

# **POLICE OPERATIONS STUDY**

# **PALOS VERDES ESTATES POLICE DEPARTMENT**

**Lewis-McCrary Partners**

**September 2017**

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# **PART 1 – PROJECT OVERVIEW**

## **ABOUT LEWIS-MCCRARY PARTNERS**

Lewis-McCrary Partners is a professional Management consulting firm with over thirty-three years of experience providing consulting services to local governments. We provide clients with assistance in organizational analysis, performance audits, data analysis, organizational development, consolidation of services, long term planning, and team building. Our client list includes over 200 private and public agencies.

Project Team members have extensive experience leading and managing public agencies. Each has a strong background of diverse management experience with a “hands on” understanding of contemporary policing strategies and organizational/community partnerships. Our firm has a proven track record in developing strategies to better deal with police services, organizational accountability, risk management, and employee development. We value the importance of quality, cost effective police service.

## **SCOPE OF WORK**

In June of 2017, Lewis-McCrary Partners initiated the Operational and Staffing Study of the Palos Verdes Estates Police Department. The study was designed to examine the following elements of the organization:

- Analysis of the existing organizational structure, management systems, and operations with a focus on staffing levels, training standards, supervisory span of control, calls for service, deployment alignment, specialty assignments, community programs, equipment, and technology, including a cost benefit for each program area.
- Review of policing strategies: managing calls for service, call classification, prioritization, and call diversion.
- Review of deployment practices: staffing to workload, patrol scheduling, and geographic deployments to ensure appropriate staffing levels with an emphasis on employee safety and the use of existing resources.
- Conduct an analysis of providing in-house support services, including Jail Operations and Dispatch Services and their impact on operations.
- Compare the cost effectiveness and levels of service delivery through a cost comparison with other law enforcement agencies in Los Angeles County. The comparisons should be consistent with agencies of similar size, characteristics, and crime rates of the Palos Verdes Estates Police Department.
- Identify cost saving alternatives and organizational models for providing law enforcement services, the corresponding funds that could be saved by the implementation of these alternatives, and the impact on service levels.

- Evaluate the organizational culture and employee perception of the current working environment.
- Identify the community's perceptions and expectations of the Palos Verdes Estates Police Department.
- Present quantifiable and qualitative benefits and costs for maintaining the Palos Verdes Estates Police Department in comparison to contracting for law enforcement services with consideration to service level differences.
- Develop long-term recruitment and retention strategies that allow the City to maintain competitiveness for personnel recruitment and retention, including a recommended succession plan.
- Project future costs for sustaining effective and ongoing police services.

## **METHODOLOGY**

The staff of Lewis-McCrary Partners utilized several information gathering processes before beginning a comprehensive analysis. Perceptions, although not factual, often influence the data received for analysis; however, every effort has been made to eliminate personal bias from actual workload and job assessments by evaluating the data from various perspectives and stakeholders.

One methodology for this study included one-on-one interviews with Police Department personnel to determine the level of responsibility for essential police functions and deployment, as well as state and federal mandated reporting. These onsite visits provided a critical element in the assessment and must be reviewed for those functions that would continue to be provided by the City if law enforcement or any of its components were outsourced.

Supporting statistical data was also obtained to determine workload and service levels. It was important to ascertain the actual workload and how it is affected by procedures, redundancies, use of technology or lack thereof, and optimal staffing levels. The Palos Verdes Estates Police Department is a small police department and, as such, most of its staff wear many hats, meaning they perform a myriad of oftentimes unrelated tasks that may be handled by different people in a larger department. As a result, statistical data alone may not reflect the actual workload of those with this multi-tasking, diverse skill set.

Additionally, project team members conducted a significant analysis of agencies proving outsourcing potential and/or available data from other agencies as part of this study. This data is important in determining the feasibility of outsourcing, level of service to be provided, and associated costs. The following agencies were selected because of their statistical similarities, size, geographic proximity, or ability to provide contractual service to Palos Verdes Estates:

- Hermosa Beach Police Department
- La Palma Police Department
- Los Angeles County Sheriff's Department (LASD)
- Los Alamitos Police Department
- Redondo Beach Police Department
- San Marino Police Department
- South Bay Regional Public Communications Authority
- Torrance Police Department

Another critical component to the study involved the community itself. Numerous meetings were held with community members to determine their expected and perceived service levels. The facilitated meetings included an overview of the Police Department, highlighting current service levels and department programs. Residents were not required to sign in as the team wanted to encourage an open voice and anonymity if desired. Some residents declined to provide input during the meetings but contacted the team with input afterward by email, phone, and/or personal meetings. A summation of the public comment from those meetings has been included in this report.

It should be noted that after accepting this assignment, the Project Team was informed that the Chief of Police was on leave and not available for interview. The issues and recommendations discussed in this report do not require a direct response from the Chief as they are designed to provide a prospective discussion of ways to improve the Department. The team does not find the lack of that interview detracts from our conclusions.

Studies of this nature are predisposed toward the identification of areas requiring improvement. Accordingly, they have a propensity to focus on areas in need of improvement without fully acknowledging and highlighting the positive aspects of the organization.

## **BACKGROUND**

The Police Department is approximately 55% of the City's General Fund budget. This is not uncommon as public safety, a 24-hour per day/7-day per week service, requires greater staffing levels than other city services. The budget includes 40.9 FTE (Full-time Equivalent) in the Police Department when fully staffed. Currently, there is one police officer vacancy, one service



officer vacancy, and two on IOD (injured on duty) status. The Chief of Police, who was on leave, recently retired leaving that position vacant.

The City operates on a comprehensive two-year budget and capital spending plan. The City has benefitted from a Fire Services Parcel Tax that was to sunset on July 1, 2017. An initiative to extend that parcel tax was offered to the voters in March but it failed to meet the two-thirds supermajority required to pass. The failed measure created a structural budget deficit of 21.5% or approximately five million dollars. The City's current financial dilemma is further exacerbated by untimely increases in PERS and Workers' Compensation costs which have caused significant spikes in the budget.

### **COMMUNITY MEETINGS**

In order to understand the community desires and expectations from their law enforcement services, a series of meetings were held with residents from July 5 through August 21, 2017. The Neighborhood Watch Board assisted with the scheduling of several local neighborhood meetings. Two community-wide meetings were also conducted, and a number of individual meetings were held with residents of Palos Verdes Estates. Participation/attendance at the group meetings ranged from 11 to 70 people. In total, over 200 residents provided feedback to the Project Team by participating in the group meetings or being individually interviewed.

The purpose of the meetings was to encourage dialogue among the participants based on questions which were developed to gain an understanding of community members' expectations, opinions, perceptions, and attitudes of the Palos Verdes Estates Police Department. Each session began with a PowerPoint presentation explaining the purpose of the Organizational Study and the reason for holding the meetings. The participants were given an overview of the Palos Verdes Estates Police Department, including the organizational structure, staffing levels, crime data, current services levels, and programs currently being offered by the Police Department.

The meeting participants were asked the following questions:

1. **Do you feel safe in your community?**
2. **What is your perception of the Palos Verdes Estates Police Department?**
3. **What public safety issues are most important to you? How do you think the Police Department handles these issues?**

4. **Referring to any concerns you might have identified, what do you think is keeping the Department from making progress in the resolution of those issues?**
5. **If you could change one thing about the Police Department and the service it offers, what would it be?**
6. **In general, do you feel well informed about the public safety issues in the community?**
7. **Do you feel the community programs are valuable?**

Unlike a survey, focus groups are valuable because they rely on the synergy within the group to reveal aspects of experiences and perspectives that would not be available without group interaction. The interaction between participants and how they respond to each other is important because it generates agreement and disagreement discussions, questions and answers, candid conversations, and encourages dialogue among the participants. The results revealed many similarities in the feedback from the various groups.

Follow-up questions were asked by the Protect Team, and at times, it was difficult to keep the participants from going off topic. A number of participants arrived at the meeting with specific concerns, either demanding answers or wanting to express their concerns to the group. Much of the discussion centered on issues outside the scope of the study. It was clear that the vast majority of those attending the sessions were supportive of the Palos Verdes Estates Police Department and oppose contracting out for law enforcement services.

### **Summary of Responses by Question**

The feedback can best be described by themes. While this report includes an overview of the themes identified, we have summarized the individual responses to each of the questions.

#### **1. Do you feel safe in your community?**

- Yes
- Concerned about stop sign violators and other traffic violations
- Very safe
- Yes, we feel dispatch listens to us when we call
- I live here because I feel safe
- Yes, they responded quickly when I called about the mini bikes
- Yes, except when we had a burglary
- Yes, they responded immediately
- Yes, I don't want to give up services
- Not a valid question because I do feel safe but I feel safe in another city too.
- Very safe especially after an officer checked on a woman working alone in an office at night and then returned to walk her to her car

- I feel safe and do not want the Sheriff
- Having our own Police Department is worth a lot, service is much better
- Overall, everyone felt safe in the community
- Yes, visibility of the police is very important
- Yes, I have cameras and I see police cars go by and put spotlights on my house
- Yes, Palos Verdes Estates Police officers are intimately familiar with the geography

**Theme Statement: For the most part, people’s feelings of safety are linked to the Police Department. Many expressed their appreciation in seeing officers out on patrol, low response times, community programs, and police employees who care about the community. People enjoy having the ability to walk in their neighborhoods at night, allow their children to play in the parks, and walk along the trails. In many communities, there is a “gender gap” when you ask this question, with more women saying they do not always feel safe in a community. In Palos Verdes Estates, the number of women who felt safe was about equal to men in the community. Several people expressed views that their property values are associated with community safety and low crime rates. The majority of public safety issues expressed by community members included traffic safety, bicyclists impeding traffic and failing to stop at stop signs, and property crime.**

## **2. What is your perception of the Palos Verdes Estates Police Department?**

- Excellent
- High opinion and respect
- Best protection, I want the police department to protect property values
- Overall, community members feel very safe in the City of Palos Verdes Estates.
- Our Police Department lives here, knows the community, involved with our culture and community
- Need an “ad hoc” committee to rebut the group not supporting the tax
- Old Police Department verses new Police Department, community needs to decide
- Response and professionalism is phenomenal
- I am concerned that the City will go outside for the next Chief, seems to go to Orange County and it does not work for this community
- City Manager is in charge of the Police Department he has no experience

- My perception of the Sheriff's Department is a 20-minute response time, no follow-up
- Officers very responsive and good follow up
- Service oriented
- They're responsive
- They give us feedback
- We appreciate the community programs, such as PVE-CARES
- The police do a fabulous job
- I am surprised we have a jail
- Amazing
- The jail has the least benefits
- I want to know if the police feel they need their jail
- No complaints
- The police should be upfront about what they can cut from their budget
- People moved here because they like it. Do not mess with the chemistry of services and cut our police. That's why we moved here. Our property values and quality of life depend on it
- They protect the community and police engage with us and know us on a personal level
- The police have ownership in our community
- They're fabulous
- They're outstanding
- I've called them and they got here in less than two minutes
- They're very responsive
- We know most of them, it's like Mayberry RFD
- A+, I'm proud to live in the city
- They are respectful
- They serve the community well
- Wish they were more active in traffic enforcement
- It's critical that we keep the police force
- Great, fast response times

**Theme Statement:** For the most part, all of the focus groups had immense respect and appreciation for the Police Department. There was repeated acknowledgement that the Police Department is responsive, provides good follow-up, treats people with respect, and provides quality service. There were some concerns about the fact that the Department has its own jail operation, questions about whether staffing was appropriate (too high or too low), and the need for more traffic enforcement.

**3. What public safety issues are most important to you? How does the Police Department handle these issues?**

- Vacant houses, fear they might attract vagrants. Blight, code enforcement
- Safety of my personal property
- Traffic safety-enforcement
- Property crime, Police Department does a good job
- Officers are good with kids; present a positive image
- Bicycle traffic issues
- Dispatch spending too much time asking where a traffic accident had occurred trying to determine jurisdiction; involved an intoxicated driver. Service was excellent when Officers arrived.
- Bicycle issue with outside groups coming in and demanding changes
- Traffic issues
- Profiling my contractors who were detained, resident attempted to inquire why they were stopped and felt the Officers were discourteous. Not satisfied after complaining to the on duty Watch Commander
- Embarrassed over the “white boy surfer club” and feel it is not safe to go to the beach because of it. Beach trails have become territorial, not safe.
- Angry that there is a lawsuit because the Police Department failed to act.
- Follow home invasion robberies a year ago
- Need to install signs that PVE will prosecute and proactively keep criminals out of area
- Need more cops. The more I seem the better.
- Burglaries
- Bicycle traffic
- Vehicle traffic, speeding, failure to stop at stop signs
- Volunteer programs – Will we keep them if we go to sheriff’s department
- Water breach – lack of information regarding the incident

**Theme Statement:** This question did an excellent job of identifying the main public safety concerns and issues within the community. Traffic safety issues were mentioned across all of the focus groups, including the danger of bicyclists failing to respect the traffic laws. People generally feel that the Police Department has sufficient resources; however, they want to see more traffic enforcement.

**4. Referring to any concerns you might have identified, what is keeping the police department from making progress in the resolution of those issues?**

- There's a small group of people who are taking to social media to polarize issues
- They need a leadership strategy for recruiting for a small department
- Traffic Committee does not bring issues to resolution
- Lack of strategic thinking as it relates to bicycle issues
- Officer retention, worried that questions about the future of the Police Department will cause an exodus
- Lack of staff
- Money
- Financial due diligence
- Management/accountability
- Lack of communication with the public and information on opposition to Measure D created the lack of support
- Chief turnover is hurting the organization
- Leadership, need a plan with options
- A certain group that is against the Police department

**Theme Statement:** This question provided an opportunity to ask what areas the Police Department can improve upon. While residents offered several opinions on potential obstacles to making progress, a consistent theme was not exposed. A number of people felt the negative influence of some residents was impacting the Department.

**5. If you could change one thing about the police department and the service it offers, what would it be?**

- License plate readers should be installed/active
- It's really hard to come up with anything. They go above and beyond.
- Lunada Bay boys issue got out of control. Enforcement issue? Wonder if they're turned a blind eye because some of the surfers are police officers
- Add more police officers
- Get rid of solicitors
- Should they have cameras
- Do we really need the canine program?
- Nothing to change. Many in room agreed
- Get rid of jail...Maybe
- Turnover of officers, review hiring practices
- Effective leadership
- Cost management
- Objective metrics, set goals

- Post increased statistics, we need to watch costs
- A change in management in City and Police Department
- Visibility of real costs for police services
- Separate out costs for policing services and community programs...community services require time from police department to manage
- We are paying too much for our services
- They need to do a better marketing itself...the City, not necessarily the police department
- Could we use less management?
- More traffic/bicycle enforcement
- Add more officers and one more patrol beat
- Do we really need a canine?

**Theme Statement: Although, generally happy with the service delivery of the Police Department, several suggestions for change or improvement were offered. The discussions focused on program costs, accountability of management, and a need for effective leadership within the Department.**

**6. In general, do you feel well informed about public safety issues in the community?**

- Yes
- I liked the neighborhood meetings with the Chief
- They are doing a really good job at getting information out
- We appreciate the weekly crime reports
- Online news letter is good
- Yes, the information is available if you want it
- Nixle is great, the Police Department does a good job
- Maybe a continual blast to get more people to subscribe to Nixle
- Would prefer the city post information on the website, I do not like signing up
- Love the Nixle alerts
- I want to know about active situations as they occur, helicopter activity
- Yes, Police Department does an excellent job
- Appreciate publications, including crime report
- Appreciate the use of Nixle
- Concerned that the Police Department is not reaching everyone, i.e. those without social media

**Theme Statement: The overwhelming majority expressed appreciation for the Police Department's communication efforts and feel they are well informed about public safety issues.**

**7. Do you feel the community programs are valuable to the community?**

- Yes...numerous responses
- I did not know they all existed
- Yes, keep all of them
- Should spotlight programs in social media so people hear about them more
- I do not know what we would do without these programs (this resident was checked on twice during a hot spell)
- Very valuable
- Tell the officers they are appreciated

**Theme Statement: The residents truly value the many programs offered by the Police Department and feel they are a hallmark of the overall service provided by the Department.**

### **INDIVIDUAL INTERVIEWS WITH RESIDENTS**

**Many of the issues identified during the meetings with individual residents were outside the scope of the study. The discussions were not structured and generally dealt with concerns and issues that the resident wanted to bring to the attention of the Project Team. These issues are listed below:**

- The police department is overstaffed
- Why does the police department operate its own jail and communications center
- Excessive overtime costs
- The police department should not reinstate the boat program
- Memorandum of Understanding (MOU) issues
- Escalating retirement costs
- Is the community safer with its own police department verses the Sheriff's Department?
- There never was a problem with the Bay Boys; the city overreacted
- Reserve Officers are underutilized
- Some police officers are not competent to do their job
- Police department budget is excessive

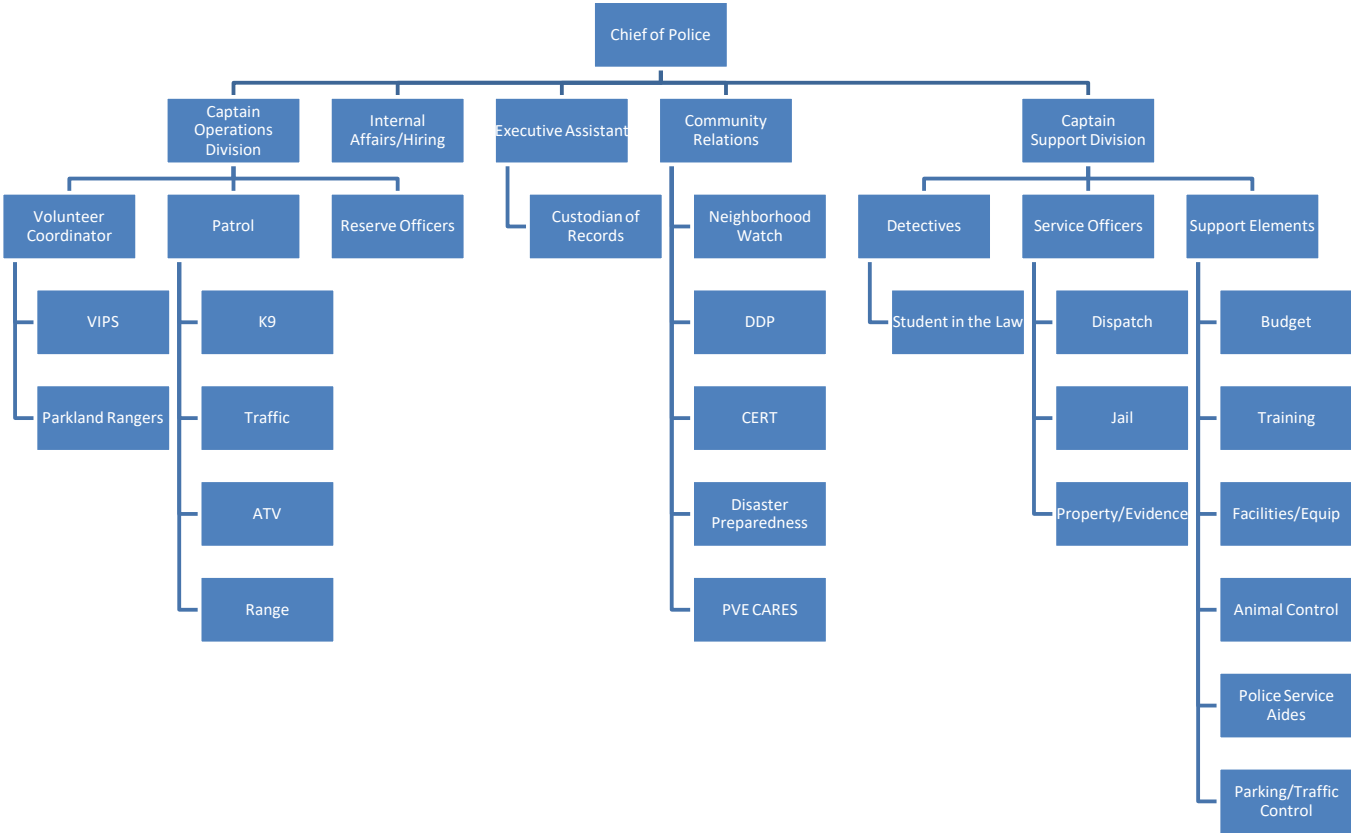


- Bay Boys issue was mismanaged by the Police Chief and was an embarrassment to the city
- Ineffective management of the police department
- Why don't we have more volunteers working with the police department
- Poor quality investigations
- The Police Department is more responsive and much more professional than the Sheriff's Department
- Police Officers are overpaid
- Traffic enforcement is lax
- Officers abuse their discretionary powers when enforcing the laws; many are corrupt
- Non enforcement of parking violations
- Officers are not as well trained or as experienced as Sheriff's Deputies
- Los Angeles County Sheriff's Department would provide improved law enforcement services
- We need to keep our Police Department. They provide a good police service.

**Theme Statement: The majority of these residents are supportive of maintaining the Palos Verdes Estate Police Department; however, many have concerns about the management and cost efficiency of the Department. They have expectations that the City Council will address their concerns. The remaining residents feel the City should disband the Police Department and contract with the Los Angeles County Sheriff's Department for law enforcement services.**

# **PART 2 – ORGANIZATIONAL ANALYSIS**

# Palos Verdes Estates Police Department Current Organizational Chart



**\*Provided by the Palos Verdes Estates Police Department**

# ORGANIZATIONAL LEADERSHIP/MANAGEMENT

## CULTURE AND VALUES OF THE ORGANIZATION

Employees were found to be capable, dedicated professionals with a strong desire to serve the community. Service to the community is integrated into the day-to-day operations of the organization. Employees feel no call is considered too minor to warrant a response and no case too small to warrant an investigation.

This philosophy of service may be the product of the public reputation of the City of Palos Verdes Estates which sees itself as a community that is geared towards providing a “hometown” atmosphere and environment which many residents feel is critical to the high quality of life that members of the community enjoy. Many communities these days are trying to achieve this sense of community.

Police Department employees recognize their role in ensuring the community is a safe place for residents to live and raise their families. During the community meetings, the majority of residents in attendance praised the Palos Verdes Estates Police Department and the services they provide, including their responsiveness and caring attitude toward the residents.

Police cultures cannot be established overnight. It is a long-term process that is developed by the organization’s leadership. A positive and inclusive working environment is key to a healthy and productive organization. A supportive workplace culture leads to increased productivity, high morale and retention of experienced employees. Like many law enforcement agencies, this organization would be considered as “traditional” in its approach to management, with a need to expand employee participation in its day-to-day operations.

One of the concerns expressed most often by managers and supervisors was the belief that they can make positive contributions to the organization if allowed to expand their roles in the management of the Department. Important processes such as decision making, staff development, internal communications, and policy development are key to the success of the any organization. The next Chief of Police must recognize that these processes are key to the continued success of this organization and ensure that employees are well informed and can count on consistent leadership from the management team.

## THE NEXT CHIEF OF POLICE

As is the case in all organizations, success and effectiveness start at the top. It is at this level that an organization’s philosophy is developed, its vision and missions defined, and its values articulated.

At present, the Palos Verdes Estates Police Department is without a permanent Chief of Police. The selection of the next department director and the implementation of the recommendations contained in this report will be critical to the long-term success of the Department.

**RECOMMENDATIONS:**

***The search for a Chief of Police should focus on an individual who possesses the following attributes:***

- 1. Embraces a personalized approach to providing services to the community;***
- 2. Has the ability to gain the respect of department employees while implementing changes that at times may be viewed as unpopular;***
- 3. Demonstrates the ability to lead and manage a department that sees itself as an integral and respected part of the community;***
- 4. Has knowledge of contemporary policing practices;***
- 5. Recognizes the value of strategic management;***
- 6. Engages employees in the daily operation of the department;***
- 7. Possesses a problem-solving philosophy;***
- 8. Creates an environment that enables employees to realize their full potential;***
- 9. Brings a proactive philosophy to addressing community expectations;***
- 10. Takes a hands-on approach to managing the department through an effective management team; and,***
- 11. Has the skills to be a member of the larger city management structure, while being an advocate for the needs of the Police Department.***

**POLICE CHIEF/CITY MANAGER WORKSHOP**

The working relationship between the City Manager and the Chief of Police is a critical element of successful local government. To be effective, they must establish an effective working relationship. The California Police Chiefs Association sponsors a three-day team building seminar which focuses on personal communications, roles and expectations, and performance assessment. This valuable seminar is reimbursable by the Commission on Peace Officer Standards and Training.

**RECOMMENDATION:**

***After one year of service, the Police Chief and City Manager should attend the Police Chief/City Manager Course sponsored by the California Police Chiefs Association.***

## **TEAM BUILDING WORKSHOP**

The California Commission on Peace Officer Standards and Training provides specialized consulting services to assist local agencies with the development of their management teams. Team Building Workshops are designed to assist in the development of organizational goals and objectives, problem solving, and team building. These three-day, off site workshops are eligible for training reimbursement and are available to police departments every two years. This program would assist the new Police Chief with the process of building a Management Team while strengthening trust, respect, and credibility among members of the department.

### **RECOMMENDATION:**

**The newly appointed Chief of Police should seek POST approval for a Team building workshop at the time of appointment and schedule the workshop after six months in office. All members of the Police Management Team should be required to attend. This POST reimbursable program has not been included in budget estimates.**

## **PARTICIPATIVE MANAGEMENT**

Employee input at all levels is an invaluable asset to an organization. This does not mean that every idea or suggestion must be implemented, but managers do have a responsibility to provide timely and thoughtful feedback, explaining why the employee's suggestion was not accepted and/or used. While employees may or may not agree with management's decision, they are more likely to support the decision if they feel they are part of the process.

In order to bring change to the organization, it is critical that management accepts the validity of, and is receptive to:

1. Seeking employee input;
2. Ensure employee participation in the day-to-day management of the Department;
3. Support open and candid discussions of issues;
4. Respecting the opinions of others; and,
5. An open and progressive environment.

## **MANAGEMENT MEETINGS**

Leadership is a vital element of management. Without effective leadership and communication, the best management planning, policy, programs and budgets are meaningless. A manager's effectiveness is directly related to the quality of his or her decisions. Decisions must be timely, based on adequate information and directed at the real issues.

Successful managers involve staff members in all aspects of the decision making process through regularly scheduled staff meetings.

A number of staff members indicated that past Police Management Team meetings were generally not conducted as “business meetings” or viewed as productive. The meetings were described as “information giving” and the environment was not viewed as open and participative. The Police Chief needs to create an environment that emphasizes problem solving as well as the dissemination of information. Meetings and other group sessions should provide opportunities for strengthening trust, respect, and credibility among members of the management team.

**RECOMMENDATION:**

***Management staff meetings should be held monthly. Meeting topics should include discussions on:***

1. ***Policy development***
2. ***Problem identification***
3. ***Decision making***
4. ***Community issues***
5. ***Employee development***
6. ***Crime trends***
7. ***Information sharing***
8. ***Program updates***
9. ***Budget issues***
10. ***IT Issues / New Technology***
11. ***Planning***

***One method to invite broader participation in these meetings is to post an open agenda on the Department’s computer network and allow meeting participants to add to the agenda during the month leading up to the meeting. Confidential issues can be identified with a sterile subject, such as “Personnel Issues”, without reference to the person or incident. Whoever puts an item on the agenda, speaks to that topic during the meeting. The entire***

***department can view the agenda and bring issues to their supervisor for inclusion in the meeting.***

## **SUPERVISION**

Based on comments received during the interview process, there is a lack of consistency in the degree and style of supervision among first-line supervisors and captains. The differences extend beyond the normal differences in style where one supervisor endeavors to run a tight ship while another supervisor has an informal approach to supervision. Inconsistency among supervisors is a common issue in many law enforcement agencies.

Sergeants are critical to providing effective supervision and are responsible for the first-line supervision and management of their respective shifts or assignment. They spend a portion of their shift on administrative duties, such as reviewing reports, responding to public inquiries, and managing ancillary responsibilities. They also have the primary responsibility of supervising officers in the field and ensuring calls for service are handled according to Department Policy and Procedures. When the shift is busy, they will spend time in the field assisting officers and handling calls for service or assisting officers as a backup unit.

### ***RECOMMENDATIONS:***

***Steps must be taken to improve consistency in the leadership of the Sergeants and Captains. This can be accomplished through a well designed training program, clearly defined expectations, and development of a Management Team with active involvement of the team. They must understand that they will be held accountable for their supervisory practices.***

## **COMMUNICATION**

A process must be developed and implemented to ensure that consistent and accurate information is disseminated throughout the Police Department. When employees understand what is happening in an organization, trust is generally improved and rumors are kept to a minimum. The Police Department has been operating largely on rumors and information shared by the Sergeants. The Sergeants and Captains are not regarded as well informed, resulting in a lack of consistency in the flow of information. There is an urgent need for more direct communication from the Police Chief to the Department's employees. The financial cost of conducting regular meetings and implementing other forms of communications is far less than the cost of trying to remedy conditions that result from a lack of communication. The basic rule of communicating with employees is, "If you error, error on the side of providing too much information."



**RECOMMENDATION:**

***It is critical that a comprehensive communications strategy be developed and implemented throughout the organization. This strategy must include all employees.***

**EXPECTATIONS**

The next Police Chief needs to set expectations for the Department. All employees need to understand their role and what is expected of them as employees. Commonly referred to as establishing role expectations, this list of behaviors can and should be developed with input and participation from all employees. Without clear expectations, employees will form their own ideas of what is expected from them. Clear expectations improve consistency and set the standard for holding employees accountable.

**RECOMMENDATION:**

***The next Police Chief should meet with employees in small groups to define and articulate a clear set of expectations which will serve as the standard of work performance for all Department employees. Once the expectations have been developed, they should be distributed to all employees.***

**DEPARTMENT MANAGEMENT STRATEGY**

The Department strategy has been one of reaction. There does not appear to be an active effort to focus on a proactive organizational style to problem solving. Effective and successful police organizations stay ahead of the need by identifying potential community needs and law enforcement trends, and then develop action plans to address them. Action plans are developed and implemented to address community issues and ensure that best practices are followed within the Department to improve efficiency and effectiveness.

**RECOMMENDATION:**

***The Police Management Team must develop short and long-range strategies to ensure the Department is meeting current and future needs of the community. The plan should address issues such as:***

- 1. Community issues***
- 2. Traffic Safety***
- 3. Employee development***

**4. Community programs**

**5. Utilization of technology**

**6. Service levels**

**EMPLOYEE RECOGNITION**

The purpose of an employee recognition program is to recognize employee performance beyond the norm. Recognizing employees for exemplary performance is an important managerial function and is a means of officially and publicly acknowledging the organization's appreciation of employees for behaviors that support the Department's mission and goals, while reinforcing the organization's expectations of its employees. There are two elements to a recognition program: informal and formal. Informal is the day-to-day acknowledgment by managers and supervisors for a job well done. Formal recognition involves recognizing employees monthly, quarterly, or annually for outstanding performance. This can be accomplished through special recognition or an official commendation. The current employee recognition program is a citywide program and is rotated among City Departments on an annual basis. Unfortunately, it fails to capture the full value of acknowledging employees for outstanding performance.

**RECOMMENDATION:**

***An Employee Recognition Program should be established within the Police Department. The Police Management Team must ensure that members of the Department are recognized for outstanding contributions to the mission of the organization. The standard for recognition should be based on quality performance that exceeds expectations. Employees should be involved in identifying the types of behaviors that warrant recognition and how they should be recognized.***

**POLICY AND PROCEDURES**

It is important that a police department responds in a uniform manner regarding how situations are handled, decisions are made, and issues are confronted. Employees must have clear guidance in carrying out their duties and responsibilities.

The Palos Verdes Estates Police Department subscribes to the Lexipol Law Enforcement Policy Manual and Training System. This customized web-based system of managing policies and procedures for public safety organizations is used by the majority of California law enforcement agencies. Lexipol provides more than 150 policies based on federal and state statutes, case law, regulations, and best practices. It is written by legal and public safety experts who

constantly monitor major court decisions, legislation, and emerging trends affecting law enforcement. Regular updates are provided in response to legislative mandates and case law. Lexipol is a cost effective means to ensure the organization's policies and procedures are up-to-date, and meeting the needs of the Police Department. The true value of Lexipol is in its mitigation of risk and exposure for the City.

Lexipol requires customization of the policy manual to fit the needs of the Department. The Chief directed that the customizing process be fully completed before the policy and procedure manual could be implemented by the Department. Therefore, the Department only adopted the portion of the Policy Manual.

#### **RECOMMENDATION:**

***The Department should take immediate steps to complete the review and customization of the Lexipol Policy and Training System. The full Policy Manual must be adopted in order to provide policy guidance to all employees.***

#### **RECRUITMENT**

Employers nationwide are experiencing difficulty in attracting qualified personnel. This problem is exacerbated for law enforcement agencies where the process of attracting potential employees is more complex than merely convincing a large number of persons to submit applications for employment. There are several factors both inside and outside the organization contributing to this problem:

1. Better paying jobs outside of law enforcement;
2. Increased recruitment efforts by other law enforcement agencies;
3. Negative national publicity over matters like racial profiling and excessive use of force limits the appeal of a career in law enforcement;
4. Communities expect and demand higher standards for law enforcement;
5. Lengthy hiring process; and,
6. People want a balanced lifestyle with their family, not subject to shift work, mandatory overtime and court time.

Unlike most professions, becoming a law enforcement officer requires applicants to go through a comprehensive process designed to find candidates with the highest probability of success. The importance of productive recruitment and selection processes cannot be overemphasized, and the extent to which recruitment efforts are successful are largely determined by the effectiveness of a well-designed recruitment plan. In one survey of police executives, 81% of the respondents agreed that recruitment was a problem for their agencies, yet only 26% had a written strategic plan to address the problem. The key is for the Palos Verdes Estates Police Department to have a plan to ensure they are hiring people with the skill sets necessary to

police the community of Palos Verdes Estates, which has high expectations for service. The following recommendations provide a foundation for a comprehensive recruitment program.

**RECOMMENDATIONS:**

- 1. Identify a set of core values of the Police Department. Every agency has a set of values, regardless of whether they have been formally articulated. Core values clarify why the department exists, what it represents, and how it conducts itself. Identifying the core values helps determine what characteristics an individual should possess to fit well within the community. When an applicant's personal values are consistent with those represented by the Department, the individual is more likely to identify with the organization's mission. This attracts candidates who are more likely to be a good fit for the Department and will result in lower attrition rates.**
- 2. Select the right people to be involved in the recruitment process. They should be enthusiastic about the Department, committed to the mission, interested in recruiting, and seeking to impact the organization in a positive way by helping to select the right candidates. They should have the ability to talk with people and be a positive reflection of the Department.**
- 3. Identify a five-year recruitment goal, projecting which positions within the department will have vacancies and how many people will need to be hired to fill those positions.**
- 4. Determine the effectiveness of past recruitment efforts and identify the profile of the ideal candidate. Are the job qualifications really meeting the needs of the Department? Are the recruiting efforts yielding the best results? What has attracted and kept existing employees? Why do employees leave the agency? The answers to these questions should impact the recruitment plan.**
- 5. Improve external relationships with others who can help in referring potential candidates to the Palos Verdes Estates Police Department. Sources include organizations, such as: police academies, college criminal justice programs, high schools, community based organizations, and other police departments in the South Bay region. If a good candidate is not a fit in Palos Verdes Estates, refer them to another agency where they might be better fit.**
- 6. Personalize the recruitment process and develop relationships with the candidates. Make staff accessible to candidates to answer questions and encourage ride-a-longs. Send regular notices to candidates to ensure they are kept informed about the process and their status. Assign a staff member to mentor selected candidates through the process.**

7. *Employees may be the Department's best source for referring candidates. Help employees see themselves as recruiters for the organization and develop a culture that fosters a commitment from staff members to refer candidates towards the Department. Keep employees informed about the recruitment process and the need for quality candidates. Provide them with materials they can pass on to potential candidates.*
8. *Look for ways to streamline and speed up recruitment and testing without compromising the integrity of the process. We recognize that POST Regulations limit flexibility and the need to use outside experts for polygraphs, psychological exams, and medical examinations can extend the length of the process; however, those in charge of recruitments must constantly look for ways to improve the process.*
9. *Many candidates are eager to enter the profession and will accept the first offer of employment. Conduct pre-qualifying interviews that will allow the candidates to screen themselves out if they have disqualifiers in their background.*
10. *Advertising should be designed to attract those individuals who will be a good fit for the Department. Candidates increasingly rely on the Internet to find job opportunities. The Department's website can be a valuable recruitment tool.*
11. *Involving the entire Department is generally the best approach in problem solving. If the entire organization is engaged in the task of developing a recruitment plan, it will increase the chances of success and give employees a feeling of ownership in the recruitment process.*

## **RETENTION**

Retention of quality employees is an ongoing issue with law enforcement agencies across the country and the City of Palos Verdes Estates is no exception. Since 2012, sixteen employees have left the Department for varied reasons (See Employee Attrition Chart below). As indicated, five employees left for employment with other law enforcement agencies during this period.

### **Employee Attrition**

The following table displays the number of employees and their reason for leaving the Police Department in the last five years. Each "X" in the table represents one person.

| CATEGORY                   | CLASSIFICATION          | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 |
|----------------------------|-------------------------|------|------|------|------|------|------|
| Service Retirement         | Community Relations Ofc | X    |      |      |      |      |      |
|                            | Police Chief            | X    | X    |      |      |      |      |
| Medical                    | Sergeant                | X    |      |      |      |      |      |
|                            | Police Officer          |      |      | X    |      |      | X    |
| Resignation                | Services Officer        |      | X    |      |      |      |      |
|                            | Services Aide           |      |      |      |      |      | X    |
|                            | Police Officer Trainee  |      |      | X    |      |      |      |
| Failed Probation           | Services Officer        |      |      | X    |      | X    |      |
| Lateral To<br>Other Agency | Police Officer          |      | XX   |      | X    |      | X    |
|                            | Services Officer        |      |      |      |      |      | X    |
| Position Eliminated        | Data Entry Clerk        |      |      |      |      |      | X    |

(Chief Kepley's separation disposition is not included in this table.)

Based on the small sampling of data, it is difficult to draw conclusions on the turnover represented in the preceding chart. Officers will generally transfer to another agency for four reasons: higher salary; lack of opportunities to work specialized assignments; lack of promotional opportunities; and, poor morale. Poor morale generally emanates from employees being frustrated with ineffective leadership at the administrative and first-line supervisory levels. Salary is not the most important consideration when addressing retention issues, but employees must view their compensation as fair. Surveys show that employees will generally begin applying to other agencies between the third and fourth years of employment.

The cost of replacing an officer can be expensive. There are many factors to take into consideration in determining what is included in those costs. Some of the direct and indirect costs are listed below:

**Monetary:**

1. Recruitment and selection costs invested in hiring the officer who leaves
2. Training invested in the officer
  - a. Field Training
  - b. Annual Continuing Professional Training
  - c. Specialized
3. Administrative costs to process the officer's separation
4. Disbursement of benefits to separating officer
5. Lost productivity
6. Overtime associated with increased workload for remaining staff
7. Recruitment and selection cost of replacement
8. Advertising
9. Recruitment staff and activities
10. Testing costs (interview, background, medical and psychological screening)

11. Administrative cost of processing a new employee
12. Training for replacement

**Non-Monetary:**

1. Loss of professional experience
2. Potential morale issues
3. Loss of relationships with staff and community members

To address retention issues an agency must understand why employees choose to leave one agency for another. These factors can be identified as either a “push” or “pull” factor. Employees leave an agency because an issue is “pushing” them away, such as ineffective leadership, or is “pulling” them away, such as increased compensation benefits or greater opportunities for professional growth. Many experts agree that the most significant factor in retention is an employee’s relationship with the immediate supervisor or manager.

While salary and benefits are not directly within the control of the Police Department’s leadership, efforts can be made to create a positive working environment. Employees want to feel good about the work they do and the people they work with and for. They want to work in a positive environment and receive recognition for their contributions. A work environment that offers these qualities does not happen by accident. It happens because leadership instills a culture of participation and support within the organization.

**RECOMMENDATIONS:**

1. ***Managers and supervisors must take the necessary steps to create a climate of trust throughout the organization. All employees should feel they are individually valued, respected, and treated fairly with dignity.***
2. ***Meet with the employees to identify what they like and dislike about the Department, as well as what encourages employees to stay.***
3. ***Improve organizational communication to ensure that employees feel that they are listened to and informed. It is critical that a comprehensive communications strategy be developed and implemented throughout the Department. This strategy must include all employees.***
4. ***Look for ways to develop employees through training. Seek opportunities for them to work in different areas of the organization to enhance their skill set and give them a broader perspective of the Department. Ensure that individual training needs that will enhance their career development are met.***
5. ***The Department should design and implement a formal Police Department Employee Recognition program.***

6. ***Implement a system of participative management, with an emphasis on problem solving as well as the dissemination of information. Meetings and other group sessions should be implemented to provide opportunities for strengthening trust, respect, and credibility between members of the organization.***
7. ***It is critical that Management accept the validity of participative management and is receptive and responsive to:***
  - A. ***Seek employee input;***
  - B. ***Increase employee participation in the day-to-day management of the Department;***
  - C. ***Support open and candid discussions of issues; and,***
  - D. ***Respect the opinions of others.***
8. ***Management should functionally be defined to include all Sergeants. Each member of the Management Team should be trained and treated as a Manager and held accountable for clearly stated roles and expectations.***
9. ***Managers must recognize employees for exemplary performance, which includes acknowledging the Department's appreciation to staff members for performance beyond the norm.***
10. ***City Management and the City Council must ensure that compensation packages are competitive.***

## **SUCCESSION PLANNING**

Succession planning is more than simply selecting someone to succeed the Chief of Police or other key leadership positions within the organization. It begins with recruiting people who fit the organization and includes investing in the development and training of staff members. This requires the leadership to devote a significant amount of time and energy to developing and mentoring members of the department.

A Succession Plan should be designed to assist in the development of employees for all positions within the Police Department. It is common in law enforcement to make promotions based on the performance of staff in their previous positions, without specifically preparing them for the responsibilities for the future roles they might assume. In other words, we tend to place people in positions for which they are not ready. The goal is to replace entitlement with a culture of performance.



The focus should be on building leadership skills rather than planning for replacement. It is key to ensure that they receive leadership training and development, and are exposed to other functions in the organization. A commitment to develop a Succession Plan is the first step in the process.

A common error is to designate succession planning as a separate program instead of an integrated strategy for managing talent in the organization. Effective succession must be linked to other management and HR processes, and must become part of the culture of the organization.

**RECOMMENDATIONS:**

- 1. Identify leadership competencies, leadership skills, and desired behaviors by developing a profile of successful leadership in the organization;**
- 2. Determine desired training for leadership, risk management, and supervision, and create a future leadership training plan;**
- 3. Identify outside training sources such as POST and JPIA;**
- 4. Meet with employees who are desirous of involvement in the program;**
- 5. Design a leadership training program for each employee involved;**
- 6. Establish a Mentoring program;**
- 7. Issue special development assignments, such as:**
  - a. Briefing training**
  - b. Presentations at staff meetings and department head meetings**
  - c. Research assignments to enhance skill levels**
  - d. Work with community in Neighborhood Watch or DDP;**
- 8. Establish educational standards (consider phasing in over time) for promotion; and,**
  - a. Bachelor's degree for captain**
  - b. Bachelor's degree for sergeant**
  - c. Associate's degree for corporal**
- 9. Assign staff to City Hall to assist the City Manager on a special project.**

## **PERSONNEL and TRAINING**

The Personnel and Training function is staffed by a Sergeant. There is no clerical support to assist with the high volume of documentation associated with the responsibilities of this unit. The Sergeant's responsibilities include: conducting background investigations of all applicants selected for employment with the Department; conducting internal affairs investigations; coordinating recruitment, scheduling and/or conducting testing; and, facilitating the processing of applicants with the City's Human Resources Department.

The position is also responsible for all aspects of employee training. Management of the training function includes: identifying training needs; ensuring all employees are current with POST and State training mandates; scheduling training courses; making all travel arrangements; preparation and submission of training documents; and, preparation of the Department's Training Bulletins.

A comprehensive training program is essential in a police department and is a key factor in the organization's ability to effectively carry out its mission. Many resources are available to provide training for employees.

The Police Department has a Training Matrix which is a tool for supervisors and managers to utilize in assessing the training needs of the organization. The Training Matrix prioritizes training in four categories:

**Mandated** - Training that is required by state law, the California Commission on Peace Officer Standards and Training (POST) or the Police Department.

**Essential** - Training related to specific assignments or training that meets a need in the department.

**Desirable** - Training in areas of personal interest or for individual career enhancement or development.

**Areas of Expertise** - Specialized training in areas that have been identified by staff as necessary or important for the Department to carry out its mission.

While the current training program ensures employees are receiving training that meets State and POST mandates, the plan is not comprehensive. Training plans or matrices should include a category for each position in the organization which identifies individual training that is essential to the development of the employees.

The Training Sergeant averages six background investigations per year. During the past year, he also completed three internal affairs investigations (IA). The number and types of investigations will vary from year to year. Although the Department contracts with RCS Investigations (specializes in governmental investigations) to conduct background investigations, the Training Sergeant conducts the majority of these investigations. RCS Investigations currently charges \$1,500 to conduct a background investigation for a sworn position and \$1,200 for a non-sworn

position. The costs for internal affairs investigations vary greatly depending on the scope and complexity of the investigation.

**RECOMMENDATIONS:**

*The position of Personnel and Training Sergeant should be eliminated and the responsibilities of this position should be reassigned to the Investigation Sergeant position. All background and internal affairs investigations should be assigned to RCS Investigations under the City's current contract. The training functions would be the direct responsibility of the supervisor in the investigations bureau. The Project Team feels that combining the two workloads is feasible because the City's Human Resources Department is responsible for all of the Human Resources functions in the City, including the management of recruitments, employee benefits, promotional testing, and training. The Training Sergeant provides support to the Human Resources Department. Most of the workload in the police training function involves clerical duties, such as tracking employee training to ensure employees meet all training standards, scheduling training classes, preparing documents, and coordinating schedules with the scheduling supervisor.*

*It is also recommended that the Property and Evidence Services Officer be assigned to the Detective Sergeant on a full-time basis to provide clerical support for the training function in addition to their property/evidence function. There is no added cost for the Property and Evidence Services Officer as it is recommended that the position be reassigned from Dispatch, but remain available to back up in dispatch as necessary.*

*We recommend increasing the hiring budget (account 64599) to \$50,000 to include (\$15,000 for contracted backgrounds and \$25,000 for internal affairs investigations), which results in a significant savings from the elimination of a sergeant position.*

# OPERATIONS

Under the command of a Police Captain, the Operations Division is the enforcement side of the Police Department, encompassing uniformed patrol, traffic and special enforcement programs. Patrol is often referred to as the backbone of any police department. Patrol is the largest and most visible function of law enforcement within the Police Department. Its primary responsibility is to provide uniformed law enforcement service to the community. Uniformed police officers are usually the first contact many citizens have with the Department, and as such, often leave a lasting impression of the Police Department as well as the City. The Operations Division is commanded by a Police Captain.

Patrol is staffed 24 hours per day, 7 days a week. It is divided into two shifts, with a minimum of two officers per shift. Each shift is supervised by a sergeant. In addition to regular officers, patrol shifts are supplemented by Reserve Officers, a Canine Officer or a Motorcycle Officer. When the Department is fully staffed, certain patrol shifts can be staffed with four or five officers.

The City is divided into two geographic patrol areas or beats, and officers are assigned a specific area to patrol during each shift. Assigning officers to specific patrol beats tends to minimize response times and allows officers to become familiar with their areas and recognize suspicious persons or potential problems before a crime is committed.

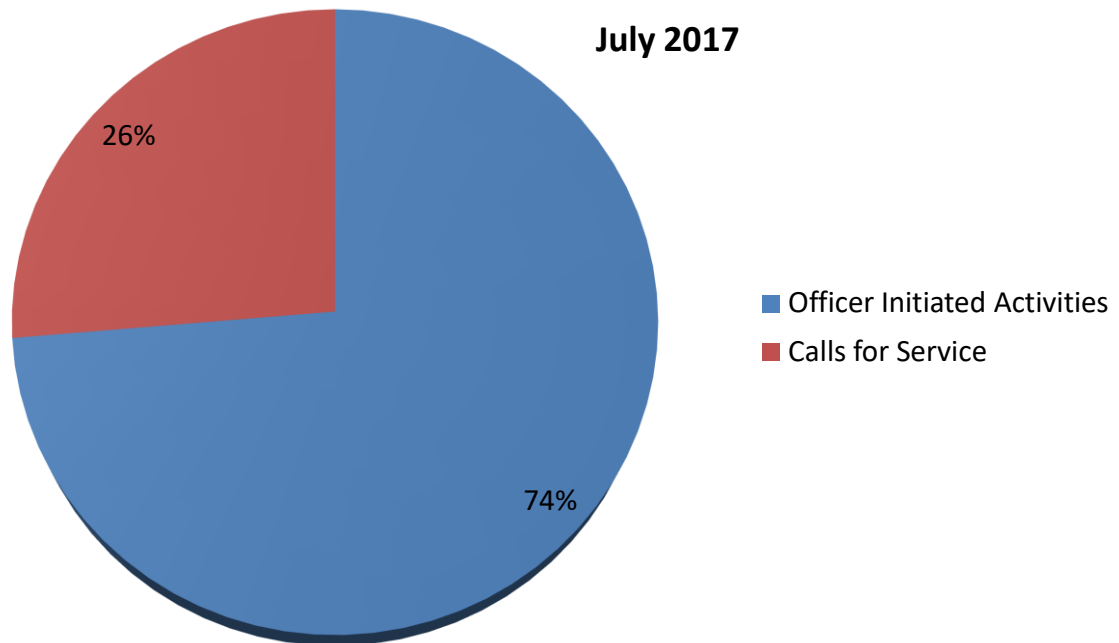
Proactive policing is a very important part of patrol operations in communities such as Palos Verdes Estates, where the call for service volume and crime rates are relatively low. When officers are not rushing from call to call, they have time for self-initiated activity where they can potentially stop crimes before they occur. In Palos Verdes Estates, where the residents have high expectations of their Police Department, proactive efforts can that demonstrate the Department is working to preempt crime, thus meeting the expectations of the community.

The Department is currently authorized for 25 sworn positions with 18 of these assigned to patrol. There are four (4) Sergeants, three (3) Corporals, eight (8) Officers, one (1) Canine Officer and two Motorcycle Traffic Officers.

The Palos Verdes Police Department does not track the time spent on calls for service so this report will not include a comprehensive analysis of that data; however, data was hand collected for the month of July (2017) when this study began and it provides a useful snapshot of the Department's activity. In July, officers spent 14,377 minutes (approximately 240 hours) on Calls for Service. They spent another 11,807 minutes (197 hours) on Officer Initiated Activity or proactive policing. During that time, officers averaged 14 Calls for Service and engaged in 38 proactive enforcement activities each day. The time spent on individual activities, such as booking, arrests, traffic stops, and report writing was not tracked. Other details, generally used

in analysis, such as Calls for Service by Beat, Arrests by Beat, Total Patrol Time, and Time Spent on Priority 1 Calls are not tracked; therefore, the Project Team was not able to determine staffing levels and beats assignments per the Scope of Work because the data is not available.

The following chart provides a visual representation of the time Palos Verdes Estates Police Officers are engaged in proactive policing.



**60-40 FORMULA**

The International City/County Management Association (ICMA) is a non-profit professional association of local government administrators and managers. The organization is dedicated to assisting local public agencies in providing services to its citizens in an efficient and effective manner.

The ICMA Center for Public Safety Management is one of four centers with the ICMA’s United States Programs Division providing support to local agencies and specializes in workload and staffing needs for policing agencies.

ICMA has the “Rule of 60” regarding appropriate staffing levels for local police departments. In general, the “Rule of 60” is applied to evaluate patrol staffing levels. The “rule” has two components. The first part maintains that a minimum of 60 percent of the sworn officers in a department should be dedicated to the patrol function, and the second part maintains that no more than 60 percent of this manpower should be “saturated” by workload demands from the community. In other words, officers should have a minimum of 40 percent of their time available for patrolling the community, proactive policing and/or time for community policing activities. The current staffing levels in patrol (factoring in Corporals) exceed the ICMA standard and are appropriate for the needs of the community. Palos Verdes Estates Police Department’s current staffing level in patrol is 72%, which exceeds the ICMA standard and is appropriate for the needs of the community.

## **RESPONSE TIMES**

Response time is measured as the difference between when a call is received and when the first officer arrives on scene. When a resident calls the police department to report a crime, the Dispatcher starts obtaining information from the caller. This information is entered into the dispatch computer system (CAD) and a Call for Service is generated, including the date and time the call is received. This time is considered Pre-dispatch time.

The Dispatcher then assigns the call to an officer who drives to the scene. This time is considered travel time. When the officer arrives on the scene, the dispatcher records the arrival time in the computer.

The combined pre-dispatch and travel time is the total response time. Many law enforcement agencies, particularly those that have to hold calls until an officer is available, only consider travel time as their total response time. Prior to January 2017, the Palos Verdes Estates Police Department calculated travel time as their total response time.

Calls for Service are divided into three categories:

**Priority 1** - A call for service that requires an emergency response

**Priority 2** - A call for service that requires an immediate response

**Priority 3** - A call for service that does not require an immediate response and can be held for the next available officer

In January of 2017, the Department began manually extracting Priority 1 response times to ensure the accuracy of the data. The Department currently does not collect data on Priority 2 or 3 response times. The Computer Aided Dispatch System (CAD) is currently being updated to collect data on all response times.

The following chart provides data for Priority 1 calls for service from January through June 2017. The Department provided data for Priority 2 and 3 calls for service for only one month, January 2017. This data was manually collected and is provided to give the reader a sense of response times for these types of calls. The Department’s practice is to not hold any calls for service in dispatch; therefore, all calls are immediately entered into the CAD system and dispatched to the first available officer.

### Response Times for Priority 1 Calls

| 2017     | # of Calls | Pre-Dispatch | Officer Response | Total Time |
|----------|------------|--------------|------------------|------------|
| January  | 14         | :51          | 2:17             | 3:01       |
| February | 9          | 1:36         | 2:02             | 3:38       |
| March    | 4          | :48          | 2:57             | 3:45       |
| April    | 14         | :53          | 2:25             | 3:18       |
| May      | 9          | :52          | 2:22             | 3:15       |
| June     | 7          | 1:03         | 2:25             | 3:28       |

**Average Response Time for Priority 1 calls: 3:21**

### Response Times for Priority 2 and 3 Calls

**January 2017 is this the only month Priority 2 and 3 calls were tracked. This information is provided as a snapshot of response times for non-emergency calls.**

| January 2017 | # of Calls | Pre-Dispatch | Officer Response | Total Time |
|--------------|------------|--------------|------------------|------------|
| Priority 2   | 166        | 1:54         | 3:13             | 5:07       |
| Priority 3   | 156        | 1:59         | 4:04             | 6:03       |

### **PATROL SCHEDULE AND STAFFING**

Patrol officers currently work 12-hour shifts with staggered days off. Each officer works three shifts per week and one “payback” shift every four weeks. Day shift begins at 0700 hours and ends at 1900 hours. Night shift begins at 1900 hours and ends at 0700 hours. Minimum staffing is one supervisor/watch commander and two officers on each shift. The sergeant is considered a first-line supervisor and is routinely deployed as the watch commander/field supervisor. A corporal is a lead officer and can fill in as a back-up supervisor in the sergeant’s absence. When fully staffed, there are four sergeants, three corporals, and eleven officers, which includes two motors and the K-9.

According to staff, the Police Department used to utilize a team concept for patrol deployment and scheduling. Patrol personnel were divided into four teams (two day shifts, two night shifts) which covered six days of the week. Officers were assigned to either Monday through Wednesday or Thursday through Saturday, with Sunday covered by payback shifts or overtime.

This model promotes consistency in supervision, goal setting, and accountability, and it facilitates a more thorough evaluation process. An added benefit to the team concept is enhanced officer safety which arises from officers working with one another, day in and day out, as they develop an intuition of operational tendencies.

The Palos Verdes Estates Police Department discontinued this scheduling model out of concern for overtime. We feel the benefits of this model exceed modest increases in overtime. The team concept is utilized by most of the comparison cities identified in this study.

In the team model, ideal deployment includes one sergeant, one corporal and two officers on each of the four teams. This would allow one to be absent for training, vacation or sick leave, without the need to backfill with overtime. We are recommending an officer position be upgraded to corporal to facilitate this model of scheduling and to provide sufficient supervision on Sundays. Because Sundays are not part of team deployment, they are predominantly made up of officers working their payback day. In order to limit overtime, two officers can be scheduled to work an altered team schedule which includes Sundays as their regular day.

When the Department is fully staffed, the shifts are supplemented by the Canine and Motorcycle Officers when they are on-duty. Level 1 Reserve Officers provide additional staffing to a shift when they are on duty as well. Currently, the Canine Officer is assigned to work night shift to meet the minimum staffing levels. The two authorized motorcycle positions are currently vacant. A Sergeant, who is certified to ride a motorcycle, works part-time as needed to provide enhanced traffic enforcement.

**RECOMMENDATIONS:**

- 1. *Implement a Team Policing Model for scheduling; and,***
- 2. *Upgrade an officer position to corporal.***

**FIELD TRAINING OFFICER PROGRAM**

The purpose of the Field Training Officer (FTO) Program is to train regular and reserve officers so they are prepared to function as a solo beat officer at the conclusion of the training program. The training cycle consists of 16 weeks of intensive on-the-job training and daily performance evaluations. Training is conducted by field training officers, who are certified by the California Commission on Police Officer Standards and Training (POST).



The Department currently has six field training officers and the Department's training program has been reviewed and approved by POST. Field training officers have the dual responsibilities of providing police services in their assigned beats, as well as conducting training and evaluations for new officers under the supervision of the shift supervisor.

Officers are required to meet specific performance standards before being certified for solo patrol duty. After completion of the FTO program, each officer is assigned to a patrol shift. During this period the officer continues to receive training and guidance from his/her shift supervisor.

The Patrol Training Goals as defined by POST are:

1. To produce competent peace officers capable of working a solo patrol assignment in a safe, skillful, productive, and professional manner;
2. To provide standardized training to all newly-assigned regular officers in the practical application of learned information;
3. To provide clear standards for rating and evaluation, giving all trainees every reasonable opportunity to succeed; and,
4. To enhance the professionalism, job skills, and ethical standards within the law enforcement community.

**RECOMMENDATION:**

***None. The Field Training Officer Program meets all industry standards and best practices as established by POST.***

**DETECTIVE BUREAU**

The Palos Verdes Estates Detective Bureau is a full-service investigative unit responsible for the follow-up, review, and investigation of all criminal activity that occurs in the City. The bureau is staffed with two Investigators and one Investigative Sergeant.

Personnel are assigned to work 10-hours shifts with coverage provided 5 days per week. One investigator is on-call and responsible for responding to criminal investigations after normal business hours.

All investigators are generalists, meaning they are assigned both Crimes Against Persons and Property Crimes to investigate. The Sergeant carries a small caseload of open investigations, assists the other two investigators, provides crime analysis, and is responsible for the supervision of the two investigators.

An open case, as shown in the following table, indicates that an on-going follow-up investigation is being conducted. In 2016, the Detective Bureau received 590 cases for investigation and 300 were considered active and assigned for investigation. The average

caseload or number of open cases per investigator during 2016 was 50. The investigative supervisor reports an overall clearance rate of 41%.

The Investigative Detective Sergeant reviews all crime reports on a daily basis and classifies them as open or closed. He then assigns every case to an investigator. Closed cases are reviewed by an investigator for investigative leads and maintained on file. Open cases are actively investigated. As part of the organization’s community based policing philosophy, all crime victims, even those victims with cases that are deemed as lacking investigative leads, are personally contacted by an investigator. The investigative supervisor does not utilize a solvability based approach to assigning cases. A lack of a progressive case management policy can lead to cases being assigned for follow-up investigation even when they have low solvability factors.

| Detective Cases |                            | 2016 |
|-----------------|----------------------------|------|
| Opened          |                            | 300  |
| Closed          |                            | 290  |
|                 | Administrative             | 128  |
|                 | Cleared by Arrest          | 50   |
|                 | Cleared by Exception       | 40   |
|                 | Referred to Outside Agency | 32   |
|                 | Unfounded                  | 21   |
|                 | Other                      | 18   |

The International City Managers Associations, Center for Public Safety Management generally uses a benchmark of approximately 120 to 180 open cases per year, per investigator, as a manageable case load. Under this model the PVEPD Detective Bureau is appropriately staffed. A survey of similar sized police departments found caseloads varying from 15 to 50 per investigator.

Detectives have limited clerical support so they each perform the majority of their own administrative work along with performing Court Officer duties which involves the taking of cases to the Prosecutor’s Office for case review. Additionally, investigators are responsible for transporting in-custody arrestees to court for arraignment.

**RECOMMENDATION:**

- 1. The Department may wish to review and formalize its case screening approaches. For example, many police departments use the following criteria to determine the initial disposition of a case. Based on an evaluation of the following solvability factors, cases should be assigned for investigative follow-up. The criteria are:***

- A. Witness to crime;*
- B. Suspect is named;*
- C. Knowledge of where the suspect can be contacted;*
- D. Identification of suspect is probable;*
- E. Reasonable description of the suspect;*
- F. Description of the suspect's vehicle;*
- G. Property with traceable, identifiable characteristics or numbers;*
- H. Probability of DNA evidence;*
- I. Positive results from a crime scene evidence search; and,*
- J. Believe that crime may be solved with publicity or additional follow-up Investigation.*

***2. Due to the low caseload, additional responsibilities could be assigned to the Investigative Sergeant's position.***

### **CANINE PROGRAM**

The Department currently has one Police Service Dog which is assigned to Patrol Operations. It is estimated that the dog will retire from service in 2018. Currently the canine officer is assigned to a patrol schedule to meet minimum staffing levels. When the Department is fully staffed, the Canine Team augments the normal number of officers assigned to the shift.

The Canine handler is responsible for the overall welfare of the dog, which includes training and maintenance. The Officer is assigned a take home vehicle to transport the dog and to be available for emergency call outs. Canine officers receive special compensation under the Fair Labor Standards Act for maintaining the dog at the handler's home. The United States Department of Labor has held that time spent in the at-home care of police dogs is compensable time.

When considering the implementation or whether to maintain a Canine Program you must consider the necessity for such a program in the community. A community must produce enough calls for service to warrant the cost for the program. An analysis of the canine's

activities in 2015 and 2016 indicates that the costs to maintain this program far exceed its benefits to the community. Based on the FY 2017/18 budget estimates, the cost of the canine program is approximately \$168,000, including the officer's salary and benefits.

| Police K-9 Activity (Lobo)       | In PVE /Outside City | 2015  | 2016  | 2017 to date |
|----------------------------------|----------------------|-------|-------|--------------|
| Training Hours                   |                      | 143.5 | 171.5 | 62.5         |
| # of Drug Searches               | PVE                  | 2     | 2     | 2            |
|                                  | Mutual Aid           | 4     | 2     | 0            |
| # of People Searches             | PVE                  | 1     | 0     | 0            |
|                                  | Mutual Aid           | 5     | 5*    | 2            |
| # of Times Called Out (Off-Duty) | PVE                  | 1     | 0     | 0            |
|                                  | Mutual Aid           | 0     | 1     | 0            |
| # of Article Searches            | PVE                  | 0     | 0     | 0            |
|                                  | Mutual Aid           | 1     | 1     | 0            |
| Find / Bite Ratio                |                      | 0/0   | 0/0   | 0/0          |
| # of Community Events            |                      | 1     | 3     | 0            |

*\*Indicates one suspect surrendered. All other searches in chart were negative.*

**RECOMMENDATION:**

*Do not replace the Police Canine when it is ready for retirement in 2018. Since it was meant to augment patrol, the canine officer position should also be eliminated resulting in a savings of \$109,119 (based on lowest paid officer salary and benefit) and the cost of care and maintenance of the dog. The cost of maintaining (\$1,431) and/or replacing K-9 vehicle would also be eliminated (\$30,000) depending on vehicle's replacement date.*

*Note: Upon submittal of a draft report, the Project Team was notified that the K-9 had been retired from service.*

**BICYCLE ENFORCEMENT OPERATIONAL PLAN**

While discussing community safety with residents during various meetings, a consistent community safety issue was their concerns and frustrations with the overwhelming number of bicyclists who “overrun” the community on weekends and holidays. The complaints centered on the bicyclists failing to stop for stop signs, impeding traffic while riding three or four abreast, and exceeding speed limits in some areas of the City. Many residents also stated that the riders were often rude and disrespectful. During these discussions it became clear that the community feels that the Police Department has not been effective in addressing this community issue.

During the past 12 months, the Department has issued over three hundred citations to bicyclists; however, the majority of the violations were for failing to stop for stop signs. The Police Department must develop a consistent enforcement strategy to address this safety issue and restore the community's confidence that the issue is being addressed. Unusual occurrences such as this require a long term strategy with an Operational Plan to support that strategy.

An operational plan is a work plan that tracks progress toward the achievement of specific goals. This type of plan should include an educational component, operational goals, training needs, required staffing including Reserve Officers and Volunteers, days of operation, and a budget which will support the operation.

**RECOMMENDATION:**

***The Department should prepare a Bicycle Enforcement Operational Plan for City Council review and approval. Quarterly program status reports should be presented to the City Council.***

**TRAFFIC CONTROL AT PALOS VERDES DRIVE WEST AND VIA CORTA**

During the morning commute hours a Police Service Aide is assigned to direct traffic through this heavily congested intersection. During the community meetings it became clear that the residents appreciate the assignment of a traffic control aid to expedite the traffic flow during this peak commute time.

**RECOMMENDATIONS:**

***The Department should expand this service and provide a Police Service Aide to direct traffic during the afternoon commute hours. The addition of a third Police Aide Position will provide support for this recommendation at approximately \$11,000 per year.***

***The use of Police Officers is not recommended for this assignment as it is not considered cost effective. Additionally, directing traffic at a fixed post places restrictions on the ability of an officer to respond to calls for service, reduces patrol time, and will extend response times.***

**RESERVE OFFICER PROGRAM**

The purpose of a Reserve Police Officer Program is to provide the community with an auxiliary unit of trained, competent and professional police officers. These officers supplement regular officers on a daily basis and are available to respond to any type of major incident within the community.

These officers have full-time jobs in a variety of professions and devote their own time and efforts to creating a safer community. Reserve Officers wear the same uniform and badge that full-time officers wear. They predominantly work assignments in Patrol Operations, but also

provide expertise in firearms training, security at special community events, traffic control, and administrative assignments. Patrol assignments include riding with regular officers and working solo in a patrol car, patrolling the community and answering calls for service. They are also required to attend monthly training meetings.

The only compensation they receive is from contract assignments, such as movie production companies or private parties. The City charges the contracting individual or company an hourly rate plus a 20% administrative fee for their services. It should be noted that the website, Transparent California, lists two Palos Verdes Estates Reserve Officers as being compensated \$77,127 and \$63,909 respectively, by the City; however, these figures are not correct and the Project Team understands that a request has been made to Transparent California to correct the error. Reserve Officers averaged less than \$200.00 in compensation from contracted assignments during 2016. Although Reserve Officers are not paid by the City, \$2,300 is in the annual budget for supplies, ammunition, and equipment.

The program currently has ten Reserve Officers in the program and they donated 1841 hours of service to the community in 2016, which reflects thousands of dollars in savings to the City.

Both of the Department's Police Service Aids are currently attending a local police academy and are enrolled in the Reserve Officer Training Program with the intent of joining the Department as Reserve Officers upon graduation.

The California Commission on Peace Officers and Training (POST) certifies the following three levels of Reserve Officers, who must complete a minimum number of training hours in a POST approved police training academy.

**Level I** - Must complete 727 hours of training in a police academy and 400 hours of Field Training. Level 1 officers, upon completion of training, can work solo without the direct supervision of a sworn police officer. They have full peace officer powers when on duty.

**Level II** - Must complete 333 hours of training in a police academy and successfully pass a Field Training Officer Program as determined by the employing agency. Level II Officers can augment patrol by serving as a second officer, but are not authorized to patrol alone. They have full peace officer powers when on duty.

**Level III** - Must complete 144 hours of training in a police academy. These officers are limited to administrative or technical duties and only deploy into the field for special assignments. They must work under the supervision of full-time officers and have no peace officer powers.

**RECOMMENDATIONS:**

***The Department must be alert to opportunities to expand this valuable program with a focus on increasing the number of Level II and Level III Officers. A strategic plan should be developed to aid the Department in their efforts to expand this program.***

***Level I Officers should be utilized for prisoner transportation if the recommendations regarding jail services in this report are implemented.***

***Data collection should be refined to allow the tracking of the total number of hours worked within specific assignments by reserve officers to improve the data collection for program management.***

## **MARINE UNIT**

The Department's Marine Patrol Program has not been operational since 2014. The 1989 Boston Whaler Boat was auctioned off on July 20, 2016. The program was primarily staffed by two Reserve Officers. The Program was responsible for monitoring the coastal areas of the City and operated on weekends and holidays. The vessel was stored at the Redondo Beach Marina and maintenance on the boat was the responsibility of one of the Reserve Officers who had experience in the marine industry. The Department was not able to provide any activity data for this program.

### **RECOMMENDATION:**

***The Marine Patrol Program should be permanently eliminated. These types of programs require a high level of training to maintain the expertise required to deal with the open water enforcement of boating regulations. This is a highly specialized field and best left to agencies who are dedicated to open water law enforcement. Los Angeles County Fire Department has primary responsibility for Search and Rescue. The US Coast Guard is responsible for enforcement of Maritime Law, vessel inspections, anti-smuggling activities and coastal patrol. Mutual aid is currently available from the Los Angeles County Life Guards or the City of Redondo Beach. The Department's role should be limited to enforcement along the City's beaches and initial response and support in all other coastal activities requiring law enforcement support.***

## **REGIONAL COOPERATION**

It is critical that the Department sees itself as one part of a larger region. The Department must be alert to opportunities to facilitate cooperation for contracting of services or cooperative efforts with other regional law enforcement agencies.

### **RECOMMENDATION:**

***The Department should play a key role in facilitating regional cooperation that will support the law enforcement and criminal justice needs of the Department including any grant funding available to support a regional approach to providing services to the community.***

## **MUTUAL AID**

Palos Verdes Estates is a participant in the California Master Mutual Aid Plan. In Los Angeles County, the Los Angeles County Sheriff is designated as the mutual aid coordinator. In the case of a major event, all requests for mutual aid must be directed through the Sheriff. Cities in the South Bay region are designated as Mutual Aid Area G and if mutual aid is required, the City deploys with the Area G response team.

Agency assistance is an ongoing cooperative effort among law enforcement agencies. The Police Department has radio interoperability with all of the South Bay Police Departments, including Torrance, Redondo Beach, and the Lomita Sheriff's. If back-up assistance is required for incidents such as containment of a crime scene or a vehicle pursuit, assistance would be from any of the adjoining agencies. Likewise, Palos Verdes Estates Officers are available to provide assistance to the other agencies upon request.

All South Bay police departments communicate regularly, sharing information on crimes, known criminals, vehicles involved in criminal activity, and other policing matters. The Detective Bureau has established excellent working relationships with the law enforcement agencies in the South Bay region, providing and receiving information on criminal activity in the region. The Palos Verdes Estates Police Department is an active member of the South Bay law enforcement community.

In the rare occasion where assistance would be needed for the deployment of special teams such as a Bomb Squad or Special Weapons and Tactics (SWAT), the Department could request assistance from several agencies in the region including the Redondo Beach, Torrance or the Lomita Sheriff's Station. Air Support has been provided by the Los Angeles County Sheriff's, Hawthorne and Los Angeles Police Departments, and the U.S. Coast Guard. Torrance Police Department now has a Drone Program which is available upon request. In fact, the Department has utilized this program on two different occasions. Historically, the Department has never had to pay for these services.

### ***RECOMMENDATION:***

***None***



# SUPPORT SERVICES

The Support Services Division of the Palos Verdes Estates Police Department encompasses the non-enforcement functions of the organization. It includes dispatch, police records, property and evidence, emergency preparedness, parking enforcement, budget, grants, facilities and many administrative functions. The dispatch and jail functions of the Police Department utilize the same staff and are not independently budgeted, so for the purposes of this study, those sections have been grouped together for evaluation and recommendations.

## **SUPPORT SERVICES MANAGER**

Currently, the Department is administratively staffed with two Police Captains and a Chief of Police. We are recommending the reorganization of the police command structure by replacing the Support Division Captain with a civilian Support Services Manager. The Support Services Manager would be a civilian administrative position reporting directly to the Chief of Police. Civilianization of management positions within police departments is becoming a widespread practice and is a sound alternative to having a sworn executive filling this position.

Civilianization of the Support Services Manager should not have a negative impact on the Support Division. We feel it is operationally desirable and cost effective to make this change to the staffing model.

The Support Services Manager would have responsibility for a variety of administrative activities in the Police Department, including the preparation and monitoring of the department budget, supervision of the records and communications functions, data entry, property and evidence function, the Police Service Aides, Traffic and Parking Control Aide, administrating the Department's related grants, management of the Animal Control Contract, management of information technology and computer systems, capital improvements, risk management, and facility management.

Based on the proposed job description for the Support Services Manager, the duties and responsibilities are equal to that of a middle manager. We recommend that the salary schedule be commensurate with that of a Police Sergeant.

## **RECOMMENDATION:**

***Eliminate one sworn Police Captain position and replace it with a civilian Support Services Manager. The cost for a sworn Police Captain (salary and benefits) is approximately \$208,374 (Based on a 2018 calendar year projection) annually, depending on the step and tenure of the employee. The proposed Support Services Manager could be paid within a range comparable to a sergeant without the Public Safety Retirement costs. This recommended reorganization***

***should result in a cost savings of more than \$76,000 per year to the City. Additional savings will result by eliminating a take home car with the \$1,700 associated maintenance and \$30,000 replacement costs for that vehicle.***

## **DISPATCH**

The Palos Verdes Estates Police Department had its own dispatch center which is staffed by 10 (10) Police Service Officers (dispatcher/jailer), including a lead. Dispatch services are provided around the clock, 7 days per week. All of the dispatchers are also trained and certified as Jailers. Jail and booking services are not required when the jail is empty. Generally, two dispatchers are on duty so that one is always available for the jail if someone is in custody. Another serves as the Property and Evidence Officer when not needed for prisoner booking. The Department averages about three Calls for Service per hour and all business calls to the Police Department are routed through dispatch. In addition to answering phones and dispatching officers to calls, the Police Service Officers routinely provide front counter service, conduct data entry of police reports and citations, assist officers in the field by running queries, assemble court packages, complete UCR reporting, pull warrants, and, as already mentioned, direct routine calls to the appropriate person. These ancillary duties are an important consideration in the outsourcing of dispatch because it would be necessary to backfill to ensure these tasks are completed.

When exploring ways to ensure the fiscal efficiency of the Police Department, one of the options the Project Team considered was outsourcing the dispatch function in the Police Department. The South Bay Regional Public Communications Authority was contacted as a possible service vendor to provide dispatch/communications services to the City of Palos Verdes Estates. As will be detailed further, this option requires backfilling the Records and Property Evidence functions.

South Bay Regional Communications Authority (SBRCA) currently services six cities by providing professional communications services in a state of the art communications center. A direct benefit is that they also provide radio service and outfit patrol units with equipment. They base each contract for dispatch services on a new client assessment which is derived from a formula that utilizes the numbers of incidents to determine what percentage of SBRCA's overall activity the City will encompass and then appropriating a similar percentage of the budget. Their formula also includes a depreciation/replacement charge and an annual CPI adjustment. To receive a formal estimate of the costs, the City of Palos Verdes Estates would have to send a letter to the Authority requesting a quote. If the SBRCA Board is interested in expanding their service to the Palos Verdes Estates, they would conduct a study to determine the exact cost. At a minimum, the cost would exceed \$500,000 just for them to break even on this type of contract endeavor. This would not include startup costs. A contract with SBRCA for dispatch services would only be economically feasible if the City were able to share a radio frequency

with another city. Although this would provide adequate communications and likely be indiscernible to residents, it would be equivalent to approximately 25% of the City's current service level based on call volume alone. Based on this option, the Project Team contacted the Hermosa Beach Police Department to determine the potential for sharing a radio frequency with their department. Hermosa Beach is currently in negotiations with SBRCA and would not commit to sharing a frequency at the time of this report. Another problem with contracting with SBRCA is their timing for transitioning to a digital radio platform. They are currently operating on an analog system and do not anticipate beginning the migration to a digital platform for their law radios until December of 2018. (Fire begins migrating in May, 2018) Costs would also be incurred as the Department transitioned to Mark 43 Mobile Data Computer (MDC) software as would be required by SBRCA.

Other considerations are the costs to backfill the other ancillary support functions which are currently supported by Police Service Officers. The Police Department would need to retain a Records Clerk, Property Officer and part-time Police Service Aides to work at the front counter. Although these classifications could be paid at a lower salary than that of the Police Service Officer, subsequent backfill costs for these positions when combined with the cost of a contract, and the need for a jail contract, would eliminate any cost benefit from outsourcing the service. Additionally, many residents expressed concerns about the outsourcing of dispatch and the loss of local familiarity.

The Project Team does not, however, recommend maintaining the current staffing levels as will be detailed later in this report. To consider an appropriate workload and level of service, the following ancillary duties must be considered:

### **Records**

The Records Management function in the Police Department is bifurcated between the Custodian of Records, who is also the Chief's Executive Assistant, and the Services Officers. Both classifications are integral to this function. In the current organizational structure, the records function is absorbed by these positions; however, if dispatch were outsourced, it is recommended that a Records Bureau be established to perform this vital function. In addition to dispatch functions, the Police Service Officers perform the following records functions: data entry; entering citations; preparing court packages; pulling Uniform Crime Report numbers, pull warrants and criminal history; and, provide service at the front counter.

### **Property and Evidence**

The Police Department's Property and Evidence is currently managed by a Police Service Officer (Dispatcher/Jailer). This Services Officer has been trained to be compliant with guidelines established in the California Peace Officer Standards and Training (POST) Property and Evidence Manual and participates in the California Association of Property and Evidence (CAPE). She has also attended classes in evidence collection and

preservation as maintaining the integrity of police evidence is critical to successful prosecution. The Services Officer also relieves Services Officers from the dispatch console as needed.

### **Parking Enforcement/Crossing Guard**

In addition to marking cars and writing parking citations, the Police Department's Parking Control Officer also serves as a crossing guard each weekday morning and afternoon. This is an essential function; however, the responsibilities of this position could be expanded as needed by the Department.

### **Police Aides**

The Department currently has two part-time Police Aide positions. These are ideal, cost efficient positions for training future law enforcement candidates as the role provides exposure to many facets of the law enforcement field.

## **JAIL**

Located within the Palos Verdes Estates Police Department, is an Adult Type I facility, holding both male and female inmates for not more than 96 hours after booking (excluding weekends and holidays). The average detention time in this facility is one to two days. This limits the holding of inmates to booking and pre-arraignment housing. Post arraignment inmates are transferred to the Los Angeles County Jail. This facility has four cells for adult arrestees, housing a maximum of twelve inmates total. The jail is subject to Title 15 and 24 regulations and subject to annual inspections. A review of inspection records indicate that the Police Department is in full compliance.

Upon arrest, arrestees are taken to the jail where booked and processed by a Services Officer (Dispatch/Jailer). In order to provide dispatch and jail services, two Services Officers are on-duty at all times, necessitating a staff of ten to provide 24/7 coverage. Operation of the jail currently costs the City \$468,726; however, if eliminated, some resources would be retained because the staff provide multiple services within the Department. In 2016, 420 arrestees were booked into the Police Department's jail. This includes 272 individuals who were issued a citation and released from custody.

As part of this study, the Project Team explored alternative locations for booking arrestees. As shown on the comparison table later in this report, none of the comparison cities operate and staff a Type I Jail Facility. Three of the four comparison cities have contracts to book their arrestees at the jails of neighboring police agencies and one books their arrestees at the County jail. Those contracts are based on a per arrestee rate ranging from \$85 to \$120 per day. Team members approached Torrance, Redondo Beach, and Hermosa Beach Police Departments to explore the possibility of an agreement with Palos Verdes Estates to book arrestees at their

respective facilities, and all indicated some interest in reaching an agreement. We also met with the Los Angeles County Sheriff’s Department about the feasibility of booking at the Lomita Station and learned that it could be done immediately with the signing of a waiver and a fee of \$245.14 per arrestee.

| Jail Contract        | Torrance         | Redondo Beach    | Hermosa Beach    | Lomita Station |
|----------------------|------------------|------------------|------------------|----------------|
| Potential Interest   | Yes              | Yes              | Yes              | Yes*           |
| Distance from PVE PD | 5.2 miles        | 4 miles          | 5.2 miles        | 5.3 miles      |
| Cost per Arrestee    | To Be Negotiated | To Be Negotiated | To Be Negotiated | \$245.14       |

\*Only require a waiver

Without a formally negotiated contract and the actual number of bookings, it is difficult to provide exact costs for a booking contract. A high estimate would be based on 300 arrestees per year at approximately \$200 for a total annual cost of \$60,000 to outsource this function.

**RECOMMENDATIONS:**

1. ***Negotiate a contract to outsource the booking of arrestees into an outside jail***
2. ***Maintain part of the current facility as a temporary lockup;***
3. ***Reduce the number of Services Officers assigned to dispatch to five;***
4. ***By eliminating the jail and outsourcing that police function, four (4) Services Officers (dispatcher/jailer) positions could be eliminated, reducing the budget by approximately \$372,461. Currently, two Services Officers are on duty at most times in case one is needed to perform jail booking services. If implemented, officers would assume booking procedures and transport in-custody arrestees to a contracted facility. Although there is a cost associated with this option, estimated at \$60,000, the City would realize a \$312,481 overall savings. (Costs estimated using 2018 calculations); and,***
5. ***Retain a Services Officer to serve as the Department’s Property and Evidence Officer, assist the Detective/Training Sergeant with the training function, and backfill in dispatch as needed on an emergency basis and/or to provide breaks. There are no additional costs or salary savings associated with this recommendation because it is a reassignment.***

## **COMMUNITY PROGRAMS**

The Project Study Team was particularly impressed by the community programs offered by the Palos Verdes Estates Police Department. Serving to meet a variety of local needs, there are various outstanding programs which are delivered in a cost effective and efficient manner. The community programs are coordinated by a civilian Community Relations Officer (CRO) who reports directly to the Chief of Police. This position serves as the liaison between the community and the Police Department and is also responsible for the City's Emergency Preparedness Program, handling animal control complaints, school presentations, crime prevention, station tours, and routine community outreach functions. Reporting directly to the Operations Division, a 12-hour per week employee has been assigned to work with the Volunteers and Parkland Rangers program so they have not been included in this portion of the analysis.

**Neighborhood Watch** - Although Neighborhood Watch operates as a separate 501(c)(3) with an 11-member governing board, a Police Department liaison is essential to the success of the program. The Police Department's liaison or coordinator works closely with the Block Captains and Area Coordinators to provide Safety Alerts, Weekly Crime Statistics and recruit new members. Neighborhood Watch relies on its members to serve as the "eyes and ears" by reporting suspicious activity. This program has been in place for over 37 years and has 30 block captains. Monthly neighborhood meetings and annual block captain training are held to maintain the integrity of the program. Throughout the year, the community volunteers over 300 hours for the City through the Neighborhood Watch Program.

**PVE CARES Senior Program** - This is truly a special program which was created by the Palos Verdes Estates Police Department. PVE CARES utilizes 30 volunteers to assist seniors, age 65 or older, or any dependent adult, by providing resources to help them stay safe and independent in their homes. During a community meeting, a resident commented that he thought the program was critical for the many seniors who live alone in PVE and he didn't know what he would do without it. There are currently 580 members in the PVE CARES program and the annual budget is \$3,240, not including staff time. Volunteers contribute over 1,140 hours to the City through this program.

### **PARKLAND RANGERS AND VOLUNTEERS IN PATROL SUPPORT**

The Volunteers in Policing program was established in 2015 to support the Police Department with specific law enforcement tasks. The program provides an increased level of service to the community while bringing citizen volunteers into the police organization. The role of the volunteer is to supplement professional staff by performing non-hazardous duties that do not require the exercise of peace officer powers. The program is divided into two units with specific areas of responsibilities; Volunteers in Patrol Support (VIP) and Parkland Rangers.

Each volunteer is provided with a uniform and receives training to prepare them for the variety of duties they perform. The department provides a patrol vehicle which is clearly marked for use in the community.

Parkland Rangers patrol the parkland trails, parks, and bluff areas to ensure the safety of these public areas. The Volunteers in Patrol conduct vacation house checks, patrol the schools, conduct security checks in the business districts, report vandalism, provide traffic control, and perform administrative duties as needed.

Currently there are 12 volunteers in the program and they are asked to donate a minimum of 12 hours per month; however, many volunteers work 4 to 8 hours a week. Year-to-date, the volunteers have donated 1,200 hours of service and conducted over 1,000 vacation house checks. In July, the Parkland Rangers conducted foot patrols on 31 different trails.

The program is currently managed by a part-time Volunteer Coordinator (12 hours per week) and is under the supervision of the Captain assigned to the Support Division.

The Police Department is fortunate to have these dedicated and active citizen volunteers who donate their talents, knowledge, and abilities to the community.

The Community Relations Officer's role in maintaining participation, training, and effectiveness of these community programs cannot be overstated. Unfortunately, the current organizational structure of this position which reports directly to the Chief has led to a lack of communication, some isolationism, and limited involvement from the rest of the Department. This is probably exacerbated by the long-term absence of the Chief of Police. The coordinator is currently operating in a bit of a silo without the internal structure necessary to support information flow throughout the Department. That being said, she does an outstanding job and has had a significant impact on the success of these programs.

***RECOMMENDATION:***

***Realign the Community Services Officer to report to the Support Services Division Manager and include in Department Meetings to improve information flow.***

**EMERGENCY MANAGEMENT**

A critical function assigned to the Community Services Officer is that of Emergency Services Coordinator for the City of Palos Verdes Estates. The Emergency Services Coordinator is responsible for the overall coordination of emergency management systems during emergency and disaster operations including preparation, mitigation, response, and recovery. This position coordinates State and Federal mandated training and ensures protocols are established for mutual aid. Like many small cities, the Palos Verdes Estates Police Department does not have one position which is dedicated exclusively to emergency management.

Several programs have been established to facilitate the city's response to a disaster. The Emergency Services Coordinator currently spends approximately one-third of her time on emergency preparedness activities which include the CERT program, Disaster District Program (DDP) and the Neighborhood Amateur Radio Team (NART). The City's Fiscal Year 2017/18 budget for these programs is \$12,000 with an additional \$7,055 for Area G membership dues, emergency food and water, and emergency phone costs.

**Disaster District Program (DDP)** - The Disaster District Program serves as a comprehensive community based disaster preparedness and response program by dividing the City into six Disaster Districts. The program is designed to use volunteers, who serve approximately 225 hours per year, to increase disaster readiness and survivability at the neighborhood level during a disaster. Each District has cache of supplies and equipment that can be accessed by CERT, Neighborhood Amateur Radio Team, Disaster Service Workers and the Department's Reserve Officers. Bi-monthly meetings and an annual practicum are held with the DDPs to maintain a state of readiness.

**Neighborhood Amateur Radio Team (NART)** – As licensed ham radio operators, this group of volunteers serve the community by providing emergency communications during a disaster. There are over 40 members providing this vital community service by volunteering almost 2,000 hours each year.

The Palos Verdes Community Emergency Response Training (CERT) is a regional program. The Los Angeles County Fire Department provides the training, the Los Angeles County Sheriff's Department serves as the coordinator, and the City's Emergency Services Coordinator serves as a liaison for Palos Verdes Estates residents for this regional peninsula program. Approximately 200 Palos Verdes Estates residents have been certified for CERT and are eligible to work in the Disaster District Program. This program is critical because a major disaster would require community members to care for themselves until emergency response teams can mobilize.

On a monthly basis, the Emergency Services Coordinator participates in meetings with neighboring Emergency Managers, the Peninsula Emergency Preparedness Taskforce, Area G (Los Angeles County Disaster Management Area Designation), and the American Red Cross.

***Recommendations:***

- 1. Finalize the drafted Emergency Management Strategic Plan to City Council for formal adoption;***
- 2. Hold bi-monthly or quarterly emergency preparedness Policy Group (to include representatives from each City Department) meetings, and consider including community stakeholders;***



3. *Utilize an “EOC in a Box” for the City Council Chambers and activate the EOC during disaster exercises;*
4. *Conduct at least one comprehensive disaster exercise each year; and,*
5. *Increase the PVEC Coordinator to 1000 hours per year and realign to report to the Community Relations Officer; thereby, ensuring adequate time is available for Emergency Management activities. Approximate net cost for the position at \$15.00 per hour will be an increase of \$6,975 for the eight additional hours per week with Medicare and Workers’ Compensation costs.*

## **TECHNOLOGY**

The Palos Verdes Estates Police Department has been working to update their use of technology and has made significant strides in the past year. The use of technology generally facilitates better information flow, enhances efficiency, and improves access to data; however, it can be costly to implement and labor intensive to maintain, and is not always necessary to provide basic police service. The implementation of technology should be fully vetted by the individual agency to determine the specific enhancements it provides to service and safety. A cost benefit analysis should be completed to ensure that the value of the product meets or exceeds the costs to the agency. Other factors to consider are if the technology is considered an industry standard or serves to fulfill City Council goals for a better service delivery, improved efficiency, or enhanced communications.

**Radios** – The Palos Verdes Estate Police Department already updated their radio system to a digital platform for improved reception and mandated interoperability. This, however, limits the Department’s options for outsourcing dispatch as providers such as South Bay Regional Public Communications Authority do not plan to begin the migration from their analog platform until late 2018. Currently, the Department has radio interoperability with the other South Bay region law enforcement agencies.

**CAD/RMS** – The Police Department has been using Spillman for its Computer Aided Dispatch (CAD) and Records Management System (RMS) software program since 2007. An ongoing Maintenance Contract with Spillman ensures that the Department receives regular updates and patches to the system as necessary. The Department owns several modules but does not use the software to its fullest capability.

The Department is not far from migrating to single point entry and, ultimately, a paperless system, thus eliminating the redundancy where officers and dispatchers re-enter information that has already been entered when the original call was received. Barriers to this functionality exist in the use of customary practices that avoid the new technology and the fact that the

Department does not have the Spillman Mobile Module. The Department considered upgrading to the mobile software but deferred the project due to budgetary constraints. Without a Spillman Mobile Module, call information cannot be sent directly to officers in the field through the CAD system. Although this functionality is not required in policing, it does expedite the information dissemination and enhances officer safety because all officers can see the activity. An important consideration is the value community members attribute to seeing officers in the field as this software (Spillman Mobile Module) would increase the time officers are able to spend in the field rather than in the Department writing reports. The Department does not have electronic Driver License Readers or Thumbprint scanners in their mobile units.

Small police departments do not need the exhaustive list of Police Management Software programs that are available with products like Spillman; however, some programs, like Analytics, provide an efficient way to provide information to the Command Staff and community. Pin maps that are generated through Analytics enhance crime analysis and facilitate the distribution of crime information to stakeholders. Currently, the Department's Detectives create pin maps by hand, using Google, as needed for investigatory purposes. Additionally, the Department has access to COPLINK, which provides some analysis to assist Detectives with their investigations.

Although the Department's monthly statistics are still handwritten rather than computer generated, personnel indicated that more technology has been used in the past year than in previous years. Even through the data collection required for this report, more reports were accessed through Spillman than had been done previously.

Currently, a police corporal serves as the Department's technology specialist and is the CAD/RMS system administrator. The System Administrator participates in local and Spillman hosted conferences to identify software issues and changes, as well as more efficient ways to use the system. The Department does not have an official backup administrator. The System Administrator informally meets with system users to vet problems and explore ways to push additional functions of the software out to agency users.

**Police Body Cameras** – The Palos Verdes Estates Police Department does not currently have Police Body Worn Cameras; however, this study is addressing this topic because it was brought up by residents during a meeting. Body worn cameras provide transparency, reduce citizen complaints, can protect the City from litigation, and provide additional evidence for criminal prosecution. The implementation of this technology has become more common in the past few years as high profile police encounters received national attention. Some cities have delayed the implementation of body cameras out of concern for cost, discovery issues, data storage, privacy issues, and labor intensive management of the program and data. It should be noted that none of our comparison agencies have implemented this evolving technology. As legal challenges are resolved and best practices are developed, the Palos Verdes Estates Police Department may want to evaluate their need for body worn cameras. The Project Team noted that \$50,000 was earmarked in the Fiscal Year 2016/17 budget for Police Body/In-Car cameras.

**Automated License Plate Recognition System (ALPR)** – The Police Department has purchased Automated License Plate Readers; however, at the time of this report the devices had not been installed because the City lacks the infrastructure (traffic signals and street lights) but are currently meeting with Edison to arrange access to electrical power to the sites. The City, however, has entered into a Memorandum of Understanding with other cities on the Peninsula for use of the Automated License Plate Recognition System. The use of this technology has been implemented and officers are able access other devices in the region that were installed by the Los Angeles County Sheriff’s and Torrance Police Department.

**COPLINK** – The Palos Verdes Estates Police Department utilizes COPLINK for information sharing with other agencies. This tool is invaluable and continues to expand as additional agencies join the network.

**Mug Shots** – Mugs shots and booking forms are linked to the Los Angeles County system where they can facilitate the transfer of arrestee to County facilities. The Department’s mug shots are compliant with requirements for the national facial recognition program.

**Traffic Calming Sign and Radar Trailer** – The Department has three Traffic Calming signs and utilizes a Radar Trailer to target problem areas. Statistical data can be extracted from the radar trailer to identify traffic flow problems and safety issues.

**RECOMMENDATIONS:**

- 1. Designate a backup System Administrator and develop a succession plan so that all of the system information isn’t with one individual. Not only does this provide a backup in the case of an emergency, it offers protection to the agency by having more than one person in possession of key system security information. There should be at least one Backup System Administrator for every system;***
- 2. Schedule system audits to ensure there are no violations of CLETS or system use privileges. This will also alert staff to problems in which software is not being used properly and/or efficiently;***
- 3. Fully utilize existing Spillman capabilities to maximize data collection for analysis before adding any additional modules;***
- 4. Consider formalizing the informal committee that currently vets the use of Spillman and expand to include other uses of technology; and,***
- 5. Consider the creation of a Technology Strategic Plan and tie it to City Council Goals to ensure an appropriate cost benefit analysis of technology before implementation.***

## **FACILITY AND SITE SECURITY**

The current complex which houses City Hall and the Police Department was constructed in 1959 and appears to have received few upgrades over the years to meet the needs of the various City Departments that occupy the facility. The Police Department is coping with outdated and dysfunctional facilities that have become inadequate for efficient departmental functions. Designers tell us that most communities will design and build a new police facility every 40 to 50 years.

Over the years, the Police Department has purchased a small office trailer to house the Professional Standards and Training Sergeant and Community Relations Officer. Cargo containers (which are alarmed) have been installed in the underground garage for storage of property and evidence. The facility lacks office space for training, volunteers, community meetings, and lacks a functional Emergency Operating Center. Storage is limited and scattered throughout the facility. The room which houses the radio equipment and information technology servers experiences constant water leaks. We observed a plastic bucket suspended above a piece of equipment to catch water leaking from the ceiling.

Threats and assaults on police personnel are a reality in today's society. No place, even where police officers are working, is absolutely secure. Currently, the public has easy access to the parking areas, exterior doors, underground storage areas from the driveway into the underground parking garage, and the upper and lower levels of the complex.

### ***RECOMMENDATION:***

***The City should take immediate steps to secure the driveway into the underground garage and the staircase from the upper level, and close off the open area between the two buildings.***

***City Management should develop a long-term plan to either upgrade the existing facility or replace the current government complex.***

## **FLEET**

Police vehicles represent a major expenditure for local governmental agencies. The methodology for determining vehicle replacement schedules should be constantly reviewed to ensure the replacement strategies.

The current fleet contains the following:

| Vehicle                        | Quantity  | Make/Model                            | Replacement                          | Annual Maintenance* | Recommendation              |
|--------------------------------|-----------|---------------------------------------|--------------------------------------|---------------------|-----------------------------|
| Black & White Patrol           | 5         | Dodge Chargers                        | 3 years<br>75,000 to<br>90,000 miles | \$12,882            | Retain                      |
| Black & White Shift Supervisor | 1         | Tahoe                                 | 5 years                              | \$2,893             | Retain                      |
| Black & White K-9              | 1         | Ford Interceptor                      | Unknown                              | \$1,431             | Eliminate with K-9 program  |
| Police Motorcycles             | 2         | Honda                                 | 7-10 years                           | \$5,205             | Retain                      |
| Parking Enforcement Truck      | 1         | Chevy Colorado                        | 7-10 years                           | \$973               | Retain                      |
| Detective Unmarked             | 1<br>2    | Ford Crown<br>Victoria<br>Ford Fusion | 5-7 years                            | \$1,925             | Take home for Sergeant only |
| Administrative Unmarked        | 3         | Dodge Chargers                        | 5-7 years                            | \$4,301             | Eliminate 1                 |
| Pooled Use**                   | 1<br>1    | Ford Crown<br>Victoria<br>Honda Civic | 10 years                             | \$589               | Retain                      |
| Volunteer                      | 1         | Ford Crown<br>Victoria                | Unknown                              | \$324               | Retain                      |
| Black & White Decoy            | 1         | Ford Crown<br>Victoria                | N/A                                  | \$435               | Retain                      |
| Dual Sport Motorcycles         | 2         | Kawasaki –<br>Off Road                |                                      | \$958               | Eliminate                   |
| <b>Total</b>                   | <b>22</b> |                                       |                                      | <b>\$31,920</b>     |                             |

\*Annual maintenance does not include fuel costs or depreciation for replacement.

\*\*Typically replaced with a repurposed patrol vehicle or clean air grant vehicle

**Specialty vehicles:**

ATVs and Trailer for ATVs

Mobil Command Center

**RECOMMENDATION:**

- 1. Remove the following vehicles from the fleet: One captain's vehicle , two off road motor bikes, and canine unit, resulting in a savings of at least \$3,564, the unidentified cost of fuel which is significant, and vehicle replacement which varies depending on the vehicle; and,**
- 2. Maintain one motorcycle as a backup and for use during special events. Currently, one sergeant and two officers are certified to ride a police motorcycle.**

## **Part 3 - PUBLIC SAFETY OPTIONS**

## AGENCY COMPARISONS

Project team members surveyed the following agencies with similar characteristics such as size, population, and expectations of public safety service delivery to that of Palos Verdes Estates:

|  | La Palma   | Los Alamitos   | San Marino                            | Palos Verdes Estates   |
|--|--|--|---------------------------------------|--|
| <b>Square Miles</b>                    | 1.8  | 4.3  | 3.77                                  | 4.77   |
| <b>Population</b>                      | 15,568   | 11,500   | 14,000                                | 13,586   |
| <b>Police Budget</b>                   | \$4.6 million  | \$6.2 million  | \$6.71 million                        | \$7.15 million   |
| <b># Sworn</b>                         | 20   | 24   | 28                                    | 25   |
| <b># Civilian (FTE)</b>                | 12   | 6.5  | 7.5                                   | 16   |
| <b>Command Staff</b>                   | 1 Chief<br>1 Captain<br>1 Support Svs Mgr  | 1 Chief<br>2 Captains  | 1 Chief<br>2 Commanders               | 1 Chief<br>2 Captains  |
| <b>Minimum Field Deployment</b>        | 3  | 3  | 4 Day<br>3 Night                      | 3  |
| <b>Front Counter</b>                   | 24/7   | Limited  | 24/7                                  | 24/7   |
| <b>Dispatch</b>                        | Yes  | Regional   | Yes                                   | Yes  |
| <b>Jail</b>                            | Book at County   | Contract w/ Seal Beach   | Contract w/ Alhambra                  | Yes  |
| <b>911</b>                             | 4,010  | Not Available  | 3,195                                 | 2,394  |
| <b>Calls for Service</b>               | 16,649   | 8,028  | 17,823                                | Not Individually Tracked   |
| <b>Self- Initiated</b>                 | 9,317  | 9,570  | 9,108                                 | Not Individually Tracked   |
| <b>Total Calls &amp; Ofc Initiated</b> | 25,966   | 17,598   | 26,931                                | 24,362   |
| <b>Police Reports (2016)</b>           | 1,310  | 1,227  | 1,113                                 | 992  |
| <b>Arrests</b>                         | 326  | 425  | 217*                                  | 391  |
| <b>Traffic Citations</b>               | 653  | 2,222  | 1,678                                 | 2,736  |
| <b>Priority 1 Response Times</b>       | 3:30   | 2:57   | 2:16                                  | 3:25   |
| <b>Part 1 Crimes</b>                   | 408  | 273  | 280                                   | 117  |
| <b>Programs</b>                        | Bicycle Patrol<br>Regional CERT<br>Regional SWAT<br>Volunteers<br>Police Interaction w/Youth<br>NW**<br>Reserves | SRO<br>Motor<br>Regional CERT<br>Regional SWAT<br>HAM<br>Photo Enforcement | Motor<br>NW**<br>Women's Self Defense | NW**<br>Canine<br>Motor<br>PVE CARES<br>Reserves<br>Student & the Law<br>Citizens Academy<br>DDP<br>Regional CERT<br>HAM<br>Parkland Rangers<br>Volunteers |

\* San Marino includes driver license violations in their arrest numbers. PVE includes driver license arrests (171) in total arrests (562) as well, but for the purposes of this comparison, those arrests have been extracted from total arrests.

\*\*NW – Neighborhood Watch



## **CONTRACTING WITH THE LOS ANGELES COUNTY SHERIFF'S DEPARTMENT**

Of the 88 cities within Los Angeles County, The Los Angeles County Sheriff's Department (LASD) currently provides municipal policing services, via contract, to 42 of them. The Project Team met with representatives of LASD's Contract Law Enforcement Bureau to discuss the possibility of the sheriff providing law enforcement services to the City of Palos Verdes Estates.

With a formal request from the city, the LASD Contract Law Enforcement Bureau provides, free of charge, a preliminary assessment of annual costs based on a comparative service level. This "Phase 1" assessment was completed for Palos Verdes Estates within the past year and those results were shared with the Project Team. It should be noted that the City never formally requested this study. In order to explore the feasibility of a contract with LASD in greater detail and receive an estimate of start-up costs, a "Phase 2" study, which would also include assessments of facility, safety equipment, technology systems, and fixed assets, would need to be completed. A Phase 2 study is initiated after a formal request is made by the city, and takes approximately 3-6 months to complete. The actual costs for the Phase 2 study are borne by the City. When members of the Project Team requested more information from the City concerning this study, we were informed that, although there was a meeting between representatives from the Sheriff's Department and City staff, no formal request for a Phase 1 or Phase 2 study was ever submitted.

When reviewing the Phase 1 study submitted by the Sheriff's Department it is important to understand they utilize a statistical model, as opposed to a community policing model, to calculate both direct and indirect costs for services. Issues such as, the wants and needs of the residents, the loss of local control and slower response times are not considered or addressed in the study.

When cities agree to a contract for police services with LASD, they are typically done as a merger, with the Sheriff's Department absorbing the existing police staff provided they meet their standards. The detailed assessment of employee qualifications is also included in the Phase 2 study.

In factoring the cost for annual police services, LASD applies a unique model in which Deputy Sheriff Service Units are purchased instead of charging for personnel individually, and all of the necessary patrol related costs and overhead are applied to the cost of that unit. For example, in order to field one deputy 24 hours a day/7 days a week, a city would purchase three (3) 56-Hour Deputy units, and that cost would include all of the overhead necessary (i.e. backfill, supervision, investigation, dispatch, clerical, vehicle, equipment) to deploy that deputy in the field. Therefore, it is not necessary to "purchase" detectives and management staff in addition to patrol deputies because the cost is already built into the deputy service unit. According to the Phase 1 report that was completed on March 23, 2017, and based on FY 2016/17 figures, LASD's annual rate for a 56-Hour Deputy was \$382,446.

In addition to the cost of the service unit, cities must also pay a liability surcharge into a Liability Trust Fund which provides insurance coverage for general liability claims arising from services to contract cities. This fund is managed by the Los Angeles County Counsel with an oversight committee that consists of an elected official from each of their patrol divisions. The fund operates on a current-cost financing basis, with the percentage rate charged to cities determined each year. The same rate applies to all contract cities, without regard to where the claims originated. According to the March 2017 Phase 1 report, the FY 2016/17 liability surcharge was 9.5%; however, according to the LASD Contract Services Bureau the current rate is 10%.

In the March 2017 Phase 1 report that was addressed to Chief Kepley, the LASD Contract Law Enforcement Bureau provided annual cost estimates for two option scenarios (A & B), based on FY 2016/17 figures. The scenarios are summarized as follows:

Option A provides for six (6) 56-Hour deputy service units which translates to two deputies in the field at a time, seven days a week/24 hours a day. It also accounts for the purchase of a 40-Hour traffic unit, a 40-hour motorcycle deputy, a 40-hour Community Services Assistant for parking enforcement, and two (2) 40-hour Law Enforcement Technicians. In this scenario, sheriff's personnel would work out of the Lomita substation but Palos Verdes Estates Police Headquarters would remain open as a "community center" and staffed by Law Enforcement Technicians from 7:00 AM to 9:00 PM, seven days a week. In addition to the service units purchased but included in the cost, two (2) additional Law Enforcement Technicians would be provided as "overhead staffing" as well as a second Community Service Assistant for parking enforcement and two (2) investigators that would be dedicated to Palos Verdes Estates. Field supervision would be provided by sergeants assigned to the Lomita Station and shared among the jurisdictions in their area; however, if Palos Verdes Estates was added to their responsibility they would add two (2) sergeants (shared) to the nine total field sergeants that they currently have assigned to the Lomita Station.

The report indicates the Option A staffing level represents a 12% increase over current Palos Verdes Estates Police deployment; however, the Project Team believes it represents less, and in fact inadequate coverage because only two patrol deputies are dedicated to Palos Verdes Estates at a time during most hours while the Palos Verdes Police Department deploys a minimum of three officers at a time, including a sergeant. The estimated annual cost for Option A that LASD provided, based on FY 2016/17 figures, was \$3,356,700 including the liability surcharge. The Contract Law Enforcement Bureau informed us they would provide city staff with an updated estimate based on the current year figures; however, the Project Team has not yet seen it. Based on a 3.7% increase, which is what LASD indicated to us, plus a 10% liability surcharge, we estimate that the current annual cost for Option A is \$3,496,793.

Option B provides for nine (9) deputy service units (3 more than Option A) which translates to three deputies in the field at a time, seven days a week/24 hours a day. Like Option A, it also

accounts for the purchase of a 40-hour motorcycle deputy and two (2) 40-hour Law Enforcement Technicians. This option does not include the 40-hour traffic unit in Option A. Unlike Option A, a 40-hour Community Service Assistant for parking enforcement would not need to be purchased, but would be provided as overhead staffing. Also, included as overhead staffing, like Option A, would be two (2) investigators dedicated to Palos Verdes Estates and two (2) Law Enforcement Technicians who, along with the two that would be purchased, would staff Palos Verdes Estates Headquarters, which would remain open as a "community center" from 7:00 AM to 9:00 PM, seven days a week. Aside from the additional patrol deputy around the clock, the most significant difference in Option B is that a "service area lieutenant" would be included as overhead staffing. Although this lieutenant would work under the direction of the Lomita Station captain, he/she would be assigned exclusively to Palos Verdes Estates and would be solely responsible for PVE issues and deployment strategies. This position would attend city council meetings and be the single point of contact for Palos Verdes Estates leadership. Under Option B, Lomita Station would shift their peninsula deployment to Palos Verdes Estates. This means the deputies assigned to Palos Verdes Estates as well as ones working in surrounding communities would report to work and operate out of PVE headquarters (community center). The service area lieutenant and dedicated investigators would also work out of this location.

In their report, LASD indicated that Option B represents a 50% increase in patrol service hours over what is currently deployed by the Palos Verdes Police Department, although it appears they only measured that against the Police Department's minimum deployment and without regard to the sergeant/field supervisor that is on duty on every shift and acts as a working unit in the field. In both of the option models presented by LASD, field supervision is shared, with one or two 2 sergeants serving all of the Lomita Station jurisdictions at a time. The Project Team believes there is a significant difference between having a dedicated field supervisor, available within the city at all times, and sharing supervision with multiple jurisdictions. The March 2017 report listed an annual cost of \$4,313,909 for Option B, including the liability surcharge and based on FY 2016/17 figures. The Project Team estimates an up-to-date annual cost is approximately \$4,493,951.

Based on community feedback, the Project Team does not believe the community will accept either Option A or B. In fact, conservatively speaking, approximately 80% of the community was overwhelmingly supportive of maintaining its own police department with its current service level, even at an increased cost to the taxpayer.

Almost all of the contract cities in Los Angeles County subscribe to the pricing model described above, but at least one, the City of Cerritos, has what is considered a "stand-alone" station with virtually all of its personnel and overhead contained within the Cerritos Station as opposed to some of it being shared. Although the cost for such a contract with a comparable service level cannot be estimated without an analysis by LASD, the project team believes this model would

provide the closest “apples to apples” comparison and believe it would represent a substantial increase over the costs indicated in Options A and B.

In search of a more palatable option, the Project Team focused on developing a hybrid of Option A with several a la carte additions to be more closely aligned with current service and staffing levels. Without a Chief of Police, we recommend a Police Captain, with clerical support, be added to provide executive level management. The Project Team feels it is imperative that field supervisors/sergeants are dedicated to Palos Verdes Estates around the clock. This level of supervision is required to ensure quality service, consistency, accountability, maintain response times, and safeguard beat integrity. By purchasing three (3) 40-hour sergeants, along with two that are provided in the Option A overhead, the City would have a total of five dedicated sergeants that would provide supervisory coverage around the clock. A detective sergeant is also recommended commensurate with current service levels. Additionally, two community service officers should be added to maintain the community programs that currently exist. As part of Option A, the cost per deputy includes overhead for basic support services.

It is important to note that LASD does not support this model, will not provide a police captain, and was reluctant to provide cost estimates; however, because City Council requested an “apples to apples” comparison in the scope of work for this project, the following table has been developed to estimate those costs. When LASD prepares a Phase 1 proposal, they do not receive and consider community input on expected service levels; therefore, they lack a complete understanding of the high expectations Palos Verdes Estates has for law enforcement services.

| <b>Position</b>             | <b># of Positions</b> | <b>Costs</b> | <b>Total Position Cost</b> |
|-----------------------------|-----------------------|--------------|----------------------------|
| Captain * **                | 1                     | \$340,113    | \$340,113                  |
| Sergeant*                   | 4                     | \$225,991    | \$903,964                  |
| Community Services Officer* | 2                     | 68,516       | \$137,032                  |
| Clerical Support**          | 1                     | 70,000       | \$70,000                   |
| Option A Package            |                       |              | 3,496,793                  |
| Total                       |                       |              | \$4,947,902                |

\*These positions include fleet and do not include a liability surcharge.

\*\*Cost is estimated.

The following costs in the Police Department’s current budget will continue to be borne by the City and should be included for overall costs comparison:

| <b>City Service</b>    | <b>Current City Service</b> |
|------------------------|-----------------------------|
| Utilities              | \$55,094                    |
| Animal Control         | \$11,500                    |
| Peafowl Management     | \$6,000                     |
| Emergency Preparedness | 10,555                      |
| Public Safety Liaison* | To Be Determined            |
| <b>Total</b>           | <b>\$83,149</b>             |

\*No cost was included for a Public Safety Liaison because it is not known if this position can be absorbed by existing City staff.

The overall annual cost of this service model (Option A with additional staffing and ongoing City costs), not including startup costs, is \$5,031,051.

Another consideration is the lack of control over who is assigned to provide service to the residents of Palos Verdes Estates. Currently, the Palos Verdes Estates Police Department recruits its personnel based on fit and characteristics that are consistent with the community values. The Project Team does not believe that policing is necessarily one size fits all, and that an officer who might be ideally suited for one community would be just as well suited another community. With a sheriff's contract, it should be expected that deputies will frequently transfer in and out of the service area due to reassignment or promotion, or that they might be loaned to the jurisdiction temporarily as backfill. While the annual estimates provided by LASD are attractive, it is impossible to place a monetary value on the familiarity that comes from years of loyal service and passionate dedication to the community.

**SERVICE LEVEL DIFFERENCES COMPARISON**

In order to highlight differences if the City were to contract with the Sheriff’s Department, the Project Team compiled the list of advantages and disadvantages.

There are many advantages to outsourcing police services and they are all related to fiscal savings.

1. Shared services reduces cost based on economies of scale
2. Resources of a countywide law enforcement agency available to the City
3. Responsible for administrative of law enforcement services in the community
4. Costs for Deputies are “fully loaded”, includes all support costs such as:
  - a. Training
  - b. Dispatch services

- c. Records maintenance
  - d. Management of technology functions
  - e. Purchase and maintenance of equipment
  - f. Fleet management
  - g. Provides coverage for court, vacation, training, sick leave, etc.
5. Sheriff's Department offers similar community programs such as, Volunteer programs, and Neighborhood Watch
  6. Ability to add additional services to the contract at additional cost
  7. County negotiates and manage employee contracts
  8. Never affected by staffing shortages
  9. Recruitment and Human Resources Management

In comparison to the fiscal benefits of a contract, the **disadvantages** are mostly focused on service levels.

1. Buyer's remorse. Cities find it difficult, if not impossible, to restore their own law enforcement agency once they opt to contract with another agency. Costs to re-establish an independent police department are prohibitive.
2. Loss of management or financial control of law enforcement services
3. The Sheriff's Department utilizes a statistical model (Phase 1) to calculate both direct and indirect costs for services versus the PVEPD, who uses a community policing based approach to determine staffing and service levels.
4. Slower response times to all calls for service. (Based on Peninsula Region Response Times- 2017)
5. Loss of a law enforcement agency with one purpose, which is to serve Palos Verdes Estates.
6. Loss of local and institutional knowledge from the loss of long-term City employees.
7. Sheriff's employees are Los Angeles County employees, not Palos Verde Estates employees
8. Sheriff's employees can transfer to other assignments at their discretion
9. Loss of ownership and a connection to the community.
10. Los Angeles County Board of Supervisors makes all financial decisions concerning the Sheriff's Department.
11. Loss of local control of overhead costs such as, salary, benefits and operating costs.
12. Management of police services are the responsibility of a Captain from the Lomita Sheriff's Station, not a City employee.
13. Law enforcement policies in the community are made by the Sheriff with no input from local residents or City Council members
14. Loss of dispatcher with local knowledge of community, residents, and activity
15. Loss of community values
16. Residents experiencing a loss of confidence in having their own Police Department

17. City must pay for services above basic service levels as determined by the Sheriff's Department, such as Management of the Peacocks, Emergency Preparedness, and Trail System Enforcement.

**COMPARISON OF CURRENT AND RECOMMENDED STAFFING LEVELS**

The following represents the current Police Department staffing and associated budget. This is an approximation as the City uses the General Ledger for budgeting and the information provided did not include personnel with exact associated costs. The chart reflects personnel costs, but individual position costs may vary slightly based on longevity pay, current step in salary range, and those missing costs that were not provided to the Project Team. For analysis, a line item personnel spreadsheet with all associated personnel costs would be beneficial for future budgeting purposes.

| <b>CURRENT STAFFING</b>             |                  |                    |                                   |
|-------------------------------------|------------------|--------------------|-----------------------------------|
| <b>POSITION</b>                     | <b># FTE</b>     | <b>SALARY COST</b> | <b>TOTAL COST W/<br/>BENEFITS</b> |
| Chief of Police                     | 1                | \$173,232          | \$245,117                         |
| Captain                             | 2                | \$307,463          | \$435,355                         |
| Executive Assistant/Records Manager | 1                | \$83,364           | \$115,563                         |
| Patrol Sergeants                    | 4                | \$508,368          | \$736,071                         |
| Patrol Corporals                    | 3                | \$335,142          | \$497,444                         |
| Patrol Officers                     | 8                | \$692,506          | \$1,027,688                       |
| K-9 Officer                         | 1                | \$106,370          | \$158,676                         |
| Motor Officer                       | 2                | \$199,162          | \$289,438                         |
| Training Sergeant                   | 1                | \$132,466          | \$192,655                         |
| Detective Sergeant                  | 1                | \$129,706          | \$189,535                         |
| Detectives                          | 2                | \$199,928          | \$285,443                         |
| Community Relations Officer         | 1                | \$68,112           | \$99,293                          |
| Community Relations Assistant (PT)  | .25              | \$9,360            | \$10,125                          |
| Service Officers (Dispatchers)*     | 10               | \$698,554          | \$969,863                         |
| Property and Evidence / CSI Officer | 0                | 0                  | 0                                 |
| Traffic Control Officer             | 1                | \$38,436           | \$54,753                          |
| Police Service Aide (2 Part-time)   | 1                | \$16,520           | \$22,000                          |
| Fringe Adjustment per City          |                  |                    | \$740,649                         |
| <b>TOTALS</b>                       | <b>38.25 FTE</b> | <b>\$3,633,211</b> | <b>\$6,069,668</b>                |

**\*Includes Lead and Property Officer**

**RECOMMENDATION:**

*Based on an analysis of the organizational structure, appropriate workloads, acceptable industry standards, and the community's desired service levels, the following recommended staffing could be implemented to improve the overall fiscal efficiency of the Palos Verdes Estates Police Department.*

| <b>RECOMMENDED STAFFING</b>         |               |                    |                                   |
|-------------------------------------|---------------|--------------------|-----------------------------------|
| <b>POSITION</b>                     | <b># FTE</b>  | <b>SALARY COST</b> | <b>TOTAL COST W/<br/>BENEFITS</b> |
| Chief of Police                     | 1             | \$173,242          | \$245,117                         |
| Captain                             | 1             | \$162,567          | \$226,981                         |
| Support Services Manager            | 1             | *\$88,044          | \$116,100                         |
| Executive Assistant/Records Manager | 1             | \$83,364           | \$115,563                         |
| Patrol Sergeants                    | 4             | \$514,212          | \$743,165                         |
| Patrol Corporals                    | 4             | **\$461,770        | \$683,006                         |
| Patrol Officers                     | 8             | \$725,523          | \$1,082,144                       |
| K-9 Officer                         | 0             | 0                  | 0                                 |
| Motor Officer                       | 1             | \$99,581           | \$144,719                         |
| Training Sergeant                   | 0             | 0                  | 0                                 |
| Detective/Training Sergeant         | 1             | \$129,706          | \$189,535                         |
| Detectives                          | 2             | \$199,928          | \$285,443                         |
| Community Relations Officer         | 1             | \$68,112           | \$99,293                          |
| Community Relations Assistant (PT)  | .5            | \$15,000           | \$17,100                          |
| Service Officers (Dispatchers)      | 5             | ***\$367,948       | \$509,144                         |
| Property and Evidence / CSI Officer | 1             | \$77,226           | \$104,988                         |
| Traffic Control Officer             | 1             | \$38,436           | \$54,753                          |
| Police Service Aide (3 Part-time)   | 1.5           | \$26,520           | \$33,000                          |
| <b>TOTALS</b>                       | <b>34 FTE</b> | <b>\$3,231,169</b> | <b>\$4,650,051</b>                |

\*Based on bottom Step with BA

\*\* Includes Y-Rated Sergeant

\*\*\*Includes Y-Rated Lead



# Palos Verdes Estates Police Department

## Recommended Staffing Model

| Principal Roles and Responsibilities   | Position                        | Number of Staff |
|--|---------------------------------|-----------------|
| Working under the direction of the City Manager, serves as the administrative head of the Police Department, organizing and directing all the activities of personnel assigned to the Department. Ensures the enforcement of local, state, and federal laws. Hires and discharges employees, formulates budget, and controls budget expenditures, ensures compliance with P.O.S.T and other State requirements, advises City Manager and City Council on law enforcement issues, participates in community events, answers public inquires, and attends City Council meetings. | <b>Chief of Police</b>          | <b>1</b>        |
| Under the direction of the Chief of Police, manages the Operations Division of the Department, serves as second in command to the Chief of Police, and act as the Chief of Police in his/her absence. Plans and directs Patrol and Investigations operations, directs Sergeants, assigns and manages internal affairs investigations, oversees Reserve Officer Program, training, and personnel evaluations, and attends community meetings.   | <b>Police Captain</b>           | <b>1</b>        |
| Under the direction of the Chief of Police, performs a variety of administrative activities in the Department, including preparation and monitoring of the budget, supervision of records and communications functions, preparation of grants, management of the department's capital improvement and information technology, preparation of financial and statistical and analytical studies. Maintains time sheets, supervision of Police Service Aides and Civilian Parking Enforcement Officer, Manages Animal Control Contract. Preparation of personnel evaluations.     | <b>Support Services Manager</b> | <b>1</b>        |

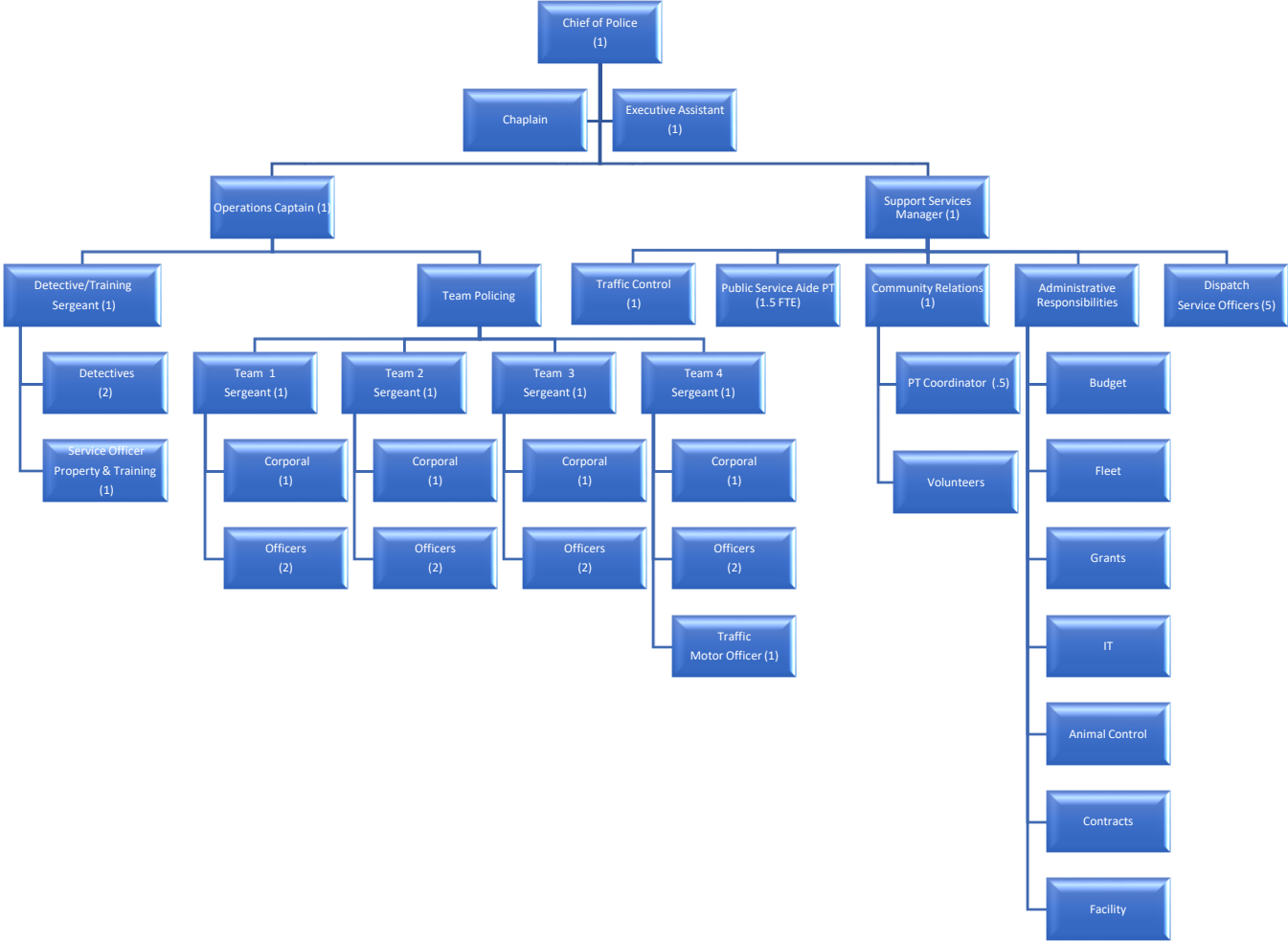
|  |  |                 |
|--|--|-----------------|
| <p>Under the direction of the Police Captain, performs managerial and supervisory duties, serves as Watch Commander, actively patrols the City, supervises the Police Communication Center and City Jail, enforces local, state and federal law, conducts criminal investigations, preparation of personnel evaluations, and recommends commendations and disciplinary action as appropriate. Responsible for ancillary duties as assigned; Range Master, Reserve Officer Program, Traffic Program, Crime Analysis, Chaplain program, Field Training Officer Program, Taster certification, Parking citation Review, management of off-road program, certification of PAS Devices, and management of Information Technology.</p> | <p><b>Patrol Sergeant</b></p>                          | <p><b>4</b></p> |
| <p>Under the direction of the Police Captain, performs managerial and supervisory duties in the Detective Bureau. Reviews crime reports and assigns to detectives for follow-up investigation, reads and approves written work of investigators, provides investigative advice to investigators, carries an active caseload, conducts criminal investigations, prepares search warrants, and meets with crime victims. Performs special enforcement and surveillance. Prepares personnel evaluations. With the assistance of a Services Officer, the Sergeant will coordinate the Department's training function.</p>  | <p><b>Detective/Training Sergeant</b></p>              | <p><b>1</b></p> |
| <p>Working under the direction of the Police Chief, performs high level clerical and department records maintenance. Maintains overall office systems for records and documents related to department operations, ensures integrity and compliance of Police Department records, responds to all Public Records Act requests, discovery motions, and Subpoena Duces Tecum requests, Pitchess Motions and other court related documents. Coordinates appointments and conferences for the Chief of Police, receives and routes incoming and outgoing correspondence, and composes letters, memos, and other written communications.</p>   | <p><b>Executive Assistant/Custodian of Records</b></p> | <p><b>1</b></p> |

|   |                               |                 |
|---|-------------------------------|-----------------|
| <p>Working under the direction of a Police Sergeant, enforces laws and ordinances to prevent crime, protect life, and property, and maintain peace and order. Patrols the City in a marked police car and answers calls for service, enforces traffic laws, directs traffic, investigates crimes, and collects evidence, finger prints and DNA at crime scenes. Testifies in court and serves arrest warrants and subpoenas. Makes arrests, interviews witnesses and crime victims, and investigates traffic collisions. Serves as an assistant to the Patrol Sergeant assuming supervisory responsibility during the absence or unavailability of the Patrol Sergeant. Field training of new officers and conduct investigations requiring a greater level of expertise.</p> | <p><b>Police Corporal</b></p> | <p><b>1</b></p> |
| <p>Under the direction of a Police Sergeant, patrols the City in a marked police car, enforces laws and ordinances to prevent crime, protect life and property, and maintain peace and order. Answers calls for service, conducts investigations, and collects evidence, fingerprints and DNA at crime scenes. Investigates traffic collisions, enforces traffic laws, and directs traffic. Makes arrests and interviews witnesses and crime victims. Serves arrest warrants and subpoenas, and testifies in court.</p>   | <p><b>Police Officer</b></p>  | <p><b>9</b></p> |
| <p>Under the supervision of the Detective Sergeant, conducts criminal investigations, prepares criminal cases, writes search and arrest warrant affidavits, and presents criminal cases to the District Attorney's Office for review. Conducts interviews of crime victims, witnesses and suspects, transports prisoners to court, recovers stolen property, and conducts advanced crime scene investigations.</p>  | <p><b>Detective</b></p>       | <p><b>2</b></p> |

|   |   |                                    |
|---|---|------------------------------------|
| <p>Under the direction of the Support Services Manager, this position functions as a civilian liaison between the Police Department and the local community to educate and serve the City's residents regarding crime awareness, crime prevention, emergency preparedness, and other community related issues. By also serving as the City's Emergency Services Coordinator, this position is responsible for managing the City's preparedness for, response to, and recovery from manmade and natural disasters.</p> | <p><b>Community Relations Officer</b></p>   | <p><b>1</b></p>                    |
| <p>Under the direction of the Support Services Manager, receives incoming 911 calls and business telephone calls, dispatches police units, records information into the Computer Aided Dispatch System, answers inquiries, performs clerical tasks including computer data entry, assists requests at the front counter, completes court packages, monitors security cameras, and assists with searches of prisoners,</p>   | <p><b>Services Officer - Dispatcher</b></p>   | <p><b>5</b></p>                    |
| <p>Under the direction of the Detective/Training Sergeant, receives, stores, and collects physical evidence or property, records the evidence, maintains a chain of custody, prepares reports, testifies in court, and releases property. Responds to crime scenes and collects, preserves and processes evidence. Provides administrative support for the personnel and training function. May also be called upon to provide dispatch as needed.</p>  | <p><b>Services Officer - Property and Evidence Technician, Crime Scene Investigator, and Personnel and Training Assistant</b></p> | <p><b>1</b></p>                    |
| <p>Under the direction of the Support Services Manager, functions as the liaison between the Police Department and various volunteer groups, including, but not limited, to Neighborhood Watch, Volunteers in Policing, Neighborhood Amateur Radio Team, PVE CARES, and Disaster District Program. Budgeted for 1000 hours annually.</p>  | <p><b>Police Volunteer Coordinator</b></p>  | <p><b>.5 FTE (1 Part-time)</b></p> |

|   |                                       |   |
|---|---------------------------------------|---|
| <p>Under the general supervision of the Support Services Manager, enforces parking regulations by vehicle and foot patrol, issues citations for parking violations, and escorts pedestrian, particularly children across designed intersections at selected times of the day. Directs traffic as assigned. May perform clerical tasks, including computer data entry.</p> | <p><b>Traffic Control Officer</b></p> | <p><b>1</b></p>                         |
| <p>Under the direction of the Captain or Support Services Manager, performs a wide variety of entry level, support, and paraprofessional police service duties, provides traffic direction and control as assigned for commuter traffic, photocopies, files, performs computer data entry, and transports vehicles for service. Budget 20 hours per week.</p>             | <p><b>Police Service Aide</b></p>     | <p><b>1.5 FTE<br/>(3 Part-time)</b></p> |

# Recommended Organizational Chart



## **BUDGET**

The City prepared and adopted a biennial budget for FY2016/17 - 2017/18. When the Fire Services Parcel Tax was not passed by the voters in March, the City made significant mid-term adjustments to reduce overall operating costs. The Police Department's FY2017/18 budget was reduced from \$7,377,103 to \$7,147,038, reflecting a reduction of \$230,065. The Project Team noted that Radio Communications (account 63330) in the amount of \$12,600 was removed entirely from the budget when that adjustment was made but is unsure if that was an oversight or intentional reduction.

### ***Disclaimer***

With the recent changes in the budget, the Project Team made every effort to identify the exact costs for personnel and programs. Some of the costs were not consistent throughout the various forms of documentation received by the Project Team. The following budget assumptions have been applied to these calculations:

1. Costs are based on a personnel spreadsheet that was provided by City Finance utilizing 2018 figures;
2. The Police Department is operating without a current MOU so no COLA has been applied;
3. Annual Step Increases are based on employee evaluations; therefore, have not been included;
4. Longevity and Educational Incentives have been included to the extent possible as it applied to current employees;
5. Current Workers' Compensation numbers were not provided, most likely due to recent changes as a result of On-Duty Injuries;
6. Increasing PERS costs continue to fluctuate but have been estimated to the extent possible;
7. Estimates include Y-rated positions based on the new staffing recommendations;
8. Costs were based on actual current staff position rather than position averages; and,
9. To be conservative, recommended reductions were based on the lowest paid position in the current classification.

## **LIABILITY ISSUES**

The Police Department's Liability Insurance has increased almost \$30,000 during the past three years. During that time, two claims have been filed against City: Spencer v. Palos Verdes Estates (Lunada Bay surfing issue) and Geernaert v. Palos Verdes Estates (Motor Officer on-Duty (Traffic Collision)). If police services were outsourced and the Police Department eliminated, there would be an undetermined reduction in the cost of liability insurance through CJPIA.

## **WORKERS' COMPENSATION**

Workers' Compensation costs have increased \$144,123 in the past three years but this increase is not included in the City's personnel worksheets so the Project Team assumes this recent change is likely due to recent on-duty injuries. The adjusted calculations for the increasing Workers' Compensation costs were not available to the Protect Team.

## **PUBLIC EMPLOYEE RETIREMENT SYSTEM**

PERS rates continue to be fluid as changes are made to the statewide retirement system; however, the City would retain financial responsibility for pension obligations for unfunded liability if it was to contract with the Sheriff's Department. Unfunded liability in the amount of \$472,000 for FY2017/18 is included in the City's budget, but is not listed as a line item in the Police budget.

## **SUPPLEMENTAL LAW ENFORCEMENT SERVICES FUND**

It does not appear that the Supplemental Law Enforcement Services Fund (SLESF) is being utilized to the fullest extent. Designated for frontline law enforcement services, the minimum allotment from the state of the SLESF or COPS Funds is \$100,000 and is most appropriately designated for salaries. This amount would offset the entire full-time salary of one officer.

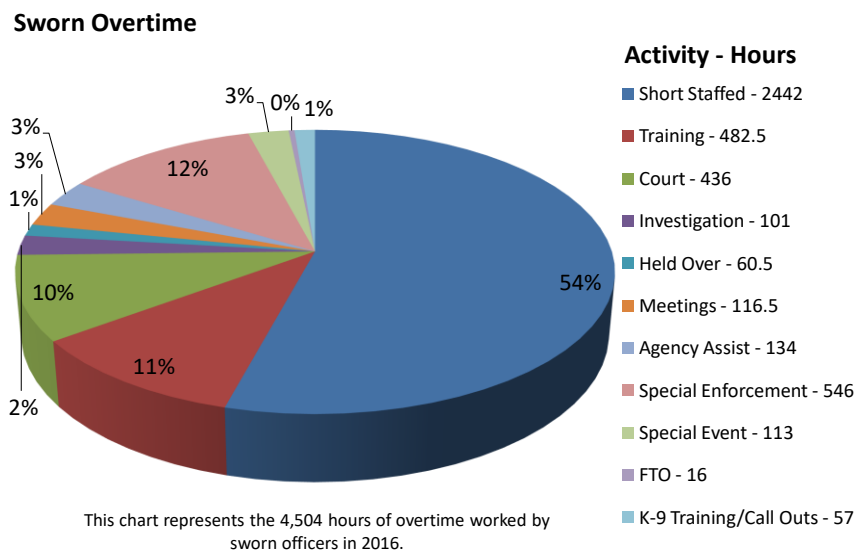
## **CURRENT OVERTIME**

There is a perception that there is an excessive use of overtime by the Palos Verdes Estates Police Department. An analysis of sworn overtime hours worked in 2016 reflects 4,371 hours which is equal to 2.1 FTE (Full-time Equivalent). Unlike other City services, it is important to recognize that public safety is a 24-hour operation with safety provisions such as minimum deployment and other officer safety considerations; therefore, if someone calls in sick, a replacement often needs to be called in to backfill so that minimum deployment standards are met. The majority of overtime expended by the PVE Police Department is to meet this minimum staffing. Most of the short staffing is caused by employee vacations, followed by backfill for officers who have been injured on duty and sick leave. A small amount is to backfill behind officers who are sent to training. In small police departments where it is common to operate with a minimum number of officers in the field, this is usually the largest overtime expenditure. Although there is a common assumption that it would be less expensive to hire an additional officer, that is not the case as it would not alleviate all of the overtime. For comparison purposes, a full-time position with benefits would cost the city \$145,577 but for that same position to work the equivalent 2080 hours (without including training and backfill for vacation), it would cost \$135,792. Some overtime exists due to the nature of the

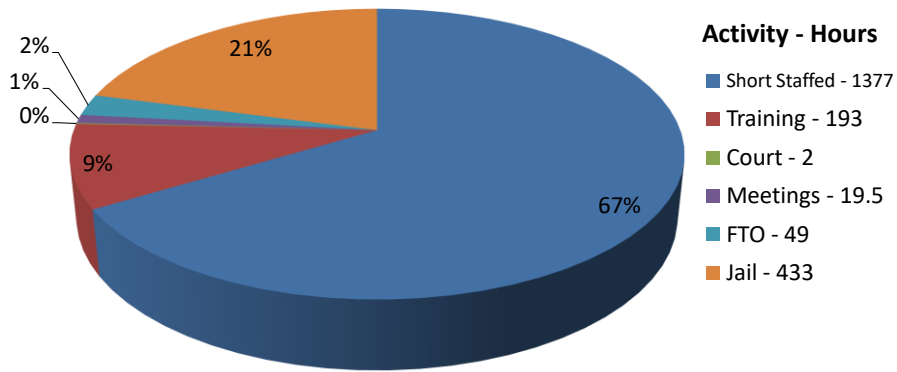


profession, for example: “court” overtime is required for the successful prosecution of apprehended criminals; officers are “held over” when they are in the middle of a call and their shift ends as it would be unreasonable for them to leave just because their shift was over; “special events” may be discretionary, but these programs enhance the quality of life in the community; and, “special enforcement” is generally in response to some type of criminal activity or proactive enforcement program and is essential to effective policing.

In 2014/15, the Police Department spent \$220,772 to backfill for officers on sick leave; however, this anomaly occurs when a small department is carrying vacant positions and someone is out on an injured on-duty status. Generally, during years where there is high overtime usage, there will be salary savings to offset increases in the overtime costs. It should be noted that although using overtime for backfill is a cost effective option, the Police Department needs to guard against officers getting “burnt out” from working excessive overtime. Additionally, K-9 training and overtime have been included on this chart for reference as those 57 hours would not exist if the K-9 were eliminated.



**Non-Sworn Overtime**



**PROPOSED BUDGET**

The current budget on the following chart was provided by the City staff. The sub-total does not match the chart on the recommendation page unless individual benefits are removed. This was done to be consistent with the format provided by the City as seen on this page. The final total does not change and is consistent with the other chart.

| Account | Title                  | Current Budget | Proposed Budget |
|---------|------------------------|----------------|-----------------|
| 40005   | Salaries               | \$3,789,837    | \$3,209,997     |
| 40008   | Phone Allowance        | \$720          | \$720           |
| 40010   | Temporary Salaries     | \$24,250       | \$0             |
| 40020   | Shooting Pay           | \$5,880        | \$5,880         |
| 41055   | Regular Overtime       | \$146,000      | \$150,000       |
| 41057   | Sick Leave Replacement | \$45,000       | \$45,000        |
| 41058   | Training Overtime      | \$46,800       | \$46,800        |
| 41059   | Student & the Law      | \$4,000        | \$4,000         |
| 41060   | Outside Overtime       | \$5,000        | \$5,000         |

|       |                           |                    |                    |
|-------|---------------------------|--------------------|--------------------|
| 41065 | Callback Overtime         | \$500              | \$500              |
| 41070 | Court Overtime            | \$25,000           | \$25,000           |
| 41090 | Detective Pay             | \$10,000           | \$14,572           |
| 41095 | K-9 Pay                   | \$2,400            | \$0                |
|       | <b>Salary Sub-Total*</b>  | <b>\$4,105,387</b> | <b>\$3,507,469</b> |
|       |                           |                    |                    |
| 50075 | Uniform Allowance         | \$31,350           | \$26,400           |
| 50080 | Retirement                | \$1,262,905        | \$1,186,321        |
| 50085 | Workers' Comp             | \$333,740          | \$326,284          |
| 50090 | Health Insurance          | \$557,847          | \$461,820          |
| 50091 | STD/LTD Premium           | \$19,503           | \$16,212           |
| 50095 | Medicare                  | \$55,492           | \$46,425           |
|       | <b>Benefits Sub-Total</b> | <b>\$2,260,837</b> | <b>\$2,063,462</b> |

|       |                      |          |          |
|-------|----------------------|----------|----------|
| 61105 | Dues and Membership  | \$2,315  | \$2,315  |
| 61110 | Uniform Supply       | \$5,500  | \$5,500  |
| 61120 | Training             | \$34,000 | \$34,000 |
| 61125 | Subscriptions        | \$1,300  | \$1,300  |
| 61130 | Travel/Meetings      | \$1,200  | \$1,200  |
| 61135 | Reserve Officer      | \$2,300  | \$2,300  |
| 61140 | Prisoner Expense     | \$11,800 | \$0      |
| 62215 | Printing and Binding | \$3,800  | \$3,800  |
| 62220 | Photography          | \$500    | \$500    |
| 62244 | Legal Services       | \$15,000 | \$15,000 |
| 62255 | Utilities            | \$55,094 | \$55,094 |
| 62260 | Canine Maintenance   | \$2,500  | \$0      |
| 62290 | General Service      | \$29,380 | \$29,380 |
| 62292 | PVE CARES            | \$3,240  | \$3,240  |

|       |  |                    |                    |
|-------|--|--------------------|--------------------|
| 62293 | Volunteer Program                        | \$1,600            | \$1,600            |
| 62294 | Community Support                        | \$12,000           | \$12,000           |
| 63000 | Cleaning Supplies                        | \$1,300            | \$1,300            |
| 63305 | Auto Supplies                            | \$123,550          | \$123,550          |
| 63310 | Safety Equipment                         | \$4,000            | \$4,000            |
| 63315 | Computer Maintenance                     | \$60,280           | \$60,280           |
| 64430 | Contractual Service                      | \$143,550          | \$143,550          |
| 63345 | Comm Svc Ofc Equip Support               | \$1,400            | \$1,400            |
| 64500 | Criminal Justice                         | \$30,000           | \$30,000           |
| 64599 | Hiring                                   | \$15,300           | \$55,000           |
| 64640 | Animal Control                           | \$11,500           | \$11,500           |
| 64641 | Peafowl Management                       | \$6,000            | \$6,000            |
| 64650 | Jail/Correction                          | \$250              | \$500              |
| NEW   | Jail Contract                            | \$0                | \$60,000           |
| 65000 | Emergency Preparedness                   | \$8,055            | \$8,055            |
| 65005 | Emergency Backpacks                      | \$2,500            | \$2,500            |
| 65090 | Lease Agreement (Copier)                 | \$11,000           | \$11,000           |
| 64650 | Jail/Correction (Special Fund)           | \$4,700            | \$0                |
|       | <b>Supplies &amp; Services Sub-Total</b> | <b>\$604,914</b>   | <b>\$639,249</b>   |
|       |  |                    |                    |
| 66605 | Insurance Allocation                     | \$175,900          | \$175,900          |
|       |  |                    |                    |
|       | <b>BUDGET TOTALS</b>                     | <b>\$7,147,038</b> | <b>\$6,386,080</b> |

**This budget reflects a savings projection of more than \$760,000. It is likely that PERS and Workers' Compensation savings will be more than indicated but the Project Team wanted to remain as conservative as possible, particularly in areas where costs have been fluid over the past few years. There may be other intrinsic cost savings that will become apparent if the recommendations are adopted. The manner in which these recommendations are implemented will also have a direct effect on the savings.**

**Under the Scope of the Project, we intended to provide a three-year projection of police costs; however, the team is unable to address ongoing operational costs for police services due to the lack of a current MOU, unexplained costs in the current budget, and the uncertainty of future PERS costs. There are no specific recommendations for equipment acquisitions at this time. The Project Team did not see any value in simply applying a COLA to the budget without the other costs.**

## **Part 4 – Summary of Recommendations**

## **SUMMARY OF RECOMMENDATIONS**

There are many strengths in the Palos Verdes Estates Police Department and these recommendations are not meant to provide a negative assessment or detract from the overall professionalism of the organization. They should be understood in the totality of the report and not in a vacuum.

If the City Council accepts the report, the Project Team recommends that City staff be directed to develop a strategic implementation plan. At a minimum, it should take two to three years to implement the majority of recommendations. The phased implementation should be planned to minimize the impacts on services to the community. The plan should take advantage of scheduled retirements, resignations and other forms of attrition.

### **THE NEXT CHIEF OF POLICE:**

*The search for a Chief of Police should focus on an individual who possesses the following attributes:*

- 1. Embraces a personalized approach to providing services to the community;*
- 2. Has the ability to gain the respect of department employees while implementing changes that at times may be viewed as unpopular;*
- 3. Demonstrates the ability to lead and manage a department that sees itself as an integral and respected part of the community;*
- 4. Has knowledge of contemporary policing practices;*
- 5. Recognizes the value of strategic management;*
- 6. Engages employees in the daily operation of the department;*
- 7. Possesses a problem-solving philosophy;*
- 8. Creates an environment that enables employees to realize their full potential;*
- 9. Brings a proactive philosophy to addressing community expectations;*
- 10. Takes a hands-on approach to managing the department through an effective management team; and,*
- 11. Has the skills to be a member of the larger city management structure, while being an advocate for the needs of the Police Department.*

### **POLICE CHIEF/CITY MANAGER WORKSHOP:**

*After one year of service, the Police Chief and City Manager should attend the Police Chief/City Manager Course sponsored by the California Police Chiefs Association.*

## **TEAM BUILDING WORKSHOP:**

The newly appointed Chief of Police should seek POST approval for a Team building workshop at the time of appointment and schedule the workshop after six months in office. All members of the Police Management Team should be required to attend. This POST reimbursable program has not been included in budget estimates.

## **MANAGEMENT MEETINGS:**

*Management staff meetings should be held monthly. Meeting topics should include discussions on:*

- 1. Policy development*
- 2. Problem identification*
- 3. Decision making*
- 4. Community issues*
- 5. Employee development*
- 6. Crime trends*
- 7. Information sharing*
- 8. Program updates*
- 9. Budget issues*
- 10. IT Issues / New Technology*
- 11. Planning*

*One method to invite broader participation in these meetings is to post an open agenda on the Department's computer network and allow meeting participants to add to the agenda during the month leading up to the meeting. Confidential issues can be identified with a sterile subject, such as "Personnel Issues", without reference to the person or incident. Whoever puts an item on the agenda, speaks to that topic during the meeting. The entire department can view the agenda and bring issues to their supervisor for inclusion in the meeting.*



#### **SUPERVISION:**

*Steps must be taken to improve consistency in the leadership of the Sergeants and Captains. This can be accomplished through a well designed training program, clearly defined expectations, and development of a Management Team with active involvement of the team. They must understand that they will be held accountable for their supervisory practices.*

#### **COMMUNICATION:**

*It is critical that a comprehensive communications strategy be developed and implemented throughout the organization. This strategy must include all employees.*

#### **EXPECTATIONS:**

*The next Police Chief should meet with employees in small groups to define and articulate a clear set of expectations which will serve as the standard of work performance for all Department employees. Once the expectations have been developed, they should be distributed to all employees.*

#### **DEPARTMENT MANAGEMENT STRATEGY:**

*The Police Management Team must develop short and long-range strategies to ensure the Department is meeting current and future needs of the community. The plan should address issues such as:*

- 1. Community issues*
- 2. Traffic Safety*
- 3. Employee development*
- 4. Community programs*
- 5. Utilization of technology*
- 6. Service levels*

## **EMPLOYEE RECOGNITION:**

*An Employee Recognition Program should be established within the Police Department. The Police Management Team must ensure that members of the Department are recognized for outstanding contributions to the mission of the organization. The standard for recognition should be based on quality performance that exceeds expectations. Employees should be involved in identifying the types of behaviors that warrant recognition and how they should be recognized.*

## **POLICY AND PROCEDURES:**

*The Department should take immediate steps to complete the review and customization of the Lexicon Policy and Training System. The full Policy Manual must be adopted in order to provide policy guidance to all employees.*

## **RECRUITMENT:**

- 1. Identify a set of core values of the Police Department. Every agency has a set of values, regardless of whether they have been formally articulated. Core values clarify why the department exists, what it represents, and how it conducts itself. Identifying the core values helps determine what characteristics an individual should possess to fit well within the community. When an applicant's personal values are consistent with those represented by the Department, the individual is more likely to identify with the organization's mission. This attracts candidates who are more likely to be a good fit for the Department and will result in lower attrition rates.*
- 2. Select the right people to be involved in the recruitment process. They should be enthusiastic about the Department, committed to the mission, interested in recruiting, and seeking to impact the organization in a positive way by helping to select the right candidates. They should have the ability to talk with people and be a positive reflection of the Department.*
- 3. Identify a five-year recruitment goal, projecting which positions within the department will have vacancies and how many people will need to be hired to fill those positions.*
- 4. Determine the effectiveness of past recruitment efforts and identify the profile of the ideal candidate. Are the job qualifications really meeting the needs of the Department? Are the recruiting efforts yielding the best results? What has attracted and kept existing employees? Why do employees leave the agency? The answers to these questions should impact the recruitment plan.*

- 5. Improve external relationships with others who can help in referring potential candidates to the Palos Verdes Estates Police Department. Sources include organizations, such as: police academies, college criminal justice programs, high schools, community based organizations, and other police departments in the South Bay region. If a good candidate is not a fit in Palos Verdes Estates, refer them to another agency where they might be better fit.**
- 6. Personalize the recruitment process and develop relationships with the candidates. Make staff accessible to candidates to answer questions and encourage ride-a-longs. Send regular notices to candidates to ensure they are kept informed about the process and their status. Assign a staff member to mentor selected candidates through the process.**
- 7. Employees may be the Department's best source for referring candidates. Help employees see themselves as recruiters for the organization and develop a culture that fosters a commitment from staff members to refer candidates towards the Department. Keep employees informed about the recruitment process and the need for quality candidates. Provide them with materials they can pass on to potential candidates.**
- 8. Look for ways to streamline and speed up recruitment and testing without compromising the integrity of the process. We recognize that POST Regulations limit flexibility and the need to use outside experts for polygraphs, psychological exams, and medical examinations can extend the length of the process; however, those in charge of recruitments must constantly look for ways to improve the process.**
- 9. Many candidates are eager to enter the profession and will accept the first offer of employment. Conduct pre-qualifying interviews that will allow the candidates to screen themselves out if they have disqualifiers in their background.**
- 10. Advertising should be designed to attract those individuals who will be a good fit for the Department. Candidates increasingly rely on the Internet to find job opportunities. The Department's website can be a valuable recruitment tool.**
- 11. Involving the entire Department is generally the best approach in problem solving. If the entire organization is engaged in the task of developing a recruitment plan, it will increase the chances of success and give employees a feeling of ownership in the recruitment process.**

## **RETENTION:**

- 1. Managers and supervisors must take the necessary steps to create a climate of trust throughout the organization. All employees should feel they are individually valued, respected, and treated fairly with dignity.**
- 2. Meet with the employees to identify what they like and dislike about the Department, as well as what encourages employees to stay.**
- 3. Improve organizational communication to ensure that employees feel that they are listened to and informed. It is critical that a comprehensive communications strategy be developed and implemented throughout the Department. This strategy must include all employees.**
- 4. Look for ways to develop employees through training. Seek opportunities for them to work in different areas of the organization to enhance their skill set and give them a broader perspective of the Department. Ensure that individual training needs that will enhance their career development are met.**
- 5. The Department should design and implement a formal Police Department Employee Recognition program.**
- 6. Implement a system of participative management, with an emphasis on problem solving as well as the dissemination of information. Meetings and other group sessions should be implemented to provide opportunities for strengthening trust, respect, and credibility between members of the organization.**
- 7. It is critical that Management accept the validity of participative management and is receptive and responsive to:**
  - a. Seek employee input;**
  - b. Increase employee participation in the day-to-day management of the Department;**
  - c. Support open and candid discussions of issues; and,**
  - d. Respect the opinions of others.**
- 8. Management should functionally be defined to include all Sergeants. Each member of the Management Team should be trained and treated as a Manager and held accountable for clearly stated roles and expectations.**

9. *Managers must recognize employees for exemplary performance, which includes acknowledging the Department's appreciation to staff members for performance beyond the norm.*
10. *City Management and the City Council must ensure that compensation packages are competitive.*

#### **SUCCESSION PLANNING:**

1. *Identify leadership competencies, leadership skills, and desired behaviors by developing a profile of successful leadership in the organization;*
2. *Determine desired training for leadership, risk management, and supervision, and create a future leadership training plan;*
3. *Identify outside training sources such as POST and JPIA;*
4. *Meet with employees who are desirous of involvement in the program;*
5. *Design a leadership training program for each employee involved;*
6. *Establish a Mentoring program;*
7. *Issue special development assignments, such as:*
  - a. *Briefing training*
  - b. *Presentations at staff meetings and department head meetings*
  - c. *Research assignments to enhance skill levels*
  - d. *Work with community in Neighborhood Watch or DDP;*
8. *Establish educational standards (consider phasing in over time) for promotion; and,*
  - a. *Bachelor's degree for captain*
  - b. *Bachelor's degree for sergeant*
  - c. *Associate's degree for corporal*
9. *Assign staff to City Hall to assist the City Manager on a special project.*

#### **PERSONNEL and TRAINING:**

*The position of Personnel and Training Sergeant should be eliminated and the responsibilities of this position should be reassigned to the Investigation Sergeant position. All background*

*and internal affairs investigations should be assigned to RCS Investigations under the City's current contract. The training functions would be the direct responsibility of the supervisor in the investigations bureau. The Project Team feels that combining the two workloads is feasible because the City's Human Resources Department is responsible for all of the Human Resources functions in the City, including the management of recruitments, employee benefits, promotional testing, and training. The Training Sergeant provides support to the Human Resources Department. Most of the workload in the police training function involves clerical duties, such as tracking employee training to ensure employees meet all training standards, scheduling training classes, preparing documents, and coordinating schedules with the scheduling supervisor.*

*It is also recommended that the Property and Evidence Services Officer be assigned to the Detective Sergeant on a full-time basis to provide clerical support for the training function in addition to their property/evidence function. There is no added cost for the Property and Evidence Services Officer as it is recommended that the position be reassigned from Dispatch, but remain available to back up in dispatch as necessary.*

*We recommend increasing the hiring budget (account 64599) to \$50,000 to include (\$15,000 for contracted backgrounds and \$25,000 for internal affairs investigations), which results in a significant savings from the elimination of a sergeant position.*

#### **PATROL OPERATIONS:**

- 1. Implement a Team Policing Model for scheduling; and,*
- 2. Upgrade an officer position to corporal.*

#### **DETECTIVE BUREAU:**

- 1. The Department may wish to review and formalize its case screening approaches. For example, many police departments use the following criteria to determine the initial disposition of a case. Based on an evaluation of the following solvability factors, cases should be assigned for investigative follow-up. The criteria are:*
  - a. Witness to crime;*
  - b. Suspect is named;*
  - c. Knowledge of where the suspect can be contacted;*
  - d. Identification of suspect is probable;*

- e. Reasonable description of the suspect;*
  - f. Description of the suspect's vehicle;*
  - g. Property with traceable, identifiable characteristics or numbers;*
  - h. Probability of DNA evidence;*
  - i. Positive results from a crime scene evidence search; and,*
  - j. Believe that crime may be solved with publicity or additional follow-up Investigation.*
- 3. Due to the low caseload, additional responsibilities could be assigned to the Investigative Sergeant's position.*

**CANINE PROGRAM:**

*Do not replace the Police Canine when it is ready for retirement in 2018. Since it was meant to augment patrol, the canine officer position should also be eliminated resulting in a savings of \$109,119 (based on lowest paid officer salary and benefit) and the cost of care and maintenance of the dog. The cost of maintaining (\$1,431) and/or replacing K-9 vehicle would also be eliminated (\$30,000) depending on vehicle's replacement date.*

*Note: Upon submittal of a draft report, the Project Team was notified that the K-9 had been retired from service.*

**BICYCLE ENFORCEMENT OPERATIONAL PLAN:**

*The Department should prepare a Bicycle Enforcement Operational Plan for City Council review and approval. Quarterly program status reports should be presented to the City Council.*

**TRAFFIC CONTROL AT PALOS VERDES DRIVE WEST AND VIA CORTA**

*The Department should expand this service and provide a Police Service Aide to direct traffic during the afternoon commute hours. The addition of a third Police Aide Position will provide support for this recommendation at approximately \$11,000 per year.*

*The use of Police Officers is not recommended for this assignment as it is not considered cost effective. Additionally, directing traffic at a fixed post places restrictions on the ability of an officer to respond to calls for service, reduces patrol time, and will extend response times.*

#### **RESERVE OFFICER PROGRAM:**

The Department must be alert to opportunities to expand this valuable program with a focus on increasing the number of Level II and Level III Officers. A strategic plan should be developed to aid the Department in their efforts to expand this program.

Level I Officers should be utilized for prisoner transportation if the recommendations regarding jail services in this report are implemented.

Data collection should be refined to allow the tracking of the total number of hours worked within specific assignments by reserve officers to improve the data collection for program management.

#### **MARINE UNIT:**

*The Marine Patrol Program should be permanently eliminated. These types of programs require a high level of training to maintain the expertise required to deal with the open water enforcement of boating regulations. This is a highly specialized field and best left to agencies who are dedicated to open water law enforcement. Los Angeles County Fire Department has primary responsibility for Search and Rescue. The US Coast Guard is responsible for enforcement of Maritime Law, vessel inspections, anti-smuggling activities and coastal patrol. Mutual aid is currently available from the Los Angeles County Life Guards or the City of Redondo Beach. The Department's role should be limited to enforcement along the City's beaches and initial response and support in all other coastal activities requiring law enforcement support.*

#### **REGIONAL COOPERATION:**

*The Department should play a key role in facilitating regional cooperation that will support the law enforcement and criminal justice needs of the Department including any grant funding available to support a regional approach to providing services to the community.*



## **SUPPORT SERVICES:**

*Eliminate one sworn Police Captain position and replace it with a civilian Support Services Manager. The cost for a sworn Police Captain (salary and benefits) is approximately \$208,374 (Based on a 2018 calendar year projection) annually, depending on the step and tenure of the employee. The proposed Support Services Manager could be paid within a range comparable to a sergeant without the Public Safety Retirement costs. This recommended reorganization should result in a cost savings of more than \$76,000 per year to the City. Additional savings will result by eliminating a take home car with the \$1,700 associated maintenance and \$30,000 replacement costs for that vehicle.*

## **DISPATCH and JAIL**

- 1. Negotiate a contract to outsource the booking of arrestees into an outside jail*
- 2. Maintain part of the current facility as a temporary lockup;*
- 3. Reduce the number of Services Officers assigned to dispatch to five;*
- 4. By eliminating the jail and outsourcing that police function, four (4) Services Officers (dispatcher/jailer) positions could be eliminated, reducing the budget by approximately \$372,461. Currently, two Services Officers are on duty at most times in case one is needed to perform jail booking services. If implemented, officers would assume booking procedures and transport in-custody arrestees to a contracted facility. Although there is a cost associated with this option, estimated at \$60,000, the City would realize a \$312,481 overall savings. (Costs estimated using 2018 calculations); and,*
- 5. Retain a Services Officer to serve as the Department's Property and Evidence Officer, assist the Detective/Training Sergeant with the training function, and backfill in dispatch as needed on an emergency basis and/or to provide breaks. There are no additional costs or salary savings associated with this recommendation because it is a reassignment.*

## **COMMUNITY PROGRAMS:**

*Realign the Community Services Officer to report to the Support Services Division Manager and include in Department Meetings to improve information flow.*

#### **EMERGENCY MANAGEMENT:**

- 1. Finalize the drafted Emergency Management Strategic Plan to City Council for formal adoption;**
- 2. Hold bi-monthly or quarterly emergency preparedness Policy Group (to include representatives from each City Department) meetings, and consider including community stakeholders;**
- 3. Utilize an “EOC in a Box” for the City Council Chambers and activate the EOC during disaster exercises;**
- 4. Conduct at least one comprehensive disaster exercise each year; and,**
- 5. Increase the PVEC Coordinator to 1000 hours per year and realign to report to the Community Relations Officer; thereby, ensuring adequate time is available for Emergency Management activities. Approximate net cost for the position at \$15.00 per hour will be an increase of \$6,975 for the eight additional hours per week with Medicare and Workers’ Compensation costs.**

#### **TECHNOLOGY:**

- 1. Designate a backup System Administrator and develop a succession plan so that all of the system information isn’t with one individual. Not only does this provide a backup in the case of an emergency, it offers protection to the agency by having more than one person in possession of key system security information. There should be at least one Backup System Administrator for every system;**
- 2. Schedule system audits to ensure there are no violations of CLETS or system use privileges. This will also alert staff to problems in which software is not being used properly and/or efficiently;**
- 3. Fully utilize existing Spillman capabilities to maximize data collection for analysis before adding any additional modules;**
- 4. Consider formalizing the informal committee that currently vets the use of Spillman and expand to include other uses of technology; and,**
- 5. Consider the creation of a Technology Strategic Plan and tie it to City Council Goals to ensure an appropriate cost benefit analysis of technology before implementation.**

#### **FACILITY AND SITE SECURITY:**

*The City should take immediate steps to secure the driveway into the underground garage and the staircase from the upper level, and close off the open area between the two buildings.*

*City Management should develop a long-term plan to either upgrade the existing facility or replace the current government complex.*

#### **FLEET:**

- 1. Remove the following vehicles from the fleet: One captain's vehicle , two off road motor bikes, and canine unit, resulting in a savings of at least \$3,564, the unidentified cost of fuel which is significant, and vehicle replacement which varies depending on the vehicle; and,*
- 2. Maintain one motorcycle as a backup and for use during special events. Currently, one sergeant and two officers are certified to ride a police motorcycle.*

# **PART 5 - APPENDIX**

## Palos Verdes Estates Staffing Study

### Proposed Sheriff Staffing Option A – Current PVE Deployment Schedule

Summary:

- Overall cost of \$3,356,700 with liability and **12% increase** in patrol service hours over current PVE deployment.
- Provides equivalent PVE deployment of two deputies per shift (8 hour shifts).
- Supervision handled by Lomita Sheriff Station as part of the overheads. One field sergeant will be in the field each shift and one Lieutenant/Sergeant serving as Watch Commander.
- CSA to provide parking control as requested.
- Additional 40 hour (relief) deputy for traffic control Monday-Friday.
- PVE Police Headquarters will remain open as a Community Center from 0700-2100 hours.

| <u>Shift</u>                                      | <u>Unit Type</u>                            | <u>Number of Units</u> | <u>Personnel Required</u> |
|---|---|------------------------|---------------------------|
| <b>EM</b> (2200-0600 hours)                       | 56 Hour Criminal Service Unit               | 1                      | 1.63                      |
|   | 56 Hour Traffic Service Unit                | 1                      | 1.63                      |
| <b>AM</b> (0600-1400 hours)                       | 56 Hour Criminal Service Unit               | 1                      | 1.63                      |
|   | 56 Hour Traffic Service Unit                | 1                      | 1.63                      |
|   | 40 Hour Traffic Service Unit                | 1                      | 1.16                      |
|   | Community Service Assistant (Parking)       | 1                      | 1                         |
| <b>PM</b> (1400-2200 hours)                       | 56 Hour Criminal Service Unit               | 1                      | 1.63                      |
|   | 56 Hour Traffic Service Unit                | 1                      | 1.63                      |
| <b>Supplemental Units</b><br>(May work any Shift) | Motor Deputy                                | 1                      | 1                         |
|   | Law Enforcement Technician (civilian staff) | 2                      | 2                         |
|   | <b>Complete Patrol Coverage</b>             | <b>11</b>              | <b>15</b>                 |

| <u>Overhead Staffing</u>                    | <u>Personnel Required</u> |
|---|---------------------------|
| Field Sergeant                              | 2                         |
| Dedicated Investigator Deputy, Bonus-1      | 2                         |
| Law Enforcement Technician (civilian staff) | 2                         |
| Sheriff Station Clerk II (civilian staff)   | 1                         |
| <b>Station Overhead Staffing Total</b>      | <b>7</b>                  |

| <u>Service Unit</u>         | <u>Annual Cost</u> | <u>Total Units Purchased</u> | <u>Total Estimated Unit Cost</u> | <u>Liability @ 9.5%</u> | <u>Total Cost with Liability</u> | <u>Total Annual Hours</u> | <u>Personnel Required</u> |
|-----------------------------|--------------------|------------------------------|----------------------------------|-------------------------|----------------------------------|---------------------------|---------------------------|
| 56-Hour Deputy              | \$382,446          | 6                            | \$2,294,676                      | \$217,994.22            | \$2,512,670                      | 17,520                    | 10                        |
| 40 Hour Deputy              | \$273,175          | 1                            | \$273,175                        | \$25,952                | \$299,127                        | 2,086                     | 1                         |
| Motor Deputy                | \$262,067          | 1                            | \$262,067                        | \$24,896                | \$286,963                        | 1,789                     | 1                         |
| Law Enforcement Technician  | \$87,900           | 2                            | \$175,800                        | \$16,701                | \$192,501                        | 3,578                     | 2                         |
| Community Service Assistant | \$59,762           | 1                            | \$59,762                         | \$5,677                 | \$65,439                         | 1,789                     | 1                         |
| <b>Totals</b>               |                    | <b>11</b>                    | <b>\$3,065,480</b>               | <b>\$291,220</b>        | <b>\$3,356,700</b>               | <b>26,762</b>             | <b>15</b>                 |

| <u>Patrol Deployment Total</u>   | <u>Number of Units</u> | <u>Personnel Required</u> |
|----------------------------------|------------------------|---------------------------|
| Complete Patrol Coverage         | 11                     | 15                        |
| Station Overhead Staffing        | 7                      | 7                         |
| <b>Total Contract Deployment</b> | <b>18</b>              | <b>22</b>                 |

## Proposed Sheriff Staffing Option B – Enhanced Service Levels

### Summary:

- Overall cost of \$4,313,909 with liability and **50% increase** in patrol service hours over current PVE deployment.
- Provides three deputies per shift (8 hour shifts) – one extra patrol per shift above PVE deployment.
- Service Area Lieutenant assigned to PVE Police Headquarters.
- Supervision handled by Lomita Sheriff Station as part of the overheads. One field sergeant will be in the field each shift and one Lieutenant/Sergeant serving as Watch Commander.
- Two CSAs to provide parking control as requested – one extra above PVE deployment.
- PVE Police Headquarters will remain open as a Community Center from 0700-2100 hours.
- Lomita Station will shift peninsula deployment to PVE acting as a force multiplier for the city.

| <u>Shift</u>                                      | <u>Unit Type</u>                            | <u>Number of Units</u> | <u>Personnel Required</u> |
|---|---|------------------------|---------------------------|
| <b>EM</b> (2200-0600 hours)                       | 56 Hour Criminal Service Unit               | 2                      | 3.26                      |
|   | 56 Hour Traffic Service Unit                | 1                      | 1.63                      |
| <b>AM</b> (0600-1400 hours)                       | 56 Hour Criminal Service Unit               | 2                      | 3.26                      |
|   | 56 Hour Traffic Service Unit                | 1                      | 1.63                      |
|   | Community Service Assistant (Parking)       | 1                      | 1                         |
| <b>PM</b> (1400-2200 hours)                       | 56 Hour Criminal Service Unit               | 2                      | 3.26                      |
|   | 56 Hour Traffic Service Unit                | 1                      | 1.63                      |
| <b>Supplemental Units</b><br>(May work any Shift) | Motor Deputy                                | 1                      | 1                         |
|   | Law Enforcement Technician (civilian staff) | 2                      | 2                         |
|   | <b>Complete Patrol Coverage</b>             | <b>13</b>              | <b>19</b>                 |

| <u>Overhead Staffing</u>                    | <u>Personnel Required</u> |
|---|---------------------------|
| Service Area Lieutenant                     | 1                         |
| Field Sergeant                              | 2                         |
| Dedicated Investigator Deputy, Bonus-1      | 2                         |
| Law Enforcement Technician (civilian staff) | 2                         |
| Sheriff Station Clerk II (civilian staff)   | 1                         |
| Community Service Assistant (Parking)       | 1                         |
| <b>Station Overhead Staffing Total</b>      | <b>9</b>                  |

| <b>Service Unit</b>         | <b>Annual Cost</b> | <b>Total Units Purchased</b> | <b>Total Estimated Unit Cost</b> | <b>Liability @ 9.5%</b> | <b>Total Cost with Liability</b> | <b>Total Annual Hours</b> | <b>Personnel Required</b> |
|-----------------------------|--------------------|------------------------------|----------------------------------|-------------------------|----------------------------------|---------------------------|---------------------------|
| 56-Hour Deputy              | \$382,446          | 9                            | \$ 3,442,014                     | \$ 326,991              | \$ 3,769,005                     | 26,280                    | 15                        |
| Motor Deputy                | \$262,067          | 1                            | \$262,067                        | \$24,896                | \$286,963                        | 1,789                     | 1                         |
| Law Enforcement Technician  | \$87,900           | 2                            | \$175,800                        | \$16,701                | \$192,501                        | 3,578                     | 2                         |
| Community Service Assistant | \$59,762           | 1                            | \$59,762                         | \$5,677                 | \$65,439                         | 1,789                     | 1                         |
| <b>Totals</b>               |                    | <b>13</b>                    | <b>\$3,939,643</b>               | <b>\$374,265</b>        | <b>\$4,313,909</b>               | <b>33,436</b>             | <b>19</b>                 |

| <u>Patrol Deployment Total</u>   | <u>Number of Units</u> | <u>Personnel Required</u> |
|----------------------------------|------------------------|---------------------------|
| Complete Patrol Coverage         | 13                     | 19                        |
| Station Overhead Staffing        | 9                      | 9                         |
| <b>Total Contract Deployment</b> | <b>22</b>              | <b>28</b>                 |