



Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Larry Esquivel

**SUBJECT: RESIDENTIAL BURGLARY
REDUCTION EFFORTS**

DATE: May 17, 2013

Approved

Date

5/17/13

The 2013-2014 Mayor's March Budget Message, as approved by the City Council, directed staff to develop a plan and identify the resources that would be needed to deal with the increase in residential burglaries. Additionally, this Manager's Budget Addendum responds to various Cost Estimates requested by City Councilmembers at the end of the memorandum. The following burglary reduction plan was designed to comprehensively account for existing staffing issues experienced by front-line patrol staff, investigative personnel, and support staff. The plan reflects the level of immediate improvement sought by the Department to address the rise in residential burglaries while safely and effectively delivering the highest quality police services to the community.

BACKGROUND

The San José Police Department (SJPD) has traditionally operated with comparatively low sworn staffing among major cities in the nation. SJPD's success can be attributed to its business strategy, which is based on balancing efforts in prevention, intervention, and suppression; however, in recent years, as a result of budget reductions, SJPD's sworn staffing levels have fallen by over 20% in the past five years. These cuts caused a significant change in the way the Department provides services to the community and many difficult decisions have been made in an effort to provide the best service with a significantly reduced workforce. In 2012, sworn staff was reallocated from special operational and investigative units, including the Burglary Investigation Unit, to patrol in an effort to maximize patrol resources and maintain response for Priority One calls for service.

SJPD has observed increases in the number of 911 calls and patrol response times over the past few years, as well as a reduction in the number of officer-initiated calls, number of vehicle and pedestrian stops, and number of arrests. As resources decrease in patrol due to sworn street ready vacancies, productivity decreases and the number of cases being investigated declines. With fewer resources in investigations, the Bureau of Investigations (BOI) has seen a reduction in cases investigated and an increase in the number of cases "operationally closed due to lack of investigative resources" statistic.

Crime Statistics

San José continues to experience crime rates lower than national and State levels. San José’s crime rate of 2,626 incidents per 100,000 inhabitants was 21% below the national level of 3,295 incidents in 2011 and 13% below the California level of 2,995 incidents¹. Although there has been a general decrease in violent and gang-related violent crime over the last five years, the City experienced an increase of 28.7% in residential burglaries in 2011-2012. In 2012-2013, the trend for property crimes and residential burglaries continues to increase. There were 811 reported burglaries in January and February of 2012 and 918 for the same time period in 2013; an increase of 13.2%. As shown in the chart below, total property crimes, which include burglary, larceny and vehicle theft, have increased 30.9% from January and February of 2011 to the same time period in 2012; they have increased another 13.1% for the same time period in 2013. While there has been an increase in burglaries year over year, we have seen a slight decrease in the month of February 2013 compared to January 2013; 456 reported burglaries in December 2012, 515 in January 2013, and 403 in February 2013. It should be noted that the increase in burglaries and vehicle thefts is not unique to San Jose alone; surrounding cities have also seen corresponding increases in these types of crimes.

OFFENSE	Jan-Feb 2011	Jan-Feb 2012	Jan-Feb 2013	Jan-Feb 2011 vs. 2012 % Change	Jan-Feb 2012 vs. 2013 % Change
Burglary¹	603	811	918	34.5%	13.2%
Larceny	1,874	2,382	2,215	27.1%	-7.0%
Vehicle Theft	872	1,191	1,827	36.6%	53.4%
Total Property Crimes	3,349	4,384	4,960	30.9%	13.1%

¹Burglary includes all residential, school and commercial burglary.
 SOURCE: UCR data reported to CA DOJ and the FBI

While there is no definitive study that directly correlates staffing levels to crime levels, recent crime trends parallel recent staffing reductions and a diminished proactive presence throughout the community. While the Department continues to struggle to maintain a balanced approach to prevention, intervention, and suppression city-wide, the use of overtime for specific targeted suppression has been successful to address issues in the community.

ANALYSIS

This section of the report describes the current efforts underway to reduce residential burglaries as well as the anticipated impact of the additional resources for the Police Department as recommended in the 2013-2014 Proposed Budget.

¹ SOURCE: *Crime in the United States 2011*, issued in October 2012. Reported through DOJ/FBI.

Residential Burglary Reduction Efforts using Existing Resources

In response to the increase in property crimes, the Police Department has implemented a multi-faceted strategy throughout the City, which focuses on restoring a balanced business model of prevention, intervention, and suppression. The Police Department has worked jointly with the community to initiate crime prevention actions, develop useful intelligence about crime and disorder issues, foster earned trust, respond quickly and effectively to identified problems, and gain the overwhelming and active support of the approximately one million residents in the City. By leveraging this collaborative network, the Department realizes a significant multiplier effect towards preventing crime, intervening criminal activity, and enforcing the law on identified criminals to reduce the harm incurred by victims and communities. The following is an overview of the Department's burglary reduction plan.

Prevention – The safety of the community is a shared responsibility and crime prevention is the first step in reducing victimization and deterring crime. Police and community partnerships create an opportunity to work together to improve the safety of the community. SJPD does this by sharing information about neighborhood crime issues and discussing ideas and tips on how to solve and prevent being a victim.

The Department continues to proactively seek out collaborative opportunities with neighborhood groups, community-based organizations, and the private sector to increase the capacity of its prevention efforts. Department objectives in crime prevention efforts include:

1. Develop and maintain Community Policing partnerships and present informational programs to increase public safety and reduce crime in neighborhoods and schools.
2. Implement youth program curriculum in various schools within the City.
3. Reach a specific audience of youth through school-based presentations.
4. Assist patrol by providing presentations that will impact the development of a neighborhood or business to deter a specific on-going crime.
5. Reach a specific audience of citizens through community presentations offered by the Crime Prevention Specialists.

The Department currently has four Crime Prevention Specialists (CPS) focused solely on crime prevention efforts and an additional three CPS positions are recommended to be restored to the Department as part of the 2013-2014 Proposed Operating Budget. The CPSs act as liaisons between the Police Department and the community, providing a consistent and personal point of contact. They are available to answer questions, provide information and give referrals to the general public related to crime prevention and quality of life issues.

The main programming focus for the Crime Prevention staff continues to be the Neighborhood Watch Program; however, CPS staff attends numerous neighborhood, homeowner, and business association meetings to provide crime data information and program overviews, as well as to provide residential and business crime prevention tips. Many of these meetings are a result of increased criminal activity in the area. At these presentations, residents are provided with information to reduce their chances of being victimized, target-hardening tips and details of the program. Crime Prevention Specialists have been concentrating their efforts in high crime areas,

where there has been a marked increase in gang activity and crime. Patrol suppression efforts in these areas have increased along with prevention efforts.

From July through December 2012, approximately 78 Neighborhood Watch programs were conducted throughout the City, reaching a total audience of 1,525 residents. Additionally, seven Neighborhood and Business Watch overviews were conducted reaching a total audience of 231 residents and business owners. Crime prevention staff also conducted four bullying presentations, two drug awareness presentations, and three gang presentations, reaching a total audience of 861 children city-wide.

Other events throughout the year, like National Night Out², provide heightened awareness, support for anti-crime efforts, strengthen neighborhood spirit and community partnerships, and send a message to criminals letting them know neighborhoods are organized and fighting back.

The Department is exploring the implementation and use of the Crime Free Multi-Housing Program in San José. This program is a crime prevention program designed to reduce crime, drugs, and gangs on apartment properties. All four CPS staff attended training on the program and are currently working with the City Attorney's Office in reviewing the program details.

The School Liaison Unit (SLU) continues to provide safety presentations on such topics as gangs, drugs, and school safety to a variety of school and community groups. Officers meet with staff from their assigned high schools and middle schools, parents, and students, and attend over 210 meetings annually. Staff has conducted over fifteen shelter-in-place and lockdown trainings and presentations throughout the City and numerous school visits to assist patrol and investigations.

The Department is also utilizing SJPD.org, social media, YouTube and podcasts to present short crime prevention and burglary awareness tips in order to educate the community on how to protect themselves and their possessions. The SJPD website provides valuable tips and crime information as a resource to the community. The Department is conducting outreach so the community is aware of the resources available, as well as departmental and city staff so they, too, can direct residents to the website for additional and updated information. A FAQ has been developed and is available on the SJPD website. In addition to the traditional crime prevention presentations and information, the Department is developing a series of *Don't be a Victim* videos that can be viewed on the SJPD website. The videos provide valuable information and tips that residents can do to prevent them from becoming a victim.

Intervention – Effective intervention efforts aim to identify risky behaviors and prevent crimes from occurring or reoccurring. When it comes to burglaries, often there are repeat offenders or burglary strings and often victims are in need of tools and information to prevent them from being victimized again. The Department's prevention efforts noted above are augmented through the prevention and intervention strategies and collaboration with the Department's

² *National Night Out* is a crime and drug prevention event that is sponsored nationally by the *National Association of Town Watch* and co-sponsored locally by the *San Jose Police Department*. National Night Out is August 6, 2013.

School Liaison Unit (SLU) and Gang Investigations Unit, Mayor's Gang Prevention Task Force (MGPTF), and partnerships with the community and schools.

A majority of burglaries committed during the daytime are associated with juvenile truants. The School Liaison officers work closely with the Bureau of Investigations and school administrators to assist with investigating any crimes that occur on or near any school grounds. SLU officers receive specific gang training and gang intelligence and they partner with other staff members to assist in the enforcement, but also in the education and overall intervention of crimes near school campuses or involving juvenile students.

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. Due to limited resources, the TABS program has not been operating for the current school year and the two officers working TABS were reassigned to patrol as part of a restructure to ensure staff is available to respond to calls for service. However, the Department plans to partially resurrect the TABS program for the 2013-2014 school year and is working on an overtime staffing model for the two TABS centers, Foothill and Western. Staffing costs at the centers will be covered by overtime funding that has been allocated for the program. TABS officers will work with both patrol officers and officers in investigations to identify high areas of day time burglaries and juvenile related problems, so that overtime suppression cars can concentrate efforts in these areas. Officers proactively look for truants in high burglary areas in an attempt to reduce the burglary rate in those neighborhoods.

Suppression –The Police Department has utilized overtime to deploy suppression cars in targeted, high crime areas to specifically address quality of life crimes in San José and to increase capacity in patrol and deploy extra resources throughout the City. The ongoing use of overtime for suppression cars allows flexibility in resources to specifically address gang issues, burglaries, and other quality of life issues as well as supplement overall efforts to reduce burglaries.

A pilot contact-to-completion model was instituted in the Southern Division, where patrol officers are not only report takers, but also follow-up investigators. Patrol officers are expected to conduct follow-up investigation when there are viable leads and when they are afforded the time during their regular shift. This strategy was initially implemented to maximize resources in patrol; however, a successful preliminary investigation process, evidence collection, and gathering of witness statements is critical to improving the solve rate or case clearance rate. In support of this strategy, the Central ID Unit began spending more time working newer cases rather than working backlogged cases. Between January and March, 2013, the Central ID Unit has completed a total of 342 SJPD cases (774 for all participating CAL-ID agencies), out of which they were able to identify fingerprints in 77 cases. Out of these 77 cases, there were 37 burglaries; 11 robberies; 15 auto thefts; seven homicides; and seven miscellaneous person/property crimes, with a total of 187 latent prints and 89 different subject identifications.

Specifically, in October 2012, a Southern Division officer documented a burglary of lottery tickets at a convenience store. He lifted latent fingerprints and obtained video from the burglary. The prints were submitted to the Central ID Unit. The officer continued his investigation by

identifying two additional burglaries believed to be committed by the same suspects. The officer obtained additional video, including video where the stolen lottery tickets had been cashed. The officer obtained a "hit" on the latent prints submitted on the first burglary and identified a total of six suspects responsible for these three burglaries.

The Department also has a Burglary Liaison officer (assigned in patrol) to coordinate with the patrol supervisors and commanders; collect and review burglary incidents; identify patterns and trends; and conduct follow-up on these leads with the Burglary Detail, Probation, Gang Investigation Unit detectives, and the District Attorney's Office. The goal of this program is to provide beat officers with near real time intelligence to assist them with the suppression efforts. Captains now have the ability to assign designated burglary cases to the Bureau of Field Operations (BFO) Burglary Liaison Officer. The officer will first look for leads and canvass an area for possible witnesses to the burglary. The officer will present all of these cases to the District Attorney and obtain warrants on all of the adult cases with identified suspects. Then, the officer will conduct criminal work ups for overtime gang suppression cars, and for upcoming probation and parole searches. This Burglary Liaison Officer is an asset for patrol officers who want to work a specific burglary case or contact to completion cases. Between the September 2012 shift change to present, the BFO burglary liaison officer has made 15 cases resulting in 15 arrests for burglary, and authored 4 search warrants.

Specifically, in November 2012, the Burglary Liaison officer identified a burglary that had occurred the previous night where latent prints were taken. The officer delivered the prints to the Central ID Unit for comparison. A suspect, with a lengthy criminal history, was identified via the latent print "hit." The officer worked with County Probation, the District Attorney's Office and coordinated with Patrol officers where the burglary took place. The suspect was arrested for the burglary, confessed to the crime, provided information on additional burglaries he had committed and provided information on other suspects also committing burglaries in the same area.

Residential Burglary Reduction Efforts: Anticipated Impact of 2013-2014 Proposed Budget Actions

The 2013-2014 Proposed Operating Budget includes \$4 million in one-time overtime funding, \$224,221 to restore three additional Crime Prevention Specialists, \$1,107,306 to add 21 new Community Service Officer positions, and \$63,696 to add one Crime and Intelligence Analyst.

The additional one-time allocation of overtime funding maintains the level of overtime funding consistent with 2012-2013 levels. While overtime will be needed to continue to backfill for vacant patrol positions, it will also allow the Department to maintain targeted enforcement of high crime activity through suppression cars, specifically related to gang enforcement, burglaries, prostitution, graffiti, and conduct high profile investigations to support efforts in reducing crime throughout the City. Deploying extra patrol teams on overtime through suppression cars is a cost effective way to target quality of life crimes in San José; however, it may not be sustainable in the long term due to the potential of overtime fatigue.

The restoration of the 3 crime prevention specialists (CPS) will allow the Department to allocate two CPS in each of the three Patrol Divisions with one CPS for city-wide coordination to increase community outreach, disseminate crime prevention information to City residents and respond to residents' concerns about crime. The ability to partner with the community allows the Department to create more active, educated, and informed participants in the crime prevention process including prevention of burglaries.

The community service officer (CSO) is a new classification that is intended to handle low priority calls, freeing time for sworn officers to respond to higher priority calls for service, conduct proactive police work, and prevent crime. This proposal would add 7 CSO positions for each Patrol Division for a total of 21 positions. CSO staff will address issues and respond to calls that Patrol is unable to or is slow in responding due to reduced resources, including stolen vehicles, traffic complaints, and non-injury and minor injury vehicle accidents. The CSOs will be able to take police reports, perform non-hazardous investigative duties related to property crimes, vehicle burglaries, petty theft, grand theft, and vandalism. The CSOs will also be available to direct and control crowds and traffic at accident sites or special events, and transport property, victims, and witnesses. Having CSOs available to perform these functions will reduce the workload on Patrol Officers, allowing officers to respond to priority calls and increasing overall response times city-wide, especially with property crimes. With an increased complement of sworn and civilian staffing in BFO, the City will see more community participation and increased police presence, which will eventually lead to response times and crime rates that are in line with our community goals.

The addition of the Crime and Intelligence Analyst position will assist the Department with its RCITI (Respect, empathy and professionalism; Crime reduction; Investing in our people; Transparency and accountability; Innovation for the future) Program (formerly the Investing in Management, Police, Accountability, Community, and Technology (IMPACT) Program). RCITI provides the Department direction in all aspects of its crime prevention efforts. Regular reporting of statistics and data analysis will be used to identify where crime and quality of life issues exist in the City and directs Patrol Captains to assign resources to those identified areas. The additional staff will increase the ability to analyze crime statistics and identify trends. The Crime and Intelligence Analysts, specifically trained in crime analytics, collect data, subject it to statistical tests, develop and test hypotheses, and write conclusions that adhere to commonly accepted criminal justice research standards. The expansion of RCITI will allow the Department to more effectively analyze crime data and better link crime analysis, community policing, and crime prevention programs.

The additional resources recommended in the 2013-2014 Proposed Operating Budget will provide additional capacity to the Police Department to prevent, suppress, and solve crimes in the City; however, they are not sufficient to compensate for the reduction in staffing resources during recent budget cycles.

Response to Cost Estimate Requests Submitted By City Councilmembers

In order to respond to cost estimate requests submitted by City Councilmembers, the cost estimate requests with the Administration's response are listed below.

Costs to Restore the Truancy Abatement and Burglary Suppression (TABS) Program

As mentioned above the TABS Program needs two Police Officer positions to run the program at the two TABS centers, Foothill and Western. During 2012-2013, two Police Officer positions were reassigned from the TABS Program to Patrol in order to ensure staff was available to respond to calls for service. The Department is already planning to resurrect the TABS program for the 2013-2014 school year and is working on a overtime staffing model with funds already budgeted for 2013-2014; however, the cost to add two Police Officer positions to staff the centers in 2013-2014 is \$285,497 and \$293,837 ongoing. These cost estimates include non-personal and marked vehicle costs and assumes the positions are funded for 11 months in the first year.

Costs to Establish a Burglary Unit

At minimum, the Department would need one Police Sergeant position and five Police Officer positions to create a Burglary Unit. The cost to add these positions in 2013-2014 is \$902,114 and \$936,541 ongoing. These cost estimates include non-personal and marked vehicle costs and assumes the positions are funded for 11 months in the first year.

Further, as noted above, the solution to the burglary issues lies in a balance of restoring patrol, investigative, and support services throughout the Department. Until all vacant sworn positions are filled and street-ready, any additional positions added to the Department would not directly impact operations in 2013-2014. As the Department stabilizes and hiring efforts put us ahead of attrition, the Department will continue to manage resources and adjust operations to meet the demands of the community. Please refer to the forthcoming Manager's Budget Addendum that will be released separately regarding Police Department recruitment, hiring, and training acceleration efforts for further discussion on the ability to add Police sworn positions to the department in 2013-2014.

/s/

Larry Esquivel
Acting Chief of Police

LE/LP