Police Services Study

SAN CLEMENTE, CALIFORNIA

matrix
consulting group

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1 Introduction

Matrix Consulting Group was retained by the City of San Clemente to conduct a Police Services Operations and Staffing study for the OCSD. The intention of the study was largely three-fold:

- Documents and evaluates current law enforcement services in the City.

- Elicits views from the community relating on these services as well as opportunities for improvement.

- Documents and evaluates the efficiency and effectiveness of law enforcement strategies received from the Orange County Sheriff's Office under contract.

Like most police departments serving safer communities, it faces a variety of unique operational challenges to be discussed in this report.

This report presents the results of the study, providing an overview of current workloads and service levels, in addition to identifying a number of operational strengths and potential opportunities for service and staffing level changes.

The following introduction and executive summary provide a synopsis of the scope of work and overall context for the study, the methodologies used in evaluating the services of the department, and a summary of the recommendations made. The scope of work for the study included the following elements:

- A thorough review of police business practices conducted by OCSD, particularly in patrol operations.

- An evaluation of staffing needs consistent with both analytical outcomes and framed by community desires.

- Analytical determination of the most appropriate levels of service and service delivery in the City for key operations within Police Services.

- Identification of key efficiency opportunities through changes in current practice.

In order to conduct this Study, the Matrix Consulting Group project team engaged in the following activities:

• Developed and analyzed a community survey and conducted a focus group meeting to solicit opinions regarding OCSD operations.

• Interviewed senior executive City staff and Council to understand financial and human resources issues facing the City and Patrol Services operations.

• Interviewed Police Services and OCSD management and supervision of all functional units within the department, as well as most other personnel with unique responsibilities in the organization. Consequently, a number of line staff were interviewed.

• Collected detailed data describing operations, workload, deployment, scheduling, use of leave, etc.

• Developed a descriptive profile of Police Services describing current operations, service levels, staffing, deployment, etc. This was reviewed by OCSD management and supervision to ensure its accuracy and is included in the appendix.

• Developed a detailed analysis of the fiscal-related terms and conditions of the existing City and OCSD agreement.

Collectively, these steps were intended to provide the project team with a full understanding of the current methods of service delivery by OCSD, its operations and the environment within which San Clemente services are provided.

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 to 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. Furthermore, 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 general opinion of the population 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 stress the growing importance of engaging with the community by 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
ADDRESSING COMMUNITY SAFETY NEEDS
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. Other costs such as the Patrol Training Cost Allocation (FTB) and Enhanced Helicopter Services should be re-evaluated based upon further discussion.
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.

3 Perspectives on Police Services in San Clemente

This chapter presents an organizational overview of San Clemente Police Services operated by the Orange County Sheriff's Department (hereafter OCSD). This chapter also provides an overview of the law enforcement and crime environment in the City. A more detailed descriptive profile of the Department is provided in Appendix A of this report. Analysis of law enforcement functions provided to the City is contained in subsequent chapters of this report.

This overview is intended to provide a baseline description of the OCSD that provides a framework for findings, conclusions and recommendations in subsequent chapters.

1. Law Enforcement Staffing Levels Contracted for by the City.

The organizational structure and staffing levels of the OCSD are shown in the following organizational chart of employees. The organization chart shows authorized staffing, positions contracted for by the City:

- One (1) Chief of Police (a Sheriff's Office Lieutenant).

- Five (5) Sergeants and four (4) investigators.

- Thirty-two (32) deputies allocated among the following functions:

  – Twenty-six (26) patrol deputies
  – Two (2) Motor Deputies
  – One (1) School Resource Officer Deputy
  – One (1) Directed Enforcement Team Deputy
  – Three (3) TRIP deputies (Targeting, Reduction, Investigation, Prevention Program).

- Three (3) Patrol Community Service Officers

- One (1) Part time Crime Prevention Specialist.

- Two (2) Office Specialists, One (1) Administrative CSO.
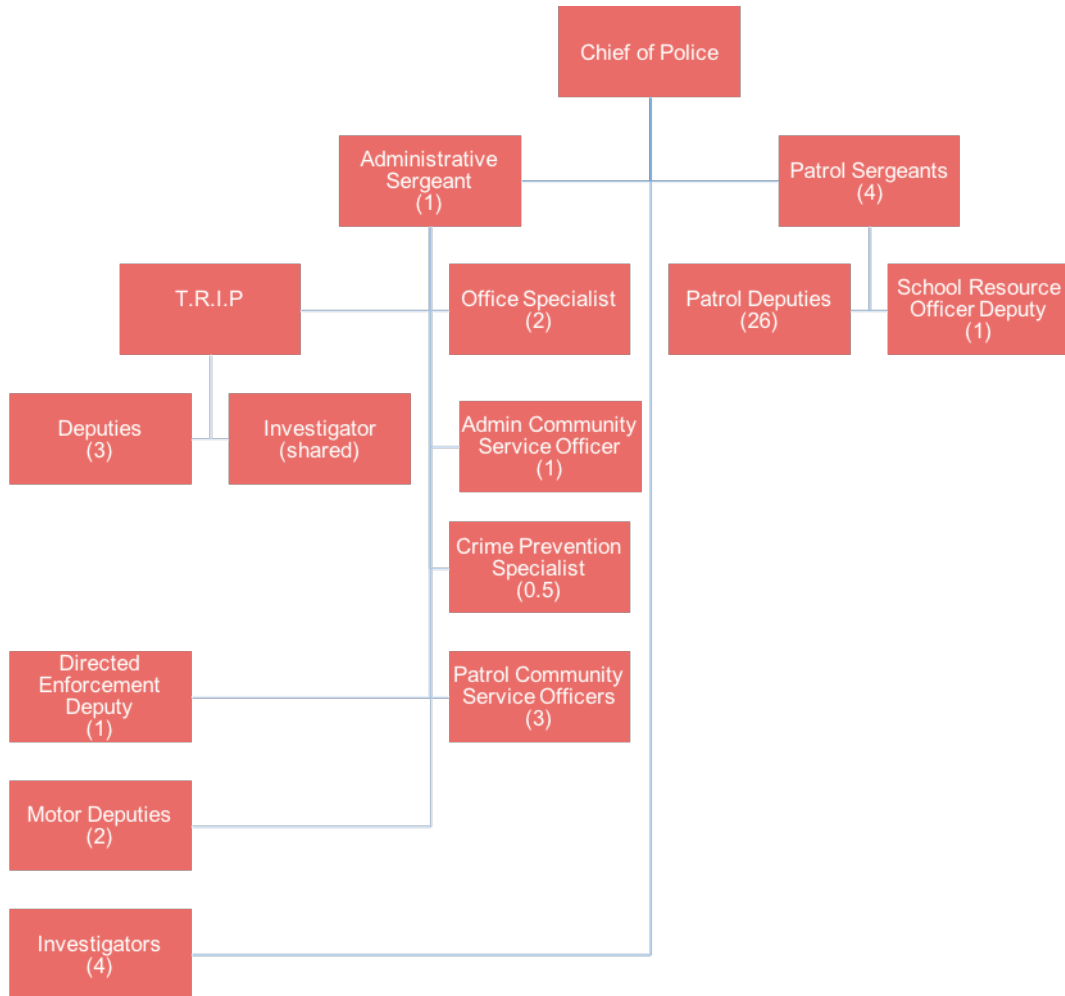
Patrol deployments generally result in about five (5) deputies in the field on most shifts, in addition to special enforcement functions (traffic, TRIP, Directed Enforcement, etc.).

In summary, the City of San Clemente contracts for a full service "Police Department" from the Orange County Sheriff's Department to include field response, follow-up investigations and a variety of operational support and proactive enforcement capabilities.

2.   Police Service Environment.

The project team examined law enforcement workloads handled by OCSD contracted patrol deputies and detectives in the City. Selected data are shown in this introductory chapter of the report to help set the context for the service environment in the City.

(1)   Community Requests for Service.

One of the key workloads for patrol staff is community-generated calls for service (CFS).   These reflect unique incidents whether one reporting party or ten different reporting parties are calling for service (e.g. traffic accident).   One CFS may have multiple reporting parties.   This CFS workload is a key (though not only) driver of staff resource needs in a police department.

The project team examined the most recent one-year period for CFS workload available from October 2015 through September 2016 based on Computer-aided Dispatch (CAD) records.   The following tables and graphs denote various facts surrounding these CFS for the OCSD.

Calls for Service by Priority Level

Priority Level	# of CFS	Avg. Handling Time (HT) in Minutes
1	359	47.9
2	7,458	32.1
3	8,976	41.7
4	1,284	24.5
Total	**18,077**	**36.4**

The table above shows that:

•   Approximately 50 community generated calls for service occur, on average, per

day (49.5). This is approximately two (2) per hour.

- Priority 1 calls for service are minimal in San Clemente, representing less than 2% of the total originating calls, or about once per day. Priority 1 calls for service represent the need for the most rapid police response whereas lower priority calls are less urgent. Priority 1 calls reflect such events as a traffic accident with injuries and burglary-in-progress whereas lower priority calls represent a police response to suspicious person or circumstances, burglary alarms, abandoned vehicles, citizen assists, and a variety of other call types.

As shown in the table above, the highest priority calls take the most significant time for deputies to handle, with an average call handling time irrespective of priority of 36.4 minutes for the primary deputy responding.

With respect to the types of CFS the OCSD handles, the following table reflects the top 10 most common call types over a 12-month period.

10 Most Common Call for Service Types

Incident Type	Priority	# of CFS	Avg. HT
DISTURBANCE	2	2,749	30.0
SUSPICIOUS PERSON/CIRCS	2	1,968	26.7
BURGLARY ALARM-AUDIBLE	3	1,551	20.4
CITIZEN ASSIST	3	859	39.7
WELFARE CHECK	3	805	31.0
DISTURBANCE-MUSIC OR PARTY	2	728	21.5
ASSIST OUTSIDE AGENCY	3	702	33.7
ILLEGAL PARKED VEHICLE	3	674	23.6
ABANDONED VEHICLE	4	616	25.8
SUSPICIOUS PERSON IN VEH	2	569	25.0
All Other Types		6,856	31.0
Total		**18,077**	**36.4**

Interestingly, the 10 most common CFS represent over 6-in-10 of the call types received by OCSD. As shown, virtually all of these requests for police service are in the Priority 3-4 range. None of the Top 10 calls for service are crimes in themselves.

When these calls for service occur is relatively common compared to other law enforcement counterparts throughout the nation. As shown in the CFS by time of day graphic below, calls are particularly infrequent in the early morning hours (with less than one per hour, by example, in the 5 am timeframe) with calls for service peaks taking place in the mid-to-late afternoon.

OCSD – Calls for Service by Hour
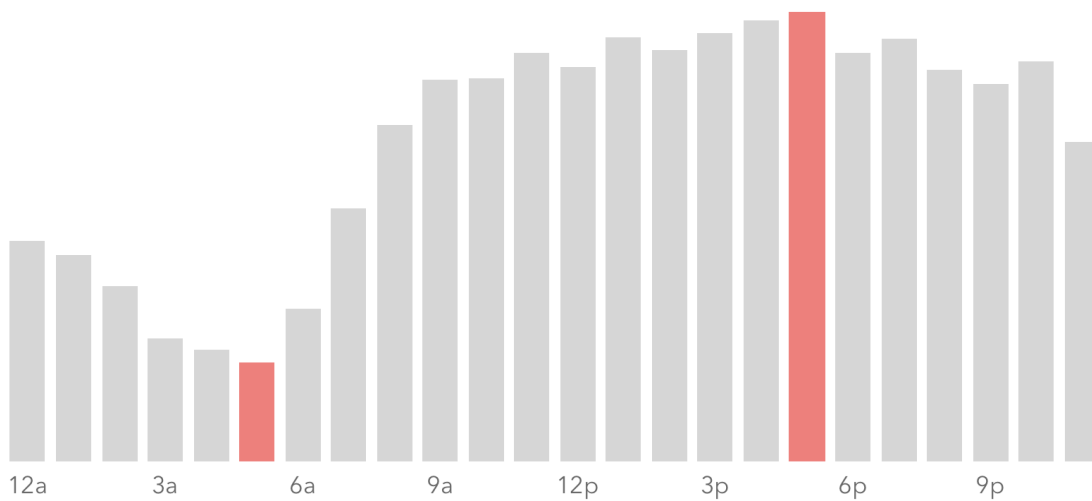
(2) Crime Statistics

Crime statistics reflect another important factor in determining the necessity for staffing levels within a law enforcement agency. While there are a multitude of crime and community problems a police department can address, one of the key responsibilities is preventing the occurrence of, and enforcing the laws surrounding, the most serious criminal offenses typically known as Part I Crimes.

The following tables show the frequency of "Part I" person crimes and property crimes in San Clemente. Person crimes, which are the most serious offenses, are such incidents as homicide, robbery, aggravated and sexual assaults, and similarly egregious crimes against another. Property crimes are incidents such as burglaries, auto thefts,

arson, and other similar events.

San Clemente Part I Crimes, 2012-2016[1]

	2012	2013	2014	2015	2016
Violent Crime	**55**	**75**	**56**	**69**	**75**
Criminal Homicide	0	0	0	1	0
Rape	6	3	12	19	10
Robbery	24	21	17	16	21
Aggravated Assault	45	32	40	43	44
Property crime	**839**	**844**	**689**	**771**	**799**
Burglary	175	209	129	163	184
Larceny-Theft	603	582	486	534	547
Motor Vehicle Theft	61	53	73	74	68
Arson	3	2	1	7	0

Part I Crimes Per 1,000	–
5YR Violent Crime	▲ **36%**
5YR Property Crime	▼ **-5%**

Examining major crime in San Clemente leads to several conclusions pertinent to

this study:

- Major crime levels vary year to year, the overall frequency and rate is largely unchanged over the past five years.

- While violent crime is 'up' 36% from the level in 2012, it changes year to year in a small range. Much of the change relates to changes in the definition of rape by the FBI to be more inclusive of sexual assaults.

- Major property crimes are down by 5% since 2011 but has trended up moderately in the part 3 years.

- Major violent crime is infrequent in San Clemente – a major violent crime occurs

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[1] Note that the uptick in the number of rapes from 2013 to 2014 is as a result of changes to the definition of the offense, and does not necessarily represent an increase in the number of occurrences.

about 1.5 times per week and are mostly aggravated assaults. Other violent crimes are unusual – occurring about once every other week.

- Major property crimes occur more frequently, about twice per week, however, 69% of these are thefts as opposed to burglaries or auto thefts.

The project team also compared Part 1 crimes in San Clemente with other contract law enforcement communities in Orange County. This is shown below:

Community	Property / 1,000 Population	Person / 1,000 Population	Crime Rate / 1,000 Population
Rancho Santa Margarita	6.11	0.88	6.99
Aliso Viejo	7.17	0.63	7.80
Laguna Niguel	10.48	0.74	11.22
Mission Viejo	11.17	0.88	12.05
Average	*11.50*	*1.15*	*12.59*
Lake Forest	11.26	1.35	12.61
San Clemente	**12.29**	**1.20**	**13.49**
Laguna Hills	16.80	1.38	18.18
Dana Point	17.20	1.66	18.86

As the table shows, major crime rates in San Clemente are just above the average for contract cities in Orange County.

For California communities with populations in the 60,000 range, San Clemente's Part I crime rate per 1,000 population ranks second overall for the eleven cities in this range, with Laguna Niguel ranked at the top.

(3) Key Conclusions.

The data indicates that, overall, 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. This backdrop lays the foundation for further information surrounding operational and staffing analysis in the contracted services.

4 Community Perspectives

As part of the study for the City of San Clemente, the Matrix Consulting Group sought the views and opinions of the community about its police services. This was accomplished through an open "Town Hall Meeting" conducted by the project team. A summary of the Town Hall Meeting is provided in Appendix B of this report. The consultants also utilized an online survey of the community regarding the police services provided to the City by the Orange County Sheriff's Department (OCSD). Because a survey provides an opportunity to quantify views, this chapter provides a summary of the community survey.

1.   **Introduction to the Structure of the Survey.**

The survey was divided into four sections to include a demographics section; forced-choice questions soliciting level of agreement and disagreement; a section ranking key public safety issues in order of importance; and a concluding section asking for narrative feedback regarding any public safety areas of interest.

The City's website and social media channels linked to the survey on SurveyMonkey.com where citizens were able to access the survey for one-month throughout November 2016. A total of 460 complete responses were received.

2.   **Respondent Demographics.**

The following points summarize the demographics of the survey respondents:

- 98% majority of respondents are City residents, 45% of the respondents work in San Clemente, and 63% have had contact with a San Clemente Sheriff employee in the last two years.

- The Patrol and Investigations employees have had the most interactions with respondents (81% and 27%, respectively).

- Most contact was generated from service requests (68%), with one-fifth of the contacts generated through follow-up investigations.

In summary, the demographics of survey respondents represented a broad spectrum of the community.

3.   Some Police Services Delivery Is Well Regarded While Overall Community Safety Is Perceived as an Issue.

The survey asked respondents to indicate their level of agreement the nine statements in the following table about San Clemente's police services. The response options were "strongly agree" (SA), "agree" (A), "disagree" (D), "strongly disagree" (SA), or "no opinion."

POLICE SERVICES FORCED-CHOICE RESPONSES					
Statement	**SD**	**D**	**A**	**SA**	**No Opinion**
I would feel safe walking alone in my neighborhood or business location at night.	24%	29%	28%	16%	2%
I would feel safe walking alone in my neighborhood or business location during the daytime.	5%	13%	46%	35%	1%
Police services are highly regarded in the community.	6%	20%	42%	21%	11%
I have a positive view of the police services in San Clemente.	8%	21%	44%	21%	6%
I frequently see police patrol vehicles in my community.	33%	37%	20%	7%	4%
The level of traffic enforcement conducted by the Sheriff's Department is about right.	17%	26%	39%	6%	12%
The Sheriff's Department is responsive to the law enforcement needs of the community.	13%	30%	35%	9%	12%
The Sheriff's Department appears to be responsive to traffic safety concerns.	7%	20%	46%	9%	18%
Contract police services are cost effective for the city.	12%	18%	19%	10%	40%

The following points provide further detail regarding the sentiments of the community expressed through this survey:

- Approximately two-thirds of the survey respondents believed police services are viewed positively and highly regarded.

- While the vast majority (81%) respondents feel safe walking their neighborhood in the daytime, over one-half do not feel safe walking alone in their neighborhood at night. This may be exacerbated by the opinion that 7-in-10 do not frequently

see patrol vehicles in their community.

- Views are divided on whether the Sheriff Department is responsive to the specific law enforcement needs of the community. Traffic enforcement, by example, had split opinions regarding its adequacy.

The survey also addressed specific law enforcement issues in the community. These are discussed in the next section.

4. Various Key Quality of Life Issues Are of Significant Concern to San Clemente.

Respondents were asked to rank the most significant public safety issues in their community; the most important issue being ranked as one and the least ranked as seven. Based on this exercise, the categories were rated from most important to least important based on relative weightings. The outcomes are summarized in the table below.

WEIGHTED RANKING OF KEY PUBLIC SAFETY ISSUES								
		Rank Order						
Issue	**Weighted Rank**	**1**	**2**	**3**	**4**	**5**	**6**	**7**
Violent crimes	#5	13%	5%	10%	14%	26%	24%	8%
Property crimes	#2	23%	28%	23%	15%	8%	3%	1%
Drug-related offenses	#3	16%	22%	28%	19%	10%	3%	2%
Panhandling & illegal encampments	#1	37%	22%	13%	13%	6%	3%	5%
Public intoxication	#4	3%	11%	15%	26%	28%	14%	4%
Traffic	#6	7%	10%	9%	9%	17%	40%	8%
OTHER (not listed)	#7	7%	2%	3%	3%	3%	10%	72%

(1) Panhandling and Illegal Encampments are Rated as the Highest Public Safety Issue, with Property Crimes Following Closely.

The general ranking of key public safety issues for San Clemente responding residents and businesses is recapped in the following points:

- Panhandling and illegal encampments – 37% ranked as most significant, 72% ranked in top three.

- Property crimes – 23% ranked as most significant, 74% ranked in top three.

- Drug-related offenses – 16% ranked as most significant, 66% ranked in top three.

As shown, only one-of-three key public safety concerns are considered major (Part I) offenses. Most areas of concern surround important quality of life issues.

(2)   Violent Crimes and Traffic Issues Were Seen as Less Significant Concerns.

The general ranking of less important public safety issues from survey respondents' perspective is recapped in the following points:

- Public intoxication – 29% ranked in top three.

- Violent crimes – 28% ranked in top three.

- Traffic – 26% ranked in top three.

While one quarter of more of respondents indicating that these are issues is significant, they were less of a consensus than the issues described earlier.

5.   Narrative Responses.

Part of the survey gave respondents an opportunity to provide any additional thoughts, in narrative form, on any of the topics covered in the survey. Words and themes were counted in the narratives provided, and are summarized in the table below showing the most common narrative concerns.

ADDITIONAL INPUT THEMES	
Response	**% Response**
Drug-related offenses	40%
Panhandling and encampments	49%
Property crime	16%
Public Intoxication	12%
Staffing, presence, and visibility	21%
Traffic	22%

The responses in this narrative section provided additional insights based on our interpretations of the written explanations provided by survey participants.

- Issues usually related to poverty appear to be the focus of an overwhelming amount of responses. Panhandling, encampments, and drug-related offenses were the dominant themes throughout narrative responses.

  – Many residents think public intoxication, drug-related offenses, panhandling, and encampments are synonymous.

  – Respondents often attribute property crime to the homeless and drug offending populations.

- Unlike the results of public safety issues ranking section, traffic was mentioned with relative frequency. Interestingly, the level of traffic enforcement was a priority for some, while others thought traffic enforcement resources should be redirected to higher priority issues.

- Most residents who mentioned police staffing, police presence and police visibility concerns regularly suggested an increase of law enforcement personnel as a way to reduce the occurrence of the other issues mentioned in responses.

In summary, these perceptions underpin the expectations of the community in the delivery of OCSD public safety services.

6. These Concerns Were Also Expressed in the Town Hall Meeting.

During the focus group meeting with residents, the project team asked participants to identify the "three most pressing concerns" by attaching dots to the various issue-areas raised during this "Town Hall Meeting." The following table outlines the "weighted issues" in order of importance based on the dots placed by residents.

Perceived Law Enforcement Issues of Importance – Focus Group

RESIDENT ISSUES BY WEIGHTING	
Category	# of Dots
Insufficient Police Staffing	41
Transients	23
Ridge Trail Enforcement[2]	15
Use of Code Enforcement	9
Dollars Spent on Policing	4
Burglaries	2

As shown above, residents believe that insufficient police staffing is a key issue.

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[2] Beyond the first two categories, observation suggests that participants did not fully understand instructions, placing multiple dots under one category.

This was echoed in the customer survey narratives whereby most residents who mentioned police staffing, police presence, and police visibility suggested an increase in law enforcement overall as a way to resolve local public safety issues. These issues include panhandling, encampments, homelessness, property crimes, and drug-related offenses which survey respondents believe are the most significant public safety issues. Furthermore, the residents provided a variety of concerns and perceptions of problems ranging from residential burglaries to shootings and gangs.

7. Most Survey Respondents Believe That Levels of Community Safety Are Getting Worse (or Much Worse).

Respondents were asked to provide their views on whether levels of safety in the community were getting better or worse. Responses to these questions are displayed in the following table.

OVERALL, THE SAFETY LEVEL OF MY COMMUNITY APPEARS TO BE:					
Getting much better	Getting somewhat better	Staying about the same	Getting somewhat worse	Getting much worse	No Opinion
2%	3%	23%	30%	41%	1%

A large majority (71%) of residents think the safety level in their communities appears to be getting somewhat worse or much worse. Only 28% of respondents think safety levels are staying the same or improving. This is a significant finding in this study.

8. Key Conclusions

While the previous chapter demonstrated that the crime environment in San Clemente is comparatively 'safe', the community clearly believes that safety is a key concern. Moreover, it is getting worse for a significant portion of the community. These views were also heard in the Town Hall Meeting.

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.

The following chapters of the report describe how the OCSD is providing services in San Clemente, analyses the effectiveness of these services and recommends opportunities for improvement.

5 Addressing Community Safety Concerns

Despite an assessment of crime and service trends in San Clemente which indicate that major crime is infrequent and comparatively low for any community, community feedback through a survey and 'Town Hall Meeting' indicates that there are significant concerns about safety and crime. Objective facts matter little when perceptions are contrary to those findings and conclusions. As such, a 'positive public safety message' is not getting through to the public. The messengers, both OCSD and the City, have an obligation to seriously address community perceptions and meet San Clemente's unique needs without an over-reliance on costly additional resources to "throw at the problem."

Later chapters of this report evaluate opportunities to deploy, direct and utilize contract police service staff in every function more effectively. However, addressing these perceptions needs to start with the management of police services and how Sheriff's Department and City leadership works with the residents and businesses in the City to identify, address and resolve community problems.

This chapter begins that analytical process of identifying opportunities to improves the management of police services in San Clemente to address the significant concerns expressed.

1.   **Plan with the Community Through Problem-Oriented Policing Principles.**

It has become clear during the course of this engagement that the community of San Clemente has high public safety expectations. There are a variety of community members passionate about their livability issues. These community observations are

made despite the overall safety of San Clemente and the higher value residents currently place on the OCSD's overall performance.

The San Clemente community expects more visible patrol resources as well as "better focused" patrol efforts. OCSD is pursuing various approaches to accommodate, to include the recent development of their TRIP program, but only some much can be accomplished with a smaller special enforcement unit. While OCSD deputies perform a variety of self-initiated activities as reflected in CAD and daily activity reporting, they do not consistently reflect a planned approach with respect to problem-oriented policing (POP). This should be somewhat expected, given the strategic frameworks and performance expectations for guiding such efforts are currently largely lacking.

In sum, OCSD is largely performing public safety in a vacuum, without sufficient public input to help resolve perceived problems in the community. To better address these community problems, OCSD should fully executive a problem-oriented policing (POP) approach designed to take full advantage of POP tools and community assistance. According to the Department of Justice's abstract on problem-oriented policing, "(POP) is a way of thinking about policing that stresses the importance of the end product rather than the means*. It overlaps with Community-oriented Policing in that the community is often involved in defining the problems and identifying interventions (emphasis added)."* The problem-oriented programmatic philosophy is further summarized in the following abstract by the DOJ.[3]

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[3] Community and Problem-oriented Policing Abstract, USDOJ, October 2010, pg. 4-5.

Problem-oriented Policing – Department of Justice Office of Justice Programs Summary

Problem-oriented policing is a department-wide strategy aimed at solving persistent community problems. Police identify, analyze, and respond to the underlying circumstances that create incidents. The theory behind it is that underlying conditions create problems. Thus officers use the information gathered in their responses to incidents, together with information obtained from other sources, to get a clearer picture of the problem. The traditional conceptual model of problem solving, known as SARA, follows these four steps:

Scan. Identify problems and prioritize them incorporating community input.
Analyze. Study information about offenders, victims, and crime locations.
Respond. Implement strategies that address the chronic character of priority problems by thinking "outside the box" of traditional police enforcement tactics and using new resources that were developed by the city to support problem-solving efforts.
Assess. Evaluate the effectiveness of the strategy through self-assessments to determine how well the plan has been carried out and what good has been accomplished.

This process provides for a fresh uninhibited search for alternative responses. Some examples of alternative solutions include:

Target hardening (i.e., reducing opportunities)
Changes in government services
Provision of reliable information to residents
Specialized training for police officers
Use of community resources
Increased regulation
Changes in city ordinances or zoning

In summary, the process represents a new way of looking at the police function. It is a way of thinking about policing that stresses the importance of the end product rather than the means*. It overlaps with Community-oriented Policing in that the community is often involved in defining the problems and identifying interventions.*

In summary, proactive time efforts by patrol and specialized units should be guided by these POP principles and tools, should be more definitive, and directed activities consistently developed around key goals and objectives linked to desired outcomes. These can include directed patrol activities such as drug sales / use suppression, panhandling enforcement, property crime preventive patrol, school zone speed enforcement, or other problem-oriented policing initiatives.

POP efforts need to focus more on the process of targeting problems in the community and making assigned staff accountable for results as discussed in the abstract above. It ideally involves the community in becoming part of the solution by

helping identify problems of local interest. In conclusion, problem-oriented policing initiatives require community engagement as well as close scrutiny by OCSD given unique POP objectives that can change as community needs and expectations fluctuate.

The community needs to be brought into the planning, identification and problem solving aspects of this process. Their involvement in a strategic planning or other process is essential.

2. Problem-Oriented Policing Requires Flexibility to Address Community Needs.

The POP philosophy requires OCSD staff to remain progressive and nimble with respect to serving the community. Such flexibility is illustrated in the prior chapter's methods for cost-effectively addressing summertime increases in workloads by changing assignments and moving personnel based on perceived (and actual) need. OCSD is taking some initial steps that are consistent with POP principles, the development of TRIP being one important initiative. A recent e-mail transaction between OCSD TRIP personnel reflects proactive work accomplished, but this was not widely publicized. An abstract is shown below illustrating some problem-oriented approaches taken by OCSD on behalf of community interests.

(Edited for brevity email to President representing an Association) I was patrolling the ridgeline trail today and I noticed there was no "No Trespassing" sign at the cul-de-sac area from the west Calle Del Cerro utility access. The sign is posted next to the trail further to the east. I attached a picture of this and you will see the sign in front of my unit. I would suggest posting a sign near the posts at the end of the cul-de-sac. Also, there are no signs posted at the top of knob hill. I'm not sure if this is a problem area and I'm sure a sign would hinder the view from up there (another photo attached). The only violation I observed today was a lady with 2 dogs off leash. I spoke with a few more folks who were walking the trail that also live in the area. The consensus was there are bikers in the area from time to time but that it was a fairly rare occurrence. I provided them with the number to dispatch and asked them to call in the future if any dirt bikes, etc. were seen in the area. I will try to return to the area again before the week is out.

In brief, this effort represents important flexibility in addressing community needs; this and many other efforts should be more widely publicized by San Clemente and OCSD to keep the involved citizenry informed.

3. **The OCSD Must Enhance Communications with City Leadership and the Community.**

While effective communication with the community is a partnership effort between City leadership and department-heads, management of each department must take the lead in ensuring their department's message is effectively shared with the City internally as well as with the community. To that end, OCSD San Clemente representatives must be at the forefront of effective and positive public safety messaging.

Our review of public safety communication by OCSD has found this effort lacking. While OCSD has specific personnel dedicated to communicating insights to

specific community groups (e.g. Crime Prevention), there is no overarching

communication effort designed to keep the City and community well informed. This is

illustrated by:

- **There is no real use of information to communicate public safety operations**. There are virtually no management reports for use internally or for reporting back to the City Manager, the City Council, or the community regarding meeting Department goals and objectives, addressing specific crime problems, reporting on significant performance metrics or resolving major initiatives or issues. Recently OCSD has provided some information to the City as to "counts of activities" such as an annual response time report, and intends to continue sharing information. But to date communication of important public safety information has been lacking. The most recent formal slide presentation on OCSD public safety to the Council was performed in 2013. This type of reporting should occur at least annually.

- **Publication of vision, mission and core values is lacking; formal goals and objectives to share with the City and community do not exist**. During interviews and data collection efforts the project team found that there are no formal long range departmental goals or intermediate and short-term objectives; nor are there a strategic planning processes designed to address community public safety needs. In effect, there are no clear guiding principles which connect an overarching strategic plan to goals, linked objectives, deployment methods and measurable performance objectives. This makes it difficult for the City to hold the Chief and other OCSD staff accountable for service, but as importantly there is no real framework for delivering public safety new to the City and community.

- **Management communications within the Department should be improved**. There are no formal mechanisms to regularly communicate issues, trends, and events within the Department. As a result, patrol briefings and word of mouth have been the primary method of communications. There is no formal process in place to communicate issues upward/downward and seek input from line and supervisory staff. Therefore, a viable source of information that could be shared with the community and city is handicapped as a result of informality.

- **Better use of technology-based tools can enhance public communications.** One of the notable areas of improvement for OCSD is effectively publicizing the public safety efforts undertaken. Regular publication of relevant and up-to-date outputs and outcomes is completely lacking in the City's webpage, OCSD's webpage, or Facebook site.[4] Consequently the community is not able to be

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[4] http://san-clemente.org/department-services/safety-services/police-services
http://www.ocsd.org/patrol/sclemente/
https://www.facebook.com/cityofsanclementegovernment/

effectively informed as to OCSD public safety efforts and thus cannot clearly judge the work or progressive programmatic efforts such as TRIP that are conducted by OCSD on San Clemente's behalf.

In summary, OCSD should address the above shortcomings, with the intention of more widely publicizing San Clemente and OCSD public safety efforts to keep the involved citizenry informed.

(1)   Sharing Information with the Community is Important, Engaging the Community is Vital.

In many jurisdictions, community expectations have a significant influence on the operations of a police department and as such, effectively engaging the community is vital. Communicating information-based public safety results back to the community is important, ensuring that information that is reported is founded on data and readily accessible through a variety of channels. However, such communication is <u>one-way.</u> <u>Community engagement is s two-way endeavor</u> that best satisfies a community that wishes to stay informed and (rightly) involved.

(2)   Resolve Public Safety Issues with the Community.

OCSD should embrace the community in a well-defined partnership that enhances the operations of the police without special interest or political influence. This process will require holding meetings with the community to discuss issues with service, service definition, and OCSD reporting back regularly about service issues and trends. There are many avenues for engaging the community, not the least of which is development of a public safety strategic plan that involves the participation of informed community members. This strategic effort can openly address many of the following, with the intention of effectively resolving these issue-areas collectively with police personnel and community representatives.

- Despite sufficient proactive time availability at a full patrol staffing contingent, what key factors make the community believe there is insufficient police staffing? Why is there a perception that police vehicles are not seen in various neighborhoods? How can these perceptions be resolved through different patrolling and other techniques?

- As the community wants emphasis on non-critical but "high profile" services such as homelessness management, ridge trail enforcement, etc., what focused problem-oriented policing efforts can be devised to address these interests? Does the community have a willingness to further enhance volunteer services to perform safe but necessary activities?

- The OCSD has recently instituted their TRIP special team to address various community problems. Does the community believe TRIP is focused on the "right problems?" Based on (future) communications from TRIP regarding its progress, how should TRIP's "mission" change from season to season, and year to year?

- Educate the community through engagement that an "appropriate officers-per-thousand" is not practical given San Clemente is a "safe city" with no serious Part I crime offenses. Officers-per-thousand is no longer a viable metric, and has too many inherent weaknesses to be used as a guideline for service delivery.

- Community feedback received during the course of this report indicated split opinions regarding the value of service received for the budget amounts expended. Various observations were offered to include increased budget, developing an in-house police department or regionalization of police services (e.g. Dana Point, San Juan Capistrano and San Clemente). Community engagement can further explore these perceptions, providing OCSD leadership with an opportunity to tout its approaches to law enforcement. Ultimately, is the community willing to pay more money, through a public safety surcharge or cost-reallocations, for potentially additional services?

These issues-areas demonstrate for OCSD and the City that there are important community perceptions related to public safety that need to be addressed, but that also need to be solicited to further engage the community and understand their needs, wants and desires within the context of fiscal realities.

(3)   Report Results Regularly.

The community engagement process would not be effectively completed without reporting results of the various POP efforts undertaken. As previously stated,

communication is critical, and providing feedback to the community on public safety efforts that have been devised in partnership with the community is crucial. The following table provides various processes to undertake and metrics for reporting results. These are not exhaustive; OCSD should develop their own reporting mechanisms, informed by the sample provided, that best meets the needs of the City and community with respect to POP and other public safety activities.

Illustrative Problem-Oriented Policing Processes and Metrics for Reporting Results

POP Area	Processes	Possible Metrics
Tracking Community Engagement Time	• Track the amount of proactive time spent by patrol officers in aggregate and by shift. • Track 'hot spots' in areas. • Track relevant individual measures of proactive policing in aggregate and in beats. • Supervisors should develop 'tactical action plans' to address problems. • Develop quality of life / code enforcement indicators. • Track the efforts of patrol supervisors and managers in supporting and interacting with the citizens.	• 40-50% proactive time on average in aggregate • Develop real time hot spot policing in 1 day; track results. • Develop metrics for each assignment – # of citizen interactions / month, % of time in officer initiated activities. • Meeting x% the targets spelled out in the plans. • Quality of Life issues addressed by next week. • Conduct quarterly Town Halls; meet with identified community groups in x period; respond to requests in x days.

POP Area	Processes	Possible Metrics
Evaluating the Effectiveness of POP	• Develop and work with Staff and Citizen 'Strategic Planning Groups' to define and evaluate specific policing targets. • In support of the 'tactical action plans' described in this report, develop comprehensive approaches to formally structure them. • Develop long term targets for addressing quality of life issues in each beat. • Develop annual surveys of community perceptions of safety and the OCSD's effectiveness in shaping those perceptions. • Identify appropriate community groups in City and work with them to address community problems which OCSD can address. • Conduct periodic independent and objective assessments of the OCSD's performance in critical problem-oriented policing efforts and interactions.	• Internal and external groups created in 2017; develop service targets in Q2 2017. • Develop planning process by Q2 2017 and implemented in Q3. • With community, identify output metrics demonstrating quality of life improvements. • x% overall survey satisfaction • Outreach to identify community groups to interact with; goal of quarterly (or other) meetings by OCSD leadership, as appropriate. • Develop assessments of POP performance. Report findings publicly and regularly.

Recommendations:

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 OCSD Chief 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 OCSD 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 OCSD Chief and supervisory staff must develop a system of data collection so that the response to meeting goals and objectives can be measured.

The OCSD Chief and supervisory staff must develop an internal and external performance reporting system based on these goals and objectives. These outcomes should be reported regularly to the City and community.

The OCSD 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 OCSD 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 OCSD 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

6 Analysis of Patrol Services

This chapter focuses on patrol-related services duties and responsibilities beginning with patrol operations that are provided by the OCSD. The workload information utilized in this section was obtained through interviews with Sheriff management and supervisory personnel, City staff discussions, data provided by OCSD HQ, and a review of documents and information from the Department's varied information systems (e.g. Computer-aided Dispatch).

1. **Overview of the Patrol Staffing Analytical Model.**

While it would be useful to identify a 'golden rule' of law enforcement staffing needs, there is no single right answer. The utilization of various comparative measures does not adequately provide for a comprehensive evaluation of field staffing needs, nor should it be used as the primary basis for a local government to measure the effectiveness of law enforcement services. While is it somewhat common practice to suggest law enforcement resource needs based upon the number of sworn staff per thousand population, the Matrix Consulting Group does not use a "per capita" or "per 1,000" ratio as an analytical tool in assessing field staffing needs, for the following important reasons:

- Ratios do not consider the seriousness of the workload levels of the jurisdictions being compared. For example, the crime rate is not considered in any comparative analysis of workloads, specifically, the number of serious crimes in a community (e.g. homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, and larceny).

- Ratios do not consider a jurisdiction's approach to alternative service delivery or "differential law enforcement response." The use of civilian personnel (or lack thereof) to handle community-generated calls for service and other workloads has great potential to impact the staffing levels of sworn personnel. Civilians (i.e., community service officers, telephone reporting, online services, etc.) can

be used to maximize the efficiency and effectiveness of sworn personnel.

- Ratios do not consider the differences in service levels provided or philosophies with which a jurisdiction may deliver law enforcement services (e.g. community-oriented or problem-oriented policing, a reactive versus proactive approach, the utilization of other regional law enforcement resources in solving problems or providing back-up to patrol, etc.). These variables result in an inability to accurately compare the necessary number of field patrol personnel through a ratio or per-capita analyses.

- Ratios do not consider other differences which have an impact on regular patrol staffing needs such as the existence of special enforcement / support units as well as operational approaches (e.g. the use of field citations versus transported arrests, manual versus automated field reporting systems, and whether patrol officers are expected to follow-up on certain investigations).

- Ratios do not take into account geographic, meteorological and topographical differences (e.g., square miles of a service area) and other response impediments which can impact patrol staffing needs.

- Ratios do not take into account changing population characteristics, such as jurisdictions with a significant exodus of commuters, college towns with large seasonal fluctuations in population, resort locales, or smaller communities adjoining large metropolitan areas with significant crime problems.

Although these ratios are interesting, they do not provide a comprehensive measure of staffing needs for a specific community, nor should policymakers use them as a basis to make decisions regarding patrol staffing. The project team's approach is supported by the *International Association of Chiefs of Police (IACP)* that views officer per thousand ratios as "totally inappropriate as a basis for staffing decisions"[5].

For these numerous reasons, the project team does not use "per capita" or "per 1,000 residents" ratios as a way for our clients to measure effectiveness in providing law enforcement services, or as a determinant in developing staffing needs. While per capita staffing has some comparative value year-to-year over the short-term, it can also become misleading over mid and longer-term timeframes. As the complexion of a

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[5] International Association of Chiefs of Police, Patrol Staffing and Deployment Study, 2004, document 7218.

community shifts and the delivery of patrol and police services change, per capita data

become erroneous. Given the shortcomings of per-capita analysis, the project team's

analysis of OCSD patrol staffing considered the need for a balance of community-

generated workloads and the availability of proactive time to perform proactive policing.

The following subsections describe this analytical process.

(1) **The Analysis of Patrol Resource Requirements Should Be Based on Actual Workloads Handled and Appropriate Targets of Proactive Patrol, as Well as Other Factors.**

The Matrix Consulting Group utilizes methods in which the number of police field

personnel required is based on an analysis of the unique workloads and service level

requirements of a community. In order to evaluate these resources and staffing issues,

the project team conducted a data collection and analytical effort focusing on the

following:

• Determining community generated calls for service workloads to the level of detail necessary to understand the work volume and the time required to handle such work.

• The field resources used to handle calls for service and proactive workloads based on officer availability levels.

• Deployment and scheduling patterns utilized by the OCSD.

• Consideration for self-initiated police activities and targeting a sufficient amount of time beyond community generated calls for service, otherwise known as "reactive" workload. This time can then be utilized to perform proactive or community-oriented policing services (e.g. special enforcement of community-based problems, building checks, neighborhood patrol, etc.).

• Maintaining a deployment that would help reduce risk and maintain officer safety levels.

Field law enforcement services represent one of the areas of law enforcement

operations in which staffing can be substantively quantified based on service levels

desired. Several factors determine the level of patrol staffing required in a community,

including:

• The community generated call for service demand by time of day, and day of week.

• How officers are utilized in the field, how they are scheduled, and it what manner they are deployed (e.g. one-person versus two-person patrol cruisers).

• How calls for service are managed by a law enforcement agency. Many policing agencies throughout the United States "manage" lower priority calls for service in a number of ways. What these methods of handling calls for service have in common is that they free up the time of trained, professional sworn staff from handling lower priority routine calls so that more of their available time can be spent on calls requiring a higher level of expertise and training.

• The level of service desired by the community. This reflects the amount of "proactive" time, or "unobligated" time a community desires and how they wish it to be spent. This is a significant factor and primary driver impacting required patrol staffing levels. Unobligated time involves time not spent handling community generated calls for service and reflects proactive time for which an officer is available for community policing, directed or preventive patrol, self-initiated activity (i.e. observations, including suspicious pedestrians or vehicles, etc.), and other approaches for addressing crime problems, quality of life issues, etc.

The project team has employed a model based on these decision points in evaluating deputy field staffing for the OCSD in terms of workload, service levels, and overall operations. The following section identifies and discusses the various characteristics and elements of the field staffing model, and how reactive and proactive (unobligated) time is calculated.

(2) Key Workload and Data Elements Utilized in the Patrol Staffing Model.

One of the primary responsibilities of a patrol deputy is the responding to and handling community generated calls for service. Further, workload related to these calls for service, including reports, arrests / bookings, back-up assistance to another patrol deputy on a call, etc., as well as the associated times for these activities, are primary responsibilities of the deputy. These elements are foundational in developing the total

field staffing levels required based on desired services levels. These elements are further discussed in the following sub-sections.

(2.1)   Patrol Workloads – Calls for Service.

The first critical data element required to analyze field resources is to document the primary workloads handled by patrol officers. As stated, one of the primary responsibilities of a deputy is to respond to community generated calls for service (CFS). These calls certainly do not represent all workload, however, such as deputy-initiated events, deputy observations in the field resulting in a contact, traffic stops, investigative follow-up, administrative time or other activities reflected in Computer-Aided Dispatch (CAD) or other records. CFS, as typically defined, *represent contacts from the community, generally via E 9-1-1 telephone and 7-digit telephone calls ultimately resulting in <u>one</u> dispatched incident regardless of the number of patrol units sent*. It is critical to understand this fundamental definition in order to comprehend how future analyses are performed in this report. Community generated calls for service **are not** intended to reflect all workload that patrol officers perform. In fact, many law enforcement agencies define "calls for service" as any relevant law enforcement incident, whether initiated by the community or an officer. Irrespective of how any law enforcement agency defines their CFS, the model discussed below relies exclusively on the definition provided and accepted by the IACP. In sum, it must be understood that CFS responses, as defined, are the primary driver for patrol staff evaluation. While self-initiated activities and similar work performed by officers as a consequence of community contact (e.g. e-mail) are all vitally important, community generated calls for service response is the primary core business of a law enforcement agency and should

serve as the basis for staffing levels of sworn deputy positions.

(2.2) Calls for Service Profile.

Our project team has calculated the community-generated workload of the Department by analyzing incidents records in the computer aided dispatch (CAD) database as described in a prior chapter. The following table displays the total number of calls for service handled by patrol units by hour of day and day of week. Note that this does not include thousands of CAD incidents which reflect officer-initiated activities (e.g. traffic stop). These are exclusively community-generated calls for service as defined herein.

Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	118	77	44	50	50	70	106	**515**
1am	116	48	54	58	49	72	85	**482**
2am	93	47	41	46	45	49	88	**409**
3am	69	23	38	35	34	38	52	**289**
4am	38	35	34	41	33	35	44	**260**
5am	43	36	19	32	33	31	39	**233**
6am	46	49	45	53	54	69	41	**357**
7am	57	76	84	97	95	99	84	**592**
8am	94	113	118	120	127	96	120	**788**
9am	110	130	119	123	146	151	116	**895**
10am	133	125	108	147	143	138	102	**896**
11am	152	130	140	131	154	119	132	**958**
12pm	167	132	120	100	134	138	133	**924**
1pm	144	153	149	135	129	152	131	**993**
2pm	140	146	118	153	132	137	137	**963**
3pm	120	147	135	129	161	170	142	**1,004**
4pm	111	178	157	139	167	132	149	**1,033**
5pm	147	156	140	159	146	150	156	**1,054**
6pm	146	154	126	124	152	123	131	**956**
7pm	149	113	122	148	134	173	151	**990**
8pm	146	123	125	104	144	140	136	**918**
9pm	125	113	99	126	117	149	155	**884**
10pm	118	112	88	112	133	189	185	**937**
11pm	106	72	79	92	104	137	157	**747**
Total	2,688	2,488	2,302	2,454	2,616	2,757	2,772	**18,077**

As noted in an earlier chapter, calls for service vary significantly throughout the day, with the most active hour from 5 p.m. to 6 p.m. representing nearly five-times the number of calls as the quietest hour beginning at 5 a.m. As with most law enforcement agencies, the weekend period is the busiest time of the week, with Tuesday the least busy day. As shown in the table below, while there is some important variance in calls

for service by season, it does not reflect dramatic changes that might be experienced in some communities that, by example, are home to a college our university. Despite San Clemente being a "beach community destination site," calls for service workload increases less than 11 calls per day in the summer compared to the other three seasons. This is an important distinction in community service level needs, but certainly not insurmountable.

Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	1,427	
Feb	1,321	-7.1%
Mar	1,450	
Apr	1,481	
May	1,424	-1.5%
Jun	1,547	
Jul	1,863	
Aug	1,721	+15.2%
Sep	1,622	
Oct	1,560	
Nov	1,358	-6.6%
Dec	1,303	
Total	18,077	

These data suggest the following:

•	Patrol staffing levels do need to consider summer seasonal fluctuations to some degree.

•	Patrol staffing levels generally do not need to consider daily fluctuations in workload.

•	Patrol staffing levels need to consider workload variations by time of day as there is a particularly significant CFS variance dependent upon the hour of day.

(2.3) Calls for Service Time Commitments.

Each call for service represents a certain amount of workload, much of which is not captured within just the CFS handling time of the primary unit. The following table presents the various factors which also must be considered when determining the workload time investment associated with each CFS.

Factors Used to Calculate Total Patrol Workload

Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol deputies.

The calculation process used to develop this number has been summarized in previous sections.

Calculated from OCSD data: **18,077 community-generated call for service**

Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp.

In the experience of the project team, the average handling time is typically between 30 and 42 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps.

Calculated from OCSD data: **36.4 minutes of handling time per call for service**

Number of Backup Unit Responses

The total number and rate of backup units responding to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served.

The resulting rate of backup responses can also be expressed as a ratio of the total number of backup unit responses to the number of calls. As such, the rate includes any additional backup units beyond the first.

Calculated from OCSD data: **0.59 backup units per call for service**

Backup Unit Handling Time

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units. The time from when backup units are assigned to when they are cleared from a call is calculated for each individual responding unit, using the same process used to determine primary unit handling time. The results are then developed into averages for each hour and day of the week.

Calculated from OCSD data: **31.4 minutes of handling time per backup unit**

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units.

In this case, the number has been calculated from data, where it was possible to determine that a total of 3,944 reports were written in the year of data used, equating to a rate of 0.22 reports per call for service.

Calculated from OCSD data: **0.22 reports written per call for service**

Time Per Written Report

Based on the number of community-generated calls for service, this number constitutes an important factor of the total workload handled by patrol units in responding to calls for service. It is often the case that units are cleared from a call in the CAD system before they complete any assignments or other tasks relating to a call. As a result, the workload involved in this process must be estimated based on the experience of the project team. We assume that 45 minutes are spent per written report, including the time spent by backup units on supporting work assignments.

Estimated: **45 minutes per written report**

Number of Jail Transports/Bookings

The number of arrests made that involve transport to and booking at a jail, assuming that this time is not captured within the call handling time. At 638 total jail transports/bookings over an entire year of data, this represents a rate of about 0.04 bookings per call for service.

Calculated from OCSD data: **0.04 jail transports/bookings per call for service**

Time Per Jail Transport and Booking (multiplied by the jail transport/booking rate)

Given that data systems do not always capture the time that deputies spend in the process of completing jail transports and bookings before they become available and in-service

again, an estimate is used based on the experience of the project team. This number is adjusted the number as needed based on local factors, such as jail proximity and processing time.

In this case, based on local factors, it is estimated that each jail transport/booking requires 120 minutes, which is significantly higher than the typical value.

Estimated: **120 minutes per jail transport and booking**

Total Workload Per Call for Service

By combining the factors that have been calculated for primary and backup unit handling time, reporting writing time, and jail transport/booking time, the resulting number represents the average number of minutes of workload each call for service generates.

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 21,831 total hours over the entire year of data.

Calculated from previously listed factors: **72.5 total minutes of workload per call for service**

The table above shows the various time commitments associated with the "average" call for service. The variety of call for service data described are used in patrol staff modeling based on proactive time availability as discussed below.

(3)   Proactive Time Calculations Provide Guidance as to Patrol Staffing Requirements.

Proactive time is calculated through an analytical approach that examines the community-generated workload handled by patrol units, as well as the staffing levels of patrol in order to produce a realistic estimation of the Department's staffing needs at targeted service levels. Proactive enforcement addresses all other workloads that are not in response to a community-generated call for service. These include such important services as deputy self-initiated activity, proactive or preventive patrol, investigative follow-up, traffic enforcement, pedestrian stops, foot patrols, etc. It is critical to recognize that all self-initiated activity falls within an "uncommitted time"

category. All police departments should have clearly defined uses for uncommitted time. Officers should know what they are expected to do with time between calls for service.

According to the *International Association of Chiefs of Police (IACP):*

Police agencies should consciously choose a policing style, recognizing that modifications have direct effect on staffing requirements. Agencies coping with budget constraints can choose to reduce uncommitted, prevention-focused time, thus expanding the time committed to response to calls. This strategy reduces patrol staffing requirements, which may risk public safety. Alternatively, agencies can choose to be more proactive, allocating, for example, 40%, 45%, or 50% to of each officer's time to crime prevention, problem solving, community relations, and other proactive activities. This strategy intensifies (increases) manpower requirements. The IACP management survey staff prefers this more proactive approach to policing.[6]

Typically, less than 30% net proactive time available to patrol staff results in inefficient bundling of available time – i.e., uncommitted time comes in intervals too short to be effectively used by field personnel. Often field personnel will run from call-to-call and low proactive time can impact overall response time to the community. **Proactive time of more than 50% generally results in less than efficient use of community resources**, as it is difficult to effectively manage field patrol personnel with this level of uncommitted time. There are important exceptions, however, to these ratios that can be impacted by such issues as officer safety requirements, response time needs, etc. For example, small agencies with a small contingent of field staff and large service areas must have high levels of proactive time, often in the 60%+ range, to address response time, officer safety, and other performance-related issues. In sum, law enforcement agencies, unless of the smallest size, should typically have available from 40% to 50% proactive time to conduct efforts beyond CFS response; those

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[6] IACP Patrol Staffing and Deployment Study

agencies falling outside of this range may have opportunities for operational and/or staffing changes.

Overall, the goal of the modeling and analysis is to accurately model patrol staffing needs based on proactive time targets, recognizing that other ancillary factors impacting patrol staffing levels do come into play. Reiterating from IACP, "Police agencies should consciously choose a policing style, recognizing that modifications have direct effect on staffing requirements." In summary then, the following bullet points identify the key elements of effective provision of field patrol services and the linkage to proactive time:

• Effective municipal law enforcement requires a field patrol force which is designed and managed to be flexible in providing both reactive and proactive response to law enforcement issues in the community.

• This requires that the department balance personnel, resources and time to handle both of these types of law enforcement. Generally, between 50% and 60% of the time in a community should be spent handling all of the elements of reactive patrol. The remaining 40% to 50% should be spent on specific proactive patrol activities, other self-initiated tasks or community policing activities.

• When an Officer has a block of time available (e.g. during a slow day), the activities planned/conducted during this time should be part of a Patrol plan and not left unstructured and random. Effectively addressing issues in the community requires tasks be accomplished as part of a plan – addressing specific problems in pre-determined ways. The plans should be overseen by management but planned and accomplished at the Deputy/Sergeant or "squad" and shift level.

• Any effective proactive approach to patrol requires that information be managed formally and that a formal effort be put into evaluating that information. This evaluation should lead to specific actions to address issues/problems in a community. In addition, attempts to address problems should be evaluated formally to determine if the efforts made have been effective.

These basic elements represent the primary ingredients of effective and efficient municipal field law enforcement in the United States in the 21st century.

(3.1) Proactive Time is Impacted by Deputy Net Annual Availability. This is an Important Factor in Staffing Analysis.

A critical workload element to determine staffing requirements is the amount of annual time available for field personnel to perform their work. A typical patrol deputy is scheduled for 2,080 regular hours per year; however, these employees perform core business duties well below this figure due to scheduled and unscheduled leave, administrative requirements, etc. The table, which follows, provides the calculation of the "net availability" of police officers in patrol based on data abstracted from source documents provided to the project team. Where data was not available, estimates are provided based on other national law enforcement agency averages. The project team defines net availability as the number of hours that a deputy (or any other employee) is available to perform their key roles and responsibilities <u>after</u> the impact of leaves and administrative responsibilities have been subtracted from their gross 2,080 scheduled hours of work.

Factors Used to Calculate Net Availability Per Deputy

Work Hours Per Year

Total number of scheduled work hours for patrol officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This forms the base number from which other availability factors are subtracted from.

Base number: **2,080 scheduled work hours per year per deputy**

Total Leave Hours (subtracted from total work hours per year)

Includes all types of scheduled and unscheduled leave to include vacation, sick, etc. – anything that would cause officers that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

Calculated -**196 hours of leave per year**

Overtime Add-back for Leave Hours (added back to total work hours per year)

In contracting situations, many terms and conditions require that all or the bulk of leave hours be covered to help ensure field coverage despite absenteeism. OCSD provide overtime coverage to help accommodate the large portion of leave hours taken.

Calculated **+142 hours of OT per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours that each deputy spends per year while on-duty attending court, including transit time. While not specifically available, a review of the annual booking information discussed previously resulted in estimates that we believe are satisfactory for patrol deputy attendance at Court. This is an average for all personnel despite court time for many (given shift deployment) is accomplished on overtime as opposed to on-duty time.

Estimated -**4 hours of on-duty court time per year**

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year in training that are completed while on-duty and not on overtime. The OCSD covers this with overtime in the vast majority of instances and consequently time lost for in-service on-duty training is not subtracted.

Estimated -**0 hours of on-duty training time per year**

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including shift briefing, meal breaks, vehicle inspection and fueling, lavatory breaks, supervision interface, and various other activities that occur while on-shift. Administrative time often lengthens as shift length increases. OCSD are on the 12-hour shifts for most days.

The number is calculated as an estimate by multiplying 120 minutes of time per shift times the number of shifts actually worked by officers in a year – after factoring out the shifts that are not worked as a result of leave being taken.

Estimated -**337 hours of administrative time per year**

Net Availability

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which

they are available to work after accounting for all leave, on-duty training and court time, and administrative time. The resultant is compared to annual net availability seen in various law enforcement operations to ensure credibility and should typically fall with 1,550-1,750 hours per year per deputy. Practically, this number changes every year based on actual experience.

Calculated by incorporating the previously listed factors from the base number of work hours: **1,685 net available hours per deputy**

(3.2) Proactivity by Key Time Periods and 26 Patrol Deputy Deployment.

Based on the data provided previously with regard to calls for service workloads, time required on calls, deputy net availability and shift schedules provided to the project team, the following tables show proactive time availability based on the modeling exercise based on 26 patrol deputies which reflect contracted and fully authorized patrol staffing levels being fielded on scheduled regular and overlap "cover" shifts. This will be compared to the actual patrol staffing levels deployed in the following pages:

Calculation of Patrol Proactivity – 26-Deputy Deployment Staffing Levels

Calculation Factor		Value
Total Patrol Net Available Hours		43,810
Total Patrol Workload Hours	–	21,831
Resulting # of Uncommitted Hours	**=**	**21,979**
(Divided by total net available hours: 43,810)		
Overall Proactivity Level	**=**	**50.2%**

Patrol Proactivity by Hour and Weekday – 26 Deputies

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am–6am	4.1	66%	80%	78%	77%	80%	79%	65%	75%
6am–10am	4.6	63%	59%	61%	53%	52%	48%	52%	55%
10am–2pm	5.4	41%	45%	40%	44%	43%	45%	41%	43%
2pm–6pm	6.0	54%	42%	47%	43%	42%	42%	42%	45%
6pm–10pm	5.4	39%	46%	42%	47%	41%	35%	37%	41%
10pm–2am	4.6	46%	58%	63%	58%	59%	38%	32%	51%
Overall	5.0	51%	53%	54%	53%	51%	47%	44%	50%

Proactive time calculations are based on a few basic assumptions that might not completely mirror reality. By example, based on the CFS time calculations, it assumes reports and arrests/bookings are equally distributed throughout the 24/7 cycle. This, of course, is extremely unlikely, as arrests and reports ebb and flow dependent upon several variables. Also note that the proactive time calculation assumes that meals and administrative duties are equally distributed and provided throughout a shift. However, these activities are likely put on hold or eliminated in entirety until, by example, a CFS backlog can be handled.

In addition to the above caveats, certain concessions must be made in modeling to reveal the most relevant data. These include the following that ultimately result in a proactive time model that may be slightly different than experienced.

• Periodically the Motor (Traffic) Officer will be re-assigned to patrol services and be a direct CFS responder instead of performing traffic-centric functions. The model currently does not include the Motor Officer as a CFS responder. If the instances in which the Motor Officers were deployed as a call-for-service unit could be easily inserted in the model, this resource availability would increase the overall amount of proactive time available.

• Like the Motor Officer, other supporting officers will respond to calls for service when necessary (e.g. SRO). While infrequent, such time for these staff resources to respond would increase the overall amount of proactive time available if included in the model.

The blocks of proactive time shown above often coincide with important characteristics associated with calls for service events that occur in many, though not all, communities. By example, the 2 am – 6 am timeframe is typically the slowest and often when officers perform preventive patrol or crime prevention activities as is accomplished in San Clemente. The evening timeframes in several communities are related to a busy time where disturbances, parties, vehicle break-ins, and other nuisance-related activities occur—this is particular true for the weekend periods.

The project team's analysis has shown that proactivity levels based on actual deployments average 44%, which is a high level of service to the community. However, if staffing levels approached authorized capacity levels, proactivity could increase to a little more than 50%.

(3.3) Proactivity by Key Time Periods at Actual Patrol Staffing Levels.

While building proactive time models based on authorized staffing is informative, law enforcement is typically not able to operate at full staffing levels due to vacancies. This has been a longer-term problem for San Clemente whereby maintaining an authorized staffing contingent in patrol has been problematic. Based on vacancy data provided for the latter-half of 2016, we calculated that the average vacancy in OCSD approaches 15% of the patrol contingent, or approximately **3.32** officers vacant at any time[7]. Furthermore, OCSD can only effectively cover approximately 15% of vacancies with overtime staff, as the bulk of overtime is going to other coverage areas such as leave, training, etc. This vacancy rate, reflected in the fewer patrol net available hours (after overtime add-back), has a notable impact on OCSD. This is shown in the

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[7] Importantly, at the time of this report OCSD is at full patrol staffing levels.

following tables which demonstrate proactive time availability developed from the modeling exercise and based on actual patrol staffing levels and patrol units being fielded on scheduled shifts.

Calculation of Patrol Proactivity – Actual Staffing Levels

Calculation Factor		Value
Total Patrol Net Available Hours		39,050
Total Patrol Workload Hours	–	21,831
Resulting # of Uncommitted Hours	=	**17,219**
(Divided by total net available hours: 39,050)		
Overall Proactivity Level	=	**44%**

Patrol Proactivity by Hour and Weekday – Actual Staffing Levels

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am–6am	3.6	62%	77%	76%	75%	77%	77%	60%	72%
6am–10am	4.1	58%	53%	57%	48%	46%	41%	47%	50%
10am–2pm	4.8	34%	38%	33%	37%	36%	38%	34%	36%
2pm–6pm	5.3	48%	35%	41%	36%	35%	35%	35%	38%
6pm–10pm	4.8	32%	39%	35%	41%	34%	28%	29%	34%
10pm–2am	4.1	39%	53%	59%	53%	54%	31%	24%	45%
Overall	4.5	45%	48%	48%	47%	45%	40%	37%	44%

The same basic assumptions noted previously apply here. As shown above, despite the overall proactivity which is reasonable at 44%, there are a number of time blocks in which proactive time is in the lower 30-percentile and indeed falls between 30% proactive time benchmark. Problematically, given this table is a yearly average, there would be particular issues in the summer months.

(3.4) Patrol Staffing Outcomes from Proactive Time Modeling.

Proactive time modeling as one key tool for patrol staff modeling indicates there

are no patrol deputy staffing issues at the OCSD at actual staffing levels of 44% overall

proactive time is more than reasonable for a community like San Clemente.

Importantly, however, there are noteworthy staffing issues at the "actual" patrol staffing

levels typically fielded. This becomes even more problematic in the summer.

- As noted previously, calls for service go up in the summer. The table shows the average proactivity over the course of the year—it would be lower during the summer months.

- In the summer, OCSD activates the Beach Patrol whereby staff patrol the beach area on quad-vehicles and foot. Whereas this is also done on an overtime assignment, there are times in which patrol staff are pulled from beats to staff the beach. The model does not reflect the impact of lost summer staff to Beach Patrol that is conducted during regular time (as opposed to overtime).

In effect, OCSD patrol staffing levels are overall adequate at the contracted 26-

deputy authorized staffing levels though there will be some workload challenges in the

summer. Generally speaking, however, typical OCSD actual patrol staffing levels are

not adequate for a city of San Clemente's topography, square mileage footprint, and

community expectations, thereby creating real challenges particularly in the summer

months. Addressing these patrol staffing issues is a key to patrol operational efficiency

and effectiveness. And while this proactivity information reflects the key characteristic

for the adequacy of patrol staffing levels, there are other considerations that should

ultimately determine overall patrol staff resource needs.

2.   Patrol Staffing Considerations Beyond Proactive Modeling.

The follow sections describe other considerations for patrol staffing levels beyond

proactive time models.

(1)   Consideration for Officer Safety Issues Can Have an Important Impact on Staffing Requirements.

As detailed previously, the availability of sufficient proactive time (44% overall) to perform typical patrol officer duties and responsibilities is a primary driver in developing staffing levels. Implied in these staffing levels are sufficient resources for officer safety.

(1.1)   There is Sufficient Deputy Back-up in the San Clemente Area to Help Facilitate Officer Safety.

Police officer(s) back-up on various call types or incidents is particularly relevant to help address potential officer safety needs and determine staffing requirements. Of significant benefit to the OCSD is the best-practice regionalized patrol support system that has been put into place since the OCSD provides contracted law enforcement services to the surrounding communities. For high priority calls, dispatch will deploy varied OCSD patrol units, irrespective of contract agency assignment. This effort goes in both directions whereby OCSD will receive as well as provide back-up services. Additionally, the average community generated call for service has 1.59 San Clemente Police units responding, slightly above the benchmark practice of 1.50 police units per call.   Additionally, these back-up units spend similar amounts of time on-scene compared to the primary unit responding.

In conclusion, based on the safety of the community, regional OCSD support, and very reasonable back-up rate, OCSD has at their disposal adequate authorized patrol resources given the community profile, thereby mitigating many officer safety issues in the field.

(2)   Response Times are Appropriate in San Clemente.

Response time reflects an important service level metric, although its overall

relevance to crime apprehension and suppression is in question. Law enforcement agencies throughout the nation report response times as they are perceived important.

Response time is generally considered from the caller's perspective; that is, the time from which the caller initiates the call to arrival of the unit on scene. In the absence of this information, travel time is also used, reflecting the time a patrol unit receives a dispatch directive to arrival on-scene. The following table reflects this Travel Time (TT) by priority for the twelve-month period reviewed.

Calls for Service Responding Time by Priority Level

Priority Level	# of CFS	Avg. TT
1	359	5.6
2	7,458	9.9
3	8,976	12.8
4	1,284	15.6
Total	18,077	11.7

In general, the average responsiveness of OCSD patrol personnel is **11.7 minutes** regardless of priority. This should be considered an overall customer-oriented response characteristic for the community. A moderate issue is the responsiveness to Priority 1 calls which are infrequent but of the highest urgency. Travel time exceeds five minutes where ideal police responsiveness falls in the 4-5 minute range from actual telephone call receipt to deputy arrival. While deploying authorized staffing levels will increase the opportunity for enhanced response time, the geographic layout and size of San Clemente precludes much improvement. Consequently, response time performance is not a metric that should be driving additional or fewer patrol resources in OCSD.

(3)   Deputy Net Availability is Good and Cannot Be Easily Adjusted to Enhance Patrol Services.

Increasing patrol work capacity through enhancing the overall annual available work hours for each staff member is one approach to augmenting patrol. OCSD, however, given their current operational protocols, does not have any real opportunity for improvement in this area. Deputies' net availability is presently at 81% after various leave, other net hour subtractions, and overtime add-back, and is well within the expected benchmark range of national law enforcement agencies.

(4)   Given the Overall Sworn Contingent Size of OCSD, There Are Few Opportunities to Respond Differently That Could Benefit Patrol.

"Differential police response" generally focuses on civilian staff taking the place of sworn personnel and responding to lower priority incidents in a variety of fashions. This frees deputies up to perform additional duties and responsibilities that require sworn presence and capabilities. OCSD currently does differentially respond with their three (3) civilianized Community Service Officer positions, while differential police response is progressive, taking full advantage of this method is typically limited to moderate-sized to larger police departments where sworn staff positions can be effectively replaced by civilian staff. OCSD has no such luxury to further replace sworn staff with civilians given the smaller sworn contingent in San Clemente. There are insufficient tasks of a low priority nature that can cost-effectively replace additional sworn staff with civilian personnel. Consequently, further civilianization is not an option for OCSD to enhance patrol or other field support functions.

3.   Revisions to Existing Patrol Operations.

OCSD workload and many other quantitative data are clear with regard to patrol

services: there is presently no need to expand staffing beyond existing authorized

patrol staff resources based on a variety of metrics. This is substantiated by the

following findings and conclusions:

• San Clemente is overall a very safe community that does not experience frequent major crime problems.

• Average patrol proactive time is very reasonable at authorized (contracted) staffing levels during all times of the day and day of week with only seasonal exception.

• While Priority 1 response time to the few hundred annual calls for service is marginally challenged (and cannot be effectively resolved in any fiscally prudent way), overall response time to calls for service is very good.

• Patrol back-up rate is more than reasonable, particularly when considering intra-agency responsiveness. Given this, officer safety cannot be objectively considered a serious issue for OCSD.

• The community has a favorable attitude toward the OCSD with 65% having a positive view of police services; however, survey respondents' attitudes are split with regard to the OCSD focusing on the specific law enforcement needs of the community.

The following sub-sections discuss key conclusions and recommendation for

addressing San Clemente patrol services delivery.

(1) San Clemente Must Consistently Field a Patrol Contingent of 26 Deputies. This Should be Considered a Vital Few Objective and a Contractual Obligation of OCSD.

Throughout the analysis, it has been made very clear that the existing authorized

patrol staffing level of 26 deputies would provide quite satisfactory proactive time

throughout much of the year to conduct effective call for service response and other law

enforcement activities. At issue is that this level of patrol staffing is rarely fielded, with

patrol vacancies becoming common practice.

As noted earlier, vacancy rates averaged 3.32 patrol staff over the latter six-

months of 2016. This can vary widely throughout the year ranging from up to six (6) to no vacancies. While this vacancy rate might be reasonably absorbed in large policing agencies, it is extremely difficult to address these challenges in a smaller patrol force like San Clemente. Deputies work significant overtime providing coverage, but this is largely dedicated to providing back-fill for positions already deployed as vacations, sick leave, training, and other coverage. In effect, given the OCSD vacancy rate in San Clemente, only 15% of such "vacant positions" are covered by overtime deployment.

The OCSD has no formal "minimum staffing levels" for patrol. A minimum staffing level is best-practice for law enforcement agencies, and despite OCSD not developing one, San Clemente should include minimum staffing levels for patrol in their contractual agreement.

As further demonstrated by the proactivity tables shown previously, OCSD actual patrol staffing levels can be problematic. While overall proactive time of 44% is considered adequate in some law enforcement agencies, significant fluctuates by time and day of week are problematic. With actual staffing, the 10 a.m. to 10 p.m. proactive averages range from 34% to 38%, and are below 30% for much of the weekend nights; this is not tenable for a community of San Clemente's profile. It can be particularly difficult to adequately address public safety issues for departments that have smaller patrol contingents serving a larger geographic area. San Clemente's 19.5 square miles has topographical and road network challenges. Furthermore, given San Clemente must deploy resources differently during heavier summer workloads, accessibility to a full patrol staffing contingent is critical.

While San Clemente gets contractually "reimbursed" for these patrol vacancies,

the financial compensations are outweighed by the potential service level issues created, particularly in summertime.   To that end, San Clemente should negotiate specific contract language with OCSD whereby the authorized patrol staffing level never drops below one (1) vacancy. This will mandate OCSD to re-allocate personnel from other Sheriff's Department locales to an OCSD patrol assignment.   While the existing agreement appears to ensure contractual staffing levels are to be provided unless formally amended[8], that has obviously not been assured. As such, this specific contract language should be negotiated.

Recommendations:

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.

 (2) Re-deploy San Clemente Specialized Field Resources to Patrol During Summertime to Act in a Patrol-centric Capacity.

Given increased call-for-service workload in conjunction with a desire for dedicated beach patrol, San Clemente needs to identify methods to augment patrol staff in creative and cost-effective ways.   The following staffing assignments are recommended for summertime months.

• **Temporarily Transfer Motor Deputies to Patrol** - OCSD deploys two (2) Motor Deputies. While additional information is provided later on this assignment, this effort should be suspended in the summertime. Motor Deputies should be re-deployed from Motorcycles to police cruisers, alter their schedule to the patrol

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[8] Agreement executed May 2016, Paragraphs C3 & C7.

12-hour shift, and become primary call for service responders. With authorized staffing levels in patrol, there will be sufficient proactive time for the deputies to perform traffic enforcement and related-duties from their patrol cars. While this will partially de-emphasize directed traffic enforcement from these Motor Deputies in the summer, traffic enforcement is the responsibility of all patrol during proactive time; this traffic role should be emphasized for all patrol staff. Furthermore, and importantly, community expectation is split with respect to traffic enforcement in the community. Forced-choice, narrative and ranking responses indicated traffic enforcement is perceived as "too much or too little." Regardless, Traffic was ranked 6th of 7 in importance for public safety issues that should be addressed (below pan-handling and public intoxication). Consequently, this temporary summer transfer should be able to successfully address several service issues during this time period.

- **Temporarily Transfer the School Resource Officer to Patrol –** The SRO position is dedicated to school programs while in session. However, school is generally out during summer months. Consequently, the SRO position should alter their schedule to the 12-hour shift and become a primary call for service responder during the summertime.

- **Reorganize TRIP in the Summer -** The TRIP program is currently composed of three (3) deputies—two positions which are on rotational assignment from Patrol, the Community Relations Officer position, and one detective assigned dual duties. During the summer, one (1) rotational patrol deputy should remain in patrol as a call for service responder. To compensate for this vacancy, San Clemente should coordinate with the OCSD to have the Directed Enforcement Deputy assigned to the Sheriff's regional team (and paid for by San Clemente) be re-assigned to the TRIP in the summertime. Directed enforcement is a key mission of the TRIP and as such the temporary transfer should not be considered problematic.

- **Formalize a Beach Patrol Program and Budget –** OCSD deploys a dedicated beach patrol program in the summer at San Clemente. It operates from 0600 to 0230 hours with three deputies assigned from patrol and patrolling beach areas on quads. Data suggest beach patrol positions are also filled on overtime, yet based on information from OCSD, it is difficult to distinguish what efforts are full-time, what efforts are overtime, and what are the outcomes of this beach program effort.

  In cooperation with San Clemente, OCSD should better develop a formal Beach Patrol Program that includes identification of required beach patrol deputies temporarily transferred from patrol, a weekly schedule and confirmation that operational hours should extend until 0230, a dedicated overtime budget that must be managed to, and program output and outcome reports showing, citations, warnings, arrests, field interview contacts, and other relevant daily activity report incidents. This Beach Patrol Program report should be developed

monthly are reported to the City in the summertime.

In summary, these re-deployment and programmatic efforts in the summer should serve to mitigate the special community service needs occurring in San Clemente during this season.

Recommendations:

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.

4.   Maintain Existing Patrol Civilian Support.

San Clemente has 3.5 civilian personnel dedicated specifically to patrol supporting efforts. This includes three (3) Patrol Community Service Officers (CSO) and one (1) part-time Crime Prevention Specialist. The former is dedicated to emphasis on vehicular-related activities such as processing traffic accidents to include injury accidents on private property and citing various parking violations to include zones, meters, permit violations, etc. The latter specialist is focused on various crime prevention activities such as attending neighborhood watch meetings and conducting training with them, development of crime prevention brochures and flyers, statistics tracking and related efforts.

Similar to dedicated Motor Deputies, the CSO positions can be augmented or reduced, in part, based on the desire for additional parking violation and nuisance support. Any reductions would result in off-load of traffic accident work to sworn personnel thereby impacting their workloads. Increase in staffing would result in additional parking enforcement activities.

Crime prevention efforts are becoming less prominent in modern law enforcement not because it isn't important, but because it is an activity considered ancillary and often one that is de-funded in economic downturns. A part-time crime prevention specialist in the city the size/profile of San Clemente is appropriate, and no changes in staffing are warranted.

Recommendations:

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.

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

Maintain a half-time Crime Prevention Specialist.

5.   Continue Supporting the Progressive RSVP Volunteer Program.

The Retired Senior Volunteer Program (RSVP) is the second longest tenured program in the nation of its kind founded in 1985. Approximately three-dozen members participate in a variety of activities to include special event management, vacation checks, You-are-not-alone (YANA) visits, re-locating radar trailers, minimal citation production, and front office support. From April 2015 – March 2016 the RSVP program volunteered nearly 11,400 hours of service representing over five (5) full-time

equivalents worth of supporting work.

The RSVP Program is an excellent example of OCSD and the City using volunteer efforts in a progressive and effective manner. As such, any opportunity to publicize and expand the program should be taken.

Recommendation:

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

7 Analysis of Investigative and Support Services

This chapter focuses on what can be described as various supporting services functions provided within OCSD. These represent certain staff positions and particular programs performed by OCSD for San Clemente. The following section includes, but is not limited to, the following:

- Patrol supporting services.

- Investigative services.

- Administrative and related programs.
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The chapter begins with an examination of patrol supporting services which encompass various approaches to solving crime and community problems.

1.   The Department Is Deploying Patrol Staff Supportive Services Consistent with Appropriate Practice.

Patrol supporting services are defined as sworn and civilian staff dedicated to augmenting core patrol call for service responders. They include Motor Deputies, SRO, TRIP team, CSO personnel, crime prevention, task force personnel, and volunteer efforts. The following sub-sections provide findings, conclusions and recommendations related to these efforts.

(1)   The City Needs to Make a Policy Decision That Impacts Staffing for Motor Deputies.

The overarching and primary mission of traffic enforcement is reducing the occurrence of death and injury related to vehicular accidents. To that end, minimizing both fatal and injury accidents should be a core business responsibility of any law enforcement agency intent on preserving life and property.   Research by the

Northwestern University Traffic Safety Institute suggests that there is a correlation between accidents, driving under the influence of alcohol, and the ability to enforce traffic laws and generate citations. In brief, as hazardous citations and driving while intoxicated arrests go up, injury and fatal accidents generally go down. Consequently, a Traffic Enforcement Index (TEI) was developed by the Traffic Safety Institute.

While further research over the years has somewhat eroded the underpinnings of the TEI, weakening the correlation, it nevertheless provides a benchmark from which to start and thus is used as an analytical tool. The TEI is a performance indicator of traffic enforcement capabilities and potential issues, which suggests that the ratio of injury/fatal accidents to the number of moving citations plus the number of DUI arrests should be, at the lowest, in the 1:25 range and ideally 1:40 or better.

Based on calendar 2014 and 2015 data provided by OCSD, the following table is shown:

2014 & 2015 San Clemente Traffic Enforcement Index (TEI) Data

Activity	2014 Number of Activities	2015 Number of Activities
Hazardous Citations	2,537	1,632
Driving Under the Influence Arrests	167	118
TOTAL Citations/DUI	2,704	1,750
Fatal and Injury Accidents	168	133
TRAFFIC ENFORCEMENT INDEX:	**1:16**	**1:13**

The 1:16 and 1:13 TEI is well below the TEI minimum standard of 1:25 and best practices standard of 1:40. Nevertheless, the data show how the model is at times not particularly relevant—in 2015 total hazardous citations and DUI arrests fell, yet so did fatal and injury accidents.

The data does provide a framework for discussion of some key issues that should frame decision regarding dedicated traffic enforcement. These include:

- The Matrix Consulting Group has found that in many agencies a dedicated traffic unit's outputs can have a significant impact on the TEI. This is due to the fact that most traffic units are responsible for a good portion of the citations generated for the jurisdiction, often exceeding 50% of all citations written by a department. Expected performance of a Traffic Unit dedicated exclusively to directed enforcement and citation/warning development is approximately one per deployed hour.

- Traffic citations in 2015 totaled 2,315 hazardous and non-hazardous citations. No records are readily available to determine which deputies processed these (i.e., Motors versus other patrol), but it can be assumed based on the data that the two Motor Deputies collectively processed from 4-8 citations daily. This is in addition to the other accident and investigation services they are responsible for. As such, they can be considered minimally to modestly productive with respect to citation production given their other responsibilities.

- The community's interest in traffic enforcement is very diverse. Some residents rank it highly important; others find existing City traffic enforcement too oppressive. As noted previously, Traffic was ranked 6th of 7 in importance for public safety issues that should be addressed (below pan-handling and public intoxication).

In summary, traffic enforcement should become part of the problem-oriented policing philosophy framed by San Clemente's expectations for these kinds of services. Ultimately the degree to which the City wishes to enforce traffic laws thereby impacting accident frequency will help dictate the level of Motor Deputy staffing which should be deployed. This is both a fiscal and service-level decision. Irrespective of Motor Deputy staffing, based on the emphasis directed, OCSD should establish some reportable performance objectives surrounding traffic efforts for patrol deputies and dedicated Motor Deputies[9].

Recommendations:

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.

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[9] Individual citation/warning quotas are prohibited by California Law. However, this does not preclude group-wide performance objectives for citations and warnings intended to reduce injury accidents and fatalities.

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.

(2)   Maintain School Resource Officer Staffing.

The City of San Clemente currently has one (1) School Resource Officer who is conducting a wide variety of duties and responsibilities summarized as follows:

- Reports to the Patrol Sergeants.
- Works Tuesdays-Fridays.
- Serves as the liaison between the school system (Capital Unified School District) and the Sheriff's Office.
- Support 10 schools (6 elementary schools, 3 middle schools, and 1 high school).
- Attends high school games and dances to monitor alcohol and drug-related activities.
- Responds to all call for service at any of the schools.
- Conducts locker searches – randomly and upon request from school administrators.
- Administers the Text-A-Tip program for all schools.
- Reports to the high school every day and conducts weekly visits to Middle School and Elementary schools.
- Maintains a log of all activities / incidents at each of the schools for submission to the Sheriff's Department.
- Manages Explorer program. Assigns them to assist at special events when needed.

The vast majority of time is being expended at the single High School. Consequently, very limited time is spent at the middle and elementary school level. Information from the *National Crime Prevention Council* is clear with respect to the crime prevention benefits of an SRO position, "Security or police presence at schools helps to reduce (prevent) opportunities for unwitnessed crimes. The presence of school resource police or security officers reduces fear of crime and violence among students, faculty, and staff."[10] Furthermore, the *National Center for Mental Health Promotion and Youth Violence Prevention* see SROs in promoting crime prevention through, "Advising

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[10] http://www.ncpc.org/topics/school-safety/strategies/strategy-school-resource-officers

administrators on how to decrease risks and opportunities for problem behaviors."[11]

According the National Association of School Resource Officers (NASRO) survey, 81% of the officers surveyed indicated that there is no ratio or formula used by their agency for assigning a specific number of SRO's to a school based upon the number of students at the school. Despite these benefits, deployment of SRO staff is largely a policy and fiscal decision and is largely based on the community's perceived need and the ability to fund such positions.

Recommendation:

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

(3)   Continue the Progressive and Proactive Approach to the TRIP Program and Engage Fully in the Problem-oriented Policing Philosophy.

The Targeting, Reduction, Investigation, Prevention Program (TRIP) is illustrative of a proactive problem-oriented policing effort by OCSD in San Clemente. The Orange County area had seen a recent moderate increase in some major crime categories as described earlier in this report.

Importantly, with respect to San Clemente and other surrounding communities, public nuisances, and criminal issues related to homelessness and mental illness were notable. Several of the contributing factors are in direct correlation to Proposition 47 (Criminal Sentences, Misdemeanor Penalties) and Assembly Bill 109 (Public Safety Realignment). While investigative and patrol resources in San Clemente have been responding to these efforts, there simply has not been a lasting, coordinated effort to curb the root problems. The TRIP program was therefore devised. The team is

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[11] http://www.ncjfcj.org/sites/default/files/SRO%20Brief.pdf

composed of three (3) deputies and (1) detective assigned part-time/overtime. They primarily will be utilized to eradicate crime within the city where normal patrol functions wouldn't be as effective. The initial goals will be to address the nuisance issues in the city with "zero tolerance" enforcement. The team takes a systematic approach to illegal encampments and trespassing in the beach areas as well as other problematic areas within the city.

The intention to the TRIP team is to establish working partnerships with San Clemente nonprofit organizations and other county resources that provide assistance for those who battle with homelessness and mental health issues. TRIP will work in conjunction with, and be in direct contact with, the city's Code Compliance/Enforcement Division. A collaborative effort will help ensure enforcement issues are addressed effectively and the most appropriate course(s) of action is chosen to safeguard the community.[12]

Since TRIP is a new program established in the mid-fall of 2016, it is premature to expect specific results and programmatic reporting. However, the program's intentions and design is consistent with effective problem-oriented policing. It is important, however, that TRIP be recognized as only one directed effort to address community problems. TRIP's mission should be weaved into a broader problem-oriented policing philosophy that entails the entire San Clemente police services operation to include patrol, investigations, traffic, and other supporting efforts. This is critical to ensure all resources are directed effectively to address various community issues of importance.

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[12] Abstracted in large part from San Clemente City Council Agenda Report, 10/18/16.

Recommendations:

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.

2.   OCSD's Investigative Case Management Philosophy and Approach Is Inconsistent with Best Practice and Complicates Detective Staffing Analysis.

The evaluation of staffing levels required by criminal investigations is more difficult than

evaluating patrol staffing levels because, unlike these field services, subjective and

qualitative determinants of workload and work practices are more important. Factors

making analyses difficult include:

• Approaches used to screen, assign, and monitor cases vary among law enforcement agencies.

• What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level property crime cases to detectives and other staff varies. Also, the extent to which patrol performs preliminary investigation varies widely and impacts detective caseloads.

• Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, and the time devoted to clerical tasks.

• The nature of the caseload is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of leads, suspect description, and other available information. The way information in a single case combines with information on other cases also impacts investigative actions.

• Finally, the nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

    Unlike patrol, investigative workload cannot be easily and convincingly converted
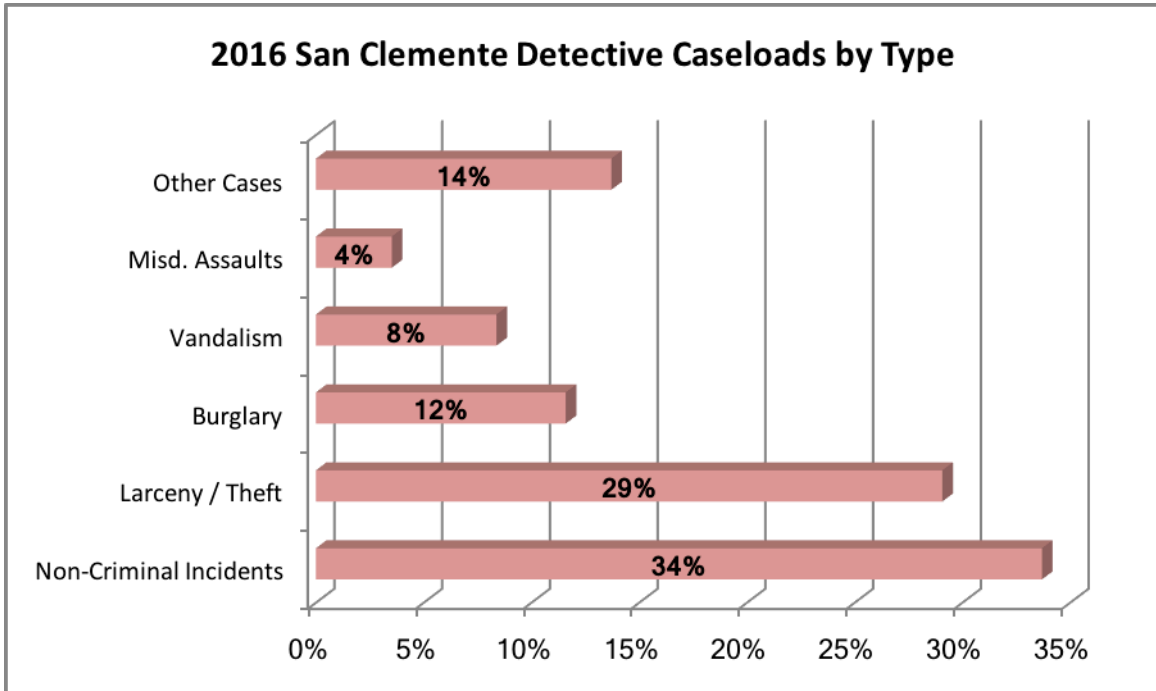
into quantitative methodologies to arrive at required staffing levels. Investigative staffing

requirements need to be examined from a variety of perspectives in order to obtain an

overall portrait of staffing issues, case handling issues, and philosophies that have an

impact on staffing needs.

(1)   OCSD San Clemente Detectives Appear to Investigate Nearly Every Incident Received, With Minimal Case Clearances and Case Closures Throughout the Year.

There are currently four (4) detectives assigned to San Clemente's police

services operation which are supported by OCSD bureau detectives for particular more

serious person-crime types. One of the four detectives were assigned in July 2016. The

four detectives averaged the following number of cases assigned per month:

- Detective #1 – 50 cases per month.

- Detective #2 – 28 cases per month.

- Detective #3 – 20 cases per month.

- Detective #4 – 18 cases per month.

As shown above, over the course of 2016, hundreds of cases were assigned to

these detectives composed of the following key case types:

2016 San Clemente Detective Caseloads by Type

Category	Percentage
Other Cases	14%
Misd. Assaults	4%
Vandalism	8%
Burglary	12%
Larceny / Theft	29%
Non-Criminal Incidents	34%

In sum, 1,276 cases were assigned in 2016 to San Clemente detectives summarized in the graphic above. This case profile is very unusual as over one-third of the cases assigned are classified as Non-criminal incidents. Nearly another third are larceny and thefts and approximately 20% are obviously felonious in nature to include burglaries, and approximately half the "other cases" category (which include robbery, aggravated assault, possession of weapon, etc.).

Of the 1,276 cases assigned, only 11% of them have been closed, resulting in an unmanageable open caseload of 89% of all remaining cases. The combination of case types assigned, combined with the extremely low case clearance/closure rate, is reflective of a detective case management approach that has substantial opportunity for improvement to ensure the citizens of San Clemente receive the best investigative services. This problem is exacerbated by the fact that the San Clemente detectives have no direct supervision—supervision is allegedly provided at the Bureau level— thereby forcing the senior-most detective to perform this important case assignment

work in addition to other important duties.

(2)   OCSD Must Adopt Formalized Investigative Case Management Practices to Improve Detective Caseload Management, Improve Clearance Rates and Better Serve the Community.

The current approach by which OCSD manages San Clemente cases is ineffective.   There are presently no guidelines with respect to what should be investigated and what should be screened.   Approximately one-third of the cases assigned to detectives are defined as non-criminal which are generally unheard of case assignments in law enforcement agencies throughout the nation.   Furthermore, the largest proportion of cases fall in the misdemeanor (e.g. vandalism) as opposed to felony (e.g. burglary) category; and while San Clemente detectives should have time to investigate some of these to provide customer service, they are overwhelmed with cases that many law enforcement agencies would screen out given solvability probability, value of the property stolen, etc.

At an 11% case closure and clearance rate, OCSD is not serving well the investigative needs of the San Clemente community.   This is not a staffing issue or likely a detective performance issue but rather a case management issue. There are numerous opportunities for operational case management changes that can better facilitate case management and ultimately impact staffing levels.

(2.1)   As Part of the Problem-oriented Policing Philosophy, Consult with the City as to Investigative Expectations.

As noted previously, the investigation by detectives of "non-criminal incidents" is generally unheard of in law enforcement. The fact that only 3% of these cases were cleared/closed illustrates that these cases are generally not being worked, only cluttering detective desks and inflating caseloads.   Some policing agencies do not

investigate petty thefts, vandalisms, misdemeanor assaults, etc. at the detective level, either forgoing such investigation entirely due to lack of solvability in many instances or instead assigning to patrol for follow-up.

The expectations of the City as to investigative desires should help drive what San Clemente detectives focus upon and ultimately the staffing levels required. Clearly all cities expect potentially solvable felonious events to be investigated, juvenile runaways to be tracked down, and misdemeanor crimes with known suspects to be pursued; however, there is a broad area of investigative expectations that can be addressed or foregone based upon community desires and fiscal realities. By example, some police agencies screen out thefts that do not reach a certain dollar level. In concert with the City, police services management should engage the City and help identify investigative expectations which will lay the foundation for case management processing.

(2.2)   The Department Should Formalize the Case Screening Process Using Solvability Factor and Priority Status Methodologies.

The current method for case screening is basically minimalistic with the lead detective assigning two potential investigative categories to a case, both of which result in a case being assigned a detective. Present case screening practices have no formal way to help prioritize workloads. In order to ensure consistency and help prioritize work for investigative follow-up, a formal case screening checklist with relevant solvability factors should be adopted. This is consistent with progressive case management philosophies as well as with the Commission on Accreditation for Law Enforcement Agencies (CALEA) case-screening system criteria (Section 42.1.2).

Based on the project team's review of various case screening processes in use

in varied law enforcement settings, we believe that the following 12-point check-list, in conjunction with a Priority Status methodology, should be considered for adoption.

(2.3)   The Solvability Factor Methodology

The use of solvability factors is consistent with CALEA's Section 42.1.2 which states, "The agency uses a case-screening system and specifies the criteria for continuing and/or suspending an investigative effort." This screening can take several forms.   In the course of our research, the project team believes the following twelve-point process is most practical.   If a crime report has any one of the solvability factors noted, it should be assigned for investigative follow-up. The twelve points are:

- Witnesses to the crime;

- Knowledge of the suspect's name;

- Knowledge of where the suspect can be located;

- Reasonable description of suspect;

- Identification of suspect possible;

- Property with traceable, identifiable characteristics, marks or numbers;

- Existence of a significant modus operandi;

- Presence of significant physical evidence;

- Reasonable description of the suspect's vehicle;

- Positive results from a crime scene evidence search;

- Belief that crime may be solved with publicity and/or reasonable additional investigative effort; and

- Strong possibility and/or opportunity for anyone, other than the suspect, to have committed the crime.

These solvability factors should be incorporated into a formal case screening

process whereby the above list, or some derivative, is used as a "cover sheet" on all cases to determine whether it is an assignable case to a Detective or Patrol Officer for investigative follow-up. For those cases requiring follow-up, the suggested prioritization, as discussed subsequently, should be noted on the cover sheet.

Effective case screening allows for the bulk of investigative resources to be dedicated to solvable cases, thereby allowing time to focus on solving and clearing major crime activities. Case screening based on formal solvability factors and the implementation of a formalized process is a best management practice that should be adopted by OCSD.

(2.4) The Prioritization Methodology.

Once a case has been screened for solvability, based on those solvability factors checked, as well as a review of the qualitative case circumstances, the case should be prioritized for work based on the following seven-priority rating.   Prioritization of workload has clearly been widely adopted in patrol services throughout the nation through call priority classifications, but is used in a lesser capacity in other law enforcement arenas.   The project team believes case prioritization is an effective management tool to augment case screening.   The seven-priority rating includes:

- **Priority 1** – Felony Crime with In-custody suspect or excellent chance of arrest.

- **Priority 2** – Misdemeanor Crime with In-custody suspect or excellent chance of arrest.

- **Priority 3** – Felony Crime with reasonable chance of arrest.

- **Priority 4** – Felony Crime with limited chance of arrest.

- **Priority 5** – Misdemeanor Crime with reasonable chance of arrest.

- **Priority 6** – Misdemeanor Crime with limited chance of arrest.

- **Priority 7** – Courtesy phone call based on no solvability factors.

This priority system can be modified to meet the unique needs of OCSD; however, the concept should be used as a framework for prioritizing workload, thereby focusing detective resources on the most important cases. A 1-7 Priority should be assigned on all case screening cover sheets as noted previously.

(2.5) The Department Should Require Formal 45-day Supplemental Reports.

Without a formalized feedback mechanism to determine case progress, it is nearly impossible to fully understand the workloads associated with each detective. Currently OCSD is not requiring detective staff to provide formal supplemental reports on a consistent basis. This should be resolved, with formal 45-day supplemental reports mandated for each case assigned, with 45-day follow-ups until the case is closed. This write-up does not necessarily need to be extensive, just summarizing investigative efforts conducted and why the case remains open (or is recommended for closure). These supplemental can be memorialized in the CMS and should be reviewed by supervision to determine case progress and potential case suspension.

In sum, OCSD should revisit exactly what kinds of cases are assigned to detectives in the context of a new case management approach and expected service delivery to the community. In conclusion, a revision to the case management and case assignment approach can have a dramatic impact on detective staffing levels. Once case management principles have been revised, OCSD should revisit detective staffing needs based on the tools provided in this report.

(3)   Detective Staffing Levels May Change Dependent Upon New Case Management.

In the absence of effective case management there is no reasonable way to determine the level of San Clemente detective staffing that is warranted. Generalist detectives, such as those assigned to San Clemente, typically can manage an active caseload of 12-15 cases monthly with expectations of reasonable investigative effort, solvability, and case clearance and case closure. San Clemente's current monthly caseloads significantly exceed this benchmark, ranging from 18-50 cases assigned per month. This is not to suggest additional staff resources are now warranted; proper case screening could eliminate one-half or more of the cases. Indeed, based upon a review of the case types, one possibility shows 607 cases being assigned to the detectives that includes all (unscreened) burglary, all larceny/theft and all felonious crimes. This would result in a manageable 12.5 cases per detective per month for the existing staff contingent.

Until this case management process is formalized, however, changing staffing levels would be imprudent, particularly since detectives perform a variety of ancillary duties beyond direct investigative efforts as partially identified in the appendices' profile (e.g. TRIP participation). In order to finalize detective staffing levels in San Clemente, it is important to devise a comprehensive case management system founded on City and community investigative expectation.

(4)   The Administrative Sergeant Should Directly Oversee San Clemente Detective Operations.

As noted, the San Clemente detectives have no direct on-site supervision. This is critical to ensure effective case management and accountability. To that end, the

Administrative Sergeant should be charged with direct supervision of the detectives. While this position has varied other responsibilities, additional administrative support (discussed in the following section) should help off-load some administrative duties, thereby freeing the Administrative Sergeant to perform in this role.

Recommendations:

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.

3.   Police Services Can Benefit from Further Administrative Support.

In addition to the support service areas previously described, there are a variety of important administrative-related services performed by personnel. These include an Administrative Community Service Officer, and two (2) Office Specialists. While the duties and responsibilities of these positions are summarized in the appendices, in sum the level of "office-support" staff to police services has declined over the years in San

Clemente. While a portion of duties have been transferred directly to City personnel (e.g. part of the RSVP program), police services is still struggling with maintaining effective administrative support services, falling behind in such key areas as UCR updating, statistical tracking, records management processing, etc. As such, and in order to facilitate additional oversight of detectives by the Administrative Sergeant, the City should authorize one (1) additional Administrative Community Service Officer to support the various existing and additional administrative functions identified in this report.

Recommendation:

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.

8 Evaluation of the Police Services Contract

As part of the Police Services Study, the project team evaluated the current contract that is in place between the City and the Orange County Sheriff's Department (OCSD). This chapter explores several issues and options related to current contract services and describes potential areas for renegotiation.

1. **Indirect Costs Associated with Personnel Are High and Inconsistent. the Methodology Associated with These Costs Should Be Re-Evaluated on Contract Negotiation, Especially as It Relates to Divisional Overhead Costs.**

The largest source of costs in the contract with the OCSD is personnel costs (86% of total contracted costs); as such the project team decided to focus its initial efforts on analyzing the direct personnel costs. The following bullet points discuss each of the components that comprise the personnel costs (direct and indirect):

*   **Regular Salary:** This cost is meant to capture the total base salary costs associated with each of the employees that are assigned directly to the San Clemente Substation.

*   **Benefits:** This cost is meant to capture the total benefit costs associated with each position such as retirement, salary continuance, health & welfare, workers' compensation and Medicare.

*   **Post Pay:** This cost is meant to capture the premium pay associated with POST certification.

*   **Services & Supplies:** This cost is meant to capture the cost associated with liability insurance.

*   **Department Overhead:** This cost is a flat rate of $5,740 per position. It is meant to capture the costs associated with Finance, Admin, Professional Standards, Supply / Reproductions, and Community Programs / Services. This cost is applied to all positions.

*   **Divisional Overhead + Captain Costs:** This cost is meant to capture the cost associated with divisional support and captain oversight. This cost varies

depending upon the position and level of support (divisional overhead or divisional overhead and captain support), and ranges between $1,668 and $18,339 per position. The support captured through this divisional overhead relates to Patrol Division (southwest for San Clemente), Investigations (southwest), Watch Commander, Emergency Communications Bureau, and the Captains.

- **Training Overhead:** This cost is meant to capture the cost associated with the training bureau staff in the OCSD and is a flat rate of $2,555 per sworn position. This training overhead does not apply to civilian positions.

- **Countywide Overhead:** This cost is meant to capture the support received from the Sheriff's office from a variety of County offices such as Accounting, Budget, Admin, Human Resources, County Counsel, and Fixed Asset Depreciation. This is a fixed rate of 2.06% that is applied to the total salaries.

As the points above illustrate the direct cost components (Salary, Benefits, Post Pay, Services and Supplies) are fairly typical and consistent with other jurisdictions and best management practices. The project team analyzed each of the indirect cost areas to ensure that appropriate support was being accounted for, and that there was no double-counting of administrative overhead. The following sub-sections discuss each of the indirect overhead components in further detail:

(1)   Departmental Overhead.

As noted above, Departmental Overhead is meant to account for internal support received by the Sheriff's Department from its bureaus such as Financial / Administrative Services, Supply Detail, Professional Standards Division, Sheriff's Administration, and Community Programs. The following table shows departmental overhead by position in the contract:

POSITIONS	Dept OH Cost	Productive Hours[13]	Dept Hrly Rate
Direct San Clemente Positions			
Lieutenant	$5,740	1,545	$3.72
Sergeant, Administrative	$5,740	1,545	$3.72
Sergeant, Patrol	$22,960	6,180	$3.72
Investigator	$22,960	6,180	$3.72
DS II (Patrol, DET and SRO)	$177,940	47,895	$3.72
DS II Motorcycle	$11,480	3,090	$3.72
Community Services Officer	$22,960	6,800	$3.38
Office Specialist	$11,480	3,400	$3.38
REGIONAL /SHARED STAFF & EXTRA HELP			
Traffic - Sergeant	$385	104	$3.71
Traffic - Deputy Sheriff II	$2,569	691	$3.72
Traffic - Investigative Assistant	$1,284	346	$3.71
Traffic - Office Specialist	$642	173	$3.71
Auto Theft - Sergeant	$134	36	$3.72
Auto Theft - Investigator	$893	240	$3.72
Auto Theft - Investigative Assistant	$446	120	$3.71
Auto Theft - Office Specialist	$446	120	$3.71
DET - Sergeant	$526	141	$3.72
DET - Investigator	$526	141	$3.72
Subpoena - Office Specialist	$713	192	$3.71
8Courts - Investigative Assistant	$2,805	755	$3.71
Motorcycle Sergeant	$185	50	$3.71
TOTAL	**$292,814**	**79,745**	**$3.67**

As the table above shows the department overhead rate varies from $3.38 for civilian employees to $3.72 for Sworn Employees, with an average rate of $3.67. The total cost associated with department overhead is $292,814 and only accounts for 2% of total contract costs. The $5,740 flat rate is comprised of $4,913 for Financial / Admin, Supply, Professional Standards and $828 for the pro-rated share of Community Programs and Sheriff's Administration staff.

OCSD staff was unable to provide further detail regarding which portion of the Community Programs were allocated internally within the Department and which programs were excluded. Greater detail should be provided as it relates to the breakout of the $828 portion of personnel costs.

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[13] The productive hours refer to on-site or direct time spent by staff in the field, this is typically 1,545 (excludes overtime back-fill) for sworn and 1,700 hours for civilian officers.

(2)   Divisional + Captain Overhead.

The Divisional Overhead is meant to account for Patrol, Investigations, Watch Commander, and Emergency Control Bureau Overhead. The Captain portion of the overhead is related to Captain oversight of sworn positions, and is applied to all positions, while the Divisional Overhead is applied to all positions except for the Office Specialist. The following table shows the breakout of divisional overhead by position.

POSITIONS	Divisional + Captain OH Cost	Productive Hours	Divisional OH Hrly Rate
Direct San Clemente Positions			
Lieutenant	$15,820	1,545	$10.24
Sergeant, Administrative	$18,339	1,545	$11.87
Sergeant, Patrol	$73,356	6,180	$11.87
Investigator	$195,824	6,180	$31.69
DS II (Patrol, DET and SRO)	$568,509	47,895	$11.87
DS II Motorcycle	$36,678	3,090	$11.87
Community Services Officer	$73,356	6,800	$10.79
Office Specialist	$3,336	3,400	$0.98
Regional / Shared Staff & Extra Help			
Traffic - Sergeant	$825	104	$7.93
Traffic - Deputy Sheriff II	$5,500	691	$7.96
Traffic - Investigative Assistant	$2,154	346	$6.23
Traffic - Office Specialist	$1,077	173	$6.23
Auto Theft - Sergeant	$265	36	$7.36
Auto Theft - Investigator	$1,767	240	$7.36
Auto Theft - Investigative Assistant	$677	120	$5.64
Auto Theft - Office Specialist	$677	120	$5.64
DET - Sergeant	$3,170	141	$22.48
DET - Investigator	$3,170	141	$22.48
Subpoena - Office Specialist	$207	192	$1.08
Courts - Investigative Assistant	$815	755	$1.08
Motorcycle Sergeant	$760	50	$15.20
TOTAL	**$1,006,282**	**79,745**	**$12.62**

As the table above shows the divisional overhead rate varies from low of $0.98 and $1.08 for the Office Specialist and Investigative Assistant to a high of $22.48 and $31.89 for the San Clemente Investigators and $22.48 for Regional / Shared DET Sergeants and Investigators. When compared to the average divisional overhead rate of $12.62, the overhead associated with the San Clemente Investigator position seems abnormally high.

The total cost of divisional overhead of $1 million comprises approximately 56% of the total overhead costs and 7% of the total contract costs. As such, it is important to delve further into the variances for this overhead cost. The project team asked OCSD staff to provide a breakout of the divisional overhead costs and how they were calculated for each position type. The following table shows the divisional overhead cost associated with each overhead category, the number of positions the cost is allocated across, the resulting cost per position.

Overhead Category	Total Overhead Costs	FTE	Cost Per Position
Captain w / Secretary	$438,979	263.17	$1,668
Bullet Proof Vest			$143
Investigation	$743,916	16.67	$44,626
Patrol	$481,075	199.1	$2,416
Dispatch	$5,721,121	493.5	$11,593
Watch Commanders	$1,732,483	687.67	$2,519

As the table above indicates, the largest cost per position relates to Investigations which has a per position cost of $44,626. This per position cost is due in large part to the significant overhead cost which is being spread over a minimal amount of positions.

To further illustrate how Investigation Overhead cost impacts the total divisional overhead per position, the costs per position were translated based upon the different position types. The following table shows by overhead category the total divisional overhead allocated to each position.

Overhead Category	Lt.	Sgt	Inv.	Deputy	CSO	Inv. Asst	Other Prof. Staff (civilian)
Captain w / Secretary	$1,668	$1,668	$1,668	$1,668	$1,668	$1,668	$1,668
Bullet Proof Vest	$143	$143	$143	$143	$143	$-	$-
Investigation	$-	$-	$44,626	$-	$-	$44,626	$-
Patrol	$2,416	$2,416	$-	$2,416	$2,416	$-	$-
Dispatch	$11,593	$11,593	$-	$11,593	$11,593	$-	$-
Watch Commanders	$-	$2,519	$2,519	$2,519	$2,519	$2,519	$-
TOTAL	$15,820	$18,340	$48,956	$18,340	$18,340	$48,813	$1,668

The highest divisional costs per position are associated with the Investigators and the Investigator Assistants, as they are more than 3-times the divisional overhead rates for the other positions. All Police costs should be allocated to all personnel as investigations staff does not only support investigators and investigator assistants but it also supports other police employees who benefit from those investigations being conducted.

Currently, the Investigations overhead accounts for 4.80 positions of support (0.5 Lieutenants, 1 Sergeant, 0.30 Admin Mgr., 0.30 Office Supervisor, 2 Office Specialists, 0.20 CSO, and 0.50 Utility Driver). These 4.80 positions support a unit of only 23.67 employees, suggesting that approximately 29% of the unit's costs / positions are only overhead. This is a significantly high level of support staff for such limited investigative staff. Additionally, the current methodology excludes regional / shared staff; however, it spreads this divisional overhead over these regional / shared staff. This is true for all of the other overhead calculations. As this overhead is applied to regional / shared staff they should not be excluded from the allocation basis. Therefore, at a minimum the divisional overhead should be reassessed to account for all the positions direct and regional / shared that those divisional units are supporting through the contract. Simply making this change could result in cost savings of approximately $33,000.

Based upon the project team's experience and best management practices a more consistent, fair and equitable approach would be to take the total indirect costs and divide them by the total employees affected as it relates to those positions. An example of how this would alter the divisional overhead costs is identified in the table below:

Position	Total Indirect Costs	Allocation Basis	Total Cost Per Position	Current	Difference
Lt.	$6,641,175	955.77	$7,092	$15,820	($8,729)
Sgt	$8,373,658	1,643.44	$5,238	$18,340	($13,101)
Inv.	$2,915,378	967.51	$3,156	$48,956	($45,800)
Deputy	$8,373,658	1,643.44	$5,238	$18,340	($13,101)
CSO	$8,373,658	1,643.44	$5,238	$18,340	($13,101)
Inv. Asst	$2,915,378	967.51	$3,013	$48,813	($45,800)
Other Prof. Staff (civilian)	$438,979	263.17	$1,668	$1,668	$0

Utilizing this methodology significantly reduces the total overhead cost per position, with the exception of civilian staff. The reduction in costs ranges from a low of $8,729 to a high of $46,000. Applying this methodology to the direct and regional shared staff reduces the divisional overhead costs from $1 million to a total cost of approximately $250,209. This also brings the divisional overhead hourly rate to $3.14, which is more in line with the departmental overhead calculated in the previous section of the chapter. This revision of methodology could generate a maximum of $756,000 in cost savings for the City, which could equate to additional staff such as Deputies or Sergeants.

During the next round of negotiations, City staff should not only ask for a more detailed breakout of Divisional Overhead costs, including what costs comprise each cost category, such as the inclusion of 0.50 of a Utility Driver in investigations as part of the Investigation Overhead, but also for a re-evaluation of the methodology being used by the Department. This reevaluation of the methodology would ensure that costs are being allocated fairly and equitably, and could result in significant cost savings for the City.

Recommendation:

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.

(3)   Training Overhead.

The Training Overhead is meant to account for costs associated with the Training Bureau. It is comprised of three components: Advanced Officer Training, Recruit Salary & Benefits, and Training Officer Premium Pay. The Advanced Officer Training and the Training Office Premium are based on FY16-17 budgeted costs while the Recruit Salary & Benefits are based on a seven-year average to prevent any cost volatility. The training overhead cost is only allocated to sworn personnel. The following table shows the total training overhead by position.

POSITIONS	Training OH Cost	Productive Hours	Training OH Hrly Rate
Direct San Clemente Positions			
Lieutenant	$2,555	1,545	$1.65
Sergeant, Administrative	$2,555	1,545	$1.65
Sergeant, Patrol	$10,220	6,180	$1.65
Investigator	$10,220	6,180	$1.65
DS II (Patrol, DET and SRO)	$79,205	47,895	$1.65
DS II Motorcycle	$5,110	3,090	$1.65
Regional Shared Staff			
Traffic - Sergeant	$172	104	$1.66
Traffic - Deputy Sheriff II	$1,143	691	$1.65
Auto Theft - Sergeant	$60	36	$1.66
Auto Theft - Investigator	$397	240	$1.65
DET - Sergeant	$234	141	$1.65
DET - Investigator	$234	141	$1.65
Motorcycle Sergeant	$82	50	$1.65
TOTAL	**$112,187**	**69,545**	**$1.61**

As the above table shows, training overhead costs average out to $1.61 per hour per position, and is consistent across all sworn positions included in the contract. Total costs of $112,000 seem appropriate compared to other jurisdictions of similar size. However, it is important to note that there are additional training costs that are not being captured through this overhead calculation that show up as a separate line item charge. These training costs will be discussed further in the next section of this chapter in the Additional Costs / Revenue section of the contract costs.

(4)   Countywide Overhead.

The Countywide Overhead is a flat rate of 2.06% of the total salary costs. This Countywide Overhead is meant to account for services such as Accounting / Payroll, Budget, Administration, Human Resources, Employee Benefits, Internal Audit, Treasury, etc. The following table shows the hourly countywide overhead rate by position:

POSITIONS	Countywide OH Cost	Productive Hours	Countywide OH Hrly Rate
Direct San Clemente Positions			
Lieutenant	$3,225	1,545	$2.09
Sergeant, Administrative	$2,780	1,545	$1.80
Sergeant, Patrol	$11,120	6,180	$1.80
Investigator	$9,716	6,180	$1.57
DS II (Patrol, DET and SRO)	$67,921	47,895	$1.42
DS II Motorcycle	$4,505	3,090	$1.46
Community Services Officer	$4,264	6,800	$0.63
Office Specialist	$1,980	3,400	$0.58
Regional / Shared Staff & Extra Help			
Traffic - Sergeant	$237	104	$2.28
Traffic - Deputy Sheriff II	$1,170	691	$1.69
Traffic - Investigative Assistant	$310	346	$0.90
Traffic - Office Specialist	$130	173	$0.75
Auto Theft - Sergeant	$82	36	$2.28
Auto Theft - Investigator	$444	240	$1.85
Auto Theft - Investigative Assistant	$108	120	$0.90
Auto Theft - Office Specialist	$91	120	$0.76
DET - Sergeant	$464	141	$3.29
DET - Investigator	$364	141	$2.58
Subpoena - Office Specialist	$145	192	$0.76
Courts - Investigative Assistant	$704	755	$0.93
Motorcycle Sergeant	$120	50	$2.40
TOTAL	**$109,880**	**79,744**	**$1.38**

The overhead is a fixed rate of 2.06%, which is applied to the regular salaries of the employees paid for by the City of San Clemente. It is important to note that as San Clemente has its own facility, costs associates with Facility Operations and Fixed Assets are not included in the 2.06%, and is consistent with Best Management Practices.

(5)   Regional / Shared Staff Allocation.

In addition to the City of San Clemente paying the personnel costs for all staff directly allocated to the City of San Clemente, the City also pays for a share of regional or shared staff within the OCSD. The share that is paid for by the City of San Clemente is dependent upon proportionate share of total case load for the County. FY 16-17 ratios are based on FY14-15 stats. Additionally, the City also pays for a share of the Subpoena Clerk and the Motorcycle Sergeant that is not dependent upon caseload. The project team calculated the hourly rate for those positions.

POSITIONS	Total Proportional Personnel Costs	Productive Hours	Fully Burdened Hourly Rate
Traffic - Sergeant	$20,737	104	$199.96
Traffic - Deputy Sheriff II	$107,829	691	$155.97
Traffic - Investigative Assistant	$27,299	346	$78.97
Traffic - Office Specialist	$11,155	190	$58.66
Auto Theft - Sergeant	$7,186	36	$199.38
Auto Theft - Investigator	$40,785	240	$169.74
Auto Theft - Investigative Assistant	$9,437	120	$78.55
Auto Theft - Office Specialist	$7,703	132	$58.27
DET - Sergeant	$36,400	141	$257.26
DET - Investigator	$30,495	141	$215.53
Subpoena - Office Specialist	$11,204	211	$53.05
Courts - Investigative Assistant	$57,832	755	$76.59
Motorcycle Sergeant	$10,484	50	$210.35
TOTAL	**$378,546**	**3,157**	**$119.84**

As the table above shows, the total cost associated with Regional / Shared Staff is $378,546, which comprises approximately 3% of the total contract costs. The hourly rates that stand out are $257 and $216 for the DET Sergeants and Investigators as they are significantly higher than the $119 average. If we compare the above hourly rates to the fully burdened rates for the direct personnel charged to the City, the rates for the Regional / Shared Staff Sergeants at $200 are about $12 higher than the rates for the Direct Personnel Sergeants. While this does not seem like a significant discrepancy, the project team also calculated the total personnel costs for each of the regional / shared

staff positions shown in the table below:

POSITIONS	Shared / Regional Staff total Personnel Cost / Position	Direct Total Personnel Cost Per Position	Difference in cost
Traffic - Sergeant	$308,945	$286,069	$22,876
Traffic - Deputy Sheriff II	$240,969	$238,133	$2,836
Traffic - Investigative Assistant	$122,012	$88,136	$33,876
Traffic - Office Specialist	$99,714	$88,136	$11,578
Auto Theft - Sergeant	$308,042	$286,069	$21,973
Auto Theft - Investigator	$262,249	$286,522	($24,273)
Auto Theft - Investigative Assistant	$121,361	$88,136	$33,225
Auto Theft - Office Specialist	$99,061	$88,136	$10,925
DET - Sergeant	$397,467	$286,069	$111,398
DET - Investigator	$332,988	$286,522	$46,466
Subpoena - Office Specialist	$90,180	$88,136	$2,044
Courts - Investigative Assistant	$118,329	$88,136	$30,193
Motorcycle Sergeant	$324,985	$286,069	$38,916

The previous table indicates that the cost of a Regional / Shared Traffic Sergeant is $308,945 compared to the $286,069 that is charged for a Sergeant as part of the direct personnel costs. The difference in the costs is approximately $23,000 annually, which seems steep. The other number that stands out in the table above is the costs of the DET (Detective) Sergeant and Investigators which vary from $333,000 to almost $400,000. These costs are significantly high, with the primary reasoning being the high divisional overhead charges. Recalculating those divisional overhead charges will help to bring the total personnel costs for regional / shared staff costs to be more closely aligned to the personnel charges being assessed as part of the direct allocation to the city of San Clemente. The purpose of utilizing regional / shared staff is to realize cost savings not to generate additional costs; as such all of these regional staff / shared staff personnel costs should be brought into consistency with the direct personnel costs assessed to the City of San Clemente, with only minor differences that should be attributable to transportation costs.

The other item of significance to consider when evaluating the regional / shared

staffing is to understand the services being provided through this regional / shared staff.

If the City of San Clemente already has dedicated traffic deputies, there should be no

need for additional support being provided by the OCSD for traffic related support.

Additionally, even if that support is necessary it would be in the form of Sergeant or

Deputy Sheriff II or Investigator not the entire unit. As such, those costs should be re-

evaluated upon contract renegotiation to ensure that appropriate costs are being

incurred for the services being received. Removal of these services could result in cost-

savings of a maximum of $167,020, which could translate into additional direct

personnel support for the City of San Clemente. The regional / shared staff support

should be evaluated on a case-by-case basis to ensure that any necessary support is

not removed.

Recommendation:

***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.***

(6)   Personnel Costs Summary.

As discussed in the beginning of this chapter, personnel costs comprise 86% of

the total contract costs. While the County seems to be assessing reasonable costs and

support in alignment with best practices for Countywide and Departmental Overhead,

there are some issues as it relates to the calculation of divisional overhead. At a

minimum, the calculation for divisional overhead should be looked at more carefully at

the County to ensure that it captures any changes that may have occurred and that

distribution is fair and equitable to all contract cities. Additionally, the proportionate

share of regional / shared staff should be consistent with other personnel costs being

charged to the City, as well as for direct and relevant support being provided to the City.

2. The Costs Associated with the Patrol Training Cost Allocation and Helicopter Services Should Be Re-Evaluated.

The second component of the contract with the Sheriff's office is additional costs

/ revenue category, which comprises the remaining 14% of the contract costs. The

following points list the cost components included in additional costs / revenue:

- **Overtime:** This cost is meant to capture the costs associated with overtime. It is calculated based on 90% of the average of the last three fiscal years' actual overtime incurred. These costs will be reconciled at the end of the year.

- **Vacancy Credit:** The vacancy credit is meant to provide agencies with a "credit" for vacant positions and is based on 25% of the lowest prior 2 fiscal years of vacancy credits reports (FY13-14 and FY14-15 for FY16-17). These credits will be reconciled at the end of the year.

- **Annual Leave:** This cost consists of two components: Annual Leave Pay Down and Termination Pay. The Annual Leave pay down is based on the FY14-15 amounts paid out, while the termination pay is based on pooled methodology for FY14-15 termination costs for sworn and civilian staff.

- **Bilingual Pay:** This cost is meant to capture the total bilingual costs specific to San Clemente staff.

- **Contract Administration:** This cost is meant to account for the costs associated with administering the contract.

- **Data Line:** This cost is meant to account for the actual data line charges from AT&T for use of the wireless connection from San Clemente Police Services.

- **Direct Services & Supplies:** This cost captures the direct services and supplies (beyond what is coded as part of the overhead costs).

- **E-Citation:** This cost accounts for the number of E-citation devices utilized by the City at a rate based on the E-citation program recurring and replacement costs, which are updated every fiscal year.

- **Enhanced Helicopter Response Services:** This cost accounts for helicopter support provided to the City of San Clemente.

- **Holiday Pay: Comp & Straight Time:** This cost accounts for holiday pay that is compensated and any additional straight time costs.

- **Integrated Law and Justice Agency of Orange County:** This cost is meant to account for the share of operating costs associated with the ILJAOC and is based on a rate that is dictated by the ILJAOC.

- **Mobile Data Computer – Acquisition & Recurring Costs:** The costs components account for acquiring new mobile data computers as well as any maintenance costs for those computers.

- **On-Call Pay:** The cost accounts for any on-call pay that is paid to Sheriff department staff.

- **Patrol Training Cost Allocation (FTB):** The cost is meant to account for the Field Training Bureau Program.

- **Patrol Video System (PVS) – Acquisition & Recurring Costs:** The cost components account for acquiring patrol video systems, as well as any maintenance costs for those computers.

- **Retirement Rate Discount:** Agencies receive a credit for their retirement costs from the County as well as incurring expenses for retirees.

- **Revenue / Training Reimbursement:** Any credits associated with revenue collected or training is accounted for through this line item.

- **Transportation – Vehicle Maintenance:** The cost accounts for total miles driven and the billable rates of the vehicle classification assigned to the City. As the City pays for fuel costs, those costs are excluded from this calculation.

The points above illustrate fairly typical cost components and are consistent with other jurisdictions and best management practices and as such the majority of these cost components were not examined further (i.e. data lines, on-call pay, retirement rate discount, etc.). These cost components either due to being a minimal portion of contract costs or having a transparent methodology and cost basis are being calculated appropriately by the Orange County Sheriff's Department.

The project team did conduct further analysis regarding several of these cost components such as Overtime, Direct Services and Supplies, Enhanced Helicopter

Response Services, Revenue / Training Reimbursement, and the Patrol Training Cost

Allocation Bureau. The following subsections discuss each of these areas.

Recommendation:

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. Other costs such as the Patrol Training Cost Allocation (FTB) and Enhanced Helicopter Services should be re-evaluated based upon further discussion.

(1)   Overtime.

Overtime costs increased by 57% between FY15-16 and FY16-17's contract.

While the County reconciles the overhead costs at the end of the year, "truing up" the

difference between what was paid and what was incurred, there is still some concern

regarding the calculation of the overtime costs in general. The contract calculates

overtime costs based on 90% of the average of actual overtime costs over the last three

fiscal years. There is concern, however, that due to the timekeeping system and the

different levels of detail, overtime is not being coded appropriately. Additionally, even

though there are multiple overtime codes to help capture the different types of overtime,

those codes are not being used. It is important for the City to track the different overtime

codes to evaluate which services are requiring significant overtime support by staff, as

such administrative staff and the Chief of Police should quality control timesheets to

ensure that any and all overtime codes are being used appropriately by staff. This

information could result in either a reduction or increase in overtime costs, but will also

help the City make decisions regarding the services that are requiring significant

overtime.

Recommendation:

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.

(2)   Direct Services & Supplies.

In the FY16-17 contract, there is a total cost of direct services and supplies of $49,492. This direct services and supplies is in addition to the services and supplies overhead included on a position basis in the personnel section. The total cost for services and supplies in the personnel section is $213,510. If the direct services and supplies costs is added to that cost, the total services and supplies costs is $263,452.

The County should apply the services and supplies as a consistent charge, either as overhead or as direct charges. The assumption, being that the services and supplies overhead for the direct personnel is the services and supplies that is necessary for those employees to serve as employees within the City of San Clemente. Based upon the information presented in this contract it is difficult to ascertain if the total cost for services and supplies is $213,510 or $263,452. The cost amounts associated with services and supplies should be re-evaluated and spread as a direct cost to the City of San Clemente to be more in line with best management practices for allocation of these types of costs. Applying this methodology mitigates the potential of double-charging clients for services and supplies charges. The only exception to this direct spread should be the regional / shared staff that should have indirect services and supplies associated with their support; however, at $10,651 that accounts for less than 5% of the total services and supplies costs.

Recommendation:

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.

(3)   Enhanced Helicopter Services.

The City of San Clemente currently pays for $36,027 for helicopter services. This charge is calculated based on the helicopter hourly rate of $1,091.74 multiplied by the number of Deputy Sheriff II Positions (33) for San Clemente. This methodology of allocating helicopter services is inconsistent with typical practices. The helicopter hourly rate should be multiplied by the number of helicopter hours or based on a proportion of helicopter incidents. Additionally, the City of San Clemente does not receive any helicopter support and should not be paying for a share of these services. Instead the County should bill for these services on an incident or response-by-response basis rather than allocate a cost to the various jurisdictions. During the next round of negotiations these costs should be removed from the contract generating a cost savings of approximately $36,000.

Recommendations:

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.

(4)   Revenue / Training Reimbursement.

The revenue / training reimbursement line item in the contract for FY16-17 represents approximately $9,630 in reimbursement, whereas in FY15-16, this cost was approximately $100,000. While there can be fluctuation in revenue received, an 88%

decline in revenue reimbursement seems highly atypical. The project team has asked the OCSD contract office to provide further information regarding the calculation of this revenue cost and the reason for the significant decline in FY16-17. The County explained that FY15-16 was an anomalous year for revenue / training reimbursement as the revenue reimbursements account for 3 years of one-time overtime backfill or POST training. However, starting in January 2015, the POST program eliminated the overtime backfill reimbursements, as such there has been no revenue related to those reimbursements, explaining the significant decline in revenue. There is no need for the City of San Clemente to re-evaluate these costs.

(5)   Patrol Training Cost Allocation (FTB).

In FY 16-17, the City of San Clemente was assessed $262,373 for the Field Training Bureau. These charges relate to costs associated with re-training Deputy I's to achieve Deputy II status in patrol and only apply to patrol staff. While currently a training charge, this cost is separate from the training overhead costs included in the personnel costs section. The major cost components of the Field Training Bureau are overtime training backfill and program administrative costs. The rate that was calculated per Deputy Sheriff II was $7,950.69. In FY14-15 there were approximately 698 Deputy Sheriff II's meaning that the approximate cost associated with the Field Training Bureau was $5,549,582.

As the Field Training Bureau is part of the larger Training Bureau these should be allocated as part of the training overhead cost and not as a separate line item in the additional costs / revenue section of the contract. This will ensure greater consistency of representation of training costs throughout the contract. Additionally, as this is not direct

training support, it should not be allocated as a direct charge to the contract cities, but rather as part of the indirect overhead for the positions that are assigned to those jurisdictions. Utilizing this assumption, all sworn positions would have a Training OH cost of $2,555 per position, while any Deputy Sheriff II position would have an overhead cost of $10,506 per position.

Additionally, similar to calculating the total cost of the Field Training Bureau, the project team projected the total cost associated with training overhead (Training Overhead + Field Training Bureau). This total cost comes out to approximately $11,173,137. This is a significant charge associated with training and there should be greater transparency provided by the Orange County Sheriff's office regarding the specific costs that are included for these training overhead charges and how those costs are being allocated to every employee within the agency. Further detail and breakout for these training charges should be provided to the City of San Clemente to ensure that appropriate benefit for those services are being received by all Deputy Sheriff II's throughout the sheriff's office.

Recommendations:

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.

3.   **The Majority of Pro-Bono Services Provided by the Sheriff's Office Are Consistent with Other Agencies but Should Be Updated to Reflect Current Pro-Bono Services.**

The Orange County Sheriff's Department charges the City of San Clemente not

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only for direct personnel assigned but also regional / shared staff. However, there are certain services that are provided by the Sheriff's office free of charge to the City of San Clemente. Per the 1989, County resolution, the following points identify these services:

- Career Criminal Apprehension Team

- Cliff Rescue Team

- Coroner

- Crime Prevention Detail

- Correctional Facilities

- Dive Team

- Explorers

- Forensic Science Services

- Fraud / Checks Detail

- Fugitive / Warrant Detail

- Hazardous Device Squad

- Helicopter Response

- Homicide Detail

- Hostage Negotiation

- Mounted Patrol

- Narcotics Detail

- Orange County Criminal Activity System

- Jail Inmate Transportation

- Central Records

- Reserve Forces

- Sex Crimes / Child Abuse Detail

- Tactical Support Team and Recruit Training

It is important to note that in the list above, Helicopter Response is identified as pro-bono service, yet the County has a line item charge for Helicopter services in the San Clemente contract. The information in this list illustrates that there are several services that are on this list that the County might be charging for, and vice versa there might be additional services the County is providing but not charging the City. The OCSD contract office during this study is in the process of developing an updated resolution to be adopted by the County Board of Supervisors. This resolution should be reviewed by the City of San Clemente to ensure that any services that are on the resolution do not show up as a line item in their contract costs, such as Helicopter services. Other services that are typically provided pro-bono are things such as SWAT and Bomb Squad. These services should be added to the list of pro-bono services by the Sheriff's Department.

Recommendations:

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.

Appendix A – Descriptive Profile of Police Services in San Clemente

This document provides a descriptive profile of the San Clemente Police Department provides information regarding the current organization and police services provided to the City of San Clemente by the Orange County Sheriff's Department (OCSD). The purpose of this profile is to document the project team's understanding of the current organization. The data contained in the profile was developed based on the work conducted by the project team, including:

• Interviews conducted with staff;

• Collection of workload;

• Review of strategic reports, budget, organizational structure, and key practices.

The descriptive profile is not intended to include every organizational and operational facet of the organization, but rather to provide an overview and to serve as the "base line" or "status quo" against which any recommendations made at the conclusion of the study can be compared to demonstrate the change in roles, organizational structure, or operational practice.

The profile includes a summary of the organizational structure, budget, services provided and roles and responsibilities of staff of the San Clemente Police Department. As part of this review, the project team spoke directly with various members of the Department, and collected and reviewed various data describing the organization and work processes.

Information contained in this descriptive profile will be employed in the analysis of issues during subsequent stages of the project.

1. Overview and Staffing Levels

The City of San Clemente provides law enforcement services for approximately 65,040 (2013 Census) and covering 19.74 square miles through the Orange County Sheriff's Department (OCSD). These law enforcement services include patrol, investigations, traffic enforcement, community support, drug education, parking control, and crime prevention. There is an OCSD substation in the San Clemente. It is located at San Clemente City Hall – 100 Ave. Presidio, San Clemente, CA 92672. The operating hours of the substation are 8:00 am – 2:00 pm Monday – Thursday (excluding holidays).

The top law enforcement officer for the City of San Clemente is an OCSD Lieutenant, who is appointed as the police chief. The Chief provides the day to day direction, oversight and management of police services for the City. The City of San Clemente contracts with OCSD for a total of 49 sworn and non-sworn positions. The authorized positions are listed in the table below.

	Lt. (Chief)	Sgt.	Inv	Deputy	CSO	CPS [14]	Clerical Staff
Office of the Chief	1	1			1	1 P/T	2
Patrol		4		26	3		
T.R.I.P				3			
Traffic Units (Motorcycles)				2			
Directed Enforcement Team Deputy				1			
School Resources Deputy				1			
Beach Patrol (positions pulled from patrol positions during summer months)				(3)			
Investigations			4				
Total (49.5)	**1**	**5**	**4**	**33**	**4**	**1 P/T**	**2**

The following sections of this profile explore the San Clemente's budget for police services, its staffing and organizational structure as well as staff roles and responsibilities in providing these services.

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[14] Crime Prevention Specialist (civilian position)

2. Budget

The following table outlines the annual expenditures presented in the City budget for the San Clemente Police services.

	FY14-15 Actual	FY15-16 Projected	FY 16-17 Budget	Percent Change
Supplies	$15,034	$17,370	$18,000	
Contractual Services	$12,555,731	$12,952,563	$13,697,263	
Other Charges	$21,975	$6,900	$5,500	
Interdepartmental Charges	$416,590	$338,800	$271,220	
TOTAL	**$13,009,330**	**$13,315,663**	**$13,991,983**	**9.2%**

As the table above shows the Contractual Services for Police has increased by approximately $745,000, or 5.7%, between FY 15-16 and FY 16-17. Other internal city budget line items allocated to law enforcement services reduce this increase overall to approximately $676,000. In addition to presenting its budget as provided by the City, the Orange County Sheriff's Department provides a more detailed budgeting spreadsheet for Police Services. The following table shows the components of this spreadsheet for FY15-16 and FY16-17. These equal the Contractual Services line item in the table shown previously.

	FY15-16 Actual	FY16-17 Budget
Personnel Services		
Dedicated Safety Staff	$10,054,389	$10,687,073
Dedicated Professional Staff	$712,652	$690,156
Regional / Shared Staff & Extra Help	$537,258	$378,546
Total	**$11,304,299**	**$11,755,775**
Additional Costs		
Annual Leave (Pay Downs & Termination Pay)	$76,702	$57,380
Bilingual Pay	$26,316	$29,346
BSCC Local Assistance Funding	$(78,833)	$(11,326)
Contract Administration	$40,914	$46,788
Data Line	$5,251	$2,533
Direct S&S	$109,733	$49,942
E-Citation	$6,237	$7,492
Enhanced Helicopter Response Services	$33,532	$36,027
Holiday Pay: Comp & Straight Time	$202,807	$198,827

	FY15-16 Actual	FY16-17 Budget
Integrated Law & Justice Agency of Orange County	$4,898	$4,994
Mobile Data Computer – Acquisition		$3,611
Mobile Data Computer – Recurring Costs	$75,854	$83,735
On-Call Pay	$30,262	$27,083
Overtime	$753,084	$1,044,288
Overtime Rate Adjustment	$(96,860)	
Patrol Training Cost Allocation (FTB)	$297,927	$262,373
Patrol Video System (PVS) – Recurring Costs	$45,097	$39,005
Retirement Rate Discount, FY 2015-16 (Gross)	$(139,991)	$(142,040)
Retirement Rate Discount (Interest & Issuance)	$22,292	$17,093
Revenue / Training Reimbursement	$(100,901)	$(9,430)
Transportation – Vehicle Maintenance, Mileage Interest, etc. (no fuel)	$333,943	$361,343
Estimate Vacancy Credit FY 2016-17		$(167,576)
Total	**$1,648,264**	**$1,941,488**
TOTAL	**$12,952,563**	**$13,697,263**

As the table above shows the difference between FY 15-16 and FY16-17 is primarily related to personnel costs.

3. Organizational Structure

The organizational structure and staffing levels of the San Clemente Police Department are shown in the following organizational chart of employees. The organization chart, which follows, shows authorized positions.
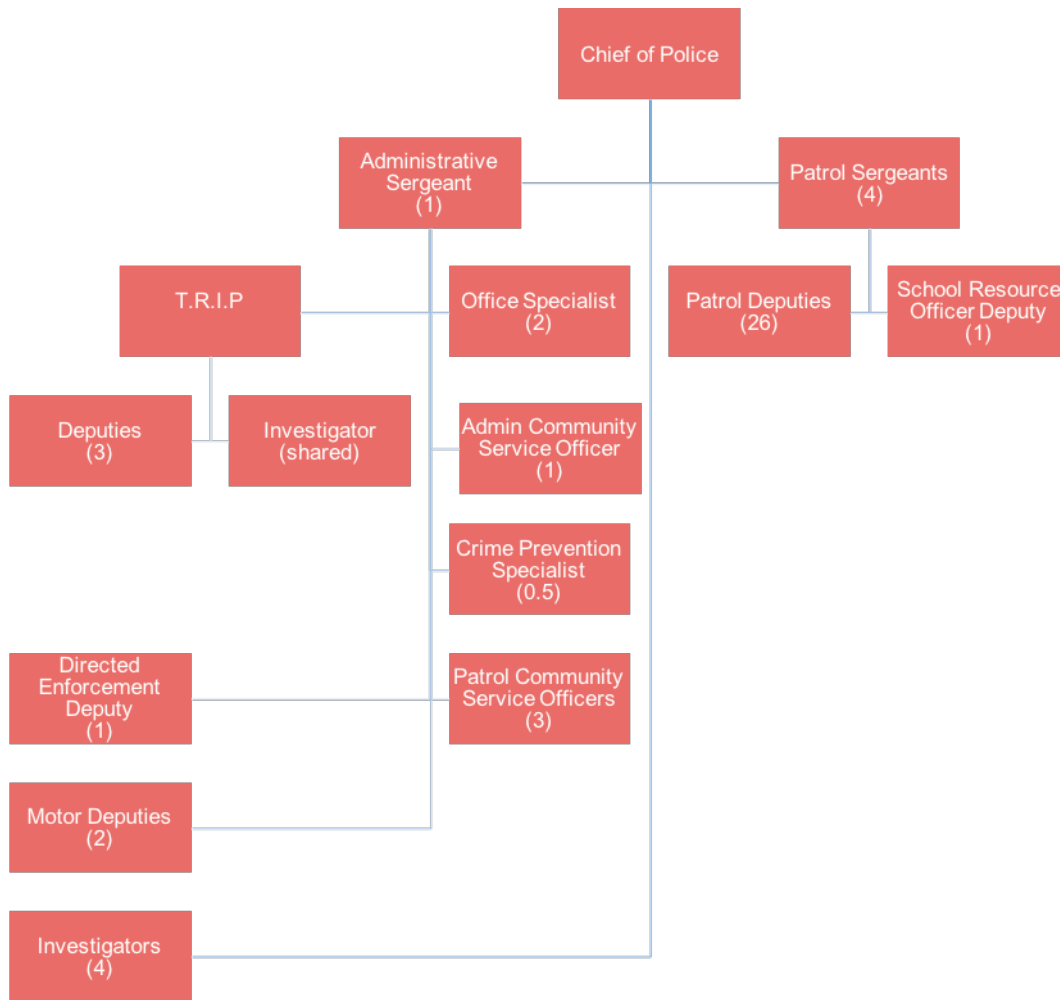
The following summarizes authorized staffing:

- One (1) Chief of Police (a Sheriff's Office Lieutenant).

- Five (5) Sergeants and four (4) investigators.

- Thirty-two (32) deputies allocated among the following functions:

  – Twenty-six (26) patrol deputies
  – Two (2) Motor Deputies
  – One (1) School Resource Officer Deputy
  – One (1) Directed Enforcement Team Deputy
  – Three (3) TRIP deputies (Targeting, Reduction, Investigation, Prevention Program).

- Three (3) Patrol Community Service Officers

- One (1) Part time Crime Prevention Specialist.

- Two (2) Office Specialists, One (1) Administrative CSO.

4.   Key Roles and Responsibilities

The following table shows the number of staff by position in the San Clemente Police Department and the key roles and responsibilities assigned to each position. While this table is not intended to provide the level of detail that would be found in a formal job description, it is designed to summarize the primary duties and functions associated with each position in the Police Department.

KEY ROLES AND RESPONSIBILITIES			
Position Title	Authorized Positions	Filled Positions	Key Roles and Responsibilities
Chief of Police (Lieutenant)	1	1	• Provides the overall leadership, guidance, management and administration of the Department personnel and the services for which it provides. • Directly supervises five (5) sergeants. • Interfaces regularly with San Clemente city management. • Assists with preparation and manages the Department budget. Oversees contract to ensure terms and conditions are met. • Develops and maintains good working relationships with local business leaders, community leaders and school officials. • Performs routine administrative functions in the day to day management of the Department, as appropriate. • Generally on call 24 hours a day. • Works dayshift hours Monday-Friday. • Use of force and pursuit reviews. • Decentralized discipline program. • Citizen Complaint/Commendation Review. • Write Sergeant evaluations and review and approve all staff evaluations. • Oversees FTO process / reviews trainee evaluations. • Attends City Council Meetings and Special Events.

KEY ROLES AND RESPONSIBILITIES			
Position Title	Authorized Positions	Filled Positions	Key Roles and Responsibilities
Administrative Sergeant	1	1	• Oversees administrative and specialized staff in the Department to include T.R.I.P, front-counter support, community service officers, crime prevention, and Motors. • Schedules and tracks all mandated and other training provided to sworn and civilian personnel. • Oversees operations component of Retired Senior Volunteer Program (RSVP). • Develops all original schedules for staff to include vacation selection, patrol staffing, etc. • Reconciles overtime and vacancy credit coding to ensure proper credits / charges to City. • Manages and plans law enforcement for city special events and special projects. • Manages formal complaint / commendation system. Conducts 30-day tow hearings. • Interacts with City Code Enforcement and other City Departments on various issues • Manages evaluation system for all staff • Interacts with OCSD HQ for personnel matters, policy distribution. • Prepares documents/items for briefing use • Provides daily assistance to the Lieutenant on all matters • Assists patrol sergeant as required during • Provides assistance to public/businesses on complaints and special requests. • Works M-Thursday Dayshift.

KEY ROLES AND RESPONSIBILITIES			
Position Title	Authorized Positions	Filled Positions	Key Roles and Responsibilities
Patrol Sergeant	4	4	• Each Sergeant oversees operations on their respective shifts—Front and back-side Day/Night. • Implements Department policies, procedures, goals and objectives. • Directly supervises sworn personnel on their shift. Performs annual evaluations. • Conducts shift briefings • Oversees shift activities to include front counter assistance to public; works with field personnel, provide assistance as appropriate, and responds to major incidents and emergencies. • Performs final approval on time sheets and time off; investigates complaints including administrative, use of force, pursuit, etc. • Reads, reviews and approves field reports. Edits the Public Blotter (web-based info.). • Responsible for extensive number of administrative duties as well as field support duties on their assigned shift including supervising patrol staff, and various volunteers. • Perform field services including field supervision, response to citizen complaints, call for service response and back-up (as available/necessary) and coordinates field investigations, as necessary. • Respond to questions, concerns and requests from the general public and provides information and problem resolution as necessary. • FTO administrative role with training officers and trainees (1 Sergeant). • Works 12-hour shift schedule.

KEY ROLES AND RESPONSIBILITIES			
Position Title	**Authorized Positions**	**Filled Positions**	**Key Roles and Responsibilities**

Patrol Deputy
 	
Beach Patrol*
	26
	
	*(3)
		26
		
		*(3)
			• Assigned beat and responds to all calls for service in the City, including crimes against persons, property crimes, domestic disputes, disturbances, deaths, etc.
			• Provide direct field enforcement of all applicable State and local laws within the City.
			• Engage in neighborhood patrols, preventive patrol, traffic enforcement, and other proactive efforts to reduce crime.
			• Perform initial investigation and follow-up investigation services on a variety of misdemeanor and felonious crimes upon which they originally reported.
			• Respond to questions, concerns and requests from the general public and provides information and problem resolution as necessary.
			• Senior staff will periodically serve as an Officer-in-Charge for Sergeant in their absence.
			• Designated deputies perform field training duties for new transfers into the city.
			• Transports and processes arrestee to county jail.
			• Perform other administrative duties as assigned.
			• Operates on varied shift schedule to include 12-hour shifts with 3-days week 1 and 4 days on week 2 (one 8-hr shift) composed as follows:
			  - Day 0600-1800
			  - Night 1800-0600
			  - Day Cover Shift (1000-2200)
			  - Night Cover Shift (1500-0300)
			Rotates every 4 months to other shift.
			
			*During Summer Months 3 patrol deputies are pulled from beat assignments to cover beach patrol duties.

KEY ROLES AND RESPONSIBILITIES			
Position Title	Authorized Positions	Filled Positions	Key Roles and Responsibilities
School Resource Officer	1	1	• Reports to the Patrol Sergeants. • Works Tuesdays-Fridays. • Serves as the liaison between the school system (Capital Unified School District) and the Sheriff's Office. • Support 10 schools (6 elementary schools, 3 middle schools, and 1 high school). • Attends high school games and dances to monitor alcohol and drug-related activities. • Responds to all call for service at any of the schools. • Conducts locker searches – randomly and upon request from school administrators. • Administers the Text-A-Tip program for all schools. • Reports to the high school every day and conducts weekly visits to Middle School and Elementary schools. • Maintains a log of all activities / incidents at each of the schools for submission to the Sheriff's Department. • Manages Explorer program. Assigns them to assist at special events when needed.
Motor Deputy	2	2	• Reports indirectly to the Administrative Sergeant but directly to Motors Sergeant at Southeast Division. • Enforces all moving violation and traffic codes – stop signs, speeding, collisions, etc. • Drafts collision reports especially as it relates to injury collisions, criminal investigations or DUIs. • Document all non-injury collisions through the citation process. • Processes many vehicle tows and impounds in the field. • Answers calls for service when needed • Generate quarterly reports regarding number and type of traffic incidents (stop signs, speeding, collisions). • Works 10-hour shift schedules.
Directed Enforcement Deputy	1	1	• Part of a task force of nine (9) deputies (each contract city contributes one deputy). • Interacts with Probation and Parole Officers. • Supports general investigations in more complex cases. Conducts interviews and surveillance to identify suspects. • Locates evidence and conducts search warrant activities. • Completes reports for filing with the DA. • Reports to regional D.E.T. sergeant.

KEY ROLES AND RESPONSIBILITIES			
Position Title	Authorized Positions	Filled Positions	Key Roles and Responsibilities
Patrol Community Service Officer	3	3	• Performs various field services for department with emphasis on vehicular-related activities. • Process all traffic accidents to include injury accidents on private property. Writes associated reports. • Cites various parking violations to include zones, meters, permit violations, etc. Can tow expired vehicle registration. • Processes / tows abandon vehicles in public ROW. • Responds to citizen parking complaints. • Two work Day Shift and one Evening Shift, on 12-hour shift schedules.
Investigator	4	4	• Report to sergeant in SW Orange County Investigations. • Manages and coordinates all investigative services to meet objectives set by Department. • Investigates felonious and misdemeanor person, property, missing juvenile and other crimes. These include high profile/complex burglaries, robberies, and assaults. • Assigns to HQ Details fraud, computer forensics, homicides, complex sex crimes, domestic violence, human trafficking auto theft and narcotics. • Assigns cases irrespective of solvability factors, but focuses on named suspect case files. • "Senior" detective reviews all cases and assigns to staff accordingly. Performs case data entry in computer. • Performs various ancillary duties to include license applications, Explorer program, extraditions, and special projects. • Assists with District Attorney follow-ups. • Investigators work 4/10 "split" schedule Monday-Friday and are on-call for major events.

KEY ROLES AND RESPONSIBILITIES			
Position Title	Authorized Positions	Filled Positions	Key Roles and Responsibilities
Crime Prevention Specialist	1	1	• Reports to the Administrative Sergeant. • Works every Tuesday / Thursday for 20 hours a week. • Attends Neighborhood Watch Meetings every other week. • Produces monthly crime statistic report – showing the number of crimes – by type of crime. • Develops brochures and flyers for safety programs – Operation Identification, Lock it Up Every time. • Conducts occasional tours or officer-friendly visit with the Deputy. • Generates letters of support to victims of crimes with tips for preventing future crimes. • Manages senior volunteers for distribution of flyers. • Maintains a presence on social media forums "Next Door" to monitor safety issues within neighborhoods. • Oversees "National Night Out" – national crime prevention event. • Conducts quarterly trainings for neighborhood watch captains regarding various safety topics.
Administrative Community Service Officer	1	1	• Performs a variety of administrative tasks in support of the Department. • Tracks budgets; performs supply ordering; helps with special event planning; performs citations review; develops various statistics. • Manages vehicle maintenance, station maintenance and radio inventory; ensures equipment process appropriately, oversee trustee (inmate) at sub-station. • Performs other duties and projects, as assigned. • Gather statistics for city use. • Maintains and orders necessary supplies.

KEY ROLES AND RESPONSIBILITIES			
Position Title	**Authorized Positions**	**Filled Positions**	**Key Roles and Responsibilities**
Office Specialist	2	2	• Report to the Administrative Sergeant. • Process timesheets and payroll for San Clemente Orange County staff. • Act as front desk / receptionist for the Substation. • Copy all criminal reports for records purposes and distributes to headquarters and specialty units. • Answer all phones and public enquiries. • Process criminal citations online. • Sign off on correctable ticket citations. • Process all incoming/outgoing mail. • Processes reports for insurance companies and walk in requests. • Maintain all reports locally and ensure retention requirements are met. • Data input of all reports into OCSD RMS system. • Work Monday –Friday: 8am-2pm.
T.R.I.P Deputy	3	3	• Specialized enforcement program very recently created to address various community problems. • Composed of three (3) deputies, and directly overseen in field by Investigator. Reports to Admin. Sergeant. • Team on 4-8 month patrol rotation designed to focus on quality of life issues such as transiency, narcotics, business-related problems, etc., with problem-oriented policing focus. • Flexing work hours dependent upon need.
T.R.I.P Investigator	Shared	Shared	• Investigator assigned to Investigative Unit performing oversight and field support to T.R.I.P. on as-available basis. • Reports directly to Admin. Sergeant.

Appendix B – Summary of the Community Focus Group Meeting

As part of the analysis of Police Services provided by the Orange County Sheriff's Department (OCSD) to the City of San Clemente, the project team held a Community Focus Group Meeting at City Hall on October 25, 2016. Approximately 37 people attended the meeting. Residents were provided a summary of the study and asked to provide their comments regarding the questions and any other related issues, concerns, perceptions, and suggestions for improvement.

## 1.	INTRODUCTION & FOCUS GROUP QUESTIONS

The San Clemente Police Department provides law enforcement services through the Orange County Sheriff's Department. The focus group asked the following questions:

•	Perceptions of Crime & Safety in the Community.

•	Perceptions about services provided by the Sheriff's Department.

•	Contact with members of the Sheriff's Department and the quality of services provided during that contact.

•	Opportunities for improvement of the policing services provided.

The questions above were meant to capture the perceptions generally regarding police services within the community and the level of service provided to the residents. Additionally, the project team informed the residents regarding the online community survey for providing further feedback and input regarding police services.

## 2.	RESIDENTS CONCERNS EXPRESSED

The residents provided a variety of concerns and issues that ranged from

residential burglaries to shootings and gangs. Individuals also expressed concerns regarding transients, homelessness, drug use, and patrol staffing. The project team asked residents to identify the three most pressing concerns by attaching dots to the various concerns. The following table outlines the issues in order of importance based on the dots placed by residents.

RESIDENT ISSUES / CO	
Category	# of Dots
Insufficient Police Staffing	41
Transients	23
Ridge Trail Enforcement	15
Use of Code Enforcement	9
Dollars Spent on Policing	4
Burglaries	2

As the table above shows the primary concern for residents is the lack of staffing that is dedicated to San Clemente Police Services. This lack of staffing is manifested through concerns such as insufficient ratio of police personnel to population, lack of patrol officer, inadequate foot patrol resources, and overall lack of proactive policing. Additionally, beyond lack of police resources, the residents also discussed the increased presence of transients and homelessness.

3.   POTENTIAL SOLUTIONS

As part of the community focus group, once the concerns and issues were identified, the residents were divided into groups to identify potential solutions to the concerns raised earlier in the meeting. The following points summarize the key themes that emerged from this discussion

- Increasing Police Staffing to meet service level needs rather than addressing budgetary concerns.

- Making public safety a priority for the City.

- Converting police services back in-house either through a San Clemente Police

Department or a shared service Police Department between Dana Point, San Clemente, and San Juan Capistrano.

• Increasing the number of volunteers at the Police Station and reducing the age of the volunteers to patrol the streets.

• Implementing neighborhood watch programs in all neighborhoods.

• Adding street and neighborhood cameras.

• Using technology to improve current service levels.

As the points on the previous page demonstrate residents feel that public safety should be a priority for the City and should be demonstrated by either increasing current police staffing needs to improve their presence and visibility in the community or by instituting a separate Police Department from the Orange County Sheriff's Department. The majority of residents seemed to be in favor of these solutions, including potentially increasing tax revenues related to Transient Occupancy Tax and Business License Tax to help fund the additional public safety needs.