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# Performance Audit of The Police Patrol Operations

THE POLICE DEPARTMENT SHOULD ANALYZE DISPATCH DATA AND  
REFINE ITS PERFORMANCE MEASURES TO IMPROVE STAFFING AND  
SUPPORT REQUEST FOR FUNDING

SEPTEMBER 2013

**Audit Report**  
Office of the City Auditor  
City of San Diego



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## THE CITY OF SAN DIEGO

September 23, 2013

Honorable Interim Mayor, City Council, and Audit Committee Members  
City of San Diego, California

Transmitted herewith is an audit report on the Police Patrol Operations. This report is in accordance with City Charter Section 39.2. The Results in Brief is presented on page 1. The Administration's response to our audit recommendations can be found after page 35 of the report.

We would like to thank staff, as well as representatives from other City departments for their assistance and cooperation during this audit. All of their valuable time and efforts spent on providing us information is greatly appreciated. The audit staff responsible for this audit report is Michael Lee, Toufic Tabshouri, Chris Kime and Kyle Elser.

Respectfully submitted,

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## Results in Brief

A main function of the San Diego Police Department (SDPD) is to patrol the City's neighborhoods and respond to calls for service. In fiscal year 2012, SDPD responded to over 400,000 incidents. SDPD assigns approximately 60 percent of its employees to its Patrol Operations Division. SDPD staffing has remained stable for the past three years, with about 1,500 personnel assigned to Patrol Operations, of whom 800-850 are patrol officers. To determine an appropriate staffing level and optimize shift schedules for patrol officers across the City, SDPD uses a model that analyzes dispatch records for the prior year and estimates demand for services for the coming year.

**Finding 1** We examined SDPD's staffing model and found it effective and in conformance with best practices for police staffing. Police management retains the flexibility to adjust staffing in response to changing conditions such as seasonal demand, special events, or emergencies. Since Patrol Operations is currently meeting response time performance measures, SDPD has not shown that staff reductions and budget cuts have affected patrol performance. However, Patrol Operations' continued ability to meet its performance targets does not prove that the division is adequately staffed; it may simply indicate that the response time performance measure cannot detect any developing strains in Patrol Operations staffing.

By analyzing dispatch data, the SDPD can obtain more detailed information on the consumption of patrol resources to inform staffing, deployment, and response decisions. We recommended that the SDPD use dispatch data to establish service levels and performance standards, and that it survey residents periodically to elicit community preferences for police services.

**Finding 2** Publicly reported performance measures are an integral part of an organization's ability to convey meaningful results from taxpayers' investment. Although SDPD has several internal channels for monitoring and reporting performance, its performance measure reporting has largely been confined to the City's annual budget document. We found that the goals included in the budget are too broad to inform a public discussion of police staffing or to help police justify additional resources. A benefit of enhancing its performance reporting will be to move beyond traditional measures such as response time or sworn officer per capita staffing.

The SDPD should establish a comprehensive performance measurement system that includes specific goals with output targets. It should also regularly solicit public input to elicit community preferences for police services and report on its performance. By enhancing its performance measurement and reporting, the SDPD will be able to precisely communicate to stakeholders the types of services it can provide or performance improvements it can achieve with additional funding.

Throughout this audit, we heard concerns about understaffing across different levels in the SDPD. These concerns are understandable, given the reduction in the SDPD's sworn and civilian staff in response to the City's budget deficits. For a variety of reasons, however, building a case for increasing police funding is not a simple undertaking. We recommend that the SDPD justify its requests for additional resources by using performance metrics.

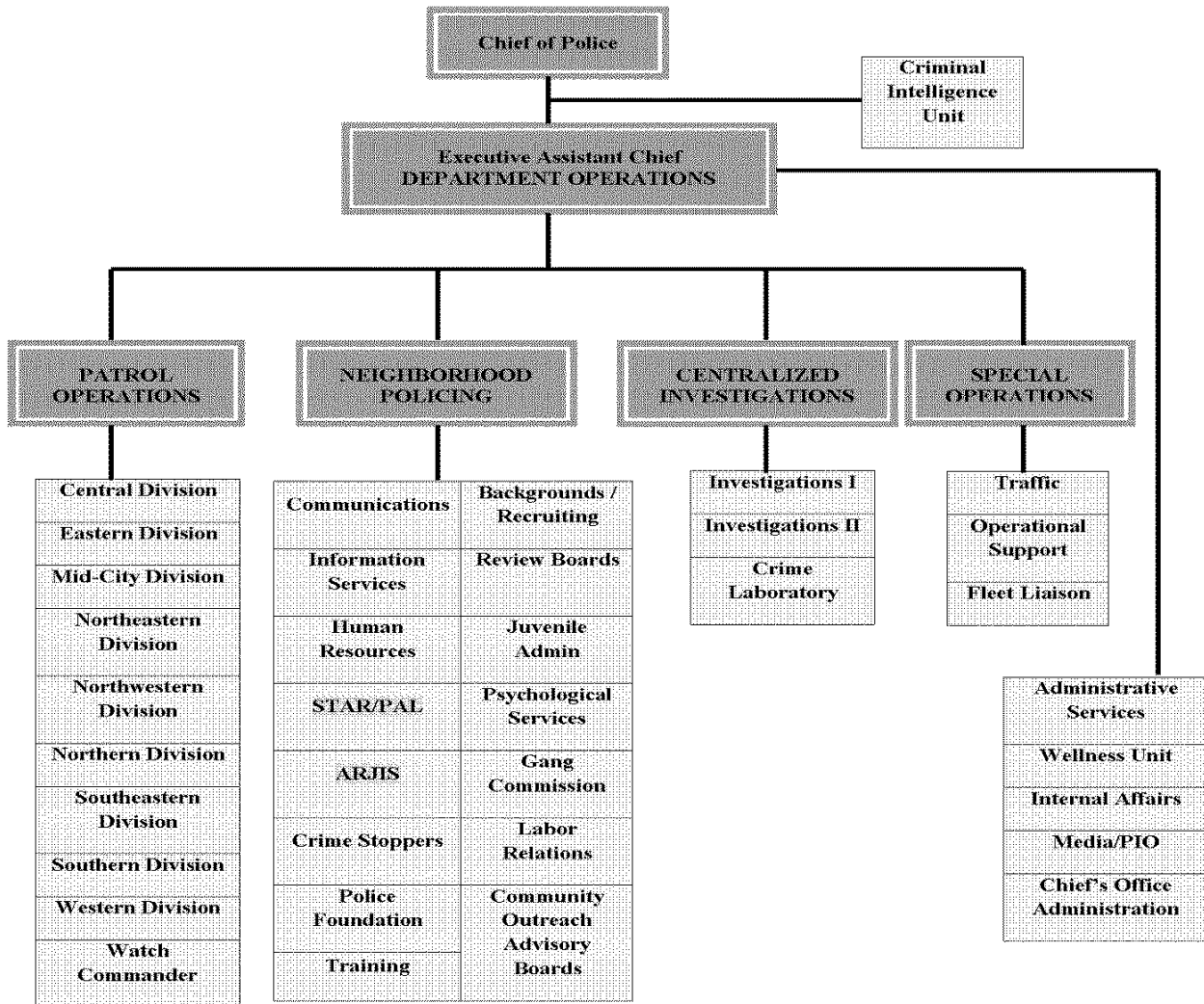
We made a total of three recommendations in this report, and SDPD agreed with all three recommendations.

# Background

The mission of the San Diego Police Department (SDPD) is to maintain peace and order by providing the highest quality police services. The SDPD enhances the quality of life in San Diego by keeping the community safe for residents and visitors. The SDPD's vision is a police department whose employees feel valued, works together in community partnerships to be a model of excellence in policing, and fosters the highest level of public trust and safety. The SDPD's organizational chart is shown in **Exhibit 1**.

*Exhibit 1*

SDPD Organizational Chart



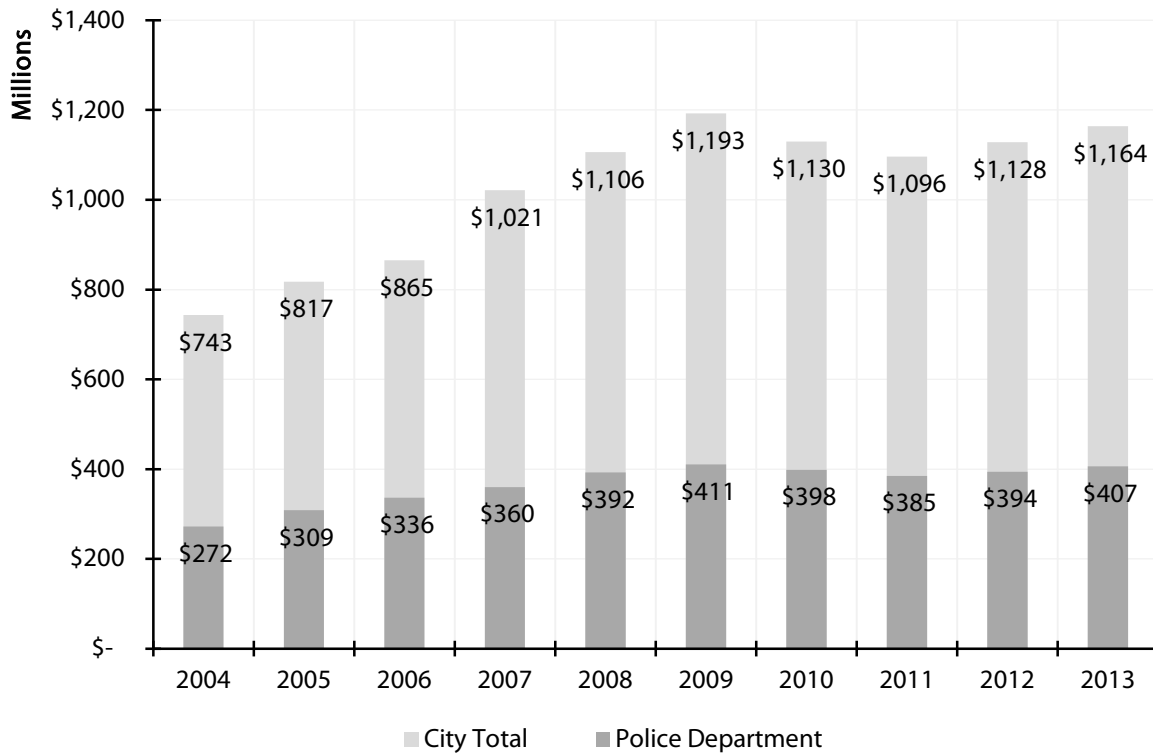


**SDPD receives a large share of the General Fund budget**

According to FBI statistics, the City of San Diego (City) is ranked as having the second lowest crime rate among large US cities. Since fiscal year 2004, the City has budgeted between 34 and 39 percent of its general fund to SDPD—the City’s single largest departmental expenditure every year (see **Exhibit 2**).<sup>1</sup> After years of significant growth, SDPD’s budget decreased in fiscal years 2010 and 2011 before rising again in 2012 and 2013. Personnel expenditures represent the largest share of SDPD’s operating costs, comprising about 80 percent of the department’s budget.

**Exhibit 2**

**SDPD Share of the General Fund Budget**



Source: OCA generated based on City of San Diego Adopted Budget

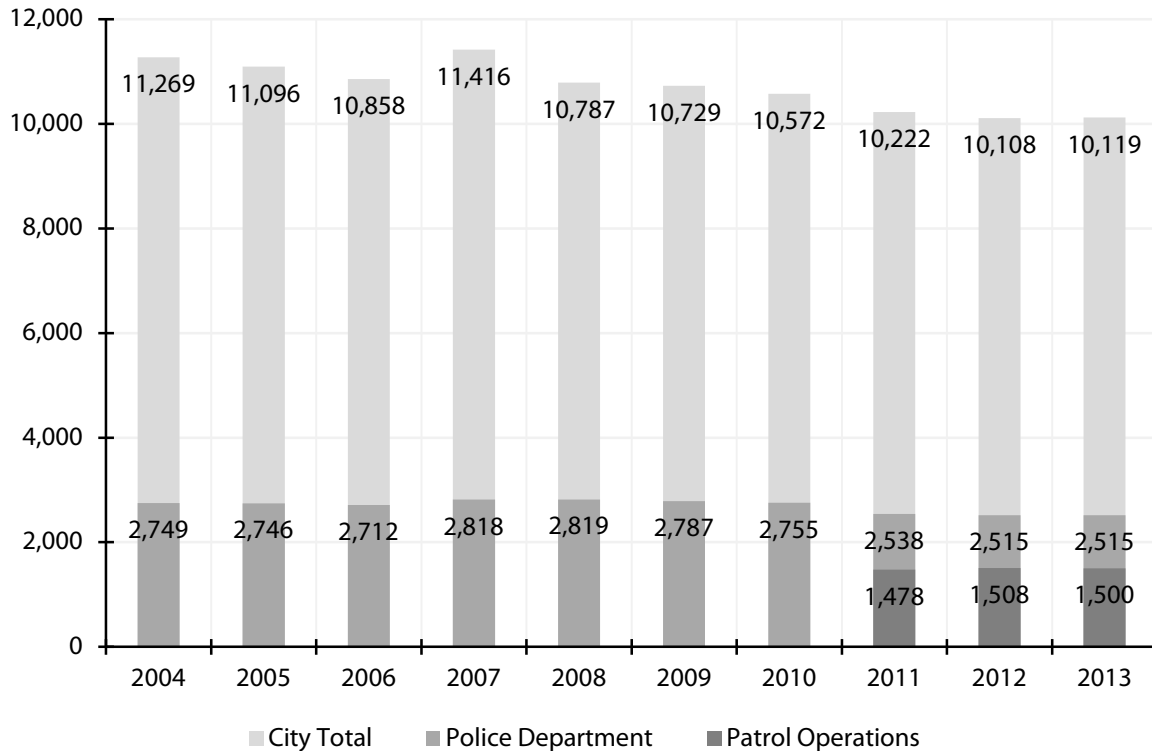
<sup>1</sup> SDPD also receives funds from sources other than the General Fund, including the Police Decentralization Fund, the Seized & Forfeited Assets Fund, and the Serious Traffic Offenders Program Fund.

**Patrol Operations is the largest division in the SDPD**

A main function of SDPD is to patrol the City’s neighborhoods and respond to citizen calls for service. Fulfilling this task requires a sizeable workforce, and most SDPD police officers are assigned to Patrol Operations. SDPD employs a large fraction of the City’s workers (see **Exhibit 3**), and the majority of police employees are assigned to its Patrol Operations Division (Patrol Operations). For the past three fiscal years, SDPD staffing has remained fairly consistent at approximately 2,500 employees,<sup>2</sup> including 1,500 assigned to Patrol Operations, of whom 800-850 are patrol officers. These figures represent a decline from past years when the department had almost 2,800 employees and Patrol Operations was assigned 1,600.

**Exhibit 3**

**SDPD and Patrol Operations Staffing as a Portion of the City Workforce**



Source: OCA generated based on City of San Diego Adopted Budget

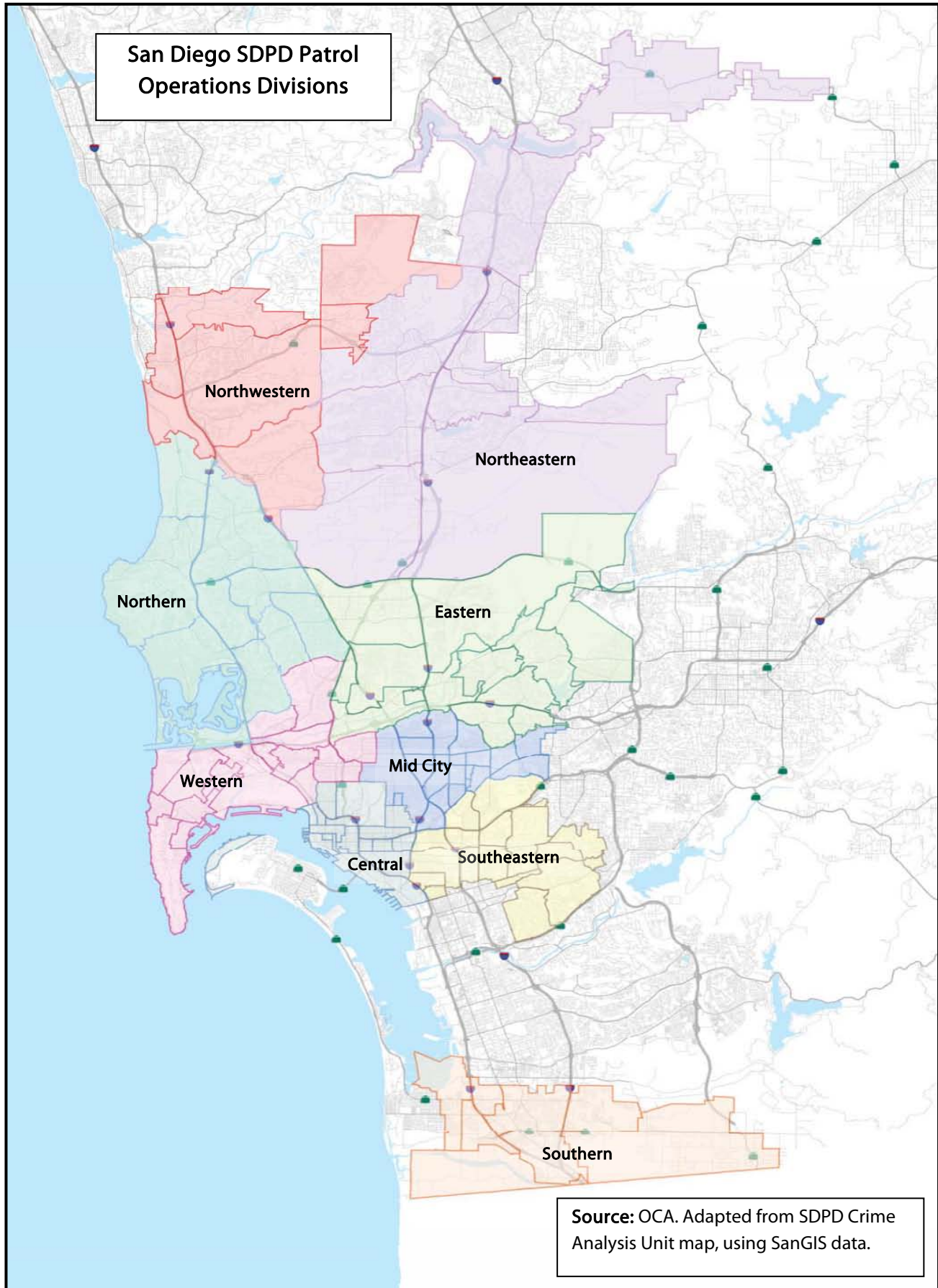
Note: Staffing categories in SDPD’s budget were changed in 2011, diminishing comparability with prior years

<sup>2</sup> Employees include both sworn officers and civilian personnel.

Patrol Operations is organized into nine geographic divisions, each of which is led by a police captain. Patrol Operations divisions are responsible for patrolling neighborhoods within their assigned areas. Exhibit 4 shows the map of SDPD's patrol divisions. The divisions are organized into service areas, each of which encompasses one or more adjoining neighborhoods. Patrol activity varies across the divisions due to variations in crimes, resident demand for police services, demographic characteristics of neighborhoods, housing density, and other factors.

*Exhibit 4*

Patrol Operations Division Boundaries



With a large geographic area to patrol, SDPD has to decide how to assign patrol units across the City and how to schedule patrol officers depending on the time of day. Patrol Operations uses three overlapping ten-hour watches (shifts) throughout its divisions:

- First Watch is from 6:00 am to 4:00 pm,
- Second Watch is from 2:00 pm to midnight, and
- Third Watch is from 9:00 pm to 7:00 am.

Our research into patrol scheduling indicates that there are a variety of other shift schedules (such as 8-hour and 12-hour schedules), but 10-hour shifts are popular with police officers and are widely used by other police departments.

**SDPD Utilizes a Staffing Model to Determine Appropriate Staffing Levels and Optimize Shift Schedules**

SDPD conducts a staffing analysis to determine an appropriate staffing level and assign shift schedules for patrol officers across the City. An SDPD management analyst inputs the calls for service received over the course of a year into a staffing model. The staffing model estimates the demand for police services in each service area by time of day and calculates the number of officers needed to satisfy the demand in each service area. Patrol Operations leadership then adjusts the results of the staffing analysis according to their professional judgment. The operations of the staffing model are described in **Exhibit 5**.

**Exhibit 5**

**Patrol Operations Staffing Model Calculations:**

- 1 Compute the total number of incidents<sup>1</sup> police responded to and the average Out of Service Time (OST) per incident (in minutes).
- 2 Multiply the total number of incidents by the average OST to calculate total OST.
- 3 Divide total OST by the number of days per year (365) to obtain OST per day.
- 4 Divide OST per day by the number of hours per watch<sup>2</sup> (8) to obtain OST per hour per watch.
- 5 Divide OST per hour per day by 51 (minutes) to get the “Saturation” level—the number of officer-shifts needed through the year to cover expected demand for services.<sup>3</sup>
- 6 Add one officer-shift to the saturation level for each watch in every service area to obtain the “Saturation+1” level. This builds in a buffer of officers in case of higher than expected workload.
- 7 Divide OST per hour per day (step 4) by 27, 33, 39, and 45 (minutes) to obtain the 40, 30, 20, and 10 percent uncommitted time levels.<sup>4</sup>
- 8 For each of the staffing model’s outputs, add the staffing level for each watch in all service areas in the same division to get the recommended division staffing levels.
- 9 Multiply each of the recommended division staffing levels by a relief factor<sup>5</sup> of 2.4 to generate total staffing requirements by division.

Source: OCA generated based on City of San Diego Police Department documents

Footnotes to staffing model pg.9:

- (1) Incidents exclude certain call types that have been identified as field-initiated or administrative in nature (e.g., traffic stops, court, meetings, etc.).
  - (2) The staffing model is currently dividing by 8 hours per watch. The SDPD patrol watch is 10 hours, but SDPD divides by 8 to build in capacity for uneven workload distribution and two patrol officer units.
  - (3) Actual patrol time in a 10-hour shift is 8.5 hours, as officers take a 30-minute lunch break and attend two 30-minute briefings. Dividing 8.5 by 10 hours, or 510 by 600 minutes yields a rate of 51 minutes per hour.
  - (4) Officers are on patrol for 51 minutes per hour (note 4). To allot 40 percent of patrol time to proactive policing, subtract 24 minutes (40 percent of 60) from 51 to get 27 minutes per hour where patrol officers are available to take calls. The other 24 minutes are intended for officers to self-initiate activities. The computation is similar for the other uncommitted time percentages.
  - (5) The relief factor accounts for non-patrol time such as leave, court appearances, training, etc.
- 

The staffing model generates figures for staffing at various levels, as shown in **Exhibit 6**. Saturation is the minimum staffing required to respond to all calls for service. At this level, all patrol time is “saturated” responding to calls and officers have no spare or “uncommitted” time to initiate activities. Patrol Operations is currently staffing its divisions at the Saturation +1 level, which is minimum staffing with one additional officer per service area.<sup>3</sup> The last four columns in **Exhibit 6** indicate the number of officers needed to achieve a given percentage of uncommitted officer time. Studies we reviewed suggest that 30-40 percent uncommitted time is typical, though departments measure uncommitted time in different ways.

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<sup>3</sup> “Saturation +1” includes some uncommitted time. However, the SDPD notes that this uncommitted time is available in small increments and cannot therefore be used to perform other duties.

**Exhibit 6**

**Staffing Model Daily Estimates for Calendar Year 2013<sup>4</sup>**

Division	2012 Total Out of Service Time (hours)	Staffing Level at Saturation	Staffing Level at Saturation +1	Staffing at Various Percentages of Uncommitted Time			
				40%	30%	20%	10%
Northern	94,973	92	106	173	142	120	104
Northeastern	52,523	51	65	96	78	66	58
Eastern	69,068	67	81	126	103	87	76
Southeastern	76,134	74	88	139	114	96	83
Central	95,419	92	114	174	143	121	105
Western	92,690	90	104	169	139	117	102
Southern	55,154	53	68	101	82	70	60
Mid-city	105,204	102	123	192	157	133	115
Northwestern	20,517	20	27	37	31	26	22
<b>Total</b>	<b>661,682</b>	<b>640</b>	<b>777</b>	<b>1,209</b>	<b>989</b>	<b>837</b>	<b>725</b>

Source: SDPD

Note: Totals may not match due to rounding

<sup>4</sup> The staffing model generates more detailed output than shown in this exhibit. Due to public safety concerns, we chose not to present information on staffing levels per shift or service area in this report.



# Audit Results

***Finding 1: The staffing model for Patrol Operations is effective, but Patrol Operations needs additional performance measures***

The SDPD uses a staffing model to help it assign police officers to the nine divisions in Patrol Operations. The model uses past call volume to estimate future demand for police service. The SDPD's staffing model follows an approach recommended as a best practice for police staffing, which is discussed in Appendix C. The staffing model is indirectly linked to a key performance indicator – response time for calls for service. We found that the SDPD has met its performance targets for this key performance indicator, and that the staffing model is effective in assigning the appropriate number of officers to patrol shifts. We also found that SDPD can analyze dispatch data to obtain more detailed information on the consumption of patrol resources to inform staffing, deployment, and response decisions.

**The SDPD staffs Patrol Operations based on the call volume from the previous year.**

SDPD uses a staffing model to determine (1) the number of officers needed to meet demand for services and (2) the distribution of officers throughout the City. The staffing model uses prior year data from the Computer Aided Dispatch (CAD) system to estimate the number of patrol officers needed based on total Out of Service Time – the time that an officer is occupied with a call for service and unavailable to respond to other calls. If the staffing model's estimate of the number of patrol officer is insufficient to meet the demand for service, police officers may not be able to respond to all calls for service in a timely basis.

**Patrol Operations meets its target response times**

We found that for the last three years, Patrol Operations has met its targets for all call priority levels, as shown in **Exhibit 7**. Patrol Operations' continued ability to meet its performance targets does not prove that the division is adequately staffed; it may simply indicate that response time is a basic performance measure that cannot detect any developing strains in Patrol Operations staffing.

**Exhibit 7**

**Patrol Operations Continues to Meet Response Time Targets**

Performance Measure	Target	Calendar Year		
		2010	2011	2012
1. Average response time to priority E calls	7.0 min	6.3 min	6.4 min	6.3 min
2. Average response time to priority 1 calls	14.0 min	11.1 min	11.6 min	11.8 min
3. Average response time to priority 2 calls	27.0 min	22.8 min	24.1 min	25.2 min
4. Average response time to priority 3 calls	70.0 min	62.0 min	63.9 min	61.9 min
5. Average response time to priority 4 calls	70.0 min	67.8 min	68.1 min	67.4 min

Source: City budget documents

**The SDPD can refine its approach to staffing Patrol Operations by analyzing dispatch data in more detail**

SDPD may be able to deliver valuable services to the City with additional patrol officers. However, SDPD cannot use the staffing model's current outputs to justify requests for additional resources.

The staffing model currently estimates demand for police services through an aggregate measure of Out of Service Time. Conducting more detailed analyses that take into account the average response time for each type of incident will provide SDPD with better information that can be used to prioritize police services and inform staffing decisions. For example, the Department may learn that certain types of low-priority incidents consume a large amount of police resources and can consequently change its response to them.

*Exhibit 9*

## Response to Incidents for Calendar Year 2012

Type of Incident	Patrol Hours Spent on this Incident Type	Number of Incidents	Average Hours per Incident	Percent of Total Patrol Hours
Disturbing the Peace	119,358	93,816	1.3	18.6 %
Prisoner in Custody	57,387	15,541	3.7	8.9 %
Burglary	48,570	42,452	1.1	7.6 %
Accident; No Details	25,862	9,063	2.9	4.0 %
Suicide Attempt	22,273	7,206	3.1	3.5 %
Welfare Check	22,147	17,346	1.3	3.4 %
Assault with a Deadly	19,072	2,152	8.9	3.0 %
Robbery	18,076	4,544	4.0	2.8 %
Auto Theft	17,784	10,942	1.6	2.8 %
Follow-up by Field Unit	15,461	10,997	1.4	2.4 %
Battery	13,588	7,081	1.9	2.1 %
Warrant	12,293	1,655	7.4	1.9 %
Mental Case	12,276	6,046	2.0	1.9 %
Misdemeanor Hit & Run	11,869	5,641	2.1	1.8 %
Request for Cover	11,122	1,346	8.3	1.7 %
Request for Tow Truck	9,861	9,840	1.0	1.5 %
Missing/Runaway Person or Found Missing Person	8,811	4,940	1.8	1.4 %
Domestic Violence	8,678	4,380	2.0	1.4 %
Tampering with a Vehicle	8,554	5,172	1.7	1.3 %
Citizen Contact or Officer Flagged Down	8,294	14,879	0.6	1.3 %
Report Of Death	7,723	1,775	4.4	1.2 %
Illegal Parking	7,119	14,781	0.5	1.1 %
Petty Theft	7,009	3,574	2.0	1.1 %
Threatening with a	6,958	1,611	4.3	1.1 %
Driving while Intoxicated	6,665	1,733	3.8	1.0 %
Hazardous Condition	6,550	8,361	0.8	1.0 %
Accident; Serious Injury	6,479	175	37.0	1.0 %
Unknown Emergency; Hang up or Open Line	6,476	15,106	0.4	1.0 %
Rape	6,165	1,124	5.5	1.0 %
Vandalism	5,628	2,987	1.9	0.9 %
Murder	4,827	63	76.6	0.8 %
Person Down	4,754	4,599	1.0	0.7 %
Narcotics Activity	4,264	4,125	1.0	0.7 %
Loud Party	4,254	8,628	0.5	0.7 %
Intoxication; Drugs or	4,248	4,072	1.0	0.7 %

Type of Incident	Patrol Hours Spent on this Incident Type	Number of Incidents	Average Hours per Incident	Percent of Total Patrol Hours
Asleep in Public	4,145	6,304	0.7	0.6 %
Accident; Minor Injury	3,821	692	5.5	0.6 %
Accident; No Injury	3,769	1,728	2.2	0.6 %
Fire	3,560	1,723	2.1	0.6 %
Grand Theft (\$400 or More)	3,499	1,398	2.5	0.5 %
Discharging Firearms	3,384	1,584	2.1	0.5 %
Stakeout	3,150	592	5.3	0.5 %
All Other	56,283	38,267	NA	8.8%
<b>Total</b>	<b>642,068</b>	<b>400,041</b>	<b>NA</b>	<b>100.0%</b>

Source: OCA generated based on SDPD dispatch data

Note: We aggregated some related dispatch categories in this exhibit. The figures in this exhibit are rounded.

Examining **Exhibit 9** reveals the potential for reviewing response procedures and making operational improvements. For example, the dispatch data shows that “Prisoner in Custody” consumes nine percent of patrol time. SDPD is concerned about this particular activity because it could impact public safety when transporting a prisoner reduces patrol coverage in a geographic area. It may be possible to contract this activity to private companies or assign it to non-sworn employees.

Reorganizing dispatch data may be necessary before more informative reports can be created. “Disturbing the Peace” is the category that consumes the most staff resources, but it represents several types of incidents from loud partying to belligerent behavior, some of which are accounted for in separate categories (e.g. “Loud Partying”). By performing detailed analyses of dispatch data, SDPD may identify opportunities to change its response to certain types of incidents. A detailed discussion of approaches to staffing can be found in Appendix D.

**Recommendation #1** The SDPD should analyze dispatch data to identify potential improvements to operations. It should use the results of these analyses to refine its staffing model and to evaluate patrol response to various types of incidents.

***Finding 2: The SDPD should use performance measures and community service expectations to justify resource requests***

The SDPD reports on its performance in the City’s annual budget document. However, the information included in the budget is too broad to inform a public discussion of police resource utilization or to help police leadership manage its operations. The SDPD should establish a comprehensive performance measurement system that includes specific goals with output targets and use performance metrics to justify its requests for additional resources. It should also regularly solicit public input to elicit community preferences for police services and report on its performance.

Determining the number of police officers that a municipality needs is a difficult task. Increasing or decreasing police staffing or resource levels does not necessarily result in a commensurate change in crime. This is because crime rates are driven by many variables, including economic conditions, resident demographics, cultural attitudes, criminal laws, incarceration policies, and police resources. Numerous research studies by criminologists do not show a clear and sustained relationship between crime rates and any single one of those variables.<sup>5</sup> As shown in **Exhibit 10** below, both violent and property crime rates in San Diego have decreased over the past decade.

***Exhibit 10***

**Crime Rates in San Diego per 1,000 Residents**

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
<b>Violent Crimes</b>										
Murder	0.05	0.05	0.04	0.05	0.04	0.04	0.03	0.02	0.03	0.04
Rape	0.32	0.29	0.29	0.27	0.22	0.28	0.23	0.22	0.22	0.23
Robbery	1.28	1.28	1.43	1.65	1.57	1.50	1.41	1.19	1.11	1.15
Aggravated Assault	4.13	3.62	3.30	2.91	2.90	2.68	2.71	2.65	2.53	2.77
<b>Property Crimes</b>										
Burglary	6.33	5.65	5.71	5.91	5.74	5.77	4.94	4.64	4.45	4.47
Larceny	20.19	19.45	18.85	18.40	17.40	16.34	13.34	13.06	13.42	14.52
Vehicle Theft	9.86	10.02	10.83	10.17	9.89	7.95	5.54	4.64	4.77	5.00

Source: SDPD

<sup>5</sup> Many of the reports that we reviewed for this audit were funded by the Office of Community Oriented Policing (COPS) at the U.S. Department of Justice. We found one report particularly useful: Wilson, Jeremy M., and Alexander Weiss. *A Performance-Based Approach to Police Staffing and Allocation*. Washington, D.C.: Aug. 2012. We reference it as the Michigan State Study in this report.

**The SDPD's current approach to justifying requests for additional resources is driven by managerial judgment**

Because of the difficulty in demonstrating a causal relationship between crime rates and police staffing levels, requests for police staffing increases are usually justified using other factors. Departments may ask for restoration of previously cut funding, point to lower levels of funding compared to other police agencies, or raise concerns about rising crime rates. Further, even if funding for a police department has been cut, the department has responded to those cuts by reorganizing activities and processes and may not need additional funding for patrol officers. Similarly, comparing funding or staffing levels with those of other law enforcement agencies is not useful because of wide variations in police staffing levels and crime rates across different municipalities. Therefore, additional factors should be considered when trying to optimize the staffing level for a law enforcement agency. According to the Michigan State Study, such factors could include the types of calls for service, the level of uncommitted time, the results of workload analyses, and the geographic characteristics of the jurisdiction.

**Police management and officers are concerned about understaffing**

While demonstrating the need for increased police staffing is challenging, we heard strong concerns about understaffing across all levels at the SDPD. Our research indicates that the perception of understaffing is common in police departments. The Michigan State Study provides several reasons for this perception, including increases in administrative tasks and overtime, decline in uncommitted time, and the feeling of doing more with less. In San Diego, SDPD's sworn and civilian staff were reduced in response to the City's budget deficits. Since fiscal year 2010, budgeted sworn and civilian positions have been reduced by 158 and 193 positions, respectively. Sworn reductions were achieved through eliminating vacant positions, while civilian cuts resulted in the reduction of 105 vacant positions and 88 filled positions. The SDPD has recently developed a five-year plan to restore some funding.

The Mayor and City Council have also expressed concerns about SDPD staffing. The Mayor has supported increasing funding for the SDPD, and the City Council's Public Safety and Neighborhood Services Committee, which oversees the SDPD, has identified SDPD staffing as an area of focus for 2013. The City's Independent Budget Analyst has also published several reports on police staffing.

The SDPD's staffing is exacerbated by challenges in recruiting and retention, and by the planned budgetary savings from underfilling authorized positions. Generally, some salary savings from unfilled positions occur throughout the year due to normal vacancy rates,

attrition, leaves of absence, and new hires who fill vacancies at a lower salary. However, the SDPD has held positions vacant in order to maintain salary savings, thereby limiting its ability to hire additional sworn positions.<sup>6</sup> The number of actual employees has been lower than positions funded since fiscal year 2007, which reflects problems with attrition. Accounting for employed officers that are not available to work because of leave, military service, or other reasons reduces staffing figures further. **Exhibit 11** below presents budgeted, funded, actual, and available sworn officers over the past ten fiscal years.

**Exhibit 11**

**SDPD Sworn Police Officers for Fiscal Year 2003-2012**

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Budgeted	2,104	2,104	2,103	2,102	2,109	2,128	2,128	2,125	1,991	1,970
Funded <sup>7</sup>	2,104	2,102	2,021	2,002	2,009	2,028	2,028	2,025	1,891	1,870
Actual	2,123	2,102	2,021	2,029	1,912	1,871	1,943	1,845	1,876	1,821
Available	NA	NA	NA	1,803	1,744	1,668	1,712	1,747	1,754	1,743

Source: SDPD

**The City has not established public safety goals, and SDPD’s goals are not directly linked to police staffing**

The SDPD has established performance goals and published them in the City’s annual budget document. However, the performance goals that are published in the budget are too general to inform a discussion of police resource needs, and the City has not established any other public safety goals. Consequently, staffing for Patrol Operations incorporates public safety concerns only insofar as it reflects response times and the judgment of police management regarding patrol priorities. We reviewed SDPD’s performance goals and found that they can be substantially improved to conform with best practices for performance goal setting.

**Exhibit 12** below shows all of SDPD’s performance measures that were included in the budget documents for fiscal years 2012 -2014. This information does not define call response priorities or provide examples of the types of calls that comprise each priority category.

Similarly, the clearance rate is not defined. Although an aggregate target is provided for clearance rates for violent crimes, these four types of violent crime may have very different clearance rates and therefore should not be aggregated.

Furthermore, no explanation of the clearance rate calculation is provided.<sup>8</sup>

<sup>6</sup> See IBA report 12-19, p. 7.

<sup>7</sup> According to SDPD, approximately 100 positions have been held vacant since fiscal year 2006.

**Exhibit 12**

**Key Performance Indicators in the 2012, 2013, and 2014 Budgets**

Performance Measure	Target	Calendar Year		
		2010	2011	2012
1. Average response time to priority E calls	7.0	6.3 min	6.4 min	6.3 min
2. Average response time to priority 1 calls	14.0	11.1 min	11.6 min	11.8 min
3. Average response time to priority 2 calls	27.0	22.8 min	24.1 min	25.2 min
4. Average response time to priority 3 calls	70.0	62.0 min	63.9 min	61.9 min
5. Average response time to priority 4 calls	70.0	67.8 min	68.1 min	67.4 min
6. Clearance rates for violent crimes (homicide, sexual assault, robbery, aggravated assault)	50.0 %	51.3%	51.5 %	53.7 %
7. Violent crimes per 1,000 (homicide, sexual assault, robbery, aggravated assault)	4.5	4.08	3.89	4.18
Added in 2012				
8. Sworn officer per 1,000 population	1.48		1.5	1.49

Source: City adopted budgets for fiscal years 2012-2014

<sup>8</sup> A detailed analysis of SDPD's performance reporting in the budget can be found in Appendix E.



**The SDPD can use dispatch data to establish service levels and refine its performance indicators, and it can engage the public by soliciting community input and reporting on its performance**

Developing detailed information from dispatch data is the first step towards establishing performance measures (discussed in Finding 1), which will inform budget discussions between the SDPD and city officials. Creating performance measures will enable SDPD to define and prioritize levels of service, and to establish timeliness standards for services. The SDPD can then engage the community and solicit input regarding the types of services that the public desires. The SDPD will also be able to articulate more precisely the kinds of services and improvements it can provide for any given funding request, thereby enhancing the public's understanding of and willingness to pay for police services. **Exhibit 17** in Appendix E explains performance measurement terminology.

**Recommendation #2**

The SDPD should establish a comprehensive performance measurement system. Goals should include output targets such as timeliness of service or clearance rates for specific types of incidents and crimes, respectively.

**Recommendation #3**

The SDPD should survey residents regularly to solicit input on community priorities, and it should engage stakeholders by reporting on performance standards.

# Conclusion

Due to San Diego's budget challenges, the SDPD has been forced to reduce staffing in recent years. SDPD's leadership chose to spare the Patrol Operations Division from personnel cutbacks. Consequently, the impacts from resource reductions have been lower in Patrol Operations than in other areas. By following a sound staffing approach and shifting resources to suppress any crime outbreaks, Patrol Operations has done its best to maintain optimal geographic coverage of the City. Nonetheless, the spare capacity in Patrol Operations and the SDPD in general has decreased, placing more strain on SDPD.

The resource needs of the SDPD are evident to its management, officers, and other stakeholders, but the public is not necessarily aware of these needs. Although SDPD raises concerns about increasing crime rates and police officer turnover, these concerns may not resonate with the public in an economic climate where everyone – taxpayers and public agencies – has had to do more with less. Furthermore, the SDPD's ability to perform with fewer resources has kept the impact of cutbacks on its operations largely invisible to the public and masked any strains that it faces.

The SDPD has an opportunity to build a more persuasive case for any resources it seeks by informing the public and city leaders of the impact that the additional resources will have on the City. This information should be quantified and reported in terms of services and performance improvements and not simply as personnel figures or asset listings. By providing comprehensive reporting on the services it delivers and on its performance, and by linking its resource needs to performance, the SDPD can initiate a more informed public discussion of its resource needs.

## Recommendations

- Recommendation #1** The SDPD should analyze dispatch data to identify potential improvements to operations. It should use the results of these analyses to refine its staffing model and to evaluate patrol response to various types of incidents.
- Recommendation #2** The SDPD should establish a comprehensive performance measurement system. Goals should include output targets such as timeliness of service or clearance rates for specific types of incidents and crimes, respectively.
- Recommendation #3** The SDPD should survey residents regularly to solicit input on community priorities, and it should engage stakeholders by reporting on performance standards.

# Appendix A: Definition of Audit Recommendation Priorities

## DEFINITIONS OF PRIORITY 1, 2, AND 3 AUDIT RECOMMENDATIONS

The Office of the City Auditor maintains a classification scheme applicable to audit recommendations and the appropriate corrective actions as follows:

Priority Class <sup>9</sup>	Description <sup>10</sup>	Implementation Action <sup>11</sup>
1	Fraud or serious violations are being committed, significant fiscal or equivalent non-fiscal losses are occurring.	Immediate
2	A potential for incurring significant or equivalent fiscal and/or non-fiscal losses exist.	Six months
3	Operation or administrative process will be improved.	Six months to one year

<sup>9</sup> The City Auditor is responsible for assigning audit recommendation priority class numbers. A recommendation which clearly fits the description for more than one priority class shall be assigned the higher number.

<sup>10</sup> For an audit recommendation to be considered related to a significant fiscal loss, it will usually be necessary for an actual loss of \$50,000 or more to be involved or for a potential loss (including unrealized revenue increases) of \$100,000 to be involved. Equivalent non-fiscal losses would include, but not be limited to, omission or commission of acts by or on behalf of the City which would be likely to expose the City to adverse criticism in the eyes of its residents.

<sup>11</sup> The implementation time frame indicated for each priority class is intended as a guideline for establishing implementation target dates. While prioritizing recommendations is the responsibility of the City Auditor, determining implementation dates is the responsibility of the City Administration.

## Appendix B: Objectives, Scope, and Methodology

In accordance with the City Auditor's Fiscal Year 2013 Work Plan, we conducted an audit of the San Diego Police Department (SDPD). We chose to focus our audit work on the SDPD's Patrol Operations Division because of its critical public safety role and because it is the largest division at SDPD, encompassing the majority of SDPD's sworn workforce. We concentrated our efforts on evaluating the staffing model that the SDPD uses to assign police officers throughout the City's patrol divisions. Our audit objectives were to:

- Determine the extent to which the Patrol Operations staffing model aligns with the City's public safety goals and priorities.
- Evaluate the staffing model to determine its effects on patrol operations throughout the City.

To determine the extent to which the Patrol Operations staffing model aligns with the City's public safety goals and priorities, we reviewed City budget documents and other reports and identified any articulated or implicit goals. We then examined the relationship of the staffing model to those goals.

To determine the effects of the staffing model on patrol operations throughout the City, we surveyed academic and government research on police staffing; met with and interviewed SDPD and Patrol Operations leadership and personnel responsible for the staffing model; obtained a copy of the staffing model and deconstructed it; and accompanied police officers on patrol shifts.

Although the issues were outside the scope of this audit, we did note strong concerns regarding staffing levels, recruiting, retention, and turnover at the SDPD. These issues relate to staffing in a basic way, as any staffing plan presupposes that there will be an adequate number of qualified police officers to assign. Because of the importance of these issues, we may address them in a future audit.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

# Appendix C: Approaches to Staffing Allocation

For a variety of reasons, staffing patrol divisions is challenging for police departments. Police managers are often unfamiliar with conducting a staffing analysis and using tools such as workload assessments or staffing software, and can become frustrated by their lack of control over the process or understanding of its mechanics. Police departments can use external consultants to help them with staffing analyses, and the apparent rigor and objectivity of such analyses can provide support for maintaining police budgets. These analyses are costly, however. Furthermore, some agencies view staffing an intuitive process, and comfortable relying on historical experience and managerial judgment to staff. Agencies may be leery of external analysts or feel that managerial judgment can provide a more individualized picture of an agency's staffing needs.

Traditionally, there have been four approaches to determining workforce levels. These approaches differ in their assumptions, ease of calculation, usefulness, validity, and efficiency. They are discussed below:

## **The Per Capita Approach**

Many police agencies use their resident population to estimate the number of officers a community needs. This approach entails determining an optimum number of officers per person and then calculating the number of officers needed for the population of a jurisdiction. To determine an optimum number of officers per population, an agency may compare its rate to that of similar jurisdictions. The per capita method is hard to justify because staffing levels vary widely among police departments.

## **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. There are no objective standards for setting the minimum staffing level. Agencies may consider population, call volume, crime rates, and other variables when establishing a minimum staffing level.

### **The Authorized Level Approach**

The authorized level approach uses budget allocations to specify a number of officers that may be allocated. The authorized level does not reflect any identifiable criteria such as demand for service, community expectations, or efficiency analyses, but may simply be a product of an incremental budgeting process.

### **The Workload-Based Approach**

This approach requires a systematic analysis of staffing needs and recommends staffing levels based on actual workload demand. This workload-based approach to staffing has been codified as a standard by the Commission on Accreditation for Law Enforcement Agencies.

**Exhibit 13**

**Advantages and Disadvantages of Various Approaches to Staffing Patrol**

Approach	<input checked="" type="checkbox"/> Advantages <input checked="" type="checkbox"/> Disadvantages
<i>Per Capita</i>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Methodological simplicity</li> <li><input checked="" type="checkbox"/> Ease of interpretation</li>   <li><input checked="" type="checkbox"/> Does not address how officers spend their time, the quality of their efforts, or community conditions, needs, and expectations.</li> <li><input checked="" type="checkbox"/> Does not guide agencies on how to deploy their officers.</li> <li><input checked="" type="checkbox"/> Does not account for the intensity of workload.</li> <li><input checked="" type="checkbox"/> Does not account for variation in crime levels and types across communities of similar population sizes.</li> <li><input checked="" type="checkbox"/> Does not account for variations in policing style or service delivery.</li> <li><input checked="" type="checkbox"/> Does not account for geographic differences among jurisdictions.</li> <li><input checked="" type="checkbox"/> The International Association of Chiefs of Police (IACP) has strongly advised against using it.</li> </ul>
<i>Minimum Staffing</i>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Minimum staffing levels are sometimes set so high that they lead to increased overtime as officers fill in for others taking leave, vacation, or are otherwise absent.</li> <li><input checked="" type="checkbox"/> Officers working extra shifts are likely to be fatigued, increasing the risk of injury to themselves or others.</li> <li><input checked="" type="checkbox"/> The minimum staffing level may become the perceived optimal staffing level.</li> <li><input checked="" type="checkbox"/> Agencies often use the minimum level as a method to decide, for example, whether an officer can take a day off.</li> <li><input checked="" type="checkbox"/> Agencies may build work schedules so as to ensure that the minimum level is on duty; staffing decisions are consequently based on meeting the minimum level rather than optimizing the available resources to meet workload demand.</li> </ul>
<i>Authorized Level</i>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> The authorized level can become an artificial benchmark for need, creating the misperception among police leadership, officers, and the community that the agency is understaffed and overworked if the actual number of officers does not meet the authorized level.</li> <li><input checked="" type="checkbox"/> 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.</li> <li><input checked="" type="checkbox"/> The perception of being understaffed, resulting from operating below authorized strength, can diminish morale and productivity.</li> </ul>
<i>Workload-Based</i>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Accounts for actual workload and performance objectives and other environmental and agency-specific variables.</li>   <li><input checked="" type="checkbox"/> Learning how to conduct a workload-based assessment may be challenging for police administrators.</li> <li><input checked="" type="checkbox"/> Typical workload models are complicated and require intensive calculations or specialized software.</li> <li><input checked="" type="checkbox"/> May necessitate outside assistance to assess their workload.</li> </ul>



# Appendix D: Conducting a Workload-Based Assessment for Patrol

An assessment approach reflecting departmental workload can help provide a more objective means for determining staffing needs. Additionally, comprehensive assessments for patrol can inform management decisions such as:

- The number of patrol units that should be on duty during each shift.
- The distribution of patrol units across various communities in the city.
- The use of one-officer, two-officer patrol vehicles or a mix of both.
- The use of patrol time when officers are not handling calls for service.
- Beat coverage for patrol cars.
- The types of calls that will be responded to by patrol, and the types which can be handled by other means, such as taking a crime report over the telephone.
- The number of patrol cars dispatched to each call.
- Patrol officer shift schedules.

**There are six steps to conducting a workload-based assessment**

- 1) Examine the distribution of calls for service by hour of day, day of week, and month
- 2) Examine the nature of calls for service
- 3) Estimate time consumed on calls for service
- 4) Calculate agency shift-relief factor
- 5) Establish performance objectives
- 6) Provide staffing estimates

The principal metric used to assess workload is calls for service. Using dispatch data without scrutiny may grossly exaggerate the number of calls for service. For example, the list of call types may include categories such as traffic stops or officer meals, which do not reflect resident needs and should therefore be scrubbed.

An important component of the analysis is the amount of time consumed on calls for service, specifically the time from when an officer is dispatched to answer the call until the last officer clears the scene. There is no standardized method for recording this time.

- The most straightforward way happens when a single officer handles the call and completes resulting administrative demands (e.g., reports, arrests) prior to clearing it.
- Most dispatch systems do not accurately capture all the time that officers spend on a call, such as the time of the second police officer in a two-person vehicle.

The shift-relief factor shows the relationship between the maximum number of days that an officer can work and actually works. Shift-relief factor calculation begins with gathering data about benefit time in the agency. Either obtain data on the actual use of benefit time or build a shift-relief factor on the assumption that officers will use all their benefit time each year.

The shift-relief factor will differ for an agency with 10-hour shifts, because officers have more regular days off. The total time off is significantly greater than with 8-hour shifts because officers have 30 hours off each 7-day period instead of 16 in 8 hour shifts. Although the shift-relief factor for 12-hour shifts, at 2.6, is high, the agency only has to staff two shifts. It is roughly comparable to a relief factor of 1.7 for a department using 8-hour shifts. A department using 12-hour shifts with a relief factor of 2.6 must have at least 5.2 officers to ensure at least one can be scheduled for each shift, while a department using 8-hour shifts with a relief factor of 1.7 must have at least 5.1 officers to ensure at least one can be scheduled for each shift.

**PAM approach for conducting a workload-based assessment**

An alternate approach for estimating workload is the Police Allocation Manual (PAM), which divides on-duty time into four components:

- **Reactive:** Time spent responding to calls for service
- **Proactive:** Time spent on self-initiated activities
- **Proactive (patrol):** Time spent free or uncommitted
- **Administrative Time:** All other activities while on patrol

In the PAM approach, obligated time is defined as reactive time plus administrative time plus proactive time. Patrol time is considered unobligated. PAM suggests using total obligated time and a

performance factor to estimate total unobligated time. For example, an agency could suggest 20 minutes out of each hour (the performance factor) be unobligated. The number of officers required would be based on the total obligated time plus the total unobligated time.

Estimating the number of officers required based on calls for service is easier to measure and best reflects demand for police service. This approach is very reliable, because other activity categories are often duplicative. For example, much of the activity classified as self-initiated (proactive) involves traffic stops and contacts of suspicious persons. If an officer parks a patrol vehicle along the highway and looks for speeders for 30 minutes, he will record this time as self-initiated activity. In the PAM approach this would be counted as obligated time. But, given that the officer would be available to handle calls for service, this self-initiated activity (obligated in the PAM approach) is discretionary (and not obligated). Similarly, an officer that is directed to increase patrol in an area with gang activity may record this time as a directed assignment (proactive time), but is it really patrol (classified as uncommitted in the PAM approach).

The possible confusion of categories reflects the reality that many police activities are discretionary. The six-step approach accurately defines the time consumed by community-generated activities. The community, through policy-makers, must then determine what fraction of an officer's day should be available for other activities.

**Limitations of the  
Workload-Based Model**

In areas with large geographical patrol zones, agencies may find that even when officers are available for calls for service, travel time to answer calls exceeds that needed to provide acceptable performance. In these communities, police staffing is typically determined through a "coverage," or minimum staffing approach. One approach to this coverage problem is to treat police response like that of a fire department response. That is, examine each location in the community and determine the time required to respond to an emergency from a central location.

## Appendix E: Analysis of SDPD Performance Measures

The SDPD has provided limited information on its activity levels and performance in the City's annual budget document

For many years, the SDPD's budget included a section titled "budget dollars at work," which highlights key activities that the Department performs. See **Exhibit 14** below.

### *Exhibit 14*

#### SDPD Budget Dollars at Work Reported in 2005-2008

Activity or Workload	2005	2006	2007	2008
Calls for police services dispatched	666,841	682,788	--	626,067
Neighborhoods served	119	121	--	122
Volunteers in policing	860	850	--	--
SWAT deployments	79	61	--	--
Calls for 911 emergencies	360,244	364,533	--	471,927

Note: In fiscal year 2007, The Police budget was reported under Homeland Security, and no goals were articulated

Source: City adopted budget documents for fiscal years 2005, 2006, 2007, and 2008

While there is some value in reporting this information, the contents of this section represent high-level summaries and cannot be used to assess performance. The 2009 and 2010 budget documents expanded on this section and added activities such as arrest, citations, and certain crimes, although information on volunteers and other activities was no longer reported. Changes in the information reported from one year to another make it more difficult to compare performance over time.

**Exhibit 15**

**SDPD Budget Dollars at Work Reported in 2009 & 2010**

Activity or Workload	Calendar Year				
	2005	2006	2007	2008	2009
Calls for 911 emergencies (1)	423,771	497,685	532,787	513,160	247,784 (2)
Calls for police services dispatched (1)	644,223	618,695	625,320	655,223	330,634 (2)
<b>Added in 2009</b>					
San Diego population served	1,305,736	1,311,162	1,337,000	1,343,000	1,353,993
Sworn police officers	1,998	1,893	1,915	1,948 (3)	1,841
<b>Dropped in 2009</b>					
Neighborhoods served					
Volunteers in policing					
SWAT deployments					
<b>Added in 2010</b>					
Number of arrests made	85,451	82,811	77,180	82,838	42,835 (2)
Number of Part I Crimes reported	52,816	51,600	50,498	46,412	19,232 (2)
Number of citations issued	95,322	94,283	95,296	106,387	61,016 (2)

Notes:

- (1) These figures do not agree with figures reported in the budget documents for 2005-2008
- (2) These represent data for only a portion of the year.
- (3) Revised to 1,975 in 2010.

Source: City adopted budget documents for fiscal years 2009 and 2010

The budget documents for 2009 and 2010 contained performance goals and related measures for the first time, as shown in **Exhibit 16** below.<sup>12</sup>

<sup>12</sup> Most of the measures had performance targets similar or identical to those shown in **Exhibit 15**.

**Exhibit 16**

**SDPD Performance Goals in 2009 & 2010**

Goal	Description or measure
(1) Improve quality of life for all	(1) Response time to priority E calls
	(2) Response time to priority 1 calls
	(3) Response time to priority 2 calls
	(4) Response time to priority 3 calls
	(5) Response time to priority 4 calls
	(6) Violent crimes per 1,000 (homicide, rape, robbery, aggravated assault)
	(7) Gang-related crimes (homicide, attempted homicide, assault, robbery, auto theft, other)
	(8) Customer satisfaction as determined through a community feedback survey to be conducted in fiscal year 2009
	(9) Clearance rates for violent crimes (homicide, rape, robbery, aggravated assault)
(2) Strive for continuous improvement in efficiency and effectiveness	(1) Average response time to priority E and 1 calls
	(2) Violent crimes per 1,000 (homicide, rape, robbery, aggravated assault)
	(3) Customer satisfaction as determined through a community feedback survey to be conducted in fiscal year 2009
(3) Effectively utilize and manage our resources	(1) Percent deviation from planned ratio of officers to acceptable and available cars (2.25:1)
	(2) Average wait time to answer 911 calls
	(3) Average delay in answering non-emergency calls
	(4) Percent of 911 calls that are abandoned as a result of citizen-initiated call termination
(4) Empower and develop the workforce to achieve excellence	(1) Percent of active sworn compliant with California Commission on Peace Officer Standards and Training (POST)-mandated training
(5) Hold employees accountable to high standards of performance, ethics, and professional conduct	(1) Number of citizen complaints

Source: City adopted budget documents for fiscal years 2009 and 2010

While this reporting is more informative than in previous years, it still falls short of conforming with performance measurement best practices, the elements of which are defined in Exhibit 17. For example, the community survey, which is referred to twice under goal 1, measure 8, and goal 2, measure 3 (in Exhibit 16) should be formalized and conducted regularly. The wait time (goal 3, measure 2) to answer 911 calls is a state funding requirement, and therefore represents the minimum expected performance. Similarly, compliance with POST training requirements (goal 4, measure 1) is not a challenging goal, and the number of citizen complaints (goal 5, measure 1) is only an indicator of poor police performance. There are many opportunities to make police performance reporting much more informative to police management, city officials, and the public. For example, providing more detail on the definition and calculation of clearance rates would be informative. So would an explanation of the types of calls that comprise the various call priorities.

There are many available resources that provide guidance to public agencies for establishing a performance measurement system. Such a system includes performance goals that facilitate prioritization and assessment for planning, management, reporting, and evaluation purposes. It also includes appropriate measures and targets to help an agency monitor its operations, allocate resources efficiently, identify needed improvements, and communicate progress and challenges. The success of any system, however, depends on the agency's willingness to commit the time and effort necessary to develop it. Exhibit 17 below defines some common performance measurement terms.

**Exhibit 17**

**Elements of a Performance Measurement System**

Term	Definition
Performance Goal	Target level of performance over time expressed as a tangible, measurable objective, against which actual achievement can be compared. A performance goal is comprised of a performance measure with targets and timeframes.
Performance Measure Target	Indicators, statistics, or metrics used to gauge program performance. A quantifiable or measurable characteristic that tells how well or at level a program aspires to perform.
Outcome Measures	Outcomes describe the intended result of carrying out a program or activity.
Output Measures	Output describes the level of activity that will be provided over a period of time, including a description of the characteristics (e.g., timeliness) established as a standard for the activity.

Source: U.S. Office of Management and Budget Circular A-11.



## Appendix F: Management's Response



THE CITY OF SAN DIEGO

## M E M O R A N D U M

DATE: September 18, 2013

TO: Eduardo Luna, City Auditor

FROM: William Lansdowne, Chief of Police, San Diego Police Department

SUBJECT: Responses to the City Auditor's Audit of the San Diego Police Department's Patrol Operations

This memorandum is in response to the City Auditor's Audit of the San Diego Police Department's Patrol Operations. The Audit provided three (3) recommendations directed to the San Diego Police Department. The San Diego Police Department has provided responses to the recommendations.

The San Diego Police Department would like to thank the City Auditor's staff for conducting an audit of the Department's Patrol Operations.

**San Diego Police Department Responses:****RECOMMENDATION 1**

*The San Diego Police Department should analyze dispatch data to identify potential improvements to operations. It should use the results of these analyses to refine its staffing model and to evaluate patrol response to various types of incidents. (Priority 3)*

**RESPONSE:** Agree. The San Diego Police Department routinely analyzes existing processes and data to identify potential improvements to Patrol Operations. Some examples of past improvements have included:

- Implementation of citizen online reporting of certain crimes.
- Centralization of the Telephone Report Unit (CTRU).
- Addition of crime types assigned to CTRU instead of patrol operations.
- The restructuring of beat boundaries and Patrol Division boundaries.
- Implementation of technology to reduce out of service time (File OnQ property tag system).
- Partnerships and information sharing with the community.
- Hot Spot Analysis.

In addition, once the new Computer Aided Dispatch (CAD) System has been implemented, it is anticipated that the availability of enhanced data will allow for more sophisticated analysis of workload and operational issues into the future.

## **RECOMMENDATION 2**

*The San Diego Police Department should establish a comprehensive performance measurement system. Goals should include output targets such as timeliness of service or clearance rates for specific types of incidents and crimes, respectively. (Priority 3)*

**RESPONSE:** Agree. With the implementation of the new Computer Aided Dispatch (CAD) System, the recording and analysis of output targets such as response times, clearance rates, and timeliness of service, shall be enhanced. As noted in the Auditor's report, the San Diego Police Department's performance measures included in the annual budget report have varied over time; these changes have been based on guidelines and requirements mandated by the City.

The San Diego Police Department currently engages in a variety of performance measures that are regularly briefed and discussed with top level managers and the Chief of Police. Examples are listed below:

- Daily and weekly briefings take place between Chief Officers, Captains, and Civilian Managers discussing Part I and Part II crimes, response times, proactive time, average out of service time per incident, traffic citations, overtime usage, pursuits, personnel issues, and police collisions as well as community concerns. The Chief of Police holds the Commanding Officers (Captains and Civilian Managers) responsible and accountable for activity and productivity at their respective commands through top level, focused discussions.
- The Five-Year Plan documents specific issues regarding staffing and resource shortages experienced in recent years, including a looming retention crisis. This plan effectively demonstrated the current and anticipated future needs based on current trends and the impact of proposed improvements.

## **RECOMMENDATION 3**

*The San Diego Police Department should survey residents regularly to solicit input on community priorities, and it should engage stakeholders by reporting on performance standards. (Priority 3)*

**RESPONSE:** Agree. The San Diego Police Department values and welcomes citizen input, via a formal survey, but understands that resources must be identified to implement formal surveys. In past years, the City of San Diego has conducted formal surveys regarding the quality and level of service provided by a variety of City Departments, including the San Diego Police Department. This provided a more cost-effective way to gather information regarding a variety

Page 3

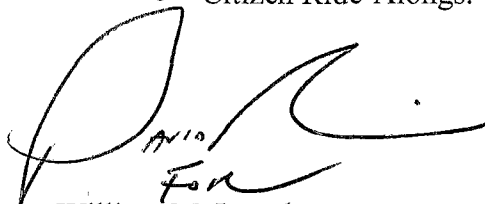
Eduardo Luna, City Auditor

September 18, 2013

of services, rather than individual departments conducting separate studies. The San Diego Police Department is unaware of such surveys being conducted for several years.

The San Diego Police Department engages the community in many ways, in order to share information and solicit input from citizens. Below are several examples:

- Social media: Facebook, Twitter, Nixle, NextDoor.com
- Community Relations Officers (CRO's) at each of the Patrol Divisions.
- All levels of the SDPD staff regularly attend formal/informal monthly community meetings and events.
- Input gathered by police personnel and community member outreach for the development of the 5-year plan.
- Hundreds of everyday contacts between field personnel and citizens.
- Neighborhood Watch.
- Approximately 700 Citizen Volunteers at the SDPD.
- Citizen Ride-Alongs.



EX - ASST - CHIEF

William M. Lansdowne  
Chief of Police

WV/sj

cc: Scott Chadwick, Assistant Chief Operating Officer  
David Ramirez, Executive Assistant Police Chief  
Walter Vasquez, Assistant Police Chief

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