

PUBLIC SAFETY CITIZEN TASK FORCE

October 23, 2013 Meeting Staff Report

It is recommended that the Public Safety Citizen Task Force (PSTF) consider, deliberate on, and modify, as needed, the following second draft of public safety-enhancing recommendations.

Key Changes between 1st and 2nd Draft

Recommendation

Discussion

- 1. Removed "rebranding" as a preventative measure.
- 2. Added a preventative measure: Community reform: addiction and social service abuse.
- 3. Made all suggested edits from October 16th Task Force deliberations.
- 4. Further distilled specific recommendations in each category (throughout document).
- 5. Added "Strategic Code Enforcement" as a recommended priority.

Process Considerations for 2nd Round of Deliberations

It is recommended that the PSTF consider the following process recommendations for the 2nd round of deliberations:

- 1. Come prepared to the 2nd round of deliberations to indicate one of three potential responses for each element of the narrative portion of the report, and for each specific recommendation. The three response options are: Agree; Disagree; Agree if Amended (with specific language proposed by you on such items for which you are seeking an amendment in order to achieve your support).
- 2. For each element of the narrative portion of the report, and to each recommendation, an initial motion (Agree, Disagree, Agree if Amended) must be made by any Task Force member to initiate discussion.
- 3. On any item (either narrative or recommendations), if there is not complete agreement, resolution of differences will be achieved by motions, amendments, substitute motions, and votes. This element of the procedure is intended to keenly focus discussion and debate on language, rather than on concepts.
- 4. It is the goal of the October 23rd meeting to complete an initial run through of the entire second edition document.



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PUBLIC SAFETY CITIZEN TASK FORCE

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Second Draft Policy Recommendations

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Public safety policy recommendations consist of a four-pronged approach: prevention/education/connection, strategic enforcement with accountability, collaborative oversight, and appropriate funding.

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Prevention/Education/Connection

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Prevention

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While more long-range in nature, preventative programs are essential to reduce crime and victimization in a sustainable fashion. The PSTF recommends policy changes to be heavily weighted towards prevention initiatives, with the City, County, schools, neighborhoods and our non-profit service partners playing an integral role in funding, implementation and management.

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Prevention initiatives should include the following priorities (in no particular order):

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- 1. Enhancement of drug treatment funding
- 2. Expansion of youth programming
- 3. Truancy enforcement
- 4. Environmental design and reprogramming of spaces
- 5. Community reform: addiction and social service abuse

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Given that addiction treatment lowers the rate of criminal recidivism, the Task Force believes that investment in (and greater collaboration between) existing and proven effective treatment programs is essential. Treatment of drug addiction is underfunded in Santa Cruz County. The Task Force therefore recommends that City Council and staff work with the County Board of Supervisors and the Health Services Agency staff on the County Strategic Plan for Alcohol and Drug Treatment and **Intervention** to insure that proven, evidence-based interventions and treatment programs that address specific City needs, are included in the Strategic Plan and adequately funded.

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The Task Force believes that an investment in our youth is paramount to reducing future crime. Children that stay in school and are active under adult supervision during after-school hours are far less likely to try drugs and/or alcohol, develop addiction, join gangs, and engage in criminal activity as young adults. The Task Force recommends a partnership program, jointly administered by the City, County, Courts, School Districts, parents and non-profits to enhance pre-at-risk and at-risk youth programming and truancy enforcement.

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Crime Prevention Through Environmental Design (CPTED) and reprogramming of spaces are datadriven crime prevention programs. With proven efficacy in many cities, CPTED reduces criminal opportunity through landscape and architectural design of space (lighting, visibility, cover reduction, etc.) while reprogramming is intended to create pro-social activities in public locations.

Environmental design and pro-social programming are lacking in our greenbelt and commercial 93 94

areas, particularly along the San Lorenzo River corridor and in Harvey West. Therefore, the Task

Force recommends a comprehensive environmental design and programming study of the City's most crime-ridden public and commercial areas. The implementation plan should be phased to target the community's highest areas of safety concern.

Santa Cruz has a storied history of openness, compassion and tolerance for a wide variety of lifestyles, including those consisting of regular drug use and reliance upon community goodwill and social services. While our community celebrates and takes pride in this appreciation for diversity and differences, many residents believes that, when misapplied, this tolerance has a negative side effect. They believe our community has for far too long tolerated criminal behavior under the guise of alternative lifestyles. We should not tolerate criminal behavior, nor enable criminals who routinely victimize the community and evade the criminal justice system.

Because many residents and some visitors share the perception that Santa Cruz is an easy place to commit crime with little or no consequence, Santa Cruz needs to change this perception through substantive and symbolic actions. The Task Force recommends actions that demonstrate zero tolerance for illegal activity, illicit hard drug use, underage substance use, and use of discretionary social service provisions by individuals who routinely victimize the community, are currently evading the criminal justice system and who demonstrate no real desire to change their behavior.

Education

In 2011, marijuana use amongst youth in Santa Cruz County was nearly 40 percent higher than the national average. According to the 2012 Santa Cruz County Community Assessment Project (United Way sponsored), 15 percent of 11th-graders in the County self-reported tobacco use within the last 30 days. 40 percent reported use of alcohol and 30 percent reported use of marijuana. According to the report, marijuana, cocaine and methamphetamine use has increased over the last decade among County youth.

Drawing upon an "exposure opportunity" concept, sequential use of tobacco, alcohol, marijuana and cocaine is proven to increase the likelihood of illegal and increased drug involvement later in life. Because Santa Cruz has an extremely high rate of substance-related criminal activity, high community tolerance for recreational marijuana use, and a dearth of early education on substance abuse and addiction, the Task Force recommends an outreach/social marketing campaign towards parents and children to decrease youth drug use.

In addition, the Task Force recommends community-wide education on mental health, gang desistence and prevention, and other related topics of interest.

Connection

Neighborhood cohesion is an effective deterrent of illegal behavior. Studies show that voluntary action by neighborhoods can play an integral role in maintaining order in a cost-effective and legal manner. But studies also show that neighborhood organizations are not self-initiating, even in the face of threatening crime problems. Opportunities for action must be made available to neighborhood organizations through governmental funding, collaboration and management assistance.

With that in mind, the Task Force recommends proactive support of neighborhood organizations by the City and County. Of particular importance is the need for a strategy to engage with marginalized and under-represented communities in Santa Cruz.

¹ Santa Cruz County Community Assessment Project, Year 18, 2012 compared to National Institute on Drug Abuse, National Institute of Health, *Monitoring the Future, National Results on Adolescent Drug Use*

	Table 1: Prevention/Education/Connection Solution/ Cotogory Intended Impact Supporting Time Unintended Metrics Supporting Time United Supporting Time Un										
#	Solution/ Category	Intended Impact	Supporting	Time	Unintended	Metrics	\$	\$	Public		
			data/logic	Scale	Impacts		Cost	Source	Message		
		,	Prevention								
	Treatment Funding										
1	The City of Santa Cruz and the City Council										
	should work with County Health Services and										
	the Board of Supervisors on the										
	County Strategic Plan for Alcohol and Drug										
	Treatment and Intervention to insure that										
	proven, evidence-based interventions and										
	treatments that address specific City needs are										
	included in the Strategic Plan and adequately										
	funded. Needs specific to the City noted by the										
	PSTF include the following: reduce public anti-										
	social behaviors caused by serial inebriates and										
	drug users, and reduce both violent and non-										
	violent crime caused by addiction to opiates										
	and other drugs. It is our belief that the										
	County's Strategic Plan will further help to										
	delineate the problems and their interventions										
	and treatment that contribute to unsafe										
	environments locally.										
	Youth Programming										
2	City Council to partner with Santa Cruz Youth										
	City Council to develop all Youth										
	Programming recommendations herein										
3	Youth Programming recommendations should										
	include information published by the Criminal										
	Justice Council Report on Youth Violence										
4	Leverage existing programs and, if necessary,										
	consider creating new programs to provide										
	mentoring and job opportunities to local										
	teenagers.										
5	Leverage existing programs and, if necessary,										
	consider creating new programs to provide pro-										
	social activities, focusing on the 3-9 pm period,										

	Table 1: Prevention/Education/Connection Solution/ Cotagory Intended Impact Supporting Time Unintended Matrice & Public										
#	Solution/ Category	Intended Impact	Supporting data/logic	Time Scale	Unintended Impacts	Metrics	\$ Cost	\$ Source	Public Message		
	that serve both at-risk and pre-at risk youth. These programs should include activities that appeal to particular cultures and subcultures (e.g. baile folklorica and skate boarding) as well as programs that bring different cultures and subcultures together (such as little league and soccer). These programs should be both attractive to a wide variety of youth and focus on minimizing barriers to participation such as costs, accessibility, complex sign ups/initiation processes										
6	City should create mechanism to inform community residents on how to provide scholarships for Youth Programming initiatives										
	Truancy Enforcement										
7	City partner with SCCS and SC County Office of Education to reform truancy policies and enforcement processes										
	Environmental Design/ Reprogramming of Spaces										
8	Immediate study and review of environmental design and programming in public and greenbelt areas for safety with specific emphasis on areas of high crime rates (Levee, Harvey West Park).										
9	Immediate study and review of new transit hub improvement project as it relates to safety enhancements										
10	Implementation of study recommendations targeting areas of highest community safety concern. CPTED and pro-social programming may include: • City-wide lighting improvement project.										

	Table 1: Prevention/Education/Connection Table 1: Prevention/Education/Connection Table 1: Prevention/Education/Connection Time Unintended Metrics & Public										
#	Solution/ Category	Intended Impact	Supporting	Time	Unintended	Metrics	\$	\$	Public		
	 Revitalization of downtown transit hub Downtown alley revitalization Community gardens in City parks. City supported/sponsored events including "nightwalks" Increased collaboration and financial support of volunteer clean-up efforts. Rapid implementation of the City's Ocean Street revitalization plan. "Weed and seed" funding of the City's most blighted commercial areas. City promotion of recreational programs in greenbelt areas with illegal 		data/logic	Scale	Impacts		Cost	Source	Message		
	encampments Community Reform: Addiction and										
	Social Service Abuse										
11	City to conduct a comprehensive homeless survey to establish baseline data to inform community perceptions and responses to homelessness. Questions could include: • Reason for coming to Santa Cruz • How long have they been in Santa Cruz • Where is shelter found • Has a person reached out for assistance • What services do people use • Are people involved in criminal activity • Are people suffering from mental illness or drug addiction										
12	End needle exchange, including SOS, in the City of Santa Cruz. County can move program to unincorporated area such as Live Oak.										
13	Continue needle exchange in Santa Cruz.										

	Table 1: Prevention/Education/Connection Table 1: Prevention/Education/Connection Table 1: Prevention/Education/Connection Through Impact Supporting Time Unintended Metrics & Public											
#	Solution/ Category	Intended Impact	Supporting data/logic	Time Scale	Unintended Impacts	Metrics	\$ Cost	\$ Source	Public Message			
	Move to County Administration Building.		uutu/10gic	Bettie	Impacts		Cost	Bource	Message			
14	Ensure City involvement in development of the											
	Strategic Plan for Alcohol and Drug											
	Treatment and Intervention regarding the											
	future of needle exchange											
15	End most day resource center services at HSC.											
	Focus efforts on long-term housing and											
	rehabilitation of most needy and those most											
	likely to succeed											
16	Facilitate the transition of the HSC to 100%											
	focus on proven effective programs with											
1-	limited externalities.											
17	HSC to focus more effort and resources											
	towards housing and rehabilitation of the most											
10	needy and likely to succeed.											
18	Discretionary social services should only be provided to individuals with paid and/or											
	adjudicated Santa Cruz municipal code											
	violations, proof of 1-year Santa Cruz County											
	residency and under a work/exchange contract											
19	Phase out emergency shelters in Santa Cruz											
17	City											
20	No City funding of adult (non-school) social											
	services, hire development expert to help them											
	raise funds											
21	City pays for outcomes-based social services											
	(not inputs) to non-profits or for-profits at ratio											
	of \$2 saved: \$1 spent.											
22	Expand Homeward Bound program											
23	Have planning department (anything left of											
	RDA/Housing unit) encourage landlords within											
	the City to support Housing First models; any											
	kind of incentive to renting to special needs											
	populations.											

		Table 1: Prev	vention/Educati	on/Connec	ction				
#	Solution/ Category	Intended Impact	Supporting data/logic	Time Scale	Unintended Impacts	Metrics	\$ Cost	\$ Source	Public Message
24	Invest in housing-first best practice programs								
25	City to coordinate with faith-based								
	organizations to develop best-practice social								
	service programs (soup feeds, overnight shelter,								
	rv parking, etc.) to ensure public safety is not								
	unintentionally jeopardized								
26	HSC or Drug/Alcohol treatment donation								
	mobile application so people can donate funds								
	rather than support panhandlers.		T 1						
		T	Education		T		ı	1	
27	Increased community education (includes								
	schools on certain topics) in the areas of SUD,								
	mental health, gang desistence/prevention, and								
20	perhaps other related topics.								
28	City engage with marginalized and under-								
	represented communities in education/outreach								
20	program								
29	Engage with faith-based organizations on issues								
	of homeless services		G						
		T	Connection		<u> </u>		1	1	
30	City-wide campaign for formation of more								
	neighborhood groups								

Strategic Enforcement with Accountability

The mission of the Santa Cruz Police Department (SCPD) is to provide protection and services to our community. With a \$23 million annual budget and 94 budgeted sworn officers serving a population of 62,000, the force runs a lean operation. As a destination spot for summer tourists, UCSC students, and transients, and as an entertainment hub for Santa Cruz County and beyond, the SCPD is often stretched extremely thin.

SCPD currently has 6 vacant officer positions, with several officers out on work related and non-work related injuries, and several other individuals in the training process. In total, SCPD are at 75 percent of sworn strength in the field. Currently there are no gaps in service or coverage, however, this shortage puts a significant strain on those officers serving the community. While there are a number of factors contributing to officer attrition (the recent tragedy, long-term disability, retirement, etc.), SCPD historically has had difficulty maintaining a fully-staffed force. With current staffing levels, it becomes difficult to effectively balance department priorities: crime prevention, investigations, community programming, etc.

Public nuisance/quality of life crimes and repeat offenders put a heavy strain on SCPD resources. Calls for service are at an all-time high and individuals that self-report as homeless account for significant portion of the total number of arrests and citations. Repeat offenders, averaging 100 individuals per year, are responsible for a staggering number of total arrests. Over 50 percent of repeat offender arrests are in some manner related to drugs or alcohol.

SCPD's record volume of repeat offender arrests and municipal code violations is a symptom of a failing criminal justice system for low-level crimes in Santa Cruz County. Lack of jail space, treatment options, probation capacity, and the Superior Court's apparent indifference to nuisance crimes has created an endless cycle of recidivism among low-level criminals.

The mission of the Code Compliance division of the City's Planning and Community Development Department is to ensure a safe, clean, attractive, and healthy living environment for all residents and visitors to Santa Cruz. With a budget of approximately 4.5 million dollars, about half of which devoted to public safety, Code Compliance is also running a lean operation. Code enforcement works to improve blighted areas of town, but depends mostly on Federal grants for funding, limiting the range and scope of enforcement opportunity. Alcohol permits and the enforcement of laws against "drug houses", both concerns of the community, also fall under the jurisdiction of Code Compliance. With such a fundamentally important mission, it is imperative for the City's Code Compliance division to be provided with adequate financial and staffing resources.

The PSTF believes that a strategic intervention is required to improve community conditions around addiction-related crime and public nuisance behaviors in our neighborhoods, open spaces, parks, and business districts. Therefore, the Task Force recommends three priorities: strategic police and code enforcement, offender assistance with accountability/recidivism reduction, and criminal justice system accountability.

Strategic Police Enforcement

Several critical SCPD priorities have been identified by the PSTF. The PSTF recommends the City take immediate measures to staff the SCPD at budgeted levels. The PSTF recommends moving to a targeted policing model, with a strategy that emphasizes enforcement of nuisance crimes in natural, city entry and focal point areas; "broken window" policing; vigorous enforcement of bike license laws; and property seizure law enforcement of repeat drug offenders, those ignoring citations, or violating parole.

The PSTF recommends a program focused on repeat offenders. SCPD should work with the Santa

Cruz County Health Services Agency, Sheriff's Office and social service providers to target repeat

offenders who exhibit the most problematic behaviors in the City. The City and County should create a multi-disciplinary team to work on the most serious cases, following the MOST Team

model.

> In addition, the PSTF recommends implementing new crime-reporting mechanisms via text, mobile applications and web platforms.

Strategic Code Enforcement

The PSTF recommends several priorities for code enforcement, beginning with an immediate study of the City's municipal code ordinances for safety and efficacy. Based on the study results, the PSTF recommends staffing and funding the Code Compliance division at levels necessary to adequately and effectively enforce the municipal code. In addition the PSTF recommends an overnight recreational vehicle parking and private metal recycling centers ban within the City's jurisdiction. Lastly, high-risk alcohol outlet reform should be a top City priority.

Offender Assistance with Accountability/Recidivism Reduction

The Task Force recommends a specialty court model for substance abuser and mentally ill or homeless offenders. This recommendation might take the form of distinct courts for the major categories of offense, or as a Community Court, which would adjudicate all community-driven priorities.

The specialty court is a proven model in halting the revolving door of recidivism by linking offenders to treatment and rigorous judicial monitoring. Specialty courts are highly collaborative, bringing together the criminal justice system and service providers to enforce court-ordered sanctions. The Task Force believes that the specialty court model would provide offenders with the right balance of treatment assistance with accountability. The Task Force further recommends the creation of a coerced drug treatment center at the Rountree facility.

Criminal Justice System Accountability

The PSTF believes that the Criminal Justice System should be held accountable for under-serving the community as it relates to low-level crimes and drug offenses. Improved accountability should be in the form of increased transparency, consistent adjudication of the City's municipal code violations, implementation of a specialty court model, and Probation reform.

In addition, the PSTF recommends a Community Prosecutor model be implemented for the County. Community Prosecution calls upon the community to establish justice priorities and builds collaboration between neighborhoods and the criminal justice system. The Community Prosecutor should work in concert with the specialty court programs (or Community Court).

		Table 2: S	trategic Enforc	<mark>ement wit</mark>	h Accountabilit	y			
#	Solution/ Category	Intended	Supporting data/logic	Time Scale	Unintended	Metrics	\$ Cost	\$ Source	Public Message
		Impact	Strategic Polic		Impacts ement			Source	
31	External review of SCPD organizational		Strategie i one	c Emore					
	structure and performance								
32	Immediately fill existing and budgeted								
	SCPD vacancies								
33	Increase foot/bike/street patrols								
34	Strategy of emphasis on nuisance crimes								
	in natural, commercial, point of entry and								
	focal point areas								
35	Broken windows theory policing, one								
	hotspot at a time including under-								
2.5	patrolled greenbelt areas								
36	Vigorous enforcement of bike license								
	law/illegal to have unlicensed bike or bike with shaved serial numbers.								
37	Use property seizure laws to confiscate								
31	belongings of repeat drug offenders and								
	illegal campers currently evading the								
	justice system								
38	Coordinated strategy with community								
	groups to re-claim one public area at a								
	time starting with SL park and Harvey								
	West								
39	Sue Caltrans, railroad, Army Corps,								
	Nevada & other property								
	owners/businesses who create crime								
40	pollution externalities								
40	Increase use of flash incarceration for								
	repeat offenders (muni coded and drug offenses)								
41	More jail space for short-term								
41	incarceration								
42	Text-based crime reporting								
43	Better web-based crime reporting								
TJ	Better web-based erinic reporting				<u> </u>	l	l		

		Table 2: St	rategic Enforc	ement wit	h Accountabilit	y			
#	Solution/ Category	Intended	Supporting	Time	Unintended	Metrics	\$ Cost	\$	Public Message
		Impact	data/logic	Scale	Impacts			Source	
44	Crime reporting/ broken windows app								
	with transparent response								
45	City or private crime tracker website with								
	location data, arrest data, penalty data that								
	is easy to use								
46	SCPD work with County mental health								
	and service providers to target those who								
	are repeat offenders, causing most								
	problematic behaviors in City; serial								
	inebriates. Create multi-disciplinary team								
	to work on these cases (i.e., MOST Team								
L	model). Focus on top 100 cases.								
47	Maintain curfew at Cowell Beach								
48	The City and UCSC ban and enforce all								
49	public celebration of illicit drug use City and UCSC police should vigorously								
49	enforce state marijuana laws regarding								
	minors, public spaces, and driving under								
	the influence (as stipulated by Measure K)								
			Strategic Cod	e Enforce	ment				
50	Review of zoning ordinances for safety								
	and efficacy								
51	City to fund additional code enforcement								
	officers.								
52	RV parking ordinance (ban)								
53	Close recycling centers near Harvey West								
	& Fair St. (consolidate at landfill).								
54	High-risk alcohol outlet reform								
55	No new headshop permits/ reduce								
56	existing number Improve internal City processes that fail								
30	the community on a systemic basis								
	Code enforcement – online								

		Table 2: St	rategic Enforc	<mark>ement wit</mark>	h Accountabilit	y			
#	Solution/ Category	Intended Impact	Supporting data/logic	Time Scale	Unintended Impacts	Metrics	\$ Cost	\$ Source	Public Message
	reporting system and improved transparency	-			_				
	Planning and permits – create better transparency								
	Bike registration – online registration tied to SCPD								
	CDBG distributions to social service providers – measurable deliverables tied to grants								
57	Penalties (like party house ordinance) for high crime addresses								
		Offender Assistan	nce With Acco	untability	Recidivism Rec	duction			
58	Use SIP model for drug offenders								
59	Use County-owned Rountree facility for coerced treatment								
60	Provide a sobering facility for serial inebriates								
61	Implement a specialty court model for drug/mentally ill/homeless/veteran offenders								
62	Implement a Community Court								
63	Publicly available reporting on judges' decision records								
64	Fund Rountree as a mental health & substance abuse option								
		Crim	inal Justice Sy	stem Acc	ountability				
65	Compel Superior Court to enforce SCPD model for municipal code violations								
66	Return to old model for municipal code violations								
67	Initiate a Community Prosecutor								
68	Initiate a Community Court (or individual								

		Table 2: St	rategic Enforce	ement wit	h Accountabilit	y			
#	Solution/ Category	Intended	Supporting	Time	Unintended	Metrics	\$ Cost	\$	Public Message
		Impact	data/logic	Scale	Impacts			Source	
	specialty courts)								
69	Fund SCC Probation at a level (ratio) that								
	makes it possible for Probation Officers to								
	truly supervise their caseloads; train								
	Probation Officers at a level that they feel								
	safe in dealing with the more violent								
	caseload as a result of AB 109. Openly								
	address the fact that AB 109ers in many								
	cases do have criminal histories that								
	include violent crime.								
70									
70									
	on AB109, reduce overall recidivism								
71	Jail to release inmates to community of								
	origin								

Collaborative Oversight and Appropriate Funding

The PSTF believes that its own process should be the first step in building a county-wide strategic plan for public safety. At the very least, the PSTF recommends the creation of a Public Safety Commission for the City of Santa Cruz. Commission should include a City Council member, a County Supervisor, a representative from the City's Public Works and Park and Recreation Departments, a SCCS Trustee, a representative of the County Court system, and an at-large member of the community appointed by the Mayor and confirmed by the City Council. The group would serve as a diversified, multi-organizational leadership Commission, providing the City Council with guidance on public safety issues on a regular basis.

The PSTF recommends the City Council and County consider an alternative funding mechanism to fund any programs identified herein that are outside of the City and County's regular budget. The alternative funding mechanism could include a tax measure, Social Impact Bonds, or a Pay for Success program.

		Table 3: Colla	borative Overs	sight and A	Appropriate Fu	nding			
#	Solution/ Category	Intended Impact	Supporting	Time	Unintended	Metrics	\$ Cost	\$	Public Message
			data/logic Collaborati	Scale	Impacts			Source	
72	Create a permanent "Public Safety		Collaborati	Ve Oversi	gnt	<u> </u>		Ī	
12	Commission" for the city of Santa Cruz								
73	Have this process be a start. Have an ongoing group focused on these issues with representation from various stakeholders that would create strategic plan; continuing ongoing analysis and work to monitor progress.								
74	Public safety analyst advocate position (to advise city on all aspects of crime reduction)								
75	Formal review of all city actions through filter of public safety (office of comprehensive public safety)								
			Appropri	ate Fundi	ng	ı		I	
76	City alcohol tax dedicated to safety								
77	City or county dedicated public safety sales tax								
78	Pay for success pilot programs								
79	Social Impact Bonds								
80	City to distribute 100% of Community Programming funds to youth and recovery programs.								
81	City to re-evaluate Measure E funding for use of cleanup programs on the San Lorenzo Riverway.								