

Deliberative Process

Treasurer Fred Keeley convened the Task Force deliberations on recommendations. The Task Force adopted a legislative process for this aspect of their process. The fundamentals of the legislative process are outlined as follows:

- City Staff provided a draft report of recommendations for the first round of deliberations.
- The Task Force moved, line by line, through the document and was asked to indicate where they had Tentative Agreement, and items for amendment.
- The voting membership of the Task Force was fourteen (14) members. A majority was eight (8). It was suggested that the Task Force resolve as many issues as possible by consensus. For those points where a consensus could not be reached, a majority vote prevailed.
- In order to provide the maximum opportunity for reaching consensus on the final work product, the Task Force adopted a “Caucus” procedure. This gave individual members a moment to speak in a less formal setting.
- Each deliberative meeting produced a new draft recommendation report. Subsequent deliberative meetings followed the same procedure until each recommendation was voted on and adopted.

Policy Recommendations

The following recommendations came from a variety of sources – experts, community members and individual Task Force members. Every recommendation presented was considered by the Task Force. The Task Force was provided with substantial data, material and testimony and used that gathered information to make these recommendations.

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

Highest Priority Prevention Initiatives

Although more long-range in nature, preventative programs are essential to reduce crime and victimization in a sustainable fashion. The Task Force 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 highest priorities:

1. Environmental design and protection of high crime areas and open spaces
2. Enhancement of drug and alcohol treatment funding
3. Expansion of pro-social youth programs



Environmental Design and Protection of High Crime Areas and Open Spaces

Findings

Crime Prevention Through Environmental Design (CPTED) and reactivation 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 reactivation is intended to create pro-social activities in public locations. Environmental design and pro-social activities are lacking in the City's greenbelt and commercial areas, particularly along the San Lorenzo River corridor, on Pacific Avenue, and in Harvey West.

The County's Syringe Services Program (SSP) is effective in lowering the transmission of blood borne diseases such as HIV and Hepatitis C for intravenous drug uses. However, the Task Force finds that the County has not properly accounted for and mitigated the unintended consequences of locating a Syringe Exchange within a residential neighborhood and geographical constraints of Santa Cruz. There should be no occurrence of spent hypodermic syringes being found in the City's open spaces, parks, neighborhoods, beaches and business districts. Until this public health crisis is rectified, the Task Force finds that the County Board of Supervisors should consider the management of SSP as a top priority.

Recommendations

The Task Force recommends a comprehensive environmental design and programming study of the City's most crime-ridden public and commercial areas. The study's implementation plan should be phased to target the community's highest areas of safety concern. While the study is underway, the City should immediately improve lighting on the San Lorenzo River Levee and Park and the Harvey West area to discourage illegal behavior and reinvigorate those public spaces.

With regard to the County's Syringe Exchange Program, the Task Force recommends that City staff and the City Council work with the County Health Services Agency and 3rd/5th District Supervisor Office to ensure the public safety efficacy (harm reduction of users and community affected by discarded syringes) of the County's Syringe Services Program. The following measures are considered the highest priority by the Task Force.

- Insist that the County Board of Supervisors address the community-wide impacts of SSP on their work plan/agenda.
- Ensure best practices are in place for SSP to mitigate impacts to the City's public spaces and neighborhoods.
 - Relocate SSP to County-owned property located in a non-residential area.
 - Implement a syringe identification tagging program (e.g. color coding or serial number).
 - Exchange to be on a true one for one basis with an actual physical count of syringes being exchanged. No estimations should be allowed.



- Account for both syringes being distributed and returned. Account separately for syringes without identification tag.
- City should prevent additional syringe exchanges programs from operating or opening within the City limits.

Enhancement of Drug and Alcohol Treatment Funding

Findings

Treatment of drug addiction is underfunded in Santa Cruz County. Given that addiction treatment lowers the rate of criminal recidivism, the Task Force finds that investment in (and greater collaboration between) proven effective treatment programs is essential.

Recommendations

The Task Force therefore recommends that City Council and staff work with the County Board of Supervisors and the County 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.

Needs specific to the City noted by the Task Force include the following:

- Reduce public anti-social behaviors caused by serial inebriates and drug users.
- Reduce both violent and non-violent crime caused by addiction to opiates and other drugs.

With these measures, the Task Force believes that the County's Strategic Plan will further help to delineate the problems and their interventions and treatment that contribute to unsafe environments locally.

Expansion of Pro-Social Youth Programs

Findings

The Task Force finds that an investment in our youth is part of an essential strategy to reduce future criminal behavior. 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.

Recommendations

The Task Force recommends leveraging existing programs and, if necessary, consider creating new programs to provide pro-social activities, focusing on the 3-9 pm period, that serve both at-risk and pre-at risk youth. These programs should include activities that appeal to particular



cultures and subcultures (e.g. baile folklórica and skate boarding) as well as programs that bring different cultures and subcultures together (such as Little League and soccer). These programs should be both attractive to a wide variety of youth and focus on minimizing barriers to participation such as costs, accessibility, complex sign ups/initiation processes, location of programs, hours and duration of programs.

- City should create a mechanism to inform community residents, businesses and non-profits on how to provide scholarships for Task Force recommended Youth Programming initiatives.
- City Park and Recreation Department (P&R) shall develop an outreach strategy that targets underserved youth in our community with the goal being to involve them in more P&R programs. The outreach should be both in English and Spanish.
- Ensure that the long range plan for P&R includes appropriate facilities for demographic trends and to increase participation rates.
- Youth Programming recommendations should include information published by the Criminal Justice Council Report on Youth Violence.

Secondary Priority Prevention Initiatives

Additional preventative recommendations were identified by the Task Force for City Council consideration. These include more specific youth programming initiatives, truancy enforcement enhancements, education and neighborhood connection, and enhancements to social service activities.



# Table 4: Prevention/Education/Connection	
Youth Programming	
1	City partner with Santa Cruz City Schools District (SCCS) and Santa Cruz County Office of Education (COE) to support and expand existing after school programming; specifically academic enrichment (e.g. Arts Academy) and scholastic sports programs.
2	Partner with SCCS and COE to develop mentoring/internship programs for High School students. City to incentivize businesses, non-profits and local non-governmental agencies (NGOs) to participate in mentoring/internship programming.
3	Work with Santa Cruz Metro (Metro) to explore transportation options for youth and families, specifically in regard to getting kids to school in the morning and home from school and after school programming.
4	Collaborate with SCCS and the COE to address the summer gap in programming.
5	The City to collaborate with SCCS and COE to support and expand Adult Education with emphasis on General Education Development (GED) and High School (HS) diploma programs.
6	City Council to partner with Santa Cruz Youth City Council to develop all Youth Programming recommendations herein.
7	Leverage existing programs and, if necessary, consider creating new programs to provide mentoring and job opportunities to local teenagers.
Truancy Enforcement	
8	City partner with SCCS and COE to enhance and strengthen truancy policies and enforcement processes.
9	Increase the number of school resource officers to four
Environmental Design/Reactivation of Spaces	
10	Instruct the City representatives to the Metro Board to ensure that the new transit hub is designed to minimize illegal behavior and promote positive use. (External review may be necessary).
Social Service Enhancements	
11	Add to the point in time Homeless Census Survey questions that concern the City.
12	Expand the Homeward Bound program.
13	Recommend that City and County Planning Departments encourage landlords within the City and County to support investment in HUD recognized best practice programs including Housing First models such as 180/180, and any kind of incentive to renting to special needs populations. See “Santa Clara program”
14	City to coordinate with faith-based, government and non-governmental organizations to operate social service programs (soup feeds, overnight shelter, RV parking, etc.) in order to ensure public safety impacts to community are minimized.
15	City to develop and publicize self-supporting alternative to giving money to panhandlers. Program will include mobile application and other possible ways of donating such as web-based. Proceeds of program will go to proven effective programs to support people who are homeless, mentally ill and substance abusers.
Education	
16	Increased community education (includes schools on certain topics) in the areas of substance abuse, domestic violence, bullying, sexual assault, mental health, gang desistence/prevention, and perhaps other related topics. In the design, development, and implementation of prevention, education and other programs that will promote a higher level of safety for Santa Cruz residents, the City will make a special effort to include marginalized and under-represented communities. In particular, the City should identify members of those communities with the knowledge and leadership necessary to insure cultural competency in those programs.
17	Collaborate with SCCS and COE and others to ensure all youth are educated around the issues of: <ul style="list-style-type: none"> ● Recreational drug use



#	Table 4: Prevention/Education/Connection
	<ul style="list-style-type: none"> • Underage alcohol use • Gangs • Sexual assault • Domestic violence • bullying <p>City to provide relative data to support grant renewal of elementary counselor positions to build on existing social curriculum.</p>
	Connection
18	Recommend the City conduct community outreach “see something, say something” campaign to engage the public in crime prevention
19	<p>Every resident should belong to a neighborhood group and be civically engaged. Neighbor to neighbor networking outreach is recommended.</p> <p>Revitalize the Neighborhood Services Team to meet quarterly or more frequently as needed to collaborate with all existing neighborhood groups to collectively address issues impacting neighborhoods throughout the City.</p>
20	Increase City coordination, financial support, and social services outreach for volunteer clean-up efforts. (such as the Levelies, Clean Team, Save our Shores, Beach Flats, Community Center, NoLo)

Highest Priority Strategic Enforcement with Accountability Initiatives

Findings

The mission of the Santa Cruz Police Department (SCPD) is to provide protection and services to our community. With a \$23 million annual budget and 94 budgeted sworn officers serving a population of 62,000, the force runs a lean operation. In fact, an average police force for a city of 60,000 is about 140 sworn officers.¹ As a destination spot for summer tourists, University of California at Santa Cruz (UCSC) students, and transients, and as an entertainment hub for Santa Cruz County and beyond, the SCPD is often stretched extremely thin.

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

Public nuisance/quality of life crimes and repeat offenders put a heavy strain on SCPD resources. Calls for service are at an all-time high, and individuals that self-affiliated with the Homeless Services Center (by providing 115 Coral Street address at the time of arrest) accounted for about 40% of arrests and 30 % of citations in 2012. Repeat offenders, averaging 100 individuals per year, are responsible for a staggering number of total arrests.² Over 50 percent of repeat offender arrests are in some manner related to drugs or alcohol.

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

Santa Cruz is burdened with a high number of high-risk alcohol outlets. Santa Cruz is approved by Alcohol and Beverage Control (ABC) for 102 alcohol outlets and currently has 249. In addition, Santa Cruz is overburdened with residential indoor and outdoor marijuana grow operations for medical and recreational purposes. High-risk alcohol outlets contribute to alcohol-fueled violence and crime. Growing, cultivation and processing of marijuana in residential neighborhoods is a serious public safety concern, a code enforcement issue, and often involves criminal activity. The Task Force finds that a strategic intervention is required to improve community conditions around addiction-related crime and public nuisance behaviors in our neighborhoods, open spaces, parks, and business districts. Therefore, the Task Force recommends four priorities: strategic police and code enforcement, offender assistance with accountability/recidivism reduction, and criminal justice system accountability.

¹ <http://www.bjs.gov/index.cfm?ty=tp&tid=71>

² See Introduction and Background for more information on repeat offenders.



Recommendations

Strategic Police Enforcement

The Task Force has identified several critical priorities for SCPD. The Task Force recommends the City, with the highest priority and utmost urgency, fill existing and budgeted SCPD vacancies and, further, to increase the SCPD police force to national averages. The Task Force recommends moving to a targeted policing model, with a strategy that emphasizes enforcement of nuisance crimes in natural, city entry and focal point areas (i.e. a “broken window” policing model).

In addition, to enhance the City’s enforcement of repeat municipal code offenders, the City Council should designate existing infractions as misdemeanors in the municipal code for current infractions such as depositing of public waste, multiple offenses for illegal camping, and other offenses that the City Council designates to curb quality of life crimes in the City. This recommendation would include a request to the County to fund a municipal code prosecutor as well as designating the revenue from current infraction penalties to fund the increased court costs.

Strategic Code Enforcement

The PSTF recommends two priorities for enhanced code enforcement.

- City Council to work with Code Enforcement to reduce and reform high-risk alcohol outlets.
- Rewrite the municipal code 6.90.040 to prohibit the cultivation and processing of marijuana in residential properties in Santa Cruz City. Marijuana should be subject to the same zoning regulations as other agriculture.

Offender Assistance with Accountability/Recidivism Reduction

The Task Force recommends a specialty court model for substance abusers, veterans, mentally ill and/or homeless offenders. 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 finds that the specialty court model would provide offenders with the right balance of treatment assistance with accountability.

The Task Force recommends the City to collaborate in developing a strategic multi-disciplinary team (enforcement, criminal justice, drug treatment, social service providers) to identify individuals repeatedly exhibiting behaviors and crimes harmful to the community (i.e., the “top offenders” as identified by SCPD). Strategic team will develop an intervention and accountability plan on a case by case basis for each offender in order to reduce criminal behavior and harm to the community. The overall goal of the team would be reduce recidivism and crime in the City. The strategic team would work with SCPD on identifying those that are generating the most calls for services, arrests, and municipal code infraction citations.



Additionally, after implementation of the photo identification system and gate at the Homeless Services Center (HSC) campus, the City should work with HSC campus managers to minimize unintended negative impacts of homeless services to Santa Cruz community, while maximizing

program effectiveness. Agencies located at Coral Street (on HSC campus) should cooperate with SCPD in recommendations to modify or eliminate services to persons identified as chronic offenders who threaten public safety.

The purpose of this recommendation is to improve accountability to those that continually break the law and have repeat municipal code violations.

Superior Court Accountability

The Task Force finds that the Santa Cruz County Courts have failed the community as it relates to criminal sentencing. Improved accountability should be in the form of increased transparency, consistent adjudication of the City's municipal code violations, and implementation of a specialty court model (as noted above).

The Task Force recommends following measures be implemented by the Santa Cruz County Superior Court.

- Court to issue a misdemeanor warrant after three failures to appear in a six month period. This automatic warrant issuance will eliminate the need for the City Attorney to prosecute repeat municipal code infraction offenders who fail to appear.
- Compel the Presiding Judge of the Santa Cruz County Superior Court to appear before the Santa Cruz City Council twice a year to share what the Court is doing to address high repeat offender rates in the City of Santa Cruz and receive input from the City Council and City Attorney.

Secondary Priority Strategic Enforcement with Accountability Initiatives

Several additional recommendations were identified by the Task Force with regard to Strategic Enforcement with Accountability. In general, secondary priority recommendations are more specific about new policing strategies, code enforcement, and additional accountability measures within the criminal justice system.



#		Table 5: Strategic Enforcement With Accountability
		Strategic Police Enforcement
21	In order to achieve maximum organizational efficiency and performance relative to public safety, it is recommended that an external review be conducted of the City of Santa Cruz Police Department (SCPD), City Manager’s Office, Planning and Community Development, Public Works and Parks and Recreation Departments.	
22	City will consider setting SCPD total compensation packages at a level that will improve recruitment and retention.	
23	City to explore alternative staffing positions such as reserve officers and expand community service officers.	
24	Increase SCPD foot/bike/street patrols.	
25	Vigorous enforcement of bike license law/illegal to have unlicensed bike or bike with shaved serial numbers.	
26	Coordinated strategy with community groups to reactivate one public area at a time starting with San Lorenzo (SL) park and Harvey West	
27	Explore civil litigation against Caltrans, local railroads, Army Corps of Engineers, State of Nevada, State of California & other property owners/businesses who create “crime pollution externalities” as defined in the literature.	
28	City to identify, fund and promote improved ways to report crimes, track City response to reported crimes and judicial system response to crimes. System should be easy to use, integrated and include web-, text- and Application-based systems.	
29	City to implement non-judicial consequences for multiple failures to appear.	
30	Maintain curfew at Cowell Beach.	
31	The City and University of California, Santa Cruz (UCSC) ban and enforce all public celebration of illicit drug use.	
32	City and UCSC police should vigorously enforce state marijuana laws regarding minors, public spaces, and driving under the influence (as stipulated by Measure K).	
		Strategic Code Enforcement
33	City of Santa Cruz Code Enforcement should explore a zoning ordinance regarding indoor agriculture. City should support landlords in eviction process who have made illegal/unsafe modifications to property to support indoor agriculture.	
34	Recommend to City to make a high priority to fund additional code enforcement officers with an emphasis on life-threatening violations and public safety in Santa Cruz.	
35	Recommend City review and implement strict parking and overnight camping ordinance related to RVs on City streets. Increase enforcement of muni code violations related to RV parking in the City of Santa Cruz.	
36	City to implement a time limit (example 4 hour parking) within selected City-owned parking spaces/lots along West Cliff and East Cliff Drives during daylight hours. Enforcement recommended by City parking control by marking tires and issuing parking tickets.	
37	Recommend City to coordinate with California State Parks (e.g. Obtain a letter of trespass to patrol Lighthouse Field during darkness hours to enforce illegal camping, drug use and sales, litter, pollution, and other unsafe activities.	
38	Explore relocation of recycling center from Harvey West to another area of the City.	
39	City Council to work with Code Enforcement to reduce and reform medical marijuana dispensaries.	
40	City consider a priority to either reactivate or revisit the SCPD’s Alcohol Education Monitoring and Compliance Program Officer to collaborate with Alcohol and Beverage Control (ABC), all other government, non-government and community groups to address the alcohol issue in Santa Cruz.	
41	City develops and implements new web-based reporting process for code enforcement with an emphasized priority on public safety.	
42	Where statute allows, implement cost recovery from the responsible party for police response and enforcement of misdemeanor and/or felony convictions and drunk in public arrests.	
43	Develop or increase penalties for property owners that refuse to address habitual code compliance violations.	



#	Table 5: Strategic Enforcement With Accountability
44	Penalties (like party house ordinance) for high crime residential addresses. Three (3) violations in six months will be charged with a municipal code misdemeanor (also including 647Fs).
45	In all commercial and agricultural rental agreements, there shall be written permission from the landlord to grow or process marijuana on the property.
Offender Assistance with Accountability	
46	Work with County to increase funding to facilitate Rountree as a coerced treatment facility for serial inebriates/substance abusers, and as a mental health treatment center for County inmates already in custody.
Criminal Justice System Accountability	
47	Publicly available reporting on Santa Cruz Superior Court judges' decision records.
48	Compel Santa Cruz County Probation Chief to appear before City Council twice per year to inform what the Probation Dept. is doing to address probation-related offenses on adult chronic reoffenders.
49	Grand Jury investigation (external review) of the current Santa Cruz Superior Court bench as it relates to the use of discretionary power of sentencing of offenders.
50	More jail space for short term incarceration post-conviction.
51	Recommend the City hire a part time or full time paralegal to process failure to appear on municipal code violations to process to failure to appear warrants.
52	City develop 3 or more non judicial mechanisms to deal with 3 failures to appear.
53	Work with County Probation to improve transparency of AB109 released prisoners into the county. Recommend County increase staffing levels of probation officers for adult population to adequately deal with AB109.
54	Recommend that the Jail to has access to funds for transportation for inmates to return to community of origin whenever possible, unless they're released on their own recognizance (ROR).



Highest Priority Collaborative Accountability and Appropriate Funding Initiatives

Within three months of accepting the Task Force report, the City shall notify in writing, each department, agency, and organization outside of their jurisdiction of the Task Force recommendations that impact their operations and ask that those named agencies respond in writing as to how they will begin to work towards achieving the objectives in the relative recommendations.

The Task Force recommends the City Council and County Board of Supervisors consider an alternative funding mechanism to fund any programs identified herein that are outside of the City and County's regular budget. The City should consider various options to fund many of these new recommendations, including but not limited to a city alcohol tax with proceeds going directly to fund public safety programs, a city or county sales tax dedicated to funding public safety programs, as well as innovative private funding and federal grant opportunities such as "Pay For Success" programs and Social Impact Bonds. The city should re-evaluate Measure E funding for specific use of clean-up programs on the San Lorenzo Riverway. The city should also consider using municipal code violation revenue to specifically fund a specialty to deal with recidivist violations. The city should also tie the distribution of Community Development Block Grants as it relates to public safety to results-based programs and require measurable deliverables.

Secondary Priority Collaborative Accountability and Appropriate Funding Initiatives

Two additional priority recommendations were identified by the Task Force including creating a Department of Public Safety to review all City public safety-related actions and coordinate between the other departments.



Table 6: Accountability, Collaborative Oversight and Appropriate Funding	
	Collaborative Oversight
55	Create Dept. of Public Safety to review all city actions and integrate City Departments.
56	Instruct the City to report at a council meeting regarding their progress on the TF recommendations 6 months and 12 months after accepting the TF recommendations.