



# CITY OF CALISTOGA

## STAFF REPORT

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**TO:** Honorable Mayor and City Council  
**FROM:** Mitch Celaya, Police Chief  
**DATE:** October 1, 2019  
**SUBJECT:** Authorizing Professional Services Agreement with Matrix Consulting Group to Conduct an Evaluation of Police Service Alternatives and Approving a Budget Adjustment in the Amount of \$54,000

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**Approved by**

**Michael Kirn, City Manager**

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**DESCRIPTION:**

Consideration of a Resolution authorizing the City Manager to accept the proposal from Matrix Consulting Group and enter into a Professional Services Agreement (PSA) to conduct an evaluation of Police Service Alternatives as well as an evaluation of the existing police services to address retention, recruitment, and operations for an amount not to exceed \$54,000 and approving a Budget Adjustment in the same amount.

**RECOMMENDATION:**

Adopt a resolution authorizing the City Manager to execute a PSA for an amount not to exceed \$54,000 with Matrix Consulting Group to conduct an evaluation of police service alternatives and approving a Budget Adjustment.

**SUMMARY:**

On May 5, 2019, during the City Council Budget Workshop, the Police Chief brought forward issues facing the Calistoga Police Department (CPD) regarding the challenges of recruiting and retaining police officers. Law enforcement recruitment is currently a major nationwide issue and Calistoga is no exception. CPD's size, rural environment, and limited professional growth opportunities make this problem more challenging. CPD has an authorized sworn staff of a Chief, two Sergeants, and eight officers. There are currently three officer positions vacant, with a sergeant's position anticipated to be vacant within the next six months due to retirement.

There are several issues that may be affecting CPD's ability to compete with surrounding agencies for qualified candidates, and although the City recently completed a salary and compensation study (data collected February and March 2108), it appears that a significant contributor is the overall salary and compensation package. Given the recruitment and retention issues, the City Council charged the Chief and City Manager to bring forward alternatives and options to address this situation, including but not limited to contract service alternatives.

#### **BACKGROUND:**

Over the past seven years CPD has faced challenges in recruiting and retaining police officers and has not been able to hire a qualified lateral police officer candidate for more than a year. The officer hiring process is lengthy and expensive. It involves an oral board panel interview, written exercise, a Chief's interview, an extensive Background Investigation (typically 4 to 6 weeks), polygraph examination, medical examination, drug screening, psychological examination, and fourteen weeks of field training before the candidate can be a solo police officer. The cost of recruiting, hiring, equipping, and training an officer to be a solo officer conservatively exceeds \$75,000, not including the cost of effort for candidates not hired.

During the past seven years CPD has conducted 14 officer recruitments with each recruitment resulting on average of about seven applicants. Of the approximately 100 applicants only 70 have been selected to interview. Of the 70 applicants interviewed, 41 were selected for the Background Investigation Phase with only 9 of the 41 being hired. As of today, only 3 remain employed as CPD police officers. CPD currently has one trainee in the police academy and is scheduled to graduate in December subject to successful completion of the program.

#### **DISCUSSION:**

The Police Chief and City have discussed numerous options and alternatives for delivery of police services. Options identified include status quo with a dedicated local police department; full contracted police services with another jurisdiction; and a shared services model (patrol, command and/or dispatch) with another jurisdiction.

After these discussions it was determined that the best course of action would be to engage the services of an experienced professional consultant to provide an objective, third party expert evaluation of police service alternatives, including an evaluation of current CPD police services. Engaging a consultant to provide the City Council with data and analysis of police service alternatives and recommendations will allow the council to determine a course of action to address the recruitment and retention issues facing CPD. In addition, ensuring a sustainable police department and high level of police services to Calistoga resident, businesses and visitors.

The Matrix Consulting Group was identified as a consultant that has the experience and qualifications to conduct the evaluation and analysis required by the City of Calistoga. See the attached proposal, listing the experience and qualifications of Matrix Consulting Group. In summary, Matrix Consulting Group has worked with a wide range of police agencies in 41 states involving over 350 police agencies, over 100 in California.

Staff developed and negotiated a scope of services with Matrix to present data and analysis of alternatives, including the impacts and costs associated with the following:

- 1) Full police service contracting with the St. Helena Police Department
- 2) Full police service contracting with the Napa County Sheriff's Department
- 3) Hybrid police servicing model with the St. Helena Police Department and/or the Napa County Sheriff's Department
- 4) Evaluation, analysis, and recommendation to the City regarding CPD to address the issues of recruitment, retention, sustainability, and operational effectiveness, including salary and benefits, recruitment and hiring practices, staffing level review, organizational structure review, and use of technology, equipment, etc.

Matrix Consulting Group provided a workplan and schedule in their proposal to accomplish the Scope of Work. The proposal lists eight tasks to be completed and results to be achieved to meet the objectives of the Scope of Work. These tasks included; 1) Develop an understanding of current service environment, 2) Document Law Enforcement services, staffing, workload, and service levels in the City, 3) Evaluate Law Enforcement services in Calistoga, 4) Develop assumptions for use in the analysis of a contract with another Law Enforcement agency, 5) Identify resources for contract police service delivery, 6) Develop an analysis of the potential operating costs of contract service delivery, 7) Identify start-up and transitional requirements, and 8) Provide the results of the police service alternatives analysis in a Draft and Final Report. The estimated timeline schedule to accomplish this project is approximately 14 weeks.

**FINANCIAL IMPACT:**

The recommended Resolution would approve a Budget Adjustment in the amount of \$54,000 derived from General Fund reserves to fund the recommended PSA, Contract Services- Account Number 01-4116-4402.

**CEQA REVIEW:**

The recommended action is not a project and therefore not subject to CEQA review.

**CONSISTENCY WITH CITY COUNCIL GOALS AND OBJECTIVES:**

Goal #5: Offer excellent professional services to all customers.

**ALTERNATIVES:**

The City Council could reject staff's recommendation. Under this alternative the police department would continue to operate as structured. Ongoing recruitment and retention would most likely continue potentially impacting delivery of police services. Additional use of overtime and contracted services would continue with commensurate impacts to employee morale and fatigue.

**ATTACHMENTS:**

1. Matrix Consulting Group Proposal
2. Resolution

# Proposal to Conduct an Evaluation of Police Service Alternatives

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CALISTOGA, CALIFORNIA



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Mitchell Celaya  
Police Chief  
City of Calistoga  
127 N. Collins Road  
Calistoga, CA

Dear Chief Celaya:

The Matrix Consulting Group is pleased to submit our proposal to the City of Calistoga to conduct an Evaluation of Police Service Alternatives. Our proposal is based on our various conversations in the past few months. The Matrix Consulting Group is comprised of highly experienced management consultants who specialize in the analysis of law enforcement services. We have conducted police studies for over 350 communities across the country, including many feasibility studies.

The firm **and** project team assigned to this study have significant experience analyzing law enforcement service alternatives for communities wishing to evaluate other approaches to providing these services. The table, below, summarizes this experience, which includes many service delivery alternative studies.

Police Contract Evaluations	Police Feasibility Studies	Police Consolidation Analysis
Cooper City, FL	<b>Citrus Heights, CA</b>	Augusta / Richmond County, GA
Kenmore, WA	College Park, MD	Bergen County, NJ
<b>Laguna Hills, CA</b>	<b>Cupertino, CA</b>	Boston Area Agencies, MA
<b>La Quinta, CA</b>	<b>Danville/Lafayette/Orinda, CA</b>	Endicott / Vestal, NY
<b>Rancho Cordova, CA</b>	<b>Laguna Hills &amp; Woods, CA</b>	<b>Glendale / Pasadena, CA</b>
<b>San Clemente, CA</b>	<b>Riverside County, CA</b>	Truro & Provincetown, MA

We are currently evaluating police services alternatives for the **Kensington Police Protection and Community Services District (CA)** and have developed a RFP for police services for the District.

We have worked extensively with a wide range of police agencies – in all, over 350 police studies in 41 states, including over 100 agencies in California. Our service focus is varied and critical for this project – it includes organizational, operational and staffing assessments; community policing and community engagement; as well as alternative service delivery feasibility studies. Our experience includes the following illustrative agencies:

Austin, Texas  
**Berkeley, California**  
Beverly, Massachusetts  
Brattleboro, Vermont  
Briarcliff Manor, New York  
Carlisle, Pennsylvania  
Clearwater, Florida  
Columbia, Missouri  
Coral Gables, Florida  
Franklin Township, NJ  
**Hayward, California**

Kyle, Texas  
Mahwah, New Jersey  
Mendham, New Jersey  
Milwaukee, Wisconsin  
Montpelier, Vermont  
Newburgh, New York  
Omaha, Nebraska  
Onondaga County, New York  
**Ontario, California**  
Peoria, Arizona  
Portland, Oregon

Raleigh, North Carolina  
**Redding, California**  
Richmond, Virginia  
**Sacramento, California**  
San Antonio, Texas  
**San Jose, California**  
**Seaside, California**  
Southlake, Texas  
St. Petersburg, Florida  
Watertown, Massachusetts  
**West Sacramento, California**

In addition, our California experience is extensive; we are currently completing law enforcement staffing studies for **San Francisco and Los Angeles**.

Our approach to conducting studies is based on an extremely experienced team, detailed analysis and interaction with our clients. This approach is characterized by:

- **The President of the firm would be directly involved in the project.** I have personally worked on and directed over 250 police studies during my 35+ year career, including all of the feasibility analyses listed in the table above.
- **We staff our projects with functional specialists, not generalists.** In addition to myself, our experienced law enforcement analytical team includes:
  - Greg Mathews, a Senior Manager with extensive experience evaluating police services in general and alternative service delivery specifically.
  - Ian Brady, Vice President, who leads our data analytics, which includes the analysis of resource needs.
  - Byron Pipkin, a Senior Manager, who has been a police consultant for 10 years. He was previously a Deputy Chief in the Sunnyvale (CA).

We are a national firm domestically incorporated in California.

We appreciate the opportunity to submit this proposal.

Richard P. Brady  
President

*Richard P. Brady*  
**Matrix Consulting Group**

# 1 Qualifications of the Firm

This section of the proposal provides a comprehensive portrait of the firm's qualifications and experience.

## 1. Introduction to the Matrix Consulting Group

The Matrix Consulting Group was formed by senior consultants who created it in order to pursue a service in which the senior people actually do the work in a low overhead environment. Our only business focus is the provision of organization and management analytical services to local government. Our firm's history and composition are summarized below:

- We were founded in 2002. However, the principals and senior staff of our firm have worked together in this and other consulting organizations *as one team* for between 10 and 30 years.
- Our *only* market and service focus is management, staffing and operations analysis of local government.
- While we provide a variety of services to local government our most significant service area is public safety. The Matrix Consulting Group project team has conducted studies of more than 350 police and sheriff's offices throughout the United States, including over 100 studies of law enforcement agencies in California. This experience includes both operational studies and alternative service delivery studies.
- Our firm maintains offices in California (our headquarters), Oregon, North Carolina, Massachusetts, Illinois, Arizona, and Texas. We currently have 20 full-time and 4 part-time staff.
- While we are a national firm domestically incorporated in California

We are proud of our track record in providing analytical assistance to local governments in general, and to law enforcement agencies specifically.

## 2. Police Study Experience

The firm and project team assigned to this study have significant experience analyzing law enforcement service alternatives for communities wishing to evaluate other approaches to providing these services. The table, below, summarizes this experience, which includes many service delivery alternative studies.



**Police Contract Evaluations**

**Police Feasibility Studies**

**Police Consolidation Analysis**

Cooper City, FL  
 Kenmore, WA  
**Laguna Hills, CA**  
**La Quinta, CA**  
**Rancho Cordova, CA**  
**San Clemente, CA**

**Citrus Heights, CA**  
 College Park, MD  
**Cupertino, CA**  
**Danville/Lafayette/Orinda, CA**  
**Laguna Hills & Woods, CA**  
**Riverside County, CA**

Augusta / Richmond County, GA  
 Bergen County, NJ  
 Boston Area Agencies, MA  
 Endicott / Vestal, NY  
**Glendale / Pasadena, CA**  
 Truro & Provincetown, MA

We are currently evaluating police services alternatives for the **Kensington Police Protection and Community Services District (CA)** and have developed a RFP for police services for the District.

We have worked extensively with a wide range of police agencies – in all, over 350 police studies in 41 states. We have worked over 100 agencies in California. Our service focus is varied and critical for this project – it includes organizational, operational and staffing assessments; community policing and community engagement; as well as alternative service delivery feasibility studies. Our experience includes the following illustrative agencies:

Austin, Texas  
**Berkeley, California**  
 Beverly, Massachusetts  
 Brattleboro, Vermont  
 Briarcliff Manor, New York  
 Carlisle, Pennsylvania  
 Clearwater, Florida  
 Columbia, Missouri  
 Coral Gables, Florida  
 Franklin Township, NJ  
**Hayward, California**

Kyle, Texas  
 Mahwah, New Jersey  
 Mendham, New Jersey  
 Milwaukee, Wisconsin  
 Montpelier, Vermont  
 Newburgh, New York  
 Omaha, Nebraska  
 Onondaga County, New York  
**Ontario, California**  
 Peoria, Arizona  
 Portland, Oregon

Raleigh, North Carolina  
**Redding, California**  
 Richmond, Virginia  
**Sacramento, California**  
 San Antonio, Texas  
**San Jose, California**  
**Seaside, California**  
 Southlake, Texas  
 St. Petersburg, Florida  
 Watertown, Massachusetts  
**West Sacramento, California**

In addition, our California experience is extensive; we are currently completing law enforcement staffing studies for **San Francisco and Los Angeles**.

**3. References That Can Speak to Our Work**

We are providing in this section of the proposal, references for selected analytical projects that have been performed by the firm in the past 5 years. The references provided projects include law enforcement feasibility studies.

**References and Descriptions of Similar Projects**

**Laguna Hills, California**

**Police Services Study**

Don White  
 Assistant City Manager  
 949-707-2600

Laguna Hills had received law enforcement services from the Orange County Sheriff’s Office since incorporation in the early 1990s. In spite of demonstrated high service levels and support from the community problems surfaced – costs had escalated during the last recession as personnel costs, especially pension costs, rose faster than inflation; assigned deputies were out of the City a large amount of time, often on lower priority responses; and the service lost a level of proactivity that is critical. Key recommendations included changing policies to restrict out of City responses, additional compensation from neighboring Laguna Woods for the provision of all late night services, and sharing the cost of the Administrative Sergeant with another contract city (savings of \$122,000).

We subsequently completed a follow up study with the City and two of its neighbors (Aliso Viejo and Laguna Woods) to evaluate a three city contract together with a shared services approach to selected services.

**Rancho Cordova, California**

**Police Services Assessment and Alternatives Study**

Cyrus Abhar  
 City Manager  
 916-851-8800

Matrix Consulting just completed a comprehensive assessment of service delivery for this Sacramento area city which included the feasibility of creating a municipal department and a contract with a neighboring city.

The study of existing services identified opportunities to improve the relationship with the Sheriff’s Office – including working with the community to develop a strategic plan and better ongoing partnerships, deployment changes to better utilize County patrol units in the integrated service delivery approach in east county, improved case management for detectives and focus for special enforcement units.

The study of the feasibility of a municipal department and a contract alternatives demonstrated potential or cost saving on an operating basis. However, the initial and transitional costs of such options together with the potential for disruption in service partnerships with the community led the City to improve existing services rather than further explore a new service relationship.

**La Quinta,  
California  
Police Services Study**

Chris Escobedo  
Assistant to the City Manager  
760-777-7010

Based in extensive public input and support to the process this project evaluated the contract for service from the Riverside County Sheriff’s Office. Principal recommendations included – modify the contract to allow the Chief the discretion to allow patrol staffing levels to fall below the contracted level up to 15%; the City should work with the Sheriff’s Office and management from gated communities to evaluate the options available to facilitate quick entry of police officers; Expand the regular duty hours of the Traffic Unit to provide coverage from 0600 – 1900 or 2000 hours on weekdays but increase their productivity; reduce the number of daily Patrol Officer hours from 150 daily to 140 hours daily with annual savings of \$581,965.

We have also just completed a third follow up study to update our original analyses and first follow-up. We also developed a “high level assessment” of the feasibility of developing a joint contract with Indian Wells, Palm Desert and Rancho Mirage.

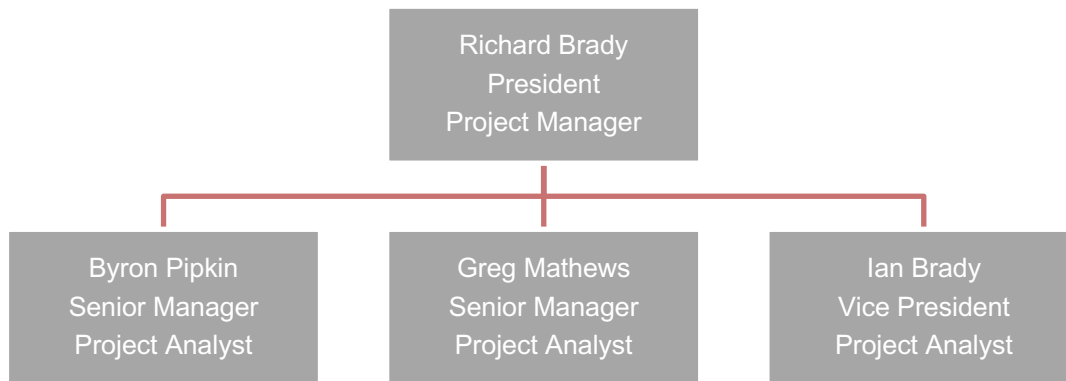
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## 2 Qualifications of the Project Team

This section of the proposal provides a summary of our proposed project team as well as resource needs from the City.

### 1. Proposed Project Team

The Matrix Consulting Group proposes to utilize a senior project team, including our President and other experienced personnel with direct law enforcement experience. The most senior members of the team have between 10 and 30 years of professional experience as consultants and/or law enforcement professionals. The organization chart, which follows, depicts the project team



All of our experienced team members are Matrix Consulting Group staff who have worked together regularly on law enforcement projects.

Summary descriptions of each team member are provided below beginning with our proposed project manager, with more detailed resumes provided following the vitae.

Name/Title	Summary of Professional Background, Experience, and Education
<p><b>Richard Brady</b> <b>President</b></p> <p>Project Manager</p>	<p>Mr. Brady has been providing management consulting services to municipalities for 39+ years across all governmental functions, including over 250 law enforcement department clients conducting costs and financial analysis, organizational and operational assessments, organizational structure reviews, feasibility studies, technology and equipment reviews, and performance audits.</p> <p>This includes recent police department assessments for Austin and San Antonio (TX), DeKalb County (GA), Wichita (KS), Asheville (NC), Elko (NV), Carlisle (PA), Columbia (MO), Pacifica, Hayward and Chula Vista (CA), Portland (OR), Omaha (NE), Aurora (CO), Hennepin County (MN), Mahwah, Mendham and Lawrence Township (NJ), Arlington (WA), Montpelier (VT), Lansing (IL), and Birmingham (AL).</p> <p>He led our recent police feasibility study efforts in Rancho Cordova, San Clemente, Laguna Hills, Patterson, Riverside County (CA) and Bergen County (NJ). He is currently completing the Kensington assignment.</p> <p>He has a Doctoral Degree from Oxford University and a BA from Cal State, Hayward.</p>
<p><b>Byron Pipkin</b> <b>Senior Manager</b></p> <p>Project Analyst</p>	<p>Byron Pipkin is a Senior Manager with the Matrix Consulting Group and has over 32 years of experience as a consultant and a public safety officer (trained as both a police officer and firefighter) through the rank of Deputy Chief in the Sunnyvale Department of Public Safety.</p> <p>His recent public safety analytical experience includes studies for Austin and San Antonio (TX), DeKalb County (GA), Portland (OR), Birmingham (AL), Newburgh (NY), Arlington (WA), Aurora (CO), Pacifica and Berkeley (CA), Peachtree City (GA), Springdale (AR), Perrysburg (OH), and Rio Rancho (NM).</p> <p>He led our recent police feasibility study efforts in La Quinta and worked on studies for Laguna Hills and Bergen County (NJ).</p> <p>He is a graduate of the FBI National Academy; BA from San Jose State University in Justice Administration.</p>

Name/Title	Summary of Professional Background, Experience, and Education
<p><b>Greg Mathews</b> <b>Senior Manager</b></p> <p>Project Analyst</p>	<p>Mr. Mathews, a Senior Manager, has over 27 years of private sector and government experience, performing as both a senior management consultant and executive manager. He is based in our Washington State office. He concluded his public sector career in 2005 as Deputy Director of Auditing for the Los Angeles City Controller’s Office where he managed the day-to-day functions of the Performance Auditing, Follow-up, and Management Assessment sections in the Performance Audit Division. He began his formal career with the Pasadena Police Department, supervising the Crime Analysis Unit and became a POST-certified Level 1 Reserve Police Officer.</p> <p>His prior public safety engagements include most recently, Goleta and Chula Vista (CA), Springfield (MO), Albuquerque (NM), Birmingham (AL), Suffolk (VA), Hayward (CA), and Sherwood (OR).</p> <p>He worked on our recent police feasibility study efforts in San Clemente and currently for the Kensington Police Protection and Community Services District.</p> <p>He holds a BA degree from UC Davis and M.P.A. from the University of Southern California.</p>
<p><b>Ian Brady</b> <b>Vice President</b></p> <p>Project Analyst</p>	<p>Ian Brady is a Vice President with the Matrix Consulting Group as part of our Management Services Division. Mr. Brady created and leads our data analytics practice, which for police staffing studies includes evaluation of deployments, beat designs and scheduling issues and alternatives.</p> <p>Mr. Brady has recently worked on police management studies for Austin (TX), DeKalb County (GA), Winnipeg (Canada), Berkeley (CA), Raleigh (NC), Birmingham (AL), Portland (OR), and Hayward (CA).</p> <p>He worked on our recent police feasibility study efforts in San Clemente, Laguna Hills, Patterson, Riverside County (CA) and Bergen County (NJ). He is currently leading our Orange County contract city alternative model development.</p> <p>He received his BA in Political Science from Willamette University.</p>

**3. Project Team Resumes**

More extensive resumes for the proposed project team are provided in the following pages.

**RICHARD P. BRADY**  
**President, Matrix Consulting Group**  
**Project Manager**

**Background**

Richard Brady is the Matrix Consulting Group's President. Mr. Brady has been a management consultant to local government for more than thirty-nine years. Prior to joining the Matrix Consulting Group, he was the MAXIMUS national Vice President in charge of its local government consulting practice, and before that the managing partner of the California-based management consulting firm of Hughes, Heiss & Associates. Mr. Brady has conducted numerous studies of every local government function. However, the vast majority of his work is in the law enforcement, criminal justice and public safety areas.

**Project Experience**

The following points summarize Mr. Brady's project experience.

State	Illustrative Law Enforcement Management and Staffing Studies
<b>Alabama</b>	Birmingham
<b>Alaska</b>	Anchorage
<b>Arizona</b>	Goodyear, Phoenix, Peoria, Prescott Valley
<b>California</b>	Alameda County, Anaheim, Berkeley, Butte County, Chula Vista, Citrus Heights, Contra Costa County, Galt, Gilroy, Goleta, Glendale, Hayward, Kern County, Los Angeles, Los Angeles County, Los Gatos, Lynwood, Monrovia, Napa, Ontario, Orange County, Palmdale, Palo Alto, Pittsburg, Poway, Redding, Roseville, San Jose, Pasadena, San Bernardino, San Bernardino County, San Mateo County, San Rafael, Santa Ana, Santa Barbara County, Santa Monica, Sonoma County, Sunnyvale
<b>Colorado</b>	Aurora
<b>Connecticut</b>	Stamford
<b>Florida</b>	Alachua County, Coral Gables, Jacksonville, Jupiter, North Miami Beach, Orange County, Pasco County, Pinellas County, Port Richey and Venice
<b>Georgia</b>	Americus, Augusta-Richmond County, DeKalb County, Fulton County, Gainesville, Hall County, Chatham County.
<b>Illinois</b>	Lansing
<b>Louisiana</b>	Alexandria

State	Illustrative Law Enforcement Management and Staffing Studies
<b>Massachusetts</b>	Beverly, Boston, Lawrence, Milford, Sunnysvale, Burlington, Pelham, Watertown, Wayland, Westwood, Whitman
<b>Maryland</b>	Greenbelt, Howard County
<b>Michigan</b>	Alpena and Detroit
<b>Minnesota</b>	Hennepin County, Ramsey County and Anoka County
<b>Missouri</b>	Columbia, Des Peres and Raymore
<b>Nebraska</b>	Omaha
<b>Nevada</b>	Las Vegas Metropolitan Police Department, Elko, Sparks and Reno
<b>New Hampshire</b>	Portsmouth and Rockingham County
<b>New Jersey</b>	Mendham, Mahwah, Park Ridge, Woodcliff Lake, Montvale
<b>New York</b>	Albany, Carthage, Endicott, Newburgh, Vestal and Briarcliff Manor
<b>North Carolina</b>	Burke County, Raleigh and Durham
<b>Ohio</b>	Fairborn
<b>Oregon</b>	Portland, Clackamas County and Grants Pass
<b>Pennsylvania</b>	Carlisle, Mount Lebanon and York
<b>South Carolina</b>	Beaufort County, Charleston County, Hilton Head Island, Spartanburg County
<b>Tennessee</b>	Nashville-Davidson County and Knox County
<b>Texas</b>	Arlington, Austin, San Antonio, Terrell, El Paso, Grand Prairie and Southlake
<b>Utah</b>	Salt Lake City
<b>Vermont</b>	Brattleboro and Montpelier
<b>Virginia</b>	Richmond, Leesburg, Suffolk and Loudoun County
<b>Washington</b>	Arlington, Spokane, Kirkland and Snohomish County
<b>Wisconsin</b>	Sun Prairie, Milwaukee, Dane County
<b>Canada</b>	Winnipeg

**Law Enforcement Feasibility Studies:** Mr. Brady has been involved or managed several law enforcement feasibility and regionalization studies. These have included the following:



- **Police Services Contract Reviews and Feasibility Studies** for San Clemente, Laguna Hills, Dublin, Palmdale, Lancaster, Patterson and La Quinta (CA) as well as Cooper City (FL) and Hilton Head Island (SC).
- **Municipal Police Department Feasibility** for Citrus Heights and Rancho Cordova (CA)
- **Regionalization Opportunities in Training and Communications** for the Boston Metropolitan Area (110 communities, including Boston).
- **Law Enforcement Consolidation Feasibility Studies** for Broome County (NY) and Riverside County (CA)
- **Regional Law Enforcement Feasibility Study** for San Bernardino County (CA) Contract Cities (9 cities)
- **Three Community Police Consolidation Feasibility Study** – for Montvale, Woodcliff Lake and Park Ridge (NJ).

### **Education**

BA, California State University, Hayward  
Ph.D., Oxford University, United Kingdom

## **BYRON K. PIPKIN**

### **Senior Manager, Matrix Consulting Group**

#### **Background**

Byron Pipkin brings a public safety manager's perspective to the project team. He has thirty-two years of experience in law enforcement and fire service, including fourteen years in management positions in the Sunnyvale Service of Public Safety (CA) – a fully integrated police and fire agency. During his career he managed every major law enforcement and administrative function, including patrol operations, investigations, narcotics/vice operations, internal affairs, records, recruiting and hiring, training, administration, school resource officers, traffic operations, crime prevention, emergency preparedness, the mobile field force, and the SWAT team. He is also currently and instructor for the California Peace Officer Standards and Training Executive Development Course, teaching a course on effective management of law enforcement organizations. Mr. Pipkin is a Senior Manager with the Matrix Consulting Group.

#### **Project Experience**

Mr. Pipkin has experience as a lead with the following law enforcement agencies.

- Arlington, TX
- Arlington, WA
- Aurora, CO
- Beverly Hills, CA
- Carlisle, PA
- Cotati, CA
- Galt, CA
- Gilroy, CA
- Goodyear, AZ
- Grants Pass, OR
- Gresham, OR
- Mahwah, New Jersey
- Newburgh, NY
- Omaha, NE
- Phoenix, AZ
- San Antonio, TX
- Springdale, AR
- Spokane, WA
- University of Missouri, Sacramento, MO
- Vancouver, WA

Mr. Pipkin led or worked on our recent contract reviews and feasibility studies, including:

- La Quinta, CA
- Dublin, CA
- Laguna Hills, CA and a 3 city joint contract feasibility assessment with Laguna Woods and Aliso Viejo.
- Bergen County, NJ

### **Management Assignments**

Command of Sunnyvale DPS Special Operations Bureau, 2001-2005

Liaison with the FBI and the Joint Terrorism Task Force 2004-2005

Command of Police Field Operations Bureau, 2000-2001

Special Assistant to the Chief, 1999-2000

Fire Marshal, managed the Fire Prevention Bureau, 1997-1999

Command of Police Field Operations Bureau, 1994-1997

Community Services Bureau, Recruitment and Hiring, Training and Records, 1991-1994

### **Education**

Graduate of the FBI National Academy, Quantico, Virginia

B.S. in Administration of Justice, California State University, San Jose

### **Professional Certificates**

P.O.S.T. Management Certificate, 1993

P.O.S.T. Supervisory Certificate, 1986

California Community College Lifetime Teaching Credential, 1983

P.O.S.T. Advanced Certificate, 1980

## **GREG MATHEWS**

### **Senior Manager, Matrix Consulting Group**

#### **Background**

Greg Mathews has over 27 years of private and public sector experience, performing as both a senior management consultant and executive manager. As Deputy Director of Auditing for the Los Angeles City Controller's Office, he managed the day-to-day functions of Police Performance Auditing. He began his public sector career at the Pasadena Police Department. For nearly fourteen years he has provided public safety consulting services throughout the U.S., and has completed comprehensive management studies encompassing over 120 police departments.

#### **Project Experience**

Conducted studies of law enforcement throughout the country to include feasibility studies, organizational and operational reviews, policy and procedure audit, staffing/scheduling practices, implementation of key performance metrics and use of information technology.

Alameda County (CA)	Milwaukee (WI)
Aurora (CO)	Monterey County (CA)
Beverly Hills (CA)	Montville (NJ)
Burbank (CA)	Omaha (NE)
Corvallis (OR)	Orange County (CA)
Chula Vista (CA)	Orange County (FL)
Dane County (WI)	Placer County (CA)
Glendale (CA)	Reno, Sparks and Washoe Co. (NV)
Goleta (CA)	Republic (MO)
Glenn County (CA)	San Clemente (CA)
Greene County (MO)	San Juan Capistrano (CA)
Hennepin County (MN)	San Mateo County (CA)
Inglewood (CA)	San Rafael (CA)
Jackson County (OR)	Santa Monica (CA)
Laguna Beach (CA)	Sherwood (OR)
Laguna Niguel (CA)	Simi Valley (CA)
Lake Forest (CA)	South Pasadena (CA)
Long Beach (CA)	Stamford (CT)
Los Angeles (CA)	Tacoma (WA)

Mr. Mathews led or worked on contract reviews and feasibility assessments for:

- Eastpointe (MI)
- Kenmore (WA)
- Mission Viejo (CA)
- San Clemente (CA)

**Education:**

Mr. Mathews received his B.A. from UC Davis and M.P.A. degree from the University of Southern California.

## **IAN BRADY**

### **Vice President, Matrix Consulting Group**

#### **Background**

Ian Brady is a Senior Manager with the Matrix Consulting Group as part of our Public Safety Consulting Services practice. He has over 7 years of consulting experience. He specializes in public safety and is dedicated to providing analytical support for all of our police, fire, emergency communications and criminal justice system studies. Mr. Brady also developed the firm's GIS-based analytical tools for analyzing field service workloads and service levels, beat design and efficiency, and alternatives to resource deployment and scheduling.

#### **Experience In Law Enforcement Studies**

Mr. Brady has experience conducting law enforcement management, staffing and operations studies, including recently for the following clients:

Adams County, Colorado	Lansing, Illinois
Arlington, Washington	Mahwah, New Jersey
Berkeley, California	Orange County, Florida
Birmingham, Alabama	Portland, Oregon
Chula Vista, California	Raleigh, North Carolina
Columbia, Missouri	Redding, California
DeKalb County, Georgia	Rio Rancho, New Mexico
Hanford, California	Rockingham County, New Hampshire
Hayward, California	Roseville, California
Huntington Beach, California	Suffolk, Virginia
Kauai County, Hawaii	Winnipeg, Manitoba

Mr. Brady led or worked on our recent contract reviews and feasibility studies, including:

- Dublin, CA
- La Quinta, CA
- Laguna Hills, CA
- Orange County, CA
- Patterson, CA
- Riverside County, CA
- San Clemente, CA

#### **Education**

Mr. Brady received his BA in Political Science from Willamette University.

### 3 Workplan and Schedule

The section, which follows, presents a detailed description of the analytical tasks we will complete to achieve the study objectives of this Evaluation of Police Services Alternatives.

#### 1. Project Background and Scope of Work

On May 5<sup>th</sup> at the last City Council Budget Workshop, the Police Chief brought forward a serious issue facing the Calistoga Police Department regarding the challenges of recruiting and retaining police officers. Law enforcement recruitment is a major nationwide issue and Calistoga is no exception. Its size, make this problem much worse – currently, there are three vacant positions out of ten sworn staff authorized and a fourth position will be vacant by the end of year. A number of issues contribute to its ability to compete with surrounding agencies; but the one significant contributor is their overall salary and compensation package. As a result of this discussion, the City Council charged staff with bringing forward alternatives and options to address this situation. This study is part of that charge.

The scope of work for this study is to present data and analysis of alternatives, including impacts on services and costs of the following:

- Full service contracting with the St. Helena Police Department
- Full service contracting with Napa County Sheriff's Department
- Hybrid police servicing model with St. Helena Police Department and/or Napa County Sheriff's Department
- Recommended Investments and changes to CPD to address the issues of recruitment, retention, sustainability, and operational effectiveness, including:
  - Salary and benefits, including incentive, specialty, longevity pay, etc.
  - Recruitment and hiring practices
  - Staffing level review
  - Organizational structure review
  - Use of technology, equipment, etc.

As a result, this study is designed to evaluate current law enforcement service delivery and potential sustainable alternatives to the delivery of these services.

#### 2. Project Work Plan

The work plan, which follows, provides an outline of the steps that the project team could take to conduct and complete this study.

## **Task 1** | **Initiate the Project and Develop an Understanding of Background to the Current Service Environment.**

The purpose of this first task is to develop a thorough understanding of issues and expectations of the study. Completion of this task will include:

- Interview the City Manager and Police Chief to explore:
  - Attitudes toward service levels and responsiveness of the Police Department.
  - Views toward any unmet law enforcement related needs.
  - Concerns about the sustainability of the municipal service.
  - Identification and views toward any viable alternatives.
- Make initial contact with St. Helena and the Napa County Sheriff's Department to understand the regional service delivery picture and views toward alternatives.

We would also begin to collect documents which assist in backgrounding for this study, including:

- Any periodic reports to the City from the Police Department.
- Any performance measures utilized by the Police Department for budget or service delivery purposes.
- Population and demographic information for the City.

### **TASK RESULT**

**The result of this task would be a final project work plan reflecting the project team's updated understanding of the project and the evolution of service issues in the past several years.**

## **Task 2** | **Document Law Enforcement Services, Staffing, Workloads and Service Levels in the City.**

To establish a basis for structuring and evaluating law enforcement organization alternatives, we will develop a portrait of current workload and service demands in Calistoga. We will gather and analyze information about crime, service levels and



response times. We would document the following:

- Service delivery, deployments and costs.
- Community-generated calls for service (CFS) workloads by time of day and day of week; similarly, document officer-initiated workloads.
- Crime rates and arrests (by type) over the past 10 years.
- Field deployment levels in Calistoga.
- Other workloads of patrol (as well as other personnel) such as court appearances, public education, etc.
- Traffic enforcement workloads and traffic enforcement activities.
- Number of cases forwarded to investigative staff for follow-up as well as the outcomes of these cases.
- Nature and scope of crime prevention programs currently provided.
- The cost of service, including details on all staff compensation.
- Historical trends in turnover and recruitments.

We would collect comparable information from the St. Helena Police Department and the Napa County Sheriff's Department.

As part of this effort, a survey will be conducted of regional police departments and the sheriff's office(s) for their compensation packages.

#### **TASK RESULT**

**These data will be profiled in a summary narrative and statistical portrait of law enforcement services in Calistoga. This first deliverable would also describe in summary fashion comparable information for the St. Helena Police Department and the Napa County Sheriff's Department. Finally, the results of the compensation survey would be summarized.**

**This important first deliverable in the project will be reviewed with the City and the Police Department to ensure accuracy.**

### Task 3 | Evaluate Law Enforcement Services in Calistoga.

The results of the previous tasks will be analyzed to identify issues and improvement opportunities associated with current operations and services provided by the Calistoga Police Department. The analysis would focus on such areas as the following:

- How do existing service levels compare to generally accepted industry or prevailing approaches to productivity, response times, time available for proactive patrol, investigative caseloads, etc.?
- What are the appropriate quantitative and qualitative approaches to evaluating resource requirements in the City. For example, in patrol this would include an assessment of call for service workloads in the context of also needing proactive time to impact policing issues in the community.
- Are there areas where service needs to be improved in the City or services restructured in some way to improve service or cost effectiveness? Such as:
  - Does the City receive adequate patrol and investigative resources and the extent to which presence and dedicated resources are an issue?
  - Is community input effectively sought by the CPD?
  - How is the CPD accountable for its services?
  - Are communications between the CPD and the City adequate?
  - What opportunities exist for involvement in crime prevention programs?
  - Is the Department organized effectively, including the organization of staff and collateral roles and responsibilities.
- What steps can be taken to address recruitment and retention issues in a municipal department, including approaches to compensation, work environment (e.g., schedule), etc.

#### TASK RESULT

**The project team will identify alternative contracting approaches and provide counsel on approaches to take to improve these services in the future if no change is made in service provider.**

## **Task 4 | Develop Assumptions for Use in the Analysis of a Contract with Another Law Enforcement Agency.**

The project team will evaluate the feasibility of alternative approaches to providing law enforcement for Calistoga. The feasibility of these alternatives will be compared, in terms of service and cost effectiveness, with the existing approach. Alternatives would include a contract with St. Helena or Napa County. Contracts for comprehensive service delivery and hybrid approaches will be evaluated.

The project team will review the results of the first three tasks and develop an issues list and a set of service level objectives that can be employed as a basis for structuring and costing alternative approaches to providing law enforcement services. Issue areas could include:

- Field deployment levels and practices.
- Proactivity targets.
- Scope of prevention and community programming.
- Level of investigative services.
- How support services should be handled.
- How alternatives would be organized, staffed and costs allocated.
- Approaches for contract accountability.
- A decision matrix for the best candidates for a hybrid service such as:
  - Partial patrol services (e.g., night time)
  - Field supervision
  - Management oversight
  - Investigations
  - Administrative services
  - Others identified

### **TASK RESULT**

**The project team will develop a set of assumptions for structuring and organizing alternative police service delivery systems in Calistoga.**

## **Task 5** | Identify the Resources Needed for Contract Police Service Delivery.

In this task, the project team will evaluate the feasibility of alternative approaches to contract law enforcement services with both St. Helena and Napa County. In developing the analysis in this task, and for both alternatives, we will explore:

- The number of sworn staff required to handle each function based on workloads, service level targets and geography.
  - Patrol
  - Investigations
  - Administrative services
  - Support services
  - Command staffing
- The project team would analyze deployments in Calistoga.
- While development of strategic goals and objectives are important for any law enforcement agency in an alternative service delivery system they are critical when they are externally provided.
- For a hybrid service, details on how such services would be provided.

This task will provide suggested contract benchmarks and community service targets for the other potential service provider(s).

### **TASK RESULT**

**The product of this work task will be a detailed analysis of the staffing and organizational needs in contract services delivery. This analysis will be reviewed with the City.**

## **Task 6** | Develop an Analysis of the Potential Operating Costs of Contract Service Delivery

It is important to develop and evaluate the police service contract alternatives' costs at a level of detail sufficient for the City to pursue the choice(s) with a level of confidence. As a result, we will structure and estimate the costs of a municipal agency or a contract, as follows:

- Summarize the number of line staff required, by position type; evaluate part time

staff availability and use options.

- How a contract service arrangement would fit in the contracting agency's current service delivery.
- Develop plans of administrative, command, and support staffing necessary to support operations.
- Estimate the operating costs associated with the staffing plan.
- How each hybrid option would be provided and costed out.
- We would identify the likely 'indirect' costs associated with the contract. Alternative cost allocation approaches would be identified, costed and evaluated for a contract with another entity (St. Helena or Napa County).

#### TASK RESULT

**The results of the above would be pro-forma operating budgets for a contract with St. Helena or Napa County for full service or hybrid approaches to law enforcement. The results of these analyses of operating costs would be reviewed with the City.**

### Task 7 | Identify Start-Up and Transitional Requirements.

This work task will involve developing capital budget and transition strategies for a contract with another St. Helena or Napa County. This would include:

- Determining the types and numbers of equipment needed.
- How to transition service responsibility from the CPD to a new service to ensure services are maintained, yet duplication minimized.
- What interim operational steps could be taken to move from current approaches to any new service delivery model adopted.
- A schedule for implementation.

#### TASK RESULT

**The results of this task will be capital budget and transition plan for police service alternatives.**

## **Task 8** | **Provide the Results of the Police Services Alternatives Analysis in a Draft and Final Report.**

With the completion of the previous tasks the project team will develop draft and final reports. Each alternative organizational approach to police services would be analyzed in terms of the following:

- Steps to take to improve operations, services, recruitment and retention efforts in the existing municipal police department.
- How each compares on a cost effectiveness basis.
- How each would be implemented.
- How such service alternatives would impact other municipal services.
- The advantages and disadvantages of each.

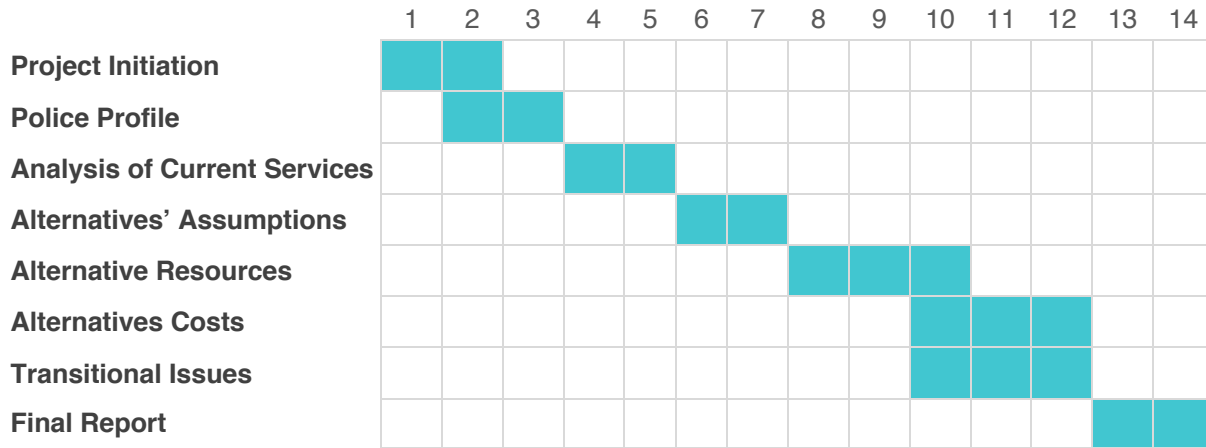
Once the draft report has been reviewed by the City we would be prepared to present the results to the City in a public meeting.

### **TASK RESULT**

**The police feasibility assessment would provide the cost-benefit analysis of services, description of advantages and disadvantages of each service alternative, reasons for recommending (or not), etc.**

### **3. Project Time Line**

The table, below, graphically displays the tentative schedule to conduct the Evaluation of Police Services Alternatives. The chart shows the sequencing of each proposed work task, the elapsed time it would take to complete each task. As can be seen from the chart, we are proposing that the study be completed in 14 weeks (about four months).



As described in the work plan earlier in this proposal, there would be a deliverable associated with each project task.

## 4 Project Cost

The Matrix Consulting Group proposes to conduct the Evaluation of Police Services Options for a fixed price of **\$54,000**. The detailed calculations of our pricing structure are provided below.

	Project Manager	Project Analysts	Hours / Cost
<b>Project Initiation</b>	8	0	8
<b>Police Profile</b>	4	56	60
<b>Analysis of Current Assumptions</b>	8	40	48
<b>Resource Needs</b>	4	8	12
<b>Operating Costs</b>	4	56	60
<b>Start-up Costs</b>	4	24	28
<b>Final Report</b>	4	16	20
<b>Final Report</b>	8	32	40
<b>Total Hours</b>	<b>44</b>	<b>232</b>	<b>276</b>
<b>Hourly Rate</b>	<b>\$200</b>	<b>\$175</b>	
<b>Total Professional Fees</b>	<b>\$8,800</b>	<b>\$40,600</b>	<b>\$49,400</b>
<b>Project Expenses</b>			<b>\$4,600</b>
<b>Total Project Cost</b>			<b>\$54,000</b>

We typically contract on a fixed price basis with monthly billings representing our progress on the project. We are, however, open to other approaches for payment



**RESOLUTION NO. 2019-XXX**

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CALISTOGA, COUNTY OF NAPA, STATE OF CALIFORNIA, AUTHORIZING THE CITY MANAGER TO EXECUTE A PROFESSIONAL SERVICES AGREEMENT WITH MATRIX CONSULTING GROUP IN AN AMOUNT NOT TO EXCEED \$54,000 FOR AN ANALYSIS ON POLICE SERVICE ALTERNATIVES AND APPROVING A BUDGET ADJUSTMENT IN THE SAME AMOUNT**

**WHEREAS**, the Calistoga Police Department is experiencing challenges associated with being competitive with neighboring police agencies which affects recruiting and retaining qualified police officers; and

**WHEREAS**, the Calistoga Police Department has three vacancies with one pending, resulting in impacts to operational effectiveness and service delivery to the community; and

**WHEREAS**, the vacancies result in increased overtime costs, officer fatigue, morale issues and utilization of increased contracting for services.

**NOW, THEREFORE BE IT RESOLVED** that the City Council of the City of Calistoga hereby authorizes the City Manager to execute a Professional Services Agreement with Matrix Consulting Group in an amount not to exceed \$54,000 to provide the City with an analysis of police service delivery alternatives and recommendations to address various issues facing the Calistoga Police department.

**NOW, THEREFORE BE IT FURTHER RESOLVED** that the City Council of the City of Calistoga hereby approves a Budget Adjustment in the amount of \$54,000 derived from General Fund Reserves increasing appropriations in Police Department, Contract Services- Account Number 01-4116-4402 by the same amount.

**PASSED, APPROVED, AND ADOPTED** by the City Council of the City of Calistoga at a regular meeting held this **1<sup>st</sup> day of October 2019**, by the following vote:

**AYES:**

**NOES:**

**ABSTAIN:**

**ABSENT:**

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**CHRIS CANNING, Mayor**

**ATTEST:**

