

Costa Mesa Police Department

OFFICE MEMORANDUM

To: CEO Tom Hatch

From: Steve Staveley, Chief of Police

Date: April 14, 2011

Subject: Department Reorganization

As per direction, the following information and options are submitted. Based upon funding provided, and only if required, these are the three basic structures of the organization that would be used should we be required to further downsize. Along with each is an estimated annual cost of operation based upon the staffing model. You should expect a fully developed budget based on the indicated staffing model, would be somewhat but not hugely different. With each option I have provided a discussion of the necessary service adjustments necessary due to the model. I have carefully considered this portion in particular and filtered it via my professional experience as CEO in both public and private service organizations since 1987. Changes in levels of service delivery and corresponding impact on the customer base (citizens of and visitors to Costa Mesa) will be significant at each level on an individual call or response basis. Still on the most basic of law enforcement services - i.e. eventually showing up or providing an alternative response to a customer request for service requested will continue to be performing at exemplary levels.

Let me be very clear in regards to the last statement of the forgoing paragraph, I am a very strong advocate and long time practitioner of what is now called community oriented or based policing. Anytime an agency as busy as the Costa Mesa Police Department falls below a certain level of staffing you must expect that it will devolve into a strictly law enforcement agency. Such an agency may have programs that provide some of the trappings and services of C.O.P. (Community Oriented Policing) but they will NOT be providing C.O.P. because the culture of the organization will be driven by response to calls and NOT to C.O.P. and its high levels of preventive activities and community building. In my judgment even with the highest level of staffing model presented, C.O.P. is going to be a challenge and at the lowest level, largely impossible.

Communities are either building or moving forward or they are declining. There is no standing still. It is true for organizations as well, there is no standing still. CMPD has been slipping in recent years due to layoffs and internal strife caused by circumstance of which you are aware and now concluded. Yet C.O.P. as a philosophy remains strong in the department and while it may have been in hibernation for awhile among some, it can be rekindled. The homelessness task force that you have done such good work with in the recent past and the police involvement in that effort is a clear example.

What is the bottom line? If the department falls below a certain level of staffing it can become impossible to provide the "community building" and "community developing" level of service and we simply provide great law enforcement. With adequate staffing of both sworn and non sworn, both are possible and without staffing at adequate levels it cannot. Adequate for CMPD means about 1.3 Officers per 1000 of population or slightly greater, but given the daytime population and the nature of activities in the community, its far flung nature and the barriers to easy movement, 1.5 would be preferred. Trading officers for some non sworn positions can modify that ratio a little and still provide both program and philosophy to the community. You will see those "trades" made in the alternative presented.

A PRIMER ON COMMUNITY ORIENTED POLICING:

What do I mean by philosophy of community policing? A basic way to understand this concept is to attempt to understand what municipal policing is really for. I believe the purpose of the municipal policing activity is community building, and to make a community as attractive to its members and potential members as is possible. To do that requires a range of municipal services, fresh water, good sewers, great neighborhoods good schools, nice parks etc. While the police do not provide all of those services (thankfully), we are responsible to insure schools and parks are seen as islands of safety and security and that neighbors feel safe and secure in their communities - and when there is an issue, or problem, the customer knows how to get it solved - that is the mission. One way to express it is to create an open connection from the community member to the police and visa versa. I have often described this connection as a goal or objective. **That objective is to create an environment where every member of the community knows the first name of someone on the department and are comfortable enough with that relationship that they can call them on the phone to help with a problem....** As an aside, the rest of that statement is **and when that relationship does not exist then it is the chief who personally makes the connection.** Agency and community size is a factor but Costa Mesa is well within the size to create this environment.

So where does law enforcement fit in? Law enforcement and our responsibility to the cause of justice in our society are tools of community building. They are the most important tools in our tool box, but not the only tools we use for community building. But like any tool box, removing the tools (options) eventually leaves you with one tool, in our case a big hammer, - law enforcement.

With this understanding, I provide three options outlined below. Each has an estimated fiscal statement as well as the service levels that will be eliminated as a result.

In FY 09/10 - The department had 164 Sworn staff and 75 non sworn;
 In FY 10/11 - The department had 149 Sworn staff and 55 non sworn; (Note council reduced to 147 after budget was produced but we use 149 here, as that is what the budget says.)

Today - The department has 139 Sworn staff, of which 5 are on IOD status and one of those is clearly projected to retire as a result of injury. A second one is likely to retire from his injury and the others are anticipated to return to work, one of who will be first to return should do so in a little less than two months.

Functionally then we have 134 staff currently. If ABLE does close up shop, 4 more staff will return to us raising the functional staff level to 138 and the total staff to 143 in FY 11/12 but still well below the authorized and budgeted 149 of FY 10/11. That difference will generate a savings of approximately \$700,000 by the end of the fiscal year FY 10/11, but such estimate does assume no dramatic increase in payoffs (due to retirements and or persons resigning for other employment) and neither is an assumption I think that is prudent to make.

I consider the current staff level be minimum staffing to continue with a Community Policing model and with the heavy use of Problem Oriented Policing to solve community problems.

ALTERNATE ONE FOR FY 11/12: SWORN STAFF OF 140 – 145

This is basically where we are currently. Such staffing will result in an annual budget savings vs. authorized FY 10/11 of approximately \$700,000.00. The total could have been greater but adding non sworn – part time staff to pick up the slack in the field is critical in FY 11/12 and currently in the department budget. That budget request amounts to approximately \$300,000 and if granted reduces the approximately \$1,000,000 savings in the difference between 149 sworn and 140 sworn officers, as well as the reduction of the non sworn commanders position as Commander Ford transitions to retirement this summer.

As noted this level of staffing is where we are at this writing, and will allow us to continue the current level of service. The department will be reorganized into two divisions, with a police captain heading each. The divisions would be basically, Field Services and Support and Investigation. Field Services would have a little more staff but some additional adjustments would be prudent, maybe moving SED and Gangs to Investigation, and Traffic over to Field Service (like functions). Regardless, the workload is about the same for both. The captain promoted to staff the second captains position would result in a lieutenants promotion, but no sergeants promotion and no new hire beyond that authorized of 140. This will help consolidate the ABLE staff into the department should that program end as planned on July 1. The ABLE commander will need to remain with the ABLE program for some period to wind down that program and move to the dissolution of the program and assets. I would expect that the commander would be paid from the ABLE program reserves during this period of transition.

ALTERNATE TWO: SWORN STAFF OF 125 – 130

If the council does eventually fund the CMPD for a lower level – 125 has been suggested, it is important to see what that means in real terms. Attached is an

organization chart which reflects the 125 - 130 number. This structure will provide 2 captains each heading a division of the department. Thus we will fold what is now Support Services into Technical Services and retitle the whole as Support Service & Investigation Division. Traffic and its related functions will move from Support Services to the Field Operations Division where it more properly belongs – keeping like functions (field and uniform) under the same leadership, just as in alternate one.

This structure and the reduction of officer staffing to 125 saves approximately \$2,240,000 from the current budget of \$36,847,429 bringing the total for the police department down to \$34,607,429. It would be necessary however to add approximately 10 FTE non sworn to allow us to continue to provide a modicum of outreach in the community and to address the very significant policing issues which this community yet faces. The net reduction from current budget would then be \$1,648,000 and the new total budget expenditure for PD would be \$35,199,429.00 (using FY 10/11 budget numbers). Total employees would decrease by 4 – a reduction of 14 sworn and the acquisition of 10 FTE in non sworn and in that difference accrues the savings. This change in staffing would then make the ratio of sworn to non sworn at about 52%. That ratio is currently 38% which is low for the industry. The 52% would be closer to optimum. The actual positions to be reemployed would require additional consideration but basically the majority would be in field response – Park Rangers, Field Report Takers, and a few support personnel to insure that we relieve the burden of past cuts upon the field sworn staff. A CSI staff member, non sworn investigator, as well as a crime prevention person would be examples. The other 7 would be assigned to the field response and direct delivery of service in lieu of sworn staff – during peak hours for the delivery of such service and to focus upon specific problems (i.e. homelessness in Lions park and environs).

This staffing level results in a ratio of sworn officers to population (generally only of cursory value in determining staffing levels) of 913 citizens per officer. Two additional factors weigh heavily upon the use of such staffing measurements. The first is daytime population. Costa Mesa is a center of commerce with its world renowned South Coast Plaza and the varied business operations throughout the community. The vast majority of those employees, and customers from each of these business comes to Costa Mesa daily and adds to our daytime population. SCP has a visitor population of 26 million per year – 40% during the Oct to Jan “Christmas Holiday Season”, and the other businesses hold a more steady population number in the daytime calculation. Simple math demonstrates SCP adds about 71,000 persons to our daily population thus for the sake of this discussion a doubling of population would not be out of the realm of reality when adding daytime to resident population when trying to find a number suitable for consideration as to the total service population.

We know that 5.7 officers are required to fill one beat or position if that position is to be filled 24/7 365, it is pretty easy to see that with staffing levels in the range of 125 that CMPD can cover approximately 7 field positions. Such a level is clearly right at the absolute minimum for a city this size and complexity. IOD's – shortage of staffing because of retirements etc. before additional staff is hired and trained will cause overtime expenditures that will not be controllable. Additionally such staffing will require operational adjustments such as scheduling and the elimination of the

current directed enforcement program. Directed Enforcement (or DE), is a program of using overlaps to address special community needs – everything from unlicensed ice cream trucks and graffiti writers as well as hard crime (burglary stakeouts) are addressed. The key to this program is a focus on those community issues that create a negative community environment and reduce the sense of safety and security and the quality of life within a community – the broken windows theory if you will.

The reduction of 14 sworn positions will result in some increase in response time. This number of staff represents more than two beats worth of staffing. Thus we can estimate with some clarity that each day, and each shift will have two fewer officers available to respond to the needs of the community and visitors. The physical size of the city and its unusual layout dictates that some response times will increase as a result. Field report takers and other non sworn additions (as proposed) will help but not replace the most flexible of staff members – sworn officers. I suspect a significant increase in lower priority calls for service and some degradation in emergency and urgent responses. It will be necessary for the decision makers to clearly understand this reality and accept the consequence of such a change. Additionally, too, small matters that require being addressed which come from the community via a council person will often not be addressed and resolved as quickly as such matters are today.

I should add here too that in discussion with Director Kim Brandt, there is a clear need to also employ a code enforcement officer for motels and medical marijuana enforcement. Such person would be one of the 10 non sworn noted above and assigned to the police department staff.

ALTERNATE THREE: BELOW 125 SWORN

This alternative is not recommended and can only be viewed as what it is – extreme and while not experimental, does push the envelope of understanding of the way policing has been done here in Costa Mesa. In this structure additional dependence will be made upon non sworn personnel and the focus of sworn personnel will be pushed toward direct service to the community to the maximum level possible. Non sworn personnel would replace sworn in areas such as training (a savings of \$200,000 per year and the reduction of two sworn, a sergeant and officer, and replacing them with non sworn personnel with specific training and experience in the subject. The PSU sergeant would give way to a non sworn position and or contractors and additional savings would accrue expected to be \$90,000 annually. The logistical support Lieutenant would be eliminated and replaced with a civilian administrator of equal rank and pay to the records manager savings of \$130,000 annually. Jail sergeant would be replaced by a jail supervisor (non sworn) savings of \$90,000 annually. In traffic, the special events supervisor and officer would be returned to enforcement duties (motors) and two non sworn supervisors would be employed to handle the scheduling and development of special events programs. Additionally the savings accrued therein of approx \$390,000 would offset by additional non sworn staffing of \$200,000. Such staffing to work special events and when not doing so work as A and I investigators. Net savings of \$620,000, and in addition to the cost saving of \$1,648,000 noted in alternative two above for a net reduction of \$2,268,000.00.

Again, some of the transitions from sworn to non sworn in alternate three can be applied successfully to the department in out years, there is an organizational cost to each sworn to non-sworn conversion. Each sworn to non sworn conversion saves money at the cost of career development of future leaders as well as actual department flexibility.

WHITE SHIRT VOLUNTEERS – A Transition to Solutions:

In alternate one above, we note that we are doing Community Policing and Problem Solving as a part of an integral part of our policing model. In alternate two, we note that if we devolve to a smaller sworn force, we can retain some, maybe much of the COPPS culture with the reemployment of 10 non sworn staff (FTE). In alternate three, we continue that model with decreasing effectiveness in the COPPS model – and fully become a law enforcement agency with maybe a few trappings of COPPS.

There is one additional program which I believe should be employed regardless of the alternative, but its size is determinate of the alternative selected – the development and deployment of WHITE SHIRT VOLUNTEERS. (I know we can come up with a better name – and this is only a working title).

CONCEPT: White Shirt Volunteers (to differentiate them from the blue shirt volunteers who currently perform a number of tasks inside the police facility – 25 positions), will work exclusively in the community. We will develop under a full time sergeant and a full time non sworn employee (at full deployment) three platoons of field volunteers. One will be deployed to assist within and working for the Area One Commander. The second platoon will be deployed and assist within and working for the Area Two Commander and the third with traffic and have a global/citywide traffic and transportation focus. Each platoon will consist of 25 persons who are residents of Costa Mesa – key bit here – only Costa Mesa residents can become WHITE SHIRT VOLUNTEERS.

DETAILS: Everyone who reads a paper and looks around a community knows there is a bubble of persons (the Baby Boomers) as well as their senior generation (the Matures – that is where I am in terms of age), who are retiring and searching for the next phase of their lives. Some will travel the world, but most will continue to live in the house they have had for years and look for things to do that help them transition. They need activities and they need to contribute. Matures are a little easier to understand having the Great Depression and World War II/Korea influence and the Boomers who have been raised by the Matures and have the Kennedy murders and Viet Nam influence arrive at the same place, - retirement and they MUST have something to do which is meaningful, useful, interesting and gives value to their lives.

The department can take advantage of this reality and huge staffing resource by reemploying the citizen's academy for training and creating the WHITE SHIRT VOLUNTEERS. A sergeant (already employed) would head the group, be responsible for training and general supervision as well as performance reports and finding suitable functions for the WHITE SHIRT VOLUNTEERS. What might be

suitable functions? Parking citations is one good example, and the Iowa mess is a community problem for which the WHITE SHIRTS would be an easy answer – not just writing tickets but helping the Little League folks avoid tickets by nice soft warnings. They can stay there much of a day and help find the solution and the only cost we have is a little gas. Handicapped citations are another example. Non injury, non hit and run accident resolution in lieu of sworn officers would be an example, as well as foot patrol in parks assisting Park Rangers. The biggie would be traffic control assistance at the Fair, Marathon, and all manner of other functions. Traffic control assisting sworn and non sworn officers at traffic accidents is a good example. Storing abandoned vehicles is a good example of some duties. A return to vacation house checks (a free service) is an example of something we could reemploy as a community building tool. The “Feet to the Fire” event next week would be a great place to have WHITE SHIRT VOLUNTEERS standing by in the event the skills of a sworn officer are necessary – while not wasting the economic resources or forcing good community events to pay for cops. All of these are things the chief can authorize and a little training makes a suitable function for the WHITE SHIRT VOLUNTEER.

FISCAL ISSUES: There would be some cost, but not significant when compared to the anticipated 8 hours of deployment per WHITE SHIRT VOLUNTEER per week or 600 hours a week when fully developed – that is 31200 hours a year of donated time.

Uniforms would be required, some training costs, repainting of old radio cars etc. would be required, but in the main, the total costs for a year at full deployment (75 WHITE SHIRT VOLUNTEERS) would be less than the current cost of one officer – less benefits. In other words, except for the sergeant already on staff, the non sworn (anticipated in the alternate two example and costs covered there), we will spend less than \$ 70,000 a year on this program or about \$2.25 per hour worked.

If you select Alternate One, Two or Three as the place you want us to be we should move forward on the development of the WHITE SHIRT VOLUNTEERS, only the size of the unit and how fast it develops would change. A bit smaller and slower to develop if we are at Alt one levels and faster and bigger if Alt two or three.

Here is the real sales point for this idea – the COMMUNITY OUTREACH - the opening of the doors to this overly insular police department will make a huge difference and short order.

OTHER THINGS TO CONSIDER:

When I was at La Habra, I came up with an idea to form a North County Swat Team. That combined team, with the hard work of other chiefs and their operations commanders, has become a model of find better service at less cost. SWAT teams are just like ladder trucks in the fire service. When you need one, nothing else will do. When you need one, you want one you control to insure it performs to your standards and not some other agency or community standards. Thus the North Orange County SWAT was created. It has been very successful. It saved La Habra nearly \$100,000 a year in training costs, salary savings and equipment vs. trying to do

it on their own. From everything I hear, the savings are secondary (but important) to the quality of the service they provide. The investigation of this option has begun, with discussions which engage North County Chiefs of Police (North County SWAT) and West County SWAT via their chiefs. Additionally, I have approached Newport Beach to engage in discussions about Harbor SWAT (based upon the Harbor Court District area) using the North County SWAT model.

SUMMARY AND CONCLUSION:

It is clearly possible to reduce the number of sworn officers in the CMPD. I do not think it prudent to do so as to make such change will adversely impact the delivery of service the community has come to expect. It is my judgment that Costa Mesa receives as high or higher level of service than any larger city in the county and quite likely southern California. I consider the staffing levels below 140 will result in degradation in service levels. There is no reason to have focused on 125 sworn as a goal for the department to achieve. If however, there is a need to reduce the police department budget by some amount then we can achieve a savings and protect most of the functions and service levels by reemploying about 10 non sworn FTEs and continue to provide many of the functions of COP and POP. If there is a need to go below that number due to fiscal concerns, then the agency will devolve into a response to calls / law enforcement agency and will do little or no COP/POP and very little crime prevention beyond simply responding to a call, and arresting the violator or taking a report. In other words below 140 sworn the complexion of the agency begins to change and below 125 it changes greatly and in fact devolves into a simple call and response law enforcement agency. I cannot and do not recommend any reduction below 140 and hope that someday soon the department can return to the 160 level. If necessary to reduce sworn payroll, then on a one for one basis, a non sworn FTE should replace the sworn to continue the current high levels of service.





