



# AGENDA REPORT

SAN CLEMENTE CITY COUNCIL MEETING  
Meeting Date: April 18, 2017

Agenda Item 9B  
Approvals: \_\_\_\_\_  
City Manager JW  
Dept. Head ES  
Attorney \_\_\_\_\_  
Finance \_\_\_\_\_

**Department:** Finance & Administrative Services  
**Prepared By:** Erik Sund, Assistant City Manager

**Subject:** *PUBLIC SAFETY TASK FORCE*

**Fiscal Impact:** None at this time. Any fiscal impacts will be presented in future City Council agenda reports or within the Fiscal Year 2017-18 budget.

**Summary:** This report summarizes the direction provided by the City Council from the March 2, 2017 Long Term Financial Plan as it relates to creating a Public Safety Task Force.

**Background:** At the March 2, 2017 City of San Clemente Long Term Financial Plan (LTFP) meeting, the Matrix Consulting Group (Matrix) presented its recommendations as it related to the Police Services Study that it was contracted to perform. Based upon a variety of best practice approaches in law enforcement, Matrix provided detailed findings, conclusions and recommendations for each law enforcement function that San Clemente contracts for with the Orange County Sheriff's Department (OCSD). This included a thorough review of the efficiency and effectiveness of service delivery in San Clemente in the context of the City's crime trends, public safety workloads, and community law enforcement expectations. Based on continuing rising costs, as well as a continued need for effective Police services, this assessment was performed to ensure the City is providing an appropriate level of Police Services in a cost effective manner that will be sustainable for future years.

**Discussion:** At the conclusion of Matrix's presentation at the 2017 LTFP, City Council determined the first step to implementing any of Matrix's recommendations was to create a Public Safety Task Force. The task force will review, discuss and analyze data to achieve consensus on recommendations for potential implementation measures related to Police Services. Additionally, the task force will initiate and develop a community based public safety strategic planning process that will result in a public safety strategic plan for the City Council to review and approve for future implementation.

This task force is to be comprised of various key stakeholders supported by a representative from the City Manager's office. The ten stakeholders will be:

- 2 City Council members
- 1 Planning Commissioner
- 1 Beaches, Parks & Recreation Commissioner
- 1 Human Affairs Committee Member
- 1 Representative from OCSD
- 4 Members of the Public

City Council requested that the four members of the public represent education and business community interests. The Council, Commission and Committee Members represented on the task force will each appoint their respective representatives as a body. The City Clerk will conduct a public noticing process to solicit applications for the four members of the public. The City Council will interview and make appointment similar to the process the City Clerk uses for Commission and Committee Members.

It is staff's intent to integrate the Public Safety Task Force recommendations and findings into the 2018 Long Term Financial Plan, which will begin in January of 2018. As always, the LTFP process will provide a "roadmap" for decisions in the upcoming fiscal year, FY 2018-19.

**Recommended**

**Action:** STAFF RECOMMENDS THAT the City Council:

1. Establish a City of San Clemente Public Safety Task Force; and
2. Appoint two City Council members to the Public Safety Task Force; and
3. Direct Community Development and Beaches, Parks and Recreation staff to immediately agendaize an item with the Planning Commission, Human Affairs Commission and the Beaches, Park and Recreation Commission to appoint one representative from each Commission to the Public Safety Task Force; and
4. Direct City Clerk to immediately begin the process of noticing for candidates for the four seats available to members of the public.

**Attachments:** Draft Police Services Study Executive Summary

**Notification:** Orange County Sheriff's Department

## **2 Executive Summary**

The analysis presented in this report is extensive, encompassing the number of OCSD staff resource requirements and how these OCSD resources are managed in providing police services to the San Clemente community. The report concludes with a detailed vetting of the existing service level agreement with OCSD and opportunities for improvement relative to future contractual agreements.

### **1. Key Findings and Conclusions**

The data are clear – San Clemente is a relatively safe community with limited serious crime problems, especially violent crimes. Moreover, while the OCSD responds to a wide variety of calls in service the community, the vast majority of which are calls of a less serious nature and the most common calls are 'quality of life' not crime related. However, while the crime environment in San Clemente shows it to be comparatively 'safe', the community clearly believes that safety is a key concern. Moreover, perceptions of safety are getting worse for a significant portion of the community.

Clearly, there is a disconnect between the services provided and the perception of the effectiveness of those services in the City. The difference between the analytical findings and the perception of those facts underscore the support for an examination of police services in San Clemente. These are issues that are shared with countless communities in Orange County, elsewhere in California and throughout the country today. Increasingly, these issues point to a need for law enforcement to be more engaging with the community and partnering with them to identify and resolve community problems.

This report makes several recommendations to address perceptions of safety in the community and to engage the community in these solutions. These steps include:

- OCSD has not effectively communicated or engaged the community in public safety efforts. This includes steps such as:
  - Planning with and engaging the community fully.
  - OCSD communicating effectively with City and the community.
  - Resolving actual and perceived public safety issues.
  - Working with the community on problem-oriented policing, while embracing a service philosophy of flexibility to meet community needs.
  - Consistently and continuously reporting results back to the public.
- The community also wants emphasis on non-critical but “high profile” services such as homelessness management, ridge trail enforcement, etc. While patrol staff have sufficient uncommitted time to respond well to calls for service and dedicate time to some proactive efforts, focused problem-oriented policing requires a philosophical shift in the way police services are provided.
- Fundamentally, OCSD and the City must fully adopt the philosophy of problem-oriented policing to address community problems in the most fiscally prudent manner possible. As such, OCSD must dedicate efforts to a formal problem-oriented policing approach for effective use of patrol proactive time, engaging the community, and developing plans and reporting results as detailed in this report.

These recommendations are described more fully in Chapter 5 of this report.

There are also a number of changes in the management and the delivery of police services that can contribute and support these objectives. The following summarizes key findings and conclusions noted in this report. These are further detailed in Chapters 6 through 7 in the report’s body.

- Overall, OCSD patrol proactivity at actual patrol staffing levels results in proactive time of 44.0%. At 26 patrol deputies (authorized levels) proactivity of 50.2%, providing ample time to be engaged in the community in problem solving.
- To meet seasonal community expectations, San Clemente can re-organize how they deploy staff resources in the summer. This includes some re-deployment of

specialized personnel during summer months as detailed in this report.

- While clearly dedicated and occupied, San Clemente detectives can significantly benefit from a completely revised investigative case management approach.
- The City should authorize one (1) additional administrative Community Service Officer to help facilitate various administrative and new / existing programmatic efforts.

There are a number of fiscally-related terms and conditions that can be better explained, revised and/or re-negotiated in future City / OCSD service agreements.

These are analyzed in the final chapter of the report.

## 2. Summary of Recommendations

Throughout this report the project team provides evaluation and analysis of the organization, operations and services provided by the OCSD and, where appropriate, makes suggestions for improvements. The table below provides a summary list of all the recommendations, appearing in sequential order, in this report.

Recommendations
<b>ADDRESSING COMMUNITY SAFETY NEEDS</b>
The OCSD Chief should initiate a community law enforcement strategic planning process to identify problems and prioritize potential solutions to these problems.
The OCSD Chief should be tasked with developing a process and the supporting mechanisms that regularly inform the City and community regarding existing public safety issues, efforts undertaken to resolve issues, positive public safety outcomes, and other crime and quality of life interests with which OCSD is involved. This can include town halls, regular progress reports, and other approaches discussed in this report.
The Chief of Police should be tasked with establishing a process to regularly engage the community as a partner of the Department. The initial community process can involve the development of San Clemente's public safety strategic goals, objectives and performance metrics consistent with OCSD's vision, mission and core values.
The Chief and supervisory staff should meet in planning sessions as it relates to directly developing Department goals and objectives. After the initial meeting, recurring meetings should be held annually to tie accountability to performance.
The Chief and supervisory staff must develop a system of data collection so that the response to meeting goals and objectives can be measured.

### Recommendations

The Chief should devise internal processes by which performance-based information is shared equally among line, supervisory and management staff to ensure uniformity in work direction.

The Chief should develop a semi-annual report to the community which reports back on the progress toward meeting established objectives and obtain their feedback on meeting performance.

Adopt a formal problem-oriented policing approach for effective use of patrol proactive time, engaging the community regularly and developing plans and reporting as outlined by the Department of Justice's Office of Justice Programs abstract and described in this report.

The Chief should ensure effective community messaging is undertaken with regard to problem-oriented policing results. A summary of POP processes and metrics have been provided as an illustration of possible opportunities to pursue.

OCSD and San Clemente should devise efforts, to include various web-based postings, to keep San Clemente citizens better informed of OCSD public safety and patrol service activities. This should extend to the City Council which should have formal performance briefings by OCSD at least annually and preferably every six months.

### PATROL OPERATIONS

Maintain existing authorized patrol staffing deputies of 26 personnel. Develop alternative contract language with OCSD to ensure San Clemente patrol staffing does not fall below 25 patrol deputies or a maximum of one (1) vacant position.

Maintain existing authorized patrol staffing of four (4) sergeants

Establish a patrol minimum staffing level requirement in the OCSD agreement. This is currently not formalized in OCSD policy. The minimum staffing level for San Clemente should be four (4) patrol deputies on Day Shift and Night Shift.

Maintain the existing balance of civilian and sworn personnel deployed to Patrol

Temporarily transfer the two (2) Motor Deputies in the summer to patrol cruisers acting as a primary call for service responder. Traffic enforcement can be re-emphasized and occur among all patrol deputies during proactive time in the summer.

Temporarily transfer the one (1) School Resource Officer in the summer to a patrol cruiser to act as a primary call for service responder.

Re-organize the TRIP program in the summer, temporarily suspending one (1) patrol deputy rotation from Patrol and temporarily assigning the Directed Enforcement Deputy to TRIP during summer months. This will retain three (3) deputies and one (1) detective personnel in TRIP throughout the year.

Better formalize the Beach Patrol Program including dedicated assignment, hours/days of operation, overtime budget, monthly reporting requirements and other programmatic efforts described in this report.

Maintain existing staffing levels of three (3) Community Service Officers until parking and nuisance abatement circumstances warrant change.

Continue the best-in-class RSVP volunteer program and advertise the program and expand participation, as practical.

Recommendations

**INVESTIGATIVE AND SUPPORT SERVICES**

Consistent with the problem-oriented policing philosophy, the City/community should help establish some framework for the level of traffic enforcement and accident reduction they wish in the community. This will help dictate patrol focus and dedicated Motor Deputy staffing levels.

The OCSD should establish quarterly performance objectives for citation and warning production for the patrol contingent and Motor Deputies. Performance expectations would be dictated by the level of enforcement directed by the City.

Until additional performance-based direction is developed regarding City traffic enforcement, maintain existing staffing levels of two (2) Motor Deputies in San Clemente.

Maintain existing staffing level of one (1) position for the School Resource Officer (SRO).

Continue the progressive TRIP program composed of three (3) deputies and one (1) detective part-time/overtime.

Fully integrate the problem-oriented policing philosophy represented by TRIP into the entire San Clemente police services operation, coordinating all resources including patrol, investigations, traffic and other supporting services.

The problem-oriented policing philosophy dictates that efforts such as parking and nuisance abatement efforts should be partially driven by the City/community that help establish some framework and expectations for these enforcement efforts. This will help dictate the desired focus and ultimately staffing levels for the Community Service Officer position.

Given excessive but largely unscreened detective workloads, consult with the City in regard to investigative expectations to include retaining or eliminating non-criminal incident follow-up, vandalism follow-up, low-value theft follow-up and other "minor event" case assignments to detectives. This will help lay the foundation for a progressive detective case management approach.

Formalize the case screening process using a documented solvability factor methodology that includes a 12-point criteria checklist on all assigned detective cases.

Formalize a detective caseload prioritization system as part of the case screening process using a 7-priority system as a framework.

Ensure a formal supplemental report is written every 45-days for each case investigated for increased case management accountability.

Upon revision to the case management and case assignment approaches, revisit detective staffing level needs based on the tools provided in this report. In the interim, retain the four (4) detectives currently assigned to San Clemente.

Assign the Administrative Sergeant to directly oversee the detective unit. To accomplish this, off-load some administrative workloads to non-sworn administrative support newly assigned to San Clemente.

To enhance overall internal administrative police service operations and related programmatic efforts, authorize one (1) additional Administrative Community Service Officer position in the contractual agreement.

Recommendations

**POLICE SERVICE CONTRACT REVIEW**

During the negotiation process the City of San Clemente should require OCSD staff to reevaluate the methodology, the costs (staff positions included as overhead), as well as the allocation bases (all staff – regional / shared + direct personnel) utilized for divisional overhead to ensure that it is fair and equitable.

The City should re-evaluate the regional / shared staff personnel costs for not only the personnel costs being assessed, but also for the level of support that is being provided by the regional / shared staff. For example, if there is no additional support provided by the Regional Traffic unit, the City of San Clemente should not be assessed a cost for unrealized support.

The majority of services included in the Additional Costs / Revenue section of the Contract are fairly typical and direct-charged based. These costs should not be re-evaluated.

The Sheriff's office should quality control the timesheets to ensure that there is appropriate overtime tracking being conducted. This will not only help the Sheriff's office to ensure that all overtime costs are being captured, but also help the City of San Clemente in determining where and how overtime is being used.

The City of San Clemente should re-evaluate the services and supplies surcharge and apply it as a direct charge rather than as overhead to positions, the only exception should be regional / shared staff.

The Orange County Sheriff's Department should not assess helicopter services based on the number of Deputy Sheriff IIs, but rather actual hours of helicopter services utilized or proportion of incidents that required helicopter services.

Additionally, these costs should be removed from the City of San Clemente's contract as the City does not receive helicopter services from the County.

The Field Training Bureau cost should be reallocated as part of the training overhead costs, rather than having two different training charges being assessed on the contract.

Further detail should be provided regarding the specific training costs being allocated to sworn and Deputy Sheriff II employees including the allocation basis for these charges. This information should be provided prior to renegotiation of contracts to ensure that San Clemente is paying their fair share of services.

The Orange County Sheriff's Department should update the resolution of services that are provided free of charge or "pro-bono" to contract agencies. This list should be reflective of all current services and remove / add any services that are being charged or not charged for, respectively.

The City of San Clemente should review the resolution to ensure that they are not being charged either through overhead or a direct line item for services that should be provided pro-bono such as helicopter services.

A more detailed description for each recommendation can be found in the body of the report.