

Report to the Contra Costa Local Agency Formation Commission

Municipal Service Review: Law Enforcement Services

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September 7, 2011*



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Acronyms and Glossary

Acronyms

<i>AB</i>	<i>Assembly Bill</i>
<i>ABAG</i>	<i>Association of Bay Area Governments</i>
<i>AI</i>	<i>Internal Affairs</i>
<i>ATF</i>	<i>Bureau of Alcohol, Tobacco, Firearms and Explosives</i>
<i>ATV</i>	<i>All-terrain vehicle</i>
<i>AV</i>	<i>Assessed valuation</i>
<i>AVL</i>	<i>Automatic Vehicle Locator</i>
<i>BART</i>	<i>San Francisco Bay Area Rapid Transit District</i>
<i>BOE</i>	<i>State Board of Equalization</i>
<i>BOS</i>	<i>Contra Costa County Board of Supervisors</i>
<i>CAB</i>	<i>Centralized Administrative Base Fund</i>
<i>CAD</i>	<i>Computer Aided Dispatch</i>
<i>CAFR</i>	<i>Comprehensive Annual Financial Report</i>
<i>CALEA</i>	<i>Commission on Accreditation of Law Enforcement Agencies</i>
<i>CAT</i>	<i>Community Action Team</i>
<i>CCCNET</i>	<i>Central Contra Costa Narcotic Enforcement Team</i>
<i>CCCSO</i>	<i>Contra Costa County Sheriff's Office</i>
<i>CCMRMIA</i>	<i>Contra Costa Municipal Risk Management Insurance Authority</i>
<i>CCTV</i>	<i>Closed circuit television</i>
<i>CDP</i>	<i>Census Designated Place</i>
<i>CEQA</i>	<i>California Environmental Quality Act</i>
<i>CERT</i>	<i>Community Emergency Response Team</i>
<i>CFD</i>	<i>Community Facilities District</i>
<i>CHP</i>	<i>California Highway Patrol</i>
<i>CIP</i>	<i>Capital Improvement Plan</i>
<i>CIT</i>	<i>Crisis Intervention Training</i>
<i>CJPRMA</i>	<i>California Joint Powers Risk Management Authority</i>
<i>CKH Act</i>	<i>Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000</i>
<i>CNWS</i>	<i>Concord Naval Weapons Station</i>
<i>COPPS</i>	<i>California Citizen's Option for Police Programs</i>
<i>COPS</i>	<i>Citizens Option for Public Safety</i>
<i>COPS</i>	<i>Community Oriented Policing Services (in the City of Martinez)</i>
<i>CPD</i>	<i>Concord Police Department</i>
<i>CPSU</i>	<i>Community Preservation and Safety Unit</i>
<i>CPTED</i>	<i>Crime Prevention through Environmental Design</i>
<i>CRO</i>	<i>Community Resource Officer</i>
<i>CSA</i>	<i>County Service Area</i>
<i>CSAC-EIA</i>	<i>California State Association of Counties-Excess Insurance Authority</i>
<i>CSD</i>	<i>Community Services District</i>
<i>CSO</i>	<i>Community Service Officer</i>
<i>CSUEB</i>	<i>California State University, East Bay</i>
<i>CY</i>	<i>Calendar Year</i>
<i>DARE</i>	<i>Drug Abuse Resistance Education</i>
<i>DA</i>	<i>District Attorney</i>

<i>DFG</i>	<i>California Department of Fish and Game</i>
<i>DIF</i>	<i>Development Impact Fee</i>
<i>DOJ</i>	<i>California Department of Justice</i>
<i>DUI</i>	<i>Driving under the influence</i>
<i>EBRCS</i>	<i>East Bay Regional Communication System Authority</i>
<i>EBRPD</i>	<i>East Bay Regional Park District</i>
<i>EOC</i>	<i>Emergency Operations Center</i>
<i>FTE</i>	<i>Full Time Equivalent</i>
<i>FY</i>	<i>Fiscal Year</i>
<i>GIS</i>	<i>Geographic Information Systems</i>
<i>IA</i>	<i>Internal Affairs</i>
<i>ICAC</i>	<i>Internet Crimes Against Children</i>
<i>ICS</i>	<i>Incident Command System</i>
<i>JAG</i>	<i>Edward Memorial Justice Assistance Grant</i>
<i>JPA</i>	<i>Joint Powers Authority</i>
<i>KPP&CSD</i>	<i>Kensington Police Protection and Community Services District</i>
<i>LAFCO</i>	<i>Local Agency Formation Commission</i>
<i>MAC</i>	<i>Municipal Advisory Council</i>
<i>MAMFF</i>	<i>Mutual Aid Mobile Field Force</i>
<i>MCDF</i>	<i>Marsh Creek Detention Facility</i>
<i>MDF</i>	<i>Martinez Detention Facility</i>
<i>MOTC</i>	<i>Military Ocean Terminal at Concord</i>
<i>MOU</i>	<i>Memorandum of Understanding</i>
<i>MPA</i>	<i>Municipal Pooling Authority</i>
<i>MPANC</i>	<i>Municipal Pooling Authority of Northern California</i>
<i>MSR</i>	<i>Municipal Service Review</i>
<i>NA</i>	<i>Not applicable</i>
<i>NCCCTF</i>	<i>Northern California Computer Crimes Task Force</i>
<i>NP</i>	<i>Not provided</i>
<i>NPA</i>	<i>Neighborhood Policing Areas</i>
<i>NTMP</i>	<i>Neighborhood Traffic Management Program</i>
<i>PAL</i>	<i>Police Activities League</i>
<i>PD</i>	<i>Police Department</i>
<i>PERS</i>	<i>Public Employees' Retirement System</i>
<i>PHPD</i>	<i>Pleasant Hill Police Department</i>
<i>PIO</i>	<i>Public Information Officer</i>
<i>POST</i>	<i>Police Officers Standards and Training</i>
<i>PSAP</i>	<i>Public Safety Answering Point</i>
<i>RDA</i>	<i>Redevelopment Agency</i>
<i>RMIS</i>	<i>Risk Management Information System</i>
<i>RMS</i>	<i>Records Management System</i>
<i>RPAL</i>	<i>Richmond Police Activities League</i>
<i>RZ</i>	<i>Reporting zones</i>
<i>SEA</i>	<i>Special Entry and Apprehension</i>
<i>SLESF</i>	<i>Supplemental Law Enforcement Service Funds</i>
<i>SO</i>	<i>Contra Costa County Sheriff's Office</i>
<i>SOI</i>	<i>Sphere of influence</i>
<i>SRO</i>	<i>School Resource Officer</i>
<i>SWAT</i>	<i>Special Weapons and Tactics</i>
<i>TK</i>	<i>To come</i>
<i>TRA</i>	<i>Tax Rate Area</i>

<i>TSAC</i>	<i>Traffic Safety Advisory Committee</i>
<i>UC</i>	<i>University of California</i>
<i>UCR</i>	<i>Uniform Crime Reporting Program</i>
<i>ULL</i>	<i>Countywide Urban Limit Line</i>
<i>USD</i>	<i>Unified School District</i>
<i>VINE</i>	<i>State Victim Notification Service</i>
<i>VIPS</i>	<i>Volunteers in Police Service</i>
<i>VSET</i>	<i>Vehicle Theft Suppression Enforcement Team</i>
<i>WCDF</i>	<i>West County Detention Facility</i>
<i>WCPD</i>	<i>Walnut Creek Police Department</i>
<i>WestNET</i>	<i>West Contra Costa County Narcotic Enforcement Team</i>
<i>YANA</i>	<i>You Are Not Alone Program</i>
<i>YES</i>	<i>Youth Education Services</i>

Glossary

Violent Crimes

Homicide, forcible rape, aggravated assault, and robbery.

Property Crimes

Burglary, motor vehicle theft, and larceny-theft over \$400.

Cleared Crimes

An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Calls for service response categories:

Priority 1

Emergency call which requires immediate response and there is reason to believe that an immediate threat to life exists.

Priority 2

Emergency call which requires immediate response and there exists an immediate and substantial risk of major property loss or damage.

Priority 3

Crimes in progress that require an immediate response but present no significant threat of serious physical injury or major property damage or any active incident or activity that could be classified as a possible crime or potential threat to life or property.

Police Complaint Disposition categories:

Unfounded

When the investigation discloses that the alleged act(s) did not occur or did not involve department personnel. Complaints which are determined to be frivolous will fall within the classification of unfounded.

Exonerated

When the investigation discloses that the alleged act occurred, but that the act was justified, lawful and/or proper.

Not Sustained

When the investigation discloses that there is insufficient evidence to sustain the complaint or fully exonerate the employee.

Sustained

When the investigation discloses sufficient evidence to establish that the act occurred, and that it constituted misconduct.

1. Executive Summary

This report is a Countywide Law Enforcement Municipal Service Review (MSR) prepared for the Contra Costa Local Agency Formation Commission (LAFCO). Contra Costa LAFCO is required to prepare MSRs by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) pursuant to Government Code §56000 *et seq.* This MSR reviews police services provided by public agencies (the County, cities and special districts) whose boundaries and governance are subject to LAFCO. The report also recognizes public agencies and private companies with a role in policing or security that are not subject to LAFCO jurisdiction.

Caveats

This report includes analysis of municipal service delivery and policy options for the Commission to consider as it makes its determinations with respect to the MSR and any sphere of influence (SOI) updates that are subsequently considered by the Commission. The decision whether or not to approve or disapprove any policy options, with or without amendments, wholly, partially or conditionally, rests entirely with the Commission. This report is not a substitute for any discretionary decisions yet to be made by the Commission.

The authors exercised their professional judgment in selecting the most reliable and recent data sources, and gathering compatible data from the various sources and providers. Data are rarely perfect. Discrepancies currently exist with respect to response times for Priority 1 calls and crime clearance rates. The authors are attempting to reconcile these discrepancies for publication in the final report.

Affected agencies were afforded an opportunity to review and comment on basic agency profile information with respect to their individual agencies. Where comments have been received, appropriate revisions were incorporated into the report. Through the formal public review process, additional opportunities will be available for comments and corrections.

Credits

The authors extend their appreciation to those individual staff members at all the agencies that provided interviews, data and reports, answers to questions, and a willingness to share information. Contributors are listed by agency or company at the end of this report.

Contra Costa LAFCO Executive Officer, Lou Ann Texeira, provided project direction and detailed review. Credit is also attributed to Kate Sibley, Commission Clerk, and Chris Howard from Contra Costa County Community Development Department GIS Group.

This report was co-authored by Bruce Baracco, Principal Planner with Baracco and Associates, and Jennifer Stephenson, Principal with Policy Consulting Associates, LLC. Retired Police Chief Roger Neuman provided technical assistance. Research assistance was provided by Oxana Kolomitsyna, Jerome Keene, and Melody Harvey.

Service Providers

This report focuses on the Office of the Sheriff, 19 cities and seven special districts who provide or contract for law enforcement services within Contra Costa County and are under LAFCO jurisdiction as shown in Figure 1-1.

This MSR also includes profile information on other law enforcement service providers not under Contra Costa LAFCO jurisdiction, including regional, state, and federal agencies; educational agencies; and private companies. Please refer to Chapters 27 through 31.

This report is the sole MSR in this cycle for the Contra Costa County Sheriff's Office (SO) and three special districts: County Service Area (CSA) P-2, CSA P-5, and CSA P-6. The SO is a countywide agency for which a Sphere of Influence (SOI) is not a consideration; however, because of the interconnections with other law enforcement agencies within the County, it is important to review the Office of the Sheriff. LAFCO will utilize this MSR to review and possibly update the SOIs for the three law enforcement related special districts listed above, and possibly for other agencies covered in the MSR.

MSRs covering all municipal services were prepared for the 19 cities previously as referenced in each city chapter of this report. City police services information gathered for this report will be utilized for any subsequent city MSRs in the next cycle. Four special districts that provide police services were previously studied in their respective MSRs for district-wide services. These are the Diablo Community Services District, the Kensington Police Protection and Community Services District, and CSA M-29 and CSA M-30.

Figure 1-1: Local Agency Law Enforcement Providers

Cities
Antioch
Brentwood
Clayton
Concord
Danville
El Cerrito
Hercules
Lafayette
Martinez
Moraga
Oakley
Orinda
Pinole
Pittsburg
Pleasant Hill
Richmond
San Pablo
San Ramon
Walnut Creek
Contra Costa County
Office of the Sheriff (SO)
Special Districts
CSA P-2/Zone A (Blackhawk) & Zone B (Alamo)
CSA P-5/(Round Hill)
CSA P-6/(County-wide except incorporated cities)
Diablo CSD
CSA M-29 (Dougherty Valley)
CSA M-30 (Alamo Springs)
Kensington PP & CSD

Growth and Service Demand

Each law enforcement agency within Contra Costa County considers its customer base to be the residents, businesses, visitors, and students in its respective service area as well as the facilities, infrastructure, open space and amenities that make up the County.

Each year, the law enforcement agencies in the County serve over one million residents, spend over \$500 million, respond to 1.5 million calls for service, and address 4,500 violent crimes and 20,500 property crimes; all the while presenting themselves as professionals doing their jobs and participating in numerous community events, activities, and celebrations.

Service demand as measured by crimes per 1,000 population were high (more than 30 per thousand) in Antioch, El Cerrito, Pinole, Richmond, and San Pablo; and low (less than 10 per thousand) in Danville, Moraga and San Ramon. The remaining agencies, including the Sheriff's Office, Brentwood, Clayton, Concord, Hercules, Kensington, Lafayette, Martinez, Oakley, Orinda, Pittsburg, Pleasant Hill and Walnut Creek fell in between. For details refer to Table 3-1 in the Overview chapter.

According to the 2010 Census, there were 1,049,025 people living in Contra County. This is an increase of 100,179 (10.6%) over the Year 2000 population. Among the nine Bay Area counties, Contra Costa experienced the fastest residential growth since 2000. Population in the County is expected to grow by 9,000 to 10,000 residents each year over the next 20 years, according to ABAG projections. Population growth is expected to be highest in Brentwood, San Ramon, Oakley, Richmond, and Hercules. Moderate population growth is expected in Pittsburg, Antioch and Concord. Lower growth is expected in the unincorporated portion of the County, Clayton, Danville, El Cerrito, Kensington (unincorporated), Lafayette, Martinez, Moraga, Orinda, Pinole, Pleasant Hill, San Pablo, and Walnut Creek.

There were approximately 377,000 jobs in Contra Costa County in 2010. The job base is projected to grow by 7,000 to 8,000 jobs per year over the next 20 years according to ABAG. There was about one job per household in 2010. Job creation is expected to outpace residential growth over the next 20 years, resulting in a jobs-to-household ratio of 1.12 by 2030. Some communities have a higher concentration of jobs than others. The jobs-housing ratio is highest in San Ramon and Walnut Creek; and is above average in Concord, Martinez, Pleasant Hill and Lafayette. The pace of job creation over the next 20 years is projected to be most rapid in Oakley, Brentwood, Pittsburg, Hercules, and Antioch. Job creation at a moderate pace is projected for San Pablo, El Cerrito, San Ramon, and Martinez; with a slower pace in the unincorporated portion of the County, Clayton, Concord, Danville, Kensington, Lafayette, Moraga, Orinda, Pinole, Pleasant Hill, Richmond, and Walnut Creek.

Planned or proposed developments are most concentrated in Brentwood, Oakley, San Ramon, Concord, Richmond, and Hercules. Details on potential development projects are included in each city chapter.

In terms of planning for services, those jurisdictions that are expected to experience a higher rate of residential growth, a higher jobs-to-housing ratio, and higher job creation can expect a greater demand on law enforcement services over the next few years. In particular, Brentwood, San Ramon, Oakley, and Hercules will need to address higher demands for police services.

Service Levels

With very few exceptions, law enforcement agencies in Contra Costa County are able to provide full coverage (24-7) within their respective services areas. Patrol Officers and Patrol Deputies are assigned to specified beats which are designed to provide the appropriate coverage based on the time of day and day of the week. Most police departments (PDs) and the SO tailor their patrol coverage to address these variations, and to be as efficient as possible. These aspects will become more important as financial resources for police services are reduced to address budgetary shortfalls.

This situation is becoming more common, as a number of PDs have eliminated specialty officers (school resource officers, K-9 units, detectives, traffic officers) and specialty support staff (community service officers) in order to maintain basic beat patrol services. This is especially evident at the Office of the Sheriff where, during the past three fiscal years, the overall staffing levels for the SO have been reduced by 70 positions including 50 sworn staff and 20 support staff. This continues a trend which began in 2003, and has resulted in an overall reduction of 84 sworn positions (approximately 11% of the 2003 level). Over the past eight years, the major reductions have been in sworn staff within the Patrol Services Division (70 Deputies), and the Criminal Investigation Unit of the Investigations Services Division (9 Deputies).

All city PDs and the SO have a single officer or deputy for each patrol vehicle (i.e., no 'double officer' vehicles). This may result in additional miles traveled (when an officer or deputy requires assistance), but is much more efficient in covering respective beat areas than a double officer configuration.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are "cold" crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction. Response times are dependent on the agency's staffing level and size of the jurisdiction served. Countywide, officers and deputies respond to Priority 1 incidents within an average time of five minutes and 19 seconds (5:19). Longer Priority 1 response times are found in the unincorporated area (8:39) due to longer travel distances, Antioch (8:00), Concord (12:15), Martinez (7:30), and San Ramon (7:08). Quickest Priority 1 response times are Clayton (1:30), Moraga (2:05), Kensington (2:45), and Walnut Creek (2:25). Details are provided in Table 3-2 in the Overview Chapter.

One measure of staffing levels is the number of sworn officers per 1,000 population. The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa County ranged from 0.67 sworn staff per 1,000 residents in Lafayette, to 1.97 in Kensington PP&CSD. The countywide average is 1.18 sworn staff per 1,000 residents. Details are provided in Table 3-1 in the Overview Chapter.

Infrastructure Needs

Half of the law enforcement agencies within the County are housed in stand-alone facilities; that is, they are located in a separate building from other agency facilities. The other half are part of a 'City Hall' type building, or combined with a fire department. Overall, police facilities for all agencies are in good to excellent condition, and provide adequate space for the various functions that are part of day-to-day police activities. Most have secure parking for police vehicles and specialty equipment.

Facility needs identified in the study include:

Lafayette PD	Housed in a converted office building; shares the building with other City offices. Currently at maximum capacity for personnel. Does not have secured parking.
Orinda PD	Housed in the easterly half of the main floor at City Hall. Has a need for a secure reception area and separate restrooms. Does not have secured parking.
Pleasant Hill PD	Currently at maximum capacity for office space. In need of a secure parking area.
Sheriff's Office	<p>Currently, the SO utilizes five different locations to house SO functions, which especially affects the Forensic Services Division.</p> <p>Of the existing Patrol Stations, Delta Station requires replacement or significant improvements. In addition, the Field Operations Building will require expansion.</p> <p>The Martinez Detention Facility (MDF), a maximum-security facility, was opened in 1981 (30-years ago) with a design capacity of 386 inmates in single-person rooms. With the necessity of double-bunking in most rooms, MDF is now rated by the California Department of Corrections to house 695 inmates, which is the average daily inmate population in recent years.</p>

Most city police departments with substations or satellite offices have been forced to close those facilities due to budget cuts. The exceptions are Brentwood PD which just opened a substation in the Streets of Brentwood Shopping Center, and San Ramon PD which currently operates a 'store front' satellite office in Dougherty Valley.

Financing

The law enforcement agencies within Contra Costa County spend over \$500 million per year on law enforcement services, \$222 million alone by the SO.

Police services are financed primarily through the General Fund and augmented by grant funds such as the Federal Community Oriented Policing Services (COPS) program and the California Citizen's Option for Police Programs (COPPS) program; by Supplemental Law Enforcement Service Funds (SLESF); and by charges for services, fines and forfeitures, contributions, development impact fees, and interest (which are considered General Fund monies). Not all PDs utilize all these sources of funds, and for the most part rely heavily on General Fund revenues for police services.

Costs for police services in Contra Costa County averaged \$296 per capita for General Fund expenditures. Per capita costs ranged from a high of \$606 in Richmond to a low of \$125 in Moraga. Details are provided in Table 3-1 of the Overview Chapter.

Another measure of relative costs is the percentage of General Fund revenues spent for law enforcement services, including in most cases, costs for animal control. Percentages ranged from a high of 73 percent in Antioch and San Pablo, to a low of 27 percent in San Ramon. Details are provided in Table 3-1 of the Overview Chapter.

Accountability

Local accountability and governance for law enforcement can be measured using a variety of factors. This MSR focused on the decision making process, visibility and accessibility, community outreach and education, and customer service.

Those cities and law enforcement special districts with comprehensive websites are highly transparent when it comes to PD staffing, operations, budgeting, and performance measures. A few of the PDs allow citizens to contact individual officers directly by e-mail. Those less likely to have information readily available are those without websites, or websites that are difficult to navigate.

Of the 27 law enforcement-related agencies covered under this MSR, 13 have established citizen advisory committees to advise the PDs and the decision-making bodies regarding law enforcement and community issues. These include: Antioch PD, CSA P-2/ Zone A (Blackhawk), CSA P-2/Zone B (Alamo), CSA P-5 (Round Hill), CSA P-6 (Discovery Bay only), Diablo CSD, El Cerrito PD, Hercules PD, Kensington PP&CSD, Lafayette PD, Orinda PD, Richmond PD, and San Pablo PD. Advisory Committees can assist in gauging community preferences and priorities, and in increasing transparency for public agencies.

Of the 27 law enforcement agencies covered under this MSR, five publish an Annual Report or PD Summary of the previous year's activities, staffing, statistics, mission statement, goals, accomplishments, and community outreach efforts. These include: Antioch, Danville, Orinda, Pinole, and Richmond. Annual Reports can be utilized to promote the PD and keep the citizenry informed of the Department's ongoing efforts to protect the community. Staff time to prepare and publication costs are issues in the current budget climate; however, most of the PDs already generate the basic information contained in an Annual Report, and can publish economically by electronic means and/or post to the PD website.

Governance Alternatives

This section discusses opportunities, issues and challenges with respect to the current organization of law enforcement services in Contra Costa County. It identifies alternatives to the current government structure of service providers, including potential for consolidation or dissolution of various agencies.

LAFCO is required to identify governance options; however, LAFCO is not required to initiate changes and, in many cases, is not empowered to initiate these options.¹ LAFCO is required by the State to act on SOI updates. The Commission may choose to recommend governmental

¹ LAFCO can initiate SOI changes, along with mergers, consolidations, dissolutions, district formations, and creation of subsidiary districts. LAFCO cannot initiate annexations, detachments, and incorporations.

reorganizations to particular agencies in the county, using the spheres of influence as the basis for those recommendations (Government Code §56425 (g)).

Regional Collaboration

As law enforcement budgets shrink and costs for specialized services increase, law enforcement agencies are being required to come up with more creative ways to keep pace. One avenue that is available is the use of Joint Powers Agencies (JPAs), and Memorandums of Understanding (MOUs). These types of collaborative agreements are not subject to LAFCO review, and can be tailored to meet the signatories' needs.

Dispatch

The P-25 compliant communications system providing fully interoperable communications to all public agencies in Alameda and Contra Costa County is scheduled to become operational in 2013. Planning is underway and infrastructure is being put in place with an aim toward providing wireless 911 services from the SO PSAP in 2012. Both of these initiatives are very costly in terms of equipment purchase and the need for additional dispatch personnel. This may be an opportunity for all the law enforcement agencies in the County to purchase equipment in bulk and share in the costs of dispatch. A JPA could accomplish this task.

Regional Collaboration for Dispatch Services – among the city police departments, there may be opportunities for regional dispatching, thereby taking advantage of ‘economies of scale.’ The framework is already in place for such an approach. In the West County, Richmond could add Pinole and Hercules; in the North Central County, Concord could add Martinez, Pleasant Hill and Walnut Creek; in the South Central County, Danville and San Ramon could team up, along with Blackhawk, Diablo and Alamo; and in the East County, Antioch could add Oakley and Pittsburg. Lafayette, Moraga and Orinda could remain with the SO or join together.

Animal Control Services

Only Antioch provides its own animal control services. The other 18 cities and the SO contract with County Animal Control for animal control services. These contracts have been increasing each year. Sharing of animal control services between Antioch, Brentwood, Oakley, and Pittsburg may be an option, given Antioch's experience factor and the geographic proximity of the four cities. The same approach may work for the West County Cities of El Cerrito, Hercules, Pinole, Richmond, and San Pablo (because their boundaries are so intertwined); and the Lamorinda area (Lafayette, Moraga and Orinda).

Specialized Services

The budget reality is that some PDs are losing their specialized services as mentioned under Service Levels, above. A JPA for each of the sub-regions (West, Central, East) could be devised where each PD would share the costs of specialized services, including but not limited to SWAT Team, J-Team, Detectives, K-9 Unit, Traffic Enforcement Unit, DUI Unit, Neighborhood Watch Coordinator, Emergency Preparedness Coordinator, and Crime Scene Investigation Unit. Each of these ‘Units’ would be available to each law enforcement agency in the sub-region on a rotating basis. Costs would be shared according to use. This approach could also enable each PD to maintain its basic patrol teams and develop community policing to a higher degree.

Records Management

With the advent of increased capabilities for electronic reporting and record keeping, the opportunity exists to centralize these functions to take advantage of economies of scale. A 'common' records system would also eliminate the vagaries that now result from different agencies inputting data in different manners. This could be done sub-regionally, but could be more effective if done Countywide.

East County Consolidation of Law Enforcement Services

In the future, consolidation of police services in the East County sub-region (including the four cities, Discovery Bay, Bethel Island, Knightsen and Byron) may become feasible as growth increases and financial resources are constrained. (Refer to Map 3-4.)

Pension Reform

One of the critical issues identified in this report is the escalating retirement and health benefit costs being experienced by local government, especially for safety retirees. The Pension Reform Task Force of the Alameda County City Managers Association and the Contra Costa County Public Managers Association has issued a proposal (January 2010) to address existing pension programs that are not financially sustainable. The Task Force recommends a New Tier system by which new Safety employees would retire with 2% at 50 (rising to 2.7% at 55), new Miscellaneous employees would retire with 2% at 60 (rising to 2.418% at 63), and with the average of the three highest years. If implemented on a regional basis, this proposal would assist in insuring local agency solvency.

Contracting for Service from the Office of the Sheriff

In reviewing the four cities that contract with the SO, several advantages were identified, including: annual contract review with an opportunity to amend or tailor the contract; automatic replacement with a new Deputy should a Deputy be dismissed or go out on disability; ability to utilize the extensive resources of the SO including forensics; automatic aid when required; and centralized recordkeeping and reporting. This option may be available to a local law enforcement agency that can no longer afford to operate independently, or for an agency that can no longer fund a full-service police department.

Annexation of County Islands

This report identified 12 unincorporated islands in six cities which qualify for the streamlined annexation procedures under Government Code Section 56375.3 because they are developed and less than 150 acres in size. Two are in San Pablo, two in Pleasant Hill, three in Antioch, one in Brentwood, two in Concord, and two in Walnut Creek. The City Councils of these cities should give serious consideration to annexing these unincorporated islands in order to reduce or eliminate duplication of services, including law enforcement.

Sphere of Influence Cleanup

As indicated above, LAFCO is required to identify governance options, and may use spheres of influence as the basis for such options.

The following options for existing city and special district SOI's are proposed:

El Cerrito An area along Vista Heights Road east of the Mira Vista Country Club is within the El Cerrito SOI but is within the Richmond city limits and should be removed from the El Cerrito SOI. (Refer to Map 9-1.)

This is not to suggest that the Vista Heights area be detached from the City of Richmond and annexed to El Cerrito. It is simply suggested that El Cerrito' SOI be removed from an area that is already within the corporate limits of another city.

CSA M-30 In order to simplify the overlapping governance issues associated with CSA M-30 (see below), a 'zero' SOI is suggested as the first step in dissolution and annexation to the Town of Danville. This would also allow those residents of the Alamo Springs Subdivision to be removed from CSA P-2/Zone B, CSA P-6 and CSA R-7/Zone A.

CSA P-2 Because the area does not warrant enhanced law enforcement services, the portion of CSA P-2 west of Danville (see below), should be removed from the CSA P-2 SOI as the first step in detaching from CSA P-2. The area would still remain within CSA P-6 for basic law enforcement services. (Refer to Map 23-5.)

The P-6 Conundrum

There are a number of governance measures related to County Service Area (CSA) P-6, the Countywide special district (minus the cities and Kensington PP&CSD) which was designed to assist in the funding of law enforcement services in the unincorporated area of the County. These measures include:

- The SO, in conjunction with County GIS needs to precisely map (by metes and bounds) each of the 111 Zones within the District;
- Tax Rate Area (TRA) 85065 in Kensington needs to be revamped to eliminate the CSA P-6 allocation as part of the Basic 1% Property Tax;
- Within the City of San Ramon portion of CSA M-29, the affected TRAs need to be revamped to eliminate the CSA P-6 allocation as part of the Basic 1% Property Tax;
- CSA P-6 maps should be corrected to eliminate CSA P-6 from the unincorporated portion of CSA M-29 (refer to Map 23-3);
- Properties within CSA M-30 (which receive their law enforcement services from the Town of Danville) pay property taxes (a portion of which is allocated to CSA P-6) and are assessed a CSA P-6 special tax (along with 11 parcels that are in the Town limits). Both the TRA allocation and the special tax should be eliminated from these properties;
- Existing Zones within CSA P-6 which consist of four parcels or less should be eliminated after paying a total of \$1,000 in assessment fees;
- The SO and the Board of Supervisors should consider establishing P-6 Advisory Committees in areas that receive 'enhanced' police services from CSA P-6 funding (East Richmond Heights, North Richmond, and Bay Point) similar to the P-6 Advisory Committee established in Discovery Bay; and
- Those CSA P-6 areas that are within a P-6 Zone and are generating sufficient funds to warrant a Resident Deputy (Bethel Island and Norris Canyon) should petition the SO and the Board of Supervisors to add this service.

County Service Area M-29 (Dougherty Valley)

Until Dougherty Valley reaches build-out, it is likely that the revenues generated by CSA M-29 will not be sufficient to account for all the costs attributed to CSA M-29. Deficits have been averaging around \$1.8 million per year over the past two fiscal years. The City of San Ramon should request, and the Board of Supervisors as the Board of Directors for CSA M-29, should consider payment of this debt out of existing CSA M-29 reserves, which had an available fund balance of \$6.28 million as of June 30, 2010.

County Service Area M-30 (Alamo Springs)

Residents within CSA M-30 are within two other police protection special districts from which they receive no services: CSA P-2/ Zone B (Alamo area); and CSA P-6 (Countywide unincorporated area except Kensington). (Refer to Map 23-5.) In addition to the approximate \$22,263 that CSA M-30 residents are assessed each year for services they receive from the Town of Danville, they also pay \$24,764 to CSA P-2 and CSA P-6. As a governance and financial issue, it makes more sense to dissolve CSA M-30 (thereby detaching from CSA P-2/Zone B and CSA P-6) and annex that territory to the Town of Danville (who is the current provider of municipal services to CSA M-30). As a start, this MSR suggests that CSA M-30 have a 'zero' Sphere of Influence (SOI).

Residents of the Alamo Springs Subdivision are partially within the Town of Danville and partially within unincorporated county territory. There may be historical reasons for this situation, but it has resulted in overlapping service areas as described above. In addition, residents of CSA M-30 are within CSA R-7/Zone A (except for seven acres adjacent to Danville) and pay property taxes which provides park and recreation, trails and landscaping services in the Alamo area. The nearest park facility funded by CSA R-7 is Hap McGee Ranch Park which is three-tenths of a mile from the CSA M-30 boundary. The next nearest park facility funded solely by CSA R-7 is Rancho Romero School Park, seven-tenths of a mile from CSA M-30. The most straightforward solution to this situation is to have the CSA M-30 territory annex to the Town of Danville, and concurrently detach from CSA P-2/Zone B, CSA P-6 and CSA R-7/Zone A.

At the very least, property within CSA M-30 should be removed from CSA P-2/Zone B and CSA R-7/Zone A; and the whole of Alamo Springs Subdivision (both city and unincorporated portions) should be removed from CSA P-6.

County Service Area P-2 (Alamo, Blackhawk and Other)

CSA P-2 includes three distinct areas: Blackhawk (which includes Zone A of CSA P-2); Alamo (which includes Zone B of CSA P-2); and an unincorporated area adjacent to the Town of Danville (with no designated Zone). (Refer to Map 23-1.) The following governance measures have been identified for CSA P-2:

- At the present time, the boundary for CSA P-2 in the Blackhawk/Camino Tassajara area consists of 4.3 square miles with an SOI coterminous with its boundary. This portion of CSA P-2 is within the larger Blackhawk-Camino Tassajara census designated place (CDP) which is 9.3 square miles. Consideration should be given to increase the CSA P-2 SOI in the Blackhawk/Camino Tassajara area to 9.3 square miles consistent with the Blackhawk-Camino Tassajara CDP. (Refer to Map 23-1.)
- At the present time, the boundary for CSA P-2 in the Alamo area consists of 5.3 square miles with an SOI coterminous with its boundary. This portion of CSA P-2 is within the larger Alamo CDP which is 9.7 square miles. CSA P-5, Round Hill (which is adjacent to CSA P-2), is also within the Alamo CDP. Consideration should be given to increase the

CSA P-2 SOI in the Alamo area to 9.7 square miles consistent with the Alamo CDP; or the area which was proposed for incorporation. Consideration should also be given to including the district boundaries (1.2 square miles) of CSA P-5 (Round Hill) within the CSA P-2 Alamo area SOI. (Refer to Map 23-1 and Map 23-2.)

As an alternative, consideration could be given to expanding the SOI for CSA P-5 (Round Hill) to include all of the Alamo area; and signaling a future merger of CSA P-2 in the Alamo area into CSA P-5. Zone B for CSA P-2 could remain intact, and would become a Zone within the new CSA P-5. CSA P-2 would then consist of the Blackhawk area only (and in the future Camino Tassajara if that area were to be added to the CSA P-2 SOI).

- The third geographic area within CSA P-2 is located on the west side of Danville and is a 0.65 square mile (417 acre) area comprised primarily of the Las Trampas Regional Wilderness. This area is uninhabited and generates approximately \$7,000 per year in CSA P-2 property tax revenue. Consideration should be given to removing this area from the CSA P-2 SOI and eventually detaching it from CSA P-2. This area would still remain in CSA P-6 for basic law enforcement services. (Refer to Map 23-1.)
- The SO, in conjunction with the Contra Costa County Assessor, should insure that all properties (both residential and commercial) within CSA P-2, Zone A are being assessed for Zone A special taxes.

Best Practices

There are a number of innovative law enforcement techniques and practices that have been implemented by local law enforcement agencies. The following have been identified:

- Richmond PD – Enhanced Technology including the Closed Circuit Television Cameras (CCTV) to provide video surveillance at key locations; and ‘Shotspotters’ which are acoustic sensors that pinpoint the location of a gunshot.
- County Sheriff – Special Response Justice Team (J-Team) is a multi-tasked special enforcement unit, conducting pro-active patrol in high crime areas; performs burglary suppression, narcotics investigations, serves search warrants and conducts surveillance.
- Martinez PD -- Neighborhood Policing Areas (NPA’s) insures that a patrol officer is designated for each of the 24 NPA’s in the city; facilitates direct contact to the assigned officer by e-mail with residents or businesses within each NPA.
- Any PD or SO -- Canine (K-9) Units consisting of trained police dogs and officers/handlers; the more the better. A valuable resource for any law enforcement agency.
- Pittsburg PD -- Hiring of four retired officers (annuitants at 960 hours per year) to work as detectives, following up on reported crimes. One focuses on cold murder cases, a second on financial crimes, and the other two on general follow-up on reported crimes.
- Pittsburg PD -- Vital and timely arrest and report information is scanned automatically to other agencies in the county via a system called the “Daily Blast.” Interviews are automatically captured on video with sound, transcribed and attached to reports, and become immediately available for forwarding to other agencies including the District Attorney.
- Brentwood PD -- Conducts an annual benchmark report to evaluate public safety services in the City. The City Council has adopted four benchmark indicators to monitor the Police Department’s ability to provide quality police services to the residents of

Brentwood. These benchmarks are: 1) response times; 2) incidents of crime and crime rates; 3) workload; and 4) clearance rates. These benchmarks are analyzed on an annual basis, and assist in determining appropriate staffing requirements for the Police Department.

- Antioch PD -- Department performance is reviewed routinely using internal CAD and RMIS systems that permit data to be evaluated on crimes and other calls for services using a program called CRYSTAL. The Lexipol System is used to research successful best practices information submitted by other police agencies.

Consolidation of KFPD and KPPCSD

The consolidation of Kensington Fire Protection District (KFPD) and Kensington Police Protection and Community Services District (KPPCSD) was identified in two previous LAFCO MSRs -- Fire and West County Sub-Regional. At the time these two MSRs were prepared, the KPPCSD was having significant fiscal issues. Subsequently, KPPCSD successfully passed a special tax to remedy (at least in the short-term) their fiscal crisis. Consolidation of these two districts is still a governance/boundary option. However, until such time as the residents of Kensington are unwilling to fund high-level police and fire protection services, the *status quo* should remain.

It is also noted that the Kensington Community is within the SOI of the City of El Cerrito, and that KPPCSD has the option of contracting for police services from El Cerrito, similar to the KFPD currently contracting with El Cerrito for fire protection services.

Decentralization of Booking

Law enforcement agencies in the West County area, the East County area and the South Central County area would each benefit from a sub-regional detention facility that would allow 'decentralized booking.' In the present budget climate, such an approach is not financially feasible. The ancillary costs associated with a booking/detention facility (including fingerprint and identification services, medical staff, food service, and mental health services) preclude anything other than a main booking/detention facility. As an alternative (and to avoid arrestee transport time by officers and deputies) a regional or sub-regional 'van pool' system could be implemented, with costs allocated on a per capita-per trip basis.

Reporting Criteria

In compiling the statistical data for this MSR, a number of inconsistencies were identified. These inconsistencies covered such topics as: Priority 1 response time; crime clearance rates; and calls for service. In order to be able compare these types of statistics between agencies, it is suggested that a representative from the SO and a representative from each PD meet to discuss these topics, and develop common criteria for recording and analyzing each type of statistic.

MSR Determinations

This section addresses those determinations required by Government Code §56430 with respect to the service-related evaluation categories based upon this review of law enforcement municipal services for Contra Costa County.

Growth and Population Projections

General

- Population growth within Contra County, although slowed by the recession and lack of housing starts, is still expected to be one of the higher growing counties in the Bay Area. ABAG projections show an increase of 87,000 people in the next ten years.

Agency Specific

- Given the current land available for development, along with recent growth patterns, those law enforcement agencies that serve growth areas will need to increase staffing levels or reduce the level of service. These include Brentwood, San Ramon, Oakley, Richmond, Hercules, and Discovery Bay (unincorporated).
- The unincorporated communities of El Sobrante, Tara Hills, San Miguel, Saranap, Vine Hill, and Pacheco will require additional law enforcement resources if they grow beyond their current population.
- Those communities that are growing can expect to have higher crime rates than those communities that are built-out or not growing. The City of Richmond is both growing and has a high crime rate. The city is aggressively addressing these issues through a five year strategic plan.
- Over the ten year period from 2000 to 2010, the following cities have lost population: Lafayette (-0.06%), Martinez (-0.1%), Moraga (-2.0%), Pinole (-3.0%), San Pablo (-4.0%), and Walnut Creek (-0.2%).

Present and Planned Capacity of Public Facilities

General

- With the announced opening of the new police facility in San Ramon, all of the cities have sufficient and adequate facilities to provide police services in their communities. There are small remodels and security fencing projects that are still necessary, but in general, police headquarters buildings are adequate.
- The closure of police substations (especially in Concord and Bay Point) have reduced the effectiveness of police protection in those communities.

Agency Specific

- The Office of the Sheriff has significant facilities needs that are not yet funded. The most critical appears to be the need for a new detention facility to relieve overcrowding at the Martinez Detention Facility.

Adequacy of Public Services

General

- The outlook for the immediate future (beginning with FY 11-12) is for ever increasing cuts in personnel, and efforts by local law enforcement agencies to simply keep patrol officers on the beat.

Agency Specific

- Except for the Office of the Sheriff, law enforcement agencies in the County have been able to maintain their historic levels of service, albeit with less flexibility than in previous years. The SO has had significant reductions in patrol deputies, while city police departments have laid off specialty personnel such as K-9 units, traffic enforcement units, school resource officers, community service officers, and detectives.

Infrastructure Needs or Deficiencies

General

- With fewer grant funding opportunities, law enforcement agencies are purchasing less equipment, including personal equipment for officers.
- PDs and the SO are attempting to 'stretch out' the serviceable life of patrol vehicles, and are purchasing fewer new patrol vehicles.

Financial Ability of Agency to Provide Services

General

- Because most law enforcement providers are funded by General Fund monies, fewer financial resources will be available until recovery from the recession begins. For the FY 11-12 fiscal year, there was a \$700 million decrease in the local tax base resulting in a loss of 0.49% in assessed value countywide. Property tax revenue (the main General Fund revenue source for cities and the County) will continue to stagnate.
- Sales tax revenues have also declined from their historic highs, down as much as three to four percent per year. This is another major source of local government funding.
- A number of PDs charge for services including: bicycle license fees, security alarm use permits, false alarm response fees, fingerprint fees, crime report fees, massage permit fees, cost of photo copies, and processing or service fees. However, unlike Planning Departments and Public Works Departments, Police Departments do not readily publish a fee schedule, nor do they update their fees regularly. Cost recovery is more important in this era of limited budgets, so charging fees for services is an appropriate PD activity.
- Use of volunteers to assist in the provision of municipal services represents a potentially large source of free or low cost help for local governments searching for ways to deliver more services for less money.

Agency Specific

- The City of San Pablo relies heavily on the business license fees paid by the Lytton San Pablo Casino, which are around \$1.1 million per month. Any loss of these funds will have a catastrophic effect on the city and on the PD.

- The City of Hercules is suffering from extensive costs associated with bonded indebtedness, which may affect daily city functions including the PD.

Status of and Opportunities for Shared Facilities

General

- For the most part, police departments are stand-alone operations due to their need for secure facilities and confidentiality. There is some limited facilities sharing such as the SO Delta Substation utilizing space at the Oakley PD office. Kensington PPCSD leases space in the Fire District building.

Accountability for Community Service Needs

General

- Every law enforcement agency in Contra Costa County is striving to meet the needs of their respective communities. This MSR details how local accountability can be measured by looking at each agency's decision making process, visibility and accessibility, community outreach and education, and customer service. Refer to each chapter for details.

Governmental Structure and Operational Efficiencies

General

- Law enforcement agencies by their nature are highly structured and operate in an efficient manner. These characteristics are detailed in this MSR for each law enforcement service provider. Refer to each chapter for details.

2. LAFCO and Municipal Service Reviews

This report is prepared pursuant to legislation enacted in 2000 that requires LAFCO to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under LAFCO's jurisdiction. This chapter provides an overview of LAFCO's history, powers and responsibilities. It discusses the origins and legal requirements for preparation of the municipal service review (MSR). Finally, the chapter reviews the process for MSR review, MSR approval and SOI updates.

LAFCO Overview

After World War II, California experienced dramatic growth in population and economic development. With this boom came a demand for housing, jobs and public services. To accommodate this demand, many new local government agencies were formed, often with little forethought as to the ultimate governance structures in a given region, and existing agencies often competed for expansion areas. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion of California's agricultural and open-space lands.

Recognizing this problem, in 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. The Commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions. The Commission's recommendations on local governmental reorganization were introduced in the Legislature in 1963, resulting in the creation of a Local Agency Formation Commission, or LAFCO.

The Contra Costa LAFCO was formed as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local government agencies. LAFCO is responsible for coordinating logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. The Commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge, LAFCO conducts service reviews to evaluate the provision of municipal services within the County.

LAFCO regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCO is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, formation of a new district or districts, and any reorganization including such actions. Otherwise, LAFCO actions must originate as petitions or resolutions from affected voters, landowners, cities or districts.

Contra Costa LAFCO consists of seven regular members: two members from the Contra Costa County Board of Supervisors, two city council members, two independent special district members, and one public member who is appointed by the other members of the Commission. There is an alternate in each category. All Commissioners are appointed to four-year terms. The Commission members are shown in Table 2-1.

Figure 2-1: Commission Members, 2010

Appointing Agency	Members	Alternative Members
Two members from the Board of Supervisors appointed by the Board of Supervisors.	Federal Glover Gayle B. Uilkema	Mary N. Piepho
Two members representing the cities in the County. Must be a city officer and appointed by the City Selection Committee.	Don Tatzin, <i>City of Lafayette</i> Rob Schroder, <i>City of Martinez</i>	Tom Butt, <i>City of Richmond</i>
Two members representing the independent special districts in the County. Must be a district governing body member and appointed by the independent special district selection committee.	Dwight Meadows, <i>Contra Costa Resource Conservation Dist.</i> Michael R. McGill, <i>Central Contra Costa Sanitary Dist.</i>	George H. Schmidt, <i>West County Wastewater Dist.</i>
One member from the general public appointed by the other six Commissioners.	Martin B. McNair	Sharon Burke

Municipal Service Review Origins

The MSR requirement was enacted by the Legislature months after the release of two studies recommending that LAFCOs conduct reviews of local agencies. The “Little Hoover Commission” focused on the need for oversight and consolidation of special districts, whereas the “Commission on Local Governance for the 21st Century” focused on the need for regional planning to ensure adequate and efficient local governmental services as the California population continues to grow.

Little Hoover Commission

In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among independent special districts, and the barriers to LAFCO’s pursuit of district consolidation and dissolution. The report raised the concern that “the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable.”²

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate, that districts are not required to submit financial information to local elected officials, and concluded that district financial information is “largely meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county.”³

² Little Hoover Commission, 2000, p. 12.

³ Little Hoover Commission, 2000, p. 24.

The report questioned the accountability and relevance of certain special districts with uncontested elections and without adequate notice of public meetings. In addition to concerns about the accountability and visibility of special districts, the report raised concerns about special districts with outdated boundaries and outdated missions. The report questioned the public benefit provided by health care districts that have sold, leased or closed their hospitals, and asserted that LAFCOs consistently fail to examine whether they should be eliminated. The report pointed to service improvements and cost reductions associated with special district consolidations, but asserted that LAFCOs have generally failed to pursue special district reorganizations.

The report called on the Legislature to increase the oversight of special districts by mandating that LAFCOs identify service duplications and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district's mission changes, when a new city incorporates and when service levels are unsatisfactory. To accomplish this, the report recommended that the State strengthen the independence and funding of LAFCOs, require districts to report to their respective LAFCO, and require LAFCOs to study service duplications.

Commission on Local Governance for the 21st Century

The Legislature formed the Commission on Local Governance for the 21st Century ("21st Century Commission") in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000.⁴ The report examines the way that government is organized and operates and establishes a vision of how the State will grow by "making better use of the often invisible LAFCOs in each county."

The report points to the expectation that California's population will double over the first four decades of the 21st Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. *Growth Within Bounds* acknowledges that local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the Legislature shifted property tax revenues from local government to schools in 1993. The report asserts that these financial strains have created governmental entrepreneurship in which agencies compete for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, "has provoked controversy, including several legislative attempts to initiate district consolidations,"⁵ but cautions LAFCOs that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

⁴ *The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.*

⁵ *Commission on Local Governance for the 21st Century, 2000, p. 70.*

Growth Within Bounds stated that LAFCOs cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Comprehensive knowledge of water and sanitary providers, the report argued, would promote consolidations of water and sanitary districts, reduce water costs and promote a more comprehensive approach to the use of water resources. Further, the report asserted that many LAFCOs lack such knowledge and should be required to conduct such a review to ensure that municipal services are logically extended to meet California's future growth and development.

MSRs would require LAFCO to look broadly at all agencies within a geographic region that provide a particular municipal service and to examine consolidation or reorganization of service providers. The 21st Century Commission recommended that the review include water, wastewater, and other municipal services that LAFCO judges to be important to future growth. The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation was that service reviews be designed to make nine determinations, each of which was incorporated verbatim in the subsequently adopted legislation. The legislature since consolidated the determinations into six required findings.

Municipal Service Review Legislation

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCO review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California's anticipated growth. The service review provides LAFCO with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

Effective January 1, 2008, Government Code §56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- 1) Growth and population projections for the affected area;
- 2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies;
- 3) Financial ability of agencies to provide services;
- 4) Status of, and opportunities for shared facilities;
- 5) Accountability for community service needs, including governmental structure and operational efficiencies; and
- 6) Any other matter related to effective or efficient service delivery, as required by commission policy.

Spheres of Influence

An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services. Every determination made by a commission must be consistent with the SOIs of local agencies affected by that determination;⁶ for example, territory may not be annexed to a city or district unless it is within that agency's sphere. SOIs should discourage duplication of services by local governmental agencies, guide the Commission's consideration of individual proposals for changes of organization, and identify the need for specific reorganization studies, and provide the basis for recommendations to particular agencies for government reorganizations.

Contra Costa LAFCO policies are that LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5-10 year period cannot be demonstrated. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency. In other words, the SOI essentially defines where and what types of government reorganizations (e.g., annexation, detachment, dissolution and consolidation) may be initiated. If and when a government reorganization is initiated, there are a number of steps that must be conducted for a reorganization to be approved. Such steps include more in-depth analysis of services and other issues, LAFCO consideration at a noticed public hearing, and processes by which affected agencies and/or residents may voice their approval or disapproval.

The Cortese-Knox-Hertzberg Act requires LAFCO to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years. LAFCOs are empowered to adopt, update and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. Based on review of the guidelines and practices of Contra Costa LAFCO as well as other LAFCOs in the State, various conceptual approaches have been identified from which to choose in designating an SOI:

- 1) Coterminous Sphere: The sphere for a city or special district that is the same as its existing boundaries.
- 2) Annexable Sphere: A sphere larger than the agency's boundaries identifies areas the agency is expected to annex. The annexable area is outside its boundaries and inside the sphere.
- 3) Detachable Sphere: A sphere that is smaller than the agency's boundaries identifies areas the agency is expected to detach. The detachable area is the area within the agency bounds but not within its sphere.
- 4) Zero Sphere: A zero sphere indicates the affected agency's public service functions should be reassigned to another agency and the agency should be dissolved or combined with one or more other agencies.
- 5) Consolidated Sphere: A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency.

⁶ Government Code §56375.5.

- 6) Limited Service Sphere: A limited service sphere is the territory included within the SOI of a multi-service provider agency that is also within the boundary of a limited purpose district which provides the same service (e.g., fire protection), but not all needed services.
- 7) Sphere Planning Area: LAFCO may choose to designate a sphere planning area to signal that it anticipates expanding an agency's SOI in the future to include territory not yet within its official SOI.
- 8) Provisional Sphere: LAFCO may designate a provisional sphere that automatically sunsets if certain conditions occur.

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every five years. In updating the SOI, LAFCO is required to conduct a MSR and adopt related determinations. In addition, in adopting or amending an SOI, LAFCO must make the following determinations:

- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide; and
- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency.

MSR and SOI Update Process

The MSR process does not require LAFCO to initiate changes of organization based on service review findings, only that LAFCO identify potential government structure options. However, LAFCO, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. LAFCO may act with respect to a recommended change of organization or reorganization on its own initiative, at the request of any agency, or in response to a petition.

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies) or §15306 (information collection) of the CEQA Guidelines. LAFCO's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

Once LAFCO has adopted the MSR determinations, subsequent SOI updates for affected cities and special districts may be undertaken. As a result of this Law Enforcement MSR, it is anticipated that the SOIs for a limited number of special districts that provide law enforcement services only (County Service Areas P-2, P-5 and P-6) will be updated. For the cities and other special districts which provide multiple services, including law enforcement services, SOI updates will occur during their respective five-year cycles. In the past three years, Contra Costa LAFCO updated the SOIs for all of the cities and some of the districts covered in the Law Enforcement MSR. SOI updates involve additional steps, including development of recommendations by LAFCO staff, opportunity for public input at a LAFCO public hearing, and consideration and changes made by Commissioners. A CEQA determination is made on a case-by-case basis once the SOI characteristics are clearly identified.

The CKH Act stipulates several procedural requirements in updating SOIs. It requires that special districts file written statements on the class of services provided and that LAFCO clearly establish the location, nature and extent of services provided by special districts. Accordingly, each local agency's class of services provided is documented in this 2011 MSR. The MSR described the nature, location, and extent of functions or classes of services provided by existing districts, which is a procedural requirement for LAFCO to complete when updating SOIs.

LAFCO must notify affected agencies 21 days before holding a public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

3. Law Enforcement Services Overview

This chapter provides an overview of the public agencies providing law enforcement services within Contra Costa County, including how these services are provided, as well as staffing levels, funding levels, service demand and service indicators, facilities and equipment, dispatch, and specialized services. A summary of critical issues is also provided. The focus of the chapter is on law enforcement service providers under Contra Costa LAFCO jurisdiction; however, other providers (including private sector providers) are listed in the provider overview section for completeness and profiled as non-LAFCO entities in this report.

Provider Overview

Law enforcement providers include Contra Costa County, 19 cities, seven special districts, eight college campuses, one high school district, two regional agencies, three state agencies, four federal agencies, and 11 private companies. City and special district boundaries are shown on Maps 3-1, 3-2, 3-3 and 3-4. Providers are as shown in Figure 3-1.

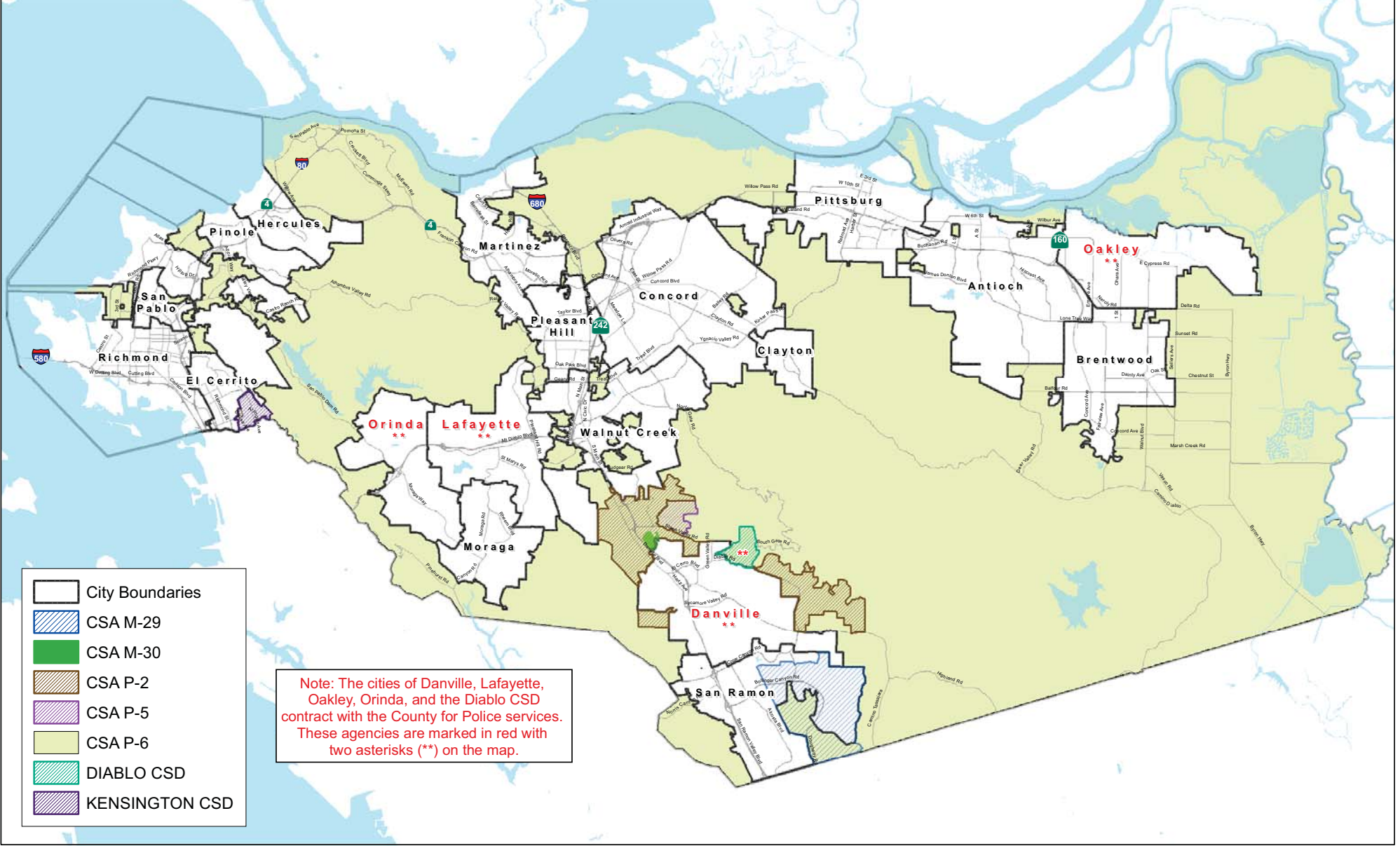
Figure 3-1: Law Enforcement Providers









Cities	Special Districts
Antioch	CSA P-2/Zone A (Blackhawk) ²
Brentwood	CSA P-2/Zone B (Alamo) ²
Clayton	CSA P-5/(Round Hill) ²
Concord	CSA P-6/(County-wide except incorporated cities)
Danville ¹	Diablo CSD ²
El Cerrito	CSA M-29 (Dougherty Valley) ³
Hercules	CSA M-30 (Alamo Springs) ⁴
Lafayette ¹	Kensington PP & CSD ⁵
Martinez	Federal Agencies
Moraga	Amtrak, Martinez
Oakley ¹	Military Ocean Terminal, U.S. Army Police, Concord
Orinda ¹	United States Coast Guard, Vallejo
Pinole	United States Marshal
Pittsburg	Private Companies
Pleasant Hill	Calpine Delta Energy Center and Los Medanos Energy Center, Pittsburg
Richmond	Chevron Richmond Refinery, Richmond
San Pablo	Conoco Phillips San Francisco Refinery, Rodeo
San Ramon	Crockett Cogeneration Plant, Crockett ⁶
Walnut Creek	Shell Martinez Refinery, Martinez
Contra Costa County	General Chemical Bay Point Works, Bay Point
Office of the Sheriff (SO)	MWECS, Inc. (Monsanto) Avon Plant, Martinez
Administrative Services	Rhodia Chemical Martinez Plant, Martinez
Communications (Dispatch)	Shell Chemical Catalyst Plant, Martinez
Coroner	Tesoro Golden Eagle Refinery, Pacheco
Custody Services (Detention)	Union Pacific Railroad, Martinez
Emergency Services	Educational Agencies
Forensic Services	Contra Costa Community College District
Investigative Services	Contra Costa College, San Pablo
Patrol Services	Diablo Valley College, Pleasant Hill
Regional Agencies	Los Medanos College, Pittsburg
San Francisco Bay Area Rapid Transit District (BART)	San Ramon Campus, San Ramon
East Bay Regional Park District (EBRPD)	Brentwood Center, Brentwood
State Agencies	John F. Kennedy University, Pleasant Hill
California Department of Fish and Game	St. Mary's College, Moraga
California Highway Patrol, Contra Costa Area Office, Martinez	California State University East Bay, Concord Campus
Mount Diablo State Park	West Contra Costa Unified School District, Richmond

Notes:
 (1) These agencies contract with the Office of the Sheriff for law enforcement services.
 (2) Each of these districts provides funding for 'enhanced' law enforcement services from the Office of the Sheriff.
 (3) This CSA provides funding for enhanced law enforcement services from the City of San Ramon.
 (4) This CSA provides funding for enhanced law enforcement services from the Town (City) of Danville.
 (5) This CSD provides its own law enforcement services to the unincorporated community of Kensington.
 (6) The unincorporated community of Crockett benefits from 'return to source' funding provided by the Crockett Cogeneration Plant for enhanced law enforcement services from the Office of the Sheriff.

Map 3-1

Overview of Police Services in Contra Costa County

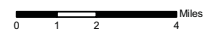


-  City Boundaries
-  CSA M-29
-  CSA M-30
-  CSA P-2
-  CSA P-5
-  CSA P-6
-  DIABLO CSD
-  KENSINGTON CSD

Note: The cities of Danville, Lafayette, Oakley, Orinda, and the Diablo CSD contract with the County for Police services. These agencies are marked in red with two asterisks (**) on the map.



Map created 9/8/2010
 by Contra Costa County Conservation and Development Department GIS Group
 851 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
 37.55.48.459N 122.26.35.384W



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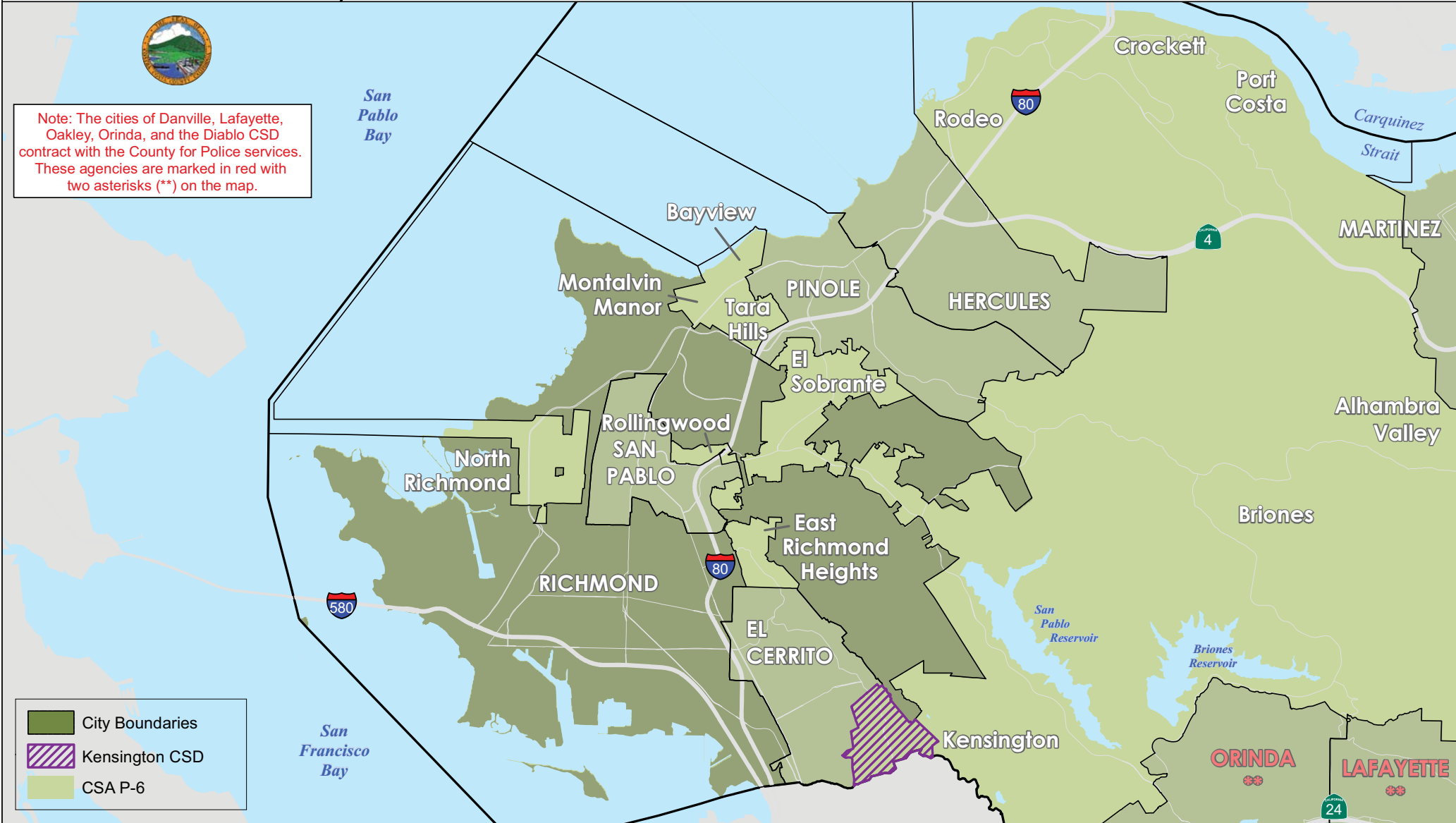
Contra Costa County LAFCO

Map 3-2

Police Services in West Contra Costa County



Note: The cities of Danville, Lafayette, Oakley, Orinda, and the Diablo CSD contract with the County for Police services. These agencies are marked in red with two asterisks (**)

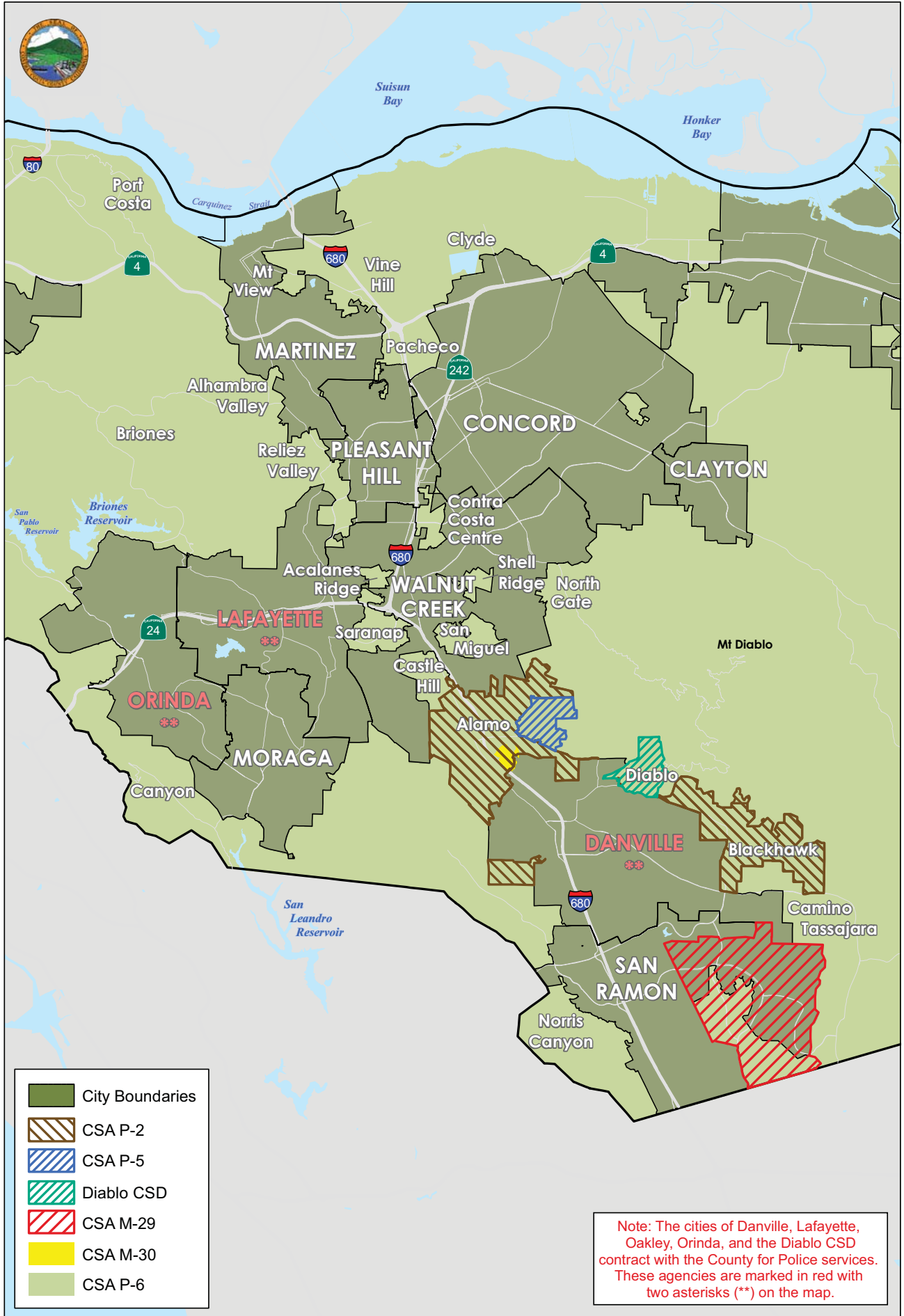









- City Boundaries
- Kensington CSD
- CSA P-6



Map Created on April 11, 2011
Contra Costa County Department of Conservation & Development
651 Pine Street, 4th Floor - N. Wing, Martinez, CA 94553-0095
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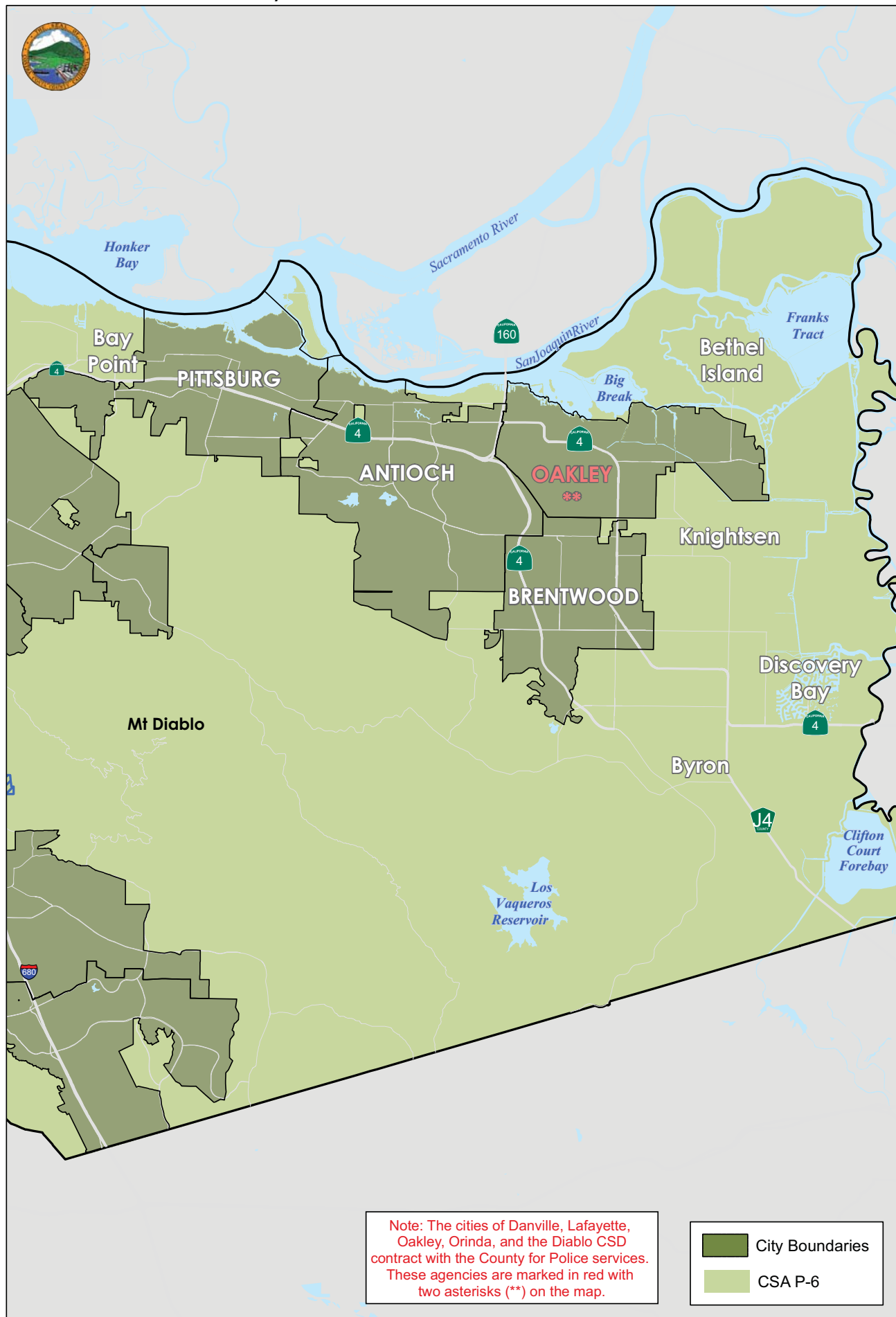
-  City Boundaries
-  CSA P-2
-  CSA P-5
-  Diablo CSD
-  CSA M-29
-  CSA M-30
-  CSA P-6

Note: The cities of Danville, Lafayette, Oakley, Orinda, and the Diablo CSD contract with the County for Police services. These agencies are marked in red with two asterisks () on the map.**



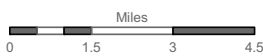
Map Created on April 11, 2011
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 651 Pine Street, 4th Floor - N. Wing, Martinez, CA 94553-0095
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Note: The cities of Danville, Lafayette, Oakley, Orinda, and the Diablo CSD contract with the County for Police services. These agencies are marked in red with two asterisks (**) on the map.

	City Boundaries
	CSA P-6



Map Created on April 11, 2011
 Contra Costa County Department of Conservation & Development
 651 Pine Street, 4th Floor - N. Wing, Martinez, CA 94553-0095
 37:59:48.455N 122:06:35.384W

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Police Services

Although patrol is the most visible service, law enforcement agencies provide a host of other public safety services including dispatch, crime lab, bomb squad, SWAT, canine, search and rescue, temporary and long-term holding, emergency services, training, animal shelter, and unique patrol services.

Patrol services are provided by officers traveling by vehicle, bicycle, horse, boat, helicopter and on foot.

Dispatch services include receiving 911 calls and notifying response units through emergency communication systems. Police dispatchers typically answer 911 calls related to police, fire and medical emergencies. For fire and medical emergencies, some police dispatchers may directly perform the dispatching while others may route calls to a dispatch center specialized in handling fire and medical emergencies.

Crime laboratories provide analysis of latent fingerprints, questioned documents, firearms, controlled substances, toxicology, trace evidence, and DNA, and may provide crime scene evidence-gathering services. While some crime laboratories provide all of these services, other laboratories may provide only limited, frequently-used services such as latent fingerprints analysis and photographic work.

Bomb squad services typically are provided by explosives experts, bomb-sniffing dogs and their handlers. Experts are needed to identify and defuse explosives with the assistance of dogs trained to detect and locate different types of explosives.

Special weapons and tactics (SWAT) services are special response teams that handle complex, high-risk crimes and confrontations. SWAT teams provide not only traditional counter-sniper services, but also respond to hostage taking, barricaded suspects, and terrorist acts. SWAT teams may also serve high-risk warrants and protect dignitaries. SWAT team members are typically trained in special weapons as well as verbal tactics. Trained hostage negotiators are frequently an integral component of SWAT teams.

Canine (K-9) units may be specially oriented toward drug detection, bomb detection, finding missing persons, or protecting police officers.

Search and rescue services involve finding people who may be missing, lost, buried by debris, or trapped in dangerous situations on trails or cliffs. Search and rescue teams are typically coordinated by law enforcement agencies in collaboration with fire departments.

Temporary holding services involve pre-arraignment incarceration of arrestees, and typically involve jailing for less than 72 hours. Long-term holding services involve incarceration of arraigned suspects. Most law enforcement agencies have some type of temporary holding facilities, but few have long-term facilities.

Animal control services are often provided by law enforcement agencies, and involve capturing, sheltering and disposing of lost animals.

Specialized Services

The Contra Costa County law enforcement community is an integrated service provider, utilizing specialized services from specific agencies that provide benefits to each other. Specific specialized services include:

Animal Control

Provided by the Contra Costa County Animal Services Department by contract with the cities and the Sheriff's Office; except for Antioch which provides its own animal control services.

Bomb Squad

Provided by the Walnut Creek Police Department and the University of California, Berkeley Police Department. The Walnut Creek Bomb Squad is available to all law enforcement agencies in the County. UC Berkeley will assist if requested, usually to the western cities of Richmond, El Cerrito, and the community of Kensington.

Canine (K-9) Units

Consisting of a police officer/handler and trained police dog. Available from Antioch, Brentwood, Concord, Danville, El Cerrito, Martinez, Oakley, Orinda, Pittsburg, Pleasant Hill, Pinole, Richmond, San Pablo, San Ramon, Walnut Creek, and the Office of the Sheriff.

Crime Scene Investigations (CSI)

Includes Forensics and Narcotics investigations. Provided by the Sheriff's Office; Pleasant Hill PD also has the capability. Services are available to all law enforcement agencies in the County.

Search and Rescue

Provided through the Sheriff's Office by 231 volunteers. Available to assist within the County as well as regionally upon request.

SWAT/Hostage Negotiations

Provided by the Sheriff's Office, Brentwood PD, Concord PD, Martinez PD, Pittsburg PD, San Ramon PD, and Walnut Creek PD. Available to any agency in the County upon request.

Temporary Holding Cells

Available at Concord PD and Martinez PD.

Dispatch

There is a sub-regional dispatch system in which larger agencies provide dispatch services to smaller agencies. For those police departments that contract for dispatch services, costs have been escalating, but not to the point where it would be cost effective to provide their own dispatching.

The overall dispatch system appears to be operating seamlessly, with few problems detected and significant cooperation between the agencies.

Dispatch services in the County operate as follows:

- The Sheriff dispatches for the SO in the unincorporated areas, and the four contract cities (Danville PD, Lafayette PD, Oakley PD and Orinda PD), plus Moraga PD, Pittsburg PD, and San Ramon PD;
- Antioch PD dispatches for itself and Brentwood PD;

- Concord PD dispatches for itself and Clayton PD;
- Martinez PD dispatches for itself;
- Pleasant Hill PD dispatches for itself;
- Pinole PD dispatches for itself and Hercules PD;
- Richmond PD dispatches for itself, El Cerrito PD, Kensington PP&CSD, and San Pablo PD; and
- Walnut Creek PD dispatches for itself.

The County Sheriff also dispatches for Contra Costa County Animal Control, Los Medanos College PD, and the City of Rio Vista PD. Richmond PD also dispatches for Richmond Fire Department, El Cerrito Fire Department, and Contra Costa College PD. Pleasant Hill PD also dispatches for Diablo Valley College PD.

In 2007, the counties of Alameda and Contra Costa, through the East Bay Regional Communications System Authority (EBRCSA), a Joint Powers Agency (JPA), began working on an interoperable, P-25 compliant radio communications system connecting all public agencies in Alameda and Contra Costa County. The system is scheduled to become operational in 2013. P-25 system establishes common radio standards for first responders and homeland security/emergency response agencies.

9-1-1 calls are first answered by the law enforcement agency dispatch center listed above (answering point) and routed to the appropriate responder (police, fire or emergency medical). Wireless (cell phone) 9-1-1 calls are currently answered by the California Highway Patrol Center located in Vallejo, but will be answered by the Sheriff's Office dispatch center once that capability is available and funding becomes available to staff the center. This is expected to occur in 2012.

Staffing Levels

Over the past three fiscal years, most of the City Police Departments (along with the Kensington Police Protection and Community Services District) have been able to maintain their existing Patrol Officers. The trend appears to be a reduction in the number of specialty officers (K-9, School Resource Officer, Detective, Community Service Officer, and Traffic Control Officer) and support staff. Current losses are as follows:

Antioch PD	eliminated three School Resource Officers and one Community Service Officer for a total of four positions.
Concord PD	eliminated one Captain, one Lieutenant, one Detective, three Police Officers, one K-9 Officer, three Dispatchers, five Community Service Officers, one Records Specialist, and four Office Support Staff for a total of 20 positions.
Hercules PD	Eliminated two Sergeants, one Detective, five Police Officers, one Traffic Control Officer, one Records Specialist, and five office support staff for a total of 15 positions.
Lafayette PD	eliminated one K-9 Officer.
Moraga PD	eliminated two Police Officers and one Community Service Officer for a total of three positions.

- Pinole PD eliminated one Commander, five Police Officers, one Dispatcher, one Community Service Officer, and one Records Specialist for a total of nine positions.
- Pittsburg PD eliminated one Captain, one Sergeant, one Police Officer, one Community Service Officer, four Records Specialists, and two Office Support Staff for a total of 10 positions.
- Pleasant Hill PD eliminated two Police Officers and one Community Service Officer for a total of three positions.
- Walnut Creek PD eliminated one Lieutenant, two Police Officers, two Dispatchers, and one Civilian Police Manager for a total of six positions.

Over the past three years, the Richmond PD has actually increased its staffing by 56 positions including six Detectives, three Sergeants, 16 Police Officers, one Dispatcher, one Traffic Control Officer, 15 Code Enforcement Officers, and 14 Support Staff.

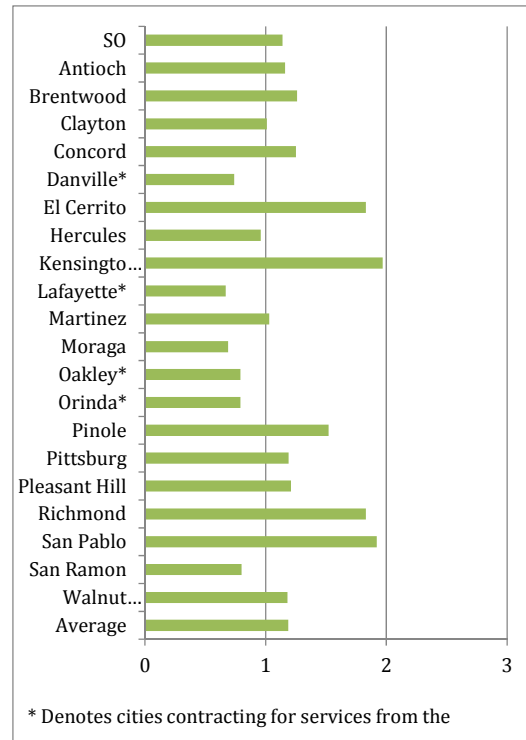
The reverse is true for the Office of the Sheriff. During the past three years, the overall staffing levels for the Sheriff’s Office have been reduced by 70 positions including 50 sworn staff and 20 support staff. This continues a trend which began in 2003, and has resulted in an overall reduction of 84 sworn positions (approximately 11% of the 2003 level).

Sheriff’s Office staffing levels have remained relatively static for the Administrative Services Bureau (Training, Personnel, Finance, Inspection & Control), the Custody Services Bureau (Martinez, West County and Marsh Creek Detention Centers, and Court Security), and the Support Services Bureau (Dispatch, Records, Emergency Services & Homeland Security, and Forensic Services). Over the past eight years, the major reductions have been in sworn staff within the Patrol Services Division (70 Deputies), and the Criminal Investigation Unit of the Investigations Services Division (9 Deputies).

Figure 3-2: Staffing Levels per 1,000 Residents (FY 10-11)

Since 2003, there are 40 less deputies assigned to patrol the unincorporated areas of the County and 30 less deputies to serve the contract cities (Danville, Lafayette, Oakley and Orinda), the special districts (primarily CSA P-6) and the contract agencies (primarily AC Transit). The Office of the Sheriff currently has 59 positions unfilled and unfunded, including 10 Sergeants, and 49 support staff including 9 Dispatchers.

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa County ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington CSD, as shown in Figure 3-2. Agencies countywide averaged 1.18 sworn officers per 1,000 residents.



Refer to Table 3-1: Staffing and Budget Indicators, for a comparison of agency staffing levels.

Funding Levels

Comparing budgets between police agencies is not an exact science, as it depends on the source of funds and the ability of the agency to secure additional funding through government grants, charges for services, fines and forfeitures, and the like. Law enforcement services are generally funded through General Fund monies and supplemented by other governmental funds. Law enforcement services are a primary expense among municipal service providers. Cities generally spend greater than 25 percent of their allocated general fund expenditures on police services, with the majority of agencies in Contra Costa County spending 50 percent. Refer to Table 3-1: Staffing and Budget Indicators, for a comparison.

Many of the agencies receive Proposition 172 funds. Proposition 172 was enacted to help offset property tax revenue losses of cities and counties that were shifted to the ERAF for schools in 1992. Proposition 172, enacted in 1993, provides the revenue of a half-cent sales tax to counties and cities for public safety purposes, including police, fire, district attorneys, corrections and lifeguards. Proposition 172 also requires cities and counties to continue providing public safety funding at or above the amount provided in FY 92-93.

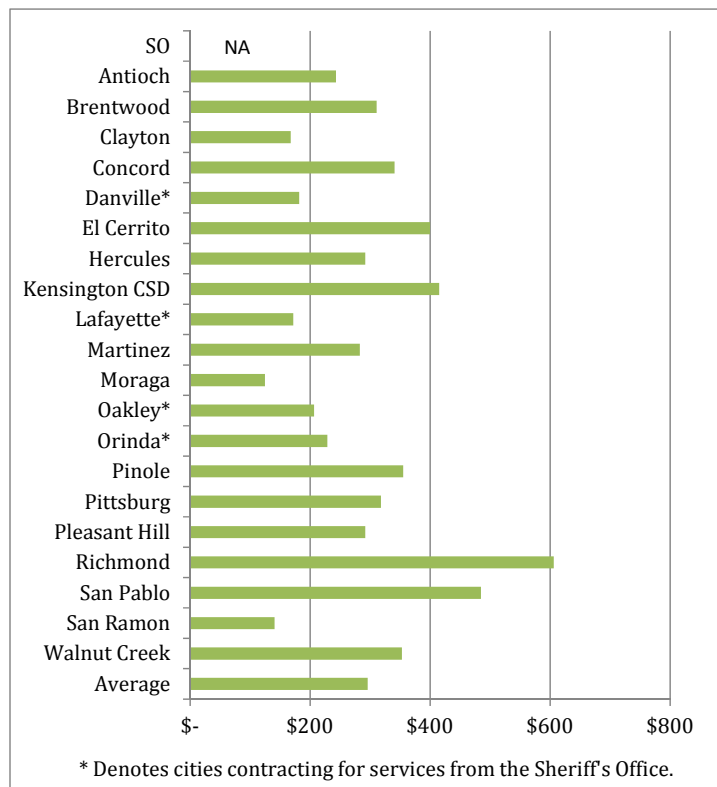
Figure 3-3: General Fund Expenditures Per Capita (FY 09-10)

Expenditures for law enforcement services may vary depending on type and degree of services provided. General Fund expenditures per capita for police services throughout the County ranged from \$125 in Moraga to \$606 in Richmond, in FY 09-10, as shown in Figure 3-3. The average rate of General Fund expenditures throughout the County was \$296 per capita, during that same time period.

Beginning with the 2008-09 Fiscal Year, most law enforcement agencies have been able to maintain their budget levels or have actually increased expenditures. However, because of increased costs (primarily for increased retirement and medical benefits), several agencies (as listed above) have reduced law enforcement-related personnel.

Listed below are those police agencies whose General Fund budgets have increased over the past three years.

- Brentwood increased from \$14.2 million to \$16.0 million; a 12.7% increase.
- Clayton increased from \$1.7 million to \$1.8 million; a 5.9% increase.
- Danville increased from \$6.5 million to \$7.5 million; a 15.1% increase.



El Cerrito	increased from \$7.8 million to \$9.4 million; a 21.0% increase.
Hercules	increased from \$5.3 million to \$7.0 million; a 33.4% increase.
Kensington CSD	increased from \$2.0 million to \$2.1 million; a 6.7% increase.
Lafayette	increased from \$3.8 million to \$4.1 million; a 7.3% increase.
Oakley	increased from \$7.0 million to \$7.3 million; a 3.9% increase.
Orinda	increased from \$3.3 million to \$4.0 million; a 23.0% increase.
Pinole	increased from \$6.3 million to \$6.5 million; a 4.0% increase.
Pittsburg	increased from \$18.4 million to \$20.1 million; a 9.3 % increase.
Richmond	increased from \$57.6 million to \$62.9 million; a 9.3% increase.
San Pablo	increased from \$13.9 million to \$14.1 million; a 1.6% increase.
San Ramon	increased from \$9.7 million to \$10.2 million; a 4.5% increase.

Listed below are those police agencies whose General Fund budgets have remained static over the past three years.

Martinez	an average of \$10.1 million per year over the past three years.
Walnut Creek	an average of \$22.7 million per year over the past three years.

Listed below are police agencies whose General Fund budgets have been reduced over the past three years.

Antioch	reduced from \$26.3 million to \$24.9 million; a 5.3% reduction.
Concord	reduced from \$42.6 million to \$41.6 million; a 2.3% reduction.
Moraga	reduced from \$2.2 million to \$2.0 million; an 8.1% reduction.
Pleasant Hill	reduced from \$10.2 million to \$9.7 million; a 5.3% reduction.
Sheriff's Office	reduced from \$212.6 million to \$207.3 million (all funds); a 2.5% reduction.

In the coming years, most law enforcement agencies anticipate reduced funding, given the overall reduction in General Fund revenues due to the continuing downturn in the economy, and the increased costs to public agencies for increased contributions to retirement programs.

Generally speaking, local agencies continue to experience reduced or 'flat' revenues from property tax and sales tax, the two major components of General Fund revenues. Property tax revenues continue to decline at approximately three percent per year, primarily due to the reduced assessed value of residential units. Sales tax revenues are also showing annual reductions of three to four percent.

Retirement programs (especially the California Public Employees' Retirement System – CalPERS), will require increased contributions from local agencies, which are being phased in over the next three years and are expected to remain in place for the next 30 years. The current contribution rate for public safety employees and retirees is approximately 33% of wages, while the rate for miscellaneous employees is around 14%. These rates are expected to increase.

Cost Reduction Strategies

There are several strategies that low-cost police departments have implemented, or are planning to implement, which may help curtail their operating costs. They include: strict monitoring of overtime; utilizing longer than traditional eight hour work shifts; reductions in personnel that are offset by the use of non-sworn personnel for administrative positions and lower priority policing; increased reliance on volunteers; and consolidation or contracting for dispatching.

Several law enforcement agencies in Contra Costa make use of community service officers that are assigned to non-emergency and support tasks, rely heavily on volunteers and explorers, and contract for dispatching services.

Use of Non-sworn Personnel

Reclassifying sworn officers performing administrative jobs to civilians is a strategy that could reduce costs. Many administrative tasks can be performed by non-sworn personnel at a reduced cost. Several cities in California, including Los Angeles and Oakland, are pursuing this cost reduction strategy as a means of minimizing costs, and at the same time ensuring that highly trained personnel are used in a way to maximize their effectiveness and maintain a high level of service. The cost for pay, benefits and training are significantly less for a civilian employee than that of a sworn officer. Functions that would ideally be designated to non-sworn personnel include:

- Planning and Research
- Media Relations
- Communications
- Records
- Animal Control
- Property/Evidence
- Victim Advocacy
- Police Auxiliary/Reserve
- Legal Affairs
- Fleet Maintenance
- Detention
- Arrestee/Prisoner Transport
- Forensics

Use of Volunteers

As cities are becoming more strapped for revenues and are faced with the juggling act of reducing staffing levels yet maintaining an adequate level of service, many are looking to volunteers to fill the staffing gap.

Use of volunteers to assist in the provision of municipal services represents a potential source of low cost help for local governments searching for ways to deliver more services for less money.

An example is the City of Redlands, where over the last three years the City has managed to increase volunteer levels from approximately 24 volunteers to 291 active volunteers as part of the Citizen Volunteer Patrol Unit in the Police Department. The volunteers cordon off crime scenes, direct traffic, patrol parks, issue parking tickets, assist with animal control, and provide crowd control at special events. They are also trained to check in parolees, assist with records processing, help staff DUI checkpoints, take reports on routine property crimes, serve as the liaison with the district attorney’s office, provide counseling to crime victims, and monitor sex offenders remotely.

In FY 07-08, the Police Department in Redlands (population 71,000) had 98 sworn officers, 208 civilians and about 24 volunteers. The Police Department’s budget was \$23.8 million, nearly half of the city’s operating budget. As of FY 10-11, the Department employs 75 sworn officers and 138 civilians and relies on 291 active volunteers, who last year contributed more than 31,000 hours of their time to the city. The overall department budget in FY 10-11 is \$20.6 million, meaning law enforcement costs per capita have been reduced from \$333 to \$287 (or 14 percent) over the three year period.

Service Demand

This section provides indicators of service demand such as crimes and calls for service. As the County population grows and law enforcement funding remains static or actually declines, additional pressure will come to bear on local law enforcement agencies to ‘protect and serve.’ The overall population of the County grew from 948,816 in 2000 to 1,049,025 in 2010 (a 10.6 percent increase). Only the slow-down in new housing starts will suppress new population gains over the next ten years.

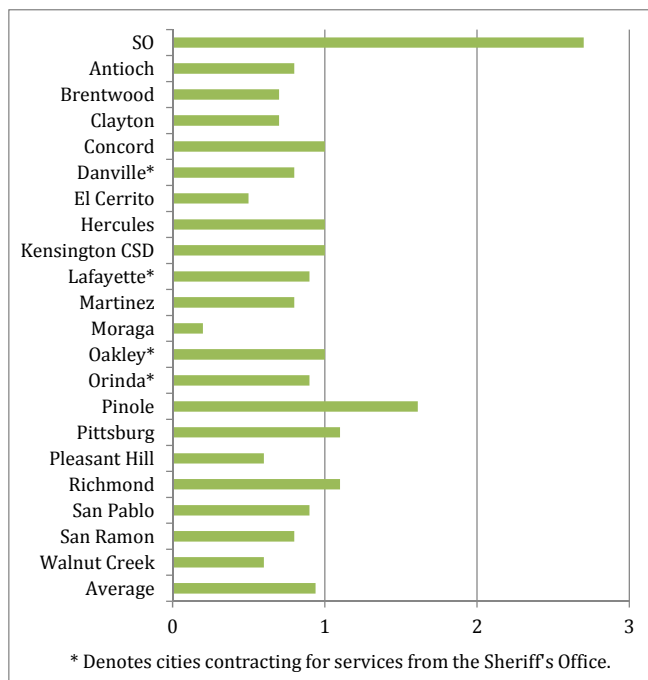
Service Calls

Figure 3-4 Annual Average Service Calls per Capita (CY 07-09)

The police workload involves responding to 911 calls, burglar alarms and non-emergency calls, in addition to patrol activities. Most service calls are not emergency responses, and most do not involve a crime. Service calls reflect a community’s need for emergency and non-emergency services.

For the smaller jurisdictions, the number of service calls has remained relatively constant. In the larger jurisdictions, an annual increase in call volume is the norm. Existing dispatch centers are operating at capacity, and will be further burdened when 9-1-1 wireless calls are directed to their respective answering points.

Service providers countywide averaged 1.1 service calls per capita per year in 2007, 2008 and 2009. The Sheriff’s Office had



substantially more calls per capita than the other jurisdictions, with 2.7 calls per each resident, as shown in Figure 3-4. This is attributed to use of the SO dispatch for animal control, as well as callers who are unsure of the proper jurisdiction to call.

Demand management strategies to reduce the number of unnecessary service calls and related costs include: false alarm fees; 911 call response fees; and public outreach to educate citizens.

Crime Rates

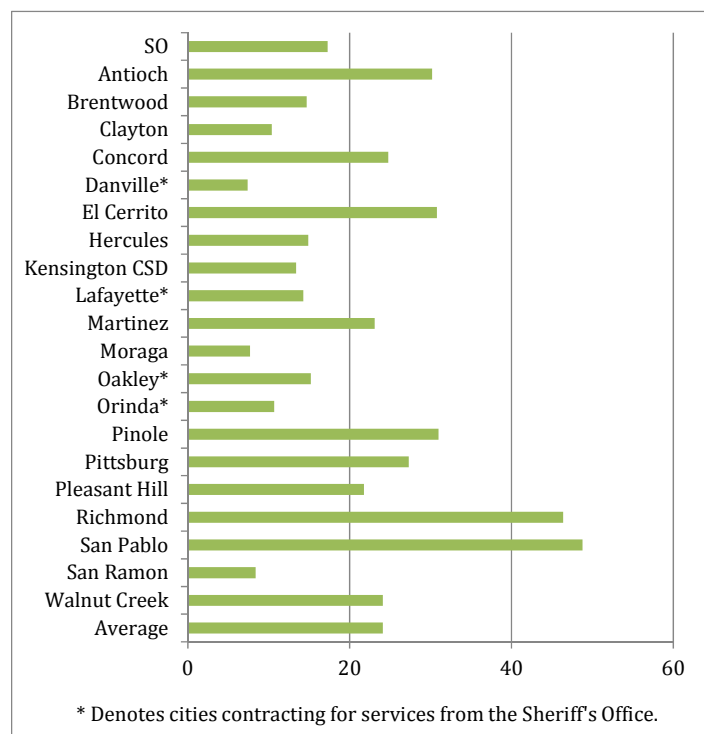
The Uniform Crime Reporting (UCR) Program provides nationally standardized criminal statistics for use in law enforcement. In California, this program is administered by the State Department of Justice (DOJ). Reported crimes are classified by UCR definitions designed to eliminate differences among the various service providers. The crimes, selected because of “seriousness, frequency of occurrence, and the likelihood of being reported to the police,” are homicide, forcible rape, robbery, aggravated assault, burglary, larceny-theft over \$400, motor vehicle theft, and arson. DOJ categorizes these crimes as either violent (homicide, forcible rape, aggravated assault, and robbery) or property (burglary, motor vehicle theft, and larceny-theft over \$400) crimes.

Figure 3-5: Total Crimes per 1,000 Population (CY 07-09)

Crime statistics tend to fluctuate from year to year. However, looking at the most recent data from 2007, 2008 and 2009, both violent crimes and property crimes are declining in most jurisdictions. The criminal clearance rates however, are minimal for most agencies. Additional resources will be necessary in order to solve more crimes.

The crime rate reflects the ratio of violent and serious property crimes per capita, and is expressed as crimes per 1,000 population. Based on the number of property and violent crimes between 2007 and 2009, providers countywide averaged 21.1 crimes per 1,000 residents. As shown in Figure 3-5, the number of crimes per 1,000 population ranged from 7.4 in Danville to 48.8 in San Pablo.

The prevalence of the various types of crimes varies by jurisdiction. Based on crimes reported in 2009, Richmond (10.4), San Pablo (8.9), and Antioch (8.8) have a relatively high ratio of violent crimes per 1,000 capita compared to other providers countywide which averaged 3.2 violent crimes per 1,000 capita. Violent crimes in these cities largely consisted of robberies and aggravated assault. Providers countywide averaged 15.5 property crimes per 1,000 residents. Property crime rates were highest in Richmond (31.6), San Pablo (29.9), Pittsburg (21.9) and Walnut Creek (20.9). While the property crimes in Richmond, San Pablo, and Pittsburg largely consisted of burglary and motor vehicle theft, property crimes in Walnut Creek were primarily larceny-theft of over \$400. Arson is most prevalent in El Cerrito and San Pablo.



Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. Exact comparisons are not always possible due to the differing conditions and policing methods used. Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services are assessed according to accreditation, response times, clearance rates (the portion of crimes solved), management practices and staffing ratios. For a comparison of service-related data, refer to Table 3-2: Service Indicators.

Accreditation

The Commission on Accreditation for Law Enforcement Agencies (CALEA) is a national organization that functions as an independent accrediting authority. Law enforcement agencies may voluntarily choose to apply for CALEA accreditation. CALEA offers an accreditation program as well as a law enforcement recognition program in which the agency is required to meet a more modest list of standards. CALEA law enforcement accreditation does not require the law enforcement agency to meet specific benchmarks in terms of response time, staffing levels or crime clearance rates. CALEA accreditation requires the police service provider to pass inspection and to meet dozens of requirements such as annual documented performance evaluation of each employee, investigation of all complaints against the agency and its employees, and annual review of allocation and distribution of personnel. Of the service providers in the County, only East Bay Regional Park District Police Department is accredited by CALEA.

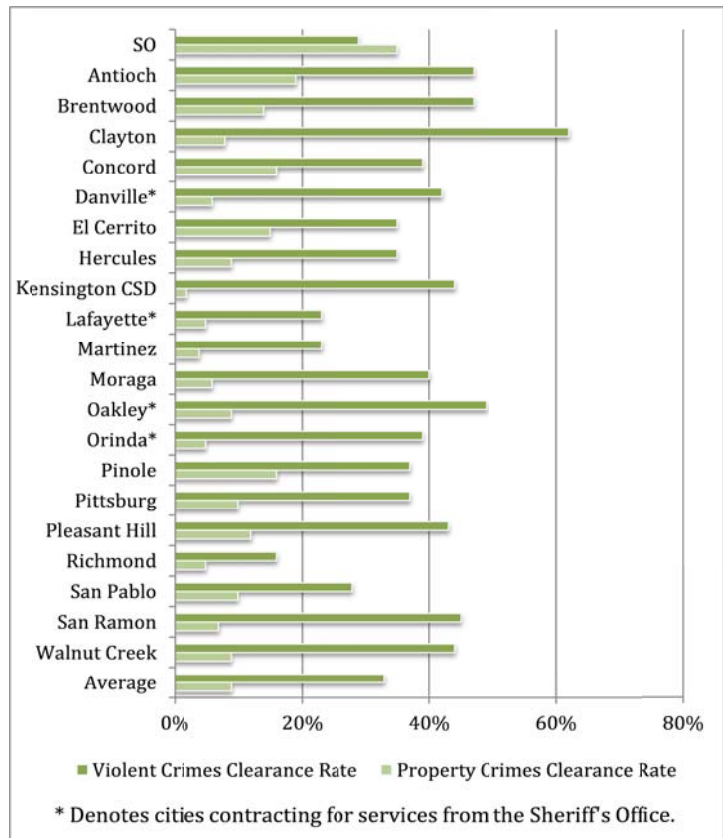
Clearance Rates

The effectiveness of a law enforcement agency can be gauged by many factors, including crime clearance rates or the portion of crimes that are solved.

Figure 3-6: Clearance Rates (CY 07-09)

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared.

Figure 3-6 depicts the clearance rates of all violent and property offenses, which is calculated as the average rate between 2007 and 2009, and as reported to the California Department of Justice (DOJ). Providers countywide on average cleared 38.3 percent of violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and 10.6 percent of property crimes (burglary, motor vehicle



theft, and thefts of greater than \$400) during that same time period. The clearance rate for violent crimes ranged from 16 percent in Richmond to 62 percent in Clayton, while the clearance rate for property crimes ranged from two percent for Kensington PP&CSD to 35 percent for the Sheriff's Office. Those agencies with the highest clearance rate for violent crimes included Clayton (62 percent), Oakley (49 percent), Antioch (47 percent), and Brentwood (47 percent). Those agencies with the highest clearance rate for property crimes included Antioch (19 percent), Concord (16 percent), Pinole (16 percent), and El Cerrito (15 percent).

Clearance rates for all agencies were provided by the California State Department of Justice, Criminal Justice Statistics Center, and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff's Office, cleared crimes are reported by the Sheriff's Office, not the City. Discrepancies currently exist with respect to crime clearance rates. Clearance rates as reported by the agency may differ depending on the agency's definition of a cleared crime. An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody. Local clearance rates (where provided by the local PD) are indicated in Table 3-2 along with the DOJ clearance rates.

Response Times

The ability of local law enforcement to respond to calls (especially Priority One calls – Code 3 with sirens) will be affected by the reduction in beat patrol officers and deputies throughout the County. At the present time, local law enforcement is doing an adequate job in responding to Priority One calls. On the other hand, lower priority calls are requiring longer response times.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are "cold" crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.⁷

⁷ Walker and Katz, 2002.

Figure 3-7: Priority 1 Response Times (2010)

Response times are dependent on the agency's staffing level and size of the jurisdiction served. More compact service areas will generally have lower response times. Law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents. Response times ranged from one minute and 30 seconds in Clayton to 12 minutes and 15 seconds in Concord. Refer to Figure 3-7 for the average Priority 1 response times of each agency, and to Table 3-2 for a comparison of Priority 1 response times in minutes and seconds.

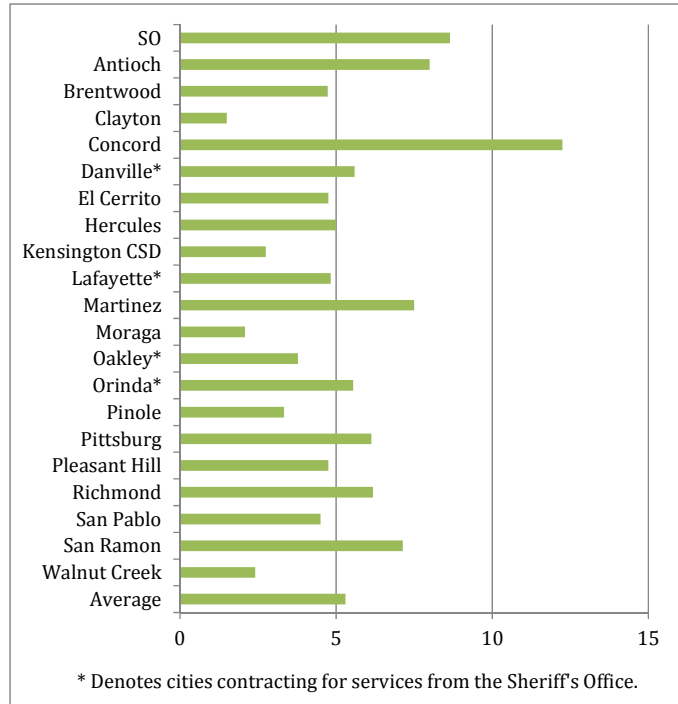


Table 3-1: Staff and Budget Indicators

Staff and Budget Indicators						
Agency	2010 Population	Sworn Staff	Sworn Staff per 1,000 population	Police General Fund Expenditure	Percent of Agency General Fund	Cost per Capita
Office of the Sheriff	154,708	176 ¹	1.14	\$74.0 million	33.00%	N.A.
Antioch	102,372	119	1.16	24.9 million	73.00%	243
Brentwood	51,481	62	1.26	16.0 million	45.10%	311
Clayton	10,897	11	1.01	1.8 million	50.00%	168
Concord	122,067	152	1.25	41.6 million	58.60%	341
Danville	42,039	31	0.74	7.5 million	42.20%	182
El Cerrito	23,549	43	1.83	9.4 million	35.70%	400
Hercules	24,060	23	0.96	7.0 million	36.00%	292
Kensington CSD	5,077	10	1.97	2.1 million ²	N.A.	415
Lafayette	23,893	16	0.67	4.1 million	43.10%	172
Martinez	35,824	37	1.03	10.1 million	52.50%	283
Moraga	16,016	11	0.69	2.0 million	32.80%	125
Oakley	35,432	28	0.79	7.3 million	59.40%	207
Orinda	17,643	14	0.79	4.0 million	40.70%	229
Pinole	18,390	28	1.52	6.5 million	53.10%	355
Pittsburg	63,264	75	1.19	20.1 million	63.90%	318
Pleasant Hill	33,152	40	1.21	9.7 million	52.70%	292
Richmond	103,701	190	1.83	62.9 million	51.50%	606
San Pablo	29,139	56	1.92	14.1 million	73.70%	485
San Ramon	72,148	58	0.8	10.2 million	27.10%	141
Walnut Creek	64,173	76	1.18	22.4 million	36.90%	353
Total or Average	1,049,025 total	1,256 total	1.18 average	\$357.7 million total	48% average	\$296 average

Notes:
 (1) Patrol and Investigation-related – does not include Contracts, Administrative Services, Coroner, Custody, or Support Services.
 (2) Includes expenditures from all sources of District funds.

Table 3-2: Service Indicators

Service Indicators									
Agency	Service Calls ¹	Calls per Capita	Violent Crimes ²	Property Crimes ²	Total Crimes per 1,000 population	Violent Crimes Clearance Rate	Property Crimes Clearance Rates	Response Time - 1 ³	Response Time Seconds per Square Mile
Office of the Sheriff	425,000	2.7	590	2,085	17.3	29%	35%	8:39	1
Antioch	85,200	0.8	877	2,219	30.2	47% 46%	19% 8%	8:00	17
Brentwood	38,000	0.7	124	631	14.7	47% 56%	14% 14%	4:44	19
Clayton	7,450	0.7	8	105	10.4	62% 62%	8% 15%	1:30	21
Concord	122,300	1	438	2,593	24.8	39%	16%	12:15	47
Danville	35,000	0.8	22	290	7.4	42%	6%	5:36	19
El Cerrito	10,500	0.5	155	570	30.8	35%	15%	4:45	73
Hercules	23,300	1	58	300	14.9	35%	9%	5:00	39
Kensington CSD	5,000	1	4	64	13.4	44% 65%	2% 17%	2:45	150
Lafayette	21,400	0.9	24	317	14.3	23%	5%	4:50	19
Martinez	28,200	0.8	123	703	23.1	23%	4%	7:30	36
Moraga	3,100	0.2	11	112	7.7	40%	6%	2:05	13
Oakley	36,165	1	88	452	15.2	49%	9%	3:47	14
Orinda	16,200	0.9	11	177	10.7	39%	5%	5:33	26
Pinole	29,750	1.61	119	452	31.0	37% 52%	16% 16%	3:20	38
Pittsburg	72,200	1.1	202	1,526	27.3	37% 36%	10% 10%	6:08	21
Pleasant Hill	20,800	0.6	115	607	21.8	43%	12%	4:45	35
Richmond	110,600	1.1	1,136	3,674	46.4	16%	5%	6:11	12
San Pablo	26,500	0.9	308	1,113	48.8	28%	10%	4:30	104
San Ramon	57,700	0.8	51	552	8.4	45%	7%	7:08	23
Walnut Creek	37,000	0.6	122	1,422	24.1	44% 43%	9% 15%	2:25	7
Total or Average	1.2 mil. total	0.9 average	4,586 total	20,684 total	21.1 average	38.3% average	10.6% average	5:19 average	35 average

Notes:

- (1) Average number of calls per year over past three years.
- (2) Average number of crimes per year over past three years.
- (3) Response time for Priority 1 calls in minutes and seconds.
- (4) Violent Crime and Property Crime Clearance Rates in regular type indicates DOJ data. Violent Crime and Property Crime Clearance Rates in bold type indicates local agency data.

Facilities and Equipment

In the context of police service, infrastructure needs signify facilities that do not provide adequate capacity to accommodate current or projected demand for service for the region as a whole or for the jurisdictions within the region. The police departments provided the facility age and an assessment of each facility's condition and deficiencies. Facility locations and conditions are indicated in each Police Department chapter.

Half of the law enforcement agencies within the County are housed in stand-alone facilities; that is, they are located in a separate building from other agency facilities. The other half are part of a 'City Hall' type building, or combined with a fire department. Overall, police facilities for all agencies are in very good condition, and provide adequate space for the various functions that are part of day-to-day police activities. Most have secure parking for police vehicles and specialty equipment.

Those police departments who share building space, or who have facility needs are as follows:

Clayton PD	shares offices with other City departments at City Hall.
Danville PD	is currently housed on the bottom floor of 'Town Hall' which also serves other Town departments. Any significant increase in staff will require additional space. The need exists for an exercise area.
El Cerrito PD	shares a building with the Fire Department. Currently at capacity for office space; some functions located off-site. Does not have secured parking.
Hercules PD	is located in the west wing of City Hall, and shares a common entry but is separate from other City offices.
Kensington PD	is a tenant in a building owned by and shared with the Kensington Fire Protection District. The building houses a joint Police Station and Fire Station.
Lafayette PD	is housed in a converted office building; shares the building with other City offices. Currently at maximum capacity for personnel. Does not have secure parking.
Martinez PD	housed in the west wing of the City Hall Building. Secure parking area recently added.
Moraga PD	housed in the east wing at City Hall; does not have secured parking.
Orinda PD	housed in the easterly half of the main floor at City Hall. Has a need for a secure reception area and separate restrooms. Does not have secured parking.
Pinole PD	shares a building with the Pinole Fire Department and is located adjacent to City Hall.
Pittsburg PD	is housed in the west wing of the Civic Center and shares the building with 'City Hall' functions. Additional secured parking is needed.

Pleasant Hill PD currently at maximum capacity for office space. In need of a secure parking area.

Critical Issues

Throughout the course of this study, a number of significant issues have been identified which will impact law enforcement services in Contra Costa County. These issues are summarized as follows:

Staffing Levels

- It will become increasingly more difficult to maintain specialty components such as K-9 Officers, School Resource Officers, Community Service Officers, Narcotics Investigations, Gang Suppression, and Graffiti Abatement as limited financial resources are directed to patrol activities.
- Heading up their respective law enforcement agencies in 2011 are five new Chiefs of Police and the County Sheriff.
- More Senior Staff will retire to take advantage of the current '3% at 50' retirement benefit.
- Current positions which are vacant or 'frozen' will not likely be re-filled for a number of years.
- Since June of 2008, Sheriff Deputies, Dispatchers, Aides and Specialists have been working without a contract.

Funding Levels

- Due to the global recession, the significant downturn in housing starts, reduced sales tax revenue and property tax revenue, and the number of homes in foreclosure or 'underwater,' the County and the cities will experience continuing reductions in the amount of General Fund monies available for law enforcement over the next several years. Fiscal Year 11-12 will be most telling for local law enforcement agencies as they try to maintain the levels of service expected of them.
- For the most part, recent ballot measures to increase the local sales tax to fund law enforcement activities have not been successful.

Service Demand

- In order to increase crime clearance rates (especially property crimes), it will be necessary to fund additional Special-Response Justice Units (J-Teams) responsible for crime-solving, acting on search warrants, arrests for drug sales, and recovery of stolen firearms and vehicles.
- Additional capacity (in both personnel and equipment) will be needed at the dispatch centers to handle 9-1-1 wireless calls for service.

Facilities and Equipment

- The County maximum-security Martinez Detention Facility is operating at near capacity.

- With the exception of San Ramon PD, all capital improvement projects for the Sheriff's Office and for city police departments are either unfunded or on hold.
- Police stations serving the cities of El Cerrito, Lafayette, Pleasant Hill, and San Pablo are at maximum capacity.
- Secure parking areas for police vehicles are needed in Lafayette, Moraga, Pittsburg, and Pleasant Hill.
- The serviceable life for police patrol vehicles is being extended from four years and 85,000-90,000 miles, to five years and 100,000-105,000 miles.
- Ford Motor Company is scheduled to discontinue its line of Crown Victoria police cruisers in late 2011 and replace them with a Ford Police Interceptor based on the Ford Explorer.
- The rising cost of gasoline will impact all Patrol Divisions.

Dispatch

- Police Departments who contract for dispatch services with other law enforcement agencies are experiencing rapidly rising costs; but they are unable to provide such services themselves.
- A P-25 compliant communications system providing fully interoperable communications to all public agencies in Alameda and Contra Costa County is scheduled to become operational in 2013. Equipment funding and operational costs are issues for local law enforcement agencies.
- With the advent of the two-county interoperable radio communication system, along with the transfer of 911 cell phone calls to the Sheriff's dispatch center, a coordinated effort among all law enforcement, fire and emergency medical dispatch operations will be necessary. This is a task that the PSAP Manager's Group may wish to undertake, in conjunction with the SO.

Grant Funding

- Grant funding, primarily through the Federal Community Oriented Policing Services (COPS) program and the California Citizen's Option for Police Programs (COPPS) is becoming more competitive, and grant awards are more difficult to obtain.

4. City of Antioch

The City of Antioch provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the eastern portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Antioch Police Department is contained in the East Contra Costa County Sub-regional MSR adopted by the Commission on December 12, 2008. (www.contracostalafco.org)

Agency Overview

Background

The City of Antioch is a general law city, which was incorporated in 1872. Its boundary area is approximately 28.3 square miles (land only). The City's SOI encompasses four unincorporated islands in the northerly portion of the City, as well as a future development area in the south. (Refer to Map 4-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police, as the department head for the Police Department (PD), reports to the City Manager. The City Council, City Manager, and the Police Chief communicate regularly on issues relating to law enforcement and crime prevention. The Police Chief is Alan Cantando, who was appointed in July 2011.

A Police Crime Prevention Commission, composed of seven Antioch residents, provides input on law enforcement issues to the City Council. The Commission makes recommendations to the City Council relative to crime prevention, and makes reports on programs which might be initiated to help the Police Department and the citizens create a safer community. The Commission is appointed by the Mayor and City Council and is not an oversight entity.

Constituent outreach efforts aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts in the City include Antioch's Community Action Team, presentations in schools by school resource officers, as well as 11 community partnership programs, such as the Volunteers in Police Service (VIPS) - a volunteer organization committed to assisting the Department in enhancing community safety), a neighborhood watch program, and the Reach Project (a youth intervention program in lieu of juvenile probation). In addition, as part of a department reorganization, Antioch PD revised its media information release policy, created a public information officer position, expanded the role of the Crime Prevention Commission in educating the public, used the city website to create videos for educating the public

on crime prevention, and developed crime prevention tips published monthly in the local paper. The Department takes full advantage of electronic communication systems such as “Fax Blast” to release information and alerts to the media and community.

If a constituent has a complaint regarding the Department or its employees, complaint forms are available at the front counter of the police station. Complaints are also taken by phone, by email, or directly by any member of the Department. Complaints are then forwarded via command staff to the Chief. The Chief serves as the person directly responsible for addressing all complaints. The Department did not provide the exact number and type of complaints received in 2007, 2008, and 2009.

Antioch PD demonstrated partial accountability and transparency by cooperating with LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

In FY 10-11, the City budget approved 173.7 positions for the Antioch PD, of which 117.5 were sworn staff and 56.2 were support staff. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time employees, or vacant or frozen positions. The Department operates under two basic functions, the Field Services Division (which includes Dispatch, Patrol, Community Policing and Traffic), and the Support Services Division (which includes Administration, Investigations, Narcotics, Records, and Animal Control Services). The captain of each of those divisions reports to the Chief. The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager, and with the City Council.

In 2006, the Chief initiated a reorganization of the Antioch PD using strategic planning and community policing programs as the principal methods of providing improved delivery of police services to the community. The process began with a series of meetings with businesses and local neighborhoods. Feedback received from the community and from members of the department resulted in adoption and implementation of a program consisting of six basic goals or tenets for department operations, focusing on 1) leadership and relationships, 2) communication, 3) staffing, 4) reducing crime, 5) juvenile issues, and 6) public education.

The City’s approach to monitoring workload and performance varies by department. In the PD, all employees are evaluated annually. Department performance is reviewed routinely using internal CAD and RMIS systems that permit data to be evaluated on crimes and other calls for services using a program called CRYSTAL. Community policing teams hold meetings weekly to evaluate community or beat problems, and reports initiated either by members of the community or by the officers themselves. Finally, two lieutenants are charged with the responsibility of evaluating policies and procedures. They use the Lexipol System to research successful best practices information submitted by other police agencies.

The Department’s performance is also evaluated yearly in its annual report, every three years during the strategic plan update, and annually during the budget process. The City’s General Plan outlines the need for additional performance evaluations, including 1) an annual assessment of the adequacy of facilities and services serving Antioch, which would address personnel and staffing needs, and capital needs, based on anticipated growth and the level of service standard, and 2) have POST undertake an analysis of the Antioch Police Department’s staffing needs.

Planning documents that guide Antioch PD’s services are the departmental strategic plan and the City’s General Plan. The strategic plan is updated every three years and outlines specific goals, strategies to accomplish those goals and a timeline to complete each task. While the City adopts a

five-year capital improvement plan, at present there are no plans for law enforcement related capital improvements.

General Plan Service Standards for police are as follows:

- Maintain a force level within a range of 1.2 to 1.5 officers, including Community Services Officers assigned to community policing and prisoner custody details, per 1,000 population; and
- The ratio of Community Service Officers assigned to community policing and prisoner custody details to sworn officers shall not exceed 20 percent of the total number of sworn officers.

Antioch PD currently meets both of these standards.

Population and Growth Projections

According to the 2010 Census, the population of the City is 102,372. Over the last 10 years, the population of Antioch has grown by 13 percent.

The City reported that new population-based growth will be primarily in-fill development and new development driven industrial, commercial and residential growth. Growth expectations reported in the City's General Plan are based on population projections from ABAG. The southern section of the City has been the location for most of the new residential development. Currently pending, is a development application designed to provide luxury homes in the southern sector of the City.

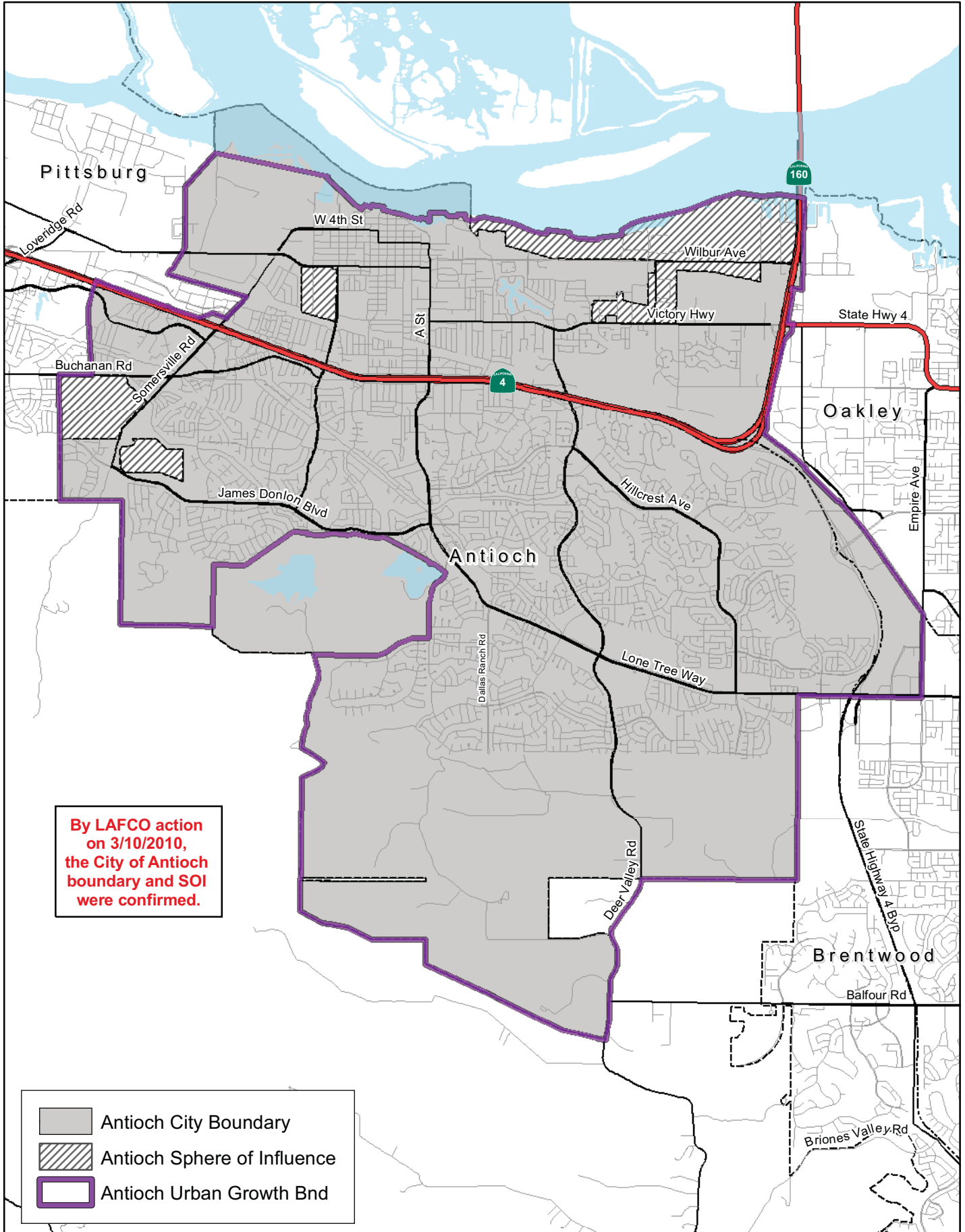
Based on ABAG projections, the City is anticipated to grow by 11 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG anticipates that the City's population will be 119,200 in 2035.

Antioch PD does not anticipate difficulties serving any growth in the near future; however, the Department indicated that its ability to serve new development would depend greatly on the level of future budget cutbacks caused by the recession, the nature and size of the new development, location, and traffic generated.

The Department reported that it is involved early in evaluating new development and works closely with planners on land use issues. Growth strategies related to law enforcement in the City include performance standards adopted as part of the Growth Management section of the City's General Plan as indicated above.

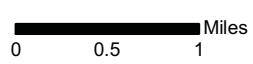
There are four unincorporated islands within the City Limits where the Sheriff provides services. The first is the Contra Costa County Fairgrounds located at West 10th Street and L Street. The Fair contracts with the Sheriff's Office for law enforcement services during the fair, and contracts with a security company for private events throughout the year. The second is a 78-acre parcel located east of Somersville Road and James Donlon Boulevard and site of the former Contra Costa Sanitary Landfill. The third is a 108-acre area bounded by 18th Street and the Burlington Northern Santa Fe railroad tracks in the Wilbur Avenue area. This area is inhabited, has significant infrastructure issues, minimal code and law enforcement, and was the location of the 2009 Jaycee Dugard kidnapping case. The fourth island is a 196-acre parcel surrounded by the City of Antioch on three sides and the City of Pittsburg on the fourth side, and is part of the Somersville Road Corridor Focus Area. (Refer to Map 4-1.)

City of Antioch Boundary, SOI, and Urban Growth Boundary



Map created 6/13/2010
 by Contra Costa County Community Development, GIS Group
 651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
 37.5948.455N 122.0635.384W

This map was created by the Contra Costa County Community Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.



Financing

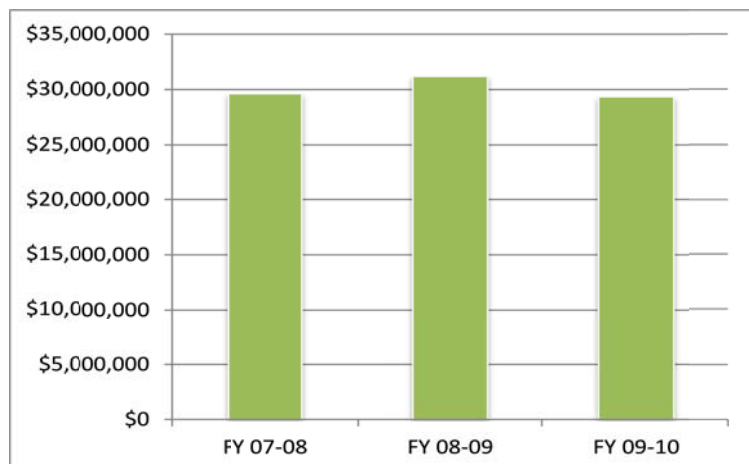
Economic recession issues have put growth on hold and decreased budget allocations for city services and programs. The Department is facing severe budget cutbacks which have resulted in the layoff or transfer of essential sworn personnel normally assigned to specialized services (including Detectives, Traffic Enforcement and Resource Officers). The implications may result in labor unrest during the meet and confer process, especially as it pertains to pension and benefit issues. Further budget cutbacks are expected in the next fiscal period and beyond, and the Department is evaluating methods of reducing personnel and programs while still maintaining reasonable effectiveness in achieving stated proactive department goals and objectives. Reduced budget allocation have cost the department the elimination of six police officers, which necessitated returning five detectives to patrol duties, and eliminated a selective traffic enforcement position. In addition, the department has eliminated three School Resource Officers, six Community Service Officers and four support staff positions. The public services counter and the Records Unit have limited hours, currently Monday through Thursday from 9:00 AM to 1:00 PM. At all other times, the entrance to the building is locked and entry is granted via a phone located outside the building.

The Department’s services are financed primarily through the General Fund and augmented by three special revenue funds. Revenues related to law enforcement activities which are included in the General Fund include sales tax income for public safety services, federal grants, fees and fines, and service charges. Fees include bicycle licenses, false alarm permit fees, false alarm response fees, and abatement fees. Fines include non-traffic fines and vehicle code fines. The Department provides security services for the school district and provides contract dispatch services to Brentwood for which it collects charges for service. In FY 09-10, these funding sources combined comprised 11 percent of the General Fund monies dedicated to Police Department.

The Supplemental Law Enforcement Fund tracks supplemental public safety funding allocated in AB 3229. Funds must be used for front-line police services and must supplement and not supplant existing funding for law enforcement services. The Local Law Enforcement Block Grant Fund accounts for public safety funding allocated under the Fiscal Year 1996 Omnibus Appropriations Act. Funds may be used for a wide variety of activities from increasing personnel and equipment resources for law enforcement to developing and supporting programs to enhance effective criminal justice processes. The third special revenue fund is the Animal Control fund; a portion of the revenues required to operate this function comes from animal licenses and shelter, adoption, handling, and impound fees, and the remainder comes from a subsidy transfer from the General Fund. In FY 09-10, General Fund expenditures accounted for 97 percent of police service expenditures, while special revenue funds financed the remaining three percent, of which, the Animal Control fund is the primary contributor.

Figure 4-1: Antioch PD Expenditures (FYs 08, 09, & 10)

While there have been personnel cuts to the Police Department, expenditures over the last three fiscal years have been relatively stable, and in fact, actually went up in FY 08-09 as shown in Figure 4-1. With static expenditures, personnel losses are attributed to higher pension and health coverage costs. In FY 09-10, the primary expenses for the Department were the Community Policing Division (54 percent),



administration (13 percent), investigations (10 percent), and communications (8 percent).

The City sponsored a ballot measure for the 2010 General Election (Measure P), which proposed the addition of a one-half cent transaction and use tax for a period of eight years in order to avoid police layoffs, maintaining neighborhood police patrols, and 911 emergency response. The measure was defeated with 51.84% No votes. This vote will exacerbate funding shortages for law enforcement services in the City.

There was no long-term debt related to law enforcement services at the end of FY 09-10.

Antioch takes part in the Municipal Pooling Authority joint powers authority for risk management coverage.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Department is responsible for community policing, has a Community Action Team (CAT), a Special Weapons and Tactics (SWAT) Team, conducts Emergency Preparedness training, and advises the Police Crime Prevention Commission. Antioch PD is also involved in the East Bay Terrorism Early Warning Group, Neighborhood Watch, and a vacation house check program. Animal control services are provided through the Police Department, including programs promoting animal welfare and public awareness. The Antioch Animal Services Center is responsible for the enforcement of local and State laws related to the care, control, and protection of animals, as well as the protection of area residents from animals. The Department relies on the Sheriff's Office for search and rescue services and long-term holding facilities, and the City of Walnut Creek for bomb squad services.

Antioch PD provides contract police dispatch services to the Brentwood Police Department for \$700,000 to \$800,000 annually.

The Sheriff's Department provides safety services within the City in two capacities: patrolling the Contra Costa County Fairgrounds during the fair's four day run; and responding to a City of Antioch "critical incident" in which a request has been made for "mutual aid." The Sheriff's Department marine response boats are based at the Antioch Marina and provide a wide range of essential services throughout the delta waterways that are adjacent to east County cities.

Patrol

Antioch PD patrols 28.3 square miles which are broken down into six beats. Patrols within each beat are based on a team concept and features a 'modified 4-10 schedule' in which officers work four 10-hour shifts. This allows officers to have every other weekend off, and facilitates a minimum of ten hours of training per month. Antioch utilizes a single officer for each beat vehicle.

Under the Community Policing Program, the City is divided into 63 community policing reporting zones (RZ's), which include all neighborhoods. Every Community Policing Officer is assigned to a specific RZ, which allows for community policing coverage 7-days per week.

Staffing

Figure 4-2: Antioch PD Staffing Levels

Over the last two FYs (10, 11), the City has reduced the Police Department staff by 13 positions by eliminating sworn police officer and traffic control officers position, and replacing those positions by transferring detectives; and by eliminating six Community Service Officers. (Refer to Figure 4-2)

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Captain	2	2	2
Lieutenant	6	6	6
Detective	5	0	0
Police Officer	116	106	105
K-9 Officer	5	5	5
Disptacher	15	17	15
Community Service Officer	0	20	14
Traffic Control Officer	5	0	0
Animal Control Officer	3	3	3
Office Support Staff	7	11	7
TOTAL	165	171	158

Currently, the department determines staffing levels based upon the general plan standard of a specified number of sworn officer’s per capita level, or 1.24 officers per 1,000 residents. By including Community Service Officers in the sworn officer category, Antioch has maintained this ratio, currently at 1.28 officers per 1,000 residents.

In light of recession caused budget restraints, and increased pension and benefit costs, police staffing levels are expected to be reduced in the next budget cycle. Another method of determining staffing levels used by some police agencies is based upon response times to emergency life threatening events, such as injury accidents, serious crimes in progress involving threats or weapons, violent domestic disturbances, and other essential emergency calls for services. This performance based system uses arrival time on scene from the time the call is received as essential criteria for determining the number of officers needed and available to respond to life threatening calls for services, and is based upon the requisite to quickly deliver emergency life sustaining services at the time and places when needed.

Location

Antioch PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through mutual aid agreements. These agreements include: 1) the Contra Costa Mutual Aid Mobile Field Force which provides police services of all types for calls to other counties on request; 2) the Officer Involved Fatal Incident Protocol which provides fatal incident investigations for the entirety of Contra Costa County; 3) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed; and 4) the Lone Tree Corridor Enforcement Agreement which is an agreement with Brentwood PD to provide response to priority calls in the Brentwood-Antioch commercial area without compensation. Antioch PD also provides dispatch services to Brentwood PD by contract.

The Department did not identify any areas within the City’s boundaries that are particularly challenging to serve.

Infrastructure

Antioch PD operates out of a single police headquarters at 300 L Street which is a state-of-the-art, 68,000 square foot building containing administrative offices, training rooms, computer-aided dispatch system, indoor firing range, weight-training room, and locker rooms. The facility also serves as the Emergency Operations Center. The Department moved into the facility in 2003, and reported that it is presently in excellent condition and has no infrastructure needs or deficiencies. There are no plans for significant capital improvements to the police facility before 2015, based on the City's capital improvement plan.

The animal shelter and animal control services, which are funded by a special revenue fund, are also part of the facility. The City reported that expansion of the animal control facilities may be necessary; however at present there is no funding source available.

The Department did not report any needs related to vehicles or equipment. Vehicles and equipment (radar trailers and an incident command trailer) are kept within a secure area adjacent to the police building.

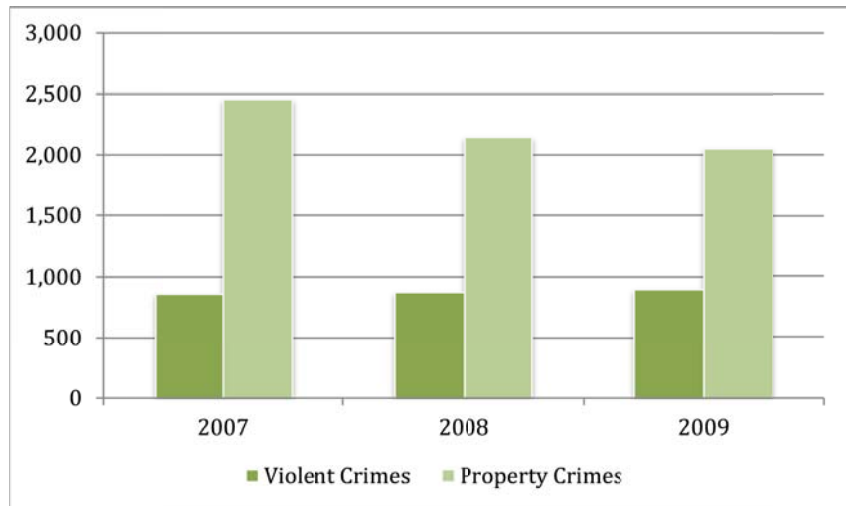
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 4-4: Antioch Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 4-3: Violent and Property Crimes (2007-2009)

An increase in population does not necessarily indicate an increase in level of demand, such as crimes and service calls. In fact, during the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 4-3, while the number of violent crimes has remained relatively static over this time period, the number of property crimes has declined by 16 percent. Based on the number



of property and violent crimes between 2007 and 2009, the City had approximately 30 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 85,200 service calls per year in 2007, 2008 and 2009, which is 843 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Antioch PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.⁸ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Antioch PD on average responds to Priority 1 incidents within eight minutes, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 4-4, Antioch PD had a clearance rate of 47 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of 19 percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. Local clearance data indicates a 46 percent clearance rate for violent crimes and an eight percent clearance rate for property crimes during this period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Antioch PD solves a significantly larger portion of both violent crimes and property crimes within its jurisdiction as compared to the average of other providers in the County.⁹

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Antioch PD is slightly below the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 1.16.

⁸ Walker and Katz, 2002.

⁹ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 4-4: Antioch Law Enforcement Profile

Antioch Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Antioch	Population (2009)	100,957
Number of Beats	6	Population (2010)	102,372
Dispatch	Antioch	Total Service Calls (2009)	94,684
Search and Rescue	Sheriff	Calls per 1,000 population	843
Investigations	Antioch	Crime Activity	
Traffic Enforcement	Antioch	Arrests (2009)	6,667
SWAT	Antioch	Violent Crimes (2009)	897
Temporary Holding	Antioch	Property Crimes (2009)	2,053
Long-term Holding	Sheriff	Traffic Accidents	213
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	2,607
Canine (K-9) Services	Antioch	Property Crime Rate per 100,000 ¹	6,593
Staff Training	Antioch		
Animal Control	Antioch		
Service Adequacy		Resources	
Avg. Priority One Response Time	8:00	Total Staff (2010)	164
Response Time Base Year	2010	Sworn Staff	119
Clearance Rate of Violent Crimes ²	47%	Support Staff	45
Clearance Rate of Property Crimes ²	19%	Volunteers	4
Per Capita Cost (General Fund)	\$ 243	Sworn Staff per 1,000 population	1.16
Service Challenges			
<p>The Department has faced financing constraints during the recent recession and has suffered staff reductions. The Department's goal is that emergency services response will not be impacted by reduced revenue; however, service levels to non-emergency crimes and events are now exposed to the impacts of budget cutbacks, and this is expected to further diminish service response levels.</p>			
Facilities			
Station	Location	Condition	Built
Antioch Police Facility	300 "L" Street, Antioch, CA 94509	Good	1993
Current Facility-Sharing and Regional Collaboration			
<p>The City participation in regional activities includes DOW Chemical drills and training, drills with the Antioch USD for emergency services preparedness, and the Contra Costa County Avoid the 25 DUI program. Antioch PD shares its dispatch facilities with Brentwood PD by contract.</p>			
Opportunities for Facility-Sharing and Regional Collaboration			
<p>Future facility sharing opportunities may include the sharing of animal control services between Antioch, Oakley and Pittsburg.</p>			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

5. City of Brentwood

The City of Brentwood provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the eastern portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Brentwood Police Department is contained in the East Contra Costa County Sub-regional MSR adopted by the Commission on December 12, 2008. (www.contracostalafco.org)

Agency Overview

Background

The City of Brentwood is a general law city, which was incorporated in 1948. Its boundary area is approximately 14.8 square miles (land only). The City's SOI encompasses two adjacent unincorporated areas, one in the northeast and one in the southwest. (Refer to Map 5-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Mark Evenson, who serves as the department head for the Police Department (PD) and reports to the City Manager. The City does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. Activities in the City include: R.A.V.E. (Reducing Adolescent Violence Education); Neighborhood Watch; Red Ribbon Week (anti-drug education program); Vacation Watch; Tell-A-Cop (anonymous phone number); Operation Identification (identification engraving program); Community Introduction Program; and Every 15 Minutes (drunk driving education for high school students). The Department sponsors an Explorer Post program which teaches different aspects of law enforcement to youth possibly interested in a career in police work. Additionally, the Department takes part in Triad - a national community polling initiative wherein law enforcement professionals, seniors and community groups partner to meet the crime-safety needs of seniors. The Department makes crime statistics and other information available on its website.

If a constituent has a complaint regarding the Department or its employees, complaint forms are available online. The Department tracks complaints by using a distinct numbering system. Complaints are reviewed by the Professional Standards Unit. The Chief acts as the ombudsman by reviewing all complaints and the action taken to address the issue by the Professional Standards Unit. For the Brentwood PD, in 2007 there were three complaints in which one was unfounded and

two were not sustained; in 2008 there were five complaints in which one was sustained, two were exonerated, and two were unfounded; and in 2009 there were seven complaints in which three were unfounded, three were exonerated, and one was not sustained.

Brentwood PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 10-11 budget, the PD has 80.5 authorized full time equivalent (FTE) positions of which 62.0 are sworn officers and 18.5 are support personnel. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time employees, or vacant or frozen positions. The Department is supplemented by a volunteer program that presently has approximately 15 volunteers, a volunteer chaplain program, and an Explorer Scout program.

The Department is divided into two divisions: Field Operations and Support Services. The Field Operations Division command staff consists of a Captain who oversees the Field Operations Division, two Field Lieutenants who are the day and evening Watch Commanders, six Field teams that are responsible for patrol and calls for service, the Traffic Safety Unit, the School Resource Officers assigned to the schools, the K-9 Unit, the Field Training Officer Program, Community Service Officers deployed in the field as support staff, and a SWAT Team. The Support Services Division is commanded by a Captain and has two Bureaus, Administration and Investigations, each directed by a Lieutenant. The Administration Bureau responsibilities include records, emergency services, recruiting and hiring, training, special projects, special event coordination, financial accounting, and crime prevention services. The Investigations Bureau responsibilities include major crimes and special operations investigation units, city planning liaison, the property unit, and the Chaplain's program. The captain of each division reports to the Chief.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager and with the City Council.

The guiding goals of the Brentwood PD are: 1) maintaining a full staffing level; 2) implementing a traffic safety emphasis program; 3) establishing a report writing capacity from the field; 4) expanding crime prevention efforts; 5) expanding city wide emergency preparedness training; and 6) streamlining department efficiency and operations.

Sworn officers are evaluated annually. New staff are evaluated after 18 months of a probation period. The Department puts together an annual crime and services report as well as a crime report to the State, which tracks the workload of the Department as a whole. The Department's performance is evaluated yearly in its annual report and biennially during the budget process. The Department also conducts an annual benchmark report to evaluate public safety services in the City. The City Council has adopted four benchmark indicators to monitor the Police Department's ability to provide quality police services to the residents of Brentwood. These benchmarks are: 1) response times; 2) incidents of crime and crime rates; 3) workload; and 4) clearance rates. These benchmarks are analyzed on an annual basis and assist in determining appropriate staffing requirements for the Police Department. The first such benchmarking report was completed in 2008. The 2011 Benchmark Report demonstrated acceptable results in the four criteria indicated above, and that staffing is sufficient at the present time.

In order to improve efficiencies, the Department is working to streamline the workload and eliminate duplication of efforts. Examples of these efforts include initiation of an enhanced booking program and reconfiguration of beats to meet demand.

Planning documents that guide Brentwood PD's services are the City's 2001-2021 General Plan, which was updated in May 2009, and a departmental strategic plan and mission statement.

General Plan Service Standards for police are as follows:

- Capital facilities and personnel shall be provided sufficient to maintain a five minute police response time, and
- Capital facilities and personnel shall be provided sufficient to maintain a force level of at least 1.5 officers per 1,000 population.

Brentwood PD currently meets the response time standard. It presently does not meet the force level standard of 1.5 and has a current officer ratio of 1.26 per 1,000 population. However, this standard is no longer applied, and has been replaced by the Benchmark criteria.

Financial planning documents include the biennial budget, a capital improvement plan, and a cost allocation plan. The City's capital improvement program is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The plan covers a five-year period and is updated by staff and approved by the City Council each year. Brentwood has an extensive CIP for the period FY 2010-11 – 2014-15 consisting of 94 projects, of which one project is related to law enforcement services—the purchase and installation of crime analysis and reporting software. In addition, as part of Brentwood's long-term strategic planning, the City annually prepares a 10-year fiscal model. The fiscal model helps to identify potential financial difficulties before they become a reality.

Population and Growth Projections

According to the 2010 Census, the population of the City is 51,481. Over the last 10 years, the population of Brentwood has grown by 121 percent.

The City projects that the rate of residential development will be changing to pace the remaining build out of the community over the next 10-15 years, with budgets addressing that transition. The City anticipates reduced rates of growth in the future and is implementing specific plans and corridor studies to accommodate this change and related impacts of capital improvement funding and related financial and service matters.

A Specific Plan is underway for a portion of Brentwood Boulevard (State Route 4), with additional development related to in-fill of vacant residential and commercial areas.

Based on ABAG projections, the City is anticipated to grow by 30 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 77,500 in 2035.

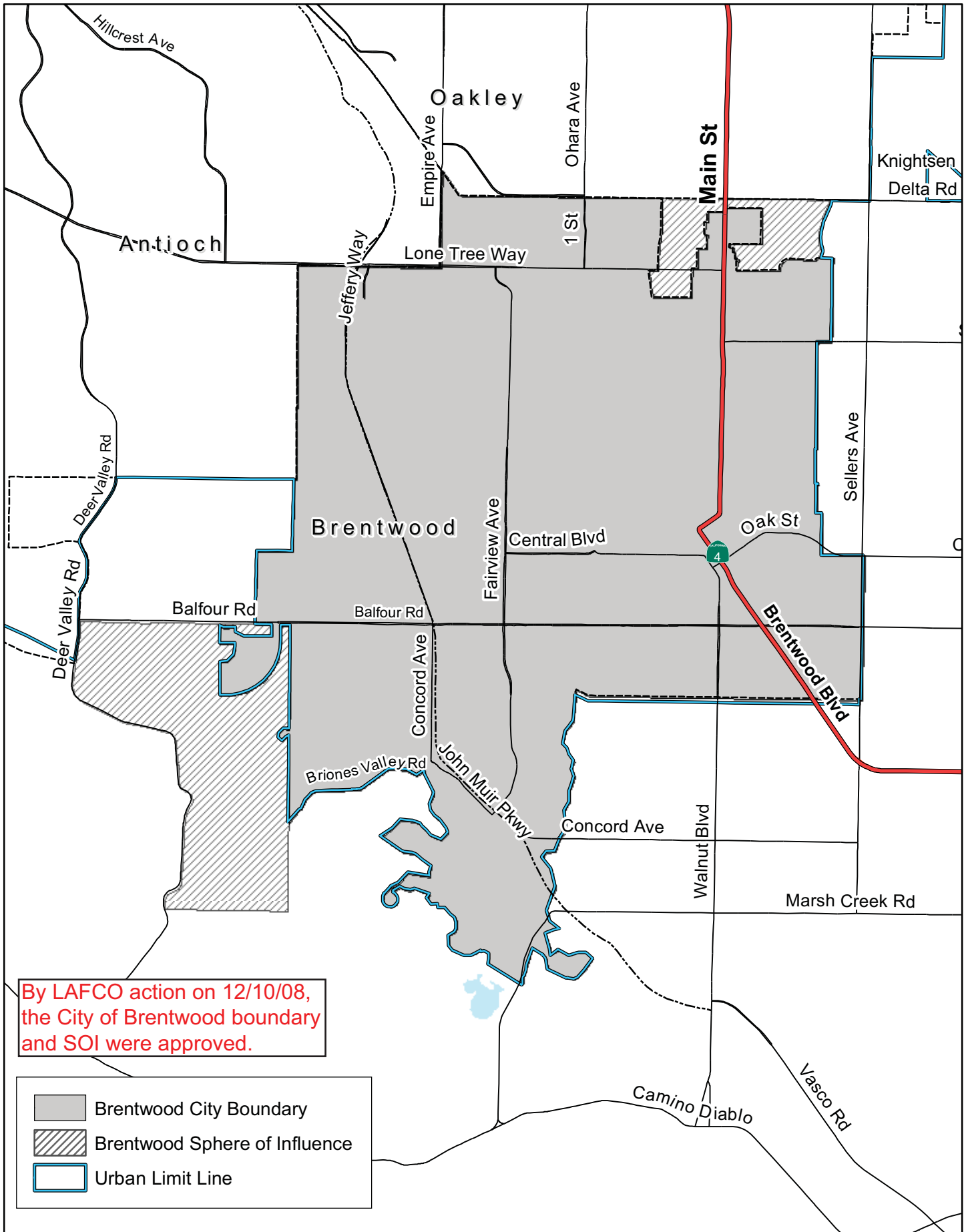
Brentwood PD has had to address substantial growth over the last 10 years. The Department indicated that the significant rate of growth has forced the PD to provide increasing urban levels of service over a short period of time. This rapid level of growth has led to increased response times. In order to accommodate new growth, patrol beats are adjusted based on the volume of calls for service. The Department reported that in order to serve any future growth, additional facilities would be necessary, such as a substation that is staffed with volunteers and offers a place for officers to work.

Law Enforcement MSR




The Department is invited to participate in the Development/New Projects Committee, to evaluate and comment on any proposed developments. Growth strategies related to law enforcement in the City include performance standards adopted as part of the Growth Management section of the City's General Plan as indicated above.

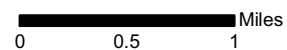
At the present time, there is one unincorporated island within the City limits. This is a 140-acre island located where Lone Tree Way intersects with Virginia Drive west of Brentwood Boulevard. (Refer to Map 5-1.) This area is expected to annex to the City upon development.

City of Brentwood Boundary and Sphere of Influence



**By LAFCO action on 12/10/08,
the City of Brentwood boundary
and SOI were approved.**

	Brentwood City Boundary
	Brentwood Sphere of Influence
	Urban Limit Line

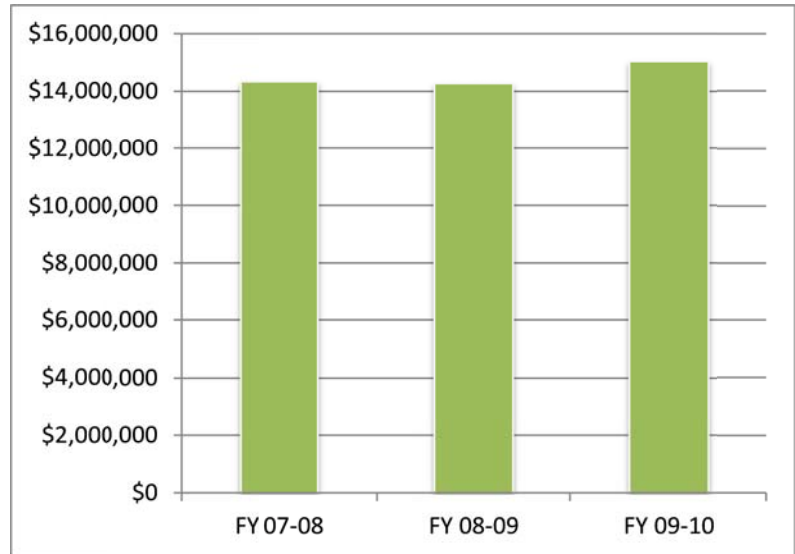


Financing

The Department's services are financed primarily through the General Fund and augmented by one Special Revenue Fund which accounts for 1.9% of total PD funds (approximately \$300,000 in FY 10-11). Revenues are collected from Fines and Forfeitures (\$180,000 per year) and POST Reimbursements (\$25,000 per year), and are considered General Fund monies.

Figure 5-1: Brentwood PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years have been relatively stable, and in fact, actually went up in FY 09-10, as shown in Figure 5-1. In FY 09-10, the primary expenses for the Department were personnel (80 percent), supplies and services (13 percent), internal services (seven percent), and capital outlays (less than one percent).



Long-term debt related to law enforcement services includes a general obligation bond issued in 2002 to finance the construction, acquisition and improvement of a new police station. Total annual debt service payments, including interest at 3.625 percent to 5.68 percent, range from \$208,666 to \$925,000. At the end of FY 09-10, the remaining balance on the bond was \$12.7 million, including interest. The bond will be retired in 2031.

Brentwood takes part in the Municipal Pooling Authority joint powers authority for risk management coverage.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Department is responsible for community policing, has a Special Weapons and Tactics (SWAT) Team, and conducts Emergency Preparedness training. Brentwood PD is also involved in the East Bay Regional Communication System and the Contra Costa Mobile Field Force.

The Department relies on the Sheriff's Office for search and rescue services and long-term holding facilities, County Animal Control for animal services, the City of Walnut Creek for bomb squad services, and the City of Antioch for police dispatch services. Brentwood PD would like to start providing its own dispatch services; however, it is still more cost effective to utilize Antioch PD.

The Sheriff's Department also provides safety services within the City by responding to a City of Brentwood "critical incident" in which a request has been made for "mutual aid."

Brentwood PD does not provide contract services to other agencies.

Patrol

Brentwood PD patrols 14.8 square miles which are divided into four beats. Platoon A (consisting of three squads and the Traffic Unit) work four 10-hour shifts (Monday through Thursday) while Platoon B (consisting of three squads and the Field Training Officer) work four 10-hour shifts (Thursday through Sunday). The overlap day is utilized for training and coordination. Brentwood utilizes a single officer for each beat vehicle.

Staffing

Figure 5-2: Brentwood PD Staffing Levels

Over the last three FYs (09, 10, 11), unlike other city police departments, Brentwood has been able to maintain stable staffing levels with little variation from year to year. (Refer to figure 5-2.)

Currently, the department determines staffing levels based upon the necessary number of sworn officers by utilizing an innovative annual Benchmark Report which allows monitoring of staffing levels.

Brentwood PD presently employs 1.26 sworn officers per capita, and has been able to maintain its sworn force.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Captain	2	2	2
Lieutenant	4	3	4
Detective	5	5	5
Police Officer	51	51	51
K-9 Officer	2	2	2
Community Service Officer	7	7	7
Records Specialist	7	7	7
Office Support Staff	3	3	3
TOTAL	82	81	82

Location

Brentwood PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the Contra Costa Mutual Aid Mobile Field Force which provides police services of all types for calls to other counties on request; 2) the California Law Enforcement Mutual Aid Plan; 3) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed; and 4) the Lone Tree Corridor Enforcement Agreement which is an agreement between Antioch PD and Brentwood PD to provide response to priority calls in the Brentwood-Antioch commercial area without compensation. The Department does not have any automatic aid agreements with other providers.

The Department did not identify any areas within the City’s boundaries that are particularly challenging to serve.

Infrastructure

Brentwood PD operates out of a police headquarters at 9100 Brentwood Boulevard, and a single substation located at the Streets of Brentwood Shopping Center on Sand Creek Road. The police headquarters was built in 2005 and is considered to be in excellent condition. The Department reported that there is a need to expand the carport and remodel the front counter area.

There are no plans for significant capital improvements to either of the police facilities before 2015, based on the City’s capital improvement plan. There are also no plans for additional facilities. According to the City’s capital improvement plan, Brentwood PD is in need of crime analysis and

reporting software, which is standard among larger law enforcement agencies. The Department plans to purchase and install this software in FY 2012-13.

The Department did not report any needs related to vehicles or equipment. Vehicles and equipment are kept within a secure area adjacent to the police building. The City will be extending the life of all vehicles from four to five years, and from 80,000 to 100,000 miles to reduce costs.

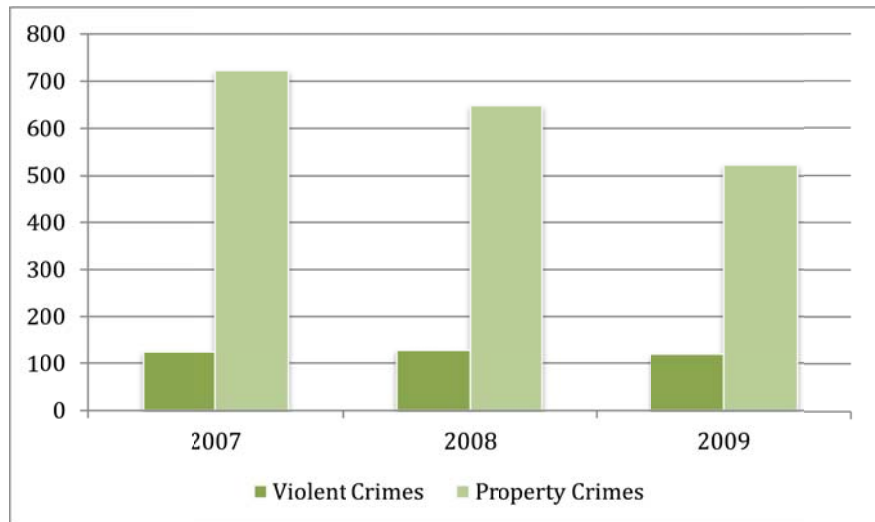
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 5-4: Brentwood Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 5-3: Violent and Property Crimes (2007-2009)

An increase in population does not necessarily indicate an increase in level of demand, such as crimes and service calls. In fact, during the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 5-3, while the number of violent crimes has remained relatively static over this time period, the number of property crimes has



declined by almost 28 percent. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 15 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 38,000 service calls per year in 2007, 2008 and 2009, which is 732 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The City reported that it has particularly high demand during the annual CornFest in July. There is an influx of up to an additional 50,000 people each day of the three day festival, which more than doubles the population that the Department serves regularly.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Brentwood PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.¹⁰ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Brentwood PD on average responds to Priority 1 incidents within four minutes and 44 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 5-4, Brentwood PD had a DOJ clearance rate of 47 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of 14 percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. Local clearance data indicates a 56 percent clearance rate for violent crimes and a 15 percent clearance rate for property crimes during this period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Brentwood PD solves a significantly larger portion of both violent and property crimes within its jurisdiction than the average of other providers in the County.¹¹

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Brentwood PD is above the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 1.26.

¹⁰ Walker and Katz, 2002.

¹¹ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 5-4: Brentwood Law Enforcement Overview

Brentwood Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Brentwood	Population (2009)	51,908
Number of Beats	4	Population (2010)	51,481
Dispatch	Antioch	Total Service Calls (2009)	38,000
Search and Rescue	Sheriff	Calls per 1,000 population	732
Investigations	Brentwood	Crime Activity	
Traffic Enforcement	Brentwood	Arrests (2009)	1,541
SWAT	Brentwood	Violent Crimes (2009)	124
Temporary Holding	Brentwood	Property Crimes (2009)	631
Long-term Holding	Sheriff	Traffic Accidents	534
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	715
Canine (K-9) Services	Brentwood	Property Crime Rate per 100,000 ¹	3,647
Staff Training	Brentwood		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	4:44	Total Staff (2010)	82
Response Time Base Year	2010	Sworn Staff	62
Clearance Rate of Violent Crimes ²	47%	Support Staff	20
Clearance Rate of Property Crimes ²	14%	Volunteers	15
Per Capita Cost (General Fund)	\$ 311	Sworn Staff per 1,000 population	1.26
Service Challenges			
Brentwood PD has had to keep pace with rapid growth and improve services to adequately provide urban service levels to the significant increase in demand.			
Facilities			
Station	Location	Condition	Built
Main Station	9100 Brentwood Blvd Brentwood, CA	Excellent	2005
Substation	Sand Creek Road Brentwood, CA	Excellent	2010
Current Facility-Sharing and Regional Collaboration			
Brentwood PD is a member of the East Bay Regional Communication System which is intended to promote interoperability. The Department does not share facilities with any other agencies.			
Opportunities for Facility-Sharing and Regional Collaboration			
The Department indicated that a regional SWAT team may be a potential for collaboration and reduced costs among the various providers, as Brentwood PD maintains its own SWAT team that is used infrequently.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

6. *City of Clayton*

The City of Clayton provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Clayton Police Department is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission in September 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Clayton is a general law city, which was incorporated in 1964. Its boundary area is approximately 4.2 square miles. The City's SOI encompasses two adjacent unincorporated areas, one in the southwest and one in the southeast. (Refer to Map 6-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Dan Lawrence, who serves as the department head for the Police Department (PD), and reports to the City Manager. The City does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at crime prevention through community involved programs, education about the Department's activities through a monthly article in the 'Clayton Pioneer' newspaper written by the Police Chief, and encouraging officers to engage and get to know local residents and business owners by becoming involved in local events and fundraisers. Activities in the City include: Volunteers in Police Services (VIPS), Neighborhood Watch, 'Do the Right Thing' Community Character Initiative, the Neighborhood Traffic Management Program (NTMP), the Community Emergency Response Team (CERT), Vacation House Watch, the National Night Out program, a home alarm response program (Ordinance 276), and the Special Olympics Law Enforcement Torch Run. The Department, with the guidance of the Chief, strives for a close relationship with the residents of the area and utilizes the community to bolster their staffing in order to provide a level of service acceptable to the community.

If a constituent has a complaint regarding the Department or its employees, complaint forms are available at the police station. The Department does not document informal complaints but formal complaints are investigated through Internal Affairs. For the Clayton PD, in 2007 there were two complaints in which one was exonerated and one was not sustained; in 2008 there were two

complaints in which one was not sustained and one was sustained; and in 2009 there were two complaints in which one was unfounded and one was sustained.

Clayton PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 2010-11 budget, the Department has 14.0 authorized full time equivalent (FTE) positions of which 11.0 are sworn positions and 3.0 are support positions (two full-time and two part-time). Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time employees, or vacant or frozen positions. The Department is supplemented by eight volunteers through the VIPS program and two reserve officers.

The Department is divided into two divisions: Administration & Support Services and Operations. The Administration & Support Services Division includes records, evidence, statistics, VIPs, CERT, subpoenas, and the community service officer functions. The primary responsibility of the Operations Division is patrolling, but other responsibilities include recruiting, training, liaison to the District Attorney, and fleet management.

The Chief holds regular meetings with his command staff and non-sworn staff internally to discuss issues and potential efficiency improvements as well as attends meetings with other department heads, the City Manager and with the City Council.

The mission of the Clayton PD is to provide competent, effective public safety services to all persons, with the highest regard for human dignity through professional, ethical law enforcement practices. The Clayton PD will carry out its responsibilities with integrity, and in a manner which enhances the quality of life in Clayton.

Sworn officers are evaluated annually. New staff are evaluated during an 18-month probation period. The Department informally tracks the activities of all employees and adjusts workloads accordingly. The Department has a low volume of calls, which enables it to provide a large police presence in the community. The Department's performance is reported annually during the City's budget process. The City does not perform any benchmarking studies to compare its services to other comparable law enforcement providers or evaluate the performance of the Department as a whole.

In order to improve efficiencies, the Chief is constantly working to streamline with staff to evaluate workloads and eliminate duplication of efforts. As part of this process, the Chief has regular staff meetings with both the Sergeants and civilian staff to discuss issues or possible improvements where necessary. This is a rather informal process, due to the Department's relatively small workforce. Examples of recent efforts to improve efficiency include streamlining of evidence and property room procedures which made additional room for future storage, and an improved method of recording and documenting towed vehicles.

Planning documents that guide Clayton PD's services are the City's 2001-2021 General Plan, which was updated in 2007, a five-year strategic plan specific to the Police Department, and Police Department mission, vision and values statements.

There is a single performance standard in the General Plan related to police services:

- Capital facilities should be provided at a level sufficient to maintain a five minute response time for 90 percent of all emergency calls for police assistance.

Clayton PD currently meets the General Plan response time standard. Additionally, the PD also meets the informal force level standard of 1.0 sworn officers per 1,000 residents set by the PD. The

General Plan also has the goal to provide police protection to the public through effective law enforcement and the incorporation of crime prevention features into new development.

The PD's strategic plan outlines goals for the Police Department and the anticipated date of accomplishment of the goals. The existing strategic plan's planning horizon is through 2011, and will need to be updated this year. Of the 29 goals outlined in the strategic plan, most have been implemented or are 'in progress.'

City financial planning documents include an annual budget and a Capital Improvement Plan (CIP). Clayton has an extensive CIP for the period FY 11 to FY 15 consisting of 28 projects, of which no projects are related to law enforcement services.

Population and Growth Projections

According to the 2010 Census, the population of the City is 10,897. Over the last 10 years, the population of Clayton has grown by 1.2 percent.

The City projects that limited growth will occur in the foreseeable future, describing the City as predominately "built out." The City anticipates very low rates of growth in the future and continues to implement the General Plan and development impact fee programs as the primary methods to accommodate any growth.

Based on ABAG projections, the City is anticipated to grow by four percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 11,500 in 2035.

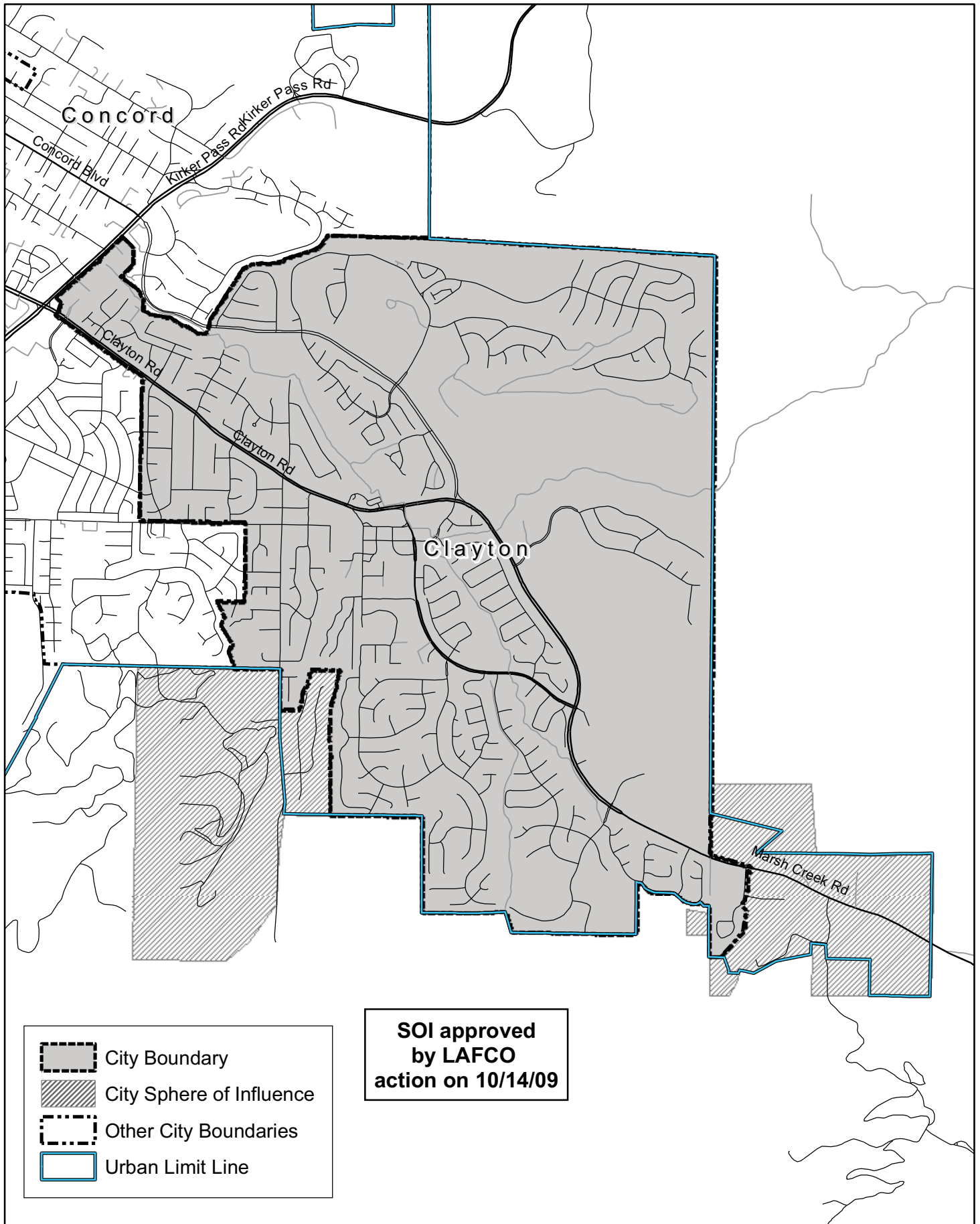
Recent development within in the City has included the addition of Grove Park and Flora Square which is a retail and office building. Potential developments include another retail building and an application by Clayton Community Church to build a downtown campus.





Clayton PD has had to address little to no growth over the last 10 years. The Department indicates that no significant growth is expected in the future, and that the PD should be able to continue to provide an adequate urban level of services for the foreseeable future with current staffing levels.

The Department is invited to participate to evaluate and comment on proposed developments. Growth strategies related to law enforcement in the City include performance standards adopted as part of the Growth Management section of the City's General Plan as indicated above (Growth Management Element). Growth strategies for the City are also outlined in two specific plans—the Marsh Creek Road Specific Plan, which establishes goals and policies for the development of approximately 475 acres southeast of the City and the Town Center Specific Plan, which establishes goals and policies for development in the Town Center area.

There are no unincorporated islands within the city limits.

City of Clayton Boundary and Sphere of Influence



-  City Boundary
-  City Sphere of Influence
-  Other City Boundaries
-  Urban Limit Line

**SOI approved
by LAFCO
action on 10/14/09**



Financing

The Department reported that financing levels are generally adequate to provide services. Although the down turn in the economy has limited the Department's ability to purchase new equipment and vehicles, law enforcement has been made a high priority by the City Council and has been willing to accommodate needs through the annual budget, currently dedicating over 50 percent of the budget to the PD. However, the Department has implemented pay reductions of 4.2 percent over the last two years to maintain staffing levels.

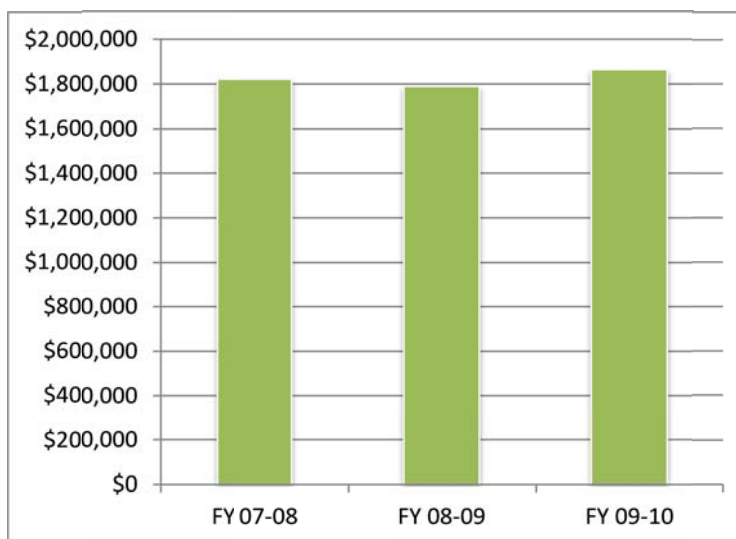
The Department's services are financed primarily through the General Fund and augmented by Development Impact Fees and Restricted Grants Fund which account for 8.3 percent of total PD funds (approximately \$150,000 in FY 10-11). Foremost among the Restricted Grants is the Citizens Option for Public Safety (COPS) program, of which the City receives the minimum amount of \$100,000 per year due to its small population size. The COPS grant pays a portion of salaries and benefits for a sworn police officer position and two civilian police services aides. Revenues related to law enforcement are collected from police service charges and are considered General Fund monies. The budget and audited financial statements do not indicate how much revenue is attributable to these police service charges.

Figure 6-1: Clayton PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years have been relatively stable, and in fact, increased in FY 09-10, as shown in Figure 6-1. In FY 09-10, the primary expenses for the Department were personnel (67 percent), and supplies and services (20 percent).

The City does not have any long-term debt related to law enforcement services.

Clayton takes part in the Municipal Pooling Authority of Northern California, a joint powers agreement between 20 cities, for risk management coverage.



Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including patrol, investigations, traffic enforcement, police training, crime prevention, and community awareness. The Department is responsible for community policing and emergency preparedness. Clayton PD is also involved in the East Bay Regional Communication System.

The Department relies on the Sheriff's Office for search and rescue services, long-term holding facilities, County Animal Control for animal services, the City of Walnut Creek and UC Berkeley PD for bomb squad services, and the City of Concord for police dispatch services and temporary

holding services. The City relies on both the Sheriff’s Office and Concord PD for the Special Weapons and Tactics (SWAT) Team and canine units.

The Sheriff’s Department also provides safety services within the City by responding to a City of Clayton “critical incident” in which a request has been made for “mutual aid.”

Clayton PD does not provide contract services to other agencies.

Patrol

Clayton PD patrols 4.2 square miles which is covered in a single beat. Patrol is divided into two parts, Team A and Team B, each with one Sergeant, one Corporal and two Officers. The City maintains one sergeant per shift to manage risk. The officers work schedule is designed to have the maximum number of officers on duty when there is the likelihood of increased calls for service. Typically, each team works four 10-hour shifts per week with Thursday as the overlap day.

Staffing

Figure 6-2: Clayton PD Staffing Levels

Over the last three FYs (09, 10, 11), unlike other city police departments, Clayton has been able to maintain stable staffing levels with little variation from year to year. In fact, the City added one reserve officer in FY 10-11. (Refer to figure 6-2.)

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Police Officer	10	10	10
Community Service Officer	1	1	1
Police Service Aides	2	2	2
Office Support Staff	1	1	1
TOTAL	15	15	15

Clayton PD presently employs 1.01 sworn officers per 1,000 population, and has been able to maintain its sworn force. In order to maintain a high level of service at a lower cost, the City makes use of unsworn police service aides.

Location

Clayton PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the Countywide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed; and 2) Contra Costa County Narcotics Enforcement Taskforce. The Department does not have any automatic aid agreements with other providers.

The Department indicated that it responds to calls in the unincorporated areas when the Sheriff is unable to respond in a timely manner; in particular, the area just east of the City’s boundaries that has some commercial and residential uses.

The Department did not identify any areas within the City’s boundaries that are particularly challenging to serve.

Infrastructure

Clayton PD operates out of City Hall. The City Hall was renovated in 1999 and is considered to be in good condition. In addition, the PD parking area with night time security was also expanded for the force as part of the capital improvement program in 2004. There are no plans for additional facilities.

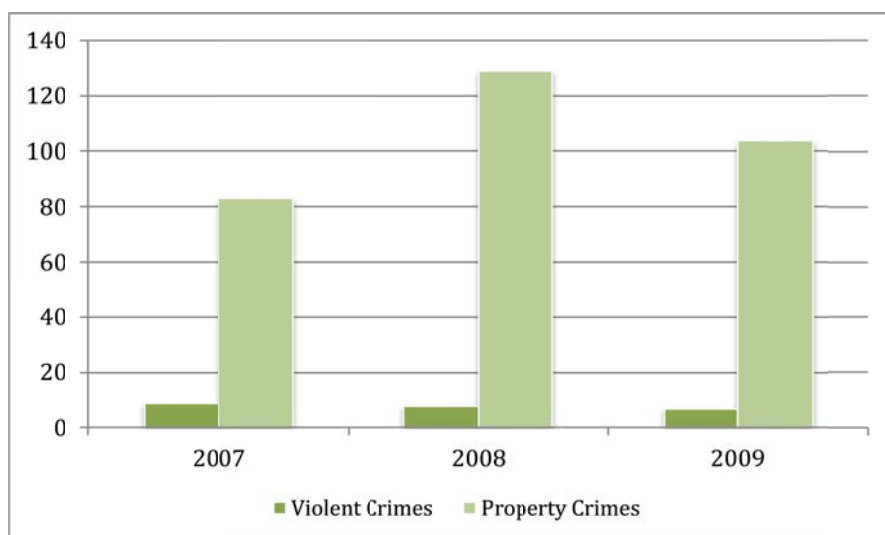
Vehicles and equipment are kept within a secure area nearby in the Public Works maintenance yard. The City has a mileage limit per vehicle of 110,000 miles before it needs to be replaced. According to the City’s budget, the Police Department routinely replaces 1-2 patrol vehicles each year to maintain safe and dependable public safety transportation.

Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 6-4: Clayton Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 6-3: Violent and Property Crimes (2007-2009)



An increase in population does not necessarily indicate an increase in level of demand, such as crimes and service calls. In fact, during the last three years, the annual number of crimes and the number of crimes per capita have fluctuated, ultimately declining in 2009. As shown in Figure 6-3, while the number of violent crimes has remained relatively static over this

time period, the number of property crimes increased by 55 percent in 2008, but then decreased by 19 percent in 2009. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 10.4 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 7,450 service calls per year in 2007, 2008 and 2009, which is 686 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The City reports that it has a higher demand during the annual Art and Wine Festival, as well as Oktoberfest. There is an influx of approximately 10,000 to 20,000 people each day for both events, which more than doubles the population that the Department serves regularly. There is also a peak in demand during the Fourth of July Parade, when approximately 5,000 additional people visit the City.

The Department also reported that it has an unusually high number of service calls related to rattle snakes.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Clayton PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction. Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Clayton PD on average responds to Priority 1 incidents within one minute and 30 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 6-4, Clayton PD had a DOJ clearance rate of 62 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of eight percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. Local clearance data indicate the same percent clearance rate for violent crimes, but a 15 percent clearance rate for property crimes during this period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Clayton PD solves a significantly larger portion of violent crimes within its jurisdiction, and a higher property crimes than the average of other providers in the County.¹²

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Clayton PD is below the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 1.01.

¹² Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 6-4: Clayton Law Enforcement Overview

Clayton Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Clayton	Population (2009)	10,864
Number of Beats	1	Population (2010)	10,897
Dispatch	Concord	Total Service Calls (2009)	7,450
Search and Rescue	Sheriff	Calls per 1,000 population	686
Investigations	Clayton	Crime Activity	
Traffic Enforcement	Clayton	Arrests (2009)	1,541
SWAT	County/Concord	Violent Crimes (2009)	7
Temporary Holding	Concord	Property Crimes (2009)	722
Long-term Holding	Sheriff	Traffic Accidents	534
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	715
Canine (K-9) Services	County/Concord	Property Crime Rate per 100,000 ¹	3,647
Staff Training	Clayton		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	1:30	Total Staff (2010)	15
Response Time Base Year	2010	Sworn Staff	11
Clearance Rate of Violent Crimes ²	62%	Support Staff	4
Clearance Rate of Property Crimes ²	15%	Volunteers	9
Per Capita Cost (General Fund)	\$ 168	Sworn Staff per 1,000 population	1.01
Service Challenges			
Clayton PD must accommodate service levels with limited to no growth within the City limits. The loss of potential grants may also force the PD to either search for additional funding sources or eliminate positions.			
Facilities			
Station	Location	Condition	Built
Main Station	6000 Heritage Trail Clayton, CA 94517	Good	1999
Current Facility-Sharing and Regional Collaboration			
The Department already utilizes shared facilities with the City of Concord for dispatch. The Department also collaborates with the Contra Costa County Sheriff Department for SWAT, K-9, and Animal Services.			
Opportunities for Facility-Sharing and Regional Collaboration			
The Department did not indicate any other opportunities for shared facilities.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

7. *City of Concord*

The City of Concord provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on Concord law enforcement services is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission on September 9, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Concord is a general law city, which was incorporated in 1905. Its boundary area is approximately 30.5 square miles. The City's SOI encompasses an additional 15.6 square miles, including a large area to the northwest that extends all the way to the County line in the Carquinez Strait, and two small areas adjacent to the city limits in the southeast. (Refer to Map 7-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Guy A. Swanger, who was appointed in January of 2011. The Chief of Police, as the department head for the Police Department (PD), reports to the City Manager. The City does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. The City has two district commanders who are responsible for the delivery of all law enforcement services within each district. They also act as liaisons with community groups and neighborhood groups in a community policing model. In addition, they attend community meetings and bring other resources, personnel, and volunteers to such meetings as appropriate. There are currently two districts, one for the Northern Command and one for the Southern Command. Concord PD maintains contact with the Chamber of Commerce, the Kiwanis club of Concord and the Todos Santos Downtown Business Association. Police Department community activities designed to enhance public outreach and crime prevention include the Police Athletic League (PAL), the Downtown Footbeat Program, Community-Oriented Policing, the Domestic Violence Team, a K-9 Program, school resource officers, the Youth Protection Curfew, and the Citizen's Police Academy. The Volunteers in Police Services (VIPS) program also allows residents to be proactive in their community and aid in providing a higher level of protection by acting as an extension of the PD. Youth interaction is through PAL and the School Resources Officers program allows the Department to converse and educate youths either as police officers or as role models. The Department's district command system provides periodic updates, as well as

current events of PD activities, to the residents of Concord, and the Department makes report submittal and viewing, crime statistics, cold cases, and other information available on its website

If a constituent has a complaint regarding the Department or its employees, the complaint filing procedure as well as contact information for the Complaint Division is available on the department website. The Chief of Police reviews all formal citizen complaints and assigns them to the Professional Standards Unit for investigation as necessary. The formal complaint process is codified as Procedure 31 within the adopted department policies and procedures. The Department has had 32 citizen complaints alleging misconduct or questioning police enforcement actions or operations between 2008 and 2010; however, none of the complaints have resulted in referrals to other departments or agencies.

Concord PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 10-11 budget, the Police Department has 200 authorized full time equivalent (FTE) positions, 152 of which are sworn personnel and 48 are support personnel. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time employees, or vacant or frozen positions. The Department is supplemented by a volunteer program, which presently has 98 volunteers, and 15 reserve officers.

The Police Department is divided into five divisions: Field Operations, Professional Standards, Internal Operations, Administration and Investigations, and Volunteer Emergency Services. The Field Operations Division command staff consists of a captain who oversees 1) the Field Operations Division, 2) district command functions, 3) Operation Commands, which consists of many areas ranging from detention to SWAT Team, and 4) Special Operations that consists of communications and traffic. The Professional Standards Division is operated and overseen by a single sergeant. Internal Operations consists of an administration services manager that supervises day-to-day office activities, such as purchasing and building maintenance. The Administration and Investigations Division is headed by a captain that manages records, training, community action and awareness, crime scene investigations, and detectives. The Volunteer and Emergency Services Division is managed by the volunteer services coordinator. The head of each division reports to the Chief of Police. The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager and with the City Council.

The Internal Division of the Police Department was reorganized in mid-2009, due in large part to financial challenges facing the City. Prior to the reorganization, Administration and Investigations were two separate and distinct divisions, each commanded by a captain. The reorganization merged Investigations with Administration, creating one division, which eliminated one captain position, as well as several non-sworn and contract positions. Bureaus within the Administration and Investigation Division were similarly re-named, with responsibility for some categories of crimes transferred to other bureaus. This realignment was primarily driven by a reduction in the non-sworn workforce and fiscal savings from leaving sworn positions unfilled, with the responsibilities and workload shifted to other personnel. The Department relies heavily on its volunteers through the Volunteers in Police Services (VIPS) program, with 83 volunteers currently on the roster.

Goals and objectives are defined during the City's budget process and in the Department's mission statement. The guiding goals of the Department are outlined in the Department's mission statement as "providing the highest quality police services in order to enhance community, safety, protect life and property, and reduce crime and fear of crime. To do this, "[the Department pledges] to develop a partnership with the community, lead a community commitment to resolve problems, and improve the safety and quality of life in [Concord]."

Sworn officers and support staff are evaluated annually by their immediate supervisor. New staff are evaluated more frequently. The Department puts together an annual crime and services report as well as a crime report to the State, which tracks the workload of the Department as a whole. The Department's performance is evaluated yearly in its annual report and during the budget process. The Department gathers report statistics weekly for review by squad division leaders. The Department reported that this information is monitored on an ongoing basis to ensure that the Department is meeting or exceeding division goals.

The City conducts a biennial survey of a random sampling of residents to determine satisfaction with city services, including the Police Department. This survey is used to determine how well each department in the City is doing, identify where improvements can be made, and develop a prioritized list of identified improvements. In the most recent survey conducted in 2008, residents identified gang violence, traffic enforcement and prevention, and drug enforcement as the top priorities in need of improvement. The survey rated the PD as follows: 90 percent rated the PD as very efficient or somewhat efficient; 91 percent indicated that the PD is effective in curbing local crime; and 95.6 percent rated the PD as widely supported by the community.

In order to improve efficiencies, the Department has shifted some report writing from sworn staff to non-sworn staff to allow sworn officers to focus more time on high-priority tasks. The Department instituted a means of reporting less serious crimes online and extracting reports online, thereby freeing up staff time from taking these reports. Additionally, the Department is currently upgrading various technologies that allow for access to PD tools and programs from virtually anywhere in either the headquarters or out in the field for staff. The Department is presently working on a reporting tool that will allow shift managers and supervisors to enhance deployment based on developing trends in crime according to geography and time.

Planning documents that guide Concord PD's services are the City's 2035 General Plan, which was updated in 2007, a departmental procedural manual, and a departmental mission statement. General Plan Service Standards for police services are as follows:

- 200 square feet of station per 1,000 residents, and
- Provide the Highest Standard of Police Protection Services.

The Police facility is approximately 65,000 square feet which far exceeds the General Plan Standard, which would require approximately 25,000 square feet. The Department indicated that it is striving to provide the highest standard of services, which is borne out by the biennial survey.

Financial planning documents include an annual budget and a capital improvement plan. The City's capital improvement program is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The plan covers a ten-year period and is updated by staff and approved by the City Council each year. Concord has various projects listed within the CIP, of these projects one is related to law enforcement activities—the removal of a radio tower and telephone system in FY 12-13 for approximately \$41,500. The equipment was installed by the City at a leased facility for use as a disaster control center, and the facility is no longer in use by the Department.

Population and Growth Projections

According to the 2010 Census, the population of the City is 122,067. Over the last 10 years, the population of Concord has grown by 0.2 percent.

The City projects in the General Plan that job generation and employment growth will lead to residential growth by 2030. The City anticipates increased rates of growth in the future compared to the past ten years and is implementing policies and programs within the General Plan to accommodate this projected change and related impacts through implementation of developer impact fees and dedications.

Based on ABAG projections, the City is anticipated to grow by 18 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 153,000 in 2035. However, based on the recent growth numbers, ABAG's projections, as well as the General Plan projections of 142,210, may be high considering that little to no growth occurred over the past 10 years.

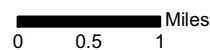
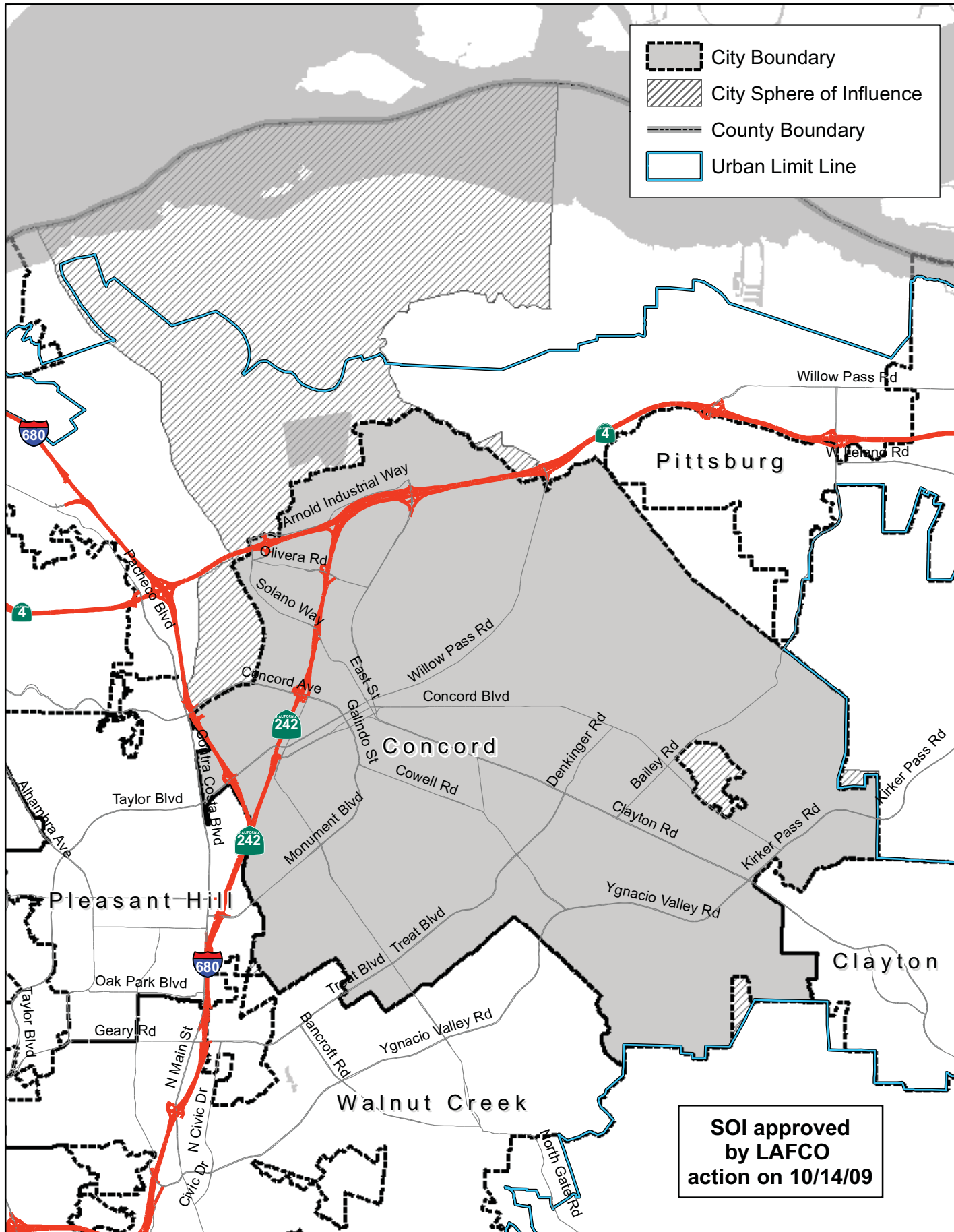
At this time, there are no new proposed significant development projects within the City. No projected population-based growth is expected until the Concord Naval Weapons Station (CNWS) Re-Use project moves forward, which will mean significant growth to the City. The project is currently in Phase IV planning, which includes refinement of the project area plans, economic studies, and environmental documents. Final plan approval is scheduled for March 2012.

The Police Department is involved in the planning stages once a development reaches City review from both a safety perspective and a Crime Prevention through Environmental Design (CPTED) perspective. Traffic engineering also involves the PD in traffic impact review.

Concord PD has had to address impacts associated with little to no growth over the last 10 years. The Department indicated there are no plans to expand the PD at this time but did note that potential growth on the Concord Weapons Naval Station property would necessitate the need for staffing enhancements to provide adequate levels of service. In addition, the Department reported that planning for necessary future staffing levels is an ongoing evaluation which has not been documented in the City's planning documents or at public hearings with the City Council, so indicating the need for any potential staffing increases would be premature at this time.

There is one unincorporated island within the City, the 189-acre Ayres Ranch located north of Concord Boulevard and east of Bailey Road. This area is primarily developed with suburban density residential dwelling along with some residential ranchettes. Because the area exceeds 150-acres, it is not eligible for the streamlined annexation procedures under Government Code Section 56375.3. Any future annexation of this area will require consent by a majority of the property owners along with a majority of the registered voters within the island. City County and LAFCO staff are currently working on possible annexation of a portion of this island.

City of Concord Boundary and Sphere of Influence



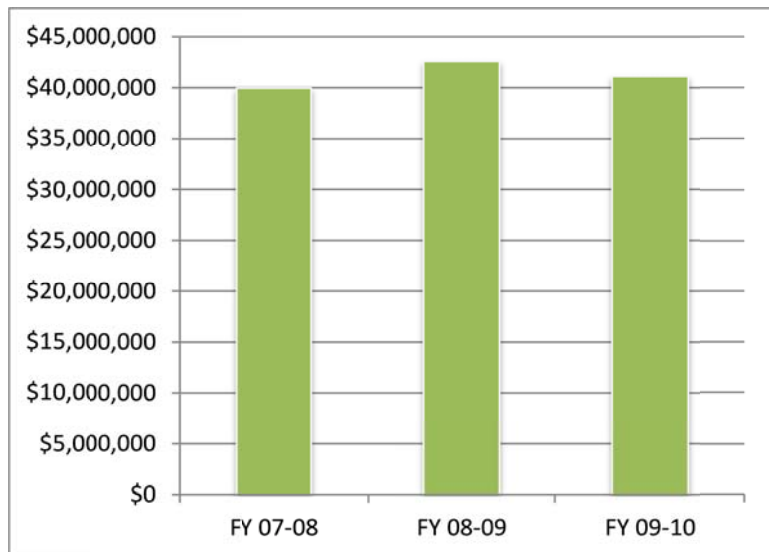
Financing

Concord PD reported that due to declining revenues during the recent recession, the Department has been forced to make cutbacks. Since FY 08-09, the Department’s operating budget has been reduced by 10 percent. Budget reductions have resulted in reorganization of the internal divisions of the Department to eliminate positions, staffing reductions, closure of all three substations, extension of usable life of vehicles from 80,000 to 150,000 miles, and reduction of the fleet size. In the FY 10-11 budget, the Department made 16 cutbacks or revenue enhancements, including, but not limited to, a reduction in community service desk hours, a reduction to part-time staffing hours in the jail, elimination of crime analysis operations, establishment of a franchise fee for tow operators in the City, and elimination of a K-9 officer. Law enforcement program reductions totaled \$1.05 million in FY 10-11. General Fund revenues will likely rebound due to the recent approval of a temporary 0.5 percent Transaction and Use Tax within the City. This is a one-half cent sales tax for five years (Measure Q) approved at the November 2010 General Election by a vote of 54.3% ‘Yes’ and 45.7% ‘No.’

The Department’s operations are financed entirely through the General Fund. In FY 10-11 law enforcement related revenues consisted of the Police Officers Standards and Training (POST) and the Citizens Option for Public Safety (COPS) State programs (\$172,000), as well as charges for services, such as vehicle abatement (\$1,805,170). The Police Department was also able to secure \$240,000 in Federal Recovery Act grant funds, which is being used to fund two part-time CSI positions and equipment purchases. All of these revenues are considered General Fund monies.

Figure 7-1: Concord PD Expenditures (FYs 08, 09, & 10)

In FY 10-11, department expenditures consisted of salaries and benefits (83 percent), supplies and services (six percent), and internal services (11 percent). Expenditures over the last three fiscal years increased in FY 08-09, similar to past years, and then declined in FY 09-10, when the Department made significant cost reduction and revenue enhancement changes. Expenditures for the last three FYs are shown in Figure 7-1.



The City has long-term debt in the form of lease revenue bonds for the police facilities. The bonds were issued in 1993 by the City of Concord Joint Powers Financing Authority. Proceeds from the Bonds were used to finance a portion of the Police Facilities Construction Project leased by the City from the Redevelopment Agency. The Redevelopment Agency has agreed to reimburse the City for these lease payments. On June 24, 2010 the City entered into a Refunding lease agreement and the proceeds were used to retire \$3,520,000 of the bonds. The bonds will be retired in August 2013.

The City is a member of the California State Association of Counties-Excess Insurance Authority (CSAC-EIA), a joint powers authority. CSAC-EIA provides coverage against various types of loss risks under the terms of a joint powers agreement with the City and several other governmental agencies.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Department is responsible for community policing, has a Special Weapons and Tactics (SWAT) Team, and conducts emergency preparedness training.

Similar to many other cities, the Department relies on the Sheriff’s Office for search and rescue services, dispatch and long-term holding facilities, and County Animal Control for animal services. The City relies on UC Berkeley for bomb squad services.

The Sheriff’s Department also provides safety services within the City by responding to a City of Concord “critical incident” in which a request has been made for “mutual aid.”

California State University East Bay (CSUEB) has a Memorandum of Understanding which states that the City of Concord will provide law enforcement assistance to the University’s Concord Campus. This has been affected by staff cuts at CSUEB but has not led to a change in enforcement responsibilities as the University is the primary law enforcement agency for the campus.

Concord PD currently provides dispatching services as well as temporary holding facilities for the City of Clayton.

Concord PD currently provides assistance to Bay Area Rapid Transit (BART) PD in the form of taking reports, and for back-up for BART Officers.

Patrol

Concord PD patrols 30.5 square miles which are divided into six beats. Beats are further broken down into sub-beats as territorial assignments for beat officers. These sub-beats allow officers to take an active role and become familiar with situations, residents and businesses within the sub-beat area. Patrol shifts Monday through Thursday are broken down into four 10-hour shifts, while weekend shifts are broken down into three 11-hour increments. Concord utilizes a single officer for each beat vehicle.

Staffing

Over the last three FYs (09, 10, 11), the Concord PD has experienced significant reductions in its staffing levels. (Refer to Figure 7-2.) The decline in staffing levels was largely between FYs 08 and 09, when the Department lost 17 staff positions—five office support staff, three dispatchers, five community service officers, one K-9 officer, one police officer, one lieutenant and one captain. Of the 17 positions, seven were sworn staff positions.

Figure 7-2: Concord PD Staffing Levels

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Captain	3	2	2
Lieutenant	9	8	8
Detective	34	34	33
Police Officer	92	91	89
K-9 Officer	8	7	7
Community Services Officer	16	11	11
Traffic Control Officer	12	12	12
Dispatcher	16	13	13
Records Specialist	11	11	10
Office Support Staff	18	13	14
TOTAL	220	203	200

The Department reported that staffing levels are determined through analysis of various performance dimensions, including, but not necessarily limited to, arrests, community growth and development, community oriented government, time consumed on calls for service, number and type of crimes, clearance rates, response times, traffic flow, collisions and enforcement.

A study was conducted by Department in 2008 that analyzed staffing levels compared to performance and quantifiable measurements, such as those described above. At that time, staffing was adjusted to 159 sworn officers according to findings from the report. The following year in FY 08-09, the number of sworn staff was reduced to 152, as a result of budget cuts. Concord PD presently employs 1.25 sworn officers per 1,000 residents.

Location

Concord PD provides services throughout the City's territory, and in addition, provides services outside its boundaries through mutual aid agreements. The City's agreements for aid include 1) the California Law Enforcement Mutual Aid Plan; 2) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed; 3) agreement for use of UC Berkeley's bomb team, 4) a Memorandum of Understanding with California State University East Bay for assistance, 5) assistance to the Bay Area Rapid Transit (BART) Police Department, 6) assistance to the California Highway Patrol for crimes which occur on State highways, and 7) assistance to the Contra Costa County Probation Department. Aid is also provided to the Contra Costa County Sheriff's Department in the unincorporated island within Concord. Additionally, the Department participates in regional collaboration efforts through the Silicon Valley Internet Crimes Against Children Task Force. The City does not have any automatic agreements with other providers.

Concord PD provides back-up police services to the Clayton PD. These services are provided without contract or agreement, and are reciprocated by Clayton PD in areas of Concord. Clayton PD requests assistance when their staffing levels do not allow them to effectively respond to a call for service.

The Department did not identify any areas within the City's boundaries that are particularly challenging to serve.

Infrastructure

Concord PD operates out of a police headquarters, which was constructed in 1996, located at 1350 Galindo Street and three field offices. Presently, due to budget cuts and staffing reductions, the three field offices (North, Valley and South) have been closed, and the PD is operating only out of the headquarters. The Department reported that the facilities were in good working condition and there were limited improvements that needed to be made at the current time. The PD reported a need to identify a location for a secondary Emergency Operation Center, as well as to install external security cameras to the headquarters, adjacent to the Concord BART station, in order to improve security of the headquarters.

There are no plans for significant capital improvements to any of the police facilities before 2020, based on the City's capital improvement plan.

The Department has a fleet of 125 vehicles. These vehicles include marked black and white patrol vehicles, motorcycles used for traffic enforcement, scooters for parking enforcement, a SWAT van, under cover vehicles and un-marked detective vehicles. The Department did not report any needs related to vehicles or equipment. Vehicles and equipment are kept within a secure area adjacent to the police building. Similar to other cities, budget cutbacks have led to a change in city policy regarding the retirement of service vehicles. Prior to the fiscal crisis, cars were rotated out of

service after approximately 80,000 miles, but the useful life of the vehicles has now been extended to 150,000 miles.

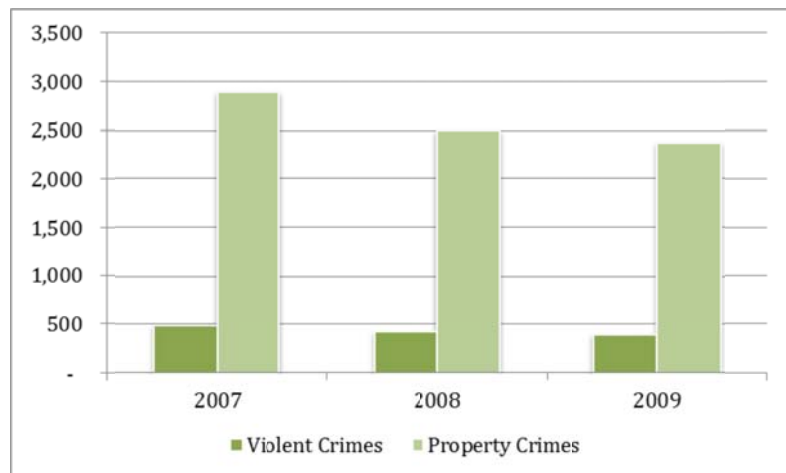
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 7-4: Concord Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 7-3: Violent and Property Crimes (2007-2009)

During the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend in Concord. As shown in Figure 7-3, both the number of violent crimes and property crimes have declined by 19 percent and 18 percent, respectively. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 25 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 122,300 service calls per year in 2007, 2008 and 2009, which is 1,001 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.



The City did not report any significant fluctuations in service levels during specific periods of the year.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Concord PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen

and officer satisfaction. Response times are dependent on the agency's staffing level and size of the jurisdiction served. Concord PD on average responds to Priority 1 incidents within 12 minutes and 15 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents. These longer response times are attributed to the geographic extent of the jurisdiction (30.5 square miles), high population (largest city in the county), and officers responding to a prior high priority call.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 7-4, Concord PD had a DOJ clearance rate of 39 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of 16 percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Concord PD solves a slightly higher amount of both violent and property crimes within its jurisdiction than the average of other providers in the County.¹³

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Concord PD maintains a higher staffing ratio than the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 1.25.

¹³ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff's Office, cleared crimes are reported by the Sheriff's Office, not the City. Clearance rates as reported by the agency may differ depending on the agency's definition of a cleared crime. An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 7-4: Concord Law Enforcement Overview

Concord Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Concord	Population (2009)	122,224
Number of Beats	6	Population (2010)	122,067
Dispatch	Concord	Total Service Calls (2009)	122,300
Search and Rescue	Sheriff	Calls per 1,000 population	1,001
Investigations	Concord	Crime Activity	
Traffic Enforcement	Concord	Arrests (2009)	2,358
SWAT	Concord	Violent Crimes (2009)	397
Temporary Holding	Concord	Property Crimes (2009)	2,376
Long-term Holding	Sheriff	Traffic Accidents	534
Bomb Squad	UC Berkeley	Violent Crime Rate per 100,000 ¹	1,055
Canine (K-9) Services	Concord	Property Crime Rate per 100,000 ¹	6,242
Staff Training	Concord		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	12:15	Total Staff (2010)	200
Response Time Base Year	2010	Sworn Staff	152
Clearance Rate of Violent Crimes ²	39%	Support Staff	48
Clearance Rate of Property Crimes ²	16%	Volunteers	98
Per Capita Cost (General Fund)	\$ 341	Sworn Staff per 1,000 population	1.25
Service Challenges			
Concord PD must accommodate a service level with declining budgets due to current reductions city-wide. In addition, the City is projected to grow significantly (18% over the next 25 years) compared to the past 10 years which saw 0.2% growth.			
Facilities			
Station	Location	Condition	Built
Main Station	1350 Galindo Street	Good	1999
Field Office (North)	2166 Solano Way (Currently Closed)	Good	NP
Field Office (Valley)	Dianda Plaza 4467 Clayton Road (Currently Closed)	Good	NP
Field Office (South)	1500 Monument Boulevard #F-16A (Currently Closed)	Good	NP
Current Facility-Sharing and Regional Collaboration			
Concord currently provides dispatching services as well as temporary holding facilities for the City of Clayton. The Police Department hosted an Emergency Preparedness Fair with 2,000 attendees.			
Opportunities for Facility-Sharing and Regional Collaboration			
No other potential facility sharing opportunities were identified by CPD.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

8. *Town of Danville*

The Town of Danville provides a range of municipal services, including law enforcement services within the town limits through a staffing contract with the County Sheriff's Office. This chapter focuses solely on the Town's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the Town and related determinations refer to this MSR.

Basic information on the Danville Police Department is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission on September 9, 2009. (www.contracostalafco.org)

Agency Overview

Background

The Town of Danville is a general law city, which was incorporated in 1982. Its boundary area is approximately 18.1 square miles. The Town's SOI encompasses 19.6 square miles of unincorporated territory, including an area on the east in the Camino Tassajara area, and on the west, to the east of Bollinger Canyon Road. (Refer to Map 8-1).

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The Town operates under a Town Council-Manager form of government. The Chief of Police is Steve P. Simpkins, who is a contract employee through a contract with the County Sheriff's Office (SO). The Chief, as the department head for the Police Department (PD), reports to the Town Manager. The Town does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. Activities in the Town include: Neighborhood Watch, Senior Crime Prevention, Disaster Preparation Training, 9-1-1 for Kids/Stranger Danger, Citizen Police Academy, "If I Were A Thief" Program, Bicycle Rodeos, Boy/Girl Scout Tours, Vacation House Checks, and the Crime Prevention Through Environmental Design program. The Department makes annual reports, crime statistics and other information available on its website.

If a constituent has a complaint regarding the Department or its employees, the Department uses a formal complaint procedure developed by the Sheriff's Office, and may receive complaints from the town website, e-mail, phone, or directly at the front desk of the Department. Complaints are reviewed by the Chief, and if necessary, Internal Affairs at the Contra Costa Sheriff's Office. The Department does not have an ombudsman as the Chief is responsible for disposition of all complaints via his chain of command. There was one formal complaint in 2007 which was unfounded, none in 2008, and four in 2009 of which two were unfounded, one was exonerated, and one was sustained.

Danville PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

There are 35.75 FTEs authorized in the FY 10-11 Budget, of which 31 sworn positions are financed through the contract with the SO, and 4.75 FTEs are Town employees. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time employees, or vacant or frozen positions. Town employees include the Community Service Coordinator and two Community Service Officers, the Emergency Preparedness Manager, and the School Program Coordinator. The Department uses procedures and policies approved by the Sheriff and modified by the Chief to meet the needs/requirements of the Town. The Department is supplemented by eight reserve officers and a volunteer program (VIPs) that presently has approximately 19 volunteers. VIPs assist the PD by directing traffic at community events, assisting at National Night Out, and assisting during an emergency or disaster.

The Department is divided into seven divisions: Police Management and Community Services, Patrol, Traffic, Investigations, Animal Control, School Resources Program, and Disaster Preparedness. Police Management and Community Services oversees and supports all PD programs, ensures that services are provided to coincide with current and future community needs, and represents the Department in the community. The Patrol Division provides patrol services throughout the Town, while also responding to emergencies and calls for service. The Traffic Division addresses traffic issues, provides for orderly and safe traffic flow, investigates traffic accidents and develops strategies to reduce traffic accidents, traffic related deaths and injuries, and property damage while also providing parking enforcement and vehicle abatement services. The Investigations Division consists of a Sergeant and two Detectives whose responsibilities include solving felony cases that are reported in the Town. The head of each division reports to the Chief.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the Town Manager and with the Town Council. The Police Chief is responsible for department oversight and administration of all police services, and works with Town Management to address community needs.

The guiding goals of the Danville PD Management, as outlined in the Department's Performance Objectives, are: 1) provide community-oriented police services that are responsive to the needs of Town citizens and businesses, 2) recruit and maintain a highly skilled and trained team of sworn police personnel, 3) effectively manage police resources and personnel to meet all community, regional, state and federal requirements, 4) monitor all department goals and objectives to ensure that they are met, 5) coordinate community outreach efforts including participation in neighborhood and business crime prevention meetings, citizen's academy and special events, 6) maintain a well-trained and dedicated team of police reserves and volunteers, and 7) organize and manage the Town's Disaster Preparedness Program.

Sworn officers are evaluated three times per year. The Department puts together an annual crime and services report as well as a crime report to the State, which tracks the workload of the Department as a whole. The Department's performance is evaluated yearly in the annual budget and annual report processes, and the Chief provides semi-annual reports to the Town Council. The Department also adopts annual performance objectives to evaluate the progress of the department in meeting the previously mentioned guiding goals. The adopted performance indicators provide a benchmark of whether or not the Department is meeting the service expectations of the public and the Town Council. In FY 09-10, of the 100 adopted performance indicators, 96 were met by the Department, and four performance indicator were reported as being in progress in the Department's Performance Objective Report. Those objectives that were not yet completed were:

coordination of the purchase of two patrol vehicles and one detective vehicle; the purchase of a new sergeant's command vehicle; cross training of police staff on investigation procedures and operations; and development of a replacement program for the existing mobile digital communicators and incorporation of wireless laptops and security camera systems.

Planning documents that guide Danville PD's services are the Town's 2010 General Plan, which was updated in May 2009, the annually adopted objectives and performance indicators, and a mission statement.

General Plan Service Standards for police are as follows:

- Maintain a police response time of no more than five minutes for 90 percent of all emergency (priority one) calls, exclusive of dispatch time and excluding 911 hang-ups. For all other police calls, maintain a maximum 20 minute response time for 90 percent of all such calls, again exclusive of dispatch time, and
- Participate with other police departments to develop effective cooperative response agreements.

Danville PD currently meets the Priority 1 response time standard with an average priority one response time of five minutes and 36 seconds which includes dispatch time. The Department meets the maximum 20 minute response time for Priority 2 and 3 calls. With regard to effective cooperative response agreements, the Department does have agreements for mutual aid with other local agencies for emergency assistance.

Financial planning documents include the annual budget and a capital improvement plan. The Town's capital improvement program is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of Town-owned assets. The plan covers a five-year period and is updated annually. Danville has a CIP for the period FY 10-11 – FY 14-15 consisting of 80 projects, of which no projects are related to police services.

Population and Growth Projections

According to the 2010 Census, the population of the Town is 42,039. Over the last 10 years, the population of Danville has grown by 0.8 percent.

The Town is currently updating its General Plan, which was last updated in 1999. The 1999 General Plan projected population growth over the last decade similar to that experienced by the Town. The Town is approaching build-out of the area within its boundaries, which is the primary cause behind this low rate of growth. The new General Plan will likely contain new policies which will address future growth and their impact on police services.

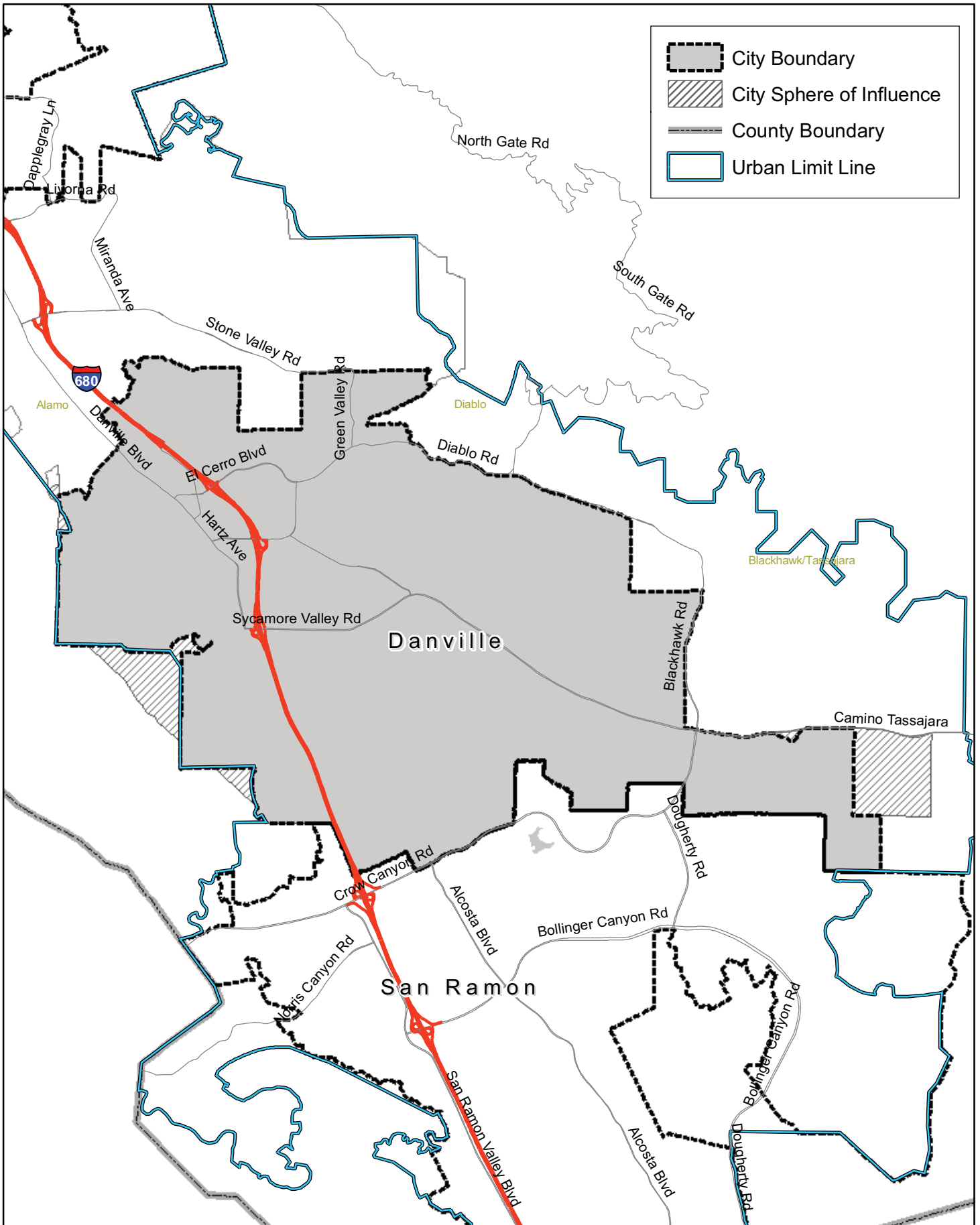
Based on ABAG projections, the Town is anticipated to grow by 16 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the Town's population will be 51,000 in 2035.

Danville PD has had to address little growth over the last 10 years. When there is a proposed development, the PD is asked to provide comments for any impact on law enforcement services.

There is approximately 1.5 square miles of unincorporated territory outside of the Town's boundaries, but within its SOI. The area to the east of the Town is designated for residential uses and has approved plans for 700 residential units. The area to the west of the Town includes approximately 335 acres of territory and is outside of the countywide voter-approved ULL. Most of this area is designated as open space or part of existing agricultural preserves. (Refer to Map 8-1.)

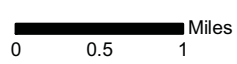
There are no unincorporated islands within the Town Limits.

Town of Danville Boundary and Sphere of Influence



Map created 1/16/2009
 by Contra Costa County Community Development, GIS Group
 651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
 37.59:48.455N 122:06:35.384W

This map was created by the Contra Costa County Community Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.



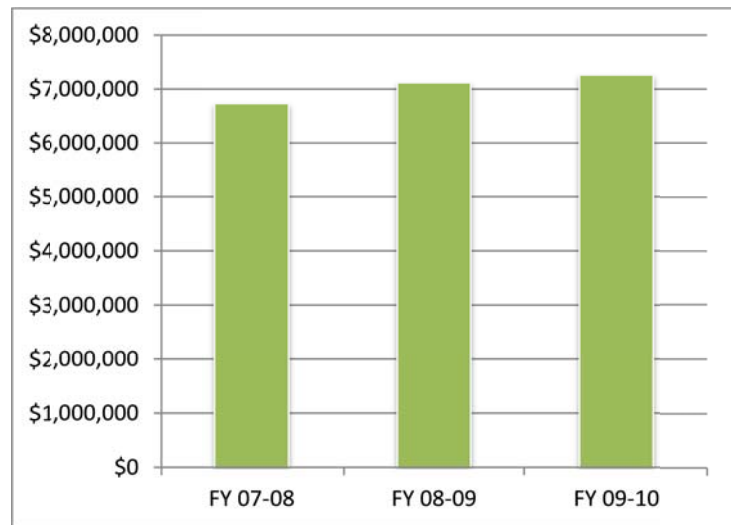
Financing

The Department's services are financed primarily through the General Fund (98 percent) and augmented by two Special Revenue Funds – the Donations and Contributions Fund and the Public Safety Fund. The Donations and Contributions Fund tracks contributions for selected programs, such as the police K-9 program and the school resource program. Revenues for law enforcement activities from this fund were \$345,009 in FY 09-10. The Public Safety Fund tracks special revenues for police programs, including SLESF funds provided by the State (\$3,518 FY 09-10), Abandoned Vehicle Abatement (\$23,460 FY 09-10) and Asset Seizure (\$10,968 in FY 09-10). Revenues are collected from police fees and fines (\$250,992 in FY 09-10) and are considered General Fund monies.

Figure 8-1: Danville PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years have increased slightly each year, as shown in Figure 8-1. Police Services increased a net of \$143,289 (2%) in FY 09-10, reflecting higher expenses for contract costs with the Contra Costa County Sheriff's Department.

In FY 09-10, the expenses for the Department were patrol (65 percent), management and community services (15 percent), investigations (nine percent), the school resource program (six percent), animal control (three percent), and disaster preparedness (two percent).



The Town does not have any long-term debt related to law enforcement activities.

The Town participates in the Municipal Pooling Authority (MPA), a joint powers agreement between nineteen cities, which provides insurance coverage for liability, auto, property and workers' compensation claims.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the Town, including crime prevention, parking and traffic control, investigations, community awareness, and investigations. The Department is responsible for community policing, but does not have a Special Weapons and Tactics (SWAT) Team. The Town provides law enforcement functions with sworn personnel from the Sheriff's Office by contract. Danville controls the specifics of delivery of law enforcement services in the Town. Danville PD, as a result of the contract with the County Sheriff's Office, utilizes many of the County's available services such as dispatch, SWAT and forensics.

Similar to other city police departments, the Department also relies on the Sheriff's Office for search and rescue services and long-term holding facilities. Danville contracts with County Animal Control for animal control services. The Town relies on the Walnut Creek PD for bomb squad services. Danville is a member to an agreement with the City of San Ramon, San Ramon Valley Fire

Protection District and San Ramon Valley Unified School District to collaborate on improving the emergency preparedness of the San Ramon Valley community.

The Sheriff’s Department also provides safety services within the Town by responding to a Town of Danville “critical incident” in which a request has been made for “mutual aid.”

Danville PD also provides law enforcement services to the unincorporated portion of the Alamo Springs Subdivision through County Service Area M-30. Refer to CSA M-30 in Chapter 23 for details.

Patrol

Danville PD patrols 18.3 square miles (including CSA M-30) which are divided into three beats. These beats are established based on empirical statistical data reflecting calls for service, combined with landmark and/or natural boundary characteristics. A fourth beat may be needed if new areas annex and are developed. There are five teams which operate during different times of the day and week – Monday through Thursday is day shift from 6:00 AM to 4:00 PM (three officers and one sergeant), swing shift from 3:00 PM to 1:00 AM (three officers and one sergeant), and graveyard from 9:00 PM to 7:00 AM (two officers and one sergeant); and Friday through Sunday is day shift from 6:00 AM to 6:30 PM (three officers and one sergeant), and graveyard from 6:00 PM to 6:30 AM (three officers and one sergeant). Bicycle patrol is utilized for the downtown area, trails, and parks. Foot patrol is utilized for community events.

Staffing

Figure 8-2: Danville PD Staffing Levels

Over the last three FYs (09, 10, 11), unlike most other city police departments, Danville has been able to maintain stable staffing levels with little variation from year to year. (Refer to Figure 8-2.)

Currently, the Department determines staffing levels based upon meeting the annually adopted performance objectives. Danville PD presently employs 0.67 sworn officers per capita, and has been able to maintain its sworn force.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Lietenant	1	1	1
Sergeant	6	6	6
Detective	1	1	1
Police Officer	17	18	18
K-9 Officer	1	1	1
Community Services Officer	3	3	3
Traffic Control Officer	3	3	3
Parking Enforcement/School	3	3	3
Records Specialist	0	0	0
Office Support Staff	0	0	0
TOTAL	36	37	37

Location

Danville PD provides services throughout the Town’s territory plus the unincorporated portion of the Alamo Springs Subdivision. In addition, the PD provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the California Law Enforcement Mutual Aid Plan; and 2) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed. The Department does not have any automatic aid agreements with other providers.

The Department did not identify any areas within the Town’s boundaries that are particularly challenging to serve.

Infrastructure

Danville PD operates out of Town Hall located at 510 La Gonda Way. The Town offices, which were built in 1973, is also home to many of the other Town departments. The Police Department facility on the lower level was added in 2003. The PD is planning to utilize a work station for patrol officers at the San Ramon Fire Protection District station located at 1500 Bollinger Canyon Road at Crow Canyon Road.

There are no plans for significant capital improvements to the police headquarters before 2015, based on the Town's capital improvement plan. The Department indicated that the police facility is close to capacity; consequently, any significant increase in staff will require additional space. The Department would ideally like to add exercise facilities. Records are not stored at this building, but at the Contra Costa County Sheriff's Department.

The Department did not report any needs related to vehicles or equipment. All vehicles are owned and maintained by the Town. Vehicles and equipment are kept within a secure area adjacent to Town Hall. The Department currently has 14 patrol vehicles and two motorcycles. The PD has been extending the current fleet to six years and 120,000 miles, but is receiving six new patrol vehicles and one new sergeant car. These new vehicles are planned for four to five years of service and 100,000 miles.

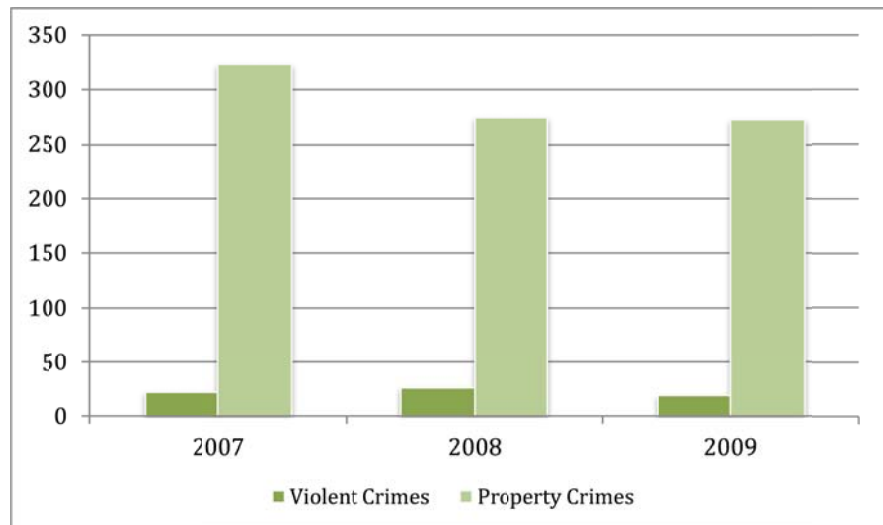
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 8-4: Danville Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 8-3: Violent and Property Crimes (2007-2009)

The fact that little growth has occurred has allowed the police department to operate and patrol the Town efficiently over time. In fact, during the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 8-3, the number of violent crimes has remained relatively static while and the number of property crimes has declined. Based



on the number of property and violent crimes between 2007 and 2009, the Town had approximately 7.4 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The Town averaged 35,000 service calls per year in 2007, 2008 and

2009, which is 854 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

Special events with particularly high demand include the Fourth of July Parade and Lighting of the Old Oak Tree. Special events utilize sworn officers and are supplemented by volunteers and reserve officers in order to provide an adequate level of service while keeping costs low.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Danville PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction. Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Danville PD on average responds to Priority 1 incidents within five minutes and 36 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 8-4, Danville PD had a DOJ clearance rate of 42 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of six percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Danville PD solves a significantly larger portion of violent crimes, and a slightly lower percentage of property crimes within its jurisdiction than the average of other providers in the County.¹⁴

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Danville PD is significantly lower than the countywide average of 1.18 sworn staff per 1,000 residents with 0.74 sworn staff per 1,000 residents.

¹⁴ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 8-4: Danville Law Enforcement Overview

Danville Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Danville	Population (2009)	40,965
Number of Beats	3	Population (2010)	42,039
Dispatch	Sheriff	Total Service Calls (2009)	35,000
Search and Rescue	Sheriff	Calls per 1,000 population	854
Investigations	Danville	Crime Activity	
Traffic Enforcement	Danville	Arrests (2009)	893
SWAT	Sheriff	Violent Crimes (2009)	19
Temporary Holding	Danville	Property Crimes (2009)	273
Long-term Holding	Sheriff	Traffic Accidents	208
Bomb Squad	Walnut Creek	Violent Crime Rate per 100,000 ¹	46
Canine (K-9) Services	Danville	Property Crime Rate per 100,000 ¹	666
Staff Training	Danville		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	5:36	Total Staff (2010)	37
Response Time Base Year	2010	Sworn Staff	31
Clearance Rate of Violent Crimes ²	42%	Support Staff	6
Clearance Rate of Property Crimes ²	6%	Volunteers	27
Per Capita Cost (General Fund)	\$ 182	Sworn Staff per 1,000 population	0.74
Service Challenges			
With the current economy, the challenge is to maintain existing high levels of service without cutting back on personnel, and to stay ahead of the criminal mind.			
Facilities			
Station	Location	Condition	Built
Main Station	510 La Gonda Way	Good	2003
Current Facility-Sharing and Regional Collaboration			
Danville currently contracts with Contra Costa County for police services. The Department utilizes many services from the Sheriff's Department but maintains their own headquarters. Currently, no other facilities are shared with other agencies			
Opportunities for Facility-Sharing and Regional Collaboration			
No other facilities or efforts were identified by the Danville Police Department for possible collaboration.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

9. City of El Cerrito

The City of El Cerrito provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the western portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the El Cerrito Police Department is contained in the West Contra Costa County Sub-regional MSR adopted by the Commission on November 18, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of El Cerrito is a general law city, which was incorporated in 1917. Its boundary area is approximately 3.9 square miles. The City's SOI encompasses two adjacent unincorporated areas, one in the north which is a portion of the East Richmond Heights community, and the Kensington community in the southeast. (Refer to Map 9-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Sylvia M. Moir, who was appointed in July 2010. The Chief of Police serves as the department head for the Police Department (PD) and reports to the City Manager. The City has a Crime Prevention Committee composed of 15 residents that are appointed by the City Council. The Crime Prevention Committee supports the Police Department through certain public outreach events, including National Night Out, Neighborhood Watch, and Block Party registrations. The Committee meets monthly and also makes recommendations to the City Council on issues related to crime in the City.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. Activities in the City include: Neighborhood Watch, Police Explorers, the Countywide Community Warning System, Community Emergency Response Team (C.E.R.T.) training, as well as participation in other annual events such as the Bike the Bridges for the Special Olympics. The Department's Police Explorer program is an opportunity for young people interested in law enforcement to learn all aspects of police work. Community involvement is a priority set forth within the Department's mission statement. Additionally, the Department takes part in the Countywide Community Warning System, which allows for notification to the public through various methods. It provides a source of information for the public from the Department. The Department makes crime statistics and other information available on its website.

If a constituent has a complaint regarding the Department or its employees, complaint forms are available through the Department. Internal Affairs (AI) investigates all complaints that are filed, with oversight by the Chief. After the complaints are investigated, they are followed up with a final review and a letter to the complaining party by the Chief of Police. For the El Cerrito PD, in 2009 there were 15 complaints in which one was unfounded, three were exonerated, eight were sustained, and three were not sustained.

El Cerrito PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 10-11 budget, the PD has 56.55 authorized full time equivalent (FTE) positions of which 43 are sworn officers and 13.55 are support personnel. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time employees, or vacant or frozen positions. The PD is supplemented by five reserve officers and volunteers working through the Crime Prevention Committee.

The Department is divided into three divisions: Administrative/Support Services, Field Operations and Investigations/Special Operations. The Administrative Division is responsible for command and supervision of personnel, constructing and maintaining budgets, processing of records, recruiting new personnel, training of department personnel and policy making. The Administrative Division is commanded by a lieutenant and a records supervisor that manage office operations, including public assistance at the front counter, and to process, distribute, and maintain public record information to meet state and local mandates. Members of the Field Operations Division are responsible for response to calls for services and documenting incidents brought to the attention of the Department. The Field Operations Division command staff consists of a lieutenant who supervises a patrol sergeant and a traffic sergeant, which manage the Division's operations that are responsible for responding to all calls for service, emergency calls, authoring police reports, making arrests, enforcing laws, and writing reports. The Investigations Division is responsible for responding to and examining major crime scenes, conducting criminal investigations, and providing liaison services to community groups. The Investigations Division consists of a lieutenant and detective sergeant that oversee the Division's activities, including managing cases in each area of specialty crimes against persons, property crimes, and financial crimes. Each division manager is supervised by a captain who reports directly to the Chief of the Department.

The Chief holds regular meetings with her command staff internally, and attends meetings with other department heads, the City Manager and with the City Council.

The Department outlines annual goals in the budget. The primary objectives identified for FY 11-12 are:

- Recruit, hire, background, and train five police officers to replace five sworn personnel who have announced retirements in FY 11-12;
- Recruit and hire two cadets;
- Design and proctor contemporary sergeant and corporal examinations to fill vacant positions;
- Expand the Explorer program and implement mentor officers as instructors;
- Upgrade police report storage from paper to digital imaging;
- Computerize Property and Evidence tracking system; and
- Create the framework for a functional volunteer program.

Sworn officers are evaluated every six months. The Department puts together an annual crime and services report as well as a crime report to the State, which tracks the workload of the Department as a whole. Additionally, the Department reports several statistics on demand and workload in the annual budget. The Department's performance is evaluated yearly in its annual report and during the budget process.

In order to improve efficiencies, the Department employs a "flexible" management approach which allows various levels of staff to suggest changes to operations to increase productivity.

Planning documents that guide El Cerrito PD's services are the City's 1999 General Plan, and a departmental mission statement. The Department stated that it is in the process of compiling a strategic plan. The Police Department recently revised its mission statement to clearly define their daily duty to the community with a renewed sense of purpose. Their Mission is "We are committed to safety, service and enhancing the public trust through professionalism and leadership."

General Plan policies and standards for police services are as follows:

- Prior to approval of new development, the Police Department shall be requested to review all applications to determine the ability of the Department to provide protection services. The ability to provide protection to existing development shall not be reduced below acceptable levels as a consequence of new development. Recommendations such as the need for additional equipment, facilities, and adequate access may be incorporated as conditions of approval;
- Development design should address public safety issues – encourage use of technology to support defensible design, encourage neighborhood social interaction, maintain eyes on the street, and support a clean and orderly public appearance;
- Maintain the current service level of 1.26 officers per 1,000 daytime population, provided adequate financial resources are available;
- Maintain and monitor calls for service data and publish annual statistics;
- Maintain bicycle patrols on the BART bicycle paths and continue to cooperate with BART police regarding the policing of the BART linear park and BART parking lots;
- Maintain community outreach programs to promote public education on crime prevention and to discourage and deter crimes in the community;
- Ensure safe streets for all vehicles, bicycles, and pedestrians through adequate traffic enforcement; and
- Maintain a level of personnel and capital equipment for first-unit response in three minutes to requests for emergency service.

The Department does not meet the response time goal of three minutes, with an average Priority 1 response time of four minutes and 45 seconds in 2010. El Cerrito PD presently meets and exceeds the force level standard of 1.26 with a current sworn staff ratio of 1.8 per 1,000 population. The Department appears to meet all other established standards regarding programming and development review.

Financial planning documents include the budget and capital improvement plan. El Cerrito uses a one-year budget process with a mid-year review and adjustment. This is coupled with a 10-year Plan updated annually to ensure that the City has a long-term perspective on the potential impact of financial decisions and the requirements of the financial responsibility policy can continue to be met. The City's capital improvement program (CIP) is a multi-year planning program for the

construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The CIP section of the annual budget details the adopted capital projects for FY 11-12 through FY 19-20. It includes a description of those capital projects previously funded and other capital improvement needs that are presented as a non-prioritized listing of those proposed projects or programs for which no funding has been currently identified. The CIP currently has 61 identified projects, including 28 active projects that are either in construction or undergoing planning/design. Current year appropriations total \$5.8 million. The plan identified the need for a new public safety facility that will cost an estimated \$27 million. The project is unfunded and there is no established timeline for the new facility. The proposed facility is described in more detail in the Infrastructure section of this chapter.

Population and Growth Projections

According to the 2010 Census, the population of the City is 23,549. Over the last 10 years, the population of El Cerrito has grown by 1.6 percent.

The City reported that limited growth has occurred not only in the last 10 years but over the past 50 years, due to limited land availability, demolition of some housing to make way for BART's development, and a declining average household size. The City anticipates reduced rates of growth in the future and plans to adjust staffing levels accordingly.

Based on ABAG projections, the City is anticipated to grow by 11 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 26,200 in 2035.

While development efforts along San Pablo Avenue (the major commercial area and designated Redevelopment Project area) have slowed considerably since the recession, some projects are moving forward and there is still the anticipation of the return of activity as the economy improves. The demand for property with access to regional transit, the Interstate 80 Corridor, and proximity to San Francisco, still provides incentive for developers.

In order to accommodate any new growth, the Department participates in the development process to ensure that possible impacts to staffing and other resources are addressed as part of new construction. The General Plan policies require that new development be reviewed by the Department in order to gain input as to how services could be affected. The Department stated that in order to serve any future growth, additional facilities may be necessary, due to the fact there is little to no space for growth in the current headquarters, which is also shared by the Fire Department.

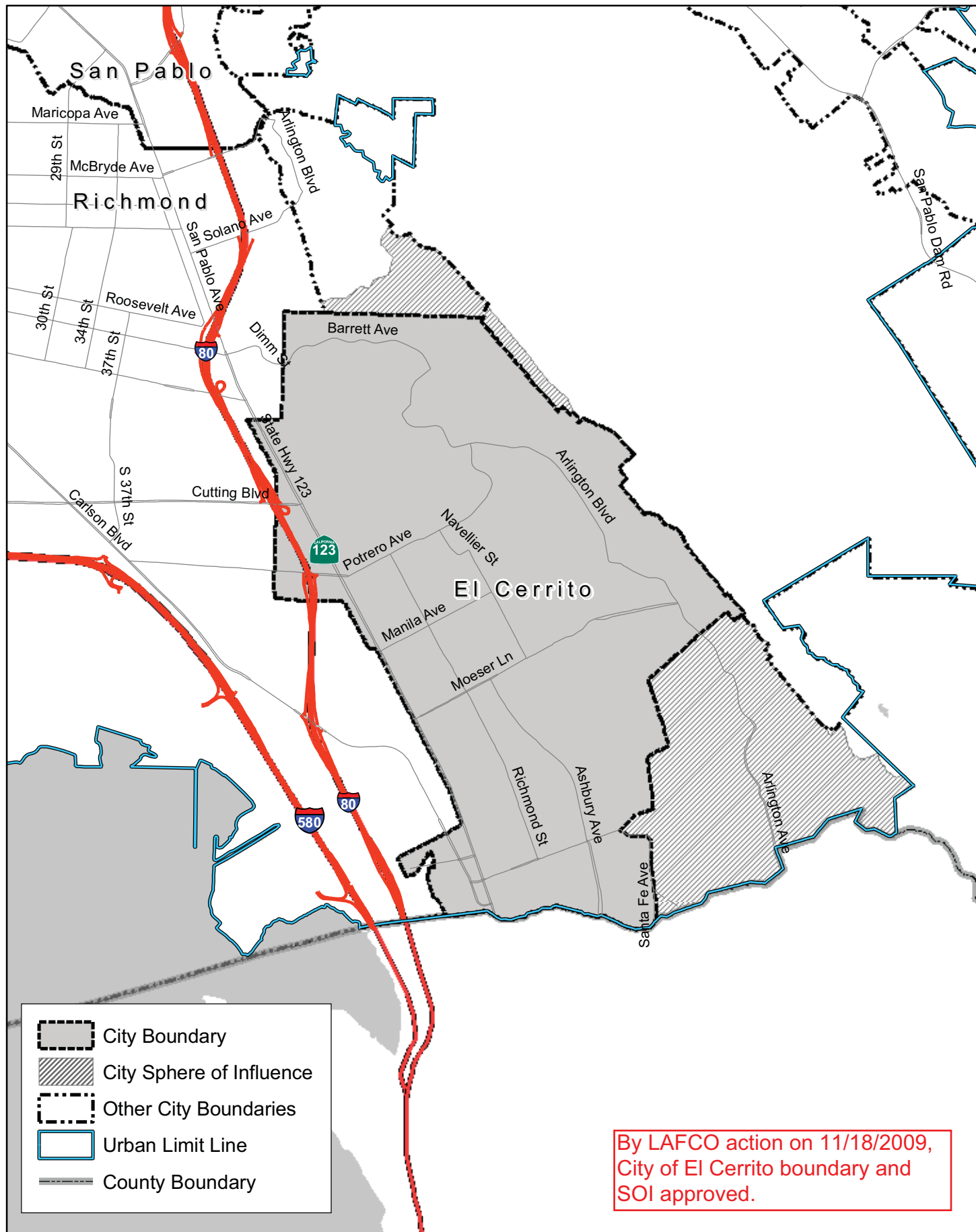
There are no unincorporated islands within the City.






El Cerrito's SOI includes the unincorporated community of Kensington (1.1 square miles and a 2010 population of 5,077) and the southern portion of unincorporated East Richmond Heights. These areas are largely built-out and are not likely candidates to annex to the City of El Cerrito unless a majority of land owners along with a majority of registered voters agree to do so. (Refer to Map 9-1.)

Refer to the Kensington Police Protection and Community Services District in Chapter 25 for more details on the Kensington community.

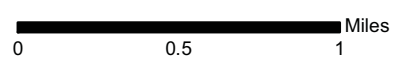
An area along Vista Heights Road east of the Mira Vista Country Club is also within the El Cerrito SOI. However this area is already within the City of Richmond, which makes including it in the El Cerrito SOI problematic.

City of El Cerrito Boundary and Sphere of Influence



-  City Boundary
-  City Sphere of Influence
-  Other City Boundaries
-  Urban Limit Line
-  County Boundary

By LAFCO action on 11/18/2009, City of El Cerrito boundary and SOI approved.



Financing

The City’s financing level appears to be adequate to continue providing existing law enforcement service levels. Unlike many other cities, El Cerrito has been able to maintain pre-recession property tax revenue levels. In FY 10-11, El Cerrito was one of two cities that received increases in assessed valuation (AV) in Contra Costa County. El Cerrito’s AV increased 1.09 percent while the County overall decreased 2.99 percent. Additionally, in November 2010, El Cerrito voters approved Measure R, a seven-year 0.5 cent sales tax that will be used to maintain services, including police programs that were in jeopardy without these additional funds. Collection began in April 2011, and FY 11-12 will be the first full year of receipt of the tax.

The Police Department’s services are financed primarily (98 percent) through the General Fund. The remaining two percent of the Department’s funding (in FY 09-10) comes from the following four special revenue and non-major governmental funds (amount from these funds in FY 09-10 shown in parentheses):

- Asset Seizure - The Police Department acquires assets in the course of arresting suspects and a portion of these assets become the property of the City when a guilty verdict is awarded. These funds are determined by State Health and Safety Code to be used by the Police Department to supplant but not supplement their budget. To assure correct usage, funds have been broken out into a separate fund. (\$0)
- Vehicle Abatement - This fund accounts for monies received from the County to support programs that remove abandoned vehicles from City streets. (\$4,887)
- Grants Fund - The grants fund accounts for all of the grant monies received from various regional, State and Federal agencies for various operational activities. (\$195,791)
- Capital Improvements Fund - This fund is utilized to account for all capital activities within the City regardless of funding source. Within the fund, each project is accounted for separately on a life-to-date basis for internal and external reporting purposes. (\$0)

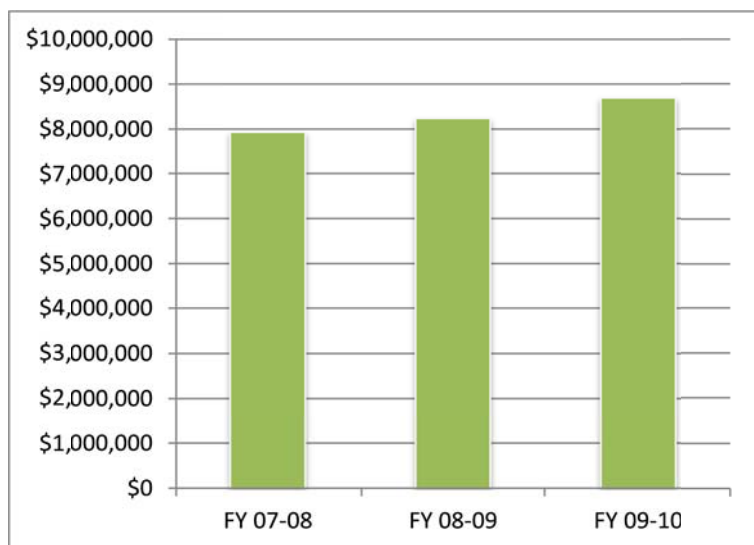
Those funds for which no financing was allocated to police expenditures in FY 09-10, did provide funding in FY 08-09, and are anticipated to provide funding in future years. Departmental revenue sources include Proposition 172 funds, charges for services, such as fingerprinting, permits and registrations, and fines and forfeitures. These revenue sources are considered General Fund monies.

Figure 9-1: El Cerrito PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years have steadily increased, as shown in Figure 9-1. In FY 09-10, the primary expenses for the Department were operations (60 percent), administration and support services (27 percent), and investigations (13 percent).

The City had approximately \$51.8 million in long-term debt at the end of FY 09-10, none of which was related to law enforcement services.

The City is a member of the Municipal Pooling Authority of Northern California. The Authority



provides coverage against loss risks under the terms of a joint-powers agreement with the City and several other cities and governmental agencies.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic enforcement, community policing, community awareness, and investigations. The Department conducts staff training and has a K-9 unit. El Cerrito PD is also involved in the East Bay Regional Communication System Authority, Vehicle Theft Suppression Enforcement Team, and the Sexual Predator Apprehension Compliance Enforcement Team. The PD cooperates with other police agencies and the California Department of Justice to provide a Detective to the West Contra Costa County Narcotics Task Force, and is an active member of the East Bay Public Safety Corridor Partnership to reduce gun violence.

The Department relies on the Sheriff's Office for search and rescue services, long-term holding facilities, crime lab, and the Special Weapons and Tactics (SWAT) Team, County Animal Control for animal services, the City of Walnut Creek for bomb squad services, and the City of Richmond for police dispatch services. El Cerrito PD also relies on a variety of agencies for police training services for the Department as well.

The Sheriff's Department also provides safety services within the City by responding to a City of El Cerrito "critical incident" in which a request has been made for "mutual aid."

The City provides three school resource officers, two at El Cerrito High School and one at Portola Middle School. These positions are funded through an agreement with the West Contra Costa Unified School District, which pays 90 percent of the program costs.

Patrol

El Cerrito PD patrols 3.9 square miles which are divided into four beats. The Field Operations Division is comprised of four separate teams of officers of one Sergeant, one Corporal, and 4 officers. There are currently 24 officers that are assigned to operate a police vehicle or a police bicycle. Patrol shifts are based on a team policing concept with distinct teams policing 24 hours per day. The officers work 12 hour shifts and work Tuesday, Wednesday, Thursday and every other Monday; or Friday, Saturday, Sunday and every other Monday. Shifts begin at six in the morning or six in the evening

El Cerrito PD utilizes a bicycle patrol for those areas difficult to access by patrol vehicles. These include El Cerrito Plaza shopping center, community parks, and the Ohlone Greenway along the BART line. The program has been in effect since 1998 and is an important part of the PD's crime reduction efforts. The PD is certified to train law enforcement personnel from other agencies and conducts annual training classes.

Staffing

Figure 9-2: El Cerrito PD Staffing Levels

Over the last three FYs (09, 10, 11), unlike many other city police departments, El Cerrito has been able to maintain stable staffing levels with little variation from year to year. (Refer to Figure 9-2.)

Staffing levels are determined through the annual budget process, with the PD providing justification statistics to the City Manager for review by the City Council. El Cerrito PD presently employs 1.83 sworn officers per capita, and has been able to maintain its sworn force.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Captain	0	0	1
Commander	2	1	0
Lieutenant	0	0	3
Sergeant	7	7	5
Corporal	5	5	5
Detective	4	4	4
Police Officer	20	20	20
K-9 Officer	0	0	1
Traffic Control Officer	3	3	3
Community Service Officer	7	7	7
Records Specialist	7	6	6
Office Support Staff	1	1	1
Parking Enforcement	1.2	1.2	1.2
TOTAL	58.2	56.2	58.2

Location

El Cerrito PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the California Office of Emergency Services Law Enforcement Mutual Aid Plan; and 2) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed. The Department does not have any automatic aid agreements with other providers.

The Department did not identify any areas within the City’s boundaries that are particularly challenging to serve.

Infrastructure

El Cerrito PD operates out of a police headquarters at 10900 San Pablo Avenue. The police headquarters was built in 1960, is shared by the Fire Department, and is considered to be in fair condition.

The facility needs to be replaced due to seismic issues, lack of space, and outdated features. Furthermore, the Public Safety Building has inadequate facilities for accommodating male and female police officers and there is insufficient space for evidence, lockers, training, and working of employees. The exterior design of the building does not allow for the safe conveying of suspects from the parking lot into the building. A Sallyport or drive-in enclosed garage would be preferable from a security standpoint.

The City’s consultant has performed an evaluation of the existing Public Safety Building and general needs of the Police and Fire Departments. Their recommendation is that a new facility would be more cost effective than retrofitting the existing facility. This takes into account the desired levels of service the two affected departments. Since the existing building is occupied by both the Fire and Police Departments, serious consideration must be given to build two separate buildings to keep with current laws pertaining to access and the distinct needs of each department.

The City has included the new facility in its current CIP; however, sources of funding for the \$27 million project have not been identified and a timeframe for design and construction has not been set.

The Department did not report any needs related to vehicles or equipment. Vehicles and equipment are kept within a secure area adjacent to the police building. The City utilizes all vehicles for four years and up to 85,000 miles.

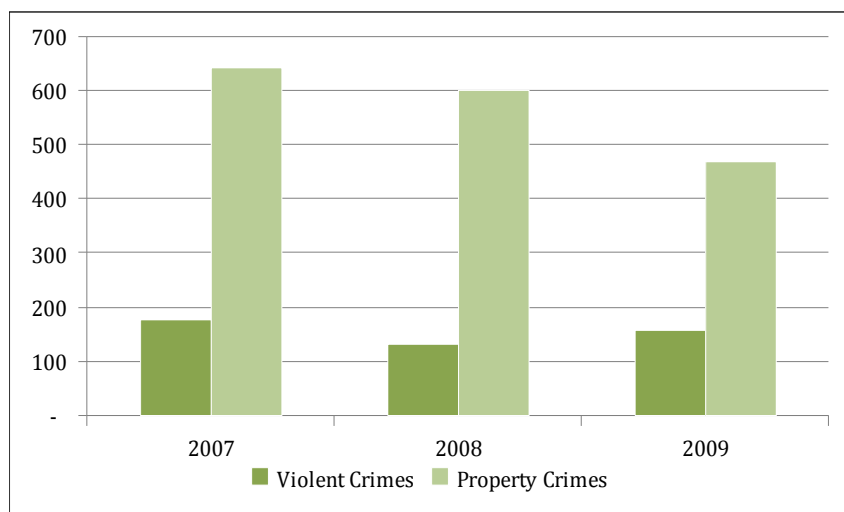
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 9-4: El Cerrito Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 9-3: Violent and Property Crimes (2007-2009)

During the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 9-3, while the number of violent crimes has varied slightly over this time period, the number of property crimes has declined by almost 27 percent. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 30 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents.



The City averaged 10,500 service calls per year in 2007, 2008 and 2009, which is 446 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The City reported that at times there is increased demand during various special events, but did not identify any specific events with particularly high demand on law enforcement resources.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by El Cerrito PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most

crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction. Response times are dependent on the agency’s staffing level and size of the jurisdiction served. El Cerrito PD on average responds to Priority 1 incidents within four minutes and 45 seconds, while law enforcement providers countywide averaged five minutes and 14 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 9-4, El Cerrito PD had a DOJ clearance rate of 35 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of 15 percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning El Cerrito PD solves less violent and more property crimes within its jurisdiction than the average of other providers in the County.¹⁵

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 067 sworn staff per 1,000 residents in Lafayette to 11.97 in Kensington PP&CSD. El Cerrito PD is well above the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 1.83.

¹⁵ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 9-4: El Cerrito Law Enforcement Overview

El Cerrito Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	El Cerrito	Population (2009)	23,440
Number of Beats	4	Population (2010)	23,549
Dispatch	Richmond	Total Service Calls (2009)	10,500
Search and Rescue	Sheriff	Calls per 1,000 population	448
Investigations	El Cerrito	Crime Activity	
Traffic Enforcement	El Cerrito	Arrests (2009)	1,541
SWAT	Richmond/Sheriff	Violent Crimes (2009)	159
Temporary Holding	El Cerrito	Property Crimes (2009)	468
Long-term Holding	Sheriff	Traffic Accidents	331
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	1,984
Canine (K-9) Services	El Cerrito	Property Crime Rate per 100,000 ¹	7,295
Staff Training	El Cerrito		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	4:45	Total Staff (2010)	58
Response Time Base Year	2010	Sworn Staff	43
Clearance Rate of Violent Crimes ²	35%	Support Staff	15
Clearance Rate of Property Crimes ²	15%	Volunteers	0
Per Capita Cost (General Fund)	\$ 401	Sworn Staff per 1,000 population	1.83
Service Challenges			
El Cerrito PD has had to deal with little to no growth within the city limits. Resources appear to be adequate and service levels seem to be improving as crime rates have started to decline over the past three years.			
Facilities			
Station	Location	Condition	Built
Main Station	9100 El Cerrito Blvd El Cerrito, CA	Fair	1960
Current Facility-Sharing and Regional Collaboration			
El Cerrito PD is a member of the East Bay Regional Communication System which is intended to promote interoperability. The Department shares the headquarters with the Fire Department. The Department currently collaborates with Richmond PD for dispatch and SWAT currently while also utilizing Walnut Creek PD's Bomb Squad. El Cerrito also utilizes the County's holding facilities.			
Opportunities for Facility-Sharing and Regional Collaboration			
No further facility sharing opportunities were identified by the Department.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

10. City of Hercules

The City of Hercules provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the western portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Hercules Police Department is contained in the West Contra Costa County Sub-regional MSR adopted by the Commission on November 18, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Hercules is a general law city, which was incorporated in 1900. Its boundary area is approximately 7.6 square miles (land only). The City's SOI encompasses one adjacent unincorporated area to the north along State Highway 4. (Refer to Map 10-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Interim Chief of Police is William Goswick, who was appointed in December 2010. The Chief of Police serves as the department head for the Police Department (PD) and reports to the City Manager. The City has a Public Safety and Traffic Subcommittee. The committee consists of two council members and one representative each from the Police Department, Planning Department and Engineering Department.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. Activities in the City include the Explorer Program, Neighborhood Watch, Business Watch, and emergency notifications through e-mail to residents. The Department sponsored Explorer Program is designed to incorporate experience in several areas, including life skills, career training, learning through service (volunteering), character education, and leadership experience. Additionally, the Department's notification service, operated by Nixle, provides alerts and updates to residents who sign up for the service through the website. The Department makes crime statistics and other information available on its website.

If a constituent has a complaint regarding the Department or its employees, complaint forms are available online. Complaints are filed and reviewed with the administrative sergeant. The Department did not provide the exact number and type of complaints received in 2007, 2008, and 2009, but estimated that about six complaints are received annually.

Hercules PD demonstrated full accountability and transparency by cooperating with LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

As of June 2011, the Department is operated by 26 personnel, of which 23 are sworn officers and three are support personnel. The number of authorized positions is not reported in the City's current budget. For FY 09-10 the Department was allocated 39.0 full time equivalent (FTE) positions of which 32.0 FTE were sworn officers and 7.0 FTE were support personnel. The Department is supplemented by four reserve officers and 25 Explorers.

The Department is divided into two divisions: Operations and Administration. An acting Commander (Sergeant) oversees the Operations Division, which consists of four patrol teams that conduct community policing, emergency services, Explorers and parking enforcement. Team A includes one school resource officer. The Administration Division is managed by an acting Commander (Sergeant) and has three sections - Records/Services, Training, and Investigations. The Administration Division responsibilities include records, recruiting and hiring, training, special projects, special event coordination, financial accounting, and crime prevention services. The commander of each division reports to the Chief.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads and with the City Council. The Chief has weekly meetings with the City Manager.

Specific agency goals and objectives are set on a yearly basis by Hercules PD administration with the input of department employees. These goals and objectives are not outlined in a document such as a strategic plan or the budget. The Department reported that long-range planning is an ongoing process which has been facilitated by staff meetings and team-building workshops.

Sworn officers are evaluated annually. New staff are evaluated after 18 months of a probation period. The Department's performance is evaluated yearly in its annual report and annually during the budget process. Daily activity reports are also generated by the Department and made available for viewing by the public. Due to staff reductions, the daily logs are no longer available on the website, but are available at the Department in hard copy.

Planning documents that guide Hercules PD's services are the City's 1998 General Plan, the departmental policy manual and the departmental mission statement. The City is currently updating its General Plan Housing Element.

General Plan Service Standards for police are as follows:

- Office and supporting facilities shall be provided in a central, headquarters facility. Communication equipment (including repeater stations) shall be provided to allow communication between dispatch and police units throughout the service area, and
- Expanded police facilities will be planned as needed to serve new development within the city limits and the sphere of influence.

The Department does not have adopted standards regarding ratio of officers per 1,000 residents or response times.

Financial planning documents include the annual budget and capital improvement program. The City's capital improvement program is a multi-year planning program, included in the annual budget, for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The Engineering Division develops, manages, and implements the capital improvement program for the City and Redevelopment Agency. The City's existing plan is for the period FY 10-11 to FY 14-15, and consists of 72 projects, none of which are related directly to law enforcement services.

Population and Growth Projections

According to the 2010 Census, the population of the City is 24,060. Over the last 10 years, the population of Hercules has grown by 23.4 percent.

According to the City's General Plan, it was anticipated that the population would reach 26,300 by 2010, or just above the current population. The City planned services and facilities accordingly to accommodate a population that exceeds the existing population.

Based on ABAG projections, the City is anticipated to grow by 38 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 34,900 in 2035.

Hercules PD has had to address moderate growth over the last 10 years. The Department indicated that the rate of growth has required the PD to provide enhanced urban levels of service over a short period of time. The Department reported that the police facility is at capacity, and in order to accommodate additional growth in the future, new or expanded facilities may be warranted to allow for enhanced staffing to serve the public accordingly.

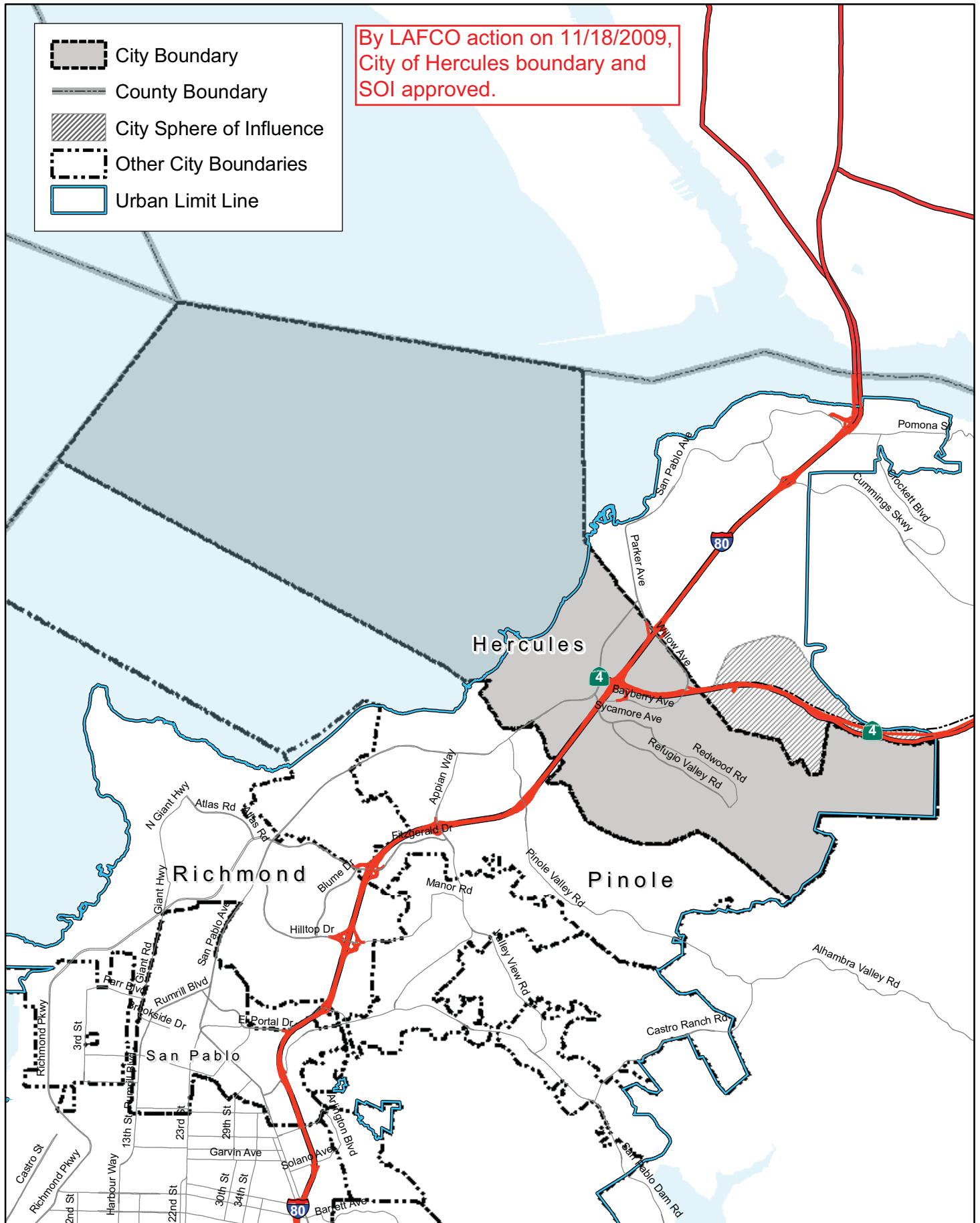
The Department participates in major project review, and is invited to evaluate and comment on any proposed developments. Growth strategies related to law enforcement in the City include performance standards adopted as part of the Growth Management section of the City's General Plan as indicated above.

The City is largely built out, with only a few areas remaining with significant development potential. The Housing Element of the City's General Plan identifies approximately 420 acres of vacant land available for residential development, which represents all of the remaining significant development sites in the City of Hercules. Of the vacant properties, very few parcels do not already have specific plan approval. Most of the City's vacant parcels are in some stage of planning and development. Only three vacant parcels are not being planned for development.

The City has approximately 13 separate parcels, which total approximately 850 acres within the SOI area that is outside of the City Limits. Hercules' SOI does not extend substantially beyond the City limits, and it is not expected that the existing SOI area will be altered to include vacant lands that would yield substantial additional developable land. Land use studies show that the areas within the SOI are prime for commercial development with access to both State Highway 4 and Interstate 80. As development takes place, future annexations to the City are anticipated. (Refer to Map 10-1.)

There are no unincorporated islands within the city limits.

City of Hercules Boundary and Sphere of Influence

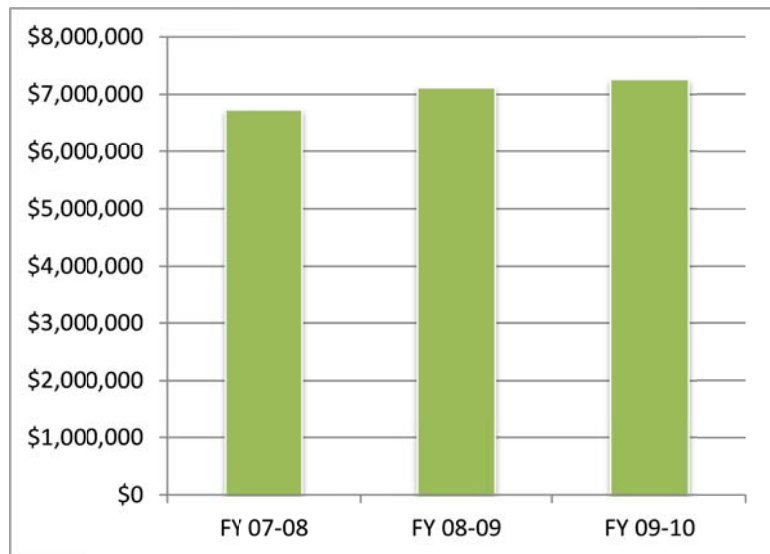


Financing

In FY 09-10, the operating costs of the Police Department were entirely financed by the City's General Fund. The Community Development Fund financed \$127,500 of capital improvements to the police wing of the City Hall in FY 09-10. This fund accounts for property development tax revenue collected per residential unit to finance acquisition, construction and furnishing of public buildings, parks and recreational facilities. The City also maintains separate funds for grants from government and public sources that are to be used to cover expenditures for providing public services and improving public safety, as well as for revenue received from the State for its Citizen Option for Public Safety (COPS) Program to fund police officer positions. These monies are transferred into the General Fund for use by the Department. In FY 09-10, these funds contributed \$458,600 to the General Fund. Additionally, the Department may receive financing from the Police Facilities Development Impact Fee (DIF) Fund; however, no funds were allocated to law enforcement expenditures from this fund in FY 09-10.

Figure 10-1: Hercules PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years have steadily increased, as shown in Figure 10-1. In FY 09-10, the primary expenses for the Department were \$5,609,712 (79%) for Salaries and Benefits, \$1,132,454 (16%) for Services and Supplies, and \$332,642 (5%) for Allocated Expenses. Patrol accounted for 66% of the total PD costs, with Administration and Investigations accounting for 34%.



The City had approximately \$14.9 million in long-term debt at the end of FY 09-10, none of which was related to law enforcement services.

The City engages in joint financing arrangements related to insurance. The City is a member of the Municipal Pooling Authority, a joint powers authority, for liability and workers compensation insurance.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, search and rescue, and investigations. The Department is responsible for community policing and has a Special Response Team that is limited to High Risk Entries and barricaded subjects. The PD relies on the SO for all other SWAT situations. The Department also conducts community outreach and education. Hercules PD is also involved in the East Bay Regional Communication System and collaborates with other providers in the region for Incident Command System (ICS) training. The Department hosted a regional ICS training to coordinate county response to a large-scale critical incident.

The Department relies on the Sheriff’s Office for search and rescue services, crime lab services, and long-term holding facilities, County Animal Control for animal services, Walnut Creek PD for bomb squad services, and the City of Pinole for police dispatch services. While the City provides search and rescue and SWAT services, the Sheriff’s Office provides support when necessary.

The Sheriff’s Department also provides safety services within the City by responding to a City of Hercules “critical incident” in which a request has been made for “mutual aid.”

Hercules PD does not provide contract services to other agencies.

Patrol

Hercules PD patrols 7.6 square miles, which are divided into two beats. Each beat is patrolled in two 12-hour shifts. A single officer staffs each beat patrol vehicle. Traffic enforcement is conducted by one Traffic Officer in a vehicle, supplemented by two dual purpose motorcycles when staffing permits, plus a bike patrol.

Staffing

Figure 10-2: Hercules PD Staffing Levels

In the 10-11 Fiscal Year, the Hercules PD was forced to re-structure the Department due to budget cuts. (Refer to Figure 10-2.) This included the loss of four police officers, one neighborhood watch coordinator, two parking enforcement assistants, one equipment coordinator, and one office assistant.

The Department’s staffing levels are normally determined based on how many positions can be financed by up to 47 percent of the General Fund revenues, which the Department is allocated each year. For FY 09-10, the Department utilized 36 percent of total General Fund revenues. Hercules PD presently employs 0.96 sworn officers per 1,000 population, down from 1.37 in FY 09-10.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Commander	2	2	0
Sergeant	6	6	6
Detective	3	3	2
Police Officer	20	20	12
Traffic Control Officer	1	1	1
Records Specialist	1	1	0
Office Support Staff	1	1	3
School Resource Officer	0	0	1
TOTAL	35	35	26

Location

Hercules PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through mutual aid agreements. The City participates in the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed. The Department does not have any automatic aid agreements with other providers.

The Department identified two areas within the City’s boundaries that are particularly challenging to serve - near the golf course, due to longer response times, and along the railroad tracks near the foothills.

Infrastructure

Hercules PD operates out of their headquarters at City Hall located at 111 Civic Drive. The police headquarters was built in 1987 and is considered to be in good condition by the Department. The police wing of the building was remodeled in 2010. The Department reported that the facility is presently at capacity, and any additional growth in demand would require expansion of the current facility or a new facility.

There are no plans for significant capital improvements to the police facilities before 2015, based on the City’s capital improvement plan. There are also no plans for additional facilities.

The Department did not report any needs related to vehicles or equipment. Vehicles and equipment are kept within a secure area easily accessible to the Department.

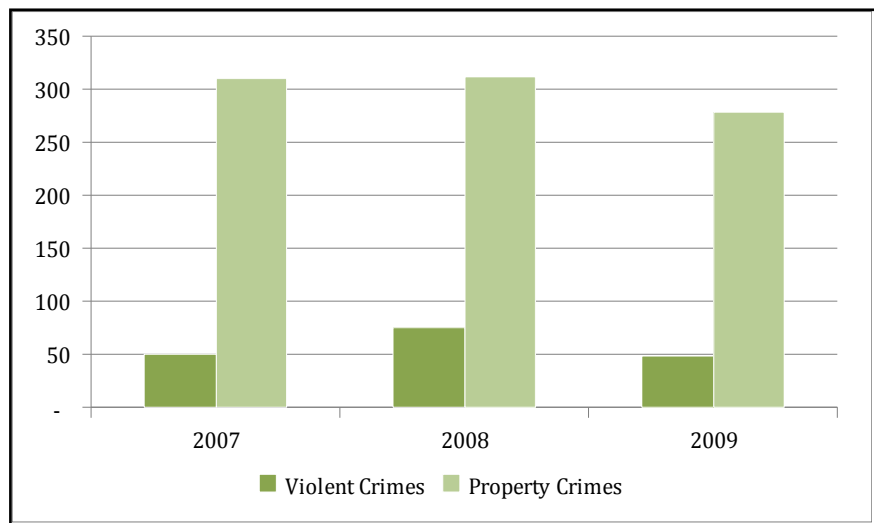
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 10-4: Hercules Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 10-3: Violent and Property Crimes (2007-2009)

An increase in population does not necessarily indicate an increase in level of demand, such as crimes and service calls. In fact, during the last three years, the annual number of crimes and the number of crimes per capita have had a slight downward trend. As shown in Figure 10-3, while the number of violent crimes increased in 2008 then returned to previous levels in 2007, the number of property crimes has declined by almost 10 percent.



Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 15 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 23,300 service calls per year in 2007, 2008 and 2009, which is 947 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The Department reported that there are no periods or events that have particularly high demand for police services.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Hercules PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction. Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Hercules PD on average responds to Priority 1 incidents within five minutes, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 10-4, Hercules PD had a DOJ clearance rate of 35 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of nine percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Hercules PD solves slightly less violent crimes and property crimes within its jurisdiction than the average of other providers in the County.¹⁶

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Hercules PD is below the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 0.96.

¹⁶ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 10-4: Hercules Law Enforcement Overview

Hercules Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Hercules	Population (2009)	24,623
Number of Beats	2	Population (2010)	24,060
Dispatch	Pinole	Total Service Calls (2009)	23,330
Search and Rescue	Sheriff	Calls per 1,000 population	947
Investigations	Hercules	Crime Activity	
Traffic Enforcement	Hercules	Arrests (2009)	54
SWAT	Hercules/Sheriff	Violent Crimes (2009)	36
Temporary Holding	Hercules	Property Crimes (2009)	279
Long-term Holding	Sheriff	Traffic Accidents	110
Bomb Squad	Walnut Creek	Violent Crime Rate per 100,000 ¹	715
Canine (K-9) Services	Sheriff	Property Crime Rate per 100,000 ¹	3,672
Staff Training	Hercules		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	5:00	Total Staff (2010)	26
Response Time Base Year	2010	Sworn Staff	23
Clearance Rate of Violent Crimes ²	35%	Support Staff	3
Clearance Rate of Property Crimes ²	9%	Volunteers	4
Per Capita Cost (General Fund)	\$ 292	Sworn Staff per 1,000 population	0.96
Service Challenges			
Hercules PD has had to deal with little to no growth within the city limits. Resources appear to be diminishing and service levels are experiencing a decline over the past two years.			
Facilities			
Station	Location	Condition	Built
Main Station	111 Civic Drive Hercules, CA 94547	Good, remodeled in 2010	1987
Current Facility-Sharing and Regional Collaboration			
Hercules PD is a member of the East Bay Regional Communication System which is intended to promote interoperability. The Department shares City Hall with the rest of City Staff. The Department collaborates with Pinole PD for dispatch.			
Opportunities for Facility-Sharing and Regional Collaboration			
The Department did not identify any additional opportunities for facility sharing.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

11. City of Lafayette

The City of Lafayette provides a range of municipal services, including law enforcement services, within the city limits through a staffing contract with the County Sheriff's Office. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Lafayette Police Department is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission on September 9, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Lafayette is a general law city, which was incorporated in 1968. Its boundary area is approximately 15.4 square miles. The City's SOI includes two adjacent areas, one in the northeast and one in the east. (Refer to Map 11-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Michael Hubbard, who is a contract employee through a contract with the County Sheriff's Office (SO). The Chief, as the department head for the Police Department (PD), reports to the City Manager. The City has two commissions related to law enforcement: the Crime Prevention Commission and the Emergency Preparedness Commission. The Crime Prevention Commission consists of seven commissioners appointed by the City Council, assists the PD in crime prevention awareness programs, and meets monthly. The Emergency Preparedness Commission consists of five members appointed by the City Council, meets monthly, and works with the PD and citizens with emergency preparedness issues and emergency operations planning. Residents of the City may apply to the City Council to be appointed to a commission. Each commission is charged with reviewing issues and making decisions within the scope of its authority. A decision made by a commission or committee is subject to review by, or appeal to the City Council.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. The Chief releases a weekly brief and issues updates on social networking applications, such as Twitter, to update city staff and the public on issues and activities. Public service officers meet with businesses to discuss any concerns and educate about crime prevention. The Department uses community oriented policing and problem solving, where officers are assigned specific areas of the City, to establish and maintain open lines of communication with the residents and businesses in that area, to address problems, and work on solutions together. Department crime prevention programs include Neighborhood Watch and a Child ID program. The Department uses the City's Youth Commission as a means for outreach to

youth in the City. The Department makes crime statistics and an online crime reporting form available on its website.

The Department uses a formal complaint procedure developed by the Sheriff's Office, and may receive complaints via e-mail, phone, or directly at the front desk of the Department. All complaints are directed to the Chief during the day and to the Sergeant on duty in the evening. The Department does not have an ombudsman, as the Chief is responsible for disposition of all complaints. The Department did not have the exact number and type of complaints received in 2007, 2008 and 2009 available, but indicated that there are on average less than 50 complaints annually.

Lafayette PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

The City of Lafayette operates under a contract with the Sheriff's Department for law enforcement services. All staff in the Police Department are personnel from the Sheriff's Department with the exception of the two Parking Enforcement Officers, who are employees of the City. The Department uses procedures and policies approved by the Sheriff and modified by the Chief to meet the needs and requirements of the City. The Department has a total of 20 authorized positions, of which 16 are sworn. The Department is supplemented by four Reserve Officers.

The Police Department is not divided into bureaus or divisions based on function. All PD personnel, with the exception of the Parking Enforcement Officers, report to the two supervising Sergeants who report to the Chief. The Parking Enforcement Officers report to the Community Service Officers. The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager and with the City Council.

Lafayette PD's work plan is outlined in the annual budget. Goals for FY 10-11 include:

- Continue liaising with and participation in city commissions and community groups to ensure that community standards are enforced and an open line of communication is maintained between the Police Department and the public.
- Increase driver safety and compliance with traffic laws through an aggressive enforcement policy, education, citations and warnings.
- Establish a team approach to criminal investigation so that the youth services officer, detective, beat officers and the community all work together to jointly solve crimes and aggressively prosecute lawbreakers.
- Ensure continuation of the neighborhood patrol plan so that all city streets are patrolled on a regular basis.
- Continue to use the bicycle patrol officer to patrol the core downtown area and function as the primary liaison to the Lafayette business community.
- Encourage the use of volunteers to supplement and assist the Department in its duties. Explore the feasibility of joining the Sheriff's Senior Volunteer Program. Volunteers are used for special events such as the Art and Wine Festival.
- Monitor and update the fleet management plan and ensure the cost effective and safe use of city-owned patrol vehicles.

Each employee is evaluated every four months. The Department puts together an annual crime and services report as well as a crime report to the State, which tracks the workload of the

Department as a whole. The Department's performance is evaluated yearly in its annual report and annually during the budget process. The annual report consists of a yearly activity report on service demand indicators over a five-year period. Within the annual report, the Department conducts significant benchmarking with other providers in the County on various indicators of demand and level of service.

The Lafayette PD maintains a low staffing level of sworn personnel; consequently, the Department reported a need to operate efficiently in order to capitalize on personnel time in the field. The Department reported that it makes efforts to work with neighboring cities. For example, Lafayette contracts with Concord for fleet maintenance. Additionally, the PD makes use of vacation relief officers and part-time detective to maintain staffing levels.

Planning documents that guide Lafayette PD's services are the City's 2002 General Plan and a departmental mission statement. General Plan service policies for police are as follows:

- Strive to maintain a three-minute response time for all life-threatening calls and those involving criminal misconduct, and a seven minute response time for the majority of non-emergency calls.
- Work with the Contra Costa County Sheriff's Department and neighboring jurisdictions to improve police service in Lafayette.

Lafayette PD does not currently meet the response time standard for Priority 1 calls, but does respond within four minutes and 50 seconds.

Financial planning documents include the annual budget. The City adopts a five-year capital improvement plan in October of each year. The present 2012 CIP does not include any capital improvements related to the Police Department.

Population and Growth Projections

According to the 2010 Census, the population of the City is 23,893. Over the last 10 years, the population of Lafayette has declined by 0.06 percent.

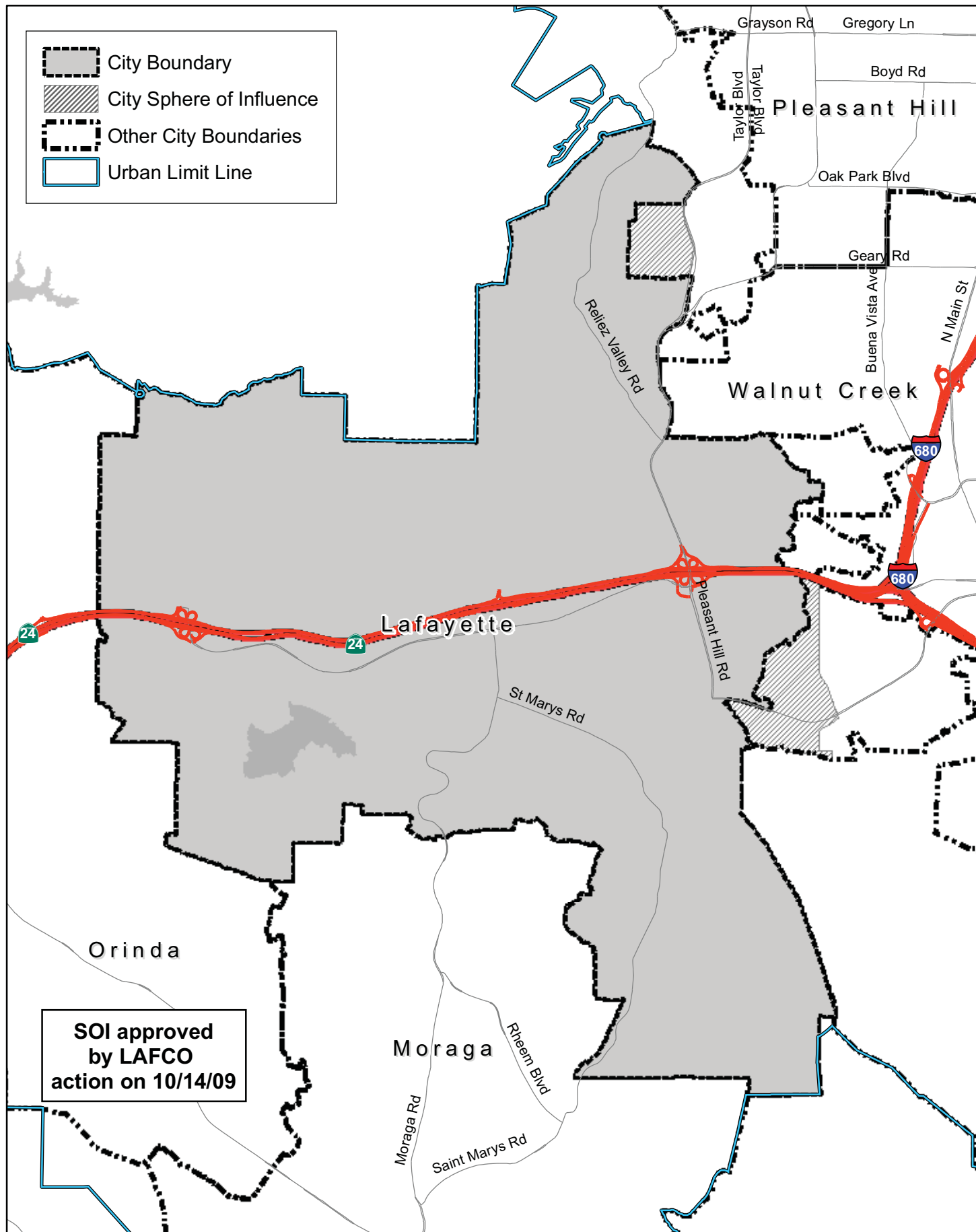
There is relatively little land in the City where additional development can occur. Most of the remaining vacant or underdeveloped land is located in environmentally constrained areas characterized by steep hillsides, oak woodlands, and unstable soil conditions. This land is designated Rural Residential on the General Plan Land Use Map. The majority of new residential development is expected to occur on infill lots scattered throughout the City's existing residential neighborhoods and in mixed-use developments located in the downtown area.¹⁷

Based on ABAG projections, the City is anticipated to grow by 10 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 26,900 in 2035.

Lafayette PD reported that the existing headquarters is at capacity, and additional storage space is necessary to serve any growth in demand. Additionally, staffing ratios of sworn personnel to residents is one of the lowest of the providers in the County; consequently, any increase in demand for law enforcement services would require enhanced staffing.

¹⁷ Contra Costa LAFCO, *Central Contra Costa County Sub-regional MSR, 2009, p. V-11.*

City of Lafayette Boundary and Sphere of Influence



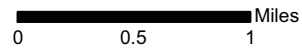
Legend

- City Boundary
- City Sphere of Influence
- Other City Boundaries
- Urban Limit Line

**SOI approved
by LAFCO
action on 10/14/09**

Map created 10/16/2009
by Contra Costa County Community Development, GIS Group
651 Pine Street, 4th Floor, North Wing, Martinez, CA 94553-0095
37.59:48.455N 122.06:35.384W

This map was created by the Contra Costa County Community Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.



The Police Department participates in review of development proposals according to the City's adopted General Plan policies, which states that the PD shall "review development proposals for their demand on police services and require mitigating measures, if necessary, to maintain the community's standard for police services." Other growth strategies related to law enforcement in the City include performance standards adopted as part of the Public Safety Element of the City's General Plan as indicated above.

There are two non-contiguous areas outside the city limits which could annex to the City in the future. The southerly of the two areas is the Saranap Area (current population 5,202), which is partially within the Lafayette SOI and partially within the Walnut Creek SOI, and consists of low-density and rural single-family residential development. The northerly area (the Greenhills Subdivision) is within the Lafayette SOI, and is composed of medium-density (up to 6 dwelling units/acre) single-family residential development. (Refer to Map 11-1.)

There are no unincorporated islands within the Lafayette City Limits.

Financing

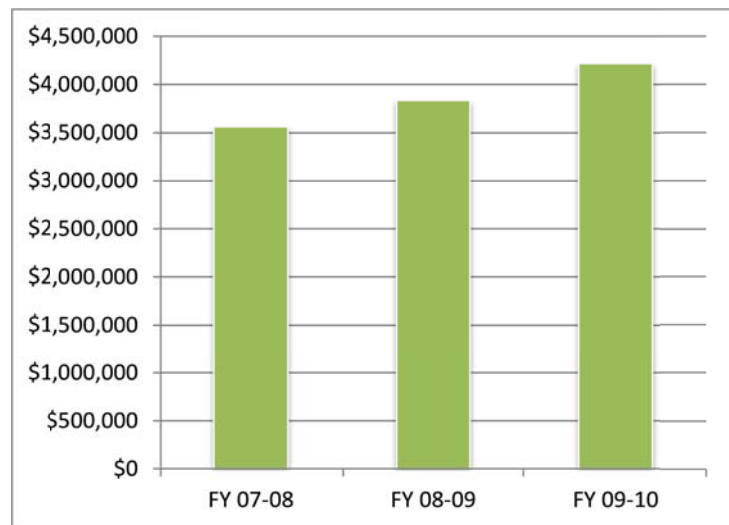
The Department's services are financed primarily through the General Fund and augmented by two Enterprise Funds: the Parking and Code Enforcement Fund (parking citation fines, parking meters, and parking permits) which generated \$535,425 in FY 09-10; and the Vehicle Abatement Fund which generated \$ 10,437 in FY 09-10. These two funds comprise approximately 13.5 percent of total PD expenditures. Revenues are also collected from vehicle code fines (\$145,320 in FY 09-10) and police fees charged for crime reports, false alarms, and fingerprinting (\$36,632 in FY 09-10), and are considered General Fund monies.

Figure 11-1: Lafayette PD Expenditures (FYs 08, 09, & 10)

Unlike other cities, PD expenditures over the last three fiscal years have generally risen from \$3.6 million to \$4.1 million, as shown in Figure 11-1. In FY 09-10, the primary expenses for the Department were payment to the Sheriff's office for contract personnel and services (77 percent), supplies and services (16 percent), traffic enforcement personnel and supplies (five percent), crossing guards (one percent), and emergency preparedness services (less than one percent).

The City does not have any long-term debt related to law enforcement services.

Lafayette takes part in the Municipal Pooling Authority of Northern California joint powers authority for risk management coverage. Lafayette PD participates in joint financing of crossing guard services in cooperation with the school district. Each agency pays 50 percent of the annual costs of the services.



Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime suppression, investigation, traffic enforcement, youth services, community education, traffic enforcement, accident investigation, and emergency preparedness. Lafayette PD contracts with All City Management Services for crossing guard services to Stanley and Lafayette Elementary Schools; the cost of the program is shared 50-50 with the school district. The City provides law enforcement functions with personnel from the Sheriff’s Office by contract, with the exception of Parking Enforcement Officers who are city employees. Lafayette controls the specifics of delivery of law enforcement services in the City. Part of this local control provides for the selection of personnel, uniforms, and police car markings; consequently, the Police Department is an independent city police operation under city control. Specialized functions such as Special Weapons and Tactics (SWAT) Team and forensics are provided by the Sheriff’s office as part of the contract services. Lafayette PD is also involved in the East Bay Regional Communication System and the Contra Costa Mobile Field Force.

Similar to many other Cities, the Department relies on the Sheriff’s Office for search and rescue services, dispatch and long-term holding facilities, County Animal Control for animal services, and the City of Walnut Creek for bomb squad services. Lafayette also contracts with the City of Concord for vehicle maintenance.

The Sheriff’s Department also provides safety services within the City by responding to a City of Lafayette “critical incident” in which a request has been made for “mutual aid.”

Lafayette PD does not provide contract services to other agencies.

Patrol

Lafayette PD patrols 15.4 square miles which are divided into four beats. Each of the two patrol units is headed by a Sergeant. Each unit works four 10-hour shifts (Sunday through Wednesday or Wednesday through Saturday). Training and administration is conducted on the overlap day (Wednesday). A single patrol officer is dedicated to each patrol vehicle.

Staffing

Figure 11-2: Lafayette PD Staffing Levels

Over the last three FYs (09, 10, 11), Lafayette has been able to maintain stable staffing levels with little variation from year to year. (Refer to Figure 11-2.) The PD budget was cut by five percent in December 2010, resulting in the loss of the one K-9 officer.

Since the City does not have a standard related to staffing levels, as staffing levels are determined annually during the budget process and reevaluated as the year progresses.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Detective	2	2	2
Sergeant	2	2	2
Police Officer	11	11	11
K-9 Officer	1	1	1 ¹
Parking Enforcement Officer	2	2	2
Community Service Officer	1	2	2
TOTAL	20	21	20

Notes:

(1) This position was eliminated in mid FY 10-11.

The Department reported that traffic enforcement is a top priority for the City, due to high levels of traffic accidents. The traffic enforcement program has been recently enhanced by purchasing two motorcycles for the two Traffic Enforcement Officers. Lafayette PD presently employs 0.67 sworn officers per 1,000 residents, and has been able to maintain its sworn force.

Location

Lafayette PD provides services throughout the City's territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the Contra Costa Mutual Aid Mobile Field Force which provides police services of all types for calls to other counties on request; and 2) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed. The Department does not have any automatic aid agreements with other providers.

The Department did not identify any areas within the City's boundaries that are particularly challenging to serve.

Infrastructure

Lafayette PD operates out of the police headquarters at 3675 Mt. Diablo Boulevard. The headquarters is located in a converted office building with other city departments. The police headquarters was built in 1982 and is considered to be in good condition. The Department reported that the facility is at capacity and there is a need for an offsite storage facility.

The Department reported that there are no plans for significant capital improvements to the headquarters over the next few years, and no plans for new facilities.

The Department did not report any needs related to vehicles or equipment. Vehicles and equipment are not kept within a secure area. The City provides all vehicles for use by the Sheriff's Office personnel. The life of the patrol vehicles has been extended to five years and 100,000 miles.

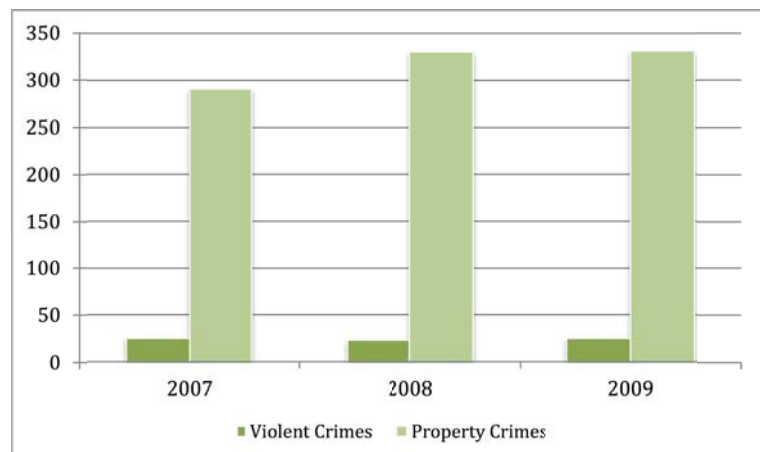
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 11-4: Lafayette Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

During the last three years, the annual number of crimes and the number of crimes per capita have had an upward trend. As shown in Figure 11-3, while the number of violent crimes has remained relatively static over this time period, the number of property crimes has increased by almost 14 percent. Based on the number of property and

Figure 11-3: Violent and Property Crimes (2007-2009)



violent crimes between 2007 and 2009, the City had approximately 14 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 21,400 service calls per year in 2007, 2008 and 2009, which is 955 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

Lafayette PD reported that it has particularly high demand during the annual Lafayette Art and Wine Festival. There is an influx of an up to an additional 100,000 people during the duration of the two-day event. Additionally, the annual Reservoir Run in October draws additional people to the City and costs the PD \$18,000 for security and traffic direction.

The Department reported that theft from vehicles throughout the City is the biggest problem, which increases demand on the PD.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Lafayette PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.¹⁸ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Lafayette PD on average responds to Priority 1 incidents within four minutes and 50 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 11-4, Lafayette PD had a DOJ clearance rate of 23 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of five percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Lafayette PD solves a

¹⁸ Walker and Katz, 2002.

smaller portion of both violent and property crimes within its jurisdiction than the average of other providers in the County.¹⁹

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette, to 1.97 in Kensington PP&CSD. Lafayette PD maintains the lowest staffing ratio in the County.

¹⁹ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff's Office, cleared crimes are reported by the Sheriff's Office, not the City. Clearance rates as reported by the agency may differ depending on the agency's definition of a cleared crime. An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 11-4: Lafayette Law Enforcement Overview

Lafayette Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Sheriff	Population (2009)	23,895
Number of Beats	4	Population (2010)	23,893
Dispatch	Sheriff	Total Service Calls (2009)	22,816
Search and Rescue	Sheriff	Calls per 1,000 population	955
Investigations	Sheriff	Crime Activity	
Traffic Enforcement	Sheriff	Arrests (2009)	284
SWAT	Sheriff	Violent Crimes (2009)	25
Temporary Holding	None	Property Crimes (2009)	331
Long-term Holding	Sheriff	Traffic Accidents	240
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	303
Canine (K-9) Services	Sheriff	Property Crime Rate per 100,000 ¹	3,952
Staff Training	Sheriff		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	4:50	Total Staff (2010)	20
Response Time Base Year	2010	Sworn Staff	16
Clearance Rate of Violent Crimes ²	23%	Support Staff	4
Clearance Rate of Property Crimes ²	5%	Volunteers/Reserves	4
Per Capita Cost (General Fund)	\$ 172	Sworn Staff per 1,000 population	0.67
Service Challenges			
The Department identified vehicle theft and traffic enforcement as requiring the most PD resources.			
Facilities			
Station	Location	Condition	Built
Police Headquarters	3675 Mt. Diablo Blvd., Suite 130	Good	1982
Current Facility-Sharing and Regional Collaboration			
The City contracts with the City of Concord for fleet maintenance and makes use of the Sheriff's dispatch facilities and personnel. The PD headquarters is located in an office building with other city departments. Lafayette PD is a member of the East Bay Regional Communication System which is intended to promote interoperability.			
Opportunities for Facility-Sharing and Regional Collaboration			
The Department did not identify any additional opportunities for facility sharing.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

12. City of Martinez

The City of Martinez provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Martinez Police Department is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission on September 9, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Martinez is a general law city, which was incorporated in 1876. Its boundary area is approximately 12.5 square miles (land only). The City's SOI encompasses two adjacent areas, one expansive area in the northeast and another in the southwest along Alhambra Valley Road. (Refer to Map 12-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police, as the department head for the Police Department (PD), reports to the City Manager. Chief Gary Peterson was appointed in November of 2010. The City has a Public Safety Subcommittee to facilitate communication between the Police Department and the City Council in public safety related matters. The subcommittee is comprised of two City Council members, the City Manager, and the Police Chief.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. The City maintains a comprehensive website and the PD utilizes it to provide daily announcements of activities that are of interest or concern to the community. The PD makes use of the website to release daily activity logs, information on crimes and crime prevention, and press release information. Other tools used to educate and inform constituents include an emergency response program to train citizens, the Explorer Scout program, and personnel outreach at schools and senior citizen centers and to merchants. Additionally, in 2008, the Department initiated a community policing survey to solicit public input on satisfaction with services and inform department priorities. The survey was sent to 8,000 residents and 600 responses were received. Results of the survey indicated a high degree of trust between the public and the PD. The chief concerns of the residents included the perception of a proliferation of gang activity, and speeding vehicles. The Department is preparing another survey to be mailed in 2012 in an effort to increase police department transparency with the public.

If a constituent has a complaint regarding the Department or its employees, complaint forms are available online. The Department has an adopted policy to track all compliments or complaints. Currently, the policy is in the process of being upgraded and submitted for approval. Based on the nature of the incident, it may be referred to Internal Affairs (IA) for further investigation, or be resolved in house by members of the command staff. The Chief acts as the ombudsman of the Department and is responsible for the resolution of each complaint. The Chief reviews and assigns all citizen complaints to the Captain for investigation. Each complainant received an initial letter from the Chief indicating that the complaint is assigned to be investigated. At the conclusion of the investigation, the Chief sends another letter to the complainant explaining the disposition of the complaint. For the Martinez PD, in 2007 there were five complaints in which three were unfounded, one was exonerated, and one was sustained; for 2008 there were two complaints, one was unfounded and the other was exonerated; and in 2009 there were six complaints in which one was unfounded, three were exonerated, one was referred to another agency, and one was sustained.

Martinez PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 10-11 budget, the PD has 55.0 authorized full time equivalent (FTE) positions of which 39.0 are sworn officers and 16.0 are support personnel. Authorized positions may not correlate directly with positions by type as reported by the Department, due to part-time employees, or vacant or frozen positions. The Department is supplemented by a volunteer program that presently has two part-time Cadets, four Explorer volunteers, and eight reserves.

Previously, the Department had been divided into two divisions: Administrative Services and Field Operations. Each division was managed by a Commander that reported to the Chief. The Administrative Services Bureau included the records, dispatch, community services, and investigation functions. The Field Operations Division was responsible for patrol and calls for service. In June of 2011, the Chief restructured the Department and consolidated the two divisions into one Operations and Service Division commanded by a Police Captain. The two commander positions and an administrative Sergeant's position were eliminated to create two Police Lieutenant positions. The Department then established Neighborhood Policing Areas (NPA's) in which a police officer is assigned to each of the 24 NPA's to facilitate direct contact with residents or businesses within the NPA. The two Lieutenants each oversee two patrol teams and provide accountability to the NPA initiative.

The Chief holds regular staff meetings with commanders and their supervisory staff to review and gather information on any issues or concerns. The Chief also attends meetings with other department heads, the City Manager and with the City Council.

The guiding vision of the Department is outlined in the Department's mission, vision and value statements. Long-term goals are adopted during the City's biennial budget process, while short-term goals are established at staff meetings and with citizen input. A few objectives identified for the Administrative Services Division during the last budget process for the period of FY 09-10 to FY 10-11 include:

- Explore possibility of a combined police dispatch center with neighboring cities in FY 2009-10. After research on the matter, it was tabled and determined to be not feasible at the time.
- Enhance communication/collaboration through the newly established Council Public Safety Subcommittee. This Standing Subcommittee has been established

- Initiate a Volunteers in Police Service (VIPS) program by January 2010 for individuals assisting the Department, including unpaid internships; administrative support; chaplain services; reserve police officers; and Explorers. The VIPS has been initiated and is recruiting members.
- Fill remaining vacancies in both dispatch and patrol. Dispatch vacancies have been filled and three officers have been added to patrol.
- Pursue newly available COPS (Community Oriented Policing Services) hiring recovery program funds from the American Recovery and Reinvestment Act of 2009 in FY 09-10. The City has not secured additional COPS grants but has received \$100,000 in Supplemental Law Enforcement Service Funds (SLESF).

Evaluations are completed annually for all department personnel. The workload of personnel as well as the entire Department is tracked through the Department's automated computer system, which records calls for service by location and time and monitors self-initiated activity that results in citations, arrests or warnings. The Department reported that it recognizes the need to routinely evaluate overall department performance and is currently working on a new annual report format to evaluate operational practices and techniques and document performance in terms of effectiveness and efficiency. It is anticipated that the inaugural annual report will be released by the end of 2011. The Department presently uses the two year annual budget cycle and format to develop programs with measurable results to focus on reduction of specific crime and accident patterns. Martinez PD conducts some benchmarking of service indicators with other similar law enforcement providers; most recently, the Department completed a comparison survey of staffing levels of the law enforcement providers throughout the County.

The newly appointed Chief reported that he has begun to review and evaluate the efficiency of the Department, and anticipates making recommendations on ways to streamline the workload and eliminate duplication of efforts.

Planning documents that guide Martinez PD's services are the City's 1973 General Plan, which is in the process of being updated, a departmental mission and vision statement, and the biennial budget which identifies objectives for the next two years.

General Plan Service Standards for police are as follows:

- The City should maintain "Capital facilities sufficient to maintain a maximum five minute response time for Priority 1 calls, and a maximum of 30 minutes on all calls."

The Department currently exceeds the Priority 1 response time standard, with a Priority 1 response time of seven minutes and 30 seconds. This response time is expected to decrease with the new NPA program. The Department meets the 30-minute standard for all calls.

Financial planning documents include the biennial budget and a capital improvement plan. The City's capital improvement program is a two-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The plan is updated by staff and approved by the City Council prior to the adoption of the biennial budget. There are no plans for capital improvement related to law enforcement through the end of FY 10-11 included in the present CIP.

Population and Growth Projections

According to the 2010 Census, the population of the City is 35,824. Over the last 10 years, the population of Martinez has had negative growth of 0.1 percent.

The City attributes the constrained development and declining population to the relocation of county facilities adjacent to, but outside the city limits. There is substantial territory in the City's SOI with development potential. The City has developed several specific plans to guide development in the future, including the Alhambra Highlands Residential Project (112 single-family residential units on 40-acres, with 214 acres of open space).

Based on ABAG projections, the City is anticipated to grow by 12 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 41,400 in 2035.

In order to adequately anticipate and address any growth in demand as a result of development, the Department uses the automated records management system to capture existing demand and project the impact of future growth via indicators of demand, such as calls for service and traffic generation.

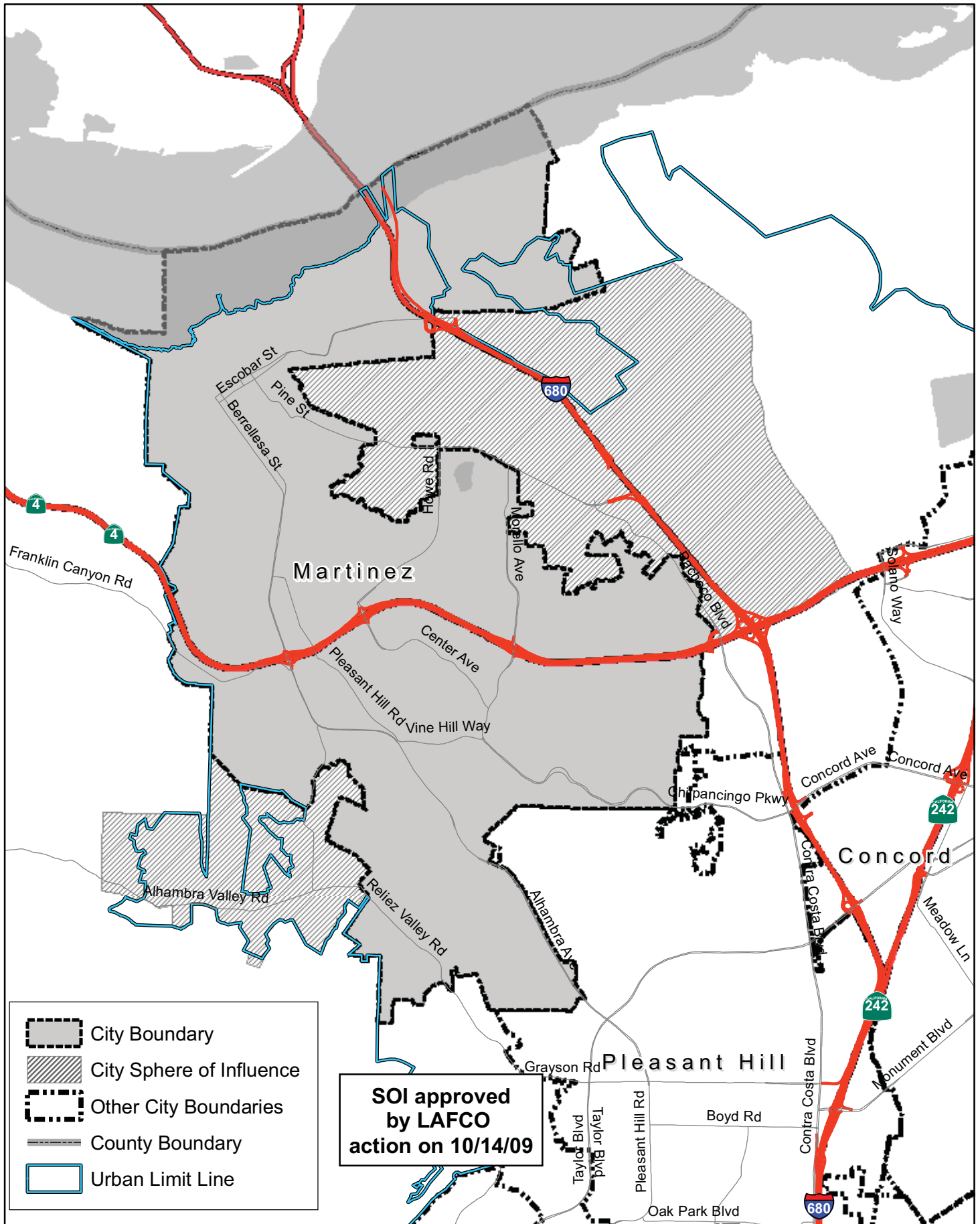
The Department participates in reviewing development proposals and analyzes projected impacts of each proposal on police services in the City. Most recently, the City reviewed two annexation proposals located on the east and west sides of the City, which were subsequently approved and submitted to LAFCO. The City's Public Safety Subcommittee reviewed the estimated calls for services and workload issues involved in the annexations and recommended the addition of a half-time officer position as a result of anticipated increase in demand. The Chief reported that the PD was kept informed during the development evaluation process.

There is a significant area within the City SOI available for future development. This area is on the west and east sides of Interstate 680 and north of Highway 4. (Refer to Map 12-1.) Annexations within this area have been proposed, including the North Pacheco Annexation which is currently under review.

The other unincorporated area within the SIO is in the southwest quadrant and includes the aforementioned Alhambra Highlands Residential Project.

There are no unincorporated islands within the City limits, per se, although there are 'pockets' of unincorporated development interspersed with City territory. Both the Martinez PD and the County Sheriff's Office indicated that these areas are not difficult to serve as each agency is knowledgeable of its respective service areas.

City of Martinez Boundary and Sphere of Influence

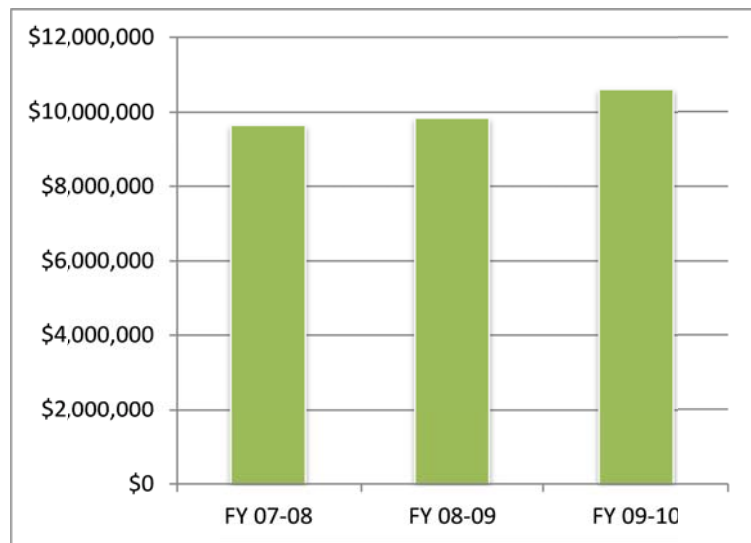


Financing

Many cities are facing fiscal challenges as a result of the recent recession, and Martinez is no exception. Martinez PD has made efforts at cost savings to accommodate declining city revenues. For example, vehicle replacement costs were reduced by \$85,205 in 2009-10, and \$108,984 in 2010-11, by postponing purchase of a new police vehicle for one year and adjusting vehicle replacement costs for inflation from 4.5 percent to two percent to reflect the depressed auto market. The Department reported that salary and benefit costs are presently being closely scrutinized during this round of budget preparation. However, while the Martinez PD is making efforts to minimize expenditures, it is one of the few city police departments that has been able to maintain staffing levels over the last few years and is nearing a full staffing level with few unfunded or unfilled positions.

The Department’s services are financed primarily through the General Fund (99 percent) and augmented by two special revenue funds. The Public Safety Grants Fund is for State and Federal grants received by the Police Department for improvements in public safety technology and other special projects. In FY 09-10, the City received \$100,000 in Supplemental Law Enforcement Service Funds (SLESF), which provides supplemental funding to local jurisdictions for front-line municipal services. In total, the Public Safety Grants Fund contributed \$110,286 to police department expenditures in FY 09-10. The Police Facilities Fund is used to track use of public safety development impact fees. No funds were used from the Police Facilities Fund in FY 09-10. Revenues related to law enforcement activities include police charges for services (\$376,514 in FY 09-10) and fines and forfeitures (\$16,298 in FY 09-10). These revenues are considered General Fund monies.

Figure 12-1: Martinez PD Expenditures (FYs 08, 09, & 10)



Unlike some city police departments, Martinez PD expenditures have increased over the last three fiscal years, as shown in Figure 12-1. Total police department expenditures in FY 09-10 were \$10.6 million. A breakdown of actual police department expenditures by type was not available in the City’s audited financial statement for FY 09-10. Based on the FY 09-10 budget, expenses were estimated to consist of administration (13 percent), investigative services (13 percent), support services (15 percent), traffic enforcement (six percent), field services (52 percent) and emergency services (less than one percent).

The City does not have long-term debt related to law enforcement services.

Martinez takes part in the Municipal Pooling Authority joint powers authority for risk management coverage. The Authority was formed to allow member agencies to pool together to provide cost effectiveness risk management services and programs to member agencies.

Law Enforcement

Nature and Extent

The Martinez Police Department is responsible for providing law enforcement services in the City, including patrol, dispatch, crime prevention, parking and traffic control, community policing, community awareness, and investigations. The Department has a Special Weapons and Tactics (SWAT) Team, a K-9 unit, a temporary holding facility, and conducts training. Martinez PD is also involved in the East Bay Regional Communication System, the Contra Costa Mobile Field Force, the regional crime lab, and the Sheriff's Automated Regional Information Exchange System database.

The Department relies on the Sheriff's Office for search and rescue services and long-term holding facilities, County Animal Control for animal services, and the City of Walnut Creek for bomb squad services.

The Sheriff's Department also provides safety services within the City by responding to a City of Martinez "critical incident" in which a request has been made for "mutual aid."

Martinez PD does not provide contract services to other agencies. Due to its role as the county seat, Martinez has a number of Contra Costa County Sheriff's Office (SO) facilities and operations including the Administrative Office, the Martinez Detention Facility, the Custody Service Bureau, the Court Security Division, and the Records and Identification Unit.

Patrol

Martinez PD patrols 12.3 square miles which are divided into four beats. The City is divided into two patrol sectors, (north and south) with two beats in each sector. The Department utilizes solo officer units on patrol and uses reserves and overtime pay to maintain critical staffing as required based upon calls for services data captured by its automated CAD and records management system. The recently initiated Neighborhood Policing Areas (NPA's) insures that a patrol officer is designated for each of the 24 NPA's. Four Sergeants are assigned to oversee six NPA's each.

Staffing

Because of budget constraints and the recent reorganization, the PD was required to 'give back' some of the positions that were gained in FY 09-10. (Refer to figure 12-2.) The PD anticipates 'freezing' up to four positions for FY 11-12 in order to further reduce expenditures.

Staffing levels are developed during the City's biennial budget process. Martinez PD presently employs 1.1 sworn officers per capita, and has been able to maintain its sworn ranks.

Figure 12-2: Martinez PD Staffing Levels

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Commander	2	2	0
Captain	0	0	1
Lieutenant	0	0	2
Sergeant	5	6	5
Corporal	4	2	4
Detective	5	5	4
Police Officer	18	20	18
K-9 Officer	2	3	2
Records Supervisor	1	1	1
Records Clerk	2	2	1
Dispatch Supervisor	1	1	1
Dispatcher	4	5	6
Office Support Staff	2	2	2
TOTAL	47	50	48

Location

Martinez PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the Contra Costa Mutual Aid Mobile Field Force which provides police services of all types for calls to other counties on request; and 2) the California Law Enforcement Mutual Aid Plan. The Department does not have any automatic aid agreements with other providers.

The Department did not identify any areas within the City’s boundaries that are particularly challenging to serve.

Infrastructure

Martinez PD operates out of one wing of Martinez City Hall at 525 Henrietta Street. The building was constructed in 1916, and remodeled and retrofitted after the 1989 earthquake. City Hall and the PD are considered to be in good condition. Recent improvements to the facility include the addition of a security fence to the parking lot for police vehicles in FY 09-10. No further infrastructure needs or deficiencies were identified.

There are no plans for significant capital improvements to the police headquarter before the end of FY 2011, based on the City’s budget. There are also no plans for additional facilities.

The Department did not report any needs related to vehicles or equipment. The Department postponed purchase of a new police vehicle for one year in order to reduce capital costs.

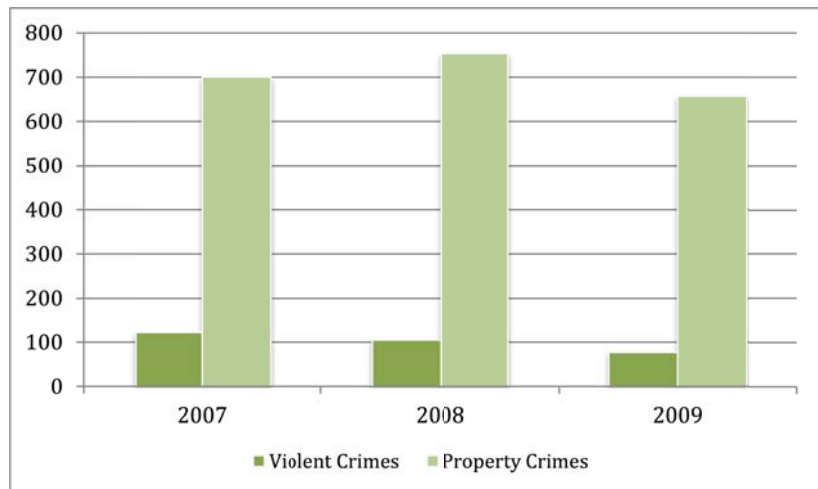
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 12-4: Martinez Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 12-3: Violent and Property Crimes (2007-2009)

During the last three years, the annual number of crimes and the number of crimes per capita have had an overall downward trend. As shown in Figure 12-3, the number of violent crimes has declined steadily each year. While property crimes peaked in 2008, there was a significant decrease in 2009 to a level lower than in 2007. The number of violent and property crimes have declined by 37 percent and six percent respectively. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 23 reported crimes per 1,000



residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 28,200 service calls per year in 2007, 2008 and 2009, which is 787 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The City reported that it has particularly high demand during weekdays when there is an influx of approximately 20,000 additional people into Martinez. Other special events that increase service demand include Fourth of July, the Peddlers Fair and the King of the County BBQ—each of which draw an additional 3,000 to 5,000 people into the City.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Martinez PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.²⁰ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Martinez PD on average responds to Priority 1 incidents within seven minutes and 30 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 12-4, Martinez PD had a DOJ clearance rate of 23 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of four percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Martinez PD solves a lower portion of both violent and property crimes within its jurisdiction than the average of other providers in the County.²¹

²⁰ Walker and Katz, 2002.

²¹ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Martinez PD is below the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 1.03.

Figure 12-4: Martinez Law Enforcement Overview

Martinez Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Martinez	Population (2009)	35,828
Number of Beats	4	Population (2010)	35,824
Dispatch	Martinez	Total Service Calls (2009)	28,200
Search and Rescue	Sheriff	Calls per 1,000 population	787
Investigations	Martinez	Crime Activity	
Traffic Enforcement	Martinez	Arrests (2009)	1,635
SWAT	Martinez	Violent Crimes (2009)	77
Temporary Holding	Martinez	Property Crimes (2009)	657
Long-term Holding	Sheriff	Traffic Accidents	297
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	836
Canine (K-9) Services	Martinez	Property Crime Rate per 100,000 ¹	5,805
Staff Training	Martinez		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	7:30	Total Staff (2010)	48
Response Time Base Year	2010	Sworn Staff	37
Clearance Rate of Violent Crimes ²	23%	Support Staff	11
Clearance Rate of Property Crimes ²	4%	Volunteers	12
Per Capita Cost (General Fund)	\$ 283	Sworn Staff per 1,000 population	1.03
Service Challenges			
To develop better rapport with the community and reduce the response time for Priority 1 calls through implementation of the NPA's.			
Facilities			
Station	Location	Condition	Built
Police Headquarters	525 Henrietta Street, Martinez	Good	1916 (1990)
Current Facility-Sharing and Regional Collaboration			
Martinez PD is a member of the East Bay Regional Communication System which is intended to promote interoperability. The PD shares City Hall with other administrative departments.			
Opportunities for Facility-Sharing and Regional Collaboration			
The Department researched the viability of regional consolidation of dispatching services and records management, in order to potentially capitalize on economies of scale that might reduce the cost of operation.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

13. Town of Moraga

The Town of Moraga provides a range of municipal services, including law enforcement services within the town limits. This chapter focuses solely on the Town's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the Town and related determinations refer to this MSR.

Basic information on the Moraga Police Department is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission on September 9, 2009. (www.contracostalafco.org)

Agency Overview

Background

The Town of Moraga is a general law city, which was incorporated in 1974. Its boundary area is approximately 9.5 square miles. The Town's SOI encompasses one adjacent area in the southeast. (Refer to Map 13-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The Town operates under a Town Council-Town Manager form of government. The Chief of Police is Robert Priebe, who serves as the department head for the Police Department (PD), and reports to the Town Manager. The Town does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at educational programs, community policing, enforcement programs, and traffic calming programs. The Town publishes a quarterly newsletter ("Moraga Town Crier") with articles from the PD, and the Chief contributes to a bi-weekly newsletter ("About Town"). The PD maintains a website separate from the Town website, where regular crime alerts are posted, crime statistics and program information are made available, and crime reports and complaints can be submitted. Programs that the PD uses to interact with and educate constituents include: the Healthy Choices program to promote alcohol and drug awareness to students and parents; the cadet program to allow youth to explore the field of law enforcement; the Neighborhood Watch program; and the Lamorinda Alcohol Coalition. The PD has plans to expand its cadet program in the near future. The Department reported that traffic safety is a top priority for the PD, and in the last few years it has made use of "speeding letters" as a way to remind people to slow down. If a driver is clocked at a speed above the limit, the license plate is recorded and the driver is sent a reminder to stay within the legal limits. The PD reported that this educational effort has been successful at generally reducing speeding throughout the Town; but loss of staff (Community Services Officer) has suspended the program.

If a constituent has a complaint regarding the Department or its employees, complaint forms are available online. Complaints may also be submitted via phone or in person. All complaints are filed directly with the Chief. The Chief acts as the ombudsman by reviewing all complaints and taking action if required. For the Moraga PD, in 2007 there was one complaint which was exonerated; in 2008 there was one complaint which was not sustained; and in 2009 there was one complaint which was not sustained.

Moraga PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

The Moraga Police Department has 12.5 authorized FTEs in FY 10-11, or 11 sworn officers and 1.5 full-time equivalent (FTE) support staff. The PD is supplemented by four reserve officers, three cadets, and one volunteer Community Services Officer. The sworn personnel are the Chief of Police, one Lieutenant, one Sergeant, and eight Patrol Officers. Reserve Officers and Cadets volunteer their time to the department. The Assistant to the Chief manages the front desk and administrative duties, and a part time records clerk enters information into department computers.

The Department operations include three divisions: Administration, Operations, and Support Services. Administration includes the Chief of Police and lieutenant, who oversee and manage the Department. The Operations division consists of field services and patrol. Support Services include clerical and other duties, including maintaining the property room, parking enforcement, and maintenance of vehicles and equipment.

The Chief holds regular meetings with his command staff internally, and acts as a representative to the Town Manager and Town Council.

Goals are identified yearly during the annual budget process based on anticipated staffing and resource levels. Goals adopted by the Department in the FY 10-11 budget include:

- Attain and retain full staffing of sworn personnel;
- Re-establish the detective position;
- Expand volunteer programs;
- Relocate all property and evidence from the Hacienda;
- Update EOC assignments, train new staff in their roles and responsibilities, and conduct a simulated disaster exercise;
- Improve internal work flow efficiency, by creating an office for administrative assistant;
- Install and integrate new interoperability radio system;
- Continue review of archived records and purge according to the records retention schedule; and
- Review current hiring and retention practices to develop a five-year plan to ensure continued service and leadership.

The Department lost one officer so was unable to meet the first goal. It will also be a few months before the Detective position can be filled. The Department was able to expand its volunteer program, relocated all property and evidence, and improve internal work flow. The new interoperable radios were purchased and installed. The EOC assignments were up dated and new staff were trained, but the simulated disaster exercise did not occur. Moraga PD also continued to purge records, and reviewed hiring and retention practices.

Sworn officers are evaluated annually. New staff are evaluated after 18 months of a probation period. The Department puts together an annual crime and services report, as well as a crime report to the State, which tracks the workload of the Department as a whole. The Department's performance is evaluated yearly in its annual report and annually during the budget process. The Department's annual crime report includes minimal benchmarking of staffing levels with other law enforcement providers in the County.

In order to improve efficiencies, the Department is making efforts to maximize workload and minimize overtime. The Department recently adopted new work schedules—3 shifts of 12 hours and 4 shifts of 12 hours—to help reduce overtime costs. The Department reported that this has resulted in improvements in service and lowered costs through a reduction in overtime. The Department reported a need to enhance staffing levels in order to further improve efficiency; specifically, there is a need for a new detective position.

Planning documents that guide Moraga PD's services are the Town's 2002 General Plan, the Town's annual budget and the Department's mission statement.

General Plan Service Standards for police are as follows:

- Maintain a three-minute response time for all life threatening calls and those involving criminal misconduct. Maintain a seven-minute response time for the majority of non-emergency calls.
- Provide police services to maintain the peace, respond to localized emergencies and calls for service, and undertake crime prevention within the Town.
- Encourage the placement of residential and business addresses so that they can be easily seen from the street.
- Develop guidelines for the design and siting of buildings to reduce the opportunity for crime, and apply such considerations in the review of development proposals. Provide related information to the public to educate them on the benefits of appropriate home designs and other preventive steps to reduce crime in their neighborhood.
- Participate, to the extent feasible, in programs relating to multi-jurisdictional disaster preparedness and cooperate with the County Office of Emergency Services and other appropriate agencies to revise and update the Town's Disaster Preparedness Plan.

Moraga PD currently meets the adopted response time standard for Priority 1 calls, with a two minute and five second average response time.

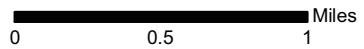
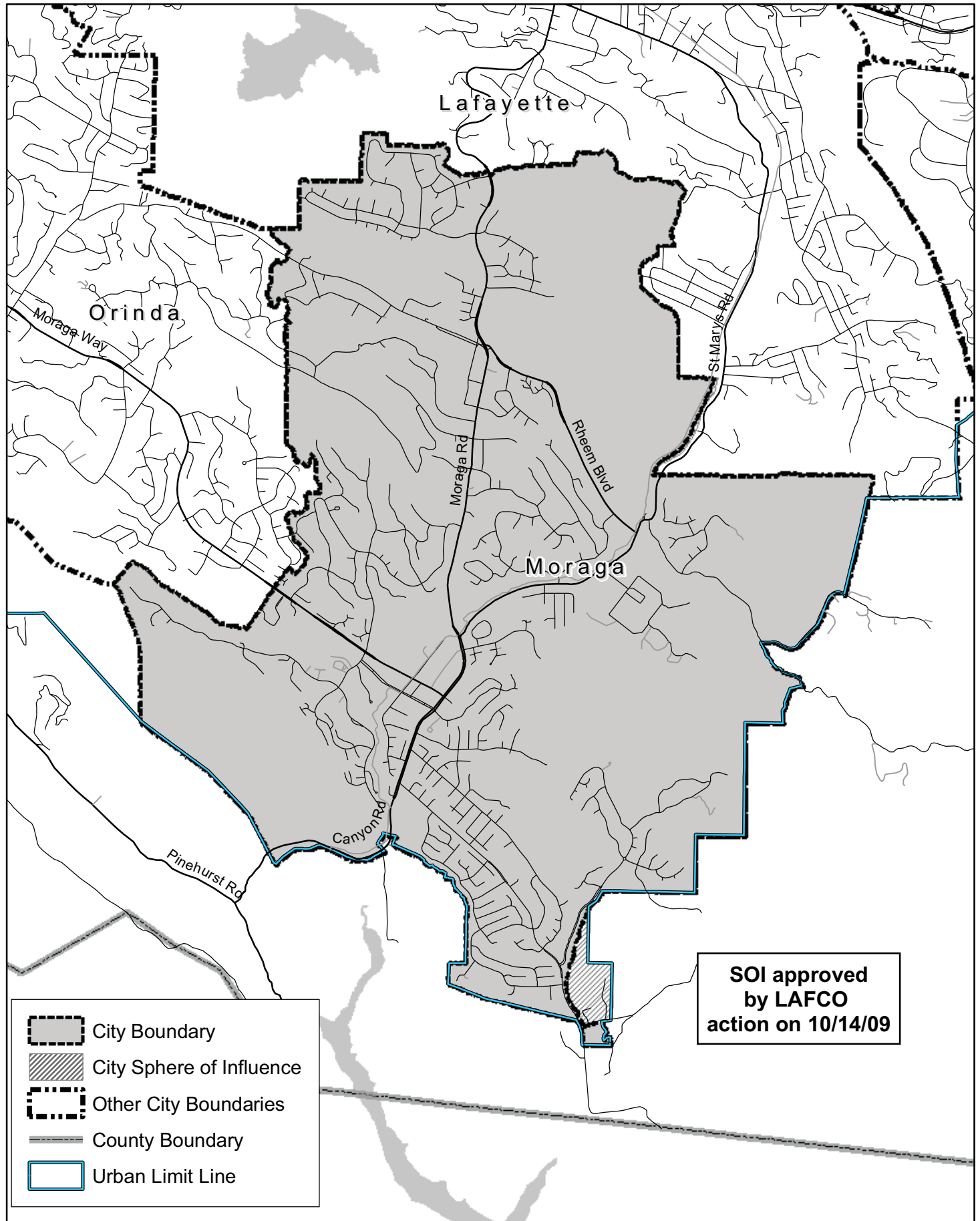
Financial planning documents include the annual budget. The Town does not maintain a separate capital improvement plan for police services, but instead plans for capital improvements in the annual budget.

Population and Growth Projections

According to the 2010 Census, the population of the Town is 16,016. Over the last 10 years, the population of Moraga has declined by approximately two percent.

The Town has maintained a low growth rate over the last four decades. According to the Town, annual growth rates of approximately 0.5 percent are expected to continue until Town build-out.

Town of Moraga Boundary and Sphere of Influence



There are approximately 863 acres of undeveloped land within the Town, which is not designated as open space and is available for development.²²

Based on ABAG projections, the Town is anticipated to grow by 14 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the Town's population will be 18,900 in 2035.

In order to address any increase in demand as a result of population growth, the PD would likely need additional sworn staff, considering that Moraga PD has one of the lowest levels of staffing in the County, as discussed further in the Service Adequacy section.

The Department is invited to comment on any proposed developments. Growth strategies related to law enforcement in the Town include performance standards adopted as part of the Town's General Plan as indicated above.

At the present time, there is one area outside of the town limits but inside its SOI that could potentially be annexed and served. (Refer to Map 13-1.) This is an area adjacent and east of Sanders Ranch Road and Camino Pablo and is currently vacant.

There are no unincorporated islands within the Town Limits.

Financing

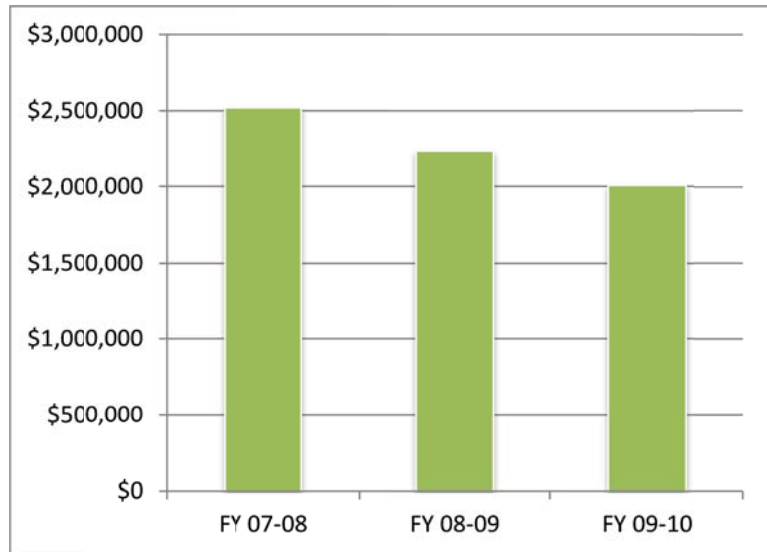
Similar to other municipalities, the Town of Moraga faces declining revenues and budget cutbacks. The Police Department has been forced to reduce staffing levels by eliminating one police officer and a half-time community services officer position in FY 10-11. Additionally, police vehicles have historically been purchased through the Town's Asset Replacement Fund; however, contributions to the Asset Replacement Fund have been deferred and the Town is depleting this fund without replenishing it, which could mean further cutbacks in new equipment and vehicles.

The Department's services are financed primarily through the General Fund (97 percent) and augmented by three special revenue funds. The Citizens Options for Public Safety (COPS) Fund receives financing from the State's COPS program to be used to support police activities, and may include funding for additional officers. Financing for the Traffic Safety Fund comes directly from traffic fines and forfeitures. It has historically been used only for capital purchases for the Police Department. Beginning in FY 08-09 these funds were used to support the activities in the General Fund that related to police equipment and operational costs, and are not accounted for separately in the Town's financial statements. The Asset Replacement Fund is used for equipment purchases in various departments for the Town. In FY 10-11, the COPS fund accounted for approximately \$135,000, and accrued monies from the Asset Replacement Fund accounted for approximately \$53,645 of PD expenditures for major equipment purchases (interoperable radios and two patrol vehicles). Other law enforcement revenues, which are considered General Fund monies, include charges for police services (\$62,879 in FY 09-10) and the Town's public safety sales tax (\$50,620 in FY 09-10).

²² Contra Costa LAFCO, *Central Contra Costa County Sub-regional MSR, 2009*.

Figure 13-1: Moraga PD Expenditures (FYs 08, 09, & 10)

PD expenditures over the last three fiscal years have declined by approximately 20 percent, as shown in Figure 13-1. A breakdown of actual police department expenditures by type was not available in the Town’s audited financial statement for FY 09-10. Based on the FY 09-10 budget, expenses were planned to consist of administration (31 percent), patrol services (60 percent), support services (seven percent), and depreciation (two percent).



The Town does not have long term debt related specifically to law enforcement services.

Moraga takes part in the Municipal Pooling Authority joint powers authority, formerly Contra Coast Municipal Risk Management Insurance Authority (CCMRMIA), for risk management coverage.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the Town, including crime prevention, parking and traffic control, community awareness, investigations, hazard mitigation, and emergency preparedness training. Moraga PD is also involved in the East Bay Regional Communication System and the Contra Costa Mobile Field Force.

The Department relies on the Sheriff’s Office for SWAT, search and rescue services, and long-term holding facilities; County Animal Control for animal services; and the City of Walnut Creek for bomb squad services. Additionally, the Town contracts with the Sheriff’s Office for dispatch and lab services.

The Sheriff’s Department also provides safety services within the Town by responding to a Town of Moraga “critical incident” in which a request has been made for “mutual aid.”

The Town participates in a joint powers agreement with the East Bay Regional Parks District Police Department to provide primary response and investigation for misdemeanor crimes committed on East Bay Regional Parks District parks within the Town. The Town of Moraga also provides back-up to the East Bay Regional Parks District police for more serious crimes committed on park property, such as shootings and other felonies. Moraga PD provides law enforcement services to St. Mary’s College which is within the Town Limits, including criminal investigations/reports.

Patrol

Moraga PD patrols 9.5 square miles, which are divided into two beats. There are two officers on duty at all times. Officers work three 12-hour shifts one week followed by four 12-hour shifts the following week (total of 84-hours per two-week period).

Staffing

Figure 13-2: Moraga PD Staffing Levels

Over the last three FYs (09, 10, 11), two sworn officer positions and one community service officer position have been eliminated. Consequently, the PD has been forced to rely more on police cadets for non-sworn and administrative duties. (Refer to Figure 13-2.)

Currently, the Department determines staffing levels based on available financing during the annual budget process. There is an emphasis on traffic safety in the Town; consequently, Moraga PD maintains sufficient staffing to have two officers on duty at all times.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Lieutenant	0	0	1
Sergeant	0	0	1
Detective	1	1	0
Police Officer	11	10	8
Community Service Officer	1	0.5	0
Office Support Staff	1.5	1.5	1.5
TOTAL	15.5	14	12.5

Location

Moraga PD provides services throughout the Town's territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the Contra Costa Mutual Aid Mobile Field Force which provides police services of all types for calls to other counties on request; 2) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed; and 3) the IMPACT Team, which provides response to serious traffic collisions throughout the County. The Department does not have any automatic aid agreements with other providers.

The Department reported that the open space areas that are adjacent to the Town pose a challenge to providing quick response and law enforcement services. East Bay Regional Park rangers assist Moraga PD in these areas.

Infrastructure

Moraga PD operates out of a police headquarters at 329 Rheem Blvd. The police headquarters is located in one wing of the Rheem Administration Building which was extensively remodeled in 2005, and is considered to be in very good condition. The Department reported that there is more than adequate space at the facility to provide room to expand. The PD shares the building with the Planning Department, Town Clerk and Town Manager.

The town plans to remodel the Rheem building to make it usable for multiple City departments and a Council Chamber, and eventually move all town departments except Parks and Recreation there, turning the building into Moraga's town hall and leaving the Hacienda (where the remaining Town staff is presently located) as a community center. The project is currently in the design phase with construction scheduled for the Spring of 2012. The remodel will not affect the PD wing of the building.

The Department did not report any needs related to vehicles or equipment. The Department replaced two patrol vehicles in FY 10-11. While vehicles and equipment are not kept within a secure area, the parking lot has video cameras for surveillance.

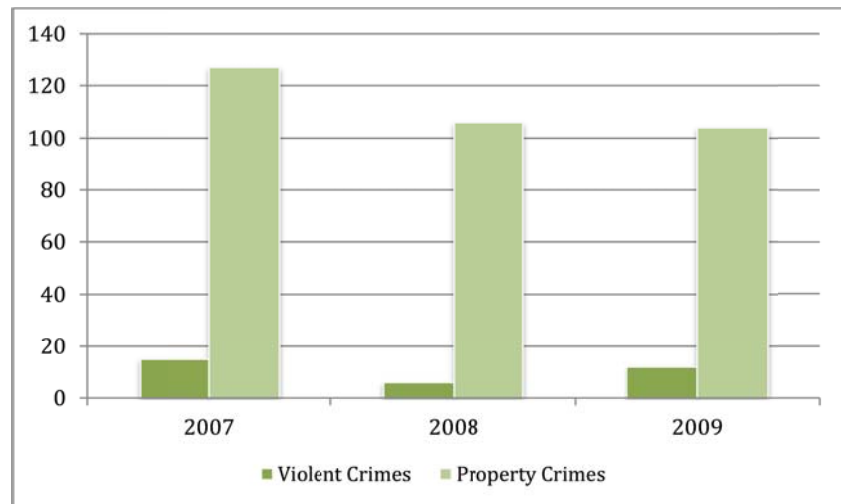
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 13-4: Moraga Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 13-3: Violent and Property Crimes (2007-2009)

During the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 13-3, while the number of violent crimes has fluctuated over that time, property crimes have declined by 18 percent over the three year period. Based on the number of property and violent crimes between 2007 and 2009, the Town had approximately eight reported crimes per 1,000 residents,



while providers countywide averaged 21 crimes per 1,000 residents. The Town averaged 3,100 service calls per year in 2007, 2008 and 2009, which is 193 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

Moraga PD reported that it has particularly high demand during the Fourth of July fireworks and St. Mary's College athletic events and graduations.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Moraga PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are "cold" crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen

and officer satisfaction.²³ Response times are dependent on the agency's staffing level and size of the jurisdiction served. Moraga PD on average responds to Priority 1 incidents within two minutes and five seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 13-4, Moraga PD had a DOJ clearance rate of 40 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of six percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Moraga PD solves slightly more violent crimes and less property crimes within its jurisdiction than the average of other providers in the County.²⁴

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents Lafayette, to 1.97 in Kensington PP&CSD. Moraga PD has one of the lowest sworn staff ratios among the providers in the County at 0.69 sworn officers per 1,000 residents.

²³ Walker and Katz, 2002.

²⁴ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff's Office, cleared crimes are reported by the Sheriff's Office, not the City. Clearance rates as reported by the agency may differ depending on the agency's definition of a cleared crime. An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 13-4: Moraga Law Enforcement Overview

Moraga Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Moraga	Population (2009)	16,043
Number of Beats	2	Population (2010)	16,016
Dispatch	Sheriff	Total Service Calls (2009)	3,100
Search and Rescue	Sheriff	Calls per 1,000 population	193
Investigations	Moraga	Crime Activity	
Traffic Enforcement	Moraga	Arrests (2009)	101
SWAT	Sheriff	Violent Crimes (2009)	12
Temporary Holding	Moraga	Property Crimes (2009)	104
Long-term Holding	Sheriff	Traffic Accidents	66
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	204
Canine (K-9) Services	None	Property Crime Rate per 100,000 ¹	2,080
Staff Training	Moraga		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	2:05	Total Staff (2010)	12.5
Response Time Base Year	2010	Sworn Staff	11
Clearance Rate of Violent Crimes ²	40%	Support Staff	1.5
Clearance Rate of Property Crimes ²	6%	Volunteers	4
Per Capita Cost (General Fund)	\$ 125	Sworn Staff per 1,000 population	0.69
Service Challenges			
Challenges identified by the Department include increasing costs for animal control services and the Town's economical but not competitive PERS retirement package. The Department reported that it has lost officers to other agencies as a result of the Town's pension plan.			
Facilities			
Station	Location	Condition	Built
Police Headquarters	329 Rheem Blvd	Very Good	2005
Current Facility-Sharing and Regional Collaboration			
Moraga PD is a member of the East Bay Regional Communication System which is intended to promote interoperability. The PD shares an office building with other town functions.			
Opportunities for Facility-Sharing and Regional Collaboration			
No further opportunities for facility sharing were identified.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

14. City of Oakley

The City of Oakley provides a range of municipal services, including law enforcement services through a staffing contract with the County Sheriff's Office (SO). This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the eastern portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on Oakley law enforcement services is contained in the East Contra Costa County Sub-regional MSR adopted by the Commission on December 12, 2008. (www.contracostalafco.org)

Agency Overview

Background

The City of Oakley is a general law city, which was incorporated in 1999. Its boundary area is approximately 16.1 square miles. The City's SOI extends beyond the City's boundaries in two areas in the northeast quadrant. (Refer to Map 14-1)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Bani Kollo, who is a contract employee through a contract with the County Sheriff's Office (SO), and who was appointed in September of 2010. The Chief, as the department head for the Police Department (PD), reports to the City Manager during weekly meetings. The City does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. The Chief is responsible for police media releases. The Chief, who was appointed in September 2010, is currently engaged in reviewing policies and procedures that relate to community outreach, and is meeting personally with various public groups. The City distributes a quarterly newsletter entitled "The Oak Leaf" to residents, and also maintains a website to keep the community informed regarding programs and activities. Two officers have been assigned the task of enhancing quality of life and community concerns. Community law enforcement activities include a Traffic Safety Program, a School Resource Officer Program, a Problem Oriented Policing component, a Neighborhood Watch Program, and vacation watch.

The Department uses a formal complaint procedure developed by the Sheriff's Office, and may receive complaints from the city website, e-mail, phone, or directly at the front desk of the Department. The Department does not have an ombudsman as the Chief is responsible for disposition of all complaints via the chain of command. For the Oakley PD, in 2007 there were two complaints in which one was unfounded and one was exonerated; for 2008 there were three

complaints, two were unfounded and the other was exonerated; and in 2009 there were two complaints in which one was not sustained and the other was frivolous.

Oakley PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

The City of Oakley operates under a contract with the Sheriff's Office for law enforcement services. The contract is reviewed annually by the City Manager and the SO. The Police Chief is a Sheriff's Lieutenant approved by the City Manager and City Council to perform the duties of Police Chief in the City. All sworn members of the Department are deputy sheriffs of appropriate rank assigned full-time to the City to perform police services. The Department uses procedures and policies approved by the Sheriff. Non-sworn personnel, including the assistant to the Chief, administrative assistants, and police services assistants, are employees of the City.

Per the City's FY 10-11 budget, the Police Department has 31.75 authorized full time equivalent (FTE) positions, 28.0 of which are sworn personnel and 3.75 are support staff. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time employees, or vacant or frozen positions. The Department is supplemented by five active reserve police officers, and two volunteers. Currently, staffing levels are determined by the City Council after reviewing recommendations received from the Chief and City Manager. The SO submits a formal contract for the cost of police services based upon the number of personnel approved by the Council.

Currently, the Department does not have an organizational chart that depicts management reporting practices or span of control. The Chief reported that he is seeking to adjust the span of control in his agency by adjusting responsibilities.

Goals and objectives for the Police Department are established by the City Manager and Chief. The Chief holds quarterly staff meetings with department supervisors to gather pertinent information used in making decisions. He also maintains close communications with the City Manager and interfaces with his superiors and administrators from the Sheriff's Department routinely.

Oakley PD follows the three times per year employee evaluation procedures developed by the Sheriff's Office. Staff workload is not tracked by the Department. Workload of the Department as a whole is tracked in an annual crime and services report and a crime report to the State compiled by Department staff. The Department's performance is evaluated yearly in its annual report and annually during the budget process. The Chief holds meetings with his supervisors quarterly concerning department operations, reviews his city budget monthly and contract payments monthly. Additionally, the degree to which established goals and objectives have been achieved is reviewed annually during a meeting with the City Manager.

Planning documents that guide Oakley PD's services are the City's 2020 General Plan (which was adopted in 2002), the City's Emergency Operations Plan, and a departmental mission statement. While the General Plan has seven adopted policies regarding law enforcement, none are specific service standards such as response times or staffing levels. General Plan policies related to law enforcement are as follows:

- Police patrol beats shall be configured to assure minimum response times and efficient use of resources.
- Incorporate police protection standards and requirements into the land use planning process.

- Encourage public participation in crime prevention activities.
- The City shall strive to provide sufficient personnel and capital facilities to ensure adequate police protection and appropriate response times.
- Require that the Community Development Department refer, as appropriate, development proposals to the Police Department for review and comments.
- Support citizen participation within programs such as Neighborhood Watch and Community Oriented Policing and Problem Solving (COPPS).
- Set fees to ensure that each dwelling unit, business, and vacant parcel pays a fair share of the cost of police services

Financial planning documents include the annual budget and a capital improvement plan. The City's capital improvement program is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of city-owned assets. The CIP covers a period from FY 11 to FY 15. It includes a number of physical improvements to serve the existing City population and accommodate growth. The CIP includes plans for \$5 million in capital improvements for the police station in FY 15. The type of improvements to be made are not specified.

Population and Growth Projections

According to the 2010 Census, the population of Oakley is 35,432. Over the last 10 years, the population of Oakley has grown by 39 percent.

The City has sufficient land available for development. The recent recession has curtailed most residential development, and postponed planned development in the downtown area for approximately five years. The City reported that population growth was previously developer driven and based upon availability of reasonably priced land suitable for residential or commercial development. Development is presently at a standstill; however, future growth potential is available to the east and south, and as infill throughout the city.

Based on ABAG projections, the City is anticipated to grow by 26 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 44,450 in 2035.

To guide development, the City has completed specific plans for the East Cypress Corridor and the River Oaks Crossing areas located in the northeast corner of the City. The plans identify any infrastructure improvements that would be necessary to provide services in these areas.

The Chief reported that he is fully involved in evaluating new development and the impact it may have on law enforcement services. General Plan policies ensure that the Department is invited to evaluate and comment on any proposed developments. Growth strategies related to law enforcement in the City include policies adopted as part of the Growth Management section of the City's General Plan as indicated above.

There are no unincorporated islands within the city limits.

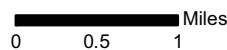
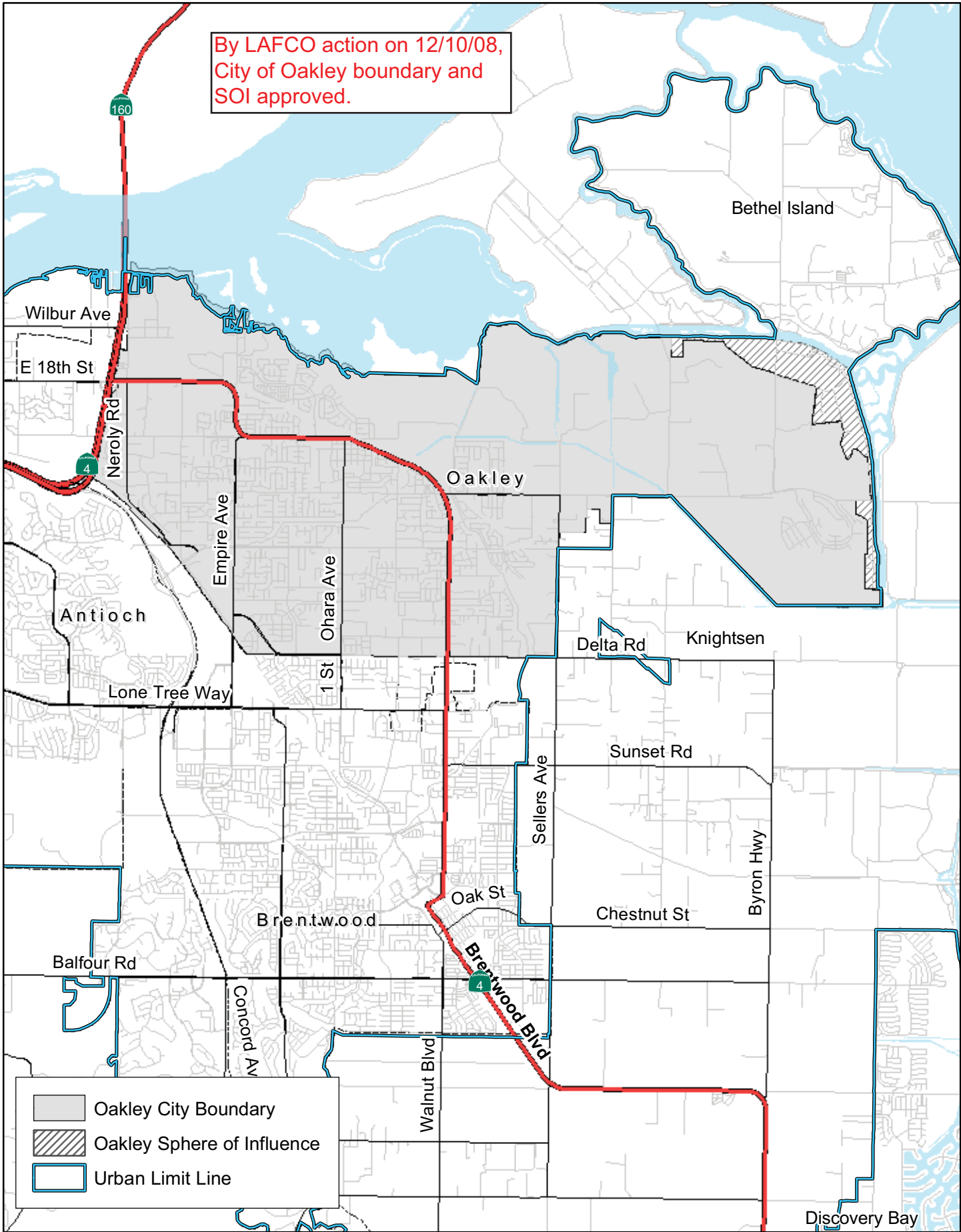
Included within the City Sphere of Influence (SOI) is an area along the south side of Dutch Slough and the west side of Sandmound Slough with existing residential, commercial and agricultural uses. (Refer to Map 14-1.) This area is part of the City's East Cypress Corridor Specific Plan, and included Areas I, II and III. Area III includes the Sandmound Area, which was withdrawn for annexation consideration by the City due to opposition by the residents. Area III is within the

Law Enforcement MSR

City's SOI and the City is the logical provider of services including law enforcement. Until and unless this area annexes to the City, it will present service challenges to Contra Costa County.

City of Oakley Boundary and Sphere of Influence

By LAFCO action on 12/10/08,
City of Oakley boundary and
SOI approved.



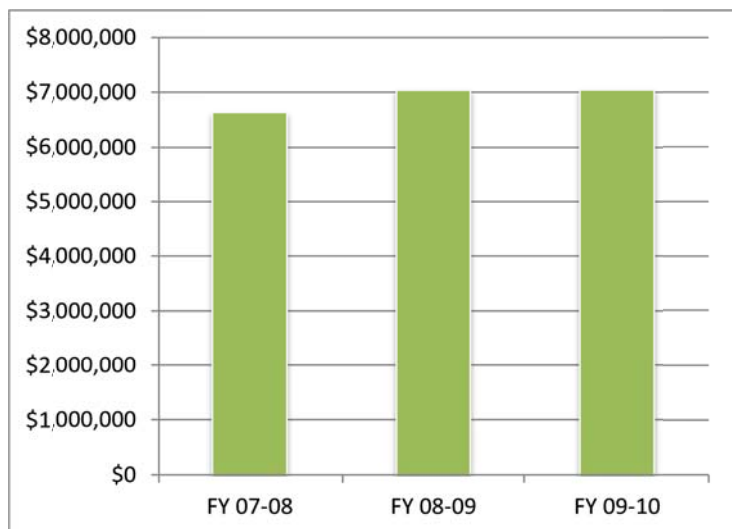
Financing

Oakley PD reported that the current financing level is adequate to maintain delivery of essential police services; however, due to the recession, the police services budget is very limited. To date, the Police Department has not suffered from personnel reductions. In order to stay within budget and minimize costs, overtime is carefully controlled by the Chief, and patrol vehicle maintenance is carefully supervised by the Assistant to the Chief to control purchasing and maintenance of all rolling stock. Police protection constituted 28 percent of the City’s governmental expenditures in FY 09-10 and 58 percent of the City’s General Fund.

The Department’s services are financed primarily through the General Fund (66 percent) and augmented by the P-6 Special Tax Fund, the Supplemental Law Enforcement Services Fund (SLESF), and Redevelopment funds, which all together accounted for 34 percent of total PD funds in FY 09-10. The P-6 Fund is where the City accounts for the City’s police services special tax, all of which is budgeted to augment general fund resources in funding the Police Department budget. The police services special tax is a voter approved special tax levied by the City and collected at the same time and in the same manner as property taxes, which is to be used exclusively for Public Safety. In FY 09-10, P-6 funds constituted \$2.18 million of law enforcement related revenues. The SLESF is where the City accounts for Supplemental Law Enforcement Grants from the State, such as the State COPS program funds. SLESF revenues contributed \$100,000 to law enforcement activities in FY 09-10. Revenues are also collected from charges for services (two percent), such as vehicle abatement, and are considered General Fund monies.

Figure 14-1: Oakley PD Expenditures (FYs 08, 09, & 10)

The City pays the Sheriff’s Office for contract services based on the number of staff provided. In FY 09-10, the City paid approximately \$5.9 million to the County for police department staffing and forensic and support services. Support costs, capital costs and administrative costs, such as non-sworn staff, vehicles and maintenance costs, are paid directly by the City, which constituted 14 percent of law enforcement expenditures in FY 09-10.



Expenditures over the last three fiscal years have been relatively stable, and in fact, actually increased in FY 08-09, as shown in Figure 14-1.

The City does not have any long-term debt related to law enforcement services.

The City is a member of the Municipal Pooling Authority of Northern California. The Authority provides coverage against various types of loss risks under the terms of a joint powers agreement with the City and several other cities and governmental agencies.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The City provides law enforcement functions with sworn personnel from the Sheriff's Office by contract. Oakley controls the specifics of delivery of law enforcement services in the City. Part of this local control provides for the selection of personnel, uniforms, and police car markings; consequently, the Police Department is an independent city police operation under city control. Specialized functions such as Special Weapons and Tactics (SWAT) Team and forensics are provided by the Sheriff's office as part of the contract services. Oakley PD is also involved in the East Bay Regional Communication System.

Similar to many other cities, the Department relies on the Sheriff's Office for Search and Rescue services, dispatch and long-term holding facilities, County Animal Control for animal services, and the City of Walnut Creek for bomb squad services.

The Sheriff's Department also provides safety services within the City by responding to a City of Oakley "critical incident" in which a request has been made for "mutual aid."

Oakley PD does not provide contract services to other agencies.

Patrol

Oakley PD patrols 16.1 square miles which are divided into three beats. Patrol shifts regularly consist of three officers with one supervisor, except for the weekday morning shift, which consists of two officers with one supervisor in the field.

Staffing

Figure 14-2: Oakley PD Staffing Levels

For FY 10-11 Oakley PD has been able to retain its specialty positions and currently has two Detectives, two Traffic Control Officers, two Problem Oriented Police (POP) Officers, one School Resource Officer, and one K-9 Officer. (Refer to Figure 14-2.) The Department also has 14 regular patrol officers.

According to the City's budget, there is a staffing goal of 1.1 sworn staff to 1,000 population served.

Oakley PD presently employs 0.79 sworn officers per capita, which is below the City's staffing goal.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Detective	2	2	2
Sergeants	0	0	5
Police Officer	24	24	16
K-9 Officer	1	1	1
Community Service Officer	2	1	0
Traffic Control Officer	2	2	2
Office Support Staff	2	2	4
School Resource Officer	1	1	1
TOTAL	35	34	32

Location

Through a contract with the Sheriff's Office, law enforcement services are provided throughout the City's territory. Additionally, contract SO personnel are available to respond outside Oakley's boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the

California Law Enforcement Mutual Aid Plan; and 2) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed. The Department does not have any automatic aid agreements with other providers.

The Department identified no areas within the City's boundaries that are particularly challenging to serve.

Oakley PD has placed a major emphasis on identifying drivers driving under the influence (DUI) and has increased its efforts to arrest drunk drivers. The Traffic Unit has increased its skills and abilities to include DUI enforcement. Over the past two years the PD has logged 16.9 DUI arrests per 1,000 population, a much higher rate than adjacent cities and the SO.

Infrastructure

Oakley PD operates out of a police headquarters at 3231 Main Street, adjacent to the City Hall. There are no substations or other policing centers. The police headquarters was built in 2008 and is considered to be in excellent condition. The police headquarters is new, and consequently, no infrastructure needs or deficiencies were identified.

There are no plans for significant capital improvements to the police headquarters until 2015, when the City plans to expend \$5 million for any necessary improvements to the facility. There are presently no plans for additional law enforcement facilities.

Oakley PD provides patrol and emergency response with 14 police sedans, one police SUV, two unmarked vehicles, two Harley Davidson motorcycles, one light-duty pickup truck, and one heavy-duty pickup truck. These vehicles and associated equipment are owned by the City. The Department did not report any needs related to vehicles or equipment. The police station has secure parking for police vehicles and specialty equipment.

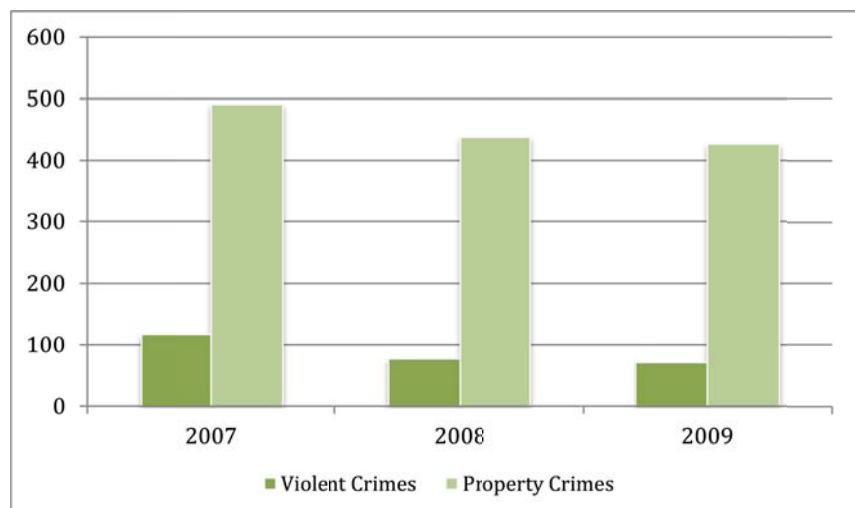
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 14-4: Oakley Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

An increase in population does not necessarily indicate an increase in level of demand, such as crimes and service calls. In fact, during the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 14-3, violent crimes and property crimes have

Figure 14-3: Violent and Property Crimes (2007-2009)



declined by 39 and 13 percent respectively. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 15 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 36,165 service calls per year in 2009 and 2010, which is 1,021 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

There were no special events or periods of particularly high demand reported by the Police Department.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Oakley PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.²⁵ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Oakley PD on average responds to Priority 1 incidents within three minutes and 47 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 14-4, Oakley PD had a DOJ clearance rate of 49 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of nine percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Oakley PD solves a significantly larger portion of violent crimes and fewer property crimes within its jurisdiction than the average of other providers in the County.²⁶

²⁵ Walker and Katz, 2002.

²⁶ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Law Enforcement MSR

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Oakley PD has a staffing level of 0.79 per 1,000 residents, below the countywide average of 1.18 sworn staff per 1,000 residents.

Figure 14-4: Oakley Law Enforcement Overview

Oakley Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Oakley	Population (2009)	34,468
Number of Beats	3	Population (2010)	35,432
Dispatch	Sheriff	Total Service Calls (2009)	36,856
Search and Rescue	Sheriff	Calls per 1,000 population	1,040
Investigations	Oakley	Crime Activity	
Traffic Enforcement	Oakley	Arrests (2009)	1,390
SWAT	Sheriff	Violent Crimes (2009)	71
Temporary Holding	Oakley	Property Crimes (2009)	427
Long-term Holding	Sheriff	Traffic Accidents	197
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	769
Canine (K-9) Services	Sheriff	Property Crime Rate per 100,000 ¹	3,934
Staff Training	Sheriff		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	3:47	Total Staff (2010)	32
Response Time Base Year	2010	Sworn Staff	28
Clearance Rate of Violent Crimes ²	49%	Support Staff	4
Clearance Rate of Property Crimes ²	9%	Volunteers	2
Per Capita Cost (General Fund)	\$ 207	Sworn Staff per 1,000 population	0.79
Service Challenges			
The City did not report any significant challenges to providing law enforcement services.			
Facilities			
Station	Location	Condition	Built
Headquarters	3231 Main Street Oakley, CA	Excellent	2008
Current Facility-Sharing and Regional Collaboration			
The Sheriff makes use of the City's police station. The Oakley PD does not share facilities with any other agencies.			
Opportunities for Facility-Sharing and Regional Collaboration			
No further opportunities for facility sharing were identified by the City.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

15. City of Orinda

The City of Orinda provides a range of municipal services, including law enforcement services through a staffing contract with the County Sheriff's Office (SO). This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Orinda Police Department is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission on September 9, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Orinda is a general law city, which was incorporated in 1985. Its boundary area is approximately 12.8 square miles. The City's SOI is coterminous with its boundary. (Refer to Map 15-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Jeffrey Jennings, who is a contract employee through a contract with the County Sheriff's Office (SO). The Chief serves as the department head for the Police Department (PD) and reports to the City Manager. The City has a law enforcement-related advisory committee called the Traffic Safety Advisory Committee (TSAC), which meets monthly. TSAC is composed of seven residents of the City appointed by the City Council. TSAC reviews traffic, pedestrian and traffic safety issues, and makes recommendations to the City Council.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. Crime prevention activities are focused on increased visibility in the community, educating the public on ways to reduce the potential for crime, and soliciting assistance from the community through programs such as Neighborhood Watch. Activities in the City include the Citizens Emergency Response Team and Neighborhood Watch. The Department sponsors a cadet program which teaches different aspects of law enforcement to youth possibly interested in a career in police work. Additionally, the Department makes direct contact with senior citizens, and uses social media including Facebook to reach constituents. The Department makes crime statistics and other information available on its website, and provides periodic reports to the City Council and TSAC. The PD has just introduced a 'Home Security Audit' program in which an Orinda Police Officer will visit a residence to recommend simple changes to increase a home's security.

The Department uses a formal complaint procedure developed by the SO, and may receive complaints from email, phone, or directly at the front desk of the Department. The Department

does not have an ombudsman as the Chief is responsible for disposition of all complaints via his chain of command. There were no formal complaints in 2008, none in 2009, and one in 2010 which was exonerated.

Orinda PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 10-11 budget, the Police Department has 16.25 authorized full time equivalent (FTE) positions, 14.0 of which are sworn personnel and 2.25 are support staff. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time employees, or vacant or frozen positions. Police services are provided through a contract with the Contra Costa County Sheriff's Office for sworn officer staffing. In addition to this staffing, the Department has 2.25 city employees, which provide clerical support and parking enforcement. Active reserve officer, cadet, and citizen volunteer programs assist the Department in its service to the community.

The Department is not broken down into divisions; however, the budget organizes expenditures by service type – administration, disaster preparedness, community oriented policing, patrol and K-9 unit, investigation, and animal control. The Department command staff consists of a Chief of Police who oversees one senior administrative assistant, one community services officer, two Sergeants, and eleven police officers. The Chief of Police reports to the City Manager, who in turn reports to the City Council.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager, the City Council, and TSAC. The Department provides periodic reports to the City Council and TSAC, as requested.

The guiding goals of the Orinda PD for FYs 09-10 and 10-11 are outlined as strategic priorities in the biennial budget. The goals identify six strategic priorities, each with performance measures to evaluate the Department's success in meeting the goals. The strategic priorities are: 1) implement traffic calming guidelines, 2) assist neighborhood action teams, 3) enhance disaster preparedness, 4) enhance community outreach, 5) reduce property crimes, and 6) provide healthy choices for teens. The Department also outlines additional goals for the next year in its annual report. Goals for 2010 included:

- Plan and complete a disaster preparedness table top exercise. Continue to schedule training for city staff. Continue to keep supplies up to date and to sufficient levels;
- Strong emphasis on releasing beneficial crime prevention information to residents and the business community via the print media - the 'Orinda Way' and the City of Orinda website. Continue to attend neighborhood watch meetings;
- With the continued support and cooperation of the community, reduce the number of property crimes with proactive patrol and investigative procedures;
- Update the Department website; and
- Continue to work closely with local schools and business community.

All of these additional goals have been put into practice, including the reduction in property crimes.

Sworn officers are evaluated every four months. The Department puts together an annual crime and services report, which tracks the workload of the Department as a whole. Performance of the Department is evaluated during the biennial budget process and at a mid-year review of the

current budget with city department heads. The Department does not conduct benchmarking or comparison of services with other law enforcement providers.

In FYs 09-10 and 10-11, the Department planned to improve efficiency by participating in the P-25 compliant interoperable communications system for Alameda and Contra Costa Counties, and by streamlining the Live Scan fingerprinting services offered to the community.

Planning documents that guide Orinda PD's services are the City's 1987-2007 General Plan, the Department's annual report, and a mission statement.

General Plan Service Standards for police are as follows:

- Capital facilities and personnel shall be sufficient to maintain an average two-beat minimum patrol configuration.

Orinda PD currently has sufficient staffing to meet the minimum beat patrol standard.

Financial planning documents include the biennial budget and a capital improvement plan. The City's capital improvement program is a multi-year planning program that outlines the City's infrastructure needs and provides the City with a financing strategy for these needs. The plan covers a five-year period and is updated by staff and approved by the City Council annually. Orinda has a CIP for the period FYs 09-10 – 13-14 consisting of 45 projects, of which one project pertains to final improvements to the new city hall where the police headquarters is located.

Population and Growth Projections

According to the 2010 Census, the population of the City is 17,643. Over the last 10 years, the population of Orinda has grown by 0.2 percent.

The City of Orinda is mature and nearing build out. The City identified approximately 645 vacant residentially zoned acres that were available for development, but most of this acreage consists of residential infill sites in areas with allowable densities ranging from between one and four dwelling units per acre. This vacant land area represents less than 11 percent of the City's total land area. The vast majority of this undeveloped acreage is located in hillside areas. Some development could occur on the Orinda School District-owned Pine Grove site and within the City's existing downtown district, including development containing a mixed-use component.

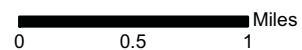
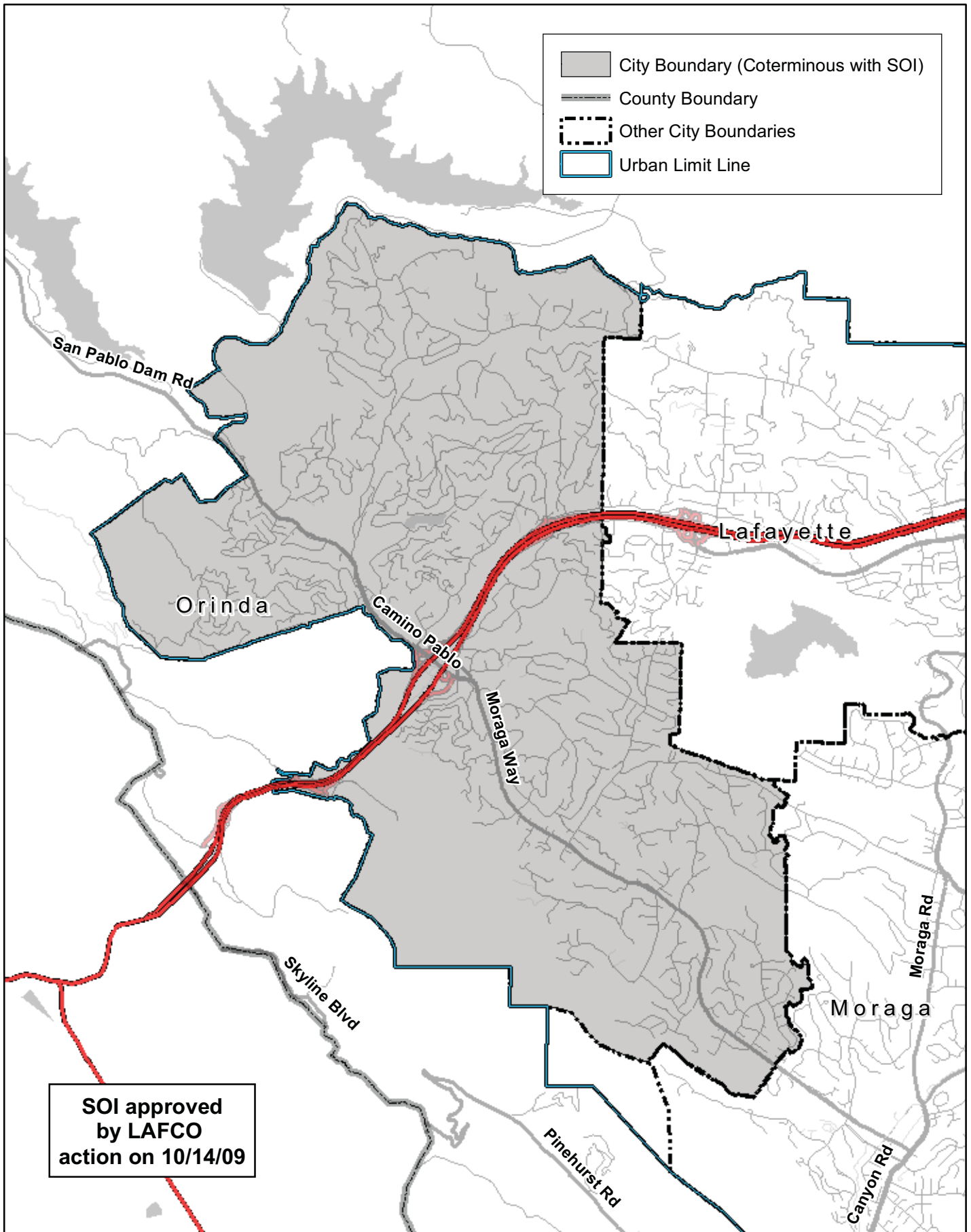
Based on ABAG projections, the City is anticipated to grow by 10 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 19,600 in 2035.

Orinda PD has not had to address substantial growth over the last 10 years. Any future development and growth, while minimal, could increase response times, especially given the hilly topography of the potential growth areas.

The PD is invited to evaluate and comment on any proposed developments. Growth strategies related to law enforcement in the City include performance standards adopted as part of the Growth Management section of the City's General Plan as indicated above.

There are no potential growth areas outside of the City's boundaries, as the SOI is coterminous with the city limits, and there are no unincorporated islands within the City. (Refer to Map 15-1.)

City of Orinda Boundary and Coterminous Sphere of Influence

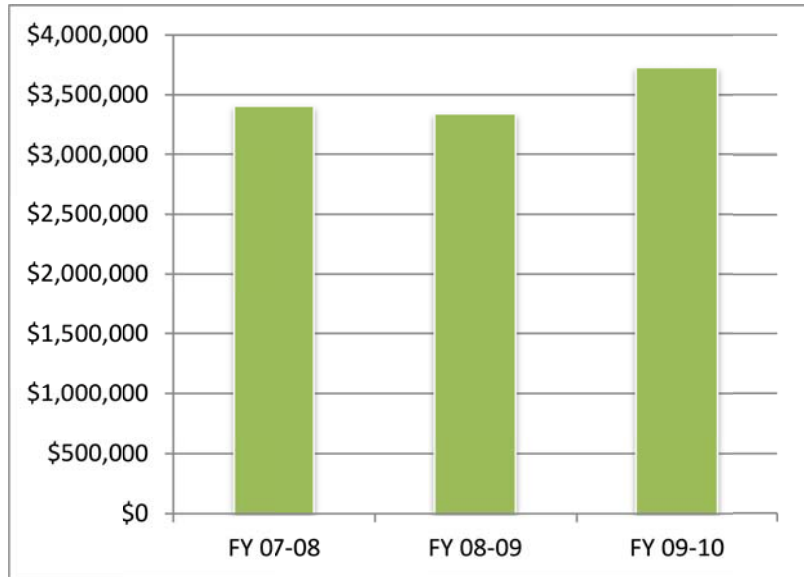


Financing

The Department’s services are financed primarily through the General Fund (95 percent) and augmented by two special revenue funds - the Supplemental Law Enforcement Services Fund (SLESF)/AB 3229 Fund and the Vehicle Replacement Fund. Combined, these two funds contributed \$199,332 to PD expenditures in FY 09-10. Revenues are also collected from police fees and charges (\$19,873 projected in FY 09-10), vehicle and parking fines (\$142,132 projected in FY 09-10), vehicle license fees (\$58,360 projected in FY 09-10), and vehicle abatement fees (\$2,386 projected in FY 09-10), and are considered General Fund monies.

Figure 15-1: Orinda PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years declined in FY 08-09, then rebounded in FY 09-10, as shown in Figure 15-1. In FY 09-10, the primary expense for the Department was the contract payment to the Sheriff’s Office of \$3 million, or 85 percent of all expenditures. Other expenditures were City employee salaries and benefits (four percent), services and materials (nine percent), and internal services (two percent).



While the City does not have long-term debt related solely to law enforcement services, in 2005 the City issued Certificates of Participation in the amount of \$9.8 million for the new city hall, which the PD shares with other city departments.

The City entered into a lease with the Orinda Facilities Financing Corporation (the financing agency) and agreed to leaseback the City Hall site after the completion of the building. At the end of the lease, the building will belong to the City. The General Fund lease payment of approximately \$620,000 per year is serviced by property tax revenues and matures in 2035.

Orinda takes part in the Municipal Pooling Authority of Northern California, a joint powers authority for risk management coverage.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The City provides law enforcement functions with sworn personnel from the Sheriff’s Office by contract. Orinda controls the specifics of delivery of law enforcement services in the City. Specialized functions such as Special Weapons and Tactics (SWAT) Team and forensics are provided by the Sheriff’s office as part of the contract services. The Department reported that it does not collaborate with other providers in the region.

Similar to many other cities, the Department relies on the Sheriff’s Office for search and rescue services, dispatch and long-term holding facilities, County Animal Control for animal services, and the City of Walnut Creek for bomb squad services.

The Sheriff’s Department also provides safety services within the City by responding to a City of Orinda “critical incident” in which a request has been made for “mutual aid.”

Orinda PD does not provide contract services to other agencies.

Patrol

Orinda PD patrols 12.7 square miles which are divided into two beats. Two teams with one sergeant and four officers work four 10-hour shifts with an overlap day on Wednesdays. A traffic control officer is on duty on weekends.

Staffing

Figure 15-2: Orinda PD Staffing Levels

Over the last three fiscal years (09, 10, 11), unlike other city police departments, Orinda has been able to maintain stable staffing levels with little variation from year to year. (Refer to Figure 15-2.) Staffing levels are determined during the budget process, and must be justified each year. Orinda PD presently employs 0.79 sworn officers per capita, and has been able to maintain its sworn force.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Sergeant	2	2	2
Detective	1	1	1
Police Officer	8	8	8
K-9 Officer	1	1	1
Community Services Officer	1	1	1
Traffic Control Officer	1	1	1
Office Support Staff	1	1	1
TOTAL	16	16	16

Location

Orinda PD provides services throughout the City’s territory. The Department does not have any mutual aid agreements with other providers. The Department has an automatic aid agreement with the Contra Costa County Office of the Sheriff.

The Department reported that outlying hillside areas are particularly challenging to serve given the topography.

Infrastructure

Orinda PD operates out of City Hall at 22 Orinda Way, which is shared with other city departments. The police headquarters was built in 2007 and is considered to be in excellent condition. The Department reported that there is a need for separate restrooms (they currently share with City Hall staff), an additional evidence locker area, and a secure reception area.

There are no plans for significant capital improvements to the police facility or additional facilities before 2014, based on the City’s capital improvement plan.

The Department did not report any needs related to vehicles or equipment. The patrol vehicle parking area is currently not secure, but the Department reported that it had not been an issue. The service life of patrol vehicles has been extended from 80,000 miles to 100,000 miles.

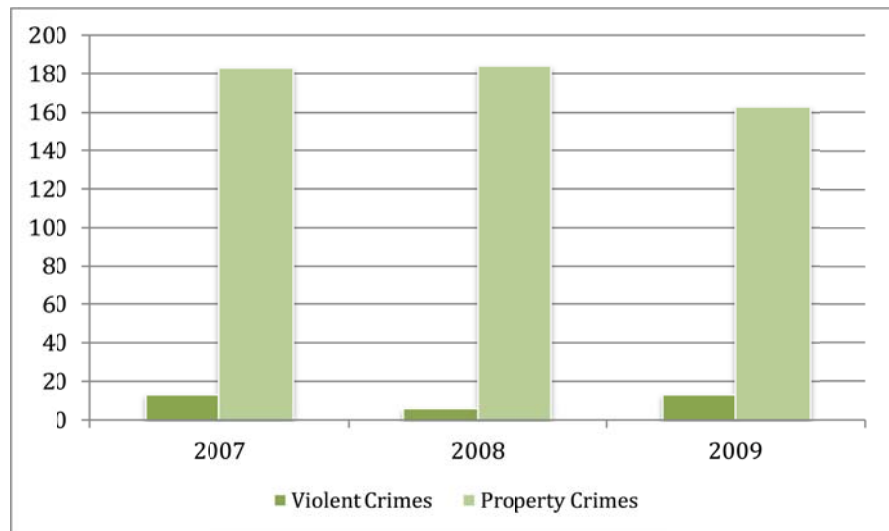
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 15-4: Orinda Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 15-3: Violent and Property Crimes (2007-2009)

During the last three years, the annual number of crimes and the number of crimes per capita have generally declined. As shown in Figure 15-3, the number of violent crimes decreased then rebounded over this time period, while the number of property crimes declined by 11 percent. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately



11 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 16,200 service calls per year in 2007, 2008 and 2009, which is 919 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Orinda PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction. Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Orinda PD on average responds to Priority 1 incidents within five minutes and thirty-three seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 15-4, Orinda PD had a DOJ clearance rate of 39 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of five percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Orinda PD solves a slightly larger portion of violent crimes within its jurisdiction and less property crimes than the average of other providers in the County.²⁷

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Orinda PD is below the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 0.79.

²⁷ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff's Office, cleared crimes are reported by the Sheriff's Office, not the City. Clearance rates as reported by the agency may differ depending on the agency's definition of a cleared crime. An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 15-4: Orinda Law Enforcement Overview

Orinda Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Sheriff	Population (2009)	17,616
Number of Beats	2	Population (2010)	17,643
Dispatch	Sheriff	Total Service Calls (2009)	16,200
Search and Rescue	Sheriff	Calls per 1,000 population	920
Investigations	Sheriff	Crime Activity	
Traffic Enforcement	Sheriff	Arrests (2009)	152
SWAT	Sheriff	Violent Crimes (2009)	13
Temporary Holding	Orinda	Property Crimes (2009)	163
Long-term Holding	Sheriff	Traffic Accidents	57
Bomb Squad	Sheriff	Violent Crime Rate per 100,000 ¹	181
Canine (K-9) Services	Sheriff	Property Crime Rate per 100,000 ¹	3,000
Staff Training	Sheriff		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	5:33	Total Staff (2010)	16.25
Response Time Base Year	2010	Sworn Staff	14
Clearance Rate of Violent Crimes ²	39%	Support Staff	2.25
Clearance Rate of Property Crimes ²	5%	Volunteers	2
Per Capita Cost (General Fund)	\$ 229	Sworn Staff per 1,000 population	0.79
Service Challenges			
The Department reported difficulties with serving outlying hillside areas.			
Facilities			
Station	Location	Condition	Built
Main Station	22 Orinda Way Orinda, CA	Excellent	2007
Current Facility-Sharing and Regional Collaboration			
Orinda PD has a contract with Contra Costa County Sheriff's Department, and shares facilities with City Hall.			
Opportunities for Facility-Sharing and Regional Collaboration			
The Department has not identified any future opportunities for facility-sharing or regional collaboration.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

16. City of Pinole

The City of Pinole provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the western portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Pinole Police Department is contained in the West Contra Costa County Sub-regional MSR adopted by the Commission on November 18, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Pinole is a general law city, which was incorporated in 1903. Its boundary area is approximately 5.3 square miles (land only). The City's SOI encompasses two adjacent unincorporated areas on the southwest edge of the City on the east and west side of Interstate 80. (Refer to Map 16-1.) These are further described under Population and Growth Projections, below.

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police, as the department head for the Police Department (PD), reports to the City Manager. John Hardester is the Chief of Police, who was appointed in April 2011 to replace retiring Chief Paul Clancy. The City does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. The Department places a particular emphasis on community policing. A part-time Community Safety Specialist and a half-time Corporal oversee the Neighborhood Watch Program and related newsletter, webcasts on crime prevention strategies, the Youth Academy, National Night Out, the Crime Free Multi-housing Program, business alerts, criminal/sex offender registration, and a parent handbook on child safety. Other programs within the PD include a liaison program with senior citizens, and an Explorer program which teaches different aspects of law enforcement to youth possibly interested in a career in police work. The Pinole "Police Blotter" is a weekly listing that contains selected crimes and incidents that occur in Pinole. This service is available on the department's website and can also be viewed daily on Pinole Cable Channel 28. The Department makes crime statistics and other information available on its website.

If a constituent has a complaint regarding the Department or its employees, the complaint may be submitted by e-mail, phone or in person. All complaints are referred to the Chief for review and follow-up action. For the Pinole PD, in 2007 there were 11 complaints in which one was sustained;

for 2008 there were 10 complaints, none of which were sustained; and in 2009 there were 12 complaints in which two were sustained.

Pinole PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 10-11 budget, the PD has 42.0 authorized full time equivalent (FTE) positions of which 28.0 are sworn officers and 14.0 are support personnel. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time employees, or vacant or frozen positions. The PD is supplemented by six volunteers and 12 scouts in the Explorer Scout program.

The Department is divided into three divisions – Field Operations, Investigations and Community Preservation, and Support Services. Commanders oversee the Field Operations and Investigations Divisions, while a services manager oversees the Support Services Division. Both commanders and the services manager report to the Chief, who in turn reports to the City Manager. The Field Operations Division provides patrol, response to calls, and traffic safety services. The Investigations Division is comprised of three units – Investigations, Inspection and Control, and Community Preservation and Safety. Support Services include dispatch, records, property and evidence, and front office operations.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager and with the City Council.

Current and long range goals are established by the Department as part of the fiscal planning process during development of the city budget. Additionally, the Department developed goals and action items as part of a team building workshop conducted by the California Commission on Peace Officer Standards and Training in 2010.

The guiding goals of the Pinole PD are: 1) prevent and control conduct widely recognized as threatening to life and property; 2) aid individuals who are in danger of physical harm; 3) protect constitutional guarantees; 4) facilitate the movement of people and vehicles; 5) assist those who cannot care for themselves; 6) resolve conflict, whether among individuals, groups or individuals and government entities; 7) identify problems that have the potential for becoming intrusions in the community; 8) create and maintain a feeling of security in the community; and 9) develop and implement strategies and programs which enhance delivery of police service in the community.

Sworn officers are evaluated annually. New staff are evaluated after an 18-month probation period. The Department puts together an annual crime and services report as well as a crime report to the State, which tracks the workload of the Department as a whole. The Department's performance is evaluated yearly in its annual report and annually during the budget process. The Department does not perform any benchmarking or comparison of its services to other law enforcement providers.

In order to enhance efficiencies, and to improve security and enforcement efforts, the Department has installed surveillance cameras at a senior center and in the Fitzgerald Avenue area.

Planning documents that guide Pinole PD's services are the City's 2010-2030 General Plan, which was updated in October 2010, the Department's mission statement, and a statement of the Department's core values.

General Plan Service standards and policies for police services are as follows:

- Pinole will strive to maintain capital facilities, equipment and staffing to maintain a five-minute response time for emergency calls.
- The Police Department will work in partnership with citizens and community organizations to expand community-based crime prevention programs.

Pinole PD presently meets the General Plan response time standard with an average Priority 1 response time of three minutes and 20 seconds.

The City's financial planning efforts include annual budgets, annual financial audits, and capital improvement plans. The City's most recent audit was completed for FY 09-10. The capital improvement plan was most recently updated in FY 10-11. Annually, the City and Redevelopment Agency (RDA) review and update an expenditure plan for capital projects and programs that support City and RDA goals and objectives. The first year of the CIP is an actual budget year and the remaining four years are projections. The FY 10-11 CIP is fully funded with existing cash on hand. With only a few exceptions, the remaining years of FY 11-12 through FY 14-15 are unfunded. The City's current CIP consists of 15 projects, none of which are related directly to law enforcement services.

Population and Growth Projections

According to the 2010 Census, the population of the City is 18,390. Over the last 10 years, the population of Pinole has declined by three percent.

City growth is constrained with the city of Hercules to the northeast, San Pablo Bay to the west, and open space defined by the Countywide voter approved ULL to the east. (Refer to Map 16-1.) The City's General Plan indicates that population growth is expected to average less than 1 percent per year for the foreseeable future. Though land use changes that increase development densities would create incentives for higher growth rates, this growth is anticipated to be tempered by the fact that most properties are already developed. Growth is anticipated to be limited to infill redevelopment of sites, as the cost of maintaining and modernizing aging properties make redevelopment to higher densities a more attractive alternative to continued maintenance.

Based on ABAG projections, the City is anticipated to grow by 33 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 26,500 in 2035.

The City has not had to address increased demand for services as a result of population growth, given the City's decline in population; however, growth in surrounding communities has placed a much higher demand on transportation, which has resulted in increased congestion and a need for enhanced traffic enforcement.

The Department is invited to comment on any development applications to evaluate any impact on law enforcement and traffic enforcement activities. Growth strategies related to law enforcement in the City include performance standards adopted as part of the Growth Management section of the City's General Plan as indicated above.

Two areas outside the City's boundaries but within its SOI are located between Richmond and Pinole and are largely built out with older single-family residences. These areas are classified as 'unincorporated islands' and are described as follows:

- Bayview, Montalvin Manor and Tara Hills are three adjacent census designated places (CDP's), located between Interstate 80 and San Pablo Bay, and all within the Pinole SOI. These three areas total approximately 822 acres and a 2010 population of 9,756. This is

an unincorporated island with the City of Pinole City Limit on three sides and the Richmond City Limit on the fourth side.

- El Sobrante is a CDP on the east side of I-80 of which the northern portion (north of Manor Road) within the Pinole SOI. The remainder of the El Sobrante CDP is within the Richmond SOI. This area contains approximately 240 acres and an estimated population of 1,740. El Sobrante is an unincorporated island with Richmond on three sides and Pinole on the fourth side. (Refer to Map 16-1.)

Neither of these unincorporated islands qualifies for the streamlined annexation procedures under Government Code Section 56375.3 because they are more than 150 acres in size and therefore, will require consent of a majority of the property owners along with a majority of the registered voters within the island in order to annex to Pinole.

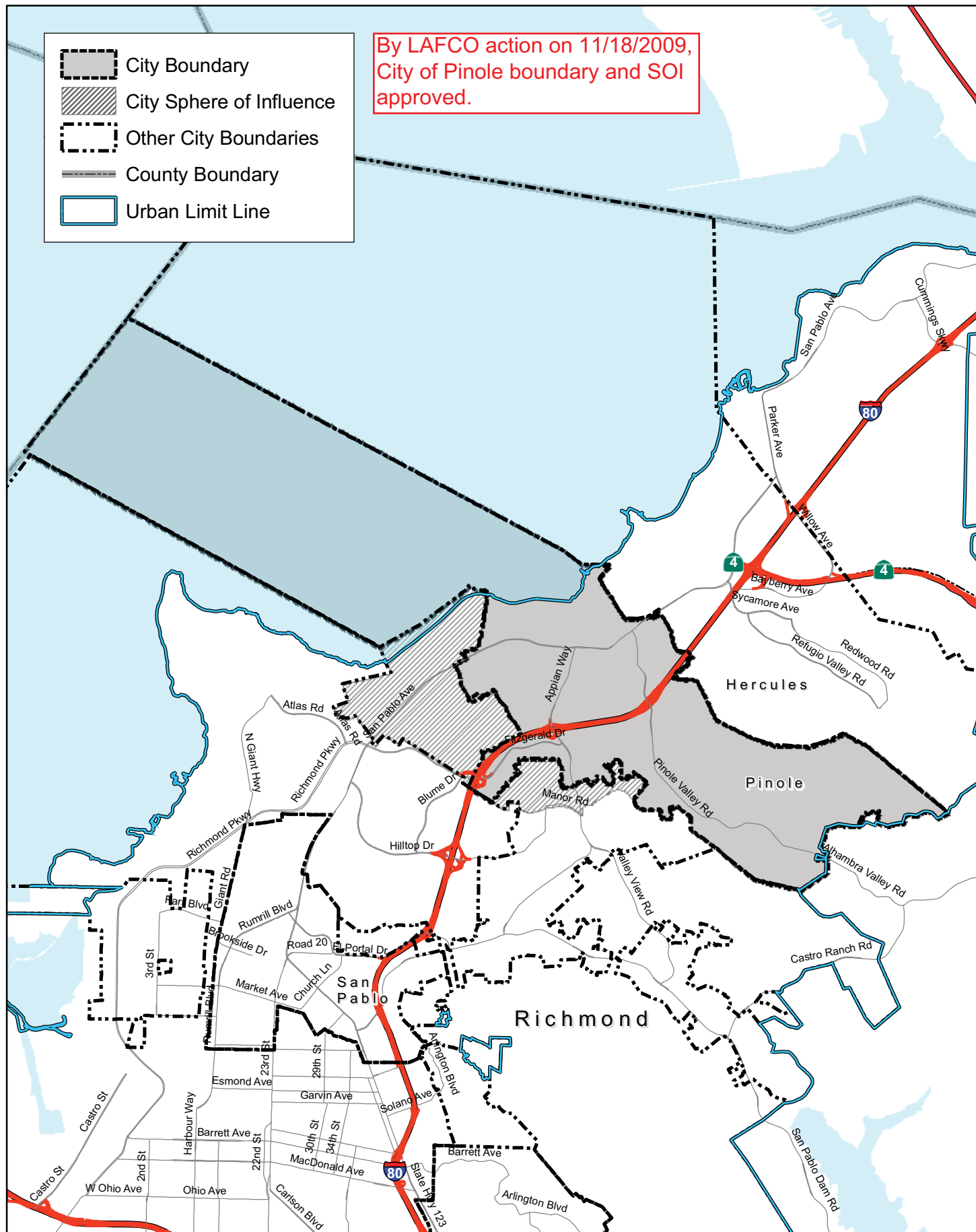
According to the City's General Plan, these unincorporated areas (El Sobrante, Tara Hills, Montalvin Manor, and Bayview) are primarily residential areas designated mainly low density residential with two commercial areas. Key revenues—property and sales tax—are lower on average than within the City. Without the potential for redevelopment or the negotiation of a more favorable property tax split with the County, annexation of these areas would not be cost effective, and it may be challenging for the City to provide adequate levels of services to these areas without impacting services to current residents.

The composite population of the unincorporated area within the Pinole SOI is approximately 11,500. Law enforcement services to these areas are provided by the Contra Costa County Sheriff's Office (SO). These areas receive regular beat patrol services from the SO. These areas are also within County Service Area P-6, the countywide police services district. There are 11 P-6 assessment zones in the El Sobrante area; however, they do not currently generate sufficient funds to warrant enhanced police services by the addition of Resident Deputies.






The El Sobrante voters turned down a ballot measure at the 2010 Primary Election (Measure E), which proposed a special tax for a period of five years to fund police protection services. The measure was defeated with 52.56% No votes; and required a two-thirds affirmative vote to pass.

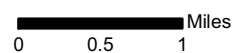
The SO reports that serving these unincorporated islands and pockets does not pose any significant problems because they have been serving these areas for a considerable period of time. Both the Pinole PD and the SO indicated that these areas are not difficult to serve as each agency is knowledgeable of its respective service areas.

City of Pinole Boundary and Sphere of Influence



By LAFCO action on 11/18/2009,
City of Pinole boundary and SOI
approved.

-  City Boundary
-  City Sphere of Influence
-  Other City Boundaries
-  County Boundary
-  Urban Limit Line



Financing

The City of Pinole's financing level is adequate to deliver services, but is not sustainable. Financial pressures include the scheduled 2012 sunset of the City's utility users tax (a ballot measure to extend the tax failed in 2010), the scheduled 2015 sunset of the City's redevelopment project area spending authority, and cost inflation trends that exceed revenue projections. The City adopted a three-year expenditure control budgeting plan in 2008 to implement cost reduction strategies. The City's objective was to adapt without layoffs; to do so, the City financed general fund operating deficits in FY 08-09 through FY 10-11 through a \$2.3 million loan from the redevelopment agency, and has offered voluntary severance packages. Due to these constraints, the City's General Fund appropriations have declined by 16 percent between FY 07-08 and FY 11-12, and the Police Department has reduced expenditures by \$1.6 million or nearly 20 percent during the same time period, which has resulted in the elimination of 15.8 FTE PD positions over that time period.

Seventy percent of the Police Department's services are financed through the General Fund. The City receives proceeds from the Proposition 172 special sales tax, which is restricted for use for public safety services. These funds are initially tracked in a separate fund, but are transferred into the General Fund for use. The remaining 30 percent of the Department's funding comes from the following eight special revenue and non-major governmental funds (amount from these funds in FY 09-10 shown in parentheses):

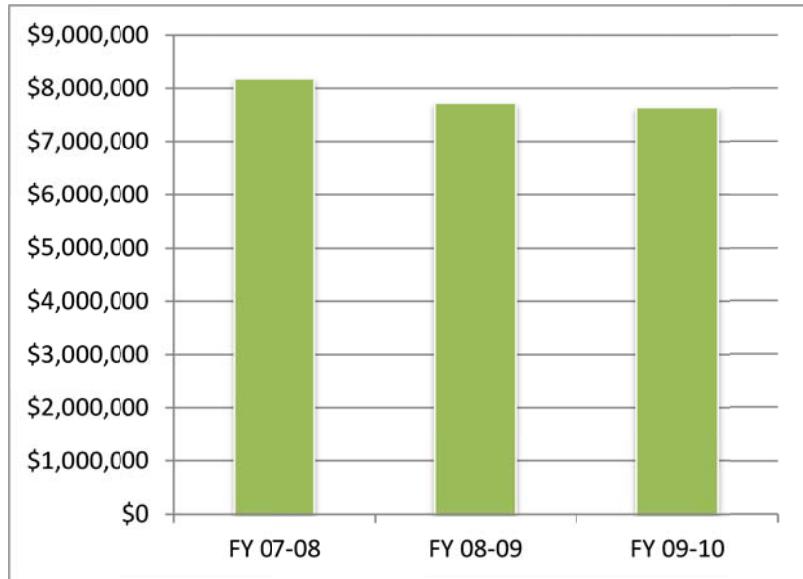
- Police Security Fund - Reflects the reimbursement received from commercial enterprises for police security services provided by the City, primarily for the Pinole Vista Shopping Center and also the East Bluff Apartment Complex. (\$42,343)
- Measure S Fund - This fund accounts for revenue from a special half-cent sales tax approved in 2006 for public safety purposes. (\$991,898)
- Police Grant Fund - The City has been awarded and has accepted a three year funding grant (\$819,850) from the U. S. Department of Justice under the CHP (Cops Hiring Program) program to be used for community oriented policing services. (\$245,009)
- Traffic Safety Fund - This fund accounts for revenues from fines and forfeitures. (\$15,024)
- Supplemental Law Enforcement Services Fund - This fund accounts for State allocations received through the Citizens Option of Public Safety Program. The minimum allocation for public agencies is \$100,000, which is the amount which has been historically allocated to Pinole. This amount and continuation of allocation of this State subvention is subject to the discretion of the State Legislature, and has been partially funded for 2011-12. (\$103,006)
- Asset Seizure - Property seized during drug arrests is distributed either back to its owner or sold and the proceeds divided up among the arresting and prosecuting agencies. Monies shown as revenue in this category have been returned to the City at the culmination of certain cases and can only be used for police activities. (\$937)
- Growth Impact Fund - This fund receives fees from building activities and uses these funds to offset costs associated with city growth. (\$54,587)
- Redevelopment Agency Fund - This fund is used to account for major capital improvement projects under the management of the City's Redevelopment Agency. (\$802,851)

Figure 16-1: Pinole PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years have declined by 5.8 percent, from \$8.1 million in FY 07-08 to \$7.7 million in FY 09-10, as shown in Figure 16-1. In FY 09-10, the primary expenses for the Department were personnel (85 percent), supplies and services (13.5 percent), capital outlays (less than two percent).

The City had approximately \$58.1 million in long-term debt at the end of FY 09-10, none of which was related to law enforcement services.

The City engages in joint financing arrangements related to insurance. The City is a member of the Municipal Pooling Authority, a joint powers authority, for liability and workers compensation insurance.



Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, staff training, and investigations. The Department conducts emergency preparedness in collaboration with the City of Hercules. Pinole PD is also involved in the East Bay Regional Communication System.

The Department relies on the Sheriff’s Office for search and rescue services, the Special Weapons and Tactics (SWAT) Team, and long-term holding facilities, County Animal Control for animal services, and the City of Walnut Creek for bomb squad services. Pinole PD also contracts with Contra Costa County Crime Lab for specialized services.

The Sheriff’s Department also provides safety services within the City by responding to a City of Pinole “critical incident” in which a request has been made for “mutual aid.”

Pinole PD provides contract dispatch services to the City of Hercules. Additionally, the Department provides three school resource officers in the local schools, through a partnership with West Contra Costa County School District. The School District funds two SROs and the City funds one SRO.

Patrol

Pinole PD patrols 5.3 square miles, which are divided into three beats – one on each side of I-80 and one for the commercial area. There are four patrol teams to provide continuous patrol and response to calls in these three areas.

Staffing

Figure 16-2: Pinole PD Staffing Levels

Over the last three FYs (09, 10, 11), due to financing constraints, the Department has been forced to reduce staffing by a total of eight positions; however, the Department has been able to retain its sworn staffing level as only two of the eight positions were sworn officers. (Refer to Figure 16-2.)

While the Department makes use of crime statistics to determine necessary staffing levels and seeks input from PD employees when determining staffing, in the last few years, staffing has largely been determined by available financing. Pinole PD presently employs 1.52 sworn officers per 1,000 capita. The proposed budget for FY 11-12 recommends the elimination of two additional sworn officers, which would reduce the staffing ratio to 1.41 sworn officers per 1,000 capita.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Deputy Chief	0	1	0
Commander	2	1	1
Lieutenant	0	1	0
Sergeant	6	5	6
Detective	3	3	3
Police Officer	19	18	13
K-9 Officer	1	1	1
School Resource Officer	2	2	3
Lead Dispatcher	0	1	0
Dispatcher	8	7	7
Community Services Officer	3	2	0
Traffic Control Officer	1	1	0
Lead Records Specialist	0	1	0
Records Specialist	3	2	2
Property Specialist	0	0	1
Office Support Staff	2	1.5	1
Community Safety Specialist	2	2	0.5
Code Enforcement Officer	0	0	0
Crossing Guard	0.5	0.5	0.5
Support Services Manager	0	1	1
Police Services Supervisor	2	0	0
TOTAL	55.5	52	41

Location

Pinole PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the California Office of Emergency Services Law Enforcement Mutual Aid Plan; and 2) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed. The Department does not have any automatic aid agreements with other providers.

Pinole Police regularly provide emergency “first in” response to East Bay Regional Parks areas and are also responsible for responding to criminal activity on Interstate 80.

The Department identified the area along North Rancho Road as being a challenge to serve, due to limited access through the community of El Sobrante.

Infrastructure

Pinole PD operates out of a police and fire headquarters building at 880 Tennent Avenue, which it shares with the City Fire Department. The building was identified as being in good condition, with adequate space for the Department’s needs.

The City’s General Plan identifies several anticipated infrastructure needs, including:

- Expansion of and improved access to the secured patrol parking area,
- Expansion of the Property/Evidence Room and enhanced facilities to ensure safe storage of material,
- Upgrades and/or changes to the computer-aided dispatch and records management system, and
- Equipment upgrades to participate in the East Bay Regional Communication System, a Joint Powers Authority (JPA) established to improve inter-agency emergency communication.

There are no plans for significant capital improvements to the police facilities before 2015, based on the City’s capital improvement plan.

The Department did not report any needs related to vehicles or equipment. Vehicles and equipment are kept within a secure area adjacent to the police building. The Department is monitoring the mileage of patrol vehicles to insure that the fleet is ‘rotated for use’ by patrol officers in order to evenly distribute the mileage, which extends their service life accordingly.

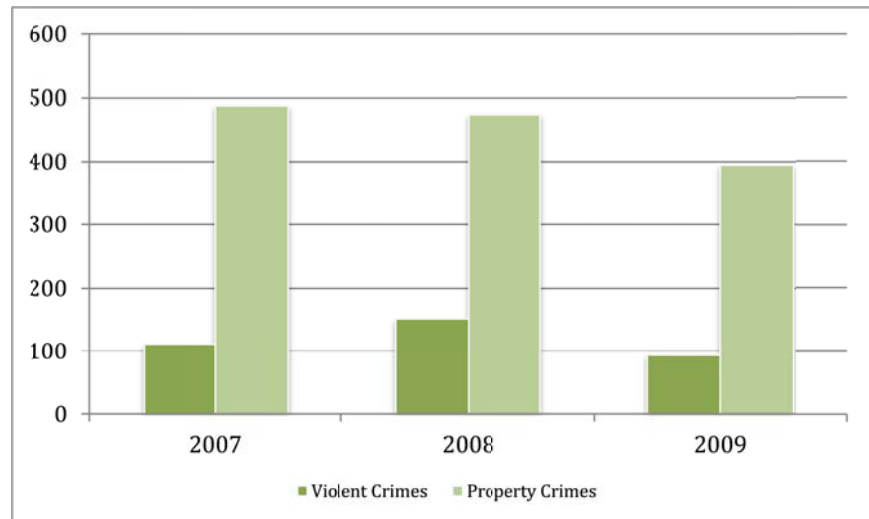
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 16-4: Pinole Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 16-3: Violent and Property Crimes (2007-2009)

During the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 16-3, while the number of violent crimes fluctuated over this time period, the number of property crimes has declined by almost 19 percent. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 31 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 29,750 service calls per year in 2007, 2008 and 2009, which is 1,618 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.



The Department reported that there are no periods or events that have particularly high demand for police services.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Pinole PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.²⁸ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Pinole PD on average responds to Priority 1 incidents within three minutes and 20 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 5-4, Pinole PD had a DOJ clearance rate of 37 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of 16 percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. Local clearance data indicates a 52 percent clearance rate for violent crimes and a 16 percent clearance rate for property crimes during this period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Pinole PD solves significantly more violent crimes and considerably more property crimes within its jurisdiction than the average of other providers in the County.²⁹

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Pinole PD is above the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 1.52.

²⁸ Walker and Katz, 2002.

²⁹ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 16-4: Pinole Law Enforcement Overview

Pinole Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Pinole	Population (2009)	18,442
Number of Beats	3	Population (2010)	18,390
Dispatch	Pinole	Total Service Calls (2009)	12,700
Search and Rescue	Sheriff	Calls per 1,000 population	689
Investigations	Pinole	Crime Activity	
Traffic Enforcement	Pinole	Arrests (2009)	1,276
SWAT	Sheriff	Violent Crimes (2009)	94
Temporary Holding	Pinole	Property Crimes (2009)	395
Long-term Holding	Sheriff	Traffic Accidents	118
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	1,847
Canine (K-9) Services	Pinole	Property Crime Rate per 100,000 ¹	7,001
Staff Training	Pinole		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	3:20	Total Staff (2010)	41
Response Time Base Year	2010	Sworn Staff	28
Clearance Rate of Violent Crimes ²	52%	Support Staff	13
Clearance Rate of Property Crimes ²	16%	Volunteers	6
Per Capita Cost (General Fund)	\$ 355	Sworn Staff per 1,000 population	1.52
Service Challenges			
The most significant challenge to services for Pinole PD is the significant financing constraints that have forced the PD to attempt to maintain service levels with reduced staff.			
Facilities			
Station	Location	Condition	Built
Public Safety Facility	880 Tennent Avenue, 2nd Floor	Very Good	1985
Current Facility-Sharing and Regional Collaboration			
Pinole PD collaborates with the Hercules PD on emergency preparedness and participates in the East Bay Regional Communication System. The PD shares its headquarters with the Fire Department.			
Opportunities for Facility-Sharing and Regional Collaboration			
The City did not identify any opportunities for further facility sharing.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

17. City of Pittsburg

The City of Pittsburg provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the eastern portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Pittsburg Police Department is contained in the East Contra Costa County Sub-regional MSR adopted by the Commission on December 12, 2008. (www.contracostalafco.org)

Agency Overview

Background

The City of Pittsburg is a general law city, which was incorporated in 1903. Its boundary area is approximately 17.2 square miles (land only). The City's SOI extends beyond the city limits in three areas: to the northwest (which includes the unincorporated community of Bay Point); southwest; and south. (Refer to Map 17-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Aaron L. Baker, who serves as the department head for the Police Department (PD) and reports to the City Manager. The City does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at education about the Department's activities, crime prevention, and involving constituents in police efforts. Educational efforts include periodic newsletters, website postings, and neighborhood and business group meetings. For the past four years the City has issued a newsletter called "Anchor Lines" that identifies problems of community concern and offers solutions from a variety of perspectives, including the Police Department. Additionally, division commanders from the PD serve on the Board of Directors of a nonprofit academy designed to divert children from the criminal justice system. Pittsburg PD reported that crime prevention is an ongoing program by all levels of personnel within the Department. There is a particular focus on prevention at local events such as car shows, farmers markets, school programs and festivals, businesses, and in the neighborhoods. Perhaps the most innovative crime prevention program is the use of recording cameras at 82 locations throughout the City to monitor incidents and crimes in progress. A state of the art viewing center is located in the PD, and cameras are mounted at select locations throughout the City.

If a constituent has a complaint regarding the Department or its employees, complaints are taken in person, by phone, or via email, and directed to a supervisor, who forwards the information to the Chief. The Police Chief is the person responsible for the disposition of complaints. The Chief

may direct that an internal affairs investigation be commenced, or refer it one of the Captains for further investigation depending on the nature of the complaint. For the Pittsburg PD, in 2008 there were two complaints both of which were not sustained; and in 2009 there were nine complaints in which eight were not sustained and one was sustained.

Pittsburg PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 2010-11 budget, the Department has a total of 96.0 full time equivalent (FTE) positions of which 75.0 were sworn officers and 21.0 were support staff. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time positions and vacancies. Pittsburg PD does not have volunteer program, but is supplemented by six reserve officers.

The Department is divided into three bureaus: Administration, Operations, and Support Services. The Police Department also oversees the Code Enforcement Division. Pittsburg PD does not maintain an organizational chart of the chain of command of the Department. The Administration Bureau responsibilities include emergency services, recruiting and hiring, training, special projects, and financial management. The Operations Bureau consists of the patrol and traffic enforcement functions of the Department. Support Services consists of the Records and Investigations Divisions. The function of the Investigations Division is to perform follow-up investigations into serious and involved crimes that cannot be handled by patrol officers alone. The Records Division manages the public lobby front counter, fingerprinting, and all police records management.

The Department was reorganized in July of 2003 when community policing practices were adopted to improve delivery of essential police services and maximize community relations. The Chief eliminated the rank of Commander, so that now Captains command the Support and Operations Bureaus, with Lieutenants serving as watch commanders. The Department is divided into two uniform community policing teams each consisting of a Supervising Sergeant and three officers. Another team consisting of a Sergeant and seven officers is assigned to preventative patrol duties designed to reduce criminal activity. The Department attributes the department reorganization with the decline in reported crime and improved community relations over the last few years. These improvements are measured by monthly statistical analysis and by continuous community feedback.

The Chief holds weekly meetings with staff in order to address issues at all levels within the Department. The Police Chief also has a weekly ride-along-program with the City Manager to routinely inspect, discuss, and resolve problems at locations where safety conditions are of concern. The Chief maintains e-mail contact with the City Manager and the City Council daily, apprising them of emergencies and life threatening events that may affect the City.

Objectives are recognized through various venues including command meetings, formal and informal community meetings, and meeting with community leaders, criminal analysis, and personnel needs. The Pittsburg PD has codified six-month goals that are presented to the City Council along with a monthly progress report. These goals are developed through formal goal-setting command meetings, and by review of statistical data. Needs are then identified and translated into goals, which are reported on, completed, and reviewed for the next goal setting cycle.

Pittsburg PD performs regular employee evaluations annually from the date of hire. The Department currently does not generate a monthly or annual report, other than those required by the State and FBI. The Department reported an interest in evaluating the need for a more comprehensive and detailed workload reporting system, which will be considered in the future as resources permit. The Department's performance is evaluated yearly during the budget process. Additionally, operational methods and techniques are routinely evaluated by the Chief and the division captains.

The Department is capitalizing on automation and available technology to increase efficiencies. One example of innovative efficiency is the hiring of retired officers (annuitants at 960 hours per year) to take certain types of non-active crime reports over the phone. Four of the retired officers work as detectives, following up on reported crimes. One focuses on cold murder cases, a second on financial crimes, and the other two on general follow-up on reported crimes. These two retired officers are also assigned as 'motor' officers to enforce traffic laws. This program keeps regular officers available in the field to respond to emergency calls for services, perform directed preventative patrol in high crime areas, and to make more on-view arrests for serious offenses. Vital and timely arrest and report information is scanned automatically to other agencies in the county via a system called the "Daily Blast." Interviews are automatically captured on video with sound, transcribed and attached to reports, and become immediately available for forwarding to other agencies including the District Attorney.

Planning documents that guide Pittsburg PD's services are the City's 2020 General Plan, which was updated in 2004, and a departmental mission statement.

General Plan Service Standards for police are as follows:

- Strive to maintain a ratio of 1.8 sworn police officers per 1,000 residents, and
- Maintain, modernize, and designate new sites for emergency response facilities, including fire and police stations, as needed to accommodate population growth.

Pittsburg PD does not currently meet the adopted force level standard with a current sworn staff ration of 1.2 per 1,000 population.

Financial planning documents include the annual budget and a capital improvement plan. The City's capital improvement program is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The plan covers a five-year period from FY 2009-10 to 2013-14. Of the projects outlined in the CIP, there are no planned projects related to law enforcement facilities or equipment.

Population and Growth Projections




According to the 2010 Census, the population of the City is 63,264. Over the last 10 years, the population of Pittsburg has grown by 14 percent.

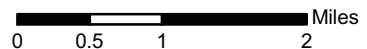
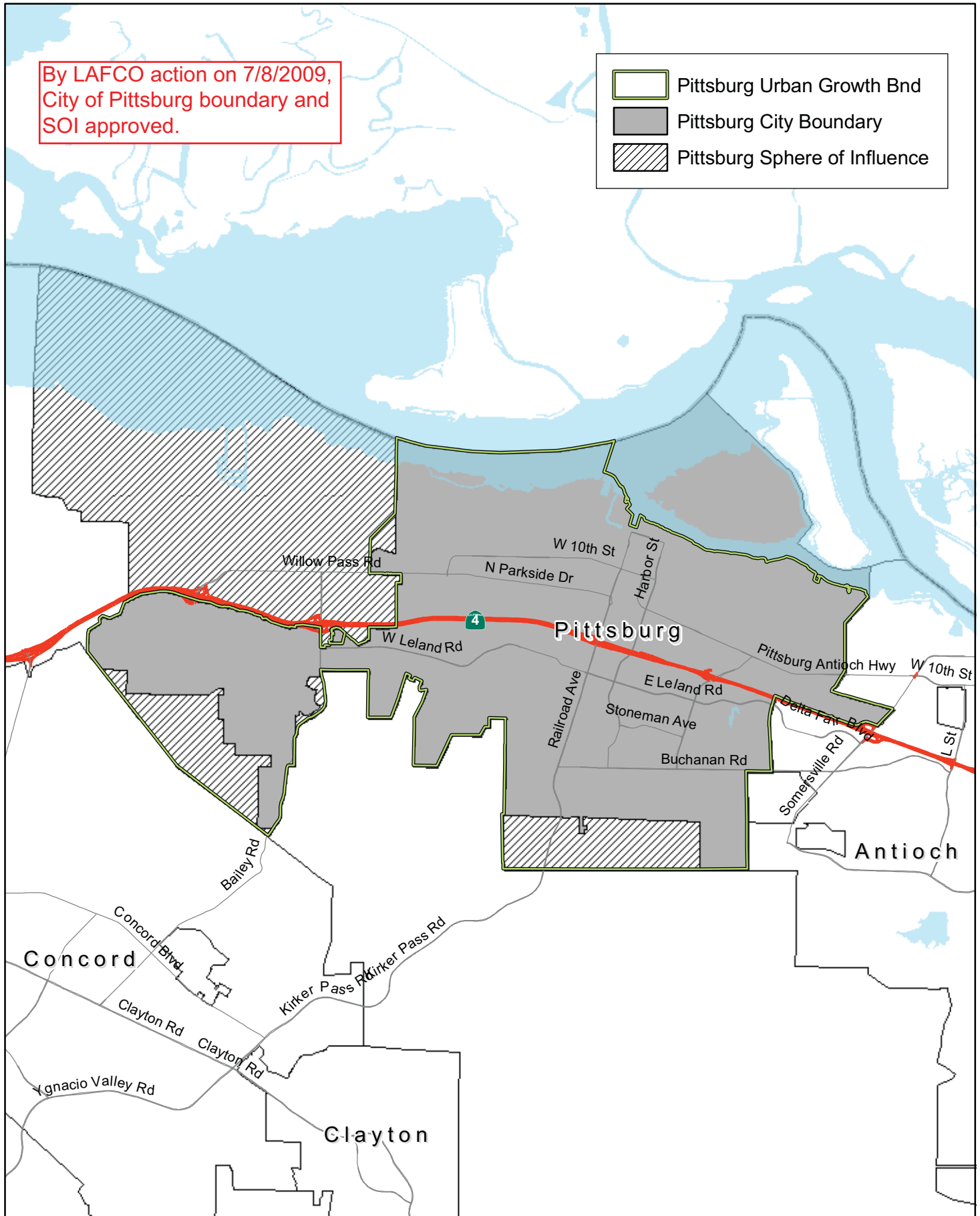
The Department reported that due to the recent recession, the minimal development and growth patterns have had little impact on service demand. The City reported that existing population growth is limited to the redevelopment of downtown, which consists of a large mixed use commercial and residential condominium project that is nearing completion this year.

Based on ABAG projections, the City is anticipated to grow by 44 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 96,700 in 2035.

City of Pittsburg Boundary, SOI, and Urban Growth Boundary

By LAFCO action on 7/8/2009,
City of Pittsburg boundary and
SOI approved.

	Pittsburg Urban Growth Bnd
	Pittsburg City Boundary
	Pittsburg Sphere of Influence



Pittsburg Police Department's capacity to serve any new growth will depend on the scenario and size of the development. The Department would reportedly work closely with the Planning Department and other city departments to evaluate infrastructure needs, traffic flow impacts, projected population growth, and any other factors of concern, which impact law enforcement service delivery. The Department reported that it takes a proactive role in reviewing and evaluating new development, and all impacts that may result.

Law enforcement services to the Bay Point community (population 21,349) are provided by the Contra Costa County Sheriff's Office (SO), and are augmented by additional patrol deputies funded through County Service Area P-6. (Refer to CSA P-6 in Chapter 23.) Consideration for annexing Bay Point to the City of Pittsburg has occurred in the past, but such a proposal is not currently being considered.

Financing

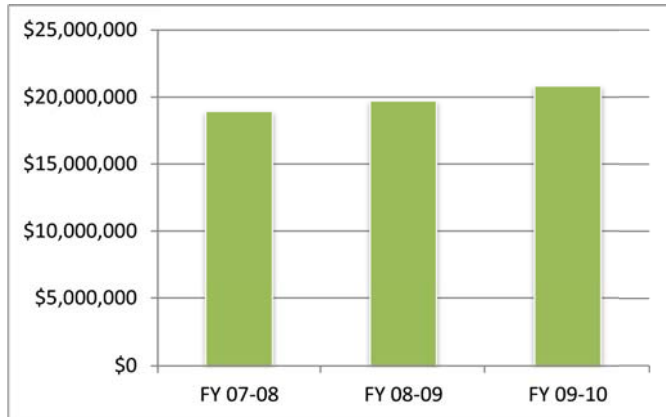
The current level of service funding is considered to be adequate by the Department. Budget constraints have not yet had a significant impact on the level of service or equipment funding. The City has been able to maintain consistent financing levels for the Police Department through FY 10-11, in part through the use of almost \$2.8 million in one-time monies (\$1.5 million in land sale proceeds plus almost \$1.3 million in Budget Stabilization funds.) While the City of Pittsburg is fortunate to have these one-time funds available to balance its General Fund budget, it recognizes that it cannot continue to rely on receiving the same levels of one-time funds to balance future budgets. Consequently, the Department is expecting at least a five percent budget reduction for FY 11-12. Pittsburg PD is studying options and alternatives to the delivery of essential police service to conform to the City Manager's request of five percent budget cuts for each department.

Ninety-seven percent or \$19.5 million of the Police Department's services were financed through the General Fund in FY 09-10. Revenues are collected from Fines and Forfeitures (\$185,659 in FY 09-10) and operating grants and contributions (\$491,585 in FY 09-10), and are considered General Fund monies. The remaining three percent comes from following special revenue funds and non-major governmental funds (amount from these funds in FY 09-10 shown in parentheses):

- Miscellaneous Grants Fund - This fund receives various small grants to administer the police, recreation, and public services. (\$93,041)
- Asset Seizure Fund - This fund was established to administer the seized assets from criminal activities. (\$46,408)
- Local Law Enforcement Block Grant Fund - This fund accounts for the funds provided by the DOJ to supplement local crime prevention and public safety efforts. (\$38,713)
- San Marco CFD 2004-01 Fund - The receipts of this fund provide funding for the increased demand of police services in the San Marco Subdivision of the Community Facilities District. (\$206,279)
- Vista Del Mar CFD 2005-2 Fund - The receipts of the fund provided funding for financing increasing demands for police services in and for the Vista Del Mar CFD 2005-2. (\$53,119)
- Public Safety Service CFD 2005-1 Fund - The receipts of this fund provide funding for financing increasing demands for public safety services within this Community Facilities District. (\$122,321)
- U.S. Department of Justice COPS Grant - to fund two police officers for three years with a grant total of \$758,096 over the three year period.

Figure 17-1: Pittsburg PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years have steadily increased, as shown in Figure 17-1. A breakdown of expenditures by type was not available from the City for FY 09-10, as the annual audit was not yet complete for that year.



Pittsburg does not have any long-term debt related to law enforcement services.

Pittsburg maintains excess liability insurance through the Municipal Pooling Authority, a joint powers authority for risk management coverage.

Law Enforcement

Nature and Extent

Pittsburg PD is responsible for providing law enforcement services in the City, including patrol, crime prevention, parking and traffic control, community awareness, investigations, and temporary holding facilities. The Department is responsible for community policing, has a Special Weapons and Tactics (SWAT) Team, and conducts Emergency Preparedness training. Pittsburg PD is also involved in the East Bay Regional Communication System and the Contra Costa Mobile Field Force.

Similar to other cities, the Department relies on the Sheriff’s Office for search and rescue services and long-term holding facilities, County Animal Control for animal services, and the City of Walnut Creek for bomb squad services. Additionally, Pittsburg PD contracts with the Sheriff’s Office for dispatch services.

The Sheriff’s Department also provides safety services within the City by responding to a City of Pittsburg “critical incident” in which a request has been made for “mutual aid.”

Pittsburg PD does not provide contract services to other agencies.

Patrol

Under the Community-oriented Policing philosophy, Pittsburg PD patrols 17.2 square miles which are divided into nine beats. Each patrol officer is assigned to a specific beat for a minimum of six months. Teams are deployed and supervised by three Lieutenant Watch Commanders, with coverage 24-hours per day, 365 days per year. Patrol Teams are augmented by the Traffic Enforcement Unit during peak hours.

Staffing

Figure 17-2: Pittsburg PD Staffing Levels

Pittsburg PD was able to maintain stable staffing levels until FY 10-11, when PD personnel were reduced by 11 total positions—four positions were eliminated and seven were left unfilled. Eliminated positions were a result of the recent reorganization of the Department. Positions that were eliminated were an administrative assistant, the lead police records clerk, a police captain, and a police records clerk.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Captain	2	2	1
Lieutenant	4	4	4
Sergeant	9	9	8
Detective	8	10	9
Police Officer	44	42	41
K-9 Officer	4	4	4
Narcotics/Gangs/NPT	4	4	4
Code Enforcement Officer	1	1	1
Community Services Specialist	10	11	9
Traffic Control Officer	1	3	3
Property/Evidence Coordinator	1	1	1
Records Specialist	13	12	9
Office Support Staff	5	5	3
TOTAL	107	109	98

Staffing levels are determined by the City Council during budget review. Currently, the Department does not have a formal program that is used to evaluate staffing levels based upon either calls for services or response times to life threatening emergencies or crimes in progress.

The City does have an adopted standard of 1.8 sworn officers per 1,000 capita in the Health and Safety Element of the General Plan; however, the PD does not presently meet this standard with 1.19 sworn staff per 1,000 residents. The General Plan standard is considered by the City to be a long-term goal rather than a standard. The City has never attained a 1.8 per 1,000 ratio; and with budget reductions and crime reductions this number is not realistic. Consideration for changing the standard will be included in the City’s next General Plan Update.

Location

Pittsburg PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the Contra Costa Mutual Aid Mobile Field Force which provides police services of all types for calls to other counties on request; 2) the California Law Enforcement Mutual Aid Plan; 3) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed; and 4) Crowd/Riot Control with a contribution of two to four officers. The Department does not have any automatic aid agreements with other providers.

The Department did not identify any areas within the City’s boundaries that are particularly challenging to serve. Browns Island Regional Shore Line is only accessible by boat; however, the island is uninhabited and does not create any law enforcement issues. Assistance from the SO Marine Patrol would ordinarily be requested if necessary.

Infrastructure

Pittsburg PD operates out of a police headquarters at 65 Civic Ave. The headquarters was built in 2000 and is considered to be in excellent condition. The Department reported that there is a need to expand the fenced parking lot or enhance security at the front of the facility. Currently, some patrol units are parked in front of the facility because the secure fenced parking lot lacks sufficient space. Employees also park in the front of the facility. All vehicles are monitored by use of video cameras mounted on the facility. There have been incidences of vandalism reported

through the years; however, there are no current plans to extend secure parking due to space and budget constraints.

There are no plans for significant capital improvements to the police headquarters before 2014, based on the City’s capital improvement plan. There are also no plans for additional facilities.

Pittsburg PD provides law enforcement services with 61 vehicles -- 43 sedans, four SUV’s, seven motorcycles, and seven trucks/vans. The Department did not report any needs related to vehicles or equipment. Some of the Department vehicles and equipment are kept within a secure area adjacent to the police building.

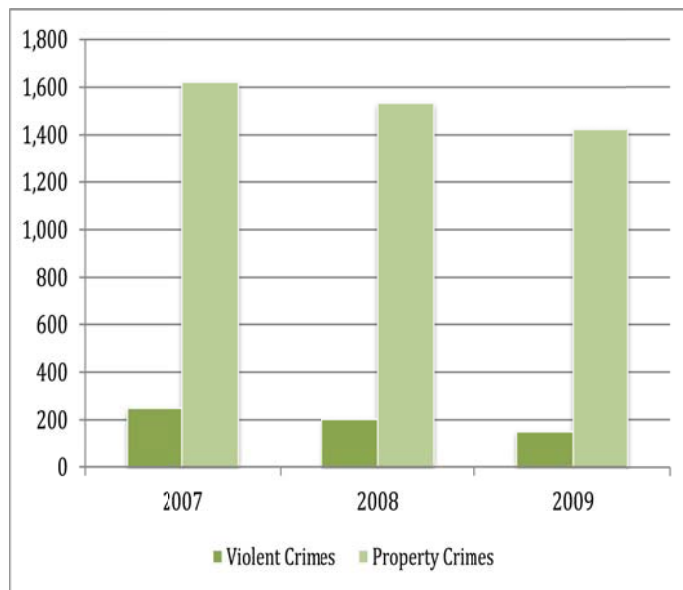
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 17-4: Pittsburgh Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

During the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 17-3, between 2007 and 2009, violent crimes and property crimes, have declined by 40 percent and 12 percent, respectively. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 27 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 72,200 service calls per year in 2007, 2008 and 2009, which is 1,141 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

Figure 17-3: Violent and Property Crimes (2007-2009)



2010 was a 50-year low for Part 1 crimes in Pittsburgh. Based on statistical data prepared by the PD, the peak in Part 1 crimes occurred in 1976 and has been trending downward ever since. 2010 Part 1 crimes were actually less than in 1960, according to the Department data.

The City reported that there are no periods of particularly high demand.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Pittsburg PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.³⁰ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Pittsburg PD on average responds to Priority 1 incidents within six minutes and eight seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 17-4, Pittsburg PD had a DOJ clearance rate of 37 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of 10 percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. Local clearance data indicates a 36 percent clearance rate for violent crimes and a 10 percent clearance rate for property crimes during this period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Pittsburg PD solves a slightly smaller portion of both violent and property crimes within its jurisdiction than the average of other providers in the County.³¹

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Pittsburg PD maintains a similar staffing ratio to the countywide average of 1.18 sworn staff per 1,000 residents.

³⁰ Walker and Katz, 2002.

³¹ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 17-4: Pittsburg Law Enforcement Overview

Pittsburg Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Pittsburg	Population (2009)	62,574
Number of Beats	9	Population (2010)	63,264
Dispatch	Sheriff	Total Service Calls (2009)	72,200
Search and Rescue	Sheriff	Calls per 1,000 population	1,141
Investigations	Pittsburg	Crime Activity	
Traffic Enforcement	Pittsburg	Arrests (2009)	4,406
SWAT	Pittsburg	Violent Crimes (2009)	151
Temporary Holding	Pittsburg	Property Crimes (2009)	1,423
Long-term Holding	Sheriff	Traffic Accidents	809
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	949
Canine (K-9) Services	Pittsburg	Property Crime Rate per 100,000 ¹	7,177
Staff Training	Pittsburg		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	6:08	Total Staff (2010)	98
Response Time Base Year	2010	Sworn Staff	75
Clearance Rate of Violent Crimes ²	37%	Support Staff	23
Clearance Rate of Property Crimes ²	10%	Volunteers	6
Per Capita Cost (General Fund)	\$ 318	Sworn Staff per 1,000 population	1.19
Service Challenges			
The City did not report any significant challenges to providing law enforcement services.			
Facilities			
Station	Location	Condition	Built
Police Headquarters	65 Civic Ave, Pittsburg CA 94565	Excellent	2000
Current Facility-Sharing and Regional Collaboration			
The Department uses the Sheriff's Department facilities for holding of prisoners, firing range training and qualifications with various weapons, and emergency vehicle pursuit training at their EVO center. Dispatch services are also provided to the City by the Sheriff's Office.			
Opportunities for Facility-Sharing and Regional Collaboration			
No further opportunities for facility sharing were identified by the City.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

18. City of Pleasant Hill

The City of Pleasant Hill provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Pleasant Hill Police Department is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission on September 9, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Pleasant Hill is a general law city, which was incorporated in 1961. Its boundary area is approximately 8.2 square miles. There are two unincorporated island within the City's boundaries. The City's SOI also encompasses four adjacent unincorporated areas, one in the north in the Pacheco area, one in the southeast near I-680, and two in the west; a larger area along Reliez Valley Road and Taylor Boulevard, and a small area along Alhambra Avenue. (Refer to Map 18-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Peter Dunbar, who serves as the department head for the Police Department (PD) and reports to the City Manager. The City does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. Activities in the City include the Citizen Police Program (familiarizing residents with Pleasant Hill PD), the Chaplaincy Program, the Vacation House Watch Service, and the Community Emergency Response Team Program. Pleasant Hill PD and Martinez PD co-sponsor an Explorer Program for youth ages 16 to 20 interested in a career in police work with two officers assigned as advisors. Additionally, the Department uses a community resource officer to interface with homeless groups, as well as volunteers for police reserves and clerical duties. In May 2009, the Department implemented a community information and notification service for broadcasting cell phone text messages and/or e mails to community members interested in obtaining information on events and crime announcements in Pleasant Hill. The Department makes police reports, crime reports, crime statistics, and other information available on its website. The Department uses social media such as Facebook and Twitter to reach constituents.

If a constituent has a complaint regarding the Department or its employees, complaints can be made online, emailed to the Police Department, or submitted in person at the police station. The patrol sergeant initially investigates the complaints, and then refers the complaints to the patrol lieutenant for disposition. Pleasant Hill PD received four formal complaints in 2007, six in 2008, and five in 2009.

Pleasant Hill PD demonstrated full accountability and transparency by cooperating with LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

In FY 10-11, the Department has a total of 61.5 FTEs, of which one position (a community service officer) was vacant, as of the drafting of this report. Law enforcement services are provided by 40 authorized sworn positions and 21.5 support positions. The Department is supplemented by five volunteers for clerical duties, and an Explorer Program co-sponsored with Martinez PD.

The Department is divided into four divisions – Administration, Investigations, Patrol and Support Services. The Administration Division is managed by the Chief and is responsible for oversight of the Department’s operations, carrying out the policy and direction of the City Manager and Council, acting as liaison with citizens and other agencies, budgeting, disciplining, and hiring. One captain oversees the Investigations, Patrol and Support divisions. Three lieutenants manage each of these three divisions and report to the captain, who reports to the Chief. Investigations Division personnel conduct follow up on most felony crimes and present cases to the Contra Costa County District Attorney’s Office for the filing of charges. The Patrol Division provides a physical presence throughout the City and responds to calls for service. The Support Services Division provides dispatching, records, technical services, evidence and property, supplies for the Department, fingerprinting, bicycle licensing, report processing, and child car seat inspections.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager and with the City Council. The Department provides reports to City Council as requested.

The guiding goals of the Pleasant Hill PD are outlined in the Department’s Strategic Plan, which was developed during a two-day team building exercise among command staff, supervisors, officers, civilian managers, and Police Officer Association representatives. The guiding goals outlined in the plan include 1) increase the recruitment candidate pool by 30 percent, 2) enhance the Field Training Officer program, 3) implement a staff development program, 4) establish effective Departmental communications, and 5) formalize a Department Technology Plan. The Department reports that all elements of the Strategic Plan have been completed except the candidate pool was increased by 10 percent instead of 30 percent. The PD has developed a staff development (succession) plan; increased communication by preparing meeting minutes; conducted regular meetings and team building workshops; developed a replacement plan for technology including procurement of new interoperable radios; and updated the field training program.

Sworn officers are evaluated annually. New staff are evaluated every six months during their 18-month probation period. Department workload is tracked monthly, with adjustments made based on number of calls per officer. The primary objective is keep overtime costs to a minimum. The Department does not evaluate department wide performance in the form of an annual plan, but does evaluate success in achieving the goals outlined in the Strategic Plan on a monthly basis.

In order to improve efficiencies, the Department is using technology such as Mobile ID and a computer mobile dispatch System. Also, the Department is placing emphasis on “problem

resolution” at the patrol officer level in order to cut down on time management must invest in low-level issue resolution.

Planning documents that guide Pleasant Hill PD’s services are the City’s 2003-2023 General Plan, which was updated in July 2003, a departmental strategic plan, and mission statement.

General Plan Service Standards for police are as follows:

- Emergency response is to be provided within five minutes, and a 20-minute response is to be maintained for 95 percent of non-emergency calls.

Pleasant Hill PD currently meets the response time standard for all calls.

Financial planning documents include the biennial budget and a capital improvement plan. The City’s capital improvement program is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The plan covers a five-year period and is updated by the Engineering Division and approved by the City Council each year. Pleasant Hill’s current CIP is for the period FY 10-11 – FY 15-16 and consists of 52 projects, of which three are related to law enforcement activities and are estimated to cost \$1.6 million. These projects are discussed in detail in the Infrastructure section of this chapter.

Population and Growth Projections

According to the 2010 Census, the population of the City is 33,152. Over the last 10 years, the population of Pleasant Hill has grown by three percent.

The City anticipates that future development will continue to be modest, as the City is almost entirely built-out. Growth within the boundaries of Pleasant Hill will take place through development on several currently undeveloped parcels, totaling approximately 200 acres. Of those 200 acres, 82 percent are zoned for residential development of various densities. Additional growth will take place through rezoning of underutilized parcels.

Based on ABAG projections, the City is anticipated to grow by 23 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City’s population will be 43,200 in 2035.

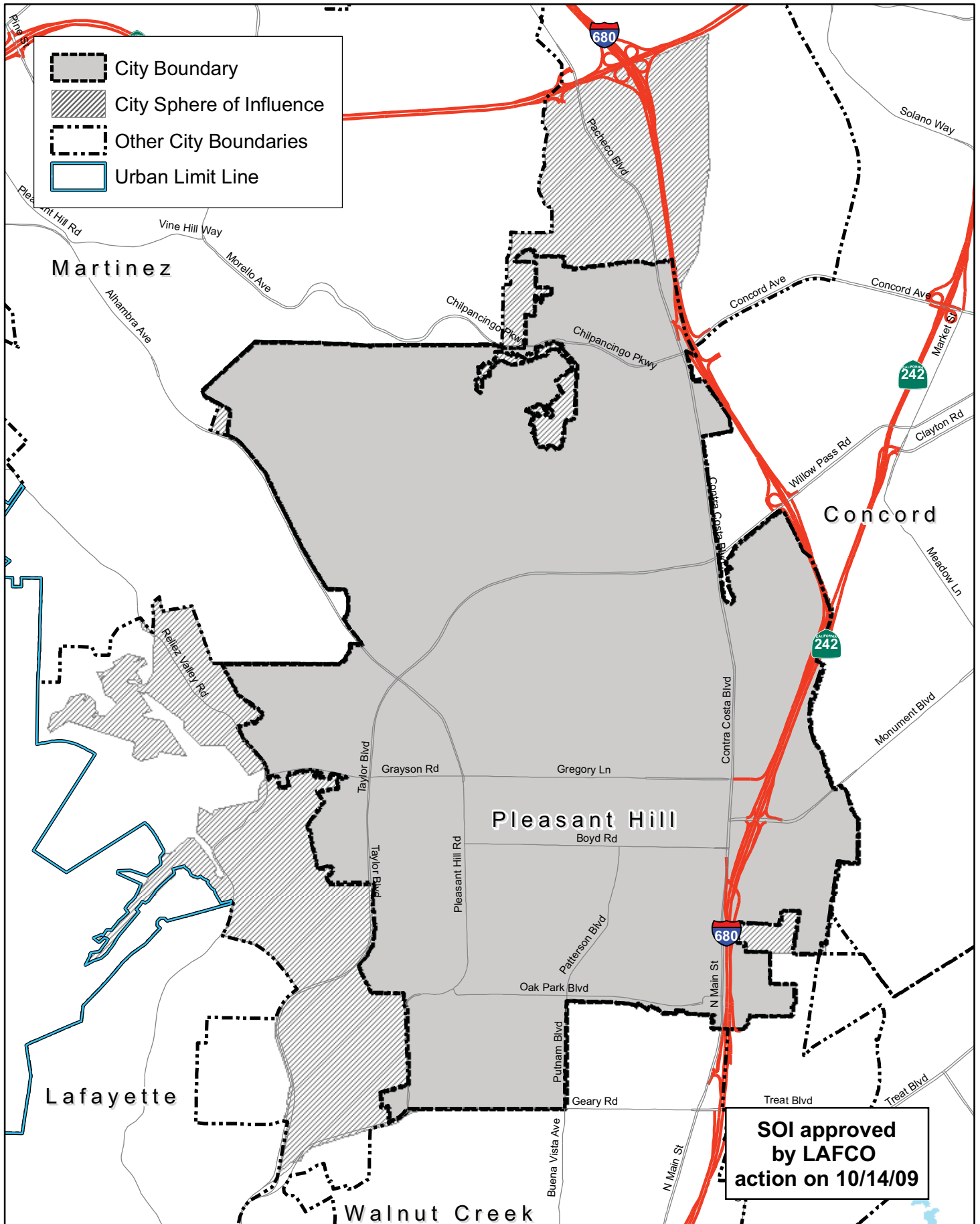
Although Pleasant Hill PD has had to address minimal residential growth over the last 10 years; greater levels of traffic due to increased commuter volume are a concern, and traffic enforcement is a priority for the City.

The Department reviews development plans for traffic and parking issues. A majority of the City’s recent permit applications are for remodels of existing structures, which have little impact on law enforcement services. Growth strategies related to law enforcement in the City include performance standards adopted as part of the Growth Management section of the City’s General Plan as indicated above.

There is potential for the City to expand to include unincorporated areas within its SOI. The two unincorporated islands within the Pleasant Hill SOI consist of: a 5-acre area on the east side of Alhambra Avenue surrounded on the north and east by Pleasant Hill and on the south and west by Martinez; and a 37-acre island east of the Contra Costa Country Club near the intersection of Paso Nogal and Golf Club Road. Both of these islands meet the 150 acre size limitation and qualify for the streamlined annexation procedures under Government Code Section 56375.3.

The northern SOI area is located in the Pacheco area, and is composed of light industrial uses and low-density multi-family residential uses adjacent to Interstate 680, and high-density single-family residential uses west of Pacheco Boulevard.

City of Pleasant Hill Boundary and Sphere of Influence



**SOI approved
by LAFCO
action on 10/14/09**



The unincorporated western SOI area is composed of low-density single-family residential uses and open space and is located in the Reliez Valley Road and Taylor Boulevard area.

The southeastern SOI area is composed of medium-density multi-family residential uses and is located east of Interstate 680 in the Waldon area. This area is part of the Contra Costa Centre unincorporated island discussed in more detail in Chapter 22. (Refer to Map 18-1 and Map 22-1.)

Financing

The Department's services are financed primarily through the General Fund (99 percent) and augmented by five special revenue funds – the Supplemental Law Enforcement Service Fund, the Police Special Services Fund, the Edward Memorial Justice Assistance Grant Fund, the Dare Fund, and the Police Technology Fund. The purpose of each fund and amount contributed to law enforcement activities in FY 09-10 are as follows:

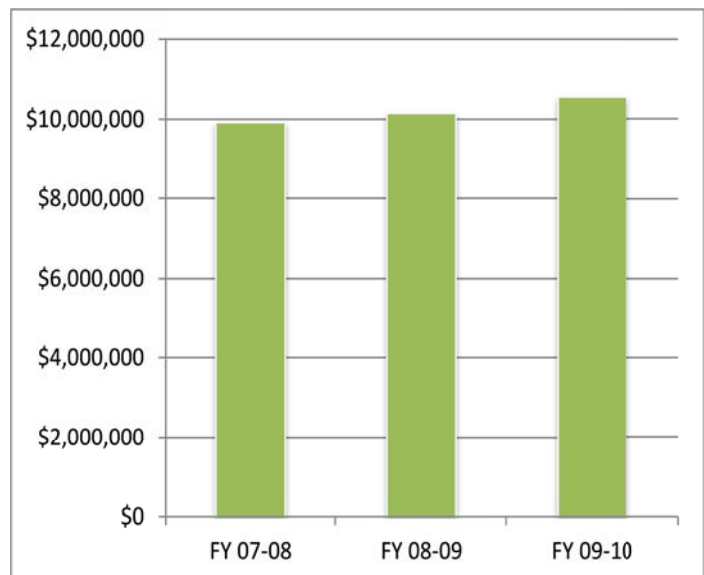
- Supplemental Law Enforcement Service Fund - accounts for funds allocated by the State for front-line municipal police services (\$0).
- Police Special Services Fund - accounts for asset forfeitures from drug-related convictions. These funds may only be used for drug-related education and enforcement activities (\$0).
- Edward Memorial Justice Assistance Grant (JAG) - accounts for revenue and expenditures for this police grant (\$14,125).
- D.A.R.E. Fund - accounts for funds donated by individuals, businesses, and service organizations, as well as funds raised by fundraising events specifically for the D.A.R.E. program. Typical expenditures are books, supplies, t-shirts for this anti-drug program in the local schools (\$1,550).
- Police Technology Fund - accounts for scheduled and unscheduled replacement of radios, copiers, and computer-related technology for the Police Department. Annually, a flat amount is transferred from the General Fund for this purpose (\$0).
- Traffic Safety Fund - accounts for fines collected from misdemeanor traffic violations involving a moving vehicle. These funds are used to provide crossing guards at major streets near elementary schools (\$94,965).

Those funds for which no financing was allocated to police expenditures in FY 09-10, did provide funding in FY 08-09, and are anticipated to provide funding in the future. Other revenues are collected from police fees and fines (\$219,100 in FY 09-10) and are considered General Fund monies.

Figure 18-1: Pleasant Hill PD Expenditures (FYs 08, 09, & 10)

PD expenditures over the last three fiscal years have gradually increased each year, as shown in Figure 18-1. In FY 09-10, the primary expenses for the Department were personnel (90 percent), supplies and services (nine percent), and capital outlays (less than one percent).

The City does not have any long-term debt related to law enforcement services.



Pleasant Hill takes part in the Municipal Pooling Authority joint powers authority for insurance coverage.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Department is responsible for community policing, staff training, and has temporary holding facilities. Pleasant Hill PD collaborates with other providers through the East Bay Regional Communication Project, Contra Costa County Office of Emergency Services, Contra Costa County Crime Lab, California DOJ/Central Contra Costa County Narcotics Enforcement, and Avoid the 25 DUI Program.

The Department relies on the Sheriff’s Office for search and rescue services, Special Weapons and Tactics (SWAT), long-term holding facilities and forensics, the County Animal Control for animal services, the City of Walnut Creek for bomb squad services, and the California DOJ Task Force for services related to narcotics.

The Sheriff’s Department also provides safety services within the City by responding to a City of Pleasant Hill “critical incident” in which a request has been made for “mutual aid.”

Pleasant Hill PD provides contract dispatch services to the Contra Costa County Community College District Police located at the Diablo Valley College Campus. The Department provides out-of-area services to regional park trails when requested by EBRPD.

Patrol

Pleasant Hill PD patrols 8.2 square miles which are divided into two beats, one on the north and one on the south. Two single-officer patrol vehicles are on duty for each beat, except between 1:00 AM and 6:00 AM Monday through Thursday when one officer patrols each beat.

Staffing

Figure 18-2: Pleasant Hill PD Staffing Levels

Over the last three FYs (09, 10, 11), Pleasant Hill has experienced a steady reduction in staffing levels. (Refer to Figure 18-2.) During that time, Pleasant Hill PD has eliminated 4.5 positions, of which two positions were sworn officers.

The Department reported that it has an informal goal of 1.26 sworn officers per 1,000 capita when determining desired staffing levels. This goal is not adopted in a planning document, but is evaluated each year during the budget process. Pleasant Hill PD presently employs 1.21 sworn officers per 1,000 population.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Captain	1	1	1
Lieutenant	3	3	3
Sergeants	6	6	6
Detective	3	3	3
Police Officer/Corporal	24	22	22
K-9 Officer	2	2	2
Dispatcher	8	8	8
Community Service Officer	5	4	3
Traffic Control Officer	2	2	2
Office Support Staff	2.5	2.5	2
Information Technology Coordinator	1.5	1.5	1.5
Records/Support Services Supervisor	1	1	1
Evidence Technician	1	1	1
TOTAL	61	58	56.5

Location

Pleasant Hill PD provides services throughout the City's territory, and in addition, provides services outside its boundaries through mutual aid agreements. Mutual aid agreements include the Contra Costa County Office of Emergency Services, which provides police services of all types for calls to other counties on request. The Department has automatic aid agreements with other providers. Automatic aid agreements are with: 1) Contra Costa County Animal Services; 2) Contra Costa County Crime Lab for occasional forensics analysis; and 3) California Department of Justice Task Force for drug enforcement. The Department also provides out-of-area services to regional park trails when requested by EBRPD.

The Department indicated that there are no geographical areas within the City that pose a particular challenge to provide adequate service levels; however PHPD did report that there are areas with high demand which are a strain on the Department's resources, including all commercial areas with a high rate of false alarms and the area surrounding the Diablo Valley Community College where students cause congestion and traffic.

Infrastructure

Pleasant Hill PD operates out of a police headquarters at 330 Civic Drive. The police headquarters was built in 1981 and is in fair condition. The Department reported that the facility is at capacity and there is a need for security for vehicle parking adjacent to the office.

There are plans for capital improvements to police facilities, based on the City's capital improvement plan. One project is the addition of a security fence consisting of installing a seven foot tall, black, wrought iron guardian fence along the perimeter of the rear parking lot and two controlled access gates, which will restrict access and increase security to the rear parking lot. This project has not yet been initiated. Recently, Phase II A repairs were completed, which consisted of renovating approximately 3,000 square feet of dispatch and lobby area office space for approximately \$772,770. The City has outlined plans for Phase II B repairs, which would provide additional needed office space and weatherproofing of the interior atrium/courtyard area. This project is unfunded, and consequently there are no plans to complete these repairs in the near future.

The Department did not report any needs related to vehicles or equipment. The City replaces vehicles every two to three years. The City will be extending the life of all vehicles from 80,000 to 100,000 miles to reduce costs.

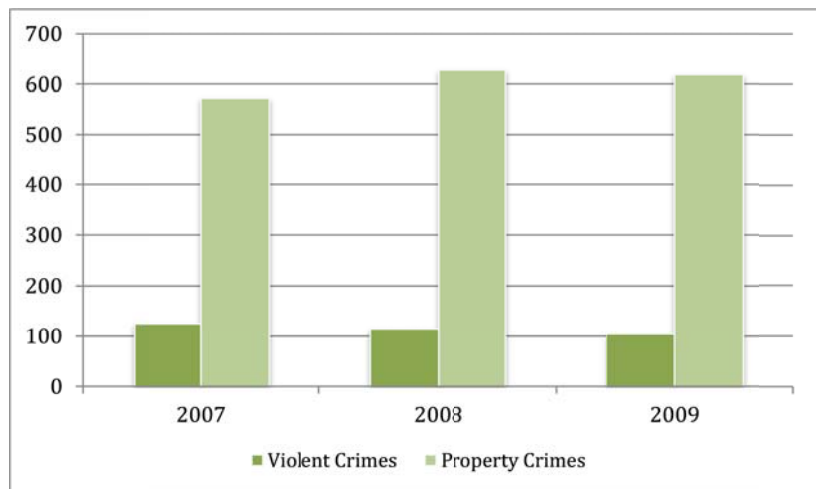
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 18-4: Pleasant Hill Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 18-3: Violent and Property Crimes (2007-2009)

During the last three years, the annual number of crimes has fluctuated showing no particular pattern from year to year. As shown in Figure 18-3, while the number of violent crimes has slightly declined over this time period, the number of property crimes demonstrated an overall increase of approximately eight percent during the three years. Based on the number of property and violent crimes between 2007 and 2009, the



City had approximately 22 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 20,800 service calls per year in 2007, 2008 and 2009, which is 621 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The City reported that it has particularly high demand during the Diablo Valley Community College school year, as the student population increases traffic levels around the college. The Department also reported a high rate of false alarms in the commercial areas of the City. The City averages 1,400 alarm calls per year, of which approximately 97 percent are false alarms. The PD charges an alarm user permit fee of \$56 with an annual renewal fee of \$28. False alarms are charged a \$109 response fee.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Pleasant Hill PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.³² Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Pleasant Hill PD on average responds to Priority 1 incidents within four minutes and 45 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

³² Walker and Katz, 2002.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 18-4, Pleasant Hill PD had a DOJ clearance rate of 43 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of 12 percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Pleasant Hill PD solves a larger portion of both violent and property crimes within its jurisdiction than the average of other providers in the County.³³

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Pleasant Hill PD maintains a staffing ratio slightly above the countywide average of 1.18 sworn staff per 1,000 residents.

³³ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff's Office, cleared crimes are reported by the Sheriff's Office, not the City. Clearance rates as reported by the agency may differ depending on the agency's definition of a cleared crime. An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 18-4: Pleasant Hill Law Enforcement Overview

Pleasant Hill Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Pleasant Hill	Population (2009)	33,053
Number of Beats	2	Population (2010)	33,152
Dispatch	Pleasant Hill	Total Service Calls (2009)	20,800
Search and Rescue	Sheriff	Calls per 1,000 population	621
Investigations	Pleasant Hill	Crime Activity	
Traffic Enforcement	Pleasant Hill	Arrests (2009)	1,604
SWAT	Sheriff	Violent Crimes (2009)	104
Temporary Holding	Pleasant Hill	Property Crimes (2009)	619
Long-term Holding	Sheriff	Traffic Accidents	421
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	1,025
Canine (K-9) Services	Pleasant Hill	Property Crime Rate per 100,000 ¹	5,425
Staff Training	Pleasant Hill		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	4:45	Total Staff (2010)	56.5
Response Time Base Year	2010	Sworn Staff	40
Clearance Rate of Violent Crimes ²	43%	Support Staff	16.5
Clearance Rate of Property Crimes ²	12%	Volunteers	5
Per Capita Cost (General Fund)	\$ 292	Sworn Staff per 1,000 population	1.21
Service Challenges			
Pleasant Hill PD has prioritized traffic enforcement and calming near Diablo Valley Community College, due to the high level of demand in the area.			
Facilities			
Station	Location	Condition	Built
Main Station	330 Civic Drive Pleasant Hill, CA	Fair	1981
Current Facility-Sharing and Regional Collaboration			
Pleasant Hill PD participates in Contra Costa OES, Contra Costa County Crime Lab, CA DOJ/Central Contra Costa County Narcotics Enforcement, Avoid the 25 Anti DUI, and East Bay Regional Community Project (for interoperability). The Department does not share facilities with other agencies.			
Opportunities for Facility-Sharing and Regional Collaboration			
The Department has not indentified future oportunitites for facility sharing and regional collaboration.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

19. City of Richmond

The City of Richmond provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the western portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Richmond Police Department is contained in the West County Sub-regional MSR adopted by the Commission on November 18, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Richmond is a charter city, which was incorporated in 1905. Its boundary area is approximately 30.4 square miles (land only). The City's SOI encompasses the unincorporated community of North Richmond, and most of the unincorporated communities of East Richmond Heights and El Sobrante. (Refer to Map 19-1.) These are further described under Population and Growth Projections, below.

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Chris Magnus, who serves as the department head for the Police Department (PD) and reports to the City Manager. The City has two law enforcement-related advisory commissions: the Police Commission; and the Police and Fireman's Pension Board. The Richmond Police Commission is a civilian body whose nine members are appointed by the Mayor and approved by the City Council for three year terms. They meet monthly to receive and investigate "Use of Force" complaints, as well as complaints of bias involving members of the Department. They also advise the Chief on policy matters. The Police and Fireman's Pension Board meets monthly to review pension compensation matters and is comprised of seven members who serve five-year terms – the City Manager, the Mayor, the Finance Director, two public members appointed by the Council, and two representatives elected by member of the pension fund. The City Council also appoints a Public Safety/Services Standing Committee comprised of three of the seven Council Members who meet monthly to review and discuss matters regarding public safety and service for the Richmond community.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. The Department tries to build community partnerships and reach its constituents through the Crime Free Multi-Housing Program, Neighborhood Watch (48 neighborhood councils), the Richmond Police Activities League (RPAL), the Police Explorer Program (Explorer Post 110), the Police Cadet Program, Get Yo' Grown Game On, the Violence Reduction Plan, the Rise Center for Teens, and the Family Justice Center (one stop

center for victims and families). Richmond PD has implemented a community-oriented policing plan to reduce crime and violence in the City. This includes assigning officers to specific geographical beats to improve communication and build stronger relationships with neighborhood residents. These relationships help beat officers become more familiar with parolees and probationers living in the area, to be more effective and respond to blight, and to engage in problem-solving efforts with residents to reduce crime. The Department makes a range of information available on its website.

If a constituent has a complaint regarding the Department or its employees, complaint forms are available online. The form must be printed out, completed by hand and signed by the complainant. A completed form may be submitted to the Richmond PD or mailed to the Professional Standards Unit that is responsible for reviewing complaints. When the Department receives a personnel complaint, it is reviewed by the unit commander before it is assigned to an investigator, typically a sworn member at the rank of sergeant or higher. A comprehensive inquiry is done, which involves detailed interviews of complaining parties, witnesses, accused officers, and all relevant evidence is gathered. The Police Commission reviews all formal complaints related to use of excessive force and racially abusive treatment, and appeals from Professional Standards investigations. Minor complaints are handled by an immediate superior and followed up on by the on-duty watch commander and internal affairs (IA). The Ombudsman contact is the public information officer; the day-to-day point of contact is the crime prevention manager. Since 2009, all complaints are logged and receive a case number. In 2009, 116 complaints were filed, including service or rudeness complaints and traffic court complaints.

Richmond PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 10-11 budget, the PD has 297.0 authorized full time equivalent (FTE) positions of which 195 are sworn officers and 102 are support personnel. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time positions, frozen positions, or vacant positions. The PD is supplemented by 30-35 volunteers, including chaplains. The Department is in the process of re-starting its Reserve Officer program.

The Department is divided into two bureaus – the Policing and Technical Bureau and the Support Services Bureau, each led by a deputy chief. The deputy chiefs, that head the two bureaus, report to the Chief of Police. The Policing Bureau is divided into the Patrol, Investigations, Youth Services, and Prevention Services divisions, and the Crime Analysis Unit. Three captains are in charge of patrol in the Southern, Central and Northern districts of the City. The Investigations Division consists of two sections – Criminal Investigations and Special Investigations - each headed by a lieutenant. A lieutenant is in charge of the Youth Services Division; and a manager is the head of Prevention Services. In the Technical and Support Services Bureau, a Captain leads the Administrative Division whose responsibilities include personnel and training, policy development, and regulatory services. A supervisor of the Information Technology Unit, a manager of the Communications Division, a manager of the Code Enforcement Division, and a lieutenant of Professional Standards are directly accountable to the Deputy Chief of the Technical and Support Bureau.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager and with the City Council.

Goals for the Richmond PD are developed on a yearly basis and are outlined in the annual budget. The City has five strategic goals that are also guiding objectives for the Police Department: 1) maintain and enhance the physical environment; 2) promote a safe and secure community; 3)

promote economic vitality; 4) promote sustainable communities; and 5) promote effective government. In addition, the Department participates in the City's Five-Year Business Plan. The objectives for Police Department include: 1) reduce crime; 2) reduce blight; 3) connect with youth; and 4) improve community disaster preparedness and awareness.

Officers are evaluated annually. New hires go through an 18-month probation period and are evaluated at six and 15 month milestones. The Department utilizes an RMS System to track its employees' workloads, and reported that it is making significant progress in reducing overtime through this tracking system. The Department puts together an annual crime and services report as well as a crime report to the State, which tracks the workload of the Department as a whole. The Department's performance is evaluated yearly in its annual report and during the budget process, and monthly in Neighborhood Safety Monthly Activity Reports.

To improve efficiencies, the Department has implemented a community-oriented policing plan to reduce crime and violence in the City. The focus of the plan is assigning officers to specific geographical beats to improve communication and build stronger relationships with neighborhood residents, which will help officers become more familiar with parolees and probationers living in the area, be more effective in recognizing and responding to blight, and engage in problem-solving efforts with residents to reduce crime.

Planning documents that guide Richmond PD's services are the City's 1994 General Plan, the City's Five-Year Business Plan (2009-2014) and departmental mission and vision statement. The City is currently updating its General Plan with completion scheduled for October 2011.

General Plan Service Standards call for capital facilities to maintain the following response times:

- Life-threatening service calls – three to five minutes;
- Critical emergencies – three to five minutes;
- Non-critical emergencies – 15 to 20 minutes;
- Non-emergencies – 30 to 60 minutes; and
- Other – 60 minutes plus.

Richmond PD currently does not meet the response time standard for Priority 1 calls (life threatening and critical emergencies). Priority 1 response times average six minutes and 11 seconds.

Financial planning documents include the annual budget, a capital improvement plan, and a mid-year budget review. The City's capital improvement program is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The plan covers a five-year period that is updated by the Capital Planning Division staff annually. Richmond has an extensive CIP for the period FY 2010-11 – 2014-2015 with two projects related to law enforcement services—installation of Closed Circuit Television (CCTV) cameras at crime "hotspots" and purchase of safety equipment for new officers. The status of both projects is "on-going." The proposed CIP for FY 2011-2012 – 2015-2016 outlines eight police-related projects: 1) purchase of an automatic vehicle locator; 2) placement of Closed Circuit Television cameras at crime "hotspots"; 3) purchase and installation of license plate readers in patrol vehicles; 4) purchase of safety equipment for new officers; 5) construction of a southern district substation; 6) purchase of SWAT equipment and radio gear; 7) purchase of traffic laser radar equipment; and 8) purchase of vehicles to tow police boats.

Population and Growth Projections

According to the 2010 Census, the population of the City is 103,701. Over the last 10 years, the population of Richmond has grown by six percent.

According to the City's General Plan, Richmond grew by 17 percent between 1980 and 1990, due primarily to the large number of new homes being built at that time. The City's population has grown slowly but steadily since then, growing to 99,216 in 2000, 102,700 in 2005, and 103,701 in 2010. Richmond is currently ranked as the second-largest city in Contra Costa County, behind Concord.

During the next five years the City projects its population will increase by one percent to about 105,558. In addition to meeting growing demand for new services Richmond must also address the need to upgrade its existing infrastructure. Over the last 100 years, much of City's infrastructure has worn out and is in need of rehabilitation or reconstruction.

Development is anticipated to occur primarily in the Iron Triangle, Cortez/Stege/Coronado and Marina Bay planning areas. There are various redevelopment projects in the Iron Triangle planning area including the Transit Village-Metro Walk project that is located around the Richmond BART and Amtrak Stations. The project will include housing units, retail space, an intermodal transit station and garage facility.

Based on ABAG projections, the City is anticipated to grow by 33 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 139,600 in 2035.

In order to accommodate new growth, The Department reported that more police officers are being hired, equipment is being upgraded and enhanced training is being offered. In addition, the Southside area of the City will require an increased police presence and new substation.

Growth strategies related to law enforcement in the City include performance standards adopted as part of the Growth Management section of the City's General Plan.

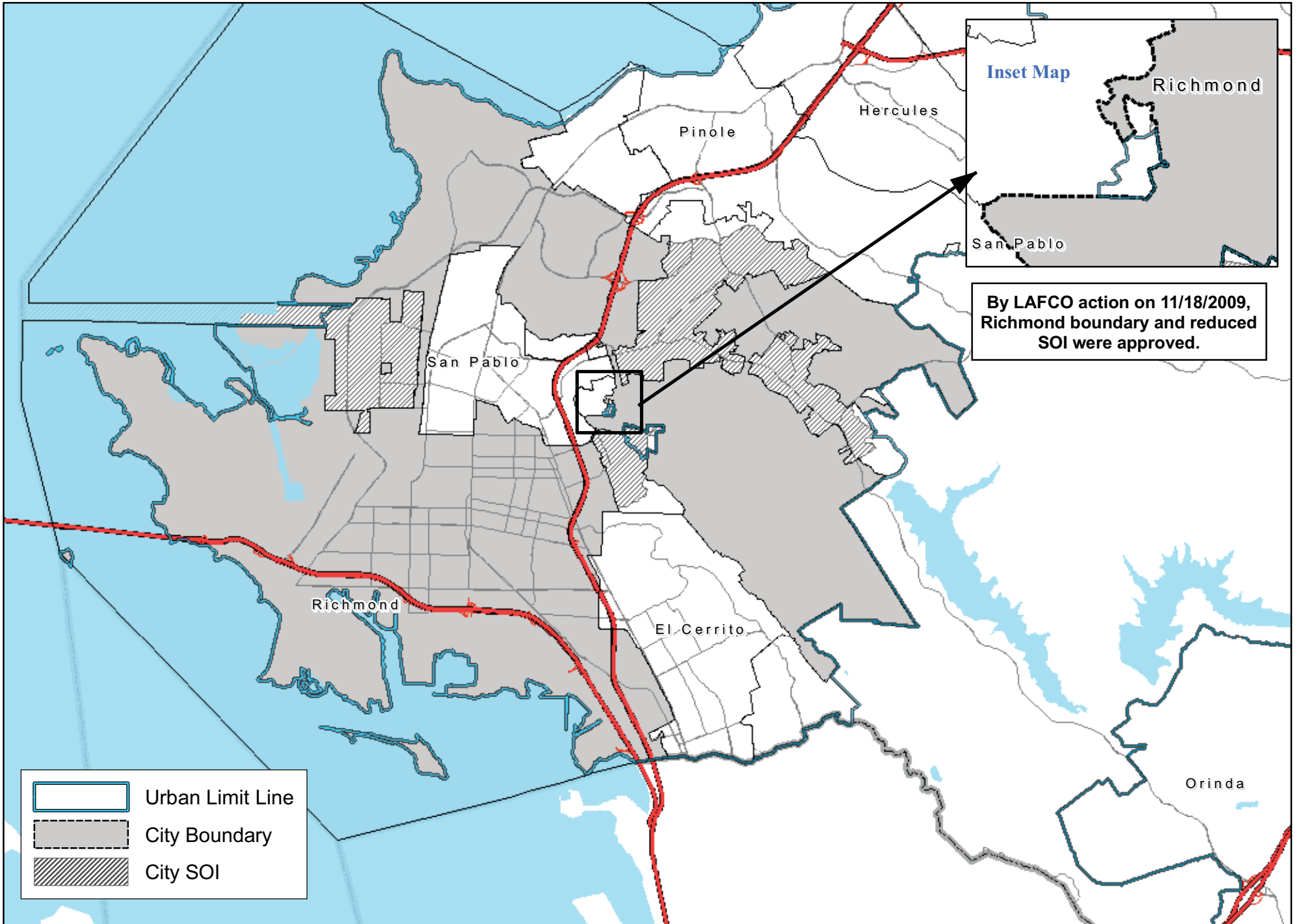
In the current General Plan, areas north of Wildcat Creek are designated for light industrial uses. The area south of Wildcat Creek is largely residential. The El Sobrante Valley area contains residential communities, ranch lands, and hillside, wooded open space. The unincorporated East Richmond Heights area contains residential communities and the Wildcat Canyon Regional Park. (Refer to Map 19-1)

At the present time, there are no unincorporated islands within the City limits that are less than 150 acres. The North Richmond census designated place (CDP) is substantially surrounded by the City, but exceeds the 150 acre size limitation to qualify for the streamlined annexation procedures under Government Code Section 56375.3. North Richmond CDP consists of approximately 900 acres and has a 2010 population of 7,717.

The East Richmond Heights CDP is partially within the Richmond SOI and partially within the El Cerrito SOI. This area totals approximately 370 acres and has a 2010 population of 3,280.

The El Sobrante CDP is primarily within the Richmond SOI, with a portion in the Pinole SOI. This area totals approximately 1,770 acres and has a 2010 population of 12,669. (Refer to the Pinole chapter for more information.).

City of Richmond Boundary and Sphere of Influence



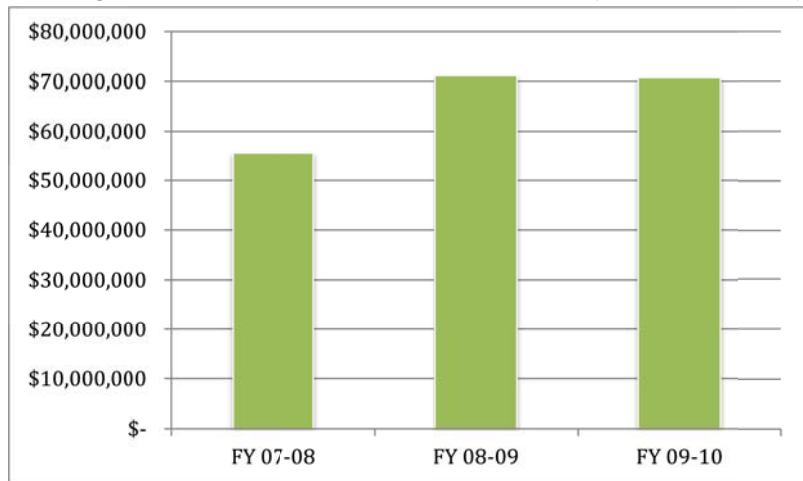
	Urban Limit Line
	City Boundary
	City SOI

By LAFCO action on 11/18/2009, Richmond boundary and reduced SOI were approved.

Financing

The Department’s services are financed primarily through the General Fund (89 percent) and augmented by six special revenue funds – the Asset Seizures, Police Telecommunications, Outside Funded Services Fund, Code Enforcement, General Capital, and Impact Fee funds, which account for 11 percent of total PD funds or almost \$8.0 million in FY 09-10. The Police Telecommunications Fund is used to report activities related to CAD dispatch, RMS records maintenance, and the 800 MHz equipment expense.

Figure 19-1: Richmond PD Expenditures (FYs 08, 09, & 10)



Over the last three fiscal years, police department expenditures initially increased, between FY 07-08 and FY 08-09, then plateaued, staying relatively stable for the last two fiscal years as shown in Figure 19-1. In FY 09-10, expenses for the Department were salaries (48 percent), benefits (25 percent), internal services (15 percent), other operating expenses (four percent), professional services (two percent), equipment and contract services (two percent), asset/capital outlay (two percent), transfer out (two percent), and utilities (less than one percent).

Long-term debt related to law enforcement services includes a loan to finance the completion of the Police Activities League Youth Center, and loans to the Police Chief.

On January 23, 2007, the City approved a loan of \$300,000 to provide temporary support for the Police Activities League (PAL) Youth Center expansion project to allow PAL to complete construction of the project. The loan is secured by a deed of trust on the property. The loan is due upon PAL’s receipt of the remaining balance of the State of California Department of Parks and Recreation’s Murray-Hayden Program Grant in the sum of \$500,000. In addition, on August 3, 2007 the City approved \$126,000 of additional funding for PAL to complete the construction of the youth center gymnasium and office complex. The same terms as the first loan apply to the second loan. The remaining balance as of the end of FY 09-10 was \$462,380.

In 2005, the City made a long-term loan of \$150,000, and a short-term loan of \$50,000, for a total loan amount of \$200,000, to finance the acquisition of the new Police Chief’s personal residence located within the City of Richmond. The loan is secured by a deed of trust on the property. The loan is due upon sale of the property, within 18 months after the Police Chief’s employment with the City terminates, or 15 years from the date of the loan, whichever occurs first. The short-term loan of \$50,000 was repaid during fiscal year 2006. The remaining balance of these two loans at the end of FY 09-10 was \$118,276.

In 2009, the City joined the California Joint Powers Risk Management Authority (CJPRMA) for general liability and employment practices coverage.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including patrol, investigations, traffic enforcement, dispatch, crime prevention, and search and rescue. The Department is responsible for community policing and code enforcement, and has a Special Weapons and Tactics (SWAT) Team, Canine Unit and temporary holding facilities.

The Department relies on the Sheriff's Office for long-term holding facilities and forensic lab services, County Animal Control for animal services, the City of Walnut Creek for bomb squad services, and various police academies for police training. Richmond PD collaborates closely with San Pablo PD and other nearby law enforcement service providers to reduce gang activities.

The Sheriff's Department also provides safety services within the City by responding to a City of Richmond "critical incident" in which a request has been made for "mutual aid."

Richmond PD provides public safety communications dispatch services, including receiving incoming 911 calls, to several municipalities and agencies in West County (Richmond Fire Department, El Cerrito PD, El Cerrito Fire Department, San Pablo PD, Kensington PD, Kensington Fire Protection District, and Contra Costa College PD) and after-hours records services to El Cerrito, San Pablo and Kensington PDs.

Patrol

Richmond PD patrols 30.4 square miles, with a variety of configurations with respect to the City boundary. (Refer to Map 19-1.). The Department recently "redeployed" its patrol personnel utilizing a "Neighborhood Beat Policing" model. Richmond is divided into three larger geographic districts - North, Central and South - each of which has its own police captain. Each district has three beats that typically include several neighborhoods. Each beat is supervised by a sergeant and has 7-8 officers per beat. Every patrol officer is assigned to a specific beat, regardless of what shift they work. The Department's goal is to build continuity of presence and relationships between officers and the public in every area of the City.

The Department also utilizes a Foot/Housing Patrol and a Marine Unit in the Southern District, a Foot/Bike Patrol and Traffic and Special Events Unit in the Central (Downtown) District, and a Foot/Bike Patrol in the Northern District.

Staffing

Figure 19-2: Richmond PD Staffing Levels

Unlike many other city police departments, over the last three FYs (09, 10, 11), Richmond PD’s staffing levels have significantly increased, as shown in Figure 19-2. Over this period, the Department has added 55 additional authorized positions to the force.

The Personnel and Training division is responsible for recruitment and hiring of new officers, reserve officers, dispatchers, civilian support staff, and police cadets. Currently, the Department is not accepting applications for police candidates, but is looking for reserve officers and volunteers to supplement law enforcement activities. The Department has an informal staffing goal with the aim of maintaining a sworn staffing level at a ratio of two officers per 1,000 residents. Richmond PD presently employs 1.83 sworn officers per 1,000 population, and has been able to maintain and even increase its sworn force.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Deputy Chief	2	1	2
Captain	5	5	5
Lieutenant	9	10	10
Detective	28	28	34
Police Officer	70	76	86
K-9 Officer	6	6	6
Dispatcher	24	25	25
Crime Prevention	2	2	2
Traffic Officer	6	7	7
Records Specialist	11	10	12
Office Support Staff	15	17	19
Parking Enforcement	2	2	4
Crossing Guard	9	9	9
Sergeant	22	25	25
School Res. Officer	6	6	6
Code Enforcement	9	12	24
Information Technology	3	5	5
Jailer	6	6	6
CCTV	0	5	5
TOTAL	236	258	293

Location

Richmond PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through a mutual aid agreement – the Contra Costa Mutual Aid Mobile Field Force - which provides police services of all types for calls to other counties on request. The Department also has mutual aid agreements for emergency back-up and call-handling with El Cerrito PD, Kensington PP&CSD, Pinole PD and San Pablo PD. The Department does not have any automatic aid agreements with other providers.

Although the City has a bifurcated boundary, Richmond PD did not identify any areas within the City’s boundaries that are particularly challenging to serve. This is attributed to the beat system within each District – North, Central and South.

The Department indicated that it had recently initiated a new code enforcement effort in the unincorporated community of North Richmond, which was posing a challenge. This enforcement effort, which includes building code enforcement, graffiti abatement, trash and yard clean-up, abandoned vehicle abatement, and zoning enforcement is a cooperative effort with Contra Costa County and is funded by mitigation monies from the Zeneca Corporation ‘super fund’ site. Committee oversight involves a County Supervisor, the Mayor, and a City Council Member.

Infrastructure

Richmond PD operates out of a leased police headquarters located at 1701 Regatta Boulevard and two substations at Harbor and McDonald and at Hilltop Mall. The police headquarters is housed in a three-year-old building which is considered to be in excellent condition. The Department has a full jail facility with 14 beds and a secure vehicle area. Dispatch and special investigations are located offsite.

The Family Justice Center is temporarily located at the Hilltop Mall Sub-station. The Department expressed a need for a third substation in the southern part of the City.

Work on the Southern District substation is scheduled to start in FY 11-12. It will include a minimum of three offices, report writing room and storage for equipment and bicycles. The project, which is being financed out of the General Capital Outlay fund, will cost \$500,000 over two years. There are no plans for significant capital improvements to existing police facilities.

Based on the City’s current capital improvement plan for FY 2010-2011 – 2014-2015, there are two current ongoing projects – installation of CCTV cameras at crime “hotspots” and the purchase of safety equipment for new officers. There are currently 43 cameras at key locations with three more being added each year. The proposed capital improvement plan for FY 2011-2012 – 2015-2016 outlines additional planned projects for purchase of automatic vehicle locator, license plate readers, SWAT equipment and radio gear, traffic laser radar equipment and vehicles to tow police boats.

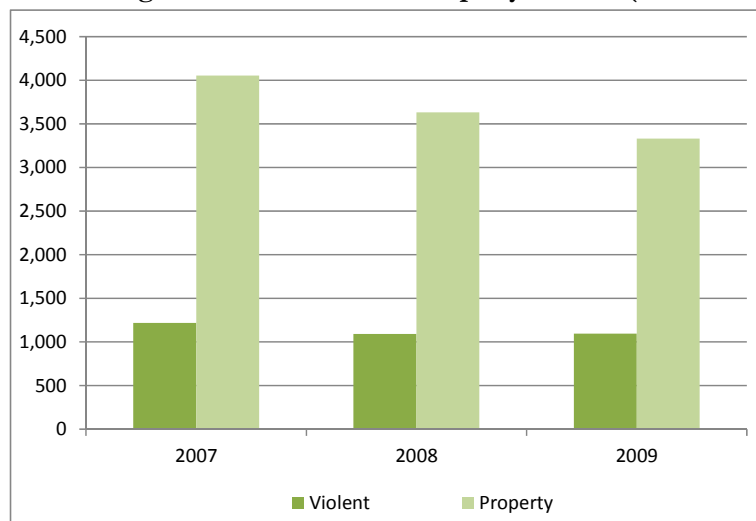
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 19-4: Richmond Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Over the last three years the overall number of both violent and property crimes have decreased. During the last two years, the annual number of violent crimes did not experience significant change, as shown in Figure 19-3. From 2007 to 2008 violent crimes declined by ten percent. The number of violent crimes per capita stayed relatively static over the three year period. Property crimes steadily declined each year, with a cumulative decrease of 18 percent from 2007 to 2009.

Figure 19-3: Violent and Property Crimes (2007-2009)



Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 46 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 110,600 service calls per year in 2007, 2008 and 2009, which is 1,059 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The City did not report any particular times when it had especially high demand. However, the Department called Richmond a “sanctuary city” and indicated that it was the reason why there were so many undocumented residents typically undercounted in the Census. While undocumented, these residents also contribute to demand for Richmond PD’s services.

Increased focus is being directed to the ‘Iron Triangle,’ in the downtown area, which is part of Beat 6. This effort is an attempt to impact violent crime and the high homicide rate in this area. Homicides have been reduced as well as putting pressure on gang members, parolees, and probationers involved in crime activity.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Richmond PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.³⁴ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Richmond PD on average responds to Priority 1 incidents within six minutes and 11 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 19-4, Richmond PD had a DOJ clearance rate of 16 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of five percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Richmond PD solves a

³⁴ Walker and Katz, 2002.

significantly smaller portion of both violent and property crimes within its jurisdiction than the average of other providers in the County.³⁵

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Richmond PD is considerably higher than the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 1.83.

³⁵ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff's Office, cleared crimes are reported by the Sheriff's Office, not the City. Clearance rates as reported by the agency may differ depending on the agency's definition of a cleared crime. An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 19-4: Richmond Law Enforcement Overview

Richmond Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Richmond	Population (2009)	104,513
Number of Beats	9	Population (2010)	103,701
Dispatch	Richmond	Total Service Calls (2009)	110,600
Search and Rescue	Richmond	Calls per 1,000 population	1,058
Investigations	Richmond	Crime Activity	
Traffic Enforcement	Richmond	Arrests (2009)	2,840
SWAT	Richmond	Violent Crimes (2009)	1,095
Temporary Holding	Richmond	Property Crimes (2009)	3,333
Long-term Holding	Sheriff	Traffic Accidents	1,329
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	3,261
Canine (K-9) Services	Richmond	Property Crime Rate per 100,000 ¹	10,545
Staff Training	Police academies		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	6:11	Total Staff (2010)	293
Response Time Base Year	2010	Sworn Staff	190
Clearance Rate of Violent Crimes ²	16%	Support Staff	103
Clearance Rate of Property Crimes ²	5%	Volunteers	30-35
Per Capita Cost (General Fund)	\$ 606	Sworn Staff per 1,000 population	1.83
Service Challenges			
There is a new effort by Richmond PD to initiate code enforcement in the unincorporated North Richmond area, which has posed a particular challenge the Department.			
Facilities			
Station	Location	Condition	Built
Main station	1701 Regatta Blvds, Richmond, CA	Excellent	2008
Substation 1	Harbor and McDonald	Good	NP
Substation 2	Hilltop Mall	Excellent	2010
Dispatch	326 27th Street	Good	NP
Special Investigation	NP	NP	NP
Family Service Ctr.	Hilltop Mall (Temporary)	Good	NP
Current Facility-Sharing and Regional Collaboration			
The Department provides dispatch services to multiple west County agencies. Richmond PD utilizes the services of Sheriff's Department Forensics Lab for crime lab services. It also works closely with San Pablo PD and other nearby law enforcement service providers on reducing gang activity.			
Opportunities for Facility-Sharing and Regional Collaboration			
No further opportunities for facility and resource sharing were identified by the Department.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

20. City of San Pablo

The City of San Pablo provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the western portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the San Pablo Police Department is contained in the West Contra Costa County Sub-regional MSR adopted by the Commission on November 18, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of San Pablo is a general law city, which was incorporated in 1948. Its boundary area is approximately 2.6 square miles. The City's SOI encompasses the two unincorporated communities of Rollingwood and North Arlington to the east of the city limits. (Refer to Map 20-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Walter N. Schuld, who serves as the department head for the Police Department (PD) and reports to the City Manager. The City has a law enforcement-related advisory commission or committee known as the Safety Commission. The Commission is comprised of representatives from the Police Department, Public Works Department and five members of the community who are appointed by the City Council. The primary duty of the Safety Commission is to discuss traffic related issues affecting the community. The Commission meets the last Wednesday of odd numbered months, and the public is welcomed and encouraged to attend the meetings and provide their input regarding traffic related issues as well.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. Activities in the City include:

- Business Crime Prevention (officer assistance to businesses with law enforcement related concerns);
- Neighborhood Watch (neighbors watching for crime and suspicious activity);
- Community Emergency Response Teams (CERT) Program (training in disaster and emergency preparedness);
- Youth Education Services (YES) Program (classroom instruction on use of 9-1-1, 'good touch, bad touch,' bullying, drug and gang prevention, self-esteem and life skills for students grade 3 through 8);

- Ride-A-Long (citizens ride with police officers to observe officers' work on duty);
- Public Safety Day (police and other public safety entities provide residents with safety information);
- The Parent Project (parenting class for parents of at-risk youth); and
- Kids To Camp (camping for at-risk youth and officers).

The Department sponsors a Police Explorer program which teaches different aspects of law enforcement to youth possibly interested in a career in police work. The Department also reaches constituents in the bilingual community through newsletters and E-newsletters. The Department makes crime statistics and other information available on its website.

If a constituent has a complaint regarding the Department or its employees, then complaints may be submitted in person or on the phone. Complaints are resolved through Internal Affairs. During the 2007-2009 period, San Pablo PD received 27 complaints of which 14 were sustained, eight were unfounded, one was exonerated, and four were not sustained. The Department averages one complaint per 8,000 contacts.

San Pablo PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 2010-11 budget, the Department has 56.0 authorized sworn positions, and 21.0 support positions. Authorized positions may not correlate directly with positions by type as reported by the Department due to part-time positions and vacancies. The Department is supplemented by three reserve officers and a Police Explorer program. The PD may get some volunteers out of the Citizen's Academy, which just graduated its first class.

The Department is divided into three divisions: Patrol; Investigations; and Support Services. One captain oversees all three divisions. The captain reports to the Chief. The Patrol Division is the largest division within the department. The Patrol Division command staff consists of one patrol lieutenant who oversees the Division's patrol functions. The Division is divided into five squads each supervised by a sergeant. In addition, these squads are assisted daily by the Traffic Unit, and if needed for designated critical incidents, the Special Entry and Apprehension (SEA) Team. The Investigations Division command staff consists of two lieutenants. The primary responsibility of this division is to conduct in-depth investigations on criminal cases and prepare them for presentation to the District Attorney's Office. The Support Services Division is overseen by a sergeant and responsibilities include administrative support, facility maintenance, background investigations, communications, fleet management, records, and property/evidence. The Police Department recently reorganized its management structure to improve accountability and service by creating three Lieutenant positions, two of which were placed in the Patrol division. This permitted the Sergeants to significantly increase their supervision in the field. The third Lieutenant was assigned to Investigations and Services Division, allowing for increased supervision of the specialized units.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager and with the City Council.

The Department is in the process of adopting a Strategic Plan, which has been delayed due to other large-scale projects taking priority. One large-scale project is the installation of a city-wide surveillance system. The responsibilities of the San Pablo PD as outlined in the FY 10-11 budget are: 1) maintaining an effective law enforcement presence in the community to combat crime and improve public safety and confidence; 2) maintaining the highest degree of professionalism and

efficiency at all times; 3) continuing efforts to reduce violent crime and narcotics trafficking through combined multi-agency operations in West County; 4) eradicating safety hazards that create blight and adversely affect the quality of life within the City through a combined effort; 5) enhancing community outreach programs through the Explorer Program, YES Program, gang intervention, Kids to Camp, and Neighborhood Watch; 6) continuing expansion of traffic and commercial vehicle enforcement in order to reduce collisions, truck parking and overweight truck violations; and 7) enhancing emergency planning and training for City staff, citizens, and businesses within the City.

Sworn officers are evaluated every four months and annually. New staff is evaluated after a two-year probation period. The Department tracks workload based on monthly analysis of contacts per officer, and tracks monthly calls for service by type. The Department does not create an annual report to track workload or evaluate department performance.

In order to improve efficiencies, the Department is working to streamline the workload and eliminate duplication of efforts. This has been accomplished by the addition of three Lieutenants, thereby freeing up first line supervisors. The Department reported that it had made significant improvements in graffiti abatement. The Department works with the City's Public Works Department using GPS cameras to record incidents and locations. Together, this collaboration has resulted in 97 percent reduction in graffiti.

Planning documents that guide San Pablo PD's services are the City's 2010-2030 General Plan, which was adopted in April 2011, the Department's mission statement, and the City's budget with departmental goals.

General Plan Service Standards for police are as follows:

- Develop and implement a community-based police strategy compatible with the service level standards identified in the Growth Management Element, and
- Capital facilities and personnel shall be provided sufficient to maintain a force level of at least 1.43 officers per 1,000 population.

The Department presently meets, and in fact, greatly exceeds, the adopted force level standard with an officer ratio of 1.9 per 1,000 population. The Growth Management Element does not contain any service level standards for police services.

Financial planning documents include the biennial budget, and a cost allocation plan. The City does not have a multi-year capital improvement plan. Capital projects are planned for biennially in the City's budget with a capital projects list maintained by the Public Works Department. There are 19 capital projects for FY 10-11, none of which are related to law enforcement. The Redevelopment Agency prepares a five-year implementation plan that plans for specific and potential projects with estimated expenditures. The existing five-year plan covers the period from 2010 to 2014 and nine projects, none of which are related to law enforcement.

Population and Growth Projections

According to the 2010 Census, the population of the City is 29,131. Over the last 10 years, the population of San Pablo has declined by four percent.

The City and the unincorporated communities within its SOI are considered to be built-out. The City projects that development will primarily consist of reuse of existing sites; however, there is some room for residential development within areas assigned to residential zoning. These areas are anticipated to be sufficient to meet residential land use needs through 2030 under a moderate growth scenario. The City plans to prepare guidelines for hillside development to expand

opportunities for development overall. Specific Plans are underway for San Pablo Avenue and 23rd Street, with additional development related to in-fill of vacant residential and commercial areas.

Based on ABAG projections, the City is anticipated to grow by 17 percent over the next 25 years. Similarly, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 37,700 in 2035.

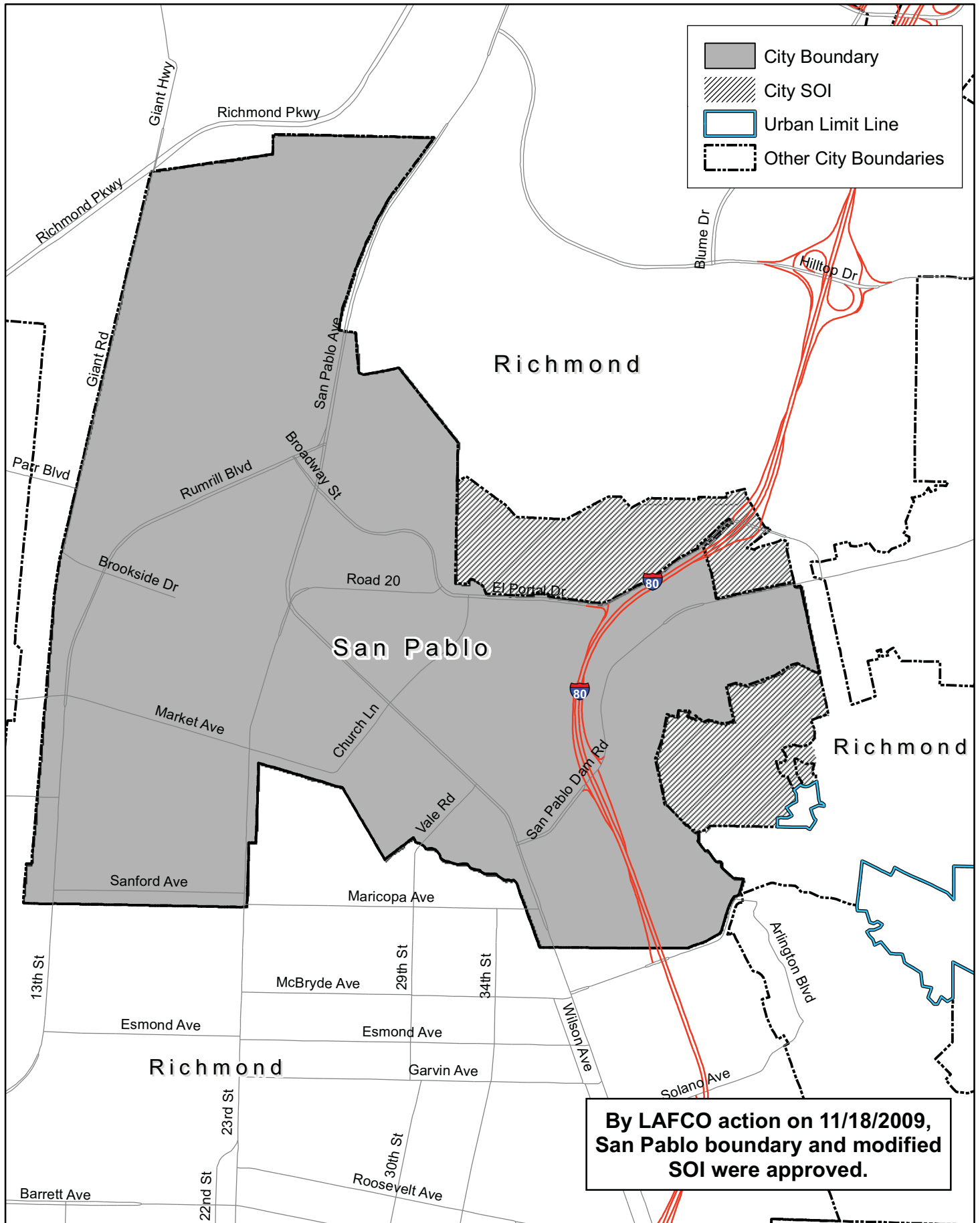
The Department is invited to evaluate and comment on any proposed developments.

San Pablo's SOI includes the unincorporated communities of Rollingwood and a majority of North Arlington. Land uses within these two areas are consistent with urban development, and are primarily residential with some commercial and institutional uses. Law enforcement services to Rollingwood and North Arlington are provided by the Contra Costa County Sheriff's Office (SO). Both are unincorporated islands and qualify for the streamlined annexation procedures under Government Code Section 56375.3 because they are less than 150 acres in size.

North Arlington consists of approximately 96-acres and is surrounded by San Pablo on the north and west, and by Richmond on the south and east. Within the North Arlington SOI area is an area generally south and east of Bayview Avenue and Harbor View Avenue that is within the boundaries of the City of Richmond but not within Richmond's SOI. These boundaries divide the community. North Arlington is adjacent to Alvarado Park to the south and open space to the east and includes territory that is outside the County adopted Urban Limit Line.

Rolling wood consists of approximately 132 acres and is surrounded by San Pablo on the south and west, and by Richmond on the north and east. The Rollingwood census designated place (CDP) has less area than the Rollingwood unincorporated island (106-acres versus 132-acres) but helps provide a demographic picture of the community. The 2010 population for the Rollingwood CDP was 2,969. (Refer to Map 20-1.)

City of San Pablo Boundary and Sphere of Influence



Financing

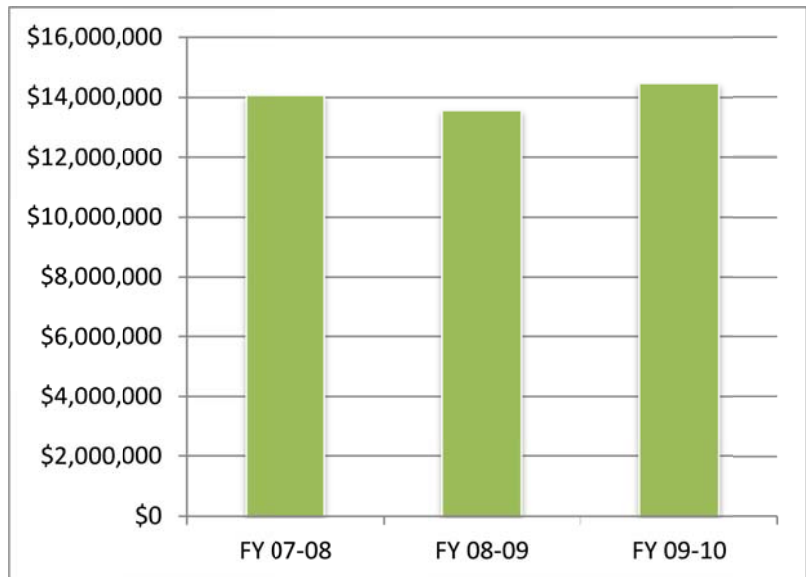
The Department’s services are financed primarily through the General Fund (97 percent) and augmented by two non-major governmental funds which account for three percent of total PD expenditures. The Law Enforcement Services Special Revenue Fund accounts for revenues received from the Supplemental Law Enforcement Services Grant, the Local Law Enforcement Block Grant, and court fines. In FY 09-10, \$441,458 was allocated to law enforcement activities out of this fund. The Adjudicated Asset Seizures Fund accounts for revenues received from sales of assets seized during drug-related arrests. In FY 09-10, \$30,371 was allocated from this fund for PD expenditures. General Fund revenue sources related to law enforcement services include fines and forfeitures and payments by the San Pablo Lytton Casino for contract services. In FY 09-10, these revenue sources constituted \$338,838 in revenue.

General Fund revenues are heavily dependent upon the annual casino business license charged to the San Pablo Lytton Casino. These fees constitute 57 percent of the City’s total General Fund revenue in the amount of \$12.2 million per year. The PD utilizes \$14.1 million in General Fund revenue per year (74% of the City’s total General Fund revenue).

Figure 20-1: San Pablo PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years dipped slightly in FY 08-09 and rebounded in FY 09-10, as shown in Figure 20-1. Police net expenses increased \$0.8 million in 2010. The increase in expenditures in FY 09-10 is primarily due to salary increases and overtime as Code Enforcement was merged into the Police department in that year.

In FY 09-10, the primary expenses for the Department were personnel (82 percent), supplies and services (16 percent), internal services (one percent), and capital outlays (one percent).



The City had \$88 million in long-term debt outstanding as of June 30, 2010, none of which was directly related to law enforcement services.

San Pablo takes part in the Municipal Pooling Authority joint powers authority for risk management coverage.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Department is responsible for community policing and code enforcement, has a Special Entry and Apprehension (SEA) Team, and conducts Emergency Preparedness training. San Pablo PD is also involved in the East Bay Regional Communication System, Incident Command System (ICS), West Contra Costa County Narcotic Enforcement Team (WestNET), and the Contra Costa Mobile Field Force.

The Department relies on the Sheriff's Office for search and rescue services and long-term holding facilities, County Animal Control for animal services, the City of Walnut Creek for bomb squad services, and the City of Richmond for police dispatch and records management services.

The Sheriff's Department also provides safety services within the City by responding to a City of San Pablo "critical incident" in which a request has been made for "mutual aid."

San Pablo provides contract services to the Lytton Band of Indians for all law enforcement services at the San Pablo Casino. The Municipal Services Agreement between the City and the Lytton Band of Indians stipulates that the San Pablo Police Department will enforce California criminal law at the San Pablo Casino and that the Department will conduct background investigations of all Casino employees. The Casino has its own security personnel, but all police services are provided by the PD.

Patrol

San Pablo PD patrols 2.6 square miles which are divided into three beats with "blended shifts." Patrol shifts have significant overlap with a blend of three teams with 12-hour shifts and four teams with 10-hour shifts. The City makes use of bicycle patrols for parks and commercial corridors; additionally, there are 160 foot patrols per month in the downtown area.

Staffing

Over the last three FYs (09, 10, 11), sworn staffing of San Pablo PD has remained static as has the number of support personnel. (Refer to Figure 20-2.) In FY 09-10, three Lieutenants and three Detectives were added which offset the reduction in four officers. In FY 10-11, staffing levels remained the same.

Currently, the department determines staffing levels based upon recent crime trends. The Chief takes input from department staff when determining staffing levels for the next fiscal year. San Pablo PD presently employs 1.92 sworn officers per capita, and has been able to maintain its sworn force.

Figure 20-2: San Pablo PD Staffing Levels

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Captain	0	1	1
Lieutenant	0	3	3
Detective/Sergeants	8	11	11
Police Officer/Sergeants	38	34	34
K-9 Officer	4	4	4
Traffic Control Officer	3	3	3
Records Specialist	9	9	9
Office Support Staff	5	5	5
Police Service Assistant	2	2	2
Police Service Technician	7	7	7
Building Inspector	1	1	1
TOTAL	78	81	81

Location

San Pablo PD provides services throughout the City's territory, and in addition, provides services outside its boundaries through mutual aid agreements. The joint mutual aid agreements include an agreement with the Contra Costa County Sheriff's Office and the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed.

The Department did not identify any areas within the City's boundaries that are particularly challenging to serve.

Infrastructure

San Pablo PD operates out of a police headquarters at 13880 San Pablo Avenue. The gang unit and code enforcement are housed off-site. The police headquarters was reconstructed in 2008 and is considered to be in very good condition. The Department reported that the current facilities are at maximum capacity, and will need to be expanded to address any growth in demand.

The PD reported that ideally, there would be a District Attorney's Office at the police headquarters. The Department indicates that it would be helpful to be able to book arrestees into the West County Detention Facility (WCDF), as opposed to transport to the Martinez Detention Facility. However, the logistics of staffing, training and funding WCDF for arrestee intake activities has not been forthcoming.

It appears that there are no plans for significant capital improvements to the police facilities in the next two fiscal years.

The Department did not report any needs related to vehicles or equipment. Vehicles and equipment are kept within a secure area adjacent to the police building. The vehicle fleet ranges from 1996 to 2011, and are utilized for up to 120,000 miles.

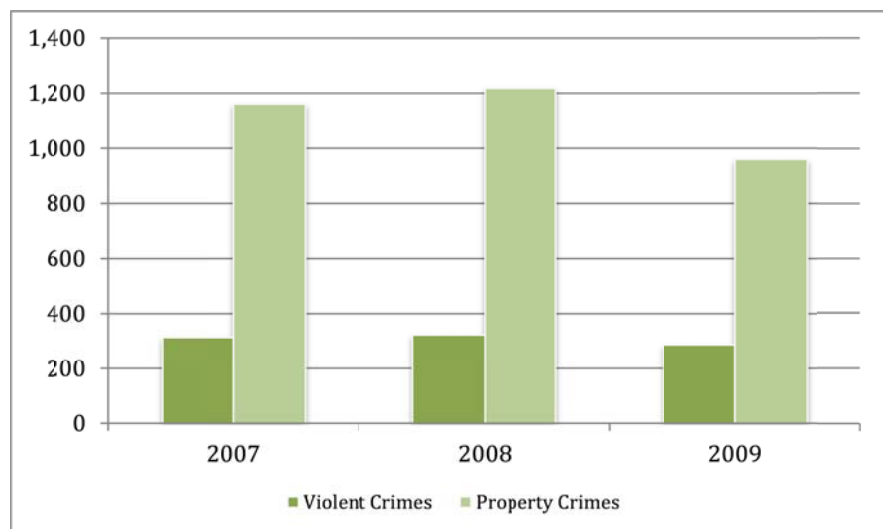
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 20-4: San Pablo Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

During the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 20-3, while the number of violent crimes has fluctuated over this time period, the number of property crimes has

Figure 20-3: Violent and Property Crimes (2007-2009)



declined by almost 17 percent between 2007 and 2009. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 49 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 26,500 service calls per year in 2007, 2008 and 2009, which is 853 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The Department reported that there are no periods or events with particularly high demand for police services.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by San Pablo PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.³⁶ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. San Pablo PD on average responds to Priority 1 incidents within four minutes and 30 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 20-4, San Pablo PD had a clearance DOJ rate of 28 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of 10 percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning San Pablo PD solves a lower portion of violent crimes and the same portion of property crimes within its jurisdiction than the average of other providers in the County.³⁷

³⁶ Walker and Katz, 2002.

³⁷ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Law Enforcement MSR

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. San Pablo PD is considerably above the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 1.92 per 1,000 residents.

Figure 20-4: San Pablo Law Enforcement Overview

San Pablo Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	San Pablo	Population (2009)	31,065
Number of Beats	3	Population (2010)	29,139
Dispatch	Richmond PD	Total Service Calls (2009)	26,500
Search and Rescue	Sheriff	Calls per 1,000 population	853
Investigations	San Pablo	Crime Activity	
Traffic Enforcement	San Pablo	Arrests (2009)	1,539
SWAT	San Pablo	Violent Crimes (2009)	287
Temporary Holding	San Pablo	Property Crimes (2009)	960
Long-term Holding	Sheriff	Traffic Accidents	323
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	2,905
Canine (K-9) Services	San Pablo	Property Crime Rate per 100,000 ¹	10,497
Staff Training	San Pablo		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	4:30	Total Staff (2010)	77
Response Time Base Year	2010	Sworn Staff	56
Clearance Rate of Violent Crimes ²	28%	Support Staff	21
Clearance Rate of Property Crimes ²	10%	Volunteers	3
Per Capita Cost (General Fund)	\$ 485	Sworn Staff per 1,000 population	1.92
Service Challenges			
San Pablo PD did not report any significant challenges to providing law enforcement services.			
Facilities			
Station	Location	Condition	Built
Main Station	13880 San Pablo Ave San Pablo, CA	Good	2008
Current Facility-Sharing and Regional Collaboration			
San Pablo PD participates in the East Bay Regional Communication System, ICS, WestNET, and Contra Costa Mobile Field Force.			
Opportunities for Facility-Sharing and Regional Collaboration			
San Pablo PD did not identify any future opportunities for facility-sharing or regional collaborations.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

21. City of San Ramon

The City of San Ramon provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the San Ramon Police Department is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission on September 9, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of San Ramon is a charter city, which was incorporated in 1983. Its boundary area is approximately 18.4 square miles. The City's SOI encompasses three separate unincorporated areas, one in the northwest (Bollinger Canyon area), one in the southwest (Norris Canyon area) and one in the southeast (Dougherty Valley area). (Refer to Map 21-1.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Scott Holder, who serves as the department head for the Police Department (PD) and reports to the City Manager. The City does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. Activities in the City include: "Coffee with the Cops"; Character Counts (a high school program about character and ethics); the Crime Free Multi-Housing Program; the Crime Free Business Program; Neighborhood Watch; CERT Program (training citizens in emergency and disaster preparedness); the Ride-Along Program (citizens tour day-to-day operations of police officers); and the Citizens Volunteer Program. The Department sponsors an Explorer/Cadet program, which teaches different aspects of law enforcement to youth possibly interested in a career in police work, and runs a Youth Policing Academy in the summer. Additionally, the Department takes part in educating senior citizens on identity theft. The Department makes crime statistics and other information available on its website. The Department also has a weekly column in the newspaper, and makes themselves accessible to citizens by e-mail.

If a constituent has a complaint regarding the Department or its employees, contact information is available online, and complaints may be submitted in person, by email, mail, or over the phone. Informal complaints are handled immediately by supervisors. Formal complaints are handled through the internal affairs (IA) process. For the San Ramon PD, in 2007 there were two complaints and both were sustained; in 2008 there were six complaints in which four were

sustained and two not sustained; and in 2009 there were four complaints in which one was unfounded, one was exonerated, and two were sustained.

San Ramon PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 10-11 budget, the Department has 77.5 authorized FTEs or 81 positions. Of the 81 positions, 58 are sworn and 23 are support positions. The Department is supplemented by a volunteer program that presently has approximately 45 volunteers, and an Explorer/Cadet Program. Volunteers help with special events, collect emergency contact information from local business owners, help in the front offices with administrative work, assist the detectives and the youth resource officer, conduct tours of the police station, and help with other community outreach programs.

The Department is divided into two bureaus: Operations and Administration. One Captain oversees both bureaus, and reports to the Chief. The Operations Bureau is divided into three divisions: Traffic, Patrol, and Investigations. One lieutenant oversees these three divisions. The Administration Bureau is comprised of four different functional areas: Finance, Executive Support, Records, and Professional Standards and Training. Youth Services, Character Counts, Crime Prevention, and Property/Evidence are additional areas of responsibility that complete the Professional Standards and Training Division. One lieutenant is assigned to oversee each area.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager and with the City Council.

Each year the police department sets goals for the coming year. These goals are established working in conjunction with the City Council, City Manager, residents and staff. At the end of each year, the Department's success in achieving the established goals is evaluated, and goals are set for the upcoming year. Departmental goals, and related deadlines for completion, are established during the City's annual budget process. Major action plan items, as outlined in the FY 11-12 budget are: 1) deploying reclassified lieutenant positions; 2) implementing City Council approved department reorganization; 3) realigning city patrol beat structure for greater efficiency; 4) beginning the implementation of a reserve officer program; 5) conducting a shelter training and exercise; 6) implementing an emergency operations plan; and 7) implementing a Field Operations Center at Public Services.

Sworn officers are evaluated annually. New staff are evaluated after 12 months of a probation period. The Department has a "pay for performance" program, meaning officers are rewarded for outstanding performance. If a sworn officer 'meets' expectations, then the officer receives an annual bonus of an additional paid vacation day. If the sworn officer 'exceeds' expectations, then the officer receives an annual bonus of two additional paid vacation days. Determinations are made as part of the annual evaluation.

The Department puts together an annual crime and services report as well as a crime report to the State, which tracks the workload of the Department as a whole. The Department's performance is evaluated yearly in both its annual report and during the budget process. The Department also conducts a quality assurance survey to evaluate the public's perception of law enforcement services in the City.

As part of the quality assurance survey, supervisors of employees of the Department periodically contact citizens that have interacted with department employees. The contact is conducted on a random basis. Throughout FY 09-10, 706 quality assurance surveys were completed with random citizens who interacted with the Department. Thirty-four police officers

were reviewed throughout the survey process. The questionnaire allowed respondents to rate their experience with each officer as very satisfied, satisfied or dissatisfied. Of the respondents, 99 percent reported that they were satisfied or very satisfied with the services received from San Ramon PD.

Planning documents that guide San Ramon PD's services are the City's 2000-2020 General Plan (adopted in March 2002), the Planning the City's Future General Plan 2030 Update (adopted in April 2011), and a mission statement.

General Plan Service Standards for police are as follows:

- Prior to project approval, require written verification from the San Ramon Police Department that a three- to five-minute response time for emergency calls and a 20-minute response for all other calls can be maintained 95 percent of the time.

San Ramon PD currently meets the response time standard with a response time for Priority One calls of three minutes and 30 seconds. The City meets the response time standard for other calls with an average overall response time for routine calls of a little over 10 minutes per call.

Financial planning documents include the annual budget, a capital improvement plan, and comprehensive annual financial reports. The City's capital improvement program is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The plan covers a five-year period and is updated by staff and approved by the City Council each year. Engineering Services is responsible for the administration and implementation of the CIP and capital budget. The program is a guide for identifying current and future fiscal year requirements and becomes the basis for determining the annual capital budget. The capital budget is the first year of the CIP. The capital budget is incorporated in the annual budget, which appropriates funds for specific facilities and improvements. Projects slated for subsequent years in the program are approved on a planning basis and do not receive ultimate expenditure authority until they are eventually incorporated in a capital budget. San Ramon's current CIP is for the period FY 10-11 – 15-16, and consists of 18 projects in construction, of which one project is related to law enforcement services—the purchase and improvement of the new police headquarters.

Population and Growth Projections

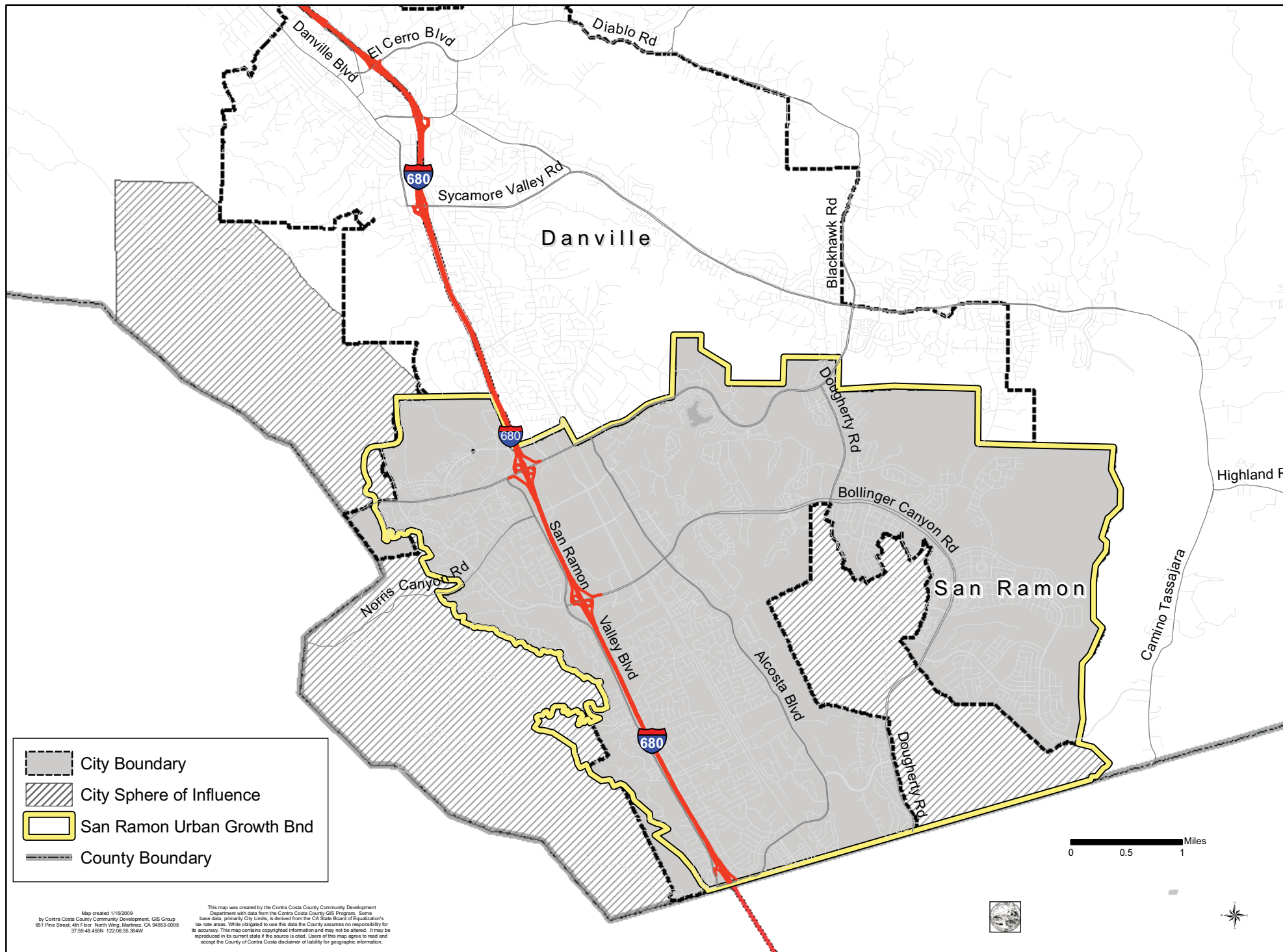
According to the 2010 Census, the population of the City is 72,148. Over the last 10 years, the population of San Ramon has grown by 61 percent.

The City anticipates that growth will continue to be strong over the next decade; however, the City has very little vacant land available for new development within its current City limits, with the exception of the newly annexed Faria Preserve area. Additional growth potential exists within the SOI; however, much of the SOI areas are outside of the adopted ULL. In order to direct and organize anticipated growth, the City has adopted specific plans for Dougherty Valley, the Westside, and North Camino Ramon.

Based on ABAG projections, the City is anticipated to grow by 43 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while the countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 90,900 in 2035.

Based on the adopted General Plan standard, the Department is obligated to evaluate the PD's ability to respond within adopted response time standards to any proposed developments. Growth strategies related to law enforcement in the City include performance standards adopted as part of the Growth Management section of the City's General Plan as indicated above.

City of San Ramon Boundary, Urban Growth Boundary, and Sphere of Influence



The currently adopted SOI for the City includes approximately 30.7 square miles and includes the Dougherty Valley Specific Plan Area, the Westside (Norris Canyon) Specific Plan Area, and Bollinger Canyon, northwest of the City. The Dougherty Valley area and a portion of the City are provided law enforcement services by the San Ramon PD through a financing mechanism from County Service Area M-29. Refer to the CSA M-29 section of Chapter 23 for details. (Refer to Map 21-1.)

Financing

The Department's services are financed primarily through the General Fund (64 percent) and the Dougherty Valley Special Revenue Fund (36 percent), and augmented by the Police Services Fund which accounts for less than one percent of total PD expenditures. The Police Services Fund tracks revenue from donations and fines and forfeitures.

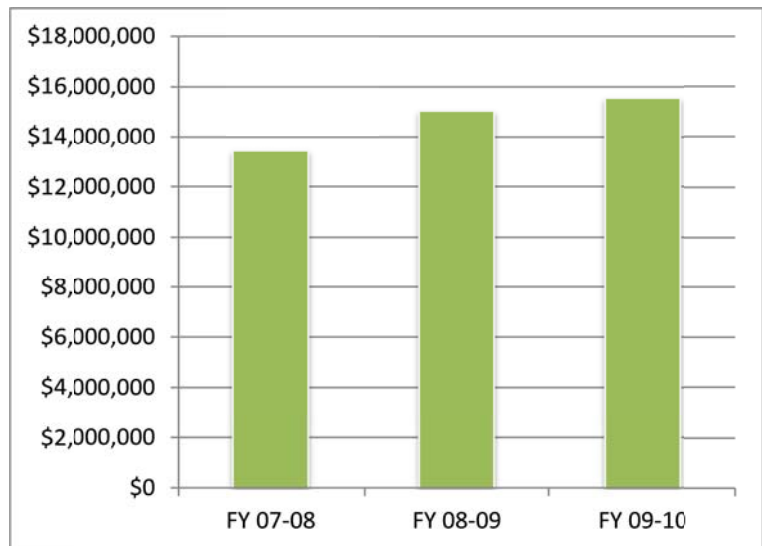
The Dougherty Valley Fund was created to track revenue and expenditures associated with the services provided in County Service Area (CSA) M-29. Per existing agreements with Contra Costa County and the major developers in Dougherty Valley, the City is required to separately budget for and track expenditures to provide services in the area covered in the agreements. As the City proceeds with annexing land in the Dougherty Valley area, and build-out continues, this area of the budget continues to grow. The fund tracks expenditures that are reimbursable under the agreements, including police patrols, park maintenance, road maintenance, and landscaping services. The City is required to claim reimbursement from the County for these expenses. Due to the slow real estate market funds available from assessment revenues have not kept up with the cost of providing services in the area. In FY 10-11, \$2.0 million of Special Reserves are being utilized to make up the difference. In future years the General Fund will need to make up the difference until home sales rebound.

Revenues are also collected from charges for services (\$668,991 in FY 09-10) and operating grants (\$155,048 in FY 09-10), and are considered General Fund monies.

Figure 21-1: San Ramon PD Expenditures (FYs 08, 09, & 10)

PD expenditures over the last three fiscal years have increased by 16 percent, as shown in Figure 20-1. In FY 09-10, the primary expenses for the Department were personnel (84 percent), contract services (nine percent), materials and supplies (three percent), other costs (three percent), and capital purchases (less than one percent).

At the end of FY 09-10, the City had \$119 million in long-term debt, none of which was related to law enforcement services. The Redevelopment Agency purchased the property for the new police headquarters facility, which is discussed further in the Infrastructure section, and did not incur any debt.



San Ramon takes part in the Municipal Pooling Authority joint powers authority for risk management coverage.

Law Enforcement

Nature and Extent

Upon incorporation in 1983, San Ramon contracted with the Sheriff’s Office (SO) for law enforcement services. On July 1, 2007, the City established its own police department.

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Department is responsible for community policing, has a Special Weapons and Tactics (SWAT) Team, and conducts emergency preparedness training. San Ramon PD also participates in the Central Contra Costa Narcotic Enforcement Team (CCCNET) and is a member to an agreement with the Town of Danville, San Ramon Valley Fire Protection District and San Ramon Valley Unified School District to collaborate on improving the emergency preparedness of the San Ramon Valley community

The Department relies on the SO for police dispatch services, detention facilities, and search and rescue; County Animal Control for animal services; and Walnut Creek for bomb squad.

The Department has considered taking on dispatch in conjunction the Walnut Creek PD. The Department worked on a joint dispatch inter-agency task force to evaluate the potential of San Ramon PD sharing dispatch facilities with Walnut Creek PD. Results of the study in 2009 indicated that it was not financially feasible to augment a shared dispatch facility.

The Sheriff’s Department also provides safety services within the City by responding to a City of San Ramon “critical incident” in which a request has been made for “mutual aid.”

San Ramon PD does not provide contract services to other agencies.

Patrol

San Ramon PD patrols 18.4 square miles in the City, plus approximately three square miles in the Dougherty Valley. The total patrol area is divided into six beats. The Patrol Division consists of six teams, with three to four officers, one corporal and one sergeant on each watch, who rotate shifts to provide 24-hour coverage, 7 days per week. San Ramon utilizes a single officer for each beat vehicle. By maintaining area assignments (beats), patrol reduces overall response time and provides comprehensive coverage to the City of San Ramon. Additionally, to augment specific patrol duties, the Patrol Division utilizes three police service dogs and their handlers.

Staffing

Figure 21-2: San Ramon PD Staffing Levels

Over the last three FYs (09, 10, 11), unlike many other city police departments, San Ramon has been able to maintain stable staffing levels, and actually added two sworn positions in FY 09-10. (Refer to Figure 21-2.)

Staffing levels are determined annually as part of the City budget process. San Ramon PD presently employs 0.80 sworn officers per capita.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Captain	1	1	1
Lieutenant	2	2	2
Sergeants	9	9	9
Corporal	0	10	10
Detective	5	5	5
Police Officer	36	26	27
K-9 Officer	2	2	3
Community Service Officer	3	3	3
Office Support Staff	20	20	20
TOTAL	79	79	81

Location

San Ramon PD provides services throughout the City's territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the Officer Involved Fatal Incident Protocol which provides fatal incident investigations for the entirety of Contra Costa County; and 2) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed. The Department does not have any automatic aid agreements with other providers.

The Department also provides law enforcement services to the city and unincorporated portions of Dougherty Valley through CSA M-29. CSA M-29 includes approximately 9.34 square miles and is located in the easterly portion of San Ramon and south to the Alameda-Contra Costa County Line. Approximately 68 percent of the District territory is within the City Limits of the City of San Ramon, and 32 percent is within the unincorporated area. (For more information on CSA M-29, refer to Chapter 23.)

The Department did not identify any areas within the City's boundaries that are particularly challenging to serve.

Infrastructure

San Ramon PD will be operating out of a new police headquarters at 2401 Crow Canyon Road at Bollinger Canyon Road starting in July 2011. The new headquarters will be shared with several other city departments. The Department relocated as the previous facilities were inadequate, due to poor vehicle parking areas and insufficient space to house all police functions at one site. Several services were based in leased spaces throughout the City, including investigations, youth services, training, internal affairs, and evidence.

The Department also operates out of a substation in Dougherty Valley. The substation was built in 2004 and was identified as being in excellent condition. No infrastructure needs or deficiencies were identified for this facility.

The Police Department fleet consists of 60 vehicles, including patrol cars, traffic safety vehicles (cars/motorcycles/radar trailers), investigation cars, PST vehicles and emergency command units. The City reported that it is looking for a replacement model for the Ford Crown Victoria Police Interceptor that is going out of production in 2012. The Department did not report any other needs related to vehicles or equipment. Depending on the condition of the vehicles, patrol cars are pulled out of service between 80,000 and 100,000 miles. If the vehicles are still in good condition, they are used for non-emergency response purposes or taken to auction.

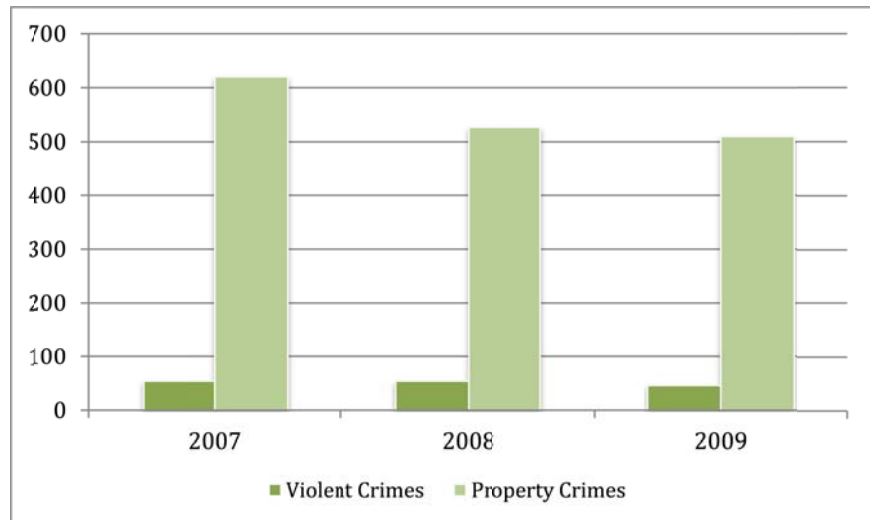
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 21-4: San Ramon Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 21-3: Violent and Property Crimes (2007-2009)

An increase in population does not necessarily indicate an increase in level of demand, such as crimes and service calls. In fact, during the last three years, the annual number of crimes and the number of crimes per capita have had a downward trend. As shown in Figure 21-3, while the number of violent crimes has remained relatively static over this time period, the number of property crimes has declined



by almost 18 percent. Based on the number of property and violent crimes between 2007 and 2009, the City had approximately eight reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 57,700 service calls per year in 2007, 2008 and 2009, which is 838 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The City reported that it has particularly high demand in Dougherty Valley, where population growth has been considerable.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Brentwood PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.³⁸ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. San Ramon PD on average responds to Priority 1 incidents within seven minutes and eight seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

³⁸ Walker and Katz, 2002.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 20-4, San Ramon PD had a DOJ clearance rate of 45 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of seven percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning San Ramon PD solves a significantly larger portion of violent crimes and a smaller portion of property crimes within its jurisdiction than the average of other providers in the County.³⁹

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. San Ramon PD is below the countywide average of 1.18 sworn staff per 1,000 residents, with a sworn staff to resident ratio of 0.80 per 1,000 residents.

³⁹ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff's Office, cleared crimes are reported by the Sheriff's Office, not the City. Clearance rates as reported by the agency may differ depending on the agency's definition of a cleared crime. An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody. Information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 21-4: San Ramon Law Enforcement Overview

San Ramon Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	San Ramon	Population (2009)	68,779
Number of Beats	6	Population (2010)	72,148
Dispatch	Sheriff	Total Service Calls (2009)	57,700
Search and Rescue	Sheriff	Calls per 1,000 population	838
Investigations	San Ramon	Crime Activity	
Traffic Enforcement	San Ramon	Arrests (2009)	500
SWAT	San Ramon	Violent Crimes (2009)	46
Temporary Holding	None	Property Crimes (2009)	510
Long-term Holding	Sheriff	Traffic Accidents	826
Bomb Squad	Walnut Creek	Violent Crime Rate per 100,000 ¹	244
Canine (K-9) Services	San Ramon	Property Crime Rate per 100,000 ¹	2,623
Staff Training	San Ramon		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	7:08	Total Staff (2010)	81
Response Time Base Year	2010	Sworn Staff	58
Clearance Rate of Violent Crimes ²	45%	Support Staff	23
Clearance Rate of Property Crimes ²	7%	Volunteers	40
Per Capita Cost (General Fund)	\$ 141	Sworn Staff per 1,000 population	0.80
Service Challenges			
The City did not report any significant challenges to providing law enforcement services.			
Facilities			
Station	Location	Condition	Built
Main Station	2401 Crow Canyon Road San Ramon, CA (location effective as of July 2011)	Excellent	Refurbished in 2011
Dougherty Valley Substation	17011 Bolinger Canyon Road San Ramon, CA	Excellent	2006
Current Facility-Sharing and Regional Collaboration			
San Ramon PD shares facilities with the Sherriff's Office by contracting for dispatching services. The Departement will also be sharing the new police headquarters with the planning, building, engineering, transportation and economic development departments.			
Opportunities for Facility-Sharing and Regional Collaboration			
The Department worked on a joint dispatch inter-agency task force to evaluate the potential of San Ramon Police Department dispatch sharing with Walnut Creek Police Department.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

22. City of Walnut Creek

The City of Walnut Creek provides a range of municipal services, including law enforcement services within the city limits. This chapter focuses solely on the City's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by the cities in the central portion of the County. For general information on the City and related determinations refer to this MSR.

Basic information on the Walnut Creek Police Department is contained in the Central County Sub-regional MSR adopted by the Commission on September 9, 2009. (www.contracostalafco.org)

Agency Overview

Background

The City of Walnut Creek is a general law city, which was incorporated in 1914. Its boundary area is approximately 19.8 square miles. The City's SOI encompasses seven adjacent unincorporated areas on the edges of the City and four unincorporated islands fully surrounded by the City. (Refer to Map 22-1.) These are further described under - Population and Growth Projections, below.

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The City operates under a City Council-City Manager form of government. The Chief of Police is Joel H. Bryden, who serves as the department head for the Police Department (PD) and reports to the City Manager. The City does not have a law enforcement-related advisory commission or committee.

Constituent outreach efforts are aimed at crime prevention, education about the Department's activities, and involving constituents in police efforts. The Department maintains a daily bulletin and makes crime statistics and other information available on its website. Additionally, the Department has a large cadet program through which high school and college students are given the opportunity to work with police officers as they explore law enforcement career opportunities. Police volunteers perform vacation house checks by executing a thorough inspection of owners' property while they are away. As described in the 2007 Strategic Plan, with increased demands on resources and the State's continued pressure on cities' financial resources, maintaining and enhancing services can become more difficult. The Police Department believes that these challenges can only be effectively addressed by involving the community. The Department encourages constituent involvement through the Citizen's Input page on its website.

If a customer is dissatisfied with the PD's services, complaints may be submitted by phone, in person, or e-mail. In addition, there is a complaint form available online. Each inquiry is reviewed and forwarded to the Chief for appropriate action. The Chief also acts as the Department ombudsman. For the Walnut Creek PD, in 2007 there were seven complaints of which three were

sustained, three were exonerated and one was unsubstantiated (service complaint only); in 2008 there were two complaints of which one was sustained and one was exonerated; and in 2009 there were six complaints of which five were exonerated and one was unfounded.

Walnut Creek PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the City's FY 10-12 budget, the Department has 120 authorized positions and 111 funded positions, 76 of which are sworn personnel positions and 35 are support personnel. Nine positions (five sworn and four civilian) are 'frozen.' Additionally, due to the temporary reassignment of several positions to cover the understaffing of patrol personnel, eight specialty sworn positions and two civilian positions are currently not available. The Department is supplemented by volunteers who provide key assistance with several of the Department's programs. Volunteer personnel include reserve officers, members of the Cadet Program, and Volunteers in Police Service (VIPS), including the Chaplain Program. Presently, there are 33 VIPS volunteers, 34 reserves and 15 cadets.

The Department is divided into two divisions, Administration and Operations, each commanded by a Captain directly accountable to the Chief of Police. The Administration Division has a Services Bureau which is headed by a Lieutenant and consists of the Records Department, Communications Department, Training Department, and Volunteers. The Operations Division consists of six patrol teams supervised by three Lieutenants, and an Operations Unit (traffic, parking enforcement, general operations and community policing) supervised by a Lieutenant. Each patrol team consists of one Sergeant and from five to seven patrol officers. It also includes an Investigations Bureau directed by a Lieutenant, which includes person crimes, narcotics and vice, and property crime.

The Chief holds regular meetings with his command staff internally, and attends meetings with other department heads, the City Manager and with the City Council.

The Department prioritizes security of the downtown shopping area. It also practices strict night enforcement. The Department reported that prioritized short-term quantifiable goals of the PD include reducing property crime by five percent, increasing the number of volunteers by 15 percent, emphasizing employee health and nutrition, increasing communication with the community via Facebook and Twitter, and reducing the number of DUI-related traffic accidents. All of these measures are currently being implemented.

Department employees are evaluated regularly depending on their position. Patrol officers are evaluated every four months, with all other employees evaluated annually. The probation period for police officers and dispatchers is 18-months, with a 12-month probation period for all other employees and upon promotion. To track employee workload, supervisors assess all work schedules and duties performed. The performance of the Department is evaluated every two years during the biennial budget process. As part of the budget preparation process, the City Council adopts goals and objectives for the two year period and evaluates the progress made on goals established as part of the previous budget. The budget outlines accomplishments and goals for each division of the Department with related performance and workload measurements. The Department does not perform benchmarking or comparison of its services with other similar providers.

In order to improve efficiencies, the Department has implemented several strategies, such as cross-training officers; providing more services online including Mobile ID; using reserves more extensively; and utilizing a "generalist" approach where an officer processes a case from start to finish.

Planning documents that guide the PD's services are the City's 2025 General Plan, which was adopted in April 2006, and mission and values statements.

General Plan Service Standards for police are as follows:

- Maintain a response time of less than five minutes for emergency calls and less than 20 minutes 95 percent of the time for other calls.

Walnut Creek PD currently meets the response time standard for all calls.

Financial planning documents include the biennial budget and a capital improvement plan. The City's capital investment program is a two year planning program adopted as part of the budget for managing the development, design, construction, maintenance and renovation of major capital projects. The latest CIP outlines projects for FY 10-12, of which there are no projects related to law enforcement services.

Population and Growth Projections

According to the 2010 Census, the population of the City is 64,173. Over the last 10 years, the population of Walnut Creek has declined by 0.2 percent.

The City relies on ABAG projections for its population forecast in the General Plan. Based on ABAG projections, the City is anticipated to grow by 16 percent over the next 25 years. By comparison, the median city in Contra Costa is anticipated to experience 17 percent growth over the same time period, while countywide growth is anticipated to be 21 percent. ABAG projects that the City's population will be 79,300 in 2035.

The City projects that the rate of residential development will be slowing in order to pace the remaining build out of the community over the next 10-15 years. The City anticipates reduced rates of growth in the future, and is implementing specific plans and corridor studies to accommodate this change and related impacts of capital improvement funding and related financial and service matters.

The 2025 General Plan limits commercial growth through 2015, by restricting new commercial development (exclusive of the Shadelands Business Park) to 75,000 square feet per year, metered in two-year periods. This will result in a maximum allowable commercial development of 750,000 square feet over 10 years. Present growth is concentrated in the downtown area, and is reflected in the Locust/Mt. Diablo Boulevard Specific Plan. If each site in the plan is developed to its full potential, it will add 136,000 square feet of retail and restaurant space, 46 new housing units, 60 hotel rooms, 97,300 square feet of office space and 799 off-street parking spaces. Other projects include the Walnut Creek BART Station Mixed Use Project, the Walnut Creek Professional Center, the Contra Costa Jewish Community Center, the Oak Lane Project, the Broadway Plaza Retail Project, and the Neiman Marcus Department Store.

Growth strategies related to law enforcement in the City include performance standards adopted as part of the Safety and Noise section of the City's General Plan as indicated above. In addition, the City supports the PD by seeking ways to reduce police service demands through project design enhancements, incorporating crime-reduction and public-safety features in the design and planning of private and public projects, and by submitting all discretionary permits to the PD for analysis of and recommendations to reduce impacts on police services.

In its 2007 Strategic Plan, Walnut Creek PD indicated that increases in alcohol-licensed businesses, commercial growth and mixed-use development in the downtown area are predicted to impact the delivery of police services. Because of increases in the use of resources required to manage the downtown core, PD staff will spend more time downtown than in outlying areas.

Within the city and on the periphery are significant unincorporated islands and unincorporated pockets, some of which can be classified as urban communities. Within the Walnut Creek SOI are ten separate areas, most of which are developed with low-density single-family residential uses. These areas are inhabited (more than 12 registered voters) and are essentially continuations of existing neighborhoods already within the City. These include:

- San Miguel – a residentially developed census designated place (CDP) consisting of approximately 672 acres and a 2010 population of 3,392. Located east of Interstate 680 and South Broadway, and north of Rudgear Road. This is an unincorporated island located within the City of Walnut Creek.
- Walnut Boulevard-Shady Glen Road Area – a residentially developed area consisting of approximately 64 acres with an approximate population of 220. Located between San Miguel and Shell Ridge areas. This is an unincorporated island located within the City of Walnut Creek.
- Shell Ridge - a residentially developed CDP consisting of approximately 275 acres and a 2010 population of 959. Located between Ygnacio Valley Road on the north and Shell Ridge Open Space area on the south. This is an unincorporated island located within the City of Walnut Creek.
- Contra Costa Centre – a transit-oriented multi-use development consisting of office and commercial space, hotels, multi-family residential units, and open space consisting of approximately 448 acres with a 2010 population of 5,133. (Formerly Waldon CDP.) Located at the Pleasant Hill BART Station east of I-680 at Treat Boulevard. This is an unincorporated island in which the City of Pleasant Hill City Limit forms the northern boundary. All but the northerly-most part is within the Walnut Creek SOI.
- Acalanes Ridge – a residentially developed CDP consisting of approximately 250 acres and a 2010 population of 1,137. Located west of I-680 and north of Acalanes Park. This is an unincorporated island in which the City of Lafayette City Limit forms the western boundary. All of this area is within the Walnut Creek SOI.
- Reliez Valley – a residentially developed CDP consisting of approximately 1,512 acres and a 2010 population of 3,101. Located along Taylor Boulevard and Pleasant Valley Road in the northwest Walnut Creek area. Only that portion of Reliez Valley south of Pleasant Valley Road (consisting of approximately 55 acres and an estimated population of 200) is within the Walnut Creek SOI.
- Saranap – a residentially developed CDP consisting of approximately 622 acres and a 2010 population of 5,202. Located south of State Highway 24 and west of Interstate 680. The easterly half of the area south of Highway 24 (estimated at 480 acres and a population of 3,500) is within the Walnut Creek SOI.
- Springbrook – a residentially developed area of approximately 104 acres and an estimated population of 200. Located on the north side of Highway 24 and west of I-680, and adjacent to the Acalanes Open Space area.
- Castle Hill – is a low-density residentially developed CDP consisting of approximately 466 acres and a 2010 population of 1,299. Located in the southern portion of Walnut Creek between I-680 on the east and Rossmoor on the west. All of this area is within the Walnut Creek SOI.
- North Gate – a residentially developed CDP consisting of approximately 421 acres and a 2010 population of 679. Located in the easterly portion of Walnut Creek south of Oak Grove Road. All of this area is within the Walnut Creek SOI.

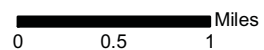
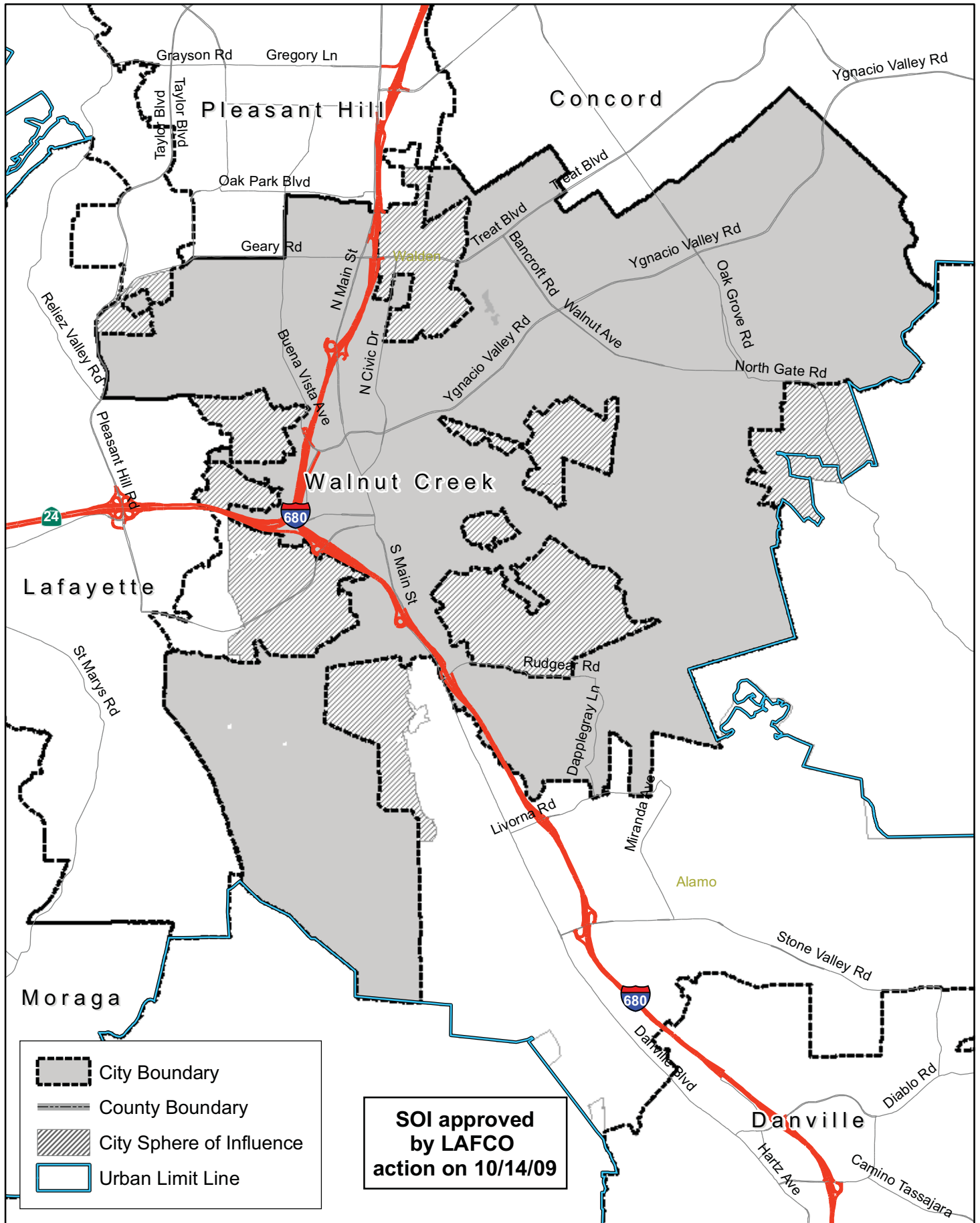
Refer to Map 22-1 for the locations of these unincorporated areas.

The composite population of these ten areas is approximately 16,700. Law enforcement services to these areas are provided by the Contra Costa County Sheriff's Office (SO). The SO reports that serving these unincorporated islands and pockets does not pose any significant problems because they have been serving these areas for a considerable period of time. Both the Walnut Creek PD and the SO indicated that these areas are not difficult to serve as each agency is knowledgeable of its respective service areas.

The Contra Costa Centre contracts with the SO for one Resident Deputy. The remaining areas receive regular beat patrol services from the SO. These areas are also within County Service Area P-6, the countywide police services district. There are also 16 P-6 assessment zones in the Walnut Creek area; however, they do not currently generate sufficient funds to warrant enhanced police services by the addition of Resident Deputies.

Two of the unincorporated islands (the Walnut Boulevard-Shady Glen Road Area and the Springbrook Area) qualify for the streamlined annexation procedures under Government Code Section 56375.3 because they are less than 150 acres in size. The other islands exceed this threshold and will require consent of a majority of the property owners along with a majority of the registered voters within the island in order to annex to Walnut Creek.

City of Walnut Creek Boundary and Sphere of Influence



Financing

Per the City’s FY 10-12 budget, the PD has 120.0 authorized full time equivalent (FTE) positions of which 81.0 are sworn officers and 39.0 are support personnel. Currently nine positions are frozen. Authorized positions may not correlate directly with positions by type as reported by the Department due to frozen positions, part-time employees and vacancies. The Department’s services are financed primarily through the General Fund and augmented by the Traffic Safety/Police Grants Special Revenue Fund which accounts for fines paid to the City from the State Motor Vehicle Code and from police related grants to be used for public safety purposes. Revenues are comprised of intergovernmental (\$153,780), investment and rental income (\$229), and fines and forfeitures (\$186,838), and are considered General Fund monies. For the 2009-10 Fiscal Year, expenditures exceeded appropriations at the fund level for Traffic Safety/Police Grants Special Revenue Fund by \$40,457. These expenditures were funded by either greater than anticipated revenues or available reserves in these funds.

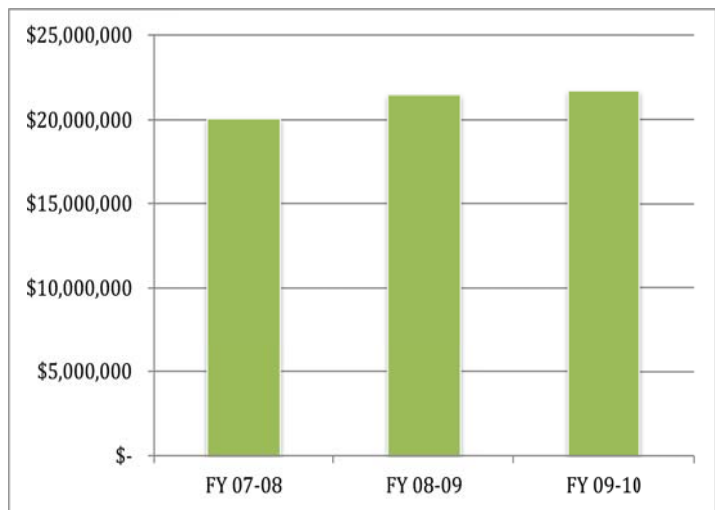
Internal Service Funds are used to finance and account for special activities and services performed by a designated department for other departments in the City on a cost reimbursement basis and to accumulate funds for the future replacement of capital items. The Police Radio Fund accumulates funds for the replacement of police radios. At the end of FY 09-10, the balance in this fund was \$238,006.

Figure 22-1: Walnut Creek PD Expenditures (FYs 08, 09, & 10)

Expenditures over the last three fiscal years have generally increased, with a seven percent increase from FY 07-08 to FY 08-09, as shown in Figure 22-1. In FY 09-10, the primary expenses for the Department were personnel (84 percent), supplies and services (15 percent), and capital outlays (one percent).⁴⁰

At the end of FY 09-10, the City had no long-term debt related to law enforcement services.

The City is a member of the Municipal Pooling Authority of Northern California (MPANC). The Authority provides coverage against the following types of loss risks under the terms of a joint-powers agreement with the City and several other cities and governmental agencies.



⁴⁰ The breakdown of expenses is based on estimated expenditures for FY 09-10 described in the City of Walnut Creek 2010-2012 Budget for the Police Department.

Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the City, including patrol, investigations, traffic enforcement, dispatch, police training, and crime prevention. The Department is responsible for community policing, operates temporary holding facilities, and has a Special Weapons and Tactics (SWAT) team, bomb squad and canine unit. Walnut Creek PD takes part in the East Bay Regional Communications System (EBRCS) for standardized communications systems and radio interoperability.

The Department relies on the Sheriff's Office for search and rescue services and long-term holding facilities. It contracts with the County for animal services. Walnut Creek PD also has agreements with Contra Costa County for probation, juvenile probation, background investigations, forensic services, extradition services, VSET, and SPACE Team. The Department also collaborates with the Contra Costa County Narcotics Enforcement Team (CNET), the Contra Costa DA, ATF, the Northern California Computer Crimes Task Force (NCCCTF), the Children's Interview Center, Community Violence Solutions, the California Office of Traffic Safety, the Mutual Aid Mobile Field Force (MAMFF), and Internet Crimes Against Children (ICAC).

The Sheriff's Department provides safety services within the City by responding to a City of Walnut Creek "critical incident" in which a request has been made for "mutual aid."

Walnut Creek PD provides bomb squad services to all law enforcement agencies in the County. The Squad, which was established in 1999, is composed of specially trained line personnel and several bomb technicians. It responds to about 50 to 60 calls per year.

Patrol

Walnut Creek PD patrols 19.8 square miles which are divided into three sectors. There are six patrol units with five to seven officers each to provide continuous staffing 24 hours a day, seven days a week. A sergeant supervises each of the six patrol teams, and three lieutenants, as watch commanders, share responsibility for managing all of the shifts. Patrol officers, sergeants and lieutenants change teams and shift assignments every four months. There is generally a single officer per patrol vehicle. The Patrol Division works a combined three-twelve, four-ten schedule. Monday through Thursday there are four 10-hour shifts. Friday through Sunday there are three 12.5 hour shifts. Minimum staffing levels for all shifts range from four to six officers, with higher staffing levels during evening shifts. The patrol schedule requires a minimum of 39 officers to address all staffing needs. If the patrol force falls below the minimum staffing level necessary, forced overtime is required to maintain minimums. When the patrol force goes below the minimum for significant periods, officers are reassigned from special assignments to supplement patrol. Reassigning personnel from investigations, traffic, and community policing services assures that core and essential patrol functions are maintained; however, when personnel are removed from special assignments the services provided to the community by those assignments are greatly diminished.

Staffing

Figure 22-2: Walnut Creek PD Staffing Levels

Over the last three FYs (09, 10, 11), the Department has been forced to reduce or freeze sworn and civilian staff by several positions – one lieutenant, four police officers, two dispatchers, one Police Services Officer and one Civilian Manager for a total of nine positions frozen . (Refer to Figure 22-2.) These reductions are attributed to the decline in General Fund revenues (which funds 99% of the Department), down three percent from FY 09-10; sales tax (3% decline); and property tax (6% decline). Consequently, the PD now relies more on volunteers and reserves to maintain service levels.

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Captain	2	2	2
Lieutenant	6	7	6
Detective	10	10	10
Sergeant	10	9	9
Police Officer	48	45	41
K-9 Officer	1	2	2
Traffic Officer	7	5	5
Civilian Manager	1	1	0
Civilian Supervisors	4	3	3
Parking Enforcement	9	8	7
Training Coordinator	1	1	1
Dispatcher	14	14	12
Records Technicians	7	5	6
Office Support Staff	6	6	5
TOTAL	127	119	110

Staffing levels are evaluated through the biennial budget process, which attempts to balance community needs with available financial resources. Walnut Creek PD presently employs 1.18 sworn officers per 1,000 population. Retirements that are expected to occur in the next five years will create a potential need to hire 22 new officers and seven civilian employees.

Location

Walnut Creek PD provides services throughout the City’s territory, and in addition, provides services outside its boundaries through mutual aid agreements. The Bomb Squad provides services to all other law enforcement agencies within Contra Costa County on an as-needed basis. Walnut Creek PD occasionally responds to adjacent counties and jurisdictions. It is also a part of the Mutual Aid Field Force (MAMFF) along with other agencies in Contra Costa County. In addition, the Department participates in an agreement between Contra Costa agencies to provide mutual aid as requested.

The Department did not identify any areas within the City’s boundaries that are particularly challenging to serve.

Infrastructure

Walnut Creek PD operates out of a police headquarters at 1666 N. Main Street. The combined City Hall/police headquarters was built in 1995 and is considered to be in good condition. The Department reported that the last expansion project of the police facilities took place in 2003-04. The parking area is secure, but it is limited in size and may need expansion in the future. The Department also operates a communication center.

There are no plans for capital improvements of police facilities in the near term, based on the City’s FY 2010-2012 capital investment budget. There are also no plans for additional facilities.

The Department did not report any needs related to vehicles or equipment. The Strategic Plan, however, points out that as changes in technology occur, the Department needs to be prepared to capitalize on technological changes to effectively and efficiently provide police services. Some of the anticipated future projects include installing interoperable communication systems and cameras throughout the City, and upgrading radio and computer systems. The department extended both the years of service (six) and extended the mileage to 120,000 miles on patrol vehicles. This help saved funding by reducing the number of new patrol cars purchased on a yearly basis.

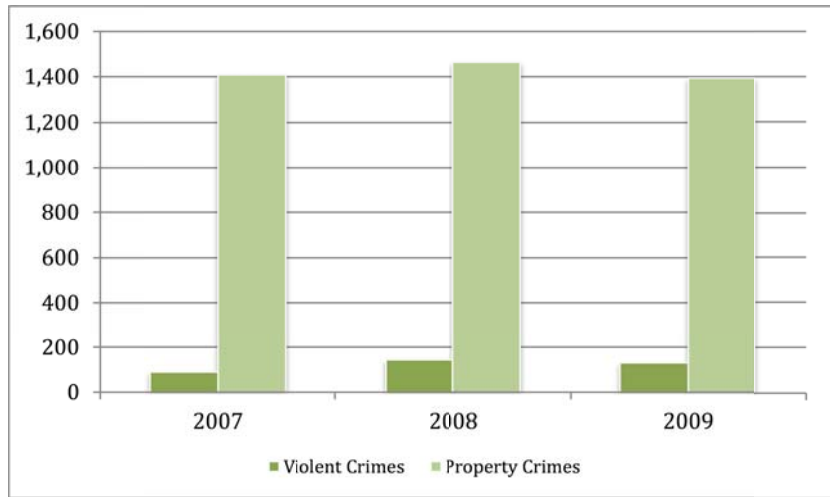
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 22-4: Walnut Creek Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 22-3: Violent and Property Crimes (2007-2009)

During the last three years, the annual number of property crimes and the number of crimes per capita did not experience significant change. As shown in Figure 22-3, both violent crimes and property crimes peaked in 2008 and slightly declined in 2009. The number of violent crimes rose from 2007 to 2009 by 45 percent. Most of the increase was due to aggravated assaults occurring throughout the city. Many of these “assaults” were misdemeanors only with minor injuries, but due to classification reporting guidelines by the State, these show as aggravated assaults. There was not an increase in assaults in the downtown entertainment district and the overall violent crime rate in the City is very low. On the other hand, the number of property crimes during the same time period declined by one percent.



Based on the number of property and violent crimes between 2007 and 2009, the City had approximately 24 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The City averaged 37,000 service calls per year in 2007, 2008 and 2009, which is 576 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.

The Department reported that there is particularly high demand during the day when there is an influx of approximately 65,000 people for shopping and business based on calculations made by ABAG.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Walnut Creek PD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.⁴¹ Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Walnut Creek PD on average responds to Priority 1 incidents within two minutes and 25 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 22-4, Walnut Creek PD had a DOJ clearance rate of 44 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of nine percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. Local clearance data indicates a 43 percent clearance rate for violent crimes and a 15 percent clearance rate for property crimes during this period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Walnut Creek PD solves a larger portion of both violent crimes and property crimes within its jurisdiction than the average of other providers in the County.⁴²

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 067 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. Walnut Creek PD has the same number of sworn staff per 1,000 residents as the countywide average of 1.18.

⁴¹ Walker and Katz, 2002.

⁴² Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody..

Figure 22-4: Walnut Creek Law Enforcement Overview

Walnut Creek Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Walnut Creek	Population (2009)	64,185
Number of Beats	3	Population (2010)	64,173
Dispatch	Walnut Creek	Total Service Calls (2009)	37,000
Search and Rescue	Sheriff	Calls per 1,000 population	576
Investigations	Walnut Creek	Crime Activity	
Traffic Enforcement	Walnut Creek	Arrests (2009)	NP
SWAT	Walnut Creek	Violent Crimes (2009)	131
Temporary Holding	Walnut Creek	Property Crimes (2009)	1,394
Long-term Holding	Sheriff	Traffic Accidents	731
Bomb Squad	Walnut Creek	Violent Crime Rate per 100,000 ¹	554
Canine (K-9) Services	Walnut Creek	Property Crime Rate per 100,000 ¹	6,479
Staff Training	Walnut Creek		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	2:25	Total Staff (2010)	110
Response Time Base Year	2010	Sworn Staff	76
Clearance Rate of Violent Crimes ²	44%	Support Staff	34
Clearance Rate of Property Crimes ²	9%	Volunteers	57
Per Capita Cost (General Fund)	\$ 353	Sworn Staff per 1,000 population	1.18
Service Challenges			
<p>The primary challenge to providing adequate law enforcement services is the increasing service demand in the downtown area. Other challenges include escalating labor and pension costs, changing availability of resources among state and local governments, recruitment and retention of police employees, increases in the training required for police employees, keeping up with technology advancements, and the closing of County social services. It will also be difficult to find qualified personnel when several employees retire in the next few years. Costs and limited personnel will dictate those services that are retained and those that are eliminated.</p>			
Facilities			
Station	Location	Condition	Built
PD Headquarters	1666 N. Main Street, Walnut Creek, CA	Good	1995
Communications Center	NP	NP	Moved in 2002
Current Facility-Sharing and Regional Collaboration			
<p>The Department provides bomb squad services to all law enforcement agencies in the County. The PD collaborates with multiple agencies and teams within the County and the State through mutual aid agreements.</p>			
Opportunities for Facility-Sharing and Regional Collaboration			
<p>No further opportunities for facility and resource sharing were identified by the Department.</p>			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			
(3) Authorized positions.			

23. County Service Areas

This report is the sole MSR in this cycle for County Service Area (CSA) P-2, CSA P-5, and CSA P-6. LAFCO will utilize this MSR to review and possibly update the SOIs for the three law enforcement related special districts listed above, and possibly for other agencies covered in the MSR.

County Service Area P-2

Background

County Service Area (CSA) P-2 ('P' for Police) was formed in 1981 to provide financing for 'enhanced' police services in the Blackhawk, Alamo and west Danville unincorporated areas. (Refer to Map 23-1.) The District was formed under the provisions of California Government Code Section 25210 *et seq.*

CSA P-2 is a 'dependent' special district in which the County Board of Supervisors (Board) is the Board of Directors for the district. Administrative staffing for the District is provided by the Office of the Sheriff, in particular, the Finance Services Unit of the Administrative Services Bureau, which oversees the District budget process. Because the CSA is a special district, it does not have land use authority. Those responsibilities lie with Contra Costa County.

CSA P-2 includes three distinct areas: Blackhawk (which includes Zone A of CSA P-2); Alamo (which includes Zone B of CSA P-2); and an unincorporated area adjacent to the Town (City) of Danville (with no designated Zone). (Refer to Map 23-1) Because each area has different characteristics, each will be addressed as separate sub-sections.

The Finance Services Unit demonstrated full accountability and transparency by cooperating with LAFCO requests for information, documents and interviews during the MSR process.

CSA P-2, Zone A -- Blackhawk

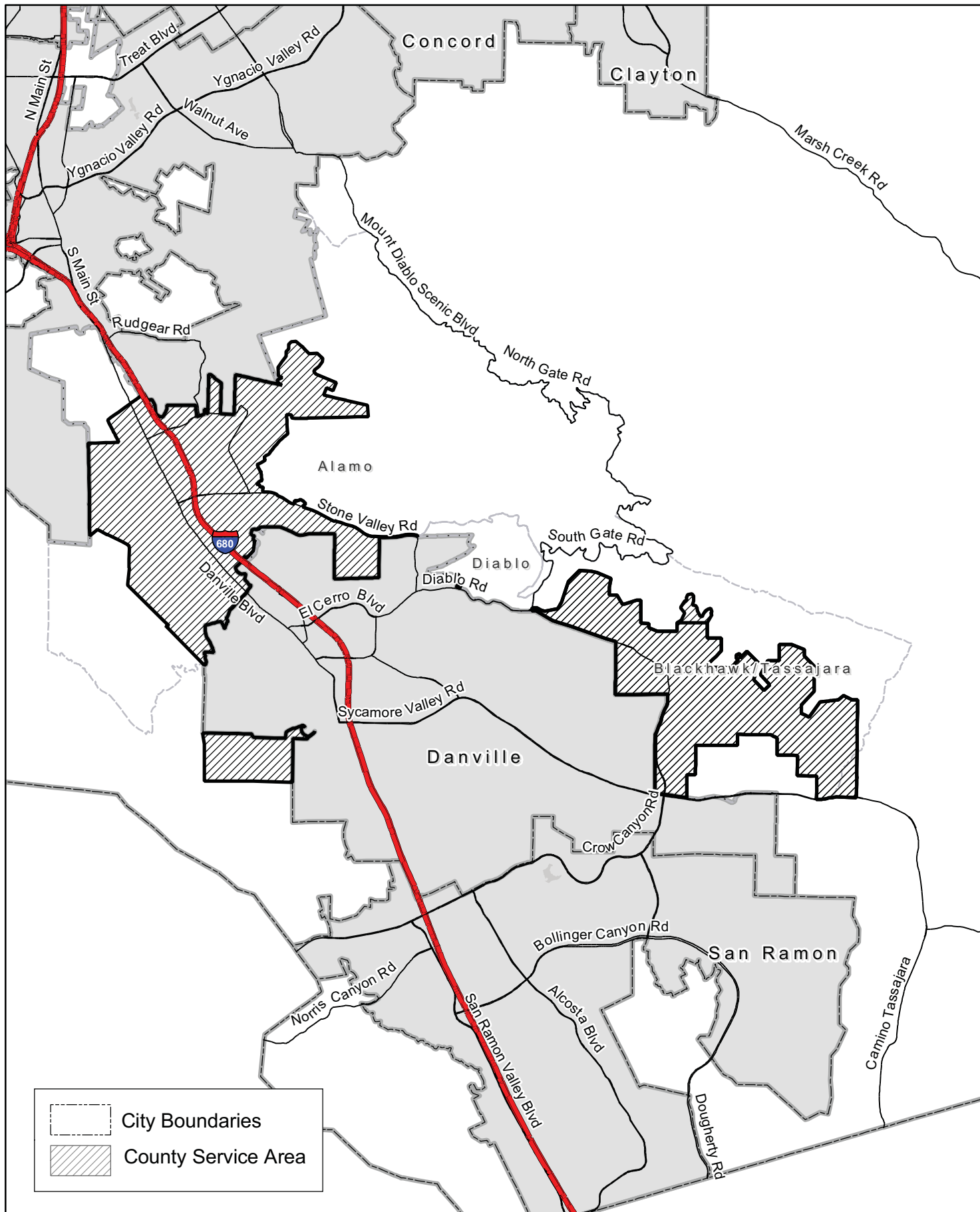
Blackhawk consists of six gated communities, the Blackhawk Country Club, and the Blackhawk Plaza shopping center. As a Census Designated Place (CDP) with the adjacent Camino Tassajara area, Blackhawk is comprised of 9.3 square miles and has a 2010 population of 11,551. The Blackhawk portion of the CDP has a population of 9,354 and the Camino Tassajara portion has a population of 2,197. Zone A of CSA P-2 consists of 4.3 square miles (47% of the CDP area) with an estimated population of 7,362 (2,446 households at 3.1 persons per household). Both the P-2 Zone A area and the remainder of the Blackhawk-Camino Tassajara CDP (53% of the CDP area) are within County Service Area P-6, the Countywide law enforcement services special district.

Accountability and Governance

There is a seven-member Advisory Committee for Zone A appointed by the Board. The Committee meets monthly and provides input to the Board and the SO on Blackhawk police service matters.

The Blackhawk Police Services office is located at 1092 Eagle Nest Place where Advisory Committee agendas are posted.

County Service Area P-2



There is no separate website for Zone A. Information may be obtained from the Finance Services Unit at the SO, or through the Clerk of the Board and County Administrator.

Planning and Management Practices

CSA P-2, Zone A collects a portion of the Basic 1% Property Tax Allocation from properties within Zone A (currently 0.46048% on average for Tax Rate Area (TRA) 66166, 0.46147% on average for TRA 66050, and 0.45999% on average for TRA 66162. These taxes generate approximately \$125,000 per year for CSA P-2, Zone A. Zone A also assesses properties an annual assessment of \$280 for residential property and \$1,680 for commercial property, although not all properties are assessed based on a sampling of tax bills reviewed for this study. These assessments generate approximately \$721,000 per year. These revenues (property taxes and property assessments) are utilized to provide law enforcement services to properties within CSA P-2, Zone A.

Properties within CSA P-2, Zone A are also within CSA P-6 (Countywide unincorporated area except Kensington). (Refer to Map 23-3.) A number of CSA P-6 Zones (special assessment areas) have been established throughout the P-6 territory. However, it does not appear that there are any P-6 Zones within Zone A (Blackhawk). (Refer also to the CSA P-6 Section of this report.)

CSA P-6 also collects a portion of the Basic 1% Property Tax Allocation (currently 1.20573% on average) from properties within CSA P-2, Zone A for 'basic' law enforcement services. This is appropriate because the Resident Deputies assigned to Blackhawk obtain support from the local beat Deputies when the Resident Deputies are not on duty.

Population and Growth Projections

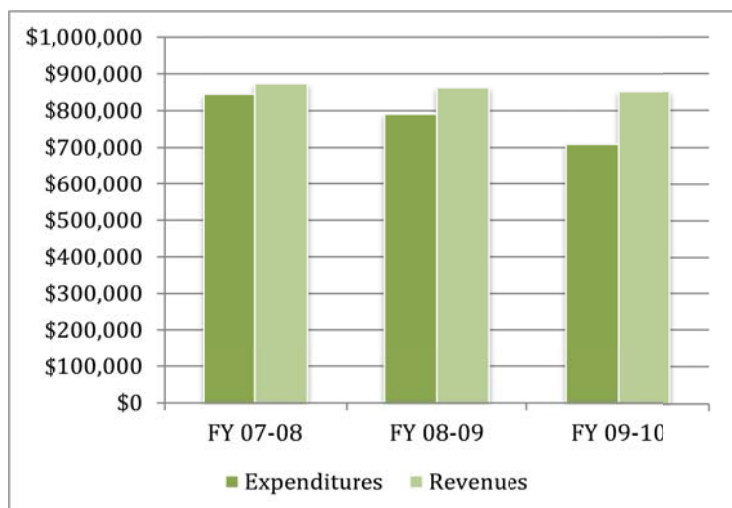
The area within the CSA currently has approximately 2,400 developed residential parcels, along with the Blackhawk Country Club golf course, and the Blackhawk Plaza shopping center. Blackhawk is predominately built-out, with perhaps five or six vacant residential building sites. Development of these parcels would increase the population by 18 to 20 persons.

Financing

Funding for CSA P-2, Zone A is derived as described above. For FY 10-11 estimated revenue is as follows: Property tax at \$125,000 (14.5%); Special Tax (assessment) at \$721,000 (84%); and miscellaneous revenue (fines, interest, property tax relief) of \$13,800 (1.5%) for total revenue of \$859,800. Revenues for Zone A have diminished by about \$10,000 per year over the past three fiscal years, with property tax and assessments holding steady, and charges for services and miscellaneous revenue dropping. (Refer to Figure 23-1.)

Figure 23-1: CSA P-2, Zone A Revenues and Expenditures (FYs 08, 09, & 10)

Over the past three fiscal years, costs for services have declined each year. Costs by category have averaged: \$669,010 (90%) for salaries and benefits; \$7,611 (1%) for services and supplies; and \$67,982 (9%) for other charges; for an average total of \$744,603 per year. For FY 10-11, District expenses for salaries and benefits are expected to increase by \$103,000. This is attributed to the increased costs for retirement and medical benefits. To offset these costs,



the Board has reduced overall expenditures for FY 10-11 to approximately \$714,800, still within the expected revenues of \$859,800. Zone A does maintain reserve funds as follows: general reserve \$265,732; reserve for equipment replacement \$52,564; and reserve for pre-paid expenses \$71,196.

In FY 08-09, a new patrol vehicle was purchased for \$31,051.

Revenues and expenses for the past three Fiscal Years are summarized in Figure 23-1.

Law Enforcement Services

Enhanced law enforcement services to the Blackhawk area began in 1985 and are provided by the SO. CSA P-2, Zone A funds one Resident Lieutenant and two Resident Deputies, plus vehicles and other necessary supplies. The Lieutenant and the Deputies each work flexible/adjustable schedules that correlate to community issues and activities, including events at the Blackhawk Country Club and the Blackhawk Plaza shopping center. During periods of time when the Resident Lieutenant and Deputies are off-duty, the Sheriff's beat patrol from the Valley Station in the Alamo Plaza Shopping Center provides coverage. Single officers are assigned to each beat vehicle.

The Resident Lieutenant attends Advisory Committee monthly meeting to keep the committee updated and to address any concerns.

Through the SO, CSA P-2, Zone A also utilizes dispatch services, investigative and forensic specialists, and any other specialized services required. For more detailed discussion of the law enforcement services provided by the SO please refer to Chapter 26.

CSA P-2, Zone B -- Alamo

Alamo is a diverse community with a mix of residential, commercial and open space areas. Alamo has been a candidate for incorporation on several occasions, with the latest effort in 2009. At the March 2009 Special Election, incorporation was defeated with 35.6% voting 'Yes' and 64.4% voting 'No.'

As a Census Designated Place (CDP), Alamo is comprised of 9.7 square miles and has a 2010 population of 14,570. Zone B of CSA P-2 consists of 5.3 square miles (55 % of the CDP area) with an estimated population of 7,618 (2,627 households at 2.9 persons per household). Both the P-2 Zone B area and the remainder of the Alamo CDP (45% of the CDP area) are within County Service Area P-6, the Countywide law enforcement services special district. CSA P-5 (Round Hill) is within the Alamo CDP, is adjacent to P-2 Zone B, and is also within Countywide CSA P-6. (Refer to the CSA P-5 and CSA P-6 sections of this report and Map 23-5.)

Accountability and Governance

There is a nine-member Advisory Committee for Zone B appointed by the Board, and includes two members of the Alamo Municipal Advisory Council (MAC). The Committee meets monthly and provides input to the Board and the SO on Alamo police service matters. Agendas and minutes are posted at the SO Valley Station, 150 Alamo Plaza, Suite C, and on the web at www.alamore.org (which is a private website owned and maintained by a local resident).

The Resident Officers assigned to Alamo share space at the SO Valley Station in the Alamo Plaza Shopping Center.

Additional information may be obtained from the Finance Services Unit at the SO, or through the Clerk of the Board and County Administrator.

Planning and Management Practices

CSA P-2, Zone B collects a portion of the Basic 1% Property Tax Allocation from properties within Zone B (currently 0.47878% on average for Tax Rate Area (TRA) 66015 and 0.48645% on average for TRA 66009. These taxes generate approximately \$142,000 per year for CSA P-2, Zone B. Zone B also assesses properties in Zone B an annual assessment of \$18 for residential property and \$54 for commercial property. These assessments generate approximately \$65,000 per year. These revenues (property taxes and property assessments) are utilized to provide enhanced law enforcement services to properties within CSA P-2, Zone B.

Properties within CSA P-2, Zone B are also within CSA P-6 (Countywide unincorporated area except Kensington). (Refer to Map 23-3.) A number of CSA P-6 Zones (special assessment areas) have been established throughout the P-6 territory, including within CSA P-2, Zone B territory. At the present time there are 12 P-6 Zones within P-2 Zone B which are currently generating \$40,486 in special assessment revenues per year for P-6. There is no indication that these Zone revenues have been allocated to enhanced law enforcement services within CSA P-2, Zone B.

CSA P-6 also collects a portion of the Basic 1% Property Tax Allocation (currently 1.20573% on average) from properties within CSA P-2, Zone B for 'basic' law enforcement services. This is appropriate because the Resident Deputy assigned to Alamo obtains support from the local beat Deputies when the Resident Deputy is not on duty. (Refer also to the CSA P-6 Section of this report.)

CSA M-30 (Alamo Springs) is also within CSA P-2, Zone B and CSA P-6. A portion of the Basic 1% Property Tax Allocation for properties within CSA M-30 is allocated to CSA P-2, Zone B and to CSA P-6. Developed residential properties within CSA M-30 are charged an annual assessment for M-30 services, and also pay an annual assessment to CSA P-2, Zone B and to CSA P-6. Refer to the Section on CSA M-30 for details and also Map 23-5.

Population and Growth Projections

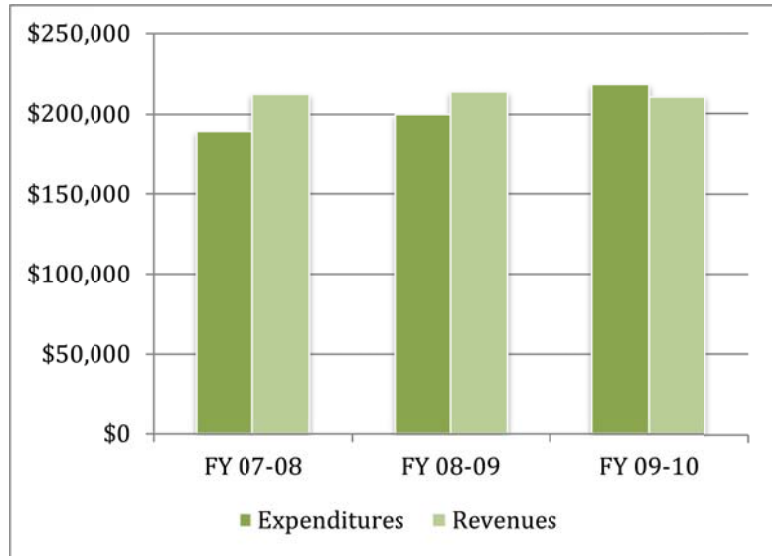
The area within P-2 Zone B currently contains approximately 2,627 developed residential parcels, along with commercial areas oriented along Danville Boulevard. A majority of the P-2 Zone B service area is built-out. It is anticipated that population growth will be added through in-fill development projects, mixed-use projects and from increased densities. No population projections for the CSA P-2, Zone B portion of Alamo have been made.

Financing

Funding for CSA P-2, Zone B is derived as described above. For FY 10-11 estimated revenue is as follows: Property tax at \$142,000 (68%); Special Tax (assessment) at \$65,000 (31%); and miscellaneous revenue (fines, interest, property tax relief) of \$2,700 (1%) for total revenue of \$209,700. Revenues for Zone B have been fairly constant over the past three fiscal years, averaging \$212,453. (Refer to Figure 23-2.)

Figure 23-2: CSA P-2, Zone B Revenues and Expenditures (FYs 08, 09, & 10)

Over the past three fiscal years, costs for services have increased \$10,000 to \$20,000 per year. Costs by category have averaged: \$155,359 (84.5%) for salaries and benefits; \$2,819 (1.5%) for services and supplies; and \$25,436 (14%) for other charges; for an average total of \$183,614 per year. For FY 10-11, District expenses for salaries and benefits are expected to increase significantly by \$264,000. This is attributed to the increased costs for retirement and medical benefits. Expenditures for FY 10-11 are expected to be \$482,648, well above the expected revenues of \$209,700. Zone B does maintain reserve funds as follows: general reserve \$298,970; and reserve for equipment replacement \$26,022. It is expected that general reserves will be used to fund the FY 10-11 shortfall.



In FY 09-10, a new patrol vehicle was purchased for \$36,159.

Revenues and expenses for the past three Fiscal Years are summarized in Figure 23-2.

Law Enforcement Services

Enhanced law enforcement services to the Alamo area began in 1981 and are provided by the SO. CSA P-2, Zone B funds one Resident Deputy, plus vehicles and other necessary supplies. The Deputy works flexible/adjustable schedules that correlate to community issues and activities, including events in the community and at the Alamo Plaza Shopping Center. During periods of time when the Resident Deputy is off-duty, the Sheriff’s beat patrol from the Valley Station in the Alamo Plaza Shopping Center provides coverage. Single officers are assigned to each beat vehicle.

The Resident Deputy attends Advisory Committee monthly meeting to keep the committee updated and to address any concerns.

Through the SO, CSA P-2, Zone B also utilizes dispatch services, investigative and forensic specialists, and any other specialized services required. For more detailed discussion of the law enforcement services provided by the SO please refer to Chapter 26.

CSA P-2 - No Designated Zone

The third geographic area within CSA P-2 is located on the west side of Danville and is a 0.65 square mile (417 acre) area comprised primarily of the Las Trampas Regional Wilderness. This area is uninhabited. (Refer to Map 23-1.)

Accountability and Governance

There is no Advisory Committee for this area. There is no website for this area.

Law enforcement services are provided by regular SO beat patrol out of the Valley Station in Alamo.

Additional information may be obtained from the Finance Services Unit at the SO, or through the Clerk of the Board and County Administrator.

Planning and Management Practices

Funding for this area (identified as 'Danville' in the County Special District Budget documents) is derived from property tax which generates approximately \$6,900 per year. There is no P-2 Zone associated with this area.

CSA P-6 also collects a portion of the Basic 1% Property Tax Allocation from properties within this portion of CSA P-2 for 'basic' law enforcement services. There are no P-6 Zones within this area.

Population and Growth Projections

The area is designated as permanent open space and is uninhabited. Most of the area is within the Town of Danville Sphere of Influence; however, most of the area is outside the countywide Urban Limit Line.

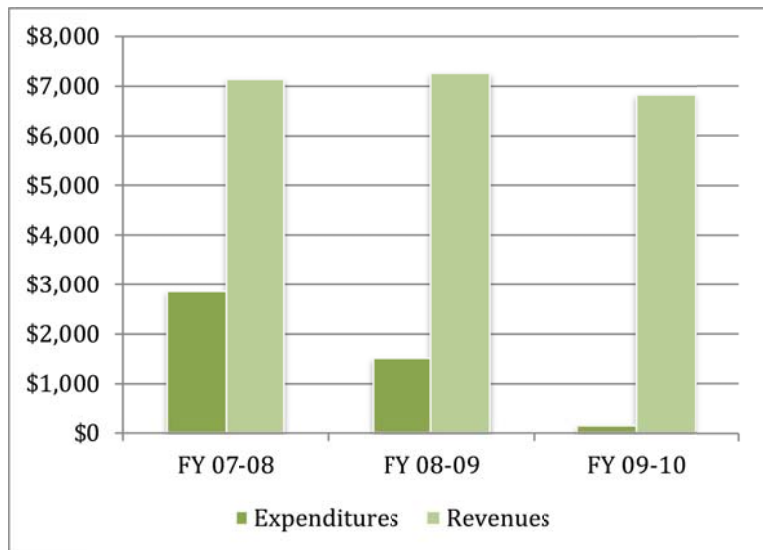
Financing

Funding for CSA P-2, No Zone is derived as described above. For FY 10-11 estimated revenue is as follows: Property tax at \$6,980 (100%) for total revenue of \$6,980. Revenues for this area have been fairly constant over the past three fiscal years, averaging \$7,072. (Refer to Figure 23-3.)

Figure 23-3: CSA P-2, No Zone Revenues and Expenditures (FYs 08, 09, & 10)

Over the past three fiscal years, costs for services have been exceptionally low, with \$2,850 spent in FY 07-08, \$1,510 in FY 08-09, and \$143 in FY 09-10. For FY 10-11, the Board is budgeting \$105,477, of which \$99,913 is in Services and Supplies.

Revenues and expenses for the past three Fiscal Years are summarized in Figure 23-3.



Law Enforcement Services

Law enforcement services to the Las Trampas Wilderness Area are provided by the SO. Patrol Deputies from the Sheriff's beat patrol from the Valley Station in the Alamo Plaza Shopping Center provides coverage. Single officers are assigned to each beat vehicle.

Through the SO, CSA P-2, No Zone also utilizes dispatch services, investigative and forensic specialists, and any other specialized services required. For more detailed discussion of the law enforcement services provided by the SO please refer to Chapter 26.

County Service Area P-5

Background

County Service Area (CSA) P-5 ('P' for Police) was formed in 1972 to provide financing for 'enhanced' police services in the form of Resident Deputies from the Contra Costa County Sheriff's Office (SO) to the unincorporated community of Round Hill. The District was formed under the provisions of California Government Code Section 25210 *et seq.*

CSA P-5 includes approximately 1.2 square miles (749-acres) and is located on the east side of Alamo, east of Interstate 680 and north of Stone Valley Road. (Refer to Map 23-2.) Access to Round Hill is from the I-680/Stone Valley Road interchange and through a portion of the Alamo community. Round Hill is a single-family residential area along with the Round Hill Country Club. The current estimated population within the District is 1,764.

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

CSA P-5 is a 'dependent' special district in which the County Board of Supervisors (Board) is the Board of Directors for the district. Administrative staffing for the District is provided by the Office of the Sheriff, in particular, the Finance Services Unit of the Administrative Services Bureau, which oversees the District budget process.

There is a nine-member Advisory Committee for CSA P-5 which meets monthly at the Round Hill Country Club and provides input to the Board and the SO on Round Hill police service matters. Agendas are posted at the SO Valley Station, 150 Alamo Plaza, Suite C, and on the web at www.alamore.org (which is a private website owned and maintained by a local resident).

The Resident Officers assigned to Round Hill share space at the SO Valley Station in the Alamo Plaza Shopping Center.

Additional information may be obtained from the Finance Services Unit at the SO, or through the Clerk of the Board and County Administrator.

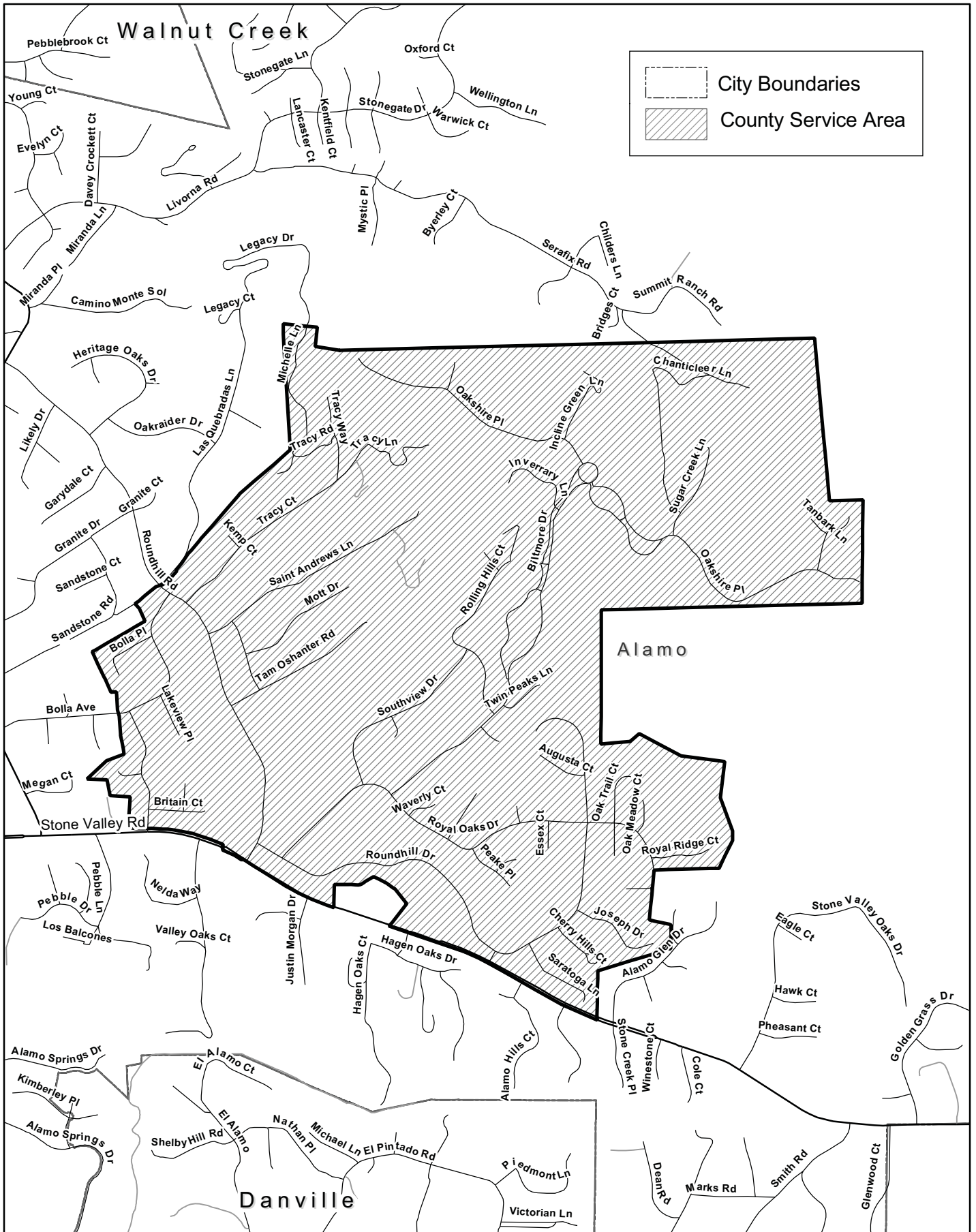
The Finance Services Unit demonstrated full accountability and transparency by cooperating with LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Because the CSA is a special district, it does not have land use authority. Those responsibilities lie with Contra Costa County. Round Hill can be considered a sub-area of Alamo, which is a larger unincorporated community west of Round Hill.

A portion of the Basic 1% Property Tax (currently 3.22769% on average) is allocated to CSA P-5, which currently generates approximately \$201,250 of tax revenue per year. CSA P-5 also assesses developed property within the district a special tax of \$330 per residence, which currently generates approximately \$242,550 per year.

Map 23-2 County Service Area P-5 (Roundhill)



Properties within CSA P-5 are also within CSA P-6 (Countywide unincorporated area except Kensington). (Refer to Map 23-5.) CSA P-6 collects a portion of the Basic 1% Property Tax Allocation from properties within CSA P-5 (currently 1.20573% on average) for 'basic' law enforcement services. This is appropriate because the Resident Deputies assigned to Round Hill obtain support from the local beat Deputies when the Resident Deputies are not on duty. It does not appear that any of the CSA P-6 special tax zones are within the CSA P-5 boundaries.

Population and Growth Projections

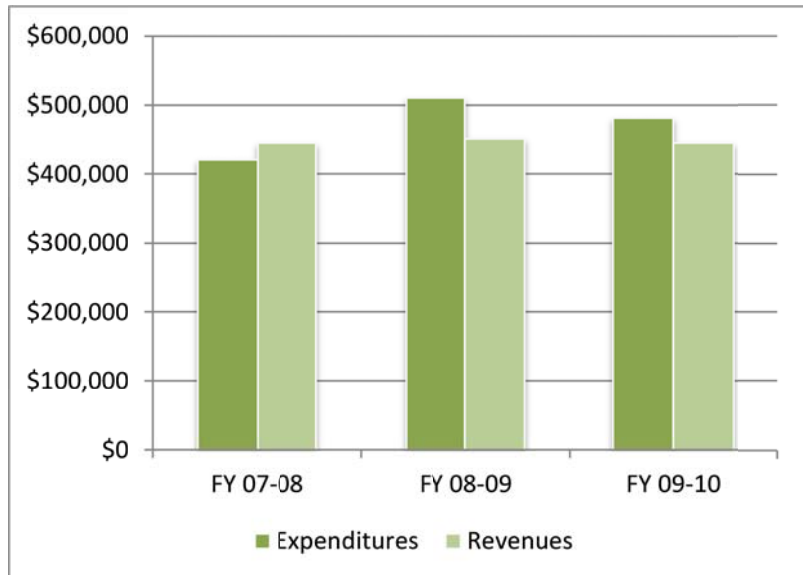
The area within the CSA currently has 735 developed residential parcels, along with the Round Hill Country Club (golf course, driving range, tennis courts, large club house with swimming pools and landscaped grounds). Round Hill is predominately built-out, and is not expected to increase in population. Current population is estimated at 1,764.

Financing

Funding for CSA P-5 is derived as described above. For FY 10-11 estimated revenue is as follows: Property tax at \$201,250 (45 percent); Special Tax (assessment) at \$242,550 (54 percent); and miscellaneous revenue (fines, interest, property tax relief) of \$6,400 (one percent) for total revenue of \$450,530. Revenues for the District have risen gradually over the past three fiscal years, with property taxes holding steady and assessments rising due to the Cost of Living Index. (Refer to Figure 23-4.)

Figure 23-4: CSA P-5 Revenues and Expenditures (FYs 08, 09, & 10)

Over the past three fiscal years, costs for services have averaged: \$406,055 for salaries and benefits; \$4,942 for services and supplies; and \$39,888 for other charges; for an average total of \$450,885 per year. For FY 10-11, District expenses for salaries and benefits are expected to be reduced by \$33,400. This is attributed to the retirement of the Resident Sergeant and the assignment of a replacement at a lower pay grade. Expenditures for FY 10-11 are expected to be \$413,772, well within the expected revenues of \$450,530.



In FY 08-09, a new patrol vehicle was purchased for \$31,051.

Revenues and expenses for the past three Fiscal Years are summarized in Figure 23-4.

Law Enforcement Services

Law enforcement services to the Round Hill area are provided by the SO. CSA P-5 funds one Resident Sergeant and one Resident Deputy, plus vehicles and other necessary supplies. The Sergeant and the Deputy each work flexible/adjustable schedules that correlate to community issues and activities, including events at the Round Hill Country Club. During periods of time when the Resident Sergeant and Deputy are off-duty, the Sheriff's beat patrol from the Valley Station in the Alamo Plaza Shopping Center provides coverage. Single officers are assigned to each beat vehicle.

The Resident Sergeant attends Advisory Committee monthly meeting to keep the committee updated and to address any concerns.

Through the SO, CSA P-5 also utilizes dispatch services, investigative and forensic specialists, and any other specialized services required. For more detailed discussion of the law enforcement services provided by the SO please refer to Chapter 26.

County Service Area P-6

Background

County Service Area (CSA) P-6 was formed in 1983 as a means to provide funding to maintain and extend law enforcement services to the unincorporated area of the County. The District was formed under the provisions of California Government Code Section 25210 *et seq.*

CSA P-6 is classified as a countywide district, and consists of all unincorporated territory in the County except that which is in the Kensington Police Protection and Community Services District. The CSA includes approximately 491 square miles, of which 447 square miles is land. (Refer to Map 23-3.)

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

CSA P-6 is a 'dependent' special district in which the County Board of Supervisors (Board) is the Board of Directors for the district. Staffing for the District is provided by the Office of the Sheriff, in particular, the Finance Services Unit of the Administrative Services Bureau. There is no advisory committee established for this district.

The CSA does not provide law enforcement services directly, but serves as a mechanism to allocate property taxes and special taxes (assessments) to the Sheriff's Office (SO). Details pertaining to accountability and governance for the SO are found in Chapter 26.

Requests for funding are made by the SO through the Board of Supervisors (as the District Board). These requests are normally agendaized as part of the regular Board of Supervisors agenda.

There is no separate website for the CSA. Information may be obtained from the Finance Services Unit at the SO, or through the Clerk of the Board and County Administrator.

The Finance Service Unit of the SO demonstrated full accountability and transparency by cooperating with LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

As part of district formation in 1983, the County reallocated a portion of the Special Districts Augmentation Fund to the CSA, thereby placing a share of the property tax on parcels within the district. Based on research conducted in conjunction with this MSR, it appears that the P-6 property tax allocation has been applied to some properties within city limits, and not applied to some properties in the unincorporated area. Property tax is collected from properties throughout the District, including territory within special districts which provide law enforcement services. More discussion is provided in the other Law Enforcement Special District sections including CSA M-29, CSA M-30, CSA P-2 and CSA P-5.

As originally structured, and as permitted under CSA law (Section 25217), new development in the unincorporated portion of the County would be required (as part of the subdivision approval process) to establish a zone within the CSA to fund law enforcement services. In 1989, four zones were established for four major subdivisions in Oakley and Bay Point. In 1992, the Board began to form new zones for each new major and minor subdivision in the unincorporated area of the

County. In 1996, the Board approved a modification to the ordinance, imposing a one-time fee of \$1,000 on minor subdivisions (four parcels or less) instead of forming a new P-6 zone and requiring a special election.

The original P-6 zone (Zone 0200, Bay Point) started contributing special tax revenue in FY 90-91. By 1998, with 52 zones created along with 52 zone funds, it became cumbersome and time consuming to account for and withdraw monies from each of the zone funds. In May of 1998, the Board approved the creation of a 'Centralized Administrative Base (CAB) Fund' to which revenues collected in P-6 special tax zones are transferred annually. Under Government Code Section 25217.4(c) "any special taxes, benefit assessments, fees, rates, charges, standby charges, or bonds which are solely for the support of services of facilities within a zone, shall be levied, assessed, and charged within the boundaries of the zone." That in fact, was County Counsel's interpretation of the original ordinance that established the zones in 1983. However, it was determined (presumably by the Board) that a program of Countywide application that had the effect of enhancing law enforcement in all of the zones met the intent of the original ordinance.

There are presently 111 zones in P-6 comprising 5,914 parcels. Zones range from a single parcel to a 1,153-lot subdivision. During the past three fiscal years, a total of 21 zones have been added; 12 in FY 07-08, nine in FY 08-09 and zero in FY 09-10.

Each January, the County Auditor transfers the annual zone special tax proceeds into the CAB. The current balance in the CAB fund is \$6.23 million. Revenue from the zones is adjusted annually based on the June Urban Area Consumer Price Index for the San Francisco Bay Area. This results in a variance between the annual special tax charged per parcel, which can be as low as \$105 per parcel and up to \$374 per parcel. The current average assessment per parcel is \$235 per year. Annual revenues generated by the zones is approaching \$1.4 million per year.

Two recent examples of use of the P-6 Zones and the CAB Fund are:

- In January of 2009, the Board approved the transfer of \$262,228 from the CAB Fund to fund a Resident Deputy for the Bay Point community for a period of 17 months (through June 30, 2010). Of the total amount of funding for this position, \$147,181 came from the FY 2009-2010 Bay Point P-6 Zones (Zones 0200-0210), and the remainder (\$115,047) from accumulated Bay Point P-6 Zones funds.
- In May of 2009, the Board approved the transfer of \$529,474 from the CAB Fund to fund two Resident Deputies, one Crime Prevention Specialist, and one Patrol Vehicle (purchase, equipment and first year operating expense) for the Discovery Bay community for the 09-10 Fiscal Year (12-months). All of this funding came from the FY 08-09 Discovery Bay P-6 Zones (Zones 500-504) which generated \$548,086 in that year.

Although not stated, it is assumed that funding for these extended police services in Bay Point and Discovery Bay in subsequent fiscal years would derive from the same CAB Fund and be included as part of the annual SO budget. In a way, this funding becomes 'return to source' monies, although the funds generated by new residential development projects in different parts of the Bay Point and Discovery Bay communities are applied to extended law enforcement services that serve the entire community and not just within the P-6 Zones. For example, P-6 zones in Discovery Bay are linked to new residential development along Bixler Road in the western portion of the Discovery Bay community; while the whole community is served from the Sheriff's Sub-station located on Discovery Bay Boulevard.

In October of 2009, the Board of Supervisors appointed a 'P-6 Advisory Committee' for the Discovery Bay area, with one representative from each of the five P-6 zones in the West Discovery Bay area.

In 2010, the unincorporated community of El Sobrante (population 12,669), along with the North Arlington Heights Neighborhood considered a proposal to create a new P-6 Zone (Zone 3111) to provide additional funding for police protection services. Under the proposal, residential parcels would be assessed an initial annual amount of \$38 for extended police services (a Resident Deputy) for a five year period. The proposal (Measure E) was on the June 2010 Primary Ballot, required a two-thirds vote as a 'special tax,' and was defeated with 45% 'Yes' votes and 55% 'No' votes.

In 2008, the residents of East Richmond Heights and Bayo Heights (in the Arlington area) (estimated population 3,800) voted on the establishment of Zone 3006 with annual costs of \$108 for single-family residential units and \$432 annually for apartments and commercial stores. The proposal (Measure F) was on the November 2008 General Election Ballot, required a two-thirds vote as a 'special tax,' and was defeated with 60.2% 'Yes' votes and 39.8% 'No' votes.

In 2005, the residents of Bethel Island (population 2,137) approved P-6 Zone 301 which began accruing special tax revenue in FY 2007-08. The Zone now accrues in excess of \$100,000 per year, with a total of \$109,700 accrued in prior years. Bethel Island does not presently receive extended law enforcement services from the SO, but within the next two years should be able to make the case for the addition of one Resident Deputy based on the availability of sufficient Zone 301 funds.

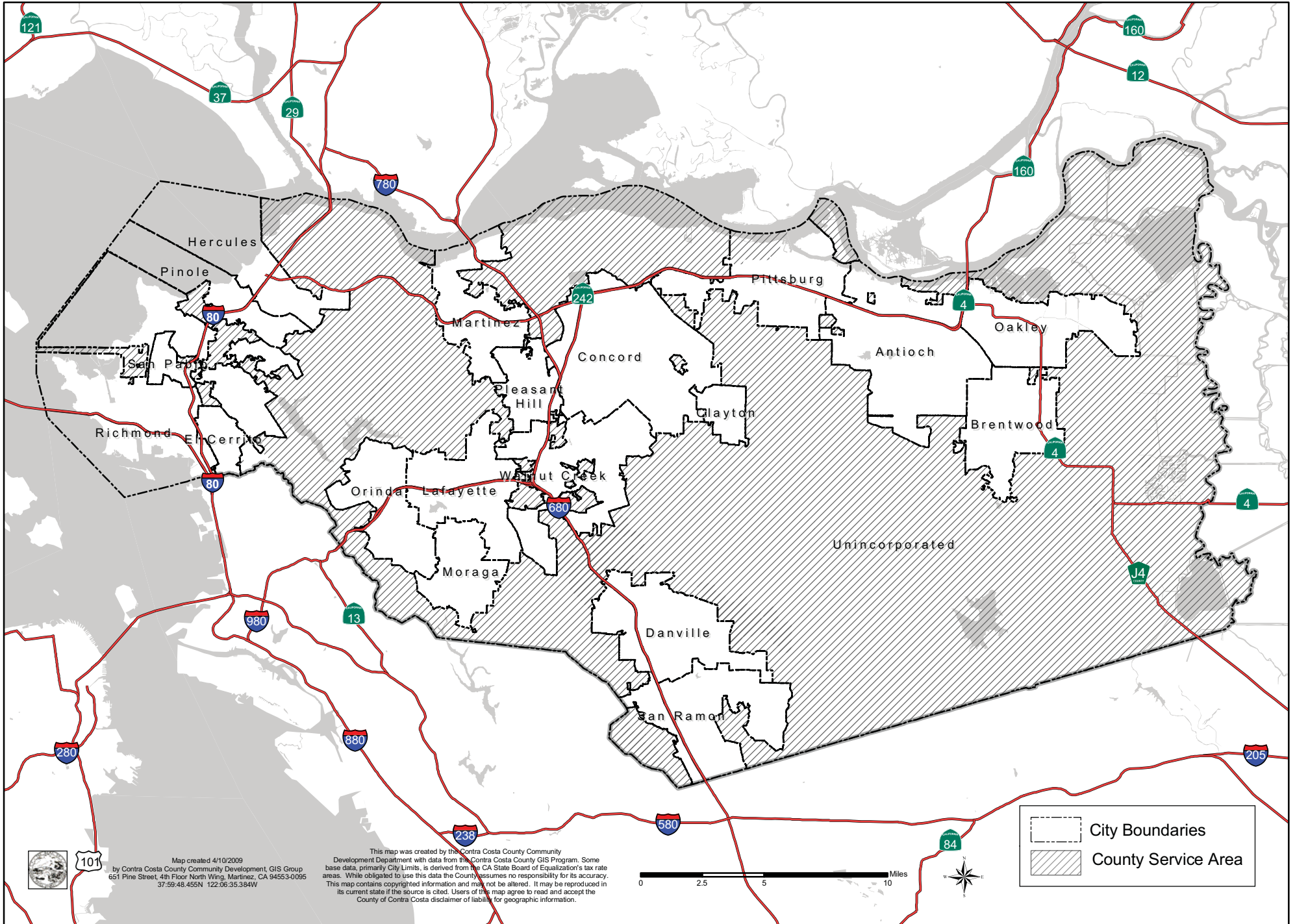
Another future candidate for extended services is the unincorporated community of Norris Canyon (current population 957) located west of San Ramon. Norris Canyon is within P-6 Zone 1700 which currently generated over \$110,000 annually in special taxes, with a total of \$218,500 accrued in prior years.

Population and Growth Projections

With continued residential development in the unincorporated portion of the County (especially the East County Area), the P-6 zones have increased substantially in the number of residential lots and revenues derived there from. In FY 06-07, there were 2,315 lots generating \$542,081; while in FY 09-10 there were 5,914 lots generating \$1,387,216. This trend is expected to continue.

ABAG estimates that the population in the unincorporated portion of the County will increase from 167,050 in 2010 to 184,450 in 2035, a 10.4% increase.

County Service Area P-6 (Unincorporated Area)



101

Map created 4/10/2009
by Contra Costa County Community Development, GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37.59:48.455N 122.06:35.384W

This map was created by the Contra Costa County Community Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

0 2.5 5 10 Miles



	City Boundaries
	County Service Area

Financing

Funding for CSA P-6 is derived from a share of the property tax, special taxes (assessments) applied to the specific zones within the CSA, and miscellaneous sources (fines, intergovernmental revenue). Property tax revenues account for 76 percent of the funds generated by P-6, with 23 percent derived from special zone taxes, and one percent from the miscellaneous category.

Property tax revenue has decreased in the past three fiscal years by 3.3 percent (\$4.495 million in FY 07-08 and \$4.507 million in FY 08-09 to \$4.348 million in FY 09-10), but is expected to increase to \$4.465 million in FY 10-11. Based on a sampling of Tax Rate Areas, CSA P-6 derives property tax revenue from about 1.2 percent of the basic one percent property tax allocation.

Special taxes levied through the P-6 Zones increase each year due to the annual Consumer Price Index adjustment and the additional assessed parcels that are added to the zones. Over the past three fiscal years, zone revenue has increased from \$1.14 million in FY 07-08, to \$1.32 million in FY 08-09, and to \$1.39 million in FY 09-10.

Miscellaneous revenue for the past three fiscal years was \$165,000 in FY 07-08, \$69,000 in FY 08-09, and \$58,000 in FY 09-10.

Total P-6 revenues for the past three fiscal years has been fairly static at \$7.12 million in FY 07-08, \$7.14 million in FY 08-09, and \$7.02 million in FY 09-10. However, this is attributed to property tax revenues decreasing over the past three fiscal years, and zone assessments increasing due to the built-in annual cost-of-living increase. (Refer to Figures 23-5 and 23-6.) CSA P-6 revenues accounted for approximately 3.1 percent of the total Sheriff's Office budget in each of these three years.

Expenditures for CSA No. P-6 have increased in the current and previous fiscal years in an effort to maintain existing levels of service for beat patrols in the unincorporated area. Total expenditures were \$4.17 million in FY 07-08 and \$4.11 million in FY 08-09, compared to \$4.91 million in FY 09-10. (Refer to Figures 23-5 and 23-6.) Estimated expenditures for P-6 in FY 10-11 are expected to be in the range of \$13 million, with revenues estimated at \$7.29 million. This has resulted in expending available funds from the district, which had an available funds balance of \$7.37 million as of June 30, 2010. For FY 10-11, the SO estimates that \$6.4 million will be transferred from the Central Administrative Base Fund to provide law enforcement services within the unincorporated portion of the County.

Figure 23-5: CSA P-6 Revenues and Expenditures – Property Tax Base (FYs 08, 09, & 10)

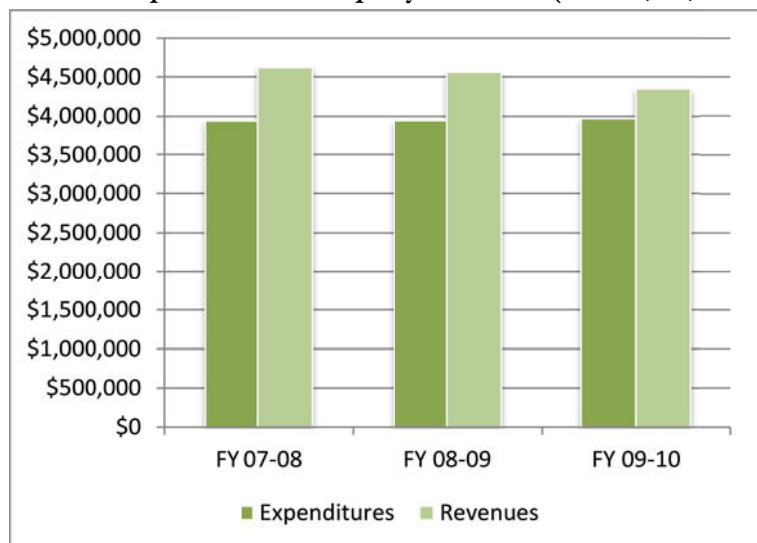
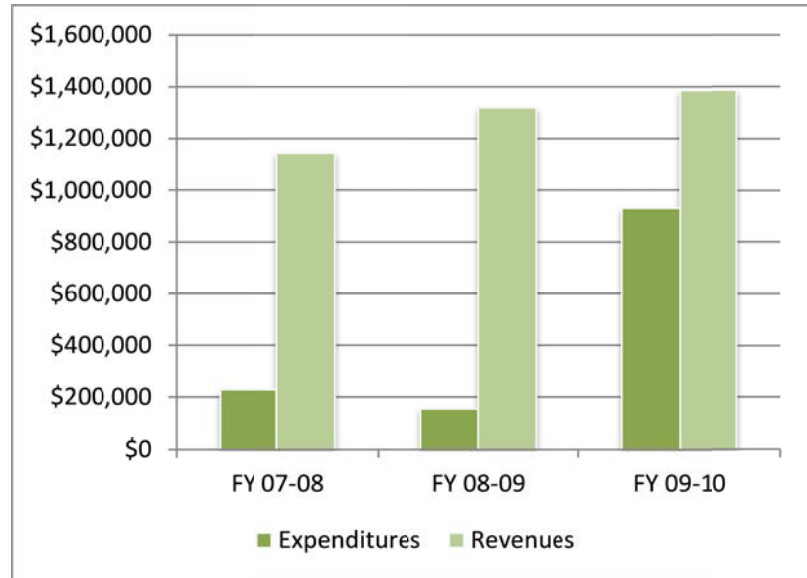


Figure 23-6: CSA P-6 Revenues and Expenditures – Zone Base (FYs 08, 09, & 10)



Law Enforcement Services

CSA P-6 provides funding to augment General Fund monies to provide basic law enforcement services (Deputy patrol and investigations) in the unincorporated portions of the County. The District also funds extended law enforcement services (primarily Resident Deputies) through utilization of P-6 Zone special tax revenues. These include:

- 1 Resident Deputy for East Richmond Heights;
- 6 Resident Deputies for North Richmond (partially funded by P-6);
- 3 Resident Deputies and 1 School Resource Officer for Bay Point; and
- 2 Resident Deputies and 1 Crime Prevention Specialist for Discovery Bay.

P-6 funding from the Central Administrative Base (CAB) Fund has also been utilized to partially fund the SO helicopter unit.

For more detailed discussion of the law enforcement services provided by the SO please refer to Chapter 26.

County Service Area M-29

Background

County Service Area (CSA) M-29 ('M' for Maintenance) was formed in 1996 to provide financing for facilities and services in the Dougherty Valley Area. The CSA was formed as part of a 1994 agreement to settle litigation brought against the County and the developers in Dougherty Valley. The objective was to enable the County to finance extended services for Dougherty Valley residents and property owners at no extra cost to the County's General Fund and taxpayers outside of Dougherty Valley. The District was formed under the provisions of California Government Code Section 25210 *et seq.*

CSA M-29 includes approximately 9.34 square miles and is located in the easterly portion of San Ramon and south to the Alameda-Contra Costa County Line. (Refer to Map 23-4.) Approximately 68% of the District territory is within the City Limits of the City of San Ramon, and 32% is within the unincorporated area. The current estimate from the city includes 8,071 residential units and 166,200 square feet of commercial space. The current estimated population within the District is 22,610.

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

CSA M-29 is a 'dependent' special district in which the County Board of Supervisors (Board) is the Board of Directors for the district. Staffing for the District is provided by the Special Districts Unit of the Contra Costa County Department of Public Works. Revenues generated by the District are administered by the Finance Division of the City of San Ramon Administrative Services Department. There is no advisory committee established for this district.

The CSA is authorized to provide road maintenance, street landscaping, park maintenance, open space maintenance, flood control, law enforcement services, and community facilities maintenance. The District may also charge for city administration overhead costs. Recreation-related services were addressed in the Recreation & Parks and Cemetery Municipal Service Review adopted by LAFCO in April 2010. This Section concentrates on the law enforcement services funded by the District.

Each year, as part of the city budget process, the San Ramon City Council approves an operating budget for Dougherty Valley Maintenance. The Board subsequently approves the budget pursuant to the 2005 Reimbursement Agreement as an agenda item at a regular Board of Supervisors meeting. At the end of the fiscal year, the District reimburses the city for services performed in Dougherty Valley.

There is no separate website for the CSA. Information may be obtained from the Special Districts Unit of the Contra Costa County Department of Public Works or the Finance Division at the City of San Ramon.

The Special District Unit demonstrated partial accountability and transparency, and the City of San Ramon demonstrated full accountability and transparency by cooperating with LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

The CSA's boundaries are the same as the Dougherty Valley Specific Plan Area, a master planned community of predominately single-family and multi-family residential units with commercial property, a golf course, library, community center, senior center, fire station, police substation, city public services center, seven schools, a childcare facility, community college, performing arts facility, developed park space and open space. The Dougherty Valley area is approximately 73% built-out for residential uses and 50% built-out for commercial uses. Refer to Map 23-4 which shows the relationship between city and county territory within the CSA boundary.

Because the CSA is a special district, it does not have land use authority. Those responsibilities lie with the City of San Ramon for that portion of the District within the city, and Contra Costa County for that portion of the District in the unincorporated area. As new development occurs, those areas annex to the City, however the annexed territory is not detached from CSA M-29. Under the City-County Agreement, and in accordance with the CSA's formation approval, annexed property remains within CSA M-29 in order to continue the financing of the specified services provided by the city.

Within CSA M-29 two different revenue scenarios are in place:

1. Within all of M-29 (both county and city), a portion of the Basic 1% Property Tax is allocated to M-29 (currently 3.79640% on average in the county portion and 3.85770% on average in the city portion). The county collects these tax revenues and holds them in a CSA M-29 account (Fund 247500). The county also collects the annual property assessment for all properties within the District which in FY 09-10 generated \$6.2 million. In FY 09-10, assessments were \$1,138.02 for single-family and \$806.98 for multi-family in FY 09-10). These assessments are adjusted annually according to the Consumer Price Index.
2. Within the city portion of M-29 (Tax Rate Area 66405), a portion of the Basic 1% Property Tax is allocated to M-29 services by the city (currently 4.00000% on average) along with a contribution from the City General Fund from Indirect Revenue (sales tax, fines and forfeitures, licenses-permits-franchise fees, and motor vehicle in-lieu fees). Details are provided in the Financing section below.

Two inconsistencies have been identified with respect to tax rate areas (TRA's):

1. Within the county portion of M-29, both TRA's (17133 and 17135) do not allocate a portion of the Basic 1% Property Tax to CSA P-6, the Countywide law enforcement CSA; which is appropriate. Similar to Kensington, the county portion of M-29 should be excluded from CSA P-6. However, County maps include the County portion of M-29 in CSA P-6. (Refer to Map 23-5.) It does not appear that any P-6 special tax zones have been established in the Dougherty Valley area.
2. Within the city portion of M-29 (TRA 66405), 1.16283% on average, of the Basic 1% Property Tax is allocated to CSA P-6. Since P-6 only covers unincorporated territory, this allocation should be re-allocated to another category (or categories) within the TRA.

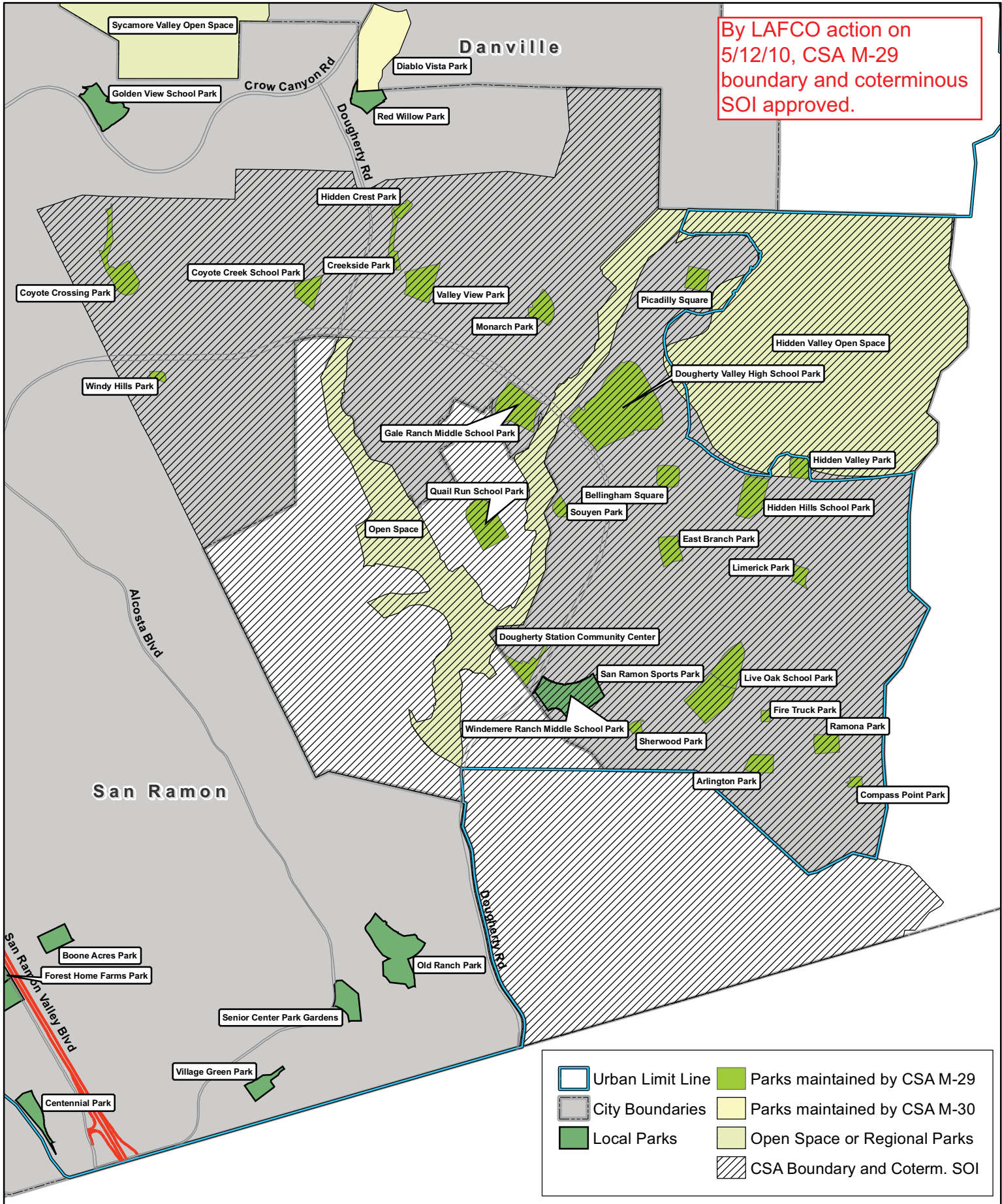
Population and Growth Projections

The Dougherty Valley Area has experienced significant growth and will continue a strong rate of growth until the Specific Plan Area is built-out. Between 2002 and 2010 the estimated population of the area within the CSA has grown from 3,366 to 21,854, a 650% increase.

At full build-out, the area will have 11,000 residential dwelling units with an estimated population of 26,400. Commercial space will be in the range of 330,000 square feet.

CSA M-29 and Coterminous Sphere of Influence

By LAFCO action on 5/12/10, CSA M-29 boundary and coterminous SOI approved.



	Urban Limit Line		Parks maintained by CSA M-29
	City Boundaries		Parks maintained by CSA M-30
	Local Parks		Open Space or Regional Parks
	CSA Boundary and Coterm. SOI		



Financing

Funding for CSA M-29 is derived as described above. Property tax revenues account for 37% of the funds generated by M-29, with 49% from assessments, and 14% derived from the City General Fund from Indirect Revenue (sales tax, fines and forfeitures, licenses-permits-franchise fees, and motor vehicle in-lieu fees).

The combination of property tax revenue plus assessments has increased in the past three fiscal years due to new construction within the CSA: \$9.22 million in FY 07-08; \$10.17 million in FY 08-09; and \$10.92 million in FY 09-10. These revenues are expected to increase to \$11.39 million in FY 10-11.

City Indirect Revenue has fluctuated in the past three fiscal years, with \$1.60 million in FY 07-08; \$1.80 million in FY 08-09; and \$1.75 million in FY 09-10.

CSA M-29 property tax revenues and assessment revenues are collected by the County, which charges an assessment collection fee and an administrative charge. These fees and charges are 0.6% of the tax revenue collected, but have been increasing about \$3,000 per year due to the increasing number of assessed parcels.

Expenditures for CSA No. M-29 have increased in the three previous fiscal years due to increased costs in all categories (internal road maintenance, street landscaping, park maintenance, open space maintenance, flood control services, police services, community facilities, and city overhead). Total expenditures were \$10.74 million in FY 07-08, \$14.03 million in FY 08-09, and \$14.55 million in FY 09-10. (Refer to Figure 23-7.) Estimated expenditures for M-29 in FY 10-11 are expected to remain at \$14.5 million, with revenues estimated at \$13.19 million. Even with the city’s indirect revenue contribution, the CSA has operated at a deficit the past two fiscal years and is expected to do so again in the current fiscal year. Deficits have been averaging around \$1.8 million per year.

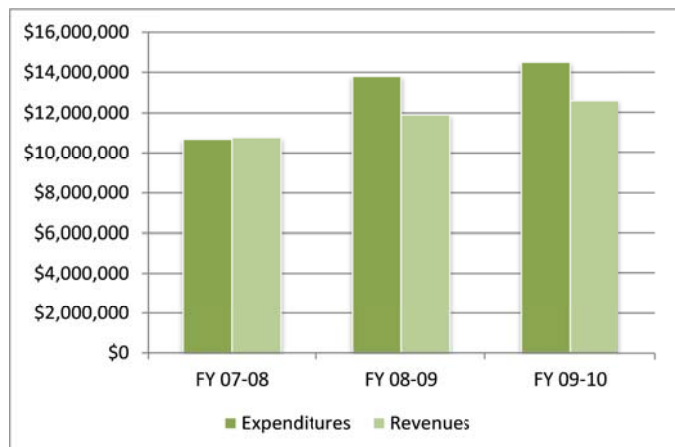
Because the Dougherty Valley is a developing area, revenues generated from property taxes and assessments does not always correlate to the costs for providing services; that is, there is a ‘time lag’ between when revenues are received by the city and when expenditures are required. The city anticipates that at full build-out, revenues will be sufficient to cover costs. In the meantime, two options appear to be available:

1. Raise the annual assessments (which would require a two-thirds vote); or
2. Allocate a portion of CSA M-29’s fund balance to make up the short-fall. As of June 30, 2010, the available fund balance was \$6.28 million.

Figure 23-7: CSA M-29 Revenues and Expenditures (FYs 08, 09, & 10)

Law Enforcement Expenditures

Over the past three fiscal years, costs for police services has increased by 26%, from \$4.40 million in FY 07-08, to \$5.22 million in FY 08-09 and \$5.55 million in FY 09-10. Estimated costs for FY 10-11 are \$5.80 million. Similar to other law enforcement agencies in the County, these increased costs are attributed to safety retirement and health benefit costs.



Law Enforcement MSR

The cost to provide police services in the Dougherty Valley amounts to about 40% of the total city expenditures within CSA M-29 (\$5.8 million out of \$14.5 million).

Law Enforcement Services

The San Ramon Police Department (PD) is a full service law enforcement agency, providing patrol, investigations, traffic enforcement, crime prevention, SWAT Team response, and K-9 officers.

For the Dougherty Valley and both city and county territory within the CSA boundary, San Ramon PD provides full services as listed above, which are no different than law enforcement services provided to the remainder of the City. Beat patrols 5 and 6 cover this area.

A Police Substation is located within Dougherty Valley at 17011 Bollinger Canyon Road, and is staffed on a regular basis.

For more detailed discussion of the law enforcement services provided by the City of San Ramon, please refer to Chapter 21.

County Service Area M-30

Background

County Service Area (CSA) M-30 ('M' for Maintenance) was formed in 1997 to provide financing for facilities and services within a portion of the Alamo Springs Subdivision. Alamo Springs is a 53-lot residential subdivision of which 11 lots are within the Town of Danville city limits and 42 lots are adjacent to but outside the city. Of the 11 city lots, nine have residential structures and two are vacant. Of the non-city lots, 26 have residential structures and 16 are vacant. The District was formed under the provisions of California Government Code Section 25210 *et seq.*

CSA M-30 includes approximately 0.23 square miles (147-acres) and is located on the north side of Danville just east of Interstate 680. The CSA boundaries include only that portion of the subdivision that is unincorporated. (Refer to Map 23-5.) Access to the subdivision is from La Gonda Way on the west side of I-680 and through the Town of Danville. The current estimated population within the District is 70.

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

CSA M-30 is a 'dependent' special district in which the County Board of Supervisors (Board) is the Board of Directors for the district. Staffing for the District is provided by the Special Districts Unit of the Contra Costa County Department of Public Works. Revenues generated by the District through annual assessments on residentially developed property are administered by the Assistant Town Manager for the Town of Danville, who reports to the Town (City) Council. There is no advisory committee established for this district.

CSA M-30 is authorized to provide road maintenance services (although there are no public streets within the District), street landscaping services (on city streets leading to the subdivision), parks and recreation services (although there are no park facilities within the District), street lighting services (through CSA L-100) and law enforcement services. Residents within the District also pay property taxes and special taxes (assessments) to CSA P-6 (Countywide Police Protection Services) and CSA P-2 Zone B (Alamo Police Protection Services).

The Alamo Springs Subdivision is within CSA R-7 Zone A (Alamo Park and Recreation Services), to which a portion of the property tax is allocated. Recreation-related services were addressed in the Recreation & Parks and Cemetery Municipal Service Review adopted by LAFCO in April 2010. This Section concentrates on the law enforcement services funded by the District.

Each year, the Board conducts a public hearing to approve the annual levy of assessments on the developed parcels within the CSA to fund the extended public services provided by the Town of Danville. Vacant parcels are not assessed. The assessment levy is based on an Engineer's Report from the Contra Costa County Department of Public Works, and takes into account the costs of the proposed services for the Fiscal Year. Currently, the assessment levy is at the maximum rate of \$856.26 (FY 09-10 rate of \$831.14 with a 1% CPI increase and a 2% enhancement increase).

There is no separate website for the CSA. Information may be obtained from the Special Districts Unit of the Contra Costa County Department of Public Works or the Town Managers Office of the Town of Danville.

The Special District Unit demonstrated partial accountability and transparency, and the Town Manager's Office demonstrated full accountability and transparency by cooperating with LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

The CSA M-30 boundaries include only the unincorporated properties -- 42 of the 53 residential lots within the Alamo Springs Subdivision. The other 11 residential lots are within the Town of Danville. The CSA is 62% built-out (26 lots) with residential dwellings, while the remaining 38% (16 lots) are vacant. Refer to Map 23-5 which shows the relationship between the District, the Town of Danville and the other Police Protection CSA's.

Because the CSA is a special district, it does not have land use authority. Those responsibilities are jointly shared between Contra Costa County and the Town of Danville through a Memorandum of Understanding (MOU) developed when the subdivision was approved. Under the City-County MOU, and in accordance with the CSA's formation approval, the County collects benefit assessment revenue from developed lots within the CSA and transfers those funds to the Town of Danville (for extended public services) and to CSA L-100 (now CFD 2010-1) (for street lighting services). Details are presented in the Financing section below.

Residents within CSA M-30 are also within two other police protection special districts from which they receive no services: CSA P-2, Zone B (Alamo area); and CSA P-6 (Countywide unincorporated area except Kensington). (Refer to Map 23-5.)

In the case of CSA P-2, Zone B, 0.48549% of the Basic 1% Property Tax is allocated to CSA P-2, which is currently generating approximately \$2,881 of tax revenue per year. CSA P-2, Zone B also assesses developed property within CSA M-30 at \$18 per parcel, which generates \$468 per year. Vacant parcels are not assessed.

For CSA P-6, 1.20573% of the Basic 1% Property Tax is allocated to CSA P-6, which currently generates approximately \$7,155 of tax revenue per year from CSA M-30 properties. CSA P-6, Zone 1802 also assesses property within the Alamo Springs Subdivision (including the 42 residential lots in CSA M-30, plus the 11 residential lots in Danville, plus what appear to be four common/open space parcels). This assessment generated \$14,260 in FY 09-10, and will increase based on the Cost of Living Index.

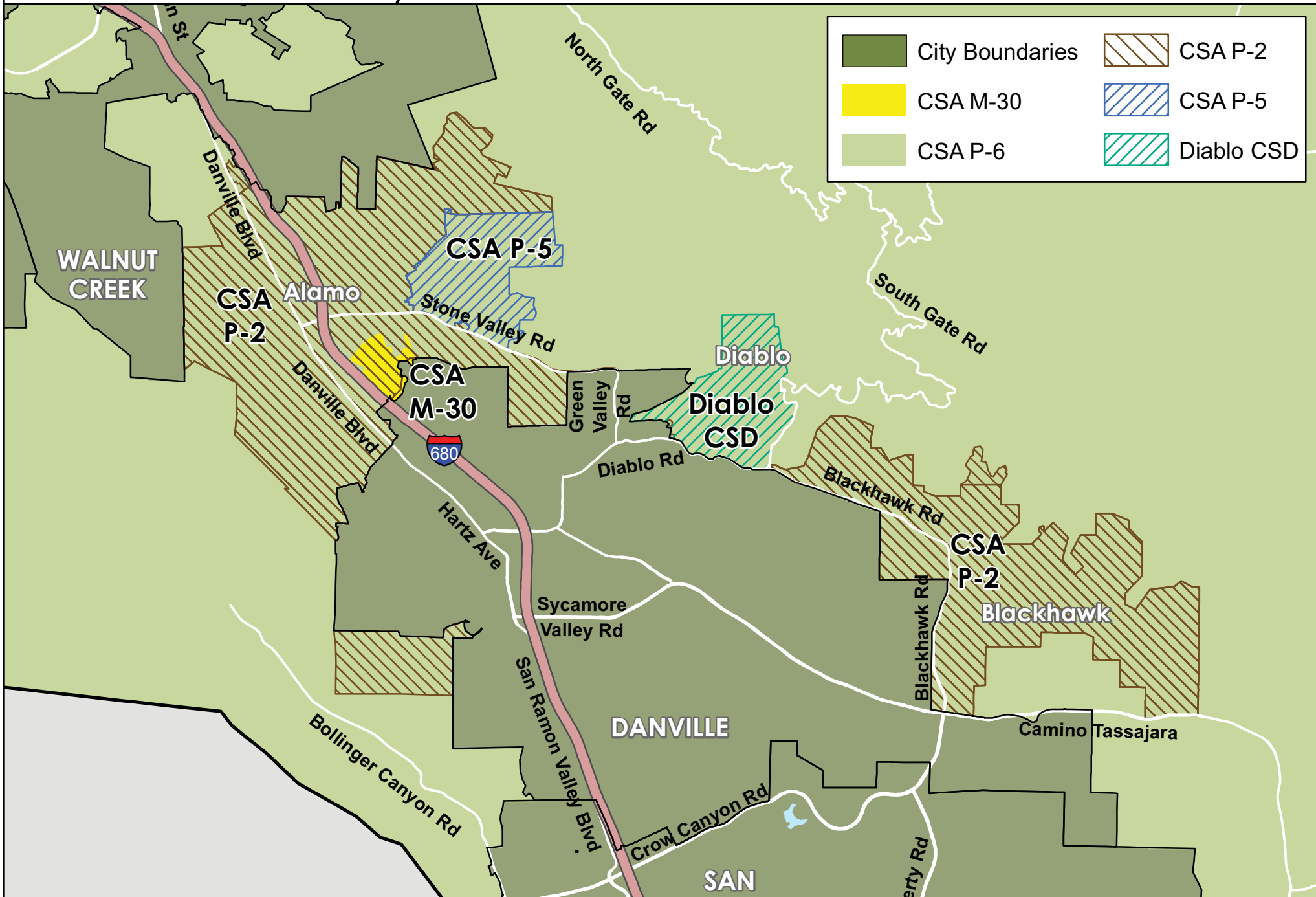
Two inconsistencies have been identified for CSA M-30:

1. Properties within CSA M-30 receive law enforcement services from the Town of Danville, but are contributing property tax revenues (currently \$10,036 per year) to CSA P-2 and CSA P-6; and
2. Properties within CSA M-30 also contribute special taxes (assessments) (currently \$14,728 per year) to CSA P-2 and CSA P-6.

These contributions exceed the total revenue generated by CSA M-30 for its own services by \$2,081. Territory within CSA M-30 should be detached from CSA P-2 and CSA P-6. In addition, the whole of Alamo Springs Subdivision (both city and unincorporated portions) should not be included as a Zone within CSA P-6.

Population and Growth Projections

It is estimated that the current population within CSA M-30 is 70 (26 homes at 2.7 persons per home). Population at full build-out will be approximately 113; although no new homes have been built in the past three years, leaving 16 lots vacant.



Map Created on June 6th, 2011
Contra Costa County Department of Conservation & Development
651 Pine Street, 4th Floor - N. Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

This map or dataset was created by the Contra Costa County Conservation and Development Department with data from the Contra Costa County GIS Program. All District Data including City Limits, is originally derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.



Financing

Funding for CSA M-30 is derived as described above. For FY 10-11, the annual assessment will generate \$22,263 (and combined with \$600 in interest) will provide a total of \$22,863 in available funds to the District.

CSA M-30 assessment revenues are collected by the County, which charges an assessment collection fee and an administrative charge. For FY 10-11, collection fees are \$300 and administrative charges are \$3,000. This leaves \$19,563 to fund the required services.

Costs for services include: \$388 transferred to CSA L-100 (now CFD 2010-1) for street lighting services; and \$16,000 transferred to the Town of Danville for road maintenance services, street landscaping services, parks and recreation services, and law enforcement services. The remaining \$3,175 is placed in an operating reserve account. As of June 30, 2010, the fund balance for CSA M-30 was \$32,889.

Revenues and expenses for the past three Fiscal Years are summarized in Figure 23-8.

Figure 23-8: CSA M-30 Revenues and Expenditures (FYs 08, 09, & 10)

Law Enforcement Expenditures

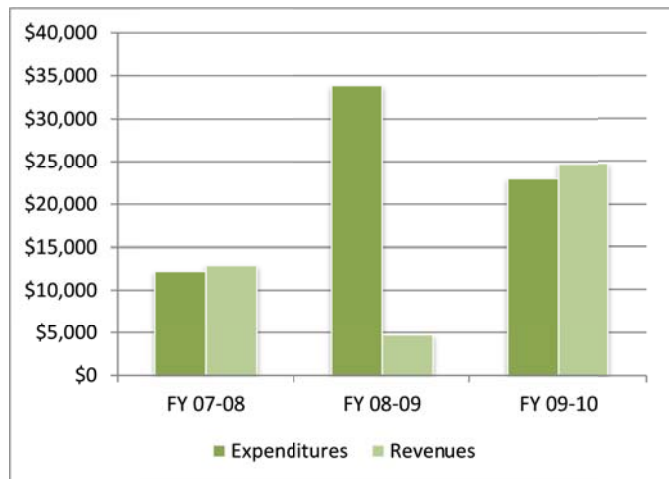
Of the annual contribution received from CSA M-30, Danville allocates \$10,606 (66%) to law enforcement, with the remainder to street maintenance (\$1,042), street landscaping (\$995), and Parks and Recreation (\$3,357).

Law Enforcement Services

The Danville Police Department (PD) is a full service law enforcement agency, providing patrol, investigations, traffic enforcement, crime prevention, and a K-9 officer.

For the Alamo Springs area (including both city lots and unincorporated lots), Danville PD provides full services as listed above, which are no different than law enforcement services provided to the remainder of the Town. Beat Patrol 1 covers this area.

For more detailed discussion of the law enforcement services provided by the Town of Danville, please refer to Chapter 8.



24. Diablo Community Services District

Diablo Community Services District (CSD) provides law enforcement services through a contract with the Contra Costa County Sheriff's Office.

Agency Overview

Background

The Diablo Community Services District (CSD) was formed in 1968 as the successor to the Diablo Utility District. Diablo CSD currently provides police/security, road and drainage maintenance, and multi-use trail maintenance services. The District was formed under the provisions of California Government Code Section 61000 *et seq.* Law enforcement services are through a contract with the Contra Costa County Sheriff's Office (SO). This chapter focuses on the District's law enforcement services germane to this report. LAFCO adopted a sub-regional MSR covering all services provided by cities and various districts, including Diablo CSD, in the central portion of the County. For general information on the District and related determinations, refer to this MSR.

General information on Diablo CSD police services is contained in the Central Contra Costa County Sub-regional MSR adopted by the Commission in September 2009. (www.contracostalafco.org)

Diablo CSD includes approximately 1.56 square miles (998-acres) and is located northeast of and adjacent to the Town of Danville, and north of Diablo-Blackhawk Road. (Refer to Map 24-1.) Access is from the I-680/El Cerro Boulevard interchange and through a portion of Danville. The Diablo community is a single-family residential area along with the Diablo Country Club. The current estimated population within the District is 1,200.

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

Diablo CSD is an 'independent' special district in which a five-member Board of Directors is responsible for operating the District. Board members are elected 'at large' in even numbered years to staggered four-year terms by the registered voters residing in the District. Administrative staffing for the District is provided by the District Manager who also serves as District Counsel.

The Board of Directors meets monthly on the second Tuesday at the Diablo Country Club. Meeting notices are posted at the Post Office, 1701 Nido Road. The District has a website (diablocsd.org) where Board agendas, minutes and other information is posted.

The District's mission is to "maintain the roads, culverts, and bridges accepted for maintenance by Diablo Community Services District, to provide security services to the residents and guests as well as Diablo Country Club members and guests, and to maintain the pedestrian/equestrian path between Alameda Diablo and Mt. Diablo Scenic Boulevard."

Constituent outreach, education and other customer service issues are discussed in Chapter 26 covering the SO.

The District Manager demonstrated partial accountability and transparency by cooperating with LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Because Diablo CSD is a special district, it does not have land use authority. Those responsibilities lie with Contra Costa County. The District (through the individual Board members and the District Manager) monitors activities in the community on a regular basis.

The District does not have any employees. Contract services are provided by the District Manager for administration, by the SO for law enforcement services, and MCE Engineers for road and drainage maintenance services.

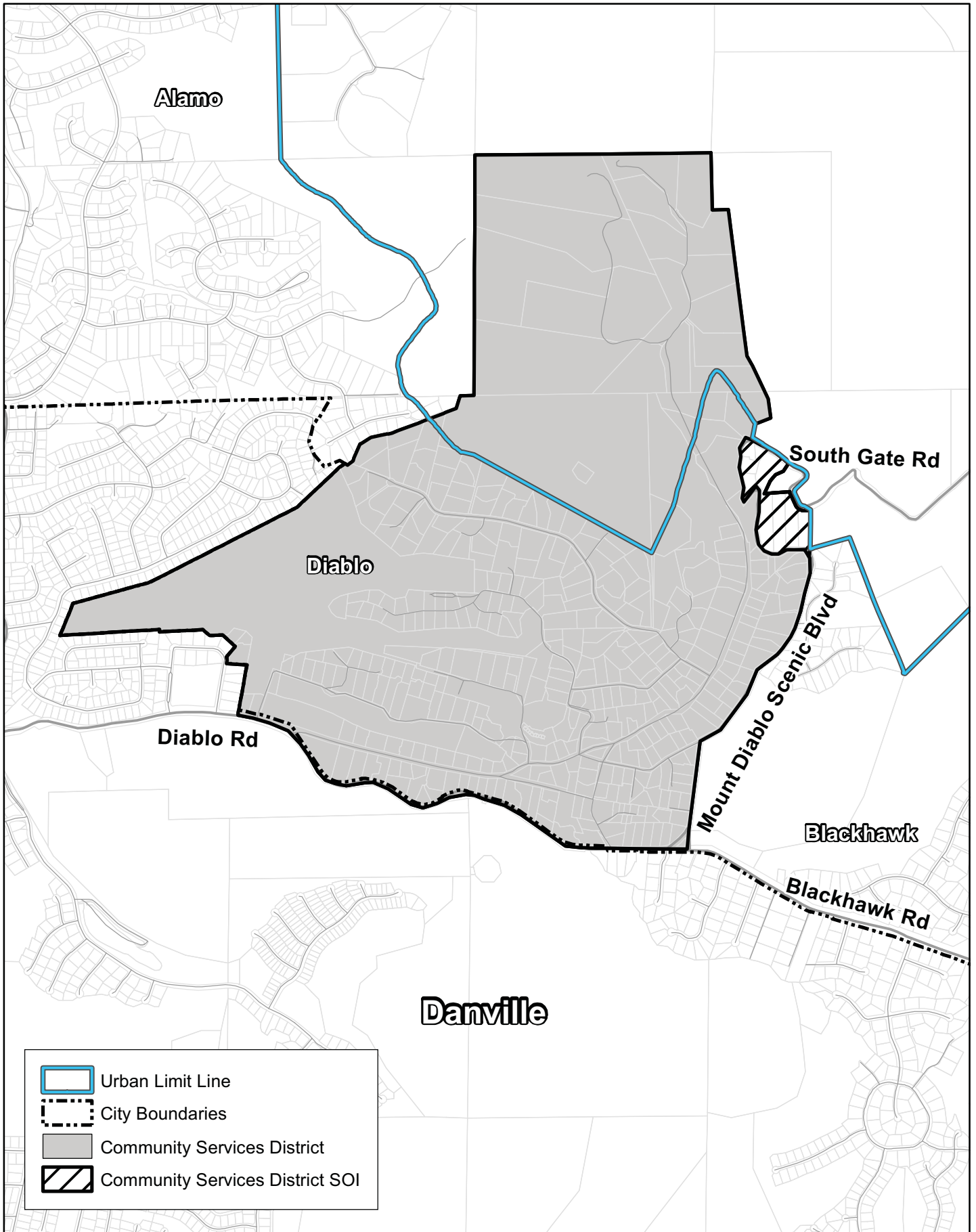
All roads within the CSD are private except for Caballo Ranchero, which has been dedicated to the County. The District maintains approximately 8.5 miles of improved roads within its boundary. The District is also responsible for storm drainage culverts along these roads as well as three bridges whose age and structural conditions are of concern to the District. Near and far future development in the area is expected to stress the creeks, culverts and bridges. The District is currently undergoing a comprehensive study to evaluate the ability of the bridges and culverts to handle increased flows caused by future development.

Population and Growth Projections

The District is largely built-out, with several vacant lots remaining in the northerly (hillside) portion of the District. Population growth is not expected to increase by more than one percent (12 residents) by the year 2030.

The District SOI is coterminous with the District boundary, except for an approximate 11-acre area consisting of 8 parcels east of Mt. Diablo Scenic Boulevard/South Gate Road. This area was added to the District SOI by LAFCO in May 2011. (Refer to Map 24-1.) A corresponding annexation proposal will be considered by LAFCO in July 2011.

Diablo Community Services District and SOI



Financing

The District has recently initiated a new budget system which tracks revenues and expenditures by line item and by month. Details for prior years were not available. However, in FY 07-08 the District had revenues of \$502,568 and expenditures of \$241,391; and in FY 08-09 revenues of \$499,712 and expenditures of 278,580. FY 09-10 figures from the State Controller's Office are not yet available.

A portion of the Basic 1% Property Tax (currently 6.52077% on average) is allocated to Diablo CSD, which currently generates approximately \$462,000 of tax revenue per year. The District also assesses developed residential property within the district a special tax of \$435 per year, and undeveloped property a special tax of \$85 per year. This assessment currently generates approximately \$179,000 per year. Total District revenues for FY 10-11 are as follows: property tax \$462,000 (71%), special tax (assessment) \$179,000 (27%), fines \$600 (less than 1%), and interest \$10,000 (2%), for total revenues of \$651,600. As of June 30, 2010, the District had \$1,349,398 as cash on hand, which is considered to be a reserve account. The reserve account is required to cover anticipated future needs.

Properties within Diablo CSD are also within CSA P-6 (Countywide law enforcement services for the unincorporated area except Kensington). (Refer to Map 23-5.) CSA P-6 collects a portion of the Basic 1% Property Tax Allocation from properties within the Diablo CSD (currently 1.20573% on average) for 'basic' law enforcement services. This is appropriate because the Resident Deputy assigned to Diablo CSD obtains support from the local beat Deputies when the Resident Deputy is not on duty. It does not appear that any of the CSA P-6 special tax zones are within the Diablo CSD boundary.

For FY 10-11, costs for services are: law enforcement \$294,466; road maintenance \$113,793; legal (includes District Manager) \$39,728; insurance \$16,144; and administrative \$4,297, for a total expenditure of \$468,428. Revenues exceeded costs for services by \$183,172, allowing the District to build up its reserves. For FY 11-12 projected revenues are \$473,330 with expenditures of approximately \$475,000 to \$500,000. This may require the District to utilize some of its reserves.

For FY 10-11, capital outlay for road and bridge repair was minimal, with \$12,000 designated for the vehicle replacement fund. The District purchases a new patrol vehicle every five years.

During FY 10-11, the District deferred road maintenance capital expenditures until later years. For FY 11-12, capital outlay for road and bridge repair is estimated at \$277,500.

Law Enforcement Expenses

For FY 10-11, specific costs to provide law enforcement services are as follows: contract with the SO \$291,073; auto repairs \$1,730; and miscellaneous \$1,643 for a total of \$294,446. For FY 11-12, these costs are expected to be: contract with the SO \$288,000; auto repairs \$3,000, and miscellaneous \$2,500 for a total of \$293,500.

Law Enforcement Services

Law enforcement services within the Diablo CSD are provided by the SO. Diablo CSD funds one Resident Deputy, plus vehicles and other necessary supplies. The Deputy is based at the SO Valley Station in Alamo, and works a flexible/adjustable schedule within an overall 40-hour work week that correlate to community issues and activities, including events at the Diablo Country Club. During periods of time when the Resident Deputy is off-duty, the Sheriff's beat patrol from the Valley Station provides coverage. Single officers are assigned to each beat vehicle. Beat services for Diablo CSD involve a single deputy per vehicle and a single beat.

Law enforcement issues associated with the Diablo community include speeding, residential burglaries (4-5 per year), and complaints about bicyclists. During street closures at Halloween, Cadets from the SO are utilized for traffic control.

The Resident Deputy attends monthly Board of Director meetings to keep the community updated and to address any concerns.

Through the SO, Diablo CSD also utilizes dispatch services, investigative and forensic specialists, and any other specialized services required. For more detailed discussion of the law enforcement services provided by the SO please refer to Chapter 26.

25. Kensington Police Protection and CSD

The Kensington Police Protection and Community Services District provides law enforcement services, park and recreation services, and solid waste collection within the District boundary. This chapter focuses solely on the District's law enforcement services germane to this report.

Basic information on the Kensington Police Protection and Community Services District is contained in the West Contra Costa County Sub-regional MSR adopted by the Commission on November 18, 2009. (www.contracostalafco.org)

Agency Overview

Background

The District was formed in 1946 as the Kensington Police Protection District and was reorganized in 1953 under the Community Services District Law (Government Code Section 61000*et seq.*) as the Kensington Community Services District. In 1955, the District expanded its services to include parks and recreation. In 1979 solid waste collection services were added, and in 1995 the name of the District was changed to the Kensington Police Protection and Community Services District (KPPCSD).

The District provides services to the unincorporated community of Kensington, which is a Census Designated Place (CDP). The community comprises approximately 1.1 square miles and has a 2010 population of 5,077. Kensington is adjacent to the City of El Cerrito on the north and west, the City of Richmond and Tilden Regional Park on the east, and the Alameda County cities of Albany and Berkeley on the south. (Refer to Map 25 -1.)

There are three other organizations that are involved in the Kensington Community:

- The Kensington Municipal Advisory Council (MAC) – consisting of five members who advise the County Board of Supervisors on planning matters;
- The Kensington Community Council – a non-profit volunteer organization with a 20-member board who operate recreation programs under contract to the KPPCSD; and
- Kensington Fire Protection District – which provides fire suppression, fire prevention and emergency medical response services to the community by contract with the City of El Cerrito.

The KPPCSD and the Fire District serve the same area and have boundaries that can be considered coterminous (same boundary for each district).

Accountability and Governance

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

KPPCSD is an 'independent' special district governed by a five-member Board elected at-large to staggered four-year terms. Gregory E. Harman is the General Manager of the District and is also

the Chief of Police, who serves at the pleasure of the Board. The Board meets on the second Thursday of each month. The District does not have a law enforcement-related advisory commission or committee. The Kensington Public Safety Council is a community-based organization designed to work with government and citizens on disaster preparedness. Membership is comprised of 15-20 volunteers who meet monthly along with liaisons from the PD and the fire district.

Constituent outreach efforts are aimed at crime prevention, education about the Police Department's activities, and involving constituents in police efforts. Through the Fire District, the MAC and the Kensington Community Council, residents are fully engaged in their community. The District utilizes a 'community policing' concept in which law enforcement staff can be contacted individually by e-mail. The District has an extensive website, and encourages input from the community. Law enforcement-related activities in the community include two key programs: Neighborhood Watch and Vacation Watch, which can be requested electronically from the website. The District sponsors Boy Scout Troop No. 100, and interfaces regularly with Senior Citizens. One police officer is assigned to senior programs and one officer is assigned to Neighborhood Watch. This officer is in the process of establishing a 'Citizens Academy' to familiarize residents with law enforcement. The Chief files a detailed monthly report and a monthly police activity log on all police-related activities to the Board of Directors.

If a constituent has a complaint regarding the Police Department (PD) or its employees, complaints may be filed with the District Secretary via telephone, e-mail or through the website electronic form. Complaints are rare and any inquiries are evaluated by the Chief in concert with the Board.

Kensington PD demonstrated full accountability and transparency by cooperating with all LAFCO requests for information, documents and interviews during the MSR process.

Planning and Management Practices

Per the District's FY 10-11 budget, the Department has ten authorized sworn positions, and two support positions. The Department is supplemented by five reserve officers.

The Department is divided into two sections, each headed by a Sergeant. Team A is assigned to patrol and is comprised of one Sergeant and two Police Officers; and Team B is assigned to patrol and is comprised of one Sergeant and two Police Officers. Patrol is supplemented with one Detective Sergeant and one Traffic Officer. Support is provided by a Police Services Aide and the District Secretary.

The Chief holds regular meetings with line staff internally, and attends all meetings of the Board.

Major points of emphasis for the PD are preventing property crimes and controlling traffic. Property crimes from unlocked vehicles and residential burglaries tend to increase during the Holiday shopping season, requiring additional education bulletins to the citizens and stepped up patrol in the commercial areas. Utilization of a new police motorcycle for traffic enforcement is expected to reduce speeding and vehicle code violations.

Sworn officers are evaluated annually. New staff are evaluated after 18 months of a probation period. The Department conducts training programs every three months.

Because KPPCSD is a special district, it does not have land use authority. Those responsibilities lie with Contra Costa County. The County General Plan, adopted in 2005, addresses law enforcement in the Public Facilities and Services Element, but does not detail any standards for Kensington as a distinct community within the County.

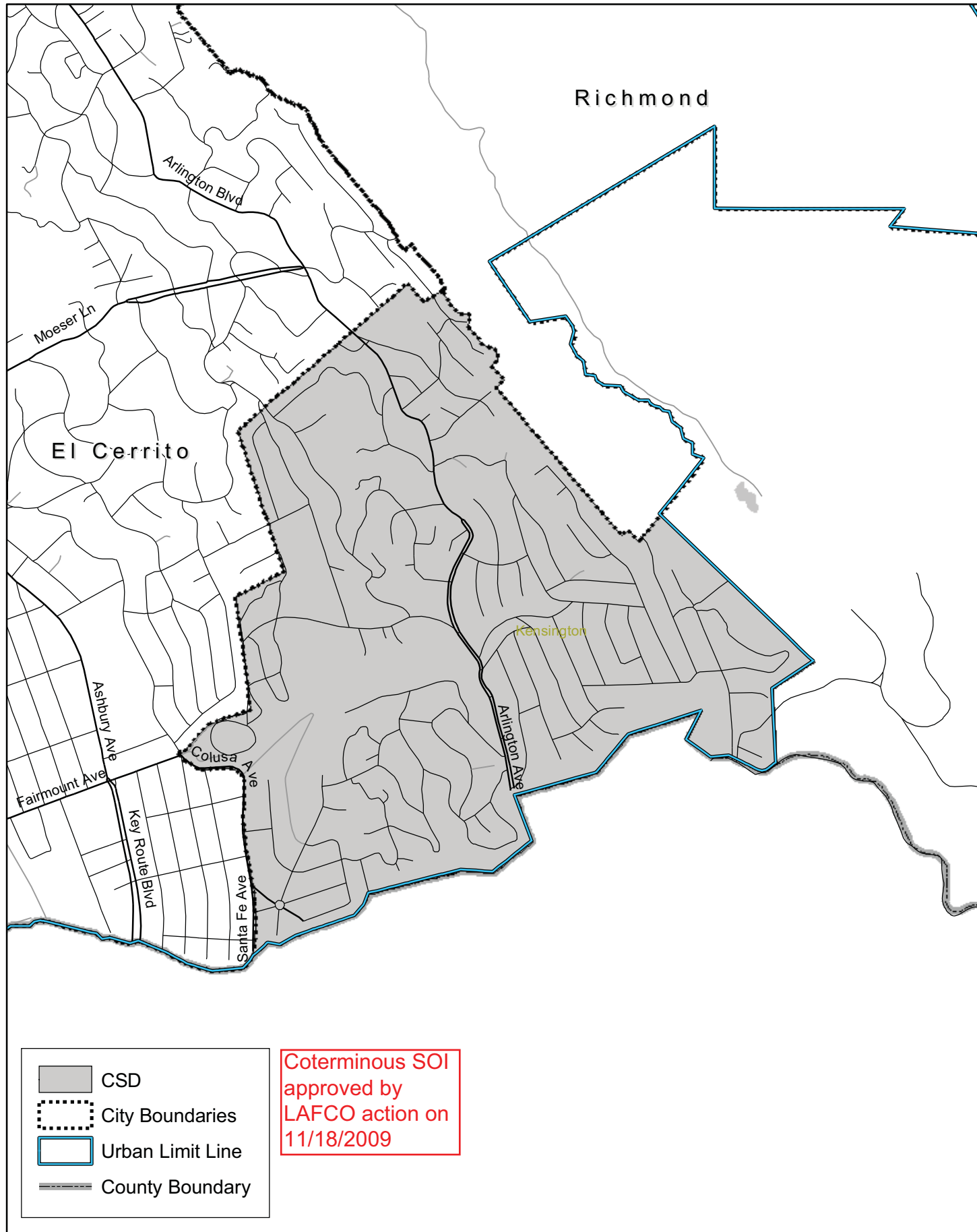
Financial planning documents include the annual budget, which includes a 'capital outlay' component. There is no separate Capital Improvement Program (CIP).

Population and Growth Projections

According to the 2010 Census, the population of the Kensington community is 5,077. Over the last 10 years, the population has grown by 3 percent. The community is significantly built-out so there is no expectation that the population will increase to any degree. Limited commercial development in the south Arlington Avenue area is a possibility.

There are no 'service islands' within the District boundary. The adopted SOI is coterminous with the District boundary. (Refer to Map 25-1.)

Kensington Police Protection and Community Services District



Financing

The KPPCSD budget has four components: police; recreation; district activities; and capital outlay. Law enforcement revenues are derived from property tax, a special tax (assessment), Measure G supplemental tax, fees and service charges, miscellaneous income and interest. The District receives a portion of the Basic 1% Property Tax (currently 13.48323%) which generates approximately \$1,221,000 of tax revenue per year. The District also assesses property within the district two special taxes, which currently generate approximately \$1,086,000 per year. All three of these revenue sources are dedicated 100% to police activities.

The first special tax was originally approved by the voters in 1980, with increases in 1984, 1993, 1994, and 1997. The 1997 vote capped annual fees at \$300 for single-family residential, \$450 for multiple unit residential, \$450 for commercial and industrial, \$300 for miscellaneous improved property, and \$90 for unimproved property. This tax does not have a cost of living increase clause.

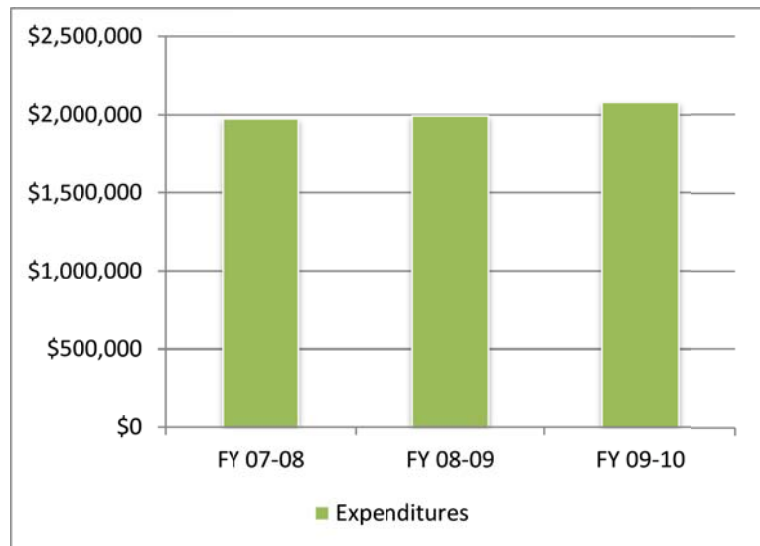
The second special tax (Measure G) was approved by the Kensington voters in June 2010 by a vote of 68.58% 'Yes' and 31.42% 'No.' A two-thirds majority was required and the measure passed with a 40 vote margin. Special taxes are levied on single-family residential (\$200 per parcel per year); multiple unit residential (\$300 per parcel per year); commercial and institutional (\$300 per parcel per year); miscellaneous improved property (\$200 per parcel per year); and unimproved property (\$60 per parcel per year). These special taxes will increase based on the Cost of Living Index.

Property tax revenues constitute 52 per cent of police activities revenue, the special taxes provides 46 percent, fees and services less than one percent, miscellaneous income one percent, and interest 1.5 percent. Total police activity revenues for FY 10-11 are estimated at \$2,340,000. This was a 14 percent increase over FY 09-10 due to the addition of Measure G special taxes.

Figure 25-1: Kensington PD Expenditures (FYs 08, 09, & 10)

Expenditures for police services have increased slightly each year over the last three fiscal years. (Refer to Figure 25-1.) In FY 09-10, the primary expenses for the Department were personnel (87 percent) and services and supplies. There were no capital outlays in FY 09-10, but in FY 07-08 a new police vehicle (\$32,830) and new weapons and radios (\$42,369) were purchased.

There is no long-term debt related to law enforcement services.



Law Enforcement

Nature and Extent

The Police Department is responsible for providing law enforcement services in the community, including crime prevention, parking and traffic control, community awareness, and investigations. Kensington PD is also involved in the East Bay Regional Communication System and the Contra Costa Mobile Field Force.

The Department relies on the Sheriff’s Office for SWAT Team, search and rescue services, and long-term holding facilities; County Animal Control for animal services; the City of Walnut Creek for bomb squad services; and the City of Richmond for police dispatch services.

The Sheriff’s Department also provides safety services within the Kensington community by responding to a “critical incident” in which a request has been made for “mutual aid.”

Kensington PD does not provide contract services to other agencies.

Patrol

Kensington PD patrols 1.1 square miles which are divided into four beats. Team A (consisting of one sergeant and two officers) works 12-hour shifts (Sunday through Tuesday) while Team B (consisting of one sergeant and two officers) works 12-hour shifts (Thursday through Saturday). Each team works an 8-hour shift every other Wednesday. The Traffic Control Officer works a flexible schedule in order to maximize traffic enforcement. Kensington PD utilizes a single officer for each beat vehicle.

Staffing

Figure 25-2: Kensington PD Staffing Levels

Over the last three Fiscal Years (08-09, 09-10 and 10-11, the Department has been reduced by one sergeant and one officer. A recent vacancy resulted from the disability retirement of an officer. This position will be refilled by October 2011. (Refer to Figure 25-2.)

Position	FY 08-09	FY 09-10	FY 10-11
Chief	1	1	1
Sergeant	3	2	2
Detective	1	1	1
Police Officer	5	5	5
Traffic Control Officer	0	1	1
Records Specialist	1	1	1
Office Support Staff	1	1	1
TOTAL	12	12	12

Currently, the department determines staffing levels based upon the necessary number of sworn officers to achieve a set ratio per capita of 2.0 officers per 1,000 residents. This level of protection has been validated by the community and their willingness to pay for police services.

Location

Kensington PD provides services throughout the District territory, and in addition, provides services outside its boundaries through mutual aid agreements. These joint mutual aid agreements include: 1) the Contra Costa Mutual Aid Mobile Field Force which provides police services of all types for calls to other counties on request; 2) the California Law Enforcement Mutual Aid Plan; and

3) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed.

The Department did not identify any areas within the community area that are particularly challenging to serve. The PD provides assistance to the East Bay Regional Parks District police upon request.

Infrastructure

The Police Department operates out of the Kensington Fire Protection District fire station at 217 Arlington Avenue. KPPCSD leases space from the Fire District. The fire station was built in 1970 and remodeled in 2005. The building is being remodeled again due to structural damage from earth movement. The two functions (police and Fire) share locker areas and other common areas in a compatible manner.

The Department did not report any needs related to vehicles or equipment. Vehicles and equipment are parked behind the fire station, but not within a secure area. This has not posed any security problems. The PD has seven vehicles and rotates one out each year. New vehicle purchases may be delayed in order to reduce capital costs.

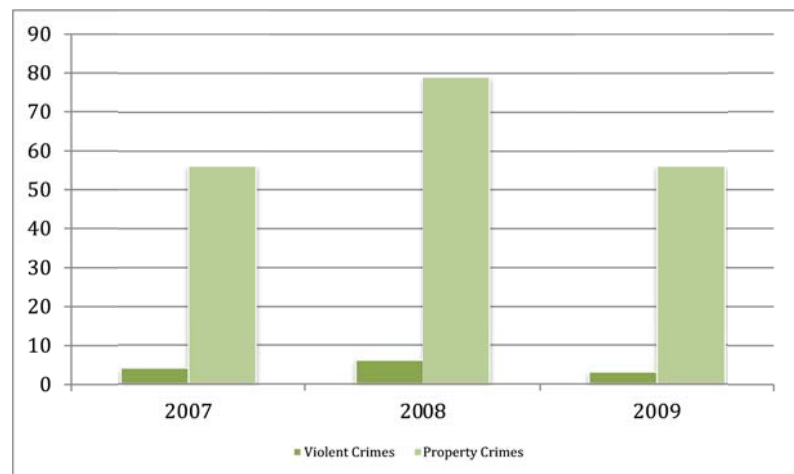
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 25-4: Kensington CSD Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 25-3: Violent and Property Crimes (2007-2009)

Over the last three years, the annual number of crimes and the number of crimes per capita have varied but ultimately declined in 2009. As shown in Figure 25-3, both property and violent crimes peaked in 2008, and then, in 2009, returned to a level slightly below that seen in 2007. Based on the number of property and violent crimes between 2007 and 2009, the District had approximately 13.4 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The District averaged 5,000 service calls per year in 2007, 2008 and 2009, which is 985 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period.



The District reported that there were no periods or events with particularly high demand.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by Kensington CSD are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction. Response times are dependent on the agency’s staffing level and size of the jurisdiction served. Kensington CSD on average responds to Priority 1 incidents within two minutes and 45 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 25-4, Kensington CSD had a clearance rate of 44 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of two percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. Local clearance data indicates a 65 percent clearance rate for violent crimes and a 17 percent clearance rate for property crimes during this period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning Kensington CSD solves a much higher portion of violent crimes, and a higher percentage of property crimes within its jurisdiction than the average of other providers in the County.⁴³

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Staffing ratios in Contra Costa ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington CSD. Kensington CSD is significantly higher than the countywide average of 1.18 sworn staff per 1,000 residents.

⁴³ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff’s Office, cleared crimes are reported by the Sheriff’s Office, not the City. Clearance rates as reported by the agency may differ depending on the agency’s definition of a cleared crime. An offense is cleared or “solved” for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by “exceptional means” when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 25-4: Kensington CSD Law Enforcement Overview

Kensington Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	KPPCSD	Population (2009)	5,077
Number of Beats	4	Population (2010)	5,077
Dispatch	Richmond	Total Service Calls (2009)	5,000
Search and Rescue	Sheriff	Calls per 1,000 population	985
Investigations	KPPCSD	Crime Activity	
Traffic Enforcement	KPPCSD	Arrests (2009)	13
SWAT	Sheriff	Violent Crimes (2009)	3
Temporary Holding	None	Property Crimes (2009)	56
Long-term Holding	Sheriff	Traffic Accidents	31
Bomb Squad	Walnut Creek	Violent Crime Rate per 100,000 ¹	259
Canine (K-9) Services	None	Property Crime Rate per 100,000 ¹	3,809
Staff Training	KPPCSD		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	2:45	Total Staff (2010)	12
Response Time Base Year	2010	Sworn Staff	10
Clearance Rate of Violent Crimes ²	65%	Support Staff	2
Clearance Rate of Property Crimes ²	17%	Volunteers	11
Per Capita Cost (General Fund)	\$ 415	Sworn Staff per 1,000 population	1.97
Service Challenges			
The District did not report any significant challenges to providing law enforcement services.			
Facilities			
Station	Location	Condition	Built
Headquarters	217 Arlington Avenue	Fair	1970
Current Facility-Sharing and Regional Collaboration			
Kensington PD is involved in the East Bay Regional Communication System, the Contra Costa Mobile Field Force and West Net, shares dispatch facilities with Richmond PD and its headquarters with Kensington Fire Protection District.			
Opportunities for Facility-Sharing and Regional Collaboration			
No further opportunities for facility and resource sharing were identified by the District.			
Notes:			
(1) Crime rates are aggregated for the period between 2007 and 2009.			
(2) Clearance rates are aggregated for the period between 2007 and 2009.			

Non-LAFCO Agencies

26. Contra Costa County Sheriff

The Office of the Sheriff provides law enforcement services to the unincorporated portion of the County and is responsible for certain Countywide functions including Coroner, Custody (Detention), Court Security, Marine (Boat) Patrol, Air (Helicopter) Unit, Forensic Services, Emergency Services (including Homeland Security), Restraining Order and Identification (fingerprint) services, and the Primary Service Answering Point (PSAP) for all county 911. The Office of the Sheriff (SO) also contracts with four cities, and provides 'enhanced' police services to four special districts, a transit district, a regional medical center, and a federal installation.

Agency Overview

Background

The Office of the Sheriff was established in 1850 when Contra Costa County was formed as one of the original counties at the time of Statehood. The Sheriff is an elected position and the Office of the Sheriff operates under authority of the State of California Constitution, Article III, Article V, and Article XI. The 22nd and current Sheriff is David O. Livingston, who was elected in June of 2010 and sworn in on January 3, 2011. Sheriff Livingston succeeded Warren E. Rupf, who retired after 40 years of service, 18 years as Sheriff.

Contra Costa County is located in the East Bay portion of the San Francisco Bay Area. The county is adjacent to San Pablo Bay, the Carquinez Strait and Suisun Bay on the north (Solano and Sacramento County); San Joaquin County on the east, Alameda County on the south and southwest; and the San Francisco Bay on the northwest (San Francisco and Marin Counties).

The county is comprised of 720 square miles of land, of which 444 square miles of land are in unincorporated territory, and 276 square miles of land are within incorporated cities. There is also 82 square miles of water within the county boundary.

The County is not required to have a Sphere of Influence (SOI), but is included in this MSR because of the direct relationship between the SO and all of the law enforcement agencies within the county.

Accountability and Governance

As an elected official, the Sheriff is ultimately responsible to the electorate, including both county residents and city residents. The SO also operates under an annual budget adopted by the County Board of Supervisors.

Local accountability and governance can be measured using a variety of factors. This MSR focuses on several variables, including the decision making process, visibility and accessibility, community outreach and education, and customer service.

The Sheriff provides a number of opportunities for citizens to interface with the Office, including direct contact with patrol deputies (especially Resident Deputies) and through specific services provided by the SO. Some of these include:

- Citizen Report Procedure – allows anyone to provide a complaint, constructive criticism or suggestion for investigation by the SO. The form is available on-line at the SO website.
- The Records and Identification Unit - provides all of the official incident reports, warrants, visa and clearance letters, and statistical information for the unincorporated areas of the county and all public safety agencies that the Office of the Sheriff contracts with. Also provides restraining orders and identification (fingerprint services) countywide.
- In collaboration with Detention Health Services, the SO has implemented a Crisis Intervention Training (CIT) Program designed to assist officers and deputies in dealing with people with mental illness, the developmentally disabled, and individuals in crisis.
- The SO has implemented a ‘Crime Free Multi-Housing Program’ in which residents, owners and managers of rental communities are trained to keep drugs and other illegal activity off their property. The program involves training and a certification process to insure that minimum safety requirements have been met.
- Public Information – available directly from the Public Information Officer (PIO) Jimmy Lee.
- The State Victim Notification Service (VINE) – helps victims of crimes to obtain information about the custody status of their offender. Available in English and Spanish 24-hours a day, seven days a week.
- Offender Watch – is the nation’s leading registered sex offender notification program and allows free and confidential e-mail notification on punishable offenders by location.
- Sex Offender Registry – for information on the location of sex offenders within a one-mile radius by address. Works in conjunction with Megan’s Law.
- Online Reporting- for citizens wishing to make crime reports online, the Office of the Sheriff offers online reporting for crimes not involving leads or suspects.

The SO is involved with one Neighborhood Watch program in the Discovery Bay Community, sponsors a cadet program (Explorer Post 240), and provides permanent identification marking on household items (Operation I.D.). Neighborhood Watch was the responsibility of the Crime Prevention Unit which has been de-funded.

The SO has an established complaint policy. Citizens may make a complaint by filling out a complaint form or by calling the SO. Complaints are evaluated by the Lieutenant in charge of the Professional Standards Unit (which is the Internal Affairs office for the Sheriff). Complaints are logged by computer and those that are investigated are assigned a number. Over the past three calendar years (2008-2010) the SO averaged 17 complaints per year, of which an average of 5 per year were found to have merit. Complaints are usually related to officer conduct or excessive force.

The current SO administration demonstrated accountability by cooperating with LAFCO’s requests for information, documents and interviews during the MSR process.

Planning and Management Practices

There is a new Sheriff in town, having started a four-year term in January of this year. Sheriff Livingston is in the process of establishing his policing philosophy and his approach to law enforcement on a Countywide scale. He has a record of supporting a community policing philosophy, and is intent on utilizing advanced communication systems and new technology. He values training, teamwork and professionalism. At the present time, Sheriff Livingston is reviewing the organizational structure developed by his predecessors, and is looking at ways to provide the best service in a climate of reduced financial resources.

The Office of the Sheriff is organized into four major bureaus in addition to the Executive Office of the Sheriff. Each bureau is headed up by a Commander. The SO is currently staffed by a total of 1,021 persons, of which 670 are sworn and 351 are support. Supplemental services are provided by 60 reserve deputies, 231 search and rescue volunteers, and 103 SAVES (Sheriff's All Volunteer Extended Services) volunteers. The organization is described as follows:

Executive Office of the Sheriff

The Office of the Sheriff consists of the Sheriff, the Undersheriff, the Sheriff's Executive Assistant, an Executive Secretary and the Professional Standards Unit consisting of one Lieutenant, two Sergeants and one Senior Clerk. The Professional Standards Unit is responsible for policies and procedures and Internal Affairs (IA), and has a total of five sworn and three support staff members.

Administrative Services Bureau

Consists of the Employee Development Unit (training, recruiting and background checks), the Inspection and Control Division (conducts inspections and audits for specific operations), the Personnel and Finance Division (responsible for payroll, employee records, budget, and contract management), and the Planning and Research Unit (Strategic Plan, employee performance, and legislation). There are a total of nine sworn and 37 support personnel.

In order to actively recruit and train new officers, the Law Enforcement Training Center was established in 2001 in partnership with Los Medanos College. The Center operates out of the Administrative Services Bureau and serves all of California, with emphasis on the San Francisco Bay Area, and provides a Basic Academy Course and an In Service/Technical Program.

Field Operations Bureau

Consists of the Patrol Services Division (unincorporated area patrol services, city and district contracts, SWAT Team, Air Support Unit (helicopter), the Marine (Boat) Patrol); the Investigations Service Division (criminal investigations within unincorporated areas, contract cities and special districts); and the Coroner's Division (central morgue facility and contract with Forensic Medical Group). There are a total of 299 sworn and 17 support personnel.

Custody Services Bureau

The Office of the Sheriff operates four detention facilities (Martinez Detention Facility, the Custody Alternative Facility, the West County Detention Facility, and the Marsh Creek Detention Facility) with an inmate population in excess of 1,500. Also provides inmate transportation services and contract security for seven court facilities within the County. The Sheriff's Health Security Services Unit provides Sheriff's protection to 14 Health, Employment and Human Services locations throughout the county. There are a total of 328 sworn and 140 support personnel.

Support Services Bureau

Consists of the Forensics Services Division (crime scene investigation; alcohol, drug and toxicology analysis; latent print services; criminalistic analysis of evidence; and property and evidence storage); the Emergency Services Division (disaster preparedness, mutual aid, volunteer services, community warning system, public affairs, and homeland security); and the Technical Services Division (communications (dispatch) center, civil process and extradition), Information Systems (computer network and support, and telecommunications), and Records and Identification Unit (crime reports and fingerprint services), and Fleet Services Unit. There are a total of 34 sworn and 233 support personnel.

The Office of the Sheriff adheres to a mission statement and executive order issued by the Sheriff which suggests that protection of people and their property is the primary responsibility of the SO. To that end, the Office of the Sheriff operates under a published Manual and a Five-Year Strategic Plan.

The County General Plan, adopted in 2005, addresses law enforcement in the Public Facilities and Services Element. Law enforcement standards are as follows:

- A sheriff facility standard of 155 square feet of station area per 1,000 population shall be maintained within the unincorporated area of the County.
- Sheriff patrol beats shall be configured to assure minimum response times and efficient use of resources.
- A maximum response time goal for Priority 1 or Priority 2 calls of five minutes for 90 percent of all emergency responses in central business district, urban and suburban areas, shall be strived for by the sheriff when making staffing and beat configuration decisions.
- Levels of service above the countywide standard requested by unincorporated communities shall be provided through the creation of a County Service Area or other special government unit.
- Increased costs associated with the County jail system shall not reduce the level of sheriff patrol services throughout the County.

As funding levels for County law enforcement continue to decline, meeting these standards will no longer be possible. While most support services (including detention) have remained static, the number of Deputies on patrol and in investigations has diminished.

Population and Growth Projections

According to the 2010 Census, the total County population is 1,049,025, of which 154,708 residents lived in the unincorporated portion of the County with law enforcement services provided by the Sheriff. This is an increase of 100,209 (10.6%) from the year 2000 countywide population of 948,816; and an increase of 3,151 (2.1%) from the year 2000 population of 151,557 residents in the unincorporated portion of the County. Population in the 19 cities (plus Kensington Police Protection and Community Services District) increased by 97,191 (12.2%) from 797,126 in 2000 to 894,317 in 2010.

Based on ABAG projections, the unincorporated area of the County is expected to grow to 184,450 by 2035 (25-years), a 21.6% increase. However, the ABAG projections for 2010 were higher than the Census by 12,300, which will in turn reduce the projected 2035 population.

Service demands on the patrol and investigation side of the Sheriff's Office (the Field Operations Bureau) have been fairly static over the past three years. However, due to reductions in the number of sworn officers, fewer Deputies and Investigators are available to provide service. Details are provided in the 'Staffing' portion of this chapter.

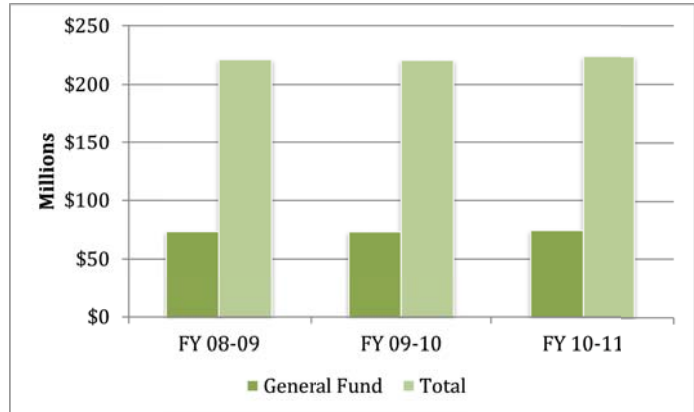
Based on the ABAG projections, the unincorporated segment of the County will grow fairly slowly (average of 700 new residents per year, based on an adjusted estimate). If most of this growth occurs within the larger unincorporated communities (Rodeo, Alamo, Blackhawk, Contra Costa Centre, Bay Point and Discovery Bay) where 'enhanced' police services already exist, the SO should be able to maintain its existing level of patrol and investigations. However, if additional Deputy and Investigator positions are eliminated, it will be difficult for the Sheriff to maintain adequate patrol and investigative services.

Financing

As described in the SO 2009 Fourth Quarter Report: “Almost a year has passed since budget considerations eliminated 93 Deputy Sheriff positions. This follows seven years of gradual budget reductions.”

Figure 26-1: Sheriff’s Office Expenditures (FYs 08, 09 & 10)

Over the past three fiscal years the overall Sheriff’s budget has remained fairly stable with total expenditures in FY 08-09 of \$222.1 million; in FY 09-10 of \$220.4 million; and a FY 10-11 budget of \$223.8 million. General Fund expenditures for these three fiscal years show a \$9.0 million reduction in FY 08-09, but a \$3.6 million increase in FY 10-11. (Refer to Figure 26-1: Sheriff’s Office Expenditures FYs 08, 09 & 10.)



The County General Fund provides approximately 33 percent of the Sheriff’s budget. Other funds include Criminalistic Lab Fund, Abandoned Vehicle Fund, Prisoner Welfare Fund, and Assembly Bill 879 Fund. The SO expends approximately 20.4% of the County’s general purpose revenue; \$63.9 million out of \$313.3 million.

With fund amounts remaining relatively constant, personnel cuts in the SO are attributed to increased costs for safety member retirement pensions and increased health benefit costs. The Sheriff’s budget unit for salaries and benefits has remained the same (\$89.4 million for the past three years) which has necessitated reductions in personnel, both sworn staff and support staff. Refer to the Staffing Section for details.

The Law Enforcement Training Center operates as an Enterprise Fund, and has annual operating expenses of \$1,334,800 per year. However, operating income has generated \$1,085,000 per year, resulting in a deficit of \$250,000 per year.

No long-term debt attributed to the SO is indicated in the 2010 Comprehensive Annual Financial Report (CAFR).

Law Enforcement

Nature and Extent

The Office of the Sheriff is responsible for providing law enforcement services to the unincorporated portion of the County, as well as providing Countywide services including detention, coroner services, court security, forensics, law enforcement training, homeland security, marine patrol, air support, and search and rescue. The SO also contracts with four cities, special districts, and other agencies for law enforcement services. The SO is also the primary dispatch center for a number of jurisdictions. Details are as follows:

The SO provides law enforcement services to the unincorporated areas of the County including a number of unincorporated communities (usually Census Designated Places) with population concentrations. These communities are detailed in Figure 26-2 by sub-regions. Enhanced services (as indicated below) are also listed.

The cities of Danville, Lafayette, Oakley and Orinda contract with the Office of the Sheriff for law enforcement services. The SO provides sworn personnel including an SO Lieutenant who serves as the Police Chief; along with services including patrol, investigations, and forensic services, records, identification, and dispatch. The cities provide support staff, facilities, vehicles, and equipment.

The Office of the Sheriff provides 'enhanced' law enforcement services (usually in the form of Resident Deputies) to the following special districts with funding provided by the districts:

- County Service Area P-2/Zone A (Blackhawk);
- County Service Area P-2/Zone B (Alamo);
- County Service Area P-5 (Round Hill);
- County Service Area P-6 (Countywide except incorporated cities); and
- Diablo Community Services District.

The unincorporated community of Crockett benefits from 'return to source' funding provided by the Crockett Cogeneration Plant for enhanced law enforcement services from the Office of the Sheriff. These funds were required as property tax mitigation by the California Energy Commission as part of the licensing process for the plant.

The unincorporated community of Bay Point benefits from CSA P-6 funding as well as Keller Canyon Landfill Mitigation funds for enhanced law enforcement services from the Office of the Sheriff.

The unincorporated community of Discovery Bay benefits from CSA P-6 funding for enhanced law enforcement services from the Office of the Sheriff.

The unincorporated community of North Richmond benefits from enhanced law enforcement services from a combination of funding sources that include Waste and Recovery Mitigation, Redevelopment, Contra Costa Housing Authority, and Health Services.

The unincorporated community of Rodeo benefits in a limited way from funding provided by the Contra Costa County Housing Authority for enhanced law enforcement services from the Office of the Sheriff.

The unincorporated community of Pacheco benefits from funding provided by a partnership with local businesses for enhanced law enforcement services from the Office of the Sheriff.

Refer to Figure 26-2 for details, and Maps 3-1, 3-2, 3-3 and 3-4.

In addition, the SO provides sworn personnel to various agencies by contract. These include:

- The Military Ocean Terminal at Concord (MOTCO) to assist the U.S. Army Military Police (one Lieutenant, two Sergeants and seven Deputies);
- The Alameda-Contra Costa Transit District (AC Transit) to patrol bus routes, transit centers, and corporation yard (one Lieutenant and seven Deputies);
- Contra Costa County Health Services for hospital security services (one Lieutenant, three Sergeants, 10 Deputies, and 10 Sheriff's Ranger's);
- Contra Costa Water District for Los Vaqueros Reservoir security (one Deputy); and
- Contra Costa Centre (one Deputy) funded by the Contra Costa County Redevelopment Agency.

The following list is a compilation of unincorporated communities by sub-area and the current population of each (2010 Census Data). These communities are under the jurisdiction of the SO, except for Kensington (which is under the jurisdiction of the Kensington PPCSD), Alamo Springs

(which is afforded law enforcement services by the Town of Danville), and Dougherty Valley (which is afforded law enforcement services by the City of San Ramon).

Figure 26-2: Unincorporated Communities

Communities	Population (2010)	Enhanced Police Services
West County	49,431	
Bayview CDP	1,754	None
Crockett CDP	3,094	Sheriff (1.5 Resident Deputies)
East Richmond Heights CDP	3,280	None
El Sobrante CDP	12,669	None
Kensington CDP	5,077	Kensington Police Protection & CSD
Montalvin Manor CDP	2,876	None
North Richmond CDP	3,717	Sheriff (6 Resident Deputies)
Port Costa CDP	190	None
Rodeo CDP	8,679	Sheriff (Housing Authority Deputy)
Rollingwood CDP	2,969	None
Tara Hills CDP	5,126	None
Central County	74,358	
Acalanes Ridge CDP	1,137	None
Alamo CDP (CSA P-2B) ³	12,736	Sheriff (1 School Resource Officer)
Alamo Springs ⁺ (CSA M-30)	62	Danville (Regular Beat)
Alhambra Valley CDP	924	None
Blackhawk CDP (CSA P-2A)	9,354	Sheriff (1 Lieutenant, 2 Resident Deputies)
Camino Tassajara CDP (Portion of CSA P-2A)	2,197	None
Canyon ⁺	200	None
Castle Hill CDP	1,299	None
Clyde CDP	678	None
Contra Costa Centre CDP ⁺	5,133	Sheriff (1 Resident Deputy)
Diablo CDP (Diablo CSD)	1,158	Sheriff (1 Resident Deputy)
Dougherty Valley ⁺ (CSA M-29)	22,160	San Ramon (Regular Beat)
Mountain View CDP	2,372	None
Norris Canyon CDP	957	None
North Gate CDP	679	None
Pacheco CDP	3,685	Sheriff (1 Resident Deputy)
Reliez Valley CDP	3,101	None
Round Hill ⁺ (CSA P-5)	1,764	Sheriff (1 Sergeant, 1 Resident Deputy)
San Miguel CDP	3,392	None
Saranap CDP	5,202	None
Shell Ridge CDP	959	None
Vine Hill CDP	3,761	None
East County	39,683	
Bay Point CDP	21,349	Sheriff (3 Resident Deputies, 1 SRO)
Bethel Island CDP	2,137	None
Byron CDP	1,277	None
Discovery Bay CDP	13,352	Sheriff (2 Resident Deputies, 1 Crime Prevention Specialist)
Knightsen CDP	1,568	None
Orwood Resort		None
<i>Source:</i> 2010 Census		
Notes:		
1) CDP indicates Census Designated Place		
2) ⁺ indicates estimated population		
3) Excluding Alamo Springs and Round Hill		

Patrol

The SO operates out of four ‘stations’ which are geographically located to serve each sub-region: West County; North Central County; South Central County; and East County. Refer to Infrastructure Section below for locations.

The unincorporated portion of the County is divided into 15 beats that cover approximately 444 square miles. However, because of budget reductions, only 11 beats are currently staffed. Beat Deputies are supplemented by Resident Deputies in various communities as detailed in Figures 26-2. Beat Deputies work either a four-day, 9.5 hour shift Monday through Thursday, or a three-day, 12.5 hour shift Friday through Sunday. The 9.5 hour per day Deputies have an eight hour make up day each 28-day cycle, while the 12.5 hour per day Deputies have a ten hour make up day each 28-day cycle. The make-up hours are typically used for training purposes or special event duties (i.e., County Fair security). Resident Deputies have flexible/adjustable schedules that correlate to community issues and activities. The SO utilizes a single officer for each beat vehicle.

In addition to land patrol, the SO maintains a Marine (Boat) Patrol unit which provides law enforcement services to the Delta, the San Joaquin River, and along Carquinez Strait and San Pablo Bay. The Sheriff also operates a helicopter which is available to all law enforcement agencies in the region.

Staffing

In FY 10-11 the Sheriff’s Office totaled a staff 1,073, of which 670 were sworn and 403 were support. Refer to Table 26-3 for staffing levels by position.

Figure 26-3: Sheriff’s Office Staffing Levels (FYs 08, 09, & 10)

During the past three fiscal years, the overall staffing levels for the SO have been reduced by 70 positions including 50 sworn staff and 20 support staff. This continues a trend which began in 2003, and has resulted in an overall reduction of 84 sworn positions (approximately 11% of the 2003 level).

Sheriff’s Office staffing levels have remained relatively static for the Administrative Services Bureau (Training, Personnel, Finance, Inspection & Control), the Custody Services Bureau (Martinez, West County and Marsh Creek Detention Centers, and Court Security), and the Support Services Bureau (Dispatch, Records and Identification, Emergency Services & Homeland Security, and Forensic Services). Over the past eight years, the major reductions have been in sworn staff within the Patrol Services Division (70 Deputies), and the Criminal Investigation Unit of the Investigations Services Division (9 Deputies).

Position	FY 08-09	FY 09-10	FY 10-11
Sheriff	1	1	1
Undersheriff	0	1	1
Commander	4	3	4
Captain	6	7	9
Lieutenant	35	33	35
Sergeant	94	89	91
Deputy Sheriff	562	503	512
Deputy Criminalist	9	9	8
K-9 Officer	9	9	9
Dispatcher	57	52	53
Records Specialist	24	23	24
Office Support Staff	290	268	274
TOTAL	1,091	998	1,021

Since 2003, there are 40 less Deputies assigned to patrol the unincorporated areas of the County and 30 less Deputies to serve the Contract Cities (Danville, Lafayette, Oakley and Orinda), the Special Districts (primarily CSA P-6) and the Contract Agencies (primarily AC Transit). The Office of the Sheriff currently has 59 positions unfilled and unfunded, including 10 Sergeants and 49 support staff including nine Dispatchers.

Since June of 2008, Deputies, Dispatchers, Aides and Specialists have been working without a contract.

In the 2005-2010 Strategic Plan, the Sheriff identified the following personnel needs, none of which have been funded:

- Restore three Drug Abuse Resistance Education (D.A.R.E.) Officers;
- Establish a Gang Registration Unit, two officers;
- Add a Background Investigation Coordinator position;
- Add four Patrol Administrative Sergeants, one at each Station;
- Fully staff the K-9 program with four Deputies and dogs;
- Increase the High Technology Crime Unit with two Detectives and one Specialist;
- Add four Patrol Rangers to assist in a variety of tasks;
- Add five Deputies to the Valley Station to increase patrol in Dougherty Valley by creating a new beat to serve new residential development in the South County;
- Re-staff the vacant J-Team and add two J-Teams with one Sergeant and six Deputies for each;
- Augment the school system with five Juvenile Diversion/School Resource Officers;
- Add a Clerk/Receptionist at each of the four closed Patrol Stations;
- Add a Community Policing Sergeant to the Bay Station;
- Restore four Deputy positions in the State Bureau of Narcotics Enforcement and the United States Custom Service;
- Replace three Narcotics Detectives in West County;
- Replace the vacant Misdemeanor Complaint Sergeant position;
- Fund four Patrol Relief Deputies to cover on-duty injury or training relief;
- Increase Marine Patrol staffing by three Deputies to allow an additional boat patrol;
- Add one Mental Health Clinical Specialist at West County Detention Facility (WCDF);
- Provide staffing for the new (as yet to be constructed) maximum security facility at WCDF, including eight Sergeants, 60 Deputies, six Aides, five Clerks, and three Detention Service Workers; and
- Hire 14 'Call Takers' for the dispatch center to free up dispatchers.

Location

Within the County, a number of unincorporated communities are served by the SO beat patrol. All receive basic services along with a number of communities that receive 'enhanced' services, primarily through funding augmentations generated by special districts. Refer to the specific County Service Area and Special District profiles for details.

Refer to Table 26-2 for a listing of these communities, their populations and type of law enforcement services they receive. Currently, the community of El Sobrante is the largest unincorporated community without enhanced services. The El Sobrante voters turned down a ballot measure at the 2010 Primary Election (Measure E), which proposed a special tax for a period of five years to fund police protection services. The measure was defeated with 52.56% No votes; and required a two-thirds affirmative vote to pass. Other larger communities without enhanced services include Rodeo, Saranap and Tara Hills. The SO provides a Resident Deputy for the Bayo Vista development in Rodeo which is funded by the Contra Costa County Housing Authority.

The SO also provides law enforcement services to a number of ‘unincorporated islands;’ that is, County territory surrounded by City territory. Several of these islands require more than basic police services due to community conditions or higher populations. Details are provided within each City profile.

The Office of the Sheriff operates primarily within Contra Costa County, but provides services to agencies outside the County through mutual aid agreements. These agreements include: 1) the Contra Costa Mutual Aid Mobile Field Force which provides police services of all types for calls to other counties on request; 2) the Officer Involved Fatal Incident Protocol which provides fatal incident investigations for the entirety of Contra Costa County; and 3) the County Wide Mutual Aid Program, which is a countywide agreement to provide law enforcement services to any other provider when needed. The Sheriff is also part of the State of California Law Enforcement Mutual Aid Region II (Coastal Region) for which Contra Costa County is the Operation Area Manager.

Beat patrols have been established for an extensive period of time, so patrol Deputies are familiar with the areas they serve, whether it be in the extreme rural areas of the County or within unincorporated urban pockets. Only one area was identified as difficult to serve, that being Bradford Island and Webb Tract, which are only accessible by ferry from Jersey Island.

Infrastructure

The SO operates out of 22 facilities, which are located in various places throughout the County. Locations of these facilities and the purpose of each are shown in Figure 26-5.

Infrastructure Needs

The Office of the Sheriff developed a Five-Year Plan (covering the period 2005-2010) that addressed communications, facilities and infrastructure. This plan proposed significant expenditures for new facilities and the remodeling of existing facilities, with an estimated cost (in 2005 dollars) of \$122 million. Projects included a new Command Center/Emergency Operations Center, a vehicle sally-port at the Martinez Detention Facility, construction of a new maximum security detention facility, a remodel of the Marsh Creek Detention Facility, and construction of a new crime lab. To date, only the vehicle sally-port at the Martinez Detention Center has been completed.

One of the inefficiencies identified in the Five-Year Plan is the use of five different locations to house SO functions, particularly the Forensic Services Division. The Criminalistics Section of the Forensic Services Division is in the process of moving to the 2nd floor of the Summit Center. This relocation does not address this issue entirely, but it does put this section closer to the Muir Lab and provides for increased floor space which will increase efficiency.

Of the existing Patrol Stations, Delta Station requires replacement or significant improvements. In addition, the Field Operations Building will require expansion.

The Martinez Detention Facility (MDF), a maximum-security facility, was opened in 1981 (30-years ago) with a design capacity of 386 inmates in single-person rooms. With the necessity of double-bunking in most rooms, MDF is now rated by the California Department of Corrections to house 695 inmates, which is the average daily inmate population in recent years. The West County Detention Facility (WCDF), a medium-security facility, opened in 1991 (20-years ago) with a bed capacity of 1,104 and maintains a daily average daily population of 800 inmates. Marsh Creek Detention Facility (MCDF), a minimum-security facility, has a bed capacity of 256 and maintains an average daily population of 90 inmates. The facility-related problem occurs when MDF is at capacity and the two other detention facilities cannot take maximum-security inmates. Hence the request to construct a new 400-bed maximum security detention facility at the West County site at an estimated cost of \$40 million.

No vehicle, boat or equipment needs were identified. The SO has been able to restore one of two helicopters in the Air Support Unit.

Emergency Communication Center

The Office of the Sheriff provides dispatch services for the unincorporated portion of the County, the four contract cities (Danville, Lafayette, Oakley and Orinda), and the cities of Moraga, Pittsburg, and San Ramon. In addition, the SO dispatches for Los Medanos College, County Animal Control, AC Transit, and the City of Rio Vista in Solano County.

9-1-1 calls are first answered by the Sheriff's Communications Center (answering point) and routed to the appropriate responder (police, fire or emergency medical). Wireless (cell phone) 9-1-1 calls are currently answered by the California Highway Patrol Center located in Vallejo. Planning is underway and infrastructure is being put in place with an aim toward providing wireless 911 services to the SO by the end of 2012, if the Sheriff is budgeted funds to support the personnel needed.

During the past three calendar years (2008-2010), the SO dispatch center received an average of 305,300 emergency 9-1-1 calls, of which an average of 109,800 were Priority 1 calls. The SO dispatch center receives approximately 425,800 calls for service per year, including Animal Control.

The Communications Unit has been able to maintain its dispatcher positions (currently at seven Supervising Dispatchers and 54 Dispatchers) over the past eight years, and the call volume has remained fairly constant. However, when cell phone 9-1-1 calls are forwarded to the SO dispatch center, the call volume is expected to increase, but by how much is not yet known. The Communications Unit currently has nine positions unfunded and unfilled.

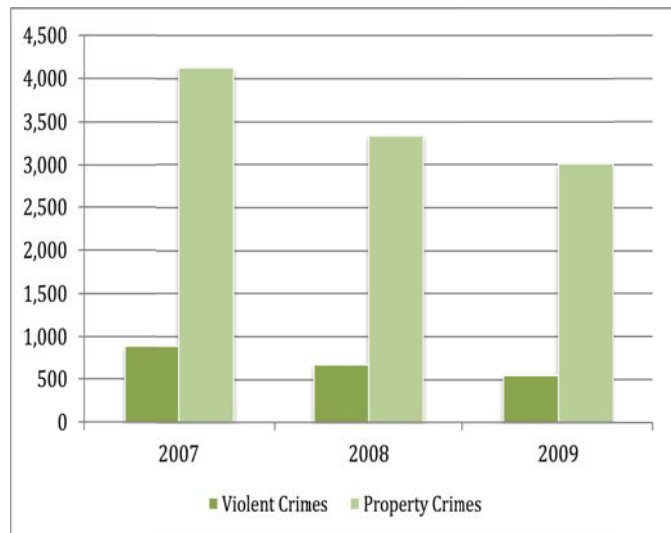
Service Demand and Service Adequacy

Each law enforcement agency has been evaluated using a number of factors. These factors are indicated in Figure 26-5: Sheriff's Office Law Enforcement Profile. These profiles can be used to compare between agencies, although exact comparisons are not always possible due to the differing conditions and policing methods used. Refer also to Chapter 3: Law Enforcement Overview for comparison tables.

Service Demand

Figure 26-4: Violent and Property Crimes (2007-2009)

During the last three calendar years, the annual number of crimes and the number of crimes per capita in the unincorporated portion of the County have had a downward trend. As shown in Figure 26-4, the number of violent crimes went from 666 in 2007 to 428 in 2009, a 36% reduction. Likewise, property crimes have declined from 2,220 in 2007 to 1,818 in 2009, an 18% reduction. Based on the number of property and violent crimes between 2007 and 2009, the unincorporated area had approximately 17 reported crimes per 1,000 residents, while providers countywide averaged 21 crimes per 1,000 residents. The SO averaged 425,800 service calls per year in 2007, 2008 and 2009, which is 2,780 service calls per 1,000 residents. By comparison, service providers countywide averaged 1,500 service calls per 1,000 residents during the same time period. However, the larger volume of service calls for the SO are attributed the calls for Animal Control services, plus non-specific jurisdiction calls (i.e., calls from city residents to the SO).



Other reported statistics include: citations issued (15,250 issued in 2009 versus a peak of 24,795 in 2005); crime reports processed (from a peak of 34,024 in 2007 down to 25,661 in 2010); and detention facility bookings (from a high of 25,612 in 2003 to an average of 23,284 over the past three calendar years). The number of warrants served has increased from 7,514 in 2008 to 11,821 in 2010; however, this is still considerably below the peak year of 2002 when 31,966 warrants were served.

Service Adequacy

Adequacy of law enforcement services can be evaluated based on a number of elements. For the purposes of this report, services provided by the Sheriff's Office are assessed according to response times, clearance rates (the portion of crimes solved) and staffing ratios.

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are "cold" crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 2 through 6) that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.⁴⁴ Response times are dependent on the agency's staffing level and size of the jurisdiction served. The Sheriff's beat patrol Deputies on average respond to Priority 1

⁴⁴ Walker and Katz, 2002.

incidents within eight minutes and 39 seconds, while law enforcement providers countywide averaged five minutes and 19 seconds for Priority 1 incidents. This higher average Priority 1 response time for the Deputies is attributed to the greater distances Deputies travel in the rural areas.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the District Attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. As shown in Figure 26-7, the SO had a clearance rate of 32 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009, and a clearance rate of five percent for property crimes (burglary, motor vehicle theft, and thefts of greater than \$400) during the same period. By comparison, providers countywide on average cleared 38.3 percent of violent crimes and 10.6 percent of property crimes, meaning the SO is below both violent and property crimes clearance rates within its jurisdiction compared to the average of other providers in the County.⁴⁵

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. Looking at two different ratios for the SO results in the following: 1) total sworn officers (all functions) at 670 and a total County population of 1,049,025 results in a ratio of 0.64 per 1,000 population; and 2) comparing patrol and investigative sworn officers only (176) with the County unincorporated population (154,708) results in a ratio of 1.14 per 1,000 population. Staffing ratios in Contra Costa County ranged from 0.67 sworn staff per 1,000 residents in Lafayette to 1.97 in Kensington PP&CSD. The SO patrol and investigative sworn staff is slightly below the countywide average of 1.18 sworn staff per 1,000 residents.

⁴⁵ Clearance rates for all agencies provided by the California State Department of Justice, Criminal Justice Statistics Center and are based on the number of cleared crimes as reported by each agency. In the case of agencies that contract for services from the Sheriff's Office, cleared crimes are reported by the Sheriff's Office, not the City. Clearance rates as reported by the agency may differ depending on the agency's definition of a cleared crime. An offense is cleared or "solved" for crime reporting purposes to the State when at least one person is arrested, charged with the commission of the crime, and turned over to the court for prosecution or referred to juvenile authorities. In certain situations a clearance may be counted by "exceptional means" when the police definitely know the identity of the offender, have enough information to support an arrest, and know the location of the offender but for some reason cannot take the offender into custody.

Figure 26-5: Sheriff Law Enforcement Overview

Sheriff's Office Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Sheriff	Population (2009)	153,161
Number of Beats	15	Population (2010)	154,708
Dispatch	Sheriff	Total Service Calls (2009)	425,800
Search and Rescue	Sheriff	Calls per 1,000 population	2,780
Investigations	Sheriff	Crime Activity	
Traffic Enforcement	Sheriff	Arrests (2009)	27,204
SWAT	Sheriff	Violent Crimes (2009)	556
Temporary Holding	Sheriff	Property Crimes (2009)	3,012
Long-term Holding	Sheriff	Traffic Accidents	NP
Bomb Squad	Walnut Creek PD	Violent Crime Rate per 100,000 ¹	737
Canine (K-9) Services	Sheriff	Property Crime Rate per 100,000 ¹	3,620
Staff Training	Sheriff		
Animal Control	County		
Service Adequacy		Resources	
Avg. Priority One Response Time	8:39	Total Staff (2010)	1,021
Response Time Base Year	2010	Sworn Staff	670
Clearance Rate of Violent Crimes ²	32%	Support Staff	351
Clearance Rate of Property Crimes ²	5%	Volunteers	394
Per Capita Cost (General Fund)	NA	Sworn Staff per 1,000 population	1.14
Service Challenges			
<p>Due to a significant reduction in the number of Patrol Deputies over the past eight years, only 11 out of 15 beat patrols are staffed. Specialty personnel are needed for school resource officers, gang registration, crime prevention, K-9, patrol deputies, clerks at four closed Patrol Stations, narcotics enforcement, marine patrol, and call takers at the dispatch center.</p>			

Continued on next page

Facilities	
Function	Location
Executive Office and Administrative Office	County Administration Building, 651 Pine Street, Seventh Floor, Martinez
Law Enforcement Training Center	340 Marina Boulevard, Pittsburg
Field Operations Bureau, Patrol Services Division, and Muir Station (North Central County)	1980 Muir Road, Martinez
Bay Station (West County) and West County Detention Division	5555 Giant Highway, Richmond
Valley Station (South Central County)	Alamo Plaza Shopping Center, 150 Alamo Plaza, Alamo
Delta Station (East County)	210 O'Hara Avenue, Oakley
Discovery Bay Sub-station	1535 Discovery Bay Boulevard, Discovery Bay
Investigations Services Division, Coroner's Division, Support Services Bureau, Forensic Services Division, Alcohol, Drug and Toxicology Section, and SWAT Team	1960 Muir Road, Martinez
Air Support Unit	Buchanan Field, Concord
Marine Patrol	5 Marina Plaza, Foot of L Street, Antioch
Custody Services Bureau and Martinez Detention Facility	1000 Ward Street, Martinez
Custody Alternative Facility	1011 Las Juntas Street, Martinez
Marsh Creek Detention Facility and Inmate Industries Engraving/Sign Shop	12000 Marsh Creek Road, Clayton
Health Services Security	Contra Costa County Regional Medical Center, 2500 Alhambra Avenue, Martinez
Court Security Division	815 Court Street, Martinez
Technical Services Division and Fleet Services Unit	30 Glacier Drive, Martinez
Communications Unit, Information Systems Unit	40 Glacier Drive, Martinez
Emergency Services Division - Emergency Services Support Unit, Homeland Security Unit, Community Warning System Unit, Public Affairs Unit, Volunteer Services Unit, Sheriff's Reserves Program	50 Glacier Drive, Martinez
Civil Unit	920 Mellus Street, Martinez
Records and Identification Unit, Fingerprinting, Live Scan Unit, and Central Identification Services	500 Court Street, Second Floor, Martinez
Criminalistics Laboratory	1122 Escobar Street, Martinez
Property and Evidence Services Section	2099 Arnold Industrial Way, Suite D, Concord
Current Facility-Sharing and Regional Collaboration	
The SO provides booking services at the Martinez Detention Facility for all law enforcement agencies within the County. The SO is the Operation Area Manager for the California Law Enforcement Mutual Aid Region II. The SO participates in the East Bay Regional Communications System.	
Opportunities for Facility-Sharing and Regional Collaboration	
No further opportunities for facility sharing were identified.	
Notes:	
(1) Crime rates are aggregated for the period between 2007 and 2009.	
(2) Clearance rates are aggregated for the period between 2007 and 2009.	

27. Regional Agencies

BART Police Department

- Authority:** Public Utilities Code § 28767.5
- Profile:** The San Francisco Bay Area Rapid System (BART) provides mass transit services to communities in four Counties on approximately 104 miles of trackway. BART Stations in Contra Costa County are: El Cerrito Plaza, El Cerrito del Norte, Orinda, Lafayette, Walnut Creek, Pleasant Hill/Contra Costa Center, Concord, North Concord/Martinez, Pittsburg/Bay Point, and the eBART park and ride in Antioch. The BART Police Department (PD) is a comprehensive law enforcement agency providing community-oriented patrol, investigations, traffic enforcement, dispatch, training, crime prevention, SWAT Team, K-9 units, and temporary holding facilities. The PD deploys patrol officers throughout the system by zone and by beat. PD facilities in Contra Costa County are within Zone 2, with a sub-station at the El Cerrito del Norte station and field offices at the Walnut Creek, Concord, and Pittsburg/Bay Point BART stations. Within Contra Costa County there are five vehicle beats as well as officers riding on the trains.
- Staffing:** The present force is comprised of approximately 283 staff of which 208 are sworn and 75 are support. Patrol officers are dispersed throughout the system with supervision from sergeants, field lieutenants and the watch commander. The PD also has seven detectives, six K-9 officers, and one traffic control officer.
- Equipment:** BART PD has a full complement of patrol vehicles assigned to patrol officers within the respective zones. Many trains, stations and parking areas are equipped with video-surveillance cameras which transmit electronically to the dispatch center. BART PD has its own dispatch system but can also communicate with and request assistance from local agencies including SO and cities in which BART stations are located.

East Bay Regional Park District

- Authority:** Penal Code § 830.1
- Profile:** The East Bay Regional Park District (EBRPD) is a two county special district (Alameda and Contra Costa County) within a 1,750 square mile area. Alameda LAFCO is the principal LAFCO for the District and prepared a MSR that included the District in September of 2004. Refer to Volume 1 of the Alameda LAFCO Public Safety Services MSR.
- EBRPD has a comprehensive Police Department (PD) to provide law enforcement services to the District including 65 parks and 1,150 miles of trails; and by contract to watershed and recreation facilities for the East Bay Municipal Utility District (EBMUD). The PD operates out of its main headquarters at Lake Chabot in Castro Valley, with sub-stations at the EBMUD San Pablo Reservoir in

Orinda and Costa Loma Regional Park in Antioch. The District and EBMUD lands are divided into six beats with six teams providing daily coverage under the supervision of watch commanders and sergeants. Beats are adjusted based on the season.

Staffing: The PD has 67 sworn officers and 84 support personnel. The Department is supplemented by 175 members of Volunteer Trail Safety Patrol. Sworn officers include one Chief of Police, one Captain, three Lieutenants, 12 Sergeants, and 50 Officers. The Department includes an Air Support Unit (two helicopters with police officer/pilots), Marine Patrol, Equestrian Patrols, K-9 Unit, Special Enforcement Unit, and an Investigations Unit.

Equipment: EBRPD PD has a full complement of patrol vehicles assigned to patrol officers within their respective beats. Specialty equipment includes the two helicopters, five motorcycles, one boat, five all-terrain vehicles, and bicycles. The PD has its own dispatch system, but can also communicate with and request assistance from local agencies including the SO and cities that are nearby including Antioch and Orinda.

28. State Agencies

California Department of Fish and Game

- Authority: Fish and Game Code § 856 and Penal Code § 830.2
- Profile: The California Department of Fish and Game (DFG) is a state wildlife enforcement agency. Contra Costa County is within the North Coast Enforcement District serving 15 counties from Humboldt to San Luis Obispo. DFG Game Wardens are sworn officers and are responsible for protecting California fish, wildlife and plant resources.
- Staffing: The Contra Costa County Squad of the North Coast District consists of one Patrol Lieutenant based in Monterey and four Game Wardens located in Antioch, Brentwood, Martinez and Walnut Creek respectively. Game Wardens work a flexible schedule so as to be on-site during opening day of various sport hunting and fishing seasons, during the commercial fishing season, at boat launch ramps, and in State recreation areas. DFG is a full service law enforcement unit, providing patrol, investigations, traffic enforcement, training, crime prevention, search and rescue, SWAT Team, and K-9 units.
- Equipment: The Contra Costa County Game Wardens utilize four-wheel drive vehicles and also have available three aluminum skiffs, one ridged hull inflatable skiff, and two ATVs. Dispatch is provided by the California State Parks system, but Wardens can also communicate with and request assistance from local agencies including the SO, the East Bay Regional Park District PD, and cities in proximity to an incident.

California Highway Patrol

The California Highway Patrol (CHP) operates out of the Contra Costa Area Office located at 5001 Blum Street adjacent to Martinez. The CHP chose not to participate in the Municipal Service Review process.

Mount Diablo State Park

- Authority: Penal Code § 830.2
- Profile: Mt. Diablo State Park is located in Contra Costa County between Clayton on the north, Blackhawk and Diablo on the south, and Alamo and Walnut Creek on the west. It comprises 20,000 acres with Mt Diablo, with the isolated upthrust peak of Mt. Diablo at 3,864 feet as the centerpiece. There are 520 miles of hiking and equestrian trails, camping facilities and picnic sites. Law enforcement

responsibilities within the park are assigned to State Park Rangers, who are sworn peace officers. Their responsibilities include a range of law enforcement activities including: patrol by vehicle, ATV, bicycle and foot; issuance of citations; perform arrests for misdemeanors and felonies; conduct criminal and administrative investigations; and perform search and rescue. Park Rangers also perform visitor services functions.

The Park has an MOU with the CHP for serious accidents, and receives assistance from the SO, Walnut Creek PD, Danville PD and EBRPD PD as required.

Staffing: Consists of one Supervising Ranger (Sergeant-level), one Superintendent Ranger, and four Field Rangers. Rangers are on duty during park operating hours of 8:00 AM to Sunset. The Rangers operate out of a station at the Junction (North Gate Road, South Gate Road and Summit Road).

Equipment: Each Ranger has an all wheel drive vehicle. Also available are two ATV's, and bicycles. The State Park System has its own dispatch capability, and can also interface with the CHP and local law enforcement agencies.

29. Federal Agencies

Amtrak

- Authority:** 49 USC 24305(e)
- Profile:** Operates out of the Martinez Field Office located at the Amtrak Station at 601 Marina Vista Avenue in Martinez. This office is part of the Bay District which is responsible for law enforcement and security on the California Zepher, Capital Corridor, Coast Starlight and San Joaquins passenger trains from San Luis Obispo and Bakersfield through Martinez to Sacramento. Amtrak PD is responsible for the security of stations, trains, right-of-way, and maintenance facilities.
- Staffing:** The patrol division consists of one captain, one sergeant and three officers who provide uniformed patrol as well as undercover security on the trains. Three detectives also operate out of the Martinez Field Office.
- Equipment:** Four fully marked patrol cars and five unmarked vehicles (one per officer); radio communications through the National Communications Center in Philadelphia, Pennsylvania which enables the agency to communicate with and request assistance from local agencies including the SO, cities and BART.

Military Ocean Terminal, Concord (MOTCO)

- Authority:** 18 USC 1385
- Profile:** Military Ocean Terminal, Concord (MOTCO) (formerly Concord Naval Weapons Station) is an approximate 20 square mile facility located on Suisun Bay east of the Carquinez Strait and north of Concord. The facility is within the City of Concord SOI. This is a secure facility (including off-shore areas that include three primary loading docks) operated by the U.S. Army Surface Deployment and Distribution Command (SDDC) for distribution of surface cargo from storage and repair depots to military forward based units overseas.
- Staffing:** Security and military police support to the facility is provided the 6632nd Port Security Company, U.S. Army Reserve, based on Mare Island, Vallejo. Federal law precludes use of active duty military personnel from performing military police and security services to a federal installation. The Port Security Company is supported by personnel from the SO, including one Lieutenant, two Sergeants and seven Deputies. The SDDC contracts with the SO for services.
- Equipment:** Portions of the facility have security fencing with security personnel, primarily at the multi-modal loading docks. Deputies provide regular patrol in single-officer patrol vehicles. The SO Marine Unit has two vessels stationed at MOTCO. Dispatch is through the SO.

United States Coast Guard

Authority: 6 USC 468

Profile: The United States Coast Guard (USCG) serves Contra Costa County from two facilities, the Vallejo Station located at 2 Harbor Way, Vallejo, and the Rio Vista Station located at 900 Beach Drive, Rio Vista. The Vallejo Station serves San Pablo Bay, the Carquinez Straight, and Suisun Bay as far east as Pittsburg. The Rio Vista Station serves easterly from the Pittsburg Marina throughout the eastern portion of the Sacramento-San Joaquin Delta. The Coast Guard's primary missions are Search and Rescue (taking on water, emergency medical, boat and marina fires, disabled vessels, lost or overdue boats and people, drowning victims and boating accidents), Law Enforcement (boating under the influence, reckless or negligent boat operations, pollution enforcement, drug traffic interdiction), and Homeland Security. USCG is a first responder for incidents involving injuries, loss of life or damage to vessels on the waterways. Both Stations work in conjunction with the SO Marine Unit.

Staffing: Vallejo Station: not specified; Rio Vista Station: thirty-five active duty and 15 reserves.

Equipment: One 41-foot Utility Boat (UTB) and three 25-foot Response Boat-Small (RB-S) at Vallejo; and four 25-foot RB-S and three emergency vehicles at Rio Vista. Radio communication with the SO Marine Unit and monitoring of VHF Channel 16.

United States Marshal

Authority: 28 USC 561

Profile: The U.S. Marshals Service is based on the organizational structure of the Federal District Court system. For Contra Costa County, the Marshals Service is within the Northern District of California consisting of 15 counties along the California Coast from the Oregon border to San Luis Obispo County. There are no Marshals Service offices in Contra Costa County. The Northern District headquarters is in San Francisco at the U.S. Courthouse/Phillip Burton Building, 450 Golden Gate Avenue. Federal courts in the Northern District are located in San Francisco, Oakland, San Jose, and Eureka. Marshals Service responsibilities include protecting the U.S. Courts and judiciary, conducting criminal investigations, and executing federal court orders. Participates in the Fugitive Apprehension Strike Task Force (FAST) related to fugitive apprehension.

Staffing: Not provided; estimate 35 deputy marshals and investigators.

Equipment: Not provided.

30. Educational Agencies

California State University, East Bay

Authority: Penal Code § 830.2 and Education Code § 89560

Profile: California State University, East Bay operates a satellite campus in Concord at 4700 Ygnacio Valley Road. The University Police Department (UPD) is located at the main campus in Hayward, and is committed to community oriented policing and problem solving (COPPS). This includes identification and resolution of safety and security concerns, development of safety and security resources, and delivery of public safety and security services and training. Campus police are sworn peace officers and are involved in student and faculty safety escort service, crime prevention, and lost and found. The UPD's primary jurisdiction is each campus and a radius of one mile beyond campus borders.

The UPD does not station any officers on the Concord campus, but has an MOU with Concord PD to assist in providing police services on campus. UPD is still responsible for primary law enforcement on campus and any criminal investigations. The Concord campus UPD office is located in the Facilities Operations Building.

Staffing: Not specified.

Equipment: Not specified.

Contra Costa Community College District

Authority: Penal Code § 830.32 and Education Code §72330

Contra Costa Community College District consists of District headquarters and five campuses. The Police Services Department (PSD) is an integral part of the campus system, and is the primary law enforcement agency for the District. The PSD operated 16 hours per day, 365 days per year. The PSD has 21.0 full time equivalent (FTE sworn officers and 12.5 FTE support staff along with 33 student police aides. The primary responsibility of the PSD is law enforcement and investigation within the District and its properties, and to provide a safe environment whereby meaningful learning can take place. PSD is committed to team work and problem solving through collaborative relationships with the campus community. Details are as follows:

District Headquarters

Profile: Located at 500 Court Street in Martinez, the Police Services Department headquarters manages police operations. The Chief provides overall supervision and coordination for the Department. The emergency services coordinator is responsible for emergency planning, mass emergency notification

(4CD Alert System), the community emergency response team (CERT) program, safety training, and homeland security programs.

Staffing: One Police Chief, one emergency Services Coordinator and one Administrative Assistant

Equipment: One patrol vehicle.

Contra Costa Community College

Profile: Contra Costa Community College is a campus of 19,000 students and is located at 2600 Mission Bell Drive in San Pablo. The PSD provides law enforcement and crime prevention services, traffic control, and parking enforcement. Patrol is by vehicle, bicycle and on foot. Law enforcement assistance to the campus is provided by the San Pablo PD. Dispatch is provided by Richmond PD.

Staffing: Two Police Services Sergeants, six Police Services Officers, one Senior Parking Officer, two Dispatchers (internal), and six Student Police Aides.

Equipment: Four police vehicles and eight bicycles.

Diablo Valley Community College

Profile: Diablo Valley Community College is a campus of 22,000 students and is located at 321 Golf Club Road in Pleasant Hill. The PSD provides law enforcement and crime prevention services, traffic control, and parking enforcement. Patrol is by vehicle, bicycle and on foot. Law enforcement assistance to the campus is provided by the Pleasant Hill PD. Dispatch is provided by Pleasant Hill PD.

Staffing: One Police Services Lieutenant, one Police Services Officer/Detective, six Police Service Officers, one Senior Parking Officer, one Parking Officer, two Dispatchers (internal), and eight Student Police Aides.

Equipment: Five police vehicles and seven bicycles.

San Ramon Campus

Profile: San Ramon Valley Center Campus is a satellite campus of Diablo Valley Community College and is located at 1690 Watermill Road in San Ramon. It has approximately 2,500 students. Officers from Diablo Valley provide patrol services to the center.

Staffing: One Police Services Officer and one Parking Officer.

Equipment: Not specified.

Los Medanos Community College

Profile: Los Medanos Community College is a campus of 8,400 students and is located at 2700 E. Leland Road in Pittsburg. The PSD provides law enforcement and crime

prevention services, traffic control, and parking enforcement. Patrol is by vehicle, bicycle and on foot. Law enforcement assistance to the campus is provided by the Pittsburg PD. Dispatch is provided by the SO.

Staffing: One Police Services Lieutenant, five Police Service Officers, one Senior Parking Officer, two Dispatchers (internal), and eight Student Police Aides.

Equipment: Four police vehicles and five bicycles.

Brentwood Center

Profile: Brentwood is a satellite campus of Los Medanos Community College and is located at 101 Sand Creek Road in Brentwood. Officers from Los Medanos provide patrol services to the center

Staffing: Not specified.

Equipment: Not specified.

John F. Kennedy University

Authority: Penal Code § 830.7 and Education Code § 66010(b)

Profile: John F. Kennedy is a small, private university located in Pleasant Hill at 100 Ellinwood Way. The university does not have a police department or any sworn officers, but does employ private security guards. The role of the guards is to 'patrol and observe.' Law enforcement assistance is provided by the Pleasant Hill PD.

Staffing: One security guard, with back up from the Director of Facilities and two on-campus employees with security guard training.

Equipment: Not specified.

St. Mary's College

Authority: Penal Code § 830.7 and Education Code § 66010(b)

Profile: The Office of Public Safety at Saint Mary's College of California is responsible for providing private safety and security services to the College. The Chief of Public Safety oversees these activities. The Public Safety office is located on campus at the corner of St. Mary's Parkway and De La Salle Drive.

Staffing: There are no sworn officers associated with St. Mary's. The Town of Moraga provides law enforcement services to the campus. The campus is within the Town limits. Refer to Chapter 13 for details on the Moraga PD.

Equipment: NA

West Contra Costa Unified School District

Authority: NA

Profile: The West Contra Costa Unified School District (WCCUSD) has within its employ security guards who are responsible for insuring the security of School District property including the District office, school sites, corporation yards, and any other property owned by the District. The District office is located at 1108 Bissell Avenue, Richmond.

WCCUSD has agreements with the SO, El Cerrito PD, Hercules PD, Pinole PD and Richmond PD to provide School Resource Officers (SROs) to District campuses. Funding for up to 15 SRO positions is provided by the School District. Consideration has been given by the School Board to reduce the amount of funding, pending the final State budget.

Staffing: Hercules PD – one SRO; Pinole PD – three SROs; Richmond PD – six SROs.

Equipment: NA

31. Private Companies

With the exception of the Union Pacific Railroad, profiles of private companies with law enforcement or site security considerations cannot be provided pursuant to 49 USC 1520 related to the protection of sensitive security information.

Union Pacific Railroad Company

- Authority:** 49 USC 24305(e) and California Penal Code § 830.33 (e)
- Profile:** Union Pacific Railroad (UPRR) Police serving Contra Costa County operate out of the Oakland Division office. The Oakland Division is one of 10 divisions in the 23-state UPRR system. This Division is responsible for all railroad property and rail/street crossings in an area that extends from the California-Oregon border on the north, Elko, Nevada on the east, and San Luis Obispo and Chowchilla on the south. UPRR Police personnel have jurisdiction anywhere within the state, perform 'ride-along' duties on trains, and are heavily involved in drug smuggling interdiction operations.
- Staffing:** The Oakland Division is under the direction of one Captain and one Lieutenant, and utilizes up to 20 officers. All are fully sworn California peace officers. Additional police personnel (up to 220) from the UPRR system, plus special operations (SWORT) teams can be assembled as necessary. UPRR Police coordinate with Amtrak Police as well as local, state and federal law enforcement agencies.
- Equipment:** Each officer has one vehicle, with the fleet transitioning from unmarked to marked patrol vehicles. ATVs and an Emergency Response Trailer are also available. Communications are through UPRR headquarters in Omaha, Nebraska, with the capability of interfacing with local law enforcement agencies through the CHP Golden Gate Division in Vallejo.

32. Organizations and Persons Contacted

<u>Agency or Organization</u>	<u>Persons Contacted</u>
Amtrak Police Department	Joe Gross, Officer
Antioch Police Department	Allan Cantando, Chief of Police Rick Marchoke, Lieutenant Virginia Johnson, Crime Data Technician
Bay Area Rapid Transit Police Department	Andy Alkire, Lieutenant
Brentwood Police Department	Mark Evenson, Chief of Police
California Department of Fish and Game	Sheree Christensen, Lieutenant
Clayton Police Department	Dan Lawrence, Chief of Police Tim Marchut, Sergeant
Concord Police Department	Guy A. Swanger, Chief of Police Daniel Siri, Captain Brian Wiesendanger, Captain Cheryl Owens, Administrative Services Manager
Contra Costa Community College District Police Department	Thomas Sharp, Lieutenant (Retired) Chad Wehrmeister, Lieutenant
Contra Costa County Public Works Department, Special Districts Section	Jessi Duffy, Engineering Technician
Contra Costa County Sheriff's Office	David O. Livingston, Sheriff Michael Casten, Undersheriff Scott P. Daley, Former Undersheriff Ron Jarrell, Former Undersheriff David Pascoe, Commander Ron Bradley, Captain

	Elise Warren, Lieutenant Frank Scudero, Fiscal Officer Gail Bowen, Communications Director Sammy Smith, Sergeant
Crockett Cogeneration Plant	Chris Sargent, Plant Manager
Danville Police Department	Steve P. Simpkins, Chief of Police Jeff Moule, Lieutenant Allan Shields, Investigations Supervisor
Danville, Town of	Marcia Somers, Assistant Town Manager
Diablo Community Services District	Richard J. Breitwieser, General Manager
El Cerrito Police Department	Sylvia M. Moir, Chief of Police Michael Regan, Captain
Hercules Police Department	William Goswick, Interim Chief of Police Ruben Rodriguez, Sergeant
John F. Kennedy University	David Sadler, Director of Facilities
Kensington Police Protection and Community Services District	Gregory E. Harmon, General Manager and Chief of Police
Lafayette Police Department	Michael Hubbard, Chief of Police
Martinez Police Department	Gary D. Peterson, Chief of Police
Moraga Police Department	Robert Priebe, Chief of Police Jeff Price, Lieutenant
Mount Diablo State Park	Dan Stefanisko, Supervising Ranger
Oakley Police Department	Bani Kollo, Chief of Police
Orinda Police Department	Jeffrey Jennings, Chief of Police

Pinole Police Department	Paul Clancy, Chief of Police (Retired) John Hardester, Chief of Police Terri Krieger, Support Services Manager Beth Bartke, Administrative Assistant
Pittsburg Police Department	Aaron L. Baker, Chief of Police Brian Addington, Lieutenant
Pleasant Hill Police Department	Peter Dunbar, Chief of Police John F. Moore, Captain Peter Enea, Lieutenant
Rhodia Martinez Plant	Laura Gantt, Senior Project Manager
Richmond Police Department	Edwind (Ed) Medina, Deputy Chief of Police
San Pablo Police Department	Mark E. Foisie, Captain
San Ramon Police Department	Scott Holder, Chief of Police
Union Pacific Railroad	John Allen, Special Agent (Captain)
Walnut Creek Police Department	Joel H. Bryden, Chief of Police Tim Schultz, Commander Steve Skinner, Commander Tori Maxfield, Executive Assistant
West Contra Costa Unifies School District	William Fay, Deputy Superintendent