Review of Police Services

CITY OF LAGUNA HILLS, CALIFORNIA

matrix⌗
consulting group

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1.   EXECUTIVE SUMMARY

In December 2013, the Matrix Consulting Group began to conduct a review of the police services in the City of Laguna Hills through a contract with the Orange County Sheriff's Department. Introductory meetings, interviews, data collection, analysis, and review of interim deliverables occurred from December 2013 through March 2014.

The City of Laguna Hills has contracted with the Orange County Sheriff's Department (OCSD) since its incorporation as a City in 1991. The contract with OCSD provides a wide range of law enforcement services for approximately 30,951 residents (2010) and covers 6.7 square miles. The population of Laguna Hills has remained stable over the last ten years.

After the initial meeting with the City Project Committee, the Matrix Consulting Group project team conducted interviews with Orange County Sheriff's Department personnel, City of Laguna Hills management, obtained and reviewed operating procedures, the contract and budget, calls for service data, investigator workloads and other data relevant to this study.

Additionally, the project team developed a survey to compare the law enforcement services provided in Laguna Hills with the law enforcement services in other Cities in the Southern California region and throughout the state. The survey included six other Orange County cities that contract for police services, and seven cities that have municipal police departments (see Appendix A).

As part of this project, the City also wished to survey Laguna Hills residents regarding their opinions of police services. The project team developed an anonymous

survey that was publicized on the City's website and in the City newsletter and made

available online. The survey asked a variety of questions regarding residents'

interactions with OCSD staff and regarding residents' perceptions of the provision of

services in the community. Only 14 people completed the survey. The survey results

provide a snapshot of a few residents' beliefs and perceptions regarding police services

(a survey summary is in Appendix B).

Additionally, the project team hosted a community focus group meeting in

February 2014 at City Hall. A total of 16 residents participated and provided their

opinions, perceptions, and suggestions (a focus group summary is in Appendix C).

The project team provided several interim reports and summaries of the surveys

to Laguna Hills management and they were also reviewed by OCSD staff. These

elements yielded the following findings:

1) The crime rate in *southern* Orange County[1] is low at 1.05 violent crimes and 13.8 property crimes per 1,000 residents compared to the crime rate in all of Orange County. Laguna Hills has a lower crime rate for violent crimes – 0.94 crimes per 1,000 residents – but a higher property crimes rate at 20.03 crimes per 1,000 residents.

   The Orange County violent crime rate is more than double at 2.2 violent crimes per 1,000 residents, and the property crimes rate is also higher at 22.0 crimes per 1,000 residents.

2) The calls for service (CFS) per resident in the seven contract cities average .18 CFS annually but in Laguna Hills it is significantly higher at .28 CFS per resident. However, the workload is significantly under the .4 to .6 CFS typically seen by the project team in other law enforcement studies.

3) Laguna Hills pays the highest per capita for police services among the seven southern Orange County OCSD contract cities. The Laguna Hills cost is $220 per resident, the average of the seven contract cities is $171 per resident.

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[1] The contract cities of Laguna Hills, Laguna Woods, Laguna Niguel, Mission Viejo, Lake Forest, San Juan Capistrano and Rancho Santa Margarita.

The cost of services is most directly tied to the number of sworn personnel in each city. One of the reasons for the higher per capita cost in Laguna Hills is that the city has more calls for service per capita than the other contract cities and must staff accordingly to handle the workload level.

4)   When the cost per capita is compared to cities with their own police department, the Laguna Hills cost is the lowest of the seven municipal police departments surveyed. The cost per capita for these municipal police departments ranged from a low of $225 to a high of $448 per resident.

The results of this survey show that even though the cost of police services in Laguna Hills is higher than the other contract cities in southern Orange County, it is lower than the cost of comparative municipal police departments.

5)   Laguna Hills and the OCSD have previously implemented several measures to reduce the cost of services in Laguna Hills. The most significant item is the sharing of four Patrol Sergeants between Laguna Hills and Aliso Viejo[2]. If the cities were to individually staff the Patrol Sergeants, they would each need a minimum of four positions to provide 24/7 coverage. However, the combined staffing level and workload level in both cities only requires a minimum of four Sergeants. This one item saves Laguna Hills over $500,000 annually (each Sergeant position currently costs approximately $266,422).

6)   Calls for service and other workload information should be provided to Laguna Hills (and also the other contract cities) on a regular basis and also some of the comparative information produced for this project (see Appendix A).

These findings show that the provision of police services for Laguna Hills has been managed well. However, there are ideas and suggestions for improvement made in this report. The table below lists all of the recommendations and/or opportunities for improvement that appear in this report:

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[2] Laguna Woods Deputies are also supervised by these Sergeants and Laguna Woods pays a small portion of the four Sergeants salary.

Recommendations
Evaluation of Field Services
The OCSD should quarterly or semi-annually provide Laguna Hills with data showing the number of calls for service responded to by Laguna Hills Deputies outside of Laguna Hills and the number responses by Deputies to the calls; and correspondingly the number of calls for service and responses by Deputies from other cities into Laguna Hills. Page 31.
Based on this data if there are persistent imbalances in responses Laguna Hills should discuss response control or cost sharing for these workloads. For example, there may be little or no justification for responding to low Priority 3 or 4 calls for service in neighboring communities. Page 31.
The OCSD should discuss and evaluate options to increase the amount of proactive time between 8:00 a.m. and 4:00 p.m., including improved field management of workload and the feasibility of changing the shift starting time to 7:30 a.m. for the two "late days" Deputies. Page 57.
Annually review patrol staff workload for each four-hour time block to ensure that a reasonable amount of proactive hours are available throughout the day. Page 57.
Adopt a process to enhance delivery of proactive patrol services. The Chief and Sergeants should develop "problem oriented" and "issue oriented" patrol plans that can be worked on or accomplished when proactive time is available during a shift. Page 60.
Ensure that Laguna Hills resources are reactively and proactively handling the workload in Laguna Hills and only respond outside of the City as reasonably necessary. The Chief should be tasked with ensuring that the Sergeants manage field resources to accomplish this goal. Page 60.
Explore alternative cost sharing arrangements with Laguna Woods for the true value of the coverage and proactivity received from Laguna Hills for late night law enforcement services. Page 60.
Maintain the current Patrol Deputy staffing level of 12 Deputies. Page 62.
Maintain existing approaches to traffic enforcement as long as the City supports the current level of overall enforcement. Page 69.
Evaluation of Administrative, Investigative and Crime Prevention Services
Move the primary responsibility for patrol scheduling and receiving initial complaints from members of the public to the Administrative Sergeant. Page 72.
Evaluate the feasibility of sharing the Administrative Sergeant position with another willing contract City. Estimated salary/benefits cost savings of $131,211. Alternatively, evaluate the feasibility of hiring two Extended Part Time position to handle these duties - cost savings of approximately $122,000 annually. Page 72.
Maintain two Investigator positions for the follow-up of crimes occurring in Laguna Hills. Page 73.
The Chief should be tasked with evaluating the possibility of developing a crime analysis process that fits the needs of the City, including the feasibility of sharing the cost of a crime analyst with other contract cities, or as an alternate the possibility of training the Crime Prevention Specialist in some or all crime analysis tasks. Page 78.

Recommendations
The Chief should be tasked with evaluating the feasibility of developing a problem-identification process to be used to guide efforts to serve the community's needs. Page 78.

Some of these recommendations, if implemented, would result in cost savings for Laguna Hills. Potential cost savings are not significant because the project team's evaluation of the current contracted services has shown that service delivery is, overall, consistent with service needs in Laguna Hills. The project team does not believe there is an opportunity to reduce the 12 Deputies assigned to Patrol – this staffing level is needed to provide an effective level of service to the City. There are few other services currently contracted for by Laguna Hills that could be reduced or eliminated.

However, if cost savings must be achieved, the project team has ranked and summarized a list of the potential opportunities for the City to consider, the first point was a recommendation made in this report:

- Sharing an Administrative Sergeant with another adjacent and willing contract City ($133,000 is an approximate 50% savings).

- Reduction of one Motor Unit ($240,000) or sharing the cost of one Motor Unit with another contract city (see p. 66).

- Using patrol cars rather than motorcycles for the Deputies assigned to traffic safety ($20,000 per Deputy position).

- Elimination of the Directed Enforcement Team Deputy position ($220,000).

- Elimination of the Special Enforcement Team Deputy positions ($440,000); alternatively, share an SET with another contract community.

- Elimination of the School Resources Officer position ($220,000).

- Elimination of the Crime Prevention Specialist position ($92,000).

Some of these services could be provided by alternate means for example the City could assume responsibility for additional services such as crime prevention. However, there would still be costs with this approach.

2.   EVALUATION OF FIELD SERVICES

The following information was obtained through interviews with OCSD personnel, electronic data from the CAD (Computer Aided Dispatch) and RMS (Records Management System) as well as any relevant documents associated with patrol (e.g., statistical reports, training records, leave time records, etc.).

1.   OVERVIEW OF POLICE SERVICES IN LAGUNA HILLS.

The top law enforcement official for Laguna Hills is an OCSD Lieutenant who is appointed as the Police Chief. The Chief provides the day-to-day direction, oversight, and management of police services for the City. The following sections provide a summary of the organization, patrol, and staffing levels in Laguna Hills:

The City has a total of 28 sworn and civilian positions directly funded by the City of Laguna Hills. There are additional OCSD staff positions partially funded by Laguna Hills that provide additional services (e.g., traffic accident investigation, administrative oversight) that are not listed in the table below. The authorized positions are:

Function	Lt. (Chief)	Sergeant	Deputy	CSO[3]	CPS[4]
Office of the Chief	1	1			1
Patrol		2[5]	12	2	
Traffic Units (Motorcycles)			3		
Special Enforcement Team (2) & Directed Enforcement Team (1)			3		
School Resources Deputy			1		
Investigations			2		
Total (28)	**1**	**3**	**21**	**2**	**1**

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[3] Community Service Officer (civilian position)
[4] Crime Prevention Specialist (civilian position)
[5] Two additional Sergeant positions are funded by Aliso Viejo for a total of four Sergeants assigned to patrol services; they supervise all the Deputies assigned to Laguna Hills, Aliso Viejo and Laguna Woods.

In addition to the full time positions listed above, the City also partially funds and

shares other OCSD staff with other contract agencies. These positions and functions

are:

• Captain: Two Captains are assigned to the OCSD South County Operations Center in Aliso Viejo that oversees all operations in southern Orange County and the communities contracting for police services. One Captain is assigned to the Southeast area and the other Captain is assigned to the Southeast area – which includes Laguna Hills. The OCSD also has a Lieutenant on duty 24/7 that is the Watch Commander for the County.

• Traffic and Auto Theft Unit: This unit is staffed with one Sergeant and five Deputies. This unit reviews all of the traffic accident reports written in Laguna Hills. There were a total of 341 accident reports written in 2012 and 279 reports in 2013. The Major Accident Reconstruction Team (MART) responds to major injury and fatal traffic collisions as needed to conduct the investigation. This unit also follows up on all hit and run accidents when there are leads in the case. There were a total of 39 vehicles stolen in Laguna Hills (12/1/12 – 11/30/13) and this unit has responsibility for follow-up investigation of these cases. Other services provided by this unit are:

    – Management of the tow contracts (30 tow companies),

    – Traffic related grants (currently three grants),

    – Review of Deputy involved traffic accidents and

    – Teaching traffic related classes as part of continuing professional training for employees.

• Supervision of the two Investigators assigned to Laguna Hills.

• Communications and dispatching services: emergency call handling and dispatching.

• Records services: report filing and copying, front counter walk-in traffic, general questions from members of the public.

• Evidence and Property: processing and handling of evidence items and property booked by Deputies.

• Equipment issuance, maintenance, and tracking.

There are other supplemental services provided by OCSD to the contract cities on an ongoing basis or as-needed – when there is a major crime or a series of crimes that occur in a contract city. These services are broken down into the following areas:

Criminal Investigations: Major crimes investigation (e.g. homicide and death investigations), crime scene evidence collection and processing, special units that investigate family violence, special victim's (e.g. sexual assault), bank robbery and economic crimes, Sex Offender's Notification and Reporting (SONAR), participation in the Orange County Auto Theft Task Force, and a fugitive warrants unit.

Proactive and Special Investigations: There are several units that investigate narcotics, vice and gang related crimes – the Gang Enforcement Team, Regional Narcotics Suppression Program, PROACT (a drug lab unit) and TARGET (a gang task force), intelligence gathering and assessment, liaison with state and federal law enforcement agencies (e.g. Joint Terrorism Task Force).

Communications, Technology: Research and development, computer/MCD repairs, patrol video system, support for special events (e.g. July 4 celebration, Half Marathon).

General Field and Patrol Support: Fleet management, asset procurement (e.g. from the military), subpoena service, juvenile services and diversion program, field training for new personnel, crisis negotiation, tactical services (SWAT Team), aviation support and policing of public transit, range and armory services, basic and advanced officer training; revision of policies/procedures; employee misconduct investigations, Reserve Deputy Sheriffs, video unit, public affairs office and community programs (drunk driving enforcement).

Financial and Administrative Services: Budget preparation and monitoring, human resources (e.g. employee uniform outfitting/maintenance, payroll, worker's compensation, performance evaluations), purchasing and supply system.

Some of these services are used regularly by Laguna Hills and other services will be infrequently used. Some incidents that require specific services (e.g. a hostage situation) that occur very rarely in communities such as Laguna Hills, but however infrequently they occur, all cities and towns must provide police services to deal with all types of incidents.

The next section provides information regarding the patrol staffing schedule and workload.

2.   PATROL SHIFT OPERATIONS STAFFING AND WORKLOAD.

The following information was obtained through interviews with OCSD personnel, electronic data from the CAD (Computer Aided Dispatch) and RMS (Records Management System) as well as any relevant documents associated with patrol (i.e., statistical reports, training records, leave time records, etc.).

The project team collected information regarding the Laguna Hills's workload activities relating to field patrol personnel (i.e., regular Patrol Deputies and Sergeants). Specifically, this involved the raw data set that captured all dispatch communication activity for the Laguna Hills Police Department in calendar year 2013 and included the following types of information:

•   Call or event number

•   Date and time of initial creation of the CAD case

•   Location of call

•   Type of call

•   Priority of call

•   Time of unit(s) dispatch

•   Time of unit(s) on-scene arrival

•   Time of unit(s) clearance

•   Beat unit identifiers (e.g., unit numbers) for responding unit

This information serves as the context for analyzing patrol's staffing needs and estimating workload activity, including the identification of community-generated calls for service, as well as Deputy-initiated activity. This summary description of patrol services in Laguna Hills is organized as follows:

• Patrol unit scheduled deployment

• Patrol deputy availability

• Total calls for service

• Calls for service by priority

• Calls for service response and handling time

• Deputy initiated activity and handling time

The first section provides the current patrol unit deployment, showing by time of day the number of patrol units scheduled.

(1)   Laguna Hills' Patrol Schedule and Deputy Availability.

Patrol Sergeants and Deputies serving Laguna Hills work a combination of 12.5 hour and 8.5 hour shifts, which includes a 30 minute unpaid meal break. During the two week pay cycle, they work 83.5 hours – one week they will work three 12.5 hour shifts (37.5 hours) and the other week they will work four days – three shifts of 12.5 work hours and one 8.5 hour shift (46 hours). As of January 2014, the total authorized regular street Patrol staffing is four Sergeants (two Sergeants are paid for by and shared with Aliso Viejo) and 12 Deputies. Patrol Sergeants and Deputies are assigned the following work schedule:

• Shift 1 hours are 5:30 a.m. to 6:00 p.m. – two Sergeants, four Deputies

• Shift 2 hours are 9:30 a.m. to 10:00 p.m. – two Deputies

• Shift 3 hours are 3:30 p.m. to 4:00 a.m. – two Deputies

• Shift 4 hours are 6:00 p.m. to 6:30 a.m. – two Sergeants, four Deputies

Shifts 1 and 4 have a 30 minute overlap to allow for a short briefing for the on-coming shift. The patrol work schedule reflects a "team concept" where Patrol personnel work with the same people on their shift every day.

During the busy hours Patrol Deputies can be supplemented with Deputies assigned to the Traffic Unit and Special Enforcement Team (SET) during their work hours; however, in 2013 the Traffic Unit only was staffed with two Deputies most of the year. The work hours for these units are:

- **Traffic Unit:** the three Deputies have individual work schedules: Mon-Thurs 6:30 a.m. to 5:00 p.m., Mon-Thurs 9:30 a.m. to 10:00 p.m., and Tues-Fri 6:30 a.m. to 5:00 p.m.

- **Special Enforcement Team (SET):** 2 Deputies work 3:00 p.m. to 3:00 a.m. Thursday through Saturday and every other Wednesday

Patrol Sergeants working 12 hour shifts provides the maximum amount of coverage 24/7, however, there are still 16 hours during the week without Sergeant straight time coverage that must be staffed with overtime. Additionally, because there is no overlapping supervision coverage, anytime a Sergeant is not working, he or she must be replaced with overtime to provide supervision for the shift.

The following table lists the authorized number of sworn staff assigned to Patrol to show a graphical depiction of Patrol Deputy staffing over an average 24 hour day. The table below shows the average authorized staffing level for the 12 Laguna Hills Patrol Deputies. Patrol Sergeants in Laguna Hills also respond to calls for service, however, they are not included in this table as their primary role is supervision and they also divide their time between Laguna Hills, Aliso Viejo and Laguna Woods:

Authorized Patrol Deputy Staffing

Hour	Shift 1 0530-1800	Shift 2 0930-2200	Shift 3 1330-2200	Shift 4 2200-0800	Average Staffing
0000			0.9	2.0	2.9
0100			0.9	2.0	2.9
0200			0.9	2.0	2.9
0300			0.9	2.0	2.9
0400				2.0	2.0
0500	1.0			2.0	3.0
0600	2.0			1.0	3.0
0700	2.0				2.0
0800	2.0				2.0
0900	2.0	0.5			2.5
1000	2.0	0.9			2.9
1100	2.0	0.9			2.9
1200	2.0	0.9			2.9
1300	2.0	0.9			2.9
1400	1.7	1.0			2.7
1500	1.7	1.0	0.5		3.2
1600	1.7	1.0	0.9		3.6
1700	1.7	1.0	0.9		3.6
1800		0.9	0.9	1.7	3.6
1900		0.9	0.9	1.7	3.6
2000		0.9	1.0	1.7	3.6
2100		0.9	1.0	1.7	3.6
2200			1.0	2.0	3.0
2300			1.0	2.0	3.0

The above table depicts the authorized number of Patrol staff when all personnel assigned to the shift actually work their shift. This equals a total of approximately 72 hours per day of patrol staffing. A supervisor will call in someone to work overtime when the staffing level falls below two Deputies.

The project team also calculated the sworn staffing level for all uniform personnel who are assigned to work streets, which includes the Motor Unit and the Special Enforcement Team. The table on the following page shows the authorized staffing level including these units:

Authorized Sworn Staffing Level by Day of Week – All Uniform Units
(P = Patrol; T = Traffic; S = SET; Dy = Total for the Day)

Hr	Sunday P	T	S	Dy	Monday P	T	S	Dy	Tuesday P	T	S	Dy	Wednesday P	T	S	Dy	Thursday P	T	S	Dy	Friday P	T	S	Dy	Saturday P	T	S	Dy
0000	2.9		1.0	3.9	2.9			2.9	2.9			2.9	2.9			2.9	2.9		1.0	3.9	2.9		2.0	4.9	2.9		2.0	4.9
0100	2.9		1.0	3.9	2.9			2.9	2.9			2.9	2.9			2.9	2.9		1.0	3.9	2.9		2.0	4.9	2.9		2.0	4.9
0200	2.9		1.0	3.9	2.9			2.9	2.9			2.9	2.9			2.9	2.9		1.0	3.9	2.9		2.0	4.9	2.9		2.0	4.9
0300	2.9		0.5	3.4	2.9			2.9	2.9			2.9	2.9			2.9	2.9		0.5	3.4	2.9		1.0	3.9	2.9		1.0	3.9
0400	2.0			2.0	2.0			2.0	2.0			2.0	2.0			2.0	2.0			2.0	2.0			2.0	2.0			2.0
0500	3.0			3.0	3.0			3.0	3.0			3.0	3.0			3.0	3.0			3.0	3.0			3.0	3.0			3.0
0600	3.0			3.0	3.0	0.5		3.5	3.0	1.0		4.0	3.0	1.0		4.0	3.0	1.0		4.0	3.0	0.5		3.5	3.0			3.0
0700	2.0			2.0	2.0	1.0		3.0	2.0	2.0		4.0	2.0	2.0		4.0	2.0	2.0		4.0	2.0	1.0		3.0	2.0			2.0
0800	2.0			2.0	2.0	1.0		3.0	2.0	2.0		4.0	2.0	2.0		4.0	2.0	2.0		4.0	2.0	1.0		3.0	2.0			2.0
0900	2.5			2.5	2.5	1.5		4.0	2.5	2.5		5.0	2.5	2.5		5.0	2.5	2.5		5.0	2.5	1.0		3.5	2.5			2.5
1000	2.9			2.9	2.9	2.0		4.9	2.9	3.0		5.9	2.9	3.0		5.9	2.9	3.0		5.9	2.9	1.0		3.9	2.9			2.9
1100	2.9			2.9	2.9	2.0		4.9	2.9	3.0		5.9	2.9	3.0		5.9	2.9	3.0		5.9	2.9	1.0		3.9	2.9			2.9
1200	2.9			2.9	2.9	2.0		4.9	2.9	3.0		5.9	2.9	3.0		5.9	2.9	3.0		5.9	2.9	1.0		3.9	2.9			2.9
1300	2.9			2.9	2.9	2.0		4.9	2.9	3.0		5.9	2.9	3.0		5.9	2.9	3.0		5.9	2.9	1.0		3.9	2.9			2.9
1400	2.7			2.7	2.7	2.0		4.7	2.7	3.0		5.7	2.7	3.0		5.7	2.7	3.0		5.7	2.7	1.0		3.7	2.7			2.7
1500	3.2			3.2	3.2	2.0		5.2	3.2	3.0		6.2	3.2	3.0	1.0	7.2	3.2	3.0	2.0	8.2	3.2	1.0	2.0	6.2	3.2		2.0	5.2
1600	3.6			3.6	3.6	2.0		5.6	3.6	3.0		6.6	3.6	3.0	1.0	7.6	3.6	3.0	2.0	8.6	3.6	1.0	2.0	6.6	3.6		2.0	5.6
1700	3.6			3.6	3.6	1.0		4.6	3.6	1.0		4.6	3.6	1.0	1.0	5.6	3.6	1.0	2.0	6.6	3.6		2.0	5.6	3.6		2.0	5.6
1800	3.6			3.6	3.6	1.0		4.6	3.6	1.0		4.6	3.6	1.0	1.0	5.6	3.6	1.0	2.0	6.6	3.6		2.0	5.6	3.6		2.0	5.6
1900	3.6			3.6	3.6	1.0		4.6	3.6	1.0		4.6	3.6	1.0	1.0	5.6	3.6	1.0	2.0	6.6	3.6		2.0	5.6	3.6		2.0	5.6
2000	3.6			3.6	3.6			3.6	3.6			3.6	3.6		1.0	4.6	3.6		2.0	5.6	3.6		2.0	5.6	3.6		2.0	5.6
2100	3.6			3.6	3.6			3.6	3.6			3.6	3.6		1.0	4.6	3.6		2.0	5.6	3.6		2.0	5.6	3.6		2.0	5.6
2200	3.0			3.0	3.0			3.0	3.0			3.0	3.0		1.0	4.0	3.0		2.0	5.0	3.0		2.0	5.0	3.0		2.0	5.0
2300	3.0			3.0	3.0			3.0	3.0			3.0	3.0		1.0	4.0	3.0		2.0	5.0	3.0		2.0	5.0	3.0		1.5	4.5
Avg.				3.1				3.9				4.3				4.7				5.2				4.5				4.0

(2)   Leave Hours for Patrol Division Staff and Patrol's Actual Staffing Level.

An employee is scheduled to work 2,171 hours in a year – this includes 2,080 paid hours and 91 unpaid hours (a 30 minute meal break each shift). The total number of hours actually worked on their patrol shift is reduced by leave hours used, in-service training and other assigned tasks. The project team used personnel leave data obtained from the OCSD to determine the number of leave hours for patrol personnel for the July 2012 – June 2013 time period. Deputies used an average of 273 hours (annual leave, admin. leave, comp. time off, etc.) which is below the 300 hour average leave usage range the project team commonly sees in other law enforcement studies throughout the United States. Additionally, OCSD staff report that there were three Laguna Hills Deputies that in 2013, due to injuries, used significant number of leave hours which skewed the leave hour average higher than a normal year.

Deputies perform a variety of administrative tasks during their work shifts – such as attending the shift briefing, vehicle maintenance, meal breaks and meetings during the shift. The project team used an average of 120 minutes per shift (30 minute unpaid meal break and 90 minutes for other tasks) as administrative time each shift. Although the Deputies are on duty and in uniform (and able to respond to calls if needed) they are not out in the field performing street patrol functions during these hours.

Deputies also work "backfill overtime" to replace other deputies or to fill in for deputies who are off sick, on vacation, etc. The number of hours obtained from OCSD administrative staff for June 2012 June 2013 is approximately 160 hours per Deputy. The backfill overtime hours serve to meet minimum staffing levels and increase the number of Deputy hours in the field.

The following table summarizes the estimated availability of a Deputy after deducting leave hours, training hours and also showing an estimate of the hours spent on administrative tasks during their shift:

Deputy Leave and Training Hours	Work Hours and Percentages
Total Annual Scheduled Work Hours	**2,171**
Average Leave Usage	273
Average Training Hours (on duty)	72
Total Unavailable Hours	**345**
Net Work Hours	**1,826**
Percent Annual Availability	**84.1%**
Administrative Time (120 min. x 152 shifts)	292
Net Available Work Hours	**1,534**
Percent Annual Availability – Straight Time Hours	**70.7%**
Backfill OT Hours (Average)	**169**
Total Work Hours	**1,995**
Percent Annual Availability – with Overtime	**91.9%**

The following points summarize the data above:

• Patrol Deputies averaged 273 hours of leave usage annually for 2012/2013. This includes time off for annual leave, administrative leave, compensatory time off, sick leave, etc.

• Patrol Deputies attended approximately 72 hours of on duty training in 2013.

• This equals to a total of 1,826 hours, or approximately 84% of the time that a patrol deputy is present at work and working a patrol shift.

• During a work shift, Deputies attend briefing, take meal breaks, attend court, gas and check their vehicle, and so on. These tasks are defined as "administrative time", and take an estimated 120 (90 minutes per shift plus 30 minutes unpaid meal break). Note that a Patrol Deputy is almost always available to respond to emergency calls for service while performing these administrative tasks.

• Deputies also work backfill overtime to provide sufficient staffing when other Deputies are off on leave or away at training. Deputies worked an average of 169 hours of backfill overtime for the year.

In total, a Laguna Hills Patrol Deputy is available to provide patrol services for approximately 1,826 hours annually, or 84% of his/her work hours. However, the total

increases to 1,995 hours or 91.9% of normal work hours when backfill overtime is included – this figure is the actual staffing level working the streets in Laguna Hills[6]. The following table shows the actual number of personnel that worked a shift on patrol based on this average[7]:

Actual Patrol Staffing – Including Patrol Backfill OT Hours

Hour	Shift 1 0530-1800	Shift 2 0930-2200	Shift 3 1330-2200	Shift 4 2200-0800	Average Staffing
0000			0.9	1.8	2.7
0100			0.9	1.8	2.7
0200			0.9	1.8	2.7
0300			0.9	1.8	2.7
0400				1.8	1.8
0500	0.9			1.8	2.8
0600	1.8			0.9	2.8
0700	1.8				1.8
0800	1.8				1.8
0900	1.8	0.5			2.3
1000	1.8	0.9			2.7
1100	1.8	0.9			2.7
1200	1.8	0.9			2.7
1300	1.8	0.9			2.7
1400	1.6	0.9			2.5
1500	1.6	0.9	0.5		3.0
1600	1.6	0.9	0.9		3.3
1700	1.6	0.9	0.9		3.3
1800		0.9	0.9	1.6	3.3
1900		0.9	0.9	1.6	3.3
2000		0.9	0.9	1.6	3.3
2100		0.9	0.9	1.6	3.3
2200			0.9	1.8	2.8
2300			0.9	1.8	2.8

The above table depicts the 12 Patrol Deputies that actually worked an assigned shift in 2013 when backfill overtime is included – this level equals an average of 2.7 personnel on duty each hour and a total of approximately 66 hours per day of patrol

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[6] There was a total of 8,022 overtime hours paid to Laguna Hills Deputies reported in the 7/1/12 – 6/30/13 payroll records, an estimated 40% was for backfill overtime; divided by 19 Deputies assigned to Laguna Hills equals an average of 169 hours.
[7] The assumption used is that the overtime hours were spread evenly across all hours of the day.

staffing. This is the actual number of Deputies that staffed the Patrol shifts but are supplemented by the three Motor Deputies and the two SET Deputies that also primarily work field assignments.

**3.   COMMUNITY GENERATED WORKLOADS.**

A critical piece of data for the project team's analysis relates to the number of community generated calls for service (CFS) within the City. This excludes self-initiated activity such as traffic stops, as well as the calls where a CAD incident was created but that did not result in a unit's response (cancelled before a unit was dispatched). Data reflects a recent 12-month period from July 2012 through June 2013 (which will be referred to as "2013" in this report).

(1)   Calls for Service by Hour and Weekday

Laguna Hills Deputies, Sergeants, and CSO units responded to a total of 10,345 community generated calls for service. The first table in the following series organizes the number of community generated calls for service by hour and day of the week:

CFS by Hour and Weekday – All Units

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	TOTAL
0000	97	43	40	27	47	55	59	368
0100	85	25	24	25	34	47	45	285
0200	59	20	34	29	31	35	50	258
0300	39	21	24	21	16	18	40	179
0400	36	18	16	27	15	19	17	148
0500	12	20	22	13	24	17	19	127
0600	22	35	25	24	29	28	23	186
0700	26	29	31	39	30	39	39	233
0800	38	57	71	58	44	63	50	381
0900	65	71	44	78	50	68	64	440
1000	78	75	60	71	68	66	75	493
1100	73	92	78	75	71	68	79	536
1200	71	83	81	90	63	87	79	554
1300	78	100	63	77	80	97	72	567
1400	66	92	77	83	61	99	87	565
1500	82	101	90	93	91	95	99	651
1600	83	75	76	84	93	88	86	585
1700	67	79	94	92	77	89	73	571
1800	85	86	79	91	90	98	93	622
1900	76	71	89	92	91	101	82	602
2000	66	70	81	77	60	76	76	506
2100	63	71	68	67	56	84	81	490
2200	73	59	47	81	61	85	105	511
2300	60	67	72	48	61	81	98	487
Total	1,500	1,460	1,386	1,462	1,343	1,603	1,591	10,345
CFS/day	29	28	27	28	26	31	31	28
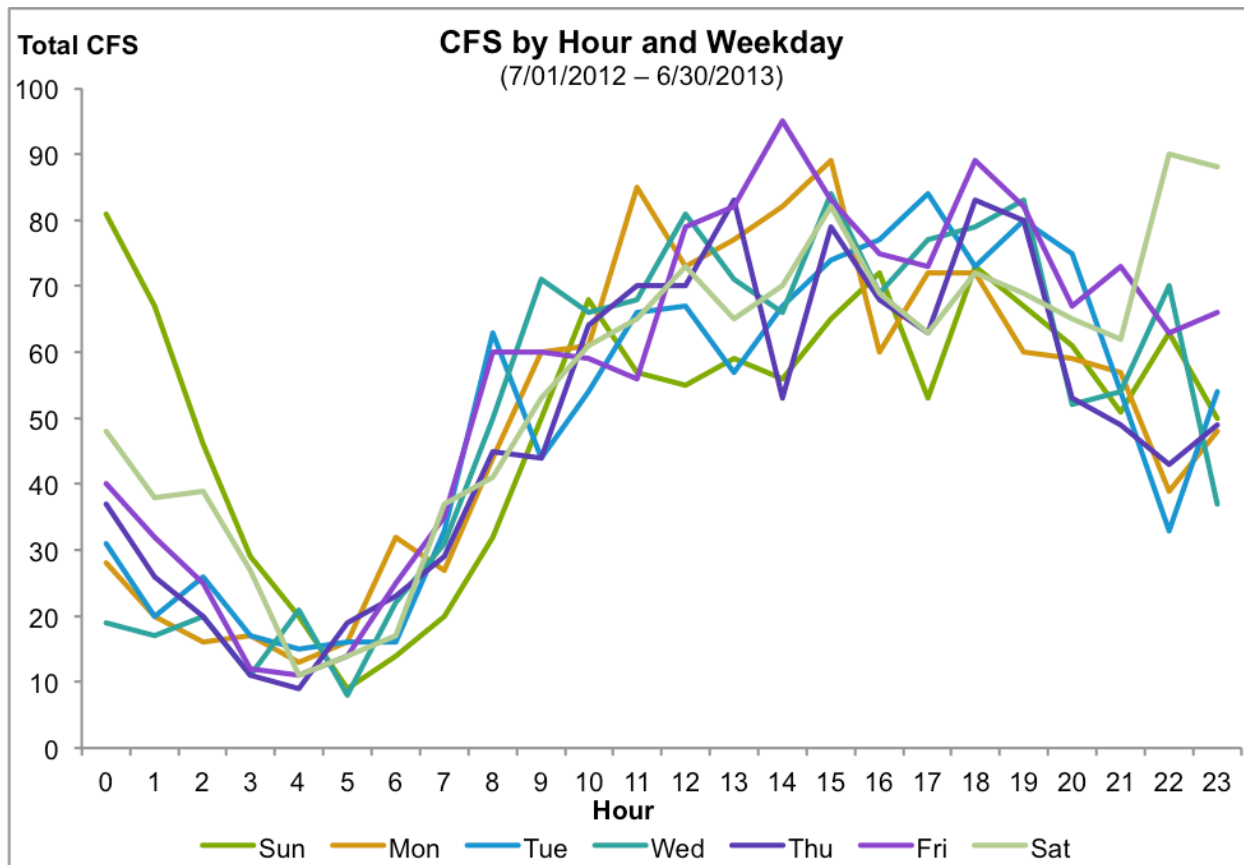
As shown in the table and graph, the average volume of calls for service at different points during the data is relatively similar for each day of the week.

• A key exception to this, however, is the spike in average CFS across weekend nighttime hours.

• Call volumes fall dramatically in the early morning hours after midnight on all days of the week.

Patterns in the calls for service generated throughout each hour and day of the week are consistent.

(2) Deputy Call for Service Workloads.

Deputies are the primary responding units to the vast majority of calls for service. Deputies handled 9,490 calls out of the 10,345 total CFS. The table on the following page shows the distribution of these calls for service:

CFS Handled by Sworn Staff

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	TOTAL
0000	95	43	40	27	47	54	59	365
0100	83	25	24	24	34	46	45	281
0200	58	20	34	29	31	35	50	257
0300	39	21	24	21	16	18	40	179
0400	36	18	16	27	15	19	17	148
0500	12	20	22	13	24	17	19	127
0600	22	35	24	24	29	28	23	185
0700	24	26	29	34	30	38	39	220
0800	35	44	49	47	43	60	49	327
0900	57	62	37	62	48	68	64	398
1000	67	59	51	63	68	66	74	448
1100	66	76	59	61	71	68	78	479
1200	63	63	63	74	63	85	78	489
1300	69	77	53	60	79	95	69	502
1400	62	78	64	66	53	78	72	473
1500	72	84	80	72	76	75	85	544
1600	81	70	74	74	72	73	77	521
1700	66	77	94	66	64	71	65	503
1800	82	84	79	85	78	83	83	574
1900	76	70	88	76	86	91	73	560
2000	65	68	80	69	55	68	71	476
2100	63	71	68	64	51	74	74	465
2200	73	59	47	75	58	77	102	491
2300	60	67	72	47	59	76	97	478
Total	1,426	1,317	1,271	1,260	1,250	1,463	1,503	9,490
CFS/Day	27	25	24	24	24	28	29	26

The calls handled by Deputies represents over 92% of the community-generated call activity.

The following table displays the most common types of calls, using a minimum of 75 calls, as well as the proportion of the total number of calls for service:

Most Common Calls for Service Handled by Deputies

Category	Code	Total	%
Burglary Alarm (Audible)	459A	1,343	14.2%
Disturbance	415	939	9.9%
Suspicious Person/Circs	925	820	8.6%
Disturbance (Music or Party)	415E	482	5.1%
Assist Outside Agency	AOA	417	4.4%
Welfare Check	WLFR	355	3.7%
Citizen Assist	ASST	339	3.6%
Burglary Report	459R	270	2.8%
Petty Theft Report	488R	249	2.6%
Keep the Peace	919	230	2.4%
911 Hang-up	927H	228	2.4%
Suspicious Person In Vehicle	925C	226	2.4%
Traffic Accident (Non-Injury)	902T	213	2.2%
Traffic Hazard	909T	193	2.0%
Information Report	INFO	175	1.8%
Vandalism Report	594R	145	1.5%
Drunk Driving	502	134	1.4%
Follow-Up Report	FWUP	110	1.2%
Petty Theft	488	96	1.0%
Robbery Alarm (Silent)	211S	93	1.0%
Illegal Parked Vehicle	586	89	0.9%
Reckless Driving	505A	87	0.9%
Stolen Vehicle	503	83	0.9%
ID Theft	530.5	79	0.8%
Grand Theft Report	487R	78	0.8%
All Other		2,017	21.3%
Total		**9,490**	**100.0%**

The most frequent calls for service account for over 78% of the total number and the two most frequent calls, burglar alarm, and disturbance calls are over 25% of the calls for service total. The "All Other" category includes suspicious circumstances, suspicious vehicles, and other types of crime reports.

The OCSD provides field responses to calls for service with both Deputies and civilian Community Service Officers, described in the next section.

(3)   Community Service Officer (CSO) Call for Service Workload.

In addition to Deputies in the field Laguna Hills also employs two Community Service Officers that respond to low risk calls for service. CSOs were the primary responding unit to 693 community-generated calls for service in the past year, including some calls in other cities. This represents approximately 8.0% of all incidents handled by Laguna Hills Deputies and CSOs. It includes 125 calls responded to in other adjacent cities. The most frequent calls for service handled by CSOs are traffic accidents, traffic hazards, abandoned vehicles and assisting Deputies in the field.

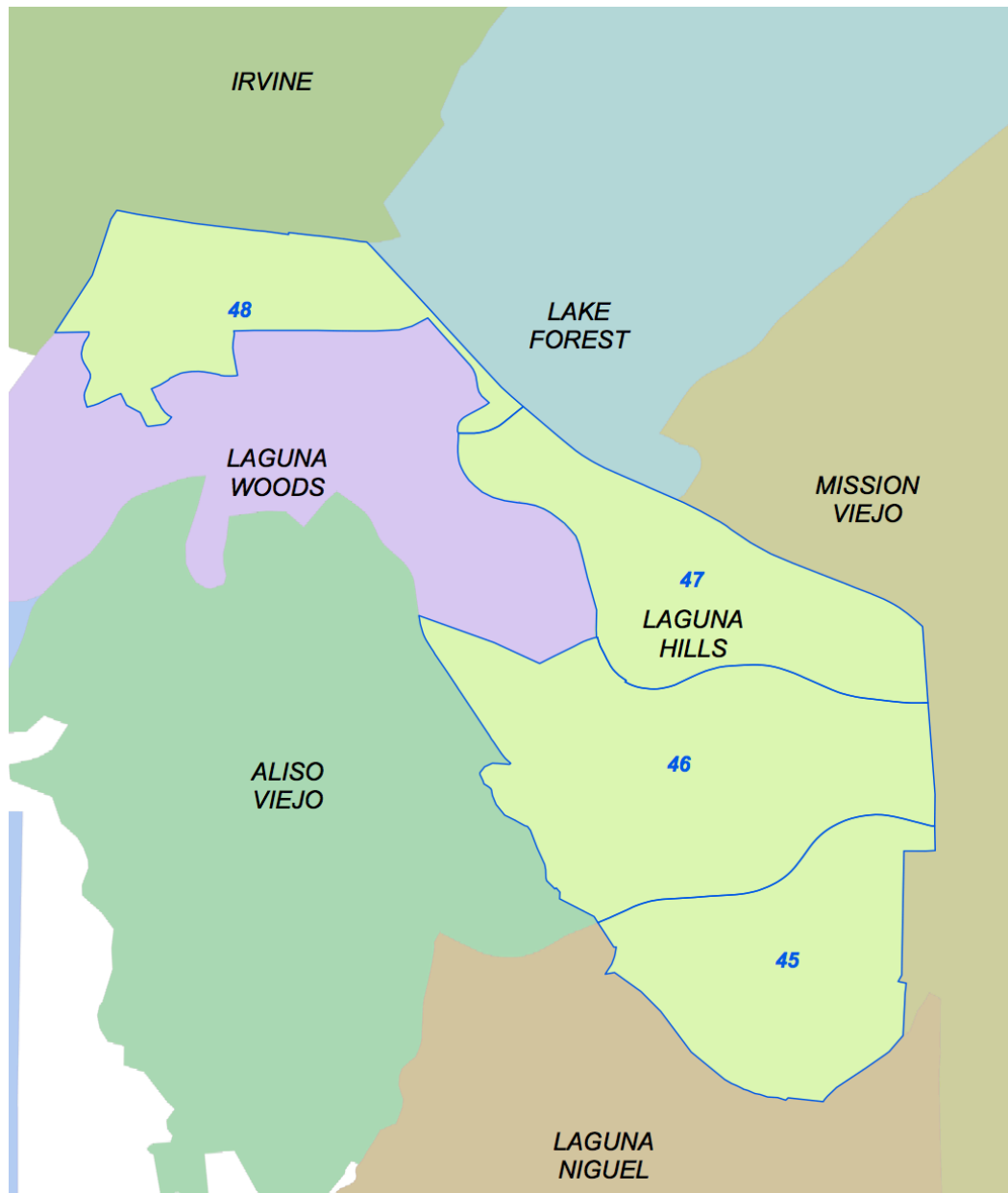The following table displays the calls by hour and weekday:

CFS Handled by Community Service Officers

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	TOTAL
0000	2	0	0	0	0	1	0	**3**
0100	2	0	0	1	0	1	0	**4**
0200	1	0	0	0	0	0	0	**1**
0300	0	0	0	0	0	0	0	**0**
0400	0	0	0	0	0	0	0	**0**
0500	0	0	0	0	0	0	0	**0**
0600	0	0	1	0	0	0	0	**1**
0700	2	3	2	5	0	1	0	**13**
0800	3	13	22	11	1	3	1	**54**
0900	8	9	7	16	2	0	0	**42**
1000	11	16	9	8	0	0	1	**45**
1100	7	16	19	14	0	0	1	**57**
1200	8	20	18	16	0	2	1	**65**
1300	9	23	10	17	1	2	3	**65**
1400	4	14	13	17	8	21	15	**92**
1500	10	17	10	21	15	20	14	**107**
1600	2	5	2	10	21	15	9	**64**
1700	1	2	0	26	13	18	8	**68**
1800	3	2	0	6	12	15	10	**48**
1900	0	1	1	16	5	10	9	**42**
2000	1	2	1	8	5	8	5	**30**
2100	0	0	0	3	5	10	7	**25**
2200	0	0	0	6	3	8	3	**20**
2300	0	0	0	1	2	5	1	**9**
Total	74	143	115	202	93	140	88	855

CSOs do not work the entire day and most calls are handled on weekdays – the busiest hours of activity were between 11:00 a.m. and 6:00 p.m., averaging 61 calls hourly during this time period. The above data reflects the number of calls for service where CSO units were the primary responding/handling unit, CSOs also frequently respond to assist Deputies on calls for service where they play a supportive or back-up role on the call or incident.

(4)   Calls for Service by Hour and Patrol Area

The OCSD divides the area of Laguna Hills into four patrol areas, as shown in the following map:

Virtually all of the 10,345 calls for service fall within four geographic patrol areas – 45, 46, 47 and 48.

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The following table displays this data by hour of the day, with each column representing a patrol area or a call outside of Laguna Hills:

Laguna Hills CFS by Hour and Patrol Area – All Units

Hour	45	46	47	48	Unknown	Outside of LH	Total
0000	54	55	73	98	1	83	364
0100	37	46	45	89	0	64	281
0200	35	40	44	73	0	64	256
0300	30	26	23	45	0	50	174
0400	13	27	23	37	0	41	141
0500	11	27	22	36	0	35	131
0600	35	41	19	52	1	40	188
0700	28	49	45	78	1	30	231
0800	63	73	63	120	1	73	393
0900	72	91	77	118	3	81	442
1000	96	110	52	146	4	81	489
1100	84	104	94	164	3	88	537
1200	88	115	96	170	1	89	559
1300	76	112	84	182	4	109	567
1400	78	111	90	187	1	101	568
1500	93	135	102	202	7	113	652
1600	68	111	100	184	3	119	585
1700	71	111	92	188	1	98	561
1800	78	124	118	206	2	95	623
1900	72	147	105	188	1	89	602
2000	65	121	82	157	4	78	507
2100	63	95	87	153	0	91	489
2200	64	101	93	137	1	111	507
2300	61	94	75	160	1	107	498
Total	1,435	2,066	1,704	3,170	40	1,930	10,345
%	13.9%	20.0%	16.5%	30.6%	0.4%	18.7%	100.0%

CFS by Hour and Patrol Area
(7/01/2012 – 6/30/2013)

Total CFS
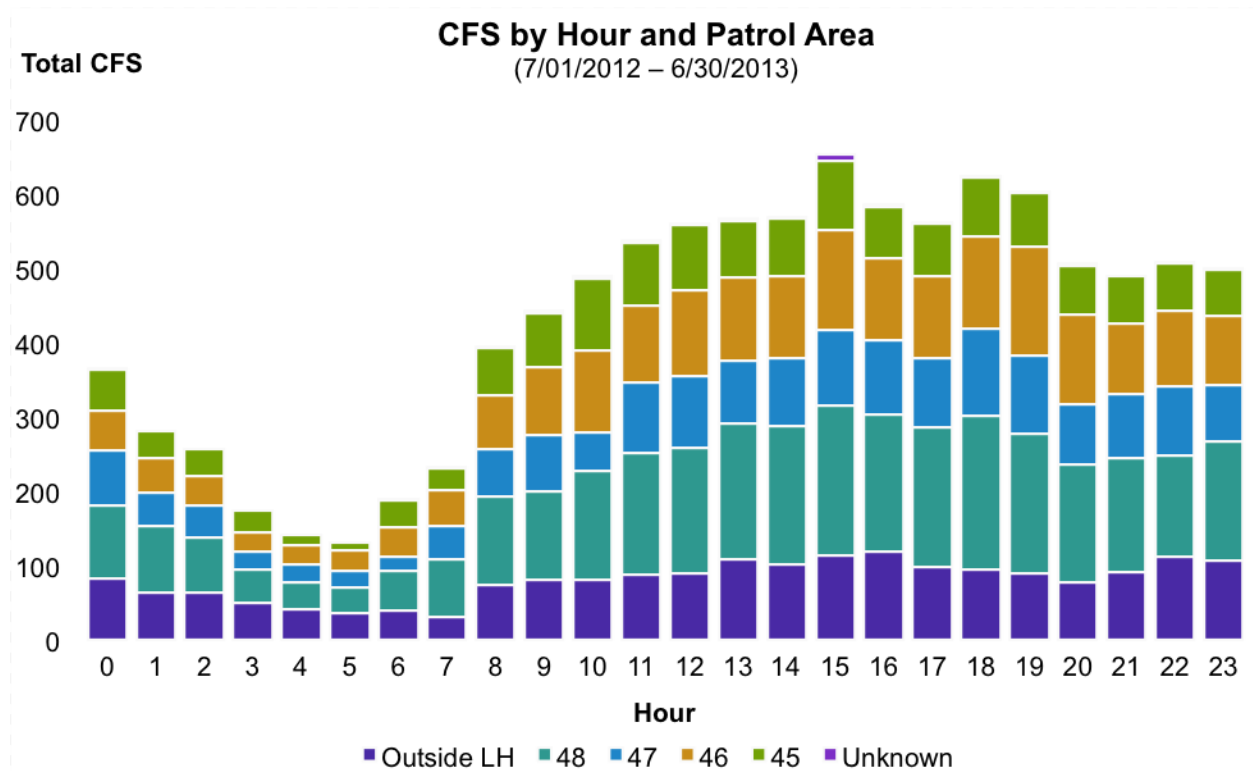
The average number of CFS occurring in the City during the first six hours (midnight to 6:00 a.m.) is approximately 169; while an average of around 495 calls are generated per hour over the last twelve hours (noon to midnight) – about three times the level of activity. This is a consistent pattern seen by the project team in other law enforcement studies.

(5)   OCSD's Regional Policing Resulted in a Comparable Number of Responses by Laguna Hills Deputies to Nearby Cities and by Non-Laguna Hills Deputies into Laguna Hills.

As mentioned earlier in this report the Sheriff's Department provides law enforcement services by contract to Laguna Hills and also to five of the six communities that share a border with Laguna Hills: Aliso Viejo, Laguna Niguel, Laguna Woods, Lake Forest and Mission Viejo; the sixth community, Irvine, has its own police department. Because Laguna Hills is adjacent to these communities and they also contract with the

OCSD for police services, it has allowed the OCSD to develop a regional approach to providing services to each community. This regional concept reduces the costs of the contract police services for Laguna Hills, and also the other communities, by reducing the overall number of staff paid for by each community. The clearest Patrol Services example of this in Laguna Hills is that four Sergeants supervise all of the Deputies that work in three Cities – Laguna Hills, Aliso Viejo and Laguna Woods – and the cost for all of the Sergeants is shared by each community rather than each community separately paying for four Sergeants (which is the minimum number needed to provide 24/7 supervisory coverage). Additionally, Deputies assigned to each City also respond to calls for service outside of their assigned City to provide assistance as needed.

The CAD data provided to the project team contains the number of incidents and the number of responses made by a Laguna Hills Deputy outside of Laguna Hills. The following tables show first the number of incidents in the various cities that the Deputies responded to, and secondly, the total number of responses made by Laguna Hills Deputies to these incidents (note that this figure includes only those calls out of a total of 1,930 for which all of the data is available).

Number of Incidents Outside of Laguna Hills (Deputies Only)

City	Priority 1	Priority 2	Priority 3	Priority 4	Total
Laguna Woods	49	426	344	3	822
Aliso Viejo	30	300	222	1	553
Laguna Niguel	26	115	67	1	209
Mission Viejo	2	40	33	0	75
Lake Forest	8	29	24	0	61
Irvine	0	1	7	0	8
All Other	3	4	15	0	22
Total	**118**	**915**	**712**	**5**	**1,750**

In some cases more than one Deputy responded to the same incident. The following table shows the total number of individual responses to the above incidents:

Number of Responses Outside of Laguna Hills

City	Priority 1	Priority 2	Priority 3	Priority 4	Total
Laguna Woods	72	592	431	4	**1,099**
Aliso Viejo	48	378	274	1	**701**
Laguna Niguel	38	142	85	1	**266**
Mission Viejo	5	54	36	0	**95**
Lake Forest	14	40	29	0	**83**
Irvine	0	1	10	0	**11**
All Other	9	4	19	0	**32**
Total	**186**	**1,211**	**884**	**6**	**2,287**

In many of these incidents the Laguna Hills Deputy was providing back-up assistance to the Deputy from the other City.

Laguna Hills also received assistance from Deputies working in other OCSD contract cities to an incident in Laguna Hills – in 2013 there was a total of 2,086 calls for service that at least one non-Laguna Hills Deputy responded to in Laguna Hills. There was an additional 841 back-up responses to these incidents for a total of 2,927 responses into Laguna Hills by non-Laguna Hills Patrol Deputies. The number of incidents and the City providing the assistance are shown in the following two tables:

Laguna Hills Incidents Receiving Assistance from Outside Deputies

City	Priority 1	Priority 2	Priority 3	Priority 4	Total
Aliso Viejo	60	376	507	15	958
Laguna Woods	27	192	219	3	441
Mission Viejo	7	21	162	1	191
OC Unincorporated	4	45	133	4	186
Laguna Niguel	11	46	96	5	158
Lake Forest	9	32	83		124
All Others	1	5	19	3	28
Total	**119**	**717**	**1,219**	**31**	**2,086**

In some cases more than one Deputy responded to the same incident. The following table shows the total number of individual responses to the above incidents:

Number of Responses from Non-Laguna Hills Deputies to Incidents in Laguna Hills

City	Priority 1	Priority 2	Priority 3	Priority 4	Total
Aliso Viejo	113	536	664	18	**1,331**
Laguna Woods	38	228	249	5	**520**
Mission Viejo	24	40	229	1	**294**
OC Unincorporated	21	67	174	6	**268**
Laguna Niguel	21	71	156	9	**257**
Lake Forest	30	61	132		**223**
All Others	2	5	23	4	**34**
Total	**249**	**1,008**	**1,627**	**43**	**2,927**

In many of these incidents the Deputy from the outside city was providing back-up assistance to the Laguna Hills Deputy.

Overall, OCSD's regional policing approach resulted in a fairly balanced outcome as Laguna Hills Deputies made 2,287 responses in 2013 to assist Deputies in other communities and Deputies from other communities made 2,927 responses into Laguna Hills resulting in Laguna Hills receiving more workload assistance from Deputies assigned to neighboring communities than it provides. However, the number of responses between some individual cities is not as well balanced. Laguna Hills Deputies made 1,099 responses into Laguna Woods, compared to 520 responses made by Laguna Woods Deputies into Laguna Hills – a disparity of 579 responses. Aliso Viejo Deputies also made 257 more responses into Laguna Hills than were provided. It is important for the OCSD to regularly provide this type of information to Laguna Hills so City officials have a clear understanding of their regional policing concept. It is also important as a management tool for Laguna Hills in managing their

contract with OCSD to ensure Laguna Hills is not subsidizing law enforcement services

in Laguna Woods.

Recommendations:

The OCSD should quarterly or semi-annually provide Laguna Hills with data showing the number of calls for service responded to by Laguna Hills Deputies outside of Laguna Hills and the number responses by Deputies to the calls; and correspondingly, the number of calls for service and responses by Deputies from other cities into Laguna Hills.

Based on these data if there are persistent imbalances in responses Laguna Hills should discuss response control or cost sharing for these workloads. For example, there may be little or no justification for responding to low Priority 3 or 4 calls for service in neighboring communities.

(6)   Calls for Service by Hour and Priority Level.

Community-generated calls for service are assigned a priority level based on the

type of incident type that is being reported. This data is logged in the CAD system and

allows analysis of the Department's response to emergency, urgent, and low priority

incidents. OCSD categorizes their CFS into the following priority types:

• **Priority 1:** A felony currently in progress, violent crime emergencies, officers requesting immediate help, and accidents involving major injuries.

• **Priority 2:** A property crime that is either in progress or has just occurred recently, as well as most types of suspicious activity and disturbances.

• **Priority 3:** Various types of calls that are important, but not life threatening.

• **Priority 4**: Non-emergency crime reports, as well as lost property, and abandoned or illegally parked vehicles.

The following table and the corresponding chart present the data detailing the

9,490 calls and their assigned priority level, organizing the information according to the

hour in which each call was dispatched:

CFS by Hour of Day and Priority Level (Deputy Only)

Hour	Priority 1	Priority 2	Priority 3	Priority 4	Total	%
0000	3	158	201	3	365	1.0
0100	12	131	132	6	281	0.8
0200	6	124	124	3	257	0.7
0300	6	99	73	1	179	0.5
0400	7	88	53		148	0.4
0500	7	76	43	1	127	0.3
0600	4	96	79	6	185	0.5
0700	6	112	94	8	220	0.6
0800	15	135	171	6	327	0.9
0900	10	152	220	16	398	1.1
1000	13	168	250	17	448	1.2
1100	17	212	241	9	479	1.3
1200	11	198	265	15	489	1.3
1300	13	211	265	13	502	1.4
1400	11	195	262	5	473	1.3
1500	13	227	303	1	544	1.5
1600	14	232	264	11	521	1.4
1700	19	225	254	5	503	1.4
1800	21	229	310	14	574	1.6
1900	12	255	285	8	560	1.5
2000	17	218	235	6	476	1.3
2100	11	217	233	4	465	1.3
2200	7	217	264	3	491	1.3
2300	12	195	266	5	478	1.3
Total	**267**	**4,170**	**4,887**	**166**	**9,490**	
%	**2.8%**	**43.9%**	**51.5%**	**1.7%**	**100.0%**	

The vast majority of calls fall within priority levels 2 and 3, representing a total of 92.7% of the community-generated workload. The breakdown in calls for service by priority is similar to other suburban communities evaluated by the project team.

(7)   Average Times for Response and Handling of Calls for Service in 2013.

The response to and handling of community generated calls for service is one of the primary tasks of any municipal police agency and one that frequently is the subject

of inquiry from city leaders and members of the community. The project team calculated

the average times using all of the calls for service reported to the OCSD in 2013.

The following table shows three individual time components and two overall time

components for a community generated call for service:

- Call processing time – begins when the call was received in Dispatch and ends when the Deputy is dispatched.

- Travel time – from the time the call was dispatched until the arrival of the first police unit.

- Call "response" time – the call process time + travel time. This is the time citizens are most often interested in – from the time they call 9-1-1 until a Deputy arrives at the scene of the reported incident.

- On scene time – from the time of arrival to the time the last unit cleared the call.

- Call handling time – sum of the average travel time and average on scene time.

The table below shows the number of Priority types of CFS and the average

processing and call handling times (in minutes) for the calls from July 1, 2012 to June

30, 2013:

Pri	CFS	Call Processing Time	Travel Time	Response Time	Time On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
1	267	2.3	4.5	**6.8**	47.9	52.4	233
2	4,170	5.1	8.4	**13.5**	21.4	29.8	2,071
3	4,887	9.5	12.3	**21.8**	24.7	37.0	3,014
4	166	13.1	21.7	**34.8**	13.5	35.2	97
Totals	9,490	7.8	10.6	**18.4**	23.7	**34.4**	5,415

As shown above, the average call processing time for all community generated

calls for service is 7.8 minutes, and the average travel time is 10.6 minutes. This equals

an average "response" time for the first OCSD unit to arrive at the scene of a call for

service of 18.4 minutes. The response time to the most serious calls for service, Priority

1, is significantly faster at 4.5 minutes travel time and an overall response time of 6.8

minutes – the travel time is a very good average response time to emergency calls as it is within the Laguna Hills travel time goal of five minutes for "code 3" emergency calls (a Priority 1 classification); it is also in the six to eight minute range, commonly seen by the project team in other law enforcement studies. However, the call processing time average of 2.3 minutes is higher than desirable for Priority 1 CFS and warrants further analysis by OCSD. A common reason for the CAD data to show a long call processing time on high priority calls is that a call will be verbally dispatched to a Deputy fairly quickly, but the "time stamp" on the CAD case shows a later time than the initial dispatch as more information is obtained over the phone, resulting in a call processing time that is higher than the actual call processing time.

The average "On Scene" time was just under 24 minutes for all calls. The overall average "Call Handling" time of approximately 34.4 minutes is within the average range of handling times for calls for service commonly seen by the project team. The total time required to handle community generated calls for service by sworn staff was 5,415 hours for the primary Deputy (the time required for back-up Deputies is shown later in this section).

The following table shows the percentage of calls for service responded to (travel time) within various time ranges:

Priority Type	Travel Time					CFS	CFS %
	0:00–4:59	5:00–6:59	7:00–9:59	Above 10:00	No Time Stamps		
1	161	39	22	19	26	267	2.8%
2	1,144	629	718	1,020	659	4,170	43.9%
3	1,275	567	740	1,917	388	4,887	51.5%
4	33	5	16	98	14	166	1.7%
Total	2,613	1,240	1,496	3,054	1,087	9,490	100%
% of CFS	27.5%	13.1%	15.8%	32.2%	11.4%	100.0%	

OCSD responded to over 40% of the calls in fewer than seven minutes of travel time and 37% of the calls resulted in a travel time of over ten minutes. The calls listed as "no time stamps" are the calls where neither a dispatch time nor arrival time was listed in the CAD record. The most common reason for this lack of data is a situation when a Deputy is dispatched to a call, but is cancelled while "in route" to the call – an "arrival" time stamp is appropriately not entered for his or her response. Additional reasons for missing time stamps in the CAD record include Deputy, Dispatcher, or equipment errors.

(8)   Deputy "Back-Up" Time, Reports Written and Bookings.

Deputies also respond as backup units to assist the primary officer on many calls for service. The project team was able to determine the number of backup responses from the CAD data, but the data did not provide the amount of time spent by the back-up Deputy on the incident. The project team has developed a methodology that calculates a backup Deputies' time on these incidents at 75% of the primary Deputies total handling time for the incident[8]. The following table shows the primary Deputy call handling time and the number of back-up Deputy responses to the calls and their call handling time:

	Responses	Call Handling Time (Travel + On Scene)	Call Handling Hours
Primary Unit	9,490	34.4	5,436
Backup Officers	6,201	25.8	2,664
Total Responses	**13,227**		**8,099**

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[8] This methodology is based on the project team's experience in hundreds of other law enforcement studies.

As shown above, there was a total of 6,201 responses by backup Deputies who assisted the primary Deputy at a call for service. In 2013, back-up Deputies spent a total of 2,664 hours assisting the primary Deputy at a call. Combined with the primary unit's handling time, Deputies spent a total of 8,099 hours handling community generated calls for service. The project team considers this figure the minimum number of hours Laguna Hills Deputies spent handling the "community demand" workload (i.e., calls for service). There is always some additional time not captured by CAD for the incidents when Deputies were dispatched to a call but were cancelled while in route.

Deputies wrote a total of 2,173 reports in 2013 and, using an average of 45 minutes per report written during the year, equal 1,630 hours of report writing time. Deputies also made 512 arrests and booked 388 of the arrestees into jail, requiring driving to the main jail in Santa Ana. Because of the distance and traffic delays in Orange County, the project team used an average processing time of 2.5 hours to complete a booking, equaling 970 hours of prisoner processing time.

These committed hours will be used to complete the staffing calculations later in this report.

(9)   Deputy Initiated Incidents.

In addition to responding to calls for service, Patrol Deputies engage in a number of officer-initiated, or self-initiated, activities during their work hours, such as vehicle stops, pedestrian stops, security checks, warrant service, etc. Deputies must also perform a variety of administrative tasks during their shift (e.g. investigative follow-up) some of which is captured by the CAD system.

There are two sources to obtain Deputy Initiated Activity – the CAD system and the Activity Logs completed by the Deputies. OCSD staff report that the CAD record will only have a portion of the self-initiated incidents as Deputies frequently do not obtain a CAD incident for many of their activities. They relayed to the project team that the primary source that should be used to obtain the number of Deputy initiated incidents is the Activity Log – this is a manual entry sheet completed by each Patrol Deputy for each shift. These logs are fairly comprehensive, reviewed by Sergeants and compiled by OCSD support personnel. The project team was provided with a summarized list of the Laguna Hills Deputies' Activity Logs for calendar year 2013. There are eight categories tracked that are "self-initiated" activities – they are listed in the table below along with the corresponding number and percentage:

Deputy Initiated Incidents – Activity Log Entries

Category	Total	%
Observation – DR; contact leading to arrest and/or report (DR)	280	5.0%
Observation – log entry only	2,587	45.9%
Interview – Person	37	0.7%
Interview – Vehicle (contact of persons in a vehicle)	2	0.0%
Traffic Cite – Mover	1,018	18.0%
Traffic Cite – Radar	160	2.8%
Traffic Cite – Parking	1,191	21.1%
Traffic Cite – Other	367	6.5%
Total	**5,642**	**100.0%**

The Activity Logs show what the Deputies did during their shift but the amount of time for each of these activities would have to be manually counted from all of the logs each day – which would be very time consuming and impractical to do.

The CAD record lists 1,892 self-initiated incidents (refer to Appendix D for detailed information) and the incidents had an average handling time of 40.9 minutes.

This time will be used to calculate an estimated number of hours that Deputies spend on self-initiated activities. The 1,892 self-initiated incidents resulted in 966 back-up responses by other Deputies – a backup rate of 51%. As with the backup responses to calls for service, the project team will also use the actual backup rate (51%) and 75% of the primary Deputies time to calculate the time spent by the backup Deputy.

	Responses	Call Handling Time (Travel + On Scene)	Call Handling Hours
Primary Unit	3,735	40.9	2,546
Backup Officers	1,907	30.7	975
Total Responses	**5,642**		**3,521**

As shown above Deputies spent a total of 3,521 hours on self-initiated activities.

4.   PATROL FIELD SERVICES PRINCIPLES AND BEST PRACTICES.

The orientation toward the provision of field patrol services in municipal law enforcement agencies has come full circle in the United States over the last 60 years. The historic law enforcement approach to field services involved a police officer who walked a particular beat or neighborhood. A traditional beat officer knew people in the area; he or she was in a position to recognize potential problems before they occurred as well as likely suspects for crimes committed on the officer's beat. As cities grew and metropolitan areas spread, marked patrol vehicles became the normal transportation mode to respond to calls for service. The police department's focus changed to one of responding quickly (i.e., in a patrol car) to all types of calls in a wider geographic area and, overall, fewer officers assigned to foot patrol duties. At the same time, society at large and city residents developed rising expectations for the services that would be provided by police officers (e.g., the passage of domestic violence laws in the late 1970's and 1980's). Over time, these factors resulted in a beat officer that had less local

neighborhood knowledge and less frequent contact with the residents in his or her service area, but who was subject to higher expectations among the general public.

Initiatives over the last four decades have attempted to once again provide more evident policing services to the community. This law enforcement focus throughout the country has been under the general umbrella of "community policing" – a return to providing a wide range of services identified by citizens, more frequent contact with a police officer, and more proactive law enforcement in neighborhoods and schools. There have been countless "community policing" initiatives throughout the country in recent years. The project team supports local community policing efforts, especially those that involve directed activities of patrol personnel when they have uncommitted time during their shift. These efforts should also involve the active participation of supervisors, managers, and other specialty units (e.g., School Resource Officers).

Over the course of several hundred police department studies, the Matrix Consulting Group has developed a list of key elements in the effective provision of field patrol services in a community, including the responsibility of officers to be proactive during their shifts (to identify and resolve problems) rather than just reactive handling of calls for service. These general policing elements are summarized over the next several pages:

Management Task	Comments
Reactive Patrol Requirements	• The primary mission of any law enforcement field patrol force. Responding to citizen requests (or calls) for service is the most critical element of successful patrol services. • As staffing allows, the department should have clearly defined areas of responsibility (beats or zones) assigned to officers. • The department should have clearly defined response policies in place; including prioritization of calls, response time targets for each priority, and supervisor on scene policies. • This reactive workload should not make up more than 50 - 60% of each officer's net available time per shift (on average). This includes time to write reports and to transport and book prisoners.
Proactive Patrol Requirements	• "Proactive time" is defined as all other activity not in response to a citizen-generated call; it occurs during the shift when officers are not handling calls and have completed other necessary tasks; it includes items such as traffic enforcement, directed patrol, bike and foot patrol. It is also sometimes referred to as "uncommitted" time, but this is somewhat of a misnomer, as it only means the time not committed to handling *community-generated calls for service*. Clearly, there are other tasks required of patrol officers. • The department should have clearly defined uses for "proactive time" – i.e. officers should know what they are expected to do with their time when not responding to calls for service. This may include targeted preventive patrol for general visibility, traffic enforcement, developing relationships with members of the community, or visiting schools or parks. • The proactive element of field patrol should make up between 40% and 50% of an officer's day (on average); it will be discussed in detail later in this report.
Problem Identification and Resolution	• Effective proactive patrol for municipal law enforcement requires the identification of problems and issues (e.g. effective crime analysis), the development of an action plan to address issues as they arise, implementation of the potential solution, and regular evaluations to determine if the approach successfully addressed the issue. • This approach should be used on criminal, traffic and other quality of life problems reported to the department or discovered by officers during the course of their patrol duties. • Officers have the primary role in accomplishing proactive tasks, field projects (e.g. Problem Oriented Policing), etc. • Formal and informal mechanisms for capturing and evaluating information should be used. Officers and supervisors should be primarily responsible for this, but managers must also have involvement and oversight.

Management Task	Comments
Management of Patrol Resources	• Patrol supervisors and managers must take an active role in management of their shift and patrol resources. This includes developing and utilizing management reports that accurately depict the activity, response times to calls for service and the variety of current issues and problems being handled by patrol units. • Resources must be geared to address actual workload and issues. This includes ensuring, as much as possible, that patrol staffing is matched to workload, that patrol beats or sectors are designed to provide an even distribution of workload. • This also includes matching resources to address issues in a proactive manner. This may include shifting beats to free staff to handle special assignments, assigning officers to targeted patrols, assigning traffic enforcement issues, etc. • Staffing should be related to providing effective field response to calls for service, provision of proactive activity and ensuring both officer safety and safety of members of the public. • Supervisors should be both an immediate resource to field officers (for advice, training, back-up, inter-personal skills) and field managers (managing call response) as well as required administrative functions.
Measurement of Success and Performance	• Data should be used to plan and manage work in Patrol and other fieldwork units. • Effective field patrol should be measured in multiple ways to ensure that the department is successful in handling multiple tasks or functions. • Examples of effective performance measurement include: response time, time on scene, number of calls handled by an officer, back-up rate and the traffic enforcement index (citations/warnings + DUI arrests divided by injury + fatality accidents), overall level of crime and clearance rate. • Managers and supervisors should track and review performance measures on a regular basis to know what level of service is being provided to the community and for use as one tool to ensure that services are effective and efficient.

The matrix above summarizes the basic elements of an effective patrol service in a community, providing both reactive field services (response to community-generated calls for service) and proactive work by field officers when they have time available. During these times of limited or decreasing budgetary resources, it becomes critically important for managers of the patrol function to make the best use of Deputies' time to provide effective policing and to meet expectations of the community. Many of these principles have been implemented and are basic practices of OCSD.

The following bullet points summarize the key elements identified above in the effective provision of field patrol services:

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

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

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

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

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

Patrol "proactivity" is a very important part of field operations in communities such as Laguna Hills, where the calls for service volume and the crime rate are relatively low, often allowing a significant amount of time that can be used for directed and deputy initiated activity. Planning and establishing patrol goals and specific pro-activity targets are important for effective management of a patrol operations force and to ensure that Patrol Deputies are being used to accomplish desired tasks to meet established goals. In Laguna Hills the expectations placed on the Police Department to

ensure a safe and orderly community are relatively high, and effectively managing pro-

active tasks of all field personnel is one significant method to demonstrate the

department is taking the necessary steps toward the goal of creating and/or maintaining

a safe community.

(1)   Factors to Consider in Establishing Patrol Staffing Levels.

The project team uses an analytical approach to determine the staffing level

required in a community such as Laguna Hills. The approach is characterized by

several key factors that provide the basis for objective evaluation of a police

department's patrol force:

- Staffing should be examined based on the ability of current staff to handle the calls for service generated by the community (and the related work such as report writing and processing arrestees), as well as providing sufficient time for proactive activities such as preventive patrol, traffic enforcement and addressing on-going issues/problems in a given neighborhood.

- Staffing is dependent on the time that deputies are actually available to perform the work required of the patrol function. In this evaluation, leave hours usage and time dedicated to administrative functions are examined.

- The number of Patrol staff deployed should be the result of policymakers (City Council and City Manager) selecting a level of policing that is desired by the community. Establishing a targeted average level of "proactive time", or uncommitted, time is an effective method to determine the policing level that will be provided and also gives guidance to the police chief.

- The project team's analysis does not include the utilization of ratios such as "officers per thousand" because it does not account for the unique characteristics of communities (e.g., demographics, workload, unique community needs, deployment, etc.). Although these ratios are interesting, they do not provide a comprehensive measure of staffing needs for a specific community, nor should policymakers use them as a basis to make decisions regarding patrol staffing. The project team's approach is supported by the International Association of Chiefs of Police (IACP) that view "officer per thousand" ratios as "totally inappropriate as a basis for staffing decisions"[9].

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

There are other significant factors for policymakers to consider when determining

staffing levels. These factors include, but are not limited to, the following:

• The type, severity, and volume of crime in a community.

• The ability of the police department to meet response time goals to calls for service and solve crime.

• The level of police department involvement in providing non-traditional police services such as neighborhood problem solving, graffiti removal, community meetings and events, and teaching/role modeling in the schools.

• The level of proactive efforts such as traffic safety and parking enforcement, narcotics enforcement, enforcement of vice crimes such as prostitution, and liquor laws.

• Providing for basic officer safety and risk management of a patrol force. In some police agencies, primarily smaller ones, the "proactive time" level may not be the primary measure to determine the minimum number of Patrol Officer positions needed – it may be driven by officer safety concerns and the need to provide reasonable community coverage 24/7).

The following summary is provided in order to illustrate the implications of various

"proactive time" levels:

• A "proactive time" level of 25% or less reflects a patrol staff that is essentially fully committed most of the time (except during the low CFS hours of the day); this is due to CAD system not capturing all work tasks or administrative duties that are performed by Deputies. At this high level of committed time, the average travel times to high priority community generated calls for service may be above eight or nine minutes and "on-scene" times may be below 30 minutes due to calls "stacking" and the need to respond to other incidents; this may not be enough time to conduct a thorough investigation of the incident or provide a high quality level of service. At this level, during most hours, Deputies will be responding to CFS and will not have time for any consistent proactive or project oriented activity – the blocks of time will be generally too short (less than 20 minutes) to allow for meaningful targeted patrol, working on beat projects or neighborhood issues.

• A 40% "proactive time" level is generally sufficient to provide blocks of time during most shifts when Deputies can conduct targeted patrol and identified beat projects to address community issues. Average travel times to high priority community-generated calls for service should commonly be less than six minutes

and "on-scene" times should commonly be above 30 minutes – sufficient to allow thorough investigations and sufficient time to provide a high quality level of service.

- A 50% or greater "proactive time" level will afford a patrol force on most workdays to have several hours during their shift to conduct targeted patrol, specific projects to address community issues, and other officer-initiated activities. Average travel times to high priority community-generated calls for service should commonly be less than five minutes and "on-scene" times should commonly be above 30 minutes – sufficient to allow thorough investigations and sufficient time to provide a high quality level of service.

- "Proactive time" levels above 50% may provide a challenge to supervisors to keep Deputies busy with meaningful work and engaged in the job. For communities that do have this high level of "proactive time" it is important to plan for productive work and measure the results.

Each community can choose an appropriate target level of "proactive time" desired for its patrol staff based on its unique needs, available funding and policing model desired. A 40 – 50% range for overall average "proactive time" level is a reasonable goal for a community that desires a patrol force that can provide a consistent level of proactive services to the community, such as Laguna Hills (recognizing that some hours will fall above or below this level). Policymakers should determine the policing level for their community and understand the impacts of higher and lower "proactive time" levels. Higher targeted "proactive time" levels will require more staff, but will also ensure that the police force is able to provide a higher level of service to the community through proactive policing, and will also allow Patrol Deputies to be more involved in issues in the neighborhoods in which they serve.

It is very important for patrol managers to plan the use of proactive time to accomplish identified needs. This requires that Deputies and Sergeants make good use of their available "proactive time" and have accountability measures in place for evaluation. Sergeants and Deputies on a given shift should be involved in determining

individual productivity goals, receive regular feedback from their supervisor, and measure accomplishment of those goals throughout the year as part of the department's performance evaluation and accountability system. With this system, supervisors should be provided regular (i.e., monthly) statistical reports showing individual officer's productivity, such as reports written, investigations conducted, arrests made, field contacts (e.g., vehicle and pedestrian stops), citations or warnings issued, foot patrol, issues addressed on their beat, community meetings attended, and the number of calls for service handled. This information can and should be part of the information used by the supervisor to evaluate an officer's overall performance for the month and year.

It is important to note that any evaluation of an officer's performance should not just be from quantitative statistical or productivity measures, but also must include "qualitative" measures. Personnel accountability is important but truly effective policing is achieved by developing "engaged" employees that have a positive attitude, build relationships with community members, project a positive image of the department and provide other "intangibles" to the community resulting from their motivation to serve.

Policymakers should use the above factors to determine appropriate staffing levels for all functions within the police department. The goal of a patrol staffing analysis is to ensure sufficient patrol resources on duty 24 hours a day, providing a high level of service to the community. The ability of the police department to achieve high levels of service depends on knowing and evaluating the community demand workload – the number of community-generated calls for service, reports, and bookings of arrested persons. These are the factors used by the project team to evaluate the number of

Patrol Deputies needed in a community to achieve a staffing level that will provide the

level of pro-activity desired by a community.

(2)   Data Used to Conduct Staffing Calculations.

The project team calculates "proactive time" in law enforcement agencies using a

mixture of known data combined with several assumptions. The table below provides a

brief description of the basis for this calculation for the City of Laguna Hills:

Reactive Factors in the Time Calculations	Summary
Calls for Service	Actual call data obtained from the CAD system allowed the project team to determine the number of community generated calls for service (reactive time of Patrol Deputies).
Call Handling Time	Generally, an average call handling time of approximately 30 minutes is needed to efficiently and effectively handle a community-generated call for service. The handling time includes an officer's travel time and on-scene time. A handling time higher than 40 minutes may indicate Patrol Deputies are not processing calls for service in a timely manner (not including report writing time); a handling time lower than 20 minutes indicates Patrol Deputies may not be providing an appropriate amount of attention to all calls for service.
Back-Up Frequency/ Number of Units per Call	An average of 1.4 – 1.6 patrol units responding to handle a community generated call for service.
Duration of Time On-Scene by Back-Up	An average of 75% (or less) of the primary/initial unit's handling time for back-up Deputies is not excessive and is used absent specific CAD data for back-up officers.
Number of Reports	This number is based on the number of community-generated calls for service. For most incidents requiring a report the officer will gather preliminary information while on-scene handling the call and spend additional time later in the shift, at the end of the shift or the next day. The project team's experience with other municipal law enforcement demonstrates that some type of report is written to document the incident on approximately 1/3 of the community-generated calls for service. For this project, the actual number of reports written by Deputies was used.
Time to Complete a Report	An average of 45 minutes is used to determine the time required for completing incident reports resulting from a call for service or self-initiated activity; this time is included as part of reactive workload time. The actual report writing time is not captured by the CAD system.
Number of Arrests	The actual number of arrests for 2013 was used.

Reactive Factors in the Time Calculations	Summary
Time to Complete an Arrest	An average of the actual time it takes for an officer to book an arrestee at the police department or the jail facility. This time is included as part of reactive workload time. The project team used an average of 2.5 hours per arrest in order to account for the additional travel and processing time required to book a prisoner into the jail.
Available Time of Deputies/Deputies on Duty	This number used in the calculations is the average number of all leave hours (e.g., vacation, sick, long term disability, military) used by Patrol Deputies deducted from the total paid hours in a year (2,080) to obtain the actual hours that an Officer is working.
Availability of Supervisors to Handle Field Workloads	The staffing needs analysis determines the appropriate number of Deputies needed to handle the community-generated calls for service. Sergeants are not included as primary responders to calls for service. This is appropriate, as Sergeants should primarily be responsible for supervision, oversight and other tasks; not primarily used for response to calls for service.

Using these data and targets, the project team calculated the current level of "proactive time" for the Department. This approach provides managers and policymakers with an easily understood measure of the capability of the Patrol workforce to provide proactive law enforcement (the time remaining during a shift once calls for service, related workload, and administrative tasks have been handled). The detailed analysis and calculations of overall Patrol Officer committed time and pro-active time for various hours of the day are provided later in this report.

The use of this method circumvents the occurrence of significant problems that commonly occur in other comparative staffing models (e.g., the "officers per thousand" ratio, mentioned above) that do not take into consideration the workload for Patrol Deputies generated by the community served. This approach also provides a methodology that can easily keep pace with future growth of the city (by factoring in a percentage growth in call for service demand). Finally, this approach allows managers and policymakers to select a "proactive time" target (e.g. an average 40% or 50%

proactive time level), and then to base total patrol staffing on a combination of the work

that *must* be done (i.e., community-generated calls for service) with the "proactive time"

level that is desired. The following is a summary of the model's use and key analytical

points:

• The model makes specific provision for "proactive time" targets.

• The model can be used at any level of detail, i.e. staffing levels can be calculated for specific times of day or for specific geographical areas.

• The model uses commonly available data:

    - Gross and net officer availability hours ("proactive time").

    - Calls for service counts and the time committed to these calls.

    - Related additional workload, including report writing and time spent booking arrestees.

    - Administrative tasks, such as time spent in briefing at the beginning of a shift, breaks, vehicle maintenance, and other tasks during a shift.

(3)   Important Factors Regarding CAD Data and the Calculation of Committed and "Proactive Time" Levels.

The project team used this approach in conducting the staffing calculations from

2013 call for service data. The use of CAD data to calculate Patrol Deputies' work tasks

will not capture all of the duties and tasks performed by officers during their shifts due to

human error and incomplete data in the CAD call for service records (e.g., missing time

stamps; the fact that sometimes Deputies do not report a task they are doing to dispatch

resulting in missing logs; sometimes dispatchers do not track all patrol tasks). This is

especially true in the first year of a thorough analysis of CAD call for service data, and

will be true for subsequent years unless the agency makes concerted and consistent

efforts to improve accuracy. This is not unique to Laguna Hills; the project team has

found that this is common in other law enforcement agencies' data. The project team

estimates that approximately 10% of an officer's time spent on job-related tasks is not

tracked in the CAD system record (this number was not specifically derived from the

Laguna Hills CAD data but is applicable to all police departments), and must be

considered when reviewing the "committed" time level in the CAD data analysis in order

to obtain a more accurate percentage of Deputies' overall workload.

5.   PATROL OPERATIONS COMMITTED AND "PROACTIVE TIME" IN 2013.

The workload required during various hours of the day (committed time) and the

resulting "proactive time" level of a patrol staff is the most significant factor in

determining the staffing needed to achieve the level of service desired by a city. Other

significant factors to consider while determining the deployment of police resources

include consideration of the minimum number of Deputies needed to maintain basic

safety of the force, as well as the ability of the department to handle the normal "peak

workload" hours of the day.

It is important to have a clear understanding of what is included in the committed

time and "proactive time" calculations. Committed time includes the time required to

respond to and handle community generated calls for service, make arrests, book

arrestees, write reports and complete other tasks related to a call for service. Proactive

time is the amount of Deputies' work hours remaining, expressed as a percentage of

work hours, after handling the community-generated workload.

(1)   Assumptions Utilized in Calculating Committed and Proactive Time.

The workload criteria and analytical assumptions that were utilized to calculate

and analyze a patrol deputies' committed time are listed below:

- The actual community generated calls for service obtained from CAD data handled by Laguna Hills Deputies totaled 9,490 for 2013. This number excludes all Deputy initiated activities (such as traffic stops), back-up unit responses to a call, administrative activities, and calls cancelled prior to a dispatched Deputy.

- Meals and other breaks are taken evenly across all hours of a shift.

- The volume of calls for service throughout the day (expressed as a percentage for each four hour time period) was used to allocate the number of reports written and arrests made.

- Personnel are available on an average hourly basis (i.e., there are no heavy or light shift days in the model).

- Deputies are at work an average of 1,826 hours per year to provide all field services. This takes into account various leave usages (e.g., vacation, sick), on duty training, deducting hours for administrative tasks performed reduces time allotted to call handling and deputy initiated activities to 1,534 hours annually.

The resulting calculation shows the average level of an officer's "proactive" time during a shift when they are available to perform preventive patrol and provide general proactive policing efforts in the field – targeted patrol to address a specific problem, visiting schools, traffic enforcement, foot patrol, and other tasks initiated by the officer or directed by the Officer's supervisor.

(2)   The Percentage of Proactive Time Varies Throughout the Day.

An overall percentage for committed and "proactive time" in 2013 was calculated, but because the percentages vary significantly throughout the day, calculations are also shown in four hour time blocks. This clearly illustrates the availability or un-availability of Patrol staff during various times of the day.

The average number of Deputies on duty during a 24-hour period was taken from the "Actual Patrol Staffing" table presented earlier in this report. The average call handling time of 34.4 minutes for the primary (first Deputy) and 25.8 minutes for the "back-up" Deputy(s) were used in this calculation. Report writing time was estimated at

45 minutes per report and bookings at an average of 2.5 hours per booking (prisoners
transported to the Orange County Jail in Santa Ana).

The following table shows the committed hours for Patrol Deputies in call for
service handling and the related workload (report writing, booking prisoners);
administrative time was estimated at 120 minutes per shift for each Deputy. Deputy
initiated activity is not included in this table and is reported later in this report:

Deputies Percentage of Committed and Proactive Time

	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 – 2400	Total
Patrol Staff Allocation	16.4%	14.0%	14.5%	16.5%	20.2%	18.6%	100.0%
Hours Staffed	**3,930**	**3,354**	**3,474**	**3,954**	**4,840**	**4,456**	**24,008**
Administrative Time	**574**	**490**	**507**	**577**	**707**	**651**	**3,506**
Available Work Hours	**3,356**	**2,864**	**2,967**	**3,377**	**4,133**	**3,805**	**20,502**
Calls for Service (CFS)	**1,082**	**680**	**1,652**	**2,008**	**2,158**	**1,910**	**9,490**
% of Total CFS	11.4%	7.2%	17.4%	21.2%	22.7%	20.1%	100%
1st Officer Minutes / CFS[10]	34.4	34.4	34.4	34.4	34.4	34.4	34.4
1st Unit Hours	**620**	**389**	**946**	**1,150**	**1,236**	**1,094**	**5,436**
Back-Up Unit Responses	707	444	1,079	1,312	1,410	1,248	6,201
Back Up Minutes / CFS	25.8	25.8	25.8	25.8	25.8	25.8	25.8
Back Up Officer(s) Hours	**304**	**191**	**464**	**564**	**606**	**536**	**2,664**
Reports Written	248	156	378	460	494	437	2,173
Report Writing Hours	**186**	**117**	**284**	**345**	**371**	**328**	**1,630**
Bookings	44	28	68	82	88	78	388
Booking Hours	**111**	**70**	**169**	**205**	**221**	**195**	**970**
Total Committed Hours	**1,220**	**767**	**1,863**	**2,264**	**2,433**	**2,153**	**10,699**
Total "Proactive" Hours	**2,136**	**2,097**	**1,104**	**1,113**	**1,700**	**1,652**	**9,803**
Committed Time Percent	**36.3%**	**26.8%**	**62.8%**	**67.0%**	**58.9%**	**56.6%**	**52.2%**
"Proactive Time" Percent	**63.7%**	**73.2%**	**37.2%**	**33.0%**	**41.1%**	**43.4%**	**47.8%**

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[10] The average time of 33.8 minutes of call handling time was documented earlier in this report. However,
the sum of the call handling hours for each call Priority type for the 1st unit totals 4,730 hours – the
average time in this table is listed as 35.5 minutes in this table as it is the overall average of the total call
handling hours (4,730 hours / 8,000 CFS x 60 minutes).

Patrol staff spent an overall average of 52% of their on-duty hours handling community-generated calls for service and the related workload, resulting in an overall average of 48% of the shift available for "proactive time". This exceeds the OCSD and Laguna Hills goal of having an average "preventive patrol" time of 40% for Deputies, but is between the 40 – 50% goal that the project team believes is appropriate for the City.

(3)   Optimal Deployment of Patrol Staff is Difficult to Accomplish.

It is important to review the differences in committed time for the various time periods of the day as they vary by 40 percentage points. The busiest hours of the day for Laguna Hills (and almost all other police agencies) are the "daytime" hours from 8:00 a.m. to 8:00 p.m. In Laguna Hills, approximately 63% of calls occur during these hours, and Deputies' committed time during these hours was approximately 63%, leaving 37% of their time available for "proactive" activities (time for administrative tasks is already included). This pattern is typical for police departments – a higher volume of daytime calls results in a higher level of committed time during the day. Correspondingly, a lower volume of nighttime calls results in a lower level of committed time and a higher level of proactive time.

High levels of "proactive time" from midnight to 8:00 a.m. require that a significant portion of Deputies proactive time should be used to conduct prescribed, productive tasks (as opposed to performing random tasks without a plan or anticipated results). These planned activities should not include exclusively enforcement activities, but also "qualitative" tasks, such as visiting businesses that are open during these hours, security checks, addressing specific beat problems/issues and other activities wherein

Deputies have opportunity to meet members of the community. Obviously, some of these proactive activities are limited by the hour of the day.

Patrol Deputies working the busiest hours of the day (noon to 8:00 p.m.) will have fewer blocks of time to perform preventive patrol and other "community policing" activities but when time is available they should be directed in these efforts. During these times of the day when Deputies have a significant percentage of time committed to calls for service handling it is important that Sergeants are out in the field and actively managing response to calls for service to ensure that sufficient, but not excessive, resources are assigned to handle calls for service – maintaining a maximum availability of Deputies for additional incidents that may occur. Additionally, during these times, Sergeants should be assisting in handling calls as reasonably necessary, keeping in mind their primary supervision responsibility.

Ideally, police managers would deploy staff to provide an even balance between committed and proactive time for all hours of the day. However, Deputies work a fixed shift with regularly scheduled days off. It is not possible to always match staffing level to the workload as it can vary significantly throughout the day and by day of week. The fixed schedules used by all police departments do not allow a police manager the ability to reduce the staffing level during a "slow" night, or routinely call in additional Deputies to work if a shift becomes busy. However, multiple shift start times and other units that support Patrol operations such as Traffic Units and the Special Enforcement Team can help handle urgent calls for service during peak workload hours. OCSD currently uses a "late days" start time for two Deputies, beginning their shift at 9:30 a.m.

The OCSD generally uses a "team concept" where most Deputies and Sergeants work the same days and hours each shift. This is a law enforcement "best practice" as it provides more consistent supervision and greater accountability of staff – a necessary component for effective delivery of police services.

Due to the high level of time committed to calls for service between 8:00 a.m. and noon (approximately 65%), the project team recommends that OCSD should discuss and evaluate options to improve the proactive time level during these hours (approximately 35%) in an attempt to increase it to at least 40%. This discussion should include the possibility of increased field management of calls by the supervisors during these hours, and the feasibility of moving up the shift start time for the "late days" Deputies to 7:30 a.m. Although the proactive time level during the late evening hours (8:00 p.m. to 10:00 p.m.) is only five percentage points higher (43%) than the daytime proactive level, it is still an option to consider. The discussion and evaluation of this issue by OCSD staff will itself raise the awareness level of Sergeants and Deputies to this issue. A subsequent analysis of the proactive time level should be conducted in six months to determine if there has been improvement to the percentage proactive time.

This information provided by the CAD data workload analysis provides police managers with valuable information regarding workload demand, but these calculations are only part of the information needed to determine an appropriate staffing level. When making projections regarding Patrol staffing needs, the second and third year of CAD data analysis will begin to reveal a historical trend and more reliable analytical workload data results. In subsequent years the OCSD should continue to evaluate and

conduct data analysis for Laguna Hills to determine if the workload, performance, and productivity of its staff are at acceptable levels.

Other factors, in addition to the calls for service workload, that should be considered when determining a staffing level include: management's expectation of Patrol Deputies to be engaged in pro-active patrol and targeted patrol tasks (e.g., traffic safety enforcement, security checks, foot patrol, addressing identified community concerns, school visits, etc.), the amount of community policing efforts to be conducted during regular patrol shifts, the frequency of emergency calls of a serious nature, the number of actual critical incidents, availability of mutual aid, the level of criminal activity, the number of new Deputies in the field training program, general "community safety" perceptions and concerns, prudent risk management considerations, recommendations from police managers based on their experience, additional tasks that may be required of Patrol in the near future, and a staffing level that reasonably meets officer safety requirements.

The establishment of a minimum staffing level should be done by all police departments as part of a reasonable risk management plan. Even during the hours when the call volume is normally low and the amount of proactive time is high (approximately 73% from midnight to 8:00 a.m.) there must be a minimum number of staff on duty to meet officer safety concerns, respond to calls that do occur and also have the ability to handle a critical incident (requiring three to four Deputies and a Sergeant, which will require the assistance from another agency). The minimum staffing level is especially important during the nighttime hours, as no other Laguna Hills police

personnel (such as Traffic Deputies or Detectives) are available to provide additional

assistance quickly.

It is important to note that this is the first evaluation of Patrol workload, and

again, that the CAD data does not capture all of Patrol Deputies' work. Improving CAD

tracking of Deputies' time will provide more accurate data, and this same workload

analysis should be conducted in 2014. This will augment the degree of confidence that

the results closely reflect the actual patrol workload time commitment. The workload

analysis in the second and subsequent years will also show workload trends that will

assist managers in making staffing deployment decisions.

The effective use of resources in call handling within Laguna Hills leads to a

discussion in the next section regarding the sharing of police resources in southern

Orange County.

Recommendations:

The OCSD should discuss and evaluate options to increase the amount of proactive time between 8:00 a.m. and 4:00 p.m., including improved field management of workload and the feasibility of changing the shift starting time to 7:30 a.m. for the two "late days" Deputies.

Annually review patrol staff workload for each four hour time block to ensure that a reasonable amount of proactive hours are available throughout the day.

(4)   OCSD Contract Cities and Regional Policing Services – Ensuring Laguna Hills Receives its Contracted Police Services.

The project team recognizes that the cities that contract with OCSD in southern

Orange County are individual contracts, and OCSD assigns staffing based on those

individual contacts and compensation paid to OCSD. However, because OCSD is the

law enforcement service provider for most of the communities in southern Orange

County, it is in a unique position to operate on a regional concept in providing law

enforcement services to each community. The project team believes that this practice is beneficial to Laguna Hills and the other contract cities – in theory, it reduces the overall cost of police services, as it allows a lower level of daily staffing in each contract City. The staffing must be sufficient to handle the regular/routine workload but when several unusual or emergency incidents occur in Laguna Hills, the City can "borrow" Deputies from neighboring Cities to handle the incidents (as long as the Deputies are not needed in their primary jurisdiction). Likewise, when another contract City needs additional resources to handle an emergency incident they can "borrow" Deputies from Laguna Hills to respond into their City (as long as the Deputies are not needed in Laguna Hills). In effect, this is an "automatic aid" agreement that OCSD employs, which is what almost all regional and municipal Fire Departments have adopted over the last 20 years.

As shown earlier in this report, in 2013 Laguna Hills Deputies responded to 1,930 calls outside of Laguna Hills (either as the primary or backup unit). However, Deputies from other communities reciprocated by responding to 2,086 calls in Laguna Hills (either as the primary or backup unit). These numbers for 2013 indicate that the regional policing approach employed by OCSD is well balanced for Laguna Hills, as the City is receiving approximately the same amount of assistance as it is providing. As recommended earlier in the report, field supervisors should manage (i.e., reduce) the number of cross-city responses to lower priority calls for service.

An important related issue is that the Patrol Sergeants must be in the field a sufficient number of hours during the shift to ensure that Deputies assigned to Laguna Hills remain in Laguna Hills – absent a specific need to respond to a call outside of the City. The Chief should ensure that resources paid for by Laguna Hills, as much as

possible, remain in Laguna Hills to answer calls and conduct proactive patrol when they are available during the shift. It is a critical issue to ensure that Sergeants are properly managing field resources toward this outcome – administrative responsibilities that reduce their time in the field should be minimized and assigned to the Administrative Sergeant whenever possible (see recommendations in Chapter 3). Field management of police resources as part of a community police philosophy and formal program will also be discussed later in this report.

In this light, it is important that the OCSD routinely evaluates the emergency and routine workload volume in each contract City and provide the information to Laguna Hills so that Laguna Hills managers understand the level of regional responses both out of and into Laguna Hills and that Laguna Hills, or another contract City, does not routinely provide more services to neighboring Cities than it receives.

Finally, there is the issue of Laguna Woods. As a smaller community, their law enforcement contract is for a more limited service, not an around-the-clock operation. Laguna Woods does not have any Deputies on duty between 11:30 p.m. and 5:30 a.m., and all calls that occur are handled by other OCSD Deputies, primarily those assigned to Laguna Hills and Aliso Viejo. This means that Laguna Woods benefits from the 'surplus' proactive time which Laguna Hills experiences during the early morning hours.

As a result of this shared service, there is a separate shared coverage for night time coverage of Laguna Woods with Laguna Hills in which Laguna Hills receives a contract "credit" of $88,000 for a portion of the assistance for late night calls and coverage. Laguna Woods receives not only coverage for calls for service around-the-

clock, but coverage, standby, and proactive efforts from Laguna Hills. Because of this,

the credit should be greater than the amount currently charged back.

The level of support for the services provided to Laguna Woods should recognize

that for one shift there is a unified "police district" which includes both Laguna Hills and

Laguna Woods of equal benefit to both communities. Such a sharing would result in

50% of the costs of one Sergeant and one Deputy being charged back. Not even

allowing for relief, a cost sharing of a Sergeant and Deputy on this basis would be

approximately $241,236 to each community. This amount is approximately $153,000

greater than currently credited to Laguna Hills from Laguna Woods, but is justified

based on the value of the coverage, standby and pro-activity received by Laguna

Woods.

Recommendations:

Adopt a process to enhance delivery of proactive patrol services. The Chief and Sergeants should develop "problem oriented" or "issue oriented" plans that identify specific tasks/projects that can be worked on or accomplished when proactive time is available during a shift.

Ensure that Laguna Hills resources are reactively and proactively handling the workload in Laguna Hills and only respond outside of the City as reasonably necessary. The Chief should be tasked with ensuring that the Sergeants manage field resources to accomplish this goal.

Explore alternative cost sharing arrangements with Laguna Woods for the true value of the coverage and pro-activity received from Laguna Hills for late night law enforcement services.

6. ANALYSIS OF WORKLOAD AND PERSONNEL STAFFING REQUIREMENTS FOR PATROL.

The table in the previous section described the current Patrol staffing level and

the number of hours required to handle the community-generated work (calls for

service, reports, and bookings) in Laguna Hills. This section utilizes this data to evaluate

the staffing level needed at the average of 50% proactive time and also for a targeted 45% and 40% proactive time levels. The results of these staffing level projections are discussed in the context of the total workload, specific expectations of the Patrol Deputies during their shift to conduct significant officer-initiated activity, and assigned officer-initiated tasks (e.g., security checks), and the overall service level desired.

The table below uses the employee and workload data to calculate the number of Deputies required to handle the community-generated workload, attend training, and perform necessary administrative tasks.

Staffing Projections Based on Workload	Hours/FTEs
1. COMMUNITY GENERATED WORKLOADS	
Calls for service (one year)	9,490
Handling Time – First Unit from Dispatch until Officer clears call	5,436
Handling Time – Backup Deputies	2,664
Number of Reports Written	2,173
Total Time for Report Writing	1,630
Number of Bookings	388
Time to Process Bookings	970
Total Time Needed to Handle Workload	**10,699**
2. Additional Hours for Preventive Patrol & Officer Initiated Activity	
To Provide 50% "Proactive Time" Level	10,699
To Provide 45% "Proactive Time" Level	8,754
To Provide 40% "Proactive Time" Level	7,133
3. Total Time Required for Reactive & Proactive Work	
To Provide 50% "Proactive Time" Level	21,399
To Provide 45% "Proactive Time" Level	19,453
To Provide 40% "Proactive Time" Level	17,832
4. Availability of Staff	
Annual Work Hours	2,171
Leave Hours (vacation, sick, WC, etc.) and On-Duty Training	(345)
Administrative Tasks – 120 minutes per shift for Deputies	(292)
Backfill OT Worked	169
Net Available Hours	**1,703**

Staffing Projections Based on Workload	Hours/FTEs
5. Deputies Required to Handle Workload	
To Provide 50% "Proactive Time" Level	12.6
To Provide 45% "Proactive Time" Level	11.4
To Provide 40% "Proactive Time" Level	10.5

The table above shows the minimum number of Deputies required to handle the call for service workload and administrative tasks at the various "proactive time" service level targets. The above calculations show that the a targeted 50% proactive time service level requires approximately 13 Deputies and a targeted 45% proactive time service level requires approximately 11 Deputies.

In smaller police agencies such as Laguna Hills, where the 12 Deputy maximum staffing level on Patrol is also the minimum staffing level, it does not provide the discretion to target a lower proactive time level (e.g., 40%) to realize cost savings – a minimum of 12 Deputies are needed to staff Patrol. However, when the staffing level in small agencies such as Laguna Hills also results in an effective level of proactive time (48% in 2013) it provides the opportunity, and also the challenge, to make effective use of staff with the available proactive time during the hours of the day that have a high level of proactive time.

The current staffing level of 12 Deputies – plus the two Deputies assigned to the Special Enforcement Team and the School Resources Officer – is sufficient to provide a high level of service to the community, provide for officer safety and have a desirable amount of time for proactive activities.

Recommendation: Maintain the current Patrol Deputy staffing level of 12 Deputies.

7.   TRAFFIC ENFORCEMENT UNIT – MOTOR DEPUTIES.

Laguna Hills staffs three Deputies that work 10.5 hour shifts four days a week, covering Monday – Friday from 6:30 a.m. to 8:00 p.m. They provide traffic enforcement and traffic accident investigation for the City. Traffic accidents are also frequently investigated by the Community Services Officers, and when a fatal or major injury accident occurs, the OCSD also has a Major Accident Reconstruction Team (MART) that can respond to handle or assist in the investigation.

The three Deputies assigned to Motors all receive initial and ongoing training in motorcycle riding. The Motor Deputies in Laguna Hills are primarily supervised by the on-duty Patrol Sergeant but are also supervised one day a month by the Mission Viejo Motor Sergeant that oversees their initial and monthly training and motorcycle handling skills (Laguna Hills pays 5%, or about $4,700, of the cost for this Motorcycle Sergeant).

(1)   Motor Unit Workload and Performance.

The primary role of the Motor Deputies is to provide traffic safety enforcement in Laguna Hills. They work intersections and streets where there have been a high number of traffic accidents in an effort to reduce accidents. They also respond to complaints from members of the public and provide appropriate traffic enforcement in response to these complaints. Traffic related issues were one of the top items mentioned by residents in the community focus group and in the online survey – traffic related issues are typically a primary, if not top, topic of complaints from residents in suburban communities.

The project team obtained the number of citations written by the Motor Officers (written warnings are not issued, only verbal warnings are given) – there was a total of

1,991 traffic related contacts documented in 2013 (1,714 citations issued and 277 arrests). While there are three Motor Units authorized for Laguna Hills, for almost all of 2013, there was an average of only one Motor Unit working in the City. A Deputy works an average of 146 shifts annually and, assuming that the total net hours of traffic enforcement for the year was the equivalent of only one Deputy, the 1,991 traffic contacts equals a production of 13.6 citations/arrests per shift. This production is above a ten citations per shift average, which is a "norm" or target commonly used by police departments when evaluating productivity of traffic units. Although productivity "quotas" or a set number of citations per shift cannot, and should not, be established, it is reasonable to expect that units specifically assigned to traffic safety enforcement will be productive. Measures of productivity include the number of traffic stops, warnings issued, citations issued, arrests made, and traffic accidents investigated are all measures that can reasonably be used to evaluate productivity.

Another measure the project team uses to evaluate traffic safety and enforcement is the Traffic Enforcement Index[11] – it is an indicator of traffic enforcement effectiveness, which suggests that the ratio of injury accidents to the number of moving citations plus the number of DUI arrests should be in the 1:35 – 1:40 range. The relationship of enforcement and accidents is linked. The following table shows the Laguna Hills index utilizing 2013 data:

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[11] Developed by the Northwestern Traffic Safety Institute

2013 Traffic Enforcement Index

Citations	2,199
DUI Arrests[12]	84
Total	**2,283**
Fatal / Injury Accidents	**111**
Traffic Enforcement Index	**1:20**

As this table shows, Laguna Hills is at 1:20, below the desirable range of 1:35 – 1:40, indicating that there is an opportunity for the OCSD to increase traffic enforcement by Motor Units as well as by Patrol Deputies.

The following table summarizes the variance between current number of citations issued and the number of citations that would need to be issued (without any decrease in injury accidents) to attain the desirable ratio between 1:35 and 1:40:

Performance Target	Target Number of Citations + DUI Arrests	Current # of Citations + DUI Arrests	Actual Variance
1:35	3,885	2,283	(1,602)
1:40	4,440	2,283	(2,157)

As this table shows, the Laguna Hills Deputies would need to issue approximately 3,885 moving citations/warnings per year to reach the minimum target range for traffic enforcement and to attain the high target range 4,440 moving citations/warnings per year would need to be issued. Laguna Hills's performance has been a consequence of two factors:

• Being down by as much as two Motor Officers during the year, and

• Patrol deputies not as involved in traffic duties as they could be, especially with being low on traffic enforcement personnel.

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[12] This number is estimated at 15% of the total number of arrests (561).

To be at the low end of the TEI range, Laguna Hills's Deputies would have needed to have generated an additional 1,600 citations or DUI arrests above the 2013 level. This number, 3,885 citations/arrests, is reasonably achievable with two Traffic Officers working the entire year. Three full time Traffic Officers should easily exceed the top end of the TEI benchmark range being achieved. In the absence of these dedicated traffic resources, patrol deputies would have needed to generate only four citations per day last year (on a 24/7 basis). This is a modest expectation given the amount of proactive time available for patrol personnel. Traffic personnel expectations for patrol personnel involvement in traffic enforcement needs to be strengthened.

Recommendation: Laguna Hills Deputies should increase the number of citations or warnings issued.

(2)   Evaluation of Using Motorcycles vs. Cars for Traffic Deputies.

Police agencies that have a dedicated unit for traffic safety, enforcement and traffic accident investigation typically outfit and train the officers in the unit to ride motorcycles. There are a variety of reasons for selecting vehicles or motorcycles for a traffic unit. One of the first items is the costs "per unit" – in Laguna Hills the cost for a Motor Deputy is higher than the cost of Deputy in a vehicle. The additional cost is for the extra pay received by the Deputy riding a motorcycle ($5,159 annually); additional training that is required to become a Motor Deputy (four to five weeks) and monthly skills maintenance training (approximately eight hours). The initial training cost is not necessarily born by Laguna Hills as in some situations a new Laguna Hills Motor Deputy may already be trained on motorcycles.

The initial purchase of the motorcycle, fuel, and maintenance are additional costs paid for by Laguna Hills. The project team estimated a six year life for a motorcycle,

which requires (assuming a three motorcycle unit) purchasing a new motorcycle every two years (current cost is $16,600). Actual costs for maintenance and fuel were used to show overall estimated annual costs in the following table[13]:

Year	Maintenance	Fuel	Purchase	Extra Pay	Total
FY 11/12	24,220	6,124	13,300	15,477	59,121
FY 12/13	23,320	5,493	13,300	15,477	57,590
FY 13/14	15,229	3,074	13,300	15,477	47,080
Total	$62,769	$14,691	$39,900	46,431	163,791
3 Yr. Average	$20,923	$4,897	$13,300	$15,477	$54,597

As this table shows, the maintenance and fuel costs have decreased over the last two years – this is primarily due to the vacancies in the unit in calendar year 2013. Because of this, it is best to use the FY 11/12 annual cost of just under $60,000 to approximate the additional annual costs of a three person Motor Unit – an average of $20,000 per Motor Unit (additional cost above a traffic unit in a car). In addition, there are factional supervisory costs of $4,700 per year.

Cost is the most tangible item, but there are other tangible and somewhat intangible items that should also be evaluated. The following points summarize why most agencies still choose to employ motorcycles as the primary vehicles used in traffic safety units:

• A motorcycle can often get through traffic more quickly than a patrol vehicle, which sometimes results in a faster response time to incidents.

• Better maneuverability in traffic, increasing their ability to make a traffic stop on the violator that may not have been able to be apprehended by a car.

• Motor Units are excellent vehicles for crowd monitoring/control.

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[13] Maintenance and fuel costs for April – June 2014 were estimated based on the average monthly cost for the first nine months of the fiscal year.

- High visibility acts to curb bad behavior and can be a deterrent in the prevention of traffic accidents.

- Motor Units can provide highly visible traffic monitoring and enforcement as well as covert monitoring/enforcement.

- Motor Officers have better visibility of traffic and their surroundings as they sit higher than in a car.

- A motor unit in a suburban environment often has the ability to provide enforcement in areas where a patrol vehicle would be too large to stop/park and observe traffic violators.

- Greater ability to follow a fleeing suspect who is on a bicycle or on foot as a motorcycle can access bike and pedestrian paths, maneuver through gates, etc. Additionally, motorcycles can more easily pursue a fleeing suspect in heavy traffic.

- A motorcycle often results in greater interaction with the public in non-enforcement situations as members of the public are more likely to comment and initiate conversation with a motorcycle Deputy (this necessitates Motor Deputies expressing a friendly demeanor, and willingness to engage with members of the community).

- Motor Units are commonly used in parades, festivals and community events.

- Job enrichment – a Motor Unit provides additional opportunity for Deputies to be a member of an elite specialty unit, learn new skills, and serve the community in a different capacity.

The items listed above are the most common reasons given regarding the benefits of using motorcycles. However, there are several other factors and information items that should be considered:

- A Deputy has a greater likelihood of injury when driving a motorcycle than in a car, which is the primary reason that initial training and monthly skills training is very important; in some situations it is also possible that a Deputy on a motorcycle would avoid being involved in an accident (reasons include greater maneuverability or smaller size of the vehicle, depending on the situation).

- In inclement weather, Motor Officers either have to use cars from the vehicle "pool" or work on other tasks. Although the weather is not a significant factor in Southern California, it does impact motorcycle operations at least several days a year.

- Finally, a reasonable performance measure is still an average of ten citations/warnings per shift, whether a Traffic Deputy is assigned to a car or on a motorcycle. Overall, the general preference of the individual agency is the primary determining factor in whether motorcycles or cars are used in the traffic enforcement unit.

A staffing level of three traffic units in communities such as Laguna Hills is a reasonable number to fund, but there is not a benchmark guideline to determine a specific staffing level that is appropriate for a community. Each unit will be able to accomplish proactive traffic enforcement, including specific traffic safety projects in the field, writing citations, issuing warnings, investigation of complaints and related enforcement, and investigating traffic accidents. In difficult economic times cities often reduce the number of specialty positions such as Motor Units to reduce expenses. The project team recommends continuing to fund traffic officers and motorcycles.

However, if it is desirable or necessary to reduce expenses the project team recommends retaining two units, as they often support each other in traffic enforcement operations and would not normally need to rely on Patrol Deputies for assistance. A reduction of one Deputy would result in an annual savings of approximately $240,000 ($220,281 salary/benefits plus the $20,000 Motor Unit cost). Additional savings could be achieved by eliminating funding of the motorcycles ($20,000 per motorcycle). As an alternative, explore sharing the cost of a motor officer with another contract community.

Recommendation: Maintain existing approaches to traffic enforcement as long as the City supports the current level of overall enforcement.

3. EVALUATION OF ADMINISTRATION, INVESTIGATIONS AND CRIME PREVENTION SERVICES

The other work units in OCSD – Laguna Hills are the Investigators, the Directed Enforcement Team, and the Crime Prevention Specialist, which are discussed in the following sections.

1. ADMINISTRATION OF LAGUNA HILLS POLICE SERVICES.

Laguna Hills has one Lieutenant that functions as the Police Chief for the City and an Administrative Sergeant that assists the Chief in all functions and operations of the Department (refer to Appendix D for the primary roles and tasks of the Chief and Administrative Sergeant).

The Chief is responsible to maintain close working relationships with the Laguna Hills City Manager and Assistant City Manager. The Chief interacts with them regularly regarding general information and issues, operational issues, resolve problems, receive guidance on City preferences, etc.

The Chief also has a wide variety of meetings and events to attend in Laguna Hills, in southern Orange County and as part of OCSD management. One of the most important functions of the Chief is to coordinate with the other Chiefs in the southern Orange County region. These meetings are used to discuss common issues and coordinate resources among the contract cities. Additionally, since the Cities of Laguna Hills, Aliso Viejo and Laguna Woods share costs of the same resources, the Laguna Hills Chief has almost daily contact with the other two.

The Administrative Sergeant is another primary liaison to Laguna Hills staff as the Sergeant's office is in Laguna Hills. Due to the fact that only one person is in this position, the Sergeant performs a wide variety of functions – law enforcement, administrative, training coordination, and even some clerical functions as needed.

Currently, field Sergeants are responsible for managing the patrol shift schedule and receiving complaints from members of the public (when the Administrative Sergeant is on duty). Both of these tasks, particularly the patrol shift schedule, take a good amount of time on a daily basis, and often keep field Sergeants off the streets and in the office. The project team believes that the Administrative Sergeant has the capacity to handle this additional workload and, consistent with the role of an Administrative Sergeant's position, should be the primary person to handle these tasks (with assistance from field Sergeants as necessary). Shifting these tasks to the Administrative Sergeant will allow field Sergeants to spend more time in the field supervising Deputies, calls for service and other incidents, and also providing direction and coordination of proactive time. This is their primary role and the best use of their time.[14]

Although the OCSD model for contract cities staffs an Administrative Sergeant position in each city, if the budget must be reduced one option is to evaluate the feasibility of sharing an Administrative Sergeant position with another City. However, this change may not allow the additional job tasks (discussed above) to be moved to

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[14] Field Sergeants are also tasked with reviewing use of force incidents which includes obtaining audio/video of the incident and written reports. This takes additional time and the OCSD should try to reasonably minimize this review as much as possible.

this position. This would result in an annual salary and benefit cost savings of $133,211

(50% of one Sergeant).

There are other options for the City to consider in accomplishing most or all of

the job tasks performed by the Administrative Sergeant. Hiring a permanent part time

civilian and/or retired Sheriff's Deputies or Police Officers are viable options that other

cities have used to accomplish administrative tasks, emergency preparedness, crime

prevention and follow-up investigative work that can be conducted from the office[15].

Another approach would be to hire two Extended Part Time (EPT) positions at a cost of

approximately $140,000 versus $262,995 for a Sergeant.

Recommendations:

***Move the primary responsibility for patrol scheduling and receiving initial
complaints from members of the public to the Administrative Sergeant.***

***Evaluate the feasibility of sharing the Administrative Sergeant position with
another willing contract City. Estimated salary/benefits cost savings of $131,211.
As an alternative, evaluate the feasibility of hiring two Extended Part Time
positions to handle these duties.***

2. INVESTIGATIONS.

This section provides summary workload activities for the Investigators assigned

to Laguna Hills. Their office and supervising Sergeant are located in the South County

Operations Center.

The primary task of the Detectives is to follow-up on crimes or serious incidents

that have occurred in Laguna Hills. All Laguna Hills cases are reviewed by a supervisor

and then all of the cases are given to the Investigators for follow-up if there are any

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[15] Huntington Beach Police Department is one Department in Orange County that employs both civilian investigators and retired police officers.

leads, or to be inactivated. Any cases that have a lead that would reasonably lead to a suspect responsible for the crime will be followed-up.

The table below shows the number of "active" cases for the two investigators for Laguna Hills. All investigators are "generalists", meaning they are assigned both persons crimes and property crimes to investigate. An "active" case is where on-going follow-up investigation is being conducted (some investigative activity has been conducted in the past 30 days). Each Detective also had several "pending cases" where they are waiting for Crime Lab analysis, fingerprint comparison or it has been sent to the prosecutor to review for criminal charges. When information on a pending case is received it will require some additional work, become an active case again or the case will be closed:

Detective Caseload

Detective	Active Cases	Comments
1	12	32 other cases were closed in the last 30 days
2	7	Primary investigator for child abuse cases

Each investigator is typically able to begin working their cases within a few days of it being assigned, and if the case is high priority, they will begin working on it immediately.

Case levels as shown above are consistent with caseload standards developed and utilized by this project team. Generalist detectives should, on average, be able to handle ten to 15 active cases. This assumes a mixture of person and property crimes, as well as a variety of tasks directly associated with cases (e.g., interviews, crime scenes) as well as indirect (e.g., case support and court time). At an average of about ten cases, Laguna Hills's detectives are at the low end of an acceptable range.

Recommendation:

Maintain two Investigator positions for the follow-up of crimes occurring in Laguna Hills.

3.   THE DIRECTED ENFORCEMENT TEAM SUPPORT INVESTIGATIVE FOLLOW-UP.

One important and fairly unique proactive and investigative function that Laguna Hills participates in is the Directed Enforcement Team – it is a South County team made up of one Sergeant, one Investigator, and nine Deputies (one from each South County contract City[16]). The Sergeant and Investigator are positions supplied by OCSD.

The Laguna Hills DET Deputy works closely with the Laguna Hills Investigators following-up on reported crimes. This includes conducting needed case follow-up in the field (e.g., surveillance of a suspect in the case) and also being given cases for the DET to work as it will require the effort of several Deputies or more to develop leads on a case where a suspect may not be known but the crime(s) fit the behavior of known criminal suspects in the Laguna Hills area. Investigative follow-up of cases in Laguna Hills and the other contract cities comprised an estimated 80 – 90% of the Directed Enforcement Team's work effort.

They also will work to address crime trends in the communities or a series of crimes that may have occurred (e.g., burglaries in early 2014) by searching for suspects and/or conducting surveillance over multiple days. They also are proactive in addressing specific crime problems, visiting and conducting searches of persons on probation and parole, and any other specific crime related issues in the contract Cities.

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[16] Laguna Hills, Laguna Niguel, Lake Forest, Aliso Viejo, Mission Viejo, Rancho Santa Margarita, San Clemente, San Juan Capistrano and Dana Point.

4.   CURRENT CRIME PREVENTION PROGRAMS, COMMUNITY ENGAGEMENT AND COMMUNITY POLICING IN LAGUNA HILLS.

This section examines the existing crime prevention programs in Laguna Hills and also adopting a formal community policing program.

(1)   Crime Prevention Programs in Laguna Hills and Information Provided to the Community.

The City currently funds one Crime Prevention Specialist (CPS) position that works closely with the Administrative Sergeant and Chief to accomplish general crime prevention tasks and programs for OCSD in Laguna Hills. This position is responsible for the Neighborhood Watch Program (about ten active groups), the annual Community Emergency Preparedness Academy for residents, and a variety of routine tasks and special event planning (see Appendix D for details).

This position is currently under contract with OCSD, but it is feasible that Laguna Hills could provide these services with a City employee. However, the City currently pays $92,076 for this position, and a detailed analysis would need to be done to determine if there would be realistic cost savings to provide these services "in house". As mentioned above, one viable option is the employment of part time retired deputies or officers for this work, as well as the hiring of full time City employee.

The job tasks of the Crime Prevention Specialist are fairly common ones for this position, and the project team believes that this position could also be used to assist in addressing a desire expressed by residents at the community focus group and in the online survey – the need for additional crime related and crime prevention information being provided to them.

Although most residents will not take the time to regularly follow crime and crime prevention related information from the City or OCSD, all residents will become very interested if they are a victim of a crime, or when a significant crime or series of crimes occurs in the community where they reside. When these events occur, most residents want to be able to access a level of detail about events in their community. Currently, the City distributes a quarterly newsletter that is mailed to all dwellings in Laguna Hills, but this newsletter will not meet the need of residents in the situation just described. The City's website does not contain any information on how police services are provided in Laguna Hills, crime related information, or a link to the OCSD website. The OCSD website has a specific page for the Laguna Hills patrol area, but the information is fairly basic. The crime statistic page only allows queries by street, month, and year, which provides basic call for service information. Information regarding a summary of the crimes that occurred in Laguna Hills for the year is not available, registered sex offender information (or a link to the state website) is not provided, nor are press releases, crime alerts, or information regarding crime trends. Most residents with a general or specific need for crime related information should be able to go to both the Laguna Hills website and the OCSD website to obtain the information mentioned above.

(2) Laguna Hills Should Adopt a Community Policing Philosophy.

Community policing is a philosophy of policing that may easily be combined with a problem-solving approach. This is referred to as Community Oriented Policing and Problem Solving (COPPS). Community policing reflects collaboration between the police and the community in which problems are identified and solved. Commitment to a community policing philosophy requires an organizational focus in order to identify and

implement its basic tenants. Laguna Hills and OCSD should begin to identify community

issues or problems in a structured manner, as this is one of the core principles of the

COPPS program.

For any effective community policing approach, two components must be in

place:

• **Community partnership**. This may be accomplished through deputy-citizen interaction through neighborhood contact teams, town-hall meetings, and daily contacts by deputies with the public. It is also imperative that supervisors and the Chief engage in these contact activities. Community partnership allows members of the community to be engaged and have some influence over which problems are dealt with by the police and which resources are utilized.

• **Problem identification and solving**. Problems need to be identified analytically, not anecdotally, through crime analysis. Once identified, deputies need to be assigned to addressing the problems identified, and made accountable for them.

Crime analysis is a key component of problem identification. The optimal

situation is to have a full-time "regional" crime analyst where the cost is shared by all or

a portion of the contract cities (this is the most realistic option to consider). This position

would focus on the following:

• Developing full knowledge of available computer systems to facilitate an understanding of the data that provide useful information.

• Creating a set of reports that are provided throughout the Department on a daily, weekly and monthly basis summarizing the occurrence of crime, accidents, reports, etc.

• Learning the skills necessary to identify trends and analyze linkages between people and events.

• Be able to respond to requests for information generated both inside and outside the agencies.

Community engagement can be accomplished by assigning Deputies to specific

areas as permanent or long-term assignments. The Deputies get to know their beats

and the members of the community through constant interaction. If this is coupled with a formal process whereby the Deputies profile their areas of responsibility through a beat analysis procedure, the result is a well-informed cadre of patrol personnel who collect data from the community regularly. Once the data is collected, Deputies may use a problem identification process to develop a plan of action including formal meetings with community members (to identify issues and goals and to report accomplishments).

For this to occur, OCSD, in partnership with Laguna Hills, must embrace this philosophy and formalize it as the operational philosophy. When this is in place, it will facilitate implementation and maintenance of crime analysis (resulting in "intelligence led" policing) and community policing in Laguna Hills.

The adoption of this program will provide the information needed for Patrol Deputies and the Special Enforcement Team Deputies to guide their proactive time in the field to make it more productive in crime fighting and also responsive to the expressed needs of Laguna Hills residents. As mentioned earlier in this report, Patrol Sergeants are a critical component of this process and must provide the field supervision to ensure that proactive time is well used.

Recommendations:

The Chief should be tasked with evaluating the possibility of developing a crime analysis process that fits the needs of the City, including the feasibility of sharing the cost of a crime analyst with other contract cities, or as an alternate assign the Crime Prevention Specialist some or all crime analysis tasks.

The Chief should be tasked with evaluating the feasibility of developing a problem-identification process to be used to guide efforts to serve the community's needs.

APPENDIX A – COMPARATIVE SURVEY OF POLICE SERVICES

This document provides a review of the survey conducted by the project team of police services in other cities in California comparable to Laguna Hills – this includes cities such as Laguna Hills that contract for law enforcement services and also cities that have their own police department.

1. INTRODUCTION.

The information and data collected for the purposes of the comparative survey chapter has been attained by our project team through a combination of documents received from the Orange County Sheriff's Department and online research. In the sections that follow, the information will be displayed in a comparative format, organizing cities into three groups in order to highlight the overall differences between each. Cities within the first group contract with the Orange County Sheriff's Department for police services, including Aliso Viejo, Laguna Hills, Laguna Niguel, Lake Forest, Rancho Santa Margarita, and San Juan Capistrano. The next group encompasses selected cities located in Orange County that provide their own police services, featuring Brea, Cypress, and Tustin. Finally, four cities outside of the County but within the State of California that have their own police departments, including Claremont, Los Gatos, Pacifica, and South Pasadena.

2. COMPARISON OF OCSD CONTRACT SERVICES.

The Orange County Sheriff's Department provides police services to cities within the County through contracts, which typically cover a period of either one or five years.

The total cost is determined by the level of service desired by a city in regards to general deployment levels, as well any possible special enforcement areas. Given that each city's contracted police force is not a self-contained department, the contract also supports the overhead costs of running the OCSD.

In the following sections, the project team provides a detailed analysis of the OCSD, examining the relative costs and benefits corresponding the level of police services rendered to each contract community served.

(1)   Overview.

The following table presents the background data for each city in South Orange County that currently provides police services through contracts with the OCSD:

City	Population	3YR Growth	Area (sq mi)	Median Household Income
Aliso Viejo	49,493	3.5%	7.5	$98,515
Laguna Hills	**30,951**	**2.0%**	**6.7**	**$85,594**
Laguna Niguel	64,452	2.4%	18.9	$100,589
Lake Forest	78,853	2.1%	17.9	$93,127
Mission Viejo	95,290	2.1%	18.1	$96,088
Rancho Santa Margarita	48,879	2.1%	13.0	$102,975
San Juan Capistrano	35,360	2.1%	14.3	$75,356
AVG	**57,611**	**4.9%**	**13.8**	**$93,178**

• Laguna Hills has had a similar growth rate to other OCSD contract cities, as well as near the average median household income.

• In terms of total population and area, however, Laguna Hills is significantly below the group average, and is the lowest ranked in both categories.

It is important to note that while Laguna Hills is the smallest city included in this group of contracted cities, even smaller locations, such as Laguna Woods, are not included in the comparative survey.

(2)   Crime.

The table below displays Part 1 crime statistics for 2012 in the major reporting categories in the selected group of cities – the first table portrays comparative Part 1 Person Crimes and the second table portrays Part 1 Property Crimes:

City	Homicide	Sexual Assault	Robbery	Agg. Assault	Total Violent	Total Per 1,000
Rancho Santa Margarita	0	2	10	15	27	0.28
Laguna Niguel	0	6	16	25	47	0.73
Aliso Viejo	0	0	6	37	43	0.87
Laguna Hills	1	4	12	12	29	0.94
AVERAGE	0	4	15	36	55	*1.05*
Lake Forest	0	8	20	79	107	1.36
Mission Viejo	0	3	28	42	73	1.49
San Juan Capistrano	0	3	13	43	59	1.67

City	Burglary	Larceny / Theft	Auto Theft	Arson	Total Property	Total Per 1,000
Rancho Santa Margarita	69	240	10	1	319	3.35
Aliso Viejo	102	300	13	0	415	8.39
Laguna Niguel	188	541	35	2	764	11.85
Lake Forest	227	798	63	4	1,088	13.80
AVERAGE	141	528	34	3	703	13.80
San Juan Capistrano	102	380	37	8	519	14.68
Laguna Hills	85	502	33	1	620	20.03
Mission Viejo	216	936	45	6	1,197	24.49

- With regard to violent crime, Laguna Hills is somewhat below the group average, despite having the only homicide in the group that year.

- However, in regards to property crime, Laguna Hills has the second highest rate in the group.

Despite these differences, however, all of the cities included in the survey have a relatively low rate of rate of both violent and property crime (in the major reporting categories) when compared to the national and state averages.

(3)   Calls for Service.

The next table presents data for a full year on the total number of community-generated calls for service, not including deputy-initiated activity:

City	Population	Community-Generated CFS	CFS Per Capita
Rancho Santa Margarita	48,879	6,516	**0.13**
Aliso Viejo	49,493	8,355	**0.17**
Laguna Niguel	64,452	11,026	**0.17**
Mission Viejo	95,290	16,346	**0.17**
AVERAGE	**57,611**	**10,519**	**0.18**
Lake Forest	78,853	15,014	**0.19**
San Juan Capistrano	35,360	7,685	**0.22**
Laguna Hills	**30,951**	**8,693**	**0.28**

Laguna Hills has the highest number of calls for service per capita out of the group, at 0.28 calls per resident each year[17].

Laguna Hills has the highest rate of calls for service per capita base on these CFS numbers; however, it is very unusual that Aliso Viejo with almost 20,000 more residents would have fewer total calls for service than Laguna Hills. Also, all of the cities ratio of calls for service per capita is lower than the .4 to .6 CFS range seen by the project team in other law enforcement studies throughout the United States. In a later section the comparison will be expanded to cities outside of South Orange County.

It is also important to note that this group does not include all of the OCSD contract cities (e.g. Dana Point and Yorba Linda).

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[17] OCSD provided the CFS data for all seven cities and the project team conducted a detailed analysis of the Laguna Hills data for this project – it revealed that approximately 30% of the CFS were not actually CFS (either no response times or Deputy initiated activities) – the actual number was 8,693. The scope of work for this project did not allow a detailed analysis of the other six cities CFS numbers and the raw CFS numbers for the other six cities was reduced by 20% to provide a more accurate comparison of workload.

(4)   Staffing Levels.

Our project team has reviewed the current police services contracts of cities within OCSD and grouped positions together into general categories, which are displayed in the table below:

Positions	Aliso Viejo	Laguna Hills	Laguna Niguel	Lake Forest	Mission Viejo	Rancho Santa Margarita	San Juan Capistrano	AVG
Lieutenant	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Sergeant	3.04	3.08	5.11	5.14	5.74	4.07	5.08	4.46
Officer I / II	19.19	19.26	26.26	37.37	47.54	22.19	19.18	27.28
CSO / Parking / PSO	2.00	2.00	6.00	4.00	6.00	2.00	2.00	3.43
Support and Admin. Staff	4.36	3.56	5.66	6.26	8.10	3.17	3.67	4.97
% Sworn	78.5%	80.8%	73.5%	80.9%	79.4%	84.1%	81.7%	79.6%
% Civilian	21.5%	19.2%	26.5%	19.1%	20.6%	15.9%	18.3%	20.4%
Total Sworn	**23.23**	**23.33**	**32.36**	**43.51**	**54.29**	**27.26**	**25.27**	**32.75**
Total Civilian	**6.36**	**5.56**	**11.66**	**10.26**	**14.10**	**5.17**	**5.67**	**8.40**
Total Staff	29.59	28.89	44.02	53.78	68.38	32.43	30.94	41.15
Sworn Per 1,000	0.47	0.75	0.50	0.55	0.57	0.56	0.71	0.59

• The proportion of civilian personnel in Laguna Hills' police force, at approximately 19.2%, is only slightly below the group average of 20.4%.

• Among the cities included in the comparison, the range between the highest and lowest rate of sworn officers per 1,000 citizens is about 0.28.

While there are some variations between each city in the proportion of staff assigned to the area's population, these differences are relatively minor. This is likely due to the similarity in how each service area is set up, given that the same agency is being contracted.

(5)   Cost of Services.

The following table displays cost figures for each department, including the level

of sworn officers per capita, as well as total cost per capita:

City	Sworn Per Capita	Total Personnel Expenses	Total Cost of Services	Cost Per Capita
Aliso Viejo	0.46	$6,298,035	$6,678,535	$134.94
Laguna Niguel	0.50	$8,965,542	$9,461,388	$146.80
Rancho Santa Margarita	0.55	$6,977,867	$7,471,556	$152.86
Lake Forest	0.53	$11,432,518	$12,692,874	$160.97
Mission Viejo	0.56	$14,366,639	$15,830,649	$166.13
AVERAGE	0.58	$8,715,921	$9,499,529	$170.76
San Juan Capistrano	0.68	$6,753,791	$7,550,296	$213.53
Laguna Hills	**0.74**	**$6,217,055**	**$6,811,407**	**$220.07**

•   Laguna Hills appears to spend the most on police services per capita out of the group. They also have the highest rate of sworn officers per capita.

•   Aliso Viejo and Laguna Niguel have a much smaller percentage of the total cost of their services relating to total personnel expenses than other cities in the group, including Laguna Hills.

As was the case in the comparison of calls for service, Laguna Hills appears to

edge out the other cities in its per capita costs, although this should be considered

within the context of including cities that do not contract their police services, as a later

section demonstrates.

(6)   Arterial Highway Miles.

The table below displays the most recent figures for the total number of city

maintained highway miles in cities that contract the OCSD:

City Maintained Arterial Highway Miles (2010 – 2013)

City	2010	2011	2012	2013	4YR Change
Aliso Viejo	14.89	–	14.89	14.89	0.0%
Laguna Hills	19.53	–	19.53	20.82	6.6%
Laguna Niguel	35.91	–	35.91	35.91	0.0%
Lake Forest	36.70	–	36.70	37.72	2.8%
Mission Viejo	43.46	–	43.46	43.46	0.0%
Rancho Santa Margarita	18.20	–	18.20	18.20	0.0%
San Juan Capistrano	18.92	–	18.92	18.92	0.0%
AVG	**26.80**	**–**	**26.41**	**26.69**	1.1%

- Laguna Hills is one of only two cities that have added additional miles to its total in the four-year period displayed in the table above.

- Additionally, Laguna Hills is currently below the group average by approximately 28%.

While arterial highway miles totals are not one of the main concerns regarding officer workload, they nonetheless contribute to considerations of patrol coverage and overall staffing. Laguna Hills' unique geography is also a unique factor in this, as two sections of the city are separated from each other, with just one road linking them together.

(7) Conclusion.

The comparison of cities within Orange County that contract for police services with OCSD has revealed several findings. The principal finding is that Laguna Hills spends more capita on police services than its counterpart contract cities. However, this is qualified by the fact that it also requires more responses to community-generated calls for services per capita than any of the other contracting cities included in the comparison. Together, these factors are due to its smaller residential population yet its greater daytime commercial population.

3. **COMPARISON OF LAGUNA HILLS AND CONTRACTED POLICE SERVICES WITH MUNICIPAL POLICE DEPARTMENTS.**

The next phase of the comparative survey is to include cities that do not provide police services through a contract with the Orange County Sheriff's Department or other sheriff in other counties. Within Orange County, they include Brea, Cypress, and Tustin. Outside of the county, our project team selected cities that are comparable to Laguna Hills, including Claremont, Los Gatos, Pacifica, and South Pasadena, all of which are located within the State of California. In cities that operate their own police services, municipal budget documents typically reflect individual costs on a detailed line-item basis, showing each position that is directly supported by municipal funds.

In order to provide an apples-to-apples comparison, each section will correspond to a matching table in the previous chapter.

(1) **Overview.**

Basic background statistics are displayed below for the outside cities included in the comparative city, including a review of those for Laguna Hills, as well as the average for contracting cities within South Orange County:

City	Population	3YR Growth	Area (sq mi)	Median Household Income
Laguna Hills	**30,951**	**2.0%**	**6.7**	**$85,594**
AVG – Contract Cities	57,611	4.9%	13.8	$93,178
Brea	40,330	2.7%	12.1	$82,055
Cypress	48,799	2.0%	6.6	$80,440
Tustin	78,049	3.3%	11.1	$74,011
Claremont	35,457	1.5%	13.4	$80,754
Los Gatos	30,141	2.4%	11.2	$121,933
Pacifica	38,189	2.6%	12.7	$96,014
South Pasadena	25,860	0.9%	3.4	$84,185

• The cities range in population from 25,860 to 78,049, most of which have a median household income within the range of $80,000 to $90,000.

- South Pasadena, Cypress, and Claremont appear to be the most similar to Laguna Hills in a number of demographical areas.

The most significant finding in the table above is the fact that Laguna Hills is more similar to the non-contracting cities both within and outside of Orange County than it is to the contracting cities that are within the County.

(2)   Crime.

The following two tables show Part I crime data for the other cities included in the survey, including Laguna Hills and the average of the OCSD contract cities group:

City	Homicide	Sexual Assault	Robbery	Agg. Assault	Total Violent	Total Per 1,000
Laguna Hills	1	4	12	12	**29**	*0.94*
South Pasadena	0	6	13	8	**27**	*1.04*
AVG – Contract Cities	0	4	15	36	**55**	*1.05*
Pacifica	1	5	9	27	**42**	*1.10*
Claremont	0	5	19	16	**40**	*1.13*
Cypress	0	2	17	37	**56**	1.15
Los Gatos	0	5	6	27	**38**	*1.26*
Tustin	0	11	36	67	**114**	1.46
Brea	0	2	23	49	**74**	1.83

City	Burglary	Larceny / Theft	Auto Theft	Arson	Total Property	Total Per 1,000
AVG – Contract Cities	141	528	34	3	**703**	*13.80*
Pacifica	148	382	48	3	**578**	*15.14*
South Pasadena	118	277	48	6	**443**	*17.13*
Laguna Hills	85	502	33	1	**620**	*20.03*
Cypress	183	771	64	3	**1,018**	*20.86*
Los Gatos	123	464	42	9	**629**	*20.87*
Tustin	240	1,282	131	9	**1,653**	*21.18*
Claremont	227	611	63	7	**901**	*25.41*
Brea	191	1,052	49	1	**1,292**	*32.04*

- Laguna Hills has a lower rate of violent crime per 1,000 than any of the non-contract cities included in the comparison, as well a property crime rate that is close to the non-contract average.

- Compared to OCSD contract cities, however, Laguna Hills has a significantly higher rate of property crime.

Earlier, in detailing the crime rates of OCSD contract cities, Laguna Hills was shown to have a violent crime rate in the middle of the group. However, the table above shows the City at the low end of the range when including other comparable cities.

(3)   Calls for Service.

The following table displays the annual number of community-generated calls for service for each city, excluding all-officer initiated activity:

Category	Community-Generated CFS	CFS Per Capita
South Pasadena	19,754	0.76
Los Gatos	22,390	0.74
Claremont	24,742	0.70
Brea	22,810	0.57
Cypress	22,712	0.47
Pacifica	15,467	0.41
Tustin	23,815	0.31
Laguna Hills	8,693	0.28
AVERAGE – Contract Cities	10,519	0.18

- Cities in Orange County that have their own municipal police department have at higher rates of calls for service per capita than Laguna Hills.

- Cities outside of Orange County all have a significantly higher rate of calls for service than either Laguna Hills or the contract city average.

As with reported major crime data, when compared to non-contract cities as well as contract cities, Laguna Hills per capita workload levels are more 'average'.

(4)   Staffing Levels.

The next two tables display the breakdown of staffing levels for Laguna Hills and other cities contracting to the OCSD compared with those of non-contracting cities:

Position	Laguna Hills	Contract City AVG	Brea	Cypress	Tustin
Chief	0.00	0.00	1.00	1.00	1.00
Captain	0.00	0.00	1.00	0.00	2.00
Commander	0.00	0.00	0.00	3.00	0.00
Lieutenant	1.00	1.00	5.00	0.00	4.00
Sergeant	3.08	4.46	7.00	10.00	18.00
Corporal	0.00	0.00	0.00	0.00	0.00
Officer I / II	19.26	27.28	15.51	41.00	69.00
Cadet	0.00	0.00	0.00	0.00	0.00
CSOs / Parking / PSOs	2.00	3.43	5.51	9.00	16.00
Support and Administrative Staff	3.56	4.97	34.68	14.40	34.00
TOTAL – Sworn Officers	23.33	32.75	*29.51*	*55.00*	*94.00*
TOTAL – Civilian Staff	5.56	8.40	*40.19*	*23.40*	*50.00*
TOTAL PERSONNEL	**28.89**	**41.15**	**69.70**	**78.40**	**144.00**
Sworn Per 1,000	**0.75**	**0.59**	**0.73**	**1.61**	**1.84**
Line Duty Personnel / 1000	**0.79**	**0.61**	**0.94**	**1.23**	**1.32**

Position	Laguna Hills	Contract City AVG	Claremont	Los Gatos	Pacifica	South Pasadena
Chief	0.00	0.00	1.00	1.00	1.00	1.00
Captain	0.00	0.00	1.00	2.00	2.00	2.00
Commander	0.00	0.00	0.00	0.00	0.00	0.00
Lieutenant	1.00	1.00	5.00	0.00	0.00	0.00
Sergeant	3.08	4.46	4.00	6.00	7.00	7.00
Corporal	0.00	0.00	0.00	5.00	6.00	0.00
Officer I / II	19.26	27.28	26.00	25.00	17.00	26.00
Cadet	0.00	0.00	0.00	0.00	0.00	0.00
CSOs / Parking / PSOs	2.00	3.43	1.00	6.00	0.00	0.00
Support and Administrative Staff	3.56	4.97	22.00	13.90	5.00	15.00
TOTAL – Sworn Officers	23.33	32.75	*37.00*	*39.00*	*33.00*	*36.00*
TOTAL – Civilian Staff	5.56	8.40	*23.00*	*19.90*	*5.00*	*15.00*
TOTAL PERSONNEL	**28.89**	**41.15**	**60.00**	**58.90**	**38.00**	**51.00**
Sworn Per 1,000	**0.75**	**0.59**	**1.04**	**1.29**	**0.86**	**1.39**
Line Duty Personnel / 1000	**0.79**	**0.61**	**0.86**	**1.39**	**0.79**	**1.28**

- The use of non-sworn civilian staff in field operations appears to be far more prevalent in the non-contracting cities of Orange County, as evidenced by the "CSOs / Parking / PSOs" row of data in the tables above.

- The lack of upper-hierarchy sworn staff affects the comparison between contract and non-contract cities, as demonstrated by the table above.

- Non-contract cities, both within and outside of Orange County, have an average of 1.12 line duty personnel per 1,000 citizens.

Laguna Hills has far fewer sworn personnel per 1,000 citizens than any of the non-contract cities included in the comparison, although limiting the comparison to line duty personnel per 1,000 citizens narrows this gap considerably.

(5) Cost.

Budgets for police services in each city vary extensively, although as the next table shows, when expressed as a per capita rate this range is relatively smaller.

City	Sworn Per Capita	Total Personnel Expenses	Total Cost of Services	Cost Per Capita
AVG – Contract Cities	0.58	$8,715,921	$9,499,529	$170.76
Laguna Hills	**0.74**	**$6,217,055**	**$6,811,407**	**$220.07**
Brea	0.73	$8,317,026	$9,055,952	$224.55
Pacifica	0.86	$4,448,740	$8,753,890	$229.23
Claremont	1.04	$4,448,740	$8,753,890	$246.89
South Pasadena	1.39	$5,927,064	$6,777,355	$262.08
Tustin	1.20	$20,906,700	$23,342,720	$299.08
Cypress	1.13	$11,504,797	$14,977,599	$306.92
Los Gatos	1.29	$10,871,484	$13,492,116	$447.63

- The average cost per capita of the seven non-contract cities is about $288.05– approximately 30.9% greater than the cost per capita of Laguna Hills.

- This is balanced by the fact that sworn per capita numbers for OCSD contract cities, including Laguna Hills, have far fewer sworn police officers per capita (including sworn administrative staff) than the other cities, especially when compared to the non-contract cities within Orange County.

Compared with non-contract cities in Orange County, it is notable that both Laguna Hills and other contract cities appear to pay markedly less for police services on a per capita basis.

(6)   Arterial Highway Miles.

The following table displays the non-state arterial miles totals for non-contract cities within Orange County, relative to the corresponding figures for Laguna Hills, as well as the OCSD contract city average:

City Maintained Arterial Highway Miles (2010 – 2013)

City	2010	2011	2012	2013	4YR Change
Laguna Hills	19.53	–	19.53	20.82	6.6%
AVG – Contract Cities	26.41		26.41	26.69	1.1%
Brea	20.58	–	20.58	20.57	0.0%
Cypress	24.83	–	24.95	24.95	0.5%
Tustin	36.26	–	38.56	38.56	6.4%

• The average total for non-contract cities is slightly higher than the OCSD contract city average, although not by a significant margin.

• Only Tustin has significantly more arterial miles of road.

A non-traditional comparative measure was developed based on this information – the number of sworn personnel per mile of arterial. While there are many analytical problems with this measure (e.g., it ignores other patrolled miles of road, it is more than road patrol deputies / officers, etc.) it is interesting to note that contract cities as a whole have far fewer sworn personnel per arterial road mile but that Laguna Hills is at the low end for contract cities.

Position	Laguna Hills	Contract City AVG	Brea	Cypress	Tustin
Total Sworn Officers	23.33	32.75	29.51	55.00	94.00
Sworn / Miles of Arterial	1.12	1.23	1.43	2.20	2.44

(7)   Conclusion.

The charts and analysis contained in the previous group of sections demonstrate several key findings relating to the level and cost of service provided by the Orange County Sheriff's Department. Among cities that were included in the survey, those that have formed their own police department spend more per year on police services than those that have contracted these functions out to the county. Additional findings include, for example, that non-contract cities tend to rely more on non-sworn civilian staff to respond to low-priority calls and provide certain specialty services, such as parking enforcement.

4.   OVERALL CONCLUSION.

In comparing the data between contract cities within South Orange County and those that either provide their own police services or are outside of the county, it is evident that Laguna Hills pays more capita than many of the other cities contracting to the Orange County Sheriff's Department. However, it is also clear that the Laguna Hills generally pays less per capita than comparable cities that do not contract their police services to the OCSD.

APPENDIX B – SUMMARY OF THE SURVEY OF RESIDENTS REGARDING POLICE SERVICES

As part of this study for the City of Laguna Hills, the project team conducted a community survey of the police services provided by the Orange County Sheriff's Department. Citizens were able to access the survey on SurveyMonkey.com through a link provided in the Orange County Register. The survey, which was anonymous, began by asking respondents to identify how long they have lived in the community, if they had been in contact with the Orange County Sheriff's Department within the last year, and whether or not this contact, if applicable, had been the result of a traffic stop. Following these introductory questions were a number of multiple choice questions which prompted respondents to rate a series of statements according to one of the following selections:

• Strongly Agree

• Agree

• Neutral

• Disagree

• Strongly Disagree

• No Response

The final section asked respondents to identify any specific concerns, as well as provided the opportunity for respondents to add any comments or clarification to any of their answers throughout the survey.
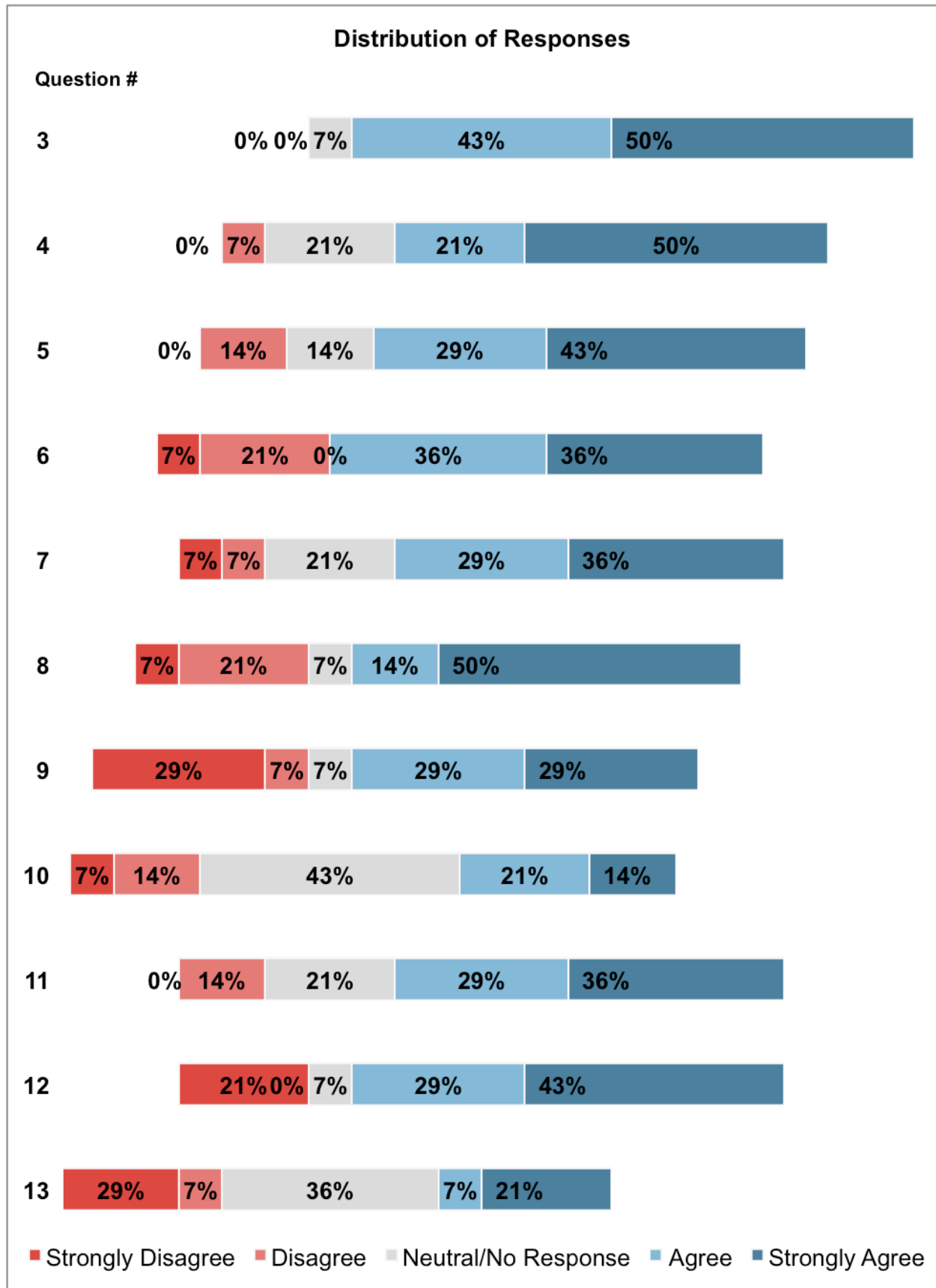
1.   RESULTS OF THE COMMUNITY SURVEY.

Overall, a total of 14 individuals completed the survey– one respondent was eliminated from the results that had only responded to the first two background questions, answering none of the questions in the main sections. Of these 14 respondents, the average length of time they have spent in the community was approximately 15.3 years. About 69.2% of respondents have had contact with the Sheriff's staff in Laguna Hills within the last year; one-fifth reported that this contact was related to a traffic stop.

(2)   Multiple-Choice Questions

The following table displays the response totals for each of the eleven multiple-choice questions contained in the survey:

#	Statement	SD	D	N	A	SA	NR	TOTAL
3	**I feel safe in Laguna Hills.**	0	0	1	6	7	0	**14**
4	**The Sheriff's Department provides high levels of law enforcement service to Laguna Hills.**	0	1	3	3	7	0	**14**
5	**The level of law enforcement provided by the Sheriff's Department improves the quality of life in Laguna Hills.**	0	2	2	4	6	0	**14**
6	**Residents and merchants have a high opinion of what the Sheriff's Department does in the City.**	1	3	0	5	5	0	**14**
7	**Sheriff's Department staff are responsive to our law enforcement needs.**	1	1	3	4	5	0	**14**
8	**The Sheriff's Department does a good job anticipating service needs.**	1	3	0	2	7	1	**14**
9	**Sheriff's Department staff effectively communicate with the community.**	4	1	1	4	4	0	**14**
10	**Crime prevention programs in Laguna Hills are effective.**	1	2	6	3	2	0	**14**
11	**Deputies are prompt in responding to incidents in the community.**	0	2	3	4	5	0	**14**
12	**Deputies are approachable / easy to talk to.**	3	0	1	4	6	0	**14**
13	**Contract law enforcement is cost effective for our City.**	4	1	3	1	3	2	**14**

Distribution of Responses

Question #

Question #	Strongly Disagree	Disagree	Neutral/No Response	Agree	Strongly Agree
3	0%	0%	7%	43%	50%
4	0%	7%	21%	21%	50%
5	0%	14%	14%	29%	43%
6	7%	21%	0%	36%	36%
7	7%	7%	21%	29%	36%
8	7%	21%	7%	14%	50%
9	29%	7%	7%	29%	29%
10	7%	14%	43%	21%	14%
11	0%	14%	21%	29%	36%
12	21%	0%	7%	29%	43%
13	29%	7%	36%	7%	21%

■ Strongly Disagree ■ Disagree ■ Neutral/No Response ■ Agree ■ Strongly Agree

•   Although survey respondents were prompted with a scale from 'Strongly Agree' to 'Strongly Disagree', we have flipped the order for the sake of simplicity.

•   Responses to multiple-choice questions were largely positive, with no question receiving a majority of ratings falling under either 'Disagree' or 'Strongly Disagree'.

•   The most well-received statement was the first multiple-choice question, where about 92.9% of respondents indicating that they feel safe in their community (by selecting either 'Agree' or 'Strongly Agree').

•   When asked to rate the effectiveness of the crime prevention programs in their community, approximately 42.9% of survey respondents selected 'Neutral' or 'No Response', indicating that they may not have knowledge that these programs exist.

•   The statement receiving the most negative response focuses on communication with the community, with about 35.7% of respondents selecting either 'Strongly Disagree' or 'Disagree'.

Overall, the pattern of responses to the multiple-choice questions indicates a high level of satisfaction and confidence with the police services provided by the Orange County Sheriff's Department.

(3) Open-Ended Responses.

When respondents were asked to identify any specific crime types or services that concerned them, respondents selected the following:

Specific Concern	#	%
Other	8	**57.1%**
Speeding on Residential Streets	7	**50.0%**
Burglary	4	**28.6%**
Graffiti	4	**28.6%**
Violent Crime	3	**21.4%**
Traffic Collision	2	**14.3%**

•   It is interesting that although half of all respondents identified speeding on residential streets was a primary concern, they did not feel the same way for

traffic collisions, for which only about 14.3% of respondents selected as a concern.

• Among the options presented, violent crime types combine for a total of only 7 selections– or approximately 50.0% of respondents.

Respondents were asked to clarify their answer if they had marked one of their selections as "Other", generating a wide variety of different concerns. These included the following:

• Code enforcement

• Homeless persons, specifically in and around the community center

• Vehicles parked indefinitely on residential streets

• Traffic around schools

• Unnecessary force being applied by officers

• Excessive responses to calls (in terms of the number of units responding)

• Illegal squatting

• Double standard of officers regarding traffic violations

• Drug sales at the skate park

Overall, the only specific concern mentioned more than once by respondents related to the number and conduct of the city's homeless population. Although the responses do not focus around a certain area of concerns.

2. CONCLUSION

Throughout the community survey, respondents brought up a variety of issues that relate to a wide range of topics. Although not without exception, the input was largely positive towards the services provided to Laguna Hills by the Orange County Sheriff's Department.

It is important to note that the results of the survey are not intended to be considered findings or recommendations, but solely a reflection of the attitudes of a small sample of individuals within the community.

CITY OF LAGUNA HILLS, CALIFORNIA
Review of Police Services

APPENDIX C – SUMMARY OF THE COMMUNITY FOCUS GROUP

As part this contract review project a Community Focus Group meeting was held at City Hall on February 12, 2014. A total of 16 people attended the meeting. Residents were provided a summary of the project and asked to provide their comments regarding the questions and any other related issues, concerns, perceptions and suggestions for improvement.

1. Focus Group Questions.

The residents were asked the following questions:

- their perceptions of crime and safety in the community

- their perceptions about the services provided by the Sheriff's Department

- if they have had contact with members of the Sheriff's Department and, if so, did they believe quality services were provided

- opportunities for improvement of the policing services provided by the OCSD

2. Residents Concerns Expressed.

There was a lot of discussion from one person regarding concerns about drug usage and probably drug sales activity in the Aliso Meadows apartment complex. This includes high school students coming down the hill from the HS, smoking and possibly using drugs and then going back up the hill to the High School. More help is needed from OCSD to try and reduce this problem.

Several other specific issues of concern were recent the burglaries in the Moulton Ranch area, the need for OCD to address parking enforcement and abandoned

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Matrix Consulting Group   *Page 99*

vehicles in the Indian Creek area and a desire for additional enforcement of the traffic laws in the Nellie Gale and Gallet Park areas.

3.   Communication Improvements Desired.

The OCSD has been responsive when citizens have called but they would like more communication from the City and OCSD regarding crime in the community, both crime trends and general information about what the OCSD is doing about it.   An example of the type of increased communication desired is when a registered sexual offender moves into the neighborhood they would like to be notified, subject to legal restrictions.

Most participants expressed that they are looking for the City and OCSD to mobilize the community (be the catalyst), establish a direction of what should be accomplished and inform/coordinate with residents on how they can become more involved in solving some of these issues. Several residents said they thought the use of volunteers is one approach.

Overall most people believe that they should be provided more information about police related services and safety related issues (however, at least two people were not aware that the City distributes a quarterly newsletter to each dwelling).

APPENDIX D – PROFILE OF OCSD POLICE SERVICES IN LAGUNA HILLS

This descriptive profile of the Laguna Hills Police Department provides information regarding the current organization and police services provided to the City of Laguna Hills by the Orange County Sheriff's Department.

The City has a total of 28 sworn and civilian positions directly funded by the City of Laguna Hills. There are additional OCSD staff positions partially funded by Laguna Hills that provide additional services (e.g. traffic accident investigation, administrative oversight) that are not listed in the table below. The authorized positions are:

	Lt. (Chief)	Sergeant	Deputy	CSO[18]	CPS[19]
Office of the Chief	1	1			1
Patrol		2[20]	12	2	
Traffic Units (Motorcycles)			3		
Special Enforcement Team & Directed Enforcement Team			3		
School Resources Deputy			1		
Investigations			2		
Total (28)	**1**	**3**	**21**	**2**	**1**

The table on the following pages provides a summary of the primary roles and responsibilities of the full time OCSD personnel that provide police services in the City of Laguna Hills.

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[18] Community Service Officer (civilian position)
[19] Crime Prevention Specialist (civilian position)
[20] Two additional Sergeant positions are funded by Aliso Viejo for a total of four Sergeants assigned to patrol services; they supervise all the Deputies assigned to Laguna Hills, Aliso Viejo and Laguna Woods.

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Office of the Chief	Chief (Lieutenant)	1	• Provides the overall leadership, guidance, management and administration of personnel and police services for the City. • Oversees and coordinates all police services in the City to meet objectives set by the City Manager and Council. • Closely works with the City Manager to meet the provisions of the contract with the Sheriff's Office. • Attends Council meetings and other special meetings and City events, safety fairs during the week and on weekends. • Implements Department policies, procedures, goals and objectives. • Supervises the Administrative Sergeant and Patrol Sergeants. • Develops and maintains good working relationships with other managers in the City and peers in the regional and state law enforcement community. • Develops and maintains good working relationships with local business leaders, community leaders and school officials. • Attends special events • Performs routine administrative functions in the day to day management of the Department. • Works dayshift hours Monday-Thursday but is available 24/7 and responds to emergency incidents as necessary.
Office of the Chief	Administrative Sergeant	1	• Provides assistance to the Lieutenant on all matters relating to the Laguna Hills police services. • Supervises the Crime Prevention Specialist. • Reviews daily calls for service, issues and patrol scheduling to ensure appropriate street staffing. • Performs a variety of routine administrative tasks, including editing of the daily blotter, ensures outstanding crime reports are completed, timecard and financial accounting for OT, maintenance of LHPD personnel files and evaluations, vacation scheduling, vehicle mileage report, ordering equipment. • Processes/logs businesses licenses and massage parlor licenses and submits them to the LH clerk. • Attends meetings, e.g. County taxicab committee, City risk management, OSHA, United Way giving campaign. • Special event coordination for Memorial Day ½ marathon and July 4 festivities. • Coordinates LH Deputies' attendance at in-service training classes. • Conducts tow hearings for impounded vehicles. • Other special projects as assigned. • Works dayshift hours Tuesday-Friday.

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Office of the Chief	Crime Prevention Specialist	1	• This civilian position provides a variety of police related services to the LHPD and community. • Neighborhood Watch – there are about 10 active groups in LH and she provides them requested information, annual scheduling of training, etc. Assists new groups to form and conducts meetings. • Coordinates the Community Emergency Preparedness Academy – an annual program that typically trains 35-40 Laguna Hills residents on a variety of emergency preparedness classes; 3 hour classes one night a week for 8 weeks • Other duties include assisting the SRO at school events/talks (e.g. Officer Friendly), the July 4 information booth, National Night Out, updating the OCSD virtual briefing for personnel, assists in monthly statistical reporting to Lt and Sergeants. • Works 10 ½ hour dayshift Mon-Thurs.
Patrol	Sergeant (two additional Sergeants funded by Aliso Viejo)	2	• Serves as the shift supervisor during the work shift; ensures there is adequate staffing to handle calls in the field and dispatch center. • Responsible for and supervises the Deputies working in Laguna Hills, Aliso Viejo and Laguna Woods during their shift, ensure field resources are being utilized properly to address problems in the City. • Responds to major incidents and coordinates field responses as appropriate. • Keeps the Watch Commander (a shift Lieutenant on duty 24/7 in the County) and the Laguna Hills Police Chief informed of significant or newsworthy incidents. • Reviews written work and reports of Deputies. • Conducts annual performance reviews. • Trains, counsels, mentors and audits employees' performance; takes corrective or disciplinary action as necessary. • Receives and handles complaints from members of the public.

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Patrol	Deputy	14	• Respond to all calls for service in the city, including crimes against persons, property crimes, domestic disputes, traffic collisions, disturbances. • Provide direct field enforcement of all applicable laws and ordinances. • Write reports; conduct preliminary investigations of crime, conducts follow-up investigations as appropriate, book prisoners, transport prisoners. • Engage in neighborhood patrols, directed patrol, traffic enforcement and other proactive activities to reduce and prevent crime. • Respond to questions, concerns and requests from the general public and provides information and problem resolution as necessary. • Identify and address both criminal and quality of life issues on their beat. Special Enforcement Team • Two Deputies are assigned to this unit whose primary duties are to provide directed proactive patrol in LH that focuses on neighborhood disturbance calls, graffiti and addressing recent crime trends; provides back-up to patrol units when needed. • This unit also serves warrants of known criminals, conducts probation checks and other special projects. • Work 12 ½ hour shifts Thursday – Saturday and every other Wednesday.
Patrol - Directed Enforcement Team (DET)	Deputy	1	• Assigned to the DET which is a regional task force in Southern Orange County; it is comprised of 1 Sergeant, 1 Investigator and 9 Deputies (1 Deputy from each contract City) and a Probation Officer. • This unit reactively and proactively responds to crimes and crime trends that may be occurring in the area; includes surveillance activities to apprehend offenders, parole and probation visits/searches (including Post Release Community Supervision), serving arrest warrants and search warrants. • The DET Deputy maintains a close working relationship with the Laguna Hills Detectives who refer cases needing follow-up to the DET Deputy, who will bring these cases to the Team and work as a group to try and solve the crimes; e.g. a series of burglaries that needed surveillance to identify the suspects and search warrants to obtain evidence.

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Patrol	Motor Deputies	3	• Assigned primarily to enforce traffic laws. • May be assigned to investigates traffic accidents, hit & run accident investigations and major injury accidents. • Assigned to investigate traffic related complaints made by members of the public; provides targeted enforcement. • Work 10 ½ hour shifts to provide coverage from 0630-2000 hours M-F.
Patrol	Community Services Officer	2	• Civilian positions that provide uniform field services for low risk calls for service and proactive activities. • Primary duties include investigation of traffic accidents (both property damage and injury accidents), parking violations, vehicle registration violations, abandoned vehicle processing and abatements, including the paperwork for the Orange County Traffic Authority vehicle abatement program. • Assists patrol Deputies as needed to tow vehicles. • Work 10 ½ hour shifts to provide day and evening coverage 7 days a week (Wed-Sat no coverage before 1330 and Sun-Tues no coverage after 1700).
School Resources	Deputy	1	• Assigned to provide coverage for the high school and 3 elementary schools in LH; spends most of his time at or near the schools; this includes traffic related issues during morning drop-offs at the elementary schools. • Provides positive police presence at the schools; handles calls for service and other incidents. • Make presentations to the health classes routinely and other classroom presentations as requested. • Provides security for school dances, sporting activities and other events. • Conducts active shooter training for Saddleback School District schools (1 hour presentation). • Regularly works with the school personnel to answer questions, provide information. • Works with parent/teacher groups and social service agencies on various parenting projects and classes. • Drug Liaison Officer (DLO) – one in each city; partners with social service agencies in giving a drug awareness talk when requested (about 6 times per year). • Assists on patrol when they are short staffed (estimated at 3-4 times a month). • Works 10 ½ hour dayshift Tues-Fri.

Division / Function	Classification and Authorized Staffing		Key Roles and Responsibilities
Investigations	Investigator	2	• Conduct follow-up investigations for all assigned cases, both person crimes and property crimes, including: robbery, burglary, rape, sexual assaults, missing persons, larceny and frauds, and other crimes that may occur in Laguna Hills that require follow-up investigation. • Coordinate with Patrol Deputies as necessary to complete crime reports and investigations. • Detectives are subject to call-out as needed.
Total Positions		28	

In total, Laguna Hills's police services has a total of 28 budgeted "Full Time Equivalent" positions – 25 sworn and 3 civilian positions.

APPENDIX E – SUPPLEMENTAL CALL FOR SERVICE DATA

The following sections present detailed information that supplements subject areas evaluated in the main body of the report.

1. DETAILS ON CALLS FOR SERVICE – TIME SPENT ON CALLS, PATROL AREA AND PRIORITY TYPE.

The following table provides a comparison of the total number of calls occurring in the four Laguna Hills patrol areas– excluding calls where the patrol area is unknown– organized by priority level:

CFS by Patrol Area and Priority Level

Patrol Area	Priority 1	Priority 2	Priority 3	Priority 4	Total	%
45	35	663	722	58	**1,478**	17.1%
46	52	968	1,054	73	**2,147**	24.9%
47	59	545	1,019	125	**1,748**	20.3%
48	91	1,191	1,834	144	**3,260**	37.8%
Total	**237**	**3,367**	**4,629**	**400**	**8,633**	**100.0%**
%	2.8%	39.0%	53.6%	4.6%	100.0%	–
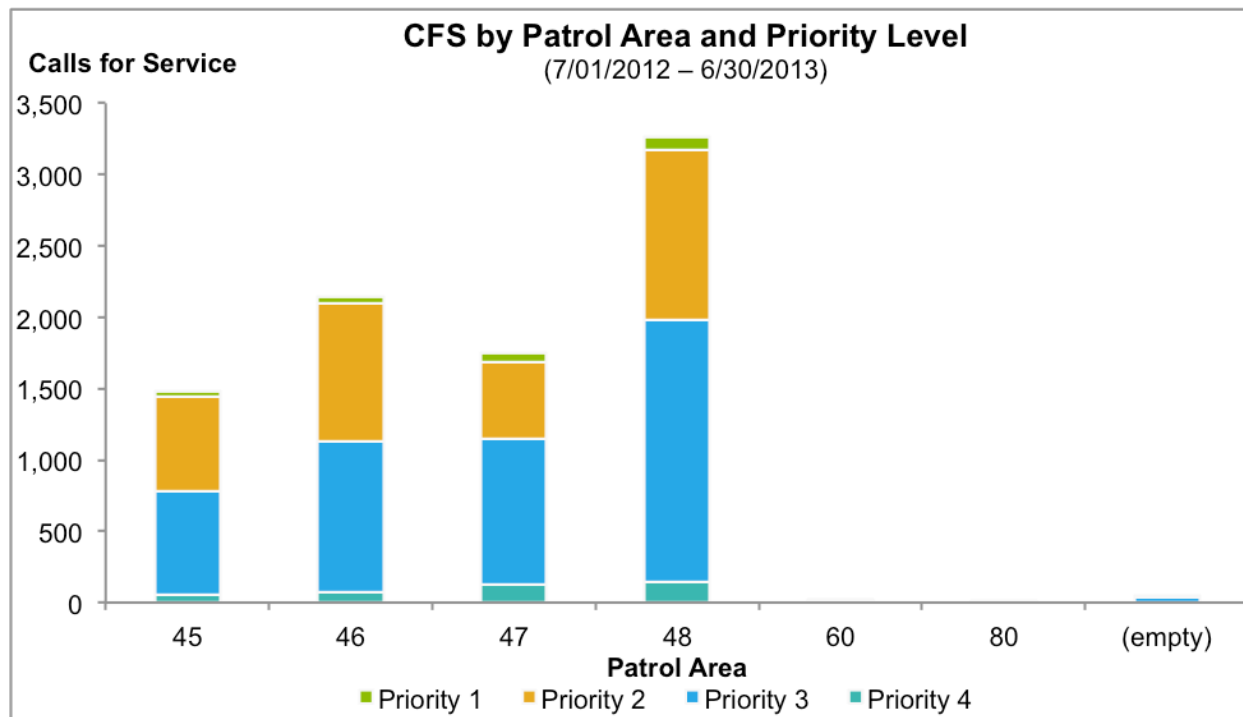
- One of the most noticeable differences among patrol areas illustrated in the graph above is the markedly smaller proportion of higher priority calls in Patrol Area 47 than in the other three areas.

- While Patrol Area 48 has the greatest number of calls in the group, its distribution of call priority levels is not significantly different in contrast to the other areas.

The data also points to inequality in total activity between the four sectors. Patrol Area 45, for instance, has less than half the number of calls for service per year than in Patrol Area 48.

(1)   CFS Unit Response Distribution by Priority Level.

The next table compares the number of units dispatched to a given call with the priority level the call had been given at dispatch. It should be noted that the total number of units dispatched for a given call includes the primary responding unit and any CSO units involved in the response.

CFS Unit Response Distribution by Priority Level

# of Units	Priority 1	Priority 2	Priority 3	Priority 4	Total
1	14	1,366	2,788	337	**4,505**
2	66	1,452	1,492	64	**3,074**
3	72	409	276	0	**757**
4	34	87	63	1	**185**
≥ 5	52	64	52	2	**170**

- As displayed in the table above, as the priority level of the call is advanced, additional units tend to be dispatched.

- Additionally, the data also shows a significant number of outliers in the response patterns for each priority level, with an almost equal amount of incidents in which at least 5 units were dispatch for priority 1, 2, and 3 CFS.

Variation in call type, geography, the number of available nearby staff and the development of events after the call is dispatched are only a few of the factors driving the number of units that are eventually dispatched to a call.

(2)   Variations in the Handling Time of Calls for Service.

The table below shows the distribution of the overall call handling times into a series of time ranges.

Distribution of Primary Unit Handling Time

Time Range (min)	# of Incidents	% of Total
0	2	0.0%
≤ 5	471	5.4%
≤ 10	644	7.4%
≤ 15	1,053	12.1%
≤ 20	1,113	12.8%
≤ 25	941	10.8%
≤ 30	810	9.3%
≤ 35	607	7.0%
≤ 40	459	5.3%
≤ 45	408	4.7%
≤ 50	326	3.8%

Time Range (min)	# of Incidents	% of Total
≤ 55	268	3.1%
≤ 60	223	2.6%
≤ 65	201	2.3%
≤ 70	170	2.0%
≤ 75	125	1.4%
≤ 80	105	1.2%
≤ 85	82	0.9%
≤ 90	70	0.8%
≤ 95	45	0.5%
≤ 100	60	0.7%
≤ 105	29	0.3%
≤ 110	36	0.4%
≤ 115	42	0.5%
≤ 120	38	0.4%
> 120	364	4.2%
TOTAL	8,692	100.0%

Distribution of Primary Unit Handling Time (7/01/2012 – 6/30/2013)
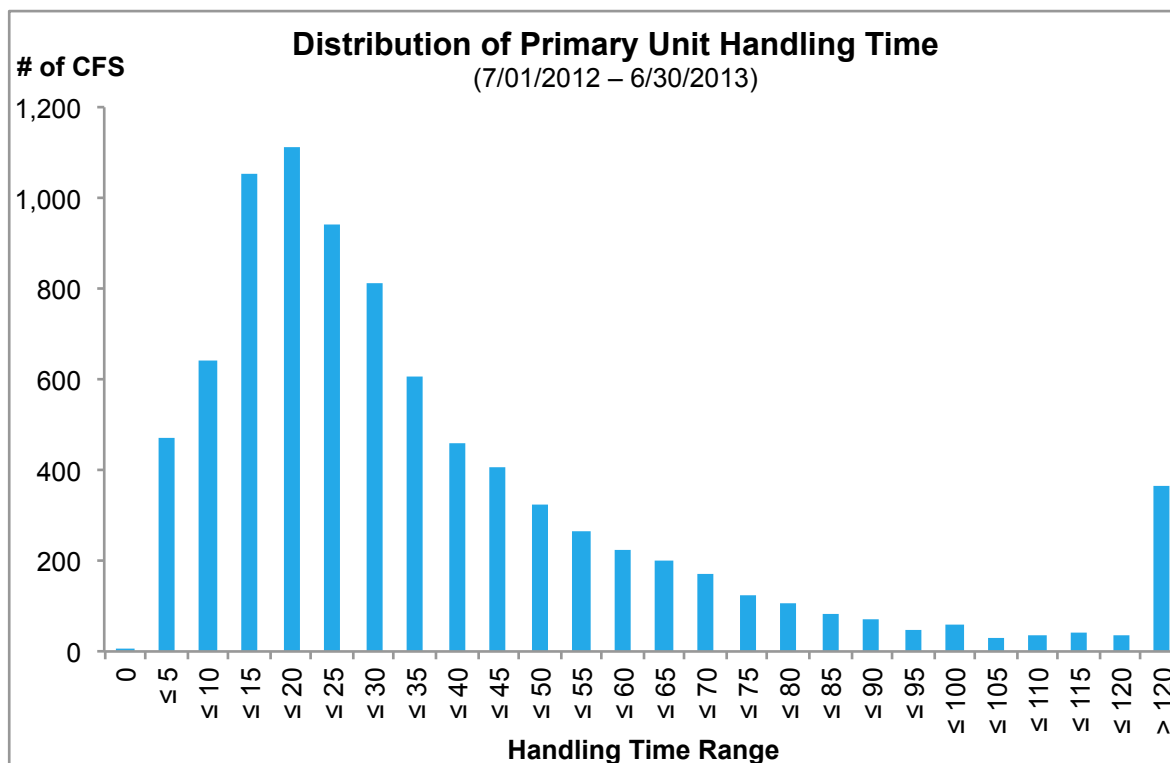
- Each category on the horizontal axis of the graph represents the minimum end of a range, with the category directly right corresponding to the range's maximum.

•   Values within the last category of the horizontal axis include all handling times above 2 hours.

•   As call duration increases, CFS totals for each 5 minute interval appear to decrease at a nearly regular rate throughout.

As shown previously in this report the overall average handling time for the primary unit to respond to and handle a community generated call for service is approximately 38.2 minutes. As the graph above demonstrates, however, a significant portion of patrol workload is handled in significantly less time.

2.   DEPUTY INITIATED ACTIVITY.

The following table shows the day of week and hour of day for these incidents recorded in the CAD system.

Self Initiated Incidents

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	TOTAL
0000	14	4	8	3	11	8	16	**64**
0100	7	3	2	1	8	4	18	**43**
0200	5	6	1	3	3	4	7	**29**
0300	5	3	0	2	2	2	8	**22**
0400	2	2	0	0	1	0	1	**6**
0500	1	0	1	2	2	1	3	**10**
0600	7	7	3	5	10	8	9	**49**
0700	6	10	11	12	5	12	8	**64**
0800	11	8	8	20	16	10	9	**82**
0900	8	7	15	17	23	14	15	**99**
1000	7	20	28	16	19	16	11	**117**
1100	8	9	18	22	26	15	10	**108**
1200	8	17	16	16	9	13	9	**88**
1300	8	12	12	7	22	14	16	**91**
1400	5	9	23	10	33	16	14	**110**
1500	5	11	17	16	22	21	14	**106**
1600	6	12	15	17	23	24	11	**108**
1700	3	10	5	9	23	15	13	**78**
1800	8	14	6	14	17	19	11	**89**
1900	3	3	4	10	16	15	16	**67**
2000	4	10	9	13	21	33	17	**107**
2100	8	12	7	12	26	36	21	**122**
2200	12	8	10	20	22	34	24	**130**
2300	10	12	8	14	17	20	22	**103**
TOTAL	**161**	**209**	**227**	**261**	**377**	**354**	**303**	**1,892**

The following table shows the most frequent types of Deputy Initiated incidents documented in the CAD system.

Distribution of SI Incident Types (Minimum: 75 Calls)

Incident Category	Other / Unidentified	CSO Units	Patrol Units	TOTAL
459A - BURGLARY ALARM-AUDIBLE	50	1	1,180	**1,231**
415 – DISTURBANCE	28		681	**709**
925 - SUSPICIOUS PERSON/CIRCS	21	2	662	**685**
415E - DISTURBANCE-MUSIC OR PARTY	12		430	**442**
902T - TRAFFIC ACCIDENT-NON INJURY	67	207	152	**426**
AOA - ASSIST OUTSIDE AGENCY	21	10	284	**315**
ASST - CITIZEN ASSIST	10	5	286	**301**
909T - TRAFFIC HAZARD	31	104	155	**290**
WLFR - WELFARE CHECK	15		237	**252**
459R - BURGLARY REPORT	3		244	**247**
488R - PETTY THEFT REPORT			232	**232**
917A - ABANDONED VEHICLE	29	122	63	**214**
925C - SUSPICIOUS PERSON IN VEH	3		191	**194**
586 - ILLEGAL PARKED VEHICLE	16	87	85	**188**
927H - 9-1-1 HANGUP	9		176	**185**
919 - KEEP THE PEACE	4		165	**169**
INFO - INFORMATION REPORT	3	2	138	**143**
594R - VANDALISM REPORT	4		132	**136**
FWUP - FOLLOW UP REPORT	2	3	97	**102**
502 - DRUNK DRIVING	8	4	86	**98**
901T - TRAFFIC ACCIDENT-INJURIES	21	49	25	**95**
488 - PETTY THEFT	2		90	**92**
211S - ROBBERY ALARM-SILENT	2		85	**87**
505A - RECKLESS DRIVING	8		70	**78**
530.5 - ID THEFT	3		74	**77**
503 - STOLEN VEHICLE	1		75	**76**

As mentioned in the main report, it is highly likely that these 1,892 incidents are included in the Activity Logs and therefore are duplicate records. The calculations for the number of Deputy initiated events was obtained from the Daily Activity Logs completed by Deputies.