



CITY COUNCIL AGENDA REPORT

DATE: December 8, 2016

AGENDA OF: December 13, 2016

DEPARTMENT: Police Department

SUBJECT: 21st Century Policing Task Force Recommendations – Review and Analysis (PD)

RECOMMENDATION: Motion to accept the Police Department's comparative analysis on the President's 21st Century Policing Recommendations, which highlights areas of existing alignment and recommendations for consideration, and provide direction to staff on the deployment of body worn cameras.

BACKGROUND: In October of 2016, the City Council directed the Santa Cruz Police Department to review its policies and programs in terms of their alignment with the President's 21st Century Policing Recommendations. In light of current national conversation and rising tensions between law enforcement and the communities they serve, President Obama issued an Executive Order establishing a 21st Century Policing Task Force to study and recommend a set of best practices for effective crime reduction and community-building. The Task Force recommendations and action items are organized under six pillars: Building Trust & Legitimacy, Policy & Oversight, Technology & Social Media, Community Policing & Crime Reduction, Training & Education, and Officer Wellness & Safety. The model identifies local elected and appointed government officials, law enforcement agencies and the community as stakeholders; each tasked with responsibility to support a comprehensive approach to reduce crime, build trust, and legitimacy.

The Santa Cruz Police Department has long embraced these principles as one of the first law enforcement agencies in the region to adopt a community oriented policing approach. The current discussion regarding the 21st Century Policing model provides an important opportunity to review the department's current practices and outline opportunities to advance new policing initiatives that locally enhance community trust and accountability. This report outlines law enforcement responsibility to each of the six pillars identified above, and with regard to Santa Cruz Police, identifies areas of alignment with the pillars and areas for consideration. The report concludes with a discussion on Body Worn Cameras (BWC) system implementation.

DISCUSSION: Since the final report was submitted by the 21st Century Policing Task Force in May of 2015, communities, government leaders and law enforcement agencies across the nation have been diligent about its implementation. The principles and themes behind each pillar offer an opportunity for real change in how policing practices can promote effective crime reduction while building public trust. The Santa Cruz Police Department embraces these principles, as they have been adopted into our policy, and beyond that, have been embraced into the

Department's culture for the past 20 years. Adopted in July of 1995, our community policing policy (attached) states:

"The primary goal of the Santa Cruz Police Department is to protect the life and property of the residents of Santa Cruz, thus assuring a high quality of life. Our agency must try to solve continual problems within the community rather than just react to the harmful consequences. Arrests and prosecutions remain crucially important tools, but we cannot assume that this is the only solution. Community oriented policing and problem solving seeks to add analytic, goal oriented, and collaborative approaches to traditional policing.

Each officer becomes a facilitator to influence the trust and participation of the community. We realize that we must have active participation by the residents we serve. Residents are encouraged to take an interest in the real and perceived security of the community they live in. Officers and residents consult about problems and priorities, adapt strategies to meet the neighborhood needs, and mobilize all community resources to solve the problems of crime, disorder, and insecurity."

The Santa Cruz Police Department has developed a multitude of policies and programs that support this mission. Similar themes and principles are found in the 21st Century Policing model. Below is a summary of each of the six pillars of the model, including a few examples of how the Department meets and accomplishes its intent. A thorough review and analysis of the model's 59 recommendations and 92 actions are included in the attached matrix (attached).

Pillar One: Building Trust & Legitimacy

The recommendations and actions in Pillar one outline ways in which law enforcement agencies can achieve trust and legitimacy by establishing a culture of transparency and accountability, participating in positive non-enforcement community activities and events, participating in proactive problem solving, and ensuring that communities have a voice and seat at the table working with officers. An analysis of these recommendations highlights the many areas that the Santa Cruz Police Department accomplishes this intent successfully, and also point to areas where improvement can benefit the department and the community.

Areas of Alignment:

The Santa Cruz Police Department fosters a culture of transparency and accountability through its policies, existing police oversight, and ease of access to information. For instance, a professional independent Police Auditor reviews cases involving use of force, policy compliance and citizen complaints. Oversight is also provided through the Commission for the Prevention of Violence Against Women as well as the City Council Public Safety Subcommittee. These three layers of civilian oversight offer a system of checks and balances to ensure law enforcement accountability. Most importantly, the department recognizes that community input on policing strategies, policy and general perceptions on public safety offer the greatest opportunity for collaborative problem solving. The department recently launched a community survey on public safety to measure public perception on personal safety, crime, and police department performance. We intend to wrap up the survey and make the findings public early in 2017.

The Santa Cruz Police Department works to build public trust through the engagement of positive non-enforcement activities, including youth outreach. The department has been a leader in community engagement, as the first in the county to offer programs such as the Citizens Police Academy and Teen Public Safety Academy. Officers engage with the public at events such as neighborhood block parties, the community family fair, and police sponsored summer sports camps for kids. Our Community Services Officer and School Resource Officer are involved in

programs such as PRIDE and BASTA, both designed to establish positive relationships and open communication among police, students, parents and school staff.

Finally, the Santa Cruz Police Department demonstrates its transparency by making information accessible to the public through the department's website, various social media platforms and mobile application. The department is proactive and prompt in releasing information following major incidents. In cases where SCPD officers are the subjects of investigation, such as in deadly use of force, policy directs an independent agency to perform the investigation. The public can research crime in their neighborhood by utilizing the online crime mapping application, as well as access city-wide crime statistics. Additional information on department programs, arrest activity, and online crime reporting is also accessible online.

Areas for Consideration:

Through this analysis, SCPD also found recommendations that can strengthen efforts to build community trust and legitimacy. Two action items include posting the Santa Cruz Police Department Policy Manual online in its entirety and reengaging the Chief's Advisory Committee. We believe that sharing our policies with the public supports our values on transparency, as well as provides the opportunity for dialogue on police policies and practices. The Chief's Advisory Committee is an appropriate outlet to continue that dialogue and ensure regular and ongoing communication on public safety matters.

Pillar Two: Policy & Oversight

Recommendations under this pillar focus on collaborating with community members to develop policies that improve relationships, increase community engagement and foster cooperation. Relevant to the current political climate, 21st Century Policing Recommendations center on topics such as use of force, mass demonstrations, profiling and discrimination. The Santa Cruz Police Department recognizes the importance of developing policies that reflect the values of the community it serves, especially as they relate to the topics above. This is achieved through community input, extensive training and key partnerships that inform and guide law enforcement in our city.

Areas of Alignment:

The Santa Cruz Police Department has been implementing many of the recommendations and actions outlined in this pillar for over 20 years. Our policy on community policing encourages community input and collaboration at all levels within the department and shared ownership of crime reduction strategies. The department also receives community input through our Community Services Unit and our Neighborhood Enforcement Team who regularly attend neighborhood meetings. At the management level, the Chief of Police meets with community groups to listen to concerns on general public safety issues and when implementing new programs.

Policy is also influenced by our partner agencies that support our mission in reducing recidivism by collaborating on programs and strategies that address mental health and addiction issues. Santa Cruz Police Department was the first agency in the county to deploy a mental health liaison out in the field with patrol. It has since become a model program implemented by other law enforcement agencies in the county. Collaborative efforts with our partner agencies facilitate a comprehensive and holistic approach that is reflected in our policies, training, and strategies.

Recent national and local displays of deadly use of force have had a negative impact on the community's overall perception of and trust in law enforcement agencies. Recommendations and actions in this pillar address the need to have a use of force policy that addresses

transparency, accountability, and progressive training tactics. The Santa Cruz Police Department's policy on use of force and the County-wide Critical Incident policy ensure transparency and accountability especially in officer involved shootings resulting in death.

With regards to use of force, SCPD focuses on de-escalation and crisis intervention training. Many of the patrol officers are certified in the Crisis Intervention Team model, an intensive training program guided by mental health experts that focuses on verbal de-escalation skills and scenario-based training on responding to crises. 21st Century Policing recommendations in this pillar also address profiling and discrimination; SCPD officers receive cultural diversity training including implicit bias awareness, harassment and training on responding to human trafficking.

Areas for Consideration:

In the areas of policy and oversight as identified in the 21st Century Policing report, SCPD will publish its use of force statistics online early next year. The department will also maintain a regular policy review schedule, and continue to be transparent in policy development and implementation.

Pillar Three: Technology & Social Media

Pillar three guides the implantation, use, and evaluation of technology and social media by law enforcement agencies. Emerging technology improves efficiency and transparency but also raises privacy concerns, such as in the deployment of Body Worn Cameras (BWC). The Santa Cruz Police Department supports the use of BWC and recently started the exploratory phase to prepare for future deployment. Efforts to date as well as preliminary timeline and costs are discussed later in this report.

Areas of Alignment:

Recommendations in this pillar focus on adopting technology that fosters community engagement and public access. Throughout the years, Santa Cruz Police Department has been a leader in adopting and deploying new technology. From installing dashboard cameras in patrol vehicles back in the early 1990s to being the first law enforcement agency in the nation to develop its own community engagement mobile app. Still used today, the app provides access to the department's scanner feed, online crime maps, public safety videos, and a direct link to the department's many social media platforms.

Residents feel empowered when they have access to crime maps, statistics, and arrest activity; especially as it relates to their neighborhood. Technology will never replace the importance of human interaction with our police officers, but tasks such as filing a police report can now be made online, thereby freeing up officer to focus on report follow up and higher priority calls for service. Provision of important safety information in user-friendly formats and with emerging technology fosters community engagement, builds trust, and transparency.

Recommendations in the report also point to public engagement and collaboration when developing policy for the use of a new technology. The department considers community ideas and strategies as they relate to innovative technology. For example, in light of rising bike thefts, the department was considering new technology for use in its bike sting operations. The police chief met with several community groups, including bike advocacy groups and technology innovators, whom provided input on exploratory GPS enabled technology designed to track location of stolen bikes. In cases where new technology is more controversial, the department organizes a more comprehensive public outreach process.

Areas for Consideration:

The Santa Cruz Police department will continue to seek out new and innovative technology that

reflect and support the community's values on accountability and transparency. To that end, SCPD will consider the deployment of BWC in the next year. A community stakeholder group will be involved in the policy input and review phase of this process (the overall project is discussed in more depth later in this report).

Pillar Four: Community Policing & Crime Reduction

Pillar four focuses on the importance of community policing as a guiding philosophy for all stakeholders. Community policing emphasizes working with neighborhood residents to co-produce public safety. As highlighted in the background discussion, community policing goes beyond a concept for the SCPD, it is deeply embedded and embraced into the department's culture.

Areas of Alignment:

The department has been a county leader in developing and implementing community based partnerships and programs that aim to reduce crime. Our Community Resources Officer works with neighborhood groups to facilitate a coordinated multi-departmental response to nuisance crime issues that affect the quality of life. The Neighborhood Enforcement Team also works with neighbors to address more serious crimes such as drugs, prostitution and gang activity. Youth outreach and crime prevention programs are designed to build trust and develop positive relationships with law enforcement early on. Some of these programs include the BASTA, PRIDE, Teen Public Safety Academy, and summer sports camp programs. Other successful partnerships that deal with mental health and addiction issues (such as the MOST, PACT/SIP, and mental health liaison) are further discussed on the SCPD blog, which can be found online at <http://santacruzpolice.blogspot.com>.

Most importantly at the patrol level, community policing is best explained through the day to day duties outlined in our Community Policing policy. The essence of this approach is captured by the by the following statement regarding individual officer responsibilities within the policy:

"Police Officers shall be assigned to geographic beats for prolonged scheduling periods and be held responsible for the safety and quality of life of their beats. In essence, the beat officer will become the "mini-Chief" of their geographical area (beat). The beat officer(s) have the responsibility to facilitate communications with members of the community to foster good relations and cooperation and to respond to changing social and cultural trends as they affect the community."

That approach is applied to all levels within the Santa Cruz Police Department. It is the reason why the department has been a leader in the area of community policing and has multiple programs and examples for every recommendation and action in 21st Century Policing report.

Areas for Consideration:

We believe in continuous improvement, and will continue to adapt, improve and build on our programs to best meet the changing needs of our community. In the next year we will explore the possibility of expanding our mental health liaison program and explore a new program to better serve our homeless veteran population.

Pillar Five: Training & Education

Pillar five focuses on the training and education needs of law enforcement. Officers and law enforcement leaders must be trained and capable to address a wide variety of challenges including international terrorism, evolving technologies, rising immigration, changing laws, new cultural mores, and growing mental health crisis.

Areas of Alignment:

As one of the most highly trained law enforcement agencies in the county, the Santa Cruz Police Department's training program exceeds that of the Peace Officer Standards and Training (POST) accreditation standards. Officers train up to 80 hours annually, on a variety of topics both POST and department required, including training on crisis and mental health intervention, cultural diversity and sensitivity, identifying and responding to human trafficking, and tactical communication. They also receive training on critical skills like firearm qualifications, driving, and arrest and control tactics. Leadership and supervisory trainings are also offered by the City and accessible to all personnel.

Areas for Consideration:

The department acknowledges that our officers are the first point of contact and assume the greatest responsibility in a multitude of public safety issues. It is the department's responsibility that they receive the best tools and training to succeed in keeping the community safe. In the next year, we will be expanding training on mental health to ensure more officers are crisis intervention team (CIT) certified.

Pillar Six: Officer Wellness & Safety

Law enforcement officers face a variety of threats and stresses that have a direct impact on their safety and well-being. The four applicable recommendations in this pillar ensure that officers have access to the tools needed to keep them safe, such as bulletproof vests, tactical first aid kits, and training. Recommendations also promote officer wellness through physical, social and mental health support.

Areas of Alignment:

Officer safety and well-being is of utmost importance to the department, it is reflected in the policy, gear and equipment supplied to officers, and in the programs and services offered by the City. Tactical first aid kits and bullet proof vests are standard tools at SCPD. The City offers access to counseling and therapy programs, as well as wellness activities free of charge. To ensure officers receive appropriate support following traumatic incidents, it is standard that the department deploy an incident debrief session, with stress and grief counselors on site.

Areas for Consideration:

The department meets all the recommendations and actions outlined in this pillar, and will explore the possibility of developing a formalized peer to peer counseling and mentoring program.

Body Worn Cameras

The Santa Cruz Police Department has actively followed the issue of body worn cameras. We have explored the framework of a body worn camera deployment for our department and have kept abreast of contemporary best-practices, challenges and legislative initiatives. Much has been learned from following the struggles of early adopters. Additionally, we have considered the information provided by the United States Department of Justice on the implementation of a body worn camera program. This level of accountability is not new to our department, as we were first agency in Santa Cruz County to deploy in-car cameras in addition to issuing audio recorders for all officers to record interactions.

Part of our exploration process has included meeting with vendors to learn of the latest and best equipment options, as body worn cameras continue to evolve at an accelerated pace. Since we began this process over a year ago, we have met with 6 different vendors. Most recently, we

reconnected with 3 of the more prolific vendors to update our knowledgebase on equipment and pricing.

Additional considerations around the deployment of a body worn camera program include potential legislative initiatives that incorporate mandates for the program. In the past year there have been a number of bills proposed in the California State Legislature on this topic. While those bills did not survive the previous legislative session, we expect to see additional legislation proposed governing the use of body worn cameras.

We have consulted with the City's IT Department to discuss technological and infrastructure needs to successfully implement a body worn camera program. Through our discussions, we have determined that a CJIS (Criminal Justice Information Services) compliant cloud storage option will best suit our needs. The management of the overall program and data will require additional personnel resources from both the police department and IT to be dedicated to the program.

The major critical elements of implementing the program include, securing funding, vendor trials, RFQ, vendor selection, infrastructure buildout, policy development, stakeholder input, installation of equipment, personnel training, full deployment, and a one year evaluation and review.

Based on the information we have gathered, the included attachment represents an ambitious timeline estimate for the deployment of a body worn camera system.

FISCAL IMPACT: In order to outfit police officers with body worn cameras, the initial year's cost for physical equipment and infrastructure range from \$200,000 to \$225,000. Costs for each following year range from approximately \$110,000 to \$140,000. Cost estimates are variable, due to differences in equipment, amount of data storage needed and replacement options for inoperable equipment.

These cost estimates do not take into account any additional staff that may be necessary to manage the program internally at the Santa Cruz Police Department, as well as IT staff necessary for the maintenance of the database. The equipment and potential staffing costs represent a significant commitment from the point of implementation and forward.

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Attachments:

21st Century Policing Model Matrix
Santa Cruz Police Department Community Oriented Policing Policy
Body Worn Camera System Implementation Timeline