Paradise Motel
Community Improvement Project

National City Police Department
Neighborhood Policing Team

The Neighborhood Policing Team will seek to empower, educate and inform the residents, businesses and neighborhoods of National City to increase their own problem solving abilities.
SUMMARY

Scanning:
This was a twenty-six-room motel, in poor disrepair, located in a residential/business community. The motel was catering to prostitution by renting rooms at a discounted hourly rate, which added fuel to the fire by attracting the prostitutes and "Johns". This created a quality of life issue for the surrounding neighborhood. This type of activity goes hand in hand with gangs, drugs, and crimes against people. The management's philosophy completed the crime triangle by providing a perfect location.

Analysis:
This problem had existed for years, but had never been properly addressed. The level of activity had always been significant. Veteran officers
complained that the Paradise Motel had been a problem, since they can remember. At the initiation of this project, the complaints of prostitution activity were at their highest.

**Response:**

Traditional police tactics were initially used by conducting decoy operations. Plainclothes officers rented rooms for an hour at a discounted rate and made it clear that they were bringing a prostitute to the motel for the purpose of prostitution. These operations continued over a period of time to show this was a business practice.

We used non-traditional tactics by involving actual street prostitutes and utilizing city departments such as; Code Enforcement, Building Safety, and the Fire Department to list a few. The Neighborhood Policing Team (NPT) requested the city to adopt an ordinance that prohibits renting rooms at a discounted hourly rate.

**Assessment:**

The motel immediately stopped renting rooms to known prostitutes. We obtained long lasting results by responding to the root of the problem; which was the motel owners' greed and lack of interest in the property. The
owners/business were placed on probation for one year. This allowed us to set terms and conditions of their probation. (e.g. no discounted hourly rentals, correct all inspection violations, repair the motel, and etc.)

The owners took interest in their property and began to repair the motel. They replaced all windows, painted the building, remodeled the bathrooms, and complied with C.P.T.E.D. The most impressive result was a statement made by one of the owners, "Our business is much better without the problem people, and easier to run. They are gone and we don't want them back." The owners realized that making a fast buck comes with a price.
Description

A. Scanning

1. What was the nature of the problem?

This was a twenty-six-room motel, in very poor disrepair, located in a residential neighborhood. The motel is six blocks from an area known for high prostitution activity. The motel catered to the prostitutes and their clients, known as "Johns", by renting rooms at a discounted hourly rate. When the motel rented rooms by the hour, this added fuel to the fire by attracting the prostitutes and "Johns" alike to the motel. This type of crime goes hand in hand with other crimes such as; gangs, drugs, and crimes against people. This created a quality of life issue for the surrounding neighborhood. The business practice of the motel owners added to the existing problems of the community, which has been known for prostitution and gang activity for more than twenty years.

2. How was the problem identified?
The project began in March 2001, when the Neighborhood Policing Team (NPT) and several other department personnel received information that the Paradise Motel was catering to prostitutes and their "Johns." This information came from citizens as well as prostitutes. NPT routinely contacts prostitutes and interviews them. This is done to gather intelligence and to identify prostitutes, pimps, and "Johns." During these contacts, NPT officers were continually told that the motel was renting rooms by the hour to prostitutes at a discounted rate.

3. Who identified the problem?

See above.

4. Far more problems are identified than can be explored adequately.

   How and why was this problem selected among others?

In addition to the numerous complaints about the property, the motel was in very poor repair and is highly visible from National City Blvd. This motel is directly adjacent to Kimball Park and even closer to the playground located on the northeast side of Kimball Park. This building is visible from city hall and is one block south of the police station. The city had recently spent millions of dollars remodeling an area known as the Mile of Cars. The
motel is located at the beginning of the Mile of Cars. The condition of the Paradise Motel and its close proximity to our city buildings could send a confusing message to our citizens and shows a lackadaisical attitude on the part of the city.

In 1997, the Neighborhood Policing Team initiated an extensive project on the prostitution problem. This project requires maintenance stings to deter and stop this problem from reoccurring. This is a drain on police services. These stings attack the symptoms not the actual cause of prostitution in the area. The prostitutes come to this area to do business because of businesses like the Paradise Motel, who provide a safe haven for them to commit their crimes.

5. **What was the initial level of the diagnosis/unit of the analysis (e.g. crime type neighborhood, specific premise, specific offender group, etc.)?**

There is clearly a problem with prostitution activity in the area of this motel. It has been four years since the 1997 project and we still are having to conduct maintenance stings. The reason for this is that the prostitutes, pimps, and "Johns" changed the way they operate. Businesses, such as the Paradise
enable criminals to commit their crimes behind closed doors. The motel owners appeared to be only concerned about the bottom line, **MONEY**. They displayed no concern for the surrounding neighborhood or the quality of life of their neighbors or other businesses. This type of business practice attracts the criminal element to our city and is a major reason why the prostitutes, pimps, and "Johns" are found on National City Blvd. This type of criminal behavior has also given the City of National City a reputation as being a rough and dangerous place. This deters law-abiding people from visiting this city, which affects the many businesses located on or around National City Blvd.

A. **Analysis:**

1. **What methods, data and information sources were used to analyze the problem (e.g. surveys, interviews, observation, crime analysis, etc)?**

   The Crime Analysis Unit compiled statistics relating to calls for service at hotels/motels in the city. In the year 2000, there were a total of 795 calls for service to the hotels/motels located in National City. This does not include all the calls that occur in the vicinity of the hotels/motels, which would make the total calls for service much higher. The Paradise Motel is one of the
smaller motels in the city, but accounts for three percent of hotel/motel calls. The types of calls for service ran the entire gamut.

We conducted surveillance on the motel. We made note of the environmental elements (CPTED), which contributed to the problem. Crime Scene Specialists took photographs of the motel during the beginning stages of this project. As previously mentioned, we had patrol officers, prostitutes, and citizens providing information about the prostitution problem at the property.

2. **History: How often and for how long was the problem?**

This problem has existed for years, but has never been addressed in this manner. The level of activity has always been significant. Veteran officers advised that the Paradise Motel has been a problem, since they can remember. At the initiation of this project the complaints of prostitution activity were at their highest level in years. In fact, the Chief of Police had communicated his concerns due to the blatant nature of the activity.

3. **Who was involved in the problem (offenders, victims, others) and what were their respective motivations, gains, and losses?**
The prostitutes, pimps, and "Johns" were symptoms of the actual problem.

- The real problem was the motel owners. The city is also to blame for allowing this problem to continue over such a long period of time.

The motivations of the prostitutes are simple, they want money and a safe place to commit their crimes. By being behind closed doors, they are safe from law enforcement, since they are no longer in plain view. The prostitutes are also safe from other prostitutes and pimps, who may want to rob or hurt them. Many prostitutes are drug users and want a safe place to use their narcotics.

The pimps' motivations are identical. If their prostitutes are behind closed doors, the less likely they are to get arrested.

The "Johns" motivations are money and safety. If they can get a room for a discounted hourly rate, they save money by not having to pay full price. Ten or twenty dollars is a small price to pay for safety and discreetness.

The owners of the Paradise Motel are motivated by MONEY.

The owners make money by renting the same room numerous times a day,
where the room would have most likely stayed empty. This is why the owners would not rent by the hour during night hours. The owners also make money by not filling out registration cards or discarding the cards after the room is vacant. This way they don't pay transient taxes or other appropriate taxes. The owners increase their business during the day by word of mouth on the street, so prostitutes know where they can take their “Johns.” The owners keep the motel in disrepair, because they don't need to spend money to attract customers.

4. What harms resulted from the problems?

The fact that the owners let the property go into complete disrepair, shows they have no concern for the surrounding neighborhood or the quality of life of their neighbors or other businesses. This is a good example of the broken window theory. This type of business practice attracts the criminal element to our city and is a major reason why the prostitutes, pimps, and "Johns" are found on National City Blvd. This type of criminal behavior has also given the City of National City a reputation as being a rough and dangerous place, which deters legitimate visitors.
5. **How was the problem being addressed before the problem-solving project? What were the results of those responses?**

Prior to this project, the root problem of the owners renting rooms to prostitutes for a discounted hourly rate was not addressed. The only problems addressed were symptoms of this root problem (prostitutes in the area, disturbances, narcotics activity). These responses were mostly reactive and not proactive. Beat officers with unobligated time may have patroled the area, but unless dispatched to the location for a call, little was done. Officers dispatched to the area often made arrests, but these were only short-term solutions to a larger problem.

6. **What did the analysis reveal about the causes and underlying conditions that precipitated the problem?**

The analysis revealed that our current police tactics toward the problem were ineffective. There had been no attempts to address this problem with the owners in the past. Nothing had been done about the environmental factors. Traditional police work was not working on this problem, at least not enough for a long-term solution. If any change was going to be made, it was going to require a broad approach utilizing many different resources.
7. **What did the analysis reveal about the nature and extent of the problem?**

The information provided by our Crime Analysis Unit showed a high number of calls for a small motel. This motel was responsible for three percent of all the calls for service at hotels/motels located in the city. When compared to hotels like the Red Lion, which is seven times the size of the Paradise Motel, yet only accounts for eight percent of the calls, this is significant. The Red Lion is also in one of the busiest areas of the city and is located in the heart of the prostitution activity.

8. **What situational information was needed to better understand the problem (e.g. time of occurrence, location, other particulars of the environment, etc.)?**

The owners never did anything to improve their property. The hourly rental of the rooms only took place during daylight hours, because these rooms were not renting during the day. The motel is several blocks from the "strip", the center of activity for the prostitutes.

9. **Was there an open discussion with the community about the**
problem?

We interviewed individuals from the surrounding businesses and residences. They had the same concerns about the prostitution activity and the poor maintenance of the motel. We attended Building and Safety meetings where citizens called the motel an "eye sore". Prior to starting the project, we contacted the District Attorney's Office and obtained their support. The District Attorney's Office also provided valuable advice on how to proceed with the investigations. We also met with the City of National City's Attorney concerning various municipal code violations. Other participating departments and agencies included: Building & Safety, Fire, Code Enforcement, Finance, Business & Licensing, the San Diego County Health Department and the Internal Revenue Service.

B. Response:

1. What range of possible response alternatives were considered to deal with the problem?

Initially, we thought we could enforce some of our municipal codes. After close review of the municipal codes, we determined that renting rooms by a discounted hourly rate was not a violation. However, it would be a violation
of the penal code (316PC and 11225PC) if the rooms were rented at a discounted hourly rate to known prostitutes for illegitimate purposes. We considered using a stay away order on all prostitutes convicted of prostitution. The stay away order would list the Paradise Motel as a place that convicted prostitutes could not visit or be near.

2. What responses did you use to address the problem?

NPT conducted five undercover operations at the Paradise Motel. The officers rented rooms for an hour at a discounted rate. The officers made it known to the clerks/owners of the motel that they were bringing a prostitute to the motel for the purpose of having sex in exchange for money. In two of the investigations, the officers brought actual street prostitutes to the motel and rented rooms for discounted hourly rates.

In order to obtain room registration cards and other business records, NPT conducted a court-authorized search warrant at the motel.

Examination of these records revealed that the owners kept two sets of written records of daily activities. One written record always showed more money than the other, but they had the same dates and credit card amounts
written on them. The registration receipts from the five undercover operations at the motel were missing. We found the registration receipts for the days we did the operations, but not the registration receipts completed by the officers. This was a violation of National City Municipal Code 10.40.050.

It is believed the motel was not reporting these registration cards for transient occupancy tax purpose, which would be a violation of NCMC 4.32.140. We found several registration cards for known prostitutes and also a sheet of paper that shows a price list for hourly rentals. During the search warrant, the owners told us they did not rent by the hour. We discovered many registration cards with no room number, dates, or room rates. We also learned that the owners were selling unused condoms, left behind by other "Johns", to the customers for inflated prices.

Many of the registration cards did not match up with the hand written daily activities. For example on 07/19/01, I stopped two known prostitutes exiting rooms. They told me they paid the motel $20.00 for one hour so they could have sexual intercourse with their "Johns." I found the registration cards, but did not see any entries on the hand written daily log for 07/19/01, which
could also be a violation of NCMC 4.32.140. All of the financial records were impounded as evidence.

The IRS and the City Finance Department were contacted. The IRS reviewed the daily notes and advised that they would investigate the property for various tax violations. The City Finance Department did a complete audit of the motel’s records and assessed the appropriate fines.

3. How did you develop a response as a result of your analysis?
Based on the information gathered during the analysis, (e.g. statistic, citizen complaints, officer complaints, and statements of prostitutes) we decided to use an undercover approach to the problem. We did not believe the owners would change their conduct unless we had some leverage over them. We also wanted to send a message to other hotels/motels in the area. We felt this response was justified, due to the large prostitution problem.

4. What evaluation criteria were most important to the department before implementation of the response alternative(s) (e.g. legality, community values, potential effectiveness, cost, practically, etc.)?
Eliminating the problem was the most important evaluation criteria for the police department. We wanted this problem solved and that is why we worked closely with the District Attorney's Office and the various other agencies. Community values were also very important to the department. Cost was not an issue, but we did have to consider practicality, since we are a small police department.

5. What did you intend to accomplish with your response plan (e.g. project goal and corresponding measurable objectives)?

The primary goal was to stop the renting of rooms to known prostitutes for discounted hourly rates. This would result in a reduction of crime. We believed that this would improve the quality-of-life for the nearby citizens and businesses. It would make the area safer for children at the playground/park. Another important goal was to improve the appearance of the motel so it would no longer be considered an "eye sore." and prevent the broken window phenomenon.

6. What resources were available to help solve the problem?

Resources used:

- District Attorney's Office
7. What was done before you implemented your response plan?
We established a timetable to complete the various response tactics planned.

8. What difficulties were encountered during response implementation?
One of the first difficulties we encountered was renting the rooms.
Undercover officers were asked for some form of photograph identification.
We did not have undercover identification, so we were forced to use our real identifications. This was an officer safety issue, since the motel and prostitutes were able to learn our personal information.

The District Attorney's Office closely reviewed the entire investigation and felt that it was a strong case. The District Attorney's Office brought the case to a jury trial. After hearing the evidence, the Judge dismissed the case. The judge stated, we did not actually commit the act of prostitution so we did not meet the elements of 315 PC. The District Attorney's Office strongly disagreed with this ruling and attempted to appeal the ruling. The District Attorney's Office was informed the ruling could not be appealed. Both the police and the District Attorney's Office were disappointed with this ruling.

This ruling was upsetting, but we did not give up. We took the entire investigation to the city Attorney's Office, which agreed to file misdemeanor charges for city ordinance violations. Based on these violations, the owners of the Paradise Motel plead guilty and agreed to numerous terms and conditions (see attachments). The owners were placed on probation for one year. The terms ranged from a fine to unannounced inspections of the property.
The National City Fire Department, Building & Safety, Code Enforcement, and San Diego County Environmental Health all inspected the property and found numerous violations. All violations had to be corrected as part of the probation.

9. **Who was involved in the response to your problem?**

The Neighborhood Policing Team headed this project, but without the help of the previously listed resources this project would have not been successful.

**ASSESSMENT:**

1. **What were the results? What degree of impact did the response plan have on this problem?**

There were several results of this project. The first being, the motel immediately stopped renting rooms to known prostitutes. The motel no longer rents at a discount hourly rate.
We obtained long lasting results when we responded to the root of the problem; the motel owners' greed and lack of interest in the property. By plea-bargaining at the city level, we were able to place the owners/business on probation for one year. This allowed us to set terms and conditions of the probation (e.g. No discounted hourly rentals, correct all inspection violations, repair the motel, etc.) Normally, the police department would not be consulted about terms and conditions, but we had a good working relationship with the City Attorney. Some of the terms and conditions had due dates, which forced the owners to comply in short order.

The owners took interest in their property and began to repair the motel. They replaced all windows, painted the building, and remodeled the rooms bathrooms. The most impressive result was a statement made by one of the owners; "Our business is much better without the problem people, and easier to run. They are gone and we don't want them back." The owners advised that they were not continuously fixing small things and had more time to work on the big repairs. The owners realized that making a fast buck comes with a price. The owners were proud to show the improvements they have made and were eager about future improvements.
2. What were the methods of evaluation and for how long was the effectiveness of the problem-solving effort evaluated?

As mentioned before, this is a very small motel so evaluating the problem from a traditional calls for service point of view did not give a true comparison. Calls for service dropped only eight percent, however, it should be noted that the owners have taken more interest in the property and have called the police department numerous times about suspicious people.

*For example: A known prostitute attempted to rent a room at the motel. When the owners refused to rent her the room, the prostitute became very upset. The owners called the police and the known prostitute was ordered to leave the property.* This would not have happened prior to the project.

We expect calls for service to increase as the owners take more interest in the property. The true evaluation should be based on:

- Drop of the citizen complaints about the motel to zero,
- Officers improved opinion of the motel.
- The reduction of report calls.
- Known prostitutes statements that they can no longer rent rooms at the motel.
Prostitutes no longer loitering in the area.

The owners improved interest in the property.

Surrounding businesses fixed up their buildings.

Police department improved communication with other city departments and outside agencies.

The assessment of the response will continue indefinitely.

3. Who was involved in evaluation?

NPT headed up the evaluation, but used many different resources for the actual evaluation.

4. Were there problems in implementing the response plan?

Yes, refer to question number 8 in the response section.

5. If there was no improvement in the problem, were other systemic efforts considered to handle the problem?

The problem was significantly reduced.

6. What response goals were accomplished?
All response goals were met or in the process of being met. The only response goal still being pursued is the adoption of a city ordinance prohibiting discounted hourly rentals at hotels/motels. As mentioned before we stopped the renting of room to prostitutes, which also took care of the secondary symptoms such as loitering, pimps, and “Johns.” The motel is no longer an "eye sore" and the owners want to be responsible business owners in this city. The community feels safer. We also implemented the stay away orders.

7. How did you measure your results?

➢ Calls for service.
➢ Owner's happiness with the property.
➢ Appearance.
➢ Prostitutes impressions/ hearsay.
➢ Patrol's attitude toward property.
➢ Zero citizen complaints.

8. What data supported your conclusions?

➢ Calls for service.
➢ Interviews with owners.
Interviews with prostitutes.

Interviews in surrounding neighborhood.

10. How could you have made the response more effective?
We should have had better coordination with the District Attorney's Office prior to trial. They would have been better prepared and the case may have gone different. We could have involved more personnel from other departments within the city and drawn on their training and experience to provide different response ideas.

11. Was there a concern about displacement (i.e., pushing the problem somewhere else)?
There was a concern about displacement, but we have not seen it yet at any of the nearby hotels/motels. We prevented displacement with proper hotel/motel training that the NPT has developed and in the process of implementing. We also prevented displacement with the stay away orders.

12. Will your response require continued monitoring or continuing effort to maintain your results?
Yes, we are focused on the crime reduction theory of, "Fill an area with legitimate users and the abusers will leave."

We will need to maintain a line of communication with the motel owners. As mentioned in the previous question, the NPT has developed a hotel/motel training program called SAFE HOTELS/MOTELS. The training will be free and cover numerous topics concerning the safe operations of hotels/motels. With proper management skills and maintenance of grounds/buildings, the long-term results that we are seeking will be met.
National City Police Department

Neighborhood Policing Team

Paradise Motel Project
(Community Improvement Project)

Reference List:

➢ California Penal Codes

➢ California Business Codes

➢ El Paso, Texas Hotel/Motel program handouts from 2001 POP conference

➢ Regional Community Policing Training Manuel

➢ Safe Hotel/Motel booklet

➢ The City of National City Municipal Codes

➢ The City of San Diego Municipal Codes
National City Police Department

Neighborhood Policing Team

Paradise Motel Project
(Community Improvement Project)

Agency and Officer Information

1. **At what level of the police organization was this problem-solving adopted (e.g., the entire department, a few selected officers, etc.)?**

This problem solving effort was initiated and executed by the Neighborhood Policing Team (NPT). NPT is a proactive policing unit designed to augment the department's continuing efforts of Community Oriented Policing and Problem Solving. NPT currently consists of five officers and a sergeant. Throughout this project, NPT has had the support of our chief, captains, and shift lieutenants. Additionally, patrol sergeants and officers assisted by providing valuable information and extra patrol. The Crime Analysis Unit provided NPT with all the necessary statistics.
2. Did officers or management receive any training in the problem oriented policing and/or problem solving before this project began or during its execution?

The members of NPT had received extensive training in Problem Oriented Policing/Problem Solving, including regular attendance to the annual International POP Conference held in San Diego. Patrol officers get POP-related line-up training by NPT. Patrol officers also conduct POP projects.

3. Were additional incentives given to police officer who engaged in problem solving?

I received "Patrol Officer" of the year in 2001 for the work the team and I did on this project, as well as other projects. Officers are evaluated annually, and innovative attempts at Problem Solving are highly regarded by administration.

4. What resources and guidelines (manuals, past problem-solving examples, etc.) were used, if any, by police officers to help them manage this problem-solving initiative?

We used examples from El Paso, Texas and their hotel/motel program, which was presented at the POP conference in 2001. We utilized ideas from
San Diego's vice unit as well as past POP projects done by NPT involving prostitution problems. Another resource was the Regional Community Policing (RCPI) training manual, which directed our efforts according to the S.A.R.A model.

5. What issues/problems were identified with the problem-oriented policing model or the problem-solving model?

None.

6. What general resources (financial and/or personnel) were committed to this project, and of those resources, what went beyond the existing department's budget?

The general resources that were committed to this project included NPT and numerous departments within the city. The undercover operations utilized small amounts of cash to rent the rooms.

7. Project Contact Person:

a. Michael Catanzarita

b. Police Officer/Neighborhood Policing Team

c. 1200 National City Boulevard
d. National City, California 91950

e. (619) 336-4521 (desk)

f. (619) 336-4525 (fax)

g. Mcatanzarita@ci.national-city.ca.us (e-mail)
National City Police Department
Prostitute/ Pimp Restricted Areas

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<th>D.O.B.</th>
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Special Instructions:

**BEAT 20 RESTRICTED AREA**
Roosevelt Ave and National City Bl from Division St
(Includes the east Alley of National City Bl) to 13th St.

**BEAT 21 RESTRICTED AREA**
Plaza Bl from the 1000 block to the 1900 block
(Both sides of Street).

Restricted Mapping Area

Restricted Mapping Area

THE ABOVE NAMED DEFENDANT IS HEREBY ORDERED TO REMAIN OUT OF THE AREA INDICATED BY THE MAPS
COMMENCING __________, 20__ AND ENDING __________, 20__.

BEING IN THIS AREA CAN AUTOMATICALLY VIOLATE THE DEFENDANT'S PROBATION OR PAROLE.

Date of Notice:

Signed: ______________________

(Acknowledged: ______________________

(Judge) (Defendant)

COPIES TO:

COURT NATIONAL CITY PD DEFENDANT PROBATION DEPT.

Prepared by NCPD Neighborhood Policing Team
CALLS FOR SERVICE
1470 NATIONAL CITY BLVD
SEPTEMBER 1, 2000 - APRIL 15, 2002

NUMBER OF CALLS FOR SERVICE
CALLS FOR SERVICE
1470 NATIONAL CITY BLVD

NUMBER OF CALLS FOR SERVICE

SEPTEMBER 1, 2000 - SEPTEMBER 30, 2001
OCTOBER 1, 2001 - APRIL 15, 2002
CALLS FOR SERVICE
1470 NATIONAL CITY BLVD

8% DECREASE IN CALLS FOR SERVICE

OCTOBER 1, 2000 - APRIL 15, 2001
OCTOBER 1, 2001 - APRIL 15, 2002
## CALLS FOR SERVICE
### 1470 NATIONAL CITY BLVD

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1470 NATIONAL CITY BLVD

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# Calls for Service

**1470 National City Blvd**

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<th>October 1, 2000 - April 15, 2001</th>
<th>October 1, 2001 - April 15, 2002</th>
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**Total**                   | 13                               | 12                               |