



PUBLIC SAFETY CITIZEN TASK FORCE

October 23, 2013 Meeting Staff Report

Recommendation

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

Discussion

Key Changes between 1st and 2nd Draft

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

Process Considerations for 2nd Round of Deliberations

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

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



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Second Draft Policy Recommendations

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

Prevention/Education/Connection

Prevention

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

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

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

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

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

Crime Prevention Through Environmental Design (CPTED) and reprogramming of spaces are data-driven crime prevention programs. With proven efficacy in many cities, CPTED reduces criminal opportunity through landscape and architectural design of space (lighting, visibility, cover reduction, etc.) while reprogramming is intended to create pro-social activities in public locations. Environmental design and pro-social programming are lacking in our greenbelt and commercial areas, particularly along the San Lorenzo River corridor and in Harvey West. Therefore, the Task

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

98
99 Santa Cruz has a storied history of openness, compassion and tolerance for a wide variety of
100 lifestyles, including those consisting of regular drug use and reliance upon community goodwill and
101 social services. While our community celebrates and takes pride in this appreciation for diversity and
102 differences, many residents believes that, when misapplied, this tolerance has a negative side effect.
103 They believe our community has for far too long tolerated criminal behavior under the guise of
104 alternative lifestyles. We should not tolerate criminal behavior, nor enable criminals who routinely
105 victimize the community and evade the criminal justice system.

106
107 Because many residents and some visitors share the perception that Santa Cruz is an easy place to
108 commit crime with little or no consequence, Santa Cruz needs to change this perception through
109 substantive and symbolic actions. The Task Force recommends actions that demonstrate zero
110 tolerance for illegal activity, illicit hard drug use, underage substance use, and use of discretionary
111 social service provisions by individuals who routinely victimize the community, are currently
112 evading the criminal justice system and who demonstrate no real desire to change their behavior.

113 114 Education

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116 In 2011, marijuana use amongst youth in Santa Cruz County was nearly 40 percent higher than the
117 national average.¹ According to the 2012 Santa Cruz County Community Assessment Project (United
118 Way sponsored), 15 percent of 11th-graders in the County self-reported tobacco use within the last 30
119 days. 40 percent reported use of alcohol and 30 percent reported use of marijuana. According to the
120 report, marijuana, cocaine and methamphetamine use has increased over the last decade among
121 County youth.

122
123 Drawing upon an "exposure opportunity" concept, sequential use of tobacco, alcohol, marijuana and
124 cocaine is proven to increase the likelihood of illegal and increased drug involvement later in life.
125 Because Santa Cruz has an extremely high rate of substance-related criminal activity, high
126 community tolerance for recreational marijuana use, and a dearth of early education on substance
127 abuse and addiction, the Task Force recommends an outreach/social marketing campaign towards
128 parents and children to decrease youth drug use.

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

132 133 Connection

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

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

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

144 **Strategic Enforcement with Accountability**

145
146 The mission of the Santa Cruz Police Department (SCPD) is to provide protection and services to
147 our community. With a \$23 million annual budget and 94 budgeted sworn officers serving a
148 population of 62,000, the force runs a lean operation. As a destination spot for summer tourists,
149 UCSC students, and transients, and as an entertainment hub for Santa Cruz County and beyond, the
150 SCPD is often stretched extremely thin.

151
152 SCPD currently has 6 vacant officer positions, with several officers out on work related and non-
153 work related injuries, and several other individuals in the training process. In total, SCPD are at 75
154 percent of sworn strength in the field. Currently there are no gaps in service or coverage, however,
155 this shortage puts a significant strain on those officers serving the community. While there are a
156 number of factors contributing to officer attrition (the recent tragedy, long-term disability,
157 retirement, etc.), SCPD historically has had difficulty maintaining a fully-staffed force. With current
158 staffing levels, it becomes difficult to effectively balance department priorities: crime prevention,
159 investigations, community programming, etc.

160
161 Public nuisance/quality of life crimes and repeat offenders put a heavy strain on SCPD resources.
162 Calls for service are at an all-time high and individuals that self-report as homeless account for
163 significant portion of the total number of arrests and citations. Repeat offenders, averaging 100
164 individuals per year, are responsible for a staggering number of total arrests. Over 50 percent of
165 repeat offender arrests are in some manner related to drugs or alcohol.

166
167 SCPD's record volume of repeat offender arrests and municipal code violations is a symptom of a
168 failing criminal justice system for low-level crimes in Santa Cruz County. Lack of jail space,
169 treatment options, probation capacity, and the Superior Court's apparent indifference to nuisance
170 crimes has created an endless cycle of recidivism among low-level criminals.

171
172 The mission of the Code Compliance division of the City's Planning and Community Development
173 Department is to ensure a safe, clean, attractive, and healthy living environment for all residents and
174 visitors to Santa Cruz. With a budget of approximately 4.5 million dollars, about half of which
175 devoted to public safety, Code Compliance is also running a lean operation. Code enforcement
176 works to improve blighted areas of town, but depends mostly on Federal grants for funding, limiting
177 the range and scope of enforcement opportunity. Alcohol permits and the enforcement of laws
178 against "drug houses", both concerns of the community, also fall under the jurisdiction of Code
179 Compliance. With such a fundamentally important mission, it is imperative for the City's Code
180 Compliance division to be provided with adequate financial and staffing resources.

181
182 The PSTF believes that a strategic intervention is required to improve community conditions around
183 addiction-related crime and public nuisance behaviors in our neighborhoods, open spaces, parks, and
184 business districts. Therefore, the Task Force recommends three priorities: strategic police and code
185 enforcement, offender assistance with accountability/recidivism reduction, and criminal justice
186 system accountability.

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188 **Strategic Police Enforcement**

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

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The PSTF recommends a program focused on repeat offenders. SCPD should work with the Santa Cruz County Health Services Agency, Sheriff's Office and social service providers to target repeat offenders who exhibit the most problematic behaviors in the City. The City and County should create a multi-disciplinary team to work on the most serious cases, following the MOST Team model.

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

Strategic Code Enforcement

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

Offender Assistance with Accountability/Recidivism Reduction

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

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

Criminal Justice System Accountability

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

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

Table 2: Strategic Enforcement with Accountability

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

249 **Collaborative Oversight and Appropriate Funding**

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

259
260 The PSTF recommends the City Council and County consider an alternative funding mechanism to
261 fund any programs identified herein that are outside of the City and County's regular budget. The
262 alternative funding mechanism could include a tax measure, Social Impact Bonds, or a Pay for
263 Success program.

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Table 3: Collaborative Oversight and Appropriate Funding

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