

POLICE DEPARTMENT OPERATIONS ANALYSIS / PARKS AND RECREATION DEPARTMENT PARK RANGER DIVISION REVIEW

SANTA CRUZ, CALIFORNIA



POLICE OPERATIONS

CPSM[®]

CENTER FOR PUBLIC SAFETY MANAGEMENT, LLC
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Exclusive Provider of Public Safety Technical Services for
International City/County Management Association

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The International City/County Management Association (ICMA) is a 100-year-old, nonprofit professional association of local government administrators and managers, with approximately 9,000 members spanning thirty-two countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to their citizens in an efficient and effective manner. Our work spans all the activities of local government — parks, libraries, recreation, public works, economic development, code enforcement, Brownfields, public safety, etc.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Its work includes both domestic and international activities in partnership with local, state, and federal governments as well as private foundations. For example, it is involved in a major library research project funded by the Bill and Melinda Gates Foundation and is providing community policing training in Panama working with the U.S. State Department. It has personnel in Afghanistan assisting with building wastewater treatment plants and has had teams in Central America providing training in disaster relief working with SOUTHCOM.

The **ICMA Center for Public Safety Management (ICMA/CPSM)** was one of four Centers within the Information and Assistance Division of ICMA providing support to local governments in the areas of police, fire, EMS, emergency management, and homeland security. In addition to providing technical assistance in these areas we also represent local governments at the federal level and are involved in numerous projects with the Department of Justice and the Department of Homeland Security. In each of these Centers, ICMA has selected to partner with nationally recognized individuals or companies to provide services that ICMA has previously provided directly. Doing so will provide a higher level of services, greater flexibility, and reduced costs in meeting members' needs as ICMA will be expanding the services that it can offer to local governments. For example, The Center for Productivity Management (CPM) is now working exclusively with SAS, one of the world's leaders in data management and analysis. And the Center for Strategic Management (CSM) is now partnering with nationally recognized experts and academics in local government management and finance.

Center for Public Safety Management, LLC (CPSM) is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA. The Center for Public Safety Management, LLC maintains the same team of individuals performing the same level of service that it has for the past seven years for ICMA.

CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and identify and disseminate industry best practices. We have conducted more than 269 such studies in 37 states and 204 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Ind.).

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Santa Cruz Police Department. While our analysis covered all aspects of the department's operations, areas of focus of this study include: identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency and effectiveness of division/unit processes.

We analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key operational and administrative personnel, focus groups with line-level department personnel, on-site observations of the job environment, data analysis, comparative analysis, and the development of alternatives and recommendations.

Based upon CPSM's detailed assessment of the Santa Cruz Police Department, it is our conclusion that the department, overall, provides quality law enforcement services. The staff is professional and dedicated to the mission of the department. Through this report, we will strive to allow the reader to look inside the department to understand its strengths and its challenges. We sincerely hope that all parties utilize the information and recommendations contained herein in a constructive manner to make a fine law enforcement agency even better.

Following are our General Observations that we believe identify some of the more significant issues facing the department. Additionally, we have included a master list of recommendations for consideration; we believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the creation of new job classifications. Others involve the reassignment/re-purposing of job duties to different sections and units. Oftentimes, these types of recommendations require a substantial financial commitment on the part of a jurisdiction. In the case of the Santa Cruz Police Department, many recommendations can be accomplished by realigning workload and/or reclassifying job descriptions. It is important to note that in this report we will examine specific sections and units of the department; we will offer a detailed discussion of our observations and recommendations for each.

The list of recommendations is extensive. Should the Santa Cruz Police Department choose to implement any or all recommendations, it must be recognized that this process will not take just weeks or even months to complete, but perhaps years. The recommendations are intended to form the basis of a long-term plan. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country and should in no way be interpreted as an indictment of what we consider to be a fine department. As well, new leadership in the department creates an environment in which constructive change can thrive. While all the recommendations are important, we suggest that those addressed within General Observations, which follows, receive priority.

GENERAL OBSERVATIONS

- The Santa Cruz Police Department recently hired a new police chief (four months prior to the site visit). Previously, he was the Chief of Police for the City of Eureka in Humboldt County. When a new chief is brought into any law enforcement organization, there is a sense of excitement, and at the same time, some sense of angst by staff members and department personnel about the new chief and the direction the department will go into the future. This is true for the SCPD.
- The department currently has no mission statement; however, one of the objectives of the new Chief of Police is the development of such a statement. As the department works towards that goal, it should consider what it aims to achieve. It would be wise for the department to continue with the development of a mission statement.
- The department has the opportunity with the new chief to develop a strategic plan that will clearly provide guidance on the future of the organization and will define what the department's mission is in serving the community. The chief should work with the employees of the department to develop the strategic plan.
- The city has defaulted the handling of almost all social ills in the city to the police department, especially those dealing with the homeless population. Through the focus groups conducted with the department's supervisors and line-level personnel, it was obvious there is a high level of frustration among all employees regarding the responsibilities of dealing with the homelessness issue.
- The department appears to be well-equipped with essential and necessary equipment, employees are well-trained (officers receive more than the state mandated yearly training hours) and are professionally outfitted and groomed.
- The department currently has three sergeant positions that have not been filled due to the lack of staffing. Supervision is a critical element for law enforcement agencies trying to shape and guide their employees in the delivery of modern police services. First-line supervision is essential to discipline, accountability, liability, and health in an organization. As quickly as staffing allows, the department should promote personnel into the unfilled positions at that rank.
- CPSM learned that officers believe they are hindered in their mission to protect and serve the community by external issues with county systems, specifically, at the county jail facility, District Attorney's Office, and with social service providers. (See *External Issues in the Miscellaneous Section for further information.*)
- The issues at the county jail facility regarding the time that is necessary to book arrestees, has caused officers to spend a great deal of time off the streets and out of service while involved in the booking process. (See *Transportation and Booking in the Miscellaneous Section for further information and recommendations.*)
- The Santa Cruz Police Department faces challenges associated with a relatively high crime rate as compared to the region, state, and nation. For purposes of this study, the crime rate is indexed for population. Based upon available staffing, patrol workload demands are high. The crime level and workload situation in Santa Cruz are like those found in communities with similar demographics, especially those dealing with issues that are also prevalent in Santa Cruz.
- In virtually all police studies conducted by CPSM, lack of communication within the agency is cited as a major organizational impediment. That sentiment was expressed in Santa Cruz as well. In some cases, the concern raised is justifiable, and in other cases, those who express the

concern have subjected themselves to selective awareness. In any event, open, constructive communication is vital to any organization. The new chief recognized internal communication was an issue and began exploring new avenues to assist with the issue. For example, the chief recently began having "open hours" during which anyone in the organization can come into his office and discuss any issue. These kinds of new avenues should continue and will likely foster more internal communications.

- CPSM also suggests an option that involves executive staff hosting a quarterly "State of the Department" briefing where staff can give a short status report on important issues, changes, new programs, etc., facing the department, and allow for questions or input from all employees. Such meetings should be scheduled to allow all shifts to participate, and topics should be solicited from employees in advance of the meeting to ensure that issues of importance to employees are addressed. No, this is not a panacea, but those who are truly interested in department activities outside of their "workspace" can get a better understanding of the department's work plan and how they may contribute to the betterment of the department. For those who have selective awareness, they have only themselves to blame should they choose not to participate.

As noted previously, key specific recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operation of the Santa Cruz Police Department. The recommendations listed here are meant to ensure that law enforcement resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining a high level of service to the citizens of the City of Santa Cruz.

CPSM staff would like to thank Chief of Police Andrew Mills, Principal Management Analyst Lupita Alamos, and the entire staff of the Santa Cruz Police Department for their gracious cooperation and assistance in completing this project.

RECOMMENDATIONS

Administrative

1. Develop a four- to five- year strategic plan to guide the department's work efforts. (See p. 20.)
2. Improve internal communications, both top to bottom and bottom to top, to ensure members of the organization are aware of the department's work plan, and that they feel they are valued and considered. (See p. 20.)
3. Develop a department Mission and Value statement. (See p. 20.)

Patrol

4. Empanel a committee on calls for service (CFS) to evaluate service demands and attempt to reduce and/or eliminate nonemergency responses. (See p. 51.)
5. Configure patrol into 12-hour shifts using four patrol squads and two community response teams. (See p. 51.)
6. Add one sergeant position to Field Operations to coordinate administrative and planning efforts. (See p. 51.)
7. Address "hot spots" in the community by leveraging all operational assets of the department. (See p. 51.)
8. Embrace a more strategic approach to traffic safety. Place the responsibility for traffic safety with the supervisor of the Traffic Division and use this section as the research and planning arm to support this effort. (See p. 51.)

Downtown Unit

9. Consolidate personnel into one unit and assign as a team. (See p. 52.)

Neighborhood Enforcement Team (NET)

10. Add two additional investigators on a permanent basis to the NET. (See p. 53.)
11. Develop an integrated intelligence and crime analysis function to supplement investigations and patrol deployment and to be able to develop a crime prevention and community engagement strategy. (See p. 53.)

Investigation Section

12. The rotation period for investigators as determined by department management should be documented to provide personnel with a clear understanding of the department's intent for this assignment. (See p. 58.)
13. Incorporate data management (caseload, clearances, etc.) into the operations of the Investigation section. (See p. 58.)
14. Cases closed, inactivated, or otherwise disposed of through the triage process should be accounted for and statistically tracked in the new RMS. (See p. 58.)
15. A clear policy should be developed to outline department case screening criteria and those accountable for such screening. (See p. 58.)
16. When the new RMS system comes online, it should be used to extract and massage case management information into relevant and timely management reports for investigative supervisors and department managers to analyze. (See p. 58.)

17. The planned Alliance RMS system replacement should have an investigative module that provides real-time information for assessment of the department investigative function. (See p. 58.)
18. Clearance rates should be part of the evaluation process in the Investigation Section. (See p. 58.)
19. CPSM recommends that SCPD explore civilianizing the data forensic unit. (See p. 58.)
20. District Attorney case rejects should be reviewed on an ongoing basis for training issues and incorporated into the department training curricula. (See p. 58.)
21. An Investigation-specific policy and procedure manual should be developed for investigators' reference. (See p. 58.)
22. The SCPD staffing commitment to the gang task force should be evaluated for its value to the department. (See p. 58.)
23. The process for selecting and assigning a Victim Advocate volunteer should be initiated. (See p. 58.)

Records

24. Consider developing a section within the policy manual for Records to include special orders specific to critical functions. (See p. 65.)
25. All end-users should be part of the current Request for Information phase of the purchasing process to obtain a new department RMS. (See p. 65.)
26. If any additional patrol staffing and/or other staff recommended by this assessment comes to fruition and which will increase department workload, consideration should be given to incremental staff increases in Records to meet the workload demand affecting this section. (See p. 65.)
27. E-ticket compatibility should be included in the RMS RFI process. (See p. 65.)
28. The report deferral policy must be followed and an accounting process for such deferrals must be developed and complied with. (See p. 65.)
29. The Alliance report queue needs to be addressed by SCPD management through policy modification and management oversight. (See p. 65.)
30. SCPD should ensure that its camera deployment plan takes into consideration department resource needs beyond the physical purchase of the cameras. (See p. 66.)
31. CPSM recommends that the department evaluate and implement an appropriate third-party service for public records handling to reduce the department's processing workload. (See p. 66.)
32. CPSM recommends frequent re-training be provided to appropriate Records staff to ensure the correct UCR criteria continues to be adhered to in reporting of crime and clearances. Coding should be the responsibility of a limited number of staff, not to exceed two. (See p. 66.)
33. CPSM recommends SCPD eliminate the acceptance of cash at its public window as a payment option for department services or records. (See p. 66.)
34. A department audit process should be established for the payment intake process at the public window. (See p. 66.)

35. A policy should be established that directs officers to provide their voice mail number to public contacts and that the system be checked by officers regularly. (See p. 66.)

Property and Evidence

36. Review the current practice of not having P&E staff respond to large/special evidence scenes. (See p. 69.)
37. CPSM recommends that the department create a P&E operations manual that describes in detail the handling of specific evidence and property and which also includes new and enhanced security protocols. (See p. 69.)
38. Ensure inspections and audits are conducted as called for in department policy. (See p. 69.)
39. Repair and secure the cash safe in the evidence vault. (See p. 69.)
40. The evidence office/room alarm system should be repaired and if / when it is operational, staff should be advised and directed to activate daily. (See p. 69.)
41. Address chain of evidence security issues in the garage area. (See p. 69.)
42. Management should review the security issues relative to release of property to the public and make necessary corrections. (See p. 69.)
43. The process of correcting evidence submission errors must be overseen by supervision and management to ensure timely modification. (See p. 69.)
44. An advanced Property and Evidence module should be included in any bid evolving from the current search for a new records management system. (See p. 69.)
45. The lack of regular case dispositions being provided by the responsible parties should be rectified by management. (See p. 69.)
46. Steps must be taken, and resources must be added, to address (purge) the backlog of property and evidence that has no evidentiary value. (See p. 70.)
47. A complete inventory followed by an audit should be conducted and the audit recommendations implemented. (See p. 70.)
48. CPSM recommends the P&E section have a designated supervisor. (See p. 70.)
49. The P&E supervisor (if established) and staff should be provided ongoing training on P&E best practices. (See p. 70.)

Professional Standards

50. Provide the citizen complaint form on the department website and allow for the completion and submission online by citizens. (See p. 75.)
51. Have scheduled weekly or bi-weekly meetings between the PSU sergeant and the Chief to ensure the Chief is kept informed of the status of internal investigations. (See p. 75.)
52. Add into department policy a required time frame for the completion of internal investigations. (See p. 76.)
53. Develop a protocol for at least monthly contact with complainants to advise them of the status of the investigation of their complaint. (See p. 76.)
54. Develop a threshold for the number of complaints that trigger the EWS. (See p. 76.)

55. Send all members of the department who are conducting personnel investigations to some type of internal affairs training. (See p. 76.)
56. Consider disseminating brief synopses of internal affairs cases within the department to make officers aware of potential areas of misconduct and the penalties associated with unacceptable conduct. (See p. 76.)

Use of Force

57. Begin tracking all uses of force by officers as defined by department policy. (See p. 77.)
58. Begin tracking uses of force in the I/A Pro database by individual officer and not only by incident. (See p. 77.)
59. Begin having use of force reports reviewed by the department's use of force expert or instructor for the purpose of identifying trends in required training. (See p. 77.)
60. Update the use of force form to reflect all uses of force used by officers. (See p. 77.)
61. Identify a threshold for the number of uses of force that trigger an intervention under the EWS. (See p. 77.)

External Issues

62. SCPD leadership should have a dialogue with the Sheriff to find solutions to the excessive booking process times. (See p. 78.)
63. SCPD leadership should have a dialogue with the District Attorney to present the issues of the filing, or non-filing, of criminal cases. (See p. 78.)
64. SCPD leadership should have a dialogue with city elected officials to ensure they make the county aware of the issue of lack of resources surrounding the homeless population. (See p. 78.)

Transportation and Booking of Prisoners

65. Use park rangers for transportation if they are brought under the umbrella of the SCPD. (See p. 79.)
66. Hire two additional rangers specifically for transportation. (See p. 79.)
67. If the rangers are not brought under the umbrella of the police department, use CSOs to complete the booking process at the jail once a police officer has transported the prisoner. (See p. 79.)

Recruitment, Hiring, Retention

68. Expand the use of social media and Internet job sites in recruitment efforts. (See p. 82.)
69. Assess the development of a Cadet and/or Explorer program in the agency as a source of identifying qualified applicants. (See p. 82.)
70. Assess the possibility of the city accepting a lateral officer's current retirement plans when they are hired. (See p. 82.)
71. Assess the value and benefits of continuing the reserve program into the future. (See p. 83.)

Training

72. Develop a list of potential required training classes / courses for each specialty assignment in the department. (See p. 85.)

73. Ensure management personnel attend executive-level training programs. (See p. 85.)
74. Develop a career track program for officers to promote or move to other assignments. (See p. 85.)
75. When staffing allows, assign a sergeant as the Training Manager and eliminate the part-time Training Manager position. This position would also be responsible for coordinating recruitment and hiring efforts. (See p. 85.)
76. Develop a training manual for newly promoted sergeants. (See p. 85.)

Facility

77. Replace the aging security camera system within the facility and extend the recording capabilities of the system. (See p. 88.)
78. Either transfer all facility responsibilities to the city's maintenance department or create a civilian full-time facilities position within the department to replace the current part-time position. (See p. 88.)
79. Use the currently unused prisoner holding area for storage. (See p. 88.)

Crime Analysis

80. Create a crime analyst position within the department. (See p. 89.)

PARK RANGER RECOMMENDATIONS

Facility

81. When feasible, and without unnecessary delay, appropriate facilities should be made available for both the headquarters and downtown locations. (See p. 100.)

Training

82. Continue to develop the training program with an eye toward bringing into and maintaining compliance with training objectives as established by the department. (See p. 103.)
83. Ensure that all rangers are compliant with PC 832 training standards and/or update training records to reflect compliance. (See p. 103.)
84. Upgrade training records as necessary to more easily ensure compliance with required/desired training courses. (See p. 103.)
85. All park ranger personnel assigned to enforcement duties should complete the department's internal training program (FTO). (See p. 103.)
86. Ensure that all personnel attend crisis intervention training to assist them in interacting with the homeless/transient population that they commonly encounter. (See p. 104.)
87. Explore opportunities to obtain POST ID numbers for Ranger staff to allow for enhanced low-cost training. This may require sponsorship from the police department. (See p. 104.)
88. Explore POST supervisory training opportunities for the Chief Ranger and the Senior Rangers who perform supervisory duties. (See p. 104.)

Policies

89. Consider rescinding Policy 448.2 regarding the issuance of audio recorders and prohibiting the use of such. In the alternative, if recorders are to be issued, the policy should be revised to provide specific direction as to the situations in which they are to be used, storage solutions for the recordings acquired, and the term length for storage established to comply with the city's records retention policies. (See p. 105.)
90. As called for in Policy 462.2, a crisis intervention strategy should be developed with specific guidelines for rangers' roles. CPSM recommends that the SCPD serve as the primary agency for any incidents regarding the mentally ill other than casual contacts in the normal course of business. (See p. 105.)
91. A policy should be developed regarding property and evidence collected by the Ranger Division. It is recommended that all collected/seized property and evidence be turned over to the SCPD for storage/disposal. (See p. 105.)

Use of Force

92. A comprehensive use of force reporting document should be developed to include initial reporting by the involved officer and review and analysis by a first-line supervisor whenever a use of force occurs as described in Policy 300.5.1. (See p. 106.)
93. The Chief Ranger should conduct, or cause to be conducted, a formal use of force review to include analysis by certified trainers in the type of force applied (e.g., a Taser deployment review by a certified Taser instructor). The objective of such review is to determine compliance with policy and to identify potential areas for improved training. (See p. 106.)

Personnel Complaints / Investigations

94. Records should be maintained for both formal and informal personnel complaints. (See p. 107.)
95. The personnel complaint form should be modified to include subject ranger and witness information. (See p. 107.)
96. The Parks and Recreation Director and Chief Ranger should be provided with copies of all complaints and dispositions processed through the Human Resources Department. (See p. 108.)
97. The City Attorney should be consulted regarding the city's apparent obligation to comply with Government Codes 3300-3312 with respect to allegations of misconduct involving park rangers. If the City Attorney concurs with CPSM's conclusions regarding the peace officer status of park rangers and the city's obligation to comply with these codes during personnel investigations, steps should be taken immediately to come into compliance. This may involve training of appropriate staff, or the assignment of such investigations to the SCPD Internal Affairs Section. (See p. 108.)

Staffing

98. Increase deployment at the six most heavily impacted parks to provide at least half-time coverage at each. (See p. 112.)
99. Increase staffing in the Downtown Unit through the addition of two full-time rangers. (See p. 112.)
100. Full-time staffing should be increased to four supervisors and 15 full-time rangers. No changes are recommended for part-time and seasonal staffing. (See p. 112.)

101. Increase clerical support from a part-time person to a full-time person. In addition to the current duties relating to the collection of data, this position should assist in the maintenance of records pertaining to training, use of force, personnel complaints, and the development of a monthly activity report that provides more concise and valuable information to the Director of the Parks and Recreation Department. (See p. 112.)

Summary

102. Consider transferring the security / enforcement component of the Park Ranger program to the SCPD, or in the alternative, implementing the recommendations offered throughout this report for improvement of the program as it exists today. (See p. 114.)
103. Consideration should be given to ensuring that seasonal rangers are fully trained in law enforcement functions as carried out by permanent rangers or changing their status to security and/or maintenance duties with no enforcement authority. (See p. 114.)

SECTION 2. METHODOLOGY

Data Analysis

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

Interviews

This study relied extensively on intensive interviews with personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Focus Groups

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

Community Focus Group

In addition to departmental focus groups, CPSM hosted a focus group for members of the community. Here, we solicited input from community members concerning their feelings toward the department, specific to its strengths, weaknesses, opportunities present for improvement, and threats to operational effectiveness. Reporting on this meeting can be found later in this report.

Elected Officials Focus Group

Additionally, CPSM hosted a focus group of elected officials from the city and county. Here, we solicited input from community members concerning their feelings toward the department, specific to its strengths, weaknesses, opportunities present for improvement, and threats to operational effectiveness. Reporting on this meeting can be found later in this report.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Santa Cruz Police Department. Information on strategic plans, personnel staffing and deployment, monthly and annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were reviewed by project team staff. Follow-up phone calls were used to clarify information as needed.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, investigations, support services such as records, communications, property and evidence, and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is the case in this study as well. In the following subsections, we will extensively discuss workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

COMMUNITY OVERVIEW

The City of Santa Cruz is located on California's Central Coast in Santa Cruz County. The city has a total land area of 12.74 square miles and water area of 3.09 square miles. Santa Cruz is famous for its beaches, vibrant downtown business area, and the sport of surfing. The city is also a university town being the home to the University of California, Santa Cruz. The city's wharf and boardwalk are a major tourist attraction. The United States Census Bureau 2016 estimated population of approximately 64,465 represents an increase over the 2010 population of 60,606. The city is governed by a Council/ Manager form of government.

The City of Santa Cruz is a heterogeneous community; its population is 74.5 percent white, 19.4 percent Hispanic, 1.8 percent African American, 0.7 percent Native American, 7.7 percent Asian, and 5.7 percent two or more races. The median age of its residents is 28.7 years of age, and 92.8 percent of its citizens possess a high school diploma or higher.

The owner-occupied housing rate is 43.3 percent for the city, while rental-occupied housing is 56.7 percent. Persons per household rate for the city is at 2.42 compared to 3.00 statewide. The median household income is \$62,164 for the city, compared to \$61,818 for the State of California. Persons living in poverty make up 23.8 percent of the city's population, compared to 16.3 percent for the state of California. The median home price in the City of Santa Cruz is \$659,500.

Owner-occupied housing and poverty rates are examined, as lower home ownership and higher poverty rates are often found in communities with higher crime rates. This appears to be the case in Santa Cruz, and these could be significant factors when looking at police services.

DEPARTMENT AND LAW ENFORCEMENT OVERVIEW

The Santa Cruz Police Department provides a full range of law enforcement services, excluding custody operations. It is the largest municipal law enforcement agency in Santa Cruz County. As such, it serves as a leader in law enforcement services for the county. It is a member of the Public Safety Communication Center, which provides 911/emergency dispatch services for all public safety agencies within Santa Cruz County.

Uniform Crime Report/Crime Trends

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how crime rates in the City of Santa Cruz measure against those of other local California agencies as well as the state and the nation.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. In Part 1 offenses, representing the most serious

crimes, the UCR indexes incidents in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

Data acquired by CPSM from the FBI for use in this reporting reflects that which is most currently available (calendar year 2015). As indicated in Table 3-1, in 2015, the Santa Cruz Police Department reported a UCR Part I violent crime rate of 779 (indexed) and a property crime rate of 5,557 (indexed). The number of actual offenses in 2015 are shown as part of Table 3-3.

In comparing Santa Cruz Police Department data with other California cities, one can see Santa Cruz reports above-average rates for both violent and property crime. Of the cities shown, Santa Cruz is substantially higher in both categories compared to nearly all the other jurisdictions.

TABLE 3-1: Reported Crime Rates in 2015, by City

City	State	Population	Crime Rates		
			Violent	Property	Total
Alameda	CA	78,613	188	2,314	2,502
Arcadia	CA	58,694	116	2,167	2,283
Azusa	CA	49,431	350	2,452	2,802
Baldwin Park	CA	77,538	386	1,860	2,245
Brentwood	CA	58,398	188	2,206	2,394
Ceres	CA	47,693	256	3,367	3,623
Covina	CA	49,300	219	2,290	2,509
Gardena	CA	60,782	495	2,499	2,994
Glendora	CA	51,753	106	2,581	2,688
Huntington Park	CA	59,668	647	3,397	4,044
Lodi	CA	64,369	586	3,252	3,837
Manteca	CA	75,019	284	3,265	3,548
Merced	CA	82,409	926	3,349	4,275
Montebello	CA	64,280	246	2,617	2,862
Monterey Park	CA	61,750	167	2,185	2,351
Newark	CA	45,258	223	2,581	2,804
Pittsburg	CA	69,340	324	3,484	3,809
Pleasanton	CA	79,611	108	2,065	2,173
Redondo Beach	CA	68,492	270	2,565	2,835
Redwood City	CA	84,415	225	2,182	2,407
Turlock	CA	71,895	529	3,818	4,347
Union City	CA	74,648	355	2,201	2,556
Walnut Creek	CA	68,530	133	3,706	3,839
Watsonville	CA	53,581	565	3,602	4,168
West Covina	CA	109,030	241	2,735	2,976
Santa Cruz	CA	64,076	779	5,557	6,336
California		39,315,550	424	2,605	3,029
United States		327,455,769	368	2,376	2,744

Note: Rates are indexed per 100,000 population. Source: FBI Uniform Crime Report

Figure 3-1 shows the trend in Part 1 crime in Santa Cruz over the ten-year period of 2006-2015. The figure shows that both violent crime and property crime remained somewhat constant from 2009 to 2015. The highest property crime rate occurred in 2012, with the lowest seen in 2008.

FIGURE 3-1: Santa Cruz Reported Violent and Property Crime Rates, by Year



Figure 3-2 displays a comparison of combined violent and property crime rates for both Santa Cruz and the State of California for the period of 2006 through 2015. The figure shows that crime is trending downward for the state but remaining relatively the same for the City of Santa Cruz (with increases and decreases from year to year). It also shows that the indexed crime rate in Santa Cruz is higher than the state average. Again, this is driven by higher-than-average property crime rates.

FIGURE 3-2: Reported City and State Crime Rates, by Year

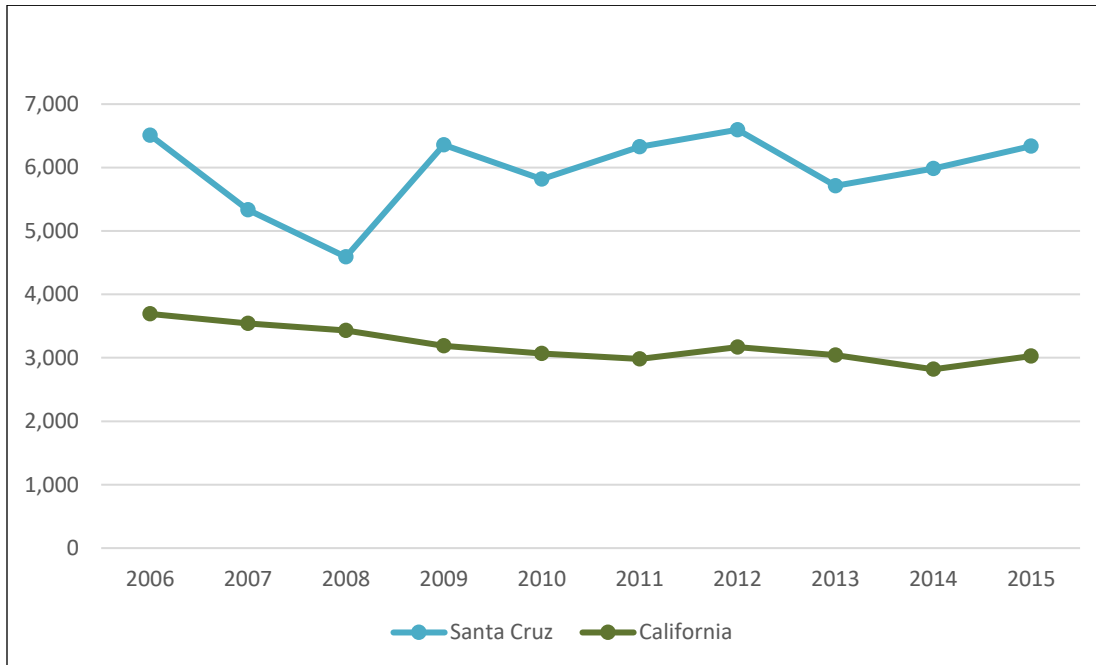


Table 3-2 compares Santa Cruz crime rates to both the state and national rates year by year for the period 2006 through 2015. Again, these data are indexed per 100,000 population. This information is provided for illustration purpose only.

Table 3-3 compares Santa Cruz crime clearance rates to the state and national averages. These clearance rates are based upon the department's reporting to the UCR. As can be seen, the department's clearance of rape cases is roughly half the state and national averages. However, in all other areas, its clearance rates are similar to the state's and nation's.

TABLE 3-2: Reported Santa Cruz, State, and National Crime Rates, by Year, 2006-2015

Year	Santa Cruz				California				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2006	55,253	722	5,788	6,510	36,572,532	531	3,161	3,692	304,567,337	448	3,103	3,551
2007	54,626	881	4,452	5,333	36,672,767	521	3,023	3,544	306,799,884	442	3,045	3,487
2008	55,255	807	3,784	4,591	36,876,276	502	2,931	3,433	309,327,055	438	3,055	3,493
2009	56,155	807	5,549	6,356	37,061,435	471	2,717	3,188	312,367,926	416	2,906	3,322
2010	59,946	922	4,898	5,820	37,346,022	439	2,629	3,068	314,170,775	393	2,833	3,225
2011	60,651	791	5,533	6,325	37,819,249	410	2,574	2,983	317,186,963	376	2,800	3,176
2012	60,902	711	5,887	6,597	38,183,375	421	2,747	3,169	319,697,368	377	2,758	3,135
2013	62,517	651	5,059	5,710	38,498,377	394	2,646	3,041	321,947,240	362	2,627	2,989
2014	63,440	828	5,154	5,982	38,970,399	389	2,430	2,819	324,699,246	357	2,464	2,821
2015	64,076	779	5,557	6,336	39,315,550	424	2,605	3,029	327,455,769	368	2,376	2,744

TABLE 3-3: Reported Santa Cruz, State, and National Clearance Rates in 2015

Crime	Santa Cruz			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	2	2	100%	1,880	1,164	62%	16,304	9,598	59%
Rape	44	9	20%	12,794	5,304	41%	119,732	42,962	36%
Robbery	116	43	37%	52,805	16,285	31%	321,519	90,010	28%
Aggravated Assault	337	197	58%	99,231	53,695	54%	749,010	390,068	52%
Burglary	431	47	11%	197,234	21,546	11%	1,535,314	194,795	13%
Larceny	2,831	351	12%	655,952	92,864	14%	5,545,667	1,191,030	21%
Vehicle Theft	299	20	7%	170,819	14,314	8%	698,558	88,593	13%

Department Authorized Staffing Levels

Table 3-4 displays the authorized staffing levels for the department for 2015 through 2017 to date. Staffing levels will be addressed throughout the report as we discuss specific operating sections. This table is simply intended to provide a broad overview of staffing levels for the past three years.

TABLE 3-4: Department Authorized Staffing and Actual Levels, 2015-2017

Position	2015 Budgeted	2015 Actual	2016 Budgeted	2016 Actual	2017 Budgeted	Actual (11/8/17)
Sworn Positions:						
Chief of Police	1	1	1	1	1	1
Deputy Police Chief	2	2	2	2	2	2
Lieutenant	5	4	5	4	5	4
Sergeant	15	14	15	14	15	13
Officer	71	67	71	69	71	63
Officer Trainee		3		3		7
Sworn Total	94	91	94	93	94	90
Civilian Personnel:						
Principal Management Analyst	1	1	1	1	1	1
Community Relations Specialist	1	1	1	1	1	1
Administrative Assistant I/II	2	2	2	1	2	2
Administrative Assistant III	1	1	1	1	1	1
Police Records Manager	0	0	1	1	1	1
Police Records Supervisor	1	1	0	0	0	0
Senior Police Records Tech	0	0	1	1	1	1
Police Records Techs	7	4	7	7	7	7
Police Property Attendant	3	2	3	3	3	3
Police Payroll and Purchasing Clerk	1	1	1	1	1	1
Victim Advocate	1	1	1	1	1	1
Community Service Officer	6	6	6	5	8	8
Civilian Total	24	20	25	23	25	25
Total Authorized Personnel	118	111	119	116	119	115

SECTION 4. ADMINISTRATIVE

STRATEGIC PLANNING

SCPD currently has no department strategic plan. Strategic planning is an organizational management initiative that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes/results, and assess and adjust the organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does, and why it does it, with a focus on the future. Effective strategic planning articulates not only where an organization is headed, and the actions needed to make progress, but also how it will know if it is successful.

The department has expressed to CPSM that it realizes the importance of a strategic plan and is working toward that goal. The recent hiring of a new police chief opens an opportunity to begin the work toward that plan. CPSM recommends that the organization continue its effort to develop a strategic plan.

MISSION STATEMENT

SCPD currently has no mission or vision statement that provides a common theme around which members of the agency can base their day-to-day public interactions, tactical decision making and long-term strategic planning. When properly integrated within the organization, a mission and vision statement can create a sense of unity, direction, and opportunity. A mission and vision statement also will provide the foundation for an organization's strategic planning efforts. It is incumbent upon the leadership of the agency to ensure it develops a mission statement that reflects the short-term and long-term goals of the organization and the community which it serves. CPSM would recommend that the organization continue with its work to develop a mission and vision statement.

Administrative Recommendations:

- Develop a four- to five- year strategic plan to guide the department's work efforts. (Recommendation 1.)
- Improve internal communications, both top to bottom and bottom to top, to ensure members of the organization are aware of the department's work plan, and to ensure they feel they are valued and considered. (Recommendation 2.)
- Develop a department Mission and Value statement. (Recommendation 3.)

SECTION 5. OPERATIONS DIVISION

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

DEMAND

It was reported to the CPSM team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. The result of this policing philosophy is the delivery of comprehensive policing services to the Santa Cruz community. The department has the hallmark of a small-town approach to policing, in which people are not just citizens but members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high. This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach. Patrol must be staffed with enough officers to respond to these calls.

When examining options for the department's direction, the city and the department face the choices of a) continue to provide police patrols as they do now, or b) take steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol. That is, the department must decide whether to sustain its comprehensive level of police service or take the steps necessary to manage public demand. Essentially, this is a political decision regarding the quantity of police services offered to the Santa Cruz community. But quality doesn't need to suffer. The recommendations offered regarding operations, if implemented, will permit the Santa Cruz Police Department to continue its full-service model of policing yet run the agency more efficiently.

TABLE 5-1: Calls for Service

Category	Community-initiated			Police-initiated		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accident	1,553	1.9	40.1	106	1.7	32.5
Alarm	1,393	1.9	14.1	16	1.8	8.6
Animal	98	1.2	17.0	2	1.0	2.2
Assist citizen	1,786	1.2	27.7	635	1.4	19.0
Assist other agency	657	1.8	25.0	32	1.7	29.9
Check	3,114	1.7	20.9	11,777	1.3	18.4
Crime-person	3,693	2.5	36.8	294	2.6	43.3
Crime-property	6,321	1.6	29.2	251	1.8	29.4
Disturbance	7,037	2.0	19.0	233	2.3	19.5
Drug/alcohol	2,415	1.8	23.7	145	1.8	37.4
Follow-up	2,613	1.1	32.3	1,566	1.1	30.6
Investigation	1,783	1.5	34.2	315	1.5	37.1
Juvenile	237	2.0	38.1	15	2.1	29.8
Medical emergency / mental health	1,543	2.3	30.5	33	1.7	19.1
Ordinance violation	3,565	1.3	18.8	353	1.4	14.2
Prisoner transport	0	NA	NA	106	1.4	43.0
Suspicious person / vehicle	7,674	1.7	18.6	103	1.9	25.4
Traffic/vehicle related	1,439	1.3	23.8	5,001	1.3	13.4
Weighted Avg./ Total Calls	46,921	1.7	25.0	20,983	1.3	19.2

Table 5-1 presents information on the main categories of calls for service received from the public that the department handled between the period, June 1, 2016 to May 31, 2017. In total, department officers were dispatched to 68,000 calls during that 12-month period, or approximately 186 calls per day.

To evaluate the workload demands placed on the department, it is useful to examine the number of CFS received from the public in relation to the population. With a population estimated to be approximately 64,000, the total of 68,000 CFS translates to about 1,063 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS-to-population ratio ranging between 400 and 1,000 CFS per 1,000 persons per year. Lower ratios typically suggest a well-managed approach to CFS. The value of 1,063 CFS/per thousand/year would suggest the need for a more rigorous policy for triaging nonemergency calls. A well-managed dispatch system includes a system where CFS are screened and nuisance calls eliminated before they are dispatched.

It appears that the Santa Cruz Police Department should consider being more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. For example, responding to false alarms, or to motor vehicle accidents involving only property damage at which the police role is largely, are two categories that could be

examined. There are others. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services are not essential.

Alarm Reduction Program

False alarms are a source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. During the study period the SCPD responded to almost 1,400 alarm calls. The response to the overwhelming majority of these calls is undoubtedly unnecessary and is an inefficient use of police resources.

Currently, Santa Cruz has a set of alarm regulations. Chapter 9.58 of the Santa Cruz City Code, entitled "Burglary and Robbery Alarm Regulations," governing this program. However, the city and police department are in the process of rewriting the current ordinance for relevancy to today's alarm calls. According to this code, there are fees for alarm registration and monetary penalties for repeated false alarms. The first false alarm in a calendar year carries a warning, the second a penalty of \$100 and each false alarm recorded thereafter carries a \$200 penalty. Since its inception in October of 2014, this program has collected more than \$175,000 in alarm registration fees, and \$75,000 in false alarm fees.

The city and the SCPD should be commended for tackling the rewriting of the code for relevance; however, false alarm calls continue to require a substantial commitment of resources by the SCPD and additional steps could be taken to further reduce unnecessary responses and strengthen an already sound program.

The department is currently using a double-call verification protocol which is becoming the norm across the country. Under such a program an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond. The city should consider making greater use of the data it collects on the false alarms already recorded. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms. Many of the alarms triggered in the city are motion alarms that are tied to the residential burglar alarm. Although the double verification protocol is used, most times the resident insists on a response. The new policy needs to address the new style alarm calls. Once the new ordinance is written, the department should again closely examine its response to alarm CFS.

Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer can be questionable in many instances. In the period under observation, the SCPD responded to 1,533 motor vehicle accidents. The SCPD discontinued police response to property damage-only accidents and will only assign an officer to respond if there is an injury or one of the vehicles needs to be towed. This is an excellent policy and the department should be commended for implementing it and deploying its resources appropriately.

However, many of the accidents assigned for response are investigated by the traffic unit. As discussed in another section of the report, the use of specialized traffic safety personnel to investigate routine traffic accidents should be reconsidered. CPSM recommends that the policy of dispatching specialized traffic safety officers to vehicle crashes is the least efficient use of their time and resources. Our examination indicates that only 3.3 percent of citizen-initiated CFS

during the study period were traffic accidents. This is a relatively low percentage and undoubtedly a function of the SCPD policy not to respond to property-damage only accidents. However, this is still a large number of incidents for the traffic unit to handle. In addition, the data analysis section of the report indicates that the average response time to an accident CFS in Santa Cruz is approximately 40 minutes. Such a lengthy response time leads to dissatisfaction with the police and reinforces negative perceptions of the police. The nature of the service is a misuse of emergency resources in most cases, and a lengthy response is detracting from good customer service.

The policy of responding to these types of CFS should be reconsidered. The order of assignment for these incidents should be reversed. Patrol officers should be first up, and then traffic unit personnel. To support this approach, at least one CSO should be assigned to each patrol shift to support CFS demand. In addition, other demand reduction steps need to be taken to ensure that patrol officers have time to dedicate to accidents involving injuries.

Ordinance Violations

During the period of analysis, SCPD responded to more than 3,500 ordinance call violations. An ordinance call may involve things such as alcohol violations, camping, county or municipal ordinance violations, littering, panhandling, skateboarding, urinating in public, etc. Clearly, these incidents are a source of disorder and community dissatisfaction, but they are not the types of incidents that warrant an emergency response.

Instead of encouraging the use of 911 to request a police response to these types of CFS, the SCPD should develop an alternative and deferred method. Creating a “hot-line” or directing citizens to the web-based reporting features already in use by the SCPD would be a more efficient approach. The CPSM data analysis indicates that the average response time to an ordinance CFS is 130 minutes; that is, more than two hours. The current state of response to these CFS is delayed anyway; therefore, consideration should be given to eliminating these types of CFS from the patrol workload altogether. Instead of assigning an emergency response, the CFS should be accepted and the complainant advised that a follow-up will be conducted by a unit in the SCPD most capable of dealing with the issue. Furthermore, officers are prohibited from taking summary action for most of these complaints in the first place. So, if there is a two-hour delay to a CFS that an officer cannot do much about in the first place, accepting and assigning that call seems illogical.

Follow-up

This category describes another inappropriate use of emergency resources. The SCPD, in an attempt to provide excellent customer service, accepts CFS from the community on follow-up issues. For example, if a person reports a burglary of their business, they can call 911 to obtain or provide follow-up information about that incident. Officers on patrol are then expected to contact the caller and provide any information they can about the event. While this might seem like a good idea and allows the community unfettered access to the department, it is an enormous misuse of emergency personnel resources. Here again, some form of deferred service, hot-line, or web-based system should be developed to free officers on patrol from this responsibility. The policy of providing follow-up information via officers on patrol should be discontinued immediately.

Assist Citizen

During the year studied, the SCPD responded to more than 2,000 CFS categorized as “assist citizen.” Most of this effort is an inappropriate use of emergency personnel. While the entire police operation is designed to “assist” citizens, this category of call is used to describe a request that is not emergency in nature and involves nothing more than a request for information. Not only is accepting and assigning the CFS inappropriate in the first place, the SCPD takes 99 minutes on average to respond to one of these types of calls. Thus, a member of the community calls 911 to get some form of non-emergency assistance they think the police can handle, but it takes more than an hour and a half to respond to that request. From an officer’s point of view, this type of call distracts the officer from doing the police-related tasks for which they are on patrol. It also places an unnecessary burden on them to respond to inconsequential calls from the community.

Check

During the period of analysis, SCPD officers also conducted almost 15,000 “check” CFS. These “checks” are related to property checks, area checks, bar checks, etc., and constitute 21.9 percent, or more than one out of five, CFS for the SCPD. Examination of Table 5-1 indicates that about 20 minutes are dedicated to the average “check” and each one occupies 1.3 officers, on average. Empirical research suggests that as little as 15 minutes in a “hot spot” has a deterrent effect on crime at that location, so the amount of time spent by the SCPD during these checks is appropriate. However, random assignment of these CFS is not appropriate and the SCPD should be directing officers to chronic locations. The amount of time dedicated to this one category of CFS represents more than the equivalent of three full-time officers (15,000 x 20 minutes x 1.3 officers = 6,500 officer-hours). A commitment of resources of this magnitude should be examined very carefully to ensure that the effort is being directed at the right locations with a specific operational plan in mind.

Combined, the categories of CFS discussed above amount to more than 30 percent of all citizen-initiated CFS in the study period. Essentially, one-third of the CFS handled by the SCPD are nonemergency, and possibly nonpolice-related activities. These categories of CFS must be examined carefully. It is recommended, therefore, that the SCPD establish a committee that includes all the principal stakeholders in this process and which has the responsibility of evaluating the CFS workload with an eye toward recommendations for ways to reduce response to nonemergency CFS. This committee should begin with these categories of CFS response and formulate additional protocols for these assignments.

CPSM recommends that from a policy perspective the responses to several major categories of CFS be reduced, including responses to traffic accidents involving only property damage; that the alarm reduction program be continued; and that 911 call takers and dispatchers be trained to trigger a police response in cases only when warranted. Again, the CPSM recommendations presented here do not call for an immediate cessation of responding to these types of CFS. However, best practices in American policing indicate that by working in collaboration with stakeholders in the community a dialogue can begin, and a critical evaluation of appropriate responses to these types of calls can be started. With community input and approval, a decision can be made about the necessity of a police response to these CFS. If the community maintains that a police response is necessary, then the funds need to be committed to ensure sufficient police personnel are available. Good government and efficient management, however, require that scarce resources be committed only when and where they are necessary, and this is an area that is ripe for evaluation.

CFS EFFICIENCY

Further examination of various elements of the Santa Cruz CFS and patrol response data also warrants discussion. Data from various tables and charts in the data analysis section of this report provide a wealth of information about demand, workload, and deployment in Santa Cruz. Several key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure 13-2, Percentage Events per Day by Category; Table 13-6, Primary Unit's Average Occupied Time, by Category and Initiator; Table 13-7, Average Number of Responding Units, by Initiator and Category; and Table 13-16, Average Response Time Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 13-6, Santa Cruz patrol units on average take 25.0 minutes to handle a call for service. This figure is lower than the benchmark time of about 28.7 minutes for a CFS, based on our experience. Also, the department, according to Table 13-7, dispatches 1.7 officers per CFS. The number of officers dispatched (like occupied time) varies by category of call but is slightly higher in the SCPD than policing norms of about 1.6 officers per CFS. In other words, the SCPD uses more officers to handle a CFS, but takes somewhat less time to do so than the average police response of similar size agencies.¹

Similarly, according to Table 13-16, response time for CFS in Santa Cruz averages 25.6 minutes per call in the winter, and 25.9 minutes per call during the summer. This is higher than the norm for communities of similar size and is outside of the accepted target response time of 15 minutes per call. Response time to "high-priority" CFS, 6.8 minutes, is higher than the five-minute benchmark for this category of CFS. A major component of these high response times are lengthy dispatch times. According to the data analysis section of this report, dispatch times to routine CFS exceed 16 minutes on average, and dispatch times to high-priority CFS average 2.3 minutes. Determining the reasons behind this lengthier response time to high-priority CFS is beyond the scope of this report; however, the department must examine this very closely with an eye toward reducing the time it takes to dispatch and respond to CFS. Most noticeable with respect to the inordinately long response time is the lengthy dispatch delay. It takes more than 15 minutes on average to dispatch a CFS in Santa Cruz. This is undoubtedly the result of too many CFS being logged and not enough resources on patrol to handle them. The low-priority CFS get "stacked" and officers handle them when they are not handling more serious calls. Eliminating many of the frivolous CFS from the workload will reduce the dispatch time and not only use emergency resources more appropriately but will also provide better customer service.

¹ CPSM benchmarks are derived from data analyses of police agencies similar to the SCPD.

TABLE 5-2: CFS Efficiency

Variable Description	Mean	Minimum	Maximum	Santa Cruz	SCPD vs. CPSM Comps
Population	67,745.7	5,417.0	833,024	64,076	
Officers per 100,000 Population	201.2	35.3	465.1	117.0	LOWER
Patrol Percent	66.1	32.4	96.8	89.3	HIGHER
Index Crime Rate, per 100,000	3,235.1	405.0	9,418.8	1,628	LOWER
VCR (Violent crime rate, per 100,000)	349.3	12.5	1,415.4	779	HIGHER
PCR (Property crime rate, per 100,000)	2,885.9	379.7	8,111.6	5,557	HIGHER
CFS Rate	1,004.8	2.2	6,894.2	1,063	HIGHER
Ave. Service Time, Police CFS	17.7	8.1	47.3	19.2	HIGHER
Ave. Service Time, Public CFS	28.7	16.0	42.9	25.0	LOWER
Ave. # of Responding Units, Police CFS	1.2	1.0	1.6	1.3	HIGHER
Ave. # of Responding Units, Public CFS	1.6	1.2	2.2	1.7	HIGHER
Total Service Time, Police CFS (officer-min.)	22.1	9.7	75.7	25.0	HIGHER
Total Service Time, Public CFS (officer-min.)	48.0	23.6	84.0	42.5	LOWER
Workload Percent Weekdays Winter	26.6	5.0	65.0	51.0	HIGHER
Workload Percent Weekends Winter	28.4	4.0	68.0	53.0	HIGHER
Workload Percent Weekdays Summer	28.7	6.0	67.0	53.0	HIGHER
Workload Percent Weekends Summer	31.8	5.0	69.0	48.0	HIGHER
Average Response Time Winter	11.0	3.1	26.9	25.6	HIGHER
Average Response Time Summer	11.2	2.4	26.0	25.9	HIGHER
High-priority Response Time	5.0	3.2	13.1	6.8	HIGHER

PATROL DEPLOYMENT AND STAFFING

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

Deployment

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

According to *Public Management* magazine, “A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems.”²

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

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

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

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

In general, a “Rule of 60” can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the patrol saturation index.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It reflects the extent that patrol officer time is saturated by calls for

² John Campbell, Joseph Brann, and David Williams, “Officer-per-Thousand Formulas and Other Policy Myths,” *Public Management* 86 (March 2004): 22–27.

service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

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

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once a threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call for service. After a point of CFS saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes "Why act proactively when my actions are only going to be interrupted by a call for service?" Uncommitted time is spent waiting for the next call. The saturation threshold is generally considered to be 60 percent.

Rule of 60 – Part 1

According to the department personnel data available at the time of the site visit (November 16, 2017), patrol is staffed by 3 lieutenants, 6 sergeants and 40 police officers. These 49 of the 75³ budgeted headcount of sworn officers represent 65.3 percent of the sworn officers in the Santa Cruz Police Department. When the 5 sergeants and 13 police officers assigned to traffic, parks, downtown, and NET are added, the patrol staffing increases to 3 lieutenants, 11 sergeants, and 53 police officers. Thus, the percentage of sworn officers on patrol, including these specialized units, increases to 89.3 percent (67 of 75).

Accordingly, the department does not adhere to the first component of the "Rule of 60," that is, there are too many sworn personnel assigned to patrol and the patrol function is not balanced with the rest of the department. Our discussion will illustrate that the specialized units (traffic, parks, etc.) are instrumental in managing workload demands generated through CFS. Not only are personnel from these units actually "borrowed" on almost a daily basis to backfill patrol to meet minimum staffing requirements, they accept routine CFS to help patrol officers when demand gets too high. Without the special units, the main patrol force would be overwhelmed with work during the day. Therefore, including them in the patrol percentage calculation on the one hand does not make sense, but then again it does because of their contributions to handling workload from CFS. Looking just at the main patrol staffing, the 49 officers would be about right considering the overall size of the agency at 75. However, this level is not sustainable because this size patrol force is not capable of handling the work. At 67 officers, which includes the specialty units, the demand appears to be manageable; however, this situation eliminates the specialty units from addressing their primary mission. The department should address the reallocation of personnel and resources to better balance the patrol workload.

³ At the time of the CPSM site visit the SCPD had an authorized headcount of 94 sworn officers. However, due to officers out long-term sick, on light duty, an in training, the actual number of officers for deployment was 75. The 19 officers budgeted but unavailable represented 21 percent of the entire staffing strength. Actual staffing strength was used for this analysis, not budgeted headcount.

Rule of 60 – Part 2

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

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

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

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

Figures 5-1 through 5-8 represent workload, staffing, and the “saturation” of patrol resources in the Santa Cruz Police Department during the two months (seasons) on which we focused our workload analysis. By “saturation” we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is “saturated” with workload demands. This “saturation” is the comparison of workload with available manpower over the course of an average day during the months selected.

The figures represent the manpower and demand during weekdays and weekends during the months of August 2016 and February 2017. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

In Figures 5-2, 5-4, 5-6, and 5-8, the patrol resources available are denoted by the dashed green line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available manpower will equal 100.

The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above, this is the point at which patrol resources become largely reactive as CFS and workload

demands consume a larger and larger portion of available time. The solid black line represents total workload experienced by the SCPD.

Figures 5-1 and 5-2 present the patrol workload demands and SI for weekdays in summer 2016. As the figures indicates, the 60 percent threshold is surpassed throughout much of the day and only abates when the patrol team III reports for duty at 10:30 p.m. The SI ranges from a low of approximately 25 percent at 5:00 a.m. to a high of 64 percent at 9:00 p.m. with a daily average of 53 percent.

FIGURE 5-1: Deployment and Workload, Weekdays, Summer

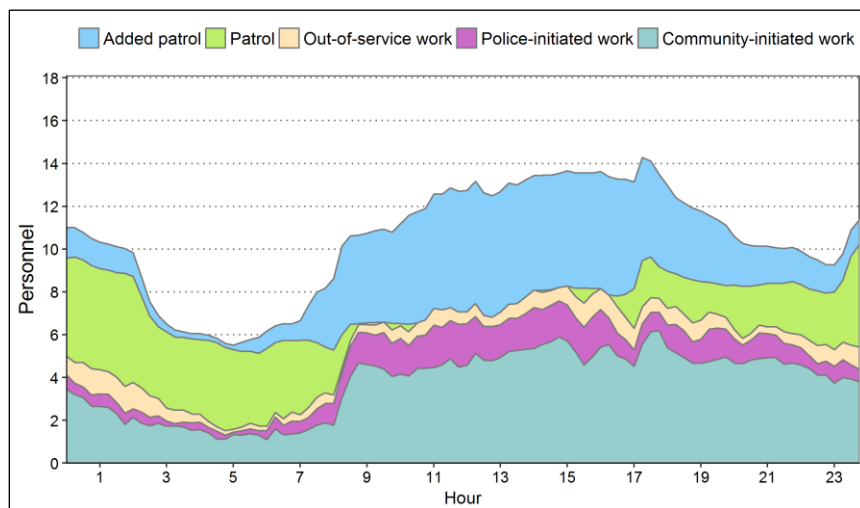
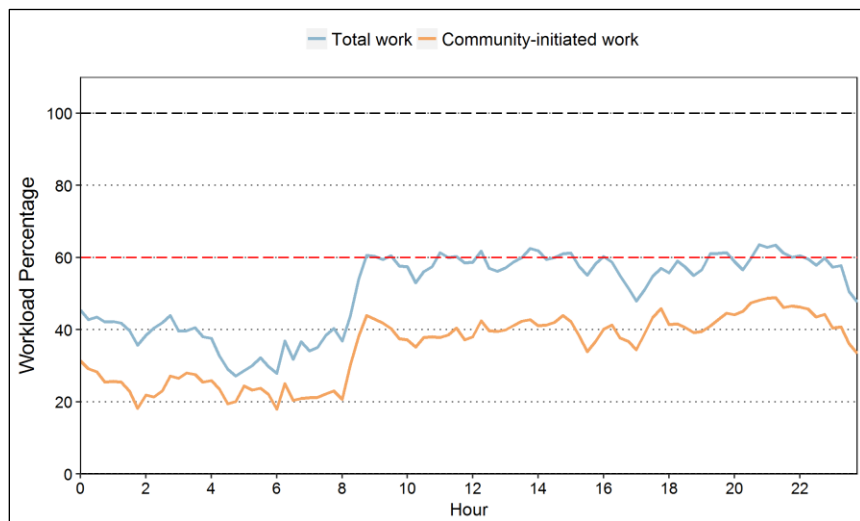


FIGURE 5-2: Workload Percentage by Hour, Weekdays, Summer



Workload vs. Deployment – Weekdays, Summer

Avg. Workload: 5.5 officers per hour
 Avg. % Deployed (SI): 53 percent
 Peak SI: 64 percent
 Peak SI Time: 9:00 p.m.

FIGURE 5-3: Deployment and Workload, Weekends, Summer

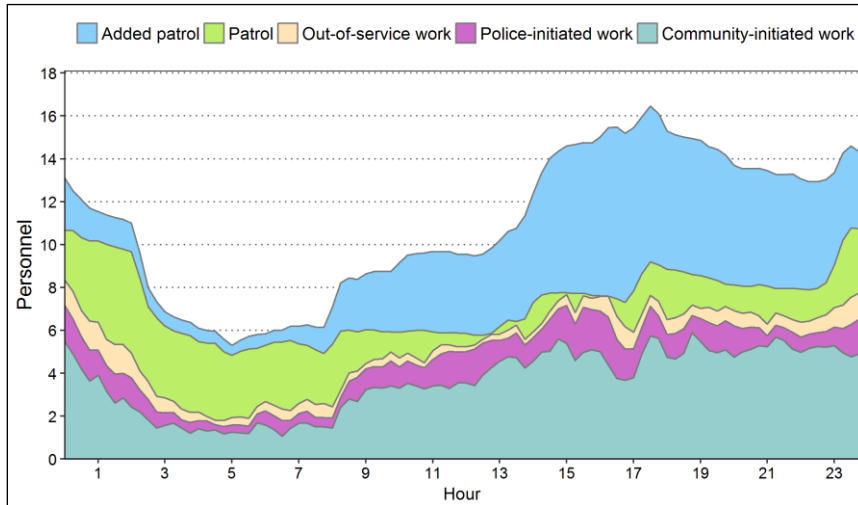
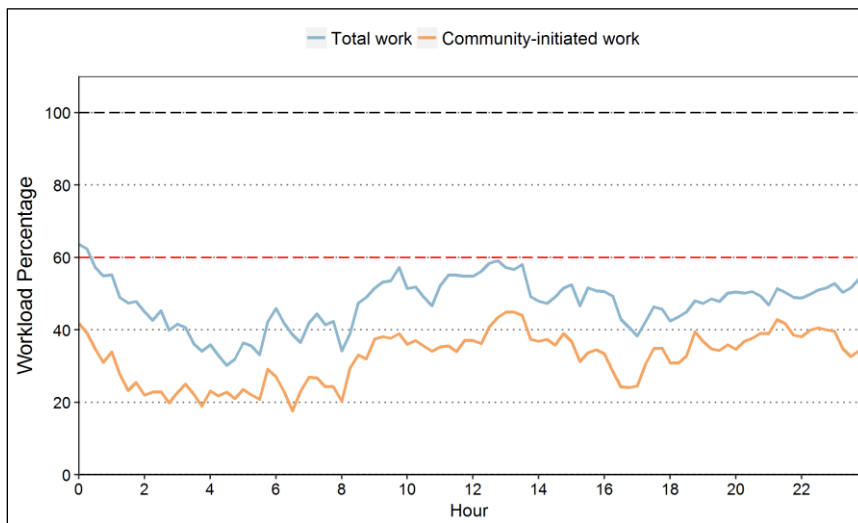


FIGURE 5-4: Workload Percentage by Hour, Weekends, Summer



Workload v. Deployment – Weekends, Summer

Avg. Workload:	5.3 officers per hour
Avg. % Deployed (SI):	48 percent
Peak SI:	64 percent
Peak SI Time:	Midnight

Figures 5-3 and 5-4 present the patrol workload demands and SI for weekends in summer. The workload exceeds the 60 percent threshold during the late evening. The SI ranges from a low of just below 20 percent around 7:00 a.m. to a high of 64 percent at midnight, with a daily average of 48 percent.

FIGURE 5-5: Deployment and Workload, Weekdays, Winter

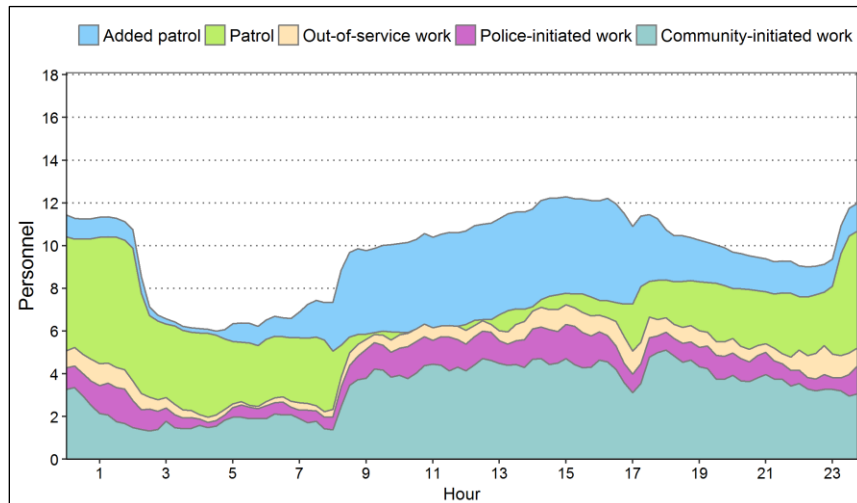


FIGURE 5-6: Workload Percentage by Hour, Weekdays, Winter



Workload v. Deployment – Weekdays, Winter

Avg. Workload:	4.9 officers per hour
Avg. % Deployed (SI):	51 percent
Peak SI:	62 percent
Peak SI Time:	10:45 a.m. and 6:00 p.m.

Figures 5-5 and 5-6 present the patrol workload demands and SI for weekdays in winter. The workload exceeds the 60 percent threshold numerous times during the day. The SI ranges from a low of about 15 percent at around 2:00 a.m. to a high of 62 percent at 10:45 a.m. and 6:00 p.m., with a daily average of 51 percent.

FIGURE 5-7: Deployment and Workload, Weekends, Winter

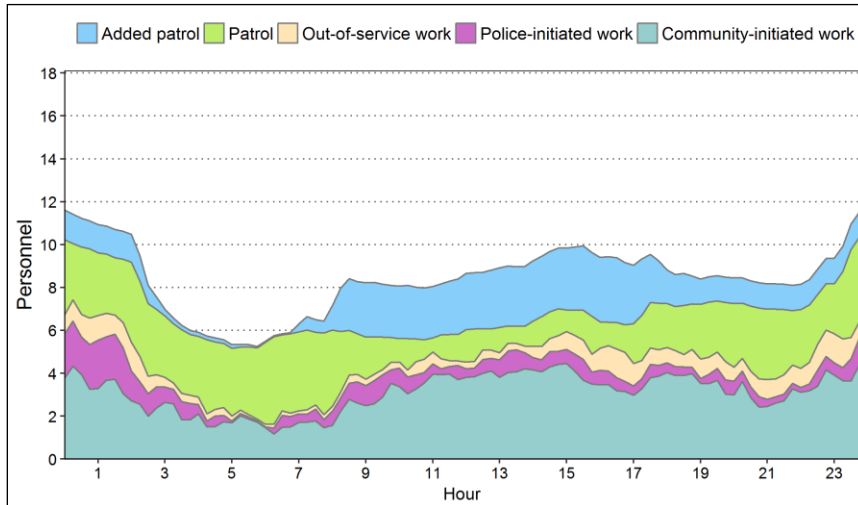


FIGURE 5-8: Workload Percentage by Hour, Weekends, Winter



Workload v. Deployment – Weekends, Winter

Avg. Workload: 4.4 officers per hour
 Avg. % Deployed (SI): 53 percent
 Peak SI: 65 percent
 Peak SI Time: 12:15 a.m.

Figures 5-7 and 5-8 present the patrol workload demands and SI for weekends in winter. The workload exceeds the 60 percent threshold numerous times during the day. The SI ranges from a low of about 20 percent at around 6:00 a.m. to a high of 65 percent at 12:15 a.m., with a daily average of 53 percent.

Examination of these figures provides several observations about the patrol function in Santa Cruz. During the week it appears that workload generated by the community is very low over the night/early morning hours, increases during the day, peaks at about 6:00 p.m., and then recedes. On the weekends, the workload follows the same pattern in the early morning hours, increases during the day, but then remains at a stable, and high, level from about 11:00 a.m. on. This would indicate that workload from community-initiated CFS is slightly different from weekday to weekend, with weekend demand remaining high in the evening hours. This would suggest that personnel resources should be balanced between weekday and weekend.

Most noticeable, however, is that workload is very high. With the SI sustained in the 50 to 60 percent range throughout the day (8:00 a.m. to 11:00 p.m.), patrol resources are under stress and bordering on a situation in which officers are completely reactive. It appears the main patrol teams would be overwhelmed and would not be able to handle the workload without the specialty units to answer CFS and keep demands manageable. It appears that between about 0800 and 1700 hours, *the total work almost equals the amount of staff available from the main patrol force*. This would put the SI at almost 100 percent during this period. Adding the specialized units keeps the workload and SI to somewhat manageable levels. But this is only done by adding all the staff assigned to these units during this period, and essentially taking them away from their primary duties and responsibilities. While officers in specialized units do support patrol, it is not 100 percent of the time. This means that actual SI faced by the patrol function in the SCPD is considerably higher than the levels reported in the figures. Response times for CFS also bear out this fact. Average response times are almost 25 minutes, and the dispatch delay for the average CFS is almost 20 minutes. This is unacceptably high and undoubtedly a function of numerous low-priority CFS being dispatched without enough officers on patrol to handle them timely.

A by-product of the high workload from community-initiated CFS is a low level of police-initiated CFS. The purple-shaded areas under the curve illustrate police-initiated work, or proactive and directed patrols. It is only a fraction of the work dedicated to CFS from the public and indicates that officers are mostly reactive. This is a situation that the SCPD should look to correct. Patrol officers need to have the time free to be proactive and to patrol their beats looking for crime, disorder, traffic, and community problems conditions to address. Sitting around waiting for a CFS to occur is responding after-the-fact and is not an effective use of resources.

Notice also the increase in community-initiated workload immediately after the end of the night and day shifts. This is related to the overlap periods between the shifts. The one-hour period overlap results in a slowdown of officers taking CFS. As soon as the oncoming shift hits the street there is a jump in community-initiated work. This is not because more CFS are being recorded. On the contrary, it is because CFS are being held until the oncoming shift is ready to handle them. The overlap, therefore, results in a delay of services and CFS being answered.

To alleviate these conditions, it recommended that the SCPD take a three-pronged approach. The first step is to reduce demand. As discussed above, there are thousands of CFS that do not require a police response. The SCPD should work with community and department stakeholders to identify the CFS that do not need an immediate patrol response and determine alternate means of handling them. The second step is to reconfigure the patrol schedule, if possible, to maximize the number of police officers available for CFS response (see discussion below). The third step would be to add police officers to the patrol teams after the patrol schedule and workload demands have stabilized. Performing these steps in the opposite order would be an inefficient approach and will result in a costly and ineffective outcome.

SCHEDULE AND STAFFING

Taking into consideration the demand for police services and the concept of the Saturation Index, appropriate levels of patrol staffing can be determined. The optimal level of patrol staffing will lead to the modeling of patrol schedules and act as the foundation for the staffing of the entire department.

SCPD has always implemented a “summer” deployment schedule, separate from the rest of the year, based upon its own analysis of activity during the tourist season. As a vibrant coastal city, Santa Cruz can experience a huge influx of people into the city on weekends, for events, on holidays, and other associated civic events. This creates an issue on how and when to deploy resources to cover the increase of people into the city. Although based upon the summer data analyzed during this report, CPSM believes the recommended deployment schedule is sufficient to handle CFS during the summer months. However, CPSM also recognizes that the department's years of experience dealing with summer crowds and issues could necessitate a separate deployment schedule for the summer months. It is difficult if not impossible to staff a full summer schedule based upon the intangibles such as weekends, holidays, events, and contests. Because it is believed the recommended schedule is sufficient for summer CFS, a separate summer schedule is not discussed in this report.

The department's current deployment schedule utilizes Wednesday as an overlap day to accommodate training needs in the department. As has been noted in this report, to use an overlap day for training as opposed to operational need, is inefficient. However, it is also feasible that during the summer months training could be suspended and the time available be better utilized to accommodate the crowds, events, etc. on the weekends.

The SCPD's main patrol force is scheduled in 10-hour shifts starting at 7:30 a.m., 4:30 p.m., and 10:30 p.m. Each shift is supervised by one sergeant. The patrol division is separated into two sides that are mirror images of each other. One side works from Sunday to Wednesday and the other side works Wednesday to Saturday. Both sides are scheduled to work on Wednesdays, which is designed to be the SCPD's “training day.”

Lieutenants are assigned as “watch commanders.” One lieutenant has geographic responsibility for Harvey, West, and Beach beats, and works from Tuesday to Friday from 8:00 a.m. until 6:00 p.m. Another lieutenant has geographic responsibility for the East and West beats and works from Sunday to Wednesday from 2:00 p.m. until 10:00 p.m. The third lieutenant has geographic responsibility for the Central and Downtown beats and works from Wednesday to Saturday from 2:00 p.m. to midnight.

The patrol schedule is designed to create an overlap day each week for the department to provide necessary training. Having a trained and ready patrol force is critical to providing police services. Training can improve officer safety and police-citizen interactions and can help limit the city's exposure to liability. However, designing a schedule to meet the needs of training at the expense of operational needs is not recommended. Shift schedules should be designed to meet the needs of the service demands, and then training should be scheduled around that schedule, not the other way around.

Table 5-3 presents the combination of personnel assignments and days off that lead to various levels of patrol strength.

TABLE 5-3: Patrol Strength by Shift

Shift		Sgt.	P.O.	CSO
Sun-Wed Side				
2230x0830	A-I	1	5	
0730x1730	A-II	1	6*	1
1630x0230	A-III	1	8	
		3	19	1
Wed-Sat Side				
2230x0830	B-I	1	5	
0730x1730	B-II	1	6	1
1630x0230	B-III	1	10**	
		3	21	1
Total		6	40	2

Note: *In both sides of the 0730x1730 shift, one officer (2 PO total) is assigned to work from 1300x2300.
**On the B-III shift, one officer is assigned to K9 and another officer is assigned to the AEU.

Patrol Reconfiguration: 10-hour Shifts

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A recent study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options.⁴ The length of the shift is secondary to the application of that shift to meet service demands.

The 10-hour shift plan, such as the one used in Santa Cruz, poses advantages and disadvantages. On the positive side, the 10-hour shift requires fewer work appearances for officers and supervisors than the typical 8-hour shift. Presumably, fewer appearances translates into a higher quality of life away from work. From an operational perspective, the 10-hour shift results in a greater percentage of officers working on any given day, thus more officers to deploy toward crime, traffic, disorder, and community issues at any one time. This shift also affords a tight unity of command with supervisors and officers working together each shift. This promotes better supervision and better *esprit de corps* among employees.

On the negative side, 10-hour shifts, in general, are difficult to implement. Since 10-hour increments of time do not divide evenly into a 24-hour period, adjustments and overlaps are necessary. This is especially true when three 10-hour shifts are used. With three shifts, there are six hours of overlapping shifts each day. The SCPD has elected to overlap the night and day shifts, and the day and evening shifts by one hour, and the evening and night shifts by four hours. The negative characteristics of this time were discussed above. To summarize, one hour is more time than necessary to change shifts. The extended overlap leads to a slowdown in work at the end of the day shift for example, and a build-up of CFS at the beginning of the evening shift. A much shorter overlap (even assigning an "early car") would be preferable.

The SCPD overlaps the evening and night shifts by four hours, from 2230 hours to 0230 hours. At 2230 hours, workload demand is declining from a high point that occurs around 2000 hours when

⁴ Karen L. Amendola, et al, "The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing" (Washington, DC: Police Foundation, 2012).

the SCPD patrol function is arguably at its busiest. Beginning the overlap shift at 2230 hours is past the time of peak workload demand and, therefore, less than optimal.

Balancing the shift overlap at to a narrow window or conversely to an extended period, in our experience, is the most inefficient use of the time. The four-hour overlap general eliminates the problem of patrol inefficiency, but less than this amount of time results in a slowdown of productivity. The shift coming to an end leaves patrol sooner with the anticipated arrival of the next shift and the oncoming shift starts patrol later because there is already another shift working. The combination of these two expectations leads to an extremely inefficient use of patrol resources.

Police departments that utilize three 10-hour shifts generally configure the start and end times as configured in the SCPD. This mix of overlap appears to be commonly used and the best possible application of a somewhat inefficient shift schedule.

Adding a fourth shift addresses all the negative aspects of using three 10-hour shifts, as described above. With a fourth shift, a new shift can start every four hours. The extended overlap greatly minimizes the "end of shift slow-down" that can otherwise occur. Experience with other departments using this type of schedule indicates that shifts transition more smoothly without CFS stacking up or officers requiring time to be out-of-service for administrative functions. Since shifts are doubled for most of the day the perception of a "hand-off" at the end of one shift to the beginning of the next shift does not occur. Adding the fourth shift, therefore, would eliminate those jagged spikes that are present now in the workload saturation and would ensure a steadier allocation of personnel throughout the day.

In addition to adding a fourth shift, a modification to the day-off rotation should be considered by the SCPD. Eliminating the "overlap" day and reconfiguring the rotation of appearances could create operational and financial benefits to the department.

The SCPD patrol division is divided into two sides, with each side essentially a mirror-image of the other. When one side is working, the other side is off, and every Wednesday BOTH sides are scheduled to work at the same time. The rationale behind doubling-up the patrol "sides" several times each month is to provide training opportunities for officers on patrol. Having these days built into the schedule enables the department to provide training to officers without a major disruption to the patrol schedule.

Another possible benefit of having both sides working at the same time is that there are additional resources to address crime, traffic, and other public safety conditions in the community. However, this opportunity is largely missed. Furthermore, the day identified for the doubling-up is Wednesday. Unless the SCPD has identified Wednesday as the most problematic day each week from a public safety perspective, the extra officers available during these days seems like an inefficient use (or non-use) of resources. Considering that the SCPD is faced with a high crime rate, which presumably is most prevalent on the weekends, having resources available on Wednesdays throughout the year seems additionally inefficient. Overall, steps should be taken to eliminate the doubling-up of patrol "sides."

CPSM strongly recommends that the current schedule be changed to a new one that is more efficient. The following discussion presents several options that the department might consider. Each one is an improvement over the current shift model. Also, each one has both pros and cons that the department should consider carefully.

Option 1 – Add a Fourth 10-hour Shift

Table 5-4 illustrates a schedule that features four 10-hour shifts. This schedule relies on the current patrol allocation of 6 sergeants and 40 officers. Under this plan the number of officers assigned per shift is one sergeant and 10 police officers. This model doubles the number of officers assigned from 1000 hours until 0200 hours. This period of doubled-up personnel can be changed to suit the needs of the department and may be adjusted for winter and summer deployment as workload changes during the year. The squads that have single coverage during some part of the day are staffed with two sergeants in order to provide supervision throughout the week.

TABLE 5-4: Shift Reconfiguration with Four 10-Hour Shifts

	Sgt.	P.O.
1000x2000	1	10
2000x0600	2	10
0600x1600	2	10
1600x0200	1	10
	6	40

Under the worst possible scenario, the six sergeants and 40 police officers could be deployed in the same two-sided shift configuration that is presently in use in the SCPD. While CPSM does not advocate for this shift configuration, it offers an opportunity to illustrate the advantage of adding a fourth shift. Table 5-5 illustrates the relative personnel strength throughout the day which would be achieved by adding a fourth shift and maintaining an A-side and B-side (this illustration is not for the overlapped day).

TABLE 5-5: Hour-by-hour Deployment with Four-shift Scenario

Hour	1000x2000	2000x0600	0600x1600	1600x0200	Total
12 AM		5		5	10
1 AM		5		5	10
2 AM		5			5
3 AM		5			5
4 AM		5			5
5 AM		5			5
6 AM			5		5
7 AM			5		5
8 AM			5		5
9 AM			5		5
10 AM	5		5		10
11 AM	5		5		10
12 PM	5		5		10
1 PM	5		5		10
2 PM	5		5		10
3 PM	5		5		10
4 PM	5			5	10
5 PM	5			5	10
6 PM	5			5	10
7 PM	5			5	10
8 PM		5		5	10
9 PM		5		5	10
10 PM		5		5	10
11 PM		5		5	10

The table shows that teams of five officers report for duty at multiple occasions throughout the day. From 1000 hours all the way until 0200 hours, there are two teams assigned at the same time, which results in 10 officers assigned to patrol during this entire period. The most officers the SCPD deploys for patrol is 10 during the times when the B-III shift is scheduled to work. The fewest number of officers assigned under the current shift plan is five when the A-I and B-I shifts are working. Therefore, the shift model in the table above maintains the maximum and minimum personnel figures; however, 10 officers are assigned for 16 hours of the day every day of the week.

Option 2 – Add a Fourth Shift and Bank Hours

The SCPD could continue to use the A-side and B-side deployment but eliminate the overlap on Wednesday. The 10 hours would be “banked” by the department and used when the time is needed more. The time could be used for training, special enforcement operations, beach coverage, etc., and used at the discretion of the department. Under this plan officers would work three days one week and four the next in each two-week schedule. Each officer would accrue approximately 130 hours of banked time over the course of the year and this time could be used by the department as necessary.

Option 3 – Add a Fourth Shift – 11-Hour Shifts

A modification to option 2 would be to extend shifts to 11 hours each day instead of 10. Officers would then work 33 hours one week and 44 the next, and the department would bank three hours of officer time to be used for operational purposes. This method would accrue about 40 hours per officer each year.

Option 4 – Flexible Days Off

If the SCPD considered reconfiguring the days-off rotation, even more efficiencies could be realized. For example, a truly unique work plan might involve discretionary selection of days off each week. With 10 officers in each patrol team the department could determine that no more than five officers could be allowed off each shift. With this lower threshold determined, the officers would then select the days off they want each week. On the days when five officers selected to take off, the patrol strength is exactly as described above. On the days when fewer than five officers are off, patrol strength would increase by that amount. It is impossible to predict all the various combinations; however, the overall approach would result in a net gain of personnel strength assigned to patrol.

Option 5 – Fixed Days Off

An alternative to this approach would be to identify combinations of days off throughout the week (Monday, Tuesday, Wednesday, or Friday, Saturday, Sunday for example) and assign officers to one of these combinations on a regular basis. This would provide a more predictable schedule and allow the department to identify certain days when it needed to provide additional staff. Either approach would be an improvement over the shift schedule in operation now. The department should strongly consider a different approach to the patrol schedule and include the sergeants and police officers that will be working the schedule in the planning process.

One issue is that options 4 and 5 strain the concept of unity of command. Unity of command is a concept by which each subordinate report to one and only one supervisor. Under options 4 and 5 the shift sergeants and officers would be working during different times of the week and supervision would not be consistent. This does not make these options untenable; however, it is an issue the department should consider when evaluating them.

Option 6 – 12-hour Shifts

Another possibility for the SCPD is to abandon the 10-hour shifts altogether and implement a 12-hour shift rotation. Police departments all around the country use this shift length successfully. The major advantage of this schedule is that it maximizes the amount of resources that are available at any time during the day. At a minimum, 25 percent of the patrol force is working at all hours of the day. Another advantage is that the patrol squads work together at the same time as their supervisors, and always work together as a squad. Officers, therefore, have the same supervisor every day, and work with the same officers every day. This establishes unity of command and a high degree of *esprit de corps* with the squad. This shift rotation has disadvantages as well. With the patrol force divided equally into four squads, the same number of personnel are assigned to work every hour throughout the day. The workload fluctuates throughout the day, but the level of personnel assigned remains the same. This shift model requires a minimum of four sergeants, with one supervising each squad. The SCPD has six sergeants assigned to patrol and CPSM recommends maintaining this level of supervision to provide backfill and operational support. The two additional sergeants would be added (one to the day teams and one to the night teams) and be assigned with flexible days off to provide supervisory coverage when the primary supervisor is absent. Leadership of these personnel would be provided by two lieutenants acting as watch commanders. Instead of assigning watch commander responsibility by "Side" of the

week, watch commanders would be assigned by shift. One lieutenant would be the day watch commander and work hours aligned with the day shift, and the other would be the night watch commander and work hours aligned with the night shift. Their days off would be flexible and determined by operational needs. Table 5-6 illustrates the 12-hour shift schedule.

TABLE 5-6: Twelve-hour Shift Configuration

Squad	Shift	Lt.	Sgt.	PO	Total
A	0600X1800	1	2	10	12
B	1800X0600	1	1	10	11
C	0600X1800		1	10	11
D	1800X0600		2	10	12
			6	40	46

Option 7 – 12-hour Shift with Community Response Teams

A shift model with considerable potential is option 7 which features six 12-hour shifts. There would be four main patrol shifts primarily responsible for handling CFS. Layered on top of these four shifts would be two community response teams. These teams would work the same rotation of days off and be assigned to overlap the patrol teams during the times when workload demands are highest. Personnel assigned to the teams would also be responsible for conducting proactive enforcement, engage in long-term problem-solving, and act as primary resources to the organized community. One officer in each team would be assigned to be the liaison with each of the five distinct communities in Santa Cruz. On a day-to-day basis the CRT could interact with the organized communities in these neighborhoods, work on their long-term issues, and be available as a team to conduct enforcement operations directed at crime, disorder, and traffic. Here again, the lieutenant positions would be organized by shift.

Table 5-7 illustrates how patrol might be organized under this model.

TABLE 5-7: 12-hour Shifts with Community Response Teams

Squad	Shift	Lt.	Sgt.	PO	Total
A	0600X1800	1	1	7	8
B	1800X0600	1	1	7	8
C	0600X1800		1	7	8
D	1800X0600		1	7	8
CRT-1	1200x2400	1	1	6	7
CRT-2	1200x2400		1	6	7
			6	40	46

Shift Rotation – Days Off – 12-hour Shifts

For any 12-hour shift option, CPSM recommends a rotation that limits the number of consecutive days worked and which provides for every other weekend off for personnel. Days off under this plan would rotate on a biweekly basis. Each squad would have an alternating rotation of two- and three-day combinations. The rotation shown in Table 5-8 is commonly known as the “Pitman” schedule. The four squads work opposite each other. Two share the same work hours, and the other two share the same days-off rotation. The rotation permits each squad to have every other weekend off. This schedule calls for seven 12-hour shifts over the two-week period.

This will result in 84 work hours. This would require the SCPD to fund four extra hours each period or require officers to use four hours of time each period. The logistics of the 84-hour period would need to be determined by the department.

TABLE 5-8: Possible Days-off Schedule in 12-hour Shift Configuration

	Day:	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Shift	Sqd.	M	T	W	H	F	Sa	Su	M	T	W	H	F	Sa	Su
6X18	A	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
18X6	B	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
6X18	C	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
18X6	D	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
12x24	CRT	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
12x24	CRT	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On

As shown in Table 5-7, one sergeant and seven officers would be assigned to work every hour of the day. In addition, the main patrol teams would be supplemented by a community response team that would overlap the main teams by six hours.

Under this model, the lieutenants could be tasked with overall responsibility of carrying out the strategic plan of the department and use their resources to reduce crime, disorder, and improve traffic safety and the response to community problems. Considering that many problems are unique to either day or night, the temporal assignment of responsibility, as opposed to geographic or spatial, might make more sense for the SCPD. The daytime shifts could be focused on traffic, daytime burglaries, park conditions, etc., and the nighttime teams could be focused on disorderly bars and clubs, car theft, DUI enforcement, etc. Each shift would have an operational plan and the lieutenants would be responsible for executing that plan and using experience and authority to marshal departmental resources to achieve the goals of that plan

Communities around the country are implementing what are known as neighborhood police teams of officers to address community problems. These teams work with the community and other units of the police department and city/state/federal officials to identify and solve community problems. These problems can range from crime, to traffic, to disorder, to problems in schools, etc. Essentially, this approach incorporates the "S.A.R.A" process of community policing (scanning, analysis, response, and assessment) with problem-oriented policing to eliminate community problems.

The SCPD should seriously consider adopting the approach to patrol as described in Tables 5-7 and 5-8. Realigning existing officers and deploying them at the appropriate time, while directing their duties through a strategic plan, could result in a substantial impact on the quality of life in Santa Cruz. The response teams can be used as a resource to assist the CFS function of patrol and to target community problems simultaneously.

In totality, the current patrol shift schedule in the CPD is suboptimal. The best possible shift configuration appears to be the 12-hour shift model utilizing four primary patrol squads and two community response teams.

SPATIAL REPRESENTATION OF CFS DEMAND

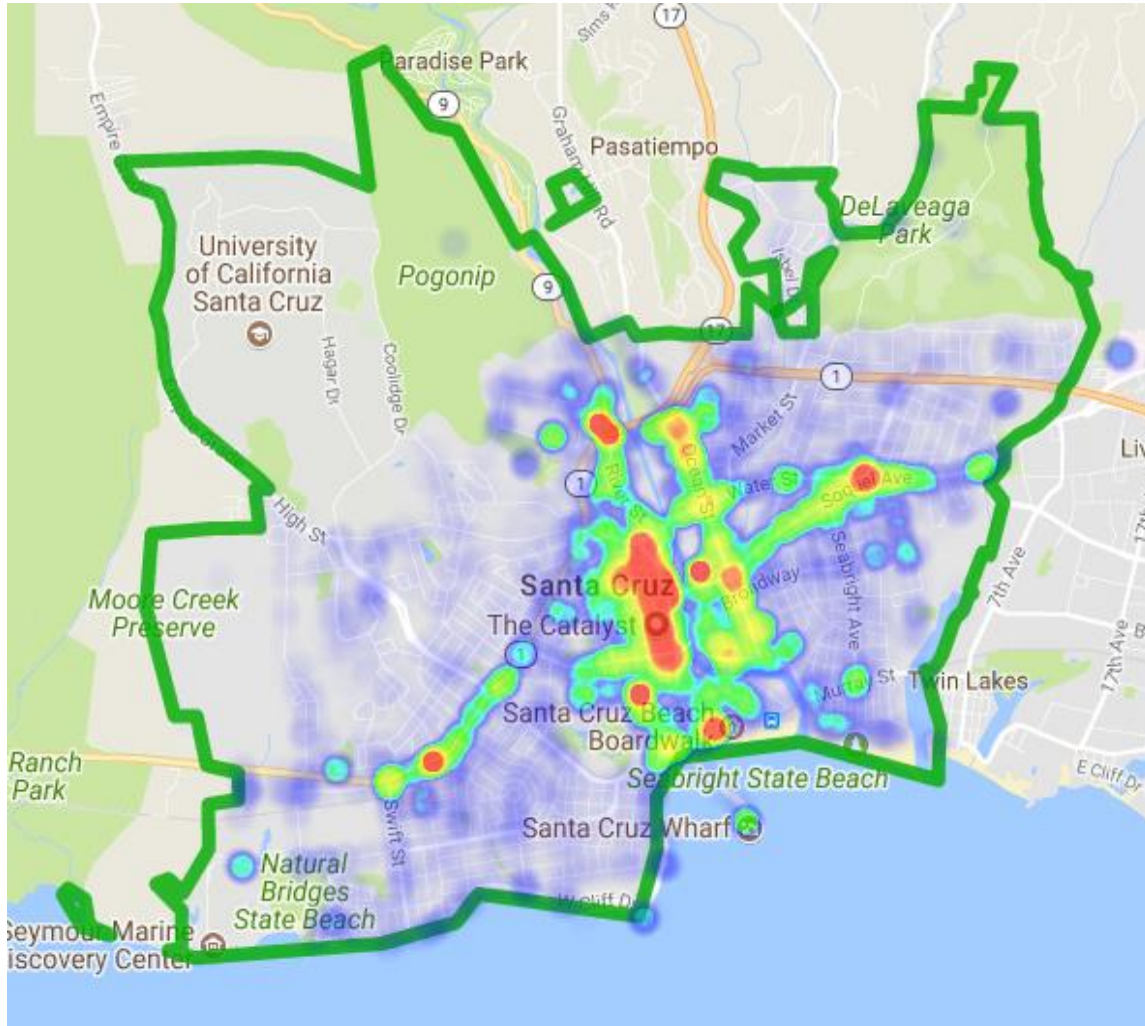
The figures on workload presented previously (Figures 5-1 through 5-8) provide a thorough examination of the service demands placed on the Santa Cruz Police Department during different times of the day and week. In addition to these “temporal” demands, it is also possible to illustrate the “spatial” demands on the SCPD. Examining the spatial demands permits the exploration of where incidents are occurring.

As can be seen in Figures 5-9 and 5-10, there are several distinct incident “hot spots” in Santa Cruz. Retail, commercial, and traffic conditions command a great deal of attention from the SCPD. There are numerous, discernible hotspots in this area, as well as sizeable concentrations of CFS in other retail and commercial locations throughout the city. This comes as no surprise, as these areas are vibrant and well-traveled parts of the community and presumably demand a large share of attention from the police department.

Each one of the actual “hot spots” in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion’s share of attention from patrol officers in the department, and the department should consider formulating a deliberate plan to deal with these locations in a proactive fashion. For example, the SCPD could work with private security at the shopping centers to minimize theft, which would minimize the demand placed on patrol resources. Similarly, the department could work with the commercial establishments in the city to regulate activities more aggressively. Also, consideration should be given to deploying personnel, or some other specified resource to deal specifically with CFS emanating from the commercial establishments, to provide a more consistent and long-term approach to dealing with the crime, quality-of-life, and service demand issues that originate from these areas. This would expand upon the current deployment of patrol units and motors, and any other resources the department chooses to deploy, in a coordinated approach to policing these areas.

Conversely, many areas of the community see low levels of CFS volume. Indeed, the areas of the community that are NOT along major arteries or part of the downtown or commercial locations show very low call volume. On the plus side, the argument can be made that there are no problems in these areas in general, thus a police presence is not required. On the other hand, officers are initiating a small amount of calls in these “other” areas, which compromises a community policing philosophy that should be central to the department’s approach to policing the community.

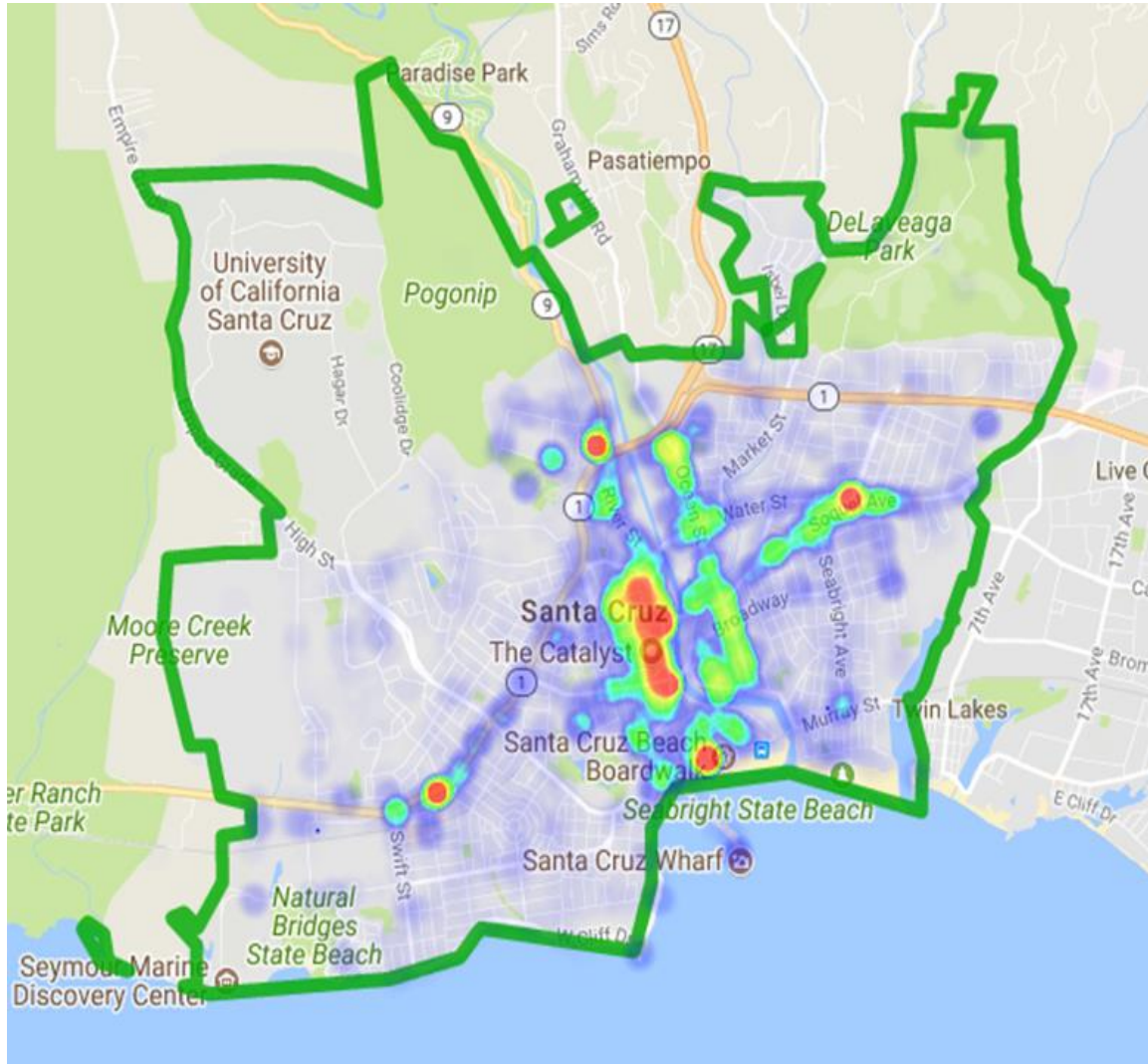
FIGURE 5-9: Spatial Representation of Other-initiated CFS (Red =100 CFS)



Key to Figure 5-9: Top Other-initiated CFS Locations

Runs	Location	Place
1,549	155 CENTER ST	Santa Cruz Police Department*
487	115 CORAL ST	Santa Cruz Homeless Serv Center
450	600 FRONT ST	CVS
393	2203 MISSION ST	Safeway
256	124 LOCUST ST	Locust Parking Garage
256	117 MORRISSEY BL	Safeway
229	155 CENTER ST	Santa Cruz Police Department
220	NB SR 1&RIVER ST	RIVER ST & NB SR 2
219	712 FRONT ST	711 FRONT ST
216	137 DAKOTA AVE	Santa Cruz Lawn Bowling Club
192	PACIFIC & WATER	N PACIFIC/WATER ST
185	400 BEACH ST	Santa Cruz Beach Boardwalk
179	BEACH ST/CLIFF ST	Santa Cruz Beach Boardwalk
164	201 FRONT ST	Walgreens
163	920 PACIFIC AVE	Bus Station
159	802 PACIFIC AVE	Taco Bell
152	850 FRONT ST	Post Office
148	1515 OCEAN ST	Denny's
147	OCEAN ST&SOQUEL	OCEAN ST & SOQUEL AVE area
144	404 SOQUEL AVE	Chevron
144	SOQUEL &MORRISSEY	SOQUEL AVE&MORRISSEY BL
140	OCEAN ST&WATER ST	OCEAN ST&WATER ST
136	BEACH ST/PACIFIC AVE	BEACH ST/PACIFIC area
131	21 MUNICIPAL WHARF	Santa Cruz Wharf

FIGURE 5-10: Spatial Representation of Crime CFS (Red=100 Crime CFS)



Key to Figure 5-10: Top Crime-CFS Locations

Runs	Location	Place
189	600 FRONT ST	CVS
170	2203 MISSION ST	Safeway
166	115 CORAL ST	Santa Cruz Homeless Services Center
114	155 CENTER ST	Santa Cruz Police Department*
88	117 MORRISSEY	Safeway
85	400 BEACH ST	Santa Cruz Beach Boardwalk
83	201 FRONT ST	Walgreens
81	BEACH ST/CLIFF ST	Santa Cruz Beach Boardwalk
62	1520 PACIFIC AVE	Bookshop Santa Cruz
58	802 PACIFIC AVE	Taco Bell
58	712 FRONT ST	Trader Joes
57	920 PACIFIC AVE	Bus Station
55	1515 OCEAN ST	Denny's
45	500 RIVERSIDE AVE	Torch Lite Inn
41	224 CHURCH ST	Central Branch Library
40	220 SYLVANIA AVE	Costco
39	124 LOCUST ST	Locust Parking Garage
36	1011 PACIFIC AVE	Pacific Apartments
36	1134 PACIFIC AVE	New Leaf Community Markets
34	137 DAKOTA AVE	Santa Cruz Lawn Bowling Club

Understanding the spatial distribution of workload and crime lends itself to the development of strategic and operational plans. For example, Figures 5-10 and 5-11 show hot spots for both CFS and crime in Santa Cruz. The top locations in each one of these figures are the Santa Cruz Homeless Center, Safeway (2), CVS, Locust Street Parking Garage, and Target. These locations make up almost 20 percent of all community-initiated CFS. These locations are the hottest of the hot and the biggest contributors to workload in the community. They also lend themselves to specific and targeted operational plans to address the high workload. The Locust Street Garage is a prime example of the issue. In the 12-month period of analysis there were more than 250 other-initiated CFS logged at this location. That means that about once every work day, a customer of this facility is becoming victimized. Undoubtedly, these occurrences are related to theft from cars or vandalism to cars. The point here is that there is an inordinate amount of crime at this facility and it is an attractive target for criminal offending. The SCPD needs to tackle this problem aggressively. Residents and visitors parking at the downtown garage should not be subjected to this type of activity. A sound strategic plan, based upon crime data and intelligence, should be developed and executed relentlessly until this condition is abated.

A similar approach should be considered with each of the hot spots identified on these maps. Crime is very much driven by location. If the location can be controlled, crime will be reduced and not displaced to other areas that do not share the same characteristics. Working with the retail stores, the SCPD should develop and implement an operational plan directed at these locations. This plan would be comprehensive and involve patrol, detectives, and traffic personnel and would be aimed at reducing both the call volume and the incidence of crime.

While the specific elements of this plan are beyond the scope of this report, the SCPD can embrace the same process used to create its strategic plan for these specific locations. A plan could target offenses with a high frequency of occurrence, such as shoplifting, burglary, and theft from motor vehicles. A public education campaign encouraging locking of vehicles and basic security measures around the home can assist in bringing offenses down in these areas. Partnerships with store owners and the local Chamber of Commerce can facilitate strategies to reduce incidents of shoplifting and the related drain on police resources.

TRAFFIC UNIT

The mission of the Traffic Unit is to promote traffic safety in the city of Santa Cruz. The unit, like the main patrol division, has two sets of teams that are mirror images of each other and which work either Sunday to Wednesday or from Wednesday to Saturday. One sergeant supervises both teams and has staggered days off to be present when both teams are working at some point during the week. The B-side team has two officers, with one working from 7:00 a.m. until 5:00 p.m. and the other working 8:00 a.m. until 6:00 p.m., and a community service officer who works from 7:30 a.m. to 5:30 p.m. The A-side has an officer who works from 7:00 a.m. to 5:00 p.m. and a community service officer who works flexible hours. This schedule is in effect during the fall, winter, and spring months; officers are redeployed during the summer to provide more weekend coverage. In addition to these teams, one officer is embedded in the B-III swing shift as the “alcohol enforcement unit.”

The unit focuses its enforcement efforts on accident-prone locations and on traffic complaints received from the community. In addition to traffic enforcement, personnel have a wide array of administrative responsibilities, both traffic and non-traffic related. The unit is responsible for coordinating special events, “rotation” tow and the overall tow program, responding to traffic complaints made by the community, processing any online traffic complaints, investigating hit and run accidents, conducting enforcement and high visibility patrols in school zones and accident-prone locations, preparing traffic grant applications, deploying a speed trailer in response to community complaints, participating in the Santa Cruz County traffic safety coalition, managing the abandoned vehicle abatement program, and presenting numerous training sessions for both the department and the community. In addition to these duties, the Traffic Unit performs the DUI billing, maintains a budget, and updates and maintains multiple administrative programs. The administrative burden on this division is substantial.

In general, traffic safety is improved by the rigorous application of the three “E’s”: enforcement, education, and engineering. The SCPD clearly understands this philosophy and has incorporated it into its operation. In fact, the SCPD Traffic Unit has one of the most well-rounded and comprehensive understandings of this approach of any police department studied by CPSM. However, while the unit has a firm understanding of this effective approach to traffic safety, it is limited in what it can accomplish because of the operational and administrative demands placed on it and the amount of personnel resources assigned to this function.

Table 5-9 illustrates traffic crash data for Santa Cruz and its rank in these categories compared to 105 other cities in California.

TABLE 5-9: Traffic Safety Data for Santa Cruz, 2013-2015*

Type of Collision	2015	2015 Rank	2014	2014 Rank	2013	2013 Rank
Total fatal and injury	329	33	345	38	289	27
Motorcycle	23	18	26	10	10	37
Pedestrian	35	9	42	5	29	16
Bicycle	108	1	102	1	113	1
Composite rank		28		26		7

* http://www.ots.ca.gov/Media_and_Research/Rankings/2015_Rankings.asp

Most noticeable is that Santa Cruz is ranked number 1 in bicycle-related accidents in California, and has been ranked number 1 for at least the last three years (in fact, ranked number 1 in 5 of the last 7 years for which these data are available). Undoubtedly, this situation is the result of numerous variables including demographics, environment, etc., that make Santa Cruz an attractive place to bike. However, it is a prime example of an opportunity for the Traffic Unit, and the entire department, to have an impact. Bike safety is not the only problematic traffic safety statistic for Santa Cruz. All the categories reported in Table 5-9 indicate a high ranking for the city and provide important benchmarks to evaluate the success of the traffic unit and the SCPD. The advantage Santa Cruz has is that the Traffic Unit understands its mission and is aware of these data; it simply needs the resources and opportunities to address them effectively.

Traffic Unit personnel are overburdened with non-essential administrative and support responsibilities. The department should relieve them of some of these responsibilities and, as well, assign additional personnel support to the division. The operations commander, in collaboration with the Traffic Unit supervisor, should examine the unit's list of duties and eliminate all those that do not directly involve the specific mission of this function. Then, with the narrowly defined list of responsibilities identified, administration support, either in the form of civilian staff, community service officer, or dedicated volunteers (or a combination of all three), should be added to the division. The administrative burden on the supervisors appears heavy; they have little discretionary time available to develop plans and coordinate department-wide efforts on the scale being recommended. With administrative support, the division supervisor could dedicate additional time towards the development and implementation of traffic safety plans and spend more time on patrol supervising and coordinating the execution of these plans. The use of administrative resources in this fashion will undoubtedly yield dividends in the form of reduced traffic collisions and injuries and an increase in traffic safety in the community.

Traffic Unit personnel should be deployed on a wider range of hours. Consideration should be given to increasing the span of time that officers work. A simple policy would be to require no more than a six-hour overlap of their shift times. Consideration should also be given to eliminating the overlap day, since this is more of a feature of the patrol schedule. The extra day could be used to target specific conditions in the community and not necessarily be tied to the patrol schedule. Limiting the times traffic officers get "pulled" to cover patrol should also be monitored carefully. Patrol coverage clearly takes priority, and with shift and schedule modifications as described earlier, the need to use traffic officers to backfill patrol might be minimized. Again, using traffic officers as well as all specialty units to backfill patrol should only be done as a last resort and only by approval of the operations commander.

Furthermore, other units of the SCPD can be leveraged in support of these functions. For example, the SROs could be utilized to conduct traffic safety seminars in Santa Cruz schools. Similarly, patrol personnel could be given fixed responsibility for certain high-incidence accident

intersections. Shift supervisors and watch commanders could be required to develop engineering recommendations (signage, pavement markings, etc.) based upon their knowledge of the area and traffic patterns and submit them to the Traffic Unit for evaluation. The point here is not to burden the limited resources of the Traffic Unit, but to prioritize its time, diffuse the responsibility of traffic safety throughout the department, and leverage the specific expertise of all personnel involved.

Recommendations:

- Empanel a committee on calls for service (CFS) to evaluate service demands and attempt to reduce and/or eliminate nonemergency responses. (Recommendation 4.)
- Configure patrol into 12-hour shifts using four primary patrol squads and two community response teams. (Recommendation 5.)
- Add one sergeant position to Field Operations to coordinate administrative and planning efforts. (Recommendation 6.)
- Address "hot spots" in the community by leveraging all operational assets of the department. (Recommendation 7.)
- Embrace a more strategic approach to traffic safety. Place the responsibility for traffic safety with the supervisor of the Traffic Unit and use this unit as the research and planning arm to support this effort. (Recommendation 8.)

DOWNTOWN UNIT

The Santa Cruz central business district encompasses an 18-square-block area which has become the social focal point of the community. Inspections of Figures 5-9 and 5-10 map CFS and incidents of crime and illustrate clearly the amount of police activity that occurs in the downtown area. A Downtown Unit comprised of one sergeant, five officers, and three community service officers is assigned to a walking/ bicycle patrol to maintain a close working relationship with stakeholders in the downtown area and provide a crime-free environment and to assure equal use by all citizens. The unit supervisor generally works from 10:00 a.m. to 8:00 p.m., Tuesday through Friday, and the other personnel are assigned to the A-side and B-side of the patrol schedule; they work from 6:00 a.m. until midnight. In addition, there is one officer embedded in the squad B-III patrol shift who conducts alcohol enforcement and assists the Downtown Unit.

The unit is responsible for providing an increased measure of police visibility in the downtown area. In addition, unit personnel are expected to foster relationships with area merchants, visitors, and residents, and respond to their concerns. The unit meets frequently with the Downtown Merchants Association and the Downtown Association and appears to have an excellent relationship with the downtown community.

The SCPD dedicates a sizable complement of personnel to the downtown area. With one sergeant, five officers, and three community services officers, it is the largest specialized unit in the department. Undoubtedly, the downtown area is an important part of the community and the SCPD is making an investment in public safety in that area. When the personnel are distributed across the entire day, however, that sizeable unit is spread thin, and the result is that there are only one or two officers assigned at any given time in the area. In fact, because of the schedule, when the bars and nightclubs close at 2:00 a.m. there are no Downtown Unit officers scheduled to work. Exacerbating this issue is the fact that officers are scheduled to work

beginning around the times when patrol shifts start. When shifts are short of manpower, the Downtown Unit officers are used as backfill for the vacancies on patrol. The combination of these two forces results in a situation where not enough personnel resources are available to handle the volume and complexity of the problems generated by the downtown area. Thus, even with a sizable complement of resources, personnel are deployed in such a way that limits their operability and overall impact.

CPSM recommends that the unit be deployed as a team to maximize its impact. Personnel would not be distributed throughout the day across both sides of the patrol schedule, but rather deployed as a unit, like the Neighborhood Enforcement Team. The Downtown Unit should work flexible days and shifts and respond to the conditions in the downtown area, taking a long-term and proactive approach to crime and disorder.

In addition to the unit approach, consideration could be given to embedding Downtown Unit officers into the patrol squads in the event one of the options offered by CPSM regarding patrol shift reconfiguration is implemented. For example, if the department decided to deploy with four 10-hour shifts, one position in each of the shifts working 1000x2000 (or the nearest approximation) could have a specific position for one officer to be assigned to cover the downtown area. This would ensure that every day between the hours of 10:00 a.m. and 8:00 p.m. (or adjusted to later or earlier depending on the needs of the area) a uniformed patrol officer would be assigned downtown. This patrol coverage, in addition to the dedicated team of officers working on long-term conditions through proactive enforcement, might produce greater results than the diffused deployment plan currently used.

Recommendations:

- Consolidate personnel into one unit and assign as a team. (Recommendation 9.)

NEIGHBORHOOD ENFORCEMENT TEAM (NET)

To support criminal investigations, and crime reduction initiatives in general, the SCPD deploys a Neighborhood Enforcement Team (NET). According to the SCPD personnel roster there are four sworn members assigned to the NET (one sergeant and three officers). These individuals generally have flexible hours and days off, but typically work from around 2:00 p.m. until midnight. The NET's mission is to address gang violence and the incidence of drug use and sales in the community and to respond to crime trends and disorder. These main functions are divided approximately 20/30/50 (gangs/drugs/crime and disorder), which would clearly put the emphasis of this group on dealing with crime and disorder. As of November 21, 2017, NET personnel were responsible in 2017 for making 278 arrests (105 of which were felonies) and issuing 72 citations. This is an impressive enforcement output for such a small cadre of personnel in 11 months.

Conducting effective enforcement operations with four sworn officers is challenging. Conducting effective drug enforcement operations is just not possible. Considering these limitations, however, the NET has been able to conduct limited enforcement operations that have yielded impressive results. The SCPD recognizes the limitations on the NET and the reality is that most enforcement efforts are undertaken by "borrowing" personnel from other places in the department; essentially, this is enforcement by committee. The SCPD should revisit both the mission and staffing of this unit.

From a mission perspective, CPSM recommends that the NET should be armed with intelligence and crime data, along with an in-depth knowledge of current criminal investigations. The unit should be targeting “hot spots” and “prolific” offenders. For example, a list of known and/or recidivist burglars should be created, and it would be the NET’s responsibility to target these individuals for surveillance, enforcement, and parole/probation monitoring. If narcotics enforcement is part of this approach, then it should be considered, but primarily focusing on narcotics violations at the expense of other criminal activity in the community is a policy that should be revisited.

To accomplish the mission described above, additional personnel resources are required. An impactful, proactive enforcement strategy cannot be accomplished with four sworn officers. At a minimum, two additional investigators should be assigned to this team. This team would support both the investigative and patrol efforts dealing with crime and community issues on a long-term and proactive basis. The department currently has limited capacity in this area and strong consideration should be given to staffing this proactive enforcement team. Officers assigned to this team would be responsible for both crime prevention strategies by working closely with the community AND would target the “hot spots” and “hot people” identified through a robust intelligence function.

Recommendations:

- Add two additional investigators on a permanent basis to the NET. (Recommendation 10.)
- Develop an integrated intelligence and crime analysis function to supplement investigations and patrol deployment and to be able to develop a crime prevention and community engagement strategy. (Recommendation 12.)

PARKS UNIT

The Parks Unit in the SCPD is responsible for providing police services within the 36 city parks located in Santa Cruz. The unit is staffed by one sergeant, one police officer, and two community service officers. The sergeant works Monday to Friday, and the police officer works from Tuesday to Friday; both are scheduled from 0700 to 1700 hours. The CSOs work the same hours as well and work from Wednesday to Saturday.

Although the mission and name of this unit is to provide police services in city parks, this is somewhat of a misnomer. It appears that the functions of this unit have evolved into more of a homeless outreach/services/enforcement unit and personnel assigned to the unit work almost exclusively on managing the homeless population that reside in the city. This is a challenging task.

According to the Santa Cruz County “Homeless Census & Survey” conducted in 2017, there are approximately 2,249 homeless persons in the county, with approximately 1,204 of them (53.5 percent) in the City of Santa Cruz. Based upon these data, the rate of homeless persons per 10,000 residents in Santa Cruz is 188.5 (1,204/6.4). To put this in context, according to the U.S. Housing and Urban Development “point-in-time” estimates in 2017, the City of San Francisco has a homelessness rate of 81 per 10,000 residents, which means Santa Cruz has a homeless population rate almost 2.5 times greater than San Francisco. Visual inspection of the community supports this statistic.

Homelessness is a complex issue and one that cannot be addressed by the police alone. The City of Santa Cruz and its community partners have taken ambitious steps to manage the

homeless crisis in the community and these efforts should be applauded. But while homelessness is not an issue that can be addressed by the police, the behavior of homeless individuals in Santa Cruz is frequently part of the police's day-to-day duties and responsibilities. As earlier sections of this report point out, there are thousands of CFS logged each year that relate to disorderly conditions in the community, many of which are driven by homeless individuals. The SCPD, therefore, needs to dedicate resources to address these behaviors accordingly.

The SCPD should consider creating a homeless outreach unit independent of the Parks Unit. Part of the current efforts to assist homeless individuals in Santa Cruz involve collaboration with mental health workers from Santa Cruz County. Once or twice each week, SCPD Parks Unit and county mental health workers engage with homeless individuals to provide services and referrals. This approach is like the H.O.P.E. Team (Homeless Outreach – Psychological Evaluation Team) efforts in Pasadena.⁵ The Pasadena PD teams up with licensed clinical social workers from L.A. County to provide individualized mental health outreach while maintaining public safety. It appears that the SCPD is implementing this model in a limited fashion and CPSM recommends that this be developed into a full-time model. Therefore, one police officer and one LCSW would be assigned from the SCPD and work full-time on homeless outreach independent of the parks enforcement. In addition to the enforcement and outreach personnel assigned to this team, consideration should be given to assigning personnel from the City Public Works Department and who can coordinate the removal of refuse and abandoned homeless encampments. Having these resources under one unit would enhance its effectiveness.

Recommendations:

- See Park Ranger section of this report.

⁵ <https://ww5.cityofpasadena.net/police/about/divisions-and-sections/field-operations/>

SECTION 6. INVESTIGATION SECTION

The Investigation Section operates under the command of a lieutenant. Two sergeants oversee the detective and civilian personnel assigned to this section. One sergeant supervises the Crimes Against Property unit, staffed by two detectives, the Data Forensic unit staffed by one detective, and a community service officer tasked with conducting appropriate follow-up for detectives, reviewing crime-related video surveillance video, and monitoring 290PC registrant compliance. The Crimes Against Persons sergeant supervises four detectives, the Cold Case Unit staffed by a volunteer, and the Victim Advocate Unit staffed by a civilian employee. The Property and Evidence Unit, staffed by three police property attendants, directly reports to the section lieutenant. In addition, the lieutenant is responsible for department liaison with the County Gang Taskforce, which has one SCPD detective assigned, and the city's Commission for the Prevention of Violence Against Women (CPVAW).

Two county probation officers are housed in the Investigation Section offices, one assigned to juveniles and one to adults. They provide an in-house Probation Department contact and assist with probation searches for detectives and the county task force. SCPD pays for one-half of the salary of one probation officer.

Investigation Section personnel assignments are determined internally following an oral board and interview with the assigned lieutenant. Anticipated openings for specialized assignments are announced department-wide and are filled through the selection process. Per an MOU that is in place, investigators receive a five percent premium pay increase during their assignment. Historically, personnel have been assigned to this rotation for three to five years, though no specific policy regarding length of assignment exists. A recent promotion and the upcoming rotation of three investigators has provided new opportunities to patrol personnel.

CASE MANAGEMENT

SCPD does not have a standard case management process. The two assigned sergeants meet weekly and review the report queue. The cases are triaged based on the sergeants' knowledge of the investigative staff's current workload. The triage thresholds are fluid for both the Persons and Property sections and have no specific documented standard. Based on the triage, cases are either assigned to an investigator, referred back to patrol for follow-up, or closed. In addition, cases closed, inactivated, or otherwise disposed through the triage process are not tracked by individual case or statistically evaluated. This process is by design and necessity; however, it may not meet with department expectations and should be reviewed and approved by department management. A clear policy outlining department case screening criteria and those accountable for such screening should be developed.

SCPD does not actively track detective case assignment or case clearance rates (see below), so a clear method does not exist to assess individual productivity, whether current or historical. The Alliance system the department uses provides some useful information for this purpose, but the information needs to be extracted and massaged into relevant and timely management reports for investigative supervisors and department managers to analyze. This lack of a case management system limits SCPD management's ability to evaluate the effectiveness of the department's investigative function as a whole and the success of its efforts to address crime in the community as a whole. The planned Alliance RMS system replacement should include an investigative module that provides real time information for assessment of the department investigative function.

Due to the lack of a case management system, CPSM was unable to evaluate the investigative unit's staffing and workload. FBI UCR clearance rates can provide some perspective on investigative effectiveness, but the Investigation Section does not review or evaluate UCR clearances coded by Records for submission to the FBI. As discussed in the Records section of this report, crime clearance rates are of utmost importance to law enforcement agencies. Clearance rates are the benchmark for a department's effectiveness in solving crime. Clearance rates should be part of the Investigation Section's evaluation process.

INVESTIGATIONS TRAINING

Personnel assigned to the SCPD Investigation Section are provided training in several basic classes. Once selected for assignment, a detective attends training on basic homicide, sexual assault, interview and Interrogation, child forensic interview, basic crime scene investigations, and search warrant preparation. As a detective develops specialization in an area such as gangs, he or she is sent to additional training focused on that specialty. Beyond the courses noted, investigations training in-house is an informal process where the new investigators learn as they go.

Occasionally, the District Attorney's office may provide brief training on a subject. However, the Investigation Section does not routinely receive feedback from the DA's office regarding case reject issues, whether it be procedural such as search and seizure, evidentiary concerns, or a deficient investigation. The SCPD Investigation Section does not have a policy and procedure manual for its investigators to reference. There are some department polices that give guidance regarding specific crimes such as child abuse, missing persons, and death investigations.

All detectives have basic crime scene investigation training, they can process most basic crime scenes. Complex scene investigations are provided by the Santa Cruz Sheriff's Department (SCSD) or California Department of Justice on a contract basis. The SCSD provides fingerprint analysis for SCPD. An IBIS lab in Salinas, Calif., is also under contract to provide firearm analysis services.

DATA FORENSIC UNIT

One detective is assigned to the Data Forensic Unit. This relatively new investigator replaces one that retired, and who took with him the majority of the department's computer forensic capabilities. The unit is currently limited to cell phone data extractions and minor computer forensics. Any case requiring more extensive data mining is outsourced to outside agencies. The assigned investigator also carries a limited criminal investigations caseload.

Fully trained computer forensics detectives can extract data from cell phones, computers, hand-held devices, and digital video recorders at the request of other investigators. Police and Sheriff's departments across the country are increasingly using civilians in this assignment once performed exclusively by sworn personnel. Computer forensics lends itself to be a permanent assignment, wholly suitable to a civilian specifically trained to perform these complex functions. CPSM recommends SCPD explore this option. It would also provide a cost savings in salary and outsourcing costs.

VICTIM ADVOCATE

The Santa Cruz Police Department has provided victim advocacy services to the community since 1987. One full-time coordinator is assigned to the Victim Advocate Unit as an employee of the police department and is the only police-based advocate in the county. The advocate is supervised by the Investigation Commander.

The SCPD victim advocate is responsible for assisting victims of violent crimes with legal processes and connecting them with community resources. With the advocate integrated into the justice process, a victim's questions can be answered, and coordination is seamless with the support agencies and shelters providing victim services. On occasion, the advocate responds to crime scenes to provide immediate assistance to victims.

The incumbent, long-term advocate reviews all crime reports and assesses relevant cases for victim, and occasional suspect, needs and services. Among a few duties of the advocate are contacting crime victims to provide aid, assistance or referrals to appropriate services and resources to meet their needs; providing case status updates to victims; meeting and conferring with detectives, officers, and allied agencies regarding individual cases; arranging victim interviews with the probation department prior to pre-sentencing decisions; representing the victim to the District Attorney's office and the courts; coordinating transportation for victims as needed for court appearance, medical purposes, counseling, or law enforcement; and accompanying victims to court proceedings, meetings, and interviews with law enforcement and/or attorneys.

The advocate, as mentioned earlier, has been in the position for quite some time and has developed the program to its present state over the years. Because of the advocate's efforts, there are more victims to serve than staff time to serve them, which requires some contacts be made by letter versus the preferred method of personal outreach. The advocate's current goal is to add volunteer staff drawn from the local domestic violence service groups who have been provided the necessary training. The desire is to add those with bilingual skills to better serve the diverse community. Tentative department approval has been given to the assignment of the desired volunteer(s).

TASK FORCE OPERATIONS

SCPD participates in the Santa Cruz County Gang Task Force, a county-wide gang task force formed in 2011 to address gang violence and prevent youths from joining gangs. It is comprised of state, county, and local law enforcement. It also includes members of the District Attorney's Office. The task force consolidates the county's gang experts and facilitates gang members' prosecutions by relying on investigators with deeper knowledge of gangs in the county.

SCPD has one full-time investigator assigned to the task force. SCPD has minimal day-to-day involvement with the unit, which is managed by a commander from the DA's Bureau of Investigations. The unit can be called on to address specific issues affecting the city when necessary. Based on discussion with SCPD staff, there is a mixed opinion as to the value of the assignment of an investigator to this task force versus the addition of the officer to the Investigation Section. This assignment should be reviewed and evaluated to determine its most effective value to the department.

Recommendations:

- The rotation period for investigators as determined by department management should be documented to provide personnel with a clear understanding of the department's intent for this assignment. (Recommendation 12.)
- Incorporate data management (caseload, clearances, etc.) into the operations of the Investigation Section. (Recommendation 13.)
- Cases closed, inactivated, or otherwise disposed of through the triage process should be accounted for and statistically tracked in the new RMS. (Recommendation 14.)
- A clear policy should be developed to outline department case screening criteria and those accountable for such screening. (Recommendation 15.)
- When the new RMS comes online, it should be used to extract and massage case information into relevant and timely management reports for investigative supervisors and department managers to analyze. ((Recommendation 16.)
- The planned Alliance RMS system replacement should have an investigative module that provides real-time information for assessment of the department investigative function. (Recommendation 17.)
- Clearance rates should be part of the evaluation process in the Investigation Section. (Recommendation 18.)
- CPSM recommends that SCPD explore civilianizing the data forensic unit. (Recommendation 19.)
- District Attorney case rejects should be reviewed on an ongoing basis for training issues and incorporated into the department training curricula. (Recommendation 20.)
- An Investigation-specific policy and procedure manual should be developed for investigators' reference. (Recommendation 21.)
- The SCPD staffing commitment to the gang task force should be evaluated for its value to the department. (Recommendation 22.)
- The process for selecting and assigning a Victim Advocate volunteer should be initiated. (Recommendation 23.)

SECTION 7. SUPPORT SERVICES DIVISION

RECORDS SECTION

Contrary to the common perception that functions performed in law enforcement records sections are as simple as filing reports and providing copies as needed, there is an exhaustive list of duties performed. Among the general duties performed daily are: reviewing and processing citations and incident reports; conducting criminal history checks; answering telephone calls related to the records operation; handling walk-in customers at the front desk; organizing and maintaining reports in various databases; uploading and maintaining digital photographs; maintaining records on incarcerated individuals; responding to document and/or photographic image requests from the public and law enforcement/criminal justice community; registering sex offenders; preparing and distributing reports for prosecutors and others; maintaining information on local wanted/missing persons and property in local, state, and federal databases; accepting and processing various civil papers for service; monitoring and responding to requests received through the agency's central email box; conducting background checks for employment and preparing clearance letters; responding to requests for the release of various documents/tapes/photographs as required under the Freedom of Information Act; receiving and distributing incoming and outgoing mail; purging records as directed by the county record retention schedule; ordering and maintaining department supplies for records-related duties; preparing statistical reports including those for the state of California and the FBI; and more.

The Santa Cruz Police Department policies do not specifically reference the functions and responsibilities of the Records Section. Policy 810, Release of Records and Information, identifies the Records Manager as the department's Custodian of Records with authority to release specified department records. In reviewing various other policies, reference could be found to a records function, but it is embedded in a broader policy. For example, in Court Protective Orders 320.4, Records has the responsibility for maintaining these records, and in Policy 332, Missing Person Reporting, Records Section personnel are required to notify DOJ and NCIC. The department should consider developing a section within the policy manual specific to the records function. This will ensure that Records staff can more easily comply with legal mandates and department operating guidelines, which will complement the existing Records procedural manual.

Records Management System

The records management system (RMS) used by the SCPD is Alliance, an integrated law enforcement software product offered by Cyrun. SCPD also uses Alliance for its property and evidence function and for the Investigation Section. Records staff report the current version of the software is antiquated and does not provide adequate functionality. SCPD is in the request for information (RFI) phase of the purchasing process to obtain a new RMS for the department. It is critical that all end-users, including Records, be part of this process. End-users would be considered as anyone in the department who would access and use the system. (Example: Officers, Detectives, Records staff, Property and Evidence staff.)

Records Staffing

The Records Section is part of the Administration Division. As such, it falls under the direction of the Deputy Chief of Administration Division. However, day-to-day management of Records is the

responsibility of the Records Manager. The Records Manager is assisted by the Senior Records Technician, whose primary function at this time is training new staff members.

Table 7-1 reflects all staffing assigned to Records. It depicts authorized positions, vacancies at present, and actual staffing.

TABLE 7-1: Records Section Personnel

Rank	Authorized	Actual	Vacant
Records Manager	1	1	0
Senior Records Technician	1	1	0
Records Technician	7	7	0
Total	7	7	0

In the introduction to the Records Section above, some of the myriad responsibilities of a law enforcement agency records section were described. These are all functions performed by SCPD Records. Records staff are cross-trained in all the section's assigned responsibilities. The section has a system of periodic rotation ensure staff skills and knowledge are maintained, which also deters complacency. One technician is assigned to the Investigation Section. This records technician is responsible for assisting investigators with records-related functions and other related duties. Assignment of this technician in the investigation office is a well-placed efficiency. Another technician is assigned to the lobby to handle public counter activity related to Records, as well as any other general inquiries or requests for assistance. The department should consider assigning a light-duty sworn or civilian staff member, when available, at the public window. This would relieve the records technician to handle more records-related workload.

As the functions performed by law enforcement records sections vary greatly from agency to agency, there is no universally accepted formula for establishing a department's staffing level. Therefore, CPSM draws upon our experience in both leading law enforcement agencies and our work across the nation in conducting studies such as this to assess staffing levels.

Should our overall assessment recommend the addition of additional patrol staffing and/or other staff that would serve to increase department workload, Records staff should be also incrementally increased to meet the workload demand affecting this section.

As the department works toward deployment of body worn cameras, the impact on Records must be considered. In the last few years, agencies have hurried to deploy cameras without the policy preparation or resources required to store and manage the camera recordings. Significant increases in Records staff time to review, redact, and process recordings for FOIA requests and subpoenas seeking access to the camera recordings have overwhelmed those agencies that failed to plan. SCPD should ensure its camera deployment plan considers department needs beyond the physical purchase of the cameras, including staffing for Records.

Work Schedules/Public Access Hours

The public counter is open Monday through Thursday from 9:00 a.m. to 4:00 p.m. Staff work a 4/10 schedule, with some employees off Mondays and some Fridays. The manager and senior technician work a 9/80 schedule. In every two-week cycle, the manager and the senior technician work nine hours for four days per week, and on one day during the two weeks within the cycle they work eight hours, for a total of 80 hours in the cycle. One is off every other Monday, and the other is off every other Friday.

Workload Demand

For the most part, the Records Section has been able to keep up with workload demands. In 2016, although not inclusive of all work performed, SCPD Records entered into the RMS and processed 10,773 police reports, 8,758 citations, 5,081 arrests, 2,213 Coplogic reports (online public reporting), and 1,258 bicycle registrations. A couple of workload exceptions were noted by staff: (1) timely completion of documents required for prisoners' court appearances, and (2) deferral of low-priority processing tasks such as citations, trespass letters, pawn slips, dismissals and sealings, and report releases.

In-custody prisoners require documents be prepared for their court appearances, normally the day following arrest. The Records staff have a daily deadline that is difficult to meet without any self-imposed setbacks; however, processing issues outside the control of Records staff regularly cause delays in completing the documents in a timely manner. These will be discussed here.

Officers write reports on computers at the station, not in their patrol cars. This is due to the fact SCPD found that report data did not transfer from the mobile digital computers in the vehicles to the server housing the Alliance software. This glitch has been addressed, but the practice of in-station writing has not changed, now mostly out of officer safety concerns expressed by patrol staff.

Completed patrol officer reports are submitted through Alliance, where they remain in a queue for a patrol sergeant to review and approve. Once approved, the report is available for Records to process. Supplemental documents not submitted through Alliance are hand-carried to Records and scanned into Alliance by assigned staff.

Delays in this process are several-fold. The timely completion of the police report can be impacted by a lack of supervisory oversight, specifically during extended-shift report writing. There is no clear process to ensure reports are completed, approved, and processed. Policy 344.6 outlines report completion requirements specifying supervisory approval for the deferral of reports; however, documentation of such an approval or the tracking of a deferral does not exist. Records does audit issued report numbers a few times each month. Staff send requests to officers to complete reports, but patrol supervisors are not part of this effort; consequently, these requests are ignored. An incomplete or missing report creates a delay in processing.

Another processing delay has been caused by an apparent disagreement between shift sergeants regarding report approvals. It was reported that there is a sense of unfairness in the approval workload distribution or the failure of some to complete their share of the workload. This has been occasionally brought to the attention of shift lieutenants and addressed, but the issue is still causing processing delays. On the date of the site visit, November 16, 2017, 94 reports were in the report queue awaiting approval; the oldest from October 15, 2017. This is a significant deficiency that needs to be addressed by SCPD management. This situation has the potential to expose the department to litigation for failed action on a critical incident buried in the report queue.

Report delays also cause unnecessary work for Records. The daily in-custody jail list is distributed at approximately 7:30 a.m. each court day. Notification at this hour minimizes the time available to prepare court packages. In-custody reports found in the approval queue at this late hour require that Records staff find a supervisor to approve the report, await corrections which may require contact with the now off-duty officer, then prepare the court package before the prisoner's appearance time.

The report deferral policy must be followed and an accounting process for such deferrals must be developed and complied with. A discussion should take place between patrol lieutenants and sergeants to determine the appropriate distribution of workload and the results documented in policy, which must be enforced by management.

The secondary workload issue for Records is the processing of low-priority tasks such as citations, trespass letters, pawn slips, dismissals and sealings, and report releases. This deficiency is due to workload demand of other, higher-priority tasks. These low-priority tasks are addressed as staff availability allows, but addressing them through operational and staffing adjustments as discussed here regarding public counter and phone activity.

SCPD at one time utilized an e-ticket system for citations. This was discontinued due to compatibility issues with Alliance. E-ticket compatibility should be included in the RMS request for information process.

Public Records Requests

A routine function of any police department records section is the release of public records, include police reports. For the past three years, Santa Cruz PD records staff responded to such requests at the following rate: 2014 – 498 requests; 2015 – 591 requests; and 2016 – 654 requests.

At present, the only options for interested parties to receive such SCPD records is to travel to the police department and make the request in person, or to make a request by phone or via email. This is both labor intensive for the Records Section staff and an inconvenience for customers. SCPD attempted to utilize Carfax for traffic accident report distribution, but after receiving initial approval from the City Attorney, the approval was withdrawn before implementation without a reason provided for the denial.

Third-party services such as Carfax and GovHelper offer convenience to the public and could help to reduce demand on the Records Section staff. As well, since the TPA receives its revenue through a nominal convenience/processing fee charged to the customer, there is no charge to the agency. As the public's right to access such records varies from state to state, CPSM recommends that the department work with the city's legal counsel to ensure that any such process complies with current state law. However, as several agencies within the State of California, including San Francisco, San Leandro, Hanford, Paso Robles, and Placer County to name a few, use such services at present, no issues that would preclude the use of such a service in Santa Cruz should exist.

FBI UCR Reporting

Virtually all law enforcement agencies provide statistical data to the FBI on crime rates and clearances. Essentially, under UCR criteria, an incident of crime is reported as a single crime, even in the event of multiple offenses within that one incident. The reported offense is for the most serious of the crimes from that single incident. For instance, an armed robbery that included an aggravated assault is reported as one incident, an armed robbery.

At the Santa Cruz Police Department, the responsibility for reporting crime rates rests with the Records Section. While this would seem to be a simple, straightforward task, it is anything but. To ensure consistency in reporting, the FBI has issued strict and detailed guidelines regarding classification and crime clearance criteria (coding). Among the important aspects of such reporting is to allow for the reporting agency to effectively measure its crime-fighting and solvability rates against other communities. This is not to be used to grade an agency against any other agency, but rather, to be used as a tool to better identify crime-fighting strategies and

measure the effectiveness of the department and its investigators in solving crime. Should the department have low solvability (clearance) rates, or extraordinarily high rates, examination of the reasons should be undertaken. It may suggest a performance anomaly, or, it may stem from improper coding.

While preventing crime is of utmost importance to law enforcement agencies, solving crime should also have parity. The solving of crimes, which results in the prosecution of offenders, not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI, are the benchmark for a department's effectiveness in solving crime.

The FBI establishes a three-pronged rule, each of which must be met to clear a case. For FBI reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

CPSM discussed reporting practices with Records staff (coding) and found there to be an understanding of the clearance criteria established by the FBI UCR. A review of SCPD clearance rates showed a consistency with California and federal clearance rates (see Table 7-2). CPSM recommends frequent training be provided to appropriate staff to ensure the correct criteria is adhered to in reporting of crime and clearances. Based upon the complexity of coding criteria, coding should be the responsibility of a limited number of staff, not to exceed two. During the review, no areas of inappropriate coding of crimes was discovered.

TABLE 7-2: Reported Santa Cruz, California, and National Clearance Rates, 2015

Crime	Santa Cruz			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	2	2	100%	1,880	1,164	62%	16,304	9,598	59%
Rape	44	9	20%	12,794	5,304	41%	119,732	42,962	36%
Robbery	116	43	37%	52,805	16,285	31%	321,519	90,010	28%
Aggravated Assault	337	197	58%	99,231	53,695	54%	749,010	390,068	52%
Burglary	431	47	11%	197,234	21,546	11%	1,535,314	194,795	13%
Larceny	2,831	351	12%	655,952	92,864	14%	5,545,667	1,191,030	21%
Vehicle Theft	299	20	7%	170,819	14,314	8%	698,558	88,593	13%

Telephone Services

The department's primary business line, 831-420-5800, is an auto-attendant line. Records is the fourth of ten options offered to callers. Records reports receiving a significant number of telephone calls that require transfer to other locations that are not offered as an option to callers. This is disruptive to the primary work function of Records. A review of options in the auto-attendant system will help to reduce call volume needlessly directed to the Records Section.

After calling the department's primary business telephone line, a caller is afforded ten options, in this order: (1) For Spanish speaking callers, press 1; (2) For emergencies, hang up and dial 911; (3) for department business information, press 2; (4) for a copy of a police report or to speak to someone in the Records Section, press 3; (5), to reach Investigations, press 4; (6) to reach the Traffic Unit, press 5; (7) to reach Property and Evidence, press 6; (8) to repeat the menu, press 7; (9) to reach the Traffic Unit, press 5; and (10) for non-emergency department services hang up and dial (831) 471-1131 to reach Communications. Based on data provided, the Records Section fields an average of 60 calls per day, an average of one call every 7 minutes, but it is reported not all calls are specific to Records functions. Staff believe 70 percent of the almost 16,000 annual inbound calls are handled by Records. In addition, another approximately 2,300 calls were handled by the Records technician assigned to the Investigation Section.

It is common for crime victims attempt to contact the officer who handled the initial call or the follow-up investigator to provide additional information or get an update on the status of the case. Records staff field many of these calls seeking contact with an officer. SCPD officers' business cards provide the department's voice mail line at which they can be contacted. At present, there is no mechanism to measure public or officers' use of the voice mail system. Although officers are encouraged to answer their voice mails promptly, there is no policy or supervisory oversight that directs this. Such a policy may relieve some of the phone call burden from Records.

Payment Options

An area of concern noted was the handling of cash by Records. Depending upon the service sought, whether for the collection of fines, vehicle release payments, purchase of report copies, etc., customers can pay with money orders, business checks, credit cards, debit cards, or cash. These transactions are conducted by the records technician in the SCPD lobby. A computer-based cash register is used to record the transactions. The receipts, including cash received, are balanced by the receiving clerk. The receipts are bundled for pickup by an armored courier for delivery to a local bank. There is no audit process in place for this financial activity.

Cash transactions present an unnecessary risk to the city and the department. As just one of many examples, a few years ago, a records manager at a municipal police department in suburban Los Angeles pled guilty to grand theft. She was charged with stealing monies collected in the course of her duties over a period of many years. Though she agreed to reimburse the city \$140,000, department estimates placed the loss at more than \$340,000. These were cash transactions for those of the same nature that take place in Santa Cruz.

Over the period of 2015 through May 2017, the Records Section took in approximately \$142,228 in payments, of which \$34,144 was cash. CPSM by no means infers that any suspicious activity has occurred at the Santa Cruz Police Department. To the contrary, the system in place serves to minimize the risk. However, CPSM does maintain that the present system presents an unnecessary risk to the city, SCPD, and its staff, and should be revised to eliminate the acceptance of cash.

Recommendations:

- Consideration developing a section within the policy manual for Records to include special orders specific to critical functions. (Recommendation 24.)
- All end-users should be part of the current Request for Information phase of the purchasing process to obtain a new department RMS. (Recommendation 25.)
- If any additional patrol staffing and/or other staff recommended by this assessment comes to fruition and which will increase department workload, consideration should be given to incremental increases in Records staff to meet the workload demand affecting this section. (Recommendation 26.)
- E-ticket compatibility should be included in the RMS RFI process. (Recommendation 27.)
- The report deferral policy must be followed and an accounting process for such deferrals must be developed and complied with. (Recommendation 28.)
- The Alliance report queue needs to be addressed by SCPD management through policy modification and management oversight. (Recommendation 29.)

- SCPD should ensure that its camera deployment plan takes into consideration the resource needs of the department beyond the physical purchase of the cameras. (Recommendation 30.)
- CPSM recommends that the department evaluate and implement an appropriate third-party service provider for handling public records requests to reduce the department's processing workload. (Recommendation 31.)
- CPSM recommends frequent re-training be provided to appropriate Records staff to ensure the correct UCR criteria continues to be adhered to in reporting of crime and clearances. Coding should be the responsibility of a limited number of staff, not to exceed two. (Recommendation 32.)
- CPSM recommends SCPD eliminate the acceptance of cash at its public window as a payment option for department services or records. (Recommendation 33.)
- A department audit process should be established for the payment intake process at the public window. (Recommendation 34.)
- A policy should be established that directs officers to provide their voice mail number to public contacts and that the system be checked by officers regularly. (Recommendation 35.)

PROPERTY AND EVIDENCE

The intake, processing, storage, and disposal of evidence and property are important functions of any law enforcement agency. It is especially true for weapons, narcotics and dangerous drugs, currency, and valuable jewelry. Too frequently, law enforcement agencies across the country have faced the consequences of mismanaged property and evidence sections. This has resulted in terminations and arrests of police employees from janitors to police chiefs for thefts of narcotics, cash, jewelry, and guns. In some cases, audits that revealed unaccounted-for property and evidence led to the termination of police executives. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function.

The SCPD property and evidence function falls under the direction of the Investigation Section Commander. Under the direction of this commander, three police property attendants staff the Property and Evidence Unit. As all three attendants are of the same rank, there is no designated day-to-day manager or supervisor of the unit.

Property and Evidence staff work a 4/10 schedule. One staff member works Tuesday through Friday from 7:30 a.m. to 6:00 p.m., and the other two work Monday through Thursday from 6:30 a.m. to 5:00 p.m. This schedule ensures coverage Monday through Friday. Currently, the staff is not on call for evidence processing of special evidence such as large items, significant volumes of drugs, and/or large amounts of cash. Due to processing errors of past special evidence situations by field or investigative personnel, the P&E staff would prefer to respond to the scene for the field processing versus correcting the processing errors of others after the fact.

Public access for the release of property is scheduled for two hours each Tuesday and Thursday, and by appointment. However, staff report they are often called upon to release property outside of these hours when detectives or officers request a release or if an appointment is made by a public member for a time outside the predetermined release windows.

The primary policy governing the property and evidence functions is 804, Property Procedures, which is a six-page policy that addresses the intake of property and evidence from collection to

storage, including security of the held evidence and property. This policy also provides for the protection of the chain of evidence and those persons authorized to remove and/or destroy property. It was found to be well-written and thorough. CPSM was advised that a property and evidence manual does exist and was last updated in 2011. However, as of this writing, it has not been distributed to field personnel at the direction of department management according to property and evidence staff. CPSM recommends that the department create a P&E operations manual that describes in greater detail the internal P&E room handling of specific evidence and property and to include new and enhanced security protocols. These manuals and other property management industry standard guidelines are readily available by accessing the International Association of Property and Evidence website at <http://home.iape.org>. In addition, several departments have excellent manuals they may be willing to share. The Burbank, Calif., police department is one such agency.

Within Policy 804 are the internal security control sections. Specifically, 804.8 calls for monthly inspections by the managing lieutenant of evidence storage facilities and practices to ensure adherence to appropriate policies and procedures. The policy also directs an unannounced annual inspection of the evidence storage areas as directed by the Chief of Police. Neither the process nor scope of the inspection is spelled out in the policy. CPSM asked to review the inspection reports as called for in policy and were advised that the last full inspection was conducted in 2010, and that no random inspections as called for in Policy 804.8 have been conducted at any time in recent memory. CPSM was advised of a 2016 audit of narcotics processing and storage by a department sergeant, which found that all items were correct and accounted for.

The main property and evidence processing and storage area is in the SCPD facility. The preparation area has necessary supplies and 30 two-way lockers. The office and storage areas are secured by a standard lock and key, with separate keys for the office door and storage room, and a key card system. Inside the storage room is a "vault room," again secured by a standard lock and key. Within the vault room is a safe for cash and coins; however, it is not kept locked. The safe is not kept locked because the locking mechanism requires maintenance or repair due to it being difficult to open. Because the safe is kept in a locked room it was decided the safe locking mechanism didn't need to be operable. It should be noted that CPSM was advised the unlocked safe contains approximately \$50,000. The safe should be repaired and secured.

Narcotics and firearms are also secured in the vault room. A small refrigerator is available in the processing area and the evidence storage room for items requiring refrigeration. A property and evidence garage is maintained at SCPD for bicycles and other large items. An off-site storage area is also utilized for overflow property and evidence. Security is maintained for the main and ancillary facilities by alarms, standard key and key card access points. Alarms notify a local alarm company, which notifies the Communications Center of any activation. An SCPD Deputy Chief is notified by Communications and coordinates any necessary response. P&E staff indicated the alarm system has been non-operational for several months. Staff said the issue had been reported, but they were unaware if it had been repaired. The alarm system should be repaired, or if it has been repaired staff should be advised and directed to activate it daily. A personal safety issue was raised by staff as the off-site area limits the availability of assistance should any confrontation take place. P&E personnel are provided personal alarm necklaces to wear in case of emergency; however, the system is an in-house system dependent on personnel being in the station to respond. Management should review these security issues and make necessary corrections.

The property and evidence intake process is as follows. Officers seizing property and/or evidence transport the items to SCPD. There, they enter the appropriate information into the

Alliance system and prepare a hand-written label to include the case number, nature of item, chain of custody, etc. The property/evidence is placed in a storage package and sealed. The previously prepared label is affixed to the package, which is then placed in one of the two-way lockers. Once the property/evidence is secured in the locker, access is no longer available from that side. Property and Evidence staff then collect the property/evidence and report form from the other side of the locker. P&E staff access the corresponding report in Alliance and enter the item's storage location, then place the item in the appropriate location.

CPSM was shown a pile of approximately 50 items lying on the floor of the evidence office that required labeling or packaging corrections due to initial errors by submitting officers. At least one item was from 2015. Staff indicated officers are notified of the required correction by email, but frequently fail to respond. Supervision and management must be involved in the process to ensure timely correction and should provide training for personnel with multiple deficiencies.

Property management software should allow the officer who initially processes the property/evidence to do so electronically and print out bar codes; one to attach to the item, and the second to attach to the electronically generated copy of the report once the Property and Evidence Section staff assign it a storage area. This can reduce the time involved in the intake of property/evidence. When CPSM inquired as to why the latter, more efficient process, was not used, staff advised they chose not to use the application due to their belief Alliance is an unreliable system, and they have concerns about the accuracy of the bar codes produced. An advanced Property and Evidence module should be included in any bid evolving from the current Records Management System RFI.

In the evidence room, property and evidence are stored in a generally organized manner in bins on movable shelving units. This storage area has an estimated four to six months of storage space available before overflow will need to be moved to the department's off-site storage facility. Over the last three years, 56,640 items of property and evidence were processed by the Property and Evidence Unit. As of the end of October 2017, according to the Alliance system, there were approximately 36,851 items of property and evidence in the custody and control of the Santa Cruz Police Department, though the accuracy of this number is suspect. This total does not account for items that were in SCPD custody before 2000. The number of pre-2000 items is unknown, and these records are still maintained on a paper system in use before Alliance was implemented. Staff indicates all items in custody before 2009 have been reviewed and purged. The staff is working to purge going forward from 2009, but this is a false confidence. With each day that passes most certainly many pre-2009 items become eligible to purge.

However, there is no system in place to actively advise P&E staff that an item can be purged. P&E staff must independently research each case to determine its status and seek approval to purge. The unit occasionally receives notification of felony case dispositions from the District Attorney's office to assist them with purging items, but this is a rare occurrence according to P&E staff. Also, they get a package annually from juvenile court, but it lacks information useful to the purging process. The lack of regular case dispositions being provided by the responsible parties should be rectified by management.

There are at least two primary factors that contribute to the glut of property and evidence. On intake, the department must ensure that only necessary property and evidence is received. For instance, clothing and other miscellaneous items from shoplifting cases is being received in Property and Evidence. In such cases, photographing the evidence and returning it to the owner is appropriate. Not only does that reduce the workload in Property and Evidence by eliminating intake, storage, and disposal, but it also reduces the workload for the handling officer. As well, it returns the product to its owner for sale or other use.

The second factor is the disposal of property/evidence that is no longer needed. As previously discussed, the department has a significant backlog of property. There is no justification for inaction on this matter. Steps must be taken to address this backlog of property and evidence that has no evidentiary value. Per policy, no property or evidence is to be released without first receiving written authorization from the Investigation Commander or his designee. This authority has been delegated to the P&E staff, with consultation with the Investigation Commander as necessary. An additional P&E staff member was hired in 2016 for purposes of purging, but though progress has been made, more resources are necessary to address this problem. Utilization of light-duty personnel and additional staff overtime are some options to consider. Once the surplus property and evidence has been purged, a complete inventory should be taken, and the audit recommendations implemented.

This area is one that will require support and reinforcement from sworn management staff. It is not realistic to expect the limited staff in Property and Evidence to address this problem without such support.

CPSM recommends the P&E section have a designated supervisor. One of the more senior personnel acts as the quasi-supervisor, as acknowledged by management, with no title, authority, or compensation. This section is an important and high-liability section that requires daily on-site supervision of the operation and its three evidence technicians. Without clear direction, the technicians do what they think follows the department's priorities and what they see as necessary to operate their section. A supervisor would be able to provide guidance, be an advocate for the needs of the section, and give management a person directly responsible for the P&E operation who would be accountable for its compliance with P&E legal requirements, department policies, and industry best practices. The supervisor and staff should be provided ongoing training on P&E best practices.

Recommendations:

- Review the current practice of not having P&E staff respond to large/special evidence scenes. (Recommendation 36.)
- CPSM recommends that the department create a P&E operations manual that describes in detail the handling of specific evidence and property and which also includes new and enhanced security protocols. (Recommendation 37.)
- Ensure inspections and audits are conducted as called for in department policy. (Recommendation 38.)
- Repair and secure the cash safe in the evidence vault. (Recommendation 39.)
- The evidence office/room alarm system should be repaired or if it has been repaired staff should be advised and directed to activate daily. (Recommendation 40.)
- Address chain of evidence security issues in the garage area. (Recommendation 41)
- Management should review the security issues relative to release of property to the public and make necessary corrections. (Recommendation 42.)
- The process of correcting evidence submission errors must be overseen by supervision and management to ensure timely modification. (Recommendation 43.)
- An advanced property and evidence module should be included in any bid evolving from the current Records Management System RFI. (Recommendation 44.)
- The lack of regular case dispositions being provided by the responsible parties should be rectified by management. (Recommendation 45.)

- Steps must be taken, and resources must be added, to address (purge) the backlog of property and evidence that has no evidentiary value. (Recommendation 46.)
- A complete inventory followed by an audit should be conducted and the audit recommendations implemented. (Recommendation 47.)
- CPSM recommends the P&E section have a designated supervisor. (Recommendation 48.)
- The P&E supervisor (if established) and staff should be provided ongoing training on P&E best practices. (Recommendation 49.)

SECTION 8. PROFESSIONAL STANDARDS

PROFESSIONAL STANDARDS UNIT

The Santa Cruz Police Department takes seriously its duty to uphold the integrity of the department and the officers who serve the community. SCPD clearly states its commitment by having first and foremost on its comment page: "The Police Department is very concerned about proper service delivery to the public and the behavior of its employees." In fact, to further emphasize the department's responsibility to maintain integrity and accountability, the department's policy includes the Code of Professional Conduct and Responsibility for Peace Officer, and the Canons of Ethics.

Any concerns about an employee's conduct, action, or service are investigated. On the front page of the department's webpage is the statement, "The Santa Cruz Police Department is committed to providing exceptional public safety services and taking a leadership role in building community partnerships. We are committed to core values that include public safety, integrity, accountability, professionalism, respect and equal treatment for all." The fact the department mentions integrity and accountability emphasizes the importance it places upon ensuring its officers are performing their jobs professionally.

The Professional Standards Unit (PSU) falls under the direct supervision of the Chief of Police. The unit is staffed by one sergeant. However, the sergeant in the unit may also answer to the Deputy Police Chief on some PSU matters. The commitment for the sergeant in the position is three to five years, or he or she can be removed at any time at the Chief's discretion. Maintaining a longer tenure in the unit by the sergeant ensures expertise in critical, and sometimes litigious, investigations.

The sergeant does not currently have scheduled meetings with the Chief of Police to discuss the progress of the department's current investigations. It is important for there to be meetings scheduled regularly with the Chief to ensure he is kept informed about critical or new investigations the department may receive. The unit operates under the policies set forth in Section 1020 (Personnel Complaint Procedure) of the Santa Cruz Police Department Policy Manual. The department clearly outlines its expectations of conduct and its discipline philosophy in Section 339. The policies governing complaints, investigations, and discipline were found to be current, comprehensive, and well-written.

The duties of the sergeant are to conduct investigations; ensure investigations are being completed, tracked, and reviewed; and to ensure all follow-up paperwork is handled regarding all complaints investigated. To maintain tracking of its investigations, the department uses I/A Pro. This platform is widely used throughout the law enforcement professional standards community and is considered one of the best products available. The system is a robust case management software platform that is specifically designed for law enforcement professional standards. The system allows for managing cases and tracking of timelines, and as well as provides an element for an early warning system (EWS).

The ultimate responsibility for assigning a complaint investigation rests solely with the Chief of Police. Anonymous complaints and third-party complaints should be accepted and investigated to the extent that sufficient information is provided. The complaint investigation can be classified by the Chief of Police in three ways:

Informal Inquiry – A matter in which the complaining party is satisfied that appropriate action has been taken by a department supervisor of rank greater than the accused employee. Informal Inquiries will be documented on a Citizen Inquiry Report form, and routed to the Deputy Chief of the division where the accused employee is assigned. The Deputy Chief will assign the Informal Inquiry for appropriate follow-up.

Formal – A matter in which the complaining party requests further investigation or in which a department supervisor determines that further action is warranted. Such complaints may be investigated by a department supervisor of rank greater than the accused employee or referred to the Professional Standards Unit depending on the seriousness and complexity of the investigation

Incomplete – A matter in which the complaining party either refuses to cooperate or becomes unavailable after diligent follow-up investigation. At the discretion of the assigned supervisor or the Professional Standards Unit, such matters need not be documented as personnel complaints, but may be further investigated depending on the seriousness of the complaint and the availability of sufficient information.

Disposition of personnel complaints is rendered in one of the following ways:

Unfounded: When the investigation discloses that the alleged act(s) did not occur or did not involve department personnel.

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

Not Sustained: When the investigation discloses that there is insufficient evidence to sustain the complaint or fully exonerate the employee.

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

No Finding: If the complaint failed to disclose promised information to further the investigation; the investigation revealed that another agency was involved, and the complaint or complainant has been referred to that agency; the complainant wished to withdraw the complaint; the complainant is no longer available for clarification.

Exceptional: Unable to interview subject officer (resignation) and unable to complete investigation.

These dispositions to personnel investigations are the most commonly used and most widely accepted within the law enforcement community.

The PSU handles the personnel investigations dealing with the more serious policy violations and violations of law; however, less serious complaints, such as rudeness, inappropriate driving, incomplete criminal investigation, missing a court date, etc. are routinely assigned to the offending officer's immediate field supervisor. Once complaints are completed, they are sent to the Deputy Chief and Police Chief for review, and then to an independent auditor who reviews the investigation. The mission of the independent auditor is to provide for civilian oversight of the complaint process; to promote public awareness of and full access to that process; and to advance accountability within the department. When corrective action is indicated by the finding, one or more of the following actions may be taken by the Chief of Police subject to the provisions of the Charter of the City of Santa Cruz:

- Counseling.
- Training.
- Oral reprimand.
- Written reprimand.
- Suspension.
- Demotion.
- Dismissal from the department.

The level of discipline to be imposed is considered on a case-by-case basis; the actions noted above are the most common forms of discipline used within the law enforcement profession. However, there is nothing that obligates the department to adhere to a policy or procedure of progressive discipline with employees.

Supervisors, however, without other concurrence, have the authority to administer one or more of the following to an employee, when deficiencies are noted:

- Counseling.
- Training.
- Oral reprimand.
- Written recommendation for other disciplinary action.

Currently, only the sergeant conducting the administrative investigations in PSU has attended an internal affairs training school. Although many of the investigations conducted by members of the department involve minor infractions committed by officers, these investigations still have the potential to be scrutinized for their legality and completeness. The department should strive to send all members of the department who are tasked with completing administrative personnel investigations to some type of internal affairs training. Sending personnel who conduct the investigations to the training would provide them with the needed knowledge and competency to complete the investigations legally and completely.

Completion of Internal Affairs investigations should occur as rapidly as is reasonably necessary to fulfill the investigative mission. In all instances, however, an internal investigation should be completed within a reasonable amount of time before any applicable statute of limitations or other bar to officer discipline has run out. Most department policies clearly state the time frame in which investigations are to be completed. SCPD does not have that written into its policy. California state law requires a department to complete an investigation within one year, and COPS (Community Oriented Policing Services) recommends an investigation be completed within 180 days. CPSM learned that although the department does not track the time it takes to complete internal investigations, most at SCPD are completed within several months. CPSM recommends that a completion time frame be added to the policy to ensure that investigations are in fact being completed in a timely manner. Most common for completion of investigations is 90 days; however, there must also be some follow-up if investigations require additional time.

Currently, the department does not keep complainants apprised of the status of their complaint investigation. It is good practice to maintain some relationship with complainants during the investigation. Most citizens do not realize the amount of time and effort involved when conducting an administrative investigation; they may become frustrated or discouraged with the time it takes to complete it. By maintaining contact with the complainant, they will feel their complaint is being taken seriously, and that their complaint matters. Oftentimes by maintaining

a relationship with the complainant, it can help to ease their thoughts about potential litigation. CPSM recommends that the department develop a protocol to contact the complainant, either personally or via e-mail or letter, at least monthly to keep them apprised of the status of the investigation.

The department provides a Citizen Comment Form on its website. The form is also available in the lobby of the police station. This form allows a citizen to not only comment positively about an employee's conduct or handling of a call, but allows the citizen to also file a complaint against a department employee when they believe alleged misconduct has occurred. The form is easily understood, and the instructions are clear for the user. The department allows complaints to be received whether presented orally, in writing, or in some other reasonably intelligible form. The Citizen Comment Form is currently provided in both English and Spanish. With the city's Hispanic population hovering around 18 percent, the department should be commended for ensuring that minority populations can also easily report alleged employee misconduct. However, the form requires the person to print the form, fill it out, and then mail it to the PD. For the ease of citizens in filing the form with the department, the department should examine providing an online form that allows a citizen to complete it, and submit it online. The point is to make it as simple as reasonably possible for anyone, to present to the department a complaint without unnecessary burden.

The department has a very thorough portion of the policy (339.7) that refers to the officer's rights during an administrative investigation and after it is concluded. It is commendable for the department to ensure the rights of the officers are protected during the investigation to alleviate the possibility of litigation arising from the way the investigation was conducted. The department follows Government Code 3300 (Public Safety Officer's Bill of Rights Act) when conducting interviews with officers involved in the investigation. Civilian employees are subject to interviews in accordance with procedures set forth in the current Memorandum of Understanding with their bargaining unit. All interviews whether it be the complainant, witness, or subject employee, are recorded and made part of the investigation. Prior to an interview, a sworn officer is read an Administrative Rights statement in accordance with GC 3300. It clearly states that the officer is being ordered to answer all questions related to the investigation.

An Early Warning System (EWS) is a data-based police management tool designed to identify officers whose behavior is problematic; intervention can then be used to correct that performance. In an early response, a department intervenes before such an officer is in a situation that warrants formal disciplinary action. The system alerts the department to these individuals and warns the officers while providing counseling or training to help them change their problematic behavior.

Although the department tracks the number of complaints of individual employees in its I/A Pro software database, it has not set a threshold for the number of complaints that would trigger an EWS-driven intervention. Most law enforcement agencies have a defined threshold for the number of complaints that would trigger the intervention; however, SCPD looks at the complaints on a case-by-case basis. A recent study showed that most departments that have an EWS system in place use a threshold of three complaints in a given time frame (usually a 12-month period) to trigger the intervention. CPSM does not recommend what that threshold number should be, the department should establish that, but only that there should be a specific number and time frame. Although this is an extremely important issue, there are currently no nationally recognized best practices regarding thresholds. Determining an appropriate threshold is an opportunity for the department to think through current performance standards within the agency and to reach a consensus about appropriate standards. By having a specific number and time frame, it removes any argument by employees of any biases they believe might be

harbored against them by department staff. Table 8-1 provides an example of thresholds used by many agencies.

TABLE 8-1: Sample Early Intervention Program Schedule

Incident Type	Threshold
Administrative investigation	3 incidents within 12 months
Citizen complaint	3 incidents within 12 months
Missed court	2 incidents within 12 months
PSU complaint	2 incidents within 12 months
Use of force	5 incidents within 12 months
Vehicle accidents	2 incidents within 12 months
Vehicle pursuit	2 incidents within 12 months
Vehicle accident	2 incidents within 12 months
Vehicle pursuit	3 incidents within 12 months
Overall threshold	8 incidents within 12 months

An analysis of the department's citizen complaints (external) shows that the department has a relatively low number of citizen complaints against employees for an agency of its size. In 2016, the police department had a total of 68,825 contacts with citizens, whether radio-initiated or self-initiated, yet had only 13 citizen complaints. That says that for every 5,294 police contacts with citizens, in only one of those contacts did the person alleged the employee was acting inappropriately. The department should be commended for this low number of citizen complaints. The low number of citizen complaints most often is representative of well-trained, well-disciplined police who are treating the community with respect and compassion.

TABLE 8-2: SCPD Citizen Complaints, 2015-2017

	Citizen Complaints	Handled by PSU	Handled by Sgts.
2015	26	9	17
2016	13	4	9
2017	15	5	10

The department publishes its personnel investigation statistics in an annual report. Yearly internal affairs statistics, with final dispositions, should be published in the annual report and on the website to promote transparency. In addition to the statistical reporting and external publishing, the department should consider disseminating brief synopses of cases within the department; this would help make officers aware of potential areas of misconduct and the penalties associated with unacceptable conduct. By providing transparency and integrity through a defined internal affairs process, the department will support the principles of community policing by building community trust.

Recommendations:

- Provide the citizen complaint form on the department website and allow online completion and submission of the form. (Recommendation 50.)
- Have scheduled weekly or bi-weekly meetings between the PSU sergeant and the Chief to ensure the Chief is kept informed of the status of investigations. (Recommendation 51.)

- Add into department policy a required time frame for the completion of internal investigations. (Recommendation 52.)
- Develop a protocol for a minimum of once-a-month contact with complainants to advise them of the status of their complaint investigation. (Recommendation 53.)
- Develop a threshold for the number of complaints that trigger an EWS-based intervention. (Recommendation 54.)
- Send all members of the department who are conducting personnel investigations to some type of internal affairs training. (Recommendation 55.)
- Consider disseminating brief synopses of internal affairs cases within the department to make officers aware of potential areas of misconduct and the penalties associated with unacceptable conduct. (Recommendation 56.)

USE OF FORCE

Attorney General Loretta E. Lynch has said that comprehensive and accurate data on police encounters and uses of force is essential for "increasing transparency and building trust between law enforcement and the communities we serve." Uses of force are usually the most scrutinized, litigated, and debated issues of a law enforcement organization by the public. As such, a comprehensive tracking, review, and correction process is a necessary requirement. In fact, in California, all agencies in the future will be required to send their data to a state system that will track uses of force and injuries to officers statewide.

The department has a well-written and comprehensive use of force policy. However, force incidents such as compliance holds, etc. are not tracked. It is important to track all uses of force used by officers, including the minor uses of force. Uses of force in the agency are tracked by incident, but not by officer. Tracking of uses of force by officer is important to be able to recognize patterns of force that may be developing with an officer.

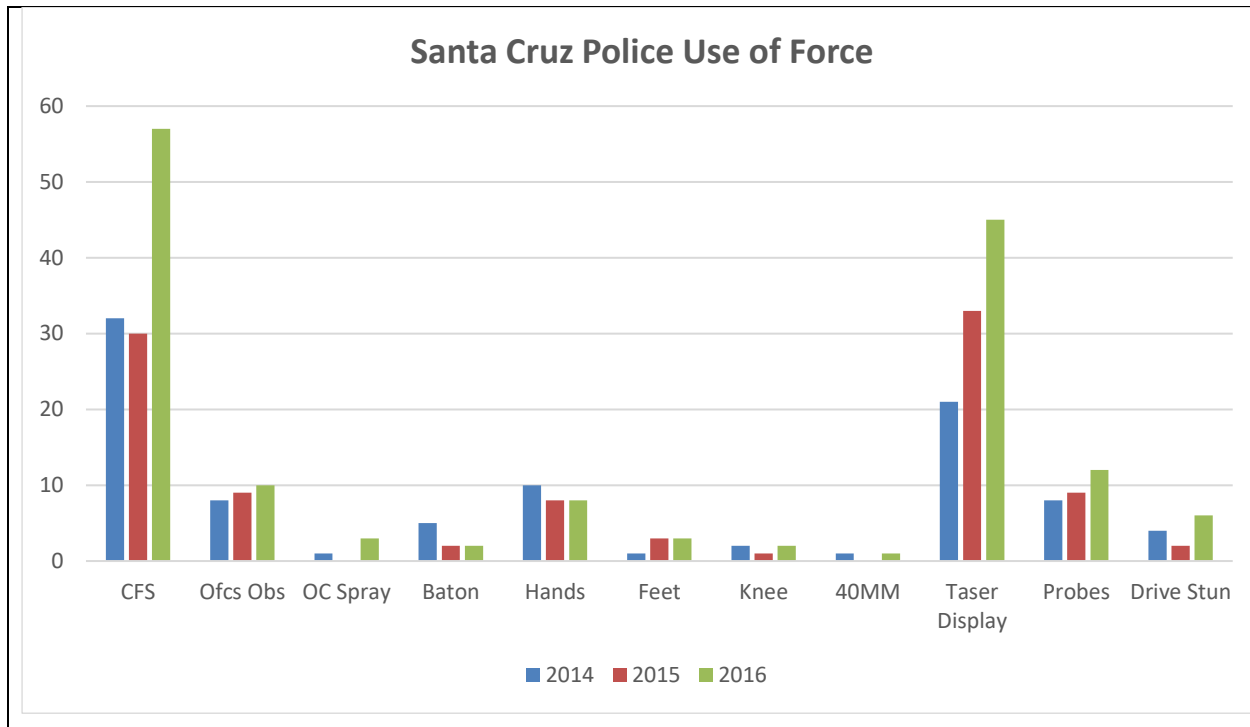
An early warning system for uses of force is essential to identify officers who may have higher incidents of force in their encounters with the public. Often, the number of incidents of force used by officers will differ based upon area worked, shift, and assignment. This must be considered when determining how to address the issue, but at least the EWS will alert the department to those officers having increased incidents. The department should identify what it believes to be an appropriate number of incidents within a specific period that would trigger the EWS.

Police departments must engage in an in-depth review of uses of force by their officers. In President Obama's 21st Century Policing report, it was stated that departments must have a review process of uses of force by their officers in place. SCPD has a multiple level review of uses of force, through the sergeant, lieutenant, and deputy chief; however, they are not reviewed by a department use of force expert or instructor. It is important to have one of these people involved in the review to identify possible deficiencies or to identify needed training.

The department's current use of force reporting form was designed in early 2010 and has not been updated since. A review of the form shows that is inadequate to capture the necessary data to accurately track and review uses of force. The form sorely needs to be updated to reflect the capturing of data. There are many examples of complete forms available through the Bureau of Justice. The department should immediately revise the use of force form.

As illustrated in Figure 8-1, most of the department's uses of force are attributable to the use of a Taser. However, a large majority of the Taser uses of force involve displaying the electronic control device (ECD) to the offender and not the actual physical use upon them. In 2016, there was close to twice the number of calls for service involving the use of force, then in the two prior years. If one removes the incidents where there was only a display of the Taser in 2016 and counts the number of times the Taser was used on a person, it amounts to actual force being used once for every 2,024 contacts with citizens.

FIGURE 8-1: Uses of Force, 2014-2016



Recommendations:

- Begin tracking all uses of force by officers as defined by department policy. (Recommendation 57.)
- Begin entering all uses of force in the I/A Pro database; enter the information by individual officer and not just by incident. (Recommendation 58.)
- Begin having use of force reports reviewed by the department's use of force expert or instructor for the purpose of identifying trends and for possible training. (Recommendation 59.)
- Update the use of force form to reflect all uses of force used by officers. (Recommendation 60.)
- Identify a threshold for the number of uses of force by an officer that would trigger an intervention under the EWS. (Recommendation 61.)

SECTION 9. MISCELLANEOUS

EXTERNAL ISSUES

Santa Cruz County agencies have created external pressures that are hindering the police department's ability to fulfill its mission of protecting the community, and this has led to some frustration within sworn and civilian employees of the department. CPSM learned through the focus groups we conducted that officers and supervisors are frustrated with the (1) county jail facility, (2) the District Attorney's Office, and (3) social service providers.

- Employees reported the booking process at the county jail can sometimes take up to two hours to complete. They stated that at times arrestees are not accepted due to overcrowding, or because of medical issues. In most instances when an arrestee has addiction issues or alcohol issues, the jail requires the officers to obtain a medical clearance from a doctor. The officer then must leave the jail, travel to the hospital, obtain the clearance, and then go back to the jail to complete the booking. Also, the jail usually has only one deputy working the intake process. At times, there can be up to four police units (both county and municipal) waiting to book prisoners into the facility. This extends the booking processing time. Although CPSM cannot make recommendations regarding the jail facility, the leadership of SCPD should begin conversations with the Sheriff to find solutions for the extended duration for the booking process.
- Employees are frustrated that the District Attorney's Office is not appropriately filing charges in officers' arrest cases or not filing any charges. This is a common theme heard around the country by CPSM from officers and supervisors. This issue obviously does not fall under the scope of this report; however, SCPD leadership should have a dialogue with the District Attorney and present statistical data to support their argument.
- Employees feel helpless in their dealings with the homeless population in the community, many of whom are suffering from addiction and/or mental health issues. CPSM learned through the focus groups that the county lacks sufficient resources and facilities to deal with the mental health or the addiction issues of the homeless. When the officers come into contact with the homeless population who are affected by addiction or mental health issues, they feel there is nowhere to turn for assistance.

Recommendations:

- SCPD leadership should have a dialogue with the Sheriff to find solutions to the excessive booking process times. (Recommendation 62.)
- SCPD leadership should have a dialogue with the District Attorney to present the issues of the filing or non-filing of criminal cases. (Recommendation 63.)
- SCPD leadership should have dialogue with city elected officials to ensure they make the county aware of the issue of lack of resources for serving the homeless population. (Recommendation 64.)

TRANSPORTATION AND BOOKING OF ARRESTEES

During the focus groups (command, supervisors, line level) all mentioned as a significant issue the amount of time required to book an arrestee into the county jail. Currently, officers do not take arrestees to the police station for prebooking of any kind, they are taken directly to the county jail. Although the county jail is very close to the PD, CPSM learned that the booking process for arrestees is difficult and time intensive. The Chief of Police expressed concern about the amount of time officers are out of service during the booking process of arrestees and is interested in finding solutions. CPSM recommends the department begin tracking statistical data to substantiate the claims by officers and supervisors of extended booking times.

Many departments use personnel other than police officers to transport prisoners to the county jail or to court facilities. In most agencies, those that are transporting prisoners or arrestees are usually detention officers or jailers. In many instances, these personnel are armed and have limited police officer powers. However, depending upon the state, using armed personnel with limited police powers may not be a requirement. Since SCPD has neither detention officers or jailers, there are still some options available with the Ranger program and the CSOs.

Ranger Program (PD Controlled)

If the Park Ranger Program (enforcement side) is placed under control of the police department, as is recommended later in this report (Section 11), the rangers could be used to transport arrestees to the jail. These personnel are not armed, and if that were needed it would require they attend a 24-hour course. Whether to arm the rangers would have to be made at the command level after evaluating the pros and cons. However, if current rangers were used for transport purposes, it would take them away from their already required duties.

If the Rangers were to be brought under the umbrella of the PD and the decision made to have them transport prisoners, CPSM would recommend the department add two additional ranger positions. These two positions could work a noon to midnight shift (the busiest times) and cover all days of the week. When those two positions are not transporting prisoners, they could be assisting with the regular ranger duties.

CSO for Booking

If the Ranger Program is not brought under the umbrella of the PD, another option is to use the current complement of CSOs to stand by during jail booking (the issue that is taking the time). Obviously, the CSOs would not be used to transport, but could meet the officer at the jail facility and relieve the officer of the arrestee and complete the booking process. Most often the arrestee is already handcuffed and wouldn't become an issue for the CSO until unhandcuffed, but that is usually done by the Sheriff's deputies. The department would have to work with the Sheriff's Department to determine if this would be a viable option.

Recommendations:

- Use Park Rangers for transportation if they are brought under the umbrella of the police department. (Recommendation 65.)
- Hire two additional rangers specifically for transportation. (Recommendation 66.)
- If the rangers are not brought under the umbrella of the police department, use CSOs to complete the booking process at the jail once an officer has transported the prisoner. (Recommendation 67.)

RECRUITMENT, HIRING, RETENTION

The recruitment function of the SCPD is run out of the Office of the Deputy Chief. The department's recruitment team currently consists of the Deputy Chief, one lieutenant, one sergeant, and two police officers. The department has made a concerted effort to include everyone in the agency in its recruitment efforts, and it should be commended for that. It has been proven that the best recruitment tool a law enforcement agency has is current officers promoting the agency to others. (See Training section for a discussion of assigning sergeant to oversee this responsibility.)

The recruitment team has in the past visited assorted job fairs at high schools, community colleges, and universities. The department should also make a concerted effort to visit military job fairs. Many military veterans possess attributes that make them excellent candidates for law enforcement.

Police departments have long been criticized for their workforce not representing the demographics of the communities they serve. SCPD is cognizant of that fact, and has tried to assemble a department that is representative of the community. However, as can be seen in Table 9-1, some measures of the department's workforce are not aligned with the community's demographics, and the department should place more emphasis on the recruitment of females and Hispanics. In the past the department has not specifically targeted minorities or females; however, it is currently developing strategies to reach these groups. Both the Bureau of Justice Assistance and the National Center for Women & Policing provide excellent manuals on the recruitment and retention of females and minorities.

TABLE 9-1: City of Santa Cruz and SCPD Demographics, 2017

	Male	Female	White	Asian	African American	Hispanic	Native American
SCPD	74%	26%	68%	8%	1%	20%	2%
City of Santa Cruz	49.6%	50.4%	58.4%	4.8%	1.4%	33.4%	1.8%

With the assistance of the city's Human Resources Department, the police department handles the testing process of all new applicants. The process consists of an application, written test, Personal History Questionnaire (PHQ), oral interview, background, polygraph, and finishes with an interview with the Police Chief. After passing all phases, the applicant is given a conditional job offer, and then is required to pass a medical and psychological exam. The department has recently begun using the POST written test as opposed to its own, which has resulted in a higher pass rate among applicants.

Every department across the United States is struggling to attract qualified applicants. Studies have shown that during strong economies, people are less motivated to enter dangerous professions, and SCPD is no different. The department has increased the number of testing dates and has seen an average of about 60 applicants each test. Most often, from those 60 applicants, the department has been able to hire just one applicant. However, that is not unusual and is normal in most agencies.

In hopes of attracting lateral (tenured, experienced) officers, SCPD has modified and shortened its testing process for laterals, and offers a \$25,000 bonus (paid over three years) to attract them to the department. However, a huge deterrent for lateral officers who may want to come to

SCPD, is if they are currently in the CALPERS 3% at 50 plan, they would have to change to the 3% at 55 plan that the city offers. Not many lateral officers are willing to add additional years onto their career. Over time, this problem will be alleviated by the younger generation being hired; however, for the next five years or so, it will remain a problem.

The department actively uses some social media in its recruitment efforts. However, notices on its Facebook page and a local city blog are the extent of this social media activity. SCPD also has an Instagram and Twitter account but hasn't used them for recruitment purposes. Any social media site being used by the younger generations (Millennials, Gen Z) should be examined and used by the agency. These generations are more adept at finding information about employment by using social media and researching sites on the Internet, than by reading newspapers or periodicals. The department should make a concerted effort to research where the top websites (Indeed, CareerBuilder, Jobs.com) are that the younger generation are searching for employment and consider posting ads on those websites.

Explorer and Cadet Programs

Explorer and Cadet programs in police departments have been proven to be successful recruiting avenues for departments looking for future law enforcement officers. Police Explorer posts or Cadet programs provide young men and women the insight into a variety of programs by offering hands-on law enforcement career activities that promote growth and development. Being a police Explorer or Cadet provides an opportunity for young people to better determine if a career as a law enforcement officer is right for them.

Cadet programs are law enforcement apprenticeship programs that offer training and varied work assignments to persons between the ages of 18 and 21 (although age requirements may vary from department to department). They provide a chance to experience the challenges and personal rewards of a police career. Often, cadets are paid; some programs are full-time while others are part-time and require participants to be attending college. Cadets are usually rotated through a variety of assignments in the departments to provide exposure to many aspects of law enforcement.

Most often the difference between a Cadet and an Explorer program is the age of the participants and the amount of training and assignments in which they can participate. Explorer programs are not paid assignments, and not as active as a cadet program. However, they still provide a great opportunity to recruit potential applicants while they are still in school, and provide an opportunity for young people to be involved in the department and stay the course of good citizenship.

Either of these programs would enable the department to develop a hiring pool of members of the community who have grown up in Sanat Cruz, have ties to the community, have family in the city, and most likely if provided employment would stay in the community. It is widely accepted that if departments can hire from within the community, those people most likely will have a greater vested interest in the community. With either or both programs, department members will also have the opportunity to interact and evaluate the individuals on their work ethic, abilities, personalities, and intelligence prior to any department decision on offering them a position. By implementing one or both of these programs, the department will have a "farm system" much like major league baseball. The department should consider assessing whether an Explorer and/or Cadet program would work for it.

Background Investigations, Retention

Conducting background investigations is an important and critical part of any department's hiring process. Most agencies use sworn department personnel to conduct background investigations; however, some more progressive agencies have found that by outsourcing their background investigations, they can often reduce the department's cost, and can get the investigations done more quickly without depleting department staffing that can be assigned in other areas of the department. SCPD has recognized the benefits of outsourcing the investigations and uses a private company that completes the background investigations to California POST standards. The company that SCPD utilizes is usually able to complete a background investigation in two to three months. Although that seems like an extended amount of time, it is a common time frame for completion of the investigations. On average, the department will have approximately 12 investigations a year completed; however, in this year alone, it has had 23 completed. The department believes this to be because of its stepped-up efforts in recruitment.

Retention is the ability for an organization to keep current employees, and the goal of employers is to decrease employee turnover, thereby decreasing training costs, recruitment costs, and loss of talent and organizational knowledge. CPSM was provided documentation showing the number of employees (24) who have left the organization within the last three years. Five of the 24 (20 percent) left to go to other law enforcement agencies, while nine departures were due to retirements, three left the profession, two became CSOs, and five were released while on probation. There are various reasons why an employee would leave to go to another law enforcement agency; however, losing five officers to other agencies over the course of three years is not representative of an agency with problems. They could have left because of pay, more opportunities (larger agency), location, different retirement system, etc. Department forecasting shows that only five officers could possibly retire within the next year.

Reserve Police Officer Program

Reserve police officers are often used by many departments to supplement their workforce. Reserve officers sometimes perform non-uniformed services, work at the range, follow-up on cold cases, work traffic control, patrol, and perform work that otherwise might go undone or be delayed because of resources. Most times, however, reserve officers work only a limited number of hours. SCPD currently has one reserve officer who has served since the 1990s, and it does not actively recruit new reserve officers. In California, all reserve officers are required to complete a FTO program (same as a regular recruit) and complete all annual, mandatory training required of a regular officer. This can become burdensome, both financially and in terms of staff time for a department when the reserve officer may only work 10 hours (usually one patrol shift) a month. With SCPD having only one reserve officer, our recommendation would be to assess the use and benefit of continuing with a reserve program into the future.

Recommendations:

- Expand the use of social media and Internet job sites in recruitment efforts. (Recommendation 68.)
- Assess the benefits of developing a Cadet and/or Explorer Post in the agency as a source of finding and grooming qualified applicants. (Recommendation 69.)
- Assess the possibility of the city accepting lateral officers' current retirement plans when they are hired. (Recommendation 70.)

- Assess the value and benefits of continuing the reserve program into the future. (Recommendation 71.)

TRAINING

Training is one of the most important functions in a police department. Effective training is critical in providing essential information and minimizing risk and liability. The outcome of effective training can be measured in part by such measures as a high level of proactive policing and low level of citizen complaints, low numbers of claims or lawsuits, high citizen satisfaction with the police, well-written and investigated reports, safe driving records, and appropriate implementation and documentation of use-of-force incidents.

All aspects of training within SCPD are handled by the Training Manager (a civilian employee), who is supervised by a lieutenant. The duties of the Training Manager are to develop all training in the department based upon demand. In all, SCPD has approximately 100 trainers in the department, from sworn/civilian line-level employees, up through the sworn ranks of the department. TMS Millennium is utilized as the software platform to manage training records within the department. For managing its field training program, the department uses A.D.O.R.E. (Automated Observation Reports and Evaluations) to manage the records of the police recruits. This is a web-based, paperless system for performance evaluations and daily observation reports. Both platforms are excellent training management programs.

Although the department currently has a civilian training manager, CPSM would recommend that, when staffing allows for it, one of the open sergeant positions should be designated a Training Sergeant position. In most departments the size of SCPD, a sergeant oversees the training program and instructors to better manage and facilitate the training. The position would also supervise the FTO program, and if started, the Cadet or Explorer program. In addition, the position should be assigned the recruitment and hiring responsibilities. This arrangement would relieve the current FTO sergeant of the responsibility so that he/she may concentrate on supervising their patrol squad. By also assigning the department's recruitment and hiring to this position, it would allow the Deputy Chief and Lieutenant (who now oversee these functions) the time to focus on their primary duties.

All new officers attend the South Bay Regional Public Safety Training Academy, which is a California POST Basic Academy. It provides the minimum training requirements for California, and is a full-time, 888-hour (six months) intensive course.

The field training program (FTP) is intended to facilitate an officer's transition from the academic setting (academy) to the performance of general patrol duties. Although an officer graduating from the academy has received a thorough introduction to basic law enforcement subjects, that officer cannot be expected to immediately assume the full responsibilities of an experienced officer. Newly assigned officers must receive additional training in the field where they can learn from officers who have a great deal of practical patrol experience.

The FTP introduces a newly assigned officer to the personnel, procedures, policies, and purposes of the department. The Field Training Officer (FTO) Manual is based upon the California POST Training Guide. The FTP is a 17- to 20-week program, beginning with an orientation period. Each new officer is required to successfully complete a four-phase program in which each phase lasts four weeks. Trainees are rotated through different training officers during their four phases. The FTP Manual is well-written and covers all aspects of the training, the department's expectations, and the trainee's goals. A review of the program by CPSM shows that it is a comprehensive program designed for the success of the trainee. This is evidenced by the 80 percent pass rate of

new officers out of the training program. The department is to be commended for its commitment to, and success of, its FTP.

An important part of a department's training curriculum is its continued professional training (CPT) and perishable skills program (PSP). California POST requires 14 hours of perishable skills training within a 24-month period. Annually, the department provides a minimum of 80 hours of training to all sworn officers to include perishable skills, other state-mandated training, and other training that may be determined by national, state, or local community issues. On average though, the department strives to provide each sworn employee with 100 hours of training each year. Civilians receive training as requested by them, but on average about 20 hours a year. The department identifies and schedules training of all employees two years into the future. A well-designed training plan addresses the needs of both sworn and civilian employees of the department and ensures a high level of training and development is provided to department members. It is an integral part of an agency's ability to ensure that employees have the information, skills, and competencies to work effectively. An advantage to having a master training plan is that as training priorities shift based upon the community, politics, or issues, it provides a guideline so vital training doesn't get forgotten.

All department instructors attend the POST-certified instructor's course in their specific area of instruction. In addition, each instructor attends a 24-hour adult learning course that is put on by the department.

An issue plaguing the City of Santa Cruz as it is other cities in the nation, is mental health and addiction-related calls for service. To better educate its officers, the department requires each officer to attend a mandatory tactical communication class, and it dedicates 20 hours of in-service training each year to those issues. One full day of the training is spent doing hands-on, scenario-based training relating to calls involving mental health and addiction. The training unit has done an excellent job of scheduling and forecasting training for the next several years. By doing so, it allows for better budgeting and scheduling, and ensures the required and mandated training is accomplished.

A component that should be part of the department's training curriculum is identifying designated training courses for each specialty position in the department. For example, a detective must attend basic investigators school, interview techniques, search warrant writing, etc. Having specific courses identified for each specialty position in the department allows for ease in determining what classes officers should be sent to, and will produce a better, well-rounded employee in that specialty discipline. The department should ensure that this training plan is included in the master training plan.

A major issue in law enforcement is the constant struggle of training new officers and bringing them into the department's culture. Within the last year SCPD has begun an "officer mentoring program" with senior tenured officers to ensure this acculturation takes place. The department is to be commended for its foresight in developing the program. Also, the department ensures that once a new officer completes his or her primary FTO training program, the new officer's training officer remain in contact with them to monitor their progress and be a resource for any issues or questions they may have.

Managing a police organization is a complex process for those tasked with ensuring the department operates at the most effective and efficient level. Those whose job it is to manage the organization must be as well-trained as those officers in the field. The department should consider making attendance mandatory at one of the premier executive level programs such as the FBI National Academy for the ranks of lieutenant and above.

No formal training program is in place for new SCPD sergeants. Promotion to first-level supervisor is an important step, and the newly promoted sergeant should be indoctrinated to the position through a structured training program, much like what a new officer must complete. Presently, new sergeants spend a couple of weeks riding with a seasoned tenured supervisor; however, there is no training manual for newly promoted sergeants. These same newly promoted supervisors should and do attend a recognized supervisor school where instruction covers accountability, leadership, counseling, evaluation of employees, and other related topics. The department should develop a sergeant training manual like the one used by new officers.

Recommendations:

- Develop a list of potential required training for each specialty assignment in the department. (Recommendation 72.)
- Ensure management personnel attend executive-level training programs. (Recommendation 73.)
- Develop a career track program for officers to promote or move to other assignments. (Recommendation 74.)
- When staffing allows, assign a sergeant as the Training Manager and eliminate the part-time training manager position. This position would also be responsible for recruitment and hiring. (Recommendation 75.)
- Develop a training manual for newly promoted sergeants. (Recommendation 76.)

FLEET SERVICES

Fleet services for the department are handled internally by a lieutenant and sergeant for the patrol vehicles, and a lieutenant (in Investigations) for the Investigation Section. However, those individuals handle none of the budgeting, ordering, or maintenance planning for the vehicles, but they do make the decisions on what types of vehicles the department will purchase. All maintenance on the police vehicles is handled by the City's Corporation Yard (CCY), which is a part of Public Works. Work that cannot be completed by the CCY is outsourced to other repair businesses or body shops.

Currently, the CCY handles all maintenance schedules for the department's vehicles, as well as the replacement schedule for all vehicles. Once it is determined by CCY that a police vehicle must be replaced, and the purchase process is approved for that vehicle, the PD's budget will then reflect the replacement of the vehicle. It was reported to CPSM that the CCY attempts to replace the patrol vehicles every 6 or 7 years or 100,000 miles, whichever comes first. Because patrol vehicles are driven much differently due to emergency responses, pursuits, and everyday patrol functions, the 100,000 miles mark is fairly universal in the law enforcement fleet community for patrol vehicle replacement. Although the CCY manages the purchasing of the vehicles, they usually purchase the same vehicle as the CHP to obtain the best pricing on the vehicles. When patrol vehicles are purchased, the outfitting of the vehicles is outsourced to a private company specializing in law enforcement vehicles.

The current breakdown for vehicles within the police department is as follows:

Patrol

33 marked police patrol units, of which 3 are for sergeants and 3 are for lieutenants.

- 16 Ford Crown Victorias.

- 15 Ford Explorers.
- 1 Tahoe.
- 1 Ford F-150 P/U.

Investigations

16 unmarked vehicles.

- 1 Police Chief.
- Property Section van.
- Administration.
- Community services van.

Specialty Vehicles

- Bearcat armored vehicle.
- Prisoner transport van.
- 8 to 10 motorcycles.
- Flatbed truck for towing the command trailer.
- Command trailer.
- 2 K9 vehicles.

Officers in patrol are assigned a specific police unit at the start of each deployment cycle, and unless that vehicle is in the shop for repairs, they are required to drive that vehicle during their shift. All vehicles will usually have at least one/two other officers on a different shift assigned to the same vehicle. Most law enforcement agencies use a ratio of one vehicle for every three officers assigned to patrol as a common methodology. For the officers assigned to patrol, SCPD has approximately one vehicle for every three officers. Obviously, units like SRO, DTU, and Parks, have their own vehicles assigned to the unit.

Investigation vehicles are assigned to the individual investigators. Only the Investigations lieutenant, sergeant, and the on-call detective take their vehicles home. At times, investigators have had to share vehicles, but there now enough vehicles for each investigator to be assigned one. At one time, the department purchased its investigation vehicles from a rental car company, but as of late, it has been purchasing new vehicles for Investigations.

Recommendations:

No recommendations are offered.

FACILITY

The police facility located at 155 Center Street was built in 1999. It is a stand-alone building with an attached community room. The building houses all aspects of the police department, but there is a separate property storage room at the City's Corporation Yard. CPSM found the department to be clean, nicely adorned, well laid out; it appears to function well for the employees. The facilities coordinator position is currently staffed by a retired SCPD sergeant who handled facilities as an ancillary duty prior to his retirement. He can only work part-time, and not more than 980 hours per year.

The retired sergeant appears to do a good job of ensuring the facility's needs are serviced. He has been trained in HVAC, security, fire protection, etc. The city currently has three facility maintenance workers who maintain the 30+ city buildings, and the facilities coordinator liaisons with them to get work done on the police building. The position was created because the department was not getting adequate facility support from the city's facility maintenance. However, in an agency of this size, the responsibility for building maintenance does not usually default to the department. It seems that what may have begun as an ancillary position to liaison with the city's facility personnel grew into a position handling much more than was originally intended.

The facilities coordinator's responsibilities have increased over the last several years. The following are jobs that the position either schedules, maintains, or handles.

- Managing and scheduling repairs for the police facility and community room
- Completing or scheduling preventive maintenance on HVAC, generator, electrical, and plumbing.
- Maintaining the exterior of the building and the parking lot, including grounds keeping and security gates.
- Scheduling long-term projects, i.e., interior and exterior painting, replacement of facility equipment, and ordering facility supplies.
- Acting as the department ADA compliance officer.
- Conducting monthly, bi-annual, and annual checks on all fire extinguishers, AEDs, and first aid kits for the police facility and vehicles.
- Responsible for maintaining the cell phones for all department personnel

CPSM learned that there is a current list of approximately 15 assorted jobs that need to be done but cannot be completed because of the lack of time by the part-time facilities coordinator. There are two recommendations that can be made regarding this position: (1) eliminate the part-time position and push all responsibility for building maintenance back to the city's maintenance workers, or (2) eliminate the part-time position and make it a full-time civilian maintenance worker position. CPSM would recommend the latter option. This would allow for a maintenance worker to be on the premises for the entire work week instead of only two days a week. It would also allow sufficient time to ensure all duties of the position are completed when they are required.

Most routine maintenance is handled by city staff; outside contractors are hired for certain types of work. Cleaning is handled by a private company. The facility is meeting the current needs of the department, and there are no plans in the future for an addition or renovation. However, police administrators must always use foresight when assessing the needs of a department's facility. Although the facility may meet today's needs, it may not into the future.

The security camera system in the facility is old and outdated. The security cameras record on a 30-day loop, at which time the information is copied over by ongoing recording. This can sometimes be problematic if something arises that would require the reviewing of an incident that occurred past the 30-day loop. CPSM learned that the IT Department has plans to replace the entire system as its budget allows. As targeting police officers and facilities has been on the increase over recent years, and many attacks have occurred at the police facilities and rear parking lots, it is important for the system to be updated.

Entry into the facility and parking lots is accessed through card readers, as is entry into certain areas within the facility. These are great systems in that they provide easy access to information about ingress into the facility and restricted areas.

SCPD parking lots used for the department's vehicles also house employees' vehicles and are enclosed and secured. The lots appear to be adequate for the current needs of the department. The lots are equipped with video monitoring capabilities, and are monitored by a clerk in the Records Bureau who enables access to law enforcement guests. Access to the parking lots is gained through key card access.

The front desk of most police departments is one of the most important areas of the department. It is where the employees meet the citizenry who have entered to conduct business. In today's climate, as unfortunate as it may be, those areas must offer safety and security for those employees who must interact with the public. SCPD has taken that responsibility seriously and has installed bullet-resistant glass in the counter area and as well as has reinforced the lower wall with bullet-resistant material.

During the tour of the facility, CPSM found that the prisoner holding area on the ground floor is not being used as it does not meet state or federal standards for the housing of prisoners, even for a short time. However, CPSM noticed that several areas (offices) within the building are being used for storage of equipment or other items. These areas were originally designed for office space or interview space. Since the prisoner holding area is not being used, and won't be used as a holding area, a recommendation would be to use that area for storage. It would then free up those office areas currently used for storage to be used as originally designed.

Recommendations:

- Replace the aging security camera system within the facility, and extend the period that recordings are retained. (Recommendation 77.)
- Transfer all facility responsibilities to the city's maintenance department or create a civilian full-time position within the department to replace the current part-time position. (Recommendation 78.)
- Use the currently unused prisoner holding area for storage. (Recommendation 79.)

CRIME ANALYSIS

The department currently has no crime analysis unit. Crime analysts help police make sense of the deluge of data collected during their work. Armed with analyzed, focused information, officers can respond more swiftly and appropriately to emerging public safety issues. Crime analysts review all police reports with the goal of identifying patterns or trends as they emerge. Analysis of these trends, patterns, and hot spots provides the department with the who, what, when, where, how, and why of emerging crime in the community. This information can be used to develop effective tactics and strategies, thus helping police intercede as soon as possible,

prevent victimization, and reduce crime. CPSM believes crime analysis is an essential and critical tool in protecting communities and will aid the department in its mission. CPSM recommends the addition of a crime analyst position.

Recommendation:

- Create a crime analyst position within the department. (Recommendation 80.)

SECTION 10. ORGANIZATIONAL CULTURE AND CLIMATE

Organizational culture is built upon a system of shared assumptions, values, and beliefs that governs how members behave in the organization, while organizational climate is how members experience the culture of an organization. The climate of an organization is shaped by the upper management of an organization. Organizational climate influences productivity, effectiveness, performance, job satisfaction, innovativeness, leadership, and decision making. There are individual, organizational, and environmental factors that affect employees' understanding of their organizational culture and influence their orientation toward their work and job satisfaction.

CPSM staff captured the department's culture and climate through the lens of its members. At the same time, CPSM staff evaluated the department's internal potential and limitations, and the possible opportunities and threats from the external environment. To accomplish these goals, an analysis using the S.W.O.T. method was conducted to provide the department's leadership with a snapshot of the department's strengths, weaknesses, opportunities, and threats from the perspectives of its members.

COMMUNITY/ELECTED OFFICIALS FOCUS GROUP

During the site visit, CPSM hosted two stakeholder meetings to receive input from interested community members and elected officials. During these meetings, we asked participants to identify the department's strengths, weaknesses, opportunities present, and threats that it faces. Tables 10-1 and 10-2 summarize the responses elicited. CPSM did not validate any of the responses. They are provided for review and use by the city and department as appropriate.

TABLE 10-1: Summary of Community Focus Group Comments

Strengths	Weaknesses
<ul style="list-style-type: none"> ■ Officers have a good understanding of the social complexities of people in crisis. ■ Quick response to homeless issues. ■ Officers are sensitive to the nuances of the homeless population. ■ New chief has changed the culture of policing in the downtown area. ■ A sense of excitement with the new chief. ■ Executive leadership of the department are engaged in the community. ■ The department is doing a good job of communicating with the public. ■ Officers are professional, respectful, show restraint, and are patient. ■ SCPD fulfills what is in the social contract. ■ Supervision is doing a great job. ■ The city brought in a new set of eyes to the PD (new chief). ■ Citizens regularly receive feedback when they have called regarding issues. ■ Community supports the PD. 	<ul style="list-style-type: none"> ■ Would like to see a timelier response to lower priority calls. ■ Lack of follow-up or resolution to issues. ■ More experienced officers are needed (ones that recognize crimes). ■ Frustration that police cannot do more with the relocation of the homeless. ■ People view the city's enforcement of homeless as minimal. ■ Nuisance crimes aren't being addressed. ■ Officers are not doing more than in necessary to put a band aid on the problem. ■ Lack of a culture of fully fixing a problem. ■ No one is managing the small issues in the city. ■ Department is weak in data acquisition. ■ Department has no transparency regarding the collection of data. ■ The department has become only reactive. ■ The department should more fully embrace the use of technology.
<p style="text-align: center;">Opportunities</p> <ul style="list-style-type: none"> ■ New leadership = new mandate. ■ Can begin new conversations re: homeless. ■ Good political support by the elected officials. ■ PD can define its role regarding the homelessness issue. ■ Communicate its mission to the community. ■ Legalization of marijuana (tax funding). 	<p style="text-align: center;">Threats</p> <ul style="list-style-type: none"> ■ Legalization of marijuana. ■ Larger growth of homelessness. ■ Officers will be doing more social work and not addressing criminal activity. ■ New initiatives could look positive to the community but not solving the problem. ■ Political support for the PD could change in the future. ■ PD not staying nimble into the future.

TABLE 10-2: Summary of Elected Officials Focus Group

<p style="text-align: center;">Strengths</p> <ul style="list-style-type: none"> ■ Community policing. ■ Integrity within all ranks of the PD. ■ Incredible response to complex challenges. ■ Officers care about the community. ■ Innovative with veterans' outreach. ■ Management is adaptive to legal challenges. ■ Department practices "big picture" policing. ■ Department deployed predictive policing. ■ Always looking for new approaches to problems. ■ Officers are available to discuss issues. ■ New approaches in homelessness and mental health. ■ Creative and innovative. ■ New leadership is providing an outside perspective. ■ Good community connections. ■ Officers are engaged in many city organizations and committees. ■ Officers are well connected with the elected officials. ■ PD has initiated strong school programs. <p style="text-align: center;">Opportunities</p> <ul style="list-style-type: none"> ■ Collaborate with other city/county programs for better results. ■ Get better data analysis. ■ Outdated RMS systems. ■ Department can define its mission. ■ Retirements allow new officers to embrace new challenges. ■ Promotions bring change. ■ Promote more women into command ranks. ■ Department can better represent the community demographics 	<p style="text-align: center;">Weaknesses</p> <ul style="list-style-type: none"> ■ All issues in the city default to the PD. ■ PD must have stronger discussions with other city depts. to share responsibility for issues. ■ Define the responsibilities of the PD. ■ Leadership "checked out" after the death of the two officers. ■ PD is reactive at best, damaging at worst. ■ New chief is having to "dig out" from prior issues. ■ Department is mismanaged. ■ PD needs to build back goodwill with the community. ■ Chief wouldn't respond to issues. ■ Department was stratified. ■ Officers didn't like the direction of the department. ■ PD had no oversight and accountability. ■ There was no purposeful policing being done. ■ Friction between neighboring LE organizations. ■ Department doesn't tell its story positively. <p style="text-align: center;">Threats</p> <ul style="list-style-type: none"> ■ State/federal legislation. ■ County doesn't allow for housing for homeless. ■ County won't allow booking into the jail. ■ Local government is not responsive. ■ Department is not able to handle the increasing mental health crisis. ■ Officers not equipped to handle social issues. ■ Insufficient facilities for incarceration ■ Parts of community are hostile to LE. ■ Upcoming political environment in the city moving against the PD. ■ Messaging without inflaming the community.
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INTERNAL FOCUS GROUPS

During the team's site visit, several focus groups were conducted with sworn/civilian supervisors, and sworn/civilian line-level employees. The following are comments deemed to be important regarding issues within the department. CPSM did not validate any of the responses. Both positive and negative comments are provided for review and use by the city and department as appropriate.

Sworn/Civilian Supervisors

- Department is effective in its hiring to fill open positions.
- Hiring standards are being lowered to get people hired.
- The department has been successful in hiring because of the hiring bonus.
- Glad to see implementation of a recruitment team.
- Officers are continually working at minimum staffing.
- Inadequate resources (personnel).
- Morale is low because of heavy workload.
- Officers must call in sick to get a day off.
- County jail booking requirements are causing delays in booking of prisoners.
- New chief allows sergeants to do their job.
- Balancing response to low-priority calls vs. the public's expectation.
- Sporadic working shifts of watch commanders.
- Sergeants must approve all the reports (at times there are at least 50 or more in the queue).
- Officers are not allowed to handwrite reports.
- Sergeants must come into the station to review reports.
- Fire stations are not compatible or convenient for report writing.
- Specialty units are not disbanded when patrol is suffering with staffing.
- Overtime is not posted to replace officers.
- Officers are regularly held over or called in early.
- New chief is more engaged.
- There are no guidelines for responses to incidents.
- Employees don't know what the mission is of the department.
- Command staff must communicate more with subordinates.
- The department doesn't appreciate the employees.
- 80 percent of all calls for service are homeless-related that they can't do anything with.
- Officers no longer do crime-related work because of dealing with homeless issues.
- There is no procedure manual to provide direction to employees.

- Department policies are outdated.
- No communication to employees about new changes in policy (no explanation).
- Employees believe they are being responsive to the community.

Sworn/Civilian Employees

- Officers feel burdened by the amount of homeless-related calls.
- Department has become strictly reactive.
- Job is not fun, affecting quality of life.
- Morale is at an all-time low.
- Officers can no longer be proactive crime fighters.
- No services in county to service the homeless.
- Officers continually work at minimum staffing.
- Officers have no tools or resources to deal with homeless population.
- The department has not stated mission regarding the homelessness issue.
- Officers feel handcuffed in dealing with the homeless population.
- Civil citations do not work with the homeless.
- County jail won't accept bookings without a lengthy process.
- Officers are "burned out" and always playing catch up.
- Officers being held over is a common occurrence.
- Officers spend time on useless paperwork (nothing is ever done with reports).
- Officers have no time on calls to do investigation.
- Officers are frustrated by the lack of prosecution of their arrests.
- Officers say when work is slow, they just want to rest.
- The department is developing a culture of not being proactive.
- Officers are handling calls differently because of staffing issues (handling calls solo).
- Officers don't work when others on the team are tied up on calls.
- Heavy workload results in mistakes in reports and evidence booking.
- Officers are doing useless work that doesn't go anywhere.
- No standard operating procedures for the department.
- Although there are department policies, they are not being followed.
- Employees don't feel their concerns are being heard.
- Employees don't receive feedback on proposals.
- No consequences for command staff not responding to proposals.
- Negative reinforcement is quick to come, but praise never occurs.
- Lack of communication regarding department issues.

- Command staff uses training schools as a “carrot” to get officers to work.
- No career development plan.
- Training is handled by a part-time civilian.
- Employees expressed frustration and depression regarding current staffing issues.
- FTO sergeant is a patrol sergeant.
- Officers believe they are not doing anything productive when coming to work.
- Officers in patrol can't get time off.
- Difficult to get scheduled vacation time.
- Employees don't get recognized for the work they are doing.

SECTION 11. SUMMARY

Throughout this report, we have endeavored to provide the reader with insight into the Santa Cruz Police Department, its strengths, and opportunities for improvement.

While we do acknowledge that support for the department is not universal, that is the case in every department we assess. In the case of Santa Cruz, the appointment of a new leader presents a tremendous opportunity to address areas where improvement is needed and to move the department forward. At the same time, it will take more than just new leadership to address the areas identified by CPSM as needing attention. Support from Santa Cruz leaders will also be required, since many of the shortcomings of the department are tied to the lack of adequate staffing in critical functions. For the department to effectively meet the community's needs, all parties must embrace this opportunity.

CPSM recognizes that the recommendations, especially those involving personnel, come at a significant cost. Please be assured that they were not made lightly, but with significant consideration concerning operational necessity associated with each position. In one case, we recommended a reduction in staffing, but only if what we believe is unnecessary workload is modified or transferred.

We further recognize that implementing many of these recommendations, should the police department choose to do so, will take weeks, months, and in some cases, years. We would encourage the department leadership to work with Chief Mills on identifying those recommendations which, in his viewpoint, are most critical. As well, we would make ourselves available to consult as necessary and appropriate.

Additionally, a comprehensive data analysis report will follow. While the more pertinent aspects of that analysis are embedded in the operational assessment, readers are encouraged to review the data analysis report in its entirety.

SECTION 12. PARKS AND RECREATION DEPARTMENT – PARK RANGER DIVISION

OVERVIEW

The Park Ranger Division is a program of the City of Santa Cruz Parks and Recreation Department. First developed in the early 1980s, the Ranger Division duties involve three primary functions within the parks and open spaces, and most recently, the downtown corridor:

- Security/municipal code enforcement.
- Interpretive programs.
- Trail maintenance / illegal camp clean-up.

In July 2016, the ranger responsibilities were expanded to include a three-block wide and approximately half-mile long area within the downtown corridor. Up until that time, a private security company provided security services in the downtown corridor. Additionally, a “host” program existed within the downtown corridor in which staff served to provide the area’s guests with directions to restaurants, shops, etc. This indirectly added to the security element as well. Upon deployment of the park rangers to the downtown corridor, the private security and host programs were discontinued and funding to support them was transferred to support the park ranger deployment in this area. Park rangers, based at least in part upon their enforcement authority, were deemed to be capable of providing better overall security services to this area.

At that time, the Ranger Division was divided into two units: Parks Unit and Downtown Unit. Limited additional staffing was added to service the downtown area, and, in July 2017, additional staffing was added to supplement both the Parks Unit and the Downtown Unit. Table 12-1 in the section on Staffing and Deployment that will follow provides a three-year history of staffing levels.

Under the direction of the Director of Parks and Recreation, day-to-day operations are led by the Chief Ranger. As noted, the Ranger Division is divided into two operating units, Parks Unit and Downtown Unit. Senior rangers provide supervisory oversight to field operations of these units.

Among the duties of the rangers is the maintenance of peace and order in the various parks and open spaces. This is accomplished through a uniformed presence, generally roving patrols, verbal admonishment where appropriate, and enforcement of municipal codes related to activities such as obstructing public right of way; entering closed parklands; illegal camping; and drinking alcoholic beverages; etc.

Enforcement actions, beyond counseling, are accomplished through the issuance of citations for violations of the City’s Municipal Code, and where appropriate, the issuance of stay-away orders in conjunction with the issuance of a citation. Neither of these enforcement actions are overly effective in dealing with the broader issues presented by the homeless/transient population, as stay-away orders generally result in the subjects simply moving to a different area of the city, often another park, and citations generally result in fines that the subjects have no means to pay and therefore are forwarded to a collections process, again without payment.

It is the practice of the park rangers to avoid enforcing California penal code violations as well as violations of the health and safety code, leaving these enforcement duties to the SCPD.

When they observe violations, they are to report those violations to the police department. Most of those observations involve drug abuse violations and go unreported as they are commonplace, and overburdened police officers are not warm to receiving added workload reported by the rangers.

Other duties of the rangers include the presentation of interpretive programs in the parks and open spaces regarding the area's environmental issues, horticulture, and wildlife. These programs are generally provided for youth-oriented groups.

Finally, the Ranger Division includes a maintenance element responsible for trail maintenance and environmental clean-up. Environmental clean-up generally includes removal of debris at illegal camps, and the collection and disposal of trash and other items, including drug paraphernalia often discarded by the area's large homeless and transient population. It was reported that in the days prior to interpretive programs as described above, a clean-up of debris left by the homeless/transient population, including drug paraphernalia (i.e., hypodermic syringes), is required to make the area safe and environmentally appealing. One such effort took four days to complete to allow for a relatively brief presentation and exploration of a costal waterway.

Based on our examination of their work efforts, CPSM concludes that the Division has migrated toward a law enforcement/security role, with interpretive programs and trail maintenance as secondary programs. It was reported that some of the ranger staff are embracing the enforcement role, while others are more interested in the educational and maintenance roles.

STAFFING / DEPLOYMENT

Table 12-1 reflects current staffing levels, by position, for the Park Ranger Division. Additionally, for comparison, CPSM obtained staffing levels from the department for the past three fiscal years. Note that the Downtown Unit staffing is first recorded in FY2017, the inception date of this unit of the Park Ranger Division.

It is also important to note that the Senior Rangers, whose duties include acting as shift supervisors, are considered "working supervisors." That is, in addition to their supervisory duties, they perform all duties of the position of ranger.

TABLE 12-1: Authorized Staffing Levels for Fiscal Years 2016-2018

Position	**	2016	2017	2018	Current Over/Vacant
Administration					
Chief Ranger	(A)	1	1	1	
Training Officer (Part-time)	(B)	0	0	1	
Administrative Aide (Part-time)	(B)	1	1	1	
Total		2	2	3	
Parks Unit*					
Senior Ranger	(A)	0	0	1	
Ranger II	(A)	4	4	6	
Ranger I	(A)	0	0	1	
Temp Ranger II (Part Time/Seasonal)	(B)	3	4	2	
Temp Ranger I (Part Time/Seasonal)	(B)	0	0	1	
Temp Ranger I/II (Part Time/Seasonal-variable)	(B)	0	0	1	1
Maintenance Aide	(B)	2	2	2	2
Total		9	10	14	
Downtown Unit*					
Senior Ranger	(A)	0	1	2	
Ranger II	(A)	0	1	2	
Temp Ranger II (Part Time)	(B)	0	4	1	
Temp Ranger I (Part Time)	(B)	0	0	1	
Total		0	6	6	
Total Authorized/Budgeted Personnel		11	18	23	3

Note:** Parks and Downtown units are separated to reflect current staffing. Personnel are assigned on a rotating basis between units. ***Designation for Authorized staff (Full Time) is (A) and Budgeted staff (Part Time up to 999 hours) is (B). Source: Park Ranger Division.

Hours of deployment for the Parks Unit cover the period of 7:00 a.m. to 7:30 p.m., seven days per week. Downtown Unit deployments begin at 6:30 a.m. and extend through 8:30 p.m. Early deployment hours are necessary to awaken and clear homeless and transient individuals who have spent the night sleeping in doorways and alcoves of businesses and park operations areas.

The patrol area configuration involves three beats; West, Central, and East. The beats partially overlap so that all three beats include the downtown area. This is a response to the high demand in the downtown area and parks in that region.

As is noted, the Ranger program has been expanded dramatically over the past two years and has now doubled in size with the addition of the Downtown Unit. We will further examine staffing levels later in this section.

AUTHORITY

While the Interpretive and Maintenance Programs are not regulated beyond normal employment protections under the law, functions performed within the Security and Municipal Code Enforcement elements of the Ranger Division are.

California Penal Code Section 830.31 (b) establishes persons employed in the capacity of Santa Cruz Park Rangers as peace officers and provides the authority to conduct enforcement duties as presently assigned. Excerpts from this Penal Code section are provided for reference:

“The following persons are peace officers whose authority extends to any place in the state for the purpose of performing their primary duty or when making an arrest pursuant to Section 836 as to any public offense with respect to which there is immediate danger to person or property, or of the escape of the perpetrator of that offense, or pursuant to Section 8597 or 8598 of the Government Code. These peace officers may carry firearms only if authorized, and under the terms and conditions specified, by their employing agency....

(b) A person designated by a local agency as a park ranger and regularly employed and paid in that capacity, if the primary duty of the officer is the protection of park and other property of the agency and the preservation of the peace therein.”

While designated as peace officers, the park rangers are distinguished from the city’s police officers whose authority is granted under California Penal Code Section 830.1 and whose authority and training mandates extend well beyond that of the park rangers. Legally mandated training for park rangers will be addressed in a separate section to follow. We will also address the training provided beyond that which is legally mandated.

FACILITIES

The Park Ranger Division operates out of two facilities. The primary facility is in Harvey West Park. The Chief Ranger, the Park Ranger Unit, and the support staff work from this facility. CPSM was advised that this facility was converted for use by the park rangers, having previously been utilized as a “snack bar” for park guests. The facility was found to be cramped and without adequate storage space for the equipment present. Most notably, the locker room and sole toilet closet were shared by both male and female employees. It was reported that on occasion, male and female employees lack necessary privacy when changing clothing.

The Downtown Unit deploys from a small office in a city parking structure. Here again, male and female employees share a common locker room, though there are separate male and female toilet closets available. Th toilet closets are common units for use by the rangers and other businesses in that facility.

Neither the headquarters nor the downtown facility are conducive for use by a multi-gender workforce. CPSM was advised that there is awareness of this issue and alternative locations are being considered, at least for the headquarters.

Recommendation:

- When feasible, and without unnecessary delay, appropriate facilities should be made available for both the headquarters and downtown locations. (Recommendation 81.)

EQUIPMENT

Park rangers are uniformed personnel, distinguishable from the Santa Cruz Police Department officers by the color of their uniforms, tan and green vs. navy blue. As well, park rangers do not carry firearms. Other equipment, as listed below, is carried by both the park rangers and Santa Cruz police officers. These items, as is all tactical equipment issued to personnel in law enforcement agencies, are considered defensive tools.

The following equipment is provided to park rangers:

- Uniforms.
- X26P Taser (conductive energy device – stun gun).
- MKIV OC (chemical agent – tear gas).
- RCB/ASP baton.
- Ballistic vest.
- Handcuffs.
- Portable radio.

CPSM concludes that the equipment issued is appropriate and necessary for the duties associated with the position of park ranger.

Recommendations:

- No recommendations are offered regarding equipment.

TRAINING

California Penal Code Section 832 establishes minimum training standards for peace officers employed in the capacity such as that of a Santa Cruz park ranger. The State of California Commission on Peace Officer Standards and Training (POST) has established POST-approved PC 832 courses to be completed by candidates prior to certification as peace officers. The PC 832 course includes two modules, Arrest, and Firearms. The Arrest course is 40 hours in duration. The Firearms course is 24 hours in duration. As Santa Cruz park rangers do not carry firearms, they attend only the arrest module. In the event a ranger (certified peace officer) has a break in employment of three or more years, he/she must again attend the PC 832 course to reestablish certification. The department reports that all current Santa Cruz park rangers have attended the PC 832 course and are current in their certification.

Upon initial certification as a peace officer and assignment as a park ranger, the new employee undergoes a pre-deployment orientation followed by a field training program prior to working independently. To facilitate this, the department has created a Santa Cruz Park Ranger Field Training Manual, which was last updated in December 2013. The manual, 85 pages in length, calls for a six- to eight-week training curriculum, and requires testing in 22 areas (guidelines). Essentially, the manual identifies three phases of training: Orientation; Administrative Procedures; and Operations. Included are step-by-step certifications of competencies required for each phase, and a comprehensive evaluation process. This manual is consistent with those commonly used by law enforcement agencies for PC 830.1 officer training, and may have been created by modifying the FTO manual in use by the Santa Cruz Police Department at the time. CPSM

reviewed this manual and found it to be comprehensive. It was noted, however, that one area (guideline), number 16, was missing. This item may have been related to firearms use, and as the rangers are not so equipped, this guideline may have simply been deleted without the document guidelines being renumbered. In any event, this was brought to the attention of the Chief Ranger at the time of the visit.

Unlike the city's police officers, who must meet POST minimum training standards throughout their careers, park rangers have no additional state training mandates and are not regulated by POST. While not mandated by POST, recurring training is essential. To the credit of the city, the Parks and Recreation Department, and the Park Ranger Division, additional recurring training is provided.

Table 12-2 reflects recurring training modules and frequency as provided through the Park Ranger Division and beyond that provided as part of the PC 832 curriculum.

TABLE 12-2: Department Mandated Training / Schedule

Department Mandated Training	Frequency Schedule
First Aid / CPR / AED	Annual
Taser	Annual
Baton	Semi-annual
Defensive Tactics	Sporadic (pending updates)
Chemical Agent (Tear Gas)	Annual
Confidential Data Base Access (CLETS)	Time of hire
Report Writing	Time of hire / as needed
Bicycle Patrol Tactics	Time of hire
ATV/ROV Operations	Prior to operation
Crisis Intervention Training	A new curriculum

To facilitate training related to defensive weapons/tactics to include Taser, baton, chemical agents, and defensive tactics, the department has recently hired a retired law enforcement officer to serve as its training coordinator. This individual serves in a part-time capacity (up to 960 hours per year). While POST does not regulate training for programs such as the Santa Cruz park rangers, it does provide training guidelines for such training in police departments. To facilitate that training, POST provides courses to prospective trainers and issues certification as a trainer for those that complete such courses. The training coordinator has been certified by POST to teach courses in baton and chemical agents, and by the manufacturer of the Taser to teach courses related to its use. He has paid to attend these certification courses out of pocket. At this point, the coordinator is not certified to teach defensive tactics, but is desirous of doing so. The cost to enroll in the trainer's course for defensive tactics is approximately \$1,500.

The department indicated that until recently, approximately the past year, good training records were not maintained, and training was sporadic. It is attempting to develop better training records, and provide more comprehensive and consistent training. The department is to be commended for committing to this effort and allocating resources to do so. Given the nature of the rangers', this is imperative.

CPSM reviewed the Ranger Training Status Report, dated October 19, 2017, provided by the Park Ranger Division to include a 12-page listing of personnel and training compliance with the department's desired schedule. In this record, it was noted that many rangers were not current with the department's established training schedule (Table 12-2). Additionally, in some cases,

there was no indication that the ranger ever attended the required PC 832 course. It is not known whether this was an actual failure to attend the course or simply a bookkeeping error. While training objectives and requirements are the same for all rangers, inconsistent entries in the training document referenced make it more difficult to ensure that all personnel are current in meeting training objectives. The order for each employee should be sequential, i.e., PC 832, Taser, Baton, Chemical Agents, Defensive Tactics. It was noted on the training record that these were not sequentially listed for all employees, and in many cases, some were not listed for particular employees.

Training is an expensive aspect for any business, even more so for those engaged in law enforcement and other public safety functions. A variety of POST-certified courses are available, many provided at little to no cost to policing agencies through POST subsidies. These courses are generally provided through police departments or third-party training vendors. POST maintains an extensive list of such courses. These courses cover all the desired training as listed in Table 12-2.

To be eligible for these low-cost training courses, qualified employees of police departments are issued a POST ID Number. This allows them to enroll in such courses, without cost in many cases. Given the role of park rangers, they may be eligible to obtain a POST ID number and therefore qualify for subsidized training.

POST also offers supervisory courses tailored to law enforcement supervision. In fact, newly promoted police sergeants must attend a POST supervisory class within a year or two following their promotion. Such classes would be of value to senior rangers, who perform in a similar capacity to that of police sergeants, though more limited in scope.

An area of concern we note pertains to part-time and seasonal personnel. To serve as park rangers, part-time rangers must undergo the same level of PC 832 course training as full-time rangers. While the department's internal field training program is not a requirement under the law, it is highly desirable given the enforcement mission and equipment utilized. Combined, this training can take seven to nine weeks. This is not practical for seasonal employees that may work only one season. Some staff indicated that such employees are sometimes deployed without undergoing the desired internal training. This is of concern to CPSM as it should be to the city.

There is no doubt that the Ranger Division has been attempting to upgrade both its training and recordkeeping as of late. CPSM was impressed with the enthusiasm of the department and Training Coordinator to do so. Still, there is much to be done. Sufficient resources and effort must be committed to this important function.

Recommendations:

- Continue to develop the training program with an eye toward bringing into and maintaining compliance with training objectives as established by the department. (Recommendation 82.)
- Ensure that all rangers are compliant with PC 832 training standards and/or update training records to reflect compliance. (Recommendation 83.)
- Upgrade training records as necessary to more easily ensure compliance with required/desired training courses. (Recommendation 84.)
- All Park Ranger personnel assigned to enforcement duties should complete the department's internal training program (FTO). (Recommendation 85.)

- Ensure that all personnel attend crisis intervention training to assist them in interacting with the homeless/transient population that they commonly encounter. (Recommendation 86.)
- Explore opportunities to obtain POST ID numbers for Ranger staff to allow for enhanced low-cost training. This may require sponsorship from the police department. (Recommendation 87)
- Explore POST supervisory training opportunities for the Chief Ranger and the senior rangers who perform supervisory duties. (Recommendation 88.)

POLICIES

As the Park Ranger Division serves in part as a law enforcement agency, a comprehensive policy manual is essential. These manuals reflect the operating principles of an agency and should be constantly reviewed to ensure that the policies are contemporary, conform to legislative mandates, comply with case law as determined by the courts, and represent operational needs and community expectations.

As legislative mandates and frequent changes in case law are routine, this is no small task. In some instances, departments develop and maintain policy manuals in-house. This often requires near full-time dedication, with assistance from legal counsel. In CPSM studies, we often find policy manuals, especially in smaller departments, to not be current.

There are several options available to maintain policy manuals. To its credit, the Park Ranger Division has chosen to contract with Lexipol to develop and assist in the maintenance of its current policy manual. Lexipol is owned and operated by former law enforcement professionals and attorneys whose focus includes risk management. As is their practice, they work collaboratively with the division to develop the policy manual by providing drafts of every policy for consideration. The division can then review the draft, modify it as appropriate, and return the draft to Lexipol for publishing. Lexipol produces both hard and electronic copies for the department's use. In all cases, the department maintains control of the content/directives of each policy.

Importantly, Lexipol attorneys track legislative changes and court decisions that may impact enforcement operations. At least annually, but routinely more often, Lexipol provides draft policy revisions to the policy manual based upon changes the firm has tracked. Again, it works collaboratively to implement those changes and update the manual. It is an excellent system and is in use throughout the United States and internationally by a multitude of public safety agencies.

The Park Ranger Division provided CPSM with an electronic copy of the policy manual. It is 120 pages in length. CPSM reviewed the manual in its entirety. Overall, with minor exceptions, we found the manual to be comprehensive and consistent with best practices. A couple of exceptions are noted here:

- Policy 448.2 Portable Audio/Video Records – This policy dictates that all rangers are to be issued audio recording devices, but that it is their choice whether to utilize this piece of equipment. As well, there is no provision within the policy to address storage of any recordings made. It is not clear that there is sufficient value to the issuance of recording devices for the functions performed by the rangers, but if so, the policy should be specific as to in which circumstances they are to be used, and storage of the recordings should be regulated. This is often done on a server, equipment that the Ranger program may not currently have access to. CPSM would suggest that this policy be examined for its value.

- Policy 462.2 Crisis Intervention – This policy calls for the department to work with the police department and mental health providers to develop an intervention strategy. While the department is in the early stages of providing the rangers with crisis intervention training, it is not clear that a true intervention strategy exists. Given the population that the rangers routinely interact with, both training and intervention strategy are of vital importance.
- By virtue of the work performed by the rangers, they will come into possession of property and/or evidence. CPSM did not find a policy that addresses this situation. It is presumed that such property is turned over to the police department. Nonetheless, a policy should be developed relative to this matter.

Recommendations:

- Consider rescinding Policy 448.2 regarding the issuance of audio recorders and governing the use of such. In the alternative, if recorders are to be issued, the policy should be revised to provide specific direction as to the situations in which they are to be used, storage solutions for the recordings acquired, and the term length for storage established to comply with the city's records retention policies. (Recommendation 89.)
- As called for in Policy 462.2, a crisis intervention strategy should be developed with specific guidelines for rangers' roles. CPSM recommends that the police department serve as the primary agency for any incidents regarding the mentally ill other than casual contacts in the normal course of business. (Recommendation 90.)
- A policy should be developed regarding property and evidence collected by the Ranger Division. It is recommended that all collected/seized property and evidence be turned over to the police department for storage/disposal. (Recommendation 91.)

USE OF FORCE

As is the case in any law enforcement agency, park rangers, from time to time, will be called upon to use force in their duties. The use of force by park rangers is governed by Policy 300, which is four pages in length. It includes guidelines for the use of force, the duty to intercede when one notices an inappropriate use of force, and reporting guidelines.

The Chief of the Park Ranger Division indicated that the use of force by a ranger is infrequent. Three use of force incidents have been reported in the past 18 months. Policy 300.5 addresses use of force reporting (documentation) as well as notification to a supervisor when use of force incidents occur. In a use of force incident, the Chief Ranger responds to the scene, interviews the involved parties, and conducts an informal assessment. The involved employee includes information on the use of force in his/her incident report. There is no formal use of force reporting process at this time, though this process is under consideration to become part of the formal process. As well, there is no database that captures information on use of force incidents for future information and analysis.

Additionally, Policy 300.5 calls for use of force incidents to be reviewed by the Santa Cruz Police Department "to ensure proper reporting standards are met." Use of force incidents invariably result in an arrest, and cases involving an arrest are turned over to the police department at the scene. As part of the case, the ranger prepares an incident report that serves as an attachment to the police department report. It is through this process that the reporting called for in Policy 300.5 is accomplished. However, SCPD does not formally "review" ranger uses of force "to ensure proper reporting standards are met," as called for.

Use of force incidents are potential sources of liability to the city. As well, they are sources of potential injury to both the subject of the use of force and the involved employee. As such, use of force incidents command comprehensive review. This review should include ensuring compliance with policy and identification of potential training issues.

Recommendations:

- A comprehensive use of force reporting document should be developed to include initial reporting by the involved officer and review and analysis by a first-line supervisor whenever a use of force occurs as described in Policy 300.5.1. (Recommendation 92.)
- The Chief Ranger should conduct, or cause to be conducted, a formal use of force review to include analysis by certified trainers in the type of force applied (e.g., a Taser deployment review by a certified Taser instructor). The objective of such review is to determine compliance with policy and to identify potential areas for improved training. (Recommendation 93.)

PERSONNEL COMPLAINTS / INVESTIGATIONS

While personnel complaints occur in every profession, they are inherent in law enforcement. Today's political climate relative to allegations of misconduct regarding law enforcement officers makes that abundantly clear. Since the authority vested in law enforcement officers is significant, allegations of misconduct must be thoroughly investigated to foster public confidence and to promote constructive communication.

Complaints are commonly generated from two sources: citizens and Internal sources. Internal sources generally involve department supervisors and, less frequently, subordinates and/or coworkers.

Allegations of misconduct pertaining to park rangers brought forth by a citizen are addressed in Santa Cruz Administrative Procedure Order Section I, #56, Investigation of Citizens Complaints Against City Employees Enforcing City Ordinances. This two-page document outlines the policy and procedures to be followed when a complaint is lodged by a citizen. CPSM reviewed this document, last updated in 1988, and found it to be acceptable, although it does designate the department head as the investigating authority. In reality, it is a designee of the department head who conducts such investigations.

The Ranger Division staff report very few citizen complaints of misconduct are received. When received, oftentimes complainants began the process by verbalizing their concern to a ranger supervisor. A dialogue between the complainant and the supervisor allows for information sharing to occur, and often results in the complainant resolving their grievance informally.

In practice, the informal complaint resolution method is employed most often by the park rangers and is generally not documented. While the numbers of complaints were reported as low, the department does not keep records on the number or nature of informal complaints. The practice of informally resolving complaints from the public is appropriate. It is beneficial for supervisors to personally meet with complainants both to be more informed about facts surrounding an incident and to explain a ranger's conduct. Many times, complainants are satisfied with such a discussion and choose not to file a formal complaint. As well, supervisors may elicit more information than would otherwise be included in a formal written complaint. Those complaints determined to be more egregious, or in cases where the complainant remains dissatisfied, may become formal investigations. In any case, when a member of the public

submits a complaint, whether formally or informally, it should be documented, retained, and tracked for management purposes.

Formal complaints are filed at the Parks and Recreation Department administrative offices where the complainant fills out the complaint form. This is a one-page document titled City of Santa Cruz Parks and Recreation Department Complaint Form. CPSM reviewed this form and found it to be complete with a couple of exceptions. There is no section on the form to identify either the subject individual of the complaint, nor any potential witnesses. Both are critical, and the form should be revised to call for this information.

When a formal citizen complaint is lodged, it is the practice of the department to follow the directives as outlined in Administrative Procedure Order Section I, #56, *Investigation of Citizens Complaints Against City Employees Enforcing City Ordinances* as previously addressed.

Internal complaints, as described above, are reportedly investigated by the city's Human Resources Department. Ranger staff indicated that they are aware of only one such complaint over the past 18 months. Staff further indicated that if a complaint were filed, and no disciplinary action resulted, that the existence of such complaint would not be shared with the Ranger Division Chief. Rather, it would be investigated by the HR Department and closed. CPSM finds this to be problematic. Allegations of misconduct against a division employee is a matter of interest to the management team as well as the Director of the Parks and Recreation Department. Information of such a complaint should be shared with both the Director and the Ranger Chief regardless of the disposition of the matter.

CPSM believes that a significant issue may exist relative to any allegations of misconduct regarding park rangers. Previously, under the section titled *Authority*, it was pointed out that park rangers are peace officers as defined by the California Penal Code. As such, they are subject to the rights/obligations as afforded by California Government Codes 3300-3312, commonly known as the Public Safety Officers Procedural Bill of Rights Act (POBAR).⁶ POBAR provides for strict guidelines (GC 3303) to be followed in the investigation of allegations of misconduct relative to peace officers.

The investigation of allegations of misconduct under POBAR regulations is complex and requires extensive training. No such training is afforded to the Ranger supervisory staff and staff indicated, to their knowledge, the POBAR regulations are not followed in the case of citizen nor internal complaints. Based upon the methodology in use for the investigation of alleged misconduct by park rangers, it would appear that the present system may compromise the city's ability to investigate and discipline acts of misconduct, as well as open the city to civil liability for violations of POBAR. CPSM does not provide legal counsel and would encourage the city to consult with the Santa Cruz City Attorney for guidance on this matter.

Recommendations:

- Records should be maintained for both formal and informal personnel complaints. (Recommendation 94.)
- The personnel complaint form should be modified to include subject ranger and witness information. (Recommendation 95.)

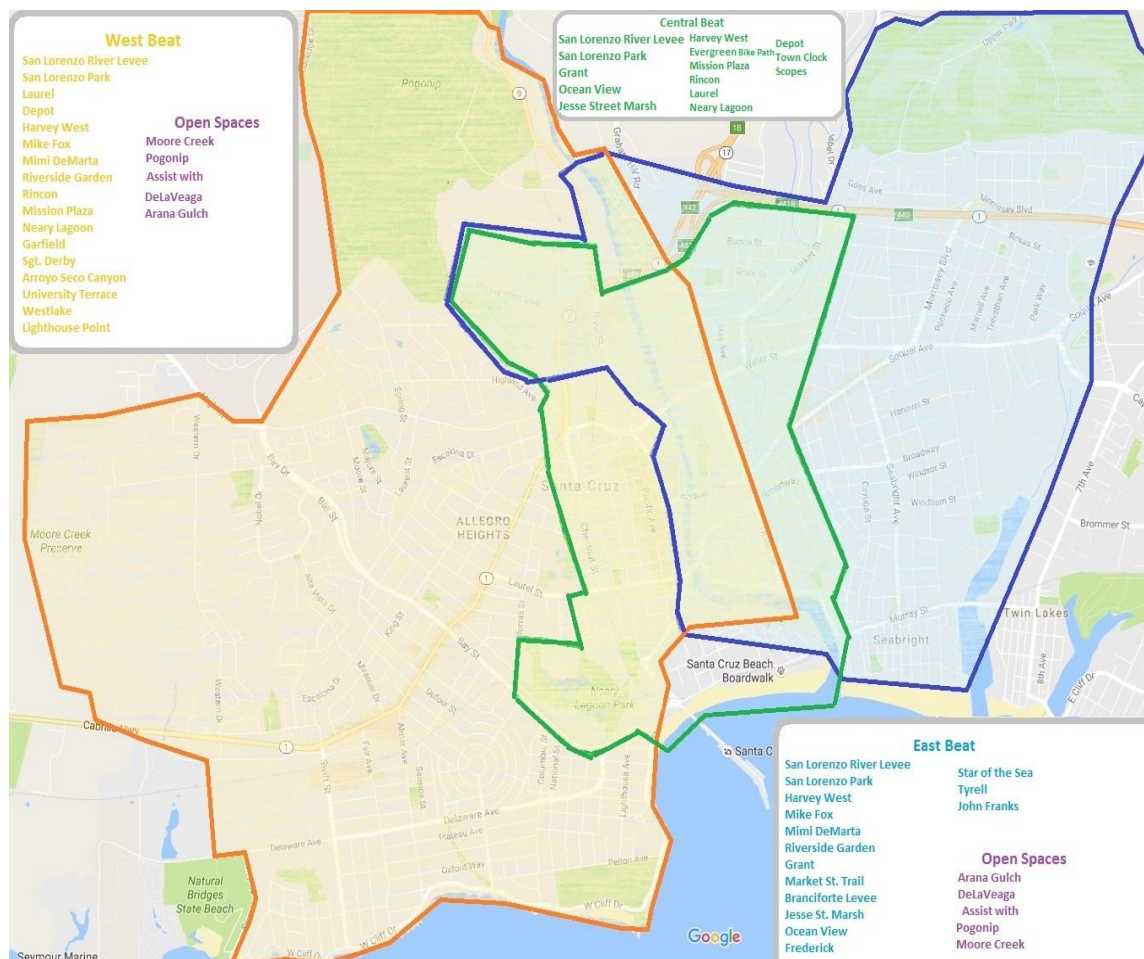
⁶ https://leginfo.ca.gov/faces/codes_displayText.xhtml?lawCode=GOV&division=4.&title=1.&part=&chapter=9.7.&article=

- The Parks and Recreation Director and Chief Ranger should be provided with copies of all complaints and dispositions processed through the Human Resources Department. (Recommendation 96.)
- The City Attorney should be consulted regarding the city's apparent obligation to comply with Government Codes 3300-3312 with respect to allegations of misconduct involving park rangers. If the City Attorney concurs with CPSM's conclusions regarding the peace officer status of park rangers and the city's obligation to comply with these codes during personnel investigations, steps should be taken immediately to come into compliance. This may involve training of appropriate staff, or the assignment of such investigations to the police department Internal Affairs Section. (Recommendation 97.)

DEPLOYMENT AREAS (BEATS)

Figure 12-1 represents the beat configuration for the Park Ranger Program. The Central Area is overlapped by the East and West Areas due to a high level of activity (workload demand) in the Central Area.

FIGURE 12-1: Deployment Area Map



WORKLOAD ANALYSIS / STAFFING REQUIREMENTS

As part of this study, CPSM was asked to evaluate staffing and make staffing recommendations. To do so, two primary identifiers are required; First, desired results/outcomes must be defined, and secondly, the workload (man hours) required to meet the desired outcomes must be identified. We will examine these two aspects individually.

The city has many beautiful and expansive parks and open spaces available for residents and visitors. There are a myriad of recreational opportunities and other services made available to youth, families, and seniors. However, some of the city's parks, open spaces, and downtown areas are adversely impacted by the extraordinarily high number of homeless/transient people, especially within the Parks Division Central Beat, which includes the downtown area. Within this population, high rates of substance abuse, mental illness, and other behaviors adversely impact the health and safety of park users and those in the downtown area. It is largely this population that is the source of the problems that the park rangers seek to address. Clearly, homelessness and mental illness are complex social problems, well outside of the scope of this assessment.

As we explored what the expected outcomes of the Ranger Program are, we found that legal/political/sociological conflicts exist between those with limited tolerance of the homeless/transient population who want to "take back our city," and those who have a higher level of tolerance for this population. As a result, it is inherently difficult for the community to reach a consensus in defining the desired outcomes and path to attain those outcomes. While not a surprise, this was made evident in a community meeting facilitated by CPSM regarding the police study where a downtown merchant's representative and a homeless service provider were clearly at odds as to how this population should be treated. It could be said that while one segment of the community would like to provide housing and social services to this population, the cost of which is well beyond the city's ability to absorb, another segment of the community would like to see this population moved from the city. And of course, there are those in between. As such, clearly defining desired and attainable outcomes is not realistic.

Secondly, we must examine workload to assist in determining recommended staffing and deployment models. Workload estimates are better judged when reliable data sources exist to assist in the assessment. To do so, we utilized two sources of data. First, we examined calls entered into computer-aided dispatch (CAD) data for the period of June 1, 2016 through May 31, 2017. These are generally calls that come into the 911/communication center from a citizen. Secondly, we examined department data collected from the rangers self-reporting of field contacts and citations issued. These data are processed by the department's part-time administrative assistant and recorded on a spreadsheet.

It is clear from CAD data that an overwhelming amount of the rangers' workload is derived from self-initiated efforts based upon observations while on patrol or fixed assignment. In fact, only about 7 calls per day were dispatched to Ranger Units based upon calls received at the 911/communication center. This included calls to both the parks and downtown areas. It does not include calls dispatched to police officers in these areas. Such calls were deemed unsuitable for a ranger response based upon the nature of the call. Additionally, staff reports that some citizens and/or other interested parties such as the parks department maintenance staff (separate from the two-person maintenance staff (vacant) within the Ranger Division) call the park rangers office directly to seek ranger services. However, the number of such calls are not captured for statistical purposes. Nonetheless, CPSM believes that these calls do not represent a significant amount of the rangers' workload. All other activity was self-generated and is believed to represent the clear majority of the rangers' workload.

As mentioned, the department maintains its own data collected via daily activity reports completed by the rangers. CPSM reviewed a sample of the daily activity report document and found it to be comprehensive and suitable for such reporting. It includes space for the identity of the employee, the date and hours of deployment, locations assigned, number of contacts, the nature of the contacts, enforcement actions such as citations, and notes to capture items of interest.

From these daily activity reports, the department records data on several separate Excel spreadsheets. Those include reports of illegal camping, citations issued, beach unit contacts, beach unit citations, Downtown Unit citations, etc. These serve as monthly reports to the Parks and Recreation Director. As the department has no computerized records management system, all such data must be hand tallied. As well, the clerical support for the department is limited to one part-time administrative assistant. CPSM noted that several of the reports provided were not complete or up to date. Given the volume of data, and the absence of clerical support, this is not surprising.

In effect, there is no single monthly report that provides summary data for review by the Chief Ranger, Parks Superintendent, or Director of Parks and Recreation. This is not intended to be a criticism of the department. In fact, it appears that only over the past few years has any effort been made to provide such a report. Simply stated, the volume of data and the lack of adequate clerical support make such an effort insurmountable today.

Therefore, in formulating our recommendations relative to staffing needs, we must consider input from staff, available data, our observations during the site visit, and our professional experience. As we have mentioned, the issues impacting the parks and downtown areas that led to the need for the current Ranger Program are social issues that law enforcement and the rangers alone cannot solve, especially in an environment that some may say unduly tolerates the behaviors. The proposed staffing is intended not to solve this problem, but to minimize its adverse impacts on the parks and families who seek to use them. As we consider staffing, we will report on the Parks Unit and Downtown Units separately.

Parks Unit

The clear majority of workload demands emanate from the Central Area, and in proximity to downtown. That is not to suggest that East and West area parks and open spaces are not without issues, but rather those areas are less impacted. As a result, roving patrols in the East and West areas are sufficient to meet service needs. As problems are identified, additional resources can be brought to bear. CPSM would suggest that a dedicated rover assigned to each of the East and West areas would be adequate. Support for these positions would be supplied by senior rangers. To provide seven-day-a-week coverage for the East and West areas under this model, four full-time rangers and two senior rangers are required. Part-time rangers can supplement this staffing during vacation, training, and periods of illness, etc.

In the Central Area, parks such as Grant, Depot, Harvey West, Laurel, and San Lorenzo Park and Levee experience enough activity to warrant dedicated deployments at not less than a half-time basis. As was previously noted, the present deployment model generally involves roving patrols. As reflected in Figure 12-1, the East and West Areas overlap the Central Area to provide for overlapping coverage in this more impacted area. As such, the rovers identified above for the East and West Areas may also assist in covering outlying parks within the Central Area and which do not have dedicated deployments as recommended above. This model would require six rangers to provide seven-day-a-week coverage. Again, as both the East and West Areas overlap the Central Area, supervision of the Central Area deployment can be provided by the two senior rangers assigned to the East and West areas. As in the case of the East and West Area

deployments, part-time rangers can supplement full-time staffing during vacation, training, and periods of illness, etc.

Additionally, one ranger is assigned at the Loudon Nelson Community Center. This is a dedicated position. No change is recommended relative to this position.

Downtown Unit

The downtown area is heavily impacted and workload demands are great. As previously noted, the rangers were assigned to this area to replace a private security patrol and “host” program that were deemed to be ineffective in dealing with the nuisance problems associated with the homeless/transient population that frequents the area. To enhance coverage in the downtown area based upon current hours of deployment, CPSM recommends that the Downtown Unit be staffed with two senior rangers and four full-time rangers. Additional support for weekend deployments or other periods as necessary, and during absences of full-time staff during vacations, etc., can come from the part-time ranger staff.

Thus, the recommended staffing for the Parks and Downtown Units combined totals four full-time senior rangers and 15 full-time rangers. Additional seasonal and part-time staffing as called for in the present staffing model would remain unchanged. As stated, these part-time personnel can provide additional support as required and fill in shift vacancies resulting from vacations, training, illness, etc. Such lost time generally amounts to approximately 20 percent of total available time.

In Table 12-3, we amended Table 12-1 to now show both present staffing and recommended staffing to include the Parks Unit and Downtown Unit as described above.

TABLE 12-3: Proposed Staffing Levels

Position	**	2016	2017	2018	Proposed Staffing
Administration					
Chief Ranger	(A)	1	1	1	1
Training Officer (Part-time)	(B)	0	0	1	1
Administrative Aide (Part-time)	(B)	1	1	1	-1
Administrative Aide (Full-time)	(A)				1
Total		2	2	3	3
Parks Unit*					
Senior Ranger	(A)	0	0	1	2
Ranger II	(A)	4	4	6	10
Ranger I	(A)	0	0	1	1
Temp Ranger II (Part-time/Seasonal)	(B)	3	4	2	2
Temp Ranger I (Part-time/Seasonal)	(B)	0	0	1	1
Temp Ranger I/II (Part-time / Seasonal, variable)	(B)	0	0	1	1
Maintenance Aide	(B)	2	2	2	2
Total		9	10	14	19
Downtown Unit*					
Senior Ranger	(A)	0	1	2	2
Ranger II	(A)	0	1	2	4
Temp Ranger II (Part-time)	(B)	0	4	1	1
Temp Ranger I (Part-time)	(B)	0	0	1	1
Total		0	6	6	6
Total Authorized/Budgeted Personnel		11	18	23	30

*Note: Parks and Downtown units are separated to reflect current staffing. Personnel are assigned on a rotating basis between units. **Designation for Authorized staff (Full-time) is (A) and Budgeted staff (Part-time up to 999 hours) is (B). Source: Park Ranger Division.

Recommendations

- Increase deployment at the six most heavily impacted parks to provide at least half-time coverage at each. (Recommendation 98.)
- Increase staffing in the Downtown Unit through the addition of two full-time rangers. (Recommendation 99.)
- Full-time staffing should be increased to four supervisors and 15 full-time rangers. No changes are recommended for part-time and seasonal staffing. (Recommendation 100.)
- Increase clerical support from a part-time person to a full-time person. In addition to the current duties regarding the collection of data, this position should assist in the maintenance of records pertaining to training, use of force, personnel complaints, and the development of a monthly activity report that provides more concise and valuable information to the Director of the Parks and Recreation Department. (Recommendation 101.)

PARK RANGER PROGRAM SUMMARY

The Park Ranger program for the City of Santa Cruz has reportedly gone through an evolutionary change over the past several years, but more dramatically over the past 18 months. As was noted in the program overview at the beginning of this section, the rangers have historically engaged in three primary functions: (1) security / municipal code enforcement, (2) interpretive programs, and (3) trail maintenance. During this evolutionary period, the focus has shifted to the point that the rangers are now, by necessity, engaged primarily in security / enforcement related activities. This is evidenced by their deployment mission, activity logs, and training activities. While one may consider that this may be a voluntary evolution on the part of the Ranger Division based upon a desire to serve in a quasi-police role, one must only observe the park environment to recognize this is not the case, at least not entirely.

As mentioned earlier, the City of Santa Cruz is fortunate to have beautiful, vast parklands and open spaces. However, the conditions in some of these parks and open spaces is not conducive to a family environment due to the presence of human waste, open substance abuse activities, hazardous materials such as hypodermic syringes, and illegal camps. This situation has come to a head with a relatively recent homicide and in the week following the CPSM site visit, an apparent drug overdose death in a parkland.

Further evidence of this migration to enforcement-oriented services exists in the July 1, 2016, assignment of the park rangers to the downtown corridor to assist in addressing activities and conditions commonly found in the parks, as described, that adversely affect the downtown area as well. Even their uniforms and equipment mirror those of police officers across the country apart from the absence of firearms. And as previously noted, under California law, their title, duties, and training provide for them to be classified as "peace officers."

As such, the city should evaluate the role of the Ranger Division as it exists today, given its areas of responsibility. There is no question that all three aspects of the program, security / enforcement, interpretive programs, and maintenance, are important. However, CPSM would suggest that these aspects are not necessarily compatible or all-inclusive roles appropriate for the rangers to play in today's environment in Santa Cruz.

To this point, we have strived to point out areas that we believe require attention in improving this program. We will continue to do so throughout this summary. Should the decision be made to keep the Park Ranger program, as presently configured, under the direction of the Parks and Recreation Department, CPSM would suggest that serious consideration be given to every recommendation listed in this section. They will help to serve as a road map to improve the services provided and bring the division into compliance with California law pertaining to peace officers.

There is no question that such a function is of paramount importance for the city's parks and downtown areas. While the police department also provides services in these areas, there is clearly a heavy reliance on the Ranger Program from the perspective of the community. Diluting this focused effort would be ill advised.

There are two significant benefits of retaining the security / enforcement module in the Parks and Recreation Department. First, the Parks and Recreation Department maintains deployment control over the rangers relative to security and enforcement actions in these sensitive areas. Secondly, the Park Ranger program appears to provide such services at a cost substantially lower than that should the police department be called upon to do so.

Nonetheless, while there are options available to the city, it is our recommendation that the Security/Enforcement functions of the Ranger Division be transferred under the direction of the Sanat Cruz Police Department, and the Interpretive Programs and Maintenance functions remain under the administration of the Parks and Recreation Department. This would include the reassignment of an appropriate number of existing personnel. As the Santa Cruz Police Department presently operates both a Downtown Unit and a Parks Unit, such a transition would be relatively seamless. However, it would be imperative that the SCPD commit to the same or improved service levels as that provided by the Parks and Recreations Department, and take full responsibility for service delivery in these areas.

In so doing, the concerns articulated by CPSM relative to items such as training, use of force review, personnel investigations, etc. are immediately resolved as the SCPD presently has systems and processes in place for each and the ranger functions would be easily absorbed.

However, such a transfer would also require background investigations to be completed on the transferred rangers, as the background investigation conducted by any police department is far more comprehensive than that conducted for the Ranger Program (which is limited to a criminal history check and reference letters). As well, due to the pay differential between police employees and those in the Park Ranger program, substantial additional costs may be incurred.

Again, it is imperative that any such action not result in a lessening of service to the parks and downtown areas. The city is rich with many beautiful, well-managed parks, but many are not family friendly. The level of service, especially at these parks, must be maintained or enhanced by such a transfer of responsibility. While more comprehensive services, such a transition, especially relative to job duties and responsibilities, would need to be clearly established.

This is clearly a policy decision on the part of the city. CPSM has simply, through its assessment, observations, and recommendations, tried to provide information with which the city may make a more informed decision. Whichever model is ultimately selected by the city in moving forward, CPSM would suggest that serious consideration be given to the role of seasonal rangers. Such short-term assignments, generally two or three months, and often with some new staff each year, do not allow for adequate training of personnel to serve in an enforcement capacity. Combined, the PC 832 training and the field training program require seven to nine weeks to complete. The role for such positions should be limited to basic security (similar to a host program) or duties associated with interpretive programs and/or maintenance efforts.

Recommendations:

- Consider transferring the security / enforcement component of the Park Ranger program to the SCPD, or in the alternative, implement the recommendations offered throughout this report for improvement of the program as it exists today. (Recommendation 102.)
- Consideration should be given to ensuring that seasonal rangers are fully trained in law enforcement functions as carried out by permanent rangers or changing their status to security and/or maintenance duties with no enforcement authority. (Recommendation 103.)

SECTION 13. DATA ANALYSIS

This data analysis on police patrol operations for the Santa Cruz, California, Police Department, focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this analysis was developed using the data provided by the department from its computer-aided dispatch (CAD) system.

CPSM collected data for the one-year period of June 1, 2016 through May 31, 2017. The majority of the first section of the report, concluding with Table 8, uses call data for this one-year period. For the detailed workload analysis, we use two eight-week sample periods. The first period is from July 7 through August 31, 2016, or summer, and the second period is from January 4 through February 28, 2017, or winter.

WORKLOAD ANALYSIS

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based upon its description.
 - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered a number of issues when analyzing the dispatch data from Santa Cruz. We made assumptions and decisions to address these issues.

- 3,254 events (about 4.5 percent) involved patrol units spending zero time on scene.
- 39 calls lacked an accurate busy time. We excluded these calls when evaluating busy time and work hours.
- The computer-aided dispatch (CAD) system used approximately 250 different event descriptions, which we condensed to 19 categories for our tables and 12 categories for our

figures (shown in Chart 13-1). Table 13-20 in the appendix shows how each call description was categorized.

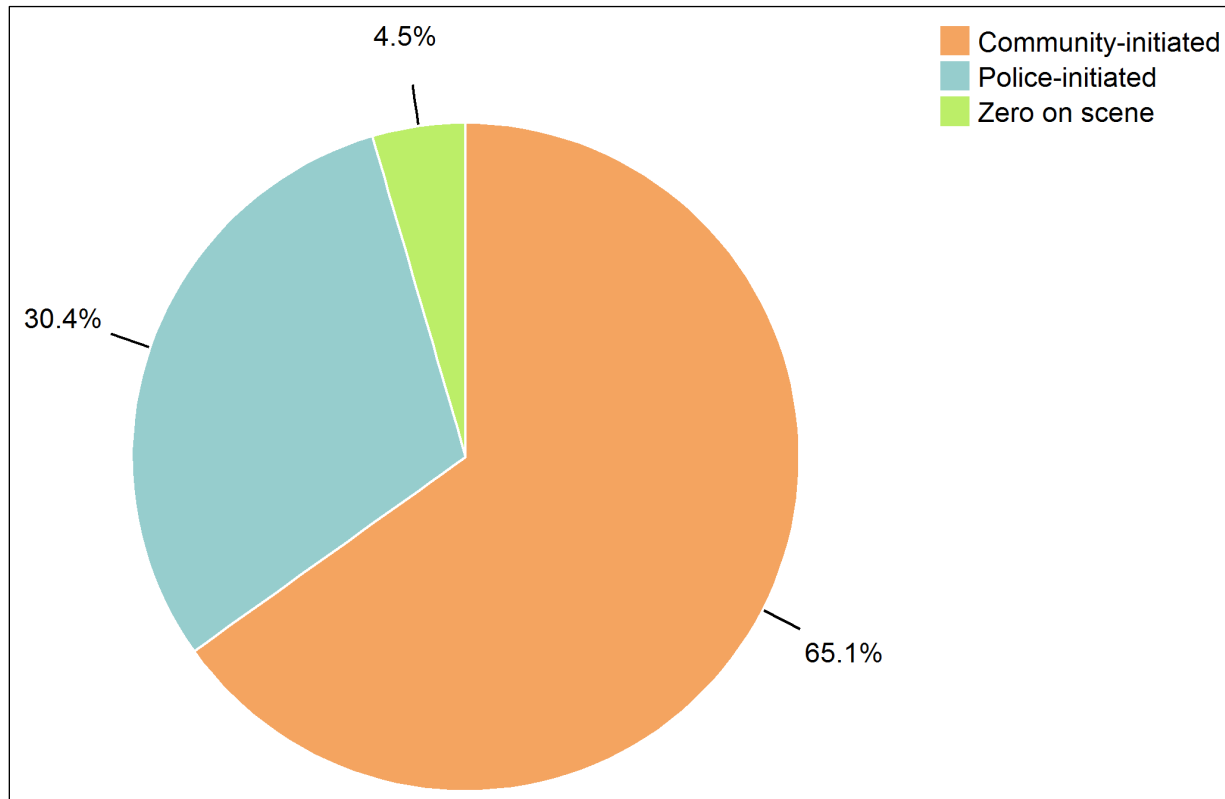
Between June 1, 2016 and May 31, 2017, the communications center recorded approximately 72,079 events that were assigned call numbers and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 197.5 patrol-related events per day, approximately 4.5 percent of which (8.9 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

CHART 13-1: Event Descriptions for Tables and Figures

Figure Category	Table Category
Administrative	Administrative
Alarm	Alarm
Assist	Assist citizen
	Assist other agency
Check	Check
Crime	Crime-person
	Crime-property
Drug/alcohol	Drug/alcohol
Follow-up	Follow up
General noncriminal	Ordinance violation
	Animal
	Juvenile
	Prisoner transport
Investigation	Investigation
Medical/mental	Medical emergency/mental health
Suspicious incident	Suspicious person/vehicle
	Disturbance
Traffic	Traffic/vehicle related
	Accident

FIGURE 13-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 72,079 events.

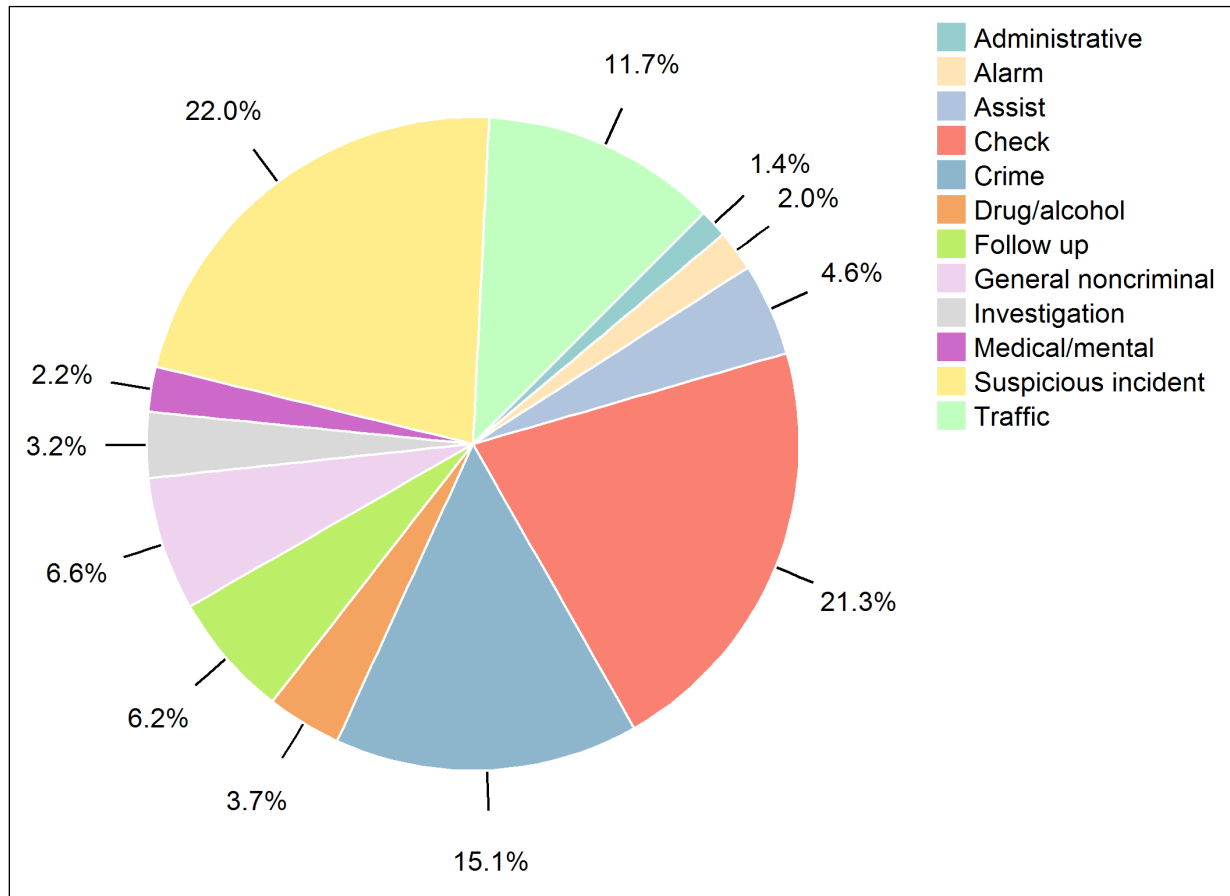
TABLE 13-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	46,942	128.6
Police-initiated	21,883	60.0
Zero on scene	3,254	8.9
Total	72,079	197.5

Observations:

- 65 percent of all events were community-initiated.
- 30 percent of all events were police-initiated.
- 5 percent of the events had zero time on scene.
- On average, there were 197 events per day, or 8.2 per hour.

FIGURE 13-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 13-1.

TABLE 13-2: Events per Day, by Category

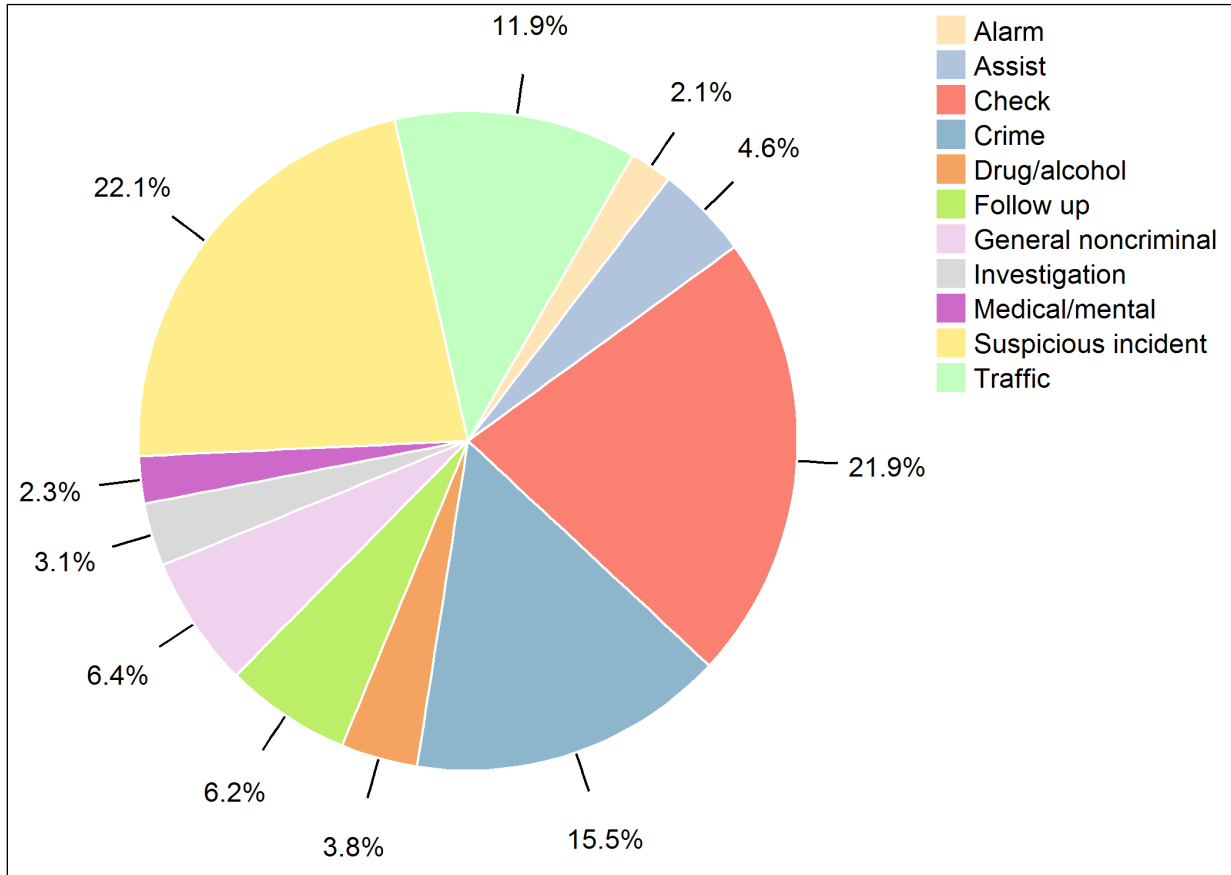
Category	No. of Calls	Calls per Day
Accident	1718	4.7
Administrative	1,010	2.8
Alarm	1,459	4.0
Animal	111	0.3
Assist citizen	2,582	7.1
Assist other agency	726	2.0
Check	15,334	42.0
Crime-person	4,063	11.1
Crime-property	6,785	18.6
Disturbance	7,621	20.9
Drug/alcohol	2,665	7.3
Follow-up	4,453	12.2
Investigation	2,339	6.4
Juvenile	255	0.7
Medical emergency/mental health	1,612	4.4
Ordinance violation	4,294	11.8
Prisoner transport	106	0.3
Suspicious person/vehicle	8217	22.5
Traffic/vehicle related	6,729	18.4
Total	72,079	197.5

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- The top three categories accounted for 58 percent of events:
 - 22 percent of calls were suspicious incidents.
 - 21 percent of calls were checks.
 - 15 percent of calls were crimes.

FIGURE 13-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 13-1.

TABLE 13-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	1,660	4.5
Alarm	1,410	3.9
Animal	100	0.3
Assist citizen	2,428	6.7
Assist other agency	690	1.9
Check	14,902	40.8
Crime–person	3,988	10.9
Crime–property	6,576	18.0
Disturbance	7,270	19.9
Drug/alcohol	2,561	7.0
Follow-up	4,185	11.5
Investigation	2,100	5.8
Juvenile	252	0.7
Medical emergency/mental health	1,578	4.3
Ordinance violation	3,918	10.7
Prisoner transport	106	0.3
Suspicious person/vehicle	7,777	21.3
Traffic/vehicle related	6,442	17.6
Total	67,943	186.1

Note: The focus here is on recorded calls rather than recorded events. We removed 1,010 administrative events and 3,126 additional events with zero time on scene.

Observations:

- On average, there were 186.1 calls per day, or 7.8 per hour.
- The top three categories accounted for 60 percent of events:
 - 22 percent of calls were suspicious incidents.
 - 22 percent of calls were checks.
 - 16 percent of calls were crimes.

FIGURE 13-4: Calls per Day, by Initiator and Months

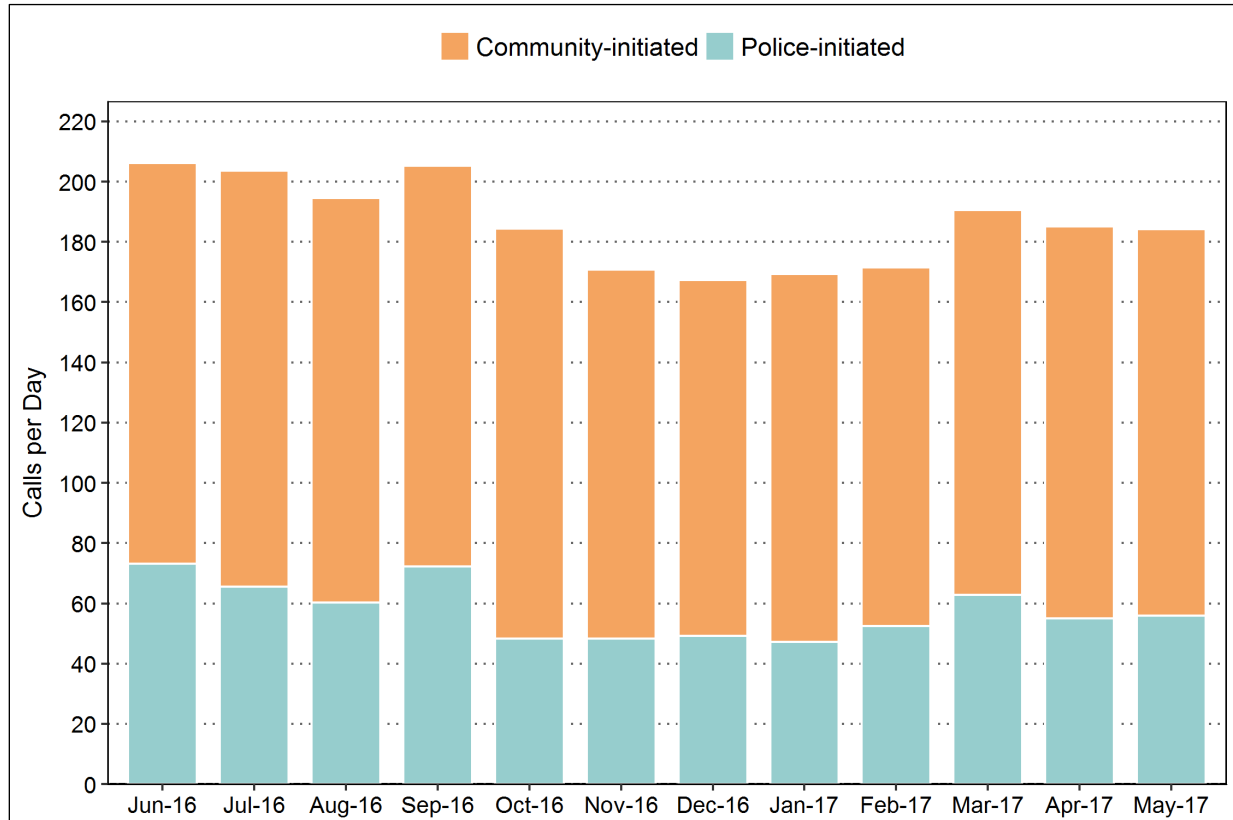


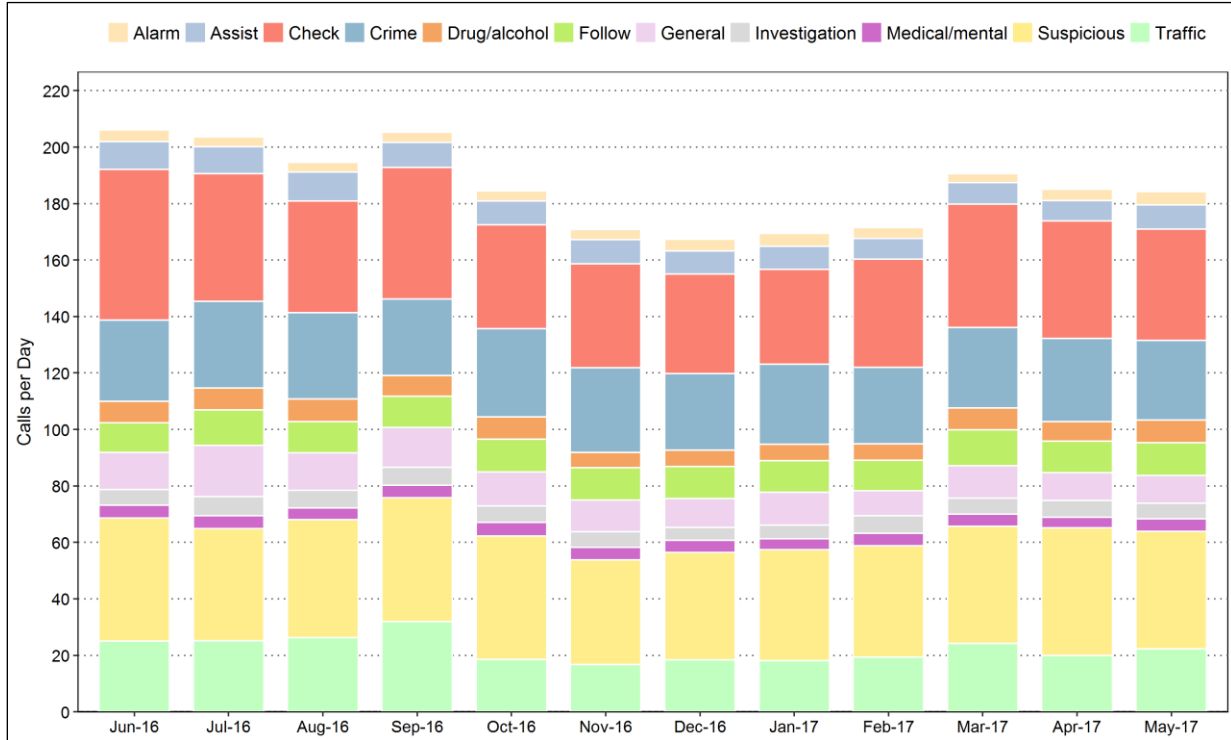
TABLE 13-4: Calls per Day, by Initiator and Months

Initiator	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
Community	133.0	138.0	134.3	133.0	136.1	122.4	118.2	122.3	119.0	127.7	130.1	128.4
Police	73.1	65.6	60.4	72.2	48.4	48.4	49.2	47.2	52.5	62.9	55.0	55.9
Total	206.1	203.6	194.6	205.2	184.5	170.8	167.4	169.4	171.5	190.6	185.1	184.3

Observations:

- The number of calls per day was lowest in December.
- The number of calls per day was highest in June and September.
- The month with the most calls had 23 percent more calls than the month with the fewest calls.
- July had the most community-initiated calls, with 17 percent more than December, which had the fewest.
- June had the most police-initiated calls, with 55 percent more than January, which had the fewest.

FIGURE 13-5: Calls per Day, by Category and Months



Note: The figure combines categories in the following table according to the description in Chart 13-1.

TABLE 13-5: Calls per Day, by Category and Months

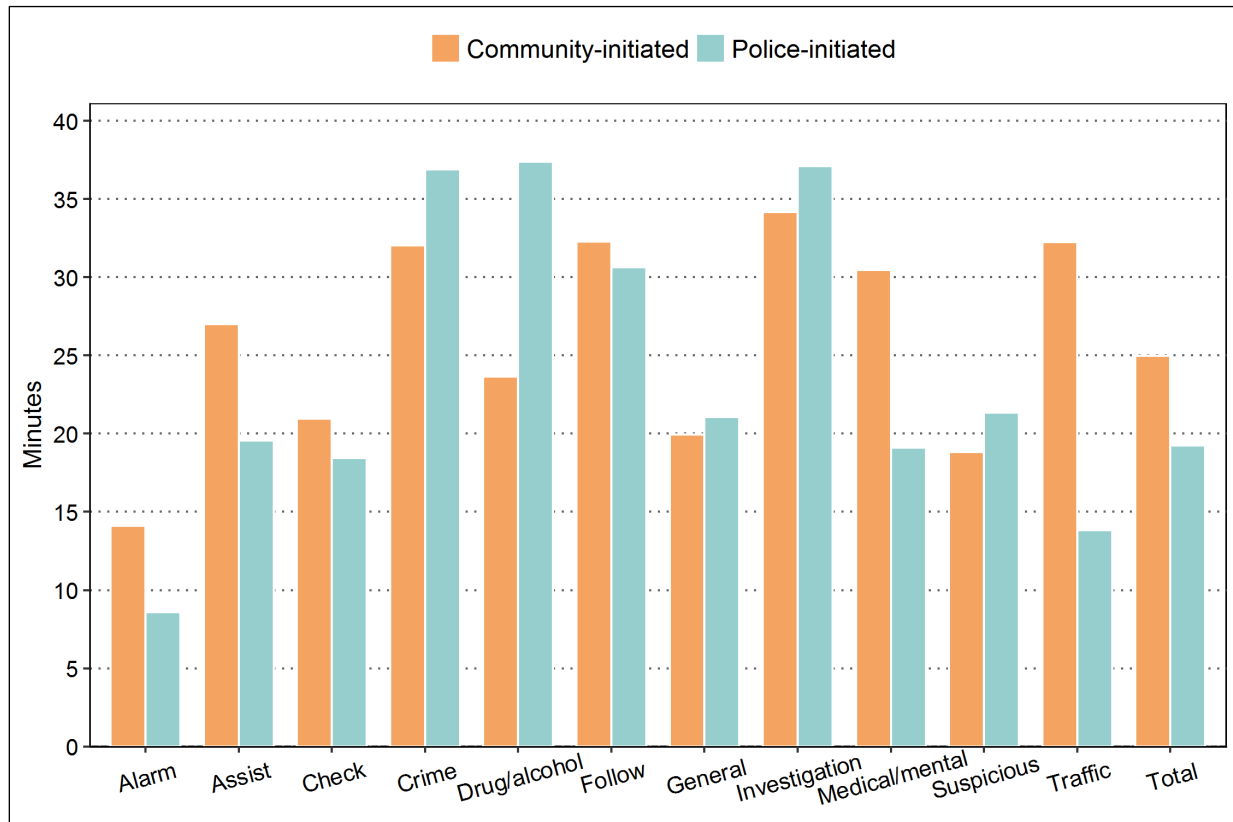
Category	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
Accident	4.6	5.5	5.0	4.6	4.2	4.3	3.7	4.4	3.3	5.1	4.7	4.9
Alarm	4.2	3.5	3.5	3.5	3.5	3.6	4.2	4.5	3.8	3.2	4.0	4.7
Animal	0.2	0.4	0.3	0.1	0.2	0.3	0.4	0.4	0.2	0.2	0.3	0.5
Assist citizen	7.7	7.3	8.3	7.5	6.8	6.6	6.4	5.9	5.7	5.7	5.5	6.5
Assist other agency	2.0	2.4	1.9	1.3	1.6	1.9	1.7	2.3	1.8	1.9	1.7	2.1
Check	53.5	45.2	39.5	46.7	36.8	36.8	35.2	33.6	38.2	43.6	41.5	39.5
Crime-person	12.7	12.2	12.5	10.2	12.3	11.0	8.8	9.3	9.2	10.3	12.0	10.5
Crime-property	15.9	18.5	18.1	17.0	19.0	19.0	18.4	19.0	17.9	18.2	17.4	17.8
Disturbance	22.1	19.9	21.1	21.4	20.2	18.9	18.9	19.3	18.1	17.8	21.2	20.0
Drug/alcohol	7.7	7.8	8.0	7.2	7.8	5.4	5.7	5.8	5.9	7.7	7.0	7.9
Follow-up	10.5	12.5	11.1	11.1	11.7	11.4	11.4	11.3	10.8	12.7	11.3	11.7
Investigation	5.5	6.8	6.2	6.4	5.7	5.6	4.6	4.9	6.2	5.7	6.0	5.4
Juvenile	0.6	0.8	0.7	0.9	0.8	0.5	0.6	0.5	0.4	0.8	0.7	1.0
Medical emergency / mental health	4.5	4.5	4.1	4.4	4.9	4.4	4.4	3.8	4.4	4.2	3.8	4.5
Ordinance violation	11.9	16.6	12.0	12.8	10.9	10.2	8.9	10.2	8.1	10.2	8.4	8.3
Prisoner transport	0.5	0.3	0.4	0.3	0.2	0.2	0.3	0.5	0.2	0.4	0.3	0.1
Suspicious person / vehicle	21.5	19.8	20.6	22.4	23.5	18.2	19.0	19.9	21.3	23.7	24.0	21.6
Traffic / vehicle related	20.5	19.6	21.3	27.3	14.4	12.4	14.8	13.8	16.1	19.1	15.1	17.4
Total	206.1	203.6	194.6	205.2	184.5	170.8	167.4	169.4	171.5	190.6	185.1	184.3

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 57 and 63 percent of calls throughout the year:
 - Suspicious incidents averaged between 37.1 and 45.2 calls per day throughout the year.
 - Checks averaged between 33.6 and 53.5 calls per day throughout the year.
 - Crimes averaged between 27.1 and 31.2 calls per day throughout the year.
- Crimes accounted for from 13 to 18 percent of total calls by month.

FIGURE 13-6: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 13-1. For this graph and the following Table 13-6, we removed 39 calls with an inaccurate busy time.

TABLE 13-6: Primary Unit's Average Occupied Times, by Category and Initiator

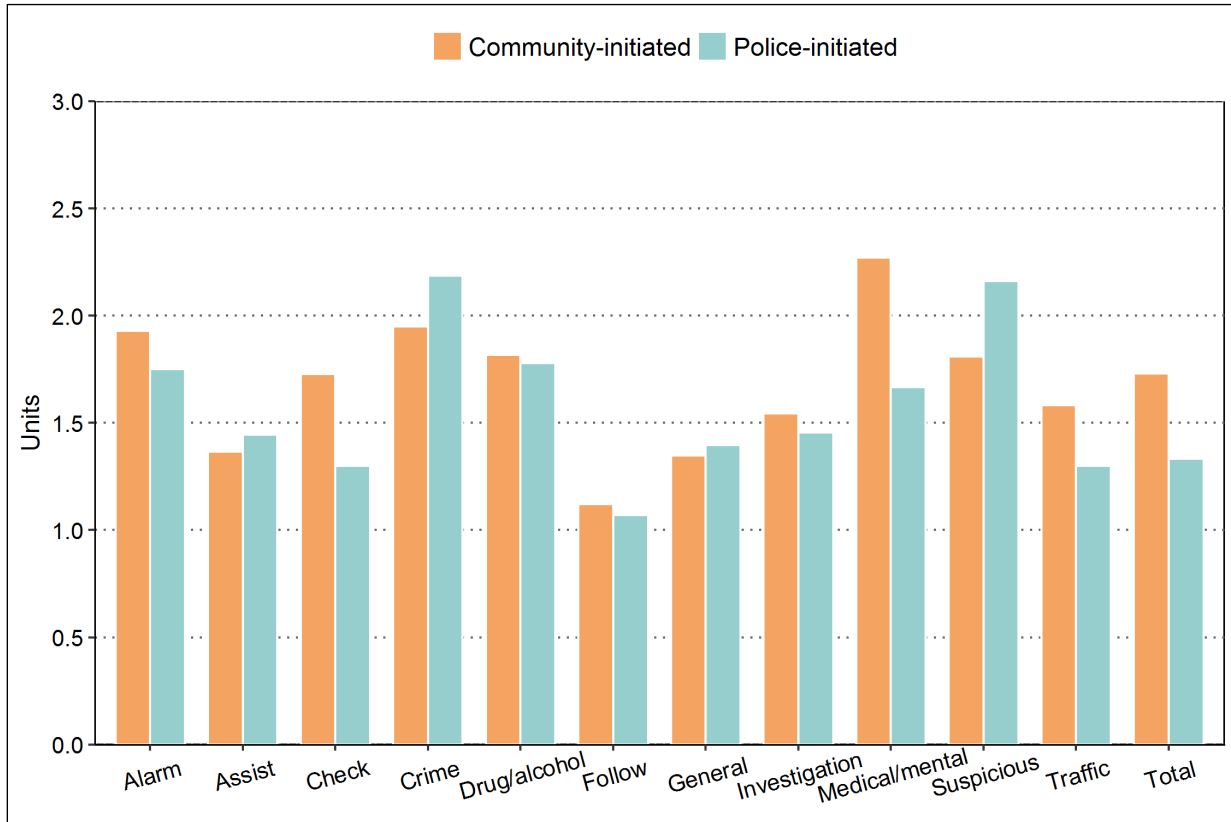
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	40.1	1,553	32.5	106
Alarm	14.1	1,393	8.6	16
Animal	17.0	98	2.2	2
Assist citizen	27.7	1,786	19.0	635
Assist other agency	25.0	657	29.9	32
Check	20.9	3,114	18.4	11,777
Crime-person	36.8	3,693	43.3	294
Crime-property	29.2	6,321	29.4	251
Disturbance	19.0	7,037	19.5	233
Drug/alcohol	23.7	2,415	37.4	145
Follow-up	32.3	2,613	30.6	1,566
Investigation	34.2	1,783	37.1	315
Juvenile	38.1	237	29.8	15
Medical emergency/mental health	30.5	1,543	19.1	33
Ordinance violation	18.8	3,565	14.2	353
Prisoner transport	NA	0	43.0	106
Suspicious person/vehicle	18.6	7,674	25.4	103
Traffic/vehicle related	23.8	1,439	13.4	5,001
Weighted Average/Total Calls	25.0	46,921	19.2	20,983

Note: The information in Figure 13-6 and Table 13-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 9 to 37 minutes overall.
- The longest average times were for police-initiated drug/alcohol calls.
- The average time spent on crimes was 32 minutes for community-initiated calls and 37 minutes for police-initiated calls.

FIGURE 13-7: Number of Responding Units, by Initiator and Category



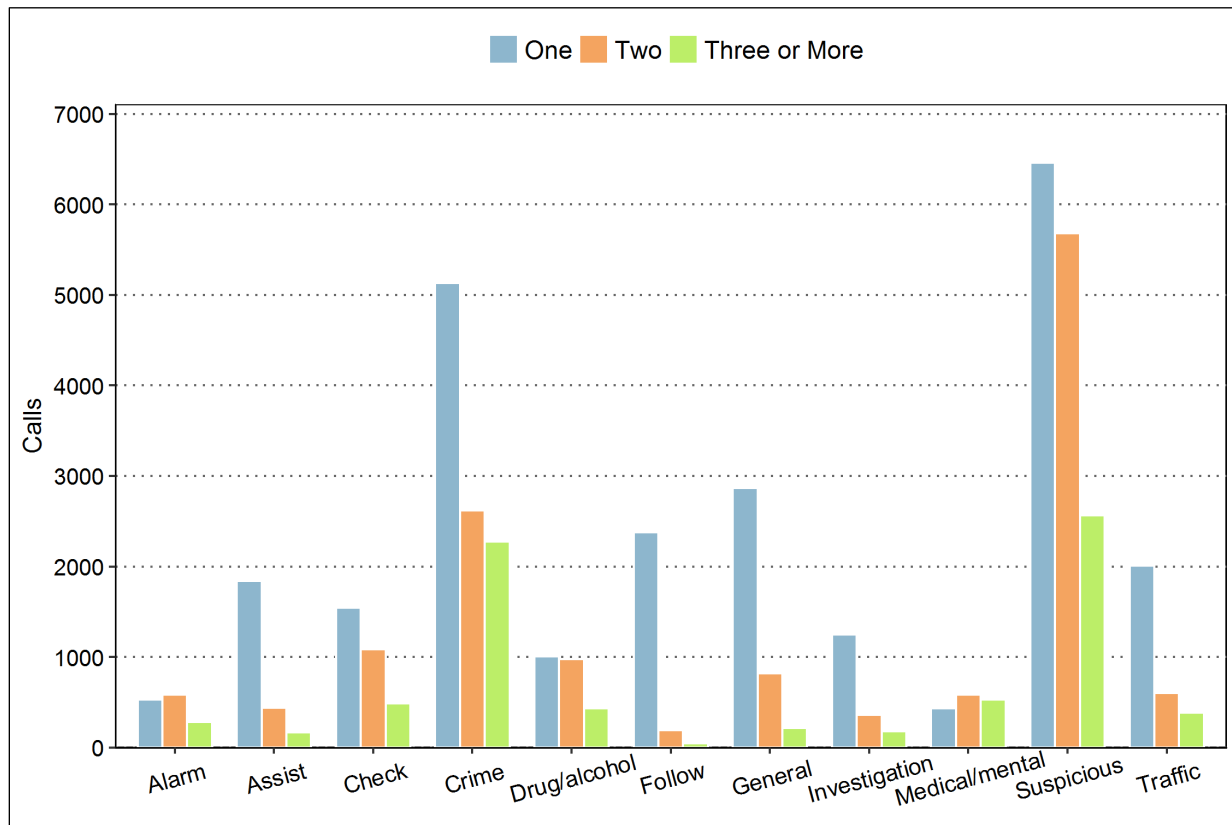
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 13-1.

TABLE 13-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. Units	Calls	No. Units	Calls
Accident	1.9	1,554	1.7	106
Alarm	1.9	1,394	1.8	16
Animal	1.2	98	1.0	2
Assist citizen	1.2	1,791	1.4	637
Assist other agency	1.8	658	1.7	32
Check	1.7	3,114	1.3	11,788
Crime-person	2.5	3,694	2.6	294
Crime-property	1.6	6,325	1.8	251
Disturbance	2.0	7,037	2.3	233
Drug/alcohol	1.8	2,416	1.8	145
Follow-up	1.1	2,617	1.1	1,568
Investigation	1.5	1,784	1.5	316
Juvenile	2.0	237	2.1	15
Medical emergency/mental health	2.3	1,545	1.7	33
Ordinance violation	1.3	3,565	1.4	353
Prisoner transport	NA	0	1.4	106
Suspicious person/vehicle	1.7	7,674	1.9	103
Traffic/vehicle related	1.3	1,439	1.3	5,003
Weighted Average/Total Calls	1.7	46,942	1.3	21,001

Note: The information in Figure 13-7 and Table 13-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to number of responding units shown within the figure rather than the table.

FIGURE 13-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 13-1.

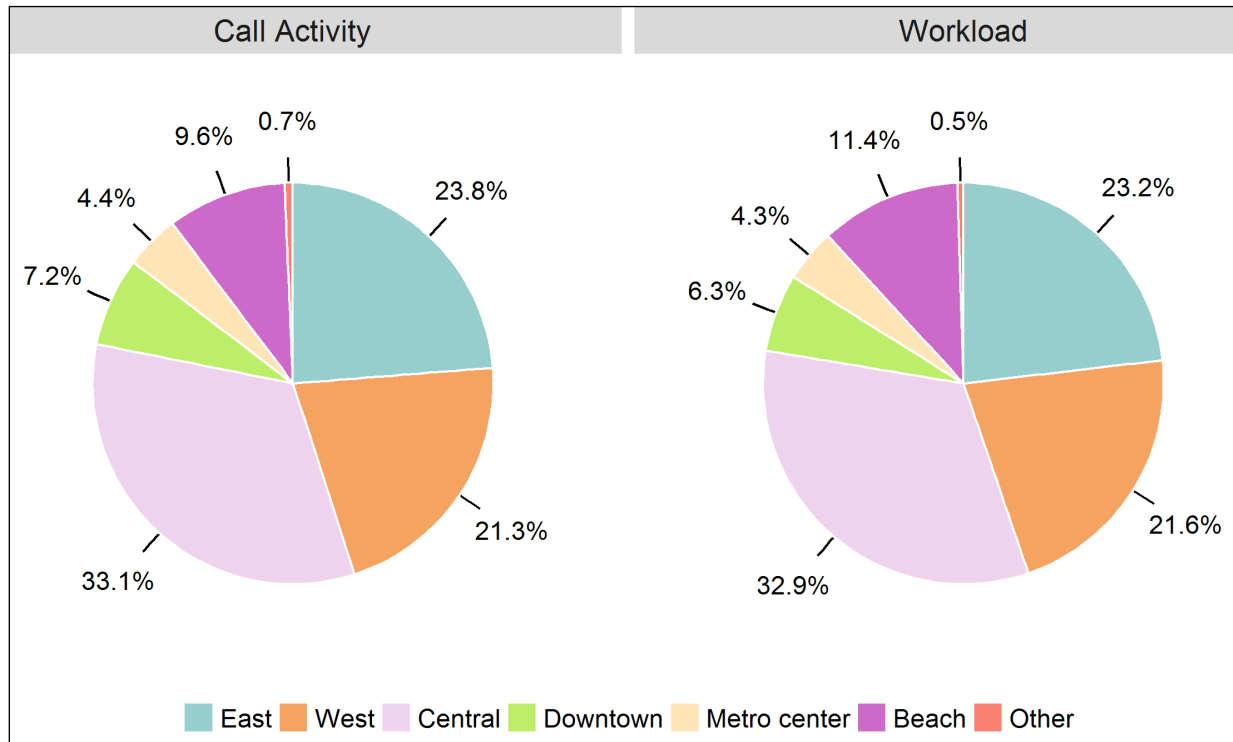
TABLE 13-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	874	363	317
Alarm	531	584	279
Animal	83	14	1
Assist citizen	1,469	274	48
Assist other agency	372	167	119
Check	1,544	1,084	486
Crime–person	1,146	1,080	1,468
Crime–property	3,983	1,538	804
Disturbance	2,424	3,105	1,508
Drug/alcohol	1,006	975	435
Follow-up	2,377	191	49
Investigation	1,248	358	178
Juvenile	116	70	51
Medical emergency/mental health	435	583	527
Ordinance violation	2,666	738	161
Suspicious person/vehicle	4,037	2,578	1,059
Traffic/vehicle related	1,135	237	67
Total	25,446	13,939	7,557

Observations:

- The overall mean number of responding units was 1.7 for community-initiated calls and 1.3 for police-initiated calls.
- The mean number of responding units was as high as 2.3 for medical/mental calls that were community-initiated.
- 54 percent of community-initiated calls involved one responding unit.
- 30 percent of community-initiated calls involved two responding units.
- 16 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved suspicious incidents.

FIGURE 13-9: Percentage Calls and Work Hours, by Beat



Note: For the graph only, the beach beat also includes calls and workload from the ocean beat. Calls without a recorded beat with miscellaneous beat records, such as "3-8," "4-6," and "5-5," are grouped as "Other."

TABLE 13-9: Calls and Work Hours by Beat, per Day

Beat	Per Day	
	Calls	Work Hours
East	44.2	24.8
West	39.6	23.1
Central	61.6	35.2
Downtown	13.4	6.7
Metro center	8.1	4.6
Beach	17.4	11.6
Ocean	0.5	0.5
Other	1.2	0.5
Total	186.0	107.1

Observations:

- The central beat had the most calls and workload. It accounted for 33.1 percent of total calls and 32.9 percent of total workload.
- For the east, west, and central beats, an even distribution would allot 48.5 calls and 27.7 work hours per beat.

FIGURE 13-10: Percentage Calls and Work Hours, by Category, Summer 2016

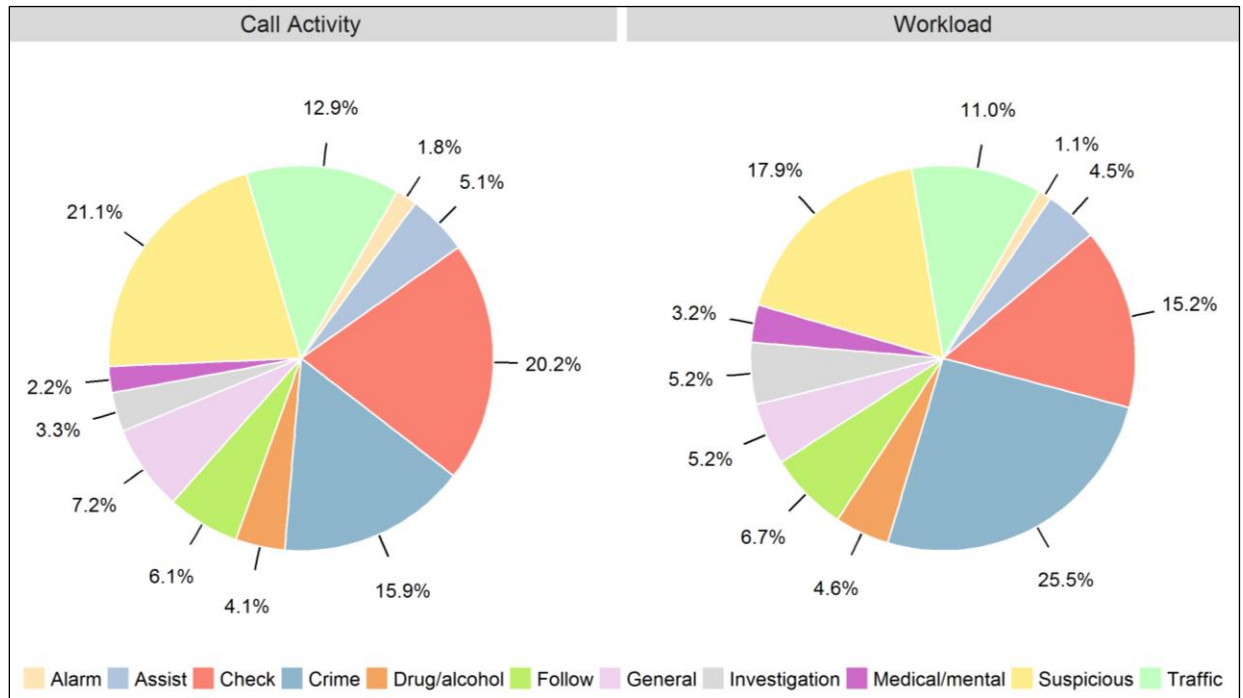


TABLE 13-10: Calls and Work Hours per Day, by Category, Summer 2016

Category	Per Day	
	Calls	Work Hours
Accident	5.2	5.8
Alarm	3.5	1.2
Animal	0.4	0.1
Assist citizen	7.8	3.8
Assist other agency	2.1	1.3
Check	39.1	17.3
Crime-person	12.4	15.5
Crime-property	18.4	13.6
Disturbance	20.3	11.0
Drug/alcohol	8.0	5.2
Follow-up	11.8	7.6
Investigation	6.4	5.9
Juvenile	0.8	0.8
Medical emergency/mental health	4.3	3.6
Ordinance violation	12.6	4.7
Prisoner transport	0.2	0.3
Suspicious person/vehicle	20.5	9.4
Traffic/vehicle related	19.9	6.7
Total	193.6	114.0

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day was higher in summer than in winter.
- The average daily workload was higher in summer than in winter.
- On average, there were 194 calls per day, or 8.1 per hour.
- Total workload averaged 114 hours per day, meaning that on average 4.7 officers per hour were busy responding to calls.
- Suspicious incidents constituted 21 percent of calls and 18 percent of workload.
- Checks constituted 20 percent of calls and 15 percent of workload.
- Crimes constituted 16 percent of calls and 26 percent of workload.
- These top three categories constituted 57 percent of calls and 59 percent of workload.

FIGURE 13-11: Percentage Calls and Work Hours, by Category, Winter 2017

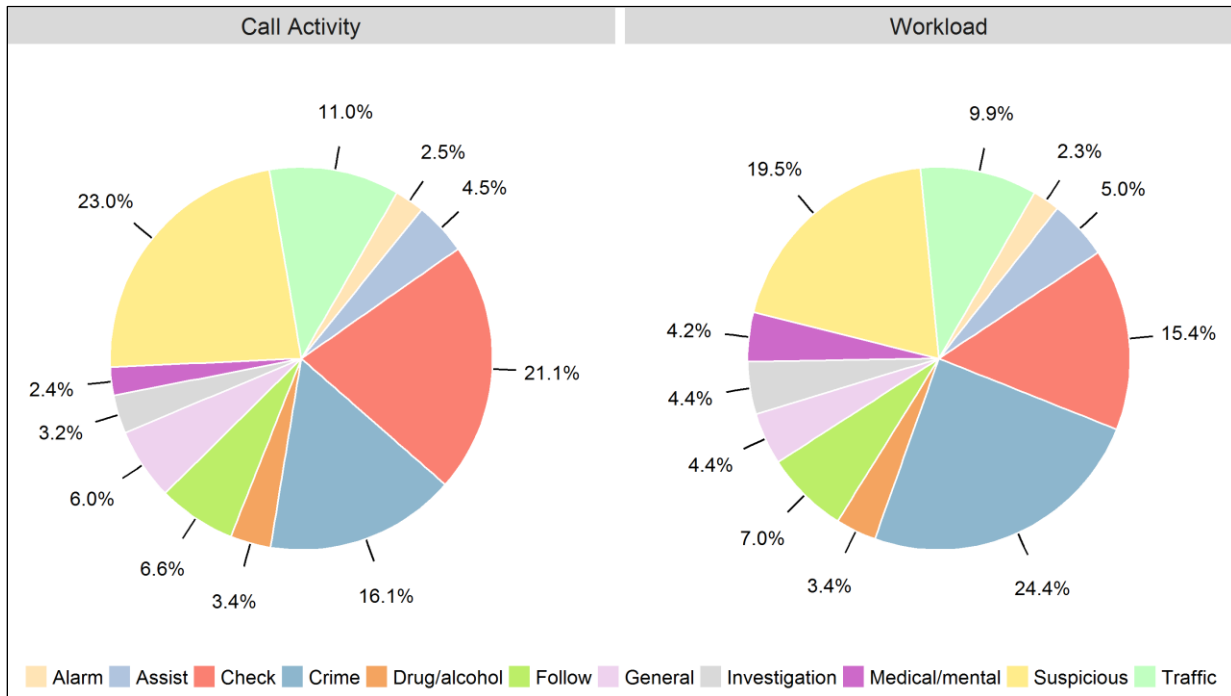


TABLE 13-11: Calls and Work Hours per Day, by Category, Winter 2017

Category	Per Day	
	Calls	Work Hours
Accident	3.9	3.9
Alarm	4.3	2.3
Animal	0.3	0.1
Assist citizen	5.7	3.1
Assist other agency	2.0	1.9
Check	36.4	15.3
Crime-person	9.2	11.5
Crime-property	18.6	12.8
Disturbance	18.8	10.1
Drug/alcohol	5.9	3.4
Follow-up	11.3	7.0
Investigation	5.6	4.4
Juvenile	0.4	0.4
Medical emergency/mental health	4.1	4.1
Ordinance violation	9.4	3.5
Prisoner transport	0.3	0.4
Suspicious person/vehicle	20.8	9.3
Traffic/vehicle related	15.1	6.0
Total	172.2	99.6

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- On average, there were 172 calls per day, or 7.2 per hour.
- Total workload averaged 100 hours per day, meaning that on average 4.1 officers per hour were busy responding to calls.
- Suspicious incidents constituted 23 percent of calls and 20 percent of workload.
- Checks constituted 21 percent of calls and 15 percent of workload.
- Crimes constituted 16 percent of calls and 24 percent of workload.
- These top three categories constituted 60 percent of calls and 59 percent of workload.

NONCALL ACTIVITIES

In the period from June 1, 2016 to May 31, 2017, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted fewer than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 6,002 activities remained. These activities had an average duration of 51.1 minutes.

In this section, we report noncall activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in summer and winter.

TABLE 13-12: Activities and Occupied Times by Type

Description	Occupied Time	Count
Personal - Lunch - Weighted Average/Total Calls	31.2	272
At police department	35.3	754
Car maintenance	13.7	256
DA's office	47.8	11
Follow-up	37.2	60
In court	71.8	93
Jail	55.7	14
Meeting	67.4	70
Miscellaneous	51.6	786
Off air	86.9	13
Property and evidence related	45.0	54
Range	51.3	74
Report writing	59.5	2,971
Roll call	42.4	448
Traffic related	81.3	12
Training	73.5	114
Administrative - Weighted Average/Total Calls	52.0	5,730
Weighted Average/Total Calls	51.1	6,002

Note: Activities without detailed description and activities with miscellaneous description are grouped as "Miscellaneous."

Observations:

- The most common activity description was report writing.
- The description with the longest average time was for off air.
- The average time spent on administrative activities was 52.0 minutes and for personal activities it was 31.2 minutes.

FIGURE 13-12: Activities per Day, by Month

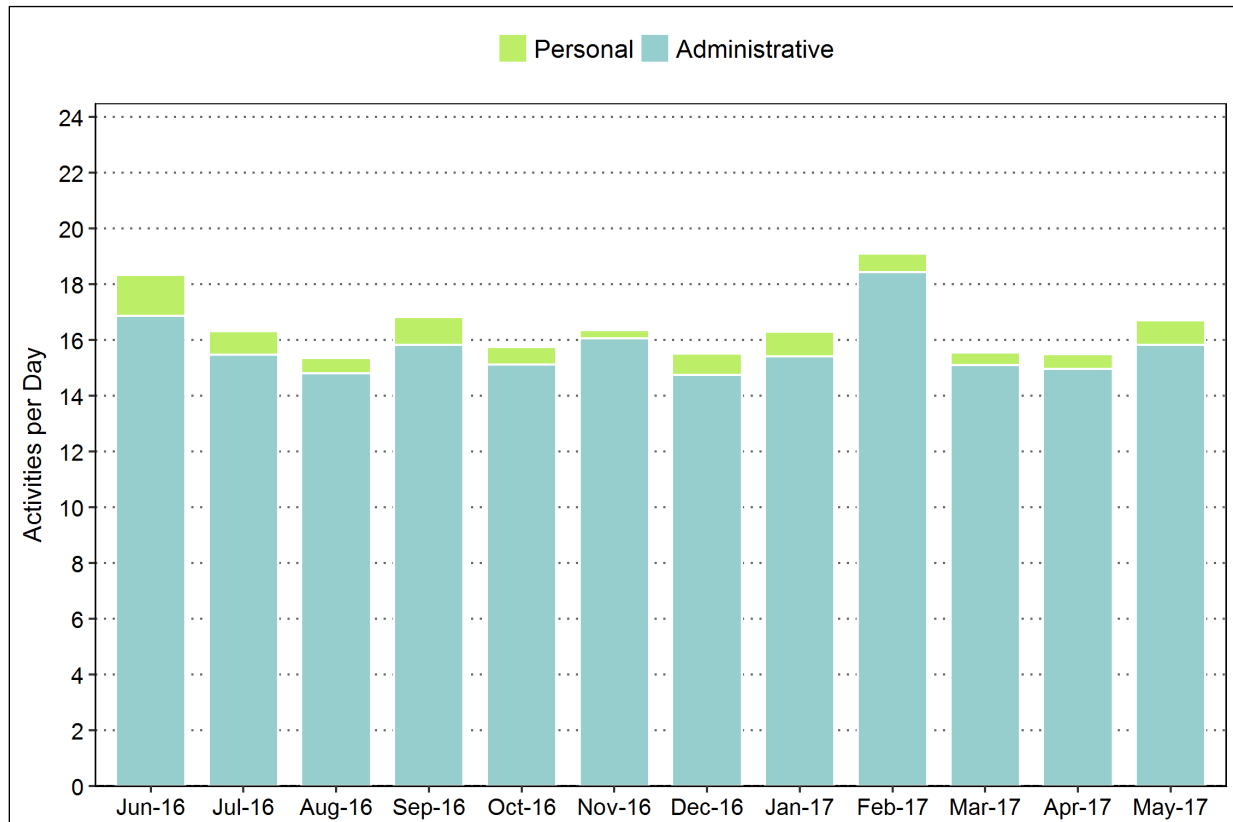


TABLE 13-13: Activities per Day, by Month

Activities	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
Personal	1.5	0.8	0.5	1.0	0.6	0.3	0.8	0.9	0.7	0.5	0.5	0.9
Administrative	16.9	15.5	14.8	15.8	15.1	16.1	14.7	15.4	18.4	15.1	15.0	15.8
Total	18.3	16.3	15.4	16.8	15.7	16.4	15.5	16.3	19.1	15.5	15.5	16.7

Observations:

- The number of noncall activities per day was lowest in August.
- The number of noncall activities per day was highest in February.

FIGURE 13-13: Activities per Day, by Day of Week

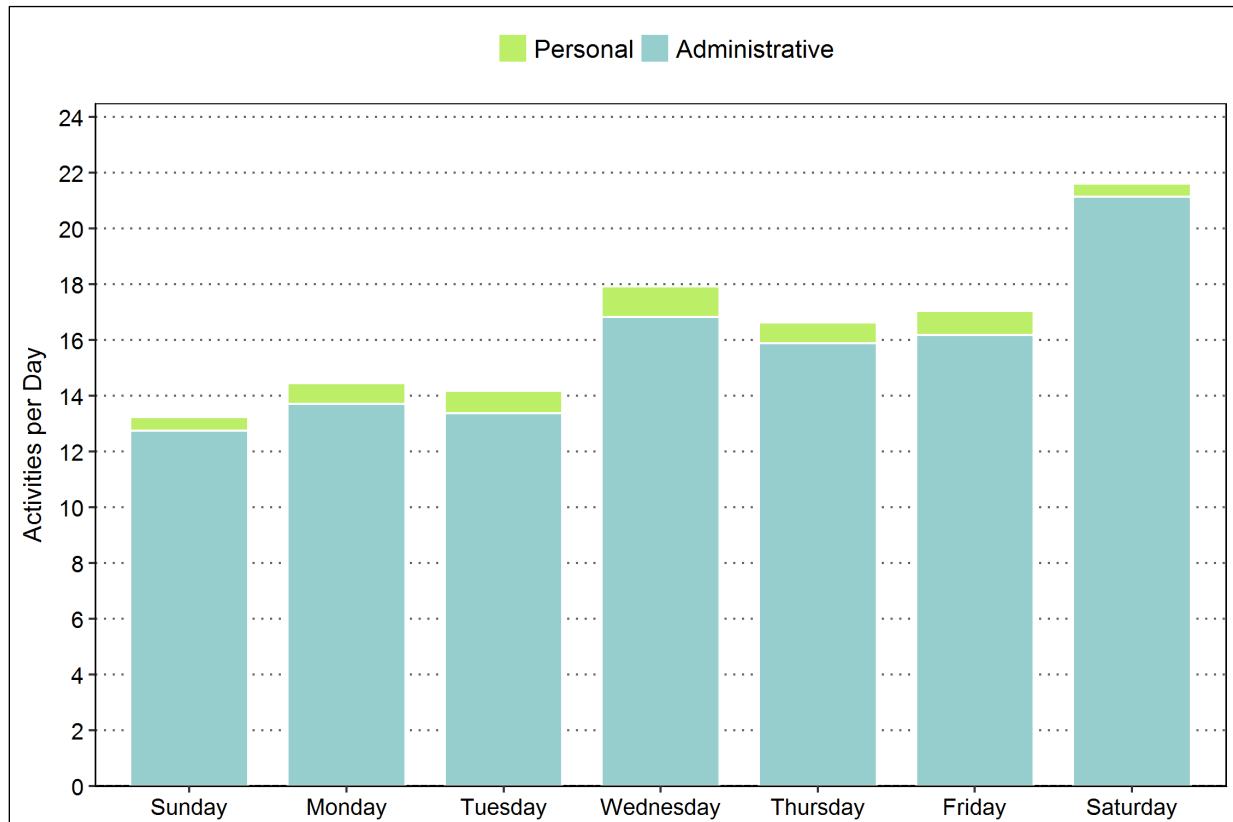


TABLE 13-14: Activities per Day, by Day of Week

Day of Week	Personal	Administrative	Activities per Day
Sunday	0.5	12.8	13.2
Monday	0.8	13.7	14.5
Tuesday	0.8	13.4	14.2
Wednesday	1.1	16.8	17.9
Thursday	0.8	15.9	16.6
Friday	0.9	16.2	17.0
Saturday	0.5	21.1	21.6
Weekly Average	0.7	15.7	16.4

Observations:

- The number of noncall activities per day was lowest on Sundays.
- The number of noncall activities per day was highest on Saturdays.

FIGURE 13-14: Activities per Day, by Hour of Day

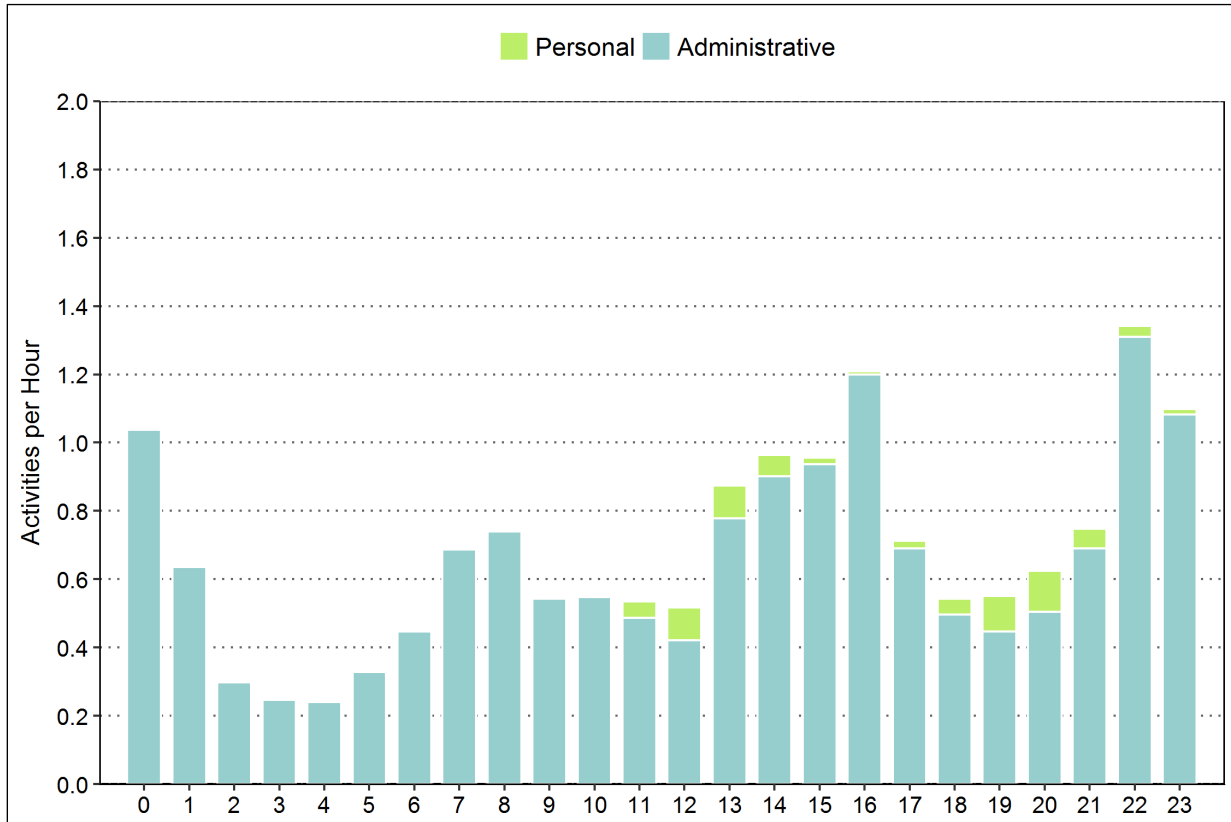


TABLE 13-15: Activities per Day, by Hour of Day

Hour	Personal	Administrative	Activities per Day
0	0.0	1.0	1.0
1	0.0	0.6	0.6
2	0.0	0.3	0.3
3	0.0	0.2	0.3
4	0.0	0.2	0.2
5	0.0	0.3	0.3
6	0.0	0.4	0.4
7	0.0	0.7	0.7
8	0.0	0.7	0.7
9	0.0	0.5	0.5
10	0.0	0.5	0.5
11	0.0	0.5	0.5
12	0.1	0.4	0.5
13	0.1	0.8	0.9
14	0.1	0.9	1.0
15	0.0	0.9	1.0
16	0.0	1.2	1.2
17	0.0	0.7	0.7
18	0.0	0.5	0.5
19	0.1	0.4	0.6
20	0.1	0.5	0.6
21	0.1	0.7	0.7
22	0.0	1.3	1.3
23	0.0	1.1	1.1
Hourly Average	0.0	0.7	0.7

Observations:

- The number of activities per hour was highest between 10:00 p.m. and 11:00 p.m.
- The number of activities per hour was lowest between 4:00 a.m. and 5:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in summer (July 7 through August 31, 2016) and eight weeks in winter (January 4 through February 28, 2017). The department's main patrol force consists of patrol officers and patrol sergeants, operating on 10-hour shifts starting at 7:30 a.m., 4:30 p.m., and 10:30 p.m. This schedule leads to overlapping shifts from 7:30 a.m. to 8:30 a.m., from 4:30 p.m. to 5:30 p.m., and from 10:30 p.m. to 2:30 a.m.

The police department's main patrol force deployed an average of 7.3 officers per hour during the 24-hour day in summer 2016 and 7.1 officers per hour during the 24-hour day in winter 2017. When the added patrol officers are included, the department averaged 10.5 officers per hour during the 24-hour day in summer 2016 and 9.3 officers per hour during the 24-hour day in winter 2017. The police department's added patrol force is made up of K9 officers, motor/traffic officers, nonsworn ocean officers, nonsworn park officers, community service officers, a school resource officer, and an alcoholic beverage control officer.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays and weekends. In the summer, Friday is considered part of the weekend, but in the winter it is treated as a weekday.

- First, we focus on patrol deployment alone.
- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, and out-of-service activities (including noncall activities and administrative events shown in Figure 13-2).
- Finally, we compare workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for summer and winter.

FIGURE 13-15: Deployed Officers, Weekdays, Summer 2016

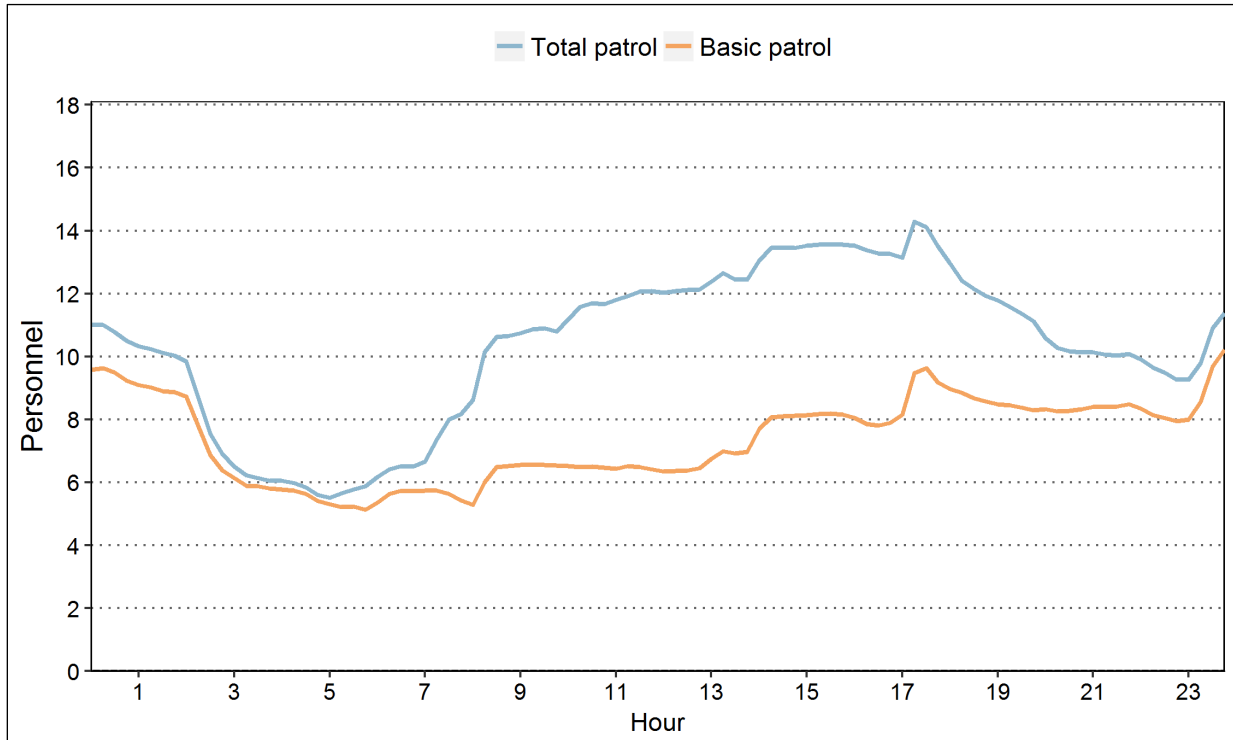


FIGURE 13-16: Deployed Officers, Weekends, Summer 2016

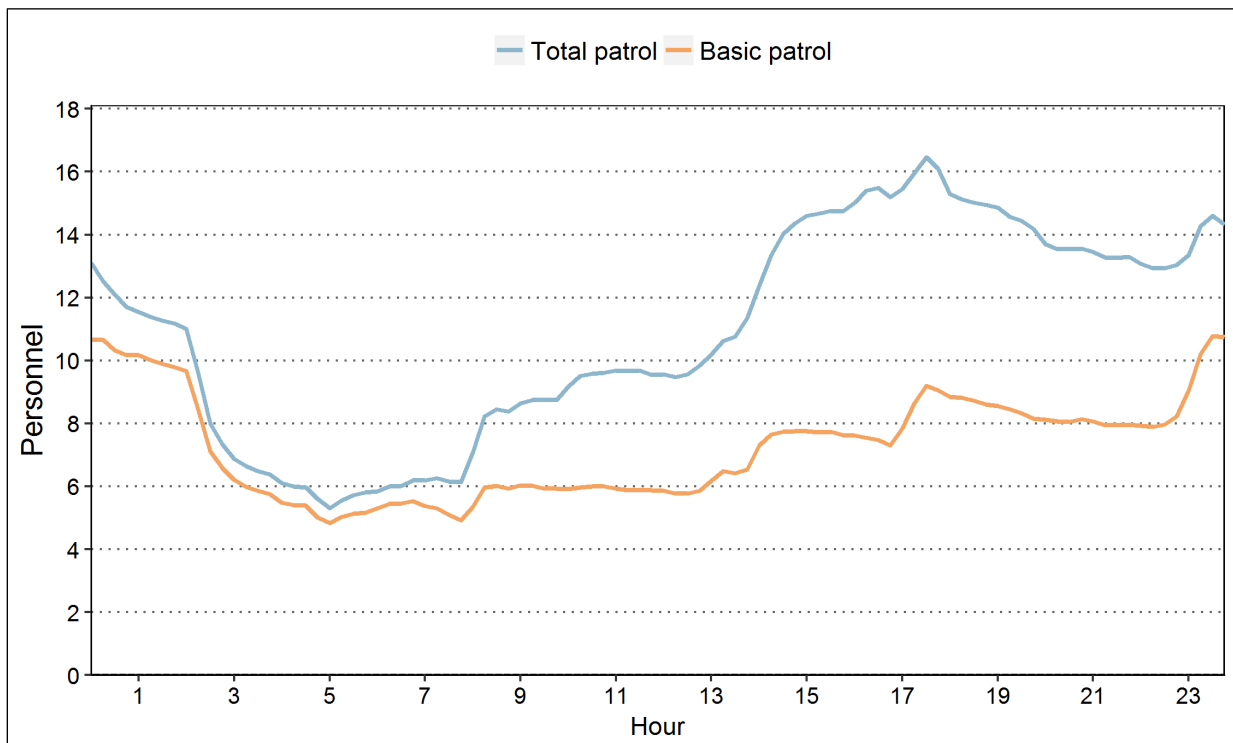


FIGURE 13-17: Deployed Officers, Weekdays, Winter 2017

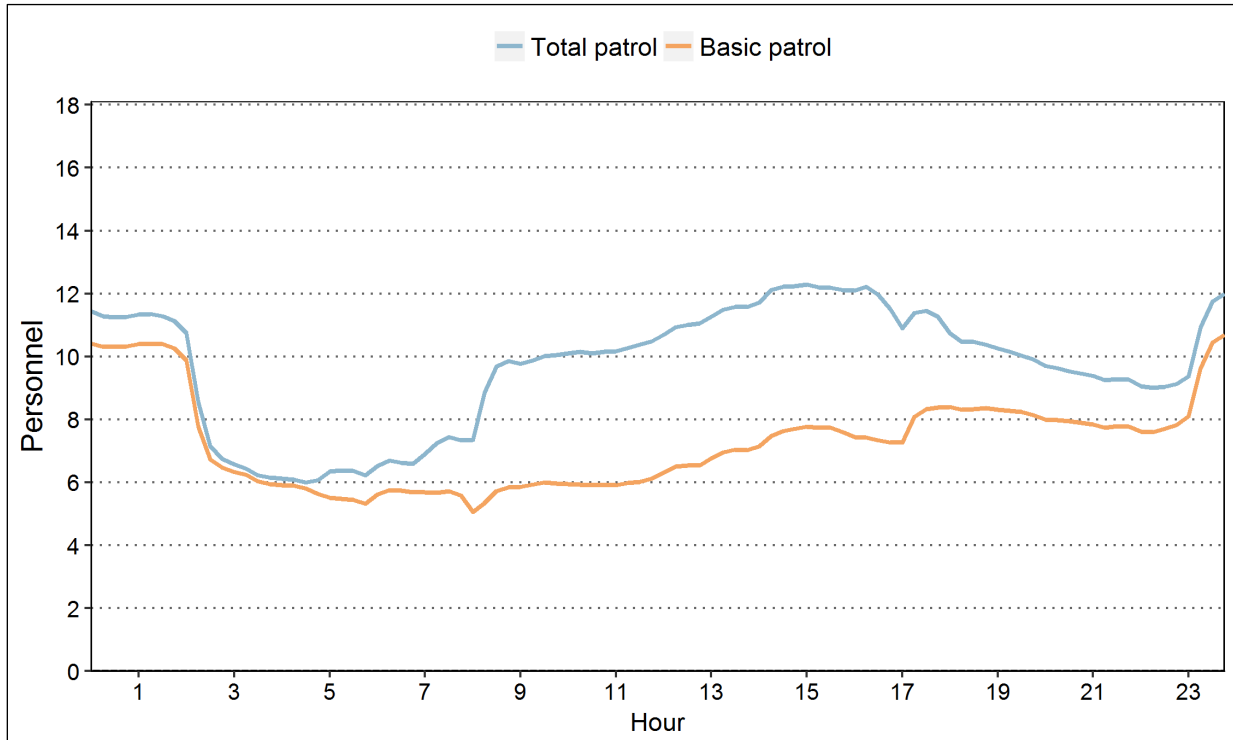
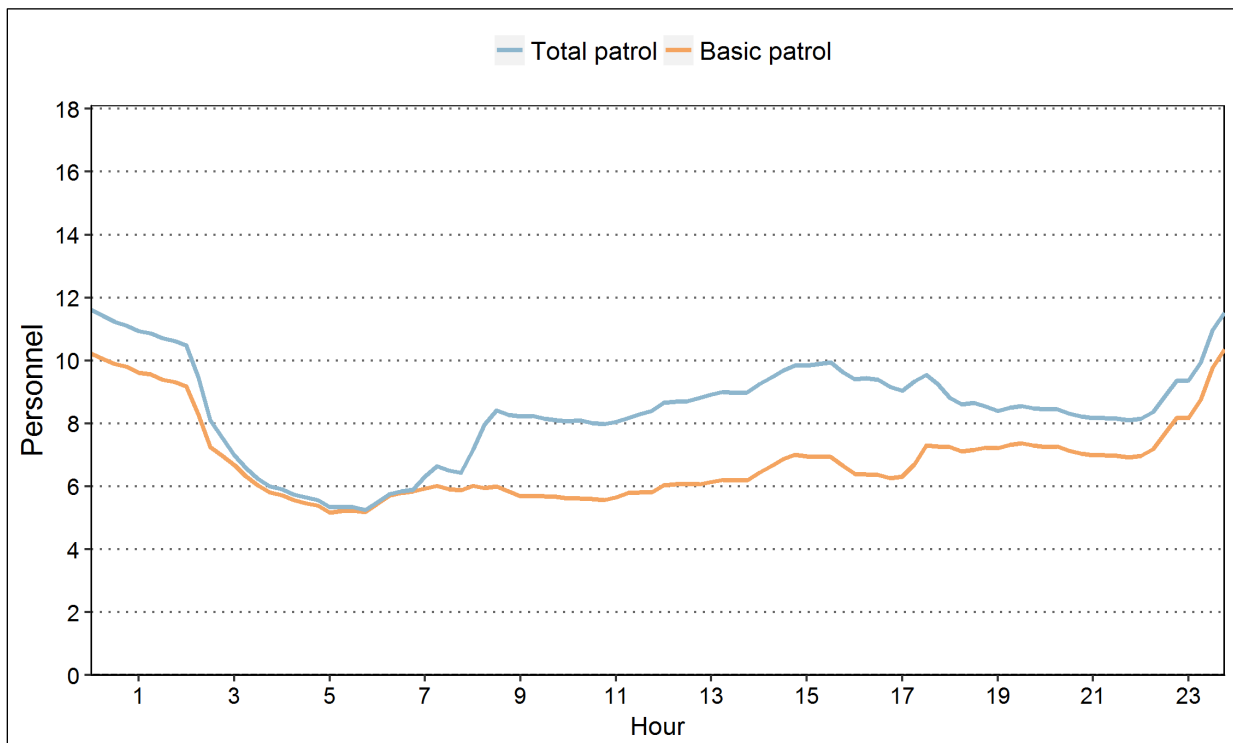


FIGURE 13-18: Deployed Officers, Weekends, Winter 2017



Observations:

- For summer (July 7 through August 31, 2016):
 - The average deployment was 10.3 officers per hour during the week and 10.9 officers per hour on the weekend.
 - Average deployment varied from 5.5 to 14.3 officers per hour on weekdays and 5.3 to 16.5 officers per hour on weekends.
- For winter (January 4 through February 28, 2017):
 - The average deployment was 9.7 officers per hour during the week and 8.4 officers per hour on the weekend.
 - Average deployment varied from 6.0 to 12.3 officers per hour on weekdays and 5.2 to 11.6 officers per hour on weekends.

FIGURE 13-19: Deployment and All Workload, Weekdays, Summer 2016

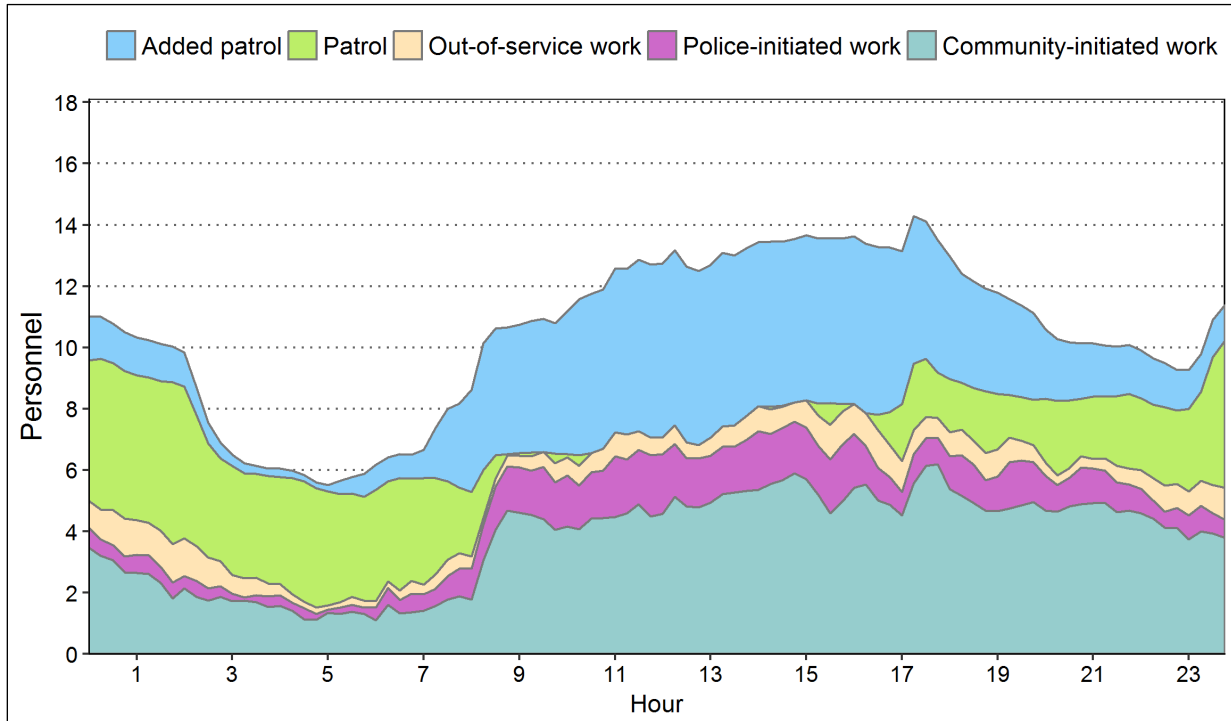


FIGURE 13-20: Deployment and All Workload, Weekends, Summer 2016

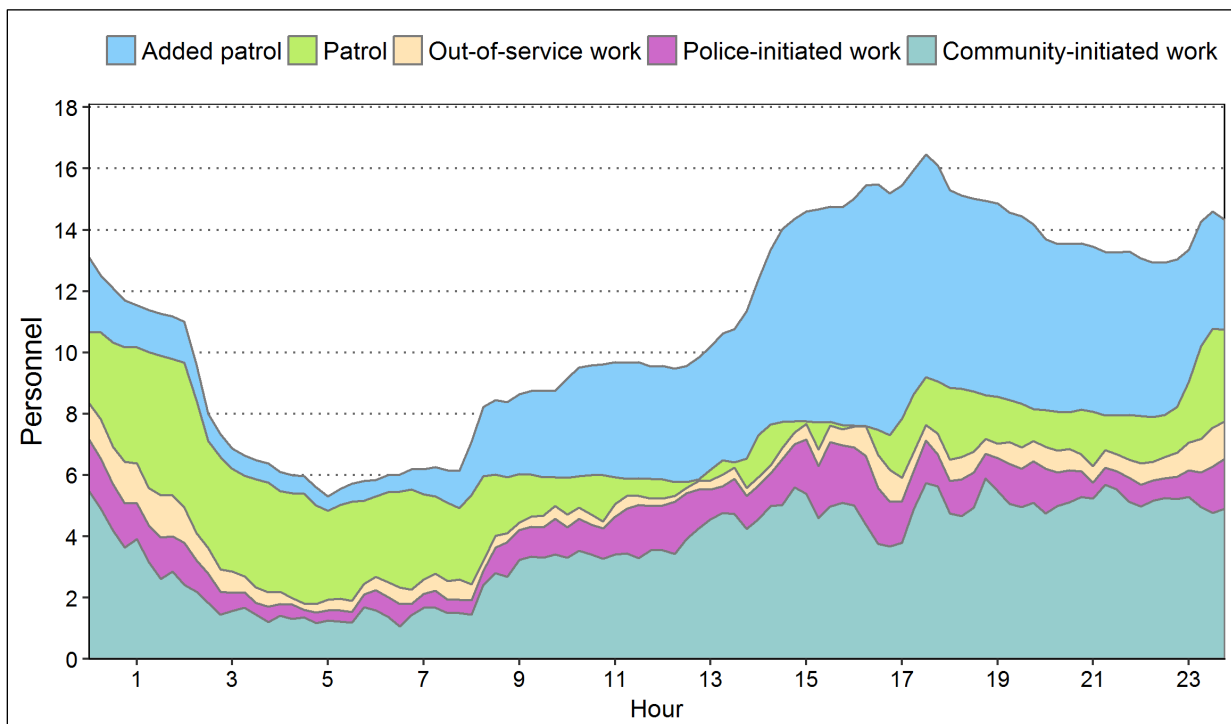


FIGURE 13-21: Deployment and All Workload, Weekdays, Winter 2017

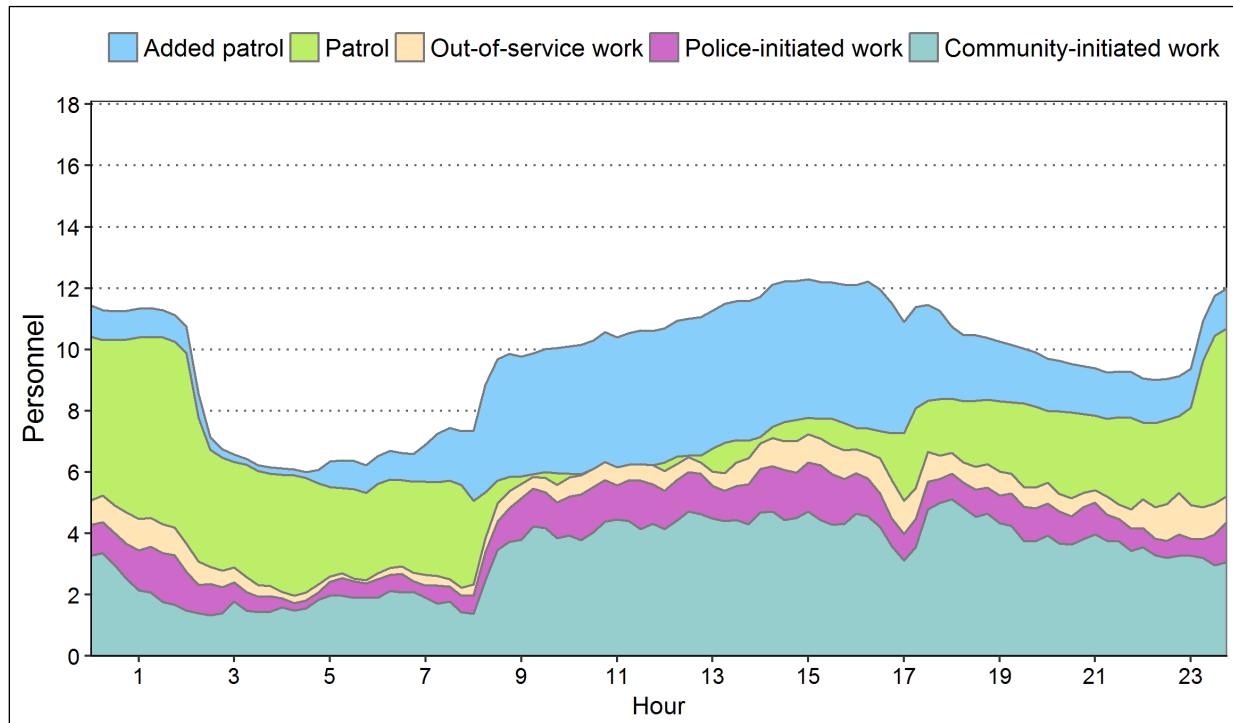
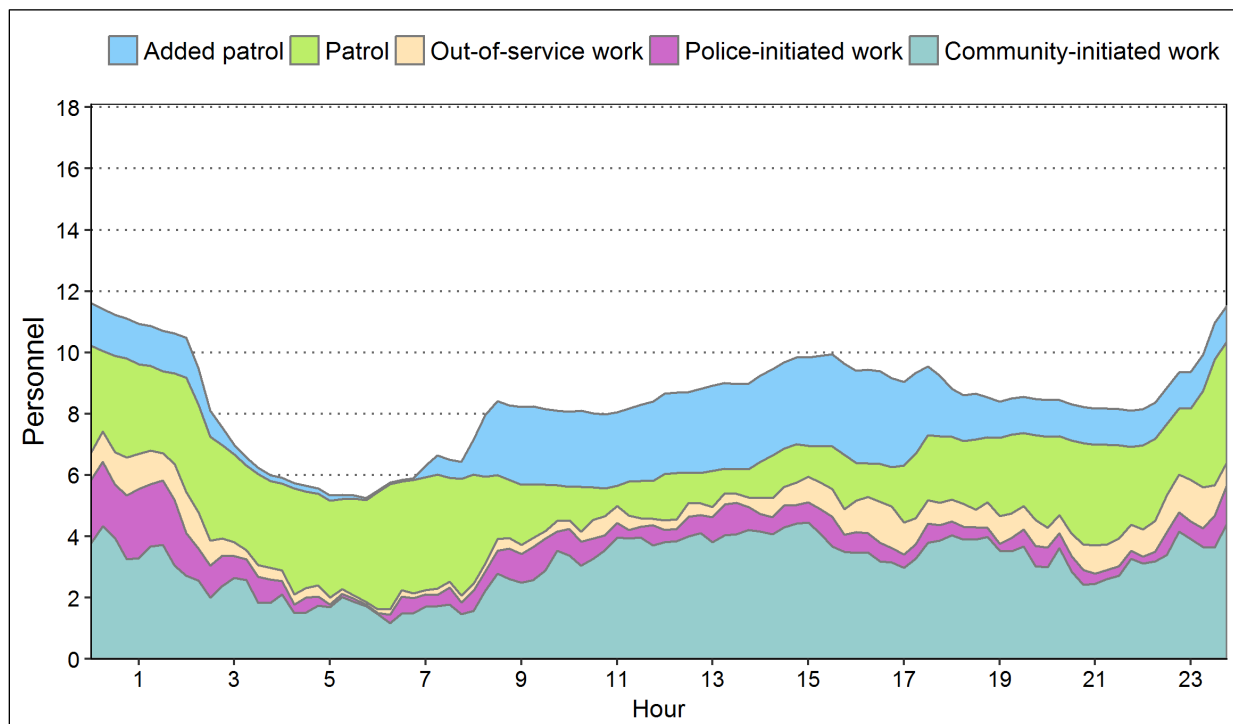


FIGURE 13-22: Deployment and All Workload, Weekends, Winter 2017



Note: Figures 13-19 to 13-22 show deployment along with all workload from community-initiated calls, police-initiated calls, and out-of-service activities.

Observations:

Summer:

- Community-initiated work:
 - Average community-initiated workload was 3.8 officers per hour during the week and 3.6 officers per hour on weekends.
 - This was approximately 36 percent of hourly deployment during the week and 33 percent of hourly deployment on weekends.
- All work:
 - Average total workload was 5.5 officers per hour during the week and 5.3 officers per hour on weekends.
 - This was approximately 53 percent of hourly deployment during the week and 48 percent of hourly deployment on weekends.

Winter:

- Community-initiated work:
 - Average community-initiated workload was 3.3 officers per hour during the week and 3.1 officers per hour on weekends.
 - This was approximately 34 percent of hourly deployment during the week and 37 percent of hourly deployment on weekends.
- All work:
 - Average total workload was 4.9 officers per hour during the week and 4.4 officers per hour on weekends.
 - This was approximately 51 percent of hourly deployment during the week and 53 percent of hourly deployment on weekends.

FIGURE 13-23: Percentage of Workload, Weekdays, Summer 2016

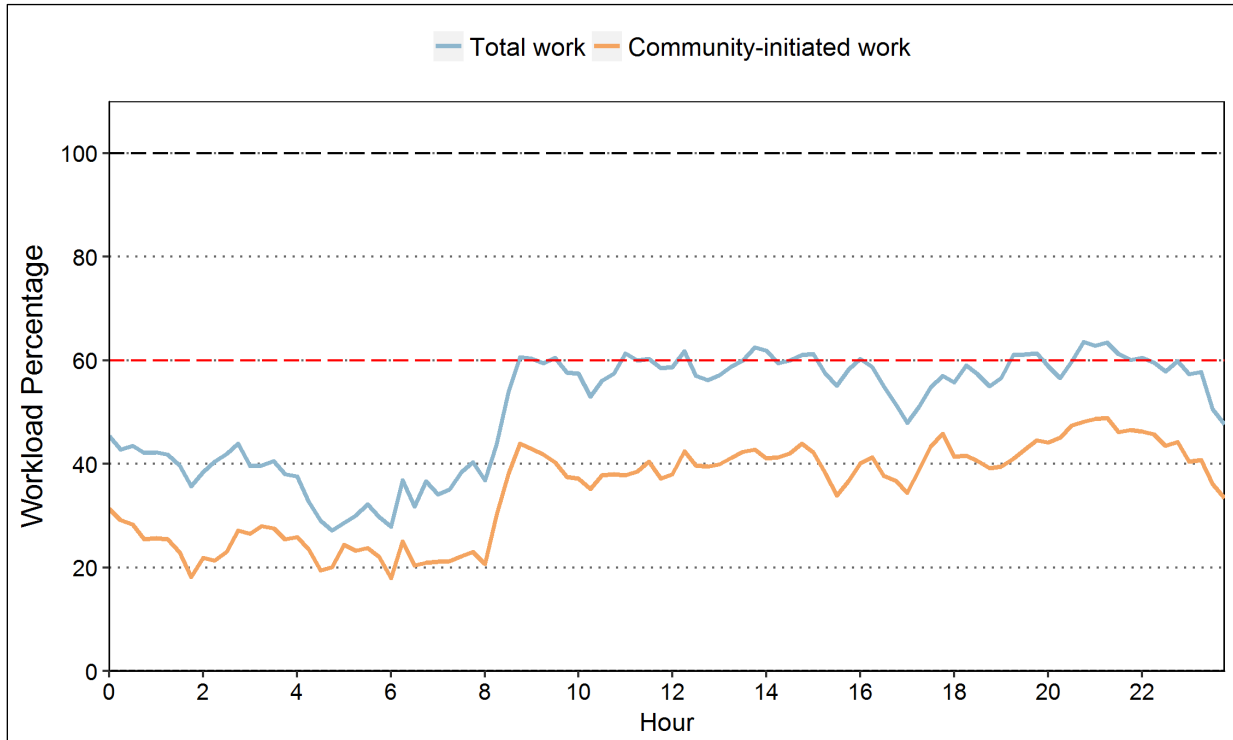


FIGURE 13-24: Percentage of Workload, Weekends, Summer 2016

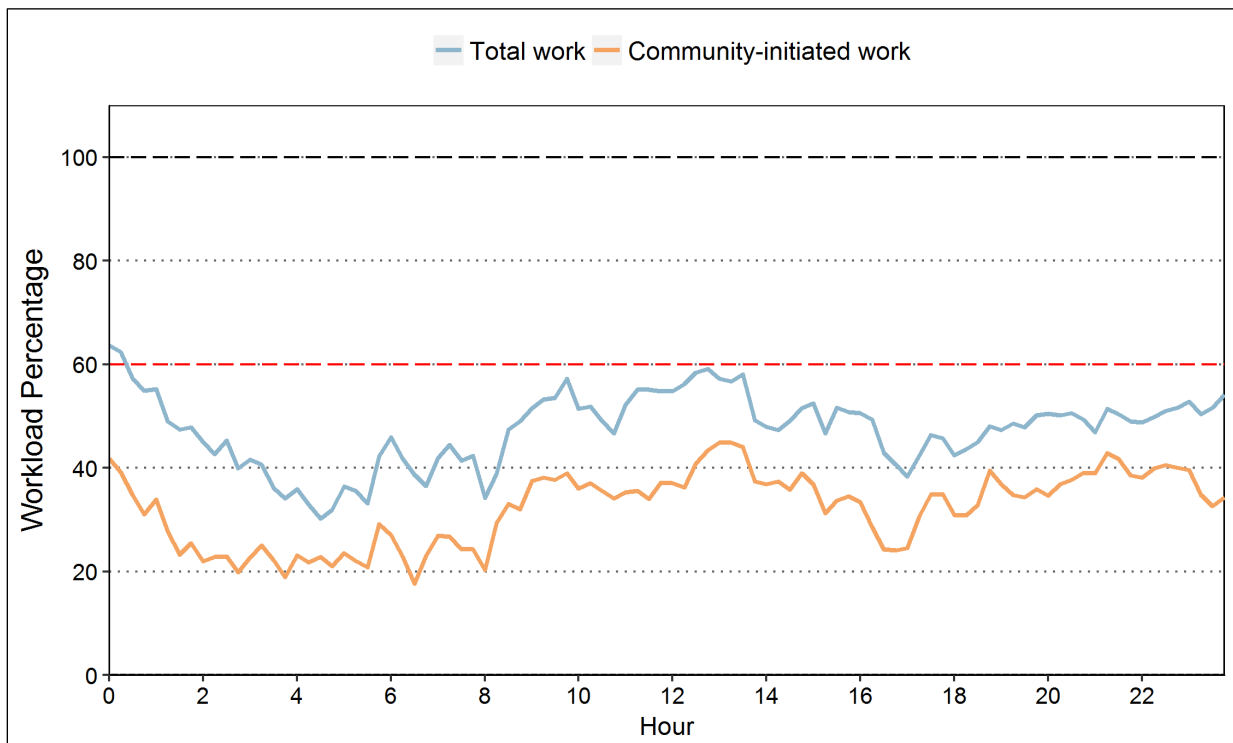
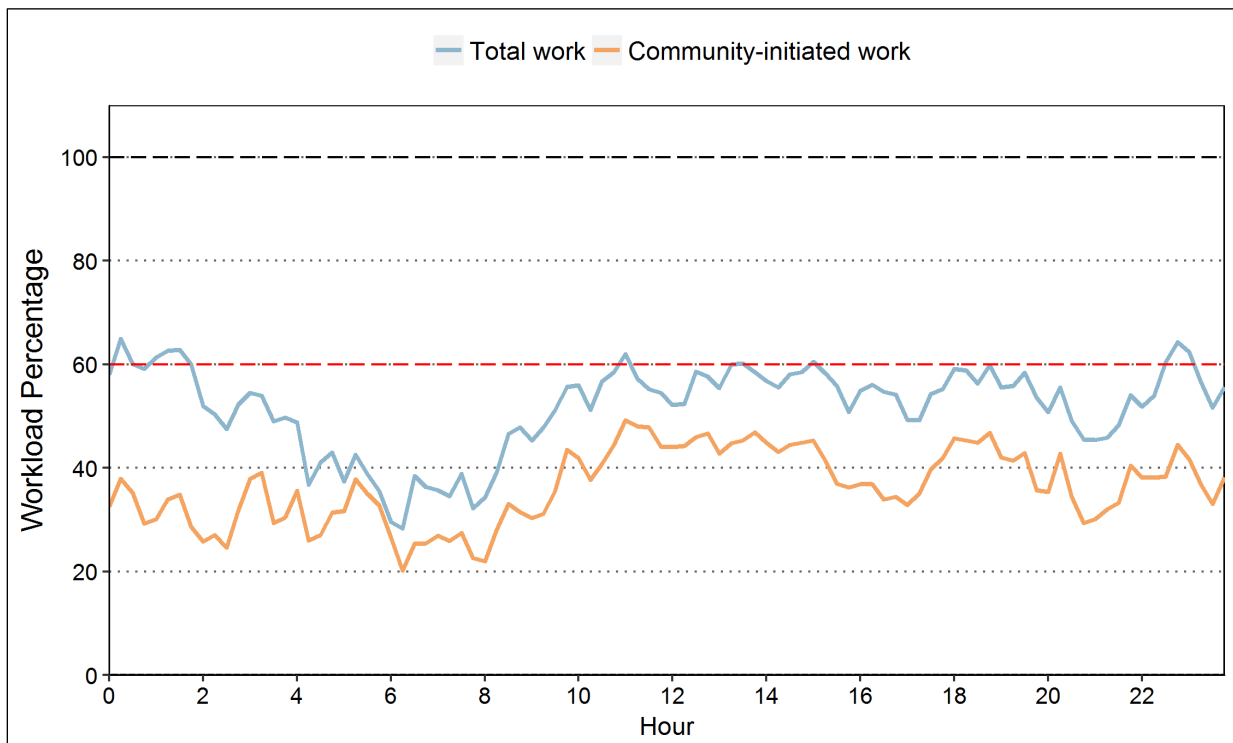


FIGURE 13-25: Percentage of Workload, Weekdays, Winter 2017



FIGURE 13-26: Percentage of Workload, Weekends, Winter 2017



Observations:

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 49 percent of deployment between 9:00 p.m. and 9:30 p.m.
 - On weekends, workload reached a maximum of 45 percent of deployment between 1:00 p.m. and 1:30 p.m.
- All work:
 - During the week, workload reached a maximum of 64 percent of deployment between 8:45 p.m. and 9:00 p.m. and between 9:15 p.m. and 9:30 p.m.
 - On weekends, workload reached a maximum of 64 percent of deployment between midnight and 12:15 a.m.

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 47 percent of deployment between 6:00 p.m. and 6:15 p.m.
 - On weekends, workload reached a maximum of 49 percent of deployment between 11:00 a.m. and 11:15 a.m.
- All work:
 - During the week, workload reached a maximum of 62 percent of deployment between 10:45 a.m. and 11:00 a.m. and between 6:00 p.m. and 6:15 p.m.
 - On weekends, workload reached a maximum of 65 percent of deployment between 12:15 a.m. and 12:30 a.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch delay and travel time. Dispatch delay is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

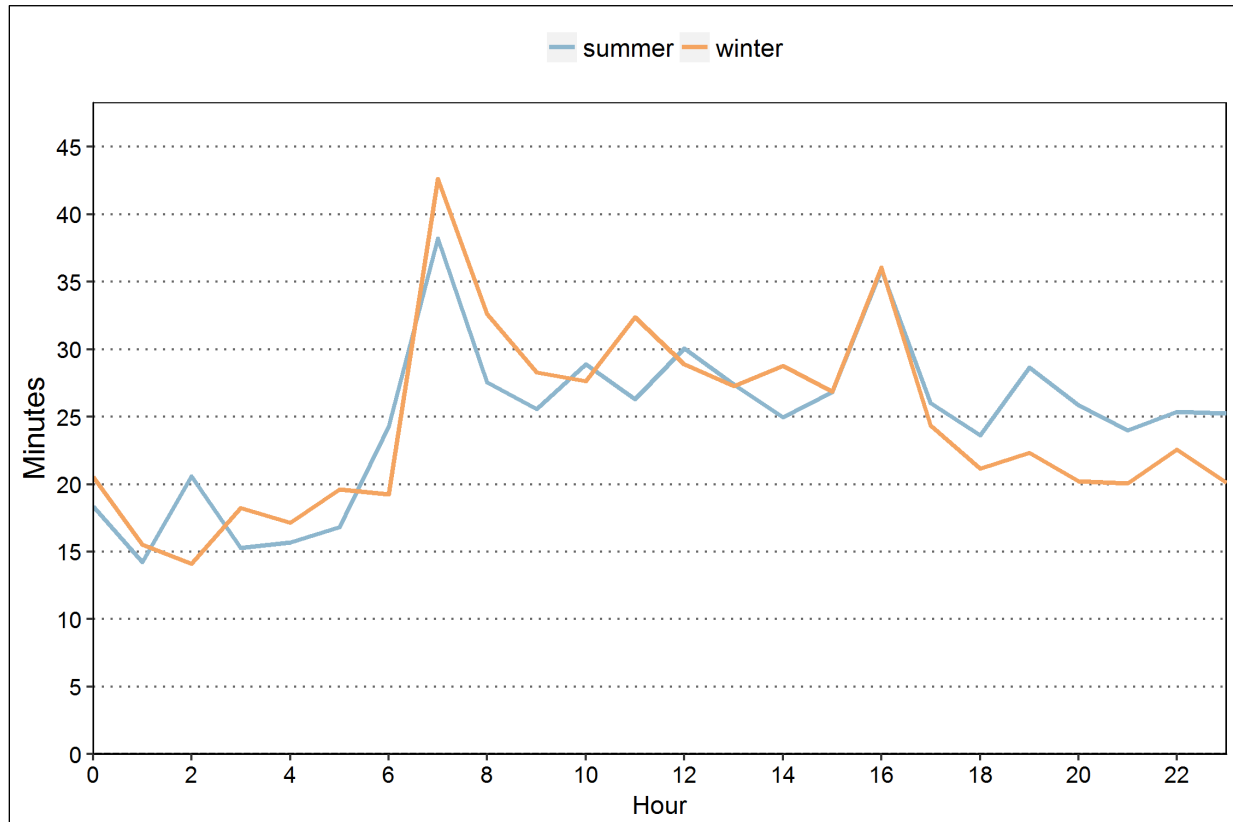
We begin the discussion with statistics that include all calls combined. We started with 10,842 calls for summer and 9,642 calls for winter. We limited our analysis to community-initiated calls, which included 7,582 calls for summer and 6,820 calls for winter. After excluding calls without valid arrival times and excluding calls located within the Santa Cruz Police Department's building, we were left with 5,025 calls in summer and 4,668 calls in winter for our analysis. For the entire year, we began with 67,943 calls, limited our analysis to 46,942 community-initiated calls, and further focused our analysis on 31,542 calls after excluding those lacking valid arrival times or those located at the Santa Cruz Police Department's headquarters.

Our initial analysis does not distinguish calls based on their priority; instead, it examines the difference in response for all calls by time of day and compares summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (summer vs. winter), we show differences in response times by category.

FIGURE 13-27: Average Response Time and Dispatch Delays, by Hour of Day, Summer 2016 and Winter 2017



Observations:

- Average response times varied significantly by hour of day.
- In summer, the longest response times were between 7:00 a.m. and 8:00 a.m., with an average of 38.2 minutes.
- In summer, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 14.2 minutes.
- In winter, the longest response times were between 7:00 a.m. and 8:00 a.m., with an average of 42.6 minutes.
- In winter, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 14.1 minutes.

FIGURE 13-28: Average Response Time by Category, Summer 2016

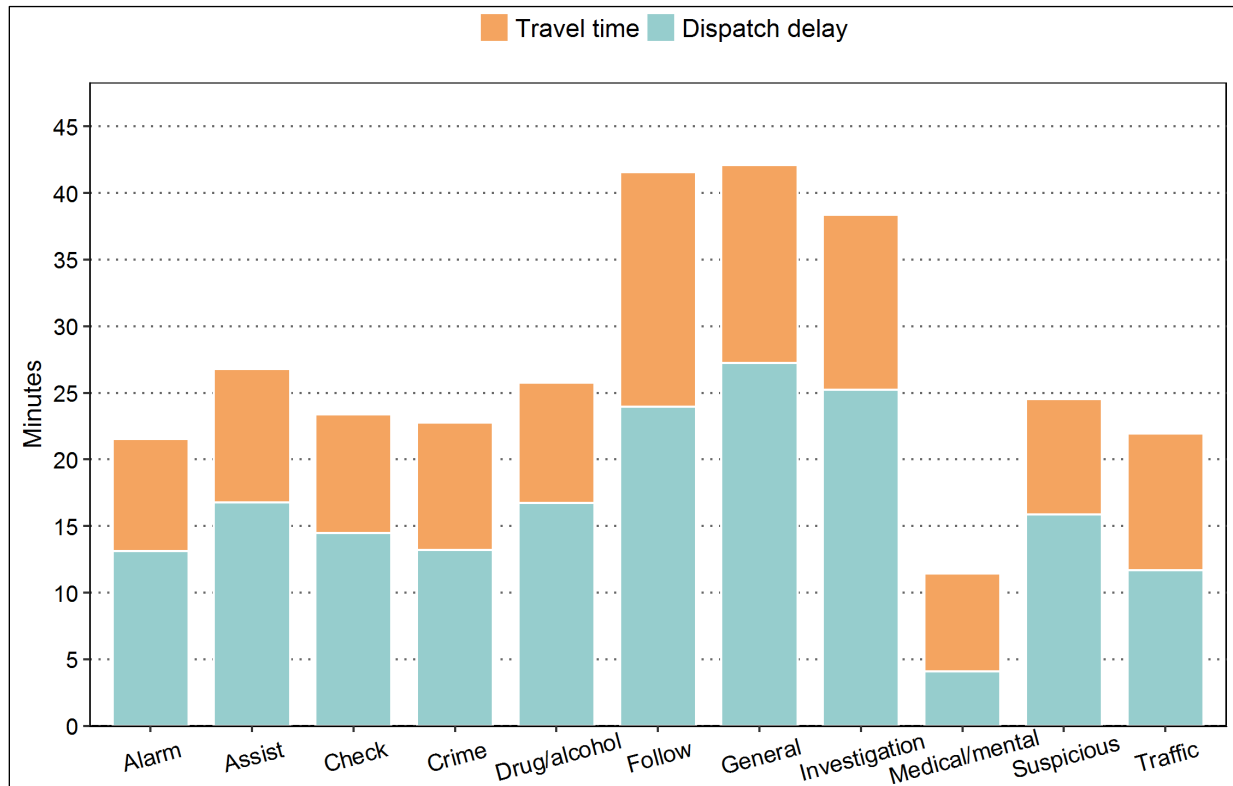


FIGURE 13-29: Average Response Time by Category, Winter 2017

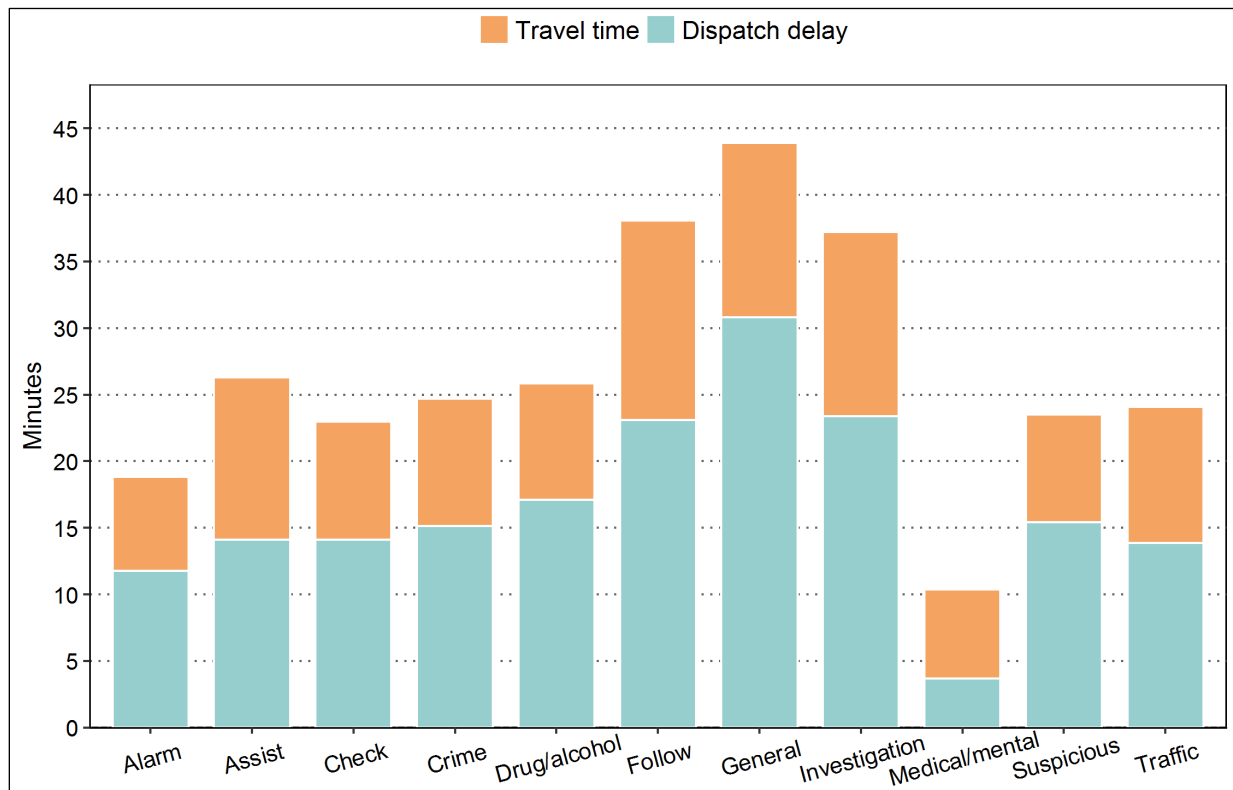


TABLE 13-16: Average Response Time Components, by Category

Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	8.3	9.5	17.8	10.8	8.4	19.1
Alarm	13.1	8.4	21.5	11.8	7.0	18.8
Animal	25.8	15.6	41.5	18.4	7.2	25.6
Assist citizen	25.2	10.7	35.9	22.1	12.5	34.6
Assist other agency	7.7	9.3	17.0	7.6	11.9	19.5
Check	14.5	8.9	23.4	14.1	8.9	23.0
Crime-person	6.2	7.2	13.4	7.9	6.8	14.7
Crime-property	18.7	11.4	30.1	19.1	11.1	30.2
Disturbance	12.4	8.1	20.5	12.4	6.9	19.3
Drug/alcohol	16.8	9.0	25.8	17.1	8.7	25.8
Follow-up	23.9	17.6	41.6	23.1	15.0	38.1
Investigation	25.2	13.1	38.3	23.4	13.8	37.2
Juvenile	8.6	11.8	20.4	2.9	6.5	9.4
Medical emergency/mental health	4.1	7.3	11.4	3.7	6.7	10.4
Ordinance violation	28.2	15.0	43.2	32.0	13.4	45.4
Suspicious person/vehicle	19.5	9.1	28.6	18.3	9.2	27.5
Traffic/vehicle related	16.9	11.4	28.3	17.5	12.5	30.0
Total Average	16.1	9.8	25.9	16.2	9.4	25.6

Note: The total average is weighted according to the number of calls per category.

Observations:

- In summer, the average response time for most categories was between 11 minutes and 42 minutes.
- In summer, the average response time was as short as 11 minutes (for medical/mental) and as long as 30 minutes (for general noncriminal).
- In winter, the average response time for most categories was between 10 minutes and 38 minutes.
- In winter, the average response time was as short as 10 minutes (for medical/mental) and as long as 38 minutes (for general noncriminal).
- The average response time for crimes was 23 minutes in summer and 25 minutes in winter.

TABLE 13-17: 90th Percentiles for Response Time Components, by Category

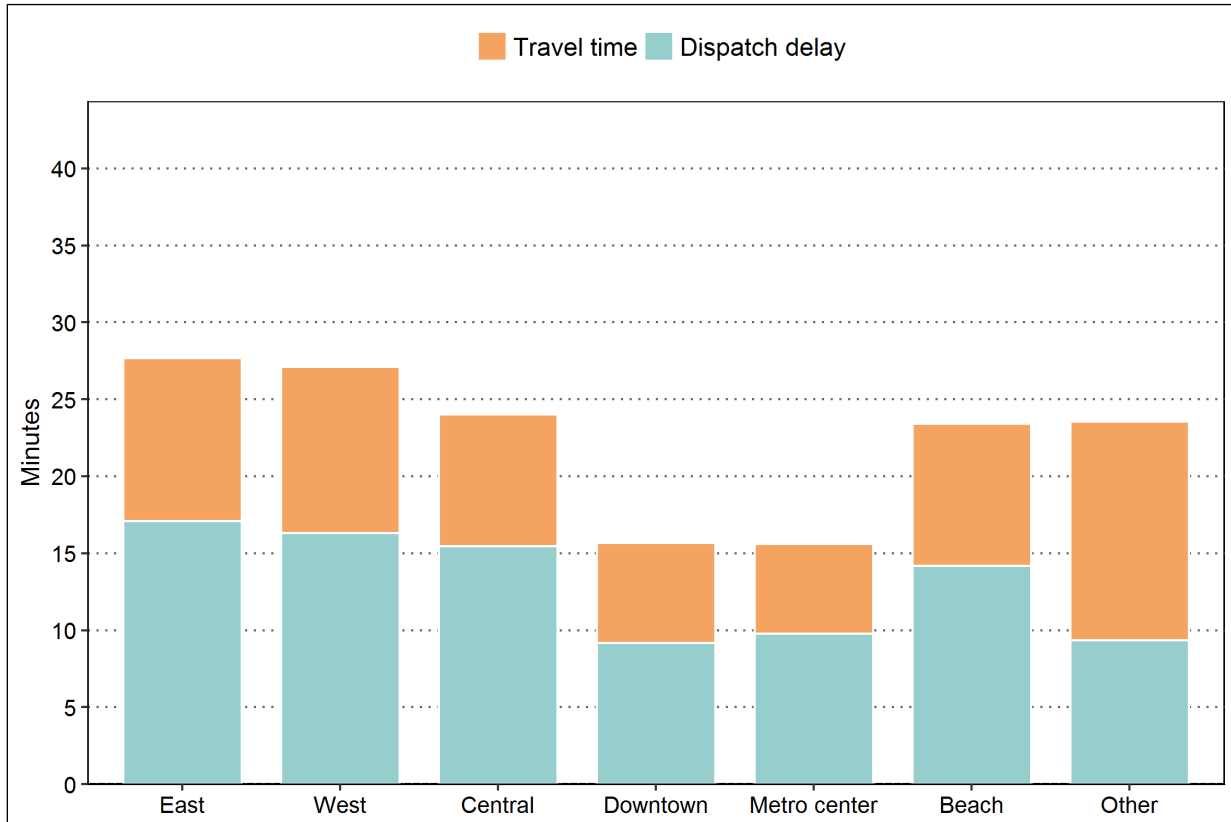
Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	20.1	19.5	37.4	36.3	15.6	49.4
Alarm	41.2	16.7	68.8	28.3	13.7	53.1
Animal	54.3	40.9	78.0	36.9	12.5	50.2
Assist citizen	71.9	23.1	99.4	68.3	31.4	91.1
Assist other agency	15.2	20.4	39.1	17.7	26.6	39.6
Check	39.6	21.2	60.0	34.9	19.4	60.7
Crime-person	14.9	14.5	35.3	23.9	14.2	38.5
Crime-property	59.7	34.9	86.9	63.2	30.9	87.1
Disturbance	35.5	17.8	52.6	34.0	14.6	46.8
Drug/alcohol	48.4	21.2	79.3	50.1	18.3	70.3
Follow-up	63.9	47.7	101.1	65.3	42.4	101.5
Investigation	83.5	37.4	160.1	73.6	32.5	115.1
Juvenile	30.6	27.6	62.2	4.4	10.4	12.7
Medical emergency/mental health	6.0	14.5	20.6	6.0	13.3	18.5
Ordinance violation	93.1	58.6	130.1	93.3	51.5	132.8
Suspicious person/vehicle	57.1	23.0	76.9	53.1	23.5	74.0
Traffic/vehicle related	51.7	30.1	72.2	46.4	49.8	84.2
Total 90th Percentile	50.6	25.6	77.0	51.0	23.5	72.8

Note: A 90th percentile value of 37.4 minutes means that 90 percent of all calls are responded to in fewer than 37.4 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In summer, the 90th percentile value for response time was as short as 21 minutes (for medical/mental) and as long as 127 minutes (for general noncriminal).
- In winter, the 90th percentile value for response time was as short as 19 minutes (for medical/mental) and as long as 130 minutes (for general noncriminal).

FIGURE 13-30: Average Response Time Components, by Beat



Note: For graph only, the beach beat also includes calls and workload from the ocean beat. Calls without a beat record or with miscellaneous beat records, for example, "3-8," "4-6," and "5-5," are grouped as "Other."

TABLE 13-18: Average Response Time Components, by Beat

Beat	Dispatch	Travel	Response	Calls
East	17.1	10.6	27.7	8,743
West	16.3	10.8	27.1	7,347
Central	15.5	8.6	24.0	9,465
Downtown	9.2	6.5	15.7	2,022
Metro center	9.8	5.8	15.6	1,105
Beach	14.0	9.0	23.0	2,764
Ocean	22.5	17.9	40.3	68
Other	9.3	14.2	23.6	28
Weighted Average/ Total	15.4	9.5	24.9	31,542

Note: Observations below refer to response time shown within the figure rather than the table.

Observations:

- The metro center beat had the shortest average response time and the east beat had the highest average response time.
- The downtown beat had the shortest dispatch delay and the east beat had the longest dispatch delay.

High-priority Calls

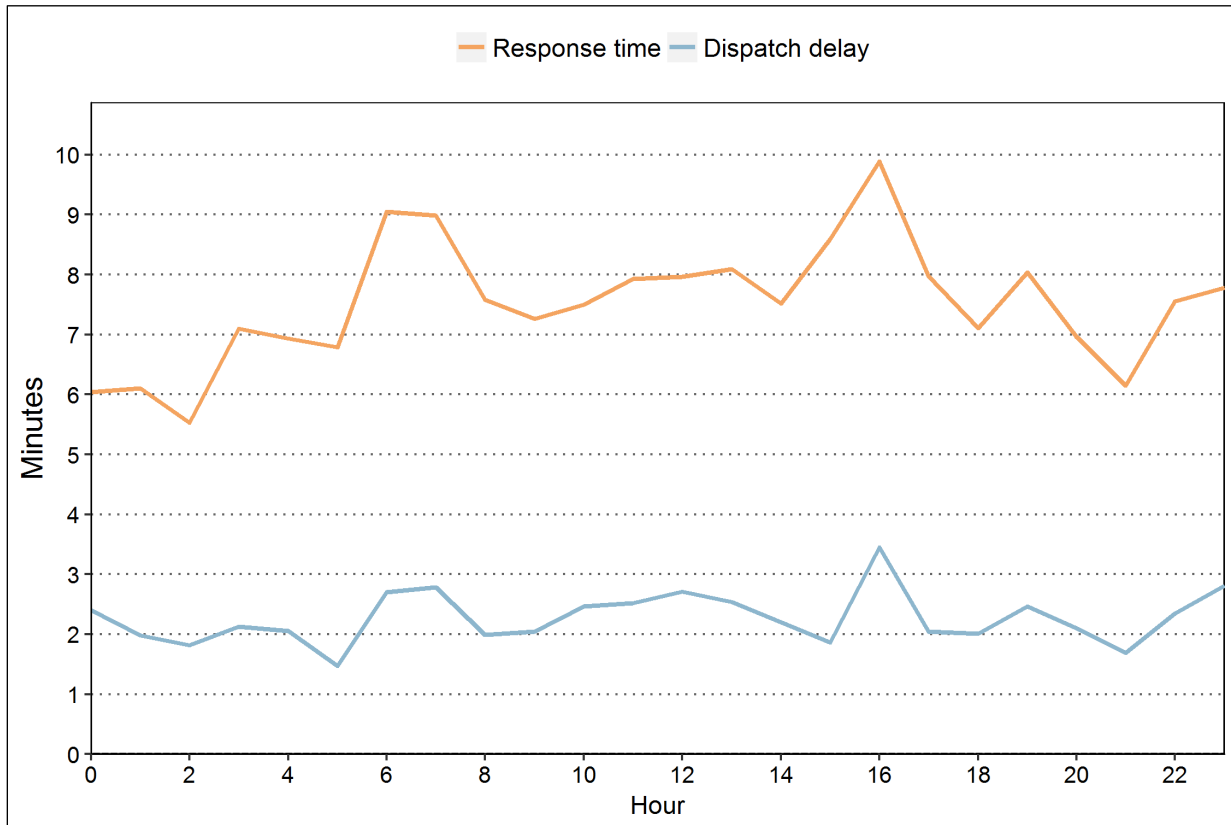
The department assigned priorities to calls with Priority 0 as the highest priority. Table 13-19 shows average response times by priority. Figure 13-31 focuses on Priority 0 and 1 calls only.

TABLE 13-19: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch Delay	Travel Time	Response Time	Calls
0	1.4	3.5	5.0	10
1	2.3	5.3	7.5	3,333
2	2.6	6.1	8.7	473
3	5.7	6.9	12.6	3,367
4	15.5	8.8	24.3	10,378
5	14.9	8.2	23.1	4,653
6	12.6	8.3	20.8	1,098
7	22.1	13.5	35.6	2,327
8	26.8	13.6	40.4	3,927
9	28.8	16.1	44.9	1,976
Weighted Average/Total	15.4	9.5	24.9	31,542
Injury accidents	1.5	5.3	6.8	292

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 13-31: Average Response Times and Dispatch Delays for High-Priority Calls, by Hour



Observations:

- High-priority calls had an average response time of 7.5 minutes, lower than the overall average of 24.9 minutes for all calls.
- Average dispatch delay was 2.3 minutes for high-priority calls, compared to 15.4 minutes overall.
- For high-priority calls, the longest response times were between 4:00 p.m. and 5:00 p.m., with an average of 9.9 minutes.
- For high-priority calls, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 5.5 minutes.
- Average dispatch delay for high-priority calls was consistently 2.8 minutes or less, except between 4:00 p.m. and 5:00 p.m.
- The average response time for injury accidents was 6.8, which was lower than the overall average for high-priority calls.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from June 1, 2016 to May 31, 2017, were classified within the following categories.

TABLE 13-20: Call Type, by Category

Call Type	Table Category	Figure Category	
ANY PRESS OR MEDIA I	Administrative	Administrative	
DISPATCH/OFFICER INI			
FOR INFORMATION ONLY			
MESSAGE-MESSAGE TO B			
RAPSHEET REQ W/O CAS			
SUBPOENA SERVICE-OFF			
VEHICLE RELEASE-REQU			
ASSOCIATED INCIDENT	Alarm	Alarm	
AUDIBLE ALARM-ANY AU			
AUDIBLE BURGLARY ALA			
AUDIBLE ROBBERY ALAR			
PANIC ALARM-ALARM RE			
SILENT BURGLARY ALAR			
SILENT ROBBERY ALARM			
VEHICLE ALARM-AUDIBL	Assist citizen	Assist	
CHILD CUSTODY DISPUT			
CITIZEN ASSIST-GENER			
CITIZEN FLAG DOWN-OF			
CITIZENS COMPLAINT			
CIVIL MATTER-RP REQU			
CIVIL STANDBY-SUBJ R			
CUSTODY DISPUTE, COL			
ESCORT-CITIZEN REQUE			
MEET-OFFICER OR CITI			
ASSIST OUTSIDE DEPAR			Assist other agency
BOL INFO-LAW ENFORCE			
CODE 3 FIRE ROLLING-			
ESCAPE,IN PROGRESS/J			
ESCAPE,OTHER--ESCAPE			
EXPLOSION-LAW TYPE-A			
HAZARDOUS CONDITIONS			
PUBLIC WORKS-PUBLIC			

Call Type	Table Category	Figure Category
AREA CHECK-GENERAL I	Check	Check
ATTEMPT TO CONTACT/D		
ATTEMPT TO LOCATE--N		
BAR CHECK-EMPLOYEE R		
EXTRA CHECK--OFFICER		
FOOT PATROL-OFFICER		
FOUND ADULT,AT RISK-		
OUT W/VEH OR SUBJ--O		
PARK CHECK-AREA CHEC		
PERSON VERIFIED IN E		
SECURITY CHECK-RESPO		
SECURITY CHECK OF A		
UNSECURED PREMISES-R		
UNSPECIFIED CODE COV		
WELFARE CHECK-REQUES		
ASSAULT W/DEADLY WEA	Crime-person	Crime
ASSAULT WITH A DEADL		
ASSAULT, COLD REPORT		
ASSAULT,IN PROGRESS/		
BATTERY SUSPECT--SUB		
BATTERY, COLD REPORT		
BATTERY,IN PROGRESS/		
BRANDISHING, COLD RE		
BRANDISHING,IN PROGR		
CAR JACKING, COLD RE		
CAR JACKING,IN PROGR		
CHILD ABUSE-TO WILLF		
CHILD ABUSE, COLD RE		
CHILD ENDANGERMENT-W		
CHILD ENDANGERMENT,		
CHILD MOLEST, COLD R		
CHILD MOLEST,IN PROG		
CODE 2 COVER-OFFICER		
CODE 3 COVER-OFFICER		
DOMESTIC DISPUTE,IN		
DOMESTIC DISTUBANCE,		

Call Type	Table Category	Figure Category
ELDER ABUSE, COLD RE		
ELDER ABUSE,IN PROGR		
FIGHT W/WEAPONS,IN P		
FIGHT,IN PROGRESS--S		
FOOT PURSUIT-OFFICER		
GANG ACTIVITY-REPORT		
GANG DISTURBANCE,IN		
GUNSHOT WOUND,VICTIM		
HARASSMENT-BOTHERING		
HOMICIDE--UNLAWFUL K		
INDECENT EXPOSURE-CO		
INDECENT EXPOSURE-WI		
KIDNAPPING,COLD REPO		
KIDNAPPING,IN PROGRE		
LEWD ACTS-GENERAL IN		
PROSTITUTION-ANY SEX		
RAPE OR UNLAWFUL INT		
RAPE SUSPECT-SUBJ ID		
RAPE,IN PROGRESS/JUS		
ROBBERY SUSPECT--SUB		
ROBBERY,ARMED-IN PRO		
ROBBERY,COLD RPT--AN		
ROBBERY,IN PROGRESS/		
ROBBERY,STRONG ARMED		
SEXUAL BATTERY, COLD		
SEXUAL BATTERY,IN PR		
SHOOTING AIR/BB GUN-		
SPOUSAL BATTERY,COLD		
SPOUSAL BATTERY,IN P		
STALKING COLD REPORT		
STALKING,IN PROGRESS		
SUBJ W/A KNIFE--REPO		
SUBJECT W/A GUN--REP		
THREATS,COLD REPORT-		
VIOL OF COURT ORDER,		
VIOL OF TEMPORARY RE		

Call Type	Table Category	Figure Category
VIOLATION OF COURT O		
VIOLATION OF TEMPORA		
WANTED PERSON OR VEH		
AN ATTEMPT BY A SUBJ	Crime-property	
ARSON-COLD REPORT		
ARSON-WILLFUL/MALICI		
BAD CHECKS,POSSESSIO		
BICYCLE THEFT,IN PRO		
BURGLARY SUSPECT-SUB		
BURGLARY, AUTO, COLD		
BURGLARY, COLD REPOR		
BURGLARY,AUTO,IN PRO		
BURGLARY,IN PROGRESS		
COUNTERFEITING, COLD		
COUNTERFEITING,IN PR		
DEFRAUD-PERSON WHO O		
EMBEZZLED VEHICLE-RE		
EMBEZZLEMENT-COLD RE		
EMBEZZLEMENT-FRAUDUL		
FORGERY, COLD REPORT		
FORGERY,IN PROGRESS/		
FRAUD/FORGED DOCUMEN		
GRAND THEFT, COLD RE		
GRAND THEFT,IN PROGR		
ILLEGAL ENTRY-REPORT		
INTERRUPTED BURGLARY		
JOYRIDING-PERSON,W/O		
POSSESSION OF STOLEN		
RIOT IN PROGRESS-LAR		
SHOPLIFTER,IN CUSTOD		
SHOPLIFTING,IN PROGR		
STOLEN VEHICLE,COLD		
STOLEN VEHICLE,IN PR		
STOLEN VEHICLE,OCCUP		
TAMPERING W/MAIL-UNL		
TAMPERING W/VEH,COLD		

Call Type	Table Category	Figure Category
TAMPERING W/VEH,IN P		
THEFT FRM VEH,IN PRO		
THEFT SUSPECT-SUBJ I		
THEFT, COLD REPORT-A		
THEFT,IN PROGRESS/JU		
TRESPASS LETTER-RECO		
TRESPASS, COLD REPOR		
TRESPASS,IN PROGRESS		
VANDALISM TO A VEHIC		
VANDALISM,MALICIOUS		
ANY PERSON UNDER THE		
DRUG ACTIVITY-REPORT		
DRUNK IN PUBLIC-YEL		
DRUNK PRIORITY-BLUE		
FOUND NEEDLE-NEEDLE		
MARIJUANA POSSESSION		
NARCOTICS ON SCHOOL		
OVERDOSE/POISONING-R		
PRESCRIPTION, ALTERE	Follow-up	Follow-up
FOLLOW UP-RP RELAYIN		
ANIMAL COMPLAINT/INC	Animal	General noncriminal
ANIMAL INC CAPITOLA		
BARKING DOG-RP COMPL		
DOG VIOLATION-ALL DO		
LOOSE LIVESTOCK-REPO		
A JUVENILE TRUANT FR	Juvenile	
CHILD ANNOYING,IN PR		
CPS CROSS REPORT		
FOUND JUVENILE-UNACC		
JUV CONTROL PROBLEM-		
JUVENILE OUT OF CONT		
MINOR IN POSSESSION		
MISSING JUVENILE AT		
RUNAWAY JUV-JUVENILE		
ALCOHOL VEHICLE - PE		
CAMPING VIOL-SUBJ RE		

Call Type	Table Category	Figure Category
COUNTY/MUNICIPAL ORD		
FIREWORKS - NON HAZA		
FIREWORKS/FIRE HAZAR		
LIQUOR VIOLATION-ANY		
LITTERING/DUMPING-DU		
PANHANDLING-PERSON W		
SKATEBOARDING VIOLAT		
SOLICITORS WHO ARE N		
URINATING IN PUBLIC-		
TRANSPORTATION-TRANS		
WARRANT SERVICE-OFFI		
911 HANG-UP FROM A P	Investigation	Investigation
911 HANG-UP,SOUNDS O		
911 HANG-UP,UNKNOWN-		
911 OPEN LINE-911 OP		
911 WIRELESS EMERGEN		
911 WIRELESS OPEN LI		
BOMB-REPORT OF A BOM		
BOMB THREAT-THREAT O		
DEATH INVESTIGATION-		
DEATH NOTIFICATION-R		
FOUND PROPERTY-PROPE		
INCIDENT REPORT-OFFI		
INCIDENT TYPE FOR CA		
LOST PROPERTY-REPORT		
MISSING PERSON-ANY R		
MISSING PERSON AT RI		
MISSING PERSON,CANCE		
RECOVERED STOLEN VEH		
SEARCH,PROBATION & P		
SHOTS FIRED-REPORT O		
SHOTS FIRED AT DWELL		
SHOTS, HEARD ONLY-RE		
STAKEOUT-DETECTIVE,O		
WARRANT CHECK-OFFICE		
JUMPER SITUATION-SUB		Medical / mental

Call Type	Table Category	Figure Category
MEDICAL EMERGENCY-AS	Medical emergency / mental health	
MENTAL SUBJECT-ANY P		
MENTAL SUBJECT CAUSI		
PERSON DOWN-REPORT O		
SUICIDAL SUBJ-SUBJ W		
SUICIDE-SUBJECT WHO		
SUICIDE ATTEMPT-SUBJ		
VIOLENT 5150 SUBJECT		
415,COLD RPT--MALICI	Disturbance	Suspicious incident
ANNOYING/OBSCENE PHO		
DISORIENTED SUBJ-UNA		
DISPUTE,CIVIL IN NAT		
DISTURBANCE IN A BUS		
DISTURBING THE PEACE		
FAMILY DISPUTE,IN PR		
FAMILY DISTURBANCE,		
LOUD MUSIC--SOUNDS O		
LOUD PARTY--COMPLAIN		
NOISE COMPLAINT--COM		
SUBJ REFUSING TO LEA		
UNK DISTURBANCE--RP		
VERBAL DISPUTE/DISTU		
PROWLER-PERSON,HEARD	Suspicious person/vehicle	
SUBJS WHO LOITERS,WA		
SUSPICIOUS CIRCUMSTA		
SUSPICIOUS PERSON-SU		
SUSPICIOUS VEHICLE-V		
ACCIDENT W/INJURIES-	Accident	Traffic
ACCIDENT, COLD REPOR		
ACCIDENT, NON-INJURY		
ACCIDENT,PRIVATE PRO		
ACCIDENT,UNKNOWN INJ		
COLD HIT&RUN,PROPERT		
HIT&RUN,INJURY--ANY		
HIT&RUN,INJURY- COLD		
HIT&RUN,PROPERTY DAM		

Call Type	Table Category	Figure Category
ABANDONED VEHICLE-VE	Traffic/vehicle related	
BICYCLE STOP-OFFICER		
CITATION VERIFICATIO		
CROWD CONTROL-USUALL		
DRIVING UNDER THE IN		
FAILURE TO YIELD--OF		
HOT CHECK REGISTRATI		
RECKLESS DRIVER-COLD		
RECKLESS DRIVER-RP R		
REPOSSESSED VEHICLE-		
ROAD HAZARD-ANY TYPE		
TOW-GENERAL INC TYPE		
TRAFFIC STOP-OFFICER		
TRAFFIC/PARKING COMP		
VEHICLE BLOCKING ALL		
VEHICLE BLOCKING DRI		
VEHICLE BLOCKING ROA		
VEHICLE BLOCKING SID		
VEHICLE LOCK-OUT--PO		
VIN VERIFICATION-REQ		

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2006 through 2015, along with clearance rates for 2015. Crime rates are expressed as incidents per 100,000 population.

TABLE 13-21: Reported Crime Rates in 2015, by City

City	State	Population	Crime Rates		
			Violent	Property	Total
Alameda	CA	78,613	188	2,314	2,502
Arcadia	CA	58,694	116	2,167	2,283
Azusa	CA	49,431	350	2,452	2,802
Baldwin Park	CA	77,538	386	1,860	2,245
Brentwood	CA	58,398	188	2,206	2,394
Ceres	CA	47,693	256	3,367	3,623
Covina	CA	49,300	219	2,290	2,509
Gardena	CA	60,782	495	2,499	2,994
Glendora	CA	51,753	106	2,581	2,688
Huntington Park	CA	59,668	647	3,397	4,044
Lodi	CA	64,369	586	3,252	3,837
Manteca	CA	75,019	284	3,265	3,548
Merced	CA	82,409	926	3,349	4,275
Montebello	CA	64,280	246	2,617	2,862
Monterey Park	CA	61,750	167	2,185	2,351
Newark	CA	45,258	223	2,581	2,804
Pittsburg	CA	69,340	324	3,484	3,809
Pleasanton	CA	79,611	108	2,065	2,173
Redondo Beach	CA	68,492	270	2,565	2,835
Redwood City	CA	84,415	225	2,182	2,407
Turlock	CA	71,895	529	3,818	4,347
Union City	CA	74,648	355	2,201	2,556
Walnut Creek	CA	68,530	133	3,706	3,839
Watsonville	CA	53,581	565	3,602	4,168
West Covina	CA	109,030	241	2,735	2,976
Santa Cruz	CA	64,076	779	5,557	6,336
California		39,315,550	424	2,605	3,029
United States		327,455,769	368	2,376	2,744

FIGURE 13-32: Reported Violent and Property Crime Rates, by Year

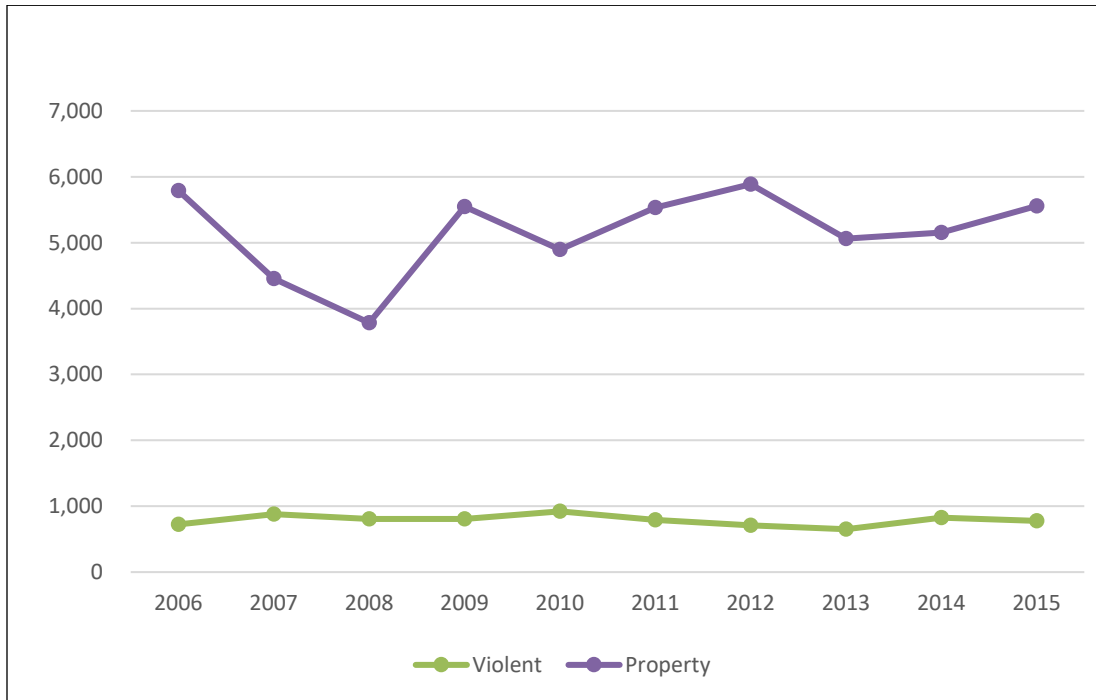


FIGURE 13-33: Reported City and State Crime Rates, by Year

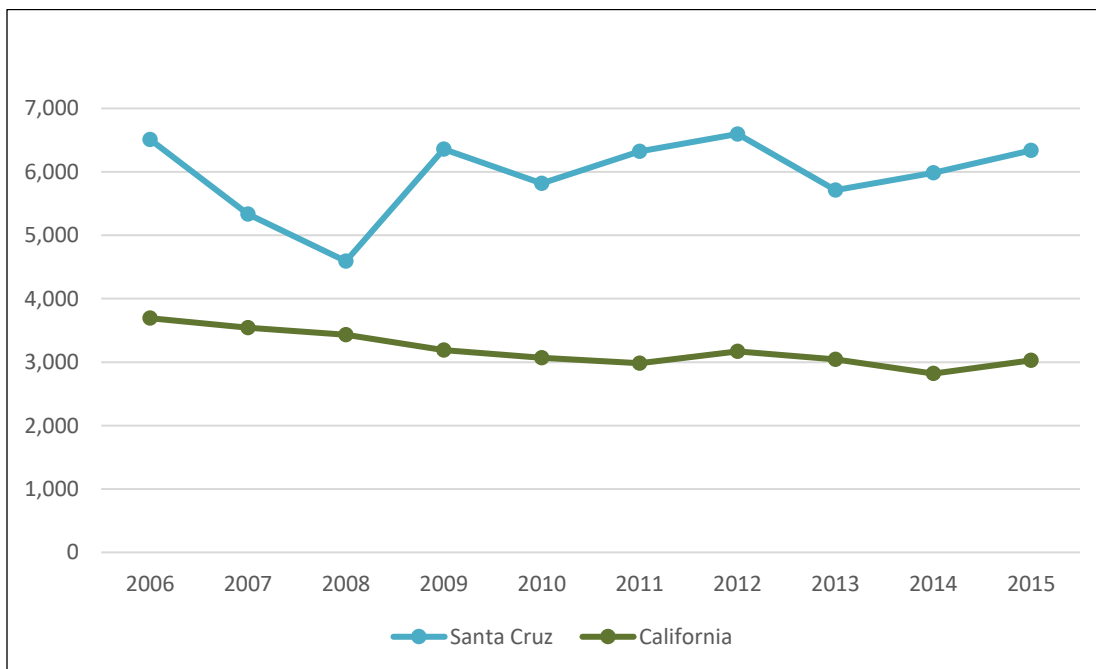


TABLE 13-22: Reported Municipal, State, and National Crime Rates, by Year

Year	Santa Cruz				California				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2006	55,253	722	5,788	6,510	36,572,532	531	3,161	3,692	304,567,337	448	3,103	3,551
2007	54,626	881	4,452	5,333	36,672,767	521	3,023	3,544	306,799,884	442	3,045	3,487
2008	55,255	807	3,784	4,591	36,876,276	502	2,931	3,433	309,327,055	438	3,055	3,493
2009	56,155	807	5,549	6,356	37,061,435	471	2,717	3,188	312,367,926	416	2,906	3,322
2010	59,946	922	4,898	5,820	37,346,022	439	2,629	3,068	314,170,775	393	2,833	3,225
2011	60,651	791	5,533	6,325	37,819,249	410	2,574	2,983	317,186,963	376	2,800	3,176
2012	60,902	711	5,887	6,597	38,183,375	421	2,747	3,169	319,697,368	377	2,758	3,135
2013	62,517	651	5,059	5,710	38,498,377	394	2,646	3,041	321,947,240	362	2,627	2,989
2014	63,440	828	5,154	5,982	38,970,399	389	2,430	2,819	324,699,246	357	2,464	2,821
2015	64,076	779	5,557	6,336	39,315,550	424	2,605	3,029	327,455,769	368	2,376	2,744

TABLE 13-23: Reported Municipal, State, and National Clearance Rates in 2015

Crime	Santa Cruz			California			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	2	2	100%	1,880	1,164	62%	16,304	9,598	59%
Rape	44	9	20%	12,794	5,304	41%	119,732	42,962	36%
Robbery	116	43	37%	52,805	16,285	31%	321,519	90,010	28%
Aggravated Assault	337	197	58%	99,231	53,695	54%	749,010	390,068	52%
Burglary	431	47	11%	197,234	21,546	11%	1,535,314	194,795	13%
Larceny	2,831	351	12%	655,952	92,864	14%	5,545,667	1,191,030	21%
Vehicle Theft	299	20	7%	170,819	14,314	8%	698,558	88,593	13%