

90-day REPORT TO THE COMMUNITY



An Overview of the SALINAS POLICE DEPARTMENT

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July 21, 2009

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I. Introduction

On April 6th I was sworn in as your Chief of Police. One of the commitments I made then was to conduct an overview examination of the operations of the Salinas Police Department (SPD) and to share those findings with the community within 90 days. This report fulfills that commitment.

I committed to producing a second report after 180 days in office. That report will provide a more definitive analysis of operations and resource allocation, in order to gain the specific information to formulate a future strategic plan for the SPD. Further, I committed to publishing an annual report for 2009 and every year thereafter, to keep the community fully informed about their Police Department, its personnel, programs, initiatives, operations and challenges.

The Salinas Police Department will publish a Strategic Plan for Fiscal Year 2010/2011 by July 1, 2010.

In all of my communications with the public there is one other underlying commitment: to speak honestly and frankly. I take it to heart that we in the Police Department are both servants of, and partners with, the people of Salinas. I intend to pay them the respect of plain speaking.

II. Key Findings

Over the past three months I have spoken with employees, residents, homeowners, educators, business people, service providers, youth and anyone interested in discussing police services and quality of life issues in our community. I have much information to share.

But I know there is one key question that any reader of this document will be impatient to have answered: *Can we turn back the tide of violent crime in our community?*

The short answer is we have the **capability** to win against crime, but, as of now, we lack the **capacity**.

After 90 days of critical, unsentimental review, I am impressed by the capability of the SPD. The great majority of our officers and staff would be a credit to any police force. But we simply must develop more capacity, both in the Department and in the community at large. If we do that, and do it intelligently, we will win – we will restore the peaceful Salinas we all long for. But if we do not, we can expect to live with a worsening crime problem into the indeterminate future.

The choice is ours to make as a community.

III. Summary Observations

There is also a growing, nearly universal, concern about the increased violence in the community, mostly perpetrated by gangsters, which affects the entire community. One person said to me: “Crime in any part of our City impacts the entire City.” I believe she was right on point. Violent crime engenders fear in a community...and it is fear that is tightening its grip on our community; fear of becoming a victim of crime; fear of gang retaliation for sharing information with police about criminal activity; fear for family and loved ones in a community with a long history of violent crime. And gangsters (as well as non-gang affiliated thugs) are contributing significantly to this fear and to the rising violent crime rate.

As of this writing, there have been 14 murders in our city this year. Most of the victims and perpetrators have been gang-affiliated young adults and juveniles. Behind the phrase “gang violence” are kids are killing kids – a horrible, unacceptable situation.

But the homicide rate is only one part of violent crime. In Salinas there have also been more attempted murders, robberies, assaults, rapes and other crimes. In addition, many homicides have been averted, thanks to the actions of police, paramedic and emergency room personnel, along with the bare fact that many of the shooters aren’t skilled in the use of firearms, and fail to hit their intended targets.

The real measure of violence in the community takes into account all violent crimes. That measure is the Violent Crime Index (VCI), which counts violent crimes per thousand residents. More on this later on.

While there is little consolation in the fact most other communities throughout the United States are experiencing similar increases in violent crimes at the hands of gangsters (men and women), it is comforting to know the good people in communities throughout the nation are beginning to stand up to these thugs and murderers and are taking their communities back. This is precisely what we are going to do in our City! Your Police Department is going to continue to lead the effort by continuing to improve the way we do business and serve as a positive catalyst to mobilize our community to restore peace and safety. Mayor Donohue’s challenge: “Imagine a Great City” is more than just a cliché to appease the faint-hearted, it is a call to action.

The disparity between the SPD’s capability (skills, training, abilities etc.) and its capacity (sufficient personnel) is reflected in uneven levels of public satisfaction with the Department. I have received comments from hundreds of residents from all parts of the city, through personal discussions, surveys, telephone opinion polls, and other channels. Most have been complimentary of the men and women of the SPD. But there have also been sincere criticisms leveled at the police and the way we conduct business.

On the North, West and South sides of town, residents voiced concern about what they see as ineffective allocation and utilization of police resources, and a seemingly disproportionate focus on minor issues. Complaints included too many officers at minor events, too few officers permanently assigned to neighborhoods, and not enough one-on-one, non-enforcement interactions between police officers and residents.

On the East side, many residents expressed a lack of confidence in the SPD's ability to have a significant impact on gang-related violence. Among their concerns were language barriers, the imposition of police services on the community as opposed to integrating into the community, too little demonstration of interest in and empathy for their issues and circumstances, and not enough working hand-in-hand with them to improve their quality of life. Some recognized the good work that has been done in these areas, but nearly all indicated that it was not enough.

Reality or perception? It makes little difference, since perception *is* reality in the mind of the beholder. What is clear to me is that more cooperation, communication and interaction need to take place on both sides. When fear is high and confidence is low, information does not flow, and that makes the police less effective. This phenomenon is seen in Salinas in the too-low solvability rate of violent crime. It is as frustrating for police officers as it is for community members.

North, South, West and East, most if not all of our shortcomings can be addressed through increased capacity. As I detail below, where our people fail to perform at the level we all expect, it is usually because too few of them are trying to do too much with too little.

Is there a need for police officers to be more communicative and service-oriented? Is there a need for police officers to integrate into all segments of the community and provide genuine, empathic service as well as enforcing the provisions of law? Is there a need to more effectively deploy police officers and support personnel in the community to address crime and violence? Is there a need to improve police operations/systems/processes and service delivery in general? Is there a need to hire and retain more bilingual officers to more effectively mirror and meet the needs of the Hispanic community? Is there a *critical* need for additional police officers and support staff (capacity) to meet these demands for protection and service? I believe the answer to each of these questions is YES!

At this point, I would like to make a statement about my up-close-and-personal observations of the men and women of the Salinas Police Department. It has become apparent to me in a short period of time, the officers and support staff of your Police Department are fine police professionals who can stand head and shoulders with any of their contemporaries throughout the State. They are hard-working men and women committed to high standards of excellence, and who are concerned about our community. They are well trained, look sharp in their uniforms (a clear indication of pride in their profession and Department), have high conviction rates for arrests made, and work well under the pressure of minimal resources. However, as in most organizations, in terms of quality performance and quantity performance, there will be low performers and there will be high performers. I doubt the SPD is any different. The high performers are those persons who possess a high energy level and passion for their profession, who are genuinely interested in serving and protecting others, who get out and work and waste very little time, etc. There may also be low performers, those persons who are not so committed and content just to do the minimum to receive a paycheck.

My challenge as Chief of Police is to become intimately aware of the capabilities, performance, interests, strengths and weaknesses of all my staff and to support, lead, build and allow

them to thrive in an environment, which encourages and rewards excellence in service and facilitates personal and professional growth. I believe most people are internally motivated and want to do meaningful work. I concur with my friend and mentor, the renowned leadership psychologist, Dr. Frederick Herzberg, who, in his classic treatise: "One More Time: How Do You Motivate Employees?" (*Harvard Business Review*, Sep/Oct87, Vol. 65 Issue 5, p109-120) responded saying: "...you give them meaningful work to do, give them the resources to accomplish their task, and then you let them work!" I would add two additional caveats; regularly monitor performance and make course corrections when necessary.

I firmly believe by promoting and sustaining such an environment in the Police Department, those interested in making a positive contribution to the well being of our community will thrive, attract persons of like character into our ranks, and enjoy their work immensely.

IV. History

In order to succeed in our top priority of restoring peace, we must learn from – and make a break with – what is now a long history. I have taken a look at the history of violent crime in Salinas over the past five decades. It is not hard to find a recurring pattern

- Vice problems associated with legalized prostitution in Chinatown, robberies and gangster fights and killings prompting the following statement from former Police Chief McIntyre: "Gang fights will not be tolerated in the City of Salinas." (*Salinas Californian*, January 1954.)
- Juvenile gang fights reaching "...epidemic proportions." (*Salinas Californian*, October 28, 1960.)
- In 1968 former Police Chief Roberson stated: "Law enforcement in general realizes its responsibility and is attempting in every way possible to curb our mounting crime problems, but **without full citizen participation in our mutual problem**, we are fighting a losing battle." (Emphasis added.) (*Salinas Californian*, January 30, 1968)
- Gunfire, roaming gangs and murders in the 1970's prompted former Police Captain Roy Hanna to say "We can't emphasize more the value of citizens calling police when they believe a crime is in progress or have information."
- Continued gang violence and deteriorating relations with the Latino community prompted city officials to publish the following in the *Salinas Californian* in 1986: "Wanted: Police Chief, strong leader. Must be able to fit in and improve the Department's relations with the Latino community."
- Multiple gang attacks (four in an eight-hour period), homicides and numerous firebombing of homes in 1991. (*Salinas Californian*, September 2, 1991.)
- A *Salinas Californian* editorial in February 1993 predicted that by the year 2000 gunfire would be common in Salinas unless the community worked together to change things. (The prediction has been realized.)
- A record-setting 24 homicides in 1994. (Uniform Crime Report, 1995.)

- In 2001, two years after former Chief Dan Ortega’s induction admonition that “We must all work together toward long-term solutions”, there were 12 homicides, 25 rapes, more than 200 robberies and more than 400 assaults. (*Salinas Californian*, October 11, 2001.)
- In 2004, Senator Barbara Boxer visited Salinas and pledged to help the city fund a joint city-county gang task force to fight rampant gang violence.

Each of my predecessor Chiefs of Police has stated in the strongest terms that **residents must be involved** in helping improve the quality of life in our community, most importantly by sharing intelligence and in securing individual neighborhoods. In this I wholeheartedly agree with my predecessors. I hope to move their work forward by expanding and improving the ways in which the public and the police work together.

Factors Influencing Gang Crime

There are an estimated 3,500 gang members or associates in Monterey County, most of them living in Salinas. It is common knowledge most of our violent crime is the work of Latino street gangs. We are not able, though, to quantify the *non-violent* crime attributable to gang members, as the data does not exist in our systems. But, I believe there is a **significant economic loss to our community** due to criminals, most of them gangsters, committing burglaries, stealing automobiles, defacing property and the like.

Gang violence also diverts police resources from other crimes. Consider this: In 2008 there were 25 homicides, 23 of which were gang related – if we didn’t have a gang violence problem in Salinas, there would have been only two homicides in 2008. Imagine the other crimes we could have addressed, the other services we could have provided. Apart from gang violence, the Police Department must also deal with crimes involving drugs, finance, sex, property, autos, assaults, domestic violence, alcohol, traffic... in short, the entire spectrum of criminal activity that occurs in any community of 150,000 people.

There are a number of factors which contribute to the gang-crime equation. They include:

- The close proximity of two state prisons to the city (incarcerated gangsters directing gangster activities outside of the prisons)
- The effects of poverty, exacerbated by a sagging economy
- Dysfunctional or struggling families, providing too little juvenile supervision
- Lack of positive adult male role models
- Multi-generational gang families
- Lack of effective teacher/student attachments with at-risk youth¹
- Inadequate education and an elevated high school drop-out rate

¹ OJJDP Official Website

- Drug sales money enticing youth into gang affiliation
- Increased violence in media and video games, desensitizing youth to the impacts of violence²
- Limited opportunities for after-school recreation
- Migrating gangsters infiltrating and victimizing law abiding, hard working seasonal farm workers, many of whom are fearful victims of unreported crime

All of these contribute to the violence and fear in our community. Their impact is greatly increased by this additional, and critical, factor:

- Too few police officers, with inadequate equipment and facilities, for a period that now stretches over decades.

In response to the state budget crisis, the legislature is considering action that would add significantly to Salinas' burden: the early release of felons from prison. If this happens, large spikes in crime are projected. According to research by the RAND Corporation³ and others, for every 5,000 inmates released early there will be an estimated 45,500 new crimes committed over the next three years. 9,000 of those will be violent felonies. This prediction holds even for the release of so-called "non-violent, non-serious" felons. Under the plan being considered by the legislature, inmates would be released to the cities where they were arrested. That means a lot of felons would be coming right back to Salinas.

Uniform Crime Report (UCR) – Violent Crime

By law, the Federal Bureau of Investigation maintains the national repository of crime data from all fifty states. Every law enforcement agency in the nation is required under the Uniform Crime Reporting Act, to record crime data and transmit the same to the FBI. The FBI each year publishes the data in a volume entitled: "Crime in the United States." Crimes are reported according to a priority system, Priority One crimes being the most egregious. The seven Part One crimes include murder, aggravated assault, robbery, rape, burglary, motor vehicle theft, and arson. Violent crimes include murder, assault, rape and robbery.

Part One violent crimes in our City (expressed in relation to population) for the ten-year period from 1998 to 2008 are displayed in the following chart.

² Let's Stop Teaching Our Children How To Kill citation

³ RAND, Corp, "Crime Costs and Public Policy" (January 2009)

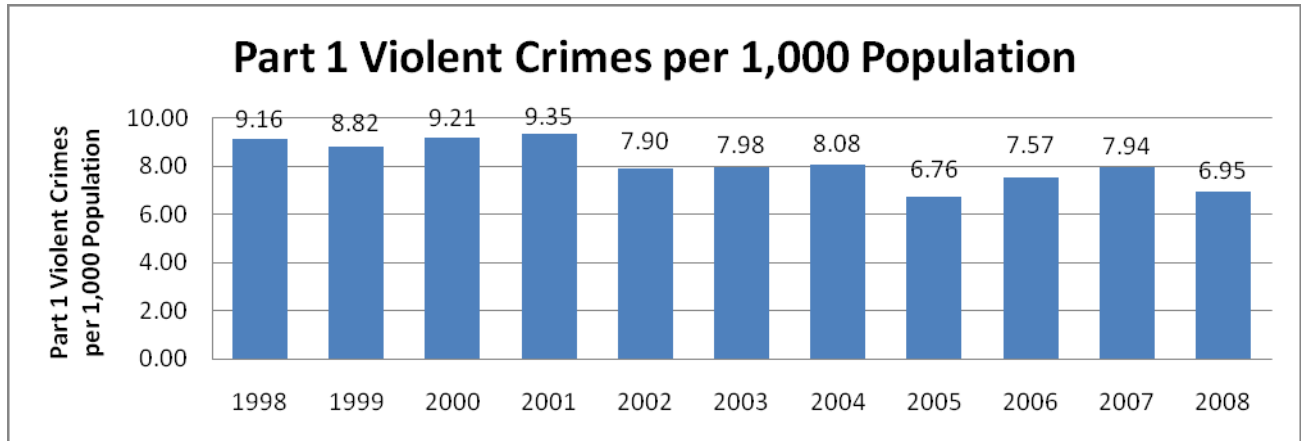


Chart # 1 (Data Source: SPD Records)

The following table compares cities of similar population in California to the City of Salinas based on US Census population estimates for 2007.

CITY	POP est. 2007
Garden Grove	165,610
Santa Rosa	154,241
Pomona	152,631
Corona	150,308
Salinas	143,517
Pasadena	143,400
Torrance	141,420
Hayward	140,943
Escondido	136,246

Table #1 (Data Source: U.S. Dept of Census)

The below chart compares violent crime rates of the above cities with the number of police officers in those cities. As is clearly evident, the City of Salinas ranks third lowest in officers-per-thousand population in California cities of like size. Salinas also has the second highest rate of violent crime among these cities. Although a detailed analysis of correlation between the number of officers and the rate of violent crime is beyond the scope of this report, the trend lines indicate as the number of officers declines the rate of violent crime increases.

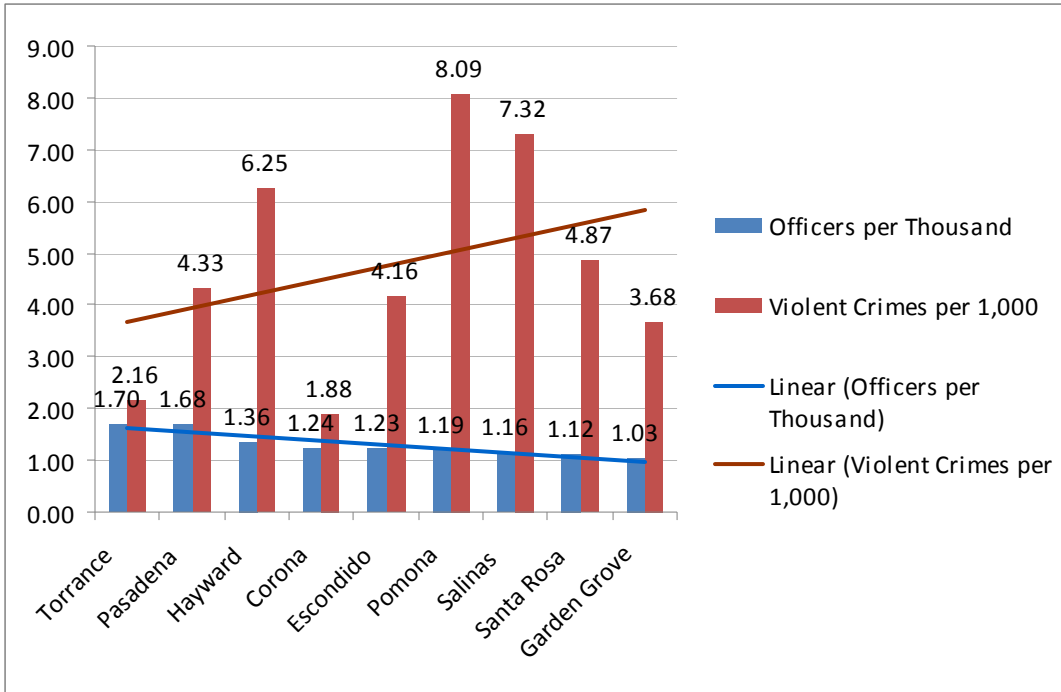


Chart # 2 (Data Source: reports from each city listed)

The following chart illustrates the number of police officers-per-thousand population in Monterey County cities. Notice, Salinas ranks next to the lowest in officers-per-thousand population in Monterey County. The data speaks for itself.

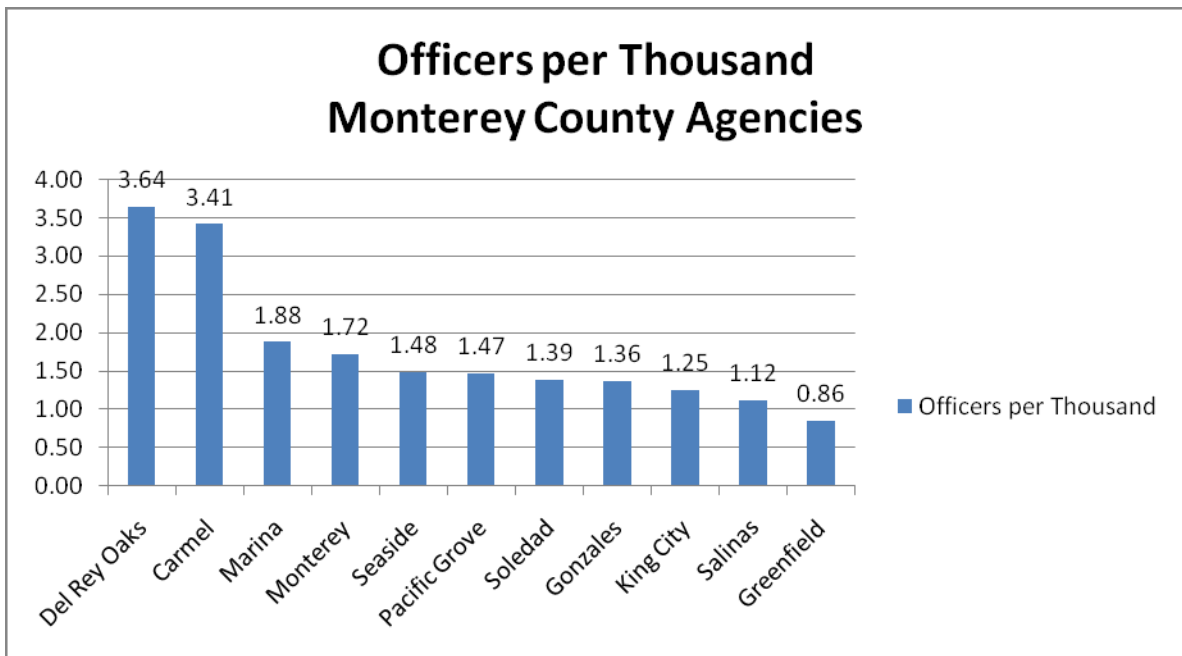


Chart # 3 (Data Source: reports from each city listed)

Also observe, in the below table, in order for the Salinas Police Department to provide the same ratio of officers-per-thousand population as exists in, for example, the City of Marina, the City of Salinas would need to hire 113 *additional* police officers.

Agency	Additional Officers Needed
Del Rey Oaks	376
Carmel	343
Marina	113
Monterey	90
Seaside	54
Pacific Grove	52
Soledad	40
Gonzales	36
King City	19
Salinas	0
Greenfield	-40

How Police Response Works

Police officers are dispatched based on priority: crimes of violence take precedence over property crimes, and property crimes take precedence over quality of life calls (such as loud parties, etc.). Given our limited resources, if there are many high priority calls, lower priority calls are put on hold, often for hours, and response to the lowest priority calls can take even longer still. Such has been the condition in Salinas for years. We receive frequent complaints about police taking too long to respond to non-emergency calls.

The Monterey County Department of Emergency Communications Center⁴ provides dispatch services for most public safety agencies in Monterey County, including the SPD. SPD calls are identified by four categories:

Priority One: Emergencies where there is an immediate threat to life or indicating grave personal injury.

Priority Two: Incidents that need a response as soon as possible, but where there is no immediate threat to life or property. A non-injury traffic accident blocking a roadway is an example of a Priority Two incident. Another example would be a non-violent shoplifter in custody.

⁴ Data Source for all charts: Monterey County Department of Emergency Communications Center

Priority Three: Calls that normally can be held until a Patrol Officer is available. For example, a non-injury traffic accident not blocking the roadway; anonymous complaints of excessive noise, music or barking dogs; an abandoned vehicle; etc.

Priority Four: Used for follow-ups, routine phone calls, etc.

Number and Type of Priority Calls-for-Service

In 2008, Salinas Police Department personnel responded to more than 116,000 calls for service as shown below.

Type of Calls for Service	2008 Amount
Priority 1	2,995
Priority 2	76,101
Priority 3	24,476
Priority 4	12,731

Dispatch Times

In 2008, on average, at least one officer was dispatched to a Priority One call within less than 3 minutes of the call being received.

Average Time from Receipt of Call to Dispatch	2008
Priority 1	2 min 54 sec
Priority 2	15 min 29 sec
Priority 3	39 min 25 sec
Priority 4	29 min 1 sec

Travel Times

As the geographic boundaries of Salinas expand and vehicular traffic increases, the length of time it takes for police to respond to a call for service increases as well. Response times in 2008 for the various call priorities are listed below.

Average Travel Time from Dispatch to First On Scene	2008
Priority 1	3 min 50 sec
Priority 2	7 min 31 sec
Priority 3	13 min 42 sec
Priority 4	14 min 7 sec

Average Time Spent on a Call-for-Service

Average Time spent on Call	2008
Priority 1	2 hr 50 min
Priority 2	25 min 53 Sec
Priority 3	30 min 33 Sec
Priority 4	40 min 49 sec

Calls-For-Service by Hour of the Day

Calls-for-Service history is used to determine the deployment of Patrol Officers and other field personnel. Notice the heavy Call-for-Service load in the late afternoon and evening hours.

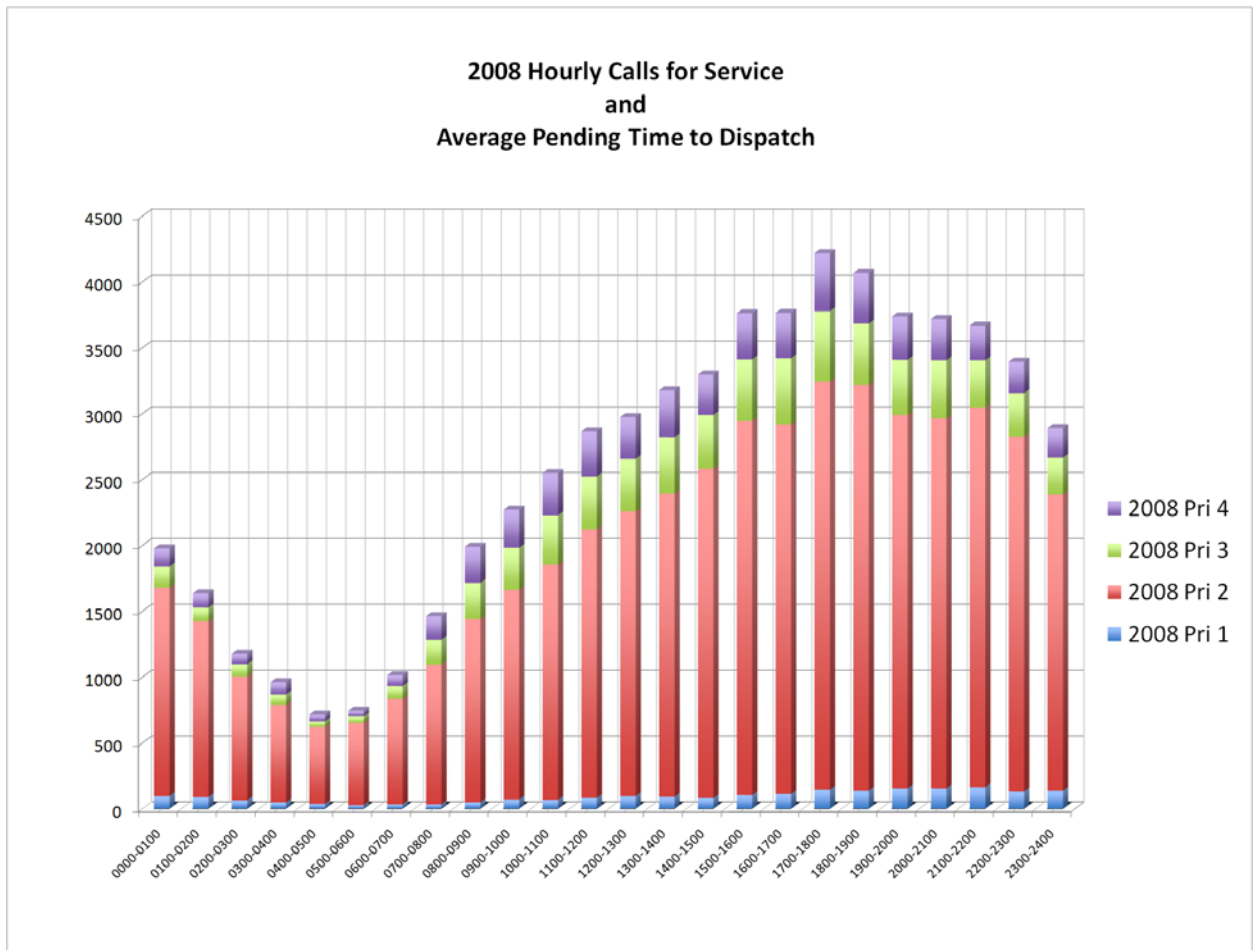


Chart # 4 (Data Source: Monterey County Department of Emergency Communications Center) Key: Military time: 0000 hrs = midnight

Full Service Policing - Requirements vs. Capacity

A full-service Police Department should be capable of providing much more than basic police protection from violent crime and property loss. A community in 21st Century America expects its police officers to be able to help improve the quality of life in the community by performing non-enforcement services as well, such as seeking out offenders to prevent crime from occurring in the first place, facilitating the safe and orderly flow of vehicular and pedestrian traffic, establishing crime prevention programs, educating residents about community and personal safety, mentoring and educating youth about the dangers of crime, sponsoring positive youth programs, and more.

Again, while the Salinas Police Department has the *capability* to be a full-service Police Department, it does not have the *capacity*. There are simply not enough personnel to get the job done and done well. With the growing violent and major crime issues in Salinas, we spend disproportionate time and resources on high priority call responses and investigations, thus depleting our capacity to provide adequate crime prevention, education and even suppression, much less other quality of life services.

Significant reductions in police personnel over the past twenty years (notwithstanding increased population and demands for service) has exacerbated the problem and significantly reduced your Police Department's ability to secure the City. Nineteen years ago the population of Salinas was 108,777 (CA Dept. of Finance, April 1990) and there were 137 police officers in the Police Department. That amounted to only 1.3 officers per thousand population. Today the population of Salinas is nearly 150,000 and there are 168 officers, which is equivalent to 1.1 officers per thousand population. Given the history of crime in our City, we do not have nearly enough personnel to get the job done.

Insufficient staffing results in reactive rather than pro-active policing. Operating reactively has deleterious consequences over the long term, as officers become conditioned to responding to most calls for service in the reactive mind-set. Providing high quality, empathic customer service becomes harder and harder as officers simply run from call to call. Hence the community can come to feel that police services are imposed upon them rather than exercised in partnership with them. Officers can become more isolated, and the community less supportive.

For decades, police scholars and top practitioners have been warning of the consequences and dangers of consistently retreating into the "relative security of crisis management." We can make progress towards the pro-active, full service model through improved strategy, management, systems and technology, as I describe in my recommendations. But adequate staffing and support remain bedrock requirements, for which there is no alternative.

Community-oriented Policing (COP)

While the profession of policing has its share of traditions and ritualistic practices, these have tended to give way during and since the 1980's to a more open approach to police service delivery by most progressive Police Departments in the United States. While police departments dili-

gently strive to become more effective at fighting crime, the traditional approach is a crime-fighting, socially distant, calculating, rational, reactive model of policing complete with paramilitary bureaucracies. Success with this model has proven to be illusive.

Community-oriented Policing suggests an expanded police officer role to communicate effectively and often with citizens, identify problems in neighborhoods and then work closely with residents/business owners to bring community/government resources to bear on the issues. In the process, the Community-oriented Policing methodology emphasizes improved police-community collaboration and communication and *fixes the responsibility for crime and problem solving as a shared responsibility between police and community members*. The result is officers transcend their focus of addressing any immediate problem and recognize that many criminal acts or incidents are connected rather than episodic events, hence requiring a more sophisticated, analytical, collaborative approach to problem/crime-solving.

When truly adopting the Community-oriented Policing philosophy, police departments become more introspective as to what they are doing, how they are doing it, and in the process, come to recognize the synergistic relationship they have with the community in solving crime-related problems. In short, cops become more friendly and approachable and are viewed in a more positive role within the community. While over the past two decades the Community-oriented Policing philosophy has established a long tradition in research, it has also been proven to have a solid sociological foundation where the value of building cohesion within the community has a host of benefits for the community member as well as the police officer; not the least of which is a more effective police organization and a more effective police officer.

While there remain many definitions of Community-oriented Policing (a philosophical change versus a mere strategy or program) and hence many claims by police departments to be operating under its umbrella, few police organizations (including the Salinas Police Department) have fully embraced or implemented Community-oriented Policing, since at its foundation is the building block of sufficient capacity (personnel) to pull it off.

Community-oriented Policing is clearly a more enlightened method of policing. I foresee taking Community-oriented Policing a step further - Neighborhood-oriented Policing; embedding the Salinas Police Department squarely in the heart of the community and neighborhoods (i.e., bicycle and mounted patrols in neighborhoods, School Resource Officers who are specially trained to teach, etc.).

Community-oriented Policing has proven to be immensely more effective than the traditional reactive model of policing. Community-oriented Policing is personnel intensive and requires consistency of supervision. Community-oriented Policing costs bucks! And this is why most police agencies struggle to keep the Community-oriented Policing model alive and working. It is inevitable for a police department to retreat into reactive policing when personnel assets are reduced.

**CURRENT SITUATION:
WHERE WE ARE & WHERE WE NEED TO BE**

Following an overview of the structure of the SPD as a whole, this section provides descriptions of each Division's capability and capacity plus makes recommendations about "Where We Need To Be." I believe the recommended increases in staffing and physical assets are critical to the delivery of the police services the people of Salinas expect and deserve.

Under command of the Chief of Police, the Department is organized into three Divisions: Administration, Field Operations and Investigations. Presently I have two Deputy Chiefs of Police, one responsible for Field Operations Division and one tasked with leading both the Administration and Investigations Divisions.

V. Sworn (Peace Officer) Positions

With the recent freezing of fifteen (15) unfilled police officer positions, the Salinas Police Department dropped from 187 authorized to the present 168 sworn positions.

- Chief of Police (1): - Chief Executive Officer – Department Director.
- Deputy Chief of Police (2): - Second-in-command position with responsibility to develop/implement policy and lead a Division.
- Police Commander (8): - A management position with responsibility to lead and manage a Unit and implement policy. Commanders oversee the day-to-day activities of various Units within the Divisions.
- Police Sergeant (25): - A first-line supervisor position.
- Police Officer (132): - A line level position. Police Officers are the backbone of the organization directly providing police services to the community.

Total Sworn: 168

Non-sworn (Civilian) Positions

- Comm. Service Officer (19): - A uniformed, non-sworn field support position. Twenty-three are authorized but four are frozen at present.⁵
- Police Cadet: (6) - A part-time support position for high school/college students interested in pursuing a career in law enforcement.

⁵ During 2008, (non-sworn) Community Services Officers (CSO's) in all assignments responded to, or otherwise handled 11,247 calls for service; 4,490 calls to specifically assist Patrol Officers on the street thus freeing up Police Officers for other duties.

Support Personnel: (44) - There are various classifications of support staff in various Units including: Records, Clerical, Accounting & Finance, Evidence, Crime Analysis, Report Transcription, Fleet and Building Maintenance.

Animal Control Officer: (4) - Non-sworn animal control personnel.

Background Investigator: (3) - Part-time officers who investigate SPD employee applicants.

Total Non-sworn: 76

Volunteer Positions

Reserve Police Officer: (7) - A certificated, non-paid, part-time police officer.

Volunteer Aide: (3) - A non-paid volunteer.

Total SPD Personnel: 244

SALINAS POLICE DEPARTMENT - ORGANIZATION

VI. Office of Chief of Police

1 Chief of Police; 1 Administrative Secretary

Director of Community Safety

1 Commander

A Police Commander is currently assigned as the Director of Community Safety and the Department's representative to the Community Alliance for Safety and Peace (CASP). His primary function is to coordinate police crime prevention and intervention efforts ensuring a collaborative approach to violence prevention involving community partners.

Internal Affairs (IA) Unit

1 Sergeant; 1 Police Officer

Personnel assigned to this Unit report directly to the Chief of Police. They are charged with investigating all citizen complaints against Department personnel, as well as internally generated investigations for violations of Department policy, rules, and regulations. This Unit is adequately staffed and functioning.

VIII. Field Services Division

1 Deputy Chief of Police; 4 Commanders; 12 Sergeants; 90 Police Officers; 11 Comm. Services Officer; 7 Support personnel. Total Sworn 106; Total Support 18.

Patrol Unit

The City of Salinas is geographically divided into 12 patrol “beats”. Officers work one of three assigned shifts, with a minimum of eleven (11) officers on duty at any point in time. This has been determined to be the minimum to meet officer-safety requirements. There are 113 sworn positions in the Patrol Unit. Seventeen (17) of those positions are management and supervisory. There are 89 authorized police officer positions in Patrol and 7 Community Service Officer (CSO) positions. Actual bodies available for service are regularly lower than the 89 authorized; there are always employees away from the workplace for various reasons (military leave, maternity leave, injuries, sickness, vacation, court appearances, training, etc.). During June 2009, on average there were 76 patrol officers available for service.

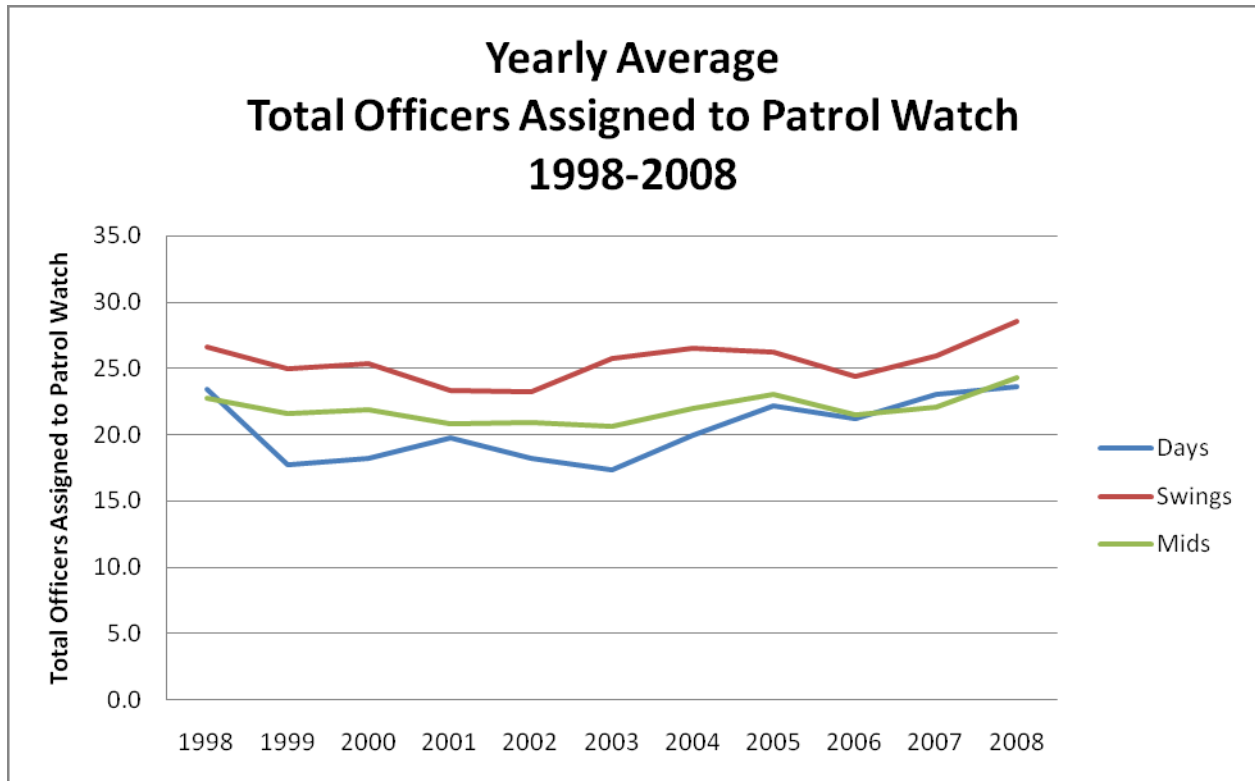
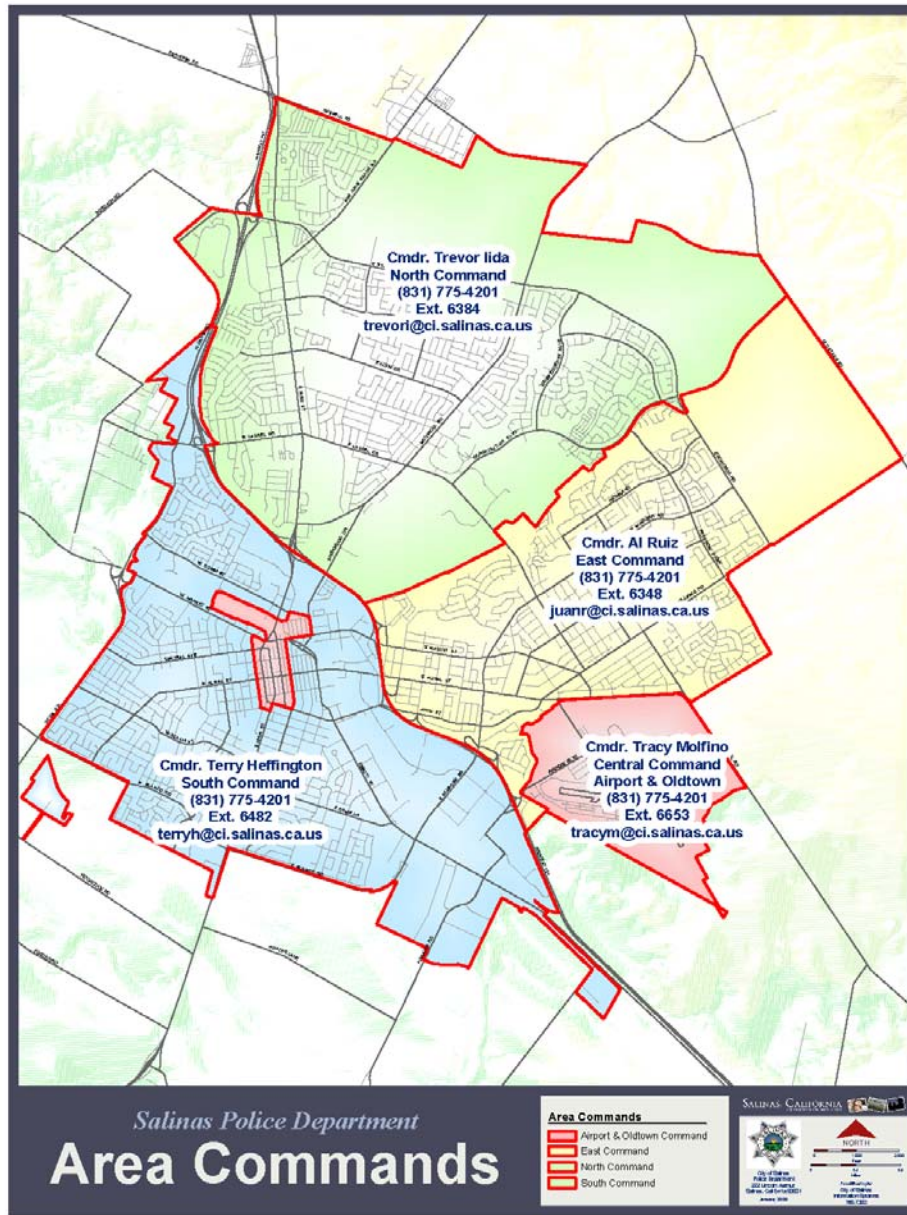


Chart # 5 (Data Source: SPD Records)

Four Patrol Commanders serve as Watch Commanders during their assigned shift. A Watch Commander has operational control of all personnel assigned to his/her shift. The Watch Commander works with Sergeants (first-line supervisors) to manage the delivery of police services. They set priorities, deploy personnel and assume command of critical incidents. The Commanders are also assigned as Area Commanders (the City is divided into

four Areas containing smaller geographical “beats”) responsible for the coordination of all police services (including crime prevention and community outreach) in their assigned Areas.



Maintaining adequate staffing in the Patrol Unit is a decades-old challenge. The average patrol officer vacancy rate over the last 10 years has been 15%. In order to merely meet minimum staffing requirements on the three shifts, overtime is commonly used. Experience has shown that of the 2,080 hours an officer is allocated to work annually, actual hours on the job are actually about 1,790. Between the hours of 11:00 AM and 11:00 PM, 911 and other

Priority One calls typically out-number the officers available to respond. This results in lower priority calls left pending for extended periods of time, as well as officers being pulled to answer calls originating outside of their beat. A review of calls for service indicates patrol officers working during daytime and evening hours have virtually no free time to self-initiate. No officers assigned to Watch Three (the “graveyard shift”) are available to pull up for earlier service, as that watch is staffed at minimum officer-safety levels.

Where We Need To Be

Even though many residents understand the need for priority response to crimes in progress, there is a clear expectation of other types of service from police as well, especially during the hours residents are up and moving about (daytime and early evening hours). It is clear Patrol staffing needs to be enhanced during peak hours. This will require significantly more personnel. Adding a fourth (overlap) shift during peak hours will allow officers to remain on their beats a greater percentage of time, allow for a more expeditious and disciplined response to 911 calls for service, maintain officer safety minimums, and provide more unrestricted officer time to engage in quality, non-enforcement interactions with the public.

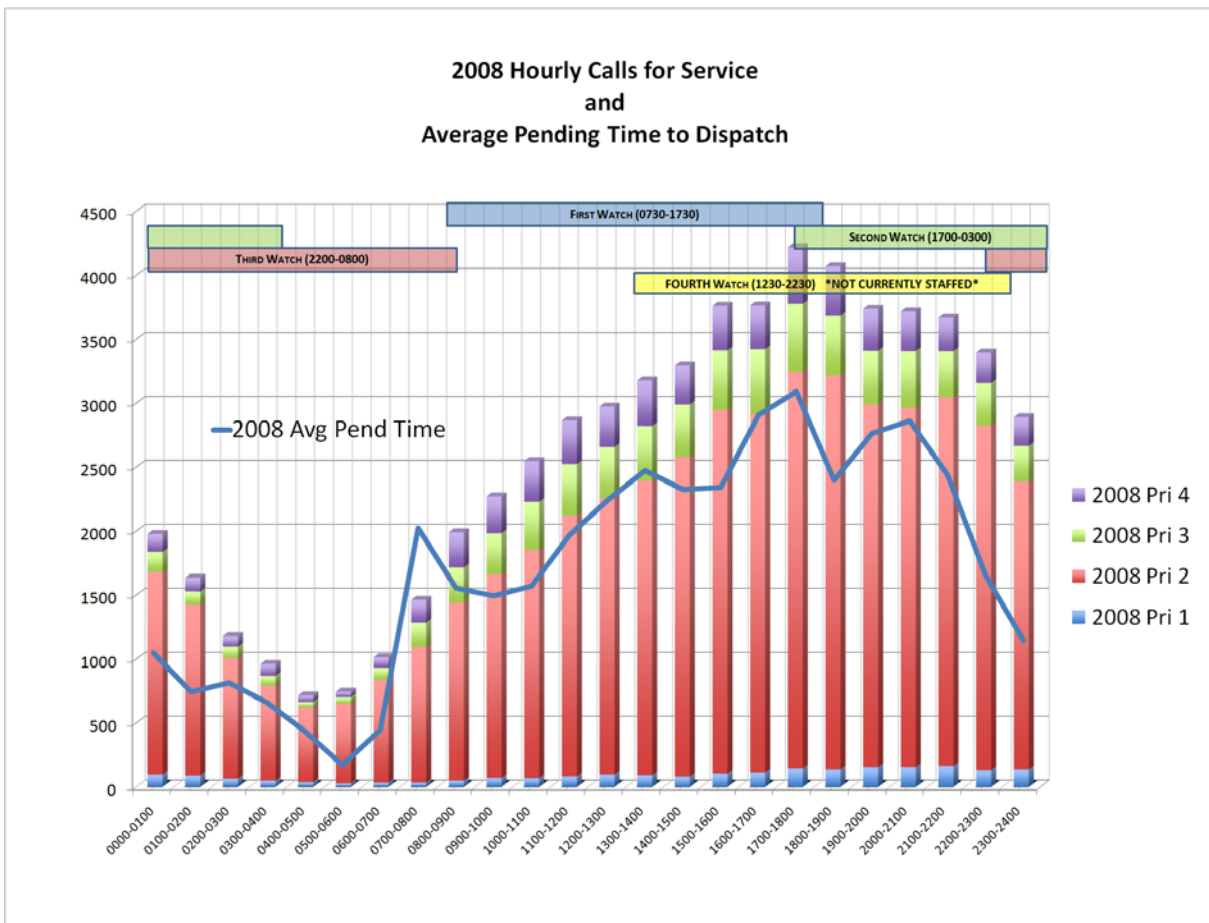


Chart # 4 (Data Source: Monterey County Department of Emergency Communications Center)
 (Fourth Watch, 1200-2200 hours, 25 additional officers and 3 sergeants)

Individual neighborhoods will benefit from dedicated (overlap) staffing as Area Commanders more effectively deploy resources to address crime, disorder and other community concerns. Establishing dedicated teams that can address chronic problems in neighborhoods and business districts will help to reduce crime and improve the quality of life throughout the City.

(Area Command: 2 Sergeants; 12 Officers (4 officers East, 4 North, 2 Downtown, 2 South)).

Traffic Unit

1 Sergeant, 6 Police Officers, 1 Community Services Officer.

The mission of the Traffic Unit is to reduce traffic collisions, collision-related personal injury, and property damage through enforcing traffic laws and providing public education. Most of the officers in the Traffic Unit ride motorcycles to more effectively navigate through congested traffic. There are four (4) motorcycle officers, and two (2) officers who drive marked police automobiles and specialize in traffic collision investigation/reconstruction assigned to the Unit. Traffic collision investigations are conducted manually, without the benefit of industry-standard laser/computer-based technology, hence significant personnel hours are wasted generating manually what technology could do in seconds and minutes.

Notwithstanding the dedicated efforts of Traffic Unit personnel, the City continues to experience far too many traffic collisions, many of which result in personal injury. To paint an accurate picture of the problem, on the 270 miles of roadway within the city limits of Salinas, in 2008 there were 406 vehicle accidents involving *personal injury*. Four-hundred ninety seven (497) people were injured in those collisions. In 2008, the Traffic Unit issued 2,245 citations and completed 970 traffic collision reports. Unfortunately, due to personnel cut-backs, there has been no correlation analysis of our enforcement profile with collision reduction.

Where We Need To Be

We need to increase the number of motorcycle officers from the current number of four (4) to ten (10) and the number of accident investigators who drive patrol cars from two (2) to four (4). A fully staffed Traffic Unit will result in improved compliance with vehicle code laws, safer roadways, fewer vehicle collisions, less property damage, and a reduction of personal injury and property loss. Further, the Department needs to develop an evidence-based traffic enforcement program correlating enforcement with collision and injury reduction. We also need to invest in and deploy state-of-the-art traffic collision technology to greatly reduce on-scene investigation time and provide residents with timely and accurate reports.

(Traffic Unit: Eight (8) additional officers)

Special Operations Unit (SOU)

1 Sergeant, 1 Police Officer, 7 Community Services Officers, 7 Reserve Police Officers, and 15 part-time School Crossing Guards.

The need for police services and assets for special events (such as the annual California Rodeo or the California Air Show) is determined by SOU personnel. The SOU also has re-

sponsibility for parking enforcement, abandoned vehicle enforcement, school crossing guards, and the Police Reserve Officer Program.

In 2008, SOU personnel conducted four (4) sobriety checkpoints, issued 15,718 parking citations, and investigated 2,425 abandoned vehicle complaints.

Where We Need To Be

The Department receives consistent complaints from motorists about handicapped parking violations. One additional Community Services Officer dedicated to handicapped parking and other special enforcement details is needed. This will lead to more comprehensive enforcement and allow for flexibility in the deployment of parking personnel.

(Special Operations Unit: One (1) additional Community Services Officer)

Animal Services Unit (ASU)

1 Supervisor, 3 Animal Control Officers, 4 Part-time Support Personnel

Animal Services personnel provide field response for animal calls in the City. They catch strays and remove dead animals (health hazards) from the streets, in addition to running sheltering operations at the City's Animal Shelter. Animal Control Officers provide enforcement of City and State Animal Codes, pick up stray and injured animals, investigate bite cases, pick up deceased animals and provide after-hours emergency response. Veterinary care is provided for by a contract Veterinarian. Approximately 4,000 animals are brought into the Shelter annually. The Shelter processes pet licenses, coordinates adoptions, provides customer service and education and coordinates over 900 pet rescues every year.

Where We Need To Be

In order to effectively manage the operation and animals brought into the shelter, as well as increase licensing and public outreach, it is necessary to convert the four part-time positions to full-time positions. This would provide needed coverage to care for the basic needs of animals and increase the hours the shelter is open to the public, thereby optimizing adoption opportunities, providing better service to the public, and improve licensing compliance and adherence to vaccination requirements.

(Animal Services Unit: Four (4) additional Animal Control Officers)

IX. Administration Division

1 Deputy Chief of Police; 1 Commander, 4 Sergeants; 10 Police Officers; 44 Support Staff; Total Sworn 16; Total Support: 40

Administration Division operates under the direction of a shared Deputy Chief of Police. A Police Commander manages the day-to-day operations of the Personnel & Training Unit, Com-

munity Services Unit, the School Resource Officers Unit, the Crime Lab, and is responsible for writing and managing all grants.

Personnel & Training Unit (P&T)

1 Sergeant; 1 Police Officer; 3 part-time Background Investigators

P&T staff administer components of the hiring process, complete background investigations on all applicants, coordinate recruitment efforts and all Department-wide training. In 2008, P&T staff scheduled 5,150 hours of training including 30 hours of in-house Advanced Officer Training (AOT). AOT is State accredited training using mostly in-house instructors.

Where We Need To Be

There is currently 1 police officer vacancy, 4 Police Clerk vacancies, 4 Community Services Officer vacancies, and 2 Police Cadet positions vacant and frozen. These positions will need to be filled just as soon as the Department is authorized to hire additional personnel, sworn and civilian.

(Personnel & Training Unit: 1 Police Officer, 4 Community Service Officers, 4 Clerks and 2 Police Cadet positions).

Evidence Unit

2 Evidence Technicians

The evidence function is a critical operation, one that is often the Achilles Heel of a law enforcement agency. No matter how much good work is accomplished by police officers in the field, if evidence for cases is not properly cataloged, packaged, stored and secured, future prosecutions are jeopardized. Contraband, money, weapons and other valuable property occupy the evidence location thus requiring maximum security to contain and preserve it.

Evidence Unit personnel process a vast amount of property and evidence. In 2006 evidence inventory included over 120,000 items, which represent approximately 45,000 to 48,000 criminal cases. The inventory of evidentiary items has increased over time due to increasing arrests by officers and insufficient personnel being assigned to the Unit to operate efficiently (to store, purge and dispose of property in a timely fashion). And the situation continues to be a major problem today.

The SPD Evidence Unit is located in the basement of the police building, under pipes from the restrooms running across the ceiling of a long narrow workspace. Working conditions for Evidence Unit staff are deplorable! Not only is the space inadequate, cramped and difficult to navigate through, it lacks sufficient fresh air circulation, is smelly, dingy, and should not be inhabited!

Since the volume of evidence far exceeds the puny capacity of the present in-building storage location, evidence and property are stored in diverse rooms and closets in the building, as well as at remote locations throughout the City. Current storage sites include five off-site locations, including two fire stations. Hence, the cataloging, storage, retrieval, preserva-

tion, security and purging of evidence remain problematic. Additionally, continuous travel to and from the police station to remote locations results in an inordinate waste of staff time.

In 2006, a systems and efficiency audit of the Evidence Unit was conducted by a private firm. Numerous recommendations were made. In addition to addressing the issues of sub-standard, inadequate space, inefficient operational practices, and the huge volume of work, the audit detailed a need for three additional full-time employees to properly maintain present operations. Rather than hiring the critically needed personnel necessary to process, care for, and purge the evidence (budget reductions) an Evidence Task Force was created, consisting of five sergeants and ten officers. They were tasked with overcoming the giant backlog of purging. The Task Force worked over 2,000 hours of overtime attempting to purge excess, out-dated evidence. Although they made a tremendous impact, in the aggregate, the effort was mildly effective, addressed only one facet of the problem, and amounted to a short-term solution to a long-term, major problem. The Evidence Task Force disbanded in December 2008, due to budget cuts.

With the present reductions in the 2009/2010 police budget, the two part-time employees working in the Evidence Unit (along with all other part-time employees in other critical functions) were cut. I cannot over-emphasize the magnitude of this Evidence Unit problem.

Where We Need To Be

Four additional full-time, permanent positions are critical to tackle this enormous problem and to provide a long-term solution. Additionally, evidence needs to be stored in a single facility with sufficient capacity, security and ventilation. This will be a huge task, but one which needs to happen immediately!

(Evidence Unit: Four (4) Evidence Technicians, One Evidence Manager)

School Resource Officer Unit (SRO)

1 Sergeant; 5 Police Officers

The SRO program is designed to help provide a safe learning environment for children on school campuses and foster positive relationships between students and police officers. The Salinas Police Department has utilized police officers as School Resource Officers (SROs) for over thirty years. The current staffing of five police officers is half the number of SROs in the Unit when it was at its peak in the year 2000 with ten SROs. The Unit serves four school districts comprising a total of thirty-six public schools in the City; 5 high schools, 4 middle schools, 1 adult school, 1 Regional Occupation Program (ROP) program, and 22 elementary schools. The total student population for these schools is over thirty thousand students! With approximately 1,000 trancies a month, it is paramount SRO officer time be freed to focus on truancy abatement. A number of the recent juvenile shooting victims were known truants.

Where We Need To Be

The SRO Unit needs to add a minimum of 5 officers and 5 vehicles to the Unit. This would allow SRO's to focus on the huge truancy problem as well as have an SRO assigned to each of the four main high schools; 4 to work the four middle schools and 2 to circulate throughout the elementary schools.

(School Resource Officer Unit: Five (5) additional Police Officers; 5 vehicles).

Crime Lab Unit

1 Police Criminalist (sworn), 1 Fingerprint Technician

The SPD Crime Lab is divided into three sections: Crime Scene Investigations (CSI)/Evidence Processing Lab, Latent Print Examinations, and Ballistics Examinations. Crime Lab personnel are responsible for the analysis and processing of evidence collected in the field by officers, cataloging information and preserving evidence, as well as training new crime scene investigators in crime scene processing. Firearms and ballistic evidence analysis is also provided on a fee for service basis for Monterey, San Benito and Santa Cruz County agencies as well as the CHP and Federal Agencies in Monterey County. Additionally, the Fingerprint Lab section examines and processes a large volume of latent fingerprints collected from crimes and is responsible for the LiveScan automated fingerprinting program.

Inasmuch as the volume of work far exceeds current personnel capacity, other officers and support staff are regularly called in to work overtime to carry the load.

Where We Need To Be

One (1) additional Police Criminalist and one (1) additional fingerprint examiner would provide needed coverage to clear up and insure no future backlogs of evidence analysis and processing and significantly reduce overtime.

(Crime Lab: One (1) Police Criminalist and one (1) Fingerprint examiner)

Technical Services Unit (TSU)

Technical Services describes a group of non-sworn personnel who provide technical services and support to sworn personnel, as well as the citizens of Salinas.

- **Fleet Operations:** Fleet Operations staff manage a fleet of 116 patrol and specialized vehicles. Major vehicle maintenance and the original installation of emergency equipment on our vehicles are performed by outside contractors, nevertheless, considerable in-house, light vehicle maintenance and vehicle shuttling is required. There are a number of actions which can be taken to maximize fleet assets including:
 - Appointing a full-time fleet services manager to oversee all activities related to fleet services, including procurement, utilization, repair, operation, budget allocation, fueling, maintenance and disposition of all City-owned police vehicles.

- Developing a fleet management information system to provide reliable information on every aspect of the fleet service operation.
 - Working toward a standardized fleet to maximize economies of scale and minimize parts inventory.
 - Evaluating the use of more fuel-efficient vehicles capable of meeting police needs.

- **Statistics:** With losses of personnel due to budget cuts and employee furloughs, it has become very difficult to meet state-mandated deadlines for reporting crime statistics and county-imposed deadlines for citation processing. Additionally, data captured from field interrogation cards (used to identify potential criminal suspects) cannot be entered in a timely manner. There is one shared computer terminal for Statistics, the Traffic Unit, Special Operations and Payroll. The terminal is used to scan citations, research dispatch records, and obtain information from the California Law Enforcement Telecommunications System (CLETS). Because the terminal is a stand-alone system, it does not easily switch to the different programs. Often there is a line waiting to use the terminal.

- **Payroll:** Personnel have been cut to the point where Payroll cannot be processed each pay period with existing staff; overtime is required every two weeks to meet the demands of this function. At a bare minimum, one additional employee is needed to assist with payroll entry and provide coverage for vacation, time-off, etc.
(Payroll Section: One (1) Payroll Support Position)

- **Word Processing Center:** Officers tape-record reports in the field as efficiency and cost saving measures. Thereafter, civilian employees transcribe the reports. The current transcription system is becoming obsolete. The equipment is aging, breaks down frequently, and it is becoming increasingly difficult to find repair parts.

- **Records:** There are currently 4 supervising police clerks and 5 police clerks employed in the 24-hour Police Records Unit. Due to the shortage of staff in this function, records entries and filing become substantially back-logged and requests for copies of reports are delayed. CSO's are regularly rotated into Records to assist in performing critical functions, thus reducing their availability for field duties. It would take at least one additional supervisor and five clerks to efficiently run the Unit. Not only would this allow for improved workflow, it would also significantly reduce the heavy overtime demand just to keep the Unit operating.
(Records: One (1) Records Supervisor and five (5) Records Clerks)

Community Services Unit (CSU)

1 Sergeant, 7 Community Services Officers (CSO's – non-sworn); 6 Support Staff (Police Cadets)

CSU staff coordinate a wide range of community events. The Unit provides workplace/domestic violence/personal safety presentations to local organizations, and assists City Planning personnel with conditional use permits for businesses, alcohol licensing, and Zoning Code amendments. Additionally, the CSU staff run the Cadet Program, PAL Program, Neighborhood/Business Watch Programs, and support the Police Citizen Advisory Council (PCAC) and SUBA Program (a non-profit community business organization in East Salinas). In addition CSU staff operate the CrimeReport and OffenderWatch website programs as well as Reverse 911, WeTip, and confidential phone and cell phone texting crime lines.

- **The Police Activities League (PAL):** PAL is a non-profit organization that provides recreational, cultural, social, and educational opportunities and activities for youth while interacting with police professionals. Coordinated by police officers and staffed by community volunteers, the PAL program administers 18 different programs annually and has served more than 1,100 children between the ages of 7 and 18. Activities include archery, baseball, basketball, girls softball, golf, tennis, ballet, bowling, Junior Giants Baseball, karate, off-road vehicles, soccer, horse-back riding, internet lab, computer tutorial, bike rodeos, a Christmas party, a Halloween party, educational field trips and other social activities. Most of the operating funds come from community donations and fund-raising activities conducted by PAL youth.

I would like to grow the PAL Program to at least three times its present size and double the size of the Explorer program. This would provide positive opportunities for many more needy Salinas youth, and at the same time develop an excellent pool of home-grown youth to become police officers with the SPD. To do so will require the assignment of two (2) additional full-time police officer positions. In addition, we are presently looking for a suitable site to establish the PAL headquarters, since there is absolutely no available space within the Police Department building.

(PAL Program: 2 additional Officers)

- **Police Explorer Program:** Salinas PAL and the Boys Scouts of America support the Law Enforcement Explorer program. Explorer applicants must be between the ages of 14 and 21 years old and must maintain a 2.0 grade point average in school. They must complete a Salinas PAL application and undergo a background check. Explorers participate in many community events and various parades throughout Monterey County. Explorer responsibilities at these events include parking control, traffic control, and basic security.

The Salinas Police Explorer Program currently has fifteen (15) active members. The Explorers average approximately twenty to twenty-five members with a

maximum capacity of fifty members. The Salinas Police Explorers have a 5 member Honor Guard. Currently the program has ten volunteer advisors.

- **Police Cadet Program:** The Police Cadet position is a part-time, paid position within the Police Department for students (ages 16-23) interested in pursuing a career in law enforcement. Students must be enrolled full-time in high school or carrying a minimum of 6 semester hours in college. While in school, the Cadet must maintain a minimum 2.0 GPA.

Currently there are 6 Police Cadets; 5 are enrolled in college and 1 attending high school full-time. Police Cadets work 20 hours a week and perform many duties including working the front counter/lobby. In the field, cadets perform a variety of non-emergency tasks traditionally performed by police officers. Duties include issuing parking citations, identifying and towing abandoned vehicles, completing non-priority police reports and traffic investigations, traffic control and working special events, i.e., the California Rodeo and the Salinas Air Show.

The Department is authorized 8 Police Cadet positions. Two positions are frozen due to budget constraints. The authorized strength should be increased to ten (10) positions to allow more potential police officer candidates the opportunity to take advantage of this educational program, which offers training and experience to help them achieve their goal of becoming a full-time law enforcement officer with the Salinas Police Department.

X. Investigations Division

1 (shared) Deputy Chief of Police (same person as Administration Division Deputy Chief), 2 Commanders; 6 Sergeants; 36 Police Officers/Detectives; 2 Support Staff; Total Sworn 44

The Investigation Division is under the command of the Deputy Chief of Investigations and Administration. Subordinate to the Deputy Chief is the Investigations Commander. There are three (3) Units and two functions assigned to the Investigations Division; the Investigations Unit, the Violence Suppression Unit (VSU), the Narcotic and Vice Unit, the Special Weapons and Tactics Team (SWAT), and the Hostage Negotiations Team (HNT).

Detective Unit

2 Sergeants; 12 Investigators;

The SPD does not have an employee classification of Detective; patrol officers are transferred into the Detective Unit for a two to five year period of time and then rotated back out to the Patrol Unit. This Unit is directly supervised by two sergeants and is authorized 15 investigator positions, however three are currently re-assigned in order to maintain minimum staffing requirements in the Patrol Unit. The investigators rotate their on-call responsibilities. There are approximately 140 active cases at any given time, i.e., homicides, sex crimes, robbery, fraud and forgery, property crimes, person crimes, officer-involved shootings, and administrative/internal investigations where criminal conduct may be alleged. The Detective

Unit will receive about 1,500 cases to investigate this year, or about 250 cases per investigator, not including homicides.

Major crime investigations are very labor intensive and often involve multiple detectives on a case (homicides, shootings, attempted homicides, etc.). The volume of violent crime and the number of investigators available to investigate them, present the biggest challenge to the Detective Unit. The Unit is critically understaffed....and there is nowhere to take personnel from to fill the void. Consequently, many cases go unsolved (cold) simply due to a lack of staffing. In addition, there is no long-term investment in building seasoned detectives since the rank of investigator does not exist and the revolving door of officers into and out of the Unit does not permit the acquisition of specialized, well-honed investigative skills.

Where We Need To Be

The acquisition of top-notch investigative skills requires many years of very specific training and experience. The Detective Unit needs to be staffed with seasoned, well-trained personnel dedicated to the investigative function. Additionally, the volume of violent crimes and the number of investigators available to work them present the biggest challenge to the Detective Unit. Considering the nature and volume of specialized work, there is a critical need for at least six (6) more Investigators, an additional Sergeant to supervise them and a Commander dedicated to manage to the Detective Unit. This would also allow seven-night-a-week coverage for night investigators and provide sufficient staffing for a four (4) investigator on-call team, which is widely considered an industry minimum standard to increase success at solving major crimes within the first critical 48 hours of an investigation. Increasing investigations staffing will also reduce reliance on personnel from other Units such as the Narcotics/Vice Unit and the Violence Suppression Unit for assistance with major investigations, high-risk warrant executions, surveillances, etc.

(Investigations Unit: One (1) Commander, one (1) Sergeant, six (6) Investigators, one (1) Clerical Support position)

Violence Suppression Unit (VSU)

2 Sergeants; 14) Officers.

This is a very specialized unit within the Investigations Division. There are two teams, each with five officers who work opposing days off to provide seven-days-a-week coverage. VSU Officers are expected to be proactive and out working the streets to suppress gang violence. In addition, two officers do the Department's gang enhancement investigations, which include lengthy and time consuming background investigations, lengthy justification histories, and expert courtroom testimony on all gang members arrested and charged with committing crimes on behalf of their criminal street gang. These enhancements are the justification for additional penalties added to the sentences of convicted gangsters.

Two (2) officers are designated as Gang Intelligence Officers. They are assigned to gather critical information about gangsters, their habits, connections, activities, etc. One of the sergeants and six team members have additional SWAT duties where they participate in high-risk, critical incidents as needed. Thus, the VSU is no longer a focused, gang enforce-

ment unit, but it has become the “go-to” unit when there are immediate crises. Such crises quite often redirect VSU officers to other duties not associated with gang suppression. Hence, the VSU is regularly depleted rendering them far less effective than they should be. This is a critical deficiency. Additionally, there is no staff support for the VSU and in-depth crime analysis and gang member data entry is virtually non-existent.

The intelligence function required for gang enforcement is also weak. Intelligence officers spend a disproportionate amount of time preparing court packets for gang enhancement charges and too little time on the street. In addition, only two officers designated to work intelligence is woefully inadequate.

Where We Need To Be

The VSU needs a minimum of four (4) officers dedicated to the intelligence function and a properly trained and equipped crime analyst. Properly trained civilian staff assigned to VSU should also prepare the majority of the necessary court packets for prosecution of gangsters, thus freeing up VSU officers for street duties.

One of our two VSU teams is comprised of all tactical (SWAT) officers. The volume of tactical missions and mandatory training required of this team seriously reduces their gang enforcement time. The tactical (SWAT) requirement for half of our VSU officers should be eliminated and both teams should be staffed with gang enforcement specialists. SWAT can stand as a collateral assignment for trained personnel assigned to any Unit.

(Violence Suppression Unit: Four (4) Police Officers; one (1) Clerical Data-entry position)

Narcotics & Vice Unit (NVU)

1 Sergeant, 5 Police Officers

This is an undercover unit which identifies criminals manufacturing, trafficking, and using narcotics, and those persons involved in crimes against public morals, i.e., prostitution, gambling, bookmaking, etc. They are also tasked with processing all SPD asset forfeiture cases. Due to shortages everywhere else in the Department, these officers are often additionally tasked with conducting surveillance on violent gangsters and other duties, thus pulling them away from their primary narcotics and vice assignments. Given the huge problem drugs represent in our community, there are not nearly enough personnel assigned to do street-level drug interdiction, much less going after drug manufacturers and distributors.

Since drug cases occupy the majority of investigator’s time, the vice crimes are rarely investigated. Hence, prostitution continues to be a problem in various parts of our community and a consistent source of complaints from citizens.

Where We Need To Be

Due to the high volume of narcotics and vice activity in our community, this Unit needs to be increased by at least one (1) sergeant and five (5) officers. The supervision of this Unit should be divided equally between the two sergeants and the hours of operation increased to

accommodate a modified day/swing shift, striving for early morning to late evening coverage.

(Narcotics & Vice Unit: One (1) Sergeant, five (5) Police Officers)

Hostage Negotiating Team (HNT): The HNT is a collateral assignment utilizing 3 sergeants, 14 officers and 3 tactical dispatchers, all of whom are assigned to other positions within the Department. The purpose of the HNT team is to work for the preservation of life during a hostage situation and to neutralize highly emotional and/or volatile situations.

Special Weapons and Tactics (SWAT): The SWAT function is a collateral duty assignment consisting of officers assigned to various positions within the Department. SWAT teams are mobilized to take control of dangerous, high-risk situations. These are highly trained and disciplined personnel who are subject to call-out 24 hours a day, seven days a week. Their mission is to neutralize potentially violent situations and restore peaceful conditions, utilizing only that force necessary to do so. The majority of SWAT missions result in a peaceful resolution with minimal force used.

XI. Immediate Organizational Needs

Notwithstanding my repeated references to the critical shortage of personnel, there are some important internal changes which must be accomplished in the short term. Some of these can be accomplished at no cost with existing resources (working smarter); some will require a relatively small investment.

- **Add One Deputy Chief of Police Position:** The current structure, which places responsibility for both the Administration and Investigations Divisions with one Deputy Chief is not working. There is simply too great a workload in each Division for one person. The demands of each of the three major Divisions of the Police Department require a Deputy Chief to lead each Division.
 - (Need: One Deputy Chief - See chart on page 38)
- **Add One Police Commander Position:** One Commander presently oversees all three Units in the Investigations Division (Detective Unit, Narcotics & Vice Unit and the Violence Suppression Unit), and is also tasked as the SWAT and HNT Commander. This workload would require a super-human to accomplish. Recognizing the present Commander is giving a noble effort, the demands of managing all functions are too far-reaching in scope and dimension. An additional Commander is needed to oversee the Narcotics & Vice Unit, the VSU, SWAT, and the HNT, while the other Commander devotes his/her full attention to the Detective Unit. Thus, more particular attention and leadership will be focused on these important functions.
 - (Add One Commander Position - See chart on page 38)
- **Designate One Public Information Officer:** The Public Information Officer (PIO) is the person to whom the press is directed for accurate and timely information about police operations in a City. A PIO is *essential* for the Department to establish and maintain a healthy and effective working relationship with the press. An effective PIO is able to relieve field super-

visory and command officers from being pulled from their duties to share information with press representatives. Again, due to severe personnel limitations, the Salinas Police Department has not had a person assigned as a PIO. We are presently in the process of developing job classification criteria to establish and fill this very important position (within existing resources).

- **A Commitment to Intelligence-driven Policing:** *This is a first priority and is elemental in the future success of all field operations.* An effective criminal intelligence/crime analysis unit is absolutely essential to effectively deploy assets and resources to prevent and suppress criminal activity. Good crime analysis unites seemingly disconnected events, focuses scarce enforcement units on the most important targets, and at its best, disrupts criminal activity before it occurs. At present, the very limited crime analysis taking place at the SPD is performed by one talented and dedicated, but nonetheless, part-time employee. Limited crime analysis translates to mediocre effectiveness of a police agency. The SPD is in critical need of a fully staffed crime analysis unit (a minimum of two (2) full-time analysts AND two (2) data entry clerical staff) and the appropriate computer systems software to facilitate crime mapping, crime data integration, calls-for-service/crime correlation, suspect identification, and much, much more.
(Need: 2 full time, trained crime analysts, 2 full time data entry, clerical support positions)

Current Initiatives

Priority Number One: Criminal gangs (gangsters). They are responsible for the majority of violent crime, fear and anger within the community. The suppression of gang-related violent crime will continue to be our number one priority. We will do everything within our legal power to relentlessly apprehend and prosecute gangsters to the fullest extent under both state and federal law.

- **Operation Ceasefire:** With the assistance of state grant funds, we are making preparations to implement an evidence-based, violence reduction strategy commonly known as Operation Ceasefire. This strategy has proven to be very successful in reducing violent gangster behavior in other cities (i.e., Boston, Oakland, Stockton, and others) and substantially reduced the homicide rates in each of these cities. We are anxious to get moving on this project.
- **Increased Federal Agency Presence in Salinas:** While in Washington D.C. last April, the City Manager, Mayor, members of the City Council and I lobbied our congressional representatives and leaders of government institutions for additional resources (money and personnel) to more effectively fight the war on drugs, gangs, and crime in our community. As a result, we have invited and received federal agency cooperation and assistance in our crime fighting. The Offices of the United States Marshall, Department of Alcohol, Tobacco and Firearms (ATF), the FBI, Immigration and Customs Enforcement (ICE) all offered their assistance and cooperation in our local gang-fighting efforts. Both the FBI and ICE have entered into operational agreements to assist us at different levels; the FBI recently joining the Gang Task Force, and ICE assisting our Violence Suppression Unit officers in rounding up

dangerous, undocumented immigrant gangsters and sexual predators in our community. ATF Agents have also been working closely with us reviewing firearms cases for possible federal prosecution. These assets also raise the stakes for miscreants when they learn federal resources, prosecution and crime penalties are in store for them.

- **California Highway Patrol Collaboration:** We have been working closely with the CHP as partners in gang suppression efforts. Project Impact was a collaborative gang suppression effort coordinated with the local CHP office and CHP Coastal Division. When the funding source was depleted for Project Impact, the present CalGRIP initiative, similar in scope, took over where CHP officers work with our Violence Suppression Unit to help provide gang suppression in Salinas. The CHP has been a valuable partner in our gang suppression efforts.
- **Spanish Language Training:** While over 50% of the people in the City speak Spanish as their primary language, less than 25% of all sworn personnel can communicate in Spanish. Lack of effective verbal communication is a serious problem, which impairs our ability to adequately serve a large portion of the community. We are in the process of reviewing specialized, modular (to accommodate varied work schedules) law enforcement-based Spanish Language training courses for all field personnel. This is a matter of officer safety as well as officer service delivery ability. This training will be on-going for all field personnel so minimal Spanish language proficiency skills are achieved and maintained.
- **Police Facility:** The Police Department occupies a City-owned building located at 222 Lincoln Avenue, designed and built for the Police Department fifty years ago (1958). Having outgrown the space within this facility decades ago, the Police Department has offices (personnel) and storage facilities located at eight different locations throughout the City. Conditions are sub-standard, cramped and wholly inadequate. There are regular plumbing failures, limited rest room facilities, and the place smells horrible. Hallways are lined with temporary shelving, locker rooms accommodate only a portion of police personnel, and storage space is virtually non-existent. The various locations contribute to a loss of time spent driving and walking to and from locations, unity of command and span of control become unworkable concepts, and a sense of separation is created within the Department which negatively impacts unit cohesiveness and employee morale.

The current police facility houses approximately 230 employees. An adequate police building is critical to house the Department's current employees and functions, even without accounting for any growth in the next 20 years. The City is investigating a cooperative private/public partnership to fund and construct a new police building. I have been involved in one-on-one discussions with City staff and the developer regarding police facility design, location and capacity. It is an exciting and critically needed project.

- **Fusion Center:** In order to establish a sustained federal presence in the City we are exploring the establishment of a Fusion Center. Fusion Centers exist throughout the country. They are staffed with local, state and federal personnel whose primary role is to collect, analyze and share information to address the most pressing regional crime problems. A Salinas Fusion Center would likely occupy a part of a new police facility and greatly enhance our local/state/federal partnerships and violent crime prevention, suppression efforts.

- **Naval Postgraduate School:** We are currently working with the Naval Postgraduate School (NPS) in a first-of-its-kind collaboration. Faculty at NPS are experts in examining violent groups around the world, including terrorists, insurgents and revolutionaries. By examining these violent groups they have developed a counterinsurgency model, which relies largely on social network analysis to determine how best to disrupt their violent actions and, more importantly, address the reasons for their violent behavior in the first place. NPS and SPD are working together to determine the applicability of the counterinsurgency model to violent domestic groups such as our street gangs.
- **Policy & Procedures Manual:** We will soon replace our outdated Policy and Procedures Manual with Lexipol™. The Lexipol™ system is a legally researched and electronically updated policy and procedures system, which will insure our policies are compatible with the latest changes in the law. Over 90% of the law enforcement agencies in the State of California use the Lexipol™ System. Additionally, the system has built-in, computer-assisted training to bring all personnel into compliance with policy.
- **COMPSTAT:** We are in the process of reviewing the highly successful COMPSTAT model of police management accountability, developed in New York City. COMPSTAT is a nationally recognized, data-driven, management system, which will help to standardize performance, and help command staff to intelligently focus resources on crime and neighborhood problems.
- **Accreditation:** While the SPD meets all California Peace Officer Standards and Training requirements, we are presently reviewing the merits of becoming a nationally accredited police agency. The Commission for the Accreditation of Law Enforcement Agencies (CALEA) has existed for the past 20 + years. Through achieving national accreditation, the community will be assured their Police Department meets national standards for excellence in policing.
- **Technology:** Through funding from federal Justice Administration Grants we have recently submitted, and additional community funding, we are slowly expanding our use of technology in the Police Department to help us work smarter. We will continue to review technological innovations in communications and crime fighting (i.e., web-based, wireless communications, computer-assisted gunshot isolation systems, additional remote cameras, facial recognition software, and much more).
- **Police Volunteer Program:** There exists in our community a golden pool of untapped resources, namely our senior citizens. Not only do they have time to volunteer, each has a lifetime of valuable work experience, life experience, and a good work ethic, which would benefit the SPD. In collaboration with the City's Volunteer Coordinator, an expanded volunteer program is needed to effectively utilize volunteers in a variety of assignments within the Department. As the program develops, more volunteer positions should be added. Examples of some expanded volunteer programs would include:

- Traffic Control: For pre-planned special events such as the California Rodeo and California Air Show, protracted traffic control needs at major crime scene investigations, etc.
 - Vacation Home Checks/Business Checks: As requested through the Community Services Unit.
 - Citizens On Patrol: Organized neighborhood groups patrolling their neighborhoods to observe and report.
 - Neighborhood Watch/Business Watch: For community outreach and education.
 - Mobile Command Vehicle Driver: Deploy the Mobile Command Vehicle as directed.
 - Spanish Language Interpretation: For non-critical, non-emergency cases.
 - School Crossing Guards
 - Administrative Support
(Volunteer Program: 1 part-time Volunteer Coordinator)
- **Police Community Advisory Council (PCAC):** I would like to see the Police Community Advisory Council (PCAC) take a more active and visible role interfacing with the community and the Police Department. PCAC members (appointed by the City Council) can serve as vital information and communication links in the community between residents and their police. The SPD will be increasing our support of this important group of volunteers.
 - **Reserve Police Officer Corp:** Presently there are 7 active certified Reserve Police Officers. These officers provide a valuable service to the SPD and need to be utilized more effectively and often to supplement normal police operations. I would like to “grow” the Reserve Police Officer Corp to three times its present size.
 - **Youth Programs:** We are presently looking to expand the PAL and Explorer Programs thus enabling more youth in the community alternatives to gang lifestyles and in the process develop a growing pool of home-grown, future police officers. We are working toward establishing a PAL Headquarters and expanding our outreach efforts.
 - **Youth Court:** We will be taking a close look at the nationally renowned Youth Court program, a diversion program designed to intervene in the lives of first-time offender youth and allow them the opportunity to be diverted from the regular criminal courts into a youth-run intermediate court. Upon successful completion of the youth court “sentence” the minor criminal offense that brought the juvenile to youth court is dismissed without a criminal record.

XII. Near-term Priorities

- **Review of Police Beat Assignments:** A fundamental component of effective Community-oriented Policing is providing the opportunity for an officer to get to know the people he/she serves, the crime issues in the assigned area, and for the community to get to know their officers. This is best done when officers work the same beat for a substantial period of time and have consistent supervision. It has yet to be determined whether our current beat assignment structure is responsive to evidence-based (crime data/beat assignment correlation) deploy-

ment of personnel. Deployment options of existing resources for effectiveness and consistency of service will be examined in detail within the next 90 days.

- **Incentivizing Service:** When asked, the public often identifies the police mission as “to protect and serve.” Indeed, the front quarter panels of our black and white patrol cars are inscribed with the slogan “Service, Pride and Dedication.” Our people are clearly dedicated and proud of their work and Department, however, the service aspect of our work needs improving. Placing a greater emphasis on promoting a culture of service within the Police Department will require supervisors, managers and executive staff to recognize, reward and promote those who show a commitment to the same. We will be investing significant time and energy in the coming months examining ways to internally evaluate performance, promote and encourage Community-oriented Policing methodology (to the extent officers are able to implement them in the face of current staffing constraints and call loads) and other service-related factors.
- **Civilianizing the Crime Scene Investigative Function:** At present, the duties of collection and preservation of evidence at crime scenes are performed by a group of police officers specially trained in this function. These officers are pulled away from other field duties (and called in/paid overtime) to perform CSI services. Due to the high crime volume in our City, CSI services are in high demand. This function should be performed by similarly trained civilian employees, thus allowing police officers to pursue their normal duties uninterrupted. To accomplish this, more Community Service Officers are necessary. We will be begin identifying training/educational opportunities to make this transition with existing personnel pending the hiring of additional personnel.

XIII. Bottom Line - Personnel

The following table represents a summary of the personnel needs described above. It is important to understand with every additional police employee comes the additional expense of equipment, uniforms, vehicles, workspace and supervision. These will be presented in more detail in the 180-day Report.

Field Services Division			
Unit	Officers	Supervisors	Staff
Patrol: 4 th Watch	25	3 Sergeant	
Area Command	12	2 Sergeant	
Traffic	8		
School Resource Unit	5		
Crime Scene Investigations			10 CSO/CSIs ⁶
Administration Division			
Unit	Officers	Supervisors	Staff
Division Commander		1 Deputy Chief ⁷	
Special Operations		1 Evidence Manager	1 CSO, 4 F/T Animal Services Workers, 3 F/T Evidence Techs
Personnel and Training	1		4 CSOs, 4 Police Clerks, 2 Cadets
Crime Lab		1 Criminalist	1 Print Examiner
Technical Services		1 Fleet Manager, 1 Records Supervisor	1 Payroll Clerk, 5 Records Clerks
Community Services	2		2 Cadets
School Resource Unit	5		
Investigations Division			
Unit	Officers	Supervisors	Staff
Investigations Unit	6 Dets	1 Sergeant	1 Police Clerk
Violence Suppression Unit	4 Intel	1 Commander ⁸	
Crime Analysis Unit		1 Sergeant	2 Crime Analysts, 2 Police Clerks
Vice Narcotics	5 Dets	1 Sergeant	
Word Processing			3 Word Processors
	Officers	Supervisors	Staff
Totals	73	14	44
Total Personnel: 131			

⁶ Converting CSIs to civilian positions will allow the sworn officers currently holding dual responsibilities as CSIs to focus exclusively on their law enforcement duties.

⁷ This Deputy Chief will result in more effective management of each Division.

⁸ This Commander will be assigned to Special Investigations Unit and will command VSU, Vice/Narcotics, SWAT and HNT. The other Investigations Commander will remain in command of the Detective Unit.

XIV. Conclusions

Residents of the City of Salinas have been living under a heavy burden, watching violent crime rise, each year expanding its reach and touching every sector of the community. Such has been the case for the past five decades. We are (and have been) in fact moving backward as gangsters continue to gain an upper hand in our community, operating with seeming impunity, realizing the police are the only threat to their felonious endeavors.

The SPD of today is operating in a “manage and contain” (aka: crisis) mode; responding dutifully to crises and striving to diligently manage the heavy call-for-service load, with far too few personnel and support assets. Police officers respond quickly and decisively to the announcement of a violent crime...but our responses are post-event. While we cannot control human nature or expect to completely overcome criminal forces, with sufficient resources we can put forward a mighty defense and substantially deter and suppress criminality. However, the community cannot continue to reduce its first line of defense, your police, and expect anything other than more crime and unsafe streets as a result. The question the community needs to answer is: “Do we want a modern, professional, technologically adept, full-service police department with capability, capacity and sustainability?” Or, are we content to live with minimal capacity and hope the safety of our community does not continue to erode?

Every day an officer dons the bullet-proof vest, he/she is in effect saying, “I am willing to put my life on the line to protect the residents and visitors of Salinas, to maintain peace and order on the home front.” Every day these men and women think (but do not talk much about) whether they will come home to their families at the end of every tour of duty. Yet, they continue to show up every day, put on their armor, and press forward in the battle against crime. *I believe the community is morally obligated to provide the best of assets for their guardians.*

Maintaining the status quo is, in reality, moving backward. Our crime problem is growing. Our population is growing. The Salinas Police Department is not. More cops for the sake of more cops is not the answer either; it is clear we cannot arrest our way out of this problem. Arrest we will, but we need to build capacity in order to secure the City.

Further Reductions

Further reduction in services will occur if the police budget is again reduced. With the recent reduction of fifteen police officer positions, part-time and support personnel positions, it has already become necessary to reduce non-enforcement services in order to focus on “mission critical” services. We are presently reviewing all services the Police Department provides which are not mission critical, that is...considered as appropriate, but non-essential, i.e.,

- Closing the front counter at the Police Department Fridays through Sundays substituting direct telephonic access to the Communications Center for those who come to the Police Department seeking assistance.
- Reducing field response by officers by establishing telephonic crime reporting services, thus eliminating police officer responses in the field to investigate minor non-

injury traffic collisions, minor thefts of property, lost property, and otherwise low solvability crimes.

- Disbanding the Community Services Unit (neighborhood/business watch, community academy, cadet program, volunteer program, etc.)

I am confident I speak in behalf of every member of the Police Department; we will fulfill the oaths we took to protect and serve our community. We will continue to honor the trust the public has placed in us. We will continue to risk our lives to protect yours. We will do our part. We need the community's help...to get involved in fighting crime with us, neighborhood by neighborhood, and to give us the resources we need to serve you best. Then Salinas will truly become a City at peace.