



OFFICE OF
SHERIFF-CORONER

COUNTY OF SAN JOAQUIN

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July 17, 2013

Steve Moore
Sheriff-Coroner
Public Administrator

*Honorable David P. Warner
Presiding Judge of the Superior Court
222 East Weber Avenue, Room 303
Stockton, California 95202*

RE: 2012-2013 GRAND JURY RESPONSE

Dear Judge Warner:

Following are the Sheriff's Office responses to findings and recommendations made by the 2012-2013 Grand Jury.

Finding F2.1:

The savings from eliminating 33 Correctional Officer positions have been partially negated by overtime paid to officers when there are more than 1,252 inmates and therefore, does not provide the intended savings.

Response to Finding F2.1:

The Respondent agrees with the Finding.

During the budget years of 2009 through 2011, the Sheriff's Office was required to reduce its annual operating expenses. This was caused by the reduction in revenue for the county. As a result, positions were lost in each area of service delivery within the department. The decisions as to what areas to reduce were made using the criteria of how best to continue to deliver services with the best interests of public safety in mind for all of San Joaquin County.

Reductions made in the Correctional Officer series did result in employees being physically laid off, an unavoidable consequence of the budget reductions required. The loss of staff also resulted in modifications to our custody operations. These modifications, coupled with unpredictable changes to our inmate population numbers, did result in an increase in our overtime expenditures. However even with this increase, there were overall savings realized by the county as a result of the reduction in force implemented on the Correctional Officer series.

Finding F2.2:

County jail inmates who are being released due to jail overcrowding are then able to commit crimes when they otherwise would have been incarcerated, which is increasing the crime problem in the county.

Response to Finding F2.2:

The Respondent agrees with the Finding.

The Sheriff agrees with the finding that inmates released early from custody without their cases being fully satisfied by serving their full sentences are capable of re-offending. The jail has been under the auspice of a Superior Court Consent Decree (Court Cap) since 1989. The Court Cap is in its twenty-seventh amendment, and is reviewed monthly by the Court Cap Committee. The Court Cap Committee is made up of representatives from the Sheriff's Office, Probation Department, County Counsel, and the assigned judge responsible for jail population oversight.

Any release from the jail that is not the result of an inmate being "time served" is done so in strict adherence to the Court Cap and under the discretion of the overseeing judge. The Court Cap limits the total number of inmates that may be housed in the jail facilities, as well as specifically defining which pre-trial and sentenced inmates are to be released. At the discretion of the judge, the Court Cap also defines the minimum amount of time on a sentence an inmate must serve before being eligible for release. When releases under the Court Cap are not sufficient to meet the needs of the jail, the Jail's Population Management personnel will contact the Superior Court Judge for "special releases". In some instances, the percentage of time actually served has been as low as 35% of the commitment.

The Sheriff believes that the office has yet to feel the full impact of the implementation of Public Safety Realignment – AB109. The influx of inmates as a result of AB109 forces the Judge to consider other inmates in custody on local charges for early release through the Court Cap process that would not have been otherwise released early from custody.

The Sheriff recognizes the need for additional jail beds as he desires to minimize the number of inmates released early from custody due to overcrowding. The Sheriff's Office applied for funding under AB 900 Phase I in March 2008. The AB 900 Phase I project was to fund 1,280-bed jail expansion. However, on June 4, 2013, following a lengthy discussion and public comment, the Board of Supervisors voted to relinquish the San Joaquin County AB 900 Phase I conditional award and directed Sheriff's staff to terminate the Jail Expansion Project.

The Sheriff continues to work to identify possible solutions to our jail overcrowding, including possible participation in the SB 1022 process – state grant funds for jail programming space, implementation of a risk and needs assessment tool to re-evaluate pre-trial releases, expansion of the home monitoring program, modifications to the existing court cap, and the solicitation of allowances from BSCC to increase our rated jail capacity. In addition, alternatives to custody, i.e. home detention and GPS monitoring, are being used to give some relief to the total jail population. Today, there are 523 inmates serving their time out of custody and efforts are being made to increase the Alternative to Custody Program.

Finding F1.4:

Continued and increased use of current technologies would make law enforcement agencies more efficient and offset some of the decreased staffing.

Response to Finding F1.4:

The Respondent agrees with the Finding.

The San Joaquin County Sheriff's Office has a long history of implementing innovative technologies in an effort to increase operational efficiency, reduce cost and improve service to the public. Over the last ten years these technology improvements have included:

CUSINS

The Sheriff's Office Custody Information System (CUSINS) is available to municipal law enforcement agencies throughout the County, plus the District Attorneys Office and the Probation Department. CUSINS incorporates data from the Countywide Criminal Justice Information System (CJIS), Countywide Mugshot System, and the Countywide Juvenile Justice Information System (JJIS).

In addition to CUSINS being available in the office, there is a mobile version of CUSINS that incorporates photo searches for use in a field environment and is available to all municipal police departments in San Joaquin County.

ARIES

The Automated Regional Information Exchange System (ARIES) is a justice data sharing system in which the persons data sets from Records Management System (RMS) for all municipal police departments in San Joaquin County plus the Sheriff's Office (inclusive of CUSINS and CUSINS photos) are available. In addition, the RMS data sets from Alameda, Contra Costa and Solano County policing agencies are available to San Joaquin County police agencies via ARIES. These agencies include BART PD and Travis AFB.

Crime Analysis

In a partnership with the City of Stockton Police Department (SPD), the Crime Analysis units of both agencies share direct access to the respective agencies' Records Management Systems. The time savings involved for both agencies' crime analysis units is tremendous given that neither agency's crime analysis unit needs to spend time exchanging e-mail or in phone conversations to get needed details related to certain crime information.

Fingerprint Identification

Fingerprint identification technologies have been in use for a long time. Changes in the technology during the last several years have allowed fingerprint identification to become both fast and mobile.

The Sheriff's Office has implemented fingerprint identification at the start of the booking process to attempt to prevent misidentification of arrestees who have previously been arrested in the county. This has greatly enhanced the linking of arrestees to previous criminal justice system records at the start of the booking process instead of later in the process, thereby saving tremendous amounts of time related to re-linking or correcting improperly linked arrests. If an arrestee is in the system and there is a positive hit, the person's information, including a previous photo, is displayed to further attempt to prevent misidentification.

The Sheriff's Office has also implemented an affirmative release booking process in which persons who are released from custody are required to be validated via fingerprint and photo identification.

The Sheriff's Office has also implemented mobile fingerprint identification in which selected patrol units have fingerprint devices available. This allows for quick fingerprint and photo identification in the field.

OffenderWatch

OffenderWatch replaced a custom Sheriff's Office built sex offender management system. This system allowed for great management of the sex offender population with-in San Joaquin County. In addition, it allowed the detective assigned to managing the sex offenders in the county the ability to access it via a department provided laptop from the field, thereby greatly enhancing his access to the sex offender data.

Civil Automated System

The Civil Automated System (CAS) replaced a legacy system based on the IBM AS-400. The CAS upgraded the Sheriff's Office Civil automation to include a web based interface that was easy to use. Subsequent enhancements have included the implementation of document imaging management and the deployment of mobile computers with the civil process

servers. The deployment of mobile computers allowed records in the Civil System to be updated in real time instead of the data entry occurring back in the office. This has allowed for information to be more readily available to both field users and civil system users in the office who need to answer client inquiries.

Mobile Digital Computers

All patrol units are equipped with Mobile Digital Computers (MDC). In early implementations, the MDC's provided secure access to mobile dispatching that allowed field officers to access a variety of services including California Law Enforcement System (CLETS) data, car to car messaging, car to dispatcher messaging, premise hazard information and incident histories. Automated Vehicle Location (AVL) services was available that enhanced officer safety and allowed dispatchers and Patrol supervisors a visual representation of where field units were. This allowed for an increase in dispatcher efficiency by having the visual representation of field units

Additional enhancements have included:

- Access to Sheriff's Intranet
- Access to Cal-Photo
- Variety of mapping information including emergency school maps
- Complete policy guide in PDF
- In field fingerprint identification (for some units)
- Access to Text-A-Tip (For Sergeants)
- Access to e-mail

When the Sheriff's Office assumed responsibility for Animal Services, MDC's were placed into their vehicles and they were integrated into the Sheriff's Office dispatch system. This provided enhanced functionality that allowed for the Animal Services officer to be more efficiently managed, thereby increasing service levels to the public. In addition, it increased officer safety by providing AVL.

Digital Dictation System

The implementation of a digital dictation system greatly enhanced the productivity in the creation of documented reports. This was accomplished in several ways:

- Dictations are immediately available for transcription on a priority basis as soon as the dictation is uploaded
- Priority dictations are immediately queued electronically
- Workload management is more easily accomplished via the automated system
- Reduced the number of lost/misplaced transcribed reports

Web Services

San Joaquin County Sheriff's Office Web Page

The Sheriff's Office main web site is an easy to navigate site that provides a comprehensive set of information to the public. Information includes links to all Sheriff's Office web services, organization information, outreach information, information related to a variety of services the Sheriff's Office provides, as well as external links to advocate organizations such Megan's Law and the National Center for missing and Exploited Children.

Sheriff's Office Activity Log

This web service allows for citizens to view Sheriff's Office activity throughout the service area of the county.

Crime Reporting

The Sheriff's Office utilizes On-line Crime Reporting to submit a variety of non-emergency related crimes online. This service provides the citizens of unincorporated San Joaquin County an easy way to file certain types of crime reports.

24 Hour Booking Log

The Sheriff's Office 24 Hour Booking Log is generated at 2 AM every day, 365 days a year and contains information related to all bookings in the San Joaquin County Jail for the previous 24-hour period of time.

Who's in Custody

This web service provides a "near" real time inquiry view of inmates currently in the custody of the Sheriff. It provides information such as basic demographics, booking charges, booking date/time, bail, mailing address for inmates, and other information that may be useful to family or other members of the public. Who's in Custody is used regularly by a variety of people seeking information regarding a particular inmate. This substantially reduces the number of inquiries necessary to the Sheriff's Office Records Division, thereby allowing Records staff to focus on other duties.

VINE

The Victim Identification Network(VINE) is a valuable service through which victims of crime can use the telephone or Internet to search for information regarding their offender's custody status and register to receive telephone and e-mail notification when their offender's custody status changes.

The Sheriff's Office provides a direct VINE link to the offender from the Who's in Custody site, thereby making it easier for the victim to register.

Facebook - Unsolved Homicide/Missing Persons Page

In an effort to provide outreach for the Sheriff's Office Unsolved Homicides and Missing Persons, the Sheriff's Office created a Facebook page to provide outreach. To date, the Unsolved/Missing Facebook page has over 1,800 likes in 20 countries.

The performance of law enforcement work includes gathering, reviewing, and documenting information and actions taken with that information. These technologies have aided the Sheriff's Office in adapting to the environment of reduced funding with increased public demands for our services. Some specific examples of how we have been aided are:

- Improved response times as a result of mapping technologies in the patrol vehicles,*
- Reduced time spent preparing reports as a result of the recording method,*
- Increased public access to commonly requested information through the use of web services,*
- Increased time in the field for operations staff as a result of the ability to perform more research through the in car technology, and*
- Faster and more accurate identification of uncooperative subjects during field stops as a result of in car technologies.*

Recommendation R 1.4:

The Sheriff's Department and each city's police department review their current use of crime prevention technologies and develop a plan to implement new technologies that could help increase the efficiency of their agencies.

Response to Recommendation R 1.4:

The Sheriff's Office is continuously evaluating the Law Enforcement technologies available to increase the efficiency and effectiveness of the Sheriff's Office use of crime prevention technologies. The primary obstacles to the implementation of advanced technology is often funding as some advanced technologies are expensive. As funding becomes available and technologies mature, the Sheriff's Office is always seizing on opportunities to implement more efficient processes and create synergies that allow for more efficient utilization of resources to increase our effectiveness in the area of crime prevention. Technologies currently being evaluated include:

- Advanced crime analysis data analytic tools such as those provided by Palantir.com
 - These types of tools allow for greater aggregation and analysis of data from a wide variety of data sources*
 - Creates easy to use analysis reports and provides visual representation of data**

- *Personal Video Recorders*
 - *Personal video recorders allow for review of critical officer involved incidents that can increase the effectiveness of officer training programs*
- *License Plate Recognition (LPR)/Analytics*
 - *Increased use of passive identification of stolen/missing vehicles during Patrol units normal operation*
 - *Increased use of LPR Analytics such as the National Vehicle Location Service*
- *Implementation of e-forms/e-forms work flow*
 - *Development of e-forms for use in the MDC environment will reduce the time necessary to process common forms that are currently processed via paper.*
- *Expanded use of portable form factor technologies*
 - *The use of portable form factor technologies such as smartphones can greatly increase the productivity of investigations due to the ready availability of e-mail, localized mapping and the use of apps*
 - *Procure/develop productivity enhancing apps*
- *Development/procurement of voice transcription/command and control (C&C) technologies*
 - *Will result in greater efficiency of the Patrol officer and better service to the public when used for documented reports*
 - *Safer operation of the MDC*
- *3D Crime Scene Reconstruction System*
 - *3D crime scene reconstruction images a crime scene in very high detail*
 - *3d crime scene imaging will allow complex crime scenes to be more thoroughly examined in later phases of an investigation*
 - *Will lead to increased solvability of complex crime scenes*
- *Enhanced use of Facial Recognition*
 - *Increased use of facial recognition will serve as another tool to expedite the field identification process*
- *Integrated Ballistic Identification System (IBIS)*
 - *IBIS is used to link ballistic information to prior investigations and to guns used in crimes*
 - *Ready access to a departmental IBIS will allow for expedited processing of bullet fragments found at crime scenes*
 - *Currently we work in tandem with the Stockton Police Department on the use of IBIS for crime tracking/solving.*

The Sheriff's Office has an information systems unit staffed by an information systems manager, as well as six other staff dedicated to reviewing, maintaining, updating, and implementing technologies for use by the staff of the different divisions. There are also two crime analysts assigned to review and track trends within the areas served by the Sheriff's Office.

Crime prevention technology has become an ever increasing need and a rapidly changing field as technology continues to become a growing part of people's daily lives. The choices made in what technologies to actually implement will necessarily dictate how we as a law enforcement community effectively cooperate and collaborate in the delivery of services.

These and future efforts of the Sheriff's Office to cooperatively expand and enhance the use of technology in conjunction with all other agencies of the criminal justice system will continue.

In closing, I am impressed with the work done by the 2012-2013 Grand Jury. The review conducted on our criminal justice efforts was both comprehensive and thorough. I thank and commend the members for all of their hard work and dedication to the Grand Jury process.

Sincerely

A handwritten signature in black ink, appearing to read "Steve Moore". The signature is fluid and cursive, with a large loop at the beginning and end.

STEVE MOORE
Sheriff-Coroner

c: Chairman Ken Vogel, Board of Supervisors
Mimi Duzenski, Clerk of the Board
Rosa Lee, Interim County Administrator