

City Council Memorandum

City of Arts & Innovation

TO: HONORABLE MAYOR AND CITY COUNCIL **DATE: MAY 12, 2015**
FROM: CITY MANAGER'S OFFICE **WARDS: ALL**
SUBJECT: COMMUNITY LIVABILITY TASK FORCE ACTION PLAN SIX MONTH UPDATE

ISSUE:

The issues for City Council consideration are to: 1) receive the second six-month update on the Community Livability Task Force Action Plan; and 2) direct staff to return in six months with a progress report.

RECOMMENDATIONS:

That the City Council:

1. Receive the second six-month update on the Community Livability Task Force Action Plan; and
2. Direct staff to return in six months with a progress report.

BACKGROUND:

Over the last several years, City residents, staff and elected officials have perceived an increase in criminal and nuisance activities that impact the City's quality of life. This includes aggressive panhandling, vagrancy, unpermitted camping, vandalism, illegal vendors, abandoned property and the like. In order to address this situation, the City Manager's Office pulled together an internal task force including the City Attorney's Office and all City departments with responsibility for the enforcement of livability laws and the maintenance of City facilities. The resulting Community Livability Task Force was charged with reviewing existing City ordinances and establishing a roster of enhanced staffing to bring about visible and sustained change; a complimentary component included outreach and education to bring about a culture change.

On April 1, 2014 the City Council approved the Community Livability Task Force Action Plan (Plan) and authorized a supplemental appropriation from general fund reserves in the amount of \$636,465 to implement the plan in Fiscal Year 2013/14. Staff began implementation activities on April 9, 2014. Following approval of the Plan, the former City Manager directed staff to focus implementation on the Riverside Police Department's (RPD) operations task force and to delay other expenditures in order to maximize the impact on the street.

An initial six month update was provided in October 2014 reporting on the first five full months of implementation. At that time, the Community Livability Task Force recommended that the City

Council continue funding RPD at the current level for the remainder of the current fiscal year. In addition, in order to complement the work of the RPD team, it was recommended that the City provide funds for the City Attorney's Office to prosecute Municipal Code violations, provide funding to increase the Homeless Outreach Team by .5 positions, provide half of the funding for a Mental Health Work to partner with the RPD Community Outreach Officer and Homeless Outreach team, and provide \$25,000 to pay for in-patient substance abuse rehabilitation when needed. The City Council approved these recommendations on October 28, 2014 and authorized a supplemental appropriation of funds.

Accomplishments

The following details each department's accomplishments in the six month period from October 1, 2014 to March 31, 2015. Implementation work continues however March 31 was chosen for reporting purposes in order to provide six full months of performance data.

Riverside Police Department (RPD)

- The RPD established the Community Livability Task Force (CLTF) which remains comprised of a team of uniformed officers and a supervisor deploying approximately five hours per day, seven days a week, during a variety of different daytime and nighttime hours.
- The constitutional policing strategy of the CLTF has included direct enforcement of livability laws by providing extra patrols to prevent aggressive panhandling and vagrancy on City streets and freeway exits, habitation in City parks after hours, property crimes from public agencies and private businesses, urination and defecation in public places and occasional crimes of violence.
- During the last six months of operation (October 1, 2014 through March 31, 2015), CLTF officers have made more than 2,200 contacts with people engaged in livability violations (arrests, citations or field interviews) for a grand total of more than 4,800 contacts over the course of the last 12 months.
- The contacts made during the last six months have resulted in 64 felony arrests and 750 misdemeanor arrests, increasing the total over the last 12 months to 222 felony arrests and 2,967 misdemeanor arrests.
- In October 2014 RPD Crime Analysis identified 57 offenders as having ten or more documented CLTF contacts with officers; a High-Rate Offender List (List) was established using this data. During this reporting period, 19 'original' High-Rate Offenders have not had any additional documented contacts since October 2014; 38 'original' High-Rate Offenders continue to generate documented contacts. The List currently identifies nine 'new' High-Rate Offenders.
- In addition to RPD staff, the California Highway Patrol (CHP) has continued to collaborate with the RPD, focusing on highway infrastructure within the City. During this six month period, the CHP has made 133 enforcement contacts on or near freeway on- and off-ramps, increasing the total of enforcement contacts to 239 over the course of the last 12 months.

Code Enforcement Division (Code)

- Code has continued to assign two staff members working $\frac{3}{4}$ time to community livability efforts seven days per week, and continues serving in a supporting role to RPD in weekly shelter resistant homeless operations.
- During this reporting period, Code staff has addressed 280 community livability related cases (homeless encampments, items stored or abandoned on public property, illegal

vendors in or near City parks, unlicensed vendors, distribution of commercial handbills, etc.); 247 of these cases have been resolved.

Homeless Outreach Division

- Of the \$25,000 allocated to the Substance Treatment Fund, approximately \$9,000 has been expended. Three individuals have been placed in a substance treatment program while two additional individuals are being actively engaged and encouraged to enter the program.
- The Access Center served 448 clients during the reporting period, an average of approximately 74 per month; this number remains the same as in the previous reporting period.
- As part of the 25 Cities Initiative (over the last 100 days), 412 individuals/families entered emergency housing, 187 individuals/families obtained Rapid Re-Housing/Rental Assistance (which led to stable housing) and 38 entered permanent supportive housing.
- The City has secured security guard services for the Hulen Place Campus to help address encampment issues that are impacting surrounding businesses.

City Attorney Municipal Prosecution (CAMP) Division

- The City Attorney's Office (CAO) began filing misdemeanors through the CAMP program in July 2014. To date, the CAO has filed a total of 611 misdemeanor complaints. The overwhelming majority of defendants in these cases fail to appear and out of the 611 filed cases, only 117 defendants have appeared in court (an approximately 19% court appearance rate).
- Of the 117 defendants who appeared at their misdemeanor court hearings:
 - 31 defendants were referred to the City's Homeless Outreach Center or Goodwill for job training;
 - 18 defendants agreed to complete community service in lieu of conviction;
 - 22 defendants pled guilty after their misdemeanors were reduced to an infraction; and
 - 46 CAMP misdemeanors were dismissed after defendants were convicted of violating their probation and/or unrelated more serious crimes.

Public Works Department

- The work performed by Public Works Department staff included removal of trash and debris left by homeless individuals from public property. During this reporting period, Public Works staff removed 44.03 tons of solid waste, an average of 7.3 tons per month. Costs related to these activities were absorbed within the existing Public Works Department budget.

Parks, Recreation and Community Services (PRCS) Department

- PRCS staff made 29 requests for RPD assistance during the reporting period at 20 park sites. Assistance was requested for camping, vagrancy, drug use and related paraphernalia, graffiti, break-ins, unpermitted events and for extra patrols/presence during special events.
- RPD made 1,172 visits to park sites, an average of 195 visits per month.
- PRCS staff received 129 Call Center and six work order requests for graffiti abatement repairs resulting in 546 hours of work for PRCS staff and contractors. An additional 32 Call Center and 107 work order requests were made for vandalism (representing 18 park sites), as well as six requests regarding abandoned shopping carts.

Education and Awareness

- The Walk to End Homelessness drew 306 participants and 24 exhibitors, and raised \$35,500 for the 25 Cities Initiative.

Next Steps

The City continues to be impacted by livability concerns, as is evidenced by the continued calls for services, CLTF contacts, vandalism at City facilities and concerns expressed by residents and businesses. Progress has been made by the County of Riverside in providing mental health staffing to complement the CLTF; staff anticipates this will have a positive impact in directing people into treatment and services. Further, the RPD and Riverside Community Police Review Commission are hosting a forum on May 7, 2015 to discuss efforts currently underway to ensure the City's police officers are trained and prepared to deal with situations involving mentally ill individuals. Staff is also working on an improved Downtown Safety Ambassador Program and anticipates issuing a Request for Proposals by the end of June 2015. At this time it is recommended that the community livability program continue in the present form, with staff continuing to provide updates every six months.

FISCAL IMPACT:

On October 28, 2014 the City Council appropriated \$792,186 from the General Fund Reserves to fund the program through June 30, 2015; the current fund balance is \$398,000. Funding to continue the Plan at the current level for Fiscal Year 2015/16 will be included in the draft budget to be considered by the City Council during the budget hearing.

Prepared by: Deanna Lorson, Assistant City Manager

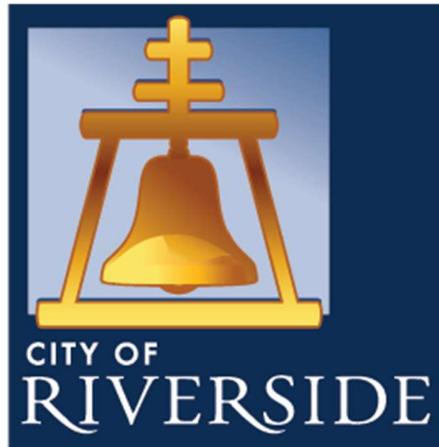
Certified as to

availability of funds: Brent A. Mason, Finance Director/Treasurer

Approved by: John A. Russo, City Manager

Approved as to form: Gary G. Geuss, City Attorney

Attachment: Community Livability Task Force Action Plan Six Month Update – May 2015



City of Arts & Innovation

Community Livability Task Force Action Plan

Six Month Update – May 2015

Introduction

On April 1, 2014 the City Council approved the Community Livability Task Force Action Plan (Plan) and authorized a supplemental appropriation from the General Fund Reserves in the amount of \$636,465 to implement the plan in Fiscal Year 2013/14. Staff began implementation activities on April 9, 2014. Following approval of the Plan, the City Manager directed staff to focus implementation on the Riverside Police Department's operations task force and to delay other expenditures in order to maximize the impact on the street.

An initial six month update was provided in October 2014 that served to report on the first five full months of implementation. At that time, the Community Livability Task Force recommended that the City Council continue funding Riverside Police Department (RPD) at the current level for the remainder of the current fiscal year. In addition, in order to complement the work of the RPD team, it was recommended that the City provide funds for the City Attorney's office to prosecute municipal code violations, provide funding to increase the Homeless Outreach Team by .5 positions and provide half of the funding for a Mental Health Work to partner with the Homeless Outreach team, and provide \$25,000 to pay for in-patient substance abuse rehabilitation when needed. The City Council approved these recommendations on October 28, 2014 and authorized a supplemental appropriation of funds.



Accomplishments

The following details each department's accomplishments in the six month period from October 1, 2014 to March 31, 2015. Implementation work continues however March 31 was chosen for reporting purposes in order to provide full six months of performance data.

Riverside Police Department (RPD). The RPD established the Community Livability Task Force (CLTF) in April 2014. It remains comprised of a team of uniformed officers and a supervisor deploying approximately five hours a day, seven days a week, during a variety of different daytime and nighttime hours.

The constitutional policing strategy of the CLTF has included direct enforcement of the City's livability laws by providing extra patrols to prevent aggressive panhandling and vagrancy on City streets and freeway exits. It also has prevented unlawful habitation in City parks after hours, reduced property crimes from public agencies and private businesses, urination and defecation in public places and occasional crimes of violence. During the last six months of operation, from October 1, 2014 to March 31 2015, CLTF officers have made more than 2,200 contacts with people engaged in livability violations (Arrests, Citations or Field Interviews) for a grand total of over 4,800 contacts with people over the course of the last 12 months. Those contacts have included an additional 64 felony arrests and 750 misdemeanor arrests for a grand total of 222 felony and 2967 misdemeanor arrests during the last 12 months.

In October 2014 RPD Crime Analysis identified 57 offenders as having 10 or more documented CLTF contacts (Arrests, FI or Citations) with officers; a Community Livability High-Rate Offender List was established using this data. The current list of high-rate offenders has since been updated, with data gleaned from the time period of October 2014 – January 2015. This data has revealed the following:

- There are 19 "original" high-rate offenders who have not had any additional documented contacts since the October 2014 list was created.
- There are still 38 "original" high-rate offenders, who continue to generate documented community livability contacts.
- The most current list has identified an additional 9 "new" high-rate offenders.
- 30% of the original high-rate offenders have not had any more documented contacts, arrests or citations since October 2014; while nine recently identified high-rate offenders have been added during the same time period. This amounts to an overall reduction of 15% in the total number of high-rate offenders.

In addition to RPD staff, the California Highway Patrol (CHP) has continued to collaborate with RPD focusing on highway infrastructure within the City. During this six month period between October 1, 2014 and March 31, 2015, the CHP has made an additional 133 enforcement contacts on or near freeway on and off-ramps. This amounts to a grand total of 239 enforcement contacts over the course of the last 12 months.

Code Enforcement Division (Code). Code continues to assign two staff members working $\frac{3}{4}$ time each to the Community Livability efforts seven days per week. In addition, Code staff continues to serve a support role to RPD in this regard and participates in weekly shelter resistant homeless operations.

In this review period, Code has addressed 280 Community Livability related cases (homeless encampments, items being stored or abandoned on public property, illegal vendors in or near parks, unlicensed vendors, distributing commercial handbills, etc.); 247 of those have been resolved

Homeless Outreach Division. The Homeless Outreach Team and Access Center continued to provide services and assist with livability issues involving homeless individuals. The following are updates are services and activities by the Outreach Team and Access Center:

- Substance Treatment Fund (Allocation: \$25,000 - Expenditures to-date: \$9,000)
 - Three clients placed in a substance treatment program
 - Continue to engage and encourage two clients to enter a substance abuse program
- Access Center: Engaged 448 clients during the reporting period. Below is a list of the clients last known residency.

Last Known Residency	No. of Clients	%
City of Riverside	180	41%
Riverside County (not including the City)	131	30%
Out of State (25% from Las Vegas)	47	11%
San Bernardino County	32	8%
Los Angeles County	20	5%
Northern California	12	3%
Not Listed	11	3%
Orange County	7	2%
San Diego County	7	2%
Ventura County	1	1%

- Homeless Outreach: Staffing on the Outreach Team was increased by 0.5 FTE, as approved by the City Council in the last update; this increased one Outreach worker from half-time to full-time.
 - 25 Cities Initiative: During the last 100 days 412 individuals/families entered into emergency housing, 187 individuals/families obtained Rapid Re-Housing/Rental Assistance which led to stable housing and 38 individuals/families entered permanent supportive housing
 - Mayor’s Challenge to Ending Veteran Homelessness by the End of 2015

- Takedown Target: 86 homeless veterans. There were 27 homeless veterans identified in the City at the beginning of 2015 and 59 veterans are estimated to enter homelessness from January 2015 to December 2015.
- Security Guard at Hulen Place
 - The City has secured Big Wills Security Guard Services to provide onsite security services at Hulen Place for four hours in the morning and four hours in the evening, seven days a week, to address encampment issues that are impacting surrounding businesses.

City Attorney Municipal Prosecution (CAMP) Division. The City Attorney's Office (CAO) began filing misdemeanors through the CAMP program in July 2014. To date, the CAO has filed a total of 611 misdemeanor complaints. The overwhelming majority of defendants in these cases fail to appear at their hearing dates. Out of the 611 filed misdemeanors, only 117 defendants have appeared in court (either by showing up to court or being brought into custody for violating their probation or for other unrelated charges). That amounts to a 19% court appearance rate.

Of the 117 defendants who have appeared at their misdemeanor court hearings, their cases have been resolved as follows:

- Outreach Center/Goodwill: 31 defendants were referred to the City's Homeless Outreach Center or Goodwill for job training
- Community Service: 18 defendants agreed to complete community service in lieu of a conviction
- Pled Guilty to an Infraction: 22 defendants pled guilty after their misdemeanors were reduced to an infraction
- Misdemeanors Dismissed: 46 CAMP misdemeanors were dismissed after defendants were convicted of violating their probation and/or unrelated more serious crimes

At the last CAMP meeting, the RPD provided an analysis of the program focusing on 58 "high rate offenders" who have had over 10 contacts with RPD for CAMP violations. RPD opined that since the CAMP program began, they have seen an overall reduction of approximately 19 "high rate offenders" who are no longer offending. It was acknowledged that some of these community livability offenders may just be finding new places to frequent and offend out of the public view. When this effort was initiated, the directed patrols focused on locations of high public value such as parks, libraries and the thoroughfares people travel to visit these locations. The offenders have since taken countermeasures to avoid contact with the police, and RPD has responded by expanding extra patrols to include locations such as alleyways and parking structures. Notably, only 2 of the 19 "no longer offending high rate offenders" were referred to Outreach through the court program. The remaining 17 individuals were contacted directly by Outreach's independent field work efforts.

Public Works Department. The Public Works Department serves in a support role to help implement the Community Livability Plan. The work performed by Public Works staff consists of removal of trash and debris from the public right of way. During the period from October 1, 2014 to March 31, 2015, Public Works staff removed 44.03 tons of solid waste from public property and rights of way in the City, an average of 7.3 tons per month. Costs were absorbed within the Public Works Department budget.



Parks, Recreation & Community Services Department. The Parks, Recreation & Community Services (PRCS) Department made 29 requests for RPD assistance during the subject time period at 20 park sites. Assistance was requested for camping, vagrancy, drug use and related paraphernalia, graffiti, break-ins, unpermitted special events, and extra patrols/presence during special events. PRCS staff received 129 Call Center and six work order requests for graffiti abatement repairs resulting in 546 hours of graffiti repair by both PRCS staff and contractors. An additional 32 Call Center requisitions and 107 work orders were received for vandalism, and six service requests for abandoned shopping carts. Vandalism occurred at 18 parks and community centers including items such as theft of plumbing fixtures, copper wire, HVAC units, storm drain grates, irrigation components, trash receptacle lids and swings; etched glass and mirrors; door and deadbolt damage; smashed toilets; broken gates and fencing; turf damage; and broken windows. Night lock-up staff closes 34 restrooms and 17 gates nightly in 24 parks with four parks routinely containing vehicles after hours inhibiting lock-up. Padlocks have been stolen on six occasions. Parking Enforcement staff has ticketed some cars in parks after dark and signs have been posted indicating that vehicles left in the lot after parking closing may be towed at the owner's expense. During the six month monitoring period, RPD staff has made 1,172 visits to park sites totaling 168 hours, an average of 195 visits and 28 hours per month.

Education and Awareness. The Walk to End Homelessness Event was held on April 11, 2015 to bring awareness of homeless programs offered in the City and to raise \$30,000 for the 25 Cities Initiative. The 25 Cities Initiative is a movement among 25 communities to end veteran homelessness by the end of 2015 and end chronic homelessness by the end of 2016 by providing housing for homeless individuals coupled with case management to address any barriers to obtaining and sustaining housing.

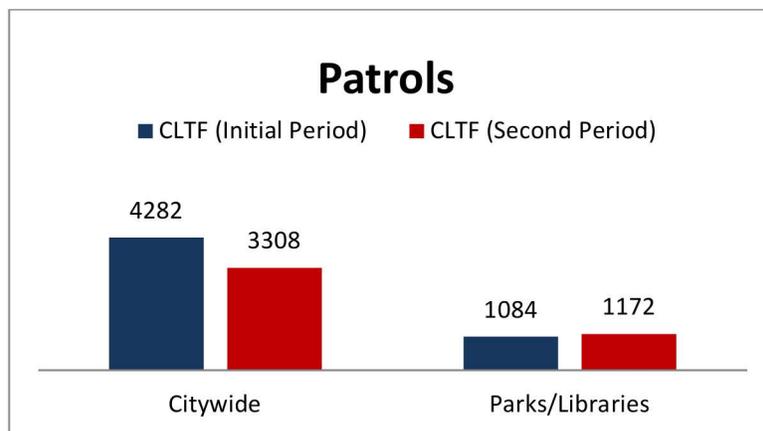
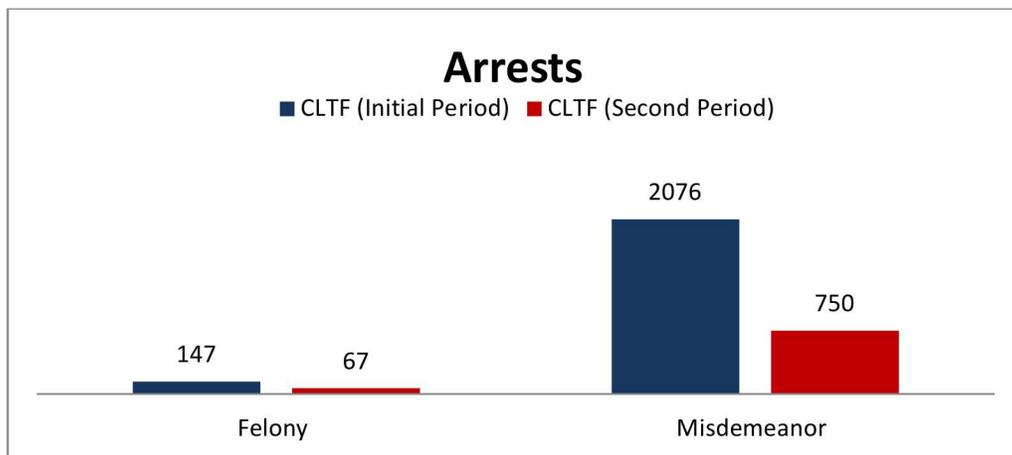
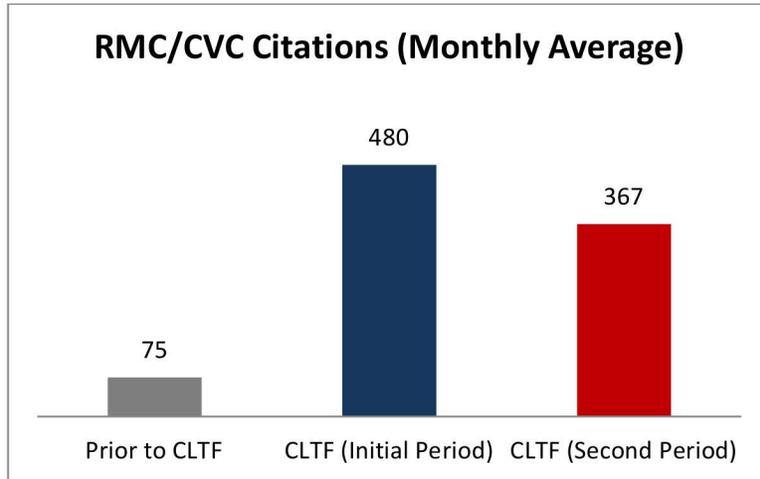
A majority of the federal, state and local homeless and housing programs do not cover the cost of basic needs and household items for individuals and families moving directly into housing. Therefore, all the proceeds from the Walk to End Homelessness event will be used to help purchase basic needs and household items for homeless individuals and families moving directly into housing and giving them a place to call home.

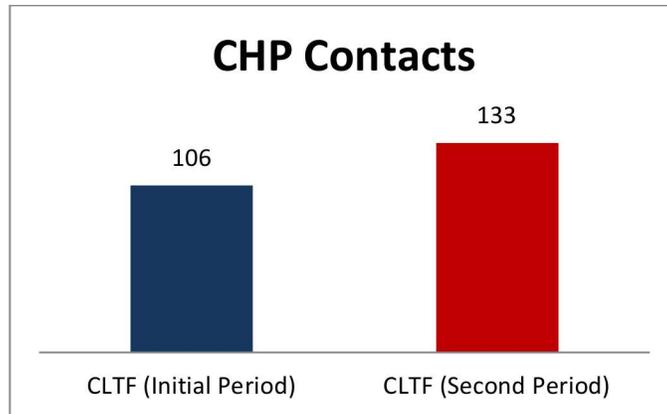
The Walk to End Homelessness event had 306 participants with 24 exhibitors and raised \$35,500 for the 25 Cities Initiative.



Summary of Response Indicators

Riverside Police Department: Public Safety/Enforcement of RPD Title 9 (Peace, Safety, Morals) of the Riverside Municipal Code and California Vehicle Code (CVC) 22520.5 citations (Panhandling on Freeways):





Code Enforcement Division: 280 Code Enforcement cases that would be categorized as Community Livability issues (transient issues, homeless camps, illegal vending in parks, etc.) were investigated during this reporting period, with 247 resolved. This is an increase from 64 cases during the initial reporting period.

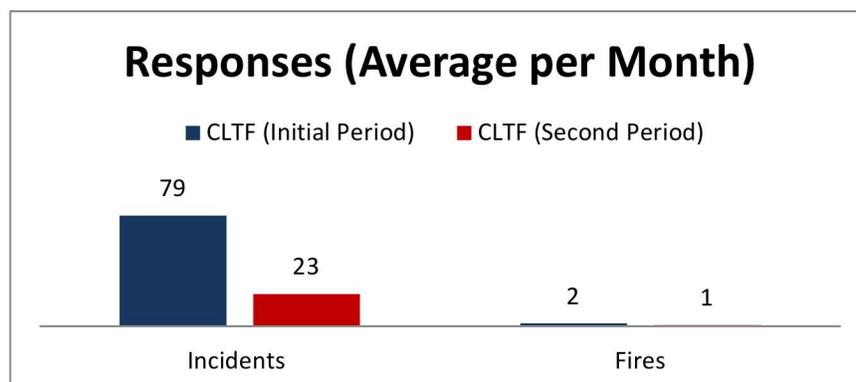
City Attorney's Office: For the reporting period, the City Attorney's Office filed 611 cases of which 117 appeared in court (approximately 19 percent). The appearance rate has improved from approximately 5% during the initial reporting period.

Parks, Recreation and Community Services Department:

- 29 requests for RPD assistance at various park locations during this reporting period, the same number as the prior reporting period.
- Large amounts of graffiti are abated monthly at multiple park locations. A total of 546 hours of graffiti abatement/vandalism repair were completed during the reporting period, approximately three hours per day
- 161 Requests for Services for PRCS generated through the 311 call center.

Riverside Fire Department:

- Incident responses by the Riverside Fire Department (excluding fires): 138 during the six month period, an average of 23 per month. This has decreased from an average of 79 per month in the preceding period.
- Fire responses by RFD: Six fires between October 2014 and March 2015. The average during this six month timeframe of one per month is less than the two per month during the previous six month period.



County Resources

As noted in the Plan, the County of Riverside (County) has responsibility for certain programs that have a direct impact on the City's ability to monitor nuisance activities and provide resources to those in need. The actions recommended to be undertaken by the County and the actions taken to date are as follows:

- Prioritize recruitment of the funded Clinical Therapist to work with RPD
 - Initial Update: The County has been unable to fill the position but remains committed to hiring a qualified clinician.
 - This Reporting Period: Effective April 29, 2015 a Clinical Therapist from the Riverside County Department of Mental Health began working full time with the Riverside Police Department. This partnership will provide both crisis intervention opportunities to those in need of mental health care services and pursue crime prevention through directed enforcement of community livability laws. This partnership will also serve to actively seek out and contact the most visible of those who might be suffering from a mental illness or other disabilities, such as those that can be seen on freeway off-ramps, street corners or in City parks. As part of its crime prevention effort, many of the same people that may appear to be shelter-resistant homeless and displaying indicators of suffering from mental illness or the effects of substance abuse are often times also involved in community livability offenses such as aggressive panhandling, trespassing and criminal nuisance activity.
- Seek funding to assign a full-time Behavioral Health Specialist to partner with the City's Homeless Outreach Team
 - Initial Update: The County is willing to provide half the cost of a Clinical Therapist.
 - This Reporting Period: Staff has negotiated a Cooperative Agreement with Riverside County Department of Mental Health to provide funding of \$64,909 to the County to fund half of this position. The agreement will be presented for City Council approval in the near future.
- Adopt a resolution authorizing Laura's Law within Riverside County and provide appropriate resources to RCDMH for implementation
 - Update: The County is unable to implement Laura's Law at this time.
 - This Reporting Period: No Change.
- Instruct the Environmental Health Department to study the issue of public feedings and determine the appropriate methods to ensure that all food is safe for consumption
 - Update: The County Environmental Health Department (EHD) requires permits when individuals are using hot plates at public feedings. For safety purposes, the public is encouraged to provide nonperishable foods at public feedings. To report concerns with food handlers, the public can submit a complain online at <http://www.rivcoeh.org/Complaint> or by phone at (951) 358-5172.
 - This Reporting Period: No Change.

Proposed Downtown Ambassador Program

In 2012 the City Council approved a Downtown Retail & Entertainment Strategy (Strategy) which included an analysis of Downtown's strengths and opportunities for continued growth and laid out recommendations that will be incorporated into an update of the City's Downtown Specific Plan. To maximize the benefits of the Strategy, a Downtown Safety Ambassador Program (Ambassador Program) is being pursued as an integral component of the successful growth of Downtown businesses and nightlife activities. The primary function of the program is to assist the public and act as a visible deterrent to criminal or disruptive activities. It is envisioned that the Ambassador Program could be integrated within this Plan.

The Ambassador Program will focus on providing an effective safety and security function that is more than just being a visible deterrent. The safety ambassadors will be expected to patrol the Downtown area on foot, bicycle and/or mechanized vehicles during evenings and weekends, or as needed, with an emphasis on deterring unwanted behavior and intervening as necessary (within appropriate parameters for non-sworn security personnel). Under the direction of City and Riverside Downtown Partnership (RDP) staff, the safety ambassadors will be expected to coordinate closely with the RPD and the Homeless Outreach Team. Additionally, to adequately prepare and respond to community issues, the safety ambassadors will need to coordinate with other organizations, such as the management and security personnel at restaurants, nightclubs and entertainment venues, hospitality and hotel management; as well as maintenance staff from the Public Works Department and local public transit providers (Riverside Transit Authority, Metrolink, etc.).

A Request for Proposals has been prepared to seek proposals from qualified safety and hospitality service providers to assist with the creation and management of a Downtown Safety Ambassador Program for public spaces in Downtown. It is the intent of City staff to issue the Request for Proposals by the end of June 2015.

Recommendations

In reviewing what has been achieved to date and the knowledge that has been gained through implementation, the Task Force recommends that the City Council continue funding the Community Livability Program at the current level. Additionally, it is recommended that the Downtown Safety Ambassador Program be integrated within the existing Community Livability Program as a program shared with the RDP.

Funding

On October 28, 2014 the City Council appropriated \$792,186 from reserves to fund the Community Livability Program through June 30, 2015. The current fund balance is \$398,000. Funding to continue the Program at the current level for Fiscal Year 2015/16 will be included in the draft budget for consideration by the City Council during the budget hearing.