



(1.2)

DEPARTMENT OF  
POLICE

ARTURO VENEGAS, JR.  
CHIEF OF POLICE

CITY OF SACRAMENTO  
CALIFORNIA

HALL OF JUSTICE  
813 SIXTH STREET  
SACRAMENTO, CA  
95814-2495

PH 916-264-5121

April 24, 1995

Neighborhood and Public Safety Issues Committee  
Sacramento, California

Honorable Members in Session:

**SUBJECT:** Deployment Strategies for the Community Oriented Policing Services (COPS):  
Phase I Grant Program

**LOCATION AND COUNCIL DISTRICT**

City, all council districts.

**RECOMMENDATION:**

The Neighborhood and Public Safety Issues Committee adopt and recommend to the City Council the deployment plan assigning the 23 Police Officers funded by the Community Oriented Policing Services (COPS): Phase I Grant Program to the 13 Neighborhood Police Officer (NPO) sites previously adopted by Council resolution.

**CONTACT PERSON:**

Michael Busch, Captain  
Planning and Research Division  
264-7380

**FOR COMMITTEE MEETING OF:** May 1, 1995

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Re: Deployment Strategies for COPs Grant Program  
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**SUMMARY:**

On February 21, 1995, upon the recommendation of the Police Department and after receiving considerable community input, the City Council adopted a resolution approving the deployment of 23 Neighborhood Police Officers into 13 sites to implement the Community Oriented Policing Services (COPS): Phase I grant. During subsequent discussions of the Neighborhood Public Safety Issues Committee, another deployment strategy was proposed.

The *original council approved deployment strategy* assigned the 23 grant funded officers to the 13 sites with ten sites receiving two officers each, and the remaining three sites to receive one officer each. Each site will be supported by patrol officers and the two officer Problem Oriented Policing (POP) team for that sector. However, it is expected that POP and other specialized units will be used primarily to support the one officer sites.

*Councilmember Water's proposed deployment strategy* would assign thirteen of the original 23 grant police officer positions to the 13 sites. The remaining ten officers would not be assigned to a specific site, but would be used city-wide as tactical support for patrol officers and other NPOs.

After careful consideration of the alternate plan, the original strategy is still recommended as the most effective means of implementing the Police Department's strategic plan for a "Partnership for Safety" with the citizens of Sacramento.

**COMMITTEE/COMMISSION ACTION**

On February 15, 1995, the Neighborhood and Public Safety Issues Committee approved the deployment sites for the COPS: Phase I grant.

**BACKGROUND INFORMATION:**

The Neighborhood Police Officers (NPOs) are the cornerstone of the Police Department's Strategic Plan for transition into a Community Oriented Policing philosophy. A key objective for the Police Department is to place two NPOs into each patrol district. These officers use problem oriented policing tactics and neighborhood reclamation and protection strategies to address quality of life issues in each neighborhood.

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*Evolution of department's deployment strategy :*

- **April 1992** - City Council adopts Neighborhood Reclamation and Protection Plan using two officer NPO teams patterned after POP teams to reclaim Alkali Flats and New Helvetia/River Oaks neighborhoods.
- **May 1993** - City Council adopts Police Department's Strategic Plan as a means of transition to a Community Oriented Policing agency.
- **July 1994** - City Council workshop identifies the need for 100 NPOs in the city: 2 per patrol district (68 FTE) and a tactical team for each of the four patrol sectors (32 FTE)
- **March 1992 - December 1994** - during this time period, ten NPO team sites are started throughout the city using a variety of funding sources (24 FTE total).
- **January 1995** - thirteen NPO sites identified as part of COPS Phase I grant (23 FTE) with phased implementation scheduled for July and September 1995: ten of the thirteen designated as team sites.
- **July 1995** - target date for acceptance of COPS More grant to facilitate implementation of four tactical teams, one for each patrol sector, using a combination of redeployed CSI officers and two existing SWAT teams.

In order for the four tactical teams to provide effective support of Community Oriented Policing activities, the grant not only provides funding for civilian identification technicians in the CSI unit; but also funding for the addition of 12 CSOs to the Patrol Division and 10 CSOs to the Detective Division. These CSOs will handle patrol calls for service and free detectives to coordinate prevention, apprehension, and investigation activities with patrol officers.

Throughout the Police Department's evolution, from NPOs using reclamation strategies in small neighborhood areas to adoption of a long range strategic plan as a means of transition to a Community Oriented Policing agency, the Police Department has built on the successes of Problem Oriented Policing (POP) projects and small NPO sites. As more of the Department becomes involved and the number of neighborhoods improving or reclaimed increases, the department becomes more confident in broadening its scope to more district and sector-wide strategies.

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The department's proposed deployment of the 23 NPOs into 13 larger sites represents both an incremental change in project area size and a change in team configuration in three of the 13 areas. This change should be tested and evaluated for program effectiveness and its ability to involve more of the department's employees in active support of NPO sites. If this combination is successful, it will provide information for development of other NPO sites.

It is hoped that the COPS MORE grant application will be successful and can be accepted by the city as it will provide additional support to the Patrol Division and increased involvement of the Office of Investigations in direct service to NPO neighborhoods.

**FINANCIAL CONSIDERATIONS:**

There will be no change in the funding based upon the deployment chosen.

**POLICY CONSIDERATIONS:**

This issue is scheduled for discussion and decision by the Council on May 2, 1995 in order to meet grant requirements for funding and implementation.

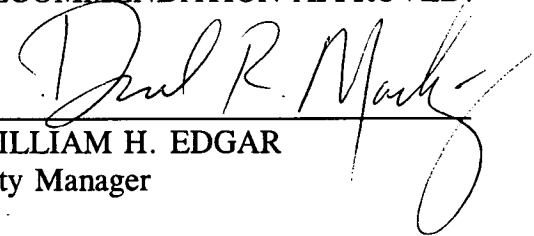
**MBE/WBE REPORTS:**

None

Respectfully submitted,

  
ARTURO VENEGAS, JR.  
Chief of Police

**RECOMMENDATION APPROVED:**

  
WILLIAM H. EDGAR  
City Manager

REF: 4-55  
AV:dmb



(1.3)

DEPARTMENT OF  
POLICE

ARTURO VENEGAS, JR.  
CHIEF OF POLICE

CITY OF SACRAMENTO  
CALIFORNIA

April 25, 1995

HALL OF JUSTICE  
813 SIXTH STREET  
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PH 916-264-5121

Neighborhood and Public Safety Issues Committee  
Sacramento, California

Honorable Members in Session:

**SUBJECT: REPORT BACK ON OTHER LAW ENFORCEMENT AGENCIES  
TRANSITIONING INTO COMMUNITY ORIENTED POLICING**

**LOCATION AND COUNCIL DISTRICT**

City. All Council districts.

**STAFF RECOMMENDATION**

None. This item is submitted for informational purposes only.

**CONTACT PERSON:**

Capt. D. Michael Busch  
Planning and Research Division  
(916) 264-7380

**SUMMARY**

The Neighborhood and Public Safety Issues Committee has been addressing public safety issues and the deployment strategies for the Community Oriented Policing Services (COPS) grant. At the committee meeting of March 6, information on the community policing experience of other cities was requested. Information from four cities (Chicago, Oakland, Portland, and San Jose) is provided along with comparison information on population, crime rates, authorized sworn strength, and ratio of police officers per population.

Each of the agencies that the committee members suggested for contact reported an increase in sworn strength and ratio of officers per 1,000 population over the last five (5) years, and except for Portland, a decrease in the crime rate of their cities since beginning the transition into a community oriented policing philosophy. Portland reported no change in their crime rate over the last five years. By comparison Sacramento has experienced an increase in crime rate and a decrease in sworn strength and ratio of officers per 1,000 population.

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COMMITTEE/COMMISSION ACTION

None. This item is submitted for informational purposes only.

BACKGROUND INFORMATION

At the March 6 meeting, several committee members requested information on the community policing experiences of other cities. As part of the Police Department's efforts to monitor, assess, and measure the effectiveness of Community Oriented Policing, not only in Sacramento, but around the country, contact has been established with other law enforcement agencies that are currently transitioning, or have recently transitioned, into a Community Oriented Policing philosophy. The four agencies suggested for review by committee members included Chicago, Portland, Oakland, and San Jose. Information on these agencies follows:

Chicago

The Chicago Police Department officially began its transition into Community Oriented Policing in April of 1993 with the establishment of the Chicago Alternative Policing Strategy (CAPS) in five of their 25 police districts (Chicago's districts would be comparable to our sectors). Certain elements of the strategy have been operational in the remaining 20 districts for the last several months. The CAPS program is carried out at the patrol level through teams of beat (our district) and rapid response officers in each police district. Beat officers work the same beat on the same watch each day so they can get to know the beat's residents, its chronic crime problems, and the strategies and resources for solving those problems. Rapid response officers are available to answer many of the community's questions and address its longer-range problems. Partnership with the community to solve local problems takes place at both the beat and district levels. Each police district has a district advisory committee -- community leaders representing businesses, schools, churches, community organizations, and government agencies -- that helps identify key issues and set broad priorities. At the beat level, community groups, block clubs, and individual residents meet regularly with their beat officers and other police personnel to develop plans of action to solve priority problems on their blocks.

Chicago has seen a 1.7% decrease in its crime rate since 1992. In 1993 offenses declined in 4 of the 5 CAPS districts. In 1994 the crime rate was 10,276.7 crimes per 100,000 population compared to Sacramento's 10,264.1 crimes per 100,000 population. Since 1992 Sacramento's crime rate has increased almost 2%.

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For fiscal year 1994 an additional 974 sworn positions were authorized for the Chicago Police Department. This represents an 8.1% increase over 1993. Since 1990 the Chicago Police Department has had its sworn strength increased a total of 1,019 positions bringing Chicago's ratio of officers per 1,000 population from 4.33 officers to 4.72 officers. Other than the increase in authorized sworn positions, the transition into their CAPS program has been funded primarily within the police department's existing budget. It is anticipated that it will take at least 5 years to fully establish their CAPS program city-wide.

Oakland

Oakland implemented its current Community Policing Program over two years ago and is currently reorganizing and expanding the program to include more organizational units throughout the Oakland Police Department. Oakland originally implemented problem oriented policing strategies in 1988 with their Beat Health and Drug and Nuisance Abatement Program. Utilizing non-traditional problem solving strategies and coordination with other City and County departments, Oakland's program provided a significant foundation for the Sacramento Police Department's Problem Oriented Policing Program which was established in 1990.

Oakland currently has 21 officers, identified as Community Police Officers, that function within the 35 beats (our districts) that divide their City. Additionally, 29 authorized foot patrol work in selected beats to establish a consistent presence of the same officers assigned to one geographic area. Oakland's Community Policing Program has representation from all divisions within the department, including their investigation division and special technical units. Oakland's Community Policing Program has been implemented with existing resources except for a Federal Hiring Grant for 10 additional Community Policing Officers and some City money to open a substation in East Oakland to house the Community Policing Unit. The Community Policing Program is currently staffed with one Captain, two Lieutenants, seven Sergeants, five Neighborhood Service Coordinators, one Alcohol Beverage Action Team Officer, one Civilian Technician, and approximately seventy Officers.

Oakland's crime rate per 100,000 population decreased from 12,022.2 crimes per 100,000 population to 10,350.3 crimes per 100,000 population between 1993 and 1994. This is a 13.9% decrease while at the same time Oakland's authorized sworn strength decreased 1.3%; from 719 authorized positions to 710 authorized positions. For the three years prior to 1994 the average crime rate was 12,298.8 crimes per 100,000 population. There is an assumption in Oakland that the reduction in crime rate is a result of its community policing efforts. However, they do not yet have a sufficiently sophisticated process in place to accurately measure the effectiveness of community oriented policing.

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Portland

The Portland Police Department initiated a department wide transition to Community Oriented Policing using a strategic planning process model in December of 1988. The Department feels that even with the great strides they have made up to this point in the implementation of community oriented policing, they do not yet feel they have completely institutionalized the philosophy of Community Oriented Policing. Portland is operating under the belief that the length of time to institutionalize the philosophy was originally underestimated at five years, but now feels it will take another five years to fully transition the culture of their organization.

Portland's Community Oriented Policing philosophy centers on two components; sharing responsibility with the community, and integrating the community into their formal organizational structure. Under sharing responsibility with the community Portland lists neighborhood coalitions responsible for involvement with crime prevention, citizen foot patrols, problem-solving resolutions, innovative ordinances, partnership agreements, Neighborhood Liaison Teams, recruiting, community surveys, meetings, and interviews that produced the Department's mission statement, goals, values, and individual unit and division objectives. Under integrating the community into their formal organization structure the Portland Police Department lists community involvement in the Chief's Forum, Budget Advisory Committee, Precinct Councils, Strategic Planning, and the staffing of General Orders through neighborhood networks and the unions.

Portland's approach is to transition their entire organization into the Community Oriented Policing philosophy. Every member of the department is challenged to find a way to share their responsibilities with the community and to involve the community into how they operate. Portland does not want to stratify their department into "not on patrol" and "on patrol," or those doing community policing and those not doing community policing.

The Portland Police Bureau is nearing completion of a grant from the National Institute of Justice to study community policing performance, and develop a model of assessment based on Portland's community policing style. In a cooperative agreement with NIJ, and in contract with Portland State University and the University of Oregon, a study is in progress to (1) identify the major community policing goals or outcomes for which specific performance indicators could be targeted, (2) construct assessment instruments (first year assessment is underway), and (3) monitor assessment results and complete a final project report, due in Spring 1995.

The resources committed by the City of Portland for the transition into Community Oriented Policing consisted of a commitment to hire the sworn personnel necessary to reach a ratio of

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two officers per thousand residents. This amounted to an increase of 185 sworn positions, from 811 in 1990 to 996 sworn positions in 1994. In 1994 Portland reached their commitment of 2 officers per thousand residents. As a comparison, in 1994 Sacramento had an officer per thousand ratio of 1.49, based on a population of 393,457. Sacramento would need an additional 202 sworn positions authorized to reach 2 officers per thousand population.

The Crime rate per 100,000 population for Portland has remained relatively stable for the last five years with 1994 having a rate of 11,228.6 crimes per 100,000 residents. This compares to Sacramento's crime rate for 1994 of 10,264.1 crimes per 100,000 residents and an increase in crime rate over the last five years of 11.8%. Portland has had a 13.6% increase in population over this five year period compared to Sacramento's 6.5% population increase over the same period.

San Jose

The San Jose Police Department began its transition into Community Oriented Policing in 1990 but to date has not been able to implement the full range of strategies desired due to financial difficulties within the City of San Jose. The agency initially introduced the Community Oriented Policing philosophy to their patrol officers and sergeants and encouraged them to be creative in solving problems within the neighborhoods where they worked. The Department intended to establish an additional patrol watch which would serve as an overlap watch and provide the staffing levels necessary to handle traditional priority calls for police service and, at the same time, engage in strategies under the Community Oriented Policing umbrella. The Department still intends to implement this patrol alignment when the funding is available to hire additional sworn positions.

The San Jose Police Department is currently engaged in neighborhood problem solving, Adopt a School programs, and mentoring programs. The Department also participates in San Jose's Community Action Teams (CAT Teams). CAT Teams are made up of citizens, City employees from various City Departments and Police Officers whose beat is included in the area being addressed. The CAT Teams tackle crime and blight issues by mobilizing neighborhood groups. The geographical area targeted is identified as a "Crackdown" site. There are currently eight "Crackdown" sites in San Jose. As part of a CAT Team, the district police officers act as resource "brokers" for the team and identify what resources are available and how those resources can be utilized.

San Jose receives a significant financial contribution for Community Oriented Policing programs from their Housing and Redevelopment Agency. In 1988 the San Jose Housing and Redevelopment Agency started contributing approximately \$1 million dollars per year

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and the contribution has grown to over \$2 million dollars for 1994/95. These funds come under their BEST program (Bringing Everyone's Strengths Together) and are used primarily for youth oriented programs. Community based organizations are funded to provide youth conferences, counselling, youth leadership and job preparedness training. The Police Department was funded for Peer/Youth Court, violence reduction programs, and gang education programs. Funding was also made available to address the aspects of blight through San Jose's Department of Parks and Recreation.

San Jose has traditionally had a very low crime rate compared to other cities in California and the nation. In 1994 San Jose's crime rate was 4,573.3 crimes per 100,000 residents. This is a 7.6% decrease in their crime rate since they began transitioning into Community Oriented Policing in 1990. During this same five year period the population of San Jose has increased 6.8% and their authorized sworn strength has increased 12%.

Attached is a table that provides a five year comparison in population, crime rate per 100,000 residents, authorized sworn strength, and ratio of officers per 1,000 population for the above cities.

#### **FINANCIAL CONSIDERATIONS**

There are no financial considerations as this report is for informational purposes only and does not request or recommend the expenditure of any additional funds at this time.

#### **POLICY CONSIDERATIONS**

Several other cities and law enforcement agencies that have been transitioning into Community Oriented Policing have also been providing information on their programs and activities. These agencies; Concord and Hayward, California; Montgomery County, Maryland; and Spokane, Washington were referred to us by the Community Policing Consortium which is administered and funded by the U.S. Department of Justice, and is made up of staff loaned from the International Association of Chiefs of Police, the National Sheriffs' Association, the Police Executive Research Forum, and the Police Foundation. Information from these agencies is available if desired.

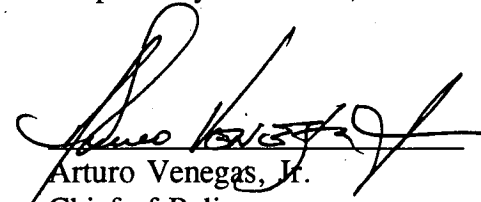
Each committee member is also being provided with a publication from the U.S. Department of Justice; Community Policing: A Survey of Police Departments in the United States. The publication provides the results of a survey taken by the National Center for Community Policing, Michigan State University. The Results Section (pages 13 - 17) is recommended for your information.

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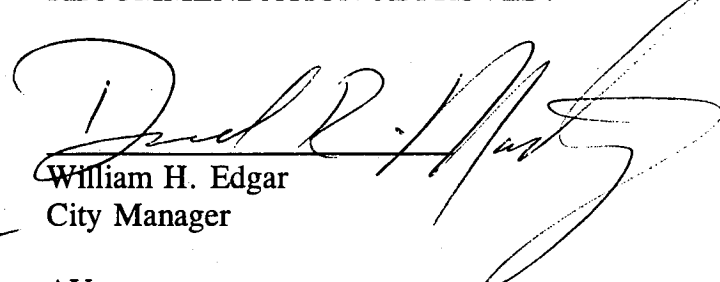
MBE/WBE REPORTS

This report is for informational purposes and does not request or recommend any materials or services be procured.

Respectfully submitted,

  
Arturo Venegas, Jr.  
Chief of Police

RECOMMENDATION APPROVED:

  
for William H. Edgar  
City Manager

AV:sc  
Ref: 4-51

Attachment

## Attachment

CITY	YEAR	POP	CRIME RATE PER 100,000 POP	SWORN STRENGTH	RATIO OF OFFICERS PER 1,000 POP
<i>Chicago</i>	1994	2,768,483	10,276.7	13,067	4.72
<i>Illinois</i>	1993	2,788,996	10,214.6	12,093	4.34
	1992	2,832,901	10,450.4	12,238	4.32
	1991	2,811,478	11,393.7	12,132	4.32
	1990	2,783,726	11,157.9	12,048	4.33
<i>Oakland</i>	1994	390,000	10,350.3	710	1.82
<i>California</i>	1993	377,037	12,022.2	719	1.91
	1992	386,086	12,573.6	720	1.86
	1991	379,995	12,300.7	671	1.77
	1990	372,242	10,989.9	627	1.68
<i>Portland</i>	1994	497,000	11,228.6	996	2.00
<i>Oregon</i>	1993	454,889	11,512.5	881	1.94
	1992	458,132	11,383.6	871	1.90
	1991	449,671	11,285.4	829	1.84
	1990	437,319	11,227.7	811	1.85
<i>Sacramento</i>	1994	393,457	10,264.1	585	1.49
<i>California</i>	1993	386,732	10,252.3	578	1.49
	1992	383,102	10,067.3	599	1.56
	1991	377,058	10,150.2	616	1.63
	1990	369,365	9,180.6	622	1.68
<i>San Jose</i>	1994	835,500	4,553.3	1,245	1.49
<i>California</i>	1993	809,528	4,578.1	1,203	1.49
	1992	811,342	4,945.1	1,174	1.45
	1991	798,542	5,405.2	1,170	1.47
	1990	782,248	4,927.6	1,112	1.42



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DEPARTMENT OF  
POLICE

ARTURO VENEGAS, JR.  
CHIEF OF POLICE

CITY OF SACRAMENTO  
CALIFORNIA

April 26, 1995

HALL OF JUSTICE  
813 SIXTH STREET  
SACRAMENTO, CA  
95814-2495

PH 916-264-5121

Neighborhood and Public Safety Issues Committee  
Sacramento, California

Honorable Members in Session:

**SUBJECT: OUTSTANDING REPORT-BACKS FROM 3/20 NPS MEETING**

**LOCATION AND COUNCIL DISTRICT**

City. All council districts.

**RECOMMENDATION**

None. Information only.

**CONTACT PERSON**

Jane Christenson  
Office of the Chief  
264-7346

**FOR COMMITTEE MEETING OF** May 1, 1995

**SUMMARY**

This report contains information regarding three requests for report-backs from the Council Committee meeting of May 20, 1995. Issues addressed include clarification of the definition of calls for service, information on the plan for sector captains area meetings, and a request for a briefing for Councilman Kerth on the assignment of priorities within electronic data processing (EDP) districts.

**COMMITTEE/COMMISSION ACTION**

None.

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### BACKGROUND INFORMATION

Three requests for additional information were transmitted at the Council Committee meeting on Neighborhood and Public Safety Issues meeting held on March 20, 1995. Two of these requests are addressed in this report. The third request entailed a briefing for Councilman Kerth on the assignment of priorities within EDP districts which was held at the Communications Center on April 12, 1995.

Clarification of Calls for Service. At the March 20, 1995 Neighborhood and Public Safety Issues Committee meeting, Councilman Kerth requested a clarification of service calls vs. service requests. As indicated in the March 20 report, calls for service are presently defined as the number of incidents dispatched to a police officer or CSO either as a result of a telephonic request to the Communications Center, personal request by a citizen, or direct observation of the officer. In an effort to clarify this definition, Councilman Kerth met with Communications Center staff on April 12 to review this and other related issues. As a result of that meeting, a committee of both administrative and operations police department personnel has been formed to review the present definition of calls for service to more accurately distinguish between calls for service (i.e. calls which result in an officer being dispatched) vs. service requests (other calls). Staff will continue to update the NPS Committee as work of this group progresses.

Sector Captain Area Meetings. Councilman Steinberg requested additional information on the sector captain area meetings. This concept was originally discussed at the Council Committee's March 6 meeting as one of the ways in which the Police Department seeks community input. As the needs and preferences of the various areas differ, below is a summary of how each of the sector captains is approaching this issue:

**Sector 1.** Within Sector 1, Captain Braziel presently attends several different community meetings which cover most of the downtown area. Examples include the Neighborhood Awareness Group (NAG), Mansion Flats, Richards Boulevard PAC meetings, Council Committee meetings, and other community-based organization meetings. Working in conjunction with Area Manager Mike Hanamura, he is planning on joint sector captain/area manager monthly meetings with any and all neighborhood groups which wish to attend.

**Sector 2.** Captain Mary Savage presently meets with the south area leadership group assembled by Area Manager Gary Little. This group is comprised of approximately 40 different community leaders from throughout Area 2. These monthly meetings are convened by the Neighborhood Services Department and the Police Department and are attended by a broad cross-section of the community.

**Sector 3.** The Police Department's Sector 3 Captain John Merial presently conducts quarterly meetings in conjunction with Area 3 Manager Max Fernandez. These meetings typically include

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community leaders and association representatives identified by the Neighborhood Services Department but all citizens are welcome to attend.

**Sector 4.** Sector 4 Captain Ron Carrera, together with Area 4 Manager Kelly Montgomery, conducts monthly Neighborhood Activist Program (NAP) meetings. The first meeting was convened on April 13, 1995. A separate business community leaders group meeting was held on April 26, 1995, due to different interests/needs and scheduling preferences. Monthly NAP agendas focus on addressing area-specific issues through a team approach and are planned to include educational presentations on various public safety/community concerns. Business community leaders will meet on a bimonthly basis.

**FINANCIAL CONSIDERATIONS**

Not applicable. Information only.

**ENVIRONMENTAL CONSIDERATIONS**

Not applicable. Information only.

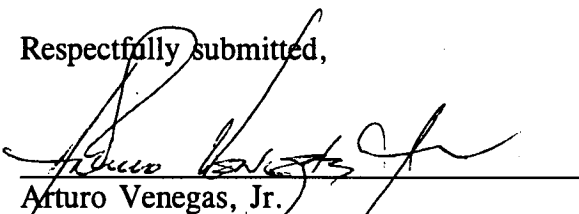
**POLICY CONSIDERATIONS**

Not applicable. Information only.

**MBE/WBE REPORTS**

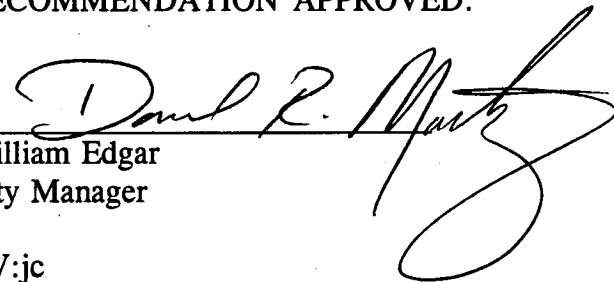
Not applicable. Information only.

Respectfully submitted,



Arturo Venegas, Jr.  
Chief of Police

RECOMMENDATION APPROVED:

*for:*   
William Edgar  
City Manager

AV:jc  
Ref: 4-52