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**PRESS\***

**CRIME CONTROL  
IN THE CALIFORNIA STATE PARKS**

**A SURVEY 1968**



*PREPARED BY*

**THE COMMISSION  
ON PEACE OFFICER STANDARDS AND TRAINING**

**STATE OF CALIFORNIA**

CRIME CONTROL

IN THE CALIFORNIA STATE PARKS

A SURVEY - 1968


Prepared by

The Commission on  
Peace Officer Standards and Training

State of California

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Harry V. Reynolds has been employed in seasonal and permanent status during a period of 35 years by the U. S. Forestry and National Park Service. He served in several large national parks including Yosemite, Blue Ridge Parkway, and Glacier in the capacities of district ranger, wildlife research assistant, and chief law enforcement officer. He served as assistant chief of the Branch of Visitor Protection, National Park Service, Washington, D. C., where he exercised overall staff direction for law enforcement activities throughout the 200 existing national park areas. His assignments included that of revising all the rules and regulations applicable in the National Park System, and formulation of a service-wide report and record system for law enforcement and traffic safety.

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Mr. Reynolds has been granted several citations, commendations, and awards. For his accomplishments in the field of Visitor Protection and Resources Management, in 1968 he received the Meritorious Service Award of the Department of the Interior.

## TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION . . . . .	1
The Survey . . . . .	1
Methodology . . . . .	2
The Problem . . . . .	3
Counteraction . . . . .	5
ADMINISTRATION AND ORGANIZATION . . . . .	7
Legislative Authority . . . . .	8
The California Administrative Code . . . . .	10
Policy on Law Enforcement . . . . .	10
Organization of Department . . . . .	13
Reorganization Plan of 1967 . . . . .	14
Operations Division . . . . .	15
Department Supervisor for Safety and Enforcement . . . . .	15
District Safety and Law Enforcement Specialist . . . . .	17
Area Concept . . . . .	17
Department Manuals . . . . .	19
PERSONNEL SELECTION . . . . .	21
TRAINING . . . . .	23
Supervisory Training Course . . . . .	24
Law Enforcement Training . . . . .	24
Conferences and Meetings . . . . .	26
Seasonal Rangers . . . . .	27
Roll-Call Training . . . . .	28
Training Academy . . . . .	29
Area Manager - Law Enforcement Training . . . . .	30
THE PARK RANGER . . . . .	31
State Park Personnel . . . . .	31
The Park Ranger - Scope of his Employment . . . . .	31
The Park Ranger - His Response to New Challenges . . . . .	32
The Park Ranger - His Capability and Authority to Enforce the Law . . . . .	34
Peace Officer Designation . . . . .	37
Defensive Weapons . . . . .	39
Tear Gas (Mace) . . . . .	41
Estimated Cost of Defensive Equipment . . . . .	42

	<u>Page</u>
CRIME IN THE STATE PARKS . . . . .	43
Juvenile Control . . . . .	44
Car Clouts . . . . .	45
Campsite Burglaries and Thefts . . . . .	45
Park Department Building Security . . . . .	47
Control of Keys for Park Buildings . . . . .	49
Crime - Quantity and Kinds . . . . .	49
Comments on Crime Problems . . . . .	54
Time for Decision . . . . .	58
CRIME REPORTING . . . . .	60
Use of Criminal Code Sections . . . . .	65
LOCAL LAW ENFORCEMENT AND THE STATE PARK SYSTEM. . . . .	66
RADIO COMMUNICATIONS . . . . .	71
VEHICLES AND SAFETY EQUIPMENT . . . . .	72
Emergency Vehicles . . . . .	76
THE COST . . . . .	77
TABLE OF RECOMMENDATIONS . . . . .	79



## LIST OF TABLES

<u>Table No.</u>		<u>Page</u>
1	Reported Criminal Offenses in the State Parks, July 1967 - 68 . . . . .	52
2	Crimes and Other Incidents by District, July 1967 - 68 . . . . .	53

## APPENDICES

		<u>Page</u>
Appendix A	Department of Parks and Recreation Organization Charts . . . . .	86
	Map - District Boundaries and Addresses .	95
Appendix B	Rules and Regulations of Commission on Peace Officer Standards and Training (pertinent sections) . . . . .	96
	The Basic Course (Training) . . . . .	102
	Law Enforcement Code of Ethics . . . . .	105
Appendix C	Department of Parks and Recreation Motor Vehicle Equipment . . . . .	106

## INTRODUCTION

### The Survey

The Department of Parks and Recreation requested that the Commission on Peace Officer Standards and Training conduct a survey and submit a report on findings and recommendations concerning the law enforcement responsibilities and needs of the State Park System. The proposal was conditionally accepted by the Commission through an Interagency Agreement, dated April 15, 1968.

In compliance with the conditions of the contract, an extensive survey was made. This report attempts to reflect the results of the study and to evaluate the law enforcement posture of the State Park System, its philosophies and enforcement practices, and to recommend a comprehensive program designed to improve the capability of the Park System to cope with the incidence of crime and related problems, and establish crime prevention controls.

The incidence of crime and disorder that has been imposed on the Park System in no way alters or influences its basic objectives, but it does significantly affect certain phases of its management. The operation of the Park System involves a wide range of activities and functions. However, in the preparation of this report care has been taken to consider only those facts that are relevant. An effort has been made to direct the

reader toward those relationships and aspects of the administration and operations that directly or indirectly affect the crime control problems in the Park System.

### Methodology

The methodology of the survey utilized field trips to five of the six district headquarter offices and many park units of the State Park System. Initially, twenty park units were selected for study; however, visitations were made to thirty-five before the report was finally completed. Interviews were had with district superintendents and park unit staffs.

Inspections were made of park facilities and equipment.

Considerable time was devoted to study of organization, administration, policy and procedures at all levels. This was accomplished by review of statutes, departmental manuals, directives, reports and other pertinent written material, and through interviews and conferences with the administrative staff of the Department of Parks and Recreation. The accumulated data and information were analyzed and assessed in relation to the crime problem, and to the law enforcement capability in the State Park System, and served as the basis for this report.

## The Problem

From its inception over 100 years ago, the State Park concept has been developed to maintain and preserve the natural beauty and heritage of California and to provide a wide range of recreational opportunities for its people.

With the aid of public and private funds, lands with unusual qualities of landscape or special historical significance, or lands with potential for recreational development have been acquired to extend the State Park System throughout California.

The State Park System consists of 205 separate units, varying in size from less than one acre to nearly a half-million. While 153 units are staffed and operated by the Park Department, 24 are not yet developed nor staffed, and 28 are operated by local agencies of government. It is estimated that current annual visitations exceed 35,000,000 in those parks operated by the State Park System.

In the last 20 years the population in California has doubled; escalating from 10,000,000 in 1948 to nearly 20,000,000 in 1968. During the same period State Park attendance has increased tenfold. The dramatic growth of our economy has brought affluence and leisure to greater numbers of people. The advantage of a varied yet generally mild California climate has been conducive to creating a wide variety of outdoor recreational

interests in such activities as camping, boating, fishing, hiking, swimming, riding, etc. The natural environs of the State Parks are an attraction to many living in the confines of cities and urban areas; consequently, people swarm to the Beaches and Parks, particularly those Parks in proximity to metropolitan areas and those with water-oriented recreational facilities.

Crime knows no bounds, but usually occurs wherever people gather in numbers. Within many units of the State Park System there has been an upsurge in crime. Visitors who have gone to the Parks seeking a pleasant respite have been jarred by assault or had their property stolen. Park property has suffered vandalism; monuments and historical marks of interest have been defaced and destroyed, windows broken, signs torn down, and buildings damaged. For the fiscal year 1967-68, there were 1,861 incidents of vandalism which required \$44,506 in repair and replacement cost.

Juveniles and young adults are responsible for the bulk of the crime. Acting without restraint they engage in rowdyism and unlawful acts. Some seek the Parks as a haven while using narcotics and dangerous drugs. There have been numerous felony offenses of robbery, rape, assault, burglary and auto theft. However, the most frequent offenses are those of theft from parked vehicles and campsites. Unfortunately, for lack of crime control measures, apprehension of the perpetrators is practically

nil. Such impunity gives the criminal a sense of security; thus, more and more criminal offenses occur in the Parks.

The conditions of crime and antisocial behavior in the State Parks have been building in frequency and volume over a period of several years. However, some Parks experience more problems than others. Of the 205 units, the great bulk of the crime is concentrated in a relatively few. It is noteworthy that the number of people using a park unit does not necessarily correlate with the frequency of the criminal incidents. The situation relates more to the kinds of people who use the Parks; their attitudes, philosophies, and behavior.

Also, many offenses are committed by those who are not park users, but who merely prey on visitors, knowing that the chance of apprehension is remote.

### Counteraction

The present conditions of crime and antisocial behavior which exist in the State Parks were unforeseen in the early concepts of park use. The original planners envisioned the Parks in terms of preserving the natural scenic or historic resources. Their philosophy of law enforcement within the Parks placed emphasis on education of the public to the significance of park values, preferring to assume that law violations were misadventures or inadvertent actions of a good-intentioned park visitor.

As the realities of crime and disorder encroached on the quietness of the Parks, there was a reluctance on the part of earlier park administrators to recognize or acknowledge these significant changes, and to realistically meet the need of an organized crime control program. Consequently, the Park System is ill-equipped and unprepared, both in terms of trained personnel and essential equipment, to cope with the problems of crime and disorder in the Parks.

Today, however, the Director and his staff are keenly aware of the value and need for a coordinated crime control program. In the reorganization of the Park and Recreation Department in 1967, there was established in the Operations Division, a Safety and Enforcement Section, responsible for establishing safety and law enforcement standards, analyzing crime in the Parks, and coordinating field units.

In conjunction with this, steps have been taken toward developing law enforcement training. To improve communications, a number of radio units have been purchased for several of the Parks experiencing the most critical crime problems. A centralized crime reporting system is in the process of being developed, and plans are underway to create six positions of Safety and Enforcement Supervisor at the district level.



## ADMINISTRATION AND ORGANIZATION

In administering the State Park System, the Department of Parks and Recreation recognizes three broad objectives:

1. To maintain, and where necessary improve, the quality of California's environment.
2. To help the people of California, through an interpretation program, understand and appreciate the State's cultural, historic, and natural heritage.
3. To provide for the meaningful and constructive use of people's uncommitted recreational time in an increasingly leisure-oriented society.

In pursuing these broad objectives, the Department performs three major functions:

1. Preserves significant evidences of the State's history.
2. Preserves examples of the natural and scenic landscape.
3. Provides recreation opportunities.

In performance of these functions, the Department prepares plans; acquires, protects, and manages lands; develops and maintains facilities; restores and preserves historic structures; and provides various services for the visiting public, including a program of information and interpretation.<sup>1</sup>

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<sup>1</sup> California State Park System Plan, 1968, p. 1

## Legislative Authority

In 1927 the State Legislature established the Division of Beaches and Parks, under the administration of the Department of Natural Resources, and designated a State Park Commission to administer the ten areas within the State Park System at that time. The Department of Parks and Recreation was created in 1961 by act of the State Legislature (Section 501, Public Resources Code). The authority of the Department was expanded through additional legislation in 1967.

The State Park and Recreation Commission was created in 1967 as a result of the consolidation of the State Park Commission and the Recreation Commission. It consists of nine members appointed by the Governor. The Commission has the legal responsibility to consider the whole problem of recreation in California, to recommend a recreation policy, and to recommend general policies for the guidance of the Director.

The California Legislature, through enactments which are codified in the Public Resources Code, charges the Department of Parks and Recreation with the responsibility for the "administration and protection" of the State Park System.

### 5001 Public Resources Code - Control of the Park System

The Department of Parks and Recreation has control of the State Park System.

#### 5001.1 Public Resources Code - Department Director

As used in this division, "department" means the Department of Parks and Recreation, and "director" means the Director of Parks and Recreation.

5003 Public Resources Code - Powers and Duties, etc.

The department shall administer, protect, and develop the State Park System for the use and enjoyment of the public. The department may establish rules and regulations not inconsistent with law for the government and administration of the State Park System. It may enter into contracts with agencies of the United States, cities, counties, or other subdivisions of the State, for the care and maintenance of park areas, and it may expend all moneys of the department, from whatever source derived, for the care, protection, supervision, extension and improvement or development of the State Park System.

5008 Public Resources Code is amended to read:

5008. The department shall protect the State Park System from damage and preserve the peace therein.

The director may designate any officer or employee of the department a peace officer for the State Park System. The primary duties of any such peace officer shall be the enforcement of the rules and regulations of the department, the provisions of Section 267 and Chapter 5 (commencing with Section 650) of Division 3 of Harbors and Navigation Code, and the rules and regulations of the Harbors and Watercraft Commission, and to arrest persons for the commission of public offenses within the State Park System. The authority and powers of any such peace officer shall be limited to those conferred by law upon peace officers listed in Section 830.3 of the Penal Code.

Any person who violates the rules and regulations established by the department is guilty of a misdemeanor and upon conviction shall be punished by imprisonment in the county jail not exceeding 90 days, or by a fine not exceeding five hundred dollars (\$500), or by both such fine and imprisonment.

Legislation as approved by the Governor on August 12, 1968, added Chapter 4.5 (commencing with Section 830) to Title 3 of Part 2 of the Penal Code, to read:

Chapter 4.5 Peace Officers

830. Any person who comes within the provisions of this Chapter and who otherwise meets all standards imposed by law on a peace officer is a peace officer, and notwithstanding any other provisions of law, no person other than those designated in this Chapter is a peace officer . . .

### 830.3 (i) Penal Code

. . . and officers and employees of the Department of Parks and Recreation designated by the director pursuant to Section 5008 of such code are peace officers; provided, that the primary duty of any such peace officer shall be the enforcement of the law as such duties are set forth in Section 5008 of such code.

The Office of the Attorney General of the State of California in an opinion dated September 27, 1967, in response to the question, "Do State Park peace officers have authority to make arrests and to investigate all public offenses committed in the State Park System?" replied, "State Park officers designated as peace officers have authority to make arrests and to investigate all public offenses in the State Park System. They are peace officers within the geographical limits of the State Park System."

### The California Administrative Code, Title 14, Natural Resources

This is an official publication of the State of California. It contains the regulations affecting the Department of Parks and Recreation, filed with the Secretary of State pursuant to the California Administrative Procedures Act (Government Code, Section 11370). These regulations have the full force and effect of law.

### Policy on Law Enforcement

The preamble of the State Parks and Recreation's "Statement of Policy," dated January 3, 1967, describes the underlying objective and policy of the State Park System. Excerpts from this statement are as follows:

"The function of the State Parks and Recreation Commission is to acquire, protect, develop, and interpret for the inspiration, use, and enjoyment of the people of the State, a balanced system of areas of outstanding scenic, recreational, and historic importance. These areas shall be held in trust in the State Park System as irreplaceable portions of California's natural and historic heritage."

\* \* \*

"To these ends the Commission sets general policy for the guidance of the director in the administration, protection, and development of the State Park System . . ."

\* \* \*

"A continuing review of park policies is essential . . . to see that the aims which led to the establishment of the various units are maintained."

\* \* \*

"The facilities of the State Park System . . . shall be open to all, without discrimination because of race, color, creed, or national origin."

These purposes, having been defined, give focus to the general administrative direction of the State Park System. However, the basic mandate of the Legislature that "the department shall protect the State Park System from damage and preserve the peace therein . . ." places a very specific burden upon the Department to provide police protection in the Parks. Thus, the Legislature clearly recognized that protection responsibilities must not be separated from administrative functions. A specific park or the service it represents is not managed adequately unless park values are being sustained and people are secure in their persons and property.

As a corollary of its obligations to "administer, protect, and develop the State Park System for the use and enjoyment of the public" (Section 5003, Public Resources Code), the Department has a responsibility for the safety of park visitors:

" . . . every reasonable precaution shall be taken to reduce or eliminate existing and potential hazardous, dangerous and defective conditions, if any, which are sources of injury to persons and property . . . Standard operating procedures . . . provide(s) for a program of adequate inspection on at least an annual basis in all units of the State Park System and more frequently in areas of heavy use. "

The law enforcement program of the Department is predicated upon the statutory responsibility (Section 5008, Public Resources Code) to

" . . . protect the State Park System from damage and preserve the peace therein . . . "

The law enforcement policy of the State Park System, as applied to minor infractions, attempts to achieve corrective response and voluntary compliance through understanding and appreciation of the need for cooperation by the errant visitor.

The "Law Enforcement Manual" of the Department prescribes, in part, as follows:

"Except in cases that are clearly malicious, willful, or deliberate acts, violations of regulations by visitors may be initially assumed to have occurred because of inadvertence, lack of understanding or misinformation. Initial action should, to the fullest extent possible, be handled through warnings applied in a firm but tactful, friendly but dignified manner without undue officiousness. The regulation that has been violated should be clearly identified to the visitor. He should be given an explanation of the purpose it serves so that he understands the necessity for enforcement. Enforcement action should have as its objective, corrective action and voluntary compliance obtained through such understanding and an appreciation of the need for compliance. The visitor should leave with a better understanding of park conservation policies and practices . . . "

\* \* \*

"When a visitor or other individual persists in violating a Park Regulation after having been warned or when found deliberately, maliciously or criminally violating the law, or when he has placed the safety . . . of others in jeopardy . . . enforcement action must be taken commensurate with the violation."

\* \* \*

"The exercise of enforcement authority is limited to park employees who have been designated . . . as having been granted peace officer authority. Granting of peace officer authority is contingent upon the employee having been given instructions and training in the prevention of violations and in law enforcement procedures and practices."

\* \* \*

"It is the responsibility of District Superintendents to determine that the Division's law enforcement policies and procedures are being uniformly applied; and that training opportunities in this activity are being provided in parks under their jurisdiction, primarily through the field unit supervisors."

#### Organization of the Department

The Department of Parks and Recreation is placed organizationally within the Resources Agency (Government Code 12805). The primary objective of the agency is to further the conservation and use of California's resources. The departments comprising the Resources Agency include:

Department of Parks and Recreation

Department of Conservation

Department of Fish and Game

Department of Water Resources

State Water Resources Control Board

State Water Rights Board

The Department of Parks and Recreation is under the administrative direction and control of the Director of Parks and Recreation. The Director is



appointed by the Governor, and confirmed by the Senate. The Director plans, directs, and controls the overall programs of the Department.

With the approval of the Governor, the Director organizes the Department in a manner he deems necessary to accomplish the work of the Department.

In doing so, he may create such divisions and subdivisions as are necessary, and he may change or abolish them from time to time. The Director

also acts as secretary of the State Park and Recreation Commission.

#### Reorganization Plan of 1967

Under the Organization Plan for the Department of Parks and Recreation,

dated November 1, 1967, the Director created six principal functional

divisions; each headed by a division chief who serves on the immediate staff of the Director. These divisions include:

Operations Division

Administrative Services Division

Planning and Development Division

Resources Management and Protection Division

Information and Interpretation Division

Concessions Division

According to the Plan, most of the reorganization was scheduled to have been implemented by the end of the 1967-68 fiscal year.



## Operations Division

The Operations Division is responsible for field operations and maintenance of units comprising the State Park System, including public service, and for the protection and safety of persons, property, and natural resources. In order to properly direct and administer these responsibilities, the Division has geographically divided the State Park System into six field districts.

The chief of the Operations Division has staff support in the form of the Staff Services Office for five functional subdivisions, including:

Safety and Enforcement Section

Manpower Utilization Section

Equipment Management Section

Facilities Maintenance Section

Historic Parks and Monuments Office

### Department Supervisor for Safety and Enforcement

The supervisor of the Safety and Enforcement Section at the department level establishes standards for safety and enforcement activities and coordinates these activities with the field districts to ensure compliance with the standards. He also is charged with the direct responsibility for analyzing the incidence of law enforcement and safety problems on a servicewide basis.

The following is a functional description of the position of the Department's

Safety and Enforcement Office:

"The Safety and Enforcement Section analyzes visitor safety and enforcement problems and practices at field units and makes recommendations on methods that can be used to reduce public and employee hazards and improve the Department's enforcement program. This section also plans and coordinates training programs designed to improve employee performance in the following areas: techniques of law enforcement; public and employee hazard reduction; reduction of losses due to vandalism; search and rescue techniques; methods of coordinating the Department's law enforcement program with the enforcement efforts of local agencies.

"The tasks of the Safety and Enforcement Office require a close working relationship with the Districts and their Safety and Enforcement Supervisors, the Department Training Office and other offices at Headquarters involved in the Safety and Enforcement Program."

The following is a duty statement of the Safety and Enforcement Supervisor:

"Under the general guidance of the Staff Services Office, the Supervisor of the Safety and Enforcement Section organizes and conducts safety and law enforcement training; coordinates the Department's Law Enforcement Program with the programs of other enforcement agencies; with the aid of the Staff Services Office's Management Analyst, designs procedures to evaluate and analyze the effectiveness of safety and enforcement activities within the State Park System; assembles and distributes to the District Safety and Enforcement Supervisors information and literature dealing with improved equipment and procedure used in safety and enforcement programs; advises management on proposed or needed action in the field of safety, law enforcement, park regulations, and on new laws or legislation affecting the Department's safety or enforcement programs. The Safety and Enforcement Section Supervisor also analyzes accident reports for identification of causative factors; reviews reports on law violations; and recommends corrective practices and procedures; and reviews the overall safety and enforcement program within each District."

### District Safety and Law Enforcement Specialist

In conformance with the new operational plan, six new positions of District Safety and Law Enforcement Specialist, one for each district, have been approved. In his district, the Safety and Law Enforcement Specialist, under direction as a staff officer, plans, organizes and directs the State Park district program of enforcing park rules and regulations, general laws, and a safety program. He develops training, represents the park district in relations with other law enforcement agencies, and serves as liaison with Sacramento headquarters.

### Area Concept

The major structural change in the Operations Division organization at the field level has been the move toward development of an "area concept" for administrative purposes. These areas, whether consisting of only one unit or several units, can be visualized as a single park comprising several geographically associated units. One objective of this organization is to encourage the more effective exchange of personnel and equipment between individual units.

A supervisor designated responsibility for both maintenance and administrative functions of the area is referred to as the "Area Manager."

Administrative activities, such as program planning, budgeting, accounting, purchasing, and maintenance of basic files and records, will be centralized at the area headquarters. The area manager has the authority

to make various work assignments of his personnel within the area.

The primary function of the district and unit staffs is to operate the units, to maintain them, to serve the public, and to provide protection for persons, property, and park values and resources.

Under the current reorganization plan, the former enforcement role of park attendants, as distinguished from park rangers, is being minimized or eliminated in most instances. So, in a given park, fewer employees may perform a police function. In other cases, supervisory rangers, who as a class have carried the principal responsibility for law enforcement, are being assigned as "area managers" over several units within the same geographic area. This will have an effect of further reducing the amount of ranger time devoted to regulatory and enforcement duties.

The plan provided for some permanent park ranger vacancies to be filled on a seasonal intermittent basis. A problem of training seasonal or intermittent rangers and lifeguards will be compounded because there will be more and more seasonals with fewer experienced permanent employees to provide on-the-job training. No specific procedures for applying training standards for seasonal and intermittent park rangers have been established; therefore, it appears there will be a shortage of rangers, qualified to serve as State Park peace officers.

### Departmental Manuals

It was found that many of the departmental manuals are out of date and, in many respects, non-functional. Old manuals, departmental policies, administrative orders, etc., are being reviewed for current application and will be consolidated for re-issuance in three basic manuals: Administrative Manual, Operations Manual, and Planning and Development Manual. Of the three, the Administrative and the Operations Manuals will have the most applicability for park rangers. The Administrative Manual has been issued and the Operations Manual and the Planning and Development Manual will soon follow.

Of immediate interest is the present "Enforcement Manual." As it is now written, it refers primarily to the responsibility of enforcing park rules and regulations. It does not consider the broad responsibilities of the ranger for law enforcement. While this manual fulfilled a need at the time it was published, it is now outdated and inadequate.

### RECOMMENDATION

Park rules and regulations should be extracted from the "Enforcement Manual" and so designated in a separate code book.

The "Manual of Rules and Regulations" should be replaced with a "Manual of Procedure for Law Enforcement" which should cover routine day-to-day policies and procedures that relate to police work, such as: (1) arrest procedures, (2) transporting prisoners, (3) firearms use, (4) handling

juveniles, (5) traffic control, (6) lost persons, etc. These are but a few of the many subjects that should be treated.

A copy of the "Manual of Procedures for Law Enforcement," should be furnished to each park peace officer.

Routine problems require definitive policy and established procedures, and all personnel charged with handling such problems should be trained to know and understand them.

The Manual should be periodically reviewed and updated. Publishing the Manual in loose-leaf form would facilitate the replacement of obsolete material with revisions and additions. Refresher training could be taught from the Manual.

## PERSONNEL SELECTION

The nature of police work requires that one who assumes such duties possess the mental, physical and emotional qualities that will most likely assure his success as a peace officer.

The present job specifications for Ranger I, as well as the promotional positions, fail to adequately emphasize the extent of a ranger's involvement in law enforcement work. Consequently, there are now many State Park rangers who are not suited nor qualified to perform as peace officers. The park ranger, in the role of a peace officer, is confronted with stress situations that require the same physical, mental, and emotional qualities as those expected of a police officer. Therefore, they should be qualified as peace officers. Careful selection of candidates offers the most satisfactory way to assure this.

Age is an important factor to be considered in selecting capable men. Most police agencies have set a maximum hiring age of 35 years. This eliminates those who are past their physical prime. The present job specification for hiring Ranger I classification sets no maximum age. As a result, many men are hired who cannot meet the rigorous physical demands of the job.

## RECOMMENDATIONS

An entrance examination for the Ranger I position should include a written aptitude test, a physical agility test, oral interview, a thorough medical test, and careful background investigation. It should also include the same minimum standards for employment as required for a peace officer by the Commission on Peace Officer Standards and Training.

Each candidate should be (1) a citizen of the United States; (2) at least 21 years of age; (3) of good moral character, never having been convicted of a felony crime; (4) a high school graduate, or equivalent by having passed the General Education Development Test; (5) in good physical health; and (6) suitable for police work, determined by such factors as appearance, personality and temperament. (See Appendix B, p. 96.)



## TRAINING

Each department within the State Government is responsible for the professional, technical, and general development of its employees. Thus, the final responsibility for training within the State Park System rests with the Department of Parks and Recreation. This responsibility is shared as a joint effort by all levels of the organization.

In the Administrative Services Division of the Department of Parks and Recreation there is a Training Section established to provide staff guidance for the implementation of the training. This office also supports training activities through budgeting processes, evaluates the overall training effort of the Department, maintains liaison with appropriate educational institutions, and coordinates such activities with the State Training Officer and State Personnel Board. The supervisor of the Training Section coordinates the training activities of the six district training officers. Normally, each of the district training officers designates one or more other persons to present the training in the field.

The training staff at the unit, area, or district who anticipates training needs, drafts plans for training. An annual training plan is submitted by each supervisor through levels of command. After each plan is reviewed and approved, it is combined with others in the Department's Annual Training Plan.

### Supervisory Training Course

As part of the Department's training plan, a Supervisory Practice Course is regularly presented to supervisory personnel. The standard course provides for 40 hours of classroom instruction and 20 hours of home study. The Department relies upon the district to schedule and present the course, which is usually given once a year to about 12 employees in each district. The course was originally planned for all classes of supervisors at or equivalent to Ranger IV level, but in recent years it has been a practice to include all permanent park rangers of lower grades. The subject of law enforcement is not covered in the list of topics. However, the limited number of hours for the complete course would preclude anything but a mere introduction to the subject of law enforcement training.

### RECOMMENDATION

The content of the Supervisory Practice Course should be expanded to include at least a general introduction to law enforcement responsibilities in the overall management and administration of the State Park System.

### Law Enforcement Training

At the present time there is no established law enforcement training program in the Department for park rangers. However, in cooperation with the Commission on Peace Officer Standards and Training and the Riverside County Sheriff's Department, an 80-hour course, entitled, "Park Ranger Law Enforcement Training," was presented at Riverside

City College to 20 State Park rangers, June 3 - 14, 1968.

The 80-hour course, which was minimal, contained the bare essentials of basic police training. Its purpose was to introduce the ranger to the elementary principles of police practices and criminal law. It is anticipated that similar law enforcement training courses will be presented to additional groups of rangers.

The 80 hours is not enough time in which to give the full basic police course. The minimum number of hours as required by the Commission on Peace Officer Standards and Training for basic police training is 200 hours. It was intended that with the shorter course, a greater number of rangers could receive at least a basic knowledge of law enforcement.

#### RECOMMENDATION

All rangers, designated by the Director as peace officers, should immediately receive 80 hours of law enforcement training. This is a matter of urgency. There should then be established a 200-hour basic law enforcement training program for all State Park peace officers.

Necessary funds for law enforcement training should be budgeted each year.

### Law Enforcement Conferences and Meetings

At some of the park areas and at district levels, law enforcement conferences, meetings, and informal training sessions are frequently being conducted, primarily as a result of recognition of the need for cooperative law enforcement training. Representatives of local police agencies and district attorneys, courts, and the California Highway Patrol participate in the sessions, which cover enforcement subjects such as juvenile delinquency, narcotics problems, laws of arrest, court decisions, etc.

Informal training sessions and conferences are extremely helpful to both park personnel and local law enforcement. Besides the advantages of training, such sessions develop appreciation of mutual problems.

### RECOMMENDATION

The Safety and Enforcement Office at the State level should give guidance and direction to conference sessions between park personnel and local law enforcement by assisting in developing subject matter for discussion, and by accumulating and disseminating to field personnel pertinent information gained from such conferences and meetings.

### Seasonal Rangers

The fluctuating need for park rangers creates a personnel problem.

Increased park use in the summer months makes it necessary to hire large numbers of seasonal park rangers. The policy of cutting back on permanent positions and replacing them with seasonal workers has created an employment and training problem. During the peak period of June through September, the seasonal rangers represent a substantial number of the park ranger working force. Although some are experienced from previous seasons, many are new to the job and without training in law enforcement work; therefore, they are not qualified to perform police work.

### RECOMMENDATION

Seasonal rangers should not be designated nor function as park peace officers unless they are experienced or first receive a minimum of 80 hours of law enforcement training.

As a possible solution, the positions of seasonal ranger might be filled by recruiting college students who are majoring in police science courses, or others with law enforcement backgrounds.

## Roll-Call Training

To supplement formal law enforcement classroom training for park rangers, it is suggested that there be developed a roll-call training program. The program consists of a series of lessons which are prepared by the Office of Safety and Enforcement and coordinated by the departmental training officer.

In roll-call training a complete lesson plan is usually presented weekly or bi-weekly. Depending on its length, a lesson is divided and given in 15 - 20 minute sessions each day, extending over several days. In this way the field personnel are kept currently informed on important problems and subjects pertaining to law enforcement work. The material also serves for retraining.

Roll-call training has some very distinct advantages in that (1) there is provided written training information; (2) the cost per employee is minimal; (3) it is a methodical way to place in the hands of each ranger authoritative information, controlled by the central office; and (4) it assures uniformity for procedures and matters of policy.

It would not be necessary to compose new training material because there is an abundance of such material which has already been developed by law enforcement agencies. It would require only that the lessons be edited for the park needs.

## RECOMMENDATION

A law enforcement roll-call training program should be established in the State Park System and presented on a continuing basis to park rangers.

### Training Academy

There should be a suitable training facility for the State Park System. Training is essential for the many employees of a public service organization as large as the Department of Parks and Recreation. It would be desirable to build an academy within or adjacent to a park unit having a wide range of activities, such as Folsom Park. Facilities in the academy should include several classrooms, a library, an auditorium, a lounge, dormitories, kitchen, dining area, etc.

Training programs in law enforcement, as in other special fields, should serve to maintain park service at a high level.

## RECOMMENDATION

A training facility should be acquired for the purpose of training park peace officers in law enforcement work.

### Area Manager - Law Enforcement Training

Besides his many other duties, the Park Area Manager is responsible for the control of crime within his area; consequently, he should be knowledgeable about all phases of law enforcement work,

### RECOMMENDATION

Prior to the beginning of the 1969 summer season, the area managers, particularly in parks experiencing heavy crime, should complete the 200-hour basic law enforcement course, as prescribed by the Commission on Peace Officer Standards and Training. (See Appendix B, p. 96.)



## THE PARK RANGER

### State Park Personnel

Of the 1,109 employees in the State Park System, approximately 30% are employed in the headquarters offices of the Department of Parks and Recreation, Sacramento. This includes the Director, executives, supervisory, professional, and technical staff, and clerical employees.

There are 773 employees working in 69 designated State Park areas and six district headquarters offices. Of that number, 341 are park rangers, whose primary job is the administration, development, interpretation and maintenance of the State Parks. To accomplish their task, they are assisted by about 200 park attendants, 75 clerical employees, and many others in varied fields, such as curators, naturalists, historians, carpenters, auto mechanics, lifeguards, janitors, etc.<sup>1</sup> During peak seasonal periods the number of field personnel are substantially increased by the hiring of seasonal employees.

### The Park Ranger - Scope of his Employment

At the park unit level the scope of the park ranger's work covers a multitude of tasks. For example, he checks visitors into the parks and assigns them to areas; collects fees; interprets to visitors the natural and historical features of the park; explains, and when necessary, enforces park

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<sup>1</sup> Department of Parks and Recreation - Personnel Roster

regulations and protects park property; works on, and supervises construction and maintenance; assists in the planning and development of park facilities; operates automotive and mechanical equipment; maintains records; prepares reports, etc. In short, the park ranger performs, or supervises the performance of, nearly all tasks necessary to maintain and operate the park unit.

The ranger classification graduates from entry level, through five promotional steps, each assuming a higher and broader level of responsibility, the extent of which is predicated on the size and complexity of the unit, area, district or staff assignment.

At the entry level, the primary function of the Ranger I is to assist the Ranger II and III classifications in unit or area operation. Ranger IV usually supervises a major unit or area, while Ranger V and VI are at the management level of a district, or serving in a staff capacity at the state level.

#### The Park Ranger - His Response to New Challenges

The responsibilities of the modern park ranger are complex and varied. Traditionally, he is dedicated to a service directed toward providing the park visitor with a pleasant recreational experience, and to protecting the vast natural resources of the Parks and their facilities.

Within the short period of a ranger's career, he has seen a wide change

in the character of public use of the Parks - from peaceful holiday picnics of yesteryear to mass recreational demands of today. In addition to his many tasks in park management, he finds himself increasingly confronted with problems that relate to human conduct; problems concerned with the direction and control of people; situations caused by lack of conformance to normal patterns of social conduct, antisocial or criminal behavior.

The problems of crime make ever greater demands on the time and energy of the rangers, so most of them recognize the need for effective crime control measures for the Parks. They showed enthusiasm and interest with the prospects for a strong law enforcement program. Some park personnel, however, are uneasy and disturbed by the increased law enforcement responsibilities, and are unsure of their ability to perform in the role of a "peace officer." Others are reluctant to become involved. They feel that it is "someone else's job." There were expressions that "I didn't become a park ranger to be a policeman." Some supervisors, as well as the rangers, are annoyed by the increasing need to take time from their other pressing duties to respond to subpoenas as the result of some enforcement action they have taken.

These attitudes, however, have some justification, as they reflect in some degree departmental policy as stated in the "Enforcement Manual of State Park Rules and Regulations." The "Policy" seems preoccupied with the need to treat the park visitor with courtesy and solicitude,

dwelling primarily on the procedures for enforcing the Park Rules and Regulations. The Policy falls short of treating serious criminal violations and the need for a broadly formulated enforcement policy.

Within the ranks of the rangers there is concern about the lack of equipment to do the police job, particularly defensive weapons, radios, and suitably equipped vehicles. The elimination of permanent positions and reduction of personnel have caused real manpower shortages in the Parks. Excessive duties and long hours of work, much of it generated by the crime problem, are creating discouragement and negative attitudes among the personnel.

#### RECOMMENDATION

As it affects law enforcement, there should be an objective, in-depth management study of personnel needs for each park unit. Additional rangers should be assigned if the need is justified.

#### The Park Ranger - His Capability and Authority to Enforce the Law

The strength of the law rests in the capability to enforce it; otherwise, law would be mere words without authority.

The granting of peace officer authority presumes a capability to enforce the law.

Under Section 830, Penal Code, a park ranger, designated as a peace officer, may exercise his authority when acting in the performance of his duty. In giving peace officer status to the park ranger, the Legislature recognized the need for such authority in order that the ranger could take enforcement action when necessary. This is stated in the following Penal Code sections:

835 Penal Code

An arrest is made by an actual restraint of the person, or by submission to the custody of an officer. The person arrested may be subjected to such restraint as is reasonable for his arrest and detention.

835a Penal Code

Any peace officer who has reasonable cause to believe that the person to be arrested has committed a public offense may use reasonable force to effect the arrest, to prevent escape or to overcome resistance.

A peace officer who makes or attempts to make an arrest need not retreat or desist from his efforts by reason of the resistance or threatened resistance of the person being arrested; nor shall such officer be deemed an aggressor or lose his right of self-defense by the use of reasonable force to effect the arrest or to prevent escape or to overcome resistance.

Section 5005 Public Resources Code makes it mandatory that ". . . the Department shall protect the State Park System from damage and preserve the peace therein."

The capability and authority of an officer to enforce the law makes it possible for him to act effectively. When either the capability or authority

is absent, he is ineffective. The underlying reasons for compliance by a person to the direction of an officer, or the submission to arrest by an individual, is usually because these conditions are present. Because the park peace officer has been vested with the same responsibilities and authority within the Parks, and faces the same hazards as other law enforcement officers, he should be prepared and equipped in the same manner to do his job.

As the crime situation in the Parks becomes more critical, the charge on the Department becomes more meaningful and more real.

In Department Notice 68-7, issued January 26, 1968, the authority of the State Park Peace Officers was authorized as follows:

"The Director may designate certain employees as State Park Peace Officers. These employees enforce the State Park Rules and Regulations (Administrative Code, Title 14, Division 3, Sections 4300 and following), Harbors and Navigation Code, Section 267 and Sections 650-772, and the rules and regulations of the Harbors and Watercraft Commission (Administrative Code, Title 14, Division 4, Section 5000 and following).

"State Park Peace Officers enforce these rules and regulations by (1) issuing BP-20, Notice of Violation, (2) issuing BP-19, Notice to Promise to Appear, or (3) arrest and detention (see Enforcement Manual Section E300).

"State Park Peace Officers are not authorized to enforce any statutes, codes, or rules and regulations other than as described above."

According to the directive, one may conclude that the administrative officers of the Department of Parks and Recreation are concerned with

enforcing minor park regulations, but feel no obligation to protect the visitor from perpetrators of major crimes.

### RECOMMENDATION

The present restrictive policy of the Department should be restated to allow State Park Peace Officers to exercise full peace officer powers in performing their duty in the Parks. In being denied authority they are relieved of responsibility.

### Peace Officer Designation

In accordance with a survey completed in August 1967, a total of 498 employees of all classes and grades were included in current roles of those employees having been designated by the Director as State Park Peace Officers. There is uncertainty as to whether all those "designated" have received adequate law enforcement training.

In 1960, a three-day law enforcement training program was inaugurated for this purpose. The instruction was devoted mainly to the "Enforcement Manual of State Park Rules and Regulations." However, the program has not been maintained, and is now given in an informal manner by various park units.

To qualify a ranger as a peace officer, the Director of the Department of Parks and Recreation must so designate him. Section 5008 Public Resources Code states: "The Director may designate any officer or



employee of the Department a peace officer for the State Park System. " Such authority presupposes commensurate responsibility and accountability of the Director as to the ranger's competency to perform his duty. Such competency of the ranger should be judged on the basis of physical and mental attributes, education and training.<sup>1</sup>

#### RECOMMENDATION

A park employee should not be "designated" as a State Park Peace Officer unless he is experienced in law enforcement work or has received a minimum of 80 hours of law enforcement training. The 80 hours does not meet the 200 hour basic minimum required by the Commission on Peace Officer Standards and Training, and should be considered only a "stop-gap" until training schedules can provide for the full 200 hour minimum. There should be a written policy setting forth the qualifications for designation as a "peace officer" and the procedures to be followed.

The ranger today must be better qualified and better equipped than in the past to cope with all the problems that may occur in the park unit. This includes the prevention of crime and enforcement of the law. In the parks he has concurrent jurisdiction with local law enforcement officers, but he

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<sup>1</sup> See Appendix B, p. 96



is frequently the only man available to maintain peace and order, or initiate enforcement action.

To function effectively, he must be thoroughly conversant and knowledgeable about the technicalities of the law and its application. Such competence requires training, experience, and the wherewithal to do the job.

With millions of people visiting the parks each year, the full range of human conduct can be expected, including crime and disorder. Enforcing the law and protecting persons and their property is only one job of the ranger, but often it is the most important.

#### Defensive Weapons

As a matter of informal policy, park rangers, while on duty, do not carry firearms, handcuffs, or batons. Thus, in the context of standard peace officer capability, they are not equipped to meet their obligations as peace officers. Under the present department policy, a park ranger must patrol a park unit unarmed. If he is challenged with force or violence, he must give thought to artful persuasion or retreat.

If a park ranger, concerned with his personal safety, carries a weapon while on patrol, he is in conflict with a departmental policy and could be the subject of discipline.

If a ranger, untrained in the use of firearms, should carry a firearm

while on duty, and uses it improperly causing injury to persons or property, both he and the State could be the subject of civil action.

In many of the parks the ranger faces the same dangers as a police officer who is working on the city streets. In those parks where danger exists he should be armed with defensive weapons. A gun is the officer's last resort and is used rarely, if ever. However, he should have this protection that our law recognizes he is entitled to.

Where circumstances dictate, particularly in reference to patrol assignments, rangers should have had firearms training and be armed with defensive weapons while on duty.

The baton should be carried as it is very effective in the hands of a ranger well trained in its use. Handcuffs are essential for prisoner control.

The park visitor will feel much more secure if he knows the park ranger has the capability and the authority to act in his (visitor's) defense. There need be no apology by the park administration for realistically meeting the problems of crime and disorder that the people have brought to the parks.

### Tear Gas (Mace)

Although the chemical "Mace" has been found to be a safe and effective weapon for both individual and crowd control, Section 12403 Penal Code makes no provision for its possession or use by State Park peace officers.

### RECOMMENDATIONS

A written policy on firearms use should be established and made part of a manual of procedures for law enforcement.

Selected rangers should be thoroughly trained in the use of firearms, and other defensive weapons, by firearms training officers at police or sheriff department ranges. Firearms training should be in addition to other law enforcement training.

Guns, holsters and belts, ammunition, handcuffs and batons should be purchased by the department and, on the basis of need, issued to designated park units.

Under the unit supervising ranger, rigid weapon control procedures should be established.

Only those rangers who have completed firearms training should be allowed to carry a firearm on patrol duty.

Section 12403 Penal Code should be amended to permit the possession

and use of tear gas (mace) by a State Park peace officer in the performance  
of his duty within a State Park.

Estimated Cost of Defensive Equipment for 100 Rangers

The estimated cost of defensive equipment, based on requirements for  
law enforcement officers, is as follows:

<u>Item</u>	<u>Cost per 100</u>
Smith and Wesson .38 Revolver, 4-inch barrel (\$57.43) . . . . .	\$ 5,743.00
Ammunition for .38 Revolver, (\$69.60 per thousand; \$139.00 for 2,000) . . . . .	139.00
Holster, swivel-type with flap (\$9.50) . . . . .	950.00
Belt (\$10.95) . . . . .	1,095.00
Cartridge Case (\$4.25) . . . . .	425.00
Cuff Case (\$4.25) . . . . .	425.00
Handcuffs (\$13.50) . . . . .	1,350.00
Baton (\$4.00) . . . . .	400.00
Total . . . . .	\$10,527.00

Factory re-load ammunition, \$42.95 per thousand. \$10 per thousand rebate on ammunition brass.

Mace - Mark IV model (\$8.45)

Mace holder (\$2.50)

## CRIME IN THE STATE PARKS

In the State Parks, the beach and recreational areas are feeling the greatest impact of crime and disorder, especially those that are near the large urban areas, or those that can be easily reached.

Juveniles and young adults are the worst offenders. Crimes against property are the most prevalent. Car clouts, burglary, thefts, and vandalism cause great loss. Young people, individuals and groups invade the parks for partying and drinking, creating disturbances. A number of arrests have involved marijuana, dangerous drugs, and other narcotics. In some beach areas nudism and lewd and immoral exhibitions are not uncommon. "Hippy" type people enter the parks and attempt to "live off the land" by stealing supplies and camp gear from campers.

The San Mateo Coast, Orange Coast, Folsom Lake, and Big Basin are some park areas that have experienced great difficulty. Strong counter-action to control increasing crime must be taken.

Inability of the park rangers to control disturbances and disorder, or failure to take appropriate enforcement action, encourages disrespect for law and order. Permissiveness by the rangers is interpreted as a license to violate the law. In these matters the capability to enforce the law must be demonstrated before the troublemakers will abide by the law.

## Juvenile Control

The park ranger appears to be confounded and frustrated by the actions of juveniles and young adults who come to the parks in great numbers, and are difficult to control. Consequently, when enforcement action should be taken the ranger is reluctant to move. Juveniles have beer parties; they get drunk; use narcotics; fight; attack other park visitors; create disturbances and commit vandalism. However, relatively few juvenile arrests are being made. The rangers think handling juveniles becomes too involved, so little action is taken. This condition will be controlled only when the ranger is confident of his ability to cope with the problem. He must be familiar with juvenile law and have some understanding as to how best to deal with the young people. This will be achieved only with training and experience.

## RECOMMENDATION

As an urgent measure, all park rangers should undergo a special training course in juvenile control. Particular emphasis should be given to juvenile court law. (Chapter 2, Part 1, Division 2 of the Welfare and Institutions Code, Sections 500 - 914.) This should receive top priority during the spring months of 1969.

Increased competence of the ranger in this area would be striking at the very heart of the park crime problem. The training program could be

developed by the Office of Safety and Enforcement in coordination with the Training Section, and given at the District level as in-service roll call training. This would be training effort in which the assistance of local law enforcement could be solicited.

### Car Clouts

Thefts from parked vehicles are commonly referred to as car clouts. However, any theft from a locked vehicle is burglary, a felony. If the car is open or unlocked, the offense is theft. With some exceptions, theft of property valued at \$200 or less is petty theft, a misdemeanor. If the value exceeds \$200, it is grand theft, a felony.

Car clouts most frequently occur in the parking areas where visitors leave their cars unattended. The thief usually looks for an unlocked vehicle where property has been left in plain sight. However, locked vehicles are easily entered, either by inserting a wire through the window edge and lifting the door handle, breaking the window, forcing the lock, or by using a key from a master set which can be purchased. The best prevention is for car owners to place all property out of sight in the trunk of the car. Park visitors are usually not aware of the possibilities of thefts in the park area. They should be made aware of the hazard.

### Campsite Burglaries and Thefts

Many thefts and burglaries occur during the day while the campsite is unattended or at night while the campers sleep. Campers often leave



personal property in the open when they leave their camp. They return to find food lockers missing, cameras, sporting gear, purses, clothing and other items gone. At night, wallets and other valuables are taken from the sleeping and unsuspecting campers.

There are several techniques that might be used to repress these types of crimes and to apprehend perpetrators, such as intensive patrol, surveillance, etc. This requires suitable vehicles and radio communications equipment.

### RECOMMENDATIONS

Park visitors should be alerted to the crime hazards in the Parks. In all Parks that staff the entrance control station, an information brochure should be given to visitors, advising them to lock their cars and remove ignition keys, and to lock their property out of sight in the trunk of their car, or secure it in some manner when the vehicle is left unattended.

Instruct visitors to secure property at campsite during their absence.

Permanent signs should be posted at parking areas, advising visitors to lock property out of sight when parking and leaving car unattended.

More ranger time should be devoted to patrol and the surveillance of parking and camping areas in an effort to apprehend car clouters, thieves, and burglars. Presently, very few arrests are being made for these offenses.



In the critical areas, 24-hour patrol should be maintained.

#### Park Department Building Security

Properly secured State Park buildings can discourage the burglar and save thousands of dollars in stolen property. Burglaries could be prevented if each park unit office were reviewed for security deficiencies and such deficiencies corrected. Of those Parks visited, it was noted that office floor safes are located in small, unlighted closets of the park offices, making it very convenient for a burglar to work without being detected or molested. None of the office windows are barred, nor are there burglar alarms or electronic-intrusion devices protecting park unit facilities.

In some offices without safes, daily cash receipts are secreted in boxes or other convenient places within the office. In some instances, cash receipts accumulate for several days in the park unit office before being banked, creating unnecessary loss risks.

In addition to the monetary loss in a burglary, thousands of dollars are spent each year by the taxpayers in the apprehension, prosecution and confinement of burglars. Burglary offenses are not always the work of the professional thief, but often committed by the "opportunist" who seeks out a poorly-secured building. Improved security measures will have a deterring effect on the would-be thief.

## RECOMMENDATIONS

All park unit offices should have the floor safes located in plain view in a visible area of the office.

Park offices should be well lighted.

Silent burglar alarms should be installed in park offices with alerting units in the residence or living quarters of the park unit ranger.

Exterior office doors should be equipped with cylinder dead-locks that unlock with a key from both the outside and inside.

Rear office windows that are not easily visible from the front area of the building should be secured by iron bars of at least one-half inch round or 1" x 1/4" flat steel material, spaced not more than five inches apart, securely fastened by rounded head flush-bolts on the outside.

Monies collected by the park unit should be deposited each day in order to keep loss potential at a minimum.

Serial numbers of typewriters and other office machine equipment should be recorded and maintained in the office so that in the event of theft such serial numbers will be available for crime report.

### Control of Keys for Park Buildings

There is no written procedure for the control of keys within the park units. Keys, which are lost, stolen, or retained by employees who leave the department, are merely replaced or duplicated, but locks are not always changed. The present system makes unauthorized entry into park buildings comparatively easy. There are many unexplained losses from park warehouses and storage areas which could well be attributed to the lax control of keys.

### RECOMMENDATIONS

Each park unit should acquire a key cabinet in which all extra keys could be secured.

Locks with cylinders that can be re-keyed should be installed in exterior locks.

Lock cylinders should be re-keyed when keys are lost or stolen.

### Crime - Quantity and Kinds

To determine the extent and nature of criminal activity in the State Parks, a questionnaire was sent to all park areas in the State, requesting the number and kinds of criminal offenses reported during the period July 1, 1967, to July 1, 1968. The responses indicated that there were 7,148 felony and misdemeanor offenses, and 905 traffic violations reported, for a total of 8,053. Of the total, 4,806 (59%) of the offenses occurred in 8 (11%)

of the 69 park areas. The remaining 3,247 (41%) offenses occurred in 61 (90%) park areas.

According to the reported figures, the most heavily involved areas were the San Mateo Coast State Beaches with 2,002 offenses followed by Orange Coast Area with 1,592 offenses and the Folsom Area with 546 offenses.

Besides the volume of crimes reported, the Parks had many miscellaneous incidents involving lost persons, drownings, suicides, accidental deaths, cases of insanity, and emergency illnesses.

The incidents of crime in the State Parks, as reflected by this report, do not tell the full story. Many crimes go unreported, and those reported to the local police may never be known to the park personnel. The present informal system of recording crime in the "Supervisor's Weekly Log" does not assure complete reporting. Even so, the volume of crime reported surpasses the quantity of that in many counties and medium-sized cities of California.

It is doubtful if there is a basis for comparing crime in the Parks with that of local municipalities or counties. However, the following figures show comparable volume of serious crime in the State Parks and in selected cities and counties, also the number of full-time police personnel working in such organized police agencies.<sup>1</sup>

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<sup>1</sup>Crime and Delinquency in California, 1967

<u>Jurisdiction</u>	<u>Part I Offenses</u>	<u>Full-time Police Personnel</u>
City of Bakersfield	1,627	176
City of Concord	1,164	106
City of Santa Clara	1,274	99
Butte County	1,548	141
Imperial County	1,267	193
Placer County	1,208	136
Yolo County	1,188	162
San Luis Obispo County	1,329	171
State Park System	1,400 (approximate)	

Personnel in the Parks are assigned to perform tasks pertaining to park management and maintenance. Police work is incidental to other tasks. No one in the Parks is assigned full time to combat crime. Presently, only the Safety and Enforcement Supervisor, at the state level, is assigned full time.

Table 1

**Criminal Offenses and Incidents Reported in the  
State Parks for the Period July 1, 1967, to June 30, 1968**

Crimes against person

Murder	1
Rape	10
Assault	248
Child Molest	3
	<hr/>
	262

Crimes against property

Robbery	3
Burglary	128
Auto Thefts	32
Car Clouts	838
Arson	2
Malicious Misch.	
(Vandalism)	782
Theft	1,077
	<hr/>
	2,862

Offenses against public order

Riots	35
Drunkenness	1,079
Disturb. Peace	244
Panhandling	230
Indecent Exposure	
and Nudism	186
Juvenile Drinking	29
Curfew violations	18
	<hr/>
	1,821

Vice Offenses

Narcotics	335
Homosexual	35
Glue Sniffing	5
	<hr/>
	375

Total 5,320

State Park Violations

Hunting Parties	155
Firearms	117
Fish & Game	43
Illegal Camping	1,187
Fire Violations	9
Non-payment Fees	38
Trespass	175
Dog Violations	104
	<hr/>

Traffic Violations 905

Criminal Offenses 5,320

Grand Total 8,053

Miscellaneous Problems

Lost Persons	212
Drownings	38
Rescues	8
Suicides	2
Attempted suicides	2
Accidental deaths	3
Insanity	2
Resuscitator calls	25

Table 2

Total Crimes and Other Incidents Reported by District  
in the State Parks for the Period July 1, 1967, to June 30, 1968

<u>District</u>	<u>Crimes</u>	<u>Park Violations</u>	<u>Traffic</u>
1	320	954	86
2	189	63	-
3.	836	3	1
4	1,954	718	382
5	267	26	-
6	<u>1,754</u>	<u>64</u>	<u>436</u>
Total	5,320	1,828	905

Crimes 5,320

Park Violations 1,828

Traffic 905

Grand Total 8,053

## Reported Comments on Crime Problems in Selected Park Areas<sup>1</sup>

### Dyerville Area

Most pressing crime problems affecting units:

"Hunters. Here we contact a sometimes hostile, armed public without the most basic enforcement equipment. Transients and hippie-types are increasing problems involving variety of crimes. Camping outside designated areas and thefts throughout Park."

### Piercy Area

Most pressing crime problems affecting units:

"Our biggest problem stems from under-age drinking and all of the noise, racing, vandalism and belligerence that goes with it. We have had as many as 600 teenagers in the area at one time, many of them drinking excessively. Theft ranks second in the Piercy Area and may well take over as the most pressing problem. It is almost impossible to detect, and therefore much harder to control than our teenage drinking problem."

"Fortunately, we have excellent cooperation from and with the Humboldt County Sheriff's Office. They loan us one of their two-way radios for our patrol vehicle and respond at any time upon request. An excellent relationship with the California Highway Patrol also exists."

### Marin Area

Most pressing crime problems affecting units are theft, drug abuse, narcotics and car clouts.

### Mendocino Area

Most pressing crime problems affecting units:

"The increased use of park units by "hippy" groups who move about at all hours, especially at night, has increased the anxiety of the normal campers and loss of food, camping items, through theft. This

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<sup>1</sup>Peace Officer Standards and Training Survey, October 1968.



added to the loss to professional car clouters, is becoming a major crime problem. These incidents occur around the clock. We are not staffed or equipped to protect the visitor and his property."

#### Folsom Lake Area

Most pressing crime problems affecting unit are vandalism, car clouts, riots, and thefts.

"Vandalism is the major problem. It usually includes destruction of signs, fences, windows and damaging buildings."

"Juveniles - As is to be expected, juveniles create the greatest percentage of the problems here. Almost all car clouts, thefts, riots, fights, and narcotic using are by juveniles. They also account for most of the drownings."

#### Millerton Lake Area

Most pressing crime problems affecting units:

1. Enforcement of boating violations.
2. Handling of juvenile groups (drinking, glue sniffing, narcotics).
3. Speeding and vehicular problems.
4. Apprehension and handling armed hunters.
5. Assault with any weapons (this year youths were apprehended with bicycle chains, cut-off billiard cues, and .22 pistols). Rangers were attacked by youth groups throwing rocks, etc.

#### Big Basin Area

Most pressing crime problems affecting units:

"Special problems involve primarily suspected youth groups who frequently pilfer from unattended campsites as well as some attended during the sleeping hours. A through highway makes such vigilance and patrol quite a problem for these as well as other juvenile gangs who frequent this area at times, usually at night."

"A nearby 'hippie colony' on adjoining private property is building up a series of incidents. Park patrons are cutting their vacations short and clear out because of this 'hippie' crowd. Motorcycle gangs who ride the neighboring ridges and onto park trails without respect for law or order, or rights of others, and without any legal license are a problem to apprehend and a constant threat for an unarmed ranger who comes in contact with them in these areas."

### Pfeiffer Big Sur Area

Most pressing crime problems affecting units:

"The 'hippy' element remains as the primary enforcement problem. Over two hundred arrests were made during the summer season just ending. These arrests were made primarily for illegal camping, open fires, and non-payment of fees. Thefts of food, camping gear, clothing and money, open fires, littering, and sanitation problems can be attributed to the 'unshaven, unshorn, unshod, and unclean'.

"Reports from local enforcement agencies indicate that many hard-core criminals are now taking to the hippy way of life. For this reason it is felt that rangers within the Parks frequented by this type of individual are put in a very hazardous position when attempting to enforce the law without adequate weapons and incomplete training in law enforcement.

"Juveniles are also a constant problem. We encounter problems with excessive noise, speeding, consumption of alcoholic beverages, use of narcotics. When arresting juveniles, notification of their parents or guardian is difficult because many have no identification and refuse to identify themselves."

### San Mateo Coast Area

Most pressing crime problems affecting unit:

"Car clouts, malicious mischief, juvenile disturbances, juvenile drunks, Vehicle Code violations, 'Outlaw Groups' (Hells Angels, etc.), nudism, thefts (petty and grand), and 'Hippy' activities.

"The San Mateo Coast State Beaches are comprised of 10 separate units totaling 14 miles of ocean frontage. The distance from the northernmost to southernmost is 56 miles. This spread-out situation limits the effectiveness of our patrols due to travel time on a congested two-lane highway.

"Also, due to limited manpower, we are unable to provide night patrol. At night we lock up, go home, and hope everything is still there in the morning. Without manpower to man our base radio, and not being allowed to carry the necessary equipment for self-protection, it is too dangerous for employees to provide night patrol of our scattered units."

### Carpinteria Area

"Our records do not show the full extent of the problem. The use of narcotics on our beaches is commonplace. The number of petty thefts that we hear about that are not formally reported would double the rate. We have neither the trained personnel nor equipment to effectively combat this situation."

### Orange Coast Area

Most pressing crime problems affecting units:

Juvenile (drinking, fights, vandalism, narcotics, theft).

Drunks (gang fights, assaults).

Vehicle violations.

Car clouts.

"Thefts from campsites by unknown persons, including money, food, and equipment. Vandalism to public facilities. Minors and juveniles entering park after closing, and sleeping in unauthorized areas."

### Time for Decision

Although the "reported" crime in the Parks is substantial, it is surmised that it is only a portion of the true figure. The implementation of the planned central crime reporting system should provide information that would reflect more clearly the true picture.

There is every reason to believe that crime in the Parks will continue to climb, as it is doing throughout the nation. It is folly to expect to hold the line in the Parks unless strong decisive counter measures are initiated. Serious crime in such volume does not yield to token enforcement. There must be strong, responsive action with enough manpower and equipment to do the job. The winter and spring months of 1969 should witness real preparation for a hot summer. Unfortunately, fighting crime is costly, but the criminal will continue to reap a much greater harvest if he is not restrained. Continued escalation of crime in the Parks will bring criticism by those who are victimized, and in time it will mar the image and reputation of the Park System.

The concentration of a large volume of crime in a few park areas emphasizes the need to establish full time policing units in some of these areas.

### RECOMMENDATION

In the park areas that have been experiencing large amounts of crime, there should be established patrol units composed of men trained and

experienced in police work. The officers should be equipped with defensive weapons, and furnished with radio-equipped patrol vehicles.

The following areas should be given priority: Orange Coast, San Mateo, Folsom, Mendocino, Big Basin, San Diego Coast, Big Sur, Carpinteria.

## CRIME REPORTING

The local policing agencies make reports on all crimes which occur in the State Parks that are reported to them. However, with few exceptions, the sheriff and police departments do not furnish crime reports to the Parks. Consequently, the administration of the State Park System has only limited knowledge as to the extent and nature of this serious crime problem.

There is no methodical system for reporting and tabulating the thousands of crimes that occur in the Parks each year. Crimes, with all other incidents, are now reported on the "Supervisor's Weekly Log," a form on which all notable incidents are chronologically logged. Such information is interspersed with other items of general information, much of which appears to be extraneous. Important information is often buried in a mass of other material. Often multiple items are combined in one entry. Information is typed on both sides of the log sheet, making it awkward to read. Brief log entries on crime are made as general statements without much detail; usually without names, addresses, or other pertinent facts. Example: "A visitor's car stolen from Parking Lot #1; was subsequently found by . . . . Police Department."

## RECOMMENDATION

The "Supervisor's Weekly Log" should be maintained. A state-level directive should be issued specifying the manner and form of its use, and categorizing the kinds of information to be recorded. Each incident should be separately reported with pertinent facts, i. e., names, addresses, etc. Information should be typed only on one side of the log sheet. When selected happenings are properly logged, such information serves as a reference point.

To effectively prevent or suppress crime, it is necessary to know what crimes are being committed, and when, where, and how they occur.

Factual data must be methodically accumulated and analyzed in order to develop a comprehensive crime control program.

There is need for a crime reporting system to keep park management informed of all criminal offenses that occur in the Parks, and to provide detailed information for statistical analysis and study to determine the extent and nature of the crime problem.

Such information would also assist in administrative planning and serve to justify budget requests for needed personnel, equipment, and supplies. Information contained in crime records would be helpful in identifying training needs of park personnel. In the park units or areas the crime reports would identify crime hazards, serve as a barometer to effective



police action, and give direction to the crime control program.

It must be stressed that such crime reports would serve only as an administrative tool for the park management, not supplant crime reports that are now prepared by the local policing agency on criminal offenses that occur in the Parks. Besides its use as an administrative tool, a crime report, prepared by park personnel, would be only a reference document for the local police agency.

The creation of the Safety and Enforcement Section within the Operations Division of the Department has provided, in the organizational structure, a function intended to implement a crime control program.<sup>1</sup> This provides a framework for establishing an excellent program.

In the position description for the Supervisor of Safety and Enforcement, a myriad of duties and responsibilities have been listed, each of which is important in accomplishing the total objectives of safety and crime control. However, it appears that it would not be possible for one man to effectively perform all the duties for which he is responsible as shown in the job description.

If the safety and crime prevention program is to truly work, it must be adequately staffed. It is therefore suggested that there be added one

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<sup>1</sup> Refer to page 15 of this report



clerical personnel and two staff men who are experienced in law enforcement and safety work; one assigned full time to develop an effective safety program, and the other as staff assistant to analyze crime reports, make inspectional field trips to evaluate crime conditions, personnel effectiveness, and procedures, and to assist with crime problems. He would also develop in-service training material.

### RECOMMENDATIONS

One additional clerk and two staff men, experienced in law enforcement and safety programs, should be assigned to the Office of Safety and Enforcement to implement the centralized crime control and safety program, as outlined for the Department's Safety and Enforcement Office.

A uniform crime reporting system should be established for the State Parks which would provide all levels of management with factual data about crime and other incidents.

A Crime and Incident Report Form should be provided on which all crime and other incidents could be reported. The form should be printed in quadruplicate.

Park unit personnel should prepare a report on all crime and other incidents which occur in the Parks.

Copies of completed reports should be directed to (1) Supervisor of Safety

and Enforcement, (2) District Headquarters, (3) the local police agency, and (4) the park unit in which the crime or incident occurred.

At the state level in the office of the Supervisor of Safety and Enforcement, all pertinent information from crime reports should be punched on IBM cards from which periodic machine runs could provide valid summaries of reported crime, accidents, and other incidents. From this information a wide variety of studies could be made for planning action programs.

Each park should obtain from the local law enforcement agencies, copies of all reports of crime in the parks not reported to the park personnel.

Park visitors should be requested to notify park personnel about the occurrence of any crime in the park.

### Use of Criminal Code Sections

In reporting crime and charging offenders, law enforcement agencies in the State use the code sections of the various California criminal codes that are applicable. The names and section numbers of crimes are understood and have acceptance by all who work in the field of criminal justice. Such uniformity is particularly important in the maintenance and use of criminal records and in communicating information, not only in California but at the national level in the Federal Bureau of Investigation.

In the fiscal period, July 1, 1967, to June 30, 1968, 67% of all offenses reported in the State Parks were contained in the State criminal codes, primarily in the Penal Code. The remaining 33% were for violation of park rules and regulations.

Most violations as listed in the "Enforcement Manual" of the State Parks have special application only for the parks and have no counterpart in the State criminal codes, so they must be used. However, there are several that cover the law as stated in the Penal Code and the Vehicle Code.

### RECOMMENDATION

In all crime reporting, the common name and code number as stated in the California criminal codes should be used. The sections of the "Rules and Regulations" should be used only for violations not contained in the criminal codes.

## LOCAL LAW ENFORCEMENT AND THE STATE PARK SYSTEM

Most of the State Parks are located within unincorporated areas of counties. Several park units extend into two or more counties, and some are situated within cities or towns. The multiple county situation makes it necessary for a single park unit to work with two or more law enforcement agencies. The reporting of criminal incidents to a local policing agency or the making of a request for service is governed by the location within a Park as to where a crime or an incident may have occurred.

If it is within its jurisdiction, the service of the local police agency extends into the park unit or area. The park areas are patrolled as part of regular assignments. The amount of patrol time that a police agency devotes to a park is dependent on a number of factors, such as, personnel strength, need for service, local attitudes, policy, number of other assignments, etc. This varies from area to area. One park may see a sheriff or police car two or three times in the course of an eight-hour watch, while on the other hand, a ranger reported that a sheriff's patrol car came through the Park about once a week.

The local policing agency is charged with maintaining law and order in the entire jurisdiction. In fulfilling this obligation, it performs all phases of the major police function, i. e., patrolling, investigating crime, arresting violators of the law. The police agencies are responsible for preparing, processing, and maintaining police records, fingerprinting,

identifying, and caring for prisoners. The Department of Parks and Recreation has none of these legal obligations.

The park ranger has concurrent jurisdiction within the State Parks. His is an auxiliary and supplementary role that supports and assists the local police agency in suppressing and preventing crime. This is accomplished by patrolling, reporting crime to police and frequently initiating enforcement action, making preliminary investigations and preserving evidence, and cooperating with the local police agency. These are critical tasks in police work that require a high degree of competence.

Because of the need for a close working relationship between police and the park personnel, it is important that within their jurisdiction the park rangers maintain rapport with local law enforcement agencies, the district attorney, the courts, and certain state agencies, such as the California Highway Patrol, Alcoholic Beverage Control, Narcotic Enforcement, etc. Generally these relationships have been found to be good. However, some instances do arise which cause problems. For example: A ranger may call the police agency to report an incident in which he has not fully evaluated the need for police assistance, and in fact does not require the presence of an officer, or conversely, failure to immediately call the police on important situations in which time is a factor in resolving a case. Other incidents occur where park personnel fail to obtain pertinent information, such as names of witnesses and complainants, license numbers, descriptions of suspects, etc.

A lack of knowledge of the elements of crime causes park personnel to frequently fail to recognize and secure evidence necessary to substantiate a criminal charge. Needless loss of evidence in a criminal matter is naturally upsetting to the police investigator.

One sheriff viewed parks' enforcement policy as badly deficient, training as grossly inadequate, and the Park Department badly undermanned for education and enforcement responsibilities. He also pointed out that park people, for lack of training, had destroyed evidence at the scene of a crime which would have been instrumental in a successful court action.

He expressed the view that seasonal personnel should not be given assignments of patrol or enforcement functions unless trained and experienced.

To allay such criticism, all park rangers should familiarize themselves with the elements of commonly known crimes such as robbery, rape, burglary, grand theft, petty theft, assault, battery, auto theft, disturbing the peace, and drunkenness. Also, juvenile and vice offenses, and traffic violations. Definitions are contained in the Penal Code, the Welfare and Institution Code, the Health and Safety Code, and the Vehicle Code. Each of these codes is essential in the enforcement of criminal law. Presently the district headquarters offices and the park units are not supplied with such code books.

## RECOMMENDATION

The Department of Parks and Recreation should supply sufficient numbers of Penal Codes, Welfare and Institution Codes, Health and Safety Codes, and Vehicle Codes for distribution to each district headquarters and park unit. These are "tools" of law enforcement.

Park rangers should learn names and elements of common crimes.

The extent of local police cooperation with the State Parks should be of vital concern to the administrators of the Department. Through the Office of Safety and Enforcement, liaison should be established with the local agencies, district attorneys, and courts. At the state level there is no written policy concerning the relationship of the Park System with local police jurisdictions. Presently, informal park policies with the police are usually developed at the area or district level in which the Park is located. Consequently, such policies are subject to variation and change. There are areas in these relationships that should have established administrative policy guidelines.

## RECOMMENDATION

There should be policy statement, kept current by the park administration. Such written policy would establish uniformity and serve as a foundation for developing better understanding between the police and the park units,

and give stability, to these relationships.

Park administrators at the state level should establish closer liaison with local law enforcement agencies.

The foremost consideration in maintaining good rapport with local law enforcement is in raising the competence of the individual park ranger so he may effectively perform his role as a peace officer. Many misunderstandings that do arise between the local law enforcement and the park personnel can be attributed to failures of park personnel to carry out a police function. This situation will be resolved only through law enforcement training of park peace officers.



## RADIO COMMUNICATIONS

Radio communications for State Park peace officers is essential. Radio is needed to maintain contact between headquarters and field units. It provides instant communication for routine as well as emergency situations and is a safety factor for the ranger patrol. It gives management an excellent supervisory control and is important in the development and utilization of personnel.

There is a definite need for additional radio equipment for the State Park System. In preparing this report a survey indicated that of the 69 park areas, 36 have no radio equipment. The Four Rivers Park Area has five old units on loan from the California Highway Patrol, and the Henry Coe Area has one unit furnished by the Santa Clara County Sheriff's Department.

There are 200 radio units in use in the park system. Of that number, 55 are over eight years old and should be replaced. The survey indicated that 270 additional radio units are needed. The approximate cost for this equipment is \$290,000, less the present fiscal budget allocations for this purpose.

### RECOMMENDATION

Necessary radio equipment should be purchased to bring the Department up to standard.

## VEHICLES AND SAFETY EQUIPMENT

### Motor Vehicle Equipment

According to the motor vehicle use summaries, a total of 368 motor vehicles of four basic types used by State Park rangers on a full- or part-time basis in safety and law enforcement activities during the 1967-68 fiscal year averaged 52,216 miles and 5.4 years of use.

Of the 368 vehicles included in this analysis, a total of 158 vehicles had traveled in excess of 60,000 miles and 145 vehicles were more than six years of age, and 109 of these were both in excess of 60,000 and six years of age. Of the 109 vehicles so identified, the average had an odometer reading of 81,788 and was nine years of age. (See Appendix C, p. 106.)

Of the 158 vehicles identified as having been operated in excess of 60,000 miles, 73 (46%) had been driven an average of 92,688 miles, 38 had been driven an average of 99,976 miles, and 15 had been driven an average of 108,898 miles.

The Transportation Division of the Department of General Services implements the statewide policy, as stated in Part 4185.1 of the State Administrative Manual, relative to replacement of vehicles. Pertinent excerpts from this manual read as follows:

### Part 4185.1, Replacement Policy

"State-owned vehicles are replaced at any time that it is determined it would be economical to do so, regardless of age or mileage. For automobiles, an evaluation will be made at the time of the annual automotive inspection or at any point repairs are necessary due to accident or major mechanical failure."

### Part 4185.2, Annual Inspection

"Automobiles are to be inspected annually to determine whether or not they should be replaced then, or if they can be economically continued in service. When automobiles have been driven 70,000 miles, more intensive annual inspection is made. In both instances, the decision of whether to replace or retain the automobile will be based on the Department of General Service's automotive inspector's report . . . ."

There does not appear to be a specific statewide criteria which would limit the Department of Parks and Recreation from updating motor vehicle equipment used by rangers. Visits to park units indicated an alarming amount of "down time" of vehicles which were critically needed to fulfill the basic purpose of park and visitor protection and service. It was further observed during the field survey that vehicles were actually unsafe to operate, and some had mechanically deteriorated because of years of use or exposure to climatic conditions to a point where they would look less out of place in a junkyard than in an operating motor pool.

The following table represents an estimated cost for replacement of the 109 vehicles which have been driven over 60,000 miles and are at least six years of age:

<u>Type of Vehicle</u>	<u>Number Needed</u>	<u>Unit Price</u>	<u>Total Cost</u>
Sedan	3	\$1,850	\$ 5,550
Station Wagon	10	1,950	19,500
Jeep-type	4	2,600	10,400
Pickup	<u>92</u>	1,800	<u>165,600</u>
Total	109		\$201,050

The lack of replacement of motor vehicle equipment used in ranger activities is a serious deficiency consistently observed during the field survey. Circumstances which contributed to this condition are deserving of an in-depth management survey at the department level. If vehicles were replaced on age alone, at intervals of six years, normal budgeting could anticipate at least 62 new vehicles each year to keep the present fleet of 368 ranger vehicles updated.

Pickup trucks are used extensively in the Parks as police patrol vehicles. The varied work of the ranger requires that he use a utility vehicle. Parks with few crime problems have no need for police units. However, in the heavier crime areas special police patrol cars should be used. Pickup trucks are definitely not suitable for this purpose.

Both the 4-door sedan and the station wagon have found favor as patrol vehicles. However, the sedan is used much more extensively. The 4-door sedan with heavy-duty chassis and suspension system designed for police

service, is an excellent vehicle and has certain advantages over the station wagon. The installation of a metal separator between the front and back seats provides a secure area for holding and transporting prisoners and is an important safety factor for the officer, especially when he is working in isolated areas of a Park.

The station wagon has advantages as a limited utility vehicle and can also be utilized as an emergency ambulance unit. When equipped with radio, spotlight, red light,<sup>1</sup> siren, and public-address system, either of these vehicles is an excellent all-weather patrol unit. Each patrol car should also be equipped with first-aid kit, flares, blankets, and rope.

#### RECOMMENDATION

At least ten completely equipped patrol vehicles, either 4-door sedans or station wagons, should be purchased and assigned to Parks experiencing excessive crime problems.

Approximate cost - \$18,500.

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<sup>1</sup>Dependent upon amending Section 165, Vehicle Code

### Emergency Vehicles

It is necessary that park peace officers have emergency vehicles to assist in enforcing the law. Although some park patrol units are equipped with red lights and sirens, additional units are needed.

At the present time, park vehicles are not included as emergency vehicles except fire fighting and lifesaving vehicles.

### RECOMMENDATION

It is recommended that Section 165, Vehicle Code, be amended to read:

"An authorized emergency vehicle is: Any state-owned vehicle operated within a State Park area by a peace officer of the Department of Parks and Recreation. "

This should be considered an urgent matter.

State Administrative Manual, Section 4112, states:

Passenger vehicles other than the typical fleet vehicle may be provided as indicated below. Such vehicles must be used by the position for which justified, . . . "

\* \* \*

3 - Law enforcement personnel of the California Highway Patrol and narcotics inspectors may be provided with heavier (Group IV) automobiles, equipped with all necessary law enforcement accessories, in addition to meeting the standards for the typical fleet vehicle.

### RECOMMENDATION

State Administrative Manual, Section 4112, should be amended to include vehicles used specifically for law enforcement in the State Park System.

## THE COST

Waging war against crime is costly, yet it must be done if the Parks are to be maintained and if they are to fulfill their purpose as natural reserves and recreational facilities for the people of California. Every reasonable effort should be exercised to assure that Park visitors are secure from criminal attack.

There are several clearly defined areas where the prevention and control of crime in the State Parks can be exercised; such as:

1. Developing a park ranger field staff, with necessary mobile and communications equipment, trained in policing techniques, so they can effectively perform the necessary police actions to apprehend violators of the law, and to suppress unrestrained and unruly individuals and groups who would abuse Park privileges.
2. Educating and informing Park users of the potential crime hazards, and instructing them as to how they can best protect themselves and their property while visiting the State Parks.
3. Preventing the opportunity for the commission of crime in the Parks by
  - (a) Adequate lighting in hazardous areas.
  - (b) Construction of fences or barriers in certain Park areas to discourage easy access by prowlers and opportunists.

- (c) Use of electronic intrusion devices in selected Park buildings.
- (d) Improved lock and key control.
- (e) Installing barriers on exterior windows and other apertures in State Park buildings.

All such programs should be coordinated with local law enforcement agencies.

Funds should be expended immediately for equipment, additional police personnel, and for the training of park rangers. The following is a recap of cost estimates for equipment as recommended in this report:

Defensive weapons	\$ 10,500
Radios	290,000
Police Vehicles	18,500
	<hr/>
	\$319,000

Every park ranger who has not had law enforcement training should receive a minimum of 80 hours of such training at the Riverside County Sheriff's Training Academy.

Cost: 300 men @ \$100 per man . . . . . \$ 30,000

Twenty area managers should receive training equivalent to the 200-hour basic course as required by the Commission on Peace Officer Standards and Training.

Cost: 20 men @ \$225 per man . . . . . \$ 4,500

Total cost of training and equipment . . . . . \$353,500



## TABLE OF RECOMMENDATIONS

	<u>Page</u>
Park rules and regulations should be extracted from the "Enforcement Manual" and so designated in a separate code book.	19
The "Manual of Rules and Regulations" should be replaced with a "Manual of Procedure for Law Enforcement" which should cover routine day-to-day policies and procedures that relate to police work, such as: (1) arrest procedures, (2) transporting prisoners, (3) firearms use, (4) handling juveniles, (5) traffic control, (6) lost persons, etc. These are but a few of the many subjects that should be treated.	
A copy of the "Manual of Procedures for Law Enforcement," should be furnished to each park peace officer.	
Routine problems require definitive policy and established procedures, and all personnel charged with handling such problems should be trained to know and understand them.	
The Manual should be periodically reviewed and updated. Publishing the Manual in loose-leaf form would facilitate the replacement of obsolete material with revisions and additions. Refresher training could be taught from the Manual.	
An entrance examination for the Ranger I position should include a written aptitude test, a physical agility test, oral interview, a thorough medical test, and careful background investigation. It should also include the same minimum standards for employment as required for a peace officer by the Commission on Peace Officer Standards and Training.	22
Each candidate should be (1) a citizen of the United States; (2) at least 21 years of age; (3) of good moral character, never having been convicted of a felony crime; (4) a high school graduate, or equivalent by having passed the General Education Development Test; (5) in good physical health; and (6) suitable for police work, determined by such factors as appearance, personality and temperament.	
The content of the Supervisory Practice Course should be expanded to include at least a general introduction to law	24

enforcement responsibilities in the overall management and administration of the State Park System.

All rangers, designated by the Director as peace officers, should immediately receive 80 hours of law enforcement training. This is a matter of urgency. There should then be established a 200-hour basic law enforcement training program for all State Park peace officers. 25

Necessary funds for law enforcement training should be budgeted each year.

The Safety and Enforcement Office at the State level should give guidance and direction to conference sessions between park personnel and local law enforcement by assisting in developing subject matter for discussion, and by accumulating and disseminating to field personnel pertinent information gained from such conferences and meetings. 26

Seasonal rangers should not be designated nor function as park peace officers unless they are experienced or first receive a minimum of 80 hours of law enforcement training. 27

As a possible solution, the positions of seasonal ranger might be filled by recruiting college students who are majoring in police science courses, or others with law enforcement backgrounds.

A law enforcement roll-call training program should be established in the State Park System and presented on a continuing basis to park rangers. 29

A training facility should be acquired for the purpose of training park peace officers in law enforcement work.

Prior to the beginning of the 1969 summer season, the area managers, particularly in parks experiencing heavy crime, should complete the 200-hour basic law enforcement course, as prescribed by the Commission on Peace Officer Standards and Training. 30

As it affects law enforcement, there should be an objective, in-depth management study of personnel needs for each park unit. Additional rangers should be assigned if the need is justified. 34

	<u>Page</u>
The present restrictive policy of the Department should be restated to allow State Park Peace Officers to exercise full peace officer powers in performing their duty in the Parks. In being denied authority they are relieved of responsibility.	37
A park employee should not be "designated" as a State Park Peace Officer unless he is experienced in law enforcement work or has received a minimum of 80 hours of law enforcement training. The 80 hours does not meet the 200 hour basic minimum required by the Commission on Peace Officer Standards and Training, and should be considered only a stop-gap until training schedules can provide for the full 200 hour minimum. There should be a written policy setting forth the qualifications for designation as a "peace officer" and the procedures to be followed:	38
A written policy on firearms use should be established and made part of a manual of procedures for law enforcement.	41
Selected rangers should be thoroughly trained in the use of firearms, and other defensive weapons, by firearms training officers at police or sheriff department ranges. Firearms training should be in addition to other law enforcement training	
Guns, holsters and belts, ammunition, handcuffs and batons should be purchased by the department and, on the basis of need, issued to designated park units.	
Under the unit supervising ranger, rigid weapon control procedures should be established.	
Only those rangers who have completed firearms training should be allowed to carry a firearm on patrol duty.	
Section 12403 Penal Code should be amended to permit the possession and use of tear gas (mace) by a State Park peace officer in the performance of his duty within a State Park.	42
As an urgent measure, all park rangers should undergo a special training course in juvenile control. Particular emphasis should be given to juvenile court law. (Chapter 2, Part 1, Division 2 of the Welfare and Institutions Code, Sections 500-914.) This should receive top priority during the spring months of 1969.	44

Park visitors should be alerted to the crime hazards in the Parks. In all Parks that staff the entrance control station, an information brochure should be given to visitors, advising them to lock their cars and remove ignition keys, and to lock their property out of sight in the trunk of their car, or secure it in some manner when the vehicle is left unattended.

46

Instruct visitors to secure property at campsite during their absence.

Permanent signs should be posted at parking areas, advising visitors to lock property out of sight when parking and leaving car unattended.

More ranger time should be devoted to patrol and the surveillance of parking and camping areas in an effort to apprehend car clouters, thieves, and burglars. Presently, very few arrests are being made for these offenses.

All park unit offices should have the floor safes located in plain view in a visible area of the office.

48

Park offices should be well lighted.

Silent burglar alarms should be installed in park offices with alerting units in the residence or living quarters of the park unit ranger.

Exterior office doors should be equipped with cylinder deadlocks that unlock with a key from both the outside and inside.

Rear office windows that are not easily visible from the front area of the building should be secured by iron bars of at least one-half inch round or 1" x 1/4" flat steel material, spaced not more than five inches apart, securely fastened by rounded head flush-bolts on the outside.

Monies collected by the park unit should be deposited each day in order to keep loss potential at a minimum.

Serial numbers of typewriters and other office machine equipment should be recorded and maintained in the office so that in the event of theft such serial numbers will be available for crime report.

	<u>Page</u>
Each park unit should acquire a key cabinet in which all extra keys could be secured.	49
Locks with cylinders that can be re-keyed should be installed in exterior locks.	
Lock cylinders should be re-keyed when keys are lost or stolen.	
In the park areas that have been experiencing large amounts of crime, there should be established patrol units composed of men trained and experienced in police work. The officers should be equipped with defensive weapons, and furnished with radio-equipped patrol vehicles.	58
The following areas should be given priority: Orange Coast, San Mateo, Folsom, Mendocino, Big Basin, San Diego Coast, Big Sur, Carpinteria.	
The "Supervisor's Weekly Log" should be maintained. A state-level directive should be issued specifying the manner and form of its use, and categorizing the kinds of information to be recorded. Each incident should be separately reported with pertinent facts, i. e., names, addresses, etc. Information should be typed only on one side of the log sheet. When selected happenings are properly logged, such information serves as a reference point.	61
One additional clerk and two staff men, experienced in law enforcement and safety programs, should be assigned to the Office of Safety and Enforcement to implement the centralized crime control and safety program, as outlined for the Department's Safety and Enforcement Office.	63
A uniform crime reporting system should be established for the State Parks which would provide all levels of management with factual data about crime and other incidents.	
A Crime and Incident Report Form should be provided on which all crime and other incidents could be reported. The form should be printed in quadruplicate.	
Park unit personnel should prepare a report on all crime and other incidents which occur in the Parks.	

Copies of completed reports should be directed to (1) Supervisor of Safety and Enforcement, (2) District Headquarters, (3) the local police agency, and (4) the park unit in which the crime or incident occurred. 63

At the state level in the office of the Supervisor of Safety and Enforcement, all pertinent information from crime reports should be punched on IBM cards from which periodic machine runs could provide valid summaries of reported crime, accidents, and other incidents. From this information a wide variety of studies could be made for planning action programs. 64

Each park should obtain from the local law enforcement agencies, copies of all reports of crime in the parks not reported to the park personnel.

Park visitors should be requested to notify park personnel about the occurrence of any crime in the park.

In all crime reporting, the common name and code number as stated in the California criminal codes should be used. The sections of the "Rules and Regulations" should be used only for violations not contained in the criminal codes. 65

The Department of Parks and Recreation should supply sufficient numbers of Penal Codes, Welfare and Institution Codes, Health and Safety Codes, and Vehicle Codes for distribution to each district headquarters and park unit. These are "tools" of law enforcement. 69

Park rangers should learn names and elements of common crimes

There should be a policy statement, kept current by the park administration. Such written policy would establish uniformity and serve as a foundation for developing better understanding between the police and the park units, and give stability, to these relationships.

Park administrators at the state level should establish closer liaison with local law enforcement agencies. 70

Necessary radio equipment should be purchased to bring the Department up to standards. 71

At least ten completely equipped patrol vehicles, either 4-door sedans or station wagons, should be purchased and assigned to Parks experiencing excessive crime problems. Approximate cost - \$18,500.

75

State Administrative Manual, Section 4112, should be amended to include vehicles used specifically for law enforcement in the State Park System.

76

It is recommended that Section 165, Vehicle Code, be amended to read: "An authorized emergency vehicle is: Any state-owned vehicle operated within a State Park area by a peace officer of the Department of Parks and Recreation."

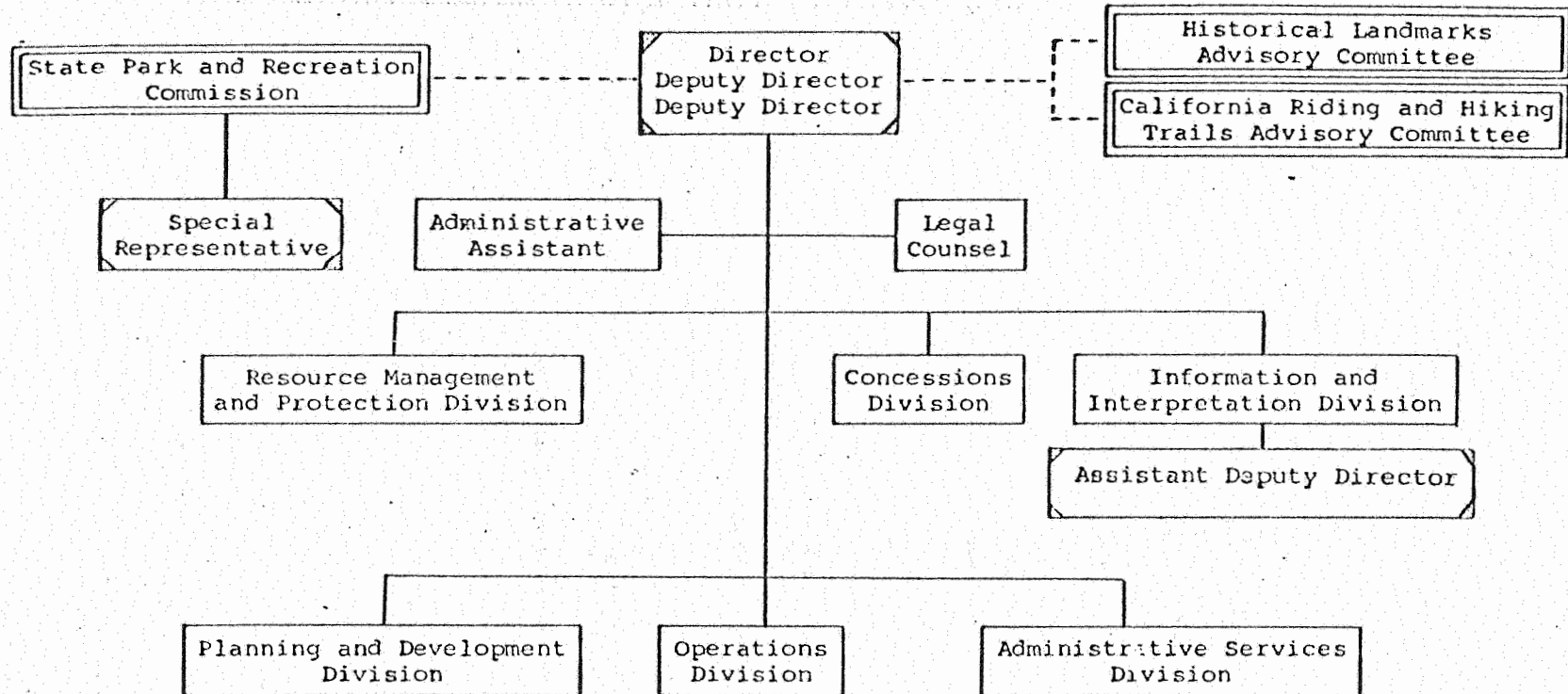


APPENDIX A

DEPARTMENT OF PARKS AND RECREATION  
ORGANIZATION CHARTS



State of California  
The Resources Agency  
DEPARTMENT OF PARKS AND RECREATION  
November 1, 1967



LEGEND

Exempt Position

Approved

Director

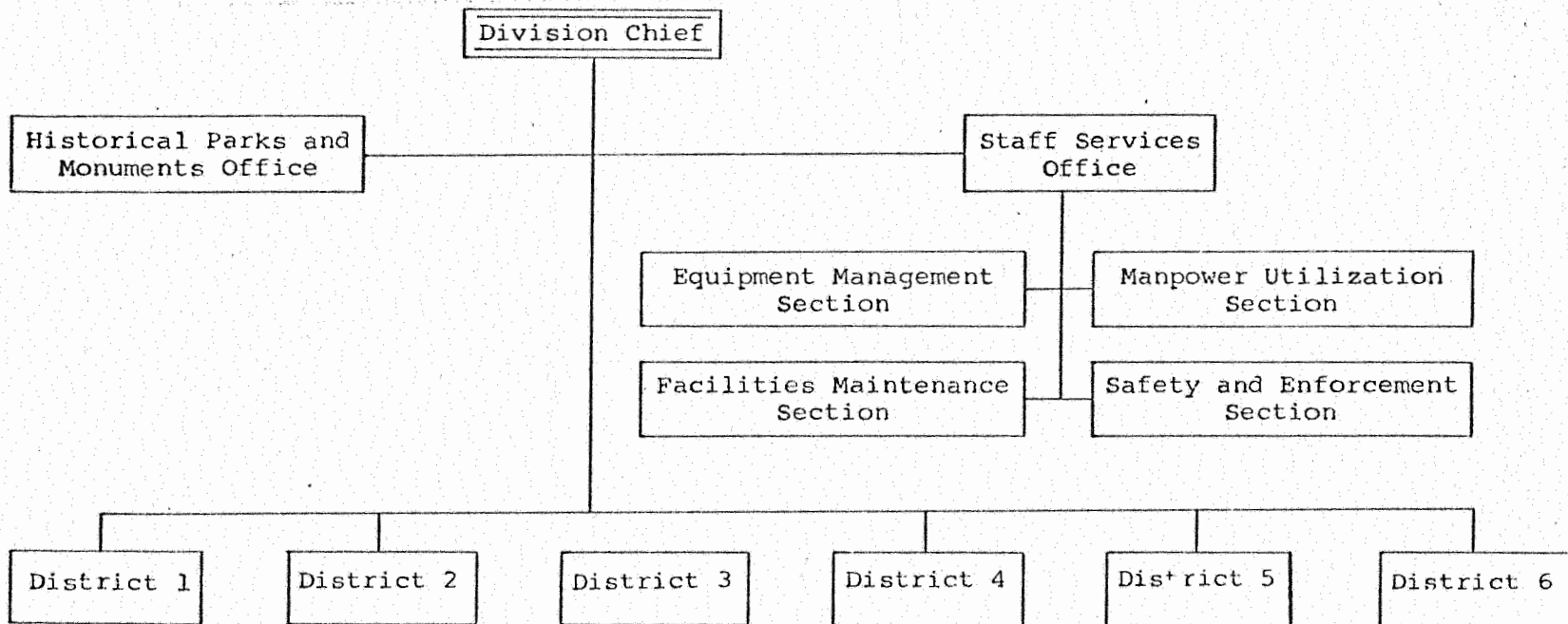
Approved

Administrator

Approved

Governor

State of California  
The Resources Agency  
Department of Parks and Recreation  
OPERATIONS DIVISION



# DISTRICT 1

100

SUPERINTENDENT

RANGER VI

BUSINESS MANAGER

BUS. MGR.

ACCT. TECH. II  
PROP. CLERK I  
SR. TYP. CLERK  
INTER. STENO. CLK.  
INTER. TYP. CLK.

FORESTRY

FORESTER II

INTERPRETATION

DIST. INTER.

MAINTENANCE

MAINT. SUPV.

HEAVY EQUIP. MECH.  
2 EQUIP. OPR.  
1 CARPENTER

ASS'T. SUPT.

RANGER V

ASS'T. SUPT.

RANGER V

111

112

113

114

115

127

126

121

124

125

HIOUCHI  
AREA

JED. SMITH  
DEL NORTE C.  
PELICAN S.B.

ADMINISTRATION

1 RANGER III  
1 RANGER II  
2 RANGER I  
1 DPT. TYP. CLK.

MAINTENANCE

2 MAINT. MAN

TRINIDAD  
AREA

PAIRIE CRK.  
PATRICK'S PT.  
DRY LAGOON  
TRINIDAD S.B.  
LITTLE RIVER

ADMINISTRATION

1 RANGER III  
1 RANGER II  
3 RANGER I  
1 DPT. TYP. CLK.

MAINTENANCE

1 MAINT. FOR.  
3 MAINT. MAN

DYERVILLE  
AREA

HUMBOLDT  
REDWOODS  
GRIZZLY CRK.

ADMINISTRATION

1 RANGER IV  
1 RANGER III  
1 RANGER II  
6 RANGER I  
1 DPT. STENO

MAINTENANCE

1 MAINT. FOR.  
6 MAINT. MAN  
1 EQUIP. OPR.

PIERCY  
AREA

RICHARDSON CR.  
STANDISH-  
HICKEY  
BENBOW LAKE  
REYNOLDS  
SMITHE  
REDWOODS  
ADM. WM.  
STANDLEY

ADMINISTRATION

1 RANGER IV  
1 RANGER II  
3 RANGER I  
1 DPT. TYP. CLK.

MAINTENANCE

1 MAINT. FOR.  
4 MAINT. MAN

FT HUMBOLDT  
AREA

FT HUMBOLDT  
AZALEA S.R.

ADMIN. & MAINT.

1 RANGER I  
1 MAINT. MAN

WEAVERVILLE  
JOSS HOUSE AREA

RANGER II  
MAINT. MAN

SHASTA  
AREA

RANGER II  
MAINT. MAN

TEHAMA  
AREA

WM B IDE  
WOODSON BR.

ADMIN. & MAINT.

1 RANGER I  
1 RANGER I  
1 MAINT. MAN

CASTLE  
CRAGS AREA

1 RANGER II  
1 RANGER I  
1 MAINT. MAN

McARTHUR  
BURNLEY AREA

1 RANGER II  
1 RANGER I  
1 MAINT. MAN

# DISTRICT 2

200

SUPERINTENDENT

RANGER VI

BUSINESS MANAGER

BUS. MGR.

ACCT. TECH. II  
PROPERTY CLERK  
SENIOR TYPIST  
2 INTER. STENO.  
INTER. ACCT. CLK.

SAFETY & ENFORCE.

RANGER IV

INTERPRETATION

DIST. INTER.

MAINTENANCE

MAINT. SUPT.

2 EQUIP. OPER.

ASS'T. SUPT.

RANGER V

ASS'T. SUPT.

RANGER V

249

211

212

213

218

214

220

222

231

MENDOCINO  
AREA

HENDY WOODS  
INDIAN CREEK  
MAILLARD RWD  
MANCHESTER  
MACKEHRICHER  
MONTGOMERY  
PAUL DINECK  
RUSSIAN GULCH  
VAN DAMME  
WESTPORT UNION

ADMINISTRATION

1 RANGER IV  
2 RANGER II  
6 RANGER I  
1 INT. STENO.

MAINTENANCE

MAINT. FOREMAN  
5 MAINT. MAN

FORT ROSS  
AREA

PORT ROSS S.H.P.  
KRUSE RHODO. S.R.  
SALT POINT

ADMINISTRATION

1 RANGER II  
1 RANGER I

RUSSIAN  
RIVER AREA

ARMSTRONG RWD  
AUSTIN CREEK  
SONOMA COAST S.B.

ADMINISTRATION

1 RANGER III  
2 RANGER II  
3 RANGER I

MAINTENANCE

1 MAINT. FOREMAN  
3 MAINT. MAN

BOTHE-NAPA  
AREA

BOTHE-NAPA  
R. L. STEVENSON  
MT. ST. HELENA

ADMIN. & MAINT.

1 RANGER II  
1 RANGER I  
1 MAINT. MAN

CLEAR LAKE  
AREA

CLEAR LAKE S.P.

ADMIN. & MAINT.

1 RANGER II  
1 RANGER I  
1 MAINT. MAN

MARIN AREA  
AREA

MT. TAMALPAIS  
MARIN HEADLANDS  
R & H TRAIL  
SAMUEL P. TAYLOR  
STINSON S.B.  
TOMALES BAY S.P.

ADMINISTRATION

1 RANGER IV  
4 RANGER II  
6 RANGER I  
INT. STENO.

MAINTENANCE

1 MAINT. FOREMAN  
7 MAINT. MAN

SONOMA  
AREA

JACK LONDON  
PETALUMA ADOBE  
SONOMA S.H.P.  
SUGARLOAF RIDGE

ADMINISTRATION

1 RANGER III  
1 RANGER II  
4 RANGER I  
2 GUIDES, H.M.  
INT. STENO.

MAINTENANCE

1 MAINT. FOREMAN  
2 MAINT. MAN  
1 JANITOR  
1 HORTI. TECH.

BENICIA  
AREA

BENICIA CAPITOL  
BENICIA S.R.A.

ADMIN. & MAINT.

1 RANGER II  
1 RANGER I  
1 GUIDE, H.M.  
1 MAINT. MAN

ANGEL IS.  
AREA

ANGEL ISLAND

ADMIN. & MAINT.

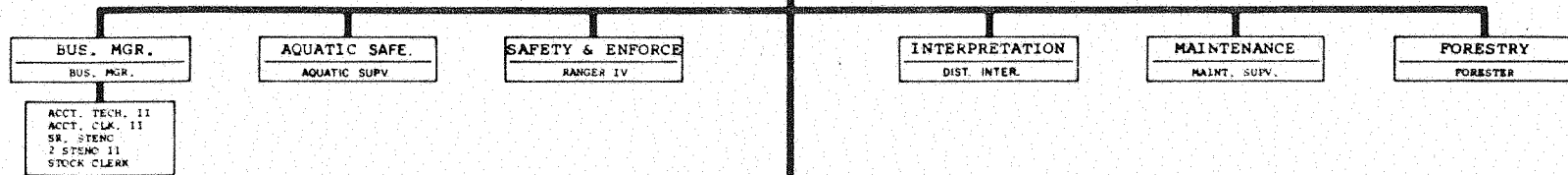
1 RANGER III  
2 RANGER I  
3 MAINT. MAN  
1 BOAT OPERATOR  
1 ELECTRICIAN

# DISTRICT 3

300

SUPERINTENDENT

RANGER VI

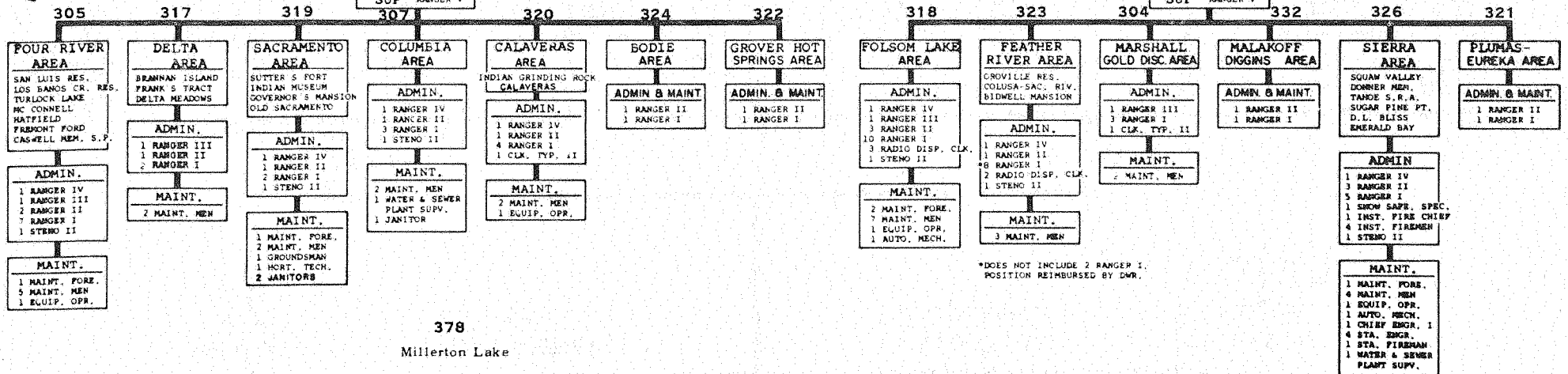


ASSIST. DIST.

SUP RANGER V

ASSIST. DIST.

SUP RANGER V

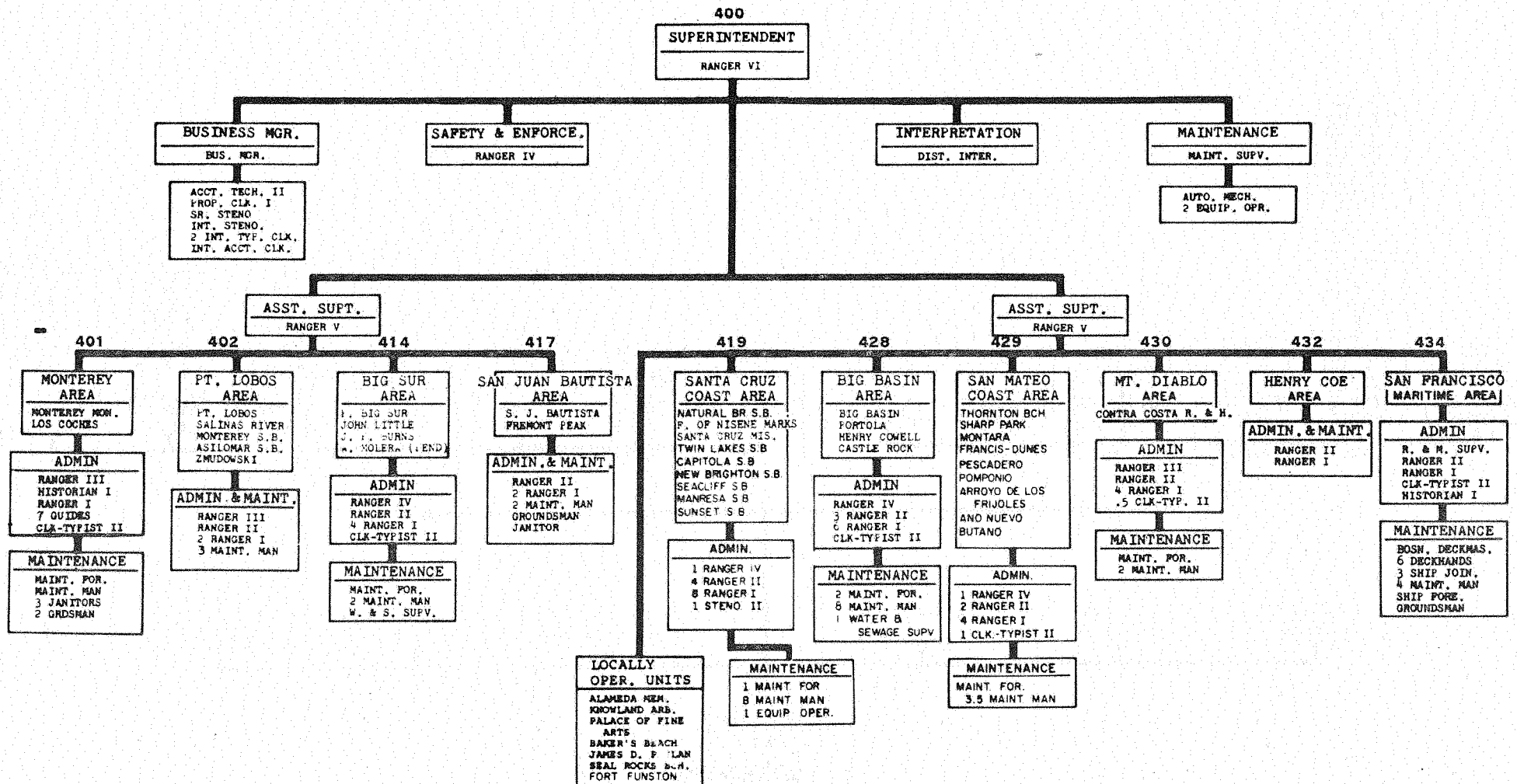


\*DOES NOT INCLUDE 2 RANGER I.  
POSITION REIMBURSED BY DWR.

378

Millerton Lake

# DISTRICT 4



# DISTRICT 5

500

SUPERINTENDENT

RANGER VI

**BUSINESS MANAGER**

BUS. MGR.

ACCT. TECH. II  
PROP. CLK. I  
2 STENO II  
CLK. TYP. II  
CLK. II  
ACCT. CLK. II

**AQUATIC SAFE**

AQUATIC SUPV.

**SAFETY AND ENFORCE.**

RANGER IV.

**INTERPRETATION**

DIST. INTER.

**MAINTENANCE**

MAINT. SUPV.

AUTO. MECH.  
EQUIP. OPR.  
MAINT. MAN

**ASS'T. SUPT.**  
RANGER V

**ASS'T. SUPT.**  
RANGER V

**ASS'T. SUPT.**  
RANGER V

512

501

513

502

503

504

505

506

507

509

543

**MILLERTON LAKE AREA**

**ADMIN.**

1 RANGER IV  
1 RANGER III  
3 RANGER I  
1 CLERK II

**MAINT.**

1 MAINT. FORK.  
4 MAINT. MEN  
1 EQUIP. OPR.

**PISMO AREA**

**ADMIN.**

1 RANGER III  
2 RANGER I  
5 CLERK II

**MAINT.**

3 MAINT. MEN

**MORRO BAY AREA**

MORRO STRAND  
ATASCADERO  
MORRO BAY  
MONTANA DE ORO

**ADMIN.**

1 RANGER III  
1 RANGER II  
4 RANGER I  
1 CLERK II

**MAINT.**

1 MAINT. FORK.  
4 MAINT. MEN  
1 JANITOR

**LA PURISIMA MISSION AREA**

**ADMIN.**

1 RANGER III  
1 HIST. I

**MAINT.**

2 MAINT. MEN  
1 GROUNDSMAN

**GAVIOTA AREA**

GAVIOTA REFUGIO  
EL CAPITAN

**ADMIN.**

1 RANGER III  
3 RANGER I  
1 CLERK II

**MAINT.**

3 MAINT. MEN

**CARPINTERIA AREA**

CARPINTERIA  
PRESIDIO DE SANTA BARBARA

**ADMIN.**

1 RANGER III  
1 RANGER II  
2 RANGER I  
1 CLERK II  
1 LIFE SUPV.

**MAINT.**

2 MAINT. MEN

**SAN SIMEON AREA**

SAN SIMEON S.B.

**ADMIN.**

1 RANGER III  
3 RANGER I  
1 GUIDE III  
3 GUIDE II  
1 SR. CASH. CLK  
1 SR. ACCT. CLK  
2 CLK. TYP. II  
1 STOCK CLERK  
2 CLERK II  
23 GUIDE I  
1 STENO I

**MAINT.**

1 SUPV. GROUNDS  
1 SUPV. HOUSE  
1 SUPV. HOUSE I  
1 MAINT. SUPV.  
1 MAINT. FORK.  
7 GROUNDS  
10 JANITORS  
10 MAINT. MEN

**LOCALLY OPER. UNITS**

ARROYO BURRO BCH.  
AVILA BCH.  
CAYUCOS BCH.  
DOCKWHEELS BCH.  
GOLETA BCH.  
KERN RIVER  
LAS TUNAS BCH.  
L.A. ARBORETUM  
LUNNIS HOME  
MANHATTAN BCH.  
PLACERITA CYN.  
PT. DUKE  
PT. SAL  
PUDDINGSTONE RES.  
PUEBLO DE L.A.  
REDONDO BCH.  
ROYAL PALMS BCH.  
STA. MONICA BCH.  
WILL ROGERS S.B.

**VENTURA BCHES AREA**

VENTURA S.B.  
MC GRATH S.B.  
EMMA WOOD S.B.

**ADMIN.**

1 RANGER III  
1 RANGER II  
2 RANGER I  
1 CLERK II  
1 LIFE SUPV.

**MAINT.**

1 MAINT. FORK.  
1 MORT. TECH.  
5 MAINT. MEN  
2 GROUNDSMEN

**PT. MUGU AREA**

PT. MUGU S.B.A.  
LEO CARRILLO  
NALLIGU LAGOON

**ADMIN.**

1 RANGER III  
1 RANGER II  
2 RANGER I  
1 TYPIST II

**MAINT.**

3 MAINT. MEN

**WILL ROGERS AREA**

WILL ROGERS  
PIO PICO S.H.M.  
LOS ENCINOS  
STA. MONICA NTWS

**ADMIN.**

1 RANGER III  
1 RANGER II  
4 RANGER I  
1 CLK. TYP. II

**MAINT.**

1 MAINT. FORK.  
5 MAINT. MEN  
1 JANITOR

**PT. TEJON AREA**

PT. TEJON S.H.P.  
TULE ELK S.R.

**AD. & MAINT.**

1 RANGER II  
2 RANGER I  
1 MAINT. MAN

**JOSHUA TREES AREA**

AD & MAINT

1 RANGER II  
1 RANGER I

\* RESPONSIBILITY FOR THIS UNIT TO BE ASSIGNED TO DISTRICT 3 AS OF JULY 1, 1968.



# DISTRICT 6

600

SUPERINTENDENT

RANGER VI

BUSINESS MGR.

BUS. MGR.

ACCT. TECH. II  
PROF. CLERK I  
SR. STENO.  
2 INT. TYP.  
INT. ACCT. CLK.

AQUATIC SAFETY

AQUATIC SUPV.

SAFETY AND ENFORCE.

RANGER IV.

INTERPRETATION

DIST. INTER.

MAINTENANCE

MAINT. SUPV.

AUTO. MECH.  
2 EQUIP. OPR.

ASS'T. SUPT.

RANGER V

COASTAL OPERATIONS

ASS'T. SUPT.

RANGER V

INLAND OPERATIONS

602

603

604

629

605

623

606

601

662

616

622

ORANGE COAST AREA

BOLSA CHICA  
HUNTINGTON  
DOHENY  
SAN CLEMENT

ADMIN

RANGER IV  
RANGER III  
4 RANGER II  
6 RANGER I  
INT. TYP. CLK.  
2 LIFE. SUPV.

MAINTENANCE

1 MAINT. POR.  
1 GROUNDSMAN  
9 MAINT. MEN  
EQUIP. OPR.

SAN DIEGO COAST AREA

CARLEBAND  
CARLEBAND  
MOONLIGHT  
SAN ELIJO  
CARDIFF  
TORREY P.  
SAN JASQUAL

ADMIN

RANGER IV  
4 RANGER II  
5 RANGER I  
2 LIFE GUARDS  
LIFE. SUPV.  
INT. STENO.  
INT. ACCT. CLK.

MAINTENANCE

1 MAINT. POR.  
GROUNDSMAN  
8 MAINT. MEN

FRONTERA AREA

SILVER STRAND  
SAN DIEGO-OLD TOWN

ADMIN

RANGER IV  
2 RANGER II  
2 RANGER I  
INT. TYP. CLK.  
LIFE. SUPV.

MAINTENANCE

4 MAINT. MEN

LAKE ELSINORE AREA

ADMIN

RANGER III  
2 RANGER I  
INT. TYP. CLK.  
(PERM. INT.)

MAINTENANCE

3 MAINT. MEN

LOCALLY OPER. UNITS

CORONA DEL MAR

MONTANE AREA

CUYAMACA  
PALOMAR  
R & H TRAILS

ADMIN

RANGER IV  
3 RANGER II  
5 RANGER I  
INT. TYP. CLK.

MAINTENANCE

MAINT. POR.

6 MAINT. MEN

SALTON SEA AREA

ADMIN

RANGER IV  
RANGER II  
4 RANGER I  
INT. TYP. CLK.  
(PERM. INT.)

MAINTENANCE

1 MAINT. POR.

5 MAINT. MEN

PICACHO AREA

PICACHO  
IMP. SAND HILLS

ADMIN

RANGER II  
RANGER I  
1 RANGER I

MAINTENANCE

1 MAINT. MAN

MITCHELL CAVERNS AREA

ADMIN

RANGER II  
RANGER I

HEART BAR AREA

ADMIN

RANGER II  
1 RANGER I

MT. SAN JACINTO AREA

ADMIN

RANGER III  
2 RANGER I  
2 MAINT. MEN

ANZA-BORREGO AREA

ADMIN

RANGER IV  
RANGER II  
8 RANGER I  
DIS. CLK.  
NATURALIST

MAINTENANCE

2 MAINT. MEN



# DISTRICT BOUNDARIES AND ADDRESSES

## HEADQUARTERS

William Penn Mott, Jr.  
*Director*  
Department of Parks  
and Recreation

## DISTRICT 1

3431 Fort Avenue  
Eureka, California 95501  
Alan Philbrook, Supt.  
Phone: 707 443-4588

## DISTRICT 2

1617 Terrace Way (P.O. Box 1296)  
Santa Rosa, California 95404  
Robert Hatch, Supt.  
Phone: 707 542-7190  
ATSS 8-567-0260

## DISTRICT 3

4125 West Lane  
Stockton, California 95204  
Clyde L. Newlin, Supt.  
Phone: 209 466-5591  
ATSS 8-441-3191 or  
8-209-466-5591

## DISTRICT 4

2211 Garden Road  
Del Monte Research Park  
Monterey, California 93940  
Phone: 408-375-5133  
ATSS 8-567-0170

## DISTRICT 5

111 La Patera Lane (P.O. Box 458)  
Goleta, California 93017  
Lloyd W. Lively, Supt.  
Phone: 805 967-3494

## DISTRICT 6

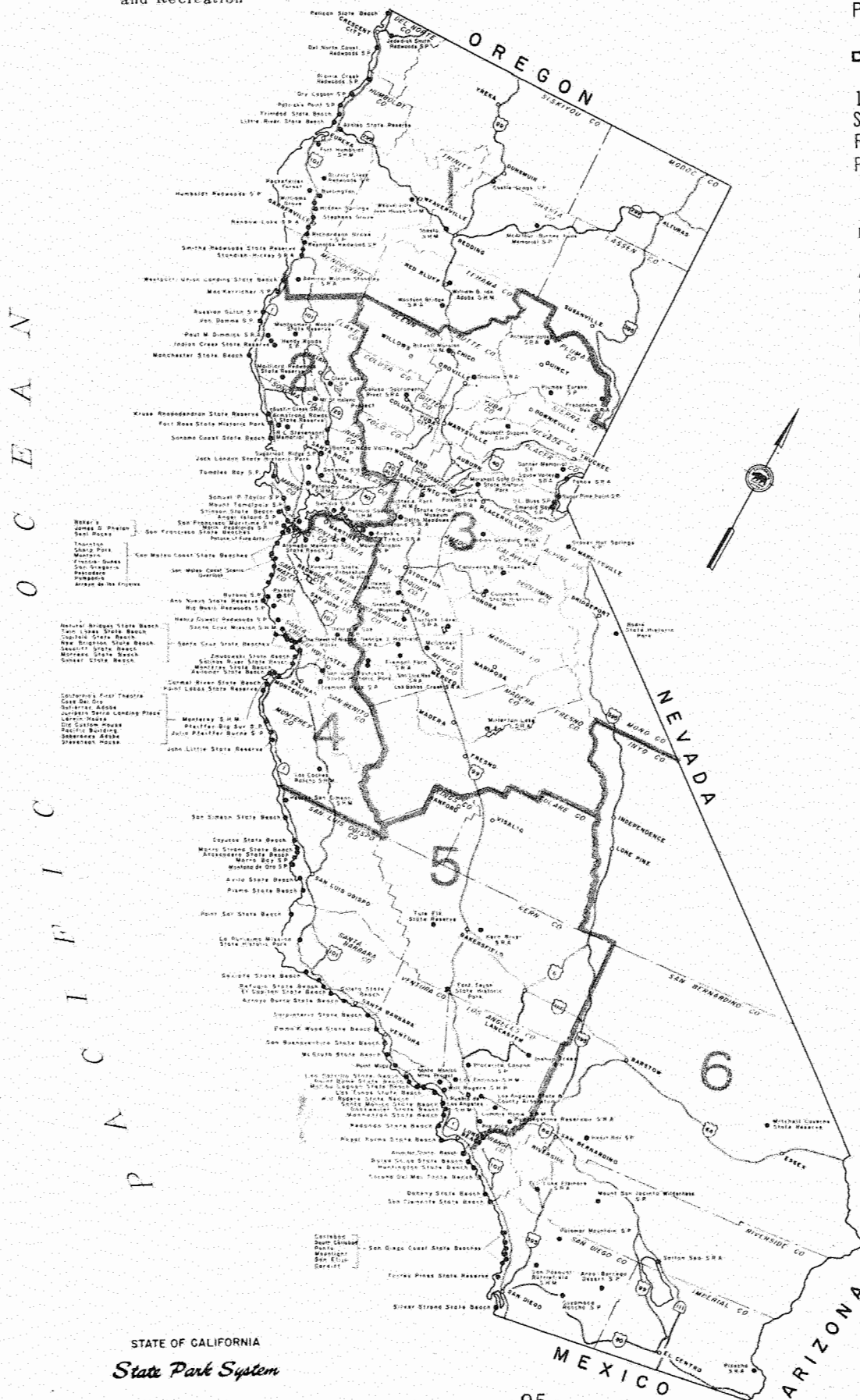
3000 Via De Frente (P.O. Box 1328)  
San Clemente, California 92672  
James Whitehead, Supt.  
Phone: 714 492-5175

## GOLETA REGION

Planning & Development Division  
111 La Patera Lane (P.O. Box 458)  
Goleta, California 93017  
Phone: 805 967-3494

## MONTEREY REGION

Planning & Development Division  
2211 Garden Road  
Del Monte Research Park  
Monterey, California 93940  
Phone: 408 373-2948  
ATSS 8-567-0290



STATE OF CALIFORNIA

State Park System

## **APPENDIX B**

### **RULES AND REGULATIONS OF COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING**



COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

ROOM 700 FORUM BUILDING  
SACRAMENTO 14, CALIFORNIA

September 1, 1968

REGULATIONS

The Regulations of the Commission on Peace Officer Standards and Training are established and adopted in compliance with Sections 13506 and 13510 of the Penal Code of California.

The Regulations have been codified in Title 11, Chapter 2, of the Administrative Code of California, were originally effective October 23, 1960, and revised effective September 1, 1968.

1000. OBJECTIVES

The objectives of the Commission on Peace Officer Standards and Training are:

- (1) To raise the level of competence of local law enforcement officers:
  - (A) By establishing minimum standards relating to physical, mental, and moral fitness which shall govern the selection of city police officers and peace officer members of county sheriffs' departments, and
  - (B) By establishing minimum standards for training such officers.
- (2) To provide such services to local law enforcement as are authorized by law.

1002. MINIMUM STANDARDS FOR EMPLOYMENT

(a) Every officer employed by a department shall:

- (1) Be a citizen of the United States.
- (2) Be at least 21 years of age.
- (3) Be fingerprinted and a search made of local, state, and national fingerprint files to disclose any criminal record.
- (4) Not have been convicted by any state or by the Federal Government of a crime, the punishment for which could have been imprisonment in a Federal penitentiary or a state prison.
- (5) Be of good moral character as determined by a thorough background investigation as prescribed in the specification entitled, "The Personal History Investigation."
- (6) Be a high school graduate or have passed the General Education Development test indicating high school graduation level, or have attained a score on a written test of mental ability approved by the Commission, and equivalent to that attained by the average high school student.
- (7) Be examined by a licensed physician and surgeon and must meet the requirements prescribed in the specification entitled, "Physical Examination."
- (8) Be interviewed personally prior to employment by the department head or his representative, or representatives, to determine his suitability for the police service including such things as the recruit's appearance, personality, temperament, background, and ability to communicate.

(b) It is emphasized that these are minimum entrance standards. Higher standards are recommended whenever the availability of qualified applicants meets the demand.

## SPECIFICATION 1

September 1, 1968

Subject: THE PERSONAL HISTORY INVESTIGATION

This requirement supplements Section 1002(a) (5) of the Commission Regulations. A personal history investigation covering the following procedures must be conducted of each recruit employed pursuant to Chapter 1 of Title 4, Part 4 of the California Penal Code.

The purpose of the personal history investigation is to find examples of any character traits in the applicant's life which might prevent his becoming a successful peace officer. The investigation should be conducted by an experienced investigator and the results should be evaluated by the department head and/or hiring authority to determine whether the applicant is suitable.

The first step in the investigation is the completion by the applicant of a detailed personal history statement upon which the investigation will be based. The investigation should be strictly confidential and the last step should be an interview with the present employer following permission by the applicant. If the applicant lives, or has lived, in a distant community, a letter should be sent to the local law enforcement agency requesting that an investigation be conducted.

Some of the questions to be answered in the investigation are:

- Does he ever display his temper?
- Does he drink when things go wrong?
- Does he "go to pieces" when confronted by danger or a crisis?
- Is there any evidence or indication of emotional instability?
- Is he well adjusted and will he make a good police officer?
- Does he possess high ethics and morals?
- Is he intolerant or prejudiced against other races or religions?

These and other similar characteristics may be revealed only through the personal history investigation. Names of the spouse and close relatives should be checked through appropriate files to determine whether they have criminal records, are in prison or may be in any status or position which might adversely affect the applicant's obligations as a peace officer.

When reviewing the results of the investigation, it should be remembered that what has happened in the past generally will happen in the future.

The investigation should include a check of the following:

1. Military records from the service of the United States or jurisdictions therein, if applicable.
2. Documents, including driver's license, high school diplomas or other suitable record of graduation.
3. Birth or naturalization record to determine age and citizenship.
4. All local police files.
5. Police files in all cities where the person has lived or worked.
6. State criminal records.
7. Records of the Commission on Peace Officer Standards and Training.
8. F.B.I. records.
9. Previous employers.
10. State department granting driver's license.
11. All schools attended.
12. References and relatives.
13. Present and past neighbors and landlords.
14. Fraternal and social organizations.
15. Credit record.
16. Any other source which previous contacts show to be important.

SPECIFICATION 2  
September 1, 1968

Subject: PHYSICAL EXAMINATION

This requirement supplements Section 1002 (a) (7) of the Regulations. It is in keeping with the concept that in order to render proper service to his community, a California Peace Officer must be mentally alert, physically sound and free from any physical defect or mental or emotional instability which might adversely affect his performance of duty. His personal safety and the safety and lives of others may be endangered if he lacks these qualifications.

REQUIREMENTS:

1. Medical Examination

The medical examination shall be given by a licensed physician and surgeon.

2. Medical History

Each applicant must supply to the examining physician a statement of the applicant's medical history of past and present diseases, injuries or operations.

3. Vision and Hearing

The applicant shall possess normal hearing, normal color vision and visual functions as determined by the appointing authority. Each eye must be free of any abnormal condition or disease which in the opinion of the appointing authority might adversely affect performance of duty. He must possess visual acuity of not less than 20/70 vision in each eye without correction and corrected to no less than 20/30 in each eye.

4. Physician's Findings and Record

The physician shall record his findings on appropriate forms and shall note thereon, for evaluation by the appointing authority, any past or present physical defects, diseases, injuries, operations, or any evidence or indications of mental disease or emotional instability. The completed form shall be retained by the local jurisdiction.



SPECIFICATION 3  
September 1, 1968

Subject: THE BASIC COURSE

This requirement supplements Section 1005 (b) (1) of the Regulations. The Basic Course consists of a minimum of 200 hours of instruction in the following subjects:

	HOURS
A. INTRODUCTION TO LAW ENFORCEMENT	10
1. Criminal Justice System	
2. Ethics and Professionalization	
3. Orientation	
B. CRIMINAL LAW	16
1. Criminal Law (Penal Code)	
2. Laws of Arrest	
C. CRIMINAL EVIDENCE	8
1. Rules of Evidence (Evidence Code)	
2. Search and Seizure	
D. ADMINISTRATION OF JUSTICE	4
1. Court System	
2. Courtroom Demeanor and Testifying	
E. CRIMINAL INVESTIGATION	34
1. Assault Cases	
2. Auto Theft Cases	
3. Burglary Cases	
4. Collection, Identification and Preservation of Evidence	
5. Crime Scene Recording	
6. Injury and Death Cases	
7. Interviews and Interrogations	
8. Narcotics and Dangerous Drugs	
9. Preliminary Investigation	
10. Robbery Cases	
11. Sex Crimes	
12. Theft Cases	



F.	COMMUNITY -- POLICE RELATIONS	HOURS 20
	1. Discretionary Decision Making	
	2. General Public Relations	
	3. Human Relations	
	4. Local Programs	
	5. News Media Relations	
	6. Race and Ethnic Group Relations	
	7. Role of Police in Society	
	8. Role Playing Demonstration	
G.	PATROL PROCEDURES	40
	1. Alcoholic Beverage Control Laws	
	2. Crowd Control	
	3. Disaster Training	
	4. Disorderly Conduct and Disturbance Cases	
	5. Domestic and Civil Disputes	
	6. Field Notetaking	
	7. Intoxication Cases	
	8. Mental Illness Cases	
	9. Missing Persons	
	10. Patrol and Observation	
	11. Report Writing	
	12. Tactics for Crimes in Progress	
	13. Telecommunications	
H.	TRAFFIC CONTROL	20
	1. Citations: Mechanics and Psychology	
	2. Driver Training	
	3. Drunk Driving Cases	
	4. Traffic Accident Investigation	
	5. Traffic Directing	
	6. Traffic Laws (Vehicle Code)	
	7. Vehicle Pullovers	
I.	JUVENILE PROCEDURES	8
	1. Juvenile Laws	
	2. Juvenile Procedures	

		HOURS
J.	DEFENSIVE TACTICS	20
	1. Arrest and Control Techniques	
	2. Defensive Tactics	
	3. Transportation of Prisoners and the Mentally Ill	
K.	FIREARMS	12
	1. Legal Aspects and Policy	
	2. Range	
	3. Special Weapons	
L.	FIRST AID	10
M.	EXAMINATIONS	<u>4</u>
N.	TOTAL REQUIRED HOURS	200

#### LIST OF GRADUATES

Course administrators shall submit to the Commission a list of the names of peace officer students who have completed successfully the Basic Course.

#### CURRICULUM CHANGES

Changes in the Basic Course Curriculum of certified schools and colleges should be effected as soon as practicable but in no case later than July 1, 1969.

SPECIFICATION 10  
September 1, 1968

Subject: LAW ENFORCEMENT CODE OF ETHICS

AS A LAW ENFORCEMENT OFFICER, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality and justice.

I WILL keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restraint; and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the laws of the land and the regulations of my department. Whatever I see or hear of a confidential nature or that is confided to me in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

I WILL never act officiously or permit personal feelings, prejudices, animosities or friendships to influence my decisions. With no compromise for crime and with relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing unnecessary force or violence and never accepting gratuities.

I RECOGNIZE the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before God to my chosen profession..... law enforcement.

APPENDIX C

DEPARTMENT OF PARKS AND RECREATION  
MOTOR VEHICLE EQUIPMENT

# DEPARTMENT OF PARKS AND RECREATION

## MOTOR VEHICLE EQUIPMENT

JULY 1968

	Number Vehicles	Avg. Mile Per Veh.	Avg. Age Per Veh.
Sedan	23	54,543	4.2
Station Wagon (incl. Travelalls, etc.)	42	57,166	4.4
Jeep-Type (Scout, etc.)	49	44,730	4.9
Pickup	254	52,631	5.8
	368	52,216	5.41

	Over 6 Yrs.	Avg. Age	Over 60,000	Avg. Miles	Over 6 Yr. & 60,000	Avg. Age	Avg. Miles
Sedan	4	8.0	12	79,449	3	7.5	86,485
Sta. Wagon	10	8.9	26	80,148	10	8.9	89,226
Jeep-Type	9	7.3	10	81,221	4	6.7	79,078
Pickup	122	9.0	110	78,572	92	9.2	80,944
	145	8.8	158	79,066	109	9.0	81,788

Department of Parks and Recreation

Motor Vehicle Equipment

July 1968

State Park District 1

	Number Vehicles	Avg. Mile Per Veh.	Avg. Age Per Veh.
Sedan	4	52,098	3.75
Station Wagon (incl. Travelalls, etc.)	7	43,863	2.93
Jeep-Type (Scout, etc.)	3	35,876	3.83
Pickup	33	60,447	6.53
	47	55,698	5.59

	Over 6 Yrs.	Avg. Age	Over 60,000	Avg. Miles	Over 6 Yr. & 60,000	Avg. Age	Avg. Miles
Sedan	1	6.5	2	74,520	1	6.5	86,889
Station Wagon	0	-	4	66,774	0	-	-
Jeep-Type	0	-	0	-	0	-	-
Pickup	21	8.6	17	85,176	14	8.9	84,832
	22	8.5	23	81,049	15	8.7	84,969

Department of Parks and Recreation

Motor Vehicle Equipment

July 1968

State Park District 2

	Number Vehicles	Avg. Mile Per Veh.	Avg. Age Per Veh.
Sedan	3	45,276	3.83
Station Wagon (incl. Travelalls, etc.)	4	70,201	5.75
Jeep-Type (Scout, etc.)	6	28,337	5.00
Pickup	33	68,464	6.95
	46	61,912	6.39

	Over 6 Yrs.	Avg. Age	Over 60,000	Avg. Miles	Over 6 Yr. & 60,000	Avg. Age	Avg. Miles
Sedan	1	7.5	1	89,231	1	7.5	89,231
Station Wagon	2	8.5	3	87,736	2	8.5	93,117
Jeep-Type	1	9.5	0	-	0	-	-
Pickup	21	9.4	17	80,726	17	9.8	80,726
	25	9.3	21	82,132	20	9.6	82,390

Department of Parks and Recreation

Motor Vehicle Equipment

July 1968

State Park District 3

	Number Vehicles	Avg. Mile Per Veh.	Avg. Age Per Veh.
Sedan	2	37,286	3.00
Station Wagon (incl. Travelalls, etc.)	11	76,222	6.32
Jeep-Type (Scouts, etc.)	6	40,230	4.50
Pickup	49	47,477	5.19
	68	51,187	5.25

	Over 6 Yrs.	Avg. Age	Over 60,000	Avg. Miles	Over 6 Yr. & 60,000	Avg. Age.	Avg. Miles
Sedan	0	-	1	72,770	0	-	-
Station Wagon	6	8.8	9	85,353	6	8.8	89,220
Jeep-Type	0	-	1	73,521	0	-	-
Pickup	20	9.2	16	83,060	13	9.3	87,825
	26	9.1	27	83,090	19	9.1	88,266



Department of Parks and Recreation

Motor Vehicle Equipment

July 1968

State Park District 4

	Number Vehicles	Avg. Mile Per Veh.	Avg. Age Per Veh.
Sedan	4	50,031	3.50
Station Wagon (incl. Travelalls, etc.)	6	17,219	1.50
Jeep-Type (Scouts, etc.)	6	42,039	4.17
Pickup	46	44,930	5.76
	62	42,298	5.05

	Over 6 Yrs.	Avg. Age	Over 60,000	Avg. Miles	Over 6 Yr. & 60,000	Avg. Age	Avg. Miles
Sedan	0	-	2	63,128	0	-	-
Station Wagon	0	-	1	74,706	0	-	-
Jeep-Type	1	6.5	1	64,972	1	6.5	64,972
Pickup	18	9.1	16	65,236	14	9.4	75,311
	19	9.0	20	65,485	15	9.2	74,622

Department of Parks and Recreation

Motor Vehicle Equipment

July 1968

State Park District 5

	Number Vehicles	Avg. Mile Per Veh.	Avg. Age Per Veh.
Sedan	4	50,762	6.25
Station Wagon (incl. Travelalls, etc.)	9	62,782	4.72
Jeep-Type (Scouts, etc.)	7	34,969	4.64
Pickup	35	46,076	5.53
	55	47,737	5.34

	Over 6 Yrs.	Avg. Age	Over 60,000	Avg. Miles	Over 6 Yr. & 60,000	Avg. Age	Avg. Miles
Sedan	2	9.0	2	79,828	1	8.5	83,335
Station Wagon	2	9.5	6	79,257	2	9.5	85,352
Jeep-Type	1	7.5	0	-	0	-	-
Pickup	15	9.2	15	74,812	13	9.1	75,683
	20	9.1	23	76,407	16	9.1	77,369

# Department of Parks and Recreation

## Motor Vehicle Equipment

July 1968

### State Park District 6

	Number Vehicles	Avg. Mile Per Veh.	Avg. Age Per Veh.
Sedan	6	72,089	4.17
Station Wagon (incl. Travelalls, etc.)	5	61,268	3.90
Jeep-Type (Scout, etc.)	21	55,891	5.45
Pickup	58	53,592	5.52
	90	55,788	5.32

	Over 6 Yrs.	Avg. Age	Over 60,000	Avg. Miles	Over 6 Yr. & 60,000	Avg. Age	Avg. Miles
Sedan	0	-	4	89,110	0	-	-
Station Wagon	0	-	3	78,375	0	-	-
Jeep-Type	6	7.0	8	84,214	3	6.8	83,780
Pickup	27	8.5	29	80,264	21	8.8	81,282
	33	8.2	44	81,657	24	8.6	81,594