



# Memorandum

**TO:** HONORABLE MAYOR AND  
CITY COUNCIL

**FROM:** Larry Esquivel

**SUBJECT: PRIORITIZATION OF THE  
BURGLARY INVESTIGATION  
UNIT/BURGLARY REDUCTION  
EFFORTS**

**DATE:** May 20, 2014

Approved

Date

5/20/14

In the Mayor's March Budget Message for Fiscal Year 2014-2015, as approved by the City Council, the Administration was directed to prioritize the reestablishment of a Burglary Investigation Unit within the Police Department as part of a Police Staffing Restoration Strategy, drawing staff from positions that could be done by civilians, retiree rehires, and Community Service Officers. This Manager's Budget Addendum (MBA) describes the prioritization of the Burglary Investigation Unit within that Police Staffing Restoration Strategy, which will be presented as a separate MBA. This MBA also provides an update to the ongoing burglary reduction efforts that were described in Manager's Budget Addendum #6 – Residential Burglary Reduction Efforts, issued May 17, 2013 as part of the 2013-2014 budget development process.

## BACKGROUND

In 2012, in response to prior budget reductions required to balance significant General Fund shortfalls, sworn staff was reallocated to patrol from special operational and investigative units, including the Burglary Investigation Unit, in an effort to maximize patrol resources and maintain response for Priority One calls for service. However, this resulted in fewer resources available to perform investigations and address an increasing number of burglaries. As part of the 2013-2014 budget process, Manager's Budget Addendum #6, Residential Burglary Reduction Efforts, outlined a plan to address the increase in residential burglaries with existing resources as well as resources added in the 2013-2014 Adopted Budget. This multi-faceted strategy focused on restoring a balanced business model of prevention, intervention, and suppression.

## ANALYSIS

This MBA describes the current efforts underway using the multi-pronged approach (prevention, intervention, and suppression) as well as the prioritization of the Burglary Investigation Unit in a Police Staffing Restoration Strategy that will be presented in a separate MBA.

**Status of Efforts to Reduce Burglaries**

Following is a discussion of the particular actions in the areas of prevention, intervention, and suppression to reduce burglaries that are being pursued in 2013-2014. To start this discussion, crime statistics related to burglaries are provided to show the most recent trends.

***Crime Statistics***

As shown in the chart below, total property crimes, which include burglary, larceny and vehicle theft, have decreased 12.7% from January through April of 2014 as compared to the same time period in 2013. While there has been an increase in burglaries in the prior year-over-year comparison, the Department has seen a 5.7% drop in burglaries from January through April of 2014 as compared to same time period in 2013.

<b>OFFENSES</b>	<b>Jan - Apr 2012</b>	<b>Jan - Apr 2013</b>	<b>Jan - Apr 2014</b>	<b>Jan - Apr 2012 vs 2013 % Change</b>	<b>Jan - Apr 2013 vs 2014 % Change</b>
<b>Burglary</b>	1,638	1,797	1,694	9.7%	-5.7%
<b>Larceny</b>	4,718	4,307	3,884	-8.7%	-9.8%
<b>Vehicle Theft</b>	2,342	3,368	2,689	43.8%	-20.2%
<b><i>Total Property Crimes</i></b>	8,698	9,472	8,267	8.9%	-12.7%

<sup>1</sup>Burglary includes all residential, school and commercial burglary.

SOURCE: UCR data reported to CA DOJ and the FBI

***Prevention - Impact of the Additional 3.0 Crime Prevention Specialists***

As part of the 2013-2014 Adopted Budget, 3.0 Crime Prevention Specialists were restored in order to increase community outreach, disseminate crime prevention information to City residents through presentations, and respond to residents' concerns about crime. These positions were in addition to the existing 4.0 Crime Prevention Specialists for a total of 7.0 positions. The focus of these restored positions has been on strategic outreach to youth in the form of presentations regarding Bullying, Drug Awareness and Gangs. As outlined in the chart below, there has been a 186% increase in the number of youth who participated in a Crime Prevention presentation.

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Community Presentation	Number of residents reached	
	Jul – Dec 2012*	Jul – Dec 2013
Neighborhood Watch	1,525	1,609
Neighborhood / Business Watch Overview	231	102
Bullying, Drug Awareness, and Gang	861 youth	2,463 youth

\* as reported in last year's MBA #6 – Residential Burglary Reduction Efforts, May 17, 2013

The Crime Prevention Unit has also been involved in additional projects that focus on burglaries. Staff has responded to resident's requests for general crime prevention meetings and worked closely with the City Council and the Santa Clara County Board of Supervisors to host these meetings and disseminate information on the issues of home burglaries and auto theft prevention. For the first six months of 2013-2014, staff facilitated 20 of these Community Crime Prevention meetings, which had resident attendance of 725.

In December 2013, the Crime Prevention Unit and the Foothill Patrol Captain coordinated the San José Police Gun Buy Back Event, where over 400 guns were collected and destroyed. Many residents' guns are stolen during residential burglaries and this event provided an opportunity for residents to surrender unwanted firearms. Also, in coordination with the Central Patrol Captain, the Crime Prevention Unit provided burglary prevention training to PAL Cadets. In turn, the PAL Cadets went door-to-door in select neighborhoods disseminating burglary prevention tips. The PAL Cadet program is expanding with another academy in June 2014. At the conclusion of the PAL Cadet Academy, there will be up to 30 cadets in the program which will be able to increase community outreach efforts.

The Department implemented a new program - TEAM Kids (Together Empowering and Mentoring Kids), which was piloted at Santee Elementary School (Western Division) and has been replicated in other police divisions as resources allow. TEAM Kids is a program that the Crime Prevention Unit created based on key concepts used in the Department's former Challenges and Choices (C2) program. The purpose of the program is to provide students life skills to support good decision making. Police officers teach the curriculum in the 4th and 5th grades of schools that are in the City's gang hot spots. Helping students make good life choices will help deter crimes such as burglaries and auto thefts. This will also foster positive relationships between the police department and the community. Funding for an additional Crime Prevention Specialist and Analyst II positions is included in the 2014-2015 Proposed Operating Budget, which would allow the Department to expand the TEAM Kids Program. With the addition of 2.0 Crime Prevention Unit positions, bringing the total to 9.0, the Department will be able to further expand the TEAM Kids Program to the level of the former Challenges and Choices program.

Lastly, the Crime Prevention Unit targeted funds in 2013-2014 to develop and implement a marketing plan in order to further disseminate crime prevention information. The distribution of printed information, promotional materials regarding community services, and public safety programs is an effective and efficient tool to reach a larger audience. Items include burglary

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prevention billboards, VTA shelter advertising where riders can receive information, small giveaways at events such as crime prevention magnets, media campaigns in Spanish/English newspapers, and Public Service Announcements on local radio stations. For example, staff purchased a 13-week advertisement package in the bilingual newspaper "El Observador," which included a five-week campaign on home burglary tips, five weeks on auto prevention tips, and the last three weeks on the Crime Stoppers Program. The Crime Prevention Unit continues to distribute information and promotional materials at public venues such as safety fairs, multi-cultural events, City Council District events, and other events as requested.

***Intervention – Truancy Abatement Burglary Suppression (TABS) Update***

The Truancy Abatement Burglary Suppression (TABS) program is a long standing (established in 1981) program, which has proven highly effective in combating truancy and daytime burglaries. As discussed in last year's MBA, the program has been partially restored utilizing the Foothill TABS Center. It is difficult to attribute crime reduction results to a specific program, as many efforts contribute to crime reduction; however, it is believed the TABS program has been an essential component in reducing burglaries.

The name of the program defines what TABS officers are assigned to do – to locate truants who are not attending school in an effort to prevent burglaries that they may be committing. Staffing consists of three to six officers assigned on week days to work TABS between the hours of 8:30 am and 1:30 pm, during the school year. The TABS program obtains information from the Department's Crime Analysis Unit, Crime Prevention Unit, patrol officers, district sergeants, and area commanders in order to determine where burglaries are occurring during school-time hours and then deploys the TABS officers to these affected areas for enforcement. When officers locate truants who are not involved in a crime, they are transported back to school or to the TABS center where they are referred to various resources. Staff members from community based organizations, such as Catholic Charities and Alum Rock Counseling, are available on-site at the TABS center. In addition, there are also college interns at the TABS center to assist the officers. Currently, there are approximately 18 interns participating in the program and working at the TABS center.

There were 750 Student/TABS contacts in 2012-2013, before the TABS program was discontinued on September 22, 2012. The TABS program was re-implemented in 2013-2014, and there have been 1,789 Student/TABS contacts from August 19, 2013, through March 7, 2014.

***Suppression – Contact to Completion Update***

The Contact to Completion Program in its current form started in December of 2012. The program encourages patrol officers to follow-up on and investigate burglary cases as free patrol time allows. The program also uses injured officers that are on modified duty to investigate burglary cases that have workable leads, but are not investigated by the Burglary Detail due to a lack of personnel. These officers conduct a myriad of follow-up investigative steps, such as reviewing physical evidence, interviewing witnesses, showing photo line-ups, reviewing criminal databases, and working with other law enforcement agencies.

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Special Operations Units have also utilized this program during their normal course of operation. An example of this is a burglary string the Gang Suppression Unit (GSU) has been working. GSU's primary responsibility is the targeted enforcement of gang members within the City to suppress crime. The unit received information that local gang members were involved in residential burglaries. Due to the lack of Burglary detectives, GSU took the lead and began investigating this information. GSU coordinated with Patrol officers, and other Bureau of Investigation units to tie these gang members to approximately 50 residential burglaries in the Foothill Division of the City.

The Contact to Completion Program currently has 100 cases assigned. To date, modified officers working the program have solved 36 cases. The majority of these cases have involved juvenile offenders. The program is under the command of the Bureau of Field Operations Chief's Office, which has a burglary liaison officer who works closely with the Burglary Detail, patrol officers, sergeants, and Command Officers on cases that are referred to the Contact to Completion Program.

#### ***Community Service Officer Program Update***

The Community Service Officer (CSO) is a new classification that will work with the public, deliver non-emergency police services, and assist patrol with non-enforcement duties. CSOs will handle low priority calls, freeing time for sworn officers to respond to higher priority calls for service and conduct proactive police work; thus, reducing crime such as burglary. In addition to freeing sworn officers in patrol, CSOs will respond to burglaries calls where there is no imminent danger to take reports, interview witnesses and collect evidence. In the 2013-2014 Adopted Budget, 21.0 CSO positions were added and will be a part of the Bureau of Field Operations. The 2014-2015 Proposed Operating Budget recommends the addition of 7.0 CSO positions, bringing the total number of CSOs to 28.0 positions. This will allow the deployment of 7.0 positions in each of the four Patrol Divisions. The Department is currently in the background and hiring phase for these positions and will be conducting the first CSO Recruit Academy in July 2014. It is expected that these positions will begin field training in August 2014 and will be street-ready in September 2014.

#### ***San José Police Reserves Unit***

In addition to the programs noted above, the Department is using the Police Reserves in its efforts to reduce burglaries. The San José Police Reserve Unit participated in numerous events throughout the year related burglary prevention. The Reserve Unit assisted full-time staff with the gun buy back event that took place in December 2013. The Unit also hosted several prescription medication "take back" events with the Drug Enforcement Administration (DEA). An estimated 3,000 pounds of unwanted medication was taken from San José residents and turned over to the DEA for destruction. Many residents' prescription medications are stolen during residential burglaries and this event provided an opportunity for residents to turn in unwanted medication for destruction. The Reserve Unit works in conjunction with the Santa Clara County District Attorney's Office to provide the Law Enforcement Related Education Programs to 5<sup>th</sup> grade students throughout the City. This program is designed to give the students a firsthand look at the San José Police Department, the District Attorney's Office and Santa Clara County Courthouse during their government studies classes. These students are provided

an inside look at the criminal justice system as a whole. They are also provided crime prevention and intervention tips, as well as an opportunity to tour the inside of the Police Department.

### **Prioritization of Burglary Investigation Unit**

As discussed in the Mayor's March Budget Message for Fiscal Year 2014-2015, as approved by the City Council, the Administration was directed to prioritize the reestablishment of a Burglary Investigation Unit within the Police Department, drawing staff from positions that could be done by civilians, retiree rehires, and Community Service Officers. The highest priority for the Department continues to be responding to calls for service, which includes Field Patrol Division, Communications Division, and associated support services. Burglaries, by their very nature, are property crimes, which have a lower priority than person crimes. Once staffing levels in Field Patrol and persons crimes units such as Homicide, Sexual Assaults, and Gang Investigations are restored, then the Department will be in a better position to restore resources in property crime units such as Burglary Investigations and Financial Crimes.

The Department has established a plan to increase the hiring and training of new police officers, which is outlined in the separate Police Sworn Staffing Restoration Strategy MBA. This Strategy also outlines a potential plan to increase the sworn staffing level by 141, from 1,109 sworn positions to 1,250 sworn positions, consistent with direction in the Mayor's March Budget Message for Fiscal Year 2014-2015. If funding is identified to support this Strategy, it is anticipated that positions would first be hired to address needs in Field Patrol and Persons Crimes units. After that point, it is anticipated that the Burglary Investigations Unit staffing needs would be addressed. The estimated timing of that hiring, depending on attrition patterns and funding, is discussed in the Police Sworn Staffing Restoration Strategy MBA.

Given the projected amount of time to add sworn resources, the Police Department will continue to creatively and effectively use non-sworn personnel, including the Crime Prevention staffing, Community Service Officers, PAL Cadets, and student interns, as well as the Police Reserves to help reduce burglaries. Additionally, the Department is researching alternate utilization for modified duty officers. As discussed above, the 2014-2015 Proposed Budget recommends the addition of 2.0 Crime Prevention staff and 7.0 Community Service Officers to support the Police Department in these efforts.

The Mayor's March Budget Message for Fiscal Year 2014-2015, also requested information regarding retiree rehires. Currently, the City does not have a process to rehire sworn retirees as a part-time police officers.

### ***Costs to Establish a Burglary Unit***

At minimum, the addition of 1.0 Police Sergeant and 5.0 Police Officer positions would be necessary to restore staff that were redeployed to Patrol in 2012. The cost to restore these positions is \$762,000 and \$744,000 ongoing based on 2014-2015 estimated costs. These cost estimates include non-personal, unmarked vehicle costs and assumes the positions are funded for 11 months in the first year.

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**COORDINATION**

This memorandum has been coordinated with the City Manager's Budget Office.

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