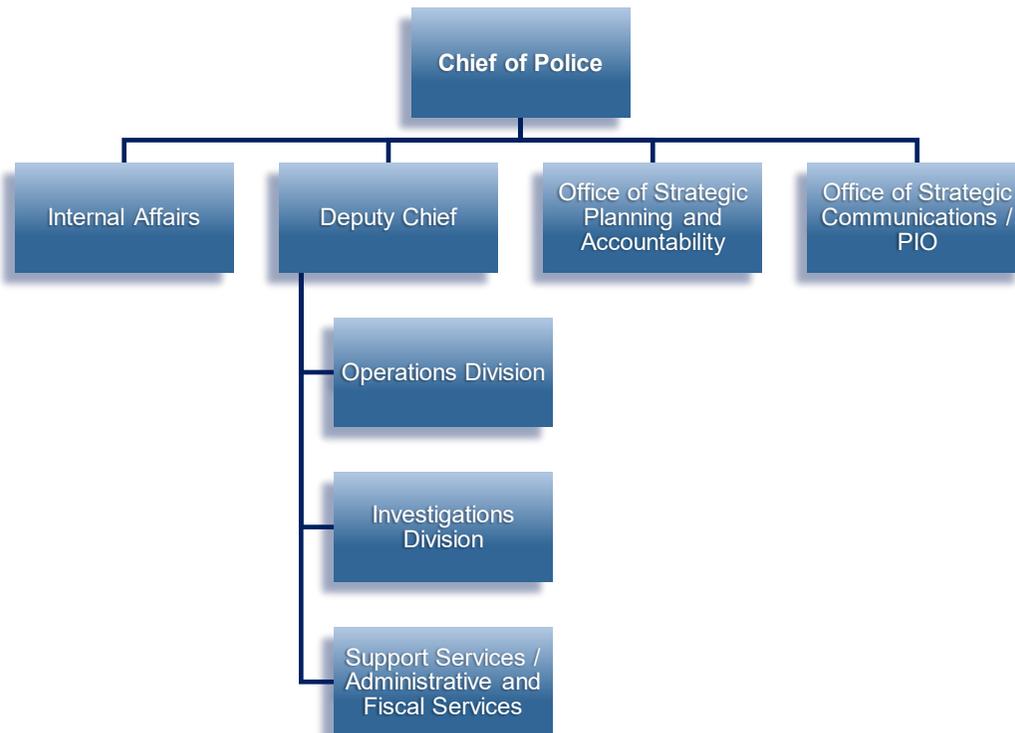
In the Department's new organizational structure, the Chief's span of control is reduced, which should afford the Chief more time and flexibility to meet with staff and others—including members of the City Council and other City staff, community members, business owners and groups, faith-based leaders, parents, students, etc.

2.5   POLICE BEAT ANALYSIS

2.5.1   Police Beat Structure

The following figures show the Department's current, 14-beat configuration in contrast with the former 16-beat configuration. Under the new beat structure, beats collapse from 14 to 7 after 2:00 am, with the number of beats remaining at 7 until 11:00 am.

Figure 4—Current Beat Structure (14 Beats)
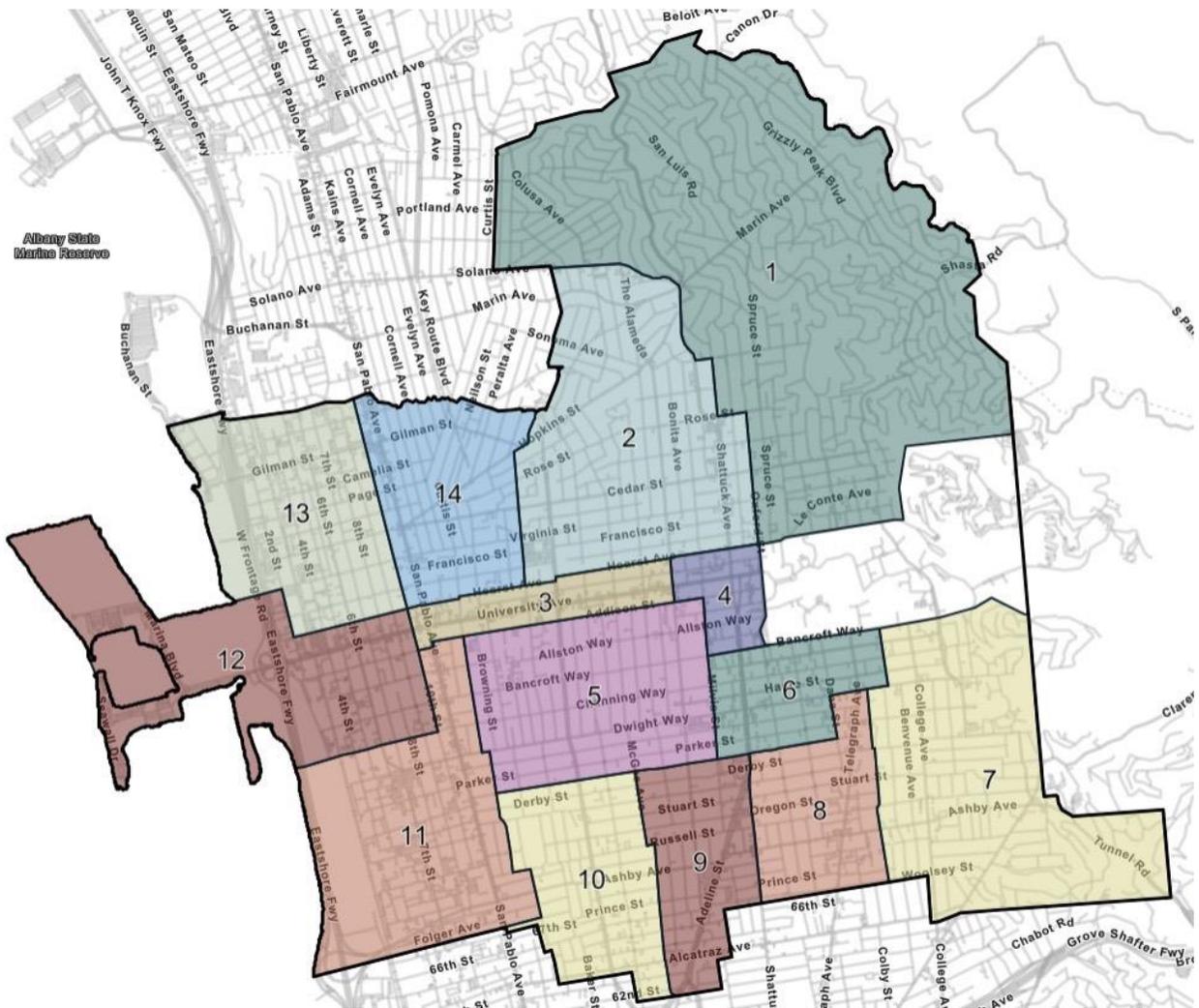
Figure 5—Former Beat Structure (16 Beats)
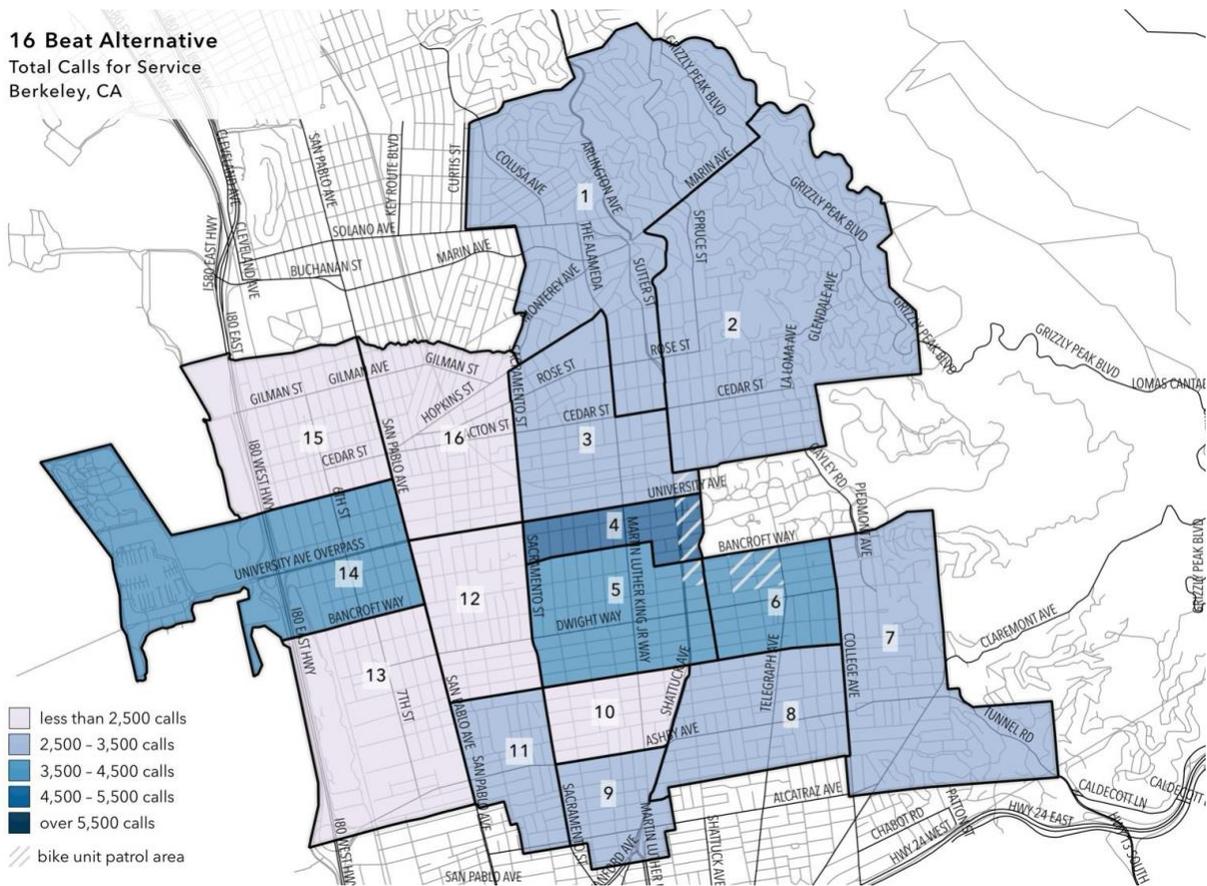
In the transition from 16 beats to 14, Beats 1 and 2 were combined into Beat 1. Former beats 8, 9, 10, and 11 have been reorganized into beats 8, 9 and 10. Another busy beat, Beat 6, was made smaller while Beat 5 was slightly enlarged.

2.5.2   Police Beat Service Demand

The Department dispatches calls for service (CFS) based on how urgently response is required. The City's Calls are prioritized into **four categories** as described by the City's website:[4]

◆   **PRIORITY 1**: Calls dispatched immediately. These calls include situations involving threat to life, crime of violence, in-progress felonies, missing juveniles (under 12 years old), and accidents with injuries.

◆   **PRIORITY 2**: These calls should be dispatched within 20 minutes. They include situations involving business or residential alarms, calls with a threat of violence,

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[4] https://berkeleyca.gov/safety-health/police/report-crime

and suspicious circumstances (involving suspicious vehicles, or suspicious persons).

◆ **PRIORITY 3**: These calls should be dispatched within 60 minutes. These are calls in which a significant amount of time has passed since the crime occurred. These include crimes such as burglary, thefts, and vandalism, with the responsible parties gone.

◆ **PRIORITY 4** and **PRIORITY 5**: These calls include parking matters and abandoned automobiles.

Citygate's evaluation of calls-by-beat extends from 2018 through August of 2023 as shown in the following table. Thus, the analysis is of the Department's 16-beat configuration, since the 14-beat structure was not implemented until the first quarter of 2023. The table shows data for Priority 1, Priority 2, and Priority 3 CFS only.

Table 6—Calls for Service by Beat (2018–2023)

Beat	Priority 1	Priority 2	Priority 3	Total
1	2,022	5,942	**6,107**	**14,071**
2	2,269	8,083	4,910	**15,262**
3	1,589	5,821	2,754	**10,164**
4	**4,250**	**12,170**	5,623	**22,043**
5	1,529	4,489	2,766	**8,784**
6	2,951	9,417	4,614	**16,982**
7	2,204	7,653	5,589	**15,446**
8	1,772	7,182	3,469	**12,423**
9	2,450	7,140	3,490	**13,080**
10	2,266	5,291	2,857	**10,414**
11	2,169	5,716	4,692	**12,577**
12	2,219	6,058	4,284	**12,561**
13	1,482	3,997	3,786	**9,265**
14	1,049	3,760	2,118	**6,927**
15	654	1,866	1,179	**3,699**
16	664	2,213	1,280	**4,157**

As the table shows, under a 16-Beat configuration, the busiest beat by public-generated call demand over the period of data analyzed by Citygate was Beat 4. Beat 4 is downtown and encompasses both Berkeley High School and Police Headquarters. As such, its disproportionately higher call volume is not surprising. Beyond Patrol officer coverage, both Beat 4 and Beat 6 are also supported by Bike Team officers. There is also a School Resource Officer assigned to Berkeley High School. Beats 14, 15, and 16 combined (excluding an assessment of far fewer calls of lower priority) total 14,783 distinct incidents / CFS, while Beat 4 alone managed 22,043 CFS of the same three levels of highest priority. Beat 4 also had the highest number of Priority 1 incidents (4,250), followed by Beat 6 with 2,951 incidents. Beat 4 had the highest number of Priority 2 incidents (12,170), followed by Beat 6 (9,417) and Beat 2 (8,083). Beat 1 had the highest number of Priority 3 incidents (6,107), followed by 4 (5,623) and Beat 7 (5,589).

For the current, 14-Beat model, Beat 4 was reduced in size, which makes sense given its disproportionate workload. Additional changes in beat size appear to have reduced the inequity in calls demands.

2.5.3   Police Beat Findings

Finding #6:   Given the wide disparity in call volume between some of the former 16 beats, the reduction in number from 16 to 14 in 2023 appears reasonable and consistent with the 2014 Patrol Beat study.

Finding #7:   Collapsing of beats (from 14 to 7) beginning in the early morning appears to be a reasonable and wise use of limited resources given reduced call demands during such times.

Finding #8:   Reducing the size of Beats 4 and 6 appears necessary given their higher call volumes.

Finding #9:   The calls for service demand of beats 15 and 16 were much lower than those of other beats, which is consistent with the 2014 study.

2.5.4   Police Beat Recommendations

Recommendation #2:   Retain the 14-Beat model while continuing to collapse the number of beats to 7 beginning at or about 2:00 am (0200 hours).

Recommendation #3:   The Department's strong data and predictive analysis should dictate where staff are assigned. Periodically review beat activity and workload demand and adjust as necessary.

2.6   BENCHMARK ANALYSIS

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

◆   City of Fremont Police Department

◆   City of Hayward Police Department

◆   City of Richmond Police Department

◆   City of Concord Police Department

◆   City of Santa Clara Police Department

> **It should be noted that Citygate does <u>not</u> make staffing recommendations based on population measures** (i.e., one officer per 1,000 residents). Rather, Citygate utilizes a data-informed workload analysis based on calls for service (CFS), which will be discussed later in this report. Nonetheless, population benchmarking does provide a snapshot in time of current, staffing-related ratios for an agency in comparison with other benchmark agencies.

2.6.1   Staffing Benchmark

The following staffing benchmark table compares chosen agencies by population, the ratio of residents per officer, and the number of sworn police officers employed per 1,000 residents. The table is sorted by officers per 1,000 residents.

Table 7—Benchmark: Agency Staffing

Agency	Population	Sworn	Citizens per Officer	Officers per 1,000 Pop.
Berkeley PD	**117,145**	**181**	**647***	**1.55***
Santa Clara PD	121,151	153	792	1.26
Richmond PD	115,639	143	809	1.23
Hayward PD	159,827	195	820	1.22
Concord PD	124,074	138	899	1.12
Fremont PD	221,514	205	1,080	0.92

Data sorted by officers per 1,000 population; population figures for all cities are from 2021; sworn personnel numbers were sourced from the comparator agencies' respective city operational budgets
* See continued narrative below for context

The figures in the previous table require qualification. Berkeley figures are based on *authorized* personnel; if adjusting for *actual, current* Department staffing, the ratios would be 781 residents per sworn officer and 1.28 officers per 1,000 population—closer to the ratio of Santa Clara. However, even this measure is potentially lacking in context, as not all agencies are the same or have the same division or unit structure, which are driven by more local concerns. There are a number of variables that basic benchmarking does not account for.

As previously noted, Citygate does not make staffing recommendations based on the per capita ratio of officers to residents, but rather, incorporates this comparison along with several other factors including workload and community priorities.

2.6.2   Rank Structure Benchmark

The following rank structure benchmark table compares the police agencies' number of personnel by rank. For this operational assessment, Citygate considered only sworn positions. The reader should not infer that non-sworn professional staff are not critical to any police agency's operational effectiveness and efficiency; however, as every agency deploys professional staff somewhat differently, Citygate concentrated solely on sworn staff for this assessment. The table is sorted by population.

Table 8—Benchmark: Rank Structure

Agency	Population	Rank/Classification						
		Sworn	Chief	Assistant/ Deputy Chief	Captain	Lieut.	Sgt.	Officer
Fremont PD	221,514	205	1	1	3	9	31	160
Hayward PD	159,827	198	1	1	3	12	27	154
Concord PD	124,074	138	1	0	2	7	19	109
Santa Clara PD	121,151	153	1	2	3	7	29	111
Berkeley PD	**117,145**	**181**	**1**	**1**	**3**	**9**	**32**	**135**
Richmond PD	115,639	143	1	1	3	8	23	107

Berkeley recently created a new Deputy Chief position while eliminating a Captain position. Notably, Berkeley has the most sergeants among the agencies assessed, particularly in relation to the City's population. Santa Clara's staffing includes 44 crossing guards, one probation officer, 160 per diem (by the day allowance) special event police officers, and 75 per diem special event traffic control officers.

Table 9—Benchmark: Rank Structure

Agency	Chief	Assistant/ Deputy Chief	Captain	Lieutenant	Sergeant	Officer
Fremont	1	1	3	9	31	160
Hayward	1	1	3	12	27	154
Concord	1	0	2	7	19	109
Santa Clara	1	2	3	7	29	111
Berkeley	1	1	3	9	32	135
Richmond	1	1	3	8	23	107

2.6.3 Crime Rates and Clearances Benchmark

The following crime rate benchmark table compares the police agencies' rates of property crime and violent crime. In the table, both violent crime and property crime represent the five-year average of 2018 through 2022. To calculate crime rates, Citygate divided the five-year average number of both violent crimes and property crimes by the number of people in the community according to 2021 population figures. Citygate then multiplied the results by 1,000 to reflect the rate of crime per 1,000 people for each measure.

Table 10—Benchmark: Crime Rates

City	Population	Violent Crime	Property Crime	Violent Crime Rate	Property Crime Rate
Fremont	221,514	448	5,401	2.02	24.38
Hayward	159,827	576	4,899	3.60	30.65
Concord	124,074	564	3,869	4.55	31.18
Santa Clara	121,151	262	3,974	2.16	32.8
Berkeley	117,145	590	5,872	5.03	50
Richmond	115,639	1,010	3,555	8.73	30.74

Data from https://openjustice.doj.ca.gov/exploration/crime-statistics/crimes-clearances; population figures for all cities are from 2021

In Berkeley, *violent* crime rose during the period of data analyzed, with 537 incidents in 2020 and 666 incidents in 2022 indicating a 24 percent increase. Aggravated assaults rose consistently between 2018 and 2022, from 167 incidents to 282. Burglaries increased between 2019 and 2022, from 771 incidents to 1,036. Berkeley's *property* crime rate is higher than any of the other cities shown.

The following violent crime benchmark table compares the police agencies' clearance rates between 2018 and 2022. California's Open Justice website notes that clearance rates represent the percentage of Part 1 violent and property crimes that are considered solved after an arrest. The tables show the number of crimes cleared in a calendar year divided by the number of crimes reported in the same calendar year. It should be noted that some crimes are cleared in subsequent years, so clearance rates may be deflated in periods of increasing crime.

Table 11—Benchmark: Violent Crime Clearance Rates

Agency	2018	2019	2020	2021	2022
Berkeley	**27.6**	**23.6**	**26.1**	**31.3**	**33.3**
Fremont	54.8	63.3	53.6	61.2	33.3
Hayward	42.9	44.9	39.2	42.5	39.6
Richmond	28.2	34.3	24.2	39.4	27.6
Concord	26.8	22.2	55.8	36	35.8
Santa Clara	39.9	46.7	43.2	49.3	51.9

Data from https://openjustice.doj.ca.gov/exploration/crime-statistics/crimes-clearances

Notably, with the exception of Berkeley and Santa Clara, every agency had lower violent crime clearance rates in 2022 when compared to 2021. Fremont had the highest clearance rates in 2018 and 2019. Concord's clearance rate more than doubled in 2020. Fremont once again had the highest clearance rate in 2021 but experienced a significant drop-off in 2022. Berkeley's rate has improved steadily since 2019. Hayward's has remained relatively the same.

The following property crime benchmark table compares the police agencies' clearance rates between 2018 and 2022.

Table 12— Benchmark: Property Crime Clearance Rates

Agency	2018	2019	2020	2021	2022
Berkeley	**6.4**	**6.5**	**7**	**6.3**	**7.3**
Fremont	7.5	5.9	3.8	2.7	2.8
Hayward	13	13.3	8.3	10.9	7.6
Richmond	3.1	4.2	6.5	5.2	2.4
Concord	7.7	3.7	7	3.9	3.8
Santa Clara	5.5	5.1	5.6	4.4	8.5

Data from https://openjustice.doj.ca.gov/exploration/crime-statistics/crimes-clearances

Berkeley's property crime clearance rates have remained largely unchanged in recent years. In 2022, the City's property crime clearance rate was higher than that of three of the five other agencies measured.

2.6.4 Perspective for Berkeley

The City should understand that benchmarking, while informative, has limitations including the sample size and selection bias. The benchmark measures in this report are intended to give the community perspective regarding how the Department measures against other comparable agencies and are just one of many data points that Citygate used to understand the Department's specific context and formulate the recommendations contained within this report.

2.7 OVERTIME ANALYSIS

For Citygate's assessment of Department overtime, we reviewed a selection of overtime reports from the years 2021 through 2023. We also interviewed several staff members, reviewed relevant Department policy, and read the City Auditor's 2022 Audit Report of Police Department Overtime. Citygate found that overtime is most prevalent in Patrol, Dispatch (Communications), and Investigations. While the bulk of overtime was used to backfill Patrol vacancies, Citygate discovered (as we have with other clients) that there are many other categories of overtime in the Department. For example:

◆ Staff are also paid overtime to attend court.

◆ Detectives are paid overtime when they are called back to duty to investigate serious crime that often exceeds the resources and expertise of Patrol.

◆ Some overtime is grant funded, such as overtime for special traffic enforcement actions.

Citygate also realizes, and staff has confirmed, that the availability of different types of overtime can mean that some types of overtime are more attractive than others. For example, officers expressed to Citygate that working overtime in Patrol to cover weekend nights is probably the least desirable use of overtime. Since specialized units (such as the Bike Team, Investigations, Community Services, etc.) are generally off-duty and not available to fill Patrol beats on weekend nights, adequately staffing these shifts is critically important to ensure sufficient staff are available to ensure Citywide coverage when unanticipated vacancies occur.

Citygate also concurs with the City Auditor that excessive use of overtime can lead to fatigue, burnout, and an increased risk of injury and mistakes. In one summary of research, it was determined that fatigue may do more than affect the way officers perform routine tasks such as maneuvering a Patrol car. Recent evidence suggests it can influence officers' ability to exercise

good judgment.[5] Further, Citygate agrees that some police overtime is necessary and unavoidable, especially when critical events occur at the end of an officer's shift, or when officers are needed for traffic control and pedestrian safety due to protests or other events involving large crowds.

2.7.1 Sworn Officers

Citygate captured data related to most overtime worked over the period between 2021 and 2023, but the tables presented in this subsection do not reflect overtime worked and paid in the form of earned compensatory time off (CTO). Nevertheless, as the City Auditor noted in the 2022 Audit Report, CTO is not costless and has the potential to cause a chain reaction of more backfill, and thus more CTO. The Department does have a policy of limiting sworn officers' accumulation of CTO to 120 hours, which should limit the amount of unfunded liability that comes with accumulated CTO.

The following table shows overtime hours worked in Patrol/Operations between 2021 and 2023.

Table 13—Overtime: Patrol/Operations

Rank	2021	2022	2023
Lieutenant	1,210 hours	1,640 hours	1,627 hours
Sergeant	7,496 hours	7,435 hours	6,734 hours
Police Officer	24,160 hours	30,184 hours	25,725 hours*
Total	**32,913 hours**	**39,443 hours**	**34,111 hours**

* Includes 375 hours of police recruit overtime

** 34,111 hours of overtime worked (as in 2023) represents approximately 20 full-time positions—or 1 Lieutenant, 4 Sergeants and 15 officers—assuming a full work year is 2080 hours, but 20 percent of that time (416 hours) is not worked due to time off, which can include vacation, sick leave, military leave, CTO, etc.

Depending on their number of years of service, officers can accrue 80 to 240 vacation hours a year. Each employee is also credited with one eight-hour workday of sick leave with full pay for each month of service. Employees hired before September 11, 2012, accrue 16 hours of paid sick leave for each month of service after completion of 20 years of service.[6]

In 2023, there was a reduction in Patrol overtime of approximately 13 percent—which can likely be attributed to the reduction in Patrol beats from 16 to 14, which reduced the need to assign an officer to each beat across each day, as well as the Department's heightened focus on overtime management. The Department also routinely transferred staff to Patrol from their regular duties outside of Patrol.

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[5] See "The Alarming Consequences of Police Working Overtime" https://www.governing.com/archive/gov-police-officers-overworked-cops.html

[6] See: 2023–2026 Memorandum of Understanding between the City of Berkeley and the Berkeley Police Association.

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The following tables show overtime hours worked by type, employee classification, and organizational unit between 2021 and 2023.

Table 14—Overtime: Police Court Pay – Patrol/Operations

Rank	2021	2022	2023
Lieutenant	9 hours	4 hours	---
Sergeant	113 hours	134 hours	129 hours
Police Officer	589 hours	728 hours	584 hours
Total	**711 hours**	**866 hours**	**713 hours**

Table 15—Overtime: Hazardous Duty – Patrol/Operations

Rank	2021	2022	2023
Lieutenant	33 hours	23 hours	29 hours
Sergeant	207 hours	43 hours	104 hours
Police Officer	791 hours	302 hours	785 hours
Total	**1,031 hours**	**371 hours**	**926 hours**

Table 16—Overtime: Investigations – Detectives / Crime Analyst

Rank	2021	2022	2023
Lieutenant	575 hours	779 hours	12 hours
Police Officer	8,092 hours	6,461hours	6,136 hours
Sergeant	1,911 hours	2,632 hours	2,815 hours
Total	**10,578 hours**	**9,872 hours**	**8,963 hours**

Table 17—Overtime: Investigations – Traffic

Rank	2021	2022	2023
Lieutenant	361 hours	779 hours	541 hours
Police Officer	544 hours	1160 hours	1,548 hours
Sergeant	387 hours	396 hours	407 hours
Total	**1,313 hours**	**2,335 hours**	**2,496 hours**

Table 18—Overtime: Professional Standards – Policy and Audit

Rank	2021	2022	2023
Lieutenant	---	---	---
Police Officer	---	27 hours	---
Sergeant	557 hours	863 hours	715 hours
Total	**557 hours**	**890 hours**	**715 hours**

Table 19—Overtime: Professional Standards – Personnel and Training

Rank	2021	2022	2023
Lieutenant	208 hours	44 hours	92 hours
Police Officer	438 hours	511 hours	382 hours
Sergeant	189 hours	190 hours	494 hours
Total	**835 hours**	**745 hours**	**1,105 hours**

Table 20—Overtime: Chief's Office – Administrative and Fiscal Services

Rank	2021	2022	2023
Lieutenant	166 hours	---	---
Police Officer	---	---	10 hours
Sergeant	---	---	
Total	**166 hours**	**---**	**10 hours**

Table 21—Overtime: Chief's Office – Internal Affairs

Rank	2021	2022	2023
Lieutenant	---	---	110 hours
Police Officer	10 hours	10 hours	---
Sergeant	266 hours	176 hours	164 hours
Total	**276 hours**	**186 hours**	**174 hours**

Table 22—Overtime: Support Services – Communications Center

Rank	2021	2022	2023
Lieutenant	239 hours	218	---
Police Officer	---	---	---
Sergeant	---	---	6
Total	**239 hours**	**218 hours**	**6 hours**

Table 23—Overtime: Support Services – Jail

Rank	2021	2022	2023
Lieutenant	---	---	---
Police Officer	10 hours	---	---
Sergeant	131 hours	198 hours	78 hours
Total	**141 hours**	**198 hours**	**78 hours**

Table 24—Overtime: Support Services – Records/Subpoena

Rank	2021	2022	2023
Lieutenant	---	---	---
Police Officer	173 hours	420 hours	419 hours
Sergeant	22 hours	---	260 hours
Total	**195 hours**	**420 hours**	**679 hours**

2.7.2   Professional (Civilian) Staff

Unlike Patrol and Investigations, overtime usage in Communications continued to rise in 2023. It was also not uncommon for supervisory dispatchers to work overtime by filling vacant dispatcher positions.

The following tables show overtime hours worked by type, employee classification, and organizational unit between 2021 and 2023.

Table 25—Overtime: Support Services – Communications Center

Rank	2021	2022	2023
Public Safety Dispatcher (PSD II)	8,202 hours	9,445 hours	9,888 hours
Supervisory PSD	1,967 hours	2,684 hours	2,803 hours
Total	**10,175 hours**	**12,129 hours**	**12,691 hours***

*12,691 hours of overtime (2023) is the equivalent to nearly 8 full-time positions, assuming dispatchers' (and supervisory dispatchers') average leave time is 20 percent (or 1,664 total hours worked in a 2,080-hour work year). The increase in both PSD II and Supervisory PSD overtime hours of 2022 above 2021 was consistent across every month of the year, with the exception being in August 2021 versus August 2022, with 209 hours of Supervisory PSD overtime logged in 2021 and 182 hours logged in 2022.

Table 26—Overtime: Support Services – Jail

Rank	2021	2022	2023
Community Service Officer	1,178 hours	1,374 hours	1,383 hours
CSO Supervisor	559 hours	500 hours	325 hours
Total	**1,737 hours**	**1,874 hours**	**1708 hours**

Table 27—Overtime: Investigations – Parking Enforcement

Rank	2021	2022	2023
Parking Enforcement Officer	1630 hours	2,621 hours	2,559 hours
Parking Enforcement Supervisor	448 hours	298 hours	490 hours
Total	**2,078 hours**	**2,919 hours**	**3,049 hours**

Note: In 2023, disproportionately more hours were worked by Parking Enforcement officers on Saturdays, and disproportionately more hours were worked during the summer months of July, August, and September. The same pattern was found in 2021, when 976 of 1,630 hours of Parking Enforcement officer overtime were worked on Saturdays. The 1,630 hours of overtime almost equals one full-time equivalent employee. In 2022, Parking Enforcement officers worked 1,263 hours on Saturdays. Citygate learned that due to CAL Berkeley football games and other special events such as street fairs and a Farmer's Market, Parking Enforcement overtime is predominately worked on Saturdays.

Table 28—Overtime: Investigations – Detectives/Crime Analyst

Rank	2021	2022	2023
Community Service Officer	123 hours	211 hours	246 hours
Crime Scene Supervisor	19 hours	1 hour	14 hours
Public Safety Dispatcher II	10 hours	---	---
Crime Analyst	---	10 hours	64 hours
Total	**152 hours**	**222 hours**	**324 hours**

Table 29—Overtime: Support Services – Records/Subpoena

Rank	2021	2022	2023
Community Service Officer	50 hours	48 hours	88 hours
CSO Supervisor	112 hours	164 hours	44 hours
Office Specialist II	358 hours	208 hours	158 hours
Office Specialist III	98 hours	238 hours	558 hours
Office Specialist Supervisor	440 hours	338 hours	247 hours
Total	**968 hours**	**996 hours**	**1,095 hours**

Table 30—Overtime: Investigations – Traffic

Rank	2021	2022	2023
Office Specialist II	28 hours	90 hours	362 hours
Total	**28 hours**	**90 hours**	**362 hours**

Table 31—Overtime: Professional Standards – Personnel and Training

Rank	2021	2022	2023
Office Specialist II	12 hours	---	362 hours
Office Specialist III	39 hours	80 hours	---
Administrative Assistant	8 hours	---	---
Total	**59 hours**	**80 hours**	**362 hours**

2.7.3   Overtime and Policy

In Department Policy 1015 (Fitness for Duty), within Section 1015.7 (Limitation on Hours Worked), it is noted that, "Absent emergency operations, members should not work more than:

◆   16 hours in a one-day (24-hour) period

◆   30 hours in any 2-day (48-hour) period

◆   84 hours in any 7-day (168-hour) period

◆   7 consecutive days in a row."

The policy further makes clear that, "Except in very limited circumstances, members should have a minimum of 8 hours off between shifts." Moreover, the policy notes that supervisors are

authorized to deny overtime or relieve any member who has exceeded the above guidelines to off-duty status.

To ensure enforcement of these policies, the Department has implemented new CareWare staffing software and now has the means to track overtime across all organizational units, including overtime worked by individuals. The Department generates a monthly "Scheduling Rules Violation Report" detailing policy exceptions that have been necessary to maintain minimum staffing levels. In one such report, dated November 1 – November 30, 2023, 244 violations were documented, covering virtually every organizational unit, including Communications, Patrol, Community Services, Homicide, Motors, Parking Enforcement, Personnel and Training, Property Crimes, Police Technology, Records Management, and Youth and Family. The violations included every category outlined in Policy 1015.

In the City Auditor's report, it was noted that in fiscal year (FY) 2020, backfilling for officer vacancies and absences was the most common and costly reason for overtime, accounting for 21 percent of sworn officer's overtime hours and costing nearly $1.3 million. This same pattern was apparent in the years Citygate reviewed.

In *Police Overtime: An Examination of Key Issues* published by the National Institute of Justice (NIJ), David Bayley and Robert Worden note that supervision of overtime is often seen as the first line of defense against overtime abuses. Nevertheless, they add, "Most of the factors that determine overtime are beyond the control of any middle-rank manager, such as contract regulations, calls for service, crime emergencies, vacations, injuries, retirements, and approval for special events."[7]

To control overtime in policing, Bayley and Worden make clear that the answer lies in recording, analyzing, managing, and supervising its use. Of these, they argue that managing is the key, and that it comes in two forms: (1) creating an infrastructure for recording and analyzing the use of overtime, and (2) making policies related to overtime based on an understanding of what is happening.

Bayley and Worden add that police managers must continually ask **questions** in their efforts to control overtime:

1. Are overtime expenditures justified in terms of the work being done, or can the same work be performed at less cost on straight time?

2. Do the police and the local government have the capacity to pay for overtime? Answering this question requires police managers to know whether they are "on budget" throughout the year to avoid cost overruns.

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[7] National Institute of Justice, Research in Brief, *Police Overtime: An Examination of Key Issues* by David H. Bayley and Robert E. Worden, May 1998; https://www.ojp.gov/pdffiles/167572.pdf.

3.   Is overtime being abused or used in ways that cannot be justified? To avoid embarrassment, police departments need to analyze patterns of overtime expenditure—both as time and as money—by individuals, by units, and by the nature of the work performed.

Bailey and Worden explain that exemplary departments have developed protocols for recording and analyzing data, and programs that automatically provide managers with perspective on overtime.

2.7.4   Overtime Findings

Finding #10:   As noted by the City Auditor, the number of filled positions is not the same as the number of officers available to work. New hires, for example, although counted as filling a position, are not available for solo officer duties for nearly a year, and authorized positions differ from those actually filled. An officer position might be "filled," but the officer may not be available due to a long-term injury or military leave.

Finding #11:   To ensure enforcement of overtime rules, the Department now generates a monthly Scheduling Rules Violation Report which details policy exceptions that have been necessary to maintain minimum staffing levels.

Finding #12:   Persistent backfilling to fill necessary positions indicates a chronic shortage of personnel in relation to work needing to be completed.

Finding #13:   Overreliance on overtime can increase fatigue and burnout and decrease productivity.

Finding #14:   Overtime availability outside of Patrol may make overtime availability in Patrol less attractive, which could result in the same limited number of officers taking these assignments.

Finding #15:   The Department has implemented new staffing software ("CareWare") and develops regular management reports that provide timely, accurate, and complete information regarding overtime, hours worked, and time off taken.

Finding #16:   The Department now has the means to track overtime across all organizational units, including that worked by individuals.

Finding #17:   Reducing the number of beats from 16 to 14 appears to have contributed to the reduction in overtime in 2023.

Finding #18:   Policy 1015 requires that supervisors verify all overtime worked before approving overtime requests.

2.7.5   Overtime Recommendations

Recommendation #4:   Continue to record, analyze, and manage overtime to reduce the likelihood of employee fatigue and burnout.

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SECTION 3—OFFICE OF THE CHIEF OF POLICE REVIEW

3.1 OFFICE OF STRATEGIC PLANNING AND ACCOUNTABILITY

Citygate has reviewed the Chief's January 12, 2024 proposal to create an Office of Strategic Planning and Accountability (OSPA), which will report directly to the Chief. The proposal notes that OSPA *"…will serve as a pivotal entity in enhancing data-driven approaches in police performance and Departmental accountability, risk management, and oversight, as well as addressing community and external stakeholder needs."*

OSPA will be headed by a dedicated civilian manager who will lead a team of technical analysts. The manager will be responsible for coordinating with command staff, engaging with the community, and ensuring alignment with the Department's goals and vision.

Finally, the Chief indicated that the OSPA will work closely with an external consultant to improve and enhance the Early Warning System (EWS) and overall risk management strategies, and then manage that system into the future.

> Citygate supports the Chief's proposal as we believe that **equitable, ethical, and data-driven approaches** can improve public safety while promoting police accountability.

3.2 CREATION OF A NEW DEPUTY CHIEF'S POSITION

Citygate also reviewed the Chief's June 5, 2023 recommendation to establish a new Deputy Police Chief job class. The Chief describes the new Deputy Chief's role as one which will provide professional and administrative support and oversight of the Department's day-to-day operations.

Citygate supports the proposal to create a new Deputy Chief position and sees it as an opportunity to provide the Chief of Police with more time (both internally and externally) to meet with and engage staff and external stakeholders.

3.3 ADMINISTRATIVE AND FISCAL SERVICES

The Administrative and Fiscal Services Manager currently supervises three Assistant Management Analysts. The role is one that is responsible for planning, organizing, directing, and supervising the overall administrative, business service, and fiscal activities of a Berkeley City department.

For the Police Department, the Administrative and Fiscal Services Manager prepares, monitors, and oversees the Department's budget, grants, contracts, and overtime. Under the Department's new structure, the Administrative and Fiscal Services Unit will report directly to the Deputy Chief.

Citygate learned that the Unit is finding it difficult to keep up with changes with the City's new finance system. Under the City's new financial system, many responsibilities were pushed out to City departments, which are now responsible for receiving invoices, putting them into the system, and scheduling payments. Checks to vendors are then issued by City Finance. The system allows a limited time (three to five days) to process invoices. If invoices are not reviewed within this window of time, checks to vendors can be delayed an additional two weeks.

Further, relative to other large City departments (Public Works and Health, Housing and Community Services [HHCS]), the Police Department has significantly less administrative support to manage its budget, grants, and contracts. When the Administrative and Fiscal Services Manager is off work, the Chief or a police Captain must approve invoices. And when the Administrative and Fiscal Services Manager retires, there is currently no internal subordinate who has the knowledge and experience to fill the role.

To secure a smooth transition, Citygate believes that by adding a Senior Management Analyst sooner rather than later, the Department can ensure that oversight related to the budget, grants, and contracts will continue seamlessly—which should be the goal of any quality succession plan.

Further, there is currently no career path for any existing internal employee to reach the level of Administrative and Fiscal Services Manager. While subordinate staff understand contracts and perform well in this regard, only the Administrative and Fiscal Services Manager possesses the necessary budgeting experience. Citygate also discovered that the Unit receives a significant number of public records act requests.

A Senior Management Analyst could also serve in an acting capacity, unlike any of the current Assistant Management Analysts. According to the job specifications, Senior Management Analysts:

- Perform complex administrative, systems, statistical, budget development, and other management analyses in support of activities and functions in a major department or division or on a program management basis.

- Make recommendations for action and assist in policy, procedure, and budget development and management.

- May be assigned to supervise the work of professional, paraprofessional, and office support or other technical staff.

- Perform related work as assigned.

3.3.1   Administrative and Fiscal Services Finding

Finding #19:   Creating and filling a Senior Management Analyst position would complete the career ladder necessary to prepare current Assistant Management Analysts for more demanding work.

3.3.2   Administrative and Fiscal Services Recommendation

Recommendation #5:   By adding a Senior Management Analyst and an Associate Management Analyst (which can likely be filled by promoting one of the three existing Assistant Management Analysts), Citygate believes the Unit can keep better pace with work demands while also creating a career ladder, which is critical given that the current Administrative and Fiscal Services Manager will be eligible to retire over the next two years.

3.4   INTERNAL AFFAIRS BUREAU

The Internal Affairs Bureau (IAB) consists of two Investigative Sergeants who report directly to the Chief of Police. It is Citygate's understanding that this reporting relationship will remain after the Chief's announced Departmental reorganization takes effect.

Police Department Policy 1010 (Personnel Complaints) sets forth the following responsibilities of Sergeants assigned to the IAB:

1.   Investigating all externally received complaints alleging employee misconduct.

2.   Investigating internally initiated complaints of misconduct as may be assigned by the Chief of Police.

3.   Preparing investigations and reports on inquiries into employee conduct as may be required by the Chief of Police.

4.   Preparing letters, documents and memoranda associated with the disciplinary process in complaint matters.

5.   Preparing letters and correspondence on other matters as may be required by the Chief of Police.

6.   Maintaining liaison with the District Attorney's office during investigations involving alleged criminal conduct on the part of an employee.

7.   Coordinating the Department's Complaint Review Board process.

8. Assisting the City Attorney's Office with investigation of civil claims against BPD and/or its employees.

9. Assisting the City Attorney's Office in the preparation and presentation of Pitchess Motions.

10. Acting as liaison with the City Attorney, the Police Accountability Board and legal defense attorneys.

11. Advising the Chief of Police on matters relating to discipline, liability, and training issues.

The two Sergeants assigned to IAB serve in an important advisory role to the Chief, support the City Attorney, and serve as liaisons to the District Attorney. Due to recent changes in the Department, their work has grown more complex as they now investigate complaints made to the Department as well as complaints made to the PAB. Citygate sees an opportunity for the Department to add one clerical support staff position to the IAB given the number of complaints received, the time constraints related to completing investigations, and many other administrative demands placed on personnel.

IAB staff utilize case management software known as "IAPro." The software provides real-time case information to supervisors and managers, allowing them to initiate and track all IAB investigations. The BlueTeam component of IAPro also allows supervisory and command staff to identify staff performance issues in real time.

The Department's webpage provides links for those who wish to make a commendation or personnel complaint. It also provides a link for those who prefer to make commendations or complaints with the Director of Police Accountability.

Police Department Policy 1010 makes clear that complaints made to the Police Accountability Board shall also be investigated by IAB as "external complaints."

3.4.1 Police Accountability Board

The Police Accountability Board (PAB) and Director of the Police Accountability Board were created with the passage of Measure II, which amended the City Charter in November of 2020 and became operational in July of 2021.

Section 125 of the City Charter sets forth the role and purpose of the PAB and the Director. The PAB's purpose is to promote public trust through independent, objective civilian oversight of the Berkeley Police Department; to provide community participation in setting and reviewing Police Department policies, practices, and procedures; and to provide a means for prompt, impartial, and fair investigation of complaints brought by members of the public against sworn employees of the Berkeley Police Department. The purpose of the Director is to investigate complaints filed against

sworn members, to reach an independent finding as to the facts, and recommend corrective action where warranted.

The Berkeley City Charter also authorizes the PAB to receive and consider findings and recommendations from the Director regarding complaints filed by members of the public against sworn employees of the Department, and to recommend whether disciplinary action is warranted.

Further, the PAB is required to provide an annual report to the public, which will include (but not be limited to) a discussion of the PAB's activities, and the Department's/PAB's processes and procedures for investigating alleged misconduct.

Subsection 16 of Section 125 of the City Charter describes the statistical data PAB is to include in its annual report. Such data shall include but is not limited to trends and patterns in vehicle and pedestrian stops, citations, arrests, searches and seizures, other patterns by the Department; trends and patterns regarding use of force and officer-involved shootings, etc.

In 2023, 238 allegations (a single complaint may include several different allegations) were investigated by the IAB as shown in the following table. Of these, many were initiated by the PAB. Under the "Admin Closed" column of the table are cases in which a complainant does not cooperate with the IAB, fails to appear for an interview, or other circumstances occur that render investigators unable to complete investigations.

Figure 6—Internal Affairs Bureau Allegations (2023)

2023 Allegations	Received	Sustained	Not Sustained	Exonerated	Unfounded	Admin Closed	Active
Improper Use of Force	25	0	0	0	8	5	12
Discourtesy	45	0	1	0	16	9	19
Improper Stop/Search/Seizure/Arrest	26	0	0	0	5	3	18
Inadequate Investigation	49	1	1	0	10	6	31
Improper Detention (Jail)	0	0	0	0	0	0	0
Discrimination	31	0	0	0	7	4	20
Harassment	14	0	0	0	1	5	8
Improper Procedure	39	3	0	0	6	4	26
Improper Cite/Tow	2	0	0	0	0	1	1
Other	5	0	0	0	0	5	0
Dishonesty	2	0	1	0	0	0	1
Total	238	4	3	0	53	42	136

3.4.2   Internal Affairs Bureau Finding

Finding #20:   The work of the two Sergeants assigned to Internal Affairs Bureau (IAB) has grown more complex. Not only must they investigate complaints made to the Department, but they now also investigate complaints made to the Police Accountability Board (PAB). Further, they serve an important advisory role to the Chief, support the City Attorney, and serve as liaisons to the District Attorney and the PAB.

3.4.3   Internal Affairs Bureau Recommendation

Recommendation #6:   Given the number of complaints received by the Internal Affairs Bureau (IAB), the time constraints related to completing investigations, and many other administrative demands—including those required of the Director of Police Accountability and outlined in the City Charter, which often involve significant IAB staff time— Citygate recommends that the Department add one clerical support staff position to the IAB.

3.5   STRATEGIC COMMUNICATIONS / PUBLIC INFORMATION OFFICER

Media and public relations are critical in policing because they help shape perception, build trust, share public safety information, and foster community partnerships. Since a Public Information officer (PIO) often speaks for the Chief and always represents the Department when speaking to the media, it is essential that such a person has a direct line to the Chief and does not have to go through someone else to obtain access.

Where possible, Citygate believes the Department's PIO should be included in all appropriate meetings and briefings, with an understanding that having a fully informed perspective and knowing the totality of circumstances is a vital component in the PIO's ability to communicate with the community and the media effectively.

SECTION 4—OPERATIONS DIVISION REVIEW

The Operations Division of the Department encompasses Patrol Operations, the Bike Team, and the Community Services Bureau.

Patrol Operations is the largest bureau of the Department and includes the following allotted positions: one Captain, four Lieutenants, 14 Sergeants, and 58 Patrol officers (as of the most recent "timesheet" from May 2024). These personnel provide continuous delivery of police services to the community through numerous and varied functions, which include responding to calls for service, proactive patrol (officer-initiated activity), maintenance of public order, discovery of hazards, investigation of crimes and incidents, arresting offenders, traffic enforcement and control, emergency services, and the reporting of information to other appropriate organizational units.

Recently, Patrol has tried to maintain at least 60 sworn officers (58 sworn officers were reflected in Patrol's most recent May 2024 "timesheet"), broken into seven teams of seven to ten officers based on their beat and shift allocations. Some teams may be staffed with more officers above the minimum level to absorb absences.

4.1 PATROL COVERAGE

The following table shows Patrol coverage of the week by team.

Table 32—Patrol Team Coverage of Week

Team #	Personnel	Days of Week	Shift Times
Team 1	2 Sergeants, 8 officers	M/T/W/Th	6:00 am to 4:00 pm
Team 2	2 Sergeants, 7 officers	M/T/W/Th	11:00 am to 9:00 pm
Team 3	2 Sergeants, 8 officers	M/T/W/Th	3:30 pm to 1:30 am
Team 4	2 Sergeants, 8 officers	M/T/W/Th	8:30 pm to 6: 30 am
Team 5	2 Sergeants, 8 officers	F/S/S	6:00 am to 6:30 pm
Team 6	2 Sergeants, 10 officers	F/S/S	12:30 pm to 1:00 am
Team 7	2 Sergeants, 9 officers	F/S/S	6:00 pm to 6:30 am

Patrol's coverage of 14 beats appears to align with current demand for service:

◆ The overlap between Team 2 and Team 3 occurs during the period of peak call demand from 4:00 pm to 9:00 pm, Monday through Thursday.

◆ Team 2's overlap with Team 1 adds staffing during the period from 11:00 am to 4:00 pm, when Team 1 goes off duty.

◆ Team 4 overlaps with Team 3 between the hours of 8:30 pm and 1:30 am.

◆ Team 7 overlaps with Team 6 between 6:00 pm and 1:00 am on Friday through Sunday, when Team 6 goes off duty.

Patrol's timesheet and minimum staffing levels are a starting point for each shift which is assessed every six months. Overtime to backfill officer vacancies is typically triggered when a Patrol team's staffing drops below 7 or 8, depending on the team and any other immediate needs (crimes, emergencies, protests, etc.).

4.2 BIKE TEAM

The Bike Team has an authorized staffing of one sergeant and five police officers—a change from the previous staffing of two sergeants and six officers. In the past, the Unit has been staffed with as many as 12 officers. The Team is currently managed by a Patrol Lieutenant, who also manages two Patrol teams.

The Bike Team primarily focuses on commercial shopping districts in the downtown Shattuck Avenue and Telegraph Avenue areas.

Citygate learned that when Patrol overtime cannot be filled voluntarily, it is not uncommon for police commanders to pull Bike Team officers from their primary duties to fill Patrol vacancies.

4.3 COMMUNITY SERVICES BUREAU

A Police Lieutenant manages the Community Services Bureau (CSB), which includes four area coordinators who are police officers, each of whom are assigned to a quadrant of the City. A Sergeant supervises the coordinators, who serve as community liaisons and assist in addressing long-term, persistent public safety concerns in their respective quadrants. Residents are encouraged to contact their area coordinators about ongoing neighborhood issues.

Prior to the Department's reorganization, staffing within the CSB also included the Department's Strategic Analysis Team, which included a police officer and a civilian Data Analyst, who is often called upon to provide information and analysis to other Department units and the PAB. The Strategic Analysis Team also created and regularly updates the Department's online Transparency Hub and internal Executive Dashboard.

The Transparency Hub represents an abundant resource to supply police data available to the public. Such data include calls for service, crime, current public safety trends, police stop data, use of force, community engagement activity, and traffic safety—including information on collisions and their locations.

The Department's Public Information Officer (PIO) had also been assigned to the CSB, although this position, along with the Strategic Analysis Team, will soon be transferred to the Chief's Office. Among other duties, the PIO's workload includes monitoring the Department's broad social media presence on sites including Facebook, Instagram, TikTok, X (formerly Twitter), YouTube, and Nextdoor.

4.4   PATROL RESPONSE TIME ANALYSIS

In Citygate's assessment of the Department's response time to calls for service (CFS), Citygate assessed the police response to both Priority 1 CFS (the highest-priority calls) and Priority 2 CFS. We also determined median police response time, which is the amount of time it takes for the police to arrive at the scene of an incident after receiving a call for assistance.

4.4.1   Understanding Fractile versus Average Measurement

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

A more descriptive best practice in many fields—including not only police services, but fire and EMS—is the transition to measuring the *percent completion* of a specified response goal. Citygate often uses this measure to provide insight into response times, with *90 percent* as the standard.

The best way to illustrate this concept can be seen in the following two statements:

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

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

Mathematically, this is referred to as a "fractile" measure.[8]

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

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[8] A fractile is that point *below* which a stated fraction of values lie. The fraction is often given as a percent value; the term "percentile" may then be used. See: https://www.lawinsider.com/dictionary/fractile-response

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

Figure 7—Fractile versus Average Response Time Measurements
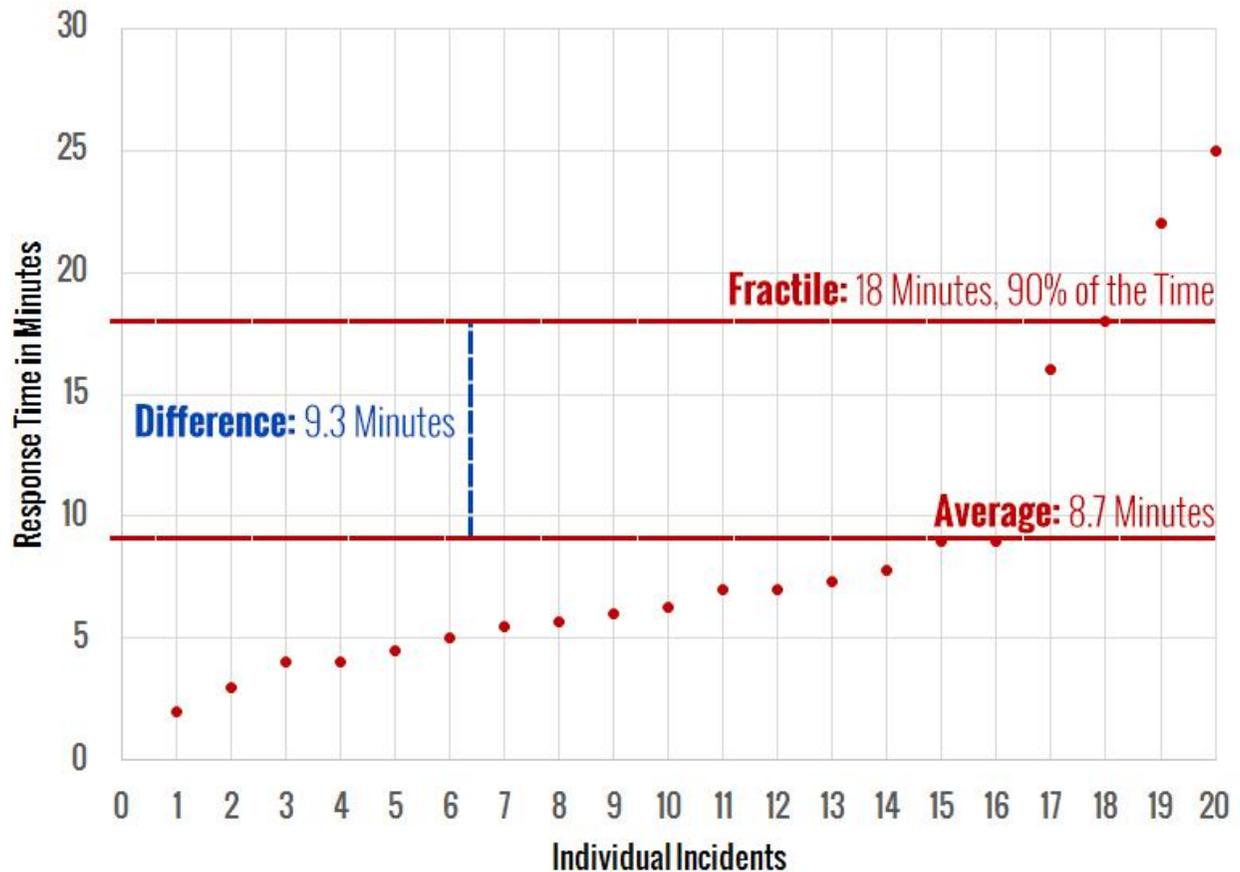
As the figure shows, 20 percent of responses from this hypothetical department could be considered too slow, and an *average* time measurement would not reveal this important aspect of the data that a *fractile* measurement would. Citygate believes the *fractile* measurement is a more accurate reflection of the service delivery situation of this hypothetical department.

> Citygate assessed response time data in the City utilizing the fractile measurement. With this 90th percentile response time standard employed, Citygate found that 90 percent of the applicable calls in the City were responded to by the Department in less than 19:00 minutes.

4.4.2   Patrol Response Time

Key Factors

There are a number of elements which drive an agency's overall response times beyond the physical movement of any unit (or units) travelling to a public-generated CFS. The following key factors are each important as part of an analysis of response time data, determining trends and trajectories related to the data, etc.

- Number of officers on duty

- Location of the call

- Severity of call

- Police discretion

- Dispatcher call-handling time

- Patrol officer travel time

Patrol Response Time to Priority 1 Calls

Citygate's analysis of 31,814 Priority 1 CFS revealed the following.

- The median response time to Priority 1 CFS was approximately 7:00 minutes.

- 55 percent of the time, the first-responding unit arrived in less than 8:00 minutes.

- 90 percent of the time, the first-responding unit arrived in less than 19:00 minutes.

- Since 2019, median response time to Priority 1 CFS has remained steady at 6:00 or 7:00 minutes.

Patrol Response Time to Priority 2 Calls

Citygate's analysis of 97,570 Priority 2 CFS revealed the following.

- The Department's 2023 Annual Report shows that since 2020, the median response time to Priority 2 CFS has increased—from 12:00 minutes in 2020 to 18:00 minutes in 2023.

- Our analysis of 97,570 Priority 2 incidents revealed an average response time to Priority 2 CFS of 14:30 minutes.

4.5   INCIDENT DATA REVIEW

As part of Citygate's assessment of the Department's Patrol staffing levels, we also considered numerous other factors and data provided by the Department, including the Department's existing Patrol staffing levels as well as established minimum staffing levels. Citygate also evaluated the time officers and other field personnel were committed (obligated) and uncommitted (available) from 2018 through March 2023; calls for service, including the number, type, and time committed to such calls; overtime in Field Services; and the City's most recent five-year crime history and population growth.

4.5.1   Patrol Utilization

Both in interviews of Department staff and in responses to our SWOT (Strengths, Weaknesses, Opportunities and Threats) survey, Citygate learned that many Patrol Sergeants and Lieutenants carry numerous ancillary duties, leaving them with less actual time in the field where they can watch, coach, supervise, and mentor their subordinates.

> **Citygate understands that not all Patrol activity will be neatly captured in computer-aided dispatch (CAD) data**. For example, an officer assigned to one call may leave the call to assist another officer without first advising Communications. Before "clearing" a call, some officers may drive by another officer's traffic or pedestrian stop to ensure they are safe and do not require assistance (cover). Citygate also learned that City officers have a practice of sometimes showing themselves as available (to dispatchers) when they are not. For example, an officer may advise Dispatch that they are available while they are writing a report. This practice allows officers to know that other officers are available for cover or assistance if they choose to initiate a stop or contact.

Citygate also realizes that staffing needs will vary by time of day, day of week, and month of year. Ideally, staffing is highest when service demand is highest, but Citygate believes the Department is correct in maintaining higher minimums on weekend shifts since support units are rarely available as a resource, and the overlap between Team 6 and Team 7 ends at 1:00 am when Team 6 goes off duty. The following figure and table show data related to Patrol utilization.

Table 33—Utilization by Unit Type: Occupied and Available Hours

Adj. Unit Type	Utilization - Total Hours	Utilization - Occupied Hours	Utilization - Available Hours	% Available
05 TAC Units	10	9	1	12.8%
07 Command Staff	492	294	198	40.3%
01 Patrol	671,604	382,441	289,163	43.1%
04 Bike Units	33,181	18,650	14,531	43.8%
09 Other Police Units	238,165	108,777	129,387	54.3%
11 ID Tech	5,201	1,739	3,462	66.6%
06 Traffic Units	5,612	1,615	3,997	71.2%
13 MH Mental Health	16,769	4,729	12,040	71.8%
02 Sergeant	197,321	54,730	142,591	72.3%
03 Lieutenant	78,882	18,107	60,775	77.0%
12 Parking Enforcement	133,100	12,557	120,543	90.6%
14 Reserve	22	2	20	91.5%
99 Retired	1	0	1	99.8%
Total	**1,380,360**	**603,650**	**776,710**	**56.3%**

Figure 8—Utilization: Total Hours by Starting Task
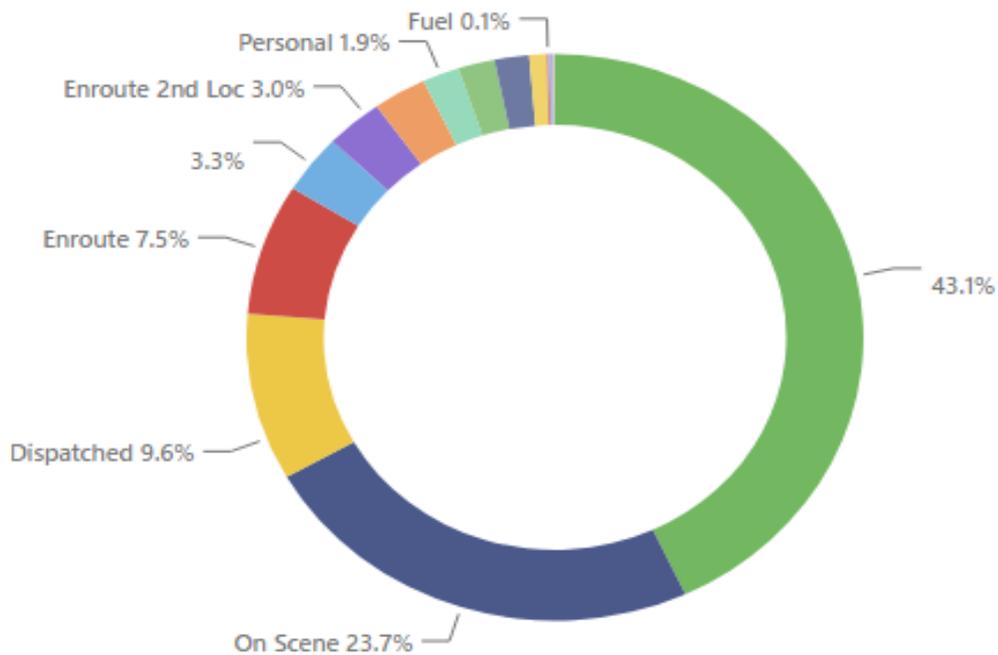
Data as of 05/11/24

The table and figure above show that Patrol officers were available approximately 43 percent of their total hours worked; however, many work-related tasks are not reflected. Such tasks may include report writing, transporting prisoners, attending meetings, etc. Also, and as noted previously, the available time Patrol officers have had was made available, in part, by the addition of officers and Sergeants working overtime virtually every day.

Citygate's analysis found that officers and Sergeants in Patrol worked a combined 37,619 hours of overtime in 2022, and 32,459 hours in 2023. Assuming that officers and Sergeants were not available for work 15 percent of their total work hours in a year on average (2080 hours divided by 15 percent), then each officer/Sergeant worked 1,768 hours each year on average. At a "leave rate" of 15 percent, 32,459 overtime hours would equal approximately 18 full-time equivalent (FTE) employees. Additionally, officers from other units, such as the Bike Unit, were frequently pulled to Patrol to fill vacancies.

The following tables show the average number of public-generated CFS by hour of day and day of week for 2021, 2022, and 2023. The left side of each table shows average distinct incidents (CFS) per hour and day, while the right side of each table shows the average number of committed hours per hour and day of week.

Table 34—Public-Generated CFS – Incidents and Committed Hours (2021)

Avg. Distinct Incidents per Hour and Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	3.4	3.4	2.9	3.9	3.7	5.5	5.8	4.1
1	3.1	3.0	2.7	2.8	3.2	4.8	4.6	3.5
2	2.5	2.6	2.2	2.6	3.1	3.9	3.4	2.9
3	2.1	2.0	2.2	2.1	2.6	2.4	2.7	2.3
4	2.2	2.1	1.8	1.9	2.0	2.4	2.3	2.1
5	2.2	2.2	2.5	2.1	2.1	1.7	2.1	2.1
6	2.7	3.1	2.7	3.0	2.7	2.6	2.2	2.7
7	4.2	4.5	4.1	3.7	3.9	2.9	3.5	3.8
8	5.6	6.0	6.6	5.7	5.5	4.2	4.1	5.4
9	7.3	7.3	6.8	7.2	6.5	6.2	4.5	6.5
10	7.5	7.6	7.6	7.2	7.2	6.8	5.8	7.1
11	8.6	7.8	7.8	8.6	8.1	6.9	5.9	7.7
12	8.7	7.3	8.0	7.7	8.1	7.2	6.6	7.6
13	7.6	8.5	7.6	8.3	8.6	7.1	6.3	7.7
14	7.9	7.4	7.5	8.0	7.8	7.4	6.5	7.5
15	7.9	8.0	7.3	7.9	8.0	7.6	5.9	7.5
16	7.4	8.5	7.7	7.5	8.2	7.4	6.4	7.6
17	7.4	6.8	7.3	7.1	7.1	6.4	6.4	6.9
18	6.5	6.6	6.7	7.3	7.1	6.7	6.5	6.8
19	6.1	5.8	5.6	5.8	6.2	6.3	5.7	5.9
20	5.9	5.5	5.6	5.7	6.7	6.1	5.6	5.9
21	5.7	5.3	4.4	5.3	5.8	5.3	4.8	5.2
22	4.7	4.7	4.2	5.5	7.1	6.6	4.6	5.4
23	3.9	4.4	4.0	4.5	6.5	6.7	4.4	4.9
Total	**5.6**	**5.5**	**5.4**	**5.6**	**5.8**	**5.6**	**4.9**	**5.5**

Avg. Committed Hours per Hour and Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	3.8	3.4	2.7	4.2	3.2	4.4	5.8	3.9
1	3.1	2.5	3.1	3.0	2.9	4.6	5.8	3.6
2	4.9	2.4	2.2	1.7	4.0	10.4	5.2	4.5
3	2.4	1.8	2.2	2.2	2.8	2.2	3.0	2.4
4	4.7	2.3	2.3	1.5	2.8	3.7	3.3	3.0
5	2.1	2.4	2.7	15.5	4.4	1.7	3.6	4.7
6	4.1	4.7	2.2	3.5	3.9	4.0	2.7	3.6
7	6.3	6.2	4.9	4.9	4.8	7.2	5.1	5.6
8	5.9	7.8	7.1	6.1	5.7	8.5	6.0	6.7
9	7.2	8.1	7.6	7.7	8.2	6.5	6.1	7.3
10	9.7	7.9	8.1	11.0	8.0	8.5	7.0	8.6
11	156.2	11.3	11.1	12.4	11.4	9.7	8.7	31.5
12	10.6	8.8	10.0	8.5	10.7	9.5	7.9	9.4
13	11.8	15.4	9.6	11.2	9.3	7.5	9.5	10.6
14	8.4	9.1	10.1	13.2	9.9	9.2	11.2	10.2
15	10.3	8.9	9.5	9.2	10.0	9.9	7.2	9.3
16	8.1	11.5	12.2	8.3	10.1	8.7	9.0	9.7
17	7.6	10.1	9.4	7.6	7.2	8.0	7.2	8.2
18	6.4	10.0	10.8	7.5	10.3	7.5	8.2	8.7
19	6.5	6.5	9.9	6.5	8.2	7.3	7.3	7.4
20	6.9	8.4	5.9	5.3	7.2	12.2	7.7	7.6
21	9.0	6.6	5.5	7.2	7.5	5.4	8.2	7.1
22	4.6	4.2	5.3	5.2	6.8	5.6	5.6	5.3
23	5.4	4.0	4.5	4.2	6.1	5.0	5.4	5.0
Total	**13.1**	**7.0**	**6.8**	**7.1**	**7.0**	**7.1**	**6.6**	**7.8**

In the 2021 data, committed time to public-generated CFS begins to increase at 8:00 am (usually when people are awake and discover something is broken or missing) and then remain at an increased volume well into the early evening, until 6:00 pm to 8:00 pm. Friday and Saturday nights

also show increased work demand later in the night beginning at 10:00 pm. The outliers (extremely high numbers) could be due to demonstrations/protests or, possibly, officers not logging off an incident.

The following table reflects data from 2022.

Table 35—Public-Generated CFS – Incidents and Committed Hours (2022)

Avg. Distinct Incidents per Hour and Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	4.0	3.2	4.0	3.7	3.7	6.0	5.3	4.3
1	2.8	2.7	3.1	3.1	3.2	4.3	3.9	3.3
2	2.6	2.2	3.1	2.9	3.3	3.9	3.4	3.1
3	2.1	2.2	2.6	2.1	2.7	2.6	2.4	2.4
4	2.1	2.2	2.3	2.1	2.0	2.5	2.6	2.3
5	1.8	1.7	2.2	2.6	2.4	2.5	2.1	2.2
6	2.6	3.0	3.0	3.1	3.0	2.9	2.2	2.8
7	4.1	3.8	4.1	4.6	4.3	3.4	3.1	3.9
8	6.5	7.2	6.5	5.7	6.3	4.8	3.9	5.8
9	7.6	7.4	6.9	7.1	7.1	5.8	5.0	6.7
10	7.5	7.5	6.7	7.4	8.0	5.9	5.9	7.0
11	7.2	7.5	7.3	7.8	7.8	6.3	5.5	7.0
12	7.7	7.9	7.9	6.9	7.8	7.6	6.5	7.5
13	8.6	8.0	8.3	8.7	7.9	7.0	6.6	7.9
14	7.8	7.5	7.5	7.8	8.1	6.4	6.1	7.3
15	7.8	8.1	7.6	7.8	6.9	6.7	7.0	7.4
16	8.0	7.4	7.8	7.2	8.3	7.0	6.3	7.4
17	7.5	6.8	7.1	7.7	7.1	6.5	6.6	7.0
18	6.4	5.9	6.6	6.8	7.2	6.8	6.8	6.6
19	5.9	6.2	6.1	6.3	6.4	6.5	6.2	6.2
20	5.7	5.4	5.8	6.2	6.5	5.7	5.8	5.9
21	5.6	5.4	6.2	5.3	6.1	6.7	5.4	5.8
22	5.2	5.6	5.0	5.8	6.8	7.3	5.5	5.9
23	4.2	4.7	4.1	5.1	6.8	6.5	4.4	5.1
Total	**5.6**	**5.5**	**5.6**	**5.7**	**5.9**	**5.5**	**5.0**	**5.5**

Avg. Committed Hours per Hour and Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	5.6	3.5	5.5	3.3	3.4	6.7	7.4	5.1
1	3.5	2.2	3.0	3.8	3.1	6.7	5.0	3.9
2	2.3	1.7	3.0	3.2	3.1	5.7	4.6	3.4
3	2.9	2.0	3.3	2.0	3.9	3.0	2.6	2.8
4	3.1	3.1	2.1	7.4	2.2	3.9	7.2	4.1
5	1.8	3.8	2.1	3.2	3.7	5.1	3.3	3.3
6	3.5	6.2	3.2	3.6	4.6	4.0	3.1	4.0
7	4.9	7.2	4.9	6.2	3.6	7.9	14.3	6.9
8	7.3	9.1	6.8	8.7	7.4	13.6	4.6	8.2
9	9.3	9.5	9.8	7.9	9.8	7.4	6.5	8.6
10	7.5	9.4	8.2	9.9	8.9	7.4	6.3	8.2
11	11.1	8.6	9.5	10.0	9.7	8.8	7.9	9.4
12	12.1	11.5	9.5	13.0	8.9	9.0	9.0	10.4
13	10.9	9.3	11.7	10.6	9.8	10.3	8.9	10.2
14	12.6	8.5	8.9	7.9	12.6	10.3	7.4	9.7
15	11.7	10.8	10.5	8.7	8.6	7.2	7.8	9.3
16	12.6	10.6	11.2	11.5	9.7	8.2	7.5	10.2
17	11.3	8.9	9.8	13.0	8.3	10.6	8.9	10.1
18	10.2	7.2	9.2	10.2	8.3	7.0	7.9	8.6
19	8.3	7.9	7.5	8.5	8.2	7.1	7.6	7.9
20	7.0	7.7	6.7	7.9	8.0	6.6	8.8	7.5
21	7.2	7.4	9.8	6.9	7.2	8.3	6.7	7.6
22	6.3	5.5	6.5	6.3	6.5	7.1	6.3	6.3
23	3.8	3.3	4.2	5.8	5.6	6.5	6.0	5.0
Total	**7.5**	**7.0**	**7.1**	**7.6**	**7.0**	**7.5**	**7.0**	**7.2**

The table shows patterns that are similar to those from 2021. The following table reflects data from 2023.

Table 36—Public-Generated CFS – Incidents and Committed Hours (2023)

Avg. Distinct Incidents per Hour and Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	4.4	3.5	3.9	3.9	4.2	6.0	5.6	**4.5**
1	3.0	3.4	3.2	2.6	3.3	4.4	4.3	**3.5**
2	2.4	2.7	3.2	2.8	2.7	3.2	3.7	**3.0**
3	2.3	2.3	2.0	2.4	2.3	2.9	2.5	**2.4**
4	2.1	2.2	2.4	2.5	2.4	3.1	2.4	**2.5**
5	2.2	2.6	2.3	2.6	2.7	2.4	2.4	**2.5**
6	3.1	3.1	3.2	3.6	2.9	2.7	2.8	**3.1**
7	4.7	4.9	5.3	4.2	4.9	3.8	2.9	**4.4**
8	6.3	7.3	6.7	6.8	6.9	5.1	3.9	**6.1**
9	8.1	7.5	7.0	7.5	8.3	6.8	5.1	**7.2**
10	7.3	7.5	7.3	7.5	7.7	7.7	5.7	**7.2**
11	8.2	7.9	8.5	8.0	8.6	7.4	6.4	**7.8**
12	8.7	7.8	8.8	8.6	8.3	8.1	8.0	**8.3**
13	8.2	8.4	7.8	8.1	8.5	8.1	6.3	**7.9**
14	7.8	7.9	7.3	7.7	8.7	7.3	7.4	**7.7**
15	8.6	7.9	8.6	8.2	8.8	7.3	7.3	**8.1**
16	8.3	9.0	8.3	8.6	9.1	6.9	6.3	**8.1**
17	7.9	7.6	7.3	8.4	8.2	7.1	6.4	**7.6**
18	6.4	7.1	7.8	7.1	7.2	6.8	7.1	**7.1**
19	6.4	6.2	6.2	6.6	6.9	7.0	6.8	**6.6**
20	6.3	7.1	6.4	6.2	6.9	7.4	6.4	**6.7**
21	6.3	5.7	6.3	6.5	6.7	7.4	6.6	**6.5**
22	5.6	5.3	4.7	6.1	7.0	7.5	5.9	**6.0**
23	4.6	4.8	5.5	5.2	6.8	6.9	4.7	**5.5**
Total	**5.9**	**5.9**	**5.9**	**6.0**	**6.4**	**6.0**	**5.4**	**5.9**

Avg. Committed Hours per Hour and Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
0	5.2	2.6	6.9	4.1	4.3	6.4	6.3	**5.1**
1	7.4	2.5	3.8	3.3	3.0	5.1	5.4	**4.4**
2	2.9	3.1	4.1	3.5	4.0	4.2	5.7	**3.9**
3	4.7	4.2	2.1	3.9	3.3	5.5	3.7	**4.0**
4	4.1	4.3	4.6	2.2	2.6	4.5	4.2	**3.8**
5	4.1	3.4	3.6	2.9	2.9	3.8	8.5	**4.2**
6	4.7	3.0	4.9	3.8	3.9	2.7	4.9	**4.0**
7	7.6	8.5	7.3	7.1	5.3	2.6	8.7	**6.8**
8	6.5	9.8	8.4	6.3	8.2	5.1	6.1	**7.2**
9	8.2	8.4	8.8	9.8	11.9	8.5	6.6	**8.9**
10	9.7	10.9	8.1	10.0	9.0	8.8	6.4	**9.0**
11	13.1	12.2	11.8	7.8	10.2	8.4	7.3	**10.1**
12	11.8	10.4	12.3	9.6	10.0	8.5	8.5	**10.2**
13	10.6	13.1	8.7	10.1	9.5	8.6	6.8	**9.6**
14	10.2	10.7	9.9	10.1	7.9	7.2	12.9	**9.8**
15	10.3	15.0	10.9	10.7	9.4	10.2	9.3	**10.8**
16	13.2	10.7	10.3	10.6	9.6	6.3	8.2	**9.9**
17	8.4	10.9	11.2	11.1	9.5	7.9	8.6	**9.7**
18	8.4	8.2	8.9	7.4	7.6	9.9	12.5	**9.0**
19	8.0	7.2	6.6	7.3	8.8	6.9	9.7	**7.8**
20	7.8	10.7	8.9	6.3	8.2	7.7	9.2	**8.4**
21	9.3	8.3	6.4	8.2	10.1	9.4	12.4	**9.2**
22	6.8	5.5	6.4	7.4	8.6	10.5	9.2	**7.8**
23	4.6	5.2	7.1	6.0	7.3	7.1	6.4	**6.2**
Total	**7.9**	**8.0**	**7.7**	**7.2**	**7.4**	**7.0**	**7.9**	**7.6**

The table shows data patterns similar to those from both 2021 and 2022.

4.6   PATROL ON-SCENE TIME

In Citygate's assessment of Patrol officer on-scene time, we reviewed average on-scene time for 204,350 distinct on-scene incidents (public-generated calls for service). We also assessed average on-scene time for 51,225 distinct police-initiated incidents.

4.6.1   Calls for Service

Public-Generated

Citygate learned that officers were on-scene at public-generated incidents:

◆   70 minutes or less, 90 percent of the time.

◆   24 minutes or less, 70 percent of the time.

◆ 11 minutes or less, 51 percent of the time.

Officer-Initiated

Citygate learned that officers were on-scene at officer-initiated incidents:

◆ 56 minutes or less, 90 percent of the time.

◆ 20 minutes or less, 70 percent of the time.

◆ 11 minutes or less, 51 percent of the time.

In summary, officers generally spent more time on the scene of public-generated CFS, which represent approximately 77 percent of the CFS to which they responded.

In a separate analysis of on-scene time, the Department found that officers are spending more on-scene time for each call, "reflecting both the increasingly complex and demanding nature of calls."[9]

The following table shows the most frequent call types by year. The table includes CFS data from 2021 through August 2023. Thus, the 2023 numbers within the parentheses are *projected* totals for 2023—assuming the same volume of CFS experienced from January through August.

Table 37—Most Frequent Call Responses by Call Type and Year

Call Type	2021	2022	2023
Alarms Security	12,881	13,534	9,681 (14,521)
Complaints / Code Violations	10,602	10,434	7,615 (11,422)
Vehicle Incidents	6,038	6,202	4,892 (7,338)
Public Assistance	3,732	3,840	3,113 (4,669)
Property Incidents	3,454	4,179	3,072 (4,608)
Welfare	2,978	2,912	2,123 (3,184)
High Risk	2,555	2,628	1,998 (2,997)

Most of the most frequent call types (which include both public-generated CFS and officer-initiated activity) have seen increases each year since 2021, except for minor drops in Complaints / Code Violations and Welfare in 2022. The projected 2023 numbers represent a 7 percent increase in Alarms/Security calls over 2022, and an almost 13 percent increase over the number of calls/responses in 2021. Further, the projected percentage increases over 2022 would be 9 percent relative to Complaints / Code violations; 18 percent relative to Vehicle Incidents; 21 percent

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[9] Berkeley Police Department, 2023 Annual Report, page 14.

relative to Public Assistance calls; 9 percent relative to Welfare calls, and 14 percent relative to High-Risk calls.

> Citygate reviewed data related to **245,680 public-generated** CFS and **52,408 officer-initiated** incidents assigned to Patrol.
>
> All data was captured from the period of January 2020 through August 2023.

Within the period of data analyzed by Citygate, Patrol responded to 55,327 public-generated CFS in the Alarms/Security category. The following table provides details related to this category of CFS.

Table 38—Alarms/Security: 55,327 Total Incidents

Call Type	Number of Incidents
Audible Alarm	21,416
Wireless 9-1-1	13,852
Suspicious circumstances	10,610
Suspicious person	7,717
Silent Alarm	1,193
Unknown problem	312
Security check	178
Bank Alarm	36
Surveillance	12

Citygate believes that the great majority of calls falling into the category of Alarms/Security should continue to be assigned to officers. There are simply far too many unknown safety factors first responders must consider, and might face, at the scene of such calls. For example, suspects might be on-scene or nearby; or investigative leads could be present at the scene, so the timely identification of these leads could point to a suspect or a suspect vehicle.

The Department should consider alternative responses for several of the other, less frequent call types depending on what dispatchers determine during their screening of calls.

Within the period of data analyzed by Citygate, Patrol responded to 64,754 public-generated CFS in the Complaints / Code Violations category. The following table provides details related to this category of CFS.

Table 39—Complaints/Code Violations: 64,754 Total Incidents

Call Type	Number of Incidents
Disturbance	33,003
Noise Disturbance	12,845
Trespassing	9,374
Family Disturbance	3,574
Loud Report	1,314
Civil Standby	870
Harassing phone calls	782
Indecent exposure	712
Intoxicated person	450
Lodging in public	406
Barking dogs	366
Illegal dumping	278
Gambling	45
Business and Professions Code Violations	42
Prostitution	11
Animal matter	3

As the table shows, the bulk of Complaints / Code Violations calls (58,796 of 64,754) involved disturbances or trespassing. In Citygate's experience, such calls should continue to be assigned to officers, because disturbances can (and do) quickly escalate to violence. Alternative (non-police) responses should be considered for those calls that lack the potential for violence and/or do not indicate that a suspect is nearby or on-scene—e.g., lodging in public, barking dogs, and illegal dumping.

Within the period of data analyzed by Citygate, Patrol responded to 30,354 CFS in the Vehicle Incidents category. The following table provides details related to this category of CFS.

Table 40—Vehicle Incidents: 30,354 Total Incidents

Call Type	Number of Incidents
Auto Burglary	9,506
Abandoned Vehicle	6,126
Stolen Vehicle	5,350
Traffic Hazard	3,359
Suspicious Vehicle	3,350
Reckless Vehicle	2,898
Vehicle Damage	2,703
Vehicle Code Violation	1,010
Transportation	468
Exhibition of Speed	315
Throwing Substance at a Vehicle	185
Embezzled Vehicle	105
VIN Verification	86
Carjacking	71
"Lojack" Incident *	28
Suspicious Vehicle (Code 11-96)	21
Traffic Stop	18
Vehicle Recovery	6

* Lojack refers to a brand of theft recovery system that uses GPS, radio frequency and wireless technology to track and locate stolen vehicles. It is a battery-operated system that is hidden in a vehicle by a certified technician and helps law enforcement track and recover a stolen vehicle.

In Citygate's review of Vehicle Incidents CFS, we discovered many calls that could be assigned to a police alternative such as a Community Service Officer (CSO). For example, depending on what dispatchers learn during the screening of a call, most auto burglaries, abandoned vehicles, traffic hazards, VIN verifications, and vehicle recoveries could be diverted from officers and assigned to Parking Enforcement officers or CSOs.

Within the period of data analyzed by Citygate, Patrol responded to 22,969 CFS in the Property Incidents category. The following table provides details related to this category of CFS.

Table 41—Property Incidents: 22,969 Total Incidents

Call Type	Number of Incidents
Theft	9,940
Burglary	3,608
Found Property	2,589
Grand Theft	2,494
Vandalism	1,843
Recovered Stolen Vehicle	1,074
Identity Theft	676
Property Damage	226
Forgery	155
Theft In-custody	155
Defrauding an Innkeeper	102
Possessing Stolen Property	57
Lost Property	46
Prescription Fraud	4

In Citygate's review of Property Incidents, we also believe many could be handled by civilian first responders or diverted to online reporting. In Citygate's experience, calls or reports of theft, burglary, found property, grand theft, and vandalism are frequently handled by CSOs at other agencies. If a call indicates a suspect might be known, on the scene, or nearby, then a police officer should be assigned instead.

Within the period of data analyzed by Citygate, Patrol responded to 16,370 CFS in the Public Assistance category. The following table provides details related to this category of CFS.

Table 42—Public Assistance: 16,370 Total Incidents

Call Type	Number of Incidents
Advice	8,266
Aid to Citizen	6,401
Call for Help	890
Information	752
Flag Down	55
City Manager Request	6

In Citygate's review of calls categorized as "Public Assistance," we found that non-sworn personnel can likely handle many such incidents. For example, depending on the advice sought or the aid needed, it does appear that a CSO could first respond to such calls and then assess the need for police officers.

Within the period of data analyzed by Citygate, Patrol responded to 12,177 CFS in the High Risk / Individual Safety category. The following table provides details related to this category of CFS.

Table 43—High Risk – Individual Safety: 12,177 Total Incidents

Call Type	Number of Incidents
Battery	5,831
Robbery	1,469
Suicide	1,443
Person Down	1,214
DUI	373
Assist (Code 1)	369
Sexual Assault	274
Domestic Violence (misdemeanor and felony)	510
Missing Person (at-risk)	219
Serious Battery	130
Prowler	82
Hate Crime	62
Child Neglect	58
Sexual Molestation	18
Sexual Assault	13
Residential Robbery	11
Kidnapping	11
Child Molestation	6

Within the period of data analyzed by Citygate, Patrol also responded to 2,171 CFS in the High Risk / Public Safety category. The following table provides details related to this category of CFS.

Table 44—High Risk – Public Safety: 2,171 Total Incidents

Call Type	Number of Incidents
Brandishing a Weapon	1,111
Assault with a Deadly Weapon	407
Person with a Gun	304
Arson	210
Shooting	59
Shooting	53
Demonstration	10
Explosion	6
Bomb Threat	4
Structure Fire	3
Bart Tunnel Incident	3
Bomb Technician Incident	1

Given the obvious public and officer safety concerns surrounding most "High-Risk" incidents, officers should be the assigned as first responders to this category of incident. Even if suspects are not on-scene when these calls are made to dispatchers, officers are likely to pursue them after meeting with victims and witnesses, or as new information is provided to and conveyed by dispatchers. Also, the need to both identify and preserve evidence (including victim and witness statements) should dictate the response of trained officers.

Within the period of data analyzed by Citygate, Patrol responded to 17,621 CFS in the Welfare category. The following table provides details related to this category of CFS.

Table 45—Welfare: 17,621 Total Incidents

Call Type	Number of Incidents
Welfare Check	15,500
Missing Person	1,144
Restraining Order Violation	647
Incorrigible Juvenile	124
Cruelty to Animals	106
Missing Juvenile	100

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Officers are likely to be assigned to most such welfare calls, but their response will depend on what dispatchers learn from callers. "Welfare checks" and calls of missing persons may involve serious or violent crimes. While some of these CFS may initially be taken by non-sworn personnel, sworn officers will still likely be needed if any suspects are identified or a serious crime has occurred.

The following figure shows the Department's response to public-generated Priority 1 (highest-priority) CFS.

Figure 9—Patrol: Public-Generated Priority 1 Calls for Service (2020–2023)
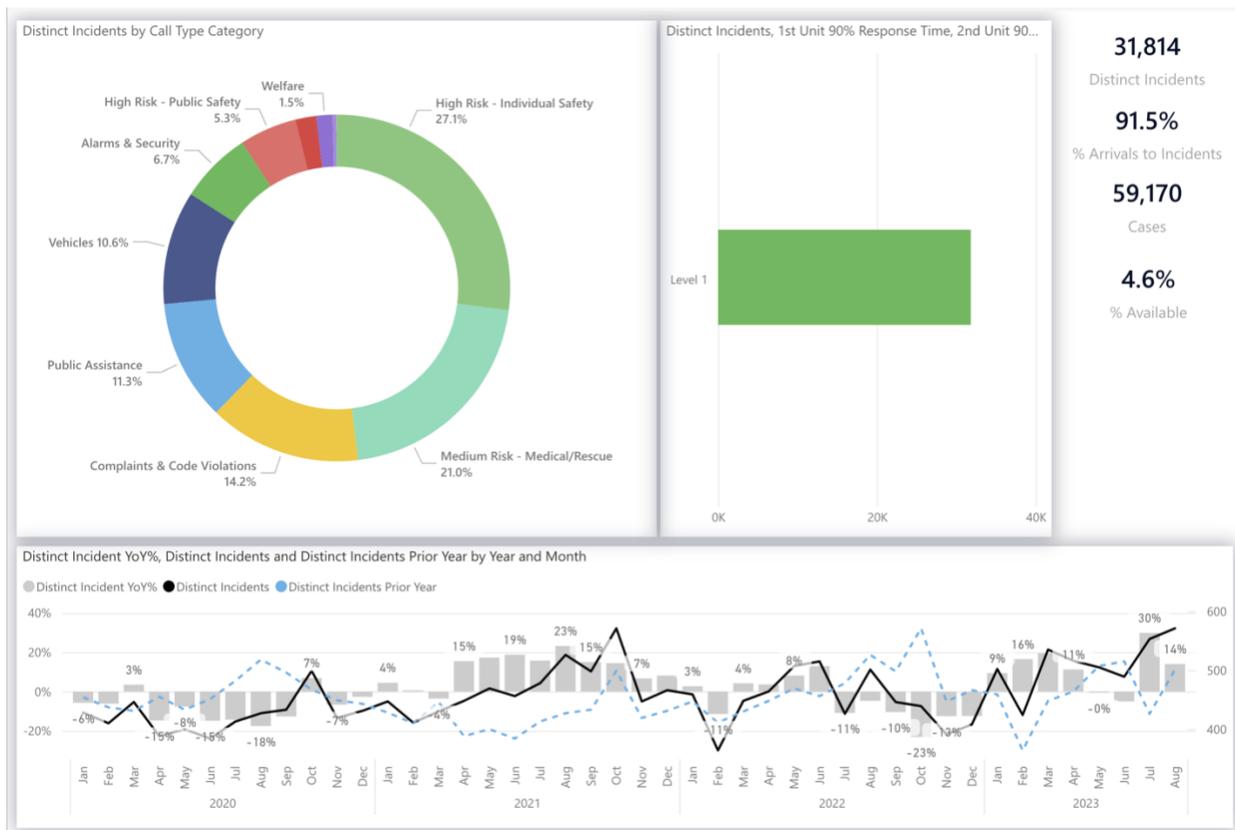
There were 31,814 Priority 1 CFS between January 2020 and August 2023. 55 percent of these calls fell into the categories of high or medium risk, which would likely necessitate the response of at least two police officers. A spike in such calls began in July of 2023 and continued into August. After an expected decline in the police response to Priority 1 calls in 2020 given the outbreak of COVID-19, police response to such CFS began to rise in 2021—peaking in October of that year. There was also a significant decrease in response to such CFS in February 2022. 2023 saw an increase over 2022, peaking in August of that year.

The following figure shows the Department's response to 52,408 officer-initiated incidents between January 2020 and August 2023.

Figure 10—Patrol: Officer-Initiated Calls for Service (2020–2023)
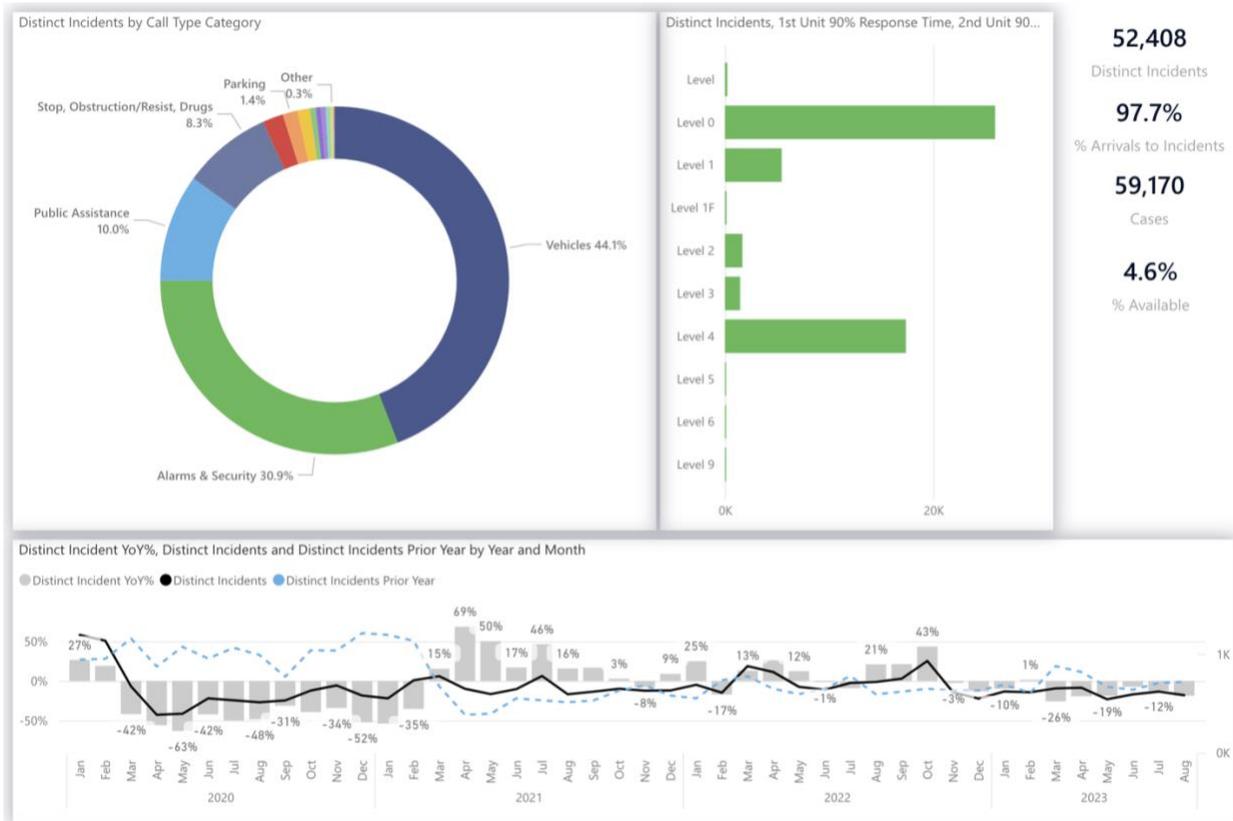
A plurality of these incidents were vehicle incidents (likely car stops), followed by alarms and security checks. There was a significant decline in officer-initiated activity in 2020 and, in the years since, the reduced level of activity has continued through 2023—a pattern Citygate has observed with other recent clients. There was also a decline in officer-initiated activity in 2023, which corresponds with a simultaneous increase in several Part 1 crime categories over the same period.

Of the **52,408** incidents:

♦   44 percent were vehicle incidents

♦   31 percent were alarms/security

♦   10 percent were public assistance

♦   8 percent were stops/obstruction/resisting/drug-related

♦   1.4 percent were parking related.

Citygate's analysis of officer-initiated activity yielded the following:

◆   Since 2019, officer-initiated activity has decreased by 30 percent.

◆   There was an average of 740 officer-initiated incidents per month in 2022.

◆   There was a 15 percent reduction in officer-initiated incidents in 2023 to 627 per month.

◆   There was also a 15 percent increase in Part 1 crime in 2023.

The Department's 2023 Annual Report shows the following data for officer-initiated calls from 2019 through 2023:

◆   2019: 20.4K calls

◆   2020: 14.6K calls

◆   2021: 15.2K calls

◆   2022: 15.3K calls

◆   2023: 14.1K calls[10]

4.7   ADDITIONAL OPERATIONAL DEMANDS ON PATROL

Citygate found that there are many additional, service-related needs and operational demands that are increasingly consuming more Patrol officer and Patrol Sergeant time, leaving them less time for proactive work—including preventative patrols, traffic enforcement, field supervision, and community engagement.

Some of these service-related needs and operational demands include:

4.7.1   Booking/Jail Delays

Since the COVID-19 outbreak, far more arrestees are not being admitted into the City Jail, since many now require a "fit for incarceration" clearance from a local hospital. When such arrestees are rejected at the City Jail, they are then transported (after medical clearance) to the Alameda County Santa Rita Jail in Dublin for booking. Bookings at the Santa Rita Jail have grown increasingly more time consuming to the extent that a simple arrest may now take hours for booking. This process also takes at least two officers out of service for each arrestee.

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[10] Berkeley Police Department, 2023 Annual Report, page 18.

4.7.2   Ancillary Duties/Training

Citygate learned that a lot of on-duty time is spent on police duties beyond an officer's or Sergeant's core duties. Some of these ancillary assignments include active shooter training, SWAT training, firearms training and qualifications, peer support meetings, etc.

4.7.3   Video Retrieval

Retrieving, reviewing, and downloading video—including officer body-worn camera video and video captured by privately owned cameras—consumes a lot of time.

The Alameda County District Attorney's Office informed Citygate that retrieving video from privately owned cameras is expected and often necessary to prosecute crime. If officers cannot retrieve such video initially, the District Attorney's office expects that Department staff will make and document all follow-up attempts. Patrol officers attempt to recover video where practical, which involves locating cameras and their owners and collecting or requesting that owners produce necessary video files/clips. Officers then view footage before sharing it with investigators.

Officers also spend significant time reviewing their own body-worn camera video prior to completing police reports. Finally, detectives must often then make similar follow-up efforts related to whatever video Patrol officers are unable to locate and retrieve.

Officers also frequently discover victims who own electronic devices equipped with their own tracking devices. Many people now plant small trackers in or on their bags, vehicles, and even pets, which allow for tracking a stolen or missing item's whereabouts in real time. These devices may also require significant time to track and locate.

4.7.4   Use of Force Reporting

In February 2021, the Department transitioned to a new Use of Force policy. The new policy expands use-of-force reporting requirements and sets forth **four supervisory use of force reporting levels**—from Level 1 (control holds, the use of leverage or body weight with no injury or complaint of pain, grabbing, and takedowns), to Level 4 (deadly force, or any force likely to cause death or serious bodily injury).

> Citygate has learned that supervisors expend significant time responding to, evaluating, and reporting the police use of force.
>
> The Department's policy (General Order 300) is comprehensive, outlining when force should be used and how it is to be reported. The policy makes clear that **all uses of force shall be documented promptly, completely, and accurately**.

Berkeley Police Department – Use of Force Reporting Levels

LEVEL 1 **The officer used any of the following, and the circumstances of the application would lead an objectively reasonable officer to conclude that the subject did not experience more than temporary discomfort:**	▪ Control holds/pain compliance techniques ▪ Leverage ▪ Grab ▪ Bodyweight ▪ The officer lowered the subject to a seated position or to the ground while partially or completely supporting the person's bodyweight. ▪ Takedown

If the incident fits the parameters for a Level 1 incident, the supervisor will enter all applicable data into the BlueTeam[11] template with a brief summary.

LEVEL 2 **No suspect injury or complaint of pain due to interaction with officer. The officer's use of force was limited to the following:**	▪ Firearm drawn from the holster or otherwise deployed during an interaction with an individual and/or pointed at an individual. ▪ Control hold, pressure point, leverage, grab, takedown and/or bodyweight, and the application would lead a reasonably objective officer to conclude that the individual may have experienced more than momentary discomfort.

An uninvolved supervisor, when feasible, will respond to the scene and conduct a use of force investigation, ensuring all statements are taken from the suspect and witnesses, and that photos are taken of all involved parties. If the incident fits the parameters for a Level 2 incident, the supervisor will enter all applicable data into the BlueTeam template with a brief summary.

LEVEL 3 **Suspect has sustained an injury or complains of injury or continuing pain due to interaction with the officer. The incident would have otherwise been classified as a Level 2 except an officer's body-worn camera was not activated in a timely manner, prior to the enforcement contact, per policy. Officers used any of the following force options:**	▪ Chemical agents / munitions ▪ Impact weapon strikes ▪ Personal body weapons

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[11] BlueTeam is a web-enabled frontline software that enables paperless use-of-force reporting and review within IAPro, which is a set of specialized online applications designed to support Professional Standards and front-line uniform and supervisory personnel. It is now used by over 950 public safety agencies.

An uninvolved supervisor, when practical, will respond to the scene and conduct a use of force investigation, ensuring that statements are taken from the suspect and witnesses. If the incident fits the parameters for a Level 3 incident, the supervisor will enter all applicable data into the Blue Team template.

The supervisor will also complete a use of force investigation report narrative in BlueTeam for review through the Use of Force Review process. Suspect and witness statements from the crime report will be attached to the use of force investigation.

LEVEL 4	
LEVEL 4 **Any incident involving deadly force or any force likely to cause death or serious bodily injury will be investigated under separate protocols outlined in another policy (Policy P-12). Supervisors are also required to respond to any reported use of force, if reasonably available. They are then expected to perform the following tasks:**	▪ Obtain the basic facts from the involved officers. ▪ Ensure that any injured parties are examined and treated. ▪ Ensure that photographs have been taken of any areas involving visible injury or complaint of pain. ▪ Identify witnesses not already included in related reports. ▪ Review body camera footage related to the incident.

While Use of Force Level 3 and Level 4 require a more comprehensive investigation, a Use of Force classified as Level 1 or Level 2 also requires supervisors to enter all applicable data into a BlueTeam template with a brief summary. When a Level 2 Use of Force is used, an uninvolved supervisor is also required to respond to the scene. When a Level 1 Use of Force is used, sergeants are to be notified; they then speak to involved officers and review any relevant body-worn camera footage, but generally do not respond to the scene.

Even a Level 1 Use of Force—the least amount of potential force used—can consume hours of a supervisor's time, leaving supervisors unavailable to lead and supervise their respective teams.

The Police Transparency Hub shows that officers used force in 187 incidents in 2024 (as of August 11). In these incidents, 484 officers and 204 subjects of police contact were involved, and use of force categories were recorded as shown in the following table.

Table 46—Categories of Force by Use (2024)

Level of Force	Total Uses
Level 1	441
Level 2	184
Level 3	34
Level 4	0

Relevant state law sets forth guidelines for when and how officers should use force, representing a significant step toward more accountable law enforcement practices regarding the use of force. Specifically, Penal Code Section 835a (3) notes that the decision by a peace officer to use force shall be evaluated carefully and thoroughly in a manner that reflects the gravity of that authority and the serious consequences of the use of force by peace officers. Government Code Section 7286 outlines 23 provisions that each California law enforcement is required to have in their use of force policies.

The City of Berkeley appears to exceed the standards set forth in state law.

Use of Force Reporting – Other Local Agencies

To further evaluate the City's use of force reporting practices, Citygate reviewed the policies of several other local agencies.

San Francisco Police Department

The San Francisco Police Department (SFPD) Use of Force Policy is found in SFPD General Order 5.01 (dated February 2021). The policy, like Berkeley's, rightly emphasizes safeguarding human life, the importance of establishing communication, de-escalation, proportionality, crisis intervention, fair and unbiased policing, and the duty to intervene when an officer knows or has reason to know that another officer is about to use or is using unnecessary force.

However, San Francisco residents recently passed Measure E in March 2024. The measure limits the amount of time a patrol officer may spend on administrative tasks to 20 percent of on-duty time and requires written reports for use of force events only when a physical injury occurred or if a firearm was removed from an officer's holster, allowing body camera footage to satisfy reporting requirements.

Fremont Police Department

The Fremont Police Department's Use of Force Policy (found in Fremont Police Department General Order 300) notes that the following uses of force shall be made known to supervisors as soon as practicable following the application or alleged application of force in any of the following circumstances.

- The application caused a visible injury.

- The application would lead a reasonable officer to conclude that the individual may have experienced more than momentary discomfort.

- The individual subjected to the force complained of injury or continuing pain.

- An individual alleges unreasonable force was used or that any of the above has occurred.

◆ Any application of a restraint device other than handcuffs, shackles, or belly chains (i.e. WRAP).

◆ The individual subjected to the force was rendered unconscious.

◆ Any application or attempted application of a TASER device, impact weapon, or control device.

◆ Any application of a pain compliance technique used to overcome resistance.

◆ When a K9 is deployed and bites or otherwise causes injury to a suspect.

◆ An individual was struck, kicked, or taken to the ground.

◆ Any lawful intervention with a vehicle to include a Pursuit Intervention Technique (PIT).

◆ Any use of the Vehicle Containment Technique (VCT) when vehicle contact occurs.

◆ Any deployment of a noise flash diversionary device (NFDD).

◆ Any deployment of chemical agents (CS Gas).

◆ Any other required notification outlined in another FPD policy.

The Fremont Police Department requires supervisors to respond to any reported use of force, if reasonably available, and to conduct an administrative review of the use of force in accordance with established departmental guidelines and state law (Government Code 7286(b)).

Richmond Police Department

The Richmond Police Department's Use of Force Policy (found in Richmond Police Department General Order 300) notes that incidents require reporting when the suspect had more than momentary discomfort, has a visible injury, complains of injury or continued pain, was struck with personal body weapons or impact weapons, was rendered unconscious, or the incident include application of a conducted electrical weapon (CEW) or wrap restraint. Richmond's policy further adds that any use of force by an officer shall be reported immediately to a supervisor, including but not limited to the following circumstances (Penal Code Section 832.13).

◆ The application caused a visible injury.

◆ The application would lead a reasonable officer to conclude that the individual may have experienced more than temporary discomfort.

◆ The individual subjected to the force complained of injury or continuing pain.

◆ The individual indicates an intent to pursue litigation.

◆ Any application of a conducted energy device or control device.

◆ Any application of a restraint device other than handcuffs, shackles, or belly chains.

◆ The individual subjected to the force was rendered unconscious.

◆ An individual was struck or kicked.

◆ An individual alleges unreasonable force was used or that any of the above has occurred.

Supervisors under Richmond's policy are required to respond to any reported use of force, if reasonably available. The responding supervisor, per Government Code Section 7286(b), is then expected to:

◆ Obtain the basic facts from the involved officers.

◆ Ensure that any injured parties are examined and treated.

◆ When possible, separately obtain a recorded interview with the subject upon whom force was applied.

◆ Ensure that photographs have been taken of any areas involving visible injury or complaint of pain, as well as overall photographs of uninjured areas.

◆ Identify any witnesses not already included in related reports.

◆ Review and approve all related reports.

◆ Determine if there is any indication that the subject may pursue civil litigation.

◆ Evaluate the circumstances surrounding the incident and initiate an administrative investigation if there is a question of policy non-compliance or if for any reason further investigation may be appropriate.

Santa Clara Police Department

The Santa Clara Police Department's Use of Force Policy (found in Santa Clara Police Department General Order 300) notes that the following uses of force shall be immediately reported to a supervisor.

◆ The application caused a visible injury.

◆ The application would lead a reasonable officer to conclude that the individual may have experienced more than momentary discomfort.

◆ The individual subjected to the force complained of injury or continuing pain.

◆ The individual indicates intent to pursue litigation.

- Any application of a conducted energy device or control device.

- Any application of a restraint device other than handcuffs, shackles, or belly chains.

- The individual subjected to the force was rendered unconscious.

- An individual was struck or kicked.

- An individual alleges unreasonable force was used or that any of the above has occurred.

Supervisors are required to respond to any reported use of force if reasonably available. Supervisors are then expected to:

- Obtain the basic facts from the involved officers. Absent an allegation of misconduct or excessive force, this will be considered a routine contact in the normal course of duties.

- Ensure that any injured parties are examined and treated.

- Once any initial medical assessment has been completed or first aid has been rendered, ensure that photographs have been taken of any areas involving visible injury or complaint of pain, as well as overall photographs of uninjured areas. These photographs should be retained until all potential civil litigation has expired.

- Identify any witnesses not already included in related reports.

- Review and approve all related reports.

- Determine if there is any indication that the subject may pursue civil litigation.

- Evaluate the circumstances surrounding the incident and initiate an administrative investigation of there is a question of policy non-compliance or if any reason further investigation may be appropriate.

San Leandro Police Department

The San Leandro Police Department's Use of Force Policy can be found in the city's General Order 300. By policy, San Leandro officers are required to notify supervisors under the following circumstances.

- The application caused visible injury.

- The application would lead a reasonable officer to conclude that the individual may have experienced more than momentary discomfort.

- The individual subjected to the force complained of injury or continuing pain.

◆ The individual indicates intent to pursue litigation.

◆ Any less lethal deployment, including a TASER device or OC spray (even if the subject was not hit).

◆ Any application of a restraint device other than handcuffs, shackles or belly chains.

◆ The individual subjected to the force was rendered unconscious.

◆ An individual was struck or kicked by any means, including impact weapons.

◆ Any maneuver that results in a subject being taken down to the ground (regardless of injury).

◆ K-9 bites.

◆ An individual alleges unreasonable force was used or that any of the above has occurred.

◆ Additional situations that require supervisory notification and documentation in an officer's report.

◆ Whenever an individual arrested by a member of this Department has received an obviously recent injury, and it has been clearly determined the injury occurred solely as a result of an incident prior to police contact.

◆ Whenever an individual arrested or detained has received an injury while in police custody which is not the result of the application of force.

Hayward Police Department

Hayward's Use of Force Policy can be found in the city's General Order 300 (June 2023) and describes that officers are to notify supervisors in the following circumstances.

◆ The application caused visible injury.

◆ The application would lead a reasonable officer to conclude that the individual may have experienced more than momentary discomfort.

◆ The individual subjected to the force complained of injury or continuing pain.

◆ The individual indicates intent to pursue litigation.

◆ Any application of a CED or control device.

◆ Any application of a restraint device other than handcuffs, shackles, or belly chains.

◆ The individual subjected to the force was rendered unconscious.

◆　　　An individual was struck or kicked.

◆　　　An individual alleges unreasonable force was used or that any of the above has occurred.

Under Hayward's policy, supervisors are required to respond to any reported use of force, if reasonably available. The responding supervisor is expected to:

◆　　　Obtain the basic facts from the involved officers.

◆　　　Ensure that any injured parties are examined and treated.

◆　　　When possible, separately obtain a recorded interview with the subject upon whom force was applied.

◆　　　Ensure that photographs are taken of any areas involving visible injury or complaint of pain.

◆　　　Identify witnesses not already included in related reports.

◆　　　Review and approve all related reports.

◆　　　Determine if there is any indication that the subject may pursue civil litigation.

◆　　　Evaluate the circumstances surrounding the incident and initiate an administrative investigation if there is a question of policy non-compliance or if for any reason further investigation may be appropriate.

Use of Force Policy Analysis – Reporting Protocols

Berkeley's Use of Force Policy appears to be an outlier when compared to the aforementioned agencies. In particular, Fremont, Hayward, Richmond, San Leandro, and Santa Clara all require notification of a supervisor when a use of force results in visible injury or when the application of force would lead a reasonable officer to believe that the individual **may have experienced more than temporary (or momentary) discomfort.** Berkeley's Level 1 guidelines establish a different threshold, requiring officers to notify supervisors when officers use control holds/pain compliance techniques, leverage, grabbing, bodyweight, takedowns, or the officer lowers a subject to a seated position while partially or completely supporting the person's bodyweight, and an objectively reasonable officer would conclude that the subject **did not experience more than temporary discomfort**.

Berkeley's Level 2 Use of Force **does** require notification of a supervisor if an officer draws a firearm from his/her holster or employs a control hold, pressure point, leverage, grab, takedown and/or bodyweight and the application would lead a reasonably objective officer to conclude that the individual **may have experienced more than temporary discomfort**.

Sergeants today are expected to be actively engaged with the community and leading their officers on the street. Further, it is essential that sergeants closely monitor the police radio to remain aware of what officers in their command are doing, and to respond quickly to certain calls—especially critical incidents where the chances of conflict or public attention are high.[12]

Berkeley's requirement that officers notify supervisors when a Level 1 Use of Force—in which a reasonable officer would conclude that the subject did not experience more than temporary discomfort—differs from that of the cities of Fremont, Hayward, Richmond, San Leandro, and Santa Clara. Data from the Department's Transparency Hub reveals that a Level 1 Use of Force is the most frequently reported use of force, and although such uses of force do not require that a supervisor respond to the scene, they do require extensive supervisor time to speak with involved officers, review any related video, and then document their findings in a BlueTeam template.

Use of Force Finding

Finding #21:   Berkeley's Level 1 Use of Force criteria, while well intentioned, unnecessarily diverts supervisor time to review actions that do not require in-depth review. The supervisors' time is better spent *with officers on calls* so that supervisors can train personnel and model interactions in accordance with policy, training, and Departmental values.

Use of Force Recommendation

Recommendation #7:   Given the number of reported Level 1 uses of force in Berkeley—in which a subject did not experience more than temporary discomfort— Citygate recommends the City and Department modify their reporting requirements to those more in line with the policies of the cities of Fremont, Hayward, Richmond, San Leandro, and Santa Clara, whose Lexipol-created policies comply with both state and federal law.

Additional Use of Force Considerations

Citygate believes Berkeley officers can and should still document these lower-level uses of force in crime reports. Officers should also continue to capture such contacts with their body-worn cameras. Such documentation would meet the Department's reporting goals while freeing sergeants from having to speak to officers and review video following every such encounter, as the time spent on such reports and video review is time lost overseeing the activities of officers.

Of course, if officers fail to capture such contacts on their body-worn cameras, then response from a sergeant should be mandatory (as it is now for uses of force that fall within the guidelines of

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[12] See Promoting Excellence in First-Line Supervision: New Approaches to Selection, Training, and Leadership Development, October 2018, published by the Police Executive Research Forum: https://www.policeforum.org/assets/FirstLineSupervision.pdf

force levels 2, 3, and 4), and nothing should prevent a sergeant, command officer, or another organizational unit from randomly auditing such videos.

4.7.5 Racial and Identity Profiling Act (RIPA) Reporting

The Department transitioned to RIPA stop data collection effective October 1, 2020, which was *well in advance* of the legally required date of January 1, 2022. Data collected by the Department conforms to requirements set forth in Government Code section 12525.5, which was enacted as a result of Assembly Bill 953, the Racial and Identity Profiling Act (RIPA) of 2015. The Department publishes its data online via its RIPA Data Collection Project.

4.7.6 Equipment Ordinance Reporting

Assembly Bill 481, which became effective on January 1, 2022, requires law enforcement agencies to obtain approval of the applicable governing body (mayor and City Council) by adoption of a military equipment use policy prior to taking certain actions related to the funding, acquisition, or use of military equipment. The Department's military equipment includes unmanned, remotely piloted, powered aerial, or ground vehicles; mine-resistant ambush-protected (MRAP) vehicles or armored personnel carriers; high-mobility multipurpose wheeled vehicles (HMMWV); tracked armored vehicles that provide ballistic protection to their occupants; and command and control vehicles. The Department deployed specialized gear 64 times in 2023, which is 27 percent fewer times than in 2022.

4.7.7 Miscellaneous Service Call Reporting

Several Sergeants informed Citygate that they must review all dispatched calls to an officer where a report is not written. They estimated that nearly 1.5 hours per shift is spent reviewing such calls.

4.8 THE ICMA "RULE OF 60"

Since 2008, the International City/County Management Association (ICMA) Center for Public Safety Management has conducted police operational and data analyses. The ICMA data analysis, like Citygate's, relies on information captured in a department's incident data report system.

The ICMA has long recommended a now widely used guideline for evaluating police patrol staffing known as the "Rule of 60."

The "Rule of 60" has its shortcomings in that it relies almost exclusively on demand as understood through 9-1-1 calls, and thus ignores other elements of community demands placed on a department. To overcome these shortcomings, the ICMA recommends that workload demands should be modeled and then placed in context with the other operational demands facing a department.

> The "Rule of 60" applies to **two critical variables**:
>
> 1. Of the **total number of sworn officers** in a department, approximately 60 percent should be assigned to the patrol function.
>
> 2. The **average workload** for patrol staff should not exceed 60 percent. The busiest communities in the ICMA analysis did not dedicate more than 60 percent of their patrol resources towards workload (which includes public-initiated CFS, police-initiated CFS, administrative and out-of-service time, as well as directed patrol time).

4.8.1   Resource Allocation

60 Percent of Sworn Officers: The Rule of 60 suggests that approximately 60 percent of a department's total sworn officers should be assigned to the patrol function. This ensures sufficient personnel dedicated to maintaining a visible presence within the community and responding to calls for service.

For the City, 60 percent of 181 authorized sworn officers across the Department would mean that **109 sworn personnel** (per the "Rule of 60") should be assigned to Patrol. Currently, due to vacancies, the City deploys a total of 150 sworn personnel Department-wide rather than the authorized 181. Of those 150, 58 police officers are assigned to Patrol, four officers (area coordinators) are assigned to Community Services, and five more are assigned to Bike Patrol.

Additionally, Patrol staffing includes 14 Sergeants, four Lieutenants, and one Captain. Together, this means a total of 86 sworn personnel (including the four officers assigned as area coordinators and five on the Bike Team) are deployed within the Department's Patrol function, as shown in the following table.

Table 47—Berkeley Sworn Personnel Allocation

181 authorized sworn personnel *Department-wide*	**86 actual** sworn personnel *within Patrol*
- 135 police officers - 32 Sergeants - 9 Lieutenants - 3 Captains - 1 Deputy Chief - 1 Chief of Police	- 67 police officers - 14 Sergeants - 4 Lieutenants - 1 Captain

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Of 181 total authorized sworn personnel, 86 sworn personnel represents **48 percent** of the Department's uniformed personnel being dedicated to Patrol—thus falling short of the ICMA resource allocation guideline of at least 60 percent. However, it is necessary to note that the Department frequently supplements Patrol staffing with officers working on an overtime basis, and other officers are often pulled from their regular duties to cover Patrol beats when necessitated by vacancies. For a figure based solely on *actual/available* (rather than authorized) staffing: 86 sworn personnel dedicated to field operations, compared <u>only</u> to the *current* total sworn staff of 150 Department-wide, still sits below the ICMA guideline at 57 percent.

4.8.2   Workload Efficiency

60 Percent of Patrol Time: The Rule of 60 suggests that out of the total patrol officer time, no more than 60 percent should be spent responding to calls for service (reactive workload). This leaves 40 percent for discretionary time, allowing officers to:

- Proactively address community problems and concerns.

- Engage in community policing initiatives.

- Maintain availability for emergencies requiring immediate response.

Citygate determined that Patrol utilization in the City was approximately 57 percent, which meets the 60 percent workload efficiency threshold (guideline) established by the Rule of 60. However, when evaluating utilization, Patrol was only able to achieve such availability because of the more than 35,000 annual (average) hours of overtime that were spent backfilling Patrol vacancies in recent years. Further, the Department has also routinely pulled Bike Team officers from their normal duties to fill Patrol vacancies. As a result, the time utilized or committed that was assessed by Citygate did not always capture the time spent on the other operational demands.

4.8.3   Applying the Rule of 60

Data Analysis: The Rule of 60 is applied by analyzing data related to personnel allocation, call volume, call types, response times, and officer activity logs.

Benchmarking: Comparing the Department's data to the Rule of 60 serves as a benchmark.

Identifying Needs: Deviations from the rule can highlight potential resource imbalances or workload inefficiencies.

Decision-Making: Based on the analysis, informed decisions can be made regarding:
- Adjusting staffing levels to meet community needs.
- Optimizing Patrol deployment for better coverage.
- Improving Patrol practices to increase proactive policing time.

Overall, **the Rule of 60 provides a valuable framework** for police departments to assess and optimize their patrol staffing, aiming for both efficient resource allocation and effective community engagement.

It is important to highlight that the Rule of 60 is **not a rigid standard but a general guideline**. The specific needs and circumstances of each community will necessitate adjustments. Citygate considered these factors as part of the workload analysis, along with crime trends, demographics, and patrol coverage needs.

4.9 OPERATIONS DIVISION FINDINGS AND RECOMMENDATIONS

4.9.1 Findings

Finding #22: 34,111 overtime hours were worked in Patrol in 2023.

Finding #23: Calls for service and calls per shift per officer have increased.

Finding #24: Incidents within most Part 1 crime categories have increased.

Finding #25: Case reports have steadily risen since 2020.

Finding #26: The Department's allotted span of control in Patrol (Sergeant to officer) is approximately one Sergeant to four or five officers, which appears reasonable, if not better than, recommended best practices. By adding 15 officers, the span of control of the 14 Patrol sergeants, at a ratio of 1:5 or 1:6, would still be reasonable and consistent with best practices.

Finding #27: Sergeants and Patrol officers are now spending more time on various administrative, prisoner transportation, or evidence collection tasks that consume increasingly more time and may also take multiple officers off the street and out of the City (or otherwise out of service) for hours at a time.

Finding #28: An analysis of Patrol officer utilization reveals that officers were available for calls for service 43 percent of their total work time on average. However, such availability was achieved, in part, by adding thousands of overtime hours and the frequent reassignment of Bike Team officers to Patrol to fill vacant positions.

Finding #29: The Department now has the data and analysis capacity to regularly assess staffing levels in Patrol. By monitoring calls for service, response times, time for community engagement, unobligated police time, and other work demands not captured in CAD records, the Department should be able to assess how many officers and other staff (such as CSOs) are needed in Patrol across the three shifts.

The Department can then make staffing adjustments which can then be reflected in future "timesheets."

Finding #30:   The Community Services Bureau provides many necessary and valuable roles. The problem-solving efforts of the four community liaisons undoubtedly reduce call and work demands on Patrol.

Finding #31:   The Community Services Bureau's Transparency Hub is an impressive source of a wide variety of police information that includes data on crime, use of force, and traffic safety. It is a model for other police agencies and also reinforces the Department's commitment to building community trust, confidence, and support.

Finding #32:   The Bike Team enjoys strong support. Like the Community Services Bureau, their work also likely reduces call and other work demands on Patrol.

Finding #33:   Given reduced staffing levels and the additional time officers are not available on the street, officer-initiated activity has declined, average response time to Priority 2 and Priority 3 calls has increased since 2020, and average officer time on-scene has increased.

4.9.2   Recommendations

Recommendation #8:   Restore Patrol staffing by adding 15 additional officers—four officers each to teams 1, 2, and 3; and three officers to Team 7—bringing the total from the current 58 to 73. It is Citygate's understanding that these additional positions are funded but not currently filled. The added staffing would reduce the need for Patrol overtime, which would reduce the likelihood of fatigue and burnout while affording officers the ability to take time off without the need to "sell" shifts. *[Note: "Selling" a shift occurs when Patrol minimum staffing is reached, and Patrol officers want time off. They are generally allowed such time off only if they can find another officer to fill in for them on an overtime basis.]*

Recommendation #9:   Add five CSOs (Citygate understands these positions have already been funded) to support Patrol officers on weekday morning and evening shifts. Given existing call demands and committed time, Citygate believes the Department should strategically deploy five Patrol CSOs to match those times of day and days of week where Patrol time is most obligated currently (Day Shift and Swing Shift), which would help to reduce the committed time of Patrol officers, affording them more time for community engagement and to be proactive while

also ensuring greater availability to respond to emergencies and cover assignments.

Recommendation #10: CSOs should be trained to take many non-emergency calls and write related reports, recover stolen vehicles and found property, tow abandoned vehicles, retrieve and download video evidence, transport witnesses and victims, etc.

Recommendation #11: After staffing is added to Patrol, create a team of five officers led by one Sergeant that can be flexibly deployed to quickly address most any emerging public safety issue, which might include organized retail theft, robberies, carjackings, etc. Such a team might also serve as a field resource for detectives. This team should also be one that can move rapidly across shifts and days of the week to address issues identified in the Department's strategic analysis of crime.

Recommendation #12: The Department should continue to closely evaluate Patrol spans of control; call patterns, including the number, location, and types of calls; response time; unobligated (available) police time; and call-handling (on-scene) time. These factors are essential in assessing Patrol's staffing needs now and in the future. Further, even though call volume may remain stable in future years, call-handling time—and the nature/type of such calls along with other operational work demands—may suggest the need for more staff and/or the redeployment of existing staff to ensure Patrol can meet the service expectations of City residents.

Recommendation #13: When the Community Services Bureau's PIO and Strategic Analysis Team are transferred to the Chief's Office, the Bike Team should be realigned under the Community Services Bureau, where the Community Services Bureau Lieutenant can provide oversight, thus relieving a Patrol Lieutenant from this responsibility.

SECTION 5—INVESTIGATIONS DIVISION REVIEW

5.1   DIVISION OVERVIEW

A Captain leads the Investigations Division. In addition to regular duties, the Captain carries several ancillary duties—which include serving as the Department's Wellness and Resilience Coordinator, a Peer Support Team Liaison, and a Defensive Tactics Instructor. The Captain is also tasked with attending several monthly meetings, including those with the Police Accountability Board and the City Council, and also regularly attends meetings with community members related various public safety issues, including traffic safety and homelessness.

Other Division staffing includes one Lieutenant; five Sergeants; one non-sworn Supervisor who oversees the Crime Scene Unit; and 15 detectives—including two in the Homicide detail, two in the Robbery detail, three in the Special Victims Unit, three (including a School Resource Officer) in the Youth Services detail, and five assigned to the Property Crimes detail (two of these positions are vacant). There are also three civilian Crime Scene Investigators and one Crime Analyst.

The following table displays the number of Investigations personnel by position.

Table 48—Investigations Division and Personnel

Position	Number of Personnel
Captain	1
Lieutenant	1
Sergeants	5
Detectives	15*
School Resource Officer	1
Community Services Officer (Crime Scene Investigators)	3
Crime Scene Unit Civilian Supervisor	1
Crime Analyst	1

* Includes two vacancies

Investigations' cases generally originate from Patrol officers who conduct initial preliminary investigations in the field and then complete and forward their crime reports. Detective assignments to Investigations are generally limited to three years, plus one additional year, based on performance. This time frame is also flexible based on the expertise of individual detectives. In interviews with Investigations staff, Citygate noted that staff enjoy serving as investigators, but some did express concerns.

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The Department does not have any full-time investigators specifically assigned to investigate narcotics offenses, nor are any staff assigned to any regional task forces. Citygate learned that full-time narcotics investigators existed at the Department approximately four years ago, but these positions were eliminated. Citygate also learned that other local jurisdictions frequently serve narcotics-related search warrants in Berkeley but must request assistance from Patrol officers since narcotics-trained detectives are not available in the City.

Citygate found that the addition of a full-time, Real-Time Crime Analyst position could support both Patrol and Investigative operations by rapidly operationalizing data to provide immediate, actionable intelligence to officers in the field and detectives working active cases. The Crime Analyst could process and analyze information from automated license plate reader (ALPR) systems, fixed cameras, and other databases—transforming raw data into useful insights during ongoing CFS and investigative operations. By quickly identifying patterns, suspects, and potential risks, the Department's ability to make data-driven decisions in real-time would be enhanced. This position would be crucial in bridging the gap between technology and field operations, improving the speed and efficiency of both Patrol responses and complex investigations.

Citygate also learned that the Division lacks a "soft" interview room to interview victims and witnesses, especially children. Currently, the Department only has standard interview rooms containing a table and chairs for victim, witness, and suspect interviews. Soft interview rooms vary by jurisdiction. Most contain cushioned chairs, sofas, artwork on the walls, and other amenities. For young victims and witnesses, a soft interview room may contain age-appropriate stuffed animals and other items—all to make the victim or witness feel more comfortable when talking to detectives.

Training for new detectives is informal, and Citygate found that there is no standardized training protocol for new detectives. Depending on the investigative unit, some detectives are sent to different California Commission on Peace Officer Standards and Training (CA POST) courses, or to courses at the Robert Presley Institute of Criminal Investigations (ICI). Citygate determined there is no policy or direction for which POST/ICI courses detectives should take:

- Some Investigations staff are sent to courses on how to investigate officer-involved shootings.

- Some have taken the basic POST/ICI course.

- Some have only attended a POST/ICI course in their respective specialty area.

By not sending newly assigned detectives to accredited training, a deficit of knowledge is created. As with any training program—from basic training academy to field training—basic POST/ICI training would provide new detectives with a wealth of foundational knowledge and material to ensure they are fully equipped to serve the citizens of the City. Further, a standardized training

program within the Department would also ensure new detectives possess awareness of all available local resources.

While there is one Crime Analyst assigned to Investigations, the work performed by the Analyst is not exclusive to Investigations staff. Citygate believes this is a missing component that could help staff identify crime trends. Such analyses could also encompass a review of cases not investigated by detectives due to a lack of investigative leads.

The following table shows criminal case clearances within the Investigations Division for both violent and property crimes.

Table 49—Criminal Case Clearances (2019–2022)

Clearances	2019	2020	2021	2022
VIOLENT CRIMES	146	140	169	222
Homicide	0	2	1	2
Forcible Rape	4	3	3	7
Robbery	74	57	72	91
Aggravated Assault	69	78	93	122
PROPERTY CRIMES	408	388	357	474
Burglary	119	90	129	150
Motor Vehicle Theft	23	30	48	45
Larceny Theft	266	268	180	279
Arson	4	8	13	8

See: https://openjustice.doj.ca.gov/exploration/crime-statistics/crimes-clearances

As the table shows, overall, both violent and property crime clearances have increased since 2019. Clearance rates for violent and property crimes also increased in 2022 versus 2021 (see Table 3).

Table 50—Case Reports

Year	Case Reports
2019	10,141
2020	8,819
2021	8,948
2022	10,318
2023	11,247

Calls for service will often generate police (case) reports depending on what Patrol officers discover during preliminary investigations. Generally, such case reports are routed to other organizational units for follow-up. Such reports are most often the source for investigations undertaken by detectives. Nevertheless, not every report will generate a follow-up criminal investigation. Detectives will consider the seriousness of the alleged crime and will look for viable leads such as eyewitnesses, video footage, and/or forensic evidence in their assessment of cases.

Department staff informed Citygate that there is a case management system within the Department's current records management system, which allows supervisors and managers to monitor investigator caseloads—including for the number(s) of cases open, cases closed, and cases pending—but the system is not fully utilized.

Citygate also learned that Investigations staff spend several hours each week transporting evidence to and from the crime lab located in Richmond. In some instances, different sworn staff members travel to the crime lab several times per day. Citygate believes the transporting of evidence to and from the crime lab does not require a sworn detective and could be handled by support staff.

Citygate noted that there is only one computer in Investigations for all detectives to download and review video footage from various sources including officer body-worn cameras. Software packages are available that would allow Investigations staff to review video from most any laptop or desktop computer. Purchasing software for additional computers used by Investigations staff would enhance efficiency for the Department's detectives.

> Citygate also found that no detectives are assigned to work exclusively on cold cases in the Department. While current caseloads take priority with existing staff, many law enforcement agencies in California utilize retired annuitants as detectives to investigate cold homicide or sexual assault cases. **Employing retired annuitant detectives for cold case investigations has several advantages**: they can work as needed, and they do not carry the costs associated with regular, full-time detectives. A retired annuitant typically has years of experience to apply to cold cases. Solving cold cases also may provide closure for families.

Investigations staff shared with Citygate a proposal for a Major Crimes detail, which would include one Sergeant, six detectives, and one Crime Analyst. Citygate believes such a team could address some of the concerns contained in this report. Such additional investigative staff could be utilized to investigate narcotics offenses and the apprehension of wanted suspects in other jurisdictions—since Patrol officers often lack the time to respond outside of the City when crime suspects have been identified and located elsewhere.

5.1.1　Youth Services Unit

A Sergeant leads the Youth Services Unit. Personnel in Youth Services consists of three detectives, including one who functions as a School Resource Officer (SRO) at Berkeley High School.

The other two Youth Services detectives investigate all crimes involving sexual assaults on children aged 14 and under. Alleged sexual assaults of victims aged 15 and older are investigated by the Special Victims Unit. The Youth Services Unit also receives and evaluates all suspected child abuse reports.

Youth Services detectives also attend the forty-hour ICI Core Course, the 40-hour basic Sexual Assault Course, and the 40-hour Internet Crimes Against Children (ICAC) Course.

5.1.2　School Resource Officer

Citygate learned that Berkeley High School has a student body population of approximately 3,200. The assigned SRO is tasked with many responsibilities, including attending weekly school staff meetings, school district safety meetings and other meetings as needed with Berkeley High School staff. In addition, the SRO receives approximately 100 suspected child abuse reports per year from school staff. After preliminary evaluation, the SRO forwards them to Youth Services detectives for further follow-up. Most of the suspected child abuse reports originate from elementary schools, middle schools, and daycare centers throughout the City.

The SRO also receives daily requests to meet with parents and teachers regarding student behavior issues and attends many after-hours school events, including sporting events and other school-community events.

Citygate found that the SRO does not have an assigned Patrol car and is required to check out a car from the fleet each day that may or may not have the equipment needed for an SRO to perform their duties. On many occasions, the SRO is required to check out a car not equipped with a mobile data terminal (MDT).

Citygate learned that there is currently no succession plan for the SRO. Given the nature of the SRO's work and the relationships established, the Department taking steps to prepare someone else to fill this role would be prudent.

5.1.3　Crime Scene Unit

The Crime Scene Unit falls under Investigations and is led by a civilian Supervisor. There are four Crime Scene Investigators including the Unit's Supervisor. While Crime Scene Technicians fall under the command of Investigations, they respond to CFS for both Patrol and Investigations. Technicians participate in a formal field training program. Upon initial appointment, a training officer evaluates Technicians for six weeks. There are also additional training courses each technician is required to complete.

Citygate found that Crime Scene Technicians currently respond to residential burglary and vehicle burglary crime scenes when requested by police officers.

Investigations staff request DNA samples on almost every case they submit to the District Attorney for prosecution. Citygate noted that in September 2022, seven percent of requests for evidence were DNA-related. One year later in September 2023, that number had increased significantly, with 24 percent of requests for evidence being DNA-related.

Crime Scene Technicians are currently on duty from 7:00 am until 2:00 am daily. Calls received after 2:00 am and before 7:00 am are held until the next Technician comes on duty. Technicians currently work a 4/10 schedule, with shifts beginning at 7:00 am and ending at 5:00 pm, or beginning at 4:00 pm and ending at 2:00 am, Saturday through Tuesday or Tuesday through Friday. Under the current staffing model, there is no allowance for vacations, training, or employee illnesses or injuries. Citygate was informed that other Crime Scene Technicians almost always are willing to pick up extra overtime shifts when other Technicians are off work for extended periods of time.

To ensure sufficient staffing to allow for time off for vacations, training, illnesses, or injuries, Citygate believes that at least one additional Crime Scene Technician would be required. Such additional staffing would also result in less overtime usage due to employee absences within the Unit. Under the current shift configuration, if more than one employee is unavailable for extended periods of time, it is impossible for existing staff to cover all vacant shifts without working long hours and a lot of overtime.

5.1.4   Investigations Division Findings

Finding #34:   The Department lacks any detectives assigned to investigate narcotics offenses on a full-time basis. Citygate learned that full-time narcotics investigator positions existed approximately four years ago, but the positions were eliminated.

Finding #35:   The existing Case Management System, which would allow supervisors and managers to track cases assigned, cleared, or pended, is not fully utilized.

Finding #36:   Crime analysis that is focused exclusively on the investigative function and detective caseloads, including cases lacking investigative leads, is deficient.

Finding #37:   The Department lacks a "soft" interview room for crime victims, witnesses, and juvenile interviews.

Finding #38:   Crime Scene Technician staffing does not allow for extended employee absences without incurring overtime.

Finding #39:   There is no formal training program for newly assigned detectives. Depending on the unit assigned, new detectives shadow a senior detective, but there are no guidelines outlining courses new detectives should take.

Finding #40:   Detectives make multiple trips per week to the crime lab in Richmond to drop off evidence for testing. In some cases, detectives make several such trips a day. Staff estimate that they spend four to six hours each week on trips to the Richmond Crime Lab.

Finding #41:   To review video from various sources including officer body-worn cameras, detectives have access to only one computer that has the software needed to view and duplicate video.

Finding #42:   The Department does not have any detectives assigned to cold cases.

Finding #43:   One School Resource Officer (SRO) is assigned to Berkeley High School, which has an enrollment of approximately 3,200 students.

Finding #44:   Crime Scene Technicians work a 4/10 work schedule. Under the current schedule, there is a five-hour window where there are no crime scene technicians available to respond to calls from Patrol after 2:00 am.

Finding #45:   Between September of 2022 and September of 2023, the percentage of total requests for the District Attorney to obtain DNA evidence collected from crime scenes saw a significant increase—from seven percent of evidence requests being related to DNA to 24 percent being DNA-related.

5.1.5   Investigations Division Recommendations

Recommendation #14:   If, at full staffing, the recommended Patrol team is found to be overwhelmed and insufficient to manage narcotics investigations, the Department should consider creating a team comprised of detectives and a Sergeant to investigate narcotics offenses.

Recommendation #15:   Investigations Division Supervisors and managers should make broader use of the existing case management system within the current records management system to better track cases assigned to detectives. Each unit supervisor should be able to see the caseload carried by each detective in real time, including the number of open, closed, pending, and cleared cases.

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Recommendation #16: **Add a full-time, Real-Time Crime Analyst** to support both Patrol and Investigations. This position will focus on rapidly operationalizing data to officers in the field and detectives working active cases.

Recommendation #17: Construct a "soft" interview room for interviewing victims and witnesses of certain sensitive crimes. Such rooms can be used by survivors of crime, domestic abuse, sexual assault, and children in traumatic situations.

Recommendation #18: Develop a training matrix for Investigations. The training matrix should include a formal training program for newly assigned detectives and a list of POST/ICI training courses required for each detective.

Recommendation #19: Create a plan to reduce the number of daily trips detectives make to the crime lab in Richmond. The addition of a CSO (or a retired annuitant) could relieve detectives from having to make frequent trips to Richmond for evidence pickup and drop-off.

Recommendation #20: Purchase software to install on additional computers in the Investigations Division that would allow detectives to review, save, and copy video footage from all available sources within the City—including City-owned street cameras, officer body-worn cameras, and private cameras in situations where the owners have given the Department access.

Recommendation #21: Consider hiring a cold case detective, potentially a retired annuitant, to investigate cold cases.

Recommendation #22: Consider **adding a second School Resource Officer** to Berkeley High School given the extensive workload of the current SRO.

Recommendation #23: **Add one additional Crime Scene Technician** to the current staff of four.

5.2   TRAFFIC BUREAU

The Traffic Bureau is located at 125 University Avenue in the Berkeley Marina and houses the Traffic Unit (TU) and the Parking Enforcement Unit (PEU). This facility provides adequate workspace and employee parking with room for current and future growth. Unlike the Department's headquarters at Martin Luther King Jr. Way, no employee parking issues exist at the Traffic Bureau location. The TU has 10 motorcycles, while the PEU has 30 parking enforcement vehicles. It is important to mention that 22 of the 30 parking enforcement vehicles are equipped

with License Plate Readers (LPRs); however, seven of those were non-operational at the time of Citygate's onsite visit.

The Traffic Bureau is under the command of the Investigations Division Captain. The Captain supervises two direct reports: one police Lieutenant, who oversees all traffic-related operations, and one non-sworn Manager, who oversees the PEU. During Citygate's operational assessment, it was noted that the PEU Manager reported directly to the Lieutenant; however, this reporting structure has since been changed so that the non-sworn Manager now reports directly to the Captain.

The Traffic Bureau is committed to promoting traffic safety through practices informed by data, community input, and accountability. The Bureau prioritizes traffic safety through a "three-pronged" approach:

◆ Focusing on Primary Collision Factors (PCF)

◆ Addressing community concerns (also referred to as "traffic complaints")

◆ Community caretaking initiatives.

The Department actively participates in the City's Vision Zero Action Plan; an excerpt from the 2023 General Plan outlines the program's description and its current stalled status:

"The Vision Zero program uses Engineering, Education, and Enforcement strategies to achieve the Berkeley City Council's goal of eliminating severe injury and fatal traffic crashes by 2028. Vision Zero program activities were largely on hold during 2023 but anticipate restarting in 2024, including the Vision Zero Coordinating Committee and continuing work on developing Rapid Response communications and Quick Build traffic safety implementation programs."

The Department is identified as one of the stakeholders and contributors to the California Safe Roads 2020–2024 Strategic Highway Safety Plan (SHSP). The City could significantly enhance efforts in traffic safety by adhering to the principles and strategies of the "five Es" of traffic safety as outlined in the SHSP: Education, Engineering, Enforcement, Emergency Response, and Emerging Technologies.

5.2.1   Current Staffing and Responsibilities

The following table shows the current authorized and filled staffing of the Traffic Unit.

Table 51—Traffic Unit Staffing

Position	Authorized	Filled
Lieutenant	1	1

Sergeant	1	1
Motor Officer	5	1
Accident Review Officer	1	1

The following table shows the current authorized and filled staffing for the Parking Enforcement Unit.

Table 52—Parking Enforcement Unit Staffing

Position	Authorized	Filled
Non-Sworn Manager	1	1
Parking Enforcement Supervisor	2	2
Parking Enforcement Officer*	21	18

* One of the Parking enforcement officers is operationally assigned outside of the Department at the 3-1-1 phone center, which lowers the available number of parking enforcement officers

The sole Traffic Unit Accident Review Officer operates Monday through Thursday from 6:00 am to 4:00 pm. The Motorcycle Sergeant operates Tuesday through Friday to ensure weekly coverage.

Most of the work for the sole Motor Officer unit entails complaint-driven enforcement rather than strategically planned enforcement based on identified traffic collision needs. This is primarily due to severe understaffing, especially given the high volume of vehicle and pedestrian traffic in the City. Despite the significant staffing shortage, in 2023, the Motorcycle Unit accounted for 63 percent of all traffic citations issued when compared to citations issued by Patrol officers (see Table 54).

In 2023, the Traffic Bureau investigated 27 percent of the injury collisions in Berkeley. The Bureau manages fatal collision investigations and addresses injury collisions when resources permit. The following table shows the number of injury collisions investigated by the Traffic Unit.

Table 53—Traffic Collision Investigations (2019–2023)

Year	Total Injury Collisions	Traffic Unit Investigated	Traffic Unit Motorcycle Officer Staffing
2019	475	46	3
2020	266	50	4
2021	323	110	3
2022	463	85	2
2023	404	110	1

*Injury collision data between the hours of 3:00 pm and 9:00 pm

A uniformed officer is designated as an analyst (Collision Investigation Review Officer) and tasked with reviewing all collision reports, approving them, and submitting all collision investigations to SWITRS[13], TIMS[14], and Vision Zero. Presently, the systems for transmitting collision reports are not automated, resulting in additional workload and expenses to send reports. The analyst must print out every report and mail it to the corresponding required organization.

5.2.2 Education Programs

Currently, most of the educational programs offered by the Department are those tied to California Office of Traffic Safety (OTS) grants; however, when available, the Traffic Bureau also provides public education related to traffic safety topics such as DUI, bicycle safety, child car seats, and senior driving.

5.2.3 Traffic Stops

While the Traffic Unit is tasked mainly with traffic enforcement, Patrol units also engage in traffic enforcement between calls. The following table details traffic citations issued by the Traffic Unit and Patrol units based on Citygate's analysis of the Department's supplied citation data.

Table 54—Traffic Citations (2019–2023)

Year	Total Citations	Patrol Citations	Traffic Unit Citations / Percentage of Total	Traffic Unit Staffing
2019	4580	3330	1250 / 27%	3 Officers, 1 Analyst, 1 Sergeant
2020	1840	885	955 / 52%	4 Officers, 1 Analyst, 1 Sergeant
2021	1646	948	698 / 42%	3 Officers, 1 Analyst, 1 Sergeant
2022	1532	801	731 / 48%	2 Officers, 1 Analyst, 1 Sergeant
2023	2370	875	1495 / 63%	1 Officers, 1 Analyst, 1 Sergeant

When analyzing traffic citation statistics for 2019 through 2023, it is important to note the impact of the COVID-19 pandemic. In 2023, traffic stops trended higher following the height of the pandemic.

As depicted in the following figure, 21 percent of the Department's incidents from 2020–2023 were vehicle related. These figures exclude parking-related incidents. This statistic alone

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[13] SWIRTS refers to the Statewide Integrated Traffic Records System. It is a database that collects and processes data gathered from a collision scene.

[14] TIMS refers to the Transportation Injury Mapping System, Safe Transportation Research and Education Center, University of California, Berkeley. It was developed to provide quick, easy, and free access to California crash data, which is the Statewide Integrated Traffic Records System that has been geo-coded to make it easy to map crashes.

underscores the significance of vehicle incidents as a substantial portion of the Department's workload.

Figure 11—Vehicle Incidents (2020–2023)

5.2.4 Deployment Locations

It is common for agencies to receive many requests for increased traffic enforcement from community members. In fact, in the Department's "three-pronged" approach to traffic safety, community reporting is the second prong. As previously noted, enforcement requests have primarily influenced the deployment of Traffic Unit resources. While community requests should be a priority, the use of statistical data to identify areas where enforcement can have the most impact can also be effective. The Traffic Unit is increasingly using statistical data from the Department's Transparency Hub and the UC Berkeley Traffic Injury Mapping System (TIMS) to identify areas with high collision rates and the primary factors causing collisions. TIMS is a valuable tool for effective deployment of the Traffic Unit.

5.2.5 Enforcement Details and Related Grants

The OTS offers grant funding for special enforcement details such as saturation patrols, DUI checkpoints, bicycle safety, and any other identified traffic safety needs. Recently, the Department secured $269,000 in funding to bolster education and enforcement efforts aimed at enhancing safety on the roadways.

The Department has submitted a grant request to the California Highway Patrol (CHP) to provide training in Cannabis DUI detection and is currently preparing another grant request to further enhance cannabis DUI enforcement.

5.2.6   Use of Social Media

Utilizing media and social media platforms to raise public awareness of traffic enforcement endeavors can significantly amplify the deterrent effect that enforcement offers. The Department has primarily promoted traffic enforcement efforts during OTS saturation events. However, there may be opportunities to establish a consistent schedule of social media notifications during daily focused enforcement details and planned operations. *[Note: At the time of Citygate's writing of this report, the Public Information Officer was being moved to the Office of the Chief as part of a new Office of Strategic Communications.]*
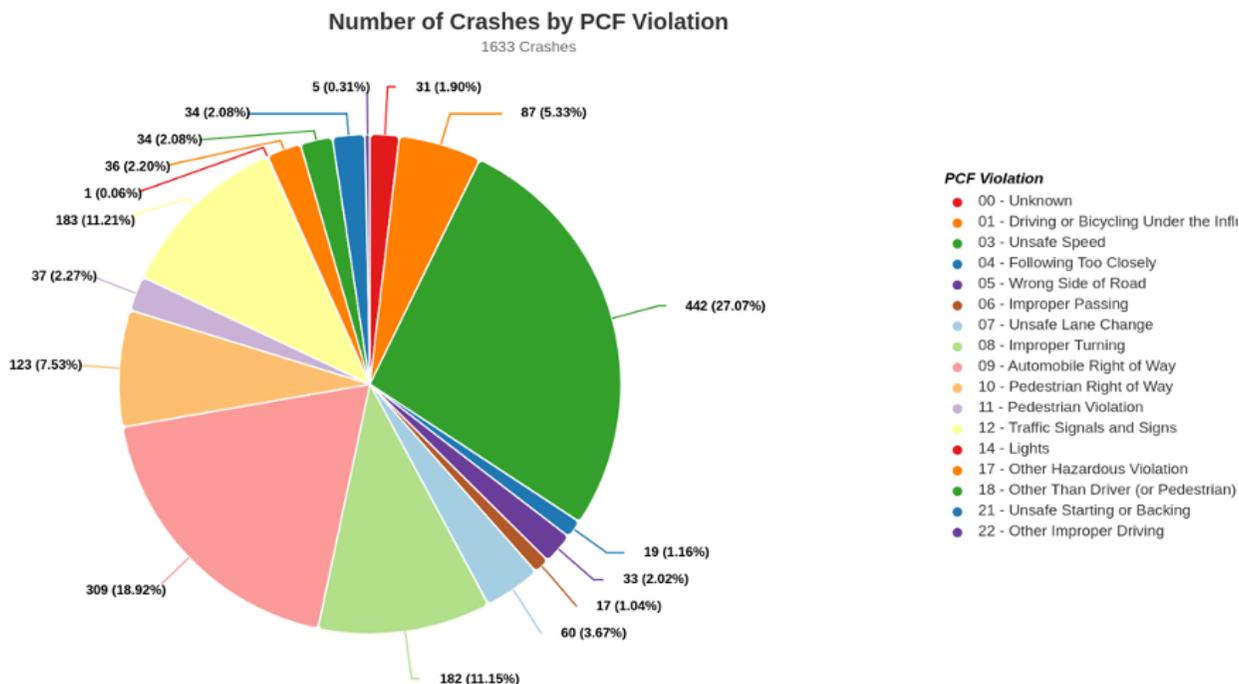
5.2.7   Collision Data

While traffic stop data is useful for examining proactive enforcement efforts, a better indication of effectiveness is collision data. Normally, Citygate would analyze the data from a five-year period; however, because of the COVID-19 pandemic's impact on traffic (lower traffic volumes), five years of data would not be as useful for the purposes of this study. To analyze the City's traffic collisions, TIMS data from 2021–2023 was used.

> A comparison of the City's collision statistics revealed consistency with data for Alameda County. One **significant exception** was pedestrian and bicycle collisions.

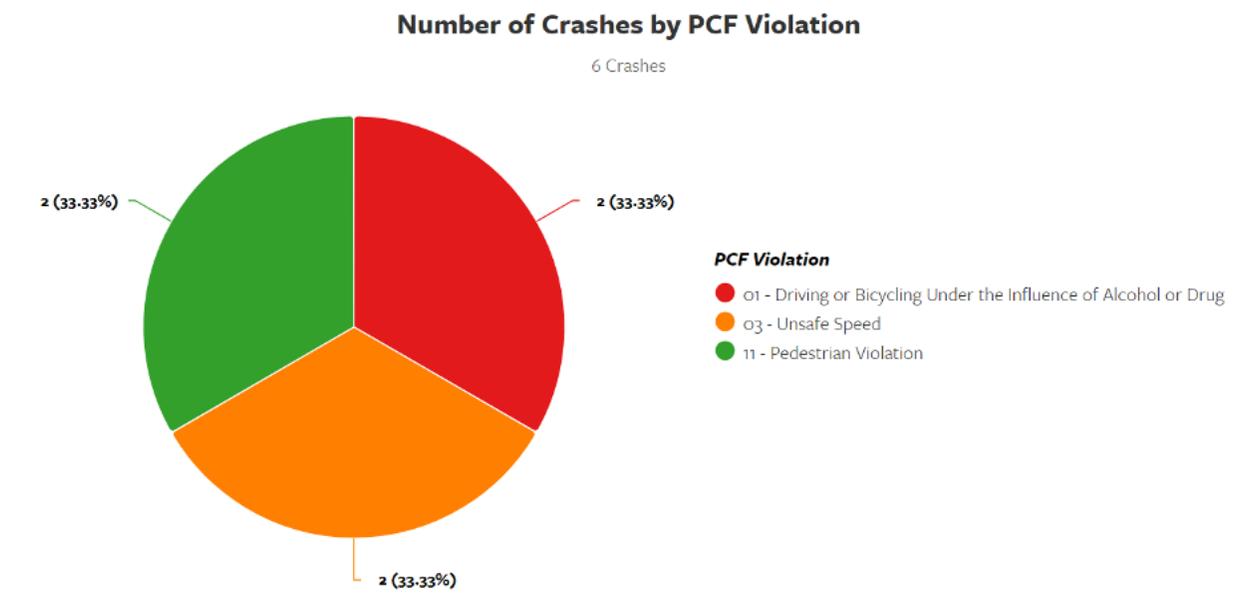### 5.2.8   Bicycle and Pedestrian Collision Statistics

As the following figure shows, from 2021 to 2023, 9.80 percent of all City crashes involved a pedestrian, as compared to 5.36 percent for all of Alameda County

Figure 12—Berkeley Traffic Collisions by Primary Cause (2021–2023)

Number of Crashes by PCF Violation
1633 Crashes

PCF Violation
- 00 - Unknown
- 01 - Driving or Bicycling Under the Influ
- 03 - Unsafe Speed
- 04 - Following Too Closely
- 05 - Wrong Side of Road
- 06 - Improper Passing
- 07 - Unsafe Lane Change
- 08 - Improper Turning
- 09 - Automobile Right of Way
- 10 - Pedestrian Right of Way
- 11 - Pedestrian Violation
- 12 - Traffic Signals and Signs
- 14 - Lights
- 17 - Other Hazardous Violation
- 18 - Other Than Driver (or Pedestrian)
- 21 - Unsafe Starting or Backing
- 22 - Other Improper Driving

As the following figure shows, from 2021 to 2023, 33.33 percent of fatal collisions in the City involved a pedestrian, compared to 11.34 percent for all of Alameda County.

**Figure 13—Berkeley Fatal Collisions by Primary Cause (2021–2023)**

Number of Crashes by PCF Violation
6 Crashes

PCF Violation
- 01 - Driving or Bicycling Under the Influence of Alcohol or Drug
- 03 - Unsafe Speed
- 11 - Pedestrian Violation

City of Berkeley, CA
Workload Organizational Study of the Police Department
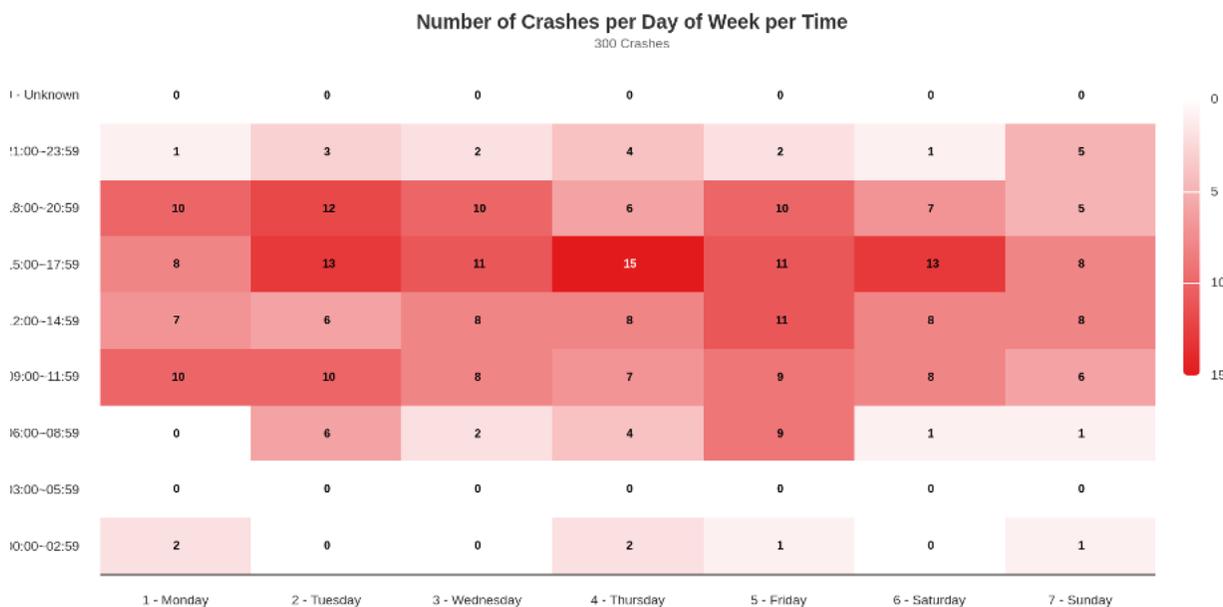
As the following figure shows, between 2021 and 2023, 42 percent of City injury collisions occurred between 12:00 pm and 5:59 pm.

Figure 14—Injury Collisions by Day of Week by Hour (2021–2023)
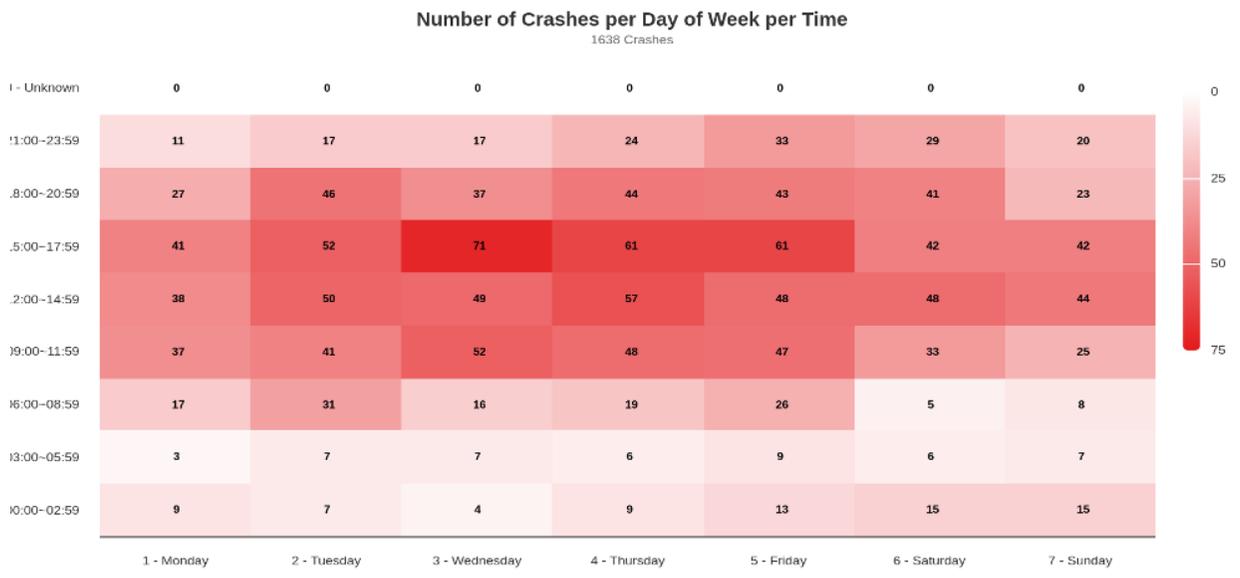
As the following figure shows, between 2021 and 2023, 43 percent of bicycle collisions occurred between 3:00 pm and 10:00 pm.

Figure 15—Bicycle Collisions by Hour (2021–2023)

The following figure illustrates the heat map displaying the locations of bicycle collisions that occurred between 2021 and 2023.

Figure 16—Bicycle Collision Location Heat Map (2021–2024)
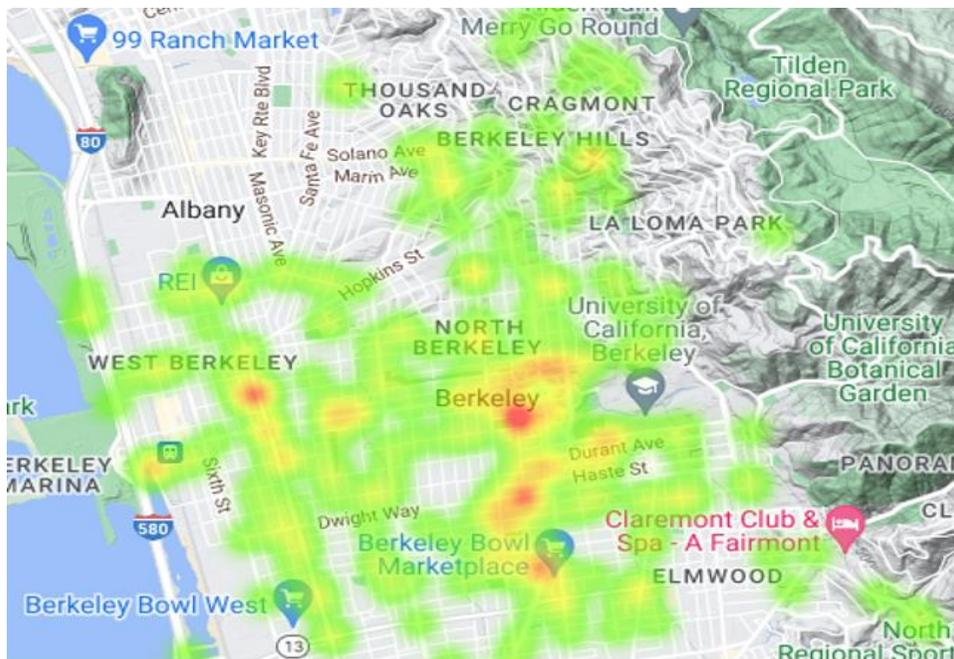
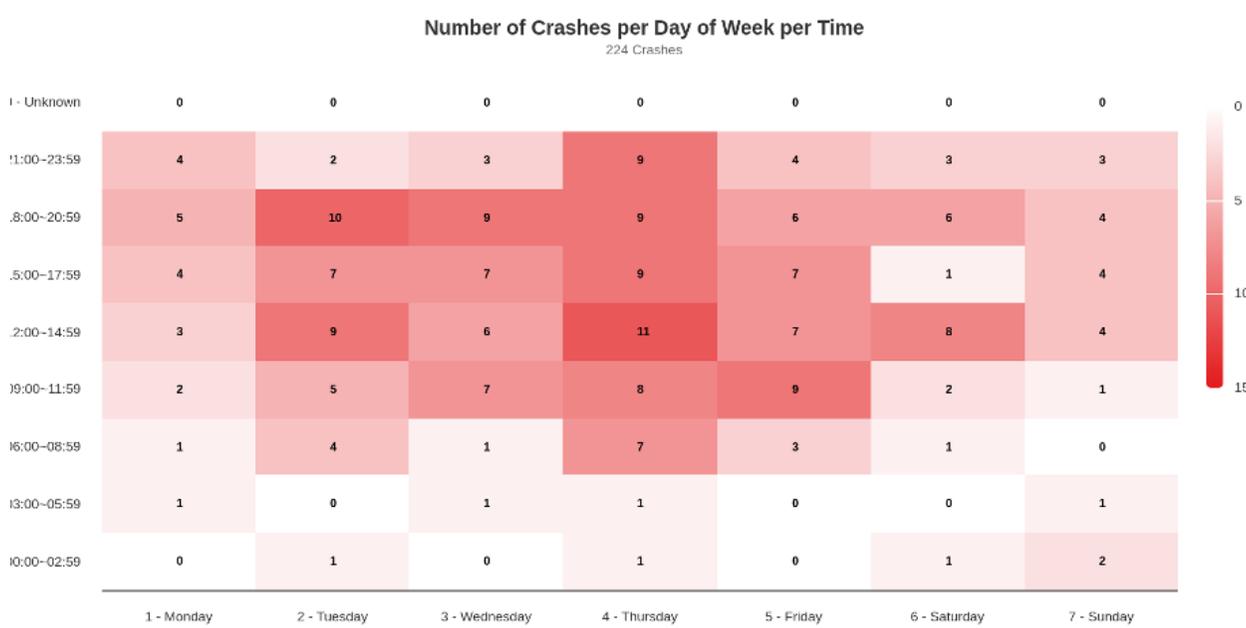

As the following figure shows, between 2021 and 2023, 60 percent of pedestrian collisions occurred between 12:00 pm and 9:59 pm.

Figure 17—Pedestrian Collisions by Hour (2021–2023)

> While the collision data analyzed for this report was sourced from TIMS, it is important to highlight that the data dashboard on the Traffic Safety page of the Department's online Transparency Hub combines collision data, calls for service, and traffic stops to provide real-time information. **This should serve as a benchmark in transparency and best practices for other agencies**.

5.2.9   Office of Traffic Safety Review

The California OTS performs city comparisons and rankings by grouping cities based on size. Berkeley is currently in Group B, for cities with a population greater than 100,000 residents. OTS Rankings were developed so that individual cities could compare their traffic safety statistics to those of other cities with similar-sized populations. Cities can use these comparisons to assess their traffic enforcement, education and engineering efforts and to learn from the successes of other jurisdictions. The results have helped both cities and OTS to identify emerging or ongoing traffic safety problem areas, plan how best to combat the problems, and identify where grant assistance should be provided.

In recent years, the media, researchers, and the public have all taken an interest in OTS Rankings. It should be noted that OTS Rankings are only indicators of potential problems; there are many factors which may either understate or overstate a city/county ranking that must be evaluated based on unique local circumstances.

The figures in the following ranking columns show as two numbers divided by a slash.

◆   The first number is the city's ranking in that category.

◆   The second number is the total number of cities/counties within the relevant "group."

For example, "22/60" would represent a city ranked 22nd out of 60 other cities of similar size. Number 1 in the rankings is the highest, or "worst." For Group B, a ranking of 1/60 is the highest or worst, 27/60 is average, and 56/60 is lowest or best.

According to the OTS comparison data for cities of similar size, Berkeley stands out with high rankings across all collision categories. Particularly concerning is the City's top ranking in "Group B," bicycle collisions, and its second-worst ranking in pedestrian collisions. This underscores the urgency to intensify enforcement and educational initiatives, with a renewed focus on prioritizing traffic safety.

Figure 18—Office of Traffic Safety City Comparison Analysis (2021)

Agency	Year	County	Group	Population (Avg)	DVMT
Berkeley	2021	ALAMEDA COUNTY	B	123188	689379

Crash Category	VICTIMS KILLED & INJURED	OTS RANKING
Total Fatal and Injury	442	18/60
Alcohol Involved	32	45/60
Had Been Drinking Driver < 21	0	55/60
Had Been Drinking Driver 21 – 34	12	48/60
Motorcycles	24	14/60
Pedestrians	58	2/60
Pedestrians < 15	2	39/60
Pedestrians 65+	7	12/60
Bicycle	80	1/60
Bicyclist < 15	7	6/60
Composite	212	37/60

5.2.10 Parking Enforcement

Parking Enforcement personnel work 8-hour shifts Monday through Friday. Staff are assigned across three shifts: 7:30 am to 4:00 pm (five FTEs), 8:30 am to 5:00 pm (six FTEs), and 10:00 am to 6:30 pm (five FTEs). To ensure supervisory coverage for all shifts, two supervisors alternate between working 7:00 am to 3:30 pm or 10:00 am to 6:30 pm.

The Parking Enforcement Manager boasts over 23 years of experience within the Unit, bringing a wealth of expertise and institutional knowledge to the program. All calls for Parking Enforcement service are routed through Communications, 3-1-1, or directly to the Parking Enforcement office. Currently, there is no centralized process for accurately documenting the volume of calls received. The majority of calls pertain to illegally parked vehicles. Additionally, Monday through Friday, one to two PEU officers are required to accompany street sweepers for an average of three hours per day, twice daily. Furthermore, the Department has assigned additional responsibilities to the Unit, such as directing traffic around collisions, which detracts from the parking enforcement duties of Unit personnel.

> Like numerous other transportation safety entities within the law enforcement profession, the Traffic Bureau has been constrained to basic response functions, with minimal capacity for proactive enforcement based on analysis and an identified traffic safety plan. **Traffic enforcement and safety education are frequently among the first areas to suffer when human capital is reduced**, and full-time equivalent (FTE) positions are reallocated to address other police functions. Of all the Traffic Bureau recommendations to follow, the first recommendation should be the highest priority.

5.2.11 Traffic Bureau Findings

Finding #46: Patrol units manage 73 percent of injury collisions, reducing the time available for proactive activities and community engagement.

Finding #47: Traffic safety education is currently insufficient and should be integrated into a comprehensive traffic safety plan that incorporates "the five 'E's."

Finding #48: The Department is currently in a reactionary mode as it relates to traffic enforcement, primarily responding to traffic complaints instead of focusing on targeted areas to reduce all types of traffic collisions.

Finding #49: Given the high number of pedestrian and bicycle collisions, social media and other public information channels should be utilized more frequently and with greater emphasis.

Finding #50: Collision investigations are primarily managed by Patrol officers, though many of the tasks involved in traffic investigations could be effectively managed by a CSO.

Finding #51: Currently, all members of the traffic unit are motorcycle officers, except for the Accident Review officer.

Finding #52: The Department currently transmits collision information to SWITRS by sending hard copies through the mail.

Finding #53: Many roadway traffic surveys are outdated, limiting the extent of traffic enforcement that can be conducted for Primary Collision Factor (PCF) violations.

Finding #54: There are 21 Parking Enforcement officers with only two supervisors assigned across three shifts. The addition of a third supervisor would promote cohesion between supervisors and their respective teams and would likely establish a

shift/team leadership approach and ensure a proper supervisory span of control of between one and seven personnel.

5.2.12   Traffic Bureau Recommendations

Recommendation #24:   The Department should endeavor to **fully staff the Traffic Bureau** so that it can handle most (if not all) injury collisions, as well as **increase education and enforcement efforts** in traffic safety. These changes would significantly free Patrol personnel to focus on their primary responsibilities.

Recommendation #25:   Create a structured plan for targeted enforcement and educational initiatives based on analyzing variables associated with high crash data from the Office of Traffic Safety (OTS) and the Traffic Injury Mapping System (TIMS).

Recommendation #26:   Continue to expand the use of statistical data for deployment of Traffic Unit personnel.

Recommendation #27:   Expand the use of social media to inform the public of traffic safety and enforcement efforts to enhance their impact on driving behavior. Use of social media and other approaches to promote bicycle and pedestrian safety and enforcement efforts could also be effective. *[Note: At the time of Citygate's writing of this report, the Public Information Officer was being moved to the Office of the Chief as part of a new Office of Strategic Communications.]*

Recommendation #28:   **Add a civilian CSO** to conduct or aid in collision investigations and traffic educational/safety presentations. This would be more cost-effective than an additional Traffic Unit officer and would allow for increased traffic enforcement by current Traffic Unit officers.

Recommendation #29:   Build the Traffic Unit comprising both Motorcycle officers and Patrol cars. Traffic enforcement and collision investigation can be effectively conducted using either a car or a motorcycle.

Recommendation #30:   Consider working with an OTS Law Enforcement Liaison to acquire an Allied Agency Reporting Service (i.e., Crossroads) via grant.

Recommendation #31:   The Traffic Bureau should collaborate with the City Traffic Engineer to update outdated traffic surveys.

Recommendation #32:   Consider appointing an additional supervisor within the Parking Enforcement Unit to mitigate the current extensive span of control and decrease overtime.

Recommendation #33:   At current (reduced) staffing levels, consider expanding the workload and responsibilities of the Traffic Unit Lieutenant or reallocating the position to a role where it can be more effectively utilized. At full staffing, Citygate believes the Lieutenant's position is justified.

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SECTION 6—PROFESSIONAL STANDARDS DIVISION REVIEW

6.1   DIVISION OVERVIEW

The Professional Standards Division is led by a Captain who is responsible for the Personnel and Training Unit, the Policy and Planning Unit, and the Audit and Inspection Unit.

Citygate found the Captain to be professional, knowledgeable, and highly business savvy. The Captain's years of experience showed when asked questions about the City, policy, and practice. The Captain was helpful coordinating interviews with staff and collecting data to analyze for the study, and noted that the command staff had good synergy, supporting each other's divisions and units and not looking out for "just me." The Captain highlighted a few points that are important to the Chief and command staff including data analysis to help tell the story; being prompt with deliverables; treating people with respect; striving to do better in relation to the Department's Mission / Vision / Values; better internal communications; having a focus on hiring, productivity, and problem solving with the community; and that there are leaders at all levels of the Department.

Citygate found a theme common to the Department's other divisions: Many staff have several ancillary responsibilities that detract from or hinder their ability to perform their primary duties and responsibilities. Command staff should consider the workload of each member of the Department and either reduce ancillary responsibilities or hire additional staff to maintain the current level of customer service to the community.

6.1.1   Personnel and Training

A Lieutenant leads the Personnel and Training Unit, which is responsible for numerous aspects of recruiting, training, and employee retention. Some of these responsibilities include hiring new staff, as well as providing initial training and ongoing perishable skills training as required by the Commission on Peace Officer Standards and Training (POST) to ensure all sworn officers and dispatchers receive a minimum of 24 hours of specific training every 24 months. The POST Perishable Skills Program consists of 12 hours of psychomotor skills training, two hours of communications training, and four hours of use of force training every 24 months.

A Sergeant who reports to the Lieutenant is responsible for overseeing both the planning and execution of all training throughout the year and is assisted by many sworn and professional staff who serve as adjunct trainers in many subject areas such as defensive tactics, CPR/First Aid, and Emergency Vehicle Operations Course (EVOC). A training officer reports to the Sergeant and coordinates in-house training.

Because of the 3/12 and 4/10 schedules in Patrol, officers "owe" the Department one day a month, which is designed to facilitate the required and needed training. The training hours are considered "in kind" and divided into 16 "buckets" of training on topics such as implicit bias and procedural

justice, defensive tactics, strategic communications, tactical firearms, arrest and control, and driver training and awareness. The duties of the training officer are delineated in Chapter 203 of the Department's policy manual.

While reviewing annual POST compliance letters, Citygate learned that several officers, dispatchers, and reserve officers missed portions of their continuing professional training (CPT) requirements over the past five years. Additionally, some of the required background supporting documentation was missing in several files. To eliminate the issue of missing documents, Citygate recommends that a checklist be used for every background investigation, and that it be reviewed and approved by at least one Sergeant and manager. As a best practice, many agencies will include reserve officers with regular officers when providing annual CPT. Additionally, because POST offers training through their online Learning Portal, dispatchers can perform all their CPT online if necessary. Because of the online opportunity for dispatchers, they should always be in CPT compliance. Officers and reserves can also use the Learning Portal to supplement their training as needed.

6.1.2   Recruiting

During our study, Citygate learned that numerous members of the Department are assigned ancillary tasks as members of the Recruitment Team. However, due to short staffing and morale concerns, consideration should be given to reassembling a specific new Recruitment Team, which consists of a few officers who perform the recruiting function. This approach will allow the Department to better focus its efforts to yield better results. Citygate applauds the Chief's efforts in taking steps in this direction. The Chief recently communicated a plan to create and fill a full-time Recruitment Officer position. Additionally, Citygate recommends the creation of a Retention Committee. While recruiting is vitally important, it is equally important to assess turnover. A Retention Committee could also review the results of all exit interviews and then make recommendations to the command staff on what changes should be made to improve employee retention.

While reviewing POST's open data for Berkeley,[15] Citygate learned that between 2016 and 2023, 49 officers resigned from the Department. There are many reasons that can cause a resignation, but the Department would be prudent to find those reasons that are preventable and make the necessary adjustments to increase its retention rate.

6.1.3   Policy and Planning

The Policy and Planning Unit consists of a Sergeant who reports to the Professional Standards Division Captain. During Citygate's study, the assigned Sergeant left the Department for a promotional opportunity at another agency. The prior Sergeant was asked to return to the position

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[15] https://post.ca.gov/Agency-Statistics

and resume the role. Per Section 200.5 of the Department Policy Manual, the Sergeant's role is to coordinate the presentation of the annual Memorandum of Understanding and maintain and update Departmental policies. The person in this role must be very well organized and an excellent researcher. The workload going forward includes migrating to Lexipol[16] from the existing main policies. Additionally, there are policies to review and revise, correcting issues as laws and policies change. While the Department does not have a Procedures Manual, each unit in the Department should have its own procedural manual to provide guidance to staff regarding how tasks need to be performed. Citygate did learn that some employees made their own desk manuals; however, most of them are out of date. Additionally, there are numerous cross-reference issues referring to procedures that are yet to exist. These procedures need to be removed from policies and properly placed in the new procedures' manual.

> The Chief of Police plans to migrate the Policy and Planning Unit into a **new Strategic Planning and Accountability Unit** where it can receive better support and be more aligned with Departmental strategies going forward. Citygate sees the move as a positive step toward operational efficiency.

6.1.4   Audit and Inspection

Like the Policy and Planning Unit, the Audit and Inspection Unit experienced changes during the time of Citygate's study. The assigned Sergeant rotated back to Patrol and his duties were divided between several personnel—which represents more ancillary duties for existing staff. Per Section 200.5 of the Department Policy Manual, the Audit and Inspection Sergeant is responsible for planning and conducting research; preparing surveys, studies, and projects; and auditing medical expenses incurred by the Department in its investigative and custodial activities.

With the passage of Assembly 481 in 2021, California law enforcement agencies must obtain approval of a Military Equipment Use Policy by their applicable governing body (the City Council in the case of the City) prior to taking certain actions related to the funding, acquisition, or use of military equipment as defined by the legislature.

Some of the Sergeant's responsibilities include monitoring five officers annually for their use of force (UoF), complaints, Racial Identity and Profiling Act (RIPA)[17] data, and body-worn camera use as part of the Department's Early Warning System. The Sergeant was also working on revising the existing Automated License Plate Reader (ALPR) policy found in Section 422 of the Policy Manual. Additional responsibilities include Safety Committee reporting, reporting on injuries and

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[16] Lexipol provides policies and policy updates to thousands of law enforcement agencies in the country. The updates are timely and in response to new state and federal laws and court decisions. Lexipol also provides online courses and videos designed to meet police training mandates.

[17] https://oag.ca.gov/ab953

preventable accidents, uniform policy updates, and revising and updating the Survey123 data for the RIPA data collection.

Additional audits performed quarterly include narcotics and guns, where the Sergeant noted substantial cleanup is due. Parking enforcement audits should also be performed every six months. The Unit should also perform an audit of the Property Room, which was overdue at the time of this report's writing. The Sergeant was also involved in the Epic Production Company recruitment videos including the Chief's message, physical agility testing, LGBTQ+ video outreach, marketing through Google ("We're hiring"), and social media promotion.

6.1.5   Professional Standards Division Findings

Finding #55:   Training and background staff are missing continuing professional training and background investigations requirements for some officers and dispatchers, which could cause risk management issues.

Finding #56:   The Department lost 49 officers to resignations between 2016 and 2023.

Finding #57:   The duties of the Policy and Planning Sergeant are numerous and varied for a single person to accomplish.

Finding #58:   The duties of the Audit and Inspection Sergeant are numerous and varied for a single person to accomplish.

6.1.6   Professional Standards Division Recommendations

Recommendation #34:   To reduce unnecessary resignations, the Department should consider establishing a Retention Team with members from several different units to review and evaluate exit interviews. The committee can identify preventable reasons for resignations and make recommendations to improve employee retention.

Recommendation #35:   When the Policy and Planning Unit is transferred during the Department's planned reorganization, the roles and responsibilities of the Sergeant should be more narrowly focused to allow for the successful completion of all assigned duties. If additional responsibilities are included, consideration should be given to adding a clerical support position.

SECTION 7—SUPPORT SERVICES DIVISION REVIEW

7.1 DIVISION OVERVIEW

The Support Services Division is commanded by a police Captain responsible for the Jail, Technology Unit, Property and Evidence Room, Records Unit, and Communications Center or Public Safety Answering Point (PSAP). The Captain has two direct reports, one police Lieutenant and one non-sworn manager. The police Lieutenant manages all Division units except for the Communication Center, which is managed by a Communications Center Manager (professional staff member).

7.2 BERKELEY PUBLIC SAFETY CENTER (JAIL)

The Berkeley Police Department Jail, also known as the Berkeley Public Safety Center, has one Police Sergeant who oversees Jail operations. The Sergeant reports to the Support Services Lieutenant. Staffing for the Jail is provided in the following table.

Table 55—Jail Staffing

Position	Number of Personnel
Jail Sergeant	1
Community Service Supervisor	4
Community Service Officer	16

*Note: One of the Jail Community Service Supervisors is assigned to the Property Room

The Berkeley Police Department Jail is an Adult Type 1 facility as defined in Title 15 of the California Code of Regulations (CCR) and is meant to hold individuals in temporary custody for no more than 96 hours, excluding weekends and holidays. The Jail was last inspected by the Board of State and Community Corrections (BSCC) in 2022, and only one section—Section 1052 Standard regarding classification and segregation of mentally disordered inmates—was found to be non-compliant.

With the 2019 closure of the Alameda County North County Jail (also known as the Glenn E. Dyer facility) in Oakland, the burden and costs associated with the temporary custody and transportation of prisoners have fallen on local agencies. The agencies that currently book at the Berkeley Police Department Jail are the California Highway Patrol, Albany, Emeryville, BART, UC Berkeley, and the East Bay Regional Parks District. Emeryville is the primary customer.

During Citygate's visit to the facility, it appeared spacious and sufficient (39 total beds) for the current number of in-custody detainees and seemed capable of accommodating future growth.

Staff identified several "dead" zones in the Jail that are not captured by currently installed cameras. The Department has planned upgrades to the Jail's cameras as well as the control board, which is outdated and has had recurring functionality issues. Citygate agrees with this plan to go out to bid with an architect. Staff also mentioned the booking room could be modified to create a safer space, but this might require updating to current state standards since the building currently only meets the 2001 standards.

The staffing schedule currently consists of three shifts (days, swings, and graves) on a five-day, eight-hour rotation. CSO supervisors report to Sergeant who is often out of the facility transporting arrestees to the county jail in Dublin or to a local hospital for medical clearance. The Sergeant works a four-day, 10-hour shift schedule, Monday through Thursday, with weekends and holidays off. Although there are four CSO supervisors assigned to the jail, one has been allocated to the Property and Evidence Room, leaving three CSO supervisors for a 24/7/365 operation. This results in a void in CSO supervision due to the current schedule and staffing allocations. Staff also alerted Citygate to a Departmental policy requiring three CSOs to always be on duty; however, a review of the Berkeley Law Enforcement Services Manual, Section 900, which outlines requirements for the temporary custody of adults, did not confirm the existence of this policy.

When a detainee is booked into the Jail, the arresting officer remains in the holding area until the detainee is placed in a cell. This process eliminates the need to have two jailers in the booking area, potentially reducing the number of CSOs needed to staff the facility.

> The current sworn Sergeant who supervises jail operations has been in the position for five years, which is the maximum amount of time allowed by Department policy.

Jail operations consist of the intake, temporary custody, and transportation of in-custody detainees to the Alameda County Santa Rita Jail. The Jail takes in an average of 16 arrestees daily, based on 5,902 detainees taken in between January 2022 and December 2022.

Additional duties for staff outside of Jail operations include the intake of found property and issuing vehicle releases from 4:00 pm to 8:00 pm.

For in-custody transportation, the Sergeant and a police officer, or one of the two available reserve police officers, assist in transporting detainees to the Alameda County Jail at the beginning of their shift. At times, the Jail may pull officers from Patrol or pay overtime for an officer to assist with transportation. Current Department policy (903.3) does not allow CSOs to aid in transport, increasing the burden on sworn staff. Citygate contacted surrounding jail facilities and found that facilities such as Fremont, Hayward, and San Leandro all utilize their CSOs to transport prisoners to the Santa Rita Jail.

The current operational rhythm for the three CSOs on duty is as follows: one is assigned to the control room, one manages data entry and property logs, and one handles intake for in-custody

detainees. Title 15 mandates that a female CSO always be on duty—a requirement met by the current schedule. However, if a female CSO (of the eight assigned) calls in sick, the Department should not accept female detainees for booking, which is a code-compliant practice.

Annually, the Jail is closed for 40 hours once a year to conduct required staff training. During this period, all detainees are either cited and released or transported to the Santa Rita Jail by arresting officers. Future annual training windows will also present opportune times to schedule facility upgrades and maintenance.

Staff suggested a four-team model to improve Jail staffing and coverage. This model would involve 12-hour shifts and would create four teams of four CSOs each with a CSO supervisor assigned to each team, as shown in the following figure. Implementing this model would require an additional CSO supervisor, as there are currently only three supervisors assigned to the facility. This approach would appear to provide some benefits, including allowing CSOs to assist with prisoner transportation; however, a more comprehensive analysis is required.

Figure 19—Example 12-Hour Shift Schedule

3/12 & 4/12 - 4 TEAMS

FIRST WEEK SCHEDULE	Team A Day CSOS + 3-CSOs	Team B Night CSOS + 3-CSOs	Team C Day CSOS + 3-CSOs	Team D Night CSOS + 3-CSOs
Sunday	0600 - 1800	1800 - 0600	RDO	RDO
Monday	0600 - 1800	1800 - 0600	RDO	RDO
Tuesday	0600 - 1800	1800 - 0600	RDO	RDO
Wednesday	0600 - 1800	1800 - 0600	RDO	RDO
Thursday	RDO	RDO	0600 - 1800	1800 - 0600
Friday	RDO	RDO	0600 - 1800	1800 - 0600
Saturday	RDO	RDO	0600 - 1800	1800 - 0600
SECOND WEEK SCHEDULE	**Team A Day CSOS + 3-CSOs**	**Team B Night CSOS + 3-CSOs**	**Team C Day CSOS + 3-CSOs**	**Team D Night CSOS + 3-CSOs**
Sunday	0600 - 1800	1800 - 0600	RDO	RDO
Monday	0600 - 1800	1800 - 0600	RDO	RDO
Tuesday	0600 - 1800	1800 - 0600	RDO	RDO
Wednesday	RDO	RDO	0600 - 1800	1800 - 0600
Thursday	RDO	RDO	0600 - 1800	1800 - 0600
Friday	RDO	RDO	0600 - 1800	1800 - 0600
Saturday	RDO	RDO	0600 - 1800	1800 - 0600

Note: *RDO: Required Day Off, **CSOS: Community Service Officer Supervisor, ***CSO: Community Service Officer

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7.2.1 Public Safety Center (Jail) Findings

Finding #59: The Jail's control board, which is outdated and has experienced recurring functionality issues, needs to be replaced. Additionally, more cameras should be installed to cover existing "dead" zones.

Finding #60: A sworn Sergeant is assigned to Jail operations, although this is not a regulatory requirement under Title 15. Most of the Sergeant's duties involve transporting prisoners to the Alameda County Jail or taking prisoners to a local hospital for medical clearance.

Finding #61: The Department requires Jail operations to always have three CSOS on duty, with two specifically stationed in the booking area when an arrestee is brought in by an arresting officer, who remains in the booking area throughout the entire booking process.

Finding #62: A significant amount of sworn staff time is consumed in transporting and booking detainees at the Santa Rita Jail. The requirement for only sworn personnel to handle transportation is a Departmental mandate.

Finding #63: There is a proposed, staff-recommended, four-team staffing model with 12-hour shifts that is worthy of further consideration and study by the Department.

7.2.2 Public Safety Center (Jail) Recommendations

Recommendation #36: The Department should proceed with securing a contract for an architect to upgrade the control board, add cameras, and potentially expand the size and functionality of the Booking Room at the Jail facility.

Recommendation #37: Consider creating a civilian manager position and reassigning the sworn supervisor to oversee the Property Room (as per the property recommendation) or reallocating the Sergeant to address a higher-priority need for sworn supervision.

Recommendation #38: Consider reducing the requirement to always have three CSOs on duty, given that the booking officer is required to remain in the booking area during the processing of an arrestee.

Recommendation #39: Consider a change to the current requirement that does not allow CSOs to transport prisoners. Such a change would necessitate additional

training for the CSOs but would reduce overtime and the need for two sworn staff members during transportation.

Recommendation #40: Consider further study of a four-team, 12-hour shift model for Jail operations. Citygate believes this model could potentially increase the number of CSOs on-duty, providing opportunities for CSOs to aid in prisoner transportation, patrol duties, or other assigned responsibilities.

7.3 TECHNOLOGY UNIT

The Technology Unit (TU) is staffed with one Sergeant, one non-sworn Assistant, and five team members whose technology duties are ancillary.

The Department's leading technology vendor is Tyler Technologies. Tyler Technologies software is used for the law enforcement records management system, property and evidence management, CAD, report writing, citation management, mobile operations, collision reports, and jail management. The online reporting system is managed through LexisNexis Coplogic Solutions.

The Department's online crime reporting system accepts online reports for the following crimes: Harassing Phone Calls, Identity Theft, Theft, Theft from a Vehicle, Auto Burglary, Vandalism, and Vandalism to a Vehicle. Recently, the Department transitioned from a Microsoft database for workforce management to a web-native software called CareWare, which has streamlined scheduling.

Online reporting does offer many benefits, especially when crime victims have left the City or crime scene, or they cannot wait for police personnel to respond. Such a reporting option allows officers to spend more time on community policing and proactive patrol, citizens can make and keep copies of their reports for insurance purposes, and the Department can use such reports for crime analysis and tracking statistics in high-crime areas.

7.3.1 Technology Unit Findings

Finding #64: The Technology Unit's leadership is entrusted to a uniformed Sergeant due to specialized project management skills, extensive experience, adeptness in the requisitioning process, and proficiency in technology/software solutions. However, there is currently no succession plan in place for the Sergeant's eventual departure.

Finding #65: Inefficiencies have been noted in field operations relative to the use of software for report writing. Given the existing software system's instability, field staff opt to write reports using Microsoft Word before returning to the station to upload and complete them.

Finding #66: The online reporting system is underutilized for traffic collision reporting. Embracing advances in technology is imperative in contemporary law enforcement operations.

7.3.2 Technology Unit Recommendations

Recommendation #41: Evaluate the number of responsibilities managed by Technology Unit staff. Consider reducing service levels or adding more staff.

Recommendation #42: Consider appointing a full-time civilian information technology specialist to oversee the Technology Unit rather than relying on a sworn Sergeant. This transition will ensure stability, expertise, and continuity in navigating the Department through the ever-evolving technology field.

Recommendation #43: Consider investigating alternative software solutions for all facets of police operations. Prioritizing the convenience of retaining current software vendors should not overshadow the importance of advancing operational efficiency.

Recommendation #44: Consider adding categories such as Non-Injury Traffic Accidents, Non-Injury Hit-and-Run Traffic Accidents, and Non-Injury Single-Vehicle-Property-Damage-Only Traffic Accidents as options within the online reporting system. Software solutions offered by companies like LexisNexis can facilitate this initiative.[18] By diverting or referring more calls for service to online reporting, the Department would likely create more available time for officers in Patrol—which could ultimately help to reduce overtime usage within the Department.

7.4 PROPERTY ROOM

Citygate evaluated the Department's Property and Evidence facilities, including a review of relevant policy and current practices and interviews with staff members. The current Property and Evidence Supervisor has 18 years of experience in the Property Room and serves as a board member of the California Association for Property and Evidence (CAPE). The Department utilizes the New World Law Enforcement Records suite by Tyler Technologies for property and evidence management and continues to have access to a legacy system (CRIMES) for items booked before 2009.

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[18] A prototypical model can be found in the City of Fullerton's online Traffic Collision Report page, which currently includes these types of online reporting collisions and allows users to obtain a collision report online.

The current Property Room staffing consists of two full-time CSOs, one full-time CSO supervisor, and a reserve officer who provides intermittent weekly assistance. However, the current staffing arrangement fails to adequately address the needs of the Unit in terms of receiving, processing, and storing evidence, ensuring its safekeeping, conducting necessary audits, retrieving evidence for disposal, and fulfilling other essential functions of a well-operating unit.

The Unit is responsible for ensuring that all evidence items are correctly tracked and monitored for court exhibits, discovery, and prosecution and defense attorney viewing. Initial and ongoing training will enhance the efficiency and knowledge of Property and Evidence personnel.

Additionally, a well-organized storage facility and a property and evidence cataloging system with well-designed policies and procedures will improve the success and facilitate the effective operation of the Unit.

The Department's Property and Evidence facilities have reached maximum capacity and are currently overflowing, necessitating modern upgrades. Emphasis should be directed toward addressing facility requirements for property and evidence management in accordance with best practices. Additionally, the Unit would benefit from an ongoing purging program to provide sufficient space for new and existing items.

Citygate commends current Property and Evidence staff for their desire and actions to increase the unit's operational efficiency and security despite existing challenges.

7.4.1   Property Room Findings

Finding #67:   There is a significant backlog of property that needs to be purged that staff are diligently trying to clear. With the daily influx of new evidence and property, the task often seems insurmountable.

Finding #68:   The current main evidence facility is prone to flooding, and both the Connex and the "Bulk" storage facility are less than desirable. Photos depicting the exterior facility show it overflowing and lacking adequate storage space.

7.4.2   Property Room Recommendations

Recommendation #45:   The Department could enhance its efficiency by establishing a short-term, dedicated task force to address the evidence backlog and improve and streamline the organization of evidence and property rooms. The Unit's ongoing, permanent staffing should consist of one Supervisor, two full-time Specialists, and one part-time staff member capable of providing support for both planned and unplanned absences and conducting periodic audits.

Recommendation #46:   The Department should conduct a thorough assessment of the current state of property and evidence facilities including the physical infrastructure, storage capacity, security measures, and compliance with current standards. The Department should also consider a POST review of current evidence practices, procedures, and policies.

Recommendation #47:   Citygate has provided Property and Evidence staff with the POST Property and Evidence Function's Agency Self-Evaluation (revised February 2022) and recommended that the Supervisor and staff review it annually. Given the sensitive nature of evidence, effective risk management requires thorough oversight and rigorous control measures.

7.5   RECORDS UNIT

The Records Unit handles subpoenas and records requests, manages warrant logs, offers customer service at the front counter, monitors and enters California Law Enforcement Telecommunications System (CLETS) data, manages citation processing, issues vehicle releases and clearance letters, reviews reports, and more. The Records Unit Supervisor intends to resume the work to reorganize and retrofit workstations to enhance workflow efficiency. The unit has also faced turnover challenges as employees have left for other government functions that provide upward mobility and telework opportunities for office specialists.

With over 22 years of experience, the current Supervisor possesses comprehensive technological expertise in the Records Unit. The unit's staff are engaged in various tasks, such as processing subpoenas and records requests, managing warrant logs, issuing vehicle releases and clearance letters, assisting front counter customers with inquiries and report requests, handling citation processing, California Public Records Act (CPRA) requests, and more. The unit is responsible for the initial review of online reports, and there was a suggestion to improve workflow by having a Sergeant review the reports first, followed by the records team, before forwarding them to Investigations.

Records Unit staffing consists of two Office Specialist IIs and two Office Specialist IIIs, who work two shifts—an early shift: 6:00 am to 3:00 pm, and a day shift: 7:30 am to 4:30 pm. Lobby hours are Monday through Friday, 8:00 am to 4:00 pm.

The unit dedicates a significant amount of time addressing CPRA requests. In April 2024 alone, the unit recorded over 593 inquiries. With California legislative initiatives over the past decade, CPRA requests have become a more common occurrence in law enforcement agencies statewide. Many agencies have allocated one to two staff members solely to this function. Currently, the unit relies heavily on overtime to address the backlog of CPRA requests; staff have also resorted to shortening public business hours to allow time for staff to work on CPRA requests without interruption.

In 2023, the unit processed 3,624 cases, or 24 cases daily, based on 250 working days annually. The Department has an opportunity in the Records Unit to make use of a common leadership phrase: "What gets counted gets measured." Tracking the number of citations, customers at the counter, and reports processed would help to accurately determine staffing levels.

The unit employs Tyler Technologies' Enterprise Law Enforcement Records Software, which is a comprehensive suite integrated with most of the Department's law enforcement-centric IT software by Tyler Technologies. Additionally, the Unit Supervisor utilizes CareWare, a recently acquired scheduling software.

The unit suffers from **high turnover and training challenges**. Given such turnover, there is a constant need for training new staff or training existing staff to perform new roles.

The unit Supervisor plays a crucial role in the unit's operations and frequently "fills in" to assist staff while trying to remain current with schedules, staffing, and all personnel matters.

The unit would also benefit from the implementation of **ergonomic upgrades** to staff workstations to improve employee health and safety, increase productivity, enhance wellbeing, and potentially reduce absenteeism.

Finally, Citygate believes it would be advantageous for the unit Supervisor and the Records Unit as a whole to review the **job specifications** of the Office Specialist II and III job classes. Understanding how these two positions could provide more leadership support may allow for the delegation of certain tasks, freeing the supervisor to lead staff more effectively.

7.5.1   Records Unit Findings

Finding #69:   The Records Unit is currently under significant strain due to an increased volume of California Public Records Act (CPRA) requests.

Finding #70:   The professional development of Office Specialist III employees is essential to meet the evolving demands and requirements of their roles.

Finding #71: Implementing ergonomic upgrades to Records Unit staff workstations need could improve employee health and safety, increase productivity, enhance employee wellbeing, and potentially reduce absenteeism.

Finding #72: Staff within the Records Unit are experiencing some internal friction.

7.5.2 Records Unit Recommendations

Recommendation #48: The Department would benefit from staffing the Records Unit with an Office Specialist I to manage the increased volume of CPRA requests. Adding such an entry-level specialist would help existing staff meet their work demands.

Recommendation #49: Consider enrolling both Office Specialist III positions in the POST 40-hour Records Supervisor Course to support their professional development and to assist in meeting some of the requirements outlined in their job specifications.

Recommendation #50: The ergonomic features and capabilities of workstations, along with workstation and workflow analysis, should be assessed and tailored to enhance operational efficiency.

Recommendation #51: There are numerous resources available for team building, and one particularly effective resource for fostering team trust and performance is Patrick Lencioni's book, *The Five Dysfunctions of a Team: The Official Guide to Conducting the Five Dysfunctions Workshops for Teams and Team Leaders*. The Department should contemplate appointing a trusted executive team leader to implement some of the facilitated learning outlined in the book.[19]

7.6 COMMUNICATIONS CENTER

The Communications Center, also known as a Public Safety Answering Point (PSAP), handles communications for the Police Department, Fire Department, and medical emergencies. The unit is allocated five full-time Supervising Public Safety Dispatcher (SPSD) and 28 full-time Public Safety Dispatcher (PSD) positions. Dispatchers serve dual roles as call-takers and dispatchers and are trained in both capacities. Actual dispatcher staffing includes 15 certified dispatchers and 10 dispatcher trainees. Of the five authorized SPSDs, two positions are vacant, creating a significant gap in supervision and limiting the training of new hires. Currently, unit supervisors occasionally

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[19] https://www.tablegroup.com/product/facilitators-guide

cover dispatcher shifts due to a shortage of trained and certified dispatchers. The shortage of dispatchers over the last three years has strained staff and has resulted in a continual rise in annual overtime since 2020, as reflected in the following table.

Table 56—Communications Center Overtime Hours

Overtime Hours	2021	2022	2023
Public Safety Dispatcher	8,202	9,445	9,888
Supervisory Public Safety Dispatcher	1,967	2684	2803
Total	10,175	12,129	12,691

These trends align with the findings of the 2019 City of Berkeley Auditor Report on excessive overtime and low morale due to understaffing.[20] The Auditor Report underscores issues like those identified by Citygate during our time onsite. With the Communication Center being understaffed, the Department should consider establishing a call-taker classification to alleviate the burden on dispatchers. Call-takers take both emergency and non-emergency calls and route them to dispatchers, who perform the more challenging task of assigning staff to calls and monitoring their locations throughout the City. Call takers can also train to become PSDs.

The new manager overseeing the Communication Center has set clear expectations and has developed a training plan consistent with POST standards. This plan focuses on leadership training for supervisors, including course facilitator training such as the POST Academy Instructor Certification Course (AICC).

> The Communication Center Manager has also increased recruitment efforts. However, the new challenge is that there are not enough workstations, trainers, or space available with so many new hires. Some of the efforts highlighted to increase the dispatcher candidate pool and retention include a $5,000 retention incentive, holding dispatch seminars, offering competitive salaries, and having a dispatch recruiter at hiring outreach events.
>
> **Citygate believes it is crucial to eventually find a new location for the Communication Center** to accommodate its current and future needs. Recently, the onboarding process for seven new hires was significantly hindered due to insufficient facility space and a lack of trainers and training stations. These limitations have adversely affected both the training capacity and the quality of training provided.

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[20] 2019 City of Berkeley Auditor Report.

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The 2022 Federal Engineering, Inc. Needs Assessment Report—which evaluated the staffing, infrastructure, and technology requirements of the Berkeley 9-1-1 Communication Center—identified facilities and increased human capital as high priorities. Citygate concurs with these findings, but we believe that acquiring additional floor space to accommodate more workstations should be prioritized before adding new staff.

7.6.1 Standards and Best Practices

Based on review of the International Association of Chiefs of Police (IACP) 2019 article *The State of Recruitment: A Crisis for Law Enforcement*,[21] analysis of the Association of Public-Safety Communications Officials (APCO) *Staffing and Retention in Public Safety Answering Points (PSAPs): A Supplemental Study* report from George Mason University in 2018,[22], and Citygate's experience, there are several areas that contribute to fewer applicants and reduced retention of new hires.

Contributing factors include:

◆ Generational differences (concerns with work-life balance and a desire for less forced overtime).

◆ The public image of law enforcement among many young people.

◆ Hiring process challenges (the IACP recruitment survey noted that 47.5 percent of agencies reported a hiring process that lasted from four months to over a year).

Because APCO is an international organization, they have a deep bench in the areas of business acumen and communications experience. While PSAPs exist in various locations and sizes, they share many similar concerns. As with police officers, dispatchers are people too, and human characteristics change over time as cultures shift and evolve.

Some of APCO's findings include:

◆ 65.4 percent of all PSAPs report an increase in the number of dispatched calls in the previous years.

◆ Supportive supervision, coworker support, and perceived recognition from the public merged as key factors to employee retention (proactive supervisors and inter-employee cooperation create a supportive environment for workers).

◆ Coworker support is an important factor in reducing psychological distress among PSAP staff.

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[21] https://www.theiacp.org/sites/default/files/239416_IACP_RecruitmentBR_HR_0.pdf
[22] https://apconetforum.org/iweb/upload/StaffingandRetentionPSAPsSupplementalStudy.pdf

◆ Staffing pressures were an issue with PSAPs of varying sizes. Large PSAPs need help with retention, with over 38 percent reporting that their staffing levels have decreased. Small PSAPs are most likely to have met staffing levels for most of a year (40 percent), but they are least likely to specialize (tasks), meaning employees must focus on multiple tasks as part of their work instead of focusing on one job.

◆ The study found an average retention rate of 71 percent, which is down from the 2009 rate of 81 percent retention, indicating the growing retention problem.

Leaders in the law enforcement profession understand the fatal loop that is created by low retention coupled with a high workload—leading to a situation where an agency is *always* searching for qualified applicants. Consideration should be given to a **two-step solution**:

1. Working with HR and Department leadership, create a workgroup charged with modifying the existing recruiting and retention processes (recruiting and retention must work together) and develop an implementation strategy with a timeline for accountability.

2. Review the proposed schedule as a guide to begin filling positions, seeking input along the way. This process is living and change along the way is expected.

When Citygate began work on this study, there were only three FTE SPSDs, but the Department has recently added one more, bringing the total to four. Two Supervisors work the day shift from 6:15 am to 4:15 pm, and the other two work the graveyard shift from 8:30 pm to 6:15 am. The scheduled days off are either Sunday, Monday, and Tuesday; or Thursday, Friday, and Saturday—resulting in all Supervisors working on Wednesday. To ensure full supervisory coverage, the Department would need six supervisors. Currently, the swing shift lacks assigned supervisors from 4:15 pm to 8:30 pm, leaving a four-hour gap during a busy part of the day that is covered either by supervisors working overtime or by a PSD serving in an acting capacity.

The National Emergency Number Association (NENA) sets standards for call-answer time for PSAPs. Current standards establish (1) 90 percent of all 9-1-1 calls should be answered within 15 seconds, and (2) 95 percent of all 9-1-1 calls should be answered within 20 seconds. These standards are designed to ensure that emergency calls are answered quickly to provide timely assistance to those in need. Meeting these standards is critical for the effectiveness and reliability of emergency communication centers.

A shortage in staffing often results in only having one dedicated call-taker. Adding a call-taker position would help meet the NENA standard of answering 90 percent of calls within 15 seconds. When Citygate began this study, the Department was not meeting this standard, with only 87.1 percent of calls answered within 15 seconds. However, through a concerted effort and the use of overtime to ensure minimal staffing, **the Department met the NENA standard as of May 31, 2024, with 90.55 percent of**

> **calls answered within 15 seconds or less**. Additionally, the Department met the other NENA standard of answering 95 percent of calls within 20 seconds, achieving a rate of 95.70 percent.

7.6.2   Communications Center Findings

Finding #73:   Citygate concurs with the issues and recommendations identified in the two recent Communications Center studies (the Berkeley City Auditor's Report and the 2022 Federal Engineering Inc. Study).

Finding #74:   The current number of workstations and facility spaces are insufficient to accommodate the existing and additional future staffing; the current space is not conducive to effective dispatch training.

7.6.3   Communications Center Recommendations

Recommendation #52:   New recruitment and retention efforts for dispatchers should be continued.

Recommendation #53:   Consider prioritizing the planning and acquisition of additional floor space and workstations to meet current and future needs of the PSAP. The Department should consider utilizing another City-owned facility or reconfiguring the adjoining office space (Bike Unit) for expansion.

Recommendation #54:   Consider **increasing Supervisory Public Safety Dispatcher staffing from four to six** to ensure proper leadership and supervision for all shifts.

SECTION 8—SUMMARY OF PERSONNEL PRIORITIES AND FINDINGS AND RECOMMENDATIONS

8.1   FINDINGS

> The following is a comprehensive list of all findings contained within this report, organized by section.
>
> Citygate's findings speak to defining elements of the City's particular context and situation and provide a basis for Citygate's recommendations.

8.1.1   Employee Survey

Finding #1:   51 of the 68 respondents to Citygate's Employee Survey indicated that they dedicate at least two hours daily to collateral assignments.

Finding #2:   42 personnel who responded to the Employee Survey self-identified as "engaging in proactive activities." Within this subgroup, 25 respondents indicated that they spend one hour or less on proactive activities daily. This outcome suggests that Operations staff may have limited capacity to engage in proactive policing, which is supported by narrative comments from some respondents.

Finding #3:   Analysis of the data from 68 respondents to the Employee Survey revealed a significant risk of employee attrition, with 60 percent of Department respondents indicating an intent to leave the Department within three years. This outcome suggests multiple concerns related to the retention of personnel.

Finding #4:   Respondents to the Employee Survey who indicated a desire to leave the Department within three years also expressed neutral to negative sentiments related to the strengths and opportunities of the Department, suggesting a personal disengagement from the Department's mission.

Finding #5:   Another notable revelation related to personnel who indicated an intent to leave the Department in the near future was that when respondents were questioned about their reasons for doing so, 34 respondents (52 percent) cited better job opportunities, while 30 respondents (46 percent) expressed concerns about the work environment or culture. In analysis of survey comments regarding the reasons behind these sentiments, Citygate found that many pointed towards a perceived lack of support from the community and City Council.

8.1.2   Police Beat

Finding #6:   Given the wide disparity in call volume between some of the former 16 beats, the reduction in number from 16 to 14 in 2023 appears reasonable and consistent with the 2014 Patrol Beat study.

Finding #7:   Collapsing of beats (from 14 to 7) beginning in the early morning appears to be a reasonable and wise use of limited resources given reduced call demands during such times.

Finding #8:   Reducing the size of Beats 4 and 6 appears necessary given their higher call volumes.

Finding #9:   The calls for service demand of beats 15 and 16 were much lower than those of other beats, which is consistent with the 2014 study.

8.1.3   Overtime

Finding #10:   As noted by the City Auditor, the number of filled positions is not the same as the number of officers available to work. New hires, for example, although counted as filling a position, are not available for solo officer duties for nearly a year, and authorized positions differ from those actually filled. An officer position might be "filled," but the officer may not be available due to a long-term injury or military leave.

Finding #11:   To ensure enforcement of overtime rules, the Department now generates a monthly Scheduling Rules Violation Report which details policy exceptions that have been necessary to maintain minimum staffing levels.

Finding #12:   Persistent backfilling to fill necessary positions indicates a chronic shortage of personnel in relation to work needing to be completed.

Finding #13:   Overreliance on overtime can increase fatigue and burnout and decrease productivity.

Finding #14:   Overtime availability outside of Patrol may make overtime availability in Patrol less attractive, which could result in the same limited number of officers taking these assignments.

Finding #15:   The Department has implemented new staffing software ("CareWare") and develops regular management reports that provide timely, accurate, and complete information regarding overtime, hours worked, and time off taken.

Finding #16: The Department now has the means to track overtime across all organizational units, including that worked by individuals.

Finding #17: Reducing the number of beats from 16 to 14 appears to have contributed to the reduction in overtime in 2023.

Finding #18: Policy 1015 requires that supervisors verify all overtime worked before approving overtime requests.

8.1.4 Administrative and Fiscal Services

Finding #19: Creating and filling a Senior Management Analyst position would complete the career ladder necessary to prepare current Assistant Management Analysts for more demanding work.

8.1.5 Internal Affairs Bureau

Finding #20: The work of the two Sergeants assigned to Internal Affairs Bureau (IAB) has grown more complex. Not only must they investigate complaints made to the Department, but they now also investigate complaints made to the Police Accountability Board (PAB). Further, they serve an important advisory role to the Chief, support the City Attorney, and serve as liaisons to the District Attorney and the PAB.

8.1.6 Use of Force

Finding #21: Berkeley's Level 1 Use of Force criteria, while well intentioned, unnecessarily diverts supervisor time to review actions that do not require in-depth review. The supervisors' time is better spent *with officers on calls* so that supervisors can train personnel and model interactions in accordance with policy, training, and Departmental values.

8.1.7 Operations Division

Finding #22: 34,111 overtime hours were worked in Patrol in 2023.

Finding #23: Calls for service and calls per shift per officer have increased.

Finding #24: Incidents within most Part 1 crime categories have increased.

Finding #25: Case reports have steadily risen since 2020.

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Finding #26: The Department's allotted span of control in Patrol (Sergeant to officer) is approximately one Sergeant to four or five officers, which appears reasonable, if not better than, recommended best practices. By adding 15 officers, the span of control of the 14 Patrol sergeants, at a ratio of 1:5 or 1:6, would still be reasonable and consistent with best practices.

Finding #27: Sergeants and Patrol officers are now spending more time on various administrative, prisoner transportation, or evidence collection tasks that consume increasingly more time and may also take multiple officers off the street and out of the City (or otherwise out of service) for hours at a time.

Finding #28: An analysis of Patrol officer utilization reveals that officers were available for calls for service 43 percent of their total work time on average. However, such availability was achieved, in part, by adding thousands of overtime hours and the frequent reassignment of Bike Team officers to Patrol to fill vacant positions.

Finding #29: The Department now has the data and analysis capacity to regularly assess staffing levels in Patrol. By monitoring calls for service, response times, time for community engagement, unobligated police time, and other work demands not captured in CAD records, the Department should be able to assess how many officers and other staff (such as CSOs) are needed in Patrol across the three shifts. The Department can then make staffing adjustments which can then be reflected in future "timesheets."

Finding #30: The Community Services Bureau provides many necessary and valuable roles. The problem-solving efforts of the four community liaisons undoubtedly reduce call and work demands on Patrol.

Finding #31: The Community Services Bureau's Transparency Hub is an impressive source of a wide variety of police information that includes data on crime, use of force, and traffic safety. It is a model for other police agencies and also reinforces the Department's commitment to building community trust, confidence, and support.

Finding #32: The Bike Team enjoys strong support. Like the Community Services Bureau, their work also likely reduces call and other work demands on Patrol.

Finding #33: Given reduced staffing levels and the additional time officers are not available on the street, officer-initiated activity has declined, average response time to Priority 2 and Priority 3 calls has increased since 2020, and average officer time on-scene has increased.

8.1.8   Investigations Division

Finding #34:   The Department lacks any detectives assigned to investigate narcotics offenses on a full-time basis. Citygate learned that full-time narcotics investigator positions existed approximately four years ago, but the positions were eliminated.

Finding #35:   The existing Case Management System, which would allow supervisors and managers to track cases assigned, cleared, or pended, is not fully utilized.

Finding #36:   Crime analysis that is focused exclusively on the investigative function and detective caseloads, including cases lacking investigative leads, is deficient.

Finding #37:   The Department lacks a "soft" interview room for crime victims, witnesses, and juvenile interviews.

Finding #38:   Crime Scene Technician staffing does not allow for extended employee absences without incurring overtime.

Finding #39:   There is no formal training program for newly assigned detectives. Depending on the unit assigned, new detectives shadow a senior detective, but there are no guidelines outlining courses new detectives should take.

Finding #40:   Detectives make multiple trips per week to the crime lab in Richmond to drop off evidence for testing. In some cases, detectives make several such trips a day. Staff estimate that they spend four to six hours each week on trips to the Richmond Crime Lab.

Finding #41:   To review video from various sources including officer body-worn cameras, detectives have access to only one computer that has the software needed to view and duplicate video.

Finding #42:   The Department does not have any detectives assigned to cold cases.

Finding #43:   One School Resource Officer (SRO) is assigned to Berkeley High School, which has an enrollment of approximately 3,200 students.

Finding #44:   Crime Scene Technicians work a 4/10 work schedule. Under the current schedule, there is a five-hour window where there are no crime scene technicians available to respond to calls from Patrol after 2:00 am.

Finding #45:   Between September of 2022 and September of 2023, the percentage of total requests for the District Attorney to obtain DNA evidence collected from crime

scenes saw a significant increase—from seven percent of evidence requests being related to DNA to 24 percent being DNA-related.

8.1.9   Traffic Bureau

Finding #46:   Patrol units manage 73 percent of injury collisions, reducing the time available for proactive activities and community engagement.

Finding #47:   Traffic safety education is currently insufficient and should be integrated into a comprehensive traffic safety plan that incorporates "the five 'E's."

Finding #48:   The Department is currently in a reactionary mode as it relates to traffic enforcement, primarily responding to traffic complaints instead of focusing on targeted areas to reduce all types of traffic collisions.

Finding #49:   Given the high number of pedestrian and bicycle collisions, social media and other public information channels should be utilized more frequently and with greater emphasis.

Finding #50:   Collision investigations are primarily managed by Patrol officers, though many of the tasks involved in traffic investigations could be effectively managed by a CSO.

Finding #51:   Currently, all members of the traffic unit are motorcycle officers, except for the Accident Review officer.

Finding #52:   The Department currently transmits collision information to SWITRS by sending hard copies through the mail.

Finding #53:   Many roadway traffic surveys are outdated, limiting the extent of traffic enforcement that can be conducted for Primary Collision Factor (PCF) violations.

Finding #54:   There are 21 Parking Enforcement officers with only two supervisors assigned across three shifts. The addition of a third supervisor would promote cohesion between supervisors and their respective teams and would likely establish a shift/team leadership approach and ensure a proper supervisory span of control of between one and seven personnel.

8.1.10   Professional Standards Division

Finding #55:   Training and background staff are missing continuing professional training and background investigations requirements for some officers and dispatchers, which could cause risk management issues.

Finding #56:   The Department lost 49 officers to resignations between 2016 and 2023.

Finding #57:   The duties of the Policy and Planning Sergeant are numerous and varied for a single person to accomplish.

Finding #58:   The duties of the Audit and Inspection Sergeant are numerous and varied for a single person to accomplish.

8.1.11   Public Safety Center (Jail)

Finding #59:   The Jail's control board, which is outdated and has experienced recurring functionality issues, needs to be replaced. Additionally, more cameras should be installed to cover existing "dead" zones.

Finding #60:   A sworn Sergeant is assigned to Jail operations, although this is not a regulatory requirement under Title 15. Most of the Sergeant's duties involve transporting prisoners to the Alameda County Jail or taking prisoners to a local hospital for medical clearance.

Finding #61:   The Department requires Jail operations to always have three CSOS on duty, with two specifically stationed in the booking area when an arrestee is brought in by an arresting officer, who remains in the booking area throughout the entire booking process.

Finding #62:   A significant amount of sworn staff time is consumed in transporting and booking detainees at the Santa Rita Jail. The requirement for only sworn personnel to handle transportation is a Departmental mandate.

Finding #63:   There is a proposed, staff-recommended, four-team staffing model with 12-hour shifts that is worthy of further consideration and study by the Department.

8.1.12   Technology Unit

Finding #64:   The Technology Unit's leadership is entrusted to a uniformed Sergeant due to specialized project management skills, extensive experience, adeptness in the requisitioning process, and proficiency in technology/software solutions. However, there is currently no succession plan in place for the Sergeant's eventual departure.

Finding #65:   Inefficiencies have been noted in field operations relative to the use of software for report writing. Given the existing software system's instability, field staff opt to write reports using Microsoft Word before returning to the station to upload and complete them.

Finding #66: The online reporting system is underutilized for traffic collision reporting. Embracing advances in technology is imperative in contemporary law enforcement operations.

8.1.13 Property Room

Finding #67: There is a significant backlog of property that needs to be purged that staff are diligently trying to clear. With the daily influx of new evidence and property, the task often seems insurmountable.

Finding #68: The current main evidence facility is prone to flooding, and both the Connex and the "Bulk" storage facility are less than desirable. Photos depicting the exterior facility show it overflowing and lacking adequate storage space.

8.1.14 Records Unit

Finding #69: The Records Unit is currently under significant strain due to an increased volume of California Public Records Act (CPRA) requests.

Finding #70: The professional development of Office Specialist III employees is essential to meet the evolving demands and requirements of their roles.

Finding #71: Implementing ergonomic upgrades to Records Unit staff workstations need could improve employee health and safety, increase productivity, enhance employee wellbeing, and potentially reduce absenteeism.

Finding #72: Staff within the Records Unit are experiencing some internal friction.

8.1.15 Communications Center

Finding #73: Citygate concurs with the issues and recommendations identified in the two recent Communications Center studies (the Berkeley City Auditor's Report and the 2022 Federal Engineering Inc. Study).

Finding #74: The current number of workstations and facility spaces are insufficient to accommodate the existing and additional future staffing; the current space is not conducive to effective dispatch training.

8.2   RECOMMENDATIONS

Citygate's recommendations are designed to serve the Department in its efforts to achieve the following **six goals**:

1. Increasing staffing in some areas and deploying and redeploying staff where and when they are most needed based on accurate and timely data and analysis.

2. In the context of employee wellness and accountability, carefully evaluating the various ancillary duties many employees are assigned, giving particular attention to supervisors who are often being pulled from their supervisory roles.

3. Continuing efforts to track and manage overtime and limiting its use to when it is necessary.

4. Continuing the Department's strong and creative efforts related to data analysis to drive performance and continuous improvement.

5. Continuing the Department's strong focus on employee wellness. A focus on wellbeing not only benefits individual employees but also promotes a healthier work environment, reducing the risk of fatigue and enhancing Departmental morale.

6. Improving employee retention and prioritizing employee morale. The benefits of improving police morale are many, including better service for the community, more community trust in the Department, and a motivated, purposeful workforce.

8.2.1   Employee Survey

Recommendation #1:   Given the percentage of Employee Survey respondents who indicated a willingness to leave the Department within three years, Citygate believes there is a pressing need for the Department to implement strategic retention strategies to foster a more supportive organizational culture and mitigate potential turnover.

8.2.2   Police Beat

Recommendation #2:   Retain the 14-Beat model while continuing to collapse the number of beats to 7 beginning at or about 2:00 am (0200 hours).

Recommendation #3:   The Department's strong data and predictive analysis should dictate where staff are assigned. Periodically review beat activity and workload demand and adjust as necessary.

8.2.3   Overtime

Recommendation #4:	Continue to record, analyze, and manage overtime to reduce the likelihood of employee fatigue and burnout.

8.2.4   Administrative and Fiscal Services

Recommendation #5:	By **adding a Senior Management Analyst** and an Associate Management Analyst (which can likely be filled by promoting one of the three existing Assistant Management Analysts), Citygate believes the Unit can keep better pace with work demands while also creating a career ladder, which is critical given that the current Administrative and Fiscal Services Manager will be eligible to retire over the next two years.

8.2.5   Internal Affairs Bureau

Recommendation #6:	Given the number of complaints received by the Internal Affairs Bureau (IAB), the time constraints related to completing investigations, and many other administrative demands—including those required of the Director of Police Accountability and outlined in the City Charter, which often involve significant IAB staff time— Citygate recommends that the Department add one clerical support staff position to the IAB.

8.2.6   Use of Force

Recommendation #7:	Given the number of reported Level 1 uses of force in Berkeley—in which a subject did not experience more than temporary discomfort— Citygate recommends the City and Department modify their reporting requirements to those more in line with the policies of the cities of Fremont, Hayward, Richmond, San Leandro, and Santa Clara, whose Lexipol-created policies comply with both state and federal law.

8.2.7   Operations Division

Recommendation #8:	Restore Patrol staffing by adding 15 additional officers—four officers each to teams 1, 2, and 3; and three officers to Team 7—bringing the total from the current 58 to 73. It is Citygate's understanding that these additional positions are funded but not currently filled. The added staffing would reduce the need for Patrol overtime, which would reduce the likelihood of fatigue and burnout while affording officers

the ability to take time off without the need to "sell" shifts. *[Note: "Selling" a shift occurs when Patrol minimum staffing is reached, and Patrol officers want time off. They are generally allowed such time off only if they can find another officer to fill in for them on an overtime basis.]*

Recommendation #9: Add five CSOs (Citygate understands these positions have already been funded) to support Patrol officers on weekday morning and evening shifts. Given existing call demands and committed time, Citygate believes the Department should strategically deploy five Patrol CSOs to match those times of day and days of week where Patrol time is most obligated currently (Day Shift and Swing Shift), which would help to reduce the committed time of Patrol officers, affording them more time for community engagement and to be proactive while also ensuring greater availability to respond to emergencies and cover assignments.

Recommendation #10: CSOs should be trained to take many non-emergency calls and write related reports, recover stolen vehicles and found property, tow abandoned vehicles, retrieve and download video evidence, transport witnesses and victims, etc.

Recommendation #11: After staffing is added to Patrol, create a team of five officers led by one Sergeant that can be flexibly deployed to quickly address most any emerging public safety issue, which might include organized retail theft, robberies, carjackings, etc. Such a team might also serve as a field resource for detectives. This team should also be one that can move rapidly across shifts and days of the week to address issues identified in the Department's strategic analysis of crime.

Recommendation #12: The Department should continue to closely evaluate Patrol spans of control; call patterns, including the number, location, and types of calls; response time; unobligated (available) police time; and call-handling (on-scene) time. These factors are essential in assessing Patrol's staffing needs now and in the future. Further, even though call volume may remain stable in future years, call-handling time—and the nature/type of such calls along with other operational work demands—may suggest the need for more staff and/or the redeployment of existing staff to ensure Patrol can meet the service expectations of City residents.

Recommendation #13: When the Community Services Bureau's PIO and Strategic Analysis Team are transferred to the Chief's Office, the Bike Team should be realigned under the Community Services Bureau, where the Community Services Bureau Lieutenant can provide oversight, thus relieving a Patrol Lieutenant from this responsibility.

8.2.8 Investigations Division

Recommendation #14: If, at full staffing, the recommended Patrol team is found to be overwhelmed and insufficient to manage narcotics investigations, the Department should consider creating a team comprised of detectives and a Sergeant to investigate narcotics offenses.

Recommendation #15: Investigations Division Supervisors and managers should make broader use of the existing case management system within the current records management system to better track cases assigned to detectives. Each unit supervisor should be able to see the caseload carried by each detective in real time, including the number of open, closed, pending, and cleared cases.

Recommendation #16: **Add a full-time, Real-Time Crime Analyst** to support both Patrol and Investigations. This position will focus on rapidly operationalizing data to officers in the field and detectives working active cases.

Recommendation #17: Construct a "soft" interview room for interviewing victims and witnesses of certain sensitive crimes. Such rooms can be used by survivors of crime, domestic abuse, sexual assault, and children in traumatic situations.

Recommendation #18: Develop a training matrix for Investigations. The training matrix should include a formal training program for newly assigned detectives and a list of POST/ICI training courses required for each detective.

Recommendation #19: Create a plan to reduce the number of daily trips detectives make to the crime lab in Richmond. The addition of a CSO (or a retired annuitant) could relieve detectives from having to make frequent trips to Richmond for evidence pickup and drop-off.

Recommendation #20: Purchase software to install on additional computers in the Investigations Division that would allow detectives to review, save, and copy video footage from all available sources within the City— including City-owned street cameras, officer body-worn cameras, and

private cameras in situations where the owners have given the Department access.

Recommendation #21: Consider hiring a cold case detective, potentially a retired annuitant, to investigate cold cases.

Recommendation #22: Consider **adding a second School Resource Officer** to Berkeley High School given the extensive workload of the current SRO.

Recommendation #23: **Add one additional Crime Scene Technician** to the current staff of four.

8.2.9 Traffic Bureau

Recommendation #24: The Department should endeavor to **fully staff the Traffic Bureau** so that it can handle most (if not all) injury collisions, as well as **increase education and enforcement efforts** in traffic safety. These changes would significantly free Patrol personnel to focus on their primary responsibilities.

Recommendation #25: Create a structured plan for targeted enforcement and educational initiatives based on analyzing variables associated with high crash data from the Office of Traffic Safety (OTS) and the Traffic Injury Mapping System (TIMS).

Recommendation #26: Continue to expand the use of statistical data for deployment of Traffic Unit personnel.

Recommendation #27: Expand the use of social media to inform the public of traffic safety and enforcement efforts to enhance their impact on driving behavior. Use of social media and other approaches to promote bicycle and pedestrian safety and enforcement efforts could also be effective. *[Note: At the time of Citygate's writing of this report, the Public Information Officer was being moved to the Office of the Chief as part of a new Office of Strategic Communications.]*

Recommendation #28: **Add a civilian CSO** to conduct or aid in collision investigations and traffic educational/safety presentations. This would be more cost-effective than an additional Traffic Unit officer and would allow for increased traffic enforcement by current Traffic Unit officers.

Recommendation #29:   Build the Traffic Unit comprising both Motorcycle officers and Patrol cars. Traffic enforcement and collision investigation can be effectively conducted using either a car or a motorcycle.

Recommendation #30:   Consider working with an OTS Law Enforcement Liaison to acquire an Allied Agency Reporting Service (i.e., Crossroads) via grant.

Recommendation #31:   The Traffic Bureau should collaborate with the City Traffic Engineer to update outdated traffic surveys.

Recommendation #32:   Consider appointing an additional supervisor within the Parking Enforcement Unit to mitigate the current extensive span of control and decrease overtime.

Recommendation #33:   At current (reduced) staffing levels, consider expanding the workload and responsibilities of the Traffic Unit Lieutenant or reallocating the position to a role where it can be more effectively utilized. At full staffing, Citygate believes the Lieutenant's position is justified.

8.2.10   Professional Standards Division

Recommendation #34:   To reduce unnecessary resignations, the Department should consider establishing a Retention Team with members from several different units to review and evaluate exit interviews. The committee can identify preventable reasons for resignations and make recommendations to improve employee retention.

Recommendation #35:   When the Policy and Planning Unit is transferred during the Department's planned reorganization, the roles and responsibilities of the Sergeant should be more narrowly focused to allow for the successful completion of all assigned duties. If additional responsibilities are included, consideration should be given to adding a clerical support position.

8.2.11   Public Safety Center (Jail)

Recommendation #36:   The Department should proceed with securing a contract for an architect to upgrade the control board, add cameras, and potentially expand the size and functionality of the Booking Room at the Jail facility.

Recommendation #37: Consider creating a civilian manager position and reassigning the sworn supervisor to oversee the Property Room (as per the property recommendation) or reallocating the Sergeant to address a higher-priority need for sworn supervision.

Recommendation #38: Consider reducing the requirement to always have three CSOs on duty, given that the booking officer is required to remain in the booking area during the processing of an arrestee.

Recommendation #39: Consider a change to the current requirement that does not allow CSOs to transport prisoners. Such a change would necessitate additional training for the CSOs but would reduce overtime and the need for two sworn staff members during transportation.

Recommendation #40: Consider further study of a four-team, 12-hour shift model for Jail operations. Citygate believes this model could potentially increase the number of CSOs on-duty, providing opportunities for CSOs to aid in prisoner transportation, patrol duties, or other assigned responsibilities.

8.2.12 Technology Unit

Recommendation #41: Evaluate the number of responsibilities managed by Technology Unit staff. Consider reducing service levels or adding more staff.

Recommendation #42: Consider appointing a full-time civilian information technology specialist to oversee the Technology Unit rather than relying on a sworn Sergeant. This transition will ensure stability, expertise, and continuity in navigating the Department through the ever-evolving technology field.

Recommendation #43: Consider investigating alternative software solutions for all facets of police operations. Prioritizing the convenience of retaining current software vendors should not overshadow the importance of advancing operational efficiency.

Recommendation #44: Consider adding categories such as Non-Injury Traffic Accidents, Non-Injury Hit-and-Run Traffic Accidents, and Non-Injury Single-Vehicle-Property-Damage-Only Traffic Accidents as options within the online reporting system. Software solutions offered by companies like

LexisNexis can facilitate this initiative.[23] By diverting or referring more calls for service to online reporting, the Department would likely create more available time for officers in Patrol—which could ultimately help to reduce overtime usage within the Department.

8.2.13   Property Room

Recommendation #45:   The Department could enhance its efficiency by establishing a short-term, dedicated task force to address the evidence backlog and improve and streamline the organization of evidence and property rooms. The Unit's ongoing, permanent staffing should consist of one Supervisor, two full-time Specialists, and one part-time staff member capable of providing support for both planned and unplanned absences and conducting periodic audits.

Recommendation #46:   The Department should conduct a thorough assessment of the current state of property and evidence facilities including the physical infrastructure, storage capacity, security measures, and compliance with current standards. The Department should also consider a POST review of current evidence practices, procedures, and policies.

Recommendation #47:   Citygate has provided Property and Evidence staff with the POST Property and Evidence Function's Agency Self-Evaluation (revised February 2022) and recommended that the Supervisor and staff review it annually. Given the sensitive nature of evidence, effective risk management requires thorough oversight and rigorous control measures.

8.2.14   Records Unit

Recommendation #48:   The Department would benefit from staffing the Records Unit with an Office Specialist I to manage the increased volume of CPRA requests. Adding such an entry-level specialist would help existing staff meet their work demands.

Recommendation #49:   Consider enrolling both Office Specialist III positions in the POST 40-hour Records Supervisor Course to support their professional

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[23] A prototypical model can be found in the City of Fullerton's online Traffic Collision Report page, which currently includes these types of online reporting collisions and allows users to obtain a collision report online.

Section 8—Summary of Personnel Priorities and Findings and Recommendations

development and to assist in meeting some of the requirements outlined in their job specifications.

Recommendation #50: The ergonomic features and capabilities of workstations, along with workstation and workflow analysis, should be assessed and tailored to enhance operational efficiency.

Recommendation #51: There are numerous resources available for team building, and one particularly effective resource for fostering team trust and performance is Patrick Lencioni's book, *The Five Dysfunctions of a Team: The Official Guide to Conducting the Five Dysfunctions Workshops for Teams and Team Leaders*. The Department should contemplate appointing a trusted executive team leader to implement some of the facilitated learning outlined in the book.[24]

8.2.15 Communications Center

Recommendation #52: New recruitment and retention efforts for dispatchers should be continued.

Recommendation #53: Consider prioritizing the planning and acquisition of additional floor space and workstations to meet current and future needs of the PSAP. The Department should consider utilizing another City-owned facility or reconfiguring the adjoining office space (Bike Unit) for expansion.

Recommendation #54: Consider **increasing Supervisory Public Safety Dispatcher staffing from four to six** to ensure proper leadership and supervision for all shifts.

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[24] https://www.tablegroup.com/product/facilitators-guide