

A Study of the Management and Operations of
**THE BAKERSFIELD POLICE
DEPARTMENT**

Conducted by
the International Association of Chiefs of Police



SEPTEMBER 2014

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INTRODUCTION

In January 2014, the City of Bakersfield, California contracted with International Association of Chiefs of Police (IACP) to conduct a comprehensive study of the management and operations of the Bakersfield Police Department (BPD). This report summarizes the results of that study. The study focused on:

- Policing Characteristics and Trends
- Mission, Goals, Values, and Objectives
- Policing Style
- Accountability
- Crime and Crime Workload
- Services and Service Workload
- Organization
- Staffing Requirements and Resource Leveraging
- Patrol Operations
- Traffic Crashes and Enforcement
- Investigations
- Crime Prevention
- Crime Analysis
- Professional Standards
- Administrative Support Services
- Human Resources Management
- Career Development
- Information Management
- Communications
- Workforce Perspectives
- Patrol Allocation

The study was conducted in four phases:

Phase I - Data Collection and Production

Phase II - Data Analysis and Evaluation

Phase III - Development of Preliminary Findings

Phase IV - Final Report

Phase I focused on the collection of information about BPD operations and policing conditions. A combination of data collection techniques and sources were employed. Nearly 60 BPD personnel (command, non-command, and civilian) were interviewed. IACP staff observed numerous operations and accompanied officers on ride-alongs. Policy statements, rules and regulations, statistical reports, and other written documents were gathered by IACP staff. A workforce survey was distributed to all

department employees, soliciting their judgments concerning: Job Performance and Guidance; Employee Satisfaction; and Priority Needs. 38.5% of the workforce responded to the survey.

Phase II concentrated on analysis and evaluation of data, development of improvement recommendations, and preparation of several drafts of our report. Evaluation involved comparison of police policies, procedures and operations with contemporary professional police standards – a composite of policies and practices favored by the IACP survey staff. This phase also entailed collection of supplementary data and corroboration of information obtained earlier.

Phase III involved the development of preliminary findings with Bakersfield City officials and BPD executives to assess their efficacy with client expectations. This process required repeated efforts to corroborate information collected earlier, to fill data gaps, and to test reaction to a number of innovations and proposals in the report.

Phase IV entailed the preparation of this final report.

ACKNOWLEDGMENTS

For technical assistance and a continuing demonstration of cooperation we wish to acknowledge:

- Chief of Police Greg Williamson
- Assistant Chief of Police Lyle Martin
- Terrye Steiner, Communications Manager
- Alan Tandy, City Manager
- Chris Huot, Assistant to the City Manager

Special thanks are offered to Chief Williamson and Assistant Chief Lyle Martin who provided support and a welcoming environment for the staff who conducted this study.

Last but certainly not least, our thanks go to all of the men and women of the Bakersfield Police Department who participated in interviews, ride alongs, completed workforce surveys and/or took the time to provide information, ideas, and suggestions to us.

CHANGING CONDITIONS

The BPD is a dynamic organization. We recognize that the BPD has experienced changes in staffing levels since the start of this study on January 15, 2014. Conditions examined in this report may have changed in the time that has elapsed between report preparation and delivery. Understandably, we have had to freeze conditions in order to prepare the report. The most current information on the conditions of the department resides with the Chief of Police, including information on actions which constitute consideration and implementation of recommendations.

EXECUTIVE SUMMARY PRINCIPAL FINDINGS AND RECOMMENDATIONS

Overall, the IACP found the BPD to have characteristics of an effective law enforcement agency. This report contains 34 separate recommendations for the BPD to further improve its operations. A list of the priority recommendations is provided below. Recommendations are listed in order of priority and grouped by category. Priority 1 recommendations should be implemented as soon as feasible, followed by Priority 2 recommendations and so on. A detailed narrative explaining the context of each recommendation can be found in the Findings and Recommendations section of this report.

PRIORITY 1 RECOMMENDATIONS

COMMUNITY ENGAGEMENT

- Re-introduce and emphasize community policing concepts and practices throughout BPD
- Reinforce an agency-wide commitment to community policing in Mission and Vision statements

WORKLOAD MANAGEMENT

- Create a full-time telephone reporting unit (TRU)
- Revise Call Priority Classifications

ACCOUNTABILITY

- Establish an accountability process for CFS response

STAFFING

- Augment patrol staffing
- Increase the role and responsibility of Senior Patrol Officers in Patrol.
- Assign a Watch Commander position to both the East and West Districts on day and evening shifts

DATA DRIVEN PRACTICES

- Institute Compstat style crime meetings for Patrol and Investigations
- Reorganize and re-staff the crime analysis function
- Incorporate data driven strategies to reduce crime

HIRING AND PROMOTION

- Refine promotional processes to increase transparency and objectivity

PRIORITY 2 RECOMMENDATIONS

STAFFING

- Establish a Police Liaison position in the Communication Center on all shifts.

DATA DRIVEN PRACTICES

- Invest in training for the use of current technologies and data analysis
- Maximize data mining and sharing opportunities

YOUTH-FOCUSED POLICING

- Develop prevention and intervention programs for juveniles

PRIORITY 3 RECOMMENDATIONS

COMMUNITY ENGAGEMENT

- Create a Community Liaison Unit

WORKLOAD MANAGEMENT

- Establish a referral protocol to appropriate agencies

LEADERSHIP DEVELOPMENT

- Develop leadership through exposure to contemporary practices

PRIORITY 4 RECOMMENDATIONS

COMMUNITY ENGAGEMENT

- Support commitment to community policing through detailed goals and objectives
- Market services, values and accomplishments of the BPD, both internally and externally
- Develop measures of achievement to drive performance throughout the organization

STAFFING

- Maximize opportunities for civilianization
- Employ former law enforcement officers where appropriate

DATA DRIVEN PRACTICES

- Revise Beat boundaries to equalize workload

HIRING AND PROMOTION

- Institute an ongoing recruitment process
- Open competition for executive level positions to external candidates
- Expand minority hiring efforts and include national organizations
- Establish a promotional improvement process committee

INTERNAL AFFAIRS

- Provide an annual report of internal affairs investigations to the public

POLICY AND PROCEDURE MANUAL

- Revise the delivery method and content of the current Policy and Procedure Manual
- Revise the policies requiring approval for arrest and towing of vehicles

TECHNOLOGY

- Explore the use of developing technologies

PERFORMANCE APPRAISAL

- Revise the performance appraisal process to provide ongoing feedback, incorporate departmental goals, and establish consistency

CHAPTER I. THE POLICING ENVIRONMENT

The geography, service population, economic conditions, levels and composition of crime and disorder, workload, and resources in Bakersfield are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. These factors are examined in this chapter.

SERVICE POPULATION

Bakersfield is the ninth largest city in California, and the seat of Kern County, the third largest county in California in terms of geography. The city is located in the central portion of the state, midway between Fresno and Los Angeles. Its geographic boundaries encompass 150.13 square miles, bordering the Sequoia National Forest and Tehachapi mountains. Since 2000, Bakersfield has increased its geographic size by nearly 37 square miles, 32.7%, through annexation of land from Kern County. An additional 1.7 square miles (approximately) of land is pending approval for annexation.

The Bakersfield City Council is the legislative body of city government. An elected mayor presides over the Council. Day-to-day operations of the city are managed by a city manager, appointed and confirmed by the Council.

Bakersfield has a steadily increasing population, ranging from 330,897 in 2009 to an estimated 359,363 in 2013, an 8.6% increase. According to 2010 Census data, its demographic profile is 45.5% Hispanic, 37.8% White, 7.7% African American, 5.9% Asian, 0.7% American Indian or Alaskan Native, 0.1% Native Hawaiian or Pacific Islander, and 2.2% who identify themselves as more than one race. Persons under the age of 18 account for 31.5% of the population while persons over age 65 represent 8.4%. Female population is 51% and male population is 49%.

Median household income is \$54,265, nearly 12% lower than the median income of \$61,400 for all of California. Similarly, 19.3% of residents earn less than the poverty level of \$23,050 for a family of four, higher than the state average of 15.3%.

The Bureau of Labor Statistics recorded the unemployment rate at 11.4% as of April 2014, a decline from the 13.1% rate recorded in March 2014, compared to a 7.8% unemployment rate for California. Education, retail, agriculture, arts and entertainment manufacturing, and professional industries account for 61.9% of employers. Public administration employment accounts for 6.7% of employers.

GROWTH IN THE CITY OF BAKERSFIELD

During the past five years, the City of Bakersfield has annexed approximately 14 square miles of mostly rural land. The population within the annexed areas is less than 1,000 persons. The City of Bakersfield, Cumulative Projects plan, updated June 17, 2014 identifies numerous areas subject to pending annexation processes. Additionally, the General Plan Boundary identifies additional areas for potential annexation. Although these pending annexations are relatively small compared to the geographic boundaries of Bakersfield, the trend for continued growth is obvious.

As previously mentioned, the population of Bakersfield has grown by nearly nine percent in the past five years. The City of Bakersfield 2010-2015 Consolidated Plan projects population growth at 3.7 percent per year, reaching 365,300 residents by 2015.

The increase in both geography and population are important factors in determining the current and near future demands upon the BPD.

ECONOMIC CONDITIONS

The proposed Fiscal Year 2014 - 15 budget for the City of Bakersfield reflects a "return to more normal growth trends" following several years of declining revenues, resulting in the loss of authorized staff positions throughout all city agencies. The proposed budget describes this return to more normal conditions with respect to personnel on page *iv* of the document in the following manner:

Since FY 2011-12, the Council has authorized personnel restoration that had been previously lost as a result of the recession. The result has been the net addition of 53 positions to the complement - addressing many critical areas of need, including public safety and customer service-related operations. For FY 2014-15, staff is proposing the restoration of 22 positions to further address areas of priority throughout the organization.

Of the 22 positions proposed to be restored, 11 are within public safety operations and 5 are sworn police positions. The proposed new positions would bring the Police Department's sworn complement to 394 - a new department high, superseding the current year's complement of 389. The balance of the proposed positions within the Police Department includes 2 Police Service Technicians, 1 Clerk Typist and 2 Community Relations Specialists. One Clerk Typist is proposed to be added to the Fire Department complement.

The overall proposed increase in the BPD budget is 2.14% as compared to the FY 2013-14 Amended Budget. The BPD is the largest agency in Bakersfield in terms of staffing and

received the greatest increase in new positions. Table 1, below, from the FY 2014 – 2015 Proposed Budget reflects overall staffing for agencies within Bakersfield.

Table 1: Personnel by Department FY 2011 – FY 2015

Department	FY 2010-11 Authorized	FY 2011-12 Authorized	FY 2012-13 Authorized	FY 2013-14 Authorized	FY 2014-15 Proposed Deletions	FY 2014-15 Proposed Additions	FY 2014-15 Proposed
Legislative	1	1	1	1		0	1
Executive	55	55	57	58		1	59
Financial Services	31	31	32	32		0	32
City Attorney	10	10	10	10		0	10
Police Services (a)	485	486	517	528	-1	10	537
Fire Services	195	195	196	198		1	199
Public Works	409	409	415	422		7	429
Water	28	28	28	28		0	28
Rabobank Arena/CVB	4	4	8	8		0	8
Recreation & Parks	143	147	149	149		1	150
Community Development	80	76	61	61		2	63
Totals	1,441	1,442	1,474	1,495	-1	22	1,516

(a) The Police Department is proposed to add 10 positions for FY 2014-15 and delete one vacant Animal Control Officer position from its complement.

CRIME

Serious Crime

A review of Uniform Crime Report (UCR) Part I data from 2009 to 2013 provides a mixed perspective of violent and property crime. Total crime during the period increased 3.6% but actually declined in four out of five of those years. The significant increase occurred in 2012, during which violent crime increased 3.3% and property crime increased 17.6%. In 2013, crime declined in both categories but overall property crime was still significantly higher than it was in 2009 through 2011. Violent crime was just slightly lower than it was in 2011, 8 cases, but was lower than it was in 2009 through 2011. Table 2 displays the five-year UCR Part I crime history.

For discussion purposes relating to the increase of property crime in 2012, it is important to note that the implementation of California Assembly Bill 109, (AB109) began October 1, 2011. The IACP makes no determination of the impacts of AB109, positive or negative, but cites its relevance to our study. AB 109 dramatically shifted responsibility for housing certain low-risk prisoners in state facilities to local counties. This change was made for several reasons but primarily to comply with a U.S. Supreme Court decision to reduce overcrowding in state facilities and to reduce budget deficits in the state criminal justice system. The legislation was highlighted as the state’s cornerstone of its solution to reduce prison overcrowding, costs and recidivism.

Table 2: Bakersfield Crime Profile, 2009-2013

Bakersfield	Year	Violent crime	Murder and Nonnegligent Manslaughter	Forcible Rape	Robbery	Aggravated assault	Total Violent Crime	Property crime	Burglary	Larceny-Theft	Motor Vehicle Theft	Arson	Total Property Crime
Part 1 Offenses													
	2009	2,099	27	49	704	1,319	4,198	15,605	3,888	9,341	2,376	127	35,535
	2010	2,104	33	34	641	1,396	4,208	15,197	4,235	8,507	2,455	103	34,705
	2011	1,866	18	39	548	1,261	3,732	14,840	4,321	8,123	2,396	125	33,537
	2012	1,929	34	57	697	1,141	3,858	17,754	4,994	9,540	3,220	87	39,453
	2013	1,858	24	43	708	1,083	3,716	16,867	4,605	9,272	2,990	16	37,466
Clearances													
	2009	947	13	17	163	754	1894	2425	475	1652	298	22	6,766
	2010	971	17	10	143	801	1942	2153	526	1324	303	13	6,261
	2011	941	14	20	180	727	1882	1831	463	1096	272	17	5,561
	2012	854	22	16	187	629	1708	2074	480	1247	347	17	5,873
	2013	1005	15	25	272	693	2010	2196	431	1272	493	2	6,404

A comparative view of peer cities in the 250,000 to 500,000 population range is provided in Table 3. Bakersfield falls in the middle of the group.

Table 3: Violent and Property Crime in California Cities, 2008-2012					
Violent Crime					
Agency	2008	2009	2010	2011	2012
Anaheim Police Dept	1,312	1,184	1,161	1,281	1,279
Bakersfield Police Dept	2,077	2,099	2,104	1,866	1,929
Oakland Police Dept	7,905	6,793	6,267	6,652	7,963
Riverside Police Dept	1,922	1,535	1,448	1,310	1,389
Sacramento Police Dept	4,660	4,165	4,112	3,354	3,520
Santa Ana Police Dept	1,726	1,726	1,510	1,313	1,334
Stockton Police Dept	4,322	3,703	4,033	4,155	4,630
Property Crime					
Agency	2008	2009	2010	2011	2012
Anaheim Police Dept	8,331	7,993	8,473	8,493	10,070
Bakersfield Police Dept	16,160	15,605	15,197	14,840	17,754
Oakland Police Dept	21,488	20,173	17,325	20,904	26,342
Riverside Police Dept	11,059	9,590	9,963	9,631	10,818
Sacramento Police Dept	22,499	21,001	20,200	18,563	19,967
Santa Ana Police Dept	6,980	6,798	6,580	6,575	7,389
Stockton Police Dept	17,955	15,427	16,177	15,463	15,258

Less Serious Crime

Crimes other than serious and violent are classified as Part II by the FBI’s UCR system. Despite not being classified as serious, many of these are indeed, serious. The BPD does not track Part II crimes and therefore could not provide that information. Less serious crime is instrumental in determining manpower deployments, crime analysis, and strategy development. We are aware that the BPD has the necessary technology to track this activity but, at present, does not regularly do so.

ARRESTS

A comprehensive summary of arrest activity was not available. The BPD was able to provide an extensive list of all arrests for the time period 2009 to 2013. However, due to the large number of variations in the description of the actual summary of the arrest charge, it was not possible to reconcile that data into a manageable display. However, total numbers of arrests by year, both adult and juvenile, were extracted from the data and are reflected in Table 4.

	ADULT	JUVENILE	TOTAL	%Change
2009	22,013	3,010	25,023	
2010	21,949	2,639	24,588	-1.7%
2011	22,677	2,351	25,028	+1.7%
2012	23,443	2,138	25,581	+2.2%
2013	22,420	1,750	24,170	-5.5%

In addition to the annual summaries of arrests, a summary of the top 25 arrests (by charge) was also extracted and appears in Table 5. Due to the variation in the wording used for individual charges, several categories appear to be the same. However, without researching each of those arrests, it would not be possible to verify that presumption. Therefore, we have highlighted (apparently) duplicate entries.

	2009	2010	2011	2012	2013	Grand Total
BPD WARRANT	1,217	1,486	1,985	1,689	1,528	7,905
FOREIGN WARRANT	1,288	1,373	1,388	1,391	1,344	6,784
PUBLIC INTOXICATION - DETOX ONLY	821	1,100	1,181	948	330	4,380
DISORDERLY CONDUCT:DRUNK	960	915	663	613	963	4,114
DRIVE WHILE LICENSE SUSPENDED/REVOKED	698	546	661	722	768	3,395
WARRANT	641	1,070	491	553	624	3,379
POSSESS CONTROLLED SUBSTANCE	425	569	614	725	945	3,278
OBSTRUCT/RESIST/ETC PUBLIC/PEACE OFFICER	670	631	595	633	644	3,173
POSSESS CONTROLLED SUBSTANCE PARAPHERNAL	635	657	452	510	415	2,669
PETTY THEFT	619	484	501	529	497	2,630
BATTERY:SPOUSE/EX SPOUSE/DATE/ETC	539	546	466	474	478	2,503
VIOLATION PAROLE:FELONY	506	540	531	514	399	2,490
INFLICT CORPORAL INJURY ON SPOUSE/COHABI	569	498	459	472	451	2,449
CONSPIRE TO COMMIT A CRIME	488	424	490	522	458	2,382
DRIVE WITHOUT LICENSE		1	317	940	688	1,946
DUI ALCOHOL	377	390	380	316	366	1,829
UNLICENSED DRIVER	23	4	534	478	651	1,690
BPD WARRANTS	277	376	470	371	164	1,658
POSSESS NARCOTIC CONTROLLED SUBSTANCE	263	315	266	289	326	1,459
DRIVE W/O LICENSE	237	204	335	213	113	1,102
BURGLARY: 2ND DEGREE	202	213	218	215	238	1,086
USE/UNDER INFLUENCE CONTROLLED SUBSTANCE	191	199	195	220	265	1,070
DRIVE WHILE LICENSE SUSPENDED	133	258	249	242	140	1,022
POSSESS CONTROLLED SUBSTANCE	93	146	259	265	201	964

PARAPHERNALIA						
DISORDERLY CONDUCT:PROSTITUTION	126	83	143	247	292	891
DRIVE WITHOUT OUT LICENSE		3	435	345		783

Overwhelmingly, adult arrests were made for less serious crimes, predominantly traffic and drug possession offenses. The number of these arrests underscores the need for the BPD to track, monitor, and regularly report this activity according to UCR Part II guidelines.

A similar summary of juvenile arrests was also produced. Those results are displayed below in Table 6. As in the summary of adult arrests, there was significant variation in the wording used for individual charges, several categories appear to be the same. Subsequently, we have highlighted (apparently) duplicate entries.

Table 6: Summary of Arrest Charge – Juvenile, 2009 - 2013	2009	2010	2011	2012	2013	Grand Total
PROTECTIVE CUSTODY	425	411	329	189	207	1,561
PETTY THEFT	478	401	293	186	134	1,492
NO PROPER PARENTAL CARE OR CONTROL	61	103	74	122	65	425
BURGLARY	97	113	100	36	42	388
BATTERY	109	96	81	37	31	354
CURFEW	98	60	33	64	28	283
BATTERY ON PERSON	38	23	59	85	57	262
CONSPIRACY	68	58	43	63	25	257
BURGLARY: SECOND DEGREE	13	24	53	77	66	233
JUVENILE WARRANT	34	43	48	38	28	191
BURGLARY: FIRST DEGREE	6	12	57	44	69	188
VANDALISM	59	37	49	18	19	182
72 HOUR EVALUATION	23	25	43	41	24	156
CONSPIRACY: COMMIT CRIME	24	64	11	29	1	129
CONSPIRACY:COMMIT CRIME	2	8	38	62	19	129
72 HR EVALUATION/DETENTION	6	7	13	49	43	118
TAKE VEHICLE W/O OWNER'S CONSENT	3	11	16	37	43	110
OBSTRUCT/RESIST/ETC PUBLIC/PEACE OFFICER/EMERGENCY MED TECH	21	19	23	28	19	110
POSSESS STOLEN VEHICLE/VESSEL/ETC		5	42	35	26	108
POSSESS MARIJUANA 28.5 GRAMS OR LESS	30	21	8	26	15	100
UNLICENSED DRIVER	4	2	18	23	49	96
FOREIGN WARRANT	10	23	26	18	18	95
DRIVE WITHOUT LICENSE		1	17	36	40	94
FORCE/ADW NOT FIREARM:GBI LIKELY	7	13	22	22	22	86
VANDALISM MORE THAN \$400	12	11	19	20	23	85

Juvenile arrests, like adult arrests, were primarily concentrated in misdemeanor offenses. However, there were greater numbers of arrests for burglaries, a crime that was not reflected in the top 25 arrests of adults. An additional observation of juvenile arrests showed that, with the exception of burglaries, vandalism, and driver license violations, arrests in every category in Table 4 declined from 2009 to 2013.

TRAFFIC CRASHES

Traffic crash data was reviewed for the period 2009-2013. The number and rate of vehicle crashes and pedestrian accidents are the most common measures of the success of traffic functions. Bakersfield’s traffic crash profile is presented in Table 7.

Table 7: Traffic Crashes, 2009 - 2013					
	2009	2010	2011	2012	2013
DUI	992	953	1096	1119	939
Hit and Run	1592	1532	1460	1700	1637
Injury	840	816	773	953	810
Non-Injury	2789	2566	2434	2145	2497
Bicycle Injury	43	52	51	59	62
Pedestrian Injury	88	96	71	90	72
Fatal	20	28	23	29	25
Total Collisions*	3629	3382	3207	3098	3307

Traffic citation data from 2009 to 2014 (year to date) was provided according to numbers of citations for each violation. However, due to the variation in the specific statutes for which citations were issued, it was not possible to summarize all data into a single format. However, some useful data was gleaned from the citation data provided. Table 8 displays total citations issued from 2009 to 2013. During this time period, total citations issued declined by 45%. One possible explanation provided for this decline by BPD officials is the reduction in the number of motorcycles available to traffic officers, who typically have been the primary source of citations.

Table 8: Traffic Citations, 2009-2013						
	2009	2010	2011	2012	2013	% Change '09 – '13
Totals	28,719	24,685	23,479	22,628	15,814	(44.9%)

In addition to the citation summary by year listed in Table 8, a summary of the top 10 enforcement categories for the entire 2009 to 2013 time period was extracted from the citation data provided. When present, sub-sections of categories were consolidated into a single category (for example sections 16028(A), 16028(C), 16028A>00, and 16028C were consolidated into 16028). Table 9 identifies the top 10 enforcement categories.

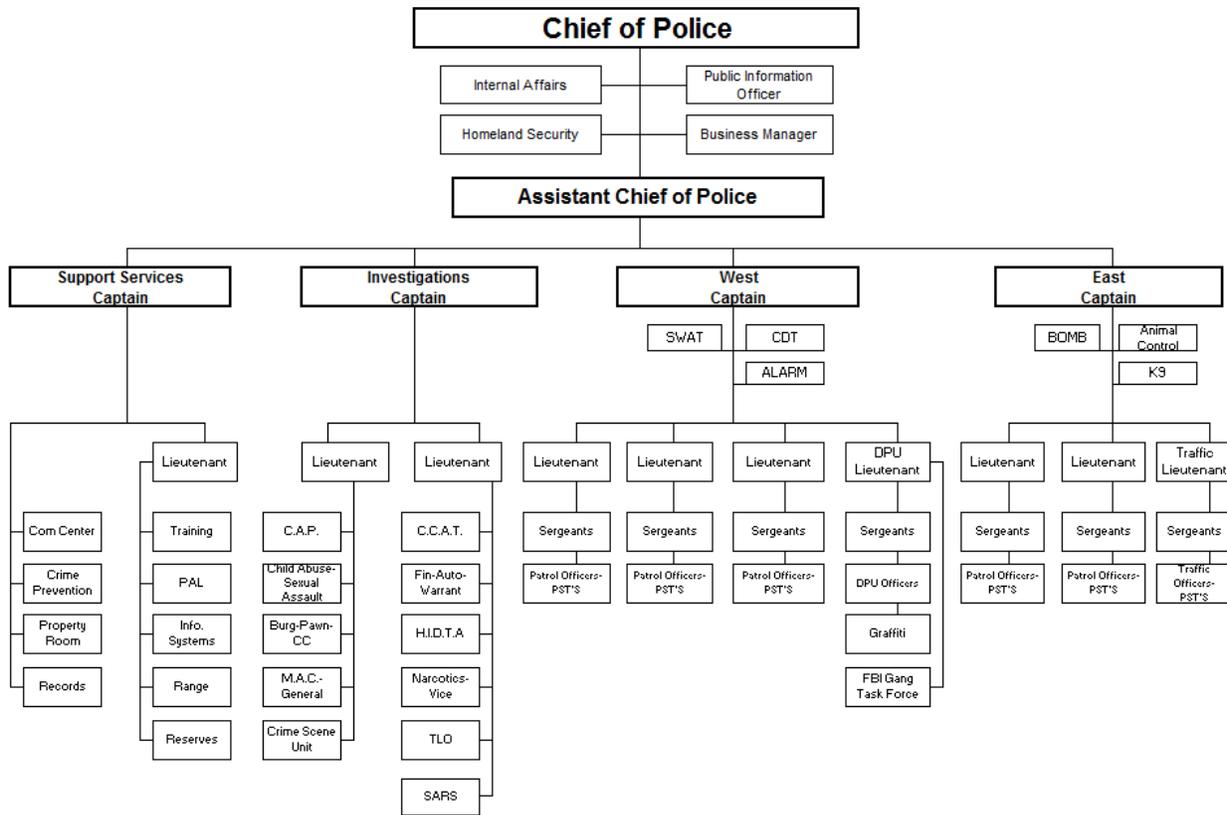
Table 9: Top 10 Violation Categories	
Violation	Count
Entering Intersection on Red	32,430
Speeding	13,182
Hand-held Wireless	11,649
Registration	7,214
Unlicensed	7,184
Seat Belt	5,361
Stop Requirements	4,225
Financial responsibility	4,087
Obstructing Driver's View	2,291
Display of License Plates	1,829
Vehicle lighting Equipment	1,818
Traffic Control Device	1,420

It is notable that the sharp decline in traffic enforcement from 2012 to 2013 occurred at the same time that traffic crashes (primarily non-injury) increased.

CHAPTER II. ORGANIZATION AND STAFFING

The BPD is organized into three functions: operations (patrol), investigations, and support services. The patrol function is divided into two separate districts, East and West. Patrol Districts, Investigations, and Support Services are commanded by captains. Figure 1 displays the organizational chart for the BPD.

Figure 1: BPD Organizational Chart



STAFFING

Sworn staff levels have remained consistent for the past five years, ranging from a low of 358 sworn personnel in 2010 to a high of 389 in 2014. The greatest fluctuation in staffing has occurred at the rank of police officer. At the time of this study, there were 31 vacancies, 25 at the patrol officer rank. An academy class with 38 recruits began in March, 2014. An additional class is anticipated in December 2014.

Civilian staffing has had greater fluctuation ranging from a low of 123 in 2011 to a high of 144 in 2008. Table 10 shows staffing levels for sworn and civilian personnel from 2008 to 2013.

Table 10: BPD Authorized Complement by Rank, FY 2009 – FY 2014

SWORN

POSITION TITLE	07/01/08	09/15/08	12/01/08	07/01/09	07/01/10	07/01/11	07/01/12	07/01/13	11/20/13
CHIEF OF POLICE	1	1	1	1	1	1	1	1	1
ASSISTANT CHIEF OF	1	2	2	2	1	1	1	1	1
CAPTAIN	4	4	4	4	4	4	4	4	4
POLICE LIEUTENANT	12	11	11	11	11	11	11	11	11
POLICE SERGEANT	41	41	41	38	38	38	39	42	42
POLICE DETECTIVE	58	58	58	57	53	53	54	56	56
POLICE TRAINING OFFICER	6	6	6	6	6	6	6	6	6
SENIOR POLICE OFFICER	31	31	28	24	24	24	24	28	28
POLICE OFFICER	219	219	214	220	220	225	239	240	240
TOTAL SWORN	373	373	365	363	358	363	379	389	389

CIVILIAN

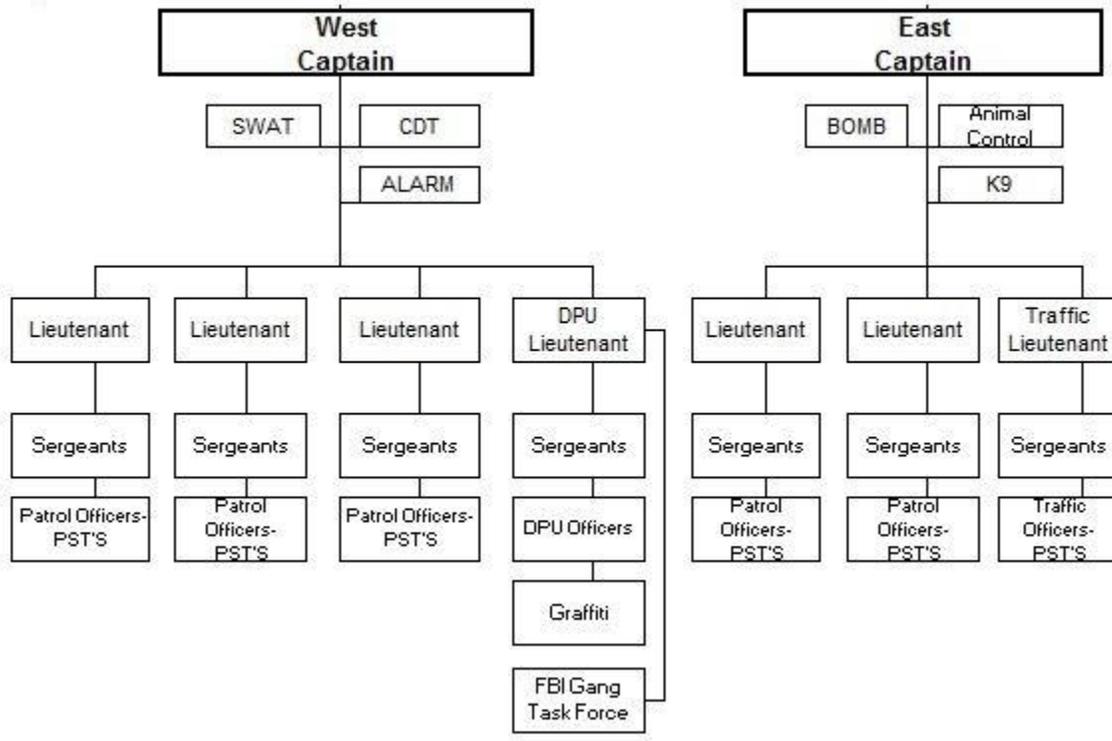
POSITION TITLE	07/01/08	09/15/08	12/01/08	07/01/09	07/01/10	07/01/11	07/01/12	07/01/13	11/20/13
ACCOUNT CLERK	4	4	4	4	4	4	5	4	4
ADMINISTRATIVE	1	1	1	1	1	1	1	1	1
ANIMAL CONTROL	4	4	4	3	3	3	5	5	4
ANIMAL CONTROL	1	1	1	1	1	1	1	1	1
ANIMAL CONTROL	0	0	0	0	0	0	1	0	0
BUSINESS MANAGER	1	1	1	1	1	1	1	1	1
CLERK TYPIST	35	35	35	30	29	29	33	33	34
COMM. CENTER	5	5	5	5	5	5	5	5	5
COMM. OPERATIONS	1	1	1	1	1	1	1	1	1
COMM. RESOURCE	7	7	7	6	6	5	5	5	5
CRIME ANALYST	2	2	2	2	2	2	2	2	2
CRIME PREVENTION	1	1	1	1	1	1	1	1	1
POLICE LATENT PRINT	0	0	0	0	0	0	0	1	1
POLICE CRIME LAB	1	1	1	1	1	1	1	1	1
POLICE DISPATCHER I/II	31	31	31	28	28	28	29	32	32
POLICE LAB. TECHNICIAN	4	4	4	4	4	4	4	4	4
POLICE SERVICE	30	30	30	27	28	26	28	28	28
PROPERTY ROOM	1	1	1	1	1	1	1	1	1
RECORDS SUPERVISOR	1	1	1	1	1	1	1	1	1
SECRETARY I	5	5	5	5	5	5	5	5	5
SENIOR ANIMAL CTRL	0	0	0	0	0	0	0	0	1
SENIOR KENNEL WORKER	0	0	0	0	0	0	2	0	0
SENIOR RECORDS CLERK	2	2	2	2	2	1	2	2	2
TRANSCRIBING TYPIST	7	7	7	5	3	3	3	3	3
TOTAL CIVILIAN	144	144	144	129	127	123	137	137	138
TOTAL AUTHORIZED	517	517	509	492	485	486	516	526	527

Operations Division

Uniform Operations hosts the majority of personnel and includes first responders, Traffic, and Special Enforcement Unit (SEU) personnel. The patrol force is divided into two Districts, East and West, each commanded by a captain. Lieutenants supervise the Traffic and SEU functions and report to one of the Patrol Captains. The K9 unit is decentralized, with at least one K9 officer assigned to every patrol shift. One sergeant is assigned as the K9 Training Coordinator to ensure that K9 officers and their dogs attend required training to maintain their certifications. The SWAT and Bomb Units are staffed by ad hoc personnel.

Figure 2 displays the organizational structure of patrol.

Figure 2: Patrol Organizational Chart



Patrol personnel are divided into six different patrol groups, identified as shifts 1 through 6. Individual shifts are staffed based on semi-annual reviews of crime trends and calls for service. Shift 2 (day work) maintains the highest compliment of personnel while Shift 4 has the lowest. Personnel assignments are reviewed and adjusted twice a year by the Captain of the Operations Division. Supervisor to officer ratios for all shifts combined, exclusive of Traffic and SEU, average 7.25 officers per sergeant. However, Shift 2, East squad has the highest supervisor to officer ratio of all patrol squads, 11 officers per sergeant.

Patrol staffing and distribution by shift is displayed in Table 11. Staffing levels were current as of June 2, 2014. Nine officers were listed as Other/Special Assignments and therefore, not reflected in the staffing levels.

Shift	Lieutenant	Sergeant	K9*	Senior Patrol Officer		Patrol Officer		Total
				East	West	East	West	
1	1	4	1	1	1	17	11	35
2	1	4	2	2		20	12	39
3	1	4	2	2	1	16	11	35
4	1	4	1		1	14	10	30
5	1	4	1	2	1	14	10	32
6**	1	2	2	1		7		11
Traffic	1	3		4		25		33
SEU	1	2		3		14		20
Total								235

*counted as either S/P or Patrol Officer

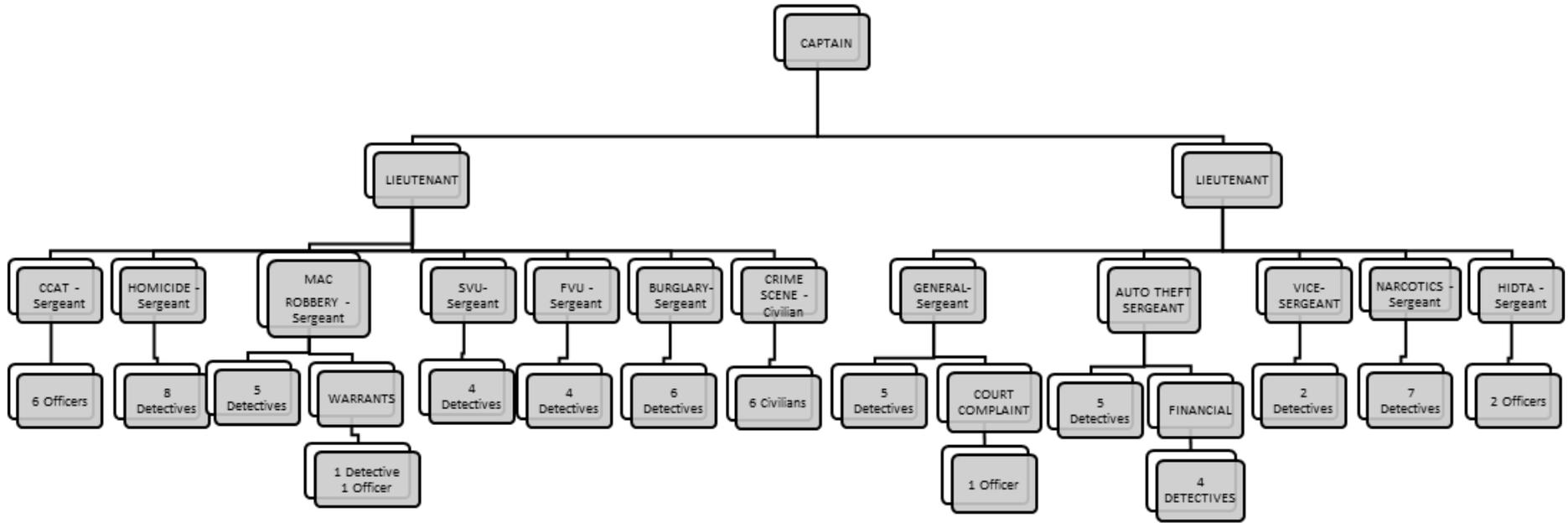
**Shift 6 personnel will be merged into Shifts 1 through 5 in July 2014

Patrol officers work either an eight or ten-hour shift depending on their assignment. Officers assigned to work the dayshift work five consecutive eight-hour shifts. All other shifts work four consecutive 10-hour shifts. All patrol officers have fixed days off.

Investigations Division

The Investigations Division is commanded by a captain and managed by two lieutenants. There are fifteen different investigative functions that are supervised by sergeants and one civilian supervisor. Some sergeants supervise more than one function. Detectives primarily work five consecutive eight-hour shifts, Monday through Friday. An on-call status is maintained for certain units requiring a 24 hour response (homicide, for example). Figure 3 reflects the organizational structure of the Investigations Division.

Figure 3: Investigations Division Organizational Chart



The Investigations Division is staffed by 77 personnel, 19.7% of the BPD authorized strength. Staffing levels are listed below as of June 2, 2014.

- 1 Captain
- 2 Lieutenants
- 11 Sergeants (authorized - 10)
- 50 Detectives (authorized - 56)
- 1 Senior Police Officer
- 11 Police officers
- 1 K9
- 77 Total

The Career Criminal Apprehension Team (CCAT) was added in July 2012 to respond to the increased volume of criminal activity by persons released on parole or probation pursuant to California law AB 109. Staff assigned to these positions are classified as officers rather than detectives due to the proactive nature of the unit.

Clearance rates for the seven UCR crimes are listed below in Table 12. The highest clearances rates exist for homicides while the lowest rates are in burglaries which have declined over the past two years to single digit rates, well below the 12.5% national clearance rate reported by 2012 FBI UCR data. Clearance rates for Larceny/Theft are also well below the 22% FBI UCR averages for 2012.

	2011			2012			2013		
	Crimes	Cleared	Rate	Crimes	Cleared	Rate	Crimes	Cleared	Rate
Violent Crime									
Homicide	18	14	78%	34	21	62%	24	15	63%
Rape	39	20	51%	56	15	27%	43	25	58%
Robbery	548	180	33%	697	197	28%	548	180	33%
Aggravated Assault	1261	814	65%	1141	580	51%	1083	693	64%
Property Crime									
Burglary	4321	1261	29%	4494	447	10%	4605	431	9%
Larceny/Theft	8123	1096	13%	9540	1139	12%	9272	1272	14%
Auto Theft	2396	272	11%	3220	327	10%	2990	493	16%

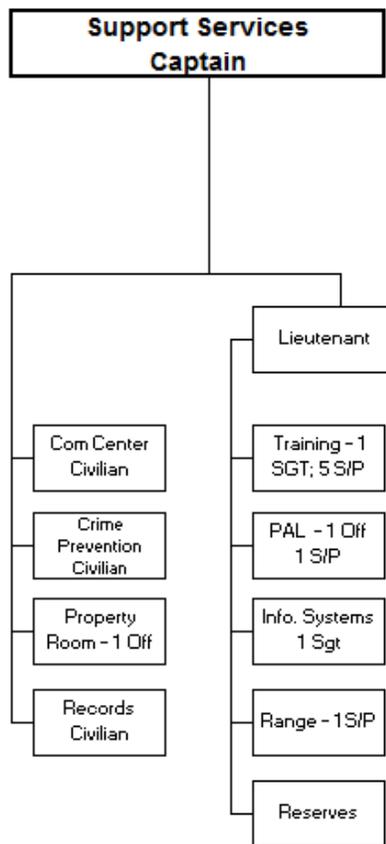
*Data provided by Investigations Division

Supervisor to detective ratio of authorized positions, exclusive of officers, average 5 officers per sergeant (50 detectives/10 sergeants), relatively low when compared to supervisor to officer ratios in the Operations Division.

Support Services Division

The Support Services Division consists of administrative, training, and non-sworn functions. The Division is commanded by a Captain, who is assisted by a Lieutenant and a civilian manager. Nine different functions are performed by staff assigned to this Division. Figure 4 displays those functions. Training staff also assist in Recruitment testing processes for police officer, conducted by the Bakersfield Human Resources Division.

Figure 4: Support Services Organizational Chart



Support Services staffing consists of the following personnel:

Captain	1
Lieutenant	1
Sergeant	2
Senior Police Officers	7
Officers	<u>2</u>
Total	13

STAFF PROFILE

BPD staffing is predominantly white, 74%, while minorities account for 26% of all sworn staff. Hispanics represent the largest minority group, approximately 21%, while African American, Asian, and one "Other" round out the remaining 5%. Table 13 displays the diversity of the BPD by rank.

Table 13: Diversity Profile						
	Asian	African American	Hispanic	Other	White	Grand Total
Chief					1	1
Assistant Chief		1				1
Captain		1			3	4
Lieutenant		1	4		6	11
Sergeant		1	5	1	34	41
Detective	2		7		42	51
Senior Police Officer					31	31
Officer	4	7	58		146	215
Grand Total	6	11	74	1	263	355

Overwhelmingly, males dominate the workforce, 92% of sworn staff. Table 12 displays the gender profile of the BPD. Only one executive level position (lieutenant and above) is staffed by a female. The rank of Police Officer includes the greatest numbers of females. Of special note is the few numbers of females eligible for potential promotion to executive level positions. Table 14 displays the complete gender profile.

Table 14: Gender Profile	F	M	Grand Total
Chief		1	1
Assistant Chief		1	1
Captain	1	3	4
Lieutenant		11	11
Sergeant	2	39	41
Detective	2	49	51
Senior Police Officer	4	27	31
Officer	18	197	215
Grand Total	27	328	355

EXPERIENCE PROFILE

A profile of the BPD sworn staff years of experience is displayed in Table 15. Average supervisory experience with the BPD ranges from a low of 18 years for sergeants to a high of 25 years for command staff. Police Officers average 6.1 years of service while Senior Police Officers average 12.2.

BPD employees are eligible to retire after 25 years of service; currently, 23 personnel, 6.4%, are at or near that eligibility. Those 23 persons include the ranks of Chief, Assistant Chief, three Captains, four Lieutenants, and seven sergeants. One unusual finding of our analysis was that no Police Officer had more than 25 years of service.

Table 15: Experience Profile									
Years of Service >>	0-1	2-3	4-6	7-10	11-15	16-20	21-25	26+	Grand Total
Chief							1		1
Assistant Chief							1		1
Captain							2	2	4
Lieutenant					2	4	4	1	11
Sergeant				2	11	16	7	5	41
Detective		1	1	6	14	19	5	5	51
Senior Police Officer		1		13	6	11			31
Officer	46	37	41	58	14	14	5		215
Grand Total	46	39	42	79	47	64	25	13	355

CHAPTER III. MISSION AND GOALS

The BPD is a traditional, full-service police agency, reacting and responding to crimes as they occur with focused attention to known high crime areas and follow up investigation to apprehend offenders. The BPD Mission Statement is contained in the Policy manual, prominently displayed on the first page along with the Law Enforcement Code of Ethics. The Mission statement is referenced here:

“The Bakersfield Police Department is committed to professional service which improves community safety and the quality of life by developing partnerships that promote efficient and innovative crime prevention, intervention, and law enforcement service.”

Specific goals exist for each Division and are contained in a separate document, updated each year. A review of the 2013-2014 report consisted of 2012-2013 Accomplishments and 2013-2014 Action Plans, organized by Divisions. The first page of the document identifies a department-wide goal:

Provide public safety and effective law enforcement services to the City of Bakersfield.

To provide for the safety and welfare of the citizens of Bakersfield through maintenance of effective law enforcement systems, including: Crime Prevention, Patrol, Traffic Enforcement, Criminal Investigations, Vice and Narcotics Enforcement and Community Relations.

A section entitled FY 2012-2013 Accomplishments follows the goal statement. Of special note is the first item:

The Police Department makes Bakersfield a safer place to live through:

- a) A community oriented policing philosophy that connects officers with the public*
- b) Public education programs*
- c) Directed enforcement efforts based on crime analysis research*

Divisional goals and accomplishments are reported for Headquarters, Support Services, Operations, and Investigations. FY 2012-2013 goals for those Divisions are listed here:

Headquarters

Provide direct assistance and support to the Chief of Police; investigation of personnel complaints; investigate Government Code claims for damages against the Police Department; provide investigative assistance to the City Attorney's Office; disseminate information to the media and relate information developed through public inquiries; continue to follow implemented recommendations

outlined in the United States Department of Justice letter regarding the investigation of the Bakersfield Police Department, dated 4/12/04.

Support Services

Provide administrative, logistic, and training services to support the effective operation of the Department; including Communications, Records Management, Crime Prevention, Crime Analysis, and Training.

Operations

Protect life and property; investigate crimes and apprehend criminal violators; provide for the safe and orderly flow of traffic; provide police canine service; provide for safe schools through crime prevention, intervention and enforcement measures; provide animal control services; provide graffiti prevention, enforcement and investigation and provide preventative patrol to the community.

Investigations

Work cooperatively with all other divisions and allied agencies as we continue to uphold a tradition of skillful and ethical criminal investigations. We will be innovative in our use of available crime fighting technologies in conjunction with our staffs training, experience and expertise.

A review of the reports for FY 2010-2011 and 2011-2012 revealed nearly identical goals for all four Divisions. The exception was the Divisional goal for Headquarters which was re-written in 2011-2012.

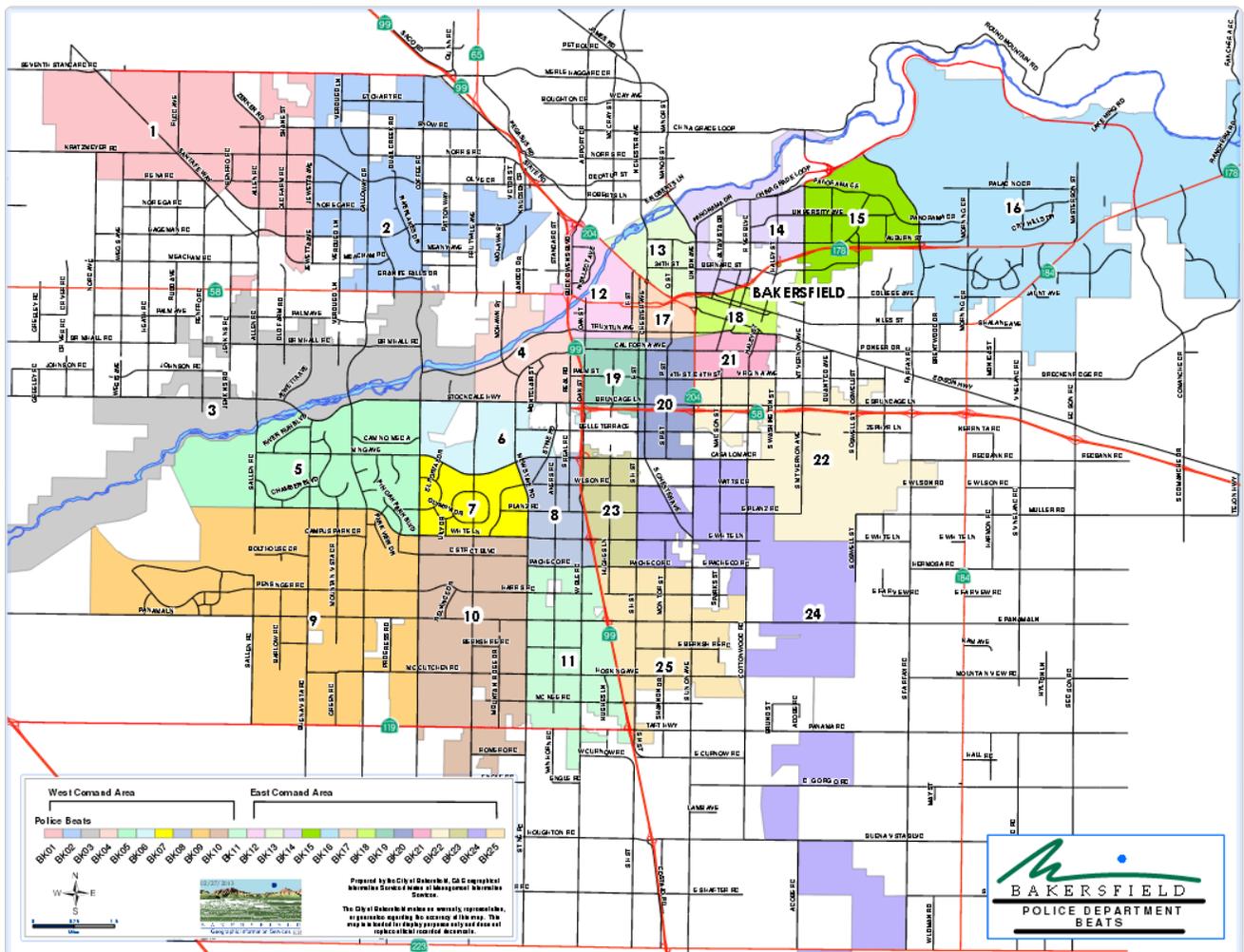
CHAPTER IV. PATROL OPERATIONS

Patrol functions in the BPD are divided into two geographic areas, East and West patrol districts. Interstate 99, a major highway, runs north-south through the city and separates the two districts. The East patrol district is divided into 14 patrol beats while the West patrol district is divided into 11 for a total of 25 individual beats. According to the department website,

The size of each beat is directly proportionate to the volume of calls for services within each beat and, historically, has been reviewed every few years. One or more officers may be assigned to each beat at any time of day. Police Dispatchers make every attempt to coordinate the response of officers to calls for service within their beat, or within a neighboring beat.

Figure 5 depicts the division of all 25 patrol beats

Figure 5: BPD Beat Map



Patrol personnel are divided into six shifts, identified as Shifts 1 through 6 respectively. Personnel on Shifts 1,3,4,5, and 6 work four ten-hour work days; Shift 2 personnel work five eight-hour shifts, Monday through Friday. Table 16 displays the shift hours worked and days off for all six patrol shifts. Note: On July 14, 2014, shift 6 will be eliminated; personnel assigned to that shift will be re-assigned to the remaining five shifts. This change is being implemented due to the depleted manpower on Shift 6.

Table 16: Hours Worked by Shift		
Shift	Hours Worked	Days Off
1	9pm - 7am	Mon/Tue/Wed
2	6am - 2 pm	Sat/Sun
	8am - 4 pm	Sat/Sun
3	1pm - 11pm	Sun/Mon/Tue
4	6am - 4pm Sat/Sun	Wed/Thu/Fri
	1pm - 11 pm Mon/Tue	Wed/Thu/Fri
5	9pm - 7am Mon/Tue/Wed	Thu/Fri/Sat
	1pm - 11pm Sun	Thu/Fri/Sat
6	5pm - 3am	Thu/Fri/Sat

Officers have assigned patrol vehicles, which they drive to and from work. They report to either the main headquarters building located at 1601 Truxtun Avenue if assigned to the East patrol district or 1301 Buena Vista Road if assigned to the West patrol district. A Watch Commander position, staffed by a lieutenant, is responsible for the supervision and management of personnel from both patrol districts on all shifts. Watch Commanders report to either the East or West District Commander, captains. Two Sergeants are assigned to each patrol districts, who supervise officers assigned to individual beats. There are no defined patrol squads in either the East or West districts. Personnel are informally assigned to specific sergeants for administrative and operational responsibilities.

Each patrol shift begins with a daily briefing, conducted by a sergeant, where information about recent crime and administrative matters is provided. At the conclusion of the briefing, officers respond to their assigned beats for patrol. Officers are expected to remain within their District unless responding to a call for service, assisting other officers (back up officer), or for administrative responsibilities.

BPD Policy 400 defines the responsibilities of patrol officers:

Officers will generally patrol in clearly marked vehicles, patrol assigned jurisdictional areas of Bakersfield, respond to calls for assistance, act as a deterrent to crime, enforce state and local laws and respond to emergencies 24 hours per day seven days per week.

Patrol will generally provide the following services within the limits of available resources:

- (a) Patrol that is directed at the prevention of criminal acts, traffic violations and collisions, the maintenance of public order, and the discovery of hazardous situations or conditions*
- (b) Crime prevention activities such as residential inspections, business inspections, community presentations, etc.*
- (c) Calls for service, both routine and emergency in nature*
- (d) Investigation of both criminal and non-criminal acts*
- (e) The apprehension of criminal offenders*
- (f) Community Oriented Policing and Problem Solving activities such as citizen assists and individual citizen contacts of a positive nature*
- (g) The sharing of information between Patrol and other division within the Department, as well as other outside governmental agencies*
- (h) The application of resources to specific problems or situations within the community, which may be improved or resolved by Community Oriented Policing and problem solving strategies*
- (i) Traffic direction and control*

The BPD is a full service law enforcement agency, responding to all requests for service. Therefore, calls for service are the primary responsibility and, depending on the shift hours worked, may dominate the entire work day. When not handling a call for service, officers patrol their assigned beats, looking for indicators of criminal activity.

All incident and crime reports are completed using field based reporting software available on the mobile data terminal (MDT) in patrol vehicles. Completed incident reports are approved by sergeants using the field based reporting system.

Field interviews of suspicious persons are also documented on an electronic form accessed from the MDT.

Patrol officers have access to a variety of information resources via the MDT including: NCIC, motor vehicle records (including photographs), and Cop Link.

Standard equipment includes for patrol officers include a department issued sidearm, Taser, shotgun and patrol rifle, if the officer is qualified to use it.

PATROL CALL LOAD AND DISTRIBUTION

Workload data are examined in several chapters in this report, most notably those that examine patrol/field staffing requirements and investigations. Calls for service (CFS), a useful overall indicator, are introduced here. This data set reflects crime and non-crime demands of the public, field-focused elective activity chosen by the BPD, enforcement and community service, and some administrative activity. Table 17 reflects the five year trend in CFS from 2009 to 2013.

Table 17: Five Year Summary CFS by Priority 2009-2013

CFS SUMMARY	2009	2010	2011	2012	2013	Total CFS	% change '09-'13
Priority 1	34,360	38,040	38,812	42,649	41,166	195,027	20%
Priority 2	109,046	104,718	104,190	109,613	112,001	539,568	3%
Priority 3	8,360	8,949	8,932	8,819	9,121	44,181	9%
Priority 4	39,403	34,029	35,163	36,267	34,665	179,527	-12%
Priority 5	10,715	10,263	9,679	9,817	9,956	50,430	-7%
Priority 6	7,170	7,279	6,816	7,258	8,132	36,655	13%
Priority 7	67,741	59,023	60,045	55,862	47,161	289,832	-30%
Priority 8	3,623	2,326	2,132	2,159	2,177	12,417	-40%
Priority 9	2,750	3,394	3,254	7,502	4,764	21,664	73%
Total Incidents	283,168	268,021	269,023	279,946	269,143	1,369,301	-5%

The 2013 CAD data provided contained 269,143 records. Of those, 215,618 entries were identified as actual calls for service requiring a police response. To further isolate service demands from the public, 62,214 officer-initiated calls were separated from the analysis. The majority (nearly 70%) of these officer-initiated calls were traffic and subject stops. Additionally, 10,252 calls handled by animal control officers were separated from the analysis

The remaining 143,152 citizen-generated calls for service were analyzed by type, frequency, and distribution. Calls were grouped into three categories for analytical purposes:

- Crime – calls related to criminal activity
- Service – calls of a non-criminal nature, e.g., providing assistance
- Traffic – calls related to vehicle crashes, reckless driving, and other traffic infractions

The frequency and time spent responding to these calls is summarized in Table 18.

Table 18: Call Volume and Duration by Category

Call Category	Count of Calls	% of Total Calls	Duration (h:m:s)	% of Total Hours
Crime	110,214	76.99%	125,636:19:04	76.78%
Service	19,527	13.64%	20,510:23:47	12.53%
Traffic	13,411	9.37%	17,478:23:55	10.68%
Grand Total	143,152	100.00%	163,625:06:46	100.00%

The top 10 call types by frequency in each category are displayed in Table 19.

Table 19: Top 10 Call Types by Category – Frequency

Call Types by Category	Call Count	% of Total
Crime	110,214	76.99%
BURGLARY ALARM - AUDIBLE	10,277	7.18%
PEACE DISTURBANCE - VERBAL	9,487	6.63%
PEACE DISTURBANCE - DOMESTIC/FAMILY	8,385	5.86%
PEACE DISTURBANCE - LOITERING-REF TO L	6,666	4.66%
SUSPICIOUS PERSON	6,351	4.44%
SUSPICIOUS CIRCUMSTANCES	5,084	3.55%
PEACE DISTURBANCE - MUSIC	3,074	2.15%
SUSPICIOUS VEHICLE	2,880	2.01%
BURGLARY REPORT - RESIDENCE	2,841	1.98%
BURGLARY REPORT - VEHICLE	2,834	1.98%
Service	19527	13.64%
CHECK THE WELFARE	11,338	7.92%
ASSIST FIRE DEPARTMENT	1,427	1.00%
ATTEMPT TO LOCATE	851	0.59%
ASSIST OTHER DEPARTMENT	840	0.59%
PATROL CHECK	834	0.58%
MENTAL HEALTH	832	0.58%
AMBULANCE REQUEST	779	0.54%
ANIMAL-NOISY	526	0.37%
EXTRA PATROL	524	0.37%
MUNICIPAL CODE VIOLATION	356	0.25%
Traffic	13411	9.37%
NON-INJURY ACCIDENT	2,830	1.98%
TRAFFIC HAZARD	2,323	1.62%
INJURY ACCIDENT	1,546	1.08%
VEHICLE CODE VIOLATION	1,182	0.83%
HIT & RUN - NON INJURY	1,142	0.80%
ABANDONED VEHICLE - ALREADY MARKED BY	538	0.38%
ABANDONED VEHICLE	418	0.29%

Rankings shift when officer time spent responding to each call type is considered. Table 20 displays the top 10 call types in each category by the cumulative duration of those calls. The five call types that demand the most officer time overall are noted with an asterisk. Of time obligated to CFS, officers spend nearly 25% of their time responding to these five call types.

Table 20: Top 10 Call Types by Category – Time Spent

Call Category	Duration (h:m:s)	% of Total Hours
Crime	125,636:19:04	76.78%
BURGLARY REPORT – RESIDENCE*	7,667:14:54	4.69%
PEACE DISTURBANCE - DOMESTIC/FAMILY*	7,473:01:58	4.57%
PEACE DISTURBANCE – VERBAL*	7,465:41:30	4.56%
BURGLARY REPORT – VEHICLE*	5,496:22:57	3.36%
BURGLARY ALARM - AUDIBLE	4,621:52:41	2.82%
SUSPICIOUS CIRCUMSTANCES	4,556:55:23	2.78%
SUSPICIOUS PERSON	4,148:43:32	2.54%
OUT OF CONTROL JUVENILE RPT	3,809:40:06	2.33%
CTW - SUICIDAL SUBJECT	3,454:32:41	2.11%
PEACE DISTURBANCE - LOITERING-REF TO L	3,421:47:53	2.09%
Service	20,510:23:47	12.53%
CHECK THE WELFARE*	9,732:41:56	5.95%
MENTAL HEALTH	2,831:53:44	1.73%
ASSIST FIRE DEPARTMENT	1,668:07:18	1.02%
ASSIST OTHER DEPARTMENT	1,201:57:28	0.73%
ATTEMPT TO LOCATE	1,104:00:28	0.67%
AMBULANCE REQUEST	1,053:01:05	0.64%
PRISONER TRANSPORT	467:58:23	0.29%
ANIMAL-NOISY	391:59:03	0.24%
ATTEMPT TO CONTACT	388:16:17	0.24%
PATROL CHECK	346:26:49	0.21%
Traffic	17,478:23:55	10.68%
INJURY ACCIDENT	4,216:47:07	2.58%
NON-INJURY ACCIDENT	3,878:19:10	2.37%
HIT & RUN - NON INJURY	2,694:09:14	1.65%
HIT & RUN - NON INJURY REPORT	1,308:26:57	0.80%
TRAFFIC HAZARD	1,240:48:45	0.76%
ABANDONED VEHICLE - ALREADY MARKED BY	835:57:11	0.51%
VEHICLE CODE VIOLATION	754:37:35	0.46%
HIT & RUN - INJURY	446:08:22	0.27%
RECKLESS DRIVER	242:20:31	0.15%

* top five call types overall by time spent

A CFS analysis was also determined by hour and day of week. Those results are displayed in Figures 6 and 7. The highest concentration of call activity occurred between the hours of 1:00pm and 5:00pm. Dispersion of calls by day of week is fairly even, however the days with the highest call volume are Saturdays and Sundays.

Figure 6: Calls by Day of Week

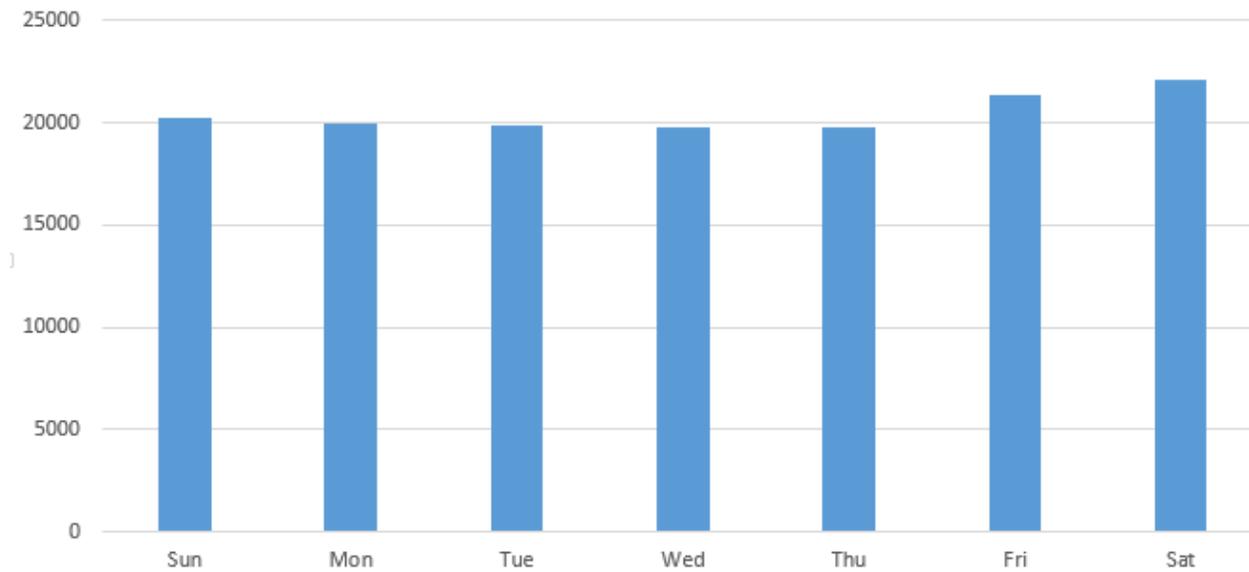
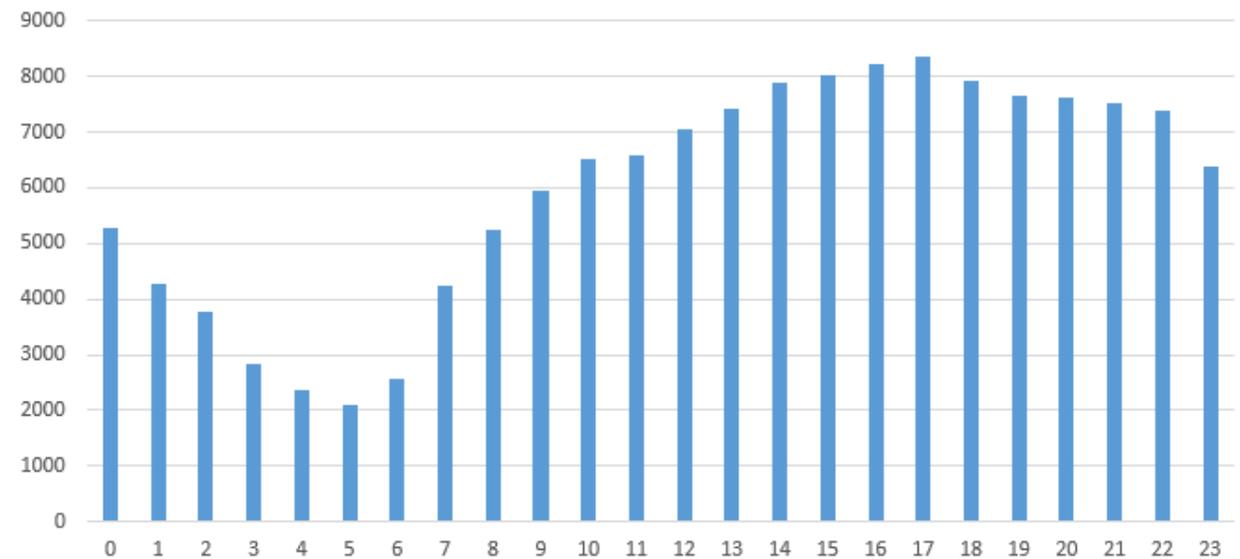


Figure 7: Calls by Time of Day



0 = midnight; 23 = 11:00pm

Calls were also analyzed by geographic distribution. Figure 8 below shows calls by beat. Beats with the highest call volumes are Beat 20, Beat 17, Beat 18, Beat 25, and Beat 19. Table 21 shows the top five call types within each of these five beats. As displayed in Figure 8, CFS are not evenly distributed by beat. Interviews indicate that current beat boundaries have not changed for approximately 10 years (estimate).

Figure 8: Calls by Beat

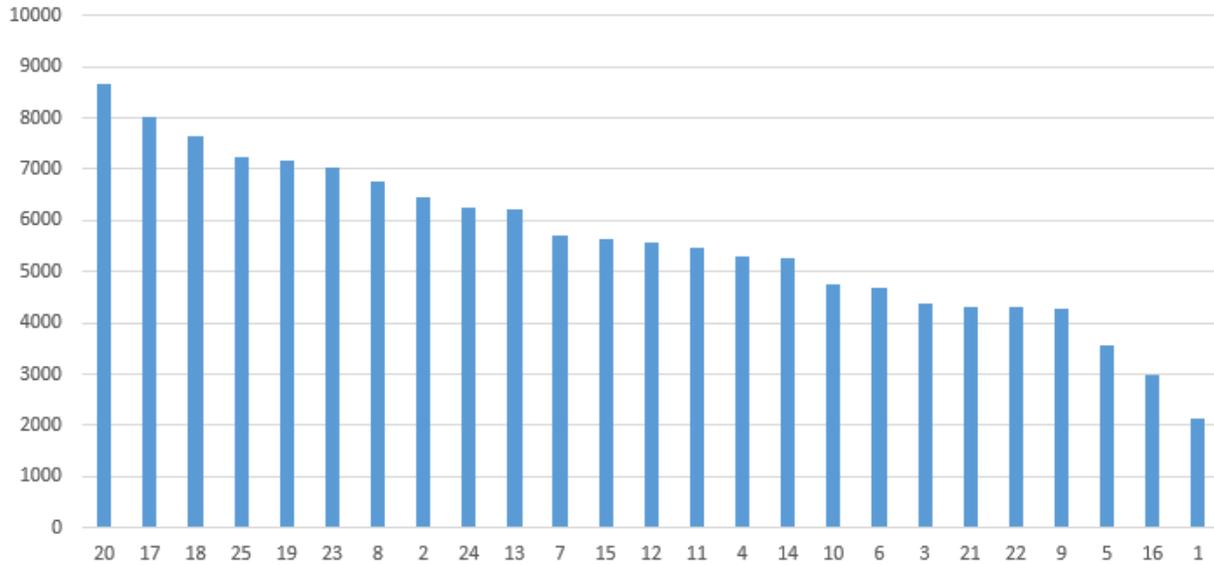


Table 21: Top 5 Calls Types in the Busiest Beats

Beat / Call Type	Count of Calls
20	8,671
CHECK THE WELFARE	1,001
PEACE DISTURBANCE - VERBAL	876
PEACE DISTURBANCE - DOMESTIC/FAMILY	691
PEACE DISTURBANCE - LOITERING-REF TO L	367
SUSPICIOUS PERSON	277
17	8,033
CHECK THE WELFARE	958
PEACE DISTURBANCE - LOITERING-REF TO L	808
PEACE DISTURBANCE - VERBAL	754
BURGLARY ALARM - AUDIBLE	413
SUSPICIOUS PERSON	315
18	7,636
CHECK THE WELFARE	716
PEACE DISTURBANCE - VERBAL	708
PEACE DISTURBANCE - DOMESTIC/FAMILY	561
SUSPICIOUS PERSON	260
SUSPICIOUS CIRCUMSTANCES	243
25	7,245
PEACE DISTURBANCE - DOMESTIC/FAMILY	556
CHECK THE WELFARE	488
BURGLARY ALARM - AUDIBLE	481
PEACE DISTURBANCE - VERBAL	414
PEACE DISTURBANCE - MUSIC	305
19	7,171
CHECK THE WELFARE	725
PEACE DISTURBANCE - VERBAL	564
PEACE DISTURBANCE - LOITERING-REF TO L	550
BURGLARY ALARM - AUDIBLE	488
SUSPICIOUS PERSON	371

Like most police departments, BPD call takers prioritize calls based on the criticality of the call, in accordance with department policy and procedures. BPD employs nine priority codes. Definitions for each are outlined in the Communications Training Manual:

PRIORITY ONE CALLS. Crimes of violence hold a higher priority over crimes against property. The highest priority calls are those in which the physical well-being of a person is in jeopardy, such as assault with a deadly weapon, unknown situation, robbery in-progress, or just occurred. Crimes involving property may also be a priority one call. For example, burglaries in-progress, burglary alarms, theft in-progress, malicious mischief in-progress, or calls that just occurred and the suspects are still in the area.

PRIORITY TWO CALLS. Priority Two calls include in-progress misdemeanors, or those which just occurred, fights, audible burglar alarms, check the welfare, etc., will be dispatched as soon as an officer is available. The procedure is the same as above, except the call-taker will not need to send an incomplete call to the Channel One dispatcher, nor keep the caller on the phone until officers arrive.

PRIORITY THREE CALLS. Priority Three calls are those involving an animal that is in danger, injured, creating a hazard, or vicious.

PRIORITY FOUR CALLS. Priority Four calls are report calls, keep the peace calls, and party calls from a reporting party requesting contact. They are dispatched in the order in which they are received, by district. Before terminating each call, always advise a reporting party of delayed response time if that is the case.

PRIORITY FIVE CALLS. Priority Five calls are loud music, party and noise complaints with no one to contact. Before terminating each call, always advise a reporting party of delayed response time if that is the case.

PRIORITY SIX CALLS. Priority Six calls include all animal calls not meeting the Priority Three criteria.

PRIORITY SEVEN CALLS. Traffic stops and subject stops, which are initiated from the field and code enforcement impounds are classified as Priority Seven.

PRIORITY EIGHT CALLS. Priority Eight calls are reserved for complaints entered into the Telephonic queue, Mail-In queue, and the Abandoned Vehicle queue.

PRIORITY NINE CALLS. Priority Nine is reserved for coding the final types of alarm calls. The coding is system generated and is not otherwise used by the Communications Center. Priority Nine is also reserved for corporation yard notification calls, neighborhood watch meetings that require an incident number, private impounds, repossessions, etc. Priority Nine calls are not usually calls to which an officer will be dispatched.

The distribution of calls by frequency and time spent (duration) is detailed in Table 22.

Table 22: Calls by Priority

Priority	Count of Calls	% of Total Calls	Duration (h:m:s)	% of Total Hours
1	36,352	25.39%	48,013:06:22	29.34%
2	79,391	55.46%	75,105:38:58	45.90%
3	702	0.49%	943:23:43	0.58%
4	16,701	11.67%	34,191:08:58	20.90%
5	5,108	3.57%	1,978:48:28	1.21%
6	520	0.36%	475:40:05	0.29%
7	3,449	2.41%	1,799:57:17	1.10%
8	907	0.63%	1,008:44:09	0.62%
9	22	0.02%	108:38:46	0.07%
Grand Total	143,152	100.00%	163,625:06:46	100.00%

Response times to calls were analyzed by priority, displayed in Table 23. The average time calls are held in queue (waiting time prior to dispatch) and the average transit time for an officer to arrive on scene by priority are detailed below. The average total response time (queue time plus drive time) for Priority One calls is just over 11 minutes.

Table 23: Response Times by Priority

Priority	Average of Queue Time	Average of Drive Time	Total Time
1	0:05:07	0:06:13	0:11:20
2	1:09:33	0:13:27	1:23:00
3	2:49:44	0:27:45	3:17:29
4	4:01:59	0:40:44	4:42:43
5	1:46:27	0:07:30	1:53:57
6	3:12:45	0:17:46	3:30:31
7	0:00:07	0:00:00	0:00:07
8	11:43:33	0:07:11	11:50:44
9	1:41:57	0:02:47	1:44:44
Overall Avg	1:17:55	0:14:18	1:32:13

CAD data show PSTs serve as the first responding unit in 12,284 (8.6%) of calls.

Further analysis indicates that units assigned to a specific beat (as evidenced by unit IDs) are the first responding units to calls within their assigned beat 27% of the time. Interestingly, average drive times for in-beat responses are not much improved over overall drive time for out-of-beat CFS. While the department should strive for beat integrity (i.e., keeping officers within their assigned beat), this observation suggests that excessive drive times may not be as pervasive an issue as commonly reported.

OFFICER AVAILABILITY

Police patrol staffing requirements are determined by evaluating the total workload in hours against hours of officer availability. Officers are not able to work for a variety of reasons including days off, vacation, sick leave, FMLA time, and training obligations. To define patrol staffing needs, deploy officers properly, and evaluate productivity, the actual amount of time officers are available to work must be calculated. Leave data were provided by the BPD. Based on the calculations described above using 2013 data, each BPD first responder is available to work, on average 1877.64 hours annually. Table 24 outlines this calculation

Table 24: Patrol Officer Availability			
Base	40 hours x 52 weeks	2080 hours	(100.00%)
<input type="checkbox"/>	Vacation Leave	89.46 hours (actual)*	<u>- 89.46 hours</u>
			1990.54 hours
<input type="checkbox"/>	Sick Leave	63.13 hours (actual)*	<u>- 63.13 hours</u>
			1927.41 hours
<input type="checkbox"/>	Comp Time	46.76 hours (actual)*	<u>- 46.76 hours</u>
			1880.65 hours
<input type="checkbox"/>	Other Leave	3.01 hours (actual)*	<u>- 3.01 hours</u>
			1877.64 hours
	Final Per Officer Availability	1877.64 hours	(90.3%)
* These figures are averages based on actual leave times for all patrol shift officers in 2013.			

PATROL WORKLOAD VS. AVAILABILITY

Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements. The primary standards employed for the BPD study are:

- Operational labor
- Administrative labor
- Uncommitted time

Operational Labor. Operational labor is the aggregate amount of time consumed by patrol officers to answer calls for service generated by the public and to address on-view situations discovered and encountered by officers. It is the total of criminal, non-criminal, traffic, and back-up activity initiated by a call from the public or an incident an officer comes upon. Expressed as a percent of the total labor in an officer's workday, operational labor of first response patrol officers should not continuously exceed 30%.

With approximately 254 officers currently assigned to Operations (which includes Patrol, Traffic, and the Special Enforcement Unit), total available time for BPD first responders for the year is estimated at 476,920 hours (254 x 1877.64 hours of availability). Operational labor, as evidenced by 2013 CAD activity, accounted for 163,625 hours. The addition of a backup multiplier of 20% brings total operational time to 196,350 hours, 41% of total available time, well above the guideline of 30%.

Administrative Labor. While precise information is not available in CAD for many administrative activities, our interviews and field observations suggest that administrative time appears to be at the norm. We estimate that administrative time accounts for approximately 25 - 30% of an officer's average day. This percentage can seem high to those not acquainted with the patrol function. However, a review of patrol activities supports this average.

- Donning and Doffing periods - 30 minutes
- Patrol Briefings - 15 minutes
- Lunch - 30 minutes
- Court attendance (dayshift)
- Vehicle maintenance and fueling (15 minutes per day)
- Meetings with supervisors (variable)
- In service training (variable)
- SWAT/Specialty on-duty training (variable)
- Special administrative assignments (variable)
- Personnel/payroll activities (health fairs, paperwork review and paperwork training (variable)

- Field Training Officer (FTO) time for both trainee and trainer (variable); on duty training for officers
- Equipment maintenance (computer, weapons, radio). (variable)

Uncommitted Time. The workday must not be so filled with operational or administrative labor that officers are unable to respond to emergencies in a timely fashion or engage in mission-critical elective activities. A proportion of the workday must be uncommitted to any other type of labor. Uncommitted time allows for:

- Officers to have and initiate public-service contacts
- Multiple-officer response to a single or simultaneous priority calls
- Elective activities selected by the agency, such as community policing and problem solving

Uncommitted time is that period of time left over after both committed time and administrative time have been deducted.

For a jurisdiction the size of Bakersfield, 30-40% uncommitted patrol time is ideal. For patrols between the hours of 10:00 p.m. and 8:00 a.m., 40% is recommended. This permits more rapid arrival of backup during the more dangerous early dark hours and more aggressive patrolling of closed businesses for burglary prevention.

A general principle for distribution of time for patrol is 30% across the board for administrative, operational, and uncommitted time with a 10% flex factor. Ideally that 10% would be applied to uncommitted time, allowing officers more time for proactive community engagement. However, this principal must be carefully considered within the unique circumstances of every law enforcement agency and adjusted as appropriate. Given the conditions that exist in Bakersfield, we are assigning an additional 5% to the obligated time sector, allowing a greater percentage (35%) of officer time devoted to responding to calls for service. By that measure BPD is still under resourced with its current patrol complement of 254 officers devoting 41% of time to operational endeavors.

CHAPTER V. INVESTIGATIONS

Criminal investigations are a shared function in the BPD. Patrol officers conduct preliminary and some follow-up investigations for minor offenses, as determined by the patrol sergeant. The Investigations Division is responsible for follow-up investigations of all felony offenses and certain classes of misdemeanors. The Investigations Division is commanded by a captain and managed by two lieutenants. There are 15 different investigative functions that are supervised by sergeants and one civilian supervisor:

Homicide	General Investigations
Robbery/MAC	Court Complaint
Warrants	Auto Theft
Special Victims Unit	Financial
Family Violence Unit	Vice
Burglary	Narcotics
Crime Scene Unit	HIDTA
CCAT	

BPD Policy 600, Investigation and Prosecution, provides guidance to detectives in case recording custodial interrogations, documenting and disclosing exculpatory information, and obtaining photographic identifications. Additional guidance is provided in the investigation of specific crimes such as Elder Abuse (Policy 326), Child Abuse (Policy 330), Missing Persons (Policy 332), and Death Investigations (Policy 360). No specific policy exists that defines follow-up investigative responsibilities for patrol officers or specific units within the Investigations Division.

Workload information for the Investigations detectives was provided for 2013 through 2011 and is displayed in Table 25.

Table 25: Investigations Units Workload				
	2013	2012	2011	Total
Auto Theft	5,945	4,409	2,608	12,962
Burglary	4,962	5,250	4,142	14,354
Robbery	1707	698	410	2,815
Homicide	2,189	2,412	1,955	6,556
SVU/FCU	2,189	5,158	4,265	11,612
Forensic Analysis	30	45	6	81
Financial Crimes	1,775	1,978	903	4,656
General	4,746	3,319	3,784	11,849
Grand Total	21,836	22,571	17,663	62,070

Note: The Forensic Analysis Unit conducts examinations of computers and cellular telephones. Activity for that unit reflects the number of examinations conducted.

Caseloads for the Burglary and General Investigations Units are consistently the highest, while substantial fluctuations (positive and negative) have occurred in the Auto Theft and SVU/FCU Units.

Because of the variety of investigative responsibilities by unit and detective, average caseloads per detective are not an appropriate metric for performance. However, they do provide insight into the workload of detectives. Table 26 displays average caseloads for the time period 2011 - 2013.

Table 26: Average Caseloads									
	2013			2012			2011		
	Cases assigned	No of Det.	Monthly Avg per Detective	Cases assigned	No of Det.	Monthly Avg per Detective			
Auto Theft	5945.0	4.0	123.9	4409.0	4.0	91.9	2608	3.0	72.4
Burglary	4962.0	6.0	68.9	5250.0	6.0	72.9	4142	5.0	69.0
Robbery	1707	3	47.4	698	2	29	410	0*	N/A
Homicide	2189.0	7.0	26.1	2412.0	9.0	22.3	1955	9.0	18.1
SVU/FCU	2189.0	7.0	26.1	5158.0	6.0	71.6	4265	6.0	59.2
Forensic Analysis	30.0	5.0	0.5	45.0	4.0	0.9	6.0	4.0	0.1
Financial Crimes	1775.0	**		1978.0	**		903	**	
General	4746.0	4.0	98.9	3319.0	4.0	69.1	3784	4	78.8

* Prior to 2012, robbery cases was inclusive in Homicide/Aggravated Assault Unit

** Number not provided

The highest average caseload (based on 2013 data) exists in the Auto Theft Unit which has increased 58% since 2011. While many of these cases may only have a limited amount of investigative leads, the time required to review each one is substantial. Given the average daily increase of approximately 6 new cases per day per detective, time spent on each case can only be minimal at best.

General Investigations detectives carry the second highest average monthly caseload, increasing by nearly 43% from 2012 to 2013 and nearly 38% since 2011.

The average caseload for Burglary investigators is also of special interest. With a monthly average of approximately 69 new cases per detective, the time spent conducting follow-up investigations, including contacting victims, is challenged. Cases

with little or no leads are not likely to receive much investigative follow-up. This average is likely a contributing factor to the low clearance rate of 9% in 2013.

The Robbery/Misdemeanor Assault Crimes (MAC) Unit was created in 2012 with 2 detectives re-assigned from the Homicide Unit. An additional detective was added in 2013. A substantial increase in workload occurred in 2013, increasing average monthly caseloads to more than 47 cases per detective each month.

Average new monthly caseloads for the Special Victims/Family Violence Unit detectives sharply decreased from 2013 to 2012, reducing average monthly caseloads of detectives by 36.4%.

Caseloads for Homicide detectives have steadily increased since 2011, despite the reduction in the total number of cases from 2012 to 2013. The increased caseload in 2013 is attributable to the reduction in personnel by two detectives.

The Career Criminal Apprehension Team (CCAT) was established in July of 2012 to respond to the increase in overall crime. CCAT officers focus their efforts on persons recently released from incarceration and are on parole or probation. This unit is comprised of six police officers and a Sergeant. The unit coordinates its activities with other units within the Investigations Division to identify and arrest persons involved in major crimes. Enforcement activity for the CCAT since the unit's implementation is listed below in Table 27.

Table 27: CCAT Arrests			
	Felony	Misdemeanor	Warrant
2014	101	15	202
2013	433	102	371
2012	57	15	61

CHAPTER VI. JUVENILES

BPD Policy 324, Temporary Custody of Juveniles, establishes procedures for taking juveniles into custody as a result of a criminal incidents, status offenses or cases of abuse and neglect.

BPD Policy 330, Child Abuse Reporting, provides direction to first responding officers and detectives conducting investigations of child abuse or neglect. It also provides instructions for the temporary custody of juveniles. According to this policy, primary responsibility for the investigation of child abuse cases is assigned to the Investigations Division as follows:

The duties of the detectives assigned to investigate child abuse include but are not limited to:

- (a) Responsibility for the investigation, the collection of evidence and preliminary preparation for prosecution of all cases of child abuse and molestation.*
- (b) Investigating the deaths of children that could be attributed to abuse or molestation.*
- (c) Investigating any instance of Sudden Unexplained Infant Death (SUID).*
- (d) Investigating reports of unfit homes, child abandonment, child endangering or neglect.*
- (e) Providing follow-up compliance calls on reports of suspected child abuse.*
- (f) Providing appropriate training to patrol personnel.*
- (g) Coordinating with other enforcement agencies, social service agencies and school administrators in the application and enforcement of the laws regarding child abuse cases.*

No policy specific to the handling of juvenile investigations, interviews, or interrogations exists.

The BPD has a number of programs/activities designed to increase interaction with juveniles. A description of them follows:

Police Athletic League

The BPD PAL is a 501c3, non-profit organization, which is governed by a board of directors consisting of police officers and concerned citizens. It is staffed by eight civilians funded by the PAL Center, not the City of Bakersfield. A Senior Police Officer serves as the Director; one BPD Officer is assigned to the PAL Center. The center is

located 301 E. 4th Street, in the East Patrol District. A separate Policy and Procedure manual is maintained for the BPD PAL program.

PAL Mission

The Bakersfield PAL (BPAL) program's goal is to benefit youth by teaching skills and providing opportunities that might not normally be available. BPAL targets at risk youth in high crime neighborhoods. BPAL's programs in education, athletics, and social development, strives to teach children to become successful, responsible, and caring individuals. The BPAL Mission Statement is listed below.

- To provide quality activities for the youth of our community
- To provide local youth with focus and direction, helping them become responsible citizens
- To establish positive relationships between youth, police and the community

Explorer Program

The Bakersfield Police Department's Explorer Program is an extension of the Boy Scouts of America. The program provides an opportunity for young men and women to experience first-hand how a police department functions and what it takes to get started in a challenging career in law enforcement. The program, geared around law enforcement, gives youth self-confidence, discipline, and a feeling of community involvement. The youths are trained in all aspects of law enforcement, including report writing, traffic stops, crime scene investigation, defensive tactics, firearm safety, arrest procedures, crimes in progress, etc.

The Explorers work with the Crime Prevention Unit assisting with Neighborhood Watch programs, D.A.R.E. functions, Fright Night, McGruff the Crime Dog, and larger events such as National Night Out, the Christmas Parade and the Bakersfield Business Conference. They provide traffic control for various marathons, triathlons and runs.

The Explorers are used frequently by the department as role players during training exercises for the police academy and during Advanced Officer School training. During training the department needs actors to play the roles of victims and witnesses and most often criminals. It is just as much a learning experience for the Explorer as it is the police officer in training.

Explorers are able to ride patrol with officers on a regular basis if they choose to do so which enables them to gain enough personal experience to make an informed decision as to whether they really want to pursue a career in law enforcement.

In 2013 the BPD Explorer Post donated 10,629 hours to the Department and the

community. They were recently the recipient of the Beautiful Bakersfield Crystal Camellia Award in the Youth Group category.

The BPD currently has 18 sworn officers and nine professional staff who were former participants in the Explorer Program.

Cyber Bullying

A cyber bullying program is titled CSI: Interrupted was developed by the Crime Prevention Unit. The acronym CSI stands for Cyber Bullying, Student Bullying and Internet Dangers. This informative program is offered to both students and parents. Information on sexting is optional depending on the age group. In 2013, a total of 37 presentations were given with 3,640 in attendance.

A Life Interrupted

A Life Interrupted is an educational program developed by the BPD Traffic Unit in 2002 to reduce teen deaths caused by vehicle crashes. The program features a multi-media presentation which includes actual, and sometimes graphic collision scene photos, as well as original 911 recordings. Background information on the collision and the victims was obtained which personalizes each incident. Each presentation features one or more parents of a victim killed in a collision to relate the personal impact on the parent and the family. A mobile DUI crash trailer that vividly displays the devastating outcome of a car crash accompanies most presentations. Though it is not used in every presentation, the program has an optional component which included drivers responsible for the death of another through their own irresponsible actions. The program has been presented in all high schools in Kern County. It has received awards from the California Office of Traffic Safety and the California Crime Prevention Officers Association.

Child ID

The BPD Child ID program was developed in 2011 with the assistance of a grant from Target Corporation. Operated by the Crime Prevention Unit, the program issues free identification cards to children. In 2013 a total of 330 Child ID cards were distributed.

McGruff Puppet Program

An interactive puppet program designed to introduce young children to law enforcement. McGruff, the National Crime Prevention Council's crime fighting symbol, also teaches children about safety and basic crime prevention tools.

Safe Escape

A nationally recognized child abduction prevention & evasion program designed to teach families critical survival tactics. The program teaches practical techniques in a manner that is neither frightening nor threatening and teaches children to recognize common lures and proactive hands-on training to get away.

Child Safety Seats

The Crime Prevention Unit currently offers free car safety seat checks. Certified Child Passenger Safety Technicians (CPST) properly install child safety seats.

Preventing Child Sexual Abuse (for parents)

This program helps adults learn to teach their children about inappropriate behaviors related to sexual abuse. It covers statistics and warning signs, as well as teaches parents to create a safety plan, report suspected abuse, and prevent child sexual abuse before it happens.

Driving While In"text"icated (adults & adolescents)

This program teaches young drivers about the dangers of texting while driving.

9-1-1 Simulator

A "hands on" program where young children learn how and when to call 9-1-1.

Other prevention/intervention strategies:

BPD officers volunteer their time during the school year to mentor students involved in the South High School Criminal Justice Academy program.

Management and Officers have been active in both the Ridgeview High School Criminal Justice Class and Kern Regional Occupational Center Vocational Class.

In addition to the programs cited above, the BPD maintains active involvement with numerous youth focused to develop prevention and intervention strategies including:

Youth Connection
Kern County Network for Children
Juvenile Justice Coordinating Council
Youth Leadership Bakersfield
Just Say No

Leaders in Life
Safe Neighborhoods Committee
Joint City County Standing Committee
to Combat Gang Violence
Bakersfield Safe Streets Partnership

Project 180

DART (Domestic Abuse Response Team) works collaboratively with numerous agencies to conduct outreach to children impacted by domestic abuse at home. Home visits are made on the weekend to connect with the families and refer them to appropriate resource agencies.

The BPD has an on-going relationship with the local Boys and Girls Club. The local club has over 40 locations for after school programs. The department has worked collaboratively with the club to provide transportation from local apartment complexes to the main club site. Representatives from the Department sit on the Youth Connection Board which raises money for the club.

CRIME ANALYSIS

The crime analysis function is governed by BPD Policy 800, Crime Analysis, which sets the purpose of the unit as:

Crime analysis should provide currently useful information to aid operational personnel in meeting their tactical crime control and prevention objectives by identifying and analyzing methods of operation of individual criminals, providing crime pattern recognition, and providing analysis of data from field interrogations and arrests. Crime analysis can be useful to the Department's long range planning efforts by providing estimates of future crime trends and assisting in the identification of enforcement priorities.

Specific goals for the Crime Analysis Unit were identified as follows:

- *The Crime Analysis Unit will train detectives in Versadex which would allow them to obtain their own data on crime trends in their detail*
- *The Crime Analysis Unit will complete the Crime View and Cognos tables and entries to train detectives to become more proficient in their use*

No specific goals for the Crime Analysis Unit, with respect to the Operations Division were identified.

During our onsite visit, we observed the Crime Analysis unit to be staff by two analysts – one assigned to the Investigations Division and one assigned to the Operations Division. Analysts were not co-located and actually worked in two separate locations. The analyst assigned to the Investigations had recently been hired, replacing the former employee who resigned. Regularly produced reports include:

- A public crime summary – weekly
- Auto thefts and recoveries – weekly
- Valley Plaza Mall Crime Activity – monthly (provided to Mall employees)
- Top ten locations for CFS based two time periods
 - 1st – 15th
 - 16th – end of month
- Compstat
- Daily “Wanted Notices”

In addition to these reports, numerous special requests are completed on an on-demand basis.

Information resources available to analysts include COGNOS a data mining software package used to generate Compstat reports; Crime View mapping software; Versadex (report management system); Computer Aided Dispatch (CAD) data; and License Plate Reader (LPR) data.

Analysts also receive Post Release Community Supervision Kern County Active Offender Lists, in PDF, on a monthly basis. These lists are also used by detectives in the Investigations Division and CCAT officers to identify potential criminal suspects. Analysts do not have access to gang information.

The BPD maintains a public video recording function but analysts do not have access to those recordings.

Technology/Information Systems

The City of Bakersfield IT Department is responsible for ensuring the integrity of all City computer systems. It provides the development, administration, installation and maintenance of information technologies for the BPD

The Information Services Unit is part of the Services Division. It is staffed by one sergeant and one PST, both of whom previously provided part-time support to the computer forensics unit. No specific BPD Policy governs Information Services Unit. Interviews and observations indicate its main focus is to guide technology development within the department, to the extent to which it can under the auspices of City IT. Staff have recently been engaged in GPS/AVL deployment and beta testing, supporting Telestaff, maintaining the camera system, and working with crime analysts to leverage data from RMS.

The BPD currently uses License Plate Reader (LPR) technology to detect wanted vehicles but to a very limited extent – four vehicles. The Bakersfield City IT Division is responsible for maintaining this equipment.

CHAPTER VII. RECRUITMENT, SELECTION AND PROMOTION

The hiring of new officers is the primary responsibility of the Bakersfield Human Resources (HR) Department. Minimum peace officer selection standards are found in California Government Code section 1031 and as authorized by California Penal Code section 13510. Additional selection criteria is also mandated by the California Commission on Police Officer Standards and Training (P.O.S.T.), manual, Sections 1950 - 1955. No BPD Policy exists relating to hiring of new applicants.

Job announcements for new officers are announced on an as-needed basis by the Bakersfield HR Department. Announcements are posted on the Bakersfield HR and BPD websites, as well as other sources including television and newspaper advertisements, electronic billboards, posters, and notices to individual community groups. Local job fairs are also attended by Bakersfield HR staff. Previous announcements have resulted in as many as 1200 applications being received primarily from California residents.

Minimum entry-level requirements include:

- 21 years of age at time of appointment date.
- Possession of U.S. high school diploma or G.E.D.
- P.O.S.T. Certificate must be valid at time of appointment date.
- Must possess a valid Class "C" California driver's license.
- Good physical condition. Vision and physical conditions must satisfy established POST Medical Standards
- Must be a U.S. citizen or permanent resident alien who is eligible and has applied for citizenship
- Criminal Record must be free from any felony convictions

The selection sequence consists of:

- Application, completed on-line
- Written Exam
- Physical Ability Test
- Extensive background investigation of criminal history, employment history, residences, scholastic record, credit history and driving history
- Oral Examination (Oral Board)
- Polygraph Examination
- Psychological Test
- Final Interview
- Medical Exam and Drug Testing

The application and written exam portions of the application process are conducted by the Bakersfield Human Resources Department. The written exam is developed by a private contractor and administered by Human Resources Department staff.

The Physical Ability Test, Oral Examination, Background Investigation, and Polygraph are conducted by the BPD Training Unit in concert with the City of Bakersfield HR Department staff. The Final Interview is conducted by the Captain of the Support Services Division.

Documentation required to be completed by applicants (Preliminary Background Information Questionnaire, Pre-Investigative Background Questionnaire, and Personal History Statement) are available on the Bakersfield Human Resource web page.

Bakersfield HR Department staff reported that the Written Exam has a high failure rate, nearly 30%. Additionally, the Physical Agility test presents problems for female applicants, particularly in the "slick wall" test where applicants must scale a six foot solid fence. Bakersfield HR Department staff also reported that the application processing timeline is tight, requiring multiple in-person visits to Bakersfield in a short time frame, which deters applicants from outside the state of California.

A lateral entry program for experienced police officers was developed in 2013; however it was not successful due to the low number of applicants.

The Bakersfield Equal Employment Opportunity plan was revised in 2013.

Promotion

Promotions for all ranks in the BPD are controlled by Bakersfield Civil Service regulations established by the City Charter and administered by the Bakersfield HR Department. According to the Bakersfield City Charter, Addendum 3, sections 229 and 230, all standing vacancies shall be filled by promotion, including the rank of the Chief of Police. No outside entry into the BPD is permitted except through the rank of police officer. A "Rule of Three" (three candidates must be submitted and considered for each vacancy) exists for all promotions.

Job bulletins are distributed by the Bakersfield HR Department announcing application procedures and deadlines. Individual requirements for each rank are listed below:

- Detective
 - Four years' experience as a police officer, which may include Bakersfield Police Trainee experience, the last year with the Bakersfield Police Department
 - P. O. S. T. Intermediate Certificate.

- Senior Police Officer
 - Three (3) years' experience as a police officer, which may include Bakersfield Police Trainee experience, the last year of which, immediately preceding the examination, must be as a sworn officer of the Bakersfield Police Department;
 - Completion of thirty-five (35) semester units of accredited college study, with at least fifteen (15) semester units related to police science curriculum;
 - Basic POST Certificate and a valid California driver's license

- Sergeant
 - Five years of police experience, including two (2) years' experience as a senior police officer or one year as a detective immediately preceding the examination
 - Possession of a valid California Class "C" driver's license
 - Advanced P. O. S. T. Certificate

- Lieutenant
 - Completion of the Police Sergeant probationary period
 - Associate of Arts Degree or 60 units, no more than 3 of which can be counted for Advanced Officer courses
 - P.O.S.T. Supervisory Certificate

- Captain
 - Two years as a Police Lieutenant with the Bakersfield Police Department
 - Associate of Arts Degree or 60 units with not more than three (3) units counted for Advanced Officer courses.
 - P.O.S.T. Management Certificate and a valid CA driver's license.
 - Progressively increasing and varied supervisory and management experience in police work and general management responsibilities.
 - Desirable qualifications: Bachelor's degree from an accredited college or university in Business or Public Administration, Criminology, Police Science or other related field.

Promotional processes for the ranks of Detective, Senior Police Officer and Sergeant require applicants to participate in a written exam and an oral interview. The written exam is weighted at 30% of the total score while the oral interview is 70%. Written exams are developed by a private contractor and administered by Human Resources Department staff. A passing score of 70 is required to continue to the oral interview portion of the process for Detective, Senior Police Officer, and Sergeant. Only a limited

number of applicants with passing scores on the written exam (i.e., top 20, top 25, etc.) are advanced to the oral interview.

Promotional processes for the ranks of lieutenant and captain are based on oral interviews – no written exam is included.

The composition of the oral interview panel for Detective and Senior Police Officer is drawn entirely from the BPD; the oral board for Sergeant, Lieutenant, and Captain includes at least one member from an outside police jurisdiction.

Oral interview assessors are briefed about the promotional process by the Bakersfield Hiring Manager. No formal training in assessment, scoring, or benchmarking techniques is provided by the Bakersfield HR Department.

Oral interview assessors may review an applicant's personnel jacket as part of their assessment. Applicants are permitted to address oral interview assessors regarding specific items contained in their personnel file.

Restrictions on Promotions within the BPD:

The Bakersfield Charter, adopted in 1931, provides specific rules for promotion and appointments within the BPD. Specifically, it restricts appointments to the position of Chief of Police to current members of the BPD. Addendum 3, Section 229 (9) of the Charter specifically states:

The Chief of Police shall be appointed by the City Manager from among the members of the Bakersfield Police Department from a list of three eligible candidates, which list shall be furnished to the City Manager by the Commissioners not later than forty days after a vacancy in the office of the Chief of Police shall occur; after appointment the Chief of Police shall be removed from office or reduced in rank only as provided in this article.

Additionally, Addendum 3, Section 230 (10) requires that all vacancies within the BPD be made by promotion. These regulations effectively restrict entry into the BPD only through the rank of patrol officer.

CHAPTER VIII. POLICIES AND PROCEDURES

The sanctioned policies, procedures, and rules of the BPD are documented in the Policy Manual. It contains 145 orders, divided into 10 chapters according to subject:

- Chapter 1 - Law Enforcement Role and Authority (5 policies)
- Chapter 2 - Organizations and Administration (11 policies)
- Chapter 3 - General Operations (46 policies)
- Chapter 4 - Patrol Operations (30 policies)
- Chapter 5 - Traffic Operations (9 policies)
- Chapter 6 - Investigation Operations (7 policies)
- Chapter 7 - Equipment (4 policies)
- Chapter 8 - Support Services (10 policies)
- Chapter 9 - Custody (1 policy)
- Chapter 10 - Personnel (22 policies)

The Policy manual is distributed to all employees via electronic access to Lexipol, a third party vendor that provides a web-based delivery platform to public safety organizations. Staff can access the manual via any device with internet access. The manual includes a message from Chief Williamson, followed by the BPD mission statement and Law Enforcement Code of Ethics. A general index precedes the policies.

Individual policies do not reflect dates of revision, although a footer at the bottom of each page of each policy reflects the comment, Adopted: 2012/04/24 © 1995-2012 Lexipol, LLC, indicating a revision date for the entire electronic manual. Interviews indicated that the policy manual is updated by Lexipol every six months. However, those updates delete any information added by the BPD, requiring it to be replaced – a labor intensive effort. Because of this situation, the BPD distributes updates to policies separate from the electronic manual. The Policy and Procedures manual provided for this study included a separate policy (FTO Policy) and two Appendices, Uniform and Appearance and the Training Plan. A complete update of the manual has not been performed for more than two years.

Patrol officers can access the policy manual via the mobile data terminal (MDT) in their vehicle. It is accessed as an Adobe PDF document, allowing users to search keywords via the Adobe menu functions at the top of the web page. Additionally, the index is linked to its corresponding policy. Clicking on a particular policy will change the view to that specific policy.

Cross references between the rules of conduct cited at the beginning of the manual with specified prohibited acts or inactions listed in the disciplinary policy are not available. Additionally, individual policies do not reflect an authorized signature or revision date.

CHAPTER IX. INTERNAL AFFAIRS

The Internal Affairs Unit conducts all investigations of formal complaints of officer misconduct. The Unit is commanded by a lieutenant who reports directly to the chief of Police. One sergeant and a secretary are also assigned to the unit. Within the BPD, pertinent policies and practices are governed by Policy 1020, Personnel Complaint Procedure. Reinforcing policies include Policy 310, Officer Involved Shooting, Policy 311, Officer Involved Critical Incidents, and Policy 328, Discriminatory Harassment, and the BPD Rules of Conduct.

The BPD Mission Statement includes a Law Enforcement Code of Ethics to which all sworn officers are expected to abide.

Section 1020.2.2 identifies the potential sources of complaints that will be accepted by the BPD:

- A department employee becoming aware of alleged misconduct shall immediately notify a supervisor.
- A supervisor receiving a complaint from any source alleging misconduct of an employee which, if true, could result in disciplinary action.
- Anonymous complaints and third party complaints should be accepted and investigated to the extent that sufficient information is provided.

Section 1020.2.3 further instructs BPD personnel about accepting complaints:

- Complaints shall not be prepared unless the alleged misconduct or job performance is of a nature which, if true, would normally result in disciplinary action
- When an uninvolved supervisor or the Watch Commander determines that the reporting person is satisfied that their complaint required nothing more than an explanation regarding the proper/improper implementation of department policy or procedure, a complaint need not be taken
- When the complainant is intoxicated to the point where his/her credibility appears to be unreliable, identifying information should be obtained and the person should be provided with a Personnel Complaint form
- Depending on the urgency and seriousness of the allegations involved, complaints from juveniles should generally be taken only with their parents or guardians present and after the parents or guardians have been informed of the circumstances prompting the complaint

The Internal Affairs office is located separately from all other BPD facilities, in an office building in the 1500 block of Truxtun Avenue. This separate location is intended to

facilitate the receipt of complaints from citizens who may be reluctant to visit a police facility.

Complaints regarding officer conduct and agency policies are received in a variety of methods: in person at police facilities, telephonically, postal mail, email, via third party or anonymous complaints. Additionally, the BPD website contains a link to a web page entitled, Citizen Complaint Procedure, which contains specific instructions regarding methods for filing complaints. A citizen complaint form can also be downloaded from this page. The form is available in English and Spanish. Instructions are also provided for methods to file complaints with the Kern County District Attorney's Office, California Department of Justice, and the Federal Bureau of Investigation. Neither the main BPD web page nor the Citizen Complaint Procedure web page contains a summary or annual report of complaints and investigations received/investigated by the Internal Affairs Unit.

Complaints are classified into three categories:

1. Citizen Complaint(s): Complaints lodged by citizens in which there is an allegation of employee misconduct.
2. Internal Complaints: Complaints lodged by employees and/or internally generated complaints in which there is an allegation of employee misconduct. This will also include complaints of misconduct made by other agencies
3. Citizen Inquiry: The following types of cases will be classified as a citizen inquiry:
 - a) A complaint which deals solely with a complainant's objection or criticism against a Department policy or procedure.
 - b) The allegation was proven to be demonstrably false; and/or
 - c) The complainant appears to have an obvious and/or well-documented history of mental illness; and/or
 - d) The complainant withdraws the complaint; and/or
 - e) The complainant refuses to cooperate or becomes uncooperative with the investigation.

Internal Affairs personnel use IA Pro software to track complaints and manage investigations. This software is commonly used by law enforcement agencies to record complaints, document investigative actions, and monitor trends. A supplemental program, Blue Team, provides additional documentation and investigational resources to patrol level supervisors. The BPD Internal Affairs Unit does not currently utilize this program but is evaluating its potential benefit.

The California Peace Officer Bill of Rights (POBR) Act establishes procedures for which investigations of alleged police officer misconduct can be conducted.

Complaints investigated by Internal Affairs investigators follow a prescribed pattern for investigation, approval and, if sustained, discipline. Completed investigations are classified by four different findings: sustained, not sustained, exonerated, and unfounded. Definitions for each of these findings is referenced below, according to BPD Policy 1020, section 7:

Each allegation shall be classified with one of the following dispositions:

Unfounded - When the investigation discloses that the alleged act(s) did not occur or did not involve department personnel. Complaints which are determined to be frivolous will fall within the classification of unfounded (Penal Code § 832.5(c)).

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

Not Sustained - When the investigation discloses that there is insufficient evidence to sustain the complaint or fully exonerate the employee

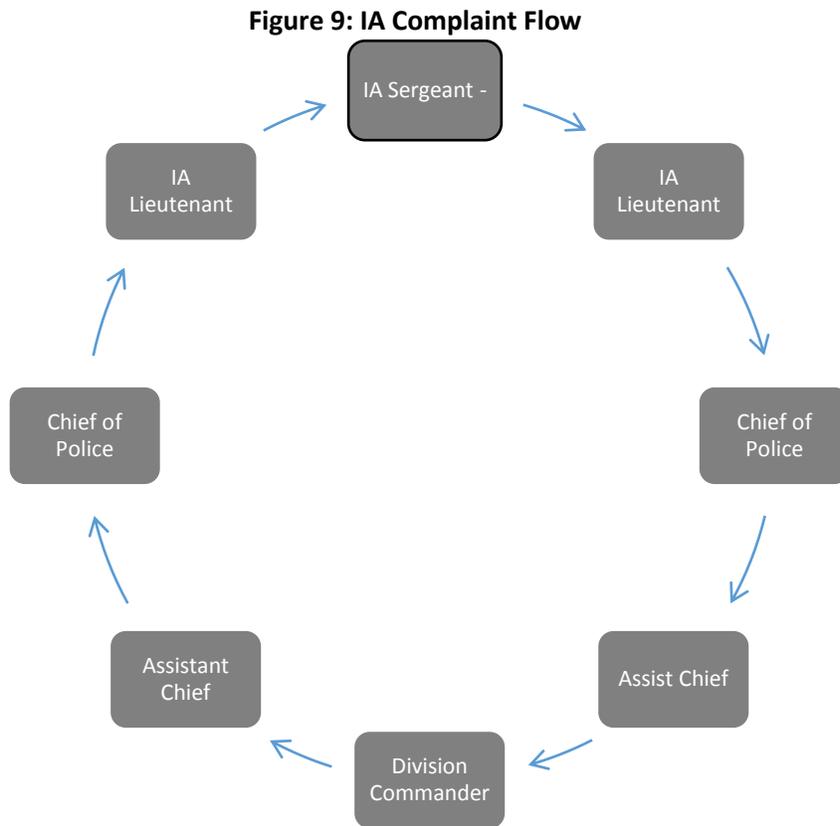
Sustained - When the investigation discloses sufficient evidence to establish that the act occurred and that it constituted misconduct

According to the Internal Affairs Manual:

- Minor misconduct complaints and Citizen Inquiries may be assigned by Internal Affairs to the employee's assigned Division for investigation
- Internal Affairs may investigate any complaint at the discretion of the Internal Affairs Lieutenant
- Allegations that a Department member violated the law (possible criminal violation) shall be investigated by the Investigations Division or the appropriate outside law enforcement agency. The administrative investigation will be conducted concurrent with or after the completion of the criminal investigation, at the discretion of the Chief of Police or his designee.

Investigations conducted by the Internal Affairs Unit are expected to be completed within 60 days of the complaint. Extensions can only be approved by the Chief of Police. The Internal Affairs Lieutenant is responsible for notifying the complainant in writing within 30 days of the disposition of the complaint. The Internal Affairs Unit also notifies the Department member against whom the complaint was lodged, and the member's commanding officer, of the disposition of the complaint, if the commanding officer is not the one who recommended the complaint finding.

The normal routing of an Internal Affairs complaint investigation is depicted in Figure 9:



Completed complaint investigations are routed through the Internal Affairs Lieutenant to the Chief of Police. The Chief of Police routes the completed complaint investigation to the Assistant Chief of Police who forwards it to the appropriate Division Commander for review and recommended finding. The Division Commander then routes the completed complaint investigation back to the Assistant Chief for review. The Assistant Chief shall then route the completed complaint investigation and recommended finding to the Chief of Police for review and approval. The completed complaint investigation is then routed back to the Internal Affairs Detail.

A summary of Internal Affairs investigations by classification for 2009 to 2013 is contained in Table 28, listed below:

Table 28: IA Case Dispositions					
	2013	2012	2011	2010	2009
Open Cases	10	0	0	0	0
File Only			1		
Exonerated	3	4	4	1	9
Not Sustained	17	24	17	15	22
Sustained	6	18	6	4	6
Unfounded	34	77	68	56	72
Withdrawn	5	2	2	7	6
Total	75	125	98	83	115

Discipline

When an Internal Affairs investigation results in a finding of sustained, discipline may be imposed. BPD Policy 340 governs the procedures for the imposition of discipline. The Division Commander of the accused employee makes an initial recommendation as to the amount of discipline. This recommendation is reviewed by the Chief of Police, who has the authority to modify any recommendation. Upon acceptance of the recommendation, section 340.5.2 of the Discipline Policy requires the Chief of Police to take several actions:

The Chief of Police shall provide the employee with written (Skelly) notice of the following information within one year of the date of the discovery of the alleged misconduct (absent an exception set forth in Government Code § 3304(d) or 3508.1):

- (a) Specific charges set forth in separate counts, describing the conduct underlying each count
- (b) A separate recommendation of proposed discipline for each charge
- (c) A statement that the employee has been provided with or given access to all of the materials considered by the Chief of Police in recommending the proposed discipline
- (d) An opportunity to respond orally or in writing to the Chief of Police within five days of receiving the Skelly notice

1. Upon a showing of good cause by the employee, the Chief of Police may grant a reasonable extension of time for the employee to respond

2. If the employee elects to respond orally, the presentation shall be recorded by the Department. Upon request, the employee shall be provided with a copy of the recording

Section 340.6 establishes specific actions for employees pursuant to the receipt of the Skelly Notice:

(a) This Skelly response is not intended to be an adversarial or formal hearing

(b) Although the employee may be represented by an uninvolved representative or legal counsel, the Skelly response is not designed to accommodate the presentation of testimony or witnesses

(c) The employee may suggest that further investigation could be conducted or the employee may offer any additional information or mitigating factors for the Chief of Police to consider

(d) In the event that the Chief of Police elects to cause further investigation to be conducted, the employee shall be provided with the results of such subsequent investigation prior to the imposition of any discipline

(e) The employee may thereafter have the opportunity to further respond orally or in writing to the Chief of Police on the limited issue(s) of information raised in any subsequent materials

(f) Once the employee has completed his/her Skelly response or, if the employee has elected to waive any such response, the Chief of Police shall consider all information received in regard to the recommended discipline. The Chief of Police shall thereafter render a timely written decision to the employee imposing, modifying or rejecting the recommended discipline. In the event of a termination, the final notice of discipline shall also inform the employee of the reason(s) for termination and the process to receive all remaining fringe and retirement benefits

(g) Once the Chief of Police has issued a written decision, the discipline shall become effective

Employees may appeal disciplinary decisions according to procedures established by current Memorandums of Understanding and the Bakersfield Municipal Code 2.72.310.

Officer Involved Shootings and Critical Incidents

The Internal Affairs Detail Critical Incident Investigation Team investigates all Officer Involved Shootings (OIS) as defined in the Bakersfield Police Department Officer Involved Critical Incidents policy. The purpose is to determine if the actions of all the involved employees were consistent with the policies and procedures of the Department. In addition, training requirements, tactics, equipment needs and personnel issues are reviewed.

Traffic collisions involving a department vehicle resulting in serious injury or death to any person are also investigated by the Internal Affairs Detail Critical Incident Investigation Team.

Completed investigations are forwarded to the Bakersfield Police Department Critical Incident Review Board. The Critical Incident Review Board will render an opinion to the Chief of Police but also has the option to direct that the Internal Affairs Critical Incident team conduct additional investigation.

CHAPTER X. ACCREDITATION

The BPD has not received accreditation from C.A.L.E.A. or other similar organization.

CHAPTER XI. SUPPORT SERVICES

RECORDS SECTION

The Records Section, housed within the Support Services Bureau, is charged with maintaining all departmental records pursuant to BPD policy 806 and the Department Records Section Procedures Manual. The Records Section is led by a civilian supervisor and staffed around the clock by 18 clerks, two senior clerks, and two transcribers. Duties of Records staff include

- Verification of field report information, e.g., names, addresses, UCR coding
- Process arrest paperwork, including completion of court complaint package within 48 hours
- Handling incoming teletypes coming through NCIC (stolen vehicles, wanted persons)
- Staff front lobby counter, including processing vehicle impounds and releases
- Manage part-time registration unit for court ordered sex, arson, drug, and gang registrants
- Transcribe dictated officer narratives that exceed three pages in length.
- Manage online and limited telephone reporting.
- Process subpoenas for court appearance

Workload metrics for the Records Section in FY 2013 are detailed in Table 29.

Table 29: Records Section Activity, FY 2013	
Activity	Count
General Offenses Entered	53,161
Arrest Bookings Entered	24,331
Vehicles Impounded	6,346
Online, Mail-in, Telephonic Calls	8,852
Subpoenas Processed	25,347

ALTERNATE REPORTING

On average, 6,000 to 7,000 online reports are processed annually. Another 1,000 to 2,000 are handled telephonically. No policy was identified to govern online or telephone reporting, but according to the City website, the following types of reports can be made online:

Table 30: Online Reporting Incident Types

Incident Type	Definition	Example
Burglary	Any person who enters any house, room, apartment with the intent to commit grand or petty larceny.	A person enters your house without permission and takes items from inside. If a firearm was stolen, or you know who committed the offense, please call 661-327-7111 to file your report.
Court Order Violation	Violating the terms applied by a court order. Domestic Violence court order violations require an officer to respond and cannot be filed online.	A parent is late dropping off a child, a parent removes a child from the court ordered location, a parent is denied visitation granted in a court order, a person with a restraining order comes within the court ordered distance
Defrauding an Innkeeper	Not paying for services rendered	Customer leaving business without paying for meal, lodging, etc.
Fraud & Financial Crimes	Obtaining goods and services using false information. Do not use this incident type to file identity theft reports.	Someone provides you with a bad check, and employee steals money or property from your business, someone uses your credit card without your permission
Harassing Phone Call	Unwanted phone calls of an annoying, harassing or threatening nature.	Immediate hang-ups, obscene language, etc. with no known suspects.
Hit and Run	Leaving the scene of an accident without providing required license, insurance or vehicle information.	Damage caused by another vehicle in which the driver should have left information or fled the scene without stopping to exchange information.
Identity Theft	Obtaining someone else's personal identifying information and using it to obtain credit, goods or services.	Someone obtains a credit card using your S.S.N. or obtains phone service using your personal information.
Lost Property	When property is missing or lost.	Property that is missing, leaving items in restaurant, or missing from home.
Shoplifting	Theft of merchandise for sale in a shop, or of money from the cash register of a retail establishment.	Entered the store and observed taking property belonging to the store. Left the store with the property belonging to the store without attempting to pay for the property.
Theft	Your property is taken without your permission.	Property known to be stolen and missing may be reported. Lost property is not a theft.
Theft from Vehicle	Property is stolen from a motor vehicle.	Stolen equipment or belongings from a vehicle.
Vandalism	The act of changing, modifying or defacing public or private property.	Graffiti, knocking over mail box, throwing rock through windows, etc.
Vandalism of a Vehicle	Tampering with a Motor vehicle.	Keying, broken windows, or attempts to remove parts.

PROPERTY & EVIDENCE

Property and evidence procedures are governed by BPD Policy 801, Property, which provides guidance for proper collection, storage, and security of evidence and other property.

The Property Section is functionally located within the Support Services Bureau. At the time of this review the unit was staffed by one civilian supervisor, two full time civilian clerks, one PST serving on a rotating two-year basis, and one light duty officer. Collective duties of this team include but are not limited to

- Quality control of incoming documentation
- Owner notifications
- NCIC and CLETS entries
- Preparation and transfer of items to DA lab for analysis
- Inventory maintenance (item logging, categorizing, purging, disposal)
- Process firearms releases

In general, access to property/evidence is limited to property room staff, however watch commanders and some command staff also have access. Property is maintained in four locations.

- Main storage at police headquarters, includes current and prior year property and high-security items (guns, drugs, money).
- Rear Shed, includes prisoner property and walk-in freezer
- Two gun rooms in crime lab bay for handgun overflow and long guns.
- Offsite warehouse for large items (presently looking for new space)

Monthly averages for property room workload are summarized below.

- 2,300 items booked into property
- 200 items released
- 500 items purged
- 500 items processed for analysis, review, court

Over the past few years, property room items have increased in number, up more than 18% from 2012 to 2013. Staffing within the unit has remained constant.

CRIME SCENE UNIT

Crime Scene Unit is governed in part by BPD Policy 406, Crime and Disaster Scene Integrity, with additional references to unit roles and responsibilities throughout the policy manual.

The unit is staffed by civilians, including a supervisor, four crime scene technicians, a latent print examiner, and a clerk. Techs are responsible for processing items of evidence, entering into AFIS, creating digital composite images, processing suspects, seizing surveillance video, maintaining digital imaging database, and responding to fatal traffic crashes. BPD patrol officers and PSTs collect evidence for routine property crime scenes and return it to the crime scene unit for processing. Crime technicians work principally in response to detectives to serious crimes, including homicides, sexual assaults, and robberies. Standard work hours are Monday through Friday, 8am to 5pm with one person on call after hours. The unit had 235 call outs in 2013 and 4,652 requests for service (e.g., evidence processing, print comparisons, photo/cd/video requests).

CRIME PREVENTION & COMMUNITY OUTREACH

The Crime Prevention Unit is staffed by five Community Relations Specialists and a Community Relations Supervisor, all civilian positions. No specific BPD Policy exists with respect to the Unit's operation. However, specific goals are identified in the department's 2012-2013 Goals & Objectives Report:

1. Actively market and promote Neighborhood Watch, Business Watch, Park Watch and other crime prevention programs.
2. Design and implement an informative program to create awareness with regards to human trafficking and its indicators to allow intervention and prevention.
3. Further develop the CSI: Interrupted program for more specific audiences including younger primary school aged children, and one specifically targeting educators.
4. Continue to grow and promote the Child ID program.
5. Continue to work with the Directed Policing Unit and local citizens to provide problem solving strategies and crime prevention education.
6. Continue to make personal follow-up contact with victims of residential and business burglaries.

7. Crime Prevention staff member will attend Child Passenger Safety Instructor Certification Course which will help to facilitate the certification of additional BPD Child Safety Seat Technicians.
8. Create and implement a VOSP (Vehicle Occupant Safety Program) for first time offenders as an alternative education program to promote and influence child passenger safety.
9. Continue to develop, organize and market, two (2) regional Neighborhood Watch Community Meetings. These meetings are designed to continue to strengthen relationships and streamline communication with existing Neighborhood Watch Groups.
10. Continue to develop and expand the Retail Crimes Partnership and the Business Watch Program.
11. Re-establish the Crime Free Multi Housing Program
 - Organize two (2) Crime Free Multi-housing; eight (8) hour training presentations.
12. Expand the E-Watch Network, which currently includes:
 - Neighborhood Watch members
 - Business Watch members
 - Car dealerships
 - Banks and Credit Unions
 - Retail Crimes Partnership members
 - Pharmacies
13. Recruit potential citizen volunteers
 - Implement a citizen's "academy" - each volunteer will be required to attend prior to their appointment.
14. Update Crime Prevention Webpage

Interviews with and documentation provided by crime prevention staff indicate robust programming and outreach in 2013, including nearly 900 crime prevention programs and 71 new neighborhood watch groups. Crime prevention staff are actively engaged in a retail crimes networking group, which includes more than 200 members from regional law enforcement agencies and retail loss prevention representatives.

The unit planned and hosted the department's first Citizen's Police Academy in late 2013 with plans to expand in 2014 and utilize program graduates as volunteers within the department.

PUBLIC INFORMATION OFFICE

One sergeant is assigned as the department's public information officer within the office of the chief of police. During 2013 more than 400 press releases were issued, principally notifying the public of major crimes and wanted persons. Use of social media has been restricted throughout the city but was being reconsidered at the time of this report.

CHAPTER XII. COMMUNITY PERCEPTIONS

In order to gauge citizen perceptions regarding the BPD, IACP study staff conducted a series of meetings to gather information from citizen groups, businesses, and governmental officials regarding the service delivery and day-to-day operations of the BPD. Separate meetings were organized by shared interests, such as community groups, business owners, and elected officials. More than 30 persons participated in these meetings.

While there were criticisms of the BPD, the overall citizen perception of the agency was very positive. Substantial support for the BPD was evident. Citizens were complimentary of the Chief of Police and his Command Staff. They also believed that engagement between the BPD and citizens has recently improved but expressed a strong desire for greater improvement. They hoped the BPD would consider the issues surfaced during meetings with IACP staff would help to mitigate their concerns.

A review of the comments received from all meetings identified several common themes. Overwhelmingly, comments and concerns centered on response times to CFS by the BPD. However, other themes also surfaced:

- The perception of a disconnect between some citizens and the BPD
- Limited outreach to juveniles and minority groups
- The need for better communication and outreach between citizens and the BPD
- A perceived bias of Internal Affairs Investigations

Response Times

Elected officials along with citizens voiced concerns about the slow response by the BPD to violent crimes as well as other calls for service. Complainants reported waiting for hours for a response from the BPD for offenses such as burglaries and accidents without injuries. An example cited by a citizen was for a “disorderly mental subject.” The citizen stated it took six hours for the BPD to respond after calling nine times requesting assistance. Citizens were also concerned that burglary investigations did not receive the proper follow-up by detectives.

Citizens indicted that the slow response, especially for some violent crimes, often resulted in witnesses leaving crime scenes prior to BPD’s arrival. Once a scene was secured by BPD officers, citizens were concerned about the extra number of officers remaining on the scene for no apparent reason. They suggested that the officers could better serve the community by returning to patrol duties instead of congregating at crime scenes. This concern was shared by more than one member in the meetings.

Citizens felt the need for the BPD to hire more Police Technicians to assist with minor incidents. They believed that this would help improve response times for sworn officers by freeing them of less important duties.

Perception of Disconnect Between the Citizens and the BPD

There were several concerns voiced regarding the perception of a lack of adequate communications between some citizens and the BPD. A perceived lack of visibility in high crime areas was also frequently mentioned, along with the closure of the sub-station in a less affluent neighborhood. Concerns were voiced suggesting that the more affluent section of the city was able to keep its sub-station, while their station was “shut down.”

Several comments indicated that some citizens would like to have a greater role within the BPD. They believe that more community policing is required by BPD to connect with the community. Suggested activities included development of a Citizens Academy and possibly serving as interviewers on hiring boards for new officers. Meeting attendees also indicated that officers should get out of their cars more frequently and speak to them. Citizens would like to see the “downtown” patrol strategy incorporated into communities with greater crime problems.

Outreach to Juveniles and Minority Groups

Members from the Hispanic community believe that the BPD lacks sufficient outreach and consistent communication necessary to establish effective relationships. This lack of outreach is causing animosity between members of the Hispanic community and the BPD. Examples included the lack of understanding in traffic stops with license issues and vehicles being towed without sufficient understanding of the circumstances. They believe that there is a need for a liaison officer to assist in communication between the BPD and the Hispanic populace.

Citizens also believe that the BPD needs to be more involved in developing positive relationships with juveniles rather than presuming that they are involved in gang activities. The community would like to see more interaction with the BPD and juveniles in programs with the BPD to include sport teams (Police Athletic League) and other activities where the officers act as role models. Comments suggested that, in the past, the BPD did a great job interacting with children in neighborhoods, but those programs no longer exist.

A persistent belief that nepotism in the BPD was pervasive and that certain officers were protected from disciplinary actions. The community believed that there were many complaints of misconduct by certain officers that were unheeded because of their

family ties to higher ranking members of the agency. The community also believed that the demographics of the BPD should better represent those of the city.

Better Communication by the BPD

There was substantial discussion regarding the perception that the BPD lacks concern about community issues. This is based, in part, on the slow response times and the lack of strong ties to members in the department. In the past, citizens were able to contact a civilian member of the Crime Prevention Unit to obtain immediate responses to their questions or concerns. However, this level of contact no longer exists, as the BPD employee recently retired. Although a replacement was assigned, the previous positive relationship with the BPD no longer exists. Subsequently, citizens suggested that if the BPD would improve its communications in communities with high rates of crime about ongoing investigations and policies, relationships would also improve.

Perception of Bias Internal Affairs Investigations

There was strong dissatisfaction in the response and handling of police shootings and internal affairs complaints. Concerns that the BPD was biased and always sided with the officers during investigations were numerous. Citizens were critical of the lack of communication and transparency between the Internal Affairs Unit and complainants when making inquiries about their cases. This perception was a key point with several citizens.

CHAPTER XIII. TRAINING

Basic academy, in-service and specialized training is managed by the Training Division, Support Services Division, with a sworn staffing complement of one lieutenant and five Senior Patrol Officers. A Sergeant is responsible for the day to day operations of the unit and is directly supervised by the Lieutenant and Captain of the Training Section. A Training Sergeant is also responsible for ensuring training compliance with POST regulations, federal and state statutes and City policy.

BPD Policy 208 establishes the objectives of the agency's training plan:

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

Basic academy training for new BPD officers is an intensive nine-month process, consisting of classroom instruction; performance-based testing; specialized training; and field training. Training topics of instruction are established and regulated by the California Peace Officer Standards and Training Commission (POST). The POST website identifies the basic entry-level requirements for new police officers:

The Regular Basic Course (RBC) is the entry-level training requirement for many California peace officers. The RBC Curriculum is divided into 42 individual topics, called Learning Domains. The Learning Domains contain the minimum required foundational information for given subjects, which are detailed in the Training and Testing Specification for Peace Officer Basic Courses.

The 42 individual topics referenced above are listed below for reference:

Becoming an Exemplary Peace Officer	Laws of Arrest
Leadership, Professionalism, & Ethics	Search and Seizure
Criminal Justice System	Presentation of Evidence
Policing in the Community	Investigative Report Writing
Victimology/Crisis Intervention	Vehicle Operations
Introduction to Criminal Law	Use of Force
Property Crimes	Patrol Techniques
Crimes Against Persons	Vehicle Pullovers
General Criminal Statutes	Crimes in Progress
Crimes Against Children	Handling Disputes/Crowd Control
Sex Crimes	Domestic Violence
Juvenile Law and Procedures	Unusual Occurrences
Controlled Substances	Missing Persons
ABC Law	Traffic Enforcement

Traffic Accident Investigation
Crime Scenes, Evidence and Forensics
Custody
Life Fitness
Arrest and Control
First Aid and CPR
Firearms/Chemical Agents
Information Systems

People with Disabilities
Gang Awareness
Crimes Against the Justice System
Weapons Violations
Hazardous Materials Awareness
Cultural Diversity/Discrimination
Emergency Management

The BPD Basic Law Enforcement School consists of 800 hours of instruction provided over 20 weeks. At the conclusion of basic academy training, new officers undergo a 17-week field training program. New officers work under the direct supervision of experienced officers of the BPD where their performance on specific pre-determined objectives is evaluated. The field training program is divided into six phases:

1. Phase I - Basic Training Academy
2. Phase II - Mini-Academy, consisting of an eighty (80) hour mini academy, introducing the trainee to policies, regulations and procedures specific to the BPD
3. Phase III - Patrol 1 /Traffic – for nine weeks the trainee will accompany a Patrol/Traffic FTO in a patrol car assigned to a specific beat
4. Phase IV - Patrol 2/Traffic – trainees are assigned to seven (7) weeks of field training with a new Field Training Officer in Patrol.
5. Phase V - Shadow Week - the trainee will be under the direct care and observation of an FTO. The trainee will be accompanied by a uniformed FTO, who will act only as an observer for this final phase
6. Phase VI - Continued Probationary Period - consists of the remainder of the probationary period where the trainee is retained in patrol.

In certain circumstances, field training can be extended for those officers that need additional time to complete the objectives of the program. The decision to extend a trainee's field training period is at the discretion of the Training Division Lieutenant, or his designee.

The BPD Training Academy also provides conventional mandatory re-training of officers to comply with California POST requirements. Re-training courses consist of 24 hours of class room and field instruction over a two-year period. A review of the courses of instruction for 2013-2014 identified the following:

Advanced Officer School 2013-2014 – 24 Hours

DAY ONE – *Location: EVOC Course and Range*

1. Driver Training Update – 4 hrs. (POST Perishable Skills)

2. Firearms - 4 hrs. (POST Perishable Skills)

DAY TWO - *Location: PAL Center and Range*

1. Arrest Control - 4 hrs. (POST Perishable Skills)

2. Tactical Handgun Adv. - 4 hrs. (POST Continued Professional Training)

DAY THREE - *Location: BPD Auditorium*

1. Domestic Violence - 2 hrs. (POST Continued Professional Training PC13519)

2. Tactical Communication - 2 hrs. (POST Perishable Skills)

3. CPR / First Aid - 2 hrs. (POST Continued Professional Training PC13518)

4. Blood borne Pathogens - 2 hrs. (POST Continued Professional Training / Cal OSHA)

The BPD Training Section utilizes a software program, Training Management, to track all departmental training. Training records for all sworn staff are entered into this software program. A summary report of the training records for all personnel was provided for this study. However, the summary report was not provided in a format that allowed for a complete analysis to provide a profile of training received by BPD staff.

A review of the summary report indicates that BPD officers generally receive training required for their positions.

CHAPTER XIV. PERFORMANCE APPRAISAL

Policy 1002, Evaluation of Employees, regulates the completion of performance appraisals for sworn personnel. Appraisals are conducted annually for all employees, on the anniversary of their employment or promotion date for supervisors. Probationary officers receive appraisals after six months and prior to their twelve-month anniversary.

Performance appraisals are classified into three categories, according to the employee's status:

Regular - An Employee Performance Evaluation shall be completed once each year by the employee's immediate supervisor on the anniversary of the employee's date of hire except for employees who have been promoted in which case an Employee Performance Evaluation shall be completed on the anniversary of the employee's date of last promotion.

Transfer - If an employee is transferred from one assignment to another in the middle of an evaluation period and less than six months have transpired since the transfer, then an evaluation shall be completed by the current supervisor with input from the previous supervisor.

Special - A special evaluation may be completed any time the rater and the rater's supervisor feel one is necessary due to employee performance that is deemed less than standard. Generally, the special evaluation will be the tool used to demonstrate those areas of performance deemed less than standard when follow-up action is planned (action plan, remedial training, retraining, etc.). The evaluation form and the attached documentation shall be submitted as one package.

Employees are evaluated on 20 different performance criteria:

Attendance	Written Expression
Personal Appearance	Job Knowledge and Working with
Physical Fitness	Minimum Supervision
Safety Skills	Courtesy
Compliance with Rules and Regulations	Initiative
Job Attitude and Interest	Leadership
Quality of Work	Stability
Quantity of Work	Care of Equipment
Cooperativeness	Adaptability
Judgment	Professionalism
Oral Expression	

Employees are rated using a choice of three performance standards: Below Standard, Meets Standard, or Exceed Standard.

A standard departmental form is used for officers and sergeants. Performance appraisals for lieutenants are completed on a different form. Lieutenants are rated in six performance standards:

Technical Knowledge/Skills
Communication (Verbal/Written) Skills
Planning and Organizing Skills
Directing and Controlling Skills
Decision Making and Analytical Skills
Subordinate Motivation and Development Skills

No specific performance standards exist for the above categories. Raters are asked to comment on the employee performance in those areas. A separate section of the appraisal provides space for raters to describe past performance and then evaluate it using a scale of unsatisfactory, satisfactory or exceeds.

A Pre-Evaluation Questionnaire is distributed to employees 30 days in advance of the evaluation deadline, to provide an opportunity for their input into the appraisal. A supervisor-employee meeting is scheduled to discuss the questionnaire and appraisal. Employees can add comments to the appraisal in the Employee Comments section of the form. Completed appraisals are forwarded to the employee's Division Commander for review.

No procedures are specified for any follow up or regular meetings between employees and raters during the course of the review period. Additionally, the incorporation of BPD mission statement, goals and objectives, agency-wide or assignment specific objectives is not referenced in the policy.

Interviews with patrol supervisors indicated that annual performance evaluations for subordinate employees are assigned by the shift lieutenant. Subsequently, employees may not always be rated by the same supervisor. Specific references to agency goals or objectives were not included in the evaluation or used in the development of individual goals for the employee during the next evaluation period.

Interviews with supervisors of investigative units revealed that they had greater consistency in evaluating the same employee over a period of time but did not incorporate any agency goals or objectives in the development individual goals for the employee during the next evaluation period.

CHAPTER XV. EMERGENCY COMMUNICATIONS

Emergency communications are received by the BPD Communications Center. Calls for Fire and EMS are transferred to a separate call center for those operations. Calls for assistance not located within the City of Bakersfield are transferred to the Kern County Sheriff's Office, Communications Center.

The BPD Communications Center (Center) is staffed by 32 dispatchers, who also serve as call takers, 5 supervisors, and one manager, all of whom are non-sworn personnel. The Center is supervised by a civilian manager who reports to the Captain of Support services. It is certified by the State of California POST, which requires all Police Dispatchers to attend a 120-hour Public Safety Dispatcher Basic Academy within the first year of employment. A Communications Training Manual is provided to all Center employees.

Dispatchers are assigned to one of five shifts, designated as Shifts 1, 2, 3, 4, and 5. Dispatchers work a ten hour, four on/three off schedule, which allows for three dispatchers on duty 24 hours a day, seven days per week. Personnel assigned to Shift 2, work an eight-hour 5 on/two off schedule.

Communications are divided into three groups; East Patrol, West Patrol, and an Administrative channel (used for issuing case numbers, advising permit numbers on alarm calls, dispatching tows, several different CJIS functions including warrant checks, along with parole and probation status on adults, warrant and probation checks, etc.) One dispatcher is assigned to each channel.

At the time of this study, the BPD was finalizing the installation of Automatic Vehicle Locator (AVL) technology in patrol vehicles. This technology uses GPS devices to monitor the location of patrol vehicles. It also provides the capability for dispatchers to monitor patrol vehicle locations and dispatch the closest vehicle to a CFS instead of the next available one.

Officer safety is also enhanced through the use of AVL technology. Dispatchers, and potentially supervisors, have the ability to quickly locate an officer's patrol vehicle in emergency situations when the officer is unable to respond via police radio.

CHAPTER XVI. WORKFORCE SURVEY

Workforce perceptions, attitudes, and expectations constitute essential information for understanding the current culture and effectiveness of the BPD, diagnosing opportunities for constructive change, and managing organizational transformation.

The IACP surveyed the workforce to capture this information and to broaden involvement in the study.

SURVEY STRUCTURE

The electronic survey consisted of Respondent Profile items (assignment, years of service, rank/ title, years of service in rank, age, race, gender, and education), 68 Content (opinion, perception) items, and a Comments option. The survey elicited employee responses in 18 different categories:

- Command Staff
- First Line Supervisors
- Goals
- Selections, Promotions and Assignments
- Policies, Procedures and Rules
- Training
- Communications - Internal
- Performance Appraisal
- Complaints Against Employees and Discipline
- Commitment
- Equipment
- Technology
- Workplace and Job Conditions
- Workplace Satisfaction
- Empowerment
- Diversity
- Pay and Benefits
- Commitment
- Community Engagement

The survey consisted of forced-choice questions, followed by a final section that provided space for open ended responses to any of the survey items or other topics.

It was distributed to every member of the agency, sworn and civilian, electronically, via a link provided through BPD email system. Participation was promoted by the Chief in the form of an internal email. Survey protocols promoted anonymity.

SURVEY RESPONSE

Surveys were distributed to 495 persons with 191 responses received, 38.5% of eligible respondents. Assessed by total number of respondents, distribution by rank, and years of service, the respondent universe is considered sufficiently representative to reflect the culture of the BPD.

RESPONDENT PROFILE

The response rate was modest however not completely unexpected. Surveys in previous studies produced similar results.

Salient characteristics of the universe that did respond are:

- **Experience.** 107 respondents have nine years of service or fewer with the BPD. 63 respondents have between 10 and 19 years.
- **Age.** 122 of the respondents are between 21 and 39 years of age.
- **Rank/Title:** Just over half, 103, are non-supervisory/non-command. 26.1% are civilian.
- **Unit/Assignment.** Nearly two-thirds, 122, recorded Patrol.

WORKFORCE RESPONSE - OVERVIEW

For each survey dimension, responses are averaged and reported as: never/occasionally; usually; and frequently/always. This display format collapses the five-choice scale into three.

- Never/Occasionally, choices 1 and 2 in the Survey, are interpreted as a negative perception (judgment) overall
- Usually, choice 3 in the Survey, is interpreted as neither a negative nor a positive perception (judgment) overall
- Frequently/ Always, choices 4 and 5 in the survey is interpreted as a positive perception (judgment) overall.

Survey results are most useful to isolate conditions and practices which need attention and/or offer an opportunity to advance the effectiveness of operations, achievement of outcomes, and health of the workplace. Never/Occasionally responses are negative. To power the BPD forward, an argument should be made that "Usually" is not a good enough/positive metric. Accordingly, only Frequently/ Always responses are

considered a positive. We set positive at the 50% level. This criterion is based on our judgment. A case could be made to set it higher, as high as 66% for example.

Those who elected to complete the E-Survey have a positive view of BPD conditions and practices overall. Perceptions are positive (50% or more frequently/always responses) for 10 of the 18 dimensions measured.

Positive Conditions and Practices:

Command Staff

- Command Staff Demand High Standards of Performance

First Line Supervision

- My supervisor leads by example
- My supervisor encourages teamwork
- My supervisor demands high standards of performance
- My supervisor is approachable

Goals

- The BPD has clearly identified goals and objectives for the agency
- I understand the goals and objectives of the BPD
- The unit or shift to which I am assigned has clearly identified goals and objectives
- I understand the goals and objectives of the unit or shift to which I am assigned

Selection, Promotion, and Special Assignments

- My time in the academy was positive and prepared me for the job

Policies, Procedures and Rules

- Policies, procedures, and rules are clearly understood
- I am well informed of changes to policies, procedures, and rules that relate to my job
- I use policies, procedures, and rules to help make decisions

Training

- I received sufficient training and mentoring for my current assignment

Communications - Internal

- Written communications are clear and succinct

- The method of official communications is appropriate
- My supervisor communicates clearly to employees

Performance appraisal

- Performance appraisal procedures are fair and accurate

Complaints against Employees

- The BPD handles complaints against officers and civilian staff appropriately
- Internal Affairs investigations are unbiased and objective

Equipment

- I have the equipment I need to accomplish my job
- Technology
- Technology in place at the BPD is sufficient
- Technology in place at the BPD helps me to perform my job

Workplace and Job Conditions

- My work is important
- The work required by my job keeps me busy
- Safety is a top priority with this organization

Workplace Satisfaction

- I am satisfied with my job
- The BPD is a good place to work
- I have pride in the BPD
- Employees get along well with each other

Empowerment

- The BPD gives me sufficient authority to accomplish my job

Diversity

- I see visible evidence that diversity is valued in the BPD
- Employees are welcome and accepted regardless of race, color, religion, national origin, age, sex, or sexual orientation

Commitment

- I am committed to the BPD
- I am committed to the profession of policing
- I believe that I have a good future with the BPD

- I would encourage a friend to apply and work here

Community Engagement

- The BPD is responsive to the community's concerns and problems
- The BPD is effective solving neighborhood problems
- The BPD actively engages the community in crime control and prevention actions
- The BPD creates cooperative partnerships with the community

Negative Conditions and Practices. Failing to achieve a positive response, 50% or over, are eight BPD conditions and practice dimensions: Command Staff; Selection, Promotion and Special Assignments; Training; Performance Appraisal; Equipment; Workplace Satisfaction; Empowerment; and Pay and Benefits. Three of these dimensions are in the lower end (below 40%) of the rating: Selection, Promotion and Special Assignments; Training; and Pay and Benefits. Additionally, Pay and Benefits is the only dimension with a dominant Negative rating (more than 50% negative). The remaining seven classes in this category have a combined negative rating – the sum of Neither Positive Nor Negative and Negative.

Command Staff

- Command Staff Lead by Example
- I have confidence in the leadership of this organization
- I Trust What This Organization Tells Me

Goals

- There is adequate follow through of departmental goals and objectives

Selection, Promotion, and Special Assignments

- Most BPD New Hires are Well qualified
- The Promotion Process for my Rank is Fair
- Selection Procedures for Special Assignments are Fair and Effective

Training

- Employees Obtain Training They Request When Justified and Available
- Procedures to Select Personnel for Training are Fair
- Training and mentoring is sufficient to develop skills needed for future assignments or promotion

Communications - Internal

- I Can Freely Communicate Opinions, Opinions, Concerns and Suggestions Without Fear of Negative Consequences

Performance appraisal

- I receive accurate on-going feedback concerning my job performance (between formal appraisals)
- The BPD addresses employee job performance problems effectively
- The BPD Recognizes and Rewards Outstanding Performance

Complaints Against Employees and Discipline

- Discipline is administered fairly

Equipment

- Equipment is up to date
- Equipment is well maintained

Technology

- I have received adequate training to maximize use of technology

Workplace and Job Conditions

- The work required by my job is not excessive

Workplace Satisfaction

- BPD Staff Levels are Adequate to Meet Citizen Service Needs
- Most days, I feel I have made progress at work

Empowerment

- The BPD Permits Officers and Employees to Take Risks When Appropriate
- The BPD permits officers and employees to exercise judgment when necessary

Diversity

- The BPD expresses clearly its commitment to valuing diversity

Pay and Benefits

- I Consider Pay and Benefits to be Fair
- Current Pay and Benefits Encourage Employees to Work Hard
- Compared to Other Police Organizations in the Region, I consider salaries and Benefits to Satisfactory

Open-ended Comments

Respondents were invited to explain their reasoning and/or feelings for rating conditions or practices in open-ended comments in the final section of the survey. These responses help us to understand and evaluate conditions. There were numerous comments expressing satisfaction, praise, and pride in the BPD. Additional comments related dissatisfaction with a particular function or condition within the BPD. Several categories of comments were prominent: Pay and Benefits, Selection, Promotion, and Special Assignments, and Leadership. A brief overview of those comments is provided here.

Selection, Promotion, and Special Assignment –Comments indicated that the promotional system was unfair and biased, partly due to the use of internal assessors in the oral component. Other comments referenced the limitation of candidates to the top 10 persons on the list, the lack of senior officers being promoted or selected for special assignments, and the use of the same supervisors as assessors.

Respondents suggested that favoritism in promotions and selections for specialized assignments was the prevailing practice. References to a buddy system, good 'ole boy system, nepotism, cronyism, friendships, with respect to promotions and transfers were common.

Pay and Benefits – comments suggested that that pay and benefits for BPD employees are much lower than surrounding jurisdictions. Respondents indicated that numerous employees of all ranks had recently left the BPD for other agencies offering higher salaries and/or benefits.

Leadership - a variety of comments were received voicing a general dissatisfaction with the leadership and command staff. Although the comments were generally directed at command staff, there were several references to captains and lieutenants. Specific comments included being too disconnected, ruling by fear, micromanaged, unapproachable, not leading by example, and not on the same page.

CHAPTER XVII. FINDINGS AND RECOMMENDATIONS

The BPD is a traditional, full service police department serving a diverse population. Over the past several years, it has been criticized for slow response times to 9-1-1 calls for service, particularly high priority incidents. Although the chief of police and staff have made recent improvements, public demands for further reductions have increased.

In addition to the challenge of reducing response times, crime levels remain a concern. Property crime has increased slightly since 2009. The BPD has taken affirmative actions to address this increase; preliminary results indicate positive outcomes for both violent and property crimes. Further, BPD leadership exhibits a strong interest in identifying and incorporating contemporary policing practices throughout the organization to support this effort.

Going forward the BPD must focus on two areas of mutually reinforcing activities: crime prevention/reduction and community engagement and trust building. Fortunately, the BPD has the resources to accomplish both of those activities. Its strengths lie in the resources of its staff and the depth of the data that it collects regarding crime and performance. Current technology resources are sufficient to support the needs of the workforce. Further, the current and future planned academy classes will fully staff all sworn positions within the BPD for the first time in several years. This infusion of approximately 60 personnel (depending on the actual number of academy graduates) will provide manpower to support to these activities. Further, the addition of five sworn personnel (three Senior Patrol Officers and two Detectives) in the 2014-2015 budget will provide additional manpower for BPD initiatives. These additional positions will increase the authorized strength of the BPD to its largest level in its history – 394 positions.

This chapter contains 34 recommendations for the BPD based on our study. They are grouped into 12 categories: Community Engagement, Workload Management, Accountability, Staffing, Data Driven Practices, Youth Focused Policing, Hiring and Promotion, Leadership Development, Internal Affairs, and Policies and Procedures, Technology, and Performance Appraisal. Recommendations in each category are discussed separately. Implementation priority follows each recommendation in parenthesis. Priority 1 recommendations should be implemented as soon as feasible, followed by Priority 2 recommendations and so on.

COMMUNITY ENGAGEMENT

Interviews with community representatives revealed strong beliefs that BPD officers are disconnected from some of the communities in which they work. Concerns from

citizens about the appearance of numerous police officers confronting one or two individuals for non-criminal activities were common.

Interestingly, the workforce survey revealed that BPD officers believed that they were doing a good job of maintaining positive relationships with citizens and effectively solving community concerns.

Observations and interviews revealed BPD officers aggressively respond to crime and look for opportunities to arrest criminals. In fact, the number one activity reported in the CAD system was traffic stops. This activity accounted for more staff hours than any other activity. Interviews with supervisors and command personnel did not reveal specific goals and objectives for officers, especially in high crime areas, other than broad based enforcement objectives. The only written goals or objectives relating to any form of community engagement were found in the BPD General Order manual.

Our study determined that there is an inconsistent belief between BPD personnel and certain segments of the community regarding the level of police engagement with citizens. BPD staff opinions indicate a high level of engagement on their part while citizens cite a lack of it. Fortunately, this inconsistency has not completely eroded public support for the department. During our interviews with community representatives, citizens expressed confidence in the ability of the BPD to reduce crime. However, deliberate and calculated corrective actions are needed by the BPD to improve this belief. The BPD has, in our opinion, adopted an enforcement oriented rather than a problem solving philosophy of policing. Whether this practice was deliberate or has evolved over time is unclear to us.

While this philosophy may have been appropriate in reducing crime during the last several years, it tends to have an adverse impact on communities, especially those that are frequently subjected to high enforcement efforts for sustained time periods. Aggressive enforcement of laws must be balanced with effective outreach programs to engage citizens and encourage participation.

Additionally, the lack of youth oriented programs to intervene with and/or divert juveniles from the criminal justice system is of significant concern to us. The only option available for youth involved in minor criminal activity is the criminal justice system. In that venue, there are alternatives available for diversion once a juvenile petition has been filed, but those emanate from the court and not the BPD.

Based on our observations, we believe that the BPD must reorient its focus, and to a large degree, its culture. Numbers driven results do not, by themselves, produce lasting reductions in crime.

Recommendation: Re-introduce and emphasize community policing concepts and practices throughout BPD (Priority 1)

A review of training curriculums for Entrance Level and Field Training programs revealed only one current course of instruction (at the Entrance level) in community policing topics. Additionally, in-service training courses for 2013-2014 did not include any classes related to this topic. While senior members of the agency may have had some training in community policing and problem solving methods in the past, much of that instruction has likely eroded over time. Consequently, those topics have lost their relevance in the daily activities of officers. The BPD should incorporate training courses in community policing and problem solving at all levels of the organization but especially entrance level, field training, and supervisory programs.

Training programs should establish clear procedures for all personnel (supervisors, officers, and investigators) to follow in developing and implementing problem solving activities. An agency-wide process is much more likely to give all personnel the clearest guidance, increasing the likelihood in developing and carrying out effective responses to problems.

Recommendation: Create a Community Liaison Unit (Priority 3)

Interviews with representatives from several community groups indicated that some segments of the community feel disconnected from the BPD. They voiced a desire to establish closer working ties with the BPD, as well as the assignment of a primary point of contact for minority residents.

While all patrol officers should view themselves as community policing officers, and connect with citizens accordingly, the unpredictable call-driven nature of police work can preclude an officer's ability to reliably be out of service to participate in planned community events. Community liaison officers, whose focus is community policing, can fill this gap.

The current Crime Prevention staff assigned to this task for the BPD is insufficient, especially considering that this unit also has responsibility for a variety of crime prevention activities. We applaud their efforts to accomplish both functions, but recognize that their ability to work closely with all community groups is limited.

The establishment of a unit specifically intended to resolve unique problems arising from cultural differences will be well received by the community. Frequently, such a unit helps to address concerns about police procedures, enforcement activity, or avenues for filing formal complaints about individual officer actions. Additional benefits include improved levels of trust of the police, increased crime tips and recruitment.

We recommend that this unit be staffed with a minimum of three sworn officers, one assigned to the West patrol district and two assigned to the East patrol district to correspond to the volume of CFS.

Recommendation: Reinforce an agency-wide commitment to community policing in Mission and Vision statements. (Priority 2)

The BPD has stalled in its ability to provide clear direction to employees with respect to community policing. Frequent comments from personal interviews of the workforce indicated uncertain direction and vision for the BPD with respect to community policing and proactive efforts.

The Office of Community Oriented Policing (COPS) makes available to all law enforcement agencies, at no cost, an agency wide self-assessment tool, known as CP-SAT, which can be used to assess the current level of community policing practices in a police department. This assessment is mandatory for all COPS Office Hiring grantees beginning in 2011. The BPD has not previously conducted this self-assessment, but would be well served to do so. Its findings will be instrumental in assessing the current level of understanding and practice of community policing and problem solving activities. It will also help to identify training needs for all ranks and assignments within the department.

Recommendation: Support commitment to community policing through detailed goals and objectives. (Priority 4)

In support of an agency wide commitment to Community Policing, the BPD should create a new structure of goals and objectives for all units and functions. Each and every employee must know their individual responsibility to community policing as it relates to their unit, and division. Additionally, these responsibilities should be incorporated into all facets of the workplace, including performance evaluations, promotions, and commendations. Accordingly, objectives must be documented, distributed, explained and valued by the workforce.

Recommendation: Develop measures of achievement to drive performance throughout the organization. (Priority 4)

In order for agency goals and objectives to be effective, performance measures must be established. Without measurements of progress, goals and objectives are meaningless. Measures of outcomes (effectiveness) are most important, and even preferred over numbers of activities. Performance measures should be included in all facets of BPD employee activity including academy and field training, annual performance evaluations, promotions, and awards.

Recommendation: Market services, values and accomplishments of the BPD, both internally and externally. (Priority 4)

BPD executives should market the work of its officers at every level in the organization on a frequent and regular basis. The recently launched social media resources of the City of Bakersfield are an excellent opportunity for this purpose. The use of social media by law enforcement is a widely accepted method for this activity while simultaneously providing new ways to connect directly with the community. Existing resources, such as the publication Blue Review and annual awards ceremonies, provide some degree of internal marketing but are limited both in frequency and proximity to actual events. Electronic resources such as internal blogs or monthly newsletters provide timely and relevant acknowledgement of positive activities of the agency.

WORKLOAD MANAGEMENT

The BPD practice of responding to 9-1-1 calls is primarily performed by physical responses of police officers. Some CFS are handled telephonically by PSTs instead of traditional responses but that practice is inconsistent at best and only performed at the discretion of a patrol supervisor.

An on-line report option also allows residents to file a report electronically; however, this option was used only minimally in 2013.

Calls received by the BPD 9-1-1 Center are classified into priorities that determine the urgency of response. Priority 1 calls are the most urgent while priority 9 are the least urgent. Our review of those priorities identified 349 different call types. Priority 1 and Priority 2 accounted for 223, or 63.9% of all call types. Priority 4 included 84, or 24.1%, of all call types. Collectively, these three categories accounted for 88% of all call types.

Our analysis of 2013 CFS data determined that nearly 75% of all CFS were classified as either a priority 1 or 2, (24% priority 1 and 50% priority 2) thus requiring multiple officers to be dispatched. Examples of Priority 1 CFS include Grand Theft Auto, Concealed Weapons, and 911 Call Unknown Situations. While these calls require an urgent response, not every call can reasonably be considered a top priority.

Recommendation: Revise Call Priority Classifications. (Priority 1)

CFS should be grouped into true “emergencies” such as life threatening situations that require an immediate response, violent crimes in progress, or a violent crime that has just occurred with a likelihood that the suspect will be immediately apprehended. All other CFS should be grouped into a descending order of priorities requiring a less urgent response, similar to the present practice but with a greater scrutiny of crimes

that constitute a given priority. Given the high degree of concern from the community regarding current response times, the BPD should seek out the assistance of key community representatives to help revise call priority classifications.

Recommendation: Create a full-time telephone reporting unit (TRU). (Priority 1)

Nearly 25% (39,000 hours) of time obligated to CFS response is spent on report calls, meaning an officer is called out to take a report on a prior incident. In many cases, these calls and other non-emergency, low-priority calls can be handled equally as well over the phone. The BPD could recover a portion of this time by diverting lower priority and report-only calls to a Telephone Reporting Unit (TRU). Patrol Service Technicians (PST) assigned to patrol shifts already perform this function but only on a part time basis when time permits. This recommendation provides for the formalization of that function.

We recommend the assignment of four permanent, full-time staff and a supervisor for this function. PSTs are ideally suited for this assignment, supplemented by limited duty personnel when available. One PST from the Traffic Unit, Shift 3, and the two PSTs added to the BPD in the FY 2014-2015 budget are sufficient to staff this assignment. While the reductions in PST staff in Patrol will have an impact on those shifts, we believe that the benefits to the agency are a higher priority. Key considerations include:

- Operating hours of 7:00 am – 11:00 pm, seven days/week
- Availability of Spanish-speaking staff

Public understanding and buy-in of a new call prioritization and dispatch/TRU policies are keys to success. Any changes to current service delivery models should be accompanied by a corresponding public awareness campaign. The recently implemented Bakersfield social media campaign is an excellent resource for this purpose.

Recommendation: Establish a referral protocol to appropriate agencies. (Priority 3)

Non-police CFS received by the Communications Center can and should be referred to the appropriate agency. The current practice is to dispatch these CFS to an officer for resolution. This practice unnecessarily occupies patrol officer time. Through the establishment of cooperative agreements with other city and state agencies, appropriate referral processes can be established. Callers to 9-1-1 should be transferred to the appropriate agency or provided with a telephone number to call during normal business hours. In some cities, such as Baltimore and San Jose, this process has been formalized using a central, non-emergency number, 3-1-1. The BPD and the City of Bakersfield should explore opportunities to create a similar referral system. As

previously described in the recommendation for a Telephone Reporting Unit, a corresponding public awareness campaign would be required to promote this resource.

ACCOUNTABILITY

Recommendation: Establish an accountability process for CFS response. (Priority 1)

Analysis of CAD data indicate that officers spend more time on traffic and subject stops than they do responding to the top three categories of CFS. Proactive policing activities like traffic and subject stops are important for crime prevention and community safety, but responses to calls from citizens should take priority.

Customer service, as evidenced in part by timely response to citizen calls for service, should drive police performance. Response time goals should be established according to priority levels, consistent with law enforcement practices.

Our research indicates that national averages for response times for top priority CFS are 4 - 5 minutes. The BPD should establish a similar goal. Further, response goals should be clearly communicated to all personnel, along with the justification for creating them. Emphasis should be placed on the fact that these goals are part of a broader organizational focus to deliver quality customer service delivery, not a single stand-alone effort.

Upon implementation, progress toward established response time goals should be monitored. For example, a daily report of all CFS that exceeded response time goals could be generated for executive level personnel review. Commanders should seek documented explanations for all CFS in which expectations were not met. The written explanations should be used to identify improvements both in policy and procedures, not as a basis for disciplinary action.

STAFFING

Recommendation: Augment patrol staffing. (Priority 1)

Increasing staffing levels on all Patrol Shifts should be a top priority for the BPD.

The IACP recommended manpower allocation for patrol officers is 30% obligated time (responding to calls for service), 30% administrative time (report writing, lunch, briefings, etc.), and 30% unobligated or proactive policing time. The remaining 10% is considered flex time that can be applied to any of the activities, depending on departmental goals and resources. In the case of the BPD we recommend applying 5% of the flex time to calls for service for an obligated time ratio target of 35%, preferably less. The current workload for patrol officers, 41%, exceeds that target. In order to

achieve a 35% obligated time ratio, a minimum of 30 additional personnel must be added to the patrol function. The complement of recruits in the current academy class started on March 10, 2014 is 38, sufficient to achieve this staffing level. We recommend that all positions be assigned to patrol without any loss of personnel through internal transfers to specialized units.

We further recommend that personnel be assigned to the patrol shifts with the highest CFS workload. Our analysis identified that time frame as 1 pm to 11 pm. Subsequently, we recommend that Patrol Shifts 3, 4, and to a lesser degree Shift 5, receive the greatest infusion of new personnel.

This recommendation will increase unobligated time for patrol officers. These hours should be committed to crime prevention and community engagement activities as previously described in this chapter.

Recommendation: Increase the role and responsibility of Senior Patrol Officers in Patrol. (Priority 1)

An opportunity for resource recovery exists in the BPD at the rank of Senior Police Officer (S/P). This class of officers has an under-utilized skill set and represents a pool of future supervisors ripe for leadership development. By serving as Assistant Squad Supervisors, S/Ps can be tasked with administrative duties such as scheduling, report review and approval, and responding to less serious crime scenes. These activities provide more time for Sergeants to monitor and participate in field activities with their subordinates. Vigilance should be applied during the formation of squads to ensure that the span of control for Sergeants does not exceed the maximum recommended number of subordinates, 9, for a single supervisor. The addition of an S/P as an Assistant Squad Supervisor would help to minimize this situation.

Analysis of current staffing of patrol shifts identified several situations in which sergeant to subordinate ratios exceeded the maximum recommended number. That condition was most apparent on Shift 2, East squad, where sergeant to subordinate ratios are 1 to 11. All other patrol shifts were at or below the maximum recommended number of subordinates per sergeant. However, the distribution of S/Ps over all patrol shifts is not even. Shift 3 for example, has three S/Ps while Shift 4 only has one. Other shifts have S/Ps that are also K9 officers.

To standardize the distribution of S/Ps in patrol, we are recommending that two S/Ps be assigned to the East squad and one S/P be assigned to the west squad for all shifts, to assist in supervisory duties. This can be accomplished with existing personnel. However, a long term goal for the BPD should be to increase the number of S/P positions in patrol to assign one S/P to each patrol squad. This will require the addition of 5 S/P positions over time. K9 officers that are S/Ps should not be counted in this

assignment due to their potential unavailability in searches and critical incidents. The current number of S/Ps in patrol is not sufficient for this assignment. Our analysis determined that an additional six S/Ps are needed.

Resource recovery opportunities of S/Ps exist in the Traffic and Gang units, as well as the Investigations Divisions. We recommend that one S/P position from the Traffic and Gang units be shifted to patrol. The loss of S/Ps from those units would still provide one S/P for each sergeant while maintaining a recommended sergeant to subordinate ratio. Additionally, the S/P assigned to the SAR function in Investigations should also be shifted to patrol. The responsibilities for this position should be made permanent through assignment to a full time detective. The FY 2014-2015 budget provides for the increase of two detective positions, one of which could be assigned to this responsibility.

Note: It is not our opinion that the work of the S/Ps previously identified for re-assignment to patrol is inadequate or unimportant. We believe, however, that the need for their skills and potential leadership development is greatest in patrol, resulting in the overall improvement of the operations of the BPD.

The FY 2014 - 2015 budget also provides for the increase of three S/P positions in the BPD workforce. We recommend that all three positions be assigned to patrol.

In addition to the recommended increase in staffing of S/Ps in patrol, we are also recommending the addition of one sergeant to Shift 2, East squad to reduce the sergeant to subordinate ratio below recommended levels. Current staffing levels for this squad result in a supervisor to subordinate ratio of 1 to 10, not including S/Ps. This span of control, in our opinion, is excessive. The addition of a third sergeant to this squad will reduce that ratio to a more manageable level of 1 to 7. A discussion of the potential availability of a sergeant position appears in the following recommendation for Resource Recovery Opportunities.

Recommendation: Maximize opportunities for civilianization. (Priority 4)

An examination of staffing levels for the BPD identified one function typically performed by civilians but currently staffed with a sergeant and a PST. This position, Information Systems, is likely the result the department's need to provide certain services to its staff without additional funding. Previous duties of this position focused upon the examination of computers seized in criminal investigations. However, the recent addition of personnel to the Crime Scene Unit with those skills has negated this function. Current duties include guiding IT development within the BPD, assisting with AVL/GPS installation and assisting crime analysts with CAD data analysis.

The BPD has done what many agencies have done, exploit resources that are/have been in place. Since law enforcement agencies are manpower intensive, predominantly sworn, the build-up comes from this pool of personnel. Adding specialized civilian personnel is sometimes difficult. So the decision is made to use existing sworn personnel to accomplish, oversee, and absorb new tasks. This is a reasonable response to needs, at least initially. The BPD has done this primarily in technology. While this has been an understandable and cost-controlling method to handle needs, it is time for reexamination. Use of professional civilian staff in key units, especially technology, often produces a workforce with greater expertise, increased stability, and a wider perspective of best practices and state of the art technologies. Therefore, we recommend that staffing for this position be provided by civilian personnel. Further, the sergeant position currently assigned to this unit be re-assigned to Patrol Shift 2, East squad (see previous recommendation: *Increase the role and responsibility of Senior Patrol Officers in Patrol* for more information).

Recommendation: Employ former law enforcement personnel where appropriate.
(Priority 4)

An increasing trend in law enforcement agencies is the use of civilian or former law enforcement personnel in cold case criminal investigations such as homicides and sex crimes, as well as administrative functions such as applicant background investigations. Civilian investigators, especially former law enforcement personnel can often be hired on a contractual basis, at a substantially reduced cost, while maintaining a high degree of expertise. The BPD should explore this untapped resource. Restrictions on the hiring of BPD retirees may exist as a result of recent changes to CALPERS. However, the BPD should consider other law enforcement personnel such as federal or out of state agencies who may be interested in temporary or part time work on an as needed basis. Background investigations for new hires are ideally suited for this type of work.

Recommendation: Assign a Watch Commander position to both the East and West Districts on day and evening shifts. (Priority 1)

The BPD patrol function is divided into two separate entities, East and West Districts, in all areas except for one critical function: Watch Commander. This position, staffed by a Lieutenant, is responsible for monitoring all activity, city-wide, during his tour of duty. Additionally, a host of administrative functions must also be performed by the Watch Commander.

Our observations identified the need for the creation of a second Watch Commander position for the West District on the day and evening shifts. This will allow for increased monitoring and supervision of subordinate activities, especially CFS. Additionally, the increased presence of command level personnel will ensure that agency goals and objectives (e.g., renewed focus on community policing, CFS response,

etc.), as well as command level goals are being met. Therefore, one additional Lieutenant will be needed on Patrol Shifts 2, 3, and 4. With the planned dissolution of Patrol Shift 6 in July, the BPD will recover one Lieutenant position that can be used for this purpose. However, the current complement of BPD Lieutenants is insufficient to staff these positions and will require additional augmentation. No other resource recovery opportunities exist.

Recommendation: Establish a Police Liaison position in the Communication Center on all shifts. (Priority 2)

The need to have a full time sworn police officer assigned to the Communication Center 24 hours per day was cited as a priority in our interviews of police and civilian personnel and the workforce survey. Justification for this position was based on the frequency of CFS in which citizens had questions for officers but did not necessarily need to have an officer respond in person. Without the availability of this resource in the Communications Center, the only alternative for call-takers was to generate a CFS. Additional functions of the Police Liaison include:

- Re-contacting 9-1-1 callers to make notifications about delays in police response or determine if police response is still needed
- Serving as a resource to police personnel seeking clarification about details of a particular CFS or other administrative issue
- Monitoring all CFS activity, immediately alerting a Watch Commander or supervisor to a sudden change in CFS activity or law enforcement sensitive information not appropriate for radio broadcast
- Acting as a primary point of contact for other jurisdiction law enforcement personnel seeking assistance from the BPD

DATA DRIVEN PRACTICES

The BPD is a data rich organization. The depth and volume of information that is captured is impressive. However, as data-rich as the BPD may be, it is data-driven deficient. Data analysis, both crime and performance related, is not a regular tool used by BPD staff to develop responses to crime or deploy resources. We do not imply that no analysis work is performed, in fact, it is. The current Zone Policing plan is evidence of that fact. However, opportunities exist to maximize its use and value in crime enforcement and intervention/prevention activities.

BPD officials conduct a bi-monthly operations meeting to discuss crime and priority incidents occurring during the previous period. The meeting attended by IACP staff was conducted by the Assistant Chief, and the Captains representing Patrol. Four watch Commanders and the Traffic Unit lieutenant were also in attendance. The meeting was informal, presenting an open environment to exchange information. Discussions

included Patrol response issues, the upcoming Assigned Shift Trade process in July 2014, and the Zone Policing model deployment – a plan to identify zones within Bakersfield that have high concentrations of CFS. Noticeably absent from this meeting was the inclusion of any crime analysis data or representatives from the Crime Analysis Unit. Also missing from the meeting were representatives from the Communications Center, which was a focal point of several discussions.

Specialized functions, such as the Traffic and Gang units, demonstrated limited use of existing data to develop incident specific response plans, manpower assignments, or crime reduction plans.

The BPD crime analysis unit, supervised by the Support Services lieutenant and staffed by two civilians, is responsible for all crime analysis functions. However, these analysts are not co-located and perform their work independent of each other. The Patrol analyst generates daily wanted notices, hot sheets for stolen cars, and a monthly report of criminal activity for a local mall. Additional reports of specific criminal activity is provided on an “as requested” basis to various units. The investigations analyst focuses exclusively in functions to support detectives. At the time of visit, this person had just been hired and was still learning the various aspects of the job. Our observations suggest that the current level of resources provided, is not sufficient to meet the needs of the nearly 400 officers and investigators.

In this era of big data, crime analysis is rapidly producing new strategies, broadly labeled Predictive Analytics. Future-oriented as opposed to post-event traditional crime analysis, predictive analytics is conceived to use both historical and current, ideally real-time data, from as many sources as possible, to discover patterns (inter-relationships) to anticipate crime, disorder, and even serious community-wide threats. These discoveries enable decision-makers to deploy resources more cost-effectively. Increasingly popular hot-spot and place-based patrol deployments rely on predictive analytics.

However, the BPD, with limited staffing in the Crime Analysis Unit, does not have the resources to experiment with or prioritize a predictive analytics capacity. Indeed, current crime analysis functions do not appear to be meeting expectations/demands of field forces. Primary users report that routinely produced analytics have limited utility, not even approaching a real-time standard.

Recommendation: Reorganize and re-staff the Crime Analysis Function. (Priority 1)

To better prepare the BPD for 21st century information management and analysis function, all crime analysts should be consolidated into a single location. The Crime Analysis Unit should be composed of at least three staff members, preferably four, capable of identifying potential sources of information, analyzing, and processing it for

departmental consumption. Specific areas of analysis should include operations (crime), investigations, internal data (calls for service), and data mining.

Training of analysts in contemporary and emerging methods of analysis will improve their ability to serve individual officers, units, and the department as a whole. The BPD has identified the acquisition of software for use in Predictive Analytics as a goal; training for analysts in this area is a prerequisite to its successful implementation. Additionally, requirements for ongoing training for analysts should be established including online, in-person, and to the extent possible with other law enforcement crime analysis units.

A substantially under-utilized resource in the BPD is the analysis of internal performance data. The current practice is focused on post-event analysis, such as annual reports or budget preparation, with little consideration given to future oriented activities to discover patterns (inter-relationships) to anticipate crime, disorder, and even serious community-wide threats. Several internal performance data categories not currently subjected to rigorous analysis were identified in this study. They include UCR Part II crime, Arrests (adult and juvenile), traffic citations, offenses involving youth (discussed later in this chapter), and to a lesser degree CFS. Analyses of these data sets should be conducted on a regular basis to supplement evaluations of current enforcement/manpower deployment plans, identify emerging trends, and anticipate future needs.

An information/intelligence management plan should also be developed to identify the types of analysis products needed by the workforce, as well as the frequency of delivery. Input from Operations, Investigations, and Support Services (especially Training) personnel should be obtained in the development of this plan.

Recommendation: Institute Compstat style crime meetings for Patrol and Investigations. (Priority 1)

The BPD should implement a regular practice of accountability for monitoring crime trends, responses to them, as well as developing collaborative approaches to preventing future crimes. The specific format of this meeting should be unique to the needs of the BPD rather than based on a model existing in other law enforcement agencies. Examination of several different models used in surrounding law enforcement agencies is recommended. The Police Executive Research Forum (PERF) recently published a comprehensive evaluation of Compstat that may be of interest to BPD executives. The electronic version of that report is located at www.policeforum.org in the online library.

We also support the current request for funding by the BPD to hire a consultant to assist in the development of a Compstat program.

Recommendation: Invest in training for the use of current technologies and data analysis. (Priority 2)

Good data is of little value if access is limited to a select few. Although the BPD possesses a wide range of useful data, interviews, onsite observations, and workforce survey results indicated limited training was provided to officers on the use of some technologies to access it. Functionalities of the Crime View mapping system, Versadex, and CAD are three areas where additional staff training would aid in maximizing the use of current resources.

Recommendation: Maximize data mining and sharing opportunities. (Priority 2)

The BPD does not routinely share/receive data and intelligence with other city departments and/or outside agencies. Opportunities exist to enhance crime analysis and sharing functions through data mining of other information resources. Examples of other information resources include:

- Kern County Sheriff's Office
- California Highway Patrol
- Bakersfield School Districts
- Detention facilities
- Non-crime data
 - Fire/EMS
 - Health department
 - Code enforcement

Recommendation: Incorporate Data Driven Strategies to reduce crime. (Priority 1)

The availability of electronic databases provides the opportunity to develop strategies to reduce crime and improve safety based on analysis. Current BPD patrol responses to crime and traffic safety lack this practice. Traffic crashes remain high while enforcement activities have been declining, especially since 2012.

Two strategies, Data-Driven Approaches to Crime and Traffic Safety (DDACTS) and Hot-Spot Policing, should be considered by the BPD to address these situations. DDACTS concentrates enforcement actions in areas where crime and traffic crashes occur more frequently. Hot-Spot Policing focuses personnel on areas where certain categories of crime occur most often with specific attention focused on problem solving strategies. The BPD has recently designed a Zone Policing strategy, which focuses manpower on geographic sectors within Bakersfield that are experiencing high rates of CFS with the specific purpose of developing proactive responses to them. The goal of the project is to reduce response times, familiarize officers with community issues, and connect officers with residents and business owners. While this strategy has identified

numerous problem solving opportunities within certain sectors, it lacks specific guidance to reduce or eliminate those problems. A review of the problem solving model S.A.R.A. (Scanning, Analysis, Response, Assessment) with all department staff may improve efforts to abate problems identified in the Zone Policing strategy. The Center for Problem Oriented Policing (POP) web site maintains an extensive library of educational materials on this topic at no cost. The website is located at www.popcenter.org.

Recommendation: Revise Beat boundaries to equalize workload. (Priority 4)

As demonstrated in Figure 7 on page 27, CFS are not evenly distributed among all 25 existing beats. Interviews with key personnel involved in establishing Beat boundaries indicate that the present boundaries have not been revised in some time, possibly as long as 10 years. Given the wide range of CFS between Beat 20 (the busiest) and Beat 1 (the least busy), a review and realignment of boundaries is appropriate.

YOUTH-FOCUSED POLICING

The BPD has very limited prevention and intervention programming aimed at reducing the incidence of crime committed by and upon juveniles. Agency-wide analysis of crimes involving juveniles is nonexistent. More than 31% of the population in Bakersfield is under age 18.

Recommendation: Develop prevention and intervention programs for juveniles. (Priority 2)

The BPD should regularly conduct analyses of crime data to identify the types and frequency of crimes committed by and upon juveniles with the specific intent to develop programs to prevent them. Youth-police relationship building programs help to reduce victimization, involvement of youth in the juvenile justice system, and affiliation with gangs or gang activity. This is especially important for Hispanic youth who may have a distrust of all law enforcement due to the historically volatile relationship with police, cultural beliefs, and immigration concerns. Positive youth-police relationships can help to build trust and minimize the fear of police. Prevention, intervention, and relationship building programs often enhance recruitment efforts for future police officers.

The IACP maintains an extensive directory of successful intervention programs for juveniles involved in criminal activity, either as a victim or a perpetrator, implemented by law enforcement agencies across the United States. It can be instrumental in identifying and implementing effective programs. The website, IACP Youth Focused Policing Resource Center, is located www.iacpyouth.org.

HIRING AND PROMOTION

Hiring of new BPD officers is conducted on an as-needed basis by the Bakersfield HR Department. Recruiting methods have resulted in as many as 1,200 applications being received, primarily from California residents. Processing that many applicants strains resources in the HR Department and the BPD Training Academy.

Recommendation: Institute an ongoing recruitment process. (Priority 4)

Implement a continuous application process for new hires, with regular cut-off dates for processing. This will help to reduce the volume of applications received during “as needed” application periods. It will also provide a more manageable volume of applicants for Human Resource and BPD Academy staff to process. Candidates that are offered positions with the BPD could be immediately hired to avoid their potential hiring by another law enforcement agency prior to the start of the next academy class. This group of pre-academy hires would benefit from the early education of the BPD operation while providing a pool of temporary manpower for administrative functions.

Recommendation: Refine promotional processes to increase transparency and objectivity (Priority 1)

The BPD workforce perceives the processes for promotions to be unfair and biased. Policies guiding these processes are sound but not wholly objective in practice. To enhance the objectivity (and workforce perception thereof), a series of changes to the evaluation process for all promotions are recommended. These changes focus primarily on the use of outside assessors. The changes are:

- Evaluation of candidates in the structured interview should be conducted under standardized conditions. Procedures for evaluation should be established and enforced during the interview process
- Structured interviews for promotions should be conducted exclusively by outside assessors
- Include formalized training of assessors for all ranks, especially on scoring and independent assessment
- Evaluation of past performance and personnel files should be conducted independently of the evaluation of candidates in the oral interview
- Consideration should be given to the use of a resume in place of personnel files.

Recommendation: Establish a Promotional Improvement Process Committee. (Priority 4)

Deliberate actions are needed to eliminate workforce perceptions regarding the processes for promotions as unfair and biased. Engaging the workforce in the improvement of existing procedures, as well as identifying more effective ones, is essential to eliminating those perceptions. The establishment of a committee to identify areas of concern and potential solutions provides an opportunity for all ranks to be represented. Further, the committee should be created and managed by the Bakersfield HR Department to remove concerns about the perceived bias of the BPD.

Recommendation: Open Competition for Executive Level Positions to External Candidates. (Priority 4)

The BPD is a unique law enforcement agency in that all promotions must be made from existing ranks, including those to the rank of Chief of Police and Assistant Chief of Police. This is according to the Bakersfield Charter. To be eligible for the rank of Chief of Police, a candidate must have served with the BPD for a minimum of five years, three of which must be immediately prior to appointment.

The Bakersfield Chief of Police is not an at-will employee and can only be removed from that position only “for cause.” While these requirements benefit BPD personnel considering promotion to these ranks, they limit options available to the appointing authority. Promotion to the rank of Chief of Police exclusively from within existing ranks is an uncommon practice in law enforcement agencies in the United States.

The International City Management Association (ICMA, 2012) notes that internal and external recruiting efforts are not mutually exclusive. A mayor or city manager may want to see how potential internal candidates stack up against “the best” from the outside. If there are no internal candidates who obviously provide the needed skills and experiences for immediate hire, opening the position to external candidates may:

- Provide internal candidates with the opportunity to “show their stuff” against those from other organizations.
- Give the mayor or city manager confidence and buy-in from the public by going through a full recruitment process.
- Put all applicants on a level playing field.

According to 2012 Uniformed Crime Report (Crime in the United States, 2012) data, the State of California has 462 police departments, staffed by over 77,000 sworn officers. An external recruiting process for Chief of Police and Assistant Chief of Police would provide Bakersfield with the opportunity to draw applicants from among senior officials serving these agencies.

In addition to in-state applicants, executive level vacancies frequently attract talent from out-of-state law enforcement agencies. These candidates often possess impressive

experience and education needed or desired by hiring authorities. Data on executive searches conducted by the International Association of Chiefs of Police indicate that announcements for vacant police chief positions result in more than 70 applications from across the country.

External candidates frequently possess different, fresh, and innovative perspectives on contemporary law enforcement practices that may not have been available to or applied by internal candidates. By contrast, internal candidates often possess an immediate understanding of the agency culture, community, and budget that external candidates will develop over time.

The experience profile of the current command staff of the BPD indicates that 11 of 17 personnel either are or will be eligible for retirement on January 1, 2015. The potential retirement of executive level personnel presents several concerns for the BPD. Among them are a loss of experience and a possible reduction in the number of qualified personnel available to assume executive level positions.

The Mayor of Bakersfield, along with the City Council and City Manager, should have all available means to choose the best candidates for the positions of Chief of Police and Assistant Chief of Police. While these candidates may come from within the BPD, a more open process will provide a larger, qualified applicant pool.

Therefore, it is recommended that the City of Bakersfield seek modification of the requirements for hiring executive level personnel in the BPD as required by the Bakersfield Charter. It is recommended that the modifications allow for searching for and appointing internal and external candidates to the position of Chief of Police and Assistant Chief of Police.

Recommendation: Expand Minority Hiring Efforts and include National Organizations. (Priority 4)

The BPD is overwhelmingly staffed by males, 92%. Accordingly, males dominate supervisory and executive positions. At just 8% of sworn personnel, female staffing is well below the national averages for all law enforcement agencies of 11.9% and 15% for agencies with populations between 250,000 to 499,000. At the time of this report, only one command level position was held by a female. The next highest ranking female was at the rank of sergeant. This lack of diversity is a challenging condition for both the BPD and the City of Bakersfield HR Department, especially considering the number command level personnel eligible to retire in the near future.

According to the Office of Justice Programs Utilization Analysis report for Kern County, the relevant labor market in Bakersfield eligible for employment in the protective services – sworn officials category is relatively small at 8% for whites and Hispanics, 2%

for African Americans, and 1% for American Indian. The percentage for protective services – sworn patrol officers is slightly higher at 13% for whites and 22% for Hispanics. African Americans and Asians represent 1% of the eligible workforce.

The Bakersfield HR Department’s recruitment efforts successfully attract a large response for each announcement. However, that response pool has, so far, failed to attract a sufficient number of women applicants that are ultimately hired. This small pool of applicants in the local Bakersfield area necessitates expanded outreach efforts to attract all minorities, but especially women, to the BPD. National organizations representing minority police officers should become an integral part of outreach efforts. Organizations such as NAWLEE, the National Association of Women Law Enforcement Executives; HAPCOA, the Hispanic American Police Command Officers Association; NLPOA, the National Latino Peace Officers Association; NAPOA, the National Asian Peace Officers’ Association; and NOBLE, the National Organization of Black Law Enforcement can be excellent resources in developing a national outreach program and recruiting candidates.

LEADERSHIP DEVELOPMENT

Recommendation: Develop leadership through exposure to contemporary practices. (Priority 3)

As previously discussed, the BPD command staff has a high percentage of personnel at or near retirement eligibility, including the current Chief of Police, Assistant Chief of Police, and two of the four Captains. Formal leadership development programs for BPD personnel have been limited due to economic conditions. Succession planning should be a priority interest of the City.

BPD executives should seek out, in concert with the City of Bakersfield Human Resources Department, programs that prepare future leaders. Special considerations should be given to exposure to law enforcement leadership and management practices through nationally recognized executive training programs; local government leadership development programs that combine a variety of professional leaders into a multi-disciplinary team to examine community issues intended to build leadership skills; temporary assignments to other law enforcement agencies; and fellowships with non-profit organizations.

INTERNAL AFFAIRS

Recommendation: Provide an Annual Report of Internal Affairs Investigations to the Public. (Priority 4)

Concerns voiced during citizen group meetings indicated that some segments of the public believed that BPD was biased and always sided with its officers during investigations. Citizens were also critical of the lack of communication and transparency between the Internal Affairs Unit and complainants when making inquiries about their cases.

Although the BPD Internal Affairs Unit provides multiple options for citizens to make a formal complaint, it provides very little information about the nature and numbers of complaints received throughout a calendar year. This practice, while recognizing the need for confidentiality, does not promote credibility and trust among its citizens, especially in minority communities.

An annual report need not be complex or lengthy. However, it should provide a summary of the number of complaints received by category and their findings. It should also contain a comparison of year-to-year complaints.

The report should be available electronically, on the BPD website and Internal Affairs web page, and in print for citizens that do not have internet access.

POLICY AND PROCEDURE MANUAL

Recommendation: Revise the delivery method and content of the current Policy and Procedure Manual. (Priority 4)

Interviews with BPD personnel and workforce survey comments voiced problems with the current Policy and Procedure manual. As a result of technical problems with the current vendor, the current manual has not been updated in more than two years. Revisions to existing policies are distributed separately from the manual, forcing officers to search multiple references for current policies.

Additionally, current policies do not reflect an authorizing signature, usually the Chief of Police, a revision date, organizational chart to more easily identify the chain of command, or job descriptions (located in the appendix).

Further, the manual should also include an index to all policies that lists their effective date, date of any revisions, and date when the next review should occur. Consideration should also be given to cross referencing or consolidating the rules of conduct itemized in the front of the manual with the specified prohibited acts or inactions listed in the disciplinary policy.

Recommendation: Revise the Polices Requiring Approval for Arrest and Towing of vehicles. (Priority 4)

Numerous comments were received from interviews of officers and sergeants regarding the requirement for officers to obtain permission to make an arrest (Policy 317). Observations made during ride-alongs confirmed the frequency of this activity. However, inquiries of supervisory and command personnel were unable to determine the origin of this practice.

The need for officers who have successfully completed an intensive academic and field training program, sanctioned and approved by the California P.O.S.T is, to seek approval for an arrest is, in our opinion, unnecessary. In cases where officers do not demonstrate an understanding of the laws of arrest, additional training and/or supervision is clearly warranted. However, for the majority of officers that have demonstrated this understanding and proficiency, the additional approval should not be required.

Similar comments regarding the towing of vehicles were received but less frequently. Our review of Policy 510 did not identify a specific requirement for supervisory approval. Our review of the policy revealed one section that, in our opinion, lacked clarity and should be revised:

Section 510.2.3, Storage at Arrest Scenes, concentrates on the storage of vehicles resulting from an arrest, in the furtherance of an arrest, or creates a traffic hazard. The title of the section is misleading, suggesting that vehicles may be stored at an arrest scene. Following the description of when vehicles should be stored are four examples of exceptions when vehicles may be left at an arrest scene. This section combines two different but related topics, storing and exceptions to storing vehicles, which should be clearly discussed in separate sections to prevent potential confusion and misunderstanding.

Except for those officers who have not demonstrated an understanding of the requirements of this policy, additional approval for towing of vehicles should not be required.

TECHNOLOGY

Recommendation: Explore the use of developing technologies. (Priority 4)

The increased use of video, audio, and location based technologies has become a common tool to detect, record, and respond to crime in many law enforcement agencies. Technologies such as gun-shot detection, fixed video surveillance, body-worn video, and location based technologies that use GPS to identify locations of crimes, vehicle crashes, offenders, etc., are examples of technologies available to law enforcement. It is important to note that the use of these technologies must be considered in the collective approach to crime prevention and reduction. The acquisition of a single technology

without sufficient infrastructure to support it may not produce the desired results. Local community reaction and support/opposition for certain technologies should also be an important factor to be considered. Technologies such as video cameras, and body-worn cameras for example, may have a polarizing effect on the community, thwarting other efforts to increase trust.

The BPD minimally uses License Plate Reader (LPR) technology. Its success in locating wanted vehicles (and/or persons) is well established. Archived information has also been invaluable in conducting follow-up investigations to document the location of vehicles in the area of crime scenes, corroborating investigative leads, and locating missing persons. Other uses include scofflaw enforcement, motor vehicle registration and financial responsibility enforcement, and traffic flow monitoring. While the technology must be used legally and in accordance with strict policies to ensure community expectations of privacy, it offers the opportunity to develop additional investigative leads, a benefit for overall community safety.

PERFORMANCE APPRAISAL

Recommendation: Revise the Performance Appraisal Process to Provide Ongoing Feedback, Incorporate Departmental Goals, and Establish Consistency. (Priority 4)

Comments from interviews and the workforce survey suggest that annual performance appraisals are not routinely used to improve performance. A lack of regular monitoring of progress during the evaluation period, a lack of goals relating to department objectives, too many evaluation criteria for officers and sergeants (20), and a lack of consistent format for all ranks were identified as shortcomings of the current appraisal process.

PERFORMANCE ACTIVITY

During the course of this study, numerous performance activities were examined including CFS, arrests, citations, clearance rates, and traffic/suspicious person stops. As a result of those examinations, an unusual trend was identified in comparing data from 2012 to 2013. Performance activity in those categories declined, especially in traffic citations. A summary of this information is listed below

1. Juvenile arrests declined 18.1%
2. Adult arrests declined 4.3%
3. Traffic citations declined 44.9%
4. Traffic/subject stops declined 15.5%

Case clearance rates for all crimes declined sharply from 2011 to 2012. Clearance rates for burglary declined further from 2012 to 2013 (1%). Current clearance rates for all crimes are at or near national averages, based on FBI UCR data.

It is important to note that CFS and overall Part I crime also declined during this same time period.

IACP staff did not identify a specific cause or condition that could be attributed to these decreases. Indeed the decrease in activity may be related to lower rates of crime and CFS or a complete anomaly. Whatever the circumstances may be, we recommend that the BPD regularly monitor these activities for indication of improvement or further decline. Should further declines occur, an examination of the temporal and geographic data related to those specific activities is warranted.