

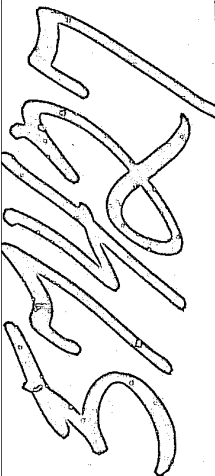
East Bay Regional Park District

Final Report on the Model Park
Police Force Planning Study

Volume I
Management Summary

July, 1977

ARTHUR YOUNG & COMPANY



ARTHUR YOUNG & COMPANY

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NCJRS

July 20, 1977

MAY 7 1979

Chief L.G. Olson
Public Safety Department
East Bay Regional Park District
7901 Redwood Road
Oakland, California 94619

ACQUISITIONS

Dear Chief Olson:

This report summarizes the results and conclusions of the Model Park Police Force Planning Study conducted for the Public Safety Department (PSD) of the East Bay Regional Park District (EBRPD). The report serves two significant purposes:

It provides an overview of the material contained in Volume II, Detailed Findings and Recommendations

It contains update information that has become available since Volume II was originally submitted in draft form in December, 1976. Most notably, this Summary describes the results of the Volume II review that was conducted by the Study Advisory Committee.

It is important to emphasize here that the principal study findings are in the area of patrol service. Our data indicates a relatively limited PSD patrol capability which has been diminishing as work load increases. These data have since been updated and re-checked by your personnel and have been verified as accurate in essentially all instances. Clearly, the thrust of this report and our recommendations is to improve this situation.

We have found this study to be challenging and interesting, and are pleased to have had the opportunity to complete it. We will also be available for a formal presentation of study results before the EBRPD Board of Directors, if you desire.

Should you or any other District representative have questions concerning this report or Volume II, please call either Mr. Joseph F. Hill or Mr. C. Roger Hewitt at (916) 443-6756.

Very truly yours,

Arthur Young & Company

The preparation of these materials was financially aided through a Federal grant from the Law Enforcement Assistance Administration and the California Office of Criminal Justice Planning under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. The opinions, findings, and conclusions in this publication are those of the author and are not necessarily those of the Law Enforcement Assistance Administration or the California Office of Criminal Justice Planning.

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I. INTRODUCTION AND STUDY OVERVIEW

I. INTRODUCTION AND STUDY OVERVIEW

In November, 1975, the East Bay Regional Park District (EBRPD) engaged Arthur Young & Company to conduct a Model Park Police Force Planning Study, using the District's Public Safety Department (PSD) as the study agency for purposes of analyzing park law enforcement problems and requirements. The study, funded by a federal grant through the California Council on Criminal Justice (CCCJ), was essentially concluded in December, 1976, with submission of the draft Final Report, Volume II. However, subsequent in-depth reviews by the Study Advisory Committee and District management resulted in postponement of the official delivery of the Final Report (Volumes I and II) until July, 1977.

This introductory section of the Management Summary briefly reviews the objectives and major activities of the study. Subsequent sections summarize our recommendations, Advisory Committee comments and the present status of implementation, as applicable.

A. STUDY OBJECTIVES AND SCOPE

The four major objectives of the Model Park Police Force Planning Study were as follows:

- . To define the role of regional park public safety personnel (in terms of major controlling policies and goals)
- . To establish criteria or guidelines for the administration, organization and operation of a Regional Park Police Department
- . To develop a long range Regional Park Police Plan
- . To develop a short range plan for improving the administration and operation of the EBRPD Police Force.

Although the District's Public Safety Department includes fire services, the scope of the study was clearly limited to PSD law enforcement functions. Furthermore, the overriding intent

was to develop recommendations that would, if implemented, provide the EBRPD with a "model" park police force.

B. MAJOR STUDY ACTIVITIES AND PRODUCTS

A number of significant activities were completed as part of the EBRPD-PSD study. These are briefly described in the remainder of this sub-section.

1. Study Advisory Committee

A special Advisory Committee was established to review and comment on project activities and products. The membership of this group is listed in Exhibit I, following this page. The Committee was quite active and participative during the study, especially in its review of the detailed Final Report. Its influence can be noted at several points in this Summary and in the Detailed Findings and Recommendations.

2. Public Opinion Survey

At the request of the Advisory Committee, a limited public opinion mail survey was conducted to obtain general information concerning park police issues. The survey randomly included 3,000 residents of Alameda and Contra Costa Counties, and 1,940 individuals who have had some association with the District. A total of 900 (18.2%) questionnaires were returned. Due to the inherent biases of mail surveys, we make no inference that the following survey results statistically represent the opinions of the total two-county population.

- . About 70 percent of the respondents felt that regional parks should be policed jointly by the District and city/county law enforcement agencies.
- . About 70 percent felt that park police should be distinctively uniformed and drive well-marked vehicles.

ADVISORY COMMITTEE MEMBERSHIPEBRPD MODEL PARK POLICE FORCE PLANNING STUDY

. Luther Linkhart	Chairman, Public Safety Committee, P.A.C.*
. Ernest Del Simone	Public Safety Subcommittee, P.A.C.
. George Cardinet	Public Safety Subcommittee, P.A.C.
. Gretchen Sperber	Public Safety Subcommittee, P.A.C.
. Ernest C. Marriner	Public Safety Subcommittee, P.A.C.
. Wendy Mitchell	Campfire Girls, Inc.
. Lynn H. Herring	U. S. Park Police, Golden Gate N.R.A.
. Stana Hearn	League of Women Voters
. Glen Dyer	Undersheriff, Alameda County
. Joseph J. Veretto	Investigator, Alameda County District Attorney's Office
. Gary Fernandez	Operating Engineers Union
. James Stabler	Park Supervisor, EBRPD
. O. Christian Nelson	Chief, Parks & Interpretation Department, EBRPD
. Richard C. Trudeau	General Manager, EBRPD
. William F. Jardin	Board of Directors, EBRPD

*P.A.C. denotes the EBRPD Public Advisory Committee.

In written comments, about 15 percent indicated some need for increased police-related enforcement, patrol, etc.

About 5 percent stated they had been the victim of a crime in EBRPD parks. Half of these did not report the offense to police.

3. Survey Of Cities And Counties

The chief law enforcement and/or administrative officials in 12 cities, Alameda County and Contra Costa County were contacted to obtain their opinions concerning additional police support services for EBRPD. Responses to our inquiries may be generally summarized as follows:

Essentially, all jurisdictions will assist EBRPD police in emergency situations -- assuming they have personnel available -- and nearly all would be interested in discussing contract police services for the District.

With few exceptions, local government officials would resist providing more non-reimbursed police services to EBRPD than they may already provide.

The results of this survey, however informal it may have been, are consistent with other, more extensive surveys of a similar nature that we have been associated with. Basically, we believe the District's ability to acquire meaningful additional police assistance from cities and counties is quite limited unless financial reimbursement is involved.

4. Survey Of Other Park Police Agencies

An on-site survey of five other park police agencies was conducted as part of the Model Park Police Force Planning Study. The five agencies were:

Huron-Clinton Metropolitan Authority in the Detroit, Michigan area

Cleveland Metropolitan Park District

- . Los Angeles County Department of Parks and Recreation
- . California Department of Parks and Recreation
- . Golden Gate National Recreation Area in San Francisco, California.

Key findings resulting from the survey are outlined below.

- . Local governments are reluctant to provide a significant level of police service to parks operated by other governmental entities unless cost reimbursement is provided.
- . Most park administrators prefer to have their own police employees (as opposed to contract services) in order to maintain effective policy control.
- . For various reasons, there seems to be a definite trend toward specialization in park police services; the traditional park "ranger" (i.e., generalist) position is seldom used outside parks in rural areas.
- . Most agencies rely on some type of seasonal police personnel to meet peak period staffing needs.
- . Agencies with dispersed land holdings tend to decentralize police and other operating facilities to avoid the loss in travel time associated with a central reporting point.

5. Detailed Survey Of The PSD

A complete review of the administration and operation of the EBRPD Public Safety Department was completed in order to develop a thorough understanding of park policing requirements and functions. This survey included interviews with most of the employees; review of documented orders, budgets and plans; and an extensive collection of quantitative data pertaining to work load and performance. The PSD provided considerable assistance in the data collection portions of the work, which enabled us to expand areas of inquiry beyond what had been planned.

6. Recommendations For Immediate Action

As a result of the PSD survey described above, certain areas of potential improvement were apparent without further analysis. Twenty-three recommendations concerning these subjects were submitted in a special report in March, 1976. Generally, these recommendations dealt with relatively minor administrative and operational changes that could be implemented within the authority of the Chief of Public Safety, i.e., no increases in budget were required and no other EBRPD departments were affected.

7. Phase II Report

At approximately mid-point in our study (i.e., end of Phase II, April, 1976), a report was submitted which contained major recommended PSD policies and goals, and set forth guidelines for determining park police staffing. This report was officially presented to the EBRPD Board of Directors for their consideration in September, 1976, following review by District management and the Advisory Committee.

The staffing guidelines and goals presented in the Phase II report constitute two of our significant study recommendations and are discussed in Section III of this Management Summary.

8. Development Of Long And Short Range Recommendations

The balance of the project involved development of specific recommendations for PSD improvements so that it can approach the "model" concepts of a park police agency. The results of this work were presented in the form of 19 short range suggestions and 6 of a long range nature. These recommendations are summarized in Section III of this report.

II. EXISTING PUBLIC SAFETY ORGANIZATION,
OPERATIONS AND CAPABILITIES

II. EXISTING PUBLIC SAFETY ORGANIZATION, OPERATIONS AND CAPABILITIES

The purpose of this section is to provide an overview of the existing park police environment at EBRPD. This understanding of how the PSD currently operates and the service problems it deals with provides a frame of reference for subsequent recommendations. Perhaps more important, however, this part of the Management Summary assists the reader in understanding the nature of park policing in an urban-suburban setting. While police problems and approaches vary somewhat among park agencies, we do not find the EBRPD police operation to be especially unusual or atypical. By developing an understanding of the environment in which the PSD operates, the reader can achieve at least a general awareness of common park police problems and methods of operation.

This discussion is based upon conditions existing at the time of our survey. Staffing and activity rates are based upon 1976 levels. Activity patterns and consumed times were developed by applying historical data to 1976 activity rates. These historical data were developed from the following surveys:

- . A 10 percent sample of radio dispatch cards from 1974 and 1975 to identify the incident occurrence rates, locations, average response times and officer time consumed by called for services
- . A sample of officer status tags completed in 1974 and 1975 (84 days, 11.5 percent) to identify out-of-service times related to non-incident activities
- . A total survey of crimes occurring in the parks during the past five years
- . A six-week sample of time spent by officers writing reports.

The remainder of this section addresses three major topics: (1) EBRPD Policing Requirements; (2) PSD Organization and Operations; and (3) Patrol Activities and Consumed Time.

A. EBRPD POLICING REQUIREMENTS

The PSD is responsible for providing police protection in 36 regional parks, dispersed over approximately 1,400 square miles of Alameda and Contra Costa Counties. More specifically, the Department is responsible for performing the following functions:

- . Routine patrol of all parks in the District
- . Response to emergency events and other calls for service
- . Normal law enforcement activities, including investigation of criminal acts and arrest or citation of violators.

Annual visitor population is estimated to exceed 8 million persons. Park lands controlled by the District totaled 41,500 acres at the time of our study, with an increase of 10,000 to 15,000 acres anticipated within the next five years. The farthest distance between parks is approximately 50 air miles. Ten of the 36 parks are considered high use, major activity parks, and 26 are low to moderate activity areas. Six of these latter parks are expected to become major activity areas within five years.

Most of the District's parks are located in areas where the crime rate of surrounding jurisdictions is well below the state average; however, 14 are adjacent to jurisdictions where the crime rate is approximately twice the state average. These parks also account for the vast majority of reported offenses and PSD work load.

B. PSD ORGANIZATION AND OPERATIONS

The PSD currently consists of the Office of the Chief (which includes the Helicopter Unit), the Administrative Division (including Communications and Records), and the Operations Division, which includes Patrol and Detectives. Exhibit II, following this page, presents the authorized personnel and approxi-

EBRPD AUTHORIZED PERSONNEL, DISTRIBUTION AND WORK SCHEDULE

POSITION	TOTAL POSITIONS AND SHIFT ASSIGNMENTS				WORK SCHEDULE														
	TOTAL	SHIFT 1 1000-1800 HRS	SHIFT 2 1800-0200 HRS	RELIEF SHIFT	SHIFT 1 1000-1800 HRS							SHIFT 2 1800-0200 HRS							
					S	M	T	W	T	F	S	S	M	T	W	T	F	S	
Chief	1	1				1	1	1	1	1									
Captain	1	1				1	1	1	1	1									
Lieutenant	1	1				1	1	1	1	1		1	1	1	1	1	1	1	1
Sergeant	4	2	1	1	3	1	1	2	2	2	2								
Detective Sergeant	2	2				2	2	2	2	2									
Helicopter Sergeant	1	1			1			1	1	1	1								
Patrol Officer	13.5 ^{a/}	6	3.75 ^{b/}	3.75 ^{b/}	10	4 ^{c/}	4 ^{c/}	6	6	6	6	4 ^{c/}	4 ^{c/}	4 ^{c/}	4 ^{c/}	4 ^{c/}	4 ^{c/}	4 ^{c/}	4 ^{c/}
Helicopter Officer	3	3			2	3	2	2	2	2	2								
Communications Coord.	1	1				1	1	1	1	1									
Dispatcher	2	1	1			1	1	1	1	1									
Secretary	1	1				1	1	1	1	1									
Clerk Typist	1	1				1	1	1	1	1									
Police Service Assistant	8	3	3	(2 from 0200 to 1000)	3	2	2	2	2	2	2	3	2	2	2	2	2	2	2
Helicopter Mechanic	1	1			1	1	1	1			1								
Seasonal Officer	9	9			9 ^{d/}	5 ^{d/}	6 ^{d/}	5 ^{d/}	5 ^{d/}	6 ^{d/}	9 ^{d/}								
TOTAL	45.5	33	7.75	4.75	29	24	24	27	26	27	23	8	7	7	7	7	7	7	7

^{a/} Includes 2 nine-month officers

^{b/} Includes 1 nine-month officer

^{c/} One less officer 3 months a year

^{d/} Available only in 5-month peak period

mate work schedules existing during the study. As the exhibit illustrates, the Department operates with two shifts, with no personnel scheduled for duty between 0200-0800 hours. The District is divided into six patrol beats, with two officers assigned to Beat 1 when at full strength. With more than seven officers, additional personnel are assigned to specific problem areas.

C. PATROL ACTIVITIES AND CONSUMED TIME

Based on the most current 1976 data, the PSD processes approximately 10,000 police incident events a year, consuming approximately 6,200 hours, including report writing. About 60 percent of these incidents result from officer originations, i.e., observations in the field. In addition, based on our survey of 1974-75 PSD data it is estimated that the PSD spends approximately 6,000 hours on various support activities. Finally, about 1.8 hours a day are lost by each officer due to fixed administrative requirements, including:

- . Briefing
- . Lunch
- . Coffee Breaks
- . Travel to and from the station.

Approximately 25 percent of the remaining available patrol time is spent in travel between the various parks. Based on current event rates and patterns, each patrol officer is available for active preventive patrol approximately 2 to 4 hours during the day shift and 1 to 4 hours at night.

The majority of police events occur within four parks; Tilden, Anthony Chabot, Lake Chabot and Crown Beach. About 35 percent of all reported activities take place between 1:00 P.M. and 5:00 P.M., and approximately 40 percent occur on the weekends. Over 50 percent of the reported activities occur in five specific types of areas, as follows:

. Roadways	19 percent
. District Structures	10 percent
. Parking - Staging	9 percent
. Recreational Structure	4 percent
. Trails	4 percent

The seasonal distribution of events was approximately as follows:

. Winter	20 percent
. Spring	24 percent
. Summer	30 percent
. Fall	26 percent

More detailed discussion of the current PSD operation and policing capability, together with specific findings, is presented in our Volume II Detailed Report.

III. SUMMARY OF RECOMMENDATIONS

III. SUMMARY OF RECOMMENDATIONS

This report section serves two purposes. First, it provides a summary of the recommendations we developed to assist the District in establishing a model park police force. These recommendations were originally submitted in draft form in December, 1976. Thereafter, they underwent intensive review by District and PSD management, and the Study Advisory Committee. Thus, the second objective of the section is to report the results of these reviews and, as applicable, the status of implementation.

Exhibit III, following this page, presents an outline of all major recommendations and the results of the Advisory Committee review in terms of its support/endorsement or lack thereof for each recommendation. The thrust of the majority Committee comment concerning each recommendation--stated as objectively as possible--is also provided. It should be noted that with the exception of short-range recommendation No. 12, Committee votes were not close; majority opinion was clear in all other instances either through unanimous vote or, at a minimum, 3 or 4 to 1 votes.

Details concerning the recommendations, implementation guidelines and review comments are presented in the remainder of this report section under the following headings:

- . Short Range Recommendations
- . Long Range Recommendations
- . Implementation of Short Range Recommendations

A. SHORT RANGE RECOMMENDATIONS

Recommendations described in this sub-section deal with actions that should be taken over the next 2 to 3 years. The implementation purpose would be to build upon the current PSD capability in order to establish a working model park police force.

SUMMARY OF STUDY RECOMMENDATIONS

MODEL PARK POLICE PLANNING STUDY RECOMMENDATIONS	ADVISORY COMMITTEE ACTION			ADVISORY COMMITTEE COMMENTS
	SUPPORT	DO NOT SUPPORT	NO ACTION TAKEN	
A. <u>SHORT RANGE RECOMMENDATIONS</u>				
1. Restructure the PSD Organization so That the Helicopter Unit Reports to the Police Operations Captain (Instead of the Chief of Public Safety)		●		The Committee felt that use of the helicopter for fire and other non-police purposes justified continuing the direct reporting relationship to the Chief of Public Safety. (See Section IV of this report for additional Committee comments concerning the helicopter program).
2. The EBRPD Should Implement an Approach to Public Safety Department Staffing Which is Based on Quantitative Measures of Work Load and Desired Service Level Objectives, Similar to the System Described in the Detailed Final Report, Volume II.	●			The Committee's support is for the "system" of determining PSD staffing. It took no action on the specific patrol service level objectives suggested in the report which result in the need for 31 full-time equivalent patrol officers (See Recommendation No. 9).
2-A The EBRPD Should Include Preventive Patrol as a Significant Part of Its Park Police Staffing Requirement. ^{1/}	●			The Committee's action on this highly important topic was nearly unanimous and was taken during its review of the Phase II report on May 7, 1976.
3. The Public Safety Department Should Develop Detailed Written Procedures For All Major Department Functions.	●			The Committee's action was unanimous and PSD implementation is underway.
4. The Public Safety Department Should Develop a Management Information System to Support Planning, Operations and Performance Evaluation, Preferably Using Automated Data Processing.	●			The Committee's action was unanimous and recognizes that several alternative approaches can fulfill the PSD information needs, including a limited manual system as an interim measure.
5. The Public Safety Department Should Develop and Utilize a Master Status Sheet to Improve Time Accounting Methods and to Document Work Assignments.	●			Supported unanimously without significant Committee discussion.
6. Revise the Existing PSD Report and Records Processing Function.	●			Supported unanimously without significant Committee discussion.
7. The Public Safety Department Should Revise the Communications Coordinator's Schedule to Provide Supervision to the Night Staff.	●			The Committee supported this recommendation with the understanding that it is a short-term expedient until such time as Recommendation No. 13 can be implemented.
8. The Minimum Number of Patrol Officers Allocated to the Public Safety Department Should be 26 for the District as it Currently Exists, Without Significant Regard for Activity Levels and Patrol Service Level Objectives, and Excluding Supervisors.	●			After considerable discussion of the rationale underlying this recommendation and its relationship to officer safety and general patrol coverage, the Committee voted to support it as a reasonable minimum staffing criterion.

^{1/} This recommendation was not separately stated in the draft Final Report reviewed by the Advisory Committee but, of necessity, it is inferred in Recommendation No. 2 and the Committee dealt with it independently.

SUMMARY OF STUDY RECOMMENDATIONS

MODEL PARK POLICE PLANNING STUDY RECOMMENDATIONS	ADVISORY COMMITTEE ACTION			ADVISORY COMMITTEE COMMENTS
	SUPPORT	DO NOT SUPPORT	NO ACTION TAKEN	
8-A The District Should Establish Overnight Patrol, Using 2 One-Officer Cars Working in Tandem. ^{2/}	●			The Committee first determined its support for this recommendation, then took its action on Recommendation No. 8.
9. Based on Existing Work Load, the Public Safety Department Allocation of Patrol Officers Should be Increased to 31 Full-Time Equivalent Officers, Excluding Supervisors.			●	The Committee recognized that to take action on this recommendation it would have to review all of the patrol service level objectives which, in part, result in the suggested staffing figure. Since time did not permit this type of detailed review, the Committee voted unanimously to take no position.
10. Public Safety Department Patrol Staffing Should be Increased with a Combination of Twelve-Month and Nine-Month Police Officer Positions.	●			Committee support was unanimous. This recommendation originated with District management and is already being implemented.
11. The Present Allocation of Seasonal Officers Should be Increased to 10 Positions.	See Comments!			The District is implementing a new "Beach Ranger" program and will not use Seasonal Officers in FY 1977-78. While Arthur Young & Company has reservations concerning this change, we lend our support to it as a one-year experiment with continuation dependent upon positive evaluation results. The Committee voted to support the amended consultant position as summarized above.
12. The Public Safety Department Should be Authorized One Additional Patrol Sergeant (Which Could be an Upgrade of One of the Three Police Officer Positions Recommended for Overnight Patrol).	●			This position is for overnight supervision. The Committee added the portion of the recommendation that is in parentheses before voting its support.
13. The Public Safety Department Should Ultimately be Authorized One Additional Lieutenant.	●			The Committee's support recognizes that budget constraints may prohibit immediate implementation but that the position should be anticipated within the next 2 to 3 years.
14. Increase the Number of Dispatchers to Four; and	●			By the time the Committee considered these recommendations, the District had decided to eliminate the PSA classification and employ 10 permanent dispatchers. Except that 10 positions are provided instead of 9, the District's action is consistent with the intent of our two recommendations. Committee action should be considered as supporting the District's plan as well as the intent of our recommendations, which were considered as one by the Committee.
15. Permanent Employee Status.				
16. The EBRPD Should Begin Planning Now for Increased Law Enforcement Services Over the Next Three Years.	●			Committee support assumes the District will grow and that recommendations concerning current PSD staffing will lack validity as police service requirements increase.
17. The Public Safety Department Should Allocate Patrol Officers in Four Shifts to Obtain Optimum Utilization of Field Personnel.	●			Committee support recognizes that staffing increases are needed in order to effectively use the four shift plan.

^{2/} This recommendation was not separately stated in the draft Final Report reviewed by the Advisory Committee but it is an integral element of Recommendation No. 8 and the Committee decided to deal with it independently.

SUMMARY OF STUDY RECOMMENDATIONS

MODEL PARK POLICE PLANNING STUDY RECOMMENDATIONS	ADVISORY COMMITTEE ACTION			ADVISORY COMMITTEE COMMENTS
	SUPPORT	DO NOT SUPPORT	NO ACTION TAKEN	
18. The Public Safety Department Should Institute a Primary and Secondary Patrol Sector Approach to Field Deployment.	●			The Committee's unanimous support is for the concept embodied in the recommendation and not necessarily the sector boundaries suggested in Volume II of the Final Report.
19. The Public Safety Department Should Institute a Policy of Investigating Minor Offenses by Telephone.	●			The Committee's unanimous support is conditional. It felt that dispatchers should not be allowed to perform this function; that it should be performed only by police officers.
B. <u>LONG RANGE RECOMMENDATIONS</u>				
1. The EBRPD and the Public Safety Department Should Implement, Monitor and Periodically Revise the Park Police Policies and Goals Described in the Phase II Report.	●			The Committee thoroughly reviewed the policies and goals at its meetings of April 23, 1976 and May 7, 1976. Amendments were incorporated at the Committee's suggestion before unanimous support was voted.
2. The District Should Objectively Analyze the Functional Relationship Between Selected Positions in the Public Safety Department and the Parks and Interpretation Department to Determine the Cost Benefits of Internal Reallocation of Responsibilities and Budget Funds.	●			Committee action was taken without significant discussion to report.
3. To the extent possible, the Public Safety Department should seek to establish long-term cooperative arrangements with allied agencies, at no additional cost to the EBRPD, to maximize the productivity and and service levels of all involved.	●			Committee support for this recommendation assumes no financial cost to the District. (See Section IV of this report for additional Committee comments concerning contract policing.)
4. Further decentralization of Public Safety Department operations should occur only when there are measurable benefits in terms of increased productivity, effectiveness, service or costs.	●			Unanimous Committee action taken with the recognition that the District is tentatively planning two more PSD substations.
5. The Public Safety Department should develop a long-range crime prevention plan for all District lands.	●			Committee action was unanimous. Throughout the study, various Committee members have emphasized their desires for greater attention to crime prevention.
6. The Public Safety Department should seek a grant to develop and test new public-to-Police/District communications systems.	●			Committee action was taken without significant discussion to report.

RECOMMENDATION NO. 1: RESTRUCTURE THE PSD ORGANIZATION SO THAT THE HELICOPTER UNIT REPORTS TO THE POLICE OPERATIONS CAPTAIN (INSTEAD OF THE CHIEF OF PUBLIC SAFETY)

1. Explanation

Basically, we find the current PSD organization structure to be sound and consistent with good police management practices. A minor exception is the direct reporting relationship between the Helicopter Unit and the Chief of Public Safety. This structure was originally adopted because of the highly visible, important nature of the program which warranted top management attention during the first year of operation. It has been continued because the helicopter is used for non-police purposes such as fire and air survey, and because other police agencies in the area request its support from time to time. For these reasons, the Chief of the PSD believes the Unit requires his personal supervision. Our recommendation, however, is based on two considerations:

. The overwhelming majority of helicopter service is devoted to support of, and involvement in park patrol operations. Coordination should be enhanced if the Unit reports to the same commanding officer as the ground patrol forces. This individual could also be delegated authority--within specified guidelines--for making certain decisions on the non-park police use of the aircraft.

. The Chief's current work week is heavily committed outside the Department to necessary administrative and liaison functions. His availability for ongoing operations supervision is quite limited.

2. Review Comments and Current Status

The PSD will not implement this recommendation for reasons stated above. The Advisory Committee supports the PSD position. Our staff recognizes that alternative organization structures are always available and that, in this instance, a significant impact on PSD effectiveness is not in question.

RECOMMENDATION NO. 2: THE EBRPD SHOULD IMPLEMENT AN APPROACH TO PSD STAFFING WHICH IS BASED ON QUANTITATIVE MEASURES OF WORK LOAD AND DESIRED SERVICE LEVEL OBJECTIVES, SIMILAR TO THE SYSTEM DESCRIBED IN THE DETAILED FINAL REPORT, VOLUME II

RECOMMENDATION NO. 2-A: THE EBRPD SHOULD INCLUDE PREVENTIVE PATROL AS A SIGNIFICANT PART OF ITS PARK POLICE STAFFING REQUIREMENT

1. Explanation

Recommendation 2-A is an inherent part of the staffing guidelines system we developed for the District and should be discussed first in explaining the overall concept.

Preventive Patrol

Preventive patrol may be generally defined as time spent traversing park lands for the purpose of observing potential or actual situations requiring police action, whether criminal activity is involved or not. A major byproduct of this activity--which can never be accurately measured--is its value in deterring or preventing crime. The concept is used almost universally by law enforcement administrators and when special crime problems arise, the concept is often extended through "saturation" patrol (i.e., placing more than the normal complement of officers in a problem area).

We believe preventive patrol is an important element in city and county policing. However, we believe it is even more important in the EBRPD setting because of the lack of public-to-police communications capabilities and the isolation of many park areas. PSD officers on patrol frequently find situations requiring their services which would not have surfaced had they not been present. These services may involve something as insignificant as answering questions concerning the parks to apprehending a rapist, car thief or other criminal in the act.

We cannot overemphasize the importance of PSD preventive patrol to the District, regardless of the system it uses to determine police staffing.

Recommended Method of Determining PSD Staffing

PSD staffing requirements have heretofore largely been determined through best judgment, intuition and, of

course, fiscal constraints. Quantitative measures of work load and service level objectives have not been utilized very extensively. Our recommended system employs both of these principles, with others, to provide a meaningful rationale for budget analysis.

Our system consists of two major elements, as follows:

- General Approach--which sets forth the basic framework of our staffing guidelines. This approach is essentially based on industrial engineering principles and is applicable to many positions in the District, whether in the PSD or not. Briefly, the principles are:
 - .. Identify time required to perform each function
 - .. Identify number of times function is performed in a given period and the levels of service to be achieved
 - .. Identify average productive work hours per employee
 - .. Divide the latter number into the multiplied total of the first two to determine the required staffing.

Within the PSD, the primary use of this General Approach is in identifying non-patrol staffing needs. For management and supervisory positions, there is a need to include consideration of organizational and administrative requirements as well as basic work activities and service levels (e.g., span of control and command officer availability).

- Specialized Patrol Approach--which builds upon the General Approach to provide a rationale for the major PSD staffing component, patrol operations. An overview of this system is presented in Exhibit IV, following this page. The critical factor in this approach is the need to set preventive patrol service level objectives on a park-by-park basis or, at a minimum, by groups of parks.

Overall, the system we developed works two ways. It allows the PSD to build its budget requests on the basis of quantifiable factors. Conversely, given specified fiscal guidelines by District management and the Board of Directors, it allows the PSD to determine where service will be reduced and to quantify that reduction for the Board.

RECOMMENDED GUIDELINES FOR IDENTIFYING PUBLIC SAFETY DEPARTMENT PATROL STAFFING REQUIREMENTS

<p>STEP 1: Identify volumes and time consumed by each type of case-related activity (service) provided by the police. Establish average (or standard) times to complete these activities.</p>	<p>STEP 6: Establish a reasonable time allowance for travel between the various parks. (Initially, we suggest an amount equal to about 25 percent of the patrol service level objective identified in Step 5)</p>
<p>STEP 2: Identify seasonal, temporal, and daily occurrence patterns to identify consumed officer time during specific periods.</p>	<p>STEP 7: Total the hours identified in the previous steps:</p> <ul style="list-style-type: none">. Called for services time. Administrative activities time. Fixed administrative time. Preventive Patrol time. Travel time between parks <p>Perform calculations until the total hours required for a staffing period (year, season) are identified.</p>
<p>STEP 3: Identify various necessary administrative activities which cause officers to be removed from service during the course of a day's work. Identify the number and time consumed by these activities in the same manner as the previous steps.</p>	<p>STEP 8: Identify the number of hours one officer should reasonably work during a staffing period, allowing for days off, vacation, illness, etc.</p>
<p>STEP 4: Identify and quantify any fixed administrative time that is routinely lost from the normal work shift, e.g., lunch time.</p>	<p>STEP 9: Divide the total hours identified in Step 7 (hours required to achieve service levels) by the hours identified in Step 8 (hours normally worked by one officer during the period) to identify total staffing requirements.</p>
<p>STEP 5: Analyze each park based on previous experience, crime rates, users, etc., to develop specific levels of preventive patrol considered reasonably necessary. These should be identified in terms of time requirements for a specific period, e.g., each day, shift, or season.</p>	<p>STEP 10: As needed, adjust current resources to meet hour requirements created by objectives or adjust service levels (Steps 1, 3, 4, 6) to meet available resource hours. Project impact of staffing changes on cases originated (hours) and fixed administrative time. Adjust Step 9 accordingly.</p>

2. Review Comments and Current Status

The Specialized Patrol Approach for determining staffing evoked more discussion and required more review than any other aspect of the study. We believe this was due in part to our use of the system to develop a specific PSD staffing recommendation that is above the current level (See Recommendation No. 9). In turn, this seemed to generate a feeling that the "system" in and of itself will always result in recommended higher staffing levels. This certainly is not the case, as we indicated in the last paragraph of sub-section 1 above.

A major concern of District management seems to be that the system is not easily understood and would be difficult to work with at the Board level. Management also feels that in day-to-day patrol operations, the PSD would not follow the allocation of patrol time by park that is the building block for a large part of the system.

We fully agree with the latter point and have emphasized that such use of the system is not intended. Rather, the long term distribution of patrol service is intended to approximate the daily allocations which are estimated when using the system to develop staffing requirements.

With regard to understanding of the approach, we believe the principles are quite easily understood. It is the mathematical calculations that require greater concentration to understand and use and we do not believe that such detailed knowledge is necessary or desirable at the Board level. An analogous situation would be the work measurement and related calculations necessary to determine staffing needs and maintenance schedules for a fleet of vehicles. Top management and elected officials need not delve into these calculations. However, they do need to understand the principles involved and then deal with the results in terms of:

- . How many vehicles will be serviced, of what type, and how often?
- . How many employees are required to meet these service level objectives?
- . What are the costs and what impact on service levels (vehicle maintenance) occurs if less than the recommended budget is funded?
- . Over time, what are the results of prior funding decisions in terms of performance measures (e.g., vehicle down time, major overhauls, etc.)?

The example given above has a direct corollary in PSD patrol service and the issues that the Board must deal with are quite similar. We should also point out that the establishment of patrol service level objectives--which has been a key element of management's concern regarding the staffing system--has been done informally by the District in prior budget planning, at least to a limited degree. We refer to decisions concerning the placement of Seasonal Officers (now, Beach Rangers) at fixed posts for selected periods of the year. In essence, such decisions are based on prior experience and a desire to provide 8 hours/day patrol of a specific location.

We have gone to considerable length in this report and Volume II to clarify the recommended PSD staffing guidelines and how they are to be used. Considerable time was also devoted to this subject during the review process. Both decisions reflect our concern regarding the need for a quantifiable method of developing PSD staffing requests. The only alternative suggested during the review process was a system based primarily on response time to reported incidents. In our minds, such an approach is not only unsuitable for park policing but it does not recognize that general patrol capability is significantly interrelated with response time capability. The two are not separate entities that have little bearing on one another. Furthermore, deployment of patrol officers is a third factor which has perhaps even more impact on response time and, in turn, is controlled by the total staffing authorization.

The Advisory Committee dealt with Recommendation No. 2 as a "system" recommendation and not a specific staffing/budget recommendation, which is how we suggest that District management and the Board of Directors deal with it. The Committee endorsed both the system as we have described it and the concept of preventive patrol. District management has not taken a final position on the recommended system and, at this point, has expressed concern regarding accepting the concept of preventive patrol, or at least its use in determining PSD staffing.

RECOMMENDATION NO. 3: THE PUBLIC SAFETY DEPARTMENT SHOULD DEVELOP DETAILED WRITTEN PROCEDURES FOR ALL MAJOR DEPARTMENT FUNCTIONS

1. Explanation

Implementation of this recommendation requires an identification of all major functions performed; development of policy statements for each function, as appropriate; and documentation of specific procedural steps, responsibilities, reporting requirements, etc. The Volume II Detailed Report contains a five-page preliminary summary of subjects which should be included in a comprehensive set of departmental General Orders. The Detailed Report also suggests the need for controls over the issuance of various PSD orders to ensure consistency and continued validity.

2. Review Comments and Current Status

The PSD has initiated action to implement this recommendation, which was endorsed by EBRPD management and the Advisory Committee.

RECOMMENDATION NO. 4: THE PSD SHOULD DEVELOP A MANAGEMENT INFORMATION SYSTEM TO SUPPORT PLANNING, OPERATIONS AND PERFORMANCE EVALUATION, PREFERABLY USING AUTOMATED DATA PROCESSING

1. Explanation

The PSD, like other park police agencies we surveyed, collects considerable information but it is not easily summarized and

sorted so that it can be used for management and operational analysis. There is a significant need to correct this problem and the Volume II Detailed Report contains 25 pages of detailed system design recommendations for a park police information system. The system should be automated to provide maximum effective use but could be established manually on a reduced scale, at least as an interim measure.

2. Review Comments and Current Status

Both the Advisory Committee and District management fully support this recommendation, with any reservations limited to the cost of implementation. Our recommendation was based on information that the District's Data Processing Section had computer time and staff available to implement this system. The District is presently reassessing this situation to determine if a manual system must be implemented as an interim measure.

RECOMMENDATION NO. 5. THE PSD SHOULD DEVELOP AND UTILIZE A MASTER STATUS SHEET TO IMPROVE TIME ACCOUNTING METHODS AND TO DOCUMENT WORK ASSIGNMENTS

1. Explanation

A Master Status Sheet is needed to:

- . Provide a central record indicating the daily status of Department personnel resources
- . Provide a daily summary work record, including personnel available for work, hours worked, area assignments, type of assignment, and exceptions (e.g., overtime and excused absence)
- . Provide summary data for analysis of resource utilization, overtime, assignments and absences.

The Detailed Report provides a sample form, data coding instructions for automated processing, and sample output reports.

2. Review Comments and Current Status

District management and the Advisory Committee agree with the recommendation. Decisions concerning the specifics of form design, procedures, etc., are currently under review.

RECOMMENDATION NO. 6: REVISE THE EXISTING REPORT AND RECORDS PROCESSING FUNCTION

1. Explanation

Specific procedures and a suggested flowchart have been provided to establish better controls over report processing and quality, and to assure conformance with established policies. Key to the overall recommendation is the establishment of a central staff review function, performed by a Report Review Officer. Presently, we believe this function could be performed by the Communications Coordinator.

2. Review Comments and Current Status

There is general agreement on this recommendation and implementation is in process.

RECOMMENDATION NO. 7: THE PSD SHOULD REVISE THE COMMUNICATIONS COORDINATOR'S SCHEDULE TO PROVIDE SUPERVISION TO THE NIGHT SHIFT

1. Explanation

Ultimately, we believe a commanding officer should be assigned to night and weekend duty to provide functional supervision over office personnel and command coverage for patrol operations. As an interim measure in view of fiscal constraints, the Communications Coordinator should be assigned to a shift of 2:00 p.m. - 10:00 p.m. to provide night office supervision. This still allows three hours a day for performing other District functions during normal business hours. Occasionally, if a need

exists, the entire 8-hour shift could be temporarily changed to day hours to meet special commitments.

2. Review Comments and Current Status

The Advisory Committee supported this suggestion but the PSD and District management have indicated that it will probably not be implemented. The current plan is to appoint a supervisory dispatcher from among the dispatchers normally assigned night duty. This approach was utilized in the past without much success.

RECOMMENDATION NO. 8: THE MINIMUM NUMBER OF PATROL OFFICERS ALLOCATED TO THE PSD SHOULD BE 26 FOR THE DISTRICT AS IT CURRENTLY EXISTS, WITHOUT SIGNIFICANT REGARD FOR ACTIVITY LEVELS AND SERVICE LEVEL OBJECTIVES, AND EXCLUDING SUPERVISION

RECOMMENDATION NO. 8-A: THE DISTRICT SHOULD ESTABLISH OVERNIGHT PATROL, USING 2 ONE-OFFICER CARS WORKING IN TANDEM

1. Explanation

The overnight patrol (2:00 a.m. - 10:00 a.m.) recommendation requires about three officers of the 26 total that are suggested as a minimum. We believe the District should implement this type of patrol to provide protection to people and property in the parks, many of which cannot be closed to traffic. Furthermore, there appears to be a particular need to provide adequate overnight patrol in areas used by overnight campers. The current situation which provides absolutely no patrol coverage of any type after 2:00 a.m. is not a satisfactory arrangement in our view.

Other elements of the minimum staffing recommendation are based primarily on the geographic distribution of parks, park use and the need to provide adequate safety to patrol officers. Our intent was to identify reasonable police protection requirements without quantifying work load requirements and patrol service level

objectives. The bases for the total recommended number of 26 are as follows:

There are three basic "clusters" of parks which, in our opinion, require police coverage on both the day and night shifts. The clusters are:

- Tilden, Briones and the six parks to the north and west
- The central group of parks bounded by Lake Temescal, Crown Beach, Don Castro and Las Trampas
- The Del Valle, Sunol and Shadow Cliffs area in the southeast.

We believe daytime coverage for the first two clusters should be two officers each. One officer should be assigned to the southeast cluster and, additionally, one daytime officer for occasional patrol of other parks such as Coyote Hills, Garin, Alameda Creek Quarry, Black Diamond and Contra Loma. Total daytime staffing is, therefore, six officers.

The three basic clusters should be patrolled by two officers each at night, for a total of six nighttime officers. Although park activity decreases at night, so does the level of public and officer safety. It seems unwise to ask lone officers to patrol these clusters without a back-up close by. Thus, we suggest that the patrol level remain at two officers per cluster, working in tandem.

Two officers per shift are needed for overnight patrol, as previously discussed.

The above staffing requires a total of 14 officers per 24-hour day. Using a multiple of 1.6 to allow for days off, vacation, etc., a total of 22.4 officers is required.

Three officers are then needed for the helicopter.

The total minimum requirement is then calculated at 25.4 full-time equivalent (FTE) officers. This should be rounded up to 26. As an alternative, 25 FTE officers could be authorized together with about 750 hours of overtime to provide the extra four-tenths of a position that is required.

2. Review Comments and Current Status

The Advisory Committee first determined its support for overnight patrol and then voted endorsement of the minimum staffing recommendation after considering the rationale upon which it was based. District management, on the other hand, does not desire to establish a minimum staffing level and has reservations about the need for overnight patrol.

RECOMMENDATION NO. 9: BASED ON EXISTING WORK LOAD, THE PSD ALLOCATION OF PATROL OFFICERS SHOULD BE INCREASED TO 31 FTE OFFICERS, EXCLUDING SUPERVISORS

1. Explanation

This recommendation was developed primarily through use of the staffing guideline approach previously discussed (Recommendation No. 2). It represents a consensus agreement of our staff and PSD administration regarding reasonable patrol service levels and takes into consideration existing work loads. The recommendation includes three officers for overnight patrol, which provides two on-duty officers per shift. Additionally, the Helicopter Unit staffing was considered appropriate at the current level.

The remaining 25 recommended positions were identified using essentially the same system previously described in Exhibit IV. Requirements were analyzed and calculated for two separate seasons, a peak and a moderate period. Work load and needs were calculated on an average per day basis. The results projected a need for 34 FTE officers during the peak activity period and 28 FTE officers in the moderate period. This requires an average allocation of 31 FTE personnel. At this level, using a combination of full-time officers and nine-month officers, the following coverage should be available.

	<u>Weekday</u>	<u>Weekend Day</u>	<u>Week Night</u>	<u>Weekend Night</u>	<u>Over Night</u>
. Peak Season	7 (+ Hel)	14 (+Hel)	7	12	2
. Moderate Season	6	10	6	8	2

2. Review Comments and Current Status

The Advisory Committee took no action on this staffing suggestion because meaningful endorsement--or lack thereof--would require a detailed review of the various patrol service levels that, in part, result in the total patrol officer recommendation. District management has taken the recommendation under review and has indicated that implementation within the near future is not practical because of budget limitations.

RECOMMENDATION NO. 10: PUBLIC SAFETY DEPARTMENT PATROL STAFFING SHOULD BE INCREASED WITH A COMBINATION OF TWELVE-MONTH AND NINE-MONTH POLICE OFFICERS

1. Explanation

This suggestion originated with District management and represents an innovative approach to meeting seasonal variations in park police needs. By overlapping the nine-month officers' schedules, all can be available during the peak activity period, which we have generally defined as May through September. For example, some of the nine-month officers could have October through December off and others January through March.

Our suggested PSD patrol staffing of 31 FTE officers (Recommendation No. 9) could be distributed between nine and twelve-month officers as follows:

	<u>Number of Officers</u>	<u>FTE</u>
Twelve-Month	24	24
Nine-Month	<u>9</u>	<u>6.75</u>
TOTAL	33	30.75

2. Review Comments and Current Status

The Advisory Committee's endorsement and our position both support this concept, which was provided by District management. Implementation is in progress.

RECOMMENDATION NO. 11: THE PRESENT ALLOCATION OF SEASONAL OFFICERS SHOULD BE INCREASED TO TEN POSITIONS

1. Explanation

This recommendation is intended to provide seasonal officer posts in 10 major activity parks during the six months of April through September. The recommended coverage is as follows:

<u>Park</u>	<u>Officer Hours Per Weekday</u>	<u>Officer Hours Per Weekend</u>
Tilden	16	16
Sunol	8	8
Chabot	8	8
Miller	4	8
Black Diamond	2.5	4
Contra Loma	1.5	4
Shadow Cliffs	8	8
Temescal	8	8
Crown Beach	8	8
Del Valle	<u>8</u>	<u>8</u>
Total	72 (9 officers)	80 (10 officers)

Sustaining this coverage during the entire six months would actually require 13 positions. Our recommendation, however, assumes that the PSD will be only 75 percent effective in filling positions for the entire period.

2. Review Comments and Current Status

Since this recommendation was originally developed, District management has deleted the seasonal officer classification and replaced it with "beach rangers" operating under the administrative and functional control of the Parks & Interpretation Department. In effect, three significant changes will occur with regard to these new employees:

- . They will have less police training, if any
- . They will not be under the control of the PSD
- . They will not be armed.

The first two changes appear to be of questionable merit and the third could be accomplished under the current seasonal officer program. We believe that the seasonal officer program--which has experienced problems of turnover and inexperience--could be a worthwhile, viable program if an ongoing recruiting and training element is structured to support it. Nevertheless, we lend our support to the District's beach ranger program as a one-year experiment, to be critically evaluated at the end of this summer before continuation is considered. The Advisory Committee voted to endorse our position as stated in the previous sentence.

RECOMMENDATION NO. 12: THE PSD SHOULD BE AUTHORIZED ONE ADDITIONAL PATROL SERGEANT

1. Explanation

The suggested position is associated with establishment of overnight patrol (Recommendation No. 8-A). One sergeant is needed to provide supervision, with coverage on days off provided by one of the other existing sergeants.

2. Review Comments and Current Status

The Advisory Committee's support was conditioned upon adding the following phrase to the basic recommendation: ". . . which could be an upgrade of one of the three police officer positions recommended for overnight patrol." The Committee was concerned about the fiscal impact of the additional position. Its position also considered the possibility of the sergeant doubling as the second patrol officer since supervisory needs would be less than on other shifts. As a second-best alternative, we would agree with the Committee. District management's position will ultimately depend upon whether overnight patrol is implemented or not.

RECOMMENDATION NO. 13: THE PSD SHOULD ULTIMATELY BE AUTHORIZED ONE ADDITIONAL LIEUTENANT

1. Explanation

Recommendation No. 7 regarding a change in the Communications Coordinator's work schedule provides an interim means of meeting some of the nighttime supervision needs. Eventually, however, a lieutenant's position should be authorized to provide general night and weekend command coverage; to coordinate the Department's Reserve, Seasonal Officer and Training programs; and to provide a ranking officer for report review and quality control. We have projected a definite need for this position within the next 2 to 3 years.

2. Review Comments and Current Status

The Advisory Committee supported the recommendation and District management has indicated that it will be considered in the future.

RECOMMENDATION NO. 14: INCREASE THE NUMBER OF DISPATCHERS TO FOUR

RECOMMENDATION NO. 15: FIVE CIVILIAN POSITIONS SHOULD BE UPGRADED TO PERMANENT EMPLOYEE STATUS

1. Explanation

These two recommendations should be considered as one in view of recent action by District management. Our original intent with Recommendation No. 14 was to provide a competent dispatcher on all shifts, including one position for relief coverage. Previously, temporary PSA's (Public Safety Assistants) were used as the primary dispatcher on some shifts. Recommendation No. 15 focused on the fact that most of the PSA's on the Department and one clerk typist were temporary positions although: (1) the positions are clearly necessary for ongoing operations; and (2) some incumbents had been in the temporary positions for nearly two years. Finally, Recommendation No. 15 encompassed a suggestion that the FTE authorization for PSA positions be reduced from six to five. This staffing recommendation was based on our general assessment of work load and support service requirements.

2. Review Comments and Current Status

By the time the Advisory Committee considered these two recommendations, the District had acted to eliminate the PSA classification and employ 10 full-time permanent dispatchers. Although this approach is more costly, there is a distinct benefit in having more experienced, better qualified personnel to handle all records and communications functions. In any event, the District's action is consistent with the intent of our recommendations except that one more FTE position is provided. The Advisory Committee voted to support the changes instituted by District management.

RECOMMENDATION NO. 16: THE EBRPD SHOULD BEGIN PLANNING NOW FOR INCREASED LAW ENFORCEMENT SERVICES OVER THE NEXT THREE YEARS

1. Explanation

The intent of this recommendation is to emphasize that all other staffing-related suggestions in this report are based on 1976 conditions (i.e., number and type of parks, park use, called for services, etc.). Newly acquired and/or newly developed parks will surely increase current demands for PSD service. Based only on what was known at the time of the study, we estimated that an additional 2.5 regular officers and 3 seasonal officers will be needed to meet increased PSD service demands in the following park areas:

- . San Leandro Bay
- . Little Hills Ranch
- . Castlerock
- . San Leandro Shore Line
- . Martinez Waterfront
- . Mt. Diablo Foothills.

This estimate may well be exceeded in the next two years but, at this juncture, it represents our best judgment of short-range changes.

2. Review Comments and Current Status

The Advisory Committee supported this recommendation. District management has indicated that future increases in PSD staffing will depend upon activity levels and need, a position we agree with.

RECOMMENDATION NO. 17: THE PSD SHOULD ALLOCATE PATROL OFFICERS IN FOUR SHIFTS TO OBTAIN OPTIMUM UTILIZATION OF FIELD PERSONNEL

1. Explanation

Implementation of this recommendation requires additional patrol staffing to be fully effective. The purpose is to provide optimum resource utilization during peak activity periods (12:00 p.m. - 8:00 p.m.) while providing a reasonable level of patrol during other hours. The shift assignments and schedule we suggest is as follows (excluding helicopter officers):

<u>Shift</u>	<u>Hours</u>	<u>Moderate Season Staffing</u>	<u>Peak Season Staffing</u>
1	10 a.m. - 6 p.m.	8	10
2	12 p.m. - 8 p.m.	4*	7
3	6 p.m. - 2 a.m.	10	10
4	2 a.m. - 10 a.m.	3	3

*Plus one additional officer 3 months of year.

The above schedule results in the following resource allocation, which reasonably matches the PSD activity patterns we have identified:

.	10 a.m. - 12 p.m.:	10 percent
.	12 p.m. - 8 p.m.:	56 percent
.	8 p.m. - 2 a.m.:	34 percent

2. Review Comments and Current Status

The Advisory Committee endorsed the suggestion. District management has taken it under consideration for possible implementation when additional PSD patrol personnel are available.

RECOMMENDATION NO. 18: THE PSD SHOULD IMPLEMENT A PRIMARY AND SECONDARY PATROL SECTOR APPROACH TO FIELD DEPLOYMENT

1. Explanation

Based on current park distribution, use and police activity, the PSD should deploy patrol officers in three primary and two secondary patrol sectors. Primary sectors should be staffed at all times, with secondary zones staffed as personnel are available. The only significant variation in this plan would occur with overnight patrol, which would devote most of its attention to the centralized chain of parks between Wildcat and Lake Chabot.

The Volume II Detailed Report provides suggested sector maps. The following parks are shown in primary sectors, with others falling under secondary sectors or outside both types of sectors, thereby receiving only helicopter patrol or ground response to special problems.

<u>Park</u>	<u>Primary Sector</u>	<u>Park</u>	<u>Primary Sector</u>
Wildcat Canyon	1	Chabot	2
Tilden	1	Lake Chabot	2
Briones	1	San Leandro Bay	2
Temescal	2	Shadow Cliffs	3
Redwood	2	Del Valle	3
Crown Beach	2	Sunol	3

2. Review Comments and Current Status

The Advisory Committee and District management supported the concepts embodied in the recommendation, with the understanding that when implemented, final sector boundaries may vary from what we have suggested.

RECOMMENDATION NO. 19: THE PSD SHOULD INSTITUTE A POLICY OF INVESTIGATING MINOR OFFENSES BY TELEPHONE

1. Explanation

Our purpose here is to reduce unnecessary officer travel time between parks, and to eliminate waiting time for persons reporting minor offenses. Such reports could be accepted by dispatchers when made by EBRPD employees. Members of the general public could be given the option of waiting for an officer or providing all necessary information over the telephone. Examples of reports included within the meaning of this suggestion are minor thefts and malicious damage, provided there are no suspects or other significant leads.

2. Review Comments and Current Status

District management has indicated agreement with this concept, subject to final definition of the types of reports to be included. The Advisory Committee expressed its support if the telephone reports are handled by police officers, not dispatchers.

B. LONG RANGE RECOMMENDATIONS

The suggestions presented in this sub-section address current and ongoing issues in terms of potential improvements that could be initiated over an extended period of time. Some of these recommendations may actually be implemented over the next few years. However, considering the extensive work associated with the short range suggestions, implementation of most of the long range recommendations will probably extend over a longer time frame.

RECOMMENDATION NO. 1: THE EBRPD AND THE PSD SHOULD IMPLEMENT, MONITOR AND PERIODICALLY REVISE THE PARK POLICE POLICIES AND GOALS DESCRIBED IN THE PHASE II REPORT

1. Explanation

Exhibit V, following this page, summarizes the major park police policies and goals that were developed during Phase II of the study. We believe the District and the PSD should adopt these statements and, at least annually, add to, delete or modify them as necessary. Furthermore, they should be coordinated with annual PSD planning and unit/employee performance evaluations.

2. Review Comments and Current Status

The Advisory Committee conducted an in-depth review of the draft version of park police policies and goals at the conclusion of Phase II. Following modifications to incorporate review comments, the Committee voted its support. It has also endorsed this long range recommendation, as has District management.

RECOMMENDATION NO. 2: THE DISTRICT SHOULD OBJECTIVELY ANALYZE THE FUNCTIONAL RELATIONSHIPS BETWEEN SELECTED POSITIONS IN THE PUBLIC SAFETY DEPARTMENT AND THE PARKS AND INTERPRETATION DEPARTMENT TO DETERMINE THE COST BENEFITS OF INTERNAL REALLOCATION OF RESPONSIBILITIES AND BUDGETED FUNDS

1. Explanation

This recommendation addresses the fact that some similar functions are performed by employees of the PSD and the Parks and Interpretation Department. The major reference is to PSD patrol officers and the Parks courtesy patrol positions. Both provide general information and emergency assistance to the public, and the latter also handles some emergency maintenance and other functions. An impartial analysis of these and, perhaps, other field

MAJOR PARK POLICE POLICIES AND GOALS

1. RECOMMENDED MAJOR POLICY STATEMENTS

We suggest the following major police policy statements be adopted by the EBRPD Board of Directors to assist in defining the role of the Public Safety Department, and to guide its officers in the performance of their assigned tasks.

(1) Basic Policy Governing Public Safety

The basic, broad policy controlling public safety issues was adopted by the Board in its 1973 Master Plan. That policy should serve as the foundation for subsequent, more specific policy statements. As follows, the governing policy is:

"The District will provide for the safety and protection of parkland users as well as protection for the natural features, structures and facilities, public health and property of citizens within its parklands. This public safety responsibility shall include both police and fire services."

(2) Basic Policy Governing Police Service

The recommended policy is as follows:

Consistent with its primary purpose and within the limits of its financial and legal capabilities, the District will provide a level and quality of police service sufficient to establish a reasonable sense of personal security among parkland users and employees, and sufficient to ensure a reasonable level of protection to property and natural features.

This policy is specifically worded to give precedence to the District's primary purpose. The use of the term "reasonable" in defining a service level policy recognizes that absolute guarantees of safety cannot be expected. Definition of what is "reasonable" is not as subjective as it may seem. Reasonableness may be assessed in a number of qualitative and quantitative ways, (e.g., trends in crime data, public complaints, surveys, etc.).

(3) Police Administrative and Operational Policies

Several key policies are suggested to refine and support the previous two general policy statements.

The District intends that its police service project a positive, visible and distinctive law enforcement image in the accomplishment of its public safety objectives. This image shall instill an assurance of constitutional guarantees and, to the extent possible, be accomplished through the provision of police service that meets recognized professional standards of law enforcement quality and performance.

The District will both cooperate with and seek the assistance of other law enforcement agencies in its efforts to provide effective police service on District property. To the extent practical, the District will utilize the available support of other law enforcement agencies in order to maximize the impact of its own police resources and eliminate duplication of public services.

Where assistance or cooperative services are provided on District property by other agencies, the District will continue to maintain its police service at the level it would be if such assistance or cooperation were not available.

District police personnel will enforce laws and ordinances in an impartial and courteous manner. Where the violation is minor, enforcement action should focus first on corrective action and voluntary compliance. If this approach fails to accomplish its intended objectives, more restrictive or official alternatives should be considered. Where the violation is potentially serious or hazardous, enforcement action should be firm, prompt and objective.

District police personnel will emphasize the public service and park user assistance responsibilities of their positions when it is not impractical to do so because of other assigned police or District activities.

The above set of five policy statements is intended to meet the concerns of park users and employees without ignoring the benefits of joint venture operations that involve District and local government police organizations (i.e., the reference is to cooperative joint ventures not contractual).

2. RECOMMENDED MAJOR GOALS

The suggested goal statements are meant for internal adoption by the PSD. It is not intended that these be the only PSD goals, rather, that they be the significant ones in determining the broad role of the Regional Park Police Force.

(1) Administrative Goals

The Public Safety Department will strive to achieve the following police administration goals:

- . Meet or exceed the minimum standards governing peace officer selection and training as adopted by the California Commission on Peace Officer Standards and Training (P.O.S.T.).
- . Meet reasonable recognized standards of quality in the performance of police functions, particularly the primary functions of patrol service, investigation and records.
- . Maintain continuing communication with other law enforcement agencies and encourage cooperative arrangements for faster emergency response and higher levels of police patrol for District parkland users.
- . Provide a continuing means to ensure effective communication and cooperation among all levels of police personnel, and between police personnel and other District employees.
- . Maintain effective relations and communication with the public and other agencies.
- . Comply fully with the District's Affirmative Action Policy and established Equal Opportunity Employment Commission regulations.
- . Provide sufficient orientation and training to police personnel to enable them to respond satisfactorily to public inquiries concerning general District operations, facilities and services.
- . Provide a performance evaluation at least annually of all police personnel. This shall include an assessment of policy compliance and assistance in achievement of departmental goals and objectives, as appropriate to the functions of the employee being evaluated.
- . Continue to honor mutual aid obligations and agreements with other agencies.

(2) Operational Goals

The following operational goals are suggested:

- . Provide maximum visibility and public availability of police personnel by giving the highest priority in allocating resources to patrol services.
- . Provide frequent contact with parkland users to promote a feeling of security and personal safety while they are on District property.
- . Provide the District with ongoing information concerning demands for police service and the level of service being provided so that objective judgments can be made regarding relative need for police resources.
- . Plan the allocation of police resources in general accordance with need based on volume of parkland visitors, requests for police service, and geographic area.
- . Perform ongoing analyses of all police methods and activities in order to achieve maximum productivity and usefulness of resources provided.

functions in the two departments may determine that reallocation of functions/resources may result in more efficient service.

2. Review Comments and Current Status

The Advisory Committee and District management have both indicated concurrence with this recommendation.

RECOMMENDATION NO. 3: TO THE EXTENT POSSIBLE, THE PSD SHOULD SEEK TO ESTABLISH LONG TERM COOPERATIVE ARRANGEMENTS WITH ALLIED AGENCIES, AT NO ADDITIONAL COST TO THE DISTRICT, TO MAXIMIZE THE PRODUCTIVITY AND SERVICE LEVELS OF ALL INVOLVED

1. Explanation

The District has attempted to implement this suggestion as new parks are acquired and/or developed, with modest success to date. Our recommendation supports the District's position, although we recognize that city and county law enforcement agencies are hard pressed to meet their own needs without extending more service to EBRPD. Nevertheless, there are areas where formal or informal cooperative agreements might be pursued, such as:

- . Emergency response to police incidents
- . Investigations of major crimes
- . Personnel recruitment and testing.

2. Review Comments and Current Status

District management obviously concurs with the recommendation since it essentially emanates from them. The Advisory Committee also supports it, and provided other comments concerning the issue of contract policing which are contained in Section IV of this report.

RECOMMENDATION NO. 4: FURTHER DECENTRALIZATION OF PSD OPERATIONS SHOULD OCCUR ONLY WHEN THERE ARE MEASURABLE BENEFITS IN TERMS OF INCREASED PRODUCTIVITY, EFFECTIVENESS, SERVICE OR COSTS

1. Explanation

The PSD currently operates one substation at Tilden Park. While activity levels seem to warrant this facility, we suggest that further decentralization be avoided until absolutely necessary because of accompanying increases in administrative problems and costs. Decisions regarding additional substations should be based principally on: (1) the need for a PSD public service point; and (2) the impact on effectiveness and costs achieved through reduced officer travel time.

At the present time, we do not believe additional substations are justified on the basis of the above two criteria. Furthermore, the number of officers required in a given substation area would probably have to exceed three on each shift before travel savings will begin offsetting just the additional supervisory requirements.

2. Review Comments and Current Status

The Advisory Committee supported this recommendation. District management has taken it under review and has indicated that two more substations are tentatively being planned.

RECOMMENDATION NO. 5: THE PSD SHOULD DEVELOP A LONG RANGE CRIME PREVENTION PLAN FOR ALL DISTRICT LANDS

1. Explanation

We suggest that each PSD officer be assigned certain park areas for which he/she will develop long range crime prevention plans. Such work should be coordinated with the Parks and Interpretation Department and should focus on physical improvements in at least the following areas:

- . Improved access control
- . Target hardening (e.g., improved locks and lighting)
- . Selective landscaping
- . Alarm systems.

Of particular importance is the first point above. To the extent possible, plans should focus on closing as many park areas as possible overnight. Additionally, future parks should be designed with single points of ingress and egress if practicable.

A second aspect of crime prevention is public education. Planning and implementation of public education measures should be assigned to one or two individuals (rather than a large number of field officers) for purposes of District-wide coordination. Specific suggestions regarding major elements of this part of a crime prevention program are contained in the Detailed Final Report.

2. Review Comments and Current Status

The Advisory Committee and District management support the recommendation. During the course of the study, Advisory Committee members frequently discussed the need for crime prevention measures. They also expressed concern over through traffic in the parks and indicated a desire to reduce or control this problem in the future.

RECOMMENDATION NO. 6: THE PSD SHOULD SEEK A GRANT TO DEVELOP AND TEST NEW PUBLIC-TO-POLICE COMMUNICATIONS SYSTEMS

1. Explanation

Due to vandalism and the rural, widely dispersed nature of parks; the District has not been able to install and maintain an effective emergency communications system for its users. This has a direct impact on PSD capabilities and is a problem that is shared by other park agencies. We suggest that the PSD explore

the feasibility of obtaining a technology grant from the National Institute of Law Enforcement and Criminal Justice to conduct a pilot project in three phases:

- . Feasibility and conceptual system design phase, using a firm which specializes in telephone and radio communications hardware development
- . Implementation of the system designed in one or more pilot parks
- . Evaluation of results.

2. Review Comments and Current Status

This recommendation is supported by the Advisory Committee and District management.

C. IMPLEMENTATION OF SHORT RANGE RECOMMENDATIONS

The short range recommendations discussed in subsection A are of two basic types, those that require additional staff and those that do not. This does not mean that the latter group can be implemented without cost. To the contrary, many of these recommendations require staff time to complete (e.g., developing written policies and procedures) and this on-duty time is a cost to the District, albeit not an additional cost. Additionally, initiation of the PSD management information system suggestion will require some out-of-pocket expenditure for computer resources. Overall, however, implementation of the short range non-staffing recommendations should have minimal impact on PSD budget requirements. The necessary work can largely be completed by existing personnel, with the major share of it performed during the moderate season.

Of much greater fiscal importance to the District are the recommendations for additional PSD staff. These will result in increased levels of service and, at the same time, provide the PSD with greater capability to work on the other suggestions.

Based on FY 1976-77 PSD staffing and compensation levels, implementation of all staffing recommendations contained in this report would require an increase of approximately \$442,000 ^{*/} (in today's dollars) in the annual PSD budget. This would be an increase of more than 40 percent above FY 1976-77 costs for police operations.

While we believe that the PSD is somewhat understaffed, and that our staffing recommendations represent reasonable minimum requirements for today's operations, we also recognize that an increase of this magnitude within a single budget year would place an unreasonable burden on the District. Certainly, it would require extensive reordering of District priorities, given existing funding limitations. Further, it would be difficult for the PSD to acquire, train and field the recommended personnel immediately, even under ideal conditions. For these reasons, we are recommending a time-phased implementation plan, designed to increase the Department to the recommended staffing level within three years.

The approach provides for a gradual reduction of staffing deficiencies and allows the District additional time to review existing priorities or to explore alternative sources of additional revenue. Additionally, it provides for a reasonable and orderly increase in PSD staffing, allowing the Department to devote the necessary effort required to implement other recommendations contained in this report.

Exhibit VI, following this page, presents a detailed analysis of the yearly cost impact of all recommendations, including salaries, fringe benefits and equipment. Present costs are compared to the increases planned for each year, based on 1976 dollars. This phased plan would result in the following annual increases in personnel and budget:

^{*/} Includes all one-time costs in year one.

RECOMMENDED STAFFING IMPLEMENTATION
SCHEDULE AND PROJECTED YEARLY COSTS IN 1976 DOLLARS

ITEM	PRESENT COST		YEAR 1 (1977-78)				YEAR 2 (1978-79)				YEAR 3 (1979-80)			
	NUMBER	SALARY/COST	ADD	TOTAL	SALARY/COST	INCREASE FROM 1976-77	ADD	TOTAL	SALARY/COST	INCREASE FROM 1976-77	ADD	TOTAL	SALARY/COST	INCREASE FROM 1976-77
PERSONNEL														
Chief	1	26,275	0	1	26,275	-	0	1	26,275	-	0	1	26,275	-
Captain	1	23,434	0	1	23,434	-	0	1	23,434	-	0	1	23,434	-
Lieutenant	1	19,952	0	1	19,952	-	0	1	19,952	-	1	2	39,904	19,952
Sergeant - Patrol	4	68,640	1	5	85,800	17,160	0	5	85,800	17,160	0	5	85,800	17,160
Sergeant - Detective	2	34,320	0	2	34,320	-	0	2	34,320	-	0	2	34,320	-
Sergeant - Helicopter	1	18,800	0	1	18,800	-	0	1	18,800	-	0	1	18,800	-
12-Month Patrol	12	177,780	3	15	222,225	44,445	3	18	266,670	88,890	3	21	311,115	133,335
9-Month Patrol	2	22,223	3	5	55,556	33,333	2	7	77,778	55,555	2	9	100,001	77,778
Helicopter Pilot	3	48,668	0	3	48,668	-	0	3	48,668	-	0	3	48,668	-
Communications Coordinator	1	16,788	0	1	16,788	-	0	1	16,788	-	0	1	16,788	-
Secretary	1	12,252	0	1	12,252	-	0	1	12,252	-	0	1	12,252	-
Dispatchers	2	21,000	2	4	42,000	21,000	0	4	42,000	21,000	0	4	42,000	21,000
Helicopter Mechanic	1	13,884	0	1	13,884	-	0	1	13,884	-	0	1	13,884	-
Clerk Typist	1	9,660	0	1	9,660	-	0	1	9,660	-	0	1	9,660	-
PSA	6	48,048	(1)	5	40,040	(8,008)	0	5	40,040	(8,008)	0	5	40,040	(8,008)
Seasonals	9	52,135	1	10	57,928	5,793	0	10	57,928	5,793	0	10	57,928	5,793
SUB TOTAL	48	613,859	9	57	727,582	113,723	5	62	794,249	180,390	6	68	880,869	267,010
FRINGE BENEFITS (F.T.E.)														
Chief	1	5,781	0	1	5,781	-	0	1	5,781	-	0	1	5,781	-
Captain	1	5,155	0	1	5,155	-	0	1	5,155	-	0	1	5,155	-
Lieutenant	1	4,389	0	1	4,389	-	0	1	4,389	-	1	2	8,788	4,389
Sergeants	7	26,786	1	8	30,562	3,776	0	8	30,562	3,776	0	8	30,562	3,776
Patrolmen	13.5	44,000	5.25	18.75	61,111	17,111	4.5	23.25	75,778	31,778	4.5	27.75	90,445	50,445
Pilots	3	10,706	0	3	10,706	-	0	3	10,706	-	0	3	10,706	-
Communications Coordinator	1	3,693	0	1	3,693	-	0	1	3,693	-	0	1	3,693	-
Secretary	1	2,695	0	1	2,695	-	0	1	2,695	-	0	1	2,695	-
Dispatcher	2	4,620	2	4	9,240	4,620	0	4	9,240	4,620	0	4	9,240	4,620
Helicopter Mechanic	1	3,054	0	1	3,054	-	0	1	3,054	-	0	1	3,054	-
Clerk Typist	0	-	1	1	2,125	2,125	0	1	2,125	2,125	0	1	2,125	2,125
PSA	0	-	4	4	7,047	7,047	0	4	7,047	7,047	0	4	7,047	7,047
Seasonals	4.5	6,256	.5	5	6,951	695	0	5	6,951	695	0	5	6,951	695
SUB TOTAL	36	117,135	13.75	49.75	152,509	35,374	4.5	54.25	167,176	50,041	5.5	59.75	196,488	79,353
EQUIPMENT														
Automobiles	17	89,777	2	19	117,664	27,887	0	19	139,489	49,712	4	23	162,526	70,045
Portable Radios	23	-	2	25	1,800	1,800	3	28	2,700	2,700	6	34	5,400	5,400
Emergency Equipment @ \$764		2,292	7	7	5,348	3,056	5	5	3,820	1,528	6	6	4,584	2,292
Emergency Equipment @ \$600		0	1	1	600	600	0	0	-	-	0	0	-	-
Uniform Costs	34	8,025	8	42	9,975	1,950	5	47	11,325	3,300	6	53	12,570	4,545
SUB TOTAL		100,094	N/A	N/A	135,387	35,293			157,334	57,240			185,020	84,926
TOTAL		831,088	N/A	N/A	1,015,478	184,390			1,118,759	287,671			1,262,377	431,309
CONTINUING COST		828,796	N/A	N/A	1,007,730	178,934			1,112,239	283,443			1,252,399	423,597

Year	Personnel (FTE Positions)		Budget	
	Increase from Prior Year	Increase from 1976-77	Increase from Prior Year	Increase from 1976-77
1	13.75	13.75	\$184,390	\$184,390
2	4.5	18.25	\$103,281	\$287,671
3	5.5	23.75	\$143,683	\$431,309*

Please note that Exhibit VI and the above summary includes seasonal officers. Although the District has already decided to replace these positions with beach rangers in FY 1977-78, we have not extracted them from our summary because: (1) the beach ranger program may not be continued if problems develop; and (2) a large part of the funds needed for seasonal officers will be necessary anyway for the beach rangers.

* Does not include one-time costs of about \$11,000 incurred in year one for certain equipment items.

IV. ADDITIONAL CONCERNS AND COMMENTS

IV. ADDITIONAL CONCERNS AND COMMENTS

As a result of involvement in this study, the Advisory Committee, District management and/or our staff raised certain questions and voiced concerns about various facets of EBRPD police operations. Not all of these matters could be adequately covered within the scope of our study. Nevertheless, we believe they are worth reporting in this Management Summary for future consideration by the Board of Directors.

A. CONTEXT OF THE RECOMMENDATIONS

The recommendations summarized herein should be viewed in the context of establishing a reasonable "model" park police force for the EBRPD. The Advisory Committee and our staff recognize that funding limitations may constrain the District from fully implementing all suggestions, especially those which require additional personnel. However, our charter was to analyze needs in terms of a pragmatic model force, not in terms of a specific funding guideline. Furthermore, the scope of work and the review did not extend to a full analysis of the District's financial situation or the desirability of reallocating funding priorities. These are clearly policy issues that can only be decided by the Board of Directors. Thus, the study results represent our best judgment of the actions to be taken if the District can obtain the necessary funding. Otherwise, priorities will have to be established concerning implementation of the recommendations that are acceptable to the Board and District management.

B. HELICOPTER OPERATIONS

The Advisory Committee frequently discussed the pros and cons of helicopter operations throughout the study. Initially, we had not planned to include this unit in the system we designed to determine patrol staffing. In response to the Committee's concerns, our system was amended to include service levels for

helicopter and other special patrol methods. We also performed a limited amount of additional analysis concerning response time when the helicopter was involved. Nevertheless, the Committee is not fully satisfied with the depth of the helicopter analysis and voted unanimously in favor of the following motion: The Advisory Committee is not fully satisfied with the treatment of the helicopter service in the study and recommends to the Board of Directors that it be investigated further.

The Committee's action was taken with the understanding that the additional study it seeks would not be a part of our contract, and that we had completed our engagement as planned. We had explained to the Committee that the amount of study resources we devoted to this subject was consistent with our overall work plan and initial direction provided by District management.

With regard to the helicopter issue, we have mixed emotions about the need for extensive additional study, although the Committee's position is understandable. Our position, which has been discussed with the Committee, is summarized as follows:

- The PSD helicopter operation is both expensive and highly valuable. We provide our strongest support for its continued use as an emergency response and general patrol unit.

- Helicopter patrol/response in the EBRPD environment is undoubtedly of much greater proportionate police value than it is in typical city/county police operations. This is due to the inability of ground units to quickly cover the great distances involved or to reach remote areas.

- Present helicopter service might be extended as much as 50% (i.e., two more hours of flight per day) without additional equipment. However, this would be a maximum and would require additional maintenance and officer/pilot costs. The latter could be provided from existing ground forces, although we do not recommend this approach.

- There are public concerns related to police helicopter operations that cannot be quantified in terms of costs and benefits. In the final analysis, only the elected Board can decide the relative importance of these matters.

The greater reliance the District places on helicopter service at the expense of ground patrol service, the more frequent the aircraft will have to land and take off within park lands. Except in emergency situations, this would not appear to be a desirable development primarily for reasons of safety and noise control.

Overall, we believe the greatest PSD need is for increased ground patrol capability. In turn, this will serve to make existing helicopter service more effective. Too often the unit must take direct action on its own because no ground patrol unit is available, at least not within a reasonable distance. Once ground patrol capabilities are improved, consideration could be given to extending helicopter service, at least in the peak season.

C. CONTRACT POLICING

There is general support within the Advisory Committee for additional analysis of contract policing alternatives, i.e., paying city/county law enforcement agencies to provide various types of police service for the District. We dealt only in general terms with this subject in our study, which again was consistent with our proposed work and direction provided by the District. However, we have a good deal of experience to refer to in this field and have some rather concrete statements and suggestions to offer, as follows:

If EBRPD properties were located within a relatively homogeneous law enforcement jurisdiction, the contracting of a significant amount of police service (if not all) would probably be cost effective. However, this is not the case. True, there are just two sheriff's departments affected but many of the parks are substantial distances from the nearest sheriff's patrol beat. Therefore, they could not be patrolled incidental to some other area. In these cases, the contract would have to be with city police agencies. As the number of police contracts increases, the problems of policy control and operations/reporting coordination also increase. We are convinced that the District would not be pleased with the situation that would result from such arrangements.

If one accepts the above premise, there remains only two significant applications of contract policing at EBRPD:

- Response to calls for service, emergency and non-emergency, in remote areas
- Routine patrol of parks located at extreme points in the District's territory.

The problem, however, is that local jurisdictions are reluctant (if not totally unwilling) to negotiate contracts for less than one full-time position. It is also extremely difficult to control the second item above. Nevertheless, if the District can overcome these obstacles and obtain a reasonable contract rate per unit of service, we would support such arrangements on at least a trial basis.

It should be emphasized that our first suggestion to the EBRPD--before any further study is initiated--is to seek an Attorney General's opinion on the legality of contracting such services, particularly from a sheriff's department. In 1967, the Attorney General ruled that the California Department of Parks and Recreation had no authority to pay a county for police services which the county already owed to all within its political boundaries. Whether or not this opinion retains its validity today, and whether it applies equally to the EBRPD, are questions that should be resolved before other actions are initiated.