

**Report on the  
Organizational Review  
of the  
Police Department**

**CITY OF SANTA PAULA**

**January 26, 2004**



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## I. INTRODUCTION AND EXECUTIVE SUMMARY

This chapter provides an overview of the scope and objectives of this study, the approach and methodologies used, and an executive summary of major findings and recommendations.

### Background

The City of Santa Paula serves a population of approximately 30,000 with a staff of 148 FTE and an overall budget of \$27 million (\$8.7 million General Fund) with nine operating departments: Administration, Planning, Building and Safety, Police, Fire, Community Services, Economic Development, Finance and Public Works.

The Police Department consists of sworn officers, dispatchers, administrative support staff, and community service officers. The Department has a staff of 47 full-time, 13.5 part-time employees and a FY 2002/03 operating budget of approximately \$3.9 million.

This organizational review effort was established to evaluate the structure, workflow methodology, and a general efficiency and effectiveness of the Police Department in an effort to better evaluate and utilize the skills and talents of those within the Department and take advantage of appropriate equipment and technology.

### Scope and Objectives

The scope of this study was to conduct an assessment of the organization and operations of the Santa Paula Police Department (SPPD), as summarized in Figure 1 below and listed in greater detail in Appendix G.

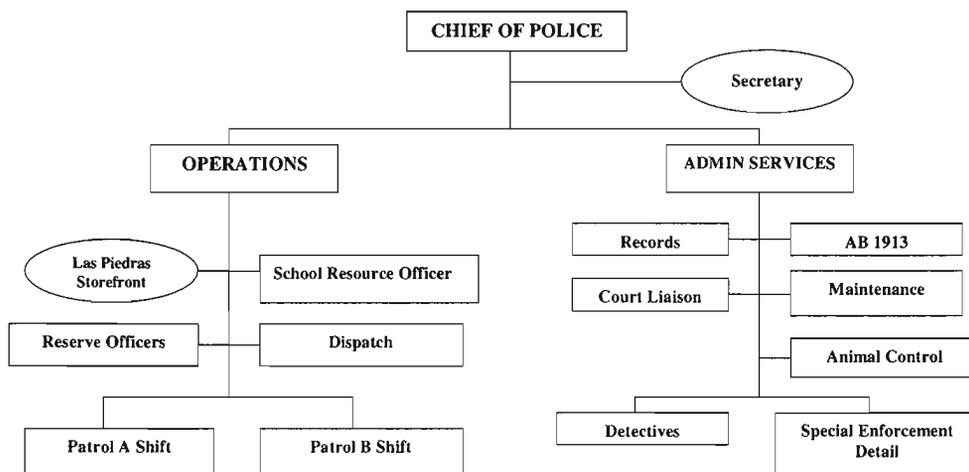


Figure 1  
Santa Paula Police Department Organization Chart

The study objectives included the following:

- Assess current operations
- Review organizational performance
- Review organizational structure, values, and cultural attributes
- Evaluate the efficiency and effectiveness of systems, procedures and policies
- Review staffing levels, deployment and scheduling
- Review resources, equipment, facilities and use of technology
- Assess Management's problem solving activities and approaches
- Assess community relations, including Department participation with and response to community, as well as community perceptions and expectations
- Compare Department to best practices of comparable police agencies
- Assess future needs and make recommendations in accordance with the City Council adopted goals and objectives for community services.

## Methodologies

To meet the study's objectives, several discrete methodologies were utilized. These include the following.

**Advisory Meetings** – Two committees were established to assist and review the work of the consultant team. The City Manager appointed a Project Steering Committee (PSC) to work with and review the project's progress. The PSC consisted of the Police Chief, City Manager, Assistant to the City Manager and a representative from each division within the Police Department. In addition, the Mayor and City Council appointed representatives from the community to serve on the Citizen Steering Committee (CSC). The CSC helped provide community based feedback on the project's process and direction. A list of PSC and CSC members is available in Appendix A.

**Personal Interviews** – The study team conducted twenty-six (26) one-on-one interviews with internal and external stakeholders. Of those interviewed, three (3) were from outside police/criminal justice agencies. Twenty-three (23) of the people interviewed were members of the City Council, City management staff, senior command, middle management, supervisors and line personnel within the Police Department, both sworn and civilian.

**Employee Survey** – A written survey was developed and distributed to each Department employee to assess the views and needs of the Police Department's personnel. The survey instrument was reviewed and approved by the PSC and CSC prior to distribution. Thirty-five completed surveys were received and analyzed, representing a seventy-five percent (75%) response rate.

**Focus Groups** – Three small group interviews with internal and external stakeholders were also held. Representatives from local organizations such as business groups, homeowners associations, and other civic clubs, participated in focus group meetings with 2-5 members each. In addition, one focus group was held with five Department employees.

**On-Site Observations** – On site observations of patrol officers, dispatchers, and investigators were conducted as they completed their daily routine.

**Data Collection and Analysis** – A wide variety of data was collected and analyzed. This included Department manuals of rules and procedures, position descriptions, salary schedules, crime and calls-for-service statistics, budget and expenditure reports, organization charts, etc. A list of data provided is available in Appendix B.

**Community Survey** – A telephone survey was developed to collect community perceptions regarding the Police Department and its related services. This survey was conducted during the month of November and included a cross-section of the community. Three hundred City residents were interviewed by phone. These participants were representative of the City's demographic characteristics and the population's geographic distribution. The survey results provided an indication of the community's perception of the Police Department and the City's overall public safety needs. Appendix C contains the survey and the related report and results.

**Comparative Analysis and Best Practices Benchmarking** – The Project Steering Committee identified eight (8) cities in Southern California to use as benchmark organizations for the study effort. These organizations were comparable to Santa Paula in population size and socioeconomic characteristics. These cities included: Brawley, Monrovia, Calexico, Montclair, Culver City, Port Hueneme, El Centro, and San Jacinto. Workload, performance data, and salary information was collected from these cities to perform the benchmark analysis.

In addition, data was collected from all cities in Ventura County. Comparisons between cities with and with out contracts with the County Sheriff were made. Statistics for the benchmark and Ventura County cities are available in Appendix D.

## Summary of Findings and Recommendations

As the City of Santa Paula has changed and grown in the last several years, the Police Department has faced new challenges. To better prepare for these changing needs, the City Council commissioned a Department organizational review. This report documents the review's findings and presents recommendations that will help the SPPD meet the community's safety needs.

Perhaps the most striking findings were the various contradicting views of the City's policing service and overall community safety. For example:

- From the community's standpoint, SPPD "gets the job done." Eighty-five percent (85%) of the respondents to our community survey rated the performance of the Police Department as "good" or "very good;" a level of community satisfaction to be envied by most police departments.
- SPPD employees have a somewhat different outlook. Fifty-five percent (55%) of the employees responding to our survey indicated the Department has not done a good job in achieving its stated mission, goals, and objectives.
- Seventy-nine percent (79%) of the employee respondents said SPPD does not have sufficient resources (personnel, equipment, materials, etc) to successfully achieve its stated mission and ninety-four percent (94%) of those responding indicated that the number of uniformed officers assigned to the patrol function was not sufficient to appropriately address the volume of calls-for-service.
- Response times for all calls-for-service in 2002 averaged 5.60 minutes, which is well within industry standards and certainly not indicative of a serious shortage of patrol personnel.
- Employees express a strong identification with the City of Santa Paula and much pride in being members of the Police Department, but express overwhelming dissatisfaction with their compensation package and many aspects of the internal operations of the Department.
- Initial anecdotal reports characterized Santa Paula as being an "unsafe city" with a high crime rate. However, analysis of the City's 2002 ratio of reported Part One Crimes per thousand residents indicates that Santa Paula's ratio is lower than the average for the nine benchmark cities. Five cities had crime ratios that exceeded that of Santa Paula.

- Significantly, ninety-five percent (95%) of respondents to the community survey said they felt “safe or very safe” walking alone during the day in their neighborhood and a majority (61%) felt safe walking alone in their neighborhood at night. People had a different perspective on safety in areas other than their own neighborhood. Sixty-one percent (61%) felt “unsafe” in City parks at night and fifty percent (50%) felt “unsafe” in downtown at night.

## **Strengths**

Without a doubt, the most important strength of this Department lies in its cadre of dedicated, hard working employees, who have a strong personal identification with the City and the Police Department. Seventy percent (70%) of employees responding to our survey indicated they considered themselves to be “a member of City of Santa Paula family.” Eighty five percent (85%) of the employees said they were “proud to be a member of the Santa Paula Police Department” and sixty-seven percent (67%) said they “would recommend SPPD to others as a good place to work.” This level of positive support for and identification with the City and Department are noteworthy because ninety seven percent (97%) of the employee respondents disagreed with the statement: “overall, the salary and benefit package provided by SPPD is comparable to or better than other departments in the surrounding area.”

Another strength lies with the positive relationship that exists between the Department and the community. Eighty one percent (81%) of the respondents to our community survey indicated that the relationship between the Department and the community was “good” or “very good.” Similarly, eighty-percent (80%) of respondents said SPPD “is dedicated to solving community and neighborhood problems. It should be noted that, although community support for the Department is strong across the board, the southwest quadrant was the only area that did not support hiring more police officers. However, their responses to other questions in the community survey appeared to indicate that these residents have personally experienced less crime, feel safer in their neighborhood, believe crime is less of a problem, are less involved with the police Department, and generally less concerned. Of the employees responding to our questionnaire, seventy-three percent (73%) expressed the belief that relations between the community and the Department were “good” and seventy-nine percent (79%) of the employees believed the community has a “great deal of respect for the Department and its personnel.”

## **Challenges**

While the Santa Paula Police Department has strong community support and a dedicated workforce, its ability to provide sufficient proactive services is hindered by inefficiencies, a lack of resources, and other organizational problems.

### ***Leadership and Direction***

Leadership and direction for any municipal Police Department begins with the City Council, extends to the City Manager, and then through the Police Chief to the Department's command and management staff, supervisors, and line personnel. Unfortunately, ninety-four percent (94%) of the employees responding to our survey indicated they could not count on "strong backing and support from the Santa Paula City Council." Many expressed the opinion that certain members of the Council were "quick to criticize," but hesitant to provide coherent policy directions to the Chief and Department. Further, we found a strong sense within the Department that SPPD lacks a well-articulated statement of mission, goals, and objectives. As a consequence, the Department is seen as too likely to engage in policing strategies based on the whim of individuals rather than on well-conceived goals and objectives with predictable and measurable outcomes.

### ***Work Environment***

The quality of interpersonal relationships within the Department were found to be very positive. This extends to personal relationships between line personnel and their supervisors and managers up the chain-of-command. For the most part, employees feel they are treated well by their organizational superiors and fellow employees. However, employees express a strong desire for a more businesslike approach to Department operations as they relate to the human resources component. This includes: an equitable compensation program, a more structured employee recognition program, a performance evaluation system with regular and timely evaluations, increased employee accountability achieved through a fair and equitable disciplinary system, increased timeliness in management's response to employee grievances, requests, and suggestions, and more equity and less favoritism in selections for promotions, special assignments, and training.

### ***Policing Programs, Policies and Procedures***

Many of the Department's policies and practices have not kept pace with what is considered "state of the art" in the policing profession. Indeed, some of SPPD's long standing "traditions" of service tend to prevent the Department from achieving maximum efficiency and effectiveness in utilizing its scarce resources. Numerous opportunities exist for improving efficiency in SPPD operations and significantly advancing overall Department effectiveness and quality of policing services.

### ***Business Policies, Practices, and Procedures***

A significant number of the Department's business practices are outmoded, inefficient, and counterproductive. While some of these have been adopted as cost cutting measures, their net effect is inefficiency, slow and cumbersome administrative systems, lack of clarity and precision in lines of authority, and staff frustration with a perceived lack of prompt and timely decision making by organizational superiors.

## **Resources**

One of the most telling remarks made regarding SPPD's policing services came from a regional criminal justice official. The individual said:

*"The City of Santa Paula is notorious for doing policing on the cheap. It's really nobody in particular's fault. I just don't think they have the where-with-all to spend more on policing. Chief Gonzales and his people get my utmost respect for what they accomplish with what little they have to work with. They do one hell of a decent job under the circumstances!"*

A current employee of SPPD said:

*"We work hard and I think we do a pretty good job for the community but it could be so much better. I think if you ask the community, they'll tell you SPPD is a good Police Department but we are all they know. Most folks here have never lived in a city with a modern, well-funded PD. If folks had a basis of comparison, they wouldn't like what we have here."*

The findings indicate that in comparison to other cities, which maintain their own independent police departments, Santa Paula is under funded, salaries are significantly below other police agencies in the region, and staffing levels are inadequate and do not allow for a minimally acceptable level of proactive, problem oriented policing.

## **Conclusion**

Given its limited resources, the Santa Paula Police Department does a good job providing the community with basic policing services. However, an inefficient use of the Department's already inadequate resources impairs the Department's efforts to deliver truly effective police services. To help address this problem, thirty-nine (39) recommendations have been developed. They are presented in Exhibit I-1. This exhibit serves not only as a summary of the recommendations, but also as a framework to oversee its implementation. The City and Department should use this tool to assign responsibility for each recommendation and track its implementation date. Many of the recommendations will help the Department improve its ability to deliver services within its very limited allocation of resources. As a consequence, an effort has been made to structure the recommendations in a manner which allows one to distinguish between those items that can be implemented without significant financial impact and those that will require additional fiscal resources. Unfortunately, the latter far out number the former.

Irrespective of the identified inefficiencies, The City of Santa Paula cannot continue to maintain a separate municipal police agency at the current level of funding. The City must either find the means by which it can increase funding for police services to implement changes recommended in this report or investigate contracting for services with the Ventura County Sheriff or other police agency.

## II. LEADERSHIP AND DIRECTION

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Without well-defined leadership and direction, even the most well equipped departments will experience challenges in accomplishing their goals effectively and efficiently. This chapter discusses leadership and direction issues at the Santa Paula Police Department and presents various options to improve the current operating structure.

### City Council and City Management Support and Direction

Department staff perceives a schism between themselves, particularly the Chief, and the City Council. Ninety-four percent (94%) of respondents to our employee survey said they could not count on strong support and backing from the City Council. In addition, seventy-eight percent (78%) of employee respondents indicated "City Management" could not be counted on for strong support and advocacy on behalf of the Police Department and its employees. Typical of the comments received are the following:

*"We (the PD) are the 'red-headed step-child of the City."*

*"City expects a lot, but are not willing to pay for additional officers or increase officer's salaries."*

*"The City Council is constantly micro-managing and criticizing the Department. It's always negative and never constructive. We never hear what they want us to do, just what we never do right."*

*"There's such a disconnect between the Department and the City Council. One member is merciless in his criticisms, mostly in the form of personal attacks on the Chief. Regardless of what you think of the Chief, he doesn't deserve to be treated this way. Why can't they be more positive: tell us what they expect, give us the resources to do the job, then let us do our jobs."*

*"The City Manager is relatively new and I think he'll be good for the Department. He's going to have to get the Council off our backs and work with us not against us."*

Much of the frustration staff expressed over the Department's relationship with the City Council, and City Hall in general, is attributable to two factors: 1) the employees' perception that the City has historically been unable or unwilling to provide adequate funding for the Police Department, including what the employees would consider, a more equitable salary and benefit package, and 2) the employees' perception that a City Council and Police Management conflict has a disproportionate influence on the manner with which the Council deals with issues involving the Police Department. In addition, it appears that the Council, Chief, and Department do not have a common understanding of the Police Department's mission, goals and service priorities. Many

employees credit the City Manager with creating a more receptive and cooperative tone in the Department's relations with City leadership and some expressed optimism about the future of the Department

**FINDING 1:** Current relations between the Department and City Hall, is characterized by poor communication, mistrust between certain key players, and a lack of common purpose. It is crucial that the Council and City Manager take the initiative to create a more positive atmosphere and dialogue with the Chief and the Police Department in general.

**RECOMMENDATION #1 (Enhanced):** Employ a facilitator and conflict resolution specialist to work with the Council, City Manager, and Police command and supervisory staff to identify strategies to improve communication and resolve conflict.

### **Strategic Planning**

The City and Police Department have not engaged one another or the community as a whole in creating a consensus as to the Department's mission, goals, objectives, and service priorities. For example, the Department has recently been asked to deploy a bicycle beat in the downtown area. While a bicycle beat can be very effective in policing a downtown area, we were unable to determine if the Department or City Hall had any strategic purpose in mind for the bicycle detail other than "the community likes it." The Department also has a tendency to use its scarce police resources on tasks that have some community relations appeal but contribute little, if anything, to the delivery of police services to the community (see discussion in Chapter IV, Calls-for-Service Dispatch Policies, and, Miscellaneous Practices).

Some of the typical staff comments include:

*"This Department is run by management on whim."*

*"Our mission statement is: You squeak, we'll oil it."*

*"We do the craziest stuff in the name of law enforcement. A lot of things we do have no relevance to police work and crime fighting."*

*"They say we are combating gangs, graffiti, drugs, etc, but there's no coherent plan. It's all very haphazard, hit or miss."*

*"It's laughable when the City Council [...] criticizes the Department. It's as if they really had some idea what we're doing out here. Like they've ever told the Chief what they expect from the Department?"*

The SPPD employee survey included a number of postulates or assumptions about the Department’s operations and strategic direction. We asked the employees to tell us the extent to which they agreed or disagreed with each statement. The responses to some of the key descriptors of the Department’s strategic vision and direction are displayed in Figure 2. These responses show that many employees feel there is no clearly defined, well-accepted, Department mission.

<b>Postulate</b>	<b>Percent Disagree</b>
The Administration (Chief and Commanders) of the Santa Paula Police Department has established a clearly defined mission, direction, and set of goals, objectives, and service priorities for the department and these are communicated well to each employee.	58%
There is consensus and overall acceptance among the department’s employees, that the department’s official, stated mission, goals, objectives, and service priorities are valid and will provide the Santa Paula community with good policing services.	43%
The department has done a good job in achieving its stated mission, goals and objectives.	55%

**Figure 2**  
**Police Department Mission and Goals**

Most city governments want and expect to have a high quality police agency that is committed to values such as: community policing, contributing to neighborhood livability, reducing crime and the fear of crime through proactive policing strategies, treating people with respect, and protecting human rights. Many cities are learning that the most appropriate vehicle for making these values known to the police department and the community is through a Strategic Policing Plan. It would be difficult for a city government to hold its police agency accountable for providing and maintaining a high standard of policing if it fails to make that expectation known to all concerned.

If a police department does not have a coherent vision of its mission, values, and overall direction, its policing endeavors are likely to be inconsistent, haphazard, misunderstood, hesitant, and ineffective. Without an overall plan, police personnel can be expected to express frustration over a “lack of direction” within the organization. In the absence of a plan, strong personalities, special interest groups, or “micro-managing” administrators will step in and, at least attempt to fill the void. Decision making, policy enforcement, and program implementation becomes ad hoc and based on the whims of individuals rather than the values of the organization.

**FINDING 2:** The Department needs to engage leaders within City government and the community in a planning process to develop and create a consensus regarding a strategic policing plan for the City. Such a plan should include a vision and mission for the Department and a set of goals,

objectives, and service priorities. Whether the City decides to retain its own department or contract for services with Ventura County, it is essential that a plan be developed to guide the delivery of policing services to the community.

**RECOMMENDATION #2 (Basic):** At the earliest possible opportunity, the City should initiate a community based strategic planning process for the purpose of developing a comprehensive policing plan for the City.

On several occasions in the past, we have recommended a model format for a strategic policing plan. We recommend Santa Paula's plan include, as a minimum, the following items:

- A. Mission Statement – A succinct and understandable description of the agency's "reason for being." There are as many police mission statements as there are departments. Many are inadequate in that they tend toward platitudes, hyperbole, and generalities that are not informative, enforceable, or measurable. The more effective mission statements include precise descriptors of the kind of police service and outcomes that are expected.
- B. Value Statements – Precise descriptions of those standards of conduct and patterns of behavior that the organization and its members will adopt and institutionalize in pursuit of their mission.
- C. Goals – Descriptions of achievements or end results, which the organization will seek to attain as it pursues its mission.
- D. Objectives – A number of achievable "benchmarks" or intermediate accomplishments, which when completed together, will result in attainment of one or more of the organization's goals.
- E. Strategies – A series of value-based tasks or activities that the organization will pursue in seeking to achieve its stated objectives and goals.

Sample mission, value, goals, objectives, and strategy statements are presented in Appendix E.

**RECOMMENDATION #3 (Basic):** Institute a planning process that is inclusive of the Department's various communities of interest.

For a policing plan to have any hope for success, the Department's various communities of interest must accept it. These interest groups include the City Council, City Management, residents, businesses, civic groups, minority communities, other criminal

justice agencies with which the Department works, and perhaps most significantly, the Department's employees, supervisors, and managers, sworn and non-sworn alike. Ideally, a community based planning effort could take as much as one or two years to complete. Such a process would begin with an extensive community education program, evolve into focus groups developing consensus over the language to be included in the Mission and Value statements, and finally transitioning into joint work sessions with police personnel and outside stakeholders to identify neighborhood livability issues and policing priorities. However, the process does not need to be very complex and time consuming. Since Santa Paula's need for a policing plan is particularly urgent, an abbreviated, but equally effective process similar to the one described in Appendix F is recommended.

### III. WORK ENVIRONMENT

A Police Department's work environment can play a large role in determining overall employee morale and job satisfaction. This chapter discusses the work environment issues found at the Santa Paula Police Department.

#### Positive Factors

The employee survey of the SPPD included a number of postulates or assumptions about the work atmosphere within the Department. The employees were asked to tell us the extent to which they agreed or disagreed with the statement. Some positive responses to key work atmosphere descriptors are summarized in Figure 3. These responses show that employees feel they are in a work environment that encourages a high level of trust, positive staff and management relationships, and mutual respect.

POSTULATE	PERCENT AGREE
Relations between Sworn and Civilian Employees are Very Good	94%
Relations between SPPD administration (Chief and Commanders) and employees are positive and constructive	67%
There is a high level of trust between SPPD administration (Chief & Commanders) and the employees	58%
I can openly and freely discuss work related ideas and disagree with official department policy without risking repercussions or retaliation from top management	76%
Supervisors value the opinions and judgment of subordinates	70%
SPPD has a well-earned reputation as an Equal Employment Opportunity (EEO) Employer	70%
If I were the subject of a citizen complaint, I feel confident that I would be treated fairly during the investigation	90%

Figure 3  
Positive Indicators

Employees were also asked to independently identify qualities that make SPPD a pleasant place to work. The most common responses to this request are presented in Figure 4. The top three responses included the people, work atmosphere, and approachable supervision.

Factor	No. of Responses
People	21
Atmosphere	12
Approachable Supervision	11
Flexible Hours	10
Community Support	8
Size	7
City	4
Learning/Training	4
Not Oversupervised	4

Figure 4  
Factors that Make SPPD a Good Place to Work

The employee survey also included a description of a scenario whereby employees were asked to assume they had been involved in an on or off duty incident,

which initially generates a “tremendous uproar of criticism from the community directed both toward the individual employee personally, and the Department and City

<b>Postulate</b>	<b>Percent Agree</b>
While facts are being gathered, I can count on the backing of the Chief and Commanders as they respond to the community' s criticism.	79%
While facts are being gathered, I have no doubt that Supervisory personnel (Sergeants) will be supportive of me.	94%

government generally.” The employees were asked to assume that most of the early criticism is based on rumor and speculation rather than hard facts. Under these circumstances, the employees were asked if they agreed or disagreed with the statements represented in Figure 5.

**Figure 5**  
**Anticipated Support from Department in a Crisis**

employees believe their organizational superiors will treat them in a fair and supportive manner during a period of personal crisis.

The responses displayed in Figure 5 clearly indicate that Department

### Negative Factors

While most employees described their work environment positively, there were some factors that make SPPD a less pleasant place to work. As shown in Figure 6 and 7, employees identified compensation plan and the adequacy of resources to do their jobs as elements that contribute to a negative work environment. Organizational and “m anagement style” issues were also mentioned frequently.

<b>Postulate</b>	<b>Percent Disagree</b>
Our Department has a good system to recognize and reward employees who go beyond the call of duty.	58%
When I do something outstanding I am rewarded.	64%
The supervisory "chain-of-command" responds to employee grievances in a timely and equitable manner.	73%
The administration (Chief and Commanders) maintain an environment where everyone' s abilities, skills, and talents are appreciated and utilized.	51%
Overall, the salary and benefits package provided by SPPD is comparable to or better than other departments in the surrounding area. Employee	97%
Employee discipline policies, practices, and procedures are implemented fairly, consistently, and without favoritism.	76%

**Figure 6**  
**Negative Indicators**

These responses, combined with onsite observations, suggest that SPPD's work environment can be improved through "a more businesslike approach to Department operations." This would include items such as: a more equitable compensation package, a more meaningful employee recognition program, a performance evaluation system with regular and timely evaluations, increased employee accountability achieved through a fair and equitable disciplinary system, increased timeliness in management's response to employee grievances, requests, and suggestions submitted to superiors through the chain of command, and more equity and less perceived favoritism in selections for promotions, special assignments, and training.

Factor	No. of Responses
Wages	23
Understaffed	14
No Discipline	11
Leadership	10
Poor Resources	9
No Accountability	6
No Money	6
Favoritism	6
Lack of City Council Support	5

**Figure 7**  
**Factors that Make SPPD an Unpleasant Place to Work**

**FINDING 3:** The SPPD work environment is characterized by very positive interpersonal relationships both between peers and between organizational superiors and their subordinates. We detected a strong sense of "family" among Department employees. However, as with any "family" atmosphere, there is always room for improvement. Improvements can be realized if the Department and City administrations take steps to institute more systematic, business-like approaches to the Department's operations. Specific recommendations to address these issues will be presented in appropriate sections throughout this report.

#### IV. POLICE POLICIES AND PROCEDURES

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A Police Department's policies and procedures establish its approach to addressing a community's safety needs. These operating guidelines often determine a department's overall effectiveness in responding to and preventing crime. The Santa Paula Police Department could better respond to the City's safety needs by reassessing and reestablishing its policies and procedures.

##### **Calls-for-Service Dispatch Policies**

An examination of calls-for-service records together with information obtained through staff interviews has revealed that SPPD's dispatches officers on a wide variety of requests for service not normally considered appropriate "police business." There were 24,000 incidents dispatched to patrol officers in 2002, yet there were only 2,445 incident/case reports written and 1,653 criminal cases investigated that year. This would indicate that a large share of incidents to which SPPD's scarce patrol resources are being dispatched are unrelated to the customary police mission. In addition, while police personnel resources have remained relatively constant over the past ten years, calls-for-service have increased by twenty-four percent (24%). Yet, during this same time period (1992-2002), the number of serious (Part One) crimes reported to the Department declined by forty-four percent (44%).

Some comments from employee interviews and surveys regarding calls-for-service dispatch policies include the following:

*"Stop catering to every citizen in the City for unimportant non-workable incidents (i.e., the stolen garden hose, the barking dog, the lost cell phone, etc.)."*

*"Public is spoiled. We waste time and energy on non-police issues."*

*"Its ridiculous to be obligated to respond to non-police type calls to satisfy the public in response to their complaints – when resources can be better utilized."*

Some examples of calls-for-service for which officers have been dispatched cannot be described as an effective use of limited police resources. These calls included incidents where officers were expected to assist a parent to get their child to go to bed or school. We also learned that officers are routinely dispatched to accompanying emergency medical responders on medical calls. While this kind of police service very likely contributes to the Department's high community approval rating, we question the desirability of such dispatch policies when the Department is being forced to work with a very limited pool of officers.

Most cities would prefer to have their police agencies provide the highest level of service to the community, responding to and dealing successfully with each and every citizen request for service and investigating and clearing every crime reported. In fact, since police agencies are usually open 24 hours per day, seven days per week, traditionally they have been the first agency to which citizens turn when they need help, whether its assistance with a barking dog, loud party, neighborhood dispute, family disturbance or burglary in progress. Unfortunately, the police agency with the resources necessary to be “all things to all people” is rare. During the late ‘70s and ‘80s, the age of dwindling public resources, “cut-back management”, and rising crime rates, police agencies and the entire criminal justice system, were forced to find ways to “work smarter, not harder.” Most agencies realized that some of their traditional service delivery practices represented neither an effective nor efficient use of police resources. Many realized that there was little to be gained in repeatedly sending officers to take reports on “cold,” low level criminal incidents where there was little chance of making an arrest, and no prospect of prosecution even if an arrest were made. There was even less to be gained by sending officers to deal with issues more appropriately handled by non-police agencies.

**FINDING 4:** SPPD has a long standing practice of dispatching police officers on nearly every citizen call for service, whether or not the service request warrants police involvement. This is a wholly ineffective use of limited police resources.

**RECOMMENDATION #4 (Basic):** The Department should immediately review its dispatching practices and develop a written policy outlining the criteria to be used by call-takers in evaluating and ascertaining if a service request warrants the on-scene presence of an officer. Incidents that do not involve law enforcement matters should be referred to non-police agencies.

**RECOMMENDATION #5 (Basic):** The Department should initiate a community education program to explain the rationale and gain support for the new dispatch policies.

**RECOMMENDATION #6 (Basic):** Department supervisors, managers, and administrators should enforce adherence to the new dispatch policies and refrain from authorizing unjustified exceptions to the policies.

### **Community Policing and Community Based Crime Prevention**

SPPD is to be commended for its sponsorship of the Las Piedras Community Policing Building. The services provided out of this facility are valuable and contribute to the well-being of the community. The fact that these services are provided under the auspices of the Police Department provides SPPD with an invaluable community

relations tool. However, the Las Piedras facility does not constitute “community policing” as it has become known through out the policing profession.

Community policing is a philosophy. It is not necessarily a program or a public relations strategy. In 1989, the City of Portland, Oregon’s Police Bureau began integrating community policing into its routine operations. At that time they promulgated a definition of community policing that reflects a national consensus even today. The definition is as follows:

*“Community policing is based on a philosophy which recognizes the interdependence and shared responsibilities of the police and community in making Portland a safer, more livable city. Community policing reflects the values of the community: community participation; problem solving; officer involvement in decision-making; police accountability; and deployment of police personnel at a level closer to the neighborhood.”*

Police agencies that successfully employ the principles of community policing do so by engaging the community in a partnership to develop and implement strategies that preserve neighborhood livability and reduce the incidence of crime and the fear of crime in the community. To a great extent community policing involves problem solving and that requires an informed and trained citizenry. Only fourteen percent (14%) of the residents responding to our community survey indicated that they had attended a “community or neighborhood meeting” sponsored by the police.

Fifty-two percent (52%) of the respondents to our employee survey indicated that the Department’s various policing programs had not had “good success” in preventing the occurrence of crime and fifty-five percent (55%) said SPPD had not had success in reducing the fear of crime in the community. Fifty-two percent (52%) said the Department had not had “good success” in involving the community in crime prevention efforts. Clearly, the Department needs to do much more to create a partnership with the community to preserve neighborhood livability and reduce crime and the fear of crime in the community.

An example of a very effective police-community partnership can be found in the concept of a Neighborhood Resource Advisory Committee. Such a committee could be made up of Neighborhood Watch Captains and other persons of similar interests who have a close involvement with activities and events occurring within their neighborhoods. The Committee would work with the commander of the patrol and special enforcement functions and meet periodically with the commander, the patrol Sergeants, and selected line personnel to discuss crime problems and livability issues being dealt with at the neighborhood level. They would provide the Department personnel with input and advise in designing police programs and strategies to address neighborhood problems and issues.

**FINDING 5:** SPPD has not integrated the principles of community policing and community based crime prevention in its routine operations. Although

the Las Piedras facility provides an excellent service to the community, it does not represent what is customarily known within the police profession as 'community policing'. The Department's apparent reluctance to embrace community policing is attributable in large measure to its pervasive lack of resources. However, the institution of a meaningful community policing strategy could actually assist the Department in dealing with the community's crime and livability issues. By all indications, the Chief has excellent rapport with and contacts within the resident and business communities of Santa Paula and would be a 'natural' to lead the Department in developing community policing partnerships with the residents and business within Santa Paula.

**RECOMMENDATION #7 (Basic):**Make one officer available to assist the Chief and Operations personnel in engaging the community in forming partnerships for community policing and crime prevention endeavors.

**RECOMMENDATION #8 (Basic):**Provide the community policing officer with specialized training and opportunities to visit other police agencies that have been successful in implementing community policing.

**RECOMMENDATION #9 (Basic):**Establish a Neighborhood Watch and Block Captain Program.

**RECOMMENDATION #10 (Basic):**The Department should create a Neighborhood Resource Advisory Committee.

### **Problem Oriented Policing**

Many of the incidents to which the police respond are "repeat calls" frequently involving the same kinds of complaints, at the same addresses or in the same areas of town, involving the same kinds of environmental factors, and often the same individuals as both victims and perpetrators. The seasoned beat officer has always been able to report facts about chronic call in his/her district such as: the names of families who are involved in most of the domestic disturbance calls, the parking lots where most of the auto burglaries occur, the bars where patron disturbances occur most frequently, the street blocks where most complaints of juvenile rowdiness occur, and the parks and street corners known as areas frequented by certain gang members. The logical conclusion that has been derived from the "repeat call" phenomenon is that a police agency can go a long way to reducing demands on its scarce resources if it addresses itself to eliminating the "problems" which cause the incidents which generate calls for police service. This has come to be known as "problem oriented policing" or POP.

SPPD has utilized some elements of POP in its operations and the re-establishment of the SED is one such example. However, with only two people, SED's ability to implement a full range of POP strategies is limited. Further, fifty-eight percent (58%) of the respondents to our employee survey said patrol officers did not have sufficient time to engage in the kind of proactive policing and directed patrol endeavors normally associated with POP strategies.

A typical response from an employee regarding proactive policing follows:

*"Proactive policing? For the most part it doesn't happen. We just go from call to call. We don't have enough resources to do it but we also don't get a lot of encouragement and incentive to do it either"*

**FINDING 6:** Reestablishing the Special Enforcement Detail is a step in the right direction. However, much more needs to be done to fully implement and reap maximum benefits from Problem Oriented Policing strategies. The Department's ability to move toward a greater emphasis on POP will depend on its ability to reduce the calls-for-service demands on its uniformed patrol resources. If it can successfully reduce the amount time officers are devoting to the handling of calls-for service, officers should be encouraged to get involved with more proactive endeavors.

**RECOMMENDATION #11 (Basic):** As soon as patrol officer time is available, command and supervisory personnel should begin planning for and directing the deployment of officers to engage in proactive policing including directed patrol missions, walking beats, targeted traffic enforcement, surveillance of popular graffiti targets, attendance and neighborhood meetings, augmentation of SED missions, etc.

**RECOMMENDATION #12 (Enhanced):** The Department should immediately seek to fill the vacant CSO position, a key component of problem oriented policing strategies.

### **Miscellaneous Practices**

We learned of a number of practices that create unnecessary demands on personnel resources in areas where the Department's staffing level is particularly critical. One of those practices involves dispatch personnel taking lost cell phone reports. These reports are taken purely as a courtesy to and convenience for citizens who misplace their cell phones and need a means of documenting the loss to their insurance companies. There is no law enforcement purpose in taking these reports.

Another questionable practice occurs when a custodial parent calls to report the late return of a child from a parental visitation. In these cases there is no allegation of a criminal violation. The Department is merely maintaining a log of late returns for use

by the custodial parent in the event they wish to be able to document late returns in any future custody disputes. Dispatch personnel, who are already understaffed, have been given the assignment to take these reports.

FINDING 7: Given its very limited staffing, the Department can ill afford to take on tasks that have no relevance to providing effective policing services.

**RECOMMENDATION #13 (Basic):** The Department should discontinue the practice of recording lost cell phone and late returns of split custody children and should aggressively scrutinize its operations for and eliminate other superfluous tasks.

## V. BUSINESS POLICES AND PROCEDURES

Internal business practices, policies and procedures can help improve and maintain positive employee moral and job satisfaction. This section reviews the Santa Paula Police Department's current business policies, practices and procedures and outlines some recommendations for improvement.

### Employee Compensation

As has been previously noted throughout this report, the employees responding to the survey expressed nearly unanimous dissatisfaction with their salary and benefit package. An analysis of salaries paid to police professionals in the established benchmark cities and elsewhere in Ventura County, shown in Figure 8, reveals that Santa Paula salaries are significantly lower than any of the other cities.

	POLICE OFFICER		SERGEANT		DETECTIVE		CAPTAIN/COMMANDER		CHIEF	
	Low	High	Low	High	Low	High	Low	High	Low	High
VENTURA CITY	\$ 4,311	\$ 5,240	\$ 5,834	\$ 7,140	\$ 4,311	\$ 5,240	\$ 5,186	\$ 6,303	\$ 9,200	\$ 12,328
CULVER CITY	\$ 4,179	\$ 6,281	\$ 6,642	\$ 4,705	\$ 4,179	\$ 6,281	\$ 9,088	\$ 9,998	\$ 10,906	\$ 11,996
OXNARD	\$ 4,035	\$ 5,175								
LA VERNE	\$ 4,019	\$ 4,885	\$ 5,105	\$ 6,204	\$ 4,019	\$ 4,885	\$ 7,367	\$ 8,954	\$ 8,985	\$ 10,921
PORT HUENEME	\$ 3,988	\$ 5,184	\$ 5,062	\$ 6,581	\$ 4,168	\$ 5,418	\$ 6,509	\$ 8,461	\$ 7,658	\$ 9,956
SIMI VALLEY	\$ 3,999	\$ 5,516	\$ 4,842	\$ 6,672	\$ 4,099	\$ 5,616	\$ 7,666	\$ 9,966	\$ 9,224	\$ 11,991
MONROVIA	\$ 3,900	\$ 4,977	\$ 4,847	\$ 6,186	\$ 4,114	\$ 5,250	\$ 6,932	\$ 9,012	\$ 8,577	\$ 11,124
SAN JACINTO	\$ 3,256	\$ 3,958	\$ 4,379	\$ 5,323	\$ 3,256	\$ 3,958	\$ 5,142	\$ 6,250	\$ 5,675	\$ 6,899
SANTA PAULA	\$ 3,048	\$ 3,706	\$ 3,612	\$ 4,390	\$ 3,254	\$ 3,954	\$ 4,322	\$ 5,254	\$ 5,860	\$ 7,122
CALEXICO	\$ 2,768	\$ 4,000	\$ 3,815	\$ 4,637	\$ 3,457	\$ 4,202			\$ 5,859	\$ 7,121
<b>BENCHMARK AVG</b>	<b>\$ 3,587</b>	<b>\$ 4,644</b>	<b>\$ 4,758</b>	<b>\$ 5,453</b>	<b>\$ 3,778</b>	<b>\$ 4,850</b>	<b>\$ 6,560</b>	<b>\$ 7,988</b>	<b>\$ 7,646</b>	<b>\$ 9,306</b>
% DIFF	-15%	-20%	-24%	-19%	-14%	-18%	-34%	-34%	-23%	-23%
<b>VENTURA COUNTY</b>	<b>\$ 3,871</b>	<b>\$ 5,404</b>	<b>\$ 5,049</b>	<b>\$ 7,079</b>			<b>\$ 4,679</b>	<b>\$ 6,917</b>	<b>\$ 5,988</b>	<b>\$ 8,849</b>
% DIFF	-21%	-31%	-28%	-38%			-8%	-24%	-2%	-20%
<b>NON CONTRACT CITIES AVG</b>	<b>\$ 3,876</b>	<b>\$ 4,964</b>	<b>\$ 4,837</b>	<b>\$ 6,196</b>	<b>\$ 3,958</b>	<b>\$ 5,057</b>	<b>\$ 5,921</b>	<b>\$ 7,496</b>	<b>\$ 7,985</b>	<b>\$ 10,349</b>
% DIFF	-21%	-25%	-25%	-29%	-18%	-22%	-27%	-30%	-27%	-31%

NOTE: The wages paid to a lieutenant in Ventura County were used as the comparison point for the Commander position. The wages paid to a Sheriff Captain were used as the comparison point for the Police Chief Position. Blank cells indicate that the City has not provided wage information for a position. The Cities of Ventura, La Verne, and Culver City do not have a separate pay scale for the Detective position. It is considered a rank within the Police Officer position.

**Figure 8**  
Salary Survey Including Benchmark Cities, Ventura County Sheriff, and Non Contract Cities

The following are typical comments provided by employees regarding their salary and benefit packages:

*"There's no incentive to promote because pay between officer, senior(officer), sergeant is so close to each other."*

*"Poor pay – the pay scale is laughable. There are cities smaller than Santa Paula that pay forty percent (40%) more than this Department. This is not only embarrassing but makes for good conversation among outside agencies - yet we do 10 times more work than those agencies."*

FINDING 8: Police salaries are significantly lower in Santa Paula than in any of its benchmark cities or in other cities in Ventura County.

**RECOMMENDATION #14 (Enhanced):** Develop and initiate a plan to raise police and support staff salaries to become more comparable with those of the benchmark and other cities in Ventura County. Making staff salaries more comparable to other cities need not occur in a single salary adjustment. A plan to gradually raise salaries over a period of time would be appropriate.

### **Performance Evaluations.**

The Department's current evaluation rating forms are job related and well developed. Regrettably, the Department is inconsistent in requiring supervisors to complete the evaluations on subordinate personnel. Many employees expressed the perception that the Department has a poor record of holding employees accountable for their job performance with supervisors tolerating substandard work products such as poorly written reports. Completing evaluations regularly and in a timely manner is necessary to help employees understand their strengths and weakness, and make needed adjustments to improve their performance.

The following employee comments regarding the Department's performance evaluation system were received:

*"No evaluation in over 5 years."*

*"It would be nice to know where you stood with your supervisors. Even the slightest feedback would be nice."*

*"It can't be that difficult to have a performance evaluation system, can it? Some of the people around here need to be told they are rotten report writers or whatever their weakness is. And then there needs to be follow through by management to fix the problems or make them go someplace else to work."*

FINDING 9: The Department has a performance evaluation system but it is seldom used.

**RECOMMENDATION # 15 (Basic):** The Department should begin immediately to require supervisors to complete evaluation forms on their subordinates at regular intervals of at least once each year. Substandard performance should be documented and corrective action plans developed and monitored to ensure performance deficiencies are rectified.

## Disciplinary Practices.

As was noted in the discussion on SPPD's Work Environment, seventy-six percent (76%) of employee respondents indicated that discipline policies, practices and procedures are not implemented "fairly, consistently, and without favoritism." However, most employees are confident that if they were the subject of an Internal Affairs or similar investigation, they would be treated fairly. In contrast, employees believe the Department is not aggressive enough in holding employees accountable for misconduct. Further, they believe that when investigations of employee misconduct are initiated, the process is cumbersome, unnecessarily protracted, and seldom results in disciplinary action. There was one investigation that was on-going during this study and appeared to be taking a long period of time to reach a conclusion. Most supervisory and management employees we met with indicated this was not unusual.

The following comments were received from employees:

*"Start making people accountable for their actions. I have never seen anyone disciplined since I started here."*

*"Discipline! Employees should be held accountable for actions. It is discouraging to enforce laws when Department employees don't have to follow policies."*

*"We have no accountability. IAs take forever to complete. By the time they are complete, if ever, nobody can remember when the incident occurred and the general attitude is 'who cares'?"*

What appears to be lacking in the Department's disciplinary process is a written policy statement that is enforced by Department administrators. A written policy would give employees some sense of certainty as to what they can expect the Department's response will be in dealing with an allegation of misconduct. It would also provide direction and consistency in supervisory and management response to the allegation and the subsequent imposition of discipline, if appropriate. A written policy should include, but need not be limited to, the following provisions: 1) the immediate designation of a supervisor or manager as the investigating officer, 2) a provision for the investigating officer to work exclusively on the investigation until it is completed and presented to the Chief for adjudication, 2) a specified period of time, perhaps ten (10) days, during which the Chief would be required to review the investigator's findings and issue a final determination on the investigation, 3) established categories of investigation determination such as exonerated, unfounded, sustained, and not sustained, and 4) a specified period of time within which a Skelly process, if required, should be initiated or discipline imposed following issuance of the Chief's determination.

FINDING 10: The Department does not act in a timely or systematic manner in conducting investigations of alleged misconduct, issuing final determinations of investigative findings, and imposing disciplinary action. A concerted effort should be made to expedite completion of investigations of employee misconduct and, once complete, immediately determining if discipline is warranted. If discipline is warranted, it should be imposed as soon as possible.

**RECOMMENDATION #16 (Basic):** Develop and enforce a written policy outlining the procedures to be followed in responding to an allegation of employee misconduct and the imposition of discipline when appropriate.

**RECOMMENDATION #17 (Enhanced):** If additional resources become available and the proposed Operations Support Unit is established in accordance, assign responsibility for misconduct investigations to the unit manager (Lieutenant).

### **Selection Procedures for Promotions and Special Assignments.**

Not surprising for a small department, eighty-two percent (82%) of employees responding to the employee survey thought upward mobility (promotions) opportunities were not very good. However, compounding the perception that promotional opportunities were limited, sixty-seven percent (67%) of the respondents also expressed the opinion that promotion decisions are not based on merit but rather involve favoritism or “who you know.” Similarly, fifty-eight percent (58%) thought selections for specialized training or new assignments were not based on merit but, rather, favoritism. Typical of the comments received are:

*“Promotions or assignments should be based on the most qualified not a popularity contest.”*

*“There is no consistent way for choosing assignments. Sometimes there are oral exams, sometimes tests, then other times assignments are just given. It causes a lot of problems in the rank and file.”*

A selection process that is fair and merit based both in perception and actuality is crucial for the maintenance of positive employee morale. Further, a small department such as SPPD with very limited personnel resources must take extraordinary steps to ensure the most qualified candidates are selected for promotion and special assignments. Doing otherwise would most certainly work in opposition to the Department’s endeavors to provide the highest quality of policing services to the community.

FINDING 11: The procedures used to select employees for promotion, training, or special assignments are inconsistent and leave many employees with the perception that favoritism, not merit is the basis for selections.

**RECOMMENDATION #18 (Basic):** Develop and distribute a formal, written policy and procedural directive governing the selection process for promotions, training, and special assignments. The selection process should be merit based and preclude even the perception of impropriety. The Department should also consider routinely including members of the community and outside criminal justice and related agencies in its selection processes.

**RECOMMENDATION #19(Enhanced):** The Department should investigate the feasibility of contracting to obtain promotional examination services from other cities having professional human resources staffs or private firms specializing in employee selection.

FINDING 12: Given the small number of employees within the Department, limiting applications for promotion to in-house staff creates a very limited applicant pool. The Department should be seeking the best-qualified individuals regardless of where they are presently employed. This is particularly true for promotions to managerial ranks such as Chief and Commander, and to some extent Sergeant.

**RECOMMENDATION #20 (Basic):** Selection procedures for managerial job classifications (above Sergeant) should always allow for applications from law enforcement professionals outside the agency in addition to those from within SPPD.

### **Organization Structure.**

Many of the employees contacted during the study displayed considerable confusion and uncertainty as to the Department's organizational structure. When asked to identify the Commander under which his unit was organizationally placed, an employee responded: "Frankly I'm not sure. I think it's supposed to be ... but we never see him so I'm not really sure." When asked to whom the employee turned for questions and advice on policy and operational matters, the employee replied, "The Chief." In addition, the organization chart the study team was provided with did not include all of the Police Department functions and positions described in the City's budget.

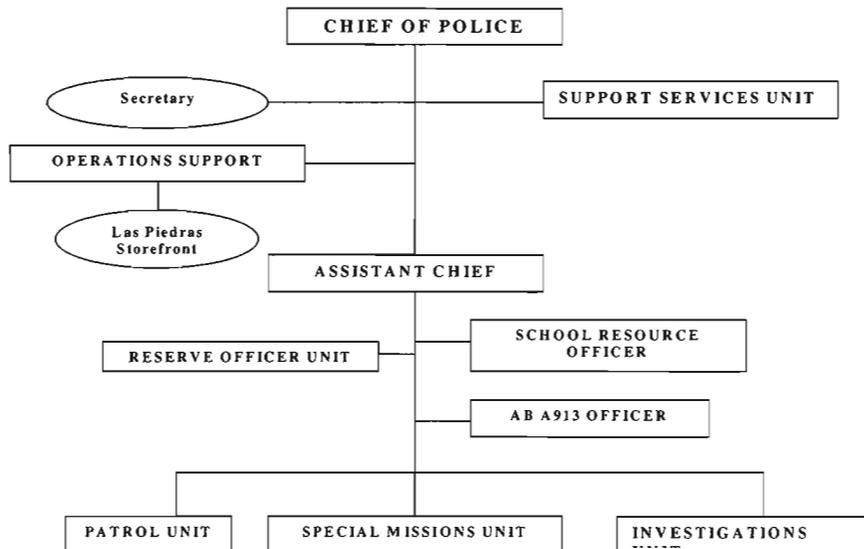
Among the comments received from employees regarding the Department's current organization are the following:

*"Do we have an org chart? I know we have two Commanders but I'm not exactly certain what all they are responsible for. One has patrol and the other has detectives but they call him Administrative Services. Beyond that it's anybody's guess."*

*"I've never seen an organization chart for the Department. I think everyone just works for the Chief."*

*"I saw an org chart in the budget but as I recall it wasn't right. It had dispatch under Operations but I think they're under Admin, maybe not."*

The current organization structure, as described by Department officials and displayed in Appendix G, seems outmoded, confusing, contains overlapping areas of responsibility, indistinct lines of authority, and does not lend itself to effective intra-departmental communication, collaboration, and teamwork. Further, it is ill suited to community policing and the strategic, problem oriented application of resources to address community livability issues. There are several organizational models that would work effectively for SPPD. We suggest the model shown in Figure 9, which is presented in greater detail in Appendix H. This proposal provides for the following:



**Figure 9  
Proposed Organization Chart**

*Administrative Officer:* Create a new, non-sworn Administrative Services Officer position to manage a Support Services Unit in which all support services would be consolidated. This would include Records, Communications (now known as Dispatch), Animal Control, Evidence Room, and Maintenance. A civilian manager educated and experienced in generalist, municipal administration disciplines including budget and finance, information technology, records management, employee relations, and

associated support service fields would provide much needed direction, coordination, stability, continuity, and professionalism to the functions included within the unit.

*Assistant Chief Position:* Establish an Assistant Chief to oversee patrol, investigations, special enforcement activities, and the AB 1913, reserve officer and school resource officer programs. This position would be responsible for several of the functions currently handled by the two Commander positions. Under the proposed format, the Assistant Chief would be responsible for managing the activities of twenty-seven full-time sworn personnel and the reserve officers with the assistance of six (6) Sergeants. This is well within acceptable span of control parameters. Further, consolidating the Department's principal operations functions under a single administrator would facilitate coordination, communication and collaboration between operational units. This would also allow the Assistant Chief to become a key factor in advocating for and promoting the introduction, monitoring, and evaluation of problem oriented and community policing concepts within the patrol, investigations, and special mission unit. Having one person within a small, municipal police agency who is responsible for administering operational programs allows that individual to:

- Closely monitor crime and neighborhood livability issues and trends,
- Oversee the effectiveness with which Department resources are deployed to address crime and livability issues, and
- Initiate immediate adjustments in the Department's resource deployment strategies to improve their effectiveness in achieving their intended objective.

It should be noted that the establishment of the Administrative Officer and Assistant Chief Position requires the elimination of the two Commander positions. Currently, these positions are responsible for portions of the Department's line operations with support services functions scattered between them. One position oversees Patrol and Dispatch while the other manages Detectives and Special Enforcement, records, animal control and maintenance. In a Department of this size, there is no need to divide management of the line operations and neither is such a division desirable from a command and control perspective. Both internal and outside applicants should be invited to participate in the recruitment process for these positions.

*Chief:* With the Assistant Chief and Administrative Officer positions in place, the Chief will be in better position to fulfill his role as Chief Executive Officer (CEO). He will have direct responsibility for long-range strategic planning; program and policy formulation, implementation, and evaluation. The Chief will also be better able to coordinate with the City Manager, Council and other City Departments. He will also and be responsible for establishing improved community relations and advocacy for the Department and its resource needs. As was mentioned earlier in this report, the Chief should have responsibility for taking the lead in engaging the community in assisting

the Department transition to a community-policing agency. The proposed structure should help him accomplish these goals.

*Operations Support Unit:* Under the management of a sworn Lieutenant-level manager, this unit should be the Chief's "quality control and action team" to assist him in carrying out his CEO responsibilities. It should be given specific and exclusive responsibility for organizational and operational support functions including personnel management and training, planning and research, program and policy development, program level performance evaluations, internal and citizen complaint processing, public information, and community crime prevention. Creation of this unit does not imply that other personnel within the Department ought not to be assigned periodically to assist in carrying out its responsibilities, for example in training, policy development, or community education and crime prevention. However, to avoid overlapping responsibilities and confusion over accountability for specific activities, it should be made clear within the organization that this unit is charged as the office of primary responsibility and authority over these issues.

*Special Missions Unit:* This unit, under the guidance of the Assistant Chief, would be primarily responsible for community policing efforts. The Department's community outreach programs, such as the Las Piedras Storefront, would be expanded through the Special Missions Unit. This group would implement proactive police measures and addressing gang activity within the community. Officers that were members of the SRT could be reallocated to this group. Their specialized training would likely enhance the efforts of the Special Missions Unit. However, recruitment for the SMU should be open to all officers.

*Dispatch:* Formally recognize the lead worker/supervisory roles being performed by one Dispatcher in the Dispatch section and the full-time Typist Clerk in the Records section. As these positions have evolved over time, the organization has, at least informally, given these positions duties such as employee scheduling, assigning work, oversight of fellow employee work performance, employee training and direction, and work area policy formulation and enforcement. It is absolutely appropriate and an effective use of personnel to assign lead worker responsibilities to designated individuals in these specialty areas.

**FINDING 13:** The Department's current organization structure does not contribute to effective communication, command and control, operational accountability, collaboration, and teamwork, nor does it promote the institutionalization of Community and Problem Oriented Policing.

**RECOMMENDATION #21 (Basic):**Restructure the Department's organization to promote enhanced span of control, communication, collaboration, team work, and accountability in accordance with the model presented in Appendix H.

**RECOMMENDATION #22 (Enhanced):**Re-classify two non-sworn positions to reflect their actual lead worker/supervisory responsibilities. These include the full-time Typist Clerk who oversees the records function and the "senior" Dispatcher who functions as a lead over the other five dispatchers.

### **Employing Part-time Employees to Perform Full-time Work**

The City has adopted a practice of employing individuals on a part-time basis to perform a work that could occupy a full-time employee. While employing part-time workers may conserve financial resources, overall work quality and efficiency in the Police Department may be negatively affected. In the Records unit, three part-time typist clerks are employed to process and transcribe police reports where there is a significant workload to justifying employing at least one and perhaps two full-time employees. The scheduling of part-time employees with their work hour limitations is problematic and can result in backlogs in transcription workloads.

**FINDING 14:** The City has a practice of employing part-time employees to accomplish work that would justify full-time workers.

**RECOMMENDATION #23 (Enhanced):** Convert part-time employees to full-time status as warranted by workload availability.

### **Take Home Vehicle Policy**

The department allows the following personnel to use city owned vehicles for commuting purposes: the Police Chief, two Commanders, the Sergeant and Detectives assigned to the Investigative Unit and the three Canine Officers. However, the Department has no written policy outlining the eligibility criteria for take home vehicles nor are there any written restrictions on the use of these vehicles after normal duty hours. The Department maintains an "understanding" that the vehicles are to be used for "official city business." Generally, police departments allow city -owned vehicles to be used for commuting purposes under the following circumstances:

- The employee is required to respond immediately to any potentially dangerous situation
- The employee has 24-hour management, supervisory, or operational responsibilities that may require a response to a field location such as a crime scene.

- The employee is required to transport special equipment or supplies when responding from their home to field locations.

In the Santa Paula Police Department, the Investigative Unit Sergeant and Detectives are expected to report to crime scenes to initiate follow-up investigative procedures when major crimes occur. The Chief of Police and Commanders have 24-hour management and supervisory responsibilities. The Canine officers use their vehicles to transport their dogs to their homes where they live with the handlers. The SPPD's take home vehicle designations appear to be both reasonable and consistent with industry practices. However, the Department should develop a written policy on take home vehicles that should include the criteria for take home car privileges and use restrictions such as:

- Permitting the use of the vehicles for non-police activities only if those activities occur immediately before or after work and are incidental to the commute to and from work.
- Prohibiting employees from operating a city vehicle after consuming intoxicants.
- Prohibiting use of the vehicles by family members or friends
- Requiring the vehicle at a designated SPPD parking site when the employee is expected to be absent from work for a period of time.
- Requiring drivers to monitor the police radio when using the vehicle.
- Requiring that vehicles be operated within effective radio range, unless otherwise authorized.

FINDING 15: SPPD's take home vehicle authorizations are reasonable and consistent with industry standards.

**RECOMMENDATION #24 (Basic):** Develop a written policy delineating the criteria to be used in authorizing take-home vehicle privileges and establishing reasonable restrictions on vehicle usage.

## VI. RESOURCES

Police Departments require adequate resources to perform job functions effectively and efficiently. Without the most basic resources, such as the proper staffing and funding levels, radio system, vehicle fleet, and police facility; a police department can be hindered in its efforts to provide adequate public safety services to its community. This section reviews the Santa Paula Police Department's current resources and needed changes for improved performance.

### Funding

Santa Paula's primary benchmark cities have their own independent police departments. As shown in Figure 10, they expend an average of \$219 per resident on police services while Santa Paula spends approximately \$146 per resident. Santa Paula would have to increase police funding by approximately \$2.3 million annually to achieve the benchmark average per capita expenditure.

Policing cost figures for Ventura County contract cities were not readily available and not directly comparable. The expenditure ratio presented in Figure 10 for Moorpark are estimates based on actual Sheriff's Department billings for the month of November 2003. Some caution must be used in attempting to compare policing costs between contract and non-contract cities. The Sheriff provides a "menu of police services" from which contract cities may chose. Therefore, no two contract cities necessarily have the same level and quality of police services. In addition, each contract city is likely to budget an amount separate from its contract costs for such items as community based crime prevention and public safety education programs, police security for special community events, and specialized training for Sheriff's personnel assigned to the City's service area.

Benchmark City	Population	Police Expenditure Per Resident
Monrovia	36,926	\$ 287.00
Montclair	33,663	\$ 240.00
Culver City	38,816	\$ 209.00
Port Hueneme	22,500	\$ 188.00
San Jacinto	24,221	\$ 172.00
<b>Santa Paula</b>	<b>29,129</b>	<b>\$ 146.00</b>
*Moorpark	31,999	\$ 120.00

\*Ventura County Contract Policing City

**Figure 10**  
**Police Department Expenditures**

Nonetheless, policing costs for contract cities appear to be significantly lower than in cities having their own departments. This is no doubt attributable to the fact that cities that contract with the Sheriff are able to benefit from certain economies of scale and centralized support services not available to a city that operates its own police department. For example, each contract city will have a Sheriff's Captain specifically

identified as that city's "Police Chief." While this Captain will be responsible for managing the delivery of police services to a particular city, by prior agreement with the cities involved, the Captain may also serve more than one city and the costs of the position can be spread among the cities receiving his/her services. Similarly, a city with its own police department must set up, maintain, and staff its own "overhead functions" such as records management, 911 call receipt and dispatch services, training, purchasing and supply, fleet management, property and evidence control, etc. Contract cities contribute to the shared cost of such functions already maintained by the Sheriff's Department.

Whether Santa Paula should increase its funding for police services depends entirely on the type of service it wants, and its ability to identify the fiscal resources needed to sustain its desired level of policing. Interestingly, when respondents to the community survey were asked if they would support hiring more officers to meet community demand, even if it meant higher taxes, over sixty percent (60%) stated that they would support that proposal. The average amount each household was willing to spend on a yearly basis for "hiring more officers" was approximately \$28.00. This assessment would generate approximately \$500,000 annually, well below the \$2.3 million needed to augment the Department's current annual funding. However, with grant sources for major one time equipment acquisitions, this financial support could be a start in providing adequate funding for an independent police department.

**FINDING 16:** The City of Santa Paula spends considerably less on maintaining its independent police department than its five other benchmark cities. However, Santa Paula's per capita expenditure for policing is larger than that of other cities in Ventura County that contract for police services with the County Sheriff. The City should formally explore contracting options with the Sheriff and begin a discussion with the community regarding the type of policing it wants. If the City ultimately decides to retain its own police department, it should develop and initiate a plan to increase funding for the Department in an amount that approximates the average per capita expenditure of its benchmark cities.

**RECOMMENDATION #25 (Basic):** The City should request a proposal for contracted policing services from the Ventura County Sheriff's Department and use the proposal as part of its effort to develop a community policing plan (see RECOMMENDATION #3) and achieve a community consensus over the contracting issue.

**RECOMMENDATION #26 (Basic):** If the City decides to retain its independent police Department, a plan should be developed to seek enhanced and sustainable funding for the Department's on-going operations and grant funding for major one-time acquisitions. The enhanced

funding should be utilized to address the many needs identified elsewhere in this report including but not necessarily limited to:

- a) Increased staffing
- b) An Improved Radio System
- c) Mobile Data Terminals (MDTs)
- d) Improved Fleet of Police Vehicles
- e) A New Police Building

## Staffing

As was noted earlier in the report, SPPD is a virtual collection of contradictions and its staffing issue is no different. On the surface, the Department's staffing level seems low but adequate. However, upon closer analysis, it appears the Department does not have sufficient personnel to provide truly effective policing services to the community. The staffing issue will be discussed from a number of perspectives.

*Staffing and Workload Ratios:* Department staff was nearly unanimous in their belief that SPPD is seriously understaffed, particularly in the patrol function. However, traditional indicators of appropriateness of police staffing do not appear to support this contention. As shown in Figure 11, Santa Paula has a ratio of 1.1 sworn personnel per thousand residents. This places SPPD 8<sup>th</sup> in comparison to the staffing ratios of the nine benchmark cities and below the 1.6 average. However, when one examines these cities' Part One Crimes per thousand residents, a customary indicator of police workload displayed in Figure 12, Santa Paula's ratio (30.8) is below the average (37.4) for benchmark cities. Santa Paula's Part One statistics places it in 7<sup>th</sup> place in comparison with the other cities. Therefore, while Santa Paula's staffing rate is low compared to other cities, its workload is also low.

City	Rank	Sworn/1000
Culver City	1	3.3
Calexico	2	2.1
Monrovia	3	1.6
Montclair	4	1.6
<b>Benchmark Average</b>		<b>1.6</b>
LaVerne	5	1.4
Brawley	6	1.4
El Centro	7	1.3
<i>Santa Paula</i>	8	<b>1.1</b>
San Jacinto	9	1
Port Hueneme	10	1.4

Figure 11  
Benchmark Cities Sworn Personnel per  
Thousand Population

City	Rank	Crimes/1000
Montclair	1	64.9
Brawley	2	48.2
El Centro	3	42.3
Calexico	4	41.4
<b>Benchmark Average</b>		<b>37.4</b>
Culver City	5	37.3
<i>Santa Paula</i>	6	<b>30.8</b>
San Jacinto	7	30
Monrovia	8	29.4
Port Hueneme	9	25.6
LaVerne	10	24.4

Figure 12  
Benchmark Cities Part One Crimes per Thousand  
Population

*Response to Calls-for-Service:* Another factor used nationally to assess the adequacy of patrol staffing is response time to calls-for-service. In 2002, SPPD's response time for all calls-for-service was 5.6 minutes, well within industry standards. In addition, ninety-eight percent (98%) of respondents to our employee survey agreed that SPPD's response to urgent, high priority calls-for-service "is good and appropriate for the nature of the incidents." Furthermore, very few respondents to our community survey mentioned response time when asked to evaluate the performance of the Department. Response time simply was not a problem issue for the community.

*Contribution of Reserve Officers:* In January 2000, there were 16 reserve officers, each contributing an average of 16 to 54 hours per month and augmenting the Department's regular officers with 4,308 volunteer hours. In 2003, the Department had only 9 reserve officers despite having authorized posts for 20 officers. The primary responsibility of the Reserve Officers is patrol. However, the reserves are generally used as back-up to regular officers and are not typically dispatched on high priority calls. The reserves are not scheduled in advance for assignments but are put to work when they appear for duty. If Reserve Officers could commit to working an advanced, minimum work schedule, their value as a resource to patrol would be significantly enhanced. Reserve officers appear to have been a major factor contributing to the Department's ability to maintain minimum back-up for patrol personnel and have had a positive influence in the Department's timely handling of its calls-for-service workload. Although the following comment slightly downplays the importance of having an active Reserve program, it does reflect a sentiment within the Department:

*"We have so few people working that if someone goes on vacation or calls in sick, we can't maintain our minimum staffing. Too often it's the Reserves who make the difference for us and, while they do a good job, what kind of a police agency depends on volunteers to do its basic job?"- Department Employee*

**FINDING 17:** In the not too recent past, Reserve Officers contributed a substantially larger number of volunteer hours, primarily to the Department's patrol function, in the form of back-up for regular officers and response to non-urgent calls-for-service. Although the size of the Reserve Program has diminished and they are not scheduled in advance for duty assignments, they remain a key component in the Department's patrol capability and their utilization should be maximized. The Department budgets (toward uniform and equipment allowances and conditional stipends) for twenty (20) reserve officers. The Department currently has nine (9) Reserve Officers.

**RECOMMENDATION #27 (Basic):** Recruit, train and certify additional reserve officers and fill all twenty (20) budgeted positions.

**RECOMMENDATION #28 (Basic):** Investigate the feasibility of requiring the Reserve Officers to commit to an advanced, minimum monthly work schedule with additional volunteer work assignments contributed on an "as available basis."

*Twelve Hour Shift Schedule:* The Department's struggle to maintain adequate staffing of its patrol function results from the 12-hour work shift, which may be the least efficient methods for deploying personnel. Other work schedules may provide the Department with the flexibility needed to establish adequate service levels.

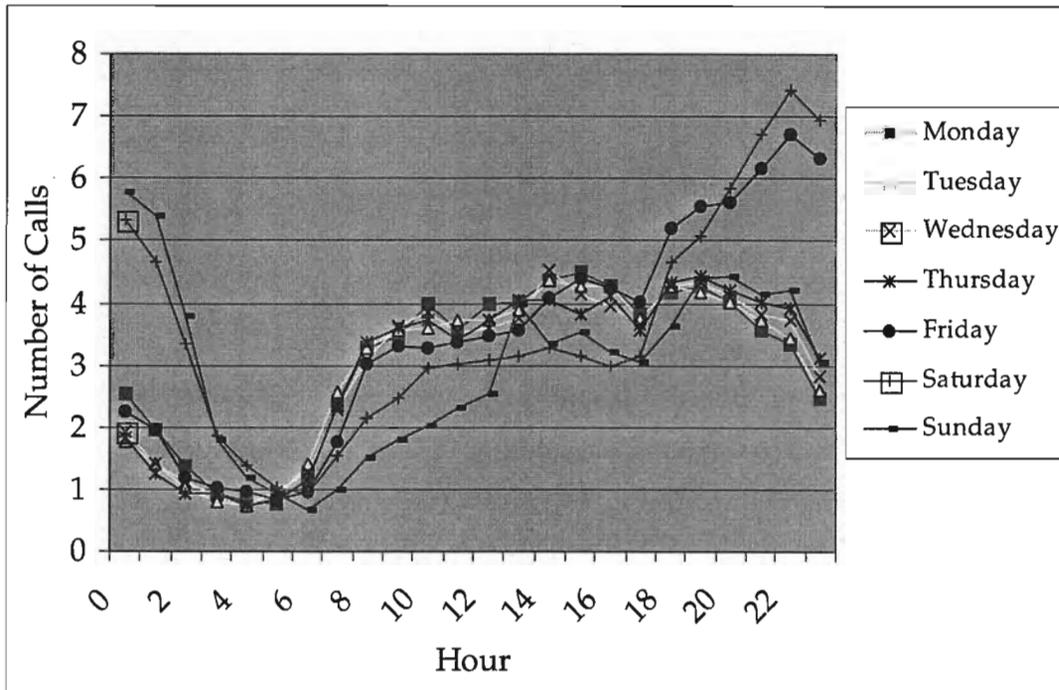
With some variation in each department, there are essentially four work schedule configurations commonly used in police patrol work. As shown in Figure 13, the number of work shifts that an officer will work during a 14-day (80 hour, bi-weekly) pay period will depend on the scheduling configuration used.

<b>Bi-Weekly Work Schedule</b>	<b>Total # of Work Shifts in Pay Period</b>
6 days -12 hrs + 1 day - 8 hrs	6.7
8 days -10 hrs	8
8 days - 9 hrs + 1 day- 8 hrs	9.9
10 days - 8 hrs	10

**Figure 13**  
Possible Police Department Work Schedule

As shown in Figure 14, police patrol workload will vary significantly from one hour to another during any 24-hour period. The lowest workload periods generally occur between the hours of 0300 and 0700 with workload gradually increasing throughout the day. Highest workload periods can generally be expected to occur between the hours of 1700 and 2200 on weekdays and extending to perhaps 0200 and 0300 on weekends. It is essential that sufficient numbers of patrol officers be available to handle the peaks in patrol workload without compromising officer and community safety nor degrading the level of police service to the community.

Scheduling configurations with the longest work days, makes it difficult to maximize staffing during peak workload hours without creating dramatic overstaffing during less busy periods. For example, with 12-hour work days, maximizing staffing for the 5-10pm workload peak will leave an over supply of officers on duty during the relatively "quiet" early morning and mid -day hours.



**Figure 14**  
Average Number of Calls for Service by Hour of Day and Day of Week (January 2000- June 2003)

The longer workday schedule configurations provide for the fewest number of work shifts that an officer must work during any fourteen (14) day or bi-weekly work period. As a consequence, departments with a relatively small pool of officers from which to draw have much less flexibility in allocating officers to those days (usually Fridays and Saturdays) having the highest patrol workload without creating staffing shortages and a need for overtime supplements to maintain minimum staffing levels during the weekdays. Further, maximizing staffing on weekends makes it particularly problematic in accommodating absences due to sick leave and vacation on weekdays without supplemental overtime staffing. This appears to be particularly true with SPPD. Patrol overtime pay records for seventeen (17) pay periods between January and September 2003 were examined. During this time, the Department expended \$195,027 on overtime work. On an average, thirty-one percent (31%) of each pay period's overtime expenses were attributed to hiring officers to maintain adequate of officer "cover" and a minimum level of shift staffing.

The eight (8) and nine (9) hour workday schedules with their nine (9) and ten (10) shifts per officer give the departments maximum flexibility in "spreading" the officer resources to the days and hours they are needed the most.

From the standpoint of most officers, the longer hour days are seen as desirable because it gives them more time off from work. Indeed, many Department employees view the 12-hour schedule as a definite benefit to working at the SPPD. However, from the organization's perspective, the longer workday shifts are expensive and create inefficiencies in the utilization of personnel. SPPD's commitment to the twelve-hour schedule in patrol makes it very difficult to maintain the Department's minimum staffing levels.

Comments received from Department employees that were particularly indicative of the staff shortage issue in patrol are the following:

*"We have a minimum staffing level in patrol that's supposed to make sure we have enough people on the street to cover one another. Theoretically, officers are not supposed to take certain kinds of calls unless they have sufficient cover. But I know for a fact officers take calls routinely without cover."*

*"Officer safety doesn't seem to be a concern to anyone. We're dispatched to calls alone and our radios don't always work in certain parts of the city."*

*"Shifts consistently operate with insufficient number of officers (especially if somebody calls in sick). This not only compromises officer safety, but the safety of the community."*

**FINDING 18:** A twelve hour work shift is least likely to result in the most efficient utilization of officer resources. With a relatively small pool of officers from which to draw, the twelve hour shift makes it difficult to: a) maintain minimum staffing levels without costly overtime expenditures, b) provide adequate staffing for peak workload periods without creating staffing shortages during "quieter" periods, and c) accommodate vacation schedules and unanticipated absences. Conversion to a shorter work hour day could result in: lower overtime costs, an increase in the amount of patrol officer time available for re-distribution throughout the work week to better accommodate variations in patrol workload without compromising officer and community safety.

**RECOMMENDATION #29 (Basic):** Investigate the feasibility of reverting to a shorter work day schedule configuration such as the 8-40 or 9-80 schedules.

*Officer Availability for Pro-Active Policing:* There is a strong indication that the Department lacks sufficient patrol resources to engage in a sustained attempt at problem oriented and other proactive policing strategies. Although the Department recently re-established the Special Enforcement Detail (SED), in the past, the detail has been vulnerable to elimination in response to budget cut-backs. Further, while SED is

credited with some success in dealing with street level drug dealers, the Department has chosen not to participate in regional, multi-agency drug and gang investigation cooperatives. With the Department's limited staff, the decision to focus resources on local gang and drug issues is not unreasonable. However, in not participating in multi-agency endeavors, the Department and City does not benefit directly from the regional task force emphasis on higher-level criminal activity.

The following remarks from employees appear to be indicative of the real staffing issue confronting the Department:

*"This Department can't do anything proactive. We just don't have the people."*

*"We've got SED back and they do a really good job but how can you expect them to deal with the gang problem and drugs with only two people? Impossible!"*

*"If SED had enough people they could really work the people in the gangs. That's the only way to work gangs, you got to concentrate on the people but that takes a lot of resources we don't have."*

*"Hire more officers and support staff so that the agency can be pro-active in crime prevention and have support staff to handle the paperwork. This will lower the crime rate and make the City a safer place to live."*

*"The City Council needs to staff the Department to do more than bare bones law enforcement."*

As part of the survey, employees were asked for their opinion as to the top three crime problems in the City. They were nearly unanimous in identifying gangs, drugs, and graffiti. However, sixty-one percent (61%) thought the Department had not been successful in dealing with gang issues and fifty-five percent (55%) thought the Department had not been successful in dealing with the drug trafficking problem. Indeed, most community survey respondents rated the downtown area and City parks as unsafe at night, and a significant percentage does not visit these areas during these hours. The existence of gangs and the overall crime rate was identified as the primary reason for this feeling. Gang, graffiti, and drug interdiction cannot be achieved with any degree of success through reactive, post-incident response to the occurrence of crime. Only through the application of resources in a proactive manner (see discussion of Problem Oriented Policing in Chapter IV) can the Department hope to make inroads with gangs, graffiti, and drug trafficking.

FINDING 19: The Department's staffing shortage is manifested in its inability to sustain a long term commitment to proactive, problem oriented policing strategies. The Department has not been successful in combating its three target crime problems, Gangs, Drugs, and Graffiti, nor has it been able to reduce the community's perceived fear of crime, primarily at night, in the downtown area and in City parks. An aggressive, well staffed, strategically designed, problem oriented approach to the City's crime problems and the community's fear of crime can have positive results.

**RECOMMENDATION #30 (Enhanced):** *If the Department elects to retain its independent Police Department, Santa Paula should take a two pronged approach to staffing: a) improve the effectiveness with which current sworn personnel are utilized by adopting the efficiencies recommended in this and other sections of this report, and b) increase its ratio of sworn personnel per 1,000 residents to more closely approximate the average staffing ratio of its benchmark cities. A staffing ratio of at least 1.3, half way to the average of 1.6, would require the hiring of seven (7) additional officers.*

**RECOMMENDATION #31 (Enhanced):** *Place new sworn positions in assignments where they can engage in proactive, problem oriented policing such as SED, community crime prevention, and regional, multi-agency cooperatives dealing with drug and gang issues.*

*Investigations Unit:* The Investigations Unit is staffed by one (1) Sergeant, four (4) Detectives, one (1) Sr. Community Services Officer (CSO), and a part-time Evidence Room Clerk. The CSO position functions as a crime analyst and is currently vacant. As is typical in small departments, the Detectives tend to be "general assignment" investigators. An effort is being made to assign the more sensitive types of cases such as sex crimes, homicide, and robbery to a detective who "specializes" in these kinds of investigations. This would allow the detectives to develop some level of expertise in handling specialized criminal investigations. However, as with any department having small numbers of complex, "high profile" investigations such as homicides and sex crimes, investigators seldom have an opportunity to develop advanced knowledge and skills in these areas.

The overall quality of the unit's investigations received good reviews during interviews with the District Attorney's (D.A.) Office and the Sheriff's Department. The D.A. accepts a very respectable eighty to eighty-five percent (80-85%) of the cases presented to it by the investigative unit and approximately forty percent (40%) of the cases filed result in guilty pleas. Although the District Attorney's Office and Sheriff's Department

have both provided assistance to SPPD in conducting investigations requiring special expertise, the exact nature and extent of that assistance and the frequency with which it was provided was indeterminable. However, it appeared that if investigative assistance were needed, it would be available.

The workload of the investigative unit is considerable given the number of personnel assigned. Each investigator carries a caseload of approximately 25 cases at any one time. Such a high caseload could compromise the quality of investigations and certainly imposes a limitation on the number of cases that realistically can be investigated thoroughly. Comparing the number of Part One crimes to the number of investigators available serves as an indicator of the investigative workload. Part One crimes are the most serious offenses and the cases most likely to require follow-up investigation by a detective. Over the past three years, there was a monthly average of approximately eighteen (18) Part One Crimes for each investigator - a very strong indicator that additional investigators are needed.

FINDING 20: Although the quality of investigations is good and the percentage of cases accepted by the District Attorney's Office is commendable, the volume of cases available for follow-up investigation exceeds the capabilities of the existing staff of detectives.

**RECOMMENDATION #32 (Enhanced):** *If the Department's authorized strength of sworn personnel is increased, expand the number of detectives assigned to the Investigative Unit. However, the first priority for increased staffing should be in functions (such as SED) where proactive measures are being taken that could ultimately prevent the occurrence of crime. Follow-up investigations have a high priority for resource allocation only to the extent that the resources are used to address serious crimes that have a high solvability rating and where the prospects are particularly good for getting repeat criminals off the street.*

*Special Response Team:* The Santa Paula Police Department maintains a Special Response Team (SRT) that is composed of officers who have undergone extensive training to serve dangerous warrants, respond to active incidents such as barricaded subjects, handle active shooters, and perform other high-risk duties as assigned by the Police Chief. During 2003, the SRT was deployed to six (6) separate incidents; four were planned pursuant to search warrants, and two involved situations where the team responded to an evolving and dangerous situation involving potentially suicidal subjects.

The SRT is substantially equipped. It has obtained two (2) M-16s, six (6) submachine guns, and thirteen (13) tactical ballistic vests. It also maintains an armored truck, van, and a large box ambulance; all of which have been converted to serve SRT related

functions. Most of this equipment has been obtained through trades of old or seized property or at no cost.

The SRT has adequately met an occasional community need with a small upfront cost. However, maintaining the SRT requires long-term costs, such as additional training, vehicle and equipment maintenance, and personnel time, which consume resources invaluable to a small police department. Despite the SRT's achievements, the resources it demands from the already strained SPPD and the limited number of deployments to active situations, suggests that the Department should reevaluate the need for this team. A Special Response Team may not be within the main mission or objective of a small agency such as the Santa Paula Police Department. An SRT requires highly specialized training to respond to situations that present a high risk to officer safety. It presents substantial liability issues to both officers and City residents. It may be best for the SPPD to coordinate with and designate a larger agency to conduct high-risk search warrants and respond to active situations.

FINDING 21: While it may serve an occasional community need, SRT team may not be within the scope of the Santa Paula Police Department's mission, given its limited financial resources.

**RECOMMENDATION #33 (Basic):** Discontinue the SRT team and coordinate with and utilized a larger police agency, such as the Ventura County Sheriff or the Ventura City Police Department, to conduct high-risk search warrants and respond to active situations.

*K-9 Unit:* The Santa Paula Police Department currently maintains three active patrol K-9 teams. Each team is assigned a marked patrol vehicle specially equipped to accommodate a police dog. These teams have served both a policing and a community outreach role. Participants in the community focus groups often mentioned seeing and interacting with the K-9 teams. Despite the community's positive perception of the K-9 teams, it is unlikely that the Department needs this unit within its structure. Like the SRT, the K-9 unit requires extra training and equipment maintenance that demand limited financial resources and personnel time.

FINDING 22: Given the limited financial resources, the K-9 Unit may not be an essential function within the Police Department.

**RECOMMENDATION #34 (Basic):** Discontinue the K-9 Unit and coordinate with and utilize the services of an agency with trained police dogs when these resources are needed.

*Call-Receipt and Dispatch Function:* Staffing of the Dispatch function was second only to patrol in generating comments regarding staffing. Seventy-six percent (76%) of

employee respondents indicated the number of personnel assigned to dispatch was not adequate for the number of calls received. Fifty-eight percent (58%) of respondents disagreed with the notion that “dispatch and call-taking services are good.” For an extended period of time, SPPD’s call-receipt (both emergency, routine, and administrative calls) and dispatch activity has been staffed with five full-time dispatchers. A sixth dispatch position, although funded, had not been filled for approximately three (3) years. The former incumbent had been off work due to a job-related injury and had been receiving disability benefits. The absence of a sixth dispatcher has makes it difficult to maintain an appropriate level of staffing 24/7, creates scheduling problems when attempting to accommodate vacations, unscheduled absences and training opportunities, and frequently does not allow for routine rest periods without augmentation from patrol personnel. The shortage of personnel combined with 12 hour shift schedule discussed earlier, and the inherent stress of police call taking, appears to have had an undesirable effect on the quality of dispatching services.

An employee comment indicative of the problem in dispatch is as follows:

*“Dispatch is always in crisis. They try but its very stressful there. The staffing issue is never addressed and this in turn vents out to the public.”*

In addition, the Department’s police vehicles are not equipped with Mobile Data Terminals (MDTs). As a result, many of the efficiencies in dispatch and computerized records checks common in modern police agencies are not available to SPPD personnel. Incident dispatching and patrol unit status updates are accomplished in clear voice over to a police radio system which many employees find inadequate (see discussion under Resources – Radio System). In addition, dispatch personnel complete all records checks. With MDTs, patrol officers could accomplish these checks in the patrol cars. Accomplishing incident dispatching, unit status changes, and records checks via MDT would dramatically streamline dispatch operations and reduce dispatcher workload. The Department should investigate the availability of grant funds to acquire a MDT system.

**FINDING 23:** A Mobile Data Terminal (MDT) system would provide significant improvements in the efficiency with which incident dispatch, unit status maintenance, and records checks are accomplished in support of patrol personnel.

**RECOMMENDATION #35 (Basic):** Investigate the availability of grant funds to acquire a Mobile Data Terminal System.

*Staffing Conclusion:* Through a combination of factors including high overtime expenditures to maintain minimum staffing, the contribution of Reserve Officer

volunteer hours, and good work on the part of the Department's patrol personnel, SPPD has been able to deal with its calls-for-service workload with response times well within industry standards. The community and Department seem satisfied in SPPD's ability to respond in a timely fashion to calls-for-service. However, the Department needs to engage in a sustained proactive policing effort if it hopes to make inroads into dealing with the City's gang, drug trafficking, and graffiti problems. It will require additional personnel resources to do so. Nevertheless, while adding personnel is necessary, there are opportunities to institute efficiencies with which existing personnel are utilized. Implementing these efficiencies should be considered as high a priority as staff expansion.

### Radio System

There is considerable concern among Department staff that the radio system is inadequate. It is perceived to be replete with "dead spots" where transmissions cannot be heard by dispatch and therefore poses a serious threat to officer safety. Sixty-one percent (61%) of the respondents to the employee survey, particularly patrol personnel, rated the radio system as "poor" or "unacceptable." Typical among the comments we received are the following:

*"Improve the radio communications system. There are more gray areas in the City where officers cannot communicate via radio with each other or dispatch. Its only a matter of time before this results in tragedy."*

*"The repeaters are on their last legs. We need a new radio system before someone gets hurt."*

While an analysis of the radio system and the reasons for its shortcomings is beyond the scope of this study, we can say with certainty that it is a serious concern for patrol personnel and warrants immediate attention.

**FINDING 24:** The radio system appears to be seriously deficient and poses a threat to officer safety.

**RECOMMENDATION #36 (Enhanced):** *We have categorized our recommendation as "enhanced" because it will require a significant expenditure of funds to implement. Nonetheless, we recommend that immediate steps to be taken to acquire the services of a communications engineer to evaluate the existing radio system and develop recommendations for its modification or replacement at the earliest possible opportunity. If it is determined that the radio system must be replaced, we strongly encourage the City to investigate grant funding or contracting for radio services with an adjacent jurisdiction. The City may find replacement of the*

radio system to be a major investment beyond its financial capabilities.

## Vehicles

Interestingly, seventy percent (70%) of the employee survey respondents rated the Department's motor vehicles as "acceptable, superior, or outstanding." However, several comments were made about overage, high mileage, and mechanically unsound vehicles. Typical of these statements were the following:

*"The equipment is old and out dated. Our vehicles are still in service with extremely high miles –120,000 miles plus."*

*"Drivers leave the cars dirty and the Sergeants should be making people take better care."*

**FINDING 25:** While the fleet may include a number of high mileage vehicles, most employees find them to be acceptable. However, supervisory personnel should be paying closer attention to the condition in which the drivers leave the vehicles at the end of their shifts. Improved day-to-day maintenance and attention to the appearance of the vehicles would go a long way toward extending their usefulness.

**RECOMMENDATION #37 (Basic):** Patrol and other supervisors should be more diligent in inspecting the vehicles at the end of shifts and ensuring personnel maintain their cleanliness and appearance.

**RECOMMENDATION #38 (Enhanced):** Replace high mileage, overage, and mechanically unreliable vehicles.

## Police Facility

Seventy-six (76%) of the respondents to the employee survey rated the existing police building as "poor or unacceptable." Typical of the comments received are the following:

*"Our building is a joke. This is a police department? Our offices are nothing more than storage closets with desks."*

*"The police building is horrible, horrible, horrible. It's embarrassing. A tent in the park couldn't be any worse."*

While there is no question that the existing police facility is overcrowded and less than functional in its layout, the Department does a good job in keeping the building clean

and well maintained. However, any future increase in staffing will be difficult to accommodate within the current facility. In addition, a new, more functional, state of the art facility which creates opportunities to co-locate Department operations with community meeting space and recreation facilities would be highly desirable. A new, stand-alone police facility could cost between \$3-6 Million, a large investment for a city with Santa Paula's limited financial resources and long list of important and costly policing requirements. The City and Department should investigate innovative options for financing a new building. These could include, but need not be limited to, a lease or purchase agreement with a private financial source or a shared cost partnership with a private developer to construct a mixed-use facility with police services, community space, and commercial operations located in the same structure.

FINDING 26: Given the City's financial capability and the Department's long list of high priority spending needs, replacement of the building should be considered highly desirable but, at this time, not critical. Nevertheless, a new facility would be required if the City decides to retain its own police Department and expand its staffing in accordance with the recommendations contained in this report.

**RECOMMENDATION #39 (Basic):** *The City should explore innovative financing strategies that would make it possible to construct a new police facility.*

*APPENDICES*

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## Advisory Committees

### Members of Project Steering Committee

Ismael Cordero  
Carlos Juarez  
Dawne Koranda  
Mark Trimble  
Bob Gonzales  
Wally Bobkiewicz  
Melissa Grisales

### Member of Citizens Steering Committee

Jess Victoria  
Julie Irving  
Al Escoto  
Roger Brooks  
Marisue Eastlake, Chairperson

Data Collection and Analysis

<b>Data Requested</b>	<b>2003</b>	<b>2002</b>	<b>2001</b>	<b>2000</b>
<b>Dispatch Workload History</b>				
Monthly 911 calls	Yes	Yes	Yes	Yes
Incidents dispatched	Yes	Yes	Yes	Yes
Average elapsed time to dispatch (by priority)	Yes	Yes	Yes	Yes
Average elapsed time from dispatch to arrival	Yes	Yes	Yes	Yes
Other	Yes	Yes	Yes	Yes
<b>Reported Crimes</b>				
Part I	No	Yes	Yes	Yes
Part II	No	Yes	Yes	Yes
Part III	No	Yes	Yes	Yes
<b>Monthly criminal cases investigated and cleared by arrest</b>				
	No	Yes	Yes	Yes
<b>Number of arrests made monthly by charge</b>				
	No	Yes	Yes	Yes
<b>Number of Monthly police incident/case reports written</b>				
	No	Yes	Yes	Yes
<b>Internal Affairs Complaints (Citizen Complaint)</b>				
Number by type or nature of complaint	Yes	Yes	Yes	Yes
Number received	Yes	Yes	Yes	Yes
Number investigated	Yes	Yes	Yes	Yes
Current disposition	Yes	Yes	Yes	Yes
<b>Overtime expenditures</b>				
	Yes	Yes	Yes	Yes
<b>SPPD Annual Reports Budgets</b>				
City	Yes	Yes	Yes	Yes
SPPD	Yes	Yes	Yes	Yes
<b>Traffic Citations</b>				
	Yes	Yes	Yes	Yes

<b>Data Requested</b>	<b>Received</b>	<b>Notes</b>
<b>SPPD Manual of Polices, Rules and Procedures</b>	Yes	
<b>Strategic Plan, or written statements of department's mission, values, principles, and service philosophy</b>	Yes	
<b>Crime prevention/community outreach program description</b>	Yes	
<b>Position Descriptions:</b>		
Sworn	Yes	
Non-sworn	Yes	
<b>City Organization Chart with Names</b>	Yes	No Names
<b>SPPD organization chart (Sergent/Supervisor &amp; above)</b>	Yes	
<b>Shift Roster Data</b>		
Showing shift assignment	Yes	
Personnel working overtime & their assignment	Yes	
Personnel absent from duty and reason	Yes	
<b>Sick leave credit accumulated and used by employee</b>	Yes	
<b>Police use of force incidents withing past 12 months</b>		
Type of force used	Yes	
Injuries inflicted	No	
Official department determination or justification	Yes	
<b>Job Related Injuries for sworn personnel</b>		
Type of injury	No	
Time lost from work	No	
<b>Employee Performance Evaluation Form</b>	Yes	
<b>Interagency service contracts</b>	Yes	

**SANTA PAULA POLICE DEPARTMENT  
PUBLIC OPINION SURVEY - NOVEMBER 2003**

Hello, this is (INSERT NAME) of Arroyo Associates, Inc. We have been engaged by the City of Santa Paula to evaluate the City's Police Department. Currently, we are conducting a survey of public attitudes regarding the Police Department. May I take a few minutes to ask you a few questions? Your responses will be kept strictly confidential.

---

(1) Is your home located:

- a. East \_\_\_\_ or West \_\_\_\_ of Palm
- b. North \_\_\_\_ or South \_\_\_\_ of Main

(2) How would you rate the relationship between the police department and the community?

Very Poor \_\_\_\_\_ Good \_\_\_\_\_  
Poor \_\_\_\_\_ Very Good \_\_\_\_\_  
Fair \_\_\_\_\_

a. Why do you feel this way?

---

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(3) In the past year has Santa Paula become a safer or less safe place to live?

More Safe \_\_\_\_\_  
Stayed the same \_\_\_\_\_  
Less Safe \_\_\_\_\_

a. Why do you feel this way?

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(4) In your opinion, what is the number one problem in Santa Paula?

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(5) Do you feel the Santa Paula Police Department is dedicated to solving community/neighborhood concerns?

Yes \_\_\_\_\_ No \_\_\_\_\_

a. Why do you feel that way?

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(6) The amount of information available to you, about the Santa Paula Police Department is:

More than needed \_\_\_\_\_  
Satisfactory \_\_\_\_\_  
Not enough \_\_\_\_\_

(7) Have you ever attended a "Community/Neighborhood Meeting" sponsored by the Police Department or City staff?

Yes \_\_\_\_\_ No \_\_\_\_\_ (IF NO, SKIP TO QUESTION #8)

a. Did you find the meeting to be beneficial?

Yes \_\_\_\_\_ No \_\_\_\_\_

(8) If you have not attended a "Community/Neighborhood Meeting", would you be interested in attending one?

Yes \_\_\_\_\_ No \_\_\_\_\_

(9) How successful has the Police Department been in involving the community in crime prevention efforts?

Very Unsuccessful \_\_\_\_\_ Successful \_\_\_\_\_  
Unsuccessful \_\_\_\_\_ Very Successful \_\_\_\_\_  
Unsure/Don't Know \_\_\_\_\_

a. Why do you feel this way?

\_\_\_\_\_  
\_\_\_\_\_

(10) How safe do you feel walking alone in your neighborhood during the daytime?

Very Unsafe \_\_\_\_\_ Safe \_\_\_\_\_  
Unsafe \_\_\_\_\_ Very Safe \_\_\_\_\_  
Neutral \_\_\_\_\_

a. Why do you feel this way?

\_\_\_\_\_  
\_\_\_\_\_

(11) How safe do you feel walking alone in your neighborhood at night?

Very Unsafe \_\_\_\_\_ Safe \_\_\_\_\_  
Unsafe \_\_\_\_\_ Very Safe \_\_\_\_\_  
Neutral \_\_\_\_\_

a. Why do you feel that way?

\_\_\_\_\_  
\_\_\_\_\_

(12) How safe do you feel in a Santa Paula city park or facility during the daytime?

Very Unsafe \_\_\_\_\_ Safe \_\_\_\_\_  
Unsafe \_\_\_\_\_ Very Safe \_\_\_\_\_  
Neutral \_\_\_\_\_

a. Why do you feel that way?

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(13) How safe do you feel in a Santa Paula city park or facility at night?

Very Unsafe \_\_\_\_\_ Safe \_\_\_\_\_  
Unsafe \_\_\_\_\_ Very Safe \_\_\_\_\_  
Neutral \_\_\_\_\_

a. Why do you feel that way?

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(14) How safe do you feel in a downtown Santa Paula during the daytime?

Very Unsafe \_\_\_\_\_ Safe \_\_\_\_\_  
Unsafe \_\_\_\_\_ Very Safe \_\_\_\_\_  
Neutral \_\_\_\_\_

a. Why do you feel this way?

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(15) How safe do you feel in downtown Santa Paula at night?

Very Unsafe \_\_\_\_\_ Safe \_\_\_\_\_  
Unsafe \_\_\_\_\_ Very Safe \_\_\_\_\_  
Neutral \_\_\_\_\_

a. Why do you feel that way?

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(16) Would the presence of Bicycle Police Officers increase your feeling of safety in the parks and downtown shopping plazas?

Yes, very much \_\_\_\_\_ Somewhat \_\_\_\_\_  
No \_\_\_\_\_

(17) Have you ever met a police officer who patrols your neighborhood either in person or through the media or any other publication?

Yes \_\_\_\_\_ No \_\_\_\_\_

(18) Were you or a member of your family a victim of a crime during the last year?

Yes \_\_\_\_\_ No \_\_\_\_\_ (IF NO, SKIP TO QUESTION #19)

a. What type of crime?

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(19) Did you report the crime to the Police Department?

Yes \_\_\_\_\_ (IF YES, SKIP TO QUESTION #19) No \_\_\_\_\_

a. If you did not report the crime to the Police, why not?

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(20) Have you ever called the police for any (other) reason during the past year?

Yes \_\_\_\_\_ No \_\_\_\_\_

(21) Within the past year, have you come into direct personal contact with a member of the Santa Paula Police Department either through a community related effort or an enforcement action?

Yes \_\_\_\_ (GO TO NEXT QUESTION) No \_\_\_\_ (GO TO QUESTION #24)

(22) What was the nature of your contact?

---

---

(23) How would you evaluate the quality of that contact?

Very Poor \_\_\_\_\_ Good \_\_\_\_\_  
Poor \_\_\_\_\_ Very Good \_\_\_\_\_  
Fair \_\_\_\_\_

(24) What about the contact influenced your opinion?

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(25) How would you rate the overall performance of the Santa Paula Police Department?

Very Poor \_\_\_\_\_ Good \_\_\_\_\_  
Poor \_\_\_\_\_ Very Good \_\_\_\_\_  
Fair \_\_\_\_\_

(26) What is it that caused you to give this evaluation of the Police Department?

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(27) Do you support hiring more police officers to meet community demand even if it means increased taxes?

Yes \_\_\_\_\_ No \_\_\_\_\_

(28) What is the most your household would be willing to spend, on a yearly basis, for hiring more police officers?

\$0 \_\_\_\_\_ \$51 to \$75 \_\_\_\_\_  
\$1 to \$25 \_\_\_\_\_ \$76 to \$100 \_\_\_\_\_

(29) \$26 to \$50 \_\_\_\_\_ Over \$100 \_\_\_\_\_ How long have you lived in Santa Paula?

Less than 1 year \_\_\_\_\_ 11 to 15 years \_\_\_\_\_  
1 to 5 years \_\_\_\_\_ over 15 years \_\_\_\_\_  
6 to 10 years \_\_\_\_\_

To conclude this survey, please answer a few descriptive questions about yourself.

(30) What type of residence do you live in?

House \_\_\_\_\_ Condo \_\_\_\_\_  
Townhouse \_\_\_\_\_ Other \_\_\_\_\_  
Apartment \_\_\_\_\_

(31) Do you rent or own?

Rent \_\_\_\_\_ Own \_\_\_\_\_

(32) Which of the following ranges best describes your age?

18 - 25 \_\_\_\_\_ 56 - 65 \_\_\_\_\_  
26 - 35 \_\_\_\_\_ 66 - 75 \_\_\_\_\_  
36 - 45 \_\_\_\_\_ Over 75 \_\_\_\_\_  
46 - 55 \_\_\_\_\_

(33) What is the respondents' gender?

Male \_\_\_\_\_ Female \_\_\_\_\_

(34) What is your race?

White \_\_\_\_\_ Asian \_\_\_\_\_  
American Indian \_\_\_\_\_ Black \_\_\_\_\_  
Hispanic \_\_\_\_\_ Other \_\_\_\_\_

(35) Do you have any additional comments or concerns regarding the Santa Paula Police Department?

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**SANTA PAULA POLICE  
DEPARTMENT  
PUBLIC OPINION SURVEY  
EXECUTIVE SUMMARY  
NOVEMBER 2003**

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**CITY OF SANTA PAULA POLICE DEPARTMENT  
PUBLIC OPINION SURVEY NOVEMBER 2003  
EXECUTIVE SUMMARY**

Arroyo Associates, Inc., of Pasadena California retained the firm of PMG Associates, Inc. (PMGA) to create and complete a survey of the City's residents to determine their attitudes and perceptions toward the Santa Paula, California Police Department. This survey was conducted during the month of November 2003 and included a cross-section of the community.

**METHODOLOGY**

The survey instrument used for this engagement was designed by PMG Associates, Inc. of Deerfield Beach, Florida and was modified by Arroyo Associates and the City of Santa Paula.

The sample for this survey was generated using direct mail listings matched with current telephone numbers. This sample generated over 3,500 potential interview subjects. Later, random telephone selection within the universe resulted in the required sample size for this assignment (300). The sampling error associated with this random-sample survey was +/-5 percent at the 95 percent level of confidence.

Respondents were contacted by telephone by the PMGA staff to complete the survey. Telephone calls were made in the late afternoon and early evening during the week and during the day at in the evening on the weekends in order to obtain a true representative sampling of the population. All respondents were first qualified to insure that they were in fact City residents prior to initiating the survey. The staff focused on encouraging the respondents to provide their opinion in order to assist the City in ascertaining perceptions regarding the delivery of services. All interviews were conducted by bilingual (English and Spanish) interviewers.

Quality control was achieved by examination of completed surveys prior to entry into the data base for the statistical software package. The tabulations and cross-tabulations of the data resulted in preparation of tables defining the attitudes and perceptions of the public regarding the police department.

The data was tabulated for each question individually, additionally; each question was cross-tabulated by each of the geographically defined boundaries of Main Street and Palm Avenue. These two arteries defined the City into Northeast, Northwest, Southeast and Southwest quadrants. US Census data was obtained and analyzed for the city as a whole and also for the quadrants, to insure proper distribution of the surveys.

A print out of each respondent, by the nearest cross street was also compiled and transmitted to the City.

**SURVEY RESULTS:**

The overall performance of the Police Department was rated as positive with 85.4% of the respondents stating that they felt that the department performance was Very Good or Good. Additionally, the overall rating of all interactions and opinions of the public were positive. Briefly, in other areas the following was found:

<u>Areas of inquiry:</u>	<u>Positive</u>
Rate relationship with community	81.4%
Whether city safer in last year	Slightly higher percentage rating as more safe than less safe
Dedicated to solving people's concerns	79.7%
Successful community crime prevention	61.3%
Bike officers make you feel safer	91.3%
Overall performance	85.4%

Although the rated relationship with the community is positive (81.4%), those in the community who rated the department as having a Poor or Very Poor relationship noted that the number one problem was gangs and the response of the department.

When asked about the amount of information available to the respondent about the department, almost one-third stated that more information was needed.

In the area of interaction with the department, it was found that the citizens did not attend "Community/Neighborhood Meetings" (85.3%) and over eighty-four percent (84%) had never met, read or heard about their neighborhood police officer. 24.7% had called the department in the past year and 19.7% had come into direct personal contact with a member of the SPPD. Those who had personal contact with the department rated that contact very good or good 91.5% of the time.

A total of eighty-three percent (83%) of the respondents were not victims of crime and of those who were victims, the majority of the crimes cited were not violent.

When asked whether they would support hiring more officers to meet community demand even if it meant higher taxes, over sixty percent (60%) stated that they would support that proposal. The average amount each household was willing to spend on a yearly basis for hiring more officers was \$27.80.

**Safety issues:**

The respondents were asked a series of questions regarding their feelings of safety, during the day and at night. These questions ranged from how safe a person felt in their neighborhood, in a city park or facility, or in the downtown. The following are the results.

**Positive Results – “Feel Very Safe/Safe”**

	<b>Day</b>	<b>Night</b>
<b>Neighborhood</b>	95.4%	60.3%
<b>Park/Facility</b>	88.0%	26.6%
<b>Downtown</b>	94.3%	41.7%

The percentage of people who feel safe at night declined from the ranking for the daytime. This reaction occurred across the board, for all scenarios. The downtown area and the city parks were rated overall as unsafe at night. A significant percentage stated that they specifically do not go out to these areas at night. The primary reason for this feeling is the existence of gangs and the overall crime rate.

Of those persons who did feel Safe at night in the downtown area, the primary reasons given were the good lighting and the location of the police station in the vicinity.

**QUADRANT COMPARISON:**

The City of Santa Paula was divided into four quadrants that represent the city geographically. The divider between north and south was Main Street; and Palm Avenue provided the east-west dissector. Any comparison between the four quadrants will focus on the differences between responses from the residents in each of those quadrants.

**Overall Differences:**

Based on the results from each quadrant, it is clear that there is a significant difference in the opinions and attitudes of the residents in the southern portion of the City from those further north. Particularly, the residents of the Southwest Quadrant are significantly less supportive of the Police and less involved.

### **Specific Differences:**

The variances from the overall ratings will focus on the residents of the Southwest Quadrant since this group is not consistent with the remainder of the population. Specific points to be noted are:

- The rating of the Police Department's relationship with the community is more negative (Question #2).
- Regarding the question of whether Santa Paula has become more or less safe; A smaller percentage believe that the area is less safe. (Question #3).
- The responses that the information available is More Than Needed is higher than the other quadrants (Question #6).
- Less people have attended a Community/Neighborhood Meeting (Question #7).
- No respondents feel Unsafe near their homes during the day. (Questions #10, 12 & 14).
- More respondents feel Unsafe in Downtown Santa Paula at night (Question # 15).
- Less respondents know their local police officer, have called the Department or have had contact with anyone in the department (Questions #17, 20 & 21).
- Those persons who have had contact consider it positive. (Questions # 7a & 22).
- Less people were crime victims (Question #18).
- Respondents did not support hiring more officers (Question #27), and were willing to pay less than any other quadrant (Question # 28). This quadrant was the only one that did not support hiring additional officers.

The residents of the Southwest Quadrant do not participate with the Police Department and have a less positive opinion of the relationship between the Department and the community. These residents are also less involved. It is likely that the residents of the Southwest Quadrant believe that crime is less of a problem and therefore are less concerned.

## Appendix D

### Benchmarks

**Table 1 Salary Survey Including Benchmark Cities, Ventura County Sheriff, and Non Contract Cities**

	POLICE OFFICER		SERGEANT		DETECTIVE		CAPTAIN/COMMANDER		CHIEF	
	Low	High	Low	High	Low	High	Low	High	Low	High
VENTURA CITY	\$ 4,311	\$ 5,240	\$ 5,834	\$ 7,140	\$ 4,311	\$ 5,240	\$ 5,186	\$ 6,303	\$ 9,200	\$ 12,328
CULVER CITY	\$ 4,179	\$ 6,281	\$ 6,642	\$ 4,705	\$ 4,179	\$ 6,281	\$ 9,088	\$ 9,998	\$ 10,906	\$ 11,996
OXNARD	\$ 4,035	\$ 5,175								
LA VERNE	\$ 4,019	\$ 4,885	\$ 5,105	\$ 6,204	\$ 4,019	\$ 4,885	\$ 7,367	\$ 8,954	\$ 8,985	\$ 10,921
PORT HUENEME	\$ 3,988	\$ 5,184	\$ 5,062	\$ 6,581	\$ 4,168	\$ 5,418	\$ 6,509	\$ 8,461	\$ 7,658	\$ 9,956
SIMI VALLEY	\$ 3,999	\$ 5,516	\$ 4,842	\$ 6,672	\$ 4,099	\$ 5,616	\$ 7,666	\$ 9,966	\$ 9,224	\$ 11,991
MONROVIA	\$ 3,900	\$ 4,977	\$ 4,847	\$ 6,186	\$ 4,114	\$ 5,250	\$ 6,932	\$ 9,012	\$ 8,577	\$ 11,124
SAN JACINTO	\$ 3,256	\$ 3,958	\$ 4,379	\$ 5,323	\$ 3,256	\$ 3,958	\$ 5,142	\$ 6,250	\$ 5,675	\$ 6,899
SANTA PAULA	\$ 3,048	\$ 3,706	\$ 3,612	\$ 4,390	\$ 3,254	\$ 3,954	\$ 4,322	\$ 5,254	\$ 5,860	\$ 7,122
CALEXICO	\$ 2,768	\$ 4,000	\$ 3,815	\$ 4,637	\$ 3,457	\$ 4,202			\$ 5,859	\$ 7,121
<b>BENCHMARK AVG</b>	<b>\$ 3,587</b>	<b>\$ 4,644</b>	<b>\$ 4,758</b>	<b>\$ 5,453</b>	<b>\$ 3,778</b>	<b>\$ 4,850</b>	<b>\$ 6,560</b>	<b>\$ 7,988</b>	<b>\$ 7,646</b>	<b>\$ 9,306</b>
% DIFF	-15%	-20%	-24%	-19%	-14%	-18%	-34%	-34%	-23%	-23%
<b>VENTURA COUNTY</b>	<b>\$ 3,871</b>	<b>\$ 5,404</b>	<b>\$ 5,049</b>	<b>\$ 7,079</b>			<b>\$ 4,679</b>	<b>\$ 6,917</b>	<b>\$ 5,988</b>	<b>\$ 8,849</b>
% DIFF	-21%	-31%	-28%	-38%			-8%	-24%	-2%	-20%
<b>NON CONTRACT CITIES AVG</b>	<b>\$ 3,876</b>	<b>\$ 4,964</b>	<b>\$ 4,837</b>	<b>\$ 6,196</b>	<b>\$ 3,958</b>	<b>\$ 5,057</b>	<b>\$ 5,921</b>	<b>\$ 7,496</b>	<b>\$ 7,985</b>	<b>\$ 10,349</b>
% DIFF	-21%	-25%	-25%	-29%	-18%	-22%	-27%	-30%	-27%	-31%

NOTE: The wages paid to a lieutenant in Ventura County were used as the comparison point for the Commander position. The wages paid to a Sheriff Captain were used as the comparison point for the Police Chief Position. Blank cells indicate that the City has not provided wage information for a position. The Cities of Ventura, La Verne, and Culver City do not have a separate pay scale for the Detective position. It is considered a rank within the Police Officer position.

**Table 2 Number of Sworn and Non-Sworn Personnel for Benchmark Cities**

BENCHMARK CITIES	Total Emps	Sworn	Non Sworn	% Sworn	EMPS/1000
CULVER CITY	174	124	50	71%	3.19
MONROVIA	83	58	25	70%	1.57
MONTCLAIR	79	53	26	67%	1.60
EL CENTRO	72	50	22	69%	1.32
LA VERNE	64	47	17	73%	1.49
CALEXICO	61	45	16	74%	1.66
BRAWLEY	44	31	13	70%	1.41
<b>SANTA PAULA</b>	<b>42</b>	<b>32</b>	<b>10</b>	<b>76%</b>	<b>1.09</b>
SAN JACINTO	33	24	9	73%	1.01
PORT HUENEME	30	22	8	73%	1.01
<b>AVERAGE</b>	<b>68</b>	<b>48.60</b>	<b>20</b>	<b>72%</b>	<b>1.54</b>

From FBI 2002 Crime in the US

**Table 3 Number of Sworn and Non-Sworn Personnel for Non-Contract Cities**

NON-CONTRACT CITIES	Total Emps	Sworn	Non Sworn	% Sworn	EMPS/1000
OXNARD	308	209	99	68%	1.23
VENTURA	192	124	68	65%	1.23
SIMI VALLEY	185	122	63	66%	1.10
<b>SANTA PAULA</b>	<b>42</b>	<b>32</b>	<b>10</b>	<b>76%</b>	<b>1.09</b>
PORT HUENEME	30	22	8	73%	1.01
<b>AVERAGE</b>	<b>151</b>	<b>101.80</b>	<b>50</b>	<b>70%</b>	<b>1.13</b>

From FBI 2002 Crime in the US

**Table 4 Part I Crimes for Benchmark Cities from 2000 to 2002**

BENCHMARK CITIES	2002		2001		2000	
	NUMBER	CRIMES/1000	NUMBER	CRIMES/1000	NUMBER	CRIMES/1000
MONTCLAIR	2144	64.87	2059	62.30	1885	57.04
EL CENTRO	1599	42.26	2396	63.33	2441	64.52
CULVER CITY	1448	37.30	1452	37.41	1585	40.83
CALEXICO	1123	41.43	1194	44.04	1177	43.42
MONROVIA	1087	29.43	1066	28.87	1178	31.90
BRAWLEY	1062	48.20	803	36.44	778	35.31
<b>SANTA PAULA</b>	<b>901</b>	<b>30.75</b>	<b>852</b>	<b>29.08</b>	<b>757</b>	<b>25.83</b>
LA VERNE	771	24.37	745	23.55	749	23.67
SAN JACINTO	714	30.03	612	25.74	536	22.54
PORT HUENEME	560	25.64	490	22.43	568	26.00
<b>Average</b>	<b>1141</b>	<b>37.43</b>	<b>1167</b>	<b>37.32</b>	<b>1165</b>	<b>37.11</b>
% DIFFERENCE	-21%	-18%	-27%	-22%	-35%	-30%

**Total No. Average**                    **1158**  
 Avg % DIFFERENCE                    -28%  
**TOTAL RATE AVERAGE**            **37.28**  
 Avg % DIFFERENCE                    -23%

**Table 5 Part I Crimes for Ventura County from 2000-2002**

VENTURA COUNTY	2002		2001		2000	
	NUMBER	CRIMES/1000	NUMBER	CRIMES/1000	NUMBER	CRIMES/1000
OJAI	N/A	N/A	177	22.51	200	25.44
Unincorporated	N/A	N/A	1146	12.31	1296	13.92
OXNARD	5414	31.78	5298	31.10	5702	33.47
VENTURA	3657	36.24	3370	33.39	3373	33.42
THOSAND OAKS	2504	21.40	1904	16.27	1964	16.79
SIMI VALLEY	1776	15.95	1759	15.80	1704	15.30
CAMARILLO	1105	19.36	1225	21.46	1171	20.52
<b>SANTA PAULA</b>	<b>901</b>	<b>30.75</b>	<b>852</b>	<b>29.08</b>	<b>757</b>	<b>25.83</b>
PORT HUENEME	560	25.64	490	22.43	568	26.00
FILLMORE	305	23.11	266	20.15	324	24.55
MOORPARK	263	7.62	313	9.07	332	9.62
<b>Average</b>	<b>1832</b>	<b>23.54</b>	<b>1527</b>	<b>21.23</b>	<b>1581</b>	<b>22.26</b>
% DIFFERENCE	-51%	31%	-44%	37%	-52%	16%

**Total No. Average**                    **1647**  
 Avg % DIFFERENCE                    -49%  
**TOTAL RATE AVERAGE**            **22.34**  
 Avg % DIFFERENCE                    28%

**Table 6 Part I Crimes for Cities with Contracts with the County Sheriff from 2000-2002**

CONTRACT CITIES	2002		2001		2000	
	NUMBER	CRIMES/1000	NUMBER	CRIMES/1000	NUMBER	CRIMES/1000
OJAI	N/A	N/A	177	22.51	200	25.44
Unincorporated	N/A	N/A	1146	12.31	1296	13.92
THOSAND OAKS	2504	21.40	1904	16.27	1964	16.79
SIMI VALLEY	1776	15.95	1759	15.80	1704	15.30
CAMARILLO	1105	19.36	1225	21.46	1171	20.52
FILLMORE	305	23.11	266	20.15	324	24.55
MOORPARK	263	7.62	313	9.07	332	9.62
<b>SANTA PAULA</b>	<b>901</b>	<b>30.75</b>	<b>852</b>	<b>29.08</b>	<b>757</b>	<b>25.83</b>
<b>Average</b>	<b>1191</b>	<b>17.49</b>	<b>970</b>	<b>16.80</b>	<b>999</b>	<b>18.02</b>
% DIFFERENCE	-24%	76%	-12%	73%	-24%	43%

**Total No. Average**                    **1053**  
 Avg % DIFFERENCE                    -20%  
**TOTAL RATE AVERAGE**            **17.43**  
 Avg % DIFFERENCE                    64%

**Table 7 Part I Crimes for Non-Contract Cities from 2000-2002**

NON CONTRACT CITIES	2002		2001		2000	
	NUMBER	CRIMES/1000	NUMBER	CRIMES/1000	NUMBER	CRIMES/1000
OXNARD	5414	31.78	5298	31.10	5702	33.47
VENTURA	3657	36.24	3370	33.39	3373	33.42
SIMI VALLEY	1776	15.95	1759	15.80	1704	15.30
<b>SANTA PAULA</b>	<b>901</b>	<b>30.75</b>	<b>852</b>	<b>29.08</b>	<b>757</b>	<b>25.83</b>
PORT HUENEME	560	25.64	490	22.43	568	26.00
<b>Average</b>	<b>2462</b>	<b>28.07</b>	<b>2354</b>	<b>26.36</b>	<b>2421</b>	<b>26.81</b>
% DIFFERENCE	-63%	10%	-64%	10%	-69%	-4%

**Total No. Average**                    **2412**  
 Avg % DIFFERENCE                    -65%  
**TOTAL RATE AVERAGE**            **27.08**  
 Avg % DIFFERENCE                    5%

Table 8 Santa Paula Police Department Budget from 2001-2003

Santa Paula	2003-04	% of Total	2002-03	% of Total	2001-02	% of Total	Average	% of Average	Avg Per Capita
Personnel Expense	\$ 3,735,730	87%	\$ 3,447,440	88%	\$ 3,062,358	81%	\$ 3,415,176	85%	\$ 116.55
Overtime	\$ 317,343	7%	\$ 242,500	6%	\$ 340,230	9%	\$ 300,024	8%	\$ 10.24
MO	\$ 475,700	11%	\$ 437,980	11%	\$ 579,683	15%	\$ 497,788	9%	\$ 16.99
PD Budget	\$ 4,276,430	46%	\$ 3,900,420	43%	\$ 3,793,965	41%	\$ 3,990,272	43%	\$ 136.17
General Fund	\$ 9,342,619		\$ 9,084,610		\$ 9,252,360		\$ 9,226,530		\$ 314.87

Table 9 Average Police Department Budget for Benchmark Cities from 2001-2003

Benchmark Average	2003-04	% of Total	2002-03	% of Total	2001-02	% of Total	Total Average	% of Average	Avg Per Capita
Personnel Expense	\$ 6,456,908	78%	\$ 5,604,194	77%	\$ 6,345,343	84%	\$ 6,135,481	80%	\$ 202.93
Overtime	\$ 351,833	4%	\$ 307,714	4%	\$ 734,842	8%	\$ 464,796	6%	\$ 15.37
MO	\$ 869,149	10%	\$ 724,459	9%	\$ 634,428	11%	\$ 742,679	10%	\$ 24.56
PD Budget	\$ 7,565,237	41%	\$ 6,483,622	38%	\$ 7,496,338	35%	\$ 7,181,732	38%	\$ 237.54
General Fund	\$ 23,466,058		\$ 22,132,128		\$ 28,859,539		\$ 24,819,242		\$ 820.91

Table 10 Average Police Department Budget from Non Contract Cities 2001-2003

Non Contract Average	2003-04	% of Total	2002-03	% of Total	2001-02	% of Total	Total Average	% of Average	Avg Per Capita
Personnel Expense	\$ 11,898,683	89%	\$ 10,303,110	89%	\$ 7,521,786	90%	\$ 9,907,860	89%	\$ 150.45
Overtime	\$ 1,007,961	8%	\$ 934,375	8%	\$ 916,552	10%	\$ 952,962	9%	\$ 14.47
MO	\$ 1,072,425	8%	\$ 1,200,547	10%	\$ 411,111	8%	\$ 894,694	9%	\$ 13.59
PD Budget	\$ 13,383,808	37%	\$ 11,850,357	34%	\$ 11,327,938	31%	\$ 12,187,367	34%	\$ 185.07
General Fund	\$ 39,354,655		\$ 37,746,153		\$ 35,890,600		\$ 37,663,802		\$ 571.93

## Sample Value Statements, Goals, and Objectives

### Fresno, California Police Department: Mission Statement

"The Mission of the Fresno Police Department is to safeguard the lives and property of the people we serve and to preserve constitutional rights. We recognize and hold sacred the trust and confidence the community has placed in use to maintain a safe city with low levels of crime, violence, disorder and traffic problems. The Fresno Police Department believes that community partnerships and cooperation enhance the quality of police services. By working with other city employees, service organizations, schools, neighborhood groups, businesses and concerned individuals, we can reduce crime and improve the quality of life in Fresno."

### Portland Police Bureau Goals and Objectives

NOTE: PPB has identified four goals from which all objectives and strategies are developed. Two "Community Livability Goals" address the Bureau's direct mission and two "Institutional Goals" address the organizational factors that must be in place to achieve the Bureau's mission.

- **Community Livability Goals**
  1. **Reduce Crime and the Fear of Crime:** Identify and implement approaches for addressing crime and the fear of crime that can more effectively reduce both reported and non-reported crimes of all types. Give priority to addressing those crimes and conditions that most directly impact community livability.
  2. **Empower the Community:** Create a more involved, responsible community by building stronger community partnerships, improving customer services, providing more open and responsive communications, and delivering programs that promote involvement in problem solving and crime prevention.
- **Institutional Goals:**
  1. **Develop and Empower Personnel:** Implement training, management, and organizational approaches that are consistent with the mission and values of community policing. Strengthen staff skill level and moral. Make sure recruiting, hiring, training, and promotional practices are consistent with community characteristics and needs. Ensure work environments are supportive of customer service, innovation, personal accountability, and team contribution.
  2. **Strengthen Planning, Evaluation, and Fiscal Support:** Strengthen planning, evaluation, analysis, and fiscal mechanism to ensure responsive feedback, practical long range planning, and effective budgeting and fiscal management.

**Bureau of Police, Portland Oregon:  
Value Statements - 1994**

"The Portland Police Bureau, which exists to protect and serve the community, must always be guided by the principle that every individual has dignity and worth. In all that we do, we must show respect for the citizens we serve, and for the men and women of the Portland Police Bureau, recognizing and encouraging their individual needs aspirations,, and capabilities."

The mission goals of the Portland Police Bureau shall be carried out in alignment with the following values:

- Service Orientation – Provide supportive, professional service to the community and to employees by promoting human rights, mutual respect, and courtesy.
- Partnership - Work in partnership with the community, City Council, other bureaus, service agencies, and the criminal justice system.
- Empowerment - Encourage decision making at the most effective level, promote citizen responsibility and involvement
- Problem Solving – Use problem solving methods to reduce the incidence and rear of crime and to improve management and operational approaches.
- Accountability – Promote responsibility among Bureau management, employees, the community, the City Council, and other agencies for public safety resources, strategies and outcomes.

**Plano, Texas Police Department  
Mission Statement**

"The Plano Police Department is a value driven organization which serves the community by:

- Protecting Life and Property
- Preventing Crime
- Enforcing Laws
- Maintaining Order for all Citizens

*As the police department serves our community, we emphasize:*

- Voluntary Compliance
- Education of Citizens
- Partnership with the Community
- Visual Presence in the Community
- Detection and Apprehension

## Sample Policing Plan

**1 – CITY VISION STATEMENT ON POLICING.** The Chief and his Executive Team should develop a draft Vision Statement and circulate it among Department managers and staff for their input and suggestions. When a final draft is available, the Chief and City Manager should meet individually with each Council Member to discuss the draft statement and solicit their input and suggested changes. When a final statement is ready for formal presentation to the Council, a copy should be sent to each employee with a cover letter from the Chief explaining any changes from the draft document that had been circulated for their comment and input. Upon Council ratification, posters containing the final Vision Statement should be distributed throughout the police building and posted in each unit. The Chief should then send a copy of the statement to every influential community leader and civic organization in the city with a letter explaining the purpose of the statement and describing the process being used to develop a Policing Plan for the City.

**2 – PHASE ONE DRAFT.** The Chief should convene an internal work group composed of Department staff, supervisors, and managers, civilians and sworn, to take the lead in developing a draft of the Phase One Plan. The Chief should also designate a manager to chair and coordinate the activities of the work group. The groups first task should be to research what other cities have developed in the way of Policing or Strategic Plans. Taking what they learn from other cities, the group should develop a preliminary draft of the Phase One Plan. This Plan will include:

- A Department Mission Statement
- A List of Organizational Value Statements, and
- Four or Five Principle Organizational Goals that are specifically tailored to reflect the unique requirements of PPD and the Pomona Community.

Phase One will constitute the “bones” of the policing plan. The “meat” can and will come later in the form of Objectives and Strategies. The Phase One draft should be circulated to Department personnel for their input and comment. It should also be submitted to and discussed informally with the City Manager and members of the Council, soliciting their input and making changes as appropriate. If possible, members of the internal work group that develops the draft should be afforded an opportunity to meet either individually or as a group with departmental work units, the City Manager and the Council to discuss the document.

**3 – COMMUNITY DIALOGUE.** When consensus over the draft statements has been achieved among the Department and City authorities, the Chief and the internal work group should initiate a dialogue with the community over the Phase One Plan. The draft should be promulgated to the community by any means possible including, news articles, paid advertisements, brochures, mass mailings, and meetings with key stakeholders. Members of the internal work group should take the lead in organizing the stakeholder meetings and facilitating the discussion at these meetings. The meetings should be used as an opportunity to not only obtain input but also educate the stakeholders on such concepts as Community Oriented Policing, Problem Oriented Policing,

problem solving techniques such as the SARA method, directed patrol, and the role of the community in addressing police and neighborhood livability issues.

**4 – APPROVAL OF PHASE ONE DOCUMENT.** Taking the input it receives from the community dialogue, the internal work group should develop a final Phase One document. This document should be submitted to the Chief for his approval and then to the City Manager and Council for their approval. It is essential that there be some formal expression of approval for the document by the City Manager and the City Council. The Department must have assurance that the Council and City Manager support the Plan and endorse its use in guiding the development and implementation of policing strategies for the City.

**5 – PROMULGATION OF DOCUMENT.** After formal approval by the Council, the Phase One document should be given the widest possible dissemination both within and outside the Department. Posters inscribed with the City’s Vision, and the Department’s Mission, Values, and Goal Statements should be printed and posted prominently throughout the Department, on its web page, in City Hall, the public library, recreation facilities, schools and other public places.

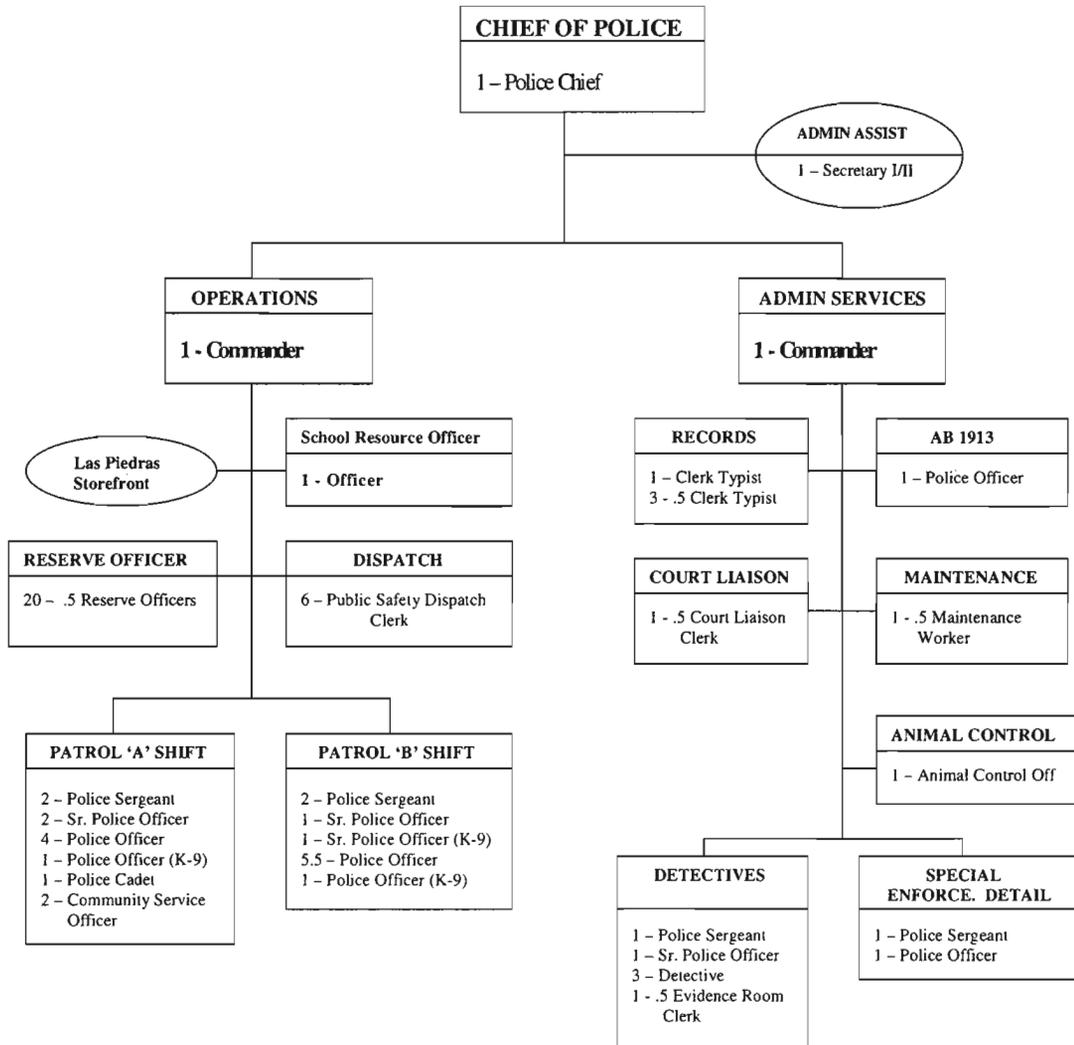
**6 – PHASE TWO WORK PLANS.** With a fully adopted and approved Phase One document in hand, the process of preparing Phase II or the “meat” (i.e., objectives and strategies) of the city’s Policing Plan can get underway. Beginning at the top of the organization, each manager will be responsible for working with their direct reporting units to develop well coordinated Work Plans for the upcoming fiscal year.

The Work Plans will constitute the “action element” of the overall Policing Plan and will include:

- A List of Objective the unit will be striving to attain in the next year, given the availability of resources,
- The Strategies the unit will want to employ in pursuit of their objectives, and
- A number of quantifiable factors which can be used to assess the extent to which the unit will have achieved its stated objectives i.e., program level performance measures), along with quarterly, anticipated performance numbers.

**7 – FINAL DOCUMENT.** Once the Chief has approved the Work Plans, the entire Phase One and Two materials should be compiled into one document that is printed and distributed to all interested parties.

## Current Organization Chart CITY OF SANTA PAULA POLICE DEPARTMENT



## Proposed Organization Chart CITY OF SANTA PAULA POLICE DEPARTMENT

