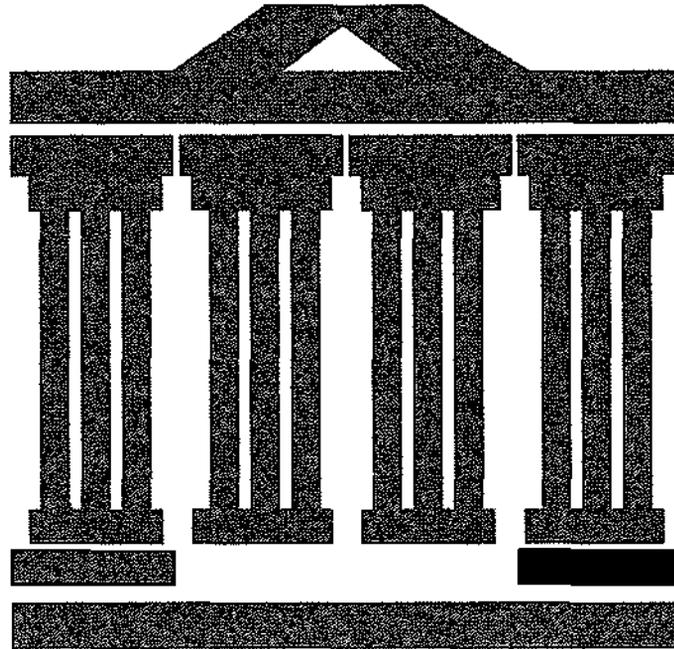


The 2001 Herman Goldstein Award for Excellence in Problem Oriented Policing



**Santa Ana Police Department
Santiag Park
Project**



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CITY OF SANTA ANA
POLICE DEPARTMENT
60 CIVIC CENTER PLAZA • P.O. 130X 1981
SANTA ANA, CALIFORNIA 92702

March 27, 2001

Herman Goldstein Award Selection Committee
Police Executive Research Forum
1120 Connecticut Ave. NW, Suite 930
Washington, DC 20036

Dear Sir or Madam:

I am pleased to submit the Santiago Park Project for consideration of the Herman Goldstein Award.

Residents surrounding the twenty-three acre Santiago Park in Santa Ana had problems with lewd activity occurring in their park over a number of years. Instead of continuing the short term fix of using strictly enforcement tactics, the officers assigned to this project worked with community members and other city and county departments to develop and implement a plan to achieve long term success.

The response to the thorough analysis completed on this problem involved changing environmental factors at the park, using undercover and surveillance techniques, coordinating with the Orange County District Attorney's Office for special probation terms upon conviction, garnering community support and assistance, and ultimately working with the Parks and Recreation Department to adjust the Park's hours to aid in the prevention of the illegal activity taking place.

A community survey was used to assess the attempts made by the Santa Ana Police Department. Officers working this project noticed an obvious decrease and upon return of the survey instrument it was clear that the community also recognized the improvement at the park. This project successfully addressed a long-term problem for residents in Santa Ma using new and unique strategies.

I highly endorse the Santiago Park Project for this prestigious award.

Sincerely,

PAUL M. WALTERS
Chief of Police



CITY OF SANTA ANA SANTIAGO PARK PROJECT SUMMARY

SANTA ANA POLICE DEPARTMENT, CALIFORNIA

SCANNING: In February 2000, the Santa Ana Police Department received complaints from local community members regarding incidents of lewd conduct in Santiago Park. Local residents who visited the park reported seeing people loiter near the restroom facilities and observed discarded condoms strewn about the park. Police officers and park rangers assigned to work the area also made the same observations and in many instances made arrests for acts of lewd conduct. These arrests generally involved men who either engaged in sex acts with other men or solicited other men to engage in sex in the park. The park's well-established reputation for such activity, combined with renewed concern by the community, led to a city council initiative to search for a long-term solution to the problem.

ANALYSIS: A thorough analysis revealed that incidents of lewd conduct had been taking place in Santiago Park for the past twenty years and primarily involved males engaging in sex acts with other males. Despite numerous enforcement efforts by police officers and park rangers, the activity continued and even accelerated in recent years. This activity led to a decline in the quality of life for those living near the park, who were concerned over the health issues associated with the discarded remnants of sexual activity and the potential psychological impact on both children and adults witnessing lewd conduct. Further analysis revealed that past police efforts relied heavily on traditional enforcement measures and overlooked certain environmental conditions and other factors contributing to the problem.

RESPONSE: Officers developed an eight-step strategic plan consisting of an extended undercover operation in which officers used a hidden video camera to record suspects committing lewd acts in the park. Officers later used the recordings to obtain fifty-six criminal filings for charges of lewd conduct. This was followed by the implementation of specialized probation terms for all convicted

offenders, environmental modifications within the park, adjustment of the park's operating hours, use of the Internet to announce police enforcement efforts to potential offenders and ongoing uniformed patrol. The plan also involved a concerted effort to gain the support of the local community in carrying out the various initiatives.

ASSESSMENT: Officers measured the success of the Santiago Park Project by monitoring Internet activity on a web-site catering to sexual offenders, conducting an extensive community survey and through the observations of police officers and park rangers. All three methods of evaluation supported the conclusion that the Santiago Park Project had proven successful in significantly reducing lewd activity in Santiago Park.

PROJECT DESCRIPTION

SCANNING

In February 2000, members of a local citizen's group in Santa Ana informed their city council representative of an escalating problem with lewd conduct in Santiago Park. Local residents reported that during recent visits to the park they observed numerous discarded condoms and in some cases people actually engaging in sexual behavior. In response to the complaints, plain clothes officers conducted walkthroughs of the park and made the same graphic observations as previously reported by the local residents. The activity was observed primarily during daytime and early evening hours near the park's restroom facilities, parking lots, playground areas and pedestrian trails. Based on their observations, it appeared to officers that the activity involved principally male subjects.

Police officials were already well aware of a long-standing problem with lewd conduct in Santiago Park. Although officers had undertaken numerous enforcement efforts to target the unwanted activity, it continued to escalate. The activity had clearly led to a decline in the quality of life for those residing near the park, who were concerned over the health issues associated with the discarded remnants of sexual activity and the potential psychological impact on both adults and children witnessing lewd conduct. The recent graphic evidence depicting the escalating nature of the problem quickly captured the attention of city council representatives and police administrators.

PROBLEM ANALYSIS

Park Characteristics

Santiago Park encompasses an area of approximately twenty-three acres and features a day camp area, two playground facilities, an archery range, a lawn-bowling center, tennis courts, a baseball diamond and two nature trails that parallel the Santa Ana River bed, which travels down the center of the park. The park is open to the general public seven days a week from 5:00 a.m. until 10:00 p.m. The park exhibits a natural and rustic appearance and is host to a variety of trees, plants and other organic wildlife that are allowed to grow freely with little interference by maintenance crews. A residential neighborhood is situated directly south of the park and is comprised of upper priced single-family residences. Local residents established the Park Santiago Neighborhood Association in 1991, which is in existence today and actively involved in local community issues. Refer to attachment #1 for an aerial photograph of the park.

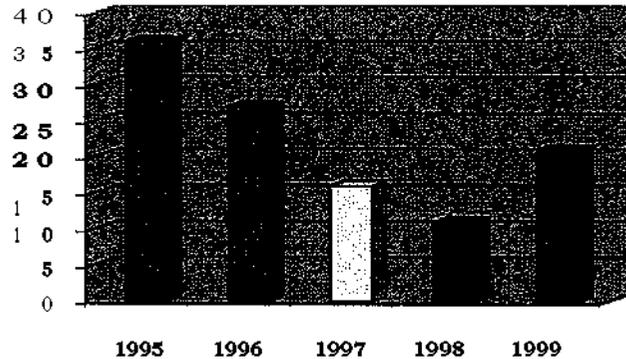
Previous Enforcement Efforts

For over twenty years, community members and police officers have recognized Santiago Park as a problem location for lewd activity. Historically, police officers and park rangers have responded to the problem with traditional enforcement measures. In these

instances, officers used both undercover and uniformed tactics aimed at arresting offenders and deterring future violations. These efforts, while yielding numerous arrests, have had little impact on the problem. The following are the number of arrests for the calendar years 1995 through 1999.

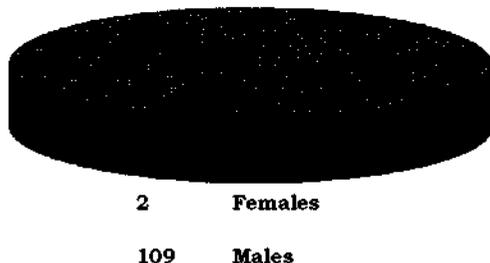
Lewd Conduct Arrests 1995-1999

Year	Arrests
1995	36
1996	27
1997	16
1998	11
1999	21
Total	111



Research indicated that among the 111 arrests, two were for sexual battery on an undercover officer, while the remaining 109 were for California Penal Code Section 647 (a), which prohibits lewd and lascivious conduct in a public place. This includes the

Lewd Conduct Violators 1995-1999 Gender Analysis



actual commission of a lewd act or solicitation to commit a lewd act in a public place. 109 of those arrested were males and two were females indicating a considerable disparity between the number of male and female violators.

Typically, all violators were arrested inside the park immediately following the violation. This often revealed the presence of the undercover operation to

other potential offenders, thereby reducing the likelihood of further arrests during a particular operation. These individuals were generally cited and released from the scene in lieu of a formal booking process and allowed to discretely handle their cases in a manner similar to a traffic violation. In most instances, the offender received a suspended sentence; three years unsupervised probation and a fine ranging from \$100.00 to \$150.00. In some cases a "stay away" provision prohibiting offenders from returning to Santiago Park was included among the court ordered probation conditions. Research revealed, however, that police officers and park rangers were unaware that such a provision even existed.

Interviews with park rangers and vice officers concerning their observations during enforcement operations revealed that many of the people arrested for lewd conduct were considered park "regulars". These people were frequently seen visiting the park in an apparent effort to engage in the very activity in which they had been arrested. They also noted that the majority of lewd activity occurred between 11:00 a.m. and 1:00 p.m. and between 4:00 p.m. and approximately two hours after dusk. Although not as frequent,

officers observed that some incidents of lewd activity were taking place during the late evening hours after the park was closed.

Environmental Factors

As previously mentioned, Santiago Park encompasses a large geographic area containing heavy brush and trees, which are allowed to grow freely in and around the various recreational facilities. The size and topography of the park makes vehicle patrol by park rangers and police officers prohibitive in some sections. The park offers little in the way of outdoor lighting, which aids in the concealment of illegal activity during the hours of darkness. An inspection of the park's more secluded areas revealed four primary locations where lewd activity occurred. Officers identified these locations by observing the presence of numerous freshly discarded condoms and witnessing acts of lewd conduct. They also uncovered specific characteristics about each location, which appeared to contribute to the illicit activity.

These locations included the following:

- + The men's day camp restroom. (N/E area of park)
Characteristics: The adjacent parking lot had established a reputation as a gathering area for people wishing to engage in lewd conduct. Offenders would meet in the parking lot and then enter the nearby bathroom to engage in lewd acts.
- + Behind the restroom facility east of the lawn-bowling center. (S/E area of park)
Characteristics: The restroom was situated in such a way as to create an area of concealment behind the facility, which was used by offenders to engage in illicit acts.
- + Secluded area adjacent to a large parking structure. (N/W area of park)
Characteristics: Trees and brush created a large area of concealment between the parking structure wall and the overgrown foliage.
- + Stairwells (2) leading to the riverbed from the nature trail. (N/W & S/E areas of park)
Characteristics: Trees and brush encroached on the stairwells creating an area of concealment for illegal activity.

Other Contributing Factors

Internet Advertisement

Officers assigned to the project learned that the Internet web site "Cruisingforsex.com" advertised Santiago Park as a location in which people could "cruise" for sex. Further examination of the web site revealed that it catered specifically to men desiring to engage in sex with other men in public places such as parks, beaches and public restroom facilities. There is little doubt that such advertisement on the widely accessible Internet can attract people inclined to engage in this form of behavior. This type of advertising,

combined with the park's long-standing reputation for lewd conduct, was considered a significant barrier to overcome when addressing this problem.

RESPONSE

Research indicated that the lewd conduct problem in Santiago Park had firmly established itself over the past twenty years and was not likely solvable by a single solution. Officers believed the best course of action was to address the problem from several angles using both conventional enforcement measures and innovative problem-solving techniques. The objective of this approach was to reduce the desirability of Santiago Park as a location in which to engage in lewd conduct, thereby reducing incidents of such conduct within the park.

Upon completion, the proposed project consisted of eight strategies, each designed to compliment and support the other. The following is a detailed description of each strategy, presented in the order in which they were implemented:

Strategy #1

Visual Documentation of Lewd Conduct

The purpose of this strategy was to use photographs and videotape to document the presence of a serious problem with lewd conduct in Santiago Park. According to California State law, the photographing and videotaping of such conduct is lawful providing it occurs in areas open to the public with the exception of the interior portions of bathroom facilities.

Officers believed that documenting the activity in such a manner would provide tangible evidence illustrating the presence and seriousness of the problem. This documentation would then be used to support the need for the implementation of special court imposed probation conditions (stay away orders) and perhaps stiffer sentences for future violators. In addition, the videotape and photographs could be used to defend the police department against criticism from people who perceived the department's enforcement efforts as an unfair attempt to target a specific group of people. The visual evidence would clearly display conduct not suitable for a public park, therefore justifying the department's endeavor to address the issue.

During the months of March and April 2000, officers photographed discarded used condoms, condom wrappers, soiled toilet paper and empty tubes of sexual lubricant strewn about the various problem locations within the park. Officers then used a hidden video camera to film a male subject masturbating while standing next to a pedestrian trail near the park's baseball field. The incident took place during daylight hours (approximately 4:00 p.m.) while several small children were playing baseball in the background. The videotape provided a graphic and disturbing example of how serious the problem had become.

Strategy #2

Probation Terms

After completing the research phase of the project, officers provided their findings to the Orange County District Attorney's Office. Using the results of their research to support the need for stricter probation terms, the officers requested that all subsequent lewd conduct offenders, convicted for lewd acts in Santiago Park, be prohibited from returning to the park for the duration of their probation. This request was soon granted by the presiding judge, who ordered that "stay away" conditions be placed in the probation terms of all future Santiago Park offenders. This measure would later provide a means for park rangers and police officers to arrest on sight, any previously convicted lewd conduct offender found in Santiago Park.

Strategy #3

Community Support

During the last several years, the majority of complaints received regarding lewd conduct in Santiago Park originated from members of the Park Santiago Neighborhood Association. Officers realized that community support was a crucial component of their overall strategy to eliminate the unwanted activity. The previous reports by association members provided police officers with valuable insight into the nature of the problem and generated the needed support from city officials to develop a comprehensive operational plan to address the issue.

Without disclosing details that would jeopardize the project, officers informed community leaders of the impending enforcement action. Many of the environmental strategies that later followed required approval by the executive board of the Park Santiago Neighborhood Association. Board members greatly appreciated the efforts of the police department and were eager to support all initiatives brought forth to reduce the unwanted activity.

Officers also believed that a massive police effort to eliminate lewd conduct could generate media attention and possible criticism by certain groups of people. In anticipation of this, officers addressed local community members in advance to emphasize that the project intended only to address the issue of lewd conduct and not to unfairly target a specific group of people.

Strategy #4

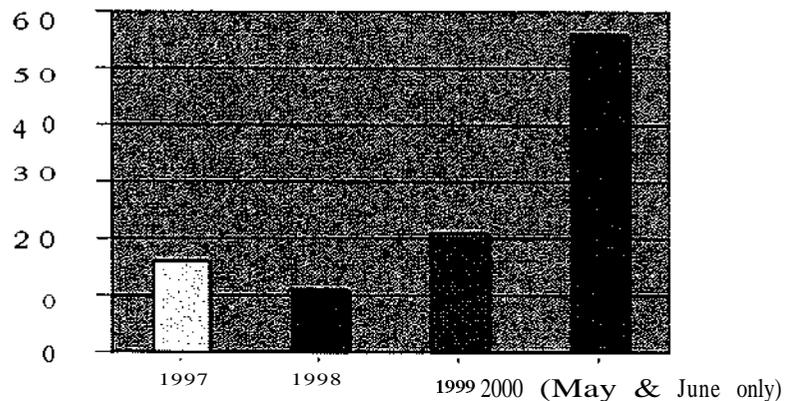
Undercover Enforcement

During the Months of May and June 2000, the Santa Ana Police Department initiated a large-scale undercover enforcement operation in Santiago Park. The purpose of the operation was to obtain criminal filings against subjects engaging in, or soliciting others to engage in, lewd conduct in the park.

The execution of this enforcement operation differed considerably from past efforts, in that violators were not arrested immediately following the lewd act. Instead, undercover officers secretly videotaped the suspects committing the lewd act and allowed them to leave the park. Uniformed officers then identified violators during seemingly routine traffic stops, pedestrian contacts and vehicle registration inquiries. Officers later used the video footage to covertly obtain arrest warrants for lewd conduct against the previously identified violators.

Officers then waited until the conclusion of the undercover operation to serve the arrest warrants. This method allowed undercover officers to conceal their identity as well as the presence of the ongoing operation from potential offenders during the two-month effort. Consequently, undercover officers remained undetected and were able to obtain evidence to support the charges of lewd conduct against the most frequent and blatant offenders. Upon conclusion of the two-month operation, officers had obtained fifty-six criminal filings for lewd conduct, which was eight more than obtained during the previous three years combined. According to officers' research, this was the largest and only enforcement effort of its kind in the State of California, wherein hidden video equipment was used to capture acts of lewd conduct and then later used to covertly obtain over fifty criminal filings.

Criminal Filings for Lewd Conduct 1997-2000



Strategy #5

Internet Advertisement

As mentioned previously, certain web sites on the Internet advertise specific locations in which to "cruise" for sex. The web sites also encourage people to submit information concerning additional locations or other information that might be useful to people wishing to engage in lewd conduct. Web site managers then post the information on the web site for others to view. During the enforcement effort, undercover officers engaged in conversations with several people who mentioned reading about Santiago Park on the

"cruisingforsex.com" web site. Officers believed that this form of advertising had accounted for an increase in recent years of people visiting the park to engage in lewd behavior. In an attempt to overcome the problem, officers developed a plan to send fictitious information regarding lewd conduct arrests to the Internet web site "Cruisingforsex.com". Officers sent several of these messages at the conclusion of the enforcement effort to discourage people from frequenting the park to engage in sex. These messages appeared to illustrate actual arrests as told first hand by the involved parties and served as a warning to others considering Santiago Park as a place to "cruise for sex". These messages were sent on a weekly basis from a computer not readily traceable to the police department and led to the posting of several warnings.

Strategy #6

Environmental Modifications

The two-month undercover operation served to confirm the identification of several problem areas uncovered by officers during analysis phase of the project. Numerous acts of lewd conduct were captured on videotape in these locations, which supported the need for environmental modification. Officers then presented this information along with the proposed modifications during a series of meetings with the City's Parks and Recreation Department and members of the Park Santiago Neighborhood Association. After careful review, the executive board of the Park Santiago Neighborhood Association voted unanimously to approve the implementation of all proposed modifications. The following is a list of each problem location and the respective modifications implemented to reduce incidents of lewd conduct:

- **Location:** Men's day camp restroom previously used to engage in lewd activity.
Solution: The Parks and Recreation Department temporarily closed the bathroom to the public for a period of seven months to discourage loitering and change the location's reputation as a place to "cruise for sex".
- **Location:** The area behind the restroom facility east of the lawn bowling center, which had been used by numerous people to engage in sexual activity.
Solution: The Parks and Recreation Department erected an eight-foot chain link fence to prevent access to the area by park visitors. Refer to photo in attachment #2.
- **Location:** The secluded area adjacent to a large parking structure at the west end of the park, previously used by several people to engage in sexual behavior.
Solution: The Parks and Recreation Department erected a ten-foot chain link fence to prevent access to this area by park visitors. Refer to photo in attachment #3.
- **Location:** Two stairwells leading from the nature trail to the riverbed. (NIW & S/E areas of the park) Encroachment of foliage on stairwells created cover for illicit activity.
Solution: Park maintenance crews trimmed and removed brush around the stairwells, which prevented the concealment of illegal activity.

Strategy #7

Modification of Park Hours

Research indicated the majority of lewd activity occurred between 11:00 a.m. and 1:00 p.m. and between 4:00 p.m. and approximately two hours after dusk. Officers also noted that some activity took place during the late evening hours. The parking lots appeared to serve as a gathering area for most offenders who would then venture to other locations in the park to engage sex. Bearing this in mind, officers met with the City's Parks and Recreation Department and the Park Santiago Neighborhood Association and discussed modifying the park's hours of operation. During the discussion, officers learned that very few local residents visited the park after 9:00 p.m. or made use of the day camp area after dusk. They also learned that local residents seldom used the parking lots as they preferred to walk and most other legitimate park visitors didn't visit the park after dark. After careful consideration, officers made the following proposals:

- Close the day camp area at dusk instead of 10:00 p.m.
- Close the remaining areas of the park at 9:00 p.m. instead of 10:00 p.m.
- Close all parking lots to vehicle access after dusk.
- Enact the above changes and provide vigorous enforcement of the new restricted hours by both police officers and park rangers.

The presiding board of the Park Santiago Neighborhood Association voted unanimously to approve all of the above initiatives. This was with the understanding that the Parks and Recreation Department could grant special use permits to the public for lawful activities that might extend beyond the newly restricted hours.

Strategy #8

High Visibility Patrol

Officers knew that an ongoing uniformed presence would emphasize the police department's long-term commitment to maintaining order within Santiago Park. For this reason, park rangers and uniformed officers assigned to the area now conduct regular patrols, providing a deterrent to the illegal activity. These officers also have the names and photographs of each person convicted of lewd conduct as a result of the project's enforcement effort. Should they see a convicted offender return to the park, the officers can immediately place them into custody for violating the "stay away" condition in the terms of their probation. Officers have also utilized a black and white "decoy" police vehicle as part of this strategy. Officers deploy the unmanned vehicle on a daily basis throughout the park, giving the impression of a constant police presence.

ASSESSMENT

During the last several years, the vast majority of all reported incidents of lewd conduct in Santiago Park have been generated by undercover enforcement operations. Although arrest statistics may indicate the presence and frequency of a specific illegal activity, they may also indicate the regularity of police enforcement efforts in a given area. For this reason, the Santiago Park Project did not lend itself to the traditional methods of evaluation, which rely primarily on reported crime statistics. With this in mind, officers measured the success of the Santiago Park Project by relying on a community survey, Internet activity and the observations of police officers and park rangers. In addition, recent court decisions have ruled the project's creative and unconventional enforcement strategy as constitutionally sound, which officers view as a tremendous success in paving the way for future problem-solving efforts of this nature.

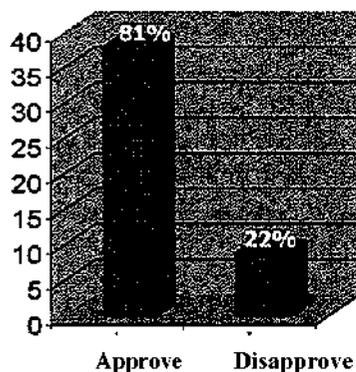
Community Survey

In February 2001, officers developed a community survey, which is illustrated in attachment #4 of this report. The survey explained the nature of the Santiago Park Project to local residents and asked for their participation in evaluating the effectiveness of the project in reducing incidents of lewd conduct. On February 13th, 2001, the survey was mailed along with a monthly newsletter from the Park Santiago Neighborhood Association to 1100 local residents.

Among those surveyed, 114 responded (10%) by the March 14th, 2001 deadline. Surprisingly, a greater than anticipated number of respondents (72%) indicated that they did not visit the park and/or were not aware of the illegal activity. For this reason, these individuals were unable to evaluate the project's effectiveness. Sadly, many of these individuals cited their prior knowledge and concern over the illegal activity as their reason for not visiting the park.

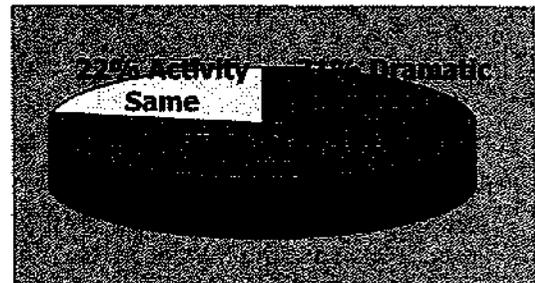
Results indicated that 78% of the respondents, who were aware of the lewd activity and thus able to evaluate the project's effectiveness, observed a decrease in activity since implementation of the program. The remaining 22% observed no change

Community endorsement of Santiago Park Project



and none reported seeing an increase in lewd activity.

Survey results from community members evaluating project



The survey also helped to provide insight into the community's attitude toward the project itself. Forty-

seven of the 114 people surveyed included comments in their responses, in which they expressed their approval or disapproval concerning the merits of the Santiago Park Project. Officers learned that thirty-eight of these forty seven respondents (81%) approved of the project, while only nine (22%) disapproved. Refer to attachment #5 to view a complete breakdown of the survey results.

Internet Activity

During the research phase of the project, officers learned that Santiago Park was advertised as a place to "cruise for sex" on the Internet web site "cruisingforsex.com". Officers felt that such advertisement was an indication that Santiago Park was considered, perhaps by many, as a desirable location to engage in illicit public sex. Officers believed that by monitoring the web site messages they could determine whether the project had impacted the opinion held by these people, many who were believed to be potential violators. Officers also felt that messages detailing recent enforcement actions could prove beneficial as a deterrent to other violators. Therefore, officers sent several fictitious messages to the web site, some of which were later posted along side the messages of actual web site visitors.

On 2-8-01, officers retrieved a copy of the web site "cruisingforsex.com", which revealed three messages from people warning web site visitors of enforcement activities in Santiago Park. The web site also contained two messages sent by officers warning people of enforcement actions in the park. To view the actual messages as posted on the Web site "Cruising for Sex.com", refer to attachment #6.

Because the Santiago Park Project made use of a variety of strategies, it is difficult to measure the specific degree in which the Internet strategy impacted the level of lewd conduct in Santiago Park. Officers believe strongly, however, that the Internet's wide accessibility could either exacerbate or alleviate the problem of lewd conduct in Santiago Park, depending upon the nature of the messages posted. Therefore, the warning messages that were posted on the Internet and thereby accessible to thousands of potential violators were viewed as favorable in the overall attempt to reduce lewd activity in Santiago Park.

Officer Observations

Following the undercover enforcement operation and implementation of the other strategies, officers conducted numerous inspections of the park for evidence of lewd conduct. These inspections took place during all hours of the day and focussed on the previously identified problem areas. Officers observed a dramatic decrease in the level of illegal sexual activity throughout the park. Some locations, such as the areas enclosed with the chain link fencing displayed no evidence of sexual conduct, whereas before enforcement such evidence was rampant. Implementation of the new park hours virtually eliminated all activity after dusk in the day camp area and after 9:00 p.m. in the other areas of the park. In addition, the temporary closure of the day camp restroom completely eliminated the unwanted activity occurring inside the restroom and drastically

reduced the number of potential violators loitering in the immediate area. Officers also observed that the regular presence of a park ranger reduced the level of activity previously observed in and around the parking lots during mid and late afternoons.

During the undercover operation, officers were able to identify the most frequent and blatant lewd conduct violators. These individuals were observed visiting the park several times a week and in some cases several times a day in an apparent effort to engage in lewd conduct. Officers obtained criminal cases against fifty-six of these people, which thus far has resulted in fifty convictions (other cases pending) and the implementation of a "stay-away" order in the terms of each defendant's probation. As of this date, officers and park rangers have not observed a single one of the fifty people convicted of lewd conduct return to Santiago Park. The complete absence of these fifty people alone has drastically reduced the level of lewd conduct in Santiago Park and is viewed as a tremendous success

Court Validation of Enforcement Strategy

As anticipated, the Santiago Park Project generated significant media attention concerning the project's massive and unconventional enforcement effort. In particular, two major local newspapers featured a story about the project after an unsuccessful attempt by several defendants to have the charges dismissed in court. In both articles, defense attorneys alleged that the Santa Ana Police Department used discriminatory enforcement practices to arrest their clients. The extensive documentation obtained by officers during the project's analysis phase and the use of video equipment to capture acts of lewd conduct during the enforcement phase, proved crucial in defending the police department's actions in court. Thus far, defense attorneys have challenged the lawfulness of the Santiago Park Project in Orange County Superior Court, the California State Court of Appeals and most recently the California State Supreme Court. Both the Orange County Superior Court and the California State Court of Appeals have declared the enforcement actions executed during the project as lawful and non-discriminatory. In addition, a recent news article has indicated that the California Supreme Court has upheld the lower court decisions. To view copies of news articles and a letter of support from the Orange County District Attorney's Office, refer to attachments #7, #8, #9 and #10.

Identified Areas of Potential Improvement

The Santiago Park Project was the first vice operation of its' nature and size in Orange County History in which videotape was used to covertly film lewd conduct. Also unique was the fact that officers sought arrest warrants for offenders rather than effecting an immediate arrest in the park. Because this had never been attempted before *by a* local police agency, the Orange County District Attorney's Office recommended that the undercover enforcement phase be limited to a period of approximately two months. Officers now believe that if the undercover effort had been extended another month, some of the remaining lewd conduct offenders could have been apprehended and later subject to the "stay away" condition.

The O. C. District Attorney's Office in some instances issued letters of arraignment for defendants instead of arrest warrants. In these cases, officers were unable to arrest and interview the suspects, who were instead given a date to voluntarily appear in court on their case. The inability to conduct interviews, which led to a confession in almost all cases, was viewed by officers as a hindrance to the investigative process.

Another area for improvement was the degree of coordination between the police department and the Parks and Recreation Agency during the implementation of the final strategies. (Posting signage, installation offences, removing foliage etc.) Some of these strategies took several months to complete and would have probably had a greater impact if implemented immediately following the enforcement phase.

Agency and Officer Information

1. The Santiago Park Project was initiated by the police department's Community-Oriented Policing Task Force, which consists of one sergeant, seven officers and one civilian part-time employee.
2. All sworn members of the Santa Ana Police Department receive a three hour block of instruction in the concepts of Problem-Oriented Policing during officer orientation and an additional one week of training in POP during their field training program.
3. No additional incentives were given to officers engaging in this problem-solving project.
4. Officers referred to two previous problem-oriented policing projects for ideas during the development and execution of this project. One of the previous projects involved a lewd conduct problem at a local shopping mall, in which the Internet was used to advertise police enforcement efforts to potential lewd conduct offenders. Another project involved the covert videotaping of suspects selling firearms and narcotics during an extended undercover operation, in which warrants were sought for suspects at the conclusion of the program.
5. Officers did not identify any problems with the problem-solving model.
6. Officers assigned to the project (one sergeant, seven officers, one part-time civilian) dedicated approximately three months solely to the execution of this project. Approximately \$15,000 dollars in overtime funds were required to complete the project. Officers used pre-existing departmental equipment (hidden video equipment/ undercover vehicles) to execute the project at no additional cost to the department. The purchase of signage and the installation of the chain link fencing was covered by the existing Parks and Recreation Department budget
7. **Sergeant Jeff Owens**, Santa Ana Police Department (714)245-8746
60 Civic Center Plaza, Santa Ana, California 92702 Fax: (714)245-8745 Email: JOWENS@ci.santa-ana.ca.us



CITY OF SANTA ANA
SANTIAGO PROJECT
ATTACHMENTS INDEX

SANTA ANA POLICE DEPARTMENT, CALIFORNIA

1. **PHOTOGRAPH-AERIAL VIEW OF SANTIAGO PARK**
2. **PHOTOGRAPH-AREA BEHIND S/E BATHROOM**
3. **PHOTOGRAPH-AREA NEAR PARKING STRUCTURE**
4. **SURVEY**
5. **SURVEY RESULTS**
- f. **WEBSITE POSTINGS**

LOS ANGELES TIMES ARTICLE
8. **ORANGE COUNTY REGISTER ARTICLE**

LOS ANGELES TIMES ARTICLE (APPEAL FAILS)
10. **LETTER FROM DISTRICT ATTORNEY' OFFICE**



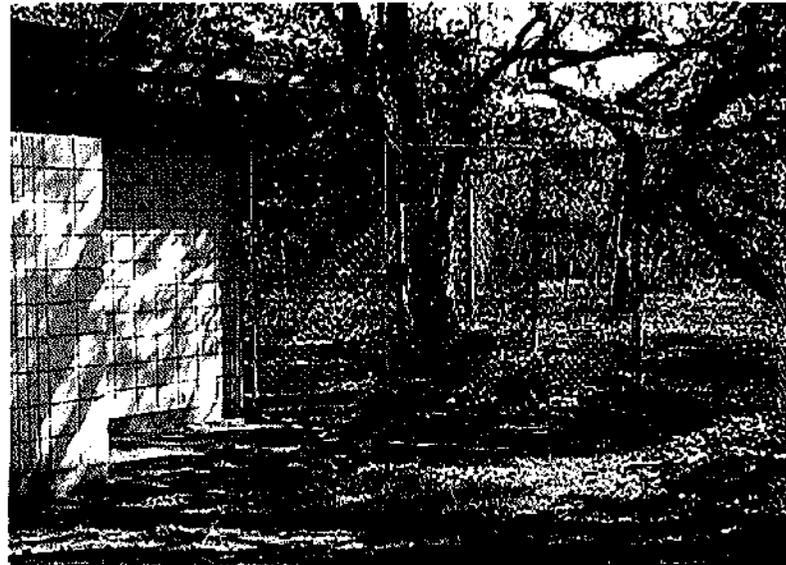
Secluded area behind the S/E bathroom

BEFORE

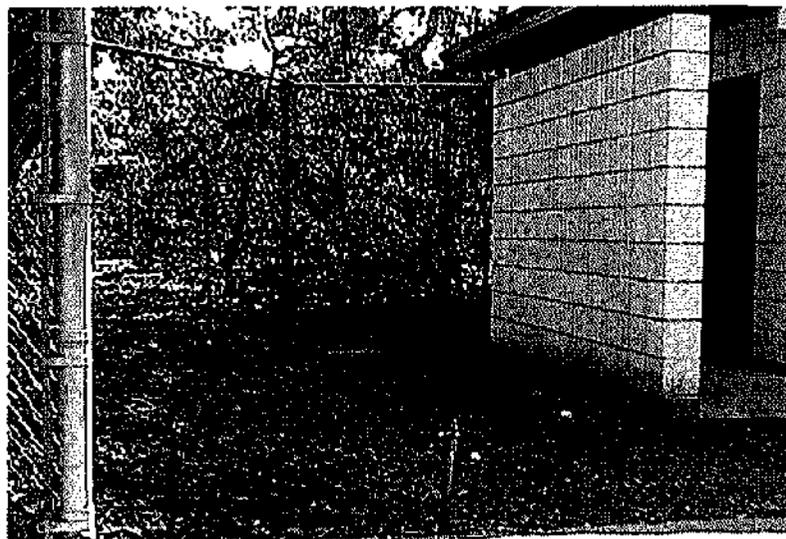
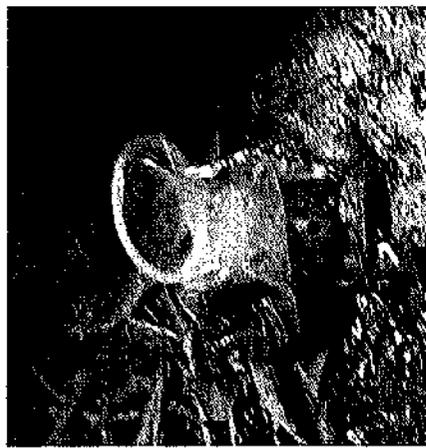


Secluded area enclosed by fence

AFTER

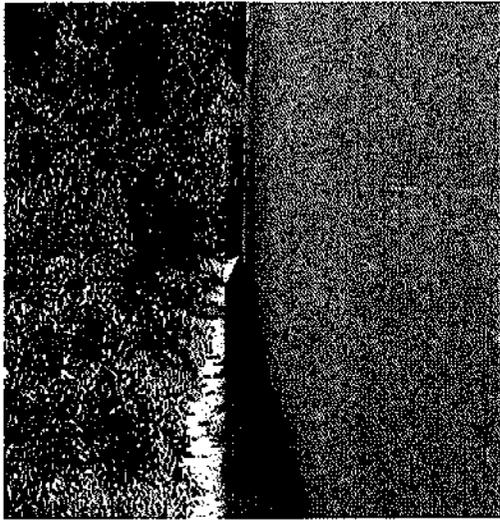


Area located between the bathroom and a private residence



Evidence of lewd conduct (discarded condoms and lubricants)

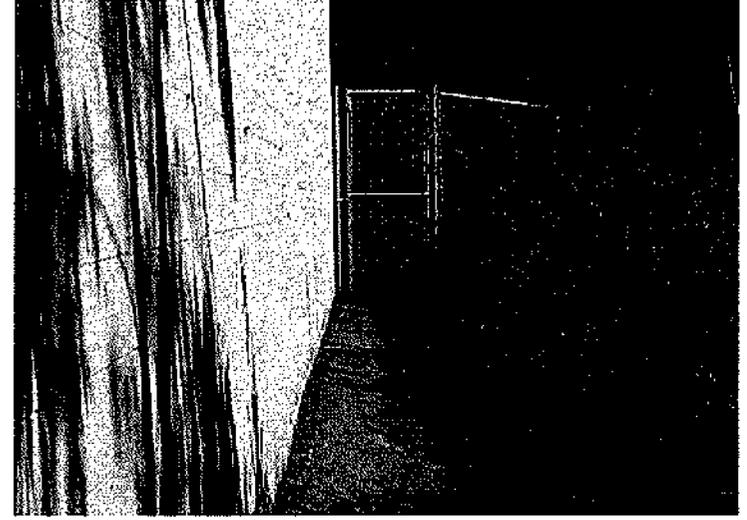
Secluded area adjacent to a large parking structure



BEFORE



Secluded area enclosed by fence

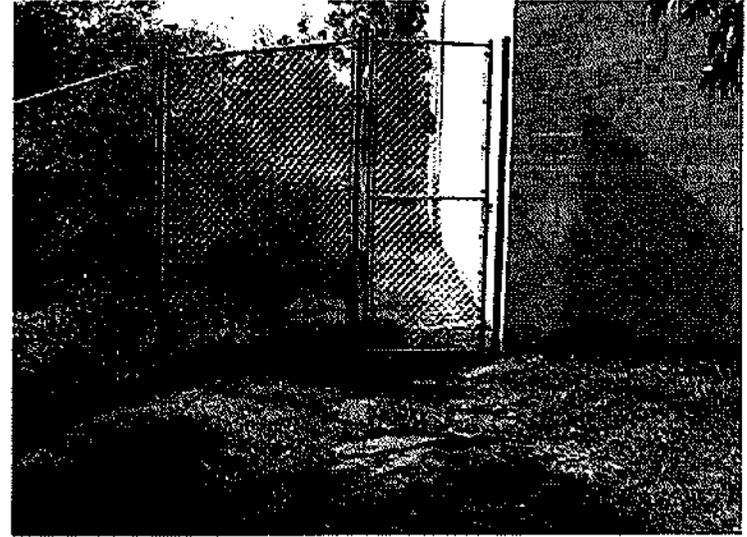


AFTER

Overgrown foliage created an area of concealment



Evidence of lewd conduct (discarded condoms and soiled tissue)



Survey Results

	Number	Percentage
Total Distributed	1100	100%
Total Returned	114	10%

Responses	Number	Percentage
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Total Returned	114	100%
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Do not visit the park/ Not aware of lewd activity/ Unable to evaluate project	82	72%
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Previously aware of activity/ Regular park visitor/ Able to evaluate project	32	28%
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Response	Number	percentage
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Total number of people evaluating project	32	100%
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Dramatic decrease in activity observed	10	31%
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Slight decrease in activity observed	15	47%
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Activity is the same	7	22%
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Dramatic increase in activity observed	0	0%
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Slight increase in activity observed	0	0%
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Response	Number	Percentage
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47 of the 114 surveyed included comments in their response indicating approval or disapproval of the project	47	100%
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Approved of project	38	81%
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Disapproved of project	9	19%
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Alerts

Permission is hereby granted to reproduce and circulate these alerts. Please include the following notice "Pentisston to reproduce given by CFS.com, i1C Original" appeared as part of the website cruisingfursex.com.

California - Southern

Santa Ana (October 1, 2000)

Santiago Park. "The curfew at Santiago Park has been changed to 9 pm instead of the 10 pm. But even if you are there before 9 pm, they will take down your name and address. This is supposedly done so that if you are caught after 9 pm, they can give you a ticket because you have already been "warned". We all know this is just another case of gay bashing behind a badge. Tonight I observed an Officer inform a straight couple of the new curfew, without taking their names. He then came up to two of us and wanted our names and addresses. It was well before 9 pm. I informed him that I already knew about the change in curfew, that it was currently well before curfew, and that unless he had reason to believe I was doing something wrong, he was breaking the law by harassing me. I walked away, and was surprised that he didn't try to do anything else. But I'm sure he took down my license plate number."

Santa Ana (July 10, 2000)

Santiago Park. "My friend was just picked up by Santa Ana cops on a warrant for lewd conduct that they'd said he committed in Santiago Park. The cops must have video

cameras all over the place because they video taped him jacking off behind one of the tearooms. The last time I went to the park I couldn't see any of the cameras they're hiding. So, they must be disguised pretty well. I wouldn't chance it but if you guys decide to cruise the park, watch out."

Santa Ana (July 12, 2000)

Santiago Park. "Vice cops showed up at my house with a warrant for what they said was lewd conduct. My boyfriend was so upset and they were so rude. Once they got me to jail they showed me a video. I was incredibly surprised to see it really was me jacking off in my car. There was no way to deny it was me. I have no idea how they filmed me, it just seems so unfair. Don't I have a right to privacy in my own car? If the cops are gonna be doing this then I'm going to find a safer place to cruise."

Santa Ana (August 18, 2000)

Santiago Park. "I was recently charged for lewd conduct. The vice cop had a camera in his backpack and filmed me jacking off. I got a lawyer and won three thousand dollars later. But don't talk to anyone with a backpack. There are no hidden cameras in the park."

Santa Ana (June 2, 2000)

Santiago Park. "Police are video taping from the back of two vans. Both vans are mid to late 80's Chevys and both have heavy window tint and no rear licence plates. One is white, the other is green. They are also using several guys walking around that attempt to lure you into the bathrooms or engage you in suggestive conversation to video and audio tape. They have been doing this every day for about a week. No arrests are being made on the spot. But if your unlucky enough to talk with these guys, expect something in the mail soon."