The International City/County Management Association (ICMA) is a 100-year-old, non-profit professional association of local government administrators and managers, with approximately 9,000 members located in 28 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to its citizens in an efficient and effective manner. Our work spans all of the activities of local government: parks, libraries, recreation, public works, economic development, code enforcement, brownfields, public safety, and a host of other critical areas.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Our work includes both domestic and international activities in partnership with local, state and federal governments as well as private foundations. For example, we are involved in a major library research project funded by the Bill and Melinda Gates Foundation and we are providing community policing training in El Salvador, Mexico and Panama with funding from the United States Agency for International Development. We have personnel in Afghanistan assisting with building wastewater treatment plants and have teams in Central America conducting assessments and developing training programs for disaster preparedness working with SOUTHCOM.

The ICMA Center for Public Safety Management (ICMA/CPSM) is one of four Centers within the ICMA’s U.S. Programs Division, providing support to local governments in the areas of police, fire, emergency medical services (EMS), emergency management, and homeland security. In addition to providing technical assistance in these areas, we also represent local governments at the federal level and are involved in numerous projects with the U.S. Department of Justice and the U.S. Department of Homeland Security.

ICMA/CPSM is also involved in police and fire chief selection, assisting local governments in identifying these critical managers through original research and the identification of core competencies of police and fire managers and by providing assessment center resources.

Our local government technical assistance includes workload and deployment analysis, using operations research techniques and credentialed experts to identify workload and staffing needs as well as best practices. We have conducted approximately 140 such studies in 90 communities ranging in size from 8,000 population Boone, Iowa, to 800,000 population Indianapolis, Indiana.

Thomas Wieczorek is the Director of the Center for Public Safety Management. Leonard Matarese is the Director of Research & Project Development.

The ICMA Center for Public Safety Management team follows a standardized approach to conducting analyses of fire and other departments involved in providing services to the public. We
have developed this standardized approach by combining the experience sets of dozens of subject matter experts in the areas of police, fire, and EMS. Our collective team has more than one hundred years of conducting research in these areas for cities in and beyond the United States.

The reports generated by the operations and data analysis team are based upon key performance indicators that have been identified in standards and safety regulations and by special interest groups such as the International Association of Chiefs of Police, International Police Association, and the Association of Public Safety Communication Officials International, and through the Center for Performance Measurement of ICMA. These performance measures have developed following decades of research and are applicable in all communities. For that reason, comparison of reports will yield similar reporting formats, but each community’s data are analyzed on an individual basis by the ICMA specialists and represent the unique information for that community.

The Public Safety Management team begins most projects by extracting calls for service and raw data from a public safety agency’s computer aided dispatch system. The data are sorted and analyzed for comparison to nationally developed performance indicators. These performance indicators (e.g., response times, workload by time, multiple-unit dispatching) are valuable measures of agency performance regardless of departmental size. The findings are shown in tables and graphs organized in a logistical format. Due to the size and complexity of the documents, a consistent approach to structuring the findings allows for simple, clean reporting. While the categories for the performance indicators and the overall structure of the data and documents follow a standard format, however, the data and recommendations are unique to the organization under scrutiny.

The team conducts an operational review in conjunction with the data analysis. The performance indicators serve as the basis for the operational review. The review process follows a standardized approach comparable to that of national accreditation agencies. Prior to the arrival of an on-site team, agencies are asked to provide the team with key operational documents (e.g., policies and procedures, asset lists, etc.). The team visits each city on-site to interview fire agency management and supervisory personnel, rank-and-file officers, and local government staff.

The information collected during the site visits and through data analysis results in a set of observations and recommendations that highlight strengths, weaknesses, opportunities, and threats of the organizations and operations under review. To generate recommendations, the team reviews operational documents, interviews key stakeholders and observes physical facilities, reviews relevant literature, statutes and regulations, industry standards, and other information and/or materials specifically included in a project’s scope of work.

The standardized approach ensures that the ICMA Center for Public Safety Management measures and observes all of the critical components of an agency, which in turn provides substance to benchmark against localities with similar profiles. Although agencies may vary in size, priorities, and challenges, there are basic commonalities that enable comparison. The approach also enables the team to identify best practices and innovative approaches.

In general, the standardized approach adopts the principles of the scientific method: We ask questions and request documentation upon project start up; confirm accuracy of information
received; deploy operations and data analysis teams to research each unique environment; perform
data modeling; share preliminary findings with the jurisdiction; assess inconsistencies reported by
client jurisdictions; follow up on areas of concern; and communicate our results in a formal, written
report.

ICMA Project Contributors

Thomas J. Wieczorek, Director, ICMA Center for Public Safety Management
Leonard A. Matarese, Director, Research and Project Development
Dov N. Chelst, Ph.D., Director, Quantitative Analysis
Priscila Monachesi, Quantitative Analyst
James E. McCabe, Ph.D., Senior Public Safety Consultant – Team Lead
Bernard Melekian, DPPD, Senior Public Safety Consultant
Dennis Kouba, Senior Editor
# Table of Contents

About ICMA................................................................................................................................. ii

ICMA Center for Public Safety Management................................................................. ii

Methodology ............................................................................................................................... ii

ICMA Project Contributors ................................................................................................. iv

Table of Contents ...................................................................................................................... v

Tables ....................................................................................................................................... vii

Figures .................................................................................................................................... viii

Executive Summary .................................................................................................................. 1

Major Recommendations: ......................................................................................................... 1

Methodology ............................................................................................................................... 3

Data Analysis ............................................................................................................................ 3

Interviews ................................................................................................................................. 3

Focus Groups ........................................................................................................................... 3

Document Review .................................................................................................................... 3

Operational/Administrative Observations ................................................................................ 3

Implementing the Report’s Recommendations ...................................................................... 3

Background ............................................................................................................................... 5

Hermosa Beach Demographics ............................................................................................ 5

Uniform Crime Report/Crime Comparisons .......................................................................... 5

Comparisons/Benchmarks ....................................................................................................... 7

Performance Assessment ....................................................................................................... 9

Issues Raised by Stakeholders ............................................................................................... 9

Building a Culture of Performance ......................................................................................... 11

Operations Division ............................................................................................................... 14

Demand Analysis ................................................................................................................... 14

Patrol Deployment and Staffing ............................................................................................ 17

Deployment .............................................................................................................................. 20

Community Lead Sergeant (Nightclub Enforcement). ......................................................... 33

Traffic ..................................................................................................................................... 35

Technology on Patrol ........................................................................................................... 37

Support Services Division ..................................................................................................... 38

Detectives ............................................................................................................................... 38
Crime Scene Investigations..................................................................................................................... 41
Regional Task Forces............................................................................................................................... 41
Crime Analysis/Criminal Intelligence ...................................................................................................... 41
Jail/Records/Evidence-Property ............................................................................................................. 42
Administrative Section............................................................................................................................ 42
Miscellaneous ....................................................................................................................................... 44
Salary, Recruitment, and Retention ....................................................................................................... 44
Accreditation .......................................................................................................................................... 44
Department Policy and Procedures ........................................................................................................ 45
Police Facility Maintenance .................................................................................................................... 45
Crime Prevention .................................................................................................................................... 46
Reorganization ...................................................................................................................................... 47
Summary ............................................................................................................................................... 48
**Tables**

<table>
<thead>
<tr>
<th>TABLE</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>TABLE 1</td>
<td>Recommended Staffing for the HBPD</td>
<td>2</td>
</tr>
<tr>
<td>TABLE 2</td>
<td>2011 UCR Crime Comparisons</td>
<td>6</td>
</tr>
<tr>
<td>TABLE 3</td>
<td>Hermosa Beach Police Department in Perspective</td>
<td>8</td>
</tr>
<tr>
<td>TABLE 4</td>
<td>2011 Calls for Service</td>
<td>15</td>
</tr>
<tr>
<td>TABLE 5</td>
<td>HBPD Patrol Deployment Plan</td>
<td>19</td>
</tr>
<tr>
<td>TABLE 6</td>
<td>Recommended Patrol Staffing for the HBPD</td>
<td>33</td>
</tr>
<tr>
<td>TABLE 7</td>
<td>Proposed Hermosa Beach Police Department Organization Table</td>
<td>47</td>
</tr>
</tbody>
</table>
Figures

FIGURE 1: Deployment and Main Workload, Weekdays Summer 2012

FIGURE 2: Workload Percentage by Hour, Weekdays, Summer 2012

FIGURE 3: Deployment and Main Workload, Weekends, Summer 2012

FIGURE 4: Workload Percentage by Hour, Weekends, Summer 2012

FIGURE 5: Deployment and Main Workload, Weekdays, Winter 2013

FIGURE 6: Workload Percentage by Hour, Weekdays, Winter 2013

FIGURE 7: Deployment and Main Workload, Weekends, Winter 2013

FIGURE 8: Workload Percentage by Hour, Weekends, Winter 2013

FIGURE 9: Spatial Representation of CFS Demand
Executive Summary

ICMA was commissioned to review the operations of the Hermosa Beach Police Department (HBPD). While our analysis covered all aspects of the department’s operations, a particular focus of our study was on identifying the appropriate staffing of the agency given its workload, community demographics, and crime levels.

We analyzed departmental workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators, which allowed us to understand the implications of service demand on current staffing. We reviewed the department’s organizational design to determine if the many functions required of a modern police agency are staffed appropriately.

Our study involved data collection, interviews with key police and administration personnel, on-site observations of the job environment, data analysis, comparative analyses, and development of alternatives and recommendations. Our principle recommendations appear below and are described in detail throughout the report.

Major Recommendations:

1. Create a “culture of performance” by developing and implementing strategic plans directed at crime, traffic, and quality of life in the downtown area. In addition, the department should embrace a performance management framework to drive performance of the entire organization through quantitative analysis and accountability.

2. Examine more aggressively the demand generated by certain calls for service in order to reduce response to nonemergency calls.

3. Modify the current patrol shift schedule. Once the schedule is modified and more efficient, two additional officers should be added and assigned geographic responsibility in neighborhoods outside the downtown area.

4. Create a separate Downtown Enforcement Unit consisting of one sergeant, four police officers, and two community service officers, and ensure aggressive implementation of the Late-Night Establishment Action Plan.

5. Implement electronic report writing and wireless technology on patrol.

6. Implement a more robust case management system for detectives.

7. Examine the cases presented for prosecution to the City Prosecutor.

8. Reassign personnel to regional task forces.

9. Add civilian personnel in the following capacities:
   ○ crime analysis and criminal intelligence
   ○ administration
   ○ crime prevention.
10. Develop an early warning system for personnel management.
11. Conduct a comprehensive salary survey for police officers.

Combining all of the personnel recommendations contained in this report will result in an organization consisting of 39 sworn and 27 civilian personnel. Table 1 presents the organization for sworn and civilian positions. ICMA considers these staffing levels appropriate given the current workload demands and community demographics.

The ICMA team thanks the city and police administrations of Hermosa Beach for their assistance in completing this project. In particular, ICMA commends City Manager Tom Bakaly and Police Chief Michael McCrary for their enthusiasm and cooperation with ICMA team regarding documentation requests and the overall project.

**TABLE 1: Recommended Staffing for the HBPD**

<table>
<thead>
<tr>
<th>Division</th>
<th>Chief</th>
<th>Captain</th>
<th>Lieutenant</th>
<th>Sergeant</th>
<th>PO/Detective</th>
<th>Civilian</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Support Division</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Detectives</td>
<td></td>
<td></td>
<td>1</td>
<td>3</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Task Forces</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>DART</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4</td>
</tr>
<tr>
<td>Administration</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Jail/Records</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>9</td>
</tr>
<tr>
<td>Operations Division</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Patrol</td>
<td></td>
<td></td>
<td>4</td>
<td>16</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Traffic</td>
<td></td>
<td></td>
<td>1</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community Services</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>12</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>8</td>
<td>27</td>
<td>27</td>
</tr>
<tr>
<td><strong>Grand Total Sworn</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>39</td>
</tr>
</tbody>
</table>
Methodology

Data Analysis

We used numerous sources of data to support our conclusions and recommendations for the Hermosa Beach Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of HBPD internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

Interviews

This study relied extensively on intensive interviews with HBPD personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations. We interviewed representatives of the union to get an understanding of the labor-management climate in the HBPD.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with representatives of the department.

Document Review

ICMA consultants were furnished with numerous reports and summary documents by the Hermosa Beach Police Department. Information on strategic plans, personnel staffing and deployment, evaluations, training records, and performance statistics were provided.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, special enforcement, investigations, and administrative functions. ICMA representatives engaged all facets of department operations from a “participant observation” perspective.

Implementing the Report’s Recommendations

ICMA’s conclusions and recommendations are a blueprint for both the city and police administrations. The city administration should have periodic meetings with the HBPD to ensure that ICMA’s recommendations are implemented. It is strongly recommended that the chief identify and task one individual with responsibility for implementing these recommendations. This person should establish a liaison with the chief of police, and should be given the authority and
responsibility to effectuate the changes recommended. This includes ensuring the recommendations are executed in a timely fashion and then evaluating the department’s progress every six months for efficiency, effectiveness, and performance.

All of ICMA’s recommendations are practical and sensible and should be implemented by the police administration within a reasonable period of time. If the city desires, ICMA can provide a service to review, monitor, and evaluate the department’s progress and ensure that the recommendations are being implemented properly. If the police administration continues to have difficulty implementing the recommendations, ICMA can assist with implementation.
Background

Hermosa Beach Demographics

When determining the appropriateness of the deployed police resources—both current and future—a key factor for consideration is the demographics of the community.

Hermosa Beach is located in Los Angeles County, California, is a suburb of Los Angeles, and is a popular beach destination for the area. According to the U.S. Census Bureau, the town’s population is relatively stable. In 2000, Hermosa Beach had an estimated 18,566 residents, which increased 6.5 percent to 19,773 in 2012.

The racial makeup of the city is estimated to be 86.8 percent white, 1.2 percent African-American, 5.7 percent Asian, and 4.2 percent other, with 8.4 percent of the total population reported as Hispanic.

The median household income in Hermosa Beach is $102,289, which is 66 percent higher than the median household income in the state. Similarly, on average between the years 2007-2011, only 3.6 percent of the Hermosa Beach population was below the poverty level, which is much lower than the statewide rate of 14.4 percent. These data indicate that Hermosa Beach is an affluent, stable, and homogeneous community.

The Hermosa Beach Strategic Plan seeks to position the city as the “Best Little Beach City” by 2028. This vision involves the cultivation of a hometown spirit, a beach lifestyle, and an eclectic downtown area. This vision, combined with the demographics of the community, has important implications for the police department and the style of policing services delivered to the community. Any police department is a reflection of the community it serves; therefore, these factors are essential for understanding the department as well as offering improvement opportunities that are sustainable in the community.

Uniform Crime Report/Crime Comparisons

As defined by the FBI Uniform Crime Reporting (UCR) Program, the seven major Part I offenses are used to measure the extent, fluctuation, and distribution of serious crime. Part I crimes are the seven most serious offenses in two categories (violent and property crime). Serious violent crime is defined as murder, rape, robbery, and aggravated assault. Serious property crime is defined as burglary, larceny, and motor vehicle theft.

As can be seen in Table 2, Hermosa Beach reported in 2011 a UCR Part I violent crime rate of 314 violent crimes per 100,000 residents. For UCR Part 1 property crimes, the rate in Hermosa Beach was 3,066 property crimes per 100,000 residents. The violent crime rate in Hermosa Beach was 23.7 percent lower than the state rate, and 18.7 percent lower than the national rate. The rate of property crime was 18.7 percent higher than the state average and 5.4 percent higher than the national average.
TABLE 2: 2011¹ UCR Crime Comparisons

<table>
<thead>
<tr>
<th>Agency</th>
<th>Population</th>
<th>Violent Crime Rate*</th>
<th>Property Crime Rate*</th>
</tr>
</thead>
<tbody>
<tr>
<td>U.S.</td>
<td>311,591,917</td>
<td>386</td>
<td>2,909</td>
</tr>
<tr>
<td>California</td>
<td>37,691,912</td>
<td>411</td>
<td>2,584</td>
</tr>
<tr>
<td>Population Comparison</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>La Canada Flintridge</td>
<td>20,484</td>
<td>68</td>
<td>1,704</td>
</tr>
<tr>
<td>South El Monte</td>
<td>20,352</td>
<td>599</td>
<td>1,847</td>
</tr>
<tr>
<td>Marina</td>
<td>19,950</td>
<td>246</td>
<td>2,416</td>
</tr>
<tr>
<td>Hermosa Beach</td>
<td>19,735</td>
<td>314</td>
<td>3,066</td>
</tr>
<tr>
<td>American Canyon</td>
<td>19,683</td>
<td>224</td>
<td>2,677</td>
</tr>
<tr>
<td>Arvin</td>
<td>19,531</td>
<td>845</td>
<td>2,709</td>
</tr>
<tr>
<td>Chowchilla</td>
<td>18,940</td>
<td>433</td>
<td>2,392</td>
</tr>
<tr>
<td>Neighboring Comparison</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Torrance</td>
<td>147,148</td>
<td>126</td>
<td>1,880</td>
</tr>
<tr>
<td>Redondo Beach</td>
<td>67,533</td>
<td>249</td>
<td>2,371</td>
</tr>
<tr>
<td>Manhattan Beach</td>
<td>35,548</td>
<td>124</td>
<td>2,506</td>
</tr>
<tr>
<td>Lawndale</td>
<td>33,154</td>
<td>528</td>
<td>1,348</td>
</tr>
<tr>
<td>El Segundo</td>
<td>16,850</td>
<td>226</td>
<td>3,264</td>
</tr>
</tbody>
</table>

Note: * = per 100,000.

Looking at community crime rates, we took information from the FBI UCR Program on Crime in the United States and compared Hermosa Beach with neighboring communities and other California jurisdictions of similar populations. For this analysis La Canada Flintridge, South El Monte, Marina, American Canyon, Arvin, and Chowchilla were used as population comparators, and Torrance, Redondo Beach, Manhattan Beach, Lawndale, and El Segundo were used as neighboring comparators. It should be noted that the demographics of these communities encompass a wide range and the analysis is not intended to strictly compare Hermosa Beach with Marina or Redondo Beach, for example. Crime is a complex social phenomenon, and these data should not be interpreted too closely. This analysis is meant as an illustration of communities in California and how they compare with respect to rates of crime.

Examination of the comparisons presented in Table 1 indicates that Hermosa Beach has a comparably high crime rate. Out of the seven jurisdictions with similar population, Hermosa Beach has the 4th highest violent crime rate and the highest property crime rate. When compared with neighboring communities regardless of population, Hermosa Beach has the second highest rate of both violent and property crime.

¹ At the time of this report only 2010 UCR data were available on comparison jurisdictions.
Comparisons/Benchmarks

In order to put the HBPD into perspective on a wider scale, it is important to compare it with other police departments. In a 2011 study, IBM looked at several financial, organizational, and demographic variables to assess the relative efficiency of local governments. The resulting report, *Smarter, Faster, Cheaper*, presents data from the 100 largest U.S. cities in various regions.² In addition, the Overland Park, Kansas, Police Department conducts an annual survey of 26 small- to medium-sized police departments each year on, among other measures, the same measures reported in the IBM report. This Overland Park report, entitled “Benchmark Cities Survey,”³ is also useful for comparative evaluation. Furthermore, the Bureau of Justice Statistics publishes periodic reports on the administrative and managerial characteristics of police departments in the United States.⁴ Keeping in mind that each community has characteristics that govern the style and size of its police department, these characteristics and comparisons can help assess the relative performance of the HBPD.

These documents are useful in benchmarking the HBPD on several key variables, including per-capita spending on police services, spending per crime, number of sworn personnel per crime, overtime expense, and sworn officers per capita (see Table 3).

On average, the HBPD spends approximately $530 per capita on police services, substantially higher than the average of $323 per capita presented in the IBM report and the $217 per capita presented in the Benchmark Cities Survey. Hermosa Beach’s 2011 crime rate of 3,380 serious crimes per 100,000 residents is approximately 32.4 percent lower than the average crime rate of 5,000 crimes per 100,000 among the cities in the IBM report and is approximately 3.1 percent higher than the average crime rate reported in the Benchmark Cities Survey. Also, the HBPD spent $337,000 on overtime expenses in FY2012 out of a personnel payroll of $7.9 million.⁵ This represents approximately 4.3 percent of total salaries paid. This overtime-to-payroll ratio is comparable to the benchmark on police overtime expenses from the IBM report but higher than the overtime percentage reported in the Benchmark Cities Survey. Lastly, the HBPD authorized strength is 35 sworn officers (currently there are 5 vacancies, which brings the actual headcount to 30), or 178 officers per 100,000, which, again, is lower than the average of 190 officers per 100,000 residents from the IBM study, but higher than the 144 officers/100,000 residents from the Benchmark Cities Survey.

---


⁵ Personnel payroll is determined as the sum of regular, extra, premium, longevity, certification, field training, and workers’ comp payments.
TABLE 3: Hermosa Beach Police Department in Perspective

<table>
<thead>
<tr>
<th>Benchmark Area</th>
<th>HBPD</th>
<th>IBM Benchmark</th>
<th>Vs. IBM Benchmark</th>
<th>Benchmark City Survey</th>
<th>Vs. Benchmark City Survey</th>
</tr>
</thead>
<tbody>
<tr>
<td>Per capita police spending</td>
<td>$530</td>
<td>$323</td>
<td>HIGHER</td>
<td>$217</td>
<td>HIGHER</td>
</tr>
<tr>
<td>Crime rate</td>
<td>3,380</td>
<td>5,000</td>
<td>LOWER</td>
<td>3277</td>
<td>HIGHER</td>
</tr>
<tr>
<td>Overtime</td>
<td>4.3%</td>
<td>5%</td>
<td>LOWER</td>
<td>3.8%</td>
<td>HIGHER</td>
</tr>
<tr>
<td>Officers per capita</td>
<td>178</td>
<td>190</td>
<td>LOWER</td>
<td>144</td>
<td>HIGHER</td>
</tr>
</tbody>
</table>

Overall, the HBPD earns mixed marks for financial benchmarks. The cost of operations appears lower in some areas and higher in others. This is related to many factors that will be discussed in the body of the report. In brief, the department spends more per capita and has a lower number of officers per capita, and has a mixed experience with regards to comparison reports on officers per capita, overtime, and crime rate. The mixed results are likely due to the characteristics of the cities included in the different sources. The IBM report focused on the 100 largest cities, and the Benchmark Cities Survey focuses on an availability sample of smaller communities.

The key to operational efficiency, however, is not found exclusively in financial austerity. The size and style of a police department and the types of services that it provides are a reflection of the character and demands of that community. The challenge is to determine how many police officers are necessary to meet that demand, and how to deploy those personnel in an effective and efficient manner. The above analysis demonstrates that the HBPD is financially efficient in its personnel deployment. The analysis that follows is an attempt to build upon this discussion and answer the “how many” and “how to deploy” questions that are the essence of police operational and personnel resource decisions.

Our report now turns to the various elements of the HBPD and an assessment of those elements in context with prevailing industry standards and best practices.
Performance Assessment

One of the most important aspects of the ICMA study of the HBPD is an exploration of the viewpoints of the various stakeholders. The project methodology included two focus groups with police officers and supervisors to understand the internal working of the department from their eyes. Also, during the site visit an open forum was held for community members to attend and voice their concerns, raise important issues, and provide a community perspective of the department. The community meeting was held in the city council chambers and was attended by approximately twenty members of the Hermosa Beach community. The issues raised by the sworn employees and the community are presented here. Additionally, there is a discussion on building a culture of performance.

Issues Raised by Stakeholders

Staffing

- Every stakeholder group we spoke with mentioned the issue of staffing. The issue manifests itself in several ways. The greatest concern was expressed with respect to the Pier Plaza area. The feeling is that there are insufficient personnel to deal with the alcohol-related issues in the area, particularly after 10:00 p.m.

- There is a feeling, particularly among community members, that there is no police presence east of Pacific Coast Highway unless there is a call for service.

- There is a feeling among all of the sworn ranks that enforcement should be avoided in order to prevent officers being taken out of the field. Minimum staffing for patrol is described as two officers and a sergeant. This contention wasn’t supported by a brief review of the patrol logs, although it was unclear as to which officers on the log were assigned to patrol and which were assigned to extra details.

- Senior officers are used as watch commanders, particularly on Wednesday and Thursday evenings.

- All ranks described feeling tired and overburdened. Captains and lieutenants work overtime details to help lessen the staffing burden.

- The city council funded five additional police officer positions, but the department has been unable to fill them. There is some concern about officers being involved in the hiring of new officers.

- Community members praised the department’s responsiveness and level of caring. All community members talked about lack of resources.

- Several community members noted the lack of traffic enforcement; both for moving violations and parking violations. These observations were validated by the sworn personnel.
Pay and Compensation

- Sworn personnel, including the command staff, say that they are the lowest paid in the South Bay and among the lowest paid in southern California.

- Sworn personnel have not had any pay raises in several years. Officers point to the fact that the city needed to raise the compensation level for both the city manager and the police chief in order to attract the most qualified candidates.

- Officers did not feel that they needed to be among the highest paid, but felt that there was no recognition or respect for the work that they do. They pointed to Manhattan Beach, which has more personnel and who handle fewer calls (it was unclear as to whether they meant in total or per officer), yet whose personnel make significantly more money.

Miscellaneous

- There is a concern that the City Prosecutor is not pursuing prosecutions vigorously enough.

- There is a perceived disconnect between the police department and City Hall.

- There is a belief that the CALEA accreditation is not very realistic in terms of the staffing hours required to maintain it. It was described as being a slogan to put on the side of the cars and not something that actually makes a difference.

- The police facilities are very inadequate. There is an occupied office directly under the condemned fire tower. This would appear to be a very serious safety issue. Several officers mentioned the lack of a range training facility.

The Pier Plaza Area

- All stakeholders agree that the single biggest challenge facing the city is the alcohol-related issues being generated by the Pier Plaza bars. The Pier Plaza area is perceived as being out of control and stakeholders also perceive that there are not adequate resources to deal with the situation.

- A very common phrase, again used by all stakeholders, was that the city had created the “beach party culture” downtown and now doesn’t want to provide adequate resources to deal with this issue.

- A brief review of the daily logs suggests that alcohol abuse and other related issues are the greatest drain on patrol resources.

- There are two downtowns; one before 10:00 p.m. and one after.

- There does not seem to be any type of strategic approach to dealing with this situation.
Building a Culture of Performance

On numerous occasions the ICMA team heard the expression “beach lifestyle” to describe the culture of the community and the culture of the HBPD. The beach lifestyle is an important part of the vision and strategic planning of the city and an integral part of the community. A police department is a reflection of the community it serves, and the beach lifestyle is present in the culture of the department as well. Undoubtedly, the expression has different meaning in the community and the department, and in the department the beach lifestyle is thought to be reflected in a casual approach to management. Officers and supervisors reflect positively on this style of management and believe it is one of the most positive qualities of working in the HBPD. Employees are not micromanaged, the work gets done in a casual and friendly atmosphere, and employees are trusted to bear the responsibility of their jobs. But this approach can also breed a lack of accountability for performance and a disinvestment by the officers in the community they serve.

Several issues are threatening this beach lifestyle in the HBPD and the organization is struggling to change. First, the department is short on resources. The personnel shortage is forcing the officers to work longer hours and more days. Second, the culture of the downtown area is changing. The nightlife is growing as source of community dissatisfaction and the department is not prepared to respond. Third, the economic realities faced by the community are pitting these two issues against each other. It is ICMA’s contention that these three issues must be addressed simultaneously and that the beach lifestyle management approach can be sustained within a culture of performance. This can be accomplished through a strategic approach to performance by integrating measures and accountability into the existing organizational culture, and by adding resources to the department in order to position it more effectively to confront the challenges of crime, traffic, and disorder present in the community.

Strategic plans must be created to address problem crime, disorder, and community problems. Strategic planning begins with a thorough analysis of the issues. Times, days, locations, types of property stolen, hot spots, frequent offenders/known recidivists, wanted persons, and so on, must all be identified at frequent and regular intervals. Armed with this information, a coordinated and integrated plan must be created that involves all elements of the HBPD. For example, the role of patrol officers and detectives must be clearly established. And these roles, tasks, and responsibilities must be driven by the information presented.

More thorough, quicker, and more deliberate analysis of information and creation of actionable intelligence leading to an immediate deployment of resources will shorten the cycle between crime and arrest. A shorter cycle leads to greater efficiency and fewer instances of crime. It also lessens the possibility that good police work is left up to the individual motivation of certain officers, or worse, chance. Rather, results are driven by deliberate actions of the entire department. The outcome of a strategic planning approach will be a more robust response and fewer police incidents in Hermosa Beach.

The unique elements of the Hermosa Beach community need to be considered in developing such a plan. The common denominators, however, are that such a plan must be based on a thorough analysis of the problem and must involve all facets of the HBPD (in other words, it is not a patrol plan or an investigative plan). A plan must include measures developed to evaluate performance,
and the department must regularly track progress and alter tactics in response to changing conditions. The plan must also be written and distributed to all personnel involved.6

Currently, the operations of the HBPD are almost entirely reactive. Responding to crime, traffic accidents, and incidents of disorder after they occur should be viewed as a failure of performance. An effort must be made to identify the root causes of community problems and then the department must bring resources to bear on the causes.

At present, when patterns or problems arise, the department prepares a notice to be read and discussed at daily lineups for officers on patrol to perform extra checks and to be aware of crime conditions on their beats. The expectation is that officers will use their discretionary patrol time to investigate these conditions and try to prevent future crimes. Currently, there is little, if any, feedback on these efforts, and the administration has no way of knowing if the condition has been addressed. There is also only a limited follow-up to determine if the officers are making the extra checks in the first place.

With software technology that is now available, crime, traffic, and quality-of-life conditions can be mapped and tracked in order to better manage the conditions and ensure that they are being addressed. The concept of putting “cops-on-the-dots,” meaning deploying resources where and when the problems exist and then aggressively tracking the conditions to make sure they are ameliorated, is part of contemporary police management that largely absent in the HBPD. Inspection of the station house facility reveals that mapping technology is not used to any great extent and crime analysis and intelligence is not being disseminated in a coordinated manner to officers in the agency. In fairness to the HBPD, the community is small enough and the issues predictable enough that officers formulate a common working knowledge of the community, which may make sophisticated planning methods unnecessary. However, the problems confronted by the community seem to be growing and seem to be unmanageable. Perhaps it is time to replace the intuitive approach with an approach based upon the contemporary principles of strategic planning.

The strategic planning process, including the use of MIS and GIS software, proper planning, deployment, and follow-up, is a circular process that uses feedback from enforcement and deployment efforts to readjust future operations and deployment. This creates feedback-loops and the organization learns from its successes and failures and more effectively uses enforcement resources. Incident analysis, intelligence, mapping, and strategy development are critical components of this process and the HBPD could benefit substantially from these efforts. This approach can be taken with crime, traffic, and disorderly conditions from the nightlife downtown.

Accountability is another essential component of this process. Someone in the HBPD needs to be accountable for two major parts of the strategic plan: 1) ensuring that enforcement efforts are

---

6 Elements of a strategic plan regarding thefts might include the following: Deployment and activity of patrol and specialized units in hot spots; monitoring of repeat/known offenders; interrogating all persons arrested for any form of theft to learn motives, tactics, associates, etc.; identifying and monitoring pawn shop/fencing locations; public education and programs public service announcements; performing sting operations; establishing heightened prosecution programs for shoplifting and other theft offenses; working closely with private security; working with building and property managers to provide greater physical security measures; and pickpocket or other training.
directed properly (the right levels, and the right offenses, times, and locations), and 2) making sure that the conditions are being monitored and tactics changed in response to the changing conditions. This is not a role for the officer on patrol, but someone must be the “quarterback” of these efforts (see discussion below).

Again, the product of this strategic planning process is a written plan, and a prescribed method of follow-up and periodic review to ensure the plan is working. Resources are needed to accomplish strategic planning. Analyses must be conducted, plans written and distributed, and enforcement actions must be acted on aggressively. Also, this process must be repeated for all major issues facing the HBPD, that is, crime, traffic, and the downtown district. It is recommended that a position be created in the HBPD and which is explicitly responsible for this process. A “Planning Officer” or “Intelligence Officer” or some variation of these titles must be created and tasked with the responsibility for developing and evaluating the strategic enforcement efforts of the HBPD. The person in this position should work directly for the chief of police, should be removed from day-to-day operations, and should be responsible for focusing the resources of the department in a targeted and coordinated fashion to address the problems faced by the community.

Furthermore, it should be noted the while the HBPD should prepare and disseminate an annual report, an annual report is not a strategic plan. An annual report is a summary of past performance and a strategic plan is a document that drives future performance and directs operational efforts.
Operations Division

The HBPD provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed activities, and solving problems. The HBPD is a service-oriented department providing a high level of service to the community. Essentially, every call for service gets a police response and every criminal case gets investigated. The department embraces this approach and considers every request for service from the public important and deserving of a police response.

Demand Analysis

Time and time again, it was reported to the ICMA team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. From the command staff to the rank-and-file officers, this approach was demonstrated to us on numerous occasions. The result of this policing philosophy is the delivery of comprehensive policing services to the Hermosa Beach community. The department has the hallmark of a small-town approach to policing, in which people are not just citizens but members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high.

This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach. The patrol division must be staffed with enough officers to respond to virtually every call placed to the HBPD. From conversations with HBPD officers of all ranks, it’s clear that the community of Hermosa Beach expects this level of service, and the HBPD must be structured to deliver it.

Because the department entertains almost every request for police service, the choice will be between the options of “Do we continue to police the community in a full-service mode?” and “What steps can we take to restructure demand and still promote order and safety?” That is, the department must decide whether to sustain this comprehensive level of police service or take the steps necessary to manage it. Essentially, this is a political decision regarding the quantity of police services offered. But quality doesn’t need to suffer. The recommendations offered regarding operations, if implemented, will permit the HBPD to continue its full-service model of policing and run the agency more efficiently while keeping personnel resources stable into the foreseeable future.

Table 4 presents information on the categories of calls for service (CFS) that were handled by the HBPD between May 1, 2012 and April 30, 2013. In total, HBPD officers were dispatched to 17,381 calls during that 12-month period, or approximately forty-eight calls per day, with approximately 38 percent of these calls initiated by the police and 63 percent were direct calls for service from the public.
First, total CFS volume as a percentage of population is about what is expected for a community the size of Hermosa Beach. According to the table there were 17,381 CFS in the year examined, with 5,285 being traffic enforcement. Therefore, direct demand for service is approximately 12,096 CFS. The population of Hermosa Beach is 19,735. This indicates that during the 12-month period under observation the CFS rate was approximately 0.613 per person (or 613 CFS for every 1,000 residents).

While there is no accepted standard ratio between calls for service and population, the lower the ratio means the better managed the CFS function is in an organization. ICMA studies of other communities show the CFS/population ratio to range between 0.4 and 1.1 CFS per person per year. A value of 0.613 CFS/person/year indicates that there is an effective “triage” system in place in that call takers are screening out frivolous and/or “nonpolice” calls.

ICMA experience indicates that without effective management, the 911 system can become a catch-all for community demands. Being open 24 hours, 365 days each year, 911 is often the “go-to” resource for community concerns. If not properly managed, this can result in the misuse or ineffective deployment of valuable police resources. The data from the HBPD indicate that police resources, as reflected by CFS/population ratio, are being deployed effectively.

In group discussions, patrol officers voiced frustration over being dispatched to nuisance, or nonemergency, calls for service, such as kids refusing to go to school, landscapers blowing leaves in the street, birds or other animals that had gotten into homes, etc. Although these types of calls for service were reported, in general the HBPD seems to do a fairly good job of minimizing response to nonemergency calls coming into the 911 system. However, the department can be more aggressive.
at screening CFS and attempt to minimize even more the nonemergency CFS from being dispatched to officers on patrol.

**Reducing Responses to Certain Calls**

Despite what appears to be effective CFS triaging, the HBPD still handles a high number of calls that have limited or no relationship to law enforcement. Consideration should be given to evaluating responses to these calls. This evaluation could be performed by a committee of HBPD personnel, who can examine calls for service and recommend means to eliminate, downsize, and streamline responses to certain calls by units on patrol. The quantity and quality of certain calls deserve closer scrutiny, as substantially curtailing response holds enormous potential for improving operational efficiencies. Also, the HBPD handles a large number of “disturbance” CFS, undoubtedly originating from the downtown area. Other sections of this report recommend the creation of a downtown response team to deal with long-term problems in this area. Using the CFS data will give this team information and intelligence to respond to problematic locations, correct the conditions associated with these locations, and therefore limit the number of CFS received from the public.

Three categories of calls (burglar alarms, traffic accidents with property damage only, and miscellaneous) might not warrant the response of a sworn police officer. For example, at motor vehicle accidents involving only property damage, the police role is largely administrative, preparing and filing reports. Similarly, industry experience also tells us that more than 98 percent of all burglar alarms are false alarms and that calls regarding animal complaints are typically just nuisance-type calls that do not involve any danger to citizens. The bottom line here is that many calls for service dispatched to officers in the HBPD could be eliminated.

During interviews and focus groups, officers raised concerns about the time they spend responding to calls that have no police purpose. Calls in this miscellaneous category are likely to capture many of these assignments.

Police departments across the nation are removing property-damage traffic crashes from the emergency police responsibility. Response by a sworn police officer to a routine property-damage-only traffic crash is a questionable use of emergency police resources.

Combined, these three categories of calls represent more than 15 percent of the patrol CFS workload in Hermosa Beach. If traffic enforcement and disturbance CFS are eliminated from the model, then accidents, alarms, and miscellaneous CFS become 32 percent of all CFS handled by the HBPD. In other words, almost one-third of all CFS handled by the HBPD that are not traffic enforcement or disturbances are nonemergency CFS that do not require a police response. These categories of calls must be examined carefully to determine whether police response should be continued. To accomplish this task, ICMA recommends that the HBPD establish a committee that includes all the principal stakeholders, including representatives from all ranks within the department along with community members. The committee should be assigned the responsibility of evaluating the CFS workload with an eye toward reducing nonemergency CFS response. This process, combined with a dedicated team in the downtown area, can have a substantial impact on reducing CFS handled by the HBPD and can free officer time on patrol to deal with quality of life and other important community problems.
Time Spent on Calls
The data presented in Table 4 show that in the study period it took officers an average of 23.4 minutes to complete a nonpolice-initiated call for service. This is excellent. ICMA research on calls for service in similar jurisdictions indicates that the average time for CFS completion is approximately 30 minutes. This indicates that it takes approximately 22 percent less time for the HBPD to handle a call for service than it does for the average U.S. police department of a similar size. The variables that drive CFS completion time are numerous and beyond the scope of this analysis. However, this suggests that officers are handling CFS promptly and the department should be commended for this accomplishment.

Similarly, the data from Table 4 indicate that the HBPD dispatches approximately 1.9 officers to the average call for service. ICMA research in this area indicates that in similar jurisdictions the average number of officers dispatched to calls is approximately 1.6. This indicates that the HBPD sends more officers per call than may be needed.

Looking at these data in context with the discussion on the saturation index presented later in this report leads to several important conclusions. First, Hermosa Beach adopts a moderately aggressive CFS management process, but this process can be even more finely tuned through closer examination of the CFS categories of alarms, miscellaneous, and traffic crash–property damage only. Second, the surplus of officers assigned to the patrol division indicates that more officers are assigned to calls for service than would otherwise be necessary. In other words, the excess supply of police personnel resources and the paucity of CFS demand may be contributing to the fact that there are more officers responding to calls. Third, it is clear that a large number of CFS are related to disturbances. Properly dealing with disturbances requires long-term problem solving and resources. Generally, officers on patrol are not equipped with the time or resources to deal effectively with the underlying problems that generate the CFS. A long-term, strategic, and integrated approach is necessary to deal with disturbances. Other recommendations follow that will enable the HBPD to reduce this category of CFS as well.

Recommendations:
- Empanel a calls for service committee in order to evaluate service demands and attempt to reduce nonemergency responses.

Patrol Deployment and Staffing
Uniformed patrol is considered the “backbone” of American policing. Bureau of Justice Statistics indicate that more than 95 percent of police departments in the U.S. in the same size category as the HBPD provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical in order to have officers available to respond to calls for service and provide law enforcement services to the public.
Schedule and Staffing

General patrol operations are staffed using 12-hour shifts. Each shift is commanded by a sergeant. Officers work three consecutive 12-hour shifts, then have four days off each week. The days worked and days off are fixed for each officer in the patrol shift. For example, one officer will work Monday, Tuesday, and Wednesday on a steady basis and have Thursday, Friday, Saturday, and Sunday off. Shifts are 6:00 a.m. to 6:00 p.m. and 6:00 p.m. to 6:00 a.m., with two sergeants and seven officers assigned to each shift. Having seven officers assigned to each “side” of the rotation allows one officer to have each combination of days working and days off; therefore, there are always three officers scheduled to work. During the months from June through November officers work a “payback” day, which is one full 12-hour shift added to the patrol rotation every twenty-eight days. The payback adds more personnel to the shift schedule during the busy times of the year, and adds more hours to the annual number of hours worked by officers.

Like any shift schedule, HBPD’s has several advantages and disadvantages that are worth noting. On the positive side, this is a very user-friendly schedule. Working thirty-six hours each week with four days off is beneficial to officers and a huge advantage of this schedule. Even adding the “payback” days between June and November does not detract from the overall experience. Also, having steady days off and steady work hours each week is a positive for employee quality of life.

The current work plan does, however, have substantial drawbacks. First, it is expensive. The HBPD schedule is about 15 percent more costly than other 12-hour schedules. Second, the organization of the schedule undermines the span of control between sergeant and officer. Due to the structure of days off/on, officers report to different sergeants, depending on the day of the week. Similarly, every day an officer will work with a different cadre of officers, again, depending on the day of the week. The combination of these factors leads to a fractured patrol function that lacks cohesiveness, esprit de corps, and inconsistent supervision.

Third, including the “payback” day during the busiest times of the year seems to be implemented in a fashion that does not maximize the need for additional coverage. In other words, it appears that the payback day is simply added to the beginning or end of an officer’s three-day work cycle and is not necessarily driven by the need for patrol coverage during particular days or times. The HBPD would be much better off if the department could utilize these payback days at its discretion as opposed to simply appending them to the originally scheduled workweek.

The fourth drawback of the current staffing plan is that a fixed level of patrol officers is deployed throughout the day. Demand for police service ebbs and wanes during the day and this staffing plan does not match that demand for service. The HBPD is limited, however, given the number of patrol personnel, and makes the best of these resources by deploying personnel in the 12-hour schedule.

Fifth, the reactionary style of patrol in the HBPD indicates that community-based problem solving is not utilized to a great degree. With a different shift schedule that employed consistent teams of officers with consistent supervisors and areas of assignment, greater community engagement could be realized. If the patrol schedule that had less fragmentation, officers and supervisors could work together consistently and identify and solve problems in the community in a coordinated effort. Instead of responding from call to call, officers could have a greater ability to respond to long-term problems and deal with these problems in an organized fashion. The current schedule dictates that
each day there are different officers and different supervisors working together, which inhibits a team-based approach to community policing and long-term problem solving. Alternative shift schedules exist that can address all of the drawbacks identified above, while still maintaining the user-friendly elements of the current schedule. ICMA strongly recommends evaluating the current shift schedule and looking for alternatives that meet the needs of the community and the officers.

ICMA believes that with the current personnel levels using 12-hour shifts is the most efficient option given departmental staffing; however, the current structure of the shift schedule has room for improvement. With seven officers scheduled in each half of the rotation (days and nights) there are always three scheduled to work, plus a supervisor. The data analysis indicates that the workload in Hermosa Beach through CFS ranges from 1.0 to 1.4 officers per hour on average. The current compliment of officers is more than sufficient to handle this workload.

The 12-hour plan in place appears to be the most efficient deployment of patrol officers, but the department should evaluate how to better schedule days within shift.

**TABLE 5: HBPD Patrol Deployment Plan**

<table>
<thead>
<tr>
<th></th>
<th>M</th>
<th>T</th>
<th>W</th>
<th>H</th>
<th>F</th>
<th>SA</th>
<th>SU</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sgt 1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Sgt 2</td>
<td></td>
<td>1</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PO1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PO2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PO3</td>
<td></td>
<td>1</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PO4</td>
<td></td>
<td>1</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PO5</td>
<td></td>
<td></td>
<td>1</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PO6</td>
<td>1</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PO7</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PO on Duty</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
</tr>
</tbody>
</table>

**Note:** 1=Work, on duty; 2=Off.

**Recommendation:**
- Restructure the existing patrol shift schedule.
Deployment

Although some police administrators suggest that there are national standards for the number of officers per thousand residents, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

According to Public Management magazine, “A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems.”

Essentially, “discretionary time” on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is “discretionary” and intended to be used at the discretion of the officer to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are not available in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time officers are idle. This is also an indication that the department is overstaffed.

Staffing decisions, particularly in patrol, must be based on actual workload. Once the workload is determined, the amount of discretionary time can also be determined and then staffing decisions can be made consistent with the department’s policing philosophy and the community’s ability to fund desired staffing. The HBPD is a full-service police department, and its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact this style of policing in the context of community demand.

To understand actual workload (the time required to complete certain activities) it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Performing this analysis allows identification of activities that are really “calls” from those activities that are some other event.

Understanding the difference between the various types of police department events and the staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department, with a comparison to the time being spent to currently provide services.

---

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement and community policing. Patrol is generally the most visible and most available resource in policing and the ability to harness this resource is critical for successful operations.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once a threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next CFS. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes "Why act proactively when my actions are only going to be interrupted by a CFS?" Uncommitted time is spent waiting for the next call. Sixty percent of time spent responding to calls for service is believed to be the saturation threshold.

In general, a "Rule of 60" can be applied to evaluate patrol staffing. The "Rule of 60" has two parts. The first part maintains that 60 percent of the sworn officers in a department should be dedicated to the patrol function, and the second part maintains that no more than 60 percent of this manpower should be “saturated” by workload demands from the community.

**Rule of 60 – Part 1**
According to the HBPD Roster dated 6/10/2012, patrol in the HBPD is staffed by four sergeants and fourteen police officers assigned to a CFS response capacity. These 18 of the total of 30 sworn officers represent 60 percent of the sworn officers in the HBPD. Adding the two traffic officers (one sergeant and one officer) into the calculation and there are 20 of the 30 officers on patrol, or approximately 67 percent of the entire department.

According to these statistics, the HBPD has a slightly higher percentage of officers assigned to patrol compared to the rest of the department than is used in the Rule of 60. This indicates that more officers are assigned to patrol and fewer to other areas of the department and the department is not balanced appropriately.

**Rule of 60 – Part 2**
The second part of the “Rule of 60” examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, ICMA suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the “discretionary time” for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is “saturated” by CFS.

This ratio of dedicated time compared to discretionary time is referred to as the "Saturation Index" (SI). It is ICMA's contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. A SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent
indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that the SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer’s time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Lastly, this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions.

The ICMA data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by the HBPD. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the HBPD to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

The following eight figures represent workload, staffing, and the “saturation” of patrol resources in the HBPD during two months that represent different levels of demand. By “saturation” we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is “saturated” with workload demands. This “saturation” is the comparison of workload with available manpower over the course of an average day during the months selected.

The figures represent the manpower and demand during weekdays and weekends during the months of August 2012 and February 2013. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.
FIGURE 1: Deployment and Main Workload, Weekdays Summer 2012

Hour 23 21 19 17 15 13 11 9 7 5 3 1 0
Personnel

Hour 0 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23

FIGURE 2: Workload Percentage by Hour, Weekdays, Summer 2012

Percentage

Hour 0 2 4 6 8 10 12 14 16 18 20 22
Workload vs. Deployment, Weekdays, Summer 2012

Avg. Workload: 1.1 officers per hour
Avg. % Deployed (SI): 25 percent
Peak SI: 44 percent
Peak SI Time: 11:30 a.m.

Figures 1 and 2 present the patrol workload demands and SI for weekdays in summer 2012. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 10 percent at 6:00 a.m. to a high of 44 percent at 11:30 a.m., with a daily average of 25 percent.
FIGURE 3: Deployment and Main Workload, Weekends, Summer 2012

FIGURE 4: Workload Percentage by Hour, Weekends, Summer 2012
Workload v. Deployment, Weekends, Summer 2012

Avg. Workload: 1.4 officers per hour
Avg. % Deployed (SI): 28 percent
Peak SI: 49 percent
Peak SI Time: 2:45 a.m.

Figures 3 and 4 present the patrol workload demands and SI for weekends in summer 2012. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 8 percent at 6:00 a.m. to a high of 49 percent at 2:45 a.m., with a daily average of 28 percent.
FIGURE 5: Deployment and Main Workload, Weekdays, Winter 2013

FIGURE 6: Workload Percentage by Hour, Weekdays, Winter 2013
Workload v. Deployment, Weekdays, Winter 2013

Avg. Workload: 1.2 officers per hour
Avg. % Deployed (SI): 27 percent
Peak SI: 45 percent
Peak SI Time: 10:00 p.m.

Figures 5 and 6 present the patrol workload demands and SI for weekdays in winter 2013. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 5 percent at 5:30 a.m. to a high of 45 percent at 10:00 p.m., with a daily average of 27 percent.
FIGURE 7: Deployment and Main Workload, Weekends, Winter 2013

FIGURE 8: Workload Percentage by Hour, Weekends, Winter 2013
Workload v. Deployment, Weekends, Winter 2013

Avg. Workload: 1.0 officers per hour
Avg. % Deployed (SI): 20 percent
Peak SI: 37 percent
Peak SI Time: 10:15 p.m.

Figures 7 and 8 present the patrol workload demands and SI for weekends in winter 2013. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 0 percent at 6:30 a.m. to a high of 37 percent at 10:15 p.m., with a daily average of 20 percent.

In Figures 2, 4, 6, and 8, the patrol resources available are denoted by the dashed green line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available manpower will equal 100.

The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above, this is the point at which patrol resources become largely reactive as CFS and workload demands consume a larger and larger portion of available time. The blue line represents workload generated by calls for service from the public and the solid black line represents total workload experienced by the HBPD.

Looking at the comparisons of the green, red, and black lines in the SI figures, comparing workload to available staffing, the data indicate that workload demands in Hermosa Beach are relatively low. The overall daily averages range from 20 percent to 28 percent and are well within acceptable limits. In fact, these data suggest that there are too many officers deployed to patrol. However, given the demographics of the community, a reduction in patrol staffing is not warranted.

Spatial Representation of CFS Demand

The figures presented above provide a thorough examination of the service demands placed on the HBPD during different times of the day and week. In addition to these “temporal” demands, it is also possible to illustrate the “spatial” demands on the HBPD. Examining the spatial demands permits the exploration of where incidents are occurring.

According to Figure 9, there are three distinct “hot spots” in Hermosa Beach. The first and largest should come as no surprise, and this is the area of Pier Plaza. Clearly, this area accounts for an overwhelming amount of service demands placed on the HBPD. The second is in the vicinity of police headquarters. Undoubtedly, this hot spot is generated due to CFS from the police station house and the higher level of vehicular and foot traffic in this vicinity. Third is the hot spot in the vicinity of Pacific Coast Highway and 11th Street in the vicinity of Greenwood Park and Clark Park and Ralph’s Grocery Store. In addition to these identifiable hot spots, the areas in and around the beach and along the Pacific Coast Highway also present areas of heightened service demands.

These observations point to two conclusions that support issues raised during the site visit. First, the downtown area and the beach consume the lion’s share of resources from a service demand
perspective through CFS. Conversely, the remaining areas of the community see low levels of CFS volume and support the contention that the nondowntown area is underserved with respect to police resources. Indeed, the areas of the community that are NOT along major arteries or the downtown and beach areas show almost no concentrations of call volume at all. On the positive side, the argument can be made that there are no problems in these areas in general, thus a police presence is not required. On the negative side, in a department where almost 38 percent of the call volume is self-initiated (6580/17,381), officers are initiating a small amount of calls in these “other” areas, which undermines a community policing philosophy that is clearly central to the HBPD approach to policing the community.

FIGURE 9: Spatial Representation of CFS Demand

Revisiting the Rule of 60
Pulling all of these factors together, it appears that there are sufficient resources available on patrol to meet the CFS demands from the community. ICMA contends, however, that the shift schedule in the HBPD needs to be reevaluated to make it more efficient and responsive to the needs of the community. Restructuring the schedule and adding two officers to patrol will create a more efficient and effective patrol function which, in turn, will deliver better services to the community.
TABLE 6: Recommended Patrol Staffing for the HBPD

<table>
<thead>
<tr>
<th>Lt.</th>
<th>Shift</th>
<th>Squad</th>
<th>Sgt.</th>
<th>PO</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>0600X1800</td>
<td>A</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>0600X1800</td>
<td>B</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>1800X0600</td>
<td>C</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>1800X0600</td>
<td>D</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>Traffic</td>
<td></td>
<td>5</td>
<td>17</td>
</tr>
</tbody>
</table>

Under the staffing recommended in Table 6, one sergeant and four officers would work together each day. Each officer would be responsible for long-term problem solving in each major area in the city (B101, B102, B103, B104, with the DART focusing on B105 and B106).

Based on this recommendation, it is necessary to revisit both parts of the Rule of 60 to demonstrate the impact this staffing model will have on workload, and to determine the foundation for staffing the department.

Based upon the workload analysis, 23 sworn personnel should be assigned to the patrol division (one lieutenant, five sergeants, and 17 officers). Applying the first part of the Rule of 60, there should be approximately 38.3, or 39 sworn officers in the entire HBPD (23/38.3 equals 60 percent). Currently, the HBPD has 29 sworn officers, so adopting this model would require adding ten sworn officers to the department.

Community Lead Sergeant (Nightclub Enforcement)

The downtown area is an important part of Hermosa Beach. Identified explicitly in the city’s strategic plan, an “eclectic downtown” in Hermosa Beach is envisioned as a unique and well-maintained focal point of the community, with a pedestrian-friendly atmosphere and locally owned retail and dining establishments. Anecdotal evidence obtained during meetings with stakeholders in the community and members of the HBPD indicate that this vibrant public space often takes on a different character than the one desired by the community. Numerous accounts were given about the raucous and rowdy nature that the downtown area exhibits during the evening hours due to the bar and nightclub scene. Essentially, it appears that the “friendly” atmosphere sought by the community degrades into a disorderly location due to this nightlife.

The downtown area is an important part of Hermosa Beach, and the dining, shopping, and nightlife experience available in this area brings a vibrant social scene to the area and, along with the beach, is one of the “signature” characteristics of the community. However, the area demands a substantial amount of attention. From a strategic, tactical, and resource allocation perspective this area must be a high priority and the HBPD must have the resources available to maximize the positive and minimize the negative aspects of the area.
Examination of CFS volume reported by the HBPD indicates that more than 20 percent of the entire CFS volume can be attributed to the downtown area. Additionally, of all the CFS logged in the downtown area, more than 22 percent of those calls are “disturbance” calls of various types. Essentially, one out of every twenty calls received by the HBPD are disturbance calls downtown.

Currently, the HBPD dedicates one sergeant to the downtown area. This “Community Lead Sergeant” works a shift of 1500 hours x 0300 hours, and follows the 3 on-4 off schedule, working every Thursday, Friday, and Saturday evening. Complementing this position, the HBPD staffs three overtime shifts every Friday and Saturday night from 1900 hours to 0300 hours.

First, it is recommended that the primary responsibility for covering this area be removed from general patrol and a specific unit be created. A Downtown Unit, with one sergeant and four police officers, should be created and charged with providing seven-day coverage to the downtown area. The unit would have flexible hours and days off to maximize coverage. Flexibility in coverage would permit these officers to start their shifts at 2:00 p.m. or 5:00 p.m., thus doubling-up coverage during peak times, and ending their shifts at 2:00 a.m. or 5:00 a.m. when the conditions in the area end (or any variation that meets the need). Similarly, the consistent assignment of personnel will increase familiarity with the area and improve service. It is noted that the HBPD already assigns a sergeant to this area on a steady basis. This sergeant has been very successful in establishing relationships with stakeholders in the area and understands the area conditions very well. Removing a cadre of officers from the patrol division and allowing them to specialize and focus their efforts to a greater extent would only enhance their performance.

Second, the dedicated unit would provide a vehicle for long-term planning and a coordinated approach to problematic locations in this area. Recently, the HBPD created the “Late-Night Establishment Action Plan” to deal with the issues downtown. Examination of this plan indicates numerous excellent tactical recommendations to regulate the nightclub experience in the area. The plan calls for the exploration of creating a “Business Improvement District” downtown, quarterly meetings with the Restaurant and Tavern Association, coordinating with other law enforcement agencies, engaging in more proactive enforcement, reevaluating Conditional Use Permits, enforcing the “closed window” ordinance, and conducting club/bar checks each weekend. In addition to these important steps, the HBPD might also consider the following tactics:

- Conduct bar checks **simultaneously with** other oversight and regulatory agencies to maximize enforcement (police, code enforcement, fire, health, alcohol control, etc.)
- Conduct underage drinking sting operations
- Conduct training for owners, bartenders, and security personnel on running an orderly establishment
- Ensure the City Prosecutor and District Attorney provide “enhanced” prosecution of ALL cases occurring in the downtown area
- Conduct undercover narcotics enforcement in and around nightclubs
- Enact a “nuisance” statute to better regulate disorderly locations
• Continue to track incidents from locations granted a C.U.P. and create a "scorecard" to identify the most problematic locations for targeted enforcement and closure

• Create a process to meet with bar/club owners within 24 hours of a serious incident happening in their establishment to discuss security plans and efforts to reestablish order.

A supervisor dedicated specifically to these efforts, combined with dedicated officers, would undoubtedly enhance enforcement, prosecution, and ultimately, behavior of clientele at these establishments. The supervisor’s job would be to take an integrated approach aimed at strategic planning, on-the-scene supervision, and then aggressive follow-up with the establishment owners.

Lastly, a strategic planning approach can be taken with regards to this area. With proper intelligence and analytical data, enforcement efforts should be focused on the frequent offenders in the downtown area, with sustained attention leveled upon them until they are closed or comport themselves to the standards expected by the Hermosa Beach community.

Communities around the country are implementing effective methods to deal with public nuisances. ICMA publishes reference material to assist communities that wish to enact and execute civil nuisance laws to deal with problematic locations. In brief, nuisance laws pertaining to noise, drugs, and violence emanating from locations (particularly locations governed by licensing agencies) are created and enforced. Enforcement of these laws gives the police and other regulatory authorities additional tools to close problematic locations or force them to abide by expected norms. There have been numerous successes around the nation in which civil nuisance statutes have been employed to address problems of drugs, abandoned property, unruly bars and night clubs, and the like. The HBPD should explore the use of such a statute and use it effectively to police unwanted nuisances in the downtown area.

Recommendations:

• Create a separate downtown enforcement unit consisting of one sergeant, four police officers, and two community service officers.

• Ensure aggressive implementation of the Late-Night Establishment Action Plan.

Traffic

The HBPD Traffic Unit is staffed by one sergeant and one officer. The unit is responsible for the general traffic enforcement, responding to traffic crashes, planning special events, accident investigation and reconstruction, providing appropriate training, etc. At one time there were four officers and a sergeant assigned to this detail, but unit numbers were reduced due to budget constraints. It was evident from listening to all of the stakeholders interviewed that this situation should be reevaluated.

There is a significant opportunity to utilize traffic enforcement to address issues in the Pier Plaza area as well as in the eastern part of the city through increased visibility. As a congested beach city, Hermosa Beach might benefit from more officers on motorcycle enforcement. There is also
currently no dedicated DUI (driving under the influence) enforcement other than a regional task force.

In order to further improve the operations of this unit, a performance management approach (using traffic data to drive deployment and enforcement decisions) should be embraced and communicated to the rest of the operations division. Adopting a strategic approach to traffic safety, and engaging the entire department in this effort, will leverage the current efforts of the traffic unit and make the overall traffic safety plan of the HBPD more effective. The scope of this effort is beyond the unit itself and must be embraced by the operations division commander. Under this approach, the operations commander would become responsible for the overall traffic safety plan of the HBPD. The traffic unit, continuing in its current method of operation, would develop the plans necessary to focus the effort of the rest of the department. This approach would entail the creation of written traffic safety plans, monthly reports using traffic crash data to identify times/days/locations/causes of traffic crashes, and holding patrol shifts accountable for implementing this plan.

Currently, the focus of the traffic unit is largely reactive. The unit responds to incidents and investigates crashes after they occur. It is also focused on enforcement, with an emphasis on citations, warnings, and traffic stops. While these efforts are important, continuing operations in the same manner is problematic with only two officers assigned. Instead of a reactionary and enforcement-driven approach to traffic safety, it is recommended that the HBPD use the two officers assigned to this unit to develop and help implement an overarching traffic safety strategy that integrates many operational units in the department. Therefore, the focus shifts from reactive to proactive and the responsibilities of the traffic unit shift from enforcement to strategic planning.

A strategic approach would embrace a more thorough analysis of the temporal characteristics of crash data and then design the 3E approach to traffic safety (enforcement, engineering, and education). Current data analysis captures key variables associated with traffic crashes, injuries, and fatalities. The data analysis could be improved upon by adding temporal aspects of traffic crashes, such as an analysis of the times and days of week when accidents occur. Armed with this traffic intelligence, the unit could expand enforcement and incorporate activities aimed at roadway engineering and at-risk driver education. Therefore, under the existing staffing the officers assigned to the unit focus less on enforcement and more on education, engineering, and prevention, as well as creating the intelligence information to be used by the patrol division to perform the bulk of the enforcement.

**Recommendation:**

- Utilize the current cadre of traffic unit personnel to develop a strategic approach to traffic safety.
Technology on Patrol

Currently, officers on patrol in the HBPD are required to prepare and submit handwritten reports. These reports must then be keyed into electronic records systems for further processing. In addition to being a source of discontent among officers on patrol, this process is highly inefficient. Technology is available that would permit the department to automate the entire process from beginning to end. This will improve record keeping, would improve the ability to search records, and would save time and costs. It is recommended that the department explore automated report-writing alternatives and embrace the evolution from the handwritten system.

Recommendations:

• Implement an automated report writing system.
Support Services Division

The Support Services Lieutenant is responsible for managing the Detective Bureau, Internal Affairs, hiring / training, the jail, records, and property / evidence elements of the police department. The Detective Bureau, supervised by the Detective Sergeant, is responsible for investigating crime, filing cases with the District Attorney or City Prosecutor, and serving on task forces. The Administrative Sergeant is responsible for conducting Internal Affairs investigations, hiring / training, other duties as assigned, and assisting the Accreditation Manager as needed. The jail facility is used to temporarily house arrestees. The Records Bureau maintains all records held by the agency, enters information in the records management system, releases information per state law, performs records checks, and prepares statistical reports. The Property and Evidence unit stores evidence/property, assists with CSI, sends evidence to the lab for testing, and arranges for the disposition / destruction of property as required. The jail, Records Bureau, and Property and Evidence units are staffed by Police Service Officers (PSO), who report to PSO Supervisors.

The division is staffed by one lieutenant, two sergeants, three general case detectives, and eight FTE civilian staff members responsible for court liaison activities, records, and prisoner processing. The division also has one vacancy in the Special Investigations Unit. Members of the division work a variety of schedules.

Detectives

The Hermosa Beach Police Department’s Detective Bureau consists of one sergeant and three detectives (with one detective vacancy). The detectives work 10-hour shifts from 0600x1600 hours four days each week. Detectives are assigned to one of four “desks” that indicate their area of investigative specialization.

<table>
<thead>
<tr>
<th>Detective</th>
<th>Hours/Days</th>
<th>Case Assignments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1D2</td>
<td>0600x1600; Mon.-Thurs.</td>
<td>ID theft, fraud, theft of access card, embezzlement, robbery, forgery, defraud innkeeper, malicious mischief, sex crimes and registry</td>
</tr>
<tr>
<td>1D3</td>
<td>0600x1600; Tues.-Fri.</td>
<td>Burglary, child abuse, pawns, missing persons, prowling, trespassing, weapons, receiving stolen property</td>
</tr>
<tr>
<td>1D4</td>
<td>0600x1600; Mon.-Thurs.</td>
<td>Auto theft, elder abuse, grand theft, resisting, petty theft, annoying calls, evidence, general narcotics, assaults</td>
</tr>
<tr>
<td>1D5</td>
<td>Vacant</td>
<td>Death investigations, stalking, threats, court order violations, domestic violence,</td>
</tr>
</tbody>
</table>

The sergeant receives copies of all of the reported crimes and incident reports prepared by officers on patrol. The sergeant reviews these cases and evaluates them based upon their level of solvability. Cases with high probability of being solved receive a “1” and cases with limited or no solvability receive a “4.” After the solvability score is assigned each case is then assigned to a detective for follow up-investigation. In general, solvability scores are used to evaluate the potential
to investigate cases successfully. It is unusual for an investigative unit to assign a solvability measure without using this measure to triage and assign cases. However, the caseload in the HBPD appears manageable enough that all incidents get assigned regardless of solvability so as to develop intelligence information on these categories of offenses. With detectives loosely specialized in certain areas, therefore, having all the criminal complaints and incident reports pertaining to these areas appears to have merit. In the absence of a formalized criminal intelligence system, this process seems to be manageable.

The sergeant could not provide the number of cases assigned to each detective, or the number of cases cleared by the division as a whole or by the individual detective. This is an improvement opportunity for the investigations process in the HBPD.

It appears that the members of the investigations division are motivated and dedicated officers who understand their mission and also possess the training and skill to successfully handle the current level of crime that requires investigation. They perform their assignments with little direct supervision and are highly praised by their supervisors and other members of the department.

The unit would further enhance its success by retaining and referencing collected data concerning case assignments and case clearances. The unit should immediately begin to accurately track individual statistics relating to case assignments and case clearances by the individual detectives. This would be a very valuable resource to assist in justifying adjustments in staffing levels. It would also be very valuable in the evaluation and assessment of the individual detectives and the unit as a whole. Although the HBPD collects information on case assignments and case closures in the “case log,” this process is used for administrative purposes and it is not used to manage the investigative process. Without this information, it is impossible to determine the workload and effectiveness of individual detectives and, therefore, the required staffing level of the division.

For example, the detective log was obtained for one detective for the calendar year 2012. According to this log, the detective was assigned 450 cases for investigation. ICMA considers an annual caseload of between 120 and 160 cases per investigator to be the benchmark for effective and efficient case management. With 450 cases assigned it would not be possible for this detective to conduct comprehensive investigations on each one. Undoubtedly, most of these cases are categorized as unsolvable and are assigned for information and intelligence purposes, therefore, it is difficult to determine the effectiveness of this investigator at solving cases when the exact number of “actual” investigations is not known.

In 2012, this detective’s case log indicated 10 percent (45 of the 450 assigned) of the cases were “Filed” (cases presented to the prosecutor for adjudication after an arrest is made). Also, out of these 450 assigned cases, almost 72 percent (323 of 450) were “suspended, PFI” (suspended, pending further investigation or closed). A 10 percent clearance rate on assigned cases would be considered poor. In general, when a detective is assigned a case that has solvability potential the rate of solving that case is high. High-performing detective units can be expected to solve 75 percent of crimes involving persons (assault, robbery, sex offenses, domestic violence, etc.) and about 25 percent of crimes involving property (burglary, theft, fraud, etc.). However, detectives in the HBPD are assigned a large number of cases that are for information only and if the caseload
were to be reduced to from 120 to 160 cases that could be investigated effectively, the detectives' performance would be similar to a high-performing unit (45 cases filed out of 120 = 37.5 percent).

Compounding this issue is a technical limitation in the case management system. When a detective closes a case the information system being used does not allow for the categorization of that closure. In general, cases assigned for investigation should be closed in several possible ways: cleared by arrest, exceptional clearance, unfounded, or closed with no further investigation possible. The system only permits an entry marking the case closed without allowing for the specific reason. The detective must indicate in the narrative of the disposition how the case was closed. Without this categorization it is impossible to track and evaluate the performance of the detectives either individually or collectively. As it stands now, there is no management of how many cases are assigned or how effective each detective is in solving cases without individually inspecting each case log.

Fortunately, the entire detective unit works very closely together and the sergeant has an intuitive understanding of the performance of the team. While this is a strength of the unit's operation, it is strongly recommended that case management policies (both technological and procedural) be implemented immediately. The current process in place in the HBPD with respect to case management needs improvement.

In addition to solving cases by arrest, cases must be prosecuted successful to ensure the full value of the criminal justice system. If an arrest is made and the defendant is not prosecuted, then the deterrent value of the law is undermined and the effectiveness of the police department is compromised. During the ICMA evaluation of the HBPD, anecdotal information was obtained that indicated improvements could be made in the area of case prosecution. It is well beyond the scope of the ICMA study to assess the full spectrum of the criminal justice system in Hermosa Beach; however, descriptive data is presented here that highlights an important issue that warrants further examination by the HBPD, the City Prosecutor, and the city administration.

Using the same detective's case log from 2012 it is readily apparent that a significant number of cases filed with the City Prosecutor are rejected for prosecution. In 2012, 45 cases were filed by this detective, but 13 cases were rejected for prosecution. Of the 58 cases brought forward for prosecution, 36 were filed with the District Attorney and 22 were filed with the City Prosecutor. Of the 36 cases filed with the District Attorney, two were rejected for prosecution (5.6 percent). Of the 22 cases filed with the City Attorney, 11 were rejected for prosecution (50 percent). Based upon the cases filed by this one detective in 2012, the City Prosecutor rejected cases nine-times more than the District Attorney. While it is impossible to draw conclusions based upon one detective's experience in one calendar year, the information presented here supports the anecdotal information presented in meetings with officers and during the town hall meeting with the public. Clearly, however, there is enough information here that warrants a closer examination of the cases filed and rejected by the City Prosecutor.
Crime Scene Investigations

Crime scene investigations are handled by three members of the HBPD who work in various units. There is one sergeant, one detective, and one police officer trained as crime scene investigators/identification technicians. If for any reason additional personnel are needed or a shift is without a crime scene investigator the officers assigned to other shifts are available for call-out. The department’s commitment to this method of deploying on-duty officers to handle crime scene investigations seems to have provided a level of service that meets the needs of the department. Basic crime scene services such as dusting for prints, photographing the scene, and the gathering and processing of evidence is provided by these officers; however, no data were available demonstrating the activities of this team or the outcome of their investigations. The ad hoc deployment of crime scene investigators seems to meet the needs of the department and the level of crime in Hermosa Beach does not warrant the assignment of a full-time position.

ICMA would recommend that the department should continually monitor this program to make certain that there is sufficient supervision and support provided to the crime scene officers. They also must be given sufficient time to effectively perform their duties at the crime scenes. Realizing that there are budget conditions present that limit the department’s ability to expand this operation ICMA would recommend a detailed work analysis of this unit. Management should have information that provides an accurate assessment of the positive and negative aspects of the police officers/crime scene technician model. The cost of this model in comparison to other options should also be studied.

Regional Task Forces

The organization chart of the HBPD dated April 11, 2013 shows two detective assignments to regional task forces. One detective is assigned to the LA IMPACT (Interagency Metropolitan Police Apprehension Crime Task-Force), which focuses on investigating drug trafficking and money laundering, and one was assigned to the Redondo Beach Special Investigations Unit, which investigates serious crime in the region. The SIU position was eliminated due to shortages in personnel. It is strongly recommended that the HBPD maintain personnel assigned to these multi-agency task forces.

Crime Analysis/Criminal Intelligence

There appears to be very little effort either to capture data or to use it in the investigative process. There appears to be a great deal of reliance on experience and intuition to buttress the investigations and little reliance on crime analysis or intelligence. While this may have served the department well in the past, a more deliberate and robust process is recommended.

It is recommended that additional staff be assigned to the support services division reporting directly to the commander and who would be responsible for crime and analysis and intelligence. With proper training and equipment this position can leverage the enormous amount of
information processed by the HBPD and identify crime trends and cultivate this information into actionable intelligence to aid investigations.

**Jail/Records/Evidence-Property**

The unit that manages the jail, records, and evidence / property is staffed by one PSO Supervisor and eight Police Service Officers (PSOs). The HBPD provides temporary detention for prisoners arrested by HBPD officers. PSOs provide seven-day, twenty-four hour coverage of the jail facility, and assist staffing the public reception area during nonbusiness hours. The ICMA assessment of the entire police facility indicates that it is in poor condition; however, examination of the jail portion of the building reveals a well-maintained space. The cells are clean and serviceable, equipped with newly installed cameras, and the workspace is appropriate given the staff size and demand. The HBPD should be commended for maintaining this facility in outstanding condition.

PSOs are also responsible for records management and staffing the public window in headquarters during business hours. These PSOs provide data entry from numerous police reports and staff the public entry to the police facility. The workspace appears well-maintained and the public reception area is professional in appearance.

The court liaison position is responsible for interacting with the LA County District Attorney and the Hermosa Beach City Prosecutor to successfully prepare and prosecute criminal cases. The court liaison is also responsible for handling subpoenas served on members of the department and coordinating the property management function of the department. The court liaison also acts as the administrative arm of the support services division. It is recommended that additional civilian personnel be added to the support services division to support this function as well as the other critical needs of the division. Adding two PSOs to the division would provide administrative support in the property management, crime analysis and criminal intelligence, court processing, and planning functions of the division.

**Administrative Section**

The Administrative Section is staffed by one sergeant. This sergeant is responsible for all recruiting and background investigations, training, managing the employee evaluation process, conducting internal investigations, and administering the disciplinary process. Our observations, discussions with staff, and review of documents related to this division indicate that this is an outstanding feature of the HBPD that warrants recognition. The department should be commended for creating an organizational entity that is responsible for the full range of “professional standards” responsibilities. The administrative sergeant manages hiring, training, and internal investigations. Having these important functions all under the responsibility of one unit provides seamless organizational oversight of the integrity, development, and professionalization of the department. In order to improve upon an already outstanding unit, two recommendations are offered:

**Recommendation:**

- Develop an “early warning system” to monitor human resources issues
An early warning system would enable the HBPD to address employee discipline and misconduct in a proactive manner. Instead of waiting for employees to be charged with misconduct, an early warning system would help the department manage information and provide more comprehensive supervision of “at-risk” employees. Common risk factors associated with employee misconduct (sickness, absenteeism, poor performance, minor infractions, etc.) can be tracked and monitored by individual supervisors and commanders. Heeding early warning signals could lead to early intervention.

The Department of Justice conducted a comprehensive analysis of early warning systems in three major American cities: Miami, New Orleans, and Minneapolis. This report, published in July 2001, is an excellent resource for the HBPD to design and implement such a system.

- Add personnel to support the function of this position

With only one person assigned to this position all duties and responsibilities must be handled by this individual. The often heavy administrative burden associated with this position requires a substantial amount of time and possibly detracts from the core responsibilities of the position. It is recommended that a civilian staff member be assigned to the administrative section to assist with the administrative and clerical duties in order to free up the sergeant to perform the critical investigating, planning, and training functions of this position.
Miscellaneous

Salary, Recruitment, and Retention

On numerous and varied occasions stakeholders raised the issue of below-market salary and compensation. Examination of HBPD salaries is beyond the scope of this report; however, the issue was raised to such an extent that it requires discussion. According to anecdotal accounts, HBPD employees in every position have lower compensation than their peers in the region, and as well, employees have not had an increase in salary in more than seven years. Salary and benefits are considered a source of dissatisfaction for employees. Raising compensation will not necessarily improve satisfaction with work or motivate employees to perform, but ignoring compensation will create challenges in recruiting and retaining employees.

Inspection of the personnel roster dated June 11, 2013 indicates that the HBPD has retained only one officer hired after July 1, 2010. All other officers hired since that date have either transferred to other departments or separated from the department. Although it is too early to tell if the compensation changes put into effect on July 1, 2010 are hampering recruitment and retention of employees, the HBPD and the city need to monitor this situation very carefully.

Recommendation:

- Conduct a comprehensive salary survey for all positions within the department. Use the data to conduct meaningful discussions in order to determine appropriate levels of compensation.

Accreditation

The HBPD recently received reaccreditation by the Commission on Accreditation for Law Enforcement Agencies (CALEA). Accreditation requires an agency to develop a comprehensive, well thought-out, uniform set of written directives. This is one of the most successful methods for reaching administrative and operational goals, while also providing direction to personnel. This accreditation program provides public safety agencies an opportunity to voluntarily demonstrate that they meet an established set of professional standards. CALEA accreditation has both positive and negative implications.

Anecdotal reports indicate a belief that the CALEA accreditation program is being kept solely because the department and the city require it. It is seen as not being very realistic in terms of the staffing hours required to maintain it. It was described as being a slogan to put on the side of the cars and not something that actually makes a difference. This is the downside of accreditation, wherein an agency uses the achievement as a trophy and does not use it to drive the organizing and managing principles of the department. Achieving CALEA accreditation is a commendable accomplishment and a sign that the HBPD demonstrates a standard of professional excellence; it should be used for the purpose for which it was intended.

The issue of accreditation should be reviewed thoroughly. If it is deemed to be desirable, then the incoming chief should be made aware of this fact very clearly and communicate it throughout the
organization. It should be made part of the department’s operating philosophy. Conversely, if the department wishes to step away from it, then other alternatives for maintaining a culture of accountability should be pursued (e.g. Lexipol).

**Department Policy and Procedures**

ICMA reviewed the HBPD’s rules, regulations, policies, and procedure manuals and found that the documents provide direction and guidance to the police officers and civilians in the department. An extensive review of each procedure is beyond the scope of this report. Examination of the most critical and frequent police policies and procedures reveal that the HBPD has thorough and comprehensive policies in these critical areas and which are consistent with respect to acceptable industry standards.

ICMA reviewed HBPD policies on the use of force, domestic violence, vehicle pursuits, prisoner processing, and complaints against police officers. In general, these policies are current and accurately reflect current laws and accepted industry standards in these critical areas. The HBPD should be commended for adhering to such high standards and promulgating appropriate and relevant policies.

**Police Facility Maintenance**

The existing building is located downtown and is in poor condition. Staff has expressed concerns about storage and space issues. The police administration reiterated these findings, revealing a clear concern about workspace and the storage of property and evidence. Our experience is that there is a limited number of architects who specialize in police facility design and that their involvement in the design of a new police facility, at the earliest stages of discussion, are often critical to the success of the project. This does not mean that a local architectural firm could not handle the working drawings of the project. However, a police facilities design expert should be engaged to provide expertise to the primary architect.

There is an adage in law enforcement that “a police facility is a tool, not just a shelter.” Failure to identify appropriate adjacencies and accommodate them in the design can doom a new police facility.

**Recommendation:**

- We strongly urge the city to send a team of representatives (police, management, and elected officials) to the IACP training program on designing police facilities. This will provide the city with a full understanding of how to approach this important project to achieve the best long-term outcomes.
Crime Prevention

Currently, there are no specific crime prevention activities conducted by the HBPD. This is another improvement opportunity for the department. Although the HBPD policy and procedures manual dictates that the community lead sergeant is responsible for this area, the community lead sergeant is appropriately preoccupied with the downtown area and does not have the capacity to handle this function. However, given the nature of Hermosa Beach with the focus on a “hometown spirit,” crime prevention could be a valuable approach to community safety and community relations. It is recommended that consideration should be given to investing responsibility for these duties with one individual in the organization. Specifically, this function is an off-shoot of the strategic planning process and could be undertaken by the individual responsible for that process. So, for example, where the plan calls for community involvement (traffic education programs, personal safety presentations, etc.) the strategic planner becomes responsible for delivering that information.

One of the important performance measures used to evaluate the effectiveness of a police department is the extent to which it assists the community in its own self-protection. Commonly referred to as “crime prevention,” modern police departments engage in numerous programs designed to help the community protect itself against crime. General (towards the entire community) and specific (towards at-risk people or places) crime prevention must be developed to a greater extent and implemented in Hermosa Beach. Below is a brief list of various programs in these areas that must be explored by the department:

- Gang Resistance Education and Training (GREAT)
- Drug Abuse Resistance Education
- VIN etching
- Personal property identification programs
- Residential and commercial burglary security survey
- Personal protection classes.

The above is not meant to be a comprehensive list of programs, but a sample of what other communities are offering to reduce crime and improve traffic safety. It is understood that the HBPD offers many of these programs, but staffing limitations and other demands for service make robust delivery of these programs challenging. In addition to these programs the HBPD coordinates a Neighborhood Watch. The Neighborhood Watch Program needs to be reinvigorated and leveraged to provide both crime prevention and positive community relations and to offer the public an additional method of interacting with the department.

Recommendation:

- Explore crime prevention programs and integrate these programs into an overall strategic planning approach to crime reduction, accident reduction, and quality-of-life plans in Hermosa Beach.
Reorganization

With all the ICMA recommendations considered, it is recommended that the sworn strength of the HBPD should be 39 officers. Table 7 presents the recommended structure of the organization.

TABLE 7: Proposed Hermosa Beach Police Department Organization Table

<table>
<thead>
<tr>
<th>Division</th>
<th>Chief</th>
<th>Captain</th>
<th>Lieutenant</th>
<th>Sergeant</th>
<th>PO/Detective</th>
<th>Civilian</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Support Division</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Detectives</td>
<td></td>
<td></td>
<td>1</td>
<td>3</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Task Forces</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>DART</td>
<td></td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td>4</td>
</tr>
<tr>
<td>Administration</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Jail/Records</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>9</td>
</tr>
<tr>
<td>Operations Division</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Patrol</td>
<td></td>
<td>4</td>
<td></td>
<td>16</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Traffic</td>
<td></td>
<td>1</td>
<td></td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community Services</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>12</td>
</tr>
<tr>
<td>Total</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>8</td>
<td>27</td>
<td>27</td>
</tr>
<tr>
<td>Grand Total Sworn</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>39</td>
</tr>
</tbody>
</table>
Summary

The Hermosa Beach Police Department faces several organizational challenges. A vibrant and eclectic downtown area is a major attraction for the surrounding area in both day and night. This area appeals to different groups of people that enjoy it for different reasons. However, the department is struggling to provide policing services to this area while simultaneously providing services to the remainder of the community. The department needs to add resources in both personnel and technology and leverage these resources toward addressing crime, traffic, and disorderly conditions in the community. The recommendations contained in this report should be viewed as improvement opportunities and possibilities to assist the department meeting these challenges.

ICMA believes that the appropriate staffing of the HBPD should be approximately 39 sworn officers, which is 10 more than its current headcount of 29. Similarly, the department is faced with recruiting and retention problems and will encounter difficulties staffing the organization at the recommended level. The department should consider adding resources to nonpatrol functions to improve operations in these areas as well.

The HBPD should build on its strengths as a professional organization. Adding resources and improving processes will bolster the department and put it on sound footing to provide the Hermosa Beach community with top-notch police services.

End of Analysis Section