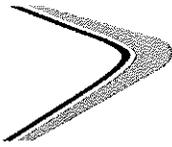


City of Costa Mesa
Police Department Organization Review

May 2011



MANAGEMENT PARTNERS
INCORPORATED



MANAGEMENT PARTNERS
INCORPORATED

May 26, 2011

Mr. Tom Hatch
Chief Executive Officer
City of Costa Mesa
77 Fair Drive
Costa Mesa, CA 92626

Dear Mr. Hatch:

Management Partners is pleased to provide this high level organization review of the Costa Mesa Police Department. This report provides you with recommendations for a new organizational structure for the Police Department that maintains community-oriented policing and a high level of customer service at a reduced cost.

This report includes eight recommendations designed to optimize the department's efficiency and effectiveness. These recommendations range from implementing a regional special weapons and tactics (SWAT) team with neighboring jurisdictions to reducing and restructuring the divisions within the department. Overall, when implemented, our staffing recommendations and proposed organization structure are estimated to reduce annual expenditures by over \$1.1 million.

Sincerely,

A handwritten signature in black ink, appearing to read "Gerald E. Newfarmer". The signature is fluid and cursive, with a prominent loop at the end.

Gerald E. Newfarmer
President and CEO

Table of Contents

Executive Summary	1
Background	3
Project Approach	5
Document Review	5
Stakeholder Interviews.....	5
Benchmarking.....	6
Benchmarking.....	8
Analysis and Recommendations.....	16
SWAT Team	16
Use of Sworn Compared with Non-Sworn Staff	18
K-9 Units.....	22
Animal Control.....	23
Talent Development.....	24
<i>Components of a Succession Planning Program</i>	<i>25</i>
Organizational Staffing Changes	27
Conclusion.....	30
Attachment A: List of Recommendations.....	31
Attachment B: Proposed Costa Mesa Police Department Organizational Chart.....	32

Figures

Figure 1.	Costa Mesa Police Department Organizational Chart FY 2010-11.....	3
Figure 2.	Sworn Officers per 1,000 Population.....	9
Figure 3.	FY 2010-11 Police Services Cost Per Capita	10
Figure 4.	Cost Per Call for Service	11
Figure 5.	Crimes Per Sworn Officer	12
Figure 6.	Part 1 Crimes per 1,000 Population	14
Figure 7.	Costa Mesa Police Department Patrol Call for Service Workload 2009 and 2010...	20
Figure 8.	Costa Mesa FY 2010-11 Non-Sworn to Total FTEs	22
Figure 9.	Costa Mesa Police Department – High Level Proposed Organizational Chart.....	28

Tables

Table 1.	Benchmark Cities' Populations	7
Table 2.	FY 2010-11 Total Police Department Staffing and Budget	9
Table 3.	Crime Counts and Calls for Service for the Peer Agencies.....	10
Table 4.	Total Calls for Service and per Capita Calls for Service 2009-2010	12
Table 5.	Average Violent Crimes from Uniform Crime Reports 2008 to 2010	13
Table 6.	Average Property Crimes from Uniform Crime Reports 2008 to-2010.....	13
Table 7.	City of Costa Mesa SWAT/Hostage Negotiation Team Callouts 2006 to 2010	17
Table 8.	K-9 Calls for Service Data 2010.....	23

Executive Summary

The City of Costa Mesa retained Management Partners in February 2011 to conduct a high level organization review of the Police Department. The purpose of the project was to identify an organization structure that optimizes the department's efficiency and effectiveness.

Management Partners' project team members conducted interviews with department staff and reviewed numerous documents. In addition, we conducted a benchmarking study to examine relevant indicators from peer agencies. Our study indicated that the employees are committed to providing quality services to the community. However, there are organizational structure and efficiency improvements that can be implemented that will maintain the City's commitment to customer service while providing services at a reduced cost.

As a result of the review, we identified opportunities for improvement and have made eight recommendations for change (see Attachment A for a complete list) including a new organizational structure for the department. When implemented, we estimate that these recommendations will result in savings of over \$1.1 million annually. The recommendations are summarized below.

- Implement a regional special weapons and tactics (SWAT) team with neighboring jurisdictions.
- Increase the ratio of non-sworn to sworn personnel to reduce expenditures while maintaining customer service.
- Analyze the K-9 calls for service data to determine if these positions can be included as part of a regular patrol beat.
- Contract animal control services.
- Develop and implement a succession plan.
- Implement both an internal and external training program.
- Eliminate one commander position, three lieutenant positions, one sergeant position and three officer positions.
- Add one non-sworn logistical support manager position and one non-sworn special events coordinator position.

This project was a high level organization review and did not include a detailed workload and scheduling analysis. It is possible that additional staff reductions could be made with a more in-depth analysis of the patrol staffing and scheduling.

During the course of this organization review, Management Partners learned that the Costa Mesa Police Department was simultaneously completing its own internal organization review of the department. Management Partners' staff has not seen a copy of the study completed by the Police Department and we are not aware of any information that has been included in that study (and vice versa). We further recommend that the City bring the two reports together to form one set of recommendations for implementation to improve the efficiency and the effectiveness of the department.

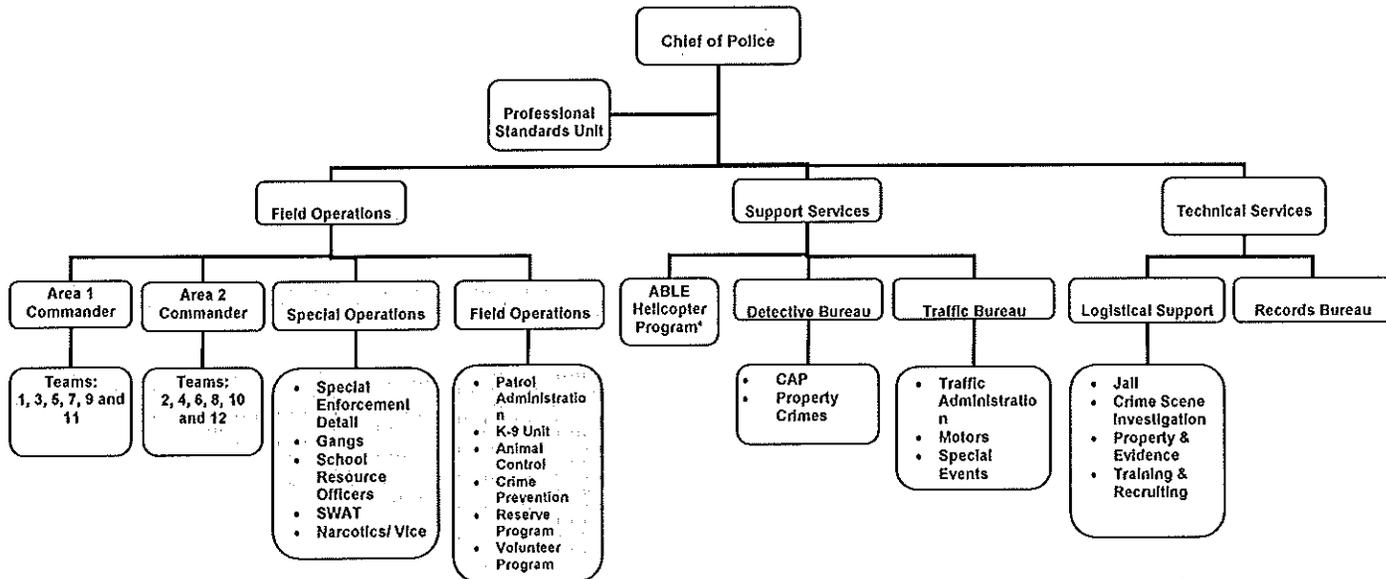
Background

The City of Costa Mesa is located in Orange County, California. The City encompasses a total of 16 square miles and has an estimated population of over 117,178 (as of January 2010) according to the State Department of Finance. The Costa Mesa Police Department is comprised of three divisions:

- Field Operations
- Support Services
- Technical Services

Currently the department has 143 sworn and 56 non-sworn staff. Figure 1 shows the current organization chart for the department.

Figure 1. Costa Mesa Police Department Organizational Chart for FY 2010-11



*ABLE program is being eliminated 7/1/11

The City retained Management Partners to conduct a high level organization review of the Costa Mesa Police Department to identify an organizational structure that optimizes the department's efficiency and effectiveness.

Project Approach

Management Partners used various analytical techniques in completing this organization review of the Costa Mesa Police Department. We examined documents from the City of Costa Mesa and other municipalities and conducted ten interviews with Police Department staff. The following sections summarize the documents reviewed and the interviews.

Document Review

During the course of this review, Management Partners analyzed numerous City documents related to Police Department operations. These included:

- Adopted budgets (FY 2009-10 and FY 2010-11)
- Detailed staffing breakdown (e.g., sworn and non-sworn)
- Current organization chart
- Uniform Crime Reports (UCR) for the last three years
- Summary of Police Department calls for service
- Crime clearance rate reports
- List of special enforcement programs

Stakeholder Interviews

Management Partners conducted ten interviews with Police Department staff. The purpose of the interviews was to collect information about the strengths and weaknesses of the Costa Mesa Police Department. In addition, those interviewed were asked about solutions or improvements that would enhance efficiency while maintaining high levels of customer service.

Major themes from the interviews are listed below. It is important to note that these are responses we received from multiple individuals and not just one person.

What is working well in the department?

- Department staff is customer-service oriented and take great pride in providing outstanding customer service to the community
- Staff cares about the community
- Staff works well together and they have a great work ethic
- The Community Oriented Policing Program works very well

What needs to be improved in the department?

- The department needs a strong leader with a clear vision for the department
- There is no succession plan for the organization
- The staff need to be provided training opportunities such as the FBI National Academy and Command College
- The selection of the new chief is critical to the future of the department

What are the challenges facing the department in the next several years?

- Recruitment and retention
- Providing the same level of customer service with a reduced workforce

Benchmarking

Benchmarking is used to identify where an agency stands in comparison with similar organizations. It is useful to determine whether an agency is at the polar ends of a scale or somewhere in the middle and it is especially useful to identify the reasons that others may be more efficient in performing the same operation (the "why" behind the "what"). Benchmarking should not be used to create formulas or ratios for determining budget or staffing allocations.

Five cities were identified for purposes of comparing the police operations. Budgets, workload data, and other statistics were compared to Costa Mesa's. Not all of the data were available for all of the cities and these are noted accordingly. Table 1 shows the populations of the comparison cities.

Table 1. Benchmark Cities' Populations

City	Population
Costa Mesa	117,178
Fullerton	138,610
Orange	142,708
Huntington Beach	203,484
Irvine	217,686
Santa Ana	357,754

*Source: California Department of Finance, January 2010

The results of the peer city comparisons are provided in subsequent sections of this report.

Benchmarking

Management Partners conducts surveys of peer agencies in many of its studies. There is value in benchmarking the general characteristics of one organization against another in that such statistics can provide a rough sense of how the organization compares to peer organizations. However, care must be taken not to become overconfident that the benchmarking statistics are indicative of specific problems or support particular conclusions. There are many limitations to benchmarking surveys, which must be considered before deciding how much weight can be placed into conclusions drawn from the survey data. These limitations include:

- Often there are significant differences in service needs and community expectations for services between different organizations, especially in police services
- Differences in the interpretation of the survey questions from one organization to the next
- Differences in how benchmark statistics are understood and collected from one agency to the next
- Accidental errors or omissions in the data reported
- Even an accurate presentation of benchmark data can support different conclusions

Management Partners takes great care in conducting benchmarking surveys; however, in order to use the benchmark data effectively Management Partners recommends that it be used as a tool along with the detailed analysis provided in this report to make determinations regarding changes in staffing and service delivery.

Table 2 shows the FY 2010-11 total Police Department staffing and budgets for each of the peer agencies in comparison to the City of Costa Mesa

Table 2. FY 2010-11 Total Police Department Staffing and Budget

Peer City	Population*	Departmental Budget FY 2010-11	Full Time Equivalent		
			Sworn	Non-Sworn	Total
Costa Mesa	117,178	\$36,847,429	143.00	56.00	199.00
Fullerton	138,610	\$32,981,190	144.00	67.00	211.00
Orange	142,708	\$33,066,920	172.78	104.42	277.20
Huntington Beach	203,484	\$59,334,235	210.00	126.00	336.00
Irvine	217,686	\$58,223,713	205.00	86.00	291.00
Santa Ana	357,754	\$96,264,010	342.00	268.00	610.00

*Source: California Department of Finance – January 2010

Table 2 shows that the Costa Mesa Police Department is the smallest in size with 143 sworn and 56 non-sworn. In addition, the Costa Mesa Police Department has an operating budget in FY 2010-11 of \$36.8 million, which is the third smallest operating budget of the peer organizations.

Figure 2 shows the number of sworn officers per 1,000 population.

Figure 2. Sworn Officers per 1,000 Population

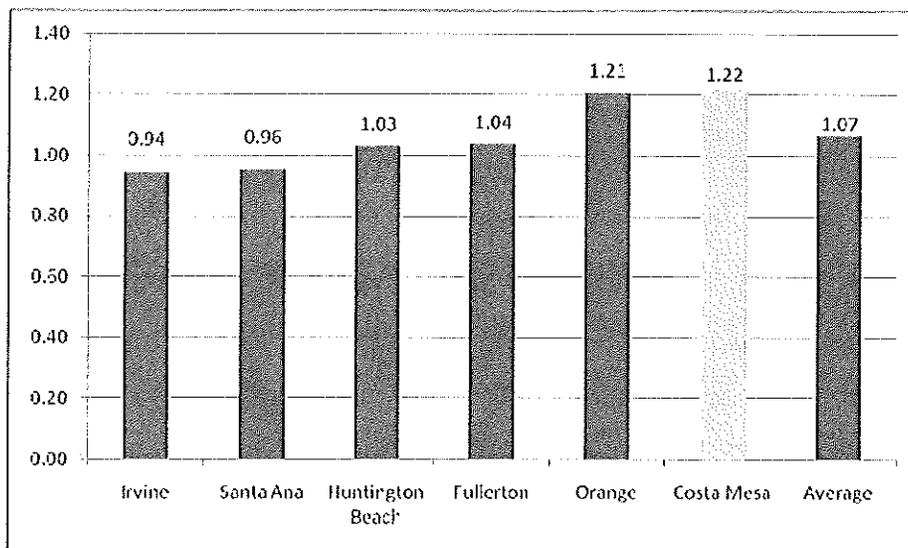


Figure 2 shows that the City of Costa Mesa has 1.22 sworn officers per 1,000 population while the average of the peer agencies is 1.07. The service population of the City of Costa Mesa is smaller than any of the

peer organizations, resulting in the highest ratio of sworn officers to population.

Figure 3 shows the FY 2010-11 cost per capita for police services for the City of Costa Mesa and the peer agencies.

Figure 3. FY 2010-11 Police Services Cost per Capita

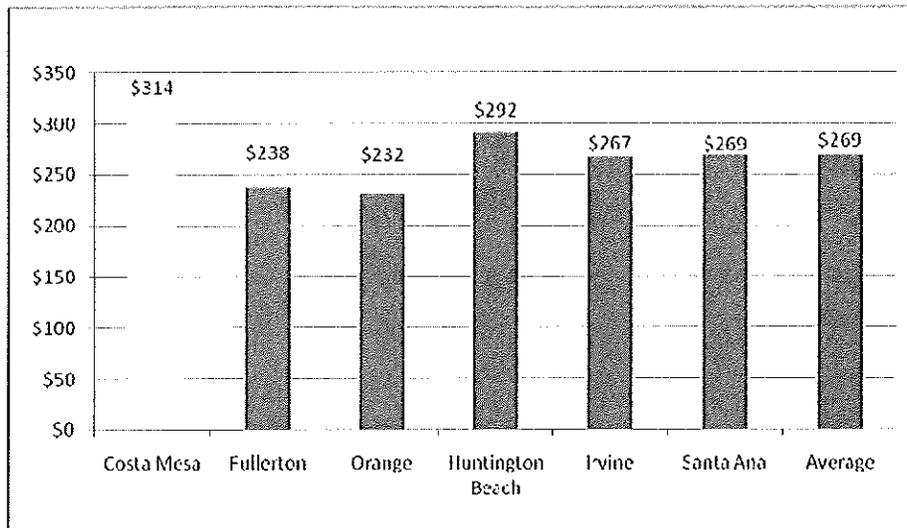


Figure 3 shows the average police services cost per capita of all of the agencies is \$269 which means that Costa Mesa's costs are higher than the average.

Table 3 shows the total Part 1 Crimes for 2009 and 2010. Part 1 crimes include violent crimes and common property crimes. In addition, this table shows the total calls for service for each agency for 2009 and 2010.

Table 3. Crime Counts and Calls for Service for the Peer Agencies

Peer City	Total Part 1 Crimes		Total Calls for Service	
	2009	2010	2009	2010
Costa Mesa	3,625	3,436	102,696	96,441
Fullerton	4,350	4,244	47,831	45,537
Orange	2,785	2,719	Not Reported	Not Reported
Huntington Beach	4,948	5,122	156,226	153,402
Irvine	3,149	2,826	179,741	185,570
Santa Ana	8,524	8,230	152,869	143,582

Table 3 shows that for 2010 the City of Orange had the lowest Part 1 crimes (2,719) while the City of Santa Ana had the highest (8,320). The City of Costa Mesa had 3,436. In 2010, the City of Fullerton had the fewest calls for service with a reported 45,537 calls while the City of Irvine had the most, with a total of 185,570. The City of Costa Mesa had a total of 96,441 in 2010.

Figure 4 shows the cost per call for service for each agency as well as the average cost per call for service.

Figure 4. FY 2010-11 Cost per Call for Service

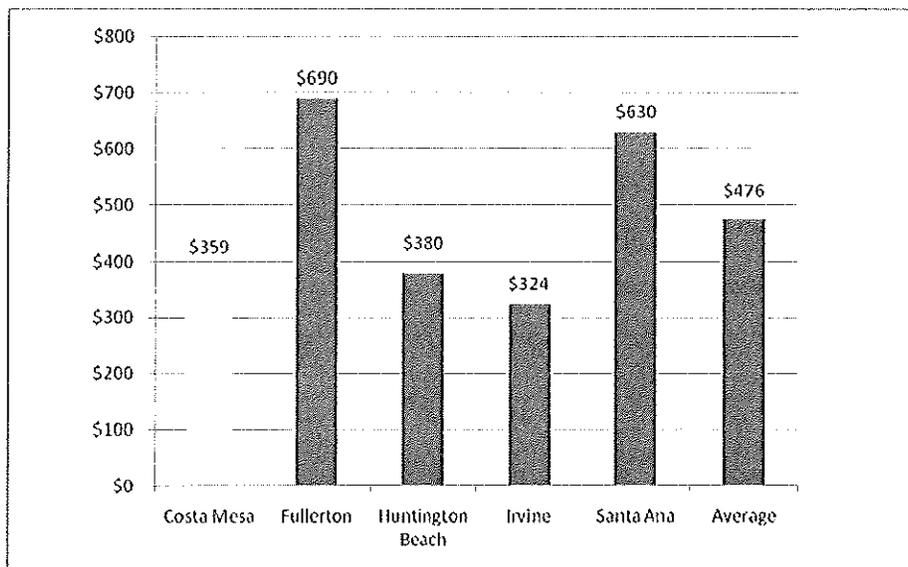
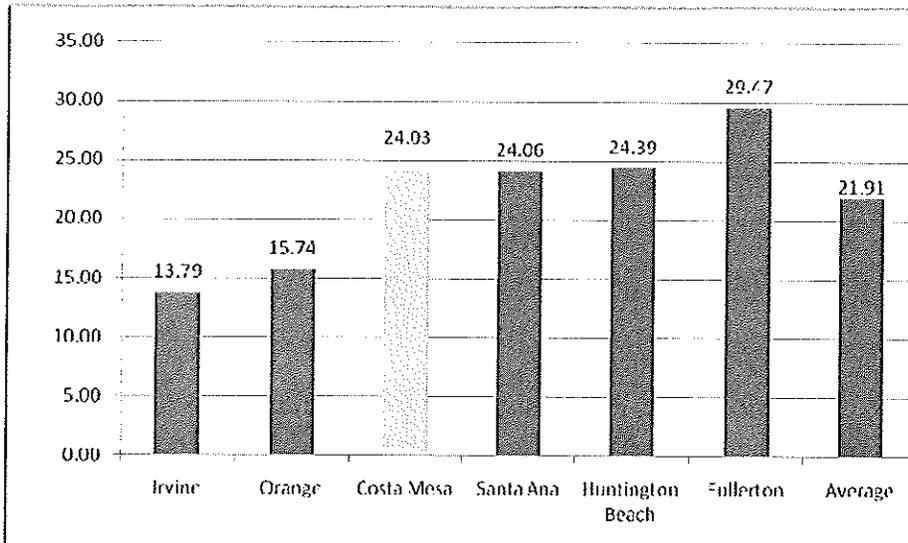


Figure 4 shows that the City of Irvine's cost per call for service in FY 2010-11 is \$324 and the City of Fullerton's is \$690 while the average is \$476. Despite the high ratio of sworn staffing and cost per capita in the City of Costa Mesa, the cost per call for service is \$359 which is well below the average cost and it is the second lowest cost of the peer agencies.

Figure 5 shows the crimes per sworn officer for FY 2010-11 between all of the agencies.

Figure 5. Crimes per Sworn Officer



The City of Irvine's crimes per sworn officer is 13.79 while the City of Fullerton is 29.47. The average of the peer agencies is 21.91. The Costa Mesa Police Department has a moderate but slightly above average number of crimes per sworn officer than it peers with a rate of 24.03. This metric is another that requires further analysis. The Costa Mesa Police Department makes less use of civilian employees for patrol duties than many modern police departments as discussed below. Assigning some non-hazardous criminal investigations to civilian staff may reduce costs and free sworn officer time for crime prevention activities.

Table 4 shows the total calls for service and the per capita calls for service for 2009-2010.

Table 4. Total Calls for Service and per Capita Calls for Service 2009-2010

	Population	Total Calls for Service		Calls for Service Per Capita	
		2009	2010	2009	2010
Costa Mesa	117,178	102,696	96,441	0.88	0.82
Fullerton	138,610	47,831	45,537	0.35	0.33
Huntington Beach	203,484	156,226	153,402	0.77	0.75
Irvine	217,686	179,741	185,570	0.83	0.85
Santa Ana	357,754	152,869	143,582	0.43	0.40

The level of police service desired or required can be evaluated relative to the service population. In this metric the City of Costa Mesa is the highest of the peers with an average over the past two calendar years of 0.85 calls for service per capita. Irvine is a close second at 0.84 calls for service. This number can be reduced by limiting the type of calls to which the agency responds (e.g., non-injury accidents, lost property or even taking some minor crime reports).

For several decades the FBI has collected statistics on criminal activity in every law enforcement jurisdiction, called the Uniform Crime Report (UCR) statistics. The statistics, which describe the most significant crimes in each law enforcement jurisdiction, are called Part 1 crimes. Part 1 crimes include violent crimes and common property crimes. The average violent and property crime counts for calendar years 2008 through 2010 are shown in Tables 5 and 6.

Table 5. Average Violent Crimes from Uniform Crime Reports 2008 to 2010

City	Violent Crime	Murder and Non-Negligent Manslaughter	Forcible Rape	Robbery	Aggravated Assault	Violent Crimes per 1,000 Population
Costa Mesa	299	1	34	110	154	2.55
Fullerton	453	2	35	159	256	3.27
Huntington Beach	405	2	32	118	253	2.84
Irvine	136	1	24	50	61	0.67
Orange	177	2	7	75	93	0.81
Santa Ana	1,654	28	77	810	739	4.62

Table 5 shows that the violent crimes per 1,000 population for the City of Irvine is 0.67 and the City of Santa Ana is 4.62. The City of Costa Mesa had a rate of violent crime per 1,000 population of 2.55.

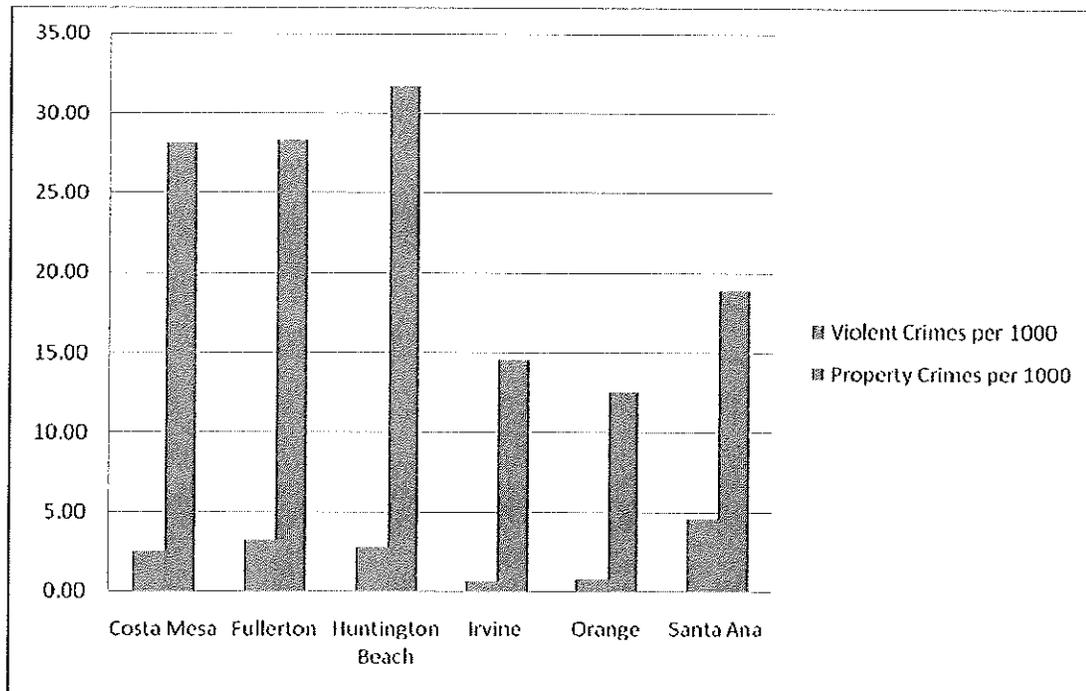
Table 6. Average Property Crimes from Uniform Crime Reports 2008 to-2010

City	Property Crime	Burglary	Larceny-Theft	Motor Vehicle Theft	Arson	Property Crimes per 1,000 Population
Costa Mesa	3,294	495	2,521	278	9	28.11
Fullerton	3,929	754	2,815	361	11	28.35
Huntington Beach	4,524	740	3,485	298	36	31.70
Irvine	2,969	470	2,374	125	25	14.59
Orange	2,739	420	2,037	282	19	12.58
Santa Ana	6,786	1,124	4,234	1,428	119	18.97

Table 6 shows that property crime rate per 1,000 population ranges from a low of 12.58 for the City of Orange and a high of 31.70 for the City of Huntington Beach. The City of Costa Mesa had a rate of property crimes per 1,000 population of 28.11.

Figure 6 shows the Part 1 crimes per 1,000 population for both violent and property crimes for all of the agencies.

Figure 6. Part 1 Crimes per 1,000 Population



Displayed graphically in Figure 6, Costa Mesa has a fairly high rate of Part I crimes relative to its peers. Although its violent crime rate is in the middle of the range, the property crime rate is high.

Overall, the benchmarking statistics provide important information that is further evaluated in the next section of this report. The following is a summary of the benchmarking information.

- While the per capita cost of police services is high relative to the peers, the per call cost is moderate. This may indicate that the department is not as inefficiently staffed and managed as the high per capita cost might suggest.

- The high ratio of calls for service per capita indicates some savings might be produced by reducing responses to low priority calls for service.
- The current workload of the police patrol function is fairly high, as indicated by the UCR Part I crime statistics. That workload could be reduced through a reduction in the types of service calls accepted by the department. In response to falling revenues statewide, many police departments have refused to respond to many types of calls for service that they formerly responded to. For example, non-crime reports such as lost property reports, non-injury traffic accidents where there is no criminal violation such as drunk driving, and even minor crime reports such as minor vandalisms are no longer assigned.

Analysis and Recommendations

Management Partners' analysis and recommendations are grouped into the categories listed below.

- SWAT Team
- Use of Sworn compared with Non-Sworn Staff
- K-9 Units
- Animal Control
- Talent Development
- Organizational Staffing Changes

A summary of each area including our analysis and recommendations follows.

SWAT Team

Currently, there are 25 members of the City of Costa Mesa SWAT team, who provide specialized enforcement pertaining to gangs, parolees and situations in which special weapons and tactics expertise is needed. Being a member of the SWAT team is a collateral assignment in the department, which means that this assignment is in addition to their regular duties in the department.

SWAT team duties include performing hostage rescues and counter-terrorism operations, serving high-risk arrest and search warrants, subduing barricaded suspects and engaging heavily-armed criminals. SWAT teams are equipped with specialized firearms and equipment. Their specialized role makes initial and ongoing training essential. Initial training usually takes the form of a school or other intensive week (or more) devoted to learning the use of specialized weapons and equipment. Of primary importance is close-quarters defensive tactics training. Ongoing training is essential for the members of these units given that the skills needed are perishable and there is potential liability facing cities from actions taken by police departments and particularly SWAT units.

Because SWAT teams are expensive to create and maintain, while the incidents they respond to are infrequent and unscheduled, finding a balance between maintaining officer productivity and SWAT capacity is a

challenge. Table 7 shows the number of SWAT team responses for each of the three cities from calendar year 2007 to 2009.

Table 7. City of Costa Mesa SWAT/Hostage Negotiation Team Callouts 2006 to 2010

Year	SWAT Team Callouts	Hostage Negotiation Team Callouts
2006	1	7
2007	1	0
2008	0	0
2009	1	0
2010	0	4
Five- Year Total	3	11

Table 7 shows that from 2006 to 2010 there were a total of three SWAT team call outs and 11 hostage negotiation team call outs. In FY 2010-2011 \$31,000 has been budgeted for SWAT team supplies and equipment.

Each member of the SWAT team in Costa Mesa trains for 160 hours per year (one day a month and one two-day training each quarter) for a total of 4,000 training hours per year devoted to team training. This is a significant investment. The training work equates to over two full-time police officers assuming 1,880 hours of actual work time in a year. This time has value, which could be conservatively estimated at approximately \$150,000 per year based on a total annual compensation (salary and benefits) level per officer. Multiplying this by two (2) for the full-time positions is a total annual savings of \$300,000.

One way to maintain a well-trained and effective SWAT team operation at a reduced cost is by sharing the service with neighboring jurisdictions. There are many good examples of successful regional SWAT operations (e.g., North Orange County, California).

The keys to successful implementation of a regional SWAT team are threefold: carefully select members, establish policies and operational procedures and provide consistent training. The precise model to be adopted would be determined collaboratively by the participating jurisdictions. In a regional SWAT team approach, the assigned members would serve on the SWAT team in auxiliary roles to their primary duties, similar to the current operations in the City of Costa Mesa. Each City could reduce the number of current staff members on their respective SWAT teams, which would reduce costs for each jurisdiction. Further, the new configuration will likely result in a larger SWAT team than any individual agency has today at a reduced cost.

A regional SWAT team offers several advantages.

- *Training:* There would be significant savings in time now spent on training that could be allocated to other police assignments.
- *Expanded Workload Capacity.* The members of each department currently on the SWAT team who are not appointed to the regional SWAT team will be able to return to other duties on a full-time basis and will not be required to maintain the high level of SWAT training. Thus, it would free capacity for other assignments.
- *Reduced Costs for Supplies.* The number of weapons, ammunition, and equipment needed by each police agency would be reduced.
- *Shared Expertise.* Tactics and expertise would be shared between agencies.
- *Improved Effectiveness at Large Incidents.* Major critical incidents that require large numbers of personnel and equipment could be handled better and more efficiently by a large SWAT team.

Several factors should be considered in forming a regional SWAT team.

- *Variation in Tactics.* SWAT tactics vary from agency to agency. Defining one set of tactics to which all departments agree would be necessary. However, it is noted that many regional SWAT teams have solved this challenge.
- *Differing Community Standards.* Communities often help define the methods and tactics used by the local SWAT team. Each community is different from and such differences may influence SWAT approaches. Again, joint standards will have to be developed to meet this challenge.

The cost savings that can be achieved for each participating agency can be calculated when the number of agencies willing to participate in this regional approach is determined along with the size of the regional SWAT team. Implementing this regional service sharing approach will enhance both the efficiency and effectiveness of the current operations.

Recommendation 1. Implement a regional SWAT team with neighboring jurisdictions.

Use of Sworn Compared with Non-Sworn Staff

Management Partners provided benchmark data showing the ratio of sworn police officers per 1,000 population. This was the common method of comparing operations in the past but the method has changed over the years. The International Association of Chiefs of Police (IACP) reports

that, “ratios, such as police officers per thousand population, are totally inappropriate as a basis for staffing decisions.” Rather, they state that staffing in a police organization should be based primarily on workload and service quality standards.

The IACP has developed a workload-related recommendation for determining patrol staffing needs. Industry experience has revealed that when patrol officers have a significant amount of time available for officer-initiated activity driven by crime analysis, crime is most likely to be reduced. Patrol activities are divided into three types:

1. Responding to calls for service dispatched through the E-911 center;
2. Administrative tasks, such as completing reports, roll calls, meeting with supervisors, processing arrests etc.; and
3. Officer-initiated activity, such as traffic stops, or initiating field contacts.

The IACP recommends that at a minimum one-third of a patrol officer’s time should be available for officer-initiated activity. The IACP research also found that the time required for administrative duties roughly parallels time requirements for responding to dispatched calls for service.

Costa Mesa should base its policy for police patrol staffing by adopting the workload-related policy recommended by the IACP. Management Partners has developed a staff planning methodology based on the policy recommended by the IACP. That methodology is set forth below.

Patrol staffing must first of all account for time consumed by responding to calls for service. The Costa Mesa Police Department has provided data from 2009 and 2010. Patrol units responded to 81,729 calls for service in 2009 and 76,475 in 2010.

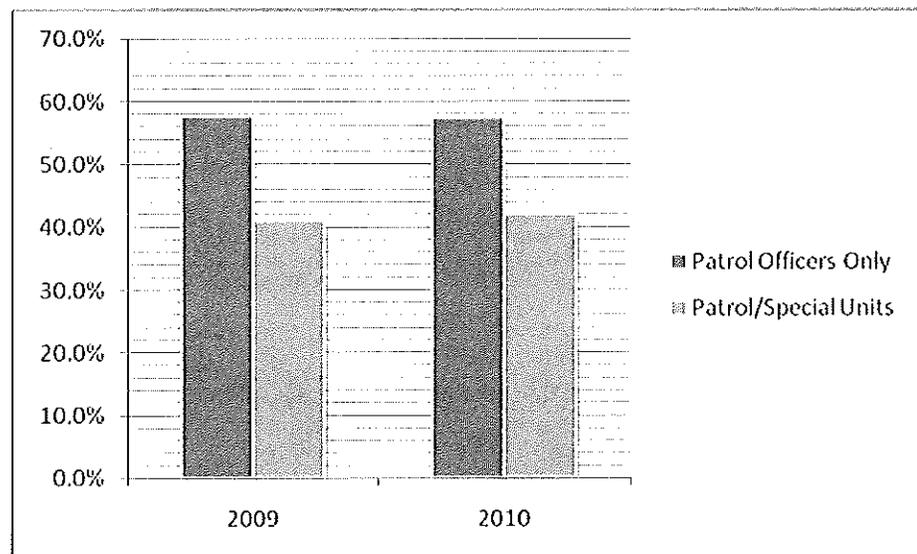
According to timestamps on the call records, the time consumed by the primary patrol units responding to calls for service (from Call Dispatch to Back in Service) in 2009 was 44,454 hours and in 2010 it was 41,385 hours. These figures understate the total workload because they do not account for calls for service requiring two or more officers.

Management Partners estimates that there were 28,483 calls in 2009 and 23,853 calls in 2010 that required at least one additional officer, and we estimate that an average of 0.5 hours per call were required by the assisting officers. This is a very conservative estimate of the time required. Even so, it adds 14,241 hours to the call times in 2009 and 11,926 in 2010. The net result is 58,695 hours were consumed by calls for service in 2009 and 53,311 in 2010.

After determining the hours required to respond to calls for service, it is necessary to determine the average number of hours a patrol officer has available. Based on data supplied by the Police Department, an officer has an average of 1,788 hours actually available after subtracting time used for vacation, sick leave, training and all other forms of leave. In other words, 1,788 actual hours per officer can be used for the three patrol activities of responding to calls for service, performing administrative duties, and for officer-initiated activity.

Applying the IACP minimum standard of one-third of the officer's time available for officer-initiated activity equates to 590 hours. This means that a total of 1,198 hours would be available for responding to calls for service and performing administrative tasks. As noted previously, administrative time requirements roughly parallel time needed to answer calls for service.

Figure 7. Costa Mesa Police Department Patrol Calls for Service Workload for 2009 and 2010



Management Partners calculates that 57 patrol officers available to the Costa Mesa Police Department in 2009 provided a total of 101,916 hours of service, and in 2010 the 52 patrol provided 92,976 hours. If these availability times are compared with the time spent on calls for service as described above, in 2009 the patrol officers would be occupied by calls for service 57.6% of their day, and 57.3% in 2010. However, these numbers provide only the worst case information on patrol workload.

In reality, officers from specialized units and supervisory personnel are available to assist or even take responsibility for calls for service when not engaged in their special enforcement activities. Assuming the specialized

enforcement units in the patrol section are always available to assist, the effective patrol force would be increased to 23 more officers in 2009 and 19 in 2010. With their on-duty time added to the patrol officers' on-duty time, 143,040 hours were available in 2009 and 126,948 in 2010. This would reduce the Call for Service percentages to 41% in 2009 and 42% in 2010. These specialized units do not have the same amount of service time to commit to calls for service because of their other duties so the reality is somewhere between the 41% and 59.6% in 2009, and 42% and 57.3% in 2010. Roughly 50% of a patrol officer's time in both years seems likely although a more detailed study would be required to refine the estimate.

Regardless, the Costa Mesa Police Department spends a significantly greater amount of time on calls for service than IACP standard. This means that the workload is already high in Costa Mesa based upon current staffing and there is very little time for other activities than responding to calls. Non-call patrol time is important because officers can use this valuable time in areas of high crime or those areas identified as needing additional visibility. Further, the presence of a marked police vehicle is a known deterrent to those who would commit crimes.

To meet the IACP standards, the number of patrol officers will have to be increased to approximately 70 patrol officers, the calls for service accepted by the agency will have to be reduced, or a combination of the two strategies applied.

However, given the economic climate, increasing the number of patrol officers is difficult. Another way to enhance efficiency is by increasing the use of non-sworn staff. Maintaining the appropriate balance of sworn and non-sworn staff allows the City to maintain the commitment to the high levels of customer service and community-oriented policing.

Figure 8 compares the City of Costa Mesa's FY 2010-11 non-sworn staff to total full-time equivalents in the department.

Figure 8. Costa Mesa FY 2010-11 Non-Sworn to Total FTEs

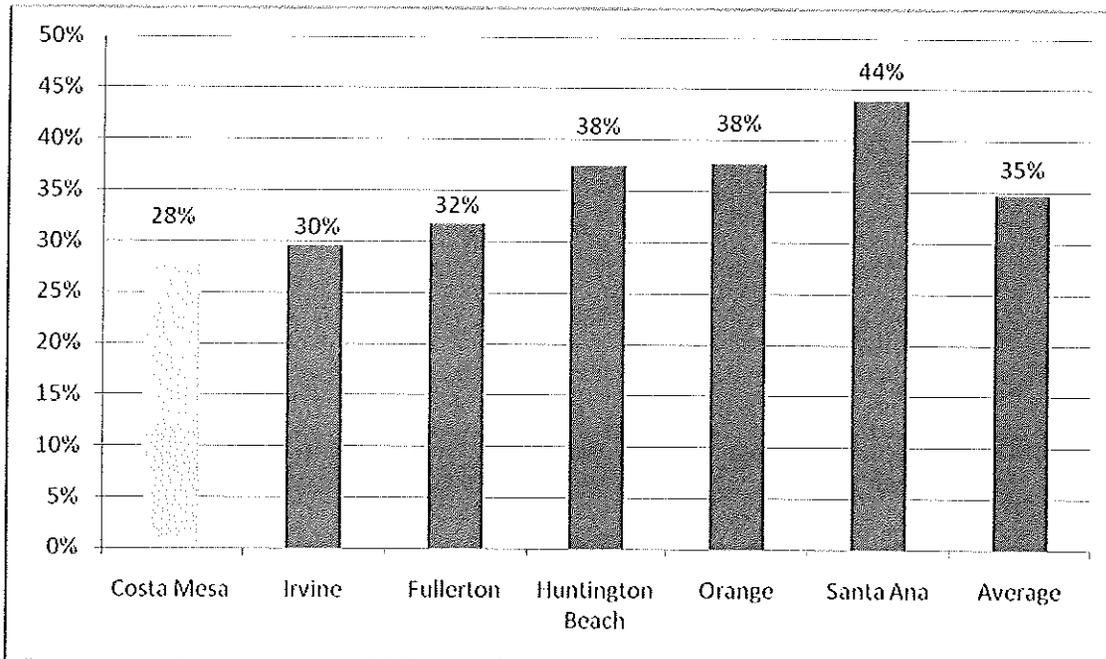


Figure 8 shows that the City of Costa Mesa has 28% non-sworn staff compared with sworn staff. The average for the peer agencies is 35%.

Further analysis should be done to determine areas where community services officers can be added to the Field Operations Division to assist patrol staff. This assistance of community services officers will allow the police officers time to focus on high priority calls and service needs. Several recommended areas where other non-sworn staff can be utilized effectively are discussed in the organizational staffing section below.

Recommendation 2. Increase the ratio of non-sworn to sworn personnel to reduce expenditures and maintain a high level of customer service.

K-9 Units

The City of Costa Mesa's K-9 unit consists of two K-9 officers. Currently, the K-9 officers are not part of the regular beat patrol function. Instead they roam and respond to calls in addition to the patrol staff. A typical assignment for the K-9 officers in other jurisdictions is that they are included in the patrol function with a regular beat. In order to determine if this is feasible Management Partners reviewed the K-9 calls for service data.

The Costa Mesa Police Department provided Management Partners with the K-9 call for service data for 2010 for the cities of Fullerton, Santa Ana and Costa Mesa. Table 8 shows the calls for service data for 2010.

Table 8. K-9 Calls for Service Data 2010

City	Number of K-9's	K-9 Calls for Service 2010
Fullerton	2	300
Santa Ana	6	398
Costa Mesa	2	1,249

Source: Costa Mesa Police Department Data

Table 8 shows that the K-9 calls for service in Costa Mesa are significantly higher than those of the other two peer agencies. Further analysis is needed to determine how the K-9 calls were determined in Costa Mesa.

Since the calls for service data is unclear, additional analysis is needed to determine if this function can be included as part of patrol without compromising service delivery.

Recommendation 3. Analyze the K-9 calls for service data to determine if staffing changes can be made to include these positions as part of a regular patrol beat.

Animal Control

Costa Mesa's animal control operation consists of three animal control officers. Currently a number of cities in Orange County contract with the County for animal control services. Further, there many other examples throughout California of local governments forming joint power authorities (JPAs) or contracting with counties as a method of providing animal control services to a community.

Management Partners understands that these conversations are occurring as a result of the current outsourcing discussions. The City of Costa Mesa should discuss the desired service levels with both the county and neighboring communities to determine if cost savings can be achieved.

Recommendation 4. Identify a provider and contract animal control services.

Talent Development

In recent years, government and private sector organizations have recognized an increasing need to ensure a smooth transition for leadership positions. The practice of planning and preparing for these transitions is called succession planning.

The need for succession planning is well documented as both private and public sector organizations face the approaching baby boomer retirement wave. As baby boomers reach 55 to 60 years of age, they are leaving the workforce in record numbers. Compounding the problem is the fact that there are not as many workers in subsequent generations to take their place.

Due to fiscal constraints, cities and counties have had to reduce personnel to live within their means. One common strategy over the years has been to reduce the number of middle management level staff so that direct service delivery positions are preserved. The result today for many local government organizations is a lack of "bench strength," (people developed and groomed to transition into the next level of leadership) at the upper middle management level. This is particularly true at the assistant department director level, where successor department directors would normally be found.

Recent awareness of the higher pace of retirements and the smaller pool of people to replace retirees has led jurisdictions to explore new ways of ensuring they have the talent and skills necessary to provide service in the future. The traditional approach of filling positions is the "just in time" method of beginning a recruitment process once someone has announced his/her retirement. It worked well in the past because there was a large pool of people interested in working for local government and enough employees in the middle ranks who were interested in moving into leadership positions. But that is no longer the case.

The new approach is to engage employees several years before they expect to retire in the process of planning for their succession. This could prevent significant institutional knowledge from disappearing as larger numbers of people leave in a compressed period of time. Organizations are also documenting institutional knowledge where possible, providing for overlap from the incumbent to the new person in a position, and mentoring candidates in advance so they will be read to take on higher-level responsibilities.

Components of a Succession Planning Program

A successful succession planning program requires support and commitment from the very top as it must be an ingrained part of the organization's human resources efforts with both management and financial backing. Successful succession planning programs generally consist of the following steps¹: program creation, analysis, development, selection, transition and measure results.

1. **Program Creation.** The program must be identified as an organizational priority and given appropriate support, both managerial and financial. One high-ranking staff member should be assigned responsibility for the program. In best practice organizations, technology plays an essential role in the process by simplifying and streamlining tracking of individual employee development, performance evaluation, and organizational trends.
2. **Analysis.** To select the right people to take over, current management must develop an understanding of what the organization will need in the next several years and, thus, what skills the organization's new leadership will need. Organization needs will change over time and so will the requirements of new leadership. It is vital to take the time to analyze and determine beforehand what the organization needs prior to identifying potential new leadership.

The organization should identify the management positions in which incumbents are likely to retire within the next one to five years and develop individual plans to address succession into those positions. The organization should enlist the assistance of individuals intending to retire in creating a succession plan for their jobs.

Succession plans should include elements such as job expectations, alternatives for organizing the work once the incumbent retires, identification of people within the organization who might be candidates for the position, career development and mentoring plans for those individuals, and an overall strategy for transitioning from the incumbent to his/her successor.

¹ Miles, Stephen A. and Nathan Bennett, "Best Practices in Succession Planning," *Forbes.com*, November 9, 2007.

3. **Development.** The organization must develop and train future leaders for the roles they are likely to assume, providing a variety of training and mentoring opportunities to those employees considered candidates for promotion. This step takes financial support and time, usually a window of two to four years before the candidate is prepared to assume a new leadership role. A variety of specific development methods are discussed further below.
4. **Selection.** As the point of transition approaches, internal candidates who have completed a program of development should be prepared. The organization will need to undertake a typical human resources selection process in order to pick the "best candidate" for each position.
5. **Transition.** Before the actual first day in the new position, the new manager should have been introduced to his/her reports and already be knowledgeable about organization needs, priorities, and endeavors. Progressive organizations will provide regular feedback and coaching opportunities to support the new manager in the initial year.
6. **Measure Results.** The success of the succession planning program and its effectiveness should be measured, both through surveys of participants but also through analysis of turnover numbers and "bench strength," how many internal candidates were prepared for, and took on, promotional opportunities within the organization. In addition to fostering continuous improvement of the program, measurement suggests to department directors how important planning for the future is for executive management and policy makers. If program results are being measured, there is a much greater likelihood the program will be deemed important.

Currently, the Costa Mesa Police Department does not have a succession plan. The department currently provides Peace Officer Standards and Training (POST) training for sworn personnel and there are minimal opportunities for any additional external training opportunities such as Command College and the FBI National Academy. To develop the staff members in the department and prepare them for advancement, training opportunities need to be provided. The cost of the succession plan and the training will depend upon the type of training program that is developed.

Organizations have a variety of options for creating a succession planning program. The key will be to create an executive level commitment to the effort, establish a good work program, staff it, implement programs, evaluate successes, and make improvements. The City of Costa Mesa Police Department is facing a high turnover rate. Implementing a succession plan and a training program now will provide an opportunity to prepare the staff for future leadership opportunities in the department.

Recommendation 5. Develop and implement a succession plan in the Police Department.

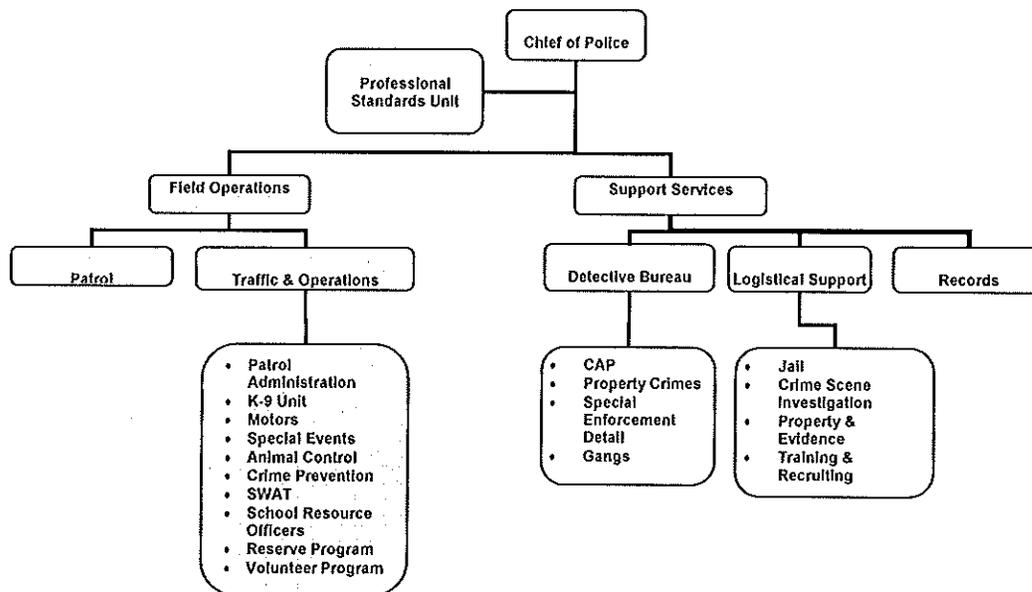
Recommendation 6. Implement both an internal and external training program for the Police Department staff.

Organizational Staffing Changes

Figure 1 at the beginning of this report shows the current organization chart of the Costa Mesa Police Department. There are 143 sworn and 56 non-sworn personnel in the three divisions: field operations, support services and technical services.

Based upon our knowledge of public safety best practices and our high-level review of the current staffing in the Costa Mesa Police Department, we recommend that the department consolidate three divisions into two divisions. The proposed divisions would be field operations and support services. Figure 9 is a high-level proposed organization chart that shows the areas of responsibility for each of the divisions.

Figure 9. High Level Proposed Organization Chart for the Costa Mesa Police Department



The proposed staffing changes that Management Partners recommends are shown on the detailed organization chart shown in Attachment B. The specific positions that we recommend eliminating and adding to the department are listed below.

- Eliminate the non-sworn commander position in the Technical Services Division and include those functions in the Support Services Division.
- Eliminate the lieutenant in Special Operations and move the school resource officers and SWAT to the Traffic and Operations administrative lieutenant.
- Replaced the sworn lieutenant in Logistical Support with a civilian logistical support manager position.
- Eliminate the police officer position in Training & Recruiting.
- Eliminate the sworn special events sergeant position and replace this with a non-sworn special events coordinator position.
- Eliminate the lieutenant position in the Traffic Bureau and move those functions to Traffic and Operations in the Field Operations Division.
- Eliminate the two vacant officer positions in patrol (Teams 2 and 10).

This is an elimination of seven sworn positions and one non-sworn position. This also includes the addition of two non-sworn positions. Overall this would reduce the number of sworn personnel by seven and it would increase the number of non-sworn personnel by one position. These staffing changes will result in a total estimated annual cost savings of \$1,138,000 including salaries and benefits.

Management Partners believes that this proposed reorganization plan for the Police Department preserves the City's commitment to community-oriented policing and will allow it to maintain its high level of customer service while reducing the annual expenditures in the department.

Recommendation 7. Eliminate one commander position, three lieutenant positions, one sergeant position and three officer positions.

Recommendation 8. Add one non-sworn logistical support manager position and one non-sworn special events coordinator position.

Conclusion

The Costa Mesa Police Department staff is committed to excellent service delivery. Resources are lean, requiring efficiency in their use. As with other municipalities across the nation, the City of Costa Mesa is facing a challenging economic period with declining revenues. Economic downturns require local governments to reevaluate their priorities and look at new ways of providing quality services to the community.

Through this organizational review of the Police Department we have been able to identify a new organizational structure which will reduce expenditures, provide for regional service approaches and preserve the high level of customer service. Implementing these changes will allow the City of Costa mesa to more effectively and efficiently provide the services to the community in the future.

Attachment A: List of Recommendations

- Recommendation 1. Implement a regional SWAT team with neighboring jurisdictions.
- Recommendation 2. Increase the ratio of non-sworn to sworn personnel to reduce expenditures and maintain a high level of customer service.
- Recommendation 3. Analyze the K-9 calls for service data to determine if staffing changes can be made to include these positions as part of a regular patrol beat.
- Recommendation 4. Identify a provider and contract animal control services.
- Recommendation 5. Develop and implement a succession plan in the Police Department.
- Recommendation 6. Implement both an internal and external training program for the Police Department staff.
- Recommendation 7. Eliminate one commander position, three lieutenant positions, one sergeant position and three officer positions.
- Recommendation 8. Add one non-sworn logistical support manager position and one non-sworn special events coordinator position.

Attachment B: Proposed Costa Mesa Police Department Organizational Chart

