

Corona Police Department

An Independent Review of Enforcement Operations and Management

FINAL REPORT

November 15, 2019

Confidential and Proprietary

CITY OF CORONA
POLICE DEPARTMENT



HILLARD  HEINTZE
A JENSEN HUGHES COMPANY



November 15, 2019

Chief George Johnstone
Corona Police Department
730 Public Safety Way
Corona, California 92880

Dear Chief Johnstone:

Please find attached our comprehensive assessment of the Corona Police Department's operations and management, which includes a comprehensive patrol staffing study. This assessment recognizes that residents of the City of Corona, employees and other City stakeholders are happy and proud of their police department. The general consensus is that the CPD is professional, well-liked and responsive to the community's needs.

This assessment provides a strategic framework for the Corona Police Department to build upon its reputation for the next several years, including recommendations for engaging in responsible growth, leveraging professional staff and improving the use of available technology for decision making.

This report is a confidential and proprietary work document between Hillard Heintze and the Corona Police Department. Thank you again for this opportunity to serve as your trusted advisor. We look forward to discussing this report with you.

Sincerely,
HILLARD HEINTZE LLC

A handwritten signature in cursive script that reads "Arnette Heintze".

Arnette F. Heintze
President, Jensen Hughes Global Security
Founder, Hillard Heintze



Table of Contents

| | |
|--|-----------|
| EXECUTIVE SUMMARY..... | 5 |
| OVERVIEW OF THE CORONA POLICE DEPARTMENT..... | 9 |
| CURRENT VISION, MISSION, VALUES AND STRATEGY..... | 10 |
| FIELD SERVICES AND PATROL OPERATIONS..... | 13 |
| FLEX Team..... | 14 |
| Community Service Officers..... | 14 |
| Explorer Program..... | 14 |
| Cadet Program..... | 15 |
| Ancillary Roles..... | 15 |
| INVESTIGATION SERVICES DIVISION..... | 16 |
| Detective Bureau..... | 16 |
| Professional Standards Unit..... | 17 |
| SUPPORT SERVICES DIVISION..... | 18 |
| Dispatch Communications Center..... | 18 |
| Records Section..... | 20 |
| Recruitment and hiring..... | 20 |
| Training..... | 21 |
| COMMUNITY POLICING AND PARTNERSHIPS..... | 22 |
| Community Policing..... | 22 |
| Community Partnerships..... | 23 |
| Outreach to Those Experiencing Homelessness..... | 23 |
| Family Services Partnerships..... | 24 |
| Transparency and Public Information..... | 25 |



| | |
|---|-----------|
| TECHNOLOGY AND INFORMATION SHARING..... | 27 |
| Records Management System..... | 27 |
| Crime Analysis..... | 27 |
| Other Information Technology..... | 28 |
| PROFESSIONAL STANDARDS, ACCOUNTABILITY AND TRAINING..... | 30 |
| Report Supervision..... | 30 |
| Performance Reviews..... | 30 |
| Complaint Processing..... | 31 |
| Early Intervention..... | 32 |
| PATROL STAFFING ANALYSIS..... | 33 |
| The Four Approaches to Determining Workforce Levels..... | 33 |
| Patrol Operations in the City of Corona..... | 37 |
| Examining Calls for Service..... | 39 |
| Shift Relief Factor..... | 44 |
| Police Work Schedules..... | 47 |
| Continuity of Command..... | 49 |
| Managing Demand for Police Services..... | 50 |
| Alternative Responses to Traffic Accidents..... | 51 |
| STRATEGIC RECOMMENDATIONS..... | 54 |
| 1 Guide Responsible growth of the department..... | 54 |
| 2 Leverage Professional staff to fulfill non-emergency response issues..... | 55 |
| 3 Improve the CPD’s Recruiting and Hiring Efforts..... | 55 |
| 4 Reinforce the CPD’s commitment to Community Policing..... | 56 |
| 5 Continue to Invest in the professional Development of Department Personnel..... | 56 |
| 6 leverage the use of Information Technology and Information Sharing..... | 57 |
| 7 Improve the department’s Accountability system..... | 58 |
| 8 Reevaluate Case Assignments and Work Hours to Better Fit the City’s Needs..... | 58 |



Executive Summary

STRATEGIC CONTEXT

In 2018, the City of Corona asked each City department to cut their budgets by seven percent for the 2018-2019 fiscal year to reduce the City's overall budget expenditures. As a result, the Corona Police Department (CPD) eliminated 14 vacant sworn officer positions and three professional staff positions, reducing the authorized sworn staff from 162 to 148. The City reported that eliminating the vacant positions and reducing overtime in the police department saved more than \$3 million.

These cuts resulted in the reduction of authorized staff levels, as well as changes to benefits for professional staff, such as changes to overtime rules and healthcare contributions. Many professional staff members' overall compensation subsequently shrunk.

Recently, the City authorized the Department to replace one budget manager position and add two community service officers, three police officers and one sergeant in the 2019-2020 fiscal year budget, but the CPD's staffing numbers are below what they were two years ago prior to the City of Corona's budget request. At the same time, the CPD is beginning to undergo its strategic planning process for the next several years.

An additional key data point is that Proposition 47 reclassified certain theft and drug possession offenses from felonies to misdemeanors. It also allowed defendants currently serving sentences for these offenses to petition courts for resentencing. It appears Proposition 47 has compounded the impact of the 2018 staffing cuts to the CPD's operational capacity, as it and other police departments across California have had to confront the impact it apparently is having on crime, calls for service and individuals experiencing homelessness, noting that Corona's violent crimes increased from 2017 to 2018.

ASSIGNMENT

The City of Corona asked Hillard Heintze to assist the CPD in developing an organizational strategy that outlines five-year goals for the Department with a specific set of objectives and a plan for implementation of the first three years of the plan's timeframe. This includes an assessment of various functions of the Department, as well as a patrol staffing analysis that recognizes adequate free patrol time is needed for officers to work proactively to prevent crime and conduct community-oriented policing activities.



METHODOLOGY AND APPROACH

Six Key Principles

Emerging from our experiences as leaders in a variety of law enforcement-related fields, the Hillard Heintze methodology is based on the following six strategic principles.

- 1 Independent and objective analysis
- 2 Solicitation of multiple perspectives and viewpoints
- 3 An acute focus on collaboration and partnership
- 4 An information-driven, decision-making mindset
- 5 A structured and highly disciplined engagement approach
- 6 Clear and open lines of communication

An Intensive Approach

During this engagement, the Hillard Heintze assessment team engaged in the following activities.

- Conducted over 70 interviews, including with:
 - Command staff
 - Supervisors
 - Patrol staff
 - Professional staff
 - Government officials
 - Eleven external stakeholders
- Reviewed the Department's new computer-aided dispatch (CAD)/records management system (RMS)
- Observed the Department's monthly Management and Comp-Stat Meeting
- Reviewed policies, procedures and other documents related to the Department's operations
- Reviewed data related to reported crime, arrests and traffic statistics, as well as personnel data such as data that pertained to overtime
- Conducted a comprehensive patrol staffing study that analyzed factors including:
 - Calls for service
 - Use of benefit time
 - Training time
 - Work schedules
 - Minimum staffing requirements.



THE HILLARD HEINTZE ASSESSMENT TEAM

Hillard Heintze is one of this nation's foremost strategic advisory firms specializing in independent ethics, integrity and oversight services – with a special focus on federal, state and local law enforcement agencies, including police departments, sheriff's departments and internal affairs bureaus. We provide strategic thought leadership, trusted counsel and implementation services that help leading organizations target and achieve strategic and transformational levels of excellence in law enforcement, security and investigations. Many of our team members have been responsible for leading the significant transformation of many major city police departments and law enforcement agencies.



Rob Davis, Senior Vice President, Law Enforcement Consulting, Project Oversight

Robert Davis is an innovative national leader in policing and public safety with extensive experience assessing federal, state and local law enforcement agencies. Rob served in a variety of capacities during his 30 year-career with the San Jose Police Department, including as the Chief of Police for seven years. As chief, Rob served as the President of the Major Cities Chiefs Association. He provided consulting services for the U.S. State Department, traveling to Central and South America to provide training in community policing methods addressing gang prevention, intervention and suppression. Since retiring from San Jose, Rob has been involved in numerous assessments of police departments across the nation, including serving as the Project Director for Hillard Heintze's U.S. Department of Justice Collaborative Reform Initiative for Technical Assistance contract.



Robert Boehmer, Esq., Vice President, Law Enforcement Consulting

Robert Boehmer is an experienced facilitator, trainer and public speaker, with expertise in collaborative problem solving, community policing, partnership development and information sharing. For the past several years, he has been facilitating sessions for the Department of Homeland Security's Building Communities of Trust Initiative, focusing on developing trust among law enforcement, fusion centers and the communities they serve. As a Vice President in the Law Enforcement Consulting practice at Hillard Heintze, Robert manages complex law enforcement assessments and helps police agencies transform their organizations and adopt national best practices and industry standards central to improving accountability, transparency and community trust.



Ed Medrano, Subject-Matter Expert

Edward Medrano currently serves as the Chief of the Division of Law Enforcement, for the California Department of Justice. Prior to that, he was a City Manager for two years and a Chief of Police for eleven years. He also has served as the President of the California Police Chiefs' Association; Executive Chair for the Los Angeles Regional Criminal Information Clearinghouse and an Adjunct Professor at USC Sol Price School of Public Policy. Throughout his law enforcement career, Chief Medrano has been involved in all facets of police work and is a strong advocate of community-police partnerships that enhance public safety while increasing community trust.



Dr. Alexander Weiss, Lead Researcher

Dr. Alexander Weiss (Ph.D., Northwestern University) has over 30 years' experience as a public safety practitioner, researcher, trainer, and consultant. He was director of the Northwestern University Center for Public Safety and Professor of Management and Strategy at the J.L. Kellogg Graduate School of Management at Northwestern. He currently is adjunct professor of criminal justice at Michigan State University. Prior to his appointment at Northwestern, Alex was a member of the faculty of the department of criminal justice at Indiana University, Bloomington. During that time, he served as a senior advisor to the Indianapolis Police Department. Dr. Weiss has 12 years of experience with law enforcement agencies in Colorado. During his tenure with the Colorado Springs Police Department, he served as a field supervisor and directed the then newly created operations analysis unit. Weiss earned a Doctorate in Political Science from Northwestern University in 1992, a Master of Public Administration from the University of Colorado in 1984 and a Bachelor of Arts from Colorado Technical College in 1978.



Overview of the Corona Police Department

History of Corona, California

The City of Corona in Riverside County was incorporated in 1896 and currently covers almost 39 square miles. The City experienced rapid growth over several decades and grew from 37,791 residents in 1980 to over 168,000 in 2018. While the growth rate has slowed, the City estimates a one-percent annual growth rate in the foreseeable future. Corona's population is currently 41.90 percent Hispanic, 38.20 percent white, 12.5 percent Asian, 3.9 percent identified as other and 3.5 percent black.

Community Concerns and Issues

According to the Corona Police Department's (CPD) recent data, violent crime reached its highest point in 2007 with 339 crimes. By 2018, violent crimes had decreased 22.1 percent to 264 violent crimes. However, violent crimes increased by 18 percent between 2017 and 2018 alone, going up from 223 to 264. For property crimes, Corona experienced a high of 4,533 in 2004, with a 28 percent decrease to 3,264 property crimes in 2018. Property crimes decreased slightly between 2017 and 2018 from 3,297 to 3,264. In 2018, patrol officers responded to over 46,000 calls for service, which are defined as calls in which someone requested police service and officers are dispatched. This does not include officer-initiated activity such as traffic stops.

The main crime and quality of life issues interviewees raised are homelessness, increased traffic and the perceived increase of gang graffiti. Interviewees noted that spaces where individuals experiencing homelessness gather are growing, but they alleged the City does not have an overall strategy to address the issue. Interviewees indicated traffic is a concern for residents in Corona because of the city's location. Drivers from nearby expanding cities have begun driving through Corona at higher rates and Corona residents have become stressed as a result. Some also expressed concerns about response times for lower-level calls for service like not-in-progress burglary incidents, traffic accidents and interactions with individuals experiencing homelessness.

Department Organization

A Chief of Police leads the CPD and reports directly to the City Manager. Three captains report to the Chief of Police and lead the three divisions of the Department: Field Services Division (FSD), Investigative Services Division (ISD) and the Support Services Division (SSD). The CPD's annual report notes that the Department includes 148 sworn officers, 59 full-time professional staff and 30 part-time professional staff. The Department receives help from 30 volunteers. Of the sworn officers, 93 are assigned to the FSD and patrol duties, 34 to the ISD, nine to the SSD and 11 to the Traffic Bureau. Most of the professional staff members are housed in Support Services, with 25 full-time and two part-time individuals assigned to the Dispatch Center and nine full-time and two part-time individuals assigned to records management.



Current Vision, Mission, Values and Strategy

The CPD's mission, vision and values are stated in the Department's Policy Manual and referred to in its strategic plan. The Department adopted its last five-year strategic plan in 2012 and typically updates it annually. The last update occurred in February 2017, prior to appointment of the new Chief in September 2018. During the assessment, the Department completed a revised draft mission, values and strategy that it did not release pending the outcome of this assessment.

Corona Police Department's Essential Statements

Mission Statement

Ensure the safety and security of the public through strong community partnerships and excellence in policing.

Vision

We will accomplish our mission by remaining proactive in our partnerships with the community, enforcement of the law, training, and commitment to excel as an organization.

Values

We value all members of our organization and our community. We are committed to providing exceptional public service, and do so with Integrity, Respect, Accountability, and Teamwork.

Pillars of Success

- **Integrity** – Being truthful and ethical is what we do, what we say, and what we say we do in both our personal and our professional lives.
- **Respect** – We are committed to our profession and will always respect one another and the community that we serve.
- **Character** – We never compromise our integrity. We will maintain a strong work ethic and be trustworthy, accountable, and dependable.
- **Teamwork** – When we work together to achieve our mission, the department and community will grow stronger. Together, we are better.
- **Service** – We are loyal and committed to our community, to our profession, and to each other.



The Department is in the process of developing a new five-year strategic plan. The current plan states that the CPD uses Comp-Stat policing practices to remain proactive in addressing the needs of the community. The plan identifies its primary themes in the following manner.

- “Maintain efficient staffing levels and excellent response times in order to effectively address crime.”
- “Provide exceptional service to our community. Provide strong private and public relationships for joint partnerships for ‘force multiplication’ efforts.”
- “Utilize technology with a focus on efficiency and community connection.”
- “Enhance partnerships and transparency with the community we serve.”
- “Continue to evaluate current department procedures and practices through regular audits and examination.”

Several interviewees noted that the Department has “excellence in policing” stenciled on their patrol vehicles, but they feel that no one communicates to them what this is supposed to mean. While this phrase is used in the Department’s articulated mission statement, it may be left up to interpretation. The current Chief recognizes this concern and began efforts to communicate the vision of excellence in policing. As the Department reviews its vision and mission statements, leadership may consider using and defining this phrase in those statements.

The Department’s 2017 update of the plan outlined seven overall goals, which are paraphrased below.

- 1 Prevent and suppress crime
- 2 Maintain adequate staffing ratios
- 3 Maintain an emergency response time within five minutes
- 4 Facilitate radio interoperability and enhance technology
- 5 Maintain and enhance partnerships with the community
- 6 Ensure fiscal efficiency
- 7 Continue ongoing Department review of practices, procedures and policies

The Department has reported significant progress in meeting these goals. For example, the Department implemented its new CAD/RMS in July 2019. With the budget cuts in 2018, the Department did not meet its goal of maintaining staffing ratios, but the City is currently making efforts to restore positions to the Department. As part of our assessment, we reviewed the Department’s progress on meeting these goals and provided guidance on the development of goals for the upcoming strategic plan.



During our assessment and interviews, command staff identified several priority areas they hoped could be included in the strategic plan, such as the following.

- 1 Guide the Department's responsible growth
- 2 Better leverage professional staff to fulfill non-emergency response duties
- 3 Increase technology and the efficient use of technology
- 4 Adjust staffing based on an evidence-based staffing study
- 5 Follow a roadmap that includes work that can be done right away and in the future

The Department's current strategic plan, as well as these priority areas, provide additional context for this assessment.



Field Services and Patrol Operations

The FSD is the largest division in the Department and includes Patrol Operations. A captain oversees the FSD with support from four lieutenants, who in turn oversee the four patrol zones, and an administrative sergeant, who oversees fleet management and media relations, among other duties. The FSD employs 93 sworn officers and includes:

- Patrol
- Community Service Officers (CSOs)
- Canine
- Mobile Field Force
- Post-Release Accountability and Compliance Team (PACT)
- Mounted Unit
- FLEX Team
- Special Response Team (SRT)
- Jailers
- Homeless Outreach Psychological and Evaluation (HOPE) Team
- Honor Guard
- Helicopter contract/observer
- Explorers

Twelve sergeants are assigned to Patrol Operations and oversee 10 corporals and 65 police officers, including those officers in the specialty assignments noted above.

The Patrol Unit is organized around three 12.5-hour shifts starting at 6 a.m., 6 p.m. and 2 p.m. For the Department's purposes, the City is divided into four zones. One lieutenant is assigned to each zone and is responsible for coordinating patrol services in that zone. The four lieutenants work on shifts Sunday through Wednesday or Wednesday through Sunday, which ensures that a lieutenant is available every day. Lieutenants work the day watch (6 a.m. to 4 p.m.) or the cover watch (3:30 p.m. to 1:30 a.m.) and serve as the watch commander when they are on duty. Between 1:30 a.m. to 6 a.m. when lieutenants are not on duty, a sergeant serves as the watch commander.

Under this system, a lieutenant is responsible for a zone and a shift, and they must work together to ensure that issues not corresponding directly to this model are addressed. For example, a problem occurring at night in a particular zone might be assigned to a day-shift lieutenant responsible for that zone, but implementation of the strategy may rest with a night-shift lieutenant not assigned to that zone.

In addition to the lieutenants, two field sergeants work on each shift except for the overlap shifts. The sergeants are not responsible for any specific geographic area but have officers assigned to them for performance evaluations, personnel investigations and other matters. Assigning specific subordinates to sergeants on a full-time basis is a good practice consistent with unity of command principles to ensure officers are working toward the same objective. Further detail regarding patrol staffing can be found in the Patrol Staffing Analysis.



In its strategic plan, the Department cited the goal of having a minimum of one officer-per-thousand residents as its method of evaluating staffing numbers. Our comprehensive staffing analysis systematically analyzed patrol staffing needs based on actual workload demand, while also accounting for the Department's service preferences, such as the amount of time the Department expects a patrol officer to be responding to calls for service versus the officers' time spent patrolling or making community contacts. We include further details regarding the staffing analysis at the beginning of page 33.

FLEX TEAM

Other CPD activities impact patrol staffing numbers. For example, the CPD's use of the FLEX Team can impact the number of calls for service assigned to patrol and how they are handled. The FLEX Team is a unit in the FSD and usually includes a sergeant and three officers. The FLEX Team's role is to support patrol officers in facilitating problem-solving efforts throughout the community through community-policing initiatives and crime suppression operations. The FLEX Team's primary objective is to address and respond to community needs and concerns without having to respond to traditional calls for service. In the past, the FLEX Team has been used to address concerns regarding those experiencing homelessness, conduct surveillance and serve warrants, among other duties. The FLEX Team has an adjustable schedule to address issues as they arise.

The Department temporarily disbanded the FLEX Team as a part of the budget cuts in 2018. However, the City Manager authorized the Team in the 2019-2020 budget and the Department is in the process of reinstating it, although the Department cannot fill those positions until it is able to successfully recruit new officers to fill the positions FLEX Team members vacated. Once the Team is formed, officers will be assigned to it on a rotating basis to allow other officers to gain experience over time.

COMMUNITY SERVICE OFFICERS

The Department employed two CSOs at the time of our assessment. CSOs take crime reports for not-in-progress low-level crimes, respond to alarm calls and write traffic accidents reports. At one point, the Department had 10 CSOs who could conduct activities that often burden patrol officers. Interviewees described the CSO program as a huge benefit to sworn staff and saw it as a path to become a CPD officer. The Department recently received authorization to hire two more CSOs, which would bring its total to four. CSOs may be assigned to patrol or other duties as determined by the Chief.

EXPLORER PROGRAM

The Explorer program provides young men and women the opportunity to gain valuable training and experience in law enforcement. While the Explorers do not perform police duties, they assist the Department with community services such as traffic control, fingerprinting children as a public service and assisting with community events.



CADET PROGRAM

The CPD operates a Police Cadet Program. According to Policy 1048, cadets work under direct supervision and perform a variety of routine and progressively more advanced tasks in an apprenticeship program that prepares them for a career in law enforcement. Several Department members we interviewed started their CPD careers as cadets. The current Chief started as a cadet at another Department, and the previous chief began his career as a cadet in the CPD. At one point, the Department had 17 cadets in its program. They currently employ three cadets and expect to expand that to seven cadets soon. Cadets can also provide some services that free up police officers' time for patrol activities.

ANCILLARY ROLES

All lieutenants and sergeants at the Department are assigned ancillary duties, many of which were duties previously assigned to professional staff. Ancillary duties for lieutenants include, but are not limited to leadership development, bike programs, CSO and Jail operations, building maintenance liaison, honor guard and the Unmanned Aerial Systems (UAS) Program. Sergeants have been assigned ancillary duties such as office cleanliness, use-of-force tracking, the Corporal Development Program and the Patrol Bike Program.

It is not unusual to assign supervisors to such ancillary roles, but some duties such as building and radio maintenance, fleet management, grants management and purchasing are more appropriate to be assigned to professional staff. Although the Department restored a management position to the Department to handle some fiscal issues, leadership should consider adding professional staff to assist with administrative and other tasks to enable the Department to put more officers on the street.



Investigation Services Division

A captain, who reports to the Chief of Police, oversees the ISD. The Division is composed of the Detective Bureau, the Family Services Division and the Traffic Bureau, which a lieutenant who reports to the captain oversees. ISD also houses the Professional Standards Unit, which is staffed by one sergeant who reports directly to the Captain.

DETECTIVE BUREAU

The Detective Bureau investigates complex cases that Patrol Operations refers and includes seven detectives assigned to crimes against individuals and six detectives assigned to property crimes. The sergeant in charge of property crimes also oversees the property and evidence function. The sergeant in charge of crimes against individuals oversees the crime scene technicians. Detectives can be assigned to the Vice-Narcotics Unit, the Riverside County Gang Task Force, the U.S. Drug Enforcement Administration (DEA) and a regional Homeland Security Task Force. The four sergeants assigned to these duties report to the lieutenant.

Once detectives are assigned to the ISD, they are granted permanent status and do not rotate out of their positions. While permanent assignment to this division can result in a well-experienced cadre of detectives, it results in patrol officers having limited access to more than preliminary investigations, thereby limiting their skill development.

The Department is considering instituting a Department-wide mandatory rotation program to help enhance all policing skills. Current detectives would be “grandfathered” into current roles so they may remain until they are promoted, or they transfer, retire or leave the Department. New detectives would be subject to the new rotation policy. This would give patrol officers an opportunity to rotate out of patrol. With the rotation program in place, more officers will gain experience in investigations and can apply those skills in the field during patrol assignments and leverage them to become promoted.

Detectives work four 10-hour shifts and because they are subject to being called back to work on their days off for certain incidents, the Department provides them take-home cars. All detectives are assigned to the day shift, generally working from 7 a.m. to 5 p.m. One-half of the detectives works Monday through Thursday, while the other half works Tuesday through Friday. The Department should consider adjusting the detectives' days off and work hours to ensure some detectives work in the evening and weekends for broader coverage.

Most cases start with a patrol officer responding to the scene of an incident. Patrol officers are responsible for the preliminary investigation to determine whether a crime has occurred, gather initial information, take immediate law enforcement actions, as necessary, and determine whether additional investigative resources are necessary. Patrol officers complete case reports and submit them to their sergeants for review. If patrol officers have time, they are encouraged to take the investigation of cases as far as they can.



The new RMS should be more efficient for monitoring case progress, as the older system was out of date and inefficient. Prior to implementing the Department's new RMS, patrol sergeants screened cases to determine which should be sent to the detectives. At that point, the detective sergeant would review the cases and assign them to detectives. With the older system, this screening was helpful in that it limited what the detective sergeant needed to review.

Now that the new RMS automates case reports, the detective sergeant takes on a bigger role in screening cases for solvability and then assigning them to detectives. We learned that the detective sergeant reviews the cases for solvability, but a written procedure to guide that process does not exist.

PROFESSIONAL STANDARDS UNIT

Staff in the Professional Standards Unit investigate complaints from members of the public and Department members concerning police personnel's performance, demeanor and behavior. They also investigate risk management issues and conduct internal audits. A sergeant who reports to the ISD captain oversees this unit.

Several interviewees believed this task should be assigned to a lieutenant or another higher-level supervisor. This is particularly important for when a supervisor is subject to an investigation. Currently, during an investigation of a fellow sergeant, a lieutenant must sit in on the interview. The Department should consider permanently assigning a lieutenant to this function.

It is a best practice for the person in charge of internal affairs to report directly to the chief or assistant chief. In nearby police departments in Irvine, Chino, Redlands and Ontario, the internal investigations units report directly to the Chief or Deputy Chief. Most departments assign a lieutenant or someone of higher rank to lead these units.

The sergeant in charge of professional standards also manages the Department's facility, janitorial contract and department radios. These are duties that are more appropriate for professional staff, rather than sworn staff. Additional information regarding professional standards and accountability can be found in the Professional Standards, Accountability and Training section.



Support Services Division

A captain leads the Support Services Division, which includes the Department's 911 Dispatch Communications Center, Records Section, Animal Control, and the Training and Personnel Division. A sergeant oversees Training and Personnel and one support services manager oversees the Records Section and its 11 professional staff members, the Dispatch Communications Center and its 25 professional staff members and Animal Control and its nine professional staff members. Overall, while some supervisors are in the support services manager's chain of command, the span of control is large. Training and Personnel's responsibilities include community relations, training, hiring, overseeing the gun range, and managing volunteers and cadets. Six sworn personnel handle this function, including one sergeant.

Animal Control does not fit well with the Records and Dispatch functions. We suggest moving it to the FSD, as it operates more as a resident-facing service rather than as a support function.

DISPATCH COMMUNICATIONS CENTER

The CPD's 911 Dispatch Communication Center is the largest function in the SSD and it provides 24-hour service in answering all emergency and non-emergency police, fire and medical calls. The non-sworn support services manager manages the Dispatch Communications Center. The authorized number of dispatchers is 21 full-time and two part-time, plus four supervisors. While the Department has filled all part-time and supervisory roles, it currently lacks six full-time dispatchers.

The schedule for dispatchers is two 12-hour shifts and two eight-hour shifts per week, for a total of 40 hours per week. However, because of staff shortages, CPD dispatchers generally work four 12-hour shifts per week, resulting in a minimum of 16 hours of mandatory overtime per pay period or 56 hours per week. Interviewees reported that it is not uncommon for dispatchers to work 16-hour shifts and work as many as 40 hours of overtime in a two-week period.

The Department reportedly has difficulty recruiting and hiring dispatchers because the role's benefits and salaries are not competitive with other similar positions in the area. In fact, the City of Corona recently compared Corona dispatcher salaries with those of surrounding counties and municipalities and found that the Corona salaries were significantly lower for dispatchers and dispatch supervisors than the average for the other municipalities.

It is important to review employee benefits and salaries to understand the full compensation packages and compare overall compensation to other counties and municipalities. We did not conduct a compensation study to verify the numbers reviewed by the City, but dispatcher hiring and retention is a significant issue throughout the country. The Association of Public-Safety Communications Officials



(APCO) reports that overtime is mandatory for one-quarter of dispatch centers and that 56 percent of dispatcher centers reported that employee retention has decreased over the past three years.¹

Shortages of dispatchers and the difficulty in recruiting and hiring have several consequences.

- Supervisors often do not have time to conduct supervisory functions because they are busy filling in for missing dispatchers.
- Mandatory overtime is scheduled for dispatchers, resulting in excessive overtime that can cause burnout and low morale.
- No one works a typical schedule. While they are scheduled to have three days off every week, they rarely have those days that because of overtime and call backs. While some interviewees welcomed additional overtime opportunities, this can disrupt dispatchers' personal lives and create additional stress.
- Working conditions, such as mandatory overtime, make it difficult to recruit and retain dispatchers, and training a dispatcher takes up to one year.
- At times, a sworn member of the Department who is a former dispatcher fills in for Dispatch at the sworn member overtime rate.
- Overtime costs burden the Department's budget.

Interviewees reported that despite the overtime issues, they are generally satisfied with their jobs and noted that the Department treats them well. APCO's studies report that supportive supervision stands out as one of the most important variables that emerge in predicting employee commitment to an organization.

To address some of the concerns, the Department replaced its CAD system, which should make the Dispatch function more efficient and somewhat less stressful. The Department should continue to review dispatcher salaries and benefits to ensure that, to the extent possible, salaries and benefits are competitive locally.

During our interviews, Dispatch staff noted the importance of employees' perception that the command staff, the public and the media appreciate their work. The CPD should continue to ensure that dispatchers believe they are treated fairly and that their work is respected in the Department. For example, regular command staff visits could be used to acknowledge their work, show their appreciation and share positive recognition.

¹ <https://www.apcointl.org/resources/staffing-retention/project-retains/>



RECORDS SECTION

The Records Section is responsible for the storage, maintenance and retrieval of all crime, traffic accident, vehicle and arrest reports. Personnel also assist the Department and the public at the front counter and over the phone. The Records Section is comprised of one supervisor, eight records technicians and two part-time data entry clerks. The Support Services Manager oversees the Records Section.

Because of the new RMS, records technicians' role may change over time because much of the paper-based system is now gone. While the data clerks who were responsible for entering case report information into the RMS may no longer be necessary, the Department will still need to retain records technicians to respond to public requests and subpoenas. Once the RMS is fully implemented, the Department should conduct an additional review of the Records Section to determine its staffing needs.

RECRUITMENT AND HIRING

A corporal and a police officer staff the Department's Personnel Section, which is responsible for conducting background investigations, recruiting and hiring. The corporal oversees cadets and volunteers.

The CPD has difficulties recruiting and hiring police officers. The City recently authorized the Department to hire officers for the FLEX Team, which cannot be reinstated until new officers are hired. The Department has reported that it is in the recruitment process, but to date, it has not been able to find qualified candidates who can pass the background checks.

Police departments throughout the country are also having trouble recruiting and hiring for various reasons, including fewer individuals interested in joining the profession. Generally, the Department hires officers laterally from different departments in the region; however, CPD personnel note that in addition to hiring issues reflected on the national scale, local talent may avoid the Department due to perceptions that the City of Corona is going bankrupt. The 2018 budget cuts spurred these perceptions and the CPD is making efforts to address them, but it still struggles to attract candidates.

As fewer people apply for jobs in the profession, departments are revamping their recruitment efforts. While competitive salaries and benefits are important, successful departments use their agencies' reputations as a good place to work and their own employees to contribute to the recruitment effort. Interviewees told us that one of the CPD's most attractive features is the work culture and the relative happiness of the workforce.

The CPD can increase its efforts by developing a recruitment strategy that does the following.

- Highlights the Department's low turnover rate to reflect the positive work environment.
- Uses internal staff to recruit. Current Department members can be the best recruiters for the CPD. Every officer can have a role in talking about the benefits of working for the CPD.



- Tasks the Department's public information officers with developing a strategy for branding the CPD as a great place to work by publicizing personal stories about the success of the employees and the work the Department does in the community.
- Asks members of the Corona community to play a part in recruitment. Interviewees indicated that the community respects the CPD, and many community members expressed and demonstrated the willingness to assist the Department. The CPD should request assistance from those community stakeholders in getting the positive messaging out to the public and assist in recruitment efforts.
- Creates incentive programs such as bonuses for current officers to recruit new members.
- Creates an incentive structure for officers who transfer to the CPD from other departments, which could include signing bonuses.

TRAINING

A sergeant leads the Department's Training Division, which has one police officer and one firearms range master. The Division administers a training program for professional growth and continued development. The CPD's training facility includes classrooms and a state-of-the-art firearms range. The Division's objectives identified in CPD Policy Manual Section 208.3 are to do the following.

- Enhance the level of law enforcement service to the public.
- Increase the technical expertise and overall effectiveness of CPD personnel.
- Provide for continued professional development of CPD personnel.

CPD policy requires the training sergeant to develop a training plan that addresses legislative changes, state-mandated training, critical issues training and Department-specific training. The training plan should be developed based on an annual needs assessment.

In addition to the training specified in the Department's training plan, officers participate in training during their daily briefings. Among other things, Department Order 401 requires that during daily briefings, supervisors notify officers of new or changed special operating procedures, review recent incidents for training purposes and provide training on a variety of topics. The Department does not dictate the topics on which the officers should be trained during these briefings, nor does it require those topics to be a part of the annual training plan.

While training during daily briefings is a common practice and can be effective, at CPD, the supervisor chooses training topics and they do not appear to be associated with an overall Department strategy nor are they reviewed in advance for quality control and to ensure that they meet the Department's training standards and priorities. The roll call training we observed was appropriate and well designed; however, it did not appear to be a part of an overall Department training strategy. Moreover, no one tracks the briefing training in a manner that would demonstrate who has taken what training and on which topics.



Community Policing and Partnerships

COMMUNITY POLICING

We conducted interviews and reviewed documents to develop an understanding of any ongoing initiatives related to the Department's problem-solving, community relations and community policing efforts and the manner in which it builds legitimacy and community trust. We focused on determining the degree to which community leaders and organizations work proactively with the CPD in a formal, strategic way to ensure Corona is a safe place to live, learn, work and play.

The CPD has demonstrated its commitment to community partnerships in its words and actions. The CPD's mission statement, vision, values and goals stated in its strategic plan are oriented toward proactive community involvement. The mission and vision specifically speak to strong community partnerships. One of the goals in the strategic plan focuses on maintaining and enhancing programs and partnerships with the community, including City departments and internal and external stakeholders.

We found that residents of the City of Corona and other City stakeholders are happy and proud of their police department. We regularly heard compliments about the Department and individual officers. The general belief was that the CPD is professional, well-liked and responsive to the community's needs. Stakeholders believe that personal touches with the community are critically important with the police officers. This instills confidence in the Department throughout the agency and the community.

Community-Oriented Policing: A Definition

The U.S. Department of Justice's Office of Community-Oriented Policing Services (COPS) defines community policing as:

A philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder and fear of crime.

Further, COPS describes community partnerships as "collaborative partnerships between the law enforcement agency and individuals and organizations they serve to develop solutions to problems and increase trust in the police."



Stakeholders cited several reasons and examples of why they like the Department. First, they noted that many of the officers grew up in Corona and still live in the city. Officers are reportedly invested and engaged in the community and often volunteer for community events and activities, like outreach efforts for the National Safety Day, Run with ACOP and public safety demonstrations. They maintain a presence in schools, such as performing active shooter demonstrations and training, and conducting teen driver safety classes (Drive 4 Life).

Officers have also been responsive when some members of the faith community needed extra attention after church shootings in other parts of the country. Personnel participate in quarterly Cops and Clergy meetings to discuss issues and develop relationships.

The CPD should develop a strategic community policing plan that identifies goals, objectives and measurable outcomes for all units. This document could ensure the Department supports the philosophy of community policing as it continues to evolve to meet today's law enforcement needs.

COMMUNITY PARTNERSHIPS

The Department has a strong relationship with the Corona Police Community Partnership (CPCP), a nonprofit organization that works to enhance the cooperation between the police and the citizens of Corona to ensure a safe community. The CPCP was originally formed to raise funds for crime prevention programs. Over time, it has evolved to become the eyes and ears of the community, with the CPCP's efforts on social media leading some of these changes. The CPCP convenes roundtable meetings and events, which help the Department clarify issues and quell rumors. The CPCP also provides scholarships to high school seniors who are interested in pursuing law enforcement careers.

Some interviewees suggested the Department regularly convene a larger stakeholder to discuss issues. This group could include representatives from businesses, the CPD, schools, faith-based organizations, social service providers and others. Some stakeholders advised the CPD to ensure that it reaches out to minority communities as well.

OUTREACH TO THOSE EXPERIENCING HOMELESSNESS

In response to one of stakeholders' and community's most pressing needs, the Department has a two-person Homeless Outreach and Psychological Evaluation (HOPE) Team. The unit has two officers reporting directly to a lieutenant.

Beginning in December 2018, the HOPE Team's partnership and problem-solving efforts in connection with City Net appear to be successful. The City of Corona contracted with City Net to reach out to those experiencing homelessness and visit with these individuals three days per week. The City Net group works with the HOPE Team and provides case management for those individuals who are ready to receive services. City Net can direct people to the right kind of services and help them find their way through various social service processes. They also have a vehicle on Mondays to transport people to shelters and other services.



This partnership with City Net allows the Department to focus on public safety issues, while City Net provides social services. An Assistant City Manager is developing a strategy that engages non-profit organizations and churches to help provide those individuals with resources.

The HOPE Team model appears to be successful but is still new. Potential area of improvement for the HOPE team include the following tasks.

- Increase the number of officers assigned to expand operations to the weekends.
- Provide additional training to officers on the team, especially cross-training between the HOPE officers and City Net personnel to ensure that they understand each other's roles and any rules and policies that impact how they interact with each other and those experiencing homelessness. This should include a formal orientation and training day to any officers who are added to the HOPE Team. Roll call training should be used to provide all Department members an understanding of homelessness and the roles of the HOPE Team and City Net.
- Articulate a long-term strategy regarding quality of life issues and criminal conduct among homeless persons in the city.

In addition to the resources provided above, the Corona City Council is looking to open its own homeless shelter to provide temporary residences for individuals and families experiencing homelessness. *Martin v. City of Boise*² prohibits a police department from removing an individual experiencing homelessness from public facilities, such as parks, unless the City can provide an accessible and adequate facility. The city is exploring homeless shelter options and currently contracts five beds at a homeless shelter in Riverside with the option to add more contracted beds.

FAMILY SERVICES PARTNERSHIPS

Youth Family Services is part of the ISD and has one sergeant, one detective and four School Resource Officers (SROs). An SRO is assigned to each of the three traditional high schools and one in the non-traditional high school. They reportedly have an excellent relationship with these institutions.

Partnerships the Family Services Division has developed include the following.

- Corona Neighbors Involving Today's Youth
- Corona Norco Unified School District
- County of Riverside Department of Mental Health
- Riverside County Probation Department
- Centennial High School

² *Martin v. City of Boise*, No 15-35845 (9th Circuit, 2018)



Family Services also operates the Youth Diversion Team. This program involves a partnership with the Riverside County Probation Department and focuses on intervening with juveniles charged with a low-level crime prior to any court appearance. If the juvenile satisfies the criteria of the six-month program – such as community services, counseling, maintaining grades, good school attendance and taking a class on making better choices – the case will not be submitted to court.

A detective administers the program with a County of Riverside probation officer. They have between 30 and 40 cases per month. An agreement with the County of Riverside assigns a deputy probation officer to review and process juvenile petitions for youth served by the Corona Norco Unified School District and assist the Department's Youth Diversion Team in developing programs that promote accountability and good citizenship.

While the detective manages the cases with a system the City of Corona created, that system is inadequate to effectively track and evaluate the program's overall success. In fact, the program's statistics are tallied by hand. The Department should explore replacing the process with a system that allows the Youth Diversion Team to gather and analyze data more easily.

In addition to the duties described above, Family Services works with the City to issue permits for special events, manages security for special events and engages in other community outreach activities.

TRANSPARENCY AND PUBLIC INFORMATION

Transparency combined with effective and timely communication are important to build and maintain public trust. The CPD attempts to keep the public informed in a variety of ways. Its website includes news releases and information about crime-related issues in Corona, from announcements of high-profile arrests to updates on the Costco shooting involving an off-duty Los Angeles Police Department (LAPD) officer.

Some stakeholders spoke positively about the Chief's recent use of video to release a message about the Costco shooting and suggested that this type of message delivery be used more often. The public can sign up to receive press releases and other updates, such as bulletins that describe any crimes in Corona that occurred the night before.

The Department assigns a sergeant and five patrol officers from different divisions to the public information function. These are all ancillary duties in addition to their regular assignments. Only some of the officers assigned to this function had formal training regarding public information and how to deliver a message, and others learn through observation.

The group works with an assistant city manager on public information officer (PIO) activities. They develop day-to-day releases for events, public safety awareness, driving under the influence (DUI) enforcement, and other activities. A City communication specialist edits and publishes this information. For emerging issues, the Department has the authority to send releases without seeking approval through City management staff.



While interviewees generally appreciated the amount of information the Department shares with the public, the CPD is currently operating without a documented public information strategy or communications plan. This strategy should tie the Department's communication efforts with its broader goals and objectives and identify how to reach target audiences with appropriate messages.

While it is important to the public to use sworn officers as PIOs who interact with the public, the Department should transfer that task of drafting press releases and other public information messages to professional staff members.



Technology and Information Sharing

RECORDS MANAGEMENT SYSTEM

One of the Department's goals identified in its strategic plan is to enhance in-house technology and equipment. As previously mentioned, in July 2019, the Department installed and implemented a new CAD/RMS to replace its outdated systems, which were inefficient and difficult to use. The Department successfully rolled out the new system and ensured everyone was trained prior to implementation.

The transition was somewhat difficult in that the entire Department needed to learn the new system. While many officers expressed frustration over learning the new system, they understood the need to replace the older model and this new RMS' potential.

The new CAD/RMS and its updated design will significantly increase efficiencies and reduce manual data entry of report information. Personnel will have easier access to the system's data, allowing them to conduct analyses and make informed decisions. Specifically, crime analysts will be able to conduct more sophisticated, real-time assessments, as discussed below.

The Department did not migrate the information from the old system into the new one. This is understandable as migrating legacy data can be a long and strenuous process. The Department contracted with the previous system provider to house that data for a limited period. Although that legacy data will be available to the Department, its use will be limited. Over time, this will become less of an issue, but the Department may want to consider developing a data migration plan to slowly bring the most important information into the new system. Alternatively, the Department could develop a plan to migrate it to a data warehouse that is not dependent on contracting with previous provider.

CRIME ANALYSIS

Prior to the implementation of the updated system, crime analysts spent a lot of time querying systems for basic public safety information for reports. For example, the crime analysts present trends at Management and Comp-Stat meetings every month and assist the Chief and others in compiling statistics to be presented to the City Council and other groups. Analysts also review calls for service and look for crime trends and series, and when they identify such a trend or series, they send out bulletins. However, the system did not allow for the analysts to review real-time information, so they would end up working with data that was a week or more old. The new system allows analyses of the most up-to-date information.

As more information will now be readily available, the crime analysts need to leverage their skillsets to foster a data-driven Department. This may involve combining information from other cities and technologies and other CPD divisions to provide a better overall picture of the public safety issues. Crime analysts could operate a real-time crime center that centralizes a range of technologies, coordinates personnel and directs the Department's attention to crimes in progress or individuals in the community with a high profile and recidivism rate. The FLEX Team would specifically benefit from this type of analysis.



The system will also help investigators in that they will have access to information themselves and not have to rely on crime analysts to retrieve important data. As a result, the crime analyst supporting the Detective Bureau should have more time to work on sophisticated analyses, combining information from the closed-circuit television (CCTV) and body-worn camera (BWC) footage, license plate readers, social media and other sources.

As more information become available, crime analysts will need training on advanced techniques. Because of budget limitations, crime analysts are not regularly allowed to attend important trainings and association meetings, which could improve their competencies and expand their networks. The Department should develop a crime analyst training strategy to ensure the analysts can run effectively and conduct more complex analyses.

This strategy can be based on guidelines and recommendations from national associations, such as the International Association of Crime Analysts or the International Association of Law Enforcement Intelligence Analysts. The Department should ensure the crime analysts are equipped with the latest tools and software to monitor social media, conduct link analyses and complete other important functions.

OTHER INFORMATION TECHNOLOGY

The Department has a citywide camera system; however, interviewees reported that no one monitors the cameras on a regular basis. The Department's strategic plan identified the need to expand the camera network and it is reportedly looking at software or artificial intelligence to assist in reviewing video. The strategic plan also calls for the Department to evaluate the legacy cameras for replacement. Interviewees reported that many of those cameras are not functioning.

Stakeholders reported that the City IT Department – which currently provides the Department's IT network – and CPD experience tension. Because the Department functions on a 24-hour basis daily, it would like IT personnel to report directly to the Department and can be ready to fix any problem at any time. While IT Department staff admit that its first-line support can sometimes be slow to respond because of other priorities, it believes that it is more efficient to centralize the IT function in a City-operated unit.

Besides day-to-day activities, the City's IT Department expects to play a large role in addressing technology issues. However, the City IT and Department do not have a cooperative relationship through which they can do so. For example, the IT Department is creating dashboards for the City Manager on public safety data but is not sharing that dashboard with the Chief nor involving the Chief in its development. While it is important for a city's IT department to play a major role in planning, coordinating and implementing IT in a city, it is important that this is done in partnership with city departments, including the local police department.



While the Department needs day-to-day support in-house that prioritizes technology issues, the City IT Department should handle long-term planning and development. Regarding the potential real-time crime center, the Department and its crime analysts should be responsible for identifying the important data and providing analytical support. The IT Department should aid in procuring and implementing the technology to allow the center to run effectively.

In any event, the IT Department and the CPD should establish a regular means of communications to ensure that each other's needs are heard and addressed. This communication should exist at the management and line staff levels.



Professional Standards, Accountability and Training

Policies and procedures are essential for every agency. They provide a place for members to seek clarification of their duties and responsibilities and learn how to do their tasks appropriately using best practices in accordance with agency protocols. This leads to consistency throughout the organization. However, policies are only effective if the agency holds employees accountable to comply with them.

The CPD maintains an up-to-date policy manual guiding its employees. A policy provider assisted in creating the manual, which is generally consistent with national best practices. The Department sends out daily training bulletins to officers to keep them aware of important policies. The CPD enforces its policies through day-to-day supervisory oversight, annual performance evaluations and a personnel complaint process, if a complaint is made that an employee violated any provisions of the policy manual.

REPORT SUPERVISION

Each sergeant is assigned officers for whom they are responsible. They have day-to-day duties, like reviewing work activities and approving officer reports. Officers submit monthly activity reports to their supervisors and outline both quantitative and qualitative information for the month regarding the officers' activity. These reports address community interactions, crime trends, significant events, incidents and arrests, and training attended. SROs regularly report their activity, such as the numbers of calls for series and student contacts. Assigning officers to report to one sergeant is a good practice to ensure continuity of command.

Department Policy 1003 details the appropriate use of supervisor report forms. These forms document positive or negative employee performance, such as commending an officer for outstanding work, counseling an officer for a minor act or omission that does not warrant a Notice to Correct, or issuing an officer a notice to correct his or her work performance. In the 2017-2018 fiscal year, supervisors filed 33 reports regarding officer behavior that needed to be corrected and 81 commendations for outstanding work.

PERFORMANCE REVIEWS

Annual performance reviews are an important tool for managing employees. Performance evaluations are covered under Policy 1002, which states that "employee performance evaluations will be written based on job-related factors specific to the position occupied by the employee."

While we did not review the entire performance management process, interviewees indicated that the performance review process is ineffective. They shared that the Department is strict about meeting deadlines for submitting performance evaluations, but that the evaluation process could be improved. The process is reportedly based on the City's performance evaluation process and form, with some role-based specificity. Many rating areas are either not relevant to the job or redundant.



Interviewees suggested that the process can be streamlined – it can take a day or more to do an evaluation – to take the burden off supervisors and measure a police officer’s performance in a more effective manner. The Department should consider reviewing the performance evaluation process and conducting additional training for supervisors on how to monitor employee progress and conduct evaluations appropriately using the new process.

COMPLAINT PROCESSING

Service complaints are any question or complaint from a person about the service they received from the CPD. Service complaints do not include allegations of misconduct or improper job performance that, if true, would constitute a violation of policy or law. Supervisors are authorized to speak with the complainant and attempt to resolve their concerns or issues. For 2017 and 2018, the CPD received 19 service complaints, most of which related to interactions at the front counter.

Personnel complaints, which allege Department employees are violating policy or law, are covered under Policy 1020. The CPD’s policy is consistent with law enforcement standards as it classifies complaints and distinguishes between administrative and criminal investigations and how it investigates and adjudicates these cases. The policy also outlines the process for imposing discipline if a complaint is sustained.

The Department accepts and documents all formal and informal complaints. The accused officer’s immediate supervisor has the primary responsibility for investigating a personnel complaint, with some exceptions. The Chief may direct that another supervisor investigates the complaint. Supervisors have the authority to resolve personnel complaints, if the complaint requires no further action.

The Department processes a low number of complaints each year and conducts few personnel investigations. Department interviewees cited a culture of compliance and a philosophy about investigations focused on improving behavior rather than disciplining someone as a reason for this.

The complaint and investigation process is relatively informal. Interviewees noted that some complaints are resolved informally with no record made of the complaint or outcome. For example, rudeness complaints are documented in performance files, but appear to be resolved informally, rather than through the investigation and discipline process.

Currently, low-level complaints receive a citizen complaint number while higher-level complaints receive a Personnel Investigation Number. “Informal complaints” do not receive numbers and are not tracked. Citizen complaints that do not rise to the level of a personnel investigation are purged from an employee’s record after a certain amount of time if no patterns are observed.

Potential disciplinary options include a Notice to Correct, divisional admonishment, suspension, time off without pay, demotion and termination. The Department does not have a discipline matrix and relies on supervisors to know what is fair and consistent when determining formal discipline outcomes. Department personnel reported that they have a progressive discipline policy; however, we found no documentation of that process in the policy manual. Of the 19 cases that required discipline, they



resulted in 12 Notices to Correct, three suspensions, three division admonishments and one performance comment.

The Department keeps complaints and investigations on Excel spreadsheets but does not otherwise appear to have a system to track complaints or discipline. Interviewees informed us that a supervisor can look at an individual's hard copy file to review past recorded complaints or discipline, but a system to track and review files would be more effective and efficient. The lack of a system could be due to the low number of complaints.

Department policy states that formal citizen complaints resulting in dispositions of not-sustained, unfounded or exonerated status should not be kept in the employee's file, but all formal complaint files, regardless of the disposition imposed, are kept in the internal affairs file for at least five years to comply with California law. Internally generated complaints resulting in these dispositions are kept in internal affairs files for at least two years. Citizen complaints resulting in discipline are maintained in employee files for five years, while internally generated complaints resulting in discipline are maintained in the employee's file for at least two years. The Department should develop a mechanism to track all complaints, formal and informal, to help it identify concerning patterns of behavior.

EARLY INTERVENTION

The Department does not have an Early Intervention (EI) program. An EI program is a management process used by law enforcement agencies to monitor employee performance or behavior via administrative data. It is meant to be a non-disciplinary system and identify employees in need of assistance early, enabling a law enforcement agency to intervene with the appropriate support to prevent a future incident that would be harmful to employees, their careers or the public.

EI systems identify those individuals through a pattern of precipitating behaviors and risk factors such as complaints, disciplinary actions, use of force incidents, sick days, failures to appear in court, firearm discharges, failures to qualify and preventable traffic collisions. EI systems flag individuals for an intervention if they exceed a certain threshold over the course of a defined period of time, such as three or more use of force incidents in a three-month period. By tracking and analyzing these data points, the Department can intervene and prevent more serious misconduct.

Interviewees believe the Department has a good system for monitoring officers. They indicated that monitoring has provided warning signs to which they could respond. While interviewees indicate that Department members generally get along with each other and watch out for the personal needs of coworkers as individuals, they do not track all complaints or other behaviors that could warrant review and prevention.

The Department has a strong Peer Support Program (Department Policy 1011), and the City of Corona has an employee assistance program (EAP) that is free of charge for all City employees. The CPD has an opportunity to identify individuals who may need assistance and could take advantage of the Peer Support Program and EAP.



Patrol Staffing Analysis

THE FOUR APPROACHES TO DETERMINING WORKFORCE LEVELS

In the face of increasing costs and shrinking revenues, many communities are asking how many police officers are required to ensure public safety. Put another way, what number of officers would help an agency meet the demands placed on it in the cost-effective manner? This is a fundamentally different question than how many officers does a community want or can a community support. Yet answering this question effectively frames a discussion about want and affordability.

Unfortunately, law enforcement administrators have few resources to guide them in determining the number of officers they need. Multiple approaches can be used to answer this question, ranging from the simple to the complex, each with a range of advantages, disadvantages and assumptions.

The sections that follow³ highlight common staffing approaches and demonstrate how agencies may develop and use a workload-based assessment of patrol staffing needs that incorporates performance objectives for discretionary time. Where possible, workload-based approaches are superior to others because they can help provide a better and more objective way to determine staffing needs. Additionally, comprehensive assessments for patrol help to answer a host of critical questions regarding resource allocation and deployment.

Traditionally, four basic approaches are used to determine workforce levels: per capita, minimum staffing, authorized level and workload based. Each differs in its assumptions, ease of calculation, usefulness, validity and efficiency. Each is reviewed below to provide context for developing an evidence-based approach to police staffing.

1. The Per Capita Approach

Many police agencies have used their resident population to estimate the number of officers needed by a community. The per capita method compares the number of officers with the population of a jurisdiction. To determine an optimum number of officers per population – that is, an optimum officer rate – an agency may compare its rate to that of other regional jurisdictions or to peer agencies of a similar size. Although it is difficult to determine the historical origin of or justification for the per capita method, it is clear that substantial variations exist among police departments.

Advantages of the per capita approach include its methodological simplicity and ease of interpretation. The population data required to calculate this metric, such as census figures and estimates, is readily available and regularly updated. Per capita methods that control for factors such as crime rates can permit communities to compare themselves with peer organizations. The disadvantage of this method

³ Wilson, Jeremy M., and Alexander Weiss. 2014. A Performance-Based Approach to Police Staffing and Allocation. Washington, DC: Office of Community Oriented Policing Services.



is that it addresses only the relative quantity of police officers per population, not how officers spend their time; the quality of their efforts; or community conditions, needs and expectations. Similarly, the per capita approach cannot guide agencies on how to deploy their officers.

Agencies using the per capita method may risk a biased determination of their policing needs for several reasons. First, a generally accepted benchmark for the optimum-staffing rate does not exist. Rather, considerable variation exists in the police rate depending on community size, region, and agency structure and type. For example, it is generally known that police rates are substantially higher in the northeastern than in the western regions of the United States. When comparing individual jurisdictions, it is not uncommon for similar communities to have per capita rates that are substantially different.

Given the disadvantages noted above, as well as others, experts have strongly advised against using population rates for police staffing. The International Association of Chiefs of Police (IACP) warns, "Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions ... Defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive series of factors and a sizable body of reliable, current data."

2. The Minimum Staffing Approach

The minimum staffing approach requires police supervisors and command staff to estimate a sufficient number of patrol officers that must be deployed at any one time to maintain officer safety and provide an adequate level of protection to the public. The use of minimum staffing approaches is fairly common and is generally reinforced through organizational policy and practice and collective bargaining agreements.

A jurisdiction may use a minimum staffing approach for two principal reasons. First, policy makers in many communities believe a minimum number of officers are needed to ensure public safety. This may be particularly common in small communities where relatively few citizen-generated demands exist for police service, yet residents expect a minimum number of officers to be on duty at all times. Second, police officers themselves may insist (often through collective bargaining) that a minimum number of officers be on duty at all times. In some communities, the minimum staffing level is established by ordinance.

No objective standards exist for setting the minimum staffing level. Agencies may consider population, call load, crime rate and other variables when establishing a minimum staffing level. Yet many agencies may determine the minimum necessary staff level by perceived need without any factual basis in workload, presence of officers, response time, immediate availability, distance to travel, shift schedule, or other performance criteria. This may result in deploying too few officers when workload is high and too many officers when it is low. The minimum staffing level is often higher than what would be warranted by the agency workload. Ironically, even when the minimum staffing is not workload based, it is not uncommon to hear police officers suggest that an increase in the agency's workload should warrant an increase in the minimum staffing level.



Minimum staffing levels are sometimes set so high that it results in increasing demands for police overtime. When staffing falls below the minimum standard, police managers typically must hire back officers on overtime to satisfy the minimum staff requirement. It is not uncommon for some agencies to hire back officers nearly every day due to officers taking time off for sick leave, vacations or other reasons. Additionally, some agencies use a very narrow definition of available staffing. For example, agencies may hire back to fill a vacancy in patrol, even though a number of other officers are on the street, including those in traffic, school resource units and supervisors. Inefficiency increases when minimum staffing levels are on overlapping shifts, leading to a higher number of officers on duty at a time that may not coincide with workload demand.

Most police officers, given a choice, would prefer to have more officers on the street, lending credence to a minimum-staffing model. Nevertheless, increasing the minimum staffing level will not, by itself, improve agency performance or necessarily increase officer safety. In fact, officers hired back to work extra shifts are likely to be fatigued, increasing the risk of injury to themselves or others. Minimum staffing can also decrease the extent to which an agency can be nimble and flexibly deploy officers based on changing workload demands.

Finally, in some agencies, the minimum staffing level may become, by default, the perceived optimal staffing level. In these situations, agencies often use the minimum level as a method to decide, for example, whether an officer can take a benefit day off. Others build work schedules so as to ensure that the minimum level is on duty. In these situations, staffing decisions are based on meeting the minimum level rather than optimizing the available resources to meet workload demand.

3. The Authorized Level Approach

The authorized level approach uses budget allocations to specify a number of officers that may be allocated. Although the authorized level may be determined through a formal staffing assessment, it is often driven by resource availability and political decision-making. The authorized level does not typically reflect any identifiable criteria such as demand for service, community expectations or efficiency analyses, but may instead reflect an incremental budgeting process.

The authorized level can become an artificial benchmark for need, creating the misperception among police leadership, line staff and the community that the agency is understaffed and overworked if the actual number of officers does not meet the authorized level. Additionally, unless an agency staffs above the authorized level, fluctuations in recruitment, selection, training and attrition may lead to the actual staffing levels falling below authorized levels.

Because the authorized level is often derived independently of workload considerations, an agency may be able to meet workforce demand with fewer officers than authorized. Still, the perception of being understaffed, resulting when officials bemoan the Department operating below authorized strength, can diminish morale and productivity and make it appear that the community is not adequately funding public safety.



4. The Workload-Based Approach

A more comprehensive attempt to determining appropriate workforce levels considers actual police workload. Workload-based approaches derive staffing indicators from demand for service. What differentiates this approach is the requirement to systematically analyze and determine staffing needs based upon actual workload demand, while accounting for service-style preferences and other agency features and characteristics. The workload approach estimates future staffing needs of police departments by modeling the level of current activity. Conducting a workload analysis can assist in determining the need for additional resources or relocating existing resources (by time and location), assessing individual and group performance and productivity, and detecting trends in workload that may illustrate changing activity levels and conditions.

Furthermore, a workload analysis can be performed at every level of the police department and for all key functions, although it is more difficult to assess workload for some units than others. The importance of the workload-based approach to staffing is evidenced by it being codified as a standard (16.1.2) by the Commission on Accreditation for Law Enforcement Agencies: “The agency allocates personnel to, and distributes them within, all organizational components in accordance with documented workload assessments conducted at least once every three years.”

Learning how to conduct a workload-based assessment may be challenging for police administrators. Typical workload models are complicated and require intensive calculations. They also require decisions on a wide array of issues that are very difficult for officials and communities to make – such as how frequently streets should be patrolled – and do not uniformly account for discretionary activities, such as time for community policing and other officer-initiated activities.

Even with shortcomings, allocation models based on actual workload and performance objectives are preferable to other methods that might not account for environmental and agency-specific variables. Agencies could benefit from a more popularized workload-based methodology of staffing analysis that is easy to learn and comprehend; is employed by administrators; and, importantly, helps to effectively manage discretionary time. No single metric or benchmark should be used as a sole basis for determining an agency’s staffing level. Rather, agencies should consider metrics in light of professional expertise that can place them in an appropriate practical context.

A step-by-step approach for conducting a workload-based assessment should include the following.

- 1 Examining the distribution of calls for service by hour, day and month. Calls for service can differ by the hour of the day, the day of the week and the month of the year. Peak call times can also differ by agency. Knowing when peak call times occur can help agencies determine when they must have their highest levels of staff on duty.
- 2 Examining the nature of calls for service. Reviewing the nature of calls can help better understand the work that an agency’s officers are doing. Types of police work required can vary by area within a single jurisdiction and require agencies to staff differing areas accordingly.
- 3 Estimating time consumed on calls for service. Determining how long a call takes, from initial response to final paperwork, is key to determining the minimum number of officers needed for a shift. This is most straightforward when a single officer handles the call and completes resulting administrative demands (e.g., reports, arrests) prior to clearing it.



- 4 Calculating agency shift-relief factor. The shift-relief factor shows the relationship between the maximum number of days that an officer can work and actually works. Knowing the relief factor is necessary to estimating the number of officers that should be assigned to a shift in order to ensure that the appropriate number of officers is working each day.
- 5 Establishing performance objectives. This encompasses determining what fraction of an officer's shift should be devoted to calls for service and what portion to other activities. For example, an agency might build a staffing model in which officers spend 50 percent of their shift on citizen-generated calls and 50 percent on discretionary activities.
- 6 Providing staffing estimates. Staffing needs will, as noted earlier, vary by time of day, day of week and month of year, among other variables. Agencies should distribute their officers accordingly. For example, a shift with only half the number of calls than another shift will require half the number of officers. These numbers may also vary by the type of calls and the time and officers they require in each shift. For example, one large urban agency assigns two officers to each unit in its evening shift, affecting the number of officers needed for units to respond to calls. Another responds to the same type of calls in different ways in different shifts (for example, sending a unit in some shifts, but requesting citizens file a report in person at a station during others).

In order to estimate the appropriate level of officers required for the Patrol Division, we begin by examining "Community Generated Calls for Service." A call for service in this context is one in which someone requests the police (typically by phone) and one or more officers are dispatched. It is important to distinguish community-generated calls for service from other data. First, many dispatch systems record "events" like traffic stops or building checks. They often classify these events as calls for service. However, it is clear these are officer-initiated activities.

PATROL OPERATIONS IN THE CITY OF CORONA

Patrol operations in Corona, California are part of the Field Services Division. A captain heads the division. In addition to Patrol, the division include:

- Mobile Field Force
- Community service officers (CSOs)
- K9 Unit
- Post Release Accountability Team (PACT)
- Mounted Unit
- Special Response Team (SRT)
- Homeless Outreach & Psychological Evaluation (H.O.P.E.) Team
- Honor Guard
- Jail
- Helicopter contract services/observer
- Explorers



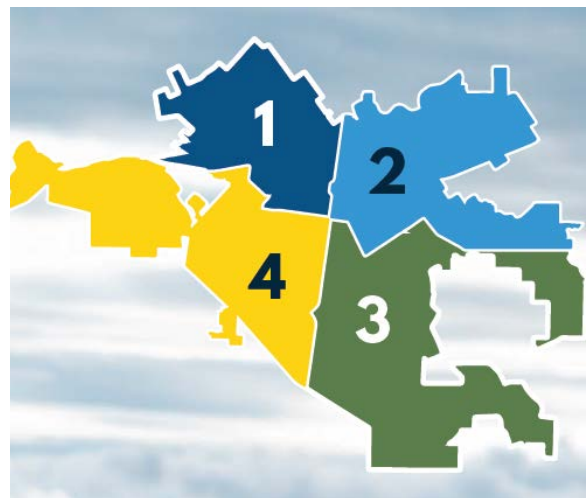
The Patrol Unit is organized around three 12.5-hour shifts starting at 6 a.m., 6 p.m. and 2 p.m. The city is divided into four geographic zones, each directed by a lieutenant. The same lieutenants also manage a shift, with two assigned to the day watch and two assigned to the night watch. In this system, a lieutenant is responsible for a zone and a shift, and they must work together to ensure that issues not corresponding directly to this model are addressed. For example, a problem at night in a zone might be assigned to a day-shift lieutenant responsible for that zone, but implementation of the strategy may rest with a nightshift lieutenant.

Patrol lieutenants work a 4-10 schedule. Two day-off patterns are in place. One lieutenant is off on Thursday, Friday and Saturday, and the other is off Sunday, Monday and Tuesday. Both lieutenants work on Wednesday. The day shift lieutenant works from 6 a.m. to 4 p.m. The nightshift lieutenant works from 3:30 p.m. to 1:30 a.m. After a 1:30 a.m. shift, a sergeant serves as the “relief watch commander.”

Table 1: Minimum staffing levels.

| Time | Sat. | Mon. | Tues. | Wed. | Thurs. | Fri. | Sun. |
|-----------|------|------|-------|------|--------|------|------|
| 6 a.m. | 8/2 | 8/2 | 8/2 | 8/2 | 8/2 | 8/2 | 8/2 |
| 2 p.m. | 13/2 | 12/2 | 12/2 | 12/2 | 12/2 | 12/2 | 13/2 |
| 6 p.m. | 17/2 | 12/2 | 12/2 | 12/2 | 12/2 | 12/2 | 17/2 |
| 2:30 a.m. | 10/1 | 8/1 | 8/1 | 8/1 | 8/1 | 8/1 | 10/1 |

The Patrol Unit maintains a minimum staffing level. On both the day and night shift, the minimum staffing level is eight officers. The minimum staffing level on the cover watch at 2 p.m. is four officers. These levels are higher on the weekends. On both shifts when the number of officers on duty falls below the minimum staffing level, the department uses overtime to fill the vacancy. The minimum staffing level is based on the number of officers on duty assigned to the zones and does not include other uniformed officers such as those from Traffic or K9. The Department notes that these minimum staffing levels were reduced from nine and 13 to eight and 12 in the 2018/19 fiscal year.



CPD zones

As mentioned above, the purpose of operations, the city is divided into four zones. They are illustrated to the right. Typically, two officers are assigned to each zone on each shift.

At the time of our initial visit, the Patrol Unit consisted of four lieutenants, 14 sergeants, 11 corporals and 56 police officers.



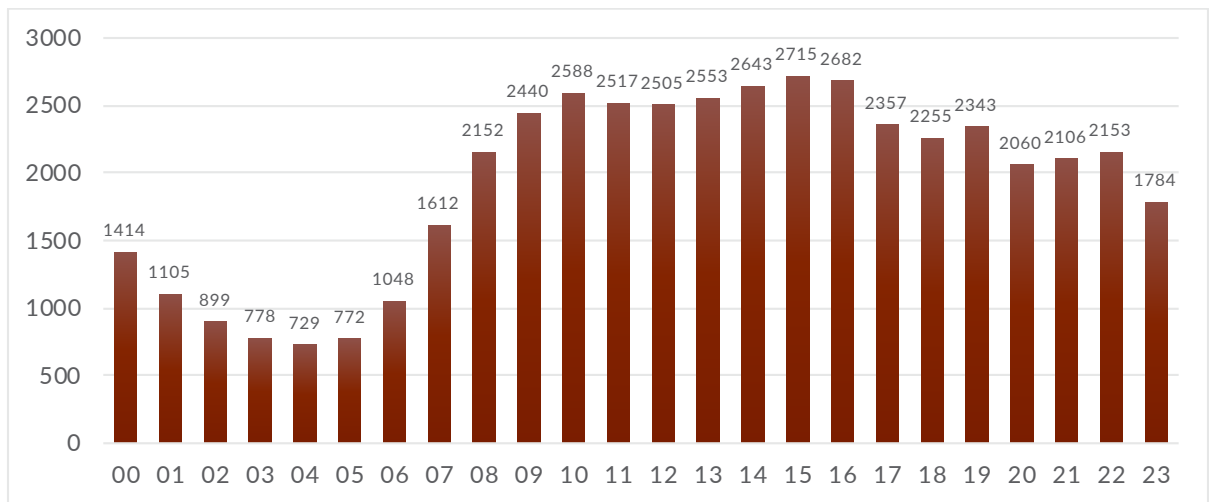
EXAMINING CALLS FOR SERVICE

The first step in building a staffing model is to examine “community-generated” calls for service. This is the category of calls in which someone requests police service, and officers are dispatched. These are distinguished from officer-initiated activities such as traffic stops. We examined all the data from 2018, which allows us to examine the effects of seasonal variation.

During this period, 46,120 community-generated calls occurred.⁴ This equates to about 126 calls per day, or about five per hour. On days with minimum staffing — 20 officers over the course of 24 hours — an officer, on average, will handle about six calls in a 12.5-hour shift, assuming that all calls for service are handled by patrol.⁵

The following figure illustrates the distribution of calls for service by hour of day. This is a typical pattern for a law enforcement agency with peak demand occurring in the late afternoon. Interestingly, calls drop off steeply after 4 p.m. In fact, 8 p.m. experiences fewer calls than 8 a.m.

Figure 1: Calls for service per hour of the day



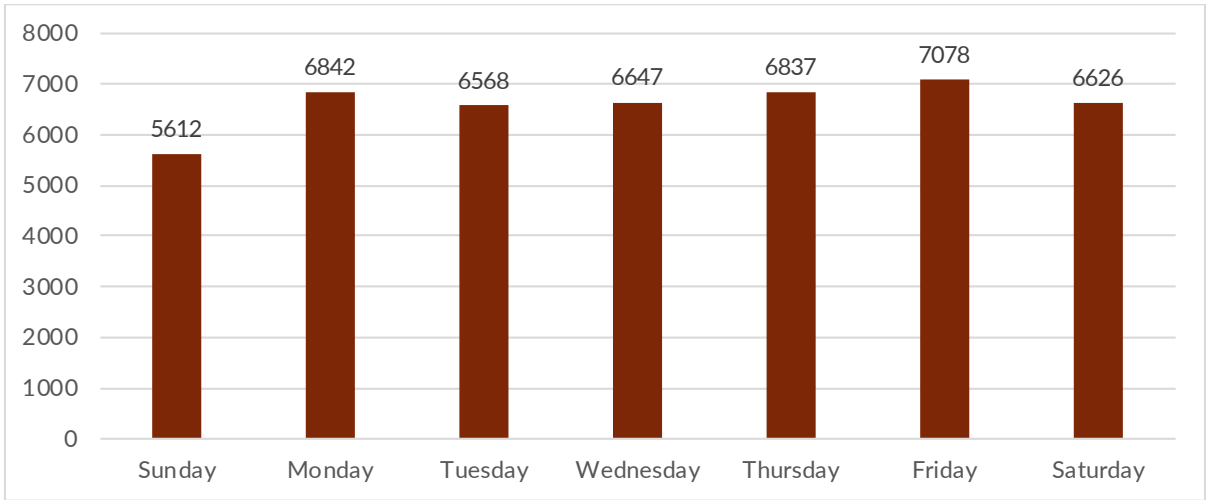
After examining the distribution of calls for service by day of week, we noted calls vary little by day of week, even though the minimum staffing levels are higher on Friday and Saturday.

⁴ To arrive at that number, we eliminated duplicate and cancelled calls, as well as online reports for which a CAD number was assigned.

⁵ In fact, as we demonstrate later, Patrol actually handles about 76 percent of calls for service.

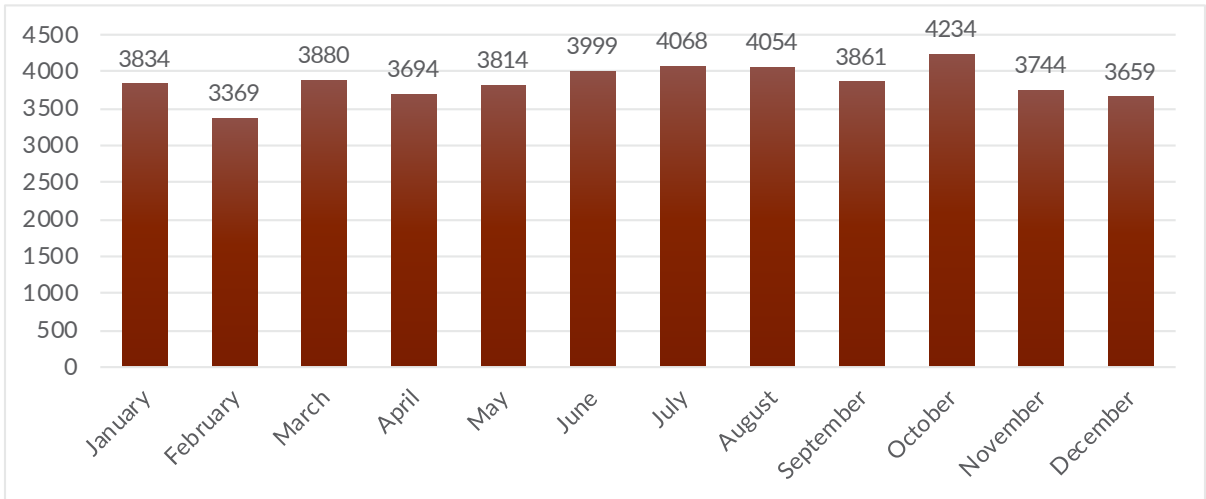


Figure 2: Calls for service by day of the week



In Figure 3, we illustrate calls for service by month. It is noteworthy that calls do not vary much by month. Many agencies experience increased call volume during the summer.

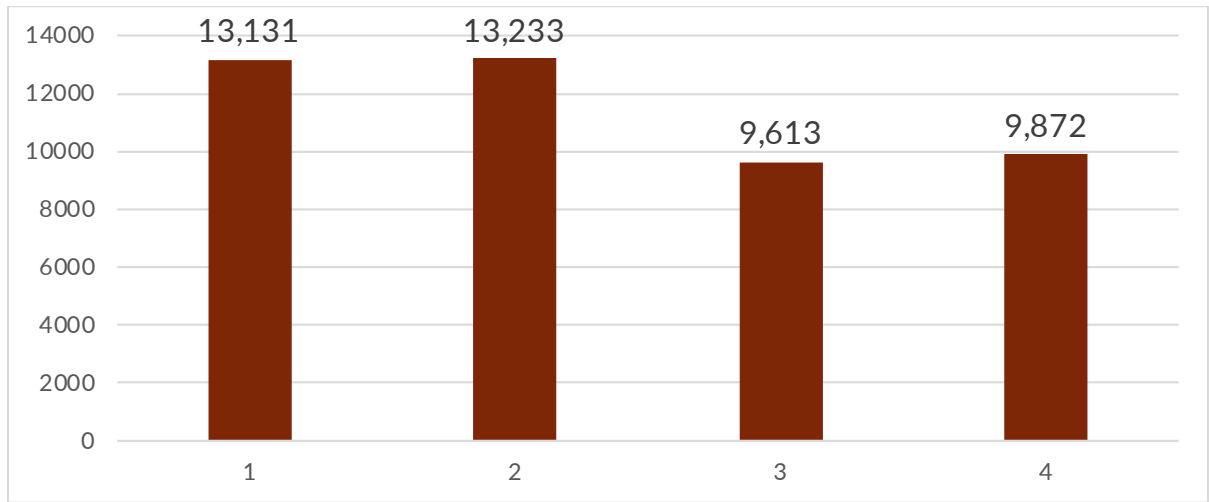
Figure 3: Calls for service by month of the year



In Corona, the number of calls varies significantly by zone. This is illustrated in Figure 4. As we can see, zones 1 and 2 generate significantly more calls than the others. For example, Zone 2 has about 38 percent more calls for service than Zone 3.



Figure 4: Calls for service by CPD zone



The table below illustrates the most frequent types of calls for service, as in calls that occurred at least twice per day on average. These calls represent about 58 percent of all calls for service. It is important to note that burglar alarms represent 10 percent of all calls for service.

Table 2: Most frequent call types

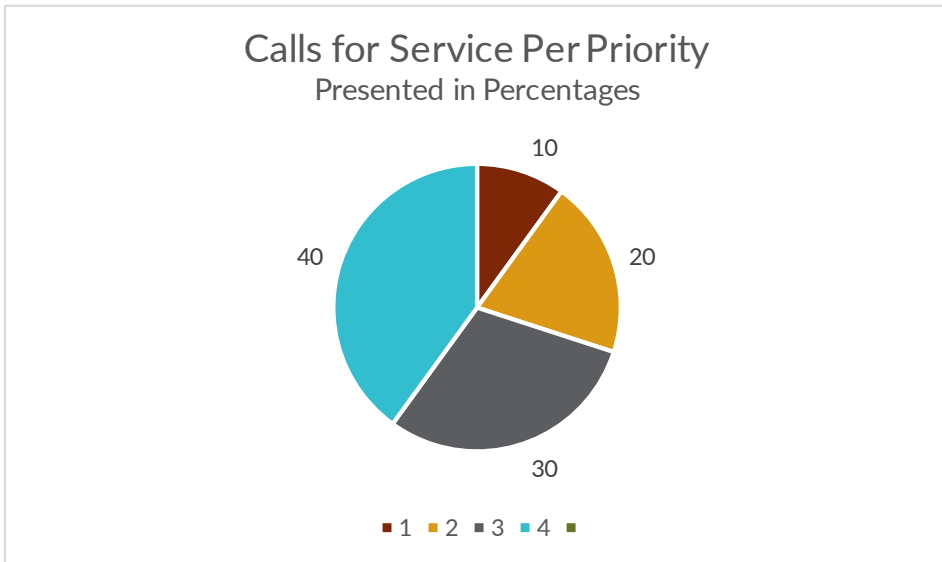
| Type of Call | Number of Call | Type of Call | Number of Call |
|---------------------|----------------|---------------------------|----------------|
| Alarm Commercial | 2,984 | Assist Another Department | 993 |
| Disturbance | 2,379 | Loud Noise | 974 |
| Suspicious Person | 1,904 | Loud Party | 950 |
| Welfare Check | 1,807 | Fraud Past | 949 |
| Alarm - Residential | 1,773 | Vehicle Burglary Past | 885 |
| Suspicious Vehicle | 1,585 | Mental Illness | 841 |
| Area Check | 1,504 | Disturbance - Verbal | 778 |
| Theft | 1,180 | Additional Info on Calls | 761 |
| TC - Non-injury | 1,166 | Domestic Violence | 760 |
| Citizen Contact | 1,116 | Illegal Entry | 727 |
| | | Trespass | 708 |



As we mentioned earlier, Patrol Unit officers handled 76 percent of community-generated calls for service in 2018. The majority of the other calls were primarily handled by other units. For example, the Traffic Unit handled five percent of the calls and the K9 Unit also handled five percent.⁶

The CPD uses a priority scheme to classify calls for service. The CPD used four priority levels. For example, Priority One calls are defined as “life threatening.” Priority Two calls are defined as “In-progress felonies, and potentially life-threatening calls. Priority Three calls are routine reports such as reports of thefts that are not in progress and Priority Four calls are generally officer-initiated activities such as routine backups and traffic violations. The distribution of calls by priority is demonstrated below.

Figure 5: Calls for service per priority

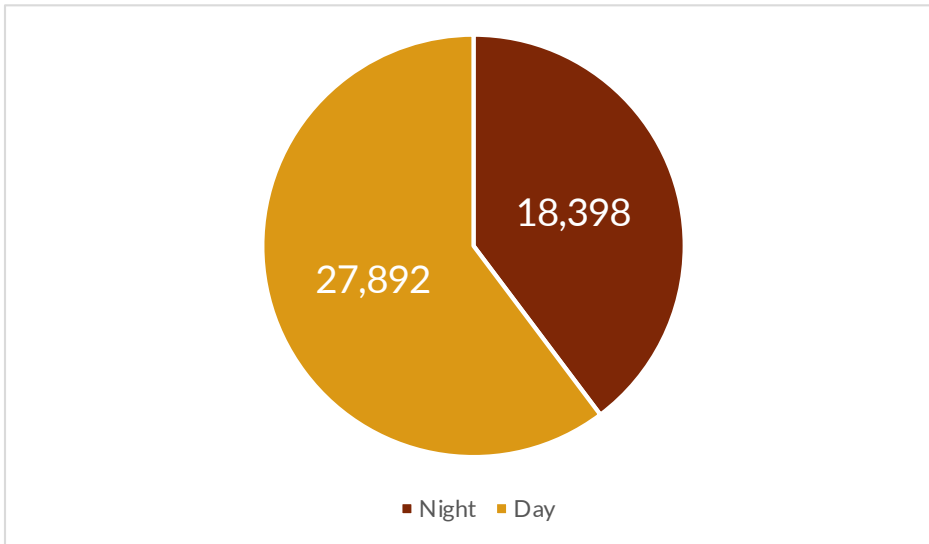


The CPD handles considerably more calls during the day shift than at night. This is illustrated in Figure 6.

⁶ The remainder were handled by other units but with relatively small numbers.



Figure 6: Calls for service by shift



The results of examination of agency performance with response to time are illustrated in Table 3.

Table 3: Response times

| All Calls | Mean Duration | Median Duration | Priority 1 Calls | Mean Duration | Median Duration |
|----------------------|---------------|-----------------|----------------------|---------------|-----------------|
| Receipt to Dispatch | 00:16:57 | 00:05:11 | Receipt to Dispatch | 00:00:45 | 00:00:25 |
| Dispatch to En Route | 00:01:12 | 00:00:12 | Dispatch to En Route | 00:00:51 | 00:00:19 |
| En Route to Arrival | 00:07:21 | 00:04:32 | En Route to Arrival | 00:04:09 | 00:03:30 |
| En Route to Close | 00:53:29 | 00:23:03 | En Route to Close | 00:58:05 | 00:33:36 |

This table illustrates response to calls for service for all calls and for priority one calls. We provide the mean (average) time and the median (the middle value). The first row illustrates the time from when a call is received in communications until a police unit is dispatched. This includes the time it takes to process the call (enter the information in the CAD system) and the time it takes to find an available officer to dispatch. Next, we see the time from when a call is dispatched until the officer indicates that they are en route. On the next row we observe the travel time. Finally, we see the time from when the officer was en route until the last officer cleared the scene. This is what we call total time. Importantly, the time from when the call was received for a priority one call and when an officer arrived on scene was less than six minutes.



SHIFT RELIEF FACTOR

When conducting a staffing analysis, it is necessary to calculate a shift relief factor. The shift relief factor identifies the number of officers that should be assigned to a shift in order to ensure that the appropriate number of officers are on duty. The formula for the shift relief factor is the maximum hours that could be worked divided by the actual number of hours worked.

Table 4 illustrates the shift relief factor for Patrol Division officers in the CPD.

Table 4: Shift relief factor for the Patrol Division

| Category | Hours |
|---|---------|
| Maximum Possible Hours (12.5 x 365) | 4,562.5 |
| Regular Days off | 2,600 |
| Benefit Time Off (AL, COMP, HOL) | 358 |
| Training ⁷ | 100 |
| Total Time Off (net) | 3,058 |
| Pay Back Day Adjustment (13 periods X 10) | 130 |
| Time Off | 2,928 |
| Hours Worked (MAX- TIME OFF) | 1,634.5 |
| Shift Relief Factor (MAX/Hours Worked) | 2.8 |

The table describes the following:

- The average benefit time off reflects use of vacation, sick, compensatory or other time.
- Training time is time lost to Patrol.
- The payback time is due to the work schedule resulting in an average work week of 37.5 hours. In each 28-day period, officers must “payback” 10 hours.
- If regular days off are included, we observe that each year, on average, an officer is off duty for 3,058 hours.
- The maximum hours possible is 4,562.5. (365 x 12.5) If we subtract the time off from the maximum, we find that each officer works 1,634.5 hours per year on average.
- Thus, the shift relief factor is 2.8 (4562.5/ 1634.5).

⁷ This is the average annual time spent on training for all sworn personnel.



This shift relief factor is relatively high for agencies with 12-hour schedules; 2.6 is more common. This is, in large part, due to the “cost” of in-service training.

Another factor in building the staffing model is determining what fraction of calls require two officers. In the case of the CPD, the agency uses a policy to define when two officers are dispatched. The policy describes the number of officers for each call type. We compared the types of calls that were dispatched and the recommended assignment. Based on that analysis, we identified the following results.

Table 5: Calls requiring two officers

| Incident Priority | Number of calls | Two officers were assigned | Percentage |
|-------------------|-----------------|----------------------------|---------------|
| 1 | 3,403 | 2,974 | 87.39% |
| 2 | 14,107 | 10,644 | 75.45% |
| 3 | 17,213 | 9,188 | 53.38% |
| 4 | 11,487 | 137 | 1.19% |
| Total | 46,210 | 22,943 | 49.65% |

The vast majority of Priority One and Two calls resulted in two officers dispatched. However, a number of low-priority calls (principally related to noise) also involved two officers. The Department notes that sending two officers to respond to noise-related calls is an officer safety issue, as most noise complaints are about parties.

The model for determining a staffing estimate for patrol is based on the following assumptions:

- Average call for service: 53 minutes
- Shift relief factor: 2.8
- Backup: 50 percent

Table 6: Staffing estimate for Patrol

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
|--------------|--------|--------|--------|-------|---------|-----------|---------|-----------|
| CFS | Back | Total | Hours | Units | 40% CFS | X 2.8 | 50% CFS | X2.8 |
| 27,892 | 13,946 | 41,838 | 37,654 | 8.3 | 20.8 | 59 | 16.6 | 47 |
| 18,398 | 9,199 | 27,597 | 24,837 | 5.4 | 13.5 | 38 | 10.8 | 31 |
| Total | | | | | | 97 | | 78 |

In Table 6, we have divided the day into two 12-hour shifts.

- Column 1 includes the number of calls during each shift.



- In the second column, we make the backup unit adjustments (adding 50%).
- Column 3, which includes the backup unit adjustment, is the basis for our analysis.
- In Column 4, we estimate the total time consumed on calls (in hours) by shift, based on an average time of 53 minutes per call. In the next column we identify the number of units required to handle these calls if a unit worked every day and 365 days per year. This calculation is based on the total time consumed divided by 4562.5 the number of hours that an officer would work if they worked 12.5 hour shift every day.
- The unit value (Column 5) is the number of officers that should be on duty if they only answered calls for their entire shift, and if they worked every day.
- Next in column 6), we multiply the unit value times the performance objective. In this case the model is based on providing enough officers to permit them to spend 40 percent of their time on calls for service and 60 percent on other activity. **This is the number of officers that should be on duty to meet the performance objective.**
- In column 7, we multiply the required-on duty officers times the appropriate shift relief factor. This tells us the number to **assign** to the shift in order to ensure that the appropriate number of units is on duty. ⁸ Columns eight and nine follow the same protocol, except the model allows for officers to spend 50 percent of their time on calls for service.

The recommended staffing under both assumptions will require more officers than are currently assigned to Patrol. However:

- Patrol currently handles 75 percent of calls, and this model assumes they handle all.
- The agency has a relatively high shift relief factor. If that were reduced, it would lower staffing requirements. As noted above, the high shift relief factor is in large part, due to the “cost” of in-service training. Additionally, the Department indicates that this shift relief factor is relatively high because the department has a more experienced work force who have earned more benefits based on their tenure.

When using the workload-based approach, it is important to consider some of the potential limitations. This model relies heavily on averages in producing the estimates. To the extent that workload demands exceed averages, relying on averages for scheduling may affect agency performance. An example of this is during substantial emergencies, concurrent major calls or some unplanned event. In these unpredictable situations, the workload-based model, like other approaches, may not provide an adequate number of officers. The main effect of this shortfall will be to reduce the availability of discretionary time.

⁸ The convention is to round up at this point.



Additionally, the models do not differentiate about the job functions of the police units; we assume that calls are handled by police officers. To the extent that calls are handled by supervisors or by non-sworn staff, officer staffing requirements will diminish.

Finally, the model is based on citywide deployment. To the extent that demand will vary by sector, this approach may not adequately capture those differences.

POLICE WORKSCHEDULES

We use a specific methodology to compare work schedules. The important components of a work schedule are:

- Average work week
- Shift length
- Number of consecutive workdays
- Weekend time off
- Staffing by day of week
- Percentage of officers on duty each day

12-Hour WorkSchedule

Twelve-hour schedules involve a 14-day duty cycle. In the schedule pictured below, the pattern consists of two days on/three days off, two days on/two days off, three days/two days off. This schedule results in a 42-hour average workweek.⁹ Over the two-week cycle, officers earn four additional hours. All officers are assigned to one of two groups. This schedule makes it easier for supervisors and officers to work on the same schedule. A typical work schedule is illustrated below.

Table 11: 12-Hour Schedule

| Week | Sun | Mon | Tues | Wed | Thurs | Fri | Sat |
|------|-----|-----|------|-----|-------|-----|-----|
| 1 | | | Off | Off | Off | | |
| 2 | Off | Off | | | | Off | Off |
| % On | 50 | 50 | 50 | 50 | 50 | 50 | 50 |

⁹ Can be modified to reduce average work week to 40 hours.



Officers have rotating days off during the duty cycle, but the pattern is repeated every two weeks. For example, an officer could expect to have every other Sunday, Monday and Tuesday off. Officers assigned to this pattern would have every other weekend off.

At first glance, it looks like 12-hour shifts reduce resource availability, but the agency only needs to staff two shifts per day. Staffing seven officers on 12-hour shifts is equivalent to staffing 10 officers assigned to eight-hour shifts. An alternative 12-hour work schedule may more closely conform to a schedule with fixed days off. It is pictured below.

Table 12: 14-Day Cycle with Two Groups

| Platoon | S | M | T | W | T | F | S | S | M | T | W | T | F | S |
|---------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| 1 | On | On | On | Off | Off | Off | Off | On | On | On | On | Off | Off | Off |
| 2 | Off | Off | Off | On | On | On | On | Off | Off | Off | Off | On | On | On |

In this schedule, two groups function on a 14-day duty cycle. Officers in the first group work on Sunday, Monday and Tuesday of the first week and then have four days off. During the second week of the cycle, officers work on Sunday, Monday, Tuesday and Wednesday and then have three days off. The second group has what is nominally the opposite on-and-off pattern.

This work schedule results in a 42-hour workweek (84 hours over two weeks). This can be adjusted to a 40-hour workweek by permitting officers to take two hours off each week, or four hours during the two-week period. The department has to manage this time off to ensure that it does not adversely affect deployment.

The CPD uses another version of the 12-hour schedule. In this schedule, each officer works three 12.5-hour shifts per week and has four days off. The day on/off configuration is fixed. Depending on the number of officers assigned to each day-off group, the agency can vary staffing by day of week. The schedule is illustrated below.

Table 13: The CPD's 12-Hour Schedule

| Shift | S | M | T | W | T | F | S |
|-------|-----|-----|-----|-----|-----|-----|-----|
| 1 | ON | ON | ON | OFF | OFF | OFF | OFF |
| 2 | OFF | ON | ON | ON | OFF | OFF | OFF |
| 3 | OFF | OFF | ON | ON | ON | OFF | OFF |
| 4 | OFF | OFF | OFF | ON | ON | ON | OFF |
| 5 | OFF | OFF | OFF | OFF | ON | ON | ON |
| 6 | ON | OFF | OFF | OFF | OFF | ON | ON |



Agencies that adopt 12-hour work schedules are particularly concerned about fatigue. The evidence on this issue is mixed. On its face, a 12-hour shift seems long, and one could easily predict an increase in accidents and injuries related to fatigue. However, the schedule provides significant amounts of time off, and most agencies that adopted this approach have not experienced those anticipated increases. In fact, most agencies report that officers on 12-hour schedules use less sick time and have lower levels of stress and illness.

The key to successful implementation is effective management of off-duty time, particularly during the 12-hour break between consecutive days on duty. It is critical that officers get sufficient rest during their time off. For the department, that means closely monitoring off-duty employment, court and other obligations that may diminish the opportunity for sleep.

CONTINUITY OF COMMAND

While policing is a 24-hour enterprise, in most police agencies, senior leadership members typically work normal business hours. This becomes particularly critical when a major incident occurs during the evening or weekend.

This is not necessarily a poor policy. Agencies are learning that when a critical incident occurs, it is often important to have a member of the command staff on the scene as quickly as possible.¹⁰ For example, in the event of an officer-involved shooting, the incident commander must make critical decisions within minutes and if those decisions are questionable, the outcome can be very serious.

The CPD assigns lieutenants to each both the day and night shifts but their work schedules do not comport with those of their subordinates' shifts. As a result, at times the Patrol shifts are working but the lieutenants are not. In some cases, junior sergeants act as a watch commander. In accordance with best practices, a junior sergeant, no matter how qualified, should not serve as a watch commander in a critical incident. While they may be capable of performing many tasks, they do not have the experience that comes from having served as a member of the agency's leadership team.

We recommend that two lieutenants be assigned to each patrol shift; one to each group. Using this approach, a lieutenant would always be assigned to work across the 24-hour schedule, and otherwise a sergeant would be the group supervisor. We also recommend that other members of the command staff – chief, deputy chief or commanders – periodically work a night or weekend shift. This would reinforce the notion that policing is a 24-hour business.

¹⁰ The Chicago Police Department, for example, assigns a deputy chief to work from 10 p.m. until 6 a.m.



MANAGING DEMAND FOR POLICE SERVICES

In addition to discussing how the CPD can better staff its departments, we understand that leveraging existing resources is just as important. In the following sections, we discuss best practices regarding demands for police services.

During our study period, the CPD responded to 4,667 alarm calls, about 10 percent of all the calls for service. This represents an opportunity to examine alternative response strategies.

Nationwide, police departments respond to millions of false alarms annually at a cost that tops \$1 billion. In cities for which we have data, 90 to 99 percent of these alarms are false. False alarms are a wasteful use of police resources and a problem that many law enforcement agencies struggle to manage. According to a report by The Urban Institute, “Solving the problem of false alarms would by itself relieve 35,000 officers from providing an essentially private service.”

Moreover, an alarm signal is not an indicator of a criminal activity; in most instances, it is designed to detect motion, including “human error, system malfunctions and abnormal conditions, most of which have little to do with crime.” Police departments and the municipalities that finance their needed services can realize significant savings and increase productivity by reducing this often-unproductive use of officers’ time.¹¹

Many communities are taking an aggressive approach to reducing response to false alarms. For example, the Milwaukee Police Department (MPD) implemented the Verified Response Policy for burglar alarms in September 2004. Under this policy, the MPD does not respond to the report of a burglar alarm activation that was not first verified by a private first-responder service. Milwaukee reduced the number of calls for service due to alarms from more than 30,000 to 620 in 2012 as a result of the policy change.

In 2008, the San Jose Police Department conducted a study of false alarms and found that over 98 percent were false. The cost of these false alarms was \$662,000. A subsequent study in 2010 revealed that 12,450 alarm responses resulted in only two arrests and 113 police reports.

As a result of this research, San Jose adopted a Verified Response Protocol on January 1, 2012, and no longer responds to alarms solely on the request of alarm monitoring companies. The police continue to respond to panic and robbery alarms. The Department also responds to “verified” alarms. Verification may come in the form of sound, video or eyewitness accounts that indicate a crime is occurring, a “verified” response. Alarms can also be verified by an alarm company agent, property owner or any witness at the scene of activation who can affirm that police are needed.¹²

¹¹ Opportunities for Police Cost Savings Without Sacrificing Service Quality: Reducing False Alarms. Philip S. Schaeffer, Aaron Horvath, Harry P. Hatry, The Urban Institute, January 2013

¹² http://www.sjpd.org/Records/Verified_Response.html



ALTERNATIVE RESPONSES TO TRAFFIC ACCIDENTS

Traffic accident investigation is a labor-intensive task, often involving more than one officer. Moreover, when vehicles are in the roadway, it causes traffic delays and increases the risk of secondary collisions. Currently, the CPD responds to all reported traffic crashes. CPD arranges for the exchange of information between the parties if accepted by parties in the collision. For non-injury accidents and accidents that do not block traffic, a single officer or CSO conducts the investigation. Traffic accident investigation is a labor-intensive task, often involving more than one officer. Moreover, when vehicles are in the roadway, it causes traffic delays and increases the risk of secondary collisions.¹³

Many police departments are revising their policies with respect to minor traffic accidents. In Minneapolis for example, officers respond to the scene and ensure that no one is injured, that no DUIs occurred and that the participants are willing to exchange information. If the crash meets these criteria, the officer provides a packet of information and forms for the drivers to complete.

In Philadelphia, police do not investigate crashes in which:

- No personal injuries and no damage to physical property surrounding the accident have occurred, such as commercial, residential or government-owned property (damage is associated with vehicles only)
- All vehicles may continue to be driven safely from the scene of the accident
- All drivers remain at the scene of the accident and agree to exchange owner and vehicle information.

Philadelphia drivers can report the auto accident in person at the police district office where the crash occurred or on the phone. After reporting the accident, they receive a District Control (DC) number, or accident record number, and can contact their insurance carrier with the DC number.

The San Diego Police Department responds only to injury and hit-and-run accidents. If it is a minor hit-and-run, drivers may be directed to the nearest police substation to complete a report. If it is a property damage accident, drivers exchange information with the other driver.

Another option is the Collision Reporting Center. This concept began about 20 years ago in Toronto. For crashes during which no injuries or DUIs occurred, and when the vehicles are drivable, participants are directed to reporting centers where the information about the crash is recorded. This is a safer and more efficient alternative.

Roanoke, Virginia is the first Collision Reporting Center in the U.S., with an inter-local cooperation agreement between the City of Roanoke and Roanoke County. Additional sites include Tucson, Arizona and Gardena, California.

¹³ Most states encourage drivers to move crash vehicles from roadway. Thus, the value of the officer investigation is limited.



Web-based Crime Reporting

Many police organizations are adopting web-based platforms for victims to report crime. For example, the Raleigh, North Carolina police allow citizens to report the following offenses online when no known suspects are involved.

- Harassing Phone Call
- Lost Property
- Stolen Property
- Damage to Property
- Damage to Vehicle
- Theft from Vehicle
- Hit and Run
- Identity Theft
- Credit Card Theft

Once the report has been submitted, the victim is given a temporary report number. They can also print a copy of the temporary police report for their records.¹⁴

The Chico, California police allows a more extensive group of offenses to be reported online.

- Fraudulent Use of ATM/Debit Card and/or Credit Card
- Graffiti
- Harassing Phone Calls
- Hit and Run
- Identity Theft
- Lost Property
- Non-Injury Traffic Accident
- Supplemental Report
- Theft
- Theft from a Vehicle
- Theft of a Bicycle
- Vandalism
- Vandalism of Vehicle
- Vehicle Burglary

Another approach to service delivery is a CSO. CSOs are non-sworn personnel who provide a wide range of services and free up police officers' time. For example, if the CPD staffed the front desk with a CSO, this individual could handle incoming reports while officers remain off site.

¹⁴ <http://crc.raleighpd.org>



San Jose began employing CSOs in 2014, and they perform limited enforcement duties and respond to low-priority calls for service. CSOs perform limited enforcement duties like issuing parking citations and towing abandoned vehicles. The types of calls the CSOs respond to and investigate include:

- Petty theft
- Grand theft
- Vehicle theft – initial report and/or recovery
- Vandalism
- Non-injury traffic collisions
- Missing persons
- Road Hazards
- Directs and controls crowds and traffic at accidents or special events including setting up cone and/or road flare patterns
- Abandoned vehicles
- Assistance with crime scene investigation.



Strategic Recommendations

1 GUIDE RESPONSIBLE GROWTH OF THE DEPARTMENT

Responsible growth does not only entail adding staff members. It also means creating an organizational structure to ensure the Department operates efficiently and effectively to address crime and quality of life issues in Corona.

| Rec # | Recommendation |
|-------|---|
| 1.1 | Phase in the hiring of additional officers over the next several years. Because the current workload analysis reveals that if the Department and community wants to maintain officer availability at 50% (that is, the time officers are spending on routine patrol or engaging in community service activities, rather than responding to calls for service), the Department should currently have 78 officers assigned to patrol, however, the Department is currently short of the number of recommended officers. |
| 1.2 | Although patrol staffing is of the greatest importance, create and staff an Assistant Chief position to serve as the operational manager of the Department. The Assistant Chief would be the second in command and oversee day-to-day operations. This would allow the Chief to focus on high-level policy issues and liaising with government officials and community members. |
| | As the Department hires additional patrol officers over the course of the next several years, the Department should consider creating an additional Lieutenant position in the Field Services Division to ensure that it continues to have the appropriate supervisory span on control in patrol. |
| 1.3 | Assign an additional lieutenant to report to the ISD Captain. One lieutenant should oversee property crimes detectives and crime analysts, while the other oversees violent crimes detectives, task forces, and property and evidence. |
| 1.4 | Transfer the professional standards and internal investigations function to the Office of the Chief or Assistant Chief. Assign a lieutenant to oversee the Professional Standards Unit, including policy and risk management. |
| 1.5 | Transfer traffic operations to the FSD and assign a patrol lieutenant to oversee operations as an ancillary duty. |
| 1.6 | Transfer the oversight of animal services to the FSD and consider tasking a field lieutenant with overseeing the operations as an ancillary duty. |
| 1.7 | Continue efforts to expand the FLEX Team so it can respond to quality of life and other emerging issues in Corona. |
| 1.8 | Increase the number of officers on the HOPE Team from two to four to provide additional service to aid individuals experiencing homelessness. |



2 LEVERAGE PROFESSIONAL STAFF TO FULFILL NON-EMERGENCY RESPONSE ISSUES

The CPD already uses professional staff members to perform functions such as crime analysis, forensics and communications. Using professional staff members to perform such functions enables the Department to put more sworn members on the street and increases the department's efficiency and cost effectiveness.

| Rec # | Recommendation |
|-------|--|
| 2.1 | Hire additional professional staff members to perform building and radio maintenance, fleet management, grants, purchasing and other duties best fit for non-sworn staff. |
| 2.2 | Increase the number of CSOs to assist patrol officers with low-level calls for service, completing crime reports for cold crimes, responding to alarm calls and completing reports for minor traffic accidents. |
| 2.3 | Hire a professional staff person to assist the Department's sworn PIOs . |

3 IMPROVE THE CPD'S RECRUITING AND HIRING EFFORTS

As with other departments throughout the country, the CPD faces challenges in recruiting and hiring new dispatchers and experienced officers to work for the CPD.

| Rec # | Recommendation |
|-------|--|
| 3.1 | Develop a written comprehensive recruitment and hiring program and strategy to identify and recruit officers and dispatchers. |
| 3.2 | Continue to review pay and benefits for dispatchers and police officers and compare these to nearby and similar jurisdictions to ensure the CPD is competitive in the job market. |
| 3.3 | Task the Department's PIOs with developing a branding strategy that highlights how the CPD is a great place to work by publicizing personal stories about employee success and the work the Department does in the community. |
| 3.4 | Ask current staff members to contribute to the recruiting efforts . Current Department members can be the best recruiters for the Department. All members can have a role in talking about the benefits of working for the CPD. |
| 3.5 | Leverage the Department's goodwill and ask members of the Corona community to play a part in recruitment. Interviewees indicated that the CPD is well-respected and many community members expressed and demonstrated their willingness to assist the department. |
| 3.6 | Improve incentive programs for officers to recruit others, such as bonuses or an incentive structure that benefits those who transfer to the CPD from other departments. |



4 REINFORCE THE CPD'S COMMITMENT TO COMMUNITY POLICING

The Department's mission, vision and values focus on serving the community through strong community partnership and excellence in policing. It has an opportunity to build from this foundation and expand community-policing strategies.

| Rec # | Recommendation |
|-------|---|
| 4.1 | Develop a community policing strategy that identifies goals, objectives and measurable outcomes for all units. This document could help ensure that work across the organization supports the philosophy of community policing and reinforces that it is essential for duties outside of patrol. |
| 4.2 | Develop a comprehensive public information and communication strategy that ties the Department's communication efforts with its broader goals and objectives and identifies the target audiences. |
| 4.3 | Continue to participate regularly in Cops and Clergy meetings and the CPCP . |
| 4.4 | Convene community stakeholder and Chief's advisory committee meetings , including stakeholders from business, the CPD, schools, the faith community and others on a regular basis. Ensure the meetings are diverse in background, race, gender and socioeconomic status. |
| 4.5 | Continue involvement with youth through the Youth Diversion Program and SRO program. |

5 CONTINUE TO INVEST IN THE PROFESSIONAL DEVELOPMENT OF DEPARTMENT PERSONNEL

The CPD has professional personnel and a reputation as a great place to work, and we strongly suggest the Department leverage this image in its recruiting efforts.

| Rec # | Recommendation |
|-------|--|
| 5.1 | Ensure all Department training, including briefing trainings, is covered in the agency's annual training plan and is linked to overall goals and objectives. |
| 5.2 | Improve the Department's mechanism for tracking training to ensure that topics, individuals trained and the number of hours of training are tracked for formal and briefing trainings. |
| 5.3 | Ensure field lieutenants approve all briefing training for quality control and consistent messaging. |
| 5.4 | Provide additional training to members of the HOPE Team to enhance their skills in assisting individuals experiencing homelessness and provide training to officers so they can understand the services available and how to work best with the Team. |



- 5.5 Develop alternatives to the **permanent assignment of officers** to detective positions. Mandatory rotation assignments foster investigation skills throughout the Department. It should consider phasing in its rotation of assignments as current detectives promote, transfer or retire.

6 LEVERAGE THE USE OF INFORMATION TECHNOLOGY AND INFORMATION SHARING

The effective use of technology and data is essential to the efficiency and effectiveness of a police department. The CPD has made great strides by implementing and new CAD/RMS and should now look for ways to leverage the system to address operational and quality-of-life issues.

| Rec # | Recommendation |
|-------|---|
| 6.1 | Create a real-time crime center to centralize a range of department technologies, coordinate resources and direct the Department's attention to crime issues, individuals who frequently commit offenses and the community's priority issues. |
| 6.2 | Increase training for crime analysts so they can conduct more sophisticated analyses of available data and support a real-time crime center. |
| 6.3 | Consider additional options for importing legacy data into the Department's CAD/RMS to make it available for crime analysis. Alternatively, develop a plan to migrate the data to a data warehouse that is not dependent on contracting with the legacy system provider. |
| 6.4 | Assign a full-time IT expert to provide in-house expertise for day-to-day needs and serve as a liaison to the City's IT Department staff. |
| 6.5 | Convene regular meetings between the City's IT Department and CPD staff at both the command and supervisory levels to ensure a strong working relationship. These meetings can also be used to develop a formal, long-term strategic plan for what technology to adopt and when. |
| 6.6 | Evaluate legacy cameras for replacement to ensure their functionality and usefulness as suggested in the Department's strategic plan. |



7 IMPROVE THE DEPARTMENT'S ACCOUNTABILITY SYSTEM

The CPD handles a relatively small number of complaints against Department members; however, some improvements would make this system more efficient and effective.

| Rec # | Recommendation |
|-------|--|
| 7.1 | Create a more systematic method of tracking formal and informal complaints against Department members to help identify problematic patterns of behavior. |
| 7.2 | Develop a formal disciplinary matrix to ensure that discipline is imposed fairly and consistently. |
| 7.3 | Develop an Early Intervention (EI) program to monitor employee performance or behavior via administrative data. The EI program is meant to be a non-disciplinary system that identifies employees in need of assistance early on, enabling a law enforcement agency to intervene with the appropriate support to prevent a future incident that would be harmful to employees, their careers or the public. |
| 7.4 | Improve the performance evaluation process to better reflect police work specific to employees' roles. Train supervisors on how to conduct proper performance reviews. |

8 REEVALUATE CASE ASSIGNMENTS AND WORK HOURS TO BETTER FIT THE CITY'S NEEDS

We found that the CPD is robust and effective, but we identified several gaps where resources are necessary and could be put to better use.

| Rec # | Recommendation |
|-------|---|
| 8.1 | Adjust the detectives' schedules to ensure some detectives are on duty during the evening hours and on weekends because Corona experiences significant levels of crime during these periods. The Department could have permanent assignments to the new schedules or rotate detectives' work hours on a regular basis. Many agencies refer to these assignments as "night detectives." |
| 8.2 | Develop formal solvability factors for the ISD sergeant to use when deciding which cases will be assigned to detectives and develop formal closeout guidelines to determine when cases can be closed with no further investigation. |