

CITY OF MONTEREY POLICE DEPARTMENT

“Responsible to all, Second to None, Every Time”¹



¹ Motto of the Monterey Police Department

SUMMARY

California State Law, California Penal Code §919, §925 and §925(a) gives the Civil Grand Jury the authority to inquire into all prisons, jails and places of incarceration within the county. The 2017 – 2018 Monterey County Civil Grand Jury (Jury) decided to inquire into the Monterey County Jail, all city jails, holding cells, and the Monterey County Juvenile Hall. This report focuses solely upon the City of Monterey Police Department (MPD); its operations and facilities.

BACKGROUND

The history of law enforcement in Monterey can be traced back to the establishment of the Presidio of Monterey in 1770. The Presidio was established to defend the port of Monterey from feared Russian encroachment from their outposts along the western coast of the Americas. The nonmilitary citizens living around the Presidio were organized into the Pueblo de Monterey governed by an “Alcalde” (Mayor), who was assisted by the “Ayuntamiento” (City Council). In 1826 the “City Lands of Monterey” were defined by the Ayuntamiento. A full Ayuntamiento was elected in 1827 and continued to rule the city until the State of California was established in 1850. The first true police force was established in 1828 when the Ayuntamiento issued municipal regulations (laws) “for the preservation of good order of the town.” The first jail in Monterey and the county was established in 1854. Until that time it is unknown what form of punishment was employed to preserve “good order of the town.” This jail remained in use until 1956, when the current MPD facility and jail were opened. The current Monterey Police Department can be confidently traced back to 1917, and it recently celebrated its centennial anniversary.²

APPROACH

On Sept 19, 2017 the Monterey County Civil Grand Jury toured the current MPD facility. This tour included the administrative offices, jail and pistol range. During the tour, officers and administrative personnel were interviewed. According to those interviewed, the Jury had not visited the MPD in 24 years. In addition to the tour of the MPD facility, the Jury reviewed documents and conducted research. From the Jury’s research, it was determined that further inquiry was deemed necessary to cover the full scope of the MPD’s staffing, operations and potential building security issues. During a second tour and interview, a closer examination was made of the areas that are not normally open to visitors, such as the evidence room, officers’ locker rooms and property storage areas. Additionally, the Jury researched the evolution of law enforcement from inception to today’s Monterey Police Department.

² Archives (various dates) Records of Spanish Archives, Department of State, State of California. 1788 – 1846. 10 Vols. Redwood City, Mark Larwood, 19--

DISCUSSION

This discussion will focus on the organizational structure and facilities of the MPD.

Organization

The organizational structure of the MPD consists of three divisions: (Appendix A)

- I. **Patrol Division:** Patrol is comprised of 1 Lieutenant, 6 Sergeants and 26 Officers and is divided into two platoons. These two platoons are tasked with staffing 3 shifts of 10 hours each. First Watch (Day Shift) from 7:00 AM to 5:00 PM; Second Watch (Swing Shift) from 4:30 PM to 2:30 AM and Third Watch (Midnight Shift) from 9:30 PM to 7:30 AM. This allows an overlap of 5 hours from 9:30 PM to 2:30 AM.
- II. **Investigative/Special Operations Division:** Officers of this division are assigned to either the Investigations Team or the Community Action Team (CAT). Staffing for this division consists of 14 Detectives in the ranks of 1 Lieutenant, 2 Sergeants and 11 Officers.
- III. **Administrative Division:** The Administrative Division is divided into three units. The three units are: Records/Jail/Evidence, Personnel/Internal Affairs, and Support Services.
 - A. Staffing for this division is one Lieutenant, one Administrative Analyst, one Sergeant, one Police Records/Detention Supervisor, three Senior Police Service Technicians, eight Police Service Technicians and three Level 1 Administrative Assistants. The Records/Jail/Evidence Unit is responsible for staffing the police station lobby.
 - Their task is to be responsive to the community (24 hours per day)
 - Running the City Jail (24 hours per day)
 - Processing all reports and evidence
 - Responding to records requests
 - Other duties as required
 - B. The Personnel/Internal Affairs Unit is responsible for recruiting, hiring, training, personnel related issues, internal investigations and other issues not otherwise assigned.
 - C. The Support Services Unit is responsible for coordinating fiscal issues, contracts, providing analytical support, processing all subpoenas and other court related issues, data entry, processing and issuing permits, regulating taxi cabs and other related issues.

Facility

The Jury's first impression was that the facility was almost spotlessly clean and well maintained. It did not look like a sixty-one-year-old building until areas not generally open to the public were visited, i.e. the police officers' locker rooms. The building itself and these areas were designed for a much smaller police force. The evidence room is small and inadequate to house the evidence and to meet current MPD needs. In addition, there isn't a sally port, which is a secure area where arrestees can be safely transferred from police cars to the booking area and temporary holding cells.

FACTS

The following facts were determined through three interviews with knowledgeable MPD personnel (both sworn and unsworn) and personal observation during two visits to the site.

- (1) The police department is operating in a facility opened in 1956, and was designed for a city with a population of 16,205 and a force of 30 sworn Officers. Today that facility supports a population of 27,810 and a police force of 53 sworn officers and 19 professional positions.
- (2) Events such as the AT&T PRO/AM Golf Tournament, the Laguna Seca Raceway and other major tourist events swell the population to over 70,000, almost triple the permanent population.
- (3) Compared to the 1950s, drug related crimes and gang violence are more common. These two facts alone place a greater demand on police enforcement.
- (4) The national and state average ratio of officers per 1,000 residents is 2.4 sworn officers at the national level and 2.32 per 1,000 at the California state level³. MPD would need to add 12 officers for a total of 65 to realize the California ratio of 2.32 officers per 1,000 residents.
- (5) The facility has 6 individual jail cells and 1 dormitory-type holding cell for a total capacity of 10 arrestees.⁴
- (6) A food preparation area is available to provide hot meals for arrestees.
- (7) All local detention facilities are required to be inspected biennially by the California Board of State and Community Corrections

³ <https://ucr.fbi.gov/crime-in-the-u.s/2011/crime-in-the-u.s.-2011/police-employee-data>

⁴ The 2016 – 2018 Biennial Inspection was conducted on November 9, 2017.

- (8) The combined jail area of the MPD is separated from the administrative spaces by a heavy cell type door.
- (9) The facility is subdivided into office spaces, shared by several officers, a medium-sized conference room, a reception area, and a secure evidence storage area.
- (10) Separate locker rooms are provided for male and female officers.
- (11) There is a small arms practice range located in the basement.
- (12) Arrestees are brought through a side door which opens directly into the parking lot. Once the arrestees have entered the booking area, they are processed and placed into one of the cells.
- (13) Those arrested for a misdemeanor are cited and released.⁵
- (14) Generally, in the case of a felony, the arrestee is transported to the Monterey County Jail in Salinas. This can be a lengthy process. According to department personnel it takes a minimum of an hour to process a prisoner at the county jail.
- (15) Prisoners requiring medical care must be transported by the arresting officer to the Natividad Medical Center (NMC). The transporting officer must wait while the prisoner is evaluated, treated and released to their custody.
- (16) Transporting the arrestee to the Monterey County jail and, if necessary, the NMC and back to the county jail for booking can take as little as one or up to several hours. During this time the officer is not available to respond to the needs of citizens in Monterey.
- (17) The parking area for both police patrol cars and officers' personal vehicles is poorly lit and separated from the street by a simple chain between two posts. There is no additional fencing around the parking area.
- (18) Recovered bicycles and abandoned personal property from throughout the city are stored in secured containers on MPD property and at other locations within the city.

FINDINGS

- F1. The Monterey Police Department is consistently at 10 – 20% below its authorized staffing level of “street-ready” officers due to injury, illness, vacation, hiring, training and retirements.

⁵ A cite is a mandatory court appearance date.

- F2. The absence of a secured perimeter and poor lighting around the building and the parking area result in an unsafe environment for officers and may also result in the risk of tampering with police department and personal vehicles.
- F3. The absence of a secure sally port does not meet current security practices. Arrestees are taken from the police vehicle through a side door directly into the booking area.
- F4. The booking area is not secure due to the fact that only a single door prevents the arrestee from escaping.
- F5. There is little that can be done about the lack of a secure sally port and other inadequacies in the existing police station.
- F6. The facilities for police officers, including the locker rooms, showers and toilets are inadequate to meet the needs of a force of over 50 sworn officers and 19 administrative staff.
- F7. Access to the officers' lockers is a narrow passageway between rows of lockers. This passageway is barely wide enough for an officer to pass through and impossible for two officers to pass in each direction at the same time.
- F8. The current staffing of the Monterey Police Department does not meet the California standard of 2.32 sworn officers per 1,000 residents.
- F9. During the tour the Jury noticed some ceiling tiles appear to be original to the building and if so, there is a high potential that they contain asbestos. Additionally, given the age of the building some of the paint on the walls may be lead based.
- F10. The MPD has worked diligently to rehab and maintain a 63-year-old facility through staff projects (performed on their own time) such as painting of walls and ceilings. The Jury found the facility to be in a near spotless condition.
- F11. The Monterey County Civil Grand Jury found the officers and staff contacted by the Jury to be dedicated to their city, police force and their duties. Those contacted showed great pride in their individual roles for the protection of their city.
- F12. The Jury publicly recognizes the Police Chief and his staff for the commendable job they do with the manpower and administrative support available.

RECOMMENDATIONS:

- R1. The parking area should be secured by a chain-link fence with razor wire on the top. Entry to the parking area should be via an electronically controlled gate.

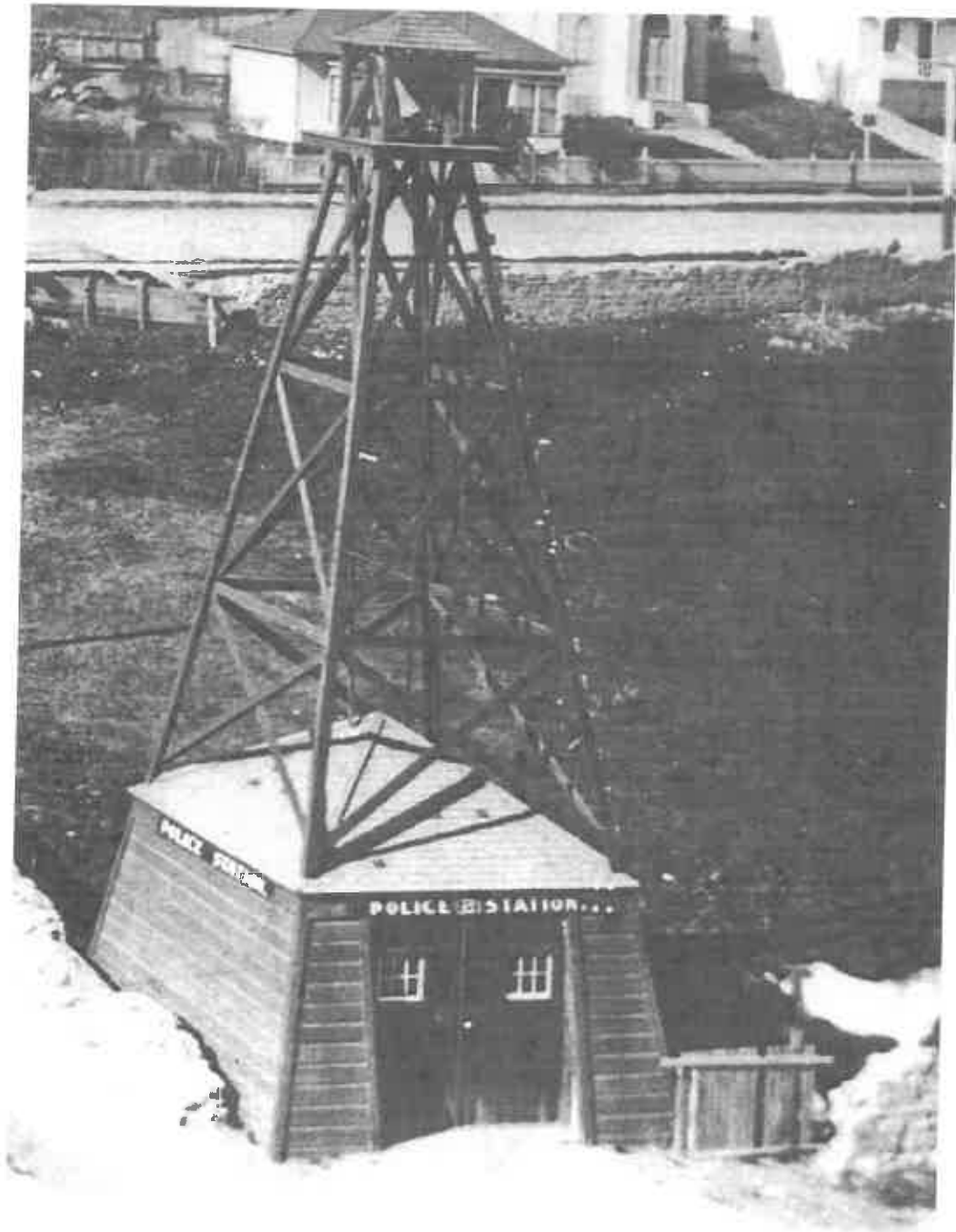
- R2. The Monterey Police Department facility should be replaced to meet the security needs of department personnel, the population of the city and the police force it serves. The Monterey County Civil Grand Jury recognizes that funding is a controlling factor.
- R3. The Monterey City Council should add additional authorizations each year to adjust the disproportionate number of sworn officers to residents until the California standard is met. This should include sworn officers and unsworn professional administrative staff.
- R4. The Monterey City Council should authorize a hazmat inspection (if it hasn't already been completed) of the existing facility to determine and alleviate any hazmat problems.

REQUEST FOR RESPONSES

The City of Monterey Mayor and City Council. Findings F 1 – F 11. All Recommendations

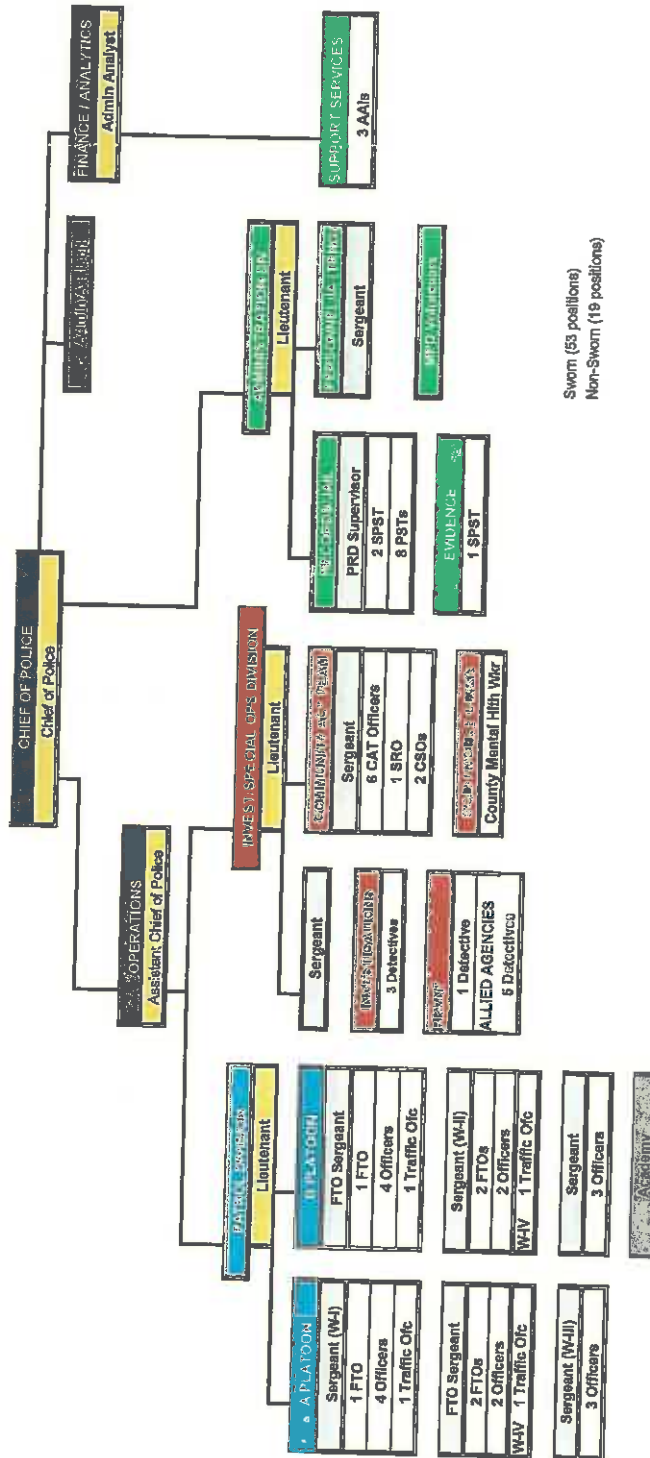
INVITED RESPONSES

The City of Monterey City Manager. Findings F1 – F11. All Recommendations



Copy of photograph circa 1900 posted in the Monterey Police Department lobby.

Appendix A



Sworn (53 positions)
Non-Sworn (19 positions)